

Employment and Training Administration

Department of Labor FY 2010-2016 Strategic Plan Stakeholder Consultation

Why are stakeholder consultations being held?

Stakeholder consultations are planned as part of the strategic planning process for the Department of Labor's (DOL) Strategic Plan for Fiscal Year (FY) 2010 through FY 2016. The ideas and insights obtained from the consultations will help inform the content of the Strategic Plan, to be published in September. The Strategic Plan will outline DOL's strategic "roadmap" for achieving Secretary of Labor Hilda Solis' vision for a U.S. economy that provides "*Good Jobs for Everyone.*"

The scope of the consultation effort will be department-wide with relevant DOL agencies engaging in outreach to their respective stakeholders. The Employment and Training Administration's (ETA) consultation will impact the strategic goals and outcomes that the resources of the public workforce system support.

Outreach to stakeholders on the development of federal agency strategic plans is anticipated by the Government Performance and Results Act (GPRA) and the Administration's commitment to transparent strategic planning and reporting. No prior strategic plan development process has benefited from the scope of the outreach and effort planned for the preparation of the FY 2010 to FY 2016 Strategic Plan.

What kind of stakeholder feedback is ETA looking for?

Stakeholder feedback is being sought on how the components of the Strategic Plan may be strengthened to assure that the workforce system delivers the greatest impact with respect to achieving Secretary Solis' vision for the U.S. economy. The components of the Strategic Plan include program performance level goals, legislative and regulatory agenda initiatives, and research and evaluation efforts that will drive progress toward achieving strategic outcomes.

To provide a context for your feedback, the ETA stakeholder outreach briefing will provide an overview of the components of the Strategic Plan that relate to the workforce investment system.

How will receipt of stakeholder feedback be structured, and how will the information be used?

The ETA consultation effort will be organized to provide for direct outreach to stakeholders and continuing opportunities for feedback through April 30, 2010. The stakeholder outreach "web-chat" on Monday, April 5 will launch the direct outreach effort. Additional focused outreach will follow. ETA has also established an e-mail address, ETA.StrategicPlan@dol.gov, where we welcome your feedback. DOL has plans to establish a similar e-mail box.

Upon completion of your consultation efforts, the draft Strategic Plan will be made available for public comment in mid-July. A notice will be posted in the Federal Register and the draft will be posted on www.dol.gov.

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Key Initiatives and Programs in the Fiscal Year 2011 Budget

Prepare Workers for 21st Century Jobs

- Reform of the Workforce Investment Act, which accounts for \$10 billion of funding in the Departments of Labor and Education and supports almost 3,000 One-Stop Career Centers nationwide and a range of other services.
- \$261 million for two new innovation funds that will support and test promising approaches to job training and encourage states and localities to improve services.
- \$85 million for green job training, providing support for about 14,000 participants.
- \$40 million for transitional jobs programs to help individuals with multiple barriers to employment.

Protect Benefits and Expand Opportunities for Our Families

- Expand families' access to paid leave through a new \$50 million fund to help states launch paid-leave programs cover their start-up costs.
- Boost funding and propose legislative changes that together would reduce improper unemployment insurance payments by more than \$4 billion and employer tax evasion by \$300 million over 10 years.

High-Priority Performance Goals

The Administration is committed to building a transparent, high-performance government capable of addressing the challenges of the 21st century. As part of developing the budget, every department identified high-priority performance goals (along with the strategies and in-house resources to achieve them) that each will work to accomplish over the next two years. Highlights of those Departmental goals relating to workforce programs are:

- Credentialing: By June 2012, increase by 10 percent the number of WIA, Trade Adjustment Assistance (TAA), and Community-Based Job Training program completers who receive training and attain a degree or certificate.
- Green Jobs: Train over 120,000 Americans for green jobs by June 2012.

**ETA Performance Measures and Targets for the
FY 2010 – FY 2016 Department of Labor Strategic Plan**

DOL Outcome Goal 1.1: Increase workers' incomes and narrow wage and income inequality.				
ETA Performance Goal: <i>Increase the average earnings of individuals served through the Workforce Investment Act, Trade Adjustment Assistance, and Community Service Employment for Older Americans programs.</i>				
		PY 2010	PY 2011	PY 2016
Program	Performance Indicator	Target*	Target*	Target*
WIA Adult	Average earnings in the second and third quarters after exit	\$13,848	\$14,205	\$15,456
WIA DW	Average earnings in the second and third quarters after exit	\$15,618	\$15,869	\$16,729
Indian and Native American Program (INAP)	Average earnings in the second and third quarters after exit	\$9,245	\$9,484	\$10,319
TAA	Average earnings in the second and third quarters after exit	\$13,172	\$13,391	\$14,896
SCSEP	Average earnings in the second and third quarters after exit	\$6,423	\$6,589	\$7,169
Job Corps	Average wage of placed graduates.**	\$9.10	\$9.25	\$9.50
* Direct estimates of the effect of unemployment on performance measures for PY2010, PY2011, and PY 2016 were obtained using FY2011 economic assumptions and the PY2008 WIASRD data; as TAA operates on the fiscal year, PY 2010 estimates are FY 2010 estimates, etc.				
** Subject to economic conditions.				

DOL 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.				
ETA Performance Goal: <i>Increase skill attainment, certification and work preparedness of individuals served through a range of programs to prepare them to compete in a knowledge-based economy characterized by emerging industries such as green jobs.</i>				
		PY 2010	PY 2011	PY 2016
Program	Performance Indicator	Target*	Target*	Target*
WIA Youth	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.	58.3%	59.3%	63%
	Percent of participants who earn a diploma, GED, or certificate by the end of the third quarter after exit.	48.5%	50.8%	59.1%
YouthBuild	Percent of youth who attain a diploma, GED, or certificate by the end of the third quarter after exit.	44%	46%	56%
Green Jobs Innovation Fund (GJIF)	Total completed training	Baseline	2,000	4,000

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Career Pathways	Number of participants receiving certifications	26,938	26,938	TBD
Job Corps	Percent of students who attain a GED, HSD, or certificate by the end of the third quarter after exit from the program.	56%	57%	62%
* Direct estimates of the effect of unemployment on performance measures for PY2010, PY2011, and PY 2016 were obtained using FY2011 economic assumptions and the PY2008 WIASRD data.				

DOL 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.				
ETA Performance Goal: <i>Provide workers with the resources necessary to increase their likelihood of obtaining and retaining middle-class jobs.</i>				
		PY 2010	PY 2011	PY 2016
Program	Performance Indicator	Target*	Target*	Target*
Registered Apprenticeship	Percent of participants employed in the first quarter after program exit	66.5%	67%	71.8%
WIA Adult	Percent of participants employed in the first quarter after program exit	65.8%	66.8%	70.5%
WIA DW	Percent of participants employed in the first quarter after program exit	66.5%	67%	68.8%
Employment Services	Percent of participants employed in the first quarter after program exit	56.9%	58.1%	62.6%
INAP	Percent of participants employed in the first quarter after program exit	60.5%	61.4%	64.8%
Job Corps	Percent of Job Corps ¹ participants entering employment or reenrolling in post-secondary education and/or advanced training/occupational skills training in the first quarter after exit from the program.	76%	77%	82%
* Direct estimates of the effect of unemployment on performance measures for PY2010, PY2011, and PY 2016 were obtained using FY2011 economic assumptions and the PY2008 WIASRD data; as Apprenticeship operates on the fiscal year, PY 2010 estimates are FY 2010 estimates, etc., and targets are based on FY 2009 data.				
¹ Calculation of the placement rate measure does not include outcomes for students who participated in the program for less than 60 days.				

DOL Outcome Goal 1.4: Help middle-class families remain in the middle class.				
ETA Performance Goal: <i>Provide the support necessary to ensure that those workers adversely affected by foreign and domestic economic conditions can remain in the middle class.</i>				
		PY 2010	PY 2011	PY 2016
Program	Performance Indicator	Target*	Target*	Target*
Registered Apprenticeship	Percent of participants employed in the first quarter after exit still employed in the second and third quarters after exit	81.4%	85%	85.5%

**ETA Performance Measures and Targets for the
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TAA	Percent of participants employed in the first quarter after exit still employed in the second and third quarters after exit	83.3%	83.9%	87.6%
WIA DW	Percent of participants employed in the first quarter after exit still employed in the second and third quarters after exit	84.2%	85%	87.8%
WIA National Emergency Grants (NEG)	Percent of participants employed in the first quarter after exit still employed in the second and third quarters after exit.	82.1%	82.7%	85%
* Direct estimates of the effect of unemployment on performance measures for PY2010, PY2011, and PY 2016 were obtained using FY2011 economic assumptions and the PY2008 WIASRD data; as Apprenticeship and TAA operate on the fiscal year, PY 2010 estimates are FY 2010 estimates, etc., and Apprenticeship targets are based on FY 2009 data.				

DOL Outcome Goal 1.5: Secure wages and overtime.

ETA Performance Goal: *Maintain oversight to ensure that employers are compliant with wage and overtime laws with respect to certified foreign laborers.*

		FY 2010	FY 2011	FY 2016
Program	Performance Indicator	Target*	Target*	Target*
Foreign Labor Certification (FLC)	Percent of resolved permanent applications selected for integrity review and found in compliance.	--	60%	TBD

DOL Outcome Goal 3.1: Break down barriers to fair and diverse workplaces so that every worker's contribution is respected.

ETA Performance Goal: *Increase job skills and employment opportunities for migrant and seasonal farm workers to help promote fair and diverse workplaces.*

		PY 2010	PY 2011	PY 2016
Program	Performance Indicator	Target	Target	Target
National Farmworkers Jobs Program (NFJP)	Percent of participants employed in the first quarter after program exit	77.6%	78.8%	83.1%

* Direct estimates of the effect of unemployment on performance measures for PY2010, PY2011, and PY 2016 were obtained using FY2011 economic assumptions and the PY2008 WIASRD data.

DOL Outcome Goal 4.2: Ensure income support when work is impossible or unavailable.

ETA Performance Goal: *Ensure the efficient operation of the unemployment insurance system to provide the greatest income and reemployment support to unemployed workers.*

		FY 2010	FY 2011	FY 2016
Program	Performance Indicator	Target	Target	Target

**ETA Performance Measures and Targets for the
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Unemployment Insurance (UI)	Payment Timeliness: Percent of all intrastate first payments that will be made within 21 days.	85.9%	86.0%	88%
	Detect Overpayments: Percent of the amount of estimated overpayments that states detect established for recovery.	52.8%	53.1%	55%
	Facilitate Claimant Reemployment: Percent of UI claimants reemployed by the end of the first quarter after the quarter in which they received their first payment.	58.6%	59.8%	62.4%
	Percent of Employer Tax Liability Determinations Made Promptly: Percentage of determinations about UI tax liability of new employers made within 90 days of the end of the first quarter they became liable.	90.0%	90.0%	89.8%

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Legislative and Regulatory Agenda

In FY 2010, Congress is expected to reauthorize the Workforce Investment Act (WIA), which expired in 2003. The likely reauthorization of WIA creates a unique opportunity to modernize and strengthen the public workforce system by removing impediments to better service and aligning it with the Secretary's goals and priorities. The Department's goals for the reauthorization of WIA include:

- Streamlining service delivery — providing easy access and clear information to individuals and employers in need of service;
- One-stop shopping for high quality services — one-stop centers will provide access to comprehensive employment and training services across different programs and better utilize technology to improve customer service;
- Engaging employers on a regional and sectoral basis — Training programs are often most effective when they are developed on a regional basis reflecting the labor market or on a sectoral basis focusing on a particular industry of the economy;
- Improving accountability — Performance measures must be designed to hold programs accountable for better results, without creating incentives to deny services to those most in need of assistance, and results should be made available in a transparent way to all; and
- Promoting innovation — WIA should promote the funding of new and creative practices and support the replication of those practices that are successful throughout the workforce system.

Other key legislative opportunities that may open up in the coming year include:

- Increasing the efficiency of the Extended Benefit Unemployment Compensation Program, making it responsive at the beginning and end of recession in order to avoid Congress having to pass special unemployment compensation programs;
- Establishing fees for various foreign labor certification programs, the revenue from which would finance program operations while potentially providing additional resources to fund training programs; and
- Increasing alignment and coordination between the public workforce system and educational and human services programs through legislation authorizing those programs, such as Temporary Assistance to Needy Families (TANF) and the Elementary and Secondary Education Act (ESEA).

In addition to legislative action, ETA looks to make numerous regulatory reforms in the coming years. These include:

- The implementation of the Trade and Globalization Adjustment Assistance Act of 2009, which reforms and reauthorizes the Trade Adjustment Assistance (TAA) for Workers program;
- The implementation of a final rule on merit staffing of state administration and allocation of training funds to states;
- The amendment of regulations governing the certification of temporary employment of H-2A nonimmigrant workers in temporary or seasonal agricultural employment and the enforcement of the contractual obligations applicable to employers of such workers.
- The restructuring of the H-2B program to strengthen the program's integrity and protection of U.S. workers; and
- The finalization of regulation regarding the employment of H-1C nonimmigrant aliens as registered nurses.

The Department's regulatory agenda also covers the implementation and management of YouthBuild, updates to the Equal Employment Opportunity in Apprenticeship and Training regulations, regulation of

interest-free advance to states to fund the Federal-State Unemployment Compensation Program, and the implementation of amendments to the Older Americans Act.

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Past and Planned Evaluations

Under WIA Section 172, ETA carries out rigorous evaluations of programs and activities authorized by Title I of WIA. ETA program evaluations contribute to the improvement of service delivery interventions by state and local WIA programs, and ultimately contribute to improved outcomes. Thus, evaluations support each of the six Departmental outcome goals applicable to ETA programs by identifying the best strategies/approaches for achieving these goals. Results from evaluation studies support continuous improvement and inform policy and investment decisions.

Efforts in FY 2009 focused on evaluating key agency programs and initiatives. Efforts included the continuation of a random assignment evaluation of the Senior Community Service Employment Program (SCSEP) and in-depth evaluation of the Trade Adjustment Assistance program TAA, both started in FY 2008. The Department is looking to continue and complete ongoing evaluations of several programs: a study of Community-Based Job Training Grants aims to identify successful practices developed by grantees in assisting low-skilled and dislocated workers with the skills needed for higher level training, and an evaluation of the Workforce Innovation in Regional Economic Development (WIRED) initiative, a new initiative that focuses on the role of talent development in driving regional economic competitiveness, increased job growth and new opportunities for American workers, will examine grantee efforts to transform their regional economies.

In FY 2010, a significant portion of ETA's evaluation budget will be used to conduct a rigorous, random assignment evaluation of the YouthBuild program. A few studies of YouthBuild demonstrate promising results, but are not of adequate scope and rigor. The research questions are being developed and may include questions about impacts of different program models and delivery systems on participants, such as degree attainment, earnings, and incarceration, and differences in these impacts across different sub-populations. ETA is interested in selecting an established and highly qualified research entity with an established record of doing successful and well-designed random assignment evaluations of this scope. The FY 2010 funds will also continue to fund the Prisoner Reentry Initiative Random Assignment Impact Study and the WIA Random Assignment Evaluation.

In FY 2011, ETA is interested in assessing its activities to improve their effectiveness and responsiveness to key policy and program issues affecting both the research and policy development community.

Specifically, ETA plans to continue the following evaluations:

- The Recovery Act-funded High Growth Healthcare initiative evaluation;
- The random assignment evaluation of the YouthBuild program which will measure the program's impacts on participants' employment and earnings compared to receiving traditional WIA services;
- The Prisoner Reentry Initiative (PRI) Impact Evaluation, a rigorous, random assignment evaluation of a demonstration serving formerly incarcerated individuals through employment-centered programs;
- The WIA Random Assignment Evaluation of the Adult and Dislocated Worker Programs, a random assignment evaluation of the specific service interventions provided by these programs;
- The evaluation of the \$500 million Recovery Act Green Jobs Innovation Fund, which will seek to identify effective practices in green jobs training;
- The Evaluation of the Recovery Act High Growth/Health Care Initiative, which will seek to identify effective practices in health care training and/or training for other high growth industries; and
- The Transitional Jobs Demonstration random assignment impact evaluation, with funds appropriated specifically for the Transitional Jobs program.

In recent years, Job Corps has worked with the Government Accountability Office and the Department of Labor's Office of the Inspector General to enhance data integrity and accountability, improve procurement policies, and increase rigor and relevance in academic and career technical training delivery. Job Corps has developed an ambitious plan to reform and improve the program that includes a FY 2010 management evaluation of program operations and Job Corps center performance. In FY 2011, Job Corps will undertake a comprehensive review of management and operations to identify areas in critical need of reform. Findings from the review will be used to improve the program's performance, including the remediation of the lowest performing centers.