U.S. Department of Labor

Office of Inspector General—Office of Audit

EMPLOYMENT AND TRAINING ADMINISTRATION

RECOVERY ACT: GREEN JOBS PROGRAM REPORTS LIMITED SUCCESS IN MEETING EMPLOYMENT AND RETENTION GOALS AS OF JUNE 30, 2012

Date Issued: October 25, 2012
Report Number: 18-13-001-03-390

U.S. Department of Labor
Office of Inspector General
Office of Audit

BRIEFLY…

Highlights of Report Number: 18-13-001-03-390 to the Assistant Secretary for Employment and Training.

WHY READ THE REPORT

The Recovery Act provided $500 million for research, labor exchange, and job training projects to prepare workers for careers in energy efficiency and renewable energy. The main focus of the Green Jobs training program was to prepare individuals for jobs in Green industry sectors.

On September 30, 2011 we issued a report entitled, "Recovery Act: Slow Pace Placing Workers into Jobs Jeopardizes Employment Goals of the Green Jobs Program." We reported that grantees might not be able to meet their planned expenditures or goals for placing participants before grant periods expired.

This is a follow-up audit that was conducted as part of our oversight responsibilities and in response to a request for an update on our previous audit from the Honorable Darrell E. Issa, Chairman, House Oversight and Government Reform Committee.

WHY OIG CONDUCTED THE AUDIT

Our overall audit objective was to assess the impact of the Green Jobs training program by answering the following questions:

1) Who was served and what training did participants receive?

2) What were the entered employment and retention outcomes for participants?

READ THE FULL REPORT

To view the report, including the scope, methodology, and full agency response, go to: http://www.oig.dol.gov/public/reports/oa/2013/18-13-001-03-390.pdf.

October 2012

Recovery Act: Green Jobs Program Reports Limited Success in Meeting Employment and Retention Goals as of June 30, 2012

WHAT OIG FOUND

As of June 30, 2012, with 88 percent of the extended grant periods having elapsed, the impact of the Recovery Act Green Jobs training program has been limited in terms of reported employment outcomes. Complicating the assessment of the program's overall impact was the inability of sampled grantees to document between 24 percent and 44 percent of their reported employment outcomes.

Out of a target of 81,254, grantees collectively reported 30,857 participants (38 percent) entered employment. While grantees reported that 49 percent of participants who obtained jobs retained employment for at least 6 months, the reported number retained of 11,613 represents only 16 percent of the planned retention goal of 71,017. Moreover, 42,322 participants (52 percent) who completed training were incumbent workers, meaning the participants were already employed when they entered the program. Grantees were authorized to train incumbent workers who needed training to secure full-time employment, advance their careers, or retain their current jobs. However, for the 81 incumbent workers we identified in our sample, we found no evidence that they needed green job training for any of these purposes.

Other issues that have a direct bearing on determining the success of the program include: value of credentials, duration of training, impact of grant period extensions, and limitations of available employment and retention data.

WHAT OIG RECOMMENDED

We recommended that the Assistant Secretary for Employment and Training develop and utilize lessons learned from the Recovery Act Green Jobs training program, and improve the quality of grantee reported performance data.

In response to the draft report, the Assistant Secretary for Employment and Training indicated that the audit report did not fully capture the results of the program as of June 30, 2012, but agreed to consider the OIG's recommendations to improve grant programs performance.

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U.S. Department of Labor

Office of Inspector General
Washington, D.C. 20210

Assistant Inspector General's Report

October 25, 2012

Ms. Jane Oates
Assistant Secretary
for Employment and Training
U.S. Department of Labor
200 Constitution Avenue, N.W.
Washington, D.C. 20210

The American Recovery and Reinvestment Act of 2009 (Recovery Act) was signed by President Obama on February 17, 2009. The purpose of the Recovery Act was to assist those most impacted by the recession by creating and preserving jobs. The Recovery Act provided $500 million for research, labor exchange, and job training projects to prepare workers for careers in energy efficiency and renewable energy as described in section 171(e)(1)(B) of the Workforce Investment Act (WIA) - also known as *The Green Jobs Act of 2007*. The main focus of the Green Jobs program was to prepare individuals for jobs in Green industry sectors through three separate training areas: State Energy Section Partnership (SESP), Pathways Out of Poverty (Pathways), and Energy Training Partnership (ETP).

Background: Office of Inspector General's (OIG) Prior Audit Work

On September 30, 2011 we issued a report entitled, "Recovery Act: Slow Pace Placing Workers into Jobs Jeopardizes Employment Goals of the Green Jobs Program," report number 18-11-004-03-390. This report was in response to a request from the Honorable Charles E. Grassley, then Ranking Member of the Senate Committee on Finance. Specifically, Senator Grassley requested an audit of Recovery Act funds spent on green jobs, the definition used by the Department of Labor for what constitutes a green job, and the number and duration of the jobs created pursuant to the funds expended.

We reported that grantees might not be able to meet their planned expenditures or goals for placing participants before grant periods expired. In response to our report, the Employment and Training Administration (ETA) stated it expected grantees' performance to increase significantly and all funds would be expended by September 30, 2013. Since our report was issued, ETA extended 46 of the 63 Pathways and ETP grant periods of performance set to expire in January 2012 from 2 months to 1 year to allow grantees additional time to expend funds and assist participants with training and employment. Furthermore, ETA extended 9 of the 34 SESP grants set to expire in

January 2013 by 5 to 6 months. Currently, all grants are scheduled to end by July 31, 2013.

Objective

We conducted this follow-up audit as part of our audit oversight responsibilities and in response to a request for an update on our previous audit from the Honorable Darrell E. Issa, Chairman, House Oversight and Government Reform Committee. Our overall audit objective was to assess the impact of the Green Jobs training program by answering the following questions: 1) Who was served and what training did participants receive and 2) What were the entered employment and retention outcomes for participants?

Scope and Methodology

We analyzed reported performance outcomes and expenditures for the universe of 97 training grants totaling $435.4 million based on grantee data as of June 30, 2012.[1] For employment retention, we considered entered employment only for participants placed on or before December 31, 2011, since this measure requires a participant to be employed two quarters after the employment date. We also selected a statistical sample of 8 grants totaling $40.1 million and covering 9,510 participants served. Fieldwork for sampled grants was conducted prior to the release of June 2012 data. Therefore, for our sampled grants, we reviewed March 31, 2012, training programs, expenditures and performance outcomes. Onsite reviews were conducted for all sampled grants; and, within each grant, participants were randomly selected for testing. During onsite reviews, we reconciled costs and performance information reported to the general ledger and other records provided by the grantee. While statistically selected, the results of audit tests for the 463 participants selected at sampled grantees are only projectable to the sample of 8 grantees. (See Exhibit 1 for the 8 grantees.)

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. While grantee entered employment and retention data was limited in some cases, we believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objective.

Results In Brief

As of June 30, 2012, with 88 percent of the extended grant periods having elapsed, the impact of the Recovery Act Green Jobs training program has been limited in terms of reported employment outcomes. Complicating the assessment of the program's overall

[1] Since grantees continue to update and report participant training and employment activity, we used real-time data provided by ETA on August 21, 2012, representing performance outcomes as of June 30, 2012.

impact was the inability of sampled grantees to document between 24 percent and 44 percent of their reported employment outcomes.

Participants Served. Grantees collectively reported serving 113,247 participants, or 90 percent of the targeted 126,493 participants. Of the participants served, 52,890 (47 percent) were incumbent workers, meaning the participants were already employed when they entered the program. Also, of those served, 84 percent were male, 45 percent were high school graduate or equivalent, and 44 percent had college or vocational school education. Grantees reported 49 percent of the participants were individuals in need of updated training related to the energy efficiency and renewable energy industries. Other individuals served included: the unemployed (42 percent); disadvantaged workers within areas of poverty, and seeking employment out of poverty and into self-sufficiency (22 percent); those impacted by the National Energy and Environmental Policy (10 percent); those with criminal records (9 percent); and veterans (7 percent).[2]

Entered Employment and Retention. Out of a target of 81,254, grantees collectively reported 30,857 participants (38 percent) entered employment. While grantees reported that 49 percent of participants who obtained jobs retained employment for at least 6 months, the reported number retained of 11,613 represents only 16 percent of the planned retention goal of 71,017. The low retention rate may be in part attributable to the timing of placement. For participants placed in the quarter ending June 30, 2012, retention information will not be available until the quarter ending December 31, 2012.

Incumbent Workers. Of the 81,354 participants who completed training, 42,322 (52 percent) were incumbent workers. Grantees were authorized to train incumbent workers who needed training to secure full-time employment, advance their careers, or retain their current jobs. However, for the 81 incumbent workers we identified in our sample, we found no evidence that they needed green job training for any of these purposes.

Based on ETA guidance, grantees reported incumbent workers as entered employment if they entered a new position of employment after program completion, even if the new position was with the same employer, as long as the individuals would utilize competencies acquired through training in their new position. Of the 30,857 participants grantees reported as having entered employment, 11,657 (or 38 percent) were incumbent workers, that is those who already held jobs when training began.

Training-Related Employment. Of the 30,857 participants grantees reported as having entered employment, grantees reported that 25,396 (or 82 percent) were employed in jobs that were either in the same occupation or industry as the training received, or the employer recognized the credential received by the participant.

[2] A participant may be included in multiple demographics. Therefore, the sum of these demographics exceeds 100 percent.

Availability and Reliability of Performance Data. For the eight grantees in our sample, we attempted to verify grantee reported performance against available supporting documentation. The sampled grantees were unable to provide documentation for 24 percent of sampled participants reported as entered employment. Moreover, they could not provide documentation for 33 percent of sampled participants reported as entering training-related employment and 44 percent of sampled participants tested for retention. The inability to document reported program outcomes raises questions about what was achieved with the significant investment represented by this program.

In addition to the availability and reliability of performance data, we also identified other issues that have a direct bearing on determining the success of the program. Examples of these include the duration of training, value of credentials awarded, impact of grant period extensions, and the limitations of available employment and retention data that does not include specific information about jobs participants received.

ETA stated that once all grants have ended in September 2013, it will determine employment outcomes by using unemployment insurance and Federal employment records to obtain entered employment, employment retention and wages. ETA provided a summary of an analysis for participants that exited the program. The analysis showed that for 12,995 participants that exited by June 30, 2011, 57 percent entered employment, and for 6,701 participants that entered employment by December 31, 2010, 86 percent retained employment. The analysis also showed that annual wages averaged $25,926, and ranged from $10,065 for Pathway participants to $28,361 for ETP. However, this data is old because as of June 30, 2012, 113,247 participants were served and 81,354 completed training.

Also, ETA is conducting two comprehensive evaluations of these grants: *Green Jobs and Health Care Implementation Study,* an interim report was issued February 3, 2012, and the final is scheduled for release in January 2013; and *Green Jobs and Health Care Impact Study,* an interim report is expected in March 2014, and the final is scheduled for release in September 2017. However, because of the issues discussed throughout this report, ETA may face challenges in attempting to properly evaluate the program.

Finally, it is important to note that, while the results of this audit focused on the Recovery Act funded Green Jobs training program, the lessons learned and recommendations contained in this report apply to other discretionary grant programs and certainly to the existing Green Jobs training program funded through ETA's regular appropriation.

We recommend that the Assistant Secretary for Employment and Training develop and utilize lessons learned from the Recovery Act Green Jobs training program for future discretionary grant programs, and improve the quality of grantee reported performance data.

ETA's Response and OIG's Comments

ETA acknowledged OIG's efforts to assess the results and costs to date of the Green Jobs training program. However, ETA indicated that the report did not reflect the progress of grantees from the beginning of the grants, and expressed concern that OIG did not utilize narrative performance information in assessing grantee outcomes. This notwithstanding, ETA agreed to consider OIG's recommendations to improve program performance.

The OIG audit was based on the latest data available for each participant served from the inception of the program through June 30, 2012, as reported to ETA by grantees. In its response, ETA includes performance data based on grantee quarterly summary reports. However, after grantees file the quarterly reports, they continue to update and report participant training and employment activity. The OIG used this updated, most current data for our audit. It is also important to note that the OIG stated in the report the problems with the accuracy and reliability of reported data, whether at the participant level or that contained in quarterly reports. This notwithstanding, the difference between the grantee performance data included in ETA's response versus the data used by the OIG is largely negligible. However, in the instance where there is a notable difference (the total entered employment as of December 31, 2011) we believe the number used by the OIG is appropriate. We have added clarification in the report. In summary, the OIG report contains data from the grant agreements approved by ETA at the inception of the program through the latest participant performance data available at the time of the audit, which we believe provides a complete picture of the progress of the grantees administering these grants to date.

ETA raised concerns that the OIG did not utilize narrative performance information, specifically information on participants placed in training-related employment prior to completion of training and the number of incumbent workers who retained their position as a result of grant-funded services. However, relevant ETA guidance states that the former should not be counted and, as noted in this report, we found no evidence that the incumbent workers in our sample required services or training to keep their job or obtain a new one.

Consistent with the recommendations in this report, we encourage ETA to apply the lessons gleaned from this program to improve all of its discretionary grant programs.

ETA's response is included in its entirety in Appendix E.

RESULTS

The purpose of the Recovery Act was to: (1) preserve and create jobs and promote economic recovery, and (2) assist those most impacted by the recession. The legislation did not define "most impacted," leaving ETA to provide guidance giving grantees discretion in determining which populations would be eligible for training.

The Recovery Act further provided that the Green Jobs program target populations of eligible individuals to be given priority for training and other services, as follows:

1. Workers impacted by national energy and environmental policy;
2. Individuals in need of updated training related to the energy efficiency and renewable energy industries;
3. Veterans, or past and present members of the Armed Forces;
4. Unemployed individuals;
5. Individuals, including at-risk youth, seeking employment pathways out of poverty and into economic self-sufficiency; and
6. Formerly incarcerated, adjudicated, nonviolent offenders.

The main focus of the Green Jobs program was to prepare individuals for jobs in green industries through three separate training areas: SESP, Pathways, and ETP. Overall, the three areas received combined funding of $435.4 million and have reported expenditures of $328.5 as of June 30, 2012, as detailed in Table 1.

Table 1: Awards and Expenditures for All Training Grants (as of June 30, 2012)

Grant Programs	No. of Grants Awarded	Amount Awarded (millions)	Reported Expenditures (millions)
SESP	34	$187.9	$107.1
Pathways	38	147.7	130.1
ETP	25	99.8	91.3
Total	**97**	**$435.4**	**$328.5**

Source: Grantee reported expenditures

Who was served and what training did participants receive?

Participants Served

The Green Jobs program reported serving 113,247 participants, or 90 percent of the targeted 126,493, as of June 30, 2012. Of those served, 84 percent were male, 45 percent were high school graduate or equivalent, and 44 percent had college or vocational school education (see Exhibit 2 for participant characteristics). Most notably, however, incumbent workers comprised 47 percent of those served, 52 percent of those who completed training, and 38 percent of those reported as entered employment. These incumbent workers were individuals who already had jobs, but were enrolled in training in order to retain their jobs, obtain new work, or otherwise upgrade their skills.

Of the 113,247 participants served, grantees reported 49 percent as individuals in need of updated training related to the energy efficiency and renewable energy industries. The other individuals served were: the unemployed (42 percent); disadvantaged workers within areas of poverty and seeking employment out of poverty and into self-

sufficiency (22 percent); impacted by the National Energy and Environmental Policy (10 percent); those with criminal records (9 percent); and veterans (7 percent).[3]

Incumbent Workers: Employed participants served under these grants

From the inception of the Green Jobs program, grantees enrolled incumbent workers. However, ETA did not provide guidance to grantees on how to report participants served including incumbent workers until March 3, 2010, approximately 2 months into the program. ETA's guidance defined incumbent workers as those who "need training to secure full-time employment, advance in their careers, or retain their current occupations, such as low-wage workers, workers who need to upgrade their skills to retain employment, and workers who are currently working part-time."[4] Furthermore, the guidance required that individuals in need of updated training related to the energy efficiency and renewable energy industries had to be:

- employed at time of participation; or
- terminated or laid-off or have received a notice of termination or lay-off from employment; or
- self-employed, but are now unemployed; and
- can benefit from training that will help them enter or advance in the energy efficiency and renewable energy industries to enter occupations within one or more of the "growth, enhanced, and emerging" green industries.

Three grantees in our sample of eight served a significant number of incumbent workers: Hawaii Department of Labor and Industrial Relations (Hawaii), Iowa Workforce Development (Iowa), and Washington State Workforce Training and Education Coordinating Board (Washington State). These grantees proposed serving incumbent workers in order to help upgrade their skills, retain employment or find new positions. However, our audit found no evidence that any of the 81 incumbent workers we identified in our sample needed green job training to secure a new job or retain their current jobs.

Incumbent (Employed) Participant Eligibility Verification

ETA required grantees to verify that all participants were eligible for the program. However, in its June 1, 2010 guidance, ETA left it up to the grantees to develop and apply objective guidelines to accomplish this. Our audit confirmed that self-attestation was the primary means of eligibility verification employed by grantees. However, ETA's guidance cautioned grantees about the risks of relying on self-attestation for

[3] A participant may be included in multiple demographics. Therefore, the sum of these demographics exceeds 100 percent.

[4] ETA stated this definition was only intended to apply to Health Care and Other High Growth and Emerging Industries grantees and does not apply to green job training grantees. However, ETA did not provide a valid explanation of why it would not apply, or an alternate definition. Moreover, the guidance clearly states that it applies to ETP, Pathways and SESP grants. Without a clear definition grantees run the risk of not serving those most in need as intended by the Recovery Act.

documentation purposes, noting that self-attestation is more prone to error than many other forms of source documentation. Therefore, it should be the source documentation of last resort, and grantees should verify the information.

Training Completed

The Recovery Act provided seven energy efficiency and renewable energy industries eligible for training in the Green Jobs program. Grantees proposed 98,158 participants would complete training. As of June 30, 2012, 81,354 participants (83 percent) had completed training. Participants received training in the seven green job industries covered by the Recovery and Workforce Investment Acts, or in other green related industries. The training industry was not identified by grantees for the remaining 2,183 or 3 percent, of participants as shown in Table 2.

Table 2: Completed Training by Industry Sectors for All Training Grants (as of June 30, 2012)

		Incumbents		Non-incumbents		Combined	
	Industry Trained	**Trained**	**Rate**	**Trained**	**Rate**	**Trained**	**Rate**
1	Energy-Efficient Building, Construction, and Retrofit	15,152	36%	17,615	45%	32,767	40%
2	Renewable Electric Power	4,988	*12%*	*6,309*	16%	11,297	14%
3	Energy Efficiency Assessment	4,452	11%	1,855	5%	6,307	8%
4	Manufacturers that produce sustainable products	2,745	6%	1,392	4%	4,137	5%
5	Deconstruction and Materials Use	360	1%	1,087	3%	1,447	2%
6	Energy Efficient and Advanced Drive Train Vehicle	753	2%	404	1%	1,157	1%
7	Biofuels	450	1%	229	1%	679	1%
	Other Green Industries	*12,305*	*29%*	*9,075*	*23%*	*21,380*	*26%*
	Not Identified	*1,117*	*3%*	*1,066*	*3%*	*2,183*	*3%*
	Total	**42,322**	**100%**	**39,032**	**100%**	**81,354**	**100%**

Source: Grantee reported participant information

Grantees offered four different forums to train individuals: classroom, apprenticeship, on-the-job, and pre-apprenticeship. Based on the sites we visited, classroom training was primarily provided by training centers, technical schools, and community colleges. The goal was to provide workers with advanced skill sets to meet specific needs of employers. A registered apprenticeship program provides a combination of structured learning with on-the-job training from an employer assigned mentor. Apprentices start working from day one with incremental wage increases as they become more proficient on the job. Upon completion of a registered apprenticeship program, participants receive an industry-issued, nationally-recognized credential. On-the-job training is provided by an employer to a paid participant to obtain knowledge or skills essential to the job; it provides reimbursement of up to 50 percent of the wage rate; and is limited in duration. Pre-apprenticeship is designed to expand opportunities for disadvantaged, low-skilled and/or under-represented populations.

Table 3: Completed Training by Type for All Training Grants (as of June 30, 2012)

	Incumbents		Non-incumbents		Combined	
Type of Training	**Trained**	**Rate**	**Trained**	**Rate**	**Trained**	**Rate**
Classroom	33,578	79%	32,822	84%	66,400	82%
Apprenticeship	7,924	19%	127	0%	8,051	10%
On-The-Job	702	2%	3,556	9%	4,258	5%
Pre-Apprenticeship	118	0%	2,527	6%	2,645	3%
Total	**42,322**	**100%**	**39,032**	**100%**	**81,354**	**100%**

Source: Grantee reported participant information

Training Completed for Sampled Participants

Training for the 382 sampled participants that completed training was in 4 of the 7 energy efficiency and renewable energy industry sectors, in other green industries, or was not identified by grantees. Training courses grantees reported in other green industries included some that could have been classified as 1of the 7 green job industry sectors, while others could not. Classes recorded as other green industries included: hazardous waste operations and emergency response (Hazwoper), commercial driver's license, green cleaning, 10-hour Occupational Safety and Health Administration (OSHA) certificate, English as a Second Language (ESL), General Educational Development (GED), career/work readiness, and computer training. Eight participants' training was not identified by the grantees as to what green industry was represented.

Table 4: Completed Training by Green Job Sectors for Sampled Participants (as of March 31, 2012)

		Incumbents		Non-Incumbents		Combined	
SECTOR		**Trained**	**Rate**	**Trained**	**Rate**	**Trained**	**Rate**
1	Energy-Efficient Building, Construction, & Retrofit	48	66%	140	45%	188	49%
2	Renewable Electric Power	5	7%	29	9%	34	9%
3	Deconstruction and Materials Use	7	10%	9	3%	16	4%
4	Energy Efficiency Assessment	0	0%	1	0%	1	0%
5	Energy Efficient and Advanced Drive Train Vehicle	0	0%	0	0%	0	0%
6	Biofuels	0	0%	0	0%	0	0%
7	Manufacturers produce/use sustainable processes	0	0%	0	0%	0	0%
	Other Green Industries	*12*	*16%*	*123*	*40%*	*135*	*35%*
	Not Identified	*1*	*1%*	*7*	*2%*	*8*	*2%*
Total		**73**	**100%**	**309**	**100%**	**382**	**100%**

Source: Grantee reported participant information

In terms of the type of training, sample grantees reported providing participants who completed training with types similar to all other Green Jobs program grantees.

Table 5: Completed Training by Type for Sampled Participants (as of March 31, 2012)

	Incumbents		Non-incumbents		Combined	
Type of Training	**Trained**	**Rate**	**Trained**	**Rate**	**Trained**	**Rate**
Classroom	57	77%	257	83%	314	82%
Apprenticeship	13	17%	27	9%	40	11%
On-The-Job	4	5%	20	7%	24	6%
Pre-Apprenticeship	0	0%	4	1%	4	1%
Total	**73**	**100%**	**309**	**100%**	**382**	**100%**

Source: Grantee reported participant information

In the following sections, we discuss the specific type of training provided to participants we sampled as of March 31, 2012, at the eight grantees we visited.

Communication Workers of America National Education and Training Trust (CWA) (Located in Washington, DC, and serving participants in Ohio.) – CWA reported that of the 849 participants enrolled in classroom training, 837 completed training. In our sample of 85 participants, 68 completed training. Participants received training in the *Other Green Industries* (65 participants) and training for the remaining 3 participants was not identified to a green industry sector.

Twenty-two participants completed the one-week Green Manufacturing Production Module and could have been categorized under the green job industry sector *Manufacturing Using Environmentally Sustainable Processes and Materials*. The Module, which was developed with grant funding by the Manufacturing Skills Standard Council (MSSC), taught participants how to: conduct environmental incident and hazard investigations and preventive environmental inspections; and use advanced materials in production to reduce waste. Upon completion of the training, participants who passed a certification exam received an MSSC Green Production Credential. Additionally, sample participants completed one or more of MSSC's four manufacturing modules, including Safety module (56 participants), Quality (49 participants), Manufacturing Production Processes (46 participants), and Maintenance Awareness (42 participants). Each one-week module concluded with a certification exam. Additionally, participants who passed all four certification exams earned the Certified Production Technician credential. Basic skills and other related courses were offered and taken by participants, including Career Ready 101 (49 participants), Logistics (9 participants), Computer Upgrade and Repair (5 participants), and 10 other courses with 3 or fewer participants. As of March 31, 2012, CWA had fully expended its $3,969,056 grant. The average cost of tuition for the MSSC courses was $600 per module (1-week class).

Hawaii – Hawaii reported that of the 1,469 participants enrolled in training, 1,159 completed training. In our sample of 72 participants, grantee reported 46 completed training. Participants received training in the *Energy-Efficient Building, Construction & Retrofit* (18 participants), *Deconstruction and Materials Use* (2 participants), *Renewable Electric Power* (2 participants), and *Other Green Industries* (24 participants). Training in both the *Energy-Efficient Building, Construction & Retrofit* and *Renewable Electric Power* included 1-week classes on the following: basic principles of transforming energy from sunlight to electricity; hands-on training in the design and installation of solar

thermal systems for hot water heating; and principles of the design, application, installation, and operation of grid-tied and stand-alone PV systems. Classes in *Deconstruction and Materials Use* consisted of over four months of training in waste handling and hazardous materials. Participants that had *Other Green Industries* training were involved in 1-day class in certified professional green cleaning and a 1 to 5 day class in photovoltaic, thermal, and solar installation. Upon completion of these classes, participants received a certificate of completion. As of March 31, 2012, Hawaii had expended $2,989,598 of its $6,000,000 grant. Tuition for the sampled participants for individual, specific courses ranged from $339 to $750 per course.

Iowa – Iowa reported that of the 1,392 participants enrolled in training, 1,252 completed training. In our sample of 56 participants, 50 completed training. Participants received training in the *Energy-Efficient Building, Construction, and Retrofit* (42 participants), *Renewable Electric Power* (6 participants), and *Deconstruction and Materials Use* (2 participants). In the *Energy-efficient Building* industry sector, participants learned system adjustment and verified efficiency for certification for HVAC ranging from 3 to 5 days, asbestos abatement ranging from 1 to 6 days, and lead safety renovation, repairs, and painting of 1 day. For the *Renewable Electric Power* sector, participants received training in industrial technology for 9 months. Training in *Deconstruction and Material Use* sector consisted of asbestos abatement ranging from 5 to 6 days. Iowa has expended $2,811,362 of the $5,997,000 award as of March 31, 2012. Tuition for these courses ranged from $162 to $6,496.

Lehigh Valley Workforce Investment Board, Inc. (Lehigh) (Located in Pennsylvania) – Lehigh reported that of the 323 participants enrolled in training, 206 completed training. In our sample of 40 participants, 27 completed training. Lehigh did not provide Green specific training, but planned on placing participants with employers engaged in Green-related industries. Training was provided at community colleges and technical schools. Participants received training in *Other Green Industry* sector (25 participants), and *Energy-Efficient Building, Construction, and Retrofit* (2 participants). The *Other Green Industry* consisted of 6 months of training in electromechanical, 42 to 69 days of training in IT/computer networking training, and 19 to 50 days of training in a commercial driver license course. For the *Energy-Efficient Building, Construction, and Retrofit* industry, participants received training in IT/computer networking for 69 days, commercial driver license ranging from 19 to 50 days, and Heating, Ventilation and Air Conditioning (HVAC) ranging from 30 to 46 days. As of March 31, 2012, Lehigh had expended $3,756,806 of its $4,000,000 grant. Tuition for the sampled participants for individual, specific courses ranged from $695 to $16,495 per course.

Mott Community College (Mott) (Located in Michigan) - Mott reported that of the 245 participants enrolled in training, 167 completed training. In our sample of 18 participants, 16 completed training. Participants received training in the *Energy-Efficient Building, Construction & Retrofit* (14 participants) and *Other Green Industries* (2 participants). Training in the *Energy Efficient Building, Construction & Retrofit* industry sector training included a 5 to 13 week green construction on-the-job training. Topics included: Red Cross first aid certificate, 10-hour OSHA certificate, construction

fundamentals, green construction safety and principles, weatherization, deconstruction and retrofit. The class in *Other Green Industries* consisted of 45 days of training in the road construction apprenticeship readiness program. Most of the sampled participants received paid on-the-job work experience of up to $10,410. Completers of these courses earned a completion certificate issued by Mott. As of March 31, 2012, Mott had expended $2,463,535 of its $3,662,403 grant. Tuition for the sampled participants for individual, specific courses ranged from $1,111 to $3,500 per course.

National Association of Regional Councils (NARC) (Located in Washington, DC, and serving participants in Arizona, Ohio, and Texas.) – NARC reported that of the 966 participants enrolled in training, 881 completed training. In our sample of 93 participants served under this grant, grantee reported 83 completed training. Participants received training in *Energy-Efficient Building, Construction, and Retrofit* (27 participants); *Renewable Electric Power* (26 participants); *Deconstruction and Materials Use* (5 participants); *Energy Efficiency Assessment* (1 participant); *Other Green Industries* (19 participants), training for the remaining 5 participants was not identified to a green industry sector. The classes in the *Energy Efficient Building* industry sector included 20 days of employee readiness, 5 days of weatherization, and 2 to 20 days of green construction. The *Renewable Electric Power* industry sector included 12 to 72 days of training, where participants took a combination of courses such as Electrical Basics, Intro to Renewable Energy, and Solar Electric Fundamentals. The *Deconstruction and Materials Use* industry training included 2 days of the OSHA 10 training, 3 days of Hazwoper, and 3 days of Mine Safety and Health Administration (MSHA). The *Energy Efficiency Assessment* sector training was 80 days of training in HVAC. The *Other Green Industry* training was a combination of HAZWOPER, MSHA, heavy machine operation, and Cardiopulmonary Resuscitation (CPR)/First Aid, ranging from 8 to 24 days. As of March 31, 2012, NARC had expended $7,800,844 of the $7,994,999 award. Tuition for these courses ranged from $127 to $7,320.

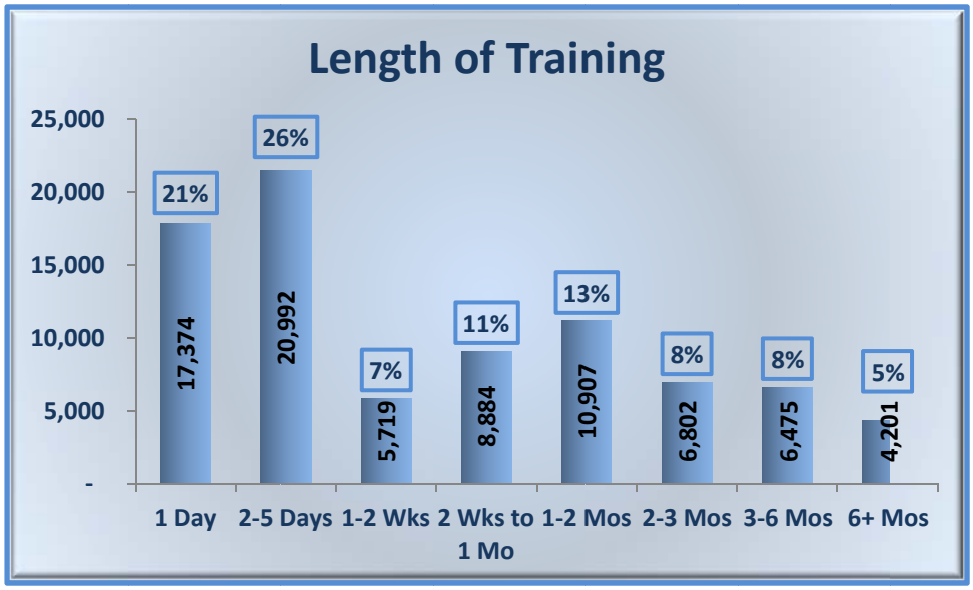
Providence Economic Development Partnership (Providence) (Located in Rhode Island) – Providence reported that of the 250 participants enrolled in training, 194 completed training. In our sample of 17 participants, 15 completed training. Participants received training in *Energy-Efficient Building, Construction & Retrofit* (8 participants) and *Deconstruction and Materials Use* (7 participants). The training in *Energy-Efficient Building, Construction & Retrofit* sector included 12 weeks of classroom and on-the-job training in weatherization. Participants learned a variety of techniques to identify deficiencies, seal, and insulate buildings to enhance energy-efficiency. For the training in the *Deconstruction and Materials Use*, participants received 12 weeks of classroom and on-the-job training. Participants learned terms of construction and recycling, use of demolition equipment, and how to identify and safely extract materials with salvage value. Upon completion of training, all participants received four industry-recognized certifications (OSHA, Hazwoper, First Aid, and CPR). In addition, participants also received either a certificate of completion in weatherization or deconstruction. As of March 31, 2012, Providence had expended $2,117,042 of its $2,489,111 grant. The average tuition for the sampled participants was $6,952 per course.

Washington State – Washington State reported that of the 1,625 participants enrolled in training, 1,486 completed training. In our sample of 82 participants, 77 completed training. All training was related to the *Energy-Efficient Building, Construction, and Retrofit* industry sector. The grantee offered more than 35 classes leading to various certifications. Participants took 1-day classes to learn about green construction and sustainability. The training also covered basic terminology related to "green" construction. Some participants received training in building automation or concrete polishing, which are part of an apprenticeship or journey level certification. A small number of participants enrolled in an 82-week building engineer program with a local technical college. As of March 31, 2012, Washington State had expended $3,012,021 of its $5,973,635 grant. Tuition for the sampled participants for individual, specific courses ranged from $51 to $5,534 per course.

Duration of Training Received

Of the 81,354 participants who completed training through the Green Jobs program, 47 percent (38,366 participants) received 5 days or less of training, of which 21 percent (17,374 participants) received only 1 day of training (see Figure 1).

Figure 1



Source: Grantee reported performance information as of June 30, 2012

Our analysis of grantee reported data found that 20 of the 97 grantees account for 83 percent (14,382 out of 17,374) of all participants that completed only 1 day of training. Of the total 30,857 reported as entered employment, 4,874 were for participants who received only 1 day of training. This included 3,213, or 66 percent of incumbent workers who were reported as entered employment after only 1day of training.

Specific information on the type of training for all participants was not readily available. However, for the sampled participants at the 8 grantees we visited we noted the following training for the 1 day, 2-5 days, 1-2 months, and 6-plus month categories.

One Day of Training – Four of our selected grantees (CWA, Hawaii, Iowa, and Washington State) provided in part, 1-day classes for sampled participants. These grantees reported 60 trainees completed a 1-day training course. For those who completed training, the majority of classes were for green construction, lead safety renovation, repairs, and painting, photovoltaic design and installation, and sustainability in the construction industry.

Two to Five Days of Training – Six of our selected grantees (CWA, Hawaii, Iowa, Mott, NARC, and Washington State) provided in part, trainings that covered between 2 and 5 days, for sampled participants. These grantees reported 82 trainees completed the training course. For those who completed training, the majority of the classes were for photovoltaic design and installation, weatherization, System Adjustment and Verified Efficiency for HVAC installation certification, and OSHA courses.

One to Two Months of Training – Six of our selected grantees (CWA, Hawaii, Lehigh, Mott, NARC, and Washington State) provided in part, training that ran between 1 and 2 months for sampled participants. These grantees reported 35 trainees completed the training course. For those who completed training, the courses primarily focused on green construction, certified cleaning, and commercial driver's license training. Additionally, the participants attended electrical basics, employer readiness, HVAC/Solar training, energy auditing, Hazwoper, Housing Industry Association *GreenSmart*, information technology, and computer networking.

Six Months or More of Training – Three of our selected grantees (Iowa, Lehigh and Washington State) provided in part, a 6-month or greater duration of training for sampled participants. These grantees reported 8 trainees completed the training course. For those who completed training, the classes covered electromechanical technology, industrial technology, and commercial building engineering.

Value of Credentials Received

Training and Employment Guidance Letter (TEGL) 15-10, issued in December 2010, emphasizes the importance of providing training that leads to credentials. The TEGL noted that credentials are an asset to those participants that face barriers to employment. Each solicitation for grant application (SGA) encouraged prospective grantees to ensure that skills training would lead to awarding of "industry-recognized" credentials.

Grantees reported "credentials" ranging from a certificate of completion for a 1-day training course to a bachelor's degree. Of the 81,354 participants who completed training, 70,130 (86 percent) received some type of credential. There was limited information regarding the value of most credentials received. The largest category,

certificates, could include certificates of completion or industry recognized credentials. Information is not available for ETA to readily distinguish between the types of certificates or their value. Of the 17,374 completers that received only 1 day of training, 14,851 (85 percent) received either a certificate or other credential. As shown in Table 6, of the 70,130 participants receiving credentials, 64,784 (92 percent) were classified as a certificate; 4,660 (7 percent) were for "other" credentials such as 10-hour OSHA certificate, first aid/CPR, work readiness, energy assessment, weatherization; and 686 (less than 1 percent) were for associates, bachelor's, and other degrees.

Table 6: Credentials Received by Green Job Sector for All Training Grants (as of June 30. 2012)

	Certificate	Associate's Degree	Bachelor's Degree	Other Degree	Other Credential	Total Credentials	%t of Total
Energy-Efficient Building, Construction, and Retrofit	27,496	175	2	21	2,613	30,307	43%
Renewable Electric Power	8,800	113	0	6	734	9,653	14%
Energy Efficiency Assessment	5,078	55	3	5	200	5,341	8%
Manufacturers that produce sustainable products	3,718	30	2	3	210	3,963	6%
Deconstruction and Materials Use	1,271	0	0	0	20	1,291	2%
Energy Efficient and Advanced Drive Train Vehicle	1,026	68	0	1	37	1,132	2%
Biofuels	575	0	0	0	32	607	1%
Other Green Industries	*14,980*	*149*	*38*	*6*	*607*	*15,780*	*23%*
Not Specified	*1,840*	*4*	*0*	*5*	*207*	*2,056*	*3%*
Total	64,784	594	45	47	4,660	70,130	
Percent of Total	92%	1%	0%	0%	7%		

Source: Grantee reported performance information

The range of credential type and their relationship to the participant securing employment will make it challenging for ETA to evaluate the value of these certifications in assessing the success of this or any job training program.

What were the employment and retention outcomes for participants?

Grantee reported entered employment and retention outcomes for participants were far less than originally proposed. As of June 30, 2012, with 88 percent of the extended grant period having elapsed and $328.5 million out of $435.4 million having been spent, grantees have fallen well short of their targets for employment and retention outcomes. Grantees reported 30,857 (38 percent) participants entered employment[5] out of a target of 81,254. Of these, 25,396 (82 percent) were training-related. Grantees also collectively projected that 71,017 participants would retain their jobs for two consecutive quarters. However, we found that grantees reported retention of only 11,613 (16 percent) of the planned goal of 71,017. (See Exhibit 5 for details of all training grants). There was a wide range of employment and retention goals among the 97 grants, as can be seen in Table 7 and Table 8.

[5] Per ETA guidance, a participant can only be counted as entered employment if they have completed training.

Table 7: Performance for All Training Grants (as of June 30, 2012)

	Completed Training	Entered Employment	Training-Related Employment	Employment Retention
Proposed	98,158	81,254	62,003	71,017
Reported	81,354	30,857	25,396	11,613
Percent of Proposed	83%	38%	41%	16%

Source: Grantee reported performance information. Employment retention is based on participants who entered employment on or before December 31, 2011.

Table 8: Percentage of Goal Attainment for All Training Grants (as of June 30, 2012)

	Proposed	Actual	Mean	Median	Range
Completed Training	98,158	83%	91%	87%	8% to 274%
Entered Employment	81,254	38%	55%	47%	0% to 259%
Training-Related Employment	62,003	41%	73%	41%	0% to 1,660%
Employment Retention	71,017	16%	26%	16%	0% to 136%

Source: Grantee reported performance information

ETA stated that once all grants have ended in September 2013 it will determine employment outcomes by using unemployment insurance and Federal employment records to obtain entered employment, employment retention and wages. ETA provided a summary of an analysis for participants that exited the program. The analysis showed that for 12,995 participants that exited by June 30, 2011, 57 percent entered employment, and for 6,701 participants that entered employment by December 31, 2010, 86 percent retained employment. The analysis also showed that annual wages averaged $25,926, and ranged from $10,065 for Pathway participants to $28,361 for ETP participants. However, this data is old because as of June 30, 2012, 113,247 participants were served and 81,354 completed training.

Performance outcomes for our sample of 8 grantees were lower than the reported results for all 97 grants. As of June 30, 2012, with $32.1 million out of $40.1 million having been spent, sampled grantees have fallen well short of their targets for employment and retention outcomes. Grantees reported 2,325 participants entered employment out of a target of 8,131 (29 percent). Of these, 1,964 (84 percent) were training-related. Grantees also projected that 83 percent of those placed would retain their jobs for two consecutive quarters. While grantees reported that only 32 percent of participants who entered employment were retained, the reported number retained of 753 represents only 11 percent of the planned retention goal of 6,763.

Table 9: Performance Goals for 8 Sampled Green Job Training Grants (as of June 30, 2012)

	Completed Training	Entered Employment	Training Related Employment	Employment Retention
Proposed	9,682	8,131	6,441	6,763
Reported	7,395	2,325	1,964	753
Percent	**76%**	**29%**	**30%**	**11%**

Source: Grantee reported performance information. Employment retention is based on participants who entered employment on or before December 31, 2011.

During our audit we identified several possible reasons for low employment results. These included the nature of incumbent workers, inaccurate reporting and record keeping by grantees, and other challenges identified by the 8 grantees we visited.

Moreover, ETA officials cited a slow recovery in the construction industry and grantees serving many incumbent workers that retained jobs, but did not obtain new positions. Discussions with ETA also suggest that grantees' maintaining contact with participants proved to be a challenge, and therefore grantees did not always know what happened when participants completed the program. Another possible factor for low employment was the departure of employer partners originally involved with the grant because they might consider hiring participants. One ETA official said that employer partners left because their employment needs changed from the time the grantee submitted the proposal and the program started. In her Congressional testimony on June 6, 2012, the Assistant Secretary for Employment and Training made a similar reference. She testified that "in some communities employer needs have changed since grants started, and grantees have made adjustments to continue to ensure that their projects are aligned with employer needs, such as providing training for additional occupations that are in demand in their local areas."

In addition to key performance measures, ETA requires grantees to report their progress through quarterly narrative reports. These reports include; update on leveraged resources and strategic partnership activities, timeline for grant activities and deliverables, key issues and technical assistance needs, and best practices and success stories. Where applicable, the narrative includes status on incumbent workers services and if they retained employment. While the narrative provides additional information, it does not impact the reported performance measures as defined by ETA.

Entered Employment for Incumbent Workers

Of the 30,857 participants grantees reported as having entered employment, more than one-third, or 11,657, were workers who already held jobs when they entered the program. Based on ETA guidance, grantees reported incumbent workers as entered employment if they entered a new position of employment after program completion, even if the new position was with the same employer, as long as the individual would utilize competencies acquired through the training. Based on information reported by grantees, most incumbent workers entered the program to obtain necessary training to retain their current job as opposed to obtaining a new position, grantees that served a large number of incumbent workers were more likely to have a lower overall entered employment rate when compared to grantees serving fewer incumbent workers. In fact, we noted that non-incumbents had a higher entered employment rate (49 percent) in comparison to incumbents (28 percent).

Employment in Green Job Sectors

ETA required grantees to report the green industry sector where participants were placed. For the 97 training grants, grantees reported 41 percent of the 30,857

participants who entered employment obtained jobs in two green industry sectors: *Energy-Efficient Building, Construction & Retrofit* (36 percent) and *Renewable Electric Power* (5 percent). Grantees reported 34 percent of employment was in an industry not specified as green.

Table 10: Entered Employment by Green Job Industry Sector For All Training Grants (as of June 30, 2012)

	INCUMBENTS		NON-INCUMBENTS		COMBINED	
SECTOR	**Placed**	**Rate**	**Placed**	**Rate**	**Placed**	**Rate**
1 Energy-Efficient Building, Construction, and Retrofit	4,605	40%	6,417	33%	11,022	36%
2 Renewable Electric Power	648	6%	886	5%	1,534	5%
3 Manufacturers produce/use sustainable products	645	6%	656	3%	1,301	4%
4 Energy Efficiency Assessment	459	4%	515	3%	974	3%
5 Energy Efficient and Advanced Drive Train Vehicle	553	5%	243	1%	796	3%
6 Deconstruction and Materials Use	110	1%	382	2%	492	2%
7 Biofuels	109	1%	51	0%	160	1%
Other Green Industries	1,196	10%	2,839	15%	4,035	13%
Not Specified	3,332	29%	7,211	38%	10,543	34%
TOTAL	**11,657**	**100%**	**19,200**	**100%**	**30,857**	**100%**

Source: Grantee reported performance information

The combined entered employment statistics by green job industry sector for the sampled participants at the 8 grantees we visited were generally consistent with those for all 97 training grants, except for *Not Specified*, where 51 percent of sampled participants were reported versus 34 percent for participants overall.

Table 11: Entered Employment by Industry Sector for Sampled Participants (as of March 31, 2012)

	INCUMBENTS		NON-INCUMBENTS		COMBINED	
SECTOR	**Placed**	**Rate**	**Placed**	**Rate**	**Placed**	**Rate**
1 Energy-Efficient Building, Construction, and Retrofit	5	18%	74	29%	79	28%
2 Renewable Electric Power	1	4%	10	4%	11	4%
3 Deconstruction and Materials Use	3	11%	6	2%	9	3%
4 Energy Efficient and Advanced Drive Train Vehicle	0	0%	0	0%	0	0%
5 Biofuels	0	0%	0	0%	0	0%
6 Energy Efficiency Assessment	0	0%	0	0%	0	0%
7 Manufacturers that produce sustainable products	0	0%	0	0%	0	0%
Other Green Industries	6	21%	36	14%	42	15%
Not Specified	13	46%	132	51%	145	51%
Total	**28**	**100%**	**258**	**100%**	**286**	**100%**

Source: Grantee reported performance information

Although ETA's system for performance data reporting included a field for job title, the majority of grantees did not report the specific job title within each industry sector. ETA officials stated that there was no requirement for grantees to report job titles. For our sample of 463 participants, grantees reported 286 participants that entered employment, and recorded specific job information for 88. The specific job information available for sampled participants is summarized as follows:

CWA – Grantee reported 60 of the sampled 85 participants as entered employment. CWA reported North American Industry Classification System (NAICS) information for all 60 participants that entered employment, but did not report whether the entered employment was in a green industry for 59 of these participants. These industries included *Manufacturing (*49 participants*)*, *Retail Trade* (3 participants), *Health Care & Social Assistance* (3 participants)*, Information* (2 participants), *Arts, Entertainment, and Recreation* (2 participants), and *Professional Scientific* (1 participant). However, CWA could not support its entered employment information. The only support CWA maintained for job placements was a master listing of participants with a checkbox indicating whether the participant obtained employment. This listing provided no indication of employer name, job title, green industry sector, wages, or start date and was not supported by any other source documentation.

Hawaii – Grantee reported 32 of the sampled 72 participants as entered employment in *Energy-Efficient Building, Construction, and Retrofit* (10 participants), *Other Green Industries* (10 participants), *Renewable Electric Power* (1 participant), *Deconstruction and Materials Use* (1 participant), and *Not Specified* (10 participants). Reported job titles included *General/Kitchen Cleaner* (11 participants), *Photovoltaic/Solar Installer* (5 participants), *Hazardous Materials Specialist* (2 participants), *Maintenance Engineer* (2 participants), in addition to *Accountant, Cook, Electronic Technician, Warehouseman, Sales Representative, Software Tester, Laborer, Pool Attendant, Roofer, Driver, and Meat Cutter* (1 participant each). One participant was *Not Specified.*

Iowa - Grantee reported 21 of the 56 sampled participants as entered employment in *Energy-Efficient Building, Construction, and Retrofit* (12 participants), *Deconstruction and Materials Use* (3 participants), *Renewable Electric Power* (2 participants), and *Not Specified* (4 participants). Iowa's industries included *Construction* (15 participants), *Utilities,* (1 participant), *Manufacturing* (1 participant) and *Not Specified* (4 participants). Iowa did not report job titles.

Lehigh - Grantee reported 25 of the 40 sampled participants as entered employment in *Other Green Industries* (20 participants) and *Not Specified* (5 participants). Reported job titles included *Driver* (8 participants), *IT related* (4 participants), *Supervisor* (2 participants), *Flagger* (1 participant), *Welder* (1 participant), *Customer Service* (1 participant), *Assembler/Tester* (1 participant), *Maintenance Mechanic* (1 participant), *Shipping & Receiving* (1 participant), *Financial Analyst* (1 participant), *Forklift Operator* (1 participant), *Journeyman* (1 participant) and *Not Specified (2 participants).*

Mott - Grantee reported 13 of the 18 sampled participants as entered employment in *Energy-Efficient Building, Construction, and Retrofit* (1 participant) and *Not Specified* (12 participants). Reported job titles included *Census Crew Leader Assistant*, *General Labor*, and *Seasonal Athlete*. The grantee did not report job titles for the remaining 10 placements.

NARC - Grantee reported 75 of the sampled 93 participants as entered employment in Renewable *Electric Power* (8 participants), *Energy Efficient Building, Construction, and*

Retrofit (7 participants), *Deconstruction and Material Use* (4 participants), *Other Green Industries* (9 participants), and *Not Specified* (47 participants). Reported job titles included *Maintenance/Janitorial* (5 participants), *Solar Installer/Electrician* (3 participants), *Technician* (2 participants), *Lead Roofer* (1 participant), *Driver* (1 participant), *Painter* (1 participant), *Security Guard* (1 participant), *General Laborer* (1 participant), *Auto Glass Replacement* (1 participant). Fifty-nine participants were *Not Specified*.

Providence – Grantee reported 11 of the sampled 17 participants as entered employment in *Energy Efficient Building, Construction, and Retrofit* (1 participant), *Deconstruction and Materials Use* (1 participant), *Other Green Industries* (2 participants), and *Not Specified* (7 participants). Reported job titles included *Environmental Technician* (1 participant), *Laborer* (1 participant), *Residential Monitor* (1 participant), and *Site Supervisor* (1 participant). Seven participants were *Not Specified*.

Washington State - Grantee reported 49 of the 82 sampled participants as entered employment. Green industries sectors of employment included *Energy Efficient Building, Construction, and Retrofit* (48 participants) and *Not Specified* (1 participant). Reported job titles, included *Engineers* (2 participants), *Benchmarking Hotline* (1 participant), *Building Energy Survey* (1 participant), *Building Maintenance* (1 participant), *Capacity Building Coordinator* (1 participant), *Contract Surveillance Representative* (1 participant), *Mover* (1 participant), *Architect* (1 participant), *Project Manager* (1 participant), and *Energy Auditor* (1 participant). Of the remaining 38 participants that entered employment, 37 had an employer name, which generally appeared to be construction or construction-related companies (e.g., electric, glass, stone, steel, welding, masonry, paving, etc.).

Training-Related Employment

Employment is considered training-related if the position is for the *same occupation* or *within the same industry* as the training provided or *if the employer recognizes the credential received by the participant* as a result of the grant.[6]

Table 12: Comparison of Entered Employment and Training-Related Employment for All Training Grants (as of June 30, 2012)

	Incumbents		Non-incumbents		Combined	
	Participants	Rate	Participants	Rate	Participants	Rate
Completed Training	42,322	--	39,032	--	81,354	--
Entered Employment	11,657	28%	19,200	49%	30,857	38%
Training-Related Employment	10,710	25%	14,686	38%	25,396	31%

Source: Grantee reported performance information

From our sample of 463 participants, we confirmed that there were 185 that entered employment, but grantees identified only 79 job titles. Additionally, of the 185 that

[6] Performance Reporting Glossary and Guide for ARRA High Growth and Emerging Industries Grantees.

entered employment, we confirmed that 96 participants entered training-related employment but grantees only provided job titles for 52 participants. Grantees were not required and most did not report job titles. While grantees reported training-related employment, there was not always evidence that the position was within the same occupation, within the same industry as the training provided, or if the employer recognized the credential received by the participant.

The eight grantees we visited gave various explanations as to how they determined if employment was training-related. Officials from one grantee stated that all employment was classified as training-related while officials from another grantee indicated that this determination was based on the names of the employers where participants were placed.

Table 13: Training-Related Employment for Sampled Participants (as of March 31, 2012)

GRANTEE	PROGRAM	TRAINING RELATED EMPLOYMENT	%
Hawaii	SESP	27	52%
Lehigh	Pathways	12	23%
Washington State	SESP	7	13%
Mott	Pathways	2	4%
NARC	Pathways	2	4%
Providence	Pathways	2	4%
CWA	ETP	0	0%
Iowa	SESP	0	0%
TOTAL		**52**	**100%**

Source: Grantee reported performance information

Three of our 8 sampled grants – Hawaii, Lehigh, and Washington State – accounted for 88 percent of sampled participants identified as training-related employment. The job titles with the most training-related employment in our sample were: 1) Room/Kitchen Cleaner; 2) Driver; 3) Photovoltaic/Solar Installer; and 4) Construction/General Laborer. Additionally, we found participants placed in sales, customer service, and accounting that were classified as training-related.

- The 7 participants with training-related employment as a Room/Kitchen Cleaner were in Hawaii. Participants were trained in the Certified Cleaning Professional course which was industry recognized. Upon completion of the program they were hired at $8 per hour.

- The 7 participants with training-related employment as a Driver were in Lehigh. They all completed commercial driver training, and were employed by various employers earning between $11.25 and $18 per hour.

- Most Mott participants received training under the green construction certificate program. Participants learned construction fundamentals, green construction principles, building weatherization and maintenance, demolition and

deconstruction, as well as Red Cross First Aid and OSHA safety training. At the conclusion of classroom training, completers could apply and be accepted into an on-the-job training program in green construction trades. Grant partners provided up to 6 months of on-the-job training. At the end of the training, some participants were offered unsubsidized employment with the same companies. On-the-job training wages were $10 per hour, and for those who entered employment as a Construction/General Laborer, starting wages were $10 per hour.

- There was one participant from Hawaii that completed the Photovoltaic Design and Installation course and was subsequently placed at a solar supply company in sales earning $15 per hour. There was another participant from Lehigh trained in Computerized Network Support Technology and was placed in customer service, earning $10 per hour.

Unsubstantiated Entered Employment and Other Entered Employment Challenges

Of the eight sampled grantees, the following six grantees could not support reported employment or did not meet their entered employment goals. They attributed not meeting their entered employment goals to the following reasons:

CWA – CWA reported 420 participants entered employment on its final performance report, thereby meeting its entered employment goal. However, CWA's method of documenting employment outcomes was not adequate. The only support CWA maintained for job placements was a listing of participants with a checkbox indicating whether the participant obtained employment. The grantee acknowledged that their systems for tracking placements could have been better and explained that management was relying on a partner to assist with the data collection and reporting, but the partnership did not materialize.

Hawaii – Grantee reported 205 participants (33 percent) entered employment as of March 31, 2012, out of the 625 participants proposed in the Statement of Work. The grantee attributes the low placement rate to the poor economy and to the number of incumbent workers served (nearly 62 percent). Based on ETA guidance, grantees could report incumbent workers as entered employment if they entered a new position of employment after program completion, even if the new position was with the same employer, as long as the individual would utilize competencies acquired through the training.

Iowa – Grantee reported that 102 participants (7 percent) entered employment as of March 31, 2012, out of the 1,400 participants proposed in the Statement of Work. The grantee attributes the low placement rate to an incorrect assumption that all incumbent workers who received training (nearly 70 percent) could be counted as entered employment which is not acceptable under ETA reporting guidelines, unless certain criteria are met. The grantee stated that its projected entered employment rate was significantly overstated since many of the participants served were incumbent workers.

Mott – Grantee reported that 87 participants (54 percent) entered employment as of March 31, 2012, out of the 160 participants proposed in the Statement of Work. Mott's primary training program for participants was 12 weeks in length and could be followed by an additional 6 months of on-the-job. This lengthy training period resulted in its reported employment numbers to be lower than planned. Mott applied to modify the grant to permit training courses of shorter duration (4, 6, or 7 weeks) in length to bring more participants into the program and was given an extension of time until September 30, 2012, to achieve its goals.

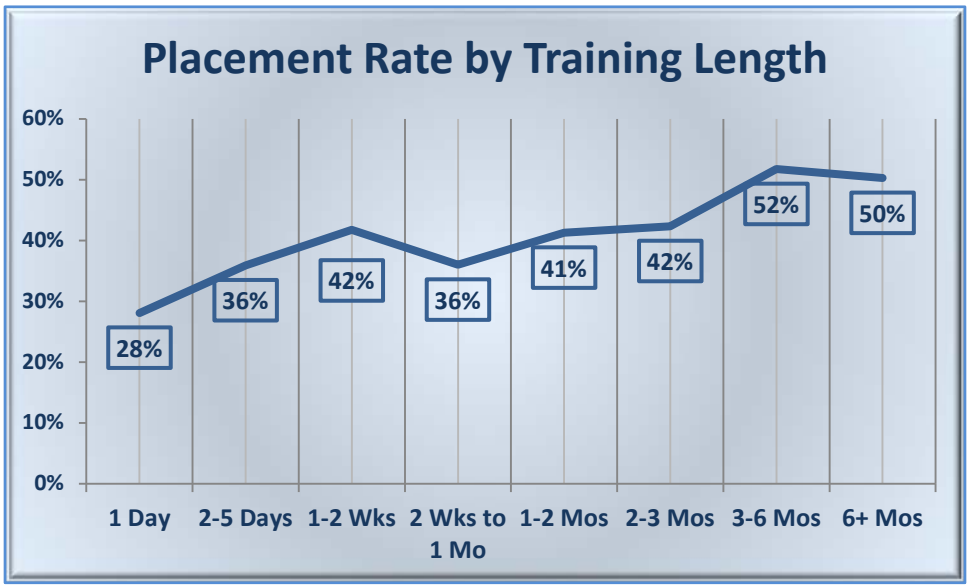
Providence – Grantee reported 73 participants (41 percent) entered employment as of March 31, 2012, out of the 180 participants proposed in the Statement of Work. Providence served participants from a hard to serve population because approximately 80 percent were ex-offenders. The grantee attributes the low placement rate to the economy worsening between the time it applied for and received the award. At least 9 employer partners dropped out because there were fewer jobs available. The grantee also cited some union partners' reluctance to hire participants to work on deconstruction projects. Providence tried to recruit new employer partners to replace those who left the project. However, the grantee said it was difficult to find employers that were willing to take a chance on hiring ex-offenders even though they had successfully completed training.

Washington State – Grantee reported that 335 participants (7 percent) entered employment as of March 31, 2012, out of the 4,771 participants proposed in the Statement of Work. The grantee attributes the low placement rate in part to a misunderstanding of the treatment of incumbent workers, and some fundamental math and logic errors in the Statement of Work. The grantee was under the impression that multiple trainings provided to individuals would be counted multiple times. This is not the case as an individual who took two or more training courses is still only counted as one individual. Therefore, the projected number of participants, 4,814 to begin training would include the same participant multiple times. So when the expected placement rate (92 percent) used by the grantee was applied, it overstated the possible number of participants that would enter employment. Additionally, the grantee was under the incorrect assumption that all incumbent workers who receive training could be counted as entered employment which is not acceptable under ETA reporting guidelines, unless certain criteria are met.

Entered Employment by Training Type and Length

Within the population of all program participants there was a positive correlation between length of training and entered employment. Employment rates significantly grew as training length increased. Overall, the entered employment rate for was 38 percent. However, the reported placement rate for participants receiving one day of training was 28 percent, while the placement rate for those participants receiving 3 to 6 months of training was 52 percent (see Figure 2).

Figure 2



Source: Grantee reported performance information as of June 30, 2012

Employment Retention

While grantees reported that 49 percent[7] of participants who entered employment prior to December 31, 2011, retained employment for at least 6 months, the reported number retained of 11,613 represents only 16 percent of the planned retention goal of 71,017. The low retention rate may be in part attributable to the timing of placement. For participants placed in the quarter ending June 30, 2012, retention information will not be available until the quarter ending December 31, 2012.

The table below shows participants that retained employment for two quarters subsequent to entered employment after completing training and being employed from the date the grants were awarded through December 31, 2011. It is not known how many of the 7,069 participants that entered employment since January 1, 2012, were retained, because two consecutive quarters of continuous employment had not elapsed as of the end of our audit work.

Table 14: Employment Retention for All Training Grants (as of June 30, 2012)

	Completed Training	Entered Employment	Retained
Proposed	98,158	81,254	71,017
From grant start to Dec 31, 2011	59,205	23,788	11,613
From Jan 1 to Jun 30, 2012	22,149	7,069	*
Total	**81,354**	**30,857**	**--**

Source: Grantee reported performance information. Employment retention is based on participants who were employed on or before December 31, 2011. *Data will be available beginning November 15, 2012.

[7] The 49 percent was calculated by dividing the 11,613 participants that retained employment by the 23,788 that entered employment prior to December 31, 2011.

ETA cited the same issues affecting entered employment - discussed on page 16 - as also applying to employment retention success.

Employment Retention Issues Cited by Grantees

As with entered employment, our audit identified challenges grantees faced in tracking and reporting job retention for those participants that entered employment. Six of the grantees did not have an effective system in place to record and track job retention. Once a participant was employed, tracking retention became more difficult because contact between the grantee and participant frequently ended. Based on our audit, the only support we found for the reported retention numbers came from grantees' ancillary documents and their interviews with participants. Otherwise, the reported job retention numbers could not be supported.

Table 15: Sample Grantees Without Retention Tracking Systems (as of March 31, 2012)

Grantee	Retention end of 1st Quarter*	Errors	% Errors	Retention end of 2nd Quarter*	Errors	% Errors
CWA	0	-	-	0	-	-
Hawaii	3	1	33%	1	0	-
Lehigh	5	3	60%	4	4	100%
NARC	43	22	51%	38	28	74%
Providence	7	1	14%	5	3	60%
Washington State	23	17	74%	17	15	88%

* Grantee reported retention information

Two of the eight grantees - Iowa and Mott - had systems to track retention, but still had challenges. Retention data was not found to be reliable.

Iowa reported 14 participants retained their jobs at the end of the first quarter, and at the end of the second quarter 12 of the 14 were still employed. Iowa utilized a spreadsheet to record wage records for each participant. The wages were tracked for two quarters. We found 3 (21 percent) errors in the first quarter and 3 (25 percent) in the second quarter. One of the challenges to the system was obtaining wage information for those that were self-employed.

The system used by Mott to track entered employment, retention, and follow-up for participants provided reminders to job development staff every ninety days after a participant entered employment to follow-up on employment status. All contacts with participants were recorded in electronic case notes. However, the capabilities of the system were not effectively utilized to document and report grant participant retentions. As a result, even though the system was designed to track retentions, the quarterly reporting indicated zero retention as of March 31, 2012. The grant program manager stated that Mott had 68 first quarter retentions and 44 second quarter retentions as of June 30, 2012. Documentation was subsequently provided to support 44 retentions. Three of the eight grantees – Hawaii, Providence and Washington State - stated that many of the jobs participants found were "project-based" jobs, for example construction jobs, and it was therefore less likely that employment would continue for the long term.

Impact of Grant Period Extensions on Performance Outcomes

Since our first report was issued in September 2011, 46 of the 63 (73 percent) Pathways and ETP grants set to expire in January 2012, were extended from 2 months to 1 year, or an additional 29 percent of the grant period, to allow grantees additional time to expend funds and assist participants with training and employment. While the additional time gave grantees the opportunity to allow 12 percent more participants to complete training, entered employment increased by 9 percent during the extended period. Even given the extension of time, there was no evidence that grantees have been able to deliver or will deliver their targeted entered employment and retention outcomes by the end of the grant periods (see Exhibit 3 for list of extended grants).

During the extended period of performance, the number of incumbent workers served significantly increased. The monthly averages of incumbent workers served and began training, increased by 11 and 14 percent, respectively. The monthly averages for non-incumbent workers served and began training, decreased by 75 and 70 percent, respectively.

Table 16: Summary of Green Job Training Grants Extended

							MONTLY CHANGE IN PARTICPANTS DURING EXTENSION			
	EXTENSION						SERVED		BEGAN TRAINING	
Program	Number of Grants	Original End Date	Average	Minimum	Maximum	Time Extended	Non-Incumbents	Incumbents	Non-Incumbents	Incumbents
ETP	19 of 25	1/14/2012	6.1	2.5	12	26%	-64%	16%	-60%	19%
Pathways	27 of 38	1/28/2012	7.4	2.1	12.1	31%	-82%	-89%	-77%	-88%
ETP & Pathways	***46 of 63***		***6.9***	***2.1***	***12.1***	***29%***	***-75%***	***11%***	***-70%***	***14%***
SESP	9 of 34	1/28/2013	5.1	5	6	14%	--	--	--	--
All Grants	55 of 97	--	--	--	--	25%	--	--	--	--

Source: Grantee reported performance information as of June 30, 2012

Reported Performance Outcomes Could Not Be Supported

In verifying the reliability of performance outcomes reported by the eight sampled grantees, we determined that performance outcomes could not be supported. Most significantly, sampled grantees could not provide evidence for 24 percent of sampled participants reported as entered employment, 33 percent of sampled participants reported as entered training-related employment, and 44 percent of sampled participants tested for retention.

Table 17: Unsupported Performance Outcomes for Sampled Participants (as of March 31, 2012)

Outcome	Sample Size	Reported Participants In Outcome	Total Errors	Percentage Error
Served	463	463	8	2%
Began Training	463	425	26	6%
Completed Training	463	382	94	20%
Received Credential	463	329	97	21%
Entered Employment	463	286	111	24%
Training-Related Employment	463	237	151	33%
Employment Retention	147	77	65	44%

Source: Grantee reported performance information and audit results

The majority of the errors (86 percent) were from three of the sampled grantees: CWA (42 percent), Washington State (23 percent), and NARC (21 percent).

CWA –Employment data was not adequately tracked. CWA reported that 60 participants had entered employment, but could only provide employer names for 48 of the 60 participants. Additionally, CWA reported most of its participants that entered employment as training-related. However, CWA did not have a valid method for capturing this information. CWA used the employer's name and job title to determine if employment was training-related. However, for the 60 participants in the sample that CWA reported as having training-related employment, employer names were not documented for 12 (20 percent) participants and job titles that would help identify whether the placement was training-related, were not available for any of the 60 participants. The grantee stated that they were relying on a partner to assist with the data collection and reporting, but the partnership failed to materialize.

Washington State –Employment and training related employment information was not adequately tracked. Washington State reported 49 participants as having entered employment and the employment was reported as training-related. Of the 49, we found that 32 (65 percent) did not have adequate documentation maintained in the participant files to confirm that the trainee entered employment and that employment was training-related. The grantee stated that there was no formal direction from ETA on what outcome related information was required to be kept. Therefore, Washington State created guidance for sub-recipients that required outcome related information be available, but not that it be placed in the participant file. As a result, we were unable to verify the employment and training-related employment for sampled participants.

NARC – Employment and training related employment information was not adequately tracked. Grantee officials stated that participants had multiple options to assist with job searches in addition to development seminars held in conjunction with One-Stop Career Centers. However, most participants found employment on their own, and attempts to follow-up with were largely unsuccessful. As a result, NARC relied on unemployment insurance wage records to verify employment. The nature of the jobs secured through the program made unemployment insurance wage verification one of the few reliable methods of tracking employment because once a participant secured employment contact would often cease. For our sample of 93 participants, NARC reported that 75

entered employment. NARC was not able to provide documentation supporting employment for 15 (16 percent) of the participants entering employment.

Additionally, NARC reported most of its employment as training-related, but admitted that they used a "common-sense" approach to identify training-related jobs. NARC reported individuals as receiving a training-related job if the participant's resume or job application listed the grant training and passed the "common-sense" test. For our sample of 75 reported as entered employment, 49 were reported as training-related, 41 of which (84 percent) we either could not determine from the information provided or did not find documentation supporting the assertion.

Disparate Goals Among Grantees

Grant agreements varied significantly in terms of employment and retention goals proposed by grantees and approved by ETA. For example, Jobs for the Future, Inc. a Pathways grant, proposed to serve 1,130 participants, place 81 percent of those served, and retain employment for at least 6 months 65 percent of those served at a per participant cost of $8,789 based on entered employment, or $10,926 based on retention. According to ETA, Pathways grantees target individuals who were unemployed, dropped out of high school, have criminal records, or live in areas of high poverty. Therefore, they generally have a higher cost per participant due to additional services necessary to successfully support the population served. However, the Institute for Career Development, Inc. an ETP grant, proposed to serve 2,000 participants, but place and retain only 12 percent of those served at a cost of over $19,000 per participant. These variances in grantee performance agreements, where one grantee's expected performance is so disproportionately lower to the expected performance of another grantee providing similar type training, will impact the different successes each grantee achieves. Exhibit 4 on page 41 contains detailed information on all 97 grants.

Table 18 provides a summary by grant type of planned entered employment and retained employment for each training grant as compared to the planned number of participants the grants would serve, as well as the total planned cost per participant based on entered employment and retained employment.

Table 18: Planned Performance Goals and Per Participant Costs for All Training Grants by Grant Type (as of June 30, 2012)

	Planned to Serve	Percent Served to Entered Employment	Percent Served to Retained Employment	Cost Per Planned Served	Cost Per Planned Entered Employment	Cost Per Planned Retention
ETP						
Mean	1,464	65%	58%	$2,727	$4,171	$4,689
Median	1,400	68%	55%	$3,330	$6,009	$5,468
Max	3,640	95%	95%	$16,283	$22,389	$29,852
Min	120	12%	12%	$1,317	1/	1/
PATHWAYS						
Mean	670	52%	41%	$5,804	$11,261	$14,150
Median	438	57%	47%	$7,901	$13,289	$16,443
Max	3,639	90%	90%	$16,949	$102,894*	$102,894*
Min	150	13%	13%	$1,299	$4,597	$5,744
SESP						
Mean	1,937	67%	60%	$2,853	$4,250	$4,782
Median	1,457	68%	64%	$3,776	$5,685	$6,369
Max	7,125	88%	81%	$7,646	$19,020	$19,020
Min	400	22%	22%	$842	$1,080	1/
ALL PROGRAMS						
Mean	**1,319**	**64%**	**56%**	**$3,404**	**$5,359**	**$6,131**
Median	1,100	62%	53%	$4,430	$8,030	$9,193
Max	7,125	95%	95%	$16,949	$102,894*	$102,894*
Min	120	12%	12%	$842	1/	1/

Source: Grant agreements
1/ Could not be determined because not all grantees provided complete data on planned performance in the grant agreements approved by ETA.
* The $102,894 comprises 1 grant, which is approximately 40 percent more in cost than the next highest grant. See Exhibit 4 for cost information for all grantees.

CONCLUSION

As of June 30, 2012, with 88 percent of the extended grant periods having elapsed, the impact of the Recovery Act Green Jobs training program has been limited in terms of reported employment outcomes. Complicating the assessment of the program's overall impact was the inability of sampled grantees to document between 24 percent and 44 percent of their reported employment outcomes.

Although grantees have reported achieving 90 percent of serving a collective goal of 126,493 participants, entered employment and retention results are far lower than planned. Out of a target of 81,254 participants, grantees collectively reported placing 30,857 into jobs (38 percent). Moreover, while grantees collectively projected 71,017 participants would retain employment for at least 6 months, grantees reported that only 11,613 actually did, which amounts to 16 percent of the collective goal. The low retention rate may be in part attributable to the timing of placement. For participants

placed in the quarter ending June 30, 2012, retention information will not be available until the quarter ending December 31, 2012.

Grantees were authorized to train incumbent workers who needed training to secure full-time employment, advance their careers, or retain their current jobs. Of the 81,354 participants who completed training, 42,322 (52 percent) were incumbent workers, meaning the participants were already employed when they entered the program. However, for the 81 incumbent workers we identified in our sample, we found no evidence that they needed green job training for any of these purposes.

Based on ETA guidance, grantees reported incumbent workers as entered employment if they entered a new position of employment after program completion, even if the new position was with the same employer, as long as the individuals would utilize competencies acquired through training in their new position. Of the 30,857 participants grantees reported as having entered employment, 11,657 (or 38 percent) were incumbent workers, that is those who already held jobs when training began.

For the eight grantees in our sample, we attempted to verify grantee reported performance against available supporting documentation. The sampled grantees were unable to provide documentation for 24 percent of those reported as entering employment. Moreover, they could not provide documentation for 33 percent of those reported as entering training-related employment. The inability to document reported program outcomes raises questions about what was achieved with the investment in this program.

In addition to the availability and reliability of performance data, we also identified other issues that have a direct bearing on determining the true success of the program. Examples of these include the impact of grant period extensions, meaningfulness of credentials, the duration of training, and the limitations of available employment and retention data that does not include specific information about jobs participants received.

ETA stated that once all grants have ended in September 2013, it will determine employment outcomes by using unemployment insurance and Federal employment records to obtain entered employment, employment retention, and quarterly wages. Also, ETA is conducting two comprehensive evaluations of these grants: *Green Jobs and Health Care Implementation Study* an interim report was issued February 3, 2012, and the final is expected in January 2013; and *Green Jobs and Health Care Impact Study* an interim report is expected March 2014, and the final is expected September 2017. However, because of the issues discussed throughout this report, ETA may face challenges in attempting to properly evaluate the program.

Finally, it is important to note that, while the results of this audit focused on the Recovery Act-funded Green Jobs training program, the lessons and recommendations contained in this report are applicable to other ETA discretionary grant programs and

certainly to the existing Green Jobs training program funded through ETA's regular appropriation.

RECOMMENDATIONS

We recommend the Assistant Secretary for Employment and Training:

1. Develop and utilize lessons learned from the Recovery Act - Green Jobs Training Program to improve future discretionary grant programs by:

    - Ensuring that training, placement and retention goals contained in grant agreements are sufficiently comparable among grantees to fully contribute to the overall success and cost efficiency of the program;
    - Developing a clear strategy for serving incumbent workers to ensure that grant funds are only expended on those most in need of services to obtain new employment or retain their current jobs;
    - Evaluating the benefits of short (1-5 days) and long-term (6+months) training toward improving the job prospects of incumbent and unemployed workers; and
    - Evaluating the criteria for ETA approved "credentials" to ensure that they add value to participants' career development and job prospects.

2. Improve the quality of grantee reported performance data by:

    - Clarifying grantee data collection and reporting expectations; and
    - Improving monitoring and controls over grant performance and financial data.

Elliot P. Lewis
Assistant Inspector General
for Audit

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Exhibits

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Exhibit 1

Eight Sampled Grantees

Reported Results for Eight Sampled Grantees as of June 30, 2012							
				Selected Measures (% of Proposed Goals)			
Grantee	Award Amount	Award Period	Proposed Participants Served	Served	Completed Training	Placed	Retained
CWA	$3,969,056	1/15/2010 to 1/14/2012	1,000	1,298 (130%)	831 (83%)	420 (42%)	0 (0%)
Hawaii	$6,000,000	1/29/2010 to 1/28/2013	1,300	1,688 (130%)	1,343 (103%)	273 (21%)	29 (2%)
Iowa	$5,997,000	1/29/2010 to 1/28/2013	1,600	2,000 (125%)	1,812 (113%)	156 (10%)	55 (3%)
Lehigh	$4,000,000	1/29/2010 to 6/30/2012	400	660 (165%)	274 (69%)	194 (49%)	82 (21%)
Mott	$3,662,403	1/29/2010 to 9/30/2012	300	318 (106%)	207 (69%)	111 (37%)	0 (0%)
NARC	$7,994,999	1/29/2010 to 4/28/2012	1,000	1,284 (128%)	880 (88%)	525 (53%)	246 (25%)
Providence	$2,489,111	1/29/2010 to 7/31/2012	300	287 (96%)	194 (65%)	73 (24%)	19 (6%)
Washington	$5,973,635	1/29/2010 to 6/30/2013	5,446	1,975 (36%)	1,854 (34%)	573 (11%)	322 (6%)
Totals	**$40,086,204**		**11,346**	**9,510** (84%)	**7,395** (65%)	**2,325** (20%)	**753** (7%)

Source: Grantee reported performance information as of June 30, 2012. Employment retention was based on participants employed on or before December 31, 2011.

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Exhibit 2

Participant Characteristics

Profile of Participants Served for 97 Green Job Training Grants

	ETP		PATHWAYS		SESP		ALL PROGRAMS	
	Partic-ipants	% Served	Partic-ipants	% of Part.	Partic-ipants	% Served	Partic-ipants	% Served
GENDER								
Male	34,105	85%	18,472	76%	41,994	86%	94,571	84%
Female	5,719	14%	5,664	23%	6,722	14%	18,105	16%
Not Specified	385	1%	12	0%	174	0%	571	1%
TOTAL PARTICIPANTS	40,209	100%	24,148	100%	48,890	100%	113,247	100%
DEMOGRAPHICS[1]								
Need of Updated Training in Energy Efficiency & Renewable Energy Ind.	29,141	72%	557	2%	26,029	53%	55,727	49%
Unemployed Individual	12,236	30%	19,779	82%	15,642	32%	47,657	42%
Disadvantaged Worker within Areas of Poverty	99	0%	16,901	70%	577	1%	17,577	16%
Impacted by National Energy and Environmental Policy	9,507	24%	10	0%	1,825	4%	11,342	10%
Individual with a Criminal Record	102	0%	8,344	35%	1,745	4%	10,191	9%
Eligible Veteran	3,378	8%	1,162	5%	2,855	6%	7,395	7%
Seeking Employment Path. Out of Poverty & Self-Suff.	241	1%	2,719	11%	4,023	8%	6,983	6%
High School Dropout	829	2%	4,545	19%	1,270	3%	6,644	6%
Impacted by Automotive-related Restructuring	3,134	8%	17	0%	1,774	4%	4,925	4%
Limited English Proficient	649	2%	1,400	6%	409	1%	2,458	2%
Individual with a Disability	457	1%	534	1%	510	1%	1,501	1%
RACE								
White	24,604	61%	6,806	28%	34,386	70%	65,796	58%
Black or African American	6,452	16%	12,855	53%	4,810	10%	24,117	21%
Not Specified	6,306	16%	2,632	11%	4,964	10%	13,902	12%
More Than One Race	835	2%	889	4%	1,317	3%	3,041	3%
Asian	1,291	3%	292	1%	1,275	3%	2,858	3%
American Indian or Alaska	502	1%	553	2%	1,541	3%	2,596	2%
Native Hawaiian or Other Pacific Islander	219	1%	121	1%	597	1%	937	1%
TOTAL PARTICIPANTS	**40,209**	--	**24,148**	--	**48,890**	--	**113,247**	--
EDUCATION								
High School graduate or equivalent	17,390	43%	12,883	53%	20,579	42%	50,852	45%
1 - 4 yrs. or more of college, tech or vocational school	15,077	37%	4,496	19%	14,519	30%	34,092	30%
Associates Degree/Bachelor's Degree/4+ yrs. of college	5,245	13%	1,173	5%	9,918	20%	16,336	14%
9th grade - 12th grade	2,076	5%	4,974	21%	3,599	7%	10,649	9%
8th grade and under	421	1%	622	3%	275	1%	1,318	1%
TOTAL PARTICIPANTS	**40,209**	--	**24,148**	--	**48,890**	--	**113,247**	--

[1] Participants were included in multiple demographics. Therefore, the sum of these demographics exceeds more than 100 percent.

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Exhibit 3

Extended Green Job Training Grants

GRANTEE	Start Date	End Date	Extended End Date	% Extended
SESP -- Start, End, and Extension Dates				
Alabama Department Of Economic And Community Affairs	1/29/2010	1/28/2013	6/30/2013	14%
Alaska Department Of Labor And Workforce Development	1/29/2010	1/28/2013	6/30/2013	14%
Arkansas Workforce Investment Board/Department Of Workforce Services	1/29/2010	1/28/2013	6/30/2013	14%
Idaho Department Of Labor	1/29/2010	1/28/2013	7/31/2013	17%
Maryland Department Of Labor, Licensing And Regulation	1/29/2010	1/28/2013	6/30/2013	14%
New Mexico Department Of Workforce Solutions	1/29/2010	1/28/2013	6/30/2013	14%
Oregon State Of Education	1/29/2010	1/28/2013	6/30/2013	14%
Utah Department Of Workforce Services	1/29/2010	1/28/2013	6/30/2013	14%
Washington State Workforce Training And Education Coordinating Board	1/29/2010	1/28/2013	6/30/2013	14%
SESP SUMMARY	**No. of Grants Extended:**		**9**	**14%**
PATHWAYS -- Start, End, and Extension Dates				
Alternative Opportunities, Inc.	1/29/2010	1/28/2012	7/31/2012	25%
City Of Minneapolis	1/29/2010	1/28/2012	9/28/2012	33%
CNY Works, Inc.	1/29/2010	1/28/2012	4/28/2012	12%
Consortium For Worker Education	1/29/2010	1/28/2012	12/31/2012	46%
East Harlem Employment Services, Inc.	1/29/2010	1/28/2012	6/30/2012	21%
Eastern Maine Development Corporation	1/29/2010	1/28/2012	10/28/2012	38%
Goodwill Industries International	1/29/2010	1/28/2012	12/31/2012	46%
Grand Rapids Community College	1/29/2010	1/28/2012	7/31/2012	25%
It's My Community Initiative	1/29/2010	1/28/2012	1/28/2013	50%
Jobs For The Future, Inc.	1/29/2010	1/28/2012	9/30/2012	34%
Lehigh Valley Workforce Investment Board, Inc.	1/29/2010	1/28/2012	6/30/2012	21%
Los Angeles Community College District	1/29/2010	1/28/2012	7/28/2012	25%
MDC, Inc.	1/29/2010	1/28/2012	1/31/2013	51%
Mott Community College	1/29/2010	1/28/2012	9/30/2012	34%
Moultrie Technical College	1/29/2010	1/28/2012	12/31/2012	46%
National Association Of Regional Councils	1/29/2010	1/28/2012	4/28/2012	12%
National Council Of La Raza	1/29/2010	1/28/2012	9/30/2012	34%
Opportunities Industrialization Centers Of America, Inc.	1/29/2010	1/28/2012	10/28/2012	38%
Pathstone Corporation	1/29/2010	1/28/2012	10/31/2012	38%
Providence Economic Development Partnership	1/29/2010	1/28/2012	7/31/2012	25%
Roca, Inc.	1/29/2010	1/28/2012	1/31/2013	51%
SER - Jobs For Progress Of The Texas Gulf Coast, Inc.	1/29/2010	1/28/2012	11/30/2012	42%
Southwest Housing Solutions Corporation	1/29/2010	1/28/2012	6/30/2012	21%
The Workplace, Inc.	1/29/2010	1/28/2012	4/28/2012	12%
Western Iowa Tech Community College	1/29/2010	1/28/2012	6/29/2012	21%
Workforce Development Council Of Seattle King County	1/29/2010	1/28/2012	3/31/2012	9%
Worksystems, Inc.	1/29/2010	1/28/2012	6/30/2012	21%
PATHWAYS SUMMARY	**No. of Grants Extended:**		**27**	**31%**
ETP -- Start, End, and Extension Dates				
Austin Electrical J.A.T.C.	1/15/2010	1/14/2012	7/14/2012	25%
Broward County Minority Builders Coalition	1/15/2010	1/14/2012	9/14/2012	33%
Central Vermont Community Action Council, Inc.	1/15/2010	1/14/2012	7/14/2012	25%
Community Housing Partners Corporation	1/15/2010	1/14/2012	7/14/2012	25%
H-Cap, Inc.	1/15/2010	1/14/2012	6/30/2012	23%
Heritage Community Initiatives	1/15/2010	1/14/2012	4/13/2012	12%
International Transportation Learning Center	1/15/2010	1/14/2012	8/31/2012	32%
Joint Labor Management Cooperation Committee	1/15/2010	1/14/2012	7/14/2012	25%
Labor's Community Agency, Inc.	1/15/2010	1/14/2012	3/31/2012	11%
Memphis Bioworks Foundation	1/15/2010	1/14/2012	7/14/2012	25%

Exhibit 3 (continued)

GRANTEE	Start Date	End Date	Extended End Date	% Extended
ETP -- Start, End, and Extension Dates (continued)				
Montana Electrical Joint Apprenticeship And Training Committee	1/15/2010	1/14/2012	7/15/2012	25%
Northwest Energy Efficiency Council	1/15/2010	1/14/2012	3/31/2012	11%
Ohio Electrical Labor Management Cooperative Committee, Inc.	1/15/2010	1/14/2012	3/31/2012	11%
Oregon Manufacturing Extension Partnership	1/15/2010	1/14/2012	1/14/2013	50%
SER Metro Detroit Jobs For Progress, Inc.	1/15/2010	1/14/2012	9/30/2012	36%
The Providence Plan	1/15/2010	1/14/2012	9/30/2012	36%
Thomas Shortman Training Scholarship And Safety Fund	1/15/2010	1/14/2012	6/30/2012	23%
UAW-Labor Employment And Training Corporation	1/15/2010	1/14/2012	9/30/2012	36%
Utility Workers Union of America, AFL-CIO	1/15/2010	1/14/2012	7/14/2012	25%
ETP SUMMARY	**No. of Grants Extended:**		**19**	**26%**
ALL GREEN JOB TRAINING GRANTS	**No. of Grants Extended:**		**55**	**25%**

Exhibit 4

Disparate Goals Planned by Grantees

	Grantee Name	Program	Served	Entered Employ-ment	Retain-ed	Cost Per Served	Cost Per Entered Employ-ment	Cost Per Reten-tion
1	Nevada Department Of Employ, Training And Rehabilitation	SESP	7,125	78%	74%	$842	$1,080	$1,145
2	Thomas Shortman Training Scholarship And Safety Fund	ETP	2,000	95%	95%	$1,401	$1,475	$1,475
3	Washington State Workforce Training and Education	SESP	5,446	88%	74%	$1,097	$1,252	$1,485
4	Healthcare Advancement Program, Inc.	ETP	3,520	81%	81%	$1,317	$1,626	$1,626
5	International Transportation Learning Center	ETP	3,640	85%	80%	$1,374	$1,616	$1,717
6	Montana Electrical Joint Apprenticeship And Training Committee	ETP	2,475	90%	81%	$2,020	$2,242	$2,491
7	New Jersey Department Of Labor And Workforce Development	SESP	3,412	68%	68%	$1,758	$2,596	$2,596
8	Wisconsin Department Of Workforce Development	SESP	4,508	59%	47%	$1,331	$2,264	$2,830
9	Indiana Department Of Workforce Development	SESP	2,500	86%	78%	$2,400	$2,804	$3,093
10	California Joint Labor Management Cooperation Committee	ETP	2,192	73%	73%	$2,281	$3,141	$3,141
11	Arkansas Workforce Investment Board	SESP	2,800	54%	49%	$1,738	$3,195	$3,550
12	Maryland Department Of Labor, Licensing And Regulation	SESP	2,265	76%	66%	$2,558	$3,380	$3,904
13	Workforce West Virginia	SESP	2,082	75%	70%	$2,882	$3,827	$4,096
14	Utah Department Of Workforce Services	SESP	1,400	79%	79%	$3,286	$4,152	$4,152
15	New Mexico Department Of Workforce Solutions	SESP	3,125	46%	46%	$1,920	$4,167	$4,167
16	Labor's Community Agency, Inc.	ETP	1,913	56%	45%	$1,884	$3,365	$4,210
17	Ohio Electrical Labor Management Cooperative Committee, Inc.	ETP	1,400	80%	80%	$3,447	$4,290	$4,290
18	Central Vermont Community Action Council, Inc.	ETP	2,542	44%	44%	$1,906	$4,300	$4,300
19	Wyoming Department Of Workforce Services	SESP	2,023	51%	51%	$2,222	$4,319	$4,319
20	Illinois Department Of Commerce And Economic Opportunity	SESP	1,836	71%	71%	$3,268	$4,580	$4,598
21	Iowa Workforce Development	SESP	1,600	88%	81%	$3,748	$4,284	$4,613
22	The Providence Plan	ETP	2,075	77%	39%	$1,793	$2,325	$4,650
23	Blue Green Alliance Foundation	ETP	2,063	60%	48%	$2,424	$4,039	$5,000
24	International Training Institute for Sheet Metal and A/C Industry	ETP	1,500	62%	62%	$3,330	$5,371	$5,371
25	Broward County Minority Builders Coalition	ETP	1,000	70%	60%	$3,281	$4,687	$5,468
26	Opportunities Industrialization Centers Of America, Inc.	Pathways	1,600	67%	53%	$3,063	$4,597	$5,744
27	Citrus Levy Marion Regional Workforce Development Bd, Inc.	Pathways	665	84%	78%	$4,489	$5,369	$5,785
28	Michigan Department Of Energy, Labor & Economic Growth	SESP	1,282	82%	77%	$4,540	$5,532	$5,903
29	Better Family Life, Inc.	Pathways	1,000	70%	53%	$3,305	$4,722	$6,296
30	State of Oklahoma	SESP	1,200	88%	79%	$5,000	$5,714	$6,316
31	Oregon State Department Of Education	SESP	1,247	72%	68%	$4,317	$5,995	$6,349
32	Arizona Department Of Economic Security	SESP	1,648	68%	57%	$3,641	$5,367	$6,369
33	Alabama Department Of Economic And Community Affairs	SESP	2,100	55%	43%	$2,857	$5,217	$6,667
34	Alaska Department Of Labor And Workforce Development	SESP	700	86%	77%	$5,143	$6,010	$6,679
35	State Of California Employment Development Department	SESP	1,200	80%	70%	$5,000	$6,250	$7,143
36	East Central Intergovernmental Association	ETP	392	79%	72%	$5,256	$6,646	$7,280
37	Kansas Department Of Commerce	SESP	1,580	52%	52%	$3,797	$7,281	$7,281
38	Los Angeles Community College District	Pathways	925	72%	57%	$4,324	$5,997	$7,590
38	Connecticut Employment And Training Commission	SESP	895	62%	49%	$3,754	$6,098	$7,619
40	UAW-Labor Employment And Training Corporation	ETP	725	61%	55%	$4,414	$7,273	$8,000
41	North Carolina Department Of Commerce	SESP	1,137	64%	64%	$5,256	$8,153	$8,153
42	Minnesota Department Of Employ. & Economic Development	SESP	1,495	60%	48%	$4,013	$6,689	$8,357
43	Colorado Department Of Labor And Employment	SESP	1,200	65%	59%	$4,998	$7,739	$8,412
44	Utility Workers Union of America, AFL-CIO	ETP	719	91%	82%	$6,946	$7,659	$8,436
45	East Harlem Employment Services, Inc.	Pathways	3,639	24%	15%	$1,299	$5,367	$8,489
46	Commonwealth of MA, Labor and Workforce Development	SESP	1,379	56%	48%	$4,332	$7,738	$9,065
47	State Of Ohio	SESP	1,800	36%	36%	$3,333	$9,160	$9,160
48	Oregon Manufacturing Extension Partnership	ETP	1,734	37%	31%	$2,884	$7,837	$9,225
49	South Dakota Department Of Labor	SESP	400	68%	68%	$6,250	$9,259	$9,259
50	Florida State College At Jacksonville	Pathways	390	72%	62%	$5,717	$7,907	$9,290
51	Northwest Energy Efficiency Council	ETP	875	54%	46%	$4,430	$8,195	$9,571
52	Austin Electrical JATC	ETP	1,100	46%	46%	$4,402	$9,608	$9,608
53	Hawaii Department of Labor and Industrial Relations	SESP	1,300	48%	45%	$4,615	$9,600	$10,239

Exhibit 4 (continued)

	Grantee Name	Program	Served	Entered Employ-ment	Retain-ed	Cost Per Served	Cost Per Entered Employ-ment	Cost Per Reten-tion
54	SER - Jobs For Progress Of The Texas Gulf Coast, Inc.	Pathways	400	85%	75%	$7,806	$9,184	$10,409
55	Kentucky Education and Workforce Development Cabinet	SESP	620	81%	72%	$7,646	$9,424	$10,677
56	Workforce Development Council Of Seattle King County	Pathways	475	77%	71%	$7,662	$9,971	$10,864
57	Jobs For The Future, Inc.	Pathways	1,130	81%	65%	$7,078	$8,789	$10,926
58	Northern Rural Training & Employment Consortium	Pathways	615	70%	56%	$6,504	$9,281	$11,594
59	MDC, Inc.	Pathways	734	53%	44%	$5,151	$9,670	$11,742
60	Missouri Division Of Workforce Development	SESP	810	65%	59%	$7,407	$11,429	$12,632
61	Alternative Opportunities, Inc.	Pathways	200	90%	90%	$11,541	$12,823	$12,823
62	Southwest Housing Solutions Corporation	Pathways	1,200	30%	26%	$3,333	$11,111	$12,903
63	Pathstone Corporation	Pathways	1,200	51%	51%	$6,667	$12,987	$12,987
64	The Workplace, Inc.	Pathways	700	50%	39%	$5,714	$11,429	$14,545
65	Nebraska Department Of Labor	SESP	950	37%	33%	$5,094	$13,788	$15,364
66	Providence Economic Development Partnership	Pathways	300	60%	53%	$8,297	$13,828	$15,557
67	Goodwill Industries International	Pathways	1,300	48%	36%	$5,618	$11,761	$15,639
68	National Association of Regional Councils	Pathways	1,000	50%	50%	$7,995	$15,990	$15,990
69	Memphis Bioworks Foundation	ETP	450	55%	40%	$6,514	$11,867	$16,105
70	Mi Casa Resource Center For Women, Inc.	Pathways	500	54%	45%	$7,266	$13,456	$16,220
71	City Of Minneapolis	Pathways	500	60%	48%	$8,000	$13,333	$16,667
72	Heritage Health Foundation	ETP	120	75%	70%	$11,738	$15,651	$16,769
73	Grand Rapids Community College	Pathways	1,250	24%	18%	$3,200	$13,245	$17,621
74	Moultrie Technical College	Pathways	360	58%	58%	$10,427	$18,046	$18,046
75	Idaho Department Of Labor	SESP	1,418	22%	22%	$4,225	$19,020	$19,020
76	Community Housing Partners Corporation	ETP	380	66%	53%	$10,172	$15,462	$19,327
77	Institute For Career Development, Inc.	ETP	2,000	12%	12%	$2,329	$19,412	$19,412
78	Community College Of Philadelphia	Pathways	250	81%	65%	$12,738	$15,687	$19,657
79	Consortium For Worker Education	Pathways	500	54%	37%	$8,000	$14,815	$21,739
80	Boley Centers, Inc.	Pathways	225	56%	44%	$10,225	$18,405	$23,007
81	National Council Of La Raza	Pathways	241	67%	54%	$12,713	$19,030	$23,568
82	Private Industry Council of Westmoreland/Fayette, Inc.	Pathways	250	61%	46%	$10,931	$17,861	$23,763
83	Roca, Inc.	Pathways	225	62%	44%	$10,661	$17,134	$24,477
84	Central New York Works, Inc.	Pathways	1,000	37%	15%	$3,716	$10,153	$25,452
85	Southeast Community College Area	Pathways	400	48%	23%	$5,828	$12,270	$25,903
86	West Hills Community College District	Pathways	300	49%	38%	$10,000	$20,408	$26,087
87	Eastern Maine Development Corporation	Pathways	150	60%	50%	$14,061	$23,434	$28,121
88	Western Iowa Tech Community College	Pathways	300	55%	47%	$13,332	$24,239	$28,165
89	Mott Community College	Pathways	300	53%	43%	$12,208	$22,890	$28,172
90	SER Metro Detroit Jobs For Progress, Inc.	ETP	264	73%	55%	$16,283	$22,389	$29,852
91	Worksystems, Inc.	Pathways	360	50%	35%	$11,111	$22,222	$31,746
92	It's My Community Initiative	Pathways	236	81%	32%	$16,949	$21,053	$53,333
93	Lehigh Valley Workforce Investment Board, Inc.	Pathways	400	19%	16%	$10,000	$53,333	$61,538
94	White Earth Band of Chippewa	Pathways	240	13%	13%	$12,862	$102,894	$102,894
95	Communications Workers of America	ETP	1,000	42%	1/	$3,969	$9,450	1/
96	Commonwealth Of Pennsylvania, Department Of Labor	SESP	1,379	77%	1/	$4,351	$5,655	1/
97	National Ironworkers And Employers Apprenticeship	ETP	510	1/	1/	$3,812	1/	1/

Average By Green Job Training Grant Program						
ETP	1,464	**65%**	58%	$2,727	$4,171	$4,689
PATHWAYS	670	**52%**	41%	$5,804	$11,261	$14,150
SESP	1,937	**67%**	60%	$2,853	$4,250	$4,782
All Programs	**1,319**	**64%**	**56%**	**$3,404**	**$5,359**	**$6,131**

1/ Data not available because grantee did not provide all goals in the grant agreement that was approved by ETA.

Exhibit 5

Grant Awards, Expenditures, and Training Outcomes for All Grants as of June 30, 2012

No.	Grantee Name		Awards & Expenditures	Proposed/ Reported	Served	Enrolled in Training	Completed Training	Entered Employment	Entered in Training-Related Employment	Employment Retention
SESP Grants (34 grants in total)										
1	**Alabama Department of Economic and Community Affairs**									
		Award:	$6,000,000	*Proposed:*	2,100	1,800	1,442	1,150	975	900
		Expenditures:	$3,514,396	*Reported:*	1,787	1,786	820	85	55	5
2	**Alaska Department of Labor and Workforce Development**									
		Award:	3,600,000	*Proposed:*	700	700	665	599	539	539
		Expenditures:	2,211,641	*Reported:*	756	756	733	368	359	95
3	**Arizona Department of Economic Security**									
		Award:	6,000,000	*Proposed:*	1,648	1,648	1,502	1,118	1,083	942
		Expenditures:	4,502,949	*Reported:*	2,088	2,079	1,495	832	785	166
4	**Arkansas Workforce Investment Board**									
		Award:	4,866,479	*Proposed:*	2,800	2,240	1,792	1,523	1,344	1,371
		Expenditures:	3,677,320	*Reported:*	2,796	2,795	2,376	1,533	1,394	466
5	**Colorado Department of Labor and Employment**									
		Award:	5,998,050	*Proposed:*	1,200	1,200	830	775	760	713
		Expenditures:	4,405,627	*Reported:*	1,842	1,833	1,331	300	299	149
6	**Commonwealth of MA, Labor and Workforce Development**									
		Award:	5,973,657	*Proposed:*	1,379	1,379	1,164	772	681	659
		Expenditures:	4,161,004	*Reported:*	1,576	1,568	1,223	518	482	250
7	**Commonwealth of Pennsylvania, Department of Labor**									
		Award:	6,000,000	*Proposed:*	1,379	1,061	1,061	1,061	0	0
		Expenditures:	4,602,787	*Reported:*	1,731	1,712	1,056	462	343	154
8	**Connecticut Employment and Training Commission**									
		Award:	3,360,000	*Proposed:*	895	895	813	551	486	441
		Expenditures:	2,066,033	*Reported:*	886	884	749	150	135	71
9	**Kentucky Education and Workforce Development Cabinet**									
		Award:	4,740,457	*Proposed:*	620	620	560	503	469	444
		Expenditures:	2,123,896	*Reported:*	648	648	441	84	77	17
10	**Hawaii Department of Labor and Industrial Relations**									
		Award:	6,000,000	*Proposed:*	1,300	1,243	1,172	625	0	586
		Expenditures:	3,844,291	*Reported:*	1,688	1,683	1,343	273	226	29
11	**Idaho Department of Labor**									
		Award:	5,991,184	*Proposed:*	0	1,418	569	315*	356	315
		Expenditures:	4,055,149	*Reported:*	954	954	280	162	148	12
12	**Illinois Department of Commerce and Economic Opportunity**									
		Award:	6,000,000	*Proposed:*	1,836	1,836	1,694	1,310	1,310	1,305
		Expenditures:	3,245,341	*Reported:*	1,063	1,061	592	148	129	23
13	**Indiana Department of Workforce Development**									
		Award:	6,000,000	*Proposed:*	2,500	2,500	2,190	2,140	2,075	1,940
		Expenditures:	2,080,164	*Reported:*	838	827	531	137	133	20

Exhibit 5 (continued)

Grant Awards, Expenditures, and Training Outcomes for all Grants as of June 30, 2012

No.	Grantee Name		Awards & Expenditures	Proposed/ Reported	Served	Enrolled in Training	Completed Training	Entered Employment	Entered in Training-Related Employment	Employment Retention
14	**Iowa Workforce Development**									
		Award:	5,997,000	*Proposed:*	1,600	1,600	1,500	1,400	1,000	1,300
		Expenditures:	3,516,636	*Reported:*	2,000	1,994	1,812	156	108	55
15	**Kansas Department of Commerce**									
		Award:	5,999,890	*Proposed:*	1,580	1,316	1,053	824*	927	824
		Expenditures:	3,338,415	*Reported:*	952	946	421	197	182	45
16	**Maryland Department of Labor, Licensing and Regulation**									
		Award:	5,793,183	*Proposed:*	2,265	2,265	1,833	1,714	1,415	1,484
		Expenditures:	3,906,329	*Reported:*	1,577	1,577	1,375	169	169	7
17	**Michigan Department of Energy, Labor and Economic Growth**									
		Award:	5,819,999	*Proposed:*	1,282	1,137	0	1,052	0	986
		Expenditures:	3,302,884	*Reported:*	951	951	609	298	255	121
18	**Minnesota Department of Employ. and Economic Development**									
		Award:	6,000,000	*Proposed:*	1,495	1,495	1,196	897	628	718
		Expenditures:	2,109,857	*Reported:*	1,462	1,458	983	319	274	178
19	**Missouri Division of Workforce Development**									
		Award:	6,000,000	*Proposed:*	810	810	635	525	505	475
		Expenditures:	2,735,437	*Reported:*	692	692	432	111	85	25
20	**Nebraska Department of Labor**									
		Award:	4,839,511	*Proposed:*	950	867	737	351	329	315
		Expenditures:	2,793,762	*Reported:*	1,315	1,309	473	136	94	13
21	**Nevada Department of Employ, Training and Rehabilitation**									
		Award:	6,000,000	*Proposed:*	7,125	7,125	6,289	5,557	732	5,238
		Expenditures:	3,555,499	*Reported:*	2,890	2,869	2,210	332	284	85
22	**New Jersey Department of Labor and Workforce Development**									
		Award:	6,000,000	*Proposed:*	3,412	3,412	3,073	2,311**	0	2,311
		Expenditures:	1,088,759	*Reported:*	831	831	410	191	191	0
23	**New Mexico Department of Workforce Solutions**									
		Award:	5,999,989	*Proposed:*	3,125	2,500	2,000	1,440*	1,800	1,440
		Expenditures:	2,656,293	*Reported:*	1,238	1,203	882	223	221	57
24	**North Carolina Department of Commerce**									
		Award:	5,976,512	*Proposed:*	1,137	1,137	998	733**	783	733
		Expenditures:	3,346,308	*Reported:*	1,252	1,213	775	516	491	108
25	**Oregon State Department of Education**									
		Award:	5,383,568	*Proposed:*	1,247	1,247	1,060	898	811	848
		Expenditures:	3,698,261	*Reported:*	1,178	1,159	589	345	299	147
26	**South Dakota Department of Labor**									
		Award:	2,500,000	*Proposed:*	400	300	285	270	257	270
		Expenditures:	2,112,836	*Reported:*	393	267	126	112	91	28
27	**State of California Employment Development Department**									
		Award:	6,000,000	*Proposed:*	1,200	1,200	960	960	900	840
		Expenditures:	4,877,002	*Reported:*	1,076	1,016	521	293	273	12

Exhibit 5 (continued)

Grant Awards, Expenditures, and Training Outcomes for all Grants as of June 30, 2012

No.	Grantee Name		Awards & Expenditures	Proposed/ Reported	Served	Enrolled in Training	Completed Training	Entered Employment	Entered in Training-Related Employment	Employment Retention
28	**State of Ohio**									
		Award:	6,000,000	*Proposed:*	1,800	1,600	1,500	655**	200	655
		Expenditures:	729,034	*Reported:*	1,373	1,373	1,364	0	0	0
29	**State of Oklahoma**									
		Award:	6,000,000	*Proposed:*	1,200	1,200	1,100	1,050	1,000	950
		Expenditures:	3,689,721	*Reported:*	3,133	3,126	2,558	1,351	1,294	605
30	**Utah Department of Workforce Services**									
		Award:	4,600,000	*Proposed:*	1,400	1,400	0	1,108**	955	1,108
		Expenditures:	2,871,467	*Reported:*	1,076	1,068	219	80	73	0
31	**Washington State Workforce Training and Education**									
		Award:	5,973,635	*Proposed:*	5,446	5,174	4,915	4,771	4,731	4,022
		Expenditures:	3,598,231	*Reported:*	1,975	1,975	1,854	573	549	322
32	**Wisconsin Department of Workforce Development**									
		Award:	6,000,000	*Proposed:*	4,508	4,206	2,944	2,650	2,503	2,120
		Expenditures:	2,511,455	*Reported:*	2,800	2,800	320	302	302	0
33	**Workforce West Virginia**									
		Award:	6,000,000	*Proposed:*	2,082	2,002	1,749	1,568	0	1,465
		Expenditures:	3,782,230	*Reported:*	1,252	1,184	1,042	408	207	25
34	**Wyoming Department of Workforce Services**									
		Award:	4,495,704	*Proposed:*	2,023	0	1,755	1,041	0	1,041
		Expenditures:	2,415,733	*Reported:*	821	784	505	276	237	0
Subtotals for SESP grants:										
		Award:	**$187,908,818**	***Proposed:***	64,444	60,533	51,036	44,217	29,554	39,298
		Expenditures:	**$107,126,748**	***Reported:***	48,890	48,381	32,450	11,440	10,244	3,290
Pathways Grants (38 grants in total)										
35	**Alternative Opportunities, Inc.**									
		Award:	$2,308,200	*Proposed:*	200	200	200	180**	160	180
		Expenditures:	$2,098,818	*Reported:*	166	166	105	70	39	56
36	**Better Family Life, Inc.**									
		Award:	3,305,493	*Proposed:*	1,000	900	783	700	700	525
		Expenditures:	3,218,272	*Reported:*	1,235	928	817	351	336	40
37	**Boley Centers, Inc.**									
		Award:	2,300,678	*Proposed:*	225	150	127	125	80	100
		Expenditures:	1,844,031	*Reported:*	247	180	111	59	35	24
38	**Citrus Levy Marion Regional Workforce Development Bd, Inc.**									
		Award:	2,985,175	*Proposed:*	665	665	556	556	556	516
		Expenditures:	1,708,204	*Reported:*	344	341	258	131	55	80
39	**City of Minneapolis**									
		Award:	4,000,000	*Proposed:*	500	500	400	300	210	240
		Expenditures:	3,951,374	*Reported:*	586	586	482	292	206	193

Exhibit 5 (continued)

Grant Awards, Expenditures, and Training Outcomes for all Grants as of June 30, 2012

No.	Grantee Name		Awards & Expenditures	Proposed/ Reported	Served	Enrolled in Training	Completed Training	Entered Employment	Entered in Training-Related Employment	Employment Retention
40	**Central New York Works, Inc.**									
		Award:	3,715,931	*Proposed:*	1,000	750	488	366	293	146
		Expenditures:	2,281,251	*Reported:*	1,387	472	293	122	102	77
41	**Community College of Philadelphia**									
		Award:	3,184,428	*Proposed:*	250	250	225	203	195	162
		Expenditures:	1,990,681	*Reported:*	243	243	165	74	40	20
42	**Consortium for Worker Education**									
		Award:	4,000,000	*Proposed:*	500	448	378	270	188	184
		Expenditures:	3,637,430	*Reported:*	585	566	311	183	137	16
43	**East Harlem Employment Services, Inc.**									
		Award:	4,728,419	*Proposed:*	3,639	1,819	1,258	881	818	557
		Expenditures:	4,568,047	*Reported:*	1,998	1,905	1,174	504	283	118
44	**Eastern Maine Development Corporation**									
		Award:	2,109,088	*Proposed:*	150	135	110	90	65	75
		Expenditures:	1,648,905	*Reported:*	109	95	70	39	34	14
45	**Florida State College at Jacksonville**									
		Award:	2,229,642	*Proposed:*	390	390	332	282	240	240
		Expenditures:	1,511,806	*Reported:*	288	287	199	110	62	0
46	**Goodwill Industries International**									
		Award:	7,303,634	*Proposed:*	1,300	997	764	621	571	467
		Expenditures:	7,054,541	*Reported:*	1,668	1,349	997	657	266	441
47	**Grand Rapids Community College**									
		Award:	4,000,000	*Proposed:*	1,250	1,080	464	302	151	227
		Expenditures:	3,931,337	*Reported:*	665	499	300	165	109	72
48	**It's My Community Initiative**									
		Award:	4,000,000	*Proposed:*	236	236	214	190	5	75
		Expenditures:	2,844,414	*Reported:*	612	247	195	98	83	13
49	**Jobs for the Future, Inc.**									
		Award:	7,997,936	*Proposed:*	1,130	1,100	997	910	848	732
		Expenditures:	7,075,153	*Reported:*	1,283	1,282	888	532	419	261
50	**Lehigh Valley Workforce Investment Board, Inc.**									
		Award:	4,000,000	*Proposed:*	400	225	100	75	70	65
		Expenditures:	3,819,407	*Reported:*	660	324	274	194	169	82
51	**Los Angeles Community College District**									
		Award:	4,000,000	*Proposed:*	925	925	878	667	600	527
		Expenditures:	3,983,177	*Reported:*	1,028	904	605	246	190	0
52	**MDC, Inc.**									
		Award:	3,780,816	*Proposed:*	734	711	580	391	318	322
		Expenditures:	2,946,411	*Reported:*	679	679	359	182	89	69
53	**Mi Casa Resource Center for Women, Inc.**									
		Award:	3,633,195	*Proposed:*	500	500	400	270	50	224
		Expenditures:	3,604,279	*Reported:*	727	544	511	220	168	53

Exhibit 5 (continued)

Grant Awards, Expenditures, and Training Outcomes for all Grants as of June 30, 2012

No.	Grantee Name		Awards & Expenditures	Proposed/ Reported	Served	Enrolled in Training	Completed Training	Entered Employment	Entered in Training-Related Employment	Employment Retention
54	**Mott Community College**									
		Award:	3,662,403	*Proposed:*	300	200	170	160	140	130
		Expenditures:	3,279,607	*Reported:*	318	318	207	111	107	0
55	**Moultrie Technical College**									
		Award:	3,753,579	*Proposed:*	360	324	260	208*	208	208
		Expenditures:	2,770,523	*Reported:*	143	123	20	4	2	0
56	**National Association of Regional Councils**									
		Award:	7,994,999	*Proposed:*	1,000	800	600	500	500	500
		Expenditures:	7,924,565	*Reported:*	1,284	966	880	525	346	246
57	**National Council of La Raza**									
		Award:	3,063,839	*Proposed:*	241	241	216	161	139	130
		Expenditures:	2,649,139	*Reported:*	333	322	182	105	70	66
58	**Northern Rural Training & Employment Consortium**									
		Award:	4,000,000	*Proposed:*	615	554	443	431	420	345
		Expenditures:	4,000,000	*Reported:*	586	581	436	188	144	33
59	**Opportunities Industrialization Centers of America, Inc.**									
		Award:	4,900,000	*Proposed:*	1,600	1,350	0	1,066	1,066	853
		Expenditures:	4,436,641	*Reported:*	1,020	903	804	392	170	163
60	**Pathstone Corporation**									
		Award:	8,000,000	*Proposed:*	1,200	1,176	660	616**	360	616
		Expenditures:	5,689,966	*Reported:*	1,408	1,058	411	359	267	20
61	**Private Industry Council of Westmoreland/Fayette, Inc.**									
		Award:	2,732,719	*Proposed:*	250	245	191	153	120	115
		Expenditures:	2,699,127	*Reported:*	557	504	290	248	210	95
62	**Providence Economic Development Partnership**									
		Award:	2,489,111	*Proposed:*	300	240	225	180	0	160
		Expenditures:	2,136,431	*Reported:*	287	250	194	73	41	19
63	**Roca, Inc.**									
		Award:	2,398,778	*Proposed:*	225	225	150	140	110	98
		Expenditures:	1,987,517	*Reported:*	244	214	129	128	46	71
64	**SER - Jobs for Progress of the Texas Gulf Coast, Inc.**									
		Award:	3,122,554	*Proposed:*	400	400	360	340	320	300
		Expenditures:	2,866,614	*Reported:*	406	406	385	330	200	170
65	**Southeast Community College Area**									
		Award:	2,331,278	*Proposed:*	400	400	220	190	110	90
		Expenditures:	1,544,168	*Reported:*	249	246	110	65	30	0
66	**Southwest Housing Solutions Corporation**									
		Award:	4,000,000	*Proposed:*	1,200	425	410	360	320	310
		Expenditures:	4,000,000	*Reported:*	449	449	338	189	130	123
67	**The WorkPlace, Inc.**									
		Award:	4,000,000	*Proposed:*	700	600	500	350	320	275
		Expenditures:	3,868,575	*Reported:*	585	504	437	172	100	52

Exhibit 5 (continued)

Grant Awards, Expenditures, and Training Outcomes for all Grants as of June 30, 2012

No.	Grantee Name		Awards & Expenditures	Proposed/ Reported	Served	Enrolled in Training	Completed Training	Entered Employment	Entered in Training-Related Employment	Employment Retention
68	**West Hills Community College District**									
		Award:	3,000,000	*Proposed:*	300	300	210	147	126	115
		Expenditures:	3,000,000	*Reported:*	356	354	318	242	193	156
69	**Western Iowa Tech Community College**									
		Award:	3,999,459	*Proposed:*	300	300	222	165	142	142
		Expenditures:	3,568,671	*Reported:*	365	365	255	94	84	0
70	**White Earth Band of Chippewa**									
		Award:	3,086,817	*Proposed:*	240	240	100	30**	25	30
		Expenditures:	2,482,921	*Reported:*	136	126	80	16	9	1
71	**Workforce Development Council of Seattle King County**									
		Award:	3,639,530	*Proposed:*	475	450	406	365	275	335
		Expenditures:	3,505,998	*Reported:*	491	489	442	256	144	59
72	**Worksystems, Inc.**									
		Award:	4,000,000	*Proposed:*	360	300	225	180	160	126
		Expenditures:	3,983,081	*Reported:*	421	351	252	193	164	112
Subtotals for Pathways grants:										
		Award:	**$147,757,701**	***Proposed:***	25,460	20,751	14,822	13,121	10,979	10,442
			$130,111,082	***Reported:***	24,148	20,126	14,284	7,919	5,279	3,015
ETP Grants (25 grants in total)										
73	**Austin Electrical JATC**									
		Award:	$4,842,424	*Proposed:*	1,100	1,100	950	504**	504	504
		Expenditures:	$4,719,965	*Reported:*	2,006	2,006	1,199	111	35	79
74	**Blue Green Alliance Foundation**									
		Award:	5,000,000	*Proposed:*	2,063	2,063	1,650	1,238	1,000	1,000
		Expenditures:	4,816,335	*Reported:*	1,663	1,663	1,660	472	367	160
75	**Broward County Minority Builders Coalition**									
		Award:	3,280,656	*Proposed:*	1,000	900	700	700	600	600
		Expenditures:	2,507,934	*Reported:*	550	547	481	281	101	99
76	**California Joint Labor Management Cooperation Committee**									
		Award:	5,000,000	*Proposed:*	2,192	2,192	2,082	1,592**	1,592	1,592
		Expenditures:	4,857,393	*Reported:*	2,106	2,106	1,867	1,510	1,510	1,009
77	**Central Vermont Community Action Council, Inc.**									
		Award:	4,846,195	*Proposed:*	2,542	2,542	2,397	1,127**	1,127	1,127
		Expenditures:	4,628,670	*Reported:*	2,431	2,369	2,330	1,933	1,805	845
78	**Community Housing Partners Corporation**									
		Award:	3,865,480	*Proposed:*	380	350	320	250	200	200
		Expenditures:	3,616,499	*Reported:*	568	523	443	340	287	200
79	**Communications Workers of America**									
		Award:	3,969,056	*Proposed:*	1,000	1,000	1,000	420	0	0
		Expenditures:	3,969,056	*Reported:*	1,298	849	831	420	418	0

Exhibit 5 (continued)

Grant Awards, Expenditures, and Training Outcomes for all Grants as of June 30, 2012

No.	Grantee Name		Awards & Expenditures	Proposed/ Reported	Served	Enrolled in Training	Completed Training	Entered Employment	Entered in Training-Related Employment	Employment Retention
80	**East Central Intergovernmental Association**									
		Award:	2,060,250	*Proposed:*	392	392	344	310	283	283
		Expenditures:	1,733,393	*Reported:*	367	367	335	149	71	64
81	**Healthcare Advancement Program, Inc.**									
		Award:	4,637,551	*Proposed:*	3,520	3,472	3,420	2,852**	2,852	2,852
		Expenditures:	4,261,705	*Reported:*	2,774	2,590	2,250	162	157	37
82	**Heritage Health Foundation**									
		Award:	1,408,601	*Proposed:*	120	120	102	90	84	84
		Expenditures:	1,271,171	*Reported:*	431	148	113	75	42	42
83	**Institute for Career Development, Inc.**									
		Award:	4,658,983	*Proposed:*	2,000	1,900	1,200	240**	240	240
		Expenditures:	4,658,983	*Reported:*	1,160	1,034	642	209	124	16
84	**International Training Institute for Sheet Metal and A/C Industry**									
		Award:	4,995,188	*Proposed:*	1,500	1,500	1,482	930*	930	930
		Expenditures:	1,804,611	*Reported:*	380	380	361	30	30	7
85	**International Transportation Learning Center**									
		Award:	5,000,000	*Proposed:*	3,640	3,640	3,276	3,095	3,095	2,912
		Expenditures:	4,878,617	*Reported:*	5,655	5,655	5,576	0	0	0
86	**Labor's Community Agency, Inc.**									
		Award:	3,604,162	*Proposed:*	1,913	1,817	1,530	1,071	856	856
		Expenditures:	3,603,324	*Reported:*	2,482	2,432	2,395	1,124	972	906
87	**Memphis Bioworks Foundation**									
		Award:	2,931,103	*Proposed:*	450	395	314	247	192	182
		Expenditures:	2,891,340	*Reported:*	536	480	406	186	150	127
88	**Montana Electrical Joint Apprenticeship and Training Committee**									
		Award:	5,000,000	*Proposed:*	2,475	2,475	2,450	2,230	2,007	2,007
		Expenditures:	4,986,886	*Reported:*	3,491	3,491	3,478	330	330	0
89	**National Ironworkers and Employers Apprenticeship**									
		Award:	1,943,931	*Proposed:*	510	510	510	0	0	0
		Expenditures:	1,729,989	*Reported:*	631	631	622	461	42	152
90	**Northwest Energy Efficiency Council**									
		Award:	3,876,171	*Proposed:*	875	750	675	473	405	405
		Expenditures:	3,624,758	*Reported:*	780	769	577	288	225	113
91	**Ohio Electrical Labor Management Cooperative Committee, Inc.**									
		Award:	4,826,073	*Proposed:*	1,400	1,400	1,288	1,125**	1,125	1,125
		Expenditures:	4,805,320	*Reported:*	2,434	2,434	2,371	1,182	1,143	388
92	**Oregon Manufacturing Extension Partnership**									
		Award:	5,000,000	*Proposed:*	1,734	1,734	1,672	638	542	542
		Expenditures:	4,089,778	*Reported:*	2,605	2,599	1,888	405	349	172
93	**SER Metro Detroit Jobs for Progress, Inc.**									
		Award:	4,298,673	*Proposed:*	264	240	216	192	144	144
		Expenditures:	4,088,303	*Reported:*	328	328	256	184	142	82

Exhibit 5 (continued)

Grant Awards, Expenditures, and Training Outcomes for all Grants as of June 30, 2012

No.	Grantee Name		Awards & Expenditures	Proposed/ Reported	Served	Enrolled in Training	Completed Training	Entered Employment	Entered in Training-Related Employment	Employment Retention
94	**The Providence Plan**									
		Award:	3,720,000	*Proposed:*	2,075	1,775	1,600	1,600	800	800
		Expenditures:	3,402,279	*Reported:*	1,245	1,220	1,164	763	725	246
95	**Thomas Shortman Training Scholarship and Safety Fund**									
		Award:	2,802,269	*Proposed:*	2,000	2,000	1,900	1,900**	1,900	1,900
		Expenditures:	2,802,269	*Reported:*	2,507	2,507	2,150	21	21	13
96	**UAW-Labor Employment and Training Corporation**									
		Award:	3,200,000	*Proposed:*	725	725	550	440	400	400
		Expenditures:	2,668,618	*Reported:*	1,030	983	692	337	302	116
97	**Utility Workers Union of America, AFL-CIO**									
		Award:	4,993,922	*Proposed:*	719	719	672	652	592	592
		Expenditures:	4,899,699	*Reported:*	751	747	533	525	525	435
Subtotals for ETP grants:										
		Award:	**$99,760,688**	***Proposed:***	36,589	35,711	32,300	23,916	21,470	21,277
		Expenditures:	**$91,316,895**	***Reported:***	40,209	38,858	34,620	11,498	9,873	5,308
TOTALS FOR ALL 97 GREEN JOB TRAINING GRANTS										
		Award:	**$435,427,207**	***Proposed:***	**126,493**	**116,995**	**98,158**	**81,254**	**62,003**	**71,017**
		Expenditures:	**$328,554,725**	***Reported:***	**113,247**	**107,365**	**81,354**	**30,857**	**25,396**	**11,613**

* The number for "Entered Employment" was not provided by ETA. Therefore, the number proposed as "Employment Retention" was used for consistency.

** The number for "Entered Employment" provided by ETA was less than the proposed "Employment Retention". As a result, the number proposed as "Employment Retention" was used.

Appendices

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Appendix A

Background

The American Recovery and Reinvestment Act of 2009 (Recovery Act) was signed by President Obama on February 17, 2009. The purpose of the Recovery Act was to assist those most impacted by the recession by creating and preserving jobs. The Recovery Act provided $500 million for research, labor exchange, and job training projects to prepare workers for careers in energy efficiency and renewable energy as described in section 171(e)(1)(B) of the Workforce Investment Act (WIA) - also known as *The Green Jobs Act of 2007*. The main focus of the Green Jobs program was to prepare individuals for jobs in Green industry sectors through three separate training areas: State Energy Section Partnership (SESP), Pathways Out of Poverty (Pathways), and Energy Training Partnership (ETP).

On September 30, 2011 we issued a report entitled, "Recovery Act: Slow Pace Placing Workers into Jobs Jeopardizes Employment Goals of the Green Jobs Program," report number 18-11-004-03-390, on the status of the Recovery Act-funded green job grants. This report was in response to a request from the Honorable Charles E. Grassley, then Ranking Member of the Senate Committee on Finance. Specifically, Senator Grassley requested an audit of Recovery Act funds spent on green jobs, the definition used by the Department of Labor for what constitutes a green job, and the number and duration of the jobs created pursuant to the funds expended.

We reported that grantees might not be able to meet their planned expenditures or goals for placing participants before grant periods expired. In response to our report, ETA stated it expected grantees' performance to increase significantly and all funds would be expended by September 30, 2013. Since our report was issued, ETA extended 46 of the 63 Pathways and ETP grant periods of performance set to expire in January 2012 from 2 months to 1 year to allow grantees additional time to expend funds and assist participants with training and employment. Furthermore, ETA extended 9 of the 34 SESP grants set to expire in January 2013 by 5 to 6 months.

A description of the three competitive grant programs follows:

1. SESP is a training program designed to provide participants with technical and occupational skills training in the Green Job industry sector. On June 24, 2009, ETA issued the grant solicitation. Eligible SESP grant applicants included State Workforce Investment Boards (WIBs) located throughout all 50 States, the District of, Columbia, and U.S. territories as in Section VI.B.2.iv. WIBs were to deliver services to participants by working with regional Work Force Investment Boards, and One Stop Career Centers.

   On January 29, 2010, ETA awarded 34 SESP grants for approximately $190 million, with a grant execution period of 36 months that ended January 28, 2013. However, ETA has extended 9 of the 34 grants. The longest extension will end July 31, 2013.

The target population for SESP grants included: workers impacted by changes in national energy and environmental policy, individuals in need of updated, training skills related to the energy efficiency, in renewable energy industries sectors; Veterans, and unemployed individuals.

2. Pathways is a training program designed to provide participants with technical and occupational skills training in the Green Job industry sector, as a pathway out of poverty and into employment. On June 24, 2009, ETA issued the grant solicitation. Eligible Pathways grant applicants included National entities; or local entities that had experience serving the targeted population.

   On January 29, 2010**,** ETA awarded 38 Pathway grants for approximately $150 million, with a grant execution period of 24 months that ended January 28, 2012. However, ETA has extended 27 of the 38 grants. The longest extension will end January 31, 2013.

   The targeted population for Pathway grants included: individuals 18 years old or older who were unemployed, high school dropouts, or had a criminal record, and disadvantaged individuals in areas of high poverty.

3. ETP is a training program designed to provide participants with technical and occupational skills training in the Green Job industry sector. On June 24, 2009, the grants were solicited. Eligible ETP grants applicants included private nonprofit organizations that were under one of two categories; National labor-management organizations with local networks; or Statewide/ local nonprofit partnerships that were expected to work with labor organizations, employers, and WIBs. The purpose of the program was to assist workers impacted by national energy and environmental policy changes.

   On January 15, 2010, ETA awarded 25 ETP grants for approximately $100 million, with a grant execution period of 24 months that ended January 14, 2012. However, ETA has extended 19 of the 25 grants. The longest extension will end January 14, 2013.

   The targeted population for ETP grants included: workers impacted by changes in national energy and environmental policy, individuals in need of updated training skills related to energy efficiency in renewable energy industry sectors, veterans, and unemployed individuals.

Appendix B

Objective, Scope, Methodology, and Criteria

Objective

We conducted this follow-up audit as part of our audit oversight responsibilities and in response to a request for an update on our previous audit from the Honorable Darrell E. Issa, Chairman, House Oversight and Government Reform Committee. Our overall audit objective was to assess the impact of the Green Jobs training program by answering the following questions:

1) Who was served and what training did participants receive?

2) What were the entered employment and retention outcomes for participants?

Scope

The scope of the audit was reported performance outcomes and expenditures for the universe of 97 Green Job training grants totaling $435.4 million based on grantee data as of June 30, 2012. Since grantees continue to update and report participant training and employment activity, we used real-time data provided by ETA on August 21, 2012, representing performance outcomes as of June 30, 2012. For employment retention, we considered entered employment only for participants placed on or before December 31, 2011, since this measure requires a participant to be employed two quarters after the employment date.

Grants were awarded in December 2009 and January 2010 with various end dates. ETA extended 46 of the 63 Pathways and ETP grant periods of performance set to expire in January 2012 from 2 months to 1 year. Furthermore, ETA extended 9 of the 34 SESP grants set to expire in January 2013 by 5 to 6 months. Currently, all grants are scheduled to end by July 31, 2013.

We selected a statistical sample of 8 grants totaling $40.1 million and covering 9,510 participants served. The 8 sampled grantees included 3 SESP, 4 Pathways, and 1 ETP. Fieldwork for sampled grants was conducted prior to the release of June 2012 data. Therefore, for our sampled grants, we reviewed the March 31, 2012, training programs, expenditures and performance outcomes. Onsite reviews were conducted for all sampled grants.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. While grantee entered employment and retention data was limited in some cases, we believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objective.

Methodology

Grants were reviewed to determine the impact of the Green Jobs training programs on participants in preparing and placing them for jobs in the energy efficiency and renewable energy sectors. For sampled grants, we reviewed quarterly financial and performance reports to determine expenditures, types and lengths of training offered, and performance outcomes met. Fieldwork was conducted at ETA headquarters in Washington, DC and sampled grantee locations.

In performing the audit, ETA provided a detailed listing of all Green Job grant awards. We performed a data reliability assessment to ensure we had complete and accurate grant award data. To determine whether the data was reliable to select our sample, we compared the total of all grant awards on the grant award listing provided by ETA to the amount authorized by the Recovery Act. The difference in the amounts was for program administration. We also reconciled sampled grant agreements to the listing provided by ETA. We did not identify any differences. We concluded the data to be sufficiently reliable for our purposes.

To identify and assess internal controls relevant to our audit objectives, we interviewed relevant ETA National and regional personnel, grantee personnel and reviewed available policies and procedures. In planning and performing our audit, we considered internal controls of ETA's system of assessing and communicating grantee information by obtaining an understanding of the program's internal controls, to determine whether internal controls had been placed in operation, assessed control risk, and performed tests of internal controls in order to determine our auditing procedures for the purpose of achieving our objectives. Our consideration of ETA's internal control for communication of grantee information would not necessarily disclose all matters that might be significant deficiencies because of the inherent limitations in internal controls, misstatement, or losses, non-compliance may nevertheless occur and not be detected.

To gain a better understanding of the impact of the Green Jobs training programs on participants, from the universe of 97 training grants, we statistically selected a sample of 8 grants, totaling $40,086,204 million (9 percent). Grants were statistically selected using a risk assessment that factored performance, expenditures, and correlation of outcomes completed to expenditure rates to arrive at a final risk rating. The results of the risk analysis were used to stratify grants into four strata based on meeting proposed goals (3 strata), and the average cost per placement over $12,000 (1 stratum). Subsequently, 2 grants were randomly selected from each stratum. From the sampled grants, we randomly selected 463 participants to test from the sample universe using a 95 percent confidence level and +/- 10 percent sampling precision. While statistically selected, the results of audit tests for the 463 participants selected at the sampled grantees are only projectable to the sample of 8 grantees.

SAMPLED GRANTEES				
Grantee	**Grant Type**	**Award**	**Sample Size**	**Total Participants Served**
NARC	Pathways	$ 7,994,999	93	1,284
Hawaii	SESP	6,000,000	72	1,688
Iowa	SESP	5,997,000	56	2,000
Washington State	SESP	5,973,635	82	1,975
Lehigh	Pathways	4,000,000	40	660
CWA	ETP	3,969,056	85	1,298
Mott	Pathways	3,662,403	18	318
Providence	Pathways	2,489,111	17	287
TOTALS		**$ 40,086,204**	**463**	**9,510**

On-site reviews were conducted for all sampled grants. OIG staff conducted on-site reviews at 2 of the 8 grantee locations. The remaining 6 locations were conducted by a CPA firm under contract to the OIG. During onsite reviews, we reconciled costs and performance information reported to the general ledger and other records provided by the grantee. We validated performance information reported by each grantee to ETA for the 463 sampled participants. An audit of expenditures was not performed.

Criteria

We used the following criteria to accomplish our audit:

- American Recovery and Reinvestment Act of 2009, dated February 17, 2009
- Green Jobs Act of 2007, dated July 27, 2007
- ETA's Core Monitoring Guide
- Energy Policy Act of 2005, dated August 8, 2005
- Employment and Training Order No. 1-08
- Employment and Training Order No. 44-08
- SGAs for Energy Training partnerships (ETP)
- SGAs for State Energy Sector partnerships (SESP)
- SGAs for Pathways out of poverty (Pathways)

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Appendix C

Acronyms

ARRA	American Recovery and Reinvestment Act of 2009
CPR	Cardiopulmonary Resuscitation
CWA	Communication Workers of America National Education and Training Trust
ETA	Employment and Training Administration
ESL	English as a Second Language
ETP	Energy Training Partnership
Hawaii	Hawaii Department of Labor and Industrial Relations
Hazwoper	Hazardous Waste Operations and Emergency Response
HVAC	Heating, Ventilation and Air Conditioning
Iowa	Iowa Workforce Development
Lehigh	Lehigh Valley Workforce Investment Board
LEED	Leadership in Energy and Environmental Design
MSHA	Mine Safety and Health Administration
MSSC	Manufacturing Skills Standards Council
Mott	Mott Community College
NARC	National Association of Regional Councils
OIG	Office of Inspector General
OSHA	Occupational Safety and Health Administration
Pathways	Pathways Out of Poverty
Providence	Providence Economic Development Partnership
RRP	Lead Safety Renovation, Repairs and Painting
Recovery Act	American Recovery and Reinvestment Act of 2009

SGA	Solicitation for Grant Application
SESP	State Energy Sector Partnership
TEGL	Training and Employment Guidance Letter
Washington State	Washington State Workforce Training and Education Coordinating Board
WIA	Workforce Investment Act
WIB	Workforce Investment Board

Appendix D

Glossary

Terms Related to Performance Reporting for Green Job Training Grants

Completer - Participants who successfully completed one or more industry and/or occupational skills education and job training activities during the reporting period. Participants can only be noted as completing an education/job training activity *once*.

Credential - An award that recognizes a person's attainment of measurable technical or occupational skills need to obtain employment or advance within an occupation. The term encompasses educational certificates or degrees, occupational licenses, registered apprenticeship, and industry-recognized certifications. Types of organizations and institutions that issue credentials include, but are not limited to: state education agency; accredited institution of higher education; professional, industry or employer organization; ETA or state apprenticeship agency; public regulatory agency that issues occupational licenses; Department of Veterans Affairs; Job Corps; and higher education institutions controlled or chartered by Native American tribe or tribes. Participants must successfully complete training to be counted as obtaining a credential.

Enrolled in training activities - Participant that begins receiving industry and/or occupational skills education and job training activities for the first time during the reporting period. This does not include those who receive only career awareness or career exploration activities.

Entered employment - Participants who complete education/job training activities and who obtain unsubsidized employment. Incumbent workers may be counted as "entered employment" only if they enter a new position after program completion, even if the new position is with the same employer.

Green industry sector - Energy efficiency and renewable energy industries identified in WIA section 171 (e)(1) (B) (ii) and other "green" industries defined by Green Job training grantee in their statement of work, and includes green occupations in other high growth and emerging industries.

Incumbent worker - Any participant that is a part-time or full-time worker at time of enrollment and who needs training to secure full-time employment, advance in their careers, or retain their current occupations.

Participant - Individual that grantee determines is eligible and who receives a service funded by the grant.

Retention - Of those participants reported as entered employment, the total number of individuals employed in both the first and second quarters following initial placement.

Served - Eligible participants that receive a service during the quarterly reporting period. “Service” includes, but is not limited to: education and/or training activity, case management, and support services.

Training-related employment - Employment is considered training-related if the position is for the same occupation or within the same industry as the training provided or if the employer recognizes the credential received by the participant as a result of the grant.

ETA’s Common Measures

Average earnings - Of those who are employed in their first, second, and third quarters after exit, the average gross earnings from the second and third quarters after exit.

Entered employment rate - Of those individuals who were not employed at the time of program participation, the percentage who were employed in the first quarter after they exit (does not apply to incumbent workers).

Employment retention - Of those who were employed in their first quarter after exit, the percentage employed in both the second and third quarters after exit. Includes all participants employed in the first quarter after exit, regardless of their employment status at enrollment.

Appendix E

ETA Response to Draft Report

U.S. Department of Labor

Assistant Secretary for
Employment and Training
Washington, D.C. 20210

#700494

OCT 24 2012

MEMORANDUM FOR: ELLIOT P. LEWIS
Assistant Inspector General for Audit
Office of the Inspector General

FROM: JANE OATES
Assistant Secretary for Employment and Training
Employment and Training Administration

SUBJECT: Response to Report No. 18-13-001-03-390

This is ETA's formal response to the Office of the Inspector General's report No. 18-13-001-03-390. We appreciate the opportunity to provide updated information on the status of the green jobs training grants. The grants are smart investments that are preparing Americans for the clean energy jobs driving our 21st Century economy. We anticipate that the information available for the quarter ending September 30, 2012, will show continued progress, and we appreciate that the OIG understands that the current report reflects a preliminary snapshot in time. While ETA has concerns with a number of the OIG's results and disagrees with aspects of the report, ETA appreciates the OIG's willingness to incorporate additional information in its report.

Grantee Results and Report Conclusions

The OIG report does not reflect the significant progress of the green jobs training grantees – Energy Training Partnership (ETP), Pathways out of Poverty (POP), and State Energy Sector Partnership (SESP) – since the beginning of the grants. The purpose of these grants is to train workers either to place them in jobs or give them increased security to retain their jobs. In a challenging economic climate, the grantees have trained and placed thousands of workers and provided others with enhanced job security. Based on the data available for the quarter ending June 30, 2012:

- 112,989 participants have been served through these grants;
- 107,110 participants have received training;
- 80,948 participants have completed training;

- 69,816 participants have received industry-recognized credentials, including 37,919 incumbent workers;
- 30,610 participants have been placed in jobs with 82% of those placements in training-related employment; and
- 13,185 incumbent workers who completed training obtained new positions.

As noted by the OIG, nearly half of these grants are still active, so the performance numbers stated above will increase. Many grants will continue through June 2013, and ETA will collect outcome data for months after that.

We appreciate that the OIG has taken into account grantees' service plans in calculating estimated costs. These grants are designed to serve different populations as displayed in Table 18 entitled, "Planned Performance Goals and Per Participant Costs for All Training Grants by Grant Type as of June 30, 2012". For example, the costs for the Pathways Out of Poverty (POP) grants are projected to be higher, reflecting multiple barriers to employment that the individuals in these programs face, and the intensive services they need to transition successfully into jobs and remain in those jobs. We also are pleased to see that the OIG's calculation of average planned costs per participant served for all programs (identified in Table 18) are in line with ETA's expected costs for these grantees.

The OIG report states that data reported in the grantees' quarterly narrative reports do not impact the reported performance measures as defined by ETA. ETA has explained that it uses both data reported on the 9153 form and outcome data reported in the narrative reports to compare to grantee targets and evaluate the performance and impact of the grants. ETA appreciates the statement by the OIG explaining the different approaches for reviewing grantee performance and impacts. The OIG did not use the additional data in its analysis of individual grantee performance; therefore, the OIG report does not include information beyond the information on the 9153 form, such as the number of participants placed in training-related employment prior to completing a training program, and the number of incumbent workers who retained their position as the result of grant-funded services. The data presented in the OIG report therefore provides an incomplete view of individual grantee performance and impact.

The OIG report does not reflect employment retention results as provided and certified by grantees through ETA's electronic reporting system, through which grantees are held accountable. Grantee-certified data (data that grantees mark as certified and

complete) show that of the 19,976 participants who entered employment by December 31, 2011, a total of 11,468 participants retained employment as of June 30, 2012, reflecting a 57 percent employment retention rate. Rather than using only grantee-certified data, the OIG also used uncertified data to calculate retention results for grantees. We appreciate the OIG's addition of a footnote explaining their use of real-time data as distinct from ETA's use of certified data.

Audit Report Recommendations

ETA will take into consideration the OIG's recommendations to improve grant programs performance while preserving regional and local flexibility to tailor programs to varying economic conditions, and industry, employer, and worker needs. ETA will continue to track measures of employment, retention and earnings among other measures, while acknowledging variations in performance due to such factors as varying skill levels and the needs of populations served, types of services provided, the skills levels required for targeted occupations, and training strategies used. ETA will continue to promote industry-recognized credentials – i.e., credentials that have labor market value as determined ultimately by employers.

ETA recognizes the importance of continuously improving monitoring and controls over grant performance and financial data, and it is dedicated to further improve these oversight and administrative functions. In addition to our regular comprehensive monitoring and oversight, ETA provides extensive, specialized technical assistance on key program-related topics, such as effective placement strategies, working with hard-to-serve populations, and managing partnerships with employers. These efforts involve a number of technical assistance strategies, including grantee coaching, facilitated peer-learning, webinars on key program topics, and case studies examining promising practices implemented by high-performing grantees. ETA looks forward to continuing its dialogue with the OIG as this grant program matures.

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Appendix F

Acknowledgements

Key contributors to this report were Mark Schwartz, Cardelia Tsoi, Susan Rosenblum, Mary Lou Casazza, Eliacim Nieves-Perez, Grover Fowler, Mitchell Goldberg, Reza Noorani, Lawrence Alli, Andy Loomis, Lora Latterner, and Ajit Buttar.

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U.S. Department of Labor
200 Constitution Avenue, N.W.
Room S-5506
Washington, D.C. 20210