Family Research Council®
Gary L. Bauer, President

RESIST THE URGE TO MERGE

Family Research Council opposes a merger of the U.S. Education Department, Labor Department and the Equal Employment Opportunity Commission. These agencies have troubled Americans with meddlesome, anti-family policies. United in a megabureaucracy, these three might actually do more damage than they have done independently. Forced to rein in these bureaucracies, some legislators are proposing to combine them into a sort of "Mother of All Bureaucracies."

Existent school-to-work programs have already troubled parents. We do not need legislation which will facilitate the implementation of such programs. Consolidating the powerbases of the National Education Association (NEA) and the AFL-CIO would further minimize the voice of parents in the education of their children.

Treating the education system as an adjunct of the Labor Department would reinforce policies that treat the child as the mere creature of the state. The federal government has a major economic interest in education: to educate the young for the future of our national economy. An education-labor combination could lead to a strictly utilitarian treatment of education by the federal government.

Many suggestions for reforming the U.S. Education Department are being touted around Washington. Most fall short of actually eliminating the federal role in education. But this proposal to combine the Education and Labor Departments *does not even aim* to reduce the federal role in education. On the contrary, the merger would create a larger, less-manageable bureaucracy that would only menace parents more.

Family Research Council supports legislation which eliminates the U.S. Education Department and removes the federal role in schools. High standards can be achieved when parents, teachers and communities are allowed to oversee student performance without federal interference. A proposal which recognizes the primacy of parents and the importance of authority at the local level will be truly pro-family and pro-education.

Family Research Council
700 Thirteenth Street, NW, Suite 500 • Washington, DC 20005 • (202) 393-2100 • FAX (202) 393-2134

Mike Cohen
GOALS 2000
Office of the Secretary
Room 6131, FB10-B

UNITED STATES DEPARTMENT OF EDU(

OFFICE OF THE SECRETARY

May 4, 1995

PRIORITY

MEMORANDUM TO SENIOR OFFICERS AND SENIOR STAFF

FROM : Philip S. Link *Philip S. Link*
Director, Executive Secretariat

SUBJECT: GAO Report

Attached is a copy of the draft GAO Report, "Federal Reorganization: Congressional Proposal to Merge Education, Labor, and EEOC." The General Accounting Office has given the Department a due date of May 10 to submit a response to this report.

The Office of the Under Secretary will be coordinating the Department's response to this report. Please review the report and give any comments or suggestions to Sally Christensen, 5264, FB-10B, telephone 401-1700, no later than **NOON, MONDAY, MAY 8**.

Thank you for your assistance on this matter.

Attachment

PHOTOCOPY
PRESERVATION

GAO

United States
General Accounting Office
Washington, D.C. 20548

Health, Education and Human Services Division

May 3, 1995

The Honorable Richard W. Riley
Secretary of Education

Dear Mr. Secretary:

Enclosed for your review and comment is our draft report on a congressional proposal by the Chairman of the House Committee on Economic and Educational Opportunities and Representative Steve Gunderson to merge the Departments of Education and Labor and the Equal Employment Opportunity Commission.

Please note that the draft is subject to revision and should be safeguarded to prevent its premature release.

We will need to meet with you or your designated representative by the close of business May 10, 1995, to obtain the Department of Education's comments on this draft. We will be contacting your office shortly to arrange for the meeting. In the meantime, should you wish to contact us or have any questions, please call me at (202) 512-7014.

Sincerely yours,

Clarence C. Crawford
Associate Director
Education and Employment Issues

Enclosures--20

GAO

United States General Accounting Office

Report to Congressional Requesters

DRAFT

May 1995

FEDERAL REORGANIZATION

Congressional Proposal to Merge Education, Labor, and EEOC

DRAFT

GAO/HEHS-95-140

DRAFT

B-261054

May 2, 1995

The Honorable William F. Goodling
Chairman, Committee on Economic and
Educational Opportunities
House of Representatives

The Honorable Steve Gunderson
House of Representatives

Over the years, the Congress has responded to the public's need for educational and employment assistance and services by creating federal programs and authorizing executive branch departments and agencies, such as the Departments of Education and Labor. Because of the spiraling federal deficit, the Congress has become concerned over the federal role in funding and managing these programs. Currently, the Congress and the administration are considering ways to improve the federal role to achieve cost savings without losing necessary education and employment assistance and services. The Congress has included the Equal Employment Opportunity Commission (EEOC), the federal entity enforcing laws prohibiting employment discrimination, in its deliberations.

As part of the congressional deliberations, you jointly proposed to merge the current Departments of Education and Labor. The proposal also would merge EEOC with the two departments. You have estimated in your draft proposal that savings from the merger would amount to about $1.6 billion in program administration costs over 5 years and unspecified savings from block granting programs and consolidations, reductions, and eliminations of categorical grant programs.

DRAFT

DRAFT

Your proposal identified the specific organizational structure for the new Department of Education and Employment as well as the federal programs from throughout the executive branch that should be included in or excluded from the new Department.

You asked us to provide the following information relating to your proposal:

-- Will the new Department of Education and Employment accomodate program funding reductions?

-- What is the likely impact of proposed program administration savings on staffing levels in the Department of Education and Employment?

-- What additional opportunities may exist to further consolidate programs within the Department of Education and Employment?

To answer these questions, we analyzed your February 1995 proposal and subsequent changes made to the proposal through April 26, 1995; however, we did not include any proposed fiscal year 1995 program funding rescissions for Education, Labor, EEOC, and other federal agencies. We worked closely with officials in the federal agencies affected by the proposed merger to obtain needed budget data. As agreed with your offices, we did not independently verify the budget information obtained nor did we compare it with similar data presented in the President's budget. We used fiscal year 1995 budget data to determine the funding and staffing impact of estimated cost savings. In addition, we reviewed past GAO work and other literature to identify

DRAFT

further opportunities for program consolidation within the new offices.[1]

For analytical purposes, we determined that the $1.6 billion in projected program administration savings would come from reductions of $950 million in compensation and benefits for management of the agencies, administration of education and job training programs, and management of other selected programs. The remaining savings would come from $525 million in reductions from other administrative costs and $135 million from administrative savings associated with programs proposed for elimination.

RESULTS IN BRIEF

The proposed Department would consolidate the existing Departments of Education and Labor as well as EEOC. The new Department's budget would be $66.2 billion, it would be authorized nearly 25,600 full-time equivalent (FTE) positions, and would have over 1,000 field offices. The proposal calls for program administrative functions to be consolidated; duplicative program administration and support activities to be terminated; and the size or the number of field offices to be reduced.

Under this proposal, the new Department would be organized under three undersecretary activities: (1) Workforce preparation and policy, which incorporates most education and adult training programs; (2) Civil Rights, which incorporates all aspects of enforcement of employment discrimination and civil rights laws and (3) Workplace

[1]See Appendix IV for listing of related GAO products.

Policy, which incorporates programs focusing on workplace modernization, safety and employee benefits. The six offices formed as a result of the proposed merger would range in size from the Office of Basic Education's 852 FTE positions and 22 field offices to the Office of Workplace Modernization, Reorganization, and Safety's 6,554 FTE positions and 491 field offices.

If the full $1.6 billion reduction in administrative spending occurred as proposed in fiscal year 1996, about 3,350 positions would need to be eliminated to achieve the $950 million in 5-year savings from compensation and benefits. However, about 1,100 additional positions may need to be eliminated to cover the costs of a reduction-in-force (RIF) of this size. An additional $525 million would be taken from other costs, such as rents, utilities, travel and equipment.

Our past work has shown that private-sector firms that downsize through dramatic staffing reductions in a single year, without adequate planning for the structure and functions of the organization's downsizing, frequently do not succeed. The combination of staff skills becomes imbalanced, and subsequent rehiring of separated employees or hiring and training of new employees often occurs.

The proposal also identifies specific categorical programs to be consolidated. Based on our past work, we have identified additional categorical programs that may be candidates for consolidation. For example, the number of federally funded job training programs within Education and Labor has grown to 98. Education administers 61 of these programs, funded at $9 billion, while Labor administers

DRAFT

another 37 programs, funded at nearly $7 billion. Many of the 98 programs frequently target the same clients, share the same goals, and provide similar services, but only 77 of these programs administered by Education and Labor are included in the proposal. Other similar program areas with opportunities for program consolidation include teacher training programs and early childhood programs.

An in-depth examination of all agency activities before creating the new Department is needed to position the new organization to achieve program efficiencies and reduce costs while meeting the challenges of the 21st century. Such an examination is not included in your proposal.

BACKGROUND

Currently, the Department of Education manages the federal investment in education and leads the long-term effort to improve education. Established in 1980, Education's mission is to ensure access to education and to promote improvements in the quality and usefulness of education. In fiscal year 1995, Education was appropriated $32.1 billion and authorized 5,131 FTE positions to administer and carry out its activities. Education administers about 240 programs with its budget. About three-fourths of its budget is discretionary and one-fourth is mandatory funds.

The Department of Labor's mission is to foster, promote, and develop the welfare of U.S. wage earners, to improve their working conditions, and to advance their opportunities for profitable employment. In carrying out this mission, Labor--established as a department in 1913--administers and enforces a variety of federal labor laws guaranteeing

DRAFT

workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from employment discrimination, unemployment insurance, and workers' compensation.

Labor also protects workers' pension rights; provides for job training programs; helps workers find jobs; works to strengthen free collective bargaining; and keeps track of changes in employment, prices, and other national economic measurements. Although Labor seeks to assist all Americans who need and want to work, special efforts are made to meet the unique job market problems of older workers, economically disadvantaged, dislocated workers, youth, women, individuals with disabilities, and other groups. In fiscal year 1995, Labor had a budget of $33.8 billion and was authorized 17,632 FTE positions to administer and carry out its activities. One important fact to keep in mind is that about two-thirds of Labor's budget is composed of mandatory spending on income maintenance programs.

EEOC was created in 1964 with a mission to eliminate discrimination based on race, color, religion, sex, national origin, disability, or age in hiring, promoting, firing, setting wages, testing, training, apprenticeship, and all other terms and conditions of employment. EEOC conducts investigations of alleged discrimination; makes determinations based on gathered evidence; attempts conciliation when discrimination has taken place; files lawsuits; and conducts voluntary assistance programs for employers, unions, and community organizations. EEOC also has oversight responsibility for all compliance and enforcement activities relating to equal employment opportunity among federal employees and applicants, including discrimination against individuals with disabilities. In fiscal year 1995, EEOC was appropriated $233 million and was authorized about 2,850 FTE positions to perform its assigned duties and responsibilities.

According to congressional sponsors, the proposal for the new Department of Education and Employment is based on the premise that the nation cannot adequately prepare its youth for the challenges of the 21st century until fundamental changes are made in federal policy on education and employment issues. The sponsors believe such policy changes would require merging federal duties and responsibilities into a single Department.

A CONSOLIDATED DEPARTMENT WOULD ACCOMMODATE REDUCED PROGRAM BUDGET AND STAFFING LEVELS

The proposed Department, as shown in figure 1, would consolidate the Departments of Education and Labor and EEOC. Together, these agencies have been appropriated $66.2 billion and authorized 25,614 FTE positions in fiscal year 1995. Collectively, the three agencies also have over 1,000 field offices throughout the country. According to the proposal, the Department's mission would be to (1) administer federal education and employment programs and policies that support the preparation of a skilled U.S. workforce able to compete in a global economy and (2) ensure the civil rights of students and workers.

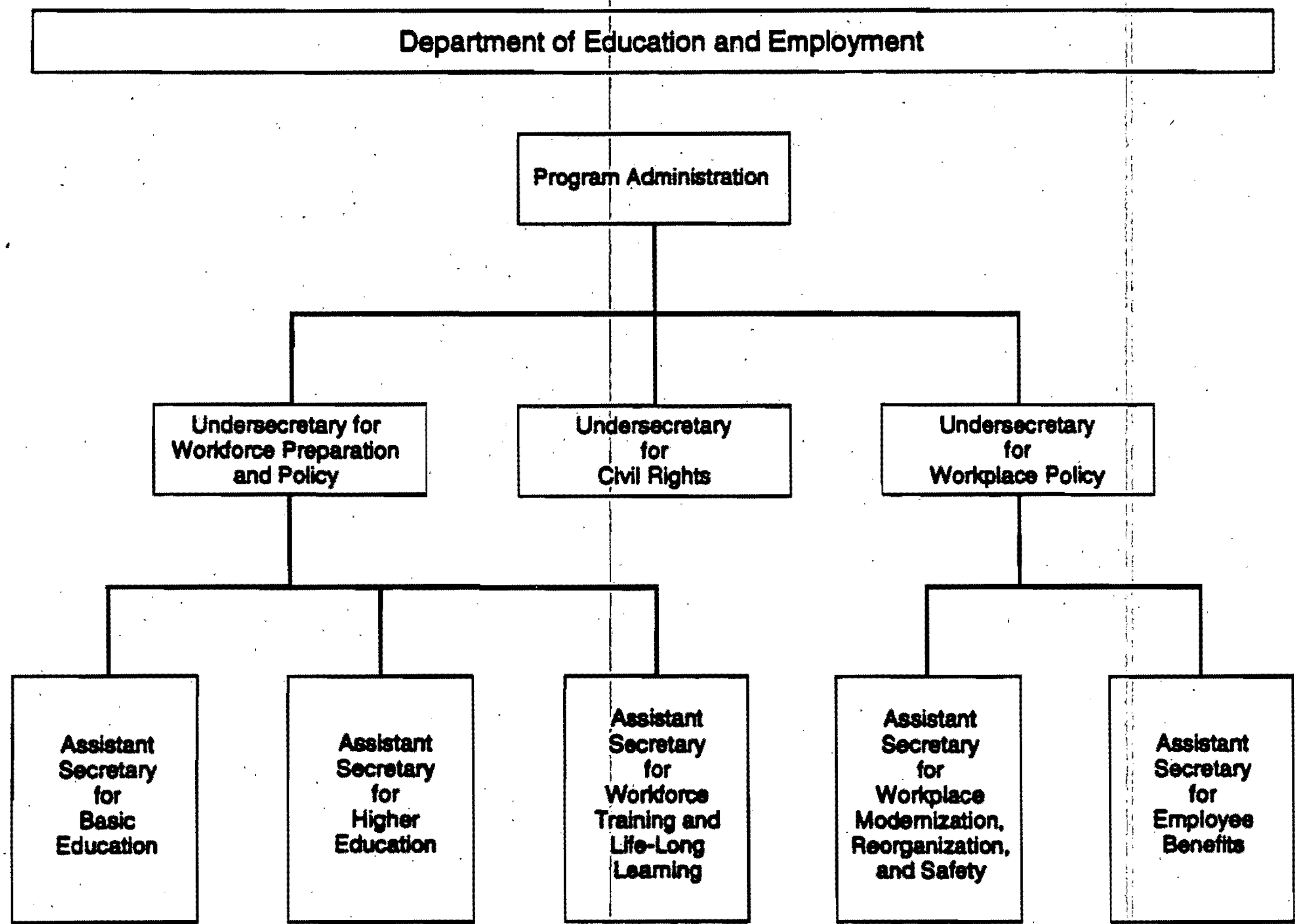
The Department would be headed by a presidentially appointed Secretary, with support from a Deputy Secretary and three

Undersecretaries. Each of the three Undersecretaries would be responsible for one of the following activities: (1) Workforce Preparation and Policy, which incorporates most elementary, secondary, and higher education and adult training programs; (2) Civil Rights, which incorporates all aspects of enforcing employment and educational discrimination laws; and (3) Workplace Policy, which incorporates programs focusing on workplace modernization, safety, and employee benefits. (See app. I.)

DRAFT

DRAFT

Figure 1: Proposed Department of Education and Employment



DRAFT

The proposed Department would most likely achieve the projected 5-year program administration savings of $1.6 billion by (1) consolidating duplicative administrative and management functions and reducing staff and (2) reducing the size or number of field offices.

IMPACT ON STAFFING LEVEL OF ESTIMATED PROGRAM ADMINISTRATION COST SAVINGS

From fiscal year 1996 through fiscal year 2000, the proposal calls for program administration cost savings of $1.6 billion to achieve a 20-percent cost reduction goal. (This amount includes an estimated 5-year savings of $135 million for the administrative costs associated with proposed program eliminations.) Based on past work, reductions of this kind are least disruptive if they are phased in over several years.[2] (See app. II)

To illustrate, we were asked to compare the impact of taking the full amount needed to achieve the $1.6 billion savings in 1 year of cost reductions with the impact of spreading needed reductions over 3 years. In each case, we applied the percentage reduction specified in the proposal to both compensation and benefit funding and other office funding. The program reductions in this funding averaged 20 percent, although percentages for individual offices ranged from 5 to 40 percent. The smallest reductions required by the proposal are in the Office of Employee Benefits and the Bureau of Education and Employment Statistics. The largest reductions will be taken for the Office of Program Administration (40 percent for overall Departmental

[2] Workforce Reductions: Downsizing Strategies Used in Selected Organizations (GAO/HEHS-95-54, Mar. 13, 1995).

DRAFT

DRAFT

management functions), and for administration of education and job training programs (30 percent each).

If the full reduction in administrative spending occurred in fiscal year 1996, which we refer to as "scenario 1", about 3,350 FTE positions would need to be eliminated to achieve the $950 million in 5-year savings from compensation and benefits that we used for analysis purposes. As previously mentioned, we determined that an additional approximately $525 million would be taken from other administrative costs such as rents, utilities, travel, and equipment.

Our past work has shown that similarly sized government downsizing efforts require RIF procedures. In these situations, the costs associated with RIFs often require additional force reductions, usually about a third more.[3] Thus, the total FTE position reductions likely in a single year could be about 4,450 (3,350 direct reductions and 1,100 additional reductions to cover RIF expenses).

We found that dramatic staffing reductions taken in a single year, without adequate planning for the structure and functions of the new downsized organization, frequently are not successful, as they result in skill imbalances and subsequent rehiring of separated employees or hiring and training of new employees. Projected savings are often not realized.

DRAFT

[3]Reduction in Force Can Sometimes Be More Costly to Agencies Than Attrition and Furlough (GAO/PEMD-85-6, July 24, 1985) and Congressional Oversight: The General Accounting Office (GAO/T-OCG-95-4, Mar. 30, 1995).

One approach to minimizing such a disruption, which we refer to as "scenario 2", would be to reduce administrative spending over a 3-year period; the total reduction would be about 4,000 FTEs over 3 years. Such an approach would allow more time for strategic planning to identify appropriate functions to be eliminated and revision of administrative processes. This approach is typically the one followed by successful private-sector organizations that downsize. Taking reductions in staffing of 9 percent in both the first and second years, and 7 percent the third year would allow for the same level of budget savings as would occur if the reductions were fully implemented in fiscal year 1996.

If attrition and other voluntary separations were insufficient to achieve the desired reductions, RIFs would be necessary; increasing the required staffing reductions--beyond 4,000--because additional employees would have to terminated to cover costs associated with RIF procedures.

The proposed 20 percent savings in program administration and other costs could be achieved by consolidating duplicative program administrative functions. For example, the proposal would eliminate the Secretaries of Education and Labor and replace them with one Secretary for the new Department. The proposal would also consolidate duplicate offices within Education and Labor, for example, the offices for congressional relations, management and budget, chief financial officer, legal services, statistics, and inspection general functions. Among other things, efforts would need to be made to assure that a sound financial management structure results from the merger of these agencies. At a minimum, compliance with the structural

DRAFT

aspects of the Chief Financial Officers Act of 1990 must be met.

Additional savings could be derived from a reexamination of the size and structure of the new Department's field offices to determine what resources may no longer be needed. The current combined field structure of the three agencies to be merged consists of over 1,000 field offices with 12,800 authorized positions. (See app. I.)

While possibilities exist for short-term budgetary savings, positioning the new Department to absorb the proposed reductions without hurting service quality and to meet future challenges requires extensive planning and follow through. According to private sector experts, this type of top management-led review requires officials to (1) identify new ways of doing business and the organizational changes needed to achieve them, (2) earmark outmoded work processes and structures for elimination or revision, and (3) determine the types and number of employees needed in the new organization. Such an examination of current agency activities is currently not included in your proposal.

ADDITIONAL CONSOLIDATION OPPORTUNITIES NOT INCLUDED IN MERGER PROPOSAL

The proposal also identifies specific categorical programs to be consolidated. Based on our past work, we have identified additional categorical grant programs that may be candidates for consolidation. These programs would primarily be administered by the proposed Offices of Basic Education, Higher Education, and Workforce Training and Life-Long Learning. However, further review by agency

DRAFT

officials would be needed before these programs are merged with the other programs already in the proposal.

Office of Basic Education

The existing proposal calls for the Head Start program, now administered by the Department of Health and Human Services (HHS), to be managed by the Office of Basic Education. However, HHS and other federal agencies currently administer many other early childhood programs not included in the proposal. We found in fiscal years 1992 and 1993 that the federal government funded over 90 early childhood programs in 11 agencies and offices.[4] Of this total, 34 programs are considered to be key programs that served at least 2 million children and spent $3.66 billion in fiscal year 1992. (See app. III.)

This Office will also manage programs that fund or provide teacher training services, but at least eight other agencies currently administer similar programs not included in the proposal. We recently reported that in fiscal year 1993 at least 86 teacher training programs existed in nine federal departments and agencies.[5] (See app. III.)

We identified other elementary and secondary programs in addition to those included in the proposal that could be considered for inclusion in or consolidation under this

---

[4]Early Childhood Programs: Multiple Programs and Overlapping Target Groups (GAO/HEHS-95-74, Feb. 9, 1995)

[5]Multiple Teacher Training Programs: Information on Budgets, Services, and Target Groups (GAO/HEHS-95-71FS, Feb. 22, 1995)

Office's authority. Currently, at least nine departments and agencies administer these programs. See app. III.

Office of Higher Education

According to the proposal, this Office will administer 33 programs that provide financial aid and scholarships to students preparing to attend or currently enrolled in post-secondary institutions. The grant amounts for these programs in fiscal year 1995 totalled $15.2 billion. However, we identified about 35 additional postsecondary education programs that could be considered for inclusion in or consolidation under this new Office's authority. These programs also provide support for students in postsecondary institutions. The programs are currently administered by HHS and the Department of Veterans Administration (VA). (See app. III.)

Office of Workforce Training and Life-Long Learning

The number of federally funded executive branch job training funding streams has grown to 163.[6] Education administers 61 of these programs funded at $9 billion while Labor operates another 37 programs funded at nearly $7 billion. Many of these programs frequently target the same clients, share the same goals, and provide similar services. Merging these 98 programs would provide an opportunity to place these

[6] Multiple Employment Training Programs: Major Overhaul Needed to Reduce Costs, Streamline the Bureaucracy, and Improve Results (GAO/T-HEHS-95-53, Jan. 10, 1995)

programs under the same management authority, but only 77 of the 98 programs are included in your proposal.[7] Additionally, the 65 other employment training programs administered by 13 other agencies should be considered for program consolidation purposes. (See app. III.)

CONCLUSIONS

The proposal to merge the Departments of Education and Labor and EEOC to create a new Department of Education and Employment envisions saving program administration costs and creating a streamlined, less duplicative, and more efficient means to provide needed services. However, downsizing to the degree specified in the existing proposal must be carefully planned. If downsizing proceeded too rapidly, expected cost savings might not be realized due to the added costs of RIF procedures and disruption of service delivery. The experience of private sector organizations that downsized has been that in-depth examinaation is imperative for successful downsizing. Disruptions to processes, skill shortages, and the rehiring of separated employees result from downsizing without such a plan.

[7]We also noted in Addressing the Deficit: Budgetary Implications of Selected GAO Work for Fiscal Year 1996 (GAO/OCG-92-3) the possible budgetary savings for consolidating such programs.

AGENCY COMMENTS

(All agencies will be given one week to provide comments.)

- - - - -

If you or your staffs have any questions concerning this report, please call me on (202) 512-7017.

Clarence C. Crawford
Associate Director, Education and
Employment Issues

DRAFT

CONTENTS

DRAFT

Figures

DRAFT

DRAFT

DRAFT

ABBREVIATIONS

ADR	Alternative dispute resolution
EEO	Equal employment opportunity
EEOC	Equal Employment Opportunity Commission
ERISA	Employee Retirement Income Security Act
ESA	Employment Standards Administration
ESEA	Elementary and Secondary Education Act
ETA	Employment and Training Administration
FTE	Full-time equivalent
HHS	Department of Health and Human Services
JOBS	Job Opportunities and Basic Skills program
JTPA	Job Training Partnership Act
MSHA	Mine Safety and Health Administration
OLMS	Office of Labor-Management Standards
OSHA	Occupational Safety and Health Administration
OWCP	Office of Worker Compensation Programs
PBGC	Pension Benefit Guaranty Corporation
PWBA	Pension Welfare and Benefit Administration
RIF	Reduction in force
UI	Unemployment Insurance
VA	Veterans' Administration
WHD	Wage and Hour Division

DRAFT

THE PROPOSED DEPARTMENT OF EDUCATION AND EMPLOYMENT:

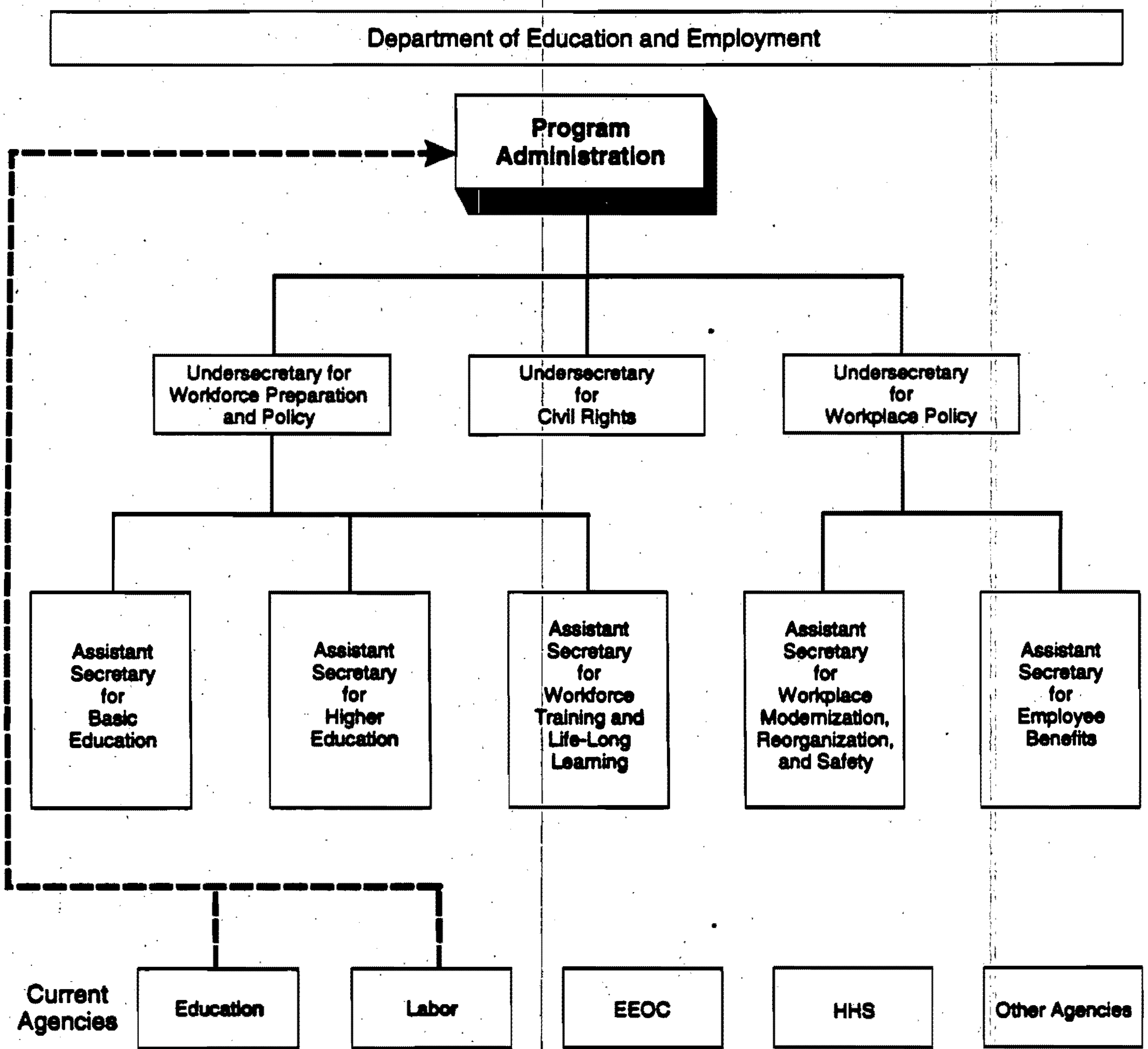
OFFICE PROFILES

As envisioned by the congressional proposal to merge the Departments of Education and Labor and EEOC, the new Department of Education and Employment would have six major offices, and a management function which would oversee these six offices. Program Administration would consolidate various management, internal oversight, and statistical activities from the Departments of Education and Labor. (The current proposal does not merge EEOC's program administration activities with those from Education and Labor.) The six offices, which would each be under the direction of an Undersecretary, would be: the Office of Civil Rights; the Office of Basic Education; the Office of Higher Education; the Office of Workforce Training and Life-Long Learning; the Office of Workplace Modernization, Reorganization, and Safety; and the Office of Employee Benefits.

This appendix profiles the Program Administration function and the six offices for: (1) the program activities from existing agencies that would be included, (2) the role, and (3) the fiscal year 1995 funding and staffing[7] levels and field offices that would support each of the proposed offices. In each profile we also identify, based on our prior work, issues that should be considered if these offices are created. Appendix III includes a list of other programs that could be considered for consolidation and brought into the new Department.

[7]In this report, staffing levels are designated by authorized full-time equivalent (FTE) levels for fiscal year 1995.

Figure I.1: The Proposed Office of Program Administration



REORGANIZATION PROPOSAL

As shown in figure I.1, the proposed Department would have an overall management function called Program Administration. This function would consolidate various management, internal oversight, and statistical activities from the Departments of Education and Labor. As the proposal is currently drafted, comparable program administration activities from EEOC are not merged with those from Education and Labor.

The proposal states that Program Administration would include various activities from the Departments of Education and Labor. These activities include: the Offices of the Secretary and Deputy Secretary; public, congressional, intergovernmental, and interagency affairs; management and budget; statistics; adjudication; general counsel and solicitor, and the inspector general. A list of the activities that would be included and their current agency location is shown in table I.1.

As envisioned in the proposal, Program Administration will provide the vision and direction for the development of coordinated federal education and employment policies. It will focus on the effective and efficient delivery of education and job training programs, proper resolution and oversight of internal civil rights complaints, and adequate provision of proper working conditions, benefits, and pensions. The Office will also collect and disseminate statistical information to be used by Department officials as well as public and private users.

The proposal also calls for the elimination of at least part of two Department of Labor activities. These are the Bureau of International Labor Affairs, and selected management functions of the Women's Bureau.

DRAFT

DRAFT

APPENDIX I

GAO ANALYSIS

To better understand the resources potentially available to this office, we identified the fiscal year 1995 funding and staffing levels proposed to be included in the Office of Program Administration. (See table I.2.) Program Administration would have about 214 field offices; almost half (about 100) are located in the headquarters cities of the 10 federal regions. These cities are illustrated in figure I.2. The remaining offices are located in cities throughout the country.

DRAFT

Table I.1: Locations of Activities To Be Included in Program Administration

Activities	Location	
	Department of Education	Department of Labor
Secretary	X	X
Deputy Secretary	X	X
Legislative and Congressional Affairs	X	
Congressional and Intergovernmental Affairs		X
Intergovernmental and Interagency Affairs	X	
Public Affairs	X	X
Small Business and Minority Affairs		X
Undersecretary	X	
Office of Management	X	
Deputy Assistant Secretary for Policy and Budget		X
Administration and Management		X
Chief Financial Officer	X	X
General Counsel	X	
Solicitor		X
Adjudication		X
Office of the Inspector General	X	X
National Center for Education Statistics	X	
Bureau of Labor Statistics		X
Women's Bureau (statistics)		X
America's Job Bank		X
National and State Occupational Information Coordinating Committees	X	X

Note: The proposal calls for only including the statistics portion of the Women's Bureau. Other management functions are scheduled to be eliminated.

Source: Congressional proposal.

Table I.2: Funding, Staffing, and Field Office Information for Program Administration

Dollars in millions

Functions	Fiscal year 1995 budget	Fiscal year 1995 staffing levels[a]			Number of field offices
		Total	Headquarters	Field	
Office of the Secretary	$ 14.2	129	129	0	0
Office of the Deputy Secretary	2.7	28	28	0	0
Public, Congressional, and Intergovernmental Affairs	21.1	226	141	85	30
Planning, Management, and Budget[b]	59.8	1,343	952	391	20
Chief Financial Officer	38.9	385	385	0	0
General Counsel and Solicitor	80.1	855	526	329	14
Adjudication	37.4	415	311	104	8
Office of the Inspector General	82.6	855	244	611	47
Bureau of Education and Employment Statistics[c]	580.9	2,771	1,888	883	95
Total	$ 917.7	7,007	4,604	2,403	214

[a]Total authorized full-time equivalent (FTE) levels.

[b]Staffing for the Working Capital Fund, a centralized source of administrative and other support services in Labor, is included.

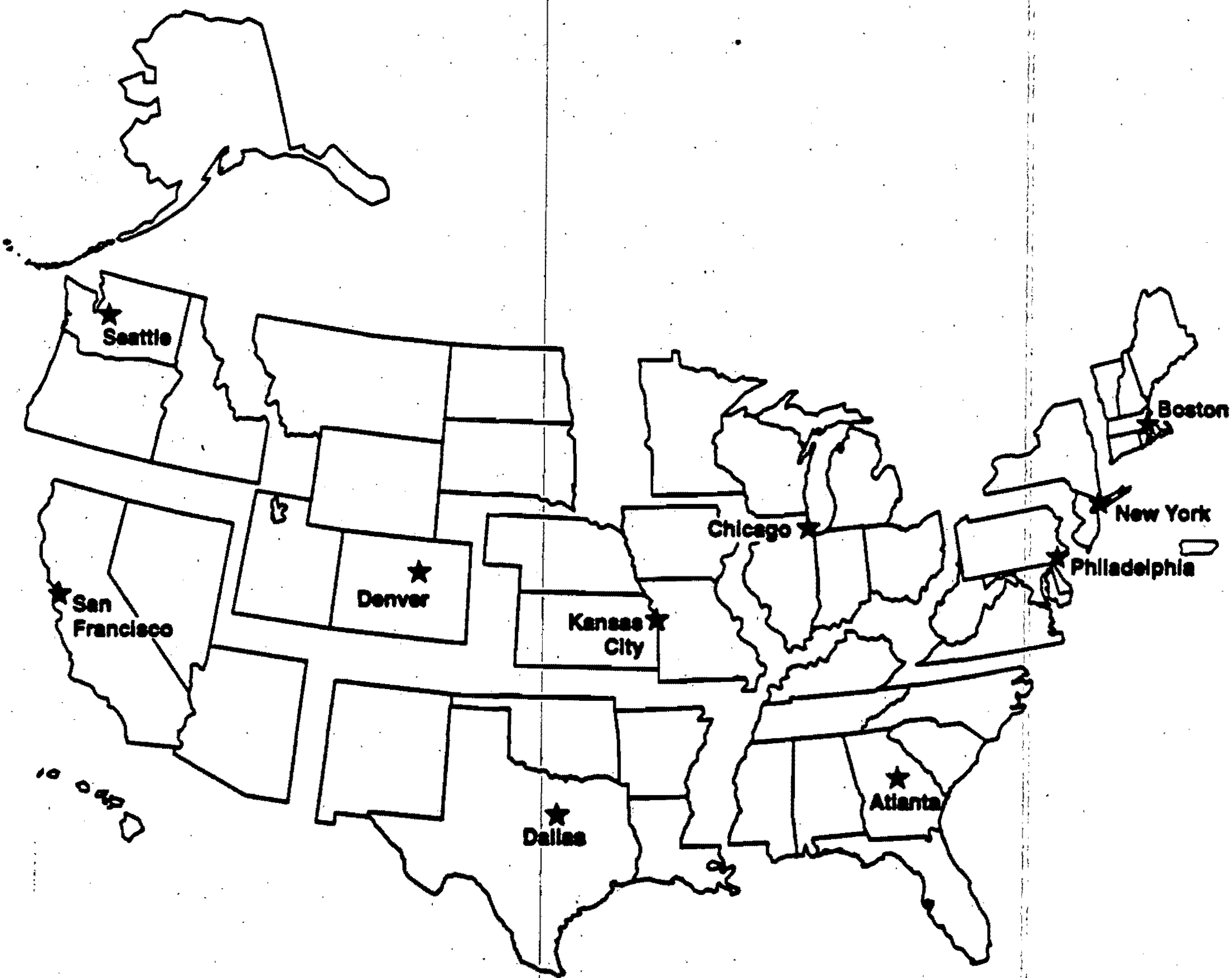
[c]This function would include the Bureau of Labor Statistics, Women's Bureau, America's Job Bank, and the National Occupational and Information Coordinating Committee account from the Department of Labor. It also includes the National Center for Education Statistics, and the National+ Occupational and Information Coordinating Committee from the Department of Education. While the proposal calls for including only the statistics portion of the

Women's Bureau, the entire function is included here because the Department of Labor was unable to provide detailed information for the statistics function alone.

~~[d]The funding for the Working Capital Fund is allocated to the appropriate Program Administration functions.~~

Source: Departments of Labor and Education.

Figure I.2: Regional Organization and Headquarters Cities of the Departments of Education and Labor



DRAFT

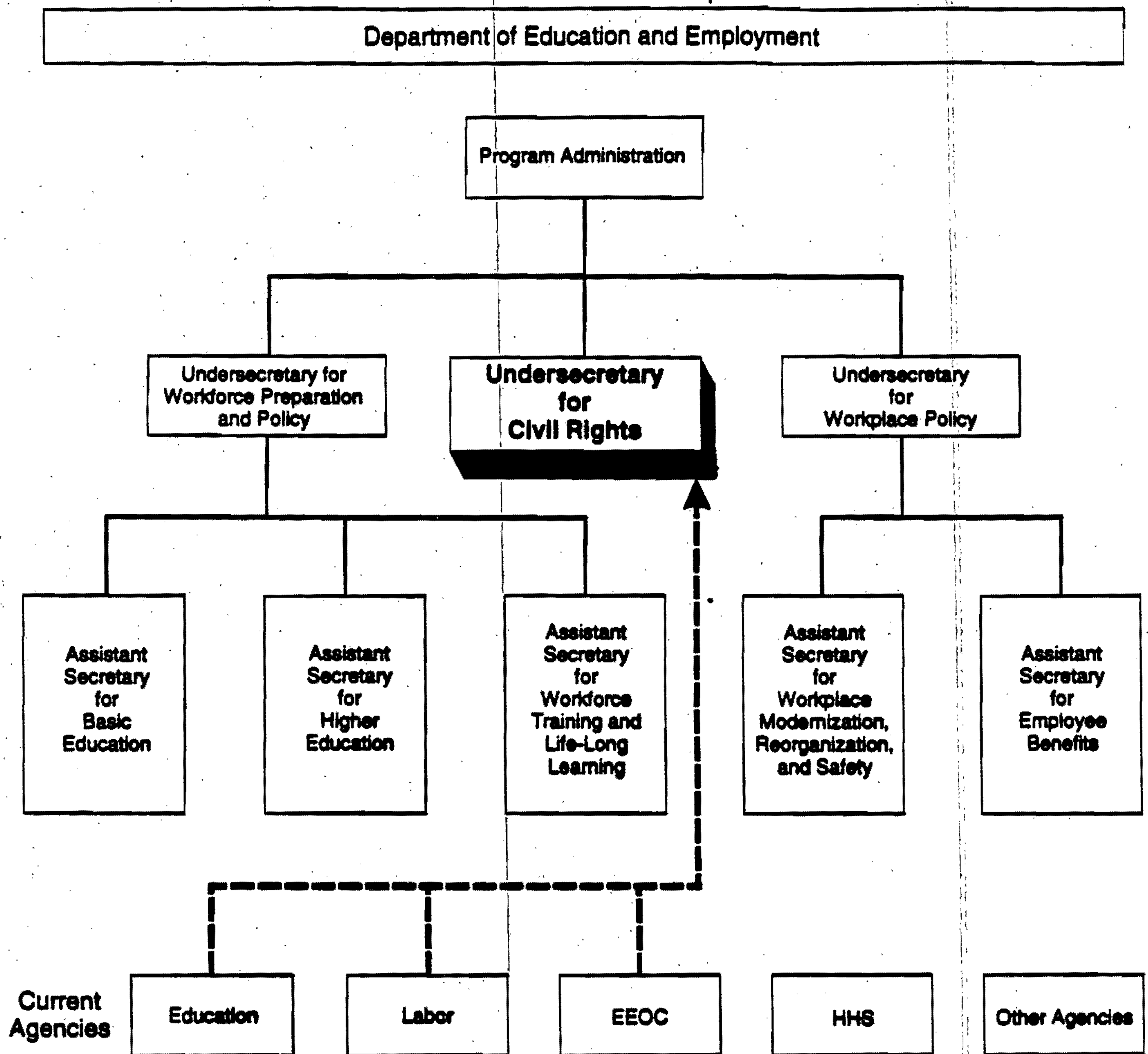
Issues

The proposed creation of the Program Administration function is focused on decreasing the redundancy of administrative and oversight activities in the Departments of Education and Labor by consolidating similar functions such as the Office of the Secretary, public and congressional affairs, the Chief Financial Officer and the Offices of the Inspector General. Consolidating these functions into one office could also provide the opportunity to develop unified, efficient systems that not only streamline processes but support the new Department's mission and vision. Such systems could, for example, include a single payroll and personnel system.

However, to achieve the greatest potential savings from reducing administrative duplication may also require the consolidation of similar activities, such as EEOC's Office of the Inspector General, into Program Administration. A separate Inspector General for civil rights activities may not be needed if the EEOC becomes part of the proposed Office of Civil Rights.

DRAFT

Figure I.3: The Proposed Office of Civil Rights



DRAFT

OFFICE OF CIVIL RIGHTS

As shown in figure I.3, the proposal would establish an Office of Civil Rights which would be headed by an Undersecretary. This new office would bring together (1) EEOC, (2) Labor's Office of Federal Contract Compliance Programs (OFCCP), Directorate for Civil Rights (DCR), and the President's Committee for the Employment of People with Disabilities (PCEPD), and (3) Education's Office for Civil Rights (OCR) and Training and Advisory Services for Civil Rights of the Office of Elementary and Secondary Education Office.

REORGANIZATION PROPOSAL

The proposed Office of Civil Rights would have jurisdiction over the former Education and Labor programs affecting the civil rights of minority populations, disabled persons, and other populations requiring special considerations. The office would include all functions and responsibilities related to enforcing equal employment opportunity (EEO) laws, currently administered by EEOC. The office would be charged with developing alternative methods of carrying out its responsibilities to create enforcement efficiencies designed to improve workforce and workplace civil rights protection.

GAO ANALYSIS

DRAFT

To better understand the resources available for this proposed office, we identified the approximate number of staff and funding in the existing offices, programs, and activities that would be brought into this office. Our data are based on fiscal year 1995 budgets and authorized staffing levels provided by the Departments of Education, Labor and EEOC (see table I.3). The locations of the field offices in each of these activities, and all that would support the proposed Office of Civil Rights are illustrated in figures I.4 through I.7

Table I.3: Funding, Staffing, and Field Office Information for the Proposed Office of Civil Rights

Dollars in millions

Agency/Program/ Activities	Fiscal year 1995 budget	Fiscal year 1995 Staffing Level[a]			Number of Field offices
		Total	Headquarters	Field	
EEOC	$233.0	2,853	2,177	676	50
OFCCP[b]	61.5	854	95	759	67
OCR	58.3	833	166	667	11
Training and Advisory Services	21.6	3	3	0	0
DCR	4.8	63	54	9	0[c]
PCEPD	4.4	35	35	0	0
Total	$383.6	4,641	2,530	2,111	128

[a]Total authorized full-time equivalent (FTE) levels.

[b]Total includes an allocated amount of administration in the Department of Labor's Employment Standards Administration, where OFCCP is currently located.

[c]Field staff for DCR are included in the Administration and Management function in Program Administration.

Source: Departments of Education and Labor, and EEOC.

DRAFT

Issues

Former and current EEOC officials and civil rights experts have suggested several options that they believe could improve the federal government's ability to enforce employment nondiscrimination laws.[8] The one mentioned most often is increased use of alternative dispute resolution (ADR) approaches, such as mediation. ADR is a group of techniques designed to resolve conflicts consensually, generally with the help of a neutral third party. While not much quantifiable data exist on ADR, many experts believe that ADR holds promise for achieving agreements in a less adversarial environment than exists in litigation and resolving conflicts in less time and at lower costs.

In 1994 EEOC reported on a pilot study of using mediation to resolve discrimination complaints.[9] A total of 267 cases were mediated in four district offices, and the pilot showed that the average time to complete mediation was much less than for fully investigated cases. About 52 percent of mediated cases were settled; in the comparable period, about 13 percent of fully investigated cases were conciliated or settled. Also, 92 percent of complainants and employers said they believed the mediation process was fair or very fair. In April 1995, however, EEOC announced it will initiate an ADR program using mediation to handle some of its workplace discrimination complaints. Starting in fiscal year 1996, EEOC plans to randomly select cases for mediation, and estimates that about 10 percent of new eligible complaints will be included in the mediation program.

DRAFT

[8] EEOC's Expanding Workload: Increases in Age Discrimination and Other Charges Call for New Approach (GAO/HEHS-94-32, Feb. 9, 1994).

[9] Report on Alternate Dispute Resolution Project Prepared by EEOC's Office of Program Operations, Dec. 1994.

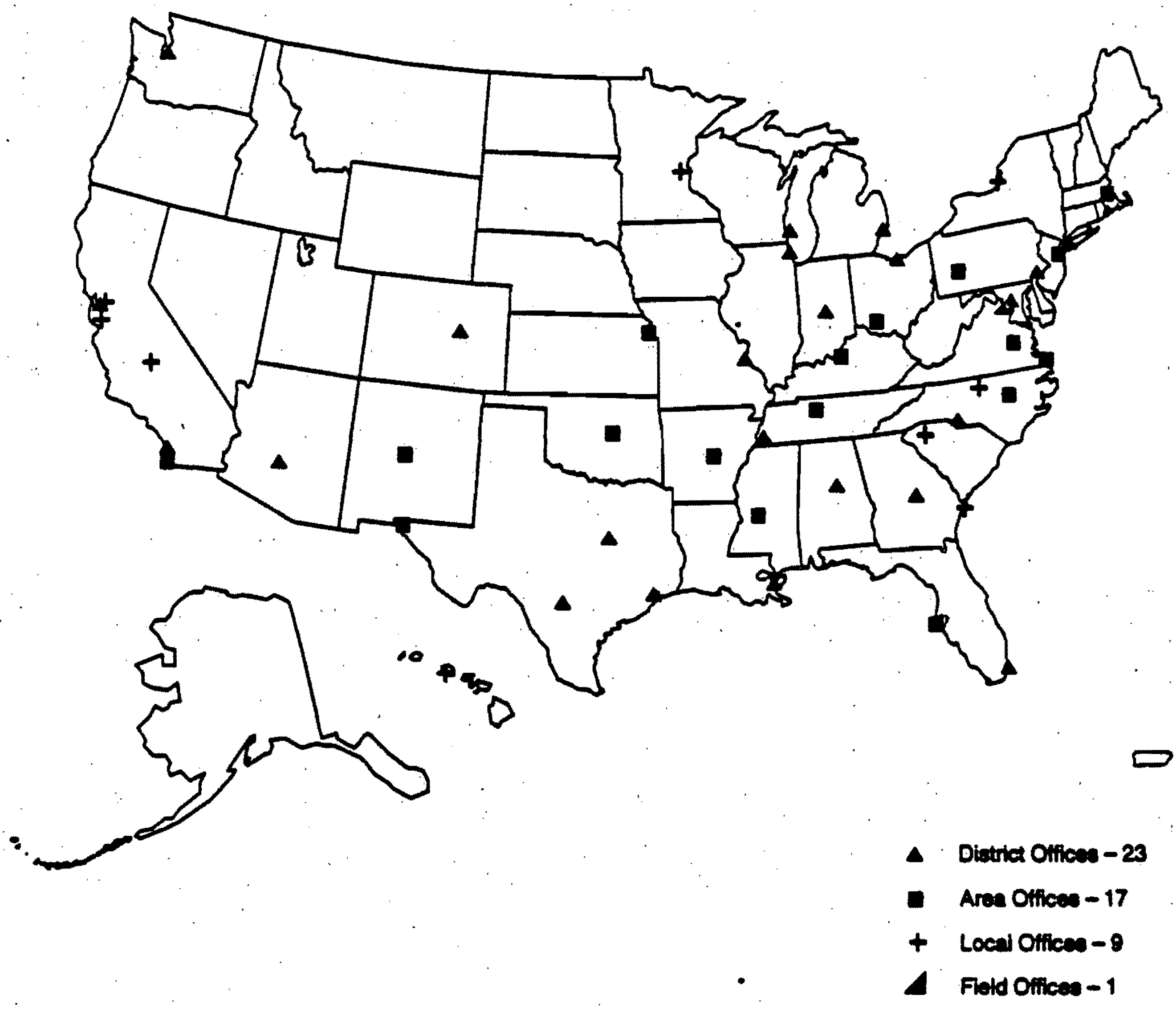
DRAFT

EEOC has also experimented with a screening process (called triage) to deal with new discrimination charges, resulting in a significant reduction in average processing time from 598 days in fiscal year 1990 to 204 days in the first 6 months of fiscal year 1993. Staff during the initial investigation at intake were expected to obtain from charging parties all evidence that supported their discrimination claims and assess the weight of evidence obtained. EEOC then initiated a task force study related to this issue in November 1994 and in April 1995 announced that sweeping changes will be made in the way it handles discrimination complaints. EEOC announced that it will repeal its full investigation policy, in effect since 1983, which required it to investigate fully every complaint.

If the proposed merger takes place and EEOC's responsibilities are consolidated into an executive department, there may be a need to reevaluate whether or not EEOC's current 5-Member Commission structure is still required because EEOC was originally established as an independent bipartisan Commission. However, the new office would be headed by the Undersecretary for Civil Rights.

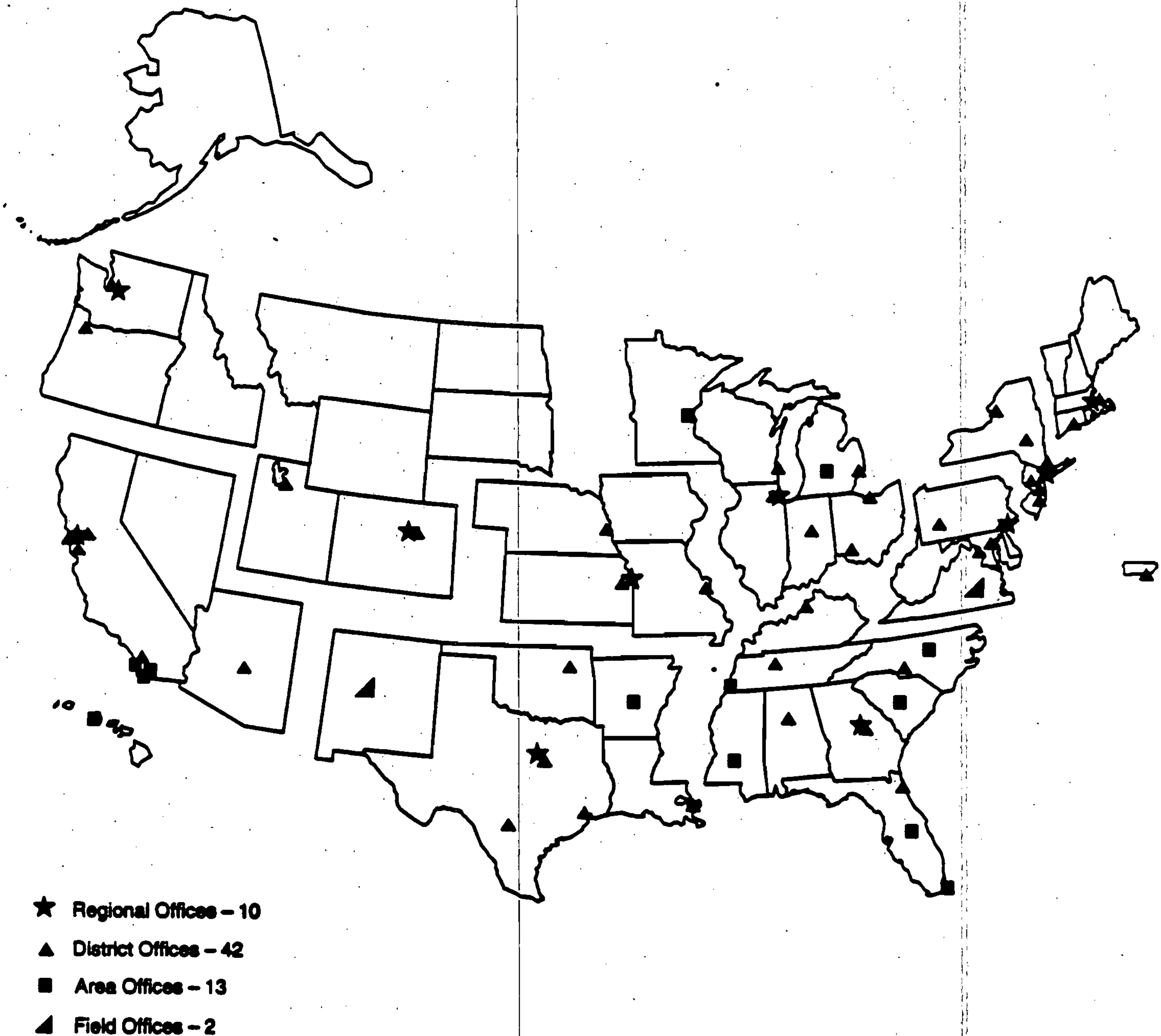
DRAFT

Figure I.4: Locations of Field Offices Currently Supporting the Equal Employment Opportunity Commission



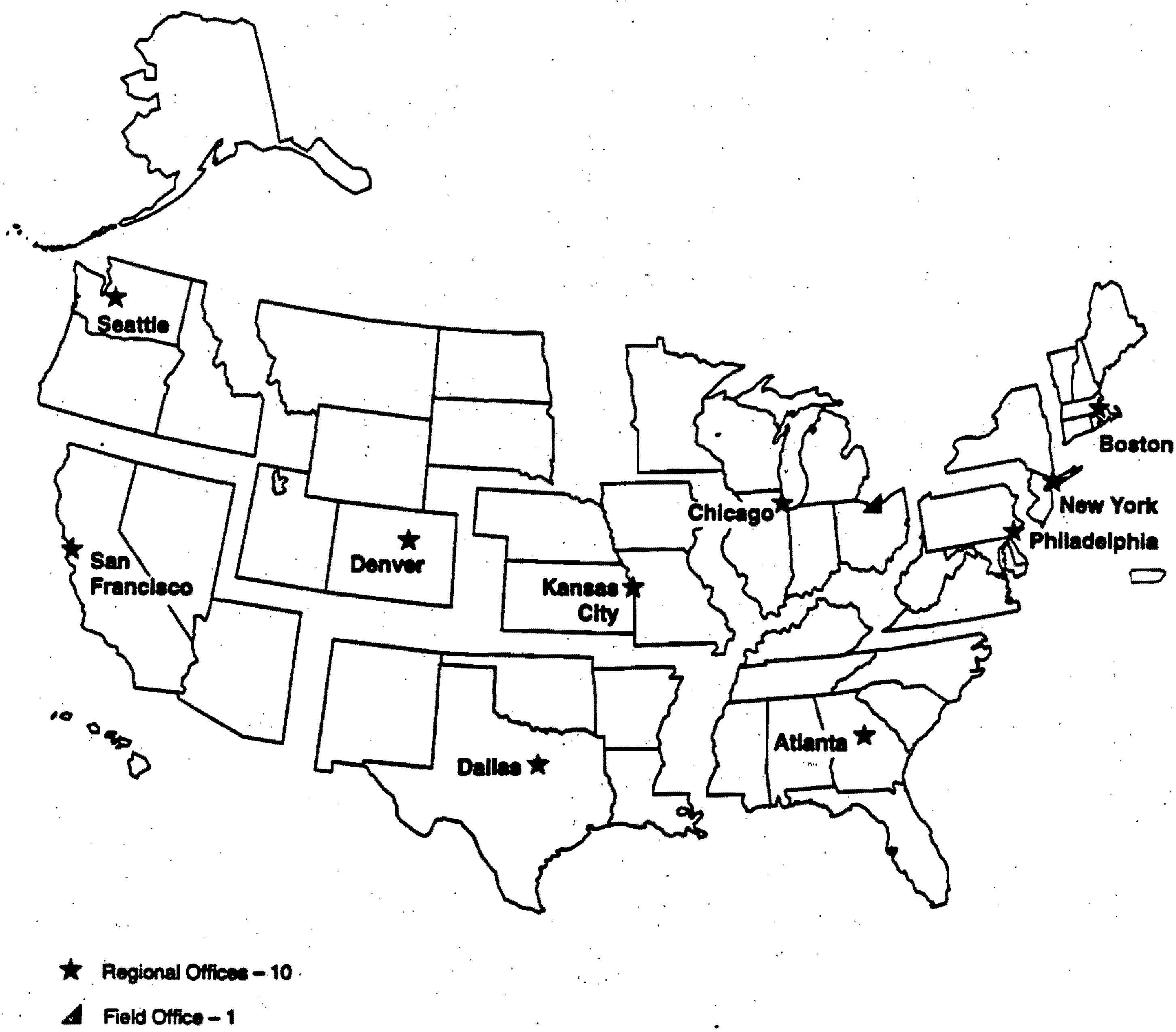
DRAFT

Figure I.5: Locations of Field Offices Currently Supporting the Office of Federal Contract Compliance Programs, Department of Labor



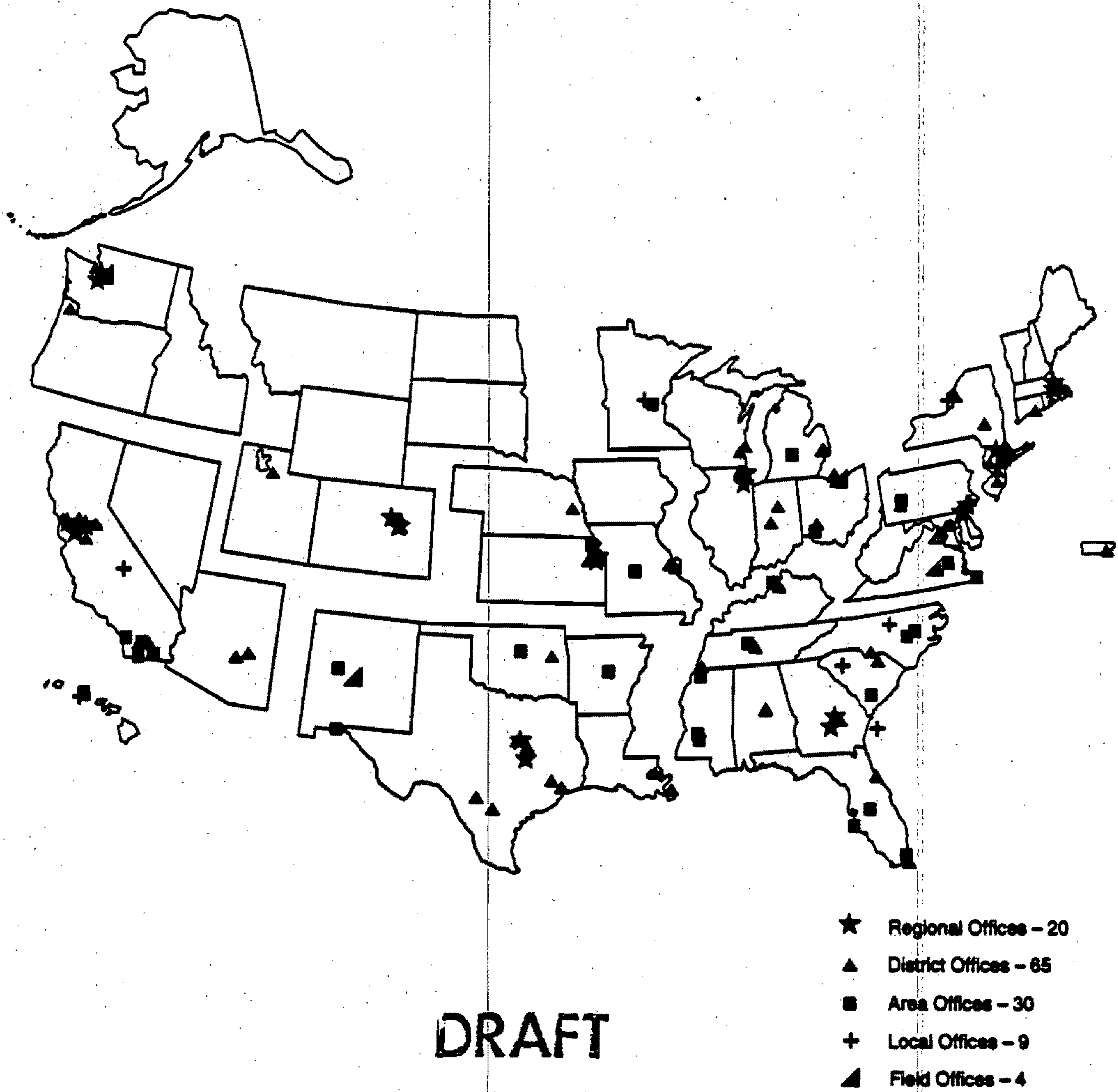
DRAFT

Figure I.6: Locations of Field Offices Currently Supporting the Office for Civil Rights, Department of Education



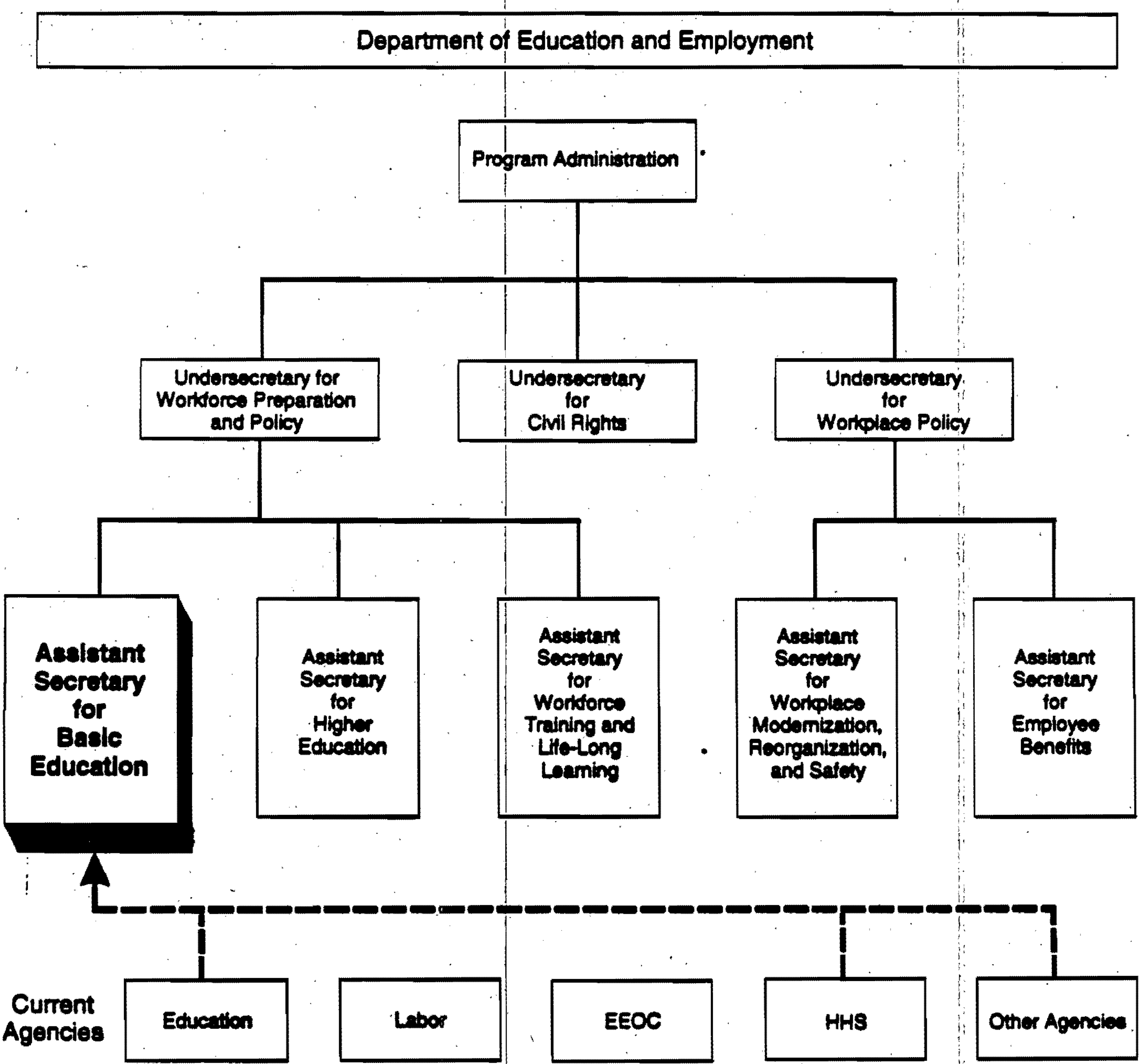
DRAFT

Figure I.7: Locations of All Field Offices for the Proposed Office of Civil Rights



BLANK

Figure I.8: The Proposed Office of Basic Education



OFFICE OF BASIC EDUCATION

REORGANIZATION PROPOSAL

As one of three units within the proposed Office of Workforce Policy and Preparation (see fig. I.8), the Office of Basic Education would join together about 40 federal programs currently administered by the Departments of Education and Health and Human Services (HHS) and the National Endowment for the Arts. (A list of these programs follows.) The Office of Basic Education would be charged with administering elementary education and secondary education programs, including those related to special education, bilingual education, and Indian education for youth. It would also be asked to administer the Head Start program--the federal government's largest early childhood program--and selected art education and library programs.

According to the proposal, this office would be responsible for developing policies for and administer programs that support the general education of U.S. youth from preschool through adulthood, including special populations such as disadvantaged, disabled, limited English proficient, and Indian children.

GAO ANALYSIS

To better understand the spending and staffing levels available to this proposed office, we determined the approximate staffing and funding of the 40 programs that would be included in this office. Our data are based on fiscal year 1995 appropriations for grant programs, and the authorized staffing levels to administer those programs (see table I.4). The locations of field offices for the existing programs, and all that would support this proposed office are shown in figures I.9 through I.11.

DRAFT

Table I.4: Funding, Staffing, and Field Office Information for the Proposed Office of Basic Education

Dollars in millions

Type of program	Fiscal Year 1995 appropriation	Fiscal Year 1995 Staffing Level[a]			Number of field offices
		Total	Headquarters	Field	
Early Childhood Education	$ 3,534.4	232	72[b]	160	12[c]
Elementary and secondary education	9,562.8	206	206	0	0
Special education	3,252.8	145	50	95	10
Bilingual education	245.2	44	44	0	0
Indian education	74.2	32	32	0	0
Other[d]	167.2	192	192	0	0
Total	$ 16,836.6	851	596	255	22

[a]Total authorized full-time equivalent (FTE) levels.

[b]Includes staff located at two regional offices in Washington, D.C.

[c]Two regional offices are located in Washington, D.C.

[d]Includes selected programs currently administered by the National Endowment for the Arts and Education's offices of Postsecondary Education and Education Research and Improvement.

Source: Departments of Education and HHS and the National Endowment for the Arts.

DRAFT

Issues

DRAFT

While the proposal calls for the Head Start program to be managed by the Office of Basic Education, HHS and other federal agencies currently administer many other early childhood programs not included in the proposal. We found in fiscal years 1992 and 1993 that the federal government funded over 90 early childhood programs in 11 agencies and offices.[10] Of this total, 34 programs are considered to be key programs and these 34 programs served at least 2 million children below the age of 5 and spent $3.66 billion in fiscal year 1992. Some of these programs are identified in appendix III.

This Office would also manage Education programs that fund or provide teacher training services, but at least 8 other agencies currently administer similar programs that are not included in the proposal. We recently reported that in fiscal year 1993 at least 86 teacher training programs existed in 9 federal departments and agencies.[11] Agency officials identified 42 of these programs that obligated $ 280 billion in fiscal year 1993, as primarily dedicated to teacher training. The programs not included in the proposal but which we believe should be considered for consolidation are identified in appendix III.

We identified other education-related programs in addition to the elementary and secondary education programs included in the proposal that could be considered for inclusion in or consolidation

DRAFT

[10] Early Childhood Programs: Multiple Programs and Overlapping Target Groups (GAO/HEHS-95-4FS, Oct. 31, 1994).

[11] Multiple Teacher Training Programs: Information on Budgets, Services, and Target Groups (GAO/HEHS-95-71FS, Feb. 22, 1995).

under this Office's authority.[12] Currently, at least 9 departments and agencies administer these programs and some of them are also identified in appendix III.

CURRENT PROGRAMS TO BE ADMINISTERED BY THE PROPOSED OFFICE OF BASIC EDUCATION

From the Department of Education

Goals 2000
  State Grants
  Parents as Teachers
  Other Goals 2000 programs
Title I of the Elementary and Secondary Education Act
  Grants to local education agencies (LEA)
  Neglected and Delinquent Children
  State Program Improvement Grants
  Private School Improvement Expenses
  Evaluation
Revised Title VI--Innovative Education Program Strategies
  Innovative Education Program Strategies
  Eisenhower Professional Development
  Eisenhower National Activities
  Bilingual Programs
  Research Labs
  Safe and Drug Free Schools
  Education Infrastructure
  Dropout Prevention
  Magnet Schools
  Charter Schools
  Family and Community Endeavor Schools
  Educational Research Information Center (ERIC) Clearinghouse
  Telecommunications Demonstration in Math
Impact Aid
Inexpensive Book distribution
Elementary and Secondary Education (ESEA) Technical Assistance Consolidation
Even Start
Assessment
Javitz Gifted and Talented Program
Indian Education (youth)
Education for Homeless Children and Youth
Minority Teacher Recruitment and Minority Services

[12]Department of Education: Information on Consolidation Opportunities and Student Aid (GAO/T-HEHS-95-130, Apr. 6, 1995).

Foreign Language Assistance
Special Education
21st Century Learning Centers
Library Support
  Interlibrary Cooperative
  Library Education and Training
  Library Research and Demonstrations

From the Department of Health and Human Services

Head Start

From the National Endowment for the Arts

Art in Education

ELEMENTARY AND SECONDARY EDUCATION PROGRAMS PROPOSED FOR ELIMINATION

Instruction in Civics, Government, and Law
Ellender Fellowships (Close-Up)
Education for Native Hawaiians
Training in Early Childhood Education and Violence Training
Women's Educational Equity
Ready to Learn TV
Star Schools

DRAFT

Figure I.9: Locations of Field Offices Currently Supporting the Office of Special Education and Rehabilitative Services, Department of Education

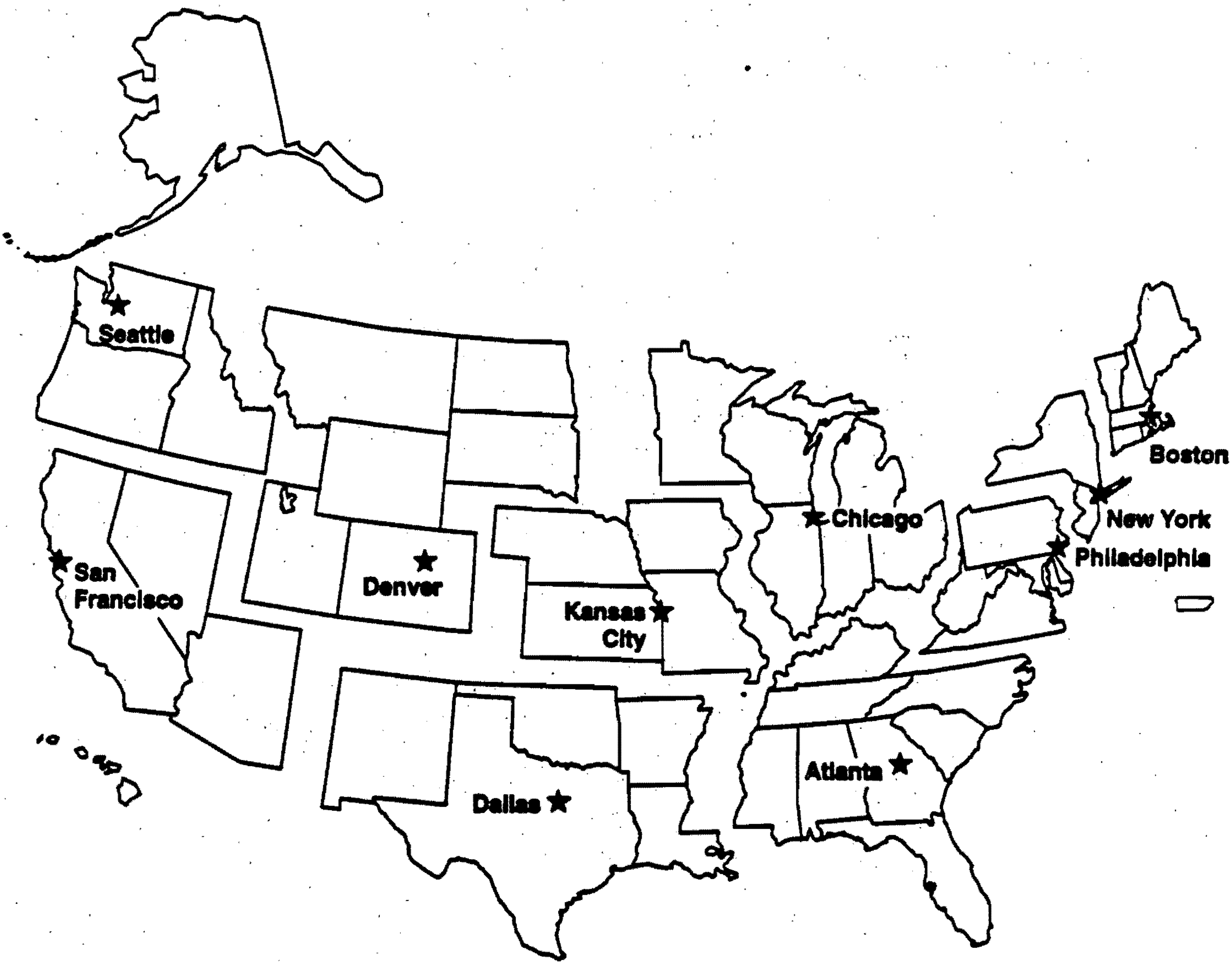
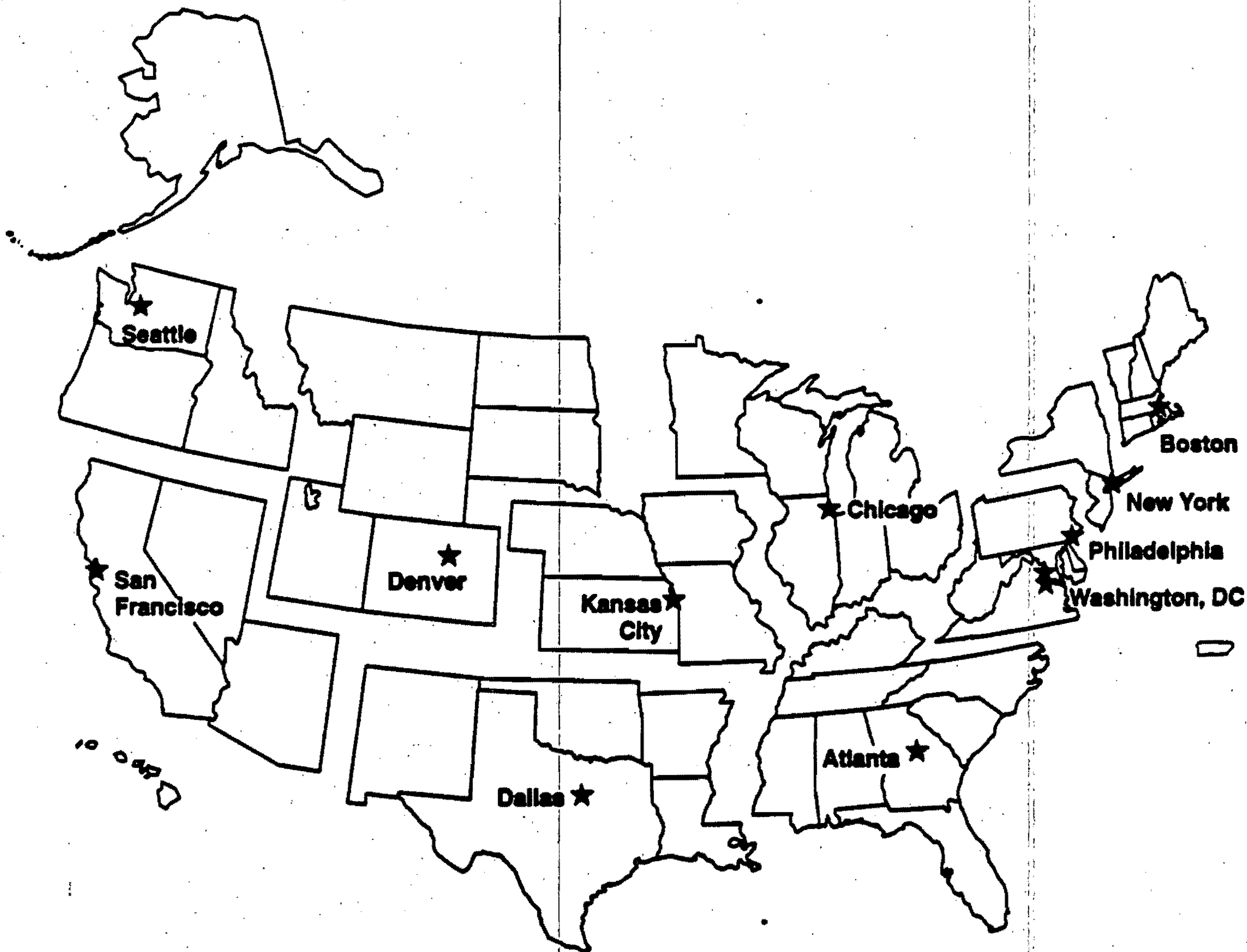
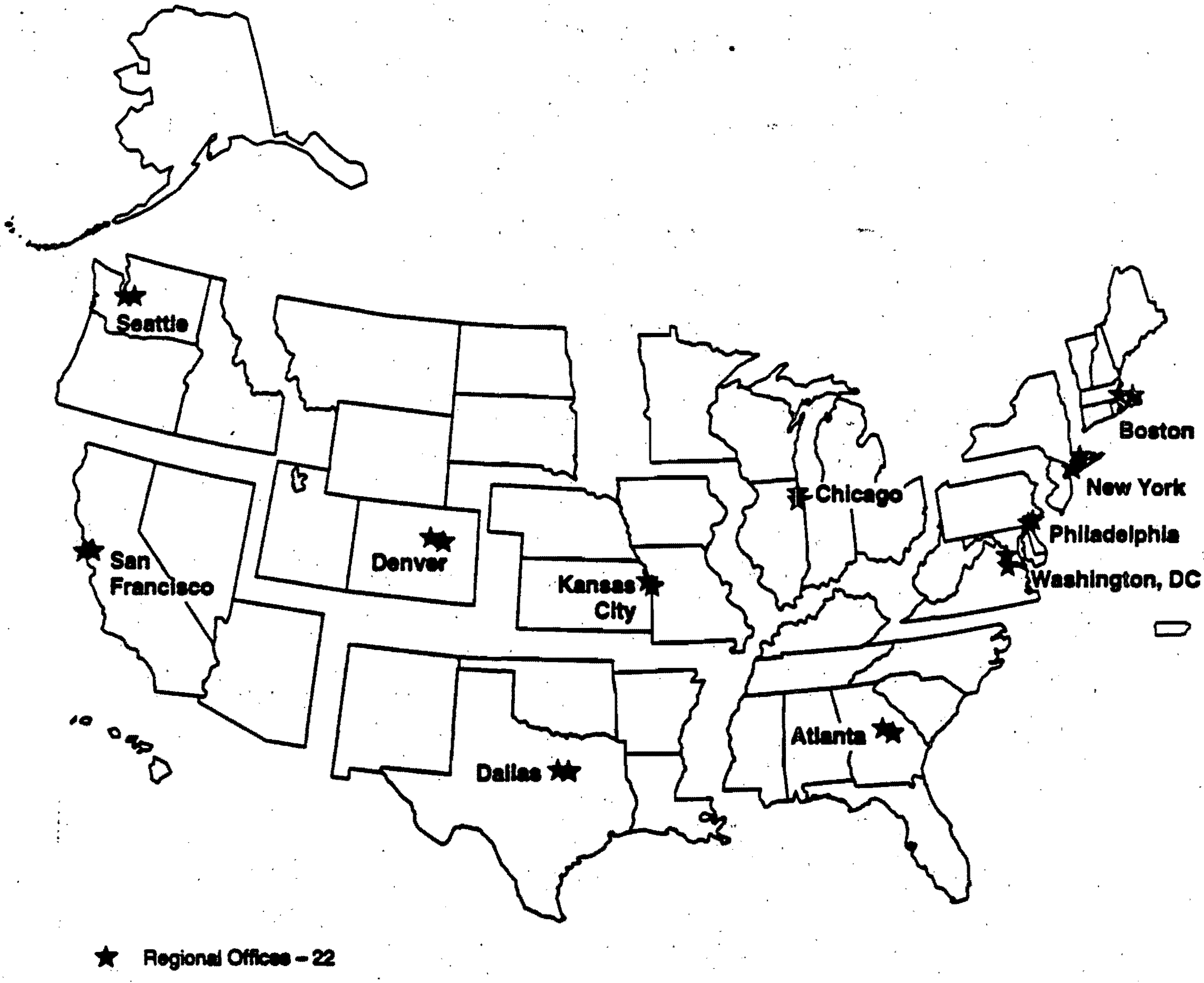


Figure I.10: Locations of Field Offices Currently Supporting the Head Start Program, Department of Health and Human Services



DRAFT

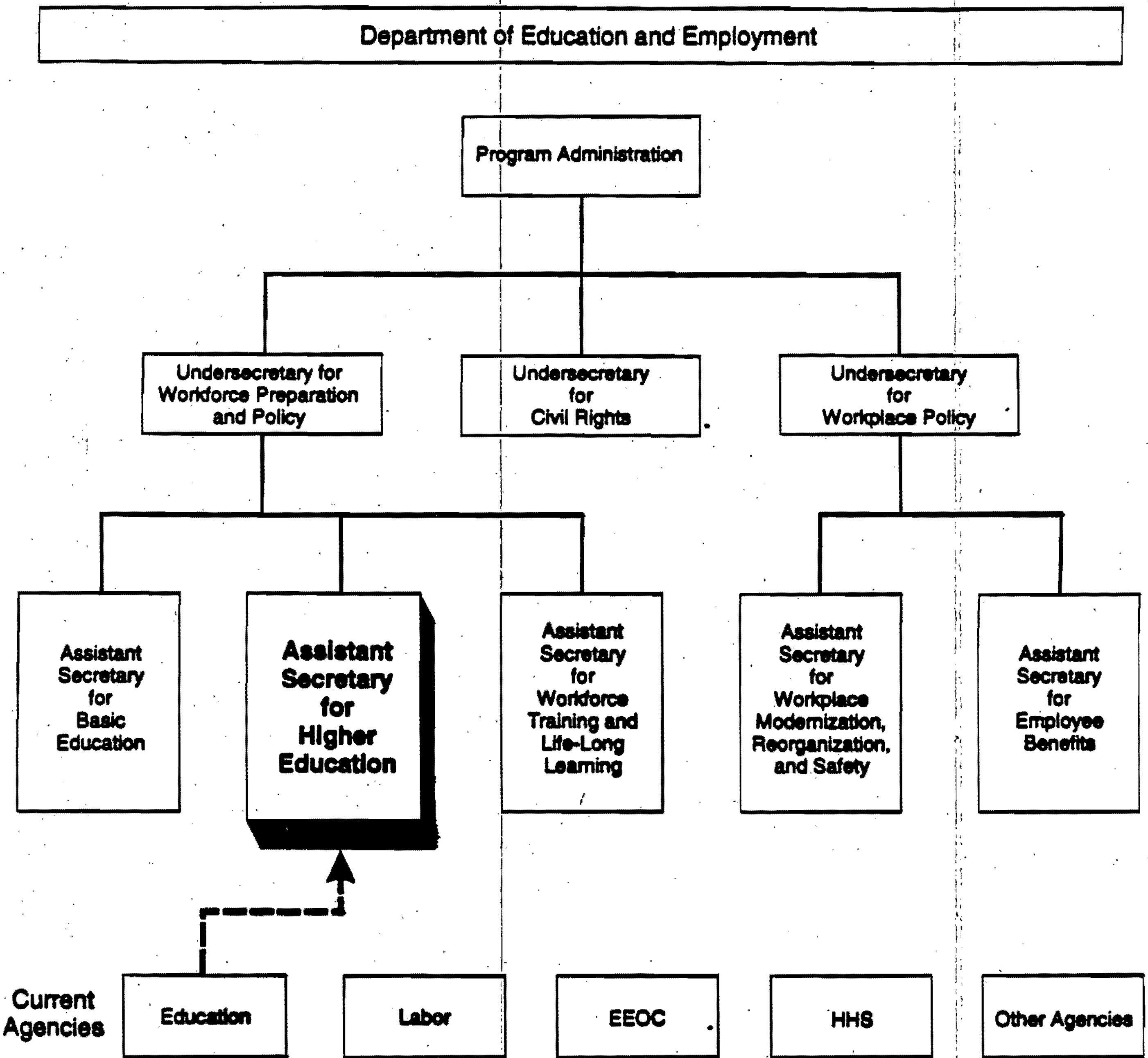
Figure I.11: Locations of All Field Offices Supporting the Proposed Office of Basic Education



DRAFT

DRAFT

Figure I.12: Proposed Office of Higher Education



DRAFT

OFFICE OF HIGHER EDUCATION

REORGANIZATION PROPOSAL

As one of three units within the proposed Office of Workforce Policy and Preparation (see fig. I.12), the Office of Higher Education would manage 33 federal programs currently administered by the Department of Education. (A list of these programs follows.) The Office of Higher Education, headed by an Assistant Secretary, would be responsible for administering programs that provide financial aid and scholarships to U.S. citizens preparing to attend or currently enrolled in colleges, universities, and trade and technical schools. It would also be charged with providing grants to postsecondary institutions such as Howard and Gallaudet Universities.

On the basis of the proposal, this Office would serve as the central unit for carrying out the federal role in providing access to postsecondary education by managing student loans, grants, and a scholarship block grant.

GAO ANALYSIS

To understand better the funding and staffing levels available to this proposed office, we identified the approximate number of staffing and funding that the 33 programs could transfer to this office. Our data are based on fiscal year 1995 appropriations for these grant programs and authorized staffing levels to administer these programs (see table I.5). The locations of field offices that would support this proposed office are shown in figure I.13.

Table I.5: Funding, Staffing, and Field Office Information for the Proposed Office of Higher Education

Dollars in millions

Type of program		Fiscal year 1995 budget	Fiscal year 1995 staffing level[a]			Number of field offices
			Total	Headquarters	Field	
Grants	$	7,507.0	422	-	-	-
Loans (direct and other)		6,494.6	886	-	-	-
Fellowships and Scholarships		1,130.3	152	-	-	-
Other[b]		112.0	21	-	-	-
Total	$	15,243.9	1,481	834	647	10

[a]Total authorized full-time equivalent (FTE) levels.

[b]Includes the National Technical Institute for the Deaf and postsecondary education programs supporting special populations.

Source: Department of Education.

Issues

In light of the continuing financial pressures to minimize federal costs while helping to ensure needy students have access to financial aid for their postsecondary education, we reported that the Perkins loan program was one program that could be discontinued.[13] This program is a campus-based loan program whereby the federal government provides funds to schools who match them and make loans to needy students. The schools service and collect the loans, and use funds collected from these loans to make new student

DRAFT

[13]Department of Education: Information on Consolidation Opportunities and Student Aid (GAO/T-HEHS-95-130, Apr. 6, 1995).

loans. The federal government could discontinue its capital contributions and allow schools to continue to operate the programs at their own expense, or with the help of states, if they choose.

PROGRAMS TO BE ADMINISTERED BY THE PROPOSED OFFICE OF HIGHER EDUCATION

From the Department of Education

Pell Grants
Supplemental Educational Opportunity Grants (SEOG)
Work Study
Perkins Loans
State Student Incentive Grants
State Postsecondary Review Program
Federal Family Education Loan Program
Federal Family Education Loan (liquidating)
International Education
Student Financial Database
TRIO
Early Intervention
Fund for the Improvement of Postsecondary Education
Strengthening Institutions
Howard University
Historically Black Colleges and Universities (HBCU)
National Technical Institute for the Deaf (NTID)
Gallaudet University
Direct Student Loans
Christa McAuliffe Fellowships
Desert Storm Benefits
Byrd Honors Scholarship
National Science Scholars
National Academy of Science, Space, and Technology
Douglas Teachers Scholarships
Olympic Scholarships
Teacher Corps
Harris Fellowhsips
Javitz Fellowships
Graduate Assistance
Faculty Fellowships
School, College, and UN Partnerships
Legal Training for the Disadvantaged (CLEO)

POSTSECONDARY EDUCATION PROGRAMS PROPOSED FOR ELIMINATION

Alaska Native Culture and Arts Development
Eisenhower Leadership Programs
Law School Clinical Experience
Interest Subsidy Grant
Mary McLeod Bethune Fine Arts Center
Cooperative Education
College Housing and Academic Facilities Loan

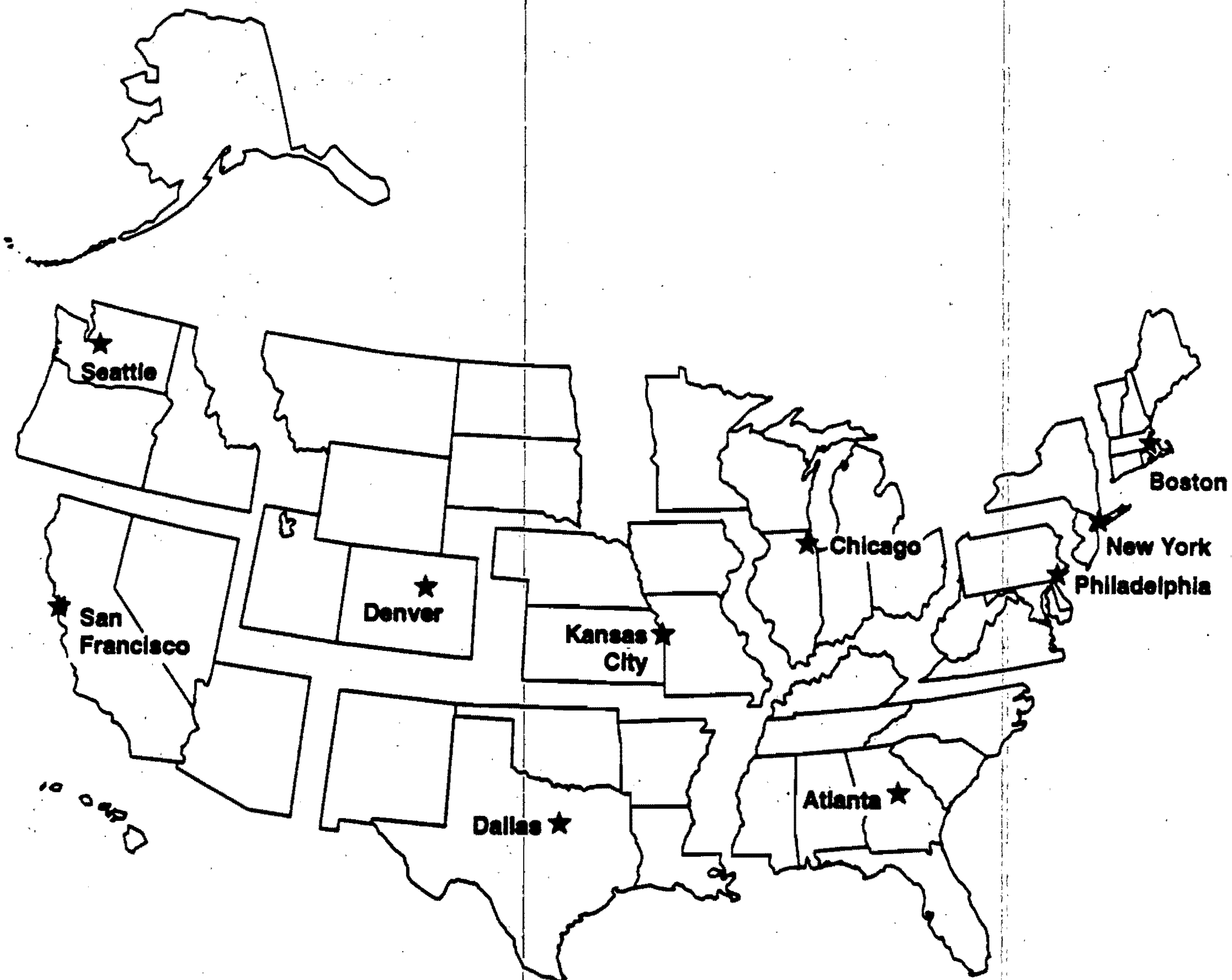
DRAFT

POSTSECONDARY EDUCATION PROGRAMS PROPOSED FOR TRANSFER TO OTHER AGENCIES

Innovative Community Services Projects
(to the National Service Corp)
Urban Community Service
(to the National Service Corp)

DRAFT

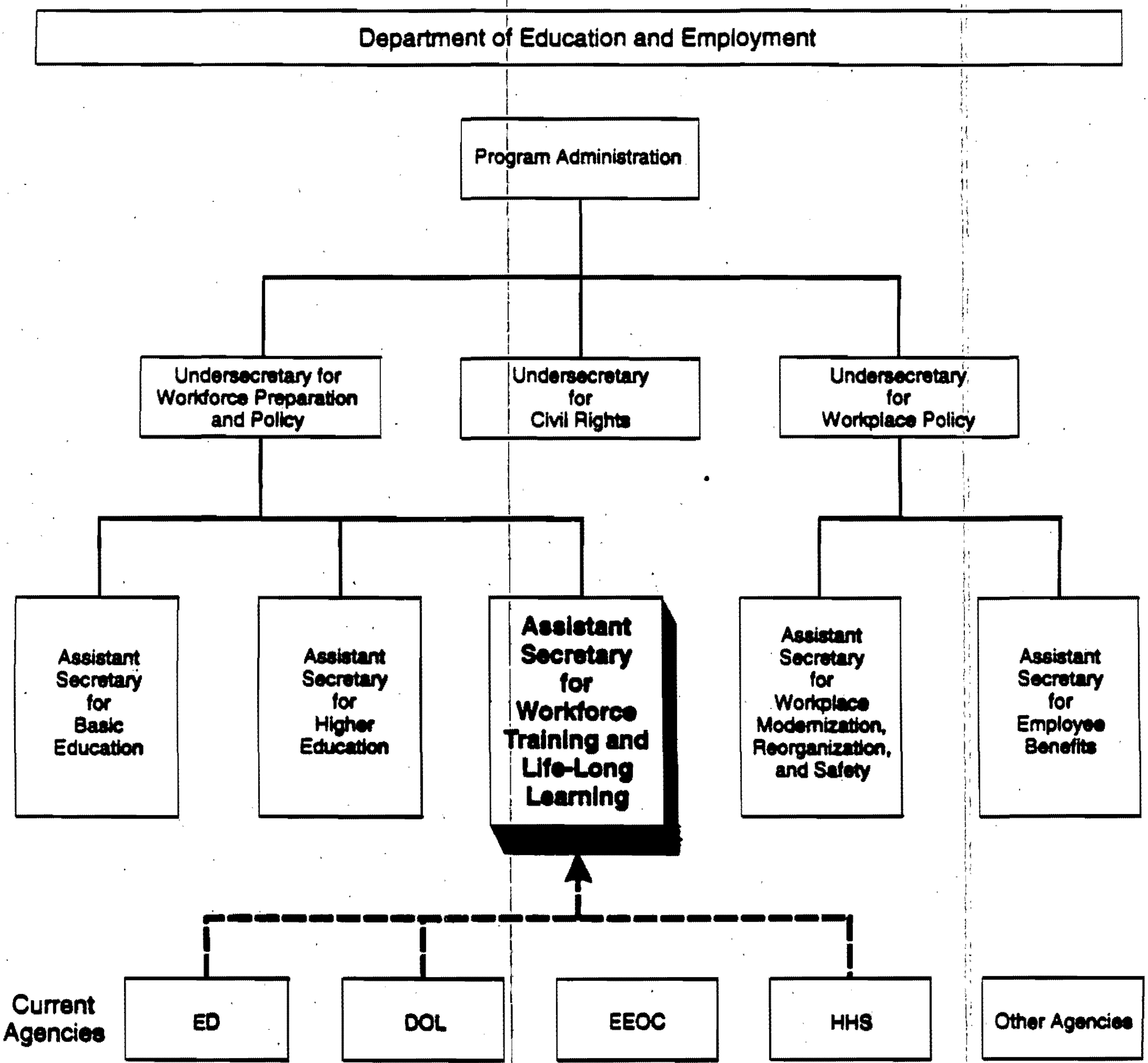
Figure I.13: Locations of Field Offices Currently Supporting the Office of Postsecondary Education, Department of Education



DRAFT

BLANK

Figure I.14: The Proposed Office of Workforce Training and Life-Long Learning



OFFICE OF WORKFORCE TRAINING AND LIFE-LONG LEARNING

REORGANIZATION PROPOSAL

As shown in figure I.14, as one of three units within the proposed Office of Workforce Policy and Preparation, the Office of Workforce Training and Life-Long Learning would join about 70 federal programs currently administered by the Departments of Education, Labor, and HHS. (A list of these programs follows.) The Office of Workforce Training and Life-Long Learning, headed by an Assistant Secretary, would be responsible for administering programs and proposed block grants for adult and youth employment and training, adult education and literacy, and vocational education and rehabilitation. It would also be charged with administering the Job Opportunity and Basic Skills (JOBS) program.

On the basis of the proposal, the Office of Workforce Training and Life-Long Learning would create a comprehensive workforce development strategy by overseeing a consolidated system of federal employment training and education programs for youth and adults. As envisioned, this comprehensive strategy would better ensure that American workers are prepared for jobs in an increasingly competitive global economy. To carry out the strategy, the Office would be asked to encourage states in partnership with business to fashion programs that emphasize (1) training people for and placing them in real jobs and (2) upgrading the skills of people who are currently employed. The Office would also administer services through a series of block grants to the states and direct funding to grantees.

DRAFT

GAO ANALYSIS

To better understand the spending and staffing levels available to this proposed office, we determined the approximate amount of funding and staffing for the 70 programs that would be included in this office. Our data are based on fiscal year 1995 budget data for grant programs and authorized staffing levels to administer those programs. (See table I.6.) The field offices for the existing programs, as well as all the field offices that would support this proposed office, are shown in figures I.15 through I.18.

Table I.6: Funding, Staffing, and Field Office Information for the Proposed Office of Workforce Training and Life-Long Learning

Dollars in millions

Type of program	Fiscal year 1995 budget	Fiscal year 1995 staffing level[a]			Number of field offices
		Total	Headquarters	Field	
Education/Youth/ School-to work	$ 125	9	9	0	0
Adult Education and Training	6,700.9	1,521	524	997	285
Adult Literacy	49.2	11	11	0	0
Vocational Rehabilitation	2,203.4	175	175	0	0
JOBS	1,300	91	26	65	10
Total	$ 10,378.5	1,807	745	1,062	295

[a]Total authorized full-time equivalent (FTE) levels.

Source: Departments of Education, Labor, and HHS.

DRAFT

Issues

Our work suggests that the consolidation of employment training programs would provide an opportunity to reduce federal administrative duplication.[14] For example, the number of departments and agencies engaged in employment training would decrease from the current 15. Procedural and regulatory requirements on state and local officials could also be significantly reduced by eliminating conflicting planning and reporting cycles. For example, we concluded from our past work that establishing uniform planning and reporting cycles within or across programs would make it easier to deliver services at the local level.[15]

Moreover, the restructuring proposed by the block grants would present a chance to hold administrators more accountable for program results. From our work, we found that almost 40 percent of the employment training programs could not tell us how many people were served each year, and less than 50 percent of the programs had knowledge of participants' obtaining jobs after they received services.[16] From our research on the 1981 block grants, we found

[14]Multiple Employment Programs: Overlapping Programs Can Add Unnecessary Administrative Costs (GAO/HEHS-94-80, Jan. 28, 1994).

[15]Multiple Employment Training Programs: Conflicting Requirements Hamper Delivery and Services (GAO/HEHS-95-78, Jan. 28, 1994).

[16]Multiple Employment Training Programs: Basic Program Data Often Missing (GAO/T-HEHS-94-239, Sept. 28, 1994) and Multiple Employment Training Programs: Most Federal Agencies Do Not Know If their Programs Are Working Effectively (GAO/HEHS-94-88, Mar. 2, 1994).

We identified that there are 65 additional employment training programs, like the 98 programs already earmarked to under the proposal, that could be considered for inclusion in or consolidation under this Office's authority.[18] Currently, these 65 programs are being administered by 13 departments and agencies other than Education and Labor and spend with fiscal year 1995 appropriations of $4 billion annually. Appendix III contains a list of these programs.

PROGRAMS TO BE ADMINISTERED BY THE PROPOSED OFFICE OF WORKFORCE TRAINING AND LIFE-LONG LEARNING

From the Department of Education

High School Equivalency Program
Migrant State Agency
College Assistance for Migrant Education
School-to-Work
Federal Corrections Institute
Vocational Education Basic State Grant
Comprehensive Career Guidance
Blue Ribbon Programs
Regional training--Skilled Trades
Business/Education Labor Partnerships
State Programs and Activities
Single Parents/Displaced Homemakers
Sex Equity
Criminal Offenders
Cooperative Demonstrations' Community-Based Organizations
Bilingual Vocational Training
Consumer and Homemaking Education
TechPrep Education
Student Literacy Corps
State Councils
Research
Smith-Hughs Act
Territorial Set Aside
Indian and Hawaiian Natives Set Aside

DRAFT

[18] Multiple Employment Training Programs: Information Crosswalk on 163 Employment Training Programs (GAO/HEHS-95-85FS, Feb. 14, 1995)

Tribally Controlled Postsecondary
Vocational Institutions

Vocational Rehabilitation
- Basic State Grants
- Client Assistance
- Training
- Special Demonstrations
- Supported Employment Projects
- Migratory Workers
- Recreational Programs
- Projects With Industry
- Supported Employment State Grants

Adult Education/Literacy
- Demonstration Projects for Vocational/Academic Integration
- National Workplace Literacy
- Literacy for Incarcerated Adults
- State Literacy Resource Centers
- Adult Education Basic Grant Program
- Homeless
- National Programs
- Library Service
- Indian Education

American Printing House for the Blind

From the Department of Labor

Employment and Training Administration Program Operations
Veterans' Employment and Training
Job Training Partnership Act (JTPA) IIA Adult
JTPA III Dislocated Workers
Defense Conversion Adjustment
Clean Air Employment Transition
Job Corps
Veterans' Employment
Disabled Veterans' Employment
Local Veterans' Employment
Veterans' Dislocated Workers
JTPA National Activities
Job Training for the Homeless
North American Free Trade Agreement (NAFTA)--Trade Adjustment Assistance
Employment Service Grants
Native American Training
Migrant and Seasonal Farmworkers
JTPA IIC Youth
JTPA Summer Youth
Skills Standards
School-to-Work

DRAFT

From the Department of Health and Human Services

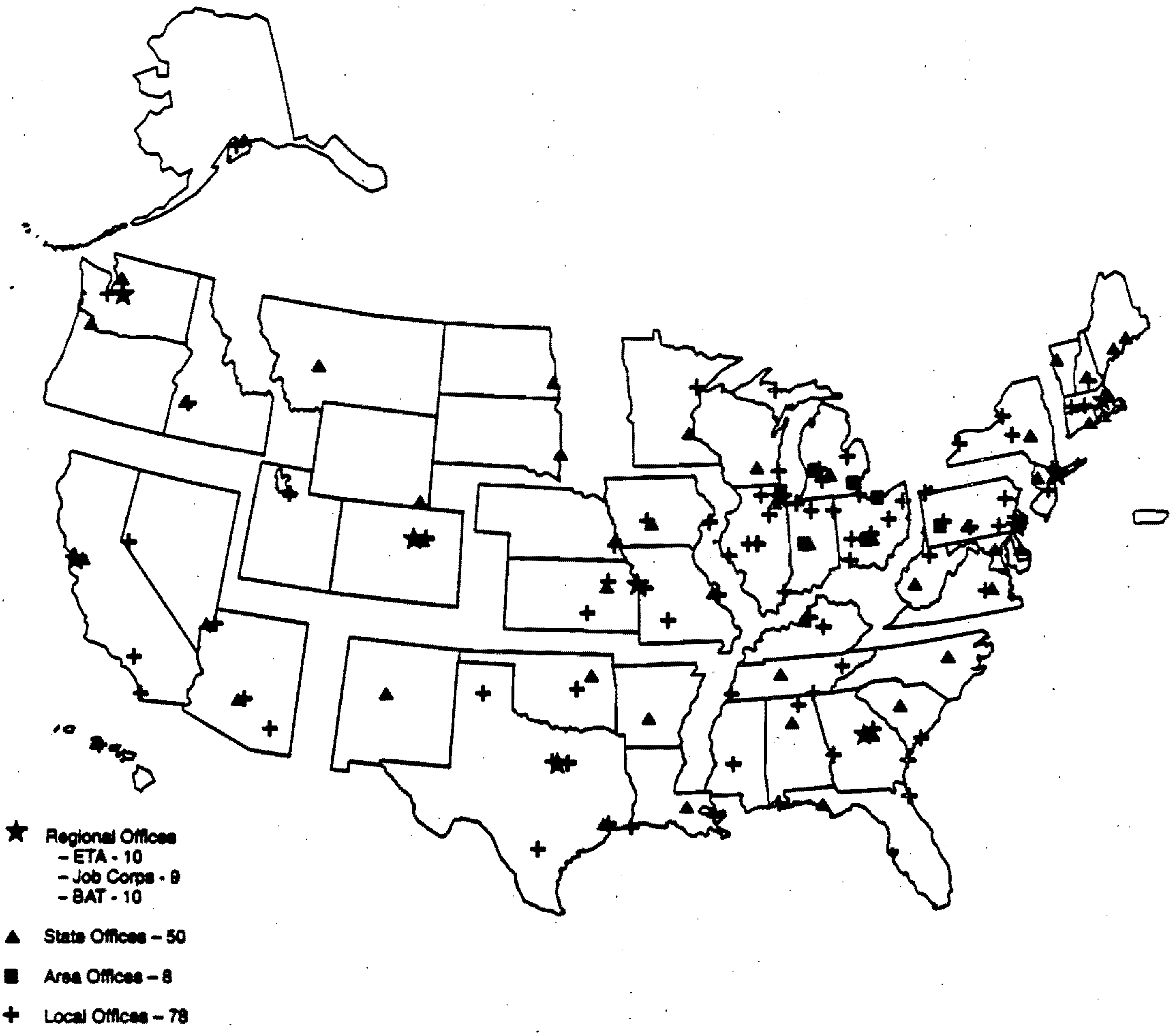
Job Opportunity and Basic Skills Program

EDUCATION-RELATED PROGRAMS PROPOSED FOR ELIMINATION

International Education Exchange
Civic Education
National Writing Project
National Diffusion Network
Educational Technology
Library Construction

DRAFT

Figure I.15: Locations of Field Offices Currently Supporting the Employment Training Administration, Department of Labor



DRAFT

Figure I.16: Locations of Field Offices Currently Supporting the Office of Veteran's Employment, Department of Labor

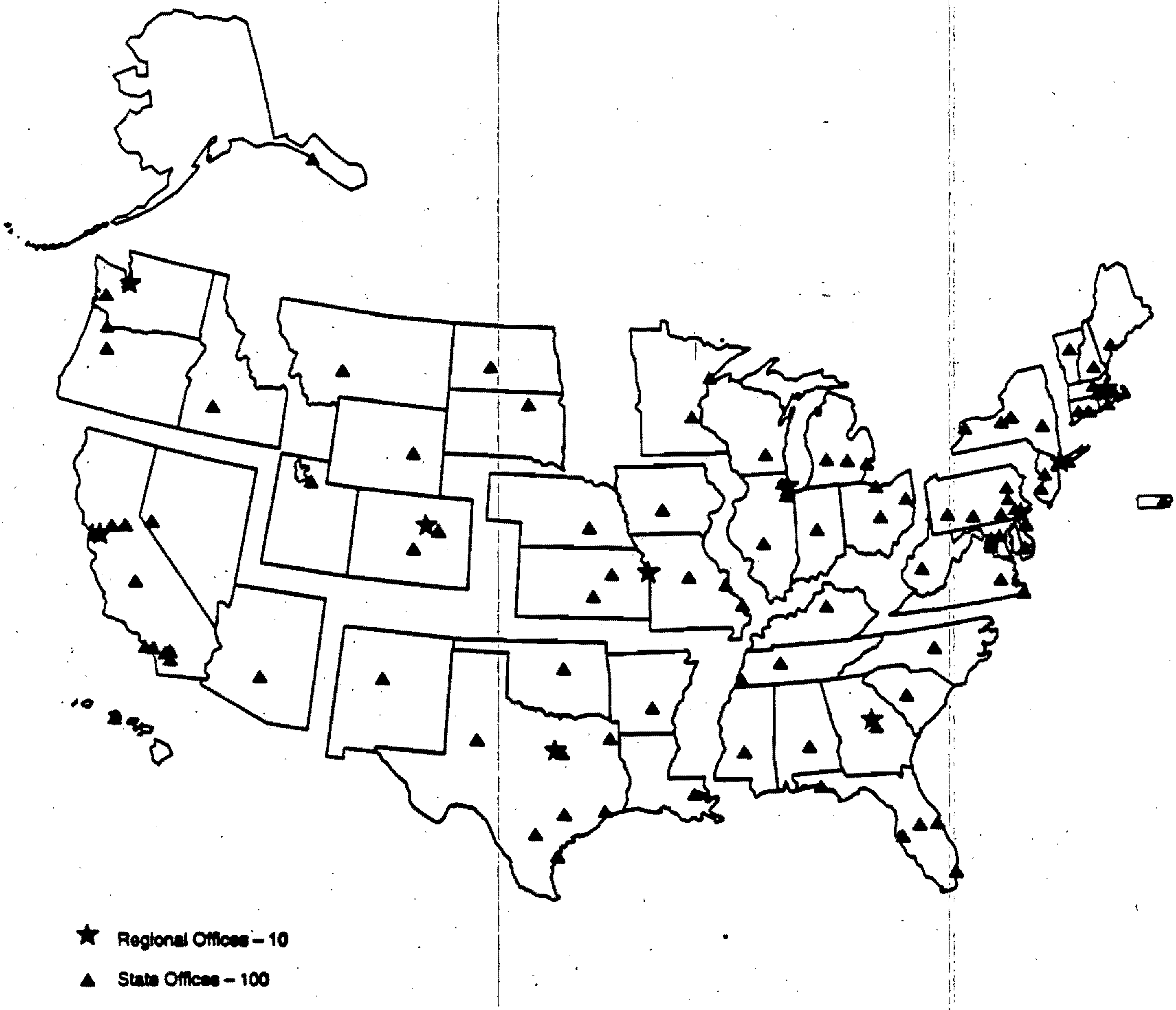


Figure I.17: Locations of Field Offices Currently Supporting the Job Opportunity and Basic Skills Program, Department of Health and Human Services

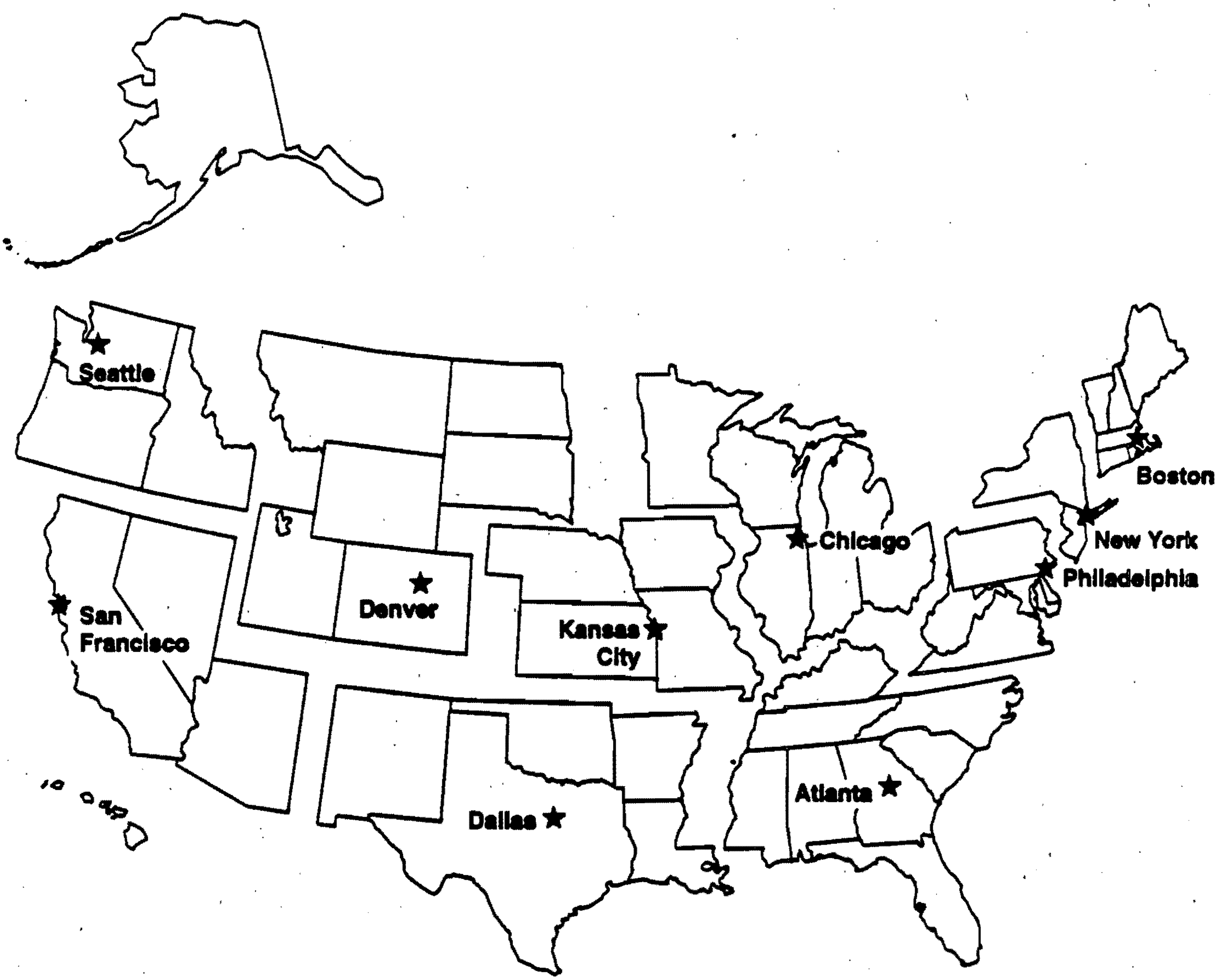
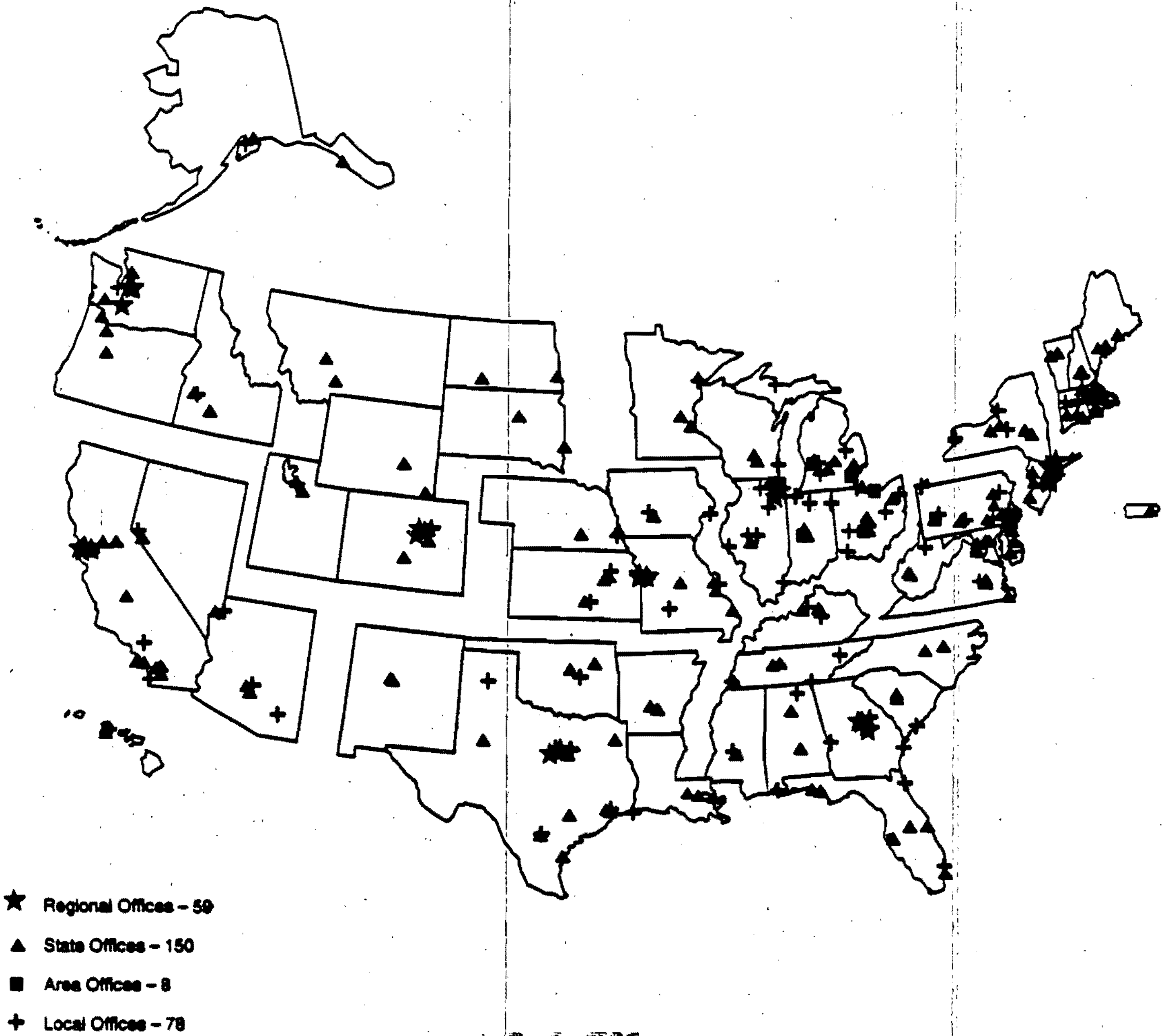


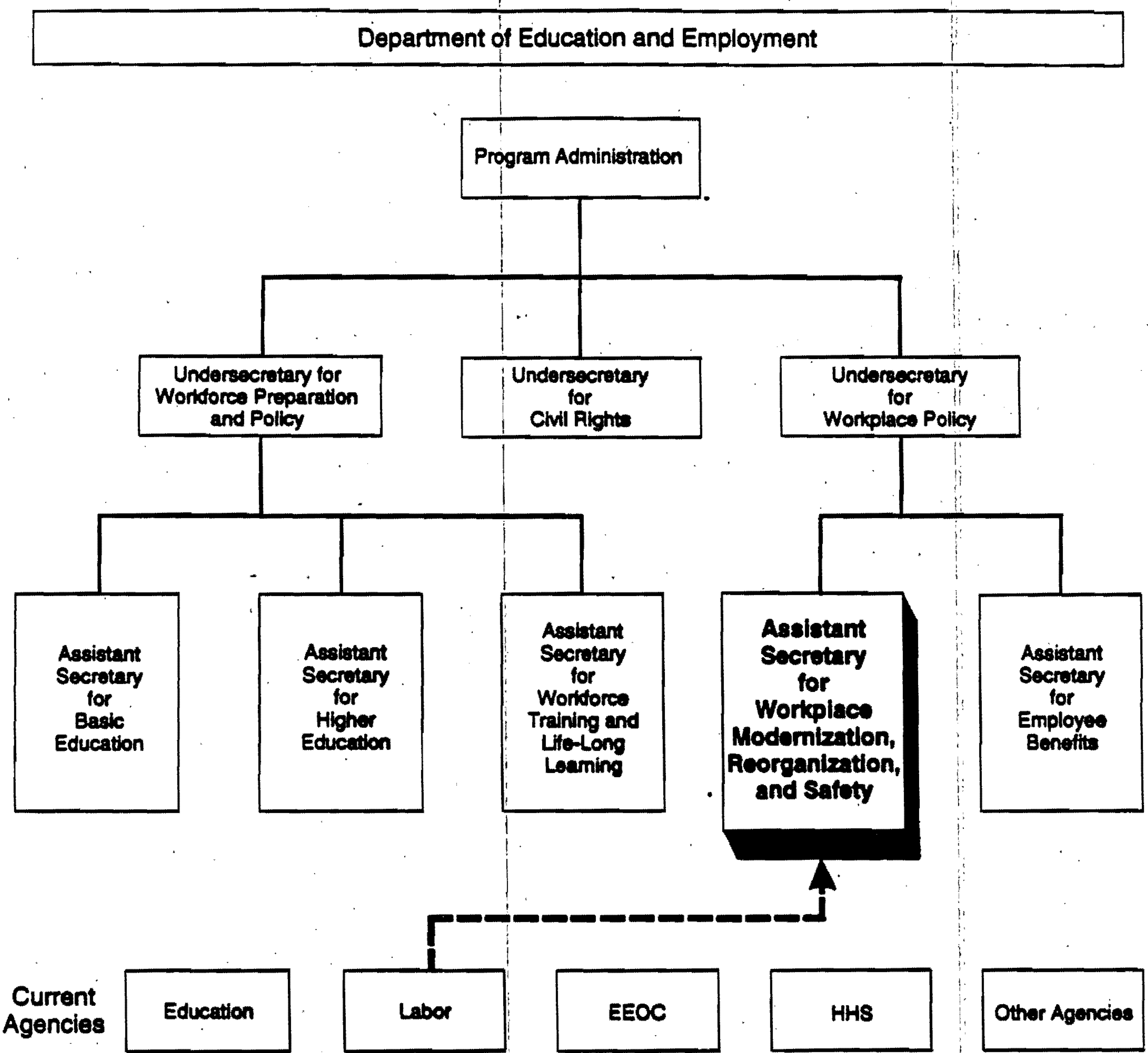
Figure I.18: Locations of All Field Offices for the Proposed Office of Workforce Training and Life-Long Learning



DRAFT

BLANK

Figure I.19: Proposed Office of Workplace Modernization, Reorganization, and Safety



DRAFT

OFFICE OF WORKPLACE MODERNIZATION, REORGANIZATION, AND SAFETY

REORGANIZATION PROPOSAL

As one of two units within the proposed Office of Workplace Policy, the Office of Workplace Modernization, Reorganization, and Safety would be under the direction of an Assistant Secretary. (See figure I.19.) This Office would include four programs from the Department of Labor that would work with employers and workers to enforce various workplace standards.

The Office of Workplace Modernization, Reorganization, and Safety would include (1) the Occupational Safety and Health Administration (OSHA), which enforces standards for workplace safety and health; (2) the Mine Safety and Health Administration (MSHA), which enforces standards for mine safety and health; (3) the Wage and Hour Division (WHD) from the Employment Standards Administration, which enforces standards for wages and other working conditions, and (4) the Office of Labor Management Standards (OLMS), from the Office of the American Workplace, which works with unions.[19]

The office would be charged with working with the business community to create world class enterprises that use innovative production technologies and organizational work practices to achieve greater productivity and competitiveness. At the same time, the office would be responsible for encouraging greater labor-management cooperation to ensure workers safe and healthful working conditions. The proposal also calls for eliminating the Office of Workplace Standards, which is located in the Office of the American Workplace.

DRAFT

[19]The Office would also include the Review Commissions for OSHA and MSHA. The budget data for these commissions ~~are~~ were not proposed for inclusion until after April 26, 1995, and we did not have the opportunity to gather the relevant data.

DRAFT

GAO ANALYSIS

To better understand the resources available to this proposed office, we determined the fiscal year 1995 funding and staffing for the activities that would be included in this office. (See table I.7.) The locations of field offices in the activities that would be included in this office, as well as all that would support the proposed office, are shown in figures I.20 through I.24.

Table I.7: Funding, Staffing, and Field Office Information for the Proposed Office of Workplace Modernization, Reorganization, and Safety

Dollars in millions

Agency	Fiscal year 1995 budget	Fiscal year 1995 staffing Level[a]			Number of field offices
		Total	Headquarters	Field	
OSHA	$ 315.4	2,323	413	1,910	108
MSHA	200.6	2,521	244	2,277	69
WHD[b]	105.6	1,381	173	1,208	280
OLMS	24.0	320	65	255	34
Total	$ 645.6	6,545	895	5,650	491

[a]Total authorized full-time equivalent (FTE) levels.

[b]Budget and staffing levels include an allocated amount from administration in the Employment Standards Administration.

Source: Department of Labor.

Issues

DRAFT

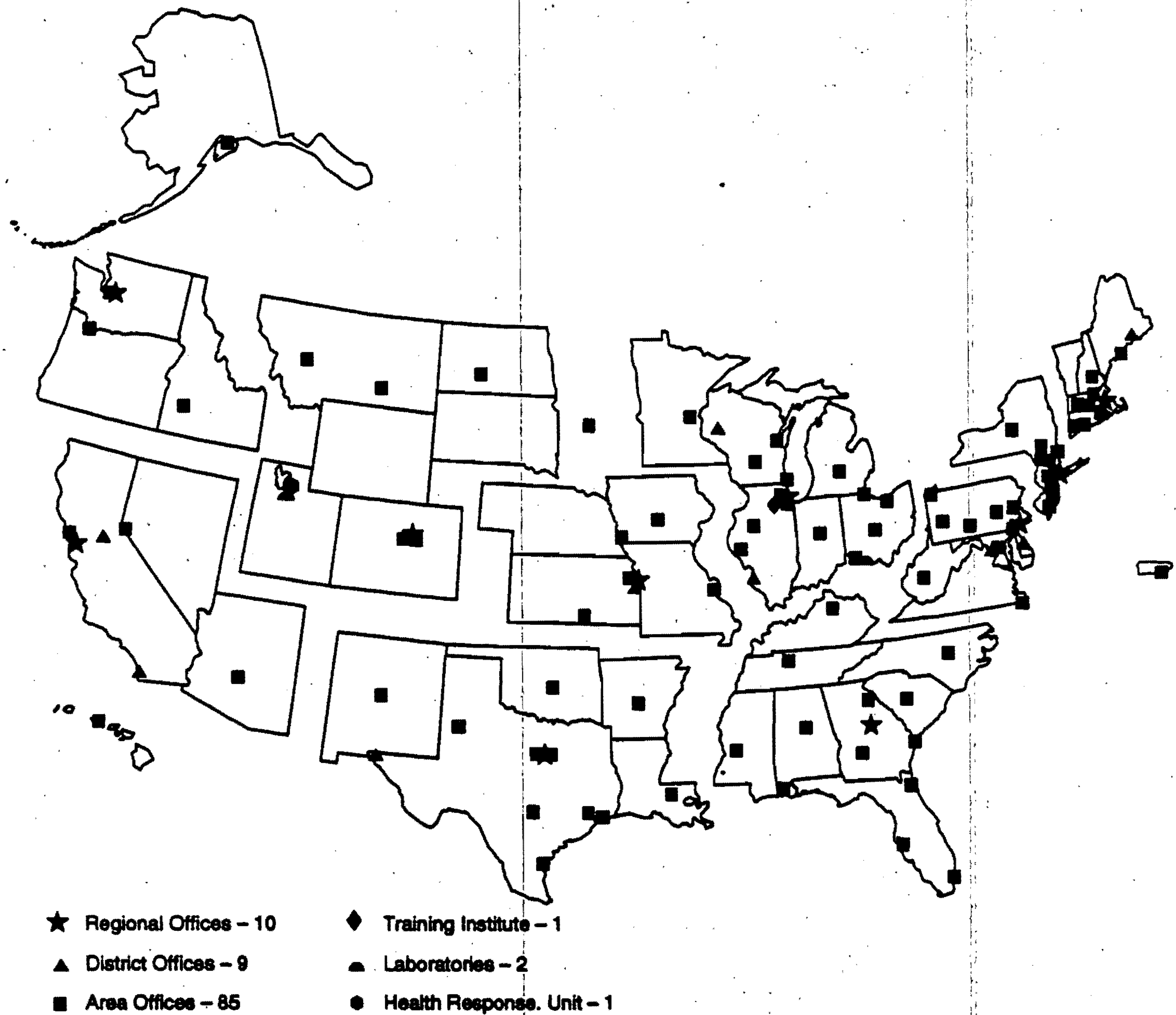
We reported in April 1994 that a consensus is emerging that the federal government must change the way it ensures worker protections.[20] The creation of a single office to ensure worker protections could result in a system that places greater responsibility on employers and employees to create and maintain a safe and healthful workplace. Additionally, a consolidated office could enhance employer outreach and training in order to achieve greater knowledge of and respect for workplace safety from both employers and workers. We reported in 1992 that employer involvement in on-site programs that promoted worker safety and health were effective in reducing work-related injuries and illnesses.[21]

While fostering an environment of greater voluntary compliance, there would still be a need for an effective enforcement presence with the employers and workers at the thousands of worksites and mines across the country. As a result, the continued use of field offices may prove essential. Serious consideration should be given to the mission and function of the new office in order to determine the proper amount of field presence required to carry out that mission effectively.

[20] Department of Labor: Rethinking the Federal Role in Worker Protection and Workforce Development (GAO/T-HEHS-95-125, April 4, 1995).

[21] Occupational Safety and Health: Worksite Safety and Health Programs Show Promise (GAO/HRD-92-68, May 19, 1992).

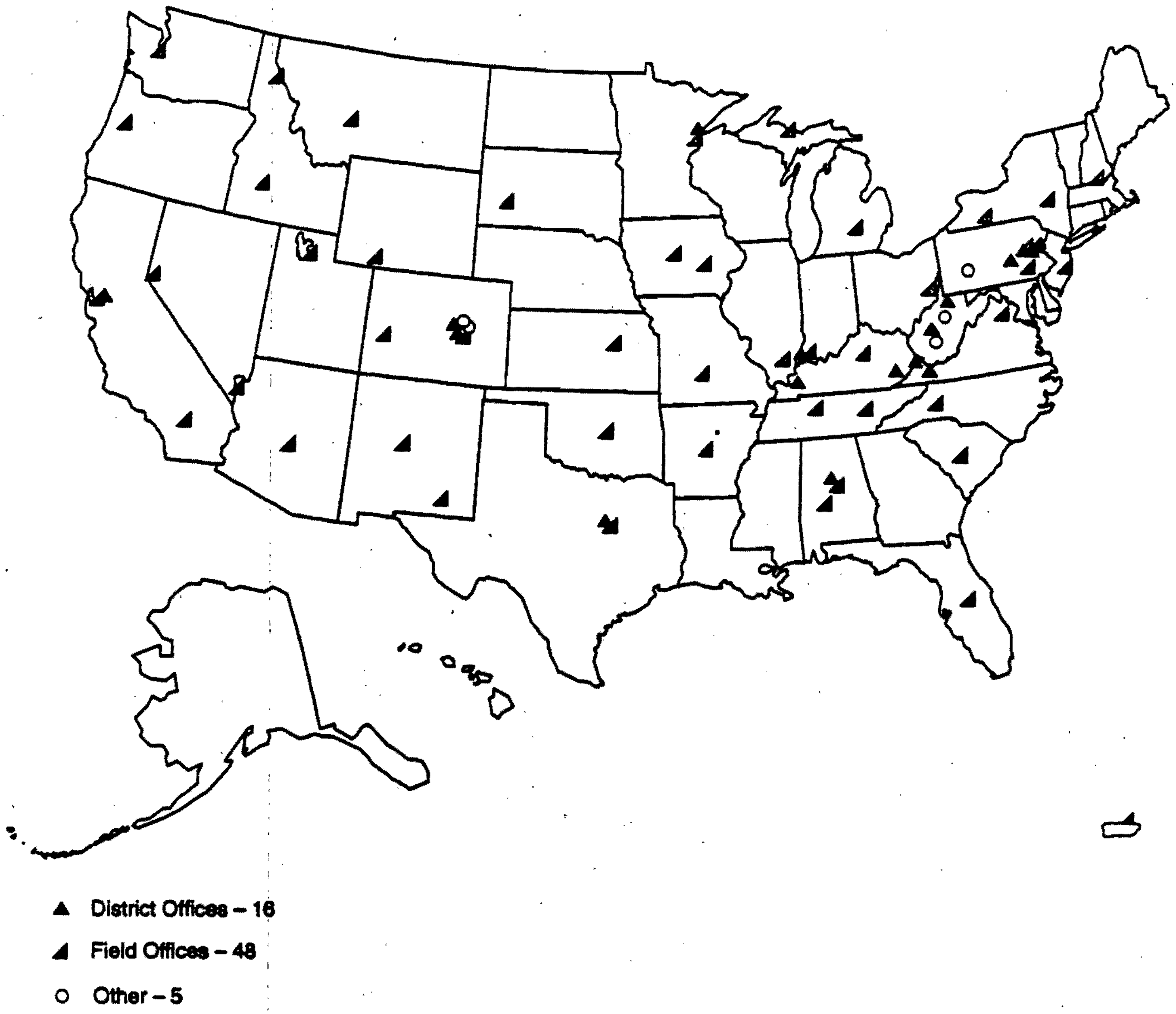
Figure I.20: Locations of Field Offices Currently Supporting the Occupational Safety and Health Administration, Department of Labor



DRAFT

DRAFT

Figure I.21: Locations of Field Offices Currently Supporting the Mine Safety and Health Administration, Department of Labor



DRAFT

Figure I.22: Locations of Field Offices Currently Supporting the Wage and Hour Division, Department of Labor

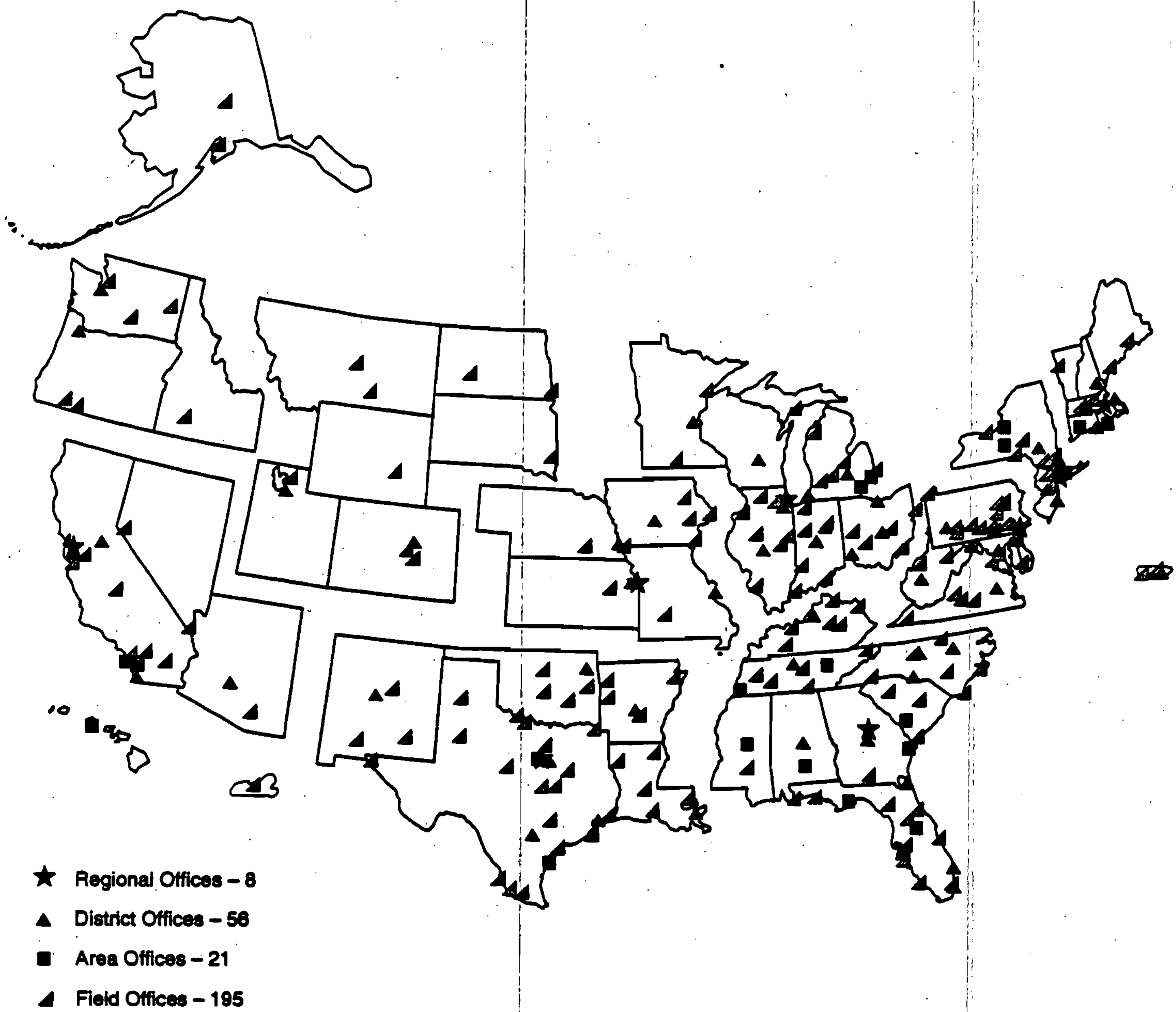


Figure I.23: Locations of Field Offices Currently Supporting the Office of Labor-Management Standards, Department of Labor

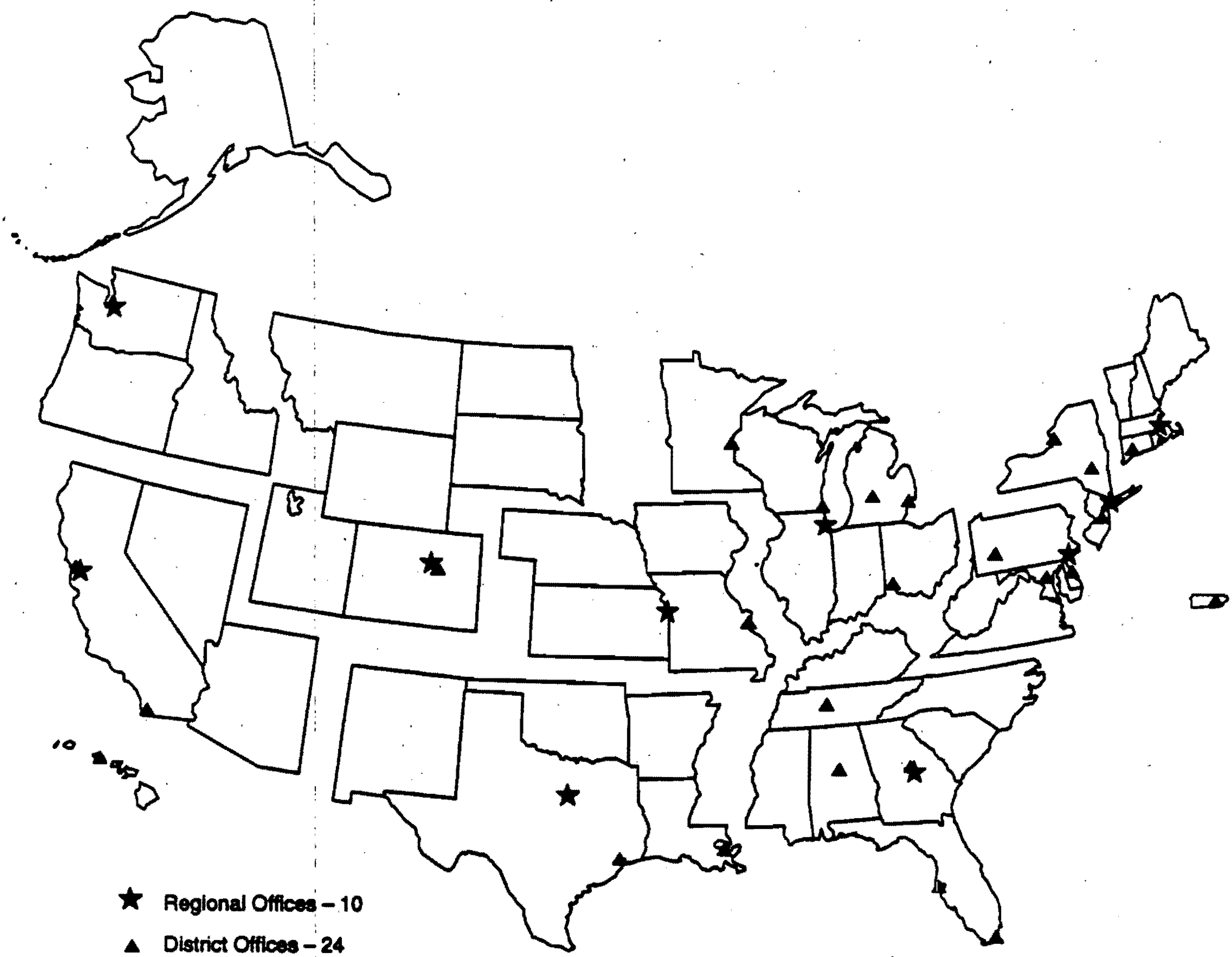
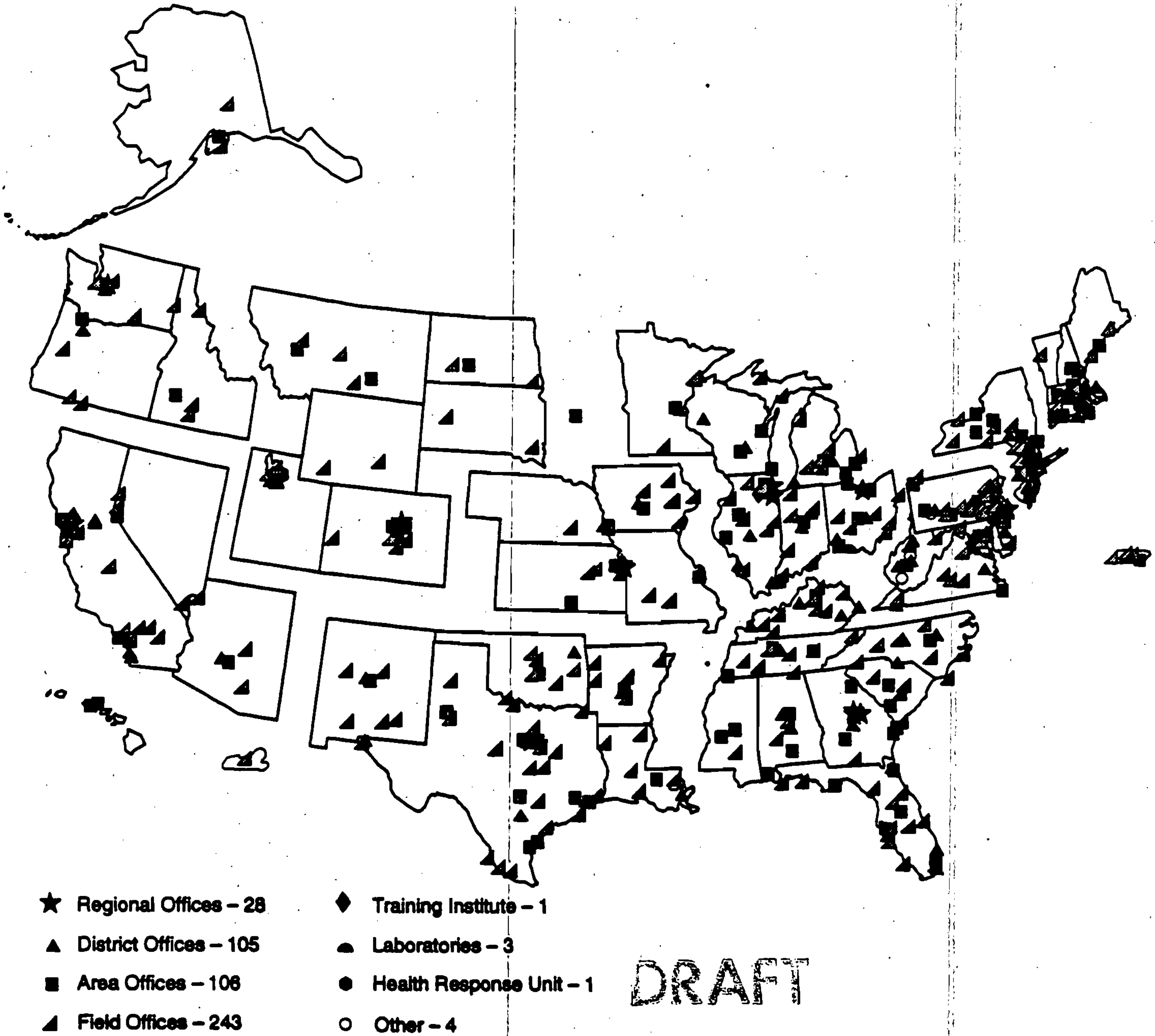
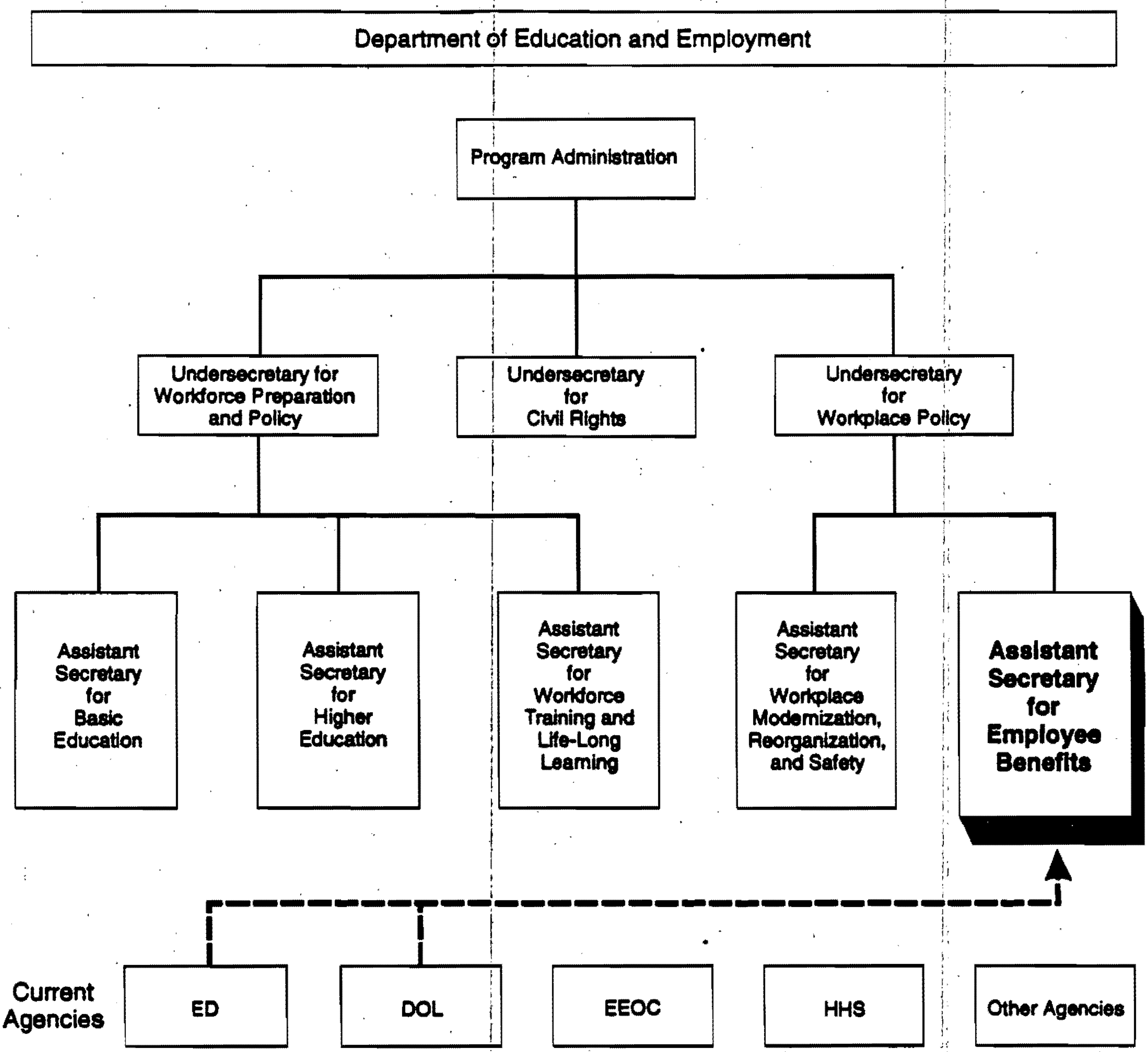


Figure I.24: Locations of All Field Offices in the Proposed Office of Workplace Modernization, Reorganization, and Safety



BLANK

Figure I.25: The Proposed Office of Employee Benefits



OFFICE OF EMPLOYEE BENEFITS

REORGANIZATION PROPOSAL

As one of two units within the proposed Office of Workplace Policy, the Office of Employee Benefits would be under the direction of an Assistant Secretary. (See fig. I.25.) The Office would be responsible for administering several programs from the Department of Labor that focus on providing benefits and overseeing the proper functioning of private sector pensions.

These programs are: (1) the Unemployment Insurance (UI) program, which is administered by the Employment and Training Administration (ETA) as relief to temporarily unemployed individuals; (2) the Office of Workers' Compensation Programs (OWCP) from the Employment Standards Administration (ESA), which oversees various benefit programs;[22] (3) the Pension and Welfare Benefits Administration (PWBA), which evaluates and monitors the operations of private-sector pensions; and (4) the Pension Benefit Guaranty Corporation (PBGC), which insures most private-sector defined benefit pensions. The PBGC currently is a wholly owned government corporation housed in Labor, but it operates quasi-independently. The proposal would make PBGC part of the new Department under the direct authority of an Assistant Secretary.[23]

[22]The benefit programs that would be included in this office are: Federal Employees Compensation Act benefits; Special Workers' Compensation Benefits; Longshore and Harbor Workers Compensation Benefits; and the Black Lung Disability Trust Fund (BLDTF).

[23]The proposal would also include a Contributions fund from the Department of Education, and a Gifts and Bequests fund from the Department of Labor. The budget data for these funds are not included here, because they are relatively small ($.4 million in fiscal year 1995).

The office of Employee Benefits would be charged with administering a comprehensive array of laws and programs to ensure benefit and pension protection. The office will administer the unemployment insurance program, as well as disability compensation programs that compensate for work-related injury, disease, or death. Finally, the office would monitor, oversee, and insure private-sector pensions under Titles I and IV of the Employee Retirement Income Security Act of 1974 (ERISA), which together account for over 700,000 private-sector pension plans and 4.5 million private-sector welfare benefit plans.

GAO ANALYSIS

To better understand the resources available to this proposed office, we determined the fiscal year 1995 funding and staffing levels for the programs that would be included in this office. (See table I.8.) The locations of the field offices in the existing activities that would be included in the office, as well as all the field offices that would support the new office, are illustrated in figures I.26 through I.29.

Table I.8: Funding, Staffing, and Field Office Information for the Proposed Office of Employee Benefits

Dollars in millions

Program	Fiscal year 1995 budget	Fiscal year 1995 staffing level[a]			Number of field offices
		Total	Headquarters	Field	
ETA	$ 23,575.5	280	168	112	10[b]
OWCP[c]	500[d]	1,412	301	1,111	50
BLDTF	921.8	0	0	0	--
PWBA	69.3	621	219	402	15
PBGC	137.7[e]	687	687	0	0
Total	$ 25,066.6	3,000	1,375	1,625	75

[a]Total authorized full-time (FTE) levels.

[b]These are the same offices which administer the employment service program that would be included in the Office of Workforce Training and Life-Long Learning. See pg. ___ of this appendix.

[c]Totals include an allocated amount from administration in the Employment Standards Administration.

[d]All but $110 million of this total are benefit amounts.

[e]While staffing for PBGC is included with Labor's staffing totals, PBGC's budget is included for illustrative purposes and is not included in Labor's budget totals.

Source: Department of Labor.

Issues

DRAFT

In the past, we have expressed concern over the ability of the federal pension agencies to adequately enforce and oversee private pensions.[24] For example, PBGC, has been of particular concern because of its inadequate pension reserves.[25] However, legislation was passed in December 1994 that PBGC anticipates will significantly reduce underfunding in the plans it insures and thereby improve its financial condition. Creating a single office to oversee pension activities could allow for a more cohesive federal pension policy.

However, consideration should be given to the rationale behind PBGC's establishment as a quasi-independent agency before any decisions are made to change that status. Under present law, the U.S. Government is not liable for liabilities incurred by PBGC because PBGC is primarily responsible for guaranteeing benefits of the plans it insures. Most of PBGC's funding is raised through premiums on private pension plans, assets of terminated plans, and investments on those premiums and assets. It uses these funds to guarantee employee pensions in cases of insolvency. Additionally, care would have to be taken to ensure that these funds are not diverted to other uses and not available for their intended purpose. Furthermore, it would be important to assure that the improvements PBGC has made in its program administration are not jeopardized. The improvements, together with the December 1994 legislation referred to above, led GAO to remove PBGC from our list of high-risk programs.[26]

[24] Pension Plans: Stronger Labor ERISA Enforcement Should Better Protect Plan Participants (GAO/HEHS-94-157, Aug. 8, 1994); Private Pensions: Protections for Retirees' Insurance Annuities Can Be Strengthened (GAO/HRD-93-29, Mar. 31, 1993), and Pension Plans: IRS Needs to Strengthen Its Enforcement Program (GAO/HRD-91-10, July 2, 1991).

[25] Financial Audit: Pension Benefit Guaranty Corporation's 1993 and 1992 Financial Statements (GAO/AIMD-94-109, May 4, 1994).

[26] Financial Audit: Pension Benefit Guaranty Corporation's 1994 and 1993 Financial Statements (GAO/AIMD-95-83, Mar. 8, 1995).

Regarding the Unemployment Insurance (UI) program, currently it and all job training programs are administered by the same office in Labor. In so doing, ETA has the opportunity to use UI benefits to facilitate job training for those who need it. As a matter of fact, some states use UI as an entry point for individuals entering the employment system.

We have already reported on a number of problems with the UI program's operations and its inadequate reserves.[27] We believe it is important that UI remain with various job training activities in order for suggested improvements to take place. In that respect, we believe the UI program, and the current ETA offices that administer it,[28] should be included in the Office of Workforce Training and Life-Long Learning.

Finally, because this office has several disparate missions, the task of consolidating field offices may be problematic and savings may be limited. OWCP administers the benefit programs and has 50 field offices, but it has little in common with ETA's 10 field offices that administer the UI program. Moreover, these offices have little in common with PWBA, which has 15 field offices to carry out pension oversight.

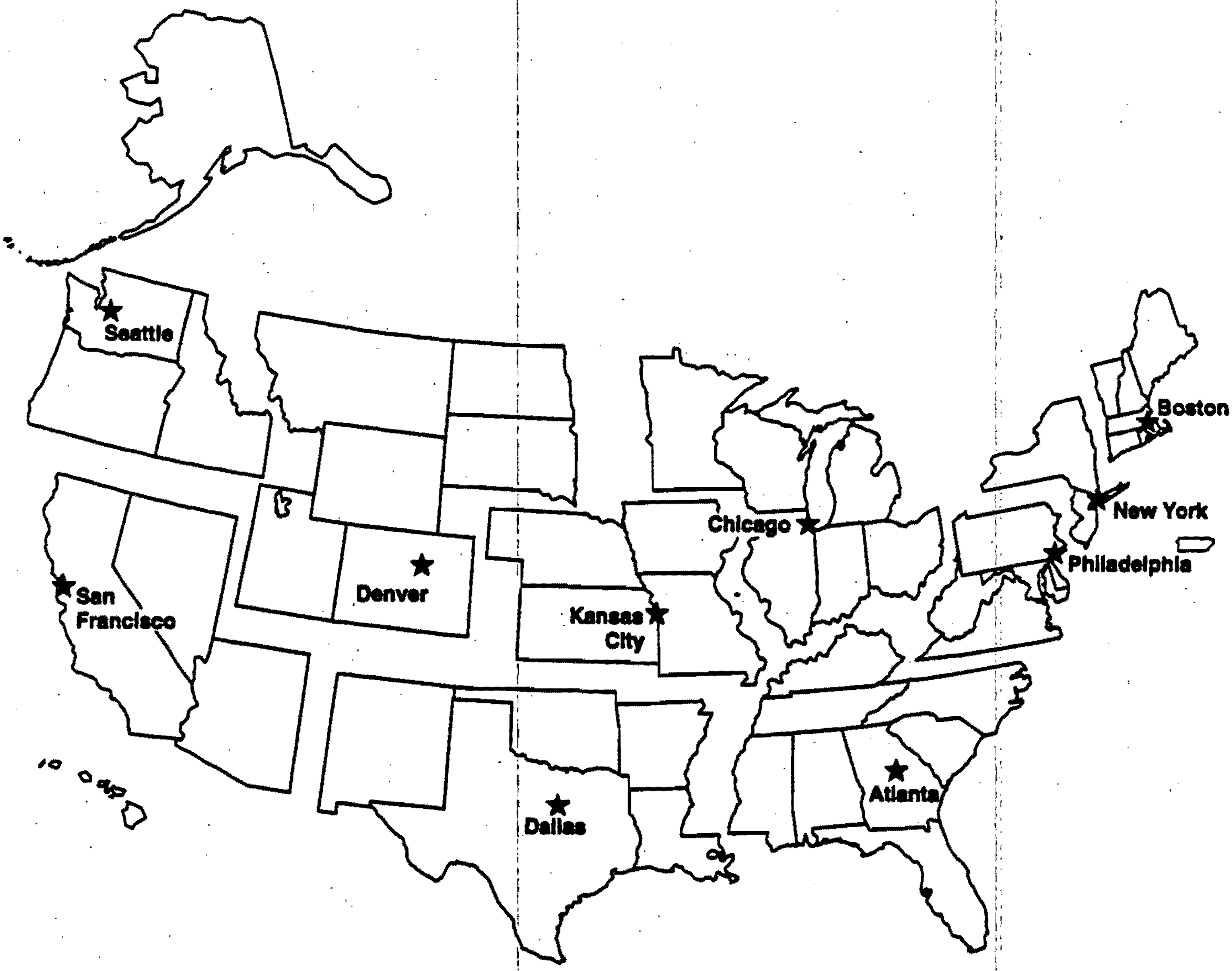
DRAFT

[27]Unemployment Insurance: Program's Ability to Meet Objectives Jeopardized (GAO/HRD-93-107, Sept. 28, 1993) and Unemployment Insurance: Trust Fund Reserves Inadequate to Meet Recession Needs (GAO/HRD-90-124, May 21, 1990).

[28]As noted earlier, the 10 ETA regional offices that administer the UI program are the same 10 offices that administer the Employment Service and other job training programs.

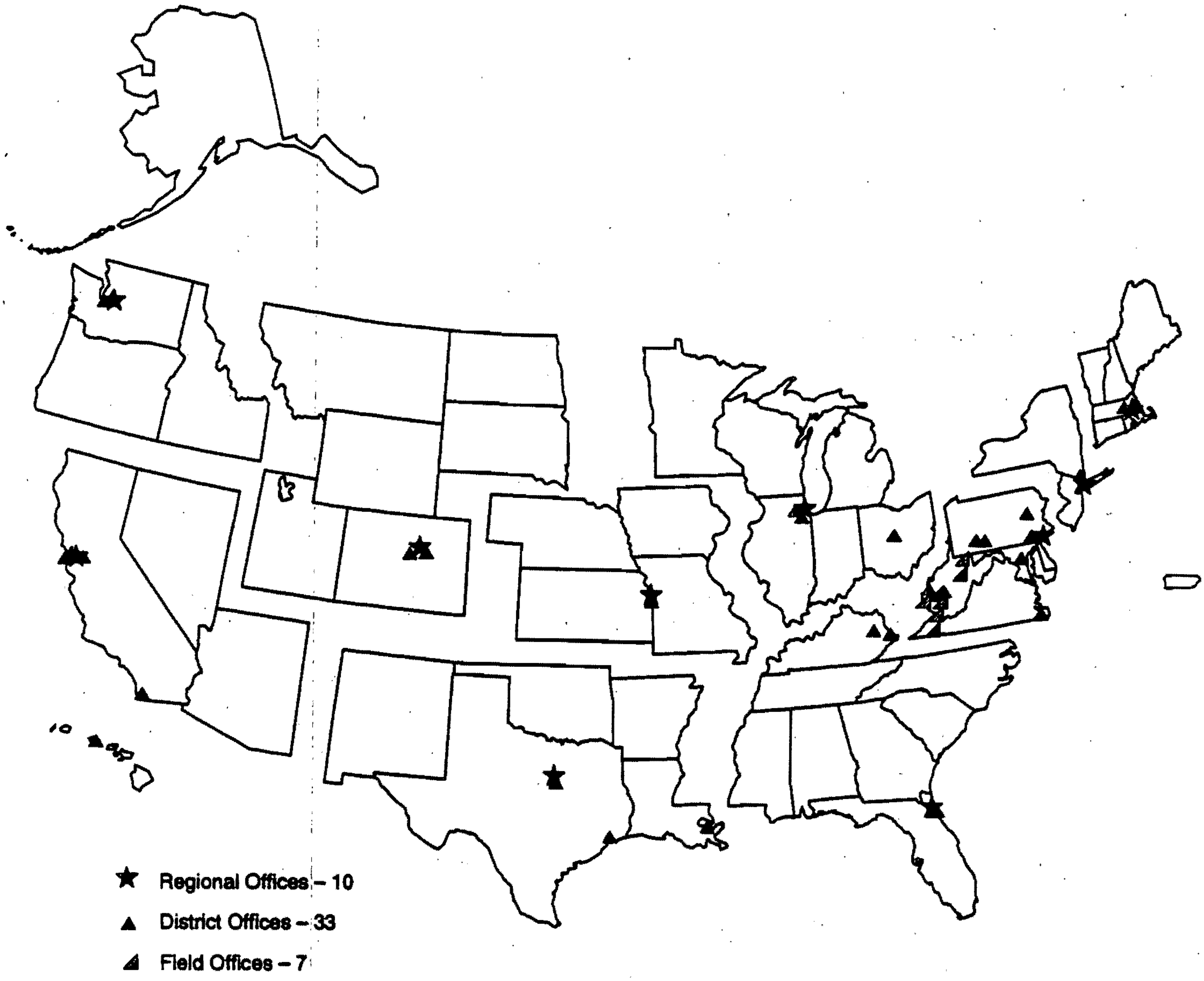
DRAFT

Figure I.26: Locations of Field Offices for ETA's Administration of Unemployment Insurance, Department of Labor



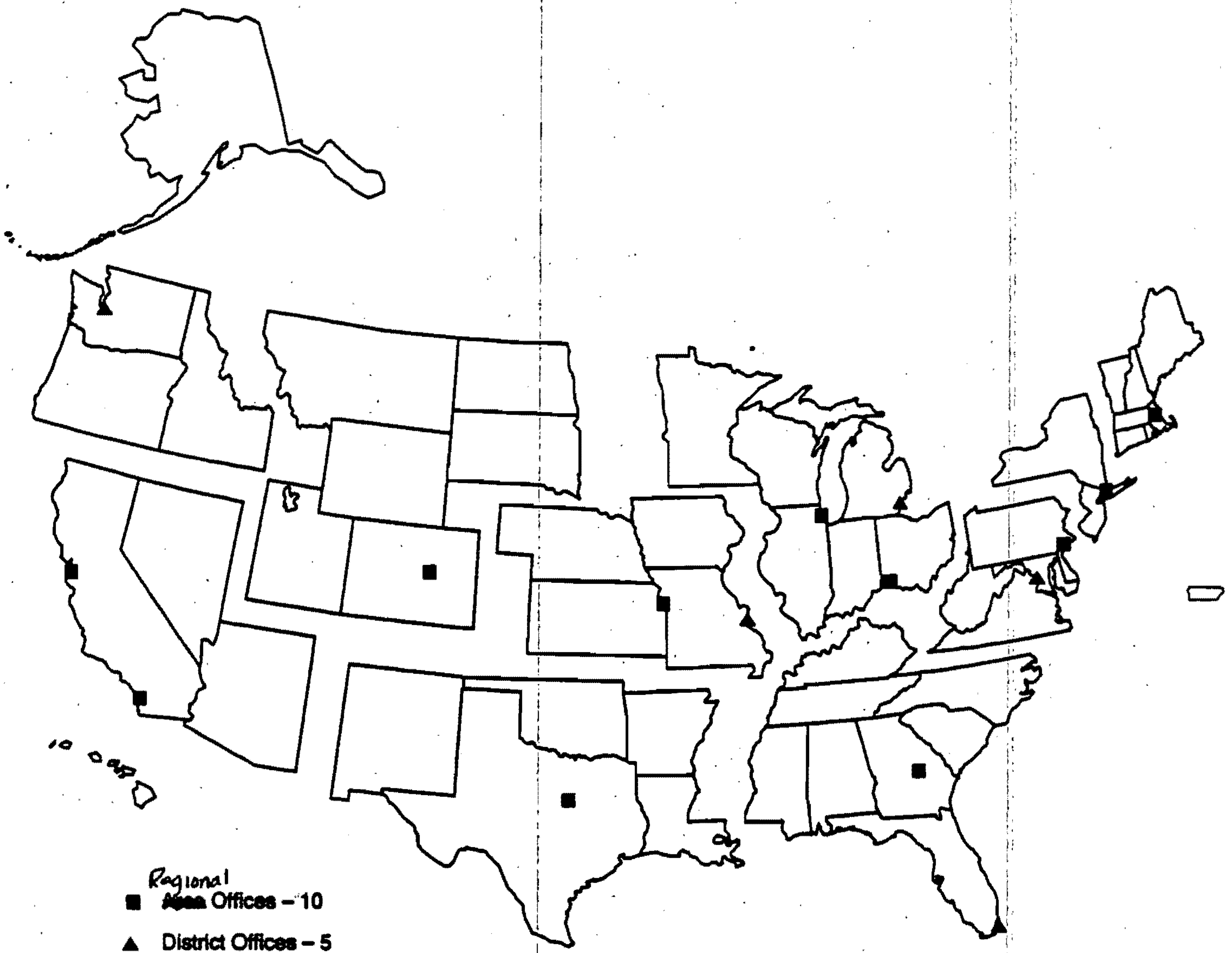
DRAFT

Figure I.27: Locations of Field Offices Currently Supporting the Office of Workers' Compensation Programs, Department of Labor



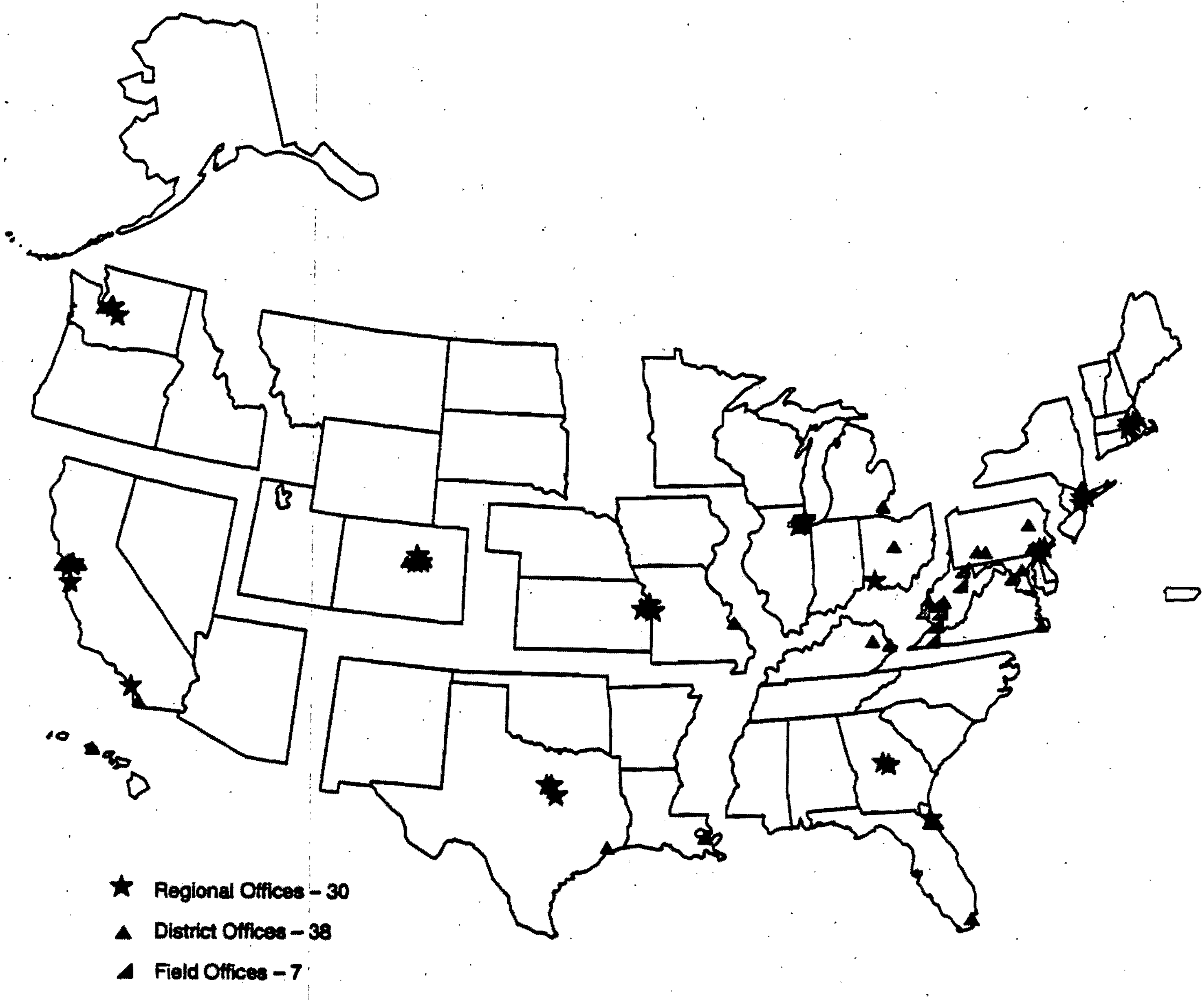
DRAFT

Figure I.28: Locations of Field Offices Currently Supporting the Pension and Welfare Benefits Administration, Department of Labor



DRAFT

Figure I.29: Location of All Field Offices for the Proposed Office of Employee Benefits



IMPACTS OF PROPOSED COST REDUCTIONS

The proposal to merge the Departments of Education and Labor and the Equal Employment Opportunity Commission includes a cumulative reduction in funding for certain administrative and program functions of about $1.6 billion from fiscal years 1996 through 2000--through the year 2002, the savings would amount to about $2.2 billion. The reduction stems from savings in administrative costs associated with programs proposed for elimination and a 20-percent average reduction across administrative and related functions.[1] Table II.1 shows the reductions proposed for each of the offices in the new Department of Education and Employment and the total amount of those savings for the 5-year period from fiscal years 1996 to 2000. These proposed savings are calculated by taking the same percent reduction from the compensation and benefits category and the "other" expenses category, which includes rents, communications, travel expenses, and equipment costs.

Our recent study of the downsizing experiences of private sector organizations and state and foreign governments found that often the first priority for corporate decisionmakers was to improve efficiency; reducing employment was usually secondary.[2] Officials stressed the importance of identifying needed structural changes

[1]Although we have raised questions about the consistency of what agencies include as administrative costs, we used the budget data from the agencies as they reported them to us. See, Budget Issues: Assessing Executive Order 12837 on Reducing Administrative Expenses (GAO/AIMD-94-15, Nov. 17, 1993) and Budget Object Classification: Origins and Recent Trends (GAO/AIMD-94-147, Sept. 13, 1994). For our calculations we used agency information that excluded grants, reimburseables, and trust fund transfers.

[2]Workforce Reductions: Downsizing Strategies Used in Selected Organizations (GAO/GGD-95-54, Mar. 13, 1995).

and other revisions to traditional methods of operating before deciding whether and where workforce cuts may be appropriate.

POTENTIAL IMPACT OF FUNDING REDUCTIONS ON PROPOSED DEPARTMENT'S STAFFING

As you requested, we analyzed two scenarios for taking the proposed cuts in selected departmental and program administration areas--one in which the full reduction would be taken in a single year (fiscal year 1996) to obtain the cumulative 5-year savings and the other in which the reduction would be taken over 3 years (fiscal years 1996-1998). In each case, the same 5-year cost savings would be achieved--$1.6 billion. In addition, the same percentage cut would be taken from the compensation and benefits account and the "other" account, which includes items such as rent, supplies, and equipment.[3] In addition, we assumed that all cuts would be taken at the beginning of the fiscal year. Table II.1 shows the fiscal year 1995 appropriation for the proposed offices, their staffing levels, and the proposed cuts. In addition, the staffing reductions necessary to attain the 5-year savings are shown for the two scenarios. While the immediate staffing reductions needed to attain the savings are lower if the full reduction is taken in the first year, if a reduction-in-force (RIF) is needed to reduce the staffing level, it is likely that the total reduction would be a

[3]These scenarios are provided for illustrative purposes only. Where the proposed new Department would actually take the reductions in funding is, of course, unknown. See Budget Issues: Assessing Executive Order 12837 on Reducing Administrative Expenses (GAO/AIMD-94-15, Nov. 17, 1993).

third more to cover severance pay and other costs associated with RIF procedures.[4]

How the $1.6 billion in proposed cost savings from administrative expenses and other affected programs would affect the current Departments' functions depends upon the extent of reengineering that accompanies the merger. If the functions are carried out the same way they were before the budget cuts, the level of services are likely to suffer. If, on the other hand, the cuts are accompanied by a reexamination of how the new Department's responsibilities should be carried out, then it may be possible to lessen the negative effect on services and attain the proposal's goal of providing more effective services with a smaller department. (See the discussion of lessons learned from recent downsizing experiences at the end of this appendix.)

DRAFT

[4]Reductions in Force Can Sometimes Be More Costly To Agencies Than Attrition and Furloughs (GAO/PEMD-85-6, July 24, 1985) and Congressional Oversight: The General Accounting Office (GAO/T-OCG-95-4, Mar. 30, 1995).

Table II.1: Staffing Reductions Associated With Administrative Cuts Under Alternative Scenarios

Dollars in millions

Office in the new department	Fiscal year 1995 appropriations	Percent reduction	5-year reduction[a]			1-year FTE reduction	3-year FTE reduction
			Total[b]	Compensation and benefits	Other		
Departmental Administration	$305.4	40	661.3	430.0	181.0	1,578	2,009
Bureau of Education and Employment Statistics	310.2	5	77.6	37.7	40	133	149
Basic and Higher Education and Workforce Training and Life-Long Learning Administration[c]	348.5	28	531.1	288.1[d]	196[d]	964	1,112
Office of Workplace Modernization, Reorganization and Safety	567.0	10	320.5	183.7	100	655	729
Office of Employee Benefits	69.3	4	13.9	7.3	6.6	25	25
Total	$1,627.8	20	1,605.5[b]	946.8	523.6	3,355	4,024

[a]Other includes rent, communications, utilities, travel, and equipment.

[b]Includes $135 million in administrative cost savings associated with programs proposed for elimination that are listed in appendix I. The staff associated with these eliminations would be treated differently than those subject to reductions. Those staff were not included in our two scenarios.

[c]This information does not include budget and staffing data for programs proposed for consolidation from the Department of Health and Human Services and the National Endowment for the Arts because administrative costs for specific programs were not available.

Source: Departments of Labor and Education.

d/ The Department of Education was unable to provide salary and expense data by program. The data used for this analysis are estimates and generally underestimate the full cost of operating programs in these proposed offices.

DRAFT

Taking All Proposed Cuts In 1 Year

If the total proposed cuts are taken in the first year--fiscal year 1996--without a phase-in period, we estimate that a reduction in staffing of about 3,355 positions, measured in FTEs, would be required to achieve the compensation and benefit reductions in 1 year--about $190 million a year for a cumulative reduction of about $950 million over the 5-year period. The additional $550 million of the proposed cuts would come from other administrative costs, such as travel, rent and equipment, over the 5-year period. To the extent that the staffing reductions would require formal RIF procedures, additional costs for severance pay and other expenses, would be incurred. These additional costs would likely require further staff reductions, so that the actual staff cuts would exceed 3,355, perhaps by an additional 1,100 FTEs or more, raising the total reduction to 4,455 FTEs.[5]

Given the downsizing experience of other organizations, such a major reduction in one year would likely be extremely disruptive. Up front planning for reengineering and targeting the eliminations of particular functions is one way that other organizations have minimized the adverse effects of downsizing on their operations. In addition, RIFs have been found to be extremely disruptive, affecting many more staff than the released employees. For example, the experiences of eight federal agencies (including Employment and Training Administration (ETA) and the Occupational Safety and Health Administration (OSHA) in the early 1980s who

DRAFT

[5]We could not estimate precisely the impact of the reductions in administrative costs because explicit knowledge of staff tenure, actual staffing, and their location as well as a detailed analysis of RIF rules would be required.

carried out major RIFs showed that over 2,000 people were affected; yet only 557 people were actually released.[6]

Taking Proposed Cuts Over 3 Years

The second scenario for achieving the proposed cost savings would be that the funding reductions could be phased in over 3 years, starting at the beginning of fiscal year 1996. If a 9-percent reduction is taken the first 2 years, a 7-percent reduction would be required the third year to achieve the 5-year cost savings. In this scenario, we determined that about 4,000 positions would be eliminated--1,550 the first year, 1,500 the second year, and 950 the third year. Although distributing the reduction in administrative functions over several years may allow for a more orderly, well-planned transition and for a greater opportunity for voluntary separations, RIFs may still be required to achieve the desired cost savings.

While the second scenario achieves the same dollar savings for compensation and benefits and other administrative costs as does the first scenario, it provides a longer period of time to achieve the savings and provides for a more thoughtful implementation of the merger and budget reductions. In addition, the likelihood of being able to use attrition and retirement incentives, rather than RIFs, which tend to be extremely disruptive, as the only option to reduce staff would potentially allow for a more orderly transition. Generally, however, because the staff reductions are occurring later, a larger reduction in staffing may be needed to achieve the same 5-year cost savings as the 1-year scenario, net of additional reductions needed to cover RIF costs.

DRAFT

[6]In Reduction in Force Can Sometimes Be More Costly to Agencies Than Attrition and Furlough (GAO/PEMD-85-6, July 24, 1985).

LESSONS FROM RECENT DOWNSIZING EXPERIENCES

We recently studied the downsizing experiences of private sector organizations and state and foreign governments.[7] In general, we found that decisions to downsize in the private sector were the result of corporate restructuring designed to make work processes more efficient or eliminate unnecessary functions. Reducing employment was seldom the initial objective. Rather, it was the consequence of eliminating unnecessary work. Officials stressed the importance of identifying needed structural changes and other revisions to traditional methods of operation before deciding whether and where workforce cuts may be appropriate.

Once the decisions to downsize had been made, 15 of the 25 organizations we studied said that they found it important to plan how the reductions would be carried out to retain a viable workforce when the reductions were completed. Those organizations that said that they did not properly plan their downsizing acknowledged that they cut needed employees, suffered skills imbalances, and were often forced to rehire or replace employees who had been separated. Further, the organizations said they generally found attrition and hiring freezes not always effective in significantly reducing the workforce in the short term. Most used monetary incentives to encourage employees to resign or retire.

DRAFT

For those organizations that planned extensively for downsizing, officials said that strategic planning--a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it--is an

[7] Workforce Reductions: Downsizing Strategies Used in Selected Organizations (GAO/GGD-95-54, Mar. 13, 1995).

essential first step to be taken before any decisions on the appropriate size and composition of the workforce are made. Most of the organizations found that workforce planning, with care taken to retain employees with skills and training needed to accomplish the organization's work, was an important component of successful downsizing. Officials from one company noted that head-count reductions without changing the work can produce speedy, visible, measurable, and demonstratable results. However, they cautioned that such reductions are also costly, indiscriminate, and inconsistent with a continuing productive work flow involving fewer staff. Eventually, they said, organizations have to address their work processes.

Of the 25 organizations that we studied, at least 18 provided incentives to encourage employees to voluntarily leave. Incentives included early retirement, lump-sum payments, continuation of health and/or life insurance, tuition payments, and business start-up assistance. Often these incentives were offered in some combination. Eighteen organizations downsized several times (32 times in the case of one company), and the features of their incentive programs varied with each downsizing.

Seventeen of the organizations offered early retirement programs that allowed employees to retire before their normal retirement age. At least 10 of these organizations offered a variety of incentives to encourage employees to retire early. Generally, the incentive programs gave employees credit for a specified number of years of service and/or years added to their age toward retirement eligibility and calculation of benefit amounts.

Fourteen incentive programs provided for employees to separate voluntarily and receive lump-sum payments. The amount of the payment was usually based on the organization's severance pay formula--generally 1 or 2 weeks' pay for each year of service, with a maximum of a year's salary. These lump-sum payments were available to employees electing early retirement, regular retirement, or resignation.

At least four incentive programs continued the health and/or life insurance benefits for specified periods for employees who voluntarily separated. In four downsizing programs, companies paid separating employees' tuition for up to 2 years for college or training programs to enhance their skills and help make them marketable for employment elsewhere. Finally, one company sponsored workshops to teach separating employees how to start their own business.

DRAFT

PROGRAMS NOT INCLUDED IN THE MERGER PROPOSAL THAT MAY BE CONSOLIDATION CANDIDATES

In addition to the administrative and management functions already earmarked for consolidation by the congressional sponsors of the proposed Department of Education and Employment, we have identified a number of education- and job training-related programs that also could be considered for consolidation. We found, based on our past work, that many of these programs have purposes similar to those programs included in the proposal and serve similar types of people. The lists that follow illustrate the wide range of programs in several categories that the federal government currently manages.

Before consolidation decisions are made, these programs, along with those included in the proposal, would need to be systematically reviewed to determine whether they are consistent with the mission of the proposed Department and the offices that will administer them. Officials may also want to examine characteristics of these types of programs such as their (1) congressional intent/mission, (2) target populations, (3) eligibility criteria, (4) services provided (5) funding levels and methods, (6) administrative and budgetary impact on state and local governments, and (7) effectiveness.

DRAFT

Key Early Childhood Programs Not Included In the Proposal

As part of our ongoing review of early childhood education, we identified 34 key programs of this type in fiscal years 1992 and 1993.[1] For these programs, education or child care were key to their missions. Eighteen of the 34 programs are not included in the proposal. We found that some of these key programs provided similar services, served only a portion of their target populations, and varied in the comprehensiveness of the services they provided.

Family Resource and Support
Child Abuse and Neglect State Prevention Grants
Emergency Protection Grants--Substance Abuse
Child Abuse and Neglect State Grants
At-Risk Child Care
AFDC Transitional Child Care
AFDC/JOBS Child Care
Title XX
Appalachian Child Development
Native Hawaiian Family Based Education Centers
Abandoned Infants
Family and Child Education
Comprehensive Residential Drug Treatment Projects
Head Start-HUD
Follow Through
Temporary Child Care and Crisis Nurseries
Comprehensive Child Development Centers
Child Care and Development Block Grant

DRAFT

[1] Early Childhood Programs: Multiple Programs and Overlapping Target Groups (GAO/HEHS-95-4FS, Oct. 31, 1994).

Teacher Training Programs Not Included in the Proposal

For our report on multiple federal teacher training programs, we compiled information on 86 programs whose primary focus was teacher training.[2] These programs generally funded conferences, trainer salaries, travel, and materials. The proposal does not include 46 of these programs.

Department of Agriculture

Nutrition Education and Training Program

Department of Education

Demonstration Projects for the Integration of Vocational and Academic Learning
Dwight D. Eisenhower Nation Program for Mathematics and Science Education
Early Education for Children with Disabilities (Early Education Program)
Educational Partnerships
Emergency Immigrant Education
FIRST Schools and Teachers
Follow Through
Fullbright-Hays Seminars Abroad--Bilateral Projects
Graduate Assistance in Areas of National Need (GAANN)
Higher Education--Cooperative Education (Cooperative Education Program) (proposed for elimination)
Law-related Education (proposed for elimination)
Leadership in Educational Administration Development
Media and Captioning for Individuals with Disabilities
National Diffusion Network (proposed for elimination)
National Writing Project (proposed for elimination)
Star Schools Program (proposed for elimination)
Supplementary State Grants for Facilities, Equipment, and Other Program Improvement Activities
Territories--Freely Associated States Education Grant
Training Programs for Educator--Alcohol Abuse
Training in Early childhood Education and Violence Counseling (proposed for elimination)

DRAFT

[2] Multiple Teacher Training Programs: Information on Budgets, Services, and Target Groups (GAO/HEHS-95-71FS, Feb. 22, 1995).

DRAFT

APPENDIX III

Department of Energy

Minority Undergraduate Training For Energy Related Careers
Summer Teacher Institute
Teacher Research Associates programs

Environmental Protection Agency

Environmental Education and Training Program
Environmental Education Grants

Department of Health and Human Services
Child Development Associate Scholarships
Cooperative Agreements to Support School Health Education to Prevent the Spread of Acquired Immunodeficiency Syndrome
Head Start
Minority High School Student Research Apprentice Program
NIH Science Education Partnership Award
Science Enhancement Award program

National Aeronautics and Space Administration

Aerospace Education Services Program
NASA's Educational Workshop for Elementary Teachers
Teacher Training Pre-Service Program

National Foundation on the Arts and the Humanities

Challenge Grants
Promotion of the Arts--Arts in Education
Promotion of the Humanities--Elementary and Secondary Education in the Humanities
Promotion of the Humanities--Higher Education in the Humanities
Promotion of the Humanities--Summer Seminar for School Teachers
Promotion for the Humanities--NEH/Reader's Digest Teacher-Scholar Program
Promotion of the Humanities--Foreign Lingual Education
Science and Humanities
State Programs

National Science Foundation

Education and Human Resources

DRAFT

Department of Transportation
Aviation Education

Other Education-related Programs Not Included In the Proposal

The following programs are just a few of those that we identified as overlapping federal education-related programs at a recent hearing on opportunities for cost savings at the Department of Education.[3] In preparation for the hearing, we compiled a list of programs from the Catalog for Federal Domestic Assistance. This list contained programs that supported students at the postsecondary level.

From the Department of Commerce

Cooperative Science and Education Programs
Meteorological and Hydrologic Modernization Development
Office of Administration Special Programs

From the Department of Defense

Basic and Applied Scientific Research
Basic, Applied, and Advanced Research in Science
Mathematical Sciences Grants Program

From the Department of Energy

Basic Energy Sciences
Regional Biomass Energy Programs
Minority Energy Information Clearinghouse
Minority Educational Institution Research Travel Fund
Academic Partnerships
Used Energy-related Laboratory Equipment

From the Environmental Protection Agency

Environmental Education and Training Program
Environmental Education Grants

From the Department of Health and Human Services

Family Resource Centers
Family Support Center and Gateway Demonstration Program

DRAFT

[3] Department of Education: Information on Consolidation Opportunities and Student Aid (GAO/T-HEHS-95-130, Apr. 6, 1995).

From the Department of Housing and Urban Development

Public and Indian Housing Family Investment Centers
Community Development Work-Study Program

From the Department of Interior

Grants for Mining and Mineral Resources and Research

From the Department of Justice

Citizenship Education and Training
Criminal Justice Research and Development
Corrections: Training and Staff Development
Corrections: Technical Assistance Clearinghouse

From the National Science Foundation

Academic Research Facilities and Instrumentation
Engineering Grants
Computer and Information Science and Engineering
Biological Sciences
Social, Behavioral, and Economic Sciences
Education and Human Resources

From the Department of Transportation

Aviation Education
Aviation Research Grants
Federal Transit Grants for University Research and Training
University Transportation Centers Program

Selected Postsecondary Education Programs Not Included in the Proposal

From the Department of Veterans Affairs

Survivors and Dependents Educational Assistance
Post-Vietnam Era Veterans' Educational Assistance
All-Volunteer Force Educational Assistance

From the Department of Energy

Science and Engineering Research Semester
Minority Undergraduate Training for Energy-related Careers
Epidemiology and Other Health Studies Financial Assistance
Financial Assistance Program--Science Education

From the Department of Health and Human Services

Minority International Research Training Grant
Health Education Assistance Loans
Grants for Preventive Medicine and Dental Health
Health Professionals Pregraduate Scholarship Program
Nurse Anesthetist Traineeships
Financial Assistance for Disadvantaged Health
Programs of Excellence in Health Professions Education
Indian Health Service Educational Loan Repayment Program
Grants for State Loan Repayment
Nursing Education Opportunities for Individuals from Disadvantaged Backgrounds
Special Project Grants to Schools of Public Health
Allied Health Project Grants
Matching Grants for Health Professions Scholarships
Loan Repayment Program for Individuals from Disadvantaged Backgrounds
Health Professions Student Loans--Including Primary Care/Loans for Disadvantaged Students
Nursing Student Loans
Minority Biomedical Research Support
Scholarships for Students of Exceptional Financial Need
Health Careers Opportunity Program
Rural Health Medical Education Demonstration Projects
Nursing Education Loan Repayment Program for Registered Nurses
Scholarships for Health Professions Students
Demonstration Grants to States for Community Scholarships
Health Professions Preparatory Scholarship Program
Health Professions Scholarship Program

APPENDIX III

Selected Employment Training Programs Not Included in the Proposal

We reported early this year that the federal government administers 163 employment training programs.[4] In our report, we list 98 of them as Department of Education and Labor programs. The following 21 programs are not included in the proposal.

Department of Education

Women's Equity (proposed for elimination)
School Dropout Demonstration Assistance
Vocational Education--Comprehensive Career Guidance and Counseling
Tribal Economic Development
National Workplace Literacy Program
Educational Opportunity Centers
Student Support Services
Postsecondary Education Programs for Persons with Disabilities
Comprehensive Services for Independent Living
Workplace Transition Training for Incarcerated Youth Offenders
Native Hawaiian Education Community-based Education Learning Centers
Community School Partnerships

Department of Labor

Federal Bonding Program
Senior Community Service Employment Programs
Apprenticeship Training
Targeted Jobs Tax Credit (proposed for elimination)
Labor Certification for Alien Workers
Interstate Job Bank
Youth Fair Chance (proposed for elimination)
Local Veterans Employment Representative Programs
Homeless Veterans Reintegration Project

DRAFT

[4] Multiple Employment Training Programs: Information Crosswalk on 163 Employment Training Programs (GAO/HEHS-95-85FS, Feb. 14, 1995).

SELECTED GAO PRODUCTS ON EDUCATION, LABOR, AND EEOC-RELATED ISSUES

BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS

Immigrant Education: Federal Funding Has Not Kept Pace With Student Increases (GAO/T-HEHS-94-146, Apr. 14, 1994).

Hispanic Dropouts and Federal Programs (GAO/PEMD-94-18R, Apr. 6, 1994).

Limited English Proficiency: A Growing and Costly Educational Challenge Facing Many School District (GAO/HEHS-94-38, Jan. 28, 1994).

Immigrant Education: Information on the Emergency Immigrant Education Act Program (GAO/HRD-91-50, Mar. 15, 1991).

BUREAU OF LABOR STATISTICS

Trade and Economic Data: May Federal Agencies Collect and Disseminate Information (GAO/NSIAD-91-173, May 1, 1991).

CIVIL RIGHTS

Within-School Discrimination: Inadequate Title VI Enforcement by the Office for Civil Rights (GAO/HRD-91-85, July 22, 1991).

DEPARTMENT ADMINISTRATION
DEPARTMENT OF EDUCATION

Department of Education: Information on Consolidation Opportunities and Student Aid (GAO/T-HEHS-95-130, Apr. 6, 1995).

Department of Education: Opportunities to Realize Savings (GAO/T-HEHS-95-56, Jan. 18, 1995).

Buyouts at the Department of Education (GAO/GGD-94-197R, Aug. 17, 1994).

Department of Education: Long-Standing Management Problems Hamper Reforms (GAO/HRD-93-47, May 28, 1993).

DRAFT

Transition Series: Education Issues (GAO/OCG-93-18TR, Dec. 1992).

Department of Education: Management Commitment Needed to Improve Information Resources Management (GAO/IMTEC-92-17, Apr. 20, 1992).

Education Grants Management: Actions Initiated to Correct Material Weaknesses (GAO/HRD-91-72, June 26, 1991).

Education Regulations: Reasons for Delays in Issuance (GAO/HRD-91-4BR, Nov. 15, 1990).

DEPARTMENTAL ADMINISTRATION
DEPARTMENT OF LABOR

Department of Labor: Opportunities to Realize Savings (GAO/T-HEHS-95-55, Jan. 18, 1995).

Security Protection: Costs of Services Provided for Selected Cabinet Officials (GAO/GGD-95-50, Dec. 30, 1994).

Political Appointees: Turnover Rates in Executive Schedule Positions Requiring Senate Confirmation (GAO/GGD-94-115FS, Apr. 21, 1994).

Department of Labor: Noncompetitive, Discretionary Grants (GAO/HEHS-94-9, Feb. 22, 1994).

Women-Owned Businesses (GAO/RCED-93-159R, June 7, 1993).

TQM Implementation at Labor (GAO/GGD-93-27R, Apr. 2, 1993).

Labor Issues (GAO/OCG-93-19TR, Dec. 1992).

Computer Security: Agencies Reported Having Implemented Most System Security Controls (GAO/IMTEC-92-45, Apr. 30, 1992).

Program Fraud: Implementation of the Program Fraud Civil Remedies Act of 1986 (GAO/AFMD-91-73, Sept. 13, 1991).

DISLOCATED WORKERS

DRAFT

Dislocated Workers: An Early Look at the NAFTA Transitional Adjustment Assistance Program (GAO/HEHS-95-31, Nov. 28, 1994).

Military Downsizing: Persons Returning to Civilian Life Need More Help from DOD (GAO/HEHS-94-39, Jan. 21, 1994).

Dislocated Workers: Proposed Re-employment Assistance Program (GAO/HRD-94-61, Nov. 12, 1993).

Dislocated Workers: Worker Adjustment And Retraining Notification Act Not Meeting Its Goals (GAO/HRD-93-18, Feb. 23, 1993).

Dislocated Workers: Improvements Needed in Trade Adjustment Assistance Certification Process (GAO/HRD-93-36, Oct. 19, 1992).

Dislocated Workers: Comparison of Assistance Programs (GAO/HRD-92-153BR, Sept. 10, 1992).

Dislocated Workers: Labor-Management Committees Enhance Reemployment Assistance (GAO/HRD-90-3, Nov. 21, 1989).

EDUCATION REFORM

Multiple Teacher Training Programs: Information on Budgets, Services, and Target Groups (GAO/HEHS-95-71FS, Feb. 22, 1995).

Schools Facilities: Condition of American Schools (GAO/HEHS-95-61, Feb. 1, 1995).

Charter Schools: New Model for Public Schools Provides Opportunities and Challenges (GAO/HEHS-95-42, Jan. 18, 1995).

Education Reform: School-Based Management Results in Changes in Instruction and Budgeting (GAO/HEHS-94-135, Aug. 23, 1994).

Regulatory Flexibility in Schools: What Happens When Schools Are Allowed to Change the Rules? (GAO/HEHS-94-102, Apr. 29, 1994).

Regulatory Flexibility Programs (GAO/HRD-94-51R, Nov. 3, 1993).

Transition From School to Work: States Are Developing New Strategies to Prepare Students for Jobs (GAO/HRD-93-139, September 7, 1993).

Educational Achievement Standards: NAGB's Approach Yields Misleading Interpretations (GAO/PEMD-93-12, June 23, 1993).

Systemwide Education Reform: Federal Leadership Could Facilitate District-Level Efforts (GAO/HRD-93-97, Apr. 30, 1993).

Educational Testing: The Canadian Experience With Standards, Examinations, and Assessments (GAO/PEMD-93-11, Apr. 28, 1993).

Planning for Education Standards (PEMD-93-21R, Apr. 12, 1993).

Student Testing: Current Extent and Expenditures, With Cost Estimates for a National Examination (GAO/PEMD-93-8, Jan. 13, 1993).

Transition From School to Work: Linking Education and Worksite Training (GAO/HRD-91-105, Aug. 2, 1991).

Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries (GAO/HRD-90-88, May 11, 1990).

EDUCATIONAL RESEARCH AND IMPROVEMENT

National Assessment Technical Quality (GAO/PEMD-92-22R, Mar. 11, 1992).

Education's Library: Actions Needed to Improve Its Usefulness (GAO/HRD-91-61, Apr. 11, 1991).

ELEMENTARY AND SECONDARY EDUCATION

DRAFT

School Facilities: Condition of America's schools (GAO/HEHS-95-61, Feb. 1, 1995).

Hispanics' Schooling: Risk Factors for Dropping Out Barriers to Resuming Education (GAO/PEMD-94-24, July 27, 1994).

Women's Educational Equity Act: A Review of Program Goals and Strategies Needed (GAO/PEMD-95-6, Dec. 27, 1994).

Early Childhood Programs: Multiple Programs and Overlapping Target Groups (GAO/HEHS-95-4FS, Oct. 31, 1994).

Homelessness: McKinney Act Programs and Funding Through Fiscal Year 1993 (GAO/RCED-94-107, June 29, 1994).

Homelessness: McKinney Act Programs Provide Assistance but Are Not Designed to Be the Solution (GAO/RCED-94-37, May 31, 1994).

School-Age Children: Poverty and Diversity Challenge schools Nationwide (GAO/HEHS-94-132, Apr. 29, 1994).

GAO Work Related to ESEA of 1965 (GAO/HEHS-94-156R, Apr. 26, 1994).

(Immigrant Education: Federal Funding Has Not Kept Pace With Student Increases (GAO/T-HEHS-94-146, Apr. 14, 1994).

Elementary School Children: Many Change schools Frequently Harming Their Education (GAO/HEHS-94-45, Feb. 4, 1994).

School-Linked Human Services: A Comprehensive Strategy for Aiding Students (GAO/HRD-94-21, Dec. 30, 1993).

School Age Demographics: Recent Trends Pose New Educational Challenges (GAO/HRD-93-105BR, Aug. 5, 1993).

Exiting Program Improvement (GAO/HRD-93-2R, Mar. 30, 1993).

Chapter 1 Accountability: Greater Focus on Program Goals Needed (GAO/HRD-93-69, Mar. 29, 1993).

Compensatory Education: Difficulties in Measuring Comparability of Resources within School Districts (GAO/HRD-93-37, Mar. 11, 1993).

Compensatory Education: Additional Funds Held More Private school Students Receive Chapter 1 Services (GAO/HRD-93-65, Feb. 26, 1993).

Department of Education: The Eisenhower Math and Science State Grant Program (GAO/HRD-93-25, Nov. 10, 1992).

Remedial Education: Modifying Chapter 1 Formula Would Target More Funds to Those Most in Need (GAO/HRD-92-16, July 28, 1992).

Drug Education: Rural Programs Have Many Components and Most Rely Heavily on Federal Funds (GAO/HRD-92-34, Jan. 31, 1992).

Homelessness: Access to McKinney Act Programs Improved but Better Oversight Needed (GAO/RCED-91-29, Dec. 28, 1990).

Drug Education: School-Based Programs Seen as Useful but Impact Unknown (GAO/HRD-91-27, Nov. 28, 1990).

Impact Aid: Most School Construction Requests Are Unfunded and Outdated (GAO/HRD-90-90, July 12, 1990).

Homelessness: McKinney Act Reports Could Improve Federal Assistance Efforts (GAO/RCED-90-121, June 4, 1990).

EMPLOYMENT SERVICE

Employment Service: Improved Leadership Needed for Better Performance (GAO/HRD-91-88, Aug. 6, 1991).

Employment Service: Variations in Local Office Performance (GAO/HRD-89-116BR, Aug. 3, 1989).

EMPLOYMENT STANDARDS ADMINISTRATION

Garment Industry: Efforts to Address the Prevalence and Conditions of Sweatshops (GAO/HEHS-95-29, Nov. 2, 1994).

Equal Employment Opportunity: Displacement Rates, Unemployment Spells, and Reinvolvement Wages by Race (GAO/HEHS-94-229FS, Sept. 16, 1994).

Federal Employees' Compensation Act: No Evidence That Labor's Physician Selection Processes Biased Claims Decisions (GAO/GGD-94-67, Feb. 11, 1994).

Davis-Bacon Act (GAO/HEHS-94-95R, Feb. 7, 1994).

Family and Medical Leave Act Cost Estimate (GAO/HRD-93-14R, Feb. 1, 1993).

Minimum Wages & Overtime Pay: Change in Statute of Limitations Would Better Protect Employees (GAO/HRD-92-144, Sept. 22, 1992).

Foreign Farm Workers in U.S.: Department of Labor Action Needed to Protect Florida Sugar Cane Workers (GAO/HRD-92-95, June 30, 1992).

Child Labor: Information on Federal Enforcement Efforts (GAO/HRD-92-127FS, June 15, 1992).

Summary Information on Farmworkers (GAO/HRD-92-30R, Apr. 10, 1992).

Federal Employees' Compensation Act: Need to Increase Rehabilitation and Reemployment of Injured Workers (GAO/GGD-92-30, Feb. 28, 1992).

Hired Farmworkers: Health and Well-Being at Risk (GAO/HRD-92-46, Feb. 14, 1990).

Child Labor: Characteristics of Working Children (GAO/HRD-91-83BR, June 14, 1991).

U.S.-Mexico Trade: Information on Wages, Fringe Benefits, and Workers' Rights (GAO/NSIAD-91-220, May 10, 1991).

Workers At Risk: Increased Numbers in Contingent Employment Lack Insurance Other Benefits (GAO/HRD-91-56, Mar. 8, 1991).

Employee Benefits: Improvements Needed in Enforcing Health Insurance Continuation Requirements (GAO/HRD-91-37, Dec. 18, 1990).

Child Labor: Increases in Detected Child Labor Violations Throughout the United States (GAO/HRD-90-116, Apr. 30, 1990).

Immigration Reform: Employer Sanctions and the Question of Discrimination (GAO/GGD-90-62, Mar. 29, 1990).

Black Lung Program: Further Improvements Can Be Made in Claims Adjudication (GAO/HRD-90-75, Mar. 21, 1990).

Workers' Compensation: The Impact of 1984 Amendments on the Longshore Program (GAO/HRD-90-76BR, Mar. 8, 1990).

Immigration Reform: Major Changes Likely Under S. 358 (GAO/PEMD-90-5, Nov. 9, 1989).

EEOC

Equal Employment Opportunity: Displacement Rates, Unemployment Spells, and Reemployment Wages by Race (Report, 9/16/94, GAO/HEHS-94-229FS).

Federal Affirmative Employment: Better Guidance Needed for Small Agencies (Report, 7/21/94, GAO(GGD-94-71).

Sex Discrimination: Agencies' Handling of Sexual Harassment and Related Complaints (Testimony, 3/8/94, GAO/T-OSI-94-22).

EEOC'S Expanding Workload: Increases in Age Discrimination and Other Changes Call for New Approach (Report, 2/9/94, GAO/HEHS-94-32).

Federal Personnel: The EEO Implications of Reductions-In-Force (Testimony, 2/1/94, GAO/T-GGD-94-87).

EEOC: An Overview (Testimony, 7/27/93, GAO/T-HRD-93-30).

Age Employment Discrimination: EEOC's Investigation of Charges Under 1967 Law (Report, 9/4/92, GAO/HRD-92-82).

Federal Workforce: Agencies' Estimated Costs for Counseling and Processing Discrimination Complaints (Fact Sheet, 3/26/92, GAO/GGD-92-64FS).

Federal Workforce: Continuing Need for Federal Affirmative Employment (Report, 11/27/91, GAO/GGD-92-27BR). Testimony on same topic (10/23/91, GAO/T-GGD-92-2).

Equal Employment Opportunity: EEOC and State Agencies Did Not Fully Investigate Discrimination Charges (Report, 10/11/88, GAO/HRD-89-11).

MINE SAFETY AND HEALTH ADMINISTRATION

Mine Safety and Health: Tampering Scandal Led to Improved Sampling Devices (GAO/HRD-93-63, Feb. 25, 1993).

MULTIPLE EMPLOYMENT TRAINING PROGRAM CONSOLIDATION

Multiple Employment Training Programs: Information Crosswalk on 163 Employment Training Programs (GAO/HEHS-95-85FS, Feb. 14, 1995).

Multiple Employment Training Programs: Overlap Among Programs Raises Questions About Efficiency (GAO/HEHS-94-193, Jul. 11, 1994).

Multiple Employment Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working (GAO/HEHS-94-88, Mar. 2, 1994).

Multiple Employment Training Programs: Overlapping Programs Can Add Unnecessary Administrative Costs (GAO/HEHS-94-80, Jan. 28, 1994).

Multiple Employment Training Programs: Conflicting Requirements Hammer Delivery of Services (GAO/HEHS-94-78, Jan. 38, 1994).

Multiple Employment Programs (GAO/HRD-93-26R, June 15, 1993).

Multiple Employment Programs (GAO/HRD-92-39R, July 24, 1992).

OCCUPATIONAL SAFETY AND HEALTH ADMINISTRATION

Department of Labor: Rethinking the Federal Role in Worker Protection and Workforce Development (GAO/T-HEHS-95-125, Apr. 4, 1995).

Occupational Safety and Health: Changes Needed in the Combined Federal-State Approach (GAO/HEHS-94-10, Feb. 28, 1994).

Health and Safety: DOE's Implementation of a Comprehensive Health Surveillance Program Is Slow (GAO/RCED-94-47, Dec. 16, 1993).

Occupational Safety and Health: Differences Between Program in the United States and Canada (GAO/HRD-94-15FS, Dec. 6, 1993).

U.S.-Mexico Trade: The Work Environment at Eight U.S.-Owned Maquiladora Auto Parts Plants (GAO/GGD-94-22, Nov. 1, 1993).

Air Force Depot Maintenance: Status of Safety Initiatives (GAO/NSIAD-94-37, Oct. 28, 1993).

Paperwork Reduction: Agency Responses to Recent Court Decisions (GAO/PEMD-93-5, Feb. 3, 1993).

Asbestos in Federal Buildings: Federal Efforts to Protect Employees From Potential Exposure (GAO/RCED-93-9, Oct. 6, 1992).

Occupational Safety and Health: Uneven Protections Provided to Congressional Employees (GAO/HRD-93-1, Oct. 2, 1992).

Occupational Safety and Health: Improvements Needed in OSHA's Monitoring of Federal Agencies' Programs (GAO/HRD-92-97, Aug. 28, 1992).

Risk-Risk Analysis: OMB's Review of a Proposed OSHA Rule (GAO/PEND-92-33, July 2, 1992).

Hazardous Waste: A North Carolina Incinerator's Noncompliance With EPA and OSHA Requirements (GAO/RCED-92-78, June 30, 1992).

Response to Incinerator Report (GAO/RCED-92-216R, June 29, 1992).

Occupational Safety & Health: Worksite Safety and Health Programs Show Promise (GAO/HRD-92-68, May 19, 1992).

Occupational Safety and Health: Options to Improve Hazard-Abatement Procedures in the Workplace (GAO/HRD-92-105, May 12, 1992).

Occupational Safety & Health: Employers' Experiences in Complying With the Hazard Communication Standard (GA0/HRD-92-63BR, May 8, 1992).

Occupational Safety and Health: Penalties for Violations Are Well Below Maximum Allowable Penalties (GAO/HRD-92-48, Apr. 6 1992).

Toxic Substances: Information on Costs and Financial Aid to Schools to Control Asbestos (GAO/RCED-92-57F5, Jan. 15, 1992).

Occupational Safety & Health: OSHA Action Needed to Improve Compliance With Hazard Communication Standard (GAO/HRD-92-8, Nov. 26, 1991).

Indoor Air Pollution: Federal Efforts Are Not Effectively Addressing a Growing Problem (GA0/RCED-92-8, Oct. 15, 1991).

Reproductive and Developmental Toxicants: Regulatory Actions Provide Uncertain Protection (GAO/PEMD-92-3, Oct. 2, 1991).

Air Force Depot Maintenance: More Efforts Are Needed to Improve Safety and Training (GAO/NSIAD-91-89, May 23, 1991).

Occupational Safety & Health: OSHA Policy Changes Needed to Confirm That Employers Abate Serious Hazards (GAO/HRD-91-35, May 8, 1991).

Nuclear Health and Safety: More Attention to Health and Safety Needed at Pantex (GAO/RCED-91-103, Apr. 15, 1991).

Occupational Safety & Health: Inspectors' Opinions on Improving OSHA Effectiveness (GAO/HRD-91-9FS, Nov. 14, 1990).

Occupational Safety & Health: Options for Improving Safety and Health in the Workplace (GAO/HRD-90-66BR, Aug. 24, 1990).

OFFICE OF THE AMERICAN WORKPLACE

Workplace Regulation: Information on Selected Employer and Union Experiences (GAO/HEHS-94-138, June 30, 1994).

PENSION INSURANCE AND ENFORCEMENT PROGRAMS

Private Pensions: Funding Rule Change Needed to Reduce PBGC's Multibillion Dollar Exposure (GAO/HEHS-95-5, Oct. 5, 1994).

Pension Plans: Stronger Labor ERISA Enforcement Should Better Protect Plan Participants (GAO/HEHS-94-157, Aug. 8, 1994).

Financial Audit: Pension Benefit Guaranty Corporation's 1993 and 1992 Financial Statements (GAO/AIMD-94-109, May 4, 1994).

ERISA Targeting (GAO/HRD-93-34R, Sept. 30, 1993).

Private Pensions: Protections for Retirees' Insurance Annuities Can Be Strengthened (GAO/HRD-93-29, Mar. 31, 1993).

Pension Plans: Labor Should Not Ignore Some Small Plans That Report Violations (GAO/HRD-93-45, Mar. 26, 1993).

Pension Restoration Act (GAO/HRD-93-7R, Dec. 18, 1992).

Pension Benefit Guaranty Corporation (GAO/HRD-93-5, Dec. 1992).

Pension Plans: Pension Benefit Guaranty Corporation Needs to Improve Premium Collections (GAO/HRD-92-103, Aug. 11, 1992).

Employee Benefits: Improved Plan Reporting and CPA Audits Can Increase Protection Under ERISA (GAO/AFMD-92-14, Apr. 9, 1992).

Employee Benefits: States Need Labor's Help Regulating Multiple Employer Welfare Arrangements (GAO/HRD-92-40, Mar. 10, 1992).

Pension Plans: Fiduciary Violations in Terminated Underfunded Plans (GAO/HRD-91-87, May 13, 1991).

Private Pensions: Millions of Workers Lose Federal Benefit Protection at Retirement (GAO/HRD-91-79, Apr. 25, 1991).

Government Financial Vulnerability: 14 Areas Needing Special Review (GAO/OCG-90-1, Jan. 23, 1990).

POSTSECONDARY EDUCATION

Department of Education: Information on Consolidation Opportunities and Student Aid (GAO/T-HEHS-95-130, Apr. 6, 1995).

Pell Grant Costs (GAO/HEHS-94-215R, Sept. 28, 1994).

Pell Grants for Prison Inmates (GAO/HEHS-94-224R, Aug. 5, 1994).

Financial Audit: Federal Family Education Loan Program's Financial Statements for Fiscal Years 1993 and 1992 (GAO/AIMD-94-131, June 30, 1994).

Default Rates at HBCUs (GAO/HEHS-94-97R, Mar. 9, 1994).

GAO High Risk Program (GAO/AIMD-94-72R, Jan. 27, 1994).

Student Loans: Millions Loaned Inappropriately to U.S. Nationals at Foreign Medical Schools (GAO/HEHS-94-28, Jan. 21, 1994).

Higher Education: Information on Minority-Targeted Scholarships (GAO/HEHS-94-77, Jan. 14, 1994).

Student Financial Aid Programs: Pell Grant Program Abuse (GAO/T-OSI-94-8, Oct. 27, 1993).

Financial Management: Education's Student Loan Program Controls Over Lenders Need Improvement (GAO/AIMD-93-33; Sept. 9, 1993).

Student Loans: Default Rates at Historically Black Colleges and Universities (GAO/HRD-93-117FS, Aug. 19, 1993).

Direct Student Loan Savings (GAO/HRD-93-25R, Jul. 15, 1993).

Financial Audit: Federal Family Education Loan Program's Financial Statements for Fiscal Year 1992 (GAO/AIMD-93-4, June 30, 1993).

HEAF 1992 Financial Condition (GAO/HRD-93-21R, June 18, 1993).

Direct Student Loans: The Department of Education's Implementation of Direct Lending (GAO/T-HRD-93-26, June 10, 1993).

Financial Audit: Guaranteed Student Loan Program's Internal Controls and Structure Need Improvement (GAO/AFMD-93-20, Mar. 16, 1993).

Direct Loan Debate (GAO/HRD-93-15R, Feb. 8, 1993).

Federal Data Collection: Agencies' Use of Consistent Race and Ethnic Definitions (GAO/GGD-93-25, Dec. 15, 1992).

High Risk Series: Guaranteed Student Loans (GAO/HR-93-2, Dec. 1992).

Student Loans: Direct Loans Could Save Billions in First 5 Years With Proper Implementation (GAO/HRD-93-27, Nov. 25, 1992).

Guaranty Agency Solvency: Can the Government Recover HEAF's First-Year Liquidation Cost of $212 Million? (GAO/HRD-93-12BR, Nov. 13, 1992).

Parent and Supplemental Student Loans: Volume and Default Trends for Fiscal Years 1989 to 1991 (GAO/HRD-92-138FS, Sept. 22, 1992).

Stafford Student Loans: Prompt Payment of Origination Fees Could Reduce Costs (GAO/HRD-92-61, July 24, 1992).

Guaranteed Student Loans: Eliminating Interest Rate Floors Could Generate Substantial Savings (GAO/HRD-92-113, July 21, 1992).

Stafford Student Loan Program: Correspondence Schools' Loan Volume Declines Sharply (GAO/HRD-92-62FS, Mar. 13, 1992).

Student Financial Aid: Characteristics of Jobs Provided Through the College Work-Study Program (GAO/HRD-92-72BR, Feb. 21, 1992).

Student Financial Aid: Most Supplemental Educational Opportunity Grants Are Awarded to Needy Students (GAO/HRD-92-47, Jan. 31, 1992).

Stafford Student Loans: Lower Subsidy Payments Could Achieve Savings Without Affecting Access (GAO/HRD-92-7, Jan. 6, 1992).

Perkins Student Loans: Options That Could Make the Program More Financially independent (GAO/HRD-92-6, Dec. 9, 1991).

Medical Residents: Options Exist to Make Student Loan Payments Manageable (GAO/HRD-92-21, Nov. 11, 1991).

Student Loans: Direct Loans Could Save Money and Simplify Program Administration (GAO/HRD-91-144BR, Sept. 27, 1991).

Student Financial Aid: Education Can Do More to Screen Schools Before Students Receive Aid (GAO/HRD-91-145, Sept. 27, 1991).

Student Loans: Characteristics of Defaulted Borrowers in the Stafford Student Loan Program (GAO/HRD-91-82BR, April 26, 1991)

Perkins Student Loans: Need for Better Controls Over Loans Recovered From Closed schools (GAO/HRD-91-70, Mar. 27, 1991).

Stafford Student Loans: Millions of Dollars in Loans Awarded to Ineligible Borrowers (GAO/IMTEC-91-7, Dec. 12, 1990).

Guaranteed Student Loans: Profits of Secondary Market Lenders Vary Widely (GAO/HRD-90-130B, Sept. 28, 1990).

Student Loan Lenders: Information on the Activities of the First Independent Trust Company (GAO/HRD-90-183FS, Sept. 25, 1990).

Defaulted Student Loans: Analysis of Defaulted BorrowerS at Schools Accredited by Seven AgencieS (GAO/HRD-90-178FS, Sept. 12, 1990).

School Accreditation: Activities of Seven Agencies That Accredit Proprietary Schools (GAO/HRD-90-179BR, Sept. 12, 1990).

Supplemental Student Loans: Legislative Changes Have Sharply Reduced Loan Volume (GAO/HRD-90-149FS, Aug. 3, 1990).

Consolidated Student Loans: Borrowers Benefit but Costs to Them and the Government Grow (GAO/HRD-90-8, June 15, 1990).

Supplemental Student Loans: Who Are the Largest Lenders? (GAO/HRD-90-72FS, Feb. 21, 1990).

Pell Grants: How the Department of Education Estimates Program Costs (GAO/HRD-90-73BR, Feb. 21, 1990).

SCHOOL-TO-WORK TRANSITION

Transition from School to Work: States are Developing New Strategies to Prepare Students for Jobs (GAO/HRD-93-139, Sept. 7, 1993).

Vocational Education: Status in 2-Year Colleges in 1990-91 and Early Signs of Change (GAO/HRD-93-89, Aug. 16, 1993).

Vocational Education: Status in School Year 1990-91 and Early Signs of Change at Secondary Level (GAO/HRD-93-71, July 13, 1993).

Skill Standards: Experience in Certification Systems Shows Industry Involvement to Be Key (GAO/HRD-93-90, May 18, 1993).

Apprenticeship Training: Administration, Use, and Equal Opportunity (GAO/HRD-92-43, Mar. 4, 1992).

Transition From School to Work: Linking Education and Worksite Training (GAO/HRD-91-105, Aug. 2, 1991).

Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries (GAO/HRD-90-88, May 11, 1990).

SPECIAL EDUCATION AND REHABILITATIVE SERVICES

Special Education Reform: Districts Grapple with Inclusion Programs (GAO/T-HEHS-94-160, Apr. 28, 1994).

Deaf Education: Improved Oversight Needed for National Technical Institute for the Deaf GAO/HRD-94-23, Dec. 16, 1993).

Vocational Rehabilitation: Evidence for Federal Program's Effectiveness Is Mixed (GAO/PEMD-93-19, Aug. 27, 1993).

Vocational Rehabilitation: Clearer Guidance Could Held Focus Services on Those With Severe Disabilities (GAO/HRD-92-12, Nov. 26, 1991).

Department of Education: Monitoring of State-Formula Grants by Office of Special Education Programs (GAO/HRD-91-91FS, Apr. 15, 1991).

Special Education: Estimates of Handicapped Indian Preschoolers and Sufficiency of Services (GAO/HRD-90-61BR, Mar. 5, 1990).

TRAINING AND EMPLOYMENT SERVICES

JOBS and JTPA: Tracking Spending, Outcomes, and Program Performance (GAO/HEHS-94-177, Jul. 15, 1994).

Job Training Partnership Act: Labor Title IV Initiatives Could Improve Relations With Native Americans (GAO/HEHS-94-67. Mar. 4, 1994).

Job Cords Costs and Outcomes (GAO/HRD-93-16R, Feb. 19, 1993).

Job Training Partnership Act: Actions Needed to Improve Participant (GAO/HRD-92-124, June 12, 1992).

Comments on JTPA Bills (GAO/HRD-92-35R, May 20, 1992).

Job Training Partnership Act: Racial and Gender Disparities in Services (GAO/HRD-91-148, Sept. 20, 1991).

Job Training Partnership Act: Inadequate Oversight Leaves Program Vulnerable to Waste, Abuse, and Mismanagement (GAO/HRD-91-97, July 30, 1991).

Targeted Jobs Tax Credit: Employer Actions to Recruit, Hire, and Retain Eligible Workers Vary (GAO/HRD-91-33, Feb. 20, 1991).

Job Training Partnership Act: Youth Participant Characteristics, Services, and Outcomes (GAO/HRD-90-46BR, Jan. 24, 1990).

Job Training Partnership Act: Services and Outcomes for Participants With Differing Needs (GAO/HRD-89-52, June 9, 1989)

Job Training Partnership Act: Services and Outcomes for Participants with Differing Needs (GAO/HRD-89-52, June 9, 1989).

UNEMPLOYMENT INSURANCE

Unemployment Insurance Program Inability to Meet Objectives Jeopardized (GAO/HRD-93-107, Sept. 28, 1993).

Unemployment Insurance: Trust Fund Reserves Inadequate to Meet Recession Needs (GAO/HRD-90-124, May 31, 1990).

Unemployment Insurance Trust Fund Reserves Inadequate (GAO/HRD-88-5, Sept. 26, 1988).

VETERANS EMPLOYMENT AND TRAINING

Federal Contractor Hiring: Effect of Veteran Hiring Legislation Is Unknown (GAO/GGD-94-6, Oct. 18, 1993).

Vocational Rehabilitation: VA Needs to Emphasize Serving Veterans (GAO/HRD-92-133, Sept. 28, 1992).

Vocational Rehabilitation: Better VA Management Needed to Help Disabled Veterans Find Jobs (GAO/HRD-92-100, Sept. 4, 1992).

DRAFT

VOCATIONAL AND ADULT EDUCATION

Vocational Education: Status in 2-Year Colleges in 1990-91 and Early Signs of Chance (GAO/HRD-93-89, Aug. 16, 1993).

Vocational Education: Status in School Year 1990-91 and Early Signs of Chance at Secondary Level (GAO/HRD-93-71, July 13, 1993).

Transition From School to Work: Linking Education and Worksite Training (GAO/HRD-91-105, Aug. 2, 1991).

OTHER

Welfare Reductions: Downsizing Strategies Used in Selected Organizations (GAO/GGD-95-54, Mar. 13, 1995).

Labor's Regional Structure and Trust Funds (GAO/HEHS-95-82R, Feb. 10, 1995).

Block Grants: Characteristics, Experiences, and Lessons Learned (GAO/HEHS-95-74, Feb. 9, 1995).

Implementation: The Missing Link in Planning Reorganizations (GAO/GGD-81-57, Mar. 20, 1981).

Workforce Reductions: Downsizing Strategies Used in Selected Organizations (GAO/GGD-95-54, Mar. 13, 1995).

DRAFT

(104816)