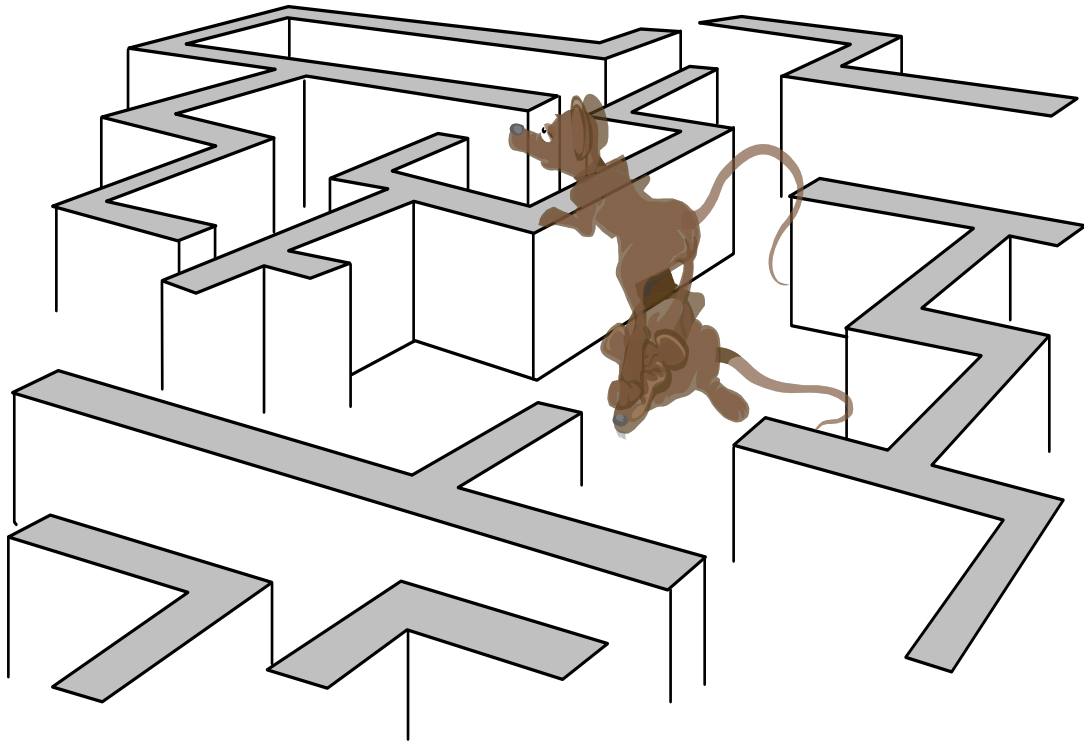


**WIA YOUTH COMMON MEASURES**  
**TECHNICAL ASSISTANCE GUIDE**



DEVELOPED BY:  
State of Wisconsin  
Division of Employment & Training  
Bureau of Workforce Training

**May 2010**

# Workforce Investment Act Youth Common Measures Technical Assistance Guide

---

## ***Youth (Ages 14 – 21)***

The Youth Common measures are:

1. Placement in Employment and Education
2. Attainment of a Degree or Certificate
3. Literacy and Numeracy Gains

*NOTE:* These measures do not distinguish between older and younger youth.

## **Negotiated State Levels of Performance for Program Year 2009 – 2010**

<b>Required by U.S. DOL TEGL 17 – 05</b>	<b>Final Negotiated PY 09 Goals</b>
Placement in Employment or Education	72%
Attainment of a Degree or Certificate	75%
Literacy and Numeracy Gains	30%

## **Definitions for All Measures**

*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, Trade Assistance Adjustment (TAA), National Emergency Grants (NEG) and Special Response Grants (SRR).

*Design Framework:* A set of activities that give a local youth program structure and establish coordination among case managers and service providers charged with serving youth. Design framework activities fall into three broad categories: (1) Assessment, (2) Case Management, and Individual Service Strategy Development.

*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, 2009, the first quarter after exit begins on October 1, 2009.

*Participant:* An individual who has been determined eligible to participate in the WIA Title 1 Youth Program and has received a program element funded by the WIA Title 1B Youth program at a physical location (e.g., a Job Center or affiliate) or remotely through electronic technologies.

*Program Elements:* The services that are provided to youth participants following a determination of eligibility. Program elements are comparable to “staff-assisted services or better” in the Adult and Dislocated Worker programs and place a youth into the performance measures.

*Registrant:* An individual who is in the process of being determined to be eligible for the WIA Title 1 Youth Program. Registrants can be placed in Case Management, ISS Development and Assessment activities while awaiting a determination of program eligibility.

### ***Point of Participation for Common Measures Reporting***

An individual who has been determined eligible for the WIA Title 1 Youth Program and has received a WIA-funded program element is a participant and will be counted in the WIA Title 1 Youth Common Measures.

An individual who is either awaiting a determination of eligibility, or who has been determined to be eligible for the WIA Title 1 Youth Program and is in Case Management, ISS Development or Assessment, but has no other youth services reported is a registrant. This individual will not be counted in the WIA Title 1 Youth Common Measures.

A youth age 18 or older who engages in self-service or informational activities will be identified as a WIA Title 3 participant and counted in Wagner Peyser performance measures. This individual will be reported to the U.S. DOL as a “self-service only participant” in WIA Title 1 quarterly and annual reports. This individual will not be counted in the WIA Title 1 Youth Common measures.

The terms “date of first youth service” and “participation date” may have different meanings.

- If the individual is enrolled in the Youth Program only, then the dates are the same.
- If a youth also receives services from the WIA Adult or Dislocated Worker program, then the “participation date” is the date the first performance-reportable service (i.e., staff-assisted or youth program element) is provided. This may be different from the “date of first youth service” which is used to establish the baseline for the All Youth Literacy/Numeracy measure.

### **Exclusions from Performance Measures**

Effective July 1, 2005, participants who are institutionalized, deceased, reservists called to active duty, relocated to a mandated (residential or non-residential) program, 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. The exclusion applies only if the condition or situation is expected to last more than 90 days. Case managers may report this exclusion at program exit or at any point in time during the three quarters after exit.

For example, Jimmie Jones exits the WIA youth program and is employed in the 1<sup>st</sup> quarter after exit. He will be counted in the Youth Placement in Employment and Education measure. Jimmie had not attained his high school diploma at exit, but was planning to take the HSED tests by the end of the 2<sup>nd</sup> quarter after exit. During 3<sup>rd</sup> quarter follow up, you learn that Jimmie was incarcerated in the 2<sup>nd</sup> quarter after exit and never took the tests. He will be excluded from the Youth Attainment of a Degree or Certificate and the Youth Placement in Employment and Education measures. In addition, he will be removed from all other applicable performance measures (i.e., youth, adult or dislocated worker) in which he may have been showing a positive outcome.

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

1. Manage Program Exits.
2. Create Planned Program Exit.
3. Select the appropriate item under “Title 1 – Exit Reasons other than completion.”

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

1. Manage Follow Up, Follow Up Status.
2. Select Entered Employment Overview.
3. Select the appropriate item under “Reason follow-up not possible at this time.”

*Note: Military reservist called to active duty: If the exclusion is claimed, the participant is taken out of the performance measures. An individual who is in this situation has entered employment and will likely retain the job. 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. Case managers may consider placing the participant in a planned gap in service if the reservist is likely to return to the program within 360 days.*

## **Supplemental Employment Data Sources**

Unemployment Insurance (UI) Wage Records are the primary source of post-program employment data. DWD uses the Wage Record Interchange System (WRIS) to check other states’ UI records, as well as 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 youth who have joined the National Guard or Reserves, but have not been called to active duty.

On August 1, 2006 DET/BWT issued WIA Policy Update 06-05 – Supplemental Employment Data. This policy update provides guidance to Workforce Development Boards (WDBs), Job Service and Trade Adjustment Assistance (TAA) program directors regarding the use of supplemental employment data for the Workforce Investment Act (WIA) Title I, Title 3 and TAA performance measures. This policy rescinds and replaces DWS WIA Policy Update 04-07 which was issued on November 30, 2005. Failure to properly document supplemental employment data as required by WIA Policy Update 06-05 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 added to the Youth Placement in Employment and Education Numerator. Employment is not a factor in the other two Youth Common measures. The application of supplemental employment data to each performance measure is a complex process. A separate Technical Assistance Guide was published in August 2005 to provide further background on the application of supplemental employment data to performance measures.

### **Policy References**

**U.S. DOL TEGL 17-05:** Common Measures Policy for the Employment and Training Administration's (ETA) Performance Accountability System and Related Performance Issues.

**U.S DOL TEGL 17-05, Change 2:** Common Measures Policy for the Employment and Training Administration's (ETA) Performance Accountability System and Related Performance Issues. **(Rescinds 17-05, Change 1)**

**DWD Policy Update 05-08:** Definition of Family, Family Care, and Health/Medical Conditions That Exclude Participants from Workforce Investment Act (WIA) Title 1, WIA Title 3, and Trade Adjustment Act (TAA) Performance Measures.  
[http://dwd.wisconsin.gov/dwdwia/PDF/policy\\_update0508.pdf](http://dwd.wisconsin.gov/dwdwia/PDF/policy_update0508.pdf)

**DWD Policy Update 06-05:** Supplemental Employment Data. **(Rescinds DWD Policy Update 04-07)**  
[http://dwd.wisconsin.gov/dwdwia/PDF/policy\\_update0605.pdf](http://dwd.wisconsin.gov/dwdwia/PDF/policy_update0605.pdf)

**DWD Supplemental Employment Data Technical Assistance Guide.**  
[http://dwd.wisconsin.gov/dwdwia/PDF/supplemental\\_data\\_tag.pdf](http://dwd.wisconsin.gov/dwdwia/PDF/supplemental_data_tag.pdf)

## **1. Placement in Employment and Education (*Effective July 1, 2005*)**

### ***What is this Measure?***

The total number of participants who are employed, in the military, or enrolled in post-secondary and/or advanced training/occupational skills training in the first quarter after exit divided by the number of participants who exit during the quarter.

### ***Who is Included in this Measure?***

- Youth who are not in post-secondary education, employment or the military at the date of participation; and
- Youth who remain in secondary school at exit.

### ***Who is Excluded from this Measure?***

- Youth who are in post-secondary education, employment or the military at the date of participation.
- Youth who have a documented exclusion at exit.
- Youth who have a documented exclusion in the first, second or third quarter after exit.

### ***What Definitions Apply to this Measure?***

*Advanced Training/Occupational Skills Training* - An organized program of study that provides specific vocational skills that lead to proficiency in performing actual tasks and technical functions required by certain occupational fields at entry, intermediate, or advanced levels. Such training should:

- a. Be outcome-oriented and focused on a long-term goal as specified in the Individual Service Strategy;
- b. Coincide with exit rather than short-term training that is part of services received while enrolled in U.S. DOL, ETA-funded youth programs; and
- c. Result in attainment of a certificate.

*Military Status at the Date of Participation* – An individual is in the military at the date of participation if:

- a. He/she currently is serving on active military duty and has not been provided with a date of separation from military service, or
- b. He/she is a member of the National Guard or one of the Military Reserves and is currently serving in a mobilized (i.e., active military duty) status.

*Post-Secondary Education (PSE)* – A program at an accredited degree-granting institution that leads to an academic degree. Programs offered by degree-granting institutions that do not lead to an academic degree (e.g., certificate programs) do not

count as a placement in post-secondary education. They may be able to count as placement in “advanced training/occupational skills training.”

*Secondary School* - High school or an alternative school from which the participant would expect to receive a High School Equivalency Diploma or other recognized equivalent.

***When is this Measured?***

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

***Critical ASSET Fields:***

1. Manage Programs, General Program Summary tab.
  - a. Report education status.
  - b. Report employment status (military service is employment).
2. Manage Exits.
  - a. Report exclusion reason, if applicable; and
  - b. Education status at exit.
3. Manage Follow Ups, Follow Up Status, Entered Employment Overview tab.
  - a. Report exclusion reason, if applicable.
4. Manage Follow Ups, Follow Up Status, First Quarter tab.
  - a. Report Youth Status: Youth Placement/Retention, if known.
  - b. Report supplemental employment data, if available and verified by case manager.

**Note:** Case managers sometimes lose contact with participants after exit and may be unable to determine the youth’s placement/retention status. If a youth has reported earnings in the UI wage record, or verified supplemental employment data, the youth will be added to the numerator.

***Example:***

The We-Keep-Them WDB has 220 individuals in the older and younger youth programs.

<b>Criteria:</b>		<b>Calculation:</b>
Exit in the Performance Period:	195	
Not employed, in PSE, employment or the military at date of participation:	190	
Exclusion Reported:	14	190 – 14 = 176 (denominator)
In employment, PSE, Adv Training or Military in 1 <sup>st</sup> Quarter after Exit:	92	92 (numerator)
Placement in Employment or Education Rate:		$\frac{92}{176} = 52.27\%$

## **2. Attainment of a Degree or Certificate**

### ***What is this Measure?***

The number of youth enrolled in education that attain a diploma, GED, or certificate by the end of the 3<sup>rd</sup> quarter after exit divided by the number of youth who exit during the quarter.

### ***Who is Included in this Measure?***

- Youth who are enrolled in education, either on the participation date or at any point during program participation; and
- Youth who remain in secondary school at exit.

### ***Who is Excluded from this Measure?***

- Youth who are not enrolled in education, either on the participation date or at any point during program participation.
- Youth who have a documented exclusion at exit.
- Youth who have a documented exclusion in the first, second or third quarters after exit.

### ***What Definitions Apply to this Measure?***

*Certificate:* A document awarded in recognition of an individual's attainment of measurable technical or occupational skills necessary to gain employment or advance within an occupation. Further details are available in WIA Policy Update 06-07: Certificate Requirements and Policy.

[http://dwd.wisconsin.gov/dwdwia/PDF/policy\\_update0607.pdf](http://dwd.wisconsin.gov/dwdwia/PDF/policy_update0607.pdf)

*Diploma* – Any document that the Wisconsin Department of Public Instruction recognizes as equivalent to a high school diploma. This also includes post-secondary degrees including Associate (AA and AS) and Bachelor Degrees (BA and BS).

*Enrolled in Education* – The youth is attending secondary school, alternative school, college or is enrolled in a qualified apprenticeship program (including Youth Apprenticeship). If the youth is co-enrolled in the Adult or Dislocated Worker program, any reported training service funded by either the Adult or Dislocated Worker funding stream must also be reported as “enrolled in education” for this measure.

### ***When is this Measured?***

This is an EXIT measure. It is measured in the third quarter after exit. For example, if a participant exits any time from July 1, 2009 – September 30, 2009, the third quarter after exit is April 1, 2010 – June 30, 2010.

**Critical ASSET Fields:**

- 1. Manage Programs:
  - a. Youth Program Tab.
  - b. Report “Enrolled in Education”.

**Note:** Must be reported as “Yes” for participant to be counted in performance. If the youth enrolls in education after program participation begins, please remember to go back to the Youth Program Tab and change this field from “No” to “Yes”.

- 2. Manage Program Exits.
  - a. Report exit date.
  - b. Report exclusion reason, if applicable.
- 3. Manage Services.
  - a. Report Youth service

**Note:** The youth must have at least one service other than Design Framework Case Management, Design Framework Individual Service Strategy and/or Design Framework Assessment to establish the participation date. That program element’s fund source must be identified as “WIA Title 1B Youth”.

- 4. Manage Follow Up, Follow Up Credential
  - a. Report the credential or certificate attained.
- 5. Manage Follow Up, Follow Up Status:
  - a. Select Entered Employment Overview tab:
  - b. Complete this screen if information is available or if an exclusion occurs in the first, second or third quarters after exit.

**Example:**

The I’m-A-Grad WDB has 360 individuals in the older and younger youth programs.

<b>Criteria:</b>		<b>Calculation:</b>
Exit in the Program Year:	150	
Enrolled in Education either at date of participation or during program participation:	144	
Exclusion Reported:	14	144 – 14 = 130 (denominator)
Attained Degree or Certificate:	128	128 (numerator)
Attained Degree or Certificate Rate:		$\frac{128}{130} = 98.5\%$

### **3. Literacy and Numeracy Gain**

#### ***What is this Measure?***

The number of out-of-school, basic skills deficient youth who increase one or more educational functioning levels divided by the number of participants who have completed a year in the program, plus the number of participants who exit before completing a year in the program.

#### ***Who is Included in this Measure?***

Out-of-school, basic skills deficient youth ages 14 – 21 who:

- Have a date of first youth service on or after July 1, 2005.
- Have taken one of the required assessment tools and have been found to be basic skills deficient. (Local Boards have been using the TABE)
- Exit the program before they have completed one full year in the program.
- Have completed a year (from the date of first youth service) in the program.
- Have completed a second or subsequent full year in the youth program.
- Continue to be basic skills deficient after post-tests have been administered.

#### ***What Are the Testing Requirements?***

The TABE is cited above because all WDBs have reported that this is the preferred test for assessing basic skills deficiency for youth. The only tests that are used to determine basic skills deficiency are the TABE Reading test and the TABE Total Math (i.e., the average score for the Applied Math and Math Computation tests). You may administer other TABE tests to determine the full extent of the youth's deficiencies, but only the tests referenced above are to be recorded in the designated fields in ASSET. All other test results should be recorded in the section labeled "Test Scores – Occupational/Educational".

If another test is used, it must be one of the tests that are prescribed by State WIA Policy Update 10-03. Alternative tests may be used only if the youth cannot be properly assessed with the DOL-approved tools and needs an accommodation under the Americans with Disabilities Act.

If you pretest with the TABE 9, you must post test with the TABE 10. You should use the test form (Levels E – A) that is most likely to assess the extent of the youth's progress.

Please note that according to McGraw-Hill representatives, the TABE Survey test series have a 70% accuracy rate for determining a youth's reading and math skills. U.S. DOL and DWD strongly encourage local boards to use the TABE Complete Battery test series when assessing an out-of-school youth for basic skills proficiency.

Once a youth attains proficiency in reading and math, no further post testing is required during that program episode. The measure requires that the youth achieve proficiency. However, if a youth exits and then re-enrolls in the youth program, you must reassess the youth for basic skills proficiency. If the youth again tests at grade 8.9 or below in reading and/or math, the youth is basic skills deficient and will be counted in the performance measure again until proficiency in reading and math are regained.

### ***Who is Excluded from this Measure?***

- Youth who are in school on the date of first service (in-school youth).
- Youth in design framework activities only.
- Out-of-school youth who are not basic skills deficient.
- Youth who have a documented exclusion at exit.
- Youth who have a documented exclusion in the first, second or third quarters after exit.
- Youth who exit WIA prior to completing a second or subsequent full year of participation.
- Youth who remain in the program for more than three consecutive years.
- Youth who achieve proficiency (reading and math at grade 9.0 and above) during program participation.

### ***What Definitions Apply to this Measure?***

*Assessment Tool* – Tests that can be used to assess basic skills deficiency are prescribed by State WIA Policy Update 10-03. No other tests are permitted, unless the youth is disabled and cannot be properly assessed using these tools (see discussion on youth with disabilities below). Pre- and post-tests must be administered using the same testing instrument.

*Basic Skills Deficient* – The individual computes or solves problems, reads, writes or speaks English at or below the 8<sup>th</sup> grade level (i.e., grade level 8.9 and below). Or, the individual is unable to compute or solve problems, read, write, or speak English at a level necessary to function on the job, in the individual's family, or in society.

*Date of First Youth Service* – The date the youth begins receiving the first WIA-funded program element.

*Educational Gain* – At post-test, the participant completes or advances one or more educational functioning levels from the starting level measured on entry into the program (pre-test). In this measure, a youth need only advance in one area of deficiency to be counted in the numerator, even though the youth may have multiple basic skills deficiencies as defined above.

*Out-of-School Youth* – A youth is a school dropout, enrolled in post-secondary education (i.e., college), or has received a secondary school diploma or its equivalent, but is basic skills deficient, unemployed or underemployed.

**Note:** The out-of-school youth determination is made on the date of first WIA-funded youth service. Once reported as an out-of-school youth, the youth will be counted in this measure until he/she is no longer basic skills deficient or until the youth has completed three (3) consecutive years in the youth program without exiting. If the youth returns to school at any time during the program episode, this will not remove the participant from this measure.

*Pre-test* – A test administered to a participant no greater than 6 months prior to, or within 60 days after, the date of first youth service.

*Post-test* – A test administered to a participant at regular intervals during program participation.

*Testing Interval* – Participants must be post-tested at least once by the end of each year following the individual’s date of first youth service until the youth is no longer basic skills deficient. There is no minimum test interval, but post-testing should only be done after instructional activity has occurred.

***What Are the Educational Functioning Levels?***

The U.S. Department of Education has established educational functioning levels for each approved assessment tool. The educational functioning levels can be found at the following website: <http://www.nrsweb.org/pubs/>

**If you use the Test for Adult Basic Education (TABE) assessment tool, the following chart is an example of the Educational Functioning Level sequence.**

<b>Educational Functioning Level</b>	<b>TABE (9-10) Scale Scores</b>	<b>Grade Level</b>
Beginning ABE Literacy	Reading: 367 and below; Total Math: 313 and below	0 – 1.9
Beginning Basic Education	Reading: 368-460 Total Math: 314-441	2.0 – 3.9
Low Intermediate Basic Education	Reading: 461-517 Total Math: 442-505	4.0 – 5.9
High Intermediate Basic Education	Reading: 518-566 Total Math: 506-565	6.0 – 8.9
Low Adult Secondary Education	Reading: 567-595 Total Math: 566-594	9.0 – 10.9
High Adult Secondary Education	Reading: 596 and above Total Math: 595 and above	11 – 12

The youth needs to advance to the next educational functioning level to get into the measure's numerator. So, if the youth has a pre-test score of 367 (grade level 1.9) for reading, they must achieve a post-test score between 368 and 460 in order to succeed in the measure. Likewise, if the youth's pre-test total math score is 505 (grade level 5.9), they must achieve a post-test score between 506 and 565 to succeed in the measure. During each year in the program (up to a maximum of three years), the youth must achieve a test score within the next educational functioning level TABE test range to continue succeeding in the measure.

A gain in reading, math, or both during each year of continued youth program participation is sufficient to achieve a positive outcome for that particular program year. Once the youth reaches the Low Adult Secondary Education Level for both reading and math, they will no longer be considered basic skills deficient and you are not required to continue administering post-tests.

### ***How Does this Measure Apply to Youth with Disabilities?***

Youth with disabilities are to be provided with reasonable accommodations. A reasonable accommodation involves "modifications or adjustments, made on a case-by-case basis, that enable a qualified individual with a disability...to receive aid, benefits, services or training equal to that provided to qualified individuals without disabilities." Please refer to DET/BWT WIA Policy Update 10-03 for further guidance on testing youth with disabilities.

### ***When is this Measured?***

This is measured DURING program participation at one-year intervals. Post-testing must occur within one year from the date of first youth service, not the pre-test date.

### ***Critical ASSET Fields:***

1. Manage Programs, Title 1 Youth tab:
  - a. Report Basic Literacy Skills Deficient.
  - b. Report Meets WIA Out-of-School Youth Criteria (on the date of first youth service).

**Note:** Both of these fields must be reported "Yes".

2. Manage Services:
  - a. Report Youth service.

**Note:** The youth must have at least one service other than Design Framework Case Management, Design Framework Individual Service Strategy and/or Design Framework Assessment to establish the participation date. The fund source for the service must be WIA Title 1B Youth.

3. Manage Assessments, Test Scores - Youth Literacy/Numeracy:
  - a. Select "Add Test".
  - b. Identify Test Category and complete all required fields on the Pre-Test Overview tab.
  - c. If more than one Functional Area was tested, check the next box and complete all required fields.

Note: For 3b you must enter the grade level and the numeric number for the reading and math results.

For example: Grade Level Reading Score 8.0 – Numeric Score for Reading 550 and Grade Level Math Score 7.5 – Numeric Score for Math - 545

4. Manage Assessments, Test Scores - Youth Literacy/Numeracy
  - a. Select Post-Test Year One tab.
  - b. Report post-test scores.

**Example:**

The Learn-to-Read WDB has 250 youth in its older and younger youth programs.

<b>Criteria:</b>	<b>Calculation:</b>
Out-of-school youth:	80
Out-of-school youth that are basic skills deficient:	65
Pre-Test Date on or after beginning of report period:	64
Post-Test date on or before last day of the participation year (from the date of first youth service)	63
Exclusion reported:	5
Advanced at least one education functioning level:	45
Literacy and Numeracy Gain:	$\frac{45}{63 - 5 = 58} = 77.59\%$