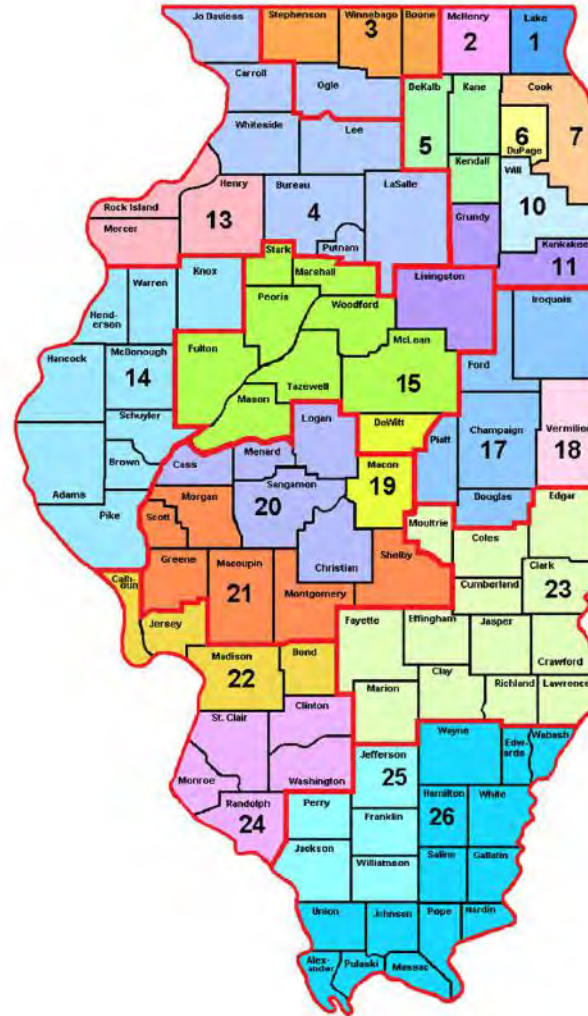




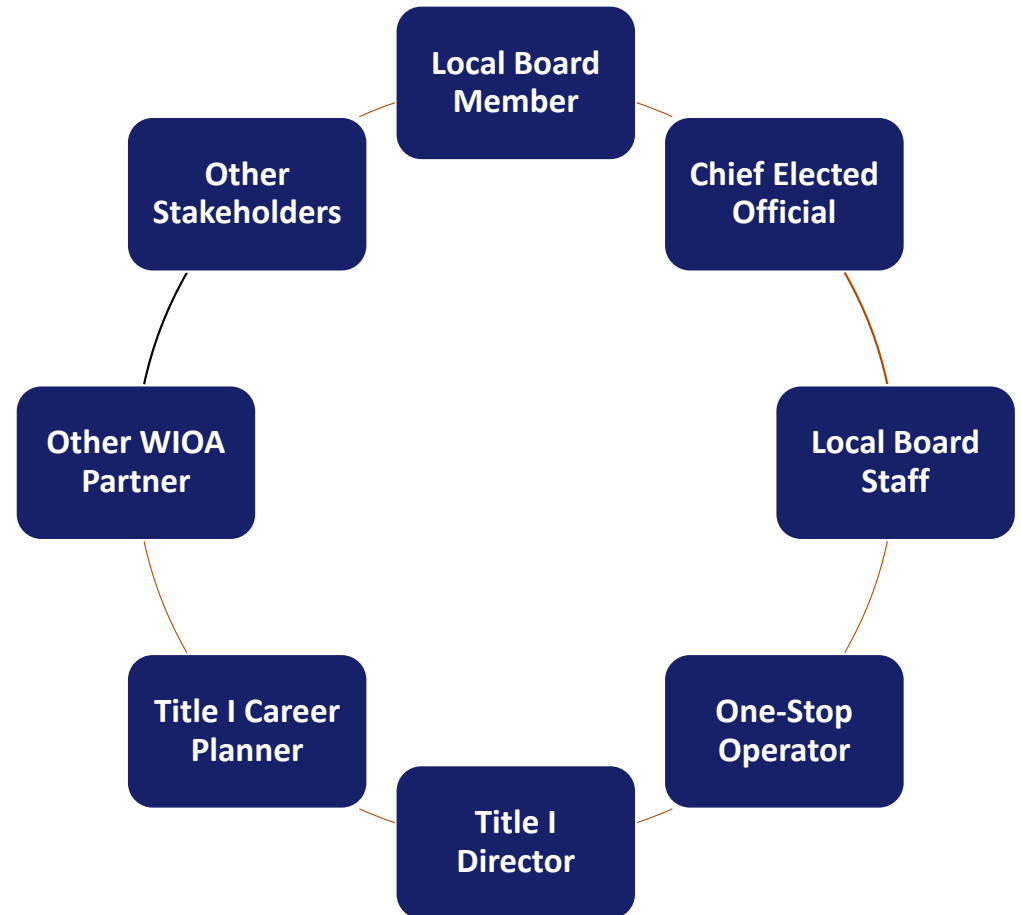
WIOA PRIMARY INDICATORS OF PERFORMANCE: MEASURABLE SKILL GAINS (MSG)

November 17, 2021

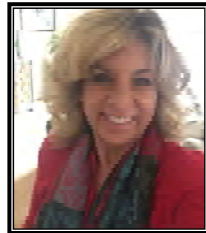
Where is Your Local Area?



What is Your Role in the WIOA System?



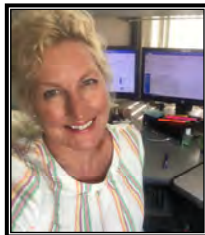
State Performance Management Team



- Patricia Schnoor
- Performance and Technology, Manager
- Office of Employment and Training - OET
- Illinois Department of Commerce and Economic Opportunity



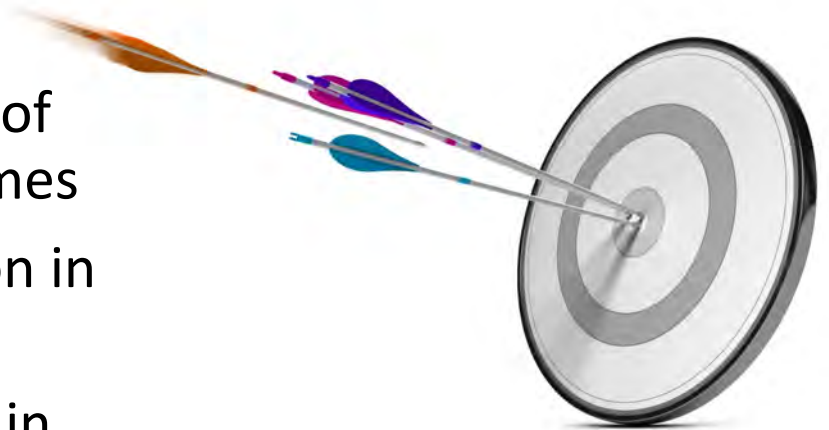
- Mark Burgess
- Performance Measures, Manager
- Office of Employment and Training - OET
- Illinois Department of Commerce and Economic Opportunity



- Paula Barry
- Reporting and Performance
- Office of Employment and Training - OET
- Illinois Department of Commerce and Economic Opportunity

Today's Objectives

- Apply Your Knowledge of the MSG Indicator in Multiple Scenarios
- Identify the Participants Included in the Measurable Skill Gains (MSG) Measure
- Learn About Each of the Five (5) Types of MSGs that Will Lead to Positive Outcomes
- Recognize the Time Frames for Inclusion in the MSG Indicator
- See the Basics of How to Record MSGs in the System(s) of Record



MSG Scenario – 1



- Lei is a WIOA Title I Youth participant classified as an Out-of-School Youth (OSY). During the program year, she participated in mentoring, an internship and then On-the-Job Training (OJT), where she got a positive report from the employer with whom she interred and trained.

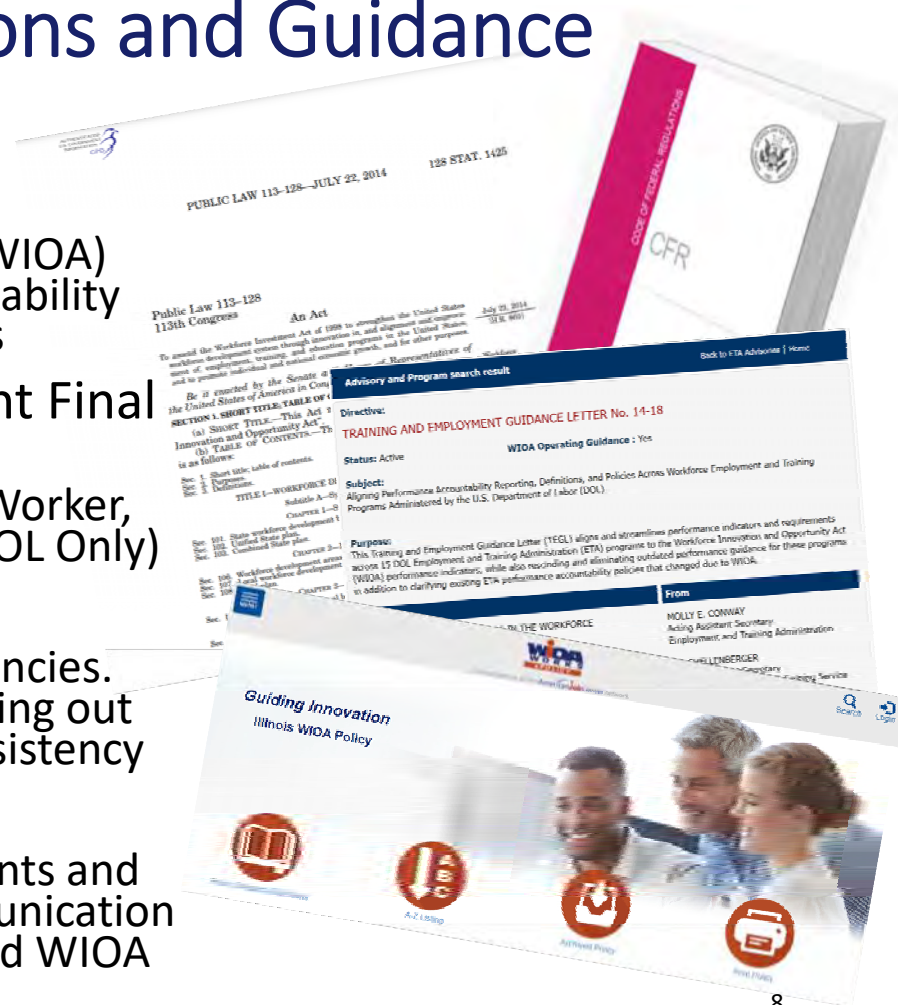
- **Is Lei included in the Measurable Skill Gains indicator?**
 - YES
 - NO

MSG Scenario – 1 Explanation

- The correct answer is **No**, Lei is NOT included in the MSG.
- Because mentoring, internships and On-the-Job Training are not considered education or training for the WIOA Youth program, Lei is not included in the Measurable Skill Gains indicator.
- While all In-School Youth (ISY) participants are included in the MSG indicator, only OSY that are in occupational skills training, or that participate in secondary, postsecondary, Adult Education, YouthBuild or Job Corps during the program are included in the measurable skill gains.

Statute, Regulations and Guidance

- Statute
 - Workforce Innovation and Opportunity Act (WIOA) Section 116 establishes performance accountability requirements for the six core WIOA programs
- Regulations - WIOA-DOL only & WIOA Joint Final Rules
 - 20 CFR 676, 677, and 678 (Adult, Dislocated Worker, Youth, and Wagner-Peyser); 603, 651, 652 (DOL Only)
- Policy Guidance and Joint Issuances
 - Guidance is issued by each of the Federal agencies. “Joint Issuances” is the identical content coming out under each Federal partner’s vehicle, for consistency
- State and Local Policies and Guidance
 - Additional State and Local specific requirements and guidance through formal and informal communication with its grantees is issued through policies and WIOA notices




WIOA Primary Indicators of Performance



WIOA Primary Indicators of Performance

Overview - Understanding the Measure




Measurable
Skill Gains
(MSG)

Purpose: The measure is intended to track and measure important progressions and achievements made by WIOA participants, who are enrolled in training or education, through pathways and towards various goals of their individual programs.

Concept: Gains measure progress made through different services based on program purposes and participant needs and can help fulfill the vision for a workforce system that serves a diverse set of individuals...”

WIOA Primary Indicators of Performance



Measurable
Skill Gains
(MSG)




PLEASE
NOTE

Who is in the measure?

- **All** In-School Youth are included in the measure.
- **Out-of-School Youth (OSY)** who, during a Program Year (PY), enroll in a training program or post-secondary education leading to a high school diploma or its equivalent EXCLUDING work-based learning services (OJTs, WEX, internships, job shadowing).
- **Adults and Dislocated Workers** who, during a Program Year, are enrolled in education or training during participation in the program.
 - ✓ Unlike the Credential Attainment measure, Adults and Dislocated workers who are in an OJT or Customized Training ARE included in the measure.
 - ✓ ISY are included in the MSG measure in each program year regardless of participation in education or training.

WIOA Primary Indicators of Performance



Measurable
Skill Gains
(MSG)

PLEASE
NOTE

- Percentage of program participants who are in an education or training program that leads to a recognized postsecondary credential or employment AND who are achieving measurable skills gains, defined as documented academic, technical, occupational, or other forms of progress, towards such a credential or employment.
- ✓ Unlike the Credential Attainment measure, Adults and Dislocated workers who are in an OJT or Customized Training ARE included in the measure.

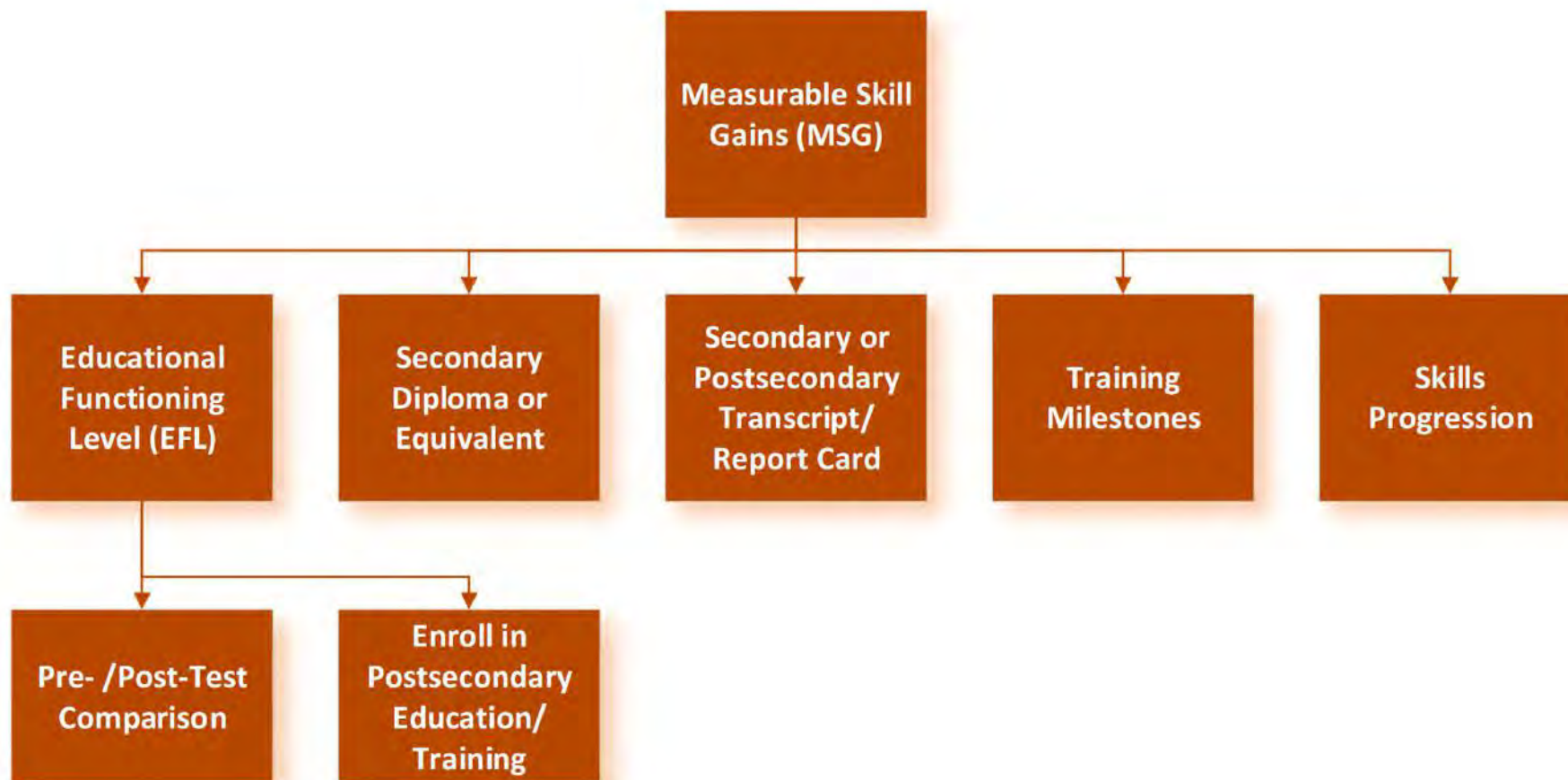
WIOA Primary Indicators of Performance

Calculation

- The number of program participants during the reporting period who are in an education or training program that leads to a recognized postsecondary credential or employment and are achieving measurable skill gains based on attainment of at least one type of gain DIVIDED by the number of program participants during the reporting period who are in an education or training program that leads to a recognized postsecondary credential or employment.



5 Types of Measurable Skill Gains



MSG Scenario – 2



- Sherry entered the WIOA program as an 18-year old high school graduate and during program participation she successfully completed a basic nurse assistant training component. She struggled with test anxiety and was not able to pass her State board exam after two attempts.

• **Which Measurable Skill Gains could Sherry have potentially achieved?**

- EFL
- Secondary Diploma or Equivalent
- Secondary or Post-secondary Transcript or Report Card
- Training Milestone
- Skills Progression
- None

MSG Scenario – 2 Explanation

- Based only on what we know, Sherry could have achieved an MSG in all but the Secondary Diploma or Equivalent.
- She could not achieve an MSG based on Secondary Diploma or Equivalent since she didn't participate in secondary education during program participation.
- We will learn more about the remaining MSG types and revisit Sherry afterwards.



Educational Functioning Level (EFL)

- **Methods to Achieve an EFL**
 - **Assessment Test Scores:** Documented achievement of at least one EFL of a participant who is receiving instruction below the postsecondary level.
 - One full EFL gain is required and is measured by comparing a participant's pre- and post-test scores.
 - IWDS calculates this MSG by the client's test scores that are entered into IWDS. The system will automatically record a gain when there is an EFL gain recorded.
 - **EFL Gain for Entry into Post-Secondary Education:** An EFL gain may be reported for participants who exit a program below the postsecondary level and enroll in postsecondary education and training during the program year.
 - What is this Measuring?
 - Customers who participated in WIOA and, after their program ended, they enrolled in a post-secondary school or training on their own, within the Program Year (PY').
- **Documentation:** One of the following:
 - Pre- and post-test results measuring EFL gain for Assessment Test Scores.
 - Postsecondary education or training enrollment determined through data match, survey documentation, or program notes for EFL Gain for Entry into Post-Secondary Education.

Measuring EFL Gains

- Comparison of the participant's initial educational functioning level, as measured by a pre-test, with the participant's educational functioning level, as measured by a post-test
- Exit from a program below the postsecondary level and enrollment in postsecondary education and training during the program year.
 - A program below the postsecondary level applies to participants enrolled in a basic education program
 - ✓ This MSG type will be calculated when a participant is exited from the program and documentation of enrollment in post-secondary education occurs after exit.
 - ✓ This can only be achieved if the participant did not receive post-secondary education or training during participation in the program.



Secondary Diploma or Equivalent

- Obtains certification of attaining passing scores on all parts of a state-recognized high school equivalency test, or the participant obtains a diploma or state-recognized equivalent documenting satisfactory completion of secondary studies or an alternative diploma, including a high school or adult secondary school diploma.
 - Reported under “Skills Progression/Diploma/Certificate/Credential” in system of record.
- **Documentation:** Results of knowledge-based exam or certification of completion



- ✓ Passing less than all parts of the state-recognized test will not qualify as an MSG



Secondary/Postsecondary Transcript/Report Card

- Secondary Transcript or Report Card
 - Applies to participants without a high school diploma or GED at program entry.
- **Documentation:** Participant's transcript or report card for secondary education for one semester showing that the participant is achieving the state unit's policies for academic standards. Secondary transcript is specific to youth attending high school.
 - ✓ Credit Hours are based on successful completion, not number that were enrolled in. If a participant is enrolled in 12 credit hours, but fails a course of 3 credit hours, they only achieved 9 credit hours.
 - ✓ There may be other MSG achieved such as if they receive their diploma or certificate even as they fail a course, they have achieved an MSG.





Secondary/Postsecondary Transcript/Report Card

- Postsecondary Transcript or Report Card
 - Full time Students must achieve minimum of 12 credits (or equivalent) within one semester.
 - Part-time students must achieve a minimum of 12 credit hours over the course of two completed semesters (or equivalent) during a 12-month period that shows a participant is achieving the State's unit's academic standards (or equivalent for other than credit hour programs).
- **Documentation:** Transcript or Report Card that shows a participant is meeting the State unit's academic standards. The documentation must include whether the participant is enrolled full-or part-time.
 - ✓ If the first semester begins in one PY and the second semester ends in the next Program Year (PY), and the combination of credit hours equals or is greater than 12 total credit hours (or equivalent), the MSG would be achieved in the PY that the second semester ends, but an MSG would not have been achieved in the first PY.



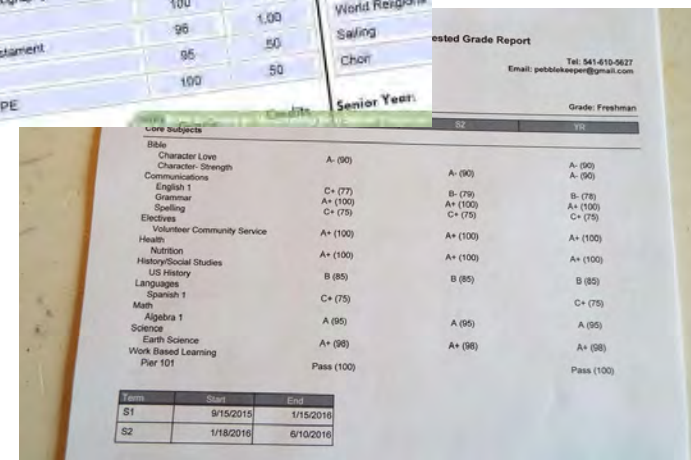
Secondary/Postsecondary Transcript/Report Card

- Two “Rules” that apply to both Secondary and Postsecondary Transcripts or Report Card skill gains
 - The report card/transcript must not show that the participant dropped out of school, was removed from the institution, or any other condition that indicated removal on academic or conduct grounds.
 - Any reasonable verification of a transcript or report card will meet the requirement for documentation such as an unofficial transcript or online report card.



High School Transcript
 Name: Jane Smith Gender: F Birthdate: Jan

| Academic Achievements | | | Junior Year: |
|-----------------------|-------|---------|------------------|
| | Grade | Credits | |
| Freshman Year: | | | |
| English I | 95 | 1.00 | English III |
| Geometry | 92 | 1.00 | Trigonometry |
| Physical Science | 98 | 1.00 | Chemistry |
| World Geography | 92 | 1.00 | American History |
| Latin I | 100 | 1.00 | Latin III |
| New Testament | 96 | 1.00 | World Religions |
| Art | 95 | .50 | Sailing |
| Health/PE | 100 | .50 | Choir |



Grade: Freshman

| Core Subjects | S2 | S1 |
|-----------------------------|------------|------------|
| Bible | | |
| Character Love | A (90) | A (90) |
| Character Strength | A (90) | A (90) |
| Communications | | |
| English I | C+ (77) | B (78) |
| Grammar | A+ (100) | A+ (100) |
| Spelling | C+ (75) | C+ (75) |
| Electives | | |
| Volunteer/Community Service | A+ (100) | A+ (100) |
| Health | | |
| Nutrition | A+ (100) | A+ (100) |
| History/Social Studies | A (100) | A+ (100) |
| US History | | |
| Languages | | |
| Spanish I | B (85) | B (85) |
| Math | | |
| Algebra 1 | C+ (75) | C+ (75) |
| Science | | |
| Earth Science | A (85) | A (85) |
| Work Based Learning | A+ (98) | A+ (98) |
| Pier 101 | Pass (100) | Pass (100) |

| Form | Start | End |
|------|-----------|-----------|
| S1 | 9/15/2015 | 1/15/2016 |
| S2 | 1/18/2016 | 6/10/2016 |



MSG Scenario – 3



- Rashad is a WIOA Title I Adult participant who entered into on-the-job training (OJT) on January 15, 2020, with a local software developer. The OJT was provided in conjunction with career services and supportive services.
 - He completed the training and became employed on May 7, 2020.
- Is Rashad included in the Measurable Skill Gains indicator as a success for Program Year 2019?**
- YES
 - NO

MSG Scenario – 3 Explanation

- The correct answer is **Yes**, Rashad is considered a success for Program Year 2019.
- Because Rashad is a Title I Adult (1A) participant, he is included in the MSG indicator.
- Successful completion of the OJT is counted as a Training Milestone MSG type since a satisfactory progress report is allowable documentation that a participant is progressing towards established milestones.
- REMEMBER: Had Rashad been a WIOA Title I Youth (1Y) participant, he would not have been included in the MSG indicator because the 1Y program does not consider an OJT as education or training, rather it is considered as work experience.



Training Milestones


- Satisfactory or better progress report towards established milestones may reflect on a participant's Individual Employment Plan (IEP) or other established goals.
- Training milestones are not necessarily based on a written exam or test.
- **Documentation:** Progress may vary, as programs should determine appropriate methodologies based upon the nature of services being provided.
 - Progress reports must document substantive skill development.

Training Milestones - Examples

- Satisfactory or better progress report towards established milestones, such as completion of OJT or completion of one year of an apprenticeship program or similar milestones, from an employer or training provider who is providing training.
- Training reports on milestones completed as individual masters the required job skill or steps to complete a program, for example an OJT or Registered Apprenticeship (RA).
- Pay stubs showing increases in pay resulting from new skills or increased performance; or progress report from employer documenting a skill gain.
 - ✓ Completion of one year of an apprenticeship” is just one example of a timeframe that may be established for achieving a satisfactory or better progress report toward a specific milestone, and the ‘one year’ timeframe should not be construed as a required timeframe or the only way that a participant in an apprenticeship can achieve a Measurable Skill Gain.



Skills Progression

- Successful passage of an exam that is required for a particular occupation or progress in attaining technical or occupational skills as evidenced by trade-related benchmarks, such as knowledge-based exams.
 - **Documentation:** One of the following:
 - Results of knowledge-based exam or certification of completion
 - Documentation demonstrating progress in attaining technical or occupational skills through an exam or benchmark attainment
 - Documentation from training provider or employer
 - Copy of a credential that is required for a particular occupation and only is earned after the passage of an exam
-  PLEASE NOTE
- ✓ As a reminder, each type of MSG is independent of the others. While you may not have achieved one type of gain, you may have achieved another.
 - ✓ For example, if you complete your classroom training for a CDL A, but fail to earn your CDL A License and thus may not be qualified for employment, you still achieved an MSG by completing the program of study.



WIOA Primary Indicators of Performance

Need to Know

- Eligibility determination or enrollment in a training program should not be delayed in order to improve performance outcomes.
- MSGs are not counted as a positive in the measure until they are recorded in the appropriate system of record.
- ALL MSGs should be reported even though only one is counted in the performance calculation for each program year.
- Enrollment in the program should not be delayed in order to improve performance outcomes.
- Since the MSG measure is NOT exit based, participants are included in the measure each program year they participate in WIOA and are enrolled in training or education.
- For Title ID and TAA co-enrolled participant, each MSG must be documented in both applications in the appropriate system of record.

WIOA Primary Indicators of Performance



Exclusions from Performance Measures

- **Exclusions for All WIOA Titles (Reported at EXIT)**
 - ✓ Incarceration or become resident of an institution
 - ✓ Medical treatment expected to last longer than 90 days
 - ✓ Participant is deceased
 - ✓ Member of the National Guard or other reserve military unit called to active duty for at least 90 days

- **Title IB Youth ONLY**
 - ✓ Participant is in Foster Care System and exits because of move from local area as part of program or system

MSG Scenario – 4



- Marcus enrolled in the WIOA Title I Dislocated Worker (1D) program July 1, 2020. He enrolled in ITA funded training (of 15 credit hours) August 18, 2020, and completed those classes on December 6, 2020. He enrolled in 16 credit hours the Spring semester and began classes on January 11, 2021 and completed them on May 13, 2021. He then enrolled in 3 credit hours of summer classes beginning June 15, 2021, and completed them in July 29, 2021. He enrolled in 9 credit hours in the Fall semester on August 17, 2021 and is scheduled to complete those classes on December 1, 2021.

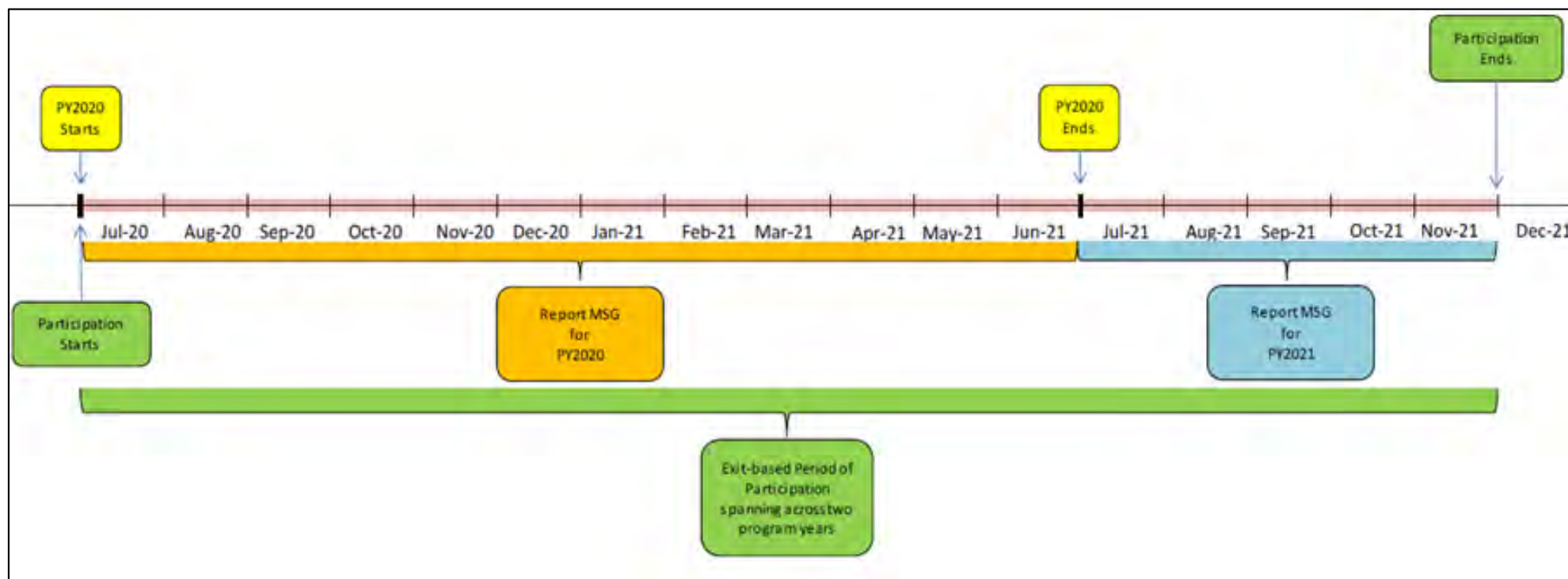
- **When would Marcus achieve a Measurable Skill Gain?**
 - **PY2020**
 - **PY2021**
 - **Both PY2020 and PY2021**
 - **Neither PY2020 and PY2021**

MSG Scenario – 4 Explanation

- The correct answer is Both PY2020 and PY2021.
- Marcus earned an MSG in PY20 because he had successfully completed at least 12 credit hours within one semester in the Program Year. Even though he actually completed two semesters with each having at least 12 credit hours in Program Year 2020, he would only get one MSG for performance purposes.
- NOTE: Two MSGs should be recorded in PY2020, as ALL MSGs earned should be documented.
- Marcus will also earn an MSG in PY21 because he will have completed at least 12 credit hours over two consecutive semesters during PY21.

Counting Periods of Participation

Example for Exit-Based Indicators and the Measurable Skill Gains Indicator of Performance



MSG Scenario – 2 REVISITED



- Sherry entered the WIOA program as an 18-year old high school graduate and during program participation she successfully completed a basic nurse assistant training component. She struggled with test anxiety and was not able to pass her State board exam after two attempts.

• **Which Measurable Skill Gains could Sherry have potentially achieved?**

- EFL
- Secondary Diploma or Equivalent
- Secondary or Post-secondary Transcript or Report Card
- Training Milestone
- Skills Progression
- None

MSG Scenario - 2 Explanation REVISITED

- Based only on what we understand of all five MSG, Sherry could have achieved all but the Secondary Diploma or Equivalent MSG.
- We already know she may have achieved an MSG under EFL IF she had taken pre- and post-tests and exhibited an increase.
- We also now know that she could NOT have achieved an MSG for the Secondary Diploma or Equivalent because she completed her secondary education before participation in the program.
- Based on her training she would have achieved an MSG for Post-Secondary Transcript or Report Card (but not for Secondary Transcript or Report Card)
- She also may have achieved MSGs for Training Milestone and Skills Progression based on her training design and components.



USDOL Guidance on Performance Assessment

- TEGL No. 10-16, Change 1, Performance Accountability Guidance for Workforce Innovation and Opportunity Act (WIOA) Title I, Title II, Title III, and Title IV Core Programs (August 23, 2017)
 - Provide sub-regulatory guidance on the requirements set forth in WIOA, related to the implementation and operation of the performance accountability system under section 116 of WIOA and the implementing joint regulations
- Training and Employment Guidance Letter (TEGL) 14-18, Aligning Performance Accountability Reporting, Definitions, and Policies Across Workforce Employment and Training Programs Administered by the U.S. Department of Labor (DOL) (March 25, 2019)
 - Align and streamline performance indicators across multiple USDOL programs to the WIOA indicators of performance.



Further USDOL Guidance

- TEGL 23-19 Guidance for Validating Required Performance Data Submitted by Grant Recipients of U.S. Department of Labor (DOL) Workforce Programs (June 18, 2020)
- Training and Employment Notice (TEN) 14-21 Workforce Innovation and Opportunity Act (WIOA) Core Program Performance Accountability Assessment for Program Years (PY) 2020 and 2021 (October 21, 2021)
 - Available baseline data is not sufficient to produce reliable estimates using the Statistical Adjustment Model (SAM) for MSG
 - Employment Rate 4th Quarter after Exit, Credential Attainment, and Measurable Skill Gains (MSG) continue in the phased-in approach with assessment and possible sanctions to begin in PY2022
 - All data and information must be reported during the phased-in approach period



Implementation of Performance Determination by Indicator

| Title | Indicators of Performance | First Program Year for which Performance Success or Failure can be Determined ¹ |
|----------|--|--|
| Title IB | <ul style="list-style-type: none"> • Employment 2nd Quarter after Exit* • Median Earnings 2nd Quarter after Exit | PY 2020 |
| | <ul style="list-style-type: none"> • Employment 4th Quarter after Exit* | PY 2022 |
| | <ul style="list-style-type: none"> • Credential Attainment | |
| | <ul style="list-style-type: none"> • Measurable Skill Gains | |



For WIOA Title IB Youth program, these indicators include placement in education or training.

¹ TEN 14-21 provided further guidance on the individual indicator scores subject to performance assessment

Performance Resources



- [Workforce Innovation and Opportunity Act: Public Law; Final Rules, Joint Rule and Labor Only](#)
- [Workforce Innovation and Opportunity Act Section 116\(c\)](#)
- [U.S. DOL Training and Employment Guidance Letter \(TEGL\) No. 11-19, Negotiations and Sanctions Guidance for the Workforce Innovation and Opportunity Act \(WIOA\) Core Programs](#) (February 6, 2020)
- [Training and Employment Notice \(TEN\) No. 14-21](#) (October 27, 2021)
- [TEGL No. 10-16, Change 1, Performance Accountability Guidance for Workforce Innovation and Opportunity Act \(WIOA\) Title I, Title II, Title III, and Title IV Core Programs](#) (August 23, 2017)
- [TEGL No. 14-18, Aligning Performance Accountability Reporting, Definitions, and Policies Across Workforce Employment and Training Programs Administered by the U.S. Department of Labor \(DOL\)](#) (March 25, 2019)



Additional Resources Available

- [WIOA Performance Indicators and Measures](#)
- [WorkforceGPS.org](#)
- [Performance Accountability - Guidance](#)
- [Welcome to Performance Reporting](#)
- [WIOA ePolicy](#)
- [Chapter 3, Performance Accountability and Reporting \(ePolicy\)](#)
 - WIOA Policy No. 3.1.5 Measurable Skill Gains





What's Next in WIOA Performance Technical Assistance?



- **December 01, 2021, 1:00 – 2:30pm**
Credential Attainment – Understanding Reporting of Credentials
- **December 08, 2021; 1:00 – 2:30pm**
MSG & Credential Attainment – Best Practices Virtual Roundtable
- **December 15, 2021; 1:00 – 2:30pm**
Employment-Related Measures – Understanding Employment Rate and Median Earnings Measures
- **Calendar Year 2022**
Local Negotiations for PY2022/2023
Career Planning
Effectiveness in Serving Employers
Illinois Performance and Transparency System (IPATS)
Annual Statewide Performance Report
Youth Performance
PIRL Reports

All Technical Assistance sessions are tentative. To Subscribe to receive Workforce Weekly Professional Development Announcements: <https://icsps.forms-db.com/view.php?id=149615>





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thank you