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Workforce Development and National Service Provisions in the Build Back Better Act

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Introduction

This report provides a brief overview of funding for workforce development and national service efforts in the Build Back Better Act (BBBA, H.R. 5376), as passed by the House in November 2021.[1]

The report describes provisions in Subtitle C ("Workforce Development Matters") and Subtitle G ("National Service and Workforce Development in Support of Climate Resilience and Mitigation") of Title II the BBBA, with a focus on programs that would be administered by the Department of Labor (DOL) or the Corporation for National and Community Service (CNCS). Other CRS products describe provisions in these subtitles that would be administered by other agencies.

Funds would typically be appropriated for FY2022 and would remain available for the periods specified in the bill. Generally, the funding discussed in this report reflects three approaches:

- *Supplemental funding for existing programs and activities*. In some cases, the funding would be accompanied by programmatic changes. For example, Part I of Subtitle C would provide additional funding for the Dislocated Worker Activities program authorized by the Workforce Innovation and Opportunity Act (WIOA) but would adjust the allotment process.
- *Funding for new programs and activities*. For example, Part I of Subtitle C would establish a new competitive grant program to support the development and expansion of sector partnerships to expand training and employment services in specified industries.
- *Supplemental funding for existing programs and activities, placing a focus on climate resilience and mitigation activities*. For example, Subtitle G (where these provisions are concentrated) would provide additional funding for the existing YouthBuild program at DOL but would direct the funding to be used for climate resilience and mitigation activities.

Some funding streams may reflect a combination of the approaches. For example, funding for apprenticeship in Part I of Subtitle C has some similarities with prior apprenticeship grants at DOL but includes additional language explicitly to support pre-apprenticeships and youth apprenticeships that was not part of prior legislation.

Descriptions of provisions that are provided in **Table 1** are presented in the order of appearance in the bill. CRS products providing more-detailed information about existing federal programs that would receive support through the bill are identified in conjunction with the descriptions of the relevant BBBA provisions. CRS contacts for the programs described in this report are provided in the Key Policy Staff table at the end.

[1] This report is based on the legislative text in H.R. 5376, Rules Committee Print 117-18, available at https://rules.house.gov/sites/democrats.rules.house.gov/files/BILLS-117HR5376RH-RCP117-18.pdf.

Table 1. Workforce Development and National Service Funding in H.R. 5376

Subtitle C and Subtitle G of Title II

Section Number and Title	Description	Funding Level/ Available Through	Relevant CRS Product(s)[a]
Subtitle C			
Part I—Workforce Development Matters			
22001. Dislocated Worker Employment and Training Activities	Provides supplemental funding for formula grants for career services, supportive services, and training through WIOA Dislocated Worker activities.	$2.0 billion/ September 30, 2026	R44252, IF11530
22002. Adult Worker Employment and Training Activities	Provides supplemental funding for formula grants for career services, supportive services, and training through WIOA Adult activities.	$1.0 billion/ September 30, 2026	R44252
22003. Youth Workforce Investment Activities	Provides supplemental funding for formula grants for workforce investment activities through WIOA Youth Activities.	$1.5 billion/ September 30, 2026	R44252, IF11952
22004. Employment Service	Provides supplemental funding for formula grants for the Employment Service under the Wagner-Peyser Act and funding for carrying out improvements to state workforce and labor market information systems.	$400 million for formula grants/ September 30, 2026 $100 million for information systems/ September 30, 2026	R44252
22005. Re-entry Employment Opportunities	Provides funding for competitive grants to support services to justice-involved individuals in returning to the labor market.	$500 million, of which $125 million targets young adults/ September 30, 2026	n/a
22006. Registered Apprenticeships, Youth Apprenticeships, and Pre-Apprenticeships	Provides funding to eligible entities (including states, equity intermediaries, and business and labor industry partner intermediaries) to create or expand registered apprenticeship programs, pre-apprenticeship programs that articulate into registered apprenticeship programs, and youth apprenticeship programs.	$1 billion, of which $500 million targets activities that service a high number or higher percentages of individuals with barriers to employment/ September 30, 2026	R45171
22007. Industry or Sector Partnership Grants	Provides competitive funding to eligible partnerships for the purposes of expanding employment and training activities in "high-skill, high-wage or in-demand industry sectors or occupations." Eligible partnerships include representatives of multiple businesses or employers, labor, and relevant education providers.	$4.6 billion for competitive funding to eligible partnerships/ September 30, 2026 $150 million for targeted outreach, administration and technical support, and evaluation and reporting/ September 30, 2026	n/a

Section Number and Title	Description	Funding Level/ Available Through	Relevant CRS Product(s)[a]
		$250 million for state or local workforce development boards to support the creation or expansion of partnerships/ September 30, 2026	
22008. Job Corps	Provides supplemental funding to the Job Corps program to support program activities and expand access to allowances and transition support.	$500 million/ September 30, 2026	R44252, IF11952
22009. Native American Programs	Provides supplemental funding for competitive grants for Native American programs under WIOA.	$50 million/ September 30, 2026	R44252
22010. Migrant and Seasonal Farmworkers	Provides supplemental funding for competitive grants for Migrant and Seasonal Farmworker programs under WIOA.	$70 million/ September 30, 2026	R44252
22011. YouthBuild	Provides supplemental funding for competitive grants for YouthBuild programs under WIOA.	$15 million/ September 30, 2026	R44252, IF11952
22012. Senior Community Service Employment Program	Provides supplemental funding to support subsidized employment for eligible senior citizens through the Senior Community Service Employment program under the Older Americans Act.	$35 million/ September 30, 2026	R43414
Part 3—Competitive Integrated Employment Transformation Grant Program			
22201. Competitive Integrated Employment Transformation Grant Program	Provides grants to eligible states to support efforts to transform employment under special minimum wage certificates (including employment at subminimum wages) to competitive integrated employment that pays at least minimum wage. As a condition of receiving the grant, the state must provide assurance that each employer in the state will cease to use special certificates by the end of the five-year grant period.	$189 million allotted on the basis of employees employed under special certificates/ September 30, 2029 $81 million allotted on the basis of employers with special certificates/ September 30, 2029	R43468
22202. Grants for States to Expand Competitive Integrated Employment	Provides formula grants to eligible states to support the continued transformation of jobs under special minimum wage certificates to competitive integrated employment. Eligible states are states that, at the time of enactment, have phased out or are in the process of phasing out the use of special certificates.	$24 million/ September 30, 2029	R43468

Section Number and Title	Description	Funding Level/ Available Through	Relevant CRS Product(s)[a]
22203. Technical Assistance	Provides funding to the Secretary of Labor to provide or facilitate technical support to employers that are transforming employment under special certificates and collect and disseminate information on evidence-based practices in such transformations.	$6 million/ September 30, 2029	R43468
Part 4—Recruitment, Education and Training, Retention and Career Advancements for the Direct Care Workforce			
Section 22302. Grants to Support the Direct Care Workforce	Provides funding for competitive grants to eligible entities to support the direct care workforce: workers that provide direct assistance to individuals who are elderly, disabled, or otherwise have cognitive and/or functional limitations. Eligible entities would include a variety of public and private nonprofit entities, including states and tribes. Required uses of funds would include providing "competitive wages, benefits, and other supportive services ... to the direct support workers served by the grant that are necessary to enable such workers to participate in the activities supported by the grant."	$1 billion/ September 30, 2031	n/a
Part 5—Department of Labor Inspector General and Program Administration Funding			
22401. Department of Labor Inspector General	Provides funding to the DOL Office of the Inspector General for "oversight, investigations, and audits of programs, grants, and projects" funded under Subtitles B and C.	$40 million/ available until expended	n/a
22402. Program Administration	Provides funding to DOL for program administration, including salaries and expenses.	$90 million/ September 30, 2029	n/a
Subtitle G—National Service and Workforce Development in Support of Climate Resilience and Mitigation			
26001. Corporation for National and Community Service and the National Service Trust			
26001(a). AmeriCorps State and National	Provides supplemental funding to make grants to eligible entities to support service activities to address unmet community need.	$3.2 billion/ September 30, 2026	RL33931
26001(b). State Commissions	Provides supplemental funding to State Service Commissions to make funding adjustments to existing awards and make new awards.	$400 million/ September 30, 2026	RL33931
26001(c). National Civilian Community Corps (NCCC)	Provides supplemental funding to increase living allowances and benefits for participants in the residential NCCC program.	$80 million/ September 30, 2029	RL33931

Section Number and Title	Description	Funding Level/ Available Through	Relevant CRS Product(s)[a]
26001(d). AmeriCorps VISTA (Volunteers in Service to America)	Provides supplemental funding to increase the subsistence allowance and improve benefits of participants in the VISTA program.	$600 million/ September 30, 2029	RL33931
26001(e). National Service in Support of Climate Resilience and Mitigation	Provides funding to support activities related to energy efficiency, carbon reduction, environmental preservation, and addressing other unmet environmental and workforce needs. Funds can be awarded through the AmeriCorps State and National, VISTA, or NCCC programs.	$6.915 billion/ September 30, 2026, or September 30, 2029, depending on the program	RL33931
26001(f). Administrative Costs	Provides funding to CNCS for Federal administrative expenses to carry out programs and activities under this bill.	$1.01 billion for administration/ September 30, 2029 $79.8 million for FY2030 administration/ September 30, 2030[b] $300,000 for planning/ September 30, 2023 $49.5 million for outreach/ September 30, 2030	n/a
26001(g). Office of Inspector General	Provides funding to CNCS for the Office of the Inspector General "for salaries and expenses necessary for oversight and audit of programs and activities funded under this section."	$75 million/ September 30, 2030	n/a
26001(h). National Service Trust	Provides funding to support education awards for program participants.	$1.15 billion for administration and payment/ September 30, 2030 $1.66 billion for supplemental awards/ September 30, 2030	RL33931
26002. Workforce Development in Support of Climate Resilience and Mitigation			
26002(a). YouthBuild	Provides funding to YouthBuild to support activities aligned with sectors or occupations related to climate resilience or mitigation.	$450 million/ September 30, 2026	R44252, IF11952
26002(b). Job Corps	Provides funding for Job Corps to support activities aligned with sectors or occupations related to climate resilience or mitigation.	$450 million/ September 30, 2026	R44252, IF11952

Section Number and Title	Description	Funding Level/ Available Through	Relevant CRS Product(s)[a]
26002(c). Pre-Apprenticeship and Registered Apprenticeship	Provides funding for activities to create or expand pre-apprenticeship and apprenticeship programs that are aligned with employment opportunities in sectors or occupations related to climate resilience or mitigation.	$1 billion for pre-apprenticeship programs/ September 30, 2026 $150 million for pre-apprenticeship partnerships/ September 30, 2026 $450 million for registered apprenticeships/ September 30, 2026 $350 million for pre-apprenticeship and apprenticeship programs that serve individuals with barriers to employment/ September 30, 2026	R45171
26002(d). Reentry Employment Opportunities Program	Provides funding to the Reentry Employment Opportunities Program to support activities aligned with employment in sectors or occupations related to climate resilience or mitigation.	$1 billion/ September 30, 2026	n/a
26002(e). Paid Youth Employment Opportunities	Provides funding for activities that provide paid work experience for youth under WIOA Youth Activities that are designed to prepare participants for employment in sectors or occupations related to climate mitigation or resilience.	$350 million/ September 30, 2026	R44252, IF11952
26002(f). Department of Labor Inspector General	Provides funding to the DOL OIG for oversight, investigations, and audits of programs under this section.	$10 million/ available until expended	n/a
26002(g). Administration	Funding to DOL for program administration costs associated with this section.	$69.8 million/ September 30, 2029	n/a

Source: CRS analysis of Title II of H.R. 5376, as passed by the House in November 2021. Bill sections that did not include funding are not included in the table. Part II of Subtitle C, which provides support for education programs, is not included in the table.

a. Full citations and links for these CRS reports are provided below in "Relevant CRS Products."

b. Becomes available at the beginning of FY2030.

Relevant CRS Products

CRS Report R44252, *The Workforce Innovation and Opportunity Act and the One-Stop Delivery System*, by David H. Bradley

CRS In Focus IF11952, *Youth Employment and Training Programs Authorized by the Workforce Innovation and Opportunity Act*, by Benjamin Collins

CRS In Focus IF11530, *Dislocated Worker Activities in the Workforce Innovation and Opportunity Act (WIOA)*, by David H. Bradley and Abigail R. Overbay

CRS Report R45171, *Registered Apprenticeship: Federal Role and Recent Federal Efforts*, by Benjamin Collins

CRS Report R43468, *Special Minimum Wages for Workers with Disabilities: Frequently Asked Questions*, by Benjamin Collins

CRS Report R43414, *Older Americans Act: Overview and Funding*, by Kirsten J. Colello and Angela Napili

CRS Report RL33931, *The Corporation for National and Community Service: Overview of Programs and Funding*, by Joselynn H. Fountain and Abigail R. Overbay

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WIOA Dislocated Worker Activities	David Bradley
WIOA Dislocated Worker Activities	Benjamin Collins
WIOA Youth	Benjamin Collins
Employment Service/Wagner-Peyser Act	David Bradley
Apprenticeship	Benjamin Collins
Re-entry Employment Opportunities	David Bradley
Job Corps	Benjamin Collins
YouthBuild	Benjamin Collins

Senior Community Service Employment Program	Benjamin Collins
Special Minimum Wages for Workers with Disabilities	Benjamin Collins
AmeriCorps/Corporation for National and Community Service	Benjamin Collins

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