Learning from History

WIOA and Lessons from Past Performance Management Systems

Presentation at the Performance Management in Vocational Rehabilitation Conference
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Organization of Presentation

- **Define terms**

- **History of the Workforce Investment Act (WIA) performance accountability system**

- **Outlines of a vocational rehabilitation (VR) performance accountability system under the Workforce Innovation and Opportunity Act (WIOA)**

- **From performance accountability to performance management**

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Definition of Terms

- **Performance measure**
  - A quantitative indicator used to assess the performance of an organization or program.

- **Performance accountability system**
  - A set or system of measures used to assess the performance of agencies, programs, states, grantees, and offices

- **Performance management system**
  - A system of data, measures, and methodologies—and presentations of these—used to manage and improve performance

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Characteristics of a Good Performance Management System

- Accurate

- Complete

- Comparable among states and across time

- Standardized

- Stable

- Transparent

- Useful

Lessons from the Evolution of the WIA Performance Management System

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Organization of Analysis

- **Development of measures**

- **Data quality and data sources**

- **Data Collection and reporting requirements**

- **Training and technical assistance (TA)**

WIA Background

- **Funding streams**
  - Adult
  - Dislocated worker
  - Older youth
  - Younger youth

- **Levels of service**
  - Self-service
  - Staff-assisted core services
  - Intensive services
  - Training services

- **Partner programs**
  - Trade Adjustment Assistance, Labor Exchange, National Farmworker Jobs Program, Senior Community Service Employment Program, and more
  - Each has its own reporting requirements and measures

WIA Performance Measures

Adults and Dislocated Workers

- **Entered employment rate (EER)**

- **Employment retention rate (ERR)**

- **Employment and credential rate**

- **Earnings received in unsubsidized employment six months after entry into employment**

  – Adult average earnings change in six months

  – Dislocated worker earnings replacement rate in six months

Youth

- **Older youth**

  – EER

  – ERR

  – Credential rate

  – Average earnings change

- **Younger youth**

  – Skill attainment rate

  – Secondary skill diploma rate

  – Placement and retention rate in postsecondary education, training, or employment

Three Stages of the Evolution of WIA Performance Accountability

- **Early implementation (1998–2001)**
  - Few states
  - Siloed programs
  - Vaguely-defined system

- **Full implementation (2002–2005)**
  - National
  - Siloed programs
  - Better defined system

- **Common measures implementation (2005–2015)**
  - National
  - Integrated core ETA state programs
  - Well-defined systems

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Lesson 1: Develop Detailed, Standardized, Stable, Easily Understood Performance Measures

- **Early Implementation**
  - Vague performance measure definitions
  - Inconsistent with similar programs

- **Full Implementation**
  - Clearly specified measures, with inconsistent reporting
  - Still inconsistent with similar programs

- **Common Measures**
  - Clearly defined performance measures
  - Standardized measures across similar programs

Lesson 2: Create Standardized Data Elements at the Most Granular Level of Detail

- **Early implementation**
  - Data elements varied in definition and valid values across programs
  - Many variables are constructed

- **Full implementation**
  - No changes

- **Common measure implementation**
  - Standardized data elements
  - Disaggregated variables to become more granular

Lesson 3: Identify Data Sources and Develop Data Quality Procedures Early

- **Early implementation**
  - Limited data sources
  - No data quality procedures

- **Full implementation**
  - Identified data sources
  - Implemented data validation

- **Common measures**
  - Modified data sources
  - Modified data validation to accommodate new measures

Access to UI Wage Records

A. Issues with Employment and Earnings	B. Approaches taken by WIA
1. Uncovered employment (e.g. agricultural labor).	1. Supplemental sources to determine employment , not earnings.
2. Participants employed in neighboring states.	2. States negotiated bilateral and regional UI agreements.
3. Participants move beyond neighboring states.	3. DOL created the Wage Record Interchange System (WRIS).
4. Grant-funded programs and non-DOL programs unable to gain access to wage records or WRIS.	4. DOL created the Common Information Reporting System (CRIS).

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Lesson 4: Develop Standardized, Web-Based Reporting Software that Incorporates Data Quality Edits

- **Early Implementation**
  - No official software

- **Full Implementation**
  - Distributed software that used participant records to calculate performance that incorporated edits

- **Common Measures**
  - Web-based software that used participant records to calculate performance that incorporated edits

Lesson 5: Provide Comprehensive, Coordinated Training and TA

- **Early Implementation**
  - **Limited Training**
  - **Limited TA, with inconsistent guidance**

- **Full Implementation**
  - **Full training**
  - **Full TA, with more consistent guidance**

- **Common Measures**
  - **Full training**
  - **Full TA, with consistent guidance**

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Lessons from WIA

- **Develop clear, standardized data element and performance measure specifications**

- **Define data elements at the most granular level**

- **Identify required data sources**

- **Develop consistent data quality processes and procedures**

- **Federally developed and provided web-based software is best**

- **Provide consistent training and TA on the reporting system**

- **Change occurs, but getting it right the first time is important**

- **Employment and training reporting is integrating**

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WIOA Performance Accountability System

WIOA Performance Measures

Adult Measures

1. Employment rate 2nd quarter after exit

2. Employment rate 4th quarter after exit

3. Median earnings 2nd quarter after exit

4. Postsecondary credential/high school diploma rate

5. Increase skills gains toward a credential/employment rate

6. Employer effectiveness

Youth Measure

1. Education, training, or unsubsidized employment in 2nd quarter after exit rate

2. Education, training, or unsubsidized employment 4th quarter after exit rate

3. Same measures as adult measures 3–6

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Develop Performance Measures

- **Clarify the policy behind the performance measures**

- **Develop clear, detailed technical data element and performance specifications for these measures**

- **Use consistent data element and performance measure specifications for all programs to ensure comparability**

- **Ensure that the outcomes of the measures are easy to understand**

- **Take the time to ensure that the data elements and performance specifications will not change too soon**

Three Models of Performance Reporting Integration

- **A National Data Warehouse**

- **A State Data Warehouse**

- **A Integrated Operational Case Management System**

Data Quality and Data Sources

- **Create data quality procedures and systems to ensure reports are valid and reliable**

- **Negotiate with your state for access to UI wage records**

- **Negotiate access for additional information before the data collection is needed**

- **Create common data sources across programs and specify them before implementation**

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Reporting Requirements

- **WIOA requires annual performance reports**

- **Create a standard record layout for all programs**

- **Create one web-based system to calculate performance for all programs based on participants' records**

Performance Standards

- **Negotiated levels for each indicator and each program**

- **Sanctions?**

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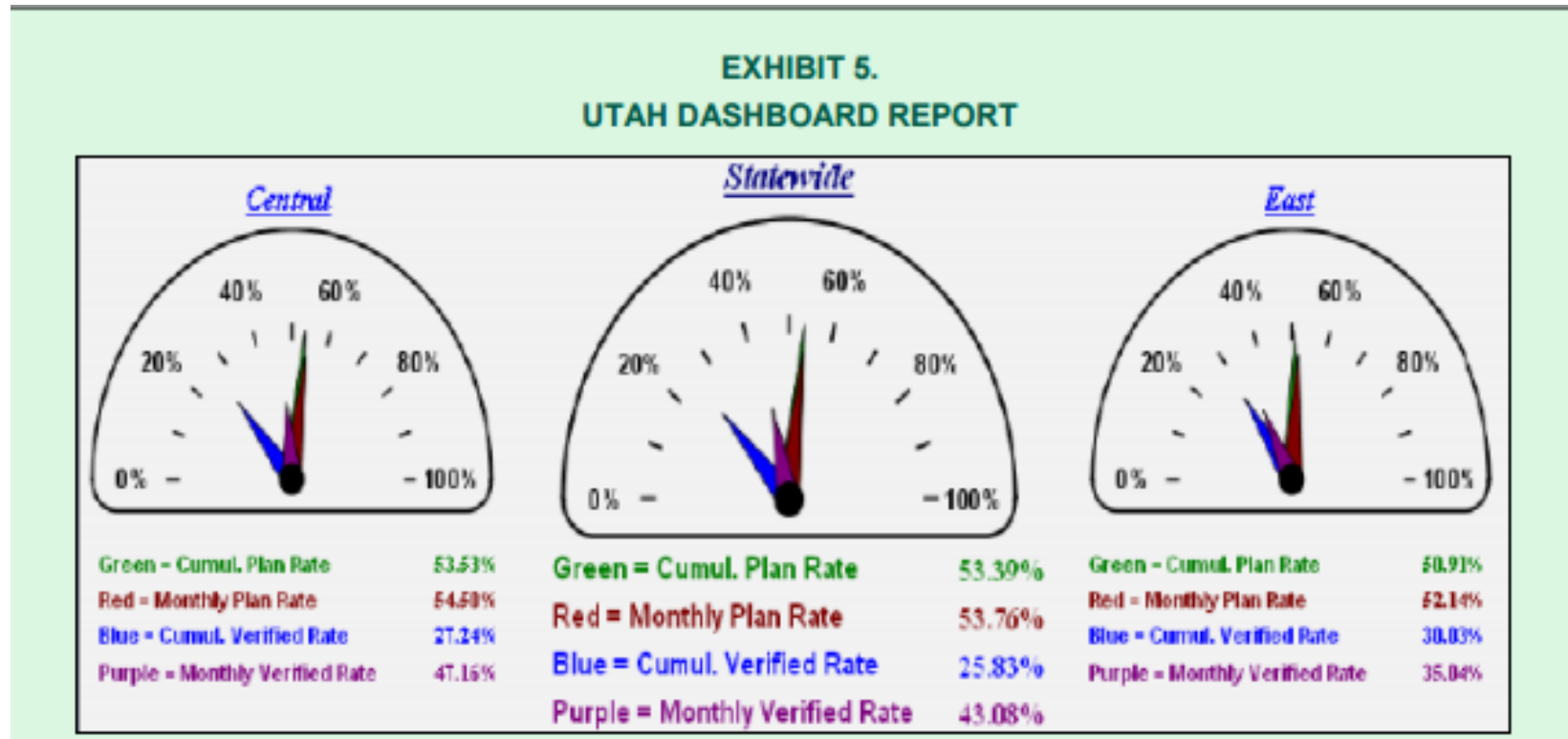
Training and TA

- **DOL and ED should provide TA to states on data collection, reporting, using any software, and best practices**

    – Changes to policy and performance measures create a new set of constraints

    – More information and support are necessary to obtain positive outcomes

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States Must Speak

- **ED and DOL are receptive to your comments**

- **Respond to the Information Collection Request**

- **Talk to the program and regional offices**

- **Don't expect the answer to always be yes**

  – Legislation sets constraints

  – Legislation also sets requirements

  – Not all states have the same preferences

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What About Performance Management?

Dashboards Provide Drilldown Capabilities

EXHIBIT 5.
UTAH DASHBOARD REPORT

Central

Green – Cumul. Plan Rate — 53.53%
Red = Monthly Plan Rate — 54.50%
Blue = Cumul. Verified Rate — 27.24%
Purple = Monthly Verified Rate — 47.16%

Statewide

Green = Cumul. Plan Rate — 53.39%
Red = Monthly Plan Rate — 53.76%
Blue = Cumul. Verified Rate — 25.83%
Purple = Monthly Verified Rate — 43.08%

East

Green – Cumul. Plan Rate — 50.91%
Red = Monthly Plan Rate — 52.14%
Blue = Cumul. Verified Rate — 30.03%
Purple = Monthly Verified Rate — 35.04%

Jeffrey Max and Gretchen Kirby, "Strategies for Increasing TANF Work Participation Rates: Using Data to Monitor and Improve Work Participation of TANF Recipients: Examples from New York City and Utah," Brief #2, December 2008, http://aspe.hhs.gov/sites/default/files/pdf/75616/report.pdf.

Dashboards allow cross program tracking

Online	TWC Website
Download Report	Full Report
Program	All Programs †
Category	Program

Cohort Composition

- SNAP E&T
- Choices
- WIA
- SDF
- Rapid Response
- Apprenticeship
- NCP Choices
- TAA
- SSF
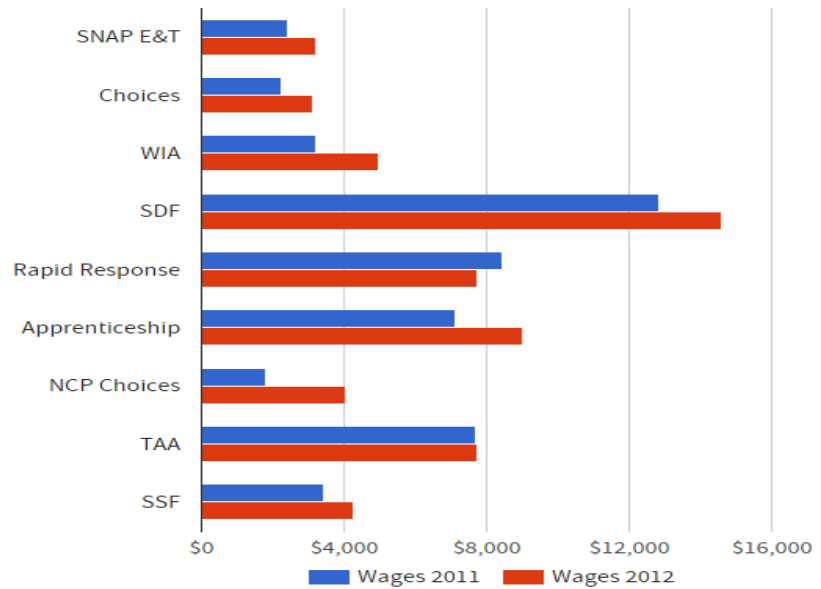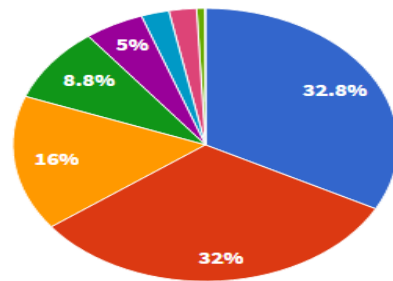
Value	Cohort Size	Percentage	Work % 2011	Work % 2012	Wages 2011	Wages 2012
SNAP E&T	52,785	32.8%	33.9%	50.3%	$2,433	$3,216
Choices	51,577	32%	41.1%	54.7%	$2,249	$3,127
WIA	25,817	16%	45.6%	68.2%	$3,189	$4,973
SDF	14,243	8.8%	90.5%	93.7%	$12,853	$14,611
Rapid Response	8,048	5%	86.7%	64.8%	$8,438	$7,720
Apprenticeship	3,780	2.3%	88.5%	88%	$7,100	$8,996
NCP Choices	3,727	2.3%	33.5%	46%	$1,786	$4,028
TAA	1,106	0.7%	36.5%	68.8%	$7,690	$7,724
SSF	82	0.1%	42.7%	73.2%	$3,438	$4,256

http://www.lmci.state.tx.us/researchers/dashboard/Workforce/Workforce_2011_12/wfdash1112.asp

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Federal Accountability Systems Are Not Designed for State Program Management

- **Federal accountability systems provided limited help with performance management systems**

  – The goal isn't performance management

  – Legislation constrains programs

  – Data tends to be at too high a level

  – Most outcomes tend to be long-term

Two Aspects of Performance Management

- **Use data to help manage and improve program outcomes**

  – Use research and best practices to help case managers better serve clients

  – Use data mining and predictive analytics to identify new trends and practices

- **Use data to help test changes in processes and procedures**

  – Perform rapid-cycle evaluations and other experimental or quasi-experimental tests to determine the effects of changes to practices

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Identify Key Outcomes, Best Practices, and Research Associated with Successful Outcomes

- **Define successful short-term, intermediate and long-term outcomes**

  - **Long-term outcomes are the ultimate goal of the program**
    - Obtain employment or increase the percentage of employed adults with disabilities
    - Identify the causes of these outcomes
  - **Short-term and Intermediate outcomes provide steps that increase the probability of meeting long-term outcomes**
    - Obtaining credentials or complete life skills training courses

  - **What does the research say leads to successful outcomes?**

  - **What activities have worked in the past?**

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Identify and Specify the Data Requirements and Data Sources (1)

- **Operationalize the outcomes, activities, and conditions associated with success**

  – What data are needed to measure them?

  – How do we define the data?

- **Identify the sources for these data**

  – Does the program already collect these data?

  – Can the program start to collect these data?

  – What external data sources are necessary?

Identify and Specify the Data Requirements and Data Sources (2)

- **Negotiate access for these data**
  - Can other programs provide similar services to the same population?
  - Can other programs and systems provide outcome information?
  - Be aware that there might be regulatory and legal limitations to access

- **Develop transformation procedures**
  - Other systems might define data differently
  - Use different valid values

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Develop and Modify the Necessary Systems

- **New systems must be set up to collect the necessary data**

- **These system must be able to transform imported data**

- **These systems must also be flexible enough to allow for the addition of new data elements needed for experiments**

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Incorporate Analytic Capabilities

- **Reports and dashboards must be designed**
  - **Provide timely information for case management**
  - **Provide timely information for higher-level management**
  - **Provide contextual information to better understand the meaning of data**
  - **Avoid information overload**
    - Too much information can be as bad as too little information

- **Provide predictive analytics and data mining capabilities**

Example: Using Data Analytics to Improve VR Outcomes for Transition-Age Youth

- **Funded by National Institute on Disability, Independent Living, and Rehabilitation Research as part of Youth Residential Rehabilitation Treatment Center study**

- **Project will help a state vocational rehabilitation agency (SVRA) develop its data analytic capabilities for transition-age youth**
  - Dashboards
  - Rapid-cycle evaluation

- **We are currently looking for a potential partner SVRA**

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Contact Information

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Related issue brief: "Developing an Effective Performance Management System: Lessons for the Implementation of WIOA," available at http://www.mathematica-mpr.com/our-publications-and-findings/publications/developing-an-effective-performance-management-system-lessons-for-the-implementation-of-wioa

Lesson 1: Develop Detailed, Standardized, Stable, Easily Understood Performance Measures

Measure development			
	A. Early implementation	**B. Full implementation**	**C. Common measures**
1. Performance specifications	No performance specifications; vaguely define measures	Performance specifications; not released as official guidance	Performance specifications; released as official guidance
2. Data element specifications	Data element specifications for those programs that submit participants' records	Data element specifications for programs that report performance	Data element specifications for all core Employment and Training Administration (ETA) programs
2a. Obtain data at the most granular level	Several key data elements were constructed variables	No change in data elements	Many key data elements were disaggregated to their constituent parts.
3. Standardization across programs	Neither measures nor data elements were standardized	Neither measures nor data elements were standardized	Measures and common data elements standardized across programs
4. Timeliness of performance data	Final data can be available up to 5 quarters after exit	Final data can be available up to 5 quarters after exit	Final data can be available up to 5 quarters after exit
5. Stability of performance measures	Not applicable	No changes to measures; changes to calculations	Changes to adult measures; new changes for adults

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Lesson 2: Identify Data Sources and Develop Data Quality Procedures Early

Data sources and data quality procedures

	A. Early implementation	B. Full implementation	C. Common measures
1. Developed required data sources	Required wage records for earnings; some other elements accepted client attestation	Developed data source requirements for eligibility and performance data elements; state start-up costs were high	Modified measures to account for policy and data element changes
2. Obtain access to wage records and other programs' data	States had access to their state's wage records and any other states for which they negotiated bilateral and regional agreements; access to other programs' data varied by state; grantee programs did not have access	The Wage Record Information System (WRIS) provided access to state Unemployment Insurance (UI) wage records for participating WRIS states; stringent security requirements; the Federal Employment Data Exchange System provided access to federal and military wage records; grantees' programs did not have access to any wage records	DOL took over WRIS and almost all states joined; Created the Common Information Reporting System (CRIS) for grantees' programs
3. Develop data quality procedures	Limited data quality procedures	Implemented report validation and data element validation; documented appropriate edits	Continued to require validation and to document edits

Lesson 3: Federally Provided Web-Based Software with Analytic Tools to Understand Performance

Performance reporting			
	A. Early implementation	**B. Full implementation**	**C. Common measures**
1. Provides standardized, web-based software	No federally approved, standardized software	Federally approved reporting and validation software for the core WIA programs; other software created for other programs; distributed software (installed on staff computers)	Federally approved reporting and validation software; eventually implemented web-based reporting software; initially was distributed, but then web-based
2. Software can be used for all programs participating in the accountability system	Not applicable	Not applicable	Not applicable
3. Use participants' records to calculate performance	States calculated their own performance	Federally approved software used participants' records to calculate performance	Federally approved software used participants' records to calculate performance
4. Software should provide users with traceability to enable them to understand their performance results	Not applicable	Software provides traceability through a complicated export of participants' records	Software exported files that contained the numerators and denominators for each measure
5. Incorporate data quality procedures into software	Not applicable	Software provided report and data element validation	Software provided report and data element validation

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Lesson 4: Provide Comprehensive, Coordinated Training and TA

Training and TA			
	A. Early implementation	**B. Full implementation**	**C. Common measures**
1. Trains states on performance, performance measures and their associated policies, reporting requirements, and any tools	States received some training on measures, policies, and reporting requirements	Regional training for states on performance measures, validation, and software	States received regional training on measures, policies, and reporting requirements; some regions had additional trainings on software and validation
2. Provide TA to states on performance, performance measures and their associated policies, reporting requirements, and any tools	Some TA was provided by regional staff; limited contractor TA	Contractors provided TA to states on performance measures, reporting validation, and tools	Regions with contractor support provided TA to states on performance measures, reporting validation, and tools
3. Ensure consistent understanding among federal, regional, state, and contractor staff	Different regions provided different responses to policy and performance measure questions	Improved consistency, although some states received different answers to questions depending upon who answered the questions	Federal, regional, and contractor staff better coordinated on answers to policy questions, improving the consistency of the answers