

**FY 2012**

**CONGRESSIONAL BUDGET JUSTIFICATION**

**EMPLOYMENT AND TRAINING ADMINISTRATION**

**Overview**



# EMPLOYMENT AND TRAINING ADMINISTRATION

## TABLE OF CONTENTS

Overview.....	1
Budget Authority by Appropriation.....	22
Agency Outcome Goals Supporting Good Jobs for Everyone .....	24
Total Budgetary Resources .....	29
Performance Structure .....	30
Authorizing Statutes.....	32
Organization Chart.....	33



# EMPLOYMENT AND TRAINING ADMINISTRATION

## Introduction

The mission of the Employment and Training Administration (ETA) is to guide and enhance the efficient functioning of the U.S. labor market by providing high quality job training, employment placement, labor market information, and income maintenance services primarily through state and local workforce development systems.

Secretary of Labor Hilda L. Solis has established a vision for the Department of Labor of *good jobs for everyone*. ETA workforce programs play a critical role in realizing the Secretary's vision of good jobs for everyone by supporting the following strategic goals and six outcome goals for the Department of Labor (DOL).

Strategic Goal 1: Prepare Workers for Good Jobs and Ensure Fair Compensation.

- Outcome Goal 1.1: Increase workers' incomes and narrow wage and income inequality.
- Outcome Goal 1.2: Assure skills and knowledge that prepare workers to succeed in a knowledge-based economy, including in high-growth and emerging industry sectors like "green" jobs.
- Outcome Goal 1.3: Help workers who are in low-wage jobs or out of the labor market find a path into middle-class jobs.
- Outcome Goal 1.4: Help middle-class families remain in the middle-class.
- Outcome Goal 1.5: Secure wages and overtime.
- Strategic Goal 4: Secure health benefits and, for those not working, provide income security.
- Outcome Goal 4.2: Ensure income support when work is impossible or unavailable.

The mission of ETA is particularly critical now because working families continue to struggle with difficult economic times, even with a gradual recovery projected to continue in FY 2012. Americans across the country are struggling to find a job or hold onto the jobs they have. According to data from the Bureau of Labor Statistics, as of December 2010, the number of unemployed persons was 14.5 million and the number of long-term unemployed (those jobless for 27 weeks and over) was 6.4 million. Those individuals made up 44.3 percent of the unemployed persons. While it is anticipated that the economy will improve by FY 2012, the annual Economic Report of the President projects the unemployment rate will remain unacceptably high at 8.2 percent.

Even as the economy recovers and job growth returns, it is essential to get the millions of dislocated workers into jobs that pay family sustaining wages. The combination of prolonged high unemployment and structural economic change has transformed the labor market and created significant barriers to reemployment or labor market entry. Recent labor market projections only reinforce the need for a robust system of employment and training services to keep America competitive. The 21st Century global economy will require greater skills and education levels as good paying jobs shift from manufacturing to knowledge and service-based occupations. Occupations that require a postsecondary education are expected to account for nearly one-third of all new jobs from 2008 to 2018 and occupations that require moderate-term

## EMPLOYMENT AND TRAINING ADMINISTRATION

to long-term on-the-job training will account for another 20 percent (Bureau of Labor Statistics, U.S. Department of Labor, Employment Projections- 2008/2018, Table 9, News Release 2009).

Projections of continued labor market weakness through FY 2012 mean that millions of Americans remain at risk of job loss and skills deterioration. In addition, much of the job growth that is projected over the next decade is concentrated in occupations that require some postsecondary education or training. A recent study by Georgetown University's Center on the Workforce and the Economy indicates that if current trends in postsecondary education continue, U.S. employers will face significant skills shortages by mid-decade, threatening their ability to compete in today's global economy (see Carnevale, Smith, and Strohl, 2010).

In response, ETA is committed to ensuring that as the national economy recovers throughout FY 2012 and new industries grow and emerge, American workers will have access to good jobs through ETA high quality services including job training and career counseling, income maintenance services, connections to the labor market, and efforts to reach out to hard-to-serve populations.

ETA provides services through the administration of the following programs: Workforce Investment Act (WIA) Adult, Dislocated Worker, and Youth programs, and targeted populations authorized by the Workforce Investment Act of 1998; Trade Adjustment Assistance (TAA); Employment Service (ES); Unemployment Insurance (UI); Foreign Labor Certification (FLC); Job Corps; YouthBuild; Registered Apprenticeship programs registered under the National Apprenticeship Act; and new and innovative initiatives, such as State Paid Leave, focused on serving American workers and employers. These programs are discussed in further detail at the appropriation level. The Budget proposes to transfer the Senior Community Service Employment Program (also known as the Community Service Employment for Older Americans, or CSEOA) to the Department of Health and Human Services.

ETA also supports and remains committed to research and evaluation activities to support continuous improvement and inform policy and investment decisions. A growing body of evidence points to the effectiveness of employment and training services in helping individuals gain employment, improve earnings, and retain their jobs.

In support of the Secretary's vision of *good jobs for everyone*, ETA has aligned a selection of its program performance indicators with six Departmental Outcome Goals in the FY 2011-2016 Strategic Plan.

- The average earnings indicator for WIA Adult, WIA Dislocated Worker (DW), Indian and Native American Programs (INAP), Registered Apprenticeship, Trade Adjustment Assistance (TAA), as well as the average wage of placed graduates indicator for Job Corps, advance DOL Outcome Goal 1.1.
- Two training and certification indicators support DOL Outcome Goal 1.2: for WIA Youth and Job Corps, the percent of participants entering employment or enrolling in post-secondary education, the military, or advanced training/occupational skills training in the first quarter after exit; and for WIA Youth, Job Corps, and YouthBuild, the percent

## EMPLOYMENT AND TRAINING ADMINISTRATION

of participants who earn a diploma, GED, or certificate by the end of the third quarter after exit.

- The entered employment indicator for six programs – Registered Apprenticeship, WIA Adult, WIA DW, Employment Services, INAP, and NFJP – and the reemployment indicator for UI support DOL Outcome Goal 1.3.
- The employment retention indicator for TAA, WIA DW, and National Emergency Grants (NEG), as well as the TAA average petition processing time and quality control indicators, support DOL Outcome Goal 1.4.
- Three indicators for FLC – the percent of resolved permanent applications selected for integrity review and found in compliance, the percent of applications resolved within six months, and the percent of determinations issued by OFLC in compliance with established standard operating procedures – support DOL Outcome Goal 1.5.
- The three remaining UI indicators – percent of all intrastate first payments made within 21 days, percent of the amount of estimated overpayments that states detect established for recovery, and percent of determinations about UI tax liability of new employers made within 90 days of the end of the first quarter they became liable – support DOL Outcome Goal 4.2.

The FY 2012 Budget request emphasizes workload measures, performance targets, and strategies for each program that drive the Agency's success in achieving the Department's strategic goals and outcomes, as well as providing a system of measurable performance accountability. The program narratives in the request highlight the strategies and resource request levels required to accomplish the goals of each program, as well as performance indicators and resultant outputs for each program that lead to the achievement of the ETA strategic and outcome goals and fulfillment of the Secretary's vision.

Program narratives in the request also emphasize specific performance targets for the ETA High Priority Performance Goals for FY 2012 of increasing the number of individuals completing training programs who attain a credential by 10 percent (to 220,000) by June 2012, and increasing the number of individuals completing training programs in green jobs to over 120,000 by June 2012.

To enable the Department to accomplish its performance goals based on Secretary Solis' vision, ETA's FY 2012 Budget request is \$10,811,733,000 which includes \$9,711,633,000 for discretionary programs and \$1,100,100,000 for mandatory programs (excluding Advances to the Unemployment Trust Fund). The FY 2012 request is \$1,630,164,000 below the FY 2010 and FY 2011 level, a reduction of 13%. ETA's FY 2012 request will support 1,236 FTE, which includes 850 FTE for the Program Administration account, 205 FTE for Federal Administration in the Office of Foreign Labor Certification, 2 FTE for the State Paid Leave program, and 179 FTE for Program Administration in the Office of Job Corps.

### **Sharpening the Focus of the Public Workforce System**

In FY 2012 ETA is embarking on a transformative agenda moving the public workforce system towards greater performance by focusing on the needs of both workers and employers as customers. Unemployment is expected to remain at historically high levels as the economy

## EMPLOYMENT AND TRAINING ADMINISTRATION

recovers in FY 2012. Limited Federal funding will require ETA to maximize the impact of taxpayer dollars by establishing performance goals and indicators focused on improving the cost-effectiveness of the public workforce system.

To accomplish this, ETA proposes three Departmental budget themes for FY 2012 that support Secretary Solis' vision of good jobs for everyone: 1) Driving innovation in the public workforce system with the Workforce Innovation Fund; 2) Expanding efforts to deter and detect worker misclassification; and 3) Addressing job opportunities for the long-term unemployed. Each of these strategies is briefly described below. Further details regarding the programmatic initiatives under each budget theme can be found in the State Unemployment Insurance and Employment Service Operations (SUIESO) and the Training and Employment Services (TES) budget request sections.

### *1) Innovation Funds*

#### Workforce Innovation Fund

The Workforce Innovation Fund will reinvigorate the workforce development system to meet the contemporary job training and education needs of workers and provide employers with a highly skilled supply of employees prepared to meet the demands of a global economy. The Fund will test systemic reforms designed to deliver comprehensive and cost-effective services that help individuals acquire skills and succeed in employment.

The Departments of Labor and Education will jointly administer the Fund, working together to encourage collaboration across program silos. The Department of Labor's WIA Adult, Dislocated Workers, and Youth programs, and Employment Service state grants, will each devote 8 percent of their appropriations to the Fund. In the Department of Education, Adult Education State Grants will contribute 8 percent, and Vocational Rehabilitation will contribute \$30 million.

The Fund will award competitive grants for projects that utilize new service delivery strategies or expand evidence-based practices. The Fund will support projects that deliver services more efficiently and achieve better outcomes, particularly for vulnerable populations. The majority of grant funds will go to States or broad partnerships for implementing structural reforms and other approaches that deliver better employment and education results. Individuals with disabilities, including those with significant disabilities, will benefit substantially from activities supported by the Fund.

Building knowledge about effective practices is a crucial component of the Fund. Projects will collect reliable data to assess outcomes, inform continuous improvement, and provide meaningful information on workforce system and service provider performance, including information about how well vulnerable populations are being served. Furthermore, the Fund will support rigorous evaluation of grantee projects to identify program elements that get results and can be infused broadly into the workforce system. Up to 5 percent of the Fund may be used for technical assistance and evaluation, and the Departments may also allow grantees to use a portion of their funds to conduct their own evaluations.

## EMPLOYMENT AND TRAINING ADMINISTRATION

In order to encourage applicants to propose bold ideas and facilitate substantial improvements, the Budget requests authority to waive statutes and regulations relating to the Workforce Investment Act of 1998, the Wagner-Peyser Act, and title I of the Rehabilitation Act. Waivers will be granted only when they are likely to substantially improve education and employment outcomes; are necessary for project implementation; are accompanied by guarantees of strong accountability and plans for rigorous evaluation; and meet such other requirements as the Secretaries may establish. In carrying out these provisions, the Secretary of Labor would not support waivers that undermine wage and labor standards, protections against discrimination or displacement, or the quality of staff providing employment services. Applicants would also be expected to provide interested parties an opportunity to comment on waiver requests and include such comments in the application.

The Fund will support projects that engage employers more deeply in the workforce system to ensure that participants get relevant training and have strong employment outcomes. It will also encourage the workforce system to seek regional and sectoral collaboration with employers, as well as educational institutions and social service providers.

Up to \$20 million of the Fund could be awarded through Pay for Success bonds. This funding mechanism is being tested in the United Kingdom as an innovative way to attract non-government investment in social service interventions. Using a Pay for Success bond, the Federal government will enter into an agreement with social investors (such as philanthropic organizations), States or local communities, and service providers to provide services. The Fund will not disburse any money until the project has achieved the goals outlined in the initial agreement. If a Pay for Success pilot is unsuccessful, no Federal funds will be disbursed and any funds that had been obligated will be redirected to the Workforce Innovation Fund. The Department requests authority to test the Pay for Success bond approach, however, it will not set aside funds for this purpose unless it has determined that such a pilot could improve outcomes for individuals, including those with barriers to employment, and social investors show interest.

In order to align grant competition schedules and evaluation activities between the two Departments, the Budget requests that all funds be available through September 30, 2013. This period of availability will allow adequate time to launch a new program, ensuring that grant competitions are conducted with high standards and result in awards to grantees with the most promising ideas.

The Department will work with the Department of Education, in consultation with the Executive Office of the President, the Department of Health and Human Services, and other agencies as appropriate, to develop priority areas of innovation for FY 2012. For example, the Department is very interested in testing work and learning programs for youth who are disconnected from school and employment, and mechanisms that incentivize providers to serve disadvantaged populations, such as performance-based contracts that provide higher payments for good outcomes among those hardest to serve.

## EMPLOYMENT AND TRAINING ADMINISTRATION

### Green Jobs Innovation Fund

The request also proposes to expand the Green Jobs Innovation Fund (GJIF) in FY 2012 to \$60,000,000. This total is \$20,000,000 above the FY 2010 level. The GJIF is part of the Department's efforts to ensure that workers have the necessary skills, knowledge, and abilities to succeed in the high growth and emerging green industry sector. In response to the demand in local and regional labor markets, states and local workforce investment areas across the country are interested in expanding training opportunities in green industry sectors and occupations to help workers get better jobs and increase compensation. Through competitive grant opportunities, the GJIF will help workers receive job training in green industry sectors and occupations and access green career pathways.

The GJIF will be used to award grants that are designed to expand the pipeline of workers with skills needed for green jobs, connect to the ongoing and changing demands of employers, and facilitate pathways to middle class careers. The GJIF supports two of the Department's performance goals: 1) Increasing the number of individuals completing training programs with industry-recognized credentials; and 2) Increasing the number of individuals completing training programs for employment in green jobs. The Department plans to use the requested funds to award approximately 12-15 grants and expects that 9,960 participants will receive training.

### *2) Expanding Efforts to Deter and Detect Worker Misclassification, Promote Reemployment, and Reduce Improper Payments*

In support of the Secretary's goal to prepare workers for good jobs and ensure fair compensation (Strategic Goal 1), the Unemployment Insurance (UI) misclassification proposals for FY 2012 will strengthen and coordinate Federal and State efforts to address employer misclassification of workers. The goal is to build cross-Federal agency and state capacity to improve identification of potential bad actors through improved information sharing and targeted audits in high risk industry sectors, to reach out to employers to prevent misclassification, to increase statutory enforcement where appropriate, and to enable collection of payroll taxes previously lost due to misclassification. Employee misclassification currently denies the Federal and state UI Trust Funds hundreds of millions of dollars annually.

The FY 2012 budget request includes \$24,711,000 for an initiative focused on reducing employer misclassification of workers as independent contractors by expanding the capacity within the Federal/state administered UI program. The initiative would provide states with the opportunity to compete for grants to increase their capacity to participate in data sharing activities with the IRS and other Federal and state agencies, implement targeted audit strategies, establish a cross-state agency task force to target egregious employer schemes to avoid taxation through misclassification, and to develop education and outreach programs. These funds would also be used to pilot a high performance award program designed to incent States to improve their misclassification efforts. States that are the most successful (or most improved) at detecting and prosecuting employers that fail to pay their fair share of taxes due to misclassification and other illegal tax schemes will be rewarded for their successes. This initiative is modeled on a successful Food Stamps program by providing "high performance bonus" awards to the most successful states. States will be able to use these incentive funds to upgrade their

## EMPLOYMENT AND TRAINING ADMINISTRATION

misclassification detection and enforcement programs. States will be required to capture and report outcomes and cost/benefit information to enable evaluation and analysis of new strategies.

The Budget also includes incentive funds for States to improve their UI operations. DOL currently provides non-monetary rewards to the top-performing States nationwide in areas most critical to the UI system's success: appeals, eligibility decisions, benefit payments, and tax operations. To strengthen incentives for States to improve their productivity and performance, the 2012 Budget includes \$10,000,000 for awards to States with the most improved performance in improper payments, timeliness, and productivity.

In addition to the above proposals, the UI system proposes additional funding of \$10,000,000 for the Reemployment and Eligibility Assessment (REA) initiative, for a FY 2012 total of \$60,000,000. REA's are in-person interviews with selected UI beneficiaries to review their efforts to find new employment and other state UI eligibility requirements, refer them to reemployment services or training if needed, and provide labor market information to aid in their job search. Research has shown that similar services reduce UI duration and save UI trust fund resources by helping beneficiaries find jobs faster and eliminating payments to ineligible individuals.

The REA initiative will enable continued expansion of state capacity to approximately 40 states, provide for broader coverage within states, and ensure more UI claimants are connected to One-Stop Career Centers for reemployment assistance. The request would fund 980,000 REAs and save state UI Trust Fund Accounts approximately \$219,000,000. This effort also supports the Government-wide Improper Payments Reduction initiative that is being coordinated by the Office of Management and Budget (OMB).

### *3) Providing Job Opportunities through Apprenticeships*

The FY 2012 budget also request includes the continuation of the Women in Apprenticeship and Non-Traditional Occupations (WANTO) program and continued programmatic support for the Office of Apprenticeship (OA) in administering the National Apprenticeship System. The continuation of the WANTO program supports the Secretary's goals by providing women with opportunities to obtain career pathways into the middle class through high wage non-traditional and green-related occupations. Additionally, these projects help address long-standing barriers that women have traditionally experienced as they seek entry into construction jobs.

The Office of Apprenticeship will continue to provide leadership and oversight functions for the National Apprenticeship System of registered apprenticeship programs in FY 2012. The unique "Earn and Learn" strategy of registered apprenticeship and effective public-private partnership is a critical component of the public workforce system. Across the nation there are over 25,900 active registered apprenticeship programs providing apprenticeship opportunities to 429,800 active apprentices.

Funding for apprenticeship programs will provide support for new and ongoing initiatives in green jobs, formalizing pre-apprenticeship, and updating the regulatory frameworks for

## EMPLOYMENT AND TRAINING ADMINISTRATION

apprenticeship. Additional investment in registered apprenticeship programs is justified by its effectiveness at increasing workers' earnings. According to a recent study in Washington State, completers of registered apprenticeship programs earn about \$205,000 more over the course of their lifetimes than comparable workers (<http://www.wtb.wa.gov/Documents/wtr2008summary.pdf>).

### WIA Reauthorization

The time has come to take a fresh look at the broad range of Federal investments in job training and develop improved models for delivering quality services. The Administration has five main objectives for WIA reauthorization and job training reform legislation:

1. Streamlining service delivery: A complex set of rules and differing practices across the multiple Federal agencies and programs that support job-related services often serve as a barrier to effective service at the state and local level. Additional flexibility for states and localities is needed, including an option to apply for carefully-designed cross-program waivers. Where appropriate, realigning programs should be considered as well.
2. Truly one-stop shopping for high-quality services: All Americans should have access to high-quality One-Stop Career Centers that connect them with the full range of services available in their communities, whether they are looking to find a job, build basic or occupational skills, earn a postsecondary certificate or degree, or get guidance on how to chart a career path. This was the promise of the Workforce Investment Act, but it has yet to be fully realized. To free up resources to invest in high-quality personalized services, overhead costs should be minimized, duplication in the system should be eliminated, and technology should be deployed more effectively. Education and workforce professionals should be well trained themselves, with access to ongoing professional development to help them respond to customer needs.
3. Engaging with employers on a regional and/or sectoral basis: Labor markets are typically regional, yet the workforce system is designed around rigid state and local geographic boundaries. Federal programs should be structured to promote continual engagement by the workforce system with employers of all sizes in high-demand sectors of the regional or local economy, as well as other stakeholders, to ensure that training programs lead to good jobs.
4. Improving accountability: Performance measures must be overhauled and made consistent among programs throughout the workforce system to promote better outcomes for individuals of all skill and need levels, particularly those who are not yet ready and able to move quickly into a good job. Programs should also be designed so that successful completion moves a worker along a career pathway; for example, an adult who earns a GED should be ready for college-level work. Information about program performance must be gathered with enough detail and frequency to make it possible to identify the interventions that deliver the best outcomes for individuals of different skill levels and needs. In addition, performance information should be analyzed, presented, and delivered in a way that helps those delivering workforce services continually improve their programs. Workers and employers should also have easy access to information about outcomes for past participants,

## EMPLOYMENT AND TRAINING ADMINISTRATION

so that they can make informed decisions about which programs are most likely to meet their needs.

5. Promoting innovation and identifying and replicating best practices: Too often, successful programs are not replicated and unsuccessful programs are not discontinued. WIA funding streams should be restructured to promote the search for successful practices across programs, continuous innovation, and adoption of the most effective approaches. Federal funds should also support the exploration of new or promising service models and rigorous evaluation to identify successful strategies. This is particularly needed for programs serving disconnected youth as well as for programs serving adult workers with barriers to employment.

The Department of Labor looks forward to working with Congress to achieve successful WIA reauthorization.

### **Improving the Public Workforce System**

A growing body of evidence points to the effectiveness of ETA programs in helping American workers gain employment, improve earnings, and retain their jobs. For example, recent data from PY 2008 indicates that for low-income adults that received employment and training services, over 72 percent became employed within three months of exiting the program (USDOL, 2009). Similarly, a 2008 evaluation of WIA-funded employment and training programs found that participating in the WIA Adult program, regardless of services received, is associated with a several-hundred dollar increase in quarterly earnings (Heinrich, Mueser, and Troske, 2008). Similar evaluations of ETA-funded programs reveal both successes and opportunities for improvement. In FY 2012, ETA will continue to provide high-quality services to American workers and employers. A highlight of budgetary activities for FY 2012 follows.

#### Job Corps

The Department is requesting \$1,699,747,000 for the Office of Job Corps (OJC) in FY 2012. This represents a funding decrease of \$8,458,000 from FY 2010 levels. Job Corps serves disadvantaged youth aged 16-24 through 125 residential and non-residential centers. Job Corps interacts with the public workforce system in a variety of ways, including referrals from the workforce system for participation in the Job Corps, and utilizing the services of the workforce system for placement of Job Corps graduates in good jobs with career pathways.

The OJC FY 2012 request includes a program increase of \$5,000,000 for the operation of the Ottumwa, Iowa Job Corps Center. Job Corps will identify sufficient funding to open the recently completed center in FY 2011 with an initial student population of 150. The increase will allow the center to reach its full capacity of 300 students in FY 2012.

## EMPLOYMENT AND TRAINING ADMINISTRATION

### Foreign Labor Certification

The Department is requesting \$65,666,000 for the Office of Foreign Labor Certification (OFLC), a reduction of \$2,788,000 from the FY 2010 level. OFLC administers the following programs: the immigrant Permanent Labor Certification Program (PERM) or the “Green Card”; the nonimmigrant H-1B and H-1B1 (Chile and Singapore) Specialty Occupations Programs; E-3 Specialty Worker Program (Australia); H-2A Temporary Agricultural Program; H-2B Temporary Non-agricultural Program; and the D-1 Crewmember Program.

In FY 2012, OFLC will continue to dedicate core financing to ensuring the stability, reliability, and capability of the integrated case processing system (iCERT) to perform critical functions of foreign labor certification programs. Reduced funds this fiscal year will be dedicated to the initial development of IT systems to implement recent and pending changes to the H-2A, PERM, H-1B, prevailing wage, and H-2B Programs. OFLC continues to implement its one-stop visa portal system – iCERT – which will consolidate systems and access thereby improving customer service and reduce overall information technology expenses, once fully implemented, and prove to be a more efficient and cost effective means of operating application processing systems.

In addition, OFLC will take the following key actions:

1. *Integration of system into overall comprehensive IT “vision” compatible with OMB Exhibit 300 planned outlays and products.* The vision is for the OFLC integrated iCERT system to provide a seamless, transparent and integrated business solution across all visa programs, and to support all foreign labor certification programs (it currently only supports H-1B and prevailing wage functions).
2. *Fully documented professional development of IT system for the H-2B and related OFLC IT processing systems.* Timely resolution of temporary program applications is critical to overall compliance as well as to the achievement of program performance goals. OFLC is working closely with ETA’s OIST and the the Department’s OCIO to develop business requirements and design documentation for a new H-2B electronic filing and application processing module designed to be added to OFLC’s integrated iCERT visa portal.
3. *Full electronic filing capability for customers and electronic storage of official documentation and correspondence, e.g., audit responses, referrals, etc. on each application for case analyst review and adjudication decision-making.* OFLC intends to develop a comprehensive electronic document management system consistent with the large number of applications, case-related documents, correspondence, and other adjudicatory, administrative, and policy documents it receives and generates every year.

### Unemployment Insurance

The FY 2012 budget request for Unemployment Insurance (UI) is \$3,286,920,000, an increase of \$29,965,000 from the FY 2010 level. Included in the UI budget request is a proposal to address state Unemployment Trust Fund (UTF) account solvency. To ensure the UI program fulfills its

## EMPLOYMENT AND TRAINING ADMINISTRATION

mission of providing an economic safety net by providing income support to workers who are unemployed through no fault of their own and to provide economic stabilization during times of recession, it is critical that the system be soundly financed to support an adequate benefit structure for unemployed workers. Since 2008, 36 states have been unable to pay UI benefits at some point in time and had to take advances from the Federal Unemployment Account. As of January 1, 2011, 31 states owed a total of \$41 billion. Projections show that as many as 40 states may need advances totaling \$80 billion before solvency of the system begins to improve.

The UI solvency proposal is designed to improve the solvency of state accounts in the UTF and to provide temporary relief to employers in states with Title XII advances. This would be accomplished by increasing the Federal wage base (last increased in 1983) and indexing it and by making Title XII advances interest-free for a specified period as well as delaying the application of the Federal unemployment tax (FUTA) credit reduction schedule in states that have outstanding Title XII advances. As many as 36 states would benefit from interest relief and 32 states would benefit from the delay in application of the credit reduction schedule. The FUTA tax rate would be lowered when the higher Federal wage base goes into effect to make the proposal revenue neutral that year. As States react to the change in the Federal wage base, we expect that States will take the opportunity to adjust their UI tax structures to pay off their loans and improve their solvency.

The budget request also includes two legislative proposals related to the UI program that impact spending from the Unemployment Trust Fund. With the goal of promoting job retention and reducing unemployment, the first proposal supports an expanded Short-Time Compensation (STC) program, also known as work sharing. The second proposal focuses on UI program integrity and adds provisions to the UC Integrity Act transmitted for consideration in the prior Congress including a new provision that will further improve the data collected in the National Directory of New Hires enabling states to better detect and prevent UI improper payments.

### Employment Service

The public Employment Service (ES) system is the critical element that supports the national network of One-Stop Career Centers created under the Workforce Investment Act of 1998 (WIA). Under WIA, the ES provides a variety of employment related labor exchange services including but not limited to job search assistance, job referral, and placement assistance for job seekers, UI claimants, and recruitment services to employers with job openings. The ES system also provides technical assistance and training to front line staff and leaders and administers the Work Opportunity Tax Credit (WOTC) program. In FY 2009, 17,584,000 individuals were served through the Employment Service. In FY 2012 the ES system will continue to provide high-level customer service to American workers with the same funding level of FY 2010.

### State Paid Leave Fund

The Budget requests \$23,000,000 for the State Paid Leave Fund. Of this amount, one percent (\$230,000) is requested for Federal administration of the program. The remaining \$22,770,000 will be used for grants and for technical assistance that will include outreach to help identify and

## EMPLOYMENT AND TRAINING ADMINISTRATION

facilitate the participation of States, information and other assistance that could help the planning, and start-up activities in multiple states.

### Trade Adjustment Assistance Community College and Career Training

The Trade Adjustment Assistance Community College and Career Training (TAACCT) program provides \$500,000,000 annually in Fiscal Years 2011–2014 for competitive grants to eligible institutions of higher education. The program aims to improve education and employment outcomes for students at community colleges and other higher education institutions, helping more Americans prepare to succeed in growing, high-skilled occupations. This funding will enable the Department to fund between 75-150 grants annually. Grants awards will support institutions that use evidence to design program strategies, are committed to using data for continuous improvement, and facilitate evaluation that can build evidence about effective practices.

The grants will help eligible institutions of higher education expand and improve their ability to deliver education and career training programs that can be completed in two years or less, are suited for workers who are eligible for training under the Trade Adjustment Assistance for Workers program, and prepare program participants for employment in high-wage, high-skill occupations. The TAACCT program will support activities from among the following four priority areas:

1. Accelerating progress for low-skill and other workers;
2. Improving retention and achievement rates to reduce time to completion;
3. Building programs that meet industry needs, including developing career pathways; and,
4. Strengthening online and technology-enabled learning.

### Women in Apprenticeship and Non-Traditional Occupations (WANTO)

A total of \$1,000,000 is requested in FY 2012 for the Women in Apprenticeship and Non-Traditional Occupations Act (WANTO) grants, the same amount as the FY 2010 request level. The Department's Women's Bureau and ETA jointly administer the program, which awards competitive grants to recruit, hire, train, and retain women in apprenticeships and non-traditional occupations, including green-related occupations. A competitive Solicitation for Grant Applications (SGA) will be used to award the grants to consortia of community-based organizations and registered apprenticeship program sponsors.

### Transfer of the Community Service Employment for Older Americans (CSEOA) program

The Department recommends that the Community Service Employment for Older Americans (CSEOA) program be transferred to the Administration on Aging (AoA) in the Department of Health and Human Services. AoA focuses on providing aging services designed to help elderly individuals maintain their health and independence in their homes and communities.

At AoA, CSEOA will continue to be a pathway to economic self-sufficiency and a means for older workers to contribute meaningful community service. Transferring the program to AoA

## EMPLOYMENT AND TRAINING ADMINISTRATION

will improve CSEOA's coordination with other programs supporting low-income seniors and allow CSEOA to better support not only employment, but also health, wellness, and independence for seniors. Because of its expertise in senior issues, AoA is well positioned to provide strong support and technical assistance to SCSEP grantees.

### **ETA Regulatory Activities**

The theme of the Department of Labor's Regulatory Plan is: "Plan/Prevent/Protect." ETA has proposed two regulatory activities, which will be ongoing in FY 2012, highlighted in the Regulatory Plan. These items include:

#### *Equal Employment Opportunity in Apprenticeship and Training – Amendment of Regulations*

Revision of the equal opportunity regulatory framework for the National Apprenticeship Act is a critical element in the Department's vision to promote and expand Registered Apprenticeship opportunities while continuing to safeguard the welfare and safety of apprentices. In October 2008, ETA issued a final rule updating regulations for Registered Apprenticeship Programs and Labor Standards for Registration. The companion regulations, 29 CFR Part 30, Equal Employment Opportunity (EEO) in Apprenticeship and Training, have not been amended since first promulgated in 1978. ETA proposes to update these regulations to ensure that the National Registered Apprenticeship System is consistent and in alignment with changes in Affirmative Action regulations and EEO laws and court cases that have occurred since 1978. The proposed updates will ensure that Registered Apprenticeship is positioned to continue to provide economic opportunity for thousands of Americans while keeping pace with these new requirements.

#### *Temporary Non Agricultural Employment of H-2B Aliens in the United States*

As part of the Department's foreign labor certification responsibilities, ETA certifies whether U.S. workers capable of performing the jobs for which employers are seeking foreign workers are available, and whether the employment of foreign workers will adversely affect the wages and working conditions of U.S. workers similarly employed. As part of DOL enforcement responsibilities through the Wage and Hour Division (WHD), the Department enforces compliance with the conditions of an H-2B petition and Department of Labor-approved temporary labor certification.

The proposed rule will seek to ensure that only those employers who demonstrate a truly temporary need for foreign workers will have access to the H-2B program. The proposed rule also will seek to provide U.S. workers with greater access to the jobs employers wish to fill with temporary H-2B workers through more robust recruitment by employers to demonstrate the unavailability of U.S. workers. In addition, the Department is reviewing the current wage determination methodology to ensure that wages are not being adversely affected across industries and occupations. Lastly, the proposed rule will propose strengthening existing worker protections, establishing new protections, and enhancing ETA program integrity measures and WHD enforcement to ensure adequate protections for both U.S. and H-2B workers.

## EMPLOYMENT AND TRAINING ADMINISTRATION

Additional regulatory activities that will be occurring in FY 2012 include:

### *YouthBuild Program Regulation – Notice of Proposed Rulemaking*

The YouthBuild Transfer Act of 2006, Public Law 109-281, enacted on September 22, 2006, transfers oversight and administration of the YouthBuild program from the U.S. Department of Housing and Urban Development (HUD) to the Department of Labor. The YouthBuild program serves high school dropouts, youth offenders, youth aging out of foster care, and other at-risk youth populations. The program model balances classroom learning, geared toward a high school diploma or GED, and construction skills training, geared toward a career placement for youth. DOL intends to develop regulations in response to the legislation and to guide the program implementation and management. The program focuses on youth who have a high school diploma or GED but are basic skills deficient.

### *Labor Certification Process and Enforcement for Temporary Employment in Occupations Other Than Agriculture or Registered Nursing in the United States (H-2B Workers) – Notice of Proposed Rulemaking*

Department of Homeland Security (DHS) regulations require that, before admitting H-2B workers into the U.S., DHS will seek advice from the Department of Labor regarding the importation of such workers. Specifically, DOL certifies that there are not sufficient U.S. workers who are capable of performing the temporary services or labor at the time of an application for a visa, and that the employment of H-2B workers will not adversely affect the wages and working conditions of similarly employed U.S. workers. The Department currently administers such certification through an attestation-based program. This regulation proposes to re-engineer the H-2B program in order to strengthen the program's integrity and protections of U.S. workers.

### **Performance Management in the Employment and Training Administration**

ETA's review of outcome data and program improvement plans supports Departmental decision-making and achievement of the agency's strategic and performance goals. Quarterly and annual data available to all stakeholders help to demonstrate that ETA programs help America's workers acquire the skills necessary to succeed in a knowledge-based economy. Training and employment programs collect data on the numbers of individuals served, the types of services provided, personal characteristics of individuals, and program outcomes. Workforce security programs collect data on the timeliness of processing applications, measure integrity to reduce fraud, facilitate reemployment claims, and make employer determinations for tax liability.

Overall, the number of individuals served in ETA's employment and training programs in ETA increased between Fiscal Year 2006 and Fiscal Year 2010 from just over two million participants to almost 10 million, as shown in the adjacent bar chart.<sup>1</sup> These numbers include participants in all ETA programs other than Unemployment Insurance and Wagner-Peyser Act Employment

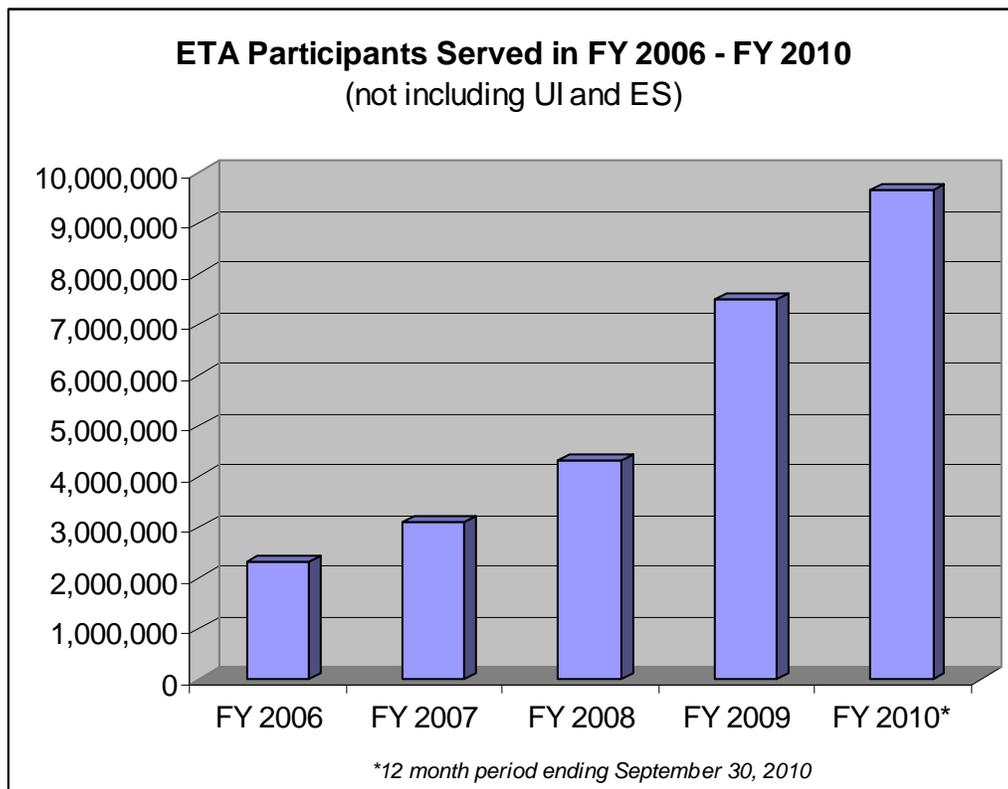
---

<sup>1</sup> While Fiscal Year (FY) is cited in this section, most of the employment and training programs are administered by Program Year (PY). Most PY programs start in July of the following calendar year.

## EMPLOYMENT AND TRAINING ADMINISTRATION

Service (WIA Adult, Dislocated Worker, and Youth; National Emergency Grants; the National Farmworker Jobs Program; Indian and Native American Programs; Registered Apprenticeship; Community Service Employment for Older Americans; Trade Adjustment Assistance; Reintegration of Ex-Offenders – Adult; the Youthful Offender Initiative; the High-Growth Job Training Initiative; Job Corps<sup>2</sup>; YouthBuild; and the Community-Based Job Training Grants).

The increase in participation can be attributed to guidance issued in February 2006 encouraging states to co-enroll individuals in multiple programs (see TEGL 17-05). ETA encourages enrollment in multiple programs because it allows for integrated services and can lead to improved participant outcomes.



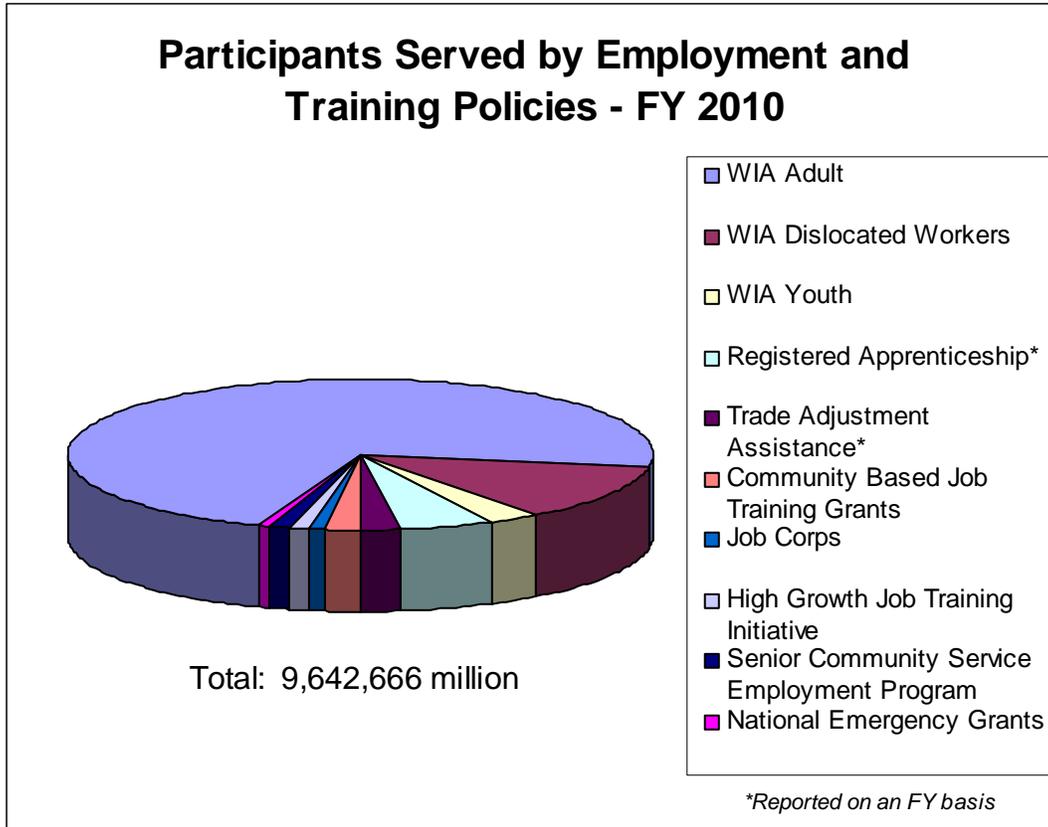
As indicated by the pie chart, 71 percent of the individuals served by ETA programs (excluding UI and ES) are registered in the WIA Adult program. The other 29 percent of participants were served in FY 2010 by the other nine programs. Among these programs, WIA funds also account for the majority of the funding. WIA Adult program participation increased from 329,646 in FY 2006 to 6,950,148 in FY 2010. Initially the increases were primarily due to a change in the number of self-service and co-enrolled individuals who receive other core services through the One-Stop Career Center system. In FY 2009 and through FY 2010; however, participation has dramatically increased due to increased demand for services caused by increased unemployment, plus the availability of additional resources through the Recovery Act. Participation is expected

---

<sup>2</sup> The Office of Job Corps was reintegrated into ETA in FY 2010.

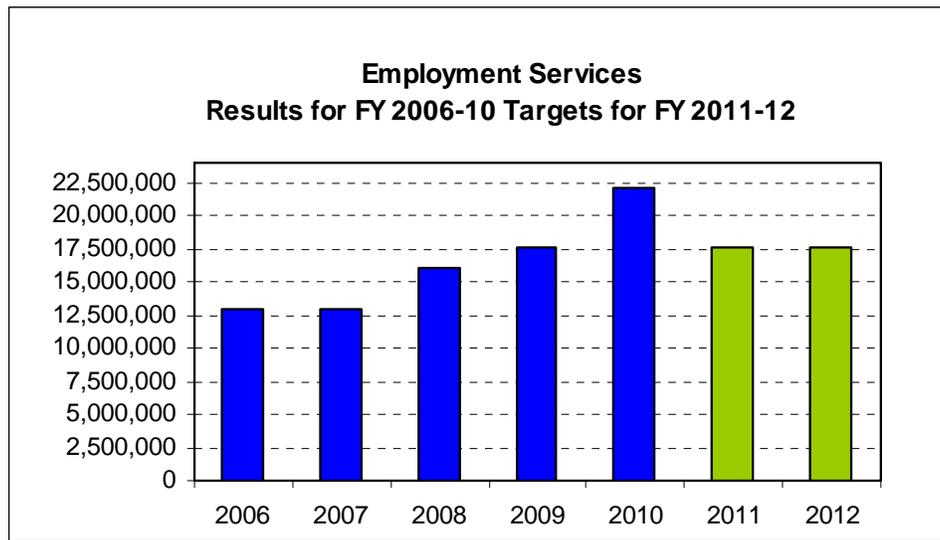
## EMPLOYMENT AND TRAINING ADMINISTRATION

to level off in FY 2011 for the WIA Adult, Dislocated Worker and Youth formula programs, as resources remain the same.



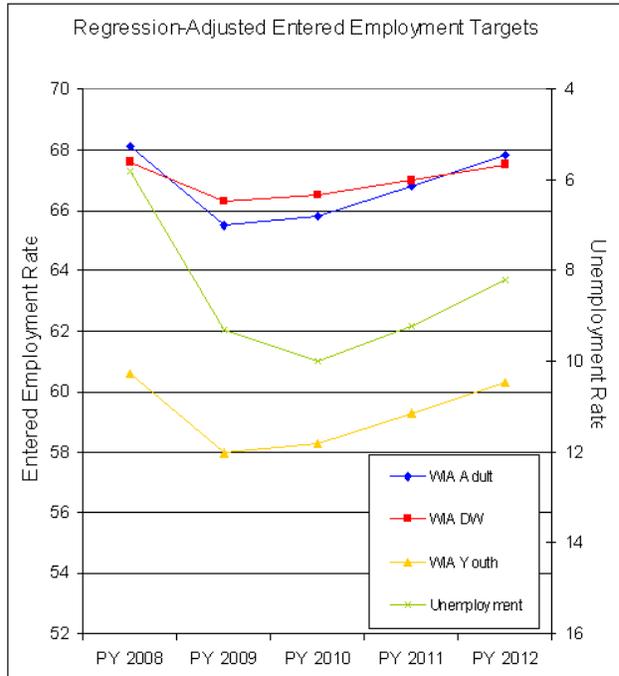
The number of individuals served by Employment Service operations increased from roughly 13 million in FY 2006 to more than 22 million in FY 2010, which is attributable to increases in unemployment. As we move forward into FY 2011 and on to FY 2012, when unemployment levels are expected to decline, ETA projects a drop in ES participant numbers.

## EMPLOYMENT AND TRAINING ADMINISTRATION



The recession underscored the need to take into account the effect of labor market conditions on the ability of program participants to attain jobs when setting performance targets. In PY 2009, ETA utilized a regression-adjusted method for setting national performance targets. The regression method adjusts targets using the Office of Management and Budget's forecasts of the unemployment rate and the consumer price index (CPI), to estimate the effect of economic conditions on the common performance measure outcomes, holding constant participant characteristics and services received. Results from the regression model reveal a negative, and statistically significant, relationship between unemployment rates and the common measure performance outcomes. Simply put, experience shows that when unemployment is high, it is much harder for ETA program participants to find jobs, stay in those jobs, and earn high wages. Thus, during periods of high unemployment, the model will revise performance targets downward, and as labor markets recover and unemployment numbers drop, performance targets will increase accordingly. The regression-adjusted method is intended to make performance targets more realistic, thus reducing disincentives to serve harder-to-serve participants. Use of a more systematic method for setting performance targets contributes to ETA's efforts to provide all workers with progressive levels of education and job training that will lead to good jobs and a pathway to the middle-class.

## EMPLOYMENT AND TRAINING ADMINISTRATION



In PY 2009, ETA launched a nine-state pilot program to test the regression-based method for setting performance targets at the state and local Workforce Investment Board (WIB) levels for WIA title I programs. This initiative was designed to provide ETA and the pilot states an opportunity to: (1) establish and test procedures; (2) construct the information systems through which states and local WIBs receive the relevant information related to the adjusted targets; (3) use the local WIB targets for local performance management purposes; and (4) receive feedback from the pilot states and their local WIBs on ways to improve and refine the model and performance management systems.

Over the course of FY 2010, the ETA also developed and implemented production measures and its first agency-level Operating Plan to support the Department's Strategic Plan and outcome goals. Production measures are primarily driven by agency inputs such as staffing and IT resources. Several program-specific and grants management-specific measures were developed as production measures. Measures were developed for Foreign Labor Certification, Grants Management (for both formula and discretionary grants), Job Corps, Registered Apprenticeship, Trade Adjustment Assistance petition processing, and the Priority Goals. Baselines and annual targets were established for most of these measures in FY 2010. Progress against these measures are monitored quarterly to determine if the initiatives or programs are on track to meet the annual targets, identify negative or positive developments related to the measures, and identify steps needed to improve performance, if necessary. For specific production measure information, refer to the detailed workload and performance tables in each appropriation section of this request.

The ETA Operating Plan draws from the funded commitments, resources and goals set forth in both the FY 2010-2016 DOL Strategic Plan and the FY 2011 budget request to describe ETA's use of inputs (both staff and budgetary) to implement specific strategies intended to achieve outputs in support of the Secretary's outcome goals. As the Operating Plan describes, ETA is primarily engaged in providing a variety of tools that are used to apply leverage to the workforce system and thereby encourage optimal results for participants. ETA administers grants, provides program direction, shapes policy, and provides guidance and technical assistance to states and regions to carry out these investments in the workforce system. In doing so, ETA employs six key strategies to ensure its programs and participants of those programs obtain optimal outcomes:

1. Providing Program Direction and Guidance
2. Managing Grant Programs

## EMPLOYMENT AND TRAINING ADMINISTRATION

3. Investing in Infrastructure to Support the System and Job Seekers
4. Educating the Public about Employment and Training Programs
5. Identifying Effective/Promising Employment and Training Programs/Strategies/Practices and Disseminating that Knowledge
6. Increasing Training Capacity

These six strategies also describe how ETA employs performance accountability systems to maintain or correct its course throughout the year.

The Operating Plan for FY 2012 will similarly rely upon the foundation set by the DOL Strategic Plan and the FY 2012 President's Budget Request to create a set of strategies for achieving workforce system and program goals while accounting for changes in budget resources, new initiatives, and new or continuing policy priorities.

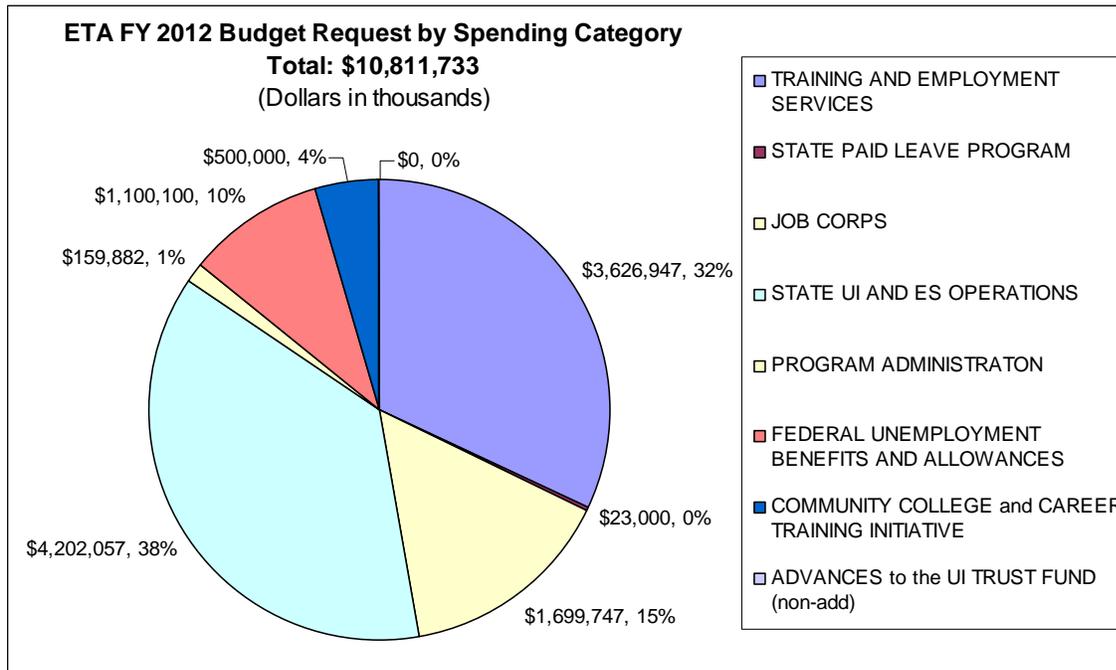
### Enhance Unemployment Insurance Integrity

In FY 2012 the Administration has a multi-part legislative proposal to strengthen the financial integrity of the UI system and to encourage the early reemployment of UI beneficiaries. This proposal builds upon the enactment of two key components of the FY 2011 UI integrity proposal that expanded collection of delinquent UI overpayments and employer taxes through garnishment of Federal tax refunds and improved the accuracy of hiring data in the National Directory of New Hires.

The proposal will boost States' ability to recover benefit overpayments and deter tax evasion schemes by permitting them to use a portion of recovered funds to expand enforcement efforts in these areas, including identification of misclassified employees. In addition, the proposal would require States to impose a monetary penalty on UI benefit fraud, which would be used to reduce overpayments, and to prohibit the non-charging of benefits to an employer's UI accounts if they are found to be at fault when their actions lead to overpayments. The proposal would also improve the utility and accuracy of hiring data in the National Directory of New Hires by requiring employers to report rehires of employees who have been laid off. Rehire reporting was a proposal submitted under the President's SAVE Award initiative. This legislative proposal will strengthen the financial integrity of the UI system and encourage early reemployment of UI beneficiaries which will keep State UI taxes down and improve the solvency of the State trust funds.

# EMPLOYMENT AND TRAINING ADMINISTRATION

## Cost Model



ETA requests a total of \$10,811,733,000 for FY 2012, including \$9,711,633,000 for discretionary programs and \$1,100,100,000 for mandatory programs (excluding Advances to the Unemployment Trust Fund).

Highlights of the FY 2012 Budget are listed below. The proposed funding changes are also summarized in the Summary of Changes. The 2012 Budget requests:

### *Training and Employment Services*

- \$860,527,000 for WIA Adult Employment and Training Activities, \$1,403,493,000 for WIA Dislocated Worker Employment and Training Activities, and \$923,913,000 for WIA Youth Employment and Training Activities.
- \$297,904,000 for the Innovation Funds as a portion of the appropriation for the WIA Adult, Dislocated Worker, Youth, and the Employment Service programs mentioned above.
- \$13,750,000 for the Workforce Data Quality Initiative.
- \$54,158,000 for the Indian and Native American training program.
- \$86,620,000 for the Migrant and Seasonal Farmworker program.
- \$6,616,000 for Pilots, Demonstrations, and Research.
- \$11,600,000 for Evaluation.

## **EMPLOYMENT AND TRAINING ADMINISTRATION**

- \$1,000,000 for the Women in Apprenticeship and Non-Traditional Occupations (WANTO) program.
- \$115,000,000 for the YouthBuild program.

### ***State Paid Leave Fund***

- \$23,000,000 for the State Paid Leave Fund to continue this initiative which provides grants to assist states in establishing paid family leave programs.

### ***Foreign Labor Certification***

- \$65,666,000 for Foreign Labor Certification programs, including \$50,537,000 and 205 FTE for Administration and \$15,129,000 for State Grants.

### ***State Unemployment Insurance and Employment Services Operations***

- \$3,215,610,000 for Unemployment Insurance State Operations, \$11,310,000 for UI National Activities, and \$60,000,000 for Reemployment Eligibility Assessments.
- \$764,757,000 for Employment Service Grants to States and \$20,994,000 for Employment Service National Activities.
- \$63,720,000 for Workforce Information/National E-Tools/One-Stop System Building.

### ***Federal Unemployment Benefits and Allowances***

- \$1,100,100,000 for Trade Adjustment Assistance, plus a legislative proposal of \$571,000,000.

### ***Job Corps***

- \$1,699,747,000 for Job Corps, including the Operations, Construction, and Administration accounts.

### ***Program Administration***

- \$159,882,000 for Program Administration and 850 FTE.

## EMPLOYMENT AND TRAINING ADMINISTRATION

<b>SUMMARY BUDGET AUTHORITY BY APPROPRIATION</b>					
(Dollars in Thousands)					
	<b>FY 2010 Enacted</b>	<b>FY 2011 Full Year C.R.</b>	<b>FY 2011 Legislative Proposal</b>	<b>FY 2012 Request plus TAACCCTG</b>	<b>FY 2012 Legislative Proposal</b>
<b>Advances to the Unemployment Trust Fund</b>	<b>110,000</b>	<b>200,000</b>		<b>0</b>	
Advances to the Unemployment Trust Fund (Non-add)	110,000	200,000		0	
<b>Community Service Employment for Older Americans</b>	<b>825,425</b>	<b>825,425</b>		<b>0</b>	
Community Service Employment for Older Americans	825,425	825,425		0	
<b>Federal Unemployment Benefits and Allowances</b>	<b>1,818,400</b>	<b>1,818,400</b>	<b>2,228,400</b>	<b>1,100,100</b>	<b>1,671,100</b>
Trade Adjustments Assistance	1,818,400	1,818,400	2,228,400	1,100,100	1,671,100
Alternative/Reemployment TAA	65,000	65,000	67,000	35,000	52,000
TAA Benefits	1,067,000	1,067,000	1,067,000	805,000	932,000
TAA Training	686,400	686,400	1,094,400	260,100	687,100
<b>Office of Job Corps</b>	<b>1,708,205</b>	<b>1,708,205</b>		<b>1,699,747</b>	
Administration	29,190	29,190		31,430	
Construction	105,000	105,000		78,500	
Operations	1,574,015	1,574,015		1,589,817	
<b>Program Administration</b>	<b>147,656</b>	<b>147,656</b>		<b>159,882</b>	
Adult Services	55,412	55,412		61,537	
Apprenticeship	27,784	27,784		28,718	
Executive Direction	9,166	9,166		9,174	
Workforce Security	42,986	42,986		46,011	
Youth Services	12,308	12,308		14,442	
<b>State Paid Leave Fund</b>	<b>0</b>	<b>0</b>		<b>23,000</b>	
State Paid Leave Fund	0	0		23,000	
Administration	0	0		230	
Operations	0	0		22,770	
<b>State Unemployment Insurance and Employment Service Operations</b>	<b>4,113,681</b>	<b>4,113,681</b>		<b>4,202,057</b>	
Employment Service	724,570	724,570		785,751	
Employment Service National Activities	20,994	20,994		20,994	
TAT/SWA Retirement	2,474	2,474		2,474	
WOTC	18,520	18,520		18,520	
Grants to State	703,576	703,576		703,576	
Innovation Fund Contribution	0	0		61,181	
Foreign Labor Certification	68,436	68,436		65,666	
Federal Administration	53,307	53,307		50,537	
State Grants	15,129	15,129		15,129	
Unemployment Insurance	3,256,955	3,256,955		3,286,920	

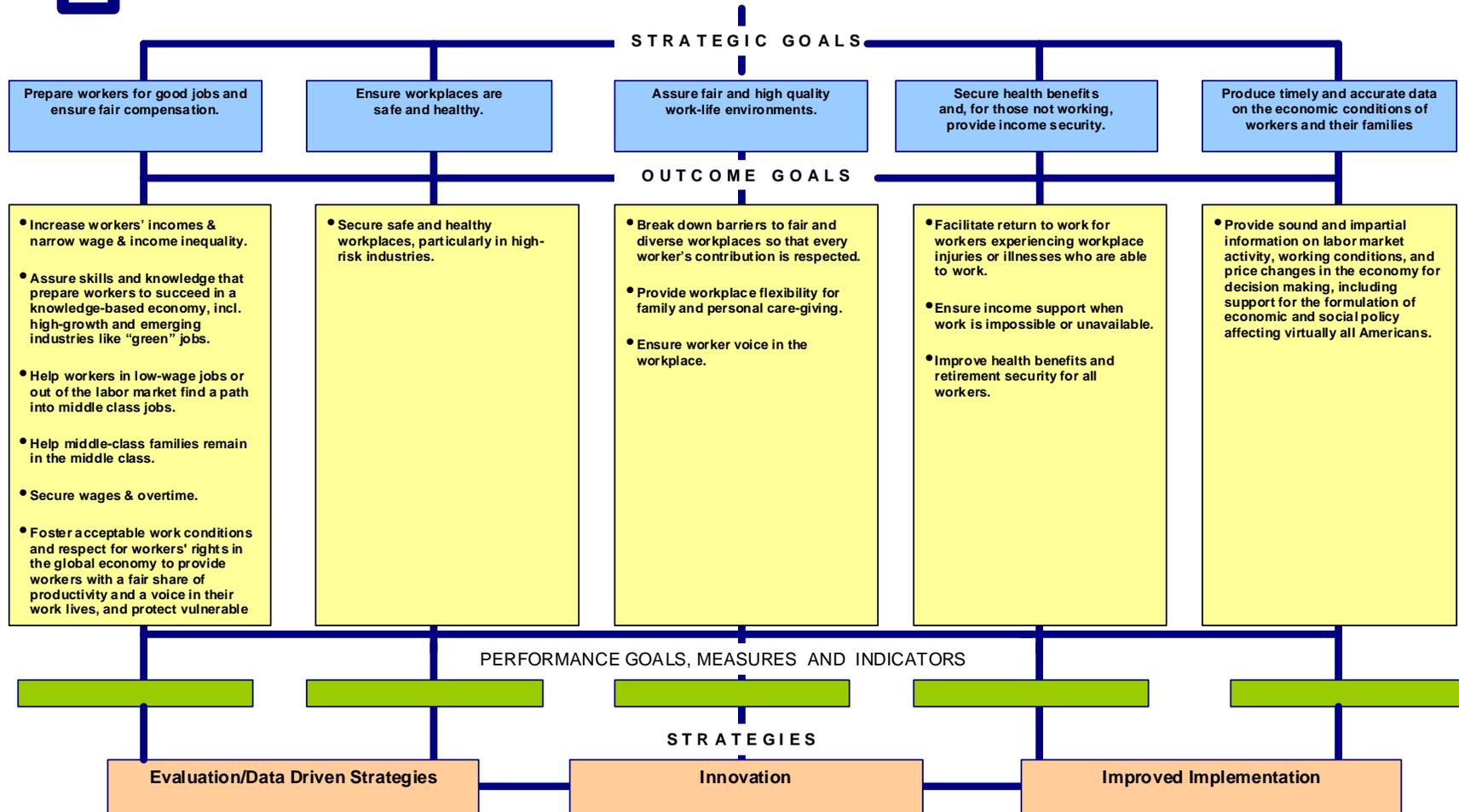
## EMPLOYMENT AND TRAINING ADMINISTRATION

	<b>FY 2010 Enacted</b>	<b>FY 2011 Full Year C.R.</b>	<b>FY 2011 Legislative Proposal</b>	<b>FY 2012 Request plus TAACCCTG</b>	<b>FY 2012 Legislative Proposal</b>
National Activities	11,310	11,310		11,310	
Reemployment Eligibility Assessments	50,000	50,000		60,000	
State Administration	3,195,645	3,195,645		3,215,610	
Workforce Information-Electronic Tools-System Building	63,720	63,720		63,720	
<b>TAA Community College and Career Training Grant Fund</b>	<b>0</b>	<b>500,000</b>		<b>500,000</b>	
TAA Community College and Career Training Grant Fund	0	500,000		500,000	
<b>Training and Employment Services</b>	<b>3,828,530</b>	<b>3,828,530</b>		<b>3,626,947</b>	
Adult Employment and Training Activities	861,540	861,540		860,527	
Formula Grants	861,540	861,540		791,685	
Workforce Innovation Fund	0	0		68,842	
Career Pathways Innovation Fund	125,000	125,000		0	
Dislocated Workers Employment and Training Activities	1,413,000	1,413,000		1,403,763	
Formula Grants	1,183,840	1,183,840		1,080,635	
National Reserve	229,160	229,160		229,160	
Workforce Innovation Fund	0	0		93,968	
Evaluation	9,600	9,600		11,600	
Green Jobs Innovation Fund	40,000	40,000		60,000	
Indian and Native American Programs	52,758	52,758		54,158	
Migrant and Seasonal Farmworkers	84,620	84,620		86,620	
Pilots, Demonstrations and Research	93,450	93,450		6,616	
Reintegration of Ex-Offenders	108,493	108,493		90,000	
Women in Apprenticeship	1,000	1,000		1,000	
Workforce Data Quality Initiative	12,500	12,500		13,750	
Youth Activities	924,069	924,069		923,913	
Youth Employment and Training Activities	924,069	924,069		850,000	
Youth Innovation Fund	0	0		73,913	
Youthbuild	102,500	102,500		115,000	
<b>Total</b>	<b>12,441,897</b>	<b>12,941,897</b>		<b>11,311,733</b>	

# EMPLOYMENT AND TRAINING ADMINISTRATION



## Secretary's Vision: "Good Jobs for Everyone"



## EMPLOYMENT AND TRAINING ADMINISTRATION

<b>TOTAL BUDGETARY RESOURCES</b>												
FY 2010 - 2012												
(Dollars in Thousands)												
	<b>FY 2010 Enacted</b>				<b>FY 2011 Full Year C.R.</b>				<b>FY 2012 Request</b>			
	Activity Approp.	Other Approp. <sup>3</sup>	Other Resrcs. <sup>4</sup>	Total	Activity Approp.	Other Approp. <sup>3</sup>	Other Resrcs. <sup>4</sup>	Total	Activity Approp.	Other Approp. <sup>3</sup>	Other Resrcs. <sup>4</sup>	Total
<b>Advances to the Unemployment Trust Fund</b>	<b>150,000</b>	<b>0</b>	<b>0</b>	<b>150,000</b>	<b>150,000</b>	<b>0</b>	<b>0</b>	<b>200,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Advances to the Unemployment Trust Fund (Non-add)	150,000	0	0	150,000	200,000	0	0	200,000	0	0	0	0
<b>Community Service Employment for Older Americans</b>	<b>825,425</b>	<b>0</b>	<b>0</b>	<b>825,425</b>	<b>825,425</b>	<b>0</b>	<b>0</b>	<b>825,425</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Community Service Employment for Older Americans	825,425	0	0	825,425	825,425	0	0	825,425	0	0	0	0
<b>Federal Unemployment Benefits and Allowances</b>	<b>1,818,400</b>	<b>0</b>	<b>40,000</b>	<b>1,858,400</b>	<b>1,818,400</b>	<b>0</b>	<b>40,000</b>	<b>1,858,400</b>	<b>1,100,100</b>	<b>0</b>	<b>40,000</b>	<b>1,140,100</b>

<sup>3</sup> "Other Appropriation" is comprised of resources appropriated elsewhere, but for which the benefits accrue toward the operation of the budget activities. (Executive Direction and IT Crosscut)

<sup>4</sup> "Other Resources" include funds that are available for a budget activity, but not appropriated, such as reimbursements and fees.

## EMPLOYMENT AND TRAINING ADMINISTRATION

	FY 2010 Enacted				FY 2011 Full Year C.R.				FY 2012 Request			
	Activity Approp.	Other Approp. <sup>5</sup>	Other Rescrs.6	Total	Activity Approp.	Other Approp.3	Other Rescrs.4	Total	Activity Approp.	Other Approp.3	Other Rescrs. 4	Total
Trade Adjustments Assistance	1,818,400	0	40,000	1,858,400	1,818,400	0	40,000	1,858,400	1,100,100	0	40,000	1,140,100
<b>Office of Job Corps</b>	<b>1,708,205</b>	<b>0</b>	<b>1,160</b>	<b>1,709,365</b>	<b>1,708,205</b>	<b>0</b>	<b>1,160</b>	<b>1,709,365</b>	<b>1,699,747</b>	<b>0</b>	<b>1,160</b>	<b>1,700,907</b>
Operations	1,574,015	0	1,160	1,575,175	1,574,015	0	1,160	1,575,175	1,589,817	0	1,160	1,590,977
Construction	105,000	0	0	105,000	105,000	0	0	105,000	78,500	0	0	78,500
Administration	29,190	0	0	29,190	29,190	0	0	29,190	31,430	0	0	31,430
<b>Program Administration</b>	<b>147,656</b>	<b>542</b>	<b>0</b>	<b>148,198</b>	<b>147,656</b>	<b>542</b>	<b>0</b>	<b>148,198</b>	<b>159,882</b>	<b>542</b>	<b>0</b>	<b>160,424</b>
Adult Services	55,412	0	0	55,412	55,412	0	0	55,412	61,537	0	0	61,537
Youth Services	12,308	0	0	12,308	12,308	0	0	12,308	14,442	0	0	14,442
Workforce Security	42,986	542	0	43,528	42,986	542	0	43,528	46,011	542	0	46,553
Apprenticeship	27,784	0	0	27,784	27,784	0	0	27,784	28,718	0	0	28,718
Executive Direction	9,166	0	0	9,166	9,166	0	0	9,166	9,174	0	0	9,174
<b>State Paid Leave Fund</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>23,000</b>	<b>0</b>	<b>0</b>	<b>23,000</b>
State Paid Leave Fund	0	0	0	0	0	0	0	0	23,000	0	0	23,000
<b>State Unemployment Insurance and Employment Service Operations</b>	<b>4,113,681</b>	<b>0</b>	<b>23,000</b>	<b>4,136,681</b>	<b>4,113,681</b>	<b>0</b>	<b>23,000</b>	<b>4,136,681</b>	<b>4,202,057</b>	<b>0</b>	<b>23,000</b>	<b>4,225,057</b>

<sup>5</sup> "Other Appropriation" is comprised of resources appropriated elsewhere, but for which the benefits accrue toward the operation of the budget activities. (Executive Direction and IT Crosscut)

<sup>6</sup> "Other Resources" include funds that are available for a budget activity, but not appropriated, such as reimbursements and fees.

## EMPLOYMENT AND TRAINING ADMINISTRATION

	FY 2010 Enacted				FY 2011 Full Year C.R.				FY 2012 Request			
	Activity Approp.	Other Approp. <sup>7</sup>	Other Rescrs. <sup>8</sup>	Total	Activity Approp.	Other Approp. <sup>3</sup>	Other Rescrs. <sup>4</sup>	Total	Activity Approp.	Other Approp. <sup>3</sup>	Other Rescrs. <sup>4</sup>	Total
Foreign Labor Certification	68,436	0	0	68,436	68,436	0	0	68,436	65,666	0	0	65,666
Unemployment Insurance	3,256,955	0	10,000	3,266,955	3,256,955	0	10,000	3,266,955	3,286,920	0	10,000	3,296,920
Employment Service	724,570	0	0	724,570	724,570	0	0	724,570	785,751	0	0	785,751
Workforce Information-Electronic Tools-System Building	63,720	0	0	63,720	63,720	0	0	63,720	63,720	0	0	63,720
FLC H-1B Fee Revenue	0	0	13,000	13,000	0	0	13,000	13,000	0	0	13,000	13,000
<b>TAA Community College and Career Training Grant Fund</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>500,000</b>	<b>0</b>	<b>0</b>	<b>500,000</b>	<b>500,000</b>	<b>0</b>	<b>0</b>	<b>500,000</b>
TAA Community College and Career Training Grant Fund	0	0	0	0	500,000	0	0	500,000	500,000	0	0	500,000

<sup>7</sup> "Other Appropriation" is comprised of resources appropriated elsewhere, but for which the benefits accrue toward the operation of the budget activities. (Executive Direction and IT Crosscut)

<sup>8</sup> "Other Resources" include funds that are available for a budget activity, but not appropriated, such as reimbursements and fees.

## EMPLOYMENT AND TRAINING ADMINISTRATION

	FY 2010 Enacted				FY 2011 Full Year C.R.				FY 2012 Request			
	Activity Approp.	Other Approp. <sup>9</sup>	Other Resrcs. 10	Total	Activity Approp.	Other Approp 3	Other Resrcs.4	Total	Activity Approp.	Other Approp.3	Other Resrcs. 4	Total
<b>Training and Employment Services</b>	<b>3,828,530</b>	<b>0</b>	<b>1,500</b>	<b>3,830,030</b>	<b>3,828,530</b>	<b>0</b>	<b>1,500</b>	<b>3,830,030,</b>	<b>3,626,947</b>	<b>0</b>	<b>1,500</b>	<b>3,628,447</b>
Adult Employment and Training Activities	861,540	0	0	861,540	861,540	0	0	861,540	860,527	0	0	860,527
TES Skills Training Grants	0	0	0	0	0	0	0	0	0	0	0	0
Dislocated Workers Employment and Training Activities	1,413,000	0	0	1,413,000	1,413,000	0	0	1,413,000	1,403,763	0	0	1,403,763
Youth Activities	924,069	0	0	924,069	924,069	0	0	924,069	923,913	0	0	923,913
Green Jobs Innovation Fund	40,000	0	0	43,000	40,000	0	0	43,000	60,000	0	0	60,000
Workforce Data Quality Initiative	12,500	0	0	12,500	12,500	0	0	12,500	13,750	0	0	13,750
Reintegration of Ex-Offenders	108,493	0	0	108,493	108,493	0	0	108,493	90,000	0	0	90,000

<sup>9</sup> "Other Appropriation" is comprised of resources appropriated elsewhere, but for which the benefits accrue toward the operation of the budget activities. (Executive Direction and IT Crosscut)

<sup>10</sup> "Other Resources" include funds that are available for a budget activity, but not appropriated, such as reimbursements and fees.

## EMPLOYMENT AND TRAINING ADMINISTRATION

	FY 2010 Enacted				FY 2011 Full Year C.R.				FY 2012 Request			
	Activity Approp.	Other Approp. <sup>11</sup>	Other Resrcs. <sup>12</sup>	Total	Activity Approp.	Other Approp.3	Other Resrcs.4	Total	Activity Approp.	Other Approp.3	Other Resrcs. 4	Total
Career Pathways Innovation Fund	125,000	0	0	125,000	125,000	0	0	125,000	0	0	0	0
Pilots, Demonstrations and Research	93,450	0	1,500	94,950	93,450	0	1,500	94,950	6,616	0	1,500	8,116
Evaluation	9,600	0	0	9,600	9,600	0	0	9,600	11,600	0	0	11,600
Women in Apprenticeship	1,000	0	0	1,000	1,000	0	0	1,000	1,000	0	0	1,000
Indian and Native American Programs	52,758	0	0	52,758	52,758	0	0	52,758	54,158	0	0	54,158
Migrant and Seasonal Farmworkers	84,620	0	0	84,620	84,620	0	0	84,620	86,620	0	0	86,620
Youthbuild	102,500	0	0	102,500	102,500	0	0	102,500	115,000	0	0	115,000
<b>Total</b>	<b>12,441,897</b>	<b>542</b>	<b>65,660</b>	<b>12,508,099</b>	<b>12,941,897</b>	<b>542</b>	<b>65,660</b>	<b>13,008,099</b>	<b>11,311,733</b>	<b>542</b>	<b>65,660</b>	<b>11,377,935</b>

<sup>11</sup> "Other Appropriation" is comprised of resources appropriated elsewhere, but for which the benefits accrue toward the operation of the budget activities. (Executive Direction and IT Crosscut)

<sup>12</sup> "Other Resources" include funds that are available for a budget activity, but not appropriated, such as reimbursements and fees.

# EMPLOYMENT AND TRAINING ADMINISTRATION

## PERFORMANCE STRUCTURE

<b>Strategic and Outcome Goals Supporting Secretary Solis' Vision of <i>Good Jobs for Everyone</i></b>	<b>Supporting Appropriations</b>
<b>Strategic Goal 1 – Prepare Workers for Good Jobs and Ensure Fair Compensation</b>	
1.1 Increase workers' incomes and narrowing wage and income inequality.	<ul style="list-style-type: none"> <li>• Training and Employment Service</li> <li>• Federal Unemployment Benefits and Allowances</li> <li>• Job Corps</li> <li>• State Unemployment Insurance &amp; Employment Service Operations</li> </ul>
1.2 Assure skills and knowledge that prepare workers to succeed in a knowledge-based economy, including in high-growth and emerging industry sectors like "green" jobs.	<ul style="list-style-type: none"> <li>• Training and Employment Service</li> <li>• Job Corps</li> <li>• State Unemployment Insurance &amp; Employment Service Operations</li> <li>• Trade Adjustment Assistance Community College and Career Training Grant Fund</li> </ul>
1.3 Help workers who are in low-wage jobs or out of the labor market find a path into middle class jobs.	<ul style="list-style-type: none"> <li>• Training and Employment Service</li> <li>• Federal Unemployment Benefit and Allowances</li> <li>• Job Corps</li> <li>• State Unemployment Insurance &amp; Employment Service Operations</li> </ul>
1.4 Help middle-class families remain in the middle class.	<ul style="list-style-type: none"> <li>• Training and Employment Service</li> <li>• Federal Unemployment Benefit and Allowances</li> </ul>
1.5 Secure wages and overtime.	<ul style="list-style-type: none"> <li>• State Unemployment Insurance &amp; Employment Service Operations</li> </ul>
1.6 Foster acceptable work conditions and respect for workers' rights in the global economy to provide workers with a fair share of productivity and protect vulnerable people.	
<b>Strategic Goal 2 – Ensure Workplaces Are Safe and Healthy</b>	
2.1 Secure safe and healthy workplaces, particularly in high-risk industries.	
<b>Strategic Goal 3 – Assure Fair and High Quality Work-Life Environments</b>	

## EMPLOYMENT AND TRAINING ADMINISTRATION

<b>Strategic and Outcome Goals Supporting Secretary Solis' Vision of <i>Good Jobs for Everyone</i></b>	<b>Supporting Appropriations</b>
3.1 Break down barriers to fair and diverse work places so that every worker's contribution is respected.	
3.2 Provide workplace flexibility for family and personal care-giving.	
3.3 Ensure worker voice in the workplace.	
<b>Strategic Goal 4 – Secure Health Benefits and, for Those Not Working, Provide Income Security</b>	
4.1 Facilitate return to work for workers experiencing workplace injuries or illnesses who are able to work.	
4.2 Ensure income support when work is impossible or unavailable.	<ul style="list-style-type: none"> <li>• State Unemployment Insurance &amp; Employment Service Operations</li> </ul>
4.3 Improve health benefits and retirement security for all workers.	
<b>Strategic Goal 5 – Assure the Production of Timely and Accurate Data on Social and Economic Conditions of Workers and their Families</b>	
5.1 Provide sound and impartial information on labor market activity, working conditions, and price changes in the economy for decision making, including support for the formulation of economic and social policy affecting virtually all Americans.	

# EMPLOYMENT AND TRAINING ADMINISTRATION

## AUTHORIZING STATUTES

Public Law/Act	U.S. Code Citation	Expiration Date
American Competitiveness and Workforce Improvement Act (H-1B)	29 U.S.C. 2916a	No expiration date
American Recovery and Reinvestment Act of 2009	P.L. 111-5	6/30/2010 <sup>13</sup>
Federal Unemployment Tax Act	26 U.S.C. 3301	No expiration date
Health Coverage Tax Credit (section 31 of Internal Revenue Code of 1986)	26 U.S.C. 31	No expiration date
Immigration and Nationality Act (alien labor certification)	8 U.S.C. 1101 et seq.	No expiration date
National Apprenticeship Act (Fitzgerald Act)	29 U.S.C. 50	No expiration date
Nursing Relief and Disadvantaged Areas Act	8 U.S.C. 1182	12/20/2009
Older Americans Act	42 U.S.C. 3056 et seq.	9/30/2011
Robert T. Stafford Disaster Relief and Emergency Assistance Act	42 U.S.C. 5177 and 5189a	No expiration date
Social Security Act, Title III-Grants to States for Unemployment Compensation Administration	42 U.S.C. 501-504	No expiration date
Social Security Act Title IX-Unemployment Security Administration Financing	42 U.S.C. 1101-1110	No expiration date
Social Security Act Title XI, Section 1137-Income and Eligibility Verification System	42 U.S.C. 1320b-7	No expiration date
Social Security Act Title XII-Advances to State Unemployment Funds	42 U.S.C. 1321-1324	No expiration date
Trade Act of 1974	19 U.S.C. 2101-2321 and 2395	12/31/2010
Unemployment Compensation for Federal Civilian Employees Program	5 U.S.C. 8501-8509	No expiration date
Unemployment Compensation for Ex-Servicemembers Program	5 U.S.C. 8521-8525	No expiration date
Wagner-Peyser Act	29 U.S.C. 49 et seq.	No expiration date
Work Opportunity Tax Credit	26 U.S.C. 51	8/31/2011
Worker Adjustment and Retraining Notification Act	29 U.S.C. 2801-2945; 20 U.S.C. 9271-9276	No expiration date
Workforce Investment Act	29 U.S.C. 2801 et seq.	9/30/2003 <sup>14</sup>

<sup>13</sup> For funds available through the Workforce Investment Act and Wagner-Peyser Act.

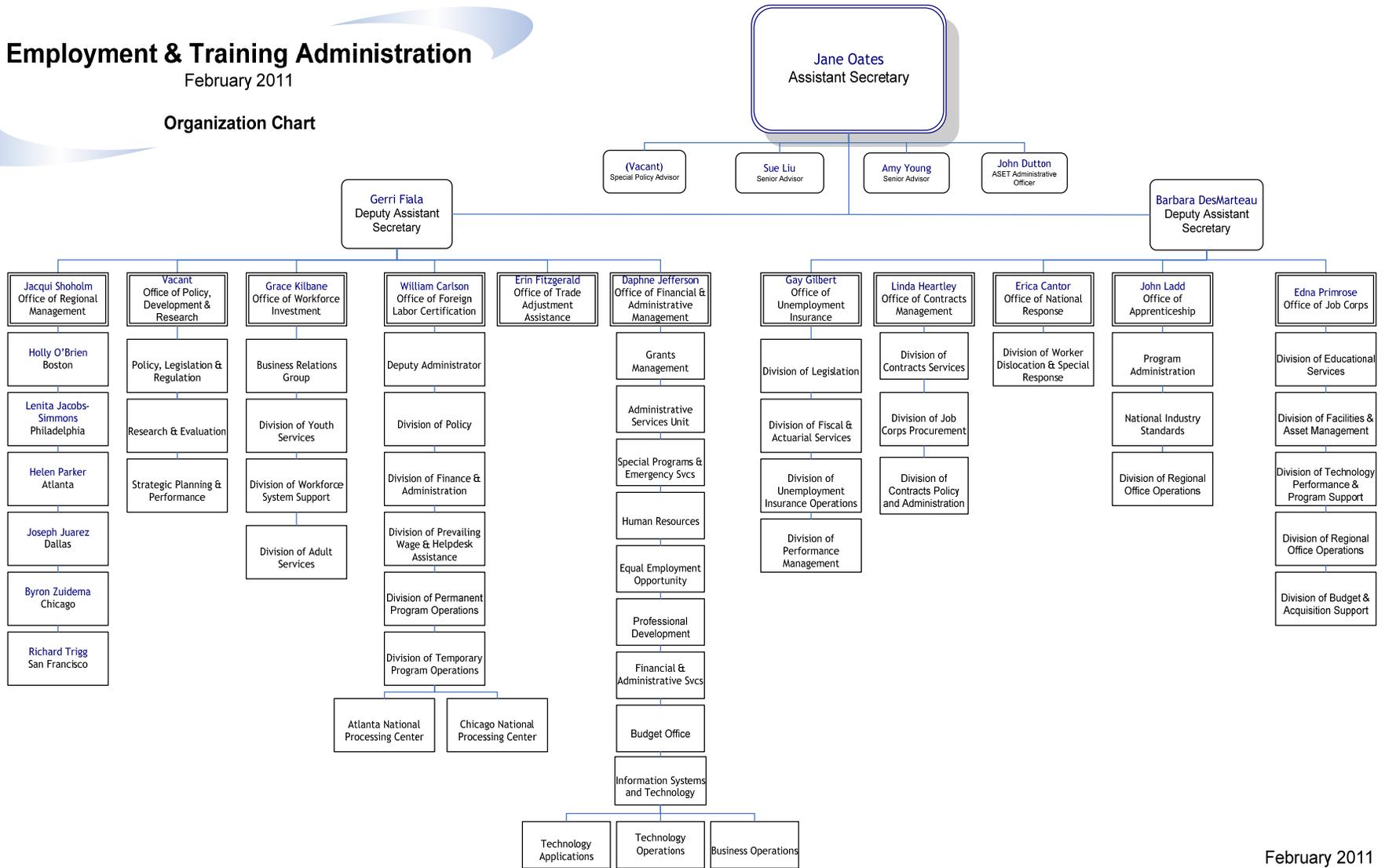
<sup>14</sup> Extended through Appropriations Acts.

# EMPLOYMENT AND TRAINING ADMINISTRATION

## Employment & Training Administration

February 2011

### Organization Chart



February 2011