

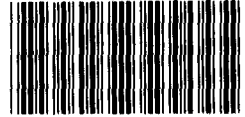


United States
General Accounting Office
Washington, D.C. 20548

Human Resources Division

July 24, 1992

The Honorable Edward M. Kennedy, Chairman
Committee on Labor and Human Resources
United States Senate



147182

Dear Mr. Chairman:

The enclosed materials were prepared at the Committee's request and summarize information on the federally supported employment and training assistance available to out of school youth or adults not enrolled in advanced degree programs. The material includes a chart showing the executive branch agencies responsible for employment and training programs (enclosure 1), briefing charts summarizing the information we compiled (enclosure 2), a table listing the number of employment and training programs in each federal agency and their fiscal year 1990 and 1991 funding (enclosure 3), and detailed listings of the programs with their fiscal year 1990 and 1991 funding (enclosure 4). This information was compiled from the Catalog of Federal Domestic Assistance, fiscal year 1990 and 1991 federal budgets, agency documents, and discussions with agency officials.

We found 125 federal programs that provide various forms of employment and training assistance to adults and out of school youth with FY 1991 appropriations of \$16.3 billion. Some programs, such as the dislocated worker assistance program operated as title III of the Job Training Partnership Act, are counted as 3 programs--one with direct formula funding to local programs, another providing funds at the governors' discretion and a third providing funds at the discretion of the Secretary of Labor. Each is seen from the local level as an independent source of funding for dislocated worker assistance.

These programs were administered by 14 federal departments or independent agencies. However, most of the programs and the majority of the funding were for programs administered by either the Department of Education (49 programs with \$8.1 billion in funding) or the Department of Labor (30 programs with \$5.7 billion in funding). While four of the programs had funding of over \$1 billion each, many programs (72) had funding of less than \$50 million.

GAO/HRD-92-39R, Multiple Employment Programs

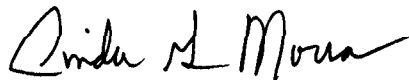
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Most of the programs have particular target populations such as the economically disadvantaged, youth, or those with physical or mental disabilities. And, many of them provide similar services, such as counseling and assessment, occupational training or job placement services. In fact, we found many programs provide similar services to the same target populations. For example, we found 40 programs providing counseling and assessment to the economically disadvantaged, and 34 programs providing this group with remedial or basic skills training.

This myriad of programs creates the potential for overlapping services and confusion on the part of local service providers and individuals seeking assistance. Although multiple programs are an acknowledged problem, many barriers exist to effective program coordination or the integration of program services, such as varying target group definitions, differing administrative rules, and competition between programs. In related work we found examples of local Job Training Partnership Act (JTPA) programs coordinating their services with other programs, such as the Job Opportunities and Basic Skills (JOBS) programs (Job Training Partnership Act: Actions Needed to Improve Participant Support Services, GAO/HRD-92-124, June 12, 1992).

If you have any questions or would like to discuss this material further, please call me at (202) 512-7014, Sigurd Nilsen at (202) 512-7003, or Robert Rogers at (313) 256-8000.

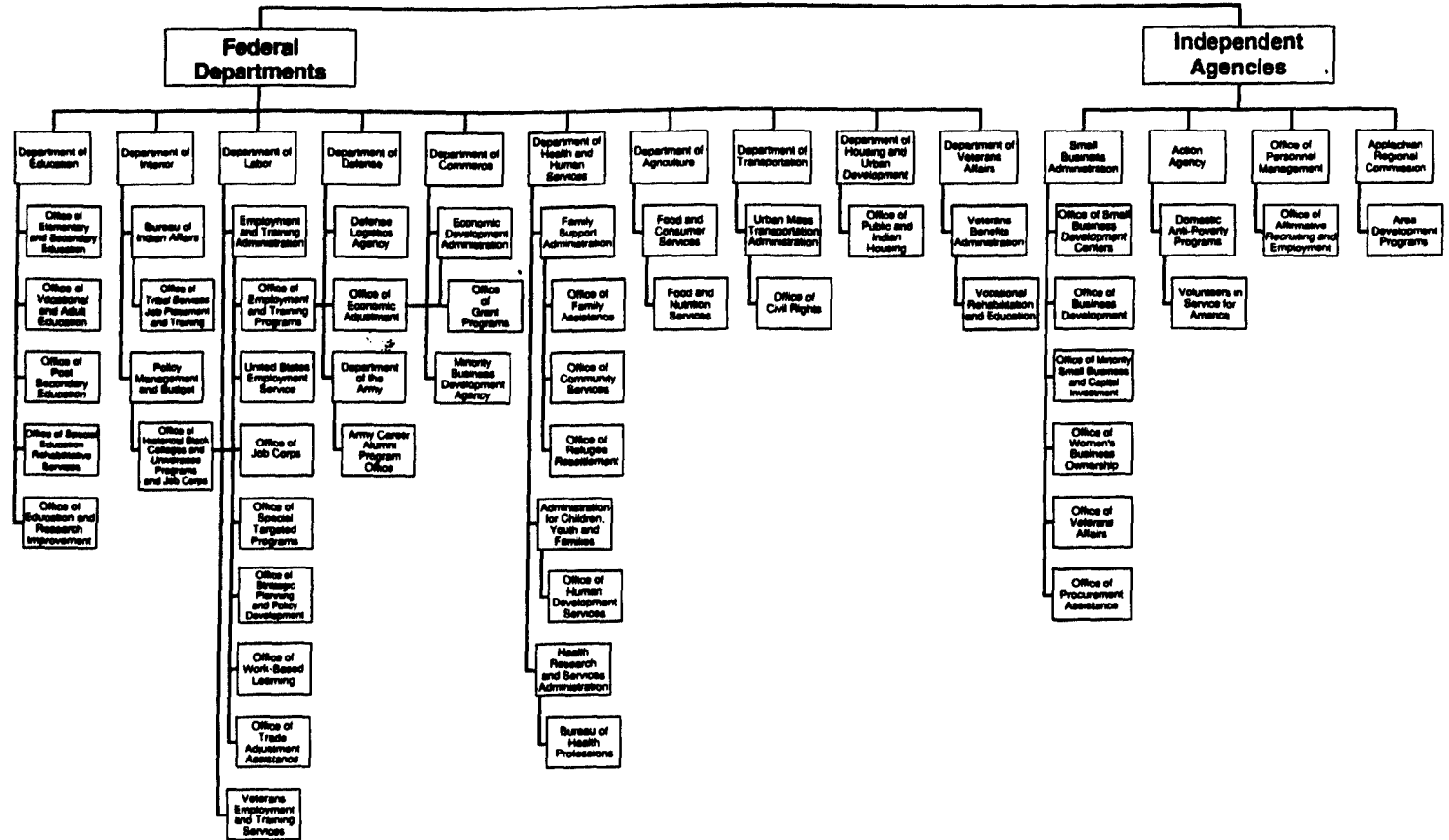
Sincerely yours,



Linda G. Morra, Director
Education and Employment Issues

Enclosures - 4

GAO Executive Branch Agencies Responsible for Employment and Training Programs



**GAO OVERLAPPING EMPLOYMENT
AND TRAINING PROGRAMS**

**Briefing for
Congressional Staff**

**GAO OBJECTIVE: Assess Potential
for Overlap and Confusion**

**Identify programs with similar
services for similar groups**

**Identify differing program
definitions**

**Follow funding channels from
federal to state to local levels**

**GAO Myriad of Programs Create
Overlap and Confusion**

**125 programs provide similar
services to similar target
groups**

**Coordination hampered
by many factors**

**Coordination difficult because
funding channels resemble a
sieve rather than a funnel**

GAO SCOPE AND METHODOLOGY

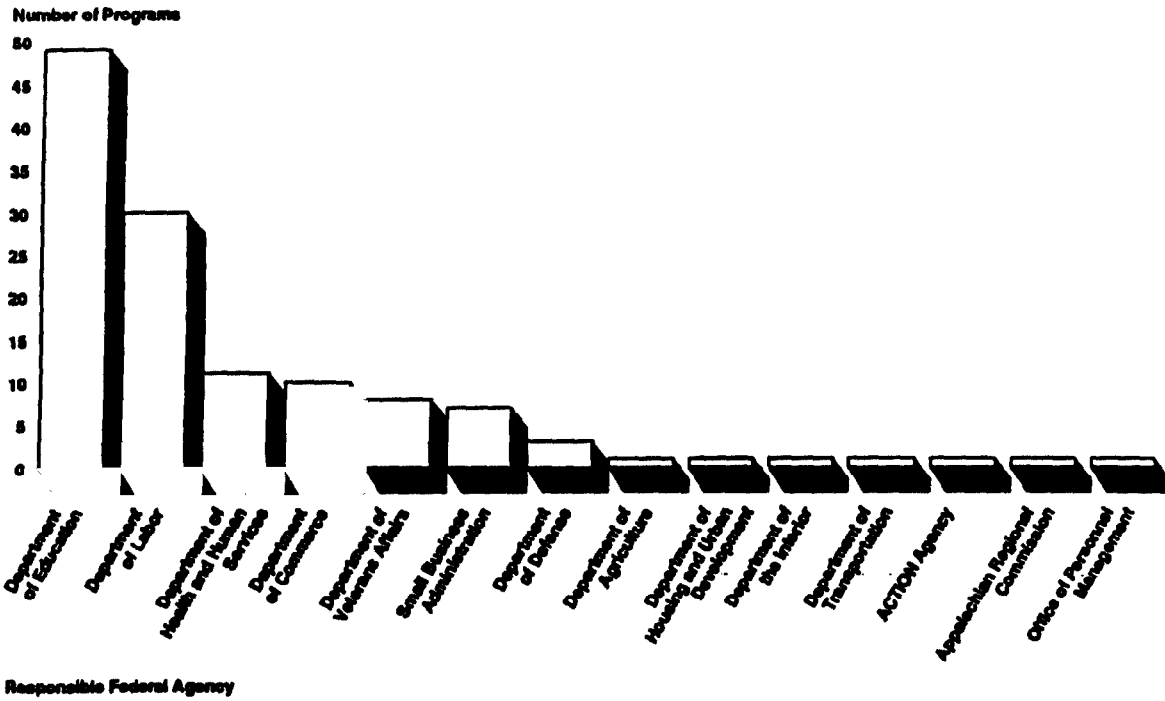
Identified federally funded programs designed to...

- **assist the unemployed**
- **create employment**
- **enhance employability**

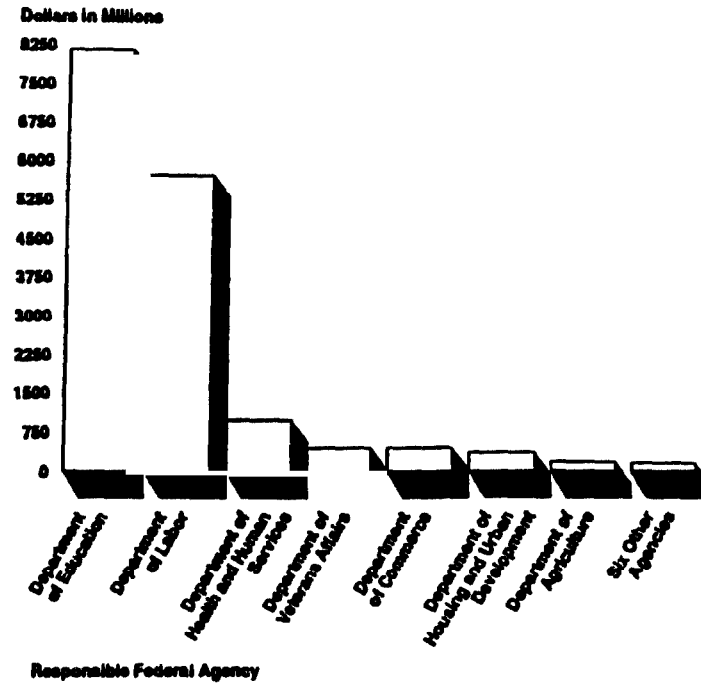
that provided services to...

- **out-of-school youth**
 - **adults not enrolled in advanced degree programs**
-

GAO 125 Programs Across 14 Federal Agencies

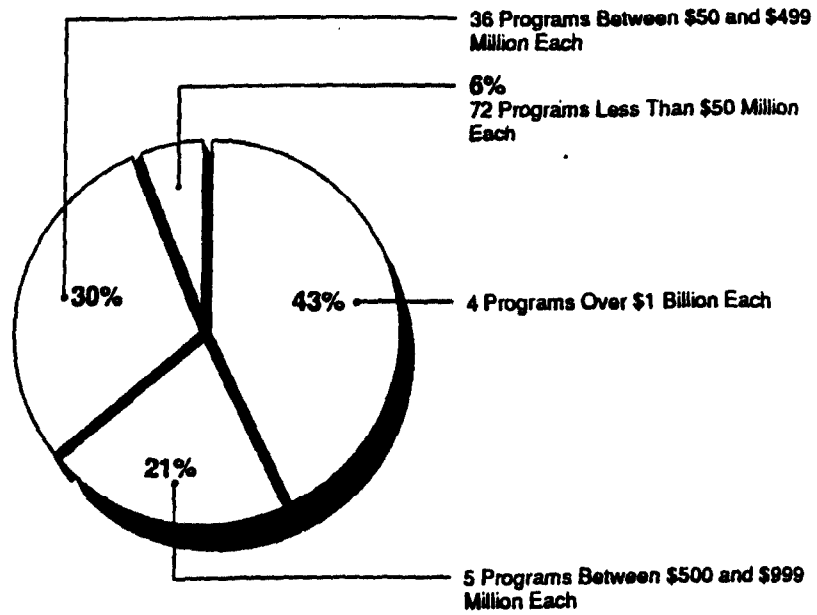


GAO Programs Spend \$16 Billion... Most in Education and Labor



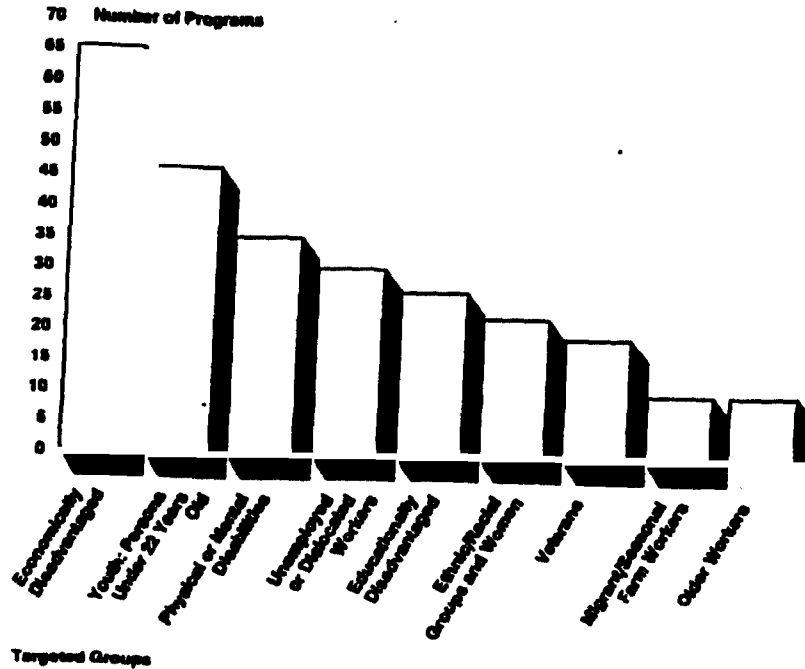
Based on FY 1991 funding levels for 13 of the 14 federal agencies.

GAO 72 Programs Spend Less Than \$50 Million Each

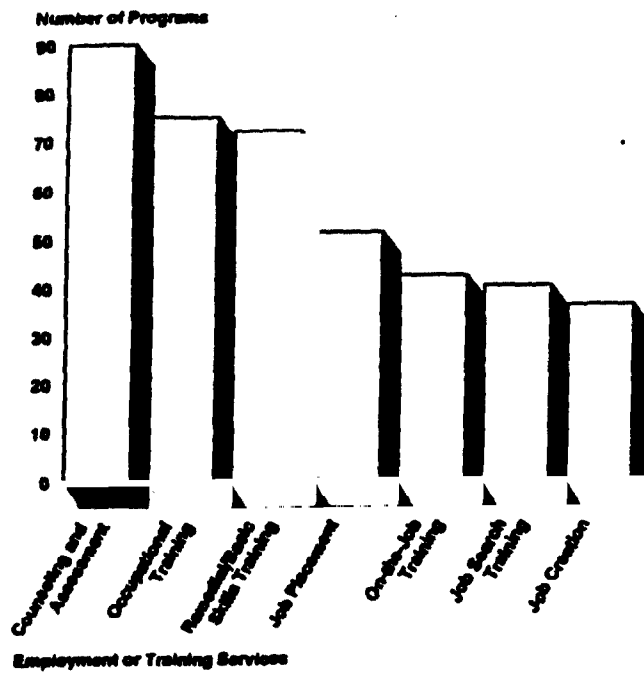


Note: Distribution is for the 117 programs funded in FY 1991.

GAO Many Programs Serve the Same Target Groups ...



GAO ... And Provide Similar Services



GAO Result: Overlapping Services

EMPLOYMENT AND TRAINING SERVICES

TARGETED GROUPS	Counseling and Assessment	Remedial/Basic Skills Training	Classroom Occupational Trng	On-the-Job Training	Job Search Training	Job Placement	Job Creation
Economically Disadvantaged	40	34	37	23	26	29	27
Youth: Persons Under 22 yrs Old	37	36	27	17	17	23	6
Physical or Mental Disabilities	29	21	21	16	16	22	7
Educationally Disadvantaged	18	22	9	5	5	8	4
Unemployed or Dislocated Workers	20	12	18	13	14	15	18
Veterans	15	11	8	7	7	9	4
Ethnic/Racial Groups and Women	18	8	14	10	8	13	8
Migrant or Seasonal Farm Workers	8	9	5	3	4	6	3
Older Workers	9	7	8	6	8	8	5

**GAO Differing Definitions Create
Barriers to Coordination**

**Varying target group
definitions result in**

- Confusion among programs
serving the same target groups**
 - Exclusion from some
programs serving the same
target groups**
-

GAO Programs Differ in Defining Economically Disadvantaged

Eligibility based on ...

- **Level of income**
 - **Ability to pay**
 - **Welfare status**
 - **Residency in depressed area**
-

GAO **Coordination Hampered by
Fragmented Control of Funds**

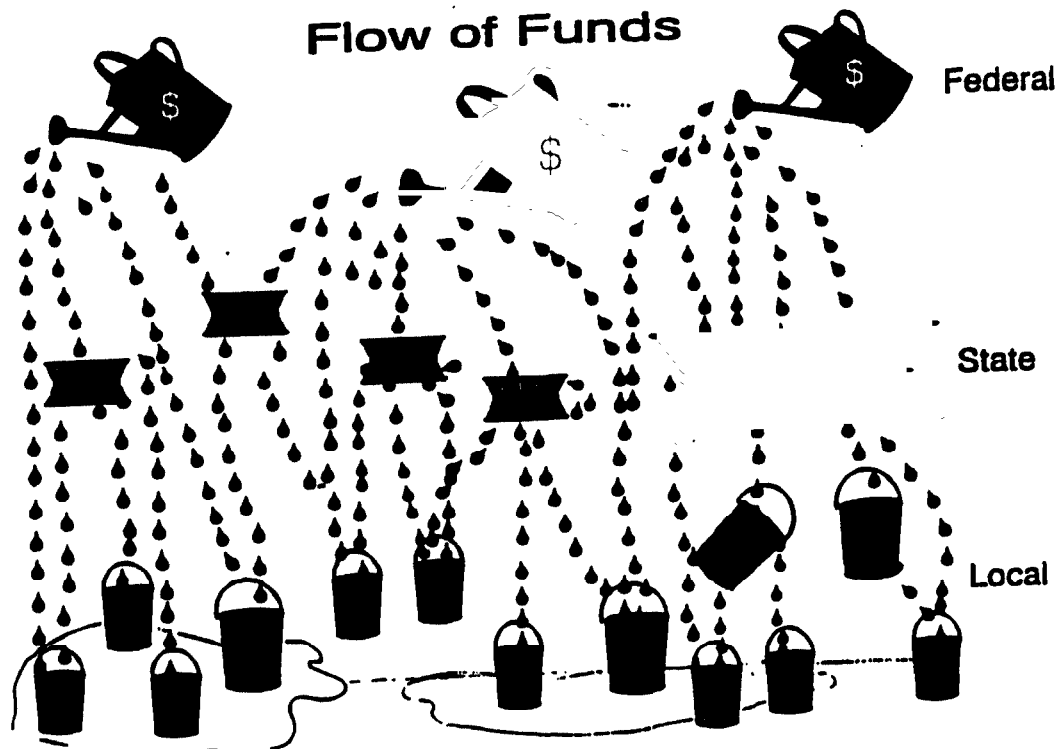
Control lies at many levels

- **State administrative agencies**
- **Local administrative agencies**
- **Local service providers**

**Multitude of agencies
deliver services**

**In contrast, school districts
coordinate Elementary and
Secondary funds and services**

GAO Funding Process: More Like a Sieve Than a Funnel



GAO Other Barriers to Coordination

Differing administrative rules:

- **planning cycles**
 - **accountability**
 - **data collection requirements**
-

**GAO Multiple Programs
An Acknowledged Problem**

**Attempts to improve
coordination:**

Federal initiatives

- coordinating councils
- client advocacy programs

State initiatives

- agency reorganization
 - one-stop shopping
 - client tracking systems
 - new coordinating councils
-

**FEDERAL EMPLOYMENT AND TRAINING PROGRAMS: FUNDING LEVELS BY AGENCY
FISCAL YEAR 1990 AND 1991**

<u>FEDERAL AGENCY</u>	<u>Number of Programs</u>	<u>Funding Levels</u> <u>(000 omitted)</u>		<u>Percent of Total</u>	
		<u>FY 90</u>	<u>FY 91</u>	<u>FY 90</u>	<u>FY 91</u>
ACTION Agency	1	\$ 3,053	\$ 6,050	0.02	0.04
Department of Agriculture	1	137,000	166,000	0.92	1.01
Appalachian Regional Commission	1	10,000	10,000	0.07	0.06
Department of Commerce	10	255,220	426,546	1.71	2.60
Department of Defense	3	12,442	14,168	0.08	0.09
Department of Education	49	7,681,052	8,139,819	51.40	49.59
Department of Health and Human Services	11	850,521	968,199	5.69	5.90
Department of Housing and Urban Development	1	na	340,343	--	2.07
Department of Interior	1	23,379	21,789	0.16	0.13
Department of Labor	30	5,461,183	5,802,105	36.54	35.35
Office of Personnel Management	1	na	na	--	--
Small Business Department of	7	106,659	89,724	0.71	0.55
Transportation	1	1,135	1,493	0.01	0.01
Department of Veterans Affairs	8	402,666	426,853	2.69	2.60
TOTAL	125	\$14,944,309	\$16,413,089	100	100

Legend: na - funding levels unavailable

**FEDERAL EMPLOYMENT AND TRAINING PROGRAMS
FUNDING LEVELS BY PROGRAM AND AGENCY
FISCAL YEAR 1990 AND 1991**

Federal agency	Program name	Funding Level (000 omitted)	
		FY 1990	FY1991
ACTION Agency	Literacy Corps	\$ 3,053	\$ 6,050
Department of Agriculture	Food Stamp Employment and Training	\$137,000	\$166,000
Appalachian Regional Commission	Appalachian Area Development Programs	\$ 10,000	\$ 10,000
Department of Commerce	Minority Business Development Centers	\$ 23,714	\$ 24,960
	American Indian Program	\$ 1,495	\$ 25,00
	Economic Development - Public Works Projects	\$109,830	\$140,825
	Economic Development - Business Development	\$ 35,000	\$150,000
	Economic Development - Planning Organizations	\$ 23,102	\$ 23,102
	Economic Development - Technical Assistance	\$ 6,613	\$ 6,613
	Economic Development - Public Works Impact Project	na	na <u>b/</u>
	Economic Development - State and Local Planning	\$ 4,724	\$ 4,724
	Sudden/Severe Economic Dislocation and Deterioration	\$ 50,742	\$ 24,371
	Community Economic Adjustment Assistance Program	—	\$50,000 <u>c/</u>
	Total	\$255,220	\$426,546

**FEDERAL EMPLOYMENT AND TRAINING PROGRAMS
FUNDING LEVELS BY PROGRAM AND AGENCY
FISCAL YEAR 1990 AND 1991**

Federal agency	Program name	Funding Level	
		FY 1990	FY 1991
Department of Defense	Defense Technical Assistance for Business Firms	\$10,700	\$9,000
	Military Base Reuse Studies/Community Planning	\$1,742	\$5,168
	Army Job Assistance Centers	--	na
	Total	\$12,442	\$14,168
Department of Education	Even Start	\$23,475	\$48,278
	Even Start - Migrant Education	\$726	\$1,493
	Women's Educational Equity Program	\$2,098	\$1,995
	Adult Indian Education	\$4,078	\$4,226
	Migrant Education - High School Equivalency Program	\$7,858	\$7,807
	School Dropout Program	\$19,945	\$34,064
	Adult Education - State Administered Programs	\$157,811	\$201,035
	Adult Education for the Homeless	\$7,397	\$9,759
	National Adult Education Discretionary Program	\$1,973	\$7,807
	Vocational Education Program Improvement	\$359,755	\$361,855
	Voc Ed Opportunities for Disadvantaged Individuals	\$184,061	\$185,135
	Voc Ed Opportunities for Handicapped Individuals	\$83,664	\$84,152

Federal agency	Program name	Funding Level	
		FY 1990	FY 1991
	Voc Ed Opportunities for Adults in Need of Training	\$100,397	\$100,983
	Voc Ed Opportunities for Single Parents and Homemaker	\$65,824	\$63,114
	Voc Ed Opportunities for Sex Equity	\$27,104	\$25,246
	Voc Ed Opportunities for Criminal Offenders	\$7,744	\$8,415
	Voc Ed - Cooperative Demonstration Programs	\$11,096	\$12,970
	Voc Ed - Indian and Hawaiian Natives Program	\$13,106	\$13,218
	Voc Ed - Community Based Organizations	\$10,850	\$11,711
	Bilingual Vocational Education	\$2,959	\$2,888
	Workplace Literacy	\$19,726	\$19,251
	English Literacy Program	\$5,888	\$976
	Demonstration Centers for Retraining Dislocated Workers	\$491	\$500
	Consumer and Homemaking Education	\$34,176	\$33,352
	Tech-Prep Education	--	\$63,434 _c /
	Student Literacy Corps	\$5,042	\$5,367
	Pell Grants	\$1,921,791	\$2,149,713 _h /
	Guaranteed Student Loan Programs	\$1,895,059	\$1,780,724 _i /
	Supplemental Educational Opportunity Grants	\$110,076	\$124,837 _j /
	Upward Bound	\$106,002	\$143,382
	Talent Search	\$27,115	\$46,000
	College Work Study	\$601,765	\$594,689

Federal agency	Program name	Funding Level	
		FY 1990	FY 1991
	Carl Perkins Loan Program	\$12,567	\$14,521h/
	State Student Incentive Grants	\$8,581	\$9,212i/
	Educational Opportunity Centers	\$12,095	\$14,000
	Veterans Education Outreach Program	\$2,801	\$2,733
	Student Support Services	\$90,638	\$120,700
	Rehabilitation Services - Basic Grants to States	\$1,528,498	\$1,632,625
	Postsecondary Education for Handicapped Person	\$6,510	\$8,559
	Secondary Schools Basic Skills Programs	\$4,938	\$0d/
	National Center for Deaf-Blind Youths and Adults	\$4,938	\$5,367
	Handicapped Migratory and Seasonal Farm Workers	\$1,086	\$1,060
	Projects with Industry Program	\$18,765	\$19,445
	Rehabilitation Services - Demonstration	\$32,269	\$18,368
	Supported Employment - State Grants	\$27,630	\$29,150
	Supported Employment - Discretionary Programs	\$9,876	\$10,023
	Comprehensive Services for Independent Living	\$12,938	\$13,619
	Library Literacy	\$5,365	\$8,163
	Library Service Programs	\$82,505	\$83,898
	Total	\$7,681,052	\$8,139,819

Federal agency	Program name	Funding Level	
		FY 1990	FY 1991
Department of Health and Human Services	Job Opportunities and Basic Skills Program	\$463,038	\$600,000
	Work Incentive Program/WIN Demonstrations	\$20,000	\$0
	Community Service Block Grant	\$80,100	\$86,856
	Community Service Block Grant - Discretionary	\$23,092	\$23,219
	Community Service Block Grant Demonstrations	\$3,495	\$0
	Refugee Assistance - Voluntary Agencies	\$54,936	\$39,036
	Refugee Assistance - Social Services	\$75,000	\$82,951
	Runaway and Homeless Youth - Transitional Living	\$9,500	\$8,000
	Independent Living	\$50,000	\$60,000
	Health Careers Opportunity Program	\$27,308	\$19,342
	Total	\$850,521	\$968,199
Department of Housing and Urban Development	Operation Bootstrap/Family Self-Sufficiency Program	na	\$340,343
Department of the Interior	Indian Employment Assistance Programs	\$23,379	\$21,789
Department of Labor	JTPA II-A-Disadvantaged Adults and Youth (SDA 78%)	\$1,360,950	\$1,387,218
	JTPA II-A-Education and Coordinator (Governor's 8%)	\$139,585	\$142,279
	JTPA II-A Older Workers (Governor's 3%)	\$52,344	\$53,355
	JTPA II-A-Incentive Bonus (Governor's 6%)	\$104,688	\$106,709

Federal agency	Program name	Funding Level	
		FY 1990	FY 1991
	JTPA II-B - Disadvantaged Summer Youth (Regular)	\$686,777	\$670,186
	JTPA II-B - Disadvantaged Summer Youth (Native American)	\$13,000	\$12,726
	Dislocated Worker (SDA 50%)	\$185,441	\$210,794
	Dislocated Worker (Governor's 50% Discretionary)	\$185,441	\$210,794
	Dislocated Worker (Secretary's 20% Discretionary)	\$92,721	\$105,397
	JTPA Defense Conversion Adjustment Program	--	\$150,000 _c /
	JTPA Clear Air Employment Transition Assistance	--	-- _e /
	JTPA Migrant and Seasonally Employed Farmworkers	\$69,047	\$70,288
	JTPA Research and Development Projects	\$15,712	\$12,927
	JTPA Pilot and Demonstration Projects	\$30,467	\$36,216
	Federal Bonding Program	\$184	\$185
	JTPA Native American Employment & Training	\$58,193	\$59,625
	Senior Community Service Employment Program	\$367,013	\$390,360
	JTPA Job Corps	\$802,614	\$867,497
	Apprenticeship Training	\$15,517	\$16,051
	Trade Adjustment Assistance	\$280,024	\$269,500
	Targeted Jobs Tax Credit	\$24,653	\$19,518
	Employment Service (Wagner Peyser 7a)	\$701,135	\$724,605

Federal agency	Program name	Funding Level	
		FY 1990	FY 1991
	Employment Service (Governor's 10% Discretionary)	\$77,904	\$80,512
	Alien Labor Certification Program	\$32,515	\$33,554
	Interstate Job Bank	\$1,648	\$1,701
	JTPA Veterans Employment Program	\$9,345	\$9,120
	Disabled Veterans Outreach Program	\$74,398	\$77,170
	Local Veterans Employment Representatives	\$68,532	\$71,095
	Homeless Veterans Reintegration Project	\$1,920	\$2,018
	Job Training for the Homeless Demonstration Program	\$9,423	\$10,705
	Total	\$5,461,183	\$5,802,105
Office of Personnel Management	Disadvantaged Youth - Summer Employment Program	na	na
Small Business Administration	Small Business Assistance for Disadvantaged Persons	\$8,700	\$8,700
	Small Business Development Centers	\$49,338	\$30,000
	Women's Business Ownership Assistance	\$2,000	\$3,600
	Veteran's Entrepreneurial Training Assistance	\$268	\$270
	Service Corps of Retired Executive Association	\$1,599	1,581
	Business Development to Small Business	\$18,173	\$18,039
	Minority Business Procurement Assistance	\$26,581	\$27,534
	Total	\$106,659	\$89,724

Federal agency	Program name	Funding Level	
		FY 1990	FY 1991
Department of Transportation	Transportation Human Resources Programs	\$1,135	\$1,493
Department of Veterans Affairs	All-volunteer Force Education Assistance	\$88,207	\$152,81g/
	Survivors and Dependents Educational Assistance	\$46,735	\$46,478
	Vocational Rehabilitation for Disabled Veterans	\$136,780	\$120,919
	Post-Vietnam Era Veteran Education Assistance	\$59,746	\$59,217g/
	Educational Assistance for the Select Reserve	\$41,367	\$46,967g/
	Hostage Relief Act Program	\$4	\$4
	Vocational Training for Certain Veterans on VA Pensions	\$443	\$450
	Veterans Job Training Act	\$29,384	--f/
	Total	\$402,666	\$426,853

NOTES

a/Where we could readily obtain necessary information, funding levels estimate the level of funding directed at out-of-school youth and non-college adults.

b/Public Works Impact Projects: Funding included in Public Works Projects.

c/New program in FY 1991

d/Demonstration program not funded in FY 1991

e/Clean Air Employment Transition Program: New program, \$50 million funding begins 10/1/91

f/Veterans' Job Training Act: Program expired 3/3/90.

g/Veterans programs: Amount based only on funding for associate non-degree programs.

h/Education grant programs: funding only includes estimated levels for associate and non-degree programs.

i/Education loan programs; funding levels only reflect cost of program, and does not include cost of loans. Estimates are only for loans for associate and non-degree programs.

Legend: na = funding information not available

-- = program not authorized

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