

Implementation Of Common Performance Measures For E&T Programs



**SETA Fall
Conference**

September 19-22, 2004

**Radisson Hotel
Lexington, Kentucky**

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Agenda

- ◆ Background information on the common performance measures
- ◆ The common measures and EMILE
- ◆ Calculating outcomes on the performance measures
- ◆ Data sources and timing
- ◆ Performance issues to keep in mind – lessons from PEP

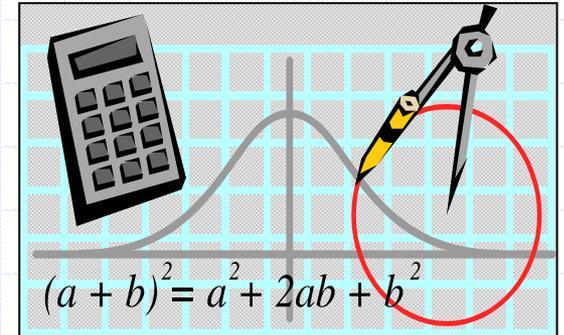


Background On The Common Performance Measures



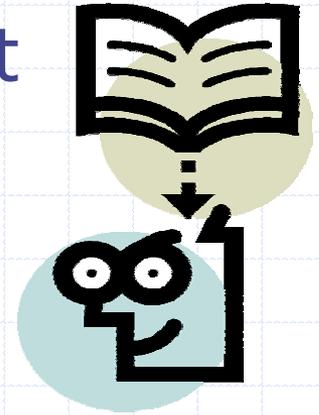
Background

- ◆ The President's Management Agenda
- ◆ OMB Director's Memorandum M-02-06
- ◆ TEGL No. 15-03
- ◆ Affects 29 programs administered by six agencies
 - Department of Labor
 - Department of Education
 - Department of Health and Human Services
 - Department of Veterans Affairs
 - Department of the Interior
 - Department of Housing and Urban Development



Background

- ◆ Implementation is tied to the roll-out of EMILE, ETA's "next generation" reporting system
- ◆ Will not preclude additional management measures
- ◆ Does not change current statutory authority
- ◆ Addressed in WIA Reauthorization process



The Performance Measures

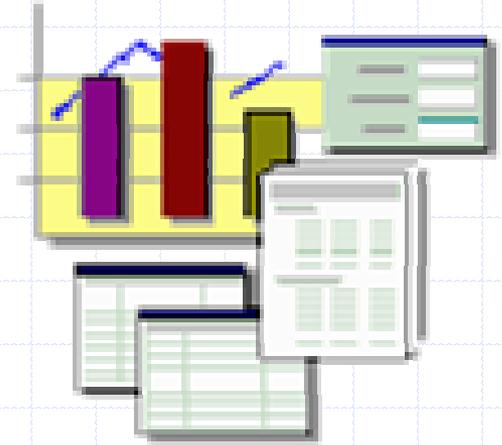
◆ Adult measures:

- Entered employment
- Employment retention
- Earnings increase (two measures)
- Efficiency

◆ Youth and lifelong learning measures:

- Placement in employment or education
- Attainment of a degree or certificate
- Literacy or numeracy gains
- Efficiency

◆ Designations of adult or youth are spelled out in each program's eligibility requirements

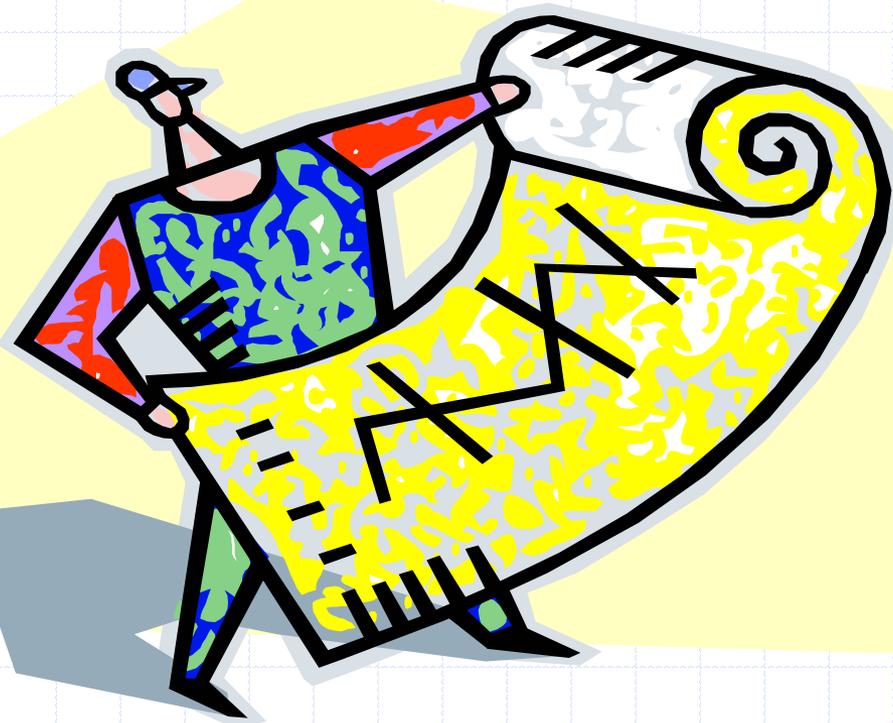




Application Of The Measures To DOL Programs

Adult	Youth	
X		H-1B Technical Skills Training
	X	Job Corps
X		Labor Exchange Services
X		Migrant and Seasonal Farm Workers
X	X	Native American Employment and Training
	X	Responsible Reintegration of Youthful Offenders
X		Senior Community Service Employment Program
X		Trade Adjustment Assistance
X		WIA Adult
X		WIA Dislocated Worker
	X	WIA Youth

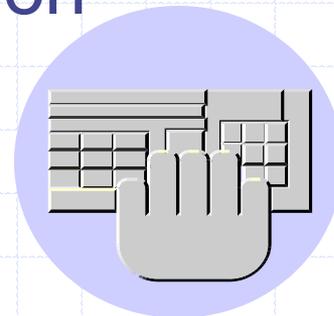
The Common Measures And EMILE



Next Generation Reporting

◆ Proposed ETA Management Information and Longitudinal Evaluation System (EMILE – *pronounced ey'meel*)

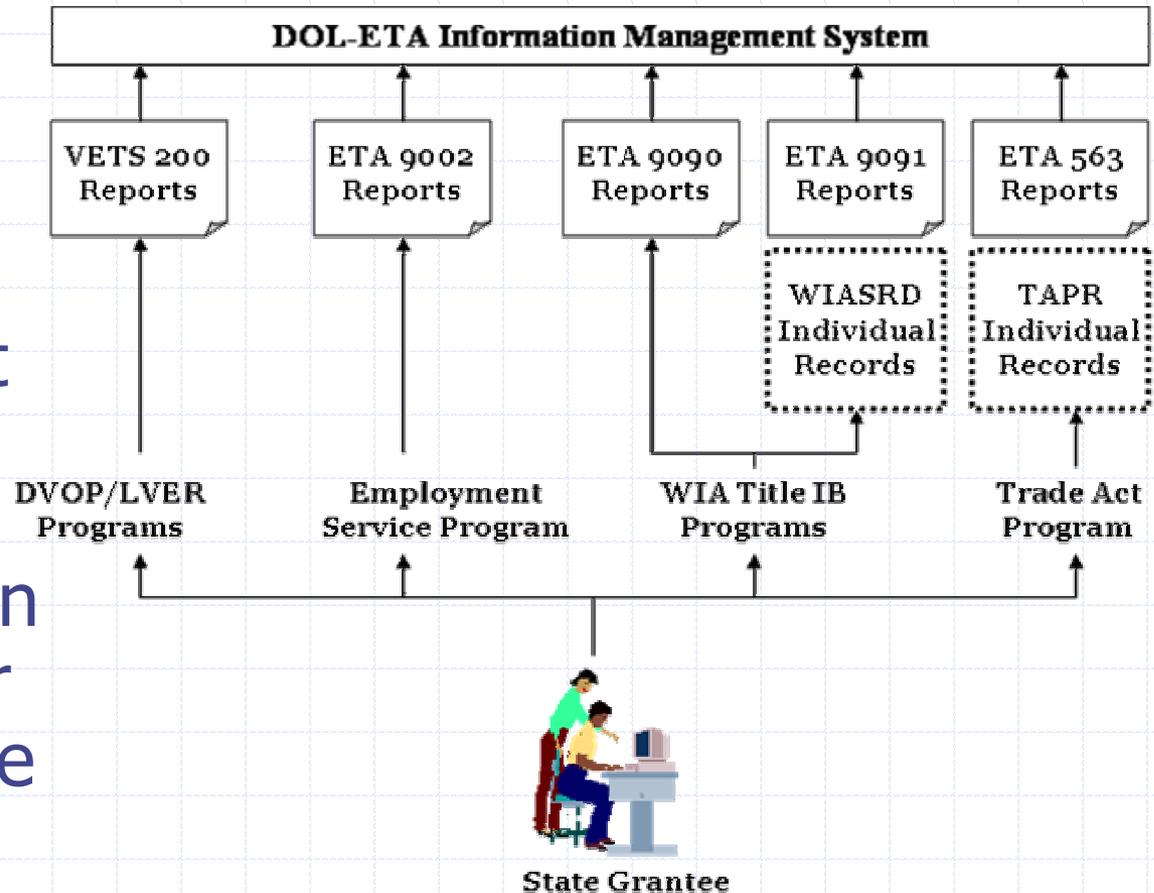
- ◆ Standardized individual records (SIRs) for employers and participants
- ◆ Consolidated quarterly report based on SIRs
- ◆ Applies to ETA programs impacted by the common measures initiative
- ◆ Captures information needed to compute performance outcomes on the common measures and other program-specific measures
- ◆ Due 45 days after the end of the quarter
- ◆ Records and reports submitted electronically
- ◆ EMILE was published in the Federal Register; comments were due September 14, 2004



Why EMILE? -- An Example Using State Funded Programs

Current Reporting Approach

States are required to produce reports using different definitions, data and submission procedures for each workforce program

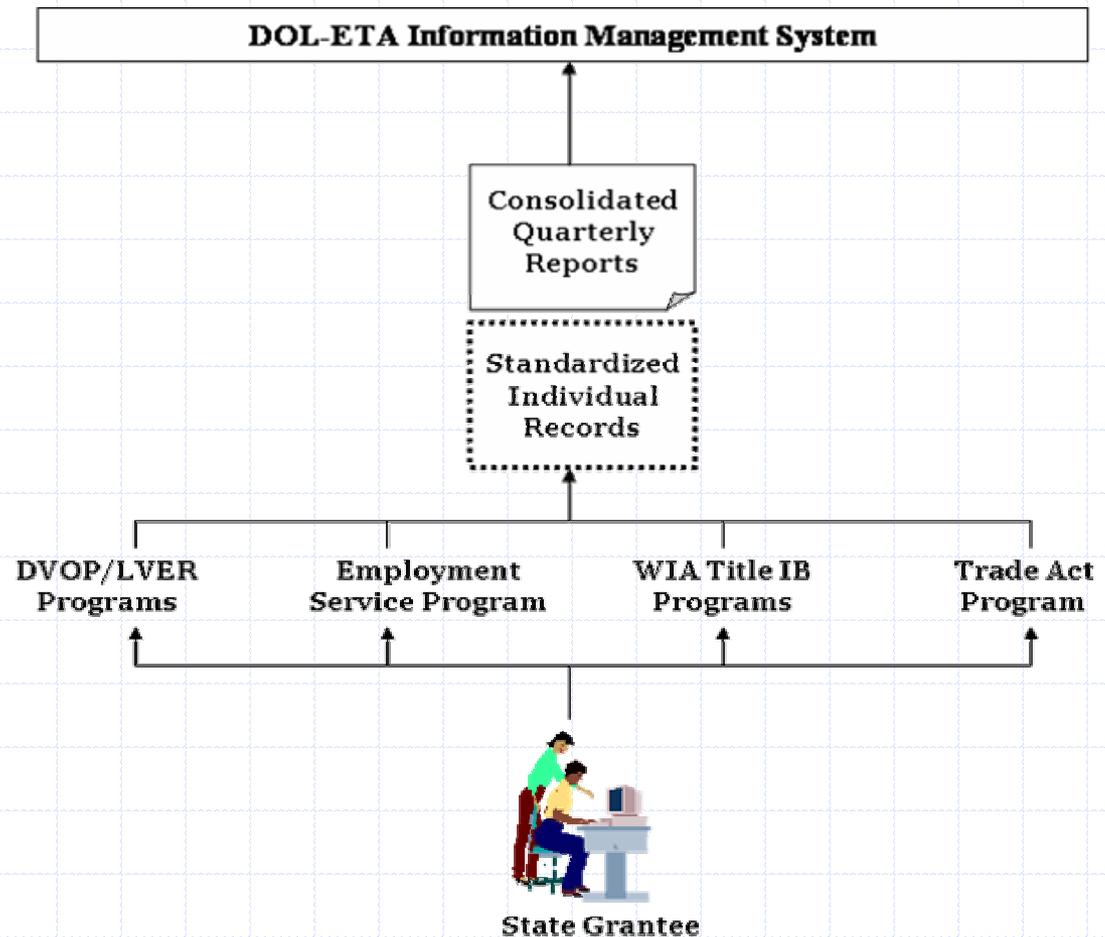


"Stovepipe" reporting results in a fragmented picture of the system

Why EMILE? -- An Example Using State Funded Programs

EMILE Reporting Approach

ETA proposes to consolidate reporting for all programs through EMILE



"Consolidated" reporting results in a complete picture of the system

EMILE Timeline

2004

2005

EMILE is published in the Federal Register

Meet with stakeholders to discuss implementation issues

May | June | July | Aug. | Sept. | Oct. | Nov. | Dec. | Jan. | Feb. | Mar. | Apr.

Comments Due

Address comments to the Federal Register notice and submit EMILE to OMB for approval

Develop transition plan with stakeholder input and issue guidance

Registration, Participation And Exit



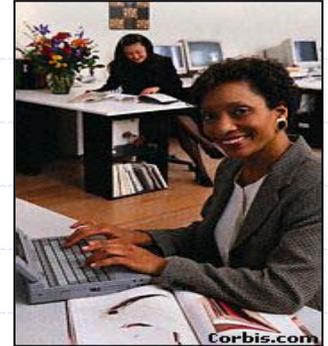
Job Seeker Registration

- ◆ *Registration* is the collection of data for eligibility determination and EO purposes
- ◆ The *registration date* is the date the *registration process* begins
- ◆ Individuals receiving any service provided through the one-stop must be *registered*
- ◆ *Registration* occurs at or before *participation*
- ◆ Individuals who receive self-service or informational activities that are accessed by virtual means outside of the one-stop's facility need not, but may, be *registered*



Program Participation

- ◆ A *participant* is an individual who is determined eligible to participate in a program and receives a service¹
- ◆ The *participation date* is the date of the first service after eligibility determination
- ◆ Individuals who receive services that are accessed by virtual means outside of the program's facility need not, but may, be treated as *participants*
- ◆ An individual must be a *participant* in order to count in the performance calculations



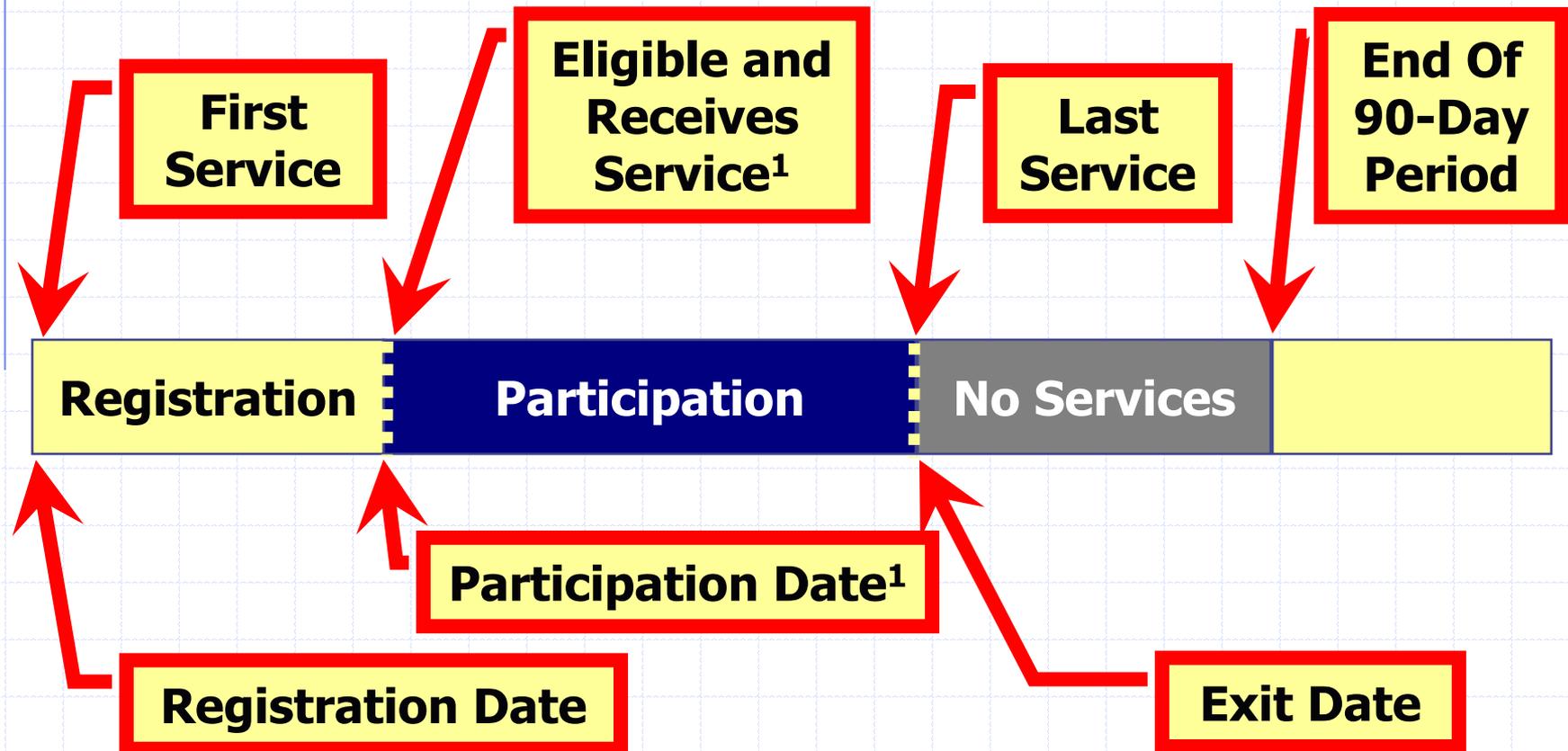
¹ The services that trigger "participation" are governed by existing authorizing legislation.

Program Exit

- ◆ The *exit* date is the date of the last service for the *participant*
- ◆ For measures using UI wage records, the *exit* quarter is the quarter containing the *exit* date
- ◆ *Exit* occurs when there is no service for 90 days
- ◆ *Hard exit* disappears



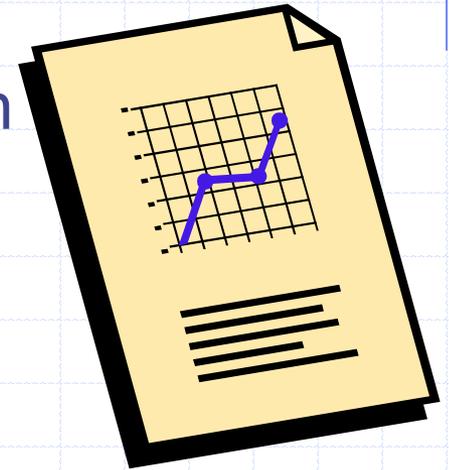
Registration, Participation And Exit Illustration



¹ In many instances, the participation date and the registration date will be the same.

Global Exclusions

- ◆ Exclusions from all common measures:
 - Persons institutionalized (exceptions are detained Responsible Reintegration Youthful Offenders and disabled individuals residing in institutions)
 - Persons unable to continue due to health/medical or family care reasons
 - Deceased
 - Reservists called to active duty



Calculating Outcomes

Adult Measures



Adult

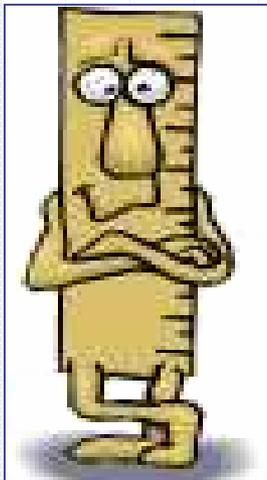
Entered Employment

Of those not employed at participation:

Number employed in quarter after exit

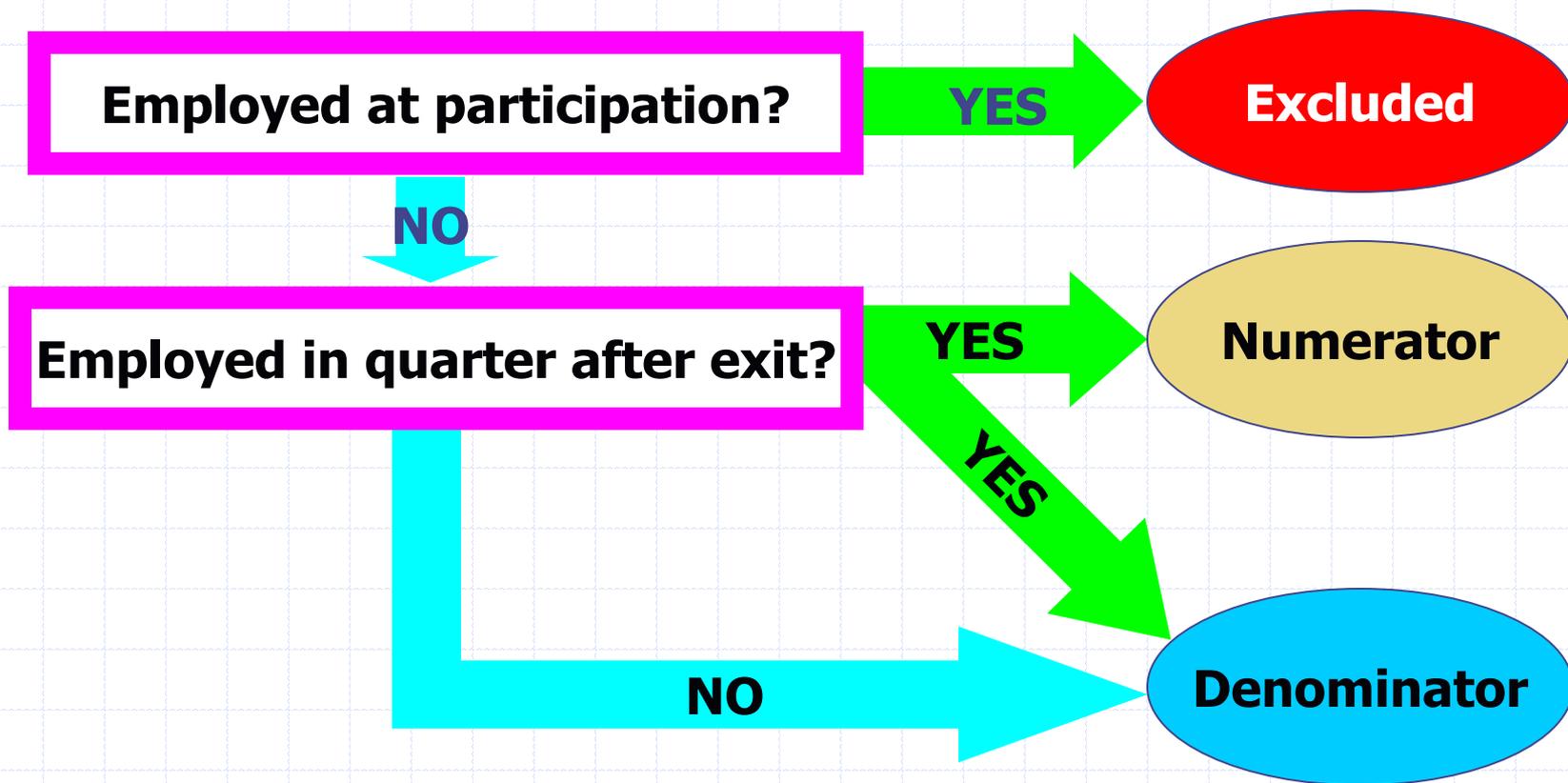
Number of exiters

- ◆ Exclude adults employed at the time of participation
- ◆ Include adults employed at the time of participation who are on layoff notice
- ◆ Wage records are the only source for determining employment in the quarter after exit
- ◆ Employment at participation is based on information from the individual -- not wage records



Computing
Outcomes

Adult Entered Employment



Adult

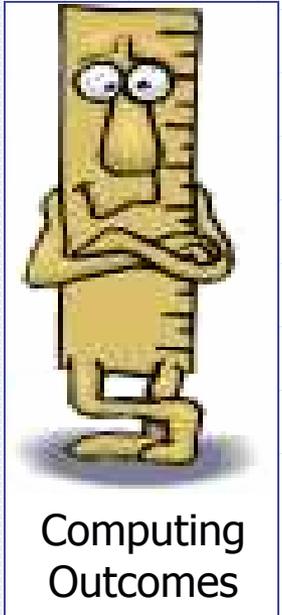
Employment Retention

Of those employed in the quarter after exit:

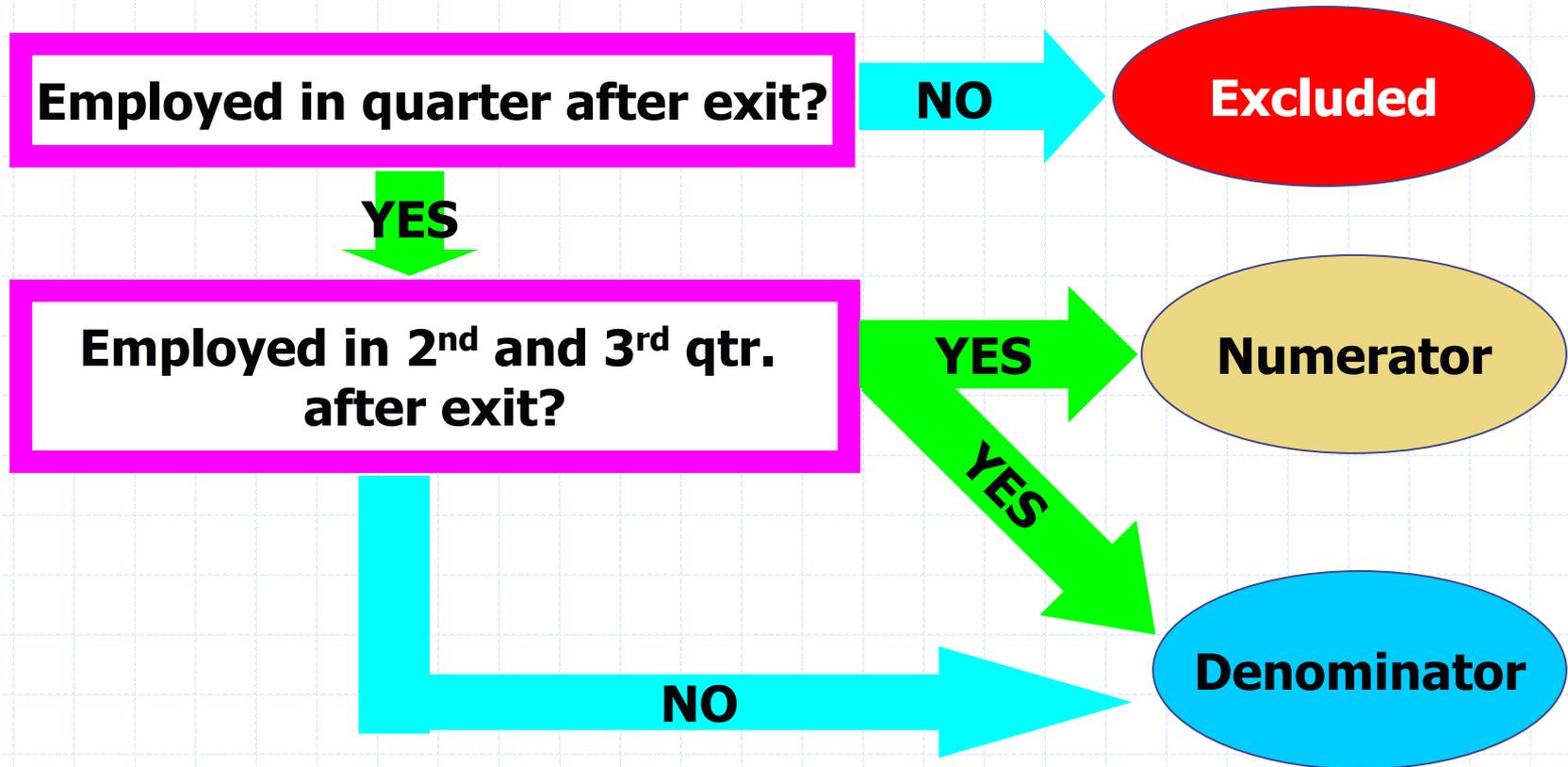
Number employed in both the 2nd and 3rd quarters after exit

Number of exiters

- ◆ Based on those employed in quarter after exit
- ◆ Wage records are the only data source
- ◆ Employment in the 1st, 2nd and 3rd quarter after exit does not have to be with the same employer
- ◆ Must be employed in both the 2nd and 3rd quarters after exit to count as retained



Adult Employment Retention



Adult

Earnings Increase 1

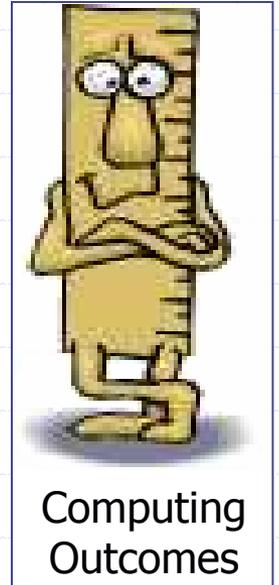
Pre-Program -Post-Program Increase

Of those employed in the quarter after exit:

$$\frac{\text{Earnings in 1}^{\text{st}} \text{ quarter after exit} - \text{Earnings in 1}^{\text{st}} \text{ quarter prior to participation}}{\text{Earnings in the 1}^{\text{st}} \text{ quarter prior to participation}}$$

Earnings in the 1st quarter prior to participation

- ◆ Wage records only
- ◆ Includes same population as the adult retention measure
- ◆ Likely to be negative for dislocated workers



Adult

Earnings Increase 2

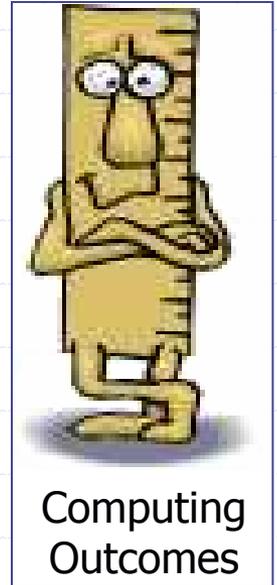
Post-Program Increase, 1st - 3rd Quarter

Of those employed in the quarter after exit:

$$\frac{\text{Earnings in 3rd quarter after exit} - \text{Earnings in 1st quarter after exit}}{\text{Earnings in the 1st quarter after exit}}$$

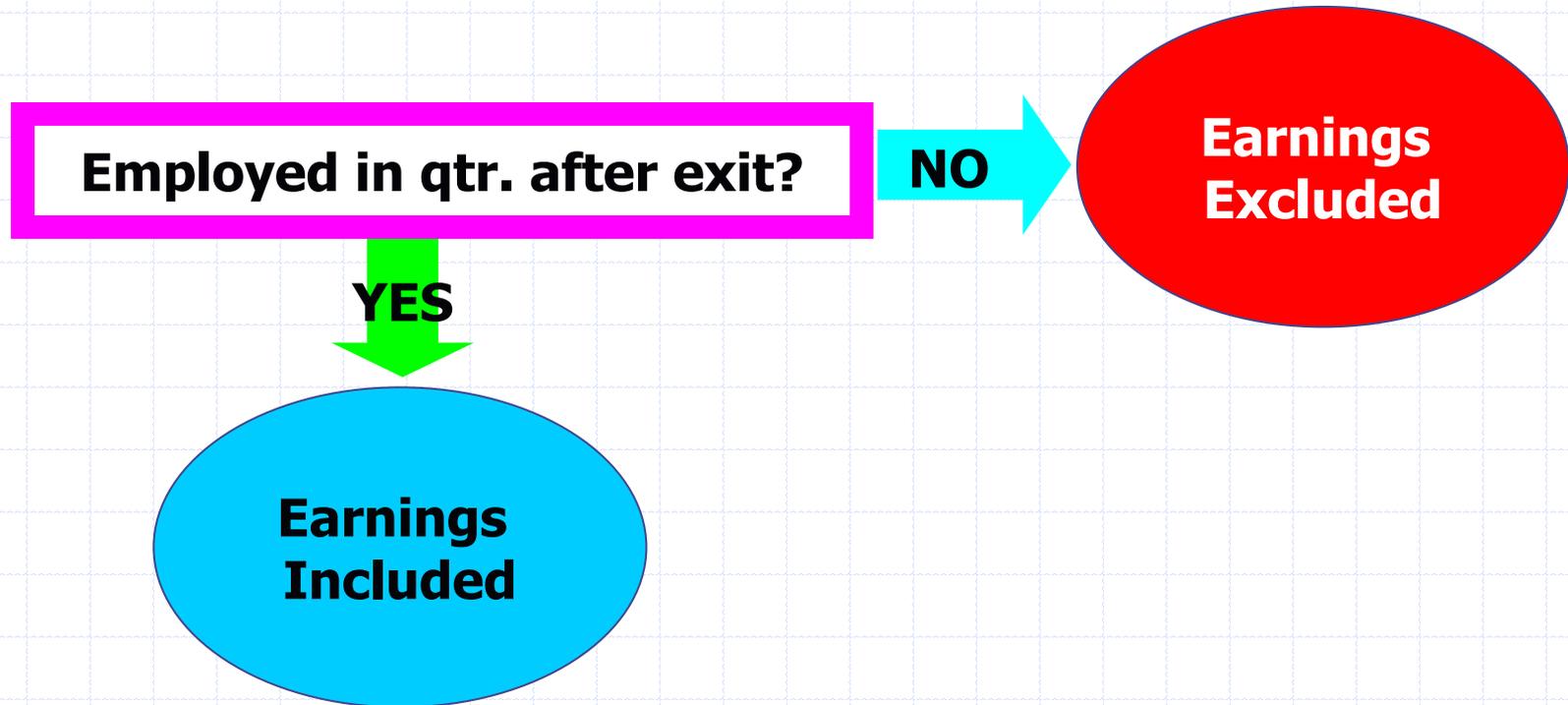
Earnings in the 1st quarter after exit

- ◆ Wage records only
- ◆ Includes same population as the adult retention measure
- ◆ A positive earnings increase rate will be difficult to attain



Adult

Earnings Increases

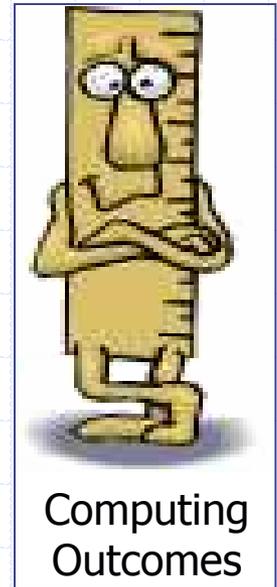


Adult Efficiency

Program appropriation amount

Number of participants

- ◆ The program appropriation level is the amount of federal funding authorized by Congress for the year
- ◆ To be calculated at the federal level to determine an efficiency outcome for program overall
- ◆ ETA may review efficiency outcomes at the state and grantee levels using allotment levels



Calculating Outcomes

Youth Measures



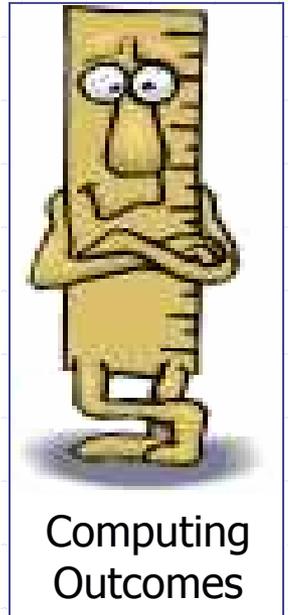
Placement In Employment Or Education

Of those who are not in any of the following at participation - post-secondary education, employment, or the military:

Number of participants in employment or the military or enrolled in post-secondary education and/or advanced training/occupational skills training in the quarter after exit

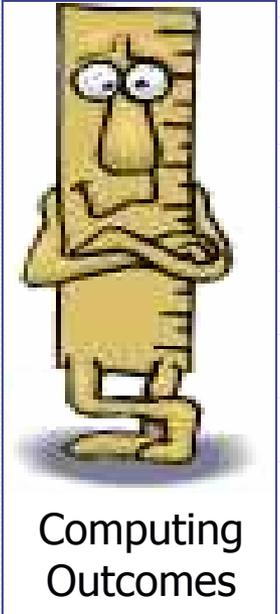
Number of exiters

- ◆ Excludes youth in employment, the military, or post-secondary education at participation
- ◆ Excludes youth in secondary education at exit
- ◆ Employment, military and education status at participation are based on information from the individual

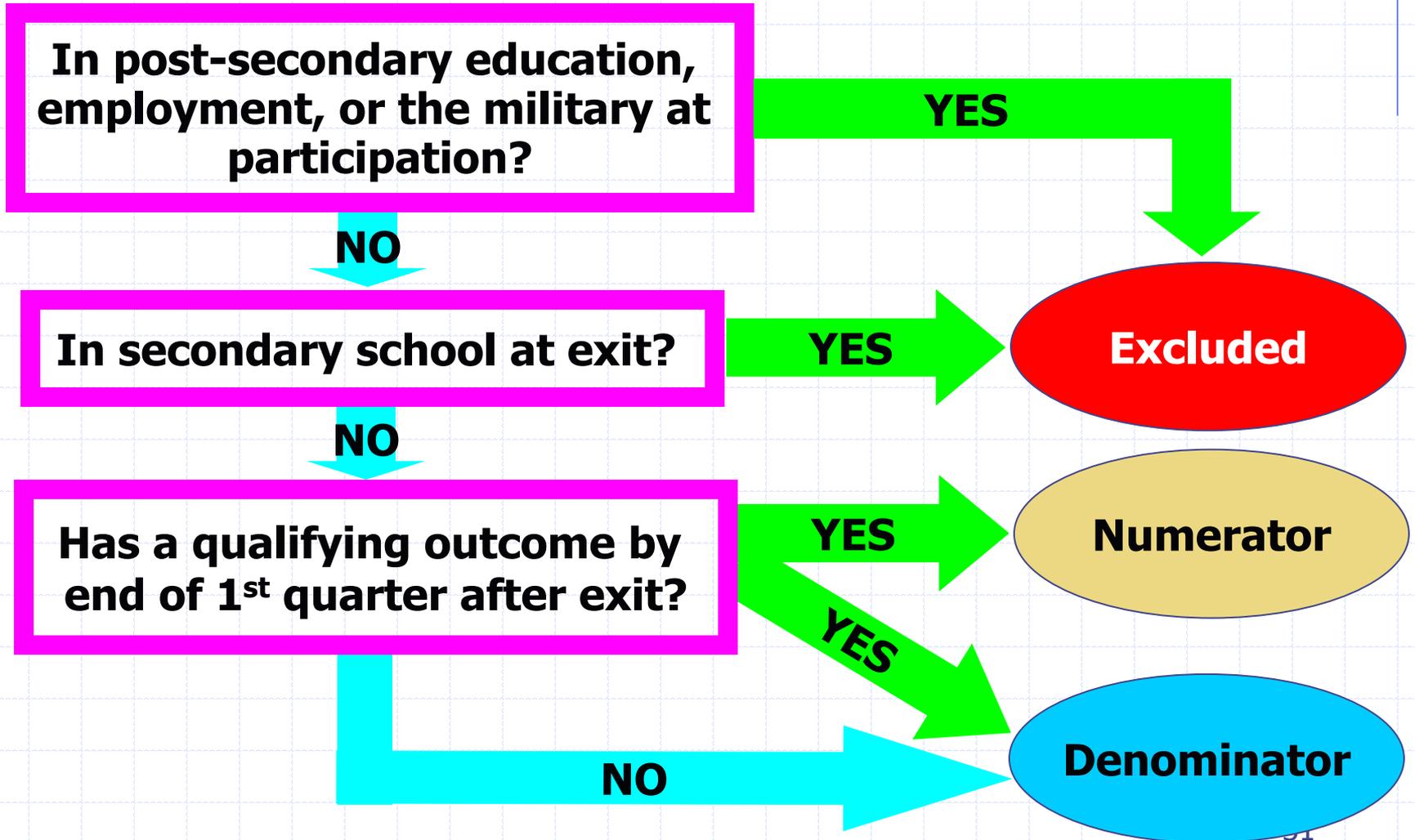


Placement In Employment Or Education

- ◆ Employment and military service in the 1st quarter after exit must be based on wage record data
- ◆ Advanced training/occupational skills training is a certification-based post-program activity that builds upon the services provided by the program
- ◆ Post-secondary education is a program of study offered by a degree-granting institution that leads to an academic degree



Placement In Employment Or Education



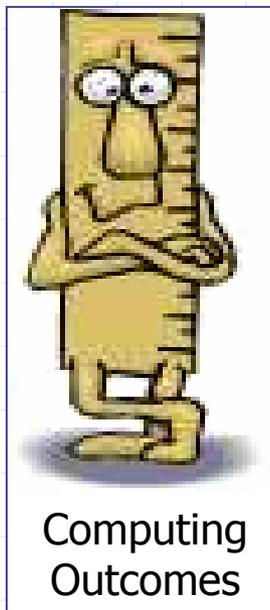
Attainment Of Degree Or Certificate

Of those enrolled in education at participation or any time during the program:

Number attaining a diploma, GED or certificate by the end of the 3rd quarter after exit

Number of exiters

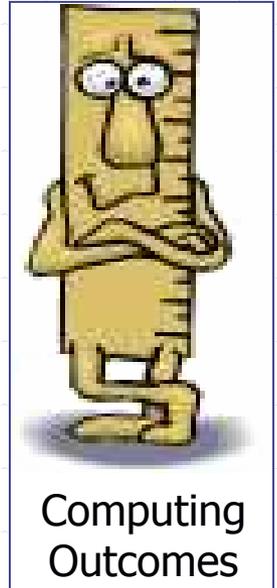
- ◆ Education refers to any organized program of study that leads to a diploma, GED, or certificate
- ◆ Excludes youth in secondary school at exit
- ◆ Outcomes can be attained while participating in services



Attainment Of Degree Or Certificate

◆ Defining “certificate”...

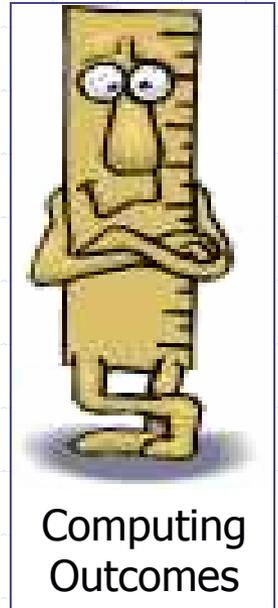
A certificate is awarded in recognition of an individual’s attainment of measurable technical or occupational skills necessary to gain employment or advance within an occupation. These technical or occupational skills are based on standards developed or endorsed by employers. Recognition of generic pre-employment and/or work readiness skills are not considered certificates.



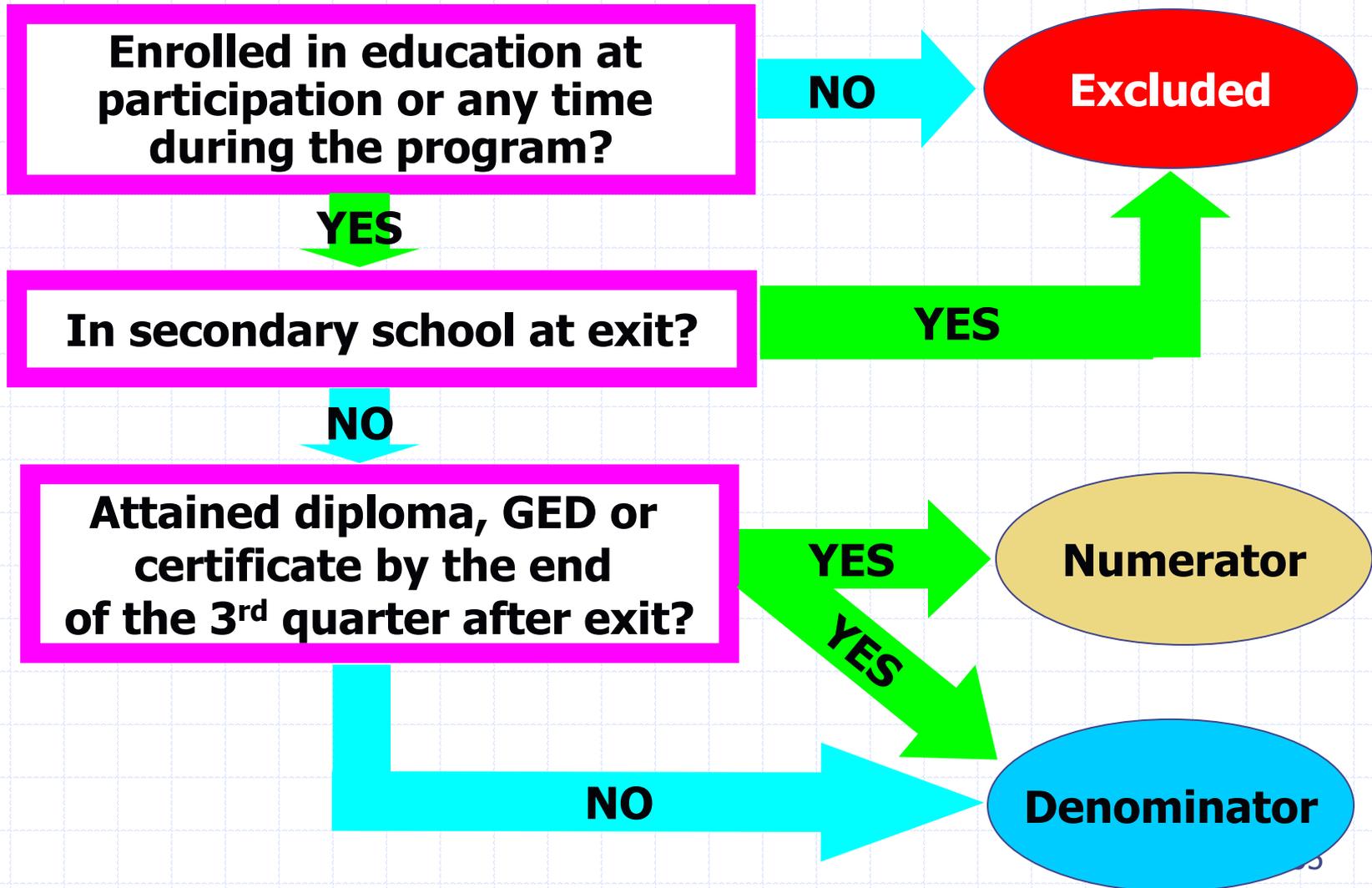
Attainment Of Degree Or Certificate

◆ Awarding institutions include...

- A State educational agency
- Institution of higher education
- Professional, industry or employer organization
- Registered apprenticeship program
- Public regulatory agency
- A program approved by the Department of Veterans Affairs
- Office of Job Corps



Attainment Of Degree Or Certificate



Youth And Lifelong Learning

Literacy Or Numeracy Gains

Of those who are basic skills deficient:

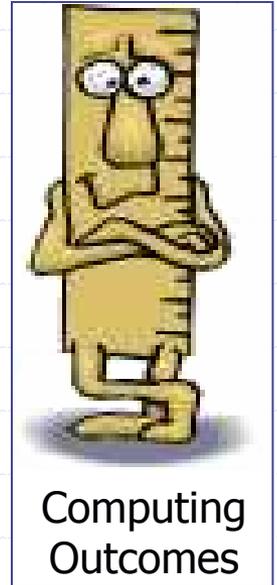
Number who increase one or more educational functioning levels

Number who completed a year of participation

+

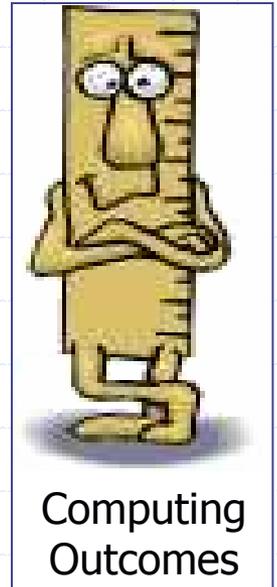
Number who exit before completing a year of participation

- ◆ Excludes youth who are not basic skills deficient
- ◆ Includes individuals with learning disabilities
- ◆ To be in the numerator, an individual must advance one or more Adult Basic Education (ABE) or English as a Second Language (ESL) functioning levels
- ◆ Not exit-based



Literacy Or Numeracy Gains

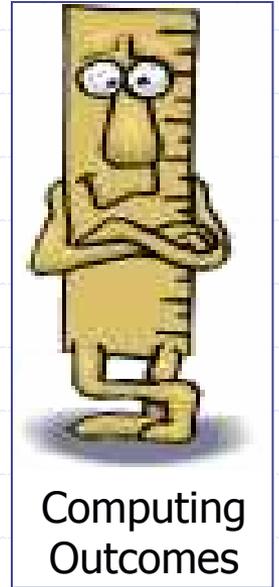
- ◆ Educational skill gain measurement is consistent with the National Reporting System for Adult Education
- ◆ Tests cross-walked with ABE and ESL levels include:
 - Comprehensive Adult Student Assessment Instrument (CASAS)
 - Test of Adult Basic Education (TABE)
 - Adult Basic Learning Examination (ABLE)
 - Adult Measures of Educational Skills (AMES)
 - Student Performance Levels for ESL
 - Basic English Skills Test (BEST) for ESL
 - WorkKeys (for the top 3 ABE levels)



Youth And Lifelong Learning

Literacy Or Numeracy Gains

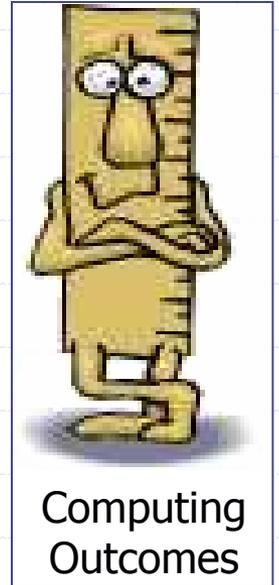
- ◆ Requires the use of the same standardized test for both pre and post assessments
- ◆ Individuals should be pre-tested within 60 days of the participation date
- ◆ Individuals with disabilities should be accommodated according to guidelines associated with the assessment tool and state law or policies
- ◆ Individuals should be post-tested by the end of one year of participation and compared to pre-test results obtained during the initial assessment



Youth And Lifelong Learning

Literacy Or Numeracy Gains

- ◆ If an individual continues to be basic skills deficient after the first 12 months of participation, then s/he should continue to receive training in literacy and/or numeracy skills
- ◆ Participants should be post-tested and included in the measure at the completion of the 2nd year

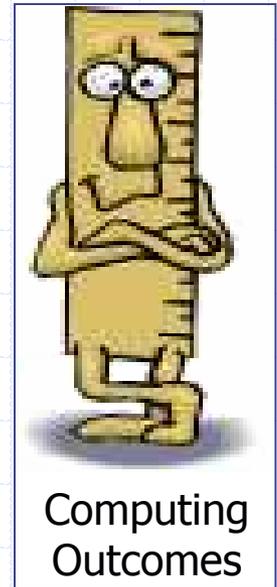


Youth And Lifelong Learning Efficiency

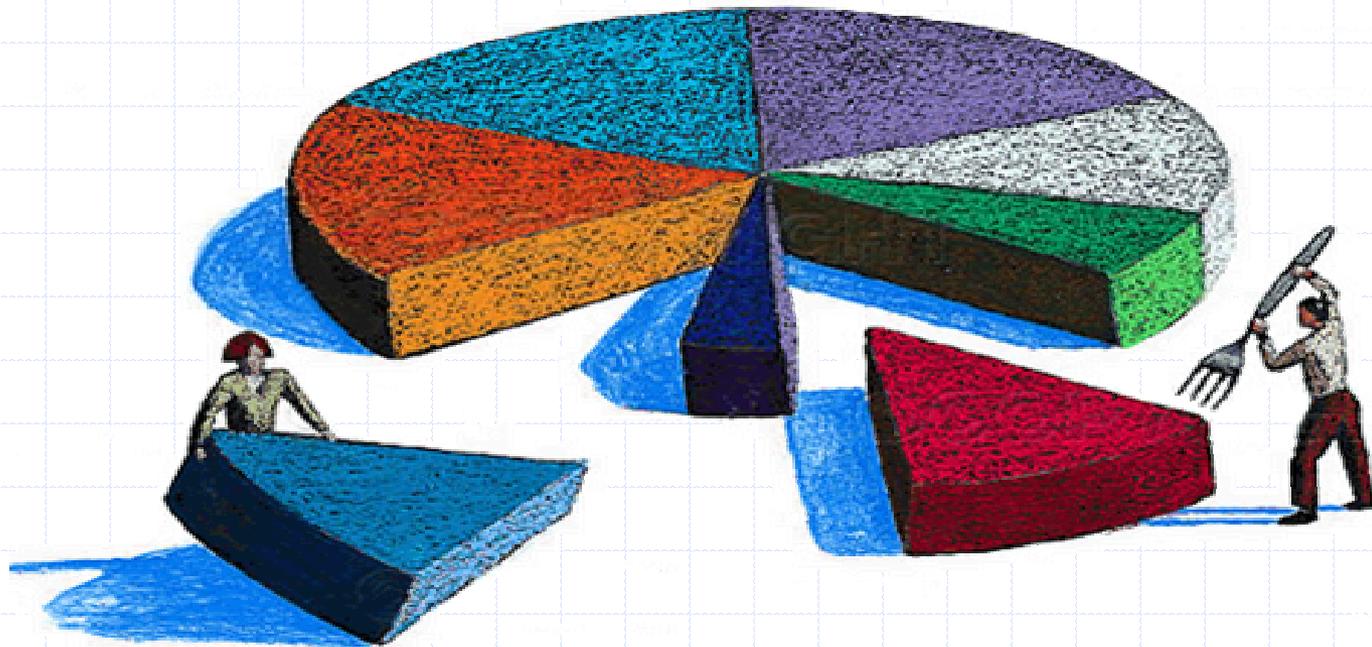
Program appropriation amount

Number of participants

- ◆ The program appropriation level is the amount of federal funding authorized by Congress for the year
- ◆ To be calculated at the federal level to determine an efficiency outcome for program overall
- ◆ ETA may review efficiency outcomes at the state and grantee levels using allotment levels



Roll-Out Of Common Measures Labor Exchange, VETS, WIA, And TAA Programs



Labor Exchange, VETS, WIA, And TAA Programs

Roll-Out Of Common Measures

- ◆ ETA proposes to substitute existing program-specific measures with common measures where possible
- ◆ Based on existing enabling legislation
- ◆ Common measures that cannot be incorporated as program-specific measures will be treated as reporting items only
- ◆ Efficiency measures to be computed at federal level only
- ◆ Performance expectations, determinations of success or failure, and implementation specifics to be determined later
- ◆ To be implemented through the EMILE system

Labor Exchange Program Measures

Roll-Out Of Common Measures

Labor Exchange Performance Measures

Job seeker entered
employment rate

Job seeker
employment retention
at six months

Job seeker customer
satisfaction score

Employer customer
satisfaction score

Adult Common Performance Measures

Adult entered
employment rate

Adult employment
retention rate

Adult earnings
increase



Labor Exchange Program Measures

Roll-Out Of Common Measures

Labor Exchange Performance Measures

Job seeker entered
employment rate

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employment retention
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Employer customer
satisfaction score

Adult earnings
increase

Adult Common Performance Measures

Adult entered
employment rate

Adult employment
retention rate

Adult earnings
increase



VETS Program Measures (SWA)

Roll-Out Of Common Measures

VETS Performance Measures

**Job seeker entered
employment rate**

**Job seeker
employment retention
at six months**

**Entered employment
rate following staff
assisted services**

Adult Common Performance Measures

**Adult entered
employment rate**

**Adult employment
retention rate**

**Adult earnings
increase**

VETS Program Measures (SWA)

Roll-Out Of Common Measures

VETS Performance Measures

**Job seeker entered
employment rate**

**Job seeker
employment retention
at six months**

**Entered employment
rate following staff
assisted services**

Adult Common Performance Measures

**Adult entered
employment rate**

**Adult employment
retention rate**

**Adult earnings
increase**

WIA Adult Measures

Roll-Out Of Common Measures

WIA Adult Performance Measures

Entered employment
rate

Employment
retention rate at six
months

Earnings gain

Employment and
credential rate

Adult Common Performance Measures

Adult entered
employment rate

Adult employment
retention rate

Adult earnings
increase



WIA Adult Measures

Roll-Out Of Common Measures

WIA Adult Performance Measures

**Entered employment
rate**

**Employment
retention rate at six
months**

Earnings gain

**Employment and
credential rate**

Adult Common Performance Measures

**Adult entered
employment rate**

**Adult employment
retention rate**

**Adult earnings
increase**



WIA Dislocated Worker Measures

Roll-Out Of Common Measures

WIA Dislocated Worker Performance Measures

Entered employment rate

Employment retention rate at six months

Earnings replacement

Employment and credential rate

Adult Common Performance Measures

Adult entered employment rate

Adult employment retention rate

Adult earnings increase



WIA Dislocated Worker Measures

Roll-Out Of Common Measures

WIA Dislocated Worker Performance Measures

Entered employment rate

Employment retention rate at six months

Earnings replacement

Employment and credential rate

Adult Common Performance Measures

Adult entered employment rate

Adult employment retention rate

Adult earnings increase



WIA Older Youth Measures

Roll-Out Of Common Measures

WIA Older Youth Performance Measures

Entered employment
rate

Employment
retention rate at six
months

Earnings gain

Credential rate

Adult Common Performance Measures

Adult entered
employment rate

Adult employment
retention rate

Adult earnings
increase



WIA Older Youth Measures

Roll-Out Of Common Measures

WIA Older Youth Performance Measures

Entered employment
rate

Employment
retention rate at six
months

Earnings gain

Credential rate

Adult Common Performance Measures

Adult entered
employment rate

Adult employment
retention rate

Adult earnings
increase



WIA Younger Youth And Customer Satisfaction Measures

Roll-Out Of Common Measures

- ◆ No change to the younger youth measures
 - ◆ Diploma or equivalent rate
 - ◆ Retention rate
 - ◆ Skill attainment rate
- ◆ No change to customer satisfaction measures
 - ◆ Participant satisfaction score (ACSI)
 - ◆ Employer satisfaction score (ACSI)

TAA Program Measures

Roll-Out Of Common Measures

TAA Program Performance Measures

Entered employment
rate

Employment
retention rate at six
months

Earnings replacement
rate

Adult Common Performance Measures

Adult entered
employment rate

Adult employment
retention rate

Adult earnings
increase



TAA Program Measures

Roll-Out Of Common Measures

TAA Program Performance Measures

Entered employment
rate

Employment
retention rate at six
months

Earnings replacement
rate

Adult Common Performance Measures

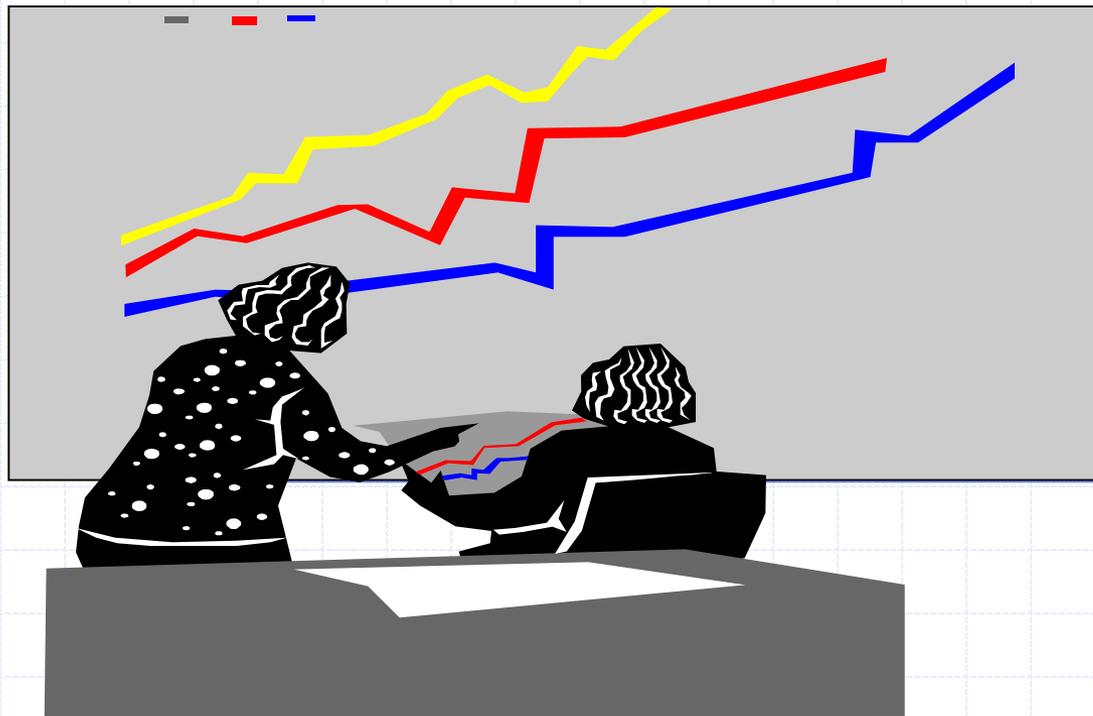
Adult entered
employment rate

Adult employment
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Adult earnings
increase



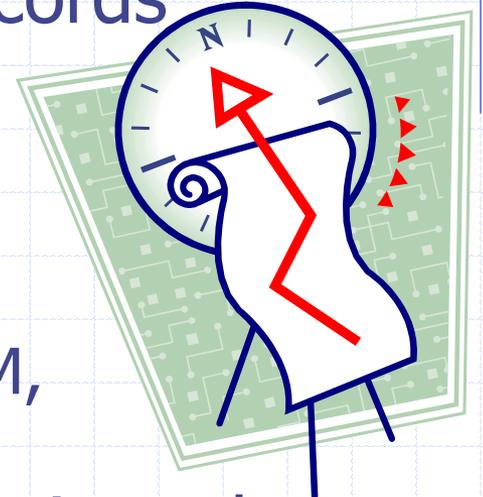
Sources Of Data And Timing For Calculations



Outcome Data Collection

◆ Unemployment Insurance wage records

- Collect quarterly
- The only source for employment, retention and earnings measures
- Includes state wage records and additional sources such as WRIS, OPM, DoD, USPS, Railroad, etc.



◆ Supplemental employment and earnings data permitted during transition period for:

- H-1B Technical Skills Training
- Job Corps
- MSFW
- Native American E&T
- Responsible Reintegration of Youthful Offenders
- Senior Community Service Employment and Training

Outcome Data Collection

- ◆ Administrative records are the source for outcomes associated with the youth measures (except for placement in military and employment) and the adult efficiency measure
- ◆ All supplemental and administrative record data and data collection methods must be documented and subject to audit
- ◆ Supplemental/administrative data sources include:
 - Case management, follow-up services, participant surveys, and program allotments
 - Record sharing or automated record matching with other administrative databases



Adult Common Measures

When Outcomes Occur

CY 2005				CY 2006			
Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4

Exit



Entered employment

EE



Employment retention

RTN



Pre Q1 to post Q1 earnings

ERN1



Post Q1 to post Q3 earnings

ERN2



 = Outcome measurement period

 = Data available for report

Youth And Lifelong Learning Common Measures

When Outcomes Occur

CY 2005				CY 2006			
Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4

Exit



Placement in
emp. or educ.

PLC



Degree or
certificate

DEGREE



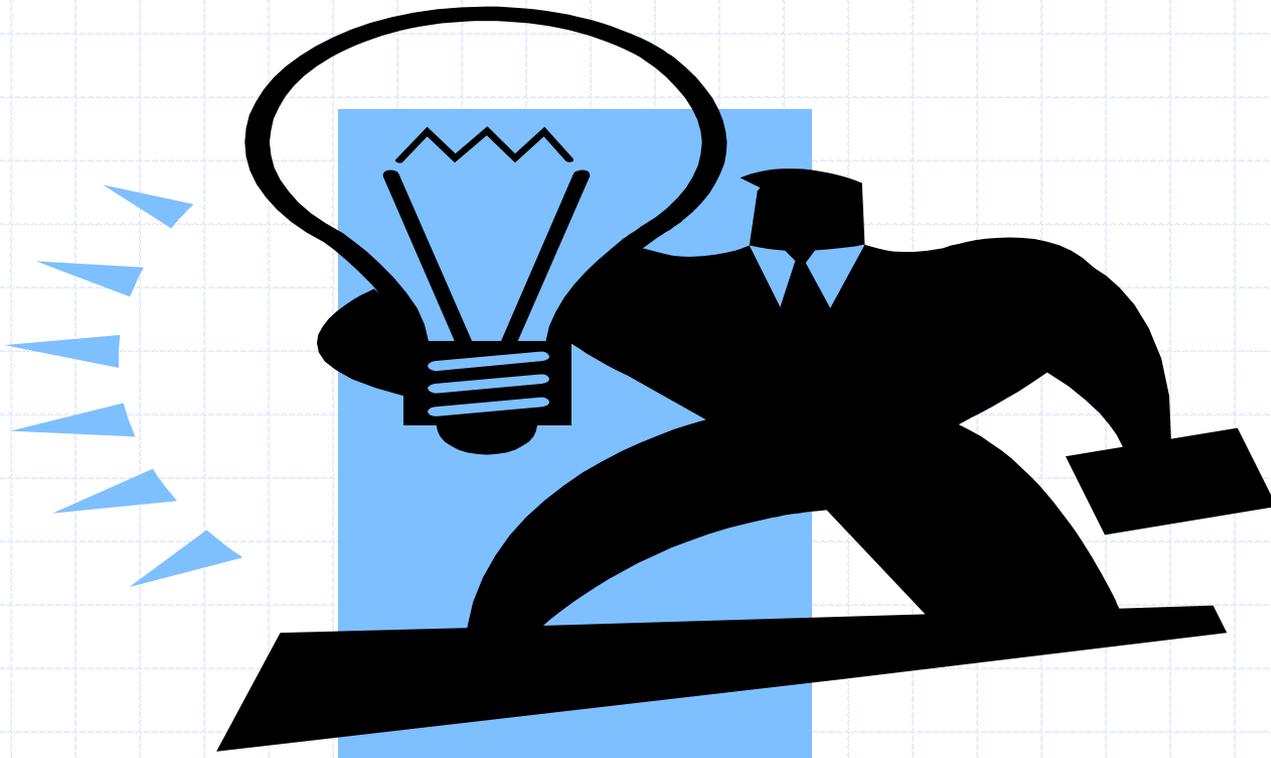
 = Outcome measurement period

 = Data available for report

Note: *Literacy or numeracy* is a participation-based real time measure not tied to an exit date

Performance Issues

Lessons Learned From PEP



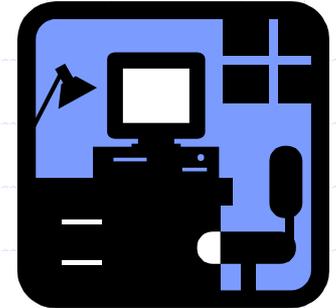
What Is The Performance Enhancement Project?



- ◆ ETA-sponsored technical assistance to states during PYs 02 and 03 who were at risk of failing to meet one or more WIA performance goals
- ◆ TA provided by Social Policy Research Associates and Public/Private Ventures
 - Diagnose causes of poor performance
 - Assist states and local areas to address problems
 - Disseminate practices to help states and local areas improve performance
- ◆ PEP to continue in PY 04

Lessons Learned From PEP

- ◆ Important to keep track of participant services and accomplishments
 - Work closely with partner programs
 - Case records should be kept current to prevent exits due to perceived inactivity and to document credential attainment
- ◆ Program completion is crucial
- ◆ Follow-up services are critical to good performance on post-program measures
 - Providing follow-up services to ensure customers find and retain employment
 - Documenting credential attainment



Lessons Learned From PEP

◆ Prioritize follow-up services

- Providing follow-up services may be constrained due to budget limitations
- Determine which employed customers are most likely to lose their jobs and provide more extensive services to these people



◆ Have a strategy for delivering follow-up services

- Encourage customers to keep in touch after exit
- Ensure customers understand the array of follow-up services available to them
- Design follow-up services intentionally
- Update customer records and collect needed documentation
- Create a credential tickler system

Lessons Learned From PEP

- ◆ Before referring a customer to a training activity, make sure:
 - The occupation has sufficient jobs paying wages high enough to meet your earnings goal
 - The training program will lead to a recognized credential
 - The training provider understands your program's performance expectations
 - Resources are available to cover credential-related costs for exams, license fees, etc.
 - The customer understands his/her responsibility to complete training, get a credential, and provide you a copy



Lessons Learned From PEP

- ◆ Know your job seeking customer's earnings goal
- ◆ Avoid premature exits
 - Don't exit job seeking customers before they are ready to be employed
 - For customers who receive training, keep them enrolled until they attain their credentials
- ◆ Track performance using real time indicators
 - Enrollments
 - Program completions
 - Program exits
 - Placements at exit
 - Wages at exit
 - Diplomas, GEDs, and other credentials



For Further Information...

ETA's Performance And Results Website

<http://www.doleta.gov/performance>

PEP Contractors' Websites

Public/Private Ventures

<http://www.ppv.org>

Social Policy Research Associates

<http://www.spra.com>

National Reporting System for Adult Education Website

<http://www.nrsweb.org>