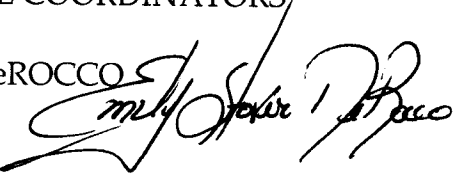


<b>EMPLOYMENT AND TRAINING ADMINISTRATION ADVISORY SYSTEM U.S. DEPARTMENT OF LABOR Washington, D.C. 20210</b>	<b>CLASSIFICATION</b> ETA-Performance Accountability System
	<b>CORRESPONDENCE SYMBOL</b> OWI - PROTECH
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**TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 17-05**

**TO:** ALL STATE WORKFORCE AGENCIES  
ALL STATE WORKFORCE LIAISONS  
ALL STATE TRADE COORDINATORS

**FROM:** EMILY STOVER DeROCCO  
Assistant Secretary 

**SUBJECT:** Common Measures Policy for the Employment and Training  
Administration's (ETA) Performance Accountability System and Related  
Performance Issues

1. **Purpose.** The intent of this guidance is to replace existing guidance with a single, unified Department of Labor guidance document on the common measures and WIA Section 136 performance accountability system. This guidance sets forth one set of measures to be used for both common measures reporting purposes and WIA Section 136 performance accountability purposes (with certain exceptions). The methodology for applying these measures is set forth in Section 5 of this guidance.

Under this guidance, all states and direct grantees of Department of Labor employment and training programs must collect and report information on all participants as described in Section 6. This information will be used to assess the performance of states and grantees under the common measures. In addition, these measures will be used to assess performance under WIA Section 136, with the following exceptions:

- WIA adult and dislocated worker participants who only receive self-service or informational activities are excluded from performance calculations for WIA Section 136 purposes. Guidance on identifying such participants is set forth in Section 8 of this document.

<b>RESCISSIONS</b> TEGL 7-99; TEGL 6-00; TEGL 6-00 change 1; TEGL 28-04;	<b>EXPIRATION DATE</b> Continuing
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- Programs serving WIA youth participants will be subject to common measures and will also be subject to the WIA Section 136 youth measures. The indicators of performance for the WIA Youth program continue to be the seven statutory youth measures until WIA is reauthorized. Guidance on these measures is set forth in Attachment D of this guidance.

More specifically, this Training and Employment Guidance Letter (TEGL):

- A. Rescinds and replaces Training and Employment Guidance Letter No. 28-04, Common Measures Policy; Training and Employment Guidance Letter No. 7-99, Core and Customer Satisfaction Measures for the Workforce Investment System; Training and Employment Guidance Letter No. 6-00, Guidance on Obtaining Customer Satisfaction Results for Participants and Employer Receiving Services Under Title I of the Workforce Investment Act; and Training and Employment Guidance Letter No. 6-00, Change 1, Changes to Guidance on Capturing Customer Satisfaction Results for Participants and Employers Receiving Services Under Title I of the Workforce Investment Act.
- B. Provides revised guidance on common measures policy for ETA and Veterans' Employment and Training Service (VETS) workforce programs and clarifies reporting requirements for the WIA, Wagner-Peyser Act, Veterans' Employment and Training Service, and Trade Adjustment Assistance programs in response to the Federal Register Notice published on July 13, 2005 (Vol. 70, No. 133). Such guidance:
  - Modifies and broadens the common measures definition of "participant" to include any individual who has been determined eligible and has received a program-funded service either at a physical location or remotely via electronic technologies;
  - Provides additional guidance to clarify the point when program participation commences and terminates; and
  - Modifies the methodology for calculating the Adult Earnings measure by removing the use of pre-program earnings in the calculation and, instead, focusing on the average earnings achieved over a 6-month period following program participation for those retained in employment.
- C. Provides revised guidance and clarification on the performance accountability system under state formula-funded programs, e.g., clarifies when participants are counted and when they are excluded from WIA Adult and Dislocated Worker performance calculations by distinguishing self-service and informational activities that are staff-assisted from other core services;

2. **References.** President's Management Agenda, [http://www.whitehouse.gov/omb/budintegration/pma\\_index.html](http://www.whitehouse.gov/omb/budintegration/pma_index.html); Office of Management and Budget (OMB) Director's Memorandum M-02-06, <http://www.whitehouse.gov/omb/budintegration/common.html>
3. **Policy Objective.** Common measures are an integral part of ETA's performance accountability system. The value of implementing common measures is the ability to describe in a similar manner the core purposes of the workforce system: how many people found jobs; did they stay employed; and what did they earn. Multiple sets of performance measures have burdened states and grantees, as they are required to report performance outcomes based on varying definitions and methodologies. By minimizing the different reporting and performance requirements, common performance measures can facilitate the integration of service delivery, reduce barriers to cooperation among programs, and enhance the ability to assess the effectiveness and impact of the workforce investment system.

The workforce investment system is transforming into a demand-driven system with strategic investments in workforce solutions that result in more individuals being trained for highly skilled jobs in high-growth, high-demand industries. The performance accountability system, with common measures at its core, needs to be aligned with the specific demand-driven strategies identified at both the state and local levels. Demand-driven strategies may require unique approaches to training and service delivery. For example, depending on the specific skills and credentials identified as necessary by industry, training may be shorter and targeted in some instances and longer term in others. In all cases, the workforce investment system continues to focus on connecting employers with skilled workers, and connecting workers with good jobs, as reflected in the common performance measures. To minimize burden on states and local areas as ETA programs are reauthorized, ETA will work to ensure that the common measures are consistent with the statutory performance measures.

Please note that these measures provide only part of the information necessary to oversee the workforce investment system effectively. ETA will continue to collect from states and grantees data on spending, program activities, participants, and outcomes that are necessary for program management and to convey full and accurate information on the performance of workforce programs to policy-makers and stakeholders.

4. **Background.** ETA's statutory and regulatory authority to administer job training and employment programs includes provisions allowing for the requirement of performance reporting from states and grantees. In 2001, the President announced a Management Agenda to improve the management and performance of the Federal government. One of the five government-wide goals – budget and

performance integration – emphasizes program effectiveness. As part of the President’s budget and performance integration initiative, OMB and other federal agencies developed a set of common measures for programs with similar goals. OMB Director’s Memorandum M-02-06 and subsequent OMB documents outline broad indicators of performance for job training and employment programs.

Programs administered by the U.S. Departments of Labor, Education, Health and Human Services, Veterans Affairs, Interior, and Housing and Urban Development will implement common measures. Attachment E contains a list of federal programs outside of ETA impacted by the common measures. It is important to note that this policy guidance applies to Department of Labor programs only.

In March 2005, ETA announced its intent to implement a set of common measures on July 1, 2005 for several workforce programs (See TEGL No. 18-04). ETA implemented these measures by revising the reporting requirements for the WIA Title IB, Wagner-Peyser Act, Jobs for Veterans Act, and Trade Adjustment Assistance programs.

Based on review of the public comments received in response to the Federal Register Notice published on July 13, 2005 (Vol. 70, No. 133) regarding final revisions for these programs, ETA is modifying and clarifying its common measures and performance accountability policies. Common measures and performance accountability are closely intertwined, as one set of measures is used for both common measures reporting purposes and WIA Section 136 performance accountability purposes. However, while all participants (as defined in Section 5.A) are included in common measures reporting, only those participants receiving services beyond self-service and informational activities are included in WIA Adult and Dislocated Worker performance calculations (as discussed in Section 8). In general, these modifications are effective upon the publication of this TEGL, unless otherwise noted.

#### **A. Common Measures**

To more fully measure and report to Congress, stakeholders, the public, and other interested parties on how the public workforce investment system is meeting the needs of business and the workforce and contributing to economic growth, ETA has modified and broadened the common measures definition of “participant” to include any individual who has been determined eligible and has received a program-funded service either at a physical location or remotely via electronic technologies (see Section 5.A.).

To address public comments received and ensure consistent implementation of its reporting policies, ETA has made the following adjustments to the common measures policy:

1. Modified the methodology for calculating the Adult Earnings measure by removing the use of pre-program earnings in the calculation and, instead, focusing on the average earnings achieved over a 6-month period following program participation for those who were retained in employment (see Section 5.B.).
2. Clarified that the date of first youth program service will be the date on which the one-year timeframe for measuring achievement of literacy / numeracy gains will commence (see Section 5.C.).
3. Defined the point of participation for common measures reporting and specified activities and/or services that do not cause participation to commence or cause an extension of the point of exit from the program (see Sections 6.A. and 6.B.).
4. Clarified that the phrase “a determination of eligibility” does not apply to individuals who receive core services in a self-help, facilitated-self help or staff-assisted modality funded by the Wagner-Peyser Act (see Sections 6.A.).
5. Clarified that individuals who are age 18 or older and receive only WIA-funded self-service or informational activities are to be counted as participants under the WIA Adult program (see Section 6.A.).
6. Provided additional clarification on circumstances that trigger a gap in service (see Section 6.B.).
7. Provided additional information on the exclusion of some participants from common measures (see Section 6.C.).

Three common measures apply to programs serving adults and three common measures apply to programs serving youth:

Adult Measures

- Entered Employment
- Employment Retention
- Average Earnings

Youth Measures

- Placement in Employment or Education
- Attainment of a Degree or Certificate
- Literacy and Numeracy Gains

Although program efficiency was identified as a common measure for Federal job training and employment programs in earlier policy guidance, states and direct grantees will not be required to report on this measure at this time. Instead, ETA will study and discuss with its partners how best to measure efficiency and return on investment in an integrated system where multiple programs contribute to results.

## **B. Performance Accountability**

This TEGL provides additional guidance to clarify which participants are covered and which participants are excluded under WIA performance calculations to reduce inconsistencies in reporting among the states by distinguishing self-service and informational activities from the remaining core services (see Section 8 and Attachment D).

The remaining sections of this guidance can be found on the following pages:

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## 5. ETA's Common Measures Policy

Workforce programs administered by ETA and VETS are subject to the common measures policy. Designation that a program is subject to the adult and/or youth measures will be implemented through modifications to each program's reporting and recordkeeping system. This, however, does not impact the existing eligibility requirements of the program.

Please note: ETA has adopted the common measures methodology for the calculation of the entered employment, employment retention, and earnings measurement in the WIA performance accountability system for WIA Adult, Dislocated Worker, and Youth programs and for the Trade Act, Jobs for Veterans Act (38 USC 4102A(f)), and Wagner-Peyser Act program performance measures. Exclusion from the WIA performance accountability system of adult and dislocated worker program participants who receive only self-service and informational

activities is discussed in Section 8 of this TEGL. In addition, indicators of performance for the WIA Youth program continue to be the seven statutory youth measures. States will be held accountable for these seven measures until WIA is reauthorized. See attachment D for a discussion of the WIA Title IB core performance indicators.

## **A. Introduction to Common Measures Methodologies**

The methodologies of the common measures are written as an equation, clearly identifying who is in the numerator and who is in the denominator. In cases where there are conditions that apply to both the numerator and denominator, the condition is represented in italics at the beginning of the measure. For example, the adult entered employment rate is defined as:

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

The number of adults who are employed in the first quarter after the exit quarter divided by the number of adults who exit during the quarter.

The condition “of those not employed at the date of participation” applies to both the numerator and denominator as follows: the number of adults who *are not employed at the date of participation* and are employed in the first quarter after the exit quarter divided by the number of adults who *are not employed at the date of participation* and exit during the quarter. In addition, the phrase “who exit during the quarter” is used frequently in the denominators of the measures. This phrase has the same meaning as the term “exit quarter” used in some of the numerators.

## **B. Adult Measures**

### **1. Entered Employment**

#### Methodology:

*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 divided by the number of adult participants who exit during the quarter.

#### Operational Parameters:

- Individuals who are employed at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Individuals who, although employed at the date of participation, have either received a notice of termination of employment or whose



employer has issued a Worker Adjustment and Retraining Notification (WARN) or other notice that the facility or enterprise will close, or who are transitioning service members are considered not employed at the date of participation and are included in the performance measure.

- Employment at the date of participation is based on information collected from the individual, not from wage records.

Discussion:

This measure provides an assessment of program impact in increasing employment for those who were not employed. ETA recognizes concerns related to the exclusion of individuals who are employed at the date of participation from this measure. However, including individuals with jobs at program entry is not fully consistent with the concept of an entered employment indicator. Positive impacts of services provided to incumbent workers and underemployed individuals can be demonstrated in both the retention and earnings measures.

## **2. Employment Retention**

Methodology:

*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 divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- This measure includes only those who are employed in the first quarter after the exit quarter (regardless of their employment status at participation).
- Individuals who are not employed in the first quarter after the exit quarter are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Employment in the first, second, and third quarters after the exit quarter does not have to be with the same employer.

Discussion:

By defining a positive outcome as employment in the first, second, and third quarters after the quarter of exit, the measure approximates retention for at least six months following participation in the program. However, a positive outcome on the retention measure does not necessarily indicate continuous employment with the same employer.

### 3. Average Earnings

This methodology for calculating the Average Earnings measure will become effective July 1, 2006.

#### Methodology:

*Of those adult participants who are employed in the first, second, and third quarters after the exit quarter:*

Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter divided by the number of adult participants who exit during the quarter.

#### Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, federal employment wage records, military employment wage records, and other administrative wage records.
- Individuals whose employment in either the first, second, or third quarters after the exit quarter was determined solely from supplementary sources, and not from wage records, are excluded from the measure.

#### Discussion:

ETA is implementing a new methodology for calculating the average earnings measure for Program Year (PY) 2006. A number of states have expressed concern about the existing methodology for the earnings measure as previously defined, citing it as a disincentive to serving people with previous work experience, especially those with higher wages. The earlier definition focused on a comparison of pre-program and post-program earnings; the outcomes reflected more of the previous earnings history of the people served rather than the program's intervention. This limited its usefulness as a measure of a program's performance.

In response, the revised adult earnings measure looks at wages over six months of those exiters who are working in the 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> quarters after exit. ETA believes this earnings measure is more straightforward than the previous approach, and the results will be easier to understand and explain to stakeholders than measures that compare the percentages or rates of pre-program and post-program earnings or changes in post-program earnings. By excluding the pre-program measurement point, agencies can develop more realistic and meaningful targets for the earnings measure, since programs do not have control over the pre-program earnings of the individuals they serve.

ETA will continue to collect the pre-program earnings, as well as other information on participants, and supplement this measure with data on earnings increase when describing program outcomes.

**SPECIAL NOTE:** Currently, mechanisms are not in place to provide access to wage records for all grantees operating ETA national or discretionary grant programs, including, but not limited to, programs such as the Migrant and Seasonal Farm Workers, Indian and Native American, and Senior Community Service Employment programs. For these grantees, supplemental sources of data will be permitted as an interim means of reporting on the earnings measure until all grantees in a program have access to wage records. Any adjustments necessary for the implementation of this measure using supplemental information as the data source will be addressed in separate program guidance.

## C. Youth Measures

### 1. Placement in Employment or Education

#### Methodology:

*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 divided by the number of youth participants who exit during the quarter.

#### Operational Parameters:

- Individuals who are in post-secondary education or employment at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Employment and education status at the date of participation are based on information collected from the individual.
- Individuals in secondary school at exit will be included in this measure.

#### Discussion:

Participants who enter ETA-funded youth programs while already in post-secondary education, employment, or the military have achieved the desired outcome under this measure. Thus, these individuals are excluded from this

measure. Successfully returning young people to school or alternative education is desirable, but secondary school enrollment does not qualify as a placement under this measure. Individuals in secondary school at exit are included in this measure. This policy is consistent with ETA's vision to ensure youth successfully complete their secondary education, which will ultimately lead to better long-term success in the workforce.

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

### Methodology:

*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 divided by the number of youth participants who exit during the quarter.

### Operational Parameters:

- Education refers to participation in secondary school, post-secondary school, adult education programs, or any other organized program of study leading to a degree or certificate.
- Individuals in secondary school at exit will be included in this measure.
- The term diploma means any credential that the state education agency accepts as equivalent to a high school diploma. This TEGL clarifies that the term diploma also includes post-secondary degrees including Associate's Degrees (AA and AS) and Bachelor's Degrees (BA and BS).
- Diplomas, GEDs, or certificates can be obtained while a person is still receiving services or at any point by the end of the third quarter after the exit quarter.
- Work readiness certificates will not be accepted under this measure.

### Discussion:

Individuals in secondary school at exit are included in this measure. This policy is consistent with ETA's vision to ensure youth successfully complete their secondary education, which will ultimately lead to better long-term success in the workforce.

ETA recognizes that work readiness skills are a valued skill set that will lead to successful employment and retention and encourages programs to continue to provide work readiness skills. However, the focus of the certificate measure is attainment of measurable technical or occupational skills, rather than work readiness skills. Although there are currently work

readiness certificates developed or in development, these certificates focus primarily on basic skills, which are covered under the literacy/numeracy measure. It would be duplicative to include the attainment of basic skills under this measure.

### 3. Literacy and Numeracy Gains

#### Methodology:

*Of those out-of-school youth who are basic skills deficient:*

The number of youth participants who increase one or more educational functioning levels divided by the number of participants who have completed a year in the youth program (i.e., one year from the date of first youth program service) **plus** the number of participants who exit before completing a year in the youth program.

#### Operational Parameters:

- In-school youth are excluded from this measure. (Note: determination of in-school or out-of-school status is only made at point of program participation.)
- It is allowable to use pre-tests that are administered up to six months prior to the date of first WIA youth service, if such pre-test scores are available. If prior pre-tests are not available, administration of the pre-test must occur within 60 days following the date of first youth program service.
- This measure is based on “date of first youth program service” rather than date of participation because date of participation is defined as the earliest date of service from any program if a participant receives services from multiple programs. It is possible for the participation date of a youth to be prior to the date of first WIA youth service if such a youth was served earlier by a different program. Therefore, date of first WIA youth service is used to ensure that this measure is based on a “youth participation date” rather than the initial participation date.
- Individuals who are determined not to be basic skills deficient based on pre-test results are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- When administering assessment tools, individuals with disabilities (as defined in 29 CFR Part 37.4) should be accommodated according to: (1) Section 188 of WIA: 29 CFR Part 37, Section 504 of the Rehabilitation Act of 1973, and Title H of the Americans with Disabilities Act, (2) guidelines associated with the assessment tool used to determine functioning levels, or (3) state law or policies. Further guidance can be found in this section under *Testing Youth with Disabilities*.

- The measure includes individuals who are given an initial assessment but, either: (1) do not post-test before exiting the program, or (2) exit before completing a year in the youth program (i.e., one year from the date of first youth program service).
- To be included in the numerator, a participant must demonstrate on a post-test that he/she has advanced one or more educational functioning levels beyond the level in which he/she was initially placed at pre-test within one year from the date of first youth program service. (Note: the one-year time period is from date of first youth program service, not date of pre-test.)
- All out-of-school youth must be assessed in basic reading/writing and math.

Discussion:

The literacy and numeracy gains indicator measures the increase in skills of participants through a common assessment tool administered at program entry and regular intervals thereafter. Youth participants for whom the goal of literacy and/or numeracy gains is most appropriate are those with basic skills deficiencies. Participants who are not basic skills deficient cannot achieve a positive outcome because they have attained basic literacy and numeracy. Exclusion of individuals who are not basic skills deficient focuses the measure on the participants with the greatest need for remediation, and minimizes the burden of testing individuals who, by virtue of their existing skill level, will not achieve a positive outcome under this measure.

In-school youth already undergo a number of assessments within the school system in order to comply with state standards of learning and, in many states, graduation exams. Requiring in-school youth to receive further academic assessments outside of the school system is redundant since it is the responsibility of local school districts to ensure proper academic assessment of in-school youth. Therefore, in-school youth are excluded from this measure.

Under a normal distribution of pre-test scores, most participants' scores will place the individuals in a range indicating they have completed some of the skills in that particular educational functioning level. Therefore, for a majority of participants, a positive outcome for this measure (i.e., completion of one educational functioning level and an increase to the next level) is not likely to require the equivalent of completing two grade levels, but will average to the equivalent of one grade level.

*National Reporting System (NRS):*

- To maintain consistency with the implementation of the common measures by the Department of Education (ED), ETA is adopting policies for the ED outcome measure of educational gain, as outlined in the NRS. The NRS was developed by the Department of Education's Division of Adult Education and Literacy for implementation of an accountability system for federally-funded adult education programs under WIA Title II.

*Educational Functioning Levels:*

- Unless a previous assessment was conducted within six months prior to participation, programs must assess participants at intake or within 60 days following the date of first youth program service to determine their initial educational functioning level. As outlined in the NRS, there are two sets of educational functioning levels – six levels for Adult Basic Education (ABE) and six levels for English-as-a-Second Language (ESL) students. ABE levels roughly equate to two grade levels. Further guidance on the educational functioning level descriptors can be found in Attachment C.
- Each ABE and ESL level describes a set of skills and competencies that students entering at that level demonstrate in the areas of reading, writing, numeracy, speaking, listening, functional, and workplace skills. These descriptors provide guidelines for placing participants in educational functioning levels, based on performance on standardized tests. After a participant has completed a uniform, standardized assessment procedure, programs use these descriptors to determine the appropriate initial ABE or ESL level in which to place students.
- If a participant is functioning at different levels in reading, writing, numeracy, speaking, listening, functional, and workplace areas, the individual is placed in different ABE and ESL levels across the functioning areas. In the post-test assessment, if the participant demonstrates an increase to the next functioning level in any of the areas – reading, writing, numeracy, speaking, listening, functional, and workplace areas – he/she has made an educational gain and should be included in the numerator. For example, an individual is placed in the Beginning Basic Education level (the second ABE level) in math and the Low Intermediate Basic Education level (the third ABE level) in reading at pre-testing. The individual achieves an educational gain if he/she places in either the third ABE level in math or the fourth ABE level in reading at post-testing.

*Assessment Tool:*

- To measure the increase in skills of individuals, programs must use an assessment procedure comprised of a standardized test or a performance assessment with standardized scoring protocols that crosswalk directly to the NRS educational functioning levels. Therefore, programs must use one of the assessment tools listed in Attachment C or submit a request to the Department of Labor to use an assessment tool not listed in Attachment C.
- States, grantees, or contractors are not required to use the same assessment tool throughout their jurisdictions. However, programs must adhere to the following in choosing an assessment tool:
  1. The same assessment tool is administered to the participant for pre-testing and post-testing;
  2. The assessment tool and its scores must crosswalk directly to the educational functioning levels so that educational gains can be reported in terms of increase in one or more ABE or ESL levels; and
  3. Tests must be administered in a standardized manner throughout the jurisdiction (i.e., used consistently and reliably across programs and produce observable results).
- Tests must be administered to individuals with disabilities (as defined in 29 CFR 37.4) with reasonable accommodations, as appropriate (see additional guidance under *Testing Youth with Disabilities*).
- The NRS provides test benchmarks for educational functioning levels (see Attachment C). The benchmarks are provided as examples of how students functioning at each level would perform on the tests.

*Testing Interval:*

- Participants identified as basic skills deficient must be post-tested at least once by the end of year one following the individual's date of first youth program service.
- For participants who have completed one year following the date of first youth program service, if more than one assessment is administered after the initial test, the latest assessment within one year of first youth program service should be used to determine if the participant has demonstrated an increase in at least one educational functioning level.
- Individuals who remain basic skills deficient and continue to participate after completing a full year in the program, including pre-test and post-test, must continue to receive basic skills remediation services. These participants must be included in the measure for the first year of participation. They are not included again in the measure until they have completed a second full year in the program. At the completion of the second year, these participants must be included in the measure using the latest post-test score during the second year. To determine an



increase of one or more levels, the participant's latest post-test score from the second year in the program must be compared to the score from the test that was administered at the latest point during the first year. If an individual remains basic skills deficient following the second year of the program, that individual must be included in the measure a third time if they complete a third full year in the program. This rule applies for the entire time they are in the program.

*Testing Youth with Disabilities:*

When administering assessment tools, individuals with disabilities are to be provided with reasonable accommodations, as appropriate, according to:

1. Section 188 of the WIA (implementing regulations at 29 CFR Part 37), Section 504 of the Rehabilitation Act of 1973 (DOL implementing regulations at 29 CFR Part 32), and Title II of the Americans with Disabilities Act, if applicable (implementing regulations at 28 CFR Part 35) taking into consideration;
2. Guidelines associated with the assessment test; and
3. State laws or policy.

Regulations implementing WIA Section 188, found at 29 CFR Part 37, provide a general definition of "reasonable accommodation" for individuals with disabilities. In essence, such accommodations are "[m]odifications 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." (See 29 CFR Part 37.4, definition of "reasonable accommodation.") In the assessment context, therefore, accommodations are changes that are made to the materials or procedures used for the assessment in order to "level the playing field" to ensure that the assessment tool measures the individual's skills and abilities, and not his or her disabilities. Because youth with disabilities are expected to achieve the same gains as other youth, it is critically important that appropriate accommodations be provided for the assessment process, to ensure that the gains achieved by these youth can be determined accurately.

Accommodations for the assessment process generally fall into the following categories\*:

1. Changes to the methods of **Presentation** of the test used as an assessment tool: e.g., providing Braille versions of the test, or orally reading the directions or test questions to test-takers;
2. Changes to the methods of **Response** to the test questions: e.g., having the test-taker point to a response or use a computer for responding;

3. Changes to the **Setting** in which the test is provided: e.g., permitting the test to be taken at home, or in small groups, rather than in a large-group or institutional setting; and
4. Changes to the **Timing/Scheduling** of the test: e.g., extending the amount of time generally provided for completion of the test, permitting frequent breaks, etc.

\*Thurlow, M., House, A., Boys, C., Scott, D., & Ysseldyke, J. (2000). *State Participation and Accommodation Policies for Students with Disabilities: 1999 update* (Synthesis Report No. 33). Minneapolis, MN: University of Minnesota, National Center on Educational Outcomes. Retrieved on 04/01/2005 at the following Web site:  
<http://education.umn.edu/NCEO/OnlinePubs/Synthesis33.html>

ETA fully expects that most youth with disabilities can, and should, be assessed using tests that specifically crosswalk to educational functioning levels, using accommodations where needed. ETA also recognizes that in very limited instances, use of these testing instruments, even with appropriate accommodations, may not provide a valid or reliable evaluation of the literacy and numeracy skills of a youth with one or more disabilities. These instances may arise because of the nature or extent of a particular individual's disability, and/or because of limitations in the testing instruments themselves. In those rare instances, service providers and grant recipients may use alternate assessment tools to measure gains in numeracy and literacy for youth with disabilities, if those alternate tools have been deemed by an individual state to provide valid and reliable indicators of information that are comparable to the information provided through the educational functioning levels. Such alternate tools may include, but are not limited to: (1) portfolio assessments; (2) one-on-one performance assessments; and (3) alternative standardized tests. Each state should identify at least one alternative assessment tool that can be used in such situations. If such alternative assessment tools are used, the state should determine, based on the type of assessment, what constitutes a successful gain for the literacy/numeracy measure.

It is advisable that youth professionals receive specific guidance and training in the administration of alternate assessments to youth with disabilities to ensure they have the necessary skills and knowledge to appropriately administer the tests and accurately interpret results.

## 6. Program Participation and Exit under Common Measures

### A. Point of Participation for Common Measures Reporting

#### 1. *What is the definition of a participant?*

A participant is an individual who is determined eligible to participate in the program and receives a service funded by the program in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies.

#### 2. *When does program participation occur?*

Following a determination of eligibility (if required), participation in a program commences when the individual begins receiving a service funded by the program. This phrase has the same meaning as the “date of participation” used in some of the measures. If the participant receives services from multiple programs, then states and grantees may use the earliest date of service as the “date of participation” when reporting on the measures in each program.

#### Operational Parameters:

- Criteria that are used to determine whether an individual is eligible to participate will be based on the eligibility guidelines for the program.
- The phrase “determined eligible to participate in the program” under WIA does not apply to individuals who receive core services in a self-service, facilitated self-help, or staff-assisted modality funded by the Wagner-Peyser Act. These individuals are considered participants and are included in the Wagner-Peyser Act performance accountability system.
- Individuals who are age 18 or older who only receive WIA-funded self-service or informational activities are to be counted as participants under the WIA Adult program. Their treatment under the WIA performance accountability system is covered in Section 8 of this TEGL.
- Individuals eligible to participate in the WIA Dislocated Worker program who only receive WIA-funded core services, including self-service or informational activities, are to be counted as participants under the WIA Dislocated Worker program. Their treatment under the WIA performance accountability system is covered in Section 8 of this TEGL.
- An individual may be participating in several programs simultaneously and may be counted as a participant in each of those programs. For example, a customer who accesses information on a computer purchased/leased from one funding stream and who is assisted by an employee who is paid from yet another funding stream may be

considered as a participant in both funding streams, as appropriate, and with consideration to the programs' eligibility definitions.

- Self-directed job search is a service and individuals who use self-directed tools for job search are participants. Please note that self-directed job search alone does not initiate participation in the WIA Youth program.
- In accordance with Section 101(34) of the Workforce Investment Act, receipt of post-employment follow-up services designed to ensure job retention, wage gains, and career progress does not result in the commencement of a participation period.
- Examples of other services and activities that do not commence participation in a program include the following:
  - Determination of eligibility to participate in the program;
  - Caseload management activities of an administrative nature that involve regular contact with the individual or employer to obtain information regarding his/her employment status, educational progress, or need for additional services; and
  - Income maintenance or support payments (e.g., Unemployment Insurance (UI) benefit payments, Temporary Assistance for Needy Families (TANF), other cash assistance, Food Stamps, and subsidized childcare). ETA expects and encourages states to assure that UI claimants will be actively engaged in the search for new employment while they receive UI benefits and that the workforce investment system will provide reemployment services and job search assistance to speed their return to work.
  - Individuals who visit a physical location for reasons other than its intended purpose (e.g., use of restrooms or ask staff for directions) are not participants.

## **B. Point of Exit for Common Measures Reporting**

### *1. What is the definition of program exit?*

The term program exit means a participant has not received a service funded by the program or funded by a partner program for 90 consecutive calendar days, and is not scheduled for future services. The exit date is the last date of service.

#### Operational Parameters:

- In accordance with Section 101(34) of the Workforce Investment Act, post-employment follow-up services designed to ensure job retention, wage gains, and career progress do not count as a service that would extend the participation period. Such follow-up services that do not extend the period of participation could include, but are not limited to: additional career planning and counseling; contact with the participant's employer,

including assistance with work-related problems that may arise; peer support groups; information about additional educational opportunities; informational mailings; and referral to supportive services available in the community. Although these services should not extend the participation period or delay program exit, states are reminded that these services may have a direct and positive impact on the employment retention and wage gains of participants who enter employment.

- Examples of other activities that do not extend the period of participation or delay program exit include the following:
  - Determination of eligibility to participate in the program;
  - Case management services and any other required administrative case load management activities that involve regular contact with the participant or employer to obtain information regarding the participant's employment status, educational progress, or need for additional services; and
  - Income maintenance or support payments (e.g., Unemployment Insurance (UI) benefit payments, Temporary Assistance for Needy Families (TANF), other cash assistance, Food Stamps, and subsidized childcare). ETA expects and encourages states to assure that UI claimants will be actively engaged in the search for new employment while they receive UI benefits and that the workforce investment system will provide reemployment services and job search assistance to speed their return to work. However, trade readjustment allowances and other needs-related payments funded through the Trade Adjustment Assistance program, WIA, or National Emergency Grants are elements of a training program that delay program exit because these allowances and payments are tied to continuous participation in skills training.
- Many grantees have the capability to track participants across partner programs. At a minimum, these grantees must track participant services across the DOL-funded required One-Stop partner programs until the individual exits all services. Grantees are encouraged to fully integrate Workforce Investment Act programs and services with all of the required and other appropriate partner programs to provide comprehensive business and participant services. ETA also encourages states to develop integrated data and reporting systems to support program integration and shared performance accountability.
- The phrase "and is not scheduled for future services" does not apply to a participant who voluntarily withdraws or drops out of the program. In these circumstances, once a participant has not received any services funded by the program or a partner program for 90 consecutive calendar days, the date of exit is applied retroactively to the last day on which the

individual received a service funded by the program or a partner program.

2. *Are there any exceptions to the definition of exit?*

A participant should not be considered as exited if there is a gap in service of greater than 90 days in one of the following circumstances:

- Delay before the beginning of training;
- Health/medical condition or providing care for a family member with a health/medical condition; and
- Temporary move from the area that prevents the individual from participating in services, including National Guard or other related military service.

A gap in service must be related to one of the three circumstances identified above and last no more than 180 consecutive calendar days from the date of the most recent service to allow time to address the barriers to continued participation. However, grantees may initiate a consecutive gap in service of up to an additional 180 days for the participant that follows the initial 180-day period to resolve the issues that prevent the participant from completing program services that lead to employment. Grantees must document all gaps in service that occur and the reasons for the gaps in service, including the participant's intent to return to complete program services.

3. *When does exit from the program occur?*

Once a participant has not received any services funded by the program or a partner program for 90 consecutive calendar days, has no gap in service, and is not scheduled for future services, the date of exit is applied retroactively to the last day on which the individual received a service funded by the program or a partner program. If the participant receives services from multiple programs, then states and grantees may use the last or most recent date of service as the "date of exit" for use in reporting on the measures in each program.

Discussion:

To encourage service integration and recognize shared contributions toward performance outcomes, workforce programs and, at a minimum, the required DOL funded One-Stop partner programs, should share accountability under the common measures when the participant has exited all services funded by the program or funded by a partner program. Some methods for tracking a participant across programs include specifying services financially assisted by partner programs in the individual's service plans, coordinating service

tracking through integrated data systems or other technologies, and providing coordinated follow-up services to individuals.

### C. Exclusions from Common Measures

Occasionally, circumstances arise that are beyond the control of both the participant and the program and are expected to last for an undetermined period beyond 90 days. The intent here is to identify a common list of specific circumstances as to when a participant can be excluded from common measures. A participant in any of the following categories, either at the time of exit or during the three-quarter measurement period following the exit quarter, may be excluded from common measures:

- *Institutionalized* – The participant is residing in an institution or facility providing 24-hour support, such as a prison or hospital, and is expected to remain in that institution for at least 90 days. This reason does not apply to individuals with disabilities (as defined in 29 CFR 37.4) residing in institutions, nursing homes, or other residential environments; individuals participating in the Responsible Reintegration of Youthful Offenders program; and individuals participating in the Prisoner Reentry Initiative.
- *Health/Medical or Family Care* – The participant is receiving medical treatment or providing care for a family member with a health/medical condition that precludes entry into unsubsidized employment or continued participation in the program. This does not include temporary conditions or situations expected to last for less than 90 days.
- *Deceased* -
- *Reserve Forces Called to Active Duty* – The participant is a member of the National Guard or a military Reserve unit and is called to active duty for at least 90 days.
- *Relocated to a Mandated Program* – For youth participants only, the participant is in the foster care system or another mandated (residential or non-residential) program and has moved from the area as part of such a program. This does not include relocation to a Job Corps center.
- *Invalid or Missing Social Security Number* – Because the measures require grantees to match personally identifiable client records with wage and other administrative data in order to obtain outcome information, grantees may exclude from all the measures those participants who do not voluntarily disclose a valid social security number.

### 7. Data Sources.

This section describes data sources and methods to collect data for the common measures. The data source(s) applicable to each measure are as follows:

PERFORMANCE MEASURE	DATA SOURCE
<b>Adult Measures</b>	
Entered Employment	Wage records and supplemental data sources
Retention	Wage records and supplemental data sources
Average Earnings	Wage records Supplemental data sources ( <u>only</u> for grantees that do not have access to wage records)
<b>Youth Measures</b>	
Placement in Employment or Education	Wage records and supplemental data sources for placement in employment and military Administrative records for placement in education or training
Attainment of a Degree or Certificate	Administrative records
Literacy and Numeracy Gains	Assessment instrument

#### A. Wage Records

To ensure comparability of the common measures on a national level, wage records are the primary data source for the employment-related measures (except as noted in this section).

##### **Unemployment Insurance Wage Records**

To the extent it is consistent with state law, UI wage records will be the primary data source for tracking the adult entered employment, retention, and earnings measures and the employment portion of the youth placement in employment or education measure. UI wage records include private sector, non-profit sector, and government employer wage reports such as:

- State government employment records;
- Local government employment records;
- Judicial employment records; and
- Public school employment records.



## **Additional Wage Records**

While most forms of employment in a state's workforce are "covered" and will be in the UI wage records as noted above, certain types of employers and employees are excluded by Federal UI law or are not covered under states' UI laws. States may use record sharing and/or automated record matching with other employment and administrative data sources to determine and document employment and earnings for "uncovered" workers.

Additional wage record data sources include the following:

- Wage Record Interchange System (WRIS)
- U.S. Office of Personnel Management (OPM)
- U.S. Postal Service
- U.S. Department of Defense
- Railroad Retirement System
- State New Hires Registry
- State Department of Revenue or Tax (for individuals who are self-employed, information must be obtained through record-sharing or automated matching of state tax records)

ETA, in collaboration with the Office of Personnel Management, U.S. Postal Service, and the Department of Defense, has created a pilot data exchange system to provide access for all states to federal and military employment wage record information. Updates are available at <http://www.doleta.gov/performance>.

## **B. Supplemental Sources of Data**

Supplemental data will be used for program management purposes and to gain a full understanding of program performance and activities. Although a majority of employment situations will be covered by wage records, certain other types of employment, particularly self-employment, are either excluded from the sources of data identified under Subsection A above or very difficult for grantees to access due to data confidentiality issues (e.g., access to State Department of Revenue or Tax records).

Grantees should not be discouraged from providing entrepreneurial training or assisting the hard-to-serve simply because the subsequent employment is not covered by wage records. Therefore, in order to convey full and accurate information on the employment impact of ETA programs, grantees may use supplemental sources of data to document a participant's entry and retention in employment for those participants not covered by wage records. For grantees

that do not have access to wage records, supplemental sources of data will be permitted as an interim means of reporting on the earnings measure until all grantees in a program have access to wage records.

Allowable sources of supplemental information for tracking employment-related outcomes include case management notes, automated data base systems, One-Stop operating systems' administrative records, surveys of participants, and contacts with employers. All supplemental data and methods must be documented and are subject to audit.

### **C. Administrative Records**

Administrative records will be the data source for the education and training portion of the placement in employment or education measure and the attainment of a degree or certificate measure. All data and methods used to determine placement in education and training or achievement of a degree or certificate must be documented and are subject to audit.

#### **1. Placement in Post-Secondary Education or Advanced Training/ Occupational Skills Training**

The following data sources can be used to determine whether participants in youth programs are placed in post-secondary education and/or advanced training/occupational skills training:

- A. Case management notes and surveys of participants to determine if the individual has been placed in post-secondary education and/or advanced training/occupational skills training; or
- B. Record-sharing agreements and/or automated record matching with administrative/other data sources to determine and document that the participant has been placed in post-secondary education and/or advanced training/occupational skills training. These data sources may include:
  - State boards governing community colleges
  - State boards governing universities
  - State education associations
  - Integrated post-secondary or higher education reporting units
  - Training institutions/providers

#### **2. Degree or Certificate**

The following data sources can be used to determine whether participants in youth programs attain degrees or certificates:

- A. Case management notes and surveys of participants to determine if the individual has received a degree or certificate; or
- B. Record sharing agreements and/or automated record matching with administrative/other data sources to determine and document that the participant has received a degree or certificate. These data sources may include:
  - State boards of education
  - State boards governing community colleges
  - State boards governing universities
  - State licensing boards for private schools
  - State education associations
  - Integrated post-secondary or higher education reporting units
  - State Department of Professional or Occupational Regulation (possibly other units such as health care administration or specific boards like the “Board of Nursing”)
  - Professional, industry, or employer organizations or product manufacturers or developers
  - Training institutions/providers
  - Adult Basic Education providers (GED/equivalent testing agencies)

The Family Educational Rights and Privacy Act (FERPA) (20 U.S.C. Section 1232g; See the Act’s regulations at 34 CFR Part 99) is a Federal law that protects the privacy of student education records. The law applies to all schools that receive U.S. Department of Education funds and may restrict access to a participant’s education outcome information. Grantees are encouraged to contact the Department of Education at (202) 260-3887 (voice), or visit the ED.gov Web site at <http://www.ed.gov/policy/gen/guid/fpco/ferpa/index.html> for further assistance.

## **8. Distinctions between Reporting under the WIA Performance Accountability System and Reporting under Common Measures**

One of the purposes for the introduction of common measures was to more accurately reflect the true number of individuals who benefit from the One-Stop system. ETA recognizes that states are dedicating significant resources to ensuring that services (including core self-service and informational activities) are available to remote customers who access the workforce investment system via electronic technologies. ETA intends to provide Congress, the public and other interested stakeholders with more complete and accurate information on participation levels and types of services being provided through the nation’s workforce investment system, including data on customers who access services via electronic

technologies. However, confusion still exists as to when an individual receiving a program-funded service must be included in performance calculations. This confusion has resulted in a significant undercount of the number of individuals who benefit from funded services, as well as a distorted view of system outcomes, efficiency, and efficacy of WIA, Wagner-Peyser Act, Jobs for Veterans Act, and other programs. The following sections seek to distinguish participants who need to be included in the common measures participant counts from participants who need to be included in performance calculations for WIA and other programs.

***A. Who needs to be reported in the common measures participant counts?***

ETA's policy requires state workforce agencies (SWAs) to report, in the appropriate participant counts, all individuals who have been determined eligible and receive a service, including self-service and informational activities, in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies. (See Section 6.A.1).

***B. Who needs to be included in the performance measures calculations?***

All participants who receive a core, intensive, or training service who exit the program are to be included in performance measures calculations, except that Section 136 of WIA expressly excludes WIA adult and dislocated worker program participants who only receive self-service or informational activities from performance calculations.

The exclusion of participants receiving only self-service or informational activities from the WIA performance calculations has been a major source of confusion and misrepresentation at the state and local level, and has resulted in large numbers of participants being improperly excluded from the outcome performance calculations. ETA is clarifying its interpretation of self-service and informational activities in order to promote greater accountability and consistency among states in their performance computations for the WIA Adult, Dislocated Worker, Wagner-Peyser Act, Jobs for Veterans Act, and Trade Act programs.

**1. Self-Service and Informational Activities**

According to 20 CFR 666.140(a)(2), **self-service** and **informational activities** are those core services that are made available and accessible to the general public; that are designed to inform and educate individuals about the labor market, their employment strengths and weaknesses, and the range of services appropriate to their situation; and that do not require **significant staff involvement** with the individual in terms of resources or time.

ETA interprets the critical terms above as follows:

***Self-service*** occurs when participants serve themselves in accessing workforce investment system information and activities in either a physical location, such as a One-Stop Career Center resource room or partner agency, or remotely via the use of electronic technologies.

***Informational activities*** in a workforce investment setting may include both self-services and staff-assisted core services that are designed to inform and educate a participant about the labor market and to enable a participant to identify his or her individual employment strengths, weaknesses, and the range of services appropriate for the individual. The exception is core services that require significant staff involvement (see below).

## 2. Clarification of Significant Staff Involvement

Significant staff involvement is fundamental to determining if a participant will be considered in performance calculations. The critical distinction is determining when a participant has received a level of service that requires significant staff involvement.

***Significant staff involvement*** in a workforce investment setting is any assistance provided by staff beyond the informational activities described above regardless of the length of time involved in providing such assistance. Significant staff involvement includes a staff member's assessment of a participant's skills, education, or career objectives in order to achieve any of the following:

- Assist participants in deciding on appropriate next steps in the search for employment, training, and related services, including job referral;
- Assist participants in assessing their personal barriers to employment; or
- Assist participants in accessing other related services necessary to enhance their employability and individual employment related needs.

**A participant who receives this level of service has received a service that involves a significant level of staff involvement; therefore, this participant would be included in the performance measures calculation.**

On the other hand, when a staff member provides a participant with readily available information that does not require an assessment by the staff member of the participant's skills, education, or career objectives, the participant is a recipient of informational activities. This includes information such as labor market trends, the unemployment rate, information on businesses that are hiring or reducing their workforce, information on high-growth industries, and occupations that are in demand.

A participant is also a recipient of informational activities when a staff member provides the participant with information and instructions on how to access the variety of other services available in the One-Stop Career Center, including the tools in the resource room.

**A participant who only receives this level of service has not received a service that involves a significant level of staff involvement; therefore, he/she is a participant who would be excluded from the performance measures calculation.**

See Attachment D of this TEGL for additional guidance on the critical distinction discussed above.

### 3. Inclusion of Participants in Performance Calculations by Program

Although the WIA Adult and Dislocated Worker program participants who access or receive only self-service or informational services are excluded in the WIA performance calculations, these participants should be included in the Wagner-Peyser Act reporting and performance calculations to the degree that Wagner-Peyser Act funds contributed to the core employment and workforce information services received.

In accordance with policy principles articulated in this TEGL, if a participant is served by a specific funding stream, he/she will be counted as a participant in that funding stream's reporting system and/or performance calculations. For example, Wagner-Peyser Act funds are often used to support and maintain One-Stop Career Center operations, electronic tools, job banks, and workforce information services. In these situations, it would be appropriate to include participants who accessed or received Wagner-Peyser Act-funded services in the Wagner-Peyser Act performance accountability system. Where WIA program funds are used in similar ways, participants who receive self-service or informational activities would only be included in the WIA participant and services counts, but would not be counted in the WIA performance measures.

State workforce agencies are in the best position to assist local workforce investment boards and One-Stop Career Centers in making these determinations and are accountable for assuring uniform application of ETA policy.

9. **Action Required.** In general, these modifications to ETA's performance accountability system are effective upon the publication of this TEGL. Please make this information available to appropriate program and technical staff.

**10. Attachments.**

Attachment A: Common Measures At-A-Glance

Attachment B: Definitions of Key Terms

Attachment C: Educational Functioning Level Descriptors

Attachment D: WIA Title IB Core Performance Measures for PY 2005 and PY 2006

Attachment E: Federal Job Training and Employment Programs Impacted by  
Common Measures

## ATTACHMENT A: COMMON MEASURES AT-A-GLANCE

### ADULT MEASURES

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#### Entered Employment

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

# of adult participants who are employed  
in the first quarter after the exit quarter

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# of adult participants who exit during the  
quarter

#### Employment Retention

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

# of adult participants who are employed in  
both the second and third quarters  
after the exit quarter

---

# of adult participants who exit during the  
quarter

#### 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

---

# of adult participants who exit during the  
quarter

### YOUTH MEASURES

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#### Placement in Employment or Education

*Of those who are not in post-secondary education  
or employment (including the military) at the date  
of participation:*

# 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

---

# of youth participants who exit during the  
quarter

#### Attainment of a Degree or Certificate

*Of those enrolled in education (at the date of  
participation or at any point during the program):*

# of youth participants who attain a diploma,  
GED, or certificate by the end of the third  
quarter after the exit quarter

---

# of youth participants who exit during the  
quarter

#### Literacy and Numeracy Gains

*Of those out-of-school youth who are basic skills  
deficient:*

# of youth participants who increase one or  
more educational functioning levels

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# of youth participants who have completed a  
year in the program (i.e., one year from the  
date of first youth program service) plus the #  
of youth participants who exit before  
completing a year in the youth program



## ATTACHMENT B: DEFINITIONS OF KEY TERMS

**Please note that for the most complete understanding of these terms, these definitions should be read in conjunction with the discussion provided under this TEGL.**

***Advanced Training*** - This is an occupational skills employment/training program, not funded under Title I of the WIA, which does not duplicate training received under Title I. It includes only training outside of the One-Stop, WIA, and partner system (i.e., training following exit). (Please note: this term applies to the current WIA younger youth measures only, it does not apply to the common measures).

***Advanced Training/Occupational Skills Training*** - To count as a placement for the Youth Common Measures, advanced training constitutes an organized program of study that provides specific vocational skills that lead to proficiency in performing actual tasks and technical functions required by certain occupational fields at entry, intermediate, or advanced levels. Such training should: (1) be outcome-oriented and focused on a long-term goal as specified in the Individual Service Strategy, (2) be long-term in nature and commence upon program exit rather than being short-term training that is part of services received while enrolled in ETA-funded youth programs, and (3) result in attainment of a certificate (as defined below under this attachment).

***Basic Skills Deficient*** - The individual computes or solves problems, reads, writes, or speaks English at or below the eighth grade level or is unable to compute or solve problems, read, write, or speak English at a level necessary to function on the job, in the individual's family, or in society. In addition, states and grantees have the option of establishing their own definition, which must include the above language. In cases where states or grantees establish such a definition, that definition will be used for basic skills determination.

***Basic Skills Goal*** - A measurable increase in basic education skills including reading comprehension, math computation, writing, speaking, listening, problem solving, reasoning, and the capacity to use these skills. (Please note: this term applies to the current WIA statutory youth measures only, it does not apply to the common measures).

***Certificate*** - A certificate is awarded in recognition of an individual's attainment of measurable technical or occupational skills necessary to gain employment or advance within an occupation. These technical or occupational skills are based on standards developed or endorsed by employers. Certificates awarded by workforce investment boards are not included in this definition. Work readiness certificates are also not

included in this definition. A certificate is awarded in recognition of an individual's attainment of technical or occupational skills by:

- A state educational agency or a state agency responsible for administering vocational and technical education within a state.
- An institution of higher education described in Section 102 of the Higher Education Act (20 USC 1002) that is qualified to participate in the student financial assistance programs authorized by Title IV of that Act. This includes community colleges, proprietary schools, and all other institutions of higher education that are eligible to participate in federal student financial aid programs.
- A professional, industry, or employer organization (e.g., National Institute for Automotive Service Excellence certification, National Institute for Metalworking Skills, Inc., Machining Level I credential) or a product manufacturer or developer (e.g., Microsoft Certified Database Administrator, Certified Novell Engineer, Sun Certified Java Programmer) using a valid and reliable assessment of an individual's knowledge, skills, and abilities.
- A registered apprenticeship program.
- A public regulatory agency, upon an individual's fulfillment of educational, work experience, or skill requirements that are legally necessary for an individual to use an occupational or professional title or to practice an occupation or profession (e.g., FAA aviation mechanic certification, state certified asbestos inspector).
- A program that has been approved by the Department of Veterans Affairs to offer education benefits to veterans and other eligible persons.
- Job Corps centers that issue certificates.
- Institutions of higher education which is formally controlled, or has been formally sanctioned, or chartered, by the governing body of an Indian tribe or tribes.

***Credential*** - A nationally recognized degree or certificate or state/locally recognized credential. Credentials include, but are not limited to, a high school diploma, GED, or other recognized equivalents, post-secondary degrees/certificates, recognized skill standards, and licensure or industry-recognized certificates. States should include all state education agency recognized credentials. In addition, states should work with local workforce investment boards to encourage certificates to recognize successful completion of the training services listed above that are designed to equip individuals to enter or re-enter employment, retain employment, or advance into better employment. (Please note: this term applies to the current WIA statutory adult, dislocated worker, and older youth measures only, it does not apply to the common measures).

***Date of Exit*** - Represents the last day on which the individual received a service funded by the program or a partner program (see definition of "exit").

***Date of Participation*** – Represents the first day, following a determination of eligibility (if required), that the individual begins receiving a service funded by the program (see definition of participant).

***Diploma*** – The term diploma means any credential that the state education agency accepts as equivalent to a high school diploma. The term diploma also includes post-secondary degrees including Associate (AA and AS) and Bachelor Degrees (BA and BS).

***Educational Gain*** – At post-test, participant completes or advances one or more educational functioning levels from the starting level measured on entry into the program (pre-test).

***Employed at the Date of Participation*** – An individual employed at the date of participation is one who:

- Did any work at all as a paid employee on the date participation occurs (except the individual is not considered employed if: a) he/she has received a notice of termination of employment or the employer has issued a Worker Adjustment and Retraining Notification (WARN) or other notice that the facility or enterprise will close, or b) he/she is a transitioning service member;
- Did any work at all in his/her own business, profession, or farm;
- Worked 15 hours or more as an unpaid worker in an enterprise operated by a member of the family; or
- Was not working, but has a job or business from which he/she was temporarily absent because of illness, bad weather, vacation, labor-management dispute, or personal reasons, regardless of whether paid by the employer for time off, and regardless of whether seeking another job.

***Employed in the Quarter After the Exit Quarter*** – The individual is considered employed in a quarter after the exit quarter if wage records for that quarter show earnings greater than zero. When supplemental data sources are used, individuals should be counted as employed if, in the calendar quarter of measurement after the exit quarter, they did any work at all as paid employees (i.e., received at least some earnings), worked in their own business, profession, or worked on their own farm.

***Employed in the Second or Third Quarter After the Exit Quarter*** – The individual is considered employed if wage records for the second or third quarter after exit show earnings greater than zero. Wage records will be the primary data source for tracking employment in the quarter after exit.

When supplemental data sources are used, individuals should be counted as employed if, in the second or third calendar quarter after exit, they did any work at all as paid employees, worked in their own business, profession, or worked on their own farm.

**Exit** - The term “program exit” means a participant does not receive a service funded by the program or funded by a partner program for 90 consecutive calendar days and is not scheduled for future services. (See Section 6. B. 2. of the TEGl for exceptions to the program exit definition).

**Exit Quarter** – Represents the calendar quarter in which the date of exit is recorded for the individual.

**Last Expected Service** – Occurs when the participant completes the activities outlined in his or her service strategy or service plan and there are no additional services expected other than supportive or follow-up services. Last expected service may also occur in situations where the participant voluntarily or involuntarily discontinues his or her participation in services outlined in the service plan.

**Last Expected Service Date** - This date is used to determine when a customer becomes a part of the sampling frame for the customer satisfaction survey. In many instances, this date will be the same as the exit date. In situations where a case was ended, reopened within 90 days of the original closure date, and then ended again, the date used to determine inclusion in the sampling frame is the initial last expected service date. This date is also the date that triggers follow-up services as long as no additional services are provided (other than supportive or follow-up services) 90 days following this date.

**Not Employed at the Date of Participation** - An individual is also considered *not employed at the date of participation* when he/she (a) did no work at all as a paid employee on the date participation occurs, (b) has received a notice of termination of employment or the employer has issued a WARN or other notice that the facility or enterprise will close, or (c) is a transitioning service member.

**Occupational Skills Goal** - A measurable increase in primary occupational skills encompassing the proficiency to perform actual tasks and technical functions required by certain occupational fields at entry, intermediate or advanced levels. Secondary occupational skills entail familiarity with and use of set-up procedures, safety measures, work-related terminology, record keeping and paperwork formats, tools, equipment and materials, and breakdown and clean-up routines. (Please note: this term applies to the current WIA statutory youth measures only, it does not apply to the common measures).

**Out-of-School Youth** – An eligible youth who is a school dropout, or who has received a secondary school diploma or its equivalent but, is basic skills deficient, unemployed, or underemployed (WIA section 101(33)). For reporting purposes, this term includes all youth except: (i) those who are attending any school and have not received a secondary

school diploma or its recognized equivalent, or (ii) those who are attending post-secondary school and are not basic skills deficient.

**Participant** – A participant is an individual who is determined eligible to participate in the program and receives a service funded by the program in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies.

**Participation Quarter** – Represents the calendar quarter in which the date of participation is recorded for the individual.

**Physical Location** – A physical location means a designated One-Stop Career Center, an affiliated One-Stop partner site, including a technologically linked access point, where services and activities funded by the program are available, or other specialized centers and sites designed to address special customer needs, such as company work sites for dislocated workers.

**Post-Secondary Education** – A program at an accredited degree-granting institution that leads to an academic degree (e.g., A.A., A.S., B.A., B.S.). Programs offered by degree-granting institutions that do not lead to an academic degree (e.g., certificate programs) do not count as a placement in post-secondary education, but may count as a placement in “advanced training/occupational skills training.”

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

**Pre-test** – A test used to assess a participant’s basic literacy skills, which is administered to a participant up to six months prior to the date of participation, if such pre-test scores are available, or within 60 days following the date of participation.

**Qualified Apprenticeship** – A program approved and recorded by the ETA Bureau of Apprenticeship and Training or by a recognized state apprenticeship agency or council. Approval is by certified registration or other appropriate written credential.

**Training Services** – These services include WIA-funded and non-WIA funded partner training services. These services include: occupational skills training, including training for nontraditional employment; on-the-job training; programs that combine workplace training with related instruction, which may include cooperative education programs; training programs operated by the private sector; skill upgrading and retraining; entrepreneurial training; job readiness training; adult education and literacy activities in combination with other training; and customized training conducted with a commitment by an employer or group of employers to employ an individual upon successful completion of the training.

***Transitioning Service Member*** - A service member in active duty status (including separation leave) who participates in employment services and is within 24 months of retirement or 12 months of separation.

***Work Readiness Skills Goal*** - A measurable increase in work readiness skills including world-of-work awareness, labor market knowledge, occupational information, values clarification and personal understanding, career planning and decision making, and job search techniques (resumes, interviews, applications, and follow-up letters). They also encompass survival/daily living skills such as using the phone, telling time, shopping, renting an apartment, opening a bank account, and using public transportation. They also include positive work habits, attitudes, and behaviors such as punctuality, regular attendance, presenting a neat appearance, getting along and working well with others, exhibiting good conduct, following instructions and completing tasks, accepting constructive criticism from supervisors and co-workers, showing initiative and reliability, and assuming the responsibilities involved in maintaining a job. This category also entails developing motivation and adaptability, obtaining effective coping and problem-solving skills, and acquiring an improved self image. (Please note: this term applies to the current WIA statutory youth measures only, it does not apply to the common measures).

**ATTACHMENT E:**  
**FEDERAL JOB TRAINING AND EMPLOYMENT PROGRAMS**  
**IMPACTED BY COMMON MEASURES**

In addition to programs administered by ETA, the following Federal programs are subject to the common measures:

**Department of Labor**

Job Corps

Programs for Veterans:

- Veterans' Workforce Investment Program
- Disabled Veterans' Outreach Program
- Local Veterans' Employment Representatives
- Homeless Veterans' Reintegration Program

**Department of Education**

Adult Education

Rehabilitation Services:

- Vocational Rehabilitation Grants to States
- American Indian Vocational Rehabilitation Services
- Supported Employment State Grants
- Projects with Industry
- Migrant and Seasonal Farm Workers

State Grants for Incarcerated Youth Offenders

Vocational Education:

- Carl D. Perkins Vocational and Technical Education Act - State Grants
- Carl D. Perkins Vocational and Technical Education Act - Tech Prep State Grants
- Carl D. Perkins Vocational and Technical Education Act - Tribally Controlled Postsecondary
- Vocational Institutions

**Department of Health and Human Services**

Temporary Assistance to Needy Families

**Department of Veterans Affairs**

Vocational Rehabilitation and Employment Services and Benefits

**Department of the Interior**

Job Placement and Training

**Department of Housing and Urban Development**

YouthBuild

<b>EMPLOYMENT AND TRAINING ADMINISTRATION ADVISORY SYSTEM U.S. DEPARTMENT OF LABOR Washington, D.C. 20210</b>	<b>CLASSIFICATION</b> ETA-Performance Accountability System
	<b>CORRESPONDENCE SYMBOL</b> OWI - PROTECH
	<b>DATE</b> August 13, 2007

**TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 17-05 Change 1**

**TO:** ALL STATE WORKFORCE AGENCIES  
ALL STATE WORKFORCE LIAISONS  
ALL STATE TRADE COORDINATORS

**FROM:** EMILY STOVER DeROCCO   
Assistant Secretary

**SUBJECT:** Common Measures Policy for the Employment and Training  
Administration's (ETA) Performance Accountability System and Related  
Performance

1. **Purpose.** The intent of this guidance is to further clarify the application of the literacy/numeracy measure, initially provided in Attachment C, Educational Functional Level Descriptors, in Training and Employment Guidance Letter (TEGL) 17-05, issued February 17, 2006. This change TEGL only addresses specific reporting changes for the Youth literacy/numeracy measure.
2. **References.** President's Management Agenda,  
<http://www.whitehouse.gov/omb/budget/fy2002/mgmt.pdf>  
Director's Memorandum M-02-06,  
<http://www.whitehouse.gov/omb/budintegration/common.html>; and the  
Workforce Investment Act Title 1 B Standardized Record Data (WIASRD) layout, see  
page 101,  
[http://www.doleta.gov/performance/Reporting/docs/WIA6\\_2/DRVS%20WIA%20Users%20Guide.pdf#Page=101](http://www.doleta.gov/performance/Reporting/docs/WIA6_2/DRVS%20WIA%20Users%20Guide.pdf#Page=101)
3. **Background.** ETA published TEGL 17-05 on February 17, 2006. TEGL 17-05 includes guidance on the literacy/numeracy measure for youth participants. This change TEGL provides additional clarification on the measure, to be consistent with guidance from the Department of Education.

<b>RESCISSIONS</b> TEGL 7-99; TEGL 6-00; TEGL 6-00 change 1; TEGL 28-04	<b>EXPIRATION DATE</b> Continuing
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4. **Revisions.** This change TEGL updates TEGL 17-05 to revise the Educational Functioning Level descriptors (EFL) table (Attachment A) from the Department of Education. ETA is implementing the revised EFL definitions for PY07, effective July 1, 2007. In addition, this change TEGL provides a new table that illustrates the difference between the new and old EFL tables (Attachment B) and includes the literacy/numeracy specifications table (Attachment C) with a column that helps to further clarify the specifications. There is also a new Workforce Investment Act Standardized Record Data (WIASRD) record layout for the literacy/numeracy specification (Attachment D, Section 3), which incorporates the changes. Finally, there is now a third option for Element 701, Category of Assessment, which will allow states to choose both Adult Basic Education (ABE) and English-As-A-Second-Language (ESL).
5. **Action Required.** These modifications to ETA's Youth performance accountability system are effective July 1, 2007. Please make this information available to appropriate program and technical staff.
6. **Attachments.**  
Attachment A: REVISED Educational Functioning Level (EFL) Descriptors Levels (effective July 1, 2007)  
Attachment B: EFL Crosswalk  
Attachment C: REVISED Literacy/Numeracy Specifications  
Attachment D: WIASRD Literacy/Numeracy Excerpt

## ATTACHMENT A: REVISED Educational Functioning Level (EFL) Descriptors Levels

Outcome Measures Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ADULT BASIC EDUCATION LEVELS			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Functional and Workplace Skills
<b>Beginning ABE Literacy</b> <b>Test Benchmark:</b> <i>TABE (7–8 and 9–10) scale scores (grade level 0–1.9):</i> Reading: 367 and below Total Math: 313 and below Language: 392 and below <i>CASAS scale scores:</i> Reading: 200 and below Math: 200 and below Writing: 200 and below <i>ABLE scale scores (grade level 0–1.9):</i> Reading: 523 and below Math: 521 and below	Individual has no or minimal reading and writing skills. May have little or no comprehension of how print corresponds to spoken language and may have difficulty using a writing instrument. At the upper range of this level, individual can recognize, read, and write letters and numbers but has a limited understanding of connected prose and may need frequent re-reading. Can write a limited number of basic sight words and familiar words and phrases; may also be able to write simple sentences or phrases, including very simple messages. Can write basic personal information. Narrative writing is disorganized and unclear, inconsistently uses simple punctuation (e.g., periods, commas, question marks), and contains frequent errors in spelling.	Individual has little or no recognition of numbers or simple counting skills or may have only minimal skills, such as the ability to add or subtract single digit numbers.	Individual has little or no ability to read basic signs or maps and can provide limited personal information on simple forms. The individual can handle routine entry level jobs that require little or no basic written communication or computational skills and no knowledge of computers or other technology.
<b>Beginning Basic Education</b> <b>Test Benchmark:</b> <i>TABE (7–8 and 9–10) scale scores (grade level 2–3.9):</i> Reading: 368–460 Total Math: 314–441 Language: 393–490 <i>CASAS scale scores:</i> Reading: 201–210 Math: 201–210 Writing: 201–225 <i>ABLE scale scores (grade level 2–3.9):</i> Reading: 525–612 Math: 530–591	Individual can read simple material on familiar subjects and comprehend simple and compound sentences in single or linked paragraphs containing a familiar vocabulary; can write simple notes and messages on familiar situations but lacks clarity and focus. Sentence structure lacks variety, but individual shows some control of basic grammar (e.g., present and past tense) and consistent use of punctuation (e.g., periods, capitalization).	Individual can count, add, and subtract three digit numbers, can perform multiplication through 12, can identify simple fractions, and perform other simple arithmetic operations.	Individual is able to read simple directions, signs, and maps, fill out simple forms requiring basic personal information, write phone messages, and make simple changes. There is minimal knowledge of and experience with using computers and related technology. The individual can handle basic entry level jobs that require minimal literacy skills; can recognize very short, explicit, pictorial texts (e.g., understands logos related to worker safety before using a piece of machinery); and can read want ads and complete simple job applications.

**Notes:** The descriptors are *entry-level* descriptors and are illustrative of what a typical student functioning at that level should be able to do. They are not a full description of skills for the level. ABLE = Adult Basic Learning Examination; CASAS = Comprehensive Adult Student Assessment System; SPL = student performance levels; and TABE = Test of Adult Basic Education.

Outcome Measures Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ADULT BASIC EDUCATION LEVELS			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Functional and Workplace Skills
<b>Low Intermediate Basic Education</b> <b>Test Benchmark:</b> <i>TABE (7–8 and 9–10) scale scores (grade level 4–5.9):</i> Reading: 461–517 Total Math: 442–505 Language: 491–523 <i>CASAS scale scores:</i> Reading: 211–220 Math: 211–220 Writing: 226–242 <i>ABLE scale scores (grade level 4–5.9):</i> Reading: 613–644 Math: 593–641	Individual can read text on familiar subjects that have a simple and clear underlying structure (e.g., clear main idea, chronological order); can use context to determine meaning; can interpret actions required in specific written directions; can write simple paragraphs with a main idea and supporting details on familiar topics (e.g., daily activities, personal issues) by recombining learned vocabulary and structures; and can self and peer edit for spelling and punctuation errors.	Individual can perform with high accuracy all four basic math operations using whole numbers up to three digits and can identify and use all basic mathematical symbols.	Individual is able to handle basic reading, writing, and computational tasks related to life roles, such as completing medical forms, order forms, or job applications; and can read simple charts, graphs, labels, and payroll stubs and simple authentic material if familiar with the topic. The individual can use simple computer programs and perform a sequence of routine tasks given direction using technology (e.g., fax machine, computer operation). The individual can qualify for entry level jobs that require following basic written instructions and diagrams with assistance, such as oral clarification; can write a short report or message to fellow workers; and can read simple dials and scales and take routine measurements.
<b>High Intermediate Basic Education</b> <b>Test Benchmark:</b> <i>TABE (7–8 and 9–10) scale scores (grade level 6–8.9):</i> Reading: 518–566 Total Math: 506–565 Language: 524–559 <i>CASAS scale scores:</i> Reading: 221–235 Math: 221–235 Writing: 243–260 <i>ABLE scale score (grade level 6–8.9):</i> Reading: 646–680 Math: 643–693 <i>WorkKeys scale scores:</i> Reading for Information: 75–78 Writing: 75–77 Applied Mathematics: 75–77	Individual is able to read simple descriptions and narratives on familiar subjects or from which new vocabulary can be determined by context and can make some minimal inferences about familiar texts and compare and contrast information from such texts but not consistently. The individual can write simple narrative descriptions and short essays on familiar topics and has consistent use of basic punctuation but makes grammatical errors with complex structures.	Individual can perform all four basic math operations with whole numbers and fractions; can determine correct math operations for solving narrative math problems and can convert fractions to decimals and decimals to fractions; and can perform basic operations on fractions.	Individual is able to handle basic life skills tasks such as graphs, charts, and labels and can follow multistep diagrams; can read authentic materials on familiar topics, such as simple employee handbooks and payroll stubs; can complete forms such as a job application and reconcile a bank statement. Can handle jobs that involve following simple written instructions and diagrams; can read procedural texts, where the information is supported by diagrams, to remedy a problem, such as locating a problem with a machine or carrying out repairs using a repair manual. The individual can learn or work with most basic computer software, such as using a word processor to produce own texts, and can follow simple instructions for using technology.

Outcome Measures Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ADULT SECONDARY EDUCATION LEVELS			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Functional and Workplace Skills
<p><b>Low Adult Secondary Education</b></p> <p><i>Test Benchmark:</i>  <i>TABE (7–8 and 9–10): scale scores (grade level 9–10.9):</i>            Reading: 567–595            Total Math: 566–594            Language: 560–585</p> <p><i>CASAS scale scores:</i>            Reading: 236–245            Math: 236–245            Writing: 261–270</p> <p><i>ABLE scale scores (grade level 9–10.9):</i>            Reading: 682–697            Math: 694–716</p> <p><i>WorkKeys scale scores:</i>            Reading for Information: 79–81            Writing: 78–85            Applied Mathematics: 78–81</p>	<p>Individual can comprehend expository writing and identify spelling, punctuation, and grammatical errors; can comprehend a variety of materials such as periodicals and nontechnical journals on common topics; can comprehend library reference materials and compose multiparagraph essays; can listen to oral instructions and write an accurate synthesis of them; and can identify the main idea in reading selections and use a variety of context issues to determine meaning. Writing is organized and cohesive with few mechanical errors; can write using a complex sentence structure; and can write personal notes and letters that accurately reflect thoughts.</p>	<p>Individual can perform all basic math functions with whole numbers, decimals, and fractions; can interpret and solve simple algebraic equations, tables, and graphs and can develop own tables and graphs; and can use math in business transactions.</p>	<p>Individual is able or can learn to follow simple multistep directions and read common legal forms and manuals; can integrate information from texts, charts, and graphs; can create and use tables and graphs; can complete forms and applications and complete resumes; can perform jobs that require interpreting information from various sources and writing or explaining tasks to other workers; is proficient using computers and can use most common computer applications; can understand the impact of using different technologies; and can interpret the appropriate use of new software and technology.</p>
<p><b>High Adult Secondary Education</b></p> <p><i>Test Benchmark:</i>  <i>TABE (7–8 and 9–10): scale scores (grade level 11–12):</i>            Reading: 596 and above            Total Math: 595 and above            Language: 586 and above</p> <p><i>CASAS scale scores:</i>            Reading: 246 and above            Math: 246 and above            Writing: 271 and above</p> <p><i>ABLE scale scores (grade level 11–12):</i>            Reading: 699 and above            Math: 717 and above</p> <p><i>WorkKeys scale scores:</i>            Reading for Information: 82–90            Writing: 86–90            Applied Mathematics: 82–90</p>	<p>Individual can comprehend, explain, and analyze information from a variety of literacy works, including primary source materials and professional journals, and can use context cues and higher order processes to interpret meaning of written material. Writing is cohesive with clearly expressed ideas supported by relevant detail, and individual can use varied and complex sentence structures with few mechanical errors.</p>	<p>Individual can make mathematical estimates of time and space and can apply principles of geometry to measure angles, lines, and surfaces and can also apply trigonometric functions.</p>	<p>Individual is able to read technical information and complex manuals; can comprehend some college level books and apprenticeship manuals; can function in most job situations involving higher order thinking; can read text and explain a procedure about a complex and unfamiliar work procedure, such as operating a complex piece of machinery; can evaluate new work situations and processes; and can work productively and collaboratively in groups and serve as facilitator and reporter of group work. The individual is able to use common software and learn new software applications; can define the purpose of new technology and software and select appropriate technology; can adapt use of software or technology to new situations; and can instruct others, in written or oral form, on software and technology use.</p>

Outcome Measures Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ENGLISH AS A SECOND LANGUAGE LEVELS			
Literacy Level	Listening and Speaking	Basic Reading and Writing	Functional and Workplace Skills
<b>Beginning ESL Literacy</b> <i>Test Benchmark:</i> <i>CASAS scale scores:</i> Reading: 180 and below Listening: 180 and below Oral BEST: 0–15 (SPL 0–1) BEST Plus: 400 and below (SPL 0–1) BEST Literacy: 0–7 (SPL 0–1)	Individual cannot speak or understand English, or understands only isolated words or phrases.	Individual has no or minimal reading or writing skills in any language. May have little or no comprehension of how print corresponds to spoken language and may have difficulty using a writing instrument.	Individual functions minimally or not at all in English and can communicate only through gestures or a few isolated words, such as name and other personal information; may recognize only common signs or symbols (e.g., stop sign, product logos); can handle only very routine entry-level jobs that do not require oral or written communication in English. There is no knowledge or use of computers or technology.
<b>Low Beginning ESL</b> <i>Test benchmark:</i> <i>CASAS scale scores</i> Reading: 181–190 Listening: 181–190 Writing: 136–145 Oral BEST 16–28 (SPL 2) BEST Plus: 401–417 (SPL 2) BEST Literacy: 8–35 (SPL 2)	Individual can understand basic greetings, simple phrases and commands. Can understand simple questions related to personal information, spoken slowly and with repetition. Understands a limited number of words related to immediate needs and can respond with simple learned phrases to some common questions related to routine survival situations. Speaks slowly and with difficulty. Demonstrates little or no control over grammar.	Individual can read numbers and letters and some common sight words. May be able to sound out simple words. Can read and write some familiar words and phrases, but has a limited understanding of connected prose in English. Can write basic personal information (e.g., name, address, telephone number) and can complete simple forms that elicit this information.	Individual functions with difficulty in social situations and in situations related to immediate needs. Can provide limited personal information on simple forms, and can read very simple common forms of print found in the home and environment, such as product names. Can handle routine entry level jobs that require very simple written or oral English communication and in which job tasks can be demonstrated. May have limited knowledge and experience with computers.
<b>High Beginning ESL</b> <i>Test benchmark:</i> <i>CASAS scale scores</i> Reading: 191–200 Listening: 191–200 Writing: 146–200 Oral BEST 29–41 (SPL 3) BEST Plus: 418–438 (SPL 3) BEST Literacy: 36–46 (SPL 3)	Individual can understand common words, simple phrases, and sentences containing familiar vocabulary, spoken slowly with some repetition. Individual can respond to simple questions about personal everyday activities, and can express immediate needs, using simple learned phrases or short sentences. Shows limited control of grammar.	Individual can read most sight words, and many other common words. Can read familiar phrases and simple sentences but has a limited understanding of connected prose and may need frequent re-reading.  Individual can write some simple sentences with limited vocabulary. Meaning may be unclear. Writing shows very little control of basic grammar, capitalization and punctuation and has many spelling errors.	Individual can function in some situations related to immediate needs and in familiar social situations. Can provide basic personal information on simple forms and recognizes simple common forms of print found in the home, workplace and community. Can handle routine entry level jobs requiring basic written or oral English communication and in which job tasks can be demonstrated. May have limited knowledge or experience using computers.

Outcome Measures Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ENGLISH AS A SECOND LANGUAGE LEVELS			
Literacy Level	Listening and Speaking	Basic Reading and Writing	Functional and Workplace Skills
<b>Low Intermediate ESL</b>  <b>Test Benchmark:</b> <b>CASAS scale scores:</b> Reading: 201–210 Listening: 201–210 Writing: 201–225  Oral BEST: 42–50 (SPL 4) BEST Plus: 439–472 (SPL 4) BEST Literacy: 47–53 (SPL 4)	Individual can understand simple learned phrases and limited new phrases containing familiar vocabulary spoken slowly with frequent repetition; can ask and respond to questions using such phrases; can express basic survival needs and participate in some routine social conversations, although with some difficulty; and has some control of basic grammar.	Individual can read simple material on familiar subjects and comprehend simple and compound sentences in single or linked paragraphs containing a familiar vocabulary; can write simple notes and messages on familiar situations but lacks clarity and focus. Sentence structure lacks variety but shows some control of basic grammar (e.g., present and past tense) and consistent use of punctuation (e.g., periods, capitalization).	Individual can interpret simple directions and schedules, signs, and maps; can fill out simple forms but needs support on some documents that are not simplified; and can handle routine entry level jobs that involve some written or oral English communication but in which job tasks can be demonstrated. Individual can use simple computer programs and can perform a sequence of routine tasks given directions using technology (e.g., fax machine, computer).
<b>High Intermediate ESL</b>  <b>Test Benchmark:</b> <b>CASAS scale scores:</b> Reading: 211–220 Listening: 211–220 Writing: 226–242  Oral BEST: 51–57 (SPL 5) BEST Plus: 473–506 (SPL 5) BEST Literacy: 54–65 (SPL 5-6)	Individual can understand learned phrases and short new phrases containing familiar vocabulary spoken slowly and with some repetition; can communicate basic survival needs with some help; can participate in conversation in limited social situations and use new phrases with hesitation; and relies on description and concrete terms. There is inconsistent control of more complex grammar.	Individual can read text on familiar subjects that have a simple and clear underlying structure (e.g., clear main idea, chronological order); can use context to determine meaning; can interpret actions required in specific written directions; can write simple paragraphs with main idea and supporting details on familiar topics (e.g., daily activities, personal issues) by recombining learned vocabulary and structures; and can self and peer edit for spelling and punctuation errors.	Individual can meet basic survival and social needs, can follow some simple oral and written instruction, and has some ability to communicate on the telephone on familiar subjects; can write messages and notes related to basic needs; can complete basic medical forms and job applications; and can handle jobs that involve basic oral instructions and written communication in tasks that can be clarified orally. Individual can work with or learn basic computer software, such as word processing, and can follow simple instructions for using technology.

Outcome Measures Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ENGLISH AS A SECOND LANGUAGE LEVELS			
Literacy Level	Listening and Speaking	Basic Reading and Writing	Functional and Workplace Skills
<p><b>Advanced ESL</b>  <b>Test Benchmark:</b>  <i>CASAS scale scores:</i>  Reading: 221–235  Listening: 221–235  Writing: 243–260</p> <p>Oral BEST 58–64 (SPL 6)  BEST Plus: 507–540 (SPL 6)  BEST Literacy: 66 and above (SPL 7)</p> <p>Exit Criteria:  CASAS Reading and Listening: 236 and above</p> <p>CASAS Writing: 261 and above  Oral BEST 65 and above (SPL 7)  BEST Plus: 541 and above (SPL 7)</p>	<p>Individual can understand and communicate in a variety of contexts related to daily life and work. Can understand and participate in conversation on a variety of everyday subjects, including some unfamiliar vocabulary, but may need repetition or rewording. Can clarify own or others' meaning by rewording. Can understand the main points of simple discussions and informational communication in familiar contexts. Shows some ability to go beyond learned patterns and construct new sentences. Shows control of basic grammar but has difficulty using more complex structures. Has some basic fluency of speech.</p>	<p>Individual can read moderately complex text related to life roles and descriptions and narratives from authentic materials on familiar subjects. Uses context and word analysis skills to understand vocabulary, and uses multiple strategies to understand unfamiliar texts. Can make inferences, predictions, and compare and contrast information in familiar texts. Individual can write multi-paragraph text (e.g., organizes and develops ideas with clear introduction, body, and conclusion), using some complex grammar and a variety of sentence structures. Makes some grammar and spelling errors. Uses a range of vocabulary.</p>	<p>Individual can function independently to meet most survival needs and to use English in routine social and work situations. Can communicate on the telephone on familiar subjects. Understands radio and television on familiar topics. Can interpret routine charts, tables and graphs and can complete forms and handle work demands that require non-technical oral and written instructions and routine interaction with the public. Individual can use common software, learn new basic applications, and select the correct basic technology in familiar situations.</p>

## ATTACHMENT B: EFL Crosswalk

New EFL	Old EFL	ABE	ESL	Basic Skills Deficient
1	1		Beginning ESL Literacy	Basic Skills Deficient
2			Low Beginning ESL Literacy	
3		Beginning ABE Literacy	High Beginning ESL Literacy	
4	2	Beginning Basic Education	Low Intermediate ESL	
5	3	Low Intermediate Basic Education	High Intermediate ESL	
6	4	High Intermediate Basic Education	Advanced ESL	
7	5	Low Adult Secondary Education	Exit ESL	Not Basic Skills Deficient
8	6	High Adult Secondary Education		



## ATTACHMENT C: REVISED Literacy/Numeracy Specifications

### LITERACY/NUMERACY NUMERATOR

Measure	Specification	Explanation of the Specification
<b>Literacy/ Numeracy Gains Youth (14-21) Numerator</b>  (First two years of state implementation)	Count of unique RECORDS where YOUTH <b>and</b> BASIC SKILLS DEFICIENT <sup>1</sup> and SCHOOL STATUS AT PARTICIPATION => 3	Includes Youth Records (those with youth funding who are between 14 and 21 years of age on the Date of First Youth Service) who are basic skills deficient and out-of-school
	<b>and</b> at least one SUCCESSFUL TEST COMPLETION DATE is within the reporting period	And have at least one successful test completion within the reporting period as specified in the participant cohort table
	<b>and</b> (at least one SUCCESSFUL TEST COMPLETION DATE < LIT-NUM START DATE + 2 Years)	And the successful test completion date is within 2 years of the time that the state began to officially report literacy/numeracy results. For most states, this will be Program Year (PY) 2006, but a handful of states may have started in PY 2005
	<b>and</b> (DATE OF FIRST YOUTH SERVICE => LIT-NUM START DATE and DATE OF FIRST YOUTH SERVICE < LIT- NUM START DATE + 1 Year)	And the youth entered the program during the first program year that the state began to officially report literacy/numeracy. For example, if a state began to report literacy/numeracy in PY 2006, PY 06 and PY 07 literacy/numeracy results would only include youth who had a date of first youth service between 7/1/2006 and 6/30/2007.
	<b>and</b> (OTHER REASONS FOR EXIT is null or OTHER REASONS FOR EXIT = 98)	And the youth did not exit due to an exclusion (e.g., medical reasons)

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<sup>1</sup> Italicized text refers to constructed variables; these variables are not in the WIASRD. Definitions for these variables are provided at the end of the literacy/numeracy specification.

# LITERACY/NUMERACY NUMERATOR (cont'd)

Measure	Specification	Explanation of the Specification
<b>Literacy/ Numeracy Gains Youth (14-21) Numerator</b>  (third and subsequent years of state implementation)	Count of unique RECORDS where YOUTH and BASIC SKILLS DEFICIENT and SCHOOL STATUS AT PARTICIPATION => 3	Includes Youth Records (those with youth funding who are between 14 and 21 years of age on the Date of First Youth Service) who are basic skills deficient and out-of-school
	And a SUCCESSFUL TEST COMPLETION DATE => START OF CURRENT PARTICIPATION YEAR and SUCCESSFUL TEST COMPLETION DATE <= END OF CURRENT PARTICIPATION YEAR and END OF CURRENT PARTICIPATION YEAR is within the reporting period	And there is a successful test completion date within the current participation year, and the current participation year is within the reporting period.
	And DATE OF FIRST YOUTH SERVICE => LIT-NUM START	The youth first received youth funded services on or after the date when the state first began to report on the literacy-numeracy measure.
	And (DATE OF EXIT is null or DATE OF EXIT > END OF CURRENT PARTICIPATION YEAR or (DATE OF EXIT <= END OF PARTICIPATION YEAR#1 and END OF PARTICIPATION YEAR#1 is within the reporting period))	And the participant did not exit during the reporting period. Or, if the participant exited during the reporting period, it must be within the participant's first participation year.
	And (FOLLOW-UP SERVICES <> 1 or (FOLLOW-UP SERVICES = 1 and END OF PARTICIPATION YEAR#1 is within the reporting period)) <sup>2</sup>	And the participant did not receive follow-up services during the period. Or, if the participant received follow-up services, it must have been within the participant's first participation year.
	And (OTHER REASONS FOR EXIT is null or OTHER REASONS FOR EXIT = 00 or OTHER REASONS FOR EXIT = 98))	And the participant did not exit because of an exclusion.

<sup>2</sup> This applies to the current WIASRD. Under WISPR, the specification would change to “and (DATE OF MOST RECENT FOLLOW-UP SERVICE is null or DATE OF MOST RECENT FOLLOW-UP SERVICE > the END OF CURRENT PARTICIPATION YEAR or (DATE OF MOST RECENT FOLLOW-UP SERVICE is < END OF PARTICIPATION YEAR#1 and END OF PARTICIPATION YEAR#1 is within the reporting period)).”

# LITERACY/NUMERACY DENOMINATOR

Measure	Specification	Explanation of the Specification
<b>Literacy/ Numeracy Gains Youth (14-21) Denominator</b>  (First two years of state implementation)	Count of unique RECORDS where YOUTH and BASIC SKILLS DEFICIENT and (SCHOOL STATUS AT PARTICIPATION => 3	Includes Youth Records (those with youth funding who are between 14 and 21 years of age on the Date of First Youth Service) who are basic skills deficient and out-of-school
	and (DATE OF FIRST YOUTH SERVICE => LIT-NUM START DATE and DATE OF FIRST YOUTH SERVICE < LIT-NUM START DATE + 1 Year)	And the youth entered the program during the first program year that the state began to officially report literacy/numeracy.
	and ((a SUCCESSFUL TEST COMPLETION DATE is within the reporting period) and (OTHER REASONS FOR EXIT is null or OTHER REASONS FOR EXIT = 00 or OTHER REASONS FOR EXIT = 98))	And the participant has at least one successful test completion within the reporting period as specified in the participant cohort table and the participant did not exit due to an exclusion
	or (DATE OF EXIT is within the reporting period and (OTHER REASONS FOR EXIT is null or OTHER REASONS FOR EXIT = 00 or OTHER REASONS FOR EXIT = 98))	Or the participant exited within the reporting period for a reason other than an exclusion. This situation occurs when a person exits without a post-test or exits with a post-test and no increase in EFLs.
	or (END OF CURRENT PARTICIPATION YEAR is within the reporting period and (OTHER REASONS FOR EXIT is null or OTHER REASONS FOR EXIT = 00 or OTHER REASONS FOR EXIT = 98))	Or the participant's first year anniversary date is within the report period and the participant did not exit because of an exclusion.

# LITERACY/NUMERACY DENOMINATOR

Measure	Specification	Explanation of the Specification
<b>Literacy/ Numeracy Gains Youth (14-21) Denominator</b>  (Third and subsequent years of state implementation)	Count of unique RECORDS where YOUTH and BASIC SKILLS DEFICIENT and SCHOOL STATUS AT PARTICIPATION => 3	Includes Youth Records (those with youth funding who are between 14 and 21 years of age on the Date of First Youth Service) who are basic skills deficient and out-of-school
	and END OF CURRENT PARTICIPATION YEAR is within the reporting period	And the end of the current participation year is in the report period.
	And DATE OF FIRST YOUTH SERVICE => LIT-NUM START	The youth first received youth funded services on or after the date when the state first began to report on the literacy-numeracy measure.
	and (DATE OF EXIT is null or DATE OF EXIT > END OF CURRENT PARTICIPATION YEAR or (DATE OF EXIT <= END OF PARTICIPATION YEAR#1 and END OF PARTICIPATION YEAR#1 is within the reporting period))	And the participant did not exit, exited after the current participation year, or exited during the youth's first participation year
	and (FOLLOW-UP SERVICES <= 1 or (FOLLOW-UP SERVICES = 1 and END OF PARTICIPATION YEAR#1 is within the reporting period)) <sup>3</sup>	And the participant did not receive follow-up services during the period. Or, if the participant received follow-up services, it must have been within the participant's first participation year.
	and (OTHER REASONS FOR EXIT is null or OTHER REASONS FOR EXIT = 00 or OTHER REASONS FOR EXIT = 98)	And the participant did not exit because of an exclusion.

<sup>3</sup> This applies to the current WLASRD. Under WISPR, the specification would change to **and** (DATE OF MOST RECENT FOLLOW-UP SERVICE is null or DATE OF MOST RECENT FOLLOW-UP SERVICE is > the END OF CURRENT PARTICIPATION YEAR or (DATE OF MOST RECENT FOLLOW-UP SERVICE is < END OF PARTICIPATION YEAR#1 and END OF PARTICIPATION YEAR#1 is within the reporting period))

The following tables provide specifications to calculate the constructed variables used for the literacy/numeracy measure. These variables include:

1. BASIC SKILLS DEFICIENT
2. LIT-NUM START DATE
3. START OF PARTICIPATION YEAR, END OF PARTICIPATION YEAR, and CURRENT PARTICIPATION YEAR
4. SUCCESSFUL TEST COMPLETION DATE

Constructed Variable	Specification	Explanation of the Specification
<b>Basic Skills Deficient</b>	BASIC LITERACY SKILLS DEFICIENCY = 1	The participant is basic skills deficient at participation. This is determined by WIASRD element 130.
	<b>and</b> (DATE ADMINISTERED POST-TEST #1 < START OF CURRENT PARTICIPATION YEAR and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #1 > 0 and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #1 <= 6)	And if post-test #1 was administered prior to the start of the current participation year, the EFL must be 6 or less (participants with EFLs of 7 and 8 are no longer basic skills deficient).
	<b>or</b> (DATE ADMINISTERED POST-TEST #1 => START OF CURRENT PARTICIPATION YEAR) or (DATE ADMINISTERED POST-TEST #1 is null))	Or post-test #1 was administered after the start of the current participation year or there has been no post-test.
	<b>and</b> ((DATE ADMINISTERED POST-TEST #2 < START OF CURRENT PARTICIPATION YEAR and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #2 > 0 and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #2 <= 6) or (DATE ADMINISTERED POST-TEST #2 => START OF CURRENT PARTICIPATION YEAR) or (DATE ADMINISTERED POST-TEST #2 is null)) <b>and</b> ((DATE ADMINISTERED POST-TEST #3 < START OF CURRENT PARTICIPATION YEAR and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #3 > 0 and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #3 <= 6) and (DATE ADMINISTERED POST-TEST #3 => START OF CURRENT PARTICIPATION YEAR) or (DATE ADMINISTERED POST-TEST #3 is null))	Applies the same criteria to post-test 2 and 3 that were applied to post-test 1.

Constructed Variable	Specification	Explanation of the Specification
<p><b>Basic Skills Deficient</b> (continued)</p>	<p><b>or</b>            ((DATE ADMINISTERED POST-TEST #4 &lt; START OF CURRENT PARTICIPATION YEAR and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #4 &gt; 0 and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #4 &lt;= 6)            or (DATE ADMINISTERED POST-TEST #4 =&gt; START OF CURRENT PARTICIPATION YEAR or DATE ADMINISTERED POST-TEST #4 is null))  <b>and</b> ((DATE ADMINISTERED POST-TEST #5 &lt; START OF CURRENT PARTICIPATION YEAR and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #5 &gt; 0 and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #5 &lt;= 6)            or (DATE ADMINISTERED POST-TEST #5 =&gt; START OF CURRENT PARTICIPATION YEAR or DATE ADMINISTERED POST-TEST #5 is null))  <b>and</b> ((DATE ADMINISTERED POST-TEST #6 &lt; START OF CURRENT PARTICIPATION YEAR and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #6 &gt; 0 and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #6 &lt;= 6)            or (DATE ADMINISTERED POST-TEST #6 =&gt; START OF CURRENT PARTICIPATION YEAR or DATE ADMINISTERED POST-TEST #6 is null))  <b>or</b>            ((DATE ADMINISTERED POST-TEST #7 &lt; START OF CURRENT PARTICIPATION YEAR and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #7 &gt; 0 and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #7 &lt;= 6)            or (DATE ADMINISTERED POST-TEST #7 =&gt; START OF CURRENT PARTICIPATION YEAR or DATE ADMINISTERED POST-TEST #7 is null))  <b>and</b> ((DATE ADMINISTERED POST-TEST #8 &lt; START OF CURRENT PARTICIPATION YEAR and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #8 &gt; 0 and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #8 &lt;= 6)            or (DATE ADMINISTERED POST-TEST #8 =&gt; START OF CURRENT PARTICIPATION YEAR or DATE ADMINISTERED POST-TEST #8 is null))  <b>and</b> ((DATE ADMINISTERED POST-TEST #9 &lt; START OF CURRENT PARTICIPATION YEAR and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #9 &gt; 0 and EDUCATIONAL FUNCTIONING LEVEL POST-TEST #9 &lt;= 6)            or (DATE ADMINISTERED POST-TEST #9 =&gt; START OF PARTICIPATION YEAR or DATE ADMINISTERED POST-TEST #9 is null))</p>	<p>Applies the same criteria to the 2nd functional area (post-tests 4–6) and 3rd functional area (post-tests 7–9) that are applied to the 1st functional area (post-tests 1–3).</p>

Constructed Variable	Specification	Explanation of the Specification
<b>Lit-Num Start Date</b>	<p>If a state implements the literacy/numeracy measure for PY2005, then the LIT- NUM START DATE = 7/1/2005.</p> <p>If a state implements the literacy/numeracy measure for PY2006, then the LIT- NUM START DATE = 7/1/2006.</p>	<p><b>Explanation of the Specification</b></p> <p>For states implementing in PY2005, the LitNum Start Date is 7/1/2005.</p> <p>For states implementing in PY2006, the LitNum Start Date is 7/1/2006.</p>
<b>Current Participation Year</b>	<p>Year #1: Start of Participation Year = Date of First Youth Service End of Participation Year = Date of First Youth Service + 1 Year – 1 Day</p> <p>Year #2: Start of Participation Year = Date of First Youth Service + 1 Year End of Participation Year = Date of First Youth Service + 2 Years – 1 Day</p> <p>Year #3: Start of Participation Year = Date of First Youth Service + 2 Years End of Participation Year = Date of First Youth Service + 3 Years – 1 Day</p> <p>Year #N: Start of Participation Year = Date of First Youth Service + (N - 1) Years End of Participation Year = Date of First Youth Service + N Years – 1 Day</p> <p>Current Participation Year = Year #N where END OF PARTICIPATION YEAR #N is within the report period</p> <p>Else Null</p>	<p>Literacy/Numeracy results for each participant are calculated based on the Date of First Youth Service and each subsequent anniversary of that date. The Current Participation Year establishes the one-year period for which results are currently being calculated for each participant based on the reporting periods specified in the participant cohort table.</p>
	<p>DATE ADMINISTERED POST-TEST (YEAR #1)</p> <p><b>where</b> EDUCATIONAL FUNCTIONING LEVEL (YEAR #1) minus EDUCATIONAL FUNCTIONING LEVEL &gt; 0</p> <p><b>and</b> (DATE OF EXIT is null or DATE OF EXIT =&gt; DATE ADMINISTERED POST-TEST (YEAR #1))</p> <p><b>and</b> (DATE ADMINISTERED POST-TEST (YEAR #1) =&gt; DATE OF FIRST YOUTH SERVICE and DATE ADMINISTERED POST-TEST (YEAR #1) &lt; DATE OF FIRST YOUTH SERVICE + 1 Year)</p>	<p>Set successful test completion date equal to the date administered post-test (Year#1)</p> <p>Where the Educational Functional Level (EFL) for the first post-test is greater than the pre-test</p> <p>And there is no exit date or the exit date is after the first post-test</p> <p>And the post-test is within the first year that the youth is in the program.</p>

Constructed Variable	Specification	Explanation of the Specification
Successful Test Completion Date	<p>or</p> <p>DATE ADMINISTERED POST-TEST (YEAR #2)  <b>where</b> EDUCATIONAL FUNCTIONING LEVEL (YEAR #2) minus  EDUCATIONAL FUNCTIONING LEVEL (YEAR #1) &gt; 0  <b>and</b> (DATE OF EXIT is null or DATE OF EXIT =&gt; DATE ADMINISTERED  (POST-TEST #2) and (DATE ADMINISTERED POST-TEST (YEAR #2) =&gt;  DATE OF FIRST YOUTH SERVICE + 1 Year  <b>and</b> DATE ADMINISTERED POST-TEST (YEAR #2) &lt; DATE OF FIRST YOUTH  SERVICE + 2 Years</p>	<p>Or set successful test completion date equal to the date administered post-test (Year #2) if:</p> <ol style="list-style-type: none"> <li>the second post-test is greater than the first post-test</li> <li>the youth has not exited or exited after the date administered post-test (year #2)</li> <li>and took the second post-test during the second participation year.</li> </ol>
	<p>or</p> <p>DATE ADMINISTERED POST-TEST (YEAR #3)  <b>where</b> EDUCATIONAL FUNCTIONING LEVEL (YEAR #3) minus  EDUCATIONAL FUNCTIONING LEVEL (YEAR #2) &gt; 0  <b>and</b> (DATE OF EXIT is null or DATE OF EXIT =&gt; DATE ADMINISTERED POST-  TEST (YEAR #3) and (DATE ADMINISTERED POST-TEST (YEAR #3) =&gt;  DATE OF FIRST YOUTH SERVICE + 2 Years  <b>and</b> DATE ADMINISTERED POST-TEST (YEAR #3) &lt; DATE OF FIRST YOUTH  SERVICE + 3 Years</p>	<p>Or set successful test completion date equal to the date administered post-test (Year #3) if:</p> <ol style="list-style-type: none"> <li>the third post-test is greater than the second post-test</li> <li>the youth has not exited or exited after the date administered post-test (year #3)</li> <li>and took the third post-test during the third participation year.</li> </ol>
	<p>(This set of conditions repeats for each functional area to determine if there are successes.)</p>	<p>Repeat the prior steps for the two other functional areas.</p>



**PARTICIPANT COHORTS FOR THE LITERACY/NUMERACY MEASURE**

<b>Option</b>	<b>July – Sept. 14-Nov-05</b>	<b>Oct. – Dec. 14-Feb-06</b>	<b>Jan. – Mar 15-May-06</b>	<b>Apr. – June 14-Aug-06</b>
Literacy and Numeracy Gains State Reporting Option # 1	7/1/2005 to 9/30/2005	7/1/2005 to 12/31/2005	7/1/2005 to 3/31/2006	7/1/2005 to 6/30/2006
Literacy and Numeracy Gains State Reporting Option #2	N/A	N/A	N/A	N/A
	<b>14-Nov-06</b>	<b>14-Feb-07</b>	<b>15-May-07</b>	<b>14-Aug-07</b>
Literacy and Numeracy Gains State Reporting Option # 1	7/1/2005 to 9/30/2006	7/1/2005 to 12/31/2006	7/1/2005 to 3/31/2007	7/1/2005 to 6/30/2007
Literacy and Numeracy Gains State Reporting Option #2	7/1/2006 to 9/30/2006	7/1/2006 to 12/31/2006	7/1/2006 to 3/31/2007	7/1/2006 to 6/30/2007
	<b>14-Nov-07</b>	<b>14-Feb-08</b>	<b>15-May-08</b>	<b>14-Aug-08</b>
Literacy and Numeracy Gains State Reporting Option # 1	10/1/2006 to 9/30/2007	1/1/2007 to 12/31/2007	4/1/2007 to 3/31/2008	7/1/2007 to 6/30/2008
Literacy and Numeracy Gains State Reporting Option #2	7/1/2006 to 9/30/2007	7/1/2006 to 12/31/2007	7/1/2006 to 3/31/2008	7/1/2006 to 6/30/2008

**Note:** Option # 1 states are those that began to report the literacy/ numeracy measure in program year (PY) 2005. Option # 2 states are those that began to report the literacy/numeracy measure in PY 2006. Most states are option # 2 states.

ATTACHMENT D: WIASRD Literacy/Numeracy Excerpt

SECTION III.D - ADDITIONAL YOUTH LITERACY AND NUMERACY ASSESSMENT DATA									
701	Category of Assessment	IN 1	Record 1 if the participant was assessed using approved tests for Adult Basic Education (ABE) Record 2 if the participant was assessed using approved tests for English-As-A-Second Language (ESL) Record 3 if the participant was assessed using approved tests for Adult Basic Education (ABE) for at least one functional area and English-As-A-Second Language (ESL) for a different functional area. Record 0 or leave "blank" if the individual was not assessed in literacy or numeracy.	1 = ABE 2 = ESL 3 = Both ABE and ESL					R R
702	Type of Assessment Test	IN 1	Use the appropriate code to record the type of assessment test that was administered to the youth participant. Record 0 or leave "blank" if the individual was not assessed in literacy or numeracy.	1 = TABE 7-8, 9-10 2 = CASAS 3 = ABLE 4 = WorkKeys 5 = SPL 6 = BEST 7 = BEST Plus 8 = Other Approved Assessment Tool					R R
703	Functional Area	IN 1	Use the appropriate code for the functional area of the assessment test that was administered to the youth participant. Record 0 or leave "blank" if the individual was not assessed in literacy or numeracy.	1 = Reading 2 = Writing 3 = Language 4 = Mathematics 5 = Speaking 6 = Oral 7 = Other Literacy Functional Area 8 = Other Numeracy Functional Area					R R
704	Date Administered Pre-Test	DT 8	Record the date on which the pre-assessment test was administered to the youth participant. Leave "blank" if the individual was not assessed in literacy or numeracy.	YYYYMMDD					R R
705	Pre-Test Score	IN 3	Record the raw scale score achieved by the youth participant on the pre-assessment test. Record 000 or leave "blank" if the individual was not assessed in literacy or numeracy.	000					R R

706	Educational Functioning Level	IN 1	Record the educational functioning level that is associated with the youth participant's raw scale score. <b>Record 0</b> or leave "blank" if the individual was not assessed in literacy or numeracy.	1 = Beginning ESL Literacy 2 = Low Beginning ESL Literacy 3 = Beginning ABE Literacy/High Beginning ESL Literacy 4 = Beginning Basic Education/Low Intermediate ESL 5 = Low Intermediate Basic Education/High Intermediate ESL 6 = High Intermediate Basic Education/Advanced ESL 7 = Low Adult Secondary Education/Exit ESL 8 = High Adult Secondary Education					R	R
707	Date Administered Post-Test (Year #1)	DT 8	Record the date on which the post-test was administered to the youth during his/her first year of participation in the program. If multiple post-tests were administered, record the most recent date on which the functional area post-test was administered. Leave "blank" if the youth did not receive a post-test during his/her first year of participation in the program.	YYYYMMDD					R	R
708	Post-Test Score (Year #1)	IN 3	Record the raw scale score achieved by the youth participant. <b>Record 000</b> or leave "blank" if the youth did not receive a post-test during his/her first year of participation in the program.	000					R	R

709	Educational Functioning Level (Year #1)	IN 1	Record the educational functioning level that is associated with the youth participant's raw scale score. <b>Record 0</b> or leave "blank" if the youth did not receive a post-test during his/her first year of participation in the program.	1 = Beginning ESL Literacy 2 = Low Beginning ESL Literacy 3 = Beginning ABE Literacy/High Beginning ESL Literacy 4 = Beginning Basic Education/Low Intermediate ESL 5 = Low Intermediate Basic Education/High Intermediate ESL 6 = High Intermediate Basic Education/Advanced ESL 7 = Low Adult Secondary Education/Exit ESL 8 = High Adult Secondary Education YYYYMMDD					R	R	
710	Date Administered Post-Test (Year #2)	DT 8	Record the date on which the post-test was administered to the youth during his/her second year of participation in the program. If multiple post-tests were administered, record the most recent date on which the functional area post-test was administered. Leave "blank" if the youth did not receive a post-test during his/her second year of participation in the program.  <u>Additional Note:</u> For WIASRD Elements #710-712, these fields are <u>only</u> reported for youth who remain basic skills deficient and continue to participate in the program for a second full year. At the completion of the second year, the individual should be post-tested and the information reported in these fields. To determine an increase of one or more levels, the individual's post-test scores from the second year in the program will be compared to the scores from the test that was administered at the latest point during the first year.						R	R	
711	Post-Test Score (Year #2)	IN 3	Record the raw scale score achieved by the youth participant. <b>Record 000</b> or leave "blank" if the youth did not receive a post-test during his/her second year of participation in the program.	000						R	R

712	Educational Functioning Level (Year #2)	IN 1	Record the educational functioning level that is associated with the youth participant's raw scale score. <b>Record 0</b> or leave "blank" if the youth did not receive a post-test during his/her second year of participation in the program.	1 = Beginning ESL Literacy 2 = Low Beginning ESL Literacy 3 = Beginning ABE Literacy/High Beginning ESL Literacy 4 = Beginning Basic Education/Low Intermediate ESL 5 = Low Intermediate Basic Education/High Intermediate ESL 6 = High Intermediate Basic Education/Advanced ESL 7 = Low Adult Secondary Education/Exit ESL 8 = High Adult Secondary Education					R	R
713	Date Administered Post-Test (Year #3)	DT 8	Record the date on which the post-test was administered to the youth during his/her third year of participation in the program. If multiple post-tests were administered, record the most recent date on which the functional area post-test was administered. Leave "blank" if the youth did not receive a post-test during his/her third year of participation in the program.  Additional Note: For WIASRD Elements #713-715, these fields are <u>only</u> reported for youth who remain basic skills deficient and continue to participate in the program for a third full year. At the completion of the third year, the individual should be post-tested and the information reported in these fields. To determine an increase of one or more levels, the individual's post-test scores from the third year in the program will be compared to the scores from the test that was administered at the completion of the second year.	YYYYMMDD					R	R
714	Post-Test Score (Year #3)	IN 3	Record the raw scale score achieved by the youth participant. <b>Record 000</b> or leave "blank" if the youth did not receive a post-test during his/her third year of participation in the program.	000					R	R

715	Educational Functioning Level (Year #3)	IN 1	Record the educational functioning level that is associated with the youth participant's raw scale score. <b>Record 0</b> or leave "blank" if the youth did not receive a post-test during his/her third year of participation in the program.	1 = Beginning ESL Literacy 2 = Low Beginning ESL Literacy 3 = Beginning ABE Literacy/High Beginning ESL Literacy 4 = Beginning Basic Education/Low Intermediate ESL 5 = Low Intermediate Basic Education/High Intermediate ESL 6 = High Intermediate Basic Education/Advanced ESL 7 = Low Adult Secondary Education/Exit ESL 8 = High Adult Secondary Education					R	R
716 to 743	Information on Additional Functional Areas		The collection of ABE/ESL assessment data for youth who are basic skills deficient is organized according to the Type of Assessment Test and Functional Area, providing space for the collection of up to 3 annual post-test scores in each functional area. Additional space has been provided on the record layout so that information on youth achievement in more than one functional area (e.g., reading, mathematics) can be reported as needed to fully reflect progress toward literacy or numeracy gains. For example, if the youth is assessed using TABE 9-10 in Reading and Math, data elements 702-715 will be used to track achievement in the Reading functional area (if necessary, for up to 3 full years) and then repeat to track achievement in the Math functional area (if necessary, for up to 3 full years) using the additional spaces 716-729 provided on the record layout.						R	R