

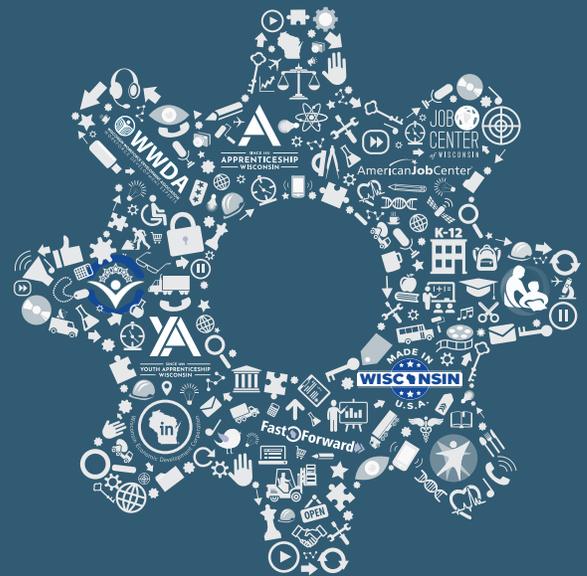
WISCONSIN

Workforce Innovation and Opportunity Act

ANNUAL REPORT

Program Year 2018

July 1, 2018 – June 30, 2019



STATE OF WISCONSIN



Department of Workforce Development

Department of Workforce Development
Secretary's Office
201 E. Washington Avenue
P.O. Box 7846
Madison, WI 53707
Telephone: (608) 266-3131
Fax: (608) 266-1784
Email: sec@dwd.wisconsin.gov



Tony Evers, Governor
Caleb Frostman, Secretary

November 26, 2019

Ms. Christine Quinn
Regional Administrator
U.S. Department of Labor - Employment and Training Administration
John C. Kluczynski Federal Building
230 South Dearborn Street, 6th Floor
Chicago, IL 60604

Dear Administrator Quinn:

We are pleased to submit Wisconsin's Workforce Innovation and Opportunity Act (WIOA) Annual Report for Program Year 2018. Program Year 2018 brought positive changes and challenges, but as you will see from the following report, Wisconsin has met those challenges.

Under Governor Tony Evers' vision of "connecting the dots," the Wisconsin Department of Workforce Development and the Governor's Council on Workforce Investment continue to ensure our work is managed by strong agency partnerships, coordinated resources, efficient job seeker services, and meeting employer demand. Wisconsin has many best practices at the local level, proven by outcomes, and those best practices will continue to be identified, propagated and scaled to the regional and state level.

Workforce development is economic development, and Wisconsin's workforce development system is stronger than ever. We continue to build upon our accomplishments and move our workforce, and the entire state of Wisconsin, forward.

Sincerely,

Handwritten signature of Caleb Frostman in black ink.

Caleb Frostman
Secretary
Department of Workforce Development

Handwritten signature of S. Mark Tyler in black ink, enclosed in a rectangular box.

S. Mark Tyler
Chair
Governor's Council on Workforce Investment

Table of Contents

| | |
|--|----|
| Introduction | 1 |
| WIOA Combined State Plan | 2 |
| Governor's Council on Workforce Investment | 4 |
| WIOA Title I Programs..... | 5 |
| Wagner-Peyser Program Coordination..... | 9 |
| Veteran Employment Services..... | 11 |
| Evaluation and Related Research Projects | 11 |
| Performance Measurement and Reporting..... | 13 |
| Promising Practices | 18 |
| Waivers | 19 |
| Contacts | 20 |

Introduction

Unemployment is at a near record low; labor force participation is high, and Wisconsin continues to make great strides in identifying and implementing innovative and dynamic workforce development strategies. The Wisconsin Department of Workforce Development (DWD) and the Governor's Council on Workforce Investment (CWI) present our annual Workforce Innovation and Opportunity Act (WIOA) report for Program Year 2018 (PY18).

DWD is the state agency in Wisconsin responsible for administering the WIOA Title I and III programs. DWD also oversees other workforce development programs including Vocational Rehabilitation, Unemployment Insurance, Registered Apprenticeship, and others. CWI is the WIOA-mandated state workforce development board that advises the Governor on the Wisconsin public workforce system. Under strategic direction from Governor Evers and CWI, the State has continued to enhance the services available to the current and future workforce.

This report fulfills the WIOA requirement to submit an Annual Statewide Performance Report Narrative to the United States Department of Labor (USDOL) on the performance progress for WIOA Title I programs (Adult, Dislocated Worker, and Youth) and WIOA Title III Wagner-Peyser Employment Service as described in TEGL 5-18. This report provides information on the following for the period of July 1, 2018 through June 30, 2019: the state's Combined State Plan strategic vision and goals progress; performance data on the core common performance measures; status of state evaluation efforts and improvement activities; and, workforce development system participant information.

The participant data provided in this annual report are generated by the Participant Individual Record Layout (PIRL), which have been uploaded to the Workforce Integrated Performance System (WIPS). The State submitted the required performance data to USDOL on September 23, 2019.

WIOA Combined State Plan

Wisconsin's Combined State Plan for PY16-19 envisions a results-driven talent development system providing the opportunity for Wisconsin's current and future workforce and businesses to sustain economic viability and self-sufficiency. The vision is supported by goals of increasing or improving access, accountability, and alignment:

- **Access:** A primary goal for Wisconsin is a system that is fully accessible to any Wisconsin resident. Access is defined not only physically but programmatically. An objective of this goal is the concept of "no wrong door" within the One-stop system, meaning that an individual seeking assistance at a job center will be welcomed at any point of intake.
- **Alignment:** The state workforce development board will ensure that the customers of Wisconsin's workforce development system have experiences that reflect programs in alignment with each other. This alignment of policies, resources and partners shall enhance the experiences of customers.
- **Accountability:** Wisconsin's WIOA programs will have successful outcomes that provide participants with access to stackable credentials and appropriate training and/or employment services to achieve and maintain self-sufficiency.

The Workforce Innovation and Opportunity Act Leadership Team (WLT) and associated workgroups have made considerable progress on these goals. The WLT consists of senior leaders from DWD and the Wisconsin Technical College System. The WLT will continue to meet throughout PY19 to expand on the work that has been completed during PY18. Senior leaders from the Wisconsin Department of Children and Families, Wisconsin Department of Corrections, and the Wisconsin Department of Health Services will be joining the WLT in PY19 as the agencies are joining the PY20-23 Combined State Plan as program partners.

The WLT functionalizes the collaborative activities and maintains several cross-agency workgroups that work on WIOA details. The workgroups completed the following:

- The Policy and Guiding Principles Team held a series of focus groups, created a glossary of universal terms, and established a universal career planning process.
- The Communications Team created a WIOA website for information and began working on WIOA 101 training.
- The Data Steward Team created a joint data dictionary and data governance structure including rules of order.
- The IT Team began work on a common identifier between programs and gather requirements for a referral system between partner programs.

Regional Planning

WIOA envisions a workforce development system that is focused on both job seeker and employer customers and can anticipate and respond to the needs of regional economies. To

achieve that responsiveness, WIOA emphasizes a variety of approaches that developed over several years prior to its passage, including regional approaches for the following:

- Creating and using labor market information (LMI), including real-time LMI;
- The marriage of Sector Strategies with Career Pathways;
- Work-based learning, especially Apprenticeship and On-the-Job Training (OJT);
- Technical college collaboration;
- Business services organized and delivered in a unified manner, across jurisdictions and disciplines;
- Emphasis on solid partnerships at the strategic level, especially with economic development; and
- Emphasis on real integration at the service delivery level, especially with community colleges, and across workforce areas.

Most importantly for current purposes, the law seeks to establish a regional basis for planning, resource alignment and service delivery, while retaining local workforce development areas as the basic program administrative unit.

Wisconsin identified two planning regions.

Region A: WDA 1, 2, 3

Region B: WDA 4, 5

Table 1. Wisconsin Local Areas

| Local Areas | Name | Counties |
|-------------|---------------|--|
| WDA 1 | Southeast | Walworth, Racine, Kenosha |
| WDA 2 | Milwaukee | Milwaukee |
| WDA 3 | WOW | Washington, Waukesha, Ozaukee |
| WDA 4 | Fox Valley | Waupaca, Waushara, Winnebago, Calumet, Green Lake, Fond du Lac |
| WDA 5 | Bay Area | Florence, Marinette, Oconto Menominee, Shawano, Outagamie, Brown, Manitowoc, Sheboygan, Kewaunee, Door |
| WDA 6 | North Central | Vilas, Forest, Oneida, Lincoln, Langlade, Marathon, Wood, Portage, Adams |
| WDA 7 | Northwest | Douglas, Burnett, Washburn, Sawyer, Rusk, Price, Taylor, Ashland, Iron, Bayfield |
| WDA 8 | West Central | Polk, Barron, St. Croix, Dunn, Chippewa, Clark, Eau Claire, Pepin, Pierce |
| WDA 9 | Western | Buffalo, Trempealeau, Jackson, La Crosse, Monroe, Vernon, Crawford, Juneau |
| WDA 10 | South Central | Marquette, Sauk, Columbia, Dodge, Dane, Jefferson |
| WDA 11 | Southwest | Rock, Green, Lafayette, Grant, Iowa, Richland |

Maher and Maher provided technical assistance to assist state staff in the development of regional planning guidance, and to help board members, staff and partners fully understand the benefits and framework of regional planning. A meeting was held in May 2019 to bring each local workforce development area together in regional configurations to work through some of the major challenges and concerns related to regional planning.

Governor's Council on Workforce Investment

The Governor's Council on Workforce Investment (CWI) is the federally mandated State entity under WIOA that assists the Governor in developing innovative and dynamic approaches to further develop Wisconsin's workforce. The CWI is tasked with aligning Wisconsin's workforce and talent development initiatives and investments with its economic development strategies. In helping the Governor and the Legislature to carry out their federally mandated responsibilities, the Council aids Wisconsin employers in finding the workers that they need and providing resources to enable workers to access training for in-demand careers with the goal of moving Wisconsin's economy forward. Due to an administrative change, the CWI was reconstituted in January 2019 under Executive Order #6.

Council, Working Group Structure and Responsibilities

The Governor appoints members of the Council in accordance with the requirements enumerated in 20CFR §679.110(b)(3) of WIOA, which includes representatives of business, local and state government, education, labor, and community-based organizations across the state. Members serve at the pleasure of the Governor, and assist the Department of Workforce Development in crafting a comprehensive workforce development strategy that:

- Anticipates employer labor needs while building and strengthening Wisconsin's workforce;
- Supports the development of a highly-skilled labor force; and
- Empowers individuals of all backgrounds to pursue and retain good paying careers

The Council is currently comprised of an Executive Committee and three working groups which are building off the work done around their five Priority Areas compiled in their 2018-2022 Strategic Plan, which are the following:

- I. Increase educational attainment and make it affordable for all Wisconsin residents;
- II. Increase net migration to Wisconsin;
- III. Increase awareness and expand worker training programs, internships, and apprenticeships;
- IV. Serve under-represented populations; and
- V. Improve access and understanding of workforce investment assets.

These working groups combine to provide a formalized structure for workforce members and stakeholders to actively participate in the maintenance, support, and refinement of the system's activities. Additional working groups shall be formed on an as-needed basis under the guidance of the Chair. The current standing groups are as follows:

- *Employment Training Infrastructure Working Group*: this group will focus on Priorities I and III and will cover issues including but not limited to, apprenticeship, Wisconsin Fast Forward, Internships, Career Pathways, industry specific training needs, and more.
- *Growing Workforce Opportunities Working Group*: this group will focus on Priorities II, IV, V, and will address removing barriers, improving economic infrastructure, and attracting and retaining workers in Wisconsin.
- *WIOA Compliance and Resource Alignment Working Group*: this group will assist the Governor in carrying out his federally-mandated WIOA responsibilities while ensuring ongoing alignment of resources across sectors.

PY18 Overview

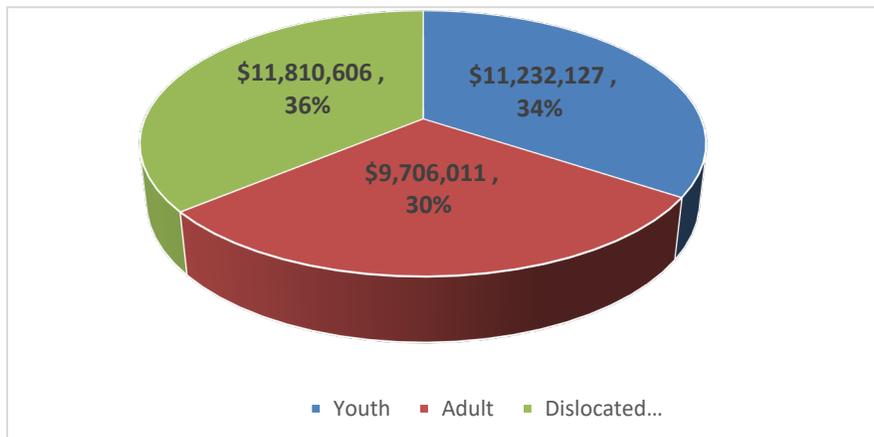
In PY18, the CWI began their work based off their 2018-2022 Strategic Plan, which was submitted to the Governor in April 2018. They also underwent a restructuring process which is reflected in the above structure discussion, forming working groups which could be more responsive to the Council needs and direction. Going forward, the Board is looking to continue to implement strategies recommended by their strategic plan to help them fulfil their charge to align Wisconsin's workforce and talent development initiatives and investments with its economic development strategies.

WIOA Title I Programs

PY18 WIOA Funding Overview

The State received \$32,748,744 in WIOA Title I formula funding from U.S. Department of Labor (USDOL) in PY18. Thirty-six percent was for the Youth program, 30 percent for the Adult program, and 34 percent for the Dislocated Worker program. This represented a 6.29 percent decrease in Youth, 5.95 percent decrease in Adult, and 7.51 percent decrease in Dislocated Worker funding from PY17.

Table 2. PY18 Title I Program Allocation



Eighty-five percent of the PY18 Youth and Adult formula funds and sixty percent of the Dislocated Worker (DW) formula funds were allocated to the State's 11 local workforce development boards (WDBs) for the administration and implementation of their respective local programs. Fifteen percent of total funding was reserved for the State's administrative and statewide activities. The State also reserved twenty-five percent of its DW funding for statewide rapid response activities and "additional assistance." The State used additional assistance grants to supplement a local WDB's formula funding, increasing the local WDB's capacity to provide DW program services to workers laid off from larger dislocation events.

PY18 On-site Monitoring Highlights

Annual on-site monitoring of WIOA Title I Programs, managed by the 11 local workforce development boards (WDBs), was conducted July 2018 through April 2019. On-site coordinated monitoring included a comprehensive review for program, fiscal, and civil rights/equal opportunity compliance.

Monitoring of Wisconsin's 11 local WDBs included Governance; Eligibility and Services; Documentation; Program Policy Review; Performance Measures; Participant File Review; Training and Supportive Services; Oversight of Service Providers; Board and Service Provider Monitoring; Real Property and Equipment; Procurement; Subcontracts; Sub-recipient Monitoring; Fiscal Policies; Audits and Audit Resolution; Budget Controls; MOUs; Personnel; Cash Management; Internal Controls; Fiscal Reporting; Indirect Cost Rate; Voucher Testing; Equal Opportunity Officer Responsibilities; Notices and Communication; Assurance Language; Universal Access; Section 504 and The Americans with Disabilities Compliance; and Data and Information Collection and Maintenance.

Local WDB's received a report summarizing the review and were required to respond to any findings and/or areas of concern. An executive summary is prepared and shared with DWD Management prior to the report distribution to the local WDB.

Technical assistance is provided to all local WDB staff upon request. The following are the totals from the PY18 annual on-site monitoring for the 11 local WDBs:

- 117 Findings
- 107 Areas of Concern
- 36 Positive Practices

At the conclusion of the PY18 monitoring, a summary including findings or areas of concern identified by the monitoring team in more than three workforce development areas was sent to the local WDBs. The summary report also included all positive practices noted throughout the state.

Dislocated Worker

The Dislocated Worker program assists workers in getting back to work as quickly as possible by overcoming barriers to employment such as: difficulty transferring specialized skills to other occupations or industries; or a decline in the market demand for certain skills.

Rapid Response Data: The Department of Workforce Development, Division of Employment and Training (DWD-DET), and its state and local partners use the Rapid Response Event Tracking System (RRETS) to track both dislocation events and employer/worker rapid response (RR) services throughout the state. During PY18, 385 new dislocation events were recorded in RRETS, including 75 events from WARN notices that covered a total of 8,095 workers. Additionally, over 1,330 RR services were provided. Of the 385 new events, approximately 53 percent were from the retail/trade industry (203 events), 12 percent from the health care and social assistance industry (46 events), and another 12 percent from manufacturing.

DWD-DET Supported Local Rapid Response Services through Grants: Each year, DWD-DET reserves a portion of its RR funds for Annual Allotment, Dislocation, and Additional Assistance grants. Each local WDB receives an Annual Allotment grant based on a formula. Additional Assistance and Dislocation grants are available on a first-come, first-served basis. During PY18, DWD-DET awarded a total of \$2,196,499 across all types of RR grants.

Dislocated Worker participants who received rapid response additional assistance services performed better in the Quarter 2 Unsubsidized Employment rate by 0.8 percent, in the Quarter 4 Unsubsidized Employment rate by 1.3 percent, and the Median Earnings during the 2nd quarter after exit are \$652 more than Dislocated Worker participants who were only enrolled in the local formula.

Dislocated Worker participants who participated in some type of rapid response activity performed better in the Quarter 2 Unsubsidized Employment rate by 1.5 percent, the Quarter 4 Unsubsidized Employment rate by 2.9 percent, and the Median Earnings during the 2nd quarter after exit are \$608 more than the Dislocated Worker participants who did not participate in some type of rapid response activity.

Annual Allotment grants support the building and maintaining of the local WDBs' RR programs, including the costs of staffing, planning, coordinating, and providing RR activities. During PY18, DWD-DET provided a total of \$1,500,000 in Annual Allotment grants to Wisconsin's 11 local WDBs. Awards ranged from \$78,171.30 to \$249,777.55.

Dislocation grants provide local WDBs funding to supplement Annual Allotment grants. This funding is available to help support RR services for specific dislocation events affecting 25 or more workers. During PY18, DWD-DET issued 15 new Dislocation grants and five modifications for a combined total of \$170,329. This funding helped to make RR services available for over 2,000 workers.

Additional Assistance grants supplement a local WDB's Title I Dislocated Worker formula funding allotments when significant layoffs place unanticipated demand on existing formula resources. Funds must be used towards Dislocated Worker Program services (i.e., career, training and supportive services) for eligible participants from a specific dislocation event. During PY18, DWD-DET issued five new Additional Assistance grants and two modifications for a combined total of \$526,170. These grants were awarded to five local WDBs who used the funding to serve 197 participants from 13 dislocation events.

National Dislocated Worker Grants: On October 1, 2016, DWD-DET received a Reemployment & System Integration (RSI) National Dislocated Worker Grant. The grant provided seed money for DWD-DET to implement technological solutions to more effectively connect dislocated workers to information and services. In the prior program year, using this grant, DWD-DET developed and launched a case management application (referred to as "CEPT") that houses four tools: a budget planning tool, a career exploration tool, an Individual Employment Plan (IEP) tool, and an action steps tool. These tools were also made available to participants and members of the general public through the My JCW portal on jobcenterofwisconsin.com.

During PY18, DWD-DET developed two additional online tools for the CEPT application and My JCW portal – a self-sufficiency calculator tool and a community resources locator tool. The self-sufficiency calculator allows users to identify the amount of household income generally needed to support members of a household, without the need for outside assistance. The calculator takes into account the county of residence where the household is located and the household members' ages. The results are based on the University of Washington's self-sufficiency standard for Wisconsin. The community resources locator allows users to identify federal, state, and local programs/services to help address a wide range of potential barriers to program participation and/or employment.

In addition to the two new tools, DWD-DET made several enhancements to the CEPT application and existing My JCW tools. The enhancements included: adding two new search options – O*NET Interest Profiler results and My JCW résumé – within the Career Exploration tool, several features to enhance interfacing capabilities between CEPT and the My JCW tools, and functionality to help facilitate co-case management between WIOA core and partner programs.

On September 26, 2018, DWD-DET was awarded a \$2 million Trade and Economic Transition National Dislocated Worker Grant to serve workers dislocated from the retail sector. Six local workforce development areas currently have subawards totaling approximately \$1.3 million. To date, a total of 347 participants have been or are being served through these subawards, including 220 participants who are receiving training towards high-demand industry sectors or occupations. The grant runs through September 2020.

Sharing of Local Area Resources (SOLAR)

The Sharing of Local Area Resources (SOLAR) web-based application helps state, local boards, and job center partners meet the requirement under the Workforce Innovation and

Opportunity Act (WIOA) to enter into a Memorandum of Understanding (MOU). The MOU describes the operation of the one-stop delivery system, sharing and allocation of costs among one-stop partners in accordance with WIOA and the Federal Cost Principles contained in the Uniform Administrative Requirements and Audit Requirements for Federal Awards.

In the SOLAR application, users can:

- Create and edit job center budgets;
- Attach supporting documentation;
- Access the MOU template;
- and reconcile actual expenditures.

Wisconsin is using Parley Pro to route the MOUs and budgets for review, and DocuSign for all partners to sign MOUs and formula and rapid response grants for approval. This is improving efficiency and time to gather signatures, especially in rural areas.

Joint guidance will be developed as the SOLAR application is tested and used. There is also basic information on the SOLAR help page. The fiscal monitoring team will be providing technical assistance to local workforce board staff as needed and during the PY19 monitoring cycle.

Wagner-Peyser Program Coordination

The Wagner-Peyser program provides services to job seekers and businesses. Wagner-Peyser staff provide career services to job seekers and recruiting assistance to businesses. This includes job search assistance, workshops for job seekers, and job fairs and various recruiting events.

Job Seekers

Wisconsin's unemployment rate held steady just above 3 percent during PY18. As in PY17, the individuals who are using our services both online and in-person often have several barriers to employment that requires more personal and intensive staff time.

Our Job Service Call Center fielded more than 34,000 calls, including almost 700 Spanish language calls, during PY18. Over the 12-month period, new job seeker registrations totaled approximately 205,000, which reflects a slight uptick over PY17.

Job Service continued to provide a vast array of job seeking workshops throughout the State, with topics that ranged from computer literacy, social media, resume development and application / interviewing skills, to in-depth Career Counseling activities and events. Our licensed Career Counselors conducted more than 2,225 individual career counseling sessions and reached 458 job seekers in group sessions.

Re-Employment Services

In PY18, Wisconsin continued its innovation of the Re-Employment Service and Eligibility Assessment (RESEA) program. Highlights included:

- Wisconsin is believed to be the only state in the nation to allow RESEA claimants to schedule both their initial session and their subsequent appointment completely online.
- More than 19,500 RESEA claimants were served in initial RESEA sessions during PY18.

Migrant Seasonal Farmworker Services

In Wisconsin, services to Migrant and Seasonal Farmworkers (MSFW) follow both federal and state laws. Job Service provided staff to help MSFW employers and job seekers comply with federal regulations. The Bureau also provides staff to enforce the Migrant Labor Law in the state.

As required in federal regulations, staff members are assigned to conduct outreach to MSFWs across the state who are not being reached by normal intake activities conducted by local job center offices. We also provide services in person through the Job Centers, website and bilingual call center. We currently have five outreach workers providing outreach services.

Program highlights for PY18:

- 4,049 MSFW outreach contacts
- 70 migrant labor camps were certified
- 46 crew leaders certified
- Foreign Labor Certification (FLC) Program runs from October to September
 - 99 H-2A applications were received and processed
 - 1,949 workers approved

Job Center Innovations

Opened in early PY18, Job Service is providing 20+ hours per week to provide employment services at the job center in the Oakhill Correctional Institution, a minimum-security facility in south central Wisconsin. Plans are underway for two additional job centers in correctional facilities in PY19 and three more in PY20. Job Service will provide staffing support.

Job Service, in partnership with local WDBs, was awarded a Laura Bush 21st Century Librarian grant to develop workforce system training curriculum for local library systems. Preliminary planning started in PY18, training modules expect to be completed during the next two program years.

Veteran Employment Services

The mission of DWD's Office of Veteran Employment Services (OVES) is to "Advance veterans into the workforce through targeted business engagement and effective employment services." OVES ended PY18 exceeding all DOL negotiated performance standards. In PY14, the roles of Local Veterans Employment Representative (LVER) and Disabled Veterans Outreach Program (DVOP) staff were refocused by the DOL Veterans Employment and Training. LVER staff are fully engaged within the Job Service and Local Business Service teams and promote veteran hiring to Wisconsin employers and employing agencies. They assist in the organization of job fairs and hiring events and facilitate employer workshops that highlight the value veterans bring to the workforce.

The DVOP staff provides services only to veterans that are identified to have significant barriers to employment. The Wisconsin Job Center staff utilizes a triage tool to determine the needs of veterans at registration. Once the registration process identifies a significant barrier to employment, the veteran is referred to DVOP staff for intensive services. The DVOP completes a comprehensive assessment; develops an individualized employment plan; and conducts the follow-up necessary to assist the veteran gain employment.

During PY18, 1,359 veterans with a significant barrier to employment (SBE) received staff assisted services by DVOP staff within the Wisconsin Job Center and affiliated Offices. This group included:

- 1,169 male veterans
- 203 female veterans
- 1,066 unemployed veterans
- 535 veterans with a disability
- 627 veterans with low income
- 190 ex-offender veterans
- 311 veterans with long term unemployment (27 weeks or more)

Evaluation and Related Research Projects

Research

During PY18, DWD significantly expanded its capacity to conduct evaluations. DWD applied for and was awarded a Workforce Data Quality Initiative (WDQI) Grant to conduct longitudinal research and evaluation of customers. DWD acquired final licensing use agreements and implemented an identity matching tool (Identity Insight) to conduct matching of records between programs. Identity Insight will also be used to prepare individual data for use in evaluations. DWD-DET and DWD-DVR established a data governance structure to ensure shared data is trusted, understood, and provides value. The focus of data governance efforts was on the statewide performance data set outlined on ETA 9169. DWD-DET also finalized JCS2

project training and documentation to follow up on the development of the refactored data warehouse in PY17. Staff spent significant time during PY18 learning about the data sets it possesses and its partners possess.

DWD-DET built an Eligible Training Provider List application to allow direct submission of ETP training provider individual level data for data matching and submission on ETA 9171.

The National Student Clearing House (NSCH) data sharing agreement was incorporated into the PY18 Annual Report PIRL run in late September. The NSCH data source drastically improved Adult and Dislocated Worker Program Credential Attainment Rate performance. The NSCH will continue to be used to conduct evaluations of program services.

DWD-DET intends to increase our evaluation capacity during PY19.

DWD will use the WDQI grant to build research and evaluation capacity by connecting WIOA data sources to other workforce and education programs through the Longitudinal Workforce Data (LWD) system. The WIOA Data Steward Committee will develop a data maturity model to assess maturity levels and metrics of data stewardship. These assessments will guide improvements to the use of data.

DWD-DET will continue its work from PY18 to tie its recently purchased identity matcher (Identity Insight) to unemployment insurance wage and claims data. This connection will allow for the possibility to match records without social security numbers.

Several research projects were ongoing during PY18 but were not completed during this timeframe. The projects include:

- The plan to evaluate outcomes of individuals co-enrolled between two or more programs using rigorous methods.
- Evaluation of the performance results and outcomes from the DET Short Term Training Grant.

The WIOA Performance Advisory Committee (PAC) and WDQI Research and Evaluation Team continues to coordinate and develop research projects. The PAC and WDQI Research and Evaluation Team serve to coordinate the development of projects with WIOA core programs, other state agencies, and local boards. Each team will discuss the evaluation agenda for WIOA and WDQI evaluation requirements.

State efforts to provide data, survey responses, and timely site visits for Federal evaluations. Mathematics Policy Research conducted a site visit for the WIOA Implementation Study during March 2019. The state and select local areas provided three days access to staff for interviews.

Any continuous improvement strategies utilizing results from studies and evidence-based practices evaluated; the state did not complete any studies so no continuous improvement strategies were utilized.

Customer Satisfaction

Wisconsin One-stop centers are focused on customer satisfaction, for both individuals and businesses seeking assistance. To ensure high-quality, integrated service, one-stop partners regularly assess and evaluate program delivery, center processes and systems.

Surveys are distributed through either paper or electronic methods. In some areas, individuals visiting job centers complete an intake survey via iPad kiosks to begin the initial assessment/eligibility screening process.

Thousands of individuals and businesses were surveyed during the program year. Highest response rates occur (up to 95%) when paper surveys are distributed at the time of the activity (e.g., job fair or workshop). Electronic surveys typically receive between 20 to 30 percent response rate.

Employers are surveyed on paper after each onsite recruitment event and job fair, often with a follow-up survey delivered electronically after the event to capture hiring outcomes. In addition, once a job posting listed on the public labor exchange website has closed, an electronic survey is sent to the employer to provide feedback on the system and report hiring outcomes.

Survey results are compiled, reviewed and shared in one-stop partner meetings, program staff meetings, interagency trainings and communications, workforce development board meetings, etc., depending on the activity surveyed. If a specific individual or program is identified as providing outstanding service, those comments are also generally included in agency and one-stop partner internal and external newsletters.

Continuous improvement plans are included in the local WDBs WIOA local plans and are used in the One-stop certification process. Examples of continuous improvements made in direct response to customer feedback include offering wi-fi in a job center, altering the hours of job fairs to better suit employers' and job seekers' schedules, job fair registration processes, resource room customer flow, workshop offerings based on customer request.

Performance Measurement and Reporting

The core programs all report on common indicators, using the federal definitions. The six primary indicators of performance are: Employment Rate in 2nd Quarter, Employment Rate in 4th Quarter, Median Earnings in 2nd Quarter, Credential Attainment Rate, Measurable Skills

Gain, and Effectiveness in Serving Employers. Credential Attainment Rate and Measurable Skills Gain are not required for Wagner-Peyser.

Effectiveness in Serving Employers: Wisconsin selected two of the three proposed Effectiveness in Serving Employers indicators for reporting in PY18. The selected indicators and PY18 results were:

- Employer Penetration Rate: 9.2 percent (16,401 / 178,065)
- Repeat Business Customers: 54.0 percent (9,907 / 18,360)

Highlights for PY18 include:

- The Performance Advisory Committee piloted several business services reports directed at assisting business services teams target establishments based on industry, size, and location;
- Data quality efforts began on Business Services Reporting and will be implemented with WIOA Data Validation efforts; and
- Efforts to determine performance indicators to measure the impact business services have upon participant placement and earnings.

Performance Accountability System: Wisconsin's Title I and III programs exceeded 13 of the 14 negotiated indicators of performance during PY18. The lone indicator that was met, not exceeded, was the Youth Credential Attainment Rate.

During PY18, the Title I and TAA programs included credential data from the National Student Clearinghouse House (NSCH) Tracker service. Wisconsin DWD's agreement with NSCH allows for the automation of some credential collection and reporting. During PY18, Wisconsin DWD added more than 90 participants to Credential Attainment Rate Numerators in the Adult, Dislocated Worker, Youth, and TAA programs who would not have been in the numerator without the NSCH service.

The State's Performance Advisory Committee (PAC), a [WINTAC Promising Practice](#)¹, facilitated the development and delivery of performance technical assistance and training. Training was delivered via the monthly webinar series "WIOA Performance Friday." The PAC maintained the WIOA Performance SharePoint site with information regarding performance levels, results, and training. In response to the Dislocated Worker and Youth Credential Attainment Rate shortcomings discovered throughout the program year, members of the PAC developed and delivered targeted technical assistance to local workforce development boards and core programs.

¹ http://www.wintac.org/topic-areas/transition-common-performance-accountability-system/promising-practices-and-literature-review?_sm_au_=iVVrS0skQQDr6sjT

The Youth Credential Attainment Rate is the State's greatest challenge. The transition in Youth priority requirement to 75 percent expenditures for out-of-school youth lead to a drastic shift in the Credential Attainment Rate. During PY18, 69.8 percent of the Youth Credential Attainment Rate exits were out of school compared to 30.0 percent in the Pre-PY 2018 statistical adjustment model tool. The school status at participation population shift impacted the statistical adjustment model to lower the state's adjusted level of performance to 57.0%. In future years, the negotiated levels for this indicator must be lowered to account for the Youth program population shift, because future statistical adjustment model target levels will not demonstrate a drastic change between the pre-PY and post-PY runs.

Common Exit Policy: Wisconsin has a common exit policy for the Division of Employment Training (DET) administered programs that is defined in the state's Workforce Innovation & Opportunity Act (WIOA) Titles I-A and I-B Policy and Procedures Manual Chapter 11.4. The common exit will exit program participants at a common date when the participant has not received any services for 90 days and there are no future services planned from any of the affected programs. This definition does not include self-service, information-only activities or follow-up services from partner programs. The DET (ETA) partner programs in Wisconsin's Common Exit are:

- Title IB Adult
- Title IB Dislocated Worker
- Title IB Youth
- National Dislocated Worker Grants
- Title III Wagner-Peyser Employment Services
- Office of Veteran Services
- Trade Adjustment Assistance Act of 1974

Data Validation: Wisconsin's approach to data validation of performance information was set in PY18. The PAC developed the approach with input from Title I audit teams. The data validation policy ² was published during PY18 for application beginning in PY19. The policy applies to Title I and Title III programs. The Trade Adjustment Assistance Act uses the Trade Adjustment Assistance Data Integrity (TAADI) report to ensure data quality. The Jobs for Veterans State Grant is developing data validation procedures. The Title I and III policy ensures file samples will provide a mix of participants to ensure maximum opportunities for data corrections before the participant enters performance cohort periods. The state's data validation activities are addressed between on-site reviews and desk reviews. The PAC will develop reports that identify potential issues of data quality.

Statistical Adjustment Model (SAM) Activities: Wisconsin's Performance Advisory Committee used the USDOL issued SAM tool in TEGL 9-17 to develop a matching local statistical model for use in Title I local area negotiation and end of year adjustments. At the conclusion of PY18, the

² <https://dwd.wisconsin.gov/wioa/policy/11/11.23.htm>

PAC adjusted the negotiated levels for the state and each local area to demonstrate the impact of the statistical adjustment model. The demonstration of the model was done to encourage enrollment of individuals with barriers to employment as well as to bring awareness to how the negotiated level of performance for each indicator is no longer the final answer for the purposes of determining exceed, meet, and not met performance.

Title I Local Area Negotiated Levels of Performance: During June 2018, Wisconsin DWD successfully set local negotiated levels of performance for PY18 and PY19 with 11 local workforce development areas. Wisconsin DWD used the statistical adjustment model as populated using WIASRD participant data and economic data from the Bureau of Labor Statistics. The negotiation results are in Table 3, 4 and 5.

Table 3. Title I Adult Local Area Negotiated Levels of Performance (PY18 and PY19)

| WDA | Q2 Unsubsidized Employment | Q4 Unsubsidized Employment | Median Earnings | Credential Attainment Rate |
|-----|----------------------------|----------------------------|-----------------|----------------------------|
| 1 | 74.0% | 72.0% | \$4,800 | 58.0% |
| 2 | 68.0% | 63.0% | \$4,100 | 60.0% |
| 3 | 80.0% | 75.0% | \$5,600 | 60.0% |
| 4 | 75.0% | 70.0% | \$4,700 | 55.0% |
| 5 | 76.0% | 74.0% | \$5,100 | 56.0% |
| 6 | 80.0% | 75.0% | \$5,500 | 59.0% |
| 7 | 80.0% | 75.0% | \$5,500 | 55.0% |
| 8 | 81.0% | 75.0% | \$5,000 | 54.0% |
| 9 | 75.0% | 70.0% | \$4,200 | 57.0% |
| 10 | 76.0% | 72.0% | \$4,800 | 55.0% |
| 11 | 76.0% | 71.0% | \$4,100 | 57.0% |

Table 4. Title I Dislocated Worker Local Area Negotiated Levels of Performance (PY18 and PY19)

| WDA | Q2 Unsubsidized Employment | Q4 Unsubsidized Employment | Median Earnings | Credential Attainment Rate |
|-----|----------------------------|----------------------------|-----------------|----------------------------|
| 1 | 77.0% | 75.0% | \$6,800 | 58.0% |
| 2 | 72.0% | 71.0% | \$6,100 | 52.0% |
| 3 | 85.0% | 83.0% | \$7,500 | 60.0% |
| 4 | 80.0% | 80.0% | \$6,700 | 65.0% |
| 5 | 84.0% | 84.0% | \$7,100 | 65.0% |
| 6 | 82.0% | 81.0% | \$7,500 | 65.0% |
| 7 | 85.0% | 80.0% | \$6,100 | 65.0% |
| 8 | 85.0% | 80.0% | \$6,900 | 64.0% |
| 9 | 82.0% | 81.0% | \$7,000 | 62.0% |
| 10 | 83.0% | 82.0% | \$7,100 | 69.0% |
| 11 | 81.0% | 79.0% | \$7,100 | 65.0% |

Table 5. Title I Youth Local Area Negotiated Levels of Performance (PY18 and PY19)

| WDA | Q2 Employment/Education | Q4 Employment/Education | Credential Attainment Rate |
|-----|-------------------------|-------------------------|----------------------------|
| 1 | 68.0% | 63.0% | 61.0% |
| 2 | 58.0% | 57.0% | 58.0% |
| 3 | 75.0% | 70.0% | 60.0% |
| 4 | 75.0% | 66.0% | 56.0% |
| 5 | 73.0% | 68.0% | 58.0% |
| 6 | 73.0% | 66.0% | 63.0% |
| 7 | 72.0% | 71.0% | 68.0% |
| 8 | 75.0% | 70.0% | 64.0% |
| 9 | 70.0% | 68.0% | 61.0% |
| 10 | 76.0% | 67.0% | 66.0% |
| 11 | 65.0% | 64.0% | 62.0% |

Performance Results

During PY18, Wisconsin Title I programs exceeded or met all 11 negotiated levels of performance. The following tables present a summary of Wisconsin's PY18 WIOA performance for the Title I Adult, Dislocated Worker, Youth, and Title III Wagner-Peyser Employment Service programs. The Negotiated level is the State's negotiated level of performance. The Actual column is the state's actual performance level. The Result is how the Actual performance level compared to the Negotiated level. The "Denom." column is the size of the indicator's denominator to provide a scope of the size of the indicator. The end of year adjusted level of performance, listed in the column "EOY Adj.", is included to demonstrate how the application of the statistical adjustment model tool at the end of the PY would have impacted the negotiated level of performance.

Table 6. PY18 WIOA Title I Adult Performance

| Indicator | Negotiated | Actual | Result | Denom. | EOY Adj. |
|----------------------------|------------|---------|----------|--------|----------|
| Q2 Employment | 76.0% | 78.3% | Exceed | 2102 | 78.3% |
| Q4 Employment | 71.0% | 75.9% | Exceed | 2040 | 75.4% |
| Median Earnings | \$5,100 | \$6,317 | Exceed | 1646 | \$6,338 |
| Credential Attainment Rate | 60.0% | 69.5% | Exceed | 971 | 68.8% |
| Measurable Skill Gain | Baseline | 41.6% | Baseline | 1244 | No Model |

Table 7. PY18 WIOA Title I Dislocated Worker Performance

| Indicator | Negotiated | Actual | Result | Denom. | EOY Adj. |
|----------------------------|------------|---------|----------|--------|----------|
| Q2 Employment | 80.0% | 83.6% | Exceed | 1442 | 78.9% |
| Q4 Employment | 79.0% | 83.1% | Exceed | 1816 | 76.0% |
| Median Earnings | \$7,100 | \$8,296 | Exceed | 1206 | \$7,773 |
| Credential Attainment Rate | 65.0% | 65.7% | Exceed | 874 | 67.5% |
| Measurable Skill Gain | Baseline | 49.0% | Baseline | 837 | No Model |

Table 8. PY18 WIOA Title I Youth Performance

| Indicator | Negotiated | Actual | Result | Denom. | EOY Adj. |
|----------------------------|------------|---------|----------|--------|----------|
| Q2 Employment/Education | 75.0% | 77.3% | Exceed | 1266 | 76.1% |
| Q4 Employment/Education | 74.0% | 79.0% | Exceed | 1083 | 67.4% |
| Median Earnings | Baseline | \$3,777 | Baseline | 951 | No Model |
| Credential Attainment Rate | 66.0% | 63.6% | Meet | 662 | 57.0% |
| Measurable Skill Gain | Baseline | 38.0% | Baseline | 1099 | No Model |

Table 9. PY18 Wagner-Peyser Performance

| Indicator | Negotiated | Actual | Result | Denom. | EOY Adj. |
|-----------------|------------|---------|--------|--------|----------|
| Q2 Employment | 66.0% | 74.3% | Exceed | 25,974 | 61.5% |
| Q4 Employment | 64.0% | 72.5% | Exceed | 24,397 | 66.7% |
| Median Earnings | \$5,400 | \$6,534 | Exceed | 19,307 | \$5,853 |

Promising Practices

Throughout annual monitoring visits of the local WDBs, DWD-DET identifies promising practices taking place within the local areas. The best practices are shared with the local WDBs in an annual report to highlight the many local best practices and allow for implementation in other areas. Several of the PY18 local WDB promising practices are discussed below:

- **Employ Milwaukee, Inc. (EMI-WDA #2)** engages in strategic efforts to partner WIOA programs and services with its re-entry programs and services. EMI has applied for and received non-WIOA grant funding to operate programs serving the re-entry population. EMI provided career planner training on trauma-informed care and is developing short-term training and rapid attachment employment opportunities for this population.
- **Waukesha-Ozaukee-Washington Workforce Development Board's (WOW-WDA #3)** utilizes an Internship Time Sheet which includes a work site supervisor evaluation. This evaluation addresses several performance-related topic areas like attendance, following directions, attitude, attire, and communication. This information allows career planners to evaluate youths' performance in their work experience roles on an ongoing basis, and address issues in a prompt manner.
- **Bay Area Workforce Development Board's (BAWDB-WDA #5)** requires participants to compose a document using Microsoft Word or other word processing software and email the document to the career planner as an attachment to demonstrate basic computer literacy at the time of enrollment. This relatively simple and cost-effective process allows for early detection of digital literacy concerns that may impact the participant's ability to find or retain employment and/or be successful in a training program and allows for these issues to be addressed as part of the individualized employment plan (IEP) early in the period of participation.

- **Northwest Wisconsin Workforce Investment Board (NWWIB–WDA #7)**, despite being in one of the more remote areas of the state, has developed recurring podcasts and webinars. The monthly "[Workforce Waves](#)" podcast looks at current trends and unique solutions to the workforce needs of the region. It has even covered best practices from other states. In addition to this podcast, they also have established a [monthly webinar](#) which is focused on Business Services and helping businesses connect with talent and training resources.
- **Workforce Development Board of South Central Wisconsin (WDBSCW-WDA #10)** has developed a program utilizing data from the Business Intelligence (BI) data universe. This tool gives them the ability to access real-time data from ASSET to create oversight opportunities and provide dashboards for their Board staff, One-Stop Operators, Area Managers, and Career Planners.
- **Fox Valley Workforce Development Board (FVWDB–WDA #4)** has a system in place that allows its board members the ability to remotely view real-time expenditures for all the WDA's grants. This provides transparency within the organization and allows board members to make more informed decisions.
- **Western Wisconsin Workforce Development Board (WWWD-WDA #9)** posts the local WDB's Equal Opportunity Affirmative Action and Service Delivery Statement, One-Stop Job Center Complaint and Grievance Procedures, Participant Rights and Responsibilities, Reasonable Accommodation Policy, and Equal Opportunity is the Law posters prominently in each Job Center and the WDB's website in English, Spanish, Hmong, and German languages.

Waivers

DWD has not had any waivers in place for at least one full program year. DWD received a partial waiver on May 14, 2019 which allowed the state to waive the obligation of ETPs to collect and report performance data on all students in a training program at WIOA Sections 116(d)(4)(A) and (B) and 122(d)(2)(A) and 20 CFR 677.230(a)(4) and (5) and 20 CFR 680.430(b)(5) through June 30, 2020.

Contacts

Chytania Brown, Administrator

Wisconsin Department of Workforce Development - Division of Employment and Training
201 E Washington Ave
PO Box 7972
Madison, WI 53707-7972
Chytania.Brown@dwd.wisconsin.gov
608.266.3485

Bruce Palzkill, Assistant Administrator

Wisconsin Department of Workforce Development - Division of Employment and Training
201 E Washington Ave
PO Box 7972
Madison, WI 53707-7972
Bruce.Palzkill@dwd.wisconsin.gov
608.266.3623

Steve Laesch, Assistant Administrator

Wisconsin Department of Workforce Development - Division of Employment and Training
201 E Washington Ave
PO Box 7972
Madison, WI 53707-7972
Steve.Laesch@dwd.wisconsin.gov
608.261.6385