

# **FY06 (PY05) Annual Report**

## **Adult, Dislocated Worker and Youth Activities Workforce Investment Act of 1998, Title I-B**

submitted by the  
Commonwealth of Massachusetts

to the  
United States Department of Labor  
Employment and Training Administration

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Commonwealth of Massachusetts  
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**Introduction**

The Massachusetts Department of Workforce Development (DWD) is the state level agency responsible for the oversight of the workforce investment funding received through the U.S. Department of Labor’s Employment and Training Administration. The Division of Career Services and the Commonwealth Corporation are designated by DWD to implement specific initiatives related to the workforce development system.

Governor Romney’s Administration has set forth a clear vision for the Commonwealth’s workforce development system.

*All Massachusetts residents will have the competencies, employment skills, and education to support themselves and their families and to live a quality life. All Massachusetts employers will have access to the skilled and educated workforce necessary to remain competitive in a dynamic global economy.*

Since the inception of the federal Workforce Investment Act (WIA) in 1998, Massachusetts has adopted a statewide strategy to maximize and leverage workforce development resources through our 16 local Workforce Investment Boards and 32 One-Stop Career Centers. In Massachusetts, the One-Stop Career Center system is the cornerstone of service delivery for job development and job search assistance, training referrals and placements, and employer outreach on workforce development services. Our goal is to ensure coordinated delivery of information and services throughout the system.

**A. PY05 Review of Massachusetts’ Statewide WIA Title I Performance Measures**

Statewide performance on the WIA Title I performance measures continue to improve during Program Year 2005 (PY05; also state FY2006). All performance goals were met or exceeded, and there was an increase in actual performance for 12 of the 17 performance indicators. The following is an overview of the performance of each measure. (The required statewide Annual Report tables are included in the Appendix to this narrative; they have been submitted to USDOL via the on-line reporting system.)

Customer Satisfaction: Results from the telephone surveys show that participants continue to be very satisfied with services, with responses resulting in an American Customer Satisfaction Index (ACSI) score of 82.1, exceeding the goal of 80 and an increase from PY04’s score of 81.0. Results for employers slightly decreased to a score of 71.6, down from PY04’s score of 72.8, but still meeting the goal of 73, i.e., greater than 80% of goal threshold.

Measure	Negotiated Goal	Actual Performance	Percent of Goal	Performance versus Goal
Participants ACSI	80.0	82.1	103%	Exceeded
Employers ACSI	73.0	71.6	98%	Met

Adult Program: All four adult goals were exceeded and actual performance improved on three of the four measures. The entered employment rate increased substantially from PY04 performance (82.1% vs. 80.6%), and exceeded the goal of 77%. The average earnings gain increased to \$4,693, significantly higher than the PY04 level of \$3,726. This is the third year in a row that there has been a substantial improvement in this measure, with the adult earnings gain exceeding the standard of \$3,500. The employed-with-credential measure saw an increase from 72.5% to 74.4%, exceeding the goal of 67% by a large margin. The retention rate at six months decreased somewhat (78.7% vs. 81.7%), but still exceeded the goal of 76%. The comparison is misleading, however, as the definition of the retention measure was modified by USDOL for this program year.

Measure	Negotiated Goal	Actual Performance	Percent of Goal	Performance versus Goal
Entered Employment Rate	77.0%	82.1%	107%	Exceeded
Employment Retention Rate	76.0%	78.7%	104%	Exceeded
Six Months Earnings Increase	\$3,500	\$4,693	126%	Exceeded
Employed and Credential Rate	67.0%	74.4%	111%	Exceeded

Dislocated Worker Program: The results for dislocated worker programs exceeded the four performance goals for PY05, and the actual performance levels improved from PY04 on three of the four measures. The entered employment rate increased (88.1% vs. 85.2%) and exceeded the goal of 83%. The retention rate decreased slightly to 88.2% from 89.2%, but exceeded the goal of 85%. As with adults, this measure was redefined in PY05 and direct comparison with PY04 is misleading. In addition, PY05 was the first year of the newly defined six month earnings gain measure for dislocated workers. Actual performance exceeded goal, as participants lost less earnings than planned (-\$1,528 vs. -\$2,000). In the past, post-program wage replacement had been measured in terms of the percentage of pre-program earnings. Converting PY05 performance to the previous wage replacement measure, actual performance improved to a replacement rate of 91% from the PY04 rate of 85%. Lastly, the employed-with-credential measure improved (79.5% vs. 77.3%), far exceeding the goal of 71%.

Measure	Negotiated Goal	Actual Performance	Percent of Goal	Performance versus Goal
Entered Employment Rate	83.0%	88.1%	106%	Exceeded
Employment Retention Rate	85.0%	88.2%	104%	Exceeded
Six Months Earnings Increase	-\$2,000	-\$1,529	124%	Exceeded
Employed and Credential Rate	71.0%	77.3%	112%	Exceeded

**Older Youth:** Performance for the PY05 period improved for older youth on two of the four measures compared to PY04 and actual performance exceeded three of the four goals. The entered employment rate for older youth (age 19-21) was 86.8%, a dramatic increase from 68.8% in PY04 and far exceeding the goal of 67%. The retention rate, however, somewhat decreased to 77.3% from 80.7%, but still meets the 80% threshold for the goal of 81%. The employed-with-credential rate improved to 50.5% from 46.5% and exceeded the goal of 50%. While decreasing from PY04’s level of \$3,542, the earnings increase of \$3,081 did still exceed the goal of \$2,900.

Measure	Negotiated Goal	Actual Performance	Percent of Goal	Performance versus Goal
Entered Employment Rate	67.0%	86.8%	130%	Exceeded
Employment Retention Rate	81.0%	77.3%	95%	Met
Six Months Earnings Increase	\$2,900	\$3,081	106%	Exceeded
Employed and Credential Rate	50.0%	50.5%	101%	Exceeded

**Younger Youth:** Actual performance for younger youth improved over PY04 on all three measures and the three goals were exceeded. The skill attainment rate for younger youth (14-18) improved from 85.0% to 87.3%, exceeding the goal of 82%. The diploma attainment rate of increased significantly to 64.0% from the PY04 level of 55.3%, exceeding the goal of 59%. The retention rate (for post-program retention in employment and/or post-secondary education) also improved dramatically from 57.5% to 65.7%, exceeding the goal of 59%.

Measure	Negotiated Goal	Actual Performance	Percent of Goal	Performance versus Goal
Skill Attainment Rate	82.0%	87.3%	106%	Exceeded
Diploma or Equivalent Rate	59.0%	64.0%	108%	Exceeded
Retention in Employment/Education	61.0%	65.7%	108%	Exceeded

**Performance Summary:** Most significantly, the Commonwealth improved PY05 actual performance on 12 of the 17 measures and all performance goals were met or exceeded. Fifteen of the performance measures exceeded goal, three more than the twelve exceeded in PY04. At the local level, seven workforce areas exceeded their overall goals for all program groups, the same number as in PY04. Finally, there was consistent improvement in employment and earning measures for all three funding streams of adults, dislocated workers and youth.

**B. Cost of Workforce Investment Activities**

For Program Year 2005 (PY05; state Fiscal Year 2006), the Commonwealth of Massachusetts received a WIA Title I-B allotment of approximately \$60.4 million. This allocation represented an increase of about 13% over the prior year allotment of \$53.5 million, although not as dramatic as the 40% increase in the PY 2004 allotment. With the time lag inherent to the factors used in the WIA allotment formula, the PY05 allocations continued to be impacted by the relative severity of job losses in Massachusetts during the recession and by updates to the income factors based on the 2000 Census. Impacts varied by funding stream. In addition to annual PY05 allotment, there were carry-in funds across all categories in the amount of \$11 million dollars. The total of available funds for PY05 WIA Title I-B activities was about \$71.4 million.

Local program allocations were spent at a slightly higher rate than in PY04. Approximately 91% of the available Adult and Dislocated Worker local program funds were expended, and a total of 92% was spent and obligated. Local Youth funds were expended at the 83% level and 92% of all funding was either spent or obligated. Continuing the trend of the last few years, more than half of the Local Youth funds were spent on out-of-school youth (55%). Of the local Administration pool for the three program streams, 87% of available funds were spent by June 30, 2006. These rates of expenditure demonstrate an effective utilization of these funds by the Commonwealth.

Total All Fund Sources	Available	Expended	Pct Spent	Additional Obligations	Pct Spent or Obligated
Adult Local Program	\$12,372,358	\$11,231,850	91%	\$177,082	92%
Dislocated Worker Local Program	\$16,038,948	\$14,530,916	91%	\$224,673	92%
Youth Local Program	\$16,599,867	\$13,741,201	83%	\$1,603,721	92%
Out-of-School Youth (non-add)	NA	\$7,495,748	(55% of youth expenditures)		
Local Administration Funds	\$5,193,336	\$4,496,104	87%	\$54,731	88%
Statewide Rapid Response Funds	\$9,800,462	\$6,575,285	67%	\$584,836	73%
Statewide 15% Activity Funds	\$11,407,069	\$7,296,506	64%	\$329,759	67%
Combined Totals	\$71,412,040	\$57,871,862	81%	\$2,974,802	85%

Statewide Rapid Response funds, including funds made available for additional assistance to local areas, were expended at the rate of 67% of availability, with a total of 73% spent and obligated. The Governor’s 15% Reserve for statewide activities and state oversight expended 64% of availability, with 67% spent and obligated. As in past years, both of the statewide funding types were spent at a slower rate than local allocations as they can be expended over a period of three years and some funds are used for multi-year contracts.

Of the total available \$71.4 million, approximately 81%, or \$57.9 million, had been expended by June 30, 2006. With about \$3.0 million in additional obligations, the Commonwealth’s end-of-year total of expenditures and obligations was \$61.8 million, representing 85% of total availability.

There were 2,950 adult participants and 7,200 dislocated worker participants in PY05 Title I local programs. The increase in local funding has supported both higher enrollment levels as well as more investment in training services. Over 80% (2,400) of WIA Title I adult participants, and 72% (5,200) of dislocated worker participants, are receiving training services. There were 4,025 youth participants, with almost half (48%) being out-of-school.

The cost per adult participant went up in PY05, with an average cost of \$3,800 versus \$3,400 in PY04. Based on WIA Plans, it is estimated that the total cost per participant for adult individuals who received training services is \$4,200, about \$2,100 more than the cost for an individual receiving only core and intensive services (\$2,100). Participants in training services have slightly higher rates of entering employment than that of customers receiving only core services.

**Table 2: Costs per Participant**

Program Strategies	Total Participants	Cost per Participant	Entered Employment or Education	Retention at Six Months
Adult Program	2,950	\$3,800	82%	79%
<i>Training/Education Services</i>	2,400	\$4,200	82%	80%
<i>Core/Intensive Services Only</i>	550	\$2,100	81%	77%
Dislocated Worker Program	7,200	\$2,700	88%	88%
<i>Training/Education Services</i>	5,200	\$3,300	89%	88%
<i>Core/Intensive Services Only</i>	2,000	\$1,300	87%	88%
Youth Program	4,025	\$3,400	72%	70%
<i>Out-of-School Youth</i>	1,900	\$4,000	75%	74%
<i>In-School Youth</i>	2,125	\$2,900	69%	67%

The cost per dislocated worker participant went up in PY05, with average cost of \$2,700 versus \$2,450 in PY04. The cost for training participants is \$3,300, about \$2,000 more than the average for customers of core and intensive services only (\$1,300). As with adults, the entered employment rate for training customers is slightly higher than that of core services customers. In calculating the costs for dislocated worker programs, funding from partner programs that co-enrolled participants was added to the WIA funds. These programs include Rapid Response additional assistance, TAA/NAFTA/NEG training, and supplemental funds from WIA Section 173.

The average cost per youth participant increased to \$3,400 from the PY04 level of \$3,000. The costs for the out-of-school population increased to \$4,000 per participant (from PY04's \$3,425) and the in-school youth costs rose to \$2,900 from the PY03 level of \$2,625. Consistent with national and state strategies, more hard-to-serve youth are being enrolled in the program and funding increases have been used to improve the intensity of services and program duration. The percentage of out-of-school youth served remained at 48% of total participants, and expenditures on out-of-school youth were 55% of PY05 expenditures. These levels far exceed the DOL requirement of spending at least 30% of funds on out-of-school youth.

## C. Evaluation and Research

To identify where to focus research and evaluation resources beyond these initial studies, the Department of Workforce Development established a *Workforce Development Research and Evaluation Agenda* for the period 2003-2006. This agenda reflects the Commonwealth's commitment to (1) determining the effectiveness of public workforce development programs, (2) disseminating study results for use in a continuous improvement process, and (3) promoting research and evaluation as integral parts of workforce development service delivery and as the foundations of well-informed, evidence-based policy making. It has five priorities:

### Priority 1: Evaluate the effectiveness of the One Stop Career Centers

The One Stop Career Centers (OSCCs) are Massachusetts' primary service delivery system for workforce development. The Center for Labor Market Studies at Northeastern University was contracted by Commonwealth Corporation to conduct a qualitative evaluation of a sample of OSCCs. The evaluation assessed the progress of OSCCs under the implementation of the Workforce Investment Act. The evaluation identified factors that facilitate and impede the efforts of local Workforce Investment Boards and One-Stop Career Centers, the strengths and weaknesses of the system, and the impact of funding and economic trends. A series of interim briefings have occurred over the course of the contract and a final report will be issued in PY06.

### Priority 2: Conduct and disseminate analyses of state and regional labor market information

The *Regional Workforce Investment Profiles* are produced by an interagency workgroup of state agencies, facilitated by Commonwealth Corporation. These profiles show federal and state resources available in Massachusetts for local services delivery, identify participation levels, and list selected outcomes for major workforce development programs. The *Regional LMI Profiles* is an initiative of an interagency workgroup, facilitated by the Department of Workforce Development. These regional profiles are designed to give state and local policymakers the tools they need to assess the dynamics of Massachusetts' local economies, and to compare and contrast the economic performance of the state's varied regions. The state and local profiles include data on the labor force, employment, unemployment, industry structure, wages, population trends, and job vacancies. In addition, the *Skills Gap Project* has explored the current and future status of the state's labor market to determine where are gaps between the labor needs of employers and the available supply, the implications of such skills gaps, and what can be done to address these issues.

### Priority 3: Gather baseline study for all workforce development programs and update annually

The Performance Accountability Round Table has continued work towards the development of a *Report Card* that could answer basic questions about publicly funded workforce development programs in Massachusetts (including minimally WIA programs and programs operated by WIA partners), including questions about how many individuals are served and eligible, about the level and type of services provided, about resources, and about outcomes (using *Core/Common Performance Measures* as a starting point). Recently enacted state legislation will support and enhance these efforts both in the development of reports focusing on cross-program employment and education outcomes as well as in the areas of interagency data-sharing agreements and resource development.

Priority 4: Increase the Number of Net Impact and Benefit-Cost Analyses (ROI Studies)

Given scarce public resources for workforce development, the Commonwealth needs recent information on the outcomes of, and public returns to, its investments in workforce development. To this end, the Commonwealth will evaluate current and new sectoral and career ladder initiatives focusing on both worker outcomes (e.g., skill gains, mobility, earnings) and impact on business/industry (e.g., recruitment cost, quality of care). Studies being conducted include:

- An Evaluation of the Massachusetts' Workforce Training Fund. This ongoing evaluation will result in case studies of individual companies and the training provided to their workers. The study will include a process evaluation as well as a net impact and benefit-cost analysis.
- An Evaluation of the BayState Works Initiative. This initiative emphasizes employer involvement and is designed to provide basic education and job training for Massachusetts' front-line workers. The evaluation will focus on how the program affects worker employment and skill measures as well business impact measures of concern to the participating industry and employer partners.

Priority 5: Design, implement, and evaluate at least one demonstration project/program innovation.

Labor market analyses in conjunction with the results from completed evaluations point at areas where program innovation is desired. The Commonwealth will identify at least one area where such innovation is sorely needed and will design, implement, and evaluate at least one demonstration project. In PY05, the decision was made to evaluate the implementation and outcomes of the BayState Works initiative and to identify lessons learned and promising practices from this initiative relative to other sector-based training and career ladder initiatives.



**APPENDIX**

**Commonwealth of Massachusetts**

**WIA Title I-B PY05 Annual Report Form (ETA 9091)**

**Table A - Workforce Investment Act Customer Satisfaction Results**

<b>Customer Satisfaction</b>	<b>Negotiated Performance Level</b>	<b>Actual Performance Level - American Customer Satisfaction Index</b>	<b>Number of Completed Surveys</b>	<b>Number of Customers Eligible for the Survey</b>	<b>Number of Customers Included in the Sample</b>	<b>Response Rate</b>
<b>Participants</b>	80.0	82.1	1886	6907	2638	71.5%
<b>Employers</b>	73.0	71.6	1402	6984	2118	66.2%

**Table B - Adult Program Results At-A-Glance**

	<b>Negotiated Performance Level</b>	<b>Actual Performance Level</b>	
<b>Entered Employment Rate</b>	77.0%	82.1%	1029
			1254
<b>Employment Retention Rate</b>	76.0%	78.7%	942
			1197
<b>Six Months Earnings Increase</b>	\$3,500	\$4,693	\$4,707,099
			1003
<b>Employment And Credential Rate</b>	67.0%	74.4%	828
			1113

**Table C - Outcomes for Adult Special Populations**

<b>Reported Information</b>	<b>Public Assistance Recipients Receiving Intensive or Training Services</b>		<b>Veterans</b>		<b>Individuals With Disabilities</b>		<b>Older Individuals</b>	
<b>Entered Employment Rate</b>	77.8%	421	93.5%	29	71.8%	61	83.0%	44
		541		31		85		53
<b>Employment Retention Rate</b>	71.9%	333	80.0%	24	72.3%	47	72.9%	43
		463		30		65		59
<b>Six Months Earnings Increase</b>	\$5,223	\$1,890,575	\$2,454	\$56,444	\$2,576	\$139,099	\$1,678	\$83,916
		362		23		54		50
<b>Employment And Credential Rate</b>	68.6%	323	82.6%	19	62.3%	43	75.6%	31
		471		23		69		41

**Table D - Other Outcome Information for the Adult Program**

<b>Reported Information</b>	<b>Individuals Who Received Training Services</b>		<b>Individuals Who Received Only Core and Intensive Services</b>	
<b>Entered Employment Rate</b>	82.4%	763	81.1%	266
		926		328
<b>Employment Retention Rate</b>	79.6%	662	76.7%	280
		832		365
<b>Six Months Earnings Increase</b>	\$4,683	\$3,301,261	\$4,718	\$1,405,838
		705		298

**Table E - Dislocated Worker Program Results At-A-Glance**

	<b>Negotiated Performance Level</b>	<b>Actual Performance Level</b>	
<b>Entered Employment Rate</b>	83.0%	88.1%	3502
			3976
<b>Employment Retention Rate</b>	85.0%	88.2%	2496
			2829
<b>Six Months Earnings Increase</b>	-\$2,000	-\$1,529	-\$3,760,524
			2460
<b>Employment And Credential Rate</b>	71.0%	79.5%	1923
			2419

**Table F - Outcomes for Dislocated Worker Special Populations**

<b>Reported Information</b>	<b>Veterans</b>		<b>Individuals With Disabilities</b>		<b>Older Individuals</b>		<b>Displaced Homemakers</b>	
	<b>Entered Employment Rate</b>	86.7%	299 345	75.2%	100 133	84.1%	585 696	90.0%
<b>Employment Retention Rate</b>	88.3%	212 240	83.3%	65 78	87.4%	395 452	85.7%	6 7
<b>Six Months Earnings Increase</b>	-\$4876	-\$1033734 212	-\$1835	-\$126587 69	-\$4511	-\$1700852 377	\$247	\$1234 5
<b>Employment And Credential Rate</b>	78.4%	152 194	73.8%	43 64	76.0%	253 333	88.9%	8 9

**Table G - Other Outcome Information for the Dislocated Worker Program**

<b>Reported Information</b>	<b>Individuals Who Received Training Services</b>		<b>Individuals Who Received Only Core and Intensive Services</b>	
<b>Entered Employment Rate</b>	88.9%	2105	86.9%	1397
		2369		1607
<b>Employment Retention Rate</b>	88.2%	1470	88.2%	1026
		1666		1163
<b>Six Months Earnings Increase</b>	-\$2363	-\$3376596	-\$372	-\$383928
		1429		1031

**Table H.2 - Older Youth Results At-A-Glance**

	<b>Negotiated Performance Level</b>	<b>Actual Performance Level</b>	
<b>Entered Employment Rate</b>	67.0%	86.8%	289
			333
<b>Employment Retention Rate</b>	81.0%	77.3%	248
			321
<b>Six Months Earnings Increase</b>	\$2,900	\$3,081	\$687,016
			223
<b>Credential Rate</b>	50.0%	50.5%	198
			392

**Table I - Outcomes for Older Youth Special Populations**

<b>Reported Information</b>	<b>Public Assistance Recipients</b>		<b>Veterans</b>		<b>Individuals With Disabilities</b>		<b>Out-of-School Youth</b>	
<b>Entered Employment Rate</b>	85.7%	96	0%	0	84.2%	48	87.3%	254
		112		0		57		291
<b>Employment Retention Rate</b>	76.9%	83	0%	0	88.1%	37	77.2%	220
		108		0		42		285
<b>Earnings Change in Six Months</b>	\$3,162	\$227,678	\$0	0	\$3,867	\$100537	\$3,190	\$631611
		72		0		26		198
<b>Credential Rate</b>	47.6%	60	0%	0	43.9%	29	50.6%	172
		126		0		66		340

**Table J - Younger Youth Results At-A-Glance**

	<b>Negotiated Performance Level</b>	<b>Actual Performance Level</b>	
<b>Skill Attainment Rate</b>	82.0%	87.3%	3744
			4287
<b>Diploma or Equivalent Attainment Rate</b>	59.0%	64.0%	449
			702
<b>Retention Rate</b>	61.0%	65.7%	534
			813

**Table K - Outcomes for Younger Youth Special Populations**

<b>Reported Information</b>	<b>Public Assistance Recipients</b>		<b>Individuals With Disabilities</b>		<b>Out-of-School Youth</b>	
<b>Skill Attainment Rate</b>	88.0%	1047	90.3%	1345	80.9%	1035
		1190		1490		1280
<b>Diploma or Equivalent Attainment Rate</b>	57.4%	101	77.0%	164	58.4%	264
		176		213		452
<b>Retention Rate</b>	66.7%	144	58.9%	139	63.6%	371
		216		236		583

**Table L - Other Reported Information**

	12 Month Employment Retention Rate		12 Mo. Earnings Change (Adults and Older Youth) 12 Mo. Earnings Replacement (Dislocated Workers)		Placements for Participants in Nontraditional Employment		Wages At Entry Into Employment For Those Individuals Who Entered Unsubsidized Employment		Entry Into Unsubsidized Employment Related to the Training Received of Those Who Completed Training Services	
<b>Adults</b>	77.5%	908	\$4,586	\$4,461,939	33.8%	348	\$4,483	\$4,034,472	68.0%	518
		1171		973		1029		900		762
<b>Dislocated Workers</b>	86.7%	2259	93.0%	\$38,258,493	18.9%	663	\$8,613	\$27,019,332	68.8%	1446
		2607		\$41,116,838		3502		3137		2101
<b>Older Youth</b>	67.2%	225	\$3,511	\$818,124	23.5%	68	\$2,639	\$525,247	NA	NA
		335		233		289		199		NA

**Table M - Participation Levels**

	Total Participants Served	Total Exiters
<b>Total Adults</b>	10,695	6,177
<b>Adults Self-Service Only</b>	0	0
<b>WIA Adults</b>	2,952	1,654
<b>WIA Dislocated Workers</b>	7,829	4,566
<b>Total Youth (14-21)</b>	4,017	1,941
<b>Younger Youth (14-18)</b>	3,204	1,515
<b>Older Youth (19-21)</b>	813	426
<b>Out-of-School Youth</b>	1,869	1,012
<b>In-School Youth</b>	2,148	929

**Table N - Cost of Program Activities (without Administration)**

Program Activity (PY04 & Carry-Over)			Total Federal Spending
Local Adults			\$11,231,850
Local Dislocated Workers			\$14,530,916
Local Youth			\$13,741,201
Rapid Response (up to 25%) §134 (a) (2) (A)			\$6,575,285
Statewide Required Activities (Up to 15%) §134 (a) (2) (B)			\$4,049,063
Statewide Allowable Activities §134 (a) (3) [excludes administration]		Providing capacity building to local areas.	\$729,651
		Conducting research and/or demonstration projects.	\$600,000
		Incumbent worker projects.	\$100,000
		Support for eligible training provider system.	\$291,860
	\$729,651 \$600,000 \$100,000 \$291,860		
<b>Total of All Federal Spending Listed Above</b>			\$51,849,826