

Cross Agency Priority Goal: Job Training

FY2013 Q3 Status Update

Cross Agency Priority Goal Statement

Ensure our country has one of the most skilled workforces in the world by preparing 2 million workers with skills training by 2015 and improving the coordination and delivery of job training services.

Goal Leader

Portia Wu, Special Assistant to the President for Labor and Workforce Policy, White House Domestic Policy Council

Deputy Goal Leader

Guy Johnson, Senior Policy Advisor, White House Domestic Policy Council

About this document

The Cross-Agency Priority (CAP) Goals were a key innovation introduced in the FY2013 Federal Budget. These goals focus on 14 major issues that run across several Federal agencies. Each of these historic goals has a Goal Leader who is a senior level White House official and is fully accountable for the success and outcomes of the goal.

Historically, areas of shared responsibility for multiple government agencies have been resistant to real progress. Success in these areas requires a new kind of management approach – one that brings people together from across and outside the Federal Government to coordinate their work and combine their skills, insights, and resources. The CAP Goals represent Presidential priorities for which this approach is likeliest to bear fruit. This report discusses one of these CAP Goals, the Job Training Goal, in detail, describing the plan for achieving the goal and the current status of progress. To see the full list of CAP Goals and to find out more about them, we encourage you to visit performance.gov.

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Overview

A skilled workforce is key to U.S. competitiveness in the global economy. In the coming years, our nation will have millions of skilled positions in industries ranging from healthcare to advanced manufacturing, and green energy to information technology, and many of these jobs will be high-skilled jobs. Having access to high-quality job training is essential for workers to succeed in the growing and changing U.S. economy and for the U.S. to remain a global economic leader.

To address these issues, this goal brings together the multiple Federal agencies that support job training to improve the quality and coordination of Federal job training programs. The Administration has announced a comprehensive plan to improve our workforce development system, including proposals to enhance services available to workers who have lost their jobs, expand investment in community colleges and their partnerships with businesses and communities to train skilled workers, and reinvigorate American Job Centers around the country that help people make smart choices about what training to pursue. The Administration will also continue several ongoing efforts to support the testing and replication of innovative and evidence-based approaches to job training through the Trade Adjustment Assistance Community College and Career Training (TAA-CCCT) grants and the Workforce Innovation Fund (WIF). These efforts also include a focus on enhancing program coordination, performance reporting, and overall accountability among agencies that operate job training programs. These improvements will increase both the efficiency and effectiveness of the federal job training system so that American workers can get the training, skills, and credentials they need to hold the jobs of the future.

Strategies

The primary focus of the Job Training CAP Goal is to improve the coordination and quality of current job training programs and services and to improve information about program performance and effective workforce development models and approaches. This goal will be accomplished by meeting the following main objectives:

- **Continued delivery of effective and efficient job training programs.** By supporting innovative and effective job training programs, the federal government will offer the best training and education for Americans seeking new and better jobs.
- **Better access to services through better coordination of current programs.** By coordinating across federal agencies that operate job training programs, the Administration will improve access to training programs, online tools, and American Job Centers that best meet the needs of jobseekers.
- **Increased accountability and information about what works to drive improvement.** By improving the availability and sharing of information about the performance of job training programs, federal agencies and training providers will be able to implement approaches and interventions that work.

More specifically, this goal will be furthered by advancing the following strategies to provide career guidance and training to job seekers:

- **Invest in Community Colleges:** Community colleges are significant and rapidly growing contributors to the nation's higher education system, enrolling more than 7 million students each year, and roughly 40 percent of all post-secondary students. The Trade Adjustment Assistance Community College and Career Training (TAA-CCCT) grant program has awarded \$1 billion to programs of two years or less that train displaced workers and others for growing industries. The program will award an additional \$1 billion over the next two years. The President's 2014 Budget also proposes an \$8 billion Community College to Career Fund in the Departments of Education and Labor to support state and community college partnerships with businesses to build the skills of American workers.
- **Reform Workforce Investment Act programs:** The President's 2014 Budget provides \$150 million for a Workforce Innovation Fund (WIF), which will use rigorous evaluation to support systemic reform and identify training strategies that are most effective for helping workers earn industry-recognized credentials and achieve success in careers. It also proposes to streamline and modernize how the training system provides services to workers who have lost their jobs. Finally, the Budget provides \$25 million to test new, evidence-informed efforts to improve employment opportunities for older Americans that can be incorporated into the broader workforce system.
- **Reauthorize and reform the Career and Technical Education (CTE) program,** which expired in 2012. The Administration's reauthorization proposal would restructure CTE to increase the rigor and relevance of what students learn in school to more closely align with the demands of the 21st century economy and workforce, while creating stronger linkages between secondary and postsecondary education. The proposal also would promote innovation and reform in CTE.
- **Help workers build skills while on the job:** Building on successful Recovery Act programs that provided job opportunities for long-term unemployed and low-income adults and youth, the President's 2014 Budget includes a \$12.5 billion Pathways Back to Work Fund to make it easier for workers to remain connected to the workforce and gain new skills for long-term employment. This initiative will include support for summer- and year-round jobs for low-income youth, subsidized employment opportunities for unemployed and low-income adults, and other promising strategies designed to lead to employment.
- **Increased access and accountability:** Agencies will improve access to the American Job Center network, enhance online tools, and increase coordination among government programs and services. They will also improve access to data with the goal of publicizing more information about training program performance. Better performance information will allow job seekers to choose the training program that best fits their needs while holding providers responsible for delivering high quality programming.

Some of these initiatives will depend on new budget resources or Congressional action while others can be accomplished through administrative action or leveraging existing resources.

Progress Update

A key focus of the Job Training CAP Goal is to improve the coordination among current job training programs and services and to improve information about program performance and effective workforce development models and approaches. To guide and drive the work of the Job Training CAP Goal, an interagency working group was established and is comprised of the key agencies that operate job training programs across the federal government. The working group meets regularly to share information on the individual job training programs and collective job training initiatives. Greater insight into what approaches are working and where there are opportunities for collaboration will help lead to a more effective and efficient federal job training system.

The working group defined its objective as improving the collection, reporting, and sharing of performance information and data across job training programs. Working with and across agencies to improve and expand access to job training performance data and to promote the adoption of best practices in data sharing will ultimately contribute to better alignment of job training programs and eventually will assist job training providers to design, and job seekers to select, better programs.

In addition, agencies continue to make significant progress toward the goal of adding 2 million skilled workers to our economy by 2015, though this goal, as noted above, is dependent in part upon the adoption of new proposals, with appropriate funding, which have not been approved by Congress. The job training working group will focus on implementing the objectives and producing the deliverables identified in the coming quarters.

In order to assess how we are progressing in training more workers for skilled jobs, federal agencies were surveyed to compile a list of all job training programs in the federal government, including a number of all participants served by those programs.

Individual agencies have made significant strides to improve coordination, access, and accountability across the federal job training system, from federal agencies to local providers. Accomplishments to date include:

- **Expanding local community college-business partnerships.** The Trade Adjustment Assistance Community College and Career Training (TAA-CCCT) grant program expands the ability of community colleges to prepare older workers for high-skill, high-wage jobs. In September 2012, the Department of Labor awarded the second of four rounds of grants (totaling \$500 million each) to leading community colleges in all 50 states to create and expand innovative partnerships between community colleges and businesses to train workers with the skills employers need. The solicitation for the third round of grants was issued on April 19, 2013, and DOL will award the third round TAA-CCCT grants in early fall. The solicitation, which was developed in consultation with the Department of Education, emphasizes strong employer engagement, work-based training opportunities, use of labor-market information and evidence, and employment results scorecards by program of study.
- **Supporting job training for high-tech, high growth jobs.** The H-1B Technical Skills Training Grants focus on providing skills training and placement assistance for American workers who are looking for good jobs and reducing the reliance on foreign workers for high-skilled U.S. jobs. In February 2012, the Department of Labor awarded \$183 million in

grants to support public-private partnerships that match skills training with business needs.

- **Investing in innovative job training programs that help Americans get back to work.** The Workforce Innovation Fund (WIF) is designed to better assess the effectiveness of various job training strategies and increase knowledge about what works in workforce development. In June 2012, the Department of Labor awarded \$147 million in grants under the WIF. In fall 2013, the Department will be announcing the Pay for Success grant winners. The Pay for Success (PFS) model is a new way of financing social services to help governments target limited dollars to achieve a positive, measurable outcome.
- **Promoting the building of career pathways to serve low-skilled workers more efficiently and effectively.** This is a promising strategy that aligns education, training, and social services to help move low-skilled youth and adults along a pathway that leads to marketable skills, industry-recognized credentials, and good jobs. In April 2012, the Departments of Labor, Health and Human Services, and Education launched an initiative to encourage states to adopt a career pathways approach to their job training efforts by aligning Federal and state resources, coordinating the delivery of job training services and social service supports, and building strong linkages to local and regional employers. In the fall of 2013, the three Departments are considering a possible joint Request for Information, asking stakeholders to provide information on the degree to which they are currently using career pathway strategies. Such a request could ask stakeholders to identify any perceived barriers to adopting and/or scaling career pathways approaches and promising practices and approaches. Public input could inform the development of strategic research and demonstration funding opportunities, technical assistance, and other administrative or policy strategies of the Departments of Education, Health and Human Services, and Labor.
- **Launching the American Job Center website.** The American Job Center network was created in 2012 to help unify all federally-supported One-Stop Career Centers under one name and to collect electronic resources in one place. Since its launch, 13 states have adopted the American Job Center logo, and another 19 are in the planning stages. Job seekers are also now able to visit one website (jobcenter.usa.gov) to find out what job training resources are available to them, and businesses are more connected to online resources for recruiting, hiring, and training their employees.
- The Employment and Training Administration (ETA) of the Department of Labor issued Training and Employment Guidance Letter 27-12 "Funds Administration Flexibility for Workforce Investment Act of 1998 (WIA) Title I and Wagner-Peyser Act of 1933 (W-P Act) Funds," on May 10, 2013. As part of this guidance, ETA clarified that it will no longer approve waivers to exempt states from the requirement to disseminate training provider performance and cost information. This decision was made by weighing the relatively low costs associated with dissemination against the benefit of sharing training provider information with customers.

Indicators

This goal currently utilizes milestones to show progress.

Milestones Accomplished to Date

- FY12 Q2 - Awarded \$183 million in H-1B Technical Skills Training Grants, targeting industries in 28 states to train American workers for high-skill, high-growth jobs.
- FY12 Q3 - Invested \$147 million as part of the Workforce Innovation Fund (WIF) to test and replicate effective approaches to job training.
- FY12 Q4 - Established a data access subgroup to foster greater access to performance data at the local, state, and federal levels to improve performance.
- FY12 Q4 - Awarded 2nd round of TAA-CCCT grants (\$500 million) to create and expand innovative partnerships between over 300 community colleges and local businesses in training thousands of students/workers.
- FY12 Q4 - ED, DOL, and HHS held the National Dialogue on Career Pathways to discuss how to scale and replicate career pathways job training successes.
- FY12 Q4 - Launched American Job Center website that unifies all One-Stop Career Centers under one brand name for easy access by workers.
- FY13 Q1 – DOL developed and used a program evaluation “checklist” for TAA-CCCT 2nd round grantees to assess the strength of grantee evaluation plans.
- FY13 Q1 – DOL and ED began exploring options for improving reporting on participant outcomes by training providers.
- FY13 Q1 – DOL and USDA engaged in discussions about conducting joint research and evaluation activities for the SNAP Employment and Training program. FY 13 Q1 – Working with other agencies, DOL explored the feasibility of, and started to develop, a “what works” clearinghouse for job training programs. It will initially focus on programs serving disconnected youth.
- FY13 Q1-DOL and DOT engaged transportation industry stakeholders in the revision of the Transportation and Logistics Competency Models.
- FY13 Q1 – HHS started a cross-agency review of employment and training programs for special populations.
- FY13 Q1 – DOL, ED and HHS made a joint commitment to promote the continued expansion of state longitudinal data systems and the sharing of data across agencies and programs.
- FY13 Q1 – ED launched a technical assistance effort to support five states in Advancing Career Pathways. The effort uses Carl D. Perkins Career and Technical Education Act funding to bring together the secondary and postsecondary CTE systems with other career pathway efforts in states.

- FY13 Q1 – DOL awarded the second of four rounds of grants (totaling \$500 million each) to leading community colleges in all 50 states to create and expand innovative partnerships between community colleges and businesses to train workers with the skills employers need.
- FY13 Q2 – DOL awarded \$183 million in H-1B Technical Skills Training Grants to support public-private partnerships that match skills training with business needs.
- FY13 Q2 – Developed a baseline for measuring the participants served by key federal job training programs.
- FY13 Q2 – HHS, with input from DOL and ED, published a paper to assist grantees, especially Health Profession Opportunity Grant (HPOG) grantees, in building stronger partnerships with job training programs. HHS also published a brief that describes the HPOG Program, the progress made by HPOG grantees in the first year of funding, and the evaluation efforts sponsored by HHS to assess the success of the HPOG Program.
- FY13 Q3 – For its Health Profession Opportunity Grants (HPOG) program, HHS published a Compendium of Success Stories and a Compendium of Promising Practices, which includes a wide variety of innovative approaches grantees have identified as effective in helping them meet the needs of participants and local employers in the healthcare community, expand partnerships, build long-term sustainability, and fulfill other program goals. These resources are available on the HPOG Community Website at <http://hpogcommunity.acf.hhs.gov>.
- FY13 Q3 – DOL issued Training and Employment Guidance Letter 27-12, “Funds Administration Flexibility for Workforce Investment Act of 1998 (WIA) Title I and Wagner-Peyser Act of 1933 (W-P Act) Funds,” on May 10, 2013. As part of this guidance, DOL clarified that it will no longer approve waivers to exempt states from the requirement to disseminate training provider performance and cost information. This decision was made by weighing the relatively low costs associated with dissemination against the benefit of sharing training provider information with customers.
- FY13 Q3 – DOL awarded the third round of Workforce Data Quality Initiative (WDQI) grants to six states. The solicitation emphasized State implementation of “scorecards” for job training programs. As part of the “scorecard” effort and to improve data-sharing at the state level, the SGA for the first time also requires State participation in WRIS II as a precondition of eligibility. Five states joined WRIS II during the WDQI application period.

Milestones for the Upcoming Quarter

- FY13 Q4 - DOT and ED will enter into an Interagency Agreement to provide career pathway technical assistance for FHWA On-the-Job-Training sites.
- FY13 Q4 - The U.S. Department of Transportation’s Federal Motor Carrier Safety Administration (FMCSA) will award \$1 million in new grants for colleges to train veterans and military families for jobs in the transportation industry.

- FY13 Q4 – The Department of Transportation will add financing and technical assistance support for three additional sites in ED’s Advancing CTE in Career Pathways Initiative which is designed to better integrate the provision of education, workforce and support services to low-income youth and adults. The collaboration will strengthen relationships between the education and transportation sectors in the area of skills development, removing sources of inefficiency and duplication on the provision of training in the transportation sector.
- FY13 Q4 – Through the Interagency Forum on Disconnected Youth, DOL, ED, HHS and other agencies will discuss strategies for how youth-serving programs, including education and training programs, could better coordinate services to disconnected youth. On behalf of the Forum, ED issued a Request for Information on strategies for serving disconnected youth and surfaced valuable information on perceived barriers to integrating and improving services.
- FY14 Q4 - ED, DOL, and HHS will send an interagency letter to governors promoting the continued expansion of state longitudinal data systems and use of the data to enhance education/training accountability and effectiveness. The letter will include technical assistance and case studies on how States can link employment and educational data in keeping with Federal laws and regulations.
- Develop a performance data “checklist” that can be used by agencies in designing job training programs and evaluations prior to sending out grant solicitations.
- Collect information on measures currently used by Federal job training programs in order to identify gaps and opportunities for better coordination and alignment across programs.
- Initiate two studies by DOL to test different approaches to training provider “scorecards” to help consumers and others choose among training options.
- In consultation with ED, DOL will award the third round of TAA-CCCT grants. The solicitation emphasizes strong employer engagement, work-based training opportunities, use of labor-market information and evidence, and employment results scorecards by program of study.
- ED, DOL, and HHS are jointly developing a possible Request for Information on career pathways. This RFI could build upon the 2012 joint letter on career pathways and on related efforts across the federal government to better coordinate investments in human capital and economic development while reducing waste and duplication and would mark the first time that the three agencies are jointly collecting and analyzing information on career pathways.
- The Forum on Disconnected Youth will issue a series of FAQs and “Mythbusters” on how to improve services to disconnected youth through better alignment and integration of existing youth-serving programs across a variety of federal agencies.

Longer-term Milestones

- DOL will look for opportunities to use existing funding sources (e.g., the Workforce Innovation Fund) and administrative authorities to improve the job training system and cross-program coordination.
- DOL will work with States to increase their compliance with the requirement for Workforce Investment Act training providers to report on their performance.
- DOL will identify job training programs that would benefit from adoption of additional or revised job training performance measures.
- USDA will work with State agencies operating SNAP E&T services to create more robust programs that focus on work attachment in emerging occupations in both urban and rural communities.
- ED, DOL, and HHS will issue a joint letter encouraging state and local stakeholders serving in-school and disconnected youth to take full advantage of the career counseling and navigation services available through American Job Centers and Careeronestop.org.
- The Forum on Disconnected Youth is developing a process for piloting state performance partnerships. The Forum is also working with a number of internal and external stakeholders to develop a shared set of final and interim outcome metrics. The metrics could be used by both public and private providers of youth services and would facilitate the process of establishing cross-agency and public-private performance partnerships.

Contributing Programs and Other Factors

The following is a partial list of the programs contributing to the Job Training CAP goal (other programs with potential to contribute to this goal may be identified over time):

Department of Labor:

- Workforce Investment Act (WIA) programs (Adult, Dislocated Worker, and Youth)
- WIA National Emergency Grants
- Trade Adjustment Assistance (TAA)
- TAA Community College & Career Training grants
- High-Growth (H-1B) Job Training grants
- Workforce Innovation Fund (WIF) grants
- Registered Apprenticeship programs
- Veterans job training programs
- Senior Community Service Employment Program
- Job Corps
- YouthBuild

Department of Education:

- Career and Technical Education
- Vocational Rehabilitation grants

Department of Health and Human Services:

- TANF Employment & Training
- Health Professions Opportunity Grants

Other Agencies:

- SNAP Employment & Training (Department of Agriculture)
- Youth Challenge grants (Department of Defense)
- Federal Highway On the Job Training and Supportive Services Program (Department of Transportation)
- University Transportation Centers (Department of Transportation)
- Vocational Rehabilitation grants (Department of Veterans Affairs)

Additional References

American Job Center website:

www.jobcenter.usa.gov