

# Program Year 2014 Annual Report

---

Adult, Dislocated Worker, and Youth Activities  
Workforce Investment Act of 1998, Title I-B

December 15, 2015

submitted by the  
Commonwealth of Massachusetts

to the United States Department of Labor  
Employment and Training Administration

Commonwealth of Massachusetts

Charles D. Baker, Governor

Ronald L. Walker, II, Secretary  
Executive Office of Labor and Workforce Development

Alice Sweeney, Director  
Department of Career Services

Nancy Snyder, President  
Commonwealth Corporation



## TABLE OF CONTENTS

Introduction	1
A. PY14 Review of Massachusetts' Statewide WIA Title I Performance	1
B. Cost of Workforce Investment Activities	6
C. Evaluation and Research	8
D. Waivers	10
E. Business Engagement	14
Appendix A: WIA Title I-B PY11 Annual Report Form (ETA 9091)	21
Appendix B: WIA Title I-B PY11 Local Workforce Area Performance	28
Appendix C: Common Measures At-A-Glance ( <i>Definitions</i> )	34

## **INTRODUCTION**

The Massachusetts Executive Office of Labor and Workforce Development (EOLWD) is the state level agency responsible for the oversight of the workforce investment funding received through the U.S. Department of Labor's Employment and Training Administration (DOLETA). The Department of Career Services and Commonwealth Corporation are designated by EOLWD to implement specific initiatives related to the workforce development system.

Since the inception of the federal Workforce Investment Act (WIA) in 1998, Massachusetts has adopted a statewide strategy to maximize and leverage workforce development resources through our 16 local Workforce Investment Boards and 32 One-Stop Career Centers. In Massachusetts, the One-Stop Career Center system is the cornerstone of service delivery for job development and job search assistance, training referrals and placements, and employer outreach for workforce development services. Our goal is to ensure coordinated delivery of information and services throughout the system.

### **A. PY14 REVIEW OF STATEWIDE WIA TITLE I PROGRAM PERFORMANCE**

State performance goals for Program Year 2014 (July 1, 2014 to June 30, 2015; also PY14 or FY2015) were established with the U.S. Department of Labor's Employment and Training Administration (DOLETA). Beginning with PY2011, Massachusetts began reporting under the Common Measures waiver. Funds supporting program services during this period were regular WIA Title I Adult program, Dislocated Worker program, and Youth program grant funds provided through an annual allotment from DOLETA. This report covers performance for adults, dislocated workers, and youth who exited these programs between April 2013 and September 2014, as well as youth participants measured in the Literacy/Numeracy measure between July 2014 and June 2015.

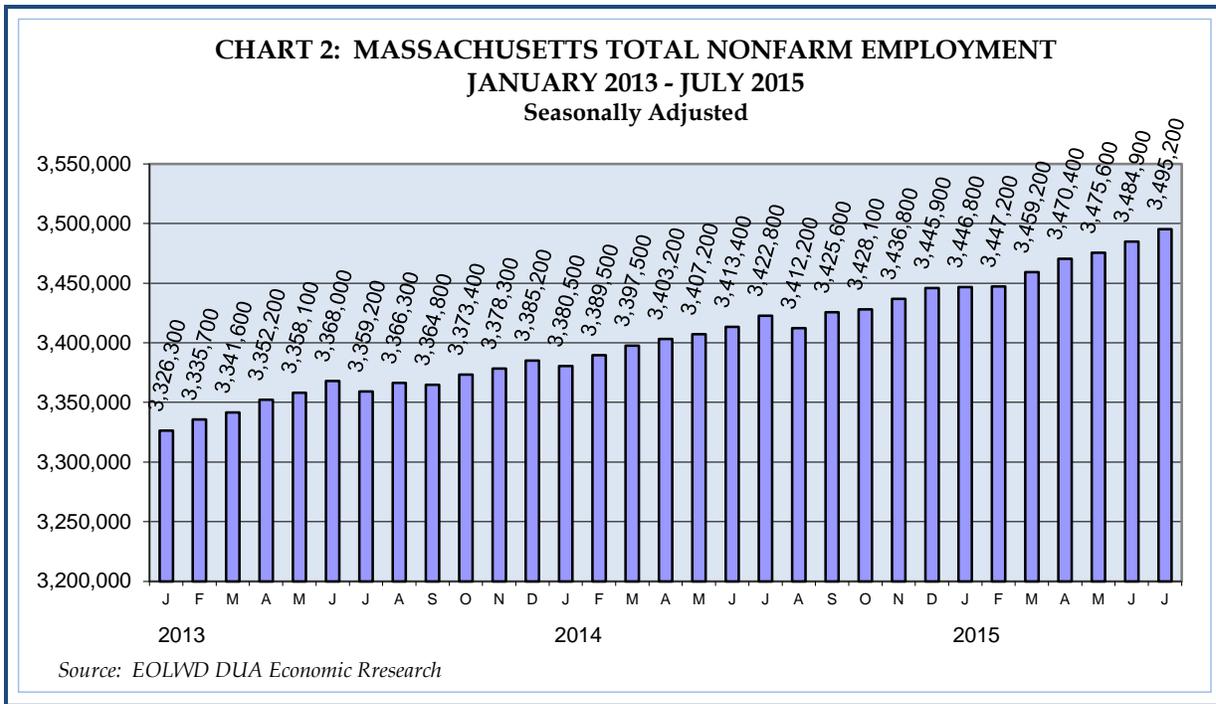
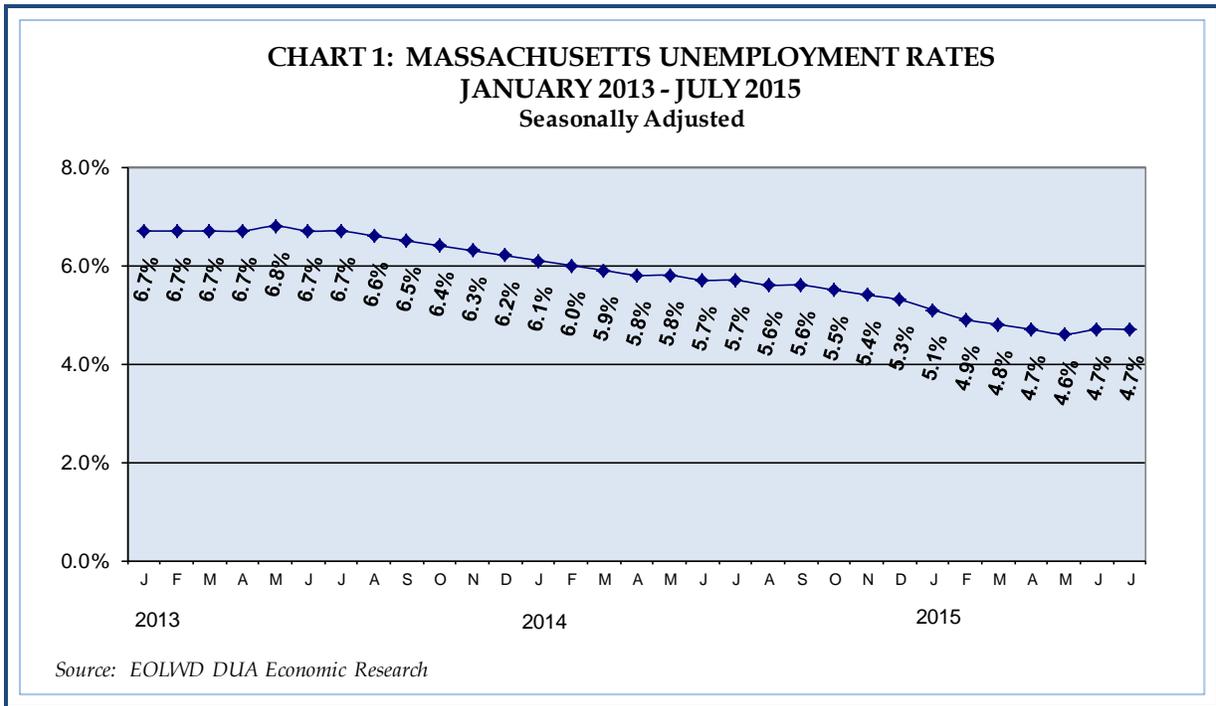
Following is an overview of performance on each of the nine Common Measures. The required statewide Annual Report ETA 9091 tables that are submitted to DOLETA via the on-line reporting system are included in Appendix A and a summary of local area performance is provided in Appendix B. Definitions of the Common Measures are presented in Appendix C.

The adult and dislocated worker performance measures report on the employment experiences of program participants during the three calendar quarters after the quarter in which they exited the program. The data are derived from quarterly wage records reported by employers. The measures examine job placement during the first quarter after program exit, employment retention during the second and third quarters after program exit, and six-month earnings during the second and third quarters after program exit.

Performance results in this report cover participants who exited programs into an improving economic climate. Charts 1 and 2 below present the unemployment rates and nonfarm employment levels for Massachusetts for the period from January 2013 through July 2015.

For the group of adult and dislocated worker program exiters covered in the PY 2014 report, the period of review extends from April 2013, when the unemployment rate was 6.7%, through

September 2014, when unemployment was 5.6%. The statewide employment level over this period rose from 3,352,200 to 3,425,600, showing a gain of 73,400 jobs or 2.2% over the period.



## 1. Performance Goals

State Common Measures goals for Program Year 2014 were negotiated with and approved by the U.S. Department of Labor, Employment and Training Administration (DOLETA). DOLETA approved performance goals that were largely unchanged from the Commonwealth's goals for the prior year. The table below compares approved goal levels for PY13 and PY14.

<b>Table 1: Negotiated Performance Levels</b>			
<b>Common Measure</b>	<b>Negotiated Performance Level</b>		
	<b>Program Year 2013</b>	<b>Program Year 2014</b>	<b>Percent Change</b>
<b>Adult Program</b>			
Entered Employment Rate	83.0%	83.0%	0.0%
Employment Retention Rate	90.0%	90.0%	0.0%
Average Six-Month Earnings	\$12,700.00	\$12,700.00	0.0%
<b>Dislocated Worker Program</b>			
Entered Employment Rate	85.0%	85.0%	0.0%
Employment Retention Rate	95.0%	95.0%	0.0%
Average Six-Month Earnings	\$21,000.00	\$21,000.00	0.0%
<b>Youth Program</b>			
Employment or Education Rate	81.0%	83.0%	2.5%
Degree/Certificate Attainment	72.0%	75.0%	4.2%
Literacy/Numeracy Gain	45.0%	45.0%	0.0%

For WIA Title 1-B programs, the floor for acceptable performance is 80 percent of the negotiated level. Performance on an individual measure is interpreted according to the criteria below.

### Assessment of Performance on Individual Negotiated Goals

- Fails: Actual Performance is less than 80.0% of the negotiated level.
- Meets: Actual Performance is between 80.0% and 100.0% of the negotiated level.
- Exceeds: Actual performance is greater than 100.0% of the negotiated level.

Massachusetts met performance on all measures for Program Year 2014. The following sections report on performance for individual measures.

## 2. Adult Program Performance Results

Performance results for PY14 for the Adult program displayed on Table 2 were improved from PY13. The entered employment rate (85.8%) exceeded the 82.8% level in PY13. The 89.3% retention rate at six months was higher than the previous year's level of 88.9% and six-month average earnings for adults in PY14 was \$11,790.30, compared to \$11,558.43 in PY13.

Measure	Negotiated Goal	Actual Performance	Percent of Goal	Performance versus Goal
Entered Employment Rate	83.0%	85.8%	103.3%	Exceeds
Employment Retention Rate	90.0%	89.3%	99.2%	Meets
Average Six-Month Earnings	\$12,700.00	\$11,790.30	92.8%	Meets

As shown on Table 3, adults who received training experienced a lower entered employment rate (82.2% vs 91.5%), but had a higher retention rate (91.4% vs 83.7%) and higher average earnings (\$12,184.89 vs \$10,684.98) than those who received only core and intensive services. Six-month average earnings at \$14,681.42 were highest for veterans.

Measure	Individuals Who Received Training	Individuals Who Only Received Core and Intensive Services	Veterans	Individuals With Disabilities
Entered Employment Rate	82.8%	91.5%	75.9%	67.9%
Employment Retention Rate	91.4%	83.7%	78.3%	78.7%
Average Six-Month Earnings	\$12,184.89	\$10,684.98	\$14,681.42	\$9,151.95

### 3. Dislocated Worker Program Performance Results

Table 4 presents performance results for PY14 for the Dislocated Worker program. The entered employment rate increased from 84.1% in PY13 to 87.3% in PY14, and the retention rate rose over the year from 90.3% in PY13 to 91.1% in PY14. Average six-month earnings of \$18,621.24 were higher than the \$17,478.91 level reported for PY13.

Measure	Negotiated Goal	Actual Performance	Percent of Goal	Performance versus Goal
Entered Employment Rate	85.0%	87.3%	102.7%	Exceeds
Employment Retention Rate	95.0%	91.1%	95.9%	Meets
Average Six-Month Earnings	\$21,000.00	\$18,621.24	88.7%	Meets

Data on Table 5 shows that dislocated workers who participated in training experienced a lower entered employment (87.2% vs 87.6%) but higher employment retention rates (91.4% vs 90.6%) than dislocated workers who received only core and intensive services. Six-months earnings for

those who received training in PY14 were \$19,834.76 compared to \$17,959.62 for dislocated workers who received only core and intensive services. Veterans recorded the highest earnings of \$21,663.02.

Measure	Individuals Who Received Training	Individuals Who Only Received Core and Intensive Services	Veterans	Individuals With Disabilities
Entered Employment Rate	87.2%	87.6%	81.2%	80.8%
Employment Retention Rate	91.4%	90.6%	85.6%	80.8%
Average Six-Month Earnings	\$17,959.62	\$19,834.76	\$21,663.02	\$17,438.82

#### 4. Youth Program Performance Results

Table 6 presents performance results for PY14 for the Youth program for youth aged 14-21. The employment/education rate was 80.9% in PY14 compared to 77.3% in PY13. The attainment rate for degree or certificate was 70.3%, below the 70.7% in PY13. The literacy/numeracy gain in PY14 at 39.3% was less than the gain of 43.2% in PY13.

Measure	Negotiated Goal	Actual Performance	Percent of Goal	Performance versus Goal
Employment or Education Rate	83.0%	80.9%	97.5%	Meets
Degree/Certificate Attainment Rate	75.0%	70.3%	93.7%	Meets
Literacy/Numeracy Gain	45.0%	39.3%	87.4%	Meets

#### 5. Performance Summary

In Program Year 2014, actual performance over the year improved on seven of the nine measures from Program Year 2013 actual performance levels. At the local level, all of the Commonwealth's 16 workforce areas met or exceeded their overall average goals for the Adult and Dislocated Worker program groups, and seven met or exceeded overall goals for the Youth group. Performance for the local workforce areas on each of the Common Measures is presented in Appendix B.

## 6. Customer Satisfaction

The state does not calculate the American Customer Satisfaction Index (ACSI) score under Common Measures. Customer satisfaction was assessed through a quarterly survey of participants and employers served under WIA Title I programs.

Results from 447 surveys (3,940 participants were requested to complete the survey) completed by program participants who received services provided at the One-Stop Career Centers statewide showed the following results.

	<b>Rating</b>
Overall Satisfaction	82%
Met Expectations	81%
Comparison to Ideal	78%

Results from 172 surveys (2,724 employers were requested to complete the survey) completed by employers who received services provided at the One-Stop Career Centers statewide showed the following results.

	<b>Rating</b>
Overall Satisfaction	76%
Met Expectations	72%
Comparison to Ideal	69%

## B. COST OF WORKFORCE INVESTMENT ACTIVITIES

The Commonwealth of Massachusetts received a WIA Title I-B allotment of approximately \$46.3 million for Program Year 2014, an increase of 18.7% (\$7.3 million) from the Program Year 2013 allotment of \$39.0 million. The state allotment in Program Year 2012 was \$46.7 million. In PY14, funds for statewide activities were capped at 8.75% of the total allotment, instead of the traditional 15%, with the 6.25% difference allocated to the local areas. The amount for statewide activities in PY14 at \$4.0 million was \$2.1 million higher than the amount available in PY13, as result of the increase in the total allotment and the slight increase in the share available for statewide activities. Approximately \$4.7 million was reserved for Rapid Response services in PY14, an increase of 28.7% or \$1.1 million from PY13.

Of the annual allotment for PY14, around \$37.5 million was allocated for local programs, an increase of \$4.1 million or 12.4% from the PY13 level. Local formula allocations for Dislocated Worker program services increased by 21.8% or \$2.2 million to \$12.5 million in PY14, while Adult program funding increased by 7.6% to \$11.7 million. Youth program allocations at \$13.2 million were 8.8% or \$1.1 million higher than in PY13.

Table 7 shows WIA Title I expenditures for PY14. Including carry-in funds across all categories and fund sources, the total available for PY14 WIA Title I-B activities was \$56.7 million. This was an increase of 15% in available funding from the \$49.3 million available in PY13.

Approximately 89% of available local Adult funds were spent in PY14, with an additional 8% obligated, and 74% of available local Dislocated Worker funds were expended and 9% obligated. Approximately 85% of available Youth funds were expended and an additional 13% obligated. Expenditures for out-of-school youth accounted for 67% of Youth funds spent, the same as in PY14. These rates of expenditure demonstrate an effective utilization of these funds by the Commonwealth.

**Table 7: WIA Title I Expenditures (PY14/FY15 Allocations and Carry-In)**

Total All Fund Sources	Available	Expended	Percent Spent	Additional Obligations	Percent Spent or Obligated
Adult Local Program	\$15,107,919	\$13,462,126	89.1%	\$1,223,004	97.2%
Dislocated Worker Local Program	\$14,715,783	\$10,861,638	73.8%	\$1,369,209	83.1%
Youth Local Program	\$16,267,197	\$13,841,787	85.1%	\$2,148,021	98.3%
Out-of-School Youth (non-add)	--	\$9,273,997	(67% of youth expenditures)		
Statewide Rapid Response Funds	\$6,390,082	\$4,988,527	78.1%	\$685,033	88.8%
Statewide Activity Funds	\$4,174,908	\$3,490,405	83.6%	\$227,109	89.1%
Combined Totals	\$56,655,889	\$46,644,483	82.3%	\$5,652,376	92.3%

Statewide Rapid Response funds, including funds made available for additional assistance to local areas, were expended at the rate of 78% of availability, compared to 80% in PY13. The Governor’s 8.75% Reserve for statewide activities and state oversight expended 84% and obligated 5% of availability; 100% of the Governor’s 5% Reserve in PY13 was expended.

Of the total \$56.7 million available, approximately 82%, or \$46.6 million had been expended by June 30, 2015. An additional \$5.7 million in obligations brought the Commonwealth’s end-of-year total of expenditures and obligations to \$52.3 million, representing 92.3% of total available PY14 funds. This compares to PY13, with \$47.1 million end-of-year total expenditures and obligations, representing 95.4% of total available PY13 funds (\$49.3 million).

There were an estimated 2,145 adult participants and 4,620 dislocated worker participants in PY14 Title I local programs (refer to Table 8). Overall, adult enrollments were down by 0.7% from PY13, while dislocated worker enrollments fell 2% below the prior year level.

Investment in training services remained strong with 68% (1,480) of WIA Title I adult participants receiving training services, but less than the 75% in PY13. The number of dislocated worker participants receiving training services was 2,965 or 64% of program participants, compared to 67% in the prior year. There were 2,230 youth participants in year-round programs, 60% of whom were out-of-school youth, slightly higher than the 58% share in PY12.

Estimates of per participant costs for adults increased in PY14, with an average per participant cost of \$6,415, compared to \$4,815 in PY13, \$4,998 in PY12, \$4,098 in PY11, and \$4,045 in PY10. The estimated cost per adult who received training services was \$7,013, about \$1,929 more than the cost for an individual receiving only core and intensive services (\$5,084).

Program Strategies	PY2014		PY2013	
	Total Participants	Est. Cost per Participant	Total Participants	Est. Cost per Participant
Adult Program	2,145	\$6,415	2,160	\$4,815
<i>Training/Education Services</i>	1,480	\$7,013	1,616	\$5,196
<i>Core/Intensive Services Only</i>	665	\$5,084	645	\$3,919
Dislocated Worker Program	4,620	\$3,931	4,715	\$4,358
<i>Training/Education Services</i>	2,965	\$4,992	3,195	\$5,335
<i>Core/Intensive Services Only</i>	1,655	\$2,027	1,515	\$2,313
Youth Program	2,230	\$5,363	2,425	\$4,925
<i>Out-of-School Youth</i>	1,345	\$5,972	1,405	\$5,705
<i>In-School Youth</i>	885	\$4,438	1,015	\$3,865

The estimated cost per dislocated worker participant in PY14 decreased, with an average cost of \$3,931, compared to \$4,358 in FY13, \$4,058 in PY12, \$3,746 in PY11, and \$3,116 in PY10. The cost for training dislocated worker participants in PY14 was \$4,992 about \$2,965 more than the average for dislocated workers receiving core and intensive services only (\$2,027). Estimated training costs for dislocated workers in PY14 were less than in prior years, where per participant training costs were \$5,335 in PY13, \$5,104 in PY12, \$4,756 in PY11, and \$4,103 in PY10.

In calculating the costs for dislocated worker programs, funding from partner programs that co-enrolled participants was added to the WIA funds. These programs include Rapid Response additional assistance, as well as training and services provided through the Trade program and National Emergency Grants.

The average estimated cost per year-round youth participant increased to \$5,363 from the PY13 level of \$4,925. The per participant youth cost for the out-of-school population was \$5,972 in PY14 compared to \$5,705 in PY13, and the in-school youth per participant cost was \$4,438 compared to the PY13 level of \$3,865. The percentage of out-of-school youth served was 60% of total youth participants, compared to 58% in PY13, 59% in PY12, 60% in PY11, and 57% in PY10. Total expenditures on out-of-school youth were 67% of PY14 local youth expenditures.

### C. EVALUATION AND RESEARCH

The Commonwealth has undertaken evaluation and research projects that reflect a commitment to promoting research and evaluation as integral parts of the design and delivery of workforce

development services, and as the foundations of well-informed, evidence-based policy. Research and evaluation activities include:

EOLWD and the Department of Unemployment Assistance's Economic Research Office has expanded its capacity to analyze job vacancy information with use of the Conference Board Help Wanted On Line (HWOL) and Wanted Analytic Technologies data of on-line job openings, a measure of demand, and an index that computes the supply/demand rates using state BLS estimates of number unemployed for labor supply. The goal for better labor market information is to develop more tools and products that integrate real-time demand and supply information with traditional LMI products. *Massachusetts Labor Market and Economic Review* released in December 2014 incorporates HWOL on-line labor supply trends with more traditional indicators. (<http://lmi2.detma.org/lmi/pdf/MA%20Economic%20and%20Labor%20Review%202013.pdf>). The September 2015 release provides comprehensive data for the sixteen local workforce areas in Massachusetts ([http://lmi2.detma.org/lmi/pdf/MA\\_Economic\\_and\\_Labor\\_Review\\_2014.pdf](http://lmi2.detma.org/lmi/pdf/MA_Economic_and_Labor_Review_2014.pdf)).

For the *Skills Gap: Supply and Demand in the Massachusetts Economy* series, Commonwealth Corporation partnered with the New England Public Policy Center (NEPPC) at the Federal Reserve Bank of Boston to develop reports that profile eight regional labor markets within the Commonwealth. The summary report *Closing the Massachusetts Skills Gap: Recommendations and Action Steps* documents statewide and national trends and includes a set of recommended systems, innovation and policy action steps. The reports are available at the Commonwealth Corporation's website ([www.commcorp.org/resources/category.cfm?ID=48](http://www.commcorp.org/resources/category.cfm?ID=48)) and additional detailed reports are available at the NEPPC site ([www.bostonfed.org/economic/neppc/labor-market-trends-in-massachusetts-regions/index.htm](http://www.bostonfed.org/economic/neppc/labor-market-trends-in-massachusetts-regions/index.htm)).

Commonwealth Corporation issued several publications developed under its Workforce Development in Practice Series, an ongoing initiative designed to share tools and examples of effective practice with workforce development practitioners in Massachusetts and beyond.

Commonwealth Corporation released *Signaling Success: Boosting Teen Employment Prospects* ([www.commcorp.org/resources/detail.cfm?ID=988](http://www.commcorp.org/resources/detail.cfm?ID=988)) based on a study conducted with the Drexel University Center for Labor Markets and Policy to improve the understanding of the underlying causes of the dramatic decline in teen employment rates over the past decade. The study included a survey, interviews and focus groups with nearly 200 businesses. The research questions focused on perceptions of teens' hard skills and work behaviors as well as on other factors affecting hiring decisions. The report summarizes key findings of the research and provides recommendations that have the potential for improving the ability of teens to find unsubsidized private-sector jobs. A companion report *Building Blocks of Labor Market Success: Evidence from O\*NET Job Analysis Surveys* ([www.commcorp.org/resources/detail.cfm?ID=989](http://www.commcorp.org/resources/detail.cfm?ID=989)) provides data analyses that reinforce the findings from employers.

*Understanding and Addressing the Youth Employment Crisis* This research brief outlines some of the findings from the *Signaling Success* study which examined the historically low teen employment rates and surveyed employers to identify their perceptions of teens in the workplace. It offers ways that employers, education institutions, and workforce organizations can better prepare young people for work. (<http://www.commcorp.org/resources/detail.cfm?ID=1021>)

Commonwealth Corporation sponsored a series of regional presentations on *Payment Reform in Massachusetts: Impact and Opportunities for the Healthcare Workforce*. In August 2012, Massachusetts became the first state in the country to enact health care cost containment legislation (Chapter 224). In a series of events during 2014, the Blue Cross Blue Shield of Massachusetts Foundation provided an overview of how the law will change the healthcare payment and delivery system and a review of the impact to the workforce. Topics included the increased demand for different types of healthcare services, increased demand for specific healthcare occupations and the new skills needed by the healthcare workforce. In March 2015, Commonwealth Corporation and the University of Massachusetts Medical School sponsored an event on *Patient Centered Medical Homes*, which explored how new payment and cost containment approaches are encouraging new patient-centered, as opposed to provider-centered, models of the healthcare system. The events included a discussion of the implications for healthcare workforce education and professional development by leaders of regional healthcare employers.

The health care cost containment and quality improvement law (Chapter 224) established the Health Care Workforce Transformation Fund. Commonwealth Corporation, on behalf of the Executive Office of Labor and Workforce Development, funded 51 planning projects to support employers and other health care organizations in identifying the workforce challenges associated with Chapter 224. The planning grants explored the training needs of a variety of clinical and non-clinical health positions, especially the skills needed by front-line workers. The major areas of focus were primary care practice transformation, community health workers, residencies for clinicians/advanced practitioners, behavioral/mental health integration and certified nursing assistants. A summary of the grants was published as a Health Care Workforce Brief in October 2014 (<http://commcorp.org/resources/detail.cfm?ID=1020>) and highlights from selected grants can also be found at the website (<http://www.commcorp.org/>).

#### **D. WAIVERS**

The U.S. Department of Labor (USDOL) approval of the Massachusetts State Integrated Workforce Plan, Program Years 2012–2016 (July 1, 2012 through June 30, 2017), includes the favorable disposition of the Commonwealth’s waiver requests through June 30, 2017. Complete waiver content may be viewed at [www.massworkforce.org](http://www.massworkforce.org) Issuances, MassWorkforce Policy Issuance #13-43.

As of July 1, 2012, the following waivers were approved to continue through June 30, 2017.

1. Use of Formula Funds for Incumbent Worker Training
2. Use of Rapid Response Funds for Incumbent Worker Training
3. Expanded Transfer Authority - Adult and Dislocated Worker Funds
4. Waiver of Requirement for Competitive Procurement of Youth Follow-Up Services
5. Sliding Scale Employer Match for Customized Training
6. Sliding Scale Employer Match for On-the Job Training
7. Common Measures Implementation

WIOA was signed into law on July 22, 2014; per TEGL WIOA NO. 1-15, the Secretary's waiver authority under WIA and waivers approved under WIA do not extend to WIOA.

The following waivers were permitted to continue when used in support of activities, funding for which was obligated as of June 30, 2015. Activities funded with unobligated WIA carry-in funds or with FY15 WIOA funds are no longer subject to the waivers listed below, with the exception of the Common Measures waiver. As WIOA performance reporting requirements do not take effect until PY 2016, the MA waiver for Common Measures Implementation will remain in effect until that time.

During PY15, Massachusetts will explore waivers that will lead to innovations and/or improved service delivery beyond the improvements provided for in WIOA.

### **1. Use of Formula Funds for Incumbent Worker Training**

The waiver enables local workforce investment regions to expand training activities for individuals, including incumbent workers, to better meet the needs of a regional economy. This waives language limiting use of local formula funding for adults and dislocated workers in order to allow local areas to utilize up to 10% of these resources for allowable statewide employment and training activities, including flexible training design for unemployed and incumbent worker training activities, as described by WIA Section 134(a)(3)(A). Funds are tracked by funding stream.

Under this waiver:

- use of adult funds must be restricted to serving low-income adults;
- incumbent worker training must be a part of a layoff aversion strategy;
- all training delivered in conjunction with the waiver is restricted to skill attainment activities; and
- performance outcomes for individuals served under this waiver are reported in WIASRD.

To date, this waiver has not been utilized.

### **2. Use of Rapid Response Funds for Incumbent Worker Training**

The waiver allows the use of up to a 10% portion of rapid response funding described in WIA Sec. 133(a)(2) funding for incumbent worker training as part of the state resources to assist regions, workers and companies anticipating layoffs to retain workers or retrain workers for new companies for layoff aversion and skill development purposes. Under the waiver:

- all incumbent worker training delivered under the waiver must be part of a layoff aversion strategy;
- all training delivered under the waiver is restricted to skill attainment activities;
- performance outcomes for individuals served under this waiver are reported in WIASRD; and

To date, this waiver has not been utilized.

### **3. Expanded Transfer Authority – Adult and Dislocated Worker Funds**

The waiver enables local workforce investment regions to transfer up to 50% of Adult and Dislocated Worker funds between the two programs. The waiver provides local boards with greater flexibility to respond to changes in their local labor markets, and helps ensure that WIA funds allocated to each local area are being utilized in a way that maximizes customer service.

This waiver was initially authorized for Massachusetts in 2005. For those workforce investment areas that have chosen to utilize the waiver, the expanded transfer authority has provided the added flexibility necessary to enable these local areas to more effectively meet training service demand levels resulting from the increased numbers of dislocated workers. As the economy continues to recover, it is important that the Commonwealth retain the increased flexibility in order to assure the most effective response to changes in local labor market conditions and ensure that funds allocated to each local area are utilized in a manner that best meets customer service needs.

Use of this waiver by local areas has been limited; those areas that have requested to transfer funds from the Adult fund stream to the Dislocated Worker fund stream have done so in order to provide additional training opportunities to Dislocated Workers. No evidence currently exists that indicates that use of this waiver has impacted either state or local performance outcomes.

### **4. Waiver of Competitive Procurement Requirement for Youth Follow-Up Services**

The waiver allows follow-up services to be combined with youth program design framework services, without a need for a competitive procurement process.

Under the regulations, all ten elements of youth services, including follow-up services, must be provided by youth service providers that have been procured in separate competitive bidding processes. Framework services may be provided either by the fiscal agent without a competitive procurement, or by another organization subsequent to a competitive award. Providers of framework services are in a better position to provide follow-up services to youth, and the requirement of an additional competitive bidding process for follow-up services is duplicative and burdensome.

This waiver, initially authorized for implementation by the Commonwealth in 2005, enables a more streamlined approach to case management by allowing providers of youth framework services to provide personal attention on a consistent basis to each youth as they access the many different programs available for education and training.

In accordance with implementing the waiver, the Commonwealth issued WIA Communication No. 05-69, WIA Title I Youth-Related Waiver Authority and MassWorkforce Issuance No. 07-26, *Implementing the Waiver for Youth Framework and Follow-up Services* providing instruction to the One-Stop Career Center system.

### **5. Sliding Scale Employer Match for Customized Training**

The waiver permits a sliding scale for a participating employer contribution based on the size of the employer. For employers with 50 or fewer employees, no less than a 10 percent match is

required. No less than a 25 percent match is required for employers of 51 to 250 employees. For employers with more than 250 employees the 50 percent contribution will continue to apply.

The sliding scale provides an incentive for increased employer participation in customized training and expands employer involvement with the State's workforce system, particularly among small and medium-sized businesses. The waiver also encourages enhanced capacity and relationship building among a region's business, education and workforce development communities as a means of focusing resources on emerging skill acquisition and sustainability. The Commonwealth has not issued a formal implementation policy for use of this waiver; however, local areas are aware of the availability of this waiver and have been instructed to contact DCS for assistance with waiver implementation. To date, the waiver has not been utilized.

## **6. Sliding Scale Employer Match for On the Job Training (OJT)**

The waiver permits a sliding scale of reimbursement to the employer based on employer size. Under the waiver, the following sliding scale will be implemented: up to 90% reimbursement for employers with 50 or fewer employees; up to 75% reimbursement for employers with 51 – 250 employees; and for employers with more than 250 employees, the statutorily defined 50% limit will continue to apply. The waiver was approved for use with all WIA formula funds: Adult, Dislocated Worker, and on a limited basis, Youth funds.

The sliding scale provides an incentive for increased employer participation in On-the-Job Training and expands employer involvement with the State's workforce system, particularly among small and medium-sized businesses. The waiver also encourages enhanced capacity and relationship building among a region's business, education and workforce development communities as a means of focusing resources on emerging skill acquisition and sustainability.

Massachusetts operated an OJT National Emergency Grant (period of performance concluded on June 30, 2014), for which the U.S. Department of Labor approved a similar waiver per TEGL No. 38-09. The formula funds waiver was sought in order to ensure consistency across programs in the Commonwealth. Local areas have utilized formula funding on a limited basis to provide OJT.

The Commonwealth issued MassWorkforce Policy #11-28, which provides guidance in the implementation of On-the-Job Training, including sample forms and an accompanying Q & A. The policy requires that local areas develop a local OJT policy that is compliant with all WIA requirements and consistent with state guidance.

The Massachusetts Dislocated Worker Training National Emergency Grant also employs the sliding scale employer match for On-the-Job Training.

## **7. Common Measures Implementation**

The waiver is consistent with national policy to develop a workforce system that is responsive to the demands of both individual and employer customers. The Commonwealth set forth the following goals to be achieved with this waiver:

- Establish a simplified and streamlined performance measurement system.
- System-wide integration of performance accountability.
- Commonality of performance measurement across a broader spectrum of workforce development programs.
- Reduce paperwork and labor costs associated with performance data collection.
- Provision of clear and understandable information to the general public, Congressional and legislative leaders, the State Workforce Investment Board (SWIB), and to other system stakeholders with regard to the use of public funds and subsequent return on investment.
- Provision of a more effective program management tool.
- Focus on customer-driven rather than program-driven outcomes.
- Enhanced service coordination and information sharing among program operators.
- Improved efficiency in program delivery.

Local workforce investment partners have provided feedback with regard to implementation of Common Measures. A simplified methodology that uniformly measures performance across a significantly broader spectrum of programs and institutions results in a more cohesive workforce development system focused on serving the needs of Massachusetts workers and employers with significantly greater effectiveness.

Use of the Common Measures has positively impacted customers, practitioners and stakeholders of the workforce investment system by providing a more broadly focused system of accountability while improving and streamlining program management and performance. To date, the Common Measures have had minimal impact in affecting performance for Adults and Dislocated Workers. The Common Measures are proving to be better aligned with key service goals for Youth.

## **E. BUSINESS ENGAGEMENT**

### **1. Rapid Response Services**

The Rapid Response staff works closely with the Department of Unemployment Assistance, local One-Stop Career Center management and business service representatives, the 16 local Workforce Boards, state and local business and economic development professionals, employer associations and organizations, unions, and local educational institutions. The Rapid Response deployment approach is closely coordinated with the Department of Career Services with respect to harnessing administrative, programmatic, systems and reporting support for local efforts. Rapid Response information gathering begins the essential processes for submittal of Rapid Response Set Aside Grants, National Dislocated Workers Grant applications, and identification of state and local resources to effect layoff aversion wherever possible. Additionally, Rapid Response provides employers assistance with Trade program certification.

The Rapid Response Team served 296 companies experiencing closings or layoffs affecting 13,328 employees in PY14. Ninety percent of the companies served by Rapid Response in PY14 were centered in the following industrial sectors: manufacturing (32%), retail trade (18%), health care and social assistance (12%), professional, scientific and technical services (10%),

finance and insurance (7%), accommodation and food services (3%), information (2%), transportation and warehousing (6%).

Massachusetts uses a portion of its Rapid Response funds as Rapid Response Set-Aside Grants to provide additional assistance to local areas that experience dislocation events that substantially increase the number of unemployed in the area. Between 2014 and 2015, five Rapid Response Set-Aside Grants were awarded totaling \$963,270 to assist 1,963 employees affected by plant closings and layoffs.

## **2. Layoff Aversion Strategic Services**

The United States Department of Labor, Employment and Training Administration (DOLETA) considers a layoff averted when either a worker's job is saved with an existing employer that is at risk of downsizing or closing, or when a worker at risk of dislocation transitions to a different job with the same employer or a new job with a different employer experiencing little or no unemployment. The key to successful layoff aversion is identification of at-risk companies and early intervention by Rapid Response.

Rapid Response proactively seeks to identify at-risk companies, intervene early and propose alternatives to layoffs. The team advises companies of available federal, state and local assistance programs, such as WorkShare; the Economic Development Incentive Program (EDIP); the Employee Ownership (ESOP) program; and the Workforce Training Fund Program (WTFP); and matching soon-to-be dislocated workers with growing companies. The Massachusetts WorkShare Program allows workers in a company, a department or smaller unit within the company to work reduced hours while collecting unemployment insurance benefits to supplement their reduced wages. ESOPs are employee-owned businesses where the employees buy the business from the owner. Tools, such as the Layoff Aversion Services Database, match businesses and nonprofit organizations to various programs and opportunities based on the company's parameters.

The Rapid Response Team began introducing an improved Layoff Aversion Strategic Plan in PY12 under Mass BizWork\$, formerly the Expanding Business Engagement Initiative (see below) that features a robust marketing program and an expanded partnership with stakeholders in and outside of state government, which continued in PY14. As the EBE grant approached the end of its period of performance, Massachusetts continued the model of providing consistent statewide business services with multiple agencies and partners utilizing Mass BizWork\$.

## **3. National Emergency Grants**

National Emergency Grants (NEGs) temporarily expand the service capacity of Workforce Investment Act Dislocated Worker training and employment programs at the state and local levels by providing funding assistance in response to large, unexpected economic events which cause significant job losses.

During Program Year 2014, Massachusetts received 11 National Emergency Grant (NEG) awards, statewide, with a total funding of \$19,238,829 to provide reemployment services, including occupational training to 3,000 workers, dislocated from over 30 companies.

NEG Summary for Program Year 2014

NEG	Local Operator	Award Amount	Number of Participants	Companies
Health Science Technology	Metro South West Employment & Training Administration (MSW ETA)	\$2,697,185	534	IAP Worldwide Services, Quantech Services, Inc., AdLife Healthcare LLC - 4 locations, Fidelity Investments, Fidelity National Information Services, Hanscom AFB, National Grid, Sun Life Financial, Gemini Industries, Oasis Systems, Odyssey Systems Consulting Group, P3I Inc., Sumaria Systems, and ADECCO.
Bristol MFG	Bristol County Training Consortium	\$560,754	138	Rock-Tenn, A L Ellis Curtain, Alliance Paper Company, American Dryer Corporation, C & E Industries, Corporate Image Apparel Inc, Findings Inc., Gentyle Thomas Group, Griffin Manufacturing, New England Electropolishing, Rapster Inc, Reflek Corp, Spectrum Lighting, Swan Dyeing and Printing Corp, Victor Innovative Textiles LLC, and Blount Fine Foods.
Dislocated Worker Training (DWT)	14 Local Operators	\$2,872,496	475	Companies not specified. Target: long-term unemployed.
Philip Mersen D/E	Lower Merrimack Valley	\$1,222,904	184	Philips Lightolier and Mersen USA LLC
MED D/E	Hampden County (REBHC)	\$1,576,221	270	Avery Dennison Corp, DOW Jones & Co., Inc., Hasbro, ITT/Exelis, Southworth Paper and National Envelope
Metro North 4	Metro North REB	\$624,013	120	Macy's, The Inn at Harvard, Bank of America, Millipore, CSM Bakery, and Market Forge Industries
Swank	Bristol County Training Consortium	\$560,784	120	Swank, Inc
Job Driven	REBHC	\$4,334,766	288	Companies not specified. Local areas apply for use of funds. Predominant feature: Work-Based Training for Long-Term Unemployed.
Haemonetics D/E	Brockton & Quincy	\$532,017	148	Haemonetics
Intel Biotech	MSW ETA	\$980,499	400	Avery Dennison, Organogenesis Inc, Lonza Biologics Inc, New England Primate Research Center, Olympus BioTech Corporation, Intel Inc
Sector Partnership	Franklin Hampshire, REBHC, Central & No. Central MA & Bristol County	\$3,277,190	323	Companies not specified. Industry: Advanced Manufacturing.
<b>TOTAL</b>		<b>\$19,238,829</b>	<b>3,000</b>	

#### 4. Massachusetts Workforce Training Fund Programs (WTFP)

The Massachusetts Workforce Training Fund Program (WTFP) provides Massachusetts businesses with resources to invest in the skills of their workforce. These services are offered through Commonwealth Corporation. Financed by Massachusetts employers, WTFP offers matching grants up to \$250,000 to offset training costs of workers. WTFP consists of four programs:

- *Hiring Incentive Training Grant (HITG):* Businesses of any size are eligible to apply. Grant funds support businesses in hiring and retaining MA residents who are military veterans or who have been unemployed for at least six months. Applications must be submitted within 30 days of the new employee's start date; businesses must hire and retain the eligible new employee for at least 6 months to receive payment. Businesses may receive up to \$40,000 per calendar year, \$5,000 per eligible new hire. (Note: this program was frozen effective November 30, 2014.)
- *Express Program Grant:* Businesses with 100 or fewer employees are eligible to apply. Grant funds will pay for up to 50% of the cost of an employee's participation in training courses selected from a database of pre-qualified courses. Businesses may receive up to \$30,000 per calendar year; the maximum payment per trainee per course is \$3,000.
- *General Program Training Grant:* Businesses of any size are eligible to apply. (Intermediaries may lead a consortium application.) They may request up to \$250,000 for up to two years to support training for their workforce. There are no application deadlines. Grant funds must be matched dollar-for-dollar. The match may be cash or in-kind (including wages paid to employees during training).
- *General Program Technical Assistance Grant:* Businesses of any size are eligible to apply. (Intermediaries may lead a consortium application.) Grant funds support businesses in conducting a training needs assessment, developing a training plan, and customizing curricula in preparation for submitting a General Program Grant application. Grant funds must be matched dollar-for-dollar. Match may be cash or in-kind (such as the cost of staff time, materials, or other expenses directly related to approved grant activities). Grants range from \$5,000 to \$25,000; activity must be completed in 12 months or less.
- *Regional Training Capacity Pilot Program Grants:* This program provides grants to training providers to provide training slots in approved courses to WTFP-eligible businesses. The training providers market the opportunity to Massachusetts businesses, enroll and train workers referred by the businesses, and are reimbursed for training costs with grant funds on a per seat basis. Referring businesses do not pay any of the training costs but are required to pay their workers' wages for any time spent in training that is paid for with the grant. Businesses of any size are eligible to participate. There are no application deadlines. This program began in December 2014.

WTFP Summary for Program Year 2014

Workforce Training Fund Program	Grants	Trainees or New Hires (HITG)	Grant Funds Awarded in PY14	Percent of Total Grant Funds
Express	238	2,238	\$1,500,098	5.6%
HITG	1,038	1,447	\$6,950,000	26.1%
General Training	164	13,403	\$16,244,274	61%
General TA	4	n/a	\$83,989	0.3%
RTCP	10	3,032	\$1,841,360	6.9%
<b>Total</b>	<b>1,454</b>	<b>20,120</b>	<b>\$26,619,721</b>	<b>100.0%</b>

**5. Expanding Business Engagement and Mass BizWork\$**

Mass BizWork\$ is an outgrowth of the Expanding Business Engagement (EBE) Initiative funded with a grant of \$75,000 from the U.S. Department of Labor.

The goal of Mass BizWork\$ is to enhance and align services offered to Massachusetts businesses through the state’s Workforce Development, Economic Development and Education entities to help businesses grow and thrive. To achieve this goal, efforts are directed to (1) building strong relationships across agencies and with businesses, (2) developing staff business service knowledge and competencies across the relevant state agencies, and (3) coordinating and linking resources and information so that businesses are aware of and utilize state resources and incentives effectively and efficiently.

Massachusetts established several key committees to harness and coordinate resources to meet its goals.

- The Advisory Board developed the Mass BizWork\$ (formerly EBE) Mission/Vision Statement and continues to meet on a regular basis to direct and implement activities of the 3 subcommittees and 5 regional operations teams. The Advisory Board also is overseeing the creation of regional business focus groups.
- The Marketing Committee developed a comprehensive Resource Guide for workforce and economic development professionals that identifies the resources, both organizations and programs, which offer benefits and services to address workforce development and expansion needs of Massachusetts businesses. This resource guide is used by staff providing guidance and support to businesses and employers on a regular basis. A companion *Massachusetts BizWork\$ Resource Card* was developed as a quick reference for distribution to employers. The

Guide and Resource Card are also available as an on-line reference tools. The BizWork\$ marketing plan and campaign also included 62 electronic billboards on all major Massachusetts Highways, distribution of materials to Chambers of Commerce; expositions at the State House, and Business Expos around the state. Please refer to the BizWork\$ website: [www.mass.gov/biz](http://www.mass.gov/biz) or toll-free (1-800-252-1591).

- The Systems Development Sub-Committee developed a statewide dashboard that captures services and outcomes from the various programs and agencies that serve businesses and is updated on a quarterly basis. A business services survey was developed and administered. The survey will be expanded to all Mass BizWork\$ members and their input will be used in development of a database system to capture results of Mass BizWork\$ activities. A Memorandum of Agreement was developed to promote the sharing of information among the different agencies participating in the program.
  
- The Staff Training and Development Sub-Committee, 250 –Business services Reps have been trained on Module one (which is the initial training Module) , 120 Business services Reps have been trained on Module two training ( which is a more intense training ) and a module three training is being developed which will concentrate on data collection systems and consistent entry of information.
  
- The Regional Teams assist the Advisory Board in facilitating and developing the business focus groups and provides updates of the Mass BizWork\$ committees and all other programs on a regional level. Business Focus Groups are constantly being held to gain valuable feedback that will be used to inform program improvements.

## **6. Employer Services at One-Stop Career Centers**

Employers are directly assisted at the State's network of One-Stop Career Centers (AJCs) by assigned Business Service Representatives (BSRs), Veterans' Service Representatives, who also assist with Federal contract compliance, and Rapid Response team members stationed at the One-Stop Career Centers. The Department of Career Services centrally manages the Work Opportunity Tax Credit (WOTC) program and the Foreign Labor Certification programs for temporary agricultural (H-2A) and for non-agricultural (H-2B) workers. These services are supplemented by other administrative and professional staff at the One-Stop Career Centers and the local Workforce Investment Boards.

There are many unfilled job openings in the Commonwealth and the state has undertaken a primary effort to determine the best strategies to increase the rate of match between employers' staffing needs and unemployed individuals and others seeking employment. Increasing placements is a key strategic goal in the Commonwealth's workforce plan. A first step is refocusing staff and resources toward expanding the job openings listed on-line by the One-Stop Career Centers through business outreach strategies. To supplement employer outreach efforts,

the state has expanded job postings with the Conference Board's Help Wanted on Line listings. This has more than doubled the number of available jobs in Job Quest, the state's on-line job bank. Investments also are being made in tools, such as TORQ, that allow counseling staff and job seekers to assess skills transferability and identify better job matches that align with the needs of employers, as well as training staff to understand their local labor markets and the personnel requirements of local employers in high growth fields.

## APPENDIX A

### Commonwealth of Massachusetts

#### WIA Title I-B

#### Annual Report Form (ETA 9091)

#### Program Year 2014

#### **NOTE FOR TABLES B – L ON PAGES 20 -23**

*The tables in Appendix A are the required state level data reported to the U.S. Department of Labor electronically on form ETA 9091. The data show statewide performance results on the nine mandated Common Measures and display additional performance results for selected populations.*

*Next to the actual performance levels and outcomes data displayed on Tables B - L are the data used in the calculations. The bottom number (denominator) is the total number of individuals in the cohort and the top number (numerator) is the number of individuals or earnings for individuals in the cohort with a positive outcome. Earnings data are derived from wage records. Data are rounded to the nearest tenth.*

*Beginning with PY2011, Massachusetts reports under the Common Measures waiver. As a Common Measures state, selected tables are no longer submitted on the ETA 9091 report.*

Table A is not submitted by states reporting under Common Measures.

**Table B - Adult Program Results**

Reported Information	Negotiated Performance Level	Actual Performance Level	
Entered Employment Rate	83.00%	85.75%	915
			1,067
Employment Retention Rate	90.00%	89.26%	1055
			1182
Six Months Average Earnings	\$12,700.00	\$11790.30	\$10,929,606.32
			927

**Table C - Outcomes for Adult Special Populations**

Reported Information	Public Assistance Recipients Receiving Intensive or Training Services		Veterans	
Entered Employment Rate	84.30%	537	75.86%	22
		637		29
Employment Retention Rate	87.40%	569	78.26%	18
		651		23
Six Months Average Earnings	\$10,036.33	\$5,008,127.51	\$14,681.42	\$249,584.17
		499		17

**Table C - Outcomes for Adult Special Populations (cont.)**

Reported Information	Individuals With Disabilities		Older Individuals	
Entered Employment Rate	67.92%	36	89.11%	90
		53		101
Employment Retention Rate	78.72%	37	86.90%	73
		47		84
Six Months Average Earnings	\$9,151.95	\$292,862.29	\$11,743.27	\$681,109.70
		32		58

**Table D - Outcome Information by Service Level for the Adult Program**

Reported Information	Individuals Who Received Training Services		Individuals Who Received Only Core and Intensive Services		Individuals Who Only Received Core Services	
Entered Employment	82.76%	552	91.53%	346	77.27%	17
		667		378		22
Employment Retention Rate	91.44%	769	83.73%	283	100.00%	3
		841		338		3
Six Months Average	\$12,184.89	\$8,310,096.28	\$10,684.98	\$2,596,449.49	\$11,530.28	\$23,060.55
		682		243		2

**Table E - Dislocated Worker Program Results**

Reported Information	Negotiated Performance Level	Actual Performance Level	
Entered Employment Rate	85.00%	87.33%	2,192
			2,510
Employment Retention Rate	95.00%	91.11%	2,184
			2,397
Six Months Average Earnings	\$21,000.00	\$18,621.24	\$36,348,652.33
			1,952

**Table F - Outcomes for Dislocated Worker Special Populations**

Reported Information	Veterans		Individuals With Disabilities	
Entered Employment Rate	81.15%	99	80.77%	63
		122		78
Employment Retention Rate	85.60%	107	80.82%	59
		125		73
Six Months Average Earnings	\$21,663.02	\$2,101,312.78	\$17,438.82	\$8,37063.17
		97		48

**Table F - Outcomes for Dislocated Worker Special Populations (cont.)**

Reported Information	Older Individuals		Displaced Homemakers	
	Entered Employment Rate	80.03%	545 681	100.00%
Employment Retention Rate	87.85%	477 543	100.00%	4 4
Six Months Average Earnings	\$19,098.94	\$7,792,367.82 408	\$11,027.64	\$44,110.55 4

**Table G - Outcome Information by Service Level for the Dislocated Worker Program**

Reported Information	Individuals Who Received Training Services		Individuals Who Received Only Core and Intensive Services		Individuals Who Only Received Core Services	
	Entered Employment	87.16%	1,351 1,550	87.57%	838 957	100.00
Employment Retention Rate	91.39%	1,369 1,498	90.59%	809 893	100.00%	6 6
Six Months Average	\$17,959.62	\$22,000,535.52 1,225	\$19,834.76	\$14,320,695.32 722	\$5,484.30	\$27,421.49 5

**Table H.1 – Youth (14-21) Program Results**

Reported Information	Negotiated Performance Level	Actual Performance Level	
		Placement in Employment or Education	83.00%
Attained Degree or Certificate	75.00%	70.32%	661 940
Literacy or Numeracy Gains	45.00%	39.34%	203 516

**Table H.1.A - Outcomes for Youth Special Populations**

Reported Information	Public Assistance Recipients		Veterans	
Placement in Employment or Education	79.21%	339	100.00%	1
		428		1
Attained Degree or Certificate	66.76%	251	0.00	0
		376		1
Literacy or Numeracy Gains	37.18%	87	0.00	0
		234		0

**Table H.1.A - Outcomes for Youth Special Populations (cont.)**

Reported Information	Individuals with Disabilities		Out-of-School Youth	
Placement in Employment or Education	77.93%	279	79.20%	514
		358		649
Attained Degree or Certificate	74.11%	249	65.83%	314
		336		477
Literacy or Numeracy Gains	49.48%	48	39.34%	203
		97		516

*Tables H-2, I, J, and K are not submitted by states reporting under Common Measures.*

**Table L - Other Reported Information**

Reported Information	12 Month Employment Retention Rate		12 Month Earnings Change (Adults and Older Youth) Or 12 Month Earnings Replacement (Dislocated Workers)		Placements for Participants in Non-Traditional Employment	
	<b>Adults</b>	85.55%	1,119	\$4,948.35	\$5,611,431.72	3.61
		1,308	1,134		915	
<b>Dislocated Workers</b>	89.64%	2,242	\$92.73	\$38,842,423.12	4.56	100
		2,501		\$41,886,897.52		2,192
<b>Older Youth (19 -21)</b>	82.32%	256	\$4,166.97	\$1,179,252.44	8.03	20
		311		283		249

**Table L - Other Reported Information (cont.)**

Reported Information	Wages At Entry Into Employment For Those Individuals Who Entered Unsubsidized Employment		Entry into Unsubsidized Employment Related to the Training Received of Those Who Completed Training Services	
	<b>Adults</b>	\$5,264.58	\$4,427,510.23	69.20%
	841		552	
<b>Dislocated Workers</b>	\$9,026.87	\$18,080,814.69	71.35%	964
		2,003		1,351
<b>Older Youth (19 -21)</b>	\$3,147.31	\$708,144.25	0.00	0
		225		0

**Table M - Participation Levels**

<b>Reported Information</b>	<b>Total Participants Served (July 2013 – June 2014)</b>	<b>Total Exiters (April 2013 – March 2014)</b>
<b>Total Adults</b>	16,396	13,595
<b>Adults Self-Service Only</b>	9,750	9,475
<b>WIA Adults (includes self-service)</b>	11,895	10,929
<b>WIA Dislocated Workers</b>	4,620	2,751
<b>Total Youth (14-21)</b>	2,227	1,204
<b>Younger Youth (14-18)</b>	1,513	810
<b>Older Youth (19-21)</b>	714	394
<b>Out-of-School Youth</b>	1,343	735
<b>In-School Youth</b>	884	469

**Table N - Cost of Program Activities**

<b>Program Activity (PY14/FY15 WIA &amp; Carry-Over)</b>		<b>Total Federal Spending</b>
<b>Local Adults</b>		\$13,462,126
<b>Local Dislocated Workers</b>		\$10,861,638
<b>Local Youth</b>		\$13,841,787
<b>Rapid Response (up to 25%) §134 (a) (2) (A)</b>		\$4,988,527
<b>Statewide Required Activities (Up to 15%) §134 (a) (2) (B)*</b>		\$2,890,405
<b>Statewide Allowable Activities §134 (a) (3) [excludes administration]</b>	Capacity Building	\$301,730
	Sector Strategies	\$298,270
<b>Total of All Federal Spending Listed Above</b>		<b>\$46,644,483</b>

**APPENDIX B**

**WIA TITLE I-B  
Program Year 2014**

**LOCAL WORKFORCE AREA PERFORMANCE**

Tables 1-10 present WIA performance results on the nine Common Measures for each of the sixteen local workforce areas. (Refer to Section A, beginning on page 3, for a review of State performance.) State goals are negotiated and approved each year by the regional office of the U.S. Department of Labor, Employment and Training Administration (DOLETA). Local goals are negotiated each year with the Department of Career Services based on the approved state goals with adjustments to reflect local populations and local labor market factors.

<b>PERFORMANCE MEASURE</b>	<b>STATE PROGRAM YEAR 2014 GOAL LEVELS</b>	<b>LOCAL PERFORMANCE TABLE – PAGE</b>
<b>Adult Program Measures</b>		
Entered Employment Rate	83.0%	Table 1 – Page 29
Employment Retention Rate	90.0%	Table 2 – Page 29
Six Months Average Wage	\$12,700.00	Table 3 – Page 30
<b>Dislocated Worker Program Measures</b>		
Entered Employment Rate	85.0%	Table 4 – Page 30
Employment Retention Rate	95.0%	Table 5 – Page 31
Six Months Average Wage	\$21,000.00	Table 6 – Page 31
<b>Youth Program Measures</b>		
Placement in Employment or Education	83.0%	Table 7 – Page 32
Attainment of Degree or Certificate	75.0%	Table 8 – Page 32
Literacy or Numeracy Gains	45.0%	Table 9 – Page 33
<b>Performance Average for Program Groups</b>		Table 10 – Page 33

**Assessment of Performance on Individual Negotiated Goals (DOL Standards)**

- Fails: Actual Performance is less than 80.0% of the negotiated level.
- Meets: Actual Performance is between 80.0% and 100.0% of the negotiated level.
- Exceeds: Actual performance is greater than 100.0% of the negotiated level.

<b>Table 1: Adult Program - Entered Employment Rate</b>				
<b>Workforce Area</b>	<b>Local Goal</b>	<b>Actual Performance</b>	<b>Percent of Goal</b>	<b>Performance Versus Goal</b>
Berkshire County	77.0%	87.23%	113.3%	Exceeds
Boston	77.0%	83.82%	108.9%	Exceeds
Bristol	77.0%	78.02%	101.3%	Exceeds
Brockton	79.0%	90.74%	114.9%	Exceeds
Cape Cod & Islands	83.0%	94.74%	114.1%	Exceeds
Central Massachusetts	83.0%	93.75%	113.0%	Exceeds
Franklin/Hampshire	83.0%	85.71%	103.3%	Exceeds
Greater Lowell	82.0%	100.00%	122.0%	Exceeds
Greater New Bedford	83.0%	83.33%	100.4%	Exceeds
Hampden County	73.0%	75.35%	103.2%	Exceeds
Merrimack Valley	73.0%	70.21%	96.2%	Meets
Metro North	78.0%	90.73%	116.3%	Exceeds
Metro South/West	83.0%	91.67%	110.4%	Exceeds
North Central Mass	80.0%	89.74%	112.2%	Exceeds
North Shore	83.0%	91.53%	110.3%	Exceeds
South Shore	83.0%	86.36%	104.0%	Exceeds

<b>Table 2: Adult Program - Employment Retention Rate</b>				
<b>Workforce Area</b>	<b>Local Goal</b>	<b>Actual Performance</b>	<b>Percent of Goal</b>	<b>Performance Versus Goal</b>
Berkshire County	80.0%	86.27%	107.8%	Exceeds
Boston	90.0%	89.89%	99.9%	Meets
Bristol	85.0%	90.24%	106.2%	Exceeds
Brockton	89.0%	87.50%	98.3%	Meets
Cape Cod & Islands	89.0%	93.18%	104.7%	Exceeds
Central Massachusetts	82.0%	91.84%	112.0%	Exceeds
Franklin/Hampshire	90.0%	77.78%	86.4%	Meets
Greater Lowell	85.0%	100.00%	117.6%	Exceeds
Greater New Bedford	90.0%	85.56%	95.1%	Meets
Hampden County	82.0%	92.16%	112.4%	Exceeds
Merrimack Valley	83.0%	95.59%	115.2%	Exceeds
Metro North	84.0%	85.32%	101.6%	Exceeds
Metro South/West	90.0%	95.45%	106.1%	Exceeds
North Central Mass	90.0%	84.21%	93.6%	Meets
North Shore	90.0%	95.24%	105.8%	Exceeds
South Shore	90.0%	83.78%	93.1%	Meets

<b>Table 3: Adult Program - Six Months Average Earnings</b>				
<b>Workforce Area</b>	<b>Local Goal</b>	<b>Actual Performance</b>	<b>Percent of Goal</b>	<b>Performance Versus Goal</b>
Berkshire County	\$ 9,800	\$11,102	113.3%	Exceeds
Boston	\$11,800	\$13,521	114.6%	Exceeds
Bristol	\$11,500	\$11,939	103.8%	Exceeds
Brockton	\$13,000	\$13,303	102.3%	Exceeds
Cape Cod & Islands	\$11,500	\$10,801	93.9%	Meets
Central Massachusetts	\$15,500	\$12,308	79.4%	Fails
Franklin/Hampshire	\$11,000	\$8,716	79.2%	Fails
Greater Lowell	\$14,500	\$22,547	155.5%	Exceeds
Greater New Bedford	\$11,500	\$8,480	73.7%	Fails
Hampden County	\$10,000	\$10,304	103.0%	Exceeds
Merrimack Valley	\$12,000	\$12,287	102.4%	Exceeds
Metro North	\$10,600	\$11,192	105.6%	Exceeds
Metro South/West	\$12,700	\$13,663	107.6%	Exceeds
North Central Mass	\$10,000	\$11,017	110.2%	Exceeds
North Shore	\$12,700	\$13,727	108.1%	Exceeds
South Shore	\$12,700	\$15,378	121.1%	Exceeds

<b>Table 4: Dislocated Worker Program - Entered Employment Rate</b>				
<b>Workforce Area</b>	<b>Local Goal</b>	<b>Actual Performance</b>	<b>Percent of Goal</b>	<b>Performance Versus Goal</b>
Berkshire County	78.0%	89.55%	114.8%	Exceeds
Boston	75.0%	79.71%	106.3%	Exceeds
Bristol	80.0%	93.64%	117.1%	Exceeds
Brockton	85.0%	92.52%	108.8%	Exceeds
Cape Cod & Islands	85.0%	89.47%	105.3%	Exceeds
Central Massachusetts	84.0%	91.24%	108.6%	Exceeds
Franklin/Hampshire	85.0%	87.72%	103.2%	Exceeds
Greater Lowell	85.0%	96.49%	113.5%	Exceeds
Greater New Bedford	85.0%	83.87%	98.7%	Meets
Hampden County	82.0%	82.93%	101.1%	Exceeds
Merrimack Valley	85.0%	77.50%	91.2%	Meets
Metro North	81.0%	88.48%	109.2%	Exceeds
Metro South/West	85.0%	90.48%	106.4%	Exceeds
North Central Mass	85.0%	92.77%	109.1%	Exceeds
North Shore	85.0%	92.45%	108.8%	Exceeds
South Shore	85.0%	80.70%	94.9%	Meets

<b>Table 5: Dislocated Worker Program -Employment Retention Rate</b>				
<b>Workforce Area</b>	<b>Local Goal</b>	<b>Actual Performance</b>	<b>Percent of Goal</b>	<b>Performance Versus Goal</b>
Berkshire County	88.0%	86.11%	97.9%	Meets
Boston	85.0%	89.39%	105.2%	Exceeds
Bristol	90.0%	90.48%	100.5%	Exceeds
Brockton	93.0%	94.55%	101.7%	Exceeds
Cape Cod & Islands	93.0%	98.63%	106.1%	Exceeds
Central Massachusetts	89.0%	89.16%	100.2%	Exceeds
Franklin/Hampshire	92.0%	89.39%	97.2%	Meets
Greater Lowell	90.0%	96.23%	106.9%	Exceeds
Greater New Bedford	95.0%	89.78%	94.5%	Meets
Hampden County	90.0%	92.74%	103.0%	Exceeds
Merrimack Valley	90.0%	86.33%	95.9%	Meets
Metro North	90.0%	85.31%	94.8%	Meets
Metro South/West	95.0%	93.24%	98.1%	Meets
North Central Mass	91.0%	98.84%	108.6%	Exceeds
North Shore	95.0%	98.26%	103.4%	Exceeds
South Shore	95.0%	96.55%	101.6%	Exceeds

<b>Table 6: Dislocated Worker Program - Six Months Average Earnings</b>				
<b>Workforce Area</b>	<b>Negotiated Goal</b>	<b>Actual Performance</b>	<b>Percent of Goal</b>	<b>Performance Versus Goal</b>
Berkshire County	\$15,250	\$15,641	102.6%	Exceeds
Boston	\$15,700	\$15,743	100.3%	Exceeds
Bristol	\$15,400	\$15,819	102.7%	Exceeds
Brockton	\$17,680	\$17,890	101.2%	Exceeds
Cape Cod & Islands	\$16,750	\$15,370	91.8%	Meets
Central Massachusetts	\$21,000	\$20,587	98.0%	Meets
Franklin/Hampshire	\$17,500	\$14,995	85.7%	Meets
Greater Lowell	\$20,500	\$26,459	129.1%	Exceeds
Greater New Bedford	\$15,000	\$14,449	96.3%	Meets
Hampden County	\$15,600	\$16,404	105.2%	Exceeds
Merrimack Valley	\$21,000	\$19,317	92.%	Meets
Metro North	\$20,000	\$21,947	109.7%	Exceeds
Metro South/West	\$21,000	\$22,946	109.3%	Exceeds
North Central Mass	\$17,000	\$17,124	100.7%	Exceeds
North Shore	\$18,000	\$19,143	106.3%	Exceeds
South Shore	\$21,000	\$19,264	91.7%	Meets

<b>Table 7: Youth Program - Placement in Employment or Education</b>				
<b>Workforce Area</b>	<b>Local Goal</b>	<b>Actual Performance</b>	<b>Percent of Goal</b>	<b>Performance Versus Goal</b>
Berkshire County	75.0%	54.90%	73.2%	Fails
Boston	76.0%	82.86%	109.%	Exceeds
Bristol	76.0%	86.30%	113.6%	Exceeds
Brockton	81.0%	78.72%	97.2%	Meets
Cape Cod & Islands	83.0%	92.00%	110.8%	Exceeds
Central Massachusetts	83.0%	77.59%	93.5%	Meets
Franklin/Hampshire	80.0%	92.86%	116.1%	Exceeds
Greater Lowell	77.0%	85.33%	110.8%	Exceeds
Greater New Bedford	75.0%	67.57%	90.1%	Meets
Hampden County	82.0%	83.84%	102.2%	Exceeds
Merrimack Valley	83.0%	77.42%	93.3%	Meets
Metro North	77.0%	92.47%	120.1%	Exceeds
Metro South/West	83.0%	85.90%	103.5%	Exceeds
North Central Mass	79.0%	72.34%	91.6%	Meets
North Shore	83.0%	92.86%	111.9%	Exceeds
South Shore	83.0%	69.62%	83.9%	Meets

<b>Table 8: Youth Program - Attainment of Degree or Certificate</b>				
<b>Workforce Area</b>	<b>Local Goal</b>	<b>Actual Performance</b>	<b>Percent of Goal</b>	<b>Performance Versus Goal</b>
Berkshire County	70.0%	56.25%	80.4%	Meets
Boston	61.0%	42.62%	69.9%	Fails
Bristol	67.0%	77.92%	116.3%	Exceeds
Brockton	75.0%	86.00%	114.7%	Exceeds
Cape Cod & Islands	75.0%	92.50%	123.3%	Exceeds
Central Massachusetts	75.0%	66.10%	88.1%	Meets
Franklin/Hampshire	65.0%	77.27%	118.9%	Exceeds
Greater Lowell	71.0%	74.36%	104.7%	Exceeds
Greater New Bedford	64.0%	40.00%	62.5%	Fails
Hampden County	68.0%	60.56%	89.1%	Meets
Merrimack Valley	75.0%	88.10%	117.5%	Exceeds
Metro North	69.0%	84.62%	122.6%	Exceeds
Metro South/West	75.0%	76.60%	102.1%	Exceeds
North Central Mass	75.0%	73.08%	97.4%	Meets
North Shore	75.0%	100.00%	133.3%	Exceeds
South Shore	70.0%	5.88%	8.4%	Fails

<b>Table 9: Youth Program - Literacy or Numeracy Gains</b>				
<b>Workforce Area</b>	<b>Local Goal</b>	<b>Actual Performance</b>	<b>Percent of Goal</b>	<b>Performance Versus Goal</b>
Berkshire County	40.0%	28.57%	71.4%	Fails
Boston	35.0%	7.69%	22.0%	Fails
Bristol	32.0%	54.05%	168.9%	Exceeds
Brockton	50.0%	58.33%	116.7%	Exceeds
Cape Cod & Islands	30.0%	0.00%	0.0%	Fails
Central Massachusetts	45.0%	70.69%	157.1%	Exceeds
Franklin/Hampshire	30.0%	50.00%	166.7%	Exceeds
Greater Lowell	45.0%	28.57%	63.5%	Fails
Greater New Bedford	37.0%	52.63%	142.2%	Exceeds
Hampden County	42.0%	33.60%	80.0%	Meets
Merrimack Valley	35.0%	7.69%	22.0%	Fails
Metro North	46.0%	51.16%	111.2%	Exceeds
Metro South/West	45.0%	25.93%	57.6%	Fails
North Central Mass	45.0%	63.16%	140.4%	Exceeds
North Shore	50.0%	92.86%	185.7%	Exceeds
South Shore	40.0%	0.00%	0.0%	Fails

<b>Table 10: Performance Average (Percent of Goal) for Program Groups</b>			
<b>Workforce Area</b>	<b>Adult Group</b>	<b>Dislocated Worker Group</b>	<b>Youth Group</b>
Berkshire County	111.5%	105.1%	75.0%
Boston	107.8%	103.9%	67.0%
Bristol	103.8%	106.8%	132.9%
Brockton	105.2%	103.9%	109.5%
Cape Cod & Islands	104.3%	101.0%	78.1%
Central Massachusetts	101.5%	102.3%	112.9%
Franklin/Hampshire	89.6%	95.3%	133.9%
Greater Lowell	131.7%	116.5%	93.0%
Greater New Bedford	89.7%	96.5%	98.3%
Hampden County	106.2%	103.1%	90.4%
Merrimack Valley	104.6%	93.0%	77.6%
Metro North	107.8%	104.6%	118.0%
Metro South/West	108.0%	104.6%	87.7%
North Central Mass	105.3%	106.2%	109.8%
North Shore	108.1%	106.2%	143.6%
South Shore	106.1%	96.1%	30.8%
STATE	98.4%	95.8%	92.9%

## APPENDIX C

### COMMON MEASURES AT-A-GLANCE

#### ADULT MEASURES

##### Entered Employment

*Of those who are not employed at the date of participation:*

$$\frac{\text{\# of adult participants who are employed in the first quarter after the exit quarter } (\div)}{\text{\# of adult participants who exit during the quarter}}$$

##### Employment Retention

*Of those who are employed in the first quarter after the exit quarter:*

$$\frac{\text{\# of adult participants who are employed in both the second and third quarters after the exit quarter } (\div)}{\text{\# of adult participants who exit during the quarter}}$$

##### Average Earnings

*Of those adult participants who are employed in the first, second, and third quarters after the exit quarter:*

$$\frac{\text{Total earnings in the second plus the total earnings in the third quarters after the exit quarter } (\div)}{\text{\# of adult participants who exit during the quarter}}$$

*(Adult measures cover both WIA Adult and Dislocated Worker programs.)*

#### YOUTH MEASURES

##### Placement in Employment or Education

*Of those who are not in post-secondary education or employment (including the military) at the date of participation:*

$$\frac{\text{\# of youth participants who are in employment (including the military) or enrolled in post-secondary education and/or advanced training/occupational skills training in the first quarter after the exit quarter } (\div)}{\text{\# of youth participants who exit during the quarter}}$$

##### Attainment of a Degree or Certificate

*Of those enrolled in education (at the date of participation or at any point during the program):*

$$\frac{\text{\# of youth participants who attain a diploma, GED, or certificate by the end of the third quarter after the exit quarter } (\div)}{\text{\# of youth participants who exit during the quarter}}$$

##### Literacy and Numeracy Gains

*Of those out-of-school youth who are basic skills deficient:*

$$\frac{\text{\# of youth participants who increase one or more educational functioning levels } (\div)}{\text{\# of youth participants who have completed a year in the program (i.e., one year from the date of first youth program service) plus the \# of youth participants who exit before completing a year in the youth program}}$$

Source: Training and Employment Guidance Letter No. 17-05, Common Measures Policy for the Employment and Training Administration's (ETA) Performance Accountability System and Related Performance Issues

