Quarterly Report of WIA Youth Programs: July 1, 2004 thru June 30, 2005

Submitted by: The Connecticut Department of Labor and Staff to the Youth Committee of the Connecticut Employment and Training Commission

Date: September, 2005

Executive Summary

In March of 2003 the Connecticut Employment and Training Commission Youth Committee discussed a balanced scorecard reporting format to help the committee review performance of WIA-funded youth programs. The scorecard was also meant to give the Youth Committee a better understanding of the way the WIA youth programs are being implemented across the state. The balanced scorecard was designed to give a complete picture of a program, rather than focusing only on outcomes or activities. The four sections of the balanced scorecard are: 1) performance outcomes and progress, 2) program quality, 3) cost effectiveness, and 4) governance.

Performance outcomes include the traditional outcome measures associated with employment. There are also intermediate outcomes such as goal attainment for younger youth and the customer satisfaction measure. The **program quality** measures describe the people in the program, the quantity and types of services provided, and the length of time youth spend in the program. The **cost effectiveness** section currently contains only one measure, the cost per participant. This is the number that serves as a proxy for the program's efficiency, especially when combined with the outcome measures. Finally, there are the **governance measures**, which provide information on the structure of the system and the manner in which services are planned and delivered.

The sections are complementary. The outcomes tell us **what** the program has accomplished, while the program quality measures tell us **how** the program has managed to make those accomplishments. Comparing the two sections can suggest how different ways of running the program affect outcomes. For example, does keeping participants in the program longer lead to better or worse outcomes? The **cost effectiveness** is a gross estimate of the cost associated with serving each participant during a single program year. But, it does raise the obvious question of whether spending more per participant yields better outcomes. It also raises the more general question of what affects program costs. Finally, the **governance** information provides a context of how many local areas divide the total dollars and how they are structured to deliver services.

In providing a comprehensive picture, the balanced scorecard allows stakeholders and especially leadership to ask such questions as:

- Are the programs as implemented meeting both the intent and spirit of the law?
- Is the program meeting with success comparing outcomes to state goals, actual national performance, and best practices?
- Are there major variations in how the program is run in the local areas, and, if so, should there be further exploration to determine whether those variations suggest the need for improvements, indicate that the program is not meeting major policy goals, or are evidence of best practices?

The Connecticut Department of Labor has provided a range of information for three of the four parts of the balanced scorecard based on information collected through the WIA Business System, a data collection and case management software program implemented less than two years ago.

In the past program year, 589 youth exited compared to 785 youth exiters in the previous program year. The outcomes are listed with "the actual score attained" to the left of the slash and "the statewide goal" to the right of the slash (attained/goal). As evident from the outcomes section in particular, Connecticut has exceeded its annual goals by a substantial margin on all youth performance measures.

The other measures are only given as numbers attained, since there were no specific goals set for the measures in the other sections of the scorecard. Details and context for those measures are provided in the discussion of individual measures below. All program quality measures are based on exiters only, not total participants.

Balanced Scorecard: PY2004

Outcomes[1]		**Program Quality**	
YY Goal Attainment	82.0/80	YY Most common barrier	26.8 % Disabled
YY Diploma Rate	67.1/47	OY Most common barrier	36.7% Dropout
YY Retention Rate	84.5/62	YY More than 3 program elements	53.6.%
OY Entered Employment	75.3/66	OY More than 3 program elements	23.6%
OY Retention Rate	83.8/77	YY Basic skill deficient with help	77.5%
OY Employment & Credential Rate	52.8/45	OY Basic skill deficient with help	48.8%
OY Wage Change	$3,119/2,800	YY Received 1st qtr. follow-up	61.9%
Customer Satisfaction	N/A	OY Received 1st qtr. follow-up	55.1%
Cost Effectiveness[2]		**Governance**	
In-school Youth	$3,009		
Out-of-school Youth	$3,708	5 Youth Councils	
		Individual contractors deliver services	

[1] YY = Younger Youth and OY = Older Youth
[2] Cost per youth

Quarterly Report of WIA Youth Programs: The Most Recent Program Year

The data in this report is for the most recent program year, July 1, 2004 to June 30, 2005 with outcome data for exiters from different program periods, some as early as April 1, 2003 - March 31, 2004. The time periods for reporting vary due to differences in when data become available, especially employment outcomes. As a result, some measures are only available for earlier or partial time periods and are labeled as such. All data were provided by the Connecticut Department of Labor.

The data are organized into six sections. The first section, a longitudinal look at youth programs across the state is new to the report this quarter. Part of this section contains analyses conducted by Ronald Schack of The Charter Oak Group regarding the outcome data for WIA adult and youth programs. These graphic analyses, covering the third quarter of this program year, were presented in a partial report provided to the committee.

The analyses were used to prepare for performance negotiations with the Region 1 office of the US Department of Labor. Two aspects of these analyses are particularly useful to issues that have been the subject of discussion in previous quarterly reports. First, the youth outcomes are presented quarter by quarter over 11 quarters (from September 2001 to March 2004, providing a longitudinal view of youth performance. Second, the quarterly outcomes can be compared to the outcomes for adults that were conducted for the same time period. Dr. Schack's analyses in both areas are particularly useful in furthering our discussion of the possible relationships between contracting and youth outcomes.

The other part of the longitudinal section presents the outcomes over the past three years in the context of meeting state performance goals and the state's eligibility to be awarded a WIA incentive grant.

The second section provides context for the remaining sections by presenting information on who was served and what was spent. The remaining sections, three through six, provide detail on each of the four sections of the balanced score card: Outcomes, Cost Effectiveness, Program Quality and Governance.

Section One: Longitudinal Analyses of Youth Performance

As has been noted previously, youth workforce programs differ from most of the adult workforce programs in that the program services are generally delivered under contract to public and private non-profit organizations. Some vendors are school districts, some are private community-based organizations, and some are cities and towns. These contracts range from as little as $18,000 to a much as $400,000. Most of the contracts fall into the $40,000 to $75,000 range.

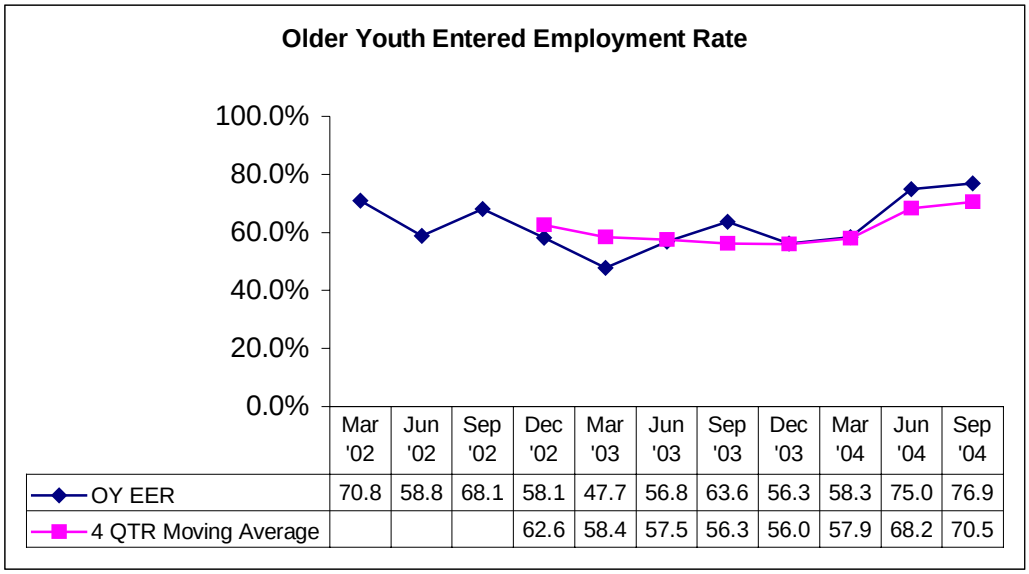
Anna Blanding from Voices for Children, after conducting a detailed analysis, reported on a number of notable characteristics in these contracts. Chief among those findings is the fact that contracts within each WIB tend to vary in the amount of detail provided and the degree to which they incorporate any of the suggested performance and accountability

enhancements recommended during the previous year's workshops with board staff. There were also significant variations in contract procedures across the five WIBs. Finally, very few contracts have the type of interim measures that would allow WIB staff to monitor contracts so that mid-course corrections or changes could be made to program activities that ensure more consistent success.

The longitudinal analyses are presented in their entirety for the older and younger youth. Sample analyses for adult programs are presented only for comparison purposes, but are representative of all of the patterns of outcome data for adults.

Each graph provides the rate for each quarter and the 4 quarter moving average as a means of seeing any increase or decrease in each rate over time. The moving average also helps to see whether the quarter by quarter performance is consistent or erratic. The bullets below each graph provide a brief analysis.

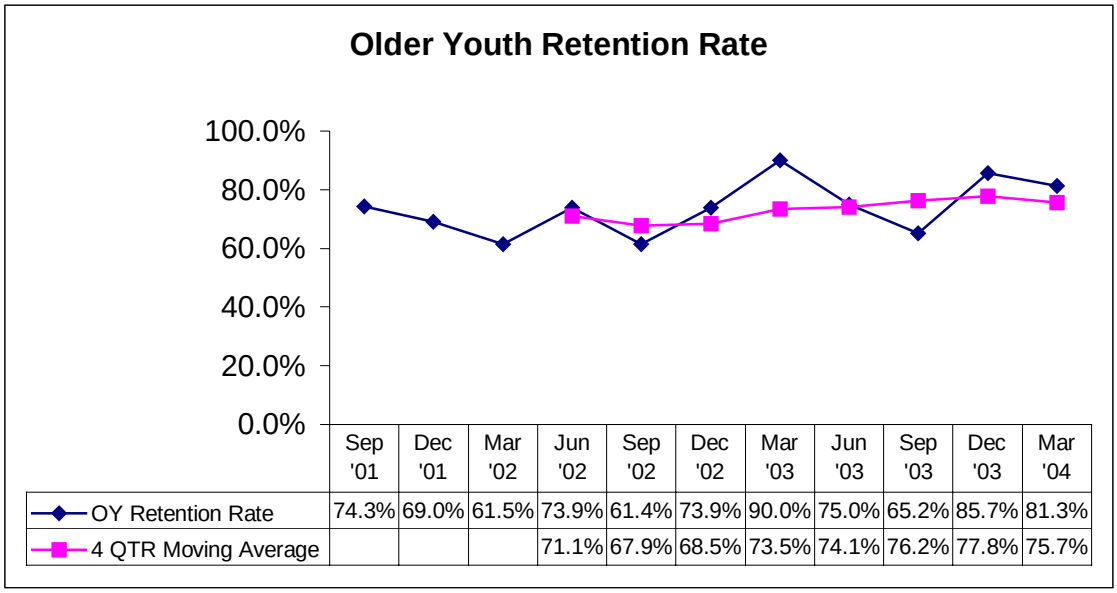
Older Youth Entered Employment Rate



	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04	Jun '04	Sep '04
OY EER	70.8	58.8	68.1	58.1	47.7	56.8	63.6	56.3	58.3	75.0	76.9
4 QTR Moving Average				62.6	58.4	57.5	56.3	56.0	57.9	68.2	70.5

- Performance has increased over last two quarters,
- Overall performance trend is somewhat erratic

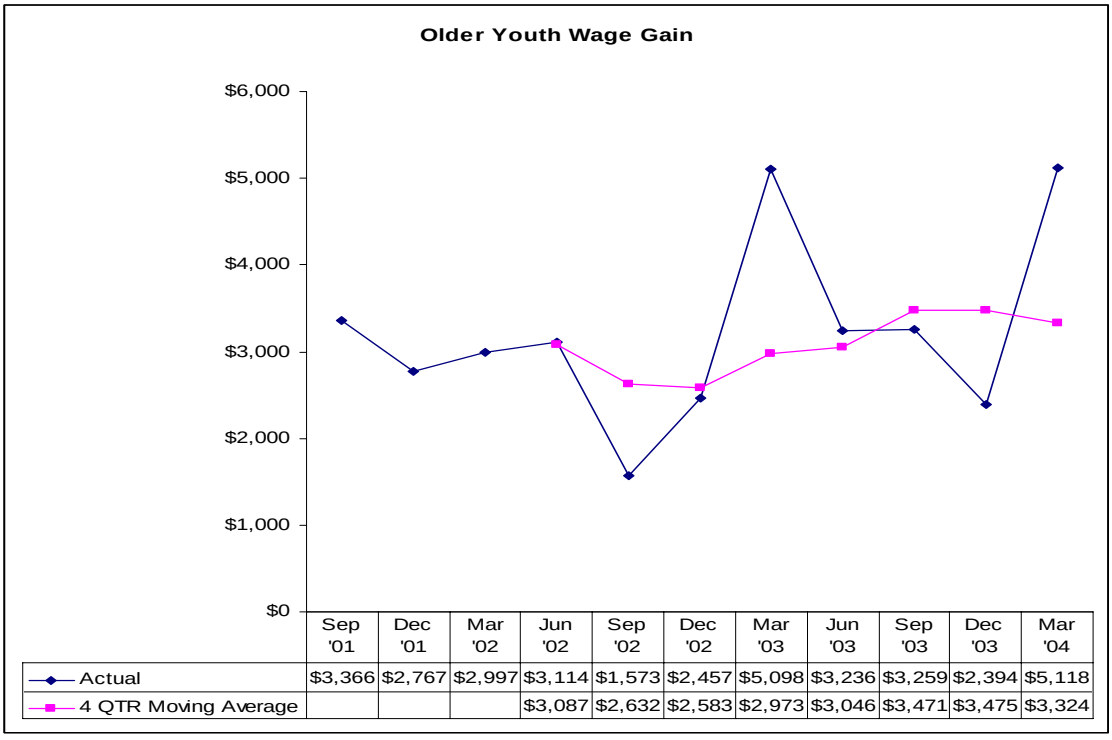
Older Youth Retention Rate



	Sep '01	Dec '01	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04
OY Retention Rate	74.3%	69.0%	61.5%	73.9%	61.4%	73.9%	90.0%	75.0%	65.2%	85.7%	81.3%
4 QTR Moving Average				71.1%	67.9%	68.5%	73.5%	74.1%	76.2%	77.8%	75.7%

- Erratic trend increases uncertainty

Older Youth Wage Gain[3]

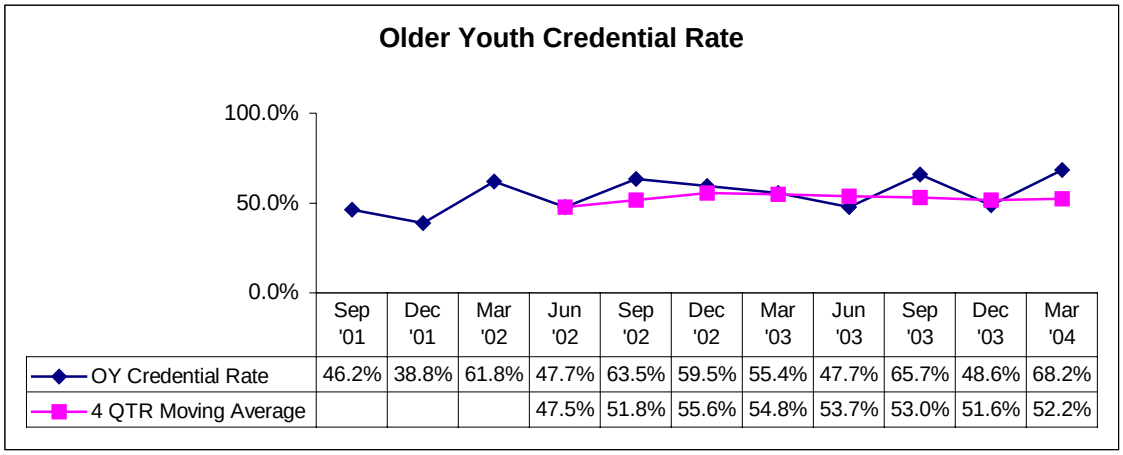


	Sep '01	Dec '01	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04
Actual	$3,366	$2,767	$2,997	$3,114	$1,573	$2,457	$5,098	$3,236	$3,259	$2,394	$5,118
4 QTR Moving Average				$3,087	$2,632	$2,583	$2,973	$3,046	$3,471	$3,475	$3,324

[3] Wage gains in dollars per quarter.

- Erratic trend increases uncertainty
- Decreasing percent of those unemployed at registration will make performance improvement more difficult

Older Youth Credential Rate

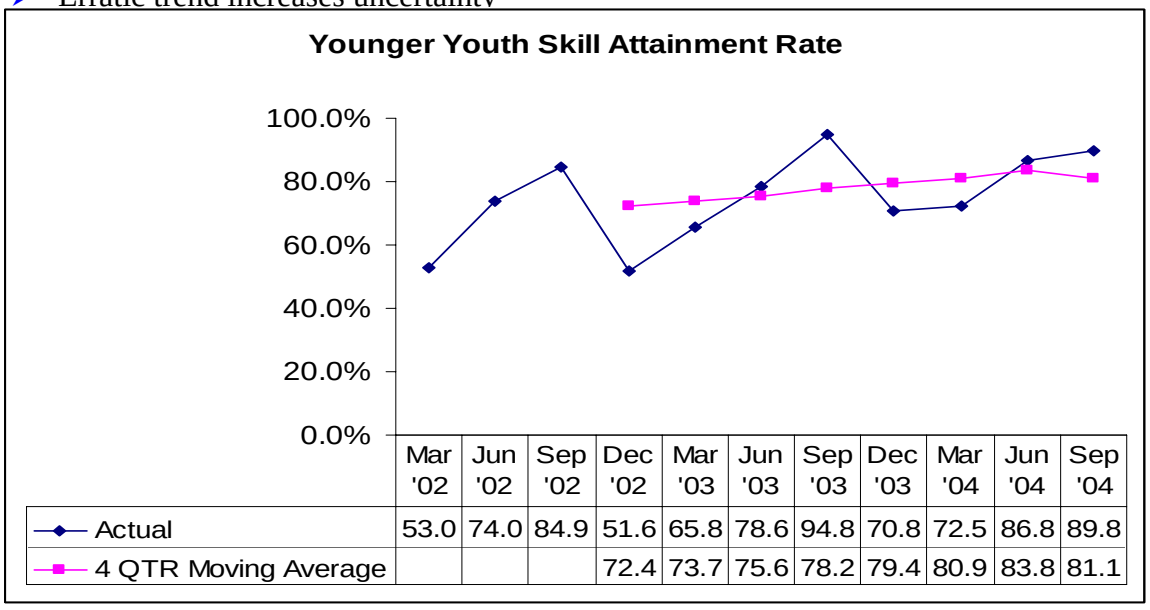


	Sep '01	Dec '01	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04
OY Credential Rate	46.2%	38.8%	61.8%	47.7%	63.5%	59.5%	55.4%	47.7%	65.7%	48.6%	68.2%
4 QTR Moving Average				47.5%	51.8%	55.6%	54.8%	53.7%	53.0%	51.6%	52.2%

- Erratic trend increases uncertainty

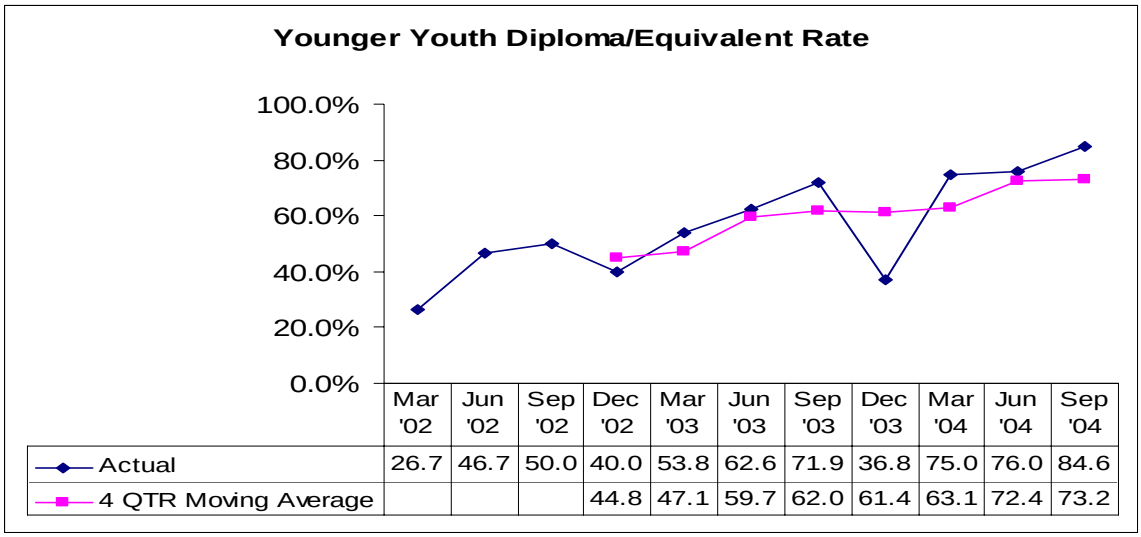
Younger Youth Skill Attainment Rate

- Erratic trend increases uncertainty



	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04	Jun '04	Sep '04
Actual	53.0	74.0	84.9	51.6	65.8	78.6	94.8	70.8	72.5	86.8	89.8
4 QTR Moving Average				72.4	73.7	75.6	78.2	79.4	80.9	83.8	81.1

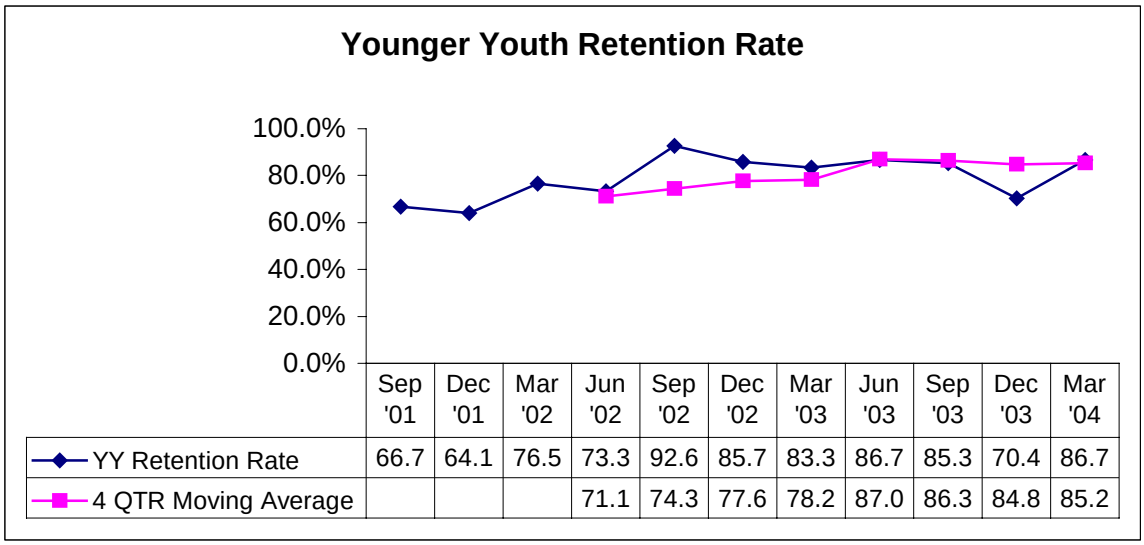
Younger Youth Diploma/Equivalent Rate



	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04	Jun '04	Sep '04
Actual	26.7	46.7	50.0	40.0	53.8	62.6	71.9	36.8	75.0	76.0	84.6
4 QTR Moving Average				44.8	47.1	59.7	62.0	61.4	63.1	72.4	73.2

- Consistently upward trend can be expected to flatten somewhat
- CT is serving an increasing percentage of youth deficient in literacy skills, this has negative effect on this measure

Younger Youth Retention Rate

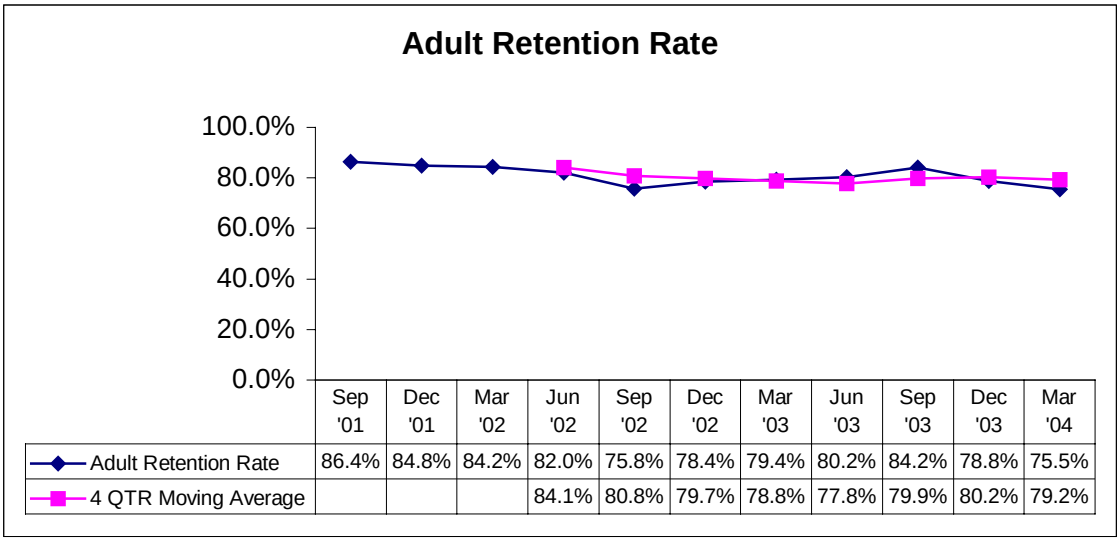


	Sep '01	Dec '01	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04
YY Retention Rate	66.7	64.1	76.5	73.3	92.6	85.7	83.3	86.7	85.3	70.4	86.7
4 QTR Moving Average				71.1	74.3	77.6	78.2	87.0	86.3	84.8	85.2

- Erratic trend increases uncertainty
- Most negative factors are actually deceasing in CT (e.g., dropout rate)
- This suggests some flexibility can be used in setting a target for this measure

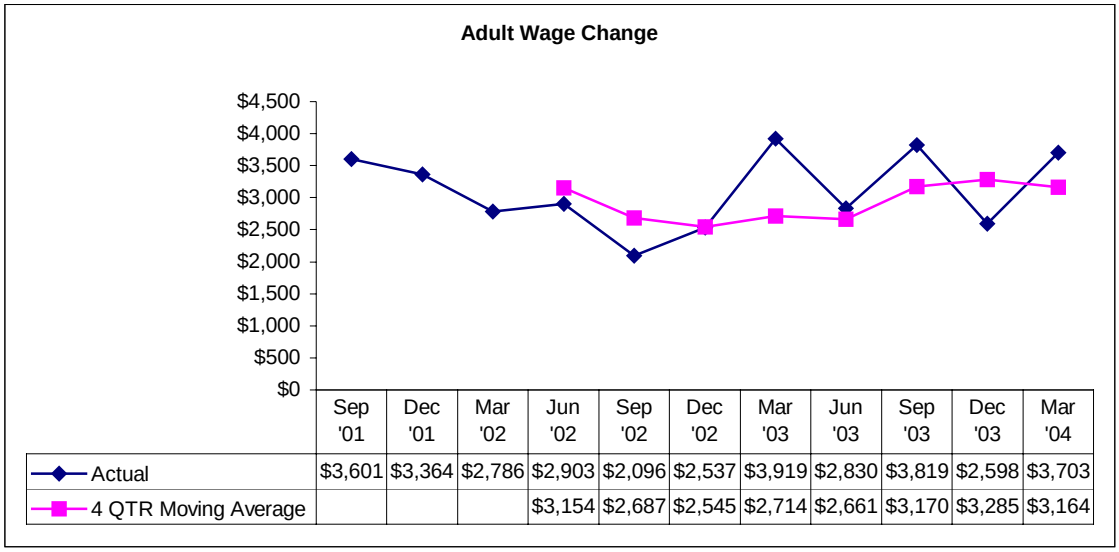
The sample of adult measures over the same time period show the greater stability over time compared to the trends in the youth measures.

Adult Retention Rate



	Sep '01	Dec '01	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04
Adult Retention Rate	86.4%	84.8%	84.2%	82.0%	75.8%	78.4%	79.4%	80.2%	84.2%	78.8%	75.5%
4 QTR Moving Average				84.1%	80.8%	79.7%	78.8%	77.8%	79.9%	80.2%	79.2%

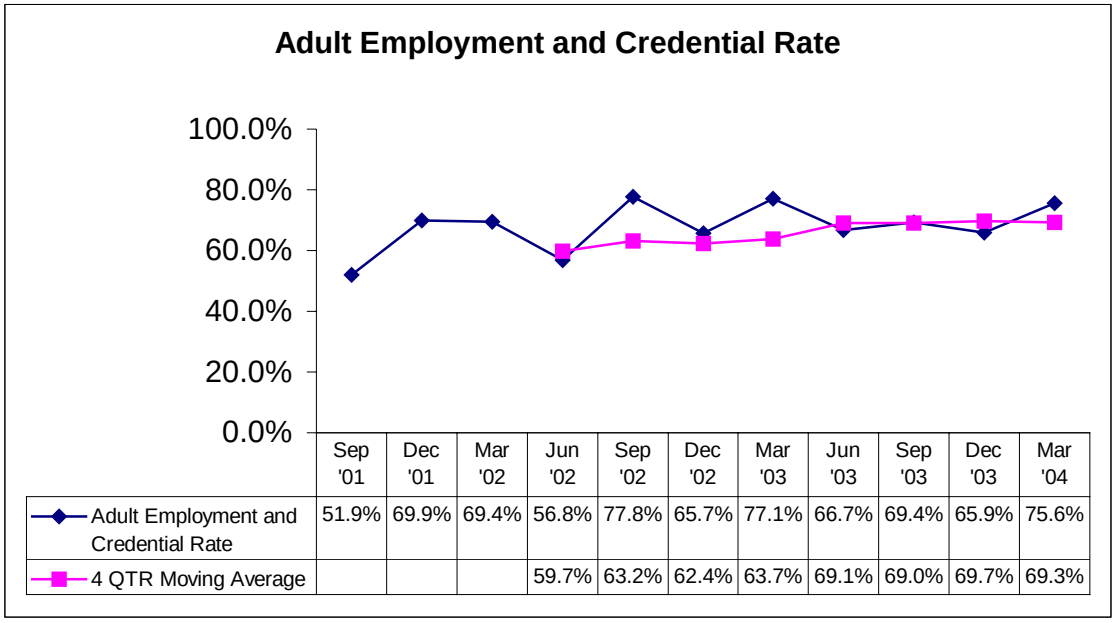
Adult Wage Change



	Sep '01	Dec '01	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04
Actual	$3,601	$3,364	$2,786	$2,903	$2,096	$2,537	$3,919	$2,830	$3,819	$2,598	$3,703
4 QTR Moving Average				$3,154	$2,687	$2,545	$2,714	$2,661	$3,170	$3,285	$3,164

- Somewhat erratic trend increases uncertainty

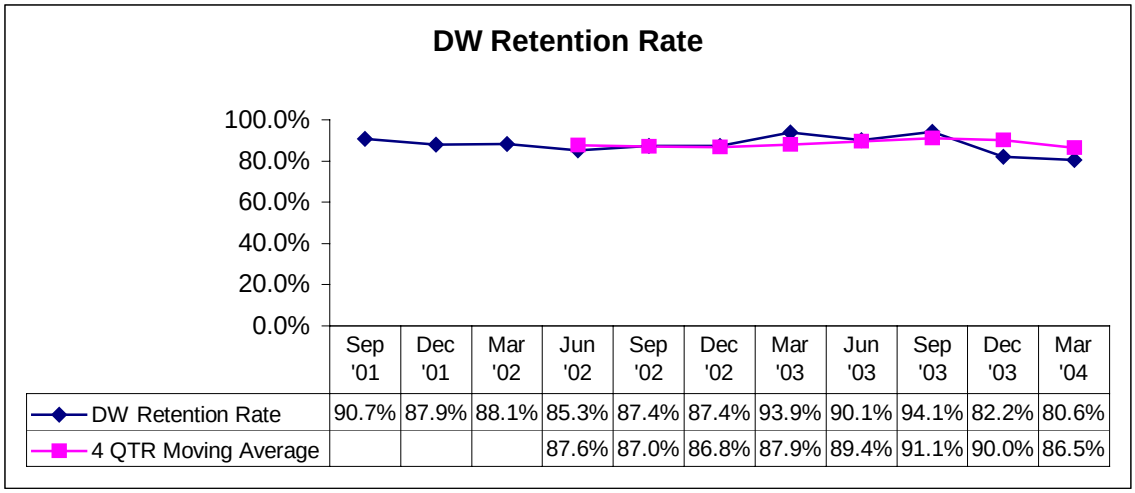
Adult Employment and Credential Rate



	Sep '01	Dec '01	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04
Adult Employment and Credential Rate	51.9%	69.9%	69.4%	56.8%	77.8%	65.7%	77.1%	66.7%	69.4%	65.9%	75.6%
4 QTR Moving Average				59.7%	63.2%	62.4%	63.7%	69.1%	69.0%	69.7%	69.3%

- Shows some inconsistency
- General trend slightly upward

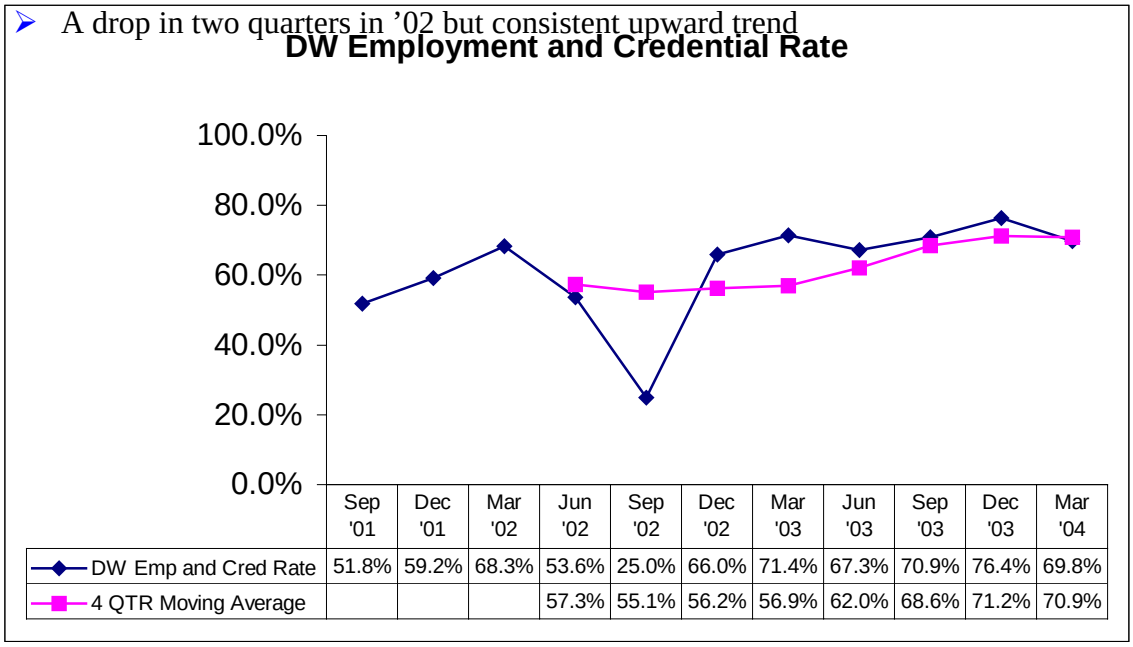
Dislocated Worker Retention Rate



	Sep '01	Dec '01	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04
DW Retention Rate	90.7%	87.9%	88.1%	85.3%	87.4%	87.4%	93.9%	90.1%	94.1%	82.2%	80.6%
4 QTR Moving Average				87.6%	87.0%	86.8%	87.9%	89.4%	91.1%	90.0%	86.5%

Dislocated Worker Employment and Credential Rate

- A drop in two quarters in ’02 but consistent upward trend



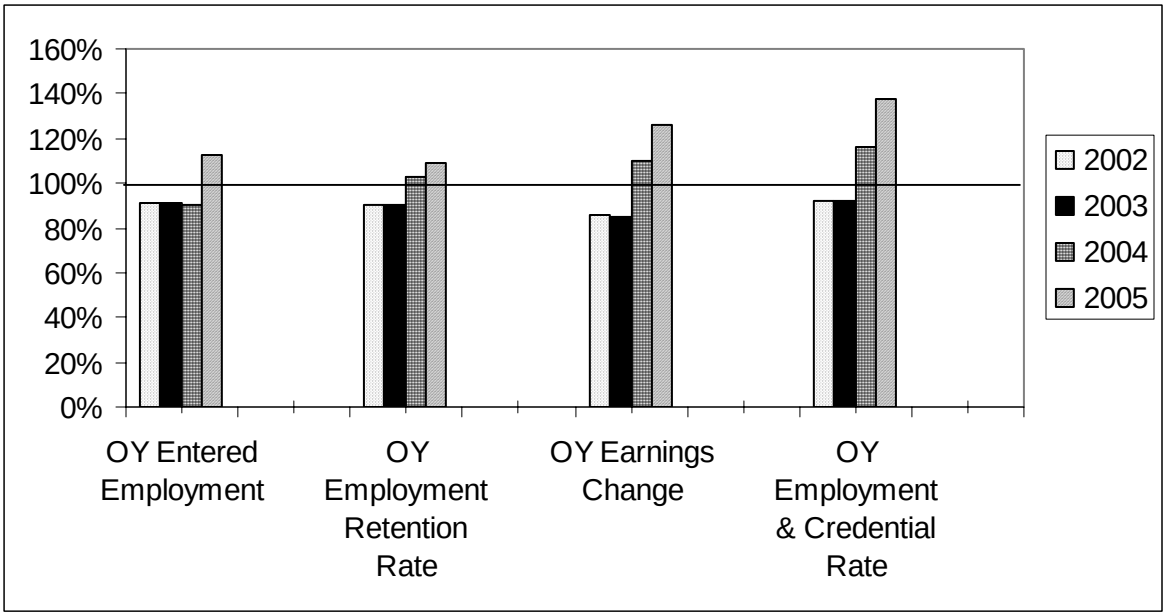
	Sep '01	Dec '01	Mar '02	Jun '02	Sep '02	Dec '02	Mar '03	Jun '03	Sep '03	Dec '03	Mar '04
DW Emp and Cred Rate	51.8%	59.2%	68.3%	53.6%	25.0%	66.0%	71.4%	67.3%	70.9%	76.4%	69.8%
4 QTR Moving Average				57.3%	55.1%	56.2%	56.9%	62.0%	68.6%	71.2%	70.9%

While some of the inconsistencies within individual youth measures are also evident in the adult measures, the adult and dislocated worker measures are not nearly as erratic as the younger and older youth measures. While a direct cause and effect relationship can not be shown between this erratic performance and contract quality, the two circumstances may be related and further discussions with the boards and their staff may be warranted.

Goal Attainment from PY2002 to PY2005

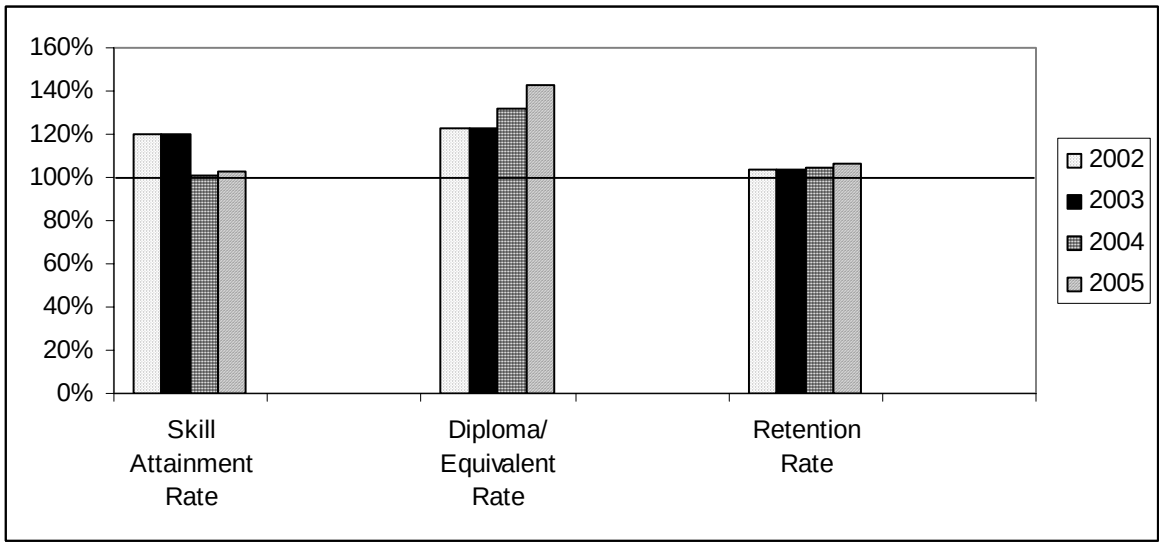
The two charts below present Connecticut's performance in relation to the seven youth measures over the past four year. A bar across the graph represents the 100 percent mark. As evident in the older youth graph, Connecticut failed to meet 100 percent of the negotiated levels for all four measures in the first two years. But, in the third year they exceeded their negotiated goal for all but the entered employment measures. And, in the current year they exceeded the negotiated goals on all of the measures.

Percent of Goal Attained for the Four Older Youth Measures, 2002-2005



The younger youth graph tells a story of less consistent progress. Regarding skill attainment, performance has actually dropped from the first two years. Diploma/equivalent rate performance has shown steady improvement in the past two years, and retention rate has remained somewhat the same. It should be noted however, that Connecticut has always met 100 percent of their negotiated goals on younger youth measures.

Percent of Goal Attained for Three Younger Youth Measures, 2002-2005



Section Two: Who was served and what was spent?

Three pieces of context information are provided below: the number of youth served during the program year, the number served who exited, and the expenditures made in serving these youth. The number served includes all youth who were certified for service even if they had not actually received a service at the time of the analysis.

During the current program year, 1530 youth received some services, 17.5 percent fewer than the previous program year when 1853 youth were served. The total youth expenditure for the year was $5,672,607 compared to $6,373,262 during the previous program year, an 11 percent drop.

Youth Participants Served (July 1, 2004 thru June 301, 2005)			
	Younger Youth	**Older Youth**	**Total**
East	149	66	215
North Central	402	121	523
Northwest	123	50	173
South Central	230	93	323
Southwest	162	134	296
Statewide	**1066**	**464**	**1530**

Below are the numbers of those served who exited the program during the period from July 1, 2004 to June 30, 2005. The 589 exiters represent 38.4 percent of participants. Last year (July 1, 2003-June 30, 2004), 785 youth exited, 42 percent of participants. This was a slightly higher percentage of exiters than in the current program year. However, most of the reduction in current year program participants seems to be a result of lower levels of recruitment affecting both the number of participants and the dollars expended.

	Younger Youth Exiters	Older Youth Exiters	Total Youth Exiters
East	76	28	104
North Central	139	25	164
Northwest	65	37	102
South Central	53	38	91
Southwest	57	71	128
Statewide	**390**	**199**	**589**

As noted in previous reports, younger youth tend to be the largest proportion of all youth served. The proportion of younger to older youth is exactly the same as last year. Except for the Northwest, each of the regions serves two or more times as many younger youth as they do older youth. Given the likelihood that the new WIA legislation will emphasize older youth over younger youth, the continued emphasis on younger youth in most of the state suggests a potentially difficult transition for the boards and current vendors under the likely mandates of new legislation.

Section Three: Efficiency

The figures in the table below include "carry forward" funds and exclude administrative dollars. "Carry forward" funds were not expended in the previous program year and were added to the PY2004 funds for expenditure during the current program year. In the period July 1, 2004 to June 30, 2005, the state spent over 5.5 million dollars providing services to 1,500 younger and older youth, approximately $800,000 less than last year.

All of the reduction was in the in-school youth programs. While the per in-school youth cost did not change, the number of youth served dropped from 1,152 in PY2004 to 878 in PY2005, a 24 percent reduction.

Expenditures for out-of-school youth programs actually increased somewhat by just over $100,000. Expenditures for out-of-school programs actually increased by over 10 percent, $500 per youth. The number of youth served dropped by only 7 percent from the previous year.

Expenditures Per Youth (July 1, 04 - June 30, 05) Includes Carry-over Funds but Excludes Administrative Expenditures				
		Expenditures	**Youth**	**Cost Per**
	East	$164,592	98	$1,680
	North Central	$1,122,279	364	$3,083
In-School	Northwest	$430,267	102	$4,218
	South Central	$472,958	188	$2,516
	Southwest	$451,467	126	$3,583
	Statewide	$2,641,563	878	$3,009

Expenditures Per Youth (July 1, 04 - June 30, 05) Includes Carry-over Funds but Excludes Administrative Expenditures				
		Expenditures	**Youth**	**Cost Per**
	East	$528,604	117	$4,518
	North Central	$658,780	159	$4,143
Out-of-School	Northwest	$370,273	71	$5,215
	South Central	$652,210	135	$4,831
	Southwest	$821,177	170	$4,830
	Statewide	$3,031,044	**652**	$4,649
Total Youth		**$5,672,607**	**1,530**	**$3,708**

Since the dollars available are fixed by the federal and state allocation procedures for each area, there are at least five factors that can affect the expenditure rate:

1. The number of youth a region decides to serve
2. The cost of youth services that can be purchased (the negotiated cost from the vendor)
3. The amount of service a participant receives before exiting
4. The length of time a participant receives services before exiting
5. The variation in cost among the types of services being purchased

While the above list is not exhaustive, it does indicate the directions that can be explored to increase understanding of these variations. An analysis of the contract details would be the only means of determining which of these factors is more important.

The out-of-school youth per participant costs are significantly higher than costs for in-school youth; in-school expenditures are somewhat less than half of the expenditures for out-of-school youth. In the last two program years, the average expenditure for out-of-school youth has increased by $500 in each of the two years. One difference in this program year compared to last is a more uniform rate of expenditure for out-of-school youth across the five regions. In the previous program year, expenditures per participant ranged from $2,615 to $6991, a spread of more than $4,000. In the current year, the range is from $4,143 to $5,215, a little more than a $1,000 spread. Thus, there has been an increasing amount of money spent per youth in out-of-school programs, and an emerging consensus among the regions on the average per participant amount.

Given the context of the number served and the expenditures per youth, below are the outcomes for younger and older youth.

Section Four: Outcomes for Younger Youth

Data for outcomes in this report are for April 1, 2004 thru March 31, 2005. The outcomes in previous report covered the period from April 1, 2003 thru March 31, 2004. The younger youth negotiated performance goals for PY2004-PY2005 were the same as those in the previous reporting period. Since 2003 was the last year of negotiated measures, the 2003 levels were carried forward to 2004 and 2005.

The statewide negotiated level for the skill attainment rate was 80 percent; for the diploma/equivalent rate the level was 47 percent; and for the retention rate the level was 62 percent. The tables below present the most recent, year-long results for the five regions and the state. Younger youth results for the state were substantially better than for the previous year and exceeded all goals by substantial amounts. All of the regions except the Southwest also exceeded their individual goals. In fact, Southwest failed to meet two of its three younger youth goals by more than 20 percent. This was also the second year for which Southwest's performance has been lower than the other regions. Overall, however, this is the best statewide performance since the beginning of WIA as well as the best individual performance for most of the individual regions.

Diploma/Equivalent Rate (Younger Youth Exiters April 1, 2004 thru March 31, 2005)					
	Attained GED	**No Diploma at Registration**	**% Attained**	**Goal**	**% of Goal**
East	38	45	84.4%	48%	**176%**
North Central	55	100	55.0%	45%	**122%**
Northwest	38	41	92.7%	47%	**197%**
South Central	27	30	90.0%	50%	**180%**
Southwest	1	21	4.8%	45%	**11%**
Statewide	**159**	**237**	**67.1%**	47%	**143%**

Younger Youth Skill Attainment Rate (April 1, 2004 thru March 31, 2005)					
	Attained Goal	**# of Goals Set**	**% Goals Attained**	**Goal**	**% of Goal**
East	36	50	72.0%	80%	**90%**
North Central	365	411	88.8%	82%	**108%**
Northwest	187	220	85.0%	80%	**106%**
South Central	152	162	93.8%	82%	**114%**
Southwest	2	24	8.3%	78%	**11%**
Statewide	**742**	**867**	**79.8%**	80%	**100%**

Younger Youth Retention Rate (Younger Youth Exiters April 1, 2003 thru March 31, 2004)					
	Youth Reten.	**Exiters**	**% Retained**	**Goal**	**% of Goal**
East	34	39	87.2%	62%	**141%**
North Central	124	149	83.2%	60%	**139%**
Northwest	60	61	98.4%	62%	**159%**
South Central	53	62	85.5%	62%	**138%**
Southwest	18	31	58.1%	60%	**97%**
Statewide	**289**	**342**	**84.5%**	62%	**136%**

Section 4: Outcomes for Older Youth

The outcomes data available for the current program year show that the state not only exceeded its goals for all four measures, but also that four of the five regions also exceeded their goals. There are a few exceptions, however. Southwest failed to meet even 80 percent of its entered employment rate goal and employment and credential rate goal. Northwest failed to meet 80 percent of its employment retention goal and wage change goal. These two regions have clearly had substantial problems. The problems in both regions are compounded by the small number of exiters in these two programs.

Older Youth Entered Employment (Exiters From Oct 1, 2003 thru Sep 30, 2004)					
	Entered Employment	**Exiters**	**% Entered Employment**	**Goal**	**% of Goal**
East	16	20	80.0%	67%	**119%**
North Central	53	72	73.6%	66%	**112%**
Northwest	17	23	73.9%	68%	**109%**
South Central	35	44	79.5%	65%	**122%**
Southwest	1	3	33.3%	66%	**51%**
Statewide	**122**	**162**	**75.3%**	66%	**114%**

Older Youth Employment Retention Rate (Exiters From Apr 1, 2003 thru Mar 31, 2004)					
	Exiters	**Retained Employment**	**% Retained Emmployment**	**Goal**	**% of Goal**
East	18	17	94.4%	77%	**123%**
North Central	50	43	86.0%	77%	**112%**
Northwest	15	9	60.0%	77%	**78%**
South Central	34	30	88.2%	70%	**126%**
Southwest	31	25	80.6%	77%	**105%**
Statewide	**148**	**124**	**83.8%**	77%	**109%**

Older Youth Employment & Credential Rate (Exiters From Oct 1, 2003 thru Sep 30, 2004)					
	Exiters	**Credential & Employment**	**% Employed with Credential**	**Goal**	**% of Goal**
East	30	21	70.0%	45%	**156%**
North Central	90	50	55.6%	44%	**126%**
Northwest	26	13	50.0%	47%	**106%**
South Central	57	43	75.4%	45%	**168%**
Southwest	3	1	33.3%	45%	**74%**
Statewide	**206**	**128**	**62.1%**	45%	**138%**

Wage Change (Older Youth Exiters April 1, 2003 thru March 31, 2004)					
	Wage Change	**Exiters**	**Average Gain**	**Goal**	**% of Goal**
East	$68,474	18	$3,804	$2,900	**131%**
North Central	$178,808	50	$3,576	$3,000	**119%**
Northwest	$13,319	15	$888	$2,800	**32%**
South Central	$129,955	34	$3,822	$2,400	**159%**
Southwest	$132,522	31	$4,275	$2,800	**153%**
Statewide	**$523,078**	**148**	**$3,534**	$2,800	**126%**

Despite the failures in the two regions noted above, the state's overall performance is higher than it was in any of the previous years, mirroring the high performance of the younger youth portion of the program.

Customer Satisfaction [Not Available for this Period]

Section Five: Program Quality

The characteristics of all who exited from the younger and older youth programs from July 1, 2004 and June 30, 2005 are provided below. The first major characteristic is whether the participants are enrolled in school at the time of registration. Local areas are required to spend at least 30 percent of their youth budget for out-of-school youth. This requirement is written into the WIA legislation to ensure, in part, that this difficult to serve group receives at least a minimum proportion of program resources. The proportion of out-of-school youth varies widely among the regions with North Central serving the lowest percentage of out-of-school youth, just 30 percent. However, this is a substantial increase for North Central from previous reporting periods when they had only 12 percent out-of-school youth. Since out-of-school youth programs cost more per participant (see table on page 13), all of the regions are spending more than the required 30 percent of their budgets on out-of-school programming.

Youth Participants (July 1, 2004thru June 30, 2005			
	Total Youth Exiters	**In School Youth**	**Out of School Youth**
East	**215**	98(46)	117(54)
North Central	**523**	364(70)	159(30)
Northwest	**173**	102(59)	71(41)
South Central	**323**	188(58)	135(42)
Southwest	**296**	126(43)	170(57)
Statewide	**1,530**	**878(57)**	**652(43)**

Younger youth, as in the past, are about equally divided between males and females. Older youths, in previous years, are about twice as likely to be female than male. This is true this year as well with one exception. South Central actually had almost twice as many males as females in their older youth group. As in previous years, younger youth are evenly divided between males and females. The imbalance in older youth may be due, in part, to the fact that older youth are more difficult to recruit than younger youth and male older youths are

more difficult to recruit than females. Given this year's experience in South Central it might be valuable to determine what was different in this area and how it affected programming.

Gender		Male	Female
	East	8	20
	North Central	7	18
Older Youth	Northwest	14	23
	South Central	25	13
	Southwest	20	51
	Statewide	**74**	**125**

Gender		Male	Female
	East	38	38
	North Central	77	62
Younger Youth	Northwest	35	30
	South Central	24	29
	Southwest	21	36
	Statewide	**195**	**195**
Total Youth		**269**	**320**

Race and Ethnicity

Last program year, exiters were nearly evenly divided into White, Black and Hispanic across both older and younger youth categories. This year Black youth predominate among older youth exiters, making up more than 50 percent of all older youth exiters. Blacks make up 12 percent of the Connecticut population under 18 while Hispanics make up 14 percent of under 18 youths. Therefore, Black youth are disproportionately represented among older youth in the programs. Hispanic youth are a smaller proportion of those exiting compared to the last reporting period, although they make up a larger proportion of exiters than their proportion in the population at large.

Race/Ethnicity		White	Black	Hispanic	Asian	Native Am/Haw	Pac. Island
	East	14	9	3	0	0	0
	North Central	4	13	9	0	0	0
Older Youth	Northwest	11	14	12	0	0	0
	South Central	5	24	9	1	0	0
	Southwest	10	48	16	1	0	0
	Statewide	**44(22)**	**108(54)**	**49(25)**	**2(1)**	**0**	**0**

Race/Ethnicity		White	Black	Hispanic	Asian	Native Am/Haw	Pac. Island
	East	57	2	15	1	1	1
	North Central	69	26	48	2	2	0
Younger Youth	Northwest	34	7	24	1	0	0
	South Central	8	29	16	0	2	2
	Southwest	9	26	19	0	0	0
	Statewide	**177(45)**	**90(23)**	**122(31)**	**4(1)**	**5(1)**	**3(1)**
Total Youth		**221**	**198**	**171**	**6**	**5**	**3**

Younger youth show a different ethnic/racial pattern. Whites are the single largest group, nearly double the percentage of blacks. And, while whites make up only 22 percent of the older youth exiters, they make up 45 percent of the younger youth exiters. Hispanics are a slightly larger proportion of younger youth than older youth.

Ages are widely distributed from 14 to 21. However, as evident from the table below, in-school youth are younger than out-of-school youth with only a handful over the age of 18. Meanwhile, in the out-of-school group about 5 percent are under the age of 18 but most are 18 to 21.

Age At Registration		14	15	16	17	18	19	20	21
	East	5	8	17	15	4	1	1	1
	North Central	29	32	33	20	8	1	0	0
In School	Northwest	18	21	6	6	0	1	1	0
	South Central	10	10	10	5	5	0	0	0
	Southwest	1	7	12	12	2	2	1	0
	Statewide	**63**	**78**	**78**	**58**	**19**	**5**	**3**	**1**
	East	0	0	7	8	12	12	3	11
	North Central	0	0	2	4	11	7	8	9
Out Of School	Northwest	0	1	0	1	12	17	10	7
	South Central	0	0	1	7	5	8	19	10
	Southwest	0	0	0	4	19	26	22	19
	Statewide	**0**	**1**	**10**	**24**	**59**	**70**	**62**	**56**
Total Youth		**63**	**79**	**88**	**82**	**78**	**75**	**65**	**57**

Special Groups

There are several possible groups of special interest because, beyond their special group identity, they are often among those most in need as defined by Workforce Investment Act. Below are the number and percentages of foster children who were served in the younger youth portion of WIA in Connecticut. Last year nearly 7 percent of younger youth were foster children. This year only 4 percent were. This seems to be due primarily to significantly smaller proportion of foster children in North Central and Southwest.

YY Foster Children July 1, 2004—June 30, 2005	
East	2(03)[5]
North Central	6(04)
Northwest	3(05)
South Central	3(06)
Southwest	3(05)
Statewide	**17(04)**

YY Foster Children July 1, 2003-June 30, 2004	
East	1(01)[4]
North Central	28(14)
Northwest	3(03)
South Central	2(02)
Southwest	9(13)
Statewide	**43(07)**

Other Special Groups

There are a number of other characteristics associated with young people that can be barriers to employment and educational success. These characteristics, in addition to poverty, define those most in need. The legislation encourages the programs to serve the most in need. Along with a youth being in foster care, these circumstances listed below describe additional characteristics of those most in need of program services. It should be noted that the most common barrier, literacy skill deficiency, is discussed later in this report.

Fifty-five percent of the youth exiters had one of the barriers listed below. This is a reduction of 5 percentage points from the previous program year. As evident from the table, there are three barriers that predominate among the 589 youth exiters. Twenty-two percent of youth exiters had dropped out of school, a similar percentage to that recorded for the previous program year. Twenty-one percent had some type of disability, and seven percent of all youth exiters were offenders, a substantially lower percentage than for youth in the previous program year. Overall, the percentage of youth with barriers is similar to the percentage in the previous reporting period.

Youth Exiters Who Had These Barriers At Registration						
		Offender	**Parenting Youth**	**Runaway**	**Dropout**	**Disability**
	East	6	2	0	13	1
	North Central	1	1	1	7	1
Older Youth	Northwest	5	0	0	10	7
	South Central	9	2	2	19	4

[4] Percent given in parentheses
[5] Percent given in parentheses

	Southwest	1	8	0	24	6
	Statewide	**22**	**13**	**3**	**73**	**19**
Youth Exiters Who Had These Barriers At Registration						
	East	4	0	4	26	17
	North Central	9	0	0	10	45
Younger Youth	Northwest	3	0	0	8	21
	South Central	3	0	0	7	10
	Southwest	3	3	0	7	14
	Statewide	**22**	**3**	**4**	**58**	**107**
Total Youth		**44**	**16**	**7**	**131**	**126**

In addition to serving those most in need, one of the major principles of service delivery in WIA is defined by the 10 program elements:

1. Tutoring, study skills training and instruction leading to completion of secondary school, including dropout prevention
2. Alternative secondary school services
3. Summer employment opportunities directly linked to academic and occupational learning
4. Paid and unpaid work experiences
5. Occupational skills training
6. Leadership development opportunities
7. Support services
8. Adult mentoring
9. Follow-up services for not less than 12 months
10. Comprehensive guidance and counseling

The WIA youth program is based on the principle that the 10 program elements should be available to all youth, depending on the individual's needs. Availability of the program elements is required in order to assure that youth receive the array of services that match the needs identified in the individual plan that each young person develops in conjunction with a counselor upon entry into the program.[6] The table below presents the number of WIA youth who have received different numbers of program elements at the time of exit.

Number of Activities for Exiters (July 1, 2004 thru June 30, 2005)									
# of Activity Elements Taken		**1 Element**	**2 Elements**	**3 Elem.**	**4 Elem.**	**5**	**6**	**7+**	**Aver**
	East	8	16	4	0	0	0	0	1.9
	North Central	0	12	4	0	0	6	3	3.8
Older Youth	Northwest	1	1	25	4	4	0	0	3.3
	South Central	4	7	26	1	0	0	0	2.6
	Southwest	3	15	21	10	8	4	7	3.7
	Statewide	**16**	**51**	**80**	**15**	**12**	**10**	**10**	**3.2**

[6] The school's individual development plan for an in-school youth may be used rather than develop a whole new plan.

# of Activity Elements Taken		1 Element	2 Elements	3 Elem.	4 Elem.	5	6	7+	Aver
	East	14	38	19	5	0	0	0	2.2
	North Central	8	31	16	15	21	27	20	4.3
Younger Youth	Northwest	0	0	2	6	56	1	0	4.9
	South Central	8	9	13	4	2	16	1	3.7
	Southwest	3	6	8	30	2	5	3	3.9
	Statewide	**33**	**84**	**58**	**60**	**81**	**49**	**24**	**3.8**
Total Youth		**49**	**135**	**138**	**75**	**93**	**59**	**34**	**3.6**

Older youth receive an average of 3 services during the course of participation compared to 3.8 for younger youth. A substantial number of both groups receive less than this. A third of the older youth receive only 1 or 2 program elements. While the number of elements is based on the student needs, a substantial minority (33 percent) receive a limited array of services. The older and younger youth served in the East receive on average substantially fewer service elements than youth in the other regions.

Younger youth received more program elements on average than did older youth. However, nearly a third had only 1 or 3 program elements. The reason for the low number of services may be due to under reporting. Another reason for the low numbers is that some youth services may be delivered through a local partner without the expenditure of WIA funds and are not recorded for that reason. While the delivery of such services can be reported, there is no reporting requirement from the US Department of Labor, and so some services may not be reported.

Basic Skills

Lack of basic skills in reading and math is one of the most common barriers participants face to the successful completion of high school and to successful entry into the workforce. The table below shows the number of younger and older youth deficient in basic skills at the time of registration. The last two rows show the number and percentage of youth receiving occupational skills training. There is currently some uncertainty over whether occupational skills training that may have a basic skills component is an appropriate means of directly addressing basic skills deficiencies for youth. As is evident from the table, adding those youth receiving occupational skills to those in Basic Skills Activities increases the percentage of basic skill deficient youth whose deficiency is being addressed. This assumes, however, that basic skills are a significant part of the occupational skills training. This assumption can not be made without in-depth analysis of the individual curricula being used in the different regions. As with the reporting of the number of WIA activities (see table above), there may be some under reporting of basic skills activities if the associated services (e.g., GED preparation) are being provided through a partner where no WIA funds are used.

The tables below present the basic skills data for both older and younger youth. The overall percentage of those involved in explicit basic skills remediation is somewhat lower than the percentage reported for the last program year. The percentage in any activity supposed to address basic skills (when including occupational skills) is also somewhat lower than the percent reported previously. Looking beyond the downward trend statewide, the Northwest and South Central made some improvement in the percent whose needs were addressed over last year's results, whereas the East, North Central declined, and Southwest stayed about the same.

Basic Skills Deficient Youth who enrolled in Tutoring, Alternate School or Summer Work						
		Deficient At Registration	**# in Basic Skills Activities**	**% Addressed**	**With Occ Skills**	
	East	63(83)[7]	38	60.3%	43	68%
	North Central	123(88)	95	77.2%	107	87%
Younger Youth	Northwest	51(78)	51	100.0%	51	100%
	South Central	51(96)	46	90.2%	51	100%
	Southwest	54(95)	35	64.8%	45	83%
	Statewide	**342(88)**	**265**	**77.5%**	**297**	**87%**
Total Youth		**512**	**348**	**68.0%**	**452**	**88%**

Older youth are nearly as likely to be basic skills deficient as are younger youth. Although they are less likely than younger youth to have their deficiencies addressed directly, they are actually more likely to have the deficiency addressed in some manner (the largest percentage have basic skills addressed as a part of occupational skill training. Given the stronger emphasis on employment for older youth, that difference is not unexpected.

Basic Skills Deficient Youth who enrolled in Tutoring, Alternate School or Summer Work						
		Deficient At Registration	**# in Basic Skills Activities**	**% Addressed**	**With Occ Skills**	
	East	17(61)[8]	5	29.4%	13	76%
	North Central	23(92)	9	39.1%	19	83%
Older Youth	Northwest	28(76)	11	39.3%	25	89%
	South Central	36(95)	21	58.3%	36	100%
	Southwest	66(92)	37	56.1%	62	94%
	Statewide	**170(85)**	**83**	**48.8%**	**155**	**91%**
Total Youth		**512**	**348**	**68.0%**	**452**	**88%**

Duration of Youth in Programs Before Exiting (figures indicate the percentage of youth spending different lengths of time in the program before exit, except for the figures in the last column which are the average number of months in the program before exiting)

[7] Percent of all exiters at registration in parentheses.
[8] Percent in parentheses.

Months in Program Before Exit		0 - 6	7 - 12	13 - 18	19 - 24	25 - 36	>36	Average Months
	East	36	21	11	4	14	14	16
	North Central	12	24	36	24	4	0	14
Older Youth	Northwest	69	31	0	0	0	0	5
	South Central	58	34	3	5	0	0	6
	Southwest	30	18	25	4	18	3	14
	Statewide	**41**	**25**	**16**	**6**	**9**	**3**	**11**
	East	17	37	17	8	4	17	17
	North Central	8	30	26	20	10	6	18
Younger Youth	Northwest	15	29	3	17	18	17	22
	South Central	64	21	6	4	4	2	8
	Southwest	19	14	28	5	30	3	18
	Statewide	**20**	**28**	**18**	**13**	**12**	**9**	**16**
Total Youth		**27**	**27**	**17**	**11**	**11**	**7**	**15**

The table above indicates the length of time young in a program before exiting. Over 50 percent of youth are in a program for a year or less.[9] Generally, older youth are in the program an average of 11 months, much less time than younger youth who are in their programs an average of 16 months. South Central is very different from the other regions serving younger youth in that the average duration is less than half the time given to younger youth in other programs. Among older youth programs, Northwest and South Central have very low durations for older youth compared to the rest of the regions. However, there does not seem to be a direct relationship with performance on outcome measures.

Length of tenure in the program may also be an important issue to consider if there is the expectation that youth who are basic skills deficient will be helped to make progress in the remediation of those skills. Since younger youth are still in school and may therefore have additional opportunities to address basic skill deficiencies, it is primarily older youth who are of concern. First, older youth are less likely to receive explicit remediation services; those services are most often rolled into any occupational skills training. Second, by remaining in the program for less time than younger youth, older youth may not have the time to make substantial progress on basic skills. There is no way currently to determine what progress has been made, however, since post-tests are not administered to older youth to determine the level of improvements in basic skills they have made.

Follow-up Services

Follow-up services are considered essential to sustaining the program outcomes achieved at the time a young person exits the program. Follow-up is also a required activity for one year from the time of program exit. The purpose of follow-up is to ensure that the younger youth is staying in school and/or employment. The purpose for older youth is usually to

[9] There are not comparisons to last year because the information was broken out by in-school and out-of-school last year.

ensure that they are staying in school or at work and, if there are any barriers to doing so, help the older youth to overcome the barrier and succeed.

The table below shows that about half of older youth and 66 percent of younger youth received the 1st quarter .follow-up. Nonetheless, statewide retention was high (84 percent for older youth and nearly 85 percent for younger youth), exceeding the negotiated goal. This suggests that either the low follow-up rate is not important to retention or retention rates were high by chance during the most recent period.

Follow Up For Youth Exiters From July 1, 2004 to June 30, 2005			
		Exiters	**Recv'd 1Qtr Follow-Up**
	East	14	8
	North Central	12	10
Older Youth	Northwest	23	21
	South Central	23	20
	Southwest	35	0
	Statewide	**107**	**59**
	East	30	19
	North Central	53	48
Younger Youth	Northwest	21	19
	South Central	41	34
	Southwest	37	0
	Statewide	**182**	**120**
Total Youth		**289**	**179**

Section Six: Governance

The Connecticut Department of Labor is the overall administrative entity for the Workforce Investment Act funds that come to the state, including those for youth programming. The youth programs are administered locally by the five workforce boards. This is a change from a little over a year ago when there were eight workforce boards, so this will be the second full year for the smaller number of reconfigured boards. The other aspect of governance is the youth councils, five of which advise the boards on the needs of youth in the communities being served.

Another element of governance specific to the youth program is the fact that 30 percent of youth dollars are required by law to be spent on out-of-school youth. For this reason, some of the analyses presented above are divided by in-school and out-of-school rather than by younger and older youth. Out-of-school youth are young people without a high school diploma or equivalent or young people with a high school diploma who are, nonetheless, basic skills deficient.

Summary

One striking feature of the current program year is the drop in expenditures and number of youth served and exited. Nearly all of the reductions were in the in-school program. Expenditures for out-of-school programs actually increased by 10 percent over last year, on a per participant basis.

A very positive picture emerged from this year's data in two areas. The state had its strongest performance to date. In addition there seemed to be an emerging consensus on an appropriate level of program cost for out-of-school programs after years in which the cost per participant varied widely among the regions.

Two issues arise in the current data regarding how the programs deal with barriers. The percentage of younger served who were foster children dropped significantly from the previous year. The percentage of youth who are basic skills deficient has remained high and fairly steady compared to previous years. However, a significant minority of those with basic skills deficiencies do not seem to be receiving the services they need to remediate those deficiencies. Given the likelihood that basic skill gains will be more rigorously measured under new WIA legislation, the gaps in service to those with basic skill needs could become a performance issue in future years.