

Attachment D

WIA Title IB Performance Measures and Related Clarifications Program Years 2005 and 2006

A. Background

Section 136 of the Workforce Investment Act (WIA) specifies core indicators of performance for workforce investment activities in adult, dislocated worker, and youth programs. Fifteen core measures apply to the adult, dislocated worker, and youth programs, and two measures of customer satisfaction apply across these three funding streams for a total of 17 required measures.

The technical guidance contained in Training and Employment Guidance Letter (TEGL) No. 7-99, which was published on March 3, 2000, regarding the implementation of the core and customer satisfaction performance measures and calculate performance levels required under the WIA, is rescinded with the issuance of this guidance letter. This guidance letter informs states and other grantees of ETA's policy on common performance measures for its workforce investment programs. This attachment provides technical guidance regarding the incorporation of the common measures and related operational parameters into the WIA performance measures.

ETA believes that the use of "participant" in lieu of "registrant" in data collection and associated reports will give Congress a more complete picture of how many people are actually receiving services through the workforce investment system. Further, by clarifying the definition of self-service and informational activities in Section B, ETA also intends to promote greater accountability and reduce inconsistencies among the states in their performance computations. Only WIA Adult and Dislocated Worker participants who receive services, other than self-service and informational activities, will be taken into account when computing WIA performance measures.

Section C details the core indicators of WIA performance for workforce investment activities for Program Years 2005 and 2006. Section D addresses the impact of the change in determining when participants are included in the collection of customer satisfaction data. (Initial guidance on collecting and reporting customer satisfaction data was published in TEGLs 7-99, 6-00, and 6-00, Change 1.) Attachment B to this TEGL outlines the definitions of terms used in the computations of performance outcomes on the core indicators of WIA performance specified in Section C.

B. Applying Measures to Funding Streams and Population Groups

The WIA performance measures, other than the customer satisfaction measures, are applied separately to the three funding streams: Adult, Dislocated workers, and Youth. The Youth funding stream is further divided into two categories: older youth (aged 19-21) and younger youth (aged 14-18). This means that 15 of the measures are divided among the four different population groups. The two customer satisfaction measures are applied across all population groups. Since the outcomes vary across the four population groups, ETA maintains that it is important to measure performance separately for each group. The following table gives examples of the services that are reflected in the WIA performance measures.

Table 1: Examples of WIA Services Reflected in Performance Measures

WIA Core Services	WIA Intensive Services	WIA Training Services
Staff assisted job search assistance, job referral, and career counseling	Comprehensive and specialized assessment, such as diagnostic testing and interviewing	Occupational skills training
Staff assisted assessment, job placement assistance and other services (such as testing and background checks)	Full development of individual employment plan	On-the-job training
Staff assisted job development (working with employer and job seekers)	Group counseling	Workplace training and cooperative education programs
Staff assisted workshops and job clubs	Individual counseling and career planning	Private sector training programs
	Case management	Skill upgrading and retraining
	Short-term pre-vocational services	Entrepreneurial training
		Job readiness training
		Adult education and literacy activities in combination with training
		Customized training

The following guidelines apply in determining how to count participants in the funding streams:

- If a participant is served by a specific funding stream, he/she will be counted in that funding stream's set of measures (e.g., a participant served by Adult funds

will be in the adult measures). In other words, the determination as to whether to include a participant in WIA or Wagner-Peyser Act program reporting and performance calculation is based on whether the services, staff, facility, or activity was funded in whole or in-part by WIA, Wagner-Peyser, or partner programs.

- If a participant is served by more than one funding stream, he/she will be counted in more than one set of measures. For example, a participant served by Youth funds and Adult funds will be counted in the youth measures and adult measures.
- Since there are two sets of measures within the Youth funding stream, the following applies for those served by the Youth funding stream: a youth must be included only in the set of youth measures that applies based on the person's age at participation (i.e., youth between the ages of 14 and 18 at the date of first youth program service will be included in the younger youth measures and youth between the ages of 19-21 at the date of first youth program service will be included in the older youth measures) regardless of how old the participant is at exit.
- Only those WIA Adult and Dislocated Worker program participants who receive services, other than self-service or informational activities, will be taken into account when calculating and reporting the performance for the WIA Adult and Dislocated Worker programs (see WIA section 136(b)(2)(A) and 20 CFR 666.140).

Determination of Participant for Performance Calculations

The determination of when a customer is designated as a participant in the workforce investment system for performance calculations is clarified in Section 6, “Program Participation and Exit” of the TEGL. The section which clarifies who should be included in performance calculations is repeated here for additional clarity and uniformity of the information presented.

Distinctions between Reporting under the WIA Performance Accountability System and Reporting under Common Measures

One of the purposes for the introduction of common measures was to more accurately reflect the true number of individuals who benefit from the One-Stop system. ETA recognizes that states are dedicating significant resources to ensuring that services (including core self-service and informational activities) are available to remote customers who access the workforce investment system via electronic technologies. ETA intends to provide Congress, the public and other interested stakeholders with more complete and accurate information on participation levels

and types of services being provided through the nation's workforce investment system, including data on customers who access services via electronic technologies. However, confusion still exists as to when an individual receiving a program-funded service must be included in performance calculations. This confusion has resulted in a significant undercount of the number of individuals who benefit from funded services, as well as a distorted view of system outcomes, efficiency, and efficacy of WIA, Wagner-Peyser Act, Jobs for Veterans Act, and other programs. The following sections seek to distinguish participants who need to be included in the common measures participant counts from participants who need to be included in performance calculations for WIA and other programs.

A. Who needs to be reported in the common measures participant counts?

ETA's policy requires state workforce agencies (SWAs) to report, in the appropriate participant counts, all individuals who have been determined eligible and receive a service, including self-service and informational activities, in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies. (See Section 6.A.1)

B. Who needs to be included in the performance measures calculations?

All participants who receive a core, intensive, or training service who exit the program are to be included in performance measures calculations, except that Section 136 of WIA expressly excludes WIA Adult and Dislocated Worker program participants who only receive self-service or informational activities from performance calculations.

The exclusion of participants receiving only self-service or informational activities from the WIA performance calculations has been a major source of confusion and misrepresentation at the state and local level, and has resulted in large numbers of participants being improperly excluded from the outcome performance calculations. ETA is clarifying its interpretation of self-service and informational activities in order to promote greater accountability and consistency among states in their performance computations for the WIA Adult, Dislocated Worker, Wagner-Peyser Act, Jobs for Veterans Act, and Trade Act programs.

1. Self-Service and Informational Activities

According to 20 CFR 666.140(a)(2), **self-service and informational activities** are those core services that are made available and accessible to the general public; that are designed to inform and educate individuals about the labor market, their employment strengths and weaknesses, and the range of

services appropriate to their situation; and that do not require **significant staff involvement** with the individual in terms of resources or time.

ETA interprets the critical terms above as follows:

Self-service occurs when participants serve themselves in accessing workforce investment system information and activities in either a physical location, such as a One-Stop Career Center resource room or partner agency, or remotely via the use of electronic technologies.

Informational activities in a workforce investment setting may include both self-services and staff-assisted core services that are designed to inform and educate a participant about the labor market and to enable a participant to identify his or her individual employment strengths, weaknesses, and the range of services appropriate for the individual. The exception is core services that require significant staff involvement (see below).

2. Clarification of Significant Staff Involvement

Significant staff involvement is fundamental to determining if a participant will be considered in performance calculations. The critical distinction is determining when a participant has received a level of service that requires significant staff involvement.

Significant staff involvement in a workforce investment setting is any assistance provided by staff beyond the informational activities described above regardless of the length of time involved in providing such assistance. Significant staff involvement includes a staff member's assessment of a participant's skills, education, or career objectives in order to achieve any of the following:

- Assist participants in deciding on appropriate next steps in the search for employment, training, and related services, including job referral;
- Assist participants in assessing their personal barriers to employment; or
- Assist participants in accessing other related services necessary to enhance their employability and individual employment related needs.

A participant who receives this level of service has received a service that involves a significant level of staff involvement; therefore, this participant would be included in the performance measures calculation.

On the other hand, when a staff member provides a participant with readily available information that does not require an assessment by the staff member of the participant's skills, education, or career objectives, the

participant is a recipient of informational activities. This includes information such as labor market trends, the unemployment rate, information on businesses that are hiring or reducing their workforce, information on high-growth industries, and occupations that are in demand. A participant is also a recipient of informational activities when a staff member provides the participant with information and instructions on how to access the variety of other services available in the One-Stop Career Center, including the tools in the resource room.

A participant who only receives this level of service has not received a service that involves a significant level of staff involvement; therefore, he/she is a participant who would be excluded from the performance measures calculation.

3. Inclusion of Participants in Performance Calculations by Program

Although the WIA Adult and Dislocated Worker program participants who access or receive only self-service or informational services are excluded in the WIA performance calculations, these participants should be included in the Wagner-Peyser Act reporting and performance calculations to the degree that Wagner-Peyser Act funds contributed to the core employment and workforce information services received.

In accordance with policy principles articulated in the TEGL, if a participant is served by a specific funding stream, he/she will be counted as a participant in that funding stream's reporting system and/or performance calculations. For example, Wagner-Peyser Act funds are often used to support and maintain One-Stop Career Center operations, electronic tools, job banks, and workforce information services. In these situations, it would be appropriate to include participants who accessed or received Wagner-Peyser Act-funded services in the Wagner-Peyser Act performance accountability system. Where WIA program funds are used in similar ways, participants who receive self-service or informational activities would only be included in the WIA participant and services counts, but would not be counted in the WIA performance measures.

State workforce agencies are in the best position to assist local workforce investment boards and One-Stop Career Centers in making these determinations and are accountable for assuring uniform application of ETA policy.

Scenarios

The following scenarios could occur in the delivery of services and are presented to illustrate the concept of the level of staff involvement discussed above. While these scenarios do not cover every situation states and local workforce investment areas may encounter, they can be used to determine the level of staff involvement that will trigger a period of participation and a participant's inclusion in WIA performance measures calculations.

Scenario 1

An individual comes into the One-Stop Career Center believing that he can access all government services. He asks for directions to the Motor Vehicle Administration. The receptionist gives the information and the individual leaves.

This person is not a participant and will not appear in any counts for performance measures. The information that he sought did not directly relate to the services provided by the One-Stop Career Center or the workforce investment system.

Scenario 2

An individual comes into the One-Stop Career Center and accesses the computers in the self-service area, using a system user account identification. The self-service area is jointly funded by WIA and Wagner-Peyser Act funds. She takes some notes, scribbles the notes on a sheet of paper near the computer, and leaves the facility.

This person may be a participant but it is difficult to determine the nature of the information that the individual has accessed or written down, as there had been no staff interaction with this individual. In this case, however, the individual is a participant because she used her system user account identification to access a saved job search on the state's Internet job bank system and copied employer contact information. This participant's self-referral activity was captured by the state's data system and a service transaction was recorded. Because the state job bank is funded by both WIA and the Wagner-Peyser Act, this individual is included in the WIA and Wagner-Peyser Act participant counts, but not included in the WIA performance measures calculation because the participant received only self-services. This person is included in the Wagner-Peyser Act performance calculations.

Scenario 3

An individual accesses job listings from his home computer and uses the resume writer software that is on the local One-Stop Web site. The Web site is jointly funded by the Wagner-Peyser Act and WIA. The individual sends his resume in response to a job listing.

This person is a participant as he has used workforce investment system information and services to assist his job search. This individual is included in Wagner-Peyser Act and WIA participant counts, but not included in the WIA performance measures calculation because the participant received only self-services. This person is counted in the Wagner-Peyser Act performance calculations.

Scenario 4

An individual accesses job listings from a computer at the local library and uses her account identification that she established with the workforce investment system to log on to the computer. The individual sends her resume in response to a job listing for which she believes she will be a suitable candidate.

This person is a participant as she has used workforce investment system services to assist her job search. This individual is included as a Wagner-Peyser Act and WIA participant, but not included in the WIA performance measures calculation because the participant received only self-services. This person is counted in the Wagner-Peyser Act performance calculations.

Scenario 5

An individual has figured out how to access workforce investment system information from his cell phone that includes a personal data assistant. He thinks that he has found the job of his dreams on the state job bank and posts his resume with the employer.

This person is a participant as he has used workforce investment system services to assist his job search. This individual is included as a Wagner-Peyser Act and WIA participant, but not included in the WIA performance calculations because the individual received only self-services. This person is counted in the Wagner-Peyser Act performance calculations.

Scenario 6

An individual arrives at the One-Stop Career Center and, familiar with computers, she decides to go to the self-service section and search the job listings. Later, she wants to review occupational trends information. She pulls up some information, but is not quite sure how the trends were calculated. She questions the staff about the statistics and asks where she might find additional information on the need for workers in this field. The staff member answers the question and directs the individual to the Career Voyages, another self-service Web site where more information and other helpful links are available.

This person is a participant as she has used workforce investment system information and self-service electronic tools jointly funded by WIA and Wagner-Peyser Act funds to assist her job search. This individual is included as a Wagner-Peyser Act and WIA participant, but not included in the WIA performance calculations because the participant received only self-service and informational activities. This individual did not receive services requiring significant staff involvement because the staff person provided readily available information and instructions about tools and services in the research room without having to assess the individual's skills, education, or career objectives. This person is counted in the Wagner-Peyser Act performance calculations.

Scenario 7

An individual arrives at a One-Stop Career Center looking for information on the availability of jobs in a specific field. The staff member asks the individual several questions to determine the individual's previous work experience, education, and training experience in the specific industry and occupation. The staff member assists the individual to search for employment on a resource room computer and provides him with the local occupational and economic trend information.

This person is a participant as he has used workforce investment system staff-assisted service to assist his job search. This individual is included as a Wagner-Peyser Act and WIA participant, and must be included in the WIA performance measures calculation because the participant received more than self-service and informational activities. The staff member performed an assessment of the participant's work readiness for employment in the local area and assisted in the participant's job search. This person is also counted in the Wagner-Peyser Act performance calculations.

Scenario 8

An individual arrives at the One-Stop Career Center and wants to know the various services that are available at the One-Stop Career Center. The One-Stop Career Center specialist gives the individual an orientation to the One-Stop Career Center and advises the individual of what services are available. The staff member sets the individual up at a computer and shows him how to use the equipment and to access the job search tools. Later, the individual participates in an assessment interview and begins to develop an employment plan.

This individual is a participant as she has used workforce investment system services to assist her job search. This individual is included as a Wagner-Peyser Act and WIA participant. She is included in the WIA performance measures calculations because her assessment interview and the development of an employment plan required significant staff involvement. This individual should also be included in the Wagner-Peyser Act performance calculations (See note below).

Note: The determination on when to include a participant in WIA or Wagner-Peyser Act reporting and performance measures calculation is based on whether the services, staff, facility, or activity was funded in whole, or in-part, by WIA, Wagner-Peyser, or partner programs.

C. Performance Measures that Apply to the WIA Adult, Dislocated Worker, and Youth Funding Streams

Adult Measures

1. Adult Entered Employment Rate

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

The number of adult participants who are employed in the first quarter after the exit quarter divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- Individuals who are employed at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Individuals who, although employed, have either received a notice of termination of employment or the employer has issued a Worker Adjustment and Retraining Notification (WARN) or other notice that the facility or enterprise will close, or are transitioning service members are considered not employed and are included in the measure.
- Employment at the date of participation is based on information collected from the individual, not from wage records.

2. Adult Employment Retention Rate

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

The number of adult participants who are employed in both the second and third quarters after the exit quarter divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- This measure includes only those who are employed in the first quarter after the exit quarter (regardless of their employment status at participation).
- Individuals who are not employed in the first quarter after the exit quarter are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Employment in the first, second, and third quarters after the exit quarter does not have to be with the same employer.

3. Adult Earnings Change in Six Months (Applicable for Program Year (PY) 2005 Only)

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

[Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter] **minus** [total earnings in the second quarter plus total earnings in the third quarter prior to the participation quarter] divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, federal employment wage records, military employment wage records, and other administrative wage records (See Section 7 of this TEGL).
- Individuals whose employment in either the first or third quarter after the exit quarter was determined from supplementary sources and not from wage records are excluded from the measure.
- Grantees must initiate processes to obtain the second and third quarter pre-program earnings for the individual at the time of participation in the program.
- Earnings may be excluded from each of the total quarterly amounts only where the grantee has determined that false or erroneous wage record data have been reported to the grantee, or the individual has received distributions related to severance pay or other earnings attributable to termination from an employment situation. Such a determination by the

grantee must be based on documented procedures and processes for editing and cleaning wage record data and are subject to audit.

Adult Average Earnings (Effective July 1, 2006)

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

[Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter] divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, Federal employment wage records, military employment wage records, and other administrative records.
- Individuals whose employment in either the first, second, or third quarters after the exit quarter was determined solely from supplementary sources and not from wage records are excluded from the measure.

4. Adult Employment and Credential/Certificate Rate

Of those adults who received training services:

Number of adult participants who were employed in the first quarter after exit and received a credential/certificate by the end of the third quarter after exit divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- The use of the definition of "certificate" is applicable for participants who begin receiving services on or after July 1, 2006. Adult participants who received training services prior to July 1, 2006 are covered under the previous requirements.
- The numerator of this measure includes those who were employed in the first quarter after exit regardless of whether they were employed at participation.
- Credentials/certificates can be obtained while a person is still participating in services and up to three quarters following exit.

Dislocated Worker Measures

5. Dislocated Worker Entered Employment Rate

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

The number of dislocated worker participants who are employed in the first quarter after the exit quarter divided by the number of dislocated worker participants who exit during the quarter.

Operational Parameters:

- Individuals who are employed at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Individuals who, although employed, have either received a notice of termination of employment or the employer has issued a Worker Adjustment and Retraining Notification (WARN) or other notice that the facility or enterprise will close, or are transitioning service members are considered not employed and are included in the measure.
- Employment at the date of participation is based on information collected from the individual, not from wage records.

6. Dislocated Worker Employment Retention Rate

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

The number of dislocated worker participants who are employed in both the second and third quarters after the exit quarter divided by the number of dislocated worker participants who exit during the quarter.

Operational Parameters:

- This measure includes only those who are employed in the first quarter after the exit quarter (regardless of their employment status at participation).
- Individuals who are not employed in the first quarter after the exit quarter are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Employment in the first, second, and third quarters after the exit quarter does not have to be with the same employer.

7. Dislocated Worker Earnings Change in Six Months (Applicable for PY 2005 Only)

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

[Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter] **minus** [total earnings in the second quarter plus total earnings in the third quarter prior to the participation quarter] divided by the number of dislocated worker participants who exit during the quarter.

Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, Federal employment wage records, military employment wage records, and other administrative wage records (See section 7 of this TEGL).
- Individuals whose employment in either the first or third quarter after the exit quarter was determined from supplementary sources and not from wage records are excluded from the measure.
- Grantees must initiate processes to obtain the second and third quarter pre-program earnings for the individual at the time of participation in the program.
- Earnings may be excluded from each of the total quarterly amounts only where the grantee has determined that false or erroneous wage record data have been reported to the grantee, or the individual has received distributions related to severance pay or other earnings attributable to termination from an employment situation. Such a determination by the grantee must be based on documented procedures and processes for editing and cleaning wage record data and are subject to audit.

Dislocated Worker Average Earnings (Effective July 1, 2006)

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

[Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter] divided by the number of dislocated worker participants who exit during the quarter.

Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, Federal employment wage records, military employment wage records, and other administrative wage records (See section 7 of this TEGL).
- Individuals whose employment in either the first, second, or third quarters after the exit quarter was determined solely from supplementary sources and not from wage records are excluded from the measure.

8. Dislocated Worker Employment and Credential/Certificate Rate

Of those dislocated workers who received training services:

Number of dislocated worker participants who were employed in the first quarter after exit and received a credential/certificate by the end of the third quarter after exit divided by the number of dislocated worker participants who exit during the quarter.

Operational Parameters:

- The use of the definition of "certificate" is applicable for participants who begin receiving services on or after July 1, 2006. Dislocated worker participants who received training services prior to July 1, 2006 are covered under the previous requirements.
- The numerator of this measure includes those who were employed in the first quarter after exit regardless of whether they were employed at participation.
- Credentials/certificates can be obtained while a person is still participating in services and up to three quarters following exit.

Older Youth (Age 19-21) Measures

9. Older Youth Entered Employment Rate

Of those who are not employed at the date of participation and who are either not enrolled in post-secondary education or advanced training/advanced training-occupational skills training in the first quarter after the exit quarter or are employed in the first quarter after the exit quarter:

Number of older youth participants who are employed in the first quarter after the exit quarter divided by the number of older youth participants who exit during the quarter.

Operational Parameters:

- Individuals who are employed at participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- Employment at participation is based on information collected from the participant, not from wage records.
- Individuals in both employment and post-secondary education or advanced training in the first quarter after exit will be included in the denominator. Individuals who are not employed, but are in only post-secondary education or advanced training in the first quarter after exit are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).

10. Older Youth Employment Retention Rate at Six Months

Of those older youth who are employed in the first quarter after the exit quarter and who are either not enrolled in post-secondary education or advanced training/advanced training-occupational skills training in the third quarter after the exit quarter or are employed in the third quarter after the exit quarter:

Number of participants who are employed in the third quarter after the exit quarter divided by the number of older youth participants who exit during the quarter.

Operational Parameters:

- This measure includes individuals who are employed in the first quarter following exit, except those individuals who are employed in the first quarter and not employed in the third quarter following exit, but are in post-secondary education or advanced training in the third quarter following exit. These individuals are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).

- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- Employment in the first and third quarters following exit does not have to be with the same employer.

11. Older Youth Earnings Change in Six Months

Of those who are employed in the first quarter after the exit quarter and who are either not enrolled in post-secondary education or advanced training/advanced training-occupational skills training in the third quarter after the exit quarter or are employed in the third quarter after the exit quarter:

Total post-program earnings [earnings in quarter 2 + quarter 3 after exit] minus pre-program earnings [earnings in quarter 2 + quarter 3 prior to participation] divided by the number of older youth participants who exit during the quarter.

Operational Parameters:

- This measure includes the same population as the older youth employment retention measure (regardless of their employment status at participation).
- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- To ensure comparability of this measure on a national level, the wage records will be the only data source for this measure. Acceptable wage record sources are a state’s Unemployment Insurance wage records, Federal employment wage records, military employment wage records, and other administrative wage records (See section 7 of this TEGL).
- Individuals whose employment in either the first or third quarter after the exit quarter was determined from supplementary sources and not from wage records are excluded from the measure.
- Grantees must initiate processes to obtain the second and third quarter pre-program earnings for the individual at the time of participation in the program.
- Earnings may be excluded from each of the total quarterly amounts only where the grantee has determined that false or erroneous wage record data have been reported to the grantee, or the individual has received

distributions related to severance pay or other earnings attributable to termination from an employment situation. Such a determination by the grantee must be based on documented procedures and processes for editing and cleaning wage record data and are subject to audit.

- ETA will not be amending the older youth earnings measure to an average earnings measure since the older youth earnings measure may be eliminated upon WIA reauthorization.

12. Older Youth Credential/Certificate Rate

Number of older youth participants who are either employed, in post-secondary education, or in advanced training/advanced training-occupational skills training in the first quarter after the exit quarter and received a credential/certificate by the end of the third quarter after the exit quarter divided by the number of older youth participants who exit during the quarter.

Operational Parameters:

- The use of the definition of “certificate” is applicable for participants who begin receiving services on or after July 1, 2006. Older youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- As opposed to the adult and dislocated worker measures where a credential/certificate must be coupled with employment, for older youth, a credential/certificate can be coupled with employment, entry into post-secondary education, or entry into advanced training.
- As opposed to the adult and dislocated worker measures where only those who received training services are included in the measure, all older youth exiters will be included in this measure.
- Credentials/certificates can be obtained while a person is still participating in services.

Younger Youth (Age 14-18) Measures

13. Younger Youth Skill Attainment Rate

Of all in-school youth and any out-of-school youth assessed to be in need of basic skills, work readiness skills, and/or occupational skills:

Total number of basic skills goals attained by younger youth plus number of work readiness skills goals attained by younger youth plus number of occupational skills goals attained by younger youth divided by the total number of basic skills goals plus the number of work readiness skills goals plus the number of occupational skills goals set.

Operational Parameters:

- The measure creates an appropriate intermediate-type measure for youth who require more services, such as academic and soft skills development, prior to attaining a diploma or equivalency, employment, and post secondary education.
- If a participant is deficient in basic literacy skills, the individual must set, at a minimum, one basic skills goal (the participant may also set work readiness and/or occupational skills goals, if appropriate).
- WIA participants counted in this measure may be in-school; and out-of-school youth assessed to be in need of basic skills, work readiness skills, and/or occupational skills.
- All youth measured in this rate must have a minimum of one skill goal set per year and may have a maximum of three goals per year.
- The target date for accomplishing each skill goal must be set for no later than one year.
- If the goal is not attained by the time of exit, the youth participant cannot be counted as a positive in the measure.
- The skill goal or the target date set can only be extended if the participant has a gap in service in which the participant is not receiving services but plans to return to the program. The one year clock for the goal target date stops. The clock begins again once the participant begins to receive program services.
- Goals will fall into the category of basic skills, work readiness skills, or occupational skills. Participants may have any combination of the three types of skill goals (three skill goals in the same category, two skill goals in one category and one skill goal in another, or one skill goal in each category, etc.).

- Success of skill attainment goals will be recorded in the quarter of goal achievement, while failure will be recorded in the quarter one year from the time the goal was set if not attained by such time.

14. Younger Youth Diploma or Equivalent Attainment

Of those younger youth who are without a diploma or equivalent at the time of participation:

Number of younger youth who attained secondary school diploma or equivalent by the end of the first quarter after exit divided by the number of younger youth who exit during the quarter (except those still in secondary school at exit).

Operational Parameters:

- If a younger youth exits WIA while still enrolled in secondary education, the individual is excluded from the measure (i.e., programs will not be held accountable for these individuals under this measure).
- All younger youth (except those still in secondary school at exit and those who have already attained their diploma or equivalent prior to participation) will be assessed in this measure in the quarter after exit.

15. Younger Youth Retention Rate

Number of younger youth found in one of the following categories in the third quarter following exit:

- post secondary education
- advanced training (replaced with advanced training or occupational skills in PY 2006)
- employment (including military service)
- qualified apprenticeships

divided by the number of younger youth who exit during the quarter (except those still in secondary school at exit).

Operational Parameters:

- If the participant is in one of the placement activities listed above during the third quarter following exit, the individual is counted as successfully retained (the participant does not have to remain in the same activity for the

entire retention period, as long as the participant is found in one of the activities during the third quarter).

- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Younger youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- If the participant exits WIA and does not enter into any of placement activities by the time retention is measured, the participant is counted in the denominator of the measure and it is reflected as a negative outcome.
- If a younger youth exits WIA while still enrolled in secondary education, the individual is excluded from the measure (i.e., programs will not be held accountable for these individuals under this measure).

Customer Satisfaction Measures

To meet the customer satisfaction measurement requirements of WIA, ETA will use customer satisfaction surveys. The survey approach that will be utilized allows state and local flexibility and, at the same time, captures common customer satisfaction information that can be aggregated and compared at a state and national level. This will be done through the use of a small set of required questions that form a customer satisfaction index. ETA continues to use the American Customer Satisfaction Index (ACSI), which is created by combining scores from three specific questions that address different dimensions of customers' experiences. For WIA application, there will be one score for each of the two customer groups: participants and employers.

Some of the most advanced thinking in the business world recognizes that customer relationships are best treated as assets, and that methodical analysis of these relationships can provide a road map for improving them. The ACSI was developed to provide business with this analytical tool. The index, often referred to as "the voice of the nation's consumer," is published quarterly in the Wall Street Journal. In 1999, government employed the ACSI to analyze its relationships with its customers – American citizens.

Since 1999 and the development of the baseline data, yearly scores have helped to demonstrate the rate and extent of improvement in the areas where there was success in addressing customers' needs and areas where improvement was needed. According to the 2004 ACSI special report on citizen and user evaluation of services from 23 federal government agencies and 54 federal government Web sites, customers appear to be more satisfied with government services. The ACSI allows

the workforce investment system to not only look at performance within the system, but also to gain perspective on the workforce system's performance by benchmarking against organizations and industries outside of the system.

Since the ACSI trademark is proprietary property of the University of Michigan and its software is owned by Claes Fornell International (CFI) Group, the Department has established a license agreement with the University of Michigan that allows states the use of the ACSI for a statewide sample of participants and employers. States that want to use the ACSI for measuring customer satisfaction for each local area will have to establish an independent contract with the University of Michigan. States may also contract with CFI Group for additional assistance in measuring, analyzing, and understanding ACSI data.

Please refer to the WIA Management Information and Reporting System data collection package, initially approved by the Office of Management and Budget through emergency clearance on April 11, 2005, for information on creating and administering the ACSI at the state level. Please note that full approval of this package is anticipated in Spring 2006.

Please note the following clarification concerning surveying employers that was inadvertently omitted from the WIA Information Management System data collection package: In some instances, an employer may receive multiple services and have multiple contacts listed for the employer. In this situation, the employer contact receiving the greatest amount of service should be surveyed about the employer's satisfaction. An employer should only be surveyed once during the course of the program year.

16. Participant Satisfaction Score

The weighted average of participant ratings on each of the three questions regarding overall satisfaction are reported on a 0-100 point scale. The score is a weighted average, not a percentage.

17. Employer Satisfaction Score

The weighted average of employer ratings on each of the three questions regarding overall satisfaction are reported on a 0-100 point scale. The score is a weighted average, not a percentage.

D. Parameters for Collecting Customer Satisfaction Information to Measure Local Workforce Investment Board (WIB) Performance

States may purchase and use the ACSI methodology to measure local WIB performance or they may develop their own customer satisfaction measurement instruments and methodology to be used by all WIBs. To ensure customer satisfaction results for individuals are collected in a consistent and uniform manner throughout the state, procedures used to obtain participant and employer customer satisfaction information on local WIBs should satisfy the following criteria.

1. Procedures should:

- Measure customer satisfaction of employers and participants with services received from the local workforce investment program under Title IB (Section 136(b)(2)(B));
 - Ensure the satisfaction of employers and participants with services can be reported in an objective, quantifiable and measurable way (Section 136(b)(3)(i)(I));
 - Be consistently applied among all local WIBs;
 - Be collected in a uniform and equitable manner for each WIB throughout the state; and
 - Conform to widely accepted methodological and statistical criteria for measuring customer satisfaction.
2. The customer satisfaction data collected should be of public use quality. Sufficient safeguards should be used to ensure the integrity of the data.
 3. The core question(s) and survey approach (e.g., in-person, telephone or mail) used by states to collect customer satisfaction information at the local level must be uniformly applied throughout the state. A core question is one that requires a valid response to calculate customer satisfaction.

If the state uses the ACSI approach for each local WIB and wants to use these results to derive state level outcomes, the customer satisfaction information for each WIB must be collected by telephone interviews to be consistent with the guidelines detailed in WIA Information Management System data collection package. In-person interviews and mail questionnaires may be used only in situations where the individual does not have a telephone. The ACSI core questions outlined in WIA Information Management System data collection package must also be used in the surveys.

4. Participants and employers should be contacted and respond as soon as possible after the receipt of the service(s). If the state is using the ACSI approach to gather results for each local WIB and wants to use these results to derive state level outcomes, the following timeframes should be observed:
 - Participants should be contacted as soon as possible on or after the last expected service date and no later than 60 days after the closure date. Please refer to Section E, Definitions of Terms, for operational guidance on the use of the “last expected service date” term. Closure date is another term for the “last expected service date.”
 - Employers should be contacted as soon as possible after the completion of the service and no later than 60 days after the completion of the service. For employers who listed a job order where no referrals were made, contact should occur 30 to 60 days after a job order was listed. In some instances, an employer may receive multiple services and have multiple contacts listed for the employer. In this situation, the employer contact receiving the greatest amount of service should be surveyed about the employer’s satisfaction. An employer should only be surveyed once during the course of the program year.
5. Both of the questionnaires for participants and employers must include one or more core questions used to determine overall satisfaction with services. Respondents should be told that responding to the survey is voluntary and that the information they provide will be kept confidential. States and WIBs may include other questions in the participant and employer surveys. However, the core question(s) on overall satisfaction should be asked first on the questionnaire to avoid biasing results that may arise from the ordering of questions.
6. Guidelines for constructing the core question(s) are:
 - Expect only moderate knowledge, understanding and recall of services;
 - Write questions and response options that are clear and unambiguous;

- Provide for varying degrees of satisfaction and dissatisfaction in the response options;
 - The questions should be worded in a neutral way to avoid leading the respondent;
 - With one or more questions, ask respondents to rate their overall satisfaction with services; and
 - Before asking the respondent to rate his or her satisfaction with services, confirm early in the interview that the respondent is a customer.
7. Attempts should be made to contact all participants and employers selected in the sample, if applicable. Sampling is not required to obtain results for local WIBs.
8. If sampling is used, all samples must be randomly selected from the sampling frame. The sampling frame is a list of individuals eligible for the survey.

All samples should meet the minimum sample size requirements specified in Item 10 (minimum sample sizes for surveys of participants or employers). The sampling percentage should be constant over time to avoid under-representing or over-representing time intervals.

9. Programs may randomly sample both participants and employers to obtain the desired number of completed surveys. The sampling method must conform to widely accepted statistical approaches.

The response rate is calculated as the number of respondents with complete customer satisfaction information divided by the total number who were actually reached by phone who were eligible for the survey. A survey is considered complete when a valid answer is provided by a respondent for each core question.

10. The minimum numbers of completed interviews for various sampling frame sizes for the two surveys (participants and employers) are outlined below. For a survey to project results confidently to the total population being studied, the responding sample selected must be large enough for each local WIB to reach the desired number of completed interviews. States are responsible for determining the sample sizes or sampling rates needed to reach the minimum number of respondents. Please refer to the table on the following page for the required number of completed interviews.

Required Number Completed Interviews	
Size of Sampling Frame	Completed Interviews
Over 10,000	500
5,001 - 10,000	370
3,001 - 5,000	356
2,001 - 3,000	340
1,501 - 2,000	321
1,251 - 1,500	305
1,001 - 1,250	293
901 - 1,000	277
801 - 900	268
701 - 800	259
601 - 700	247
501 - 600	233
451 - 500	216
401 - 450	206
351 - 400	195
326 - 350	182
301 - 325	175
276 - 300	168
251 - 275	160
226 - 250	151
201 - 225	141
176 - 200	131
151 - 175	119
126 - 150	107
101 - 125	93
91 - 100	79
81 - 90	72
71 - 80	65
61 - 70	58
56 - 60	52
51 - 55	47
45 - 50	42
Under 45	All in Sampling Frame

11. Every precaution should be taken to prevent a response bias.
12. As mentioned earlier in this issuance, states using the ACSI methodology to measure local WIB performance are not required to conduct separate customer satisfaction surveys to obtain state level results. In situations where a single sampling rate is used throughout the state, the local WIB ACSI results on a customer satisfaction measure may simply be aggregated to obtain state level results.

In situations where different sampling rates exist for the WIBs in a state, each WIB's ACSI score must be weighted before aggregating the outcomes to obtain results that are representative of the state overall. The information needed to compute these weighted scores are the sample frames for each WIB in the state and each WIB's ACSI score.

To illustrate how these weights are derived, consider the following example.

Name	Participant Sampling Frame	ACSI	Employer Sampling Frame	ACSI
WIB 1	1,824	67.2	597	65.2
WIB 2	1,025	78.1	533	80.0
WIB 3	1,151	68.6	487	67.0
State A	4,000	////	1,617	///

The weighted score would be calculated for each WIB by multiplying the ACSI score by the number in the WIB sample frame. These weighted WIB scores would then be totaled and divided by the sum of the sampling frame sizes for all WIBs in the state to obtain a state ACSI score. Using the figures provided in the example, the ACSI scores for the State are calculated in the following manner.

	Participant	Employer
WIB 1	$(67.2 * 1,824) = 122,572.8$	$(65.2 * 597) = 38924.4$
WIB 2	$(78.1 * 1,025) = 80,052.5$	$(80.0 * 533) = 42640.0$
WIB 3	$(68.6 * 1,151) = 78,958.6$	$(67.0 * 487) = 32629.0$
	Total = 281,583.9	Total = 114,193.4

State A ACSI score for participants. $(281,583.9 / 4,000) = 70.4$

State A ACSI score for employers. $(114,193.4 / 1,617) = 70.6$