



Oklahoma Office of Workforce Development
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OKLAHOMA WORKFORCE DEVELOPMENT ISSUANCE #09-2017

TO: Workforce Development Board Chairs
Workforce Development Board Staff
Workforce Development Fiscal Agents

FROM: Erin E. Risley-Baird, Executive Director

DATE: August 16, 2017

SUBJECT: WIOA Core Performance Measures

PURPOSE: The Oklahoma Office of Workforce Development (OOWD) as the Governor’s chosen Workforce Innovation and Opportunity Act (WIOA) administrative entity provides this issuance as guidance to communicate Oklahoma’s guidelines under which Local Workforce Development Boards (LWDBs) must develop and implement procedures for the operation of the performance accountability system under WIOA.

BACKGROUND:

WIOA establishes performance accountability indicators and performance reporting requirements to assess the effectiveness of State and local areas in achieving positive outcomes for individuals served by the workforce development system’s six core programs. These six core programs are the Adult, Dislocated Worker, and Youth programs, authorized under WIOA Title I and administered by the U.S. Department of Labor (DOL); the Adult Education and Family Literacy Act (AEFLA) program, authorized under WIOA Title II and administered by the Department of Education (ED); the Employment Service program authorized under the Wagner-Peyser Act, as amended by WIOA Title III and administered by DOL; and the Vocational Rehabilitation (VR) program authorized under Title I of the Rehabilitation Act of 1973, as amended by WIOA Title IV and administered by ED. WIOA requires states and direct grantees of the Departments to collect and report information on all participants.

REFERENCES:

- The Workforce Innovation and Opportunity Act (WIOA) Section 116
- Federal Register/Vol. 81. No.161, Parts 677
- Training and Employment Guidance Letter (TEGL) No. 10-16
- Training and Employment Guidance Letter (TEGL) No. 21-16

RESCISSIONS OWDI 15-2013	EXPIRATION DATE Continuing
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MESSAGE: This Oklahoma Workforce Development Issuance (OWDI) provides guidance to the Oklahoma Works workforce development system on core performance accountability indicators and performance reporting requirements for individuals served by the programs authorized under WIOA Title I and the Employment Service program authorized under the Wagner-Peyser Act, as amended by WIOA Title III, established by section 116 of WIOA. This issuance also includes the State of Oklahoma’s approach to measuring effectiveness in serving employers, as required by WIOA Section 116(b)(2)(A)(i)(VI).

PRIMARY INDICATORS OF PERFORMANCE

Section 116(b)(2)(A) of WIOA identifies six primary indicators by which all core programs will be measured in order to assess effectiveness in achieving positive outcomes for individuals served by the programs. The six primary indicators of performance are as follows:

- 1. Employment Rate – 2nd Quarter After Exit;**
- 2. Employment Rate – 4th Quarter After Exit;**
- 3. Median Earnings – 2nd Quarter After Exit;**
- 4. Credential Attainment;**
- 5. Measureable Skill Gains;**
- 6. Effectiveness in Serving Employers;**

The following section provides definitions for each indicator, including, where necessary, the numerator and denominator criteria utilized to calculate the indicator.

1. Employment Rate – 2nd Quarter After Exit

The percentage of Title I Adult, DLW, and Title III participants who are in unsubsidized employment during the second quarter after exit from the program, as established through direct UI wage record match, Federal or military employment records, or supplemental wage information.

For Title I Youth, it is the percentage of participants who are in education or training activities, or in unsubsidized employment during the second quarter after exit, as established through direct UI wage record match, Federal or military employment records, or supplemental wage information.

Denominator Criteria: Title I Adult, DLW, Youth, or Title III Participant that has exited the program.

Numerator Criteria: Title I Adult, DLW, or Title III Participant in unsubsidized employment during the 2nd quarter after exit. Title I Youth Participant in an education or training activity, or in unsubsidized employment during the 2nd quarter after exit.

2. Employment Rate – 4th Quarter After Exit

The percentage of Title I Adult, DLW, and Title III participants who are in unsubsidized employment during the fourth quarter after exit from the program, as established through direct UI wage record match, Federal or military employment records, or supplemental wage information.

For Title I Youth, it is the percentage of participants who are in education or training activities, or in unsubsidized employment during the fourth quarter after exit, as established through direct UI wage record match, Federal or military employment records, or supplemental wage information.

Denominator Criteria: Title I Adult, DLW, Youth, or Title III Participants that have exited the program.

Numerator Criteria: Title I Adult, DLW, or Title III Participants in unsubsidized employment during the 4th quarter after exit. Title I Youth Participants in an education or training activity, or in unsubsidized employment during the 4th quarter after exit.

3. Median Earnings – 2nd Quarter After Exit

The median earnings of Title I and Title III participants who are in unsubsidized employment during the second quarter after exit from the program, as established through direct UI wage record match, Federal or military employment records, or supplemental wage information.

Denominator Criteria: Title I Adult, DLW, Youth, or Title III Participants employed in the 2nd quarter after exit.

Numerator Criteria: Total quarterly earnings are collected and listed in order, from the lowest to the highest value. The values in the middle of this list is the median earnings values.

4. Credential Attainment

The percentage of Title I Adult & DLW participants enrolled in an education or training program (excluding those in on-the-job training (OJT) and customized training) who attain a recognized postsecondary credential or a secondary school diploma, or its recognized equivalent, during participation in or within one year after exit from the program.

Participants who attained a *secondary school diploma or its recognized equivalent* are included *only* if the participants are also employed within 1 year (quarter based) after exit or are enrolled in an education or training program leading to a recognized postsecondary credential during program participation or within one year after exit from the program.

Title I In-School Youth Participants are included in the credential attainment indicator. Title I Out-of-School Youth Participants enrolled in occupations skills training, secondary education, postsecondary education, Title II-funded adult education, YouthBuild, and Job Corps are included in the credential attainment indicator.

A credential must recognize technological or industry/occupational skills for a 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. The technical or industry/occupational skills certified must be based on standards developed or endorsed by employers or industry associations. The credential must be awarded in recognition of an individual's attainment of measurable technical or industry/occupational skills necessary to obtain employment or advance within a specific industry/occupation. Certificates awarded by workforce development boards for general safety, first aid, food preparation, accessibility preparation, or work readiness are not included in the definition of a credential.

Denominator Criteria: Title I Participants enrolled in *postsecondary or secondary* education or training programs (excluding OJT & Customized Training) and have exited during reporting period.

Numerator Criteria: Title I Participants who attain a *postsecondary* credential OR attain a *secondary* credential *and* enrolls in an education or training program leading to a recognized postsecondary credential *or* are employed, during participation or within 1 year after exit from the program.

5. Measureable Skill Gains

The percentage of Title I 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 skill gains, defined as documented academic, technical, occupational, or other forms of progress, towards such a credential or employment.

Depending on the type of education or training program, documented progress is defined as one of the following five types of measurable skill gains:

- I. Educational Functioning Level (EFL): Documented achievement of at least one educational functioning level of a participant who is receiving instruction below the postsecondary level.
 - a. Compare the participant's initial EFL, as measured by a pre-test, with the participant's EFL, as measured by a post-test;
 - b. States that offer adult high school programs that lead to a secondary school diploma or its recognized equivalent may measure and report educational

- gain through the awarding of credits or Carnegie units; or
 - c. States may report an EFL gain for participants who exit a program below the postsecondary level and enroll in postsecondary education and training during the program year. A program below the postsecondary level applies to participants enrolled in a basic education program.
- II. Secondary School Diploma/Recognized Equivalent: Documented attainment of a secondary school diploma or its recognized equivalent if the participant obtains certification of attaining passing scores.
- a. High School Diploma;
 - b. Obtaining certification of attaining passing scores on a State-recognized high school equivalency test;
 - c. Diploma or State-recognized equivalent documenting satisfactory completion of secondary studies or an alternate diploma, including a high school or adult secondary school diploma.
- III. Secondary or Postsecondary Transcript/Report Card: Documented secondary or postsecondary transcripts or report cards, identifying attainment for the sufficient number of credit hours meeting Oklahoma’s academic standards.
- a. For Secondary education (specific to youth attending high school): transcript or report card for *one semester* showing that the participant is achieving the States unit’s policies for academic standards.
 - b. For Postsecondary education:
 - i. Full-time students: *one semester* transcript or report card with 12 hours achieving Oklahoma’s academic standards;
 - ii. Part-time students: *two semesters* transcripts or report cards with a total of at least 12 hours over the course of two completed consecutive semesters during the program year.
- IV. Training Milestone: Documented satisfactory or increased progress towards established training milestones from an employer or training provider who is providing training.
- a. Progress reports must document substantive skill development that the participant has achieved from an employer or training provider:
 - i. Mastered required job skills, or steps to complete an OJT or apprenticeship program;
 - ii. Increase in pay resulting from newly acquired skills;
 - iii. Increased performance resulting from newly acquired skills.
- V. Successful Passage of an Exam: Documentation of a knowledge-based exam required for a particular occupation or progress in attaining technical or occupational skills as evidenced by trade-related benchmarks.
- a. Passage of a component exam in a Registered Apprenticeship (RA) program;
 - b. Employer-required knowledge-based exam;
 - c. Satisfactory attainment of an element in an industry or occupational competency-based assessment;

- d. Other completion tests necessary to obtain a credential.

Denominator Criteria: Title I participants who, during any point in the program year, are in an education or training program that leads to a recognized postsecondary credential or employment. This includes participants who continue to receive services as well as those who have participated during the reporting period and have exited the program.

Numerator Criteria: The number of Title I program participants included in the denominator criteria that achieved at least one type of gain.

6. Effectiveness in Serving Employers

WIOA Sec. 116(b)(2)(A)(i)(VI) requires the State to establish a primary indicator of performance for effectiveness in serving employers as a collective measure for the State representing all core partner programs.

The State of Oklahoma is piloting three approaches to gauge three critical workforce needs of the business community:

- I. Approach 1: Retention with the same employer – addresses the programs’ efforts to provide employers with skilled workers;
- II. Approach 2: Repeat Business Customers – address the programs’ efforts to provide quality engagement and service to employers and sectors and establish productive relationships with employers and sectors over extended periods of time; and
- III. Approach 3: Employer Penetration Rate – address the programs’ efforts to provide quality engagement and service to all employers and sectors within a State and local economy.

Special Note: Because these approaches are pilots, they will be evaluated and the State of Oklahoma will implement a standardized indicator beginning Program Year 2019.

Special Note Related to Exit-based Core Performance Measures

The following measures are exit-based, and cannot be calculated until the allotted time after exit has passed, resulting in a delay of available performance data.

- Employment Rate – 2nd Quarter After Exit.
- Employment Rate – 4th Quarter After Exit.
- Median Earnings – 2nd Quarter After Exit.
- Credential Attainment.

For the employment-related performance indicators (Employment Rates and Median Earnings), status in unsubsidized employment and quarterly earnings may be determined by direct Unemployment Insurance (UI) wage match, Federal employment records, military employment records, or supplemental wage information. Participants who are in the military or in a Registered Apprenticeship (RA) program are also considered as employed for the purpose of

these indicators. Participants who do not provide a Social Security Number or who are self-employed will also be included in these indicators, therefore it will be necessary to collect supplemental wage information to determine wage data.

CATEGORIES OF ENROLLMENT

Reportable Individual:

A *Reportable Individual* is an individual who has taken action that demonstrates an intent to use program services and who meets specific reporting criteria of the program, including an individual who reports to an Oklahoma Works (one-stop) Center and provides identifying information, an individual who uses the self-service system, and an individual who receives information-only services or activities. The number of reportable individuals will be collected in order to identify those who engage with the system on an initial level but who do not complete the requirements to become participants.

Participant:

For WIOA Title I Adult, Dislocated Worker, and Title III Employment Services programs, a *Participant* is a reportable individual who has satisfied all applicable program requirements such as eligibility determination and who has received a service(s) other than a self-service or information only service or activity. A list of services that establishes participation is included with this issuance.

For WIOA Title I Youth, a participant is a reportable individual who has satisfied all applicable program requirements for the provision of services, including eligibility determination, an objective assessment, and development of an individual service strategy, and received one or more of the 14 WIOA Youth program elements.

Performance indicators are based on the experiences of participants during participation and post-exit therefore, negotiated levels of performance and sanctions are based on the outcomes of program participants.

Common Exit:

A *common exit* for a Reportable Individual occurs when an individual has not received a self-service, information-only service or activities, and/or services under WIOA Titles I or Title III that do not result in the individual becoming a participant for at least 90 days, and no future services are planned.

A *common exit* for a participant occurs when a participant has not received services (excluding self-service, information-only service or activities, or follow-up services) from any WIOA Title I or Title III program for at least 90 days, and no future services are planned. The *common exit* date for all programs in which the participant is enrolled will be the end date of the last qualifying service the participant received.

Period of Participation:

For all indicators, except Measurable Skill Gains, 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.

For all indicators, except the Measurable Skill Gains indicator, 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. For the Measurable Skill Gains indicator, a new period of participation is counted each time a participant enrolls even if both enrollments occur within the same program year. If a participant has multiple periods of participation in a program year, each period of participation is counted separately for each applicable performance indicator.

SERVICES

Common Intake Process and Co-Enrollment

A *common intake process* must be in place to better identify the needs of individuals in order to improve access and service to participants. Local policies must focus on coordinating services across partner programs, optimizing the use of resources, and preventing the duplication of services while supporting the Oklahoma Works goal of increasing the skills necessary to obtain employment. Co-enrollment of participants is encouraged when the individual will benefit from the services provided from multiple programs. A participant who receives career services or training services from multiple programs will be counted in the respective career services or training services denominator for all of the programs from which they received services.

Self-Service and Information-Only Services:

Self-Service and Information-only Services are services offered to the public, both virtually and in person, that are general in nature, not customized to an individual's needs, and do not constitute participation in a program. Individuals that receive these services are considered *reportable individuals*. *Self-Service* occurs when individuals independently access a program's information activities either at a physical location or remotely. *Information-only services* or activities may be self-services or staff-assisted services that provide readily available information and does not require a significant assessment of individuals' skills, education, or career objectives.

Career Services:

There are three types of *career services*: Basic Career Services, Individualized Career Services, and Follow-up Services. WIOA recognizes each individual may not need all types of career services or may need different types of career services at different stages in their career pathway. Therefore, there are no sequential requirements for the provision of career services. This provides the local areas and service providers with the flexibility to target services to the needs of the customer.

All career services must be made available to all individuals in at least one comprehensive one-stop center in each local workforce development area. Labor exchange services provided by Wagner-Peyser (WP) fall under *basic career services*. Wagner-Peyser staff must make all basic

career services available in coordination with other one-stop-center partners and may provide individualized career services as needed. While basic career services are available to all participants, *individualized career services* are provided to participants in order to retain or obtain employment.

For WIOA Title I Adult, Dislocated Worker and Youth programs and Title III Employment Service programs, participants who receives career service or training services from multiple programs will be counted in the respective career services or training services denominator for all programs from which they received services.

Follow-up Services:

Title I Adult and Dislocated Worker program participants who are placed in unsubsidized employment must be provided follow-up services. *Follow-up services* must be provided for no less than 12 months after the first day of employment. Follow-up services do not extend the date of exit in performance reporting.

For Title I Youth participants, *follow-up services* are critical services provided to help ensure the youth is successful in employment and/or postsecondary education and training. Once a Title I Youth's common exit date has been determined following 90 days of no services, follow-up must continue for the remaining 275 days of the 12-month follow-up requirement.

Training Services:

Training services may be provided to all participants if it is determined, after an interview, an evaluation, or assessment, and career planning has been provided, that they are critical to the employment success of the participant. *Training services* must be provided either through an Individual Training Account (ITA) or through a training contract. WIOA also provides enhanced access and flexibility for work-based training options, such as Registered Apprenticeships (RA), on-the-job training, customized training, and incumbent worker training. For program specific requirements, reference the applicable program guidance available from the Oklahoma Office of Workforce Development.

CAREER SERVICES AND TRAINING SERVICES COSTS

Identifying Service Costs:

WIOA requires that costs for career and training services must be determined separately. Further, WIOA also establishes that administrative costs must not be included when reporting costs for career services and costs for training services. Services provided by a program regardless of whether the services occurred "at" an Oklahoma Works (one-stop) Center must be reported. A participant who receives more than one career or training service during the participant's period of participation is included in the denominator for the career or training services calculation only one time. The cost of all of the career or training services the participant receives are included in the numerator. However, if a participant has multiple periods of participation during a program year, the participant will appear in the denominator for the career and training services calculations more than one time. Costs must be entered

into FiscalLink in OKJobMatch for each participant receiving career and training services.

Following are examples of the calculations that will be utilized to identify Career Service Costs and Training Service Costs:

Career Service Costs Calculations:

Title I Adult, DLW, Youth, Title III Employment Service programs:

$$\text{Career Services Cost} = \frac{\text{Total Expenditures for Career Services}}{\text{Total Participants receiving Career Services in the Program}}$$

$$\text{Total Expenditures for Career Services} = \text{Total Expenditures} - (\text{Administrative expenditures} + \text{Training expenditures})$$

Training Service Costs Calculations:

Title I Adult, DLW, Youth programs:

$$\text{Average Cost of Training Services per Participant} = \frac{\text{Total Expenditures for training services (not including administrative cost)}}{\text{The total number of participants receiving such services}}$$

ACTION REQUIRED: This Oklahoma Workforce Development Issuance (OWDI) is to become a part of your permanent records and made available to appropriate staff and sub-recipients.

INQUIRIES: If you have any questions about this issuance, please contact policy and program staff in the Oklahoma Office of Workforce Development. Contact information can be found at <http://www.oklahomaworks.gov/about/>.

ATTACHMENTS:

List of Services