

# PIRL Reporting Online Resource

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## Introduction

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Welcome to the PIRL Reporting Online Resource (Resource), which is designed to support grantees in successfully understanding, preparing, and submitting the U.S. Department of Labor (DOL) Employment and Training Administration's (ETA) [Participant Individual Record Layout](#) (PIRL) reports. The PIRL provides a framework to help the public workforce development system meet federal reporting requirements while ensuring consistency and comparability across grantees and programs.

This Resource leverages existing ETA reporting guidance and technical assistance tools. It is designed for both novices and more experienced grantee data and performance specialists. ETA has organized this Resource to introduce less experienced staff to the concepts and specifics of reporting, but with easily identifiable sections allowing experienced staff to quickly navigate to specific information as needed.

## What is included in this Resource?

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The PIRL Reporting Online Resource focuses on the programs included in the DOL-only PIRL ([ETA-9172](#)). These include DOL programs authorized in the Workforce Innovation and Opportunity Act (WIOA) as well as other employment and training programs administered by DOL:

- Wagner-Peyser Act Employment Service
- WIOA Adult
- WIOA Dislocated Worker
- WIOA Youth
- National Dislocated Worker Grants (DWG)
- Trade Adjustment Assistance (TAA)
- National Farmworker Jobs Program (NFJP)
- Indian and Native American Program (INAP)
- Reentry Employment Opportunities (Adult)
- Reentry Employment Opportunities (Youth)
- YouthBuild
- Jobs for Veterans State Grants (JVSG)
- H-1B Job Training Grants
- Job Corps
- Senior Community Service Employment Program (SCSEP)

## What is not included?

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This Resource does not cover data and reporting for WIOA Titles II (Adult Education and Family Literacy Programs) and IV (Vocational Rehabilitation Services). Information on reporting for those programs can be found through the [U.S. Department of Education \(ED\) Office of Career, Technical, and Adult Education](#) and [Rehabilitation Services Administration](#).

## What is the public workforce development system?

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The public workforce development system provides resources, services, and tools to support individuals and businesses in developing and maintaining a workforce to support a thriving economy throughout the nation. The public workforce development system was reaffirmed when WIOA was signed into law on July 22, 2014. WIOA is designed to help job seekers access employment, education, training, and supportive services to succeed in the labor market and to match employers with the skilled workers they need to compete in the global economy.

WIOA integrates workforce development services by bringing together the following “core” programs for planning, service delivery, and performance reporting:

- Employment and training services for Adults, Dislocated Workers, and Youth (Title I) administered by DOL;
- Adult Education and Family Literacy Act programs (Title II) administered by ED;
- Wagner-Peyser Act Employment Services (Title III) administered by DOL; and
- Vocational Rehabilitation Services programs that assist eligible individuals with disabilities in obtaining employment (Title IV) administered by ED.

WIOA also authorizes “non-core” programs for specific vulnerable populations, including Job Corps, YouthBuild, the Indian and Native American Program, and the National Farmworker Jobs Program, as well as evaluation and multistate projects administered by DOL and other programs administered by ED and the U.S. Department of Health and Human Services.

Another portion of the public workforce development system is made up of key programs authorized outside of WIOA. These include the following:

- The Trade Adjustment Assistance program authorized by the Trade Adjustment Assistance Reauthorization Act of 2015;
- The H-1B Job Training Grants; and
- The Senior Community Service Employment Program, a community service and work-based job training program for older Americans authorized by the Older Americans Act.

Another key element of the public workforce development system is the Monitor Advocate System, which was implemented under the authority of the Wagner-Peyser Act to ensure migrant and seasonal farmworkers (MSFW) receive services that are qualitatively equivalent and quantitatively proportionate to the services provided to all other job seekers.

The following provides an introduction to each of the ETA workforce development programs addressed in this Resource.

### ***Wagner-Peyser Act Employment Service***

The Wagner-Peyser Act Employment Service provides universal access to all workers, job seekers, and businesses. The program focuses on providing a variety of employment-related services, including but not limited to: job search assistance, job referral, and placement assistance for job seekers, re-employment services to unemployment insurance claimants, and recruitment services to employers with job openings. Services are provided in one of three modes of delivery approaches: self and information-only service, basic career service, and individualized career service.

### ***WIOA Adult***

The WIOA Adult program helps prepare adult job seekers, particularly those with low incomes or low skill levels, for good jobs by providing basic career services, individualized career services, and training services—tailored to most effectively meet individual needs. The program is also designed to assist employer customers in meeting their needs for skilled workers.

### ***WIOA Dislocated Worker***

The WIOA Dislocated Worker program funds services to support the reemployment of laid-off workers, especially those impacted by plant closings, mass layoffs, or job losses due to natural disasters or military base realignment and closures. The program allows for grantees to reserve up to 25 percent of their Dislocated Worker funds for Rapid Response activities designed to avert a layoff or closure or minimize its impact by helping workers get back into good jobs quickly.

### ***WIOA Youth***

The WIOA Youth program provides employment and education services to eligible in-school youth, ages 14 to 21, and eligible out-of-school youth, ages 16 to 24, who face barriers to employment. The program focuses primarily on out-of-school youth, serving high school dropouts, foster youth, homeless youth, offenders, youth with disabilities, youth with low literacy rates, as well as others who may require additional assistance to complete an educational program and acquire an industry-recognized credential or enter employment.

### ***National Dislocated Worker Grants***

National Dislocated Worker Grants (DWG) are discretionary grants awarded by the Secretary of Labor, under Section 170 of WIOA. DWGs provide resources to states and other eligible applicants to respond to large, unexpected layoff events causing significant job losses. This funding is intended to temporarily expand capacity to serve dislocated workers, including military service members, and meet the increased demand for WIOA employment and training services in order to reemploy laid off workers and enhance their employability and earnings. Disaster DWGs provide funding to create temporary employment opportunities to assist with clean-up and recovery efforts when an area impacted by disaster is declared eligible for public assistance.

### ***Trade Adjustment Assistance***

The Trade Adjustment Assistance (TAA) Program provides federal assistance to workers who are adversely affected by foreign trade. TAA includes resources and opportunities to obtain the skills, credentials, and support necessary for successful reemployment in today's economy. Any member of a worker group certified by DOL as trade-affected is potentially eligible to receive TAA Program benefits and services such as employment and case management, training, income support in the form of Trade Readjustment Allowances (TRA), job search allowances, relocation allowances, and a Health Coverage Tax Credit (HCTC). The Reemployment TAA (RTAA) benefit is also available and provides wage supplements for eligible reemployed workers, age 50 and over, whose reemployment resulted in lower wages than those earned in their trade-affected employment.

### ***National Farmworker Jobs Program***

The National Farmworker Jobs Program (NFJP) provides career services, training services, housing assistance services, youth services, and related assistance services to low-income migrant and seasonal farmworkers (MSFWs), including MSFW youth, and their dependents. The purpose of the program is to counter the chronic unemployment and underemployment experienced by farmworkers who depend primarily on jobs in agricultural labor performed across the country. NFJP grantees partner with American Job Centers and State Monitor Advocates to support a comprehensive system that seamlessly provides integrated services that are accessible to farmworkers and their families.

### ***Indian and Native American Program***

The Indian and Native American Program (INAP) provides employment and training grants to Indian Tribes, nonprofit tribal organizations, Alaska Native entities, and Native Hawaiian organizations. These grants fund comprehensive employment and training services designed to increase participants' ability to compete in the new global economy and to promote the economic and social development of Indian, Alaska Native, and Native Hawaiian communities.

### ***Reentry Employment Opportunities - Adult***

The Reentry Employment Opportunities - Adult program helps offenders released from correctional facilities find employment and receive job training. The program focuses on pre- and post-release services, which include career exploration through work experience and internships, pre-employment, basic skills training, high school diploma equivalency preparation, mentoring, and case management.

### ***Reentry Employment Opportunities - Youth***

The Reentry Employment Opportunities - Youth program targets young adults up to the age of 24 who have been involved in the justice system. The program focuses on pre- and post-release services, such as case management, educational skills training, tutoring, mentoring, high school diploma equivalency preparation, credit retrieval, restorative justice opportunities, occupational skills training, work experience, summer jobs linked to academic and occupational learning, job placement, staff and leadership development activities, expungement of juvenile records, diversion from adjudication, follow-up, and other supportive services.

### ***YouthBuild***

YouthBuild is a community-based pre-apprenticeship program that provides job training and educational opportunities for at-risk youth ages 16 to 24 who have previously dropped out of high school. It weaves together community service, civic engagement, and significant support systems, such as a mentoring, follow-up education, employment, and personal counseling services. Youth learn vocational skills in construction, as well as in other in-demand industries, including health care, information technology, and hospitality. Participating youth provide community service through construction or rehabilitation of affordable housing for low-income or homeless families in their own neighborhoods. Youth split their time between the vocational training work site and the classroom, where they earn their high school diploma or equivalency degree, learn to be community leaders, and prepare for postsecondary training opportunities, including college, apprenticeships, and employment.

### ***Jobs for Veterans State Grants***

The Jobs for Veterans State Grants program funds dedicated staff who provide individualized career and training-related services to veterans and eligible persons with significant barriers to employment and to assist employers fill their workforce needs with job-seeking veterans.

### ***H-1B Job Training Grants***

H-1B Job Training Grants fund projects that provide training and related activities to workers to assist them in gaining the skills and competencies needed to obtain or upgrade employment in high-growth industries or economic sectors. These grants are supported by user fees paid by employers seeking high skilled foreign workers under the H-1B visa program. The goal of the training grants is to prepare Americans for high skill jobs, reducing the dependence on foreign labor. Funds are authorized by Section 414(c) of the American Competitiveness and Workforce Improvement Act of 1998 (ACWIA), as amended (29 USC 2916a).

### ***Job Corps***

Job Corps is a campus-based educational and career technical training program providing integrated, comprehensive services to at-risk youth ages 16 to 24. Services include academic, career technical, and life skills training; career planning and work-based learning; health care; post-program placement and transition support; and, in many cases, housing on site.

### ***Senior Community Service Employment Program***

The Senior Community Service Employment Program (SCSEP) is a community service and work-based job training program for older Americans. Authorized by the Older Americans Act, the program provides training for low-income, unemployed seniors. Participants also have access to employment assistance through American Job Centers. SCSEP participants gain work experience in a variety of community service activities at non-profit and public facilities, including schools, hospitals, day-care centers, and senior centers. This training serves as a bridge to unsubsidized employment opportunities for participants.

Together, these workforce development programs grow opportunities for American workers and businesses.

## What is performance? And why does it matter?

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The public workforce development system provides resources, services, and tools to support individuals and businesses in developing and maintaining a workforce to support a thriving economy throughout the nation. Given the critical importance of this system, its performance at the local, state, and federal levels is vitally important. Consistent, accurate performance reporting allows the workforce system to assess its effectiveness, make data-informed improvements, be accountable to taxpayers, and, ultimately, support vibrant communities, businesses, and families throughout the nation.

The public workforce development system evaluates performance in the following areas:

- Individual program participants' employment and earnings;
- Individual program participants' skill gains and credentials attained; and
- Effectiveness in serving employers.

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*Some reporting is required on "reportable individuals" who engage with the workforce development system on an initial level, but who do not complete the requirements to become participants. But only "program participants" are included in performance.*

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The enactment of WIOA, which governs a substantial portion of the public workforce development system, provided a historic opportunity to:

- Align performance-related definitions across the employment and training programs administered by DOL and ED;
- Streamline performance indicators;
- Integrate reporting; and
- Ensure comparable data collection and reporting across programs, while also implementing program-specific requirements related to data collection and reporting.

## What are performance indicators?

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### *Primary Indicators of Performance*

There are six primary indicators<sup>1</sup> of performance under WIOA: five that look at outcomes for job seekers and one that looks at outcomes of services to employers. The indicators for job seekers measure participants' employment, earnings, educational attainment and

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<sup>1</sup> "Indicator" and "measure" are used interchangeably in this Resource.

education/training progress. Four of those five job seeker indicators measure the outcomes of participants once they exit from a program, as follows:

1. The **Employment Rate – 2nd Quarter After Exit** indicator measures whether participants are employed at the second quarter after exit.<sup>2</sup>
2. The **Employment Rate – 4th Quarter After Exit** indicator measures whether participants are employed at the fourth quarter after exit.<sup>3</sup>
3. The **Median Earnings** indicator measures earnings of participants who are employed at the second quarter after exit.
4. The **Credential Attainment** indicator captures all recognized credentials that anyone enrolled in education or training earned during participation and up to one year after exit.
5. The fifth job seeker indicator tracks progress during participation and after exit. The **Measurable Skill Gains** indicator is unique in that it captures education/training progress during every program year that a participant is participating and enrolled in education or training.
6. The sixth indicator focuses on outcomes of services to employers. Grantees may choose two of three pilot approaches for **Effectiveness in Serving Employers**.

Accurate data tracking and reporting requires a good understanding of the components that make up each measure, including:

- What—What outcomes are being measured? What “counts” and what does not?
- Who—What population is being measured? For each indicator, which record is being counted and which is a successful outcome? What records are excluded?

Some participants who exit programs for specific reasons are excluded from the performance calculations for the six indicators:

- Incarcerated in a correctional institution
- Resident of an institution or facility providing 24-hour support
- Receiving medical treatment expected to last longer than 90 days that precludes entry into unsubsidized employment or continued participation in the program
- Deceased
- Member of the National Guard or other reserve military unit of the armed forces called to active duty for at least 90 days

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<sup>2</sup> This measure is different for the WIOA Youth program, as explained below.

<sup>3</sup> This measure is different for the WIOA Youth program, as explained below.

The following provides basic instructions for calculating each measure, consistent with Training and Employment Guidance Letter ([TEGL 10-16, Change 1](#)), including relevant [PIRL data element numbers](#) (XLSX). Where available, links are included to additional technical assistance resources.

- 1. A. Employment Rate – 2nd Quarter After Exit (non-Youth):** The percentage of participants who are in unsubsidized employment during the second quarter after exit from the program.

What is being measured? Here we are measuring the employment outcomes of Adult, Dislocated Worker, and Employment Service program exiters. Successful outcomes are all participants who exited during the reporting period who were employed in the 2nd quarter after program exit (PIRL 1602; code value #1, 2, or 3).

Youth program participants are excluded. There is a specific youth definition.

**B. Education and Employment Rate – 2nd Quarter After Exit (Youth-only):** The percentage of participants who are in unsubsidized employment or enrolled in training or education during the second quarter after exit from the program.

What is being measured? Here we are measuring the education and employment outcomes of Youth program exiters. Successful outcomes are all participants who exited during the reporting period from the Youth program who were employed in the 2nd quarter after program exit (PIRL 1602; code value #1, 2, or 3) or in training or education in the 2nd quarter after program exit (PIRL 1900; code value #1, 2, or 3).

For more information see the related [E-Learning Module](#).

- 2. A. Employment Rate – 4th Quarter After Exit (non-Youth):** The percentage of participants who are in unsubsidized employment during the fourth quarter after exit from the program.

What is being measured? Here we are again measuring the employment outcomes of Adult, Dislocated Worker, and Employment Service program exiters. This employment rate is measured for a later time period following exit from the program. Successful outcomes are all participants who exited during the reporting period who were employed in the 4th quarter after program exit (PIRL 1606; code value #1, 2, or 3).

Youth program participants are excluded. There is a specific youth definition.

**B. Education and Employment Rate – 4th Quarter After Exit (Youth-only):** The percentage of participants who are in unsubsidized employment or enrolled in training or education during the fourth quarter after exit from the program.

What is being measured? Here we are again measuring the education and employment outcomes of Youth program exiters. This education and employment rate is measured for a later time period following exit from the program. Successful outcomes are all participants who exited during the reporting period from the Youth program who were employed in the 4th quarter after program exit (PIRL 1606; code value #1, 2, or 3) or in training or education in the 4th quarter after program exit (PIRL 1901; code value #1, 2, or 3).

For more information see the related [E-Learning Module](#).

- 3. Median Earnings – 2nd Quarter After Exit:** The median earnings of participants who are in unsubsidized employment during the second quarter after exit from the program.

What is being measured? Here we are measuring the earnings of program exiters. Successful outcomes are all participants who exited during the reporting period with earnings.

The median is the number that is in the middle of the series of numbers, so that there is the same quantity of numbers above the median as there are below the median. The data for this calculation is drawn from PIRL 1704.

To calculate the median, wages (PIRL 1704) must first be ranked (sorted in ascending order). The median earnings value is the wage in the middle of the rank order list. If the list rank order of earnings contains an even number of values, sum the two middle values and divide by two. Whether there is an odd or even number of entries in the list of earnings values, there will be an equal number of records above and below the median value.

#### **Example of Calculation of Median Earnings**

If the series of values is 1, 2, 12, 22, 33, 43, 195, the median value is the number that is in the middle of the series of numbers, so that there is the same quantity of numbers above the median as there is below the median. In this example, the median value would be 22.

If there is an even number of values—such as 1, 2, 12, 22, 27, 33, 43, 195—the median value is the sum of the two middle values divided by two. In this case the median value would be  $(22 + 27) / 2 = 24.5$ .

For more information see the related [E-Learning Module](#).

- 4. Credential Attainment:** The percentage of those participants enrolled in an education or training program (excluding those in on-the-job training (OJT) and customized training) who attain a recognized postsecondary credential or a secondary school diploma, or its recognized equivalent, during participation in or within one year after exit from the program. A participant who has attained a secondary school diploma or its recognized equivalent is included in the percentage of participants who have attained a secondary school diploma or its recognized equivalent only if the participant also is employed or is enrolled in an education or training program leading to a recognized postsecondary credential within one year after exit from the program.

What is being measured? Here we are measuring the credentials that program participants in education or training have earned. Successful outcomes are participants in education or training who obtain a recognized postsecondary credential or a secondary school diploma, or its recognized equivalent, during the program or within one year after exit. A participant should only be included in the credential attainment

indicator once per period of participation. Participants who achieve multiple credentials should be reported based on the highest credential attained for that period of participation.

Participants in OJTs and customized training are excluded from this measure.

For more information see the related Resource Page and E-Learning Module:

- [Credential Attainment Resource Page](#)
- [Credential Attainment e-Learning Module](#)

- 5. Measurable Skill Gains:** The percentage of program participants who, during a program year, are in an education or training program that leads to a recognized postsecondary credential or employment and who are achieving measurable skill gains, defined as documented academic, technical, occupational, or other forms of progress, towards such a credential or employment. Depending on the type of education or training program, documented progress is defined as one of the following:
- a. Documented achievement of at least one educational functioning level of a participant who is receiving instruction below the postsecondary education level;
  - b. Documented attainment of a secondary school diploma or its recognized equivalent;
  - c. Secondary or postsecondary transcript or report card for a sufficient number of credit hours that shows a participant is meeting the state unit's academic standards;
  - d. Satisfactory or better progress report towards established milestones, such as completion of OJT or completion of one year of an apprenticeship program or similar milestones, from an employer or training provider who is providing training; or
  - e. Successful passage of an exam that is required for a particular occupation or progress in attaining technical or occupational skills as evidenced by trade-related benchmarks such as knowledge-based exams.

What is being measured? Here we are measuring the progress of program participants in training or education. Successful outcomes are: of the participants currently enrolled in an education or training program leading to a recognized postsecondary credential, the unique count of the most recent date on which participants achieved Measurable Skill Gains in the reporting period.

**Note:** Measurable Skill Gains calculation updated from TEGL 10-16, Change 1

Numerator: Of all the participants in the denominator, the unique count of the most recent date on which participants achieved a Measurable Skill Gains is in the reporting period, via one of the following:

- Educational Functioning Level (PIRL 1806) OR
- Secondary Completion (PIRL 1800-1805; code value #1 and date attained) OR
- Postsecondary Transcript/Report Card (PIRL 1807) OR
- Secondary Transcript/Report Card (PIRL 1808) OR
- Training Milestone (PIRL 1809) OR
- Skills Progression (PIRL 1810)

Denominator: All participants currently enrolled in an education or training program leading to a recognized postsecondary credential or employment as specified by the date enrolled (PIRL 1811) and date completed (PIRL 1813) fields, except those who exit for specified reasons listed in PIRL 923; code value #1, 2, 3, 4, 5, or 6.

For more information see the related E-Learning Modules:

- [Measurable Skill Gains e-Learning Module](#);
- [Measure Skill Gains – Gain Types e-Learning Module](#)

**6. Effectiveness in Serving Employers:** This indicator is a new approach for measuring performance under WIOA. The six WIOA core programs administered by DOL and ED have implemented a pilot program during which grantees must select two of three approaches to report data that the Departments will use to assess a permanent indicator.

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

Grantees may also voluntarily develop an additional grantee-specific approach. The Departments will evaluate grantee experiences with the various approaches and plan to identify a standardized indicator.

The following ETA programs track Effectiveness in Serving Employers using only Approach 1:

- National Dislocated Worker Grants (DWG)
- National Farmworker Jobs Program (NFJP)
- Indian and Native American Program (INAP)
- Reentry Employment Opportunities (Adult and Youth)
- YouthBuild
- Jobs for Veterans State Grants (JVSG)
- H-1B Job Training Grants
- Job Corps

For more information see the related [Resource Page](#).

### ***Program-Specific Performance Requirements***

In addition to the six primary indicators of performance, specific performance measures apply to designated programs reflecting the unique characteristics of those programs.

**National Dislocated Worker Grants (DWG):** The performance reporting requirements for DWG grantees are closely aligned with the performance reporting requirements for DOL-administered WIOA core programs, including the WIOA Title I Dislocated Worker program. [TEGL 14-18, Attachment 6](#) (PDF) describes that alignment and provides instructions specific to the DWG program. Additionally, the [DWG Performance Reporting Reference Guide](#) is designed to provide DWG grantees with resources and information related to Quarterly Performance Reporting. This guide highlights essential areas of performance accountability and reporting requirements for all DWG grantees.

**Trade Adjustment Assistance (TAA):** Under section 239(j) of the Trade Adjustment Assistance Reauthorization Act of 2015, there are five primary indicators of performance for TAA participants. Together, these indicators align with five of the WIOA primary indicators of performance. TAA does not have an indicator that is analogous to the WIOA effectiveness in serving employers indicator. [TEGL 14-18, Attachment 10](#) (PDF) describes the TAA program's performance accountability measures alongside the WIOA measures and highlights areas where TAA differs from the shared DOL performance guidance.

**National Farmworker Jobs Program (NFJP):** WIOA section 167(c)(3) requires NFJP grantees providing career services and training to use the primary indicators of performance described in WIOA section 116(b)(2)(A) for the purposes of both reporting and reaching agreement on adjusted levels of performance. [TEGL 14-18, Attachment 7](#) (PDF) describes the NFJP's performance accountability measures alongside the WIOA measures and highlights areas

where NFJP career services and training measures and NFJP housing measures differ from the shared DOL performance guidance.

**Indian and Native American Program (INA):** WIOA section 166(h)(1)(A) states that the Secretary of Labor, in consultation with Native American Employment and Training Council (NAETC), shall develop a set of performance indicators and standards in addition to the primary indicators of performance described in WIOA section 116(b)(2)(A). [TEGL 14-18, Attachment 2](#) (PDF) describes the INA program's performance accountability measures alongside the WIOA measures and highlights areas where the INA program differs from the shared DOL performance guidance.

**Reentry Employment Opportunities (Adult and Youth):** Reentry Employment Opportunities (REO) grants with a start date of July 1, 2017, and later are required to align with WIOA and to track and report on the six WIOA primary indicators of performance, as set forth in WIOA section 116(b)(2). [TEGL 14-18, Attachment 8](#) (PDF) describes the REO program's performance accountability measures alongside the WIOA measures and highlights areas where REO differs from the shared DOL performance guidance.

**YouthBuild:** WIOA section 171(f) requires the Secretary of Labor to annually establish expected levels of performance for YouthBuild programs relating to each of the primary indicators of performance for eligible youth activities described in WIOA section 116(b)(2)(A)(ii). [TEGL 14-18, Attachment 11](#) (PDF) describes YouthBuild's performance accountability measures alongside the WIOA measures and highlights areas where YouthBuild differs from the shared DOL performance guidance.

**Jobs for Veterans State Grants (JVSG):** The Veterans' Employment and Training Service (VETS) is statutorily required to establish and implement a comprehensive performance accountability system to measure the performance of employment service delivery systems, including the Disabled Veterans' Outreach Program (DVOP) specialists and Local Veterans' Employment Representatives (LVERs) providing employment, and placement services. This performance accountability system must be consistent with state performance accountability measures applicable under WIOA section 116(b). [TEGL 14-18, Attachment 4](#) (PDF) describes JVSG's performance accountability measures alongside the WIOA measures and highlights areas where JVSG differs from the shared DOL performance guidance.

**H-1B Job Training Grants:** The H-1B grants program is statutorily required to report on the employment outcomes attained by workers receiving training under these grants by using indicators of performance that are consistent with other indicators used for employment and training programs. [TEGL 14-18, Attachment 1](#) (PDF) describes the H-1B program's performance accountability measures alongside the WIOA measures and highlights areas where the H-1B grants program differs from the shared DOL performance guidance.

[Specific performance reporting resources for H-1B grantees](#) are available.

**Job Corps:** WIOA section 159(c) requires the Secretary of Labor to establish expected levels of performance for Job Corps centers, the Job Corps program, and Job Corps Career Transition Service (CTS) providers relating to each of the primary indicators of performance for eligible youth described in WIOA section 116(b)(2)(A)(ii), and to report on the performance of the centers, the program, and CTS providers in comparison to those expected levels of

performance. [TEGL 14-18, Attachment 3](#) (PDF) describes the Job Corps program's performance accountability measures alongside the WIOA measures and also highlights areas where the Job Corps program differs from the shared DOL performance guidance.

**Senior Community Service Employment Program (SCSEP):** The SCSEP Final Rule and section 513 of the Older Americans Act Reauthorization Act of 2016 (42 U.S.C. 3056k, as amended by P.L. 114-144) identifies the performance measures for SCSEP. [TEGL 14-18, Attachment 9](#) (PDF) outlines the measures and provides additional information.

## Who is included in performance accountability?

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In order to accurately collect and report workforce system performance data, it is essential to distinguish who is—and who is not—included in ETA's performance reporting requirements. For purposes of these programs, performance accountability only includes “program participants.” However, ETA does require some reporting on “reportable individuals” who engage with the workforce system on an initial level but who do not complete the requirements to become participants.

So, when does someone seeking or using services become a “program participant?” And who are considered “reportable individuals?”

Answers vary across programs and are summarized below. For further detail, see the joint guidance the Departments of Labor and Education issued on WIOA performance accountability ([TEGL 10-16, Change 1](#)) and DOL's additional guidance specific to DOL-funded workforce development programs ([TEGL 14-18](#)).

### *Reportable individuals (PIRL 1002 and 1007)*

Note that for the purposes of reporting, “reportable individuals” and “participants” are treated as separate categories, but according to the definitions established in 20 CFR 677.155, “participants” are actually a subset of “reportable individuals” who received services other than self-service or information-only services or activities.

“Reportable individuals” are those who have taken some action demonstrating an intent to use workforce development program services and who meet specific reporting criteria, including:

- Individuals who provide identifying information;
- Individuals who only use the self-service system; or
- Individuals who only receive information-only services or activities.

This section walks through the basics on “reportable individuals,” but you can find out even more through the following resources:

- [Reportable Individual Resource Page](#)
- [Understanding Reportable Individuals and Participants for Performance: A Guide to Reporting Services on Workforce GPS](#)
- [Reportable Individuals Scenario Tool](#)

(Note that these resources focus on WIOA Adult, WIOA Dislocated Worker, Wagner-Peyser, and Dislocated Worker Grant programs.)

### ***Self-service***

“Self-service” (PIRL 1101) occurs when individuals independently access any workforce development system program's information and activities in either a physical location, such as a One-Stop center resource room or partner agency, or remotely via the use of electronic technologies. Self-service does not uniformly apply to all virtually accessed services. For example, virtually accessed services that provide a level of support beyond independent job or information seeking on the part of an individual (such as skill assessments or staff-assisted job search assistance) would not qualify as self-service.

### ***Information-only Services or Activities***

“Information-only” services (PIRL 1103) or activities (PIRL 1100) are those that provide readily available information that does not require an assessment by a staff member of the individual's skills, education, or career objectives. Unlike self-service, information-only services may involve some level of staff assistance.

### ***Reporting***

ETA does not include reportable individuals in the primary indicators of performance, and therefore does not negotiate levels of performance or impose sanctions based on the outcomes of reportable individuals (for those programs that conduct negotiations and/or are subject to sanctions). However, ETA does require inclusion of certain information in performance reports submitted to ETA. For example, ETA collects the ***number and demographics of individuals*** taking part in self-services, receiving information-only services or activities, or failing to complete the program requirements for eligibility or participation. Collecting such information allows ETA to identify the number of individuals who engage with the system on an initial level—potentially benefiting from the workforce development system even if they do not become “participants.”

### ***Programs WITH Reportable Individuals***

The “reportable individual” category applies to the following programs:

- Wagner-Peyser Act Employment Service
- WIOA Adult
- WIOA Dislocated Worker
- WIOA Youth
- National Dislocated Worker Grants (DWG)

- National Farmworker Jobs Program (NFJP)
- Indian and Native American Program (INAP)
- Job Corps

For NFJP and Job Corps, differences in program design require additional clarification regarding how this definition fits these programs:

- NFJP: “Reportable individual” is an individual who receives only related assistance services that do not require significant involvement of grantee staff time; and do not require a career assessment by grantee staff of an individual’s skills, education, or career objectives (including all emergency assistance services). Any individual receiving only emergency services is counted as a reportable individual.
- Job Corps: “Reportable individual” is an individual who has submitted a completed application to the Job Corps program.

### ***Programs WITHOUT Reportable Individuals***

Due to the nature of their program design, the “reportable individual” category does not apply to the following programs:

- Trade Adjustment Assistance (TAA)
- Reentry Employment Opportunities (Adult and Youth)
- YouthBuild
- Jobs for Veterans State Grants (JVSG)
- H-1B Job Training Grants
- Senior Community Service Employment Program (SCSEP)

## **Participants**

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A “participant” is an individual who:

- Has taken some action demonstrating an intent to use workforce development program services, including providing identifying information;
- Has satisfied all applicable programmatic requirements for the provision of services; and
- Has received services other than self-service or information-only services.

This section walks through the basics on “participants,” but you can find out even more through the following resources:

- [Understanding Reportable Individuals and Participants for Performance](#)
- [Participant Level Services Chart](#)

(Note that these resources focus on WIOA Adult, WIOA Dislocated Worker, Wagner-Peyser, and Dislocated Worker Grant programs.)

The “applicable programmatic requirements for the provision of services” vary by program, as summarized below. Access the entire section below or select your program name to be taken directly to that section:

- [WIOA Adult, WIOA Dislocated Worker, and Wagner-Peyser Act Employment Service](#)
- [WIOA Youth](#)
- [National Dislocated Worker Grants \(DWG\)](#)
- [Trade Adjustment Assistance \(TAA\)](#)
- [National Farmworker Jobs Program \(NFJP\)](#)
- [Indian and Native American Program \(INAP\)](#)
- [Reentry Employment Opportunities \(Adult and Youth\)](#)
- [YouthBuild](#)
- [Jobs for Veterans State Grants \(JVSG\)](#)
- [H-1B Job Training Grants](#)
- [Job Corps](#)
- [Senior Community Service Employment Program \(SCSEP\)](#)

### ***WIOA Adult, WIOA Dislocated Worker, and Wagner-Peyser Act Employment Service***

For the WIOA Adult, WIOA Dislocated Worker, and Wagner-Peyser Act Employment Service programs, “participants” are reportable individuals who received services beyond self-service or information-only services, after satisfying all applicable programmatic requirements for the provision of services, such as eligibility determination.

A reportable individual becomes a participant upon receiving any training services or individualized career services. For basic career services, a reportable individual becomes a participant when he or she receives a service that is neither self-service nor information-only. The [Participant Level Services Chart](#) identifies whether each type of service triggers inclusion in participation for the WIOA Adult, WIOA Dislocated Worker, and Wagner-Peyser Act Employment Service programs.

### ***WIOA Youth***

For the WIOA Youth program, “participants” are reportable individuals who have satisfied all applicable program requirements for the provision of services (including eligibility determination, an objective assessment, and development of an individual service strategy) and received one or more of the 14 WIOA Youth program elements identified in Section 129(c)(2) of WIOA.

[TEGL 10-16, Change 1](#), Attachment 7, Table B and [TEGL 21-16](#) identify whether each possible type of service triggers participation for the WIOA Youth program.

### ***National Dislocated Worker Grants (DWG)***

The DWG program’s definition of “participant” is largely consistent with the definition of “participant” for the WIOA Adult and Dislocated Worker programs. [TEGL 14-18](#), Appendix III, Table B provides a list of the types of services a DWG participant may receive. This table also identifies those services as basic career services, individualized career services, training, or Disaster Relief Employment (DRE); and states whether each type of service triggers inclusion in participation for the DWG program.

### ***Trade Adjustment Assistance (TAA)***

The TAA program defines a “participant” as an individual who has received benefits or services funded by the TAA program, after satisfying all applicable programmatic requirements for the provision of services, such as an eligibility determination. Trade Readjustment Allowances (TRA), Alternative Trade Adjustment Assistance (ATAA), and Reemployment Trade Adjustment Assistance (RTAA) are TAA-funded services that trigger participation.

[TEGL 14-18](#), Appendix III, Table D provides a list of the types of services a TAA participant may receive; identifies those services as basic career services, individualized career services, or training; and states whether each type of service triggers inclusion in participation for the TAA program.

### ***National Farmworker Jobs Program (NFJP)***

An NFJP “participant” is anyone who completes the following: eligibility determination, career assessment, and receipt of at least one of the five program elements (e.g., career services, training services, housing services, youth services, and/or certain related assistance services). The “certain related assistance activities” that trigger inclusion in participation are those that require significant involvement of grantee staff and are directly related to education, training, career, and/or employment outcomes. These activities may include, but are not limited to:

- School dropout prevention and recovery activities;
- Self-employment and related business or micro-enterprise development or education; and
- Occupational career and technical education.

[TEGL 14-18](#), Appendix III, Table C provides a list of the types of services an NFJP participant may receive. This table also identifies those services as basic career services, individualized career services, or training; and states whether each type of service triggers inclusion in participation for the NFJP program.

### ***Indian and Native American Program (INAP)***

For the INAP, [TEGL 14-18](#), Appendix III, Table A provides a list of the types of services an INAP participant may receive; identifies those services as basic career services, individualized career services, or training; and states whether each type of service triggers inclusion in participation for the INAP.

### ***Reentry Employment Opportunities (Adult and Youth)***

The Reentry Employment Opportunities (REO) program defines a “participant” as an individual who has satisfied all applicable program requirements for the provision of services, including eligibility determination and entering into a “core” service. REO defines what qualifies as a “core” service through technical assistance to grantees. [TEGL 14-18](#), Attachment 8 provides further detail on REO program performance.

### ***YouthBuild***

The YouthBuild program defines a “participant” as an individual who has received at least one core YouthBuild service after satisfying all applicable programmatic requirements for the provision of services, such as eligibility determination. [TEGL 14-18](#), Attachment 11 provides further detail on YouthBuild program performance.

### ***Jobs for Veterans State Grants (JVSG)***

The JVSG program defines a “participant” as an individual who has received a JVSG-funded service in WIOA from a Disabled Veteran Outreach Program (DVOP) specialist, after satisfying all applicable programmatic requirements for the provision of services, such as an eligibility determination. [TEGL 14-18](#), Attachment 4 provides further detail on JVSG program performance.

### ***H-1B Job Training Grants***

The H-1B Job Training Grants program defines a “participant” as an individual who receives an H-1B grant-funded service beyond a determination of eligibility. [TEGL 14-18](#), Attachment 1, Table A provides a list of H-1B training types, applicable PIRL data element number(s), and associated PIRL data element code values.

### ***Job Corps***

The Job Corps program defines a “participant” as an individual who meets the Job Corps eligibility criteria, has been accepted and enrolled into the program, and has demonstrated a commitment to the program by either completing the Career Preparation Program or remaining enrolled in Job Corps for at least 60 calendar days. “Participant” includes graduates, enrollees and former enrollees who have completed their career preparation period, as well as all enrollees and former enrollees who have remained in the program for at least 60 days. [TEGL 14-18](#), Attachment 3 provides further detail on Job Corps program performance.

### ***Senior Community Service Employment Program (SCSEP)***

SCSEP defines a “participant” as an individual who is determined to be eligible for the program, is given a community service assignment, and is receiving any service funded by the program as described in 20 CFR 641 Subpart E. [TEGL 14-18](#), Attachment 9 provides further detail on SCSEP program performance.

### **What is exit?**

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Exit from a program generally occurs when a participant has not received services for 90 days and there are no plans for future services. The date of exit is applied retroactively to the last date of service.

Future services do not include self-service or information-only services or activities, scheduled or potential “follow-up” services, or services that the participant may eventually engage in such as additional benefits under the TAA program. States and local areas must establish policies that define the appropriate circumstances for delivering follow-up services to participants, and what services constitute follow-up. Check your state and local policies for more information.

#### **What is a Future Service?**

Future services may include resuming training after a break between semesters or terms for participants attending training at an Eligible Training Provider (ETP).

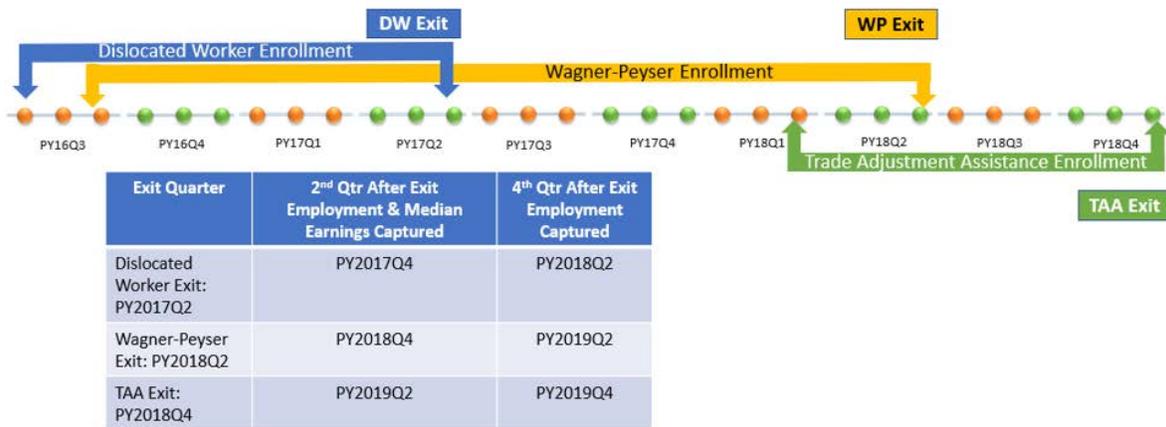
Future services should be part of a participant’s Individual Employment Plan (IEP) or similar assessment, and should be documented in the case management system in accordance with state and local policy.

Future services are not placeholders or “to be determined” services.

## What is common exit?

A single individual may be a participant in more than one workforce development program and, depending upon the state’s policy on common exit, may have one or multiple exit dates. Without a common exit policy, if an individual is a participant in two separate programs and exits one program in one quarter and the other program in the following quarter, that individual would have two different sets of outcomes, which could look different for each of those exits.

Participation Episodes for Co-Enrolled Individual WITHOUT Common Exit



A “common exit” occurs when a participant, enrolled in multiple DOL-funded programs, has not received services from any program under the state’s common exit policy for at least 90 days and has no future services planned. This approach ensures that an individual who was a participant in multiple programs will have one set of reported outcomes. This also ensures that an individual does not show up in the denominator for a performance indicator for one program while still receiving services from another program.

### Single Participation Episode for Co-Enrolled Individual WITH Common Exit



ETA encourages states to use a “common exit” for DOL-funded programs and envisions full implementation of a common exit across the DOL-funded programs within each state. States design their own common exit policy and implementation strategy.

States are required to identify the programs included in their common exit policy in their WIOA State Plans. Additionally, all grantees must identify in the Program Performance Report Template ([ETA-9173](#)) the programs that share a common exit with the program being reported.

For further detail, see the joint guidance the Departments of Labor and Education issued on WIOA performance accountability ([TEGL 10-16, Change 1](#)) and DOL’s additional guidance specific to DOL-funded workforce development programs ([TEGL 14-18](#)).

## Co-enrollment

States may “co-enroll” individuals in two or more workforce development programs. This allows an individual to benefit from the resources and supports of more than one program. Ultimately, an individual who is co-enrolled in multiple programs would be counted in the outcomes for each of those programs.

For reporting purposes, a single PIRL record in an uploaded file may be used to indicate enrollment in multiple programs (e.g., Adult (PIRL 903=1,2,3) and Dislocated Worker (PIRL 904=1,2,3)). Program participation is indicated in the PIRL in a variety of ways, which depend on the program and may include: a simple code value (such as in PIRL 903 above); a grant number; or a date. This is based on the definitions of the elements used to indicate participation, which can be found in the table below. If common exit applies, the co-enrolled individual would have a single set of consistent outcomes.

**Co-enrollment by Program**

Program Name	Element Number	Element Name	Criteria
Wagner-Peyser	918	Wagner-Peyser Employment Service (WIOA)	Equals 1
WIOA Adult	903	Adult (WIOA)	Equals 1, 2, or 3
WIOA Dislocated Worker	904 OR 909	Dislocated Worker (WIOA) OR Rapid Response (Additional Assistance)	Equals 1, 2, or 3
WIOA Youth	905	Youth (WIOA)	Equals 1, 2, or 3
National Dislocated Worker Grants (DWG)	932	National Dislocated Worker Grants (DWG)	Equals 1
Trade Adjustment Assistance (TAA)	925	Date of First TAA Benefit or Service	IS NOT NULL
National Farmworker Jobs Program (NFJP)	941	National Farmworker Jobs Program	Equals 1
Indian and Native American Program (INAP)	913	Indian And Native American Programs	Equals 1
Reentry Employment Opportunities (REO) (Adult)	936	Reintegration of ExOffenders (Adult)	IS NOT NULL
Reentry Employment Opportunities (REO) (Youth)	937	Reintegration of ExOffenders (Youth)	IS NOT NULL
YouthBuild	919	YouthBuild (WIOA)	IS NOT NULL
Jobs for Veterans State Grants (JVSG)	914	Veterans Programs	Equals 1 or 2
H-1B Job Training Grants	938	H-1B	IS NOT NULL
Job Corps	911	Job Corps (WIOA)	Equals 1

**Co-enrollment across WIOA Titles**

In addition to co-enrollment across DOL-funded programs, co-enrollment is also encouraged with partner programs (e.g., WIOA Title II, WIOA Title IV). Keep in mind that, as with co-enrollment across DOL-funded programs, co-enrollment across partner programs should be reported in the PIRL.

For further information, see:

- [WIOA Co-enrollment Cohort—Lessons Learned](#)
- [TAA Co-enrollment Fact Sheets](#) (PDF)
- [PIRL TAA Records Overview](#) (PDF)

## How are performance targets set?

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For the WIOA core programs, states must negotiate performance targets for each of the primary indicators of performance with DOL (WIOA Section 116(b)(3)). Performance reporting plays a major role in the setting and adjusting of performance targets, as well as in determining success or failure relative to those targets. For further information on setting performance targets for WIOA programs, see 20 CFR 677.170.

Other workforce development programs may also require negotiation of performance targets. For further information on performance accountability for additional DOL-funded workforce development programs, see the program-specific attachments in [TEGL 14-18](#).

## What is data quality?

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Data quality is a universal term that covers a wide spectrum of data-related components. High quality data is timely, standard, consistent, and accurate. Without high quality data, it is not possible to determine whether, or how well, the workforce development system is serving employers, jobseekers, and the community at large. High quality data is the first step necessary to producing meaningful and reliable reports, outcomes, and targets; and, ultimately, establishing accountability. If the basic data is flawed, then all subsequent analysis and applications of that data will be unreliable.

ETA supports high quality data through the following:

- The Workforce Integrated Performance System ([WIPS](#)): A system through which states submit the PIRL, which verifies that PIRL files are fulfilling requirements for format and type of value (e.g., 8-digit date of birth, 2-character state abbreviation, 8-digit occupational code) as well as validating logical relationships between PIRL elements. WIPS performs edit checks and aggregates the data to produce logically consistent quarterly and annual performance reports. Non-compliant PIRL files are rejected by the system, requiring states to address errors before certifying their reports.
- Federal and grantee data validation: Data monitoring to ensure compliance with programmatic requirements including eligibility, service delivery, fund expenditure, and documentation. See below for more details.
- Regular data analysis conducted each quarter to identify national, regional, and program trends and issues, as well as specific analysis to support technical assistance.

There are many resources available on Workforce GPS that can help build a deeper understanding of data quality, including the following:

- [Guide to State and Local Workforce Data](#)
- [Peer Learning Group on Performance Reporting](#)
- [Workforce Data Quality Campaign Resources and Events](#)

## What is data validation?

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Falling under the more general category of data quality, data validation is a series of internal controls or quality assurance techniques established to verify the accuracy, validity, and reliability of data. Establishing a consistent data validation framework will ensure that all program data are consistent and accurately reflect the performance of each program.

While grantees must utilize a data validation strategy, they have discretion as to the specific design, implementation, and periodic evaluation of that strategy so long as those strategies or procedures are consistent with ETA guidelines.

For further information, see the joint guidance issued by the Departments of Labor and Education on grantees' development of procedures for ensuring that WIOA performance accountability data are valid and reliable ([TEGL 07-18](#)).

## When and how to report?

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For core programs, DOL requires each state to submit a performance report ([ETA-9169](#)) every year by October 1 and all grantees are required to submit a total of four quarterly reports ([ETA-9173](#)) every year within 45 days after each quarter's conclusion. These reports include performance data primarily supplied by the PIRL file, which contains record-level data. Each PIRL file contains 2.5 years/10 quarters of reportable individual, participant, and exiter data.

The table below shows the expected due dates for each reporting quarter. Should the due date of the report fall on a Saturday or Sunday, the quarterly report is due the Monday after.

Report Quarter	Due Dates
January–March	May 15
April–June	August 14
July–September	November 14
October–December	February 14

The [Quarterly Periods of Reporting](#) document illustrates the quarterly time periods for each cohort<sup>4</sup> aggregated by the [Quarterly Performance Report \(ETA-9173\)](#), including those served (reportable individuals and participants), participating, or exiting. A [similar document](#) exists for annual reporting on the [WIOA Statewide Performance Report \(ETA-9169\)](#). The cohort time periods for the WIOA Annual Report are identical to the quarterly time periods for the fourth quarter of each program year. The annual report differs from the quarterly reports in two major ways:

- The Annual Report includes the Effectiveness in Serving Employers indicators; and
- The Annual Report submission deadline is October 1 while the fourth quarter report is due mid-August.

For further detail on when and how to report, see the following:

- Joint guidance issued by the Departments of Labor and Education on performance reporting under WIOA ([TEGL 03-17](#))
- Guidance issued by the Department of Labor on performance reporting for DOL-funded workforce development programs ([TEGL 14-18](#), Appendix V)
- [Performance Reporting Cohorts Tools](#), including a PIRL Reporting Timelines Tool

## Reporting Cohorts

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Unique cohorts of individuals are included in different performance reports submitted to DOL. Many items calculated in these reports are dependent on outcomes that lag as a result of timing of the outcomes and the time required to collect the data. As a result, components of the same report represent groups of individuals from different timeframes (i.e., different cohorts).

The following table identifies the basic cohort definitions that apply across workforce development programs funded by DOL. Please note that specific programs may have additional cohorts. For example, the TAA program also includes “New Participants” as a distinct cohort.

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<sup>4</sup> The term “cohort” is discussed in more detail in the next section.

<b>Cohort</b>	<b>Description</b>
<b>Reportable Individuals</b>	Individuals who, during the period, have provided identifying information, only used the self-service system, or only received information-only services or activities.
<b>Current Participants</b>	Participants who started participation before or during the period and either have not exited or exited after the start of the period.
<b>Exiters</b>	Participants who have an exit date during the previous quarter. The one quarter delay addresses the 90 day exit rule.
<b>Performance</b>	Participants who meet the denominator of the specified performance calculation.

For further information, see [Performance Reporting Cohort Tools](#).

## More to Come!

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Be on the lookout for the third release of the Resource, scheduled for spring 2020, which will include the following:

- Common PIRL data elements
- Program-specific PIRL data elements
- Uploading performance reports through WIPS
- WIPS edit checks
- Resource links
- Glossary of terms