



Workforce Development Options Targeted to Older Kentuckians Are Limited

Research Report No. 375

Prepared by

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Workforce Development Options Targeted to Older Kentuckians Are Limited

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Abstract

Workforce development consists of training or education programs designed to improve the skills or employability of those who already participate in the workforce or are actively seeking to do so. This report examines 13 publicly funded workforce development programs for adults. For some programs, the number of clients who are older is unknown. Only 1 of the 13 programs is targeted to people 55 and older. The population of people 55 and older in the workforce continues to increase, but the percentage of older workers in Kentucky who are employed is among the lowest in the country. In general, older workers are more likely to lack technological skills, to have outdated workforce skills, to be less educated, and to remain unemployed longer. The report makes recommendations related to access to training services and to whether additional services for older workers are merited.

Foreword

At its December 2009 meeting, the Program Review and Investigations Committee directed staff to review workforce development programs available to Kentuckians 55 and older. The topic was initiated by Senate Concurrent Resolution 81 from the 2009 General Assembly.

Many individuals and agencies provided assistance during the course of this study. Program Review staff thank officials and staff from the Kentucky Department of Workforce Investment, especially Beth Brinly and Tom West; the Council on Postsecondary Education; the Bluegrass State Skills Corporation; the Kentucky Community and Technology College System; the Department for Aging and Independent Living; and Kentucky's local workforce investment boards, one-stop career centers, and adult education centers for their cooperation and assistance.

The authors also thank officials from the US Department of Labor and staff from Experience Works, the National Council on Aging, AARP, ResCare, business organizations, and unions for providing helpful information.

Robert Sherman
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Summary

More than 1 million Kentuckians, or approximately 25 percent of the population, are 55 and older. Compared to other states, Kentucky had the 20th highest proportion of people 55 and older in 2008 and experienced the 19th fastest growth in median age from 2000 to 2008.

Many Americans 55 and older are remaining in or returning to the workforce, making them the fastest-growing age group in the national workforce. Older Kentuckians, however, are less likely to be employed than their counterparts in other states. Unemployment rates for this age group, though, compare favorably to the national average.

Workforce Development Programs

In this report, workforce development is defined as training or education programs designed to improve the skills or employability of people 55 and older who are currently participating in the workforce or who are actively seeking to do so.

Using this definition, 13 publicly funded workforce development programs are considered. Four of these programs are funded by the state, four are funded by the federal government, and five are funded jointly by the state and federal governments. Only one program, the state- and federally funded Senior Community Service Employment Program, specifically targets older workers. The other programs serve older workers but are not designed specifically for them.

It is not always known how many older workers receive workforce development services. For some programs, the age of program participants is not recorded. For other programs, it cannot be determined who receives a particular type of service.

Considering that participant age is not always recorded, it appears that two programs provide workforce development services to significantly more older workers. More than 2,200 Kentuckians aged 55 or older were enrolled in a preparation program for the GED exam in fiscal year 2009. As of early 2010, the Senior Community Service Employment Program was providing subsidized work-based training to more than 1,000 unemployed, low-income Kentuckians 55 and older.

Workforce Investment Act

Under the federal Workforce Investment Act (WIA), states and local regions provide job training and other services to workers.

The Kentucky Workforce Investment Board is the state administrative entity for WIA and advises the governor on workforce development, which includes the allocation of funds for statewide and innovative projects. The 42 members of the board are state legislators, local government officials, employers, labor union officials, and youth service representatives.

This year, the board approved a revised 5-year strategic plan that emphasized numerous changes to Kentucky's workforce development system. Many of the deficiencies in workforce

development noted by Program Review staff in doing this study are addressed in the proposed changes.

In Kentucky, 10 local workforce investment areas provide training and employment services to adults and dislocated workers. Each area is governed by a local workforce investment board.

One-stop career centers in each area provide a centralized location where people can access an array of training, education, and employment services and programs. Under WIA, specified programs, including some workforce development programs, must be accessible through the one-stop centers.

Training services are provided by businesses and nonprofit organizations, which include educational institutions. They are called “eligible providers.” These providers train WIA participants in a variety of skills and crafts such as commercial truck driving, the culinary arts, hair design, and health care. To become an eligible provider, a business or nonprofit organization must be approved by a local workforce investment board. Applicants that want to become eligible providers for the entire state must apply to each local workforce investment board.

According to the statute, WIA participants have access to an individual training account that they can use to pay for training services from any eligible provider. In practice, however, choice appears to be more limited. Counselors may guide participants away from poorly performing providers or even deny them access to particular providers. Boards may also restrict training areas such that only high-demand fields are offered.

Evaluation of the process by which WIA participants access training through eligible providers is warranted. It would give policy makers information about variations in local board practices. State policies related to participants’ access to eligible providers might then be considered.

Recommendation 2.1 is that the Department for Workforce Investment should evaluate the policies and procedures of local workforce investment boards as they relate to Workforce Investment Act participants’ access to training services provided by eligible providers.

The Coordination of State Workforce Development Programs Appears To Be Good

Kentucky’s workforce system is complex. Programs are administered by seven state agencies and overseen by three cabinets. Some programs are administered by independent agencies such as the Kentucky Higher Education Assistance Authority. Although multiple entities oversee workforce development programs, state coordination appears to be good and may be improving.

For regionally and locally administered programs, cooperation also appears high. Workforce development activities are primarily coordinated by the 10 local workforce investment boards. These boards bring together representatives from the private, nonprofit, and public sectors in order to identify and implement workforce development strategies that are suited to local needs.

State and regional cooperation also occurs. For example, local workforce investment boards and state government staff respond when businesses announce they will close or lay off workers.

They inform workers of the availability of workforce development services, including unemployment insurance, adult education, and vocational rehabilitation. They also notify other community partners to prepare them for an expected increase in demand for services.

Private-sector and Union Programs for Older Workers Appear To Be Limited

Businesses and labor unions continually seek to improve the quality of their employees and members. Workforce development, including on-site job-training and apprenticeship programs, is an example of ways in which employers and unions help improve workers' skills. Manufacturers, businesses, and unions generally do not target training to specific age groups, however.

How Kentucky Can Help Older Workers Access Workforce Development Programs

In general, older workers are more likely to lack technological skills, to have outdated workforce skills, to be less educated, and to remain unemployed longer. State and local workforce development programs could help older workers address their needs. However, older workers may not be familiar with such programs; may be apprehensive about available training, particularly computer training; or may be unwilling to begin lengthy training programs.

Workforce development programs and services, particularly for those 55 and older, could be improved. Only a fraction of older Kentuckians access workforce development programs. Workforce development professionals interviewed by or responding to a survey conducted by Program Review staff suggested the following public policy actions:

- improve the availability of transportation services,
- improve knowledge of available workforce development programs,
- provide computer training classes geared to older workers,
- increase knowledge about benefits and disadvantages of an aging workforce, and
- provide short-term training targeted to older workers' needs.

Understanding the implications of providing additional workforce development services to older workers is important. As the statewide administrative agency for the Workforce Investment Act, the Kentucky Workforce Investment Board should evaluate how additional services to older workers would affect the state.

Recommendation 4.1 is that the Kentucky Workforce Investment Board should evaluate the benefits and costs of providing additional services to older workers.

Chapter 1

Background

Workforce development for older workers is becoming increasingly relevant. Longer life expectancies, changes in Social Security benefits, declining values of retirement funds, and rising health care costs have led to an increase in the number of older workers. Declining birth rates also mean there are fewer younger workers to replace older workers when they retire (US. Government. “Older Workers: Demographic”).

In this study, “older workers” are those 55 and older.

In this report, state and federal workforce development programs available to older workers are examined. Throughout this report, “older workers” are those 55 and older.

Defining Workforce Development

Broadly defined, workforce development means improving the skills or education of people who are working or who want to work. Workforce development professionals disagree on a more specific definition.

Program Review staff asked more than two dozen professionals who help employers and workers find, train for, or retain jobs for their definition of workforce development and received many different responses. The only common theme was an emphasis on training or education.

For this report, workforce development is defined as training or education programs designed to improve the skills or employability of people 55 and older who are currently participating in the workforce or actively seeking to do so.

For consistency and clarity, a single definition of workforce development is used throughout this report. Workforce development means training or education programs designed to improve the skills or employability of people 55 and older who are currently participating in the workforce or who are actively seeking to do so.¹

¹ Scholarships are excluded because the number and variety of scholarship programs encompass hundreds of federal, state, local, and private sources. Loans and bonds are excluded because they must be repaid; none of the programs considered in this report requires participants or recipients to repay the costs of the services they receive.

Major Conclusions

This report has seven major conclusions.

This report has seven major conclusions.

1. The number of Kentuckians who are 55 and older exceeds 1 million and is growing slightly faster than the national average.
2. The percentage of Kentuckians 55 and older who are employed is among the lowest in the nation.
3. Workers 55 and older have distinct workforce development needs. They are more likely to lack technological skills, to have outdated workforce skills, to be less educated, and to remain unemployed longer.
4. Of 13 federal and state workforce development programs examined in this report, only 1 specifically targets workers 55 and older.
5. It is unknown how many Kentucky workers 55 and older receive workforce development services.
6. Coordination of state workforce development programs appears to be good and may be improving.
7. Private-sector and union workforce development programs targeted to older workers appear to be uncommon.

This report considers 13 workforce development programs funded wholly or in part by the federal and Kentucky state governments. Four of the programs are state funded, five are federally funded, and four receive funding from both levels of government.

Thirteen workforce development programs funded wholly or in part by the federal and Kentucky state governments are considered in this report. Brief information about each program is provided below. Chapter 3 has more detailed information about each program.

Private-sector workforce development programs are discussed only briefly because business and union officials stated that such programs rarely target a particular age group.

For some of these programs, it is unknown how many older Kentuckians received workforce development services. For the programs that record the number and age of participants, two programs served most of the older clients. In fiscal year 2008, more than 2,200 workers 55 or older received federal- and state-funded adult education services for GED preparation. As of early 2010, the federally funded Senior Community Service Employment Program was providing subsidized work-based training to more than 1,000 unemployed, low-income people 55 and older.

State-funded Workforce Development Programs

1. Kentucky Community and Technical College System:
Kentucky Workforce Investment Network System (KY WINS)

The KY WINS program partially offsets company training costs. The number of individuals 55 and older who receive training is unknown. For FY 2011, \$6 million was appropriated.

2. Bluegrass State Skills Corporation: Grants-in-Aid

The Grant-in-Aid program reimburses up to 50 percent of a company's training costs. It is designed to help companies train their employees in a specific trade, occupation, or profession. Trainees' ages are unknown, so the number of participants 55 and older cannot be determined. For FY 2011, \$2.6 million was appropriated.

3. Bluegrass State Skills Corporation: Skills Training Investment Credit

The Skills Training Investment Credit program provides tax credits to companies for specific training activities. It is designed to improve and promote employment opportunities for Kentucky residents. Trainees' ages are unknown, so the number of participants 55 and older cannot be determined. For FY 2011, \$2.5 million was appropriated.

4. Kentucky Higher Education Assistance Authority:
Go Higher Grant

This program provides a \$1,000 grant to individuals 24 and older to help them pay college tuition and book expenses. The goal of the program is to encourage recipients to continue in college and earn a college degree. For the 2009-2010 school year, nine grants were awarded to people 55 and older. Total program appropriations are approximately \$200,000 per year.

Federally Funded Workforce Development Programs

5. Adult Program

6. Dislocated Worker Program

Under Title I of the Workforce Investment Act, the adult and dislocated worker programs provide job search, counseling, and training services to participants. From July 2009 through June 2010, 120 participants in the adult program and 286 participants in the dislocated program were 55 and older.

7. Trade Adjustment Assistance

Trade Adjustment Assistance provides job training, income support, job search, and relocation allowances to workers who have lost their jobs due to foreign trade. In 2009, 841 Kentuckians 55 and older participated in this program.

8. National Farmworker Jobs Program

This program provides job training and employment assistance to migrant and seasonal farm workers. The number of Kentucky participants 55 and older is unknown.

State- and Federally Funded Workforce Development Programs

9. Adult Education

Title II of the Workforce Investment Act provides for adult basic education instruction, preparation for the GED, instruction for English as a second language, preparation of adults for college, and reading instruction to the nearly 26 percent of Kentuckians 18 and older who have not graduated from high school or earned a GED. In FY 2009, 2,293 GED participants were 55 and older. For FY 2011, Kentucky Adult Education received \$22.3 million from the state and \$11.4 million from the federal government.

10. Senior Community Service Employment Program

The Senior Community Service Employment Program provides subsidized work-based training to unemployed, low-income people 55 and older. It is the only workforce development

program specifically targeted to older workers. As of March 2010, there were 1,077 participants.

11. Vocational rehabilitation for disabled persons

Vocational rehabilitation provides individual services to Kentuckians with disabilities to help them achieve suitable employment and independence. Program Review staff determined that people 55 and older accessed workforce development services 401 times from October 1, 2008, to September 30, 2009, but the number of unique participants could not be determined. As of March 2010, 70 people who were 55 and older were on a waiting list to receive services.

12. Services for the blind and visually impaired

The Office for the Blind helps visually impaired people find and maintain employment. Partnering with business and industry, the office provides vocational rehabilitation services that include on-the-job training, tuition assistance, and technical school assistance. From January through April 2010, 415 participants were 55 and older.

13. Kentucky Business Enterprise Program

The Office for the Blind also administers the Kentucky Business Enterprise program. This program allows visually impaired clients to operate their own food and vending businesses in federal and state facilities. There are currently 56 such business vendors in Kentucky, of which 26 are operated by people 55 and older.

Demographics

From 2000 to 2008, the median age in the United States increased from 35.3 to 36.7 (US. Census. 2006-2008. “3-Year”). In 1960, the median age was 29.5 (US. Bureau. “100”). Advances in medicine, declining birthrates, and the aging baby boomer population have contributed to this demographic shift.

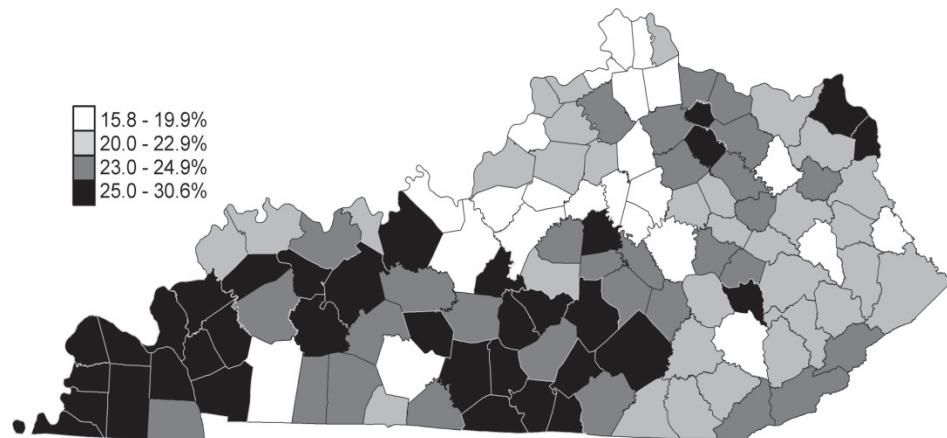
The median age in Kentucky increased from 35.9 in 2000 to 37.5 in 2008. More than 1 million Kentuckians are 55 or older.

For Kentucky, the median age increased from 35.9 in 2000 to 37.5 in 2008 (US. Census. 2006-2008. “Kentucky”). Currently, there are more than 1 million Kentuckians who are 55 and older. Compared to other states, Kentucky had the 20th highest proportion of people who were 55 and older in 2008 and experienced the 19th fastest growth in median age from 2000 to 2008 (US. Census. 2006-2008. “3-Year”).

The percentage of residents who were 55 or older in 2000 ranged from 15.8 percent in Boone County and Oldham County to 30.6 percent in Hickman County.

Figure 1.A shows the percentage of Kentuckians who were 55 and older by county in 2000.² Counties with the highest percentage of residents 55 and older are shaded black; those with the lowest percentage are shown in white. Boone County and Oldham County had the lowest percentage, at 15.8 percent. Hickman County had the highest, at 30.6 percent. In general, counties with the lowest percentages of residents 55 and older are in northern Kentucky and a cluster of counties extending westward from central Kentucky. Counties with the highest percentages of residents 55 and older are more common in the far western and south central parts of the state (US. Census. “Annual”).

Figure 1.A
Percentage of Population by County Who Were 55 and Older in 2000



Source: Staff presentation of data from US Bureau of Labor Statistics. “Annual.”

Workers 55 and Older Are the Fastest-growing Segment of the Workforce

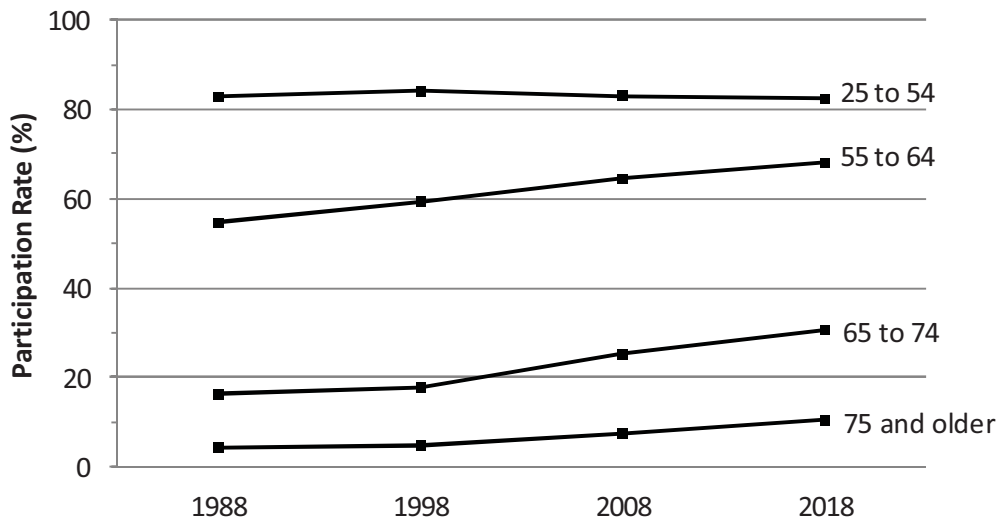
The fastest-growing age group in the national workforce is 55 and older.

As the nation’s population ages, many Americans 55 and older are remaining in or returning to the workforce, making them the fastest- growing age group in the national workforce (Kentucky Elder. “Economic”). From 2008 to 2018, the number of workers 55 and older is expected to increase by 12 million, or 43 percent, and make up nearly a quarter of the labor force (US. Bureau. “Employment”). Employment for people 25 to 54 years old is expected to grow by only 2.4 percent (US. Bureau. Spotlight.).

² More recent numbers by county will not be available until data from the 2010 decennial census are released.

Figure 1.B shows the US civilian labor force participation rate for those 25 and older from 1988 to 2018. Overall, participation rates for workers who are 25 to 54 years old have been flat since at least 1988. Participation rates for workers 55 and older, however, have been increasing, particularly for workers who are 65 to 74 years old (US. Bureau. “Older”).

Figure 1.B
US Civilian Labor Force Participation Rates for Selected Age Groups
1988 to 2018

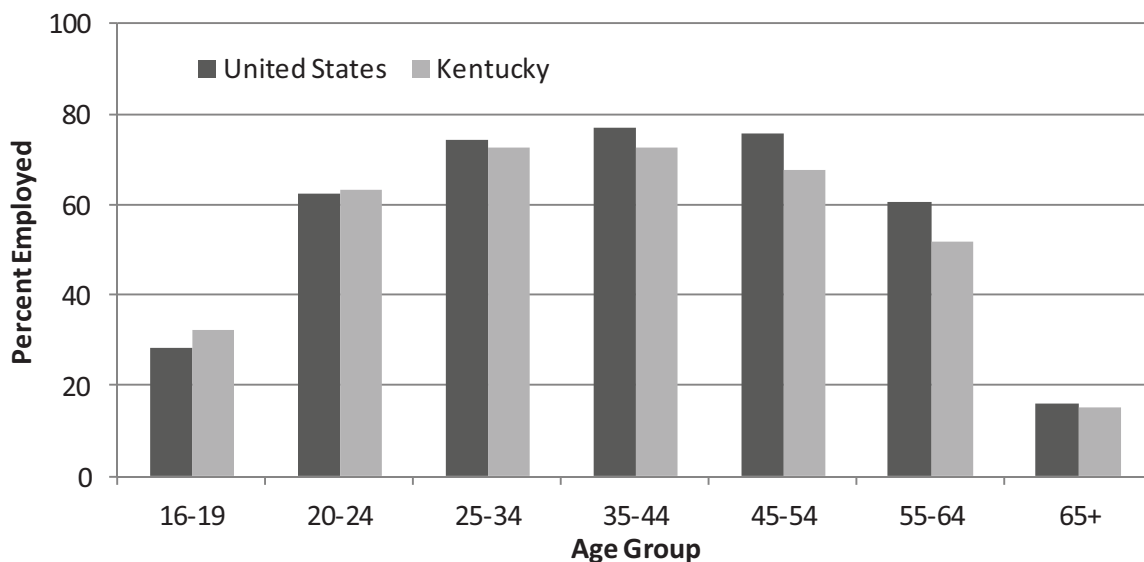


Source: Staff presentation of data from the US Bureau of Labor Statistics. “Employment.”

A Smaller Percentage of Older People Are Employed in Kentucky Than in the Nation as a Whole

Figure 1.C shows the percentage employed by age group for Kentucky and the nation in 2009. A smaller percentage of Kentuckians are employed for every age group except the youngest two. In Kentucky and the US, employment drops significantly for those 65 and older because that is when most people become eligible to receive full Social Security benefits. Appendix B shows the percentage of people employed by age group for every state.

Figure 1.C
Percentage Employed by Age Group for Kentucky and the United States
2009



Source: Staff analysis of data from the US Bureau of Labor Statistics. "Preliminary."

In 2009, 51.8 percent of Kentucky's 55 to 64 population was employed, which tied for the lowest percentage among states. The percentage of Kentuckians 65 or older who were employed was 14.9 percent, which was also below the national average.

Fewer older workers in Kentucky are estimated to be employed relative to the nation and other states. In 2009, 51.8 percent of Kentucky's 55 to 64 population was employed; nationally 60.6 percent of that group was employed. In Kentucky, 14.9 percent of those who were 65 or older were employed, compared to 16.1 percent for the US. Kentucky was tied for last for the percentage of people aged 55 to 64 who were employed and 37th for those 65 and older (US. Bureau. "Preliminary.")

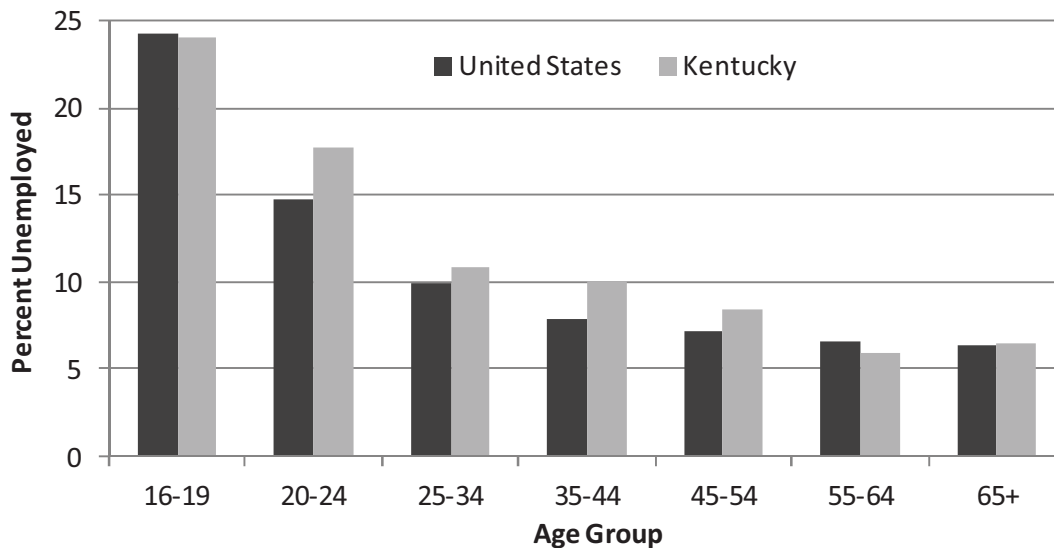
Older Workers and Unemployment

Kentucky's unemployment rate for those 55 and older compares favorably to the national average, however.

Despite the relatively low workforce participation rates of Kentucky's older workers, unemployment rates for this age group compare favorably to the national average. In 2009, the unemployment rate for Kentuckians 55 to 64 years old was 5.9 percent; the national rate of 6.6 percent was higher. The unemployment rate for Kentuckians 65 and older was 6.5 percent; the US rate of 6.4 percent was slightly lower (US. Bureau. "Preliminary").

Figure 1.D shows unemployment rates for Kentucky and the nation for specific age groups. Relative to younger workers, older workers have lower rates of unemployment.

Figure 1.D
Unemployment Rates by Age Group for Kentucky and the United States
2009



Source: Staff analysis of data from the US Bureau of Labor Statistics. "Preliminary."

On average, unemployed older workers remain unemployed longer than younger workers.

According to the US Bureau of Labor Statistics, unemployment rates for people 55 and older are lower than rates for younger age groups, but older workers spend more time looking for work. In February 2010, individuals who were 55 and older were unemployed for an average of 35.5 weeks, compared with averages of 23.3 weeks for those who were 16 to 24 years old and 30.3 weeks for those who were 25 to 54 years old (US. Bureau. "Record"). Increased competition for jobs, biases against hiring older workers, and changes in the types of job skills desired by employers may contribute to longer periods of unemployment for older workers (Mason-Draffen).

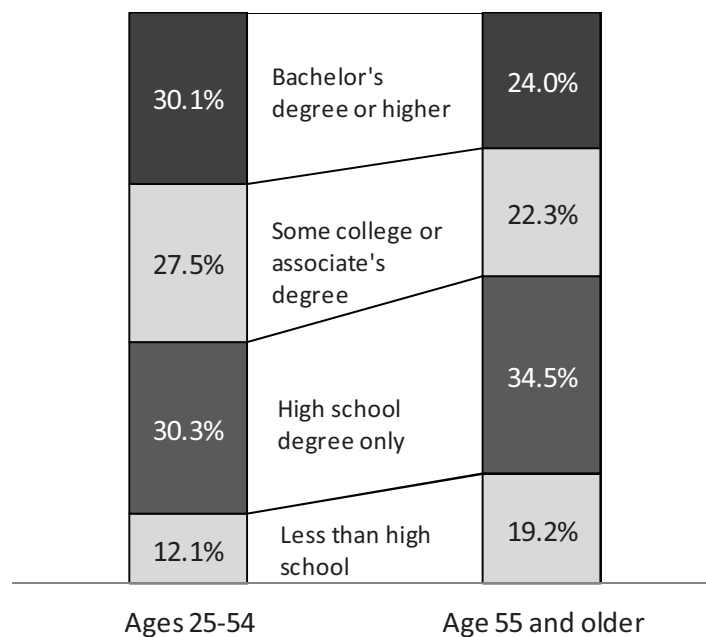
Older People Generally Have Less Education

Older people generally have less education than those who are younger.

As older workers increasingly compete for jobs against younger workers, educational attainment can be an important distinction. Recent state data are not available, but national data show that older people generally were less likely to have completed high school or college relative to those who were younger. As of 2006, nearly 60 percent of people ages 25 to 54 had at least some postsecondary education. Less than half of those 55 and older had any education beyond high school.

Figure 1.E compares educational attainment for people ages 25 to 54 with those who were 55 and older in 2006.

Figure 1.E
Educational Attainment by Age Group
for the United States in 2006



Source: Staff analysis of data from the US Bureau of Labor Statistics. "Educational."

Income and Poverty Levels

As of 2008, annual income differed significantly among age groups in Kentucky. The median annual income of Kentucky families was \$41,763. The median family income of those younger than 25 was less than \$23,000; the income for those who were 65 and older was \$26,336

As of 2008, the median annual income of Kentucky families was \$41,763. As Table 1.1 shows, income differed significantly among age groups.³ Typically, those younger than 25 and those older than 64 had much lower incomes than those 25 to 64. The median family income of those younger than 25 was less than \$23,000; the income for those who were 65 and older was \$26,336 (US. Census. 2006-2008. “3-Year”).

Table 1.1
Annual Median Income for Kentucky
Families by Age Group
(in 2008 inflation-adjusted dollars)

Age in Years	Income
Under 25	\$22,891
25 to 44	47,871
45 to 64	50,152
65 and older	26,336
Overall	\$41,763

Source: US. Census. 2006-2008.
“3-Year.”

Median income is an incomplete measure of someone’s economic status. For example, someone making the state median income of \$41,763 with no dependents is more likely to be better off financially than a family with the same income that includes five dependents. Table 1.2 provides context for the income status of members of different age groups by using as a baseline the federal poverty threshold, which takes size of household into account. The table shows the percentages of Kentuckians within age groups for different ratios of family income to the poverty threshold (US. Census. 2006-2008. “3-Year”). In 2008, the federal poverty threshold for a person younger than 65 and living alone was \$11,201; for someone 65 or older it was \$10,326. The threshold was more than \$47,000 for someone in a household of nine people or more (US. Census. “Poverty”).⁴

³ Income and poverty figures are similar for the age groups 45 to 54 and 55 to 64. For simplicity, the combined 45-to-64 grouping is used in this section.
⁴ Income is before taxes and excludes capital gains and noncash benefits such as public housing, Medicaid, and food stamps (US. Census. “How”).

Table 1.2
Ratio of Kentuckians' Income to Poverty Threshold Per Age Group
2006 to 2008

Ratio of Income to Poverty Threshold	Age Group							
	Under 6	6 to 17	18 to 24	25 to 34	35 to 44	45 to 64	65 to 74	75 and older
Under 0.50	13.6%	9.8%	14.0%	8.2%	5.7%	4.3%	2.3%	3.0%
0.50 to 0.99	14.2	11.5	12.9	9.6	7.9	7.8	9.5	12.6
1.00 to 1.49	11.8	11.2	10.6	10.5	8.3	7.4	13.2	17.6
1.50 to 1.99	11.0	10.5	9.9	10.9	8.9	7.6	11.5	14.8
2.00 to 2.99	17.4	19.4	16.9	20.3	18.9	15.8	19.6	20.6
3.00 to 3.99	12.5	14.4	12.9	15.0	16.4	14.7	15.1	11.9
4.00 to 4.99	7.8	9.5	8.8	10.7	12.3	12.2	9.8	6.6
5.00 and over	11.7	13.8	14.1	14.9	21.7	30.2	19.0	12.8
% Below 1.00	27.8	21.3	26.9	17.8	13.6	12.1	11.8	15.6
% Below 2.00	50.6	42.9	47.3	39.2	30.8	27.1	36.5	48.0
% 3.00 and over	31.9	37.7	35.8	40.5	50.4	57.1	43.9	31.4

Note: Due to rounding, categories may not add to the three subtotals, and subtotals may not add to 100 percent.
Source: US. Census. 2006-2008. "3-Year."

Over the period 2006 to 2008, younger Kentuckians were more likely to be below the federal poverty threshold than older Kentuckians.

Over the period 2006 to 2008, younger Kentuckians were more likely to be below the federal poverty threshold than older Kentuckians. More than one-fourth of those younger than 6 and those 18 to 24 lived in households in which the family income was below the poverty level. More than 20 percent of those 6 to 17 did so. Approximately 12 percent of those ages 45 to 74 lived below poverty; more than 15 percent of those 75 and older did so.

A similar pattern existed for the extreme poverty threshold, which indicates that the income of the family was less than one-half the poverty level. Approximately 14 percent of those younger than 6 and those 18 to 24 lived in such households. Three percent or less of those 65 and older did so.

More than one-half of Kentuckians younger than 6 lived in households in which the family income was less than twice the federal poverty threshold. Among the older groups, 36.5 percent of those 65 to 74 did so, but nearly one-half of those 75 and older did. The percentage of those 75 and older who lived in households with incomes at least three times the poverty threshold (31.4 percent) was the lowest among the age groupings. Nearly 44 percent of those 65 to 74 lived in such households.

General Issues and Concerns Related to Older Workers

Program Review staff compiled a list of issues and concerns confronting older workers based on interviews with workforce development professionals, a survey of older workers, and a review of the relevant literature. Public policies that address these issues could improve older workers' participation in the workforce and may positively impact older workers' income and employment.

Unfamiliarity with technology, particularly computers, is a concern for many older workers.

Unfamiliarity with technology, particularly computers, is a concern for many older workers. Many jobs now require employees to have some technological knowledge. Older workers may lack these skills, in part because they typically started working before the widespread adoption of computer technology. Apprehension about learning such skills may explain why some older workers do not seek training. Older workers may feel intimidated to attend computer technology classes, particularly if they expect that most attendees will be younger than they are.

Outdated skills may also hinder older workers as employment in the nation and Kentucky shifts to industries that require more specialized and higher-tech skills.

Outdated skills may also hinder older workers. As employment in the nation and Kentucky shifts to industries that require more specialized and higher-tech skills and as industries move overseas, older workers tend to be the most adversely impacted (Greenhouse). This is because they have been the least prepared to adapt to these labor market changes. Without the necessary skills to compete for jobs in new occupations, older workers frequently are unemployed for longer periods of time than younger workers.

State and local workforce development programs could help older workers improve their skills and find employment. However, older workers may not be familiar with them.

State and local workforce development programs could help older workers improve their skills and find employment. However, older workers may not be familiar with them or may view the training as having a limited benefit. Learning a new skill or craft may carry little long-term value because older workers typically have fewer remaining work years. Local workforce investment board officials say older workers may be less likely to invest in workforce development, particularly if it takes a significant amount of time to complete.

Chapter 2

The Workforce Investment Act and the Wagner-Peyser Act

This chapter summarizes the federal Workforce Investment Act and Wagner-Peyser Act, which broadly affect workforce development in Kentucky.

The federal Workforce Investment Act and Wagner-Peyser Act broadly affect workforce development in Kentucky. These laws direct the operation of employment centers and federal workforce development programs. The federal government annually allocates millions of dollars to Kentucky to implement these programs.

Workforce Investment Act

The Workforce Investment Act (WIA), enacted in 1998, provides a national framework for workforce development.

The Workforce Investment Act (WIA) provides a national framework for workforce development. Through state and local workforce investment systems, WIA attempts to increase occupational skills, employment, and earnings of participants in order to improve the quality of the workforce. Title I of the Act establishes the workforce investment system. Title II relates to adult education and literacy. Title III, which incorporates the Wagner-Peyser Act, pertains to employment services. The workforce investment system and employment services are summarized in this chapter. Specific details for workforce investment and adult education programs are covered in Chapter 3.

Workforce Investment System

Among the notable changes made by WIA was the elimination of a requirement that states set aside a portion of their federal funds to provide services to older workers.

Enacted in 1998, WIA replaced the long-standing Job Training Partnership Act and made several notable changes. Among them, WIA eliminated the requirement that states set aside a portion of their federal funds to provide services to older workers. As a result, many states, including Kentucky, do not reserve WIA Title I funds for older workers.¹ WIA also required states to implement one-stop career centers where people can access numerous employment and reemployment services.

¹ WIA is currently up for reauthorization by Congress.

WIA funding is based, in part, on a state's unemployment rate and the number of impoverished adults and children.

In 2010, Kentucky received \$32.7 million in WIA adult and dislocated worker funding.

Each state designates an entity to oversee WIA, including the allocation of federal funds. The Kentucky Workforce Investment Board (KWIB) serves this function.

KWIB recently revised its strategic plan. If the plan is implemented, it could resolve deficiencies identified by Program Review staff in the course of this study.

Under WIA, the US Department of Labor allocates funds to states and local workforce investment areas. Funding is based, in part, on the unemployment rate and number of impoverished adults and children.

In federal program year 2010 (July 1, 2009, to June 30, 2010), Kentucky received \$32.7 million in adult and dislocated worker allocations (Oates). Kentucky local workforce investment areas typically receive 90 percent of WIA allocations for Kentucky.

Workforce Investment Boards

Kentucky Workforce Investment Board. Each state designates an entity to oversee WIA, including the allocation of federal funds. The Kentucky Workforce Investment Board (KWIB) is the state administrative entity for WIA. Its purpose is to create an integrated statewide strategic plan for workforce development that links policies, education and training, and funding with the state's economic needs (Commonwealth. Kentucky Workforce. "Statement").

The board has 42 members, comprising state legislators, local government officials, employers, labor union officials, and youth service representatives. Members are appointed by the governor or other appointing authorities in accordance with federal law and serve 4-year terms.

Reconstituted by Governor Beshear in 2009, KWIB advises the governor on workforce development matters. It does so, in part, through a 5-year strategic plan for workforce development.

At its May 2010 meeting, the board approved a revised strategic plan. It emphasized numerous changes to Kentucky's workforce development system. The board's revised strategic plan includes the following proposed actions:

- Focusing workforce development on the needs of key industries in the state
- Making improvements to one-stop career centers
- Adopting the use of the national career readiness certificate
- Changing the eligible provider training list process
- Changing the GED program
- Redesigning the rapid response process when businesses announce layoffs or closings
- Establishing an economic development academy
- Providing a unified state system of workforce development

- Establishing conditions for use of the statewide reserve fund under WIA Title I
- Promoting high-performing local workforce investment boards
- Improving the identity and recognition of services provided through the workforce development system
- Enhancing collaboration between the Office of Employment and Training and Adult Education
- Improving the collection of information when people visit one-stop career centers

These proposed changes must be approved by the governor. If the plan is implemented, it could resolve deficiencies that Program Review staff identified while conducting this study. The Kentucky Workforce Investment Board should update the Program Review and Investigations Committee as the 5-year strategic plan is implemented.

Local workforce investment areas are established by the governor. Kentucky has 10 local workforce investment areas, each of which provides training and employment services to youths, adults, and dislocated workers.

Local Workforce Investment Areas. Local workforce investment areas are established by the governor. Under WIA, each local workforce investment area provides training and employment services to youths, adults, and dislocated workers. Kentucky’s 10 local workforce investment areas are shown in Figure 2.A.

Figure 2.A
Ten Local Workforce Investment Areas in Kentucky



Note: EKCEP is the Eastern Kentucky Concentrated Employment Program, Inc.
Source: Program Review staff presentation.

Local workforce investment boards govern each local workforce investment area.

Local Workforce Investment Boards. A local workforce investment board governs each local workforce investment area. Each board oversees the administration of WIA programs within its area and ensures that programs and services are found for employers and employees. The local boards also coordinate workforce investment activities with local economic development needs. Boards submit annual reports to the Office of Employment and Training in the Kentucky Department of Workforce Investment.

Like KWIB, each local workforce investment board comprises business representatives, local government officials, education professionals, and liaisons to nonprofit organizations. Boards typically have 45 members. As required by WIA, each board must have a majority of business representatives and be chaired by a business representative.

Local workforce investment boards establish the income level for eligibility and the maximum training allowance that each participant may receive.

Local workforce investment boards have some discretion over how WIA funds are spent. Boards establish the income level for eligibility and the maximum training allowance that each participant may receive. For example, the Cumberland Workforce Investment Board limits eligibility to a person whose income is at or below 175 percent of poverty and provides up to \$3,500 for a participant in the adult and dislocated worker programs. The Kentuckiana Works Board sets eligibility at 200 percent of poverty, and the maximum annual allowance per participant is \$4,000. Eastern Kentucky's JobSight network provides up to \$9,000 annually for training. Local conditions, including poverty and unemployment, and the availability of federal funds are factors in boards' decisions about participant eligibility and funding.

One-stop career centers are centralized locations where people can access training, education, and employment services and programs. WIA requires the co-location of 16 programs within the centers.

One-stop Career Centers. One-stop career centers are centralized locations where people can access training, education, and employment services and programs. The Workforce Investment Act requires the co-location of 16 programs within one-stop career centers, including the adult and dislocated worker programs. Table 2.1 lists the mandatory programs.

Table 2.1
Mandatory Programs Available Through One-stop Career Centers

Federal Department	Program
Labor	WIA Adult WIA Dislocated Worker WIA Youth* Trade Adjustment Assistance Veterans* Employment Service (Wagner-Peyser) Unemployment Insurance Job Corps* Senior Community Service and Employment Program Migrant and Seasonal Farmworkers Indian and Native American Program*
Education	Vocational Rehabilitation Adult Education and Literacy Vocational Education
Health and Human Services	Community Services Block Grant*
Housing and Urban Development	Employment and training*

*These programs are not covered in this report because they exclude older workers, do not provide workforce development services as defined in this report, or have limited impact in Kentucky.
 Source: US. Government. "Workforce."

Each local workforce investment area must have at least one comprehensive one-stop career center where people can access any mandatory program.

Each local workforce investment area must have at least one comprehensive one-stop career center where people can access any mandatory program. Programs do not have to be co-located at the comprehensive center; they can be accessible via telephone or Internet. Some local workforce investment areas have multiple one-stop career centers. Figure 2.B shows the locations of the 31 comprehensive one-stop career centers in Kentucky.

Figure 2.B
Location of Comprehensive One-stop Career Centers by Local Workforce Investment Area



Note: EKCEP is the Eastern Kentucky Concentrated Employment Program, Inc.
Source: Program Review staff presentation.

Local workforce investment boards operate 24 of the 31 one-stop career centers in Kentucky.

In Kentucky, 24 one-stop career centers are run by the local workforce investment boards. The Jefferson County Community and Technical College operates the three one-stops in Greater Louisville. The Eastern Kentucky Concentrated Employment Program operates four one-stop career centers in eastern Kentucky.² This arrangement, a growing trend around the country, grants administrative oversight to an organization other than the board. These organizations perform all administrative duties, including staffing, in exchange for a fee. Some organizations operate one-stop career centers in multiple states.

Training services under WIA Title I are provided by businesses and nonprofit organizations, which include educational institutions.

Eligible Providers. Training services under WIA Title I are provided by businesses and nonprofit organizations, which include educational institutions. These entities train WIA Title I participants in a variety of skills including commercial truck driving, the culinary arts, information technology, and health care.

² In Louisville, the 3-year contract ends this year and will be rebid.

Eligible providers must be approved by local workforce investment boards.

To become an eligible provider, a business or nonprofit organization must be approved by a local workforce investment board. Applicants that want to become eligible providers for the entire state must apply to each local workforce investment board. Appendix C shows the eligible provider application form that all local workforce investment areas must use.

Eligible providers approved by one local workforce investment board may not necessarily be approved by another board.

Providers approved by one local workforce investment board may not necessarily be approved by others. For example, one local workforce investment area may have enough commercial truck driving providers, so that board might not approve adding another one. A different area may have a shortage of such providers, so that board may approve another provider.

Another reason local workforce investment boards may not approve the same eligible provider is that boards can impose eligibility requirements beyond those required under WIA and the state. Consequently, an applicant may meet the requirements established by one local workforce investment board but not another.

Once approved by a local workforce investment board, providers are rarely removed from the eligible provider list.

Once approved by a local workforce investment board, providers are rarely removed from the eligible provider list. If they are, it is generally due to poor performance. Two common indicators of poor performance are not placing enough participants in jobs or substandard wages for participants who do get jobs. Local workforce investment directors also noted that some providers are removed from the list if they stop offering services.

According to the Workforce Investment Act, participants may access training services offered by any eligible provider. In practice, local workforce investment boards may limit participants' choice of eligible providers.

Accessing Services Through Eligible Providers. To access training services by an eligible provider, WIA participants, after consulting with a counselor at a one-stop career center, have access to an individual training account. This account is used to pay eligible providers for training.

According to the Workforce Investment Act, participants can use funds from their individual training accounts to pay for services with any eligible provider. In practice, choice appears to be more limited. Counselors may guide participants away from poorly performing providers or even deny them access to particular providers. According to several staff members and officials with workforce investment areas, boards may also restrict training areas such that only high-demand fields are offered. For example, the board of Kentuckiana Works, which serves the Greater Louisville area, approves participant training only for designated high-demand industries: business, education, information technology,

short- and long-term health care, medical office, lineman training, skilled trades, and equine management.

Evaluation of the process by which WIA participants access training through eligible providers is warranted. It would give policy makers information about variations in local board practices. State policies related to participants' access to eligible providers might then be considered.

Recommendation 2.1

Recommendation 2.1

The Department for Workforce Investment should evaluate the policies and procedures of local workforce investment boards as they relate to Workforce Investment Act participants' access to training services provided by eligible providers.

Statewide Reserve Account. The statewide reserve account is a pool of WIA Title I funds that states can set aside to fund statewide initiatives or innovative pilot projects. Up to 15 percent of the federal allocation that states receive may go to this account. Governors, with input from their state workforce investment boards, determine the allocation and distribution of these funds.

States may set aside up to 15 percent of WIA Title I funds for the purpose of funding statewide initiatives or innovative pilot projects. Kentucky reserves 10 percent.

According to KWIB officials, 10 percent of WIA Title I funding in Kentucky is used for statewide initiatives and pilot projects. Some projects are identified by the state. For others, local workforce investment boards submit proposals to the Office of Employment and Training. Projects in line with the state's priorities are most likely to be funded, according to KWIB staff.

For the 1-year period ending April 30, 2010, the Office of Employment and Training reported five projects funded through the statewide reserve account:

- \$718,000 for apprenticeship programs in Jefferson County
- \$500,000 for a Cumberland Workforce Investment Area project
- \$750,000 for a statewide Kentucky Community and Technical College System initiative
- \$288,000 for access points to the Kentucky Department for Libraries and Archives
- \$750,000 for a health care project

Five projects funded by the statewide reserve account have been approved, but none specifically target older workers.

The projects serve WIA participants of any age; none is targeted to older workers. Since WIA was enacted, few states have implemented statewide reserve account projects that targeted older workers (US. Government. “Older Workers: Employment”).

Wagner-Peyser Act

The Wagner-Peyser Act provides for a nationwide system of public employment offices. The Act allows federal funds to be used for job search and placement services to job seekers but not for training.

The Wagner-Peyser Act, enacted in 1933, provides for a nationwide system of public employment offices (US. Department. Employment. “Wagner-Peyser/Labor”). The act was amended in 1998 and included in the one-stop services system under the Workforce Investment Act.

The Wagner-Peyser Act allows federal funds to be used for job search and placement services for employers and job seekers. Many types of services are available. For example, counseling, testing, occupational and labor market information, assessment, and referral services are available to employers, as are services for laid-off workers (US. Department. Employment. “Wagner-Peyser/Labor”).

In Kentucky, Wagner-Peyser and WIA funds are used similarly. Wagner-Peyser money pays for core services at one-stop centers, worker profiling, and the e3 data system. The e3 data system allows individuals to search for jobs, training, or educational opportunities and allows employers to post job openings or be matched with potential employees.

The data system allows staff from the Kentucky Office of Employment and Training to profile individuals on unemployment insurance and determine which individuals are most likely to exhaust their benefits. Staff can then require these individuals to attend one-stop service orientation classes before the exhaustion of benefits and get them back in the workforce faster. Wagner-Peyser funds may not be used to pay for training services.

According to staff from the Office of Education and Training, one of the main differences between the Wagner-Peyser Act and WIA is that Wagner-Peyser requires staff to be state merit-based employees, but WIA does not.

Chapter 3

Workforce Development Programs

Background

Of the 13 workforce development programs examined in this report, only the Senior Community Service Employment Program specifically targets workers 55 and older.

This chapter summarizes 13 publicly funded workforce development programs available to Kentuckians 55 and older. Of the 13 programs, only the Senior Community Service Employment Program specifically targets workers 55 and older.

Four of the programs are funded by the state, four programs are funded by the federal government, and five are funded jointly by the state and federal governments. Ten of the programs provide services directly to individuals. Three state-funded programs target businesses. Table 3.1 lists each program, the number of Kentucky participants who are 55 and older, and the percentage of all Kentucky participants who are 55 and older.

Individuals may access more than one program at a time. However, the total number of unique participants in each program is not always known.

Summaries highlighting each of the 13 programs follow. Each summary highlights selected program characteristics. A short description of each program—what it does and how it works—comes first. An explanation of who is eligible follows. Each program summary concludes with details about the entity that administers the program, the amount of funding available, and other notable program characteristics. Funding amounts are for the entire program, so they may include amounts that are used for activities other than workforce development as defined for this report.

The chapter ends with a brief examination of private and union workforce development programs for people 55 and older.

Table 3.1
Workforce Development Programs
Annual Participants 55 and Older and Funding

Funding	Program	Participants 55 and Older		Total Program Funding
		Number	Percent of All Participants	
State	Kentucky Workforce Investment Network System	Unknown	Unknown	\$6.0 million
	Bluegrass State Skills Corporation: Grant-in-Aid	Unknown	Unknown	2.6 million
	Bluegrass State Skills Corporation: Skills Training Investment Credit	Unknown	Unknown	2.5 million
	Kentucky Higher Education Assistance Authority: Go Higher	9	3.8%	200,000
Federal	Adult: WIA Title I	120	5.2	14.8 million
	Dislocated Worker: WIA Title I	286	7.6	18.1 million
	Trade Adjustment Assistance	841*	16.5	8.7 million
	National Farmworker Jobs Program	Unknown	Unknown	1.2 million
State and Federal	Adult Education: WIA Title II	2,293	6.0	33.6 million
	Senior Community Service Employment Program	1,077	100.0	11.5 million
	Vocational Rehabilitation for disabled persons**	Unknown	Unknown	64.1 million
	Vocational Rehabilitation for blind and visually impaired persons	414	27.0	11.8 million
	Kentucky Business Enterprise Program—Office for the Blind	26	45.6	1.2 million

Note: Funding amounts are for the entire program, which may include funding for services that are not workforce development. Data on participants and funding may represent different periods because the most recent data were always used. FPY = federal program year; FFY = federal fiscal year; SFY = state fiscal year. Adult and dislocated worker program data are from FPY 2010; trade adjustment assistance data are from 2009; data for the National Farmworker Jobs Program are from FFY 2009; adult education data are from SFY 2009; Senior Community Service Employment Program participant data are from the second quarter of 2009 to the first quarter of 2010, and fiscal information is for FFY 2011; vocational rehabilitation for disabled people are from FFY 2009; and vocational rehabilitation for blind and visually impaired people and the Kentucky Business Enterprise program data are from 2010 and funding from FY 2011.

*The number of participants 55 and older is for the entire program, which includes services that are not related to workforce development.

**Office of Vocational Rehabilitation staff were unable to identify the number of unique participants. However, based on data they provided, Program Review staff determined that people 55 and older accessed services 401 times during FFY 2009.

State-funded Workforce Development Programs

Kentucky Workforce Investment Network System

Four State-funded Programs

1. Kentucky Workforce Investment Network System

Summary: Provides technical skills training and education to existing and new industries and businesses that create jobs for Kentucky's citizens

Eligibility: Kentucky companies that are contributing to Kentucky's economic development, expanding, or requiring employees to learn new job skills; new companies locating in Kentucky

Availability: Statewide

Participants 55 and Older: Unknown

Administered by: Kentucky Community and Technical College System

Service Provider: Kentucky Community and Technical College System

Funding: \$6 million, FY 2011

Outreach: Community and technical colleges, local workforce investment boards, Bluegrass State Skills Corporation

The Kentucky Workforce Investment Network System is a state-funded program that partially offsets company training costs. The Kentucky Community and Technical College System (KCTCS) pays 65 percent of training costs and companies pay the remaining 35 percent. Training is performed by KCTCS.

Companies eligible for KY WINS funding include Kentucky companies that are expanding and creating new jobs, those requiring employees to learn new skills in their jobs, those contributing to Kentucky's economic development, and new companies locating in Kentucky (Kentucky Community). Government agencies, nonprofit organizations, and educational institutions are not eligible.

KCTCS staff do not know how many individuals 55 and older receive training through KY WINS because they do not track participants' ages. According to KCTCS staff, 136,686 participants have completed or will complete training under KY WINS. The average wage for those trainees is \$23.21 per hour.

According to KCTCS staff, KY WINS is not advertised. Some companies may learn of the program by contacting a local community college or technical college. Other companies, according to interviews conducted by Program Review staff, find out about the program when they request training funds through a local workforce investment board or the Bluegrass State Skills Corporation.

KCTCS receives \$6 million per year from the state general fund to fund company projects. KCTCS funded 5,807 projects in FY 2009. Projects are evaluated on an individual basis (Kentucky Community). There is no funding limit per project.

Bluegrass State Skills Corporation

Established by the General Assembly in 1984, the Bluegrass State Skills Corporation (BSSC) is an independent state corporation attached to the Cabinet for Economic Development that administers Grant-in-Aid and Skills Training Investment Credit programs. Its primary purpose is to improve and promote employment opportunities for Kentuckians by helping businesses and industries meet their training and skill needs.

2. Bluegrass State Skills Corporation: Grant-in-Aid

Summary: Competitive reimbursement program for businesses that provide training to employees

Eligibility: Manufacturers, businesses with 50 percent of revenue outside Kentucky, headquarter operations, public or nonprofit hospitals, and consortia. Trainees must be full-time regular employees and Kentucky residents, and they must earn at least \$10.88 per hour, plus 15 percent benefits.

Availability: Statewide

Participants 55 and Older: Unknown

Administered by: Cabinet for Economic Development's Bluegrass State Skills Corporation

Service Providers: In-house employer trainer, consultant, educational institution

Funding: \$2.6 million, FY 2011

Outreach: Training sessions around the state

Grant-in-Aid. The Grant-in-Aid program reimburses up to 50 percent of a company's training costs provided by an in-house trainer, a consultant, or an educational institution. It is designed to help a company train its employees in a specific trade, occupation, or profession (KRS 154.12-204). Reimbursable training costs are instruction; curriculum development; individual assessment and job analysis; train-the-trainer travel; tuition courses, including books; certification, licensing, or trainer development; innovative training techniques; and capacity building (Commonwealth Cabinet. Bluegrass. "Workforce Training Programs: Grant").

Companies eligible for Grant-in-Aid funds are manufacturers, businesses with 50 percent of revenue derived outside Kentucky, headquarter operations, public or nonprofit hospitals, and consortia of three or more eligible companies that have the same training needs (Commonwealth Cabinet. Bluegrass. "Competitive").

Companies apply for assistance by submitting applications to the BSSC detailing the types of training they want to provide, including the number of employees to be trained. BSSC staff score each application, and the Board of Directors approves applications according to the scores and available funding.

Trainees must be Kentucky residents and full-time employees, must earn at least \$10.88 per hour, and must receive benefits equal to at least 15 percent of their wages. BSSC tracks the number of trainees but not the age of participants. Consequently, the number of trainees who are 55 and older is not known.

For FY 2011, \$2.6 million in state general revenue funds was appropriated. According to BSSC staff, these funds are used to provide training grants to existing businesses and companies that are expanding or considering locating in Kentucky.

Awards range from \$2,500 to \$50,000, depending on the number of full-time Kentucky resident employees, but the awards may go as high as \$200,000 for companies that locate in Kentucky (KRS 154.12-207). A company may submit more than one application during the year.

3. Bluegrass State Skills Corporation: Skills Training Investment Credit

Summary: State income tax credit to companies providing approved workforce training opportunities for employees

Eligibility: Manufacturing, businesses that process agricultural or forestry products, telecommunications, health care, product research and engineering, tool and die and machine technology, mining, tourism, and transportation; must be Kentucky residents employed by the company for at least 12 months prior to request for training; must earn at least \$10.88 per hour, plus 15 percent benefits.

Availability: Statewide

Participants 55 and Older: Unknown

Administered by: Cabinet for Economic Development's Bluegrass State Skills Corporation

Service Providers: In-house trainer, consultant, educational institution

Funding: \$2.5 million, FY 2011

Outreach: Training sessions around the state

Skills Training Investment Credit. The Skills Training Investment Credit program provides tax credits to companies for specific training activities (Commonwealth. Cabinet. Bluegrass. "Workforce Training Programs: Skills"). The number of trainees 55 and older is unknown; trainees' ages are not documented.

Companies eligible for this program must have been engaged in one of the following activities in Kentucky for no less than 3 consecutive years: manufacturing, including the processing, assembly, production, or warehousing of any property; processing of agricultural and forestry products; telecommunications; health care; product research and engineering; tool and die and machine technology; mining; tourism and operation of facilities to be used in the entertainment, recreation, and convention industry; and transportation in support of manufacturing (KRS 154.12-2084).

Eligible companies receive tax credits covering up to 50 percent of qualified training costs. Credits can cover books; certification, licensing, or trainer development; innovative training techniques; trainee wages; and safety and mandated training. Training must be provided in house, by a consultant, or by an educational institution for tuition courses. Employees must be retained for at least 90 days after the completion of training for the company to receive the full approved tax credit (KRS 154.12-2088).

Eligible trainees must be full-time employees residing in Kentucky who have been employed by the company for at least 12 months before the request for training. Employees must make at least \$10.88 per hour, plus receive benefits equal to at least 15 percent of their hourly wages (KRS 154.12-2084).

Companies submit applications to BSSC. Applications must be approved by the Board of Directors before the start of the training program. According to BSSC staff, applications are approved on a first-come, first-served basis. A company may submit only one application per biennium (Commonwealth. Cabinet. Bluegrass. "Training").

The program received \$2.5 million from the state general fund for FY 2011. A company may receive a maximum of \$100,000 per biennium or \$500 per eligible employee in tax credits (Commonwealth. Cabinet. Bluegrass. "Skills").

Go Higher Grant Program

4. Go Higher Grant

Summary: Gives adults money for tuition and books for 1 year to encourage them to complete a postsecondary education degree

Eligibility: Individuals must be US citizens residing in Kentucky, be 24 or older, demonstrate financial need, and be enrolled for 6 credit hours or less.

Availability: Statewide

Participants 55 and Older: Nine, 2009-2010 school year

Administered by: Kentucky Higher Education Assistance Authority

Service Providers: Accredited Kentucky accredited college or university

Funding: Approximately \$200,000 per year

Outreach: Outreach counselors work with high school students and participants at adult education centers, prepare advertisements, attend state fairs and community events, and publish documents

The Kentucky Higher Education Assistance Authority (KHEAA) is a public corporation whose primary purpose is to improve Kentuckians' access to postsecondary education. It administers the Go Higher Grant Program.

Under the program, KHEAA awards 1-year \$1,000 grants to help individuals pay for college tuition and books. Eligible students must be enrolled for no more than 6 credit hours at an accredited Kentucky college or university. Students must also be citizens of the United States, must be Kentucky residents, must be 24 or older, and must demonstrate financial need (Kentucky Higher).¹

KHEAA awards grants on a first-come, first-served basis. Because older students tend to wait longer to enroll for classes than younger students, they receive relatively fewer grants, according to KHEAA staff.

For the 2009-2010 school year, 33, or 3.9 percent, of the 850 applicants for the Go Higher Grant were 55 and older. Of these, 12 were approved, and 9 awards were disbursed.

KHEAA receives \$200,000 from the state general fund each school year. According to KHEAA staff, this money funds approximately 200 grants each year.

¹ According to KHEAA staff, financial need is determined by the expected family contribution amount on the Free Application for Federal Student Aid. For the 2010-2011 school year, the expected family contribution amount for the Go Higher grant was \$7,910 or less.

Federally Funded Workforce Development Programs

Adult and Dislocated Worker Programs

Four Federally Funded Programs

1. Adult Workers 2. Dislocated Workers

Summary: Provides job search, work skills, and job training services

Eligibility: Generally, any adult 18 and older; for dislocated worker program, must also be unemployed

Availability: Every county

Participants 55 and Older:
Adult: 120
Dislocated worker: 286

Administered by: Workforce investment boards

Service Providers: Businesses and nonprofit organizations, one-stop career centers

Funding: \$32.9 million in federal program year 2010

Outreach: Minimal advertising in recent years because demand for services has been high

Adult and dislocated worker programs under Title I of the Workforce Investment Act help people 18 and older look for employment, develop work skills, and acquire job training.² Three progressively higher levels of service are provided for each program: core, intensive, and training.

Core services help people with basic job search activities, an initial assessment of their skills, and other types of assistance. People can access most core services on their own.

Intensive services include one-on-one skills assessment, counseling, and work skills development such as interviewing, professional conduct, and personal maintenance. Counselors assist participants with these services.

Training services provide people with on-the-job training or education courses through approved providers. With some guidance from counselors, individuals use WIA funds to pay for training programs. Maximum amounts vary across the state. For example, the Lincoln Trail Workforce Investment Board provides up to \$4,000 per year per participant; the Barren River Workforce Investment Board provides up to \$8,500 per participant. Local workforce investment boards generally set amounts according to demand for services in their areas and the availability of WIA funds.

Core and intensive services are accessed through one-stop career centers located within each workforce investment area. Training services are available from qualified providers.

Table 3.2 shows the number of Kentucky adult and dislocated worker participants who were 55 and older for federal program years 2006 to 2010.

² For the dislocated program, a person must also be unemployed and unlikely to return to previous employment.

Table 3.2
Kentucky Participants 55 and Older Receiving Services Under
WIA Title I Adult or Dislocated Worker Programs
Federal Program Years 2006 to 2010

Program		Federal Program Year				
		2006	2007	2008	2009	2010
Adult	Participants 55+	23	40	208	185	120
	Percent of Total	2.2%	2.1%	3.7%	3.3%	5.2%
Dislocated Worker	Participants 55+	127	181	235	493	286
	Percent of Total	11.4%	12.8%	11.8%	8.4%	7.6%

Source: Program Review staff analysis of data provided by the Kentucky Office of Employment and Training.

In Kentucky, WIA is overseen by the Kentucky Workforce Investment Board. Each local workforce investment board administers adult and dislocated programs within its area. (See Figure 2.A on page 17 for a map.)

Adult and dislocated workers programs under the Workforce Investment Act are funded by the federal government. Each state receives an allocation based on the number of unemployed people and the number of economically disadvantaged adults.³ For the dislocated worker program, state allocations are based on the number of unemployed people, the number of unemployed people above 4.5 percent, and the number of people unemployed for 15 weeks or more. In federal program year 2010, Kentucky received \$14.8 million for the adult program and \$18.1 million for the dislocated worker program (Oates).

³ Eighty percent of federal funding for the dislocated program is allocated to the states. The remaining 20 percent is reserved by the secretary of labor for National Emergency Grants. "Economically disadvantaged" means individuals aged 22 to 72 whose income identifies them as living in poverty, as determined by the Office of Management and Budget, or whose income is at 70 percent of the lower living standard income level.

Trade Adjustment Assistance

3. Trade Adjustment Assistance

Summary: Provides financial benefits and job training to workers who lose their jobs due to foreign trade

Eligibility: Workers who lost their jobs as a result of foreign trade

Availability: Statewide

Participants 55 and Older: 841 in 2009

Administered by: Kentucky Office of Employment and Training

Service Providers: Local workforce investment boards

Funding: \$8.7 million, federal fiscal year 2008

Outreach: Affected workers must receive written notice of available benefits; newspaper notices may also be required

The federal Trade Adjustment Assistance program provides benefits and services to certain workers who have lost their jobs due to foreign trade. Benefits and services include job training and job search and relocation allowances. In 2009, 841 Kentuckians who were 55 and older received services through the program.

Workers adversely affected by foreign trade must receive written notice of available benefits, otherwise newspaper notices are required (20 CFR Ch. V, Part 617.4). To access the program, an employee, employer, or other representative such as a union must file a petition with the US Department of Labor. For petitions that are certified by the department, each worker must then apply for individual services and benefits at a local one-stop career center. Eligible workers may receive training services for up to 156 weeks (US. Department. Employment. "Trade").

To be eligible for job training, the following five conditions apply.

- The employment of a group of three or more workers must have been adversely impacted by foreign trade.
- Workers must be fully or partially unemployed.
- No suitable alternative employment can be available.
- Affected workers must benefit from training.
- It can be reasonably expected that the worker will obtain employment after completing training (20 CFR Ch. V, Part 617.22(a)(1)).

Local workforce investment boards administer the program, and the Kentucky Office of Employment and Training oversees the program at the state level. For federal fiscal year 2008, \$8.7 million in federal funds was appropriated to Kentucky. This amount includes funds for services that are not defined as workforce development.

National Farmworker Jobs Program

4. National Farmworker Jobs Program

Summary: Authorized under the Workforce Investment Act to provide job training and employment assistance to migrant and seasonal farmworkers

Eligibility: Seasonal and migrant farmworkers who experience chronic and frequent unemployment or underemployment

Availability: Statewide

Participants 55 and Older: Not known

Administered by: Kentucky Office of Employment and Training

Service Provider: Kentucky Farmworker Programs, Inc.

Funding: \$1.2 million, federal program year 2009

Outreach: One-stop career centers

The federal National Farmworker Jobs Program helps migrant and seasonal farmworkers acquire new job skills so they can find more stable employment at higher wages. For those individuals continuing as farmworkers, the program facilitates services such as nutrition counseling, health support, child care assistance, and temporary shelter to help stabilize their employment.

In Kentucky, 407 farmworkers received services in federal program year 2007 (US. Department. Employment. "PY"). Of these, 152 received training services. It is unknown how many training participants were 55 and older.

Core, intensive, and training services provided via the Workforce Investment Act are also available to eligible farmworkers. In addition, farmworkers may receive short-term direct assistance that addresses an urgent or life-threatening concern so they can keep their jobs.

Farmworkers access the program through one-stop career centers and the Kentucky Farmworker Programs, Inc., which is the program administrator in Kentucky.

Federal allocations for Kentucky totaled \$1.2 million in federal program year 2009. Nationally, most of these funds were spent on training activities (US. Department. Employment. "National").

State- and Federally Funded Workforce Development Programs

Adult Education

Five State- and Federally Funded Programs

1. Adult Education

Summary: Free basic reading and math skills, GED preparatory classes, and preparation of adults for college

Eligibility: Anyone 16 and older who lacks basic skills and has a high school diploma or GED

Availability: Every county

Participants 55 and Older:
87 GED graduates, FY 2009

Administered by: Kentucky Adult Education

Service Providers: Adult education centers

Funding: \$22.2 million (state);
\$11.4 million (federal)

Outreach: Advertisements, job fairs, and high school counselors

Adult education services provide basic education instruction, GED preparation, and reading instruction. According to Council on Postsecondary Education (CPE) staff, nearly 26 percent of Kentuckians 18 and older have not graduated from high school or earned a GED.⁴

Adult education services are available to any Kentucky resident who is 16 and older; is not enrolled in secondary school; lacks sufficient mastery of basic educational skills to function effectively in society; does not have a secondary school diploma or its recognized equivalent; or is unable to speak, read, or write English (Commonwealth. Kentucky Adult. *Kentucky*).

Adult education centers in every county provide services, and providers are chosen through a competitive bid process. According to CPE staff, 81 school boards, one fiscal court, four 4-year colleges, 31 Kentucky Community and Technical College System campuses, and three community-based organizations provide adult education services.

Individuals may access services by calling or visiting their adult education centers. An initial test allows adult education counselors to determine whether basic education services or the GED is most appropriate for the individual. GED preparatory classes are free to students; the GED assessment costs \$55.

For FY 2011, Kentucky Adult Education will receive \$22.2 million in state funds and \$11.4 million in federal funds through WIA. Federal and state moneys are pooled and distributed to each Kentucky county based on the number of adults without a high school diploma or GED (Commonwealth. Kentucky Adult. “Kentucky”). The Council on Postsecondary Education oversees Kentucky Adult Education and determines monetary allotments.

⁴ A 1998 state task force concluded that adult illiteracy was a fundamental barrier to education reform, economic development, and citizens’ basic health and well-being (Commonwealth. Kentucky Adult. “About”). In 2000, the General Assembly passed the Kentucky Adult Education Act, which created a partnership with CPE. The act increased funding for adult education services.

In FY 2009, 2,293 Kentuckians who were 55 and older were enrolled in the GED program, 6 percent of total enrollment. That year, 87 GEDs were awarded to Kentuckians 55 and older, 1.2 percent of GEDs awarded. Of the 87 GEDs, 7 were awarded in Jefferson County, the only county with more than 4. In most counties, no GEDs were awarded to people 55 and older.

In 2009, 96 percent of GED graduates were between the ages of 16 and 44, according to CPE staff. Appendix E provides a summary of GED services by county, including funding and enrollment.

Senior Community Service Employment Program

2. Senior Community Service Employment Program

Summary: Subsidized work-based training for low-income people 55 and older

Eligibility: Must be 55 and older, income at or below 125 percent of poverty, unemployed, and willing to look for work

Availability: Every county

Participants 55 and Older: 1,077 as of March 2010

Administered by: Kentucky Department for Aging and Independent Living

Service Providers: AARP Foundation, National Council on Aging, Experience Works, Kentucky Department for Aging and Independent Living, subgrantees

Funding: \$11.5 million, federal fiscal year 2011

Outreach: Advertisements, job fairs, high school counselors, word of mouth

The Senior Community Service Employment Program (SCSEP) is a federal program that provides subsidized work-based training to unemployed, low-income people 55 and older who are willing to look for work.⁵ The goal of the program is to help participants acquire unsubsidized employment. It is the only workforce development program specifically for workers 55 and older.

Program participants work up to 20 hours per week at a not-for-profit or government organization. They earn the federal or state minimum wage, whichever is higher. Subsidized employment can last as long as 48 months, but the typical limit is 24 months.

Three national organizations—the National Council on Aging, Experience Works, and the AARP Foundation—and the Kentucky Department for Aging and Independent Living are the primary providers of SCSEP in Kentucky.⁶ Appendix D shows the number of available slots by county and provider. Nationally, 78 percent of all funding and slots is allocated to national providers; 22 percent is allocated to states.

The Senior Community Service Employment Program is available in every county. To participate, people apply to their local SCSEP provider. Many one-stop career centers have SCSEP staff on-site. For those centers that do not have SCSEP staff on site, older workers are directed to the nearest provider office.

⁵ Low-income means up to 125 percent of poverty. For 2009, 125 percent of poverty for a single-person household was \$13,538 (US. Census. “Poverty”).

⁶ National providers and states may subgrant the administration of SCSEP. Local area agencies on aging and community action groups are common subgrantees.

Using an individual employment plan and skills assessment, providers match eligible participants to appropriate host agencies based on their existing skills, job goals, and desired skills. Host agencies are nonprofit or government agencies that agree to provide training and supervision to SCSEP participants. Examples include Goodwill, thrift stores, domestic violence shelters, fiscal courts, family and children services, employment offices, one-stop career centers, food banks, community action groups, and the American Red Cross.

SCSEP is funded primarily with federal funds. States are required to provide a 10 percent match, which may be made in kind. In-kind contributions are goods, services, or other “in lieu of” payments that are provided at no or reduced cost to the program. In Kentucky, the state provides office space to SCSEP providers at no cost.

For federal fiscal year 2011, the federal SCSEP allocation to the state, which includes the amount allocated to the three national organizations that provide services in Kentucky, was \$11.5 million. Under U.S. Department of Labor requirements, providers must allocate at least 75 percent of their appropriation to SCSEP participant wages and benefits. Administrative expenses are capped at 13.5 percent. Allocations to counties are based on the number of low-income people 55 and older, according to US Department of Labor staff.

Rising unemployment rates among older workers have led to an increase in demand for SCSEP services. With limited federal funding, some local workforce investment areas reported the need to create a waiting list for services.⁷ Jefferson County, for example, had 125 people on a waiting list as of April 2010.

Participation in SCSEP does not exclude people from participating in other programs. SCSEP participants can, and occasionally do, receive training through the Office of Vocational Rehabilitation or receive other services provided by one-stop career centers (US Department of Labor, “About”).

⁷ Enrollment priority is given to certain groups of people. According to the US Department of Labor, preference is given to people who are older than 60, veterans, qualified spouses of veterans, minorities, people with limited English proficiency, Native American Indians, and individuals who have the greatest economic need. Individual providers may add other preferences.

Vocational Rehabilitation

3. Vocational Rehabilitation

Summary: Vocational rehabilitation services to disabled individuals so they may achieve employment and independence

Eligibility: An individual must be substantially disabled, require vocational rehabilitation services to get employed, benefit from vocational rehabilitation, and be looking for employment

Availability: Every county

Participants 55 and Older: The number of older participants is unknown. In federal program year 2009, 401 service visits were made by people 55 and older.

Administered by: Kentucky Office of Vocational Rehabilitation Services

Service Providers: District vocational education offices

Funding: \$64.1 million, FY 2011

Outreach: Brochures and one-stop career centers

Through 52 district offices, the Office of Vocational Rehabilitation administers services that help Kentuckians with disabilities achieve suitable employment and independence. Eligible participants are those who are substantially disabled, would benefit from services for employment, and are looking for employment. There are no age restrictions on eligibility.

Participants work with a counselor to create an individualized employment plan and determine which services they need. Services may include counseling; vocational services; supported employment; personal assistance; interpreter and note-taking; telecommunications, sensory, and other technological aids and devices; rehabilitation technology; and job placement and job retention (Commonwealth. Education. Office. "Program"). According to Office of Vocational Rehabilitation staff, it takes, on average, 2 years for a participant to find employment.

Because many types of services can be provided, Program Review staff determined which services were related to workforce development. Table 3.3 lists those services along with how often they were used by people 55 and older. In federal program year 2009, 401 service visits were made by people 55 and older. Because each person can access more than one service, the number of individuals 55 and older who accessed services is unknown.

As of March 2010, the Office of Vocational Rehabilitation had a waiting list of 950 individuals. Of those, 70, or 7.4 percent, were 55 and older. About half of those 55 and older on waiting lists were in three counties: Jefferson County (21), Fayette County (7), and Franklin County (5). No other county had more than three people on the waiting list; 58 counties had none.

Table 3.3
Use of Vocational Rehabilitation Services Classified as
Workforce Development by People 55 and Older
Federal Program Year 2009

Service Classified as Workforce Development	Number of Times Services Used by People 55 and Older
Adjustment Services Leading to Competitive Employment	47
Person-centered Job Selection	42
Junior College or Two-year Program: Tuition	40
Four-year Program: Tuition	33
Junior College or Two-year Program: Books	33
Other Training (miscellaneous)	31
Four-year Program: Books	28
Business Public: Tuition	23
Drivers training	20
Job Development (Supplemental Employment: Individual Job Coach Model only)	20
Supported Employment Services/Individual Placement	19
Training by Job Coach	16
Public, Books, Supplies, and Uniforms	11
Educational Aids	10
Computer Career Training	6
Graduate School: Tuition	4
Graduate School: Books	3
Junior College or Two-year Program: Supplies and Uniforms	3
Tutoring	3
On the Job Training	2
Situational Assessment/Trial Work Experience	2
Skills Training With Competitive Employment Outcome	2
Additional Supported Employment Services	1
Four-year Program: Supplies and Uniforms	1
Job Coaching Services for Competitive Employment	1
Total	401

Source: Staff analysis of data from the Office of Vocational Rehabilitation Services.

Services for the Visually Impaired and Blind: Vocational Rehabilitation and Kentucky Business Enterprise Programs

4. Vocational Rehabilitation Services for the Visually Impaired

5. Kentucky Business Enterprise Program

Summary: The Office for the Blind helps visually impaired persons find and maintain employment.

Eligibility: Visually impaired people whose ability to work is negatively impacted

Availability: Every county

Participants 55 and Older:
415, vocational rehabilitation;
26, Kentucky Business Enterprise

Administered by: Kentucky
Office for the Blind

Service Providers: Businesses,
public agencies, and nonprofit
organizations

Funding: \$9.7 million federal,
\$2.6 million restricted state funds,
\$1.2 million state general revenue

Outreach: One-stop career
centers

The Office for the Blind provides vocational rehabilitation services that include on-the-job training, tuition assistance, and technical school assistance to visually impaired persons. The office also administers the Kentucky Business Enterprise program, which is a federally funded vending and food service program that allows visually impaired clients to operate their own businesses in federal and state facilities.

Only visually impaired individuals are eligible for services. An applicant contacts the Office for the Blind at a local field office and schedules an appointment with a rehabilitation counselor who determines eligibility.⁸ A counselor writes an individualized plan for employment with an eligible client and determines which services are needed.

From January through April 2010, there were 1,532 vocational rehabilitation program participants, of whom 415, or 27 percent, were 55 and older. For the same period, 26 of the 57 Kentucky Business Enterprise participants, or 46 percent, were 55 and older. According to staff from the Office for the Blind, there is a waiting list for vocational rehabilitation services.

Programs administered by the Office for the Blind are funded by the federal and state governments. For FY 2010, total funding was \$13.5 million, of which \$9.7 million was federal.

⁸ Seven of the Office for the Blind's 10 field offices are located in one-stop career centers. There are 18 vocational rehabilitation counselors across the state.

Certificate Programs

Besides workforce development programs, individuals may pursue the Kentucky Employability Certificate or the Kentucky Manufacturing Skills Standard Certificate. These certificates are given to workers who have demonstrated particular sets of skills. They may also help businesses identify workers who have the types of skills they need.

Kentucky Employability Certificate

The Kentucky Employability Certificate provides individuals with a skill-based credential that employers can use to identify qualified applicants. Relatively few businesses consider this certificate when evaluating job applicants.

The Kentucky Employability Certificate provides individuals with a skill-based credential. Gold and silver certificates are awarded. Gold certificates indicate that an individual has earned the highest level of achievement on assessments related to reading, math, and locating information. Silver certificates indicate the next highest level of achievement. In FY 2009, older Kentuckians received 50 silver and 10 gold certificates. These were 3.5 percent of the all the silver certificates awarded and 1.6 percent of the gold (Commonwealth. Kentucky Adult. “Explore”).

Employers can use the Kentucky Employability Certificate to help them identify qualified applicants. According to staff at Kentucky Adult Education and KCTCS, relatively few businesses currently consider this certificate when evaluating job applicants, however. Partly as a result, Kentucky is in the process of switching its program to the National Career Readiness Certificate, which is used by 30 other states and, therefore, is more widely accepted by businesses.

Kentucky Manufacturing Skills Standard Certificate

The Kentucky Manufacturing Skills Standard Certificate is used to identify workers who have acquired certain manufacturing skills. No one 55 and older has obtained this certificate in the past 4 fiscal years.

The Kentucky Manufacturing Skills Standard Certificate is used to identify workers who have acquired particular sets of skills that are necessary for employment in the manufacturing sector. The certificate has two levels. The basic level is relevant to all manufacturing organizations. The advanced level is more applicable to high-performing manufacturing organizations (Commonwealth. Kentucky Adult. “Explore”).

Individuals may access the certificate program by contacting a testing center. These centers are located throughout Kentucky, typically at community colleges and adult education centers. According to Kentucky Adult Education staff, no one 55 and older has obtained a certificate in the past 4 fiscal years.

Business and Labor Union Workforce Development Activities

Businesses and labor unions do not appear to provide workforce development programs targeted to older workers.

Workforce development, including on-site job-training and apprenticeship programs, are examples of ways in which employers and unions help improve workers' skills. To determine the extent to which businesses and unions provide training services to workers 55 and older, Program Review staff contacted two statewide business associations and one union.

According to officials from the Kentucky Association of Manufacturers, businesses provide many opportunities for workers to improve their skills, but they generally do not target training to specific age groups. More likely, training opportunities are open to all employees or all employees within a specific field, regardless of age. Officials with the Kentucky Chamber of Commerce solicited information from their local chamber offices but were unable to identify examples of businesses that provide workforce development programs specifically to older workers.

According to an official with the Kentucky AFL-CIO, unions frequently operate apprenticeship and journeyman programs, but these are not age dependent. Although they train workers in certain skills and crafts, union programs are not typically targeted to particular age groups.

Chapter 4

Coordination of Workforce Development Activities

Kentucky's workforce development programs are administered by three state cabinets and three independent agencies.

Kentucky's workforce system is complex. As shown in Table 4.1, federal and state workforce development services are administered by three state cabinets and three independent or nonprofit agencies.

Table 4.1
Structure of State-administered Workforce Development Programs in Kentucky

Cabinet	Agency or Department	Office	Program
Economic Development	Bluegrass State Skills Corporation*		Grant-in-aid, Tax credit
Education and Workforce Development			
Health and Family Services	Department for Aging and Independent Living		Senior Community Service Employment Program
Independent Agency or Nonprofit Corporation		Program	
Council on Postsecondary Education		Adult Education (WIA Title II)	
Kentucky Community and Technical College System		Kentucky Workforce Investment Network System	
Kentucky Higher Education Assistance Authority		Go Higher	

*The Bluegrass State Skills Corporation is attached to the cabinet for administrative purposes only.
 Source: Program Review staff analysis.

At the state level, coordination appears to be good and may be improving.

Although multiple entities oversee workforce development programs, state coordination appears to be good and may be improving. For regionally and locally administered programs, cooperation also appears high.

In this chapter, the state's role in coordinating and improving access to workforce development programs for Kentuckians 55 and older is considered. Examples of state, regional, and public and

nonprofit coordination and cooperation are identified. Suggested public policy actions related to helping older workers access workforce development programs conclude the chapter.

State Coordination and Cooperation

Kentucky Workforce Investment Board

State officials from five cabinets and several other state agencies are members of the Kentucky Workforce Investment Board.

State workforce development policies and activities are broadly coordinated by the Kentucky Workforce Investment Board. State officials from five cabinets and several other state agencies are members of the board. They are the

- governor or designee;
- secretary of the governor’s executive cabinet or designee;
- chief of staff to the governor or designee;
- secretary of the Cabinet for Economic Development;
- secretary of the Education and Workforce Development Cabinet;
- secretary of the Labor Cabinet;
- secretary of the Tourism, Arts and Heritage Cabinet;
- president of the Council on Postsecondary Education;
- president of the Kentucky Community and Technical College System;
- commissioner of the Department of Education; and
- commissioner of the Department for Workforce Investment.

KWIB helps the governor create an integrated statewide strategic plan for workforce development (Commonwealth. Kentucky. Workforce. “Statement”). Consequently, state government officials serving as board members must work together to shape the nature and direction of workforce development in Kentucky.

State members of the board form the Coordinating Committee, which is the primary communication link among agencies engaged in workforce development activities.

State members, including the governor, also form the Coordinating Committee for KWIB. This committee is the primary communication link among state agencies engaged in workforce development activities (Commonwealth. Kentucky Workforce. “Kentucky”).

Under a newly approved board strategic plan, collaboration between the Office of Employment and Training and Kentucky Adult Education could improve.

Under a strategic plan newly approved by the board, coordination among state agencies could improve. Pending gubernatorial approval, the strategic plan would work to improve collaboration between the Office of Employment and Training in the Cabinet for Education and Workforce Development and the Kentucky Adult Education in the Council on Postsecondary Education.

State agencies also cooperate with each other. The Bluegrass State Skills Corporation works with the Kentucky Community and Technical College System to ensure that businesses have access to worker training funds.

State agencies also cooperate. For example, Bluegrass State Skills Corporation staff work with staff from KCTCS to ensure that businesses have access to worker training funds. Staff from BSSC refer businesses to KCTCS for training assistance if the corporation's tax credit and grant-in-aid programs are not appropriate and vice versa.

e3.ky.gov

State cooperation includes an effort to improve access to job and labor market information. The e3.ky.gov website is a one-stop data bank where agencies can maintain up-to-date economic development data and post job openings. The public can also search the site for information about job openings, training opportunities, and education opportunities.

State and independent agencies collaborated to create e3.ky.gov, which provides access to economic development data and resources for employers and those seeking training or employment.

The e3.ky.gov site was created in response to a growing demand to integrate education, employment, and economic development. It was developed by the Kentucky Education and Workforce Development Cabinet's Division of Technology Services in collaboration with Kentucky Adult Education, which provided the initial funding for the project. Other state agencies involved were the Department for Workforce Investment, the Council for Postsecondary Education, KCTCS, and the Cabinet for Economic Development (Commonwealth. Education. e3. "About").

Workforce Alliance

Some cooperative efforts were not successful. A partnership between agencies to provide incentives for training for entry-level or front-line employees fell apart after 4 years.

Not all state cooperative efforts have succeeded. The Workforce Alliance was created in 2002 as a partnership among Kentucky Adult Education, the Department for Workforce Investment, KCTCS, and the Cabinet for Economic Development, but it fell apart in 2006. Dwindling attendance at quarterly meetings and limited financial contributions by agencies were the primary causes, according to Kentucky Adult Education staff.

The alliance was intended to provide funding to businesses that offered educational training to entry-level or front-line employees. Instead, the alliance now exists as a tool for businesses to provide adult education services to their employees.

Regional Coordination and Cooperation

Regional coordination centers on the 10 local workforce investment boards.

At the regional level, workforce development activities are coordinated primarily by the 10 local workforce investment boards. These boards bring together representatives from the private, nonprofit, and public sectors to identify and implement workforce development strategies that are suited to local needs.

Local workforce investment boards stay in contact with businesses and the chambers of commerce in order to understand local employment needs and coordinate actions to improve the quality of the local workforce.

One of the most important tasks that local workforce investment boards do is stay in contact with businesses and the chambers of commerce. By maintaining close contact, a board is better able to understand local employment needs and coordinate actions to improve the quality of the local workforce.

In the Barren River Workforce Investment Area, for example, four public forums were held in 2009 to identify current and future training needs of industries and businesses (Barren). Barren River also partnered with local chambers of commerce, the local chapter of the Kentucky chapter of the Society for Human Resource Managers, and one-stop career center partners to develop and coordinate a career-readiness fair. Another example is the Business Solutions Team from the Eastern Kentucky Concentrated Employment Program. Through regular contact with employers, this team was able to identify employment needs (Eastern).

Regional cooperation also exists among directors of local workforce investment boards. Board directors meet monthly to discuss workforce development issues and exchange information, concerns, and advice. By sharing these experiences, the workforce development system appears to benefit.

State and Regional Coordination and Cooperation

Every state administers a program that coordinates state and local responses to layoffs and business closings.

In order to help workers affected by business closings and mass layoffs return to work quickly, states administer rapid-response programs. These programs coordinate responses by staff from unemployment insurance and employment services.

In Kentucky, local workforce investment board and state government staff respond when businesses announce they will close or lay off workers. Among the initial activities they perform is to inform workers of the availability of workforce development services. Local board staff also notify unemployment insurance, adult education, vocational rehabilitation staff, and other community partners to prepare them for an expected increase in

demand for their services. Additional educational services, such as skill assessment, GED preparation, and workplace certification, may be provided to dislocated workers through local adult education centers (Commonwealth. Education. “Rapid”).

Public and Nonprofit Cooperation

Workforce development programs are occasionally formed out of public/nonprofit partnerships.

Workforce development services are occasionally formed out of public and nonprofit partnerships. For example, KCTCS teamed with AARP of Kentucky in 2008 to provide the online program “Making Age an Asset in Your Job Search” to help people 55 and older develop computer skills. The program was designed to give participants the ability to assess their skills, develop job search plans, and build their résumés.

Another example is the Eastern Kentucky Concentrated Employment Program working with the Institute for Workplace Innovation from the University of Kentucky. Face-to-face interviews are conducted with local employers to determine their employment needs. Workforce development programs may then be developed.

The Rural Older Worker Alliance in Kentucky, a recently formed association of private and nonprofit organizations, is another example of public and nonprofit cooperation (Blanchard). Members include the CVS Foundation, the Centers for Disease Control and Prevention’s National Institute for Occupational Safety and Health, the Institute for Workplace Innovation from the University of Kentucky, AARP of Kentucky, and the National Council on Aging. Program Review staff contacted representatives of the group, but because of the association’s new status and concerns that sharing information could impinge members’ future publication plans, limited details were provided.

How Kentucky Can Help Older Workers Access Workforce Development Programs

Only a fraction of older Kentuckians access workforce development programs.

Access to workforce development programs and services, particularly for those 55 and older, could be improved. Only a fraction of older Kentuckians access workforce development programs. Several barriers, such as lack of transportation and information about available programs, likely contribute to low participation rates. In order to improve participation, workforce development professionals interviewed by or responding to a

survey conducted by Program Review staff suggested the following public policy actions.

Improve Transportation Services

Lack of transportation is a key barrier to employment and training, particularly for older workers.

Lack of transportation is a key barrier to employment and training, particularly for older workers. Public transportation is available in many urban areas of the state, but rural areas typically lack such service. Older workers without reliable transportation may have difficulty finding and retaining employment. Improving the availability of transportation services could increase older workers' participation in workforce development programs and could lead to higher levels of employment.

Expand Awareness of Programs

Older workers may not know which workforce development programs are available to them.

Many workforce development professionals indicated that older workers do not know which workforce development programs are available to them. A 2009 report by AARP about older workers' awareness of workforce development programs in Alabama made the same point (Sauer). Getting information to older workers about the availability of workforce development programs could increase older workers' participation in programs, thereby enhancing their employment and income opportunities.

Adapt Computer Training to Needs of Older Workers

Apprehension about using computers exists among many older workers.

Older workers are often apprehensive about using computers. In general, knowledge of computers was not an employment prerequisite when many older workers entered the workforce. Many now find themselves without the necessary technology skills to compete for jobs with younger workers who may have grown up using such technology. Computer training classes geared to older workers could alleviate their anxiety.

Increase Knowledge About Older Population

It is important that policy makers and workforce development officials understand the needs and characteristics of older workers.

As Kentucky's and the country's population ages, understanding the benefits and challenges of hiring people from this age group is important (US. Government. "Older Workers: Demographics"). Overall, workforce development professionals consistently identified experience, dependability, and work ethic as positive characteristics of older workers and lack of computer skills as a negative characteristic.

Promote Short-term Training

In general, older workers have fewer remaining years to work than younger workers. Consequently, workforce development programs that require an extended commitment of time may be underused by older workers. Job-specific short-term training that is geared to older workers could increase their participation in training.

Evaluating the Effects of Additional Services

Understanding the implications of providing additional workforce development services to older workers is important. As the statewide administrative agency for the Workforce Investment Act, the Kentucky Workforce Investment Board should evaluate how additional services to older workers would affect the state. It is possible that the information needed for such a review could come from existing sources. One source could be consultants who are already working with the Education and Workforce Development Cabinet on workforce-related issues. Another potential source of needed information is the University of Kentucky's Institute for Workplace Innovation's ongoing study of the aging workforce in Kentucky.

Recommendation 4.1

Recommendation 4.1

The Kentucky Workforce Investment Board should evaluate the benefits and costs of providing additional services to older workers.

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Appendix A

How This Study Was Conducted

At its December 2009 meeting, the Program Review and Investigations Committee voted to initiate a study of workforce development programs available to Kentuckians 55 and older, including how the Commonwealth can better coordinate, assist in, and provide such training. The study was based on Senate Concurrent Resolution 81 from the 2009 General Assembly.

To complete this study, Program Review staff reviewed state statutes and regulations, reviewed policies and procedures of the Kentucky Workforce Investment Board, and reviewed relevant literature. Staff also interviewed state government officials and staff, including those from the Kentucky Workforce Investment Board, Department for Workforce Investment, Department for Aging and Independent Living, Kentucky Community and Technical College System, and Council on Postsecondary Education. Interviews were also conducted with staff from the U.S. Department of Labor, Bluegrass State Skills Corporation, Kentucky Higher Education Assistance Authority, local workforce investment boards, AARP of Kentucky, AARP Foundation, National Council on Aging, Experience Works, ResCare, business associations, and a labor union. Site visits to one-stop career centers in Louisville, Elizabethtown, and Pikeville were also conducted.

To supplement personal interviews, a survey of directors of local workforce investment boards was performed. In addition, Program Review staff attended a workforce development forum for older workers and surveyed attendees. Program Review staff also attended two Kentucky Workforce Investment Board meetings.

Appendix B

Percentage of People Employed by Age Group and State 2009 Annual Averages

State	Age Group						
	55 to 64	65 and older	16 to 19	20 to 24	25 to 34	35 to 44	45 to 54
United States	60.6	16.1	28.4	62.2	74.5	77.0	75.8
North Dakota	75.2	21.9	45.1	77.2	83.7	86.7	87.1
Nebraska	72.5	21.0	49.8	75.4	85.0	84.5	83.1
South Dakota	72.4	28.3	49.8	68.0	82.7	86.0	85.6
Vermont	70.5	21.7	38.7	69.9	80.3	84.9	84.1
Minnesota	69.8	17.3	42.2	71.2	82.3	81.5	82.1
Iowa	69.7	22.1	48.5	73.9	81.3	86.5	84.8
Wyoming	69.2	22.5	43.8	72.3	78.4	82.5	83.6
New Hampshire	68.6	19.6	37.5	67.4	81.2	83.3	82.0
Connecticut	67.6	18.4	33.0	64.9	78.4	80.8	80.9
Kansas	67.2	22.4	40.7	72.3	81.0	83.1	82.7
New Jersey	66.7	18.5	23.3	63.5	74.4	80.0	77.4
Utah	66.7	19.4	42.4	67.1	73.6	77.9	80.0
Colorado	66.4	17.7	32.7	69.3	77.9	81.8	82.1
Maryland	66.3	18.4	29.7	63.2	80.4	82.7	80.2
Virginia	65.7	19.2	27.7	69.8	80.2	81.0	79.0
Massachusetts	65.6	16.2	32.1	63.2	78.2	78.8	77.5
Alaska	64.3	NA	36.5	66.7	73.7	79.3	79.7
Wisconsin	64.3	17.4	44.3	71.6	80.0	81.5	81.1
Indiana	63.6	15.8	25.9	58.1	71.7	78.6	74.9
Washington	62.4	14.5	29.9	66.2	75.5	79.7	80.9
Maine	62.2	15.7	38.3	65.1	75.3	78.8	77.7
Pennsylvania	62.1	15.6	35.3	65.3	77.4	77.5	78.4
Hawaii	61.9	18.3	26.2	62.0	75.2	78.5	80.0
Rhode Island	61.9	16.3	33.1	65.3	74.1	77.9	79.3
New York	61.7	15.9	21.8	57.4	73.7	75.3	75.3
Illinois	61.4	16.6	27.5	59.8	74.4	76.3	76.9
District of Columbia	61.2	20.6	13.1	58.8	79.6	79.5	73.8
Montana	61.0	16.7	34.3	66.6	80.2	79.9	77.3
California	60.1	16.3	20.9	58.3	71.7	74.0	74.0
Idaho	60.1	15.3	35.0	65.7	75.0	79.2	75.5
Texas	60.1	18.1	28.2	61.0	74.1	78.4	76.0
Ohio	60.0	15.2	37.4	64.9	73.4	76.3	74.8
Arizona	59.9	15.4	22.8	62.1	72.5	71.4	72.8
North Carolina	59.4	14.2	26.7	60.9	72.9	76.0	74.6
Georgia	58.9	15.7	21.4	55.2	73.1	74.9	74.3

State	Age Group						
	55 to 64	65 and older	16 to 19	20 to 24	25 to 34	35 to 44	45 to 54
Nevada	58.6	19.8	24.6	64.8	74.5	75.4	73.9
Missouri	58.4	13.6	38.6	63.7	79.0	79.5	73.2
Oregon	58.1	12.6	28.3	63.6	73.5	76.0	76.5
Oklahoma	57.7	19.2	31.5	68.0	78.1	75.5	77.0
Florida	57.6	14.1	25.0	60.9	73.4	78.0	73.5
Arkansas	56.3	15.2	25.9	71.9	76.1	77.0	71.3
Delaware	56.1	14.9	29.2	65.5	76.3	80.4	77.9
New Mexico	55.7	17.2	25.4	57.8	69.9	74.3	76.1
Alabama	54.1	13.4	27.4	57.9	67.9	70.6	69.5
Michigan	54.1	12.7	29.7	61.2	68.8	72.6	71.5
Tennessee	53.4	13.0	25.8	57.4	73.9	75.5	72.0
West Virginia	52.7	12.0	26.2	61.4	71.7	68.7	65.1
Louisiana	52.3	15.2	26.5	58.5	74.3	76.9	71.7
Mississippi	52.0	14.4	18.7	55.9	69.4	73.4	68.4
Kentucky	51.8	14.9	32.3	63.3	72.7	72.5	67.8
South Carolina	51.8	13.4	23.7	61.2	69.3	75.2	71.0

Note: "NA" = "not available." States are ordered from highest to lowest percentage employed for the age group 55 to 64.

Source: US. Bureau. "Preliminary 2009."

Appendix C

Eligible Provider Application Form

PROVIDER APPLICATION FOR TRAINING SERVICE ELIGIBILITY – REVISED 2/04

For WIA Office Use Only	
Date Received:	_____
Date Reviewed:	_____
LWIB Approved/Denied:	_____

1. Name of Local Workforce Investment Area Where Training Program Is Offered			

2. Provider/Organization Name: _____			
		5. Facility is applying for eligibility under (pick one):	
3. Federal ID Number: _____		_____ HEA Funding Title IV	
4. Proprietary License #: _____		_____ Registered Apprenticeship	
		_____ Other	
6. Does Provider Offer a Refund Policy? <input type="checkbox"/> Yes <input type="checkbox"/> No			
If yes, briefly explain: _____			
7. Mailing Address:			
Street or P.O. Box	City	State	Zip
8. Street Address/Location:			
(Physical location of provider)	City	State	Zip
9. Phone: () _____		Extension: _____	
		10. Fax: () _____	
11. Home Page Address: _____			
12. Contact Person/Application Respondent: _____			
13. Title: _____			
14. Address: _____			
15. Phone: () _____		Extension: _____	
16. E-mail Address: _____			
Certification: I certify that the information given in this application is correct and true to the best of my knowledge and was prepared in accordance with the accompanying instructions. Willfully making false statements on this application or any attachments will deem this provider ineligible to provide services under the Workforce Investment Act of 1998.			
17. Signature: _____			
		18. Title: _____	
19. Submittal Date: _____			

TRAINING PROGRAM/COURSE INFORMATION – REVISED 2/04

1. Training Program Name: _____		2. CIP Code: _____									
3. Program is applying for consideration of (pick one): Initial eligibility _____ or Subsequent Eligibility _____											
4. The Provider has been operating this program (circle one): Less than one year More than one year More than three years More than five years											
5. ALL required performance data has been submitted for this training program. <input type="checkbox"/> Yes <input type="checkbox"/> No											
6. If no, provide written justification for non-submission of data.											
7. If answer to question 5 is no, describe plans to track and record the required data for subsequent eligibility.											
8. Is Program HEA Approved: <input type="checkbox"/> Yes <input type="checkbox"/> No		9. Upon completion, what type of Degree/Certificate is awarded? _____									
10. Training Program Length (see instructions): _____											
Days	Weeks	Months	Years	Clock Hours	Credit Hours	Semesters	Quarters	Other (if other, explain)			
11. Training Program Description (see instructions):											

TRAINING PROGRAM LOCATION AND PERFORMANCE INFORMATION – REVISED 2/04

1. State: _____ 2. County: _____
 3. LWIA: _____ 4. Campus: _____

5. Physical Address of Program:

 City State Zip

6. Is this program considered a distance learning program? Yes No

7. Contact Person for this Program: _____ Title: _____

8. Mailing Address of Contact Person:

 City State Zip

9. Contact Phone: () _____ Extension: _____

10. Contact E-mail Address: _____

11. Is this site in compliance with the Americans Disability Act (ADA)? Yes No

Training Program Costs:

12. Tuition	13. Fees	14. Textbooks	15. Supplies/misc.	16:Total:

PERFORMANCE INFORMATION

<u>To Be Completed by Facility Staff</u>	<u>To Be Completed By LWIA Staff</u>
Participant Universe:	WIA Participants:
17. Reporting Period From _____ To _____	22. Reporting Period From _____ To _____
18. Number of Participants _____	23. Entered Employment Rate of Completers _____ %
19. Completion Rate _____ %	24. Retention Rate of Completers _____ %
20. Entered Employment Rate _____ %	25. Hourly Wage of Completers \$ _____
21. Hourly Wage at Placement \$ _____	26. Credential Rate _____ %

In accordance with 122 (d)(1)(A) of the WORKFORCE INVESTMENT ACT (WIA), this facility will attest to the fact that the above performance data submitted is verifiable by program and can be made available for review upon request.

Signature: _____ Title: _____

Date: _____

Appendix D

Senior Community Service Employment Program Distribution of Available Spots by County and Provider Program Year 2009-2010

County	State	National Providers		Total
		AARP	Experience Works National Council on Aging	
Adair			8	8
Allen			7	7
Anderson	4			4
Ballard	3			3
Barren			14	14
Bath				3
Bell	4		11	15
Boone				5
Bourbon				5
Boyd				15
Boyle	2		6	8
Bracken	3			3
Breathitt	4		4	8
Breckinridge	7			7
Bullitt			8	8
Butler	3		2	5
Caldwell	4			4
Calloway	5			5
Campbell				14
Carlisle	3			3
Carroll				2
Carter				11
Casey			8	8
Christian	1		15	16
Clark				8
Clay	5		10	15
Clinton			6	6
Crittenden	4			4
Cumberland			5	5
Daviess	2		21	23
Edmonson	3		2	5
Elliott				5

County	State	National Providers			Total
		AARP	Experience Works	National Council on Aging	
Estill			6		6
Fayette	3			34	37
Fleming	5			2	7
Floyd	2			13	15
Franklin	6			6	12
Fulton	5				5
Gallatin				2	2
Garrard	6				6
Grant				3	3
Graves	8		4		12
Grayson	3		5		8
Green			6		6
Greenup				11	11
Hancock	1		1		2
Hardin	5		9		14
Harlan	10		6		16
Harrison				5	5
Hart	5		3		8
Henderson	1		8		9
Henry				3	3
Hickman	3				3
Hopkins	4		9		13
Jackson	3		4		7
Jefferson		130			130
Jessamine				6	6
Johnson				9	9
Kenton				23	23
Knott	5				5
Knox			18		18
LaRue	3		2		5
Laurel	2		17		19
Lawrence				9	9
Lee			5		5
Leslie	2		3		5
Letcher	6			3	9
Lewis	5			2	7
Lincoln	7		3		10
Livingston	3				3
Logan			10		10
Lyon	2				2

County	State	National Providers			Total
		AARP	Experience Works	National Council on Aging	
Madison				18	18
Magoffin				8	8
Marion			5		5
Marshall	5		8		13
Martin				8	8
Mason	6				6
McCracken	7		3		10
McCreary			8		8
McLean			6		6
Meade	3				3
Menifee			3		3
Mercer	4			2	6
Metcalfe			5		5
Monroe			7		7
Montgomery				10	10
Morgan			6		6
Muhlenberg			13		13
Nelson			9		9
Nicholas				3	3
Ohio	1		7		8
Oldham				3	3
Owen				3	3
Owsley			3		3
Pendleton				3	3
Perry	7		8		15
Pike	5			20	25
Powell	1		4		5
Pulaski			22		22
Robertson	1				1
Rockcastle			9		9
Rowan				10	10
Russell			9		9
Scott				5	5
Shelby				5	5
Simpson			5		5
Spencer				2	2
Taylor			8		8
Todd			5		5
Trigg	4				4
Trimble				2	2

County	State	National Providers			Total
		AARP	Experience Works	National Council on Aging	
Union	2				2
Warren	7		13		20
Washington			4		4
Wayne			11		11
Webster	2				2
Whitley	6		9		15
Wolfe			4		4
Woodford	1			2	3
Total	224	130	440	303	1,097

Source: Program Review staff presentation of data received from the US Department of Labor.

Appendix E

GED Funding, Enrollment, and Number Awarded for People 55 and Older by County Fiscal Year 2009

County	Funding	Enrollment			GEDs Awarded		
		Total	55 and Older		Total	55 and Older	
			Number	Percent		Number	Percent
Adair	\$172,551	195	28	14.4%	57	0	0.0%
Allen	157,663	226	34	15.0	84	2	2.4
Anderson	108,381	186	11	5.9	31	2	6.5
Ballard	68,634	69	0	0.0	17	0	0.0
Barren	299,543	301	27	9.0	88	3	3.4
Bath	114,896	163	18	11.0	18	1	5.6
Bell	335,866	457	9	2.0	64	2	3.1
Boone	420,424	695	46	6.6	145	1	0.7
Bourbon	126,510	166	6	3.6	56	0	0.0
Boyd	327,514	415	18	4.3	57	0	0.0
Boyle	174,963	165	5	3.0	48	1	2.1
Bracken	68,423	132	10	7.6	21	1	4.8
Breathitt	169,828	285	7	2.5	69	0	0.0
Breckinridge	152,528	195	7	3.6	60	1	1.7
Bullitt	377,435	443	12	2.7	135	1	0.7
Butler	128,991	133	24	18.0	25	2	8.0
Caldwell	92,496	65	5	7.7	15	1	6.7
Calloway	212,387	239	10	4.2	34	2	5.9
Campbell	513,193	598	12	2.0	225	1	0.4
Carlisle	60,000	38	2	5.3	4	0	0.0
Carroll	83,708	166	5	3.0	40	1	2.5
Carter	241,819	293	18	6.1	55	0	0.0
Casey	170,586	258	7	2.7	60	1	1.7
Christian	384,629	533	19	3.6	159	0	0.0
Clark	219,005	268	15	5.6	70	3	4.3
Clay	314,189	375	7	1.9	93	1	1.1
Clinton	116,688	144	11	7.6	30	0	0.0
Crittenden	82,295	122	4	3.3	35	0	0.0
Cumberland	82,192	152	17	11.2	10	0	0.0
Daviess	543,712	785	41	5.2	164	2	1.2

County	Funding	Enrollment			GEDs Awarded		
		Total	55 and Older		Total	55 and Older	
			Number	Percent		Number	Percent
Edmonson	\$114,930	217	25	11.5%	19	0	0.0%
Elliott	79,745	105	7	6.7	9	0	0.0
Estill	164,590	219	11	5.0	51	0	0.0
Fayette	1,224,698	1,497	92	6.1	321	4	1.2
Fleming	116,619	90	6	6.7	11	0	0.0
Floyd	429,499	207	15	7.2	42	0	0.0
Franklin	273,798	461	15	3.3	119	1	0.8
Fulton	64,379	105	4	3.8	15	0	0.0
Gallatin	62,100	105	3	2.9	21	2	9.5
Garrard	121,099	93	4	4.3	37	0	0.0
Grant	152,494	136	7	5.1	46	0	0.0
Graves	260,049	406	31	7.6	37	0	0.0
Grayson	228,827	202	13	6.4	74	2	2.7
Green	115,482	205	24	11.7	33	2	6.1
Greenup	258,808	222	12	5.4	45	0	0.0
Hancock	69,067	96	2	2.1	17	1	5.9
Hardin	481,305	598	32	5.4	196	1	0.5
Harlan	346,893	566	6	1.1	45	1	2.2
Harrison	121,237	100	10	10.0	27	0	0.0
Hart	179,650	312	20	6.4	38	1	2.6
Henderson	264,420	485	34	7.0	94	1	1.1
Henry	106,384	95	7	7.4	23	0	0.0
Hickman	60,000	83	7	8.4	4	0	0.0
Hopkins	351,132	656	31	4.7	106	4	3.8
Jackson	157,767	279	18	6.5	44	1	2.3
Jefferson	3,435,300	5,912	381	6.4	849	7	0.8
Jessamine	219,042	347	19	5.5	68	1	1.5
Johnson	222,176	543	5	0.9	37	0	0.0
Kenton	815,068	1,005	43	4.3	200	2	1.0
Knott	178,030	170	4	2.4	16	0	0.0
Knox	365,331	477	11	2.3	52	1	1.9
LaRue	98,768	142	10	7.0	21	0	0.0
Laurel	480,054	660	41	6.2	144	1	0.7
Lawrence	164,797	305	11	3.6	23	0	0.0
Lee	102,490	192	6	3.1	43	2	4.7
Leslie	146,394	146	13	8.9	12	0	0.0
Letcher	269,423	164	6	3.7	37	0	0.0
Lewis	149,289	266	8	3.0	45	1	2.2
Lincoln	212,423	284	12	4.2	61	1	1.6

County	Funding	Enrollment			GEDs Awarded		
		Total	55 and Older		Total	55 and Older	
			Number	Percent		Number	Percent
Livingston	\$73,056	35	4	11.4%	3	0	0.0%
Logan	217,041	281	20	7.1	42	2	4.8
Lyon	77,849	114	2	1.8	46	0	0.0
Madison	418,986	324	24	7.4	94	0	0.0
Magoffin	165,383	322	53	16.5	21	0	0.0
Marion	140,984	96	3	3.1	65	0	0.0
Marshall	205,909	120	4	3.3	19	0	0.0
Martin	138,675	183	31	16.9	13	0	0.0
Mason	117,963	412	12	2.9	77	0	0.0
McCracken	367,878	604	16	2.6	176	0	0.0
McCreary	203,635	301	30	10.0	61	3	4.9
McLean	77,026	32	14	43.8	10	1	10.0
Meade	163,193	245	14	5.7	43	0	0.0
Menifee	74,059	131	12	9.2	13	0	0.0
Mercer	135,987	89	7	7.9	24	0	0.0
Metcalfe	105,901	79	3	3.8	34	0	0.0
Monroe	127,164	138	10	7.2	29	0	0.0
Montgomery	172,654	154	0	0.0	63	0	0.0
Morgan	160,351	221	10	4.5	57	1	1.8
Muhlenberg	291,651	420	27	6.4	52	1	1.9
Nelson	208,706	286	17	5.9	86	1	1.2
Nicholas	63,720	116	2	1.7	9	0	0.0
Ohio	193,090	201	9	4.5	43	1	2.3
Oldham	243,017	274	25	9.1	66	1	1.5
Owen	85,741	57	4	7.0	15	0	0.0
Owsley	62,410	54	3	5.6	5	0	0.0
Pendleton	96,462	131	8	6.1	22	0	0.0
Perry	310,846	291	16	5.5	52	1	1.9
Pike	676,074	936	42	4.5	106	0	0.0
Powell	143,396	134	12	9.0	61	0	0.0
Pulaski	504,281	845	171	20.2	139	2	1.4
Robertson	60,000	15	0	0.0	2	0	0.0
Rockcastle	176,376	140	9	6.4	26	0	0.0
Rowan	159,576	242	17	7.0	49	1	2.0
Russell	162,626	272	13	4.8	41	0	0.0
Scott	169,690	247	14	5.7	104	0	0.0
Shelby	199,948	260	11	4.2	70	0	0.0
Simpson	110,071	84	4	4.8	59	0	0.0
Spencer	73,507	73	6	8.2	9	0	0.0

County	Funding	Enrollment			GEDs Awarded		
		Total	55 and Older		Total	55 and Older	
			Number	Percent		Number	Percent
Taylor	\$181,339	395	31	7.8%	71	0	0.0%
Todd	109,175	142	6	4.2	27	1	3.7
Trigg	93,771	156	25	16.0	21	1	4.8
Trimble	62,028	30	2	6.7	6	0	0.0
Union	105,729	104	7	6.7	12	0	0.0
Warren	510,594	632	38	6.0	169	0	0.0
Washington	85,672	64	3	4.7	35	0	0.0
Wayne	213,664	280	7	2.5	67	2	3.0
Webster	107,521	105	10	9.5	34	0	0.0
Whitley	338,278	588	31	5.3	91	2	2.2
Wolfe	81,571	45	6	13.3	13	0	0.0
Woodford	123,302	148	7	4.7	20	0	0.0
State	\$28,132,132	38,063	2,293	6.0%	7,523	87	1.2%

Note: Total state funding does not equal the sum of the county-level funding amounts in the table, which are rounded to the nearest dollar. Enrollment and completion of a GED program could occur in different years because there is no set period of time for completing a GED.

Source: Staff analysis of data provided by Kentucky Adult Education.