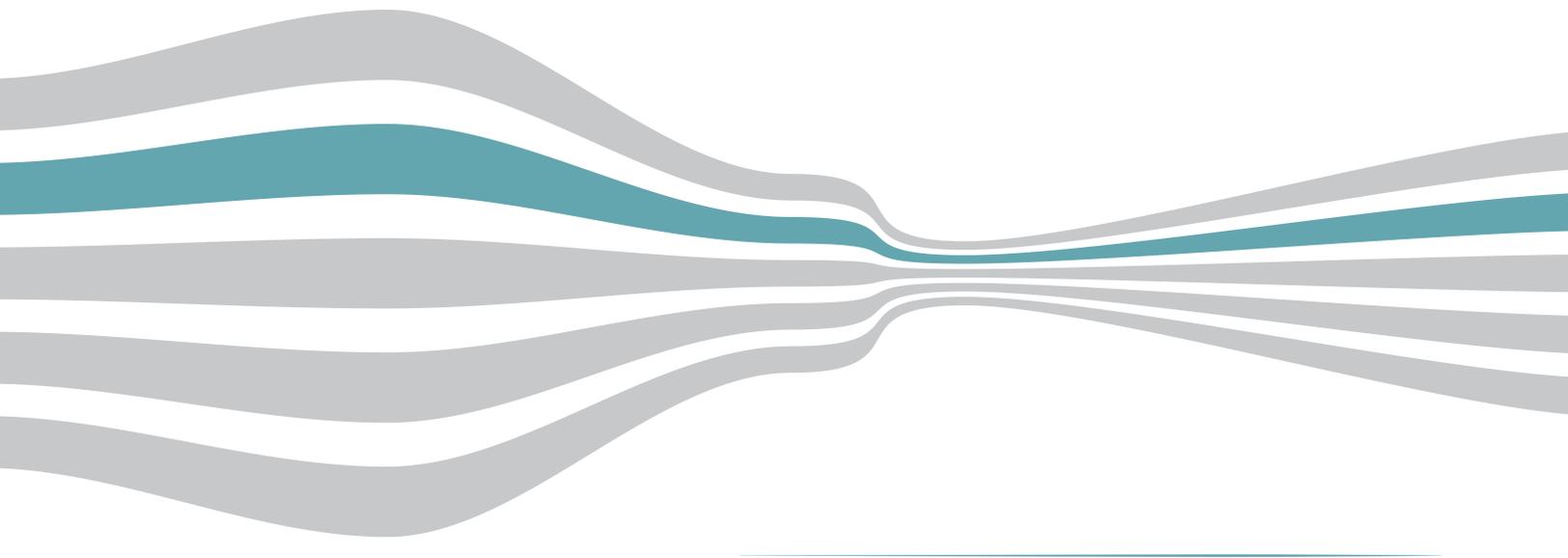


# MAXIMIZING WIOA'S POTENTIAL:

A Regional Analysis of the State Plans of  
Maryland, Virginia, and Washington, DC



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## Performance Measures

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**March 2017**

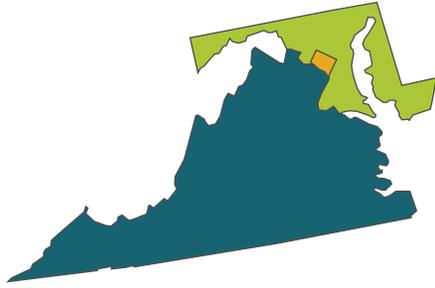
**Authored by:**

The Commonwealth Institute for Fiscal Analysis ■ DC Appleseed  
DC Fiscal Policy Institute ■ Job Opportunities Task Force  
Maryland Center on Economic Policy

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"Maximizing WIOA's Potential: A Regional Analysis of the State Plans of Maryland, Virginia, and Washington, DC."*



## Performance Measures

### Promising practices in performance measurement include:

- ✓ **Maryland:** Plan includes additional measures on TANF, as well as performance targets for eligible training providers and for TANF funding.
- ✓ **DC:** Plan includes additional measures on TANF and youth. The Data Vault can provide efficient data alignment across multiple programs and agencies.

## A. REQUIRED AND SUPPLEMENTAL PERFORMANCE MEASURES

WIOA includes updated and different performance measures than those previously mandated under WIA. WIOA requires the following performance measures across core programs:

- » Entry into unsubsidized employment (2Q after exit),
- » Retention in unsubsidized employment (4Q after exit),
- » Median earnings (2Q after exit),
- » Credential attainment rate,
- » Measurable skills gains, and
- » Effectiveness in serving employers

New measures in WIOA that were not mandated by WIA include the credential attainment rate and measurable skills gains. In addition, WIA required reporting of entry and retention in unsubsidized employment in Q1 and Qs 2 and 3, respectively (in other words, the WIOA standard lags reporting by one additional quarter).

The new measures were added to recognize that many program participants, who may begin at an extremely low literacy level, for example, may not be ready for unsubsidized employment immediately upon finishing any particular program. The new WIOA measures are intended to ensure that individuals of all skill levels are able to access the education and training programs and services they need to continue to build skills that will enable them to eventually obtain quality employment and career opportunities.

The National Skills Coalition recommends that “The state plan should describe a comprehensive cross-agency data and performance measurement system that covers all major workforce development programs, not just the four titles of WIOA.”<sup>62</sup> The state plans of DC, Maryland, and Virginia all go beyond the WIOA performance measures to report on additional measures for various individual programs, as shown in the chart the follows.

## ADDITIONAL PERFORMANCE MEASURES FOR INDIVIDUAL PROGRAMS

	<u>Maryland</u>	<u>Virginia</u> <sup>63</sup>	<u>Washington, DC</u>
<b>TANF</b>	Work participation rate, job placements, ten dollar per hour job placements, job retention.*	Work participation rate.	Percent of people successfully moved off of income support services, including TANF, through successful and sustainable activity.
<b>Voc-Rehab</b>	None listed.	Employment closures, entered employment rate; percent of employed participants who earn at or above the minimum wage; percent of individuals with significant disabilities who gain employment and earn at least the minimum wage; average hourly earnings at or above the minimum wage as a ratio to the state's average hourly earnings for all employed; earnings from work as primary income source; minority service rate as a ratio to the service rate for all non-minority individuals with disabilities.	Annual change in employment outcomes; percent of employment outcomes; competitive employment outcomes (percentage of individuals who enter employment at or above the minimum wage); significance of disability; earnings ratio (percent of participants earning on average at least 52 cents for every dollar earned by all employed individuals in the state); self-support at beginning and exit.
<b>Trade Adjustment Assistance</b>	Participant demographics, types of services received, and performance outcomes.	Entered employment rate, employment retention rate, and six-month average earnings.	None listed. (DC's trade adjustment assistance program served just one participant in 2014.)
<b>Jobs for Veterans State Grant (JVSG)</b>	Entered employment rate, employment retention rate, six-month average earnings, for all participants and disabled veterans separately. For the Disabled Veterans Outreach Program (DVOP), intensive services provided by DVOP specialists; total veterans and eligible persons served by DVOP specialists.*	Entered employment rate, employment retention rate, six-month average earnings, for all participants and disabled veterans separately. For the Disabled Veterans Outreach Program (DVOP), the number of individuals receiving intensive services, compared to the total served by DVOP, is also tracked.*	DC does not receive this grant.

## ADDITIONAL PERFORMANCE MEASURES FOR INDIVIDUAL PROGRAMS

	<b><u>Maryland</u></b>	<b><u>Virginia</u></b> <sup>63</sup>	<b><u>Washington, DC</u></b>
<b>Youth</b>	For Title I Youth programs, same as the core measures, except that for the first two core measures, “education or training” is also added along with employment.	None listed.	Number of youth using brick and mortar and virtual one-stops; percentage of youth who are disconnected; percentage of youth participating in work-based learning and career exploration opportunities; percentage of youth enrolled in programs who are successfully connected to barrier remediation services; percentage of youth enrolled in programs who are successfully connected to work-based learning and career exploration opportunities.
<b>WIOA Adult and Dislocated Worker</b>	None listed.	Each local workforce development board has to allocate a minimum of 40 percent of WIOA Adult and Dislocated Worker funds to training services that lead to recognized postsecondary education and workforce credentials aligned with in-demand industry sectors or occupations in the local area or region.	Enrollment levels in programs v. capacity; people receiving services in mobile outreach services by ward; percentage of clients enrolled in virtual one-stop (broken out by 14 subcategories of barriers); percentage of people successfully moved off of income support services; number of barriers identified and percentage successfully mitigated; number of people successfully transitioning from one step within a career pathway to the next.

\* These performance measures are required per the terms of the JVSG grant.

## B. PERFORMANCE TARGETS

Because the U.S. Department of Labor had not yet issued final guidance on actual performance targets by the time that states were required to submit their WIOA plans, many states did not outline specific performance benchmarks within their plans. Of the three jurisdictions in this report, Washington, DC was the only jurisdiction to set out actual performance target thresholds within its state plan. Maryland and Virginia developed performance targets at the local and state level for WIOA Title I after submitting the draft plan to USDOL. Maryland has also developed performance targets for WIOA Title III and issued supplementary performance benchmarks for comment in September 2016.

Performance targets may be subject to change within the first two years based on negotiations

with the USDOL, and any economic changes based on the DOL's statistical model. WIOA federal guidelines<sup>64</sup> state that once the performance measures are fully established, if States or local areas fail to meet them in any given program year, they are subject to sanctions. These can include the development of a performance improvement plan and reduction in funding, and can increase in severity with continued failing performance.

The DC state plan delineates the following performance targets for the first two years of implementation:

### DC'S WIOA STATE PLAN PERFORMANCE TARGETS

	<u>Plan Year 2016-2017</u>	<u>Plan Year 2017-2018</u>
<b>Employment (Q2)</b>		
Adults	62%	62%
Dislocated	63%	63%
Youth (Education, Training, or Employment)	35%	35%
Adult Education	NA - baseline*	NA - baseline*
Wagner-Peyser	50%	50%
Vocational	45.8%	45.8%
<b>Employment (Q4)</b>		
Adults	68%	68%
Dislocated	65%	65%
Youth (Education, Training, or Employment)	46%	46%
Adult Education	NA - baseline*	NA - baseline*
Wagner-Peyser	79%	79%
Vocational	35.8%	35.8%
<b>Median Earnings (Q2)</b>		
Adults	\$5,130	\$5,130
Dislocated	\$4,957	\$4,957
Youth (Education, Training, or Employment)	\$1,586	\$1,586
Adult Education	NA - baseline*	NA - baseline*
Wagner-Peyser	\$4,569	\$4,569
Vocational	\$4,685	\$4,685
<b>Credential Attainment Rate</b>		
Adults	54%	54%
Dislocated	57%	57%
Youth (Education, Training, or Employment)	33.6%	33.6%
Adult Education	NA - baseline*	NA - baseline*
Wagner-Peyser	NA	NA
Vocational	5%	5%

## DC'S WIOA STATE PLAN PERFORMANCE TARGETS

	<u>Plan Year 2016-2017</u>	<u>Plan Year 2017-2018</u>
<b>Measurable Skill Gain</b>		
Adults	NA - baseline*	NA - baseline*
Dislocated	NA - baseline needed*	NA - baseline needed*
Youth (Education, Training, or Employment)	NA - baseline*	NA - baseline*
Adult Education	40%	45%
Wagner-Peyser	NA	NA
Vocational	40%	40%
<b>Effectiveness in Serving Employers</b>		
Adults	NA - baseline*	NA - baseline*
Dislocated	NA - baseline needed*	NA - baseline needed*
Youth (Education, Training, or Employment)	NA - baseline*	NA - baseline*
Adult Education	NA - baseline*	NA - baseline*
Wagner-Peyser	NA - baseline*	NA - baseline*
Vocational	NA - baseline needed*	NA - baseline needed*

\*Baseline indicators are those for which a state is not likely to have adequate data on which to make a reasonable determination of an expected level of performance.

Maryland had included state targets for TANF and eligible training providers (ETPs) in the draft plan, and after receiving feedback from USDOL, developed specific performance targets for both local areas and the state for Title I and Title III WIOA programs.

The newly developed Maryland Title I and III performance targets for program year 2016 are detailed in the table that follows.<sup>65</sup>





Measures for TANF that were included in the draft WIOA plan include:

- » Work participation rate (total number of work eligible TANF recipients that met their work requirement, averaging 30 hours/week): Set at 50 percent.
- » Job placements (total number of TANF recipients that were placed in a subsidized public employment, subsidized private employment, unsubsidized employment, or on the job training activity): No specific target set.
- » \$10/hour job placements (total number of TANF recipients placed in employment and scheduled for 30 hours/week or more): Set at 75 percent.

For Maryland's eligible training providers, in order for initial and continued eligibility, at least 61 percent of all students in a training program, and the subset of WIOA-funded students, must be in unsubsidized employment during the 2nd and 4th quarters after program exit or completion.

In addition, while not included in the state plan, in September 2016 Maryland released draft benchmarks for public comment, which are copied below. Maryland developed these additional measures to ensure focus on individuals that are hardest to serve and have the greatest barriers to employment. These measures are meant to capture success beyond the WIOA common measures, and will not be used punitively, but rather to inspire leadership.<sup>66</sup>

The state plans to roll out these additional performance benchmarks over the course of three years. By June 2017, a WIOA workgroup focused on performance measures will make recommendations to Maryland's WIOA Alignment Group on defining variables and determining appropriate data sources. Baseline data will be collected from July 2017 to June 2018, and after establishing performance targets, the first year of data will be collected from July 2018 to June 2019.<sup>67</sup>

## MARYLAND'S DRAFT PERFORMANCE BENCHMARKS<sup>68</sup>

### **Strategic Goal**

**Strategic Goal 1:**  
Increase earning capacity of Marylanders by maximizing access to employment.

### **Benchmark**

1. Increase the % of participants who obtain employment at a living wage\* from X% to Y% by date

- Increase the % of TANF recipients who obtain employment at a living wage\* from X% to Y% by date
- Increase the % of Foster Care Youth who obtain employment at a living wage\* from X% to Y% by date
- Increase the % of DORS participants who obtain employment at a living wage\* from X% to Y% by date

2. Increase the median wage of participants by X% to Y% by date

- Increase the % of TANF recipients whose median wages increase from X% to Y% by date
- Increase the % of Foster Care Youth whose median wages increase from X% to Y% by date
- Increase the % of DORS participants whose median wages increase from X% to Y% by date

3. Increase the % of participants who earn at least a living wage\* for 4 consecutive quarters from X% to Y% by date

- Increase the % of TANF recipients who earn at least a living wage\* for 4 consecutive quarters from X% to Y% by date
- Increase the % of Foster Care Youth who earn at least a living wage\* for 4 consecutive quarters from X% to Y% by date
- Increase the % of DORS participants who earn at least a living wage\* for 4 consecutive quarters from X% to Y% by date

4. Increase the number of businesses that are formally engaged in the workforce system by X% by date

**Strategic Goal 2:**  
Increase earning capacity of Marylanders by maximizing access to and use of skills and credentialing.

5. Increase the % of participants who obtain an industry recognized credential from X% to Y% by date

- Increase the % of TANF recipients who obtain an industry recognized credential from X% to Y% by date.
- Increase the % of Foster Care Youth who obtain an industry recognized credential from X% to Y% by date.
- Increase the % of DORS participants who obtain an industry recognized credential from X% to Y% by date.

6. Increase the % of participants who obtain adult education from X% to Y% by date. This will be defined.

- Increase the % of TANF recipients who obtain adult education from X% to Y% by date.
- Increase the % of Foster Care Youth who obtain adult education from X% to Y% by date.
- Increase the % of DORS participants who obtain adult education from X% to Y% by date.

## MARYLAND'S DRAFT PERFORMANCE BENCHMARKS<sup>68</sup>

### **Strategic Goal**

### **Benchmark**

#### **Strategic Goal 2:** *(continued)*

7. Increase the % of participants who complete occupational skills training from X% to Y% by date

- Increase the % of TANF recipients who obtain occupational skills training from X% to Y% by date.
- Increase the % of Foster Care Youth who obtain occupational skills training from X% to Y% by date.
- Increase the % of DORS participants who obtain occupational skills training from X% to Y% by date.

8. Increase % of current or former foster youth that are job ready by date

#### **Strategic Goal 3:** Increase earning capacity of Marylanders by maximizing access to and use of life management skills.

9. Increase the % of participants who have mastered life management skills from X% to Y% by date

- Increase the % of participants' who become financially literate from X% to Y% by date
- Increase the % of participants who are able to demonstrate professional behavior from X% to Y% by date
- Increase the % of participants who are able to demonstrate appropriate communication skills in the workplace from X% to Y% by date
- Increase the % of participants who are able to set appropriate goals from X% to Y% by date

#### **Strategic Goal 4:** Increase earning capacity of Marylanders by maximizing access to and use of supportive services.

10. Increase the % of participants who successfully address barriers to employment from X% to Y% by date

- Increase the % of participants who successfully address child care as a barrier to employment from X% to Y% by date
- Increase the % of participants who successfully address transportation as a barrier to employment from X% to Y% by date
- Increase the % of participants who successfully address substance abuse as a barrier to employment from X% to Y% by date
- Increase the % of participants who successfully address behavioral health issues as a barrier to employment from X% to Y% by date
- Increase the % of participants who successfully address housing issues as a barrier to employment from X% to Y% by date
- Increase the % of participants who successfully address child support issues as a barrier to employment from X% to Y% by date
- Increase the % of participants who successfully address criminal background issues as a barrier to employment from X% to Y% by date
- Increase the % of participants who understand the impact of work on their benefits from X% to Y% by date
- Increase the % of participants who successfully address domestic violence issues as a barrier to employment from X% to Y% by date

## MARYLAND'S DRAFT PERFORMANCE BENCHMARKS<sup>68</sup>

### **Strategic Goal**

**Strategic Goal 5:**  
Strengthen and enhance the effectiveness and efficiency of the workforce system.

### **Benchmark**

11. Create and implement common tools and processes by date.
  - Create and implement a common comprehensive employment readiness assessment
  - Create and implement a common case management tool
  - Create and implement a common professional development system
12. Complete partnership development and work by date.
  - Establish a local implementation team in each of the State's 12 local workforce areas.
  - Increase # of community partners engaged in the workforce system by date
  - Increase % of co-located partners by date
  - Establish and clarify roles for each member of the workforce system by date.

\* Living wage will be defined for each local area by DLLR using this tool: <http://livingwage.mit.edu/states/24/locations>

Although no actual statewide target thresholds are given here, and the nature of draft benchmarks is that they are subject to change before being finalized, Maryland's goals to specifically track—and improve—the performance benchmarks of TANF recipients, foster care youth, and DORS participants are commendable.

Similar to Maryland, Virginia developed their WIOA Title I performance targets after the release of the draft of the state WIOA plan. The newly developed Virginia Title I performance targets for program years 2016 and 2017 are detailed in the table below.

## VIRGINIA'S PERFORMANCE LEVELS UNDER WIOA TITLE I FOR PROGRAM YEARS 2016 AND 2017<sup>69</sup>

<b><u>Performance Indicator</u></b>	<b><u>Negotiated Level</u></b>
<b>Adult</b>	
Employment rate 2 <sup>nd</sup> quarter after exit	77%
Employment rate 4 <sup>th</sup> quarter after exit	85%
Median earnings 2 <sup>nd</sup> quarter after exit	\$5,500
Credential attainment within 4 quarters after exit	61%
Measureable skills gain	Baseline
Effectiveness of core programs serving employers	Baseline
<b>Dislocated workers</b>	
Employment rate 2 <sup>nd</sup> quarter after exit	83%
Employment rate 4 <sup>th</sup> quarter after exit	85%
Median earnings 2 <sup>nd</sup> quarter after exit	\$7,600

## VIRGINIA'S PERFORMANCE LEVELS UNDER WIOA TITLE I FOR PROGRAM YEARS 2016 AND 2017<sup>69</sup>

<u>Performance Indicator</u>	<u>Negotiated Level</u>
<b>Dislocated workers (cont.)</b>	
Credential attainment within 4 quarters after exit	64%
Measureable skills gain	Baseline
Effectiveness of core programs serving employers	Baseline
<b>Youth</b>	
Employment rate 2 <sup>nd</sup> quarter after exit	63%
Employment rate 4 <sup>th</sup> quarter after exit	60%
Median earnings 2 <sup>nd</sup> quarter after exit	Baseline
Credential attainment within 4 quarters after exit	68%
Measureable skills gain	Baseline
Effectiveness of core programs serving employers	Baseline

\*Baseline indicators are those for which a state is not likely to have adequate data on which to make a reasonable determination of an expected level of performance.

### C. ACCOUNTABILITY MEASURES AND ACTIVITIES

The DC state plan describes the following accountability activities:

- » Monthly implementation progress meetings among agency heads. [Relevant agencies are Department of Employment Services (DOES), Department of Human Services (DHS), Office of the State Superintendent for Education (OSSE), Department on Disability Services and Rehabilitation Services Administration (DDS/RSA), and the University of the District of Columbia Community College (UDC-CC)].<sup>70</sup>
- » Annual “CapStat” performance report on the state plan, and quarterly CapStat meetings on progress toward the Plan’s goals.
- » Customer feedback, including recurring meetings with advocates and stakeholders, and periodic updates on the progress of implementation.

Additional performance activities listed in DC’s plan are:

- » Adult education and workforce system performance dashboard.
- » Scorecard for training providers, service providers, and employers, with a searchable online tool.
- » Common data dictionary and methods for measurement.
- » Workforce system evaluation, including working with an outside entity to evaluate the overall effectiveness of the system, in year two.

Maryland is seeking to develop a comprehensive system that includes cross-cutting performance measures, which will supplement the WIOA measures specified by law. The Governor’s Workforce Development Board formed a task force to develop these additional performance accountability measures to ensure that the state’s focus remains squarely on its business and jobseeker customers. Maryland is also interested in securing a third party evaluator to focus on

overall WIOA system effectiveness in relation to the WIOA performance measures prescribed by law.

In Virginia, each Local Workforce Area must create teams of local workforce partners to meet the needs of local industry. Though not prescriptive about the composition of the teams, the state requires that local workforce system partners must meet “business service requirements” and “quality standards.” The partners must execute a memorandum of understanding that shows a common vision and strategy for integrated business-driven service delivery, and develop a measurable framework indicating how the team will achieve and track progress in providing

optimal business service solutions. Business service partners must also develop a written communications plan that includes:

- » A single point of contact for employers,
- » Standardized timeframes to respond to businesses,
- » Expected levels of customer service, and
- » Measurement of business satisfaction.

In addition, programs operating in American Jobs Centers are required to provide a quarterly report on quality standards for customer relations (no wrong door), operations, professional development, and resource management.

## D. DATA ALIGNMENT

WIOA encourages unified and comprehensive data linking between providers, programs, and agencies. The National Skills Coalition recommends that the state plan “should identify a comprehensive system for linking data across workforce and education agencies for the purpose of measuring outcomes.”<sup>71</sup>

DC’s plan describes a new data system, the Data Vault, which will include a universal intake, assessment, and referral system for all participants in job training and adult education programs; track performance and outcomes; and link participants to programs and services across all government agencies. The goal is to ensure an efficient process to assess and refer candidates to the programs that best fit their needs. Further details, such as how existing data systems will be incorporated into the Data Vault, a strategy for public engagement in the development and use of the Data Vault, and a timeline for the system’s launch, are not given.

Maryland is working towards a single, streamlined system for performance measurement that would capture data for all WIOA programs. Currently, several different platforms are utilized for specific programs. Maryland is seeking to “reset” the performance standards for the state’s workforce system by developing a single state performance measurement system that includes data sharing between agencies. The goal is to establish a

baseline measure for performance over the next two years, as agencies and partners within the workforce system serve an increased number of customers, since many new groups are being added that were not served previously under WIA. It is anticipated that a clearer picture of Maryland’s performance measures should be available within the first year of implementation.

Virginia’s core workforce programs operate on three different client data platforms. This lack of a shared data platform limits the system’s ability to serve common business clients in a coordinated and comprehensive way. Virginia plans to evaluate the benefits and costs of creating interoperable information systems. An Integrated Data and System Performance workgroup was convened to explore a process and product. There are a number of successful pilot efforts underway utilizing a common Client Needs Assessment or Common Screening Tool.

## E. VENDOR SCORECARDS

Under WIOA, the common performance measures must be reported by all training providers other than apprenticeship programs. The National Skills Coalition recommends that state plans “describe the state’s process to provide scorecards for consumers that show training program performance as measured by the WIOA common metrics for credential attainment, employment, and earnings.” In addition, the plan “should describe how the state will use the metrics to measure the results of programs. The plan should describe the state’s dashboard or the steps the state will take to create a dashboard that displays program and system results as measured by WIOA common measures.”<sup>72</sup>

DC’s plan indicates that scorecards will be developed in the future, but does not include detail on the content, process, or timeline. More recently, however, at the Workforce Investment Council meeting on July 12, the Department of Employment Services (DOES) announced that it had started developing the scorecards, based on previous scorecards they had created for TANF vendors. They conducted surveys and focus groups of providers, and have incorporated some of their feedback. Data elements of the scorecards are likely to include:

- » Unsubsidized employment,
- » Unsubsidized employment by sector,
- » Unemployment insurance receipt,
- » Successful/unsuccessful program completion,
- » Demographics,
- » Ward,
- » Educational attainment,
- » Pre- and post-program CASAS score, and
- » Satisfaction score.

Next steps will include meetings with individual providers to gauge additional feedback. According to DOES, the scorecards will help drive strategic decisions at both the provider and system level. Scorecard scores can help determine contract renewals and expansion of services, for

example. It is yet to be determined how much of the scorecard data will be made publicly available.

Maryland’s plan does not mention anything specific on how the state will provide scorecards to consumers. Once a streamlined data management system is in place, and individual participant level data is aggregated, MD will submit outcomes to USDOL, which will be displayed as the USDOL Performance Scorecard and the WIOA Pay-for-Performance Scorecard.

Each program will generate a program specific report that mirrors the construct of the USDOL Performance Scorecard. A Job Openings Report will collect data on individuals who receive core employment and workforce information services through Wagner-Peyser program. All of these reports will be sent to USDOL on a quarterly basis. This data will include information on how many people obtained jobs, their earnings, and what skill gains they achieved. The report will include data that are necessary for program management and to convey complete and accurate information on the performance of workforce programs to policymakers and stakeholders.

Virginia has made it a goal to develop a performance matrix that delineates both WIOA and additional state measures for performance/evaluation and to support a more dynamic decision dashboard. The plan states that the Performance and Accountability Committee on the state’s Board of Workforce Development will publish “comprehensive workforce scorecards and other longitudinal data” that will enable the state’s workforce system to measure comprehensive accountability and performance. In order to increase accountability, the state will develop a “system performance dashboard” to publish measurable information in real-time, in a navigable online format online.

## F. PERFORMANCE MEASURES' IMPACT ON ACTIVITIES AND FUNDING

DC does not list specific consequences for not meeting performance targets. The plan includes a stated goal to “assess its workforce system more thoroughly to help increase high-quality program offerings and move away from less effective services and providers.” This includes “expanded use of performance-based contracting and grant-making, with a consistent process across agencies and programs.” No further details are given.

In Maryland, most programs do not yet have specific targets, with the exception of eligible training providers (ETPs). The Plan states that the ETP performance target (that 61 percent of

participants must be in unsubsidized employment during the 2nd and 4th quarters after exit) must be met for initial and continued ETP eligibility.

In Virginia, measures are reported to the Performance and Accountability Committee on the state’s Board of Workforce Development. The Committee will measure overall system performance goals, including the degree to which training is aligned with demand occupations. This group will also provide a review of annual workforce system budgets to determine the degree to which resources are aligned with goals, including workforce training and education.

## G. SUMMARY AND KEY TAKEAWAYS

In both DC and Maryland, while establishing firm performance measures is still very much a work in progress, both jurisdictions plan to incorporate additional measures beyond those explicitly required by WIOA. For example, DC and Maryland’s additional measures on TANF participants, and DC’s additional measures on youth, could potentially provide needed insight into these programs in order to serve more clients more effectively. If these additional measures per each WIOA goal are indeed collected, and programs are re-evaluated accordingly, they would be an excellent supplement to gauge system and program effectiveness.

In terms of data alignment, the Data Vault being developed in DC could be a very promising tool to ensure an efficient process to assess and refer candidates to the programs that best fit their needs. The District should spell out a timeline for completing this, and make it a priority.

In Virginia, each Local Workforce Area (LWIA) must create teams of local workforce partners to meet the needs of local industry, who must develop an MOU for integrated business-driven service delivery and a written communications plan. In addition, the plan requires that each local workforce development board must allocate

a minimum of 40 percent of WIOA Adult and Dislocated Worker funds to training services that lead to recognized postsecondary education and workforce credentials aligned with in-demand industry sectors or occupations in the local area or region.

Regarding the performance measures’ impact on future activities and funding, Maryland is the only jurisdiction that lists specific performance targets in order to receive initial and continued eligibility—but only for TANF and ETPs. Otherwise, each of the plans is relatively vague on how meeting the set performance measures will impact programs. As performance benchmarks are set and adjusted over the first two years of implementation, all three jurisdictions should outline the benefits of meeting and the specific consequences for failing to meet the performance goals. This way, providers will have a clear understanding of their requirements and potential consequences. ■

# End Notes

- 1 Cielinski, A., and D. Socolow. 2015. “ ‘Priority of Service’ Provision in the Workforce Innovation and Opportunity Act: Targeting Funding to Serve More High-Need Adults.” CLASP.
- 2 ApprenticeshipUSA State Expansion Grant Summaries.
- 3 Adams, G. S. Spaulding, and C. Heller. 2015. “Bridging the Gap: Exploring the Intersection of Workforce Development and Child Care.” Urban Institute.
- 4 Urban Institute, 2014, “Child Care Assistance for Parents in Education and Training.” And S. Spaulding. 2015. “The Workforce Innovation and Opportunity Act and Child Care for Low-Income Parents.” Urban Institute.
- 5 S. Spaulding. 2015. “The Workforce Innovation and Opportunity Act and Child Care for Low-Income Parents.” Urban Institute.
- 6 Adams, G., C. Heller, S. Spaulding, and T. Derrick-Mills. 2014. “Child Care Assistance for Parents in Education and Training.” Urban Institute.
- 7 Phone conversation with staff at the Department of Employment Services, November 18, 2016.
- 8 See Adams, G. S. Spaulding, and C. Heller. 2015. “Bridging the Gap: Exploring the Intersection of Workforce Development and Child Care.” Urban Institute for more information on each of these issues.
- 9 <http://www.fairfaxcounty.gov/dfs/ss/view.htm>
- 10 Under WIOA, WIBs (Workforce Investment Boards) have been renamed WDBs (Workforce Development Boards).
- 11 Adams, Gina, Teresa Derrick-Mills, and Caroline Heller. 2016. Strategies to Meet the Child Care Needs of Low-Income Parents Seeking Education and Training. Washington, DC: Urban Institute.
- 12 Bird, K., M. Foster, and E. Ganzglass. 2014. “New Opportunities to Improve Economic and Career Success for Low-Income Youth and Adults.” CLASP.
- 13 DC’s Department of Employment Services provides an hourly stipend for its “earn and learn” programs, which is meant to include transportation assistance. Each jurisdiction also provides some type of transportation services to individuals with disabilities, through their VR agencies. This is discussed in more detail in the Individuals with Disabilities section.
- 14 Maryland WIOA Policy Issuance 2016-05: Basic Education Skills and Language Assessments: <http://www.dllr.state.md.us/employment/mpi/mpi5-16.pdf>
- 15 Assessment policy for Virginia adult education and literacy programs: [http://www.doe.virginia.gov/instruction/adulted/data\\_monitoring\\_evaluation/assessment/assessment\\_policy.pdf](http://www.doe.virginia.gov/instruction/adulted/data_monitoring_evaluation/assessment/assessment_policy.pdf)
- 16 For more information, see <http://economicmobilitycorp.org/index.php?page=implementation-of-the-mi-best-initiative-in-maryland>
- 17 For more information, see <https://appam.confex.com/appam/2015/webprogram/Session6168.html> and <http://digital.graphcompubs.com/article/Partnering+For+Career+Readiness%3A+The+ACE+Model/2421111/O/article.html>
- 18 Data provided by Maryland’s Department of Labor, Licensing, and Regulation.
- 19 Data provided by Virginia Department of Education. PluggedInVA is currently a strong model for GED students and higher. The state plans to expand its reach to serve adult learners not yet at the secondary skill level. For more information on PluggedInVA, see the module on Sector Partnerships and Career Pathways.
- 20 DLLR and DHR internal document, “The Maryland Skilled Immigrants Task Force” Official Description, November 15, 2016.
- 21 Davis, Lois M., R. Bozick, J.L. Steele, J. Saunders, and J.N.V. Miles. 2013. “Evaluating the Effectiveness of Correctional Education: A Meta-Analysis of Programs That Provide Education to Incarcerated Adults.” RAND Corporation.
- 22 Davis, Lois M., R. Bozick, J.L. Steele, J. Saunders, and J.N.V. Miles. 2013. “Evaluating the Effectiveness of Correctional Education: A Meta-Analysis of Programs That Provide Education to Incarcerated Adults.” RAND Corporation.

23 Source: <https://www.dpscs.state.md.us/publicinfo/publications/pdfs/DOC2013AnnualRpt.pdf>

24 <https://www.vehiclesforchange.org/>

25 <http://ohr.dc.gov/page/returning-citizens-and-employment>

26 <http://does.dc.gov/service/project-empowerment-program>

27 Phone communication with Brandon Butler, Deputy Assistant Secretary, Division of Workforce Development and Adult Learning, Maryland Department of Labor, Licensing and Regulation (DLLR), November 14, 2016.

28 <http://doc.dc.gov/page/re-entry-services-doc>

29 <http://www.dcfpi.org/making-a-good-jobs-program-even-better-how-to-strengthen-dcs-project-empowerment>

30 DLLR internal document, “DEI 2016 Abstract”, November 15th, 2016.

31 <https://mwejobs.maryland.gov/vosnet/Default.aspx>

32 For more information on the Data Vault, see the module on Performance Measurement.

33 <http://wwrc.virginia.gov/>

34 <http://does.dc.gov/service/2016-mayor-marion-s-barry-summer-youth-employment-program>

35 <https://www.dol.gov/odep/>

36 <https://www.dllr.state.md.us/employment/appr>

37 <http://www.schooltalkdc.org/dc-summer-youth-employment-institute/> and [http://www.schooltalkdc.org/programs-training-4/secondary-transition\\_v2-2/](http://www.schooltalkdc.org/programs-training-4/secondary-transition_v2-2/)

38 <http://does.dc.gov/service/2016-mayor-marion-s-barry-summer-youth-employment-program>

39 According to Measure of America of the Social Science Research Institute, as of June 2015, there are 5,527,000 disconnected youth in America today, or one in seven teens and young adults (13.8 percent). <http://www.measureofamerica.org/disconnected-youth/>

40 Corcoran, M., F. Hanleybrown, A. Steinberg, and K. Tallant. 2012. “Collective Impact for Opportunity Youth.” FSG.

41 <http://osse.dc.gov/service/dc-reengagement-center>

42 DC WIC Board Meeting Powerpoint Slides, April 12, 2016.

43 <http://does.dc.gov/service/2016-mayor-marion-s-barry-summer-youth-employment-program>

44 <http://does.dc.gov/service/pathways-young-adults-0>

45 The recommendations put forth by Maryland’s Youth Apprenticeship Advisory Committee are available at: <https://www.dllr.state.md.us/aboutdllr/youthapprprep.pdf>

46 <http://www.ncwd-youth.info/node/342>

47 U.S. Department of Education. January 11, 2016. Program Memorandum OCTAE/DAEL 15-7. And Bird, K., M. Foster, and E. Ganzglass. 2014. “New Opportunities to Improve Economic and Career Success for Low-Income Youth and Adults.” CLASP. pg.11.

48 Bird, K., M. Foster, and E. Ganzglass. 2014. “New Opportunities to Improve Economic and Career Success for Low-Income Youth and Adults.” CLASP. pg.11.

49 For more information, see <http://economicmobilitycorp.org/index.php?page=implementation-of-the-mi-best-initiative-in-maryland>

50 <http://www.sbctc.edu/colleges-staff/programs-services/i-best/>

51 [https://www.lep.gov/resources/2008\\_Conference\\_Materials/DCLanguageAccessActof2004.pdf](https://www.lep.gov/resources/2008_Conference_Materials/DCLanguageAccessActof2004.pdf)

52 <https://www.wcl.american.edu/news/documents/AccessDenied.pdf>

53 <https://www.whitehouse.gov/sites/whitehouse.gov/files/images/NSCICommunitiesFactSheet.pdf>

54 DLLR and DHR internal document, “The Maryland Skilled Immigrants Task Force” official description, November 15, 2016.

55 See <https://www.dllr.state.md.us/whatsnews/apprgrant.shtml> and <http://go.wh.gov/KmmRV7>

56 <http://law.justia.com/codes/maryland/2015/article-ghu/title-5/subtitle-3/section-5-318>

57 [http://webapp.psc.state.md.us/Intranet/aboutus/elecunivsvc\\_new.cfm](http://webapp.psc.state.md.us/Intranet/aboutus/elecunivsvc_new.cfm)

58 <http://www1.pgcps.org/masterplan/>

59 In Maryland, TANF is called Temporary Cash Assistance (TCA).

60 <http://dds.dc.gov/page/youth-transition-programs>

61 <http://www.dllr.state.md.us/earn/>

62 Wilson, B., and DeRenzis, B. 2015. “Realizing Innovation and Opportunity in WIOA.” National Skills Coalition.

63 These program-level performance measures are not listed in the WIOA State Plan. They are taken from the Joint Legislative Audit and Review Commission, 2014. “Report to the Governor and the General Assembly of Virginia: Virginia’s Workforce Development Programs,” Appendix E.

64 WIOA language, see p. 56: <https://www.congress.gov/113/bills/hr803/BILLS-113hr803enr.pdf>

65 Email from Erin Roth, Policy Director, Division of Workforce Development and Adult Learning, Maryland Department of Labor, Licensing and Regulation (DLLR), November 16, 2016.

66 Phone conversation with Erin Roth, Policy Director, Division of Workforce Development and Adult Learning, Maryland Department of Labor, Licensing and Regulation (DLLR), November 14, 2016. These performance targets were included in the final Maryland WIOA State plan.

67 Implementation timetable retrieved from <https://www.dllr.state.md.us/employment/wioa.shtml>

68 Benchmarks retrieved from <https://www.dllr.state.md.us/employment/wioa.shtml>

69 <http://www.elevatevirginia.org/wp-content/uploads/2016/11/VWL-16-04-LWDA-Performance-Goals-Negotiation-Process-for-PY-2016-and-PY-2017.pdf>

70 Since the plan has been submitted, the monthly agency head meetings appear to have been replaced by several implementation groups on various WIOA-related issues, and are being led by agency staff, rather than the director. Meeting summaries are posted on the DCWorks website, available at <http://dcworks.dc.gov/page/wioa-working-groups>.

71 Wilson, B., and DeRenzis, B. 2015. “Realizing Innovation and Opportunity in WIOA.” National Skills Coalition.

72 Wilson, B., and DeRenzis, B. 2015. “Realizing Innovation and Opportunity in WIOA.” National Skills Coalition.

73 <http://www.dllr.state.md.us/earn/>

74 <http://www.govirginia.org/>

75 Workforce Development Technical Assistance Professionals Request for Qualifications, Solicitation No. DCEB-2016-Q-1001, Career Pathways Community of Practice. Issued July 5, 2016 by the Office of the Deputy Mayor for Planning and Economic Development.

76 According to the Maryland state plan, the state is home to over 10,000 businesses, but according to the state’s Department of Commerce, there are nearly 170,000 businesses in Maryland (<http://commerce.maryland.gov/about/workforce-and-education>.) Either way, the point is that there is ample opportunity for EARN Maryland to grow.

77 Commonwealth of Virginia, Office of the Governor. 2014. “Executive Order Number 23: Establishing the New Virginia Economy Workforce Initiative.”

78 <http://www.govirginia.org/>

79 Workforce Development Technical Assistance Professionals Request for Qualifications, Solicitation No. DCEB-2016-Q-1001, Career Pathways Community of Practice. Issued July 5, 2016 by the Office of the Deputy Mayor for Planning and Economic Development.

80 <http://www.pluggedinva.com/>

81 <https://governor.virginia.gov/newsroom/newsarticle?articleId=12988> .

82 <http://www.dllr.state.md.us/earn/>

83 Business Administration and IT is listed twice for Washington DC, because the District combined two industries that were listed separately by Maryland and Virginia.

84 DC's living wage was \$13.85 per hour for 2016. The wage is adjusted annually per any changes in the Consumer Price Index.

85 These criteria were used for the five high-demand sectors listed in the state plan. It is unclear whether the same analysis and criteria were utilized to identify the recently added high-demand sector of infrastructure.

86 <https://www.vawc.virginia.gov/vosnet/Default.aspx>

87 <https://mwejobs.maryland.gov/vosnet/Default.aspx>

88 <http://does.dc.gov/service/american-job-center>

89 <https://www.dllr.state.md.us/lmi/lmai-hot-jobs-brochure.pdf>

90 Maryland Department of Labor, Licensing and Regulation. "Hot Jobs Now."

91 <http://www.elevatevirginia.org/>

92 Virginia Board of Workforce Development. "What Is Elevate Virginia?" pg.60

93 <http://open.dc.gov/economic-intelligence/>

94 DC Office of the Deputy Mayor for Planning & Economic Development. Economic Intelligence Dashboard.

95 [http://www.vccs.edu/vccsblog\\_post/financial-aid-for-non-credit-training-leading-to-industry-recognized-credentials/](http://www.vccs.edu/vccsblog_post/financial-aid-for-non-credit-training-leading-to-industry-recognized-credentials/)

96 ApprenticeshipUSA State Expansion Grant Summaries: <http://go.wh.gov/KmmRV7>

97 <http://goc.maryland.gov/myac/>

98 <http://www.fairfaxcounty.gov/dfs/ss/view.htm>

99 CapSTAT is a data-driven performance management tool administered by the Office of Performance Management (OPM) within the District's Office of the City Administrator. <http://oca.dc.gov/page/oca-performance-management>

100 DC Municipal Regulations and DC Register. June 2, 2016. Mayor's Order No. 2016-086, "Re-establishment: Workforce Investment Council."

101 <https://data.virginialmi.com/vosnet/Default.aspx>

102 Maryland Department of Labor, Licensing and Regulation. "Workforce Innovation and Opportunity Act (WIOA) Local Workforce Plan Guidance—Workforce Development & Adult Learning."

103 <https://www.dllr.state.md.us/employment/wioa.shtml>

104 Phone communication with Erin Roth, Policy Director, Division of Workforce Development and Adult Learning, Maryland Department of Labor, Licensing and Regulation (DLLR), November 16, 2016.