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REPORT TO THE CONGRESS

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Study Of Federal Programs  
For Manpower Services  
For The Disadvantaged In  
The District of Columbia

B-146879

BY THE COMPTROLLER GENERAL  
OF THE UNITED STATES

JAN. 30. 1973

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COMPTROLLER GENERAL OF THE UNITED STATES  
WASHINGTON, D.C. 20548

B-146879

To the President of the Senate and the  
Speaker of the House of Representatives

This is our report entitled "Study of Federal Programs for Manpower Services for the Disadvantaged in the District of Columbia."

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

The charts in this report and related commentary on our findings were presented to the Commissioner of the District of Columbia and to his Manpower Advisory Committee and its subcommittees. They agreed on the urgent need for developing a comprehensive plan for providing manpower services to the disadvantaged, and by direction of the Commissioner, the committee and its subcommittees are working on such a plan.

Since the Federal manpower programs are national programs, it is reasonable to assume that conditions similar to those described in this report exist in other urban areas of the Nation.

We are sending copies of this report to the Director, Office of Management and Budget; the Secretary of Labor; the Secretary of Health, Education, and Welfare; the Secretary of Housing and Urban Development; the Director, Office of Economic Opportunity; and the Commissioner, District of Columbia.

A handwritten signature in black ink that reads "James B. Stacks".

Comptroller General  
of the United States

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ABBREVIATIONS

FEDERAL AGENCIES

DCMA REGION	District of Columbia Manpower Administra- tion Regional Office
DCMA STATE OFFICE	District of Columbia Manpower Administra- tion State Office
GAO	General Accounting Office

## ABBREVIATIONS

HEW	Department of Health, Education, and Welfare
HUD	Department of Housing and Urban Development
MA	Manpower Administration
OE	Office of Education
OEO	Office of Economic Opportunity
OMB	Office of Management and Budget
SRS	Social and Rehabilitation Service

## LOCAL AGENCIES

UPO	United Planning Organization
WASH-OIC	Washington Opportunities Industrialization Center
MAC	Manpower Advisory Committee

## PROGRAMS

ABE	Adult Basic Education
CAMPS	Cooperative Area Manpower Planning System
CAP	Community Action Program
CEP	Concentrated Employment Program
EMPLOY SERVICES	Employment Services
JC	Job Corps
JOBS	Job Opportunities in the Business Sector
JOP	Job Opportunities in the Business Sector Optional Program
JOURN	Journeyman

ABBREVIATIONS

MC	Model Cities
MDTA-INST	Manpower Development and Training Act- Institutional
NAT. OIC	National Opportunities Industrialization Center
NYC-O/S	Neighborhood Youth Corps Out-of-School
PSC-A	Public Service Careers Plan A
PSC-C	Public Service Careers Plan C
TRANS	Project Transition
VOC ED	Vocational Education
WIN	Work Incentive

D I G E S T

WHY THE STUDY WAS MADE

Increasing congressional concern with the proliferation of Federal grant-in-aid programs prompted the General Accounting Office (GAO) to study the administration of manpower programs in the District of Columbia.

GAO believes that, since these programs are national, the conditions described in this report may exist in other urban areas in the Nation.

Prior to the social welfare legislation of the 1960s, two Federal agencies were administering two manpower programs under which four local program operators provided job training and employment services to unemployed, underemployed, or other disadvantaged District residents.

In 1972 there were five Federal agencies, 17 manpower programs, and 76 local program operators.

In fiscal year 1972, Federal funds of about \$23 million for the 17 manpower programs were provided by the Departments of Health, Education, and Welfare; Housing and Urban Development; and Labor and by the Office of Economic Opportunity.

FINDINGS AND CONCLUSIONS

GAO's study of the 17 Federal manpower programs revealed a maze of

local systems for the delivery of similar job training and employment services to the same group of District residents. The providing of such services on an individual program approach resulted in a complex, confusing, and uncoordinated effort to assist those persons in becoming gainfully employed.

The multiplicity of Federal programs and the confusing network of delivery systems (see charts 1 through 5 (pp. 9, 13, 17, 21, and 25)) are persuasive evidence of the need for simplification.

The Commissioner's Manpower Advisory Committee, as the planning group for manpower programs, can, within the framework of the present manpower programs, take certain actions to help alleviate some of the problems identified in the GAO study. However, to achieve a comprehensive manpower delivery system for the District and the Nation, congressional action is needed.

RECOMMENDATIONS

1 The Manpower Advisory Committee should take action to provide for: D. 01545

- A coordinated outreach-intake system for determining persons in need of manpower services.
- Assessment techniques for determining the capabilities of such persons fairly and consistently.
- Periodically disseminating information on training information

available under all programs.

--The most effective use of all academic and occupational training facilities.

AGENCY ACTIONS AND UNRESOLVED ISSUES

The Commissioner agreed with our findings and recommendations and directed the Committee to develop a comprehensive plan for providing manpower services in the District. The plan, which is expected to be completed early in 1973, will encompass our recommendations regarding an outreach-intake system, assessment techniques, dissemina-

tion of training information, and use of training facilities.

The Office of Management and Budget (see app. I) concurred that there is a need to consolidate the manpower programs.

MATTERS FOR CONSIDERATION  
BY THE CONGRESS

The Congress should consider legislation to reorganize the federally assisted manpower programs through consolidation or through such other means that it may consider appropriate, to assist in overcoming the problems described in this report.

## CHAPTER 1

### INTRODUCTION

Increasing congressional concerns with the proliferation of Federal grant-in-aid programs prompted us to study the programs in the District of Columbia. Our objective was to study the coordination of these programs by the administering organizations.

Our first report dealt with child-care activities.<sup>1</sup> This report deals with the 17 federally assisted manpower programs--job training and related services--for unemployed, underemployed, or other disadvantaged persons.

Four District Government agencies, a Department of Labor organizational unit, and several private organizations administer the manpower programs in the District. In fiscal year 1972 Federal funds of about \$23 million for the 17 manpower programs were provided by the Departments of Health, Education, and Welfare (HEW); Housing and Urban Development (HUD); and Labor and the Office of Economic Opportunity (OEO). Total funds provided by the District Government and by private organizations were not readily determinable from available records. In fiscal year 1972, 76 private and public manpower service operators at 91 centers provided manpower services.

We examined each of the 17 federally assisted manpower programs and interviewed officials of the Federal agencies, the District, and the private organizations who administer the programs. We obtained data from Labor's regional office and from the local agencies that provided manpower services at their 33 centers and that contracted for these services at 58 centers operated by private organizations. We also interviewed the directors at 16 of the 33 centers.

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<sup>1</sup>Report to the Committee on Education and Labor, House of Representatives on "Study of Child-Care Activities in the District of Columbia" (B-174895, Jan. 24, 1972).

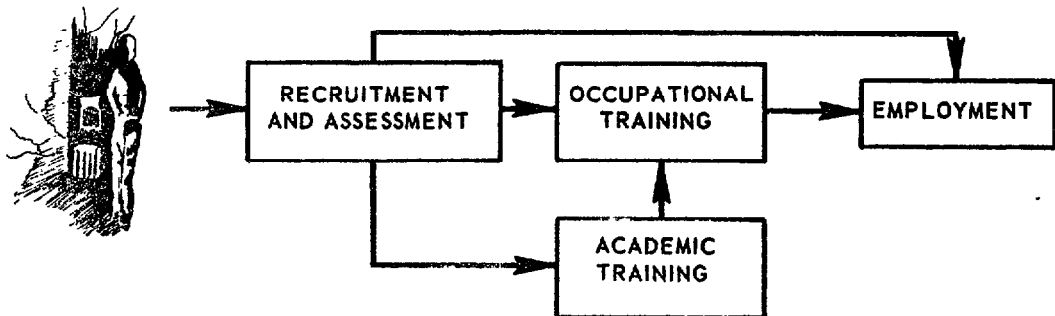


We evaluated the following manpower activities in the District:

- Outreach and intake--identifying unemployed, under-employed, or other disadvantaged persons through door-to-door canvassing and publicity in the news media and at certain neighborhood locations, such as churches and stores, and through establishing neighborhood service centers where persons can obtain information on manpower services and/or enroll in job training programs.
- Assessments of the capabilities and needs of persons and informing them of the available services.
- Academic training--also known as remedial education, basic education, or prevocational training--to increase a person's educational skills to a level necessary to enter occupational training and eventually obtain and hold a job.
- Occupational training--also referred to as skills training or vocational education--to help persons develop new skills or upgrade existing skills.

An eligible person identified as needing manpower services could pass through the delivery system in several ways, depending on his needs, as follows:

**INDIVIDUAL  
NEEDING SERVICE**



Although our study was limited to the District, we believe that the numerous Federal programs providing manpower services and the manner in which they are administered permit the situation described in this report to exist in any major urban area in the Nation. Our reviews in other cities on the combined impact of selected manpower services provided under several Federal manpower programs indicate that the proliferation of manpower programs is not unique to the District.

In our report on Federal manpower training programs from 1969 through 1971, we pointed out that there had been a proliferation of Federal manpower programs and duplicate administrative systems for delivering manpower services.<sup>1</sup> Also, in our report on the combined impact of all federally assisted manpower programs in the Atlanta, Georgia, area, we pointed out that there were significant differences in the methods used to assess enrollees' needs and that opportunities existed for improving the delivery of manpower services.<sup>2</sup>

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<sup>1</sup>Report to the Committee on Appropriations, United States Senate, on "Federal Manpower Training Programs--GAO Conclusions and Observations" (B-146879, Feb. 17, 1972).

<sup>2</sup>Report to the Congress on "Opportunities for Improving Federally Assisted Manpower Programs in the Atlanta, Georgia, Area" (B-146879, Jan. 7, 1972).

## CHAPTER 2

### PROLIFERATION OF FEDERAL PROGRAMS

Pursuant to congressional legislation, the Federal Government has been supporting various programs to help unemployed and underemployed persons, primarily the poor and disadvantaged, prepare for and obtain suitable jobs. Because initial experience with the manpower training programs called attention to groups in the population not originally designated for special help, the Congress and several Federal agencies have determined from time to time that increased job training should be accorded to these specific groups of persons to meet their special manpower needs. This emphasis has contributed to a proliferation of programs by establishing new programs without abolishing the old ones.

Such proliferation has encouraged each Federal agency involved to be concerned with carrying out its authorized programs and with satisfying the legal requirements of the enabling legislation without regard to the total requirements for job-training needs in an area such as the District. Thus each Federal agency has established its own system for delivering manpower services working through different local agencies and their organizational units, such as intake and assessment centers and academic and occupational training facilities, to provide the services.

For example, HEW deals with local school systems to handle educational programs, HUD deals with the Model Cities agencies to handle the Model Cities programs, OEO deals with the community action agencies to handle the community action programs, and Labor deals with many local agencies generally through its regional offices but sometimes bypasses its regional offices to deal directly with local agencies. In each of these cases, the Federal and local agencies are concerned with carrying out their specific Federal programs generally without regard to what other organizations are doing although the same persons are to be served.

This individual program approach to delivering manpower services has contributed to coordination problems among the Federal and local administering agencies. A more detailed discussion of the problems created by the proliferation of programs in the District is presented in subsequent sections of this report.

Prior to the social welfare legislation of the 1960s, two Federal agencies were administering two manpower programs under which job training and employment services were provided to District residents by four local program operators. In 1972 there were five Federal agencies, 17 manpower programs, and 76 local program operators.

The following five charts show how the legislation pertaining to manpower service programs evolved and how the programs were organizationally implemented in the District. The Federal and local agencies involved are shown as they existed in fiscal year 1972. For example, the Job Corps program is shown under Labor although OEO originally administered it.

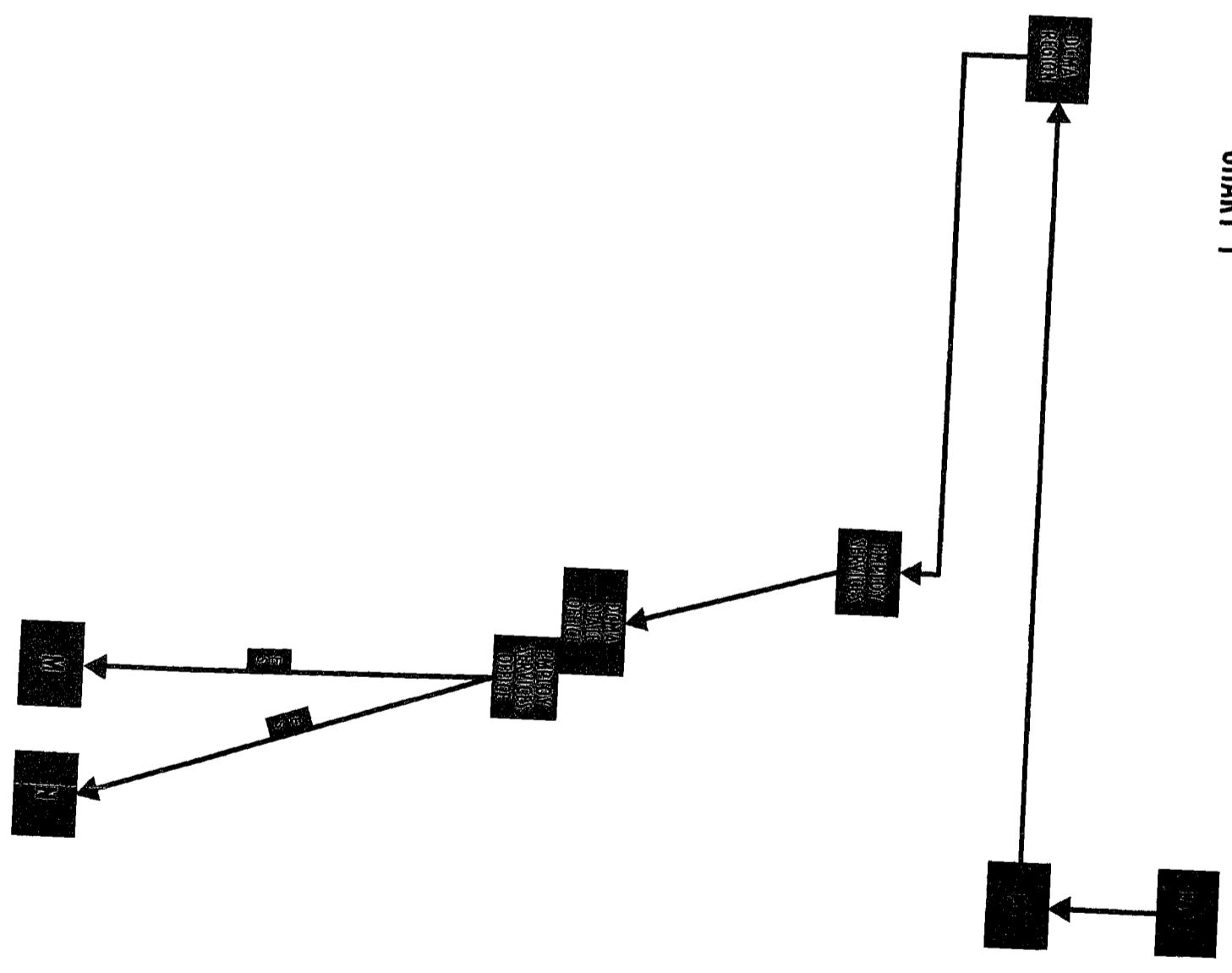
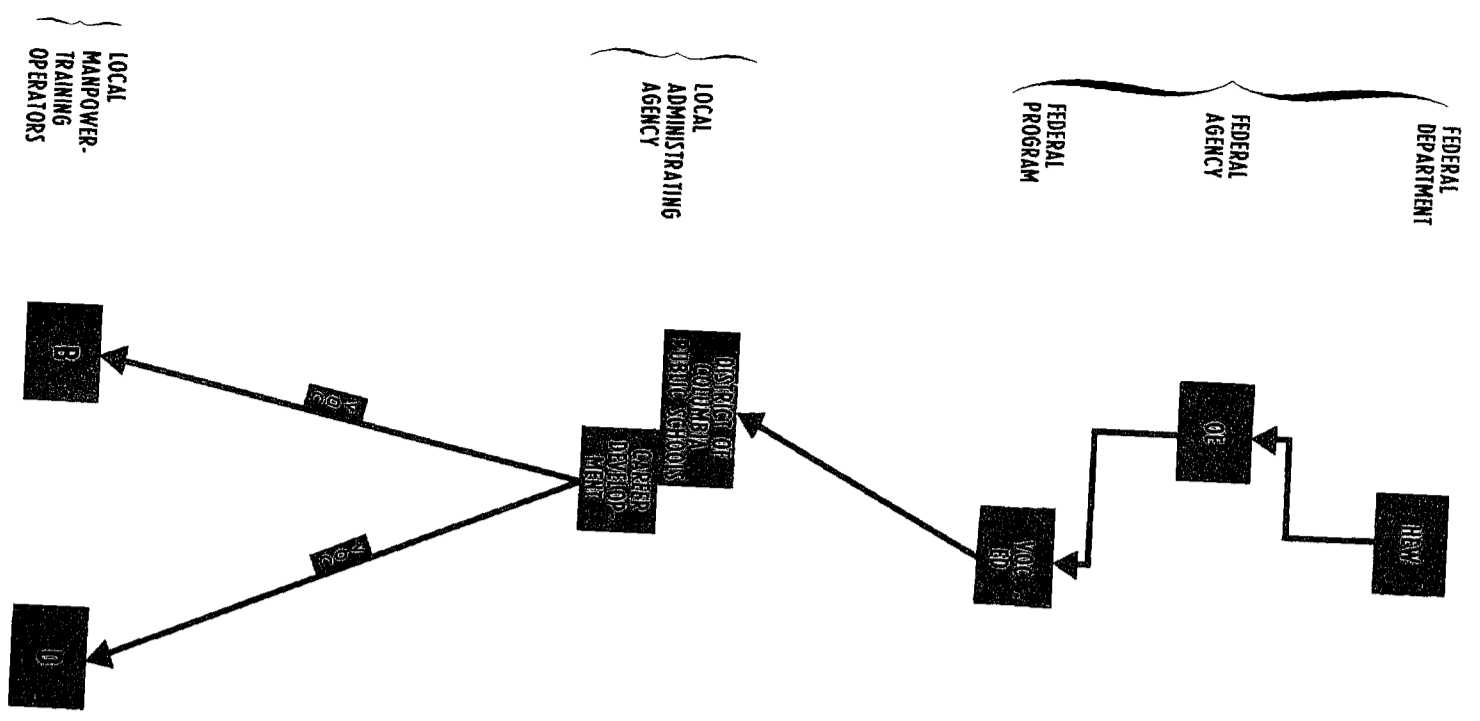
CHART 1  
(Programs shown in red)

One of the first job-training programs for youth and adults was the Vocational Education (VOC ED) program authorized by the Smith-Hughes Act of 1917, as amended, and later, by the Vocational Education Act of 1963, as amended, which emphasized training the disadvantaged. HEW's Office of Education (OE) administers this program. The Wagner-Peyser Act of 1933 and the Social Security Act of 1935 authorized the Federal-State employment services program (EMPLOY SERVICES), consisting of a nationwide network of public employment offices which finds jobs for persons and persons for jobs. This program in the District serves the entire labor force but focuses on the unemployed and the employability of disadvantaged persons. It is administered by Labor's Manpower Administration (MA) through its District of Columbia Manpower Administration Regional Office (DCMA REGION).

OE funds for the VOC ED program are channeled through the District of Columbia Public Schools and one of its organizational units, the Department of Career Development. Labor funds for employment services are channeled through its District of Columbia Manpower Administration State Office (DCMA STATE OFFICE) in its unique role as a State operating agency and its Employment Services office.

Program operators B and D, units of the school system, provide vocational education to youth and adults principally at five vocational high schools and one adult education center. Operators M and N, units of the Employment Services office, provide employment information and outreach and assessment services to unemployed and underemployed persons, including the disadvantaged, at seven employment service offices and an apprenticeship information center.

**FEDERAL PROGRAMS FUNDING MANPOWER TRAINING SERVICES FOR THE DISADVANTAGED IN THE DISTRICT OF COLUMBIA, FISCAL YEAR 1972**  
**CHART 1**



LOCAL MANPOWER TRAINING OPERATORS

LOCAL ADMINISTRATING AGENCY

FEDERAL DEPARTMENT  
 FEDERAL AGENCY  
 FEDERAL PROGRAM

## CHART 2

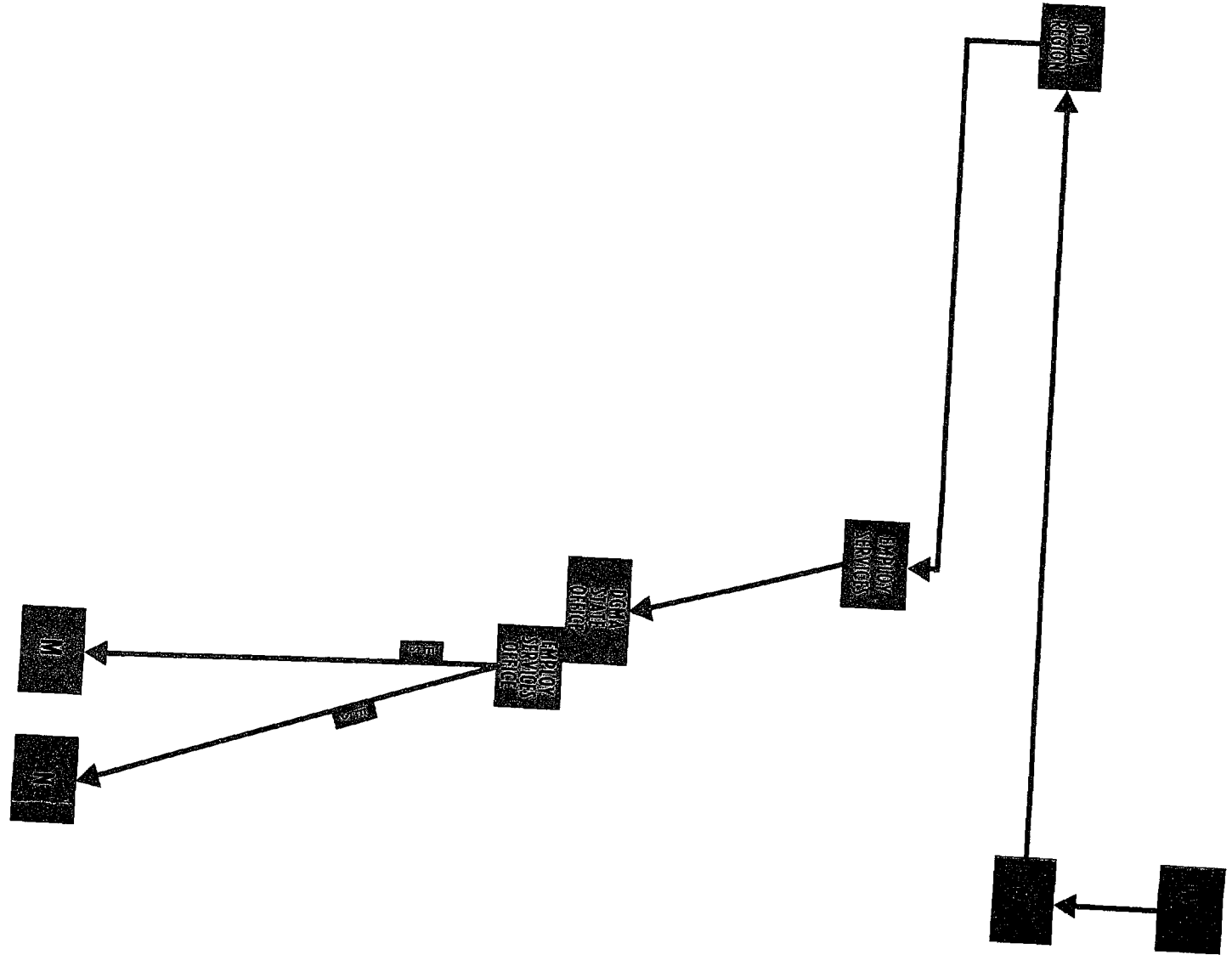
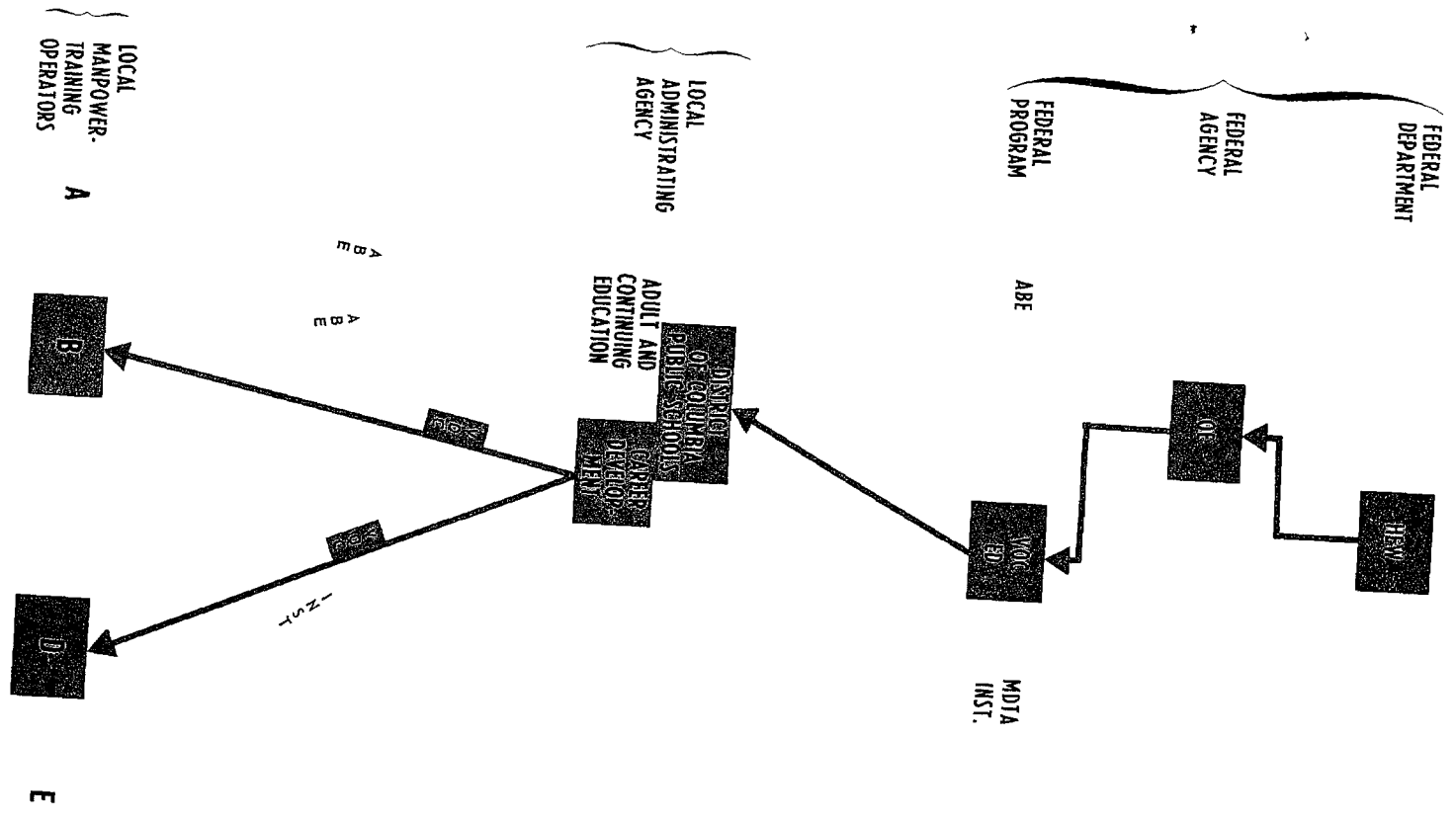
(Added programs shown in light green)

Manpower training as a distinct program came into being early in the 1960s after the Manpower Development and Training Act of 1962 provided funds for institutional and on-the-job training of the Nation's unemployed and underemployed. Under the Manpower Development and Training Act of 1962-Institutional (MDTA-INST) program, administered by Labor's MA, funds are channeled to DCMA REGION to finance occupational training for the unemployed and underemployed with emphasis on the disadvantaged. The Adult Basic Education (ABE) program, authorized under the Economic Opportunity Act of 1964 and the Adult Basic Education Act of 1966 and administered by HEW's OE, provides for educating persons 16 years of age and older with less than an eighth-grade achievement.

The District of Columbia Public Schools became the administering agency for both the MDTA-INST and the ABE programs. The involvement of two departments of the schools--the Department of Career Development, which administers the MDTA-INST program, and the Department of Summer Schools, Continuing Education, and Urban Service Corps (Adult and Continuing Education), which administers the ABE program--expanded the schools' participation in the manpower service programs.

Additional program operators, all units of the public schools, provide manpower services under the above programs. Operator E provides occupational training under the MDTA-INST program. Operators A and B provide academic training under the ABE program in two adult education centers and several satellite centers throughout the city.

**FEDERAL PROGRAMS FUNDING MANPOWER TRAINING SERVICES FOR THE DISADVANTAGED IN THE DISTRICT OF COLUMBIA, FISCAL YEAR 1972**  
CHART 2





### CHART 3

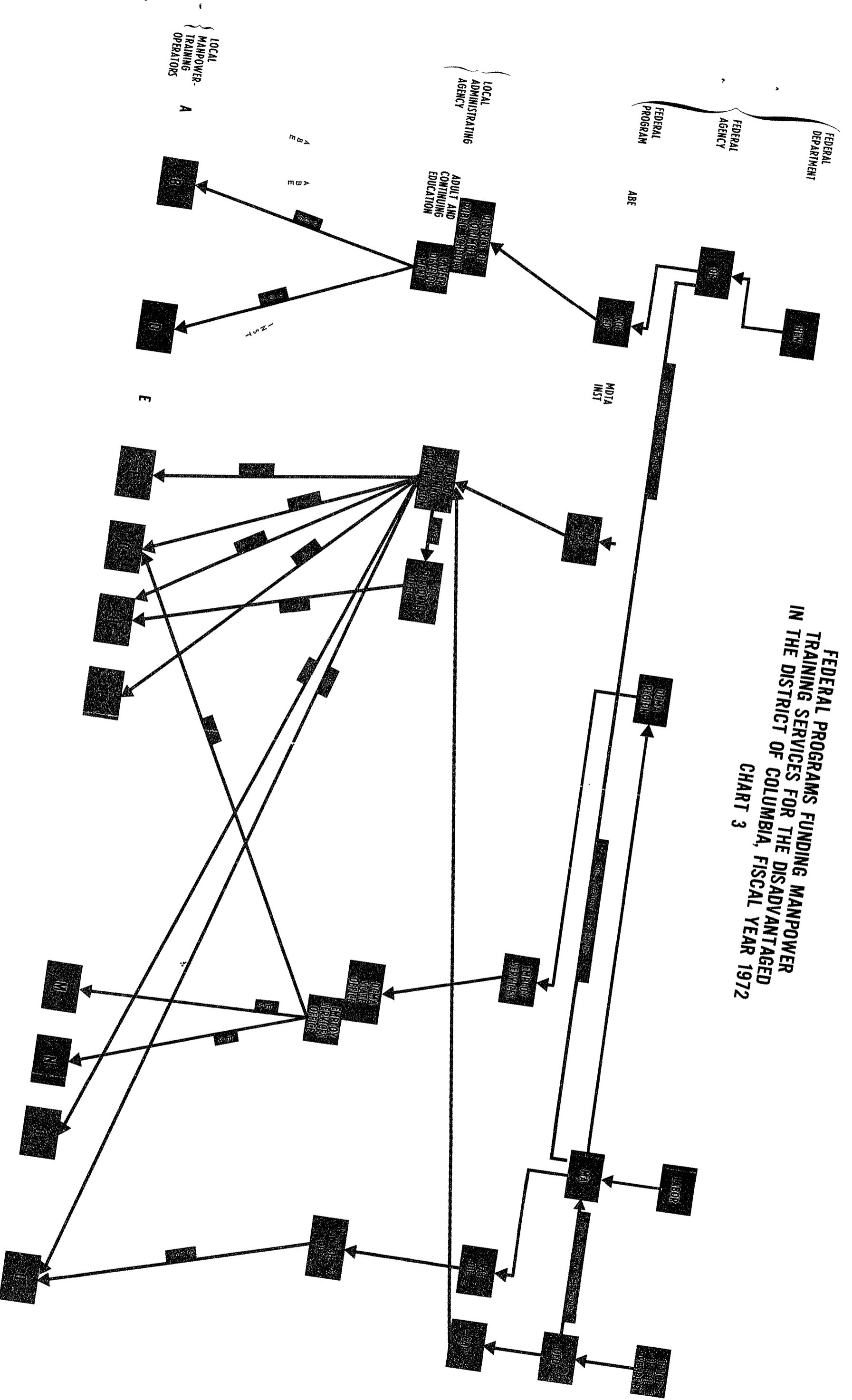
(Added programs shown in blue)

With the passage of the Economic Opportunity Act of 1964, three new Federal programs were established under which funds are provided for manpower services in the District. Labor's MA administers the Neighborhood Youth Corps out-of-school (NYC-O/S) program and the National Opportunities Industrialization Center (NAT. OIC) program. Labor provides funds (1) under the NYC-O/S program, through DCMA REGION for manpower training for disadvantaged 16- and 17-year-old school dropouts and (2) under the NAT. OIC program through a contract with the OIC National Institute, Inc., for delivering manpower services to disadvantaged persons. OE and OEO transferred funds to Labor, which when combined with Labor funds, resulted in one Federal contracting agency for the OIC program. OEO administers the Community Action Program (CAP) under which funds are provided for manpower services to disadvantaged persons.

The United Planning Organization (UPO), the District's Community Action Agency, is the principal administering agency for the NYC-O/S program and CAP. In addition to providing manpower services through its own organization, UPO entered into agreements with the District's Personnel Office and with individual contractors to handle the NYC-O/S program. The Washington Opportunities Industrialization Center (WASH. OIC), a subcontractor of the OIC National Institute, Inc., is the local administering agency for the NAT. OIC program.

Additional program operators began providing manpower services under the legislation. UPO provided orientation to program enrollees under CAP at one of its facilities (F). UPO's NYC-O/S program enrollees were provided with intake and training services at UPO facilities (G and H) and with academic and occupational training under UPO subcontracts with the District's Personnel Office and other operators (I, O, and Q). The Employment Services Office assigned its personnel to UPO intake facilities (G) to offer manpower information to all persons seeking such information. The District's Personnel Office began providing manpower services to NYC-O/S enrollees in its own facilities. Operator Q began offering manpower services to NAT. OIC program enrollees.

**FEDERAL PROGRAMS FUNDING MANPOWER TRAINING SERVICES FOR THE DISADVANTAGED IN THE DISTRICT OF COLUMBIA, FISCAL YEAR 1972**  
CHART 3



#### CHART 4

(Added programs shown in light red)

Manpower services were further expanded with the implementation of five additional programs, the concepts of which were authorized in legislation discussed previously. Labor's MA administers the Concentrated Employment Program (CEP), the Job Opportunities in the Business Sector Optional Program (JOP), the Job Opportunities in the Business Sector (JOBS) program, the Public Service Careers Plan C (PSC-C) program, and the Project Transition (TRANS) program. Labor channels funds for CEP and JOP and the JOBS and PSC-C programs through DCMA REGION to provide manpower services to disadvantaged persons. The TRANS program is a nationally funded program under which funds are provided for training Armed Forces personnel who have 6 months of active duty remaining. The JOBS program and JOP differ to the extent that the JOP, unlike the JOBS program, does not provide funds for supportive services, such as child care, medical services, or transportation.

The District's public schools and its Department of Career Development administer the training component of CEP and also administer the TRANS program. UPO provides manpower services, except training, under CEP. JOP, the JOBS program, and part of the PSC-C program are directly funded to individual operators. The Washington Technical Institute, a District agency, carries out part of the PSC-C program.

Several additional manpower operators and other operators who had expanded their operations began accommodating additional persons under the new programs. Operator E, in addition to serving MDTA-INST program enrollees, expanded its operation to provide manpower training under CEP and the TRANS program. Operator G provided manpower services, other than training, to CEP enrollees. Numerous individual private operators (J) began providing employment opportunities to persons enrolled in JOP and the JOBS and PSC-C programs. Operator K, a unit of the Washington Technical Institute, serves PSC-C program enrollees.

FEDERAL PROGRAMS FUNDING MANPOWER TRAINING SERVICES FOR THE DISADVANTAGED IN THE DISTRICT OF COLUMBIA, FISCAL YEAR 1972

CHART 4

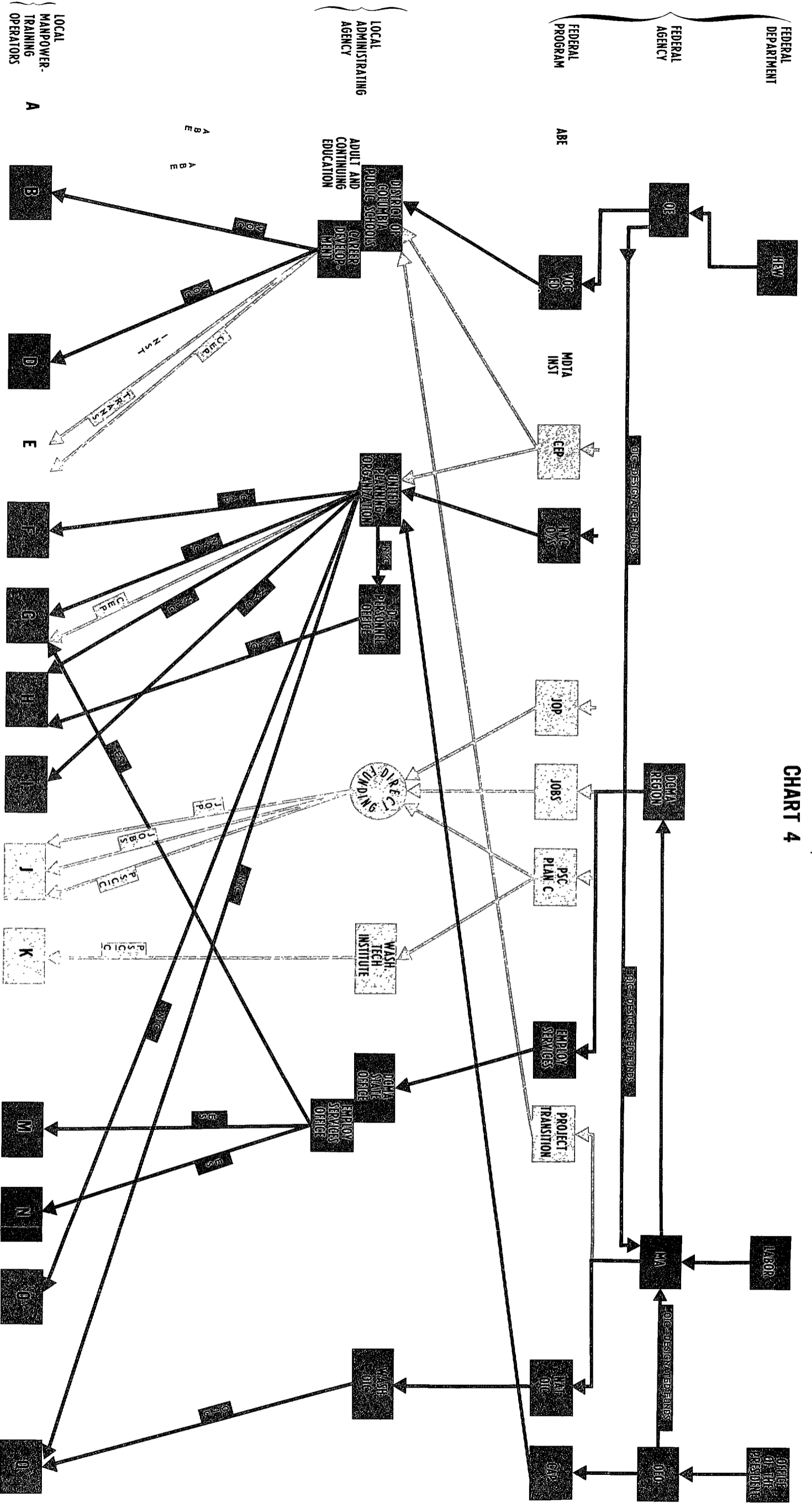


CHART 5

(Added programs shown in green)

Labor's MA's involvement in manpower training programs increased with the implementation of four additional programs. Labor channels funds for two of the Federal programs--the Public Service Careers Plan A (PSC-A) program and the Work Incentive (WIN) program--through DCMA REGION. The PSC-A program provides employment opportunities in State and local governments for disadvantaged youths and adults. The WIN program, funds for which are transferred from HEW's Social and Rehabilitation Service (SRS) to MA, provides manpower training and related services to move welfare clients into productive employment. MA directly administers two programs--the Job Corps (JC) program, which provides funds to operate a residential program of intensive education, skill training, and related services for low-income disadvantaged youth, and the Journeyman (JOURN) program, which funds training of minority persons who desire jobs in the construction occupations. Finally, the Demonstration Cities and Metropolitan Development Act of 1966 involved HUD in manpower services through the Model Cities (MC) program. Model neighborhood residents who wish to enter training or employment are eligible for manpower services.

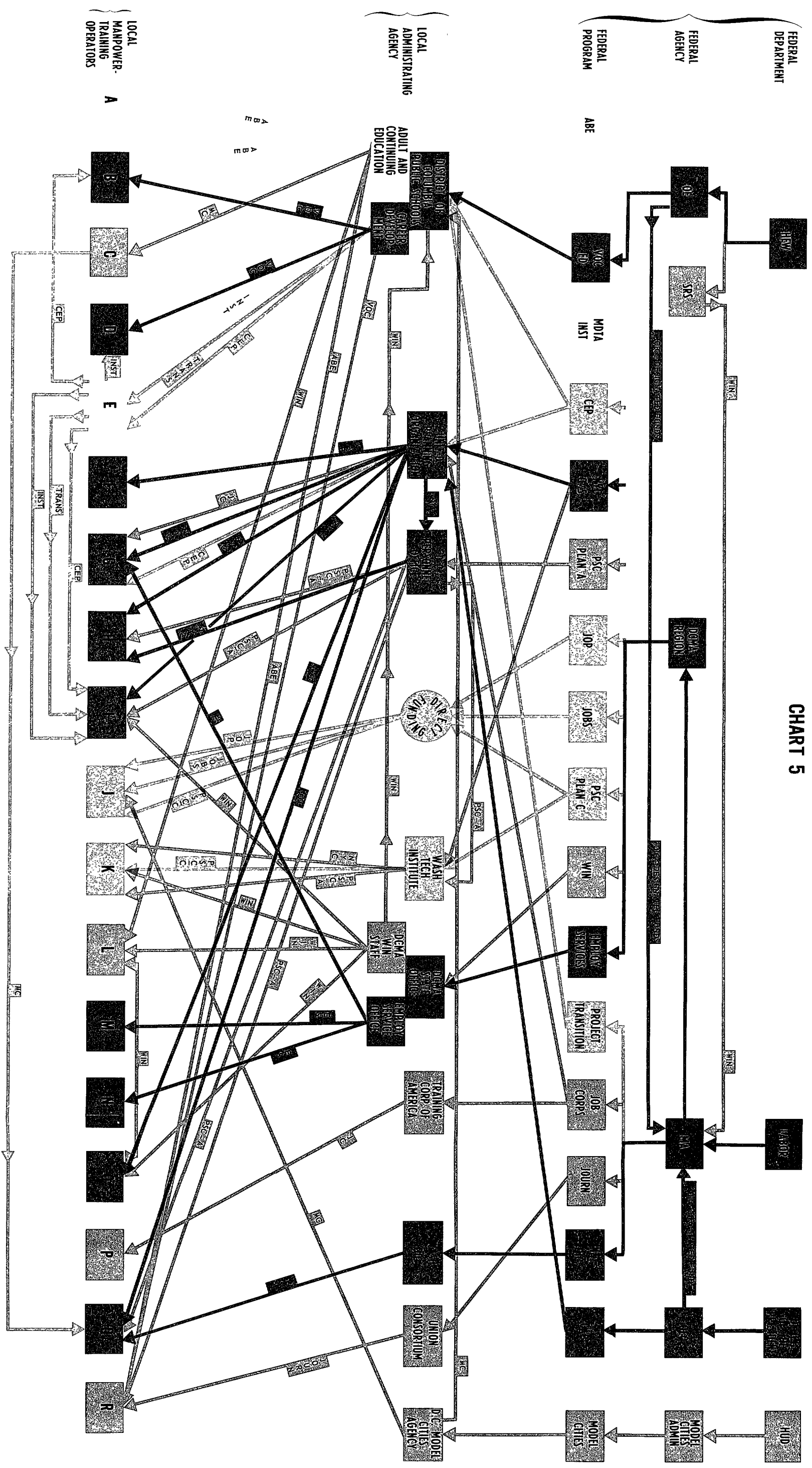
The District's Personnel Office took on additional responsibilities--the PSC-A program, which it operates in-house and under subcontracts with other organizations. The District's Washington Technical Institute increased its manpower services by becoming a contractor for the NYC-O/S program and a subcontractor of the District's Personnel Office for a portion of the PSC-A program. UPO broadened its manpower activities to include enrollees under the JC program, and a new administering agency--the Training Corporation of America--started operating a residential training center also under the JC program. A consortium of District labor unions became the administering agency for the JOURN program. DCMA STATE OFFICE and one of its organizational units, the DCMA WIN staff, started providing manpower services directly to WIN enrollees and, in addition, contracted with private organizations and the public schools to provide additional manpower services to WIN enrollees. Finally, the District established a Model Cities Agency to administer the MC program. In addition to entering into contracts for the direct funding of manpower services, the Model Cities Agency contracted with the public schools for a manpower services project to be carried out in the model neighborhood.

Operator C, a unit of the public schools, began providing manpower services under the school's MC project. Operator G expanded its operations to handle new JC program enrollees. Manpower services were increased in the District's Personnel Office facilities (H) under the PSC-A program. Several private operators (I) provided training under the PSC-A and WIN programs. Several organizations (J) began providing manpower services under the MC program. Operator K, the Washington Technical Institute, increased its operations to provide manpower services under the NYC-O/S, PSC-A, and WIN programs. Operator L provided WIN training with assistance from the public schools, which provided staff for the training component, and with assistance from operator O, which provided staff for conducting the orientation and work-sampling components under WIN subcontracts. Operator P started operating the residential manpower center under the JC program. Operator Q, under contract with the District's Personnel Office, handled a project under the PSC-A program. Operator R provided manpower services under the JOURN program and, under a contract with the District's Personnel Office, handled a project under the PSC-A program. This operator received support for the JOURN program from the public schools, which provided it with instructors whose salaries were paid under the ABE and VOC ED programs.

Shown last on this chart (in light blue) is an additional layer of funding brought about by the operators' lack of in-house capability to provide training because of insufficient staff, equipment, or facilities. Operator C using MC funds provides instructors to operator Q to conduct evening academic training. Operator E uses facilities of operator B to conduct academic training under CEP. In addition, operator E sends MDTA-INST program enrollees to operator D for occupational training and also subcontracts with several private operators (I) for occupational training under CEP and the MDTA-INST and TRANS programs.

PROGRAMS FUNDING MANPOWER  
 TRAINING SERVICES FOR THE DISADVANTAGED  
 IN THE DISTRICT OF COLUMBIA, FISCAL YEAR 1972

CHART 5



### CHAPTER 3

#### WHAT HAS BEEN DONE TO COORDINATE

##### PROGRAMS IN THE DISTRICT

The Commissioner of the District of Columbia in February 1971 established a Manpower Advisory Committee (MAC) to assist him in planning and coordinating manpower services and related activities in the Washington, D.C., area. The Commissioner appoints MAC members, which include representatives of business, government, labor, education, and the community. Two MAC subcommittees were established to emphasize research and analysis of manpower services and related activities, program design, coordination, and planning. The MAC-designated subcommittee chairman selects subcommittee members.

MAC is chaired by Labor's Manpower Administrator for the District, who also heads DCMA REGION and DCMA STATE OFFICE, and is supported by a secretariat whose positions are funded by a Labor grant to the District Government to develop the capability to plan and coordinate manpower services. The Commissioner appointed an Executive Director for MAC in August 1972.

The MAC secretariat was placed in DCMA REGION. The secretariat told us that, although this arrangement provided MAC, its subcommittees, and secretariat with ready access to labor market and manpower data, it resulted in MAC's planning and policy being directed primarily to Labor manpower programs.

Under MAC supervision, the secretariat, with input from the subcommittees, prepares annually the Cooperative Area Manpower Planning System (CAMPS) plan for the Washington area, a document which presents information on manpower and related programs and recommendations on the funding level for each program. This plan is designed to serve as a guide to public and private operators in planning to meet the manpower needs of the community. The plan, after approval by MAC and the Commissioner, is submitted to Labor's Regional Manpower Administrator, who is required by Labor's policy to comply with recommendations on Labor programs to the maximum extent possible.

Labor's Regional Manpower Administrator's funding request is submitted to Labor's national office, which allocates funds among its regions. Other Federal agencies have indicated that they will comply with MAC recommendations regarding the funding of their manpower programs to the extent of available funds.

MAC is also responsible for reviewing manpower program operations in the Washington area to identify problems in program activities. Neither MAC nor its subcommittees have made such reviews. The MAC secretariat advised us that it has had little time to make program reviews because of the time spent in preparing the annual plan.

The authority and policy direction of the Commissioner's office with regard to manpower planning in the District could be greatly strengthened by making MAC and its secretariat more responsive to the role of the Commissioner and to local needs. MAC officials advised us that consideration is being given to the various ways that MAC and its secretariat may be restructured to make them more responsive to local needs and to the Commissioner's role in manpower planning for the District.



## CHAPTER 4

### PROBLEMS ASSOCIATED WITH THE INDIVIDUAL PROGRAM

#### APPROACH TO PROVIDING MANPOWER SERVICES

We noted the following problems in the District that resulted from Federal agencies' funding manpower programs on an individual rather than on a comprehensive and coordinated basis.

#### OUTREACH AND INTAKE

Local manpower agencies have established one or more outreach-intake centers for each program they operate to find eligible persons in need of manpower services. Because the Federal agencies have broad eligibility criteria for their programs, each local agency recruits persons from the same population. Their recruiting efforts, however, have not been coordinated because each local agency is concerned with carrying out its specific Federal programs.

At the time of our review, five District agencies and five private organizations funded under 17 federally assisted manpower programs were operating 28 outreach-intake centers. The number of programs available at any one center ranged from one to four. Because these centers recruited persons for specific programs, they could not enroll persons in other programs available in the District. Thus a person who wanted to enroll in a particular program had to ascertain which outreach-intake centers recruited for that program. Some manpower training operators advised us that persons identified as needing manpower services do not always go to the proper center and therefore may miss an opportunity for training that would permit them to get jobs.

Persons who have no preference for a particular program or do not know that various programs exist are limited to the program or programs offered by the outreach-intake center they happen to go to seeking help. These programs, however, may not provide the mix of services a person needs. For example, some programs do not offer orientation to better prepare enrollees to face the problems inherent in a

training or work environment. Some manpower training operators told us that usually such sessions were desirable for the type of persons with whom they were dealing.

According to Labor, there is an overriding concern among local operators with filling slots--the number of persons to be served during the period of a grant--for the particular Federal program they administer. Some operators recruited persons even when (1) immediate training opportunities in their fields were not available, (2) in-house training programs did not exist, which necessitated contracting for the needed skill training, or (3) the full range of manpower services was not available. Examples of these situations are discussed in other sections of this report.

Some operators informed us that recruiting on an individual program basis encourages a person to register at several outreach-intake centers until he finds the program he wants or a program which can provide him with immediate service. Not only is the person counted as served by each center with a resulting overstatement of outreach-intake statistics, but he is also confronted with different registration procedures and assessment techniques and may be exposed to duplicate services. For example, the person may be tested and evaluated at each center because counselors at each center would not have knowledge of prior services he may have received.

Officials of two local agencies, which administered a number of programs and several outreach-intake centers, told us that, in an effort to get better information on the number of persons served and the nature and extent of the services provided, each agency had recently implemented an internal reporting system which cuts across program lines and centers to provide information on a central basis on all persons served at any of the agencies' centers. They stated that many cases of multiple registration were found but that they could not provide us with information on the extent of such cases. They did state, however, that they were now able to better serve persons because of accumulated information and knowledge of their movements and prior services provided them by the centers.

In the fiscal year 1972 CAMPS plan for the District, the MAC secretariat estimated that 140,000 persons needed some manpower service. Data furnished by all manpower service agencies, however, showed that these agencies, in total, planned to provide outreach-intake services to at least 300,000 persons. Because a central reporting system is lacking in the District, we could not determine the actual number of persons served and the incidence and nature of services actually provided.

Persons in need of manpower services could be better served through a coordinated outreach-intake system which has as its basis a central information exchange capability on programs available, persons served, and the nature and extent of such services. We suggest that, because MAC oversees all federally assisted manpower programs, it determine (1) the organizations carrying out outreach-intake and their respective programs, (2) the location of all outreach-intake centers, and (3) the manner in which these functions are carried out, with a view toward coordinating this activity in the District.

#### ASSESSMENT

The capabilities and needs of disadvantaged persons, even though they have the same range of job preparation and employment needs, have generally been assessed differently under each program. No provision has been made, either federally or locally, for determining whether the local agencies' assessment techniques under each program are appropriate. Because of the individual program and agency approach to funding manpower programs, no District organization has accumulated information on the variety or usefulness of the assessment techniques under each program to promote an interchange among the program operators of the most appropriate and desirable assessment techniques.

Assessment techniques, both subjective and objective, include personal interviews, individual and group counseling, verbal and arithmetical standardized and nonstandardized tests, reviewing school records and work history, and work sampling--exposing enrollees to several occupational

categories, which helps them to ascertain their manipulative and work skills and their interest in different occupations.

Some of the Federal programs specify the use of certain assessment techniques; most programs, however, permit the local organizations to adopt the techniques they deem most appropriate. But the assessment services provided are limited to those specified by the program or adopted by the local organizations without regard to an enrollee's needs. Additional needed services may be provided under other programs but are not available to persons not enrolled in those programs.

In our report on assessment under the federally assisted manpower programs in the Atlanta, Georgia, area (see p. 5), we pointed out that significant differences existed under the various programs in the methods used in assessing enrollees' needs. We concluded that the extent of assessment services provided an enrollee should depend on his needs and should not be limited to the services provided by the program in which he is enrolled. Federal, State, and local manpower officials in the Atlanta area acknowledged that quality assessment services should be available to all enrollees and that the existing system of separate and varying services was not meeting this need.

In the District, we did not evaluate the effectiveness of the varying assessment techniques used. One program operator advised us, however, that in its opinion, the high dropout rate under some programs was possibly due to inadequate assessment of enrollees' capabilities. Another operator stated that in its view assessment of enrollees' capabilities and needs is the most important phase of the manpower delivery system. According to some operators, through this activity data is gathered for developing an employability plan which lays out the subsequent steps an enrollee must take to gain employment.

Because operators are dealing with enrollees whose needs are similar, enrollees should be evaluated in terms of those assessment techniques which provide a counselor with the best picture of the enrollees, rather than limiting

assessment to those techniques available under specific programs. Also it is particularly important for operators to be made aware of the wide range of assessment techniques available and to be encouraged and permitted to use any technique.

Therefore we suggest that MAC study the assessment techniques available and in use under these manpower programs and present to the Federal agencies for approval a plan under which any and all of these techniques could be used by all operators for assessing the capability of individuals fairly and consistently.

## ACADEMIC TRAINING

Most of the local administering agencies received Federal funds to provide academic training. To provide for this training, most of the local administering agencies established in-house academic training programs for their own enrollees and designed their own training programs to suit the needs of their enrollees as viewed by the local agencies.

In the District, Federal funds were provided under 10 programs to 10 local administering agencies for academic training at 15 centers with an annual capacity of at least 2,640 slots. Complete information was not available regarding the annual capacity of these centers, the number of persons actually served, and the extent of use of the centers. We discussed the extent of use of the centers with some program operators and found that there were program constraints on the use of their facilities.

One operator said that under the program it was required to restrict the use of its facility to program enrollees but that on one occasion another operator had inquired into the possibility of using its facility. After obtaining approval from the cognizant Federal agency, it allowed the other operator to use part of its facility for academic training when its enrollments were low.

According to another operator, generally the enrollment for academic training exceeded the capacity of the center and, to better serve the enrollees, it was planning to move to a larger facility and it was not aware of any other existing facilities that could be used. Other operators told us that their facilities were underused at certain times of the day and at certain times during the year and that generally no one had inquired as to their availability.

The design of in-house academic training programs varied among the operators even though the programs served disadvantaged persons whose needs for such training were similar. For example, some operators coupled academic training with occupational training devoting a portion of the day to each. Others conducted academic training apart from occupational training but grouped the individuals and oriented the curriculums according to vocational choice to create a

more meaningful and realistic training situation. Still other operators provided for a heterogeneous grouping of individuals and did not design the educational curriculums according to vocational choice.

This information is presented to point out that, for operators who have experienced problems with their academic training programs, there are other approaches that could be used.

MAC should study all academic training programs available and inventory training facilities, so that the total training effort can be determined, the joint use of facilities can be encouraged, and appropriate recommendations can be made to the Federal agencies.

#### OCCUPATIONAL TRAINING

No provisions were made to coordinate the program operators' occupational training programs, to oversee the operators' training efforts District-wide, to require the operators to exchange program information, or to inventory training facilities by occupation and annual capacity. Consequently no one knows how many persons are being trained, where they are being trained, for what occupations they are being trained, or the impact of the training on the demand for skilled workers.

Operators' lack of information regarding the training available at other organizations contributed to extensive lists of persons awaiting training and the underuse of training facilities. We identified several instances where operators contracted with private organizations for training enrollees in certain skills or placed the enrollees on waiting lists even though other operators had unused in-house training capability for the same skills.

For example, one operator had a waiting list of 121 persons who indicated a desire to be automobile mechanics but whom the operator could not serve because it had no immediate training openings. Another operator, which did not have an in-house automobile mechanic training program, contracted to have a private operator provide such training for 30 persons. A third operator, however, had unused facilities in which

40 persons could have been trained to be automobile mechanics. We noted a similar situation for keypunch operators.

We identified three additional occupations for which the operators had contracted for training while other operators had unused training facilities. Furthermore, for two more occupations, persons were on the waiting list of one operator while other operators had unused facilities. Most operators did not maintain waiting list statistics by occupation and length of time that persons were on the lists. Two operators said, however, that in some extreme cases, persons had to wait 1 year to 2 years to get into occupational training programs.

Some operators told us that they had no knowledge of the training capabilities of other organizations. Another operator said that it had twice attempted to have needed training provided by another federally funded operator that stated it had the time and space to provide the training but that, when the operator failed to comply with its request for an outline of its training program, it had the training provided by private sources.

DCMA STATE OFFICE has estimated the annual total need for manpower by occupation in the District but has not determined the number of persons trained by occupation or the annual training capacity of all involved organizations to meet this need. Because of the lack of such information, we examined the extent of training opportunities in a clerical occupational group--clerks, typists, stenographers--in the District. This type of training was funded under nine Federal and District programs and was conducted at 25 locations by eight operators either using their own facilities or contracting for the training with other operators. The total annual training capacity of these facilities was about 2,250 slots. (The exact number could not be readily ascertained because a few operators did not maintain records by occupation.) The demand for manpower was greater than could be supplied by the training facilities.

Training capacity should be determined for all occupations to guard against overtraining or to identify undertraining in relation to manpower needs.



Whether too many or too few persons are being trained in certain occupations or whether training facilities are overcrowded or underused is not being determined under the present system for several reasons. For example, a few operators did not maintain information on training by occupation and number of persons. Also, occupational titles and identification codes for Labor programs are different from those for HEW programs. Further, the local administering agencies report to different Federal agencies without going through one local organization. Summary reports which local management needs to oversee training by occupation and to determine the extent of use of facilities are not being prepared, mainly because no local organization is responsible for all manpower programs.

The absence of an inventory of the number of persons trained by occupation and of an annual training capacity has prevented the establishment of an effective comprehensive manpower plan for the District. Persons in need of training could be better served if the involved organizations have information on training opportunities available under other programs and referred the persons to those programs for which they are also eligible rather than enrolling the persons in a program under which training was not available.

MAC should determine the number of persons trained by occupation and the annual training capacity of all organizations providing occupational training as a basis for developing a comprehensive manpower plan.

## CHAPTER 5

### CONCLUSIONS AND RECOMMENDATIONS

The problems that exist in the District with regard to providing manpower services to unemployed, underemployed, and other disadvantaged persons have been caused by the difficulty of coordinating multiple programs designed to accomplish the same basic objective and administered by many Federal and local agencies. Many programs and systems have been established over the years for delivering manpower services to the same target population and have resulted in duplication of efforts and inefficient program administration.

Providing manpower services to persons in need should be dealt with on a coordinated basis and not on an individual program and agency approach.

#### RECOMMENDATION TO THE COMMISSIONER

MAC, as the planning group for manpower programs, should take certain actions to help alleviate some of the problems caused by these programs.

The indicated actions would provide for:

- A coordinated outreach-intake system for determining persons in need of job training and employment services.
- Assessment techniques for determining the capabilities of such persons fairly and consistently.
- Periodically disseminating information on training information available under all programs.
- The most effective use of academic and occupational training facilities.

However, to achieve a comprehensive manpower services delivery system for the District and the Nation, congressional action is needed.

Several bills were introduced in the 92d Congress to establish a comprehensive and coordinated national manpower program. Our study demonstrates a need for consolidating and/or coordinating the Federal manpower training and service programs.

#### RECOMMENDATION TO THE CONGRESS

We recommend that the Congress consider legislation to reorganize the federally assisted manpower programs through consolidation or through such other means that it may consider appropriate to assist in overcoming the problems described in this report.

#### Agency comments

We discussed the charts in this report and our findings with the Commissioner and MAC and the Office of Management and Budget (OMB). Both the Commissioner and OMB agreed with our findings and recommendations. (See app. I.)

The Commissioner has directed MAC to develop a comprehensive plan for providing manpower services in the District. MAC anticipates that the plan will be completed in early 1973 and contemplates that it will provide:

- For determining the manpower service needs and the facilities needed and available to provide the required services.
- Criteria for identifying, assessing, and training persons and for measuring program effectiveness.
- The legislative and administrative changes required to effectively implement the plan.

The plan, if so developed, will be responsive to our recommendations regarding an outreach-intake system, assessment techniques, dissemination of training information, and use of training facilities.

OMB also stated that an important basic step toward reorganizing the manpower programs would be the transfer of Labor's District of Columbia Manpower Administration to the District and that it is examining the possibility of doing this.

EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

JAN 12 1973

Mr. Victor L. Lowe  
Director, General Government Division  
U. S. General Accounting Office  
Washington, D. C. 20548

Dear Mr. Lowe:

We have reviewed the draft report entitled "Study of Federal Programs Funding Manpower Services for the Disadvantaged in the District of Columbia," and appreciate the supplementary briefing provided by your staff.


We believe the report reasonably presents the general manpower funding pattern in the District as well as many other cities. Specific documentation in place of program operator assertions would strengthen the several illustrations of overlap and duplication.

In regard to your general recommendations for program consolidation, we concur fully in the objective. Congressional desire for a plethora of categorical programs is primarily responsible for the current situation in the District of Columbia. As you know, the Administration proposed legislation to simplify and rationalize manpower program funding in 1969 (Manpower Training Act) and in 1971 (Manpower Revenue Sharing Act).

At this time, all possible decategorization and decentralization actions through administrative means are being examined.

In the specific instance of the District of Columbia, we believe an important basic step toward reorganizing manpower programs would be the transfer of the District of Columbia Manpower Administration out of the Federal Department of Labor to the District, and OMB is examining the possibility of accomplishing that transfer.

Sincerely,



Dwight A. Ink  
Assistant Director