WIA TITLE 1B DISLOCATED WORKER,
NATIONAL EMERGENCY GRANT AND TRADE
ADJUSTMENT ASSISTANCE ACT

COMMON MEASURES

TECHNICAL ASSISTANCE GUIDE

STATE OF WISCONSIN

Department of Workforce Development

State of Wisconsin
Division of Employment & Training
Bureau of Workforce Training

December 2013
This technical assistance guide covers the common performance measures for the WIA Title 1B Dislocated Worker (DW) Program, National Emergency Grants (NEG) and the Trade Adjustment Assistance (TAA) Program. Information provided is subject to change based on negotiated performance levels and Department of Labor regulations. This technical assistance guide includes the Automated System support for Employment and Training (ASSET) screenshots relevant to the covered material.

**Dislocated Worker, NEG and TAA Performance Measures**

The common performance measures for the WIA Title 1B Dislocated Worker Program, the National Emergency Grants (NEG) and Trade Adjustment Assistance (TAA) Programs are:

1. Entered Employment Rate
2. Employment Retention Rate
3. Average Earnings

**Negotiated Levels of Performance**

The Department of Workforce Development (DWD) successfully completed its Program Year (PY) 2013 performance negotiations with the U.S. Department of Labor (U.S. DOL) in June 2013. The State’s negotiated levels for each of the dislocated worker performance measures for PY 2013 are in the table below. State performance goals are not separately negotiated for the NEG or TAA programs.

<table>
<thead>
<tr>
<th>WIA Common Measures</th>
<th>GPRA* Goals</th>
<th>Wisconsin Performance Goals</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>PY13</td>
<td>PY13</td>
</tr>
<tr>
<td>Entered Employment Rate</td>
<td>63.4%</td>
<td>85%</td>
</tr>
<tr>
<td>Employment Retention Rate</td>
<td>84.5%</td>
<td>94%</td>
</tr>
<tr>
<td>Average Earnings</td>
<td>$17,343</td>
<td>$16,812</td>
</tr>
</tbody>
</table>

*Government Performance and Reports Act
**Definitions for All Measures Unless Otherwise Specified**

**ASSET:** Automated Systems Support for Employment and Training (ASSET) is Wisconsin’s designated customer reporting and data collection system for WIA Title 1, WIA Title 3, TAA, NEG and Special Response Grants (SRR).

**Dislocated Worker:** A dislocated worker is an individual who meets any one of the following criteria:

1. has been terminated or laid off, or who has received a notice of termination or layoff from employment, and:
   a. is eligible for or has exhausted entitlement to unemployment compensation; or
   b. has been employed for a duration sufficient to demonstrate, to the appropriate entity at a one-stop center, attachment to the workforce, but is not eligible for unemployment compensation due to insufficient earnings or having performed services for an employer that was not covered under a State unemployment compensation law; and
   c. is unlikely to return to a previous industry or occupation;

2. has been terminated or laid off, or has received a notice of termination or layoff, from employment as a result of any permanent closure of, or any substantial layoff at, a plant, facility, or enterprise;

3. is employed at a facility at which the employer has made a general announcement that such facility will close within 180 days; or for purposes of eligibility to receive services other than training services, intensive services or supportive services, is employed at a facility at which the employer has made a general announcement that such facility will close;

4. was self-employed (including employment as a farmer, a rancher, or a fisherman) but is unemployed as a result of general economic conditions in the community in which the individual resides or because of natural disasters;

5. is a displaced homemaker. A “displaced homemaker” is an individual who has been providing unpaid services to family members in the home and who:
   a. has been dependent on the income of another family member but is no longer supported by that income; and
   b. is unemployed or underemployed and is experiencing difficulty in obtaining or upgrading employment.

**Exiter:** A participant who has not received a service funded by the program or funded by a partner program for 90 consecutive calendar days and is not scheduled for future services. The exit date is the date of last service.
**First Quarter After Exit:** This is the first full quarter after the quarter in which the participant exited from the program. For example, if a participant exits on August 1, 2013, the first quarter after exit begins on October 1, 2013.

**Participant:** An individual who has been determined eligible to participate in the program and has received a service funded by that program in either a physical location (e.g., a Job Center or affiliate site) or remotely through electronic technologies.

**Participation Date, Date of Participation, At Participation:** The date an individual receives their first staff-assisted service or better funded by the WIA Title 1 Dislocated Worker Program, TAA or NEG.

**Registrant:** An individual who is in the process of being determined eligible for the WIA Title 1 Dislocated Worker, TAA or NEG programs.

**Staff-Assisted Service or Better:** Any service in the ASSET service menus other than "Core, Self or Informational Services."

**TAA Service:** Any TAA-funded service except Eligibility Screening.

**Point of Participation for Inclusion in Performance Measures**

An individual who has been determined eligible for the WIA Title 1 Dislocated Worker Program and has received a staff-assisted service or better funded by that program is a participant and will be counted in the WIA Title 1 Dislocated Worker performance measures.

A dislocated worker who has been determined eligible for NEG-funded services and has received a staff-assisted service or better, funded by a NEG is a participant and will be counted in the NEG performance measures.

An individual who has been determined eligible for TAA services and has received a TAA-funded service (other than Eligibility Screening) is a participant and will be counted in the TAA performance measures.

An individual who is either awaiting a determination of eligibility, or who has been determined to be eligible for the WIA Title 1 Dislocated Worker, TAA or NEG programs, is a registrant. Registrants can participate in self-service or informational activities and will not be counted in the WIA Title 1 Dislocated Worker, TAA or NEG performance measures.

**Exclusions from Performance Measures**

Participants who are institutionalized, deceased, reservists called to active duty, relocated to a mandated residential program (youth only) or have a health/medical or family care issue that prevents them from entering employment or continued participation in the program are excluded from all performance measures.
exclusion applies only if the condition or situation is expected to last more than 90 days. Case managers may report these outcomes as an exit reason or at any point in time during the three quarters after exit.

For example, Jane Jones was unemployed at participation, exits the dislocated worker program and is employed in the first quarter after exit. She is counted in the entered employment rate. During 2nd quarter follow-up, you learn that Jane has died and report the exclusion. She will not be counted in the employment retention measure or the average earnings, and will be removed from the entered employment rate.

**What Needs to be Reported in ASSET?**

If the condition or situation is an exit reason, report the exclusion as follows:

1. Manage Exits.
   a. Enter Exit Date.
   b. Select the appropriate item under Title 1 – Exit Reasons other than completion.

If the condition or situation is discovered during follow-up, report the exclusion as follows:

   a. Entered Employment Overview
   b. Select the appropriate item under "Reason follow-up not possible at this time".

   **Note:** Case managers should consider the advantages of exiting a participant who is a military reservist called to active duty. If the exclusion is claimed, the participant is taken out of the performance measures. However, an individual who is in this situation has entered employment, will likely retain the job, and if training services were provided, has probably earned a credential. There is a greater benefit to performance by counting the participant than by excluding him or her. This consideration may be applied on a case-by-case basis at the case manager's discretion according to U.S. DOL representatives. Case managers may also consider placing the participant in a planned gap of service if the reservist is likely to return to the program within 360 days.

**Supplemental Employment Data Sources**

Unemployment Insurance Wage Records are the primary source of post-program employment data used to determine performance. DWD uses the Wage Record Interchange System (WRIS) to check other states' UI records for earnings.

DWD can also check the Federal Employment Data Exchange System (FEDES). FEDES contains employment information from the U.S. Department of Defense, the U.S. Postal Service, and the U.S. Office of Personnel Management. DWD also contacts the Wisconsin Department of Military Affairs to verify dislocated workers who have joined the National Guard or Reserves, but have not been called to active duty. These
wages can be entered to ASSET Supplemental Data. The TAA Program does not use supplemental data sources.

On November 30, 2005, WIA Policy Update 04-07 was revised, establishing the criteria for reporting and documenting supplemental employment data. DWD will not apply supplemental employment data to the performance measure if the case manager is unable to obtain documentation as described in the policy update. Compliance is monitored through annual data validation activities as required by U.S. DOL. Failure to properly document supplemental employment data as required by WIA Policy Update 04-07 may result in corrective action including adjustments to performance measure results and incentive awards.

A participant whose employment is determined by supplemental employment data is:

1. Added to the Entered Employment Numerator.
2. Added to the Employment Retention Numerator and Denominator.
3. Excluded from the Average Earnings Numerator and Denominator.

The application of supplemental employment data to each performance measure is a complex process. The DWD Supplemental Employment Data Technical Assistance Guide provides further background on the application of supplemental employment data to performance measures.

Policy References


Dislocated Worker, NEG and TAA Performance Measures

1. Entered Employment Rate

What is this Measure?

The number of dislocated workers, NEG or TAA participants who have entered employment by the end of the first quarter after exit divided by the number of dislocated workers, NEG or TAA participants who exit during the quarter.

Who is Included in this Measure?

Individuals who are not employed at participation.

Who is Excluded from this Measure?

Individuals who were employed at participation.
Individuals who have a documented exclusion at exit.
Individuals who have a documented exclusion in the first quarter after exit.

What Definitions Apply to this Measure?

Employed at Participation - Employment at participation is determined by what the participant reports, not the presence of UI wage data. An individual employed at the date of participation is one who:

Did any work at all as a paid employee on the date participation occurs;
Did any work at all in his or her own business, profession or farm;
Worked 15 hours or more as an unpaid worker in an enterprise operated by a member of the family; or
Was not working, but has a job or business from which he or she was temporarily absent because of illness, bad weather, vacation, labor-management dispute, or personal reasons, regardless of whether paid by the employer for time off, and regardless of whether seeking another job.

Not Employed at Participation - An individual who is not employed at participation is one who:

Does not meet the definition of employed at participation;
Has 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 experience a mass layoff or closure; or
Is a transitioning service member.

Employed in the Quarter After the Exit Quarter - The individual is employed if UI wage records for the first quarter after exit show earnings greater than zero. If supplemental
employment data is used, the individual is employed if the Supplemental Data Verification field in ASSET indicates that data was verified by a check/cancelled check, employer record or income statement. Employment in the first quarter after exit does not have to be with the same employer as at exit.

**When is this Measured?**

This is an EXIT measure. It is measured in the first quarter after exit. For example, if a participant exits any time from July 1 – September 30, the first quarter after exit is October 1 – December 31.

**Critical ASSET Fields:**

1. Manage Program:
   a. General Program Summary.
   b. Report the appropriate Employment Status from the dropdown menu.

2. Manage Programs:
   a. Complete the Title 1 Dislocated Worker, TAA program screens. There is no separate screen for NEG participants.

3. Manage Services
   a. Report a staff-assisted service or better with an actual start date.
   b. Report WIA Title 1 Dislocated Worker, TAA or NEG fund source.

4. Manage Exits:
   a. Enter Exit date (required only if exclusionary exit)
   b. Enter exit reason, if applicable.
   c. Employment confirmation is obtained through the UI Wage record cross match.

   Manage Follow Up, Follow Up Status:
   a. Report an exclusion, if applicable.

If employment is determined as a result of supplemental employment data, the following information must be reported:

1. For Supplemental Federal Reporting:
   a. Entry of wages is not required, but may be locally useful.
   b. Check the radio button for the type of employment that most closely matches your data source.
   c. Select the method used to verify supplemental employment data. If verification method is blank, "Not Employed in Quarter" or "Not Verified", the supplemental data will not be used in the performance measure.
**Example:**

A local WDB has 97 individuals who participated in a dislocated worker, NEG or TAA program.

<table>
<thead>
<tr>
<th>Criteria:</th>
<th>Calculation:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exit in the Program Year: 90</td>
<td>90</td>
</tr>
<tr>
<td>Employed at Participation: 15</td>
<td>90 - 15 = 75</td>
</tr>
<tr>
<td>Employed in Q1 after Exit: 62</td>
<td>62 (numerator)</td>
</tr>
<tr>
<td>Exclusion Reported: 3</td>
<td>75 - 3 = 72 (denominator)</td>
</tr>
<tr>
<td>Entered Employment Rate:</td>
<td>62 / 72 = 86.1%</td>
</tr>
</tbody>
</table>
2. **Employment Retention Rate**

**What is this Measure?**

The number of dislocated workers, NEG or TAA participants who are employed in the second and third quarters after exit divided by the number of dislocated workers, NEG or TAA participants who exit during the quarter.

**Who is Included in this Measure?**

- Individuals who exit the above-referenced programs and are employed in the first quarter after exit.
- This includes individuals who were employed at participation,
- Individuals whose employment in the first quarter after exit is documented by supplemental employment data,
- Individuals whose employment in the first quarter after exit was determined by the presence of supplemental employment data, and
- Individuals who are employed in both the second and third quarters after exit.

**Who is Excluded from this Measure?**

- Individuals who are not employed in the first quarter after exit.
- Individuals who have a documented exclusion at exit.
- Individuals who have a documented exclusion in the first, second or third quarter after exit.

**What Definitions Apply to this Measure?**

**Employed in the Second and Third Quarters After Exit** - The individual is employed if UI wage records for the second and third quarters after exit show earnings greater than zero. If supplemental employment data is used, the individual is employed if the Supplemental Data Verification fields in ASSET indicate that data in each quarter was verified by a check/cancelled check, employer record or income statement. Employment in the second and third quarters does not have to be with the same employer, but employment in both quarters must be verified.

**When is this Measured?**

This is an EXIT measure. It is measured in the second and third quarters after exit. For example, if the participant exits any time from July 1 – September 30, the second quarter after exit is January 1 - March 31 of the following year; and the third quarter after exit will be April 1 – June 30 of the following year.

**Critical ASSET Fields:**

1. Manage Programs:
   a. Complete the Title 1 Dislocated Worker, TAA program screens. There is no separate screen for NEG participants.
2. Manage Services:
   a. Report a staff-assisted service or better with an actual start date.
   b. Report WIA Title 1 Dislocated Worker, TAA or NEG fund source.

3. Manage Exits:
   a. Enter Exit date (required only if exclusionary exit).
   b. Enter exit reason, if applicable.

4. Manage Follow Up, Follow Up Status, Entered Employment Overview tab:
   a. Report an exclusion, if applicable.

If employment is determined as a result of supplemental employment data:

1. For Supplemental Federal Reporting:
   a. Entry of wages is not required, but may be locally useful.
   b. Check the radio button for the type of employment that most closely matches your data source.
   c. Select the method used to verify supplemental employment data. If verification method is blank, "Not Employed in Quarter" or "Not Verified", the supplemental data will not be used in the performance measure.

**Example:**

A local WDB has 150 individuals who were employed in the first quarter after exit.

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Calculation</th>
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<tbody>
<tr>
<td>Employed in Q1:</td>
<td>150</td>
</tr>
<tr>
<td>Exclusions in Q2:</td>
<td>0</td>
</tr>
<tr>
<td>Exclusions in Q3:</td>
<td>6</td>
</tr>
<tr>
<td>Retained in Q2:</td>
<td>140</td>
</tr>
<tr>
<td>Also Retained in Q3:</td>
<td>125</td>
</tr>
<tr>
<td>Employment Retention Rate:</td>
<td>125 / 144 = 86.8%</td>
</tr>
</tbody>
</table>
3. **Average Earnings**

**What is this Measure?**

The total post-program earnings (earnings in quarter 2 + quarter 3 after exit) divided by the number of dislocated workers, TAA or NEG participants who exit during the quarter.

**Who is Included in this Measure?**

- Individuals who are employed in the first quarter after exit, **and**
  Are employed in the second **and** third quarters after exit.

**Who is Excluded from this Measure?**

- Individuals who are not employed in the first quarter after exit.
- Individuals who have a documented exclusion at exit.
- Individuals who have a documented exclusion in the first, second or third quarter after exit.
- Individuals whose employment was determined by the presence of supplemental employment data in the first, second, and/or third quarters after exit.

**What Definitions Apply to this Measure?**

- *Post-program Earnings* – The total earnings from all employment for the second and third quarters after the exit quarter.

**When is this Measured?**

This is an EXIT measure. It is measured in the third quarter after exit.

**Critical ASSET Fields:**

1. Manage Programs:
   a. Complete the Title 1 Dislocated Worker, TAA program screens. There is no separate screen for NEG participants.

2. Manage Services:
   a. Report a staff-assisted service or better with an actual start date.
   b. Report WIA Title 1 Dislocated Worker, TAA or NEG fund source.

3. Manage Exits:
   a. Enter Exit date (required only if exclusionary exit).
   b. Enter exit reason, if applicable.

4. Manage Follow Up, Follow Up Status, Entered Employment Overview tab:
   a. Report an exclusion, if applicable.
If 2\textsuperscript{nd} and/or 3\textsuperscript{rd} quarter employment is determined as a result of supplemental employment data. It is not used in calculating performance for this measure. However, it may be useful locally.

1. Manage Follow Ups, Follow Up Status, Second and Third Quarter tabs:
2. For Supplemental Federal Reporting:
   a. Entry of wages is not required, but may be locally useful.
   b. Check the radio button for the type of employment that most closely matches your data source.
   c. Select the method used to verify supplemental employment data.

\textit{Example:}

A local WDB has 192 individuals who retained employment in the third quarter after exit.

<table>
<thead>
<tr>
<th>Criteria:</th>
<th>Calculation:</th>
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<tbody>
<tr>
<td>Employed in Q1:</td>
<td>200</td>
</tr>
<tr>
<td>Employed in Q2:</td>
<td>196</td>
</tr>
<tr>
<td>Employed in Q3:</td>
<td>192</td>
</tr>
<tr>
<td>Exclusions in Q3:</td>
<td>2</td>
</tr>
<tr>
<td>Q2 Post-Program Earnings: $1,751,000</td>
<td>200-2 = 198 (denominator)</td>
</tr>
<tr>
<td>Q3 Post-Program Earnings: $1,615,000</td>
<td>$1,751,000 + $1,615,000 = $3,366,000 (numerator)</td>
</tr>
<tr>
<td>Average Earnings:</td>
<td>$\frac{3,366,000}{198} = $17,000</td>
</tr>
</tbody>
</table>
Automated System Support for Employment and Training (ASSET)

Entered Employment

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

# of Program area (Adult, DW or NEG) participants who are employed in the first quarter after the exit quarter

# of Program area (Adult, DW or NEG) participants who exit during the quarter

Why is someone not in the measure at all?

1. Common disqualifications (see page 23 for additional details):
   Must have participation date
   Must be in program - Program area (Adult, DW or NEG)
   Must not have disqualifying other reason for exit (including valid SSN).
   Must not have been deleted due to DOL or DRVS reject error.

2. Exit date must be within date range

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<tbody>
<tr>
<td>Entered Employment Rate</td>
<td>1/1/12 to 12/31/12</td>
<td>4/1/12 to 3/31/13</td>
<td>7/1/12 to 6/30/13</td>
<td>10/1/12 to 9/30/13</td>
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<td>Entered Employment Rate</td>
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<td>4/1/14 to 3/31/15</td>
<td>7/1/14 to 6/30/15</td>
<td>10/1/14 to 9/30/15</td>
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</tbody>
</table>
3. Must be "not employed" at date of participation
   Only those with Employment Status = Not employed will be counted in this
   measure.
Why has someone failed (in the denominator but not in numerator)?

1. The participant must be employed in first quarter after exit quarter.

   If, on the first quarter after exit tab shows either that the Supplemental Data Status is not necessary (because wages were found) or if the Supplemental Data Verification Status is Check or cancelled check, Employer record, or Income statement, then the participant would be considered employed and should be in the measure.
Employment Retention

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

# of Program area (Adult, DW or NEG) participants who are employed in both the second and third quarters after the exit quarter

# of Program area (Adult, DW or NEG) participants who exit during the quarter

Why is someone not in the measure at all?

1. Common disqualifications (see page 23 for additional details):
   - Must have participation date
   - Must be in program - Program area (Adult, DW or NEG)
   - Must not have disqualifying other reason for exit (including valid SSN).
   - Must not have been deleted due to DOL or DRVS reject error.

2. Exit date must be within date range

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<td>Employment Retention Rate</td>
<td>7/1/12 to 6/30/13</td>
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3. The participant must be employed in the first quarter after exit. If, on the first quarter after exit tab shows either that the Supplemental Data Status is not necessary (because wages were found) or if the Supplemental Data Verification status is Check or cancelled check, Employer record, or Income statement, then the participant would be considered employed and should be in the measure.
Why has someone failed (in the denominator but not in numerator)?

1. Must be employed in 2nd and 3rd quarters after exit.
   If, on the second AND third quarters after exit tabs show either that the Supplemental Data Status is not necessary (because wages were found) or if the Supplemental Data Verification status is Check or cancelled check, Employer record, or Income statement, then the participant would be considered employed in both quarters and should be in the measure. If only one of these quarters shows employment or neither, they will not be in the numerator and therefore not a success.
Average Earnings

Of those Program area (Adult, DW or NEG) participants who are employed in the first, second, and third quarters after the exit quarter:

Total earnings in the second plus the total earnings in the third quarters after the exit quarter

# of Program area (Adult, DW or NEG) participants who exit during the quarter

Why is someone not in the measure at all?

1. Common disqualifications (see page 23 for additional details):
   - Must have participation date
   - Must be in program - Program area (Adult, DW or NEG)
   - Must not have disqualifying other reason for exit (including valid SSN).
   - Must not have been deleted due to DOL or DRVS reject error.

2. Exit date must be within date range

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<tr>
<td>Six Months Earnings Increase</td>
<td>7/1/12 to 6/30/13</td>
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<td>1/1/13 to 12/31/13</td>
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<tbody>
<tr>
<td>Six Months Earnings Increase</td>
<td>7/1/14 to 6/30/15</td>
<td>10/1/15 to 9/30/16</td>
<td>1/1/15 to 12/31/15</td>
<td>4/1/15 to 3/31/16</td>
</tr>
</tbody>
</table>
3. Must have wages in 1\textsuperscript{st}, 2\textsuperscript{nd} and 3\textsuperscript{rd} quarters after exit. If, on the first, second AND third quarters after exit tabs show that the Supplemental Data Status is not necessary (because wages were found), then the participant would be considered employed in both quarters and should be in the measure.

If any of these quarters does not show employment, they will not be in the measure. For this measure there must be wages that are found on the UI system or WRIS wage file directly. Supplemental data is not considered here.

Why has someone failed (in the denominator but not in numerator)?

1. Failure would be not having the negotiated wage amount or more in the 2\textsuperscript{nd} and 3\textsuperscript{rd} quarters after exit.
Common Disqualifications

Check reject error list
Each quarter when the WIASRD is submitted for performance measure calculations (to DRVS) and then to DOL, their programs give us a list of errors that cause individuals to be rejected. ITCS sends each WDB this list of rejects. Each WDA has a time period to correct these errors before the final submission. After the final run for the quarter, these individuals are deleted from the WIASRD altogether. They can't show up on the official measures if they have been rejected from the submissions.

Check in ASSET
Participant must be in program area
  - All must have T1 participation date or NEG participation date
- **definition of youth** – must have date of First Youth service
- **definition of adult**
  - Must have an adult service funded by any of these:
    - WIA Set-Aside Incumbent Worker
    - WIA Set-Aside Other
    - WIA Title 1B Adult
    - or ARRA
- **definition of DW**
  - Must have an dislocated worker service funded by any of these:
    - Special Response Grant
    - WIA Set-Aside Dislocated Worker
    - WIA Set-Aside Other
    - WIA Dislocated Worker
    - ARRA
- **definition of NEG**
  - A service within the episode exists with an actual open date with a grant identifier containing “NEG” or “NED”

- **exclusion reasons**
  - list of exclusion reasons
    - Institutionalized
    - Health/Med
    - Deceased
    - Family Care
    - Reservists Called to Active Duty
    - Relocated to Mandated Residential Program (WIA Youth Only)
    - Not a valid SSN
  - If either the exit screen or the follow up screens show one of the above values, the participant is excluded from all measures
If the participant has a Social Security number that is not valid, the participant will be excluded from the measure.
  - The first three digits = 000, 666, or greater than 899
  - The middle two digits = 00
  - The last four digits = 0000

Check the report period:
  - For all measures except Lit/num, the exit period has to be within the date range.
  - For Lit/num, it's based on the Date of Youth First Service and it's anniversary dates being within the date range