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ABSTRACT

This report was prepared by representatives of the North Carolina Interagency Performance Management Team and the staff of the Governor's Commission on Workforce Preparedness (GCWP). The purpose of the report is to have team members use mutually agreed upon measurements to study the employment and wage outcomes of North Carolina's workforce development system. Included in this report is performance information for the workforce system as a whole and for the individual agencies/programs that comprise the system. A separate chapter is devoted to each of the seven agencies and organizations: (1) the Department of Commerce, Division of Employment and Training; (2) North Carolina Department of Labor; (3) Department of Public Instruction, Workforce Development Education; (4) Department of Health and Human Services, Division of Social Services, Work First Employment Program; (5) Department of Health and Human Services, North Carolina Division of Vocational Rehabilitation; (6) Employment Security Commission of North Carolina, Employment Services Division; and (7) North Carolina Community College System, Curriculum and Certificate Programs. The outcome measures contained in the report for the system as a whole and its component programs for the program year 1995-96 are the number of clients served, the number of exiters, and wage ranges and number of quarters of earnings of exiters. (JJL)

Workforce Development System

Outcome Report

Program Year 1995-1996

Prepared By The Interagency Performance Management Team &
The Governor's Commission on Workforce Preparedness

June 1998

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Foreword

Representatives of the Interagency Performance Management Team and staff of the Governor's Commission on Workforce Preparedness (GCWP) drafted this report. For the purposes of this report, each agency provided written permission for analyses of its 1996 Common Follow-Up System data by the Labor Market Information Division of the Employment Security Commission (ESC). Each agency also provided permission to the ESC for the release of these analyses in aggregate form to the Commission on Workforce Preparedness. In addition, each agency gave the GCWP written permission to release aggregate outcome data on program exiters for the 1995-1996 Program Year. Members of the Interagency Performance Management Team drafted the narrative section that accompanies their agency's data in this report, and staff of the Governor's Commission on Workforce Preparedness drafted the first two chapters of the report. Additional copies of the report can be obtained from the Governor's Commission on Workforce Preparedness. The following is a list of representatives to contact for additional information.

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Chapter 1. Introduction/Methodology

The following report will offer the first attempt by the Interagency Performance Management Team members to use mutually agreed upon measurements to study the employment and wage outcomes of North Carolina's workforce development system. In North Carolina, eight different state agencies operate 49 workforce development programs that offer their customers education, training, counseling, and placement services. While each of these 49 programs must provide performance reports to their federal or state funding source, each one measures performance in accordance with law, regulation, and policy. This may result in the use of differing definitions for commonly used terms. Therefore, standardized performance information about the workforce development system as a whole and its component agencies cannot be determined by a comparison of individual program reports. The following report is the first collaborative, interagency outcome report that uses agreed upon measures, like definitions, and a common data source to report on the performance of the workforce development system and its component agencies.

The Interagency Performance Management Team was formed by the Governor's Commission on Workforce Preparedness to develop cross-cutting performance measures for North Carolina's workforce development system. The team was originally formulated as part of a National Governor's Association project designed to examine the possibility for developing cross-cutting measures. At the direction of the GCWP, the process of developing cross-cutting measures evolved into the production of this interagency outcome report.

Programs Included

This report offers comparable employment and wage outcome data for the 1995-1996 program year. Included in the report is performance information for the workforce system as a whole (the aggregate data of the programs listed below) and for the individual agencies/programs that comprise the system. The report includes analyses of employment and wage outcomes for the following agencies/programs:

- North Carolina Community College System (Certificate and degree programs)
- Division of Employment and Training (All programs except Summer Youth)
- Department of Labor (Apprenticeship programs)
- Division of Social Services (Work First Employment Program)
- Division of Vocational Rehabilitation
- Employment Services Division (Employment Services and Veteran Employment Services)
- Department of Public Instruction (Workforce Development Education graduates only)

The workforce development programs not included in this report are: programs other than certificate and degree programs offered by the North Carolina Community College System (NCCCS), the JTPA Native American training program offered through the Department of Administration, the JTPA Summer Youth program offered by the Division of Employment and Training, the workforce training programs offered by the Department of Corrections for prison inmates, programs other than Work First and Vocational Rehabilitation offered in the Department of Health and Human Services, and training programs offered by Telamon Corporation for Migrant and Seasonal Farm Workers. Secondary education students not participating in Workforce Development Education are not included in the report.

Some of these programs have been excluded because they should not be measured according to their employment and wage outcomes. For example, programs that are designed to keep students in school longer or to train inmates while they serve in prison should not be assessed based on their ability to place participants into employment opportunities; therefore, the JTPA Summer Youth program was omitted as were the training programs in the Department of Corrections. Other programs were not included because of lack of data. For example, Social Security Numbers were only available for secondary education students participating in Workforce Development Education programs. As a result, wage information regarding secondary students not participating in Workforce Development Education cannot be determined using the Common Follow-Up System.

Methodology

Common Follow-Up System (CFS)

The Outcome Report was generated through the use of the Common Follow-Up System. Agencies participating in the Common Follow-Up System submit data record files to ESC for the period covering July 1 - December 31 and January 1-June 30 each year. These files include administrative records for participants served and contain demographic data, enrollment information and completion status. The records from each agency are then matched against the data from:

- all participating agencies,
- ESC Unemployment Insurance Wage Record Files, and
- records of the Department of Defense, the U.S. Postal Service, the U.S. Office of Personnel Management, and the State Office of Personnel.

For the purposes of this report, the Common Follow-Up System was used to:

- develop a non-duplicated count of the participants served in the workforce development system,
- identify service interaction across agencies,
- establish a common definition of employment as the existence of wages in the Unemployment Insurance Wage Record File, and
- verify whether wages exist for program exiters in the UI Wage Record File, and indicate the annual wages of those employed.

Measures

The data presented in this report provide an indication of the performance of the system and its component programs in moving participants into employment and indicate the levels of earnings these participants received. These measures also provide an indication of what may be happening to program exiters who were not found in the UI Wage Record Files. For example, the numbers indicate how many exiters were incarcerated thus preventing their employment. Furthermore, the report indicates how many program exiters were served by other agencies during 1995-1996. These figures may explain why some program exiters have little or no wages.

The outcome measures contained in the report for the system as a whole and its component programs include the following:

1. **Number of clients served during the July 1, 1995-June 30, 1996 Program Year (PY 1995-1996).**
2. **Number of exiters during the July 1, 1995-June 30, 1996 Program Year.**
3. **Number of exiters found in the Unemployment Insurance (UI) Wage Record File with earnings.**
4. **Number of exiters enrolled in the military.**
5. **The number of exiters not found in the UI System.**
6. **The number of exiters found in the UI System with earnings that were served by other agencies during PY 1995-1996.**
7. **The number of exiters not found in the UI System that were served by other agencies in PY 1995-1996.**
8. **The number of exiters not found in the UI system who were incarcerated during PY 1995-1996.**
9. **The wage ranges and number of quarters of earnings of exiters found in the UI System with earnings.**
10. **The number of exiters of each agency who were found to be enrolled in each of the other agencies during PY 1995-1996.**

Data Elements Included

The Number of Clients Served PY 1995-1996:

Each agency submitted data identifying their program participants to the Common Follow-Up System. The number of clients served was calculated by counting the number of unique Social Security Numbers (SSNs) of program participants engaged in services during program year 1995-1996.

Number of Exiters PY 1995-1996:

To develop a consistent report, the members of the Interagency Performance Management Team negotiated a definition of program exiter to include people who receive some level of training and/or placement assistance and then exit a program or service. This definition was negotiated to ensure that data included participants who received services and became employed as a result and those that received services but did not become employed. (For the purposes of this report, the

presence of wages in the UI System is used as a proxy measure for employment. See number of exiters with civilian wages found in the CFS below). Included in the agency data for exiters are: 1) participants who complete services and gain employment, 2) participants who complete services and do not gain employment, 3) participants who exit services prior to completion and gain employment, and 4) participants who exit services prior to completion and do not gain employment. Ideally, the analysis would have separate outcome data for non-completers; however, this was not available given existing agency data sources. Thus outcome information for exiters combines data on program completers with data on non-completers who exit their programs. The number of exiters was determined by a unique count of the exiter SSNs. If an individual was served by more than one program in an agency, the last exit date was used.

Number of Exiters Found in the UI System with Earnings:

For the purposes of this report, employment outcomes were determined by the presence of wages in the Common Follow-Up System Wage File. The wage file is taken from data in the Unemployment Insurance Wage Record File which includes wage information for approximately 95% of the North Carolina labor force. However, the absence of wages in this system may not indicate unemployment. Wage information is not available for exiters who:

- work outside of North Carolina, unless they are employed by the Department of Defense, U.S. Postal Service, or the U.S. Office of Personnel Management. (However, for the purposes of this report military wages were not included due to the lack of availability of 1997 military wage data),
- work in North Carolina in jobs not covered by unemployment insurance, such as the self-employed, or
- are not in the labor force (those who are retired, ill, dead, etc.).

To determine the presence of wages, the records of exiters were searched for an exit date and the “Exit Quarter” was determined by the exit date. The quarter subsequent to the Exit Quarter was termed the “Job Search Quarter.” The “Job Search Quarter” was skipped in the search for wages so that participants were granted one quarter post exiting a program to obtain employment. Wages were searched for in the four quarters subsequent to the “Job Search Quarter.” In total, each individual included in the report had the opportunity to work for four quarters. An exiter was counted as having wages in the UI System if earnings existed in any of the four quarters searched. The number of individuals with wages found was aggregated and reported for the workforce system and for each agency/program.

Number of Exiters Enrolled in the Military:

This is a unique SSN count of each agency’s exiters who have entered the military subsequent to their last exit date at an agency. This was calculated by counting the number of unique SSNs of all exiters who entered the military subsequent to their last exit date from any agency.

Number of Exiters Not Found in the UI System:

This was calculated by the same methodology used above to determine wages. Individuals without earnings may not have been unemployed. Exiters without wages found include the unemployed and the self-employed, those with earnings in other states, those enrolled in other education programs rather than working, those no longer in the workforce (including those who have retired, died, or become incarcerated), and those earning military wages.

Number of Exiters Served by Other Agencies During the 1995-1996 Program Year:

This measure provides an indication of how many exiters were enrolled in other workforce programs during the 1995-1996 program year. Some exiters may leave one program and enter into another for further training assistance, or they may participate in training programs concurrently. Continued participation in training may indicate why some program exiters have little or no wages in the UI system. The measure also illustrates cross agency services. The measure was calculated by counting the unique SSNs of each agency's exiters who were served by another agency during the program year. Included in those counts are exiters of the programs studied that were served by the University System and the Department of Corrections during PY 1995-1996.

Number of Exiters Not Found in the UI System Who Were Incarcerated:

This statistic is a non-duplicated count of the SSNs of exiters that were not found in the UI System who were found to be incarcerated in the 1995-1996 Program Year.

Annual Civilian Wages of Exiters with Wages Found in the CFS and Number of Quarters of Employment:

To determine annual wages for program exiters, wages found in each of the four quarters subsequent to the Job Search quarter were summed. Wages were aggregated into wage ranges. In addition, a count of how many participants had wages in one quarter, in two quarters, in three quarters, and in all four quarters was supplied for each wage range. Note that Unemployment Insurance Wage Record files provide the sum of wages earned in the quarter and do not indicate whether employment is permanent or temporary, full or part-time, or what the hourly or weekly wages are. Wages reported may have been earned during one day of employment or by working full-time throughout the quarter. (Gathering more information would require legislative action to impose more detailed UI reporting requirements on employers.)

The Number of Exiters of Each Agency Found to be Enrolled in Each of the Other Agencies during PY 1995-1996:

This was determined by identifying the unique SSNs of each program's exiters and searching the records of each of the other programs to determine if those exiters were found to be served by the other agencies/programs in the 1995-1996 Program Year. The count of the exiters served in each of the other programs was then summed. For the purposes of this measure, the University System and the Department of Correction's client data was included to determine whether program exiters were served by those agencies.

Understanding the Data

These measures are limited to examining the employment and wage outcomes of program participants and do not provide a comprehensive performance evaluation of all of the programs that comprise the workforce development system. Most of the component programs have broader outcome objectives than employment, and each program has its own federal and/or state reporting requirements that address the broad range of their program objectives. The Community College system, for example, often serves customers who are already employed who simply want to advance their skills. Programs such as Vocational Rehabilitation and Work First assist clients to overcome various obstacles before their employment can be obtained. Thus, a comprehensive evaluation of these programs would require measures other than employment such as participant skill gains and the elimination of employment barriers.

Because programs have differing objectives and serve population groups with differing capabilities, even comparing like employment and wage data does not always compare apples to apples. Included in the report are programs designed to serve broad population groups and programs that serve target populations with significant barriers to employment. The Community College System and the Employment Security Commission (ESC), by far the two largest workforce service providers, assist anyone seeking training and employment assistance. Whereas, Vocational Rehabilitation places priority of service on the severely disabled, Work First limits service to welfare recipients (recipients of welfare cash benefits), and JTPA programs serve economically disadvantaged individuals and dislocated workers. These differences in population groups served impose limitations on the comparability of outcomes across programs.

Although the report focuses on the presence and level of wages attained by program exiters, programs are not always designed to move people into high wage employment and often do not have any control over participant occupational choices. In the Community College System, some customers pursue educational experiences simply for self-improvement and not for employment, while others pursue training for low wage occupations. Wage rates are also determined by the strength of the local economy. Participants living in regions with very low unemployment rates may be paid higher wages for the same type of job that earns a lower wage in an area of higher unemployment. Furthermore, program exiters may be gaining employment for the first time and thereby have limited ability to command high wages.

The analysis only offers employment information for participants who enter employment covered by North Carolina's Unemployment Insurance System, thus employment data may underestimate the actual employment status of program exiters. Wage outcomes were presented only for exiters who became employed in jobs covered by the unemployment insurance system. Although estimates indicate that UI Wage Record Files do include 95% of the North Carolina labor market, some program exiters may have become employed in jobs not covered by this system, including those who are self-employed or employed outside of North Carolina.

The report includes wage outcome data for some exiters who may not intend to pursue employment or who may be planning to participate in further training prior to employment. Some Community College program participants seek education and training services for self-

improvement or further knowledge and may not seek skills for entering the labor market. Other participants may exit one program in preparation for enrolling in further skills training in the future. Because community college participants do not always participate in training on a continuous basis, some participants may be included as exiters when in fact they re-enrolled in training in the quarter subsequent to the period covered by this report. These participant's wages do not yet reflect the end benefit of their training program. The publication of next year's report will account for these outcomes of Program Year 1995-1996 exiters.

The report displays annual wage information for program exiters, and does not indicate the exiter's hourly wage rate, nor whether the employment is temporary or permanent, part-time or full-time. Under the Unemployment Insurance regulations, employers are only required to submit quarterly wages for their employees. No hourly wage data is reported; the wages reported simply reflect the sum total of each exiter's wages during that quarter. The earnings could have been achieved in a one day temporary assignment or through a full-time, permanent job. Therefore, the report simply displays the total annual wages for exiters by summing the four quarters of available wage record information. (Collecting hourly wage information from employers would require legislative action to change employers' Unemployment Insurance reporting requirements. Some states have done this in order to gain access to this information.)

The report indicates the presence of wages for exiters post-program participation. The data available does not indicate whether the program/system was responsible for placing the participant in employment. Program participants may already have been employed but may have sought training and placement assistance to find a better job. Because some participants may have been employed prior to program entry and because the data does not indicate whether their job is a new job, the percentage of exiters found to have wages after exiting a program should not be interpreted as a program's job placement rate. For example, Apprenticeship programs are based on requests from employers to enter into a training agreement to improve the skills of existing workers. Participants entering into this type of training are already employed. Thus the program will help participants attain higher wages, but job placement occurred before participants entered into their apprenticeship.

Finally, because of the interdependent nature of the workforce development system, employment and wage outcomes may be the result of the sum total of training and placement efforts across agencies, rather than the result of participation in any one program. On the path to employment, for example, a welfare recipient may receive counseling services from the Department of Social Services, training from the Community College System, and placement assistance from the Employment Security Commission. Thus, it becomes impossible to attribute an employment outcome to the efforts of any one program.

The value of this report is in its ability to offer the reader like measurements for program employment and wage performance, even though the services provided and the populations served may differ and outcomes may be attributable to multiple entities. Currently, due to the laws, policies, and regulations governing programs, the performance reports generated by each individual agency use differing definitions for like terms, making any comparisons impossible. For example, for some programs a participant is counted as being employed as soon as they are placed in a job, while others do not count participants as being employed unless they have retained the job they were placed in for 90 days. A comparison of these two programs based on employment outcomes could show that the program with the retention definition as performing less well at employing its participants than the program that counts all placements. Similarly, some programs define completers as anyone who completed the services they offered, while others do not identify participants as completers until they have achieved employment. These differences would similarly skew outcome data in favor of the program that determines completion upon employment, as it would appear that all program participants gain employment.

For the purposes of this report, common data sources and common definitions have been used to allow program performance to be measured similarly. The presence of wages in the UI files is being used as the proxy measure for employment across agencies. Agencies have agreed to define program exiters to include: 1) participants who complete services and gain employment, 2) participants who complete services and do not gain employment, 3) participants who exit services prior to completion and gain employment, and 4) participants who exit services prior to completion and do not gain employment.

Chapter 2. Workforce Development System Outcomes

Each program in the workforce development system was developed to serve its own discrete function, yet where possible, programs rely on one another's services to provide their customers with the outcomes they are seeking. Duplication is minimized by relying on the North Carolina Community College System as the primary provider of education and training services and the Employment Security Commission as the greatest source of job placement services. The remaining programs are needed to either prepare their customers to access the services offered through the community colleges or Employment Security Commission offices or to provide substitute services necessary for those with special needs.

Thus, in evaluating the employment and wage outcome data for the workforce development system, it is important to consider that the populations served in the programs include the general population as well as participants with severe disabilities, welfare recipients, disadvantaged individuals, dislocated workers, youths, and adults. The data covers participants across the state, including areas of high unemployment and low-wages as well as those of low unemployment and higher wages. Exiters include those who completed their course of service and those who exited their program prior to completion. Participants may be counted as exiters because they finished one program, but they may still be participating in another program offered by another agency, thereby limiting the time that they have available for employment. Participants also include those pursuing training for their own self-interest rather than to achieve employment and those who pursue training for low wage occupations.

Employment and Wage Outcome Analysis

Data for the workforce development system indicates that 1,086,136 clients were served during program year 1995-1996. This is an unduplicated count of the Social Security Numbers of participants in the North Carolina Community College System's certificate and degree programs, the Department of Commerce's North Carolina Employment and Training Grant and Job Training Partnership Act Programs (except the JTPA Summer Youth Program), the Department of Labor's Apprenticeship Program, the Department of Health and Human Services' Work First employment program and Vocational Rehabilitation programs, the Employment Security Commission's employment programs, and the Department of Public Instruction's Workforce Development Education programs.

Of the 1,086,136 served, 59% (643,762) exited a program or service in the workforce system (completed their program/service or dropped out). Of the exiters, 80% (516,099) had earnings in the wage record files, less than 1% (201) were enrolled in the military, and 20% (127,663) were not found with earnings in the UI Wage Record File. Approximately 95% of employment is covered by the UI Wage Record File System. However, some of those exiters not found to have wages in UI Wage Record Files may have been self-employed or employed outside of North Carolina, or they may not have been in search of employment after program participation.

The annual wages found for system exiters indicate that 26% of participants with earnings found in the UI Wage Record Files earned from \$1 to \$5,000 in the year subsequent to exiting their program and an additional 19% earned between \$5,001 and \$10,000. Together these figures indicate that 45% of exiters with earnings were found to have earned between \$1 and \$10,000 in the year subsequent to exiting a workforce development program. However, 63% of the exiters with earnings between \$1 and \$10,000 had earnings for three or less quarters; thereby indicating that their annual wages would have been higher had they had earnings for four quarters. These figures may also be low because a larger percentage of this population may have been participating in other workforce development programs, earning money outside of North Carolina, been self-employed, in training for self-improvement rather than for employment, or may have had greater barriers to employment.

Conversely, 55% of exiters with earnings found in the UI Wage Record Files earned \$10,001 or more in the year subsequent to their participation, and the vast majority (92%) of earners in these wage ranges had four quarters of earnings. Thirty-six percent of exiters with earnings earned more than \$15,000 annually and 95% of them had earnings for four quarters, 21% earned more than \$20,000 and 96% of them had earnings for four quarters, 11% earned over \$25,000 and 97% of them had earnings for four quarters, and 6% earned over \$30,000 and 97% of them had earnings for four quarters.

To put these annual wages in context, the federal Minimum Wage ranged between \$4.25 and \$5.15 in the period covered by this report. Given these ranges and the time period studied, full-time work at minimum wage would have produced annual earnings that ranged from a minimum of \$9,100 to a maximum of \$9,949. Working full-time (40 hours per week for 52 weeks or 2,080 hours per year) at \$4.80 per hour would provide an annual income of \$10,000. Full time work at \$7.21 per hour would provide an annual income of \$15,000. Full time work at \$9.62 per hour would provide an annual income of \$20,000. Full-time work at \$12 per hour would provide annual earnings of \$25,000, and full-time work at \$14.42 per hour would provide an annual salary of \$30,000.

System Inter-connectivity

The outcome data also indicates the inter-connectivity of the programs comprising the workforce system. In examining Table 2.4, it is clear that the Employment Security Commission (ESC) and the North Carolina Community College System (NCCCS) dwarf the size of all other programs combined, with exiters of 548,732 and 61,778 respectively. (Note NCCCS data includes certificate and degree program participants only). The smaller programs often rely on the North Carolina Community College System (NCCCS) for training and the Employment Security Commission (ESC) for placement services, thus reducing duplication of services.

Of the exiters of the Department of Labor's Apprenticeship Program, 24% were served by the Department of Public Instruction (DPI) in their workforce development education programs, 39% by NCCCS' certificate and degree programs, and 11% by ESC during 1995-1996. These figures make sense as the apprenticeship programs include youths and adults who participate in high school and community college classes. These participants may have also been referred to the

apprenticeship program by ESC or may have used ESC for placement services once their training/apprenticeship was complete.

Of the exiters from the Department of Public Instruction's workforce development programs, 10% were also served by the community college system and 9% by ESC during 1995-1996. A future analysis of the 1996-1997 program year may indicate that many more of these exiting students went on to be served by the community colleges or ESC in the subsequent year.

Of the JTPA program exiters in the Division of Employment and Training (DET), 53% were also served by ESC, 51% by NCCCS, and 14% by the Department of Social Service's Work First employment program during 1995-1996. (Note that more than 14% of JTPA participants receive welfare benefits from DSS. The 14% figure is limited to indicating the number of JTPA exiters who were also served by the Work First Employment program during 1995-1996). These figures reflect ESC's referral of candidates to JTPA for further training prior to placement and JTPA's common practice of contracting with the community college system for training.

Of the exiters of the DSS Work First employment program, 47% were served by ESC and 35% by NCCCS for employment and training services during 1995-1996. Again this practice allows DSS to ensure that welfare recipients receive the training and placement services necessary without having to duplicate those services. Similarly, of the exiters from the Division of Vocational Rehabilitation (DVR), 29% were served by ESC and 23% by NCCCS during the 1995-1996 program year.

Of the over half million exiters from the Employment Security Commission, 19% were served by NCCCS, 6% were clients of the Department of Corrections, 3% were served by the Work First Employment program, 2% participated in programs offered by DET, DVR, and UNC during 1995-1996.

Similarly, of the 61,778 exiters of the Community College System's certificate and degree programs, 22% were served by ESC, 6% by UNC, 4% by DET and DSS, and 2% by DVR and DOC during 1995-1996.

Remaining Chapters

The following chapters will outline the purposes of the programs contained in this report and provide an outcome analysis for each of the individual agencies/programs contained in the report. When reviewing the data included in this report, the reader should be aware of the differing purposes of the programs included and the abilities of the populations they serve. These differences affect each program's employment and wage outcomes. For example, in reviewing data for the Division of Social Services' Work First Employment Program and the Division of Employment and Training's JTPA programs, it is important to note that these programs serve welfare recipients, disadvantaged individuals, and dislocated workers that may have more significant barriers to work. Similarly, the Division of Vocational Rehabilitation provides priority in service to severely disabled individuals for whom sustaining employment may be a significant challenge. For these population groups, one would expect to find fewer exiters with earnings and

lower annual earnings for those that do have earnings. Conversely, the Apprenticeship programs offered by the North Carolina Department of Labor provide employer driven training for anyone over 16 years of age who is employed and developing or advancing manual, mechanical, or technical, supervisory, and managerial skills following apprenticeship standards. Based on the purpose of the Apprenticeship program and the population it serves, one would expect to find a greater number of exiters with earnings and higher annual earnings. Keeping these differences in mind is critical to understanding the data. Readers must be sure to read the narrative sections that accompany the data presented in each chapter so that they understand each program's purpose and the populations they serve.

**TABLE 2.1
WORKFORCE SYSTEM**

Total Clients Served ¹			
1995 - 1996			
1,086,136			
EXITERS ²			
1995 - 1996			
Number		Percent	
643,762		59%	
Exiters with Earnings Found in the UI System ³		Exiters Enrolled in the Military ⁴	
Number	Percent	Number	Percent
516,099	80%	201	<1%
		Exiters Not Found in the UI System ⁵	
		Number	Percent
		127,663	20%

1. The total clients served was calculated by taking a unique count of the Social Security Numbers across agencies of those individuals designated by each agency as having received a service or enrolled in a program to the Common Follow-Up System for CFS year 1995 - 1996 (i.e., July 1, 1995 through June 30, 1996).
2. The number of exiters was calculated by taking a unique count of SSNs across each agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service. The percentage of exiters was determined by taking the number of exiters and dividing it by the number of total clients served.
3. Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service or agency the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having earnings. The percentage of exiters with earnings was determined by dividing the number of exiters with earnings by the total number of exiters.
4. Exiters enrolled in the military was determined by searching military data for an enrollment date subsequent to the exit date. If an individual was found to have entered the military subsequent to exiting they are included in this count. The percentage of exiters enrolled in the military was determined by taking the number of exiters enrolled in the military and dividing it by the number of exiters.
5. Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The percentage of exiters not found in the UI system was determined by taking the number of exiters not found in the UI system and dividing it by the number of exiters.

**TABLE 2.2
WORKFORCE SYSTEM**

EXITERS ¹ 1995 - 1996 643,762													
Exits Found in the UI System with Earnings ²	Exits Not Found in the UI System ⁴												
<table border="1"> <tr> <th>Number</th> <th>Percent</th> </tr> <tr> <td>516,099</td> <td>80%</td> </tr> </table>	Number	Percent	516,099	80%	<table border="1"> <tr> <th>Number</th> <th>Percent</th> </tr> <tr> <td>127,663</td> <td>20%</td> </tr> </table>	Number	Percent	127,663	20%				
Number	Percent												
516,099	80%												
Number	Percent												
127,663	20%												
Exits Found in the UI System with Earnings Served by Other Agencies ³	Exits Not Found in the UI System Served by More than One Agency ⁵												
<table border="1"> <tr> <th>Number</th> <th>Percent</th> </tr> <tr> <td>157,885</td> <td>31%</td> </tr> </table>	Number	Percent	157,885	31%	<table border="1"> <tr> <th>Number</th> <th>Percent</th> <th>Number</th> <th>Percent</th> </tr> <tr> <td>27,152</td> <td>21%</td> <td>1,262</td> <td>1%</td> </tr> </table>	Number	Percent	Number	Percent	27,152	21%	1,262	1%
Number	Percent												
157,885	31%												
Number	Percent	Number	Percent										
27,152	21%	1,262	1%										

1 The number of exiters for the Workforce System was calculated by taking a unique count of Social Security Numbers across each agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing, (b) participated in a program/service and left the program/service having completed the program/service.

2 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service or agency the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having earnings. The percentage of exiters found in the UI system with earnings was determined by dividing the number of exiters found in the UI system with earnings by the total number of exiters.

3 The number of exiters found in the UI system with earnings served by more than one agency, was determined by taking the unique SSNs of exiters found in the UI system with earnings and searching the records of all agencies. If an SSN was found in the records of two or more agencies they were counted as served by more than one agency.

The percentage of exiters found in the UI system with earnings served by more than one agency was calculated by taking the number of exiters found in the UI system with earnings who were served by more than one agency and dividing it by the total number of exiters found in the UI system with earnings.

- 4 Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The number of exiters not found in the UI system was determined by searching the four quarters following the "job search quarter". If no wages were found in those four quarters the exiter was counted as not found in the UI system. The percentage of exiters not found in the UI system was calculated by taking the number of exiters not found in the UI system and dividing it by the total number of exiters.
- 5 The number of exiters not found in the UI system served by more than one agency was determined by taking the unique SSNs of exiters not found in the UI system and searching the records of all agencies. If an SSN was found in the records of two or more agencies they were counted as served by more than one agency. The percentage was calculated by taking the number of exiters not found in the UI system who were served by more than one agency and dividing it by the total number of exiters not found in the UI system.
- 6 The number of exiters not found in the UI system incarcerated was determined by taking the unique SSNs of exiters not found in the UI system and searching the 1995-1996 program records of the Department of Corrections (DOC). If an SSN was found in the DOC records to have been incarcerated during CFS year 1995-1996 they were included in this count. The percentage was calculated by taking the number of exiters not found in the UI system incarcerated and dividing it by the total number of exiters not found in the UI system.

**TABLE 2.3
WORKFORCE SYSTEM**

Exiters with Earnings Found in the UI System ¹		Number of Quarters of Earnings ²											
		4 Quarters of Earnings ³			3 Quarters of Earnings ³			2 Quarters of Earnings ³			1 Quarter of Earnings ³		
Range	N	%	N	%	N	%	N	%	N	%	N	%	
TOTAL	516,099	100%	345,875	67.0%	75,575	14.6%	51,729	10.0%	42,920	8.3%			
\$ 0,001 - \$ 5,000	133,532	26%	22,510	17%	30,260	23%	39,490	30%	41,272	31%			
\$ 5,001 - \$10,000	98,293	19%	62,462	64%	25,081	26%	9,360	10%	1,390	1%			
\$10,001 - \$15,000	95,081	18%	81,360	86%	11,539	12%	2,023	2%	159	0%			
\$15,001 - \$20,000	78,874	15%	73,344	93%	4,932	6%	537	1%	61	0%			
\$20,001 - \$25,000	50,695	10%	48,545	96%	1,975	4%	162	0%	13	0%			
\$25,001 - \$30,000	27,229	5%	26,226	96%	918	3%	79	0%	6	0%			
\$30,001 +	32,395	6%	31,428	97%	870	3%	78	0%	19	0%			

- Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus', commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) the agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one agency the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages, (g) the earnings in each of the four quarters were summed in order to obtain a total earnings, (h) the earnings range within which the total earnings fell was determined for each exiter, (i) the number of individuals who fell into each earnings range was summed. The percentage of exiters within each earnings range was determined by dividing the number of exiters with earnings in each range by the total number of exiters with earnings.
- The number of quarters with earnings was determined by summing the number of quarters out of the four searched quarters for which earnings were found.
- The number of exiters who had one quarter of earnings within each range was determined by summing the number of exiters in each range who had one and only one quarter of earnings. This same procedure was utilized to determine the number of exiters in each range who had two, three and four quarters of earnings. The percentage of exiters who had one quarter of earnings within each range was determined by dividing the number of exiters within each range who had one and only one quarter of earnings by the total number of exiters in that range. This same procedure was utilized to determine the percentage of exiters in each range who had two, three and four quarters of earnings.



Chapter 3. Department of Commerce

Division of Employment and Training

Programs Included in the Report:

This report includes data for the following Job Training Partnership Act programs operated in North Carolina: Title II-A Training Services for the Disadvantaged Adult Training Program, Title II-A 5% Training Services for the Disadvantaged Older Worker Training Program, Title II-A 5% Training Services for the Disadvantaged Incentive Funded Exempt Programs for the Hard-to-Serve Training Program, Title II-A 8% State Education and Coordination Grant Programs, Title II-C Training Services for the Disadvantaged Youth Training Program, Title III Employment and Training Assistance for Dislocated Workers, and Employment and Training Grant Fund Programs (state funds). The Summer Youth Employment and Training Program is not represented in this data due to the nature of the program's goals which are to encourage school completion or enrollment in supplementary or alternative school programs. A majority of the SYEP clients will return to school at the end of their participation in the summer program.

Objective of Programs Included:

Purpose of the Job Training Partnership Act

The Job Training Partnership Act (JTPA) is a federally funded job training program for persons who are economically disadvantaged; persons facing serious barriers to employment; individuals who have been displaced by plant layoffs and closures and individuals who are considered long-term unemployed.

The Job Training Reform Amendments of 1992, states the purpose of JTPA:

"It is the purpose of the Job Training Partnership Act to establish programs to prepare youth and adults facing serious barriers to employment for participation in the labor force by providing job training and other services that will result in increased employment and earnings, increased educational and occupational skills, and decreased welfare dependency, thereby improving the quality of workforce and enhancing the productivity and competitiveness of the nation."

Title II - Training Services for the Disadvantaged

Part A - Adult Training Program (including the 5% Older Worker Program, 5% Incentive Hard-to-Serve Program)

Title II-A adult training programs are to prepare economically disadvantaged adults for participation in the labor force by providing job training and other services that will result in increased employment and earnings, increased occupational and educational skills, reduced welfare dependency and improved long-term employability.

Title II - Training Services for the Disadvantaged

Part A 8% STATE EDUCATION COORDINATION AND GRANTS

Eight percent of the state's Title II-A/C allocations are reserved to provide assistance to state education agencies responsible for education and training. A minimum of eighty percent of these funds must be used to provide education and training services directly to eligible participants.

Title II - Training Services for the Disadvantaged

Part C - Youth Training Program

Title II-C youth training programs are designed to improve the long-term employability of youth; to enhance the educational, occupational and citizenship skills of youth; to encourage school completion or enrollment in alternative school programs; to increase the employment and earnings of youth; to reduce welfare dependency; and to assist youth in addressing problems that impair their ability to make a successful transition from school to work, to apprenticeship, to the military, or to post-secondary education and training.

Title III - Employment and Training Assistance for Dislocated Workers

Title III programs seek to establish an early readjustment capacity for workers and firms in each state; to provide comprehensive coverage to workers regardless of the cause of the dislocation; to provide early referral from the unemployment insurance system to adjustment services as an integral part of the adjustment process; to foster labor, management and community partnerships with government in addressing worker dislocation; to emphasize retraining and reemployment services rather than income support; to create an on-going substate capacity to deliver adjustment services; to tailor services to meet the needs of individuals; to improve accountability by establishing a system of mandated performance standards; to improve financial management by monitoring expenditures and reallocating available funds; and to provide the flexibility to target funds to the most critical dislocation problems.

North Carolina Employment and Training Grant Program

The North Carolina Employment and Training Grant Fund Program was established by the General Assembly to supplement Job Training Partnership Act programs in the state. The expected outcomes are the same as those for Titles II-A and Title III.

Population Served in these Programs:

**Title II - Training Services for the Disadvantaged
Part A - Adult Training Program**

Adults in the Title II-A program must be economically disadvantaged and at least 22 years old. Economically disadvantaged is defined to include welfare recipients, food stamp recipients, homeless individuals, and persons meeting an income test for 6 months.

At least 65% of the program's participants must be hard-to-serve individuals from among the following categories: basic skills deficient; school dropout; recipient of cash welfare payments; offender; disabled, or homeless.

**Title II - Training Services for the Disadvantaged
Part C - Youth Training Program**

Youth in the Title II-C program must be economically disadvantaged and 16-21 years of age. Local areas also have the option to provide some services to economically disadvantaged youth 14 -15 years of age. Additionally, JTPA allows in-school youth who are eligible to receive free meals under the National School Lunch Act and students participating in a compensatory education program under Chapter 1 of Title 1 of the Elementary and Secondary Education Act to be eligible to receive services under II-C.

At least 65% of the in-school participants must also be hard-to-serve individuals: basic skills deficient; having low educational attainment (1 or more grade levels below the grade level appropriate to the age of the individual); pregnant or parenting; having a disability, including a learning disability; homeless or run-away youth; and offenders. At least 65% of the out-of-school youth participants must also be hard-to-serve individuals: these categories are the same as for the in-school except that school dropouts replace the low educational attainment category. Also, at least 50% of the youth in the program are to be out-of-school.

Title III - Employment and Training Assistance for Dislocated Workers

This program is available for dislocated workers --- persons who have lost their job due to a layoff or closure, or those individuals who are long term unemployed (26 weeks or more), self-employed individuals who are unemployed as a result of general economic conditions in their local community or because of natural disasters.

North Carolina Employment and Training Grant Program

Eligible individuals must be economically disadvantaged adults (18 years or older) or Title III eligible adults.

Program/Service Delivery Structure:

Diversity in Local Service Delivery Structure

One of the cornerstones of the Job Training Partnership Act has been its decentralized governance structure. While the Act does provide a common framework for program operation, it also leaves a fair amount of discretion to the rest of the delivery structure – states and Workforce Development Boards - to set up systems, procedures and policies that best address their unique needs within this common framework.

Clearly, what might work best in one area of the state will not necessarily be the best approach in another. Since the beginning of JTPA, local Workforce Development Boards have been provided policies and procedures allowing for sufficient flexibility to structure programs that will work for them locally.

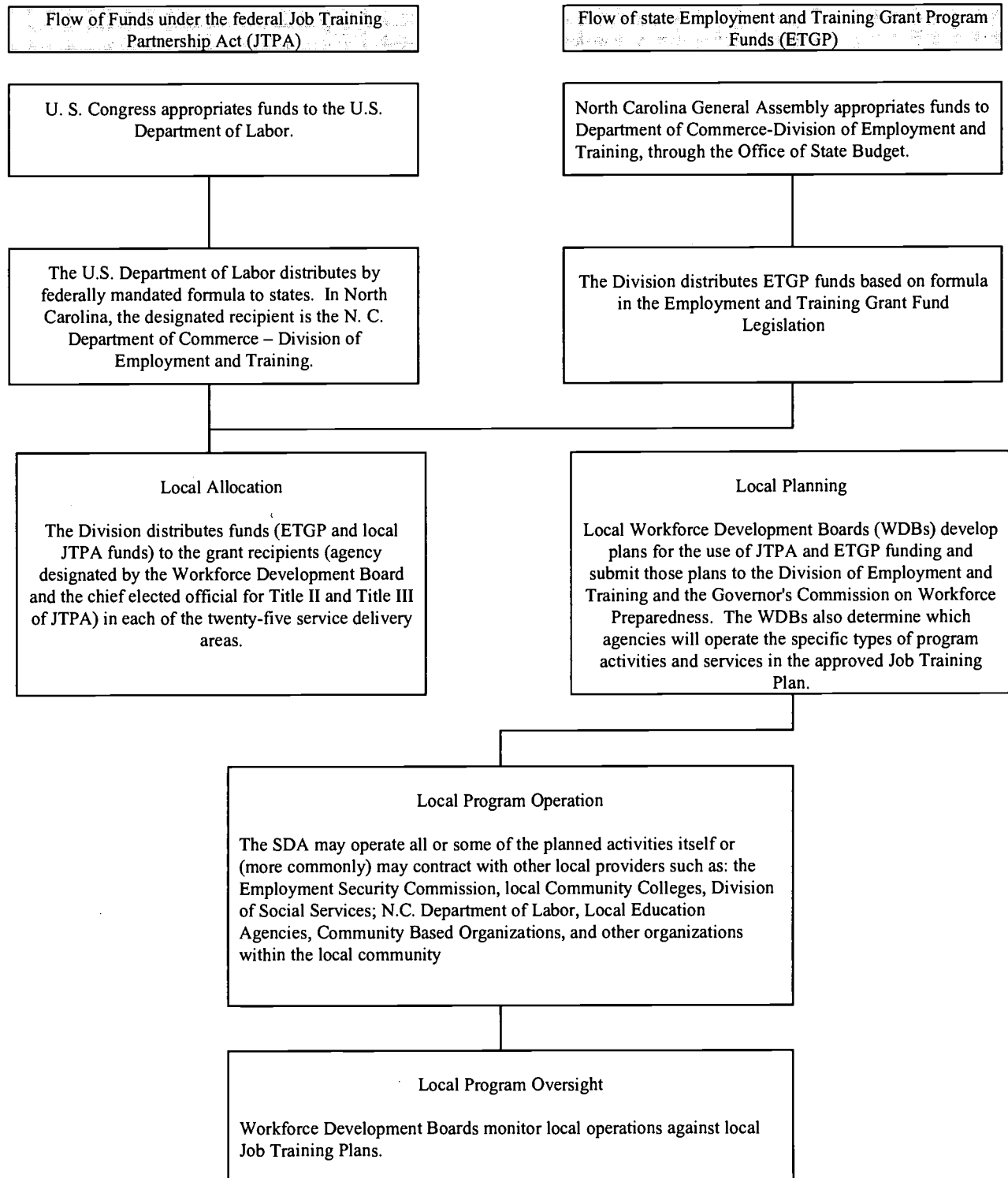
Service Delivery Areas (SDAs) do not vary radically across the state, but clearly there is diversity among the twenty-five SDAs in North Carolina. SDA size and administrative structure can vary considerably. SDA programs can also vary somewhat as to the kinds of clients they serve and the services these clients receive. While not all SDAs offer the same JTPA services to the same type of JTPA clients, these differences are not significant. There will be considerable variation as to the kinds of clients served and the services these clients receive when *different funding titles* are examined.

Another area that can vary widely from SDA to SDA has to do with service providers – those agencies that actually deliver the services to clients within the service delivery area. Most small service delivery areas do not contract (or rarely contract) their programs out to other service providers in the area. Roughly a third of the twenty-five SDAs fall into this category, including the seven single-county SDAs. Under this delivery structure, JTPA resources still flow to other partners in the area. A typical example – the referral of an individual to the local community college -- involves the payment of tuition, books, and fees for a JTPA client at the local community college. In this example the JTPA administrative entity might provide assessment, intake, counseling, supportive services, case management, and job placement, but provide occupational skills training for the client directly from the local community college.

Most large multi-county service delivery areas contract out all (or most) of their programs to other service providers in the local service delivery area. Most of the JTPA dollars each year in North Carolina are actually spent by other agencies through contractual agreements with the administrative entity in the service delivery area. These other service providers include: the local community college; the Division of Social Services; the NC Department of Labor; the local education agencies; the Employment Security Commission; and the local community based organizations.

Finally, there are a few remaining service delivery areas where the Workforce Development Board and the chief elected official plan a program that combines significant amounts of both these delivery approaches -- contracting with local services providers for some services and providing others in-house.

Flow of Employment and Training Funds in North Carolina



Definition of Exiters:

For purposes of this report, any individual with a JTPA termination date between July 1, 1995 and June 30, 1996 is considered an exiter.

Exiters include clients who:

- 1) Complete services and enter employment
- 2) Complete services and do not enter employment
- 3) Do not complete services and enter employment
- 4) Do not complete services and do not enter employment

Outcome Analysis:

In Program Year 1995, JTPA served 19,521 individuals with 10,111 program exiters (52%), exclusive of the Title II-B Summer Youth Employment Program. As indicated on Table 3.4, a large proportion of these individuals were also served by the Community College system (51%) and the Employment Security Commission (53%). Service Delivery Areas (SDAs) operate programs in conjunction with the North Carolina Community College System for the provision of direct training in literacy, adult education and curriculum studies. Local Employment Security Commission offices provide referrals for the placement of clients upon completion of JTPA funded training.

Table 3.1 shows that 8,115 (80%) of the 10,111 exiters had earnings recorded in the UI system. This percentage corresponds with the 80% of exiters of all Workforce Development system programs found in the UI system with earnings. Eighty-five percent of the JTPA exiters with earnings were found to have been served by other workforce development programs, compared to 31% of all Workforce Development system exiters with earnings found in the UI system. Of the 1,996 JTPA exiters with no records of earnings found, 65% were enrolled in other programs and 1% were incarcerated.

A number of JTPA exiters will enter or continue participation in other workforce development programs to reach their employability goals, as seen in Table 3.4. These individuals may work part-time, or not at all, while receiving additional services or training. It is encouraging to see that less than 10 per cent of the exiters with earnings worked only one quarter, and that over 65% had four quarters of earnings (Table 3.3).

Table 3.3 presents earnings data for JTPA exiters with records in the UI wage file. Given the purpose and goals of the Job Training Partnership Act program, and the socio-economic status of the majority of JTPA clients, the wage levels found in Table 3.3 are not unexpected. JTPA has, for the most part, an open entry/open exit system of operation with employment as an immediate goal of most of the programs. Thirty-nine percent of program exiters with earnings found made between \$5,001 and \$15,000 during the reference year. An additional 30% earned over \$15,000.

Eighty-three percent of the JTPA exiters with earnings between \$0-\$5,000 worked less than four quarters, again comparable to all Workforce Development exiters with earnings found. Over half of the exiters with earnings earned between \$5,001 and \$20,000 (53%) and sixteen percent of individuals with earnings received over \$20,000.

In summary, the JTPA system appears to be performing as well as the Workforce Development system member agencies, when the JTPA data is compared to aggregate system data. The inter-agency service of individuals permits the individuals to select services from multiple agencies to enable them to reach their employment goals, while allowing agencies to prevent duplication of services at higher cost to the system.

**TABLE 3.1
Division of Employment and Training**

Total Clients Served ¹			
1995 - 1996			
19,521			
EXITERS ²			
1995 - 1996			
Number		Percent	
10,111		52%	
Exiters with Earnings Found in the UI System ³		Exiters Enrolled in the Military ⁴	
Number	Percent	Number	Percent
8,115	80%	3	<1%
		Exiters Not Found in the UI System ⁵	
		Number	Percent
		1,996	20%

1. The total clients served was calculated by taking a unique count of the Social Security Numbers designated by the agency as having received a service or enrolled in a program to the Common Follow-up System for CFS year 1995 - 1996 (i.e., July 1, 1995 through June 30, 1996).

2. The number of exiters was calculated by taking a unique count of SSNs within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service. The percentage of exiters was determined by taking the number of exiters and dividing it by the number of total clients served.

3. Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having earnings. The percentage of exiters with earnings found in the UI system was determined by dividing then number of exiters with earnings by the total number of exiters.

4. Exiters enrolled in the military was determined by searching military data for an enrollment date subsequent to the exit date. If an individual was found to have entered the military subsequent to exiting they are included in this count. The percentage of exiters enrolled in the military was determined by taking the number of exiters enrolled in the military and dividing it by the number of exiters.

5. Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The percentage of exiters not found in the UI system was determined by taking the number of exiters not found in the UI system and dividing it by the number of exiters.

TABLE 3.2
Division of Employment and Training

EXITERS ¹ 1995 - 1996 10,111			
Exitters Found in the UI System with Earnings ²		Exitters Not Found in the UI System ⁴	
Number	Percent	Number	Percent
8,115	80%	1,996	20%
Exitters Found in the UI System with Earnings Served by Other Agencies ³		Exitters Not Found in the UI System Served by Other Agencies ⁵	
Number	Percent	Number	Percent
6,926	85%	1,290	65%
		Exitters Not Found in the UI System Incarcerated ⁶	
		Number	Percent
		23	1%

1 The number of exitters was calculated by taking a unique count of Social Security Numbers within the agency's exitters. Exitters are those individuals who: (a) participated in a program/service and left the program/service without completing. (b) participated in a program/service and left the program/service having completed the program/service.

2 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exitters with earnings: (a) each agency supplied an exit date for each of their exitters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages. The percentage of exitters found in the UI system with earnings was determined by dividing then number of exitters found in the UI system with earnings by the total number of exitters.

- 3 The number of exiters found in the UI system with earnings served by other agencies, was determined by taking the unique SSNs of exiters found in the UI system with earnings and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by another agency. The percentage of exiters found in the UI system with earnings served by other agencies was calculated by taking the number of exiters found in the UI system with earnings who were served by other agencies and dividing it by the total number of exiters found in the UI system with earnings for that agency.
- 4 Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The number of exiters not found in the UI system was determined by searching the four quarters following the "job search quarter". If no wages were found in those four quarters the exiter was counted as not found in the UI system. The percentage of exiters not found in the UI system was calculated by taking the number of exiters not found in the UI system and dividing it by the total number of exiters.
- 5 The number of exiters not found in the UI system served by other agencies, was determined by taking the unique SSNs of exiters not found in the UI system and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by other agencies. The percentage was calculated by taking the number of exiters not found in the UI system who were served by other agencies and dividing it by the total number of exiters not found in the UI system.
- 6 The number of exiters not found in the UI system incarcerated was determined by taking the unique SSNs of exiters not found in the UI system and searching the 1995-1996 program records of the Department of Corrections (DOC). If an SSN was found in the DOC records to have been incarcerated during CFS year 1995-1996 they were included in this count. The percentage was calculated by taking the number of exiters not found in the UI system incarcerated and dividing it by the total number of exiters not found in the UI system for that agency.

TABLE 3.3
Division of Employment and Training

Range	Number of Quarters of Earnings ²														
	Exitters with Earnings Found in the UI System ¹			4 Quarters of Earnings ³			3 Quarters of Earnings ³			2 Quarters of Earnings ³			1 Quarter of Earnings ³		
	N	%		N	%		N	%		N	%		N	%	
TOTAL	8,115	100%		5,291	65.2%		1,249	15.4%		834	10.3%		741	9.1%	
\$ 0,001 - \$ 5,000	2,483	31%		420	17%		626	25%		702	28%		735	30%	
\$ 5,001 - \$10,000	1,652	20%		1,152	70%		395	24%		99	6%		6	0%	
\$10,001 - \$15,000	1,561	19%		1,392	89%		143	9%		26	2%		0	0%	
\$15,001 - \$20,000	1,133	14%		1,088	96%		38	3%		7	1%		0	0%	
\$20,001 - \$25,000	617	8%		592	96%		25	4%		0	0%		0	0%	
\$25,001 - \$30,000	312	4%		304	97%		8	3%		0	0%		0	0%	
\$30,001 +	357	4%		343	96%		14	4%		0	0%		0	0%	

1 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exitters with earnings: (a) the agency supplied an exit date for each of their exitters, (b) if an individual was identified as an exiter from more than program/service, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages, (g) the earnings in each of the four quarters were summed in order to obtain a total earnings, (h) the earnings range within which the total earnings fell was determined for each exiter, (i) the number of individuals who fell into each earnings range was summed. The percentage of exitters within each earnings range was determined by dividing the number of exitters with earnings in each range by the total number of exitters with earnings.

2 The number of quarters with earnings was determined by summing the number of quarters out of the four searched quarters for which earnings were found.

3 The number of exitters who had one quarter of earnings within each range was determined by summing the number of exitters in each range who had one and only one quarter of earnings. This same procedure was utilized to determine the number of exitters in each range who had two, three and four quarters of earnings. The percentage of exitters who had one quarter of earnings within each range was determined by dividing the number of exitters within each range who had one and only one quarter of earnings by the total number of exitters in that range. This same procedure was utilized to determine the percentage of exitters in each range who had two, three and four quarters of earnings.

**Table 3.4
Division of Employment and Training**

**NUMBER AND PERCENT OF
TOTAL EXITERS SERVED
BY OTHER AGENCIES
DURING CFS YEAR 1995 - 1996²**

AGENCY	EXITERS ¹ 1995 - 1996	Agency	Number	Percent
DET	Total			
	10,111			
		DOL	34	0%
		DPI	635	6%
		DET	-----	-----
		DSS	1,395	14%
		DVR	633	6%
		ESC	5,336	53%
		NCCCS	5,135	51%
		UNC	127	1%
		DOC	520	5%

DOL = Department of Labor
DPI = Department of Public Instruction, Workforce Development Education
DET = Division of Employment and Training
DSS = Division of Social Services
DVR = Division of Vocational Rehabilitation
ESC = Employment Security Commission
NCCCS = North Carolina Community College System
UNC = University of North Carolina System
DOC = Department of Corrections

1. The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service.

2. The number of exiters served by other agencies, was determined by taking the SSNs of each agency's exiters and searching the records of each of the other agencies. If an SSN was found to have been served at another agency they were added to the count for that agency. The percentages of exiters served at other agencies was determined by taking the number of exiters served by each of the other agencies and dividing that number by the total number of exiters from the agency in question.

Chapter 4. North Carolina Department of Labor

Programs Included in the Report:

Apprenticeship and Training Programs Youth and Adult

Program Objectives:

The Bureau of Apprenticeship and Training registers Apprenticeship and Training and Certified On-the-Job Training programs to meet the present and future needs of the North Carolina Workforce. The primary goal of the bureau is to promote, develop, register, and service apprenticeship programs. The bureau works closely with employers, educational agencies, and workforce groups in promoting the concept that the workplace is a university of learning. The bureau cultivates a positive environment for apprenticeship training in business and industry. The bureau registers the program, develops the apprenticeship standards, and certifies this employer driven training. Adult apprenticeship is seen as a vital link in economic development and upgrading the skills of the workforce. Youth apprenticeship is seen as vital link in the bureau's high school effort of providing a viable link between high school and work. Through information, marketing, and quality customer service the bureau creates a climate for workplace learning, which makes apprenticeship possible.

Population Served:

An apprentice is a person at least 16 years of age who is employed to learn an occupation or skill trade, which is customarily learned in a practical way through a structured and systematic program of on-the-job supervised training. Apprentices are clearly identified and commonly recognized throughout an industry. Apprenticeship involves manual, mechanical or technical skills and knowledge. Apprentices are required to spend minimum of 2,000 hours of on-the-job work experience and related. Apprenticeship takes from 2,000 – 8,000 hours of training

Program/Service Delivery Structure

The program is delivered with the assistance of a statewide network of apprenticeship representatives, community colleges, local educational agencies, and employers. The program is delivered through Apprenticeship Representatives who are responsible for the promotion, development, registration, and servicing of each apprentice-training contract. Apprenticeship is done by and for the employer with the assistance of the community college and the secondary education agency, who are our partners.

Definition of Exiter:

Exiters include people who have completed all required on the job training and related instruction, as outlined in the apprenticeship agreement and are eligible for the journeyman certificate, people who were in a program that was cancelled during this program year, people who were in a program and then decided not to continue in apprenticeship, and people who complete their apprenticeship program.

Data Analysis:

Follow up data indicates 28% of our exiters had earnings of over \$30,000 per year. An examination of our own administrative records indicates that many of the apprentices in this salary range were trained in fields such as Electrician, Auto Mechanics, Machinist, Production Assistant, Machine Operator, Pharmacy Technician, Wood Working Technician, Radiological Technologist, Land Surveyor, Maintenance Mechanic, Diesel Injection Technician, Air Traffic Control, Finish Carpenter, and Computer Technician. Apprenticeship is an employer driven training program that provides necessary skills to workers so that they can compete as front line workers in our global economy.

In summarizing earnings from \$20,000 - \$30,000 per year, we found 24% of the apprentice exiter's fall into this category. Our records indicate that many of the exiters in this wage range were in occupations that include: Powerline Technician, Plastic Machine Fabricator, Automotive Technician, Furniture Upholster, BrickLayer, Carpenter, and Biomedical Equipment Technician.

In summarizing earnings from \$10,000 – \$20,000 per year, we found 27% of the exiters earning in this range. Apprentices were in occupations paying from minimum wage to \$10.00 per hour. They were in occupations such as Health Care Technicians, Detention Officers, custodians, and Office Clerks.

It is in the range of \$5,000 or less, we have most concern. In following up on the data and in interviews with staff, we learned that in order to be in an adult apprenticeship program, all participants would have to be working full time at a salary above minimum wage. In a review of records, we discovered that exiters earning less than \$15,000 per year fell into the following categories:

1. The apprenticeship training program had been cancelled.
2. The apprentice had been working for a federal contractor such as a construction site and the job completed mid year. The apprentices moved with the company or were laid off and seeking work.
3. The Apprentice was in our military program and was transferred to another base and was not included in our wage follow up.
4. The Apprentice earned their portable skills and moved out of state, after working 6-8 months.
5. The Apprentice failed to continue in the training.

Apprenticeship is drawn from the employed workforce. Apprentices are trained in good jobs with a future. The Apprentice learns portable desirable skills. Apprenticeship is made possible through the hard work of our partners, the employers of our state, and the educational system such as community colleges and high school. Apprenticeship trains the front line workers for the global economy.

TABLE 4.1
Department of Labor

Total Clients Served ¹		Percent			
1995 - 1996		1995 - 1996			
Number		Percent			
9,680		15%			
EXITERS ²					
1995 - 1996		1995 - 1996			
Number		Percent			
1,451		15%			
Exiters with Earnings Found in the UI System ³		Exiters Enrolled in the Military ⁴		Exiters Not Found in the UI System ⁵	
Number	Percent	Number	Percent	Number	Percent
1,177	81%	0	0%	274	19%

1. The total clients served was calculated by taking a unique count of the Social Security Numbers designated by the agency as having received a service or enrolled in a program to the Common Follow-up System for CFS year 1995 - 1996 (i.e., July 1, 1995 through June 30, 1996).

2. The number of exiters was calculated by taking a unique count of SSNs within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service. The percentage of exiters was determined by taking the number of exiters and dividing it by the number of total clients served.

3. Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having earnings. The percentage of exiters with earnings found in the UI system was determined by dividing then number of exiters with earnings by the total number of exiters.

4. Exiters enrolled in the military was determined by searching military data for an enrollment date subsequent to the exit date. If an individual was found to have entered the military subsequent to exiting they are included in this count. The percentage of exiters enrolled in the military was determined by taking the number of exiters enrolled in the military and dividing it by the number of exiters.

5. Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The percentage of exiters not found in the UI system was determined by taking the number of exiters not found in the UI system and dividing it by the number of exiters.

TABLE 4.2
Department of Labor

Exiters Found in the UI System with Earnings ²		Exiters Not Found in the UI System ⁴	
Number	Percent	Number	Percent
1,177	81%	274	19%
Exiters Found in the UI System with Earnings Served by Other Agencies ³		Exiters Not Found in the UI System Served by Other Agencies ⁵	
Number	Percent	Number	Percent
843	72%	103	38%
1,451		0	
		Incarcerated ⁶	
		Number	Percent
		0	0%

1. The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing. (b) participated in a program/service and left the program/service having completed the program/service.

2. Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages. The percentage of exiters found in the UI system with earnings was determined by dividing then number of exiters found in the UI system with earnings by the total number of exiters.

3. The number of exiters found in the UI system with earnings served by other agencies, was determined by taking the unique SSNs of exiters found in the UI system with earnings and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by another agency. The percentage of exiters found in the UI system with earnings served by other agencies was calculated by taking the number of exiters found in the UI system with earnings who were served by other agencies and dividing it by the total number of exiters found in the UI system with earnings for that agency.
4. Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The number of exiters not found in the UI system was determined by searching the four quarters following the "job search quarter". If no wages were found in those four quarters the exiter was counted as not found in the UI system. The percentage of exiters not found in the UI system was calculated by taking the number of exiters not found in the UI system and dividing it by the total number of exiters.
5. The number of exiters not found in the UI system served by other agencies, was determined by taking the unique SSNs of exiters not found in the UI system and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by other agencies. The percentage was calculated by taking the number of exiters not found in the UI system who were served by other agencies and dividing it by the total number of exiters not found in the UI system.
6. The number of exiters not found in the UI system incarcerated was determined by taking the unique SSNs of exiters not found in the UI system and searching the 1995-1996 program records of the Department of Corrections (DOC). If an SSN was found in the DOC records to have been incarcerated during CFS year 1995-1996 they were included in this count. The percentage was calculated by taking the number of exiters not found in the UI system incarcerated and dividing it by the total number of exiters not found in the UI system for that agency.

**TABLE 4.3
Department of Labor**

Exiters with Earnings Found in the UI System ¹	Number of Quarters of Earnings ²											
	4 Quarters of Earnings ³			3 Quarters of Earnings ³			2 Quarters of Earnings ³			1 Quarter of Earnings ³		
	Range	N	%	N	%	N	%	N	%	N	%	N
TOTAL	1,177	100%	1,007	85.6%	74	6.3%	61	5.2%	35	3.0%		
\$ 0,001 - \$ 5,000	146	12%	40	27%	22	15%	50	34%	34	23%		
\$ 5,001 - \$10,000	107	9%	82	77%	15	14%	9	8%	1	1%		
\$10,001 - \$15,000	131	11%	113	86%	16	12%	2	2%	0	0%		
\$15,001 - \$20,000	183	16%	172	94%	11	6%	0	0%	0	0%		
\$20,001 - \$25,000	144	12%	141	98%	3	2%	0	0%	0	0%		
\$25,001 - \$30,000	140	12%	138	99%	2	1%	0	0%	0	0%		
\$30,001 +	326	28%	321	98%	5	2%	0	0%	0	0%		

1 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) the agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than program/service, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages, (g) the earnings in each of the four quarters were summed in order to obtain a total earnings, (h) the earnings range within which the total earnings fell was determined for each exiter, (i) the number of individuals who fell into each earnings range was summed. The percentage of exiters within each earnings range was determined by dividing the number of exiters with earnings in each range by the total number of exiters with earnings.

2 The number of quarters with earnings was determined by summing the number of quarters out of the four searched quarters for which earnings were found.

3 The number of exiters who had one quarter of earnings within each range was determined by summing the number of exiters in each range who had one and only one quarter of earnings. This same procedure was utilized to determine the number of exiters in each range who had two, three and four quarters of earnings. The percentage of exiters who had one quarter of earnings within each range was determined by dividing the number of exiters within each range who had one and only one quarter of earnings by the total number of exiters in that range. This same procedure was utilized to determine the percentage of exiters in each range who had two, three and four quarters of earnings.



TABLE 4.4
Department of Labor

AGENCY	EXITERS ¹ 1995 - 1996	NUMBER AND PERCENT OF TOTAL EXITERS SERVED BY OTHER AGENCIES DURING CFS YEAR 1995 - 1996 ²		
	Total	Agency	Number	Percent
DOL	1,451		-----	
		DOL	344	24%
		DPI	2	0%
		DET	3	0%
		DSS	10	1%
		DVR	156	11%
		ESC	570	39%
		NCCCS	16	1%
		UNC	10	1%
		DOC		-----

DOL = Department of Labor
 DPI = Department of Public Instruction, Workforce Development Education
 DET = Division of Employment and Training
 DSS = Division of Social Services
 DVR = Division of Vocational Rehabilitation

ESC = Employment Security Commission
 NCCCS = North Carolina Community College System
 UNC = University of North Carolina System
 DOC = Department of Corrections

1. The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service.

2. The number of exiters served by other agencies, was determined by taking the SSNs of each agency's exiters and searching the records of each of the other agencies. If an SSN was found to have been served at another agency they were added to the count for that agency. The percentages of exiters served at other agencies was determined by taking the number of exiters served by each of the other agencies and dividing that number by the total number of exiters from the agency in question.



Chapter 5. Department of Public Instruction Workforce Development Education

Programs Included in the Report:

This report focuses on Workforce Development Education (WDE) program areas in grades 6 - 12. These program areas include agricultural education, business education, career development, family and consumer sciences, health occupations, marketing, technology education, and trades and industrial education.

Objectives of Program (WDE):

1. Preparing enrollees for further WDE as a part of lifelong learning.
2. Preparing enrollees for initial and continued employment.
3. Assisting enrollees in making educational and career decisions.
4. Applying and reinforcing related learning from other disciplines.
5. Assisting enrollees in developing decision-making, communications, problem-solving, leadership, and citizenship skills.
6. Preparing enrollees to make informed consumer decisions and apply practical life skills.
7. Making appropriate provisions for enrollees with special needs to succeed in WDE programs.

Performance objectives of all high school WDE programs:

1. Each high school student enrolled in WDE will have a career development plan (CDP) with courses appropriate for his or her career goal(s).
2. No program will restrict unduly the access of special population enrollees for non-CDP reasons.
3. Enrollees will master a prescribed statewide level of competencies to complete each course.
4. Enrollees will progress sufficiently through entry-level and advanced-level statewide course competencies.
5. Seventy percent of all WDE completers will enter further training or education, including that received in the military or on-the-job.
6. The completer unemployment rate will be lower than each county's youth unemployment rate.
7. Of completers finding full-time employment 70% will be employed in jobs related to their respective WDE programs.

Populations Served by WDE Program:

Programs and services are available to all the enrollees in grades six through twelve who elect to take a WDE course. By the time they graduate, approximately 95% of the enrollees have taken at least one WDE course. These total over 250,000 in grades 6-8 and 220,000 in grades 9 - 12. In grades 9 - 12 this represents about 2/3 of the student population per year. Special attention is to be given to special populations.

Federal law requires WDE to provide equal access for special populations enrollees. Special populations include individuals with handicaps, educationally and economically disadvantaged individuals (including foster children), individuals of limited English proficiency, individuals who participate in programs designed to eliminate sex bias, and individuals in correctional institutions. Individuals who are members of special populations comprise approximate three of eight WDE enrollees in public schools.

Program/Service Delivery Structure:

The programs are delivered statewide as electives through 117 local education agencies via 339 middle schools, 15 junior high schools, and 308 high schools. These schools offer over 100 different programs in eight program areas statewide. For enrollees these programs provide options which include career planning, instruction, internships, apprenticeships, live projects, cooperative education, vocational student organizations, special populations assistance, and assistance in job seeking and securing. These programs together are to attain the eight performance standards.

Enrollees by grade nine must have a tentative career development plan covering the courses they need each year for graduation and a career. Career paths include ones in College Tech Prep and College Prep, both of which are priorities. The career development plan is to be updated yearly, and is to be the basis for registering enrollees in courses. Through determinations made through a statewide accountability system, all enrollees have career development plans. Each course is also monitored to make sure that special population enrollees are served equitably. Additionally, through a sophisticated computerized instructional management system called VoCATS, enrollees are taught and their progress and success is tracked via pretests, interim tests, and statewide post-tests.

All completers are followed up on annually via local contacts to determine their satisfaction with their respective WDE programs. Feedback is gained about their further education and employment status, as well as multiple other kinds of information needed to improve WDE locally. Each high school receives each year from the state its 1) Performance Standard Report (PSR) showing how WDE enrollees did on statewide performance standards, and 2) other computerized results showing student performance by course. That local information is used annually to assess progress, to develop the following year's local plan, and to share with stakeholders.

To complete the cycle, every other year employers of completers are contacted to determine their satisfaction with the job that the public schools are doing. Their feedback is used to determine how well these completers performed in relation to other similar employees in both technical and

general work skills. This feedback is provided per high school for improving programs and sharing with stakeholders.

Definition of Exiter:

In this report, exiters are completers. Completers are those enrollees who pass at least the second level in a sequence of courses in a WDE program during their senior year, and graduate.

Outcome Analysis:

Numbers served, graduated, and in the ESC Database

Outcome data in this report were processed by the Employment Security Commission (ESC), Labor Market Information (LMI) Division. The data include 207,571 students with identifiers appropriate to the ESC's Unemployment Insurance (UI) system. Of these there were 24,213 who graduated at the end of 1995 - 1996, having completed at least one workforce development program while in high school.

Of these, 20,247 (84%) were found to be in the UI system and 56 were found to be in the military. Only one was found to be incarcerated. The other 16% were not found in these three systems. This 16% includes those enrolled in other education programs, self-employed, unemployed, in other states, not in the work force, or in jobs whose earnings are not covered by the North Carolina Employment Security Law.

Interagency services during their senior year

Of the total found in the UI system the year following graduation, one in four had been served during the year leading to graduation by one or more of the other agencies participating in this study. Of those not found in the UI system the year following graduation, one of six had been served by a partnering agency during the year leading to graduation.

During their senior year, of those served by other agencies, 10% were served by the Community College System, 9% by the ESC, 3% (who were disabled) by the Division of Vocational Rehabilitation, and 1% by each of the Department of Labor, Division of Employment and Training, the UNC system, and the Department of Corrections. None were being served during their senior year by the Division of Social Services.

Working and earnings

Of those found in the UI system the year following graduation, three of five had worked in all four quarters following graduation. One of three had worked in two or three quarters, and one of

eleven had worked in just one quarter. We do not know what else they were doing; for example, whether they were in further education.

Of those graduating, 16% were not found in the UI system the year following graduation. Almost half of those in the UI system earned between \$1 and \$5,000 the year after graduation, almost one in three between \$5,001 and \$10,000, one in seven between \$10,001 and \$15,000, and one in 12 more that \$15,000. Sixty-two individuals earned over \$30,000. What else program exiters were doing the year after graduation is not covered in this report.

TABLE 5.1
Department of Public Instruction, Workforce Development Education

Total Clients Served ¹	
1995 - 1996	207,571
EXITERS ²	
1995 - 1996	
Number	Percent
24,213	12%
Exiters with Earnings Found in the UI System ³	Exiters Enrolled in the Military ⁴
Number	Number
20,247	56
Percent	Percent
84%	<1%
Exiters Not Found in the UI System ⁵	Percent
Number	Number
3,966	16%

1. The total clients served was calculated by taking a unique count of the Social Security Numbers designated by the agency as having received a service or enrolled in a program to the Common Follow-up System for CFS year 1995 - 1996 (i.e., July 1, 1995 through June 30, 1996).

2. The number of exiters was calculated by taking a unique count of SSNs within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service. The percentage of exiters was determined by taking the number of exiters and dividing it by the number of total clients served.

3. Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having earnings. The percentage of exiters with earnings found in the UI system was determined by dividing then number of exiters with earnings by the total number of exiters.

4. Exiters enrolled in the military was determined by searching military data for an enrollment date subsequent to the exit date. If an individual was found to have entered the military subsequent to exiting they are included in this count. The percentage of exiters enrolled in the military was determined by taking the number of exiters enrolled in the military and dividing it by the number of exiters.

5. Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The percentage of exiters not found in the UI system was determined by taking the number of exiters not found in the UI system and dividing it by the number of exiters.

TABLE 5.2
Department of Public Instruction, Workforce Development Education

Exiters Found in the UI System with Earnings ²		Exiters Not Found in the UI System ⁴	
Number	Percent	Number	Percent
20,247	84%	3,966	16%
Exiters Found in the UI System with Earnings Served by Other Agencies ³		Exiters Not Found in the UI System Served by Other Agencies ⁵	
Number	Percent	Number	Percent
4,915	24%	733	18%
		Exiters Not Found in the UI System Incarcerated ⁶	
		Number	Percent
		1	<1%

EXITERS¹
 1995 - 1996

24,213

1 The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing. (b) participated in a program/service and left the program/service having completed the program/service.

2 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus', commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages. The percentage of exiters found in the UI system with earnings was determined by dividing then number of exiters found in the UI system with earnings by the total number of exiters.

- 3 The number of exiters found in the UI system with earnings served by other agencies, was determined by taking the unique SSNs of exiters found in the UI system with earnings and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by another agency. The percentage of exiters found in the UI system with earnings served by other agencies was calculated by taking the number of exiters found in the UI system with earnings who were served by other agencies and dividing it by the total number of exiters found in the UI system with earnings for that agency.
- 4 Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The number of exiters not found in the UI system was determined by searching the four quarters following the “job search quarter”. If no wages were found in those four quarters the exiter was counted as not found in the UI system. The percentage of exiters not found in the UI system was calculated by taking the number of exiters not found in the UI system and dividing it by the total number of exiters.
- 5 The number of exiters not found in the UI system served by other agencies, was determined by taking the unique SSNs of exiters not found in the UI system and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by other agencies. The percentage was calculated by taking the number of exiters not found in the UI system who were served by other agencies and dividing it by the total number of exiters not found in the UI system.
- 6 The number of exiters not found in the UI system incarcerated was determined by taking the unique SSNs of exiters not found in the UI system and searching the 1995-1996 program records of the Department of Corrections (DOC). If an SSN was found in the DOC records to have been incarcerated during CFS year 1995-1996 they were included in this count. The percentage was calculated by taking the number of exiters not found in the UI system incarcerated and dividing it by the total number of exiters not found in the UI system for that agency.

TABLE 5.3
Department of Public Instruction, Workforce Development Education

Exiters with Earnings Found in the UI System ¹		Number of Quarters of Earnings ²								
		4 Quarters of Earnings ³		3 Quarters of Earnings ³		2 Quarters of Earnings ³		1 Quarter of Earnings ³		
Range	N	%	N	%	N	%	N	%		
TOTAL	20,247	100%	11,841	58.5%	3,287	16.2%	3,291	16.3%	1,828	9.0%
\$ 0,001 - \$ 5,000	9,487	47%	2,537	27%	2,087	22%	3,049	32%	1,814	19%
\$ 5,001 - \$10,000	5,850	29%	4,639	79%	967	17%	231	4%	13	0%
\$10,001 - \$15,000	3,107	15%	2,904	93%	194	6%	9	0%	0	0%
\$15,001 - \$20,000	1,294	6%	1,262	98%	31	2%	0	0%	1	0%
\$20,001 - \$25,000	346	2%	343	99%	2	1%	1	0%	0	0%
\$25,001 - \$30,000	101	0%	95	94%	6	6%	0	0%	0	0%
\$30,001 +	62	0%	61	98%	0	0%	1	2%	0	0%

¹ Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus', commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) the agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than program/service, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages, (g) the earnings in each of the four quarters were summed in order to obtain a total earnings, (h) the earnings range within which the total earnings fell was determined for each exiter, (i) the number of individuals who fell into each earnings range was summed. The percentage of exiters within each earnings range was determined by dividing the number of exiters with earnings in each range by the total number of exiters with earnings.

² The number of quarters with earnings was determined by summing the number of quarters out of the four searched quarters for which earnings were found.

³ The number of exiters who had one quarter of earnings within each range was determined by summing the number of exiters in each range who had one and only one quarter of earnings. This same procedure was utilized to determine the number of exiters in each range who had two, three and four quarters of earnings. The percentage of exiters who had one quarter of earnings within each range was determined by dividing the number of exiters within each range who had one and only one quarter of earnings by the total number of exiters in that range. This same procedure was utilized to determine the percentage of exiters in each range who had two, three and four quarters of earnings.

Table 5.4
Department of Public Instruction, Workforce Development Education
NUMBER AND PERCENT OF
TOTAL EXITERS SERVED
BY OTHER AGENCIES
DURING CFS YEAR 1995 - 1996²

AGENCY	EXITERS ¹ 1995 - 1996	Agency	Number	Percent
DPI	Total			
	24,213			
		DOL	349	1%
		DPI	-----	-----
		DET	219	1%
		DSS	109	0%
		DVR	799	3%
		ESC	2,136	9%
		NCCCS	2,420	10%
		UNC	136	1%
		DOC	249	1%
DOL = Department of Labor DPI = Department of Public Instruction, Workforce Development Education DET = Division of Employment and Training DSS = Division of Social Services DVR = Division of Vocational Rehabilitation ESC = Employment Security Commission NCCCS = North Carolina Community College System UNC = University of North Carolina System DOC = Department of Corrections				

1. The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service.

2. The number of exiters served by other agencies, was determined by taking the SSNs of each agency's exiters and searching the records of each of the other agencies. If an SSN was found to have been served at another agency they were added to the count for that agency. The percentages of exiters served at other agencies was determined by taking the number of exiters served by each of the other agencies and dividing that number by the total number of exiters from the agency in question.



Chapter 6. Department of Health and Human Services Division of Social Services/Work First Employment Program

Work First Mission Statement:

North Carolina's Work First Program is built upon the premise that all people have a responsibility to their families and community to work and to provide for their children.

Programs Included in the Report:

The Work First Employment Program is the focus of this chapter. The participants included in this report are those who received Work First Family Assistance (previously the Aid for Families with Dependent Children Program) and were provided with intensive employment assistance during 1995-1996. These Work First participants received employment assistance, which included, but was not limited to, assessment and development of an Employability Plan, training and placement assistance, intensive case management, arrangement of supportive services and provision of counseling and assistance in problem solving. The level of case management services varied according to the family's employment status and needs.

It is important to understand that the data presented in this report provides outcome information for July 1, 1995-June 30, 1996 participants, which was the first year of Work First implementation. On July 1, 1995, the initial phase of welfare reform was initiated, redirecting the JOBS and AFDC Programs to focus on employment. The Work First Program represented a new way of providing public assistance and employment services by stressing personal responsibility and immediate employment. This included providing basic employment services to all families and requiring caretakers to participate 30 hours/week in work or work-related activities.

Objective of the Program:

The goal of the Work First Program is to move adults into full-time employment, thereby, reducing and/or avoiding long-term welfare dependency. The Work First Program is designed to move to employment those recipients who are job ready and improve the employability of other welfare recipients through short-term skills training and job readiness activities. The program is designed to complement and coordinate with other community agencies aimed at helping individuals secure and maintain employment.

The primary components/activities utilized in the Work First Program are: Job Search, On-the-Job Training, Work Experience and Job Readiness, Skills Training, and educational activities (as appropriate). These short-term, intensive activities are designed to facilitate immediate employment. Each county uses a range of resources to move families to self-sufficiency and all families are served in varying degrees through these Work First components.

Population Served in the Work First Program:

The population selected for this study were those participating in the Work First Program who received cash assistance in conjunction with employment and/or training services. The report does not include the population that received cash benefits but was not required to work or participate in work related activities. It also does not include individuals that received food stamps or Medicaid, unless they also received cash assistance and intensive employment and training services.

The typical Work First family is a single parent household headed by a 20-24 year old female with two children. The female gender represents approximately 95% of the adult Work First population while the male gender represents only 5%. Work First children are primarily school age, only 40% of the Work First children are under five years of age.

In 1995-1996, the Work First Employment program targeted a subset of the welfare population (approximately 30,000 participants at a time) that had school-aged children to participate in the employment program. Those individuals with children under the age of five were not required to participate but could elect to participate. These individuals were served, if all mandatory families had been served and additional resources were available. (Note that current program requirements indicate that all participants with children over one year old face **Work First** work requirements.)

Program/Service Delivery Structure:

The county departments of social services are responsible for developing the Employability Plan and approving the activities and services contained in the Work First recipient's plan. The Employability Plan specifies the activities and services agreed upon by both the participant and the case manager that will lead to self-sufficiency. The participant is encouraged to take the lead responsibility for decision making and in carrying out the activities outlined in the plan. It is the responsibility of the case manager to identify resources and opportunities within the community for the participant's use in fulfilling the objectives of the Employability Plan. Factors taken into consideration include the participant's skill level and aptitudes and the local employment opportunities.

During 1995-96, most counties' employment services and income maintenance staff were separate and served different functions. Income maintenance staff took Work First applications and used information provided by the applicant and third party verifications to ensure that families met the Work First eligibility criteria. An initial assessment of employment status was made. Individuals who were disabled or had a child under school age were identified and considered non-mandatory for employment services. Once applications were approved, information was electronically transmitted to employment services staff who, based on available resources, began working with families. Employment services staff worked with families to develop employability plans, provided support services to assist families' efforts. After assessment, clients who were not job

ready may have been referred to Community Colleges or other resources for training and/or job readiness activities. In some agencies, Employment Security Commission staff were co-located at social services to offer assistance with job placements.

Definition of Exiter:

Work First Family Assistance recipients who have participated in one or more of the Work First employment and training components and who are no longer receiving cash assistance benefits are exiters. This includes participants who left for employment and those who left for other reasons.

Outcome Analysis:

State Fiscal Year 1995-96 represented the first phase of welfare reform in North Carolina. Work First replaced a fragmented welfare system with a coordinated program that focused on employment and economic self-sufficiency.

The Work First Program had a total of **47,287** active participants who received training and employment services during the SFY 1995-96. This translates to **4%** of the statewide total number of clients served across all agencies in the Work Force Development System.

Of the **47,287** Work First participants, there were **16,946** (or slightly over 36%) who terminated from cash assistance after receiving training and employment services. Although 36% may appear low, the program focus in 1995-96 was in transition from providing long-term education and training to moving people more directly into work.

The vast majority, **12,415** or **73%**, of the exiters had earnings reported in the UI system. Even though this percentage reflects a significant movement toward employment, the program recognizes that a greater number of welfare recipients will need to reflect earnings and increased earnings in order to become self-sufficient.

The number of individuals who terminated from the Work First Program without earnings in the UI system was **4,531**. This represents **27%** of the total exiters in the Work First Program. However, this should not be interpreted to mean that 27% of exiters were unemployed, since the Unemployment Insurance system does not have access to all individuals who were self-employed or working in family businesses or churches, or individuals who moved to other states and/or who were working in neighboring states, or those who received cash for services rendered. Of the **12,415** exiters with earnings found in the UI system, **48%** had earnings for all four quarters and another **20%** had earnings for three quarters. The wage range of the majority, **65%**, of the individuals employed all four quarters was between **\$5,001** and **\$15,000**, and **22%** earned over **\$10,000** which is impressive considering that full-time work at minimum wage in 1995-1996 would have totaled to an annual salary of \$9,100-\$9,949. This is particularly outstanding since the employment focus in welfare reform was in its inception.

Although **51%** of the individuals had income of **\$5,000** or less, **82%** of these individuals worked for three quarters or less. Furthermore, **74%** of our exiters with earnings were served by other workforce entities during the 1995-1996 program year, indicating that many of our wage earners may have been employed while in training. We remain encouraged since our welfare population had little work history and many have low educational achievement. We are aggressively moving individuals to vocational training and work experience training, to enhance the welfare recipients' employability. We anticipate that the income level will increase with more experience in the labor market as well as increase in the mandated participation requirements.

As one would expect, the longer an individual receives earnings the higher their income level. This is true for the Work First exiters. While ninety-nine (**99%**) of those working one quarter were in the lowest income bracket; only **62%** of those working in three quarters were in the lowest income bracket, and only **18%** of those that worked four quarters were in the lowest bracket.

Interagency Coordination:

The Division of Social Services acknowledges that the success of welfare reform in North Carolina depends upon the coordination of services and support from the various training programs and community agencies.

There were **12,415** participants who terminated from the Work First Program who had earnings in the Unemployment Insurance wage file. Of these, **9,185** or **74%** were served by the various agencies in this study. This equates to approximately **26%** of the exiters in the Work First Program with earnings in the Unemployment Insurance wage file who were served exclusively by the Division of Social Services.

There were **4,531** exiters from the Work First Program who did not have earnings in the Unemployment Insurance wage file. This population included **2,324 (51%)** participants who were served by other agencies, and **49%** of the Work First exiters received services exclusively from the Division of Social Services. We anticipate that there will be a greater increase in the coordination between agencies with the magnification of the welfare reform efforts.

The majority (**47%**) of the total exiters, **16,946**, were served by the Employment Security Commission. This is not surprising, since the focus of the Work First Program was in its initial phase of welfare reform. We anticipate that this percentage will increase in the following year due to the impact of time limits.

There were **38%** in education or training with the Community College System, Department of Public Instruction and the University North Carolina System. With the change in the federal regulations and state legislation, this number may be decreasing with the shift towards an employment focus. Fifteen percent (**15%**) received services from various other agencies.

Conclusions:

The initial phase of welfare reform took place during State Fiscal Year 1995-96. We dramatically restructured the welfare system and its operation to focus on employment and economic self-sufficiency. Despite being in a state of transition, the caseload declined approximately nine percent (9%) that year. This was due to a healthy economy and the changing emphasis from a welfare check to a paycheck and was accomplished with no changes in eligibility criteria.

As the data analysis reflects, 73% of the exiters had earnings reported in the UI system. This compares to 80% of the statewide exiters with earnings in the UI system. This is exceptional considering that the majority of the participants had limited work experience and minimal education.

The configuration of components has changed drastically during welfare reform implementation. Since the end of fiscal year 1994-95, there has been a 49% decrease in the number of participants in an educational component. Conversely, there has been an 89% increase in the number of participants in work experience and a 169% escalation in those in job search. This was accompanied by an 81% increase in the number of participants working.

The impact of the shift from a human capital investment focus to an employment focus will be more readily evident in the next few years as we track the Work First exiters in the UI system. We anticipate in the future the impact of the decrease in the caseload, time limits, increased asset limits to encourage employment, removal of the marriage penalty, the mandatory signing of the Personal Responsibility Plans and tougher monetary sanctions that the Work First Program will have an increase of completers with earnings.

The Division of Social Services in conjunction with the County DSS's are working to strengthen the areas of vocational assessments for Work First participants in order to better match them with the local labor market needs. Many of the participants included in this study had limited work experience and minimal education and began entry into the workforce with minimum wage jobs. This is evident with a majority of the Work First exiters in the lowest income bracket. Moving toward self-sufficiency is a gradual process which requires experience in employment to create an increase in wages.

Reducing welfare dependency of Work First families through public and private investments is a complex and multi-dimensional effort. It has required the establishment of integrated, goal-directed, and mutually supportive policies and programs. The data in this study, reflects the initial phase of the Work First Program. The effect of the program shift toward employment is readily visible. Participants are moving toward employment by the end of the first quarter of participation and quickly working to increase their income levels. The subsequent years will reflect an increase in the number of exiters as well as an increase in earnings.

TABLE 6.1
Division of Social Services

Total Clients Served ¹					
1995 - 1996					
47,287					
EXITERS ²					
1995 - 1996					
Number		Percent			
16,946		36%			
Exiters with Earnings Found in the UI System ³		Exiters Enrolled in the Military ⁴		Exiters Not Found in the UI System ⁵	
Number	Percent	Number	Percent	Number	Percent
12,415	73%	1	0%	4,531	27%

1. The total clients served was calculated by taking a unique count of the Social Security Numbers designated by the agency as having received a service or enrolled in a program to the Common Follow-up System for CFS year 1995 - 1996 (i.e., July 1, 1995 through June 30, 1996).

2. The number of exiters was calculated by taking a unique count of SSNs within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service. The percentage of exiters was determined by taking the number of exiters and dividing it by the number of total clients served.

3. Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonuses, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having earnings. The percentage of exiters with earnings found in the UI system was determined by dividing then number of exiters with earnings by the total number of exiters.

4. Exiters enrolled in the military was determined by searching military data for an enrollment date subsequent to the exit date. If an individual was found to have entered the military subsequent to exiting they are included in this count. The percentage of exiters enrolled in the military was determined by taking the number of exiters enrolled in the military and dividing it by the number of exiters.

5. Exiters not found in the UI System include the unemployed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The percentage of exiters not found in the UI system was determined by taking the number of exiters not found in the UI system and dividing it by the number of exiters.



TABLE 6.2
Division of Social Services

EXITERS¹
1995 - 1996

16,946

Exiters Found in the UI System with Earnings ²		Exiters Not Found in the UI System ⁴	
Number	Percent	Number	Percent
12,415	73%	4,531	27%
Exiters Found in the UI System with Earnings Served by Other Agencies ³		Exiters Not Found in the UI System Served by Other Agencies ⁵	
Number	Percent	Number	Percent
9,185	74%	2,324	51%
		Exiters Not Found in the UI System Incarcerated ⁶	
		Number	Percent
		18	0%

1 The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing. (b) participated in a program/service and left the program/service having completed the program/service.

2 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages. The percentage of exiters found in the UI system with earnings was determined by dividing then number of exiters found in the UI system with earnings by the total number of exiters.

3 The number of exiters found in the UI system with earnings served by other agencies, was determined by taking the unique SSNs of exiters found in the UI system with earnings and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by another

- 4 agency. The percentage of exiters found in the UI system with earnings served by other agencies was calculated by taking the number of exiters found in the UI system with earnings who were served by other agencies and dividing it by the total number of exiters found in the UI system with earnings for that agency.
- 4 Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The number of exiters not found in the UI system was determined by searching the four quarters following the "job search quarter". If no wages were found in those four quarters the exiter was counted as not found in the UI system. The percentage of exiters not found in the UI system was calculated by taking the number of exiters not found in the UI system and dividing it by the total number of exiters.
- 5 The number of exiters not found in the UI system served by other agencies, was determined by taking the unique SSNs of exiters not found in the UI system and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by other agencies. The percentage was calculated by taking the number of exiters not found in the UI system who were served by other agencies and dividing it by the total number of exiters not found in the UI system.
- 6 The number of exiters not found in the UI system incarcerated was determined by taking the unique SSNs of exiters not found in the UI system and searching the 1995-1996 program records of the Department of Corrections (DOC). If an SSN was found in the DOC records to have been incarcerated during CFS year 1995-1996 they were included in this count. The percentage was calculated by taking the number of exiters not found in the UI system incarcerated and dividing it by the total number of exiters not found in the UI system for that agency.

TABLE 6.3
Division of Social Services

Exiters with Earnings Found in the UI System ¹		Number of Quarters of Earnings ²								
		4 Quarters of Earnings ³		3 Quarters of Earnings ³		2 Quarters of Earnings ³		1 Quarter of Earnings ³		
Range	N	%	N	%	N	%	N	%		
TOTAL	12,415	100%	6,007	48.4%	2,486	20.0%	2,041	16.4%	1,881	15.2%
\$ 0,001 - \$ 5,000	6,375	51%	1,096	17%	1,549	24%	1,870	29%	1,860	29%
\$ 5,001 - \$10,000	3,298	27%	2,390	72%	746	23%	148	4%	14	0%
\$10,001 - \$15,000	1,699	14%	1,542	91%	134	8%	18	1%	5	0%
\$15,001 - \$20,000	681	5%	631	93%	44	6%	4	1%	2	0%
\$20,001 - \$25,000	239	2%	230	96%	8	3%	1	0%	0	0%
\$25,001 - \$30,000	70	1%	67	96%	3	4%	0	0%	0	0%
\$30,001 +	53	0%	51	96%	2	4%	0	0%	0	0%

1 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) the agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages, (g) the earnings in each of the four quarters were summed in order to obtain a total earnings, (h) the earnings range within which the total earnings fell was determined for each exiter, (i) the number of individuals who fell into each earnings range was summed. The percentage of exiters within each earnings range was determined by dividing the number of exiters with earnings in each range by the total number of exiters with earnings.

2 The number of quarters with earnings was determined by summing the number of quarters out of the four searched quarters for which earnings were found.

3 The number of exiters who had one quarter of earnings within each range was determined by summing the number of exiters in each range who had one and only one quarter of earnings. This same procedure was utilized to determine the number of exiters in each range who had two, three and four quarters of earnings. The percentage of exiters who had one quarter of earnings within each range was determined by dividing the number of exiters within each range who had one and only one quarter of earnings by the total number of exiters in that range. This same procedure was utilized to determine the percentage of exiters in each range who had two, three and four quarters of earnings.

TABLE 6.4
Division of Social Services

AGENCY	EXITERS ¹ 1995 - 1996	NUMBER AND PERCENT OF TOTAL EXITERS SERVED BY OTHER AGENCIES DURING CFS YEAR 1995 - 1996 ²	
		Agency	Percent
DSS	Total 16,946		
		DOL	13 0%
		DPI	186 1%
		DET	808 5%
		DSS	----- -----
		DVR	437 3%
		ESC	7,992 47%
		NCCCS	5,854 35%
		UNC	317 2%
		DOC	1,116 7%
DOL = Department of Labor		ESC = Employment Security Commission	
DPI = Department of Public Instruction, Workforce Development Education		NCCCS = North Carolina Community College System	
DET = Division of Employment and Training		UNC = University of North Carolina System	
DSS = Division of Social Services		DOC = Department of Corrections	
DVR = Division of Vocational Rehabilitation			

1. The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service.

2. The number of exiters served by other agencies, was determined by taking the SSNs of each agency's exiters and searching the records of each of the other agencies. If an SSN was found to have been served at another agency they were added to the count for that agency. The percentages of exiters served at other agencies was determined by taking the number of exiters served by each of the other agencies and dividing that number by the total number of exiters from the agency in question.

Chapter 7. Department of Health and Human Services NC Division of Vocational Rehabilitation Services

Programs Included in the Report:

Since 1921, the NC Division of Vocational Rehabilitation Services has operated a statewide program of rehabilitation services to enable persons with disabilities to become gainfully employed. (Note: The Division consists of three primary components--Vocational Rehabilitation, Disability Determination Services and Independent Living.) The Vocational Rehabilitation (VR) program is the program included in this report.

Objective of Programs Included:

The objective of the Vocational Rehabilitation program is to assist eligible persons who have a mental or physical disability to develop and complete a program of rehabilitation services that will result in employment. Services can include guidance and counseling, training, physical restoration (hearing/visual services, prosthetics/orthotics, work hardening, hospitalization, speech/physical/occupational therapy etc.), tools and equipment, rehabilitation technology, and transportation/maintenance etc., in support of the rehabilitation program.

Population Served in these Programs:

The population served by the Vocational Rehabilitation program is statewide and consists of persons who have a mental or physical disability that is an impediment to employment and who require vocational rehabilitation services to become employed.

The lower age range of persons served is between 14-16 years old with no upper age limit. With the exception of education level, characteristics of VR program applicants and program exiters are very similar. Obtaining additional education is an important part of many individuals' rehabilitation plan, and results in their advancement from lower levels of education into the higher levels from application for services to program exit (approximately 17% reduction in number of individuals with less than 12th grade education and a corresponding increase in number with 12th grade education and higher). Since this report focuses on participants who exit the program, other characteristics for that group only follow: White (59%), Black (39%) Other (2%); Male (56%) Female (44%); Age less than 35 (62%), age 35 and older (38%); Completed less than 12th grade (41%), 12th grade (37%), Some college/business/vocational training (22%); Married (19%), Widowed-Divorced-Separated (24%), Single (57%).

All types of mental and physical disabilities are served with programs of rehabilitation services that result in competitive employment. The following disabling conditions were represented among VR program exiters: Mental Illness (23%), Orthopedic Impairment or Amputation (21%), Substance Abuse (15%), Mental Retardation (14%), Learning Disability (10%) and/or Other Physical impairments (17%). The Division is required by the Rehabilitation Act of 1973 and subsequent amendments to give first priority to persons with the most severe disabilities.

In FY 1996, more than 70% of persons exiting the program were classified severely disabled based on federal guidelines. An individual with a **severe disability** as defined by federal law, is a person (1) who has a severe physical or mental impairment that seriously limits one or more functional capacities (e.g. communication, interpersonal skills, mobility, self care, self direction, work skill, work tolerance); (2) whose vocational rehabilitation can be expected to require multiple services over an extended period of time; and (3) who has one or more physical or mental impairments resulting from amputation, arthritis, autism, blindness, burn injury, cancer, cerebral palsy, cystic fibrosis, deafness, head injury, heart disease, hemiplegia, respiratory or pulmonary dysfunction, mental retardation, mental illness, multiple sclerosis, muscular dystrophy, musculo-skeletal disorders, neurological disorders, paraplegia, quadriplegia and other spinal cord conditions, sickle-cell anemia, specific learning disabilities, end-stage renal disease, or other disabilities or combination of disabilities determined, on the basis of and assessment for determining eligibility and vocational rehabilitation needs, to cause comparable substantial functional limitations. In order to be classified as severely disabled, the individual must meet all three of these requirements.

Program/Service Delivery Structure:

Programs are delivered by rehabilitation counselors and support staff located in 32 unit offices and two rehabilitation facilities that serve all 100 counties in North Carolina. Applicants are referred to VR by local Departments of Social Services, Mental Health, and Health; local schools; physicians, hospitals, regional mental health hospitals and developmental disability centers, employers, the local Employment Security Commission, Community College, JTPA, community rehabilitation programs; correctional facilities/programs; colleges and universities; and individuals in the local communities. After referral, each applicant is determined to be eligible or ineligible for VR services. If determined eligible, an individualized program of rehabilitation services (IWRP) is developed with the client/participant to help them achieve their vocational goal and become employed. Clients must remain employed for a minimum of 90 days before they may be considered successfully employed.

Definition of Exiters:

Successful Outcomes – VR participants who have been determined eligible for VR services; developed an Individualized Written Rehabilitation Program (IWRP); completed the VR services planned on the IWRP; and maintained employment for a minimum of 90 days **AND**

Unsuccessful Outcomes - VR participants who were determined eligible for VR services; developed an Individualized Written Rehabilitation Program (IWRP); but did not complete the services provided nor go to work or who completed the services but did not go to work.

Outcome Analysis:

Outcome data was supplied by the Employment Security Commission (ESC), Labor Market Information Division (LMI). Data includes the total number of clients served (N=37,503) in State Fiscal Year (FY) 1995-96. The number served means all applicants who were determined eligible for VR services and developed an Individualized Written Rehabilitation Plan (IWRP). Some of these were in the process of accomplishing their individualized plan (active cases), while others either had completed their plan and obtained employment, did not complete their plan and were not employed, or completed their plan with exception of obtaining employment.

VR provided some services directly to program participants -- counseling and guidance, job seeking skills training, job referral, some direct job placement, for example. Other services were purchased from private or public vendors -- medical diagnostics, physical/mental restoration, college/university training, business/vocational training etc. Another facet of VR services involves collaboration with employers and the community at large to remove physical and social barriers that limit employment potential for persons with disabilities, and collaboration with other agencies to maximize positive outcomes. Of 8,382 VR exiters with wages, 60% were also involved with other programs during this program year. Thirty-six percent (36%) of 4,254 exiters without wages experienced involvement with other programs, and 2% of this group were incarcerated.

Of those served, 12,636 individuals terminated involvement in their individualized program, either as employed or not employed, i.e., **exiters**. About 37% of exiters were those who did not complete their individual rehabilitation program, or completed their program with exception of obtaining employment.

Among exiters, Unemployment Insurance (UI) quarterly wage records were identified for 8,382 individuals, in seven wage categories with a total range from \$1.00 to \$30,000+, and grouped by increments of \$5,000 each. Fifty-nine percent (59%) of wages were reported as \$10,000 or less annually; 41% were reported to be greater than \$10,000 annually; 22% greater than \$15,000; 10% greater than \$20,000. This wage distribution was influenced by severity of disability and the failure of some to complete their rehabilitation program, the predominance of youth among exiters (62% less than age 35) and limited education (about 40% less than High School), as well as the fact that 39% of exiters had three or fewer quarters of earnings.

It is not possible to make a direct comparison of these earnings with National averages, but considering VR participants' earnings in the general context of National data adds a reality dimension to earnings expectations. Data from the Survey of Income and Program Participation demonstrate that nationally persons with work disabilities, age 21 - 64 realized earnings at about 82% of earnings reported for persons without a disability; about 72% if the disability was severe.

(McNeil, John M., Americans with Disabilities: 1991-92, U.S. Bureau of the Census. Current Population Reports, P70-33, U.S. Government Printing Office, Washington, DC, 1993).

Among the 8,382 wage earners, 5,088 (61%) had wages for all four quarters. For Vocational Rehabilitation purposes, this 61% is treated as a proxy for **continuous employment rate** over a period of 12 months from the date the search of the UI files for wages began. Due to VR case management procedures, this could represent a period of from 12 to 18 months from actual VR certified employment.

National census data helps to put this employment rate into meaningful perspective. Data from the previously cited work containing the 1991-92 Survey of Income and Program Participation (Table 24) indicate that persons with disabilities, age 21 - 64 experienced an employment rate of 52%. For that census survey, the term disability was defined as a limitation in a functional activity or in a socially defined role or task. The employment rate was 43% for persons who reported that they were "limited in the kind or amount of work" they could do or that they were "prevented from working at a job or business"(i.e. work disability). Disability for VR means an individual has a physical or mental impairment which for such individual constitutes or results in a substantial impediment to employment.

Summary:

The mission of the North Carolina Division of Vocational Rehabilitation Services is to promote employment and independence for persons with disabilities through customer partnerships and community leadership. Federal law mandates that the Division give first priority to persons with the most severe disabilities as defined by the Rehabilitation Act of 1973 and subsequent amendments. Severity of disability, first time employment, and academic ability deficits are factors that would logically contribute to more VR exiters in the lower earnings categories. The reported 61% of exiters with four quarters of earnings (proxy for continuous 12-months employment) is encouraging and compares favorably with National statistics which reflect an employment rate of 52% for people with disabilities generally; 43% for persons with a work disability as defined by the Census Bureau. Considering VR participants' earnings in the context of National data adds a reality dimension to earnings expectations. National data demonstrate that persons with a work disability earn about 82% of earnings for people without a disability; 72% if severely disabled. While earnings for the 1995-1996 VR program exiters may be similar to the national earnings, results of this analysis reinforce the Division's decision to focus its efforts on quality job placements that provide a livable wage, benefits, and career advancement opportunities. Accordingly, the Division's strategic priorities are aimed at achieving this result.

TABLE 7.1
Division of Vocational Rehabilitation

Total Clients Served ¹					
1995 - 1996					
37,503					
EXITERS ²					
1995 - 1996					
Number			Percent		
12,636			34%		
Exiters with Earnings Found in the UI System ³		Exiters Enrolled in the Military ⁴		Exiters Not Found in the UI System ⁵	
Number	Percent	Number	Percent	Number	Percent
8,382	66%	4	<1%	4,254	34%

1. The total clients served was calculated by taking a unique count of the Social Security Numbers designated by the agency as having received a service or enrolled in a program to the Common Follow-up System for CFS year 1995 - 1996 (i.e., July 1, 1995 through June 30, 1996).

2. The number of exiters was calculated by taking a unique count of SSNs within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service. The percentage of exiters was determined by taking the number of exiters and dividing it by the number of total clients served.

3. Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonuses, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having earnings. The percentage of exiters with earnings found in the UI system was determined by dividing then number of exiters with earnings by the total number of exiters.

4. Exiters enrolled in the military was determined by searching military data for an enrollment date subsequent to the exit date. If an individual was found to have entered the military subsequent to exiting they are included in this count. The percentage of exiters enrolled in the military was determined by taking the number of exiters enrolled in the military and dividing it by the number of exiters.

5. Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The percentage of exiters not found in the UI system was determined by taking the number of exiters not found in the UI system and dividing it by the number of exiters.



TABLE 7.2
Division of Vocational Rehabilitation

EXITERS ¹ 1995 - 1996		12,636	
Exiters Found in the UI System with Earnings ²		Exiters Not Found in the UI System ⁴	
Number	Percent	Number	Percent
8,382	66%	4,254	34%
Exiters Found in the UI System with Earnings Served by Other Agencies ³		Exiters Not Found in the UI System Served by Other Agencies ⁵	
Number	Percent	Number	Percent
4,997	60%	1,516	36%
		Exiters Not Found in the UI System Incarcerated ⁶	
Number	Percent	Number	Percent
		99	2%

1 The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing, (b) participated in a program/service and left the program/service having completed the program/service.

2 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus', commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages. The percentage of exiters found in the UI system with earnings was determined by dividing then number of exiters found in the UI system with earnings by the total number of exiters.

- 3 The number of exiters found in the UI system with earnings served by other agencies, was determined by taking the unique SSNs of exiters found in the UI system with earnings and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by another agency. The percentage of exiters found in the UI system with earnings served by other agencies was calculated by taking the number of exiters found in the UI system with earnings who were served by other agencies and dividing it by the total number of exiters found in the UI system with earnings for that agency.
- 4 Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The number of exiters not found in the UI system was determined by searching the four quarters following the “job search quarter”. If no wages were found in those four quarters the exiter was counted as not found in the UI system. The percentage of exiters not found in the UI system was calculated by taking the number of exiters not found in the UI system and dividing it by the total number of exiters.
- 5 The number of exiters not found in the UI system served by other agencies, was determined by taking the unique SSNs of exiters not found in the UI system and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by other agencies. The percentage was calculated by taking the number of exiters not found in the UI system who were served by other agencies and dividing it by the total number of exiters not found in the UI system.
- 6 The number of exiters not found in the UI system incarcerated was determined by taking the unique SSNs of exiters not found in the UI system and searching the 1995-1996 program records of the Department of Corrections (DOC). If an SSN was found in the DOC records to have been incarcerated during CFS year 1995-1996 they were included in this count. The percentage was calculated by taking the number of exiters not found in the UI system incarcerated and dividing it by the total number of exiters not found in the UI system for that agency.

TABLE 7.3
Division of Vocational Rehabilitation

Exiters with Earnings Found in the UI System ¹	Number of Quarters of Earnings ²											
	4 Quarters of Earnings ³			3 Quarters of Earnings ³			2 Quarters of Earnings ³			1 Quarter of Earnings ³		
	Range	N	%	N	%	N	%	N	%	N	%	N
TOTAL	8,382	100%	5,088	60.7%	1,357	16.2%	996	11.9%	941	11.2%		
\$ 0,001 - \$ 5,000	3,003	36%	602	20%	655	22%	826	28%	920	31%		
\$ 5,001 - \$10,000	1,913	23%	1,298	68%	462	24%	136	7%	17	1%		
\$10,001 - \$15,000	1,572	19%	1,371	87%	172	11%	26	2%	3	0%		
\$15,001 - \$20,000	994	12%	935	94%	53	5%	5	1%	1	0%		
\$20,001 - \$25,000	493	6%	483	98%	8	2%	2	0%	0	0%		
\$25,001 - \$30,000	206	2%	200	97%	5	2%	1	0%	0	0%		
\$30,001 +	201	2%	199	99%	2	1%	0	0%	0	0%		

¹ Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) the agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than program/service, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages, (g) the earnings in each of the four quarters were summed in order to obtain a total earnings, (h) the earnings range within which the total earnings fell was determined for each exiter, (i) the number of individuals who fell into each earnings range was summed. The percentage of exiters within each earnings range was determined by dividing the number of exiters with earnings in each range by the total number of exiters with earnings.

² The number of quarters with earnings was determined by summing the number of quarters out of the four searched quarters for which earnings were found.

³ The number of exiters who had one quarter of earnings within each range was determined by summing the number of exiters in each range who had one and only one quarter of earnings. This same procedure was utilized to determine the number of exiters in each range who had two, three and four quarters of earnings. The percentage of exiters who had one quarter of earnings within each range was determined by dividing the number of exiters within each range who had one and only one quarter of earnings by the total number of exiters in that range. This same procedure was utilized to determine the percentage of exiters in each range who had two, three and four quarters of earnings.

TABLE 7.4
Division of Vocational Rehabilitation

AGENCY	EXITERS ¹ 1995 - 1996	NUMBER AND PERCENT OF TOTAL EXITERS SERVED BY OTHER AGENCIES DURING CFS YEAR 1995 - 1996 ²	
		Agency	Number Percent
DVR	Total 12,636		
		DOL	37 0%
		DPI	87 1%
		DET	328 3%
		DSS	444 4%
		DVR	----- -----
		ESC	3,693 29%
		NCCCS	2,909 23%
		UNC	187 1%
		DOC	1,303 10%

DOL = Department of Labor
 DPI = Department of Public Instruction, Workforce Development Education
 DET = Division of Employment and Training
 DSS = Division of Social Services
 DVR = Division of Vocational Rehabilitation
 ESC = Employment Security Commission
 NCCCS = North Carolina Community College System
 UNC = University of North Carolina System
 DOC = Department of Corrections

1. The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service.

2. The number of exiters served by other agencies, was determined by taking the SSNs of each agency's exiters and searching the records of each of the other agencies. If an SSN was found to have been served at another agency they were added to the count for that agency. The percentages of exiters served at other agencies was determined by taking the number of exiters served by each of the other agencies and dividing that number by the total number of exiters from the agency in question.

Chapter 8. Employment Security Commission of North Carolina, Employment Services Division

Programs Included in Report:

Employment Services
Veterans Employment Services

Objectives of Programs Included:

Employment Services

To operate a statewide, nationally affiliated, no fee public labor exchange. The program's primary objective is to function as a "job broker" to meet the needs of employers and job seekers statewide by locating qualified workers for employers, and by referring job seekers to jobs which best suit their skills, knowledge and abilities.

Veterans Employment Services

To ensure that veterans, disabled veterans, special disabled veterans and other eligible individuals are given preferential service during the provision of Employment Services.

Population Served in These Programs:

Employment Services

Program services are available to anyone who is a citizen of the United States or a documented alien authorized to work in this country. Agency staff provide placement services to all employers, provided the employer does not engage in discriminatory hiring practices.

Veterans Employment Services

Veteran: A person who (A) served on active duty for a period of more than 180 days and was discharged or released therefrom with other than a dishonorable discharge; (B) was discharged or released from active duty because of a service-connected disability; or (C) was a member of a reserve component under an order to active duty, who served on active duty during a period of war or in a campaign or expedition for which a campaign badge is authorized and was discharged or released from such duty with other than a dishonorable discharge.

Special Disabled Veteran: A veteran who is entitled to disability compensation (or who

but for the receipt of military retired pay would be entitled to compensation) under laws administered by the Department of Veteran's Affairs (DVA) for a disability rated at (A) 30 percent or more; (B) rated at 10 to 20 percent in the case of a veteran who has been determined by the DVA to have a serious employment handicap; or (C) a veteran whose discharge or release from active duty was because of a service-connected disability.

Disabled Veteran: A veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) under laws administered by the DVA for a disability rated at less than 30 percent, and who is not a Special Disabled Veteran.

Vietnam-Era Veteran: An eligible veteran any part of whose active military service was during the Vietnam-Era on or after August 5, 1964, and on or before May 7, 1975.

Eligible Person: A person who, at the time of registration, is the spouse of (A) any veteran who died of a service-connected disability; or (B) any member of the Armed Forces serving on active duty who is listed in one or more of the following categories for a total of more than 90 days: (1) missing in action, (2) captured in line of duty by a hostile force, or (3) forcibly detained or interned in line of duty by a foreign government or power; (C) a veteran who has a total disability, permanent in nature, resulting from a service-connected disability; or (D) a veteran who dies while a disability so evaluated was in existence.

Program/Service Delivery Structure:

Employment Services

Program services are delivered through a system that incorporates direct staff services and sophisticated on-line, automated service techniques. Services are provided at 90 local offices and at one public housing project. These facilities are organized into six administrative regions, each under the direct supervision of a Regional Manager. Additionally, staff are outstationed on a full or part-time basis to provide employment services at 29 County Departments of Social Services, 6 military bases, 56 Community College campuses and 4 universities. The Employment Service is involved in providing services at all "chartered" JobLink Career Centers by either functioning as the host or by providing staff.

Staff solicit and accept listings of available jobs from employers and then match job seekers to the employer's hiring requirements. Staff also provide employment counseling, clerical proficiency testing and referral to other entities that can provide supportive services. Intensive services are provided to veterans, disabled individuals and unemployment insurance recipients.

Staff in our local offices provide assistance to employers who are seeking workers by entering the employer's job requirements into our statewide automated system so that

qualified workers throughout the state can be referred to the employer. Additionally, we provide a variety of labor market and unemployment insurance benefits information to our employer customers.

All processes related to registering job seekers for services, listing employer's job openings, and reporting services provided to job seekers and employers are done electronically through the use of a mainframe-based automated system. Because of this level of automation, staff rarely use paper documents.

Comprehensive employment and training services are also provided to the agricultural community, including applicants and growers, placing special emphasis on serving Migrant and Seasonal Farmworkers (MSFW). Rural Manpower Representatives provide services in the areas of greatest agricultural activity to ensure that MSFWs receive services proportionate to other non-MSFW registrants.

Through subcontractual agreements with local service delivery area (SDA) representatives, ESC operates a number of training programs funded under the Job Training Partnership Act (JTPA). These programs are intended to provide economically disadvantaged youth and adults, offenders, older workers and dislocated workers with the necessary services and training to lead to unsubsidized employment. Training provided for these individuals ranges from on-the-job training to work experience and classroom training which is provided by the community college system. Supportive services such as transportation, child care, and emergency aid may be funded through these contracts.

The ESC also subcontracts directly with the Division of Employment and Training (DET) to provide rapid response services to companies who are closing or downsizing throughout the state. Rapid response staff in the Agency's Workforce Development unit mobilizes a rapid response team composed of local office representatives, local SDA and DET staff. This team meets with company officials and workers to provide them with information about services available to dislocated workers and initiates plans to provide those services.

As part of the First Stop Employment Assistance program and in collaboration with the Department of Health and Human Services, individuals seeking to apply or reapply for Work First program assistance in all 100 counties in North Carolina are registered for work by ESC staff. Individuals determined to be job ready are provided placement services while individuals in need of supportive services and/or additional training are referred to local departments of social services or other service providers to further assess the individual's needs. Electronic linkages have been established to expedite the exchange of information between partner agencies and to ensure that individuals are provided appropriate services.

The ESC also contracts with the State's Department of Health and Human Services to administer the Food Stamp Employment and Training Program in a majority of the State's counties. Local Departments of Social Services refer food stamp registrants to ESC local offices for work registration and assessment. Agency staff conduct assessment interviews to determine whether the registrant has the necessary experience, training, education, or literacy skills to be able to compete successfully for available job openings. If it is determined that the food stamp registrant is not job ready, then he or she is referred to the most suitable education or training component.

The Employment Services program includes a number of automated systems designed to provide easy access to program services by customers in all of North Carolina's 100 counties. By using a touch-tone telephone, our customers can access a voice response system known as "Jobs Line." Through this system, job seekers can hear descriptions of current job openings for which they are qualified. The "Jobs Line" is operational seven days a week and 24 hours per day.

All employer job listings are available through the Internet to enable users throughout the world to access job opportunities in North Carolina. Also, listings of job seekers are available on the Internet to allow employers to search for prospective employees through our "Skill Net" automated system. By accessing "Skill Net," employers can review the skills, work histories and educational backgrounds of job seekers in our database to identify prospective employees. Employers can only contact job seekers through our local offices, thereby maintaining client confidentiality.

Through use of the Internet, job seekers can place resumés on North Carolina's Talent Bank, which is affiliated with America's Talent Bank. Employers can utilize the Internet to list their job openings on America's Job Bank. They can review job seeker's resumés on North Carolina's Talent Bank and they can contact job seekers directly to obtain additional information and/or to schedule job interviews.

The Job Information Service (JIS) is an on-line, self-directed job search system that allows the public to access the Agency's computerized statewide job listings. Job openings are listed on this system immediately as they become available. There are more than 500 video display terminals dedicated to providing JIS in ESC local offices. The JIS system is also available at Community Colleges, military bases, Vocational Rehabilitation offices and 5 SDA offices. JIS information is provided to the state Library System which, in turn, makes it available to approximately 400 local library branches. In the future, JIS will be available at all county Departments of Social Services. In order to be referred to an employer, customers who use JIS are interviewed by local staff to determine whether they are qualified for the job(s) they have selected.

Veterans Employment Services

Preferential services are provided to veterans through the utilization of forty-seven Local Veterans Employment Representative positions and forty-six Disabled Veterans Outreach Specialist positions which are allocated to the Agency's sixty local offices. Staff assigned to these positions report to the Local Office Managers.

The time of Disabled Veterans Outreach Specialists and full-time Local Veterans Employment Representatives is dedicated to serving special disabled veterans, disabled veterans, and all other veterans. Disabled Veterans Outreach Specialists are required to spend a portion of their time in doing outreach to contact disabled veterans, to encourage them to take advantage of the Employment Services available at the Employment Security Commission. Most of our Local Veterans Employment Representatives are required to spend one-half of their time serving veterans. The remainder of their time is devoted to serving non-veteran customers and to making employer contacts.

Other local office staff provide services to veterans when Veterans Employment Services staff are not available or when the workload demands. As with all other job seekers, all processes related to serving veterans are done electronically through the use of a mainframe-based automated system. As a result, Veterans Employment Services staff rarely use paper documents.

Definition of Exitters:

Individuals who have received a reportable service (job referral, job placement, enrolled in training, etc.) and whose registrations have been inactivated.

Outcome Analysis:

During the period of July 1, 1995 through June 30, 1996, the ESC served almost 630,000 individuals which was 58 percent of the total number of clients served by all of the agencies represented. The Agency's 548,732 exitters comprised 85 percent of the total number of exitters. More than 443,000 individuals who were exitters from Agency programs were found to have earnings in the Unemployment Insurance wage file.

Historically, the Employment Security Commission has emphasized collaboration with other human service agencies in order to provide the most effective services to customers of the Workforce Development System. We have outstationed staff at JobLink Career Centers, on Community College campuses and at Departments of Social Services. We are hosting a number of JobLink Career Centers and we have encouraged other agencies to collocate staff in our local offices. In response to our efforts, partner agencies have cooperated with us to create a more coordinated service environment. Agency statistics in this report reflect the results of those collaborative efforts.

Almost 30 percent of the exitters from our Agency were served by another agency. Nineteen percent (almost 104,000) of them were served by the Community College System. Staff at the Employment Security Commission served 53 percent of the exitters from the Division of Employment and Training, 47 percent of the exitters from the Division of Social Services, 29 percent of the Division of Vocational Rehabilitation exitters, and 22 percent of those exiting the Community College System.

The ESC is required by law to serve anyone requesting services who is authorized to work in the United States. Exitters who were not found with earnings in the UI Wage Record Files include those who were unemployed as well as those who may be self-employed or employed outside of North Carolina. A portion of the exitters who did not have earnings were individuals who received a service from our Agency, but then stopped seeking employment. Other individuals who were provided services had numerous employment barriers which prevented them from becoming employed.

Among those exitters who had earnings, 33 percent had earnings in three or fewer calendar quarters. Even those individuals who had earnings in all four quarters of the period may not have worked full-time. Therefore, in some instances, the data included in the annual wage ranges listed

in this report do not provide a clear indication of individuals' potential annual income, if they had worked full-time.

In Table 8.3, there are several factors which must be considered before arriving at conclusions based on the data provided for exiters whose annual earnings were in the \$1.00-\$5,000 and \$5,001-\$10,000 wage ranges. Sixty-four percent of the exiters with earnings between \$1.00 and \$10,000 had earnings in three or fewer quarters, thereby indicating that their annual earnings would have been higher had they worked in all four quarters. Many of the remaining 36 percent of these exiters must not have worked full-time (40 hours/week and 52 weeks/year), since their annual earnings were less than the amount that would have resulted from working full-time at minimum wage. Among the calendar quarters which were reviewed to compile the earnings data, the minimum wage ranged from \$4.25/hour to \$5.15/hour. Therefore, the annual earnings of an individual who worked full-time and earned the minimum wage would have ranged from a minimum of \$9,100 to a maximum of \$9,949. Also, some of the exiters in these wage ranges may have been new participants in the labor force or individuals with greater barriers to employment.

During the 1995-1996 period, 20 percent of the Employment Security Commission exiters had earnings of \$20,000 or more, 37 percent had earnings of \$15,000 or more and 56 percent had earnings of \$10,000 or more. A portion of the exiters whose earnings were in the \$10,000-\$15,000 wage range would have had earnings of \$15,000 or more, if they had worked full-time. Almost 52 percent of the exiters with earnings in all four quarters had annual earnings greater than \$15,000.

In conclusion, we believe that the data in this report clearly indicates that the Employment Security Commission plays a major role in delivering workforce development services to North Carolina's citizens.

**TABLE 8.1
Employment Security Commission**

Total Clients Served ¹			
1995 - 1996			
629,910			
EXITERS ²			
1995 - 1996			
Number		Percent	
548,732		87%	
Exiters with Earnings Found in the UI System ³		Exiters Not Found in the UI System ⁵	
Number	Percent	Number	Percent
443,607	81%	105,125	19%
Exiters Enrolled in the Military ⁴		Percent	
Number	Percent	Number	Percent
139	<1%	105,125	19%

1. The total clients served was calculated by taking a unique count of the Social Security Numbers designated by the agency as having received a service or enrolled in a program to the Common Follow-up System for CFS year 1995 - 1996 (i.e., July 1, 1995 through June 30, 1996).

2. The number of exiters was calculated by taking a unique count of SSNs within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service. The percentage of exiters was determined by taking the number of exiters and dividing it by the number of total clients served.

3. Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonuses, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter, ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having earnings. The percentage of exiters with earnings found in the UI system was determined by dividing then number of exiters with earnings by the total number of exiters.

4. Exiters enrolled in the military was determined by searching military data for an enrollment date subsequent to the exit date. If an individual was found to have entered the military subsequent to exiting they are included in this count. The percentage of exiters enrolled in the military was determined by taking the number of exiters enrolled in the military and dividing it by the number of exiters.

5. Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The percentage of exiters not found in the UI system was determined by taking the number of exiters not found in the UI system and dividing it by the number of exiters.

TABLE 8.2
Employment Security Commission

Exiters Found in the UI System with Earnings ²		Exiters Not Found in the UI System ⁴	
Number	Percent	Number	Percent
443,607	81%	105,125	19%
Exiters Found in the UI System with Earnings Served by Other Agencies ³		Exiters Not Found in the UI System Served by Other Agencies ⁵	
Number	Percent	Number	Percent
140,749	32%	22,222	21%
		Exiters Not Found in the UI System Incarcerated ⁶	
		Number	Percent
		1,054	1%

EXITERS¹
1995 - 1996

548,732

1 The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing. (b) participated in a program/service and left the program/service having completed the program/service.

2 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages. The percentage of exiters found in the UI system with earnings was determined by dividing then number of exiters found in the UI system with earnings by the total number of exiters.

- 3 The number of exiters found in the UI system with earnings served by other agencies, was determined by taking the unique SSNs of exiters found in the UI system with earnings and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by another agency. The percentage of exiters found in the UI system with earnings served by other agencies was calculated by taking the number of exiters found in the UI system with earnings who were served by other agencies and dividing it by the total number of exiters found in the UI system with earnings for that agency.
- 4 Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The number of exiters not found in the UI system was determined by searching the four quarters following the "job search quarter". If no wages were found in those four quarters the exiter was counted as not found in the UI system. The percentage of exiters not found in the UI system was calculated by taking the number of exiters not found in the UI system and dividing it by the total number of exiters.
- 5 The number of exiters not found in the UI system served by other agencies, was determined by taking the unique SSNs of exiters not found in the UI system and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by other agencies. The percentage was calculated by taking the number of exiters not found in the UI system who were served by other agencies and dividing it by the total number of exiters not found in the UI system.
- 6 The number of exiters not found in the UI system incarcerated was determined by taking the unique SSNs of exiters not found in the UI system and searching the 1995-1996 program records of the Department of Corrections (DOC). If an SSN was found in the DOC records to have been incarcerated during CFS year 1995-1996 they were included in this count. The percentage was calculated by taking the number of exiters not found in the UI system incarcerated and dividing it by the total number of exiters not found in the UI system for that agency.

TABLE 8.3
Employment Security Commission

Exiters with Earnings Found in the UI System ¹		Number of Quarters of Earnings ²											
		4 Quarters of Earnings ³			3 Quarters of Earnings ³			2 Quarters of Earnings ³			1 Quarter of Earnings ³		
Range	N	%	N	%	N	%	N	%	N	%	N	%	
TOTAL	443,607	100%	297,197	67.0%	65,673	14.8%	43,905	9.9%	36,832	8.3%			
\$ 0,001 - \$ 5,000	111,973	25%	17,838	16%	25,746	23%	33,008	29%	35,381	32%			
\$ 5,001 - \$10,000	84,902	19%	53,002	62%	22,266	26%	8,404	10%	1,230	1%			
\$10,001 - \$15,000	84,387	19%	72,231	86%	10,245	12%	1,775	2%	136	0%			
\$15,001 - \$20,000	70,463	16%	65,621	93%	4,332	6%	457	1%	53	0%			
\$20,001 - \$25,000	44,604	10%	42,782	96%	1,676	4%	134	0%	12	0%			
\$25,001 - \$30,000	22,783	5%	21,962	96%	748	3%	68	0%	5	0%			
\$30,001 +	24,495	6%	23,761	97%	660	3%	59	0%	15	0%			

1 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus', commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) the agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than program/service, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages, (g) the earnings in each of the four quarters were summed in order to obtain a total earnings, (h) the earnings range within which the total earnings fell was determined for each exiter, (i) the number of individuals who fell into each earnings range was summed. The percentage of exiters within each earnings range was determined by dividing the number of exiters with earnings in each range by the total number of exiters with earnings.

2 The number of quarters with earnings was determined by summing the number of quarters out of the four searched quarters for which earnings were found.

3 The number of exiters who had one quarter of earnings within each range was determined by summing the number of exiters in each range who had one and only one quarter of earnings. This same procedure was utilized to determine the number of exiters in each range who had two, three and four quarters of earnings. The percentage of exiters who had one quarter of earnings within each range was determined by dividing the number of exiters within each range who had one and only one quarter of earnings by the total number of exiters in that range. This same procedure was utilized to determine the percentage of exiters in each range who had two, three and four quarters of earnings.

TABLE 8.4
Employment Security Commission

AGENCY	EXITERS ¹ 1995 - 1996	NUMBER AND PERCENT OF TOTAL EXITERS SERVED BY OTHER AGENCIES DURING CFS YEAR 1995 - 1996 ²		
	Total	Agency	Number	Percent
ESC	548,732			
		DOL	1,278	0%
		DPI	6,873	1%
		DET	9,487	2%
		DSS	18,548	3%
		DVR	9,298	2%
		ESC	-----	-----
		NCCCS	103,888	19%
		UNC	13,355	2%
		DOC	30,181	6%
DOL = Department Of Labor DPI = Department of Public Instruction Workforce Development Education DET = Division of Employment and Training DSS = Division of Social Services DVR = Division of Vocational Rehabilitation		ESC = Employment Security Commission NCCCS = North Carolina Community College System UNC = University of North Carolina System DOC = Department of Corrections		

1. The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service.

2. The number of exiters served by other agencies, was determined by taking the SSNs of each agency's exiters and searching the records of each of the other agencies. If an SSN was found to have been served at another agency they were added to the count for that agency. The percentages of exiters served at other agencies was determined by taking the number of exiters served by each of the other agencies and dividing that number by the total number of exiters from the agency in question.

Chapter 9. North Carolina Community College System

Mission:

Support of economic growth and prosperity through education was the underlying concept in the development of the Community College System. All of the institutions in the North Carolina Community College System offer vocational/technical training and basic education to prepare adults for the job market. In addition, a majority of institutions offer the first two years of a baccalaureate program.

The mission of the System has been defined in the North Carolina General Statutes (115D):

. . . the establishment, organization, and administration of a system of educational institutions throughout the state offering courses of instruction in one or more of the general areas of two-year college parallel, technical, vocational, and adult education programs. . .

The law further states that:

The major purpose of each and every institution operating under the provisions of this Chapter shall be and shall continue to be the offering of vocational and technical education and training, and of basic, high school level, academic education needed in order to profit from vocational and technical education, for students who are high school graduates or who are beyond the compulsory age limit of the public school system and who have left the public schools.

The statutory mission statement serves to keep the System focused on vocational and technical education. It also specifically mandates provision of basic academic education for adults through the high school level. These programs—vocational and technical education, and basic academic education for adults—have priority status because of their specific place in the statutory mission statement.

The mission directs the System to serve adults and other persons who have left the public schools and are beyond compulsory school age. This definition provides the background for development of policies governing the institutions' relationship to the public schools.

It is the statutory mission statement from which the "working mission statement" derives. It is the working mission statement which focuses the Community College System's resources by responding to contemporary societal issues. Legitimized by the State Board of Community Colleges, the working mission dynamically mobilizes our abilities to concentrate on current concerns.

The Working Mission Statement

The mission of the North Carolina Community College System is to open the door to opportunity for individuals seeking to improve their lives and well-being by providing:

- Education, training and retraining for the workforce, including basic skills and literacy education, occupational and pre-baccalaureate programs.
- Support for economic development through services to business and industry.
- Services to communities and individuals which improve the quality of life.

Adopted by the State Board of Community Colleges, October 1993; revised March 1994, April 1994.

Programs Included in Report:

The North Carolina Community College System offers a comprehensive range of educational programs to meet the needs of local communities for higher academic education, employment skills, basic educational skills, job retraining, personal growth and development, and community and economic development. These programs are organized under several broad categories.

Curriculum programs offer credit courses leading to certificates, diplomas, or degrees. These may be technical, vocational or academic. The majority of the more than 1,900 programs offered are technical, with particular emphasis on associate in applied science degrees in business and office skills, nursing and allied health, engineering technologies, transportation technologies, and technical industrial occupations. There are also a significant number of trade and industry programs leading to certificates or diplomas in such areas as construction trades, machine and metalworking occupations, industrial maintenance occupations, etc. Arts and Science and general education programs provide academic courses parallel to the first two years of a baccalaureate degree.

Each of the colleges also offers instruction in basic academic skills and instructional support. Programs include Adult Basic Education (K–8 basic literacy skills), Adult High School and GED programs (9–12 academic preparation), developmental studies courses to prepare students to master collegiate level coursework, individualized learning laboratories, and other programs.

A third broad category of programs is continuing education. These non-credit courses may be occupational, academic, or avocational in nature. Some are offered as a categorically funded community service. Others are designed to upgrade occupational skills and are funded through enrollment driven formulas.

Because of the unique character of community colleges, student services programs play an especially important role in the life of the colleges. Students receive academic, personal and career counseling services, special assessment and placement assistance, help in transition to work and job development, and a variety of other services which are essential to the success of the instructional programs.

Finally, there is a broad effort in specialized programming, often targeting the economic development of the community. The New and Expanding Industry Program, the Focused Industrial Training Centers, and the Small Business Center Network all provide direct consulting and custom training to business and industry to promote their success. The Human Resources Development and Job Training Partnership Act Programs provide services and training specifically targeted to the unemployed and disadvantaged. A variety of other programs connect the colleges uniquely to the needs and aspirations of their communities.

The data presented on community colleges pertain to students who were enrolled in curriculum programs. Whereas it could be argued that a performance management system designed to measure success by employment should focus only on the technical and vocational programs, programs that are designed to have employment as their end result, the decision was made to include college transfer and general education students in the analysis since many of these students do enter the workforce upon exiting community colleges.

Population Served in these Programs:

The North Carolina Community College System serves the adult population (over the age of 16) of North Carolina. The open door policy of the System states that any adult seeking education and training can be served by community colleges. As a result, the student population of any community college is very diverse.

The reasons students attend community colleges are as diverse as the students. Some individuals participate in programs to acquire new job skills, others are seeking to transfer to a four year university; some are looking to upgrade job skills, while others are simply exploring options that are open to them. For this reason, subsequent employment and earnings of students is but one measure of the success of community colleges.

Statistically speaking, the average age of a community college student is 30 years old. Females comprise 59 percent of all curriculum students and 72 percent of the students are white. North Carolina is the state of origin for 95.3 percent of the students enrolled in curriculum programs.

Program/Service Delivery Structure

Training is delivered by the community colleges in a variety of ways. For any given program, students may be involved in traditional classroom delivery of information, distance education using the Internet or the NC Information Highway, internships, lab experiences, apprenticeships, etc. All training is delivered in accordance with curriculum standards adopted by the North Carolina State Board of Community Colleges and in accordance with Criteria established by the Southern Association of Colleges and Schools (SACS).

Definition of Exiters

For purposes of this study, exiters were defined as:

- a. any curriculum student who completed a program (i.e., received a certificate, degree or diploma) and did not reenroll in a community college the following year; or

b. any curriculum student who exited a program without completing, did not reenroll in a community college the following year, and had completed at least 18 quarter credit hours in a program prior to exiting.

Outcome Analysis:

The data indicate that the majority of community college exiters are working in North Carolina. As such, the mission of the community college system in preparing individuals for the workforce appears to be being met. The data, however, are limited. For example, 20 percent of the exiters were not found in the UI system. This, of course, does not mean that these students were not successful, it merely means they have taken a different path since leaving community colleges.

The data also indicate that a large number of community college exiters participate in, or receive, services from other state agencies. An examination of the data reveals that the two agencies providing services to the majority of exiters are the Employment Security Commission and the UNC system. This result is to be expected, since the ESC would be providing job placement services to exiters, and community college exiters in the College Transfer programs would be expected to matriculate to the university system.

A significant limitation to the usefulness of these data is the focus on earnings. Whereas these data do provide some information for counseling purposes, the data are too incomplete to make performance judgements concerning programs. First, as has been pointed out earlier in this report, it is not possible to determine which exiters worked full-time during the entire quarter as opposed to exiters working part-time or only some weeks during the quarter. Second, earnings are controlled by factors outside the training provided by community colleges. The market forces for labor, the individual's choice of occupation, the location in which the individual is living, all these factors will influence earnings. Even so, the data do provide an indication of the value of community college training since it indicates that for those exiters who do have earnings for all four quarters, 48 percent have earnings greater than \$20,000.

It should be further noted that the data presented cover all curriculum students, not just those in what might be thought of as directly preparing students for the workforce. Included in the analysis are students enrolled in General Education and College Transfer programs. Whereas these students will eventually end up in the workforce, the focus of these programs is to prepare students for further study at a four year institution, or, in the case of General Education, for future studies in another program. Thus, to include these exiters in the analysis will bias the results.

Finally, a large portion of the exiters are students who did not complete a program in 1995-96 and did not subsequently enroll in a community college in 1996-97. These students, however, are not necessarily exiters, for attendance patterns of community college students is very varied. Many of these students are likely to be "stop-outs" in that they will reenroll in their program of study in the future. Since these students are not finished with their community college education, great care must be used when interpreting the results of the analysis.

The value of the UI data is that it provides objective information on employment in North Carolina of former community college students. As the database is enhanced, it will allow agencies to track students from high school, through postsecondary education, and the labor force. This information will be valuable for providing information to parents and potential students on employment and earnings related to specific programs. As a tool for evaluating the effectiveness of programs, however, it must be remembered that this is but one measure of outcome and is dependent on the intent of the individual and the economy of the area in which the individual resides. Therefore, great caution should be used when drawing any conclusions about the quality of programs based solely on an analysis of the UI data.

A more thorough analysis of the data is being undertaken by the Planning and Research Section of the North Carolina Community College System Office. This analysis is focusing on three years of UI data and is analyzing the information by program and by occupational cluster. For more information on this analysis, contact Keith Brown, Associate Vice President for Planning and Research.

**TABLE 9.1
North Carolina Community College System**

Total Clients Served ¹			
1995 - 1996			
264,241			
EXITERS ²			
1995 - 1996			
Number		Percent	
61,778		23%	
Exiters with Earnings Found in the UI System ³		Exiters Not Found in the UI System ⁵	
Number	Percent	Number	Percent
49,683	80%	12,095	20%
Exiters Enrolled in the Military ⁴			
Number	Percent	Number	Percent
9	<1%		

1. The total clients served was calculated by taking a unique count of the Social Security Numbers designated by the agency as having received a service or enrolled in a program to the Common Follow-up System for CFS year 1995 - 1996 (i.e., July 1, 1995 through June 30, 1996).

2. The number of exiters was calculated by taking a unique count of SSNs within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service. The percentage of exiters was determined by taking the number of exiters and dividing it by the number of total clients served.

3. Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) each agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"], was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having earnings. The percentage of exiters with earnings found in the UI system was determined by dividing then number of exiters with earnings by the total number of exiters.

4. Exiters enrolled in the military was determined by searching military data for an enrollment date subsequent to the exit date. If an individual was found to have entered the military subsequent to exiting they are included in this count. The percentage of exiters enrolled in the military was determined by taking the number of exiters enrolled in the military and dividing it by the number of exiters.

5. Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The percentage of exiters not found in the UI system was determined by taking the number of exiters not found in the UI system and dividing it by the number of exiters.

TABLE 9.2
North Carolina Community College System

Exitters Found in the UI System with Earnings ²		Exitters Not Found in the UI System ⁴	
Number	Percent	Number	Percent
49,683	80%	12,095	20%
Exitters Found in the UI System with Earnings Served by Other Agencies ³		Exitters Not Found in the UI System Incarcerated ⁶	
Number	Percent	Number	Percent
17,717	36%	3,207	27%
61,778		118	
EXITERS ¹		EXITERS ¹	
1995 - 1996		1995 - 1996	

1 The number of exitters was calculated by taking a unique count of Social Security Numbers within the agency's exitters. Exitters are those individuals who: (a) participated in a program/service and left the program/service without completing. (b) participated in a program/service and left the program/service having completed the program/service.

2 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exitters with earnings: (a) each agency supplied an exit date for each of their exitters, (b) if an individual was identified as an exiter from more than one program/service the most recent exit date was used, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages. The percentage of exitters found in the UI system with earnings was determined by dividing then number of exitters found in the UI system with earnings by the total number of exitters.

- 3 The number of exiters found in the UI system with earnings served by other agencies, was determined by taking the unique SSNs of exiters found in the UI system with earnings and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by another agency. The percentage of exiters found in the UI system with earnings served by other agencies was calculated by taking the number of exiters found in the UI system with earnings who were served by other agencies and dividing it by the total number of exiters found in the UI system with earnings for that agency.
- 4 Exiters not found in the UI System include the unemployed, the self-employed, those with earnings in other states, those enrolled in other educational programs, those no longer in the work force and others with earnings not covered by the North Carolina Employment Security Law. The number of exiters not found in the UI system was determined by searching the four quarters following the "job search quarter". If no wages were found in those four quarters the exiter was counted as not found in the UI system. The percentage of exiters not found in the UI system was calculated by taking the number of exiters not found in the UI system and dividing it by the total number of exiters.
- 5 The number of exiters not found in the UI system served by other agencies, was determined by taking the unique SSNs of exiters not found in the UI system and searching the records of each of the other agencies. If an SSN was found in the records of any of the other agencies they were counted as served by other agencies. The percentage was calculated by taking the number of exiters not found in the UI system who were served by other agencies and dividing it by the total number of exiters not found in the UI system.
- 6 The number of exiters not found in the UI system incarcerated was determined by taking the unique SSNs of exiters not found in the UI system and searching the 1995-1996 program records of the Department of Corrections (DOC). If an SSN was found in the DOC records to have been incarcerated during CFS year 1995-1996 they were included in this count. The percentage was calculated by taking the number of exiters not found in the UI system incarcerated and dividing it by the total number of exiters not found in the UI system for that agency.

TABLE 9.3
North Carolina Community College System

Exiters with Earnings Found in the UI System ¹		Number of Quarters of Earnings ²								
		4 Quarters of Earnings ³		3 Quarters of Earnings ³		2 Quarters of Earnings ³		1 Quarter of Earnings ³		
Range	N	%	N	%	N	%	N	%		
TOTAL	49,683	100%	37,554	75.6%	5,807	11.7%	3,502	7.0%	2,820	5.7%
\$ 0,001 - \$ 5,000	8,291	17%	1,553	19%	1,696	20%	2,395	29%	2,647	32%
\$ 5,001 - \$10,000	6,746	14%	4,208	62%	1,665	25%	730	11%	143	2%
\$10,001 - \$15,000	7,765	16%	6,379	82%	1,128	15%	241	3%	17	0%
\$15,001 - \$20,000	7,942	16%	7,248	91%	607	8%	81	1%	6	0%
\$20,001 - \$25,000	6,434	13%	6,073	94%	333	5%	26	0%	2	0%
\$25,001 - \$30,000	4,623	9%	4,444	96%	167	4%	11	0%	1	0%
\$30,001 +	7,882	16%	7,649	97%	211	3%	18	0%	4	0%

1 Earnings were determined via the Unemployment Insurance (UI) wage file. Earnings in the UI wage file is that information reported by employers and includes wages, salaries, bonus, commissions and other income designated as earnings under the North Carolina Employment Security Law. The following analyses were utilized to determine the number of exiters with earnings: (a) the agency supplied an exit date for each of their exiters, (b) if an individual was identified as an exiter from more than program/service, (c) the exit date was utilized to determine the exit quarter, (d) the quarter following the exit quarter ["the job search quarter"] was skipped (e) the four quarters following the job search quarter of the UI wage file were searched, (f) if wages were found in any of the four searched quarters the exiter was counted as having wages, (g) the earnings in each of the four quarters were summed in order to obtain a total earnings, (h) the earnings range within which the total earnings fell was determined for each exiter, (i) the number of individuals who fell into each earnings range was summed. The percentage of exiters within each earnings range was determined by dividing the number of exiters with earnings in each range by the total number of exiters with earnings.

2 The number of quarters with earnings was determined by summing the number of quarters out of the four searched quarters for which earnings were found.

3 The number of exiters who had one quarter of earnings within each range was determined by summing the number of exiters in each range who had one and only one quarter of earnings. This same procedure was utilized to determine the number of exiters in each range who had two, three and four quarters of earnings. The percentage of exiters who had one quarter of earnings within each range was determined by dividing the number of exiters within each range who had one and only one quarter of earnings by the total number of exiters in that range. This same procedure was utilized to determine the percentage of exiters in each range who had two, three and four quarters of earnings.

TABLE 9.4
North Carolina Community College System

AGENCY	EXITERS ¹ 1995 - 1996	NUMBER AND PERCENT OF TOTAL EXITERS SERVED BY OTHER AGENCIES DURING CFS YEAR 1995 - 1996 ²	
	Total	Agency	Number Percent
NCCCS	61,778		
		DOL	373 1%
		DPI	438 1%
		DET	2,453 4%
		DSS	2,507 4%
		DVR	1,534 2%
		ESC	13,829 22%
		NCCCS	----- -----
		UNC	3,666 6%
		DOC	1,004 2%

DOL = Department of Labor

DPI = Department of Public Instruction, Workforce Development Education
 ESC = Employment Security Commission
 NCCCS = North Carolina Community College System

DET = Division of Employment and Training

DSS = Division of Social Services

DVR = Division of Vocational Rehabilitation

1. The number of exiters was calculated by taking a unique count of Social Security Numbers within the agency's exiters. Exiters are those individuals who: (a) participated in a program/service and left the program/service without completing or (b) participated in a program/service and left the program/service having completed the program/service.

2. The number of exiters served by other agencies, was determined by taking the SSNs of each agency's exiters and searching the records of each of the other agencies. If an SSN was found to have been served at another agency they were added to the count for that agency. The percentages of exiters served at other agencies was determined by taking the number of exiters served by each of the other agencies and dividing that number by the total number of exiters from the agency in question.