

**A REPORT CARD FOR
WORKFORCE DEVELOPMENT
PERFORMANCE ACCOUNTABILITY
IN ROCHESTER/MONROE COUNTY**

Prepared for:

**Monroe Community College
Rochester/Monroe County Workforce Development
Steering Committee**

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January, 2000

Summary

The Workforce Investment Act (WIA) changes the delivery of the various workforce development services established by earlier legislation and requires more integrated and streamlined delivery of services through One Stop Career Centers. A central principle of the WIA is the accountability of the One Stops and the providers of employment and training services. The WIA legislation outlines various measures to ensure the performance of One Stops is systematically monitored.

CGR was asked to assist the Rochester/Monroe County Workforce Development Steering Committee in developing a performance accountability design for the coming One Stop Career Center. In *A Report Card for Workforce Development Performance Accountability in Rochester/Monroe County*, we consider the requirements of the WIA with respect to performance accountability and the practical concerns facing the local Workforce Investment Board and One Stop Career Center itself and recommend means of addressing those concerns.

New York State has yet to implement the WIA fully, and various important components of the necessary state and local infrastructure as defined by the act are not yet in place. Furthermore, federal and state guidance regarding some important practical issues involving performance accountability and the One Stop Career Centers is in a state of flux at this writing. Federal and state guidance is updated almost weekly. Our research indicates that states which implemented WIA before New York State have not yet implemented the required performance accountability issues and are dealing with other aspects of the legislation before addressing these requirements.

Perhaps it is especially timely that this report should be prepared before the local Workforce Investment Board has been formed. The lack of guidance to this point creates an opportunity and a necessity for local concerns to assume a greater degree of responsibility for implementation details, especially those relating to performance accountability. Ill-considered implementation of the WIA requirements could have potentially negative effects on certain programs and providers. Properly planned performance accountability implementation will avoid problems and benefit the end-users of the system, people in search of jobs or job skills and local employers.

CGR is recommending a more comprehensive approach to performance accountability than the legislation requires. The WIA specifies certain measures, and this report considers the specific issues relating to those measures, including potential pitfalls and recommendations to avoid them. We are proposing that the yet-to-be-formed Workforce Investment Board use this as an opportunity to put a framework in place that will meet the legislative requirements and serve the broader interests of Rochester and Monroe County and its workforce. We are recommending a series of report cards that are designed to give the Board the fullest possible picture of community workforce development efforts, individual program and provider effectiveness, and the effectiveness of the One Stop itself.

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Staff Team

Research Associate Susan Sauers, MSW, played a leading role in investigating the requirements of the Workforce Investment Act and gathering perspectives from local employers, providers, and potential participants in One Stop Career Center services. Senior Research Associate David Bond, M.S., provided valuable guidance and assistance.

I. INTRODUCTION

The Workforce Investment Act (WIA) Rochester/Monroe County Workforce Development Steering Committee engaged the Center for Governmental Research (CGR) to help develop the performance accountability design for a One Stop Career Center. This project was funded through a One Stop Career Center demonstration grant awarded by the New York State Department of Labor to the Rochester/Monroe County Workforce Development Steering Committee.

The Workforce Investment Act (WIA) changes the way that workforce development activities will operate in the future, by bringing together the ideas of collaboration, local control, and accountability. WIA creates a One Stop delivery system which is designed to integrate a variety of existing workforce development activities and offer a seamless and efficient resource for both job seekers and employers. The One Stop Career Centers are intended to serve different types of job seekers, including currently employed workers seeking training or retraining, displaced workers, and people with minimal work histories and potential barriers to employment. Prior to the WIA, different funding streams and service infrastructures were put in place to deal with the employment needs of these and other groups.

The One Stop Career Centers, or “one stops,” are meant to be a more efficient method of delivering workforce development services. The intent of the WIA is to empower job seekers by providing more convenient access to employment, education and training. The one stops are designed to be more customer-focused than existing workforce development activities. One stops can provide assessment of skills and aptitudes, support services, access to information on employment-related services, and assistance with job search and placement.

The Workforce Investment Act also authorizes Individual Training Accounts¹, which will allow adult customers to purchase the training they determine to be the best for them. Central to the WIA is accountability for performance. The WIA requires states to be accountable for workforce development activities and requires local Workforce Investment Boards (WIBs) to be accountable as well. The WIA includes required measures to ensure the accountability of states and local WIBs. The required measures are designed to give concrete information about the effectiveness of workforce development activities and to show system funders and potential users how well different services achieve results. The WIA also requires the systematic measurement of customer satisfaction and treats job seekers and employers as customers. In addition to the required performance accountability measures, local WIBs are free to incorporate additional measures that may be more specific to their circumstances.

In this report, CGR considers the criteria for effective performance measurement of the workforce development system and its individual components. We address the issues involved in applying specific measures locally and recommend additional steps to monitor system performance. Our research includes a set of recommended report cards incorporating specific measures and indicators to give the Rochester/Monroe County community a more detailed, locally oriented picture of workforce development system performance.

¹Individual Training Accounts (ITAs) were established under the WIA to allow eligible individuals to finance appropriate training services. Adult and dislocated workers may purchase training services from eligible training providers in conjunction with an Individual Employment Plan developed with their One Stop counselor/case manager. A state or local board may impose limits on the dollar amounts or duration of ITAs. Those limits may be established for an individual based on the needs identified, or for all individuals based on a range of amounts or a maximum amount applicable to all ITAs. The limitations should not be designed to undermine maximum informed customer choice. Each local board must make available a list of eligible providers of training services, and an eligible individual may select a provider after consultation with a case manager. The One Stop must refer the individual to the selected provider unless program funds for the year have run out. The early implementing states are giving the local Workforce Investment Boards the responsibility for determining how the ITAs will be operated and monitored. In New York, the State DOL is developing guidelines for ITAs, but the local boards will be given flexibility in determining eligibility and the One Stop case manager will be given some flexibility in determining the amount of the ITA, after all other sources of training funding have been investigated. For example, a participant wishing to receive training must first work with the case manager to determine if any other forms of funding are available, including scholarships, PELL grants, etc. Only after the participant and case manager have determined that other funding sources are not available, or the participant is not eligible, will ITA funds be considered.

II. METHODOLOGY

The workforce development landscape is changing rapidly at the federal, state, and local levels. For most of this project, the state and local bodies charged with implementing the WIA and creating the One Stop Career Center were in various stages of formation. CGR defined a set of tasks to develop an informed and effective report card design given the rapidly developing events. Those tasks included:

- ❖ **Literature Review.** CGR reviewed a wide variety of documents addressing the issue of performance measurement as it applies to the Workforce Investment Act and One Stop Career Centers. We reviewed the WIA legislation, other federal and state workforce development documentation, the workforce development plans of states which had implemented the WIA before New York State, and other reports on performance measurement in workforce development.
- ❖ **Workforce Development Conferences.** CGR attended the Western Region Forums on WIA, October 6, 1999, sponsored by the New York State Department of Labor, and Workforce Investment: Expanding Partnerships for Universal Service, October 26-28, 1999, sponsored by The New York Association of Training and Employment Professionals, the New York State Department of Labor, the New York State Education Department, and the U.S. Department of Labor. Both conferences presented information and perspectives that helped to shape this report.
- ❖ **Core Required Measures Review.** CGR reviewed the Core Required Measures under the WIA legislation and considered the practical concerns with data collection, dissemination and interpretation.
- ❖ **Interviews.** CGR interviewed many members of the Rochester/Monroe County Workforce Development Steering Committee. CGR also interviewed a number of assessment, training, and placement service providers throughout Monroe County. We also interviewed a number of employers who have hired employees through local workforce development providers. A complete list of interviews is included in Appendix II.

- ❖ **Focus Groups.** CGR held focus groups with different groups of job seekers. Members of these groups provided their perspectives on their individual employment related needs and goals, customer satisfaction, and the desired features of a One Stop Career Center. A complete list of focus groups is included in Appendix II.
- ❖ **Review of Early Implementing States.** CGR also reviewed the WIA plans and performance measures developed or being developed in a number of states that have already begun to implement the WIA or have published preliminary plans for doing so. Those states include Florida, Indiana, Kentucky, Nevada, New Jersey, North Carolina, Ohio, Oregon, Pennsylvania, Texas, Utah, Vermont, and Wisconsin. Outlines of the performance measurements in those states where information was available are included in Appendix III.
- ❖ **Customer Satisfaction Surveys.** CGR reviewed customer satisfaction measures in use in early implementing states, discussed current customer satisfaction measures with local employers, and also addressed customer satisfaction issues during focus groups with job seekers.
- ❖ **Development of Criteria for Selection of Measures.** Based upon the results of the above literature review, interviews and focus groups, CGR developed criteria against which to assess potential performance measures. We investigated the factors that distinguish different measurements as useful, meaningful, and practical.
- ❖ **Review of Additional Measures.** CGR reviewed a number of possible measures gleaned from the literature and local sources to determine which measures would best meet the needs of the local community.
- ❖ **Review of Other Report Cards.** CGR reviewed report card and performance measurement efforts from other states and developed a sample format for Rochester and Monroe County.

III. LITERATURE REVIEW

CGR reviewed a variety of documents relating to performance measurement as a part of workforce development in order to develop a context for defining the criteria used to choose performance measures and indicators, and to investigate measurement efforts in other locations.

Federal Government Documents

The following documents, listed in chronological order, were developed through a number of federal government agencies as a part of their preparation for or in response to the Workforce Investment Act. The documents cited were written to develop guidelines for WIA, to request feedback regarding WIA or technical or operational issues in implementing WIA, or to respond to the feedback on those technical or operational issues/questions. CGR has these documents available for members of the Planning Team or other individuals or groups who may want to consult them.

Workforce Development Performance Measurement: Options for Performance Measures, Social Policy Research Associates, March 17, 1997. This research paper was commissioned by the U.S. Department of Labor, Employment and Training Administration, as part of a collaborative process to identify the goals of the workforce development system and to develop performance measures with standard definitions that could be used by all levels of the workforce development system. The paper discusses the criteria for selecting measures, the audience for performance measures, and the various levels at which performance can be measured.

What Do Customers Want? A Review of Customer Goals for Workforce Development Programs, Social Policy Research Associates, October 15, 1997. This is a companion paper to that listed above, commissioned as a part of the same collaborative process. This paper summarizes research on what customers want from workforce development programs and how that can be measured and used to evaluate program performance.

Workforce Investment Act of 1998 (Public Law 105-220). CGR reviewed the actual WIA legislation to become familiar with the new framework for a national work force preparation and employment system, the performance standards established under the law, and the core required measures.

Workforce Development Performance Measures (WDPM) Initiative Final Report, (WDPM Initiative, July, 1998). The WDPM Initiative was a national effort led by the US Department of Labor and involved the Departments of Health and Human Services, Education, and Housing and Urban Development, as well as numerous state and local Workforce Development System partners and private industry. This paper lists and defines 24 measures developed by the WDPM Initiative that address all segments of the workforce development system. The paper describes the key considerations and issues used to arrive at a set of measures that were used as the model for development of the core required measures under the Workforce Investment Act. It also includes a variety of measures that can be used by individual states or localities above and beyond the required measures to provide for continuous improvement of local workforce development services.

Performance Accountability Measurement for the Workforce Investment System, U.S. Department of Labor, Employment and Training Administration, March, 1999. This paper presents a draft framework for the core performance and customer services measures under Title I of the Workforce Investment Act. This document provided an overall framework without addressing detailed technical issues and was developed to solicit feedback from state agencies on technical and operational issues affecting implementation.

Unemployment Insurance Program Letter No. 21-99, Grace A. Kilbane, Director, Unemployment Insurance Service, March 23, 1999. This letter to state employment security agencies outlines the provisions of the Workforce Investment Act of 1998 that will affect the unemployment insurance (UI) program. The letter explains the guidelines for unemployment insurance services that will be provided through One Stop centers and the use of state UI wage records for evaluating performance.

Continuous Improvement Under Title I of the Workforce Investment Act of 1998, U.S. Department of Labor, Employment and Training Administration, Labor, June 30, 1999. This paper discusses how performance measurement will be used to facilitate continuous improvement in services offered to job seekers and employers under the new system. It explains the use of Malcolm Baldrige Criteria for Performance Excellence and the Baldrige Scoring Guidelines as a proposed framework for enabling advancement of participating organizations to high performance levels.

Customer Satisfaction Under Title I of the Workforce Investment Act of 1998, U.S. Department of Labor, Employment and Training Administration, June 30, 1999. This paper

establishes the guiding principles for measurement of customer satisfaction measurement under the WIA.

Measures and Methods for the National Reporting System (NRS) for Adult Education, Division of Adult Education and Literacy, Office of Vocational and Adult Education, U.S. Department of Education, October 1999. This document outlines the draft guidelines being developed for performance measurement in all adult education and training programs run under the aegis of the U.S. Department of Education. These guidelines were developed in response to the Workforce Investment Act of 1998 and include the core required measures under the WIA. Additional educational/skill attainment measures are designed to complement and enhance the information received from the core measures. They lay the groundwork for agreement on what constitutes educational/literacy “levels” for skill attainment performance measurement. Further information regarding NRS performance measures and Education Functioning Level Descriptors is found in Appendix IV.

Workforce Investment Act Performance Accountability, Department of Labor, December 8, 1999. This paper provides an overview of the Department of Labor’s current thinking in relation to key policy issues in four major areas: Core Measures of Performance, Performance Negotiation and Goal Setting, Incentives and Sanctions, and Management Information and Reporting. This document provided the most recent definitions and calculation formulas for the Core Required Measures outlined in Appendix I of this report.

New York State Documents

Executive Overview: New York’s Workforce Development System, New York State Department of Labor and New York State Education Department. This document provides an overview of the design of a workforce development system for New York State based upon the recommendations of five design teams assigned through a state-level partnership between the New York State Education Department and the New York State Department of Labor.

Accountability System Design Team Report, New York State Blue Book. In this report, developed in advance of the WIA, the team focuses on the key characteristics of a workforce development accountability system, reviews the critical issues surrounding performance accountability, and defines relevant performance measures.

Early Implementing States

CGR reviewed the Performance Measurement sections of the State Workforce Investment Plans of a number of early implementing states, including Florida, Indiana, Kentucky, Nevada, New Jersey, North Carolina, Oregon, Pennsylvania, Texas, Wisconsin, and Vermont. We also reviewed the minutes and reports of performance measurement task groups and committees where they were available. *Most of these states have either not yet begun, or are just beginning the process of moving beyond the core required measures to develop detailed performance measures and indicators, and specific report card formats.* Three states—Indiana, Kentucky, and Oregon—have begun defining performance measurement beyond the required measures, and outlines of measures and indicators from those states are included in Appendix III.

In our research, we were unable to document a single instance in any state or local One Stop Career Center where a performance measure has been collected. It appears that the early implementing states have incorporated performance measurement into their plans, but these parts of the plans have yet to be executed. Workforce Investment Board members from other states candidly admitted that performance measurement and customer satisfaction were parts of their plans that were put on the back burner in the rush to get One Stop Career Centers up and running.

Local Documents

Greater Rochester/Monroe County Community Profile: How Well Are We Doing?, A Partnership of the Bruner Foundation; City of Rochester, NY; County of Monroe; Daisy Marquis Jones Foundation; Rochester Area Community Foundation; and United Way of Greater Rochester, July 1999. CGR reviewed this document to determine what data already being collected in an organized manner in the community would be useful to provide a community-wide economic and educational context for the local Report Card.

All of the above documents provided us with a comprehensive background in performance accountability requirements under the Workforce Investment Act. The issues raised by other locations in choosing performance measures and indicators, and the technical and operational issues involved in putting a performance accountability system in place, provide Rochester and Monroe County with valuable lessons learned. We address those lessons and their implications for a local report card in the subsequent sections of this report.

III. CRITERIA

An important first step in choosing performance measures and indicators is determining the criteria that those measures should meet in order to ensure that the data can be obtained and that the data gathered will be useful. The service providers, employers, and planning partners we interviewed all agreed that any performance measures must be simple to collect and easy to understand. Beyond these criteria, other factors emerged, including:

- the availability of the data needed for the measure;
- the validity and logic of the measure;
- a clear link between the measure and the job being done;
- the reliability and consistency of the measure over time;
- the practicality of collecting and tracking the measure over time;
- the ability to easily access and manipulate the data;
- the cost and effort involved in collecting and analyzing the data;
- the timeliness of the data; and
- the ability to compare the data with state and national data.

Throughout our review of federal and state studies of performance measurement and performance measurement task forces and committees in other early-implementing states, the above criteria were consistently mentioned. CGR considered these criteria as we made our recommendations concerning the required core measures and additional measures for inclusion in report cards specific to Rochester and Monroe County.

IV. CORE MEASURES REQUIRED UNDER WIA

The Workforce Investment Act (WIA) requires the tracking of 15 core performance measures and customer service measures. The tracking of the required core measures will allow for more coordinated performance measurement and greater accountability across the different programs (labor, adult education, vocational education, and rehabilitation programs) operating under the WIA than we have in the present system. According to the Department of Labor, these measures will be used to: (1) set agreed upon performance goals on a state and local level; (2) track and report on achievements of the workforce investment system; (3) ensure comparability of state performance results to maintain objectivity in measuring results for incentive and sanction determinations; and (4) provide information for system-wide reporting and evaluation for program improvement.

The WIA requires core measures in each of four service areas, as defined by the USDOL:

- ❖ **Adults.** The core measures include the entered employment rate, the employment retention rate, earnings change, and the employment and credential rate for those engaged in training programs. This category includes TANF (Temporary Assistance to Needy Families) recipients.
- ❖ **Dislocated Workers.** The core measures in this area include the entered employment rate, the employment retention rate, the earnings replacement rate, and the employment and credential rate.
- ❖ **Older Youth (19-21 years old).** Core measures for older youth include the skill attainment rate, the entered employment rate, the employment retention rate, the earnings gain rate, and the credential rate.
- ❖ **Younger Youth (14-18 years old).** The required measures for younger youth include the skill attainment rate; the diploma or equivalent attainment rate; and the retention rate in post-secondary education, advanced training, employment, military service, or qualified apprenticeships.

Further information regarding the definition and calculation of the above core measures can be found in Appendix I.

Issues and Concerns with the Core Measures

Local service providers, employers and planning team members raised a variety of questions about measuring the performance of workforce development activities and about the specific measures required by the legislation. The issues raised locally were similar to those raised in other states. Where possible, we include answers derived from federal or state documents or interviews regarding WIA performance measurement, but we must reiterate that the implementation of the WIA is evolving, and some issues have yet to be addressed by the state or federal government in a definitive manner. When appropriate, CGR offers suggestions or raises issues that need to be resolved prior to full implementation of the measures.

How are the Core Measures Applied?

The question raised by many has been, “Which participants do we measure?” Does the One Stop Career Center obtain the core measures for all who use any of its services (including information and self services) or just for those who receive specific services supported by public funds? Because of the stated intention of One Stops to provide “universal” services to job seekers, some have concluded that *all* job seekers must be included when collecting data for performance measurement. The most recent publication from the U.S. Department of Labor, dated December 8, 1999, responds to this question:

For adults and dislocated workers, the WIA core measures apply to customers who receive workforce investment activities beyond self-service and informational services. The WIA Interim Final Rules (Section 666.140) stated that the point of registration determines which adults and dislocated workers are counted in the measures and which ones are excluded. All youth are required to register for services. Even though WIA distinguishes self-service and information activities as separate from the other three categories (core, intensive, and training), there are information activities within the core services category described in the Act. The main consideration for determining which core services require registration is the level of staff involvement. When there is significant

staff involvement of resources or time, the core services are required to be registered. This includes the following categories of core services:

- Staff assisted job search and placement assistance, including career counseling
- Staff assisted job referrals (such as testing and background checks)
- Job development (working with employer and job seeker)

Those job seekers using the One Stop Career Center or its web-site for self-service or informational purposes (i.e., checking job listings, resume printing, interview skill information, and/or getting employer information) would not register for services, and would not be included in data collected for the core required measures. Asking a staff member an information question, such as “Where will I find the retail job listings?” will not qualify as staff assistance under the above definition. *Only those participants who require assistance beyond information required for self-service and information gathering will have to register for services, and only those who register for services will be counted under the required performance measures.*

Core Measures

Each of the core measures imposes certain requirements for data collection, raises certain practical concerns about data integrity and availability, and raises important questions about proper interpretation. In the following sections, we consider the issues for each measure. Full definitions and the formulas for each measure are included in Appendix I.

Entered Employment Rate

Definition. Entered Employment Rate is meant to measure the effectiveness of employment and training services by tracking how many of those who were unemployed at their entry to services became employed in unsubsidized employment within three months of exiting services. This measure applies to adults and dislocated workers who are not employed at the time of entry into services and to older youth (19-21 years old) who do not move on to post-secondary education or advanced training.

Issues. Several questions were raised about this core measure, including:

- ❖ Questions were raised about the definition of the term “exit” as used in the U.S. DOL’s definition of Entered Employment Rate. Many noted that the WIA does not make clear exactly when a person exits from the program. A person could be termed an “exiter” for many reasons and at many points in services.
- ❖ Several interviewees wondered what types of jobs will count as “unsubsidized employment.” Unsubsidized employment could include part-time or temporary jobs that do not meet the stated job goals of those seeking full-time, permanent employment. Many workers may take temporary or part-time jobs for financial reasons, without intending to remain in those jobs any longer than necessary. This may not provide an accurate measure of how many job seekers are finding full-time, permanent employment.
- ❖ Subsidized employment may be the best entry into employment for certain job seekers. Those with multiple barriers to employment (e.g., no experience in the workforce, a history of alcohol or substance abuse, or disability) may not become employed in any capacity unless the door is opened through a subsidized position that gives them the necessary experience and proof of employment ability. Subsidized employment can provide training and job experience that will eventually lead to unsubsidized employment. For providers who deal with the hardest to serve, subsidized employment may be the most reasonable and attainable goal and may represent the most successful possible outcome.

Recommendations and Considerations. The U.S. Department of Labor and the providers we interviewed have provided suggestions regarding these issues, including:

- ❖ The Department of Labor, in its December 8, 1999 policy guidance paper, defines an “exiter” as follows:

“Exiter is defined as: a customer who has an inactivation or termination date within the quarter (hard exit date) or who does not receive any WIA-funded or non-WIA funded partner service for 90 days and is not scheduled for future services except follow-up services (soft exit date). Participants may have a gap in service greater than 90 days and be excluded from the core measures due to health/medical conditions and

delays before training begins. Once a participant has not received any WIA service for 90 days except follow-up services and there are no future services scheduled (or there is no planned gap in service) then that participant has exited WIA for the purposes of measurement in 14 of the 15 core measures (the younger youth skill attainment rate is not an exit measure).”

This new definition should clear up any potential confusion about exactly when a person completes and exits services.

- ❖ According to our review of the federal literature, any job will count as “employment” as long as it is unsubsidized. CGR recommends the local committee consider qualifying this measure by distinguishing full-time, part-time and temporary employment.
- ❖ CGR recommends the local committee also consider tracking the number of job seekers entering subsidized employment, and possibly following with a measure of the percent of those who subsequently obtain unsubsidized employment.

Employment Retention Rate

Definition. The Employment Retention Rate is meant to measure the number of persons who enter employment as defined under the Entered Employment Rate who remain employed after six months. It applies to adults, dislocated workers and older youth who do not move on to post-secondary education or advanced training.

Issues. Several problems were noted regarding this measure, including:

- ❖ Many interviewees questioned what criteria would be used to show “retention” under this measure. For example, must the job seeker still be with the same employer during that 3rd quarter as during the 1st? In some segments of the economy moving to a better position within six months is not an unusual event.
- ❖ Some also questioned whether this measure would actually show six months retention. Because these data are taken on a quarterly basis, a person hired in the last days of a quarter would be counted as employed for the entire quarter.

- ❖ Some were concerned about the availability of data from the state to measure job retention. Although U.S. Department of Labor notes that states have this ability, and other states' plans refer to measuring retention in this manner, CGR was unable to find any indication that any state had actually calculated this measure yet.
- ❖ Some providers were concerned about being able to follow up with people who had used their services after six months. Providers currently follow-up with their clients at 13 weeks to check on job retention for JTPA programs. Some noted that it can be difficult to contact participants to verify continued employment at 13 weeks and were very concerned about tracking former clients for six months. Contacting employers to verify retention can be considered an intrusion and providers have not found this to be successful. The same providers also expressed the concern that WIA does not include extra funding for providers to hire the staff necessary to follow all participants for a longer period of time. However, some providers we interviewed are already collecting retention data up to six months or a year after placement. Those who do the best at this have counselors on staff who work individually with each participant and develop a more personal relationship that includes regular follow-up after program completion. These providers have also developed relationships with employers and are able to call them to verify retention.

Recommendations and Considerations. Through researching some of these questions about retention, we arrived at the following conclusions.

- ❖ Throughout its literature, the U.S. DOL notes that retention with the same employer is not required under the WIA. It recognizes that employees may change employers for a variety of reasons. Local providers who measure retention after six months or one year may ask why the employee changed jobs and count it as a retention if the employee moved from a part-time or temporary job to full-time employment, if the employee took a new job more closely related to his/her skill area, or if the employee received an increase in pay in the new job.
- ❖ CGR recommends that the local committee consider using the ability to do retention data collection as a potential condition of provider eligibility to receive referrals from the One Stop Career Center.

- ❖ In a recent conversation with William Meehan of the NYS Department of Labor, he noted that the State had recently run its first test of the system in order to provide baseline information to counties for performance goal setting. He reported that out of 47,000 JTPA terminees, about 41,000 matches were made. According to the NYSDOL DRAFT Technical Advisory of January 4, 2000, “The JTPA terminees from PY 98 were matched to the UI wage records for the appropriate quarters, as described in the definitions of the measures. When individuals appeared on the wage records in the appropriate quarter, they were counted as being employed, and the amount of their wages was used in calculating the earnings gain.” This test seems to show that the system can work as planned. This system will be used at the state level to provide core measure data to the U.S. DOL. Information will be broken out by county and aggregate core measure data will be provided to each county from the state. However, the state will not be providing *individual* wage data to the local WIB for local measuring purposes. Any local measure will have to be accomplished by the providers collecting data on wages before receiving services, at entry to employment, and wages at the six month retention point.

Earnings Change

Definition. Earnings change is meant to measure the effectiveness of employment and training services by comparing wages from before the service with those after. This measure applies only to adults and older youth who are employed when they register for training or employment-related services.

Issues. This may be one of the more problematic of the core measures. The collection, calculation, and interpretation of earnings change raise some potential concerns, including:

- ❖ State data may not be readily available to make the necessary calculations on a timely basis. Officials at the state Department of Labor estimate that earnings change would be reported with a minimum four month delay and also indicate that the mechanisms necessary to share these data are not yet in place.
- ❖ This measure involves collecting data from two quarters prior to the client receiving an employment or training service, as well as data from two quarters following the service. This involves some reasonably sophisticated tracking by the state and creates the

potential for mixing self reported data (for the quarters prior to training) with state data (for the quarters after training).

- ❖ Earnings change is not likely to be positive in many cases. The local WIB and the state need to establish reasonable goals and ensure the measure is properly understood in the larger context of the local economy. For example, highly skilled manufacturing workers may not be able to increase their wages in another field. Such workers may in fact see a significant loss in earnings. This does not necessarily mean that the employment and training services they may use are ineffective. The measure is not inherently sensitive to changes in the makeup of the workforce or the availability of skilled jobs with high wages, and local discretion must be applied to the interpretation.
- ❖ The measure may overstate the well-being of the workforce. Sizeable percentage increases in earnings at the low end of the income scale do not help workers as much as steady wages at a higher base. An increase from \$6.00 per hour to \$7.50 per hour is a much larger earnings change than a raise from \$11.00 to \$11.50, but the latter worker is better off.
- ❖ Raises in the first six months of employment are probably relatively unusual. The benefits of training may not be readily apparent in the shorter term and a better measure could be made over the course of one year.

Recommendations and Considerations. The One Stop Report Card Committee in the State of Kentucky has suggested using four measures to get a clearer picture of earnings over time. The measures presently under consideration include:

- ❖ the starting wage at entered employment, that is the average starting hourly wage of people who were seeking first jobs, new jobs, or better jobs and received assistance;
- ❖ the change in wages after six months;
- ❖ the change in wages after one year; and

- ❖ the post employment ratio of self-sufficiency, that is the average 12 month earnings of people who received assistance compared to the average annual cost-of-living for a family of three in the same geographic area.

The Kentucky committee feels these measures will give a clearer picture of how the earnings fit with surrounding economic realities. CGR recommends the local committee consider adding additional earnings measures, outlined in the following chapter, to give a clearer picture of the significance of earnings changes and employment and training services.

As indicated above, the necessary infrastructure for sharing these data may not be in place when the One Stop opens. The availability of the data depends on negotiations between the state Department of Labor and Taxation and Finance, along with the development of sharing mechanisms. See the section above under Employment Retention Rate on NYS DOL tests run using UI wage data for further information regarding Earnings Change data.

Credential Rate

Definition. The Credential Rate is meant to measure the number of adults entering employment after training and eligible youth 19 through 21 entering employment, post-secondary education or advanced training after initial training, who attain a State-recognized credential related to educational skill attainment (diploma, degree, or certificate) or attainment of an occupational skill (license or certification) recognized by a State or a Nationally-recognized industry trade body.

Issues. Two issues were raised regarding credentials:

- ❖ Many of those interviewed noted that there is no list of which credentials will be counted under WIA required measures. As the credentials presently given by eligible training programs vary from basic certificates of completion through college degrees, there is some concern that about what will qualify as a credential under WIA.
- ❖ The issue was also raised regarding credentials that are not received until after the completion of training. One example of this is an area such as social work where a state certification exam is taken and it is some time before the exam is graded and a certification is issued or denied. Most providers noted, however, that they use their

follow-up surveys of employment retention to gather this information from former participants.

Recommendations and Considerations. As the above definition notes, there are a variety of items that will be considered as a “credential.” The U.S. DOL also notes that additional guidance on acceptable credentials and certificates may be provided in the future. According to NYSDOL staff no such list exists at the state level and it is unlikely that such a list will be created. Department staff note that the most important factor in deciding which credential will be counted is what *local employers* recognize as a credential in a particular field. CGR recommends that the local committee, in the absence of further guidelines from the federal or state departments, work to develop a broad set of criteria for acceptable credentials. CGR recommends that providers continue to collect this information as part of their normal follow-up process.

CGR also recommends that the WIB review the National Reporting System for Adult Education system for measuring and documenting student outcomes resulting from adult education instruction and encourage providers to adopt its uniform system. The NRS is in the process of developing and pilot testing a number of measures to be used in collecting and reporting student data across adult education programs. As a response to WIA, NRS is working to have all adult education programs across the county adopt a common set of measures and a uniform methodology to collect the data. The Rochester City School District has already committed to using the NRS system for its older youth and adult education programs. A preliminary list of the NRS measures is included as Appendix IV.

Older Youth Earnings Gain Rate

Definition. The Earning Gain Rate is meant to show whether or not older youth who gain their high school diploma or GED receive higher earnings because they received that credential. This measure applies only to older youth who do not move on to post-secondary education or advanced training.

Issues. Most providers who worked with youth noted that youth seeking their high school diploma or GED are unlikely to be working, therefore it is relatively easy to track change in earnings. They also noted that most of these youth are unlikely to become employed simply by earning their high school diploma or GED without further skills training.

Recommendations and Considerations. CGR recommends that providers continue to track the earnings gain rate for those older youth who are employed upon registering for services and youth who do become employed after receiving their credential.

Younger Youth Skill Attainment Rate and Younger Youth Diploma or Equivalent Attainment Rate

Definition. The Younger Youth Skill Attainment Rate is meant to measure the number of younger youth who attain basic skills and, as appropriate, work readiness or occupational skills. The Younger Youth Diploma or Equivalent Attainment Rate is meant to measure the number of younger youth who attain a secondary school diploma or a recognized equivalent for those youth who register without a high school diploma.

Issues. The Younger Youth Skill Attainment Rate and the Younger Youth Diploma or Equivalent Attainment Rate are being addressed together because the issues overlap. Although under the present system there has been little or no question about the definition of basic skills and the tests used to measure those skills (whether high school course testing or the GED examination), questions are now being raised regarding the new state standards requiring a Regents as a condition of high school graduation.

Providers expressed concern that many students drop out of school now because they are unable to meet the present standards and any increase in standards may mean an increase in school dropouts. For those younger youth who do not have a goal to attain a high school diploma or a GED, the tests presently used (for example, the TABE, Test of Adult Basic Education) can continue to be used to assess a youth's reading, writing and math skill status upon entry to a program and again upon exit to assess skill attainment while in program. Several different tests exist to measure such skill levels and different providers may use different tests, making it difficult to compare results from one provider to another. Providers also may disagree about what constitutes work readiness skills, or have different ways of measuring those skills.

Recommendations and Considerations. CGR recommends that, if the WIB does not include a representative from the educational system, it develop a means of working closely with an education representative to determine what the changes in standards will mean for youth involved in out-of-school education/training programs. This will assist the WIB and providers in developing programming for those who drop out of school and will need increased programming to meet higher standards for a high school diploma or its equivalent. CGR

recommends that the WIB assist providers in choosing and using an identical test to measure reading, writing and math skills and skill attainment. CGR also recommends that the WIB consider having all providers with programs for younger youth use the Certificate of Employability developed and used by the Rochester City School District as the standard measure of workforce readiness skills.

Younger Youth Retention Rate

Definition. This is meant to measure the number of younger youth who are placed and retained in post-secondary education or advanced training, or those who are placed and retained in military service, employment, or qualified apprenticeships.

Issues. Providers expressed concern regarding the ability to measure retention in these programs for a number of reasons. First, youth may move frequently because families move or because they leave home. Second, a number of these youth may attend educational institutions that are not in the Rochester/Monroe County area. Third, youth who enter military service might be stationed anywhere in the world. Due to confidentiality considerations, colleges and military organizations are may be reluctant to confirm the attendance of a particular youth. Providers noted that these issues will impair their ability to contact youth to measure retention.

Recommendations and Considerations. CGR recommends that providers measure those youth who remain available to be measured, specifically those who are known to remain in the Rochester/Monroe County area.

Participant Panel

CGR recommends that the local Workforce Investment Board consider establishing a Participant Panel to track participants over time. The panel would be a group of volunteers from each participant category spanning a wide variety of occupational/educational areas. Panel participants would be asked to provide information for a long term follow-up of their employment status. These individuals could be asked to respond to, for example, biennial surveys requesting information on what occupation they are engaged in, where they are employed, type of employment (full-time, part-time, temporary), level of pay, and level of benefits. Because these panelists have agreed to be a part of the follow-up study, we believe that their response rate to surveys would be better than that normally expected.

Such a panel would allow the WIB to investigate special issues relating to workforce development on a periodic basis. As it considers creating such a panel, the WIB would need to consider some important methodological issues relating to sample selection. If the panel is properly designed and administered, the WIB would have access to potentially valuable information about the long term results of its services.

Training Provider Eligibility

In New York State, the Department of Labor is taking the responsibility for compiling a list of all eligible training providers and programs in the State. It has not yet been determined how this list will be collected and categorized. The State Board, which has not yet met, is likely to issue a list of criteria for providers; however, it is not expected to be particularly restrictive. The local Workforce Investment Boards can be more restrictive than the state if they so choose. CGR recommends that the local committee consider the conditions of eligibility for training providers, including their ability to report results.

Additional Measures Required by New York State

According to the NYS Department of Labor, the state has no plans at this time to add further required measures, above and beyond the federal required measures.

V. SUGGESTED ADDITIONAL MEASURES

Although the core measures were developed to give an overall picture of the performance of the workforce development system and to provide a basis for comparison between locations, CGR is recommending some further measures that will help to put the required measures in the proper context for Rochester and Monroe County. Most of these measures are readily available locally and are already collected for the Greater Rochester/Monroe County Community Profile. These measures are also being suggested in other, early implementation states for inclusion in their report cards.

Adult Measures

Several of the measures described below are already collected for the Community Profile and are easily available to the WIB. Many are also included in the plans of other early implementing states. Recommended additional Adult Measures include:

- ❖ **Unemployment Rate.** This indicator measures the percent of the labor force that is without work and actively seeking employment. Although this indicator does not account for those who are under-employed or discouraged workers who have stopped looking for jobs, the One Stop Career Center may more effectively address this population. Data for this measure is collected for the Community Profile.
- ❖ **Per Capita Personal Income.** Total personal income is derived from net earnings, dividends, interest, rent, and transfer payments (income maintenance, unemployment insurance, retirement, and other), divided by the total county population. Already collected for the Community Profile.
- ❖ **Average Annual Salary.** This indicator is derived by dividing the annual payroll for all business establishments in Monroe County by the average number of workers employed at these establishments. The figure arrived at reflects the average annual salary per worker (not per family). Data is already collected for the Community Profile.
- ❖ **Self-Sufficiency.** If the workforce development system as a whole is successful, it should result in the transition of people from dependency on public assistance to greater

self-sufficiency. Measures to estimate the movement of people from dependency to self-sufficiency include:

Applicants for Food Stamps. This indicator includes the number of applications each year to open new food stamp cases that do not qualify for financial assistance/income maintenance (TANF or Safety Net), and the number of applications actually approved and cases opened. Although data are also available regarding the total food stamp caseload, new applications and approvals may ultimately be a better measure of trends in financial stability and economic need among the working poor. Data for this measure is already collected for the Community Profile.

Public Assistance Cases Closed Due to Employment. This data is readily available from the Monroe County Department of Social Services and is already being collected and used in the Community Profile.

“Up with Wages” Continuum. The “Up with Wages” Continuum was developed for Oregon’s WIA Plan. This group of indicators is meant to track movement from public support to self-sufficiency. This measure includes three indicators: (1) The percentage of caseload reduction that is working and moved from TANF to public support programs, including Medicaid, food stamps, and child care, (2) The percentage increase in earnings of working poor who are on public support, in contrast to the percentage decrease in cash support from public programs, and (3) The percentage increase in clients/individuals (working poor) families moving off public support programs by means of increased earnings. This measure is presently not being tracked.

- ❖ **Welfare Recidivism.** This related measure is defined as the percentage of clients/individuals who do not return to the public support system. This measure is presently not being tracked.
- ❖ **Employment by Sector.** This indicator shows the percentage of the labor force engaged in various sectors of the economy. Although it does not directly relate to increased employment, this measure will help the Workforce Investment Board and providers to determine the trends that will direct future employment in the community and increase

the ability of providers to offer skill development or retraining programs that are relevant to employers' needs. This measure is presently being tracked for the Community Profile.

- ❖ **Subsidized Employment.** As noted previously, subsidized employment may be the only entry to employment for certain participants with multiple barriers to employment. Most providers offering services to these participants already track subsidized employment numbers.
- ❖ **Movement from Subsidized Employment to Unsubsidized Employment.** Providers can already track those who move from entry-level subsidized employment to full unsubsidized employment.

Youth Measures

The following suggested measures will give the community context for the required youth measures. These measures will set the stage for a review of how the community is doing at educating its youth to take their places in the workforce of tomorrow. Incorporating existing measures of public school performance into a community workforce development report card will enable the community to better monitor school performance and will also strengthen the link between business and education. Many of these measures are widely used and are also part of the Community Profile. Several of the states that have implemented the WIA are also considering using similar measures in community report cards.

- ❖ **Elementary School Preparation.** The English/Language Arts (ELA) and Mathematics tests are required by the New York State Education Department (NYSED) and are administered in grades 4 and 8. These tests are the new standard tests for New York State's public schools. Results for these tests are posted on the NYSED web site and are widely reported.
- ❖ **School Attendance.** Elementary and secondary school attendance are strong indicators of academic success and may be reasonable predictors of certain basic job readiness skills. System wide attendance problems indicate that schools may need to make some adjustments to their procedures. Attendance rates are available by individual public school district and county-wide on the NYS Education Department web site.

- ❖ **High School Performance.** High school performance is closely tied with the WIA core measures. The required measures, however, only consider attainment of basic skills, a high school diploma, or a GED after accessing workforce development services. The following suggested indicators will help create a community context of how *all* youth are faring in high school *before* needing to access workforce development services.

High School Dropout Rates. This indicator measures pupils who left school prior to graduation and did not transfer to another school. The rate (measured as a percent) is derived from the number of public school dropouts during the school year, divided by grade 9-12 enrollment, including the portion of ungraded secondary enrollment that can be attributed to grades 9-12.

Graduation Destination. Information on graduation destination (college or employment for example) is reported by school principals in the fall following graduation. The community report card can use this information to track the performance of high schools in terms of college placement, or placement in high skill jobs without college.

- ❖ **Measures for Youth Outside of School.** Presently, no source does formal data collection to produce information such as the unemployment rate for youth between the ages of 18 and 21, or to calculate labor force participation by age. The Planning Committee may want to consider using estimates to follow trends in this population as well as incorporating data collection activities for this purpose in the One Stop Career Center.

VI. CUSTOMER SATISFACTION

The WIA legislation requires the use of customer satisfaction measures for participants in workforce development activities and for employers. According to the most recent U.S. DOL publication (December 8, 1999) regarding performance accountability, satisfaction will be measured through a set of three questions that will constitute a customer satisfaction index. The index to be used is the American Customer Satisfaction Index (ACSI), developed by the National Quality Research Center at the University of Michigan Business School. The index was developed to provide a uniform national measure of quality in services and products. ACSI is currently being used by over 150 companies in the U.S. and by over 30 agencies of the U. S. government. The index is also used in many European countries as well. The U.S. DOL does note that this index reflects the most current thinking by the department and may be subject to revision.

The three required questions (see below) will be a part of two customer satisfaction surveys that will be given to participants and employers. "Participants" are defined as adults, dislocated workers, youth 19-21, or youth 14-18 who registered for WIA Title I services and have exited One Stop partner services. "Employers" includes those employers who are participating in on-the-job-training (OJT), Rapid Response, or Labor Exchange activities. Rapid Response activities include any services provided under Dislocated Worker Rapid Response funds to provide services to dislocated workers immediately upon loss of employment in their field. Labor Exchange activities include any activities designed to link employers with employees. For employers, these activities would include listing open positions with the One Stop, and/or doing other employment activities in the One Stop setting such as interviewing. Employers not involved in those services will not be surveyed.

The federal WIA legislation makes states responsible for administering statewide customer satisfaction surveys of participants and employers and defines the sampling methodology states are to use. The state will be collecting this data to meet the federal guidelines for reporting to the U.S. DOL. However, the required methodology will not produce meaningful samples at the local level and it is not clear at this point if the state will go beyond the federal requirements to do this. Many of the early implementing states are leaving such decisions in the hands of local WIBs. At the present time, New York States seems to be moving in that direction. If the state does not attempt to do this at the local level, CGR encourages the local board to implement its own survey to gauge the customer satisfaction of local participants

and employers and to fine tune its services to both groups. A more detailed local survey will be of much more direct use to the local One Stop than will be any information collected by the state on the three required customer satisfaction measures. Further information about a more detailed local survey is contained in the following sections.

Customer Satisfaction Questions Required by WIA

The following required questions are meant to measure the overall level of satisfaction with the services provided. The questions address overall satisfaction with One Stop services, but do not address specific concerns which are important in the day-to-day operation of the One Stop or the provider programs. These questions will be asked of both the participants and the employers. In the responses to the following questions, “DK” means “Don’t Know” and “REF” means “Refuse To Answer.”

1. Overall, on a scale of 1 to 10 where 1 means “Very Dissatisfied” and 10 means “Very Satisfied” how satisfied are you with the services?

Very Dissatisfied		Very Satisfied	DK	REF
1 2 3 4 5 6 7 8 9 10			11	12

2. Considering all of the expectations you may have had about the services, to what extent have the services met your expectations? 1 now means “Met None of My Expectations” and 10 means “Met All Of My Expectations.”

Met None		Met All	DK	REF
1 2 3 4 5 6 7 8 9 10			11	12

3. Now I want you to think of the ideal program for people in your circumstances. How well do you think the services you received compare with the ideal set of services? 1 now means “Not Very Close To The Ideal.” and 10 means “Very Close to the Ideal.”

Not Very Close		Very Close	DK	REF
1 2 3 4 5 6 7 8 9 10			11	12

What Makes Customers Satisfied?

Customer satisfaction measurement is an innovative feature of the WIA. In many ways, it represents a departure from the traditional model of government funded service delivery. Before the One Stop Career Center opens its doors, it is important to consider the various expectations customers, including participants and employers, might have about employment services.

Job Seekers

There are several ways customers use to judge their satisfaction with a particular employment program:

- ❖ **Successfully Obtaining a Job.** Not all job seekers are looking only for the highest paying job available. Some surely are seeking higher wages, but others are “satisfied” if they replace wages from a lost job, or if they find a job that pays anywhere near what a previous job paid. Some job seekers in our focus groups noted that lower wages are acceptable if the job carries benefits with it, particularly health insurance. Others who put time and effort into training programs want a job that uses their new skills, which also translates directly into satisfaction with the services.
- ❖ **Easy Access to Job Listings and Employer Information.** Job seekers tell us that easy access to job listings is of primary importance, along with information about the local economy and area employers. They stressed the importance of learning about the company *before* job applications and interviews, and noted that this information was sometimes difficult to access.
- ❖ **Respect from Staff Members.** Many job seekers noted that they have trouble maintaining a good outlook about their situation. Being treated in a disrespectful manner makes this more difficult. When talking about employment programs they are using now, or have used in the past, most noted that what was most important was a sense that the staff cared whether or not the job seeker was successful in finding a job, and that daily interactions were courteous, tactful and not condescending.

- ❖ **Access to Training/Skills Updating.** Many job seekers recognize that they may need some skills training or further education to be successful in their job search. The ease with which they can learn about and access these programs leads to satisfaction with the service.

Employers

The primary reason for employers to use employment/workforce development services is to hire new employees quickly and efficiently. There are several specific services that lead to satisfaction from employers.

- ❖ **Candidate Screening.** Employers are most concerned with having the service screen out those candidates who do not have the requisite skills and/or training for the job opening.
- ❖ **Certifying “Job-Readiness.”** Employers want to know that a candidate has the hard and soft skills and attitudes that are important for job success. Knowledge about a candidate’s skills in areas such as reading, writing, and math, help an employer to judge how successful a candidate is likely to be in the particular job. Employers also want to be confident that referrals have a good work ethic, positive attitudes about work, sound judgement in managing personal affairs, and reasonable interpersonal skills.
- ❖ **Follow-Up.** An employer would like the service to check on whether the candidate fit the employer’s criteria. If the fit was not good, quick follow-up will allow the service to better tailor future candidates to the employer’s needs.
- ❖ **Knowing the Employer.** If the service has developed a long-term, personal relationship with the employer, it is more likely that the candidates referred will be a closer match to the employer’s needs.
- ❖ **Fast Service.** A quick response to an employer’s request leads to satisfaction. This can include the immediate posting of a job listing and the quick referral of qualified applicants.

Local Responses Regarding Customer Satisfaction

Virtually all of the program providers we interviewed do some form of customer satisfaction survey for participants. This may be an end-of-program handout that customers are asked to fill out before they leave or a postcard sent after completion of the program or service. Although some are very simple (“Were you satisfied with the services?” “Would you recommend the services to others?”), others were much more detailed.

LIFESPAN’s Participant Evaluation form was one of the most comprehensive and detailed instruments CGR reviewed. We include it here as food for thought for service providers and staff at the One Stop Career Center.

LIFESPAN Participant Evaluation

SCALE: 1=Yes, definitely 2=Somewhat 3=No

1. The services, information and/or training I received increased my knowledge and will be useful to me.
2. The materials I received were relevant and understandable.
3. Could you relate the information and materials to your particular situation?
4. Was there an adequate amount of time allotted to you either individually or in training?
5. Were services and/or information provided well organized and effectively conducted?
6. Did staff provide an atmosphere that made you feel comfortable?
7. Did staff provide you with satisfactory information?
8. How would you rate the program and services overall?
9. Would you recommend LIFESPAN Employment Services to a friend or colleague?

- 10. What service, information or training was most helpful?
- 11. What service, information or training was least helpful?
- 12. Suggestions for improvement:

Most providers have customer service evaluations which are more detailed than a simple postcard but less detailed than LIFESPAN’s evaluation form. A few providers do not use a standard customer satisfaction form, but utilize their counselors to do informal verbal customer satisfaction surveys during exit or follow-up interviews with participants. All stressed their need to continue measuring customer satisfaction with the programs and services they provide and liked the idea of a more uniform way to do so.

Additional Customer Satisfaction Elements

Although officials at the national level are more concerned with overall measures of satisfaction, at the local level it is important to have more specific information about satisfaction with the services offered in order to make changes in particular problem areas. Therefore, CGR suggests a number of more specific additional measures for consideration. It is not clear at this point how these measures would be incorporated into the yet-to-be-defined process of measuring customer satisfaction, but we consider these to be important elements and encourage the committee to keep them in mind as the details become clear.

Participant Satisfaction

Relevance of Training to Employment

If employed, how relevant was any training you received to the job in which you are presently employed? 1 now means “Not Very Relevant” and 10 means “Very Relevant.”

Not Very Relevant													Very Relevant	DK	REF
1	2	3	4	5	6	7	8	9	10	11	12				

(The use of the above question would be dependent upon the timing of the customer satisfaction survey. If the survey was administered at the end of training or services, but before actual

employment, this question would not be relevant. If, however, the survey were mailed after program or service completion and it was likely that the customer would be employed, this question would be relevant. A “not yet employed” response category could be added.)

Easy Access to Job Listings and Employer Information

Considering all the information available to you at the Center, including job listings, employer information, and job seeking information, how satisfied are you with the accessibility of information provided? For this question, 1 means “Very Dissatisfied” and 10 means “Very Satisfied.”

Very Dissatisfied										Very Satisfied	DK	REF
	1	2	3	4	5	6	7	8	9	10	11	12

Respect from Staff Members

Considering the amount of assistance you required from staff members, did those staff members treat you with respect? 1 now means “Not Respectful”, while 10 means “Very Respectful.”

Not Respectful										Very Respectful	DK	REF
	1	2	3	4	5	6	7	8	9	10	11	12

Access to Training/Skills Updating

Considering your goals for training or skills updating when you first engaged in services, are you satisfied that the training/updating you received met your needs? 1 now means “Very Dissatisfied” and 10 now means “Very Satisfied.”

Very Dissatisfied										Very Satisfied	DK	REF
	1	2	3	4	5	6	7	8	9	10	11	12

Employer Satisfaction

Candidate Screening

Considering the candidates that were sent to you in response to your One Stop job listings, how well did those candidates meet your requirements? In this case, 1 means “Did Not Fit” and 10 means “Fit Very Well.”

Did Not Fit										Fit Very Well	DK	REF
	1	2	3	4	5	6	7	8	9	10	11	12

Job-Readiness

Job readiness refers to the preparation of candidates to meet the demands of regular employment. Considering the candidates that were sent to you in response to your One Stop job listings, is it your perception that they were prepared for the demands of employment? 1 means “Not Prepared” and 10 means “Very Prepared.”

Not Prepared										Very Prepared	DK	REF
	1	2	3	4	5	6	7	8	9	10	11	12

Follow-Up

Considering any follow-up you received from the One Stop after hiring a One Stop candidate, were those contacts timely? For this question, 1 means “No Follow-Up” and 10 means “Timely Follow-Up.”

No Follow-Up										Timely Follow-Up	DK	REF
	1	2	3	4	5	6	7	8	9	10	11	12

Knowing the Employer

Considering the opportunities you have to speak with One Stop staff, does the staff appear knowledgeable about your business? 1 means “No Knowledge” and 10 means “Very Knowledgeable.”

No Knowledge										Very Knowledgeable	DK	REF
	1	2	3	4	5	6	7	8	9	10	11	12

Fast Service

Considering the time between notifying the One Stop of a job listing and the time you receive the first referral, was the service fast enough to meet your needs? 1 means “Too Slow” and 10 means “Very Fast.”

Too Slow										Very Fast	DK	REF
	1	2	3	4	5	6	7	8	9	10	11	12

Although the above questions are worded to apply to the One Stop Center itself, CGR recommends that the providers each use a similar standard customer service format for surveying all participants who enter their programs as well as the employers where each provider places participants. This allows for comparisons of participant and employer satisfaction with provider services.

VII. PROVIDER PERFORMANCE

Although the required core measures (including CGR's suggested additional measures) will assess provider performance on an aggregate, community-wide level, job seekers and the local Workforce Investment Board also need to be able to evaluate providers individually. Job seekers need easy to understand information that allows them to evaluate individual providers to ensure their time is well spent in training. The local WIB needs to evaluate providers to ensure public funds are wisely administered.

On the next page is a copy of the sample provider report card included in the Appendix of New York State's Accountability System Design Team report. The state sample report card provides such basic information as the Organization Name, Services Provided, Total Participants, and Program Type. Sample provider report cards from other states (where available) are included in Appendix V.



Appendix A

Section of the Report Card for Performance of a Hypothetical Training Program

Organization Name:		Sample Program Type: Classroom			
Services Provided: Assessment, Classroom Training (Computerized Accounting), Job Referral					
Total Participants: 150					
Performance Measures	This Program	Similar* Programs	Difference		Grade (A,B,C,D)
			Amount	Quartile	
Employment Related					
- Graduates Employed	70%	60%	10%	4	A
- Retention on Job (90 days)	75%	80%	-5%	3	B
- Average starting wage (\$/hr)	\$12.50	\$10.00	\$2.50	3	B
- Health Benefits	50%	40%	10%	4	A
Enhanced Employability					
- Meet Regent's Standards	na				
- Obtain HS diploma (GED)	na				
- Achieve progress point	na				
- Transition to HS	na				
- Obtain other credential	75%	na			
Efficiency					
- Cost per classroom hour	\$20	\$25	-\$5	3	B
- Cost per participant	\$3,000	\$3,500	-\$500	3	B
- Cost per job placement	\$5,500	\$6,000	-\$500	3	B
- Administrative costs	10%	20%	-10%	4	A
Customers					
- Employers Satisfied	85%	80%	5%	3	B
- Participant Satisfied	90%	80%	10%	4	A
Other Program Measures					
- Total length of training (hours)	900 hrs.				
- Average age	35 yrs.				
- Male	20%				
- Female	80%				
Target Categories					
- Non-HS graduates	20%				
- Public Assistance	30%				
- Veterans	5%				
- Disabled	1%				
- Limited English Speaking	10%				
* A similar program is the same type of program with similar Target Category enrollment.					

Providers are understandably concerned about how they might be compared with one another. CGR’s interviews and literature raised several concerns and issues involving the comparison and evaluation of employment and training service providers. The concerns listed below address the elements of the New York State sample report card for a hypothetical training program.

- ❖ **Comparability of Programs.** Several questions have arisen regarding the definition of “Similar Programs.” Who will decide what is a similar program for comparison purposes? What criteria will they use? If *similar* does not mean *the same*, what differences will be allowed? How might those differences impact on participants signing up for those programs? Might a difference allowed under the *similar* designation mean the difference between success and failure for a particular participant?

- ❖ **Difference.** The information presented under this heading may be apparent to some readers, and it may confuse others. The “Amount” of the difference is self explanatory, but the Quartile column is unclear. Does the quartile present the performance of the program against others from the same local area or from the state? What is stratified into quartiles? More importantly, many participants may not fully understand the term.

- ❖ **Efficiency.** This category includes the cost per classroom hour, cost per participant, cost per job placement, and administrative costs. Most providers that we spoke with expressed concerns about how these indicators would be used. Cost per classroom hour may be a function of how well outfitted the classroom may be and how up-to-date the materials used are, but it may not necessarily reflect how good the training is. Cost per participant may depend upon the needs of certain participant groups for extra services over and above training. Cost per job placement may depend on the status of the job market at the time of the placement and/or upon the occupational field. Administrative cost comparisons are not as meaningful as they could be without more information about the agency and any shared administrative costs with other programs.

- ❖ **Other Program Measures.** On the state sample, other program measures include indicators such as total length of training, average age of participants, and number of male and female participants. Including age and gender may help create an unconscious bias among potential participants.

CGR considered the questions raised by the suggested sample format and balanced those concerns against information gained in our interviews with providers, employers, and other officials. The following is a discussion of provider accountability measures that could form the basis of an effective provider report card.

Individual Provider and Program Performance

Each provider offers a variety of distinct programs. Each program needs to be evaluated on an individual basis and each needs to provide certain basic information to consumers. What follows is CGR's recommendations for descriptive information and measures to be included in a Program Report Card.

Program Descriptions

Basic Information. Basic information should include the name of the provider, the title of the specific program, and the program goal (what can you expect to learn if you enroll in this program?), and the target audience the program is designed to reach (for example, specifically for welfare-to-work clients or high school dropouts).

Credential Earned. Does the participant earn a specific credential after completion of this program, or simply a certificate of completion? A credential indicates that the participant has attained a specified skill level in a particular area, as evidenced by a license, degree, or certification by a recognized body such as the State, a degree-conferring institution, or an occupational or professional association. Along with this information, however, the consumer may need an explanation of any special requirements related to the credential. For example, any person may enroll in a Certified Nursing Assistant (CNA) program and successfully complete the program. The license for the CNA cannot be issued to anyone with a prior felony conviction, however. If this is not clear before enrollment, the consumer and provider could waste time and money.

Prerequisites. Does the program require certain prerequisites? Potential participants need to know the requirements for program participation up front. Such prerequisites might include a certain reading, math or writing level, academic degree, driver's license, or other requirement. Reproduced below is the prerequisites abbreviation/code system which is

borrowed, with some modification, from the Department of Social Services' list of Community Training Resources.

PREREQUISITES	
Age/Education	Other
0 19 years old	B Does not speak English as a first language
1 16 years old	C Economically disadvantaged/PA recipient
2 17-21 years old	D HS diploma or equivalency before entering program
3 18 years old	E Entry testing or entry interviews required
4 21 years old	F Functional problems—drug, alcohol, emotional, etc.
5 0 to 5.0 reading level (5 th grade or below)	G GED upon graduation from program
6 6.0 reading level (6 th grade education)	H Healthy—good mental/physical health
7 7.0 reading level (7 th grade education)	I Refugee (with 194 card)
8 8.0 reading level (8 th grade education)	J Prior training and/or experience needed
9 9.0 reading level (9 th grade education)	K Drivers License needed
T Tenth grade education	N Typing skills
U Eleventh grade education	P Post-requisite (apprenticeship, licensing test, etc.)
V Math and/or Science background	R References
A No High School diploma or GED	S Spanish-speaking
	W State residency requirement

Duration of the Program. Is the program six weeks in length, or one year? For many job seekers the time available for training may be limited by their finances or other responsibilities. The duration of the program may influence their decision-making.

Start Date. Does the program start once a year on a particular date, or is there a revolving start date? How long will a participant have to wait before starting the program? This is not necessarily an evaluation criterion, but it is essential information to a potential participant at a One Stop.

Fees. Potential participants need information about program costs and any fees associated with the program. Again, a code system could be used to specify the types of financial aid available to students. An example, also borrowed from DSS, follows:

FINANCIAL AID AVAILABLE	
DW Dislocated Worker	P Pell Grants
G Grants	S SEOG
J JTPA	T TAP
L Student Loan	V Veteran's Benefits
O VESID	X Other

Average Cost of Books or Other Required Materials. Are there additional costs not included in the basic program fees? How much do these add to the cost of the program for the consumer?

Extended Services Available Through This Provider. Does this provider have available day care? Is the location on a bus line? Is transportation provided in certain cases? Does the provider have placement services upon completion? Does the provider have counselors to help solve personal problems that may be interfering with program completion?

Average Wages at Entry to Employment in this Field. The average starting wages that a person can expect to receive after receiving training in this occupational area in the Rochester/Monroe County metropolitan area.

Program Performance Measures

Beyond this specific information required by the participant, measures can be used to compare the provider's performance this year with its performance in past years. CGR recommends providing data for the past two years of program operation. Those measures include:

Number of Entrants to Program. Over a specified period of time (for example, the last time the class/program was offered), how many persons actually enrolled in the class/program? If there are limits to the number who can enroll, those limits should be noted here. For example,

if a computer course is limited to 20 enrollees, yet only 10 actually enrolled, that information may signal to the consumer or evaluator that the program is not offering what the community wants or needs. Classes that are consistently full may signal a particularly good program. The total enrollment feature may also be important to those who learn better in a smaller class environment.

Number of Program Completers. How many of those enrolled actually completed the program? Should the percentage be low, the consumer or evaluator should question why that is happening.

Number Obtaining a Credential. For those programs in which the credential is applied for and received *after* completing the program, how many persons actually receive the credential?

Number of Placements in Unsubsidized Employment. If the provider offers placement services for this program, how many people were actually placed in employment?

Number of Placements in Subsidized Employment. For certain categories of job seekers, this information may be helpful in making correct referrals. If a provider does not make placements in subsidized employment, this line will remain blank or say N/A (not applicable).

Number of Placements Directly Related to Training Received. The number of program completers that are employed in jobs *directly related* to the skills learned in the training or education program in which they participated.

Actual Wages Received at Entry to Employment in this Field. The actual average starting wages of persons placed by this program after receiving training in this occupational area in the Rochester/Monroe County metropolitan area.

Retention in Employment After Six Months. Of those who are placed in employment, how many remain in that employment at the end of six months?

Overall Provider Performance

Individual providers offer a number of distinct services to different populations. One provider may offer, for example, advanced training in HVAC technology to people with some background in the area, and may also offer basic literacy or English as a Second Language to recent immigrants. The local WIB will need some vehicle to show the span of operations of individual providers, but it must consider at least one additional level of detail, based on the type of program or type of client, in order to have meaningful information. The overall provider performance report could include the following items:

Basic Information. The report card should include the name of the provider, the types of programs provided by that provider (i.e., homemaker/nursing assistant training, computer training, technical training, etc.), the types of clients served (i.e., older workers, the disabled, veterans, etc.), and extended services offered (i.e., child care, transportation, etc.).

Overall Comparison with Prior Years. To help illustrate the performance of a given provider over time, it may be instructive to report the following over time: Number of Entrants in all Programs, Percent Completing all Programs, Number of Placements in Unsubsidized Employment, Number of Placements in Subsidized Employment, Number of Placements Directly Related to Training Received, Average Wages at Entry to Employment, and Retention in Employment After Six Months.

Provider Comparisons

For comparison of providers to each other, the above information can be transferred into a grid or spreadsheet format. The comparison data can be done in several ways depending upon the goals to be achieved. Two different samples are shown to illustrate how the data can be organized for comparison purposes. Individual Program Performance measures can be used to compare all identical programs in the community. For example, if several providers are offering training in a particular occupational area, where participants must pass the same type of exam or receive the same credential in that occupational area, all courses in that area can be compared to each other. If several providers target programs to a particular clientele, i.e. Welfare-to-Work or disabled, provider performance can be compared across that particular clientele. Careful choice of a comparison criterion will prevent unfair comparisons and elicit information across providers that is useful to the WIB and the customer.

VIII. PROPOSED WIA REPORT CARD

When assembled, the report card components outlined in the previous chapters will provide a more complete picture of the economic situation in Monroe County and how well the local One Stop Career Center is addressing the needs of job seekers and employers under those conditions. Again, in keeping with what we heard from those we interviewed, we kept the report card simple and easy for anyone to understand. We refrained from including complex grading systems that might be difficult for a consumer to decipher when trying to compare one program to another.

A complete report card would consist of the One Stop Career Center Report Card, the Community Report Card (Adult and Youth), the Core Measures Report Card (Adult), Core Measures Report Card (Youth), the Provider Overall Report Card, the Program Comparison Report Card, and a Report Card for each Training Program. The report card format can be used either as a paper document, to be available to the public in the One Stop, and/or be placed on the One Stop web site. A smaller paper booklet format could also be used for wide distribution throughout the community, to employers, job seekers and other community members. The smaller format would not include the individual training programs, but would still provide the overall community view of performance.

Sample Report Cards

The next few pages offer a sample of the report card pages that would display the information collected on the workforce development measures. The first page will provide information on the core measures required by the WIA legislation. The community context section of the report card, containing the additional measures recommended by CGR, will consist of two sections, one for adults and one for youth. The following pages cover individual program performance, overall provider performance, and program performance comparisons.

One Stop Career Center Report Card Adult and Youth Core Measures

Adult Performance Indicators:	1998	1999	Goals 2000
Adult Entered Employment Rate			
Adult Employment Retention Rate			
Adult Earnings Change			
Adult Employment and Credential Rate			
Dislocated Worker Indicators:			
Dislocated Worker Entered Employment Rate			
Dislocated Worker Retention Rate			
Dislocated Worker Earnings Replacement Rate			
Dislocated Worker Employment and Credential Rate			
Older Youth (19-21 years) Indicators:			
Older Youth Skill Attainment Rate			
Older Youth Employment Retention Rate			
Older Youth Earnings Gain Rate			
Older Youth Credential Rate			
Younger Youth (14-18 years) Indicators:			
Younger Youth Skill Attainment Rate			
Younger Youth Diploma or Equivalent Attainment Rate			
Younger Youth Retention Rate			

Community Report Card (Adults) (In Addition to Core Measures)

Community Indicators:	1998	1999	Goals 2000
Unemployment Rate			
Per Capita Personal Income			
Average Annual Salary			
Growth in New Jobs			
Employment by Sector:			
Manufacturing			
Agriculture			
Mining			
Construction			
Transportation			
Trade			
Finance, Insurance, Real Estate			
Services			
Government			
Placement in Employment:			
# Placed in full-time, permanent employment			
# Placed in part-time employment			
# Placed in temporary employment			
# Placed in Subsidized Employment			

	1998	1999	Goals 2000
Retention in Employment:			
# Moving from part-time to full-time employment			
# Moving from temporary to full-time, permanent employment			
# Moving from subsidized employment to unsubsidized employment			
# Moving to higher pay employment			
Self-sufficiency:			
Applications for Food Stamps/Cases Opened			
Applications for Medicaid/Cases Opened			
Applications for Subsidized Day Care/Cases Opened			
Temporary Assistance Cases Closed Due to Employment			
% increase in earnings of working poor who are on public support programs			
% of clients/individuals who do not return to the public support system.			
Average 12 months earnings of people who formerly on assistance			
Average cost of living for a family of three in Rochester/Monroe County			
Wages:			
Average starting wage at entry to employment for registered participants			
Average change in wages after six months			
Average change in wages after one year			

Community Report Card (Youth) (In Addition to Core Measures)

Community Indicators:	1998	1999	Goals 2000
Students Passing Grade 4 English Language Arts Test			
Students Passing Grade 4 Mathematics Test			
Students Passing Grade 8 English Language Arts Test			
Students Passing Grade 8 Mathematics Test			
Elementary School Attendance Rates			
Middle School Attendance Rates			
High School Attendance Rates			
High School Dropout Rates			
Percent of Graduates Intending to Attend College			



Provider Program-Specific Performance

Organization Name: _____

Program: _____

Program Goal: _____

Program Information:

Credential Earned	
Prerequisites	
Total Length of Training	
Start Dates	
Fees	
Average Cost of Books or Other Required Materials	
Extended Services Available (child care, transportation, etc.)	
Target Population	
Average Wages at Entry (\$/hr)	

Performance Measures:	1998	1999	Goals 2000
Number of Program Entrants			
Percent Completing Program			
Percent Earning Credential			
Percent Employed - Unsubsidized			
Percent Employed - Subsidized			
Employment Directly Related to Training			
Actual Average Wages at Placement (\$/hr)			
Percent Obtaining Health Benefits			
Retention on Job (6 months)			
Percent of Employers Satisfied			
Percent of Participants Satisfied			

Provider Aggregate Report Card (Combination of Individual Programs)

Provider: _____

Types of Programs Provided: _____

Types of Clients Served: _____

Extended Services Offered: _____

Overall Comparison with prior years:

	1998	1999	Goal 2000
Number of Entrants in all Programs			
Percent Completing all Programs			
Number of Placements in Unsubsidized Employment			
Number of Placements in Subsidized Employment			
Number of Placements Directly Related to Training Received			
Average Wages at Entry to Employment			
Retention in Employment After Six Months			
Employers Satisfied			
Participants Satisfied			

Sample Program Listing by Provider

Provider Name:	Number of Entrants	Number Completing	Number of Placements- Unsubsidized	Number of Placements- Subsidized	Number of Placements Related to Training	Average Wages at Entry to Employment	Percent Retained at 6 Months
Health Careers Program							
Job Readiness Skills Program							
Technical Programs							
Food Service Programs							

Sample Provider Comparison by Population Served

Provider Name:	Number of Entrants	Number Completing	Number of Placements- Unsubsidized	Number of Placements- Subsidized	Number of Placements Related to Training	Average Wages at Entry to Employment	Percent Retained at 6 Months
Dislocated Workers							
Welfare to Work Participants							
Disabled Participants							
Older Youth (19-21)							

Sample Program Comparison by Provider

Program Type: Example: HVAC	Number of Entrants	Number Completing	Number of Placements- Unsubsidized	Number of Placements- Subsidized	Number of Placements Related to Training	Average Wages at Entry to Employment	Percent Retained at 6 Months
Provider X							
Provider Y							
Provider Z							

APPENDIX I

Core Measures Required Under WIA

Core Measures Required Under WIA

The core measures in each of the four service areas—adults; dislocated workers; older youth (19-21 years old) and younger youth (14-18 years old)—are listed below. The core measures are shown as formulas, with each measure expressed as a percentage (numerator divided by denominator).

Adult Measures

Adult Entered Employment Rate

Of those who are not employed at registration:

of adults who have entered employment by the end of the 1st quarter after exit

of adults who exit during the quarter

Adult Employment Retention Rate

Of those who are employed at registration or in 1st quarter after exit:

of adults who are employed in 3rd quarter after exit

of adults who exit during quarter

Adult Earnings Change

Of those who are employed at registration or in 1st quarter after exit:

[total post-program earnings (earnings in quarter 2 + quarter 3 after exit)] –

[pre-program earnings (earnings in quarters 2 + 3 prior to registration)]

of adults who exit during the quarter

Adult Employment and Credential Rate

Of those enrolled in training:

of adults who were employed in the 1st quarter after exit and

received a credential by the end of 3rd quarter after exit

of adults who exited services during the quarter

Dislocated Worker Measures

Dislocated Worker Entered Employment Rate

of dislocated workers who have entered employment by the 1st quarter after exit
of dislocated workers who exit during the quarter

Dislocated Worker Retention Rate

Of those who are employed in the 1st quarter after exit:
of dislocated workers who are employed in 3rd quarter after exit
of dislocated workers who exit during the quarter

Dislocated Worker Earnings Replacement Rate

Of those who are employed in the 1st quarter after exit:
total post-program earnings (earnings in quarter 2 and quarter 3 after exit)
pre-dislocation earnings (earnings in quarters 2 and 3 prior to dislocation)*

*(for dislocated workers with no date of dislocation, quarters 3 + 4 prior to registration will be used)

Dislocated Worker Employment and Credential Rate

Of those enrolled in training:
of dislocated workers who were employed in the 1st quarter after exit and
received credential by the end of 3rd quarter after exit
of dislocated workers who exit during the quarter

Older Youth (19-21 years old) Measures

Older Youth Entered Employment Rate

Of those who are not employed at registration and do not move on to post-secondary education or advanced training:

$$\frac{\text{\# of older youth who have entered employment by the end of the 1st quarter after exit}}{\text{\# of older youth who exit during the quarter}}$$

Older Youth Skill Attainment Rate

Of those who are not employed at registration and do not move on to post-secondary education or advanced training:

$$\frac{\text{\# of older youth who have entered employment by the end of the 1st quarter after exit}}{\text{\# of older youth who exit during the quarter}}$$

Older Youth Employment Retention Rate

Of those who are employed at registration or in 1st quarter after exit and who do not move on to post-secondary education or advanced training:

$$\frac{\text{\# of older youth who are employed in 3rd quarter after exit}}{\text{\# of older youth who exit during the quarter}}$$

Older Youth Earnings Gain Rate

Of those who are employed at registration or in 1st quarter after exit and who do not move on to post-secondary education or advanced training:

$$\frac{[\text{total post-program earnings (earnings in quarter 2 + quarter 3 after exit)}] - [\text{pre-program earnings (earnings in quarters 2 + 3 prior to registration)}]}{\text{\# of older youth who exit during the quarter}}$$

Older Youth Credential Rate

of older youth who were in employment/post-secondary education/
 advanced training by the end of the first quarter after exit and
received a credential by the end of 3rd quarter after exit
 # of older youth who exited during the quarter

Younger Youth (14-18 years old) Measures

Younger Youth Skill Attainment Rate

Total # of attained basic skills + # of attained Workforce
Readiness skills + # of attained Occupational skills
 total # of basic skills goals + # of workforce readiness
 skills goals + # of occupational skills goals

Younger Youth Diploma or Equivalent Attainment Rate

Of those who register without a diploma or equivalent:
who attained secondary school diploma or equivalent during the quarter
 # who did not attain diploma/equivalent and who exited during the quarter
 (except those still in secondary school) + # who have attained diploma/
 equivalent during the quarter

Younger Youth Retention Rate

of participants found in one of the following in the 3rd quarter after exit:
 post-secondary education; advanced training; employment;
military service; qualified apprenticeships
 # of younger youth who exited during the quarter
 (except those still in secondary school)

APPENDIX II

List of Interviews and Focus Groups

Workforce Development Steering Committee

- Gloria Cochran, Director, Chamber Staffing Alliance;
- Rodric Cox-Cooper, Director, City of Rochester Bureau of Human Services;
- Thomas Gangloff, Community Services Division Manager, NYS Department of Labor;
- Hazeldene Hercules, Coordinator, Private Industry Council;
- Matthew Hurlbutt, Manager, Monroe County Workforce Development Division;
- Sandra Parker, President, Industrial Management Council;
- Donna Phillips, Supervising Director, Workforce Preparation, Rochester City School District;
- Paul Pfrommer, Regional Director, Office of VESID; and
- Richard Spencer, Employment Coordinator, Monroe County Department of Social Services.

Education/Training Providers

- William Clark, President & CEO, Urban League;
- Stephen Laiosa, Project Director, Career Systems Development Corporation;
- Luisa Linares, Regional Supervisor, Job Corps;
- Ann Monroe, Supervisor, City of Rochester Job Development Office;
- Dianna Phillips, Director, Adult & Community Education, Orleans BOCES;
- Deborah Selke, Director, Rochester Rehabilitation Center's Employment Connection;
- Carol Sims, Director, LIFESPAN Employment Services;
- Rick Stern, Director, Adult & Community Education, Monroe BOCES #1; and
- Fran Weisberg, President/CEO, LIFESPAN.

Local Employers

- Edward Neal, Human Resources, St. Ann's Home;
- Clayton Osborne, Director-Strategic Staffing, Bausch & Lomb, Inc.;
- Walter Salvatore, District Human Resources, United Parcel Service;
- Bernie Schrodtt, Owner, Vesuvio's Restaurant;
- Bob Trouskie, Joint Activities Representative, United Auto Workers.

Jobseeker Focus Groups

- LIFESPAN, Job Seekers Course, included persons over age 45 who are investigating career changes, training/retraining needs, and job search skills;
- Urban League/Rochester City School District, Job Club, youth ages 16 to 21 who are no longer connected with school and who are seeking employment or further training; and
- Career Systems Development, Vocational Assessment and Job Placement Class, disabled and welfare-to-work clients needing vocational assessment, job search skills, and placement assistance.

APPENDIX III

Performance Measurement in Early-Implementing States

OREGON

MEASURE CATEGORY	PROPOSED SPECIFIC MEASURE	PROPOSED DEFINITION
Skill Gain/ Workforce Preparation	Increase in Basic Skills Proficiency	Percentage of participants who demonstrate one or more level increases in functional reading, writing, math, and listening/speaking proficiency under the BASIC/CASAS/TOPS assessment system
	Demonstrated Competency in Workforce Readiness Skills	Percentage of participants who demonstrate one or more functional level increases in workforce readiness skills using the SCANS competencies
	Completion of an Educational Degree/ Certificate	Percentage of participants who complete an educational degree, including H.S. diploma, GED, CAM, EDP, Associate Degree, Bachelor’s Degree; or a certificate, employer-approved, industry group specific or other higher education certificate
	Completion of Integrated Work/ Community-Based Learning Experiences	Percentage of participants in education or training who successfully complete integrated work/community-based learning experiences
	Employer Investment in Workforce Development	a. Current–Percentage of employers who invest in workforce development by providing training/skills upgrade to current employees. B. Comprehensive–Percentage of employers who invest in workforce development by sponsoring integrated workplace learning experiences to participants in education and training.
Employment and Earnings	Entered Employment	Employment during the quarter of exit or subsequent quarter following exit from services
	Employment Retention	Number of continuous quarters worked following the “entered employment” quarter

MEASURE CATEGORY	PROPOSED SPECIFIC MEASURE	PROPOSED DEFINITION
Employment and Earnings (cont.)	Earnings	a. Wage at placement—quarterly wages divided by 13 for the first potential full quarter of work. b. Retention earnings—quarterly wages for quarters worked over a two-year period.
Customer Satisfaction	Customer Satisfaction (client)	Four indicators: 1) client expectations coming into program; 2) whether client expectations are met or exceeded; 3) overall client satisfaction with services, process, etc.; and 4) client loyalty (whether they would return to the program and/or recommend to others)
	Customer Satisfaction (employer)	Four indicators: 1) employer expectations coming into program; 2) whether employer expectations are met; 3) overall employer satisfaction with services, process, etc.; and 4) employer loyalty (whether they would use services again and/or recommend to others)
Movement from public support to Self-sufficiency	Welfare Caseload Reduction	Percentage reduction in individuals/cases from welfare/TANF rolls
	“Up with Wages” Continuum	Percentage increase in earnings of working poor who are on public support, in contrast to percentage decrease in cash support from public programs
		Percentage increase in clients/individuals (working poor) families moving off public support programs by means of increased earnings
Recidivism	Percentage of clients/individuals who do not return to the public support system	
Cost Effectiveness	Return on Investment	Gain to the economy divided by the cost of providing the service, over a specified period of time

INDIANA

Development of the Incumbent Workforce:

Policy Outcome	Performance Measure
Increased skill level of incumbent workers	Number of workers trained through public or private training programs who hold Certificates of Technical Achievement as reported by the Commission on Vocational and Technical Education.
	“Demonstrable improvement” will be defined and measured for all workforce literacy programs in PY 98 by the Office of Workforce Literacy.
	Number of Hoosier workers enrolled in associates degrees program in manufacturing technology as reported by Indiana postsecondary institutions.
	Indiana Poll results.
Increased earnings of incumbent workers.	JTPA measures of welfare average weekly earnings at 13 week follow-up as reported through the Participant Management Information System.
	Employer-reported earnings of workers receiving training.
Increased private sector and local public investment in education and training.	Match recorded on fiscal reports for Workers at Risk projects.

Development of the Future and Potential Workforce:

Policy Outcome	Performance Measure
Increased 4-year graduation rate.	Percentage of students in grades 9-12 who persist through graduation as reported by DOE.
Increased skill levels of secondary graduates.	ISTEP+ test results as reported by DOE.
	Percentage of students in occupationally specific programs awarded Certificates of Technical Achievement or other state, local or nationally recognized certification as reported by the Commission on Vocational and Technical Education.

Policy Outcome	Performance Measure
Increased retention of at-risk students in secondary education.	Percentage of students who received alternative education services who are retained through graduation, returned to the regular school setting, or obtain a GED as reported by DOE.
Increased postsecondary attendance.	Percentage of high school graduates currently enrolling in postsecondary education the year following graduation as reported by the Commission on Higher Education.
Increased long-term retention of public assistance recipients in full-time employment.	UI wage record reports on earnings of welfare recipients served through all Department of Workforce Development (DWD) programs.

Increased Effectiveness:

Policy Outcome	Performance Measure
Increase skill levels of DWD staff.	Number of DWD business support staff awarded Certificates of Technical Achievement as reported by the Commission on Vocational and Technical Education.
Increased staff time spent in development of the workforce.	Percentage of frontline Wagner-Peyser staff time expended in assessment, counseling, and delivery of workshops as reported by local office managers.
Increased use of self-help services.	Percentage of employers using technology for submission of UC-1 data.
	Number of jobseekers using the information Resource Area.
	Number of jobseekers utilizing CS3*.
	Number of wage records received via the Internet.
	Number of tax checks receive via electronic deposit.
Improved local office performance.	Reports generated by CS3, UI statistics, and veteran's monitoring.
	Number of employers listing job orders in CS3 compared to the total number of employers larger than 0 (i.e., excludes self-employed).

* CS3—Customer Self-Service System. This system currently provides labor exchange services in Indiana and is intended to evolve into the common data system to track activities, progress, and performance for clients receiving core, intensive, or training services.

KENTUCKY

POLICY OUTCOMES	INDICATORS/MEASURES (italicized)
COMPETENCIES	<p>Educational attainment</p> <ol style="list-style-type: none"> <i>1. Continuous education and retraining</i> <i>2. Basic education improvement (e.g. HS diploma, GED, literacy functional level)</i> <i>3. Increase number of people with postsecondary credentials, licenses and certificates</i> <p>Skills standards attainment</p> <ol style="list-style-type: none"> <i>1. Foundational/basic skill standards</i> <i>2. High-performance manufacturing skill standards</i> <i>3. High priority occupational skill standards</i> <p>Information technology literacy</p> <ol style="list-style-type: none"> <i>1. Degrees awarded in computer fields</i> <i>2. New jobs in information technology industry</i> <i>3. Measures for elementary/secondary students</i> <i>4. Information technology literacy skill of general population (survey)</i> <p>Information technology access</p> <ol style="list-style-type: none"> <i>1. Number with access at home</i> <i>2. Number with access in the workplace</i> <i>3. Number of public access points</i> <i>4. Number of WWW servers in Kentucky</i> <i>5. Number of computers and Internet access in schools</i>
MARKET SUCCESS	<p>Market penetration</p> <ol style="list-style-type: none"> <i>1. Increase number of businesses (with benefits, high technology, and higher wages)</i> <i>2. Expansion of existing businesses</i> <i>3. Diversity of markets served, especially managerial-level staff</i> <i>4. Increase percentage of businesses served</i> <p>Customer responsiveness</p> <ol style="list-style-type: none"> <i>1. Increase use by employer and individual customers (first-time)</i> <i>2. Increase number of repeat customers</i> <i>3. Increase use of multiple services by employers and individuals</i> <i>4. Increase customized training</i> <i>5. Increase number of placements</i>

POLICY OUTCOMES	INDICATORS/MEASURES (italicized)
INNOVATIVE ENTREPRENEURIAL CULTURE	Start up firms Patents Initial Public Offerings Venture capital funds Small business innovation research grants
LABOR FORCE PARTICIPATION	Increase percentage of working age population who are working Reduce number of unemployment claims Reduce unemployment insurance average benefit period
WELL-BEING ENHANCEMENT	Increase per capita income <i>1. Relative to the Commonwealth's current rate</i> <i>2. Relative to the national average</i> Increase median income Reduce poverty rates <i>1. Relative to the Commonwealth's current rate</i> <i>2. Relative to the national average</i> Increased quality of life Increase self-sufficiency <i>1. Reduce public assistance recipients</i> Increase number of jobs with benefits <i>1. Health coverage</i> <i>2. Retirement/pension</i> <i>3. Unemployment insurance</i> Reduce underemployment <i>1. Individuals working multiple jobs</i>
POPULATION SHIFTS	Increase in-migration of working age population Decrease out-migration of working age population

INDIVIDUAL CUSTOMER OUTCOMES	MEASURES
<p>Initial:</p> <p>1. Individual gains information, knowledge and/or skills.</p>	<p>a. Basic skills attainment b. Occupational skills attainment c. Transition success rate d. Customer satisfaction e. Information/services accessed/received by customers</p>
<p>Intermediate:</p> <p>2. Individual has gainful employment.</p> <p>3. Individual experiences decreased dependency on government programs.</p> <p>4. Individual experiences job retention.</p>	<p>f. Entered employment rate c. Transition success rate g. Starting wage at entered employment u. Benefits h. Reduction or closure of TANF grant i. Reduction of benefit duration u. Benefits j. Employment retention k. 6 month earnings</p>
<p>Longer Term:</p> <p>5. Individual experiences career advancement.</p> <p>6. Individual contributes to community.</p> <p>7. Customer experiences independence.</p> <p>8. Customer is experiencing life-long learning.</p> <p>9. Achieves life-long self sufficiency—customer achieves satisfactory quality of life.</p>	<p>j. Employment retention l. Annual earnings gain c. Transition success rate v. Community and civic activities participation [Survey questions] [Survey questions] m. Post employment ratio of self-sufficiency</p>

EMPLOYER CUSTOMER OUTCOMES	MEASURES
<p>Initial:</p> <p>10. Employer receives timely and accurate LMI, and State and Federal incentive program information.</p> <p>11. Employer has enhanced link between labor supply and employer demand.</p> <p>12. Employer receives community information (e.g. schools, real estate, faith community).</p>	<p>n. Diversity of occupations</p> <p>e. Information/services accessed/received by customers.</p> <p>o. Employers using workforce development services</p> <p>e. Information/services accessed/received by customers</p>
<p>Intermediate:</p> <p>13. Employer experiences appropriate job match.</p> <p>14. Employer has sufficient numbers of “qualified” employees who</p> <ul style="list-style-type: none"> - are reliable - are self motivated - are capable of learning - have problem solving skills - have critical thinking skills <p>15. Employer provides employee development through training, evaluation, and continuous improvement (professional development)</p> <p>16. Employer gives back to community through involvement.</p>	<p>p. Job opening fill rate</p> <p>o. Employers using workforce development services</p> <p>w. Job order cancellation rate</p> <p>d. Customer satisfaction</p> <p>[Survey questions]</p> <p>v. Community and civic activities participation</p>
<p>Longer Term:</p> <p>17. Employer has enhanced satisfaction of workforce needs.</p> <p>18. Achieves self-sufficiency–has efficient business operations that lead to profitability.</p>	<p>[Survey questions]</p> <p>[Survey questions]</p>

PARTNER OUTCOMES	MEASURES
<p>Initial:</p> <p>19. Partners share and learn community information.</p> <p>20. Partners understand other partners' services.</p>	<p>q. Information/service access compared to community</p> <p>Attendance at partner trainings and meetings</p>
<p>Intermediate:</p> <p>21. Partners continue collaboration.</p> <p>22. Partners continually improve services and processes by making timely, active referrals to each other thereby helping customers connect with other services needed immediately.</p> <p>23. Partners support community activities and contribute to community needs.</p>	<p>r. Participation equity rate</p> <p>s. Administrative data shared among agencies</p> <p>e. Information/services accessed/received by customers</p>
<p>Longer Term:</p> <p>24. Achieve confidence that quality services are better provided through a seamless integration of partner efforts (none of us is as good as all of us).</p>	<p>d. Customer satisfaction</p> <p>t. Return on Investment (ROI)</p>

Definitions of Measures for Outcomes:

- a. **Basic skills attainment:** The percent of people 14 and older who complete basic skills training that leads to or includes graduating from High School or getting a GED as a result of their participation in workforce development services.
- b. **Occupational skills attainment:** The percent of people 14 and older who get a College degree, complete an occupational or advanced job skill training program or enter an apprenticeship program as a result of their participation in workforce development services.
- c. **Transition success rate:** The percent of people who complete basic or occupational skill training and go on to employment or an advanced level of education/training or both as a result of their participation in workforce development services.

- d. **Customer satisfaction:** The degree to which customers are satisfied with the services provided by the workforce development system.
- e. **Information/services accessed/received by customers:** The number of customers looking for a job, or training or community information who access information or services by each of the following methods: 1) from computers; 2) at a One Stop center without any help from staff; or 3) one-on-one or in a group setting with the help of staff.
- f. **Entered employment rate:** The percent of people who got a job during or the quarter after receiving workforce development services excluding people who are in training or education services who did not get a job and people who maintain their current job.
- g. **Starting wage at entered employment:** The average starting hourly wage of people who were seeking first, new or better jobs and got a job during or after receiving workforce development services.
- h. **Reduction or closure of TANF grant:** The percent of people whose welfare payments are reduced or cases closed as a result of getting a job through assistance from the workforce development system.
- i. **Reduction of benefit duration:** The average length of time people who receive additional workforce development services remain on unemployment insurance benefits compared to everyone who receives unemployment insurance benefits.
- j. **Employment retention:** The percent of people who got a job and remained employed at six months and at 12 months as a result of receiving workforce development services.
- k. **Earnings as six months:** Earnings received after six months in employment.
- l. **Annual earnings gain:** The 12 month earnings of people who got a job as a result of receiving workforce development services, minus any earnings they may have had during the 12 months before receiving workforce development services.
- m. **Post employment ratio of self-sufficiency:** The 12 month earnings of a person who got a job after receiving workforce development services compared to the average annual cost-of-living for a family of three who live in the same area.
- n. **Diversity of occupations:** To what degree do job openings listed and occupations of job seekers in the local workforce development system reflect the entire range of jobs and occupations in the local job market.

- o. **Employers using workforce development system:** The percent of employers using workforce development services at least once and the percent using workforce development services more than once.
- p. **Job opening fill rate:** The percent of workforce development system job openings filled by workforce development system applicants.
- q. **Information/service access compared to community:** The number and type of workforce development services available through a local One Stop Center compared to all workforce development services available in the community.
- r. **Participation equity rate:** Percent of people in target groups such as unemployed workers, people on welfare, Blacks, Hispanics, older workers, UI recipients, people with disabilities, etc., who receive workforce development services in a given area.
- s. **Administrative data shared among agencies:** The percent of individual agencies and programs in a State's workforce development system that can access each other's program data by computer.
- t. **Return on Investment:** The total annual increase in earnings and decrease in welfare for all people who received a workforce development service divided by the total cost of the program.
- u. **Benefits:** i.e. health insurance, retirement plan.
- v. **Community and civic activities participation:** May include volunteer work with an organization; citizen initiative (some type of action to solve a community problem—stopping toxic waste, organizing for clean water, etc.); community organization membership (Lions, Rotary, Elks, Church, etc.); voting; political campaign; observation of a governing body in session (local, state, national); letter to a local, state or national official about an issue, and/or petition to government.
- w. **Job order cancellation rate:** {not yet defined}

APPENDIX IV

National Reporting System for Adult Education

Summary of Measure Definitions for Pilot Testing

Topics	Measures	Categories or Definitions
Student Demographics	Ethnicity	American Indian, Asian, Black, Hispanic, White non-Hispanic
	Gender	Male, female
	Age	
Student Status and Goals	Labor Force Status	Employed, unemployed, not in labor force
	Public Assistance Status	Receiving or not receiving assistance
	Disability Status	Disabled, not disabled
	Program Enrollment Type	Family literacy, workplace program, homeless program, correctional facilities, community corrections programs, other institutional program
	Learner Goals for Attending	Obtain a job, retain current job, improve current job, obtain a high school diploma or-GED, advance to post-secondary education or job training, improve ability to communicate with others, citizenship, mandatory, other personal goal
Student Participation	Contact Hours	Number of hours of instructional activity
	Reasons for not completing planned service	Illness/incapacity, lack of child care, lack of transportation, family problems, time or location of services not feasible, lack of interest, instruction not helpful, moved, entered employment, entered other education or training program, other known reason, cannot locate or contact
Learning Gains	Educational Gains	Six educational functioning levels each for ABE and ESL in reading, writing, speaking, and listening; and functional areas
	Citizenship Skills	Learners who achieve the skills needed to pass the citizenship exam

Topics	Measures	Categories or Definitions
Economic Impact	Entered Employment	Learners who obtain a job while receiving instruction or within six months of ending instruction
	Improved Employment	Learners who obtain a new job with increased pay or benefits, more responsibility, or requiring higher skill levels while receiving instruction or within six months of ending instruction
	Retained Employment	Learners who remain in their job at least six months after exit from the program due to upgrading their skills
	Reduction in receipt of public assistance	Students whose TANF or equivalent public assistance grant is reduced or eliminated due to employment or increased income
Credentials Attained	Obtained a GED or High School Diploma	Number of learners who obtain a GED, high school diploma or recognized equivalent
Further Education and Training	Advancement to further education or training	Learners enrolling in an educational or occupational skills program building on prior services or training received

APPENDIX V

Other States' Sample Report Cards

NEVADA
Attachment B

WIA Requirement at Section 136 (b)	Corresponding performance Indicators		Previous Year Performance (PY 97)		Performance Goals <u>Out Years</u>		
					Year 1	Year 2	Year 3
ADULTS	2A	2O	2A	2O			
Entry into Unsubsidized Employment	57.3%	51.4%	69.0%	59.4%	60%	65%	70%
6-Months Retention in Unsubsidized Employment	56.3%	NA	61.9%	50.0%	56%	60%	65%
6-Months Earnings Received in Unsubsidized Employment	\$305.38	NA	\$320.92	\$349.39 (Weekly)	\$305	+ CPI	+ CPI
Attainment of Educational or Occupational Skills Credential	NA		NA		60% **	62% **	64% **
Customer Satisfaction	NA		NA		75%	80%	85%
DISLOCATED WORKERS							
Entry into Unsubsidized Employment	70.9%		79.6%		70%	75%	80%
6-Months Retention in Unsubsidized Employment	NA		75.6%		70%	75%	80%
6-Months Earnings Received in Unsubsidized Employment	NA		\$11.60 (hourly)		\$409 (weekly)	+ CPI	+ CPI
Attainment of Educational or Occupational Skills Credential	NA		NA		80% **	90% **	95% **
Customer Satisfaction	NA		NA		75%	80%	85%

- * 2A is Title 2 Adults, 2O is Title II Older Workers, 55 + in age
- ** Percentage of those eligible for Individual Training Accounts (ITAs)
- NA No Standards or Measures available
- + CPI Increase equal to increase in Consumer Price Index

WIA Requirement at Section 136 (b)	Corresponding Performance Indicators	Previous Year Performance (PY 97)	Performance Goals Out Years		
			Year 1	Year 2	Year 3
YOUTH (AGES 19-21)					
Entry into Unsubsidized Employment	43.8%	62.3%	65%	70%	75%
6-Month Retention in Unsubsidized Employment	NA	NA	56%	60%	65%
6-Months Earnings Received in Unsubsidized Employment	NA	NA	\$305 (weekly)	+ CPI	+ CPI
Attainment of Educational or Occupational Skills Credential	NA	NA	70% **	75% **	80% **
Customer Satisfaction	NA	NA	75%	80%	85%
YOUTH (AGES 14-18)					
Attainment of Basic, Work Readiness and/or Occupational Skills	NA	NA	80%	85%	90%
Attainment of Secondary School Diploma/Equivalent	NA	14.2%	85%	86%	87%
Placement and Retention in Post-secondary Education/Training, or Placement in Military, Employment, Apprenticeships	NA	46.1%	65%	70%	80%
Customer Satisfaction	NA	NA	75%	80%	85%
EMPLOYER SATISFACTION					
	NA	NA	75%	80%	85%

** Percentage of those eligible for Individual Training Accounts (ITAs)

NA No Standards or Measures Available

+ CPI Increase equal to increase in Consumer Price Index

FLORIDA

STRATEGIC FIVE-YEAR STATE WORKFORCE INVESTMENT PLAN
PERFORMANCE MANAGEMENT

Based on Negotiations as of 6-25-99

Performance Measures	Corresponding Performance Indicator(s)	PY-1997 Performance	Performance Goals Out-Years		
			1	2	3
Adult Program-Core Indicators of Performance					
1. Entry into unsubsidized employment	Adult entered employment rate	63.3%	64.3%		
2. Retention in unsubsidized employment 6 months after entry	Adult follow-up employment rate and/or quarterly wage record information	78.1%	78.11%		
3. Earnings received in unsubsidized employment 6 months after entry	Adult average weekly earnings at follow-up	\$4,172	\$3,755		
4. Attainment of a recognized credential related to achievement of educational/occupational skills	Adult training services completion rate	--	** 40.0%		
Dislocated Worker Program- Core Indicators of Performance					
1. Entry in unsubsidized employment	Dislocated Worker entered employment rate	57.63%	60.0%		
2. Retention in unsubsidized employment 6 months after entry	Dislocated worker follow-up employment rate and/or quarterly wage record information	80.72%	75.0%		
3. Earnings received in unsubsidized employment 6 months after entry	Dislocated worker average weekly earnings at follow-up	48.0%	*** 80%		
4. Attainment of a recognized credential related to achievement of educational/occupational skills	Dislocated worker training services completion rate	--	35%		
Youth (Ages 14-18) Program - Core Indicators of Performance					
1. Attainment of basic skill, and, as appropriate, work readiness or occupational skills	Youth training services completion rate	--	** 65%		
2. Attainment of secondary school diplomas or their recognized equivalents	Youth secondary school diploma/GED completion rate	2.01%	20.0%		
3. Placement and retention in post-secondary education, training, military service, employment or apprenticeships	Youth entered rates for education, training, military service, employment or apprenticeships	N/A	N/A		
	Youth follow-up rates for education, training, military service, employment or apprenticeships	--	** 5.0%		

STRATEGIC FIVE-YEAR STATE WORKFORCE INVESTMENT PLAN
(continued)
PERFORMANCE MANAGEMENT

Based on Negotiations as of 6-25-99

Performance Measures	Corresponding Performance Indicators	PY-1997 Performance	Performance Goals Out-Years		
			1	2	3

Youth (Ages 19-21) Program - Core Indicators of Performance					
1. Entry into unsubsidized employment	Youth entered employment rate	64.63%	65.63%		
2. Retention in unsubsidized employment 6 months after entry	Youth follow-up employment rate and/or quarterly wage record	80.97%	75.0%		
3. Earnings received in unsubsidized employment 6 months after entry	Youth average weekly earnings at follow-up	\$3,835	\$3,452		
4. Attainment of a recognized credential related to achievement of educational/occupational skills	Youth training services completion rate	--	** 15.0%		
Participant Customer Satisfaction - Core Indicator of Performance					
1. Participant Satisfaction	Job Seeker (training services) Survey	--	** 68.4%		
Employer Customer Satisfaction - Core Indicator of Performance					
1. Employer Satisfaction	Employer Survey	--	** 60%		
<i>Additional State Measures</i>					

* Baseline data calculated per specification provided on 6/2/99 produced anomalous results that were significantly inconsistent with historic outcomes for these indicators that used similar methodology. Consequently negotiated goals reflect adjustment to correspond better with prior results while projecting performance improvement.

**No direct baseline performance data is available for these goals. Consequently they were negotiated based on best estimates from past experience with similar indicators, characteristics of the respective targeted populations, and estimates within the region.

*** The earnings replacement goal for dislocated workers has not been finally agreed upon. This goal will be re-examined and re-negotiated as necessary after mutually acceptable baseline performance data can be produced.

PENNSYLVANIA

Attachment E (2) - Performance Indicators by Participant Group

APPLICABLE PROGRAM GROUP	MEASURE	INDICATOR	PRIOR YEAR PERFORMANCE	PERFORMANCE GOALS		
				YEAR 1	YEAR 2	YEAR 3
ADULT	Entered Employment Rate (<i>Entry into Unsubsidized Employment Rate</i>) Section 136(b)(2)(A)(i)(I)					
	Average Earnings Change in Six Months (<i>Earnings Received in Unsubsidized Employment 6 Months After Entry into Employment</i>) Section 136(b)(2)(A)(i)(III)					
	Six Month Retention Rate (<i>Retention in unsubsidized employment six months after entry into employment</i>) Section 136(b)(2)(A)(i)(III)					
	Educational Credential/Occupational Skills Credential Rate (Training Services ONLY) Section 136(b)(2)(A)(i)(IV)					
DISLOCATED WORKERS	Entered Employment Rate (<i>Entry into Unsubsidized Employment Rate</i>) Section 136(b)(2)(A)(i)(I)					
	Average Earnings Change in 6 Months (<i>Earning Received in Unsubsidized Employment 6 Months After Entry into Employment</i>) Section 136(b)(2)(A)(i)(III)					
	Six Month Retention Rate (<i>Retention in unsubsidized employment six months after entry into employment</i>) Section 136(b)(2)(A)(i)(III)					
	Educational Credential/Occupational Skills Credential Rate (Training Services ONLY) Section 136(b)(2)(A)(i)(IV)					

Attachment E (2) - Performance Indicators by Participant Group (continued)

YOUTH AGES 19 TO 22	Entered Employment Rate (Entry into Unsubsidized Employment Rate) Section 136(b)(2)(A)(i)(I)					
	Average Earnings Change in 6 Months (Earning Received in Unsubsidized Employment 6 Months After Entry Into Employment) Section 136(b)(2)(A)(i)(III)					
	Six Month Retention Rate (Retention in unsubsidized employment six months after entry into employment) Section 136(b)(2)(A)(i)(II)					
	Educational Credential/Occupational Skills Credential Rate (Training Services ONLY) Section 136(b)(2)(A)(i)(IV)					
YOUTH AGES 14 TO 18	Skilled Attainment Rate (Attainment of basic skills and, as appropriate, work readiness or occupational skills) Section 136(b)(2)(A)(iii)(I)					
	Diplomas and Equivalent Attainment Rate (Attainment of secondary school diplomas and their recognized equivalents) Section 136(b)(2)(A)(ii)(II)					
	Placement Rate (Placement and retention in postsecondary education or advanced training or placement and retention in military service, employment or qualified apprenticeships) Section 136(b)(2)(A)(ii)(III)					
PARTICIPANT	Customer Satisfaction (Customer satisfaction of employers and participants with services received from the workforce investment activities.) Section 136(b)(2)(B)					
EMPLOYER	Customer Satisfaction (Customer satisfaction of employers and participants with services received from the workforce investment activities.) Section 136(b)(2)(B)					