

118TH CONGRESS  
2D SESSION

**S.** \_\_\_\_\_

To amend the Workforce Innovation and Opportunity Act to provide training services linked to employment demand through skills training grants, and for other purposes.

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IN THE SENATE OF THE UNITED STATES

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Mr. KAINE introduced the following bill; which was read twice and referred to the Committee on \_\_\_\_\_

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**A BILL**

To amend the Workforce Innovation and Opportunity Act to provide training services linked to employment demand through skills training grants, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “21st Century Skills  
5 are Key to Individuals’ Life-Long Success Act” or the  
6 “21st Century SKILLS Act”.

7 **SEC. 2. FINDINGS.**

8 Congress finds the following:

1           (1) In 1962, Congress authorized the first sub-  
2           stantial Federal job training programs in the post-  
3           war period, to retrain workers displaced because of  
4           technological change.

5           (2) For nearly 60 years, Federal workforce de-  
6           velopment programs have emphasized targeted edu-  
7           cation and job training and reemployment activities,  
8           service coordination and delivery, and a demand-  
9           driven approach that is responsive to consumer  
10          choice for participants and to the labor needs of  
11          local employers.

12          (3) Now the 21st century economy demands  
13          systems that equip workers to be able to think criti-  
14          cally and creatively, solve complex problems, make  
15          evidence-based decisions, adapt to evolving tech-  
16          nologies, and work collaboratively.

17          (4) Increasing 21st century skills development  
18          is linked to improving employment prospects and  
19          work success. Removal of structural barriers to em-  
20          ployment prospects and work success, such as im-  
21          plicit bias, hiring discrimination, transportation  
22          gaps, and housing insecurity, requires raising em-  
23          ployer responsibility and job standards and improv-  
24          ing connections for individuals with barriers to em-  
25          ployment.

1           (5) Building on the functions of entities in the  
2 workforce development system, including aggregating data and acting as catalysts to promote careers with good pay, will contribute to fostering inclusive economic growth.

6           (6) This Act, and the amendments made by this  
7 Act, will remove barriers to inclusive economic  
8 growth by allowing workers to access training opportunities through eligible providers of training services, including community colleges and registered apprenticeship programs, and by providing supportive services, including child care and transportation.

13 **SEC. 3. SKILLS TRAINING GRANTS.**

14           (a) DISCRETIONARY FUNDING FOR ACTIVITIES  
15 OTHER THAN TRAINING SERVICES.—

16           (1) ALLOTMENTS.—Section 132 of the Work-  
17 force Innovation and Opportunity Act (29 U.S.C.  
18 3172) is amended by adding at the end the following:  
19

20           “(d) DISCRETIONARY AND MANDATORY FUNDING.—

21           “(1) MANDATORY FUNDING.—

22           “(A) ACTIVITIES.—Notwithstanding any  
23 other provision of this chapter, none of the  
24 funds appropriated under subsection (a), (b), or  
25 (c) of section 136, and allotted or otherwise

1 provided under this section, may be used to  
2 provide training services, except under the pro-  
3 visions described in paragraph (2).

4 “(B) TRAINING AND SUPPORTIVE SERV-  
5 ICES.—Funds appropriated under section  
6 136(d) shall be used to provide training services  
7 and supportive services under section 134(c)(3),  
8 and additional sums described in section  
9 134(c)(3)(C)(ii) for career services under sec-  
10 tion 134(c)(2).

11 “(2) EXCEPTIONS.—The provisions described in  
12 this paragraph are section 129(b), paragraph (2) or  
13 (3) of section 134(a), or section 134(d), 169(c) or  
14 170.”.

15 (2) ALLOCATIONS.—Section 133(b)(1) of such  
16 Act (29 U.S.C. 3173(b)(1)) is amended by striking  
17 “The” and inserting “Subject to section 132(d),  
18 the”.

19 (b) MANDATORY FUNDING FOR TRAINING SERV-  
20 ICES.—Section 134 of such Act (29 U.S.C. 3174) is  
21 amended—

22 (1) by striking subsection (b) and inserting the  
23 following:

24 “(b) LOCAL EMPLOYMENT AND TRAINING ACTIVI-  
25 TIES.—



1 (ii) by redesignating clauses (iv) and  
2 (v) as clauses (iii) and (iv), respectively;

3 (B) by redesignating subparagraph (B) as  
4 subparagraph (C); and

5 (C) by inserting after subparagraph (A)  
6 the following:

7 “(B) TRAINING SERVICES, SUPPORTIVE  
8 SERVICES, AND CAREER SERVICES FUNDS.—  
9 Funds appropriated under section 136(d) shall  
10 be used to provide training services, supportive  
11 services, and career services as described in sec-  
12 tion 136(d) to adults and dislocated workers  
13 who are eligible for the services involved.”;

14 (2) in paragraph (2)—

15 (A) in subparagraph (A), by striking  
16 “Funds described in paragraph (1)” and insert-  
17 ing “Subject to subparagraph (D), funds de-  
18 scribed in paragraph (1) or made available  
19 under paragraph (3)(C)(ii)”;

20 (B) by adding at the end the following:

21 “(D) PRIORITY.—With respect to funds al-  
22 located to a local area for adult employment  
23 and training activities under paragraph (2)(A)  
24 or (3) of section 133(b), priority shall be given  
25 to recipients of public assistance, other low-in-

1           come individuals, and individuals who are basic  
2           skills deficient for receipt of career services de-  
3           scribed in subparagraph (A)(xii). The appro-  
4           priate local board and the Governor shall direct  
5           the one-stop operators in the local area with re-  
6           gard to making determinations related to such  
7           priority.”; and

8           (3) in paragraph (3)—

9                 (A) in subparagraph (A)(i)—

10                     (i) in the matter preceding subclause

11                     (I)—

12                             (I) by striking “funds allocated  
13                             to a local area for adults under para-  
14                             graph (2)(A) or (3), as appropriate, of  
15                             section 133(b), and funds allocated to  
16                             the local area for dislocated workers  
17                             under section 133(b)(2)(B),” and in-  
18                             serting “funds appropriated under  
19                             section 136(d) and made available  
20                             under subparagraph (C)(i)”;

21                             (II) by striking “, respectively”;

22                             and

23                             (ii) in subclause (IV), by striking  
24                             “who are” and all that follows and insert-

1           ing “who meet the requirements of sub-  
2           paragraph (E).”;

3           (B) by amending subparagraph (C) to read  
4           as follows:

5           “(C) ARRANGEMENTS FOR OBTAINING  
6           FEDERAL FUNDING.—

7           “(i) TRAINING SERVICES AND SUP-  
8           PORTIVE SERVICES.—The Secretary shall  
9           establish arrangements by which a local  
10          board shall obtain payment in advance for  
11          the cost of providing training services and  
12          supportive services through skills training  
13          grants or contracts to individuals who have  
14          been determined to meet the requirements  
15          of subparagraph (A) and are therefore eli-  
16          gible for the services involved.

17          “(ii) CAREER SERVICES AND COORDI-  
18          NATION ACTIVITIES.—When the Secretary  
19          provides payment under clause (i) to a  
20          local board for an amount under such  
21          clause, the Secretary shall also provide an  
22          additional sum equal to 10 percent of the  
23          amount to the local board. The local board  
24          shall use the additional sum to pay for—



1                   “(I) career services described in  
2 paragraph (2), including—

3                   “(aa) making the services  
4 described in clauses (v), (vii),  
5 (ix), (x), (xi), and (xii) of para-  
6 graph (2)(A) available to any  
7 skills training grant recipient  
8 outside of traditional working  
9 hours, as defined by the Sec-  
10 retary; and

11                   “(bb) the provision of infor-  
12 mation, in formats that are usa-  
13 ble by and understandable to in-  
14 dividuals eligible to receive serv-  
15 ices through the one-stop delivery  
16 system, about—

17                   “(AA) the local avail-  
18 ability of pre-apprenticeship  
19 and apprenticeship pro-  
20 grams, and the costs of  
21 these programs to the skills  
22 training grant recipient as  
23 compared to the costs of  
24 training programs provided

1 by other eligible providers of  
2 training services; and

3 “(BB) apprenticeship  
4 programs in industries in  
5 which apprenticeship pro-  
6 grams have not been tradi-  
7 tionally used, including in-  
8 formation for populations  
9 traditionally underrep-  
10 resented in apprenticeship  
11 programs; and

12 “(II) activities to build relation-  
13 ships between local boards and local  
14 eligible providers of training services,  
15 such as—

16 “(aa) working with such  
17 local eligible providers to improve  
18 data reporting to local boards on  
19 the primary indicators of per-  
20 formance described in subclauses  
21 (I) through (IV) of section  
22 116(b)(2)(A)(i) and, if the local  
23 boards and local eligible pro-  
24 viders agree, any primary indi-  
25 cator of performance described in

1 subclause (V) or (VI) of such  
2 section;

3 “(bb) negotiating with such  
4 local eligible providers of training  
5 services regarding any adjusted  
6 levels of performance required by  
7 the local board under section  
8 122(b)(3); and

9 “(cc) coordinating with local  
10 providers of training services and  
11 the State to update the list of eli-  
12 gible providers of training serv-  
13 ices described in section  
14 122(d).”;

15 (C) in subparagraph (D), by adding at the  
16 end the following:

17 “Notwithstanding any other provision of this  
18 subparagraph and solely for purposes of this  
19 paragraph, training services shall not include  
20 instruction, at an institution of higher edu-  
21 cation that provides a 4-year program of in-  
22 struction, towards a baccalaureate or post-bac-  
23 calaureate degree.”;

24 (D) by striking subparagraph (E) and in-  
25 serting the following:

1           “(E) EMPLOYMENT AND INCOME.—To be  
2 eligible to receive training services and sup-  
3 portive services under this paragraph, an indi-  
4 vidual shall—

5                   “(i)(I) be a dislocated worker;

6                   “(II) be eligible for and receiving un-  
7 employment compensation under any Fed-  
8 eral unemployment compensation law;

9                   “(III) be unemployed and have ex-  
10 hausted all unemployment compensation  
11 benefits available to the individual; or

12                   “(IV) be employed for at least 6 of  
13 the preceding 12 months and have an in-  
14 come that is not more than 100 percent of  
15 the State median income in the State in  
16 which the individual resides; and

17                   “(ii) be a member of a household with  
18 an adjusted gross income of not more than  
19 \$150,000.”;

20           (E) in subparagraph (F)—

21                   (i) in clause (ii), by inserting before  
22 “Each” the following: “Training services  
23 shall be provided through providers identi-  
24 fied in accordance with section 122.”;

1 (ii) by striking clause (iii) and insert-  
2 ing the following:

3 “(iii) SKILLS TRAINING GRANTS.—

4 “(I) IN GENERAL.—An individual  
5 who seeks training services and who is  
6 eligible pursuant to this paragraph,  
7 may, in consultation with a career  
8 counselor, select an eligible provider of  
9 training services from the list of pro-  
10 viders described in clause (ii). If the  
11 individual is seeking a high school  
12 equivalency program that is not  
13 aligned with a career pathway, the  
14 provider shall demonstrate that the  
15 program meets relevant requirements  
16 of the State educational agency in-  
17 volved for a high school education.  
18 Upon such selection, the local board  
19 involved shall establish a skills train-  
20 ing grant for the individual, which  
21 shall allow the individual to pay for  
22 such services and any supportive serv-  
23 ices (including provision of payments  
24 for child care, transportation, required  
25 books, equipment, or examination

1 fees) that are necessary to enable the  
2 individual to participate in the train-  
3 ing services provided by the selected  
4 provider.

5 “(II) ADMINISTRATION.—The  
6 local board shall hold and administer  
7 the skills training grant funds for the  
8 participating individuals served by the  
9 local board, and shall use such funds  
10 to reimburse all providers of training  
11 services and supportive service pro-  
12 viders for the individual. The Sec-  
13 retary shall determine the appropriate  
14 costs for which such skills training  
15 grant may be used, and shall develop  
16 methods of verifying whether such  
17 grant was used for those costs.

18 “(III) ABILITY TO CONTRACT.—  
19 A local board may enter into a con-  
20 tract or other agreement with a local  
21 entity, including an institution of  
22 higher education, labor organization,  
23 or community-based organization, to  
24 enable the entity to provide skills  
25 training grant enrollment assistance

1 or career services (as described in  
2 subparagraph (C)(ii)(I)) at a location,  
3 or in a manner, that is convenient for  
4 eligible individuals.”; and

5 (iii) in clause (iv), by striking “indi-  
6 vidual training accounts” and inserting  
7 “skills training grants”;

8 (F) in subparagraph (G)—

9 (i) in the subparagraph heading, by  
10 striking “INDIVIDUAL TRAINING AC-  
11 COUNTS” and inserting “SKILLS TRAINING  
12 GRANTS”;

13 (ii) by redesignating clauses (ii)  
14 through (iv) as clauses (vii) through (ix),  
15 respectively;

16 (iii) by striking clause (i) and insert-  
17 ing the following:

18 “(i) GRANTS.—Except as provided in  
19 clause (iv), training services and supportive  
20 services provided under this paragraph  
21 shall be provided through the use of skills  
22 training grants in accordance with this  
23 paragraph, and shall be provided to eligible  
24 individuals through the one-stop delivery  
25 system.

1                   “(ii) AMOUNT.—Each individual who  
2 seeks training services (except services pro-  
3 vided under clause (vii)) and who is eligible  
4 for training services pursuant to this para-  
5 graph shall receive a skills training grant  
6 that—

7                   “(I) if the individual is a dis-  
8 located worker or is a low-income in-  
9 dividual, is in an amount of \$10,000,  
10 increased in accordance with clause  
11 (iii);

12                   “(II) if the individual has a  
13 household income that is more than  
14 100 percent of the poverty line but  
15 not more than 150 percent of the pov-  
16 erty line, is in an amount of \$8,000,  
17 increased in accordance with clause  
18 (iii); and

19                   “(III) if the individual has a  
20 household income that is more than  
21 150 percent but not more than 200  
22 percent of the poverty line, is in an  
23 amount of \$6,000, increased in ac-  
24 cordance with clause (iii).



1           “(iii) ADJUSTMENT FOR INFLA-  
2           TION.—Beginning in fiscal year 2025, the  
3           Secretary shall annually adjust each  
4           amount described in subclauses (I) through  
5           (III) of clause (ii) by the estimated per-  
6           centage increase, if any, in the Consumer  
7           Price Index for the most recent full cal-  
8           endar year.

9           “(iv) LIMIT ON PROGRAM COSTS.—

10           “(I) IN GENERAL.—Subject to  
11           subclause (II), the tuition and fees of  
12           a program of training services pro-  
13           vided through the use of a skills train-  
14           ing grant shall not exceed 110 percent  
15           of the amount equal to average tuition  
16           and fees (calculated for the most re-  
17           cent 3-year period preceding the par-  
18           ticipant’s enrollment in the program  
19           for which the tuition and fees are  
20           being determined under this clause) of  
21           a comparable program at a commu-  
22           nity college in the local area in which  
23           the participant resides.

24           “(II) EXCEPTION.—Subclause (I)  
25           shall not apply to a program of train-

1                   ing services if a local board deter-  
2                   mines that an employer will pay any  
3                   costs of such program that exceed 110  
4                   percent of the average tuition and fees  
5                   described in subclause (I).

6                   “(v) TIMING.—An individual who re-  
7                   ceives a skills training grant under this  
8                   paragraph shall enroll in a program of  
9                   training services not later than 3 months  
10                  after receiving the grants. Any remaining  
11                  funds in the skills training grant not used  
12                  upon the exit of the program by the partic-  
13                  ipant will no longer be available for such  
14                  participant. No individual may receive  
15                  more than one skills training grant in any  
16                  5-year period.

17                  “(vi) AWARENESS CAMPAIGN.—Dur-  
18                  ing the first year for which skills training  
19                  grants are available to eligible individuals,  
20                  the Secretary shall carry out a national in-  
21                  formation campaign to raise awareness  
22                  about skills training grants and their avail-  
23                  ability and use, which may include running  
24                  public awareness campaigns at the State  
25                  or local level informing eligible individuals

1 and employers about the skills training  
2 grants.”;

3 (iv) in clause (vii), as redesignated by  
4 clause (ii) of this subparagraph—

5 (I) in the matter preceding sub-  
6 clause (I), by striking “individual  
7 training account” and inserting “skills  
8 training grant”; and

9 (II) in subclause (III), by strik-  
10 ing “individual training accounts” and  
11 inserting “skills training grants”; and

12 (v) in clause (ix), as redesignated by  
13 clause (ii) of this subparagraph—

14 (I) by striking “individual train-  
15 ing accounts” each place it appears  
16 and inserting “skills training grants”;  
17 and

18 (II) by striking “clause (ii)” and  
19 inserting “clause (vii)”; and

20 (G) in subparagraph (H), by adding at the  
21 end the following:

22 “(iii) PROVIDER QUALIFICATION.—  
23 The on-the-job training under this para-  
24 graph shall be provided through providers

1 identified in accordance with section  
2 122(h).”.

3 (d) PERFORMANCE REQUIREMENTS FOR TRAINING  
4 SERVICES PROVIDERS.—Section 122(c)(2) of such Act  
5 (29 U.S.C. 3152(c)(2)) is amended by adding at the end  
6 the following: “The Governor shall establish levels of per-  
7 formance on the indicators of performance described in  
8 subclauses (I) through (IV) of section 116(b)(2)(A)(i) that  
9 a provider of training services shall be required to meet  
10 or exceed, based on the performance of all individuals re-  
11 ceiving the training services, in order to renew eligibility  
12 under this paragraph and remain on the list of providers  
13 under subsection (d).”.

14 (e) MANDATORY APPROPRIATIONS.—Section 136 of  
15 such Act (29 U.S.C. 3181) is amended by adding at the  
16 end the following:

17 “(d) TRAINING SERVICES.—There are authorized to  
18 be appropriated and there are appropriated such sums as  
19 may be necessary for each fiscal year to provide training  
20 services and supportive services under section 134(c)(3),  
21 and the additional sums described in section  
22 134(c)(3)(C)(ii) for career services under section  
23 134(c)(2).”.

24 (f) CONFORMING AMENDMENTS.—

1           (1) Section 108(b)(19) of such Act (29 U.S.C.  
2           3123(b)(19)) is amended by striking “individual  
3           training accounts” and inserting “skills training  
4           grants”.

5           (2) Section 122(g) of such Act (29 U.S.C.  
6           3152(g)) is amended by striking “individual training  
7           accounts” and inserting “skills training grants”.

8   **SEC. 4. TRAINING SERVICES CLEARINGHOUSE.**

9           (a) AMENDMENT.—Subtitle E of title I of the Work-  
10          force Innovation and Opportunity Act (29 U.S.C. 3241 et  
11          seq.) is amended by adding at the end the following:

12   **“SEC. 196. CAREERONESTOP WEBSITE.**

13          “(a) IN GENERAL.—The Secretary shall maintain a  
14          website that includes the information and features de-  
15          scribed in this section (referred to in this section as the  
16          ‘CareerOneStop website’).

17          “(b) SKILLS TRAINING GRANT PORTAL.—The  
18          CareerOneStop website shall contain a portal, for the use  
19          of individuals who are eligible for skills training grants  
20          under section 134(c)(3), to request such grants. Skills  
21          training grants shall be distributed by local boards, in ac-  
22          cordance with that section.

23          “(c) LIST OF APPROVED TRAINING PROVIDERS.—  
24          The CareerOneStop website shall contain the lists of eligi-  
25          ble providers of training services prepared by Governors

1 under section 122(d)(1) and information identifying eligi-  
2 ble providers as determined by one-stop operators under  
3 section 122(h)(1).

4 “(d) INFORMATION ON PROGRAMS OF TRAINING  
5 SERVICES.—The CareerOneStop website shall contain, for  
6 each program of training services provided under section  
7 134(c)(3), information on—

8 “(1) the demographics, such as the sex, race,  
9 ethnicity, median age, and education level, of partici-  
10 pants in the program;

11 “(2) performance, as measured on the indica-  
12 tors described in subclauses (I) through (IV) of sec-  
13 tion 116(b)(2)(A)(i); and

14 “(3) the cost of attendance, including costs of  
15 tuition and fees, for participants in the program.

16 “(e) TOOLS FOR ELIGIBLE INDIVIDUALS.—The  
17 CareerOneStop website shall contain tools to enable indi-  
18 viduals who are eligible to receive such training services  
19 to compare performance data across programs of training  
20 services, providers of such services, and States.

21 “(f) RESOURCES FOR PROVIDERS OF TRAINING  
22 SERVICES.—The CareerOneStop website shall contain re-  
23 sources for providers of training services, including guid-  
24 ance on each State that specifies—

1           “(1) the criteria, requirements, and procedures  
2           that a provider shall meet to be listed as an eligible  
3           provider under section 122(d)(1) or identified as an  
4           eligible provider under section 122(h)(1) in the  
5           State; and

6           “(2) the minimum levels for the State described  
7           in section 122(b)(1)(A)(i).

8           “(g) AUTHORIZATION OF APPROPRIATIONS.—There  
9           is authorized to be appropriated to carry out this section  
10          such sums as may be necessary.”.

11          (b) TABLE OF CONTENTS.—The table of contents in  
12          section 1(b) of such Act (29 U.S.C. 3101 note) is amended  
13          by inserting after the item relating to section 195 the fol-  
14          lowing:

          “Sec. 196. CareerOneStop website.”.