

Attachment 11: YouthBuild

I. Introduction

This appendix describes the program specific details of the performance accountability guidance for YouthBuild, as described in 20 CFR 688.400. Please note that the Department of Labor (Department or DOL) has made a concerted effort to align the performance accountability guidance of its various workforce programs. In particular, Workforce Innovation and Opportunity Act (WIOA) section 171(f) of the requires the Secretary 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). This attachment describes the convergence of YouthBuild's performance accountability measures with the WIOA measures, and highlights areas where YouthBuild differs from the shared DOL performance guidance described in the main body and appendices of this Training and Employment Guidance Letter (TEGL). Note that references in this attachment to section numbers of this guidance refer readers to the main body of the TEGL.

II. Differences from Shared Guidance

1. Primary Indicators of Performance.

Under WIOA section 116(b)(2)(A), there are six primary indicators of performance, as described in Appendix I and in TEGL 10-16, Change 1 (https://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=3255). Where the adult indicators and youth indicators differ, YouthBuild will follow the WIOA title I Youth indicator. YouthBuild grantees will report all six performance measures as outlined with the following program-specific clarifications:

- A. Youth Education and Employment Rate – 2nd Quarter After Exit: The percentage of participants in education or training activities or in unsubsidized employment during the second quarter after exit.

YouthBuild applies this indicator as it is described in Appendix I to this TEGL, with the operating parameters and methodology described therein.

- B. Youth Education and Employment Rate – 4th Quarter After Exit: The percentage of participants in education or training activities, or in unsubsidized employment during the fourth quarter after exit.

YouthBuild applies this indicator as it is described in Appendix I to this TEGL, with the operating parameters and methodology described therein.

- C. 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.

YouthBuild applies this indicator as it is described in Appendix I to this TEGL, with the operating parameters and methodology described therein.

- D. 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.

As YouthBuild is a program in which all participants must receive both education and training, this means that all enrolled participants will automatically be counted in the denominator for this indicator. Otherwise, YouthBuild applies this indicator as it is described in Appendix I to this TEGL, with the operating parameters and methodology described therein.

- E. 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.

As YouthBuild is a program in which all participants must receive both education and training, this means that all enrolled participants will automatically be counted in the denominator for this indicator. Otherwise, YouthBuild applies this indicator as it is described in Appendix I to this TEGL, with the operating parameters and methodology described therein.

- F. Effectiveness in Serving Employers:** The percentage of program participants who exit and are employed with the same employer in the second and fourth quarters after exit.

YouthBuild applies this indicator as it is described in Appendix I to this TEGL, with the operating parameters and methodology described therein.

2. Categories of Enrollment: Reportable Individual, Participant and Date of Program Exit.

- A. Reportable Individual:** This does not apply to YouthBuild programs.

- B. Participant:** 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.

C. Exit: The date of exit from the program is the last date of a core service. A core service is any qualifying, participant-level service besides a supportive service, which will not prevent exit, or a follow-up service, which occurs after exit. Specifically:

- The date of exit cannot be determined until 90 days have elapsed since the participant last received any core service; furthermore, there must be no planned future service entered in the case management system to provide the participant with future core services. At that point, the date of exit is applied retroactively to the last date of service.
- For determining whether 90 days have elapsed since the participant last received core services, grantees shall not include receipt by the participant of any supportive services or follow-up services, as these services do not delay, postpone, or affect the date of exit. Because the date of exit is retroactive to the last date of service, follow-up services may begin immediately following the last date of service if it is expected that the participant will not receive any future services other than follow-up services. Provision of follow-up services does not extend the date of exit.
- PIRL data element 901 (Date of Program Exit) is used to collect and report the date of exit. For exit-based performance measures, the quarter for collecting follow-up data is determined by the quarter in which the date of exit occurs. For example, if the date of exit is between January 1st and March 31st, the first quarter after the exit quarter would be April 1st through June 30th. WIOA allows for up to twelve months of follow-up services for YouthBuild participants which means that if a youth is exited in the middle of a quarter, they may only be reportable through the middle of the fourth reporting quarter (which begins at the start of the next quarter after the quarter in which exit occurs). Grantees are required to track the time participants are provided follow-up to ensure adherence to the law.

Exited participants may return to active status to receive additional core services. The case management system will have the ability to track multiple periods of participation or active services in order to ensure no participant is served for more than the legislatively mandated two years.

In alignment with WIOA, YouthBuild will no longer categorize exit as ‘soft exit’ or ‘hard exit. All YouthBuild participants exit in accordance with the definition of exit stated above. However, YouthBuild participants who exit for any of the reasons described in TEGL 10-16, Change 1, Attachment 2, Table B (https://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=3255) are excluded from the performance calculations for the primary indicators of performance. At this point, this change is anticipated to take effect once a new case management reporting system is created and YouthBuild programs transition to full reporting on the six WIOA performance indicators for youth.

D. Common Exit: As stated in Section 7 of this TEGL, while the Department encourages states that implement common exit policies to include DOL-administered non-core

programs as additionally within the scope of the state's common exit policy, the Department also recognizes that the decision of whether to retain or develop a common exit policy, as well as which, if any, DOL-administered non-core programs to include within the scope of the policy, is ultimately left to the states, subject to the requirements for common exit stated in Section 7 of this TEGL. Grantees should be aware that co-enrollment without common exit may result in multiple exit dates, based on the individual programs' service end dates.

States are permitted to include YouthBuild programs within a common exit policy. Due to the longer-term nature of the YouthBuild program, combined with the separate and discretionary reporting process and statutory requirement that YouthBuild participants cannot be served for more than two years, common exit may be difficult to implement for including YouthBuild programs.

3. Self-Service and Information-Only Activities.

This does not apply to YouthBuild programs.

4. Period of Participation and Reporting Unique Participants

The YouthBuild program adopts the definition of period of participation as stated in Section 9 of this guidance.

Reporting Unique Participants

The YouthBuild program does not require a count of unique participants as described in Section 9 of this TEGL. Instead, the YouthBuild program only requires that grantees report on each participant's period of participation. When YouthBuild begins reporting on the Participant Individual Record Layout (PIRL) in WIPS, it will require a unique participant count, so the Department will be able to calculate that count on behalf of grantees using participant SSNs. The YouthBuild program anticipates that the majority of participants will each have only one period of participation; however, in certain instances, a participant who has exited the program may return to receive additional services (*e.g.*, additional educational and job training activities). In such instances, an individual might have multiple periods of participation, and multiple exit dates, during the grant period of performance.

5. WIPS and How to Functionally Report

YouthBuild will report using the Workforce Integrated Performance System (WIPS) on the PIRL schema for YouthBuild once the functionality has been built into the case management system provided to YouthBuild grantees by the Department. A case management reporting system is being developed to support the WIOA performance reporting requirements for YouthBuild. Currently, YouthBuild programs are using the existing YouthBuild case management reporting system to provide WIOA performance outcomes for three of the six WIOA performance indicators (second quarter placement, fourth quarter placement, and credential attainment) through a WIOA supplemental report that will be attached with the standard Quarterly Performance Report (ETA-9136, OMB No: 1205-0464). Once the new

case management system is developed, YouthBuild grantees will use that system to generate and submit the required WIOA ETA 9173 Quarterly Performance Report information. This system will be accessed separately from WIPS, but reports generated will be submitted into and available for viewing through the WIPS platform.

6. State Annual Report Narratives

This does not apply to YouthBuild programs.

7. Eligible Training Provider (ETP) Performance Reporting

This does not apply to YouthBuild programs.

8. Pay-for-Performance Reporting

This does not apply to YouthBuild programs.

9. Quarterly Narrative Reports for Discretionary Programs

Youthbuild grantees are required to use the *Joint Quarterly Narrative Report Template* (ETA-9179) for quarterly performance narrative reporting. This form was approved for use by the Office of Management and Budget under OMB control no. 1205-0448. Additional instructions for completing this form and submitting it to the Department will be included in separate guidance.

10. Use of Social Security Numbers and Direct Wage Match for Performance Reporting

In accordance with Section 15 of this TEGL, YouthBuild grantees are directed to request participants' Social Security numbers (SSNs) for UI wage record matching by the Department. However, while YouthBuild grantees are required to request participants' SSNs, participants cannot be denied services if they choose to not disclose an SSN.

The Department will facilitate the acquisition of aggregate quarterly employment and earnings results for YouthBuild program participants as described in Section 15 of this TEGL, and provide those aggregate results to the relevant grantee. In particular, the Department will match wage records on behalf of grantees in order to capture exit-based outcomes (each of which has an employment-related component) for participants who have exited the program for the following indicators:

- A. Employment Rate – 2nd Quarter After Exit;
- B. Employment Rate – 4th Quarter After Exit;
- C. Median Earnings – 2nd Quarter After Exit;
- D. Credential Attainment (Secondary School Diploma or Recognized Equivalent); and
- F. Effectiveness in Serving Employers – Retention with the Same Employer in the 2nd and 4th Quarter.

The Department will calculate these specific exit-based outcomes on behalf of grantees, using SSNs provided for each YouthBuild participant as part of the information included in each grantee’s WIOA case management system and reported through the WIPS quarterly participant-level data file submission.

11. Supplemental Wage Information

As described in Section 16 and Appendix VI of this TEGL, YouthBuild grantees may collect and use supplemental wage information to calculate the exit-based primary indicators of performance. Supplemental wage information is the only means for grantees to report exit-based outcomes for those participants who do not provide SSNs, and frequently the only means to report such outcomes for participants for whom wage record data is not predicted to be available. Additional details regarding circumstances for collecting supplemental wage information, and methods and procedures for doing so, is provided in Appendix VI of this TEGL.

III. Unique Features of YouthBuild

Below is a table that provides additional useful information for YouthBuild grantees about how different YouthBuild services are to be reported through the DOL-only PIRL. It includes information about the PIRL data element numbers, associated codes, and clarification on whether the receipt of such services delays the date of exit or not.

Service Type	Applicable PIRL Data Element Number (s)	PIRL Data Element Code Value(s)	Does this service prevent exit?
Training Services	1300: Received Training	1 = Yes 0 = No	Yes
	1302: Date Entered Training #1	YYYYMMDD	Yes
	1309: Date Entered Training #2		
	1314: Date Entered Training #3		
	1303: Type of Training Service #1	01 = On the Job Training 02 = Skill Upgrading 03 = Entrepreneurial Training (non-WIOA Youth) 04 = ABE or ESL (contextualized or other) in conjunction with Training (non-TAA funded) 05 = Customized Training 06 = Other Occupational Skills Training 07 = Remedial Training (ABE/ESL –	Yes
	1310: Type of Training Service #2		

Service Type	Applicable PIRL Data Element Number (s)	PIRL Data Element Code Value(s)	Does this service prevent exit?
	1315: Type of Training Service #3	TAA only) 08 = Prerequisite Training 09 = Registered Apprenticeship 10 = Youth Occupational Skills Training 11 = Other Non-Occupational-Skills Training 00 = No Training Service	
	1413: Most Recent Date Youth Received Entrepreneurial Skills Training	YYYYMMDD	Yes
	1306: Occupational Skills Training Code #1	00000000	Yes
	1311: Occupational Skills Training Code #2		
	1316: Occupational Skills Training Code #3		
	1307: Training Completed #1	1 = Yes 0 = No	Yes
	1312: Training Completed #2		
	1317: Training Completed #3		
	1319: Established Individual Training Account (ITA)		
	1308: Date Completed, or Withdrew from, Training #1	YYYYMMDD	Yes
	1313: Date Completed, or Withdrew from, Training #2		
	1318: Date Completed, or Withdrew from, Training #3		
Education Services	1332: Participated in Postsecondary Education During Program Participation	1 = Yes, Participated in Postsecondary Education 0 = No, Did Not Participate in Postsecondary Education	Yes
	1402: Most Recent Date Received Educational Achievement Services	YYYYMMDD	Yes
	1403: Most Recent Date Received Alternative Secondary School Services		
	1406: Date Enrolled in Post Exit Education or Training Program Leading to a Recognized Postsecondary Credential (WIOA)		
	1407: Most Recent Date Received		

Service Type	Applicable PIRL Data Element Number (s)	PIRL Data Element Code Value(s)	Does this service prevent exit?
	Education Offered Concurrently with Workforce Preparation		
	1415: Most Recent Date Youth Received Postsecondary Transition and Preparatory Activities		
	1320: Pell Grant Recipient	1 = Yes 0 = No	No
Youth Workforce Services	1405: Most Recent Date Received Work Experience Opportunities	YYYYMMDD	Yes
	1414: Most Recent Date Youth Received Services that Provide Labor Market Information and Employment Information		
Youth Development Services	1408: Most Recent Date Received Leadership Development Opportunities	YYYYMMDD	No
	1410: Most Recent Date Received Adult Mentoring Services		
	1411: Most Recent Date Received Comprehensive Guidance/ Counseling Services		
Supportive Services	1409: Most Recent Date Received Supportive Services	YYYYMMDD	No
	1500: Received Needs-Related Payments	1 = Yes 0 = No	No
Follow-Up Services	1412: Most Recent Date Received Youth Follow-up Services	YYYYMMDD	No