United States Government Accountability Office

**Report to the Permanent Subcommittee on Investigations, Committee on Homeland Security and Governmental Affairs, U.S. Senate**

March 2019

# EMPLOYMENT AND TRAINING PROGRAMS

## Department of Labor Should Assess Efforts to Coordinate Services Across Programs

# EMPLOYMENT AND TRAINING PROGRAMS

## Department of Labor Should Assess Efforts to Coordinate Services Across Programs

## Why GAO Did This Study

Federally funded employment and training (E&T) programs help job seekers enhance their job skills, identify job opportunities, and obtain employment. In 2011, GAO identified overlap and fragmentation among E&T programs administered by nine federal agencies. The Workforce Innovation and Opportunity Act (WIOA) was enacted in 2014, in part, to improve coordination and integration among these programs.

This report examines (1) how the number of and obligations for federal E&T programs have changed since GAO's 2011 review, (2) the extent to which E&T programs continue to provide similar services to similar populations and examples of potential effects, and (3) the extent to which agencies have taken actions to address previously identified fragmentation and overlap among E&T programs and what agencies have learned about the results. To address these objectives, GAO surveyed E&T program administrators, reviewed relevant reports and studies, and interviewed federal agency officials.

## What GAO Recommends

GAO recommends that DOL, in consultation with other federal agencies, develop and publish a multi-year strategic plan for its evaluations of employment and training that includes assessing the completeness and results of efforts to coordinate among E&T programs. DOL agreed with our recommendation.

View GAO-19-200. For more information, contact Cindy Brown Barnes at (202) 512-7215 or brownbarnesc@gao.gov.

## What GAO Found

The number of federal employment and training (E&T) programs and program obligations have declined since GAO's 2011 report. In that review, GAO identified 47 E&T programs and found that 44 had overlap with at least one other program in that they provided similar services to a similar population. In fiscal year 2017, the most recent year data are available, GAO identified 43 E&T programs, or 4 fewer than in 2011 (see figure). From fiscal year 2009 to 2017, federal agencies' annual obligations for E&T programs decreased from about $20 billion to $14 billion. GAO analysis of survey data found the decrease in obligations was largely due to the expiration of funding from the American Recovery and Reinvestment Act of 2009, which had provided additional funding for selected E&T programs during and after the Great Recession.

**Employment and Training Programs by Agency, Fiscal Year 2017**



**43 Employment and Training Programs** (Fiscal year 2017)

| 19 DOL | 7 Education | 7 HHS | 3 Interior | 2 | 2 | 1 | 1 | 1 |

Department of Defense
Department of Veterans Affairs
Department of Agriculture
Department of Justice
Environmental Protection Agency

DOL = Department of Labor
Education = Department of Education
HHS = Department of Health and Human Services
Interior = Department of the Interior
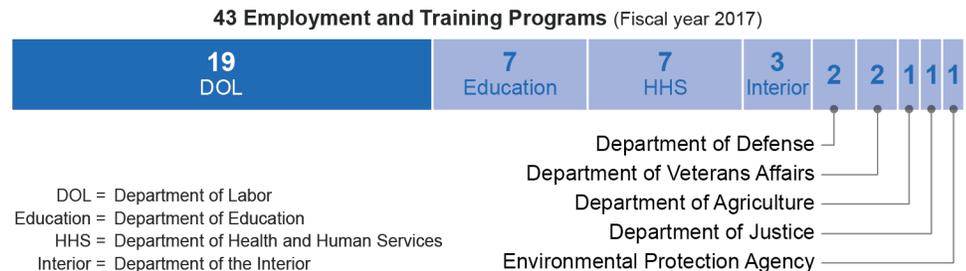
Source: GAO analysis of survey data and confirmed with agency officials. | GAO-19-200

Survey results from federal administrators of the 43 E&T programs show that the programs continue to span nine agencies and generally overlap by providing similar services, such as employment counseling and assessment services (39 of 43) and job readiness training (38 of 43). Further, programs targeting a specific population, such as Native Americans, veterans, or youth, also provided similar services. In some cases, such overlap may be appropriate or beneficial, but it may also suggest opportunities for greater efficiency.

Almost all (38 of 43) E&T programs reported at least one action to manage fragmentation or overlap, such as co-locating services and sharing information. However, the agencies were not able to consistently provide information on the results of these actions and few evaluations encompassed multiple programs. Among studies GAO identified, six examined more than one E&T program, but only one assessed how any coordinated activities benefited the population served. None of the six studies focused on Native Americans, youth, or refugees. The Workforce Innovation and Opportunity Act (WIOA) encourages agencies to conduct evaluations, and specifically requires the Department of Labor (DOL) to publish a 5-year plan describing certain E&T priorities, consistent with the purpose of aligning and coordinating certain programs. While DOL reported it took some steps, it continues to lack a strategic plan for E&T evaluations over a multi-year period. As a result, DOL does not know whether actions to manage overlap are successful.

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U.S. GOVERNMENT ACCOUNTABILITY OFFICE

**441 G St. N.W.**
**Washington, DC 20548**

March 28, 2019

The Honorable Rob Portman
Chairman
The Honorable Tom Carper
Ranking Member
Permanent Subcommittee on Investigations
Committee on Homeland Security and Governmental Affairs
United States Senate

Federally funded employment and training (E&T) programs help job seekers enhance their job skills, identify job opportunities, and obtain employment. Since the 1990s, GAO has periodically reported on the number of and funding for programs that are specifically designed to provide E&T services and has identified areas of fragmentation and overlap among them.[1] The most recent report, issued in January 2011, identified 47 programs administered by nine federal agencies.[2] We found then that these agencies obligated about $20 billion on E&T activities in

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[1]For the most recent report, see GAO, *Multiple Employment and Training Programs: Providing Information on Colocating Services and Consolidating Administrative Structures Could Promote Efficiencies*, GAO-11-92 (Washington, D.C.: Jan. 13, 2011). Also see, *Opportunities to Reduce Potential Duplication in Government Programs, Save Tax Dollars, and Enhance Revenue*, GAO-11-318SP (Washington, D.C.: Mar. 1, 2011) which highlighted our findings on the 47 separate job training programs administered by multiple agencies. Related GAO reports include *Multiple Employment and Training Programs: Overlapping Programs Indicate Need for Closer Examination of Structure*, GAO-01-71 (Washington, D.C.: Oct. 13, 2000), *Multiple Employment and Training Programs: Funding and Performance Measures for Major Programs*, GAO-03-589 (Washington, D.C.: Apr. 18, 2003), and *Multiple Employment and Training Programs: Overlapping Programs Can Add Unnecessary Administrative Costs,* GAO/HEHS-94-80 (Washington, D.C.: Jan. 28, 1994). For definitions of fragmentation and overlap, see GAO, *Fragmentation, Overlap, and Duplication: An Evaluation and Management Guide,* GAO-15-49SP (Washington, D.C.: Apr. 14, 2015).

[2]GAO-11-92. These nine agencies were the Departments of Agriculture (USDA), Defense (DOD), Education (Education), Health and Human Services (HHS), Interior, Justice (DOJ), Labor (DOL), Veterans Affairs (VA), and the Environmental Protection Agency (EPA).

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fiscal year 2009, adjusting for inflation,[3] and reported serving more than 24 million individuals.[4]

Since our 2011 review, the unemployment rate in the country has improved and statutory changes have been made to improve the structure of the workforce development system and coordination among workforce development programs. For example, the Workforce Innovation and Opportunity Act (WIOA) was enacted, which sought in part to improve the quality and accessibility of services that job seekers and employers receive at their local American Jobs Center, which are intended as a "one-stop" location for receipt of employment services. In addition, WIOA directed federal agencies to take certain actions to better align and integrate service delivery across multiple E&T programs.

Given these recent changes, you asked us to update the status of fragmentation and overlap among federal E&T programs. This report examines (1) how the number of and obligations for federal employment and training programs have changed since our 2011 report, (2) the extent to which employment and training programs continue to provide similar services to similar populations, and examples of potential effects, and (3) the extent to which agencies have taken actions to address previously identified fragmentation and overlap among the programs and what agencies have learned about the results.[5]

To address all of our objectives, we identified programs specifically designed to provide E&T services based on the definition used in our

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[3]GAO-11-92. Our 2011 review reported data on obligations for fiscal year 2009. In this report, we have adjusted obligations data reported for fiscal years 2009 and 2017 for inflation.

[4]GAO-11-92. Our 2011 review reported data on number of individuals served for fiscal years 2008 and 2009, the most recent data available at the time.

[5]An obligation is a definite commitment that creates a legal liability of the government for the payment of goods and services ordered or received, or a legal duty on the part of the United States that could mature into a legal liability by virtue of actions on the part of the other party beyond the control of the United States. Payment may be made immediately or in the future. An agency incurs an obligation, for example, when it places an order, signs a contract, awards a grant, purchases a service, or takes other actions that require the government to make payments to the public or from one government account to another. GAO, *A Glossary of Terms Used in the Federal Budget Process,* GAO-05-734SP (Washington, D.C.: Sept. 1, 2005).

2011 review.[6] This generally consists of programs for which objectives cited in the Catalog of Federal Domestic Assistance (CFDA) included:[7]

- enhancing the specific job skills of individuals in order to increase their employability,

- identifying job opportunities, and/or

- helping job seekers obtain employment.[8]

To address all three research objectives, we administered a survey to program officials that included questions to verify information listed in the CFDA on program objectives, eligibility, and beneficiary requirements. To answer our first research objective, we included questions about budgetary information and participants served. To answer our second research objective, we asked questions about services provided by each program. To answer our third research objective, we also included questions about agencies' actions to manage previously identified overlap and fragmentation. We reviewed survey responses for completeness and apparent inconsistencies and clarified information with agency officials, as needed.[9] However, we did not review agencies' financial reporting

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[6]GAO-11-92.

[7]CFDA is a government-wide compendium of federal programs, projects, services, and activities that provide assistance or benefits to the American public. The CFDA is being terminated and will henceforth be incorporated in the System for Award Management, Assistance Listing. We identified two additional employment and training programs through interviews with agency officials and through a related GAO report. In these instances, the programs were not listed in the CFDA and we verified that the program met our criteria by reviewing program objectives cited on agencies' websites.

[8]We excluded programs based on criteria used in our previous work (see GAO-11-92). Specifically, we excluded programs if 1) the program objectives did not explicitly include helping job seekers enhance their job skills, find job opportunities, or obtain employment; 2) the program did not provide employment and training services itself (for example, if it provided financial support to other employment and training programs, or subsidized the cost of employment through tax credits); and/or 3) the program was small or was a component of a larger employment and training program, such as a pilot or demonstration program. We defined programs to be small if in fiscal year 2017 they served fewer than 100 participants or obligated less than $250,000. Our scope excluded some programs that offer or finance employment and training services, but for which this is not a program objective (for example, student loan programs, which focus broadly on enhancing access to postsecondary education). In addition, we excluded tax expenditures, which may finance or incentivize similar services.

[9]We reviewed fiscal year 2019 budget documents, but they did not consistently contain the program-level details needed.

systems or audit the figures provided to us. To address limitations this may have created, we asked agencies to identify the data source of reported budgetary information and to list any data limitations. We did not conduct a legal analysis to confirm the various characterizations of the programs in this report, such as services provided, target population, eligibility criteria, or program goals. Instead, such program information in this report is generally based on our survey results as confirmed by agency officials.

To address the first objective, we compiled a list of E&T programs by starting with the 47 programs administered by nine federal agencies that were identified in our 2011 review.[10] We updated that list by (1) interviewing federal agency officials; (2) searching program objectives in the CFDA to confirm that programs previously identified still met our criteria for inclusion and to identify any additional programs that met our criteria; and (3) reviewing other GAO reports published since 2011 that provided a more in-depth review of specific types of E&T programs.[11] In any such analysis, the number of programs identified is likely to vary with the definition used, and applying any definition can require subjective judgment.

To address our second objective, to identify areas of overlap among E&T programs, we reviewed beneficiary eligibility requirements listed in the CFDA and confirmed by agencies to categorize programs by targeted population served, and compared the categories of services the programs reported providing in our survey. We had not identified duplication in prior reports on E&T programs; we asked in our survey about programs' efforts to detect and prevent it.

To address our second and third objectives, we also reviewed GAO reports and agency-funded studies published since 2011. We used these sources, in part, to illustrate effects of overlap and fragmentation among E&T programs and provide examples of actions agencies have taken to

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[10]In February 2018, we conducted an electronic search of the CFDA to identify any additional programs that met our criteria. This search included programs in all federal agencies.

[11]For example, see GAO, *Military and Veteran Support: DOD and VA Programs That Address the Effects of Combat and Transition to Civilian Life*, GAO-15-24 (Washington, D.C.: Nov. 7, 2014), and *Veterans' Employment and Training: Better Targeting, Coordinating, and Reporting Needed to Enhance Program Effectiveness*, GAO-13-29 (Washington, D.C.: Dec. 13, 2012).

address our prior findings or recommendations. In addition, to address the third objective, we analyzed survey results regarding agencies' efforts to address previously identified overlap and fragmentation and to detect and prevent duplication. For selected efforts, we contacted agency and program officials regarding their knowledge of the results. We also reviewed the impact or effectiveness studies agencies performed on the programs identified for our review. For more details on our scope and methodology, see appendix I.

We conducted this performance audit from September 2017 to March 2019 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

# Background

## Program Fragmentation, Overlap, and Duplication

Over the years, we have issued several reports on fragmentation, overlap, and potential for duplication among federally funded employment and training (E&T) programs and identified areas where inefficiencies might result. This report, like our prior work, uses the following definitions:

- **Fragmentation** refers to circumstances in which more than one federal agency (or more than one organization within an agency) is involved in the same broad area of national need and opportunities exist to improve service delivery.

- **Overlap** occurs when multiple agencies or programs have similar goals, engage in similar activities or strategies to achieve their goals, or target similar beneficiaries.[12]

- **Duplication** occurs when two or more agencies or programs are engaged in the same activities or provide the same services to the same beneficiaries.[13]

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[12]All of the programs addressed in this report have goals related to employment and training.

[13]GAO-15-49SP.

During the 1990s, we issued a series of reports that documented program overlap among federally funded E&T programs and identified areas where inefficiencies might result.[14] For example, we found that program overlap might hinder people from seeking assistance and frustrate employers and program administrators. In 2000 and 2003, we identified federally funded E&T programs for which a key program goal was providing E&T assistance.[15] In our most recent report in 2011, we identified 47 E&T programs and found that 44 of them overlapped with at least one other program in that they provided similar services to a similar population. We also found that due to the American Recovery and Reinvestment Act of 2009 (Recovery Act), both the number of—and funding for—federal E&T programs had increased since our 2003 report, but little was known about the effectiveness of most programs because only five programs had conducted impact evaluations.

Our guide on identifying and reducing fragmentation, overlap, and duplication notes that determining whether fragmentation and overlap exist among programs is a key step in identifying opportunities to improve efficiency and effectiveness of programs. In some cases, it may be appropriate or beneficial for multiple agencies and programs to be involved in the same programmatic or policy area due to the complex nature or magnitude of the federal effort. However, our guide states that it is also important to use the results of existing or new evaluations of identified programs to assess options to reduce or better manage negative effects of fragmentation, overlap, and duplication, such as inefficient use of program funds.[16]

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[14]GAO/HEHS-94-80. See also, GAO, *Multiple Employment Training Programs: Major Overhaul Needed to Reduce Costs, Streamline the Bureaucracy, and Improve Results*, GAO/T-HEHS-95-53 (Washington, D.C.: Jan. 10, 1995), and *GAO, Managing for Results: Using the Results Act to Address Mission Fragmentation and Program Overlap*, GAO/AIMD-97-146 (Washington, D.C.: Aug. 29, 1997).

[15]GAO-01-71 and GAO-03-589.

[16]GAO-15-49SP.

## Key Changes Since Our 2011 Review of Employment and Training Programs

### Workforce Innovation and Opportunity Act (WIOA)

Enacted in July 2014, WIOA repealed and replaced the Workforce Investment Act of 1998 (WIA).[17] WIOA placed greater emphasis on aligning and integrating workforce programs, which are administered primarily by the Departments of Labor (DOL) and Education (Education), with support from the Department of Health and Human Services (HHS) and other agencies.[18] For example, under WIOA, DOL and Education review and approve 4-year strategic plans for states' workforce development systems.[19] WIOA also requires certain programs and encourages other programs to be available through centralized service delivery points referred to as American Job Centers. In addition, WIOA requires that DOL and Education collaborate to implement a common performance accountability system for six core programs, which presents agencies with an opportunity to align definitions, streamline performance indicators, and integrate reporting across these programs.

### Economic Conditions

Since our 2011 inventory of federal E&T programs, which focused on fiscal year 2009, both the Great Recession and one-time funding made available under the Recovery Act have ended. Recovery Act funds were provided to help preserve and create jobs and promote economic recovery, among other purposes.[20]

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[17]Pub. L. No. 113-128, 128 Stat. 1425.

[18]WIOA designated six programs as core and requires state plans for them. These plans may also include additional programs and activities. Four of these core programs are administered by DOL: WIOA Adult Program, WIOA Dislocated Worker Formula Program, WIOA Youth Program, and Wagner-Peyser Act Employment Service. Two of these core programs are administered by Education: Adult Education and Family Literacy Act and State Vocational Rehabilitation Services Program. In addition to core programs, WIOA designates mandatory and optional partner programs that we refer to as "other partner programs" throughout this report.

[19]WIOA also requires other agencies to review and approve the relevant portions of state plans when they include a partner program for which that other agency exercises authority.

[20]Pub. L. No. 111-5, § 3, 123 Stat. 115, 115.

With the end of the recession, the unemployment rate has substantially declined. The rate increased from 4.6 in 2007 to a peak of 9.6 in 2010 before declining to 4.4 in 2017 (see fig.1).

**Figure 1: Unemployment Rate, 2007-2017, and Key Dates Related to the Great Recession and the American Recovery and Reinvestment Act of 2009 (Recovery Act)**

Unemployment rate

Recovery Act= American Recovery and Reinvestment Act of 2009
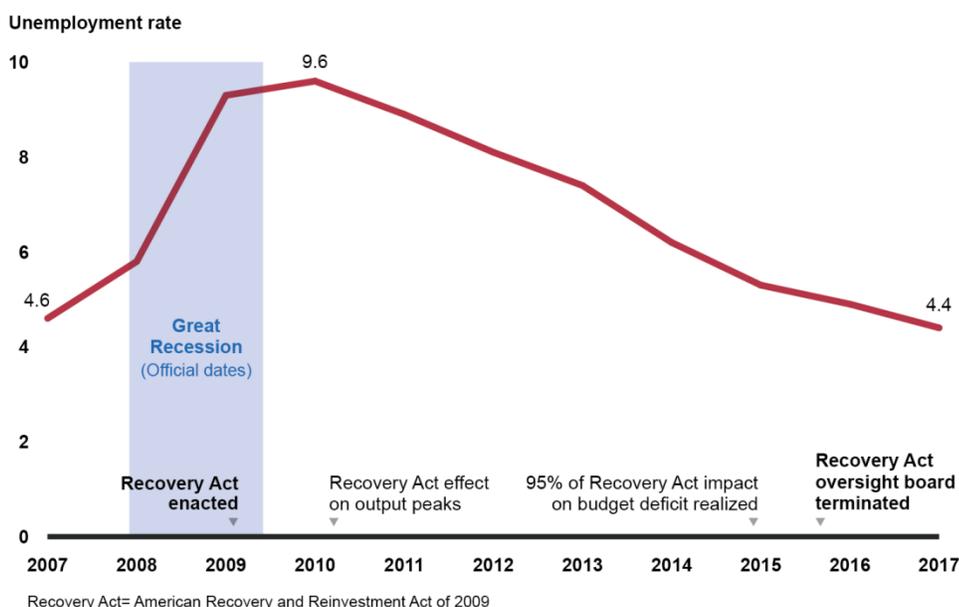
Source: GAO analysis of Bureau of Labor Statistics data. | GAO-19-200

## Evaluation Plans

WIOA encourages DOL, Education, HHS, and other relevant federal agencies to conduct program research and evaluation. For example, WIOA requires DOL to publish a plan every 2 years that describes the research, studies, and multistate project priorities of DOL concerning employment and training for the following 5-year period. This includes a provision that the plan be consistent with certain purposes, including the purpose of aligning and coordinating core programs with other partner programs provided through American Job Centers.

In addition to WIOA requirements, we have also previously reported that each federal agency should require its major program components to prepare annual and multiyear evaluation plans and to update these plans annually. The planning should take into account the need for evaluation results to inform program budgeting, reauthorization, agency strategic plans, program management, and responses to critical issues concerning

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program effectiveness. These plans should include an appropriate mix of short- and long-term studies to produce results for short- or long-term policy or management decisions. To the extent practical, the plans should be developed in consultation with program stakeholders.[21] Furthermore, leading organizations, including the American Evaluation Association and the National Academy of Sciences, emphasize the need for research programs to establish specific policies and procedures to guide research activities. In addition to planning for formal evaluation, Standards for Internal Control in the Federal Government emphasize the importance of managers routinely assessing the results of their actions, for which evaluation is a potential tool.[22]

# Since 2011, Employment and Training Services Are Delivered through Fewer Federal Programs and with Reduced Obligations

## Number of Employment and Training Programs Declined, Due in Part to Eliminations

The number of federal E&T programs has decreased since our last report on them in 2011.[23] For fiscal year 2017, we identified 43 programs, four fewer than we reported in 2011. The number decreased because more programs were eliminated or defunded (6) than added (2). For example, in 2014, the Workforce Innovation and Opportunity Act (WIOA) eliminated at least four of our identified E&T programs. This included 1) DOL's Veterans' Workforce Investment Program, 2) Education's Grants to States for Workplace and Community Transition Training for Incarcerated Individuals, 3) Education's Migrant and Seasonal Farmworkers Program,

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[21]GAO, *Employment and Training Administration: More Actions Needed to Improve Transparency and Accountability of Its Research Program*, GAO-11-285 (Washington, D.C.: Mar. 15, 2011).

[22]GAO, *Standards for Internal Control in the Federal Government*, GAO-14-704G (Washington, D.C.: Sept. 2014).

[23]GAO-11-92.

and 4) Education's Projects with Industry program. In addition, Congress did not appropriate funds for Education's Tech Prep Education State Grants in fiscal year 2011 and DOL's Community Based Job Training Grants programs in fiscal year 2010, according to agencies' budget documents.[24]

We also identified two additional E&T programs through interviews with agency officials and a related GAO report: 1) Department of Veterans Affairs' (VA) Compensated Work Therapy, and 2) Department of Defense's (DOD) Job Training, Employment Skills Training, Apprenticeships, and Internships.[25]

For changes in the program list from our 2011 review to our current review, see appendix II.

The 43 programs we identified in fiscal year 2017 are fragmented across nine federal agencies, as programs were in 2011 (see fig. 2).[26]

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[24]In Education's fiscal year 2011 budget request to Congress, the department stated that it was not requesting funds for Tech Prep Education State Grants and proposed to consolidate the funding under its Career and Technical Education-Basic Grants to States. In DOL's fiscal year 2011 budget request to Congress, the department stated that funding for the Community Based Job Training Grants was replaced by funding for the Career Pathways Innovation Fund. In fiscal year 2010, Congress did not appropriate funds for the Community Based Job Training Grants. Our 2011 review included programs funded through fiscal year 2009. GAO-11-92.

[25]We identified VA's Compensated Work Therapy by interviewing VA officials, and DOD's Job Training, Employment Skills Training, Apprenticeships, and Internships by reviewing GAO-15-24.

[26]GAO defines fragmentation as occurring when more than one federal agency (or more than one organization within an agency) is involved in the same broad area of national need and opportunities exist to improve service delivery. GAO-15-49SP.

**Figure 2: Federally Funded Employment and Training Programs, by Agency, Fiscal Year 2017**

**Department of Labor (19 programs)**

- Disabled Veterans' Outreach Program
- H-1B Job Training Grants
- Homeless Veterans' Reintegration Project
- Indian and Native American Program
- Job Corps
- Local Veterans' Employment Representative Program
- National Farmworker Jobs Program
- Reentry Employment Opportunities
- Registered Apprenticeship
- Senior Community Service Employment Program
- Trade Adjustment Assistance for Workers
- Transition Assistance Program
- Wagner-Peyser Act Employment Service
- WIOA Adult Program
- WIOA Dislocated Worker Formula Program
- WIOA National Dislocated Worker Grants
- WIOA Youth Program
- Women in Apprenticeship and Nontraditional Occupations
- YouthBuild

**Department of Education (7 programs)**

- American Indian Vocational Rehabilitation Services
- Career and Technical Education - Basic Grants to States
- Native American Career and Technical Education Program
- Native Hawaiian Career and Technical Education Program
- State Supported Employment Services Program
- State Vocational Rehabilitation Services Program
- Tribally Controlled Postsecondary Career and Technical Institutions Program

**Department of Health and Human Services (7 programs)**

- Community Services Block Grant
- Native Employment Works
- Refugee and Entrant Assistance - Discretionary Grants
- Refugee and Entrant Assistance - Targeted Assistance Grants
- Refugee and Entrant Assistance State/Replacement Designee Administered Programs
- Refugee and Entrant Assistance - Voluntary Agencies Matching Grant Program
- Temporary Assistance for Needy Families

**Department of the Interior (3 programs)**

- Job Placement and Training Program
- Tribal Technical Colleges
- Youth Partnership Programs[a]

**Department of Defense (2 programs)**

- National Guard Youth Challenge Program
- Job Training, Employment Skills Training, Apprenticeships, and Internships*

**Department of Veterans Affairs (2 programs)**

- Compensated Work Therapy*
- Vocational Rehabilitation and Employment

**Department of Agriculture (1 program)**

- Supplemental Nutrition Assistance Program Employment and Training

**Department of Justice (1 program)**

- Second Chance Act Technology-Based Career Training Program for Incarcerated Adults and Juveniles

**Environmental Protection Agency (1 program)**

- Environmental Workforce Development and Job Training Cooperative Agreements

Source: GAO analysis of survey data as confirmed by agency officials. | GAO-19-200

Note: Since GAO's prior work on this issue in 2011, we additionally identified the Department of Veterans Affairs' Compensated Work Therapy program by interviewing VA officials, and the Department of Defense's Job Training, Employment Skills Training, Apprenticeships, and Internships program by reviewing GAO, *Military and Veteran Support: DOD and VA Programs That Address the Effects of Combat and Transition to Civilian Life*, GAO-15-24 (Washington, D.C.: Nov. 7, 2014).

[a]Department of the Interior (Interior) officials told us that this program includes several programs administered by Interior's National Park Service: Public Lands Corps, Youth Conservation Corps, Youth Intern Program, and Youth Partnership Program.

## Federal Obligations for Employment and Training Programs Decreased, Due in Part to the End of Recovery Act Funding

Our survey results showed that the federal government obligated nearly $14 billion to the E&T components of its programs in fiscal year 2017, a decrease of about $5.4 billion or 30 percent, adjusting for inflation, from the amount in our 2011 review (which reported fiscal year 2009 obligations).[27] According to our analysis of survey data, much of the decrease in E&T obligations can be explained by the expiration of Recovery Act funding. For example, two-thirds of the Recovery Act funding designated for E&T programs went to four DOL programs that received a combined $3.8 billion in Recovery Act appropriations.[28] From fiscal year 2009 to fiscal year 2017, the combined E&T obligations for these four programs decreased by $4.7 billion, or 58 percent.

Of the 31 E&T programs that reported E&T obligations in our survey, eight programs were responsible for more than $11 billion, or 82 percent of the total in fiscal year 2017. Their shares of 2017 E&T obligations ranged from 5 percent for DOL's Wagner-Peyser Act Employment Service to 21 percent for Education's State Vocational Rehabilitation Services Program (see fig. 3).[29] Among these eight programs responsible for the vast majority of E&T obligations, all must be included in state plans required under WIOA, except for DOL's Job Corps, VA's Vocational Rehabilitation and Employment, and HHS' Temporary Assistance for

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[27]Twenty-nine programs were able to provide E&T obligations for both our current review and our 2011 review, which focused on fiscal year 2009. The information above reflects E&T obligations for these 29 programs. For fiscal year 2009, 10 of the 47 programs studied were unable to provide E&T obligations data, and for fiscal year 2017, 12 of the 43 programs studied were unable to provide E&T obligations data. As was the case with obligations data used for the earlier report, obligations data for some programs in this review were for the most recent year available rather than for fiscal year 2017. Of the 31 programs that reported fiscal year 2017 E&T obligations, 29 reported using 85 percent or more of total program obligations for E&T. Two other programs—HHS' Temporary Assistance for Needy Families and the Community Services Block Grant—used 13 and 12 percent, respectively, for E&T.

[28]In our 2011 review, our survey asked program officials to report appropriations data provided by the Recovery Act in fiscal year 2009. These programs were DOL's 1) WIOA Dislocated Worker Formula Program, 2) WIOA Youth Program, 3) WIOA Adult Program, and 4) the Wagner-Peyser Act Employment Service.

[29]Program officials for Education's Career and Technical Education – Basic Grants to States were unable to provide E&T obligations for either 2009 or 2017, but the total obligations for the program exceeded $1.1 billion for fiscal year 2017.

Needy Families (TANF). In addition, all but DOL's Job Corps and VA's Vocational Rehabilitation and Employment are state-administered.[30]

**Figure 3: Eight Programs Accounted for Majority of Federal Employment and Training Obligations, Fiscal Year 2017**



DOL= U.S. Department of Labor
Education= U.S. Department of Education
HHS= U.S. Department of Health and Human Services
VA= U.S. Department of Veterans Affairs
WIOA= Workforce Innovation and Opportunity Act
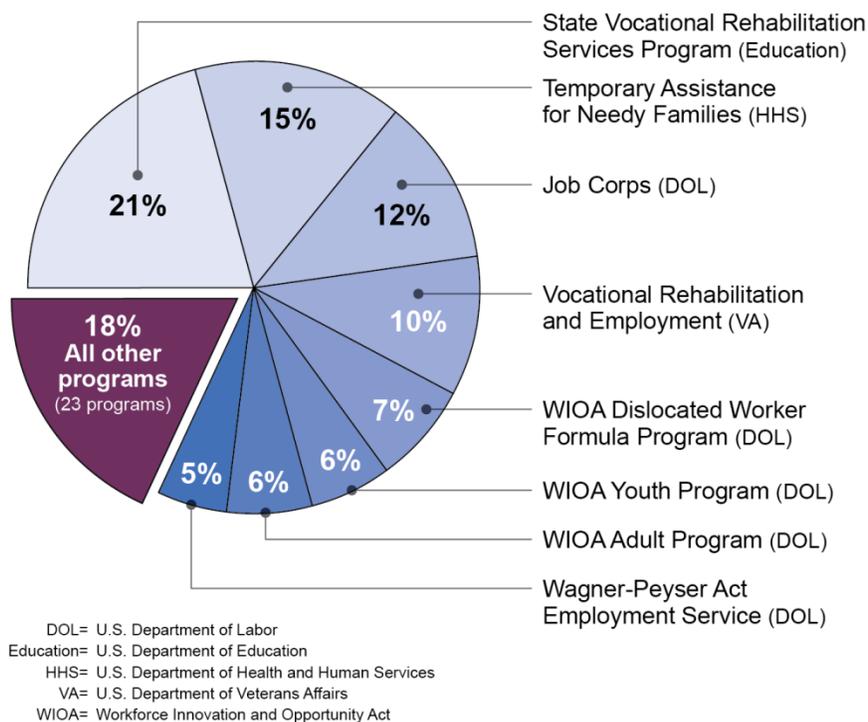
Source: GAO analysis of survey data as confirmed by agency officials. | GAO-19-200

Note: Program officials for Education's Career and Technical Education – Basic Grants to States were unable to provide E&T obligations for either 2009 or 2017, but the total obligations for the program exceeded $1.1 billion for fiscal year 2017.

For complete data on reported changes in E&T obligations between fiscal years 2009 and 2017, for the 29 programs that provided estimates in both

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[30]Under WIOA, the governor of each state may elect to submit either a unified plan or a combined plan to DOL. A unified plan covers the six WIOA core programs, whereas a combined plan includes the core programs and at least one partner program. HHS' TANF is among the list of partner programs that can be included in WIOA combined state plans. DOL's Job Corps is operated through federal contracts with local providers. VA's Vocational Rehabilitation and Employment program is federally administered through VA Regional Offices.

years, see appendix III for numbers adjusted for inflation and appendix IV for unadjusted numbers.

The number of people served by E&T programs also declined, from 24 million to 11 million individuals in the most recent year for which data were available, or a 56 percent decrease from the number reported in the 2011 report.[31] Two of DOL's E&T programs—the Wagner-Peyser Act Employment Service and the WIOA Adult Program—accounted for the majority of this decrease, dropping by 8 million and 4 million, respectively. Participation in certain programs, for example, Wagner-Peyser Act Employment Service and WIOA Adult Program, changed markedly as the economy improved, suggesting that enrollment is highly sensitive to economic conditions. Since we last reviewed these programs in 2011, the U.S. economy has improved and the unemployment rate dropped by 53 percent (see fig. 4).

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[31]These data reflect the number served in fiscal year 2017, 2016, and 2015. For some programs, officials reported data for a program year.

**Figure 4: Federal Employment and Training Obligations, Employment and Training Program Participation, and Unemployment Rate, Fiscal Years 2009 and 2017**

**Total reported E&T obligations** (in billions of dollars)

```
20      19.6ᵃ

        Includes
        $5.6 billion
15      Recovery          14.0
        Act funds

10

5

0
      2009          2017
```

**Number served** (in millions of people)

```
30

25      24.2

20

15

10                      10.7

5

0
      2009          2017
```

**Unemployment rate**

```
10      9.3

8

6

4                       4.4

2

0
      2009          2017
```
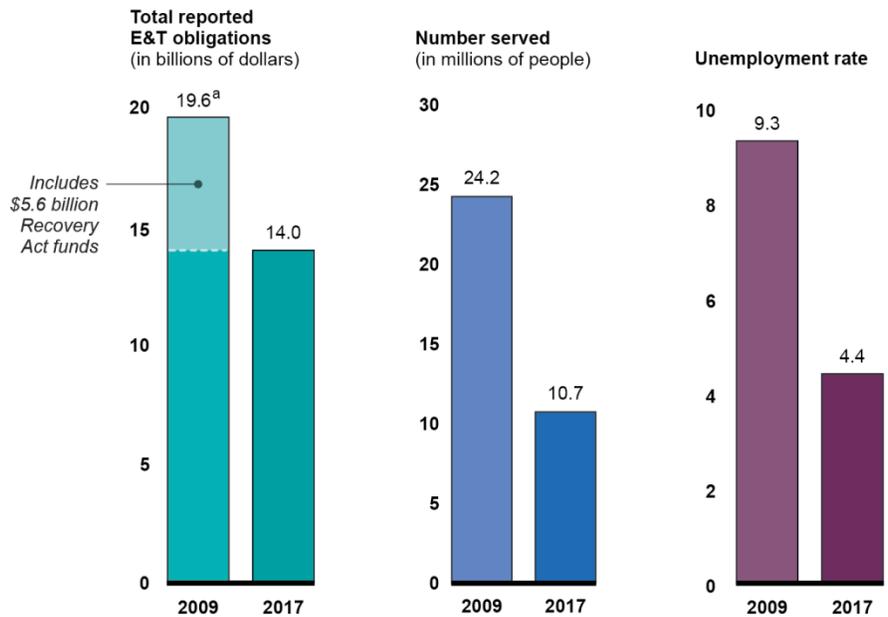
ᵃ2009 numbers adjusted for inflation in fiscal year 2017 dollars
Recovery Act= American Recovery and Reinvestment Act of 2009

Source: GAO analysis of survey data as confirmed by agency officials and Bureau of Labor Statistics data.  |  GAO-19-200

Note: To estimate Recovery Act funds obligated to employment and training (E&T), we assumed that Recovery Act funds were obligated to E&T in the same proportion as other program funds. We focused on 14 federal E&T programs that reported receiving Recovery Act funding and 12 that reported E&T obligations in both the 2009 and 2017 program years. For these 12 programs, we calculated E&T obligations in 2009 as a share of total obligations for that year. We used this E&T share to estimate the part of any Recovery Act appropriation that was also spent on E&T. To find the value of Recovery Act appropriations, in dollars, obligated to E&T, we multiplied the E&T share in 2009 by the Recovery Act appropriation. We assumed that Recovery Act obligations were made in federal fiscal year 2009 and we used the GDP price index to adjust our estimates for inflation in order to express the value in fiscal year 2017 dollars.

DOL officials said these factors could have reduced the demand for certain E&T services. Unemployment is an important driver of demand for some, but not all, E&T programs. For example, demand for certain employment and training services, such as vocational rehabilitation, may be relatively insensitive to economic conditions. In addition, technology has the potential to change workforce needs in certain industries, leading to workers who need retraining. In addition, DOL officials told us that under WIOA a new definition of program participant, effective in 2016, that primarily impacted the number of participants reported for Wagner-

Peyser Act Employment Service, WIOA Adult Program, and WIOA National Dislocated Worker Grants.[32]

# Employment and Training Programs Administered by Various Agencies Generally Overlap, but Effects of Overlap May Vary

The 43 E&T programs generally overlap in that they provide similar services to similar populations, according to our survey analysis (see table 1).[33] In our survey, almost all of the 43 programs reported providing employment counseling and assessment services as well as job search or job placement activities (39), job readiness training (38), and job referrals (37).[34] The least commonly provided service selected from our list of service categories–high school completion or equivalency assistance–was provided by over half (26) of the programs.

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[32]DOL officials told us that the WIOA definition of participant does not include those individuals using only a self-service system or receiving information-only services, so individuals receiving such services are not included in WIOA participant counts. DOL officials said this is an adjustment from the definition used under prior legislation, the Workforce Investment Act of 1998 (WIA).

[33]To collect information on overlap, fragmentation, and potential for duplication among federal employment and training programs, we developed a survey that included questions about services provided and questions confirming program objectives and beneficiary requirements listed in the CFDA. We did not conduct a legal analysis to confirm the various characterizations of the programs in this report, such as services provided, target population, eligibility criteria, or program goals. Instead, program information in this report is generally based on our survey results as confirmed by agency officials.

[34]Our survey asked program officials to select from a list of types of E&T services, including the category of "other employment and training activities" in case our list did not cover a particular service. While offering the same services does not necessarily mark inefficient use of resources, it can flag need for coordination. For example, USDA officials in technical comments noted that its Supplemental Nutrition Assistance Program Employment and Training (SNAP) E&T offers participants almost all of the services included in our list, but in many instances, the program offers these services through existing employment and training providers. However, in other cases, we reported that state SNAP E&T grantees had not leveraged state workforce systems in delivery of E&T services (see GAO-19-56).

**Table 1: Employment and Training Services Provided Most Frequently by Federal Programs, Fiscal Year 2017**

| Employment and Training Services | Number of Programs That Reported Providing This Service (out of 43 total) |
|---|---|
| Employment counseling and assessment | 39 |
| Job search or job placement activities | 39 |
| Job readiness training | 38 |
| Job referrals | 37 |
| Job development | 36 |
| Occupational or vocational training | 36 |
| Work experience | 35 |
| On-the-job training | 33 |
| Remedial academic, English language, or basic adult literacy instruction | 32 |
| Job retention training | 32 |
| Other employment and training activities[a] | 29 |
| High school completion or equivalency assistance | 26 |

Source: GAO analysis of survey data as confirmed by agency officials. | GAO-19-200

[a]Other employment and training activities include, but are not limited to, mentoring, computer literacy, and community service.

Through our survey, eight of the 43 programs reported serving the general population (that is, a relatively broad target) and the remaining 35 reported serving a narrower target population, such as Native Americans (8), veterans and transitioning servicemembers (7), or youth (5).[35],[36]

[35]For descriptive purposes, we categorized programs as having a narrower or broader (general) target population based on the type of participant served, according to program objectives and program eligibility criteria as stated in the CFDA. Agency officials reviewed and confirmed these categorizations. VA officials noted that the Vocational Rehabilitation and Employment program serves veterans with a service-connected disability. For purposes of this report, we categorized it with other programs directed to veterans. In categorizing programs by target population, we used the following categories: 1) general population, 2) dislocated workers or trade-impacted workers, 3) migrant and seasonal farm workers, 4) Native Americans (in this report, the term Native Americans refers to American Indians and Native Hawaiians), 5) people with physical or mental disabilities, 6) prisoners or ex-offenders, 7) refugees, 8) veterans or transitioning service members, 9) youth, and 10) older workers, women, and unemployed and underemployed residents of solid and hazardous waste-impacted neighborhoods (collectively, other).

Our survey analysis shows overlap in services exists among programs serving the general population as well as among those serving each specific target population. Specifically, a majority of programs targeting the general population, Native Americans, and youth reported providing many of the same services. For example, all of the five youth programs reported providing similar E&T services, such as employment counseling and assessment and job readiness training (see fig. 5). For more information on services provided by programs serving selected target populations, see appendix VI.

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[36]Programs that serve the general population include: 1) Career and Technical Education - Basic Grants to States (Education); 2) Community Services Block Grant (HHS); 3) TANF (HHS); 4) Wagner-Peyser Act Employment Service (DOL); 5) H-1B Job Training Grants (DOL); 6) Registered Apprenticeship (DOL); 7) WIOA Adult Program (DOL); and 8) Supplemental Nutrition Assistance Program Employment and Training (USDA). General population programs may have other eligibility criteria beyond those identified in our targeted population list (for example, participating in the Department of Agriculture's Supplemental Nutrition Assistance Program Employment and Training or meeting certain income standards). Programs that offer E&T services may serve or prioritize program participants from a specific target population, such as veterans. For example, veterans are to receive priority for services in any qualified job training program funded by DOL. 38 U.S.C. § 4215.

**Figure 5: Number of Employment and Training Programs Providing a Specific Service, by Target Population, Fiscal Year 2017**

| Service category | General population[a] | Native Americans | Veterans and transitioning servicemembers[c] | Youth |
|---|---|---|---|---|
| Employment counseling and assessment | 8 | 8 | 5 | 5 |
| High School completion or equivalency help | 4 | 7 | 2 | 5 |
| Job development | 7 | 8 | 4 | 5 |
| Job readiness training | 7 | 8 | 6 | 5 |
| Job referrals | 8 | 8 | 5 | 4 |
| Job retention training | 5 | 5 | 4 | 4 |
| Job search/placement | 7 | 8 | 6 | 5 |
| Occupational or vocational training | 7 | 8 | 4 | 5 |
| On-the-job training | 7 | 5 | 4 | 4 |
| Remedial academic, English or adult literacy instruction | 5 | 6 | 3 | 5 |
| Work experience | 7 | 8 | 4 | 4 |
| Other employment and training activities[b] | 7 | 3 | 5 | 3 |
| | Number of programs (8 total) | Number of programs (8 total) | Number of programs (7 total) | Number of programs (5 total) |

Source: GAO analysis of survey data as confirmed by agency officials.  |  GAO-19-200

Note: This figure displays results for selected populations and covers a subset (28) of the 43 identified programs.

[a]The programs included in our list of general population programs include Department of Education's Career and Technical Education - Basic Grants to States; Department of Health and Human Services' Community Services Block Grant and Temporary Assistance for Needy Families; Department of Labor's Wagner-Peyser Act Employment Service, H-1B Job Training Grants, Registered Apprenticeship, and WIOA Adult Program; and Department of Agriculture's Supplemental Nutrition Assistance Program Employment and Training. General population programs may have other eligibility criteria beyond those identified in our targeted population list (for example, participating in the Department of Agriculture's Supplemental Nutrition Assistance Program Employment and Training  or meeting certain income standards).

[b]Other employment and training activities include, but are not limited to, mentoring, computer literacy, and community service.

[c]One veterans program only serves individuals with a service connected disability.

Many of the E&T programs targeting specific populations are fragmented across multiple agencies. For example, four agencies administer the eight Native American E&T programs and three administer the seven programs for veterans (see table 2).

| Population Served (total number of programs serving population) | DOL | Education | HHS | Interior | DOD | VA | USDA | DOJ | EPA | Number of Agencies Reporting Providing Employment and Training Services |
|---|---|---|---|---|---|---|---|---|---|---|
| **Native Americans**[a] (total of 8 programs) | ● | ● | ● | ● | ○ | ○ | ○ | ○ | ○ | 4 |
| **General Population**[b] (total of 8 programs) | ● | ● | ● | ○ | ○ | ○ | ● | ○ | ○ | 4 |
| **Veterans/Transitioning Servicemembers**[d] (total of 7 programs) | ● | ○ | ○ | ○ | ● | ● | ○ | ○ | ○ | 3 |
| **Youth** (total of 5 programs) | ● | ○ | ○ | ● | ● | ○ | ○ | ○ | ○ | 3 |
| **Other**[c] (total of 3 programs) | ● | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ● | 2 |
| **Prisoners or Ex-Offenders** (total of 2 programs) | ● | ○ | ○ | ○ | ○ | ○ | ○ | ● | ○ | 2 |
| **Refugees** (total of 4 programs) | ○ | ○ | ● | ○ | ○ | ○ | ○ | ○ | ○ | 1 |
| **Dislocated or Trade-Impacted Worker** (total of 3 programs) | ● | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | 1 |
| **People with Physical or Mental Disabilities**[d] (total of 2 programs) | ○ | ● | ○ | ○ | ○ | ○ | ○ | ○ | ○ | 1 |
| **Migrant and Seasonal Farmworker** (total of 1 program) | ● | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | 1 |

Legend: ● = Provides employment and training services ○ = Does not provide employment and training services

Source: GAO analysis of survey data as confirmed by agency officials. | GAO-19-200

Note: DOL = Department of Labor, Education = Department of Education, HHS = Department of Health and Human Services, Interior = Department of the Interior, DOD = Department of Defense, VA = Department of Veterans Affairs, USDA = Department of Agriculture, DOJ = Department of Justice, and EPA = Environmental Protection Agency.

[a]In this report, the term "Native Americans" refers to American Indians and Native Hawaiians.

[b]The programs included in our list of general population programs include Education's Career and Technical Education - Basic Grants to States; HHS' Community Services Block Grant and Temporary Assistance for Needy Families; DOL's Wagner-Peyser Act Employment Service, H-1B Job Training Grants, Registered Apprenticeship, and WIOA Adult Program; and USDA's Supplemental Nutrition Assistance Program Employment and Training. General population programs may have other eligibility criteria beyond those identified in our targeted population list (for example, participating in USDA's Supplemental Nutrition Assistance Program Employment and Training or meeting certain income standards).

dAccording to VA officials, VA's Vocational Rehabilitation and Employment program serves individuals with a service connected disability and VA's Compensated Work Therapy program serves individuals enrolled in Veterans Health Care and does not require a service connected disability.

Overlap among program services may have benefits, but it may also suggest opportunities for coordination or efficiencies in service delivery. Overlap may be beneficial in 1) helping program participants with specific needs better access E&T services, 2) providing more tailored or intensive support services, or 3) achieving higher quality outcomes for specific populations than would be achievable from their use of a more broadly targeted program. For example:

- A 2015 study funded by DOL on services provided to veterans through the public workforce system in Texas found that veterans who received intensive services from DOL's Disabled Veterans' Outreach Program Specialist or Local Veterans' Employment Representative staff subsequently had higher earnings than veterans who did not, although these same veterans may have been eligible for similar services provided by other programs to the general population. [37]

- A 2017 study funded by the U.S. Department of Agriculture (USDA) on its Supplemental Nutrition Assistance Program (SNAP) E&T—which helps participants who are eligible to receive nutrition assistance from the federal government better access E&T services—found that program participants also received support services, such as child care vouchers and transportation assistance. Participants said these services were important to their participation in the E&T program and helped those with specific needs better access E&T services. [38]

[37]Intensive services include assessing job readiness, including interviews and testing; developing an Individual Development Plan; providing career guidance through group or individual counseling; providing labor market, occupational, and skills transferability information to inform occupational decisions; and conducting monthly follow-up by an assigned case manager for up to 6 months. L. Rosenberg, M. Strayer, S. Boraas, B. English, D. Khemani, *Providing Services to Veterans Through the Public Workforce System: Descriptive Findings from the WIA Gold Standard Evaluation: Volume I* (Washington, D.C.: May 2015).

[38]G. Rowe, E. Brown, B. Estes, *SNAP Employment and Training (E&T) Characteristics Study: Final Report* (Washington, D.C.: October 2017).

However, when multiple programs overlap or are fragmented, there is also a risk that program administrators may not make efficient use of available resources if they do not coordinate their efforts. Without careful coordination, programs may not fully leverage mutual benefits or participants may find administrative requirements burdensome or redundant. For example:

- A 2018 GAO report on USDA's SNAP E&T program found that 20 states' SNAP E&T programs did not partner with workforce agencies to provide E&T services.[39] States that do not fully leverage resources available through the workforce development system may miss opportunities to serve a greater number of SNAP E&T participants and provide a wider variety of services.[40] GAO recommended the administrator of the Food and Nutrition Service take additional steps to assist states in leveraging available workforce development system resources.

- A 2017 study funded by DOL on American Job Centers found that customers became frustrated filling out applications in what they viewed as redundant paperwork requirements for multiple programs with varying eligibility criteria.[41]

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[39]Funded through DOL's Employment and Training Administration, state and local workforce agencies operate American Job Centers through a nationwide network of more than 2,500 centers. These centers provide a range of employment-related services to job seekers under one roof.

[40]GAO, *Supplemental Nutrition Assistance Program: More Complete and Accurate Information Needed on Employment and Training Programs*, GAO-19-56 (Washington, D.C.: Nov. 20, 2018).

[41]A. Chamberlain, C. Bertaine, J. Cadima, IMPAQ International, and M. Darling, A. Kenrick, J. Lefkowitz, ideas42 , *Study of the American Job Center Customer Experience, Summary Report* (Columbia, MD: December 2017).

# Almost All Agencies Reported Actions to Address Program Fragmentation and Overlap, but Effectiveness of these Actions Remains Uncertain

## Employment and Training Program Officials Reported Taking Actions to Address Fragmentation and Overlap

In response to our survey of agency officials for the 43 E&T programs, almost all (38) reported taking at least one action to manage fragmentation, overlap, and/or potential duplication. Common actions included providing program guidance and technical assistance, coordinating participant services (e.g., co-locating services or co-enrolling participants), and effectively managing grants (see table 3).

**Table 3: Number of Federal Employment and Training Programs Reporting Actions in Various Categories to Manage Program Fragmentation and Overlap**

| Category of Actions | Number of Programs That Reported Using Action to Manage Each Issue[a] | |
|---|---|---|
| | **Fragmentation** | **Overlap** |
| Coordination of participant services (e.g., co-enrollment and co-location of services, participant referrals) | 8 | 15 |
| Funding (e.g., streamlined funding sources, allowed more local flexibility to transfer funding between programs) | 1 | 5 |
| Grants management (e.g., grants application process and grants administration) | 13 | 12 |
| Interagency collaboration, workgroups, and agreements | 8 | 13 |
| Provision of guidance and technical assistance | 10 | 13 |
| Performance measurement and monitoring (e.g., alignment of measures and reporting systems, ongoing program monitoring) | 13 | 5 |
| Strategic planning | 9 | 3 |

Source: GAO analysis of survey data. | GAO-19-200

[a]Program officials representing each of the 43 programs GAO reviewed were asked to identify up to three actions they had taken to manage fragmentation and overlap, respectively. A program could have reported taking the same action for both fragmentation and overlap.

Our survey analysis showed that of 43 E&T programs, 31 across eight agencies reported taking at least one action to manage fragmentation. In addition, 38 programs across all nine agencies reported taking at least one action to manage overlap.[42] For example, to address fragmentation and overlap, officials representing seven programs within DOL and Education reported in our survey that they participated in interagency workgroups to share information and to facilitate cross-agency communication to coordinate services. Likewise, VA reported that the agency and DOL updated their interagency technical assistance guide to better align the agencies' veteran E&T programs. (See table 4.)

**Table 4: Examples of Actions Federal Agencies Reported Taking to Address Fragmentation and Overlap in Employment and Training Programs**

| Type of Action | Examples |
|---|---|
| **Coordination of Participant Services** | |
| Co-located services | • 7 DOL programs reported that the co-location of E&T programs at a single location enables grantees of multiple programs to make their services available at American Job Center. |
| Co-enrolled participants in multiple programs | • 10 DOL programs reported encouraging participants' co-enrollment to coordinate services across multiple E&T programs in order to meet individual needs. |
| Used referrals to link participants with multiple programs | • 3 programs within Interior and VA reported the use of inter-program referrals to help ensure participants receive the most appropriate services across different programs. |
| **Funding** | |
| Transfer of funding across programs | • DOL reported encouraging states and local workforce development areas to use flexibilities that allow them to transfer funds between their Adult and Dislocated Worker programs. |
| Consolidation of funding sources | • Interior's Indian Employment Assistance program and HHS's Tribal Work Grants program reported that tribes are using authorized plans to consolidate funding across multiple programs directed at Native Americans. |
| **Grants Management** | |
| Managed grant award process | • 6 DOL programs reported that they include a scoring criterion on competitive grant applications to assess the extent to which grant applicants collaborate with other programs. |
| | • EPA's Environmental Workforce Development and Job Training Cooperative Agreements program distributes a list of its competitive grant applicants to other federal agencies to ensure that none are receiving funds for the same purposes. |

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[42]Through our survey, we also asked program officials if they had taken actions to either detect or prevent potential duplication between their program and other federally-funded programs. Compared to the number of programs taking actions to address fragmentation and overlap, fewer programs reported taking actions to detect and prevent duplication, with 28 programs reporting they had taken action to detect potential duplication, and 27 reporting they had taken action to prevent duplication. Of those that reported taking such actions, the actions cited were similar to those reported to address fragmentation and overlap. Program officials cited the use of performance measurement and monitoring; interagency collaboration, workgroups, and agreements; and the provision of guidance and technical assistance.

| Type of Action | Examples |
|---|---|
| Consolidated grants management across multiple programs | • 9 DOL programs reported that the agency took steps to consolidate grants management, including centralizing administration in a single office or applying the same processes across programs. |
| **Interagency Collaboration, Workgroups, and Agreements** | |
| Established interagency workgroups | • 7 programs within DOL and Education reported using interagency workgroups to share information and to facilitate cross-agency communication to coordinate services. |
| Developed memorandum of understanding between partner agencies | • DOL's Transition Assistance Program reported developing a memorandum of understanding with partner agencies detailing each agency's responsibilities for transitioning veterans into employment. |
| **Provision of Guidance and Technical Assistance** | |
| Issued guidance, regulations, other agency publications | • VA reported that the agency and DOL updated their interagency technical assistance guide to better align the agencies' veteran E&T programs.<br>• 7 DOL programs reported that the agency has issued guidance on such topics as coordinating across programs, preparing One-Stop staff to combine program services, and braiding program funding. |
| Provided technical assistance to grantees and agency staff | • 5 DOL programs reported that the agency provided training to grantees that emphasized program collaboration.<br>• VA's Vocational Rehabilitation and Employment provides new counselor training at which VA's Compensated Work Therapy is invited to present on available services and collaboration strategies. |
| **Performance Measurement and Monitoring** | |
| Aligned performance measures and reporting systems across programs | • 14 DOL programs reported sharing performance measures across programs and using uniform reporting systems to align performance measurement across multiple E&T programs. |
| Performed ongoing monitoring | • 2 HHS programs reported using ongoing program monitoring to ensure inter-program alignment. |
| **Strategic Planning** | |
| Developed and reviewed program strategic plans | • 5 DOL programs reported that DOL, Education, and HHS are to jointly review state Workforce Innovation and Opportunity Act (WIOA) plans to assess how multiple programs align to meet skill needs for job seekers and employers.<br>• USDA's Supplemental Nutrition Assistance Program Employment and Training program reported that it issued guidance to states about including the program in state plans under WIOA. |

Source: GAO analysis of survey data. | GAO-19-200

Notes: Education = Department of Education, EPA = Environmental Protection Agency, HHS = Department of Health and Human Services, Interior = Department of the Interior, DOL = Department of Labor, VA = Department of Veterans Affairs, and USDA = Department of Agriculture.

Through our survey, officials representing each of the 43 programs were asked to report up to three actions that they had taken to manage fragmentation and overlap, respectively. The table presents selected examples to illustrate the variety in the actions taken and is not intended to be comprehensive. Program officials may have taken additional actions that they did not report through our survey. Program counts shown for DOL include both DOL programs whose managers identified such actions in our survey and additional programs that DOL officials reported had taken such actions. In only one case did DOL identify more than one or two additional programs taking a specific action: While six DOL program managers responding to our survey reported action to align performance measures and reporting systems across programs, DOL officials reported that eight additional DOL programs were implementing a common reporting system.

Program officials reported that their actions were motivated by a variety of factors, including their own assessments, legal requirements such as those in WIOA, and audit recommendations. They attributed some of their actions to their assessment of the potential for duplicative services, or to promote streamlined administration. For example:

- In 2014, DOL released updated guidance to administrators of its Disabled Veterans' Outreach Program to encourage coordination with its Wagner-Peyser Act Employment Service program to help ensure that the two programs were not providing similar services to veterans.[43]

- Education reported that its data collection and reporting system integrates data from the State Vocational Rehabilitation Services Program and State Supported Employment Services Programs. Likewise, Education reported that its monitoring and technical assistance guide addresses both the State Vocational Rehabilitation Services Program and the State Supported Employment Services Program.

In addition, DOL and other agencies reported taking actions that are either required or encouraged by federal law in order to manage fragmentation and overlap.[44] For example:

- DOL officials reported that since WIOA was enacted in 2014, DOL, Education, and HHS have jointly issued directives and guidance to help states implement and administer WIOA, such as guidance on developing their required state strategic plans. Also under WIOA, DOL and Education have issued joint regulations and established common data definitions and joint data collection instruments to align performance reporting for WIOA six core programs.

- Agencies with E&T programs targeted toward Native Americans reported that tribes' use of authorized plans to integrate employment, training, and related services programs can help manage

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[43]DOL, Employment and Training Administration, Training and Employment Guidance Letter 19-13, April 10, 2014.

[44]WIOA emphasizes the alignment and integration of workforce programs. Among other things, WIOA requires the development of WIOA state strategic plans, uniform performance measures across certain programs, and the co-location of multiple programs at American Job Centers. DOL also emphasizes the benefits of co-enrolling job-seekers into multiple programs.

fragmentation and overlap. The potential scope of such plans (referred to as 477 plans), which had been originally authorized in 1992, was increased via legislation in 2017 to include programs with more purposes. With an authorized plan in place, tribes can integrate certain federal funds received by the tribe and coordinate employment, training, and related services across multiple programs that serve the tribe. In December 2018, 12 agencies signed a memorandum of agreement intended to set forth the basic functions and relationships of those agencies in the funding and oversight of tribal 477 plans and to facilitate coordination and collaboration between the agencies.[45]

Agencies have also taken actions to improve collaboration across multiple E&T programs based on our recommendations or on internal audits. For example:

- In 2011, we recommended that the Secretaries of DOL and HHS work together to develop and disseminate information that could facilitate further progress by states and localities in increasing administrative efficiencies in E&T programs, such as state initiatives to consolidate program administrative structures and state and local efforts to co-locate E&T programs at one-stop centers.[46] In response, DOL and HHS took a number of steps, including issuing a January 2015 study focused on identifying and documenting potentially promising practices in coordinating Temporary Assistance for Needy Families (TANF) and WIA services at the state and local levels.[47]

- In 2012, we found that the interagency handbook used by DOL and VA to coordinate E&T services for veterans did not include, for example, incorporating labor market information into rehabilitation plans.[48] In 2015, as GAO recommended, these agencies revised the interagency handbook by outlining how VA and DOL staff should coordinate efforts to provide veterans with labor market information

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[45]Interagency Memorandum of Agreement, Indian Employment, Training and Related Services Consolidation Act of 2017, December 2018.

[46]GAO-11-92.

[47]G. Kirby, J. Lyskawa, et. al., Mathematica Policy Research, OPRE Report 2015-04, *Coordinating Employment Services Across the TANF and WIA Programs* (Washington, D.C.: Jan. 19, 2015).

[48]GAO-13-29.

when developing employment and training objectives and assist them in selecting training and credentialing opportunities as a part of their rehabilitation plans.

- In 2012, EPA's Office of Inspector General conducted an audit of its Environmental Workforce Development and Job Training Cooperative Agreements program which concluded that, absent internal controls, the program was at risk for duplication with other E&T programs.[49] To mitigate that risk, the lead program administrator now provides other federal agencies a list of program applicants to ensure that no applicant is receiving funds for the same purposes outlined in the Environmental Workforce Development and Job Training program application.

While most programs reported taking action to manage fragmentation or overlap, officials from five programs reported in our survey that they had taken no action.[50] Officials from four of these programs reported that no action was necessary because their program offered a unique service or served a specialized population.[51] While we did not further review the need for coordination among these programs and others, they nonetheless reported one or more services in common with others serving the same population. In addition, while unique aspects may be protective to some extent against the risk of duplication, unique features may not necessarily reduce the risk of overlap or need for coordination. For example, DOD officials stated that apart from its Job Training, Employment Skills Training, Apprenticeships, and Internships program, they were not aware of any other federal program that allows servicemembers to participate in job training, including apprenticeships and internships, beginning up to 6 months before their service obligation is completed. DOL officials confirmed that its Transition Assistance

[49]U.S. Environmental Protection Agency Office of Inspector General, *Environmental Job Training Program Implemented Well, But Focus Needed on Possible Duplication With Other EPA Programs*, Report No. 12-P-0843 (Washington, D.C.: Sept. 21, 2012).

[50]The five programs were: 1) DOD's Job Training, Employment Skills Training, Apprenticeships, and Internships; 2) Education's Native Hawaiian Career and Technical Education Program; 3) Interior's Tribal Technical Colleges; 4) DOL's Registered Apprenticeship; and 5) DOL's Women in Apprenticeship and Nontraditional Occupations. In technical comment on our draft report, DOL reported it had initiated activities to better integrate the workforce system and apprenticeship, such as providing training on the use of WIOA funds in support of apprenticeship.

[51]Officials from the other program did not offer an explanation for why they did not take action.

Program does not offer job training to service members, but it does, like the DOD program, offer pre-separation employment services and counseling.[52] VA also noted in its technical comments that servicemembers who meet Vocational Rehabilitation and Employment eligibility criteria may, with DOD permission, receive these job training services as part of their rehabilitative program and that it partners with DOD to train transitioning servicemembers as veterans' services representatives. We did not further review the need for coordination among these or other programs that reported no action, but absent a more complete evaluation, it is not possible to assess whether these programs have taken sufficient steps to address overlap. Regarding duplication, 14 programs reported no action either to detect it or to prevent it.[53]

## Agencies Did Not Consistently Assess the Effectiveness of their Actions to Manage Overlap and Fragmentation

Agencies administering E&T programs did not consistently have information on results to know how well their actions to manage program fragmentation and overlap were working. DOL officials told us that they generally had not assessed the actions they reported in our survey to manage overlap, fragmentation, and potential for duplication, but noted that the agency has begun an implementation study of WIOA that will include examining state and local efforts to increase program coordination and collaboration. DOL expects the final report will be completed in fall 2019, and agency officials said it is coordinating with other agency partners.

Asked about efforts made by specific programs to manage overlap and fragmentation, other agency officials said they had assessed results of these efforts in some cases, but not others. For example, VA officials told us that in 2016 they started tracking referrals between its Vocational Rehabilitation and Employment Program and DOL's programs targeted to veterans to help ensure participants were obtaining labor market information from DOL programs. In contrast, in the case of integrating multiple E&T programs targeted toward Native Americans, HHS officials reported that the agency has not made specific efforts to assess the

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[52]DOL officials reported that they consult with the military services to enhance DOD's pre-separation counseling and have a suite of electronic tools with information and resources to support job seekers, which include active-duty service members.

[53]Similar to their responses regarding fragmentation and overlap, program officials commonly reported taking no action to address duplication because their program was unique in the population it served or the services it provided.

effectiveness of plans first provided for in 1992 which might reduce administrative burden by allowing tribes more flexibility to combine E&T services funded by multiple federal agencies.

GAO's guide on fragmentation and overlap states it is important to use the results of existing or new evaluations of identified programs to assess options to reduce or better manage negative effects of fragmentation, overlap, and duplication, such as inefficient use of program funds. For example, evaluation and other periodic reviews could help identify ways to address (1) gaps in information on how multiple programs are serving the employment and training needs of specific populations, such as Native Americans, youth, and refugees, or (2) the extent to which they have implemented practices to manage unwanted effects of fragmentation and overlap and improve coordination and efficiency.[54]

Agencies reported completing additional impact studies since our 2011 review, but evaluations examining their programs' effects have generally been confined to a single program and/or specific target populations. Four of the nine agencies in our review reported that they had completed at least 13 impact studies since 2011 of individual programs that measured effectiveness in terms of outputs and outcomes. (See appendix VII for a list of these studies.) DOL officials told us that programs tend to be evaluated individually for their effectiveness in achieving individual goals and objectives rather than for collective effects or performance. DOL officials said that they perform some research covering multiple programs in preparation for conducting program impact or effectiveness studies, but that the related findings tend to be more descriptive in nature. They also cited plans to use common measures developed under WIOA to look at outcomes across the core programs.

Some agencies have sponsored studies that focus on populations served by multiple programs, including customer experience with receiving services from multiple programs, and an early snapshot of the extent of state-level coordination in implementing WIOA. Specific examples of studies that reviewed issues related to implementing multiple programs include:

- A 2015 Mathematica study funded by HHS of WIOA-funded programs that included numerous efforts state level administrators could

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[54]GAO-15-49SP.

undertake to improve coordination among the programs, including exchanging more information on strategies and methods used by each program to address obstacles that impede coordination.[55]

- A 2015 Rand Corporation study funded by DOD that examined employment support programs for reservists and recommended assessing the costs and benefits of streamlining the current program line-up to reduce any redundancies.[56]

- A 2017 study by IMPAQ International funded by DOL that identified areas where customer service in WIOA job centers could be improved, such as streamlining enrollment and registration procedures and providing more information about the full array of services at the centers.[57]

However, of the six completed studies we identified that examined more than one E&T program, only one study assessed how any coordinated or integrated activities benefited the population served.[58] We found no similar studies conducted on the effects of multiple programs targeted toward other populations, such as Native Americans, youth, or refugees. VA officials told us that it is important that reviews of E&T programs for specific population take into account the complex needs of that population to understand when there is a need for involvement of multiple programs. For example, officials said that special populations such as homeless veterans require a breadth of unique services that may not available through a single program or by programs serving the general population. Further, as programs more commonly work together, learning about the programs' collective impact may be as important as studying the programs' individual results.

DOL officials told us that DOL, HHS, and Education tend to independently create their evaluation plans for employment and training services. After WIOA was enacted, these agencies formed the WIOA Evaluation Workgroup with the intent of establishing greater collaboration among

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[55]Kirby, Lyskawa, et. al.,OPRE Report 2015-04.

[56]A.G. Schaefer, N.B. Carey, et. al., Rand Corporation, *Review of the Provision of Job Placement Assistance and Related Employment Services to Members of the Reserve Components* (Santa Monica, CA: 2015).

[57]Chamberlain, Bertane, Cadima, and Darling, Kenrick, Lefkowitz, *Study of the Customer Experience*.

[58]Rosenberg, Strayer, et. al., and Khemani, *Providing Services to Veterans*.

federal agencies on E&T program evaluation. DOL E&T programs make up over a third of all federal E&T programs, and some of these programs under WIOA coordinate or align their services with programs administered by other agencies. DOL officials told us WIOA Evaluation Workgroup members interacted with staff from other agencies, such as USDA, who administered E&T programs to encourage their participation. The workgroup met for the first time in September 2017. After the initial meeting, according to DOL officials, the agencies dissolved the group because they concluded that the topic of WIOA-related evaluation could be covered through existing periodic interagency meetings. However, DOL officials told us that these efforts do not focus on evaluation across programs. In addition, the DOL agency-wide evaluation plan for fiscal year 2018—issued in September 2018—does not list evaluations focused primarily on cross-program coordination or collaboration, nor does it address potential overlap and fragmentation among its E&T services.[59]

Since 2013, DOL has not published a 5-year strategic research plan for E&T programs. In our 2011 review of DOL's research and evaluation program for its E&T programs, we recommended that DOL develop a mechanism to enhance the transparency and accountability of its E&T research by consulting other key federal agencies and involving advisory bodies or other entities outside DOL.[60] In 2010, the Employment and Training Administration (ETA), the division with lead responsibility for DOL's E&T programs, began a series of meetings with a panel of outside experts to develop a 5-year research plan. This strategic research plan set the research agenda for E&T programs by identifying and prioritizing what research and evaluations would be initiated over the following 5 years. Before finalizing its research agenda, DOL obtained broad input from federal officials at Education and HHS and a range of other key stakeholders, such as officials in local and state government and academics from the workforce community. In May 2013, DOL submitted

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[59]The most recent evaluation plans are U.S. Department of Labor, Chief Evaluation Office: *FY 2017 Evaluation Plan and Plan for Use of Set Aside* (September 2017); U.S. Department of Labor, Chief Evaluation Office: *FY 2018 Plan for Use of Set Aside,* accessed Jan. 3, 2019*,* https://www.dol.gov/asp/evaluation/about.htm.

[60]GAO-11-285.

to Congress and posted on its website a 5-year strategic research plan for its E&T programs which covered program years 2012 to 2017.[61]

In contrast to the broad consultation and public exposure that characterized past strategic planning for E&T research, in recent years DOL has instead relied on an internal process to set its research and evaluation priorities for its E&T programs and publishes only an agency-wide evaluation plan that is shorter-term and developed for a different purpose. Specifically, ETA develops an annual learning agenda that officials indicated highlights its research priorities, ideas, and proposed studies.[62] Officials stated that the E&T learning agenda is provided for consideration with other agency-wide agendas in developing an annual evaluation plan for all of DOL.[63] While DOL's annual evaluation plan and the results of its evaluations are posted publicly through its website and submitted to the relevant congressional committees, the learning agendas, including those for E&T programs, are internal documents, and DOL does not release them to the public.

The DOL-wide evaluation plan that is published presents neither a strategy for E&T evaluation nor plans for any evaluation to be initiated more than a year in the future. The fiscal year 2018 DOL-wide evaluation plan discusses only research to be initiated during the next year (fiscal year 2019) and lists studies that remain in progress from previous years. Rather than project longer-term research needs, the plan's main purpose, according to DOL officials, is to comply with specific appropriations language.[64] DOL officials told us that the list of proposed studies in the learning agendas may not ultimately appear in the annual evaluation plan

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[61]U.S. Department of Labor, Employment and Training Administration, *Five-Year Research and Evaluation Strategic Plan Program Years 2012-2017,* available at https://www.doleta.gov/research/five-year-research-plan.cfm.

[62]DOL officials told us that learning agendas are a part of a broader internal learning process that includes internal meetings, brainstorming sessions, development of wish lists, and proposed studies the agency may or may not conduct in the future.

[63]See U.S. Department of Labor, Chief Evaluation Office: *FY 2017 Evaluation Plan and Plan for Use of Set Aside*; U.S. Department of Labor, Chief Evaluation Office: *FY 2018 Plan for Use of Set Aside.* Both publications available at https://www.dol.gov/asp/evaluation/about.htm

[64]For example, the Consolidated Appropriations Act, 2018 gives DOL the authority to reserve funds from certain appropriations to carry out evaluations of the programs funded by those appropriations, but only if DOL submits a plan to the House and Senate Appropriations Committees describing the evaluations to be carried out. Pub. L. No. 115-141, Division H, Title I, § 107.

because they are not near-term priorities for the agency-wide plan. DOL's fiscal year 2018 agency-wide plan describes initiation of four studies—two on apprenticeship, one on strategies to prevent improper unemployment insurance payments, and another on potential effects of application fees for certain ETA programs.

WIOA requires that DOL publish a plan every 2 years that describes "the research, studies, and multistate project priorities of the Department of Labor concerning employment and training for the 5-year period following the submission of the plan." DOL officials told us that it is complying with this requirement by providing ETA's annual learning agendas to be included in DOL's overall evaluation plan. However, the resulting agency-wide plan falls short of meeting best practices for robust strategic planning. As we have previously reported, these practices include:

- Preparing annual and multiyear evaluation plans and updating these plans annually to take into account the need for evaluation results to inform program budgeting, reauthorization, agency strategic plans, program management, and responses to critical issues concerning program effectiveness.

- Including an appropriate mix of short- and long-term studies to produce results for short- or long-term policy or management decisions.[65]

- Developing plans in consultation with program stakeholders to help agencies ensure that their efforts and resources are targeted at the highest priorities and to create a basic understanding among the stakeholders of the competing demands that confront most agencies.[66]

A 2010 internal DOL memo stated that such a plan can guide the development of research and evaluation projects and be a valuable tool for the broader workforce research community. Furthermore, leading organizations, including the American Evaluation Association and the National Academy of Sciences, emphasize the need for research programs to establish specific policies and procedures to guide research activities. For example, a 2016 American Evaluation Association guide

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[65]GAO-11-285.

[66]GAO, *Executive Guide: Effectively Implementing the Government Performance and Results Act*, GAO/GGD-96-118 (Washington, D.C.: June 1996).

stated that having annual and multi-year evaluation plans is useful in guiding program decision-making in such areas as program management and budgeting, and responding to issues concerning program effectiveness.[67] Finally, Standards for Internal Control in the Federal Government state more broadly that program managers may need to conduct periodic assessments to evaluate the effectiveness of their actions.[68] These may include but are not limited to formal evaluations. However, without a long-term evaluation plan developed in consultation with key stakeholders, DOL may not learn whether its actions to improve E&T program coordination and integration are working, and thus may continue undertaking activities that are not leading to desired results.

## Conclusions

With the enactment of WIOA in 2014, steps were taken toward aligning employment and training programs and ensuring greater cross-agency coordination. Since then, agencies and programs have reported taking a range of actions to increase coordination among E&T programs and manage fragmentation and overlap. However, without knowing whether these actions are working to improve program coordination and integration, agencies may persist in activities that are ineffective, fail to expand those that work, or ignore unintended consequences. Further, the lack of evaluation focused on program coordination has resulted in a void of information on programs' collective impact. Without strategically planning the use of evaluation resources, DOL and other agencies will not learn efficiently about whether their efforts to coordinate the programs have been successful and what impact the newly coordinated programs are having, collectively, on their shared objectives.

## Recommendation for Executive Action

We are making the following recommendation to DOL:

The Secretary of DOL should develop and publish a multi-year strategic research plan for evaluation of its employment and training programs that includes assessing the completeness and results of efforts to coordinate among E&T programs to address overlap and fragmentation. In developing this plan, DOL should also consult with other federal agencies

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[67]American Evaluation Association, *An Evaluation Roadmap for a More Effective Government* (Revised October 2016), available at https://www.eval.org/evaluationroadmap.

[68] GAO-14-704G.

and key stakeholders on ways to address gaps in information on how multiple programs are serving the employment and training needs of specific populations, such as Native Americans, youth, and refugees. (Recommendation 1)

## Agency Comments and Our Evaluation

We provided a draft of this report for review and comment to the Departments of Agriculture, Defense, Education, Health and Human Services, Interior, Justice, Labor, and Veterans Affairs, and to the Environmental Protection Agency.

We received formal written comments from DOL and VA that are reproduced in appendix VIII and IX. In addition, DOL, Education, HHS, Interior, USDA and VA provided technical comments which we incorporated into the report as appropriate. EPA, DOD, and DOJ did not have any comments.

DOL agreed with our recommendation that it develop and publish a multi-year strategic research plan for evaluation of its E&T programs consistent with the purpose of aligning and coordinating these programs. DOL stated that it actively plans and makes public the research and evaluation topics for these evaluations, but it did not identify a timeline or measures it would take to augment these basic steps.

We recommended that DOL consult with other federal agencies and key stakeholders in developing a strategic research plan that assesses the completeness and results of efforts to coordinate among E&T programs to address overlap and fragmentation. Consultation should include ways to address gaps in information on how multiple programs are serving the employment and training needs of specific populations, such as Native Americans, youth, and refugees. DOL stated that it will consult with stakeholders regarding the employment and training needs of specific populations. VA commented that such reviews of E&T programs for specific populations should take into account the complex needs of the population being served and the breadth of needed services. We agree that any such reviews should address how the collection of programs is serving each population's needs.

If you or your staff have any questions about this report, please contact me at (202) 512-7215 or brownbarnesc@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on

the last page of this report. GAO staff that made key contributions to this report are listed in appendix X.

Cindy S. Brown Barnes
Director, Education, Workforce, and Income Security

# Appendix I: Objectives, Scope, and Methodology

This appendix discusses our scope and methodology for our three research objectives examining (1) how participation in and obligations for federal employment and training programs have changed since our 2011 report, (2) the extent to which employment and training programs continue to provide similar services to similar populations, and examples of potential effects, and (3) the extent to which agencies have taken actions to address previously identified fragmentation and overlap among the programs and lessons learned.

The sections below discuss the methods we used to address each of the three objectives. In addition to these methods, we reviewed relevant federal guidance and other program documents; and interviewed federal agency officials at headquarters offices. The focus of this review was how employment and training services are coordinated among programs specifically designed to deliver such services. As such, our scope excluded some programs that offer or finance employment and training services, but for which this is not a program objective (for example, student loan programs, which focus primarily on enhancing access to postsecondary education). Similarly, we focused on programs that deliver direct service rather than tax expenditures, which may finance or incentivize similar services through tax benefits.

## Program Selection

To address all of our objectives, we compiled a list of employment and training programs by starting with the 47 programs administered by nine federal agencies that were identified in our prior work.[1] We updated the original list by asking federal agency officials to provide the current status of previously identified programs and identify any new ones that might meet our criteria.[2] As in our 2011 review, we included programs for which

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[1]GAO, *Multiple Employment and Training Programs: Providing Information on Colocating Services and Consolidating Administrative Structures Could Promote Efficiencies*, GAO-11-92 (Washington, D.C.: Jan. 13, 2011).

[2]These agencies included those contacted for our 2011 review. They are the Departments of Agriculture (USDA), Defense (DOD), Education (Education), Health and Human Services (HHS), Interior, Justice (DOJ), Labor (DOL), Veterans Affairs (VA), and the Environmental Protection Agency (EPA). We also interviewed the Department of Commerce as we did for our 2011 review, but excluded Commerce programs because Commerce officials told us that their programs do not directly provide employment and training services.

objectives cited in the Catalog of Federal Domestic Assistance (CFDA) covered:[3]

- enhancing the specific job skills of individuals in order to increase their employability,
- identifying job opportunities, and/or
- helping job seekers obtain employment.

We also searched the CFDA electronically in February 2018 to identify any additional programs that met our inclusion criteria. To conduct an electronic text search of the CFDA database, we used 12 search terms used in GAO-11-92. These included:

| | | |
|---|---|---|
| Employment | job training | workforce |
| career | vocational | self-sufficient |
| re-employment | labor | employment-related |
| labor force | labor market | economic self-sufficiency |

We excluded any programs that met one or more of the following criteria:

- Program objectives do not explicitly include helping job seekers enhance their job skills, find job opportunities, or obtain employment.
- Program does not provide employment and training services itself (e.g., it provides financial support to other employment and training programs, or subsidizes the cost of employment through tax credits).
- Program is small or is a component of a larger employment and training program, such as a pilot or demonstration program.[4]

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[3]CFDA is a government-wide compendium of federal programs, projects, services, and activities that provide assistance or benefits to the American public. The CFDA is being terminated and will henceforth be incorporated in the System for Award Management, Federal Assistance Listing. We identified two additional employment and training programs through interviews with agency officials and through a related GAO report. In these instances, the programs were not listed in the CFDA and we verified that the program met our criteria by reviewing program objectives cited on agency websites.

[4]We defined programs in 2017 with less than $250,000 in total obligations or which served fewer than 100 participants as small.

- Programs that are economic development programs that aim to increase job opportunities but do not provide services to individuals to enhance their job skills, identify job opportunities, or find employment.

- Programs that aim to achieve broad workforce-related goals, such as increasing educational opportunities for minority individuals in particular fields or improving the status of and working conditions for wage-earning women, but do not provide employment or training services themselves.

- Education programs that fund student loans for educational expenses, initiatives for student recruitment and retention, or other student support services.

- Programs that support training for training providers, such as vocational rehabilitation specialists, or other programs that support job-specific training for individuals who are already employed.

Two analysts independently reviewed the list of 211 programs identified in the list generated from the 2018 CFDA search against the inclusion and exclusion criteria described above. To reach concurrence on the programs list, the analysts compared their lists and reached agreement on which to include. If the analysts were undecided about including a program, another analyst was consulted.

We also reviewed other GAO reports published since 2011 that provided a more in-depth review of employment and training programs to identify any additional programs that met our three inclusion criteria.[5] As a result of that process, we identified three programs that met our criteria and added them to our list. It is important to note that the number of programs identified will vary with the definition used, and applying any definition can require subjective judgment.

After evaluating all identified potential programs, we determined that 46 employment and training (E&T) programs met all criteria to be included in our audit. Once our determinations were made, we sent emails to agency liaisons asking them to confirm the list of programs to be included in and excluded from our review, and to provide the names and contact

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[5]GAO, *Military and Veteran Support: DOD and VA Programs That Address the Effects of Combat and Transition to Civilian Life*, GAO-15-24 (Washington, D.C.: Nov. 7, 2014), and *Veterans' Employment and Training Programs: Better Targeting, Coordinating, and Reporting Needed to Enhance Program Effectiveness,* GAO-13-29 (Washington, D.C.: Dec.13, 2012).

information for the officials who would be responsible for completing our planned survey. Agencies confirmed our final inclusion and exclusion decisions. After administering our survey, we excluded DOD's Troops to Teachers Program because the program generally focused on teacher quality rather than E&T services. We also excluded DOD's Hiring Heroes Program because DOD officials told us the program does not receive a specific appropriation and is a small program that is part of DOD's larger effort to encourage the employment of servicemembers and veterans. After we administered our survey, DOL officials clarified that the Women in Apprenticeship and Nontraditional Occupations (WANTO) program was not a sub-program under the Registered Apprenticeship Program, but rather a discrete program. We sent a survey to WANTO program officials. At the end of this process, we confirmed that 43 programs met our definition and should be included in our review. We generally maintained consistency with decisions made in our 2011 review.[6]

## Survey

To address all of our objectives, we administered a survey to program officials that included questions about services provided, budgetary information, and participants served. In addition, we included questions asking agency officials to confirm or correct program objectives and eligibility and beneficiary requirements listed in the CFDA. We also included questions about agencies' actions to manage overlap and fragmentation. We conducted two pretests with VA to ensure (1) our questions were clear and unambiguous, (2) terminology was used correctly, (3) the survey did not place an undue burden on agency officials, (4) the information could feasibly be obtained, and (5) the survey was comprehensive and unbiased.

To assess the reliability of the data provided by agencies, we asked officials to identify the databases and information sources they used to respond to our survey questions and any limitations of the data they provided. We then discussed with agency officials any identified data limitations and, if unresolved issues remained, annotated the data, as appropriate. We also identified responses that appeared to be inconsistent or outliers, such as instances in which participants increased as funds declined, and submitted them to agencies for verification.

[6]GAO-11-92.

From April to August 2018, we emailed the surveys to agency officials as
an attached Microsoft Excel form that they could return electronically. All
of the 45 surveys were completed and returned.[7]

Because this was not a sample survey, it has no sampling errors.
However, the practical difficulties of conducting any survey may introduce
errors, commonly referred to as nonsampling errors. For example,
difficulties in interpreting a particular question, sources of information
available to respondents, or entering data into a database or analyzing
them can introduce unwanted variability into the survey results. We took
steps in developing the surveys, collecting the data, and analyzing them
to minimize such nonsampling error. For example, to minimize difficulties
interpreting a particular survey question, we incorporated the suggestions
from an independent reviewer to add explicit instructions for how to use
the pull-down menus and consistently phrased requests for information.

We reviewed the completed surveys and clarified information with agency
officials, as needed.[8] We further reviewed the survey to ensure the
ordering of survey sections was appropriate and that the questions within
each section were clearly stated and easy to comprehend. To reduce
nonresponse, another source of nonsampling error, we sent out email
reminder messages to encourage officials to complete the survey. In
reviewing the survey data, we performed automated checks to identify
inappropriate answers. We further reviewed the data for missing or
ambiguous responses and followed up with agency officials when
necessary to clarify their responses. On the basis of our application of
recognized survey design practices and follow-up procedures, we
determined that the data were of sufficient quality for our purposes.

In terms of agency actions to manage overlap and fragmentation and to
detect/prevent duplication, we followed up with select agencies to better
understand what prompted the actions they took and the lessons they
learned from evaluating those efforts.

We did not conduct a legal analysis to confirm the various
characterizations of the programs in this report, such as information on

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[7]The number of surveys administered does not match the number of programs identified
in our final list. Two programs were removed from final list because survey results
revealed that program did not meet our criteria for inclusion.

[8]We reviewed fiscal year 2019 budget documents, but they did not consistently contain
the program-level details needed.

their budgetary obligations, services provided, target population, eligibility criteria, or program goals. Instead, all such program information in this report is based on our survey results, as confirmed by agency officials. Further, we did not review agencies' financial reporting systems or audit the figures provided to us. We reviewed fiscal year 2019 budget documents to determine if they could be used to verify data provided by the agencies, but they did not consistently contain the program-level details needed. Instead, to help mitigate reliability limitations that might have accompanied agency reports, we asked agencies to identify the data source of reported budgetary information and to list any data limitations.

## Overlap

To address our second objective to identify areas of overlap among E&T programs, we reviewed information reported by federal agency officials in our survey. We used the definition of overlap established in GAO's prior work: overlap occurs when two or more programs provide at least one similar service to a similar population.[9] After reviewing survey responses regarding the primary population groups served by the 43 programs and the services they provided, we categorized programs according to the primary population group served and identified programs within each category that provided similar services. We did not focus on the effects of potential duplication, which occurs when two or more agencies or programs are engaged in the same activities or provide the same services to the same beneficiaries. GAO has not previously identified duplication in federal E&T programs, and our objectives in this engagement focused on overlap and fragmentation previously identified in these programs.

We categorized programs based on the type of program participant served according to program objectives and program eligibility criteria listed in the CFDA. Then, we verified these categorizations with agency officials. In categorizing programs by target population, we used the following categories: 1) general population, 2) dislocated workers or trade-impacted workers, 3) migrant and seasonal farm workers, 4) Native Americans (in this report, the term Native Americans refers to American Indians and Native Hawaiians), 5) people with physical or mental

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[9]For definitions of fragmentation and overlap, see GAO, *Fragmentation, Overlap, and Duplication: An Evaluation and Management Guide,* GAO-15-49SP (Washington, D.C.: Apr. 14, 2015).

disabilities, 6) prisoners or ex-offenders, 7) refugees, 8) veterans or
transitioning servicemembers, 9) youth, and 10) older workers, women,
and unemployed and underemployed residents of solid and hazardous
waste-impacted neighborhoods (collectively, other). We also categorized
the VA's Vocational Rehabilitation and Employment program with other
programs that target veterans, but noted that the program serves
veterans with a service-connected disability.

## Review of Prior GAO Reports and Agency Funded Research

To address our second and third objectives, we also reviewed GAO
reports and agency funded research published since 2011. We used
these sources, in part, to illustrate effects of overlap and fragmentation
among E&T programs and provide examples of actions agencies have
taken to address our prior findings or recommendations. To address our
second research objective, we reviewed this literature to identify
examples of documented effects of overlap and fragmentation among
these programs, including positive effects (e.g., to fill a gap or
complement an existing program) and negative effects (e.g., inefficient
use of resources or confusion among individuals). To address our third
research objective, we conducted a literature search of agency-
sponsored research on E&T programs and ultimately determined that six
of these studies were sufficiently rigorous and appropriately scoped to
include in our review. To identify studies on coordination and
collaboration of federally-funded programs, we conducted a literature
search through ProQuest. Our initial search terms included "federal
employment and training" and "coordination" or "collaboration," "overlap,"
and "fragmentation". We also reviewed these studies to assess the extent
to which agencies had evaluated actions to manage overlap and
fragmentation.

In addition, our survey asked program officials about whether an impact
study had been completed since 2011 to evaluate program performance
with regard to E&T activities and, if so, to provide a citation for at least
one of these studies. An impact study assesses the net effect of a
program by comparing program outcomes with an estimate of what would
have happened in the absence of the program. This type of study is
conducted when external factors are known to influence the program
outcomes, in order to isolate the program's contribution to the
achievement of its objectives. Program officials provided 16 citations of
what they believed to be impact studies. Of the 16 cited studies, we
determined that 13 can accurately be described as impact studies. To
make this assessment, we reviewed the methodology section of each
study.

We conducted this performance audit from September 2017 to March
2019 in accordance with generally accepted government auditing
standards. Those standards require that we plan and perform the audit to
obtain sufficient, appropriate evidence to provide a reasonable basis for
our findings and conclusions based on our audit objectives. We believe
that the evidence obtained provides a reasonable basis for our findings
and conclusions based on our audit objectives.

The following table is a list of federal employment and training programs using as a baseline programs identified in our most recent prior report (GAO, *Multiple Employment and Training Programs: Providing Information on Colocating Services and Consolidating Administrative Structures Could Promote Efficiencies*, GAO-11-92 (Washington, D.C.: Jan. 13, 2011)). We also reviewed the Catalog of Federal Domestic Assistance (CFDA) to ensure that programs met our selection criteria and to identify new programs. We did not conduct an independent legal analysis to verify the information provided about the programs described in this appendix, such as information on their status. For a description of our methodology, see appendix I.

**Table 5: Status of Federal Employment and Training Programs (as of Fiscal Year 2017), Using Programs Identified in 2011 GAO Report (as of Fiscal Year 2009) as a Baseline**

| CFDA # | Program Name | Status | Notes |
|---|---|---|---|
| **Department of Agriculture** | | | |
| 10.561 | Supplemental Nutrition Assistance Program Employment and Training | ✓ | |
| **Department of Defense** | | | |
| N/A | Job Training, Employment Skills Training, Apprenticeships, and Internships | + | identified by prior GAO report |
| 12.404 | National Guard Youth Challenge Program | ✓ | |
| **Department of the Interior** | | | |
| 15.108 | Job Placement and Training Program (Indian Employment Assistance in 2011 report) | ✓ | |
| 15.960 | Tribal Technical Colleges (United Tribes Technical College in 2011 report) | ✓ | |
| 15.931 | Youth Partnership Programs (Conservation Activities by Youth Service Organizations in 2011 report) | ✓ | |
| **Department of Justice** | | | |
| 16.812 | Second Chance Act Technology-Based Career Training Program for Incarcerated Adults and Juveniles (Second Chance Act Reentry Initiative in 2011 report) | ✓ | |
| **Department of Labor** | | | |
| 17.269 | Community Based Job Training Grants | X | defunded in 2010 |
| 17.801 | Disabled Veterans' Outreach Program | ✓ | |
| 17.268 | H-1B Job Training Grants | ✓ | |
| 17.805 | Homeless Veterans' Reintegration Program (Homeless Veterans' Reintegration Project in 2011 report) | ✓ | |
| 17.265 | Indian and Native American Program (Native American Employment and Training in 2011 report) | ✓ | |
| N/A | Job Corps | ✓ | |

**Appendix II: Update on the List of Federal
Employment and Training Programs since
GAO 2011 Review**

| CFDA # | Program Name | Status | Notes |
|---|---|---|---|
| 17.804 | Local Veterans' Employment Representative Program | ✓ | |
| 17.264 | National Farmworker Jobs Program | ✓ | |
| 17.270 | Reentry Employment Opportunities (Reintegration of Ex-Offenders in 2011 report) | ✓ | |
| 17.201 | Registered Apprenticeship (Registered Apprenticeship and Other Training in 2011 report) | ✓ | |
| 17.235 | Senior Community Service Employment Program | ✓ | |
| 17.245 | Trade Adjustment Assistance for Workers | ✓ | |
| 17.807 | Transition Assistance Program | ✓ | |
| 17.802 | Veterans' Workforce Investment Program | X | eliminated by WIOA |
| 17.207 | Wagner-Peyser Act Employment Service (Employment Service/Wagner-Peyser Funded Activities in 2011 report) | ✓ | |
| 17.258 | WIOA Adult Program (WIA Adult Program in 2011 report) | ✓ | |
| 17.278 | WIOA Dislocated Worker Formula Program (WIA Dislocated Workers from 2011 became part of this program) | → | |
| 17.277 | WIOA National Dislocated Worker Grants (WIA National Emergency Grants in 2011) | ✓ | |
| 17.259 | WIOA Youth Program (WIA Youth Activities in 2011 report) | ✓ | |
| N/A | Women in Apprenticeship and Nontraditional Occupations | ✓ | |
| 17.274 | YouthBuild | ✓ | |
| **Department of Veterans Affairs** | | | |
| N/A | Compensated Work Therapy | ✚ | identified by agency officials |
| 64.116 | Vocational Rehabilitation and Employment (Vocational Rehabilitation for Disabled Veterans in 2011 report) | ✓ | |
| **Environmental Protection Agency** | | | |
| 66.815 | Environmental Workforce Development and Job Training Cooperative Agreements (Brownfield Job Training Cooperative Agreements in 2011report) | ✓ | |
| **Department of Education** | | | |
| 84.250 | American Indian Vocational Rehabilitation Services | ✓ | |
| 84.048 | Career and Technical Education - Basic Grants to States | ✓ | |
| 84.331 | Grants to States for Workplace and Community Transition Training for Incarcerated Individuals | X | eliminated by WIOA |
| 84.128 | Migrant and Seasonal Farmworker Program | X | eliminated by WIOA |
| 84.101 | Native American Career and Technical Education Program (Career and Technical Education - Indian Set-Aside in 2011 report) | ✓ | |
| 84.259 | Native Hawaiian Career and Technical Education Program | ✓ | |
| 84.234 | Projects with Industry | X | eliminated by WIOA |
| 84.187 | State Supported Employment Services Program | ✓ | |

**Appendix II: Update on the List of Federal
Employment and Training Programs since
GAO 2011 Review**

| CFDA # | Program Name | Status | Notes |
|---|---|---|---|
| 84.126 | State Vocational Rehabilitation Services Program (Rehabilitation Services - Vocational Rehabilitation Grants to States in 2011 report) | ✓ | |
| 84.243 | Tech Prep Education State Grants | X | defunded in 2011 |
| 84.245 | Tribally Controlled Postsecondary Career and Technical Institutions | ✓ | |
| **Department of Health and Human Services** | | | |
| 93.569 | Community Services Block Grant | ✓ | |
| 93.594 | Native Employment Works (Tribal Work Grants in 2011) | ✓ | |
| 93.576 | Refugee and Entrant Assistance - Discretionary Grants (Refugee and Entrant Assistance - Targeted Assistance Discretionary Program from 2011 is now part of this program) | ➙ | |
| 93.566 | Refugee and Entrant Assistance State/Replacement Designee Administered Programs ((Refugee and Entrant Assistance - Social Services Program from 2011 is now part of this program) | ➙ | |
| 93.584 | Refugee and Entrant Assistance - Targeted Assistance Grants | ✓ | |
| 93.567 | Refugee and Entrant Assistance - Voluntary Agencies Matching Grant Program | ✓ | |
| 93.558 | Temporary Assistance for Needy Families | ✓ | |

Legend: Remained on List ✓ Added to list ✚ 2011 program re-structured or consolidated ➙ Removed from list X

Note: WIOA=Workforce Innovation and Opportunity Act

# Appendix III: Change in Federal Employment and Training Program Obligations, Adjusted for Inflation in 2017 Dollars

**Table 6: Change in Obligations for Federal Employment and Training Programs, Fiscal Years 2009 and 2017, Adjusted for Inflation in 2017 Dollars[a]**

| Agency | Program | Real E&T obligations in 2009 (in 2017 dollars) | Real E&T obligations in 2017 (in 2017 dollars) | Change in real E&T obligations from 2009 to 2017 (in 2017 dollars) | Change in real E&T obligations from 2009 to 2017 (percent) |
|---|---|---|---|---|---|
| Education | State Vocational Rehabilitation Services Program | 3,346,170,000 | $2,899,560,000 | -$446,610,000 | -13.3 |
| DOL | WIOA Dislocated Worker Formula Program[b] | 2,748,130,000 | 1,021,800,000 | -1,726,330,000 | -62.8 |
| DOL | WIOA Youth Program[b] | 2,397,120,000 | 871,110,000 | -1,526,010,000 | -63.7 |
| DOL | Job Corps | 2,014,560,000 | 1,631,280,000 | -383,280,000 | -19.0 |
| HHS | Temporary Assistance for Needy Families | 2,012,130,000 | 2,152,570,000 | 140,430,000 | 7.0 |
| DOL | WIOA Adult Program[b] | 1,539,620,000 | 816,440,000 | -723,190,000 | -47.0 |
| DOL | Wagner-Peyser Act Employment Service[b] | 1,366,130,000 | 669,240,000 | -696,880,000 | -51.0 |
| VA | Vocational Rehabilitation and Employment[b] | 827,280,000 | 1,400,000,000 | 572,720,000 | 69.2 |
| DOL | Senior Community Service Employment Program | 781,390,000 | 563,710,000 | -217,690,000 | -27.9 |
| DOL | Trade Adjustment Assistance for Workers[b] | 776,580,000 | 391,420,000 | -385,160,000 | -49.6 |
| USDA | Supplemental Nutrition Assistance Program Employment and Training | 354,580,000 | 311,500,000 | -43,080,000 | -12.2 |
| DOL | WIOA National Dislocated Worker Grants[b] | 179,290,000 | 120,550,000 | -58,740,000 | -32.8 |
| DOL | YouthBuild | 129,090,000 | 158,390,000 | 29,300,000 | 22.7 |
| DOL | H-1B Job Training Grants | 128,680,000 | 116,560,000 | -12,120,000 | -9.4 |
| HHS | Community Services Block Grant | 117,590,000 | 82,600,000 | -34,990,000 | -29.8 |
| DOD | National Guard Youth Challenge Program | 104,120,000 | 155,000,000 | 50,880,000 | 48.9 |
| DOL | Reentry Employment Opportunities[b] | 98,150,000 | 78,680,000 | -19,470,000 | -19.8 |
| DOL | Disabled Veterans' Outreach Program | 94,420,000 | 112,940,000 | 18,520,000 | 19.6 |
| DOL | National Farmworker Jobs Program | 90,970,000 | 81,760,000 | -9,220,000 | -10.1 |
| DOL | Local Veterans' Employment Representative Program | 84,100,000 | 52,610,000 | -31,490,000 | -37.4 |
| DOL | Indian and Native American Program[b] | 79,500,000 | 49,130,000 | -30,370,000 | -38.2 |
| Education | State Supported Employment Services Program[b] | 32,690,000 | 27,270,000 | -5,420,000 | -16.6 |
| DOL | Homeless Veterans' Reintegration Program | 27,910,000 | 43,500,000 | 15,590,000 | 55.8 |

| Agency | Program | Real E&T obligations in 2009 (in 2017 dollars) | Real E&T obligations in 2017 (in 2017 dollars) | Change in real E&T obligations from 2009 to 2017 (in 2017 dollars) | Change in real E&T obligations from 2009 to 2017 (percent) |
|---|---|---|---|---|---|
| DOL | Registered Apprenticeship | 24,150,000 | 68,360,000 | 44,210,000 | 183.1 |
| DOJ | Second Chance Act Technology-Based Career Training Program for Incarcerated Adults and Juveniles[b] | 20,070,000 | 7,110,000 | -12,960,000 | -64.6 |
| Interior | Job Placement and Training Program[b] | 11,430,000 | 9,550,000 | -1,880,000 | -16.5 |
| HHS | Native Employment Works[b] | 8,580,000 | 7,570,000 | -1,010,000 | -11.8 |
| DOL | Transition Assistance Program | 7,900,000 | 16,330,000 | 8,420,000 | 106.6 |
| DOL | Women in Apprenticeship and Nontraditional Occupations | 1,130,000 | 1,490,000 | 360,000 | 31.8 |
| | **Totals** | **19,403,460,000** | **13,918,030,000** | | |

Source: GAO analysis based on obligations data reported by agency officials. | GAO-19-200

Note: E&T=employment and training. All dollar amounts are rounded to the nearest $10,000. Real values in fiscal year 2017 dollars. Some E&T programs reported obligations for a period other than the federal fiscal year. In these cases, GAO estimated obligations by federal fiscal year before adjusting values for inflation. USDA = Department of Agriculture, DOD =Department of Defense, Education = Department of Education, EPA = Environmental Protection Agency, HHS = Department of Health and Human Services, Interior = Department of the Interior, DOJ = Department of Justice, DOL = Department of Labor, and VA = Department of Veterans Affairs.

[a]Programs are listed in order by size of 2009 E&T obligations. We were not able to obtain E&T obligations data for both 2009 and 2017 for 14 programs: Native American Career and Technical Education Program; Tribally Controlled Postsecondary Career and Technical Institutions; Career and Technical Education - Basic Grants to States; American Indian Vocational Rehabilitation Services; Native Hawaiian Career and Technical Education Program; Refugee and Entrant Assistance State/Replacement Designee Administered Programs; Refugee and Entrant Assistance - Voluntary Agencies Matching Grant Program; Refugee and Entrant Assistance - Discretionary Grants; Refugee and Entrant Assistance -Targeted Assistance Grants; Youth Partnership Programs; Tribal Technical Colleges; Job Training, Employment Skills Training, Apprenticeships, and Internships; Environmental Workforce Development and Job Training Cooperative Agreements; and Compensated Work Therapy.

[b]Program name from 2011 review was updated based on information confirmed by agency officials.

# Appendix IV: Change in Federal Employment and Training Obligations in Nominal Values

**Table 7: Change in Obligations for Federal Employment and Training Programs in Nominal Values, Fiscal Years 2009 and 2017[a]**

| Agency | Program | 2009 E&T obligations | 2017 E&T obligations | $ change in E&T obligations, 2009 to 2017 | % change in E&T obligations, 2009 to 2017 |
|---|---|---|---|---|---|
| Education | State Vocational Rehabilitation Services Program | 2,956,743,700 | 2,899,561,793 | -57,181,907 | -1.9 |
| DOL | WIOA Dislocated Worker Formula Program* | 2,421,340,000 | 1,017,203,000 | -1,404,137,000 | -58.0 |
| DOL | WIOA Youth Program* | 2,112,069,000 | 867,185,000 | -1,244,884,000 | -58.9 |
| HHS | Temporary Assistance for Needy Families | 1,777,958,939 | 2,152,566,152 | 374,607,213 | 21.1 |
| DOL | Job Corps | 1,775,000,000 | 1,623,930,000 | -151,070,000 | -8.5 |
| DOL | WIOA Adult Program* | 1,356,540,000 | 812,759,000 | -543,781,000 | -40.1 |
| DOL | Wagner-Peyser Act Employment Service* | 1,203,677,000 | 666,230,000 | -537,447,000 | -44.7 |
| VA | Vocational Rehabilitation and Employment* | 731,000,000 | 1,400,000,000 | 669,000,000 | 91.5 |
| DOL | Senior Community Service Employment Program | 688,475,000 | 561,166,792 | -127,308,208 | -18.5 |
| DOL | Trade Adjustment Assistance for Workers | 686,200,000 | 391,419,000 | -294,781,000 | -43.0 |
| USDA | Supplemental Nutrition Assistance Program Employment and Training | 313,315,370 | 311,498,679 | -1,816,691 | -0.6 |
| DOL | WIOA National Dislocated Worker Grants* | 158,059,351 | 120,112,435 | -37,946,916 | -24.0 |
| DOL | YouthBuild | 113,739,000 | 157,672,450 | 43,933,450 | 38.6 |
| DOL | H-1B Job Training Grants | 113,704,000 | 116,563,000 | 2,859,000 | 2.5 |
| HHS | Community Services Block Grant | 103,901,089 | 82,600,000 | -21,301,089 | -20.5 |
| DOD | National Guard Youth Challenge Program | 92,000,000 | 155,000,000 | 63,000,000 | 68.5 |
| DOL | Reentry Employment Opportunities* | 86,480,000 | 78,323,362 | -8,156,638 | -9.4 |
| DOL | Disabled Veterans' Outreach Program | 83,431,000 | 112,942,985 | 29,511,985 | 35.4 |
| DOL | National Farmworker Jobs Program* | 80,156,361 | 81,387,000 | 1,230,639 | 1.5 |
| DOL | Local Veterans' Employment Representative Program | 74,314,000 | 52,614,076 | -21,699,924 | -29.2 |
| DOL | Indian and Native American Program | 70,050,420 | 48,908,900 | -21,141,520 | -30.2 |
| Education | State Supported Employment Services Program | 28,889,190 | 27,272,520 | -1,616,670 | -5.6 |
| DOL | Homeless Veterans' Reintegration Program | 24,590,188 | 43,300,000 | 18,709,812 | 76.1 |

| Agency | Program | 2009 E&T obligations | 2017 E&T obligations | $ change in E&T obligations, 2009 to 2017 | % change in E&T obligations, 2009 to 2017 |
|---|---|---|---|---|---|
| DOL | Registered Apprenticeship * | 21,340,000 | 68,363,000 | 47,023,000 | 220.4 |
| DOJ | Second Chance Act Technology-Based Career Training Program for Incarcerated Adults and Juveniles* | 17,732,726 | 7,111,222 | -10,621,504 | -59.9 |
| Interior | Job Placement and Training (JPT) Program* | 10,099,517 | 9,546,575 | -552,942 | -5.5 |
| HHS | Native Employment Works* | 7,558,020 | 7,535,110 | -22,910 | -0.3 |
| DOL | Transition Assistance Program | 6,984,000 | 16,325,891 | 9,341,891 | 133.8 |
| DOL | Women in Apprenticeship and Nontraditional Occupations | 1,000,000 | 1,492,095 | 492,095 | 49.2 |
| | **Totals** | **17,116,347, 871** | **13,890,590,037** | | |

Source: GAO analysis of obligations data reported by and confirmed with agency officials. | GAO-19-200

Note: E&T= employment and training. USDA = Department of Agriculture, DOD = Department of Defense, Education =Department of Education, EPA = Environmental Protection Agency, HHS = Department of Health and Human Services, Interior = Department of the Interior, DOJ = Department of Justice, DOL = Department of Labor, and VA = Department of Veterans Affairs.

[a]Programs are listed in order by size of 2009 E&T obligations. We were not able to obtain E&T obligations for both 2009 and 2017 for 14 programs: Native American Career and Technical Education Program; Tribally Controlled Postsecondary Career and Technical Institutions; Career and Technical Education - Basic Grants to States; American Indian Vocational Rehabilitation Services; Native Hawaiian Career and Technical Education Program; Refugee and Entrant Assistance State/Replacement Designee Administered Programs; Refugee and Entrant Assistance - Voluntary Agencies Matching Grant Program; Refugee and Entrant Assistance - Discretionary Grants; Refugee and Entrant Assistance - Targeted Assistance Grants; Youth Partnership Programs; Tribal Technical Colleges; Job Training, Employment Skills Training, Apprenticeships, and Internships; Environmental Workforce Development and Job Training Cooperative Agreements; and Compensated Work Therapy.

*Program name from 2011 review was updated based on information confirmed by agency officials.

# Appendix V: Estimated Number of Program Participants Who Received Federal Employment and Training Services

**Table 8: Estimated Number of Program Participants Who Received Federal Employment or Training Services in a Given Year[a]**

| Agency | Program | Number served | Year[a] |
|---|---|---|---|
| DOL | Wagner-Peyser Act Employment Service* | 5,414,815 | 2016 |
| DOL | WIOA Adult Program* | 1,108,201 | 2016 |
| Education | State Vocational Rehabilitation Services Program* | 975,359 | 2016 |
| DOL | Registered Apprenticeship* | 533,607 | 2017 |
| USDA | Supplemental Nutrition Assistance Program Employment and Training | 510,935 | 2017 |
| DOL | WIOA Dislocated Worker Formula Program* | 467,508 | 2016 |
| HHS | Community Services Block Grant | 268,641 | 2017 |
| HHS | Temporary Assistance for Needy Families | 190,126[b] | 2017 |
| DOL | Transition Assistance Program | 171,286 | 2017 |
| DOL | WIOA Youth Program* | 150,394 | 2016 |
| DOL | Disabled Veterans' Outreach Program | 146,647 | Program year 2015 |
| VA | Vocational Rehabilitation and Employment* | 132,218 | 2017 |
| HHS | Refugee and Entrant Assistance State/Replacement Designee Administered Programs | 124,370 | 2017 |
| VA | Compensated Work Therapy | 64,419 | 2017 |
| DOL | Senior Community Service Employment Program | 60,022 | 2016 |
| HHS | Refugee and Entrant Assistance - Targeted Assistance Grants* | 52,556 | 2017 |
| DOL | Job Corps | 48,304 | 2016 |
| Education | State Supported Employment Services Program* | 45,435 | 2016 |
| DOL | Trade Adjustment Assistance for Workers* | 43,615 | 2017 |
| DOL | Local Veterans' Employment Representative Program | 27,722 | 2017 |
| DOL | Indian and Native American Program* | 23,678 | 2016 |
| DOL | H-1B Job Training Grants | 22,957 | 2017 |
| DOL | WIOA National Dislocated Worker Grants* | 21,854 | 2016 |
| HHS | Refugee and Entrant Assistance - Voluntary Agencies Matching Grant Program* | 17,539 | 2017 |
| DOL | National Farmworker Jobs Program | 17,192 | 2016 |
| DOL | Homeless Veterans' Reintegration Program | 16,230 | 2016 |
| DOL | Reentry Employment Opportunities* | 12,799 | 2016 |
| DOD | National Guard Youth Challenge Program | 10,000 | 2017 |
| Education | American Indian Vocational Rehabilitation Services* | 7,790 | 2017 |
| DOL | YouthBuild | 6,908 | 2016 |
| Interior | Youth Partnership Programs* | 5,170 | 2017 |
| HHS | Native Employment Works* | 3,341 | 2015 |
| Education | Native American Career and Technical Education Program* | 2,205 | 2017 |

| Agency | Program | Number served | Year[a] |
|--------|---------|---------------|---------|
| DOD | Job Training, Employment Skills Training, Apprenticeships, and Internships | 2,000 | 2017 |
| Interior | Tribal Technical Colleges | 1,904 | school year 2017-2018 |
| Education | Tribally Controlled Postsecondary Career and Technical Institutions | 891 | 2017 |
| DOJ | Second Chance Act Technology-Based Career Training Program for Incarcerated Adults and Juveniles* | 700 | 2017 |
| EPA | Environmental Workforce Development and Job Training Cooperative Agreements* | 546 | 2017 |
| Education | Native Hawaiian Career and Technical Education Program | 475 | 2017 |
| Education | Career and Technical Education - Basic Grants to States | n/a | n/a |
| HHS | Refugee and Entrant Assistance - Discretionary Grants* | n/a | n/a |
| Interior | Job Placement and Training Program*,C | n/a | n/a |
| DOL | Women in Apprenticeship and Nontraditional Occupations | n/a | n/a |
| | **Total** | **10,710,359** | |

Source: GAO analysis of obligations data reported by and confirmed with agency officials. | GAO-19-200

Note: USDA = Department of Agriculture, DOD = Department of Defense, Education = Department of Education, EPA = Environmental Protection Agency, HHS =. Department of Health and Human Services, Interior = Department of the Interior, DOJ = Department of Justice, DOL = Department of Labor, and VA = Department of Veterans Affairs.

[a]This information represents fiscal year, unless otherwise noted. This information may not represent an unduplicated count. The total is the sum for programs that provided a report. It is important to note that non-reporting programs included Education's Career and Technical Education – Basic Grants to States, with 2017obligations of $1.1 billion.

[b]This number represents the average monthly number of work-eligible individuals with hours of participation in countable work activities other than unsubsidized employment.

[C]Interior officials reported in technical comments on our report that no related reports are received or required for Job Placement and Training Program funds.

*Program name from 2011 review was updated based on information confirmed by agency officials.

**Figure 6: Employment and Training Services Provided by Federal Programs Serving the General Population, Fiscal Year 2017**

| | Employment counseling and assessment | High school completion or equivalency assistance | Job development | Job readiness training | Job referrals | Job retention training | Job search or job placement activities | Occupational or vocational training | On-the-job training | Remedial academic, English language, or basic adult literacy | Work experience | Other employment and training activities |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Career and Technical Education – Basic Grants to States (Education) | ✔ | — | ✔ | ✔ | ✔ | — | ✔ | ✔ | ✔ | — | ✔ | — |
| Community Services Block Grant (HHS) | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ |
| Temporary Assistance for Needy Families (HHS) | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ |
| Wagner-Peyser Act Employment Service (DOL) | ✔ | — | ✔ | — | ✔ | — | ✔ | — | — | — | — | ✔ |
| H-1B Job Training Grants (DOL) | ✔ | — | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ |
| Registered Apprenticeship (DOL) | ✔ | — | — | ✔ | ✔ | ✔ | — | ✔ | ✔ | — | ✔ | ✔ |
| WIOA Adult Program (DOL) | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ |
| Supplemental Nutrition Assistance Program Employment and Training (USDA) | ✔ | ✔ | ✔ | ✔ | ✔ | — | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ |

Key
✔ Yes
— No

Education= Department of Education;  HHS= Department of Health and Human Services;  DOL= Department of Labor;  USDA= Department of Agriculture

Source: GAO analysis of survey data as confirmed by agency officials.  |  GAO-19-200

Note: Education = Department of Education, HHS =. Department of Health and Human Services, DOL = Department of Labor, and USDA = Department of Agriculture.

**Figure 7: Employment and Training Services Provided by Federal Programs Serving Native Americans, Fiscal Year 2017**

| | Employment counseling and assessment | High school completion or equivalency assistance | Job development | Job readiness training | Job referrals | Job retention training | Job search or job placement activities | Occupational or vocational training | On-the-job training | Remedial academic, English language, or basic adult literacy | Work experience | Other employment and training activities |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Native American Career and Technical Education (Education) | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | No | No | Yes | No |
| Native Hawaiian Career and Technical Education Program (Education) | Yes | Yes | Yes | Yes | Yes | No | Yes | Yes | No | No | Yes | No |
| American Indian Vocational Rehabilitation Services (Education) | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Tribally Controlled Postsecondary Career &Technical Institutions Program (Education) | Yes | No | Yes | Yes | Yes | No | Yes | Yes | No | Yes | Yes | No |
| Job Placement and Training Program (Interior) | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | No | Yes | Yes | Yes |
| Tribal Technical Colleges (Interior) | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Native American Employment and Training (DOL) | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Native Employment Works (HHS) | Yes | No | Yes | Yes | Yes | No | Yes | No | No | No | No | No |

**Key**
✓ Yes
— No

Education= Department of Education;  Interior= Department of the Interior;  HHS= Department of Health and Human Services;  DOL= Department of Labor

Source: GAO analysis of survey data as confirmed by agency officials.  |  GAO-19-200

Note: Education = Department of Education, Interior = Department of the Interior, DOL = Department of Labor, and HHS =. Department of Health and Human Services.

**Figure 8: Employment and Training Services Provided by Federal Programs Serving Veterans/Transitioning Servicemembers, Fiscal Year 2017**

| | Employment counseling and assessment | High school completion or equivalency assistance | Job development | Job readiness training | Job referrals | Job retention training | Job search or job placement activities | Occupational or vocational training | On-the-job training | Remedial academic, English language, or basic adult literacy | Work experience | Other employment and training activities |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Compensated Work Therapy (VA) | Yes | No | Yes | Yes | Yes | Yes | Yes | Yes | Yes | No | Yes | Yes |
| Vocational Rehabilitation and Employment (VA) | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Disabled Veterans' Outreach Program (DOL) | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Homeless Veterans Reintegration Project (DOL) | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Local Veterans' Employment Representative Program (DOL) | No | No | No | Yes | Yes | No | Yes | No | No | No | No | No |
| Transition Assistance Program (DOL) | Yes | No | No | Yes | No | No | Yes | No | No | No | No | No |
| Job Training, Employment Skills Training, Apprenticeships, and Internships (DOD) | No | No | No | No | No | No | No | No | No | No | No | Yes |

**Key**
✓ Yes
— No

VA= Department of Veterans Affairs;  DOL= Department of Labor;  DOD= Department of Defense

Source: GAO analysis of survey data as confirmed by agency officials.  |  GAO-19-200

Note: VA = Department of Veterans Affairs, DOL = Department of Labor, and DOD = Department of Defense.

**Figure 9: Employment and Training Services Provided by Federal Programs Serving Youth, Fiscal Year 2017**

| | Employment counseling and assessment | High school completion or equivalency assistance | Job development | Job readiness training | Job referrals | Job retention training | Job search or job placement activities | Occupational or vocational training | On-the-job training | Remedial academic, English language, or basic adult literacy | Work experience | Other employment and training activities |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Youth Partnership Programs (Interior) | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ |
| Job Corps (DOL) | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | — |
| WIOA Youth Program (DOL) | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ |
| YouthBuild (DOL) | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ | ✔ |
| National Guard Youth Challenge Program (DOD) | ✔ | ✔ | ✔ | ✔ | — | — | ✔ | ✔ | — | ✔ | — | — |

**Key**
✔ Yes
— No

VA= Department of Veterans Affairs;  DOL= Department of Labor;  DOD= Department of Defense

Source: GAO analysis of survey data as confirmed by agency officials.  |  GAO-19-200

Note: Interior = Department of the Interior, DOL = Department of Labor, and DOD = Department of Defense.

# Appendix VII: Agency-Funded Studies Examining Employment and Training Programs

**Table 9: Impact Evaluations Examining Federal Employment and Training Programs**

| Program(s) Reviewed | Study | Year |
|---|---|---|
| **Department of Labor** | | |
| YouthBuild | C. Miller, D. Cummings, M. Millenky, MDRC, A. Wiegand, Social Policy Research Associates, and D. Long, *Laying a Foundation: Four-Year Results from the National YouthBuild Evaluation* (Washington, DC: May 2018). Available at https://wdr.doleta.gov/research/details.cfm?q=&id=2612 | 2018 |
| WIOA Dislocated Worker Formula Program; WIOA Adult Program | S. McConnell, K. Fortson, D. Rotz, et al., Mathematica Policy Research, Inc., and R. D'Amico, Social Policy Research Associates, Providing Public Workforce Services to Job Seekers: 15-month Impact Findings on the WIA Adult and Dislocated Worker Programs (Washington, DC: May 2016). Available at https://wdr.doleta.gov/research/FullText_Documents/ETAOP-2016-04_15-Month-Impact-Report-(accessible%20pdf).pdf | 2016 |
| YouthBuild | C. Miller, M. Millenky, MDRC, and L. Schwartz, L. Goble, J. Stein, Mathematica Policy Research, Inc., Building a Future: Interim Impact Findings from the YouthBuild Evaluation (Washington, DC: November 2016). Available at https://wdr.doleta.gov/research/details.cfm?q=&id=2590 | 2016 |
| Reentry Employment Opportunities | A. Wiegand, J. Sussell, Social Policy Research Associates, Evaluation of the Re-Integration of Ex-Offenders (RExO) Program: Final Impact Report (Washington, DC: December 2016). Available at https://wdr.doleta.gov/research/details.cfm?q=reentry&id=2594 | 2016 |
| Registered Apprenticeship | D. Reed, A. Yung-Hsu Liu, R. Kleinman, et al., Mathematica Policy Research, An Effectiveness Assessment and Cost-Benefit Analysis of Registered Apprenticeship in 10 States (Washington, DC: July 25, 2012). Available at https://wdr.doleta.gov/RESEARCH/FULLTEXT_DOCUMENTS/ETAOP_2012_10.PDF | 2012 |
| Senior Community Service Employment Program | D. Kogan, H. Betesh, et al., Social Policy Research Associates, and L. Potamites, J. Berk, et al., Mathematica Policy Research, Inc., Evaluation of the Senior Community Service Employment Program (SCSEP) (Washington, DC: Sept. 24, 2012). Available at https://wdr.doleta.gov/research/details.cfm?q=&id=2497 | 2012 |
| Trade Adjustment Assistance | R. D'Amico, Social Policy Research Associates, and P. Schochet, Mathematica Policy Research, Inc., The Evaluation of the Trade Adjustment Assistance Program: A Synthesis of Major Findings (Washington, DC: December 2012). Available at https://wdr.doleta.gov/research/details.cfm?q=&id=2502 | 2012 |
| **Department of Health and Human Services** | | |
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| Program(s) Reviewed | Study | Year |
|---|---|---|
| Temporary Assistance for Needy Families | C. Redcross, B. Barden, D. Bloom, et al., MDRC, The Enhanced Transitional Jobs Demonstration: Implementation and Early Impacts of the Next Generation of Subsidized Employment Programs (Washington, DC: November 2016). Available at https://www.acf.hhs.gov/opre/resource/the-enhanced-transitional-jobs-demonstration-implementation-early-impacts-next-generation-subsidized-employment-programs | 2016 |
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**Department of Veterans Affairs**

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Source: GAO analysis of literature | GAO-19-200

**Table 10: Other Agency-Funded Studies Examining the Role of Multiple Federal Employment and Training Programs**

**Department of Labor**

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| L. Rosenberg, M. Strayer, S. Boraas, B. English, Mathematica Policy Research; D. Khemani, Social Policy Research Associates, Providing Services to Veterans Through the Public Workforce System: Descriptive Findings from the WIA Gold Standard Evaluation: Volume I (Washington, DC: May 2015). Available at https://wdr.doleta.gov/research/details.cfm?q=Veterans&id=2569 | 2015 |

**Department of Agriculture**

| G. Rowe, E. Brown, B. Estes, Mathematica Policy Research, SNAP Employment and Training (E&T) Characteristics Study: Final Report (Washington, DC: October 2017) Available at https://www.fns.usda.gov/snap/supplemental-nutrition-assistance-program-snap-employment-and-training-characteristics-study | 2017 |
|---|---|
| D. Kogan, A. Paprocki, H. Diaz, Social Policy Research Associates, Supplemental Nutrition Assistance Program (SNAP) Employment and Training (E&T) Best Practices Study: Final Report (Oakland, CA: November 2016). Available at https://www.fns.usda.gov/snap/snap-employment-and-training-et-best-practices-study-final-report | 2016 |

**Department of Defense**

| A.G. Schaefer, N.B. Carey, et. al., Rand Corporation, Review of the Provision of Job Placement Assistance and Related Employment Services to Members of the Reserve Components (Santa Monica, CA: 2015). Available at https://www.rand.org/pubs/research_reports/RR1188.html | 2015 |
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**Department of Health and Human Services**

G. Kirby, J. Lyskawa, et. al.; Mathematica Policy Research, Coordinating Employment Services Across the TANF and WIA Programs OPRE Report 2015-04, (Washington, DC: Jan. 19, 2015). Available at https://www.mathematica-mpr.com/our-publications-and-findings/publications/coordinating-employment-services-across-the-tanf-and-wia-programs

2015

Source: GAO analysis of literature. | GAO-19-200

# Appendix VIII: Comments from the Department of Labor

**U.S. Department of Labor**     Employment and Training Administration
200 Constitution Avenue, N.W.
Washington, D.C. 20210

Ms. Cindy S. Brown Barnes
Director
Education, Workforce, and Income Security Issues
U.S. Government Accountability Office
441 G Street, N.W.
Washington, D.C. 20548

Dear Ms. Barnes:

Thank you for the opportunity to review and comment on the Government Accountability Office's (GAO) draft report titled, *Employment and Training Programs: Department of Labor Should Assess Efforts to Coordinate Services Across Programs* (GAO-19-200, job code 102320).

The Department of Labor (Department) acknowledges GAO's work to provide updated information regarding the fragmentation, duplication, and overlap of federal employment and training programs. In its 2011 report titled, *Multiple Employment and Training Programs: Providing Information on Colocating Services and Consolidating Administrative Structures Could Promote Efficiencies*, GAO identified 47 federal employment and training programs, and determined that 44 programs had overlap with at least one other program in that they provided similar services to a similar population. In its 2019 report, GAO identified 43 federal employment and training programs, and that 38 programs had at least one action to manage fragmentation or overlap. The Department remains committed to effectively using taxpayer funds by reducing the fragmentation, duplication, and overlap of federal employment and training programs.

The Department agrees with GAO's recommendation that the Department should develop and publish a multi-year strategic research plan for evaluation of its employment and training programs. DOL actively plans and makes public the research and evaluation topics it plans to pursue, generally as multi-year studies, and informed by stakeholder and Federal partner input. As we advance these efforts, the Department will remain cognizant of obtaining and disseminating information on fragmentation or overlap, and

will consult with stakeholders regarding the employment and training needs of specific populations.

Thank you for the opportunity to respond.

Sincerely,

Molly E. Conway
Acting Assistant Secretary

# Appendix IX: Comments from the Department of Veterans Affairs

THE SECRETARY OF VETERANS AFFAIRS
WASHINGTON

March 4, 2019

Ms. Cindy Brown Barnes
Director
Education, Workforce, and Income Security
U.S. Government Accountability Office
441 G Street, NW
Washington, DC 20548

Dear Ms. Brown Barnes

The Department of Veterans Affairs (VA) has reviewed the Government Accountability Office's (GAO) draft report: "*EMPLOYMENT AND TRAINING PROGRAMS: Department of Labor Should Assess Efforts to Coordinate Services Across Programs*" (GAO-19-200).

The enclosure includes general and technical comments. VA appreciates the opportunity to comment on your draft report.

Sincerely,

Robert L. Wilkie

Enclosure

Enclosure

Department of Veterans Affairs (VA) Comments to
Government Accountability Office (GAO) Draft Report
*"EMPLOYMENT AND TRAINING PROGRAMS: Department of Labor Should
Assess Efforts to Coordinate Services Across Programs"*
(GAO-19-200)

**General Comment:**

While the Veterans Health Administration's Homeless Program Office fully
supports and encourages efforts to coordinate employment and training services
provided by the Department of Labor and other Federal agencies, special populations
such as homeless Veterans require a breadth of unique interventions that may not be
available through a single program or through programs serving the general population.
It is recommended that reviews of Employment and Training programs for specific
populations take into account the complex needs of the population being served to
better understand when there is a need for multiple program involvement.

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# Appendix X: GAO Contact and Staff Acknowledgments

## GAO Contact

Cindy Brown Barnes, (202) 512-7215 or brownbarnesc@gao.gov

## Staff Acknowledgments

In addition to the contact named above, Betty Ward-Zukerman (Assistant Director), Sheranda Campbell (Analyst-in-Charge), Camille Henley, Joel Marus, David Perkins, and Jill Yost made key contributions to this report. Also contributing to this report were Amy Anderson, Stephen Betsock, Caitlin Croake, Alex Galuten, Kristen Jones, Benjamin Licht, Mimi Nguyen, James Bennett, David Blanding, Elizabeth Mixon, Steven Putansu, Monica Savoy, Paul Schearf, Ardith Spence, Almeta Spencer, Kathleen van Gelder, and John Yee.