

**NC Office of the State Auditor
Performance Audit Summary #PER-0164**

North Carolina's Vocational Education and Job Training Programs

EXECUTIVE SUMMARY

We have conducted an extensive review of the various vocational and technical education and job training programs administered by the State of North Carolina. The review, which spanned the period September 1995 through July 1996, focused on the identification and examination of 49 different programs administered by 8 different state agencies. Our efforts were concentrated on a determination of the service delivery structures in place, identification and verification of the costs of providing these programs, and a determination of the existence of duplication of effort in the delivery of services.

This review was an outgrowth of the work we undertook in 1995 to assist the legislatively established Task Force on Vocational and Technical Education. This task force studied issues surrounding the various vocational and technical education programs under the direction of the Departments of Public Instruction and Community Colleges. As our work progressed, we realized that there were numerous vocational education/job training programs other than those identified by the task force which warranted a similar review. We used the Inventory of Programs for Vocational and Technical Education compiled by the Governor's Commission on Workforce Preparedness, the State's designated "coordinator," as our initial resource.

To accomplish the review, we conducted numerous interviews with program personnel at both the state and local levels. Yet, even with the breadth of coverage and the allocation of substantial resources to conduct it, our examination of the 49 programs could not review in detail every transaction and every aspect of the operation of these programs. We have, however, attempted to summarize in one report a description of the various programs, details on the state level administration, and diagrams of the service delivery structures for each program identified. We have noted areas where we believe changes in operational procedures could enhance service delivery and accountability. We have also included, where appropriate, conclusions on the operation of the programs for which we made no specific recommendations for change.

This report is intended to provide the Governor and the General Assembly with factual, unbiased information upon which to establish policies and procedures which will allow improvements in the economy, efficiency, and effectiveness of vocational and technical education and job training programs for the State. A copy of the draft segment for each agency's programs was provided to the respective agencies for review and comment. Those comments were incorporated in the final version of the segments and, where

appropriate, have been included in the report. The full draft was forwarded to the Governor's Commission on Workforce Preparedness for response. That letter of response is included as Appendix A, page 81.

FINDINGS AND CONCLUSIONS (listed with page number)

OVERVIEW OF PROGRAMS

TOTAL EXPENDITURES FOR FY94-95 WERE \$799,332,780 FOR PROGRAMS ADMINISTERED BY EIGHT DIFFERENT AGENCIES; THESE PROGRAMS SERVED 2,514,428 CLIENTS. 10

**GOVERNOR'S COMMISSION ON WORKFORCE PREPAREDNESS:
THE ADMINISTRATION OF VOCATIONAL EDUCATION AND JOB TRAINING PROGRAMS IN THE STATE IS FRAGMENTED.** 16

COST SHARING ISSUES ARE INHIBITING THE IMPLEMENTATION OF ONE-STOP CAREER CENTERS. 17

EDUCATIONAL PROGRAMS

THE SPIRIT AND PRACTICE OF COOPERATION BETWEEN THE DEPARTMENT OF PUBLIC INSTRUCTION (DPI) AND THE DEPARTMENT OF COMMUNITY COLLEGES (DCC) IS LONG STANDING AND WORKS TO BENEFIT VOCATIONAL AND APPLIED TECHNOLOGY STUDENTS OF THE STATE. 21

DPI AND DCC HAVE ESTABLISHED PERFORMANCE CRITERIA AND STANDARDS IN PLACE FOR THE VOCATIONAL PROGRAMS, AS WELL AS EXISTING OPERATIONAL AND MONITORING PROCEDURES. 28

THERE IS SOME DEGREE OF DUPLICATION AND OVERLAP OF PROGRAMS; HOWEVER, THIS DEGREE OF DUPLICATION IS NECESSARY TO EFFECTIVELY SERVE THE STUDENTS IN THE PROGRAMS. 28

JOB TRAINING PROGRAMS

DEPARTMENT OF ADMINISTRATION:

THE NORTH CAROLINA COMMISSION OF INDIAN AFFAIRS ADMINISTERS ONLY ONE OF SEVEN JTPA GRANTS FROM THE INDIAN AND NATIVE AMERICAN PROGRAM. 31

OPERATIONAL AND ADMINISTRATIVE PROCEDURES WERE IN PLACE, AS WELL AS PROCEDURES FOR DISTRIBUTION OF THE JTPA FUNDS FOR THE GRANT ADMINISTERED BY THE COMMISSION. 31

DEPARTMENT OF COMMERCE:

IMPROPER ACCOUNTING PROCEDURES HAMPER CORRECT EXPENDITURE REPORTING FOR THE JTPA PROGRAMS.. 35

EMPLOYMENT SECURITY COMMISSION:

REFINEMENTS TO THE COMMON FOLLOW-UP SYSTEM, DESIGNED TO TRACK INDIVIDUALS IN THE WORKFORCE, ARE NEEDED TO ENHANCE ITS USEFULNESS. 39

STATE-WIDE PARTICIPATION IN THE OFFENDER PROGRAM MAY REDUCE RECIDIVISM IN NORTH CAROLINA. 42

TO BE SUCCESSFUL, SPECIALIZED PROGRAMS SUCH AS DAY REPORTING CENTERS WHICH TARGET THE OFFENDER POPULATION REQUIRE CLOSE COOPERATION AMONG THE PROBATION COMMISSION, THE COMMUNITY COLLEGE SYSTEM, THE EMPLOYMENT SECURITY COMMISSION, AND LOCAL GOVERNMENT ENTITIES OPERATING THE PROGRAMS. 43

DEPARTMENT OF CORRECTION:

THERE ARE NO STANDARD GUIDELINES FOR GRADING INMATES' PROGRESS IN THE ENGINEERING APPRENTICESHIP PROGRAMS. 49

THERE IS NO SYSTEM FOR CAPTURING DATA ON ALL EDUCATION/JOB TRAINING/APPRENTICESHIP PROGRAM COSTS RELATING TO INMATES. 50

ALL PRISON JOBS INCLUDE SOME ON-THE-JOB TRAINING AND INSTRUCTION IN WORK ETHICS. 52

DEPARTMENT OF HUMAN RESOURCES:

THE DIVISION OF SOCIAL SERVICE'S RECENT REORGANIZATION MAY HAVE HAMPERED EFFECTIVE OPERATIONS OF PROGRAMS AT THE STATE AND LOCAL LEVELS. 56

THE COST PER STUDENT FOR TRAINING AND JOB PLACEMENT SERVICES THROUGH THE CENTER FOR EMPLOYMENT AND TRAINING APPEARS EXCESSIVE. 58

TECHNOLOGICAL DEFICIENCIES IMPEDE EFFICIENT OPERATIONS OF BOTH THE FOOD STAMP EMPLOYMENT AND TRAINING PROGRAM AND THE JOB CORPS PROGRAM. 61

THE DEFINITION OF "CLIENTS SERVED" VARIES AMONG DEPARTMENT OF HUMAN RESOURCE AGENCIES. 68

THE POTENTIAL FOR DUPLICATION OF ADMINISTRATIVE RESOURCES EXISTS BETWEEN THE DIVISION OF VOCATIONAL REHABILITATION SERVICES AND THE DIVISION OF SERVICES FOR THE BLIND. . 68

RENOVATIONS ARE NECESSARY TO RE-ESTABLISH THE ON-SITE VOCATIONAL PROGRAM AT THE GOVERNOR MOREHEAD SCHOOL. 69

DEPARTMENT OF LABOR:

IMPROVEMENT IN TECHNOLOGICAL EQUIPMENT AVAILABLE TO APPRENTICESHIP CONSULTANTS COULD ENHANCE OPERATIONAL EFFECTIVENESS. 71

THE TRAINING INITIATIVES DIVISION LACKS A FORMAL POLICES AND PROCEDURES MANUAL. 74

TELAMON CORPORATION:

TELAMON ADMINISTERS VARIOUS PROGRAMS IN COOPERATION WITH FEDERAL AND STATE AGENCIES TO SERVE THE POOR, ESPECIALLY MIGRANT AND SEASONAL FARM WORKERS. 78

TELAMON HAS ADMINISTRATION AND OPERATIONAL PROCEDURES IN PLACE FOR THE OPERATION OF THE JTPA TITLE IV MIGRANT AND SEASONAL FARM WORKERS PROGRAM, THE FOCUS OF OUR REVIEW. 79