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# Workforce Program Uniform Outcomes Report Card

1/31/2022

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## Contents

<b>What is the Uniform Outcomes Report Card?</b>	<b>4</b>
How is data from the Report Card gathered?	4
What programs are included in the Report Card?	4
Programs Active in the Report Card in SFY 2022	4
Required Data Under §Minnesota Statutes 2022, section 116L.98, subdivision 3	5
<b>How has the COVID-19 Pandemic Impacted Workforce Development Program Demographics and Short-Term Outcomes?</b>	<b>6</b>
Methodology	6
Cohort Assignment	6
Results	7
Finding #1: Programs are serving a higher percentage of participants from targeted groups after the pandemic than before	7
A Higher Percentage of Participants Enrolling since the Start of the Pandemic Come from Target Groups, Particularly BIPOC and Greater Minnesota	7
Racial Breakdown of Cohort Members	8
Finding #2: Short-Term Outcomes are Comparable Across Cohorts	9
First Quarter After Exit Employment by Cohort	9
First Quarter After Exit Median Wage of Employed Participants by Cohort	10
How much do workforce programs cost?	11
Program Cost per Participant for Select Report Card Programs in SFY22	11
Limitations in Calculating Cost	12
<b>Changing Policy in Response to the Pandemic, a Case Study</b>	<b>14</b>
Background	14
Pathways to Prosperity's Approach	14
Integrating Basic Skills Education and Career Training	14
Focusing on Credentials and High-Demand Occupations	14
Meeting the Needs of Working Learners	14
Introduction	14
Methodology	15

Results.....	15
Uncredentialed Training Enrollment .....	15
Credentialed Training Enrollment .....	16
Training Completion .....	16
Post-Secondary Credential Attainment.....	16
<b>Conclusion .....</b>	<b>17</b>
<b>Appendix A Cost Data from State Fiscal Year 2020 to 2022 .....</b>	<b>18</b>

## What is the Uniform Outcomes Report Card?

The Uniform Outcomes Report Card (report card) is an online interactive dashboard that displays demographic and outcome-based data for adult workforce development programs administered by the Department of Employment and Economic Development (DEED). This reporting is required under Minnesota Statutes 2022, section 116L.98 subdivision 3<sup>1</sup>. The report card is publicly available and is updated quarterly. All outcomes in the report card can be disaggregated by program as well as by:

- Educational attainment
- Gender
- Region
- Homeless status
- Race

By breaking down outcomes for these groups, stakeholders are able to see who programs are serving and if outcomes differ.

This report explores the impacts of the COVID-19 pandemic on report card program demographics and short-term outcomes. Select the following link to view the report card: <https://mn.gov/deed/data/workforce-data>.

## How is data from the Report Card gathered?

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Once enrolled in any report card program, individual demographic and training data is entered into the state's case management system, Workforce One. In addition, wage data is leveraged from Minnesota's Unemployment Insurance (UI) program (with exceptions noted below). Data is pulled from UI and Workforce One once per quarter. The following individuals are not included in the UI data:

- Self-employed individuals
- Railroad workers
- Family Farm Workers
- Full-Time Students working for their school
- Elected government officials
- Insurance and real estate salespeople
- Others who work only on a commission basis

## What programs are included in the Report Card?

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The following programs are included in the report card for State Fiscal Year (SFY) 2022

**Programs Active in the Report Card in SFY 2022**

Type	Name
Direct Appropriation	AccessAbility
Direct Appropriation	American Indian OIC
Direct Appropriation	Better Futures
Direct Appropriation	Center for Economic Inclusion
Direct Appropriation	Goodwill-Easter Seals
Direct Appropriation	Hmong American Partnership (HAP)

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<sup>1</sup> <https://www.revisor.mn.gov/statutes/2015/cite/116L.98/subd/116L.98.1#stat.116L.98.1>

Type	Name
Direct Appropriation	Minnesota Diversified Industries
Direct Appropriation	Northgate Development
Direct Appropriation	Northwest Indian CDC
Direct Appropriation	Project for Pride in Living
Direct Appropriation	Workforce Development Inc (WDI)
Direct Appropriation	YMCA of the North
Direct Appropriation	YWCA Minneapolis
Direct Appropriation	YWCA St Paul
Federal Program	WIOA Adult
Federal Program	WIOA Dislocated Worker
State Program	Dislocated Worker Program
Competitive Grant	Adult Support Services Program
Competitive Grant	African Immigrant Community Grant Program
Competitive Grant	Displaced Homemaker Program
Competitive Grant	Minnesota Tech Training Pilot Program
Competitive Grant	Pathways to Prosperity
Competitive Grant	Southeast Asian Economic Relief Program
Competitive Grant	Women in Nontraditional Jobs Program

Table 1

## Required Data Under §Minnesota Statutes 2022, section 116L.98, subdivision 3

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All data elements, as required by Minnesota Statutes 2022, section 116L.98, subdivision 3, are available and updated every quarter at [mn.gov/deed/data/workforce-data/](https://mn.gov/deed/data/workforce-data/).

# How has the COVID-19 Pandemic Impacted Workforce Development Program Demographics and Short-Term Outcomes?

## Methodology

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For this report, three cohorts were created. To be in one of these cohorts, participants must have enrolled in a report card program between 07/01/2017 to present. Participants were then grouped into Pre-Covid, Peak Covid, or Post-Peak Covid as outlined in Table 1.

**Cohort Assignment**

Cohort Name	Enrolled Between	Number of Participants
Pre-Covid	07/01/2017-03/31/2020	15,824
Peak Covid	04/01/2020-07/30/2021	7,988
Post-Peak Covid	08/01/2021-11/28/2022	8,328

*Table 2*

Demographics were compared across cohorts. For employment and wage outcomes, participants must have exited by 6/30/2022 to be considered for analysis.

## Results

### Finding #1: Programs are serving a higher percentage of participants from targeted groups after the pandemic than before

**A Higher Percentage of Participants Enrolling since the Start of the Pandemic Come from Target Groups, Particularly BIPOC and Greater Minnesota**

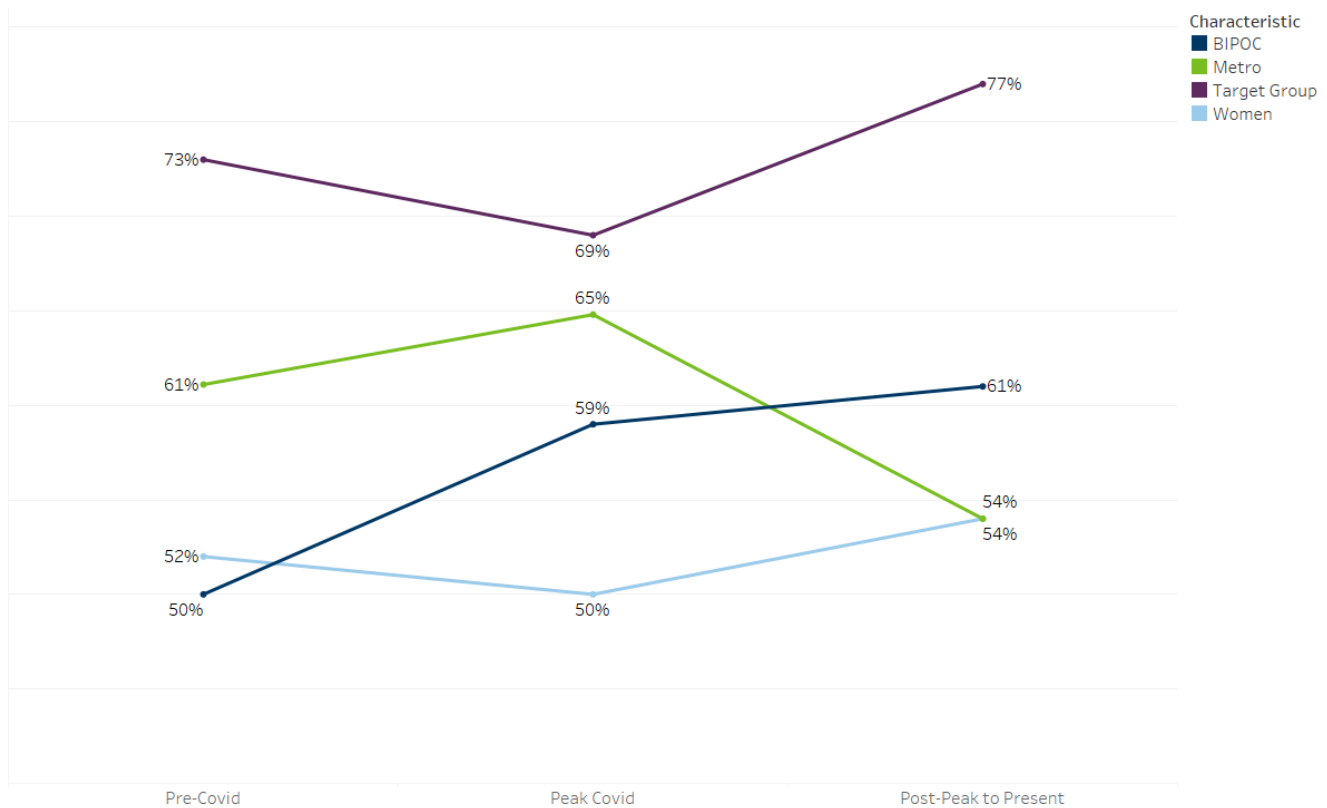


Figure 1

Figure 1 includes the characteristics of the three cohorts across four demographic measures: Black, Indigenous People of Color (BIPOC), Participants living in the seven-county Metro Area, Women, and Individuals from a Targeted Group<sup>2</sup>. BIPOC were a much larger part of the Post-Peak Covid cohort than either the Post-Peak or Pre-Covid cohorts; however, from the beginning of the pandemic onward, the overall proportion of participants who are BIPOC has increased and maintained its increased presence. This increase can be attributed partly to intentional efforts by both the Legislature and DEED to invest funds in culturally-specific organizations and fund programs with an intentional racial equity focus (i.e. Southeast Asian Economic Relief program).

<sup>2</sup> Targeted groups include: BIPOC, women, people with a disability, veterans, or people from Greater Minnesota.

Women enrolled in programs at near equal rates before, during, and after the pandemic's peak. The consistency is likely due to women remaining in the workforce throughout the duration of the three cohorts in order to support dependents.

Metro participants saw a decline in representation in the post-peak cohort. This could be due to the metro's robust economic recovery, lack of services, or participants in the metro receiving training elsewhere (i.e., Minnesota State).

The figure below breaks down cohort characteristics by race.

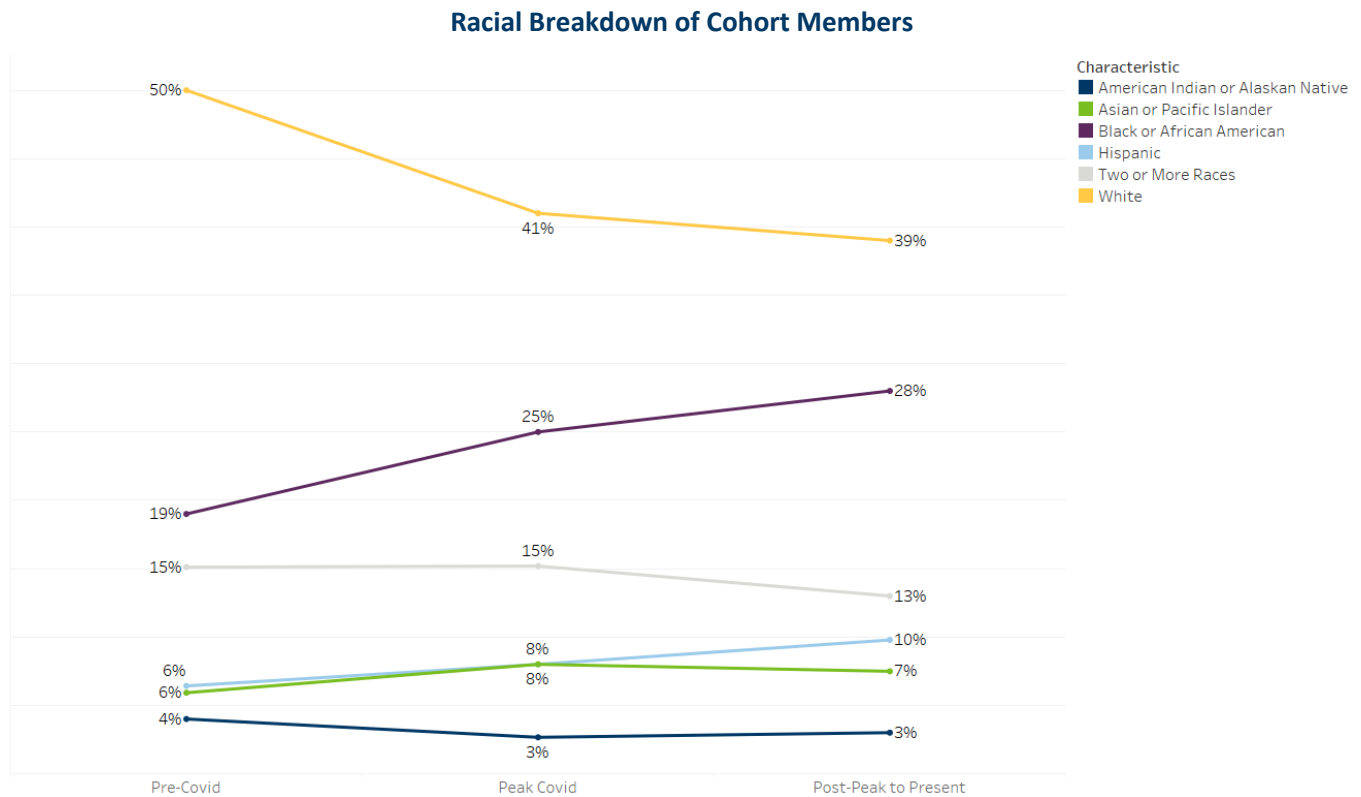


Figure 2

The increase in BIPOC participants in the Peak Covid and Post-Peak cohorts is driven by the rise in Black or African American, Asian or Pacific Islander, and Hispanic participants. American Indians or Alaskan Natives saw a slight decrease in their overall representation, along with multi-racial participants. However, this was minimal and likely due to natural fluctuations in program demographics.



## Finding #2: Short-Term Outcomes are Comparable Across Cohorts

Figure 3 below compares participants' employment rates in the first quarter after exit across cohorts.

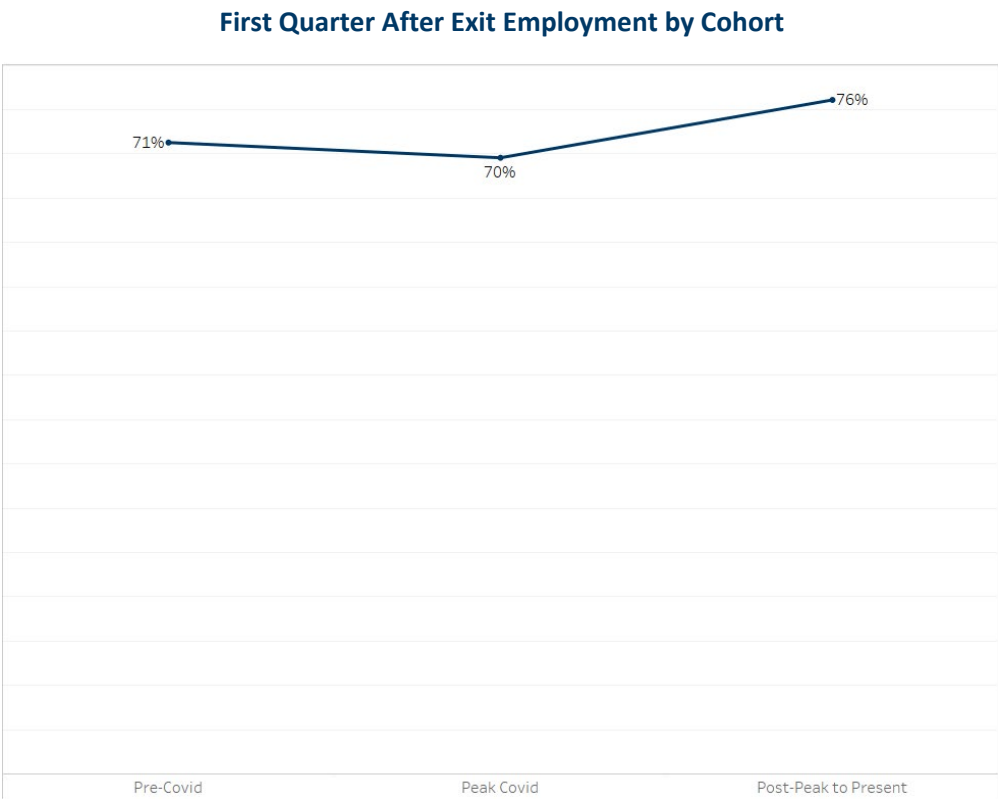
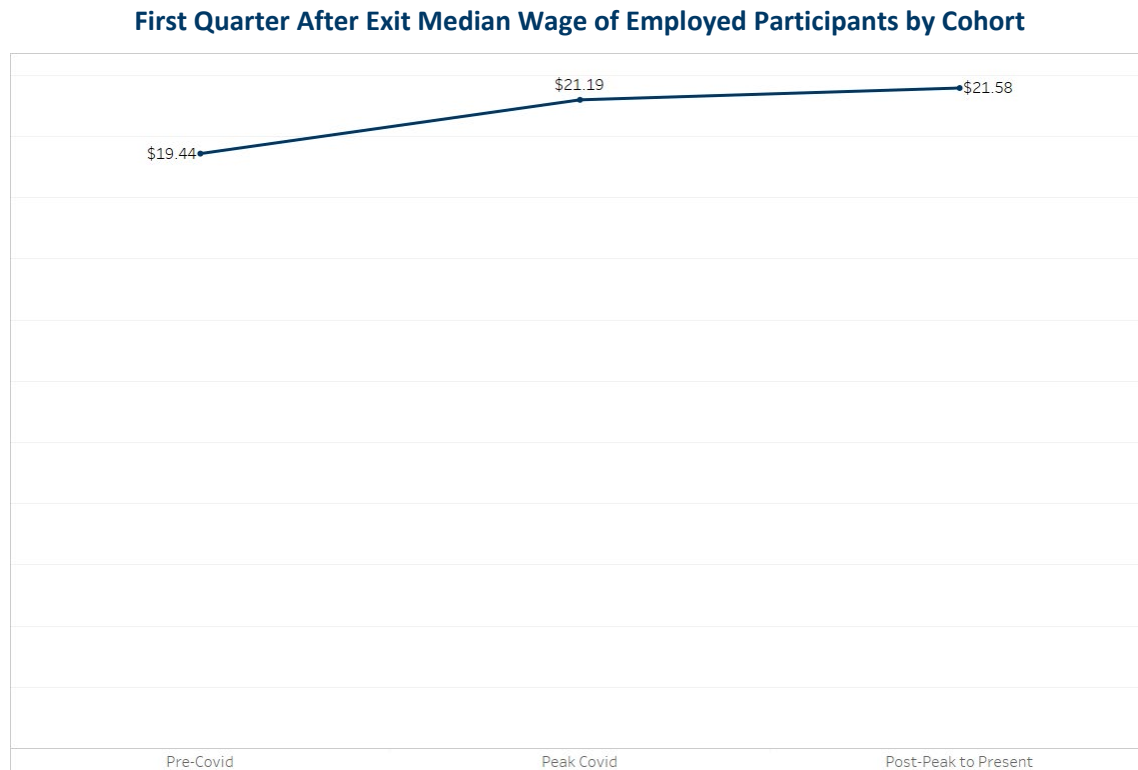


Figure 3

Employment rates from the Pre-Covid to Peak Covid stayed relatively flat. The Post-Peak cohort had the highest employment rate, though this could be due to missing data as individuals must have exited by 6/30/2022 to be included in the analysis.

Overall, about three out of four participants secure employment within 90 days after exiting the program.

A similar trend is also present with wages:



*Figure 4*

Figure 4 demonstrates that the median wage of participants in the Peak and Post-Peak cohorts are slightly higher than the Pre-Covid cohort. This likely reflects the strong economy and Minnesota's labor shortage.

Research done by our Labor Market Information Office<sup>3</sup> shows that the increase in wages from switching employers, compared to working with the same employer, has increased the economic incentive for workers to change jobs in Minnesota post-COVID period. Workers who switched jobs saw a 6.1% increase in wages. In comparison, workers who stayed with the same employer saw a 1% wage decrease.

Participants in the pre-covid cohort had wages approximately eight percentage points lower than their peak Covid counterparts and ten percentage points lower than their post-peak peers. This is slightly higher than the most recent October 2022 Consumer Price Index<sup>4</sup>, which shows a 7.4% increase in the cost of goods over the year. However, inflation still wiped out a large portion of wage increases in terms of real purchasing power.

The broader economic environment and unemployment rates are important to consider as they impact these outcomes. Previous research by DEED found that employer views of participants in workforce programs, like the Dislocated Worker Program (the largest report card program) are influenced by the broader economy. The study found that 27 percent of Minnesota employers were more likely to recruit from workforce programs in a hypothetical future with high unemployment than in a tight labor market.

As the economy continues to strengthen and Minnesota faces a historic labor shortage, employers might be less likely to view workforce programs as a place to source potential employees. This could be because of a bias in

<sup>3</sup><https://mn.gov/deed/newscenter/publications/trends/september-2022/mobility.jsp>

<sup>4</sup> [https://www.bls.gov/regions/mountain-plains/news-release/consumerpriceindex\\_midwest.htm](https://www.bls.gov/regions/mountain-plains/news-release/consumerpriceindex_midwest.htm)

the perceived quality of participants. This bias could be due to perceptions that people using workforce programs face significant barriers to getting and maintaining employment.

## How much do workforce programs cost?

Significant costs associated with workforce programs include training and other supportive services offered to participants (such as gas vouchers or tools needed to start a new job) as well as basic administrative costs necessary for an organization to function effectively, such as IT support, printing supplies, and rent. All costs are included in the total program costs presented here. Programs have a maximum percentage of administrative costs, set per their legislative statute, and in general range between 5 percent and 10 percent. The number of participants is divided by the total program cost to obtain a cost per participant.

Generally, funds appropriated by the Legislature can be spent over multiple years. The amounts presented represent what was actually spent in state fiscal year 2022. [Appendix A](#) includes cost data for state fiscal years 2020 – 2022.

**Program Cost per Participant for Select Report Card Programs in SFY22**

Program or Direct Appropriation	Program	Total Program Cost	Cost Per Participant
Direct Appropriation	AccessAbility	\$40,449.54	\$1,617.98
Direct Appropriation	American Indian OIC	\$1,041,359.15	\$4,285.43
Direct Appropriation	AVIVO*	\$43,500.00	\$2,718.75
Direct Appropriation	Better Futures	\$174,462.36	\$3,060.74
Direct Appropriation	Center for Economic Inclusion	\$195,117.76	\$2,469.85
Direct Appropriation	Goodwill-Easter Seals	\$91,000.00	\$1,750.00
Direct Appropriation	Hmong American Partnership (HAP)	\$478,567.89	\$2,246.80
Direct Appropriation	Minnesota Diversified Industries	\$450,000.00	\$4,455.45
Direct Appropriation	Northgate Development	\$606,842.21	\$40,456.15 <sup>5</sup>
Direct Appropriation	Northwest Indian CDC	\$51,080.97	\$429.25
Direct Appropriation	Project for Pride in Living	\$249,952.66	\$3,424.01

<sup>5</sup> Includes significant expenditures on capital.

Program or Direct Appropriation	Program	Total Program Cost	Cost Per Participant
Direct Appropriation	Workforce Development Inc (WDI)	\$267,406.00	\$1,065.36
Direct Appropriation	YMCA of the North	\$231,828.19	\$2,466.26
Direct Appropriation	YWCA Minneapolis	\$139,401.67	\$2,733.37
Direct Appropriation	YWCA St Paul	\$11,765.32	\$5,882.66
Program	Dislocated Worker (WIOA and State)	\$24,670,110.22	\$4,180.67
Program	WIOA Adult	\$8,240,878.67	\$4,946.51
Program	Adult Support Services Program	\$214,058.37	\$688.29
Program	African Immigrant Community Grant Program	\$275,262.88	\$2,646.76
Program	Minnesota Family Resiliency Partnership <sup>6</sup>	\$1,047,342.90	\$2,262.08
Program	Minnesota Tech Training Pilot Program	\$273,198.09	\$4,268.72
Program	Pathways to Prosperity	\$3,936,004.26	\$3,255.59
Program	Southeast Asian Economic Relief Program	\$797,338.72	\$2,499.49
Program	Women in Nontraditional Jobs Program	\$567,910.65	\$3,360.42

Table 3

Program spending varied quite a lot across programs. In total programs spent over \$43 million with an average cost of under \$2,909 per participant<sup>7</sup>.

## Limitations in Calculating Cost

There are a multitude of factors which make calculating cost difficult. The first is the presence of co-enrollment or individuals enrolling in multiple programs concurrently. Program participants are not restricted to only attending one workforce program. In fact, programs might actually encourage co-enrollment in programs which might serve the participant's needs in ways that one program cannot. In addition, programs might use multiple

<sup>6</sup> Formerly known as Displaced Homemaker.

<sup>7</sup> Excluding Northgate Development

funding streams to provide services to the individual. If these funding streams come from federal or private dollars not captured here, then the true cost as reported in the above table is cheaper than it actually is to successfully serve a participant.

# Changing Policy in Response to the Pandemic, a Case Study

## Background

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Pathways to Prosperity (P2P) is a collaboration between state, local, and national partners, and part of a broader career pathways movement. With a shared vision for success, P2P partners are changing the way they do business to align limited resources towards meaningful long-term outcomes for adult learners. P2P is managed by the office of Adult Career Pathways (ACP).

## Pathways to Prosperity's Approach

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Pathways to Prosperity's approach includes a number of innovations that have proven effective in improving educational outcomes for educationally under-prepared adults.

### Integrating Basic Skills Education and Career Training

Many adults seeking career-specific training also need to build their basic academic skills. P2P addresses both by teaming up Adult Basic Education and post-secondary career and technical instructors in the classroom. This allows students to learn basic skills like literacy and math in the context of their career interests, making learning more relevant. By starting with basic skills, P2P is able to serve a broader array of students and ensure that they have the academic foundation to succeed in a post-secondary setting.

### Focusing on Credentials and High-Demand Occupations

P2P's mission is to ensure students receive a post-secondary credential valued by employers. Research shows that students who earn one year of post-secondary credits and a credential earn significantly higher wages.

P2P targets high-demand occupations and tunes into the needs of local employers when implementing local programs. This means P2P is an effective supply chain for local businesses who need skilled labor. It also ensures that students find a job at the end of their program.

### Meeting the Needs of Working Learners

P2P is tailored to adults who are managing many other responsibilities, from working full-time to raising a family. Programs make attaining a post-secondary education manageable by breaking up the educational journey into smaller steps that build off one another and each lead to a "stackable credential." Working learners are able to move forward at their own pace while building practical on-the-job skills at each step. Along the way, P2P programs offer intensive career and academic advising and support services like childcare and transportation.

## Introduction

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During the Pandemic, the Office of Adult Career Pathways (ACP) waived a requirement that mandated participants in their programs (which includes P2P) complete an academic assessment before they enroll in training. The requirement was mandated under the presumption that the assessment could help match

participants to their needed training level and prevent them from being sent to classes that are too advanced for them. ACP staff received feedback that this assessment requirement was particularly onerous during the pandemic, so they decided to waive it. When the waiver was about to expire, ACP contacted DEED's Office of Performance and Technical Management (PTM) to discuss evaluating the impact of this waiver. The assumption behind the evaluation was that if outcomes are nearly identical or better, the waiver should be kept.

## Methodology

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PTM pulled data from Workforce One including participants who enrolled in Pathways to Prosperity. Participants were then divided into two cohorts, those who enrolled before the waiver and those who enrolled after<sup>8</sup>. The following measures were compared:

- 1. Uncredentialed Training Enrollment (table 4)
- 2. Credentialed Training Enrollment (table 5)
- 3. Training Completion (table 6)
- 4. Post-Secondary Credential Attainment (table 7)

## Results

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Results indicated nearly identical enrollment, training completion rates, and a slight decrease in post-secondary credential attainment.

### Uncredentialed Training Enrollment

Cohort	Enrolled in Uncredentialed Training
Pre-Waiver	23%
Post-Waiver	23%

Table 4

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<sup>8</sup> Assessments tend to be given close to enrollment date, so it was the best indicator.

### Credentialed Training Enrollment

Cohort	Enrolled in Credentialed Training
Pre-Waiver	61%
Post-Waiver	61%

Table 5

### Training Completion

Cohort	Completed Training
Pre-Waiver	67%
Post-Waiver	68%

Table 6

### Post-Secondary Credential Attainment

Cohort	Completed Training
Pre-Waiver	37%
Post-Waiver	40%

Table 7

Overall results indicate minimal to no negative impact from the waiver. The drop off in credential attainment is likely due to multiple factors<sup>9</sup>. Results support keeping the waiver in place.

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<sup>9</sup> These include a recovering economy where post-secondary education is disincentivized and considered less needed.



## Conclusion

The COVID-19 pandemic substantially impacted how Minnesotans live, shop, and work. Trends in the report card data set indicate a shifting, more diverse population. As DEED and its partners continue to serve those historically marginalized, attention must be paid to removing barriers to training enrollment. DEED and the Legislature should continue to work together to identify and eliminate potential barriers to workforce training and enrollment. In doing so, programs can continue to deliver high-quality services and aid in the strive for a stronger Minnesota Economy.

## Appendix A Cost Data from State Fiscal Year 2020 to 2022

Year	Program	Funds Expended	Cost Per Participant	Cost Per Credential	DEED Admin Percent	Provider Admin Percent
SFY20	AccessAbility	\$150,952.06	\$4,574.30	\$1,511.17	6%	8%
SFY21	AccessAbility	\$184,598.40	\$2,637.12	\$169.39	5%	10%
SFY22	AccessAbility	\$40,449.54	\$1,617.98	N/A	9%	0%
SFY20	American Indian OIC	\$867,897.74	\$3,981.18	\$973.07	4%	10%
SFY21	American Indian OIC	\$1,144,435.50	\$3,457.51	\$23.76	5%	9%
SFY22	American Indian OIC	\$1,041,359.15	\$4,285.43	N/A	5%	11%
SFY20	Avivo	\$250,000.00	\$3,846.15	\$44.03	5%	6%
SFY21	Avivo	\$250,000.00	\$5,555.56	N/A	5%	8%
SFY22	Avivo	\$43,500.00	\$2,718.75	N/A	75%	0%
SFY20	Better Futures	\$87,466.65	\$1,619.75	N/A	9%	10%
SFY21	Better Futures	\$212,533.35	\$2,724.79	N/A	4%	9%
SFY22	Better Futures	\$174,462.36	\$3,060.74	N/A	9%	9%
SFY20	Workforce Development Inc.	\$249,901.00	\$1,967.72	\$1,174.99	5%	4%

Year	Program	Funds Expended	Cost Per Participant	Cost Per Credential	DEED Admin Percent	Provider Admin Percent
SFY21	Workforce Development Inc.	\$250,099.00	\$1,984.91	N/A	5%	4%
SFY22	Workforce Development Inc.	\$267,406.00	\$1,065.36	\$153.66	9%	5%
SFY22	Center for Economic Inclusion	\$195,117.76	\$2,469.85	N/A	6%	4%
SFY20	Emerge	\$772,162.20	\$3,431.83	\$591.41	2%	12%
SFY21	Emerge	\$564,312.43	\$4,950.11	\$1,437.78	2%	6%
SFY22	Emerge	\$155,965.31	N/A	N/A	8%	9%
SFY22	Goodwill Easter Seals	\$91,000.00	\$1,750.00	N/A	27%	0%
SFY20	Hmong American Partnership	\$216,633.72	\$3,233.34	\$254.16	14%	16%
SFY21	Hmong American Partnership	\$623,839.20	\$2,888.14	\$1,138.60	5%	8%
SFY22	Hmong American Partnership	\$478,567.89	\$2,246.80	N/A	7%	5%
SFY20	Latino Economic	\$98,735.36	\$2,742.65	N/A	14%	7%

Year	Program	Funds Expended	Cost Per Participant	Cost Per Credential	DEED Admin Percent	Provider Admin Percent
	Development Center					
SFY21	Latino Economic Development Center	\$113,177.89	\$1,594.05	N/A	4%	10%
SFY22	Latino Economic Development Center	N/A	N/A	N/A	0%	0%
SFY20	Minnesota Diversified Industries	\$100,000.00	\$892.86	N/A	5%	10%
SFY21	Minnesota Diversified Industries	\$100,000.00	\$719.42	N/A	5%	10%
SFY22	Minnesota Diversified Industries	\$450,000.00	\$4,455.45	N/A	5%	10%
SFY20	Minneapolis Foundation	\$1,490,140.57	\$4,027.41	\$5,441.74	1%	9%
SFY21	Minneapolis Foundation	\$358,983.75	\$2,458.79	\$984.24	6%	9%
SFY22	Minneapolis Foundation	\$76,993.43	\$6,416.12	N/A	0%	9%

Year	Program	Funds Expended	Cost Per Participant	Cost Per Credential	DEED Admin Percent	Provider Admin Percent
SFY22	Northgate Development	\$606,842.21	\$40,456.15 <sup>10</sup>	N/A	21%	38%
SFY20	Northwest Indian CDC	\$78,917.05	\$181.42	N/A	6%	12%
SFY21	Northwest Indian CDC	\$81,865.51	\$191.72	N/A	6%	9%
SFY22	Northwest Indian CDC	\$51,080.97	\$429.25	N/A	23%	4%
SFY22	Project for Pride in Living	\$249,952.66	\$3,424.01	N/A	10%	18%
SFY20	Summit Academy OIC	\$1,091,103.92	\$2,160.60	\$1,927.77	6%	9%
SFY21	Summit Academy OIC	\$1,043,300.07	\$2,495.93	\$1,987.14	5%	9%
SFY22	Summit Academy OIC	\$1,372,465.16	N/A	N/A	5%	9%
SFY22	YMCA of the North	\$231,828.19	\$2,466.26	N/A	6%	12%
SFY20	YWCA of Minneapolis	\$116,231.51	\$3,141.39	\$1,744.93	5%	9%
SFY21	YWCA of Minneapolis	\$56,352.24	\$1,374.44	\$49.76	11%	9%

<sup>10</sup> Includes significant expenditures on capital that were not spent on participants.

Year	Program	Funds Expended	Cost Per Participant	Cost Per Credential	DEED Admin Percent	Provider Admin Percent
SFY22	YWCA of Minneapolis	\$139,401.67	\$2,733.37	N/A	5%	9%
SFY20	YWCA of St. Paul	\$171,991.21	\$3,127.11	\$1,567.95	19%	10%
SFY21	YWCA of St. Paul	\$129,464.57	\$4,794.98	\$415.98	5%	9%
SFY22	YWCA of St. Paul	\$11,765.32	\$5,882.66	N/A	64%	1%
SFY20	Adult Support Services	\$726,227.87	\$3,883.57	\$1,926.40	7%	9%
SFY21	Adult Support Services	\$1,056,589.43	\$3,746.77	\$2,345.34	4%	7%
SFY22	Adult Support Services	\$214,058.37	\$688.29	N/A	12%	6%
SFY22	African Immigrant Community Grant	\$275,262.88	\$2,646.76	N/A	18%	11%
SFY20	Minnesota Family Resiliency Partnership	\$1,377,384.83	\$1,706.80	\$ 11,520.78	9%	9%
SFY21	Minnesota Family Resiliency Partnership	\$1,134,215.55	\$2,073.52	\$3,349.29	7%	8%

Year	Program	Funds Expended	Cost Per Participant	Cost Per Credential	DEED Admin Percent	Provider Admin Percent
SFY22	Minnesota Family Resiliency Partnership	\$1,047,342.90	\$2,262.08	N/A	11%	9%
SFY20	Dislocated Worker	\$ 25,413,849.37	\$3,199.53	\$3,736.75	12%	8%
SFY21	Dislocated Worker	\$ 28,656,671.76	\$4,233.52	\$4,190.80	13%	8%
SFY22	Dislocated Worker	\$ 24,670,110.22	\$4,180.67	\$4,291.04	12%	9%
SFY20	Minnesota Tech Training Pilot	N/A	N/A	N/A	0%	0%
SFY21	Minnesota Tech Training Pilot	\$19,038.29	N/A	N/A	100%	0%
SFY22	Minnesota Tech Training Pilot	\$273,198.09	\$4,268.72	N/A	14%	5%
SFY20	Pathways to Prosperity	\$8,026,147.62	\$ 10,263.62	\$1,029.08	3%	11%
SFY21	Pathways to Prosperity	\$6,126,581.43	\$5,600.17	\$311.19	4%	8%
SFY22	Pathways to Prosperity	\$3,936,004.26	\$3,255.59	\$680.51	9%	8%

Year	Program	Funds Expended	Cost Per Participant	Cost Per Credential	DEED Admin Percent	Provider Admin Percent
SFY20	Southeast Asian Economic Relief Program	\$798,962.92	\$2,813.25	\$280.51	7%	8%
SFY21	Southeast Asian Economic Relief Program	\$908,573.77	\$2,625.94	\$293.21	5%	8%
SFY22	Southeast Asian Economic Relief Program	\$797,338.72	\$2,499.49	\$514.70	6%	8%
SFY20	Women in Nontraditional Jobs Program	\$639,772.26	\$3,534.65	\$397.90	6%	7%
SFY21	Women in Nontraditional Jobs Program	\$759,199.55	\$3,796.00	\$271.79	5%	9%
SFY22	Women in Nontraditional Jobs Program	\$567,910.65	\$3,360.42	N/A	7%	6%
SFY20	WIOA Adult	\$8,342,941.45	\$4,794.79	\$3,352.69	13%	8%
SFY21	WIOA Adult	\$7,620,941.76	\$4,987.53	\$3,779.32	11%	9%
SFY22	WIOA Adult	\$8,240,878.67	\$4,946.51	\$5,955.28	13%	8%



*Table 8*