

# **What the European Social Fund Can Learn From the WIA Experience Progress and Challenges in Performance Measurement in Implementation of WIA**

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## **Introduction**

It has rarely been as urgent or opportune as it is today to demonstrate the value of a federal employment and training system for helping Americans acquire and retain jobs. As the United States faces its current economic crisis, with the highest unemployment in 26 years, rising budget deficits and greater competition for federal resources, policymakers at all levels are seeking to understand whether our newest employment and training system is making a difference. The Workforce Investment Act (WIA) of 1998 not only created the foundation for a new and comprehensive workforce investment system but a rigorous performance accountability structure that measures customer satisfaction as well as outcomes in job placement, retention, earnings, and skill attainment.

The vision of an integrated performance system was further advanced when, in 2005, the U.S. Office of Management and Budget called for “common measures” – the harmonization of performance measures across a larger swath of the federal workforce and training assistance programs managed not only by Labor but other federal agencies. Much of this work is still nascent, however, and this paper focuses largely on progress to date with programs under Labor’s purview. This includes Labor’s efforts to integrate WIA measures into the new common measures, and Labor’s goal to streamline the reporting pipeline, itself.

While the vision of integration is a holistic one, accomplishing it has been, of necessity, an incremental one – and therefore, instructive. GAO work to date has identified many of the challenges involved in the design of performance measures and challenges to their implementation. The summary below is based on GAO work conducted between 2002 and early 2009 in which we examined the nature of the challenges confronting all levels of government in implementing the WIA system.<sup>1</sup>

## **Background**

### Integrating Services through a One-Stop System

In 1988, WIA created a new, comprehensive workforce investment system by adding to and broadening the range of federally-sponsored employment and training services available, providing for the integration of services by co-locating them at “one-stop” centers throughout the country, and establishing a key role for employers in oversight of local workforce development policies, all designed to change the way employment and training services are delivered. In replacing the Job Training Partnership Act (JTPA), the legislation created three

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<sup>1</sup>This paper is derived from numerous GAO reports on WIA performance management and data quality issued between 2002 and 2009. These reports have employed an array of data collection techniques, including surveys to state and local workforce officials and private sector employers; site visits; interviews with local, state, and Labor officials, as well as analyses of Labor data and documents.

new programs—Adult, Dislocated Worker, and Youth—that allow for a broader range of services to the general public, including employers, and no longer limit services to job seekers with low incomes. Unlike JTPA, these new programs no longer focus only on training, but provide for three tiers of services for adults and dislocated workers – referred to as, core, intensive, and training. Core services are basic services such as job searches and offering labor market information. They are available through self-service or with some staff assistance. Intensive services can offer comprehensive assessment and case management—activities that require greater staff involvement. Training services include instruction such as occupational skills or on-the-job training. The youth program, which is not differentiated by tiers of service, makes ten types of services available to all eligible youth.

Under WIA, seventeen programs funded through four federal agencies—the Departments of Education, Health and Human Services, Housing and Urban Development, and Labor—are required to provide services through the one-stop center. Employers are expected to play a key role in establishing regional workforce development policies, deciding how services should be provided in the one-stop, and overseeing one-stop operations. WIA also envisioned employers as key one-stop customers.

WIA Represents a Marked Departure from JTPA with New Measures, More Uniform Data, and Some State Flexibility

WIA was designed to promote greater accountability in federal workforce programs by establishing new performance measures for the three WIA-funded programs—the Adult, Dislocated Worker, and Youth programs. In its guidance during early implementation, Labor defined 17 performance measures for these programs. (See table 1 for a complete list of the WIA performance measures). Most of the measures that relate to adults, dislocated workers, and older youth are similar to those used under JTPA, including job placement, job retention, and wage gains or replacement. New under WIA, however, are measures for the attainment of a credential<sup>2</sup> (a degree or certification of skills or training completed) and the “customer satisfaction” of both job seekers and employers (see table 1).

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<sup>2</sup>Guidance from Labor defines a credential as a nationally recognized degree or certificate or a recognized state/locally defined credential.

<b>Table 1: Statutory Performance Measures for the Three WIA-Funded Programs as Defined by Labor at Time of Implementation</b>	
<b>WIA funding stream</b>	<b>Performance measure</b>
Adult	<ol style="list-style-type: none"> <li>1. Entered employment rate</li> <li>2. Employment retention at 6 months</li> <li>3. Average earnings change in 6 months</li> <li>4. Entered employment and credential rate*</li> </ol>
Dislocated worker	<ol style="list-style-type: none"> <li>5. Entered employment rate</li> <li>6. Employment retention at 6 months</li> <li>7. Earnings replacement rate in 6 months</li> <li>8. Entered employment and credential rate*</li> </ol>
Older youth (age 19-21)	<ol style="list-style-type: none"> <li>9. Entered employment rate</li> <li>10. Employment retention at 6 months</li> <li>11. Average earnings change in 6 months</li> <li>12. Entered employment/education/training and credential rate*</li> </ol>
Younger youth (age 14-18)	<ol style="list-style-type: none"> <li>13. Skill attainment rate</li> <li>14. Diploma or equivalent attainment</li> <li>15. Placement and retention rate</li> </ol>
Customer satisfaction	<ol style="list-style-type: none"> <li>16. Customer satisfaction for participants*</li> <li>17. Customer satisfaction for employers*</li> </ol>

Source: U.S. Department of Labor  
Note: \* indicates measures new under WIA

In addition, WIA sought to improve the comparability of data by requiring that most of the WIA performance measures rely on Unemployment Insurance (UI) wage records as the primary data source for tracking employment outcomes. This contrasts with JTPA, which obtained data on participant outcomes by following-up and surveying participants. The UI wage records provide a common yardstick for long-term comparisons across states because they contain wage and employment information on about 94 percent of the working population in the United States, and all states collect and retain these data. In addition, researchers have found that wage record data are more objective and cost-effective than traditional survey information. For example, in our 2004 study, we estimated that the cost of doing participant surveys, as was done under JTPA, was approximately \$13.25 per participant compared with the cost of automated record matching to UI wage records, which costs less than \$.05 per participant.<sup>3</sup> Furthermore, the UI wage records make it easier to track longer-term outcomes, such as the earnings change, earnings replacement, and employment retention 6 months after participants leave the program. Without UI wage records, tracking these outcomes would require contacting or surveying former participants, perhaps many times after leaving the program.

WIA is similar to JTPA in holding states accountable to performance goals by making incentive awards or imposing sanctions. However, unlike JTPA, under which Labor established performance goals using a computer model, WIA affords states some flexibility by allowing them to negotiate their performance goals with Labor. States, in turn, negotiate

<sup>3</sup>GAO, *Workforce Investment Act: States and Local Areas Have Developed Strategies to Assess Performance, but Labor Could Do More to Help*, GAO-04-657, (Washington, D.C.: June 1, 2004).

performance goals with each local area. The law requires that these negotiations take into account differences in economic conditions, participant characteristics, and services provided. To establish equitable performance goals, Labor and the states have primarily relied on historical data to develop their estimates of expected performance. These performance estimates are the starting point for negotiations. States that meet their performance goals under WIA are eligible to receive incentive grants that generally range from \$750,000 to \$3 million. States that do not meet at least 80 percent of their WIA performance goals are subject to sanctions. If a state fails to meet its performance goals for 1 year, Labor provides technical assistance, if requested. If a state fails to meet its performance goals for 2 consecutive years, there may be a 5-percent reduction in its annual WIA formula grant.

## **As Designed, the WIA Performance System Has Confronted Old and New Challenges**

### Performance Goals Can Act as a Deterrent to Service

A longstanding challenge in assessing the performance of job training programs has been how to reward successful outcomes without creating an incentive for program managers to help only the most promising customers. With regard to WIA, as well, our 2002 study reported that many states were citing performance goals as a factor in local staff decisions about who would receive services.<sup>4</sup> In states we visited, moreover, some officials told us that local areas were not registering many people, largely due to their concerns about meeting performance goals in serving job seekers who may be less likely to get and keep a job. One state official described how local areas were carefully screening potential participants and holding meetings to decide whether to register them. As a result, individuals who were eligible for and might have benefited from WIA-funded services may not have received them.

Measuring performance based on changes in participant earnings for some adults and earnings replacement for dislocated workers can also be a deterrent to service. In our 2002 study, state officials reported that local staff were reluctant to register two types of customers: already-employed adults and dislocated workers.<sup>5</sup> State and local officials explained that it would be hard to increase the earnings of employed adults and to entirely replace the wages of dislocated workers who are laid off from high-paying, low-skilled jobs or from jobs requiring skills that are now obsolete. Similarly, in several local areas we visited for our study of older worker services, officials said they considered performance measures a barrier to enrolling older workers who are seeking part-time jobs because such placements could amount to lower earnings and lowered program performance as measured by client earnings.<sup>6</sup>

### In the Past, Performance Data Has Not Reflected All Customers Served at One-Stops

Under WIA, job seekers who only receive self-service and informational services are not included in the performance measures; therefore, only a small proportion of job seekers who receive services at one-stops are actually reflected in WIA outcome data. Since self-service

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<sup>4</sup>GAO, *Workforce Investment Act: Improvements Needed in Performance Measures to Provide a More Accurate Picture of WIA's Effectiveness*, GAO-02-275, (Washington, D.C.: February 1, 2002).

<sup>5</sup>GAO-02-275.

<sup>6</sup>GAO, *Older Workers: Employment Assistance Focuses on Subsidized Jobs and Job Search, but Revised Performance Measures Could Improve Access to Other Services*, GAO-03-350, (Washington, D.C.: January 24, 2003).

customers are estimated to be the largest portion of those served under WIA programs, it is difficult to know what the overall program is achieving. In a 2004 study, we reported that some estimates show only about 5 percent of the job seekers who walked into a one-stop were registered for WIA and tracked for outcomes.<sup>7</sup> Furthermore, with regard to employers, the WIA measure only considers employers' satisfaction on a general level that is not necessarily useful for states and localities. This makes it difficult to know how well individual one-stops are working with and serving their employer communities.

GAO Recommendation: In 2005, GAO recommended that Labor work with states and consider ways to track all job seekers who use any of the one-stop services, including self-services. Since then, Labor has begun to require states to collect and report a count on all WIA participants who have used the one-stop system. Labor has also taken steps to increase the information it has about employers who use the system. Currently, Labor only measures employer satisfaction, but it has secured approval from OMB to collect more extensive information.<sup>8</sup>

## **Performance Measures Have Had Data Issues, Although Labor Has Made Progress in Some Areas**

### Lack of Clarity in Federal Guidance Has Affected Comparability of Data

Labor's guidance to states at the time of implementation lacked clarity in key terms and contributed to inconsistency in the way that data has been collected and reported. Because WIA does not require outcome measures for all job seekers, Labor provided written guidance to states on who should be registered for WIA services and included in the performance measures. However, the guidance was open to interpretation. For example, it told states to register and track outcomes for all adults and dislocated workers who receive core services that require significant staff assistance, which left states to decide what constituted significant staff assistance. As a result, states and local areas have differed on whom they track and for how long—some starting when participants receive core services, and others not tracking until they receive more intensive services. In a 2005 study, most states reported that they provided their own guidance to help local areas determine which jobseekers should be registered and tracked under the WIA performance measures.<sup>9</sup> For example, one state developed a list of staff-assisted services that would trigger registration under WIA.

In addition, the lack of a definition for a credential led to performance data that are not comparable across states for the credential measure. Labor allowed states and local areas to determine what constituted a credential and to develop a statewide list of approved credentials with input from employers. As a result, some states limit "credentials" to diplomas from accredited institutions, while other states may, for example, consider a credential completion of formal training as defined by education partners.<sup>10</sup> Still other states may have expanded their criteria to include completion of job readiness training, on-the-job experience, and or just one workshop. In our study of WIA youth services, we also found that Labor's guidance on defining skill attainment for youth was unclear and open to

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<sup>7</sup>GAO-04-657.

<sup>8</sup>GAO, *Workforce Investment Act: Labor Has Made Progress in Addressing Areas of Concern, but More Focus Needed on Understanding What Works and What Doesn't*, GAO-09-396T, (Washington, D.C.: February 26, 2009).

<sup>9</sup>GAO, *Workforce Investment Act: Labor and States Have Taken Actions to Improve Data Quality, but Additional Steps Are Needed*, GAO-06-82, (Washington, D.C.: November 14, 2005).

<sup>10</sup>GAO-02-275.

interpretation.<sup>11</sup> Given the broad range of definitions states and localities employ, performance assessment based on the outcomes on the credential and skill attainment measures may be of limited value, even within a single state.

GAO's Recommendations: To help ensure that the WIA performance measures result in more accurate and comparable data across states, we recommended that Labor establish a standard point at which to register participants and that it monitor states to ensure that they adhere to this policy. We also asked Congress to consider requiring that information be collected and reported for all WIA participants, including those who only receive self-service and informational services. In 2005, Labor issued new guidance that sought to better distinguish between self-service and informational activities that would not require participants to be registered and one-stop services that require significant staff-assistance and would require registration. Even with this additional guidance, we continue to be concerned that there will not be a uniform national practice for tracking registrants, which undermines the accuracy of performance data and the ability to compare states equitably.

We also recommended that Labor issue guidance with a clear definition for what constitutes a credential and skill attainment. In its 2005 guidance, Labor clearly defined credential to be a degree or certificate and stated that work readiness certificates will not be accepted. In addition, Labor replaced the skill attainment measure with a literacy and numeracy gains measure that clearly specifies the level of improvement needed and types of assessments that can be used.

#### UI Wage Records Have Data Gaps

While UI wage records provide a more objective means to measure outcomes over time, these data also have some shortcomings. State wage record databases only include wage information on job seekers within their state; they do not track job seekers who find jobs in other states. To help states gain access to wage information when their clients move to other states, Labor established the Wage Record Interchange System (WRIS)—a clearinghouse that makes UI wage records available to states seeking employment and wage information on their WIA participants. In 2006, Labor assumed responsibility for administering WRIS. Initially, when Labor took the system over from a nonprofit organization, many states withdrew because of a perceived conflict between Labor's federal enforcement role and states' responsibility for protecting data confidentiality. Labor developed a data sharing agreement to address confidentiality.<sup>12</sup> All states and the District of Columbia now participate in WRIS.

Another shortcoming is that UI wage records do not contain information on about 6 percent of workers, such as self-employed persons, most independent contractors, military personnel, federal government workers, and postal workers. To compensate, Labor allows states to collect data to determine employment outcomes in other ways, such as contacting participants after they leave the program. In a 2004 study, 23 states reported that they would not have been able to show that they met minimum performance levels on at least one performance measure without supplemental data.<sup>13</sup> At that time, Labor was considering whether to discontinue the use of supplemental data for filling gaps in the UI wage records, citing data quality concerns.

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<sup>11</sup>GAO, *Workforce Investment Act: Youth Provisions Promote New Service Strategies, but Additional Guidance Would Enhance Program Development*, GAO-02-413, (Washington, D.C.: April 5, 2002).

<sup>12</sup>GAO-09-396T.

<sup>13</sup>GAO-04-657.

GAO Recommendation: We recommended that Labor continue to allow the use of supplemental data for reporting outcomes, but develop more stringent guidance and monitoring of these data. Labor agreed with our recommendation and has continued to allow the use of supplemental data.

### UI Wage Records Have Time Delays

The ability to measure employment and earning outcomes is significantly delayed, given the time lapse from when an individual gets a job to when it appears in the UI wage records. State procedures for collecting and compiling wage information from employers can be slow and time-consuming. Data are collected from employers only once every quarter and employers in most states have 30 days after the quarter ends to report the data to the state. After the state receives the wage report, the data must be processed, which can delay the availability of the wage record data for reporting on outcomes for several months. The time lags in receiving wage data affect when outcomes are reported and limit the data's usefulness for gauging current performance.

### **States and Localities Have Supplemented WIA Measures with Their Own**

While UI wage records are useful for tracking outcomes over time, we found that this information alone does little for real-time program management. In a 2004 study, state and local officials reported that they collected their own data to assess whether they are likely to meet their federally required performance levels and manage their programs on a real-time basis.<sup>14</sup> States have taken an active role in helping local areas monitor their progress toward meeting their performance goals. Almost all states developed information technology (IT) systems to help local areas organize, track, and report WIA performance data for program management. At the same time, about three-fourths of local areas collect outcome information from other sources to help them assess whether they are meeting their WIA performance levels and to help them manage their programs. According to our 2004 study, over 75 percent of local areas reported that they directly follow up with participants after they leave the program, collecting job placement or earnings information to help fill gaps until the data are available from the UI wage records. In addition, nearly all of the local areas reported that they track other types of interim indicators to manage their WIA programs. These are most often the number of registered WIA participants, services provided to participants, the number of participants who completed training, and the number of WIA exiters. In some cases, these interim indicators can help local areas predict their WIA performance outcomes. For example, one local official told us that knowing the number of participants who complete training helps predict the number of participants who will find a job.

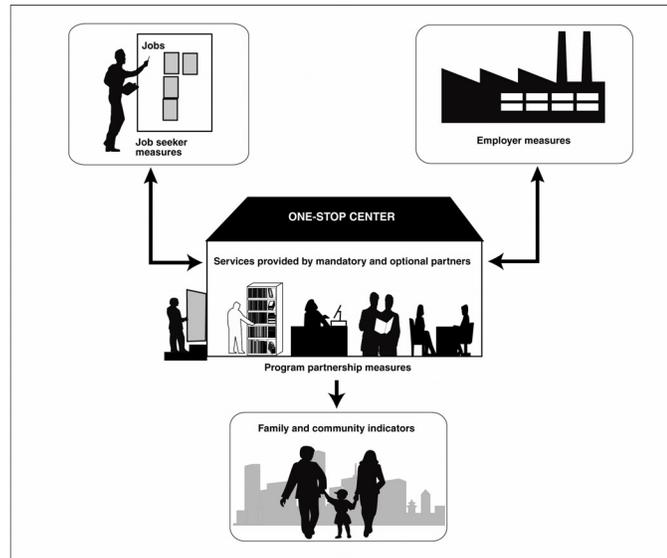
In addition to the WIA performance measures, states and localities also reported that they use their own indicators to gauge overall one-stop performance.<sup>15</sup> We identified four basic types of indicators: job seeker measures, employer measures, program partnership measures, and family and community indicators. (see fig. 1)

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<sup>14</sup>GAO-04-657.

<sup>15</sup>GAO-04-657.

**Figure 1: Four Types of Indicators That States and Local Areas Use to Assess Performance of One-Stops**



Source: GAO analysis

**Job Seeker Measures.** Even without a federal requirement to do so, our survey showed that almost 90 percent of local areas gather information on one-stop job seekers, even if they are not registered and participating in any particular federal program. Most often local areas reported that they require the one-stop centers to track and report the number of job seekers who visit the one-stop in a single time period, usually through a paper and pencil or computer log. In addition, we found that local areas are tracking additional information on these job seekers such as how many program referrals they receive, how satisfied they are with services, and what types of outcome they achieve.<sup>16</sup>

**Employer Measures.** Many local areas also track information on employers' use of one-stops to improve services to employers. About 70 percent of local areas nationwide reported that they require one-stop centers to track some type of employer measure, such as the number of employers that use one-stop services, how many hire one-stop customers, and the type of services that employers use. For example, a one-stop center we visited tracks employers that repeatedly use one-stop services and those who have not. It uses this information to reach out to employers who have not returned for services to encourage them to use the one-stop again.

**Program Partnership Measures.** Most of the programs that provide services through the one-stop system have their own performance measures, but as we have reported in the past, these outcomes cannot be readily summed to obtain an overall measure of one-stop performance. However, one-third of the local areas told us that they combine in one report some of the outcomes under the key federal measures –including wages at employment or other earning indicators–and use this report to assess the one-stop system as a whole. In addition to tracking outcomes for the various one-stop partners, some local areas measure the level of coordination among one-stop partners, and also the range and quality of services they provide.

<sup>16</sup>While WIA requires that all states track job seeker customer satisfaction, Labor does not require a sufficient sample size to be useful to each local area.

**Family and Community Indicators.** A few local areas look beyond one-stop services to individuals to assess how well one-stops are meeting the needs of the family and the community. In their written comments to our survey, several local areas told us that they consider some type of community indicator, such as changes in the local unemployment rate or increases in the average household income in the local area, to be the best way to determine the overall effectiveness of their one-stop system.

### **Labor Makes Use of WIA Data, but Has Also Taken Steps to Expand Uniform Reporting for All Its Workforce Programs**

#### Labor Uses WIA Performance Data for Negotiations of Performance Goals and Awarding Incentives or Imposing Sanctions for WIA Programs

Labor compiles states' reported performance data annually to develop national performance goals under the Government Performance and Results Act.<sup>17</sup> In addition, these national goals are used as a starting place to negotiate performance goals with states. While WIA requires that the annual negotiations for performance goals take into account differences in economic conditions, participant characteristics, and services provided, these factors may not be adequately considered by all states or Labor in the negotiations. In our 2004 study, we found that state and local officials we interviewed thought their performance levels were set too high for economic conditions at that time.<sup>18</sup> For example, some local officials said that their negotiated performance goals for changes to or replacement of earnings were based on a stronger economy and did not reflect recent increases in the unemployment rate. Under JTPA, Labor used an adjustment model to account for factors beyond the control of local programs, such as high unemployment. Under WIA, some states have used their own adjustment model or other methods in the negotiation process, but until recently, Labor did not take steps to assure that all appropriate factors are taken into account and treated in the same way in negotiations and that, as a result, there is consistent assessment across states.

GAO Recommendation: We recommended that Labor develop an adjustment model or other systematic method to consistently account for different populations and local economic conditions when negotiating performance levels. In recent guidance for negotiating Program Year 2009 performance goals, Labor used a regression model to set national performance goals. Labor said that the goals were based on estimates developed from administrative and economic data on job seekers within their local labor markets that it has compiled from its WIA database or other data systems.<sup>19</sup>

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<sup>17</sup>The Government Performance and Results Act is intended to focus government decision making, management, and accountability on the results and outcomes

<sup>18</sup>GAO-04-657.

<sup>19</sup>U.S. Department of Labor, Employment and Training Administration, Training and Employment Guidance Letter No. 09-08, Change 1, (June 5, 2009).

### Labor Has Developed New “Common Measures” to Standardize Performance Measurement for All Its Workforce Programs

In 2005, Labor began requiring states to implement a common set of performance measures for all employment and training programs, under its purview, including the WIA-funded programs. This was at the impetus of the Office of Management and Budget (OMB), which in 2002 requested that all federal agencies with job training programs develop some common performance measure. In responding to the OMB initiative, Labor has substituted some of its new common measure definitions for counterpart measures as previously defined when first implementing WIA. These changes have included such measures as the entered employment rate, employment retention rate, and average earnings measure. While many federal job training programs require performance measures that track similar outcomes, they have varied in their terminology and in the way their measures are calculated. For example, the Wagner-Peyser funded Employment Service uses a different time period than the WIA adult program to assess whether a participant got a job. With the common measures, both programs use the same time period to report this measure.

### Though Challenging, Labor Is Attempting to Establish a Single Reporting Structure for All Its Programs

Labor has made efforts to streamline and integrate the performance reporting structures of all the federal programs under its purview, but realization of this goal has been delayed. In 2004, Labor had proposed a single, streamlined reporting structure that would have replaced reporting structures for most of Labor’s employment and training programs. In a 2005 study, we found that Labor had developed the concept in limited consultation with key stakeholders; and as a result, the department underestimated the magnitude and type of changes required.<sup>20</sup> We recommended that Labor consider alternative approaches to implementing such a structure. In response, Labor substantially modified the design and is now working toward implementing an enhanced data reporting system called the Workforce Investment Streamlined Performance Reporting (WISPR) system. If implemented, the new reporting structure would consolidate reporting requirements across several other Labor programs in the one-stops and ultimately replace their existing reporting systems with a single reporting structure. Its integrated design would, for the first time, allow Labor and states to track an individual’s progress through the one-stop system. For the time being, Labor has delayed its implementation to focus on new reporting for the American Reinvestment and Recovery Act funding.

### **In Conclusion**

The WIA performance measurement system represented a significant change that has taken time and some trial and error on the part of Labor, states, and local areas and is still evolving. Labor has been challenged to balance two competing goals of WIA – providing state and local flexibility to address local needs while ensuring accuracy and comparability of performance results to fairly assess states for incentives and sanctions. Early on, Labor left more room for state and local flexibility in defining key terms such as point of registration, credentials, and skill attainments, and in developing performance goals for annual negotiations. As time has gone on, Labor has moved toward developing more national policies and practices to help ensure the accuracy and uniformity of performance data. Labor’s recent development of a

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<sup>20</sup>GAO, *Workforce Investment Act: Labor Should Consider Alternative Approaches to Implement New Performance and Reporting Requirements*, GAO-05-539, (Washington, D.C.: May 27, 2005).

regression model to establish national performance goals for negotiations with states can help compare states more equitably, which is particularly important during this economic downturn. In addition, Labor's implementation of common measures and plans for an enhanced reporting are steps in the right direction in understanding the system's reach. Given that these changes have occurred incrementally, it may be difficult for policymakers to understand trends in outcomes over time.

One of the remaining and long-standing challenges at all levels has been trying to determine which participants should be included in the performance measures. This issue stems from opening program services to the general public instead of limiting services to only job seekers who are determined eligible for services as was done in the past. WIA excluded one-stop customers who only receive minimal self-service and informational activities from the performance measures. However, despite Labor's attempts to define a clear line between these activities and those that require more staff-assistance, some ambiguity still exists and undermines the accuracy of the performance data and ability to compare states equitably.

### **GAO's WIA Related Products**

These reports and others are available on [www.gao.gov](http://www.gao.gov).

*Workforce Investment Act: Labor Has Made Progress in Addressing Areas of Concern, but More Focus Needed on Understanding What Works and What Doesn't.* GAO-09-396T. Washington, D.C.: February 26, 2009.

*Employment and Training Programs: Labor Has Outlined Steps for Additional Documentation and Monitoring but Assessing Impact Still Remains an Issue.* GAO-08-1140T. Washington, D.C.: September 23, 2008.

*Employment and Training Programs: Evaluating Impact and Enhancing Monitoring Would Improve Accountability.* GAO-08-486. Washington, D.C.: May 7, 2008.

*Workforce Investment Act: One-Stop System Infrastructure Continues to Evolve, but Labor Should Take Action to Require That All Employment Offices Are Part of the System.* GAO-07-1096. Washington, D.C.: September 4, 2007.

*Veterans' Employment and Training Service: Labor Could Improve Information on Reemployment Services, Outcomes, and Program Impact.* GAO-07-594. Washington, D.C.: May 24, 2007.

*Workforce Investment Act: Labor and States Have Taken Actions to Improve Data Quality, but Additional Steps Are Needed.* GAO-06-82. Washington, D.C.: November 14, 2005.

*Workforce Investment Act: Labor Should Consider Alternative Approaches to Implement New Performance and Reporting Requirements.* GAO-05-539. Washington, D.C.: May 27, 2005.

*Workforce Investment Act: States and Local Areas Have Developed Strategies to Assess Performance, but Labor Could Do More to Help.* GAO-04-657. Washington, D.C.: June 1, 2004.

*Workforce Investment Act: Labor Actions Can Help States Improve Quality of Performance Outcome Data and Delivery of Youth Services.* GAO-04-308. Washington, D.C.: February 23, 2004.

*Workforce Investment Act: Youth Provisions Promote New Service Strategies, but Additional Guidance Would Enhance Program Development.* GAO-02-413. Washington, D.C.: April 5, 2002.

*Workforce Investment Act: Improvements Needed in Performance Measures to Provide a More Accurate Picture of WIA's Effectiveness.* GAO-02-275. Washington, D.C.: February 1, 2002.

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