

**Overview of the Workforce Investment Act Title I  
and Adult and Dislocated Worker Services**

**Workforce Programs Roundtable  
September 1, 2011**

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<http://dwd.wisconsin.gov/det/partner.htm>



# September 1, 2011 Workforce Programs Roundtable

## Workforce Investment Act Title I: Orientation Summary Overview of the Workforce Investment Act Title I and Adult and Dislocated Worker Services

The Workforce Investment Act of 1998 (WIA) establishes parameters for the state's workforce "system" such as requiring Workforce Development Boards, program partners and One-Stops/Job Centers. The second major aspect of the Act defines the services and eligibility of employment related training and job placement activities of various programs.

The federal law includes a number of programs that are referred to as "titles":

WIA Title I: WIA activities for Adults, Youth & Dislocated Workers managed by the Division of Employment and Training (DET) Bureau of Workforce Training (BWT)

WIA Title II: Adult Education and Family Literacy managed by the WI Technical College

WIA Title III: Job Service - Wagner-Peyser managed by DET

WIA Title IV: Vocational Rehabilitation managed by the Division of Vocational Rehabilitation

This orientation summary addresses Title I funded activities through the U.S. Department of Labor (DOL), and the basic required workforce infrastructure. WIA was enacted as a five-year program. Congress has continued the Act while there have been several unsuccessful attempts to adopt revised legislation.

### Governance at State Level

The Council on Workforce Investment is the required state body to assist the Governor in the development and continuous improvement of the statewide workforce system. The Governor appoints the members of the Council to meet the specific mandated representation including a majority of the members from the private sector. The WIA-required functions may be augmented by Gubernatorial Executive Orders or State statute. The current committees are:

- Executive Committee
- Dislocated Worker Subcommittee
- Medicaid Infrastructure Grant Subcommittee
- Energy Sector Subcommittee
- Health Care Sector Subcommittee
- Manufacturing Sector Subcommittee

The Council has its own website at [www.wi-cwi.org](http://www.wi-cwi.org) that includes further information on the committees along with meeting material as well as the by-laws, Governor's Executive Order and other details.

At the State level, DET is responsible for carrying out the requirements of WIA Title I. This includes: staffing the Council; drafting the WIA State Plans approved by DOL that guides the system; developing state policies; establishing formula fund disbursements; negotiating state and local negotiated levels of performance; developing local plan guidelines and approving plans; establishing contracts; conducting program and fiscal monitoring and evaluation; and, maintaining DOL reporting requirements, training lists and DWD WIA websites. All positions are WIA federally funded. WIA allows 5% administration costs for this purpose.

The statewide website for consumers is [www.jobcenterofwisconsin.org](http://www.jobcenterofwisconsin.org) [JobCenterOfWisconsin.com](http://www.jobcenterofwisconsin.org) (JCW) is the portal for employment and training information for businesses, and individuals seeking employment or to move up the career ladder. The website debuted on September 15, 2008 and replaced the long-standing JobNet system for job seekers, and JobNet

Business-Employer system for employers. JCW is a Wisconsin-centered employment exchange, linking employers in all parts of the state and in communities that border Wisconsin. It is available 24-hours a day at no-cost to employers and job seekers.

Job seekers can search for jobs anonymously, with no registration requirement. It lists job openings in Wisconsin and border counties in neighboring states. Customers can create customized job searches and receive a daily or weekly email with new job openings that match the customer's search criteria. An account (username and password) is required to use this feature. A job seeker can also enter data that is used to create a resume or work application, and to match the job seeker to available job openings. Job seekers must register to use these features. Numerous links to useful information for job seekers and workers are also provided.

Employers can post job openings online, upload jobs from the company's website to JCW, and search for candidates that best suit their hiring needs. Customized candidate searches that email the employer with new candidates are also available. Registration is required to utilize these services. Business-related links are also provided.

Data provided by registered job seekers populates the case management system: Automated System Support for Employment and Training (ASSET). Information provided by registered employers populates JobNet Business-Staff. ASSET and JobNet Business-Staff are not public-facing systems, and are only accessible by Job Center staff and partners.

### **Governance and One-Stop System at Local Level**

Wisconsin has 11 Workforce Development Areas (WDAs). Each WDA has a local board that coordinates, plans and oversees the local workforce system in their area. WIA requires that the majority of each Workforce Development Board (WDB) are people who have decision-making authority in businesses within the local private sector. It also requires that the WIA mandatory one-stop partners serve on the board. The Chief Local Elected Official of each WDA appoints members of the local board after nomination processes are followed as mandated in WIA. There is a WIA local plan approved by the WDB that guides the WDA's WIA efforts, and includes specific local policies that augment the state policies. Guidance for these local plans comes from DET, driven by the State Plan, and are approved by BWT. WIA requires that each WDA have at least one comprehensive physical center that must provide the Core services listed in WIA and must provide access to other programs and activities carried out by the mandatory One-Stop partners. The State has 22 comprehensive Job Centers, and all areas have additional affiliate/satellite sites for service delivery. There is a State policy on One-Stop Job Center Requirements and Standards of Service.

### **Title I Formula Funding and State Set Aside Funding**

Federal funding for WIA Title 1b services is provided through a formula that is typically calculated in the Spring of each year. These State allotments are provided through DOL for the Youth, Adult and Dislocated Worker programs. Further calculations are then determined based on WIA criteria in order for DET to issue formula allocation amounts to each WDB. The formula allocation amounts constitute 80% of the State allotment. The details are in the "Wisconsin WIA Allocation Process: The Operational Guide, Protocols and Checklist to Develop the Annual Allocations for Workforce Development Areas." The federal funding has a three year life-cycle, although due to demand, the WDBs have a relatively high spend-down rate. WIA requires that a minimum of 80% of the formula funds are utilized for each program year allotment. WIA allows local areas to utilize 10% of the formula funds for administrative costs. At this time, no State set-aside funds have been made available from DOL for this program year.

## **WIA Title Ib Basic Eligibility and Services for Adults and Dislocated Workers**

WIA provides general parameters on the types of services and general eligibility requirements to serve Youth, Adults and Dislocated Workers in the WIA Title 1b program. There are three main sets of services: Core, Intensive and Training. Other WIA provisions for service delivery include Individual Training Accounts, universal access, and other requirements summarized below.

### **General Adult Program with WIA Formula Funds**

#### **Core Services**

Core services may be provided as a "self-service" or as an assisted service. If the customer is provided an assisted service then eligibility is determined, and if criteria is met, they would be enrolled in WIA. In either case, eligible Veterans and spouses of Veterans must be served first to comply with federal law.

Eligibility: To be eligible to participate in WIA Title I core services an adult must meet the general requirements of:

18 years of age or older; and

Authorized to work in the U.S.; and

Registered for Selective Service, if applicable

**Or** the Dislocated Worker Eligibility Requirements [detailed under "Dislocated Worker Program"].

Services available through the one-stop delivery system to individuals, who are adults or dislocated workers and that, at a minimum, include:

1. determinations of whether the individuals are eligible to receive assistance under WIA;
2. outreach, intake (which may include worker profiling), and orientation to the information and other services available through the one-stop delivery system;
3. initial assessment of skill levels, aptitudes, abilities, and supportive service needs;
4. job search and placement assistance, and where appropriate, career counseling;
5. provision of employment statistics information including:
  - accurate information relating to local, regional, and national labor market areas;
  - job vacancy listings in such labor market areas;
  - information on job skills necessary to obtain the listed jobs; and
  - information relating to local occupations in demand and the earnings and skill requirements for such occupations
6. provision of performance information and program cost information on:
  - eligible providers of training services, provided by program, and
  - eligible providers of youth activities, -
  - providers of adult education,
  - providers of postsecondary vocational education activities and vocational education activities available to school dropouts under the Carl D. Perkins Vocational and Applied Technology Education Act; and
  - providers of vocational rehabilitation program activities under the Rehabilitation Act of 1973.
7. provision of information regarding:
  - how the local area is performing on the local performance measures and
  - any additional performance information with respect to the one-stop delivery system in the local area
8. provision of accurate information relating to:
  - the availability of supportive services, including child care and transportation, available in the local area, and
  - referral to such services, as appropriate;
9. provision of information regarding filing claims for unemployment compensation;

10. assistance in establishing eligibility for:
  - programs of financial aid assistance for training and education programs that are not funded under this Act and are available in the local area; and
11. followup services, including counseling regarding the workplace, for participants who are placed in unsubsidized employment, for not less than 12 months after the first day of the employment.

Eligibility for Intensive and Training Services

At a minimum, an individual must receive an assisted core service to be able to receive intensive services, and then training services, although, these may be provided coterminously depending on the circumstance. WDBs may have additional eligibility requirements in their local policies. Additionally, the WDB's "priority of service" policy may be in effect that imposes additional eligibility requirements only when the Workforce Development Board determines that there are insufficient funds to cover all customers' training services.

**Intensive Services**

Eligibility:

1. who are unemployed and are unable to obtain employment through core services; and
2. who have been determined to be in need of more intensive services in order to obtain employment (the case file must contain a determination of need for intensive services as identified in the individual employment plan, comprehensive assessment, or through any other intensive service received); or
3. who are employed, but who are determined to be in need of such intensive services in order to obtain or retain employment that allows for self-sufficiency
4. who are in the priority of service category that may be established by the WDB

A customer must receive at least one staff-assisted core service before proceeding to the intensive service level. There is no federal or state required minimum time period an individual must be in core services before they are eligible for intensive services. Each WDB may have different local policies that further define eligibility for intensive services.

Services may include the following:

1. Comprehensive and specialized assessments of the skill levels and service needs of adults and dislocated workers, which may include diagnostic testing and use of other assessment tools; and in-depth interviewing and evaluation to identify employment barriers and appropriate employment goals.
2. Development of an individual employment plan to identify the employment goals, appropriate achievement objectives, and appropriate combination of services for the participant to achieve the employment goals.
3. Group counseling.
4. Individual counseling and career planning.
5. Case management for participants seeking training services.
6. Short-term prevocational services, including development of learning skills, communication skills, interviewing skills, punctuality, personal maintenance skills, and professional conduct, to prepare individuals for unsubsidized employment or training.

**Training Services**

Eligibility for Training Services:

1. who have met the eligibility requirements for intensive services and who are unable to obtain or retain employment through such services;
2. who after an interview, evaluation, or assessment, and case management, have been determined by a one-stop operator or one-stop partner, as appropriate, to be in need of training services and to have the skills and qualifications to successfully participate in the selected program of training

services;

3. who select programs of training services that are directly linked to the employment opportunities in the local area involved or in another area in which the adults or dislocated workers receiving such services are willing to relocate;
4. who meet requirements related to obtaining other grant assistance for training; and,
5. who are determined to be eligible in accordance with the priority system, if any, in effect in the WDA.

At a minimum, an individual must have received at least one core and intensive service, such as development of an individual employment plan with a case manager or individual counseling and career planning, before the individual may receive training services. The case file must contain a determination of need for training services as identified in the individual employment plan. There is no federal or state required minimum time period an individual must be in intensive services before they are eligible for training services.

Training services, whether under an ITA or under contract, must be provided in a manner that maximizes informed consumer choice in selecting an eligible provider. Each WDB has a local policy on the criteria, duration and maximum cost per participant for training services, and/or other parameters such as a payment schedule to providers. Some WDBs also have a process to determine customer priority for training services.

#### Services:

Training services is defined in WIA Title I as "one or more courses or classes, or a structured regime, that upon successful completion, leads to: (a) A certificate, an associate degree, baccalaureate degree, or (b) The skills or competencies needed for a specific job or jobs, an occupation, occupational group, or generally, for many types of jobs or occupations, as recognized by employers and determined prior to training."

#### Training Services for Adults includes the following:

1. Occupational skills training, including training for nontraditional employment
2. Programs that combine workplace training with related instruction
3. Cooperative education programs
4. Training programs operated by the private sector
5. Skill upgrading and retraining
6. Entrepreneurial training including micro enterprise development
7. Job readiness training [this can also be an intensive service]
8. Adult education and literacy activities provided in combination with services (listed above) [this can
9. also be an intensive service]
10. Registered apprenticeship
11. Basic English language education as long as they are provided in connection with occupational skills training leading to a job or career for which the individual is preparing
12. Vocational English as a second language training
13. Asset building
14. Financial literacy training

The above list is not all-inclusive and additional training services may be provided. Additional training services may be provided with the approval of DET.

#### Specific non-ITA training services:

- (1) On-the-Job Training.
- (2) Customized training conducted with a commitment by an employer or group of employers to employ an individual upon successful completion of the training.
- (3) Contracts for training with community based organizations or other private organizations if there

are insufficient providers in the area, or, for special populations that face multiple barriers to employment.

### Individual Training Accounts

Most of the WIA-funded training services for adults are delivered by providers from the state-approved list with the use of Individual Training Accounts (ITA) for each customer. The ITA is established on behalf of a WIA-eligible participant based on consumer choice in consultation with the case manager, and the development of an Individual Employment Plan.

There are three allowable exceptions for training services other than the use of ITAs:

- (1) On-the job training is provided through a contract with an employer in the public, private non-profit, or private sector. More detailed information on this type of training is in Administrator's Memo 10 - 07
- (2) Customized training is provided through a contract with an employer(s) to meet the special requirements of that employer along with a commitment by that employer to employ, or in the case of incumbent workers, continue to employ an individual on successful completion of the training. More detailed information on this type of training is in Administrator's Memo 10 - 06
- (3) Persons with multiple barriers to employment may need different mechanisms for training. The regulations allow this exception only for low-income individuals in the following categories  
(a) individuals with substantial language or cultural barriers (b) offenders (c) homeless individuals (d) other hard-to-serve populations.

### **Other Program Highlights for Adults and Dislocated Workers**

An Individual Employment Plan is an ongoing strategy jointly developed by the customer and the case manager that identifies the participant's employment goals, the appropriate achievement objectives, and the appropriate combination of services for the participant to achieve the employment goals.

### Supportive Services

Supportive services is restricted to only those individuals participating in core, intensive or training services "who are unable to obtain such supportive services through other programs providing such services" and "may only be provided when they are necessary to enable individuals to participate in Title I activities." "They include services such as transportation, child care, dependent care, housing, and needs-related payments that are necessary to enable an individual to participate in activities authorized under WIA Title I." That regulation also requires each WDA to have a local policy that "should address procedures for referral to such services, including how such services will be funded when they are not otherwise available from other sources."

### Follow-up Services

A customer is not done with WIA services once they have successfully completed a training service and placed in a job. Follow-up activities may be an additional service. "Follow-up services must be made available, as appropriate, for a minimum of 12 months following the first day of employment, to registered participants who are placed in unsubsidized employment."

State policy update 04-02 lists examples of follow-up services:

- "Additional career planning and counseling (for example, labor market information, demand occupations, job search assistance, entrepreneurial training, career counseling, resume development, etc.);
- Employer contact, including assistance with work-related problems (for example, on-site visits, information on Work Opportunity Tax Credit, bonding, workplace training instruction, post-employment (entered employment) training on interim services or a limited basis, incumbent worker services, English as a Second Language, etc.);
- Information about additional educational opportunities (for example, referral to WI Technical College System or other institutions, General Educational Development Test, WIA funded and other educational opportunities, etc.);
- Peer Support Groups (for example, group counseling, workshops, etc.); and
- Supportive Services information (for example, childcare, housing, transportation, vocational rehabilitation assistance, work clothing, etc.)"

### Universal Access

The Act has nondiscrimination language along with regulations that provide a general definition of "reasonable accommodation" for individuals with disabilities. In essence, such accommodations are "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." The Job Centers must be universally accessible (including physical, programmatic, and communications accessibility) to individuals with disabilities, older workers, offenders, minorities, and other individuals with special needs.

The federal Disability Program Navigator Initiative in 2003 helped to expand the capacity of the workforce system to better serve customers with disabilities. The Navigators served as a resource to the workforce investment community, including employers, to bring together blended/braided resources around the customers' training and employment needs. With the grant expiration, some WDBs have continued a "Navigator" role.

## Programs for Dislocated Workers

### WIA Title 1b - Rapid Response and Local Program Services Trade Adjustment Assistance

#### Rapid Response

State Dislocated Worker Unit (DWU) required by WIA to carry out Rapid Response Activities, partnering with local areas (25% of state's allocation dedicated to rapid response activities, including Special Response Grants)

#### Rapid Response Activities

- Identification of dislocation events
- Initial meeting with employer and employee representative
- Layoff aversion activities
- Provision of information on assistance available to affected workers and collection of information from workers (WIA, TAA and UI)
- Adjustment strategy planning for employers, communities, organized labor and industries
- Determine need for additional resources to serve workers (State Special Response Grants or National Emergency Grants)

#### Title 1b Dislocated Worker Program Services

##### Eligibility for Services

Dislocated workers at the time of registration must meet all three state enrollment requirements as well as all of the criteria for one of the five federal dislocated worker categories:

##### State Enrollment Conditions

- (1) Dislocated from employment in the last five years, and
- (2) Either previous work history of two years if age 22 or older; previous work history of four years if age 21 or younger or a dislocation that is the result of a permanent plant or facility closing or substantial layoff regardless of work history and
- (3) No specific recall date from the employer:

Federal Dislocated Worker Eligibility Requirements - A "dislocated worker" is an individual who:

- (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:
  - (i) has been dependent on the income of another family member but is no longer supported by that income, and
  - (ii) is unemployed or underemployed and is experiencing difficulty in obtaining or upgrading employment.

Dislocated Workers who take new employment can continue to be served until they reach self-sufficiency as defined in the local policy.

## **Trade Adjustment Assistance Act**

### Eligibility

- Layoff must be result of foreign competition or shift of production
- Workers must produce a product (except for 2009 law, 70000 series)
- A petition must be filed by three workers, the company, the union or a one- stop partner
- The US Department of Labor conducts an investigation and issues a determination and impact dates
- Workers must be individually determined eligible

### Services

- Job Service is direct service provider
- Service Comparison Matrix
- TAA “Old Law” – 60,000 and 80,000 certifications; “New Law” – 70,000 certifications
- Additional benefits include Trade Readjustment Allowances (TRA) and Health Coverage Tax Credit (HCTC)

## **Coordinating WIA and TAA Services to Dislocated Workers**

- Coordinate to maximize services and the likelihood of success of participant
- WIA may not pay for services covered by TAA
- Joint reemployment planning needs to occur up front
- Co-case management needs to occur through out plan implementation
- Communication is key to effective process

## REFERENCE DOCUMENTS

## **Workforce Development Board's Key WIA Responsibilities**

### In partnership with the Chief Local Elected Official(s):

Develop the five-year local Workforce Investment Plan  
Set policy for the Workforce Investment System within the WDA  
Conduct oversight of the One-Stop System  
Identify the designated comprehensive Job Centers and other service sites  
Appoint a Youth Council as a subgroup of the WDB & determine role  
Select youth providers upon recommendations of the Youth Council  
Conduct oversight of the youth programs and adult and Dislocated Worker activities (Title I)  
Identify eligible intensive services providers and training providers  
May employ staff  
May solicit and accept grants and donations from sources other than funds under WIA  
Assist the State in employment statistics system  
Coordinate employer linkages  
Promote participation of private sector employers  
Provide Rapid Response activities in conjunction with the State  
    Conduct regional planning if the State mandates this effort

### With the expressed agreement of the Chief Local Elected Official(s):

- Select One-Stop Operator(s)
- Develop and execute Memorandum of Understanding with One-Stop partners which must be consistent with the local plan
- Negotiate performance measures with the state

### Subject to the expressed approval of the Chief Local Elected Official(s):

Develop a budget for the purpose of carrying out the duties of the local board  
Identify other entities to participate as One-Stop partners

### Only with the agreement of the Chief Local Elected Official(s) AND the Governor and meets State Requirements:

- Be a direct provider of Core, Intensive or Training services for adults and youth
- Be designated as a One-Stop Operator

## **WIA Mandatory One-Stop Partners**

WIA prescribes the One-Stop partners that must coordinate services, and participate in the workforce infrastructure. All of the mandatory partners, listed below, must complete a Memorandum of Understanding with the 11 WDBs. The partners are required to provide core services that are applicable to their respective programs, participate in operating costs of the Job Centers, and agree on methods for referring customers among partners for a full array of service delivery. Each partner has their own funding streams, regulations, required services and performance measures.

### WIA Mandatory One-Stop Service Delivery Partners:

- WIA activities for Adults, Youth & Dislocated Workers (WIA Title I)
- Adult Education and Family Literacy (WIA Title II)
- Job Service (Wagner-Peyser WIA Title III)
- Vocational Rehabilitation (WIA Title IV)
- Welfare-to-Work (No longer a program)
- Temporary Assistance to Needy Families/WI W-2 (Added by WI Governor)
- Food Stamp Employment & Training and Food Stamp Workfare (Renamed as Food Share)
- Senior Community Service Employment Program- Older Americans Act
- Carl D. Perkins Vocational and Applied Technology Education [Renamed as Carl D. Perkins Career and Technical Education Act of 2006]
- Trade Adjustment Assistance (and NAFTA-TAA)
- Veterans Employment & Training Services & local veteran's outreach programs
- Community Services Block Grants
- Housing and Urban Development Employment & Training Activities
- Unemployment Insurance

### Representatives from national programs if funding/activities are present in workforce area:

- Native American Programs
- Migrant and Seasonal Farm Worker Programs
- Job Corps
- Youth Opportunity Grants

### Other partners as identified in WIA & considered traditional partners in Wisconsin:

- National and Community Services
- Wisconsin Service Corps
- Conservation Corps
- Literacy Councils
- Child Care agencies

### Sample Core Services of Major Partner Programs

Allowable Core Services in the Workforce Investment Act Title I	WIA Title 1 Adult	Vocational Rehabilitation	TANF/W-2	Adult Ed & Family Literacy	Vocational & Technical
Determine whether people are eligible to receive assistance	Yes	Yes	Yes	No	No
Outreach, intake, and orientation to the info available via the one-stop	Yes	Yes	Yes	No	No
Initial assessment of skill levels, aptitudes, abilities & support service needs	Yes	Yes	Yes	Yes if client has a service plan	Yes
Job search and placement assistance, & where appropriate, career counseling	Yes	Yes	Yes	No	Yes
Employment statistics information, including accurate info on local, regional & national labor market; info on local occupations in demand, vacancies, job skills to obtain the jobs & earnings	Yes	No	Yes	No	No
Performance & program cost info on eligible providers of training services, youth activities, adult education & vocational education	Yes	Yes	Yes	Yes	Yes
Info on how local area is performing on local performance measures & other one-stop info	Yes	Yes	Yes	Yes	Yes
Accurate info on area supportive services, such as child care & transportation, with referral as appropriate	Yes	Yes	Yes	Limited	Limited
Info on filing Unemployment Insurance	Yes	No	Yes	No	No
Assistance in establishing eligibility for financial aid assistance for training & education programs not funded by WIA	Yes	No	Yes	No	Yes
Follow-up services including counseling in the workplace	Yes	Yes	Yes	No	No

## Workforce Investment Act Common Measures

The State uses the WIA Common Measures (a DOL-approved waiver). BWT negotiates the performance levels with Region V Employment and Training DOL staff typically in Spring of each year based on analyses of the State's economic circumstances, and other relevant factors. After the State goals are established, BWT negotiates the performance levels for each WDB. Quarterly reports are required by DOL as well as the Annual Report due the 1<sup>st</sup> of October. WIA prescribes the action(s) that must be taken if the State and WDBs do not meet the performance goals including ineligibility for Incentive Grants.

### Common Performance Measures Summary:

1. Adult and Dislocated Worker (DW) Entered Employment: 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.
2. Adult and DW Employment Retention: 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.
3. Adult and DW Average Earnings: Of those adult 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.
4. Youth Placement in Employment or Education: Of those who are not in post-secondary education or employment (including the military) at the date of participation: the number of youth participants who are in employment (including the military) or enrolled in post-secondary education and/or advanced training/occupational skills training in the first quarter after the exit quarter.
5. Youth Attainment of a Degree or Certificate: Of those enrolled in education (at the date of participation or at any point during the program): the number of youth participants who attain a diploma, GED, or certificate by the end of the third quarter after the exit quarter.
6. Youth Literacy and Numeracy Gains: Of those out-of-school youth who are basic skills deficient: the number of youth participants who increase one or more educational functioning levels.

Source: U.S. Department of Labor, TEGL 17-05

## State Waivers

DOL allows certain provisions of WIA to be waived with the intent to improve the efficacy of service delivery. In order to waive an allowable WIA provision, the State must submit a Waiver Plan (typically, as part of the required WIA State Plans) to DOL for approval, disapproval or modification. The Council on Workforce Investment makes recommendations on State waivers. WDB waiver plans may be submitted to the Department of Workforce Development - DET at any time. Once DOL responds to a State waiver issue, the State is then able to approve, disapprove, or modify a WDB's waiver plan. If the WDB is authorized to implement a waiver for a given program year, the WDB must submit the waiver plan request annually if the WDB wants to extend the waiver. If a WDB requests a waiver that DOL has not authorized the State to implement, then DET determines if such a waiver would be beneficial to improve service delivery and, if so, submits a Waiver Plan to DOL.

These are the waivers DOL approved for program year 2011-2012:

Common performance measures, WIA Section 136(b)

Extending the period of initial eligibility of training providers, 20 CFR § 663.530

This is available for all WDBs if they want to have the ability to increase the employer reimbursement for on-the-job training with a specified sliding scale based on company size along with other prescriptive guidance, WIA Section 101(31)(B)

This is available for all WDBs if they want to have the ability to reduce the 50% employer match for customized training with a specified sliding scale based on company size along with other prescriptive guidance, WIA Section 101(8)(C)

Transfer authority up to 50% between the Adult and Dislocated Worker funding streams allocated to a local area, WIA Section 133(b)(4)

The use of up to 10% of local Adult funds and up to 10% of local Dislocated Worker funds for incumbent worker training only as part of a lay-off aversion strategy serving only low-income/economically disadvantaged adults, along with other conditions such as training restricted to skill attainment activities, WIA Section 134

## Comprehensive Job Center Standards

### One-Stop Job Center Requirements and Standards of Service

As established in § 662.100 (a) of the WIA Regulations, ...the One-Stop delivery system is a system under which entities responsible for administering separate workforce investment, educational, and other human resource programs and funding streams (referred to as One-Stop partners) collaborate to create a seamless system of service delivery that will enhance access to the programs' services and improve long-term employment outcomes for individuals receiving assistance.

Integral to the accomplishment of that goal, the Act establishes Federal, State and Local responsibilities to establish a system of one-stop job centers through out the nation. In Wisconsin, a Comprehensive One-stop Center is a physical location where, at a minimum, WIA Title 1b core services are provided and Wisconsin Job Service and Wisconsin Division of Vocational Rehabilitation staffs are located. There must be at least one comprehensive center in each Workforce Development Area. Each comprehensive one-stop center must provide the following:

#### Core Services: WIA 134(b)(2)

1. Determination of an individual's eligibility to receive assistance from WIA
2. Assistance in establishing eligibility for programs of financial aid for training and education programs not funded under the WIA and available in the local area.
3. Outreach, intake, and orientation to the information and other services available through the Job Center system.
4. Initial assessment of occupational and soft skill levels, aptitudes, abilities, and supportive service needs.
5. Job search and placement assistance, and where appropriate, career counseling;
6. Access to WORKnet and WisCareers, or, provide of employment statistics information, including the provision of accurate information relating to local, regional, and national labor market areas, including--
  - (i) job vacancy listings in such labor market areas;
  - (ii) information on job skills necessary to obtain the jobs described in clause (i); and
  - (iii) information relating to local occupations in demand and the earnings and skill requirements for such occupations;
7. Access to the State Eligible Training List
8. Information regarding local area performance measures and any additional performance information for the one-stop delivery system in the local area.
9. Information about and referral to supportive services, including childcare and transportation in the local area
10. Information regarding filing claims for unemployment compensation.
11. Follow-up services (including counseling) for WIA participants placed in unsubsidized employment, for at least 12 months after the first day of employment.

#### Access to Intensive Services: WIA 134(d)(3)(C)

1. Comprehensive and specialized assessments of the skill levels and service needs of adults and dislocated workers, which may include--
2. diagnostic testing and use of other assessment tools; and
3. in-depth interviewing and evaluation to identify employment barriers and appropriate employment goals.
4. Development of an individual employment plan, to identify the employment goals, appropriate achievement objectives, and appropriate combination of services for the participant to achieve the employment goals.
5. Group counseling.
6. Individual counseling and career planning.
7. Case management for participants seeking training services under paragraph (4).

8. Short-term prevocational services, including development of learning skills, communication skills, interviewing skills, punctuality, personal maintenance skills, and professional conduct, to prepare individuals for unsubsidized employment or training.

Access to Training Services: WIA 134(d)(4)(D)

1. occupational skills training, including training for nontraditional employment;
2. on-the-job training;
3. programs that combine workplace training with related instruction, which may include cooperative education programs;
4. training programs operated by the private sector;
5. skill upgrading and retraining;
6. entrepreneurial training;
7. job readiness training;
8. adult education and literacy activities provided in combination with services described in any of clauses (1) through (7); and
9. customized training conducted with a commitment by an employer or group of employers to employ an individual upon successful completion of the training.

Access to other programs and activities carried out by the One-Stop partners

The One-stop partners are:

1. WIA Title I
2. Adult Education and Family Literacy (WIA Title II)
3. Job Service (WIA Title III)
4. DVR (WIA Title IV)
5. Temporary Assistance to Needy Families/WI W-2 (Added by the Governor)
6. Food Stamp E & T and Food Stamp Workfare (check name)
7. Senior Community Service Employment Program- Older Americans Act
8. Carl D. Perkins Vocational and Applied Technology Education
9. Trade Adjustment Assistance (and NAFTA-TAA)
10. Veterans E & T Services & local veteran's outreach programs
11. Community Services Block Grants
12. Housing and Urban Development E & T Activities
13. Unemployment Insurance
14. Native American Programs (*if present in the WDA*)
15. Migrant and Seasonal Farm Worker Programs (*if present in the WDA*)
16. Job Corps (*if present in the WDA*)
17. Youth Opportunity Grants (*if present in the WDA*)
18. Veterans Employment and Training Program (*if present in the WDA*)

While each local area must have at least one comprehensive center (and may have additional comprehensive centers), WIA section 134(c) allows for arrangements to supplement the comprehensive center. These arrangements may include:

1. A network of affiliated sites that can provide one or more partners' programs, services and activities at each site;
2. A network of One-Stop partners through which each partner provides services that are linked, physically or technologically, to an affiliated site that assures individuals are provided information on the availability of core services in the local area; and
3. Specialized centers that address specific needs, such as those of dislocated workers.

The design of the local area's One-Stop delivery system, including the number of comprehensive centers and the supplementary arrangements other service locations, must be described in the local plan and be consistent with the Memorandum of Understanding executed with the One-Stop partners.

Each Memorandum of Understanding shall contain provisions describing--

1. the services to be provided through the one-stop delivery system;

2. how the costs of such services and the operating costs of the system will be funded;
3. methods for referral of individuals between the one-stop operator and the one-stop partners, for the appropriate services and activities; and
4. the duration of the memorandum and the procedures for amending the memorandum during the term of the memorandum; and
5. other provisions, consistent with the requirements of this title, as the parties to the agreement determine to be appropriate and could include:
  - a. requires all signatories strive to meet the service standards
  - b. requires all signatories to participate in center management
  - c. defines roles and responsibilities or signatory agency staff within the center
  - d. center marketing requirements

### **Standards of Service**

The Job Center Service Standards define expectations for serving customers within Job Centers across the State of Wisconsin. The standards will also continue the focus on quality service and ensure consistency of service across the state. The Workforce Development Board is responsible for ensuring that their comprehensive center(s) and any supplementary centers other service locations meet Service Standards.

The Service Standards are broadly stated to allow flexibility in regional program design and local implementation of services. The Service Standards state “what” is to be done; it is up to local groups responsible for the planning and implementation of Job Center services to decide “how” local activities will meet the Service Standards.

The standards are crafted around two customer groupings; Administrative/Partner, and Employers and Job Seekers.

#### **Administrative/Partner Expectations:**

1. The Job Center has a *Memorandum of Understanding* (MOU) with all partners that clearly delineates roles and responsibilities in the service delivery system.
2. The Job Center meets ADA physical and program accessibility requirements. Provide equal access to all services and programs (including resource room materials and services) for all customers, including persons with disabilities and limited English-speaking ability.
3. Veterans and qualified spouses shall be given priority over non-veterans in the receipt of any employment, training, and placement services provided in Wisconsin Job Centers. (TEGL # 5-03, 9-6-2004) vp11-07 3-19-07
4. The Resource Room/customer service area of the Center is staffed all hours the Center is open. One person who can triage customer needs and refer to programs as appropriate must be on duty at all times the center is open.
5. Staff at the Job Center will provide access to all other required WIA partner programs
6. Staff at the Job Center will provide information about available job training and make referrals as needed
7. The Job Center has a credentialed employment counselor who works with all job seeker customers and is on-site each week.
8. The Job Center addresses the needs of youthful job seekers
9. The Job Center is participating in a continuous improvement program. Job Center effectiveness in providing services to job seekers and employers will be available to the public.
10. The continuous improvement program must ensure a trained, competent staff and that staff participates in a credentialing program. Staffs providing services through Job Centers are trained and demonstrate competence in providing consistent, high quality service to business and job seeker customers. Staff possess the following knowledge.
  - a. Knowledge of available community resources.
  - b. Knowledge of referral process to all partner programs and services as appropriate for the customer’s needs.

- c. Knowledge and assistance with all Job Center tools, technologies, Internet, and computer systems.
  - d. Knowledge and assistance with special needs and overcoming barriers to employment, as needed. Understands special employment needs of diverse populations.
  - e. Knowledge of privacy and confidentiality requirements for all customers.
  - f. Knowledge of customer service techniques including maintaining a professional relationship.
11. The Job Center has exterior signage using the "Job Center of Wisconsin, Connecting Wisconsin's Workforce Here" logo. Interior signage ensures that all customers are able to use the Job Center effectively and includes, required posters, room locations and directions in English and alternate language(s) as appropriate to customer demographics. [NOTE: Decals will be provided by DET that will suffice for compliance].
  12. Services are coordinated across programs and not duplicated, to improve efficiency and service to the customer.
  13. Customers receive services through the Job Center system regardless of race, gender, ethnicity, age, or disability status and in accordance with any other legal protections.
  14. Privacy and confidentiality is provided for all customers.
  15. All customers are served in a timely manner. (Each Workforce Development Board will decide what it considers a timely manner for customer service.)
  16. The Job Center has a Business Services Team that will provide business services in an integrated nonduplicative manner and is consistent with the regional *Business Services Plan*

**Employer and Job Seeker Expectations:** Every customer using the Job Center should expect:

1. Access to JobCenterofWisconsin.com to make connections between job seekers and employers
2. The level of service provided will be appropriate to individual customer's needs and consistent with program requirements.
3. Regularly scheduled financial literacy education and assistance, information about and referral to credit rehabilitation counseling
4. Veterans and qualified spouses shall be given priority over non-veterans in the receipt of any employment, training, and placement services provided in Wisconsin Job Centers. (TEGL # 5-03, 9-6-2004) vpl1-07 3-19-07
5. Access to all other required WIA partner programs
6. Information about available job training and receive referrals as needed
7. Access to an employment counselor who works with all job seeker customers and is on-site each week.
8. To make informed choices, within available services, and be assisted in determining service options.
9. Services are coordinated across programs and not duplicated, to improve efficiency and service to the customer.
10. Program information is accessible in various delivery formats to ensure understanding by the customer, e.g., oral/written translation services, interpreter services/sign language, etc.
11. Accommodations are made for customers' special needs (physical and programmatic).
12. Customers receive services through the Job Center system regardless of race, gender, ethnicity, age, or disability status and in accordance with any other legal protections.
13. Privacy and confidentiality is provided for all customers.
14. Staff providing services through Job Centers are trained and demonstrate competence in providing consistent, high quality service to business and job seeker customers
15. All customers are treated with respect and served in a timely manner.
16. Information on education, employment and training services.
17. Information on local services, potential eligibility requirements, and how and where to access those services.
18. Information about support services needed to maintain employment.
19. Initial, comprehensive and specialized assessments as appropriate to the customers' needs and program requirements.
20. Career planning with an emphasis on jobs in the area that provide family-supporting wages and benefits, including nontraditional occupations.
21. Current job openings, the qualifications associated with these openings, and application.

22. Assistance with job search, including resume writing, interviewing, seeking nontraditional employment positions, using labor market information and locating the “hidden job market,” career ladders, and high wage, high demand occupations.
23. Information on the Unemployment Insurance (UI) filing and claims update processes.
24. Financial literacy training such as the wise use of credit and financial asset building, and credit rehabilitation counseling.
25. Be greeted by some one who can determine my needs and refer me to programs, as appropriate.

## Service Comparison Matrix – WIA and TAA

Service	TAA	WIA	Program Comparisons
<b>Assessment Comprehensive &amp; Specialized</b> assessment of skill levels, interests and service needs including diagnostic testing and use of other assessment tools; in-depth interviewing and evaluation to identify barriers and appropriate employment goals	X	X	TAA New law - Same under TAA and WIA TAA Old law – limited (a training cost only if prerequisite to training)
<b>Case Management</b>	X	X	<u>WIA</u> – a client-centered approach to service delivery designed to prepare and coordinate comprehensive plans to ensure access to necessary services and provide job and career counseling during program participation and job search <u>TAA</u> – New Law. Employment and case management services must be offered and include comprehensive assessment, development of an IEP, information on training, how to apply for training and financial aid, short-term prevocational services to prepare individuals for employment, provision of employment information (job vacancies, job skills, in-demand occupations) and information relating to availability of supportive services.
<b>Individual Employment Plan (IEP) Development</b> Engaged in developing a plan that identifies employment goals, achievement objectives and appropriate combination of services to achieve the customer's employment goal	X	X	<u>TAA</u> – required for all participants and, under New Law required for issuing waiver from training <u>WIA</u> – required for all participants receiving intensive or training svcs
<b>Prevocational services</b> Short-term services to prepare individuals for employment or training. Includes development of skills in learning, communication, interviewing, and personal maintenance, punctuality and professional conduct..	X	X	<u>TAA</u> – New Law. An employment and case management service <u>WIA</u> – an intensive service
<b>Job Search Allowance (TAA)/Out of Area Job Search Assistance (WIA)</b> Assisted a customer in becoming employed outside the individual's normal commuting distance	X	X	<u>TAA</u> – reimbursements for necessary job search expenses; within 1 year of layoff or 6 months of completing training. Old law - 90% of expenses up to \$1,250. New law - 100% of expenses up to \$1,500 <u>WIA</u> – Intensive service; payment parameters set by WDB.
<b>Relocation Assistance</b> Provided funding or assistance relating to relocation for employment beyond normal commuting distance.	X	X	<u>TAA</u> – for accepting job out of area within 14 months of layoff or 6 months of training completion. Old Law - 90% of eligible costs (travel, movers) + expenses up to \$1250. New law - 100% of eligible costs + expenses up to \$1,500 <u>WIA</u> – Intensive service; payment parameters set by WDB.
<b>Childcare Assistance</b>		X	WIA Supportive service - payment parameters set by WDB.
<b>Housing Assistance</b>		X	WIA Supportive service - payment parameters set by WDB.
<b>Transportation Assistance</b>	X	X	<u>TAA</u> – travel to approved training outside normal commuting distance. <u>WIA</u> – payment parameters set by WDB; generally payable within normal commuting distance, also provided under Supportive Services

## Service Comparison Matrix – WIA and TAA

Service	TAA	WIA	Program Comparisons
<b>Subsistence (TAA)</b>	X		Payments to cover costs of residing away from home while attending training outside of commuting area (in lieu of daily travel).
<b>Remedial Education (TAA)/Adult Education and Literacy (WIA)</b> Training to improve a worker's basic skill level to participate in occupational training, or to gain suitable work. Includes GED.	X	X	<u>TAA</u> – planned duration and need documented up-front; may extend TRA eligible training weeks by up to 26 weeks, to total 130 weeks (Old law) or 156 weeks (New law) <u>WIA</u> – may be intensive or training service
<b>On-The-Job Training</b> Employer reimbursed cost of training costs after hiring participant.	X	X	TAA may fund contracts negotiated by WIA (if meet TAA approval requirements).
<b>Occupational Classroom</b> Engaged in occupational training that results in certification, diploma or degree.	X	X	<u>TAA</u> - full time or part-time (under certain circumstances). Old law - completed within 104 weeks. New law – up to 156 weeks (special conditions apply if training extends beyond TRA benefit period). TAA training not limited to Eligible Training Provider List. <u>WIA</u> – full-time or part-time; limitations on cost & duration set by WDB
<b>Customized Training</b> Training that meets the special requirements of employer(s); employer commitment to hire at completion and employer pays for not less than 50% of cost of training.	X	X	Same for TAA and WIA - TAA may fund contracts negotiated by WIA (if meet TAA approval requirements).
<b>Prerequisite Training</b> Education or coursework required to enroll in a program of approved training	X	X	<u>TAA</u> (New Law only) -Service defined and reportable for TAA. May extend TRA eligible training weeks by up to 26 weeks, to total 130 weeks (Old law) or 156 weeks (New law) <u>WIA</u> - provides as part of Occupational Training
<b>Pre-layoff Assistance</b> Services to a customer pending layoff.	X	X	<u>TAA</u> – New law only. Case management and employment services to workers threatened with layoff <u>WIA</u> – core staff assisted service
<b>Pre-Separation Training (TAA – New law only)</b> Training provided to workers individually threatened with layoff (training may not be incumbent worker, OJT or customized training at worker's current employer unless for different position not threatened with layoff or affected by trade).	X	X	WIA – dislocated workers with notification of termination (WARN or individual notice) or a general announcement that facility will close within 180 days are eligible for training services
<b>Alternative Trade Adjustment Assistance (old law) and Reemployment Trade Adjustment Assistance (new law)</b> wage subsidy for workers at least 50 years old who become reemployed.	X		ATAA subsidy is an alternative to training and TRA benefits (Old Law). RTAA can be in addition to other approved training (New Law).
<b>Assisted Job Search and Placement</b> Provision of job leads or job hunting tips to assist the customer in becoming employed	X	X	<u>TAA</u> – includes review of participant worksearch activities <u>WIA</u> – various services including workshops, job clubs, etc.