Beyond 101
WIOA Performance Accountability

Presented by the U.S. Department of Labor, Employment and Training Administration
Today’s Objectives

Beyond 101: A Walk-Through of WIOA Performance Accountability Reporting Requirements and Related Policy Issues

- Leave with a foundational understanding of the performance accountability requirements under WIOA and how that relates to your role in the system
- Be able to actively participate in performance conversations with partners and
- Use that information to enhance system outcomes and meet participant and employer needs
Today’s Agenda

Discuss:
- Overarching Vision for WIOA Performance Accountability
- Relevant Guidance and Regulations
- WIOA Reporting Requirements: Key Elements of TEGL 10-16
  - Definitions
  - Indicators
Poll: Performance Profile

What is your performance profile?

- Newbie
- Proficient
- Master
Statute, Regulations, and Guidance

Key resources:

- WIOA Section 116
- 20 CFR 677 (Adult, DW, Youth, W-P)
- 34 CFR 361, Subpart E and 34 CFR 463 Subpart 1 (AEFLA, VR)
- 20 CFR 603 (Unemployment Insurance)
- Training and Employment Guidance Letter No. 7-16
- Training and Employment Guidance Letter No. 10-16, Technical Assistance Circular 17-01 (RSA), Program Memorandum 17-02 (OCTAE)
- WIOA Common Performance Reporting (OMB Control No. 1205-0526)
  - Joint Participant Individual Record Layout (PIRL)
  - WIOA Annual Report
  - Eligible Training Providers Report
Guidance is issued by each of the Federal agencies, using their unique distribution methods. “Joint guidance” is the identical content coming out under each Federal partner’s vehicle, for consistency.

- TEGLs are Training and Employment Letters, issued by ETA.
- UIPLs are Unemployment insurance Policy Letters, issued by ETA.
- PMs are Program Memoranda issued by Dept. of ED-OCTAE
- TACs are Technical Assistance Circulars, issued by Dept. of ED-RSA
- Program Instruction Information Memorandums and “Dear Colleague Letters” are issued by Dept. of HHS.

NOTE: if it is called “Joint Guidance” you can be sure the Federal Partners developed it jointly. It applies to all agencies above.
Resources

- Innovation Opportunity Network (ION) for Practitioners
  https://ion.workforcegps.org/home

- DOL WIOA Final Rules:
  https://doleta.gov/wioa/Final_Rules_Resources.cfm

- Dept. of Education OCTAE:
  https://www2.ed.gov/about/offices/list/ovae/pi/AdultEd/wioa-reauthorization.html

- Dept. of Education RSA:
  https://www2.ed.gov/about/offices/list/osers rsa/wioa-reauthorization.html

- Dept. of HHS ACF:
  https://www.acf.hhs.gov/dfa
Resources

TEGL 10-16 Attachment 7

- Participation Level Services Charts for Title I and III Adult/DW/ES (Table A), Title I Youth (Table B), Title II AEFLA (Table C), Title IV VR (Table D).
- Lists types of services received;
- Table A -- Identifies services as basic career services, individualized career services, or training services;
- Tables B, C, and D – Identifies services as career or training; and
- Tables A and B – state whether each type of service triggers inclusion in participation.
More Resources

- Adult/DW/ES Infographic and video
- Combines info from Participation Level Services Chart and PIRL
- Youth Eligibility Tutorial
- www.doleta.gov/performance/
Vision of WIOA
Performance Accountability

- Alignment of Core Performance Indicators
- Joint Accountability Across Core Programs
  - Title I (Adult, Dislocated Worker, Youth)
  - Title II (Adult Education)
  - Title III (Wagner-Peyser)
  - Title IV (Vocational Rehabilitation)
- All core programs report on the same indicators, using the same definitions and data elements.
Alignment and Co-Enrollment

WIOA Sec. 116 (d)(2)(I) requires reporting co-enrollment of the core programs in WIOA Sec. 116 (b)(3)(A)(ii).
Definitions

Important Terms
A **Reportable Individual** is someone who:

- Demonstrates intent to use program service
- Only uses self service
- Receives information only services
- Provides identifying information
- A student with a disability receiving only pre-employment transition services (VR-only)

**Reportable individuals are reported, but do not count toward performance outcome measures**
Definitions: Participant

A Participant is someone who:

- Meets the definition of a reportable individual
- Has received one of the allowable services
- Has satisfied all applicable programmatic requirements for the provision of services

Participants are counted in performance
Definitions: Program Specific

A reportable individual becomes a participant when the individual:

- **Title I Adult and Dislocated Worker**
  - Receives any training, individualized career service, or a basic career service that is not self-service or information only

- **Title I Youth**
  - Is determined eligible, receives an objective assessment, develops an individual service strategy, and receives one of the 14 WIOA Youth program elements

- **Title II AEFLA**
  - Completes at least 12 contact hours
A reportable individual becomes a participant when s/he:

- **Title III Employment Service**
  - Receives any individualized career service or a basic career service that is not self-service or information only

- **Title IV VR**
  - Is determined eligible for VR services, has an approved and signed individualized plan for employment (IPE), and has begun receiving services under the IPE
Definitions: Exit

Date of Exit is determined:
- At the last date of service
- After 90 days of no services have elapsed, and no future services are planned

At that point, the date of program exit is applied retroactively to the last date of service:
- Provision of follow-up services do not extend the date of exit.
- Self-services and information-only services do not extend date of exit.
- Supportive services cannot be provided in follow up for Adult and Dislocated Workers.
- Supportive services in follow up are allowable for Title I Youth. Supportive services in Title I Youth provided during follow up do not extend exit.
Exit: Program Specific

Title IV VR has the only program specific definition of Exit

A participant exits the program when the service record is closed because the individual:

- Has achieved an employment outcome (34 CFR 361.56)
  - Exit date is 90 days after the employment outcome
- Has not achieved an employment outcome or has been determined ineligible for services after receiving service (34 CFR 361.43)
  - Exit date is based on the date of the determination to close the case

Note: Individuals achieving a supported employment outcome in an integrated setting, but are not earning a competitive wage do not exit the program.
Period of Participation

A period of participation refers to:

- The period of time beginning when an individual becomes a participant and ending on the participant’s date of exit from the program.
- A new period of participation is counted each time a participant re-enters and exits the program—even if both exits occur during the same program year.

**POPs differ for measurable skill gains.**

Resources:  [TEGL 10-16 Attachment 6](#)
Periods of Participation (POP)
MSG Indicator Example

Program Entry/Reentry
Program Exit (90 days since last service)

PoP

MSG Reported for PY 2016

MSG Reported for PY 2016

MSG Reported for PY 2017

Jul 1st
PY 2016
Jun 30th

Jul 1st
PY 2017
Jun 30th
DOL Only: Common Exit

DOL allows for and encourages states to utilize a “common exit,” and envisions full implementation of a common exit across the DOL-administered programs within each State.

States that implement a common exit policy must include WIOA title I Adult, Dislocated Worker, and Youth, as well as Title III Employment Service. These policies may include other DOL-administered programs as well.

Common exit only applies to the DOL-administered programs within the state.
DOL Only: Common Exit

Common exit occurs when a participant:

- Is enrolled in multiple DOL-administered programs
- Has not received services from any DOL-administered program to which the common exit policy applies for at least 90 days
- No future services are planned
  - with the exception of self-service, information-only activities, or follow-up services
Discussion

Name the most effective action your organization has taken to support system alignment of performance accountability
Primary Indicators

How is WIOA Performance Measured?
Six Primary Indicators of Performance:

- Employment Rate 2nd Quarter after Exit (Education/Employment for youth)
- Employment Rate 4th Quarter after Exit (Education/Employment for youth)
- Median Earnings in the 2nd Quarter after Exit
- Credential Attainment Rate
- Measurable Skill Gains
- Effectiveness in Serving Employers
- Percentage of participants who are in unsubsidized employment during the second quarter after exit from the program.

  - For Title 1 Youth: percentage of participants in education or training activities, or in unsubsidized employment during the second quarter after exit.

  - All participants in all core programs are included in this indicator (with the exception of exclusions listed in Attachment 2 of TEGL 10-16) regardless of employment/education status at program entry.
Percentage of participants who are in unsubsidized employment during the fourth quarter after exit from the program.

- For Title 1 Youth: percentage of participants in education or training activities, or in unsubsidized employment during the fourth quarter after exit.

- All participants in all core programs are included in this indicator (with the exception of exclusions listed in Attachment 2 of TEGL 10-16) regardless of employment/education status at program entry.
The median earnings of participants who are in unsubsidized employment during the second quarter after exit from the program.

- The median is the number that is in the middle of the series of numbers, so that there is the same quantity of numbers above the median as there are below the median.

- If the list rank order of earnings contains an even number of values, sum the two middle values and divide by two.
The following participants are excluded from median earnings:

- Participants who have exited and are not employed in the second quarter after exit.
- Participants who have exited a program and for whom earnings information is not yet available.
- Participants who have exited from a program and who have $0 income. For purposes of the VR program, these participants would include unpaid family workers and homemakers.
- Participants who have exited a program and are in subsidized employment.
- Participants who have exited for any of the exclusions reasons listed in Attachment 2.
Credential Attainment Indicator

Percentage of participants enrolled in education or training program (excluding on the job training (OJT) and customized training) who attain a recognized postsecondary credential or secondary school diploma within 1 year after program exit.

- Only includes those who received training or education (excluding OJT or Customized Training) in denominator.

- Includes participants in a postsecondary education or training program, or who are in a secondary education program (at or above the 9th grade level) without a secondary school diploma or equivalent.
Includes both secondary school diploma/equivalent and postsecondary credential.

Credential can be attained during the program or within 1 year (365 days) following exit.

If participant attains secondary school diploma or equivalent, this credential may count in the numerator if s/he also is employed or in an education/training program leading to a postsecondary credential within 1 year after exit.
Who is Included in the Credential Attainment Indicator?

- **Title I**
  - Adult and DW – Only individuals in training count in the indicator (excludes OJT and customized training).
  
  - Youth – All ISY are included, certain OSY are included
    - OSY in occupational skills training, secondary or postsecondary while in program, plus a few others.

- **Title III** – Wagner-Peyser is excluded from this indicator.
Who is Included in the Credential Attainment Indicator?

- **Title II**
  - For the secondary school credential: Participants without a secondary school diploma or recognized equivalent, who were enrolled in a secondary education program at or above the 9th grade level.
  - For the postsecondary credential: Participants who were co-enrolled in a postsecondary education or training program.

- **Title IV**
  - Participants in education or training program leading to recognized postsecondary credential.
  - Participants enrolled in secondary education and who have attainment of a secondary school diploma or equivalent identified on their Individualized Plan for Employment (IPE).
Participants who achieve a secondary and postsecondary credential should be reported only once in the numerator for the credential indicator based on the highest credential attained.

Participants who qualify for the secondary and postsecondary credential cohorts should be reported only once in the denominator for the credential indicator.
Types of Postsecondary Credential/Diplomas

- Secondary School diploma or recognized equivalent
- Associate’s degree
- Bachelor’s degree
- Occupational licensure
- Occupational certificate, including Registered Apprenticeship and Career and Technical Education educational certificates
- Occupational certification
- Other recognized certificates of industry/occupational skills completion sufficient to qualify for entry-level or advancement in employment
Awarded in recognition of an individual’s attainment of measurable technical or industry/occupational skills necessary to obtain employment or advance within an industry/occupation.

Technical or industry/occupational skills based on standards developed or endorsed by employers or industry associations.

Neither certificates awarded by workforce development boards nor work readiness certificates are included because neither document the measurable technical or industry/occupational skills.

Must recognize technical or industry/occupational skills for specific industry/occupation rather than general skills related to safety, hygiene, etc., even if general skills certificates are broadly required to qualify for entry-level employment or advancement in employment.
Definition – Secondary School Diploma

- A secondary diploma (or alternate diploma) is one that is recognized by a State and that is included for accountability purposes under the Elementary and Secondary Education Act of 1965 (ESEA), as amended by the Every Student Succeeds Act (ESSA).

- A secondary school equivalency certification signifies that a student has completed the requirements for a high school education. The types of recognized equivalents, for those not covered under ESEA, are those recognized by a State.

- Further examples of secondary school diplomas/equivalents can be found in TEGL 10-16.
Examples – Credentials that **DO** Count

- Examples of Credentials that Meet the Definition:
  
  **Certified Nursing Assistant (CNA) License**
  - Example of Occupational Licensure

  **Automotive Service Excellence (ASE) Certification**
  - Example of Occupational Certification

- States must follow definition – not feasible to rule on each individual credential.
Examples – Credentials that **DO NOT** Count

Examples of common certificates that do not meet the credential definition:

- Occupational Safety and Health Administration (OSHA) 10 Hour Course that provides awareness of job-related common safety and health hazards
- Work/Career Readiness Certificates
- Completion of an Assistive Technology training program (e.g., screen reading software)
- Completion of Orientation and Mobility training
Measurable Skill Gains

Percentage of program participants who, during a program year, are in an education or training program that leads to a recognized postsecondary credential or employment and who are achieving measurable skills gains, defined as documented academic, technical, occupational, or other forms of progress, towards such a credential or employment.

- Only count in numerator and denominator 1 time in a reporting period (i.e., program year) regardless of how many skill gains are attained unless the individual has more than 1 period of participation in the program year.

- The measurable skill gains indicator measures progress; is not exit-based.
Measurable Skill Gains (Continued)

Note: Participants are included in the indicator regardless of how long they have participated in the program year

- Even if an individual is enrolled in June, s/he is still included in the indicator, if the individual meets the parameters for inclusion in the indicator.

- Programs should not delay enrollment or services to participants until a new program year even if programs believe there is insufficient time for the participant to make any type of measurable skill gain by the end of that program year.
Who is Included in the Measurable Skill Gains Indicator?

- **Title I Adult and DW** – Only individuals in training count in the indicator (includes OJT and customized training)

- **Title I Youth** – All ISY are included, certain OSY are included
  - OSY in occupational skills training, secondary or postsecondary while in program, plus a few others

- **Title II** – All adult education participants are included

- **Title III** – Wagner-Peyser is excluded from this indicator

- **Title IV** – All participants enrolled and participating in a recognized education or training program identified on their IPE are included
Five Types of Measurable Skill Gains

- Achievement of at least one educational functioning level, if receiving instruction below postsecondary education level
  - The three ways to measure EFL gains are in TEGL 10-16

- Attainment of secondary school diploma or equivalent

- Secondary or postsecondary transcript for sufficient number of credit hours
  - Secondary: transcript or report card for 1 semester
  - Postsecondary: at least 12 hours per semester or, for part-time students, a total of at least 12 hours over 2 completed consecutive semesters
Five Types of Measurable Skill Gains (continued)

- Satisfactory progress report toward an established milestone from an employer or training provider.

- Passage of an exam required for an occupation or progress attaining technical/occupational skills as evidenced by trade-related benchmarks.
## Operational Parameters – Types of MSG

The appropriate types of measurable skill gains for each core program focus performance accountability under measurable skill gain on the services that are allowable under the respective statutory provisions.

### Operational Parameters – Individual Core Programs

<table>
<thead>
<tr>
<th>Core Program</th>
<th>Type of Measurable Skill Gains</th>
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<tbody>
<tr>
<td><strong>Title I – Adult and Dislocated Worker</strong></td>
<td>▪ Measured by achievement of any of the 5 types of measurable skill gains</td>
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<tr>
<td></td>
<td>▪ No specific measurable skill gain types required for specific Adult or Dislocated Worker participants</td>
</tr>
<tr>
<td><strong>Title I – Youth</strong></td>
<td>▪ Measured by achievement of any of the 5 types of measurable skill gains</td>
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<tr>
<td></td>
<td>▪ No specific measurable skill gains types required for specific Youth participants</td>
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<td></td>
<td>▪ Type of skill gain should be based on the youth’s individual service strategy</td>
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<tr>
<td><strong>Title II – AEFLA</strong></td>
<td>▪ Measured by:</td>
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<td>- Achievement of at least one educational functioning level, OR</td>
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<tr>
<td></td>
<td>- Documented attainment of a secondary school diploma or its recognized equivalent.</td>
</tr>
<tr>
<td><strong>Title IV – VR</strong></td>
<td>▪ May be measured by achievement of any of the 5 measurable skill gains.</td>
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</tbody>
</table>
Effectiveness in Serving Employers

- **Statewide Measure:** shared indicator across all core programs
- **Three Approaches:**
  - Approach 1—Retention with the same employer
  - Approach 2—Repeat Business Customers; and
  - Approach 3—Employer Penetration Rate
Program Specific Reporting

What About Specific Program Reports?
Program Specific Reporting Requirements: DOL

ETA 9172—DOL Only PIRL
ETA 9173—Program Quarterly Report

- Title III: Wagner-Peyser
- Title I: Adult, Dislocated Worker, Youth
- Title I: National Dislocated Worker Grant
- Trade Adjustment Assistance Act
- National Farmworker Jobs Program (NFJP)
- Indian and Native American Program (INA)
- Reentry Employment Opportunities (REO) (Adult, & Youth)
- YouthBuild
- Jobs for Veterans’ State Grants (JVSG)
- H-1B
- Job Corps
- SCSEP
Program Specific Reporting Requirements: Vocational Rehabilitation (VR)

- RSA– 911 (OMB 1820-0508)
  - Reported to RSA quarterly by state VR agencies
  - Contains 393 data elements, including the common elements from the Joint PIRL
  - Collects individual level data
  - Each agency submits a separate report, RSA then aggregates to create the statewide annual performance measures
The AEFLA-only NRS reporting tables (OMB No. 1830-0027) collect aggregate data and contain common data elements found in the Joint PIRL.

The AEFLA-only NRS tables will be submitted in addition to the joint statewide reporting template.

States will submit aggregate performance data to OCTAE.
How do I match wages across all these programs?

TEGL No. 7-16 provides guidance on requirements and procedures for matching wage records with VR and education records:

- Overview of confidentiality requirements
- Options for performing data matches
- Guidelines for publication of performance reports
What about UC confidentiality?

The UC regulation has been amended.

The final rule clarifies:
- Required disclosures
- Definition of public official
- Performance of official duties
Upcoming WIOA Reporting Guidance Revisions

- **PIRL 923 (Other Reasons for Exit):** Exclusions through 4th quarter
- **Measurable skill gains:** Capture education/training end date
- **Incumbent Worker Training Required Data Elements:** Missing data elements
- **Attachment 10:** Calculations – WIOA Indicators of Performance: Correct inconsistencies
WIA Close Out

- To capture outcomes for all remaining Title I exiters who were served under WIA

- States are required to report on participants with an exit date of July 2016 or later using the Participant Individual Record Layout (PIRL).

- Might miss participants with exit dates from April 1, 2015 to June 30, 2016.
WIA Close Out

- Exiter characteristics and WIA performance outcomes for Title I participants with exits dates not covered in the PY2015 annual report ETA-9091.
- Exit dates range from April 1, 2015 to June 30, 2016
- **Due April 2018**
  - All WIA Outcomes Completed
  - Avoids WIOA Reporting schedule
- Guidance will be issued
Contact Information

For questions regarding the information in presentation, send an email to*:

ETAperforms@dol.gov
DOL.WIOA@dol.gov

*Please use Performance Accountability: Beyond 101 as the subject line.
Thank you!