

FY 2012

CONGRESSIONAL BUDGET JUSTIFICATION

EMPLOYMENT AND TRAINING ADMINISTRATION

Community Service Employment for Older Americans

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

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COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

APPROPRIATION LANGUAGE

The Administration is requesting funding for this program in the Department of Health and Human Services.

GENERAL PROVISION TO TRANSFER CSEOA FROM THE DEPARTMENT OF LABOR TO DEPARTMENT OF HEALTH AND HUMAN SERVICES

TRANSFER OF OLDER AMERICAN COMMUNITY SERVICE EMPLOYMENT PROGRAM TO DEPARTMENT OF HEALTH AND HUMAN SERVICES.(a) IN GENERAL.---Notwithstanding any other provision of law, the Older American Community Service Employment (OACSE) program under title V of the Older Americans Act of 1965 (42 U.S.C. 3056), and the authority to administer such program, shall be permanently transferred from the Secretary of Labor to the Secretary of Health and Human Services, acting through the Assistant Secretary for Aging.(b) TRANSFER OF FUNCTIONS, ASSETS, AND LIABILITIES. -- The functions, assets, and liabilities of the Secretary of Labor relating to the OACSE program shall be transferred to the Secretary of Health and Human Services.(c) EFFECTIVE DATE OF TRANSFER. -- The transfer under this section shall be effective no later than the last day of the second full fiscal quarter following the quarter in which this section is enacted.

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

EXPLANATION OF LANGUAGE CHANGE

For FY 2012 and thereafter, the Administration proposes to transfer responsibility for administering the Community Service Employment for Older Americans program authorized under title V of the Older Americans Act from the Department of Labor to the Department of Health and Human Services, which administers the other programs authorized under the OAA. The language providing for the transfer is contained in the General Provisions under title V of this Act. The account for the appropriations to carry out the program is included in title II under the appropriations to the Department of Health and Human Services.

**COMMUNITY SERVICE EMPLOYMENT FOR OLDER
AMERICANS**

ANALYSIS OF APPROPRIATIONS LANGUAGE

Not applicable.

**COMMUNITY SERVICE EMPLOYMENT FOR OLDER
AMERICANS**

AMOUNTS AVAILABLE FOR OBLIGATION						
(Dollars in Thousands)						
	FY 2010 Enacted		FY 2011 Full Year C.R.		FY 2012 Request	
	FTE	Amount	FTE	Amount	FTE	Amount
B. Gross Budget Authority	0	\$825,425	0	\$825,425	0	\$0
Real Transfer From:	0	\$0	0	\$0	0	\$0
SUIESO	0	\$0	0	\$0	0	\$0
Offsetting Collections:						
Reimbursements	0	\$0	0	\$0	0	\$0
Fees	0	\$0	0	\$0	0	\$0
Expenditure Transfers to PA	0	\$0	0	\$0	0	\$0
<i>Subtotal Offsetting Collections</i>	<i>0</i>	<i>\$0</i>	<i>0</i>	<i>\$0</i>	<i>0</i>	<i>\$0</i>
C. Budget Authority Before Committee	0	\$825,425	0	\$825,425	0	\$0
Before Committee	0	\$825,425	0	\$825,425	0	\$0
Real Transfer From:	0	\$0	0	\$0	0	\$0
SUIESO	0	\$0	0	\$0	0	\$0
Offsetting Collections:						
Reimbursements	0	\$0	0	\$0	0	\$0
Fees	0	\$0	0	\$0	0	\$0
Expenditure Transfers to PA	0	\$0	0	\$0	0	\$0
<i>Subtotal Offsetting Collections</i>	<i>0</i>	<i>\$0</i>	<i>0</i>	<i>\$0</i>	<i>0</i>	<i>\$0</i>
D. Total Budgetary Resources	0	\$825,425	0	\$825,425	0	\$0
Unobligated Balance End-of-Year	0	\$0	0	\$0	0	\$0
E. Total, Estimated Obligations	0	\$825,425	0	\$825,425	0	\$0

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

SUMMARY OF CHANGES

(Dollars in Thousands)

	FY 2011 Full Year C.R.	FY 2012 Request	Net Change
Budget Authority			
General Funds	\$825,425	\$0	-\$825,425
Trust Funds	\$0	\$0	\$0
Total	\$825,425	\$0	-\$825,425
 Full Time Equivalents			
General Funds	0	0	0
Trust Funds	0	0	0
Total	0	0	0

Explanation of Change	FY 2011 Base		Trust Funds		FY 2012 Change General Funds		Total	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Increases:								
A. Built-Ins:								
To Provide For:								
Grants, subsidies, and contributions	0	\$0	0	\$0	0	\$0	0	\$0
Built-Ins Subtotal	0	+\$0	0	\$0	0	\$0	0	\$0
 B. Programs:								
Programs Subtotal	0	+\$0	0	\$0	0	\$0	0	\$0
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. Programs:								
Transfer to Health and Human Services	0	\$825,425	0	\$0	0	-\$825,425	0	-\$825,425
Programs Subtotal	0	\$0	0	\$0	0	-\$825,425	0	-\$825,425
Total Decrease	0	\$0	0	\$0	0	-\$825,425	0	-\$825,425
Total Change	0	+\$825,425	0	\$0	0	-\$825,425	0	-\$825,425

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

SUMMARY BUDGET AUTHORITY AND FTE BY ACTIVITY (Dollars in Thousands)						
	FY 2010 Enacted		FY 2011 Full Year C.R.		FY 2012 Request	
	FTE	Amount	FTE	Amount	FTE	Amount
Community Service Employment for Older Americans	0	825,425	0	825,425	0	0
General Funds	0	825,425	0	825,425	0	0
Total	0	825,425	0	825,425	0	0
General Funds	0	825,425	0	825,425	0	0

**COMMUNITY SERVICE EMPLOYMENT FOR OLDER
AMERICANS**

BUDGET AUTHORITY BY OBJECT CLASS					
(Dollars in Thousands)					
		FY 2010 Enacted	FY 2011 Full Year C.R.	FY 2012 Request	Change FY 12 Req. / FY 10 Enacted
41.0	Grants, subsidies, and contributions	825,425	825,425	0	-825,425
	Total	825,425	825,425	0	-825,425

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

PERFORMANCE STRUCTURE

Strategic and Outcome Goals Supporting Secretary Solis' Vision of <i>Good Jobs for Everyone</i>	Supporting Appropriations
Strategic Goal 1 – Prepare Workers for Good Jobs and Ensure Fair Compensation	
1.1 Increase workers' incomes and narrow wage and income inequality.	<ul style="list-style-type: none"> • Community Service for Older Americans
1.2 Assure skills and knowledge that prepare workers to succeed in a knowledge-based economy, including in high-growth and emerging industry sectors like “green” jobs.	
1.3 Help workers who are in low-wage jobs or out of the labor market find a path into middle class jobs.	<ul style="list-style-type: none"> • Community Service for Older Americans
1.4 Help middle-class families remain in the middle class.	<ul style="list-style-type: none"> • Community Service for Older Americans
1.5 Secure wages and overtime.	
1.6 Foster acceptable work conditions and respect for workers' rights in the global economy to provide workers with a fair share of productivity and protect vulnerable people.	
Strategic Goal 2 – Ensure Workplaces Are Safe and Healthy	
2.1 Secure safe and healthy workplaces, particularly in high-risk industries.	
Strategic Goal 3 – Assure Fair and High Quality Work-Life Environments	
3.1 Break down barriers to fair and diverse work places so that every worker's contribution is respected.	
3.2 Provide workplace flexibility for family and personal care-giving.	
3.3 Ensure worker voice in the workplace.	
Strategic Goal 4 – Secure Health Benefits and, for Those Not Working, Provide Income Security	
4.1 Facilitate return to work for workers experiencing workplace injuries or illnesses who are able to work.	
4.2 Ensure income support when work is impossible or unavailable.	
4.3 Improve health benefits and retirement security for all workers.	
Strategic Goal 5 – Assure the Production of Timely and Accurate Data on Social and Economic Conditions of Workers and their Families	
5.1 Provide sound and impartial information on labor market activity, working conditions, and price changes in the economy for decision making, including support for the formulation of economic and social policy affecting virtually all Americans.	

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

APPROPRIATION HISTORY (Dollars in Thousands)					
	Budget Estimates to Congress	House Allowance	Senate Allowance	Appropriations	FTE
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	0	571,925	571,925	0
2010	575,425	615,425	575,425	825,425	0
2011...7/	600,425	0	0	0	0
2012	0	0	0	0	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

7/ A full-year 2011 appropriation for this account was not enacted at the time the budget was prepared.

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

BUDGET AUTHORITY BEFORE THE COMMITTEE				
(Dollars in Thousands)				
	FY 2010 Enacted	FY 2011 Full Year C.R.	FY 2012 Request	Diff. FY 12 Req. / FY 10 Enacted
Budget Authority	825,425	825,425	0	-825,425

NOTE: Although the FY 2010 appropriation provided \$825,425,000 to CSEOA, \$225,000,000 of that amount was a one-time special appropriation.

Introduction

The Community Service Employment for Older Americans (CSEOA) program, also known as the Senior Community Service Employment Program, supports employment of older workers by providing part-time, paid community service positions and work-based training for unemployed, low-income individuals, age 55 and older. CSEOA grantees serve about 90,000 participants per program year. While the eligibility requirement is 125 percent of the Federal poverty level, nearly 90 percent of participants live at or below the poverty level. The average age of participants at entry is 64 years.

CSEOA has a dual purpose, as authorized by the Older Americans Act – “to foster individual economic self-sufficiency and to increase the number of participants placed in unsubsidized employment in the public and private sectors, while maintaining the community service focus of the program.” In PY 2009, 46 percent of participants who exited the program were employed in the quarter following exit. Of those, 70 percent retained employment through the next two quarters. In PY 2009, CSEOA participants contributed more than 51 million hours of service to their communities.

CSEOA grantees include 56 units of state and territorial government, and 18 competitively-selected national grantees. CSEOA-funded services are available in all 3,000 U.S. counties and territories. CSEOA funds are equitably distributed by a statutorily-prescribed formula that considers the number of low-income seniors residing in each state.

The Administration proposes transferring CSEOA to the Department of Health and Human Services’ (HHS) Administration on Aging (AoA) in 2012. Transferring the program to AoA will improve CSEOA’s coordination with other programs supporting low-income seniors and allow CSEOA to better support not only employment, but also health, wellness, and independence for seniors.

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

Five-Year Budget Activity History

<u>Fiscal Year</u>	<u>Funding</u> (Dollars in Thousands)	<u>FTE</u>
2007	\$483,611	0
2008	\$521,625	0
2009	\$571,925	0
2010	\$825,425	0
2011	\$0	0

Note: A full-year 2011 appropriation for this account was not enacted at the time the budget was prepared.

Funding Mechanism

CSEOA has been 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. Prior to determining the amount available to be allocated to the states, DC, and PR, funds are reserved for the following: 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, DOL conducted a competition for the national grantees. As a result, 18 national non-profit organizations received CSEOA funds, including three organizations under the Indian and Pacific Islands /Asian Americans set-aside. Under the Older Americans Act (OAA) 2006 amendments, these grants are to be renewed annually for four years, with an optional one year extension.

DOL and HHS will coordinate on a competition for national grantees in PY 2011. Operations under these grants would begin in 2012.

In general, 75 percent of Federal funds must be spent on wages and benefits to participants with the remaining funds for other participant costs, with an option to use 10 percent of these funds for training. There is a cap on administrative expenses of 13.5 percent. The Federal funds provided to each of the 74 grantees can be no more than 90 percent of the total project amount, with the non-federal matching requirement in either cash or in-kind.

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

FY 2012

The Administration proposes transferring CSEOA to the Department of Health and Human Services' (HHS) Administration on Aging (AoA) in 2012. Transferring CSEOA to HHS will place the program in an agency that shares the mission of helping older American's maintain their independence (both economic independence and living arrangements) and active participation in communities.

The OAA is the primary authorization for delivery of social services to seniors and their caregivers. Administered by DOL since 1965, CSEOA is the only program under the OAA not currently housed within AoA. At the state and local level, other OAA services work hand-in-hand with CSEOA. Of the 56 state and territorial grantees, 39 house their CSEOA programs within offices on aging, senior services or health and human services departments, while only 17 are in labor departments. A move to HHS would consolidate federal oversight of the OAA under one department, streamlining operations and putting federal administration of CSEOA in alignment with operations in the field.

Transferring CSEOA to HHS would also lead to stronger partnerships between CSEOA and safety-net programs outside the OAA. These include AoA programs, such as homemaker and home health aides, congregate and home-delivered meals, and friendly visiting programs. Additionally, AoA has an established relationship with the Corporation for National and Community Service's "Senior Corps" – an umbrella term for three federally-administered national service programs which offer an alternative to CSEOA for seniors who wish to be involved in community service.

At AoA, CSEOA will continue to be a vehicle through which unemployed seniors obtain work-based training, earn income and move toward unsubsidized employment. In conjunction with these other programs, CSEOA will better support not only employment outcomes, but also health, wellness, and independence for seniors. Because of its expertise in senior issues, AoA is well positioned to provide strong support and technical assistance to SCSEP grantees. The Department of Labor will continue its partnership with HHS to support the needs of seniors by training older workers to help other seniors

The OAA is due for reauthorization in 2011. The Administration looks forward to working with Congress on ways to strengthen CSEOA and other programs providing critical supports to seniors.

FY 2011

Figures shown for FY 2011 reflect the annualized Continuing Resolution level as a full-year appropriation has not been enacted at the time the budget was produced. Since this level is based on the FY 2010 enacted level, operations under a full-year Continuing Resolution would be consistent with those described in the FY 2010 section.

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

FY 2010

CSEOA activities in FY 2010 included an expanded effort to meet the increased demand of low-income older workers, a population facing increasing struggles during the recession. Grantees described extended waiting lists for the program. As required by the 2010 Consolidated Appropriations Act, \$225,000,000 of the \$825,425,000 appropriation was allotted within 45 days of enactment in order to respond immediately to the increased need. As a result of the additional funding, CSEOA will be able to serve approximately 130,000 individuals through 85,113 authorized positions.

While the PY 2010 appropriation of \$600,425,000 was made available for the period July 1, 2010 through June 30, 2011, the additional funding of \$225,000,000 is available through December 31, 2011. As required by The Act, the additional funds were allotted to current grantees that the Secretary of Labor determined could effectively utilize additional funding, notwithstanding sections 506 and 514 of the OAA, which are the provisions related to the formula and the competition requirements.

In addition to providing training and employment services to a greater number of low-income seniors, CSEOA activities in 2010 are focused on improving coordination with the One Stop Career Center system, strengthening employer engagement and ensuring effective transition planning for participants leaving the program. ETA has offered targeted technical assistance on program management topics through grantee webinars, conference calls and a well-attended multi-day grantee business meeting.

Since American Recovery and Reinvestment Act (Recovery Act) funds for CSEOA expired at the end of PY 2009, the program also focused technical assistance efforts on ensuring that participants funded by the Recovery Act were transitioned to the PY 2010 program with the least disruption possible. The Department of Labor used 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.

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

DETAILED WORKLOAD AND PERFORMANCE				
	PY 2009	PY 2010	PY 2011	PY 2012
	Results	Targets	Target	Target
Community Service Employment for Older Americans				
Strategic Goal 1 - Prepare workers for good jobs and ensure fair compensation.	--	--	--	--
Outcome Goal 1.1 - Increase workers' incomes and narrow wage and income inequality.	--	--	--	--
Average Earnings	\$6,893.00	\$6,919.00	\$6,984.00	--
Authorized Positions (slots)	58,997	78,289	85,113	--
Turnover Rate	1.75	1.53	1.53	--
Participants Served	103,642	119,782	130,000	--
Cost per Participant	\$5,518.27	\$6,428.00	\$6,338.52	--
Strategic Goal 1 - Prepare workers for good jobs and ensure fair compensation.	--	--	--	--
Outcome Goal 1.3 – Help workers who are in low-wage jobs or out of the labor market find a path into middle class jobs.	--	--	--	--
Entered Employment	45.60%	43.60%	44.10%	--
Employment Retention	68.6%	64.4%	64.50%	--

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

Note: The following narrative pertains to FY 2010 and FY 2011 only. The Workload and Performance Narrative for FY 2012 will be developed by Health and Human Services, Administration on Aging.

Workload and Performance Narrative

Toward the Outcome Goal 1.1, increasing workers' incomes and narrowing wage and income inequality, CSEOA uses five measures: Average earnings, Authorized Positions, Turnover Rate, Participants Served and Cost per Participant.

- Average Earnings indicates the average earnings in the second and third quarters after exit for those individuals who exit the program for unsubsidized employment.
- The number of authorized positions, turnover rate, and participants served and cost per participant are all directly related to allowance level. The number of authorized positions is calculated by dividing the total allowance by cost per position. The cost per position is determined by the Department in a formula in the SCSEP legislation. The national average unit cost includes all costs of administration, other participant costs, and participant wage and benefit costs as defined in § 506 (g) of the Older Americans Act. The number of participants served is based on the number of authorized positions and the turnover rate. The above indicators for cost-per-participant, number of participants served, and number of positions have been adjusted due to a recent re-calculation of the cost-per-position by the Department from \$9,701 to \$9,698. The cost per participant (shown in the above chart) is lower than the cost per position based on the turnover rate.

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

Participant data were derived by using quarterly report estimates. All numbers are calculated on a four rolling quarter basis.

Toward Outcome Goal 1.3, Helping workers who are in low-wage jobs or out of the labor market find a path to middle class jobs, CSEOA measures entered employment and employment retention.

- Entered employment is defined as a percent of participants employed in the first quarter after program exit
- Employment retention is defined as the percent of participants employed in the first quarter after exit still employed in the second and third quarters after exit.

Additional Measures, Statutorily-Required: In addition to the measures in the chart above, CSEOA is statutorily required to:

- Measure and set targets for hours in the aggregate of community service employment
- Measure and set targets for the number of most-in-need individuals served (the number of participating individuals described in §518(a)(3)(B)(ii) or (b)(2).
- Measure retention in unsubsidized employment for one year, although there are no targets set and no sanctions for this measure.
- Conduct annual customer satisfaction surveys of participants, host agencies and employers (Section 513 (b)(2)(B) of the 2006 OAA Amendments), although there are no targets set and no sanctions for this output measure.

Setting Performance Targets:

Performance targets are set for the program based on grantees' actual performance and adjusted grantee-by-grantee to the degree that it is affected by levels of poverty, Temporary Assistance for Needy Families (TANF), unemployment, and participant barriers to employment in their local service areas. Credit is given if a grantee's level exceeds the 2009 nationwide average by one standard deviation or more.

The FY 2010-2011 targets for entered employment, retention, and average earnings are based on a methodology for setting national performance targets using regression analysis. This regression uses program results from the prior year, current labor market conditions, and individual characteristics to correct for the effects of the business cycle and labor market conditions on the outcomes of employment and training programs, producing targets that objectively reflect the impact of the economic environment on program performance.

The targets for the average earnings measure for each year and at each funding level have been recalculated to include the effect of wage increases after the FY 2011 Congressional Budget Justification was developed. Data used to create these targets come from the WIA Adult program results spanning the period of 2000 Quarter 3 to 2008 Quarter 1.

Where actual data have been used to derive targets, the sources of these data are the CSEOA quarterly progress reports generated by the CSEOA Senior Community Service Employment Program Performance and Reporting Quarterly Progress Report System (SPARQ).

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

Tracking and Monitoring Grantee Progress:

To gauge grantee progress toward the above targets, the DOL tracks and monitors grantee outputs in the following ways:

- All program-related information such as enrollments, exits, and placements are recorded by grantees in CSEOA's Performance and Results Quarterly Progress Report (SPARQ), an online data collection and performance reporting system. This system is used to generate regular quarterly reports on all of the Core and additional Performance Measures. These are reviewed in aggregate as well as on a grantee basis.
- Appropriate and timely spending of grant dollars is an important output measure, since 75 percent of the funds spent go directly to wages and benefits of participants, immediately improving their incomes. Grantees are held accountable for financial reporting on a quarterly basis. With support from the national office, FPOs monitor spending by grantees.
- CSEOA conducts annual customer satisfaction surveys of participants, host agencies and employers (Section 513 (b)(2)(B) of the 2006 OAA Amendments). The results of these surveys inform program managers, grantees, FPOs, and the national program office of strengths and weaknesses within the program from the perspective of participants, host agencies, and employers.
- In addition, FPOs conduct on-site reviews at regular intervals to ensure program compliance. In doing so, FPOs monitor program outputs which are vital to meeting the goals of the program but do not lend themselves to quantitative data gathering by SPARQ. For example, FPOs carefully review a significant sample of participant files to ensure that the Individual Employment Plan, host agency placement, training plans, and job search plans are consistent with the initial assessment of skills and employment goals of the individual.

COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

CHANGES IN FY 2012

(Dollars in Thousands)

Activity Changes

Built-In

To Provide For:

Grants, subsidies, and contributions	\$0
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Built-Ins Subtotal	\$0
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Net Program	-\$825,425
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Direct FTE	0
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	Estimate	FTE
Base	\$825,425	0
Program Decrease	-\$825,425	0