

FY 2011

CONGRESSIONAL BUDGET JUSTIFICATION

EMPLOYMENT AND TRAINING ADMINISTRATION

Community Service Employment for Older Americans

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

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APPROPRIATION LANGUAGE

To carry out title V of the Older Americans Act of 1965 ("OAA"), [\$825,425,000] \$600,425,000, [of] which [\$600,425,000] shall be available for the period July 1, [2010]2011 through June 30, [2011]and of which \$225,000,000 shall be available on the date of the enactment of this Act and remain available through December 31, 2011: Provided, That notwithstanding sections 506 and 514 of the OAA, \$225,000,000 shall be allotted within 45 days of the date of the enactment of this Act to current grantees that the Secretary of Labor determines can effectively utilize additional funding: Provided further, That within 15 days of the enactment of this Act, the Secretary shall provide to the Committees on Appropriations of the House of Representatives and the Senate a report on the procedure for allotting such funds: Provided further, That funds made available under this heading may, in accordance with section 517(c) of the OAA, be recaptured and reobligated] 2012. (Department of Labor Appropriations Act, 2010.)

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EXPLANATION OF LANGUAGE CHANGE

The Administration proposes amending the Community Service Employment for Older Americans appropriation by striking the language providing for an appropriation of an additional amount available immediately upon enactment and for a period longer than a program year and related provisions as this was intended as a one-time provision related to current economic conditions. The additional funding was provided as a short-term program expansion to support temporary job opportunities for low-income elderly individuals while the nation recovers from the economic downturn. In addition, the Administration proposes to strike the provision providing for the recapture and reobligation of appropriated funds, as it believes it is more appropriate to request funding for these activities through the normal budget and appropriations processes so their merit can be weighed and funding decisions made accordingly.

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ANALYSIS OF APPROPRIATIONS LANGUAGE

Not applicable.

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AMOUNTS AVAILABLE FOR OBLIGATION								
(Dollars in Thousands)								
	FY 2009 Enacted		Recovery Act		FY 2010 Enacted		FY 2011 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Appropriation	0	571,925	0	120,000	0	600,425	0	600,425
Additional One-Time Funding	0	0	0	0	0	225,000	0	0
Real Transfer From:	0	0	0	0	0	0	0	0
Subtotal Appropriation	0	571,925	0	120,000	0	825,425	0	600,425
Offsetting Collections:	0	0	0	0	0	0	0	0
Expenditure Transfers to PA	0	0	0	-1,200	0	0	0	0
Subtotal Offsetting Collections	0	0	0	-1,200	0	0	0	0
B. Gross Budget Authority	0	571,925	0	118,800	0	825,425	0	600,425
Real Transfer From:	0	0	0	0	0	0	0	0
SUIESO	0	0	0	0	0	0	0	0
Offsetting Collections:	0	0	0	0	0	0	0	0
Reimbursements	0	0	0	0	0	0	0	0
Fees	0	0	0	0	0	0	0	0
Expenditure Transfers to PA	0	0	0	1,200	0	0	0	0
Subtotal Offsetting Collections	0	0	0	1,200	0	0	0	0
C. Budget Authority	0	571,925	0	120,000	0	825,425	0	600,425
Before Committee	0	571,925	0	120,000	0	825,425	0	600,425
Real Transfer From:	0	0	0	0	0	0	0	0
SUIESO	0	0	0	0	0	0	0	0
Offsetting Collections:	0	0	0	0	0	0	0	0
Reimbursements	0	0	0	0	0	0	0	0
Fees	0	0	0	0	0	0	0	0
Expenditure Transfers to PA	0	0	0	-1,200	0	0	0	0
Subtotal Offsetting Collections	0	0	0	-1,200	0	0	0	0
D. Total Budgetary Resources	0	571,925	0	118,800	0	825,425	0	600,425
Unobligated Balance End-of-Year	0	0	0	0	0	0	0	0
E. Total, Estimated Obligations	0	571,925	0	118,800	0	825,425	0	600,425

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SUMMARY OF CHANGES

(Dollars in Thousands)

	FY 2010 Enacted	FY 2011 Request	Net Change
Budget Authority			
General Funds	825,425	600,425	-225,000
Trust Funds	0	0	0
Total	825,425	600,425	-225,000
Full Time Equivalents			
General Funds	0	0	0
Trust Funds	0	0	0
Total	0	0	0

Explanation of Change	FY 2010 Base		Trust Funds		FY 2011 Change General Funds		Total	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Increases:								
A. Built-Ins:								
To Provide For:								
Built-Ins Subtotal	0	0	0	0	0	0	0	0
B. Program:								
C. Financing:								
Total Increase	0	0	0	0	0	0	0	0
Decreases:								
A. Built-Ins:								
To Provide For:								
Built-Ins Subtotal	0	0	0	0	0	0	0	0
B. Program:								
Reduction of One-Time Funding in FY 2010	0	0	0	0	0	-225,000	0	-225,000
Programs Subtotal			0	0	0	-225,000	0	-225,000
C. Financing:								
Total Decrease	0	0	0	0	0	-225,000	0	-225,000
Total Change	0	0	0	0	0	-225,000	0	-225,000

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SUMMARY BUDGET AUTHORITY AND FTE BY ACTIVITY								
(Dollars in Thousands)								
	FY 2009 Enacted		Recovery Act		FY 2010 Enacted		FY 2011 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Community Service Employment for Older Americans	0	571,925	0	118,800	0	825,425	0	600,425
General Funds	0	571,925	0	118,800	0	600,425	0	600,425
General Funds (One-Time Funding)	0	0	0	0	0	225,000	0	0
Total	0	571,925	0	118,800	0	825,425	0	600,425
General Funds	0	571,925	0	118,800	0	825,425	0	600,425

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BUDGET AUTHORITY BY OBJECT CLASS						
(Dollars in Thousands)						
		FY 2009 Enacted	Recovery Act	FY 2010 Enacted	FY 2011 Request	Change FY 11 Req. / FY 10 Enacted
41.0	Grants, subsidies, and contributions	571,925	118,800	600,425	600,425	0
41.0	Grants, subsidies, and contributions (One-Time Funding in FY 2010)	0	0	225,000	0	-225,000
	Total	571,925	118,800	825,425	600,425	-225,000

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EMPLOYMENT AND TRAINING ADMINISTRATION

SIGNIFICANT ITEMS IN APPROPRIATION COMMITTEES' REPORTS

Additional Funding for the Community Service Employment for Older Americans Program

Conference: The Consolidated Appropriations Act, 2010 (P.L. 111-117) directed that \$225,000,000 in funding provided as part of the Community Service Employment for Older Americans appropriation be allotted within 45 days of the Act's enactment. The Joint Explanatory Statement noted that these additional resources were provided to meet the needs of low-income older workers adversely impacted by the recession. The Consolidated Appropriations Act also states: "That within 15 days of the enactment of this Act, the Secretary shall provide to the Committees on Appropriations of the House of Representatives and the Senate a report on the procedure for allotting such funds."

Response: The Department provided the required report to Congress on December 31, 2009, explaining the procedure that is being used to allot the additional funds

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APPROPRIATION HISTORY					
(Dollars in Thousands)					
	Budget Estimates to Congress	House Allowance	Senate Allowance	Appropriations	FTE
2001	440,200	440,200	440,200	440,200	0
2002	440,200	440,200	450,000	445,100	0
2003....1/	440,200	440,200	440,200	442,306	0
2004....2/	440,200	440,200	442,306	438,650	0
2005....3/	440,200	440,200	440,200	436,678	0
2006	436,678	436,678	436,678	432,311	0
2007	388,311	388,311	388,311	483,611	0
2008....4/	350,000	530,900	483,611	521,625	0
2009....5/ 6/	350,000	-	571,925	571,925	0
2010	575,425	-	-	825,425	0
2011	600,425	-	-	-	0

1/ Reflects a .65% across-the-board rescission pursuant to P.L. 108-7.

2/ Reflects the Conference action including a rescission of 0.59%.

3/ Reflects a 0.8% government-wide rescission pursuant to P.L. 108-447.

4/ Reflects a 1.747% rescission pursuant to P.L. 110-161.

5/ This bill was only reported out of Subcommittee and was not passed by the Full House.

6/ \$120,000,000 in Recovery Act funds were provided pursuant to P.L. 111-5

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BUDGET AUTHORITY BEFORE THE COMMITTEE					
(Dollars in Thousands)					
	FY 2009 Enacted	Recovery Act	FY 2010 Enacted	FY 2011 Request	Diff. FY 11 Req. / FY 10 Enacted
Activity Appropriation	571,925	118,800	600,425	600,425	0
Additional One-Time Funding	0	0	225,000	0	-225,000

NOTE: Although the FY2010 appropriation provided \$825,425,000, \$225,000,000 of this amount was provided as a one-time special appropriation to CSEOA to quickly serve additional unemployed low income seniors in the current difficult economic times.

Introduction

The Community Service Employment for Older Americans (CSEOA) program is authorized by Title V of the Older Americans Act (OAA). First enacted in 1965, the OAA was reauthorized and amended in 2006 (PL 109-365, 42 U.S.C. 3056 et seq.). Although the Department of Health and Human Services has overall responsibility for the OAA, the Department of Labor retains responsibility for this program authorized by Title V of the Act.

The CSEOA program was established to increase workers' incomes and narrow the wage and income inequality faced by senior workers. Participants must be unemployed persons 55 years or older with incomes no more than 125 percent of the Federal poverty level, which was \$13,538 in FY 2009. Also known as the Senior Community Service Employment Program (SCSEP), the program offers part-time, community-service employment opportunities at 501(c)(3) non-profits or government agencies (also referred to as host agencies) to prepare participants to enter or re-enter the workforce. Participants are paid the highest of the Federal, state, or local minimum wage.

In addition to wages and benefits, CSEOA provides the following programmatic services to participants:

- Orientation and assessments;
- Supportive services;
- Participant training (e.g., on the job or in a classroom setting); and
- Placement assistance into unsubsidized employment.

While enrolled in the program, all participants must be covered by workers' compensation and offered an annual physical examination. Each participant's skills and interests are assessed at least twice a year, leading to the development of an Individual Employment Plan (IEP). CSEOA has recently focused on assuring that workers are equipped with the skills and knowledge necessary to succeed in a knowledge-based economy, including high-growth and emerging industry sectors like "green" jobs. The IEP is designed to promote this outcome goal.

In addition to direct services to eligible individuals, the 2006 amendments to the OAA permit the Department to reserve up to 1.5 percent of the program's appropriation for pilot, demonstration and evaluation projects.

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In Program Year (PY) 2008, the 74 national, state, and territorial CSEOA grantees enrolled over 89,000 individuals. CSEOA participants provided 48,611,568 hours of service to their local communities.

In PY 2006, the Department modified CSEOA's performance measurement system to accommodate common measures adopted through the 2006 OAA amendments. All grantees are accountable for core performance measures and additional indicators. Core measures include entry into unsubsidized employment, retention for six months, average earnings, hours of community service, the number of individuals served, and service to individuals who are most in need. Additional indicators are retention at one year and customer satisfaction of participants, host agencies, and employers.

PY 2008 results for entered employment and six-month retention (defined in the Performance Summary table) were 48.1 percent and 71.1 percent, respectively. The outcome for the PY 2008 average six month earnings measure was \$6,795.

Common measures targets for PY 2008 and beyond are based on regression analysis that accounts for the effects on program performance of participant characteristics, local labor market conditions, and the unemployment rates. The entered employment rate for CSEOA is projected to remain constant in 2009, drop in 2010, and then rise in 2011. Retention and average earnings are expected to drop in 2009 and then increase in 2010 and 2011.

Funding Mechanism

SCSEP is funded by a formula set forth in Title V, section 506 of the Older American's Act (OAA) (PL 109-365, 42 U. S. C. 3056 et seq.). In general, the formula allocates funds to every state, the District of Columbia (DC) and Puerto Rico (PR) based on U.S. Census data on the number of individuals in that jurisdiction who are 55 and older with low per-capita income. Funds are reserved for the following prior to determining the amount available to be allocated to the states, DC, and PR: a) up to 1.5 percent of the total authorization as determined by the Secretary of Labor for pilots, demonstration and evaluation projects; b) a fixed percentage of .75 percent of the total allocation to the Territories of Guam, the U.S. Virgin Islands, American Samoa, and the Commonwealth of the Northern Mariana Islands; and c) a portion determined by the Secretary of Labor for national public or non-profit agencies to serve eligible American Indian and Pacific Island /Asian American individuals.

After the reserve amounts are specified and the funding proportion for each state is determined by the formula, funds are allocated to and administered through one-year grants to the governor of the state and national non-profit agencies. Approximately 22 percent of formula funds are awarded to the governors, with 78 percent awarded to national non-profit agencies for services across the country. In 2006, ETA conducted a competition for the national grantees. As a result, 18 organizations received CSEOA funds, including three organizations under the Indian and Pacific Islands /Asian Americans set-aside. Under the OAA 2006 amendments, these grants are

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to be renewed annually for four years, with an optional one year extension. The Department will conduct the next competition for national grantees in PY 2011.

In general, 75 percent of Federal funds must be spent on wages and benefits to participants with the remaining funds for other participant costs. There is a cap on administrative expenses of 13.5 percent. The Federal funds provided each of the 74 grantees can be no more than 90% of the total project amount, with the non-federal matching requirement in either cash or in-kind.

Five-Year Budget Activity History

<u>Fiscal Year</u>	<u>Funding</u> (Dollars in Thousands)	<u>FTE</u>
2006	432,311	0
2007	483,611	0
2008	521,625	0
2009	571,925	0
2010	825,425	0

NOTE: Excludes Recovery Act Funding. See budget activity head table.

FY 2011

The FY 2011 budget requests a total of \$600,425,000, which preserves the base amount of the FY 2010 appropriation. The Budget does not continue a one-time special appropriation of \$225,000,000 provided to CSEOA in FY 2010 to quickly serve additional unemployed low-income seniors affected by the current difficult economic times. The request will enable the Department to fund 61,893 participant slots.

Seventy-five percent of all CSEOA funds go to pay the part-time minimum wages of program participants. As participants leave the program – on average in less than two years – for unsubsidized jobs or for other personal or health reasons, their positions are filled by new enrollees. As a result, CSEOA anticipates serving a total of 92,024 participants in FY 2011 – about 50 percent greater than the number of slots.

Demographic analysis indicates that older workers will account for an increasingly large portion of the available workforce in the decades ahead. CSEOA-funded efforts will continue to help employers recognize the value of older workers as both needed employees and mentors to younger workers. In FY 2011, the Department will utilize the findings of the Older Worker Demonstration Grants awarded in the summer of 2009 to build the capacity of the public workforce system to better serve older workers in need of good jobs. The Department will also build on previous experience in both the regular SCSEP program and the additional Recovery Act investments to encourage and expand green job opportunities for this hard-to-serve population. In addition, the Department will continue to encourage the One-Stop Career Center system to place job-ready older workers in unsubsidized employment, helping to break down the barriers to fair and diverse workplaces for these senior workers.

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DOL will conduct the next national grant competition in PY 2011, in accordance with the statutory requirement to compete national grants every four years. Operations under these grants will begin in PY 2012.

Millions of hours of community service are provided by CSEOA participants each year to non-profit organizations and government agencies; more than 45,000,000 hours in each of the last few years. Community service is an equally valuable aspect of CSEOA funding that is inextricably linked to the public service employment wages and training that seniors receive while in the program. In FY 2011 the Department will explore creative ways to highlight the community service aspect of CSEOA that will increase the opportunities for seniors to serve their communities while they obtain expanded training options.

FY 2010

The Consolidated Appropriations Act, 2010 appropriated \$825,425,000, of which \$600,425,000 will be available for Program Year (PY) 2010 (July 1, 2010 through June 30, 2011) and of which \$225,000,000 will be available on the date of the enactment of this Act and remain available through December 31, 2011 to carry out title V of the Older Americans Act of 1965 (“OAA”). The Act required the Department to allot \$225,000,000 by January 30 to current grantees that the Secretary of Labor determines can effectively utilize additional FY 2010 funding, notwithstanding sections 506 and 514 of the OAA, which are the provisions related to the formula and the competition requirements. ETA is moving quickly to award these additional resources, consistent with Congressional direction.

In FY 2006, ETA awarded current national grantees four-year grants with an additional one-year grant option based on performance. In FY 2010, ETA will conduct a comprehensive analysis of national grantee performance to determine which grants to extend and which to re compete. In FY 2010, ETA also will begin implementing an evaluation of SCSEP using a methodology that allows grantees to continue normal program operations with minimal burden.

American Recovery and Reinvestment Act (Recovery Act) funds for CSEOA will expire at the end of PY 2009. ETA will focus technical assistance efforts on ensuring that participants funded by the Recovery Act are transitioned to the PY 2010 program with the least disruption possible. ETA will use the information, insights, and experiences gained in the FY 2009 and Recovery Act grants to expand “green jobs” opportunities for this hard-to-serve population.

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FY 2009

The FY 2009 appropriation of \$571,925,000 funded 59,316 participant slots, the same number as provided in FY 2008. The increase in overall funds from FY 2008 covered costs associated with the Federal minimum wage increase effective July 24, 2009. The increase raised the cost per slot in PY 2009 to \$9,642. This appropriation funded approximately 89,000 low-income older workers in community service assignments.

In FY 2009, ETA used pilot, demonstration, and evaluation project funds – as authorized by the 2006 OAA amendments – to develop and implement effective techniques and approaches to address the employment and training needs of CSEOA-eligible individuals. These projects include encouraging better services for older workers at One-Stop Career Centers. Technical assistance to grantees and sub-grantees increasingly makes use of technologies such as webinars, podcasts, and online communities of practice, while continuing regular all-grantee conference calls, program update emails, and collaborative efforts with the Federal Project Officers stationed in the six ETA regional offices. ETA will focus technical assistance on ensuring that grantees effectively coordinate the delivery of services funded through both the Recovery Act funding and the regular appropriation.

In its efforts to promote green jobs, ETA will work with grantees to determine how current participants are already placed in assignments that assist or further enable “greening” efforts; how grantees plan to provide training for participants in green jobs growth industries such as energy efficiency and environmental services; and how grantees will recruit green host agency assignments. These host agencies may include (but are not limited to) non-profit environmental and clean energy advocacy groups, wildlife protection groups, groups working to recover wildlife habitat, local government recycling and waste management offices, land conservation offices, government offices administering telecommuting and car-pooling programs, tree-planting or preservation programs, and state agricultural extension agencies.

ETA will examine specific strategies to recruit and successfully serve minority individuals, including identifying barriers encountered by minority populations and strategies to overcome those barriers.

Recovery Act Update

Title VIII of Division A of the Recovery Act made \$120,000,000 available to ETA to serve additional unemployed low-income senior citizens, of which one percent is to be used for administration, management, and oversight of the program. On March 18, 2009, ETA allotted \$118,800,000 (after one percent was reserved for program administration) to all 74 current grantees, in proportion to their PY 2008 allotment.

The goals of the Recovery Act are to help preserve and create jobs, promote the nation’s economic recovery, and assist those most impacted by the recession. To this end, ETA expanded the number of participants assigned to community service work, especially in growth industries

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emphasized in the Recovery Act (e.g., health care, child care, education, green jobs, energy efficiency and environmental services). This approach has yielded not only increased services and training for seniors, but also provided increased community services to invigorate and advance prosperity in communities.

ETA worked with grantees to ensure that: 1) participant and host agency recruitment efforts were sufficient; 2) maintenance of effort violations did not occur or result in the replacement of workers, laid off by recipient host agencies, with program participants; and 3) there will be minimal disruption to participants enrolled under the Recovery Act program when the funding expires on June 30, 2010.

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WORKLOAD SUMMARY				
	FY 2009		FY 2010	FY 2011
	Target	Result	Target	Target
Community Service Employment for Older Americans				
Authorized Positions (slots)	66,179	66,179 (r)	78,265	61,893
Participants	88,974	99,269 (r)	119,745	94,696
Turnover Rate	1.50	1.50 (e)	1.53	1.53
Cost per Participant	\$6,428.00	\$6,428.00 (r)	\$6,340.52	\$6,340.53

Legend: (r) Revised (e) Estimate (base) Baseline -- Not Applicable TBD - To Be Determined

Notes:

The difference between the FY 2009 target and anticipated result is due to the FY 2010 additional one-time appropriation (i.e., \$225,000,000). The additional funds awarded to the program by Congress will be used during part of program year 2009, because they are available on January 30, 2010.

** Since the SCSEP operates on Program Year basis, final PY 2009 data are not available until mid-October, 2010. FY 2009 participants served data are based on quarterly report estimates. The number of authorized positions is the only PY 2009 result that is now available.

***The FY 2010 authorized positions' target includes the portion of FY 2010 funds of the FY 2010 additional one-time appropriation (i.e., \$225,000,000).

Community Service Employment for Older Americans (better known as the Senior Community Service Employment Program, or SCSEP) generates a cost-per-participant measured by the program appropriation level divided by the final number of participants served. The number of participants served is always significantly larger than the number of authorized positions ("slots"), on which the appropriation itself and subsequent allocation formulae are based.

The program operates on Program Year basis, which means final PY 2009 data (with the exception of the number of authorized positions) are not available until mid-October of 2010. Thus, the Department will not know the number of participants, turnover rate, and cost-per-participant until the end-of year report is available. The FY 2009 target for participants served is based on recent PY 2008 participants served results. Turnover rate (expressed as "Service Level" in the SCSEP core performance measures) is inversely related to the average duration of service/training positions and indicates how many participants can be served for each funded slot.

In PY 2009, Congress provided an additional \$225,000,000 to increase services and authorized positions for older Americans. The additional funds are being prorated across two program years, 2009 (\$66,176,000) and 2010 (\$158,823,000). Because participant costs do not vary widely from year-to-year (unless the federal minimum wage increases), the additional funds will likely not have an appreciable effect on the cost-per-participant targets through 2011. This is also true for the cost-per-position, which is adjusted as needed each program year by OFAM as guided by our statute. Because 75% of SCSEP funds go to participant wages and fringe benefits, the federal minimum wage is the largest factor in this calculation.

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PERFORMANCE INDICATORS

<p>Senior Community Service Employment Program contributes to the following Outcome Goals in support of the Department's Strategic Vision of <i>Good Jobs for Everyone</i>:</p> <p>1.1 Increase workers' incomes and narrowing wage and income inequity. 1.3 Helping workers who are in low-wage jobs or out of the labor market find a path into middle class jobs. 1.4 Helping middle-class families remain in the middle class.</p>										
		PY 2006		PY 2007		PY 2008		PY 2009	PY 2010	PY 2011 Request
		Goal Not Achieved		Goal Substantially Achieved		Goal Not Achieved				
Goal	Performance Indicator	Target	Result	Target	Result	Target	Result	Target	Target	Target
1.3	Percent of participants employed in the first quarter after exit.	38%	32%	33%	52%	49.2%	48.1%	48.1%	46.5%	47.2%
1.4	Percent of participants employed in the first quarter after exit still employed in the second and third quarters after exit.	48%	66%	67%	71%	69.1%	71.1%	68.3%	69.9%	70.4%
1.1	Average earnings in the second and third quarters after exit	Baseline	\$6,704	\$6,775	\$6,713	\$6,360	\$6,795	\$6,229	\$6,423	\$6,589
<p>Baseline(s): Baselines collected in FY 2006.</p>										
<p>Data Source(s): SPARQ and SCSEP Quarterly reports: Workforce System Results.</p>										
<p>Comments: Given the economic conditions and accompanying adverse impact on older workers, the program has performed well in providing on-going community service opportunities. Currently, SCSEP grantees report results for common measures using supplemental data sources but the data is being enhanced with UI wage record data. Preliminary tests matching participant records to UI wage records have yielded higher results for all three measures when aggregated at the national level.</p> <p>The estimates of the effects of unemployment for SCSEP were obtained using adjusted estimates from the WIA Adult program. The adjustments were made by computing the percentage change in the performance measure from a change in the unemployment rate and multiplying by the actual rate for PY 2008.</p>										

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CHANGES IN FY 2011 (Dollars in Thousands)

Activity Changes		
Built-In		
To Provide For:		
Built-Ins Subtotal		\$0
Net Program		-225,000
	Estimate	FTE
Base	825,425	0
Program Decrease	-225,000	0

Note: Net Program Reduction due to one-time funding in FY 2010 not requested in FY 2011.