

ETA Annual Report

Workforce Investment Act Program Year 2006

Submittal for the State of Missouri

by the Missouri Division of Workforce Development,
Missouri Department of Economic Development

To the U.S. Department of Labor – Employment and Training
Administration

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In Compliance with the United States Department of Labor - Employment and Training Administration and the Workforce Investment Act – Accompanying Reporting Form 9091

Introduction

The Workforce Investment Act (WIA) of 1998 calls for states receiving an allotment under WIA Section 127 (Youth Activities) or Section 132 (Adult and Dislocated Worker Activities) to prepare and submit an Annual Report to the Secretary (of Labor) in accordance with provisions of the WIA law.

Missouri implements and governs the WIA in a collaboration that includes the Division of Workforce Development (DWD), within the Missouri Department of Economic Development, the Missouri Workforce Investment Board, fourteen local Workforce Investment Boards, and the many partner agencies that comprise the state's workforce investment system.

The annual reporting guidelines in Training and Employment Notice 9-06 permit the flexibility for state administrators to opt for the completion and submittal of one of two types of annual reports: one, the Employment and Training Administration (ETA) Annual Report that contains the final Program Year (PY) 2006 performance measures for WIA and a minimum of three other elements; and two, a more comprehensive annual report that is more of a "corporate-style" document that will emulate a private sector's "Report to Stockholders." This document is the ETA Annual Report, based on the latest compilation of WIA performance measures for the annual reporting period. It is submitted primarily for an audience of WIA program performance monitoring staff (technical analysts), reporting liaison staff, and various other State and Federal staff and officials inquiring primarily about performance outcomes. The State will prepare another type of Annual Report that is a more typical Stockholders Report, targeted for release to the public and Missouri legislators by January 1, 2008. The State will send a complete hard copy of the Annual Report to the ETA to be posted on its website.

This compliance-related ETA Annual Report contains the following required elements for each state's annual report, as described in WIA Section 136:

- 1) Performance data on the core and customer satisfaction measures (shown in the accompanying electronic submittal form of the seventeen WIA measures, and Attachment 1);
- 2) Information on the cost of workforce investment activities relative to their effect on the participants; and
- 3) Information on the status of state evaluation activities.

WIA Performance Data

WIA Core Measures

Performance results for Program Year 2006 are submitted electronically and shown in Attachment 1.

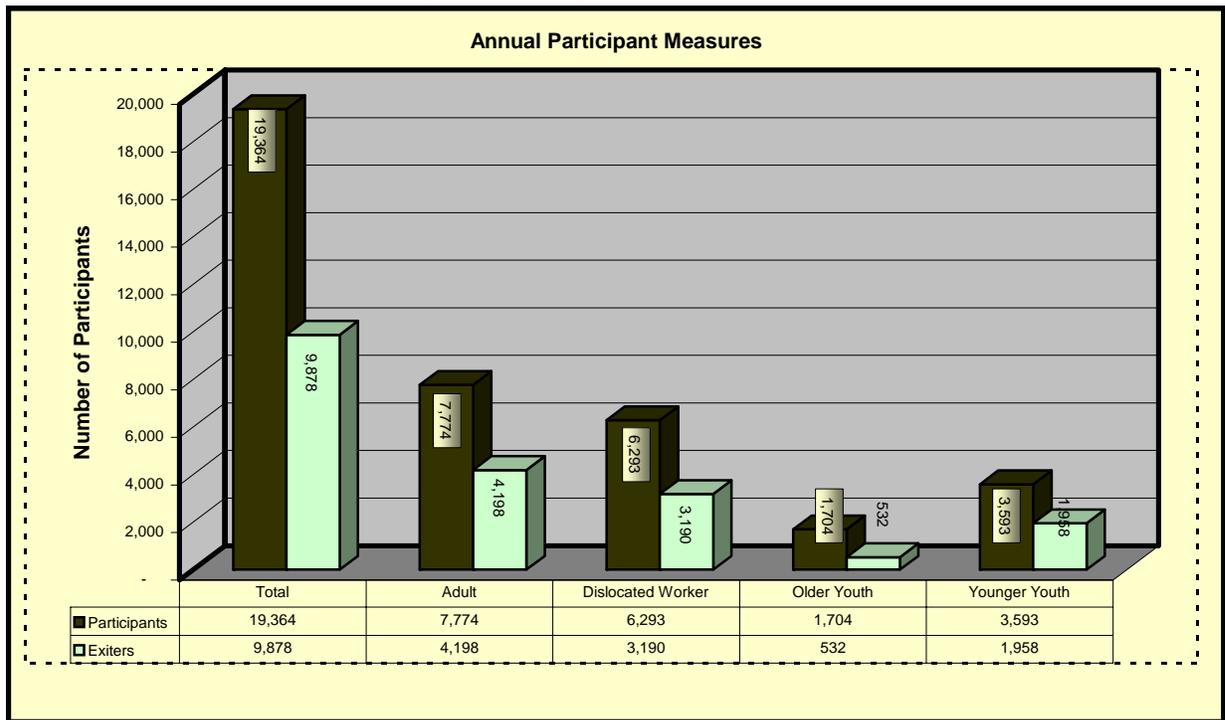
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Determination of Participant Characteristics

The following Table 1 represents the total number of WIA participants served in Missouri during the program year beginning July 1, 2006, through June 30, 2007. Exiters and participants are shown separately for total served and for each funding stream.

Table 1: Participants Served by WIA Programs in PY2006



Prepared by the Planning and Research Section – Missouri Division of Workforce Development
Missouri Department of Economic Development

Customer Satisfaction Measurement

The key to “development” in Workforce Development is an understanding of how well you meet your customers’ needs. Missouri uses the Customer Satisfaction Survey, as outlined by USDOL and the American Customer Satisfaction Index, to identify the level of satisfaction with its services and to determine ways to continue to increase those levels. Our customers, both Businesses and Job-seekers, are our primary concern.

The Division of Workforce Development conducts the Customer Satisfaction Survey through a contract with The Center for Advanced Social Research (CASR) of the School of Journalism at the University of Missouri

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- Columbia. For the latest contract work, CASR was able to successfully complete 1,000 surveys of WIA participants exiting at the state and local regions between the dates of January 01, 2006 to December 31, 2006, as well as for 1,000 employers who received services during the same time period.

Although USDOL guidelines do not require that a minimum number of surveys be returned (rather it requires only that a minimum number of surveys be completed), the response rate obtained by the Center for the participant survey was 92% of all participants in the survey pool. For employers, the response rate was 92% of all those employers in the survey pool.

Missouri enjoyed consistent growth in customer satisfaction levels over prior years. The customer satisfaction level for WIA participants in PY 2006 was 87%. For employer customers the satisfaction level for the same time period was 89%. These outcomes exceed the projected and previously negotiated levels of performance. For participants, the negotiated target was 74% and the state hit an 87% level. For employers, the negotiated satisfaction target was 73% and the state reached a Business/Employer satisfaction level of 89%.

Cost of Workforce Investment Activities

Determination of Cost-Benefit Comparison

Placing a monetary value on participation in WIA programs must take into account total dollars expended (whether measured as totals or averages) as well as the number of participants served and services provided during a specific time frame. One way of comparing costs to benefits is to examine the average cost per service and per client for each program. This is displayed in Table 2 below.

Table 2: Average Costs

Program Category	Average Per Service	Average Per Client
Adult	\$351	\$1,994
Dislocated Worker	\$225	\$1,979
Youth	\$385	\$2,474

The differences in perceived efficiency in cost-benefit can be explained by examining the types of services provided. Approximately 11% and 10% of the total Adult and Dislocated Worker services, respectively, are in the form of follow-up services. In the Youth population, follow-up services represented approximately 5% of services. Additionally, 20% and 15% of total Adult and Dislocated Worker services, respectively, are initial assessments. In the Youth population, initial assessment is not a reportable service, and thus accounts for none of the services counted above.

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Follow-up services and initial assessment services are typically the least costly services provided through WIA. A large number of these types of services, compared to smaller numbers of more expensive services, accounts for the seemingly much more efficient use of funds in the Adult and Dislocated Worker populations.

Any cross-program comparison of cost-per-service or -per-client must be viewed in the context of differences in program focus, participant need, and participant case management. Experience shows that Youth participants tend to be in the system longer than Adult or Dislocated Worker participants. The focuses of the programs are also fundamentally different. In the Younger Youth program, more emphasis is placed on attainment of global, general skill sets. The objective of the program is to build a foundation for life-long learning and employability, whereas the emphasis of the Adult and Dislocated Worker programs is more immediate--a return to productive and substantial employment. These differences in focus affect the cost-per-client and cost-per-service averages and should shape the perceived benefits of programs, compared to costs.

A true assessment of program benefits compared to cost must take into account achievement of each program's objectives. Determining tangible, rather than more subjective perceptions of benefits--to be compared to tangible costs--is undoubtedly a complex undertaking. We can look at performance measure outcomes as a tangible benefit. There are limitations associated with this method, however. Individuals included in the performance measures represent only part of the populations served by the program. The Entered Employment Rate, for instance, excludes those who were still employed at the time of registration. The Retention Rate only includes those who were successful in the Entered Employment Rate measure. Furthermore, the costs in any given time period represent funds used for all participants, not just exiters.

State Program Evaluation Activities

Participant Average Earnings Analysis

Based on the requirements of Training and Employment Guidance Letter (TEGL) 17-05 from the U. S. Department of Labor (USDOL), Adult and Dislocated Worker wage reporting will use the new Common Measures Average Earnings performance measure beginning with Program Year 2006. WIA, Labor Exchange, and Trade Act programs will all use this measure, instead of previous wage-related measures. Therefore, wage-related goals for PY2006 for WIA Adults and Dislocated Workers needed to be renegotiated according to the new Average Earnings formula. To arrive at attainable and appropriate wage goals for the state and for each workforce region, wage history over five program years (PY2001-PY2005) was obtained by recalculating wages in these years according to the new Average Wage formula. For regional goal re-negotiation, wage history was obtained separately for four exit groups: 1) Adults receiving only core services; 2) Adults receiving intensive services; 3) Dislocated workers receiving only core services; and 4) Dislocated workers receiving intensive services. For statewide goal re-negotiation, calculations were made for adults and dislocated workers with no breakdown by services received.

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The Average Earnings wage history analysis also proved valuable in suggesting how limited workforce funds and staff time can be most productively invested. The data showed that Adult program WIA participants (who typically have more sporadic work histories, more limited skill sets, less formal education, and lower past wages than dislocated workers) had a higher six-month average earnings after receiving intensive services (a longer, more complex service package requiring greater investment of monetary resources) than did adult participants who received only the basic, core (and less expensive) set of workforce program services. Dislocated workers, however, had an equally high or even higher six-month average earnings after receiving only core workforce services compared to intensive services. The extra investment of time and money in providing dislocated workers with intensive WIA services did not appear to be paying off in significantly higher post-program exit wages.

In addition to providing a sound basis for negotiating Average Earning goals, and suggesting appropriate targeting of limited workforce program funds and non-monetary resources, the Average Wage analysis produced useful background information; actual average wage figures. This will enable the workforce system (e.g., management, field supervisors, case managers) to develop: 1) Realistic expectations for the quantitative range that this new performance measure can take in the future (in contrast to older wage measures which could generate negative numbers), and 2) More carefully tailored ways of managing individual program participants. The analysis can also facilitate the DWD management information system's programming and code-writing for producing this new wage measure.

Negotiations for newly mandated PY2007 and PY2008 performance goals for Labor Exchange utilized the Entered Employment Rate, Six-Month Retention Rate, and Average Earnings history over three program years (2003-2005) and the first 3 quarters of PY2006, as well as six-month average earnings for the overall workforce for 2003-2005 derived from the Local Employment Dynamics Census program. This enabled the negotiation of attainable and appropriate goals for performance results.

Implementation of Common Measures

The Common Measures reporting requirement for Labor Exchange and WIA went into effect on July 1, 2005, with Trade Act following on October 1, 2005. Common Measures requirements are outlined in TEGL 17-05, released February 17, 2006. It includes those Common Measures changes which became effective July 1, 2006 as well as Common Measures policy and guidance effective with the release of TEGL 17-05. More detailed information on the Labor Exchange reports can be found in ETA Handbook No. 406 and related documents, all of which were revised in 2005.

As of July 1, 2006:

- The Average Earnings measure is calculated by first adding the total earnings of the second and third quarters after exit, and dividing by the number of exiters with wage data in the first quarter after exit;

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- The definition of a “credential” changed to that of a “certificate” for all clients who began receiving services on July 1, 2006 or later. This is applicable to the Adult and Dislocated Workers Employment and Credential measures, and the Older Youth Credential measure; and,
- The definition of “advanced training/occupational skills training” as outlined in TEGL 17-05 became effective for youth receiving services July 1, 2006 and later

Among other changes, TEGL 17-05 describes the new common exit date for all programs. When the participant does not receive a service funded by the program or funded by a partner program for 90 consecutive calendar days and is not scheduled for future services, the exit date is applied retroactively to the last day on which the individual received a service funded by the program or a partner program.

Missouri’s Performance Measurement System

In addition to WIA measures and other federal program reports, Missouri has developed System-wide Workforce Outcomes, which track the Entered Employment, Retention, Average Earnings/Earnings Increase, and Cost per Participant for clients of all programs, using the Common Measures reporting requirements. These can be broken out by Missouri’s fourteen Workforce Investment Areas to assist the State and local areas in developing strategies to improve performance and customer satisfaction.

Missouri’s Process for Measuring Performance

The State Performance Management Team, created in 2006, included upper-level DWD management, supervisors, and Division staff with responsibilities related to performance reporting, program management, continuous improvement and management information systems. The management approach for this team has evolved into the DWD JobStat Team.

This new JobStat team is made up of state and local region workforce professionals. Working together, their goal is to improve performance, accountability and results for employment, retention, earnings and work participation. They intend to accomplish this by accumulating program information and statistics, identifying issues and resolving them, and moving proactively toward continuous improvement. The team will meet on a quarterly basis.

The Division requested that each region develop their own local JobStat team representatives composed of local experts to discuss performance issues at the regional level. In addition, each region has nominated one or two representatives to serve on the State/local JobStat team. The teams, both at the state and local levels, will analyze reports about all programs, combined programs, and locally developed reports to create “workforce intelligence”. The intelligence gathered will be used to rationally discover strengths and

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opportunities. By relying on data, not speculation, our JobStat team will be better able to use the derived information to make decisions that will improve our system.

Implementation of Management Information/Case Management System

The Division is in the process of transitioning to a new job matching and case management system. An excellent system has been selected that is already being used by the states of Utah, Montana and Iowa. The system was designed by actual users and is extremely user-friendly. The case management component is customer-focused, based on the individual's employment plan and is driven by services, as opposed to programs. Both the job matching and case management components have excellent internal reporting capability to enhance workload management and the robust database structure will facilitate expanded reporting capabilities. The new system should be fully implemented by January, 2008.

Literacy-Numeracy Partnering and Training

In PY 2006 Workforce Investment Act Regions began testing appropriate recipients of Youth services to determine deficiencies in basic skills, delivering remediation services, and follow-up testing to assess Literacy-Numeracy Gains. Missouri began reporting this Youth Common Measure to ETA, not yet being accountable for it. During PY 2005 preparation for this new performance reporting began. The Missouri workforce system and DWD underwent major alignments. Policy was established on testing, service delivery, and reporting and is continuously being adapted to meet Regional needs. Technical assistance has been provided. DWD's management information system has continued to develop appropriate electronic tools, programming and coding to permit entry of literacy-numeracy testing data fields as well as computation of outcomes on this Common Measure and the reporting of results. DWD has partnered with the Missouri Department of Elementary and Secondary Education (DESE) to test youth as required by DOLETA to identify youth who are basic skills deficient and assess progress in basic skills improvement.

Through partnering with DESE, solid policy, and extensive staff training will increase compliance with ETA's requirements for participation in, and service delivery related to, literacy-numeracy activities. This will also lead to accuracy and thoroughness of participant data, timeliness of reporting, and ultimately enabling DWD to capture all positive outcomes of youth engaged in basic-skills improvement activities. When Common Measures is fully implemented and the state becomes accountable for all of the new measures, Missouri looks forward to meeting, if not exceeding, program performance goals in all regions.

Wage Record Interchange System

The Division of Workforce Development (DWD), under an agreement with Missouri's Division of Employment Security, Department of Labor and Industrial Relations (DOLIR), participates in the nationwide

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Wage Record Interchange System (WRIS). This facilitates performance accountability by providing a means of exchanging wage record data among states.

Since November 1, 2003, DWD, in partnership with DOLIR, has had access to the WRIS. This has enabled DWD to use WRIS in Missouri's performance measure reporting activities. We are able to report performance for all U.S. Department of Labor (USDOL) programs that require assessment and reporting as set forth in the WIA. This application permits the Performance Accountability and Customer Information Agency (PACIA) – DWD to request wage information on specific groups of social security numbers. The State Unemployment Insurance Agency (SUIA) imports these requests and returns matching wage records to the PACIA via the computer facilities hub operated by USDOL.

In the course of access to the WRIS, Missouri, as well as participating WRIS-authorized states, have access to certain data furnished to the ACS computer facilities through the WRIS. This information will contain the year/quarter index and relevant wage/employer information.

As of October 31, 2006 governance and administration of WRIS shifted from the National Association of State Workforce Agencies to the Department of Labor's Employment and Training Administration. The administrative change required executing new Data Sharing Agreements between participating states and ETA. Missouri signed the new Agreement prepared by ETA in December, 2006. WRIS administrative transition was facilitated by the similarity of the new Data Sharing Agreement to its predecessor in terms of purpose, legal authority, operation of the WRIS, responsibilities of the parties, and confidentiality protections and restrictions on the use of wage information.

Social security numbers and wage and employment data are confidential, and they may not be disclosed. The practices and procedures governing the use and treatment of confidential WRIS data are set forth in the WRIS Data Sharing Agreement between Missouri and ETA. ETA also requires that new WRIS Access Acknowledgement forms be completed by each state employee properly authorized under the new Data Sharing Agreement to handle or otherwise have access to wage information. The form serves to document that the employee understands the confidential nature of wage data and the standards and guidelines for handling such data. Missouri obtained completed acknowledgement registration forms from its employees in April, 2007.

Thirty-eight of the continental states have joined WRIS, including seven of the eight states that border Missouri. The DWD has also established its own agreement with Illinois to share Unemployment Insurance data outside the context of WRIS. This agreement was successfully conceived and developed before the State of Illinois participated in the nationwide WRIS. Missouri's average Entered Employment, Earnings Change, and Retention rates have increased incrementally through the years, because the State has incorporated the WRIS databases for calculating the rates.

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Federal Employment Data Exchange System

DWD, under an agreement with the State of Maryland Department of Labor, Licensing and Regulation, has been participating in the nationwide consolidated Federal Employment Data Exchange System (FEDES) since October, 2005. This activity facilitates DWD's performance accountability by providing an efficient method of accessing wage records of workforce program participants from three federal employment agencies: the Office of Personnel Management, Department of Defense (military and civilian employees), and the United States Postal Service. DWD requests wage records from FEDES that match social security numbers of workforce program participants which DWD transmits to the FEDES operations contractor. Beginning in July, 2007 the Department of Defense requires that states add an indicator that the social security numbers sent to FEDES are to be matched to the Defense Department's Manpower Data Center. This new requirement can be easily accommodated and will not reduce access Missouri has to federal wage data.

Wage records of federal employees are not available through any other wage-record system (state UI, WRIS). Workforce program participants who gain federal employment, therefore, previously did not have their wages included in any wage-based performance measure. The effect of an inability to access federal wage records has been to underestimate the positive impact of workforce program services on participant outcomes. The ability to access these records is critical, and through participation in FEDES, DWD will be able to demonstrate more completely the positive impact of workforce programs on participants' wage gain, and required performance reporting will be more thorough. It is expected that Missouri's Older Youth Earnings Increase rate and Adult and Dislocated Worker Average Earnings (for PY2006 and after) will increase, compared to previous years' earnings which did not include the benefit of wage data from FEDES.

Partnership with the Department of Elementary and Secondary Education

In addition to partnering with DESE to provide basic-skills testing and services in accordance with the Youth Literacy and Numeracy Gain Common Measure, DWD provides assistance to DESE in a variety of ways for evaluating the outcomes of Adult Education and Literacy programs.

DWD and the State of Maryland Department of Labor, Licensing and Regulation modified Missouri's FEDES participation agreement to permit DWD to request and receive wage data from FEDES for AEL clients specified by DESE. DWD has subsequently communicated to DESE which AEL participants were or were not federally employed in the three quarters after completing the AEL program. This assistance will provide DWD with additional information about the effectiveness of AEL programs in helping clients gain employment that will be of value to those workforce program participants who may need additional basic-skills education.

DWD and DESE have also cooperated in the Adult Education Coordination and Planning (AECAP) project, a pilot study conducted in Springfield and St. Joseph, Missouri, as well as in five other states. Aims of the

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study are to assess the nature of appropriate referrals, how data can be used to improve performance, and the development of a tracking system for those Adult Education and Literacy (AEL) program clients later referred for employment services at local career centers. Conversely it is for job seekers at career centers who, because of demonstrated need, are then referred to adult education programs. Job search outcomes, adult education baseline data, outcome data and demographic information were collected in order to examine patterns of referral, enrollment, service use, positive educational outcomes, and employment. DESE provided information on adult education participants and their educational achievements, and DWD provided information on workforce system service use and employment outcomes.

BRAC (Base Realignment and Closure)

In 2005 the BRAC (Base Realignment and Closure) Commission submitted to the President of the United States their recommendations for reductions in regards to the military. These recommendations were nationwide and included facilities in the St. Louis and Kansas City areas; in St. Louis, 2,702 workers will be affected by BRAC and in Kansas City 979 workers would be affected. The U.S. Department of Labor made available funds through National Emergency grants (NEG) to those states affected to be used for planning purposes. Missouri was one of 35 states that received a NEG BRAC planning grant for \$1,000,000. The funds were contracted with the local regions in St. Louis and Kansas City to set up taskforces to develop worker transition models, establish innovative employer engagement strategies, coordinate with re-development and base reuse initiatives, conduct best practice research and employ specialized career and workforce information resources.

After successive extensions to this grant, it expired on June 2007. Based on the planning grant, Missouri is looking at requesting a new NEG BRAC grant to provide services to workers being affected.

Jobs for America's Graduates

Missouri became a chartered member of the Job's for America's Graduates (JAG) National Network in July 2005. This program, through a contract with local school districts, has implemented 23 sites serving approximately 500 students.

The ultimate objective of the Jobs for Missouri Graduates program is to provide participants, in-school or out-of-school, with classroom and work-based learning experiences that result in a quality job leading to a career after graduation or completion of a GED.

Missouri participates in three of the JAG applications:

- 1) School-to-Career Program- for seniors in high school;
- 2) Dropout Prevention Multi-Year Program-for students in grades in 9 to 12; and,
- 3) Dropout Recovery Program-serving dropouts or young people in alternative school settings

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During the first year (2006-2007) implementation of the Dropout Recovery Programs in the Kansas City Region served 21 participants with a graduation rate of 90.48% or 19 receiving a high school diploma. These participants are appropriately co-enrolled in the WIA program.

Continuous Improvement Review and Quality Control

Continuous Improvement Reviews (CIRs) are conducted by DWD's Quality Assurance Section. The CIR functions to examine the delivery of local workforce development services in terms of certain targeted WIA system elements. In order to study the effects of process change and integration on the performance of local systems, the review team meets with program and research staff to analyze each region's most recent outcomes to identify strengths and weaknesses. The review team uses this information in conjunction with the results of last year's CIR to identify how a region's process modifications, which resulted from the previous CIR, improved the region's performance.

The comparison of the CIR and performance measures provides a linkage from the subjective CIR to the objective performance measures. The combination of these evaluation processes provides DWD with the human element of question/answer, observation and the actual customer outcomes. The information gleaned from analyzing these CIR's reveals what processes work, and those "best practices" are shared with other regions.

The CIR team work efforts are also used to implement Missouri's compliance with the U.S. Department of Labor's Data Element Validation procedure. Because CIR staffs are already making field visits to local offices, it is cost effective for these staff to incorporate into their field work the completion of monitoring and file reviews to complete the data element validation process.

Up to now, financial monitoring visits were conducted by staff from DWD's Fiscal Management Section. Financial monitoring visits are conducted to ensure providers receiving funds under this title comply with the applicable uniform cost principles included in the appropriate circulars of the Office of Management and Budget for the type of entity receiving the funds. The Workforce Investment Act requires DWD, acting on behalf of the Governor, to conduct on an annual basis onsite monitoring of each local area within the State to ensure compliance with the uniform administrative requirements applicable to the local area. Fiscal Management staff also monitored a substantial number of sub-providers to ascertain if these were in compliance with the pertinent uniform administrative requirements. If the Governor determines a local area is not in compliance with the uniform administrative requirements, the Governor shall: (1) Require corrective action to secure prompt compliance; and (2) Impose sanctions in the event of failure to take the required corrective action.

The financial monitoring visits for PY2006/FY2007 did not reveal any non-compliance with the uniform administrative requirements that would require the intervention of the Governor or the imposition of sanctions.

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After reorganization, the Quality Assurance Unit of DWD will be responsible for both the financial monitoring visits as well as the Continuous Improvement Reviews. This dual responsibility will begin on PY2007/FY2008 reporting periods.

Attachment 1: Attached immediately below is a copy of the customized reporting format used for Missouri (the Performance EZ) representing Annual Report data for Program Year 2006.

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WIA Performance-EZ MISSOURI STATEWIDE ANNUAL Cumulative Calculation

TOTAL PARTICIPANTS		19361		TOTAL EXITERS		8096	
Adult	7,774			Adult	3,751		
Dislocated Worker	6,290			Dislocated Worker	2,597		
Older Youth	1,704			Older Youth	510		
Younger Youth	3,593			Younger Youth	1,240		

	NEGOTIATED LEVEL-06 Rate	ACTUAL LEVEL Rate	% of PROJECTION Indiv Meas	Prog Area	ACTUAL Num/Den
ADULT					
AD Entered Employment	80%	89%	111%	109%	2,680
					3,024
AD Six-Month Retention	81%	85%	105%		2,957
					3,483
AD Average Earnings	\$8,768	\$9,414	107%		\$23,544,554
AD Employment and Credential	66%	75%	113%		2,501
					999
					1,337
DISLOCATED WORKER					
	Rate	Rate	Indiv Meas	Prog Area	Num/Den
DW Entered Employment	88%	91%	104%	103%	2,318
					2,543
DW Six-Month Retention	88%	93%	105%		2,570
					2,775
DW Average Earnings	\$12,627	\$12,830	102%		\$28,904,879
DW Employment and Credential	74%	76%	103%		2,253
					722
					950
OLDER YOUTH					
	Rate	Rate	Indiv Meas	Prog Area	Num/Den
OY Entered Employment	70%	81%	115%	105%	327
					406
OY Six-Month Retention	81%	82%	101%		330
					403
OY Earnings Increase	\$3,000	\$3,560	119%		\$1,185,501
OY Credential	50%	50%	100%		333
					250
					498
YOUNGER YOUTH					
	Rate	Rate	Indiv Meas	Prog Area	Num/Den
YY Skill Attainment	85%	78%	92%		3,032
					3,888
YY Diploma or Equivalent	78%	73%	94%		611
					835
YY Six-Month Retention	63%	71%	113%		762
					1,074

Individual Measures:
red =80% of projection
black 80-100% of projection
green =100% of projection

Program Area:
red =100% of projection, OR
black = 80% any Ind. Meas.
black ≥100% of projection



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