



PROCEDURE TRANSMITTAL

SUBJECT:	Workforce Innovation Opportunity Act (WIOA) Measurable Skill Gains (MSG) Requirement	Procedure/Guidance No.: #1 PY2021-22
APPLIES TO:	Workforce Services WIOA Adult, Dislocated Worker, and Youth Service Providers	Effective Date: March 8, 2022
		Revised Date:
		Expiration Date: Indefinite
REFERENCE:	<ul style="list-style-type: none"> • Workforce Innovation and Opportunity Act (WIOA) (Public Law 113-128); Sec. 3(52); Sec. 129(c)(1)(C) • Training and Employment Guidance Letter (TEGL) 10-16, Change 1 “Performance Accountability Guidance for WIOA Title I, Title II, Title III and Title IV Core Programs” (August 23, 2017) • TEGL 10-16, Performance Accountability Guidance for WIOA Title I, Title II, Title III and Title IV Core Programs” (December 19, 2016) • USDOL Employment and Training Administration: WIOA Performance Indicators and Measures • USDOL Employment and Training Administration - WorkforceGPS: Calculating the Measurable Skill Gains Indicator • 20 Code of Federal Regulations (CFR) 681.540 	

I. PURPOSE

To provide guidance on the requirements set forth in the Workforce Innovation and Opportunity Act (WIOA), related to the implementation for reporting and documenting Measurable Skill Gains (MSG) for participants enrolled in WIOA activities. The MSG indicator is to track and measure important progressions and achievements accomplished by a WIOA participant.

II. BACKGROUND

Section 116 of WIOA establishes performance accountability indicators and performance reporting requirements to assess the effectiveness of States and local areas in achieving

positive outcomes for individuals served by the workforce development system's six core programs. The programs are Adult, Dislocated Worker, and Youth programs, Adult Education and Family Literacy Act (AFELA) program, Employment Service program and Vocational Rehabilitation (VR) program authorized under WIOA Title I and administered by DOL.

III. POLICY

The MSG is used to measure the interim progress of WIOA participants who are enrolled in education or training activities. All In School Youth (ISY) are included in the MSG indicator since they are attending secondary or post-secondary school. Only Out-of-School Youth (OSY) who during a program year are enrolled in training, secondary or post-secondary leading to a diploma, or high school equivalency or certificate are included in the indicator. Adults and Dislocated Workers (DW) who are enrolled in training are included in the indicator.

The MSG is based on the program year (July 1-June 30) and NOT on the Exit date. This means that the skill gain is a live, in-program measure. Adults, DW and Youth participants are in the measure each program year they participate in WIOA and are enrolled in training or education. If the training/education service dates span multiple program years, then the participant is in the measure each year. Programs should not delay enrollment or services to participants until a new program year even if programs believe there is insufficient time for the participant to make any type of measurable skill gains by the end of that program year.

Attainment of skill gains is in particular to the type of education or training in which the participant is enrolled. The activity code the participant is enrolled in will govern the sort of MSG that relates to the education or training activity.

A. Below are the five (5) types of MSG and the supporting documentation that may be used as proof of the skill gains.

1. Educational Functioning Level (EFL) – documented achievement of at least one educational functional level of a participant who is receiving instruction below the post-secondary education level. EFL may be measured by the following:
 - A basic skill pre- and post-test which demonstrates an advancement of an educational level.

Documentation:

- Results from an approved basic skill pre- and post-test (i.e. TABE) showing at least one educational functioning level within the program year. The pre- and post-test must be completed using the same assessment tool.
- Participants attending an adult high school program and are awarded credits or units towards a secondary school diploma or its recognized equivalent. An adult diploma, also known as an adult high school diploma, is awarded to students who complete the classes they did not take while in high school. For students who only had a few credits to go before they were supposed to graduate high school, the adult diploma may be a good option. For students who had a lot of credits left to complete, the GED might be the better choice.

Documentation:

- Copy of an official transcript or a report card from the educational provider.
- A letter from the educational provider.
- Participants who exit the program below the post-secondary level and enroll in postsecondary education or training during the program year.

Documentation:

- Copy of school enrollment or registration form.
- Copy of class schedule.

2. Secondary School Diploma – documented attainment of a secondary school diploma or its recognized equivalent.

Documentation:

- Copy of High School Diploma or GED.
- Copy of an official transcript.
- Certification of attaining passing scores on all parts of a State-recognized high school equivalency test.

3. Secondary or Post-Secondary Transcript or Report Card - documentation of a transcript or report card for secondary or postsecondary education for one semester showing that the participant is meeting the State unit's academic standards.

Secondary Education Documentation:

- Copy of an official semester transcript or report card for one semester showing that the participant is achieving passing grades of C or above and is in good academic standing.

Post-secondary Education Documentation:

- Copy of an official transcript or report card demonstrating the credit levels were achieved and the participant was in good academic standing based on enrollment status.
- Full-time student - completion of a minimum of 12 hours per semester.
Part-time student - completion of a minimum of 12 credit hours over the course of two completed semesters (or equivalent) during a 12 month period. For example, if a postsecondary student completed 6 hours in the spring semester and 6 more hours in the fall semester and those semesters crossed two program years, they would not count as a skill gains in the first program year but they would count as a skill gains in the second program year.

4. Training Milestone – a satisfactory or better progress report towards established training milestones from an employer or training provider. This applies to participants enrolled in On-the-Job Training (OJT), registered apprenticeships and employer led training such as Employed Worker Training (EWT) / Incumbent Worker Training (IWT).

Documentation:

- Documented progress report from an employer demonstrating the participant is achieving satisfactory progress in meeting the training objectives outlined by the employer; or that the individual has acquired new skill, or steps to completing an OJT.
 - Documentation of successful completion of an OJT.
 - A progress report from the Apprenticeship documenting satisfactory progress on established milestones.
 - Exam results demonstrating satisfactory progress on key competency areas required by the Apprenticeship.
 - Increases in pay resulting from newly acquired skill or increased performance also can be used to document progress.
5. Skill Progression – Successful passage of an exam that is required for a particular occupation, or progress in attaining technical or occupational skill as demonstrated through a trade-related benchmark.

Documentation:

- Documentation of passage of a component exam in a Registered Apprenticeship program, employer-required knowledge-based exam, satisfactory attainment of an element on an industry or occupational competency-based assessment.
- Copy of exam results demonstrating a passing score for a knowledge based or completion test necessary to obtain a credential for a particular occupation.

Examples include: Class A Commercial Driver’s License, LPN License, or CompTIA A+ Certification.

B. Operational Parameters

All participants who, during a program year, are in an education or training program that leads to a recognized postsecondary credential or employment are counted in the calculation of this indicator. The following participants in education or training programs are included:

1. **Title I Adult and Dislocated Worker** – All participants who are in a title I Adult- or Dislocated Worker-funded training program are included in the measurable skill gains indicator (which includes funding a training program for a secondary school program equivalent). This includes all participants in work-based training.
2. **Title I Youth** – All ISY are included in the measurable skill gains indicator since they are attending secondary or postsecondary school. Only OSY who are in one of the following are included in the indicator:
 - the program element occupational skills training
 - secondary education at or above the 9th grade level during participation in the title I Youth program
 - postsecondary education during participation in the title I Youth program
 - Title II-funded adult education at or above the 9th grade level during participation in the title I Youth program
 - the YouthBuild program during participation in the title I Youth program
 - Job Corps during participation in the title I Youth program

3. **Title II AEFLA** – All participants in title II AEFLA programs are considered to be in an education program leading to a recognized postsecondary credential or employment and, as such, would be included in the measurable skill gains indicator.
4. **Title IV VR** – All VR program participants who are in an education or training program that leads to a recognized secondary or postsecondary credential or employment, which is identified on the individual’s IPE, would be included in the measurable skill gains indicator.

OPERATIONAL PARAMETERS – INDIVIDUAL CORE PROGRAMS	
Core Program	Type of Measurable Skill Gains
Title I – Adult and Dislocated Worker	<ul style="list-style-type: none"> • Measured by achievement of any of the 5 types of measurable skill gains • No specific measurable skill gains types required for specific Adult or Dislocated Worker participants
Title I – Youth	<ul style="list-style-type: none"> • Measured by achievement of any of the 5 types of measurable skill gains • No specific measurable skill gains types required for specific Youth participants • Type of skill gain should be based on the youth’s individual service strategy
Title II – AFELA	<ul style="list-style-type: none"> • Measured by: <ul style="list-style-type: none"> • Achievement of at least one educational functioning level, OR • Documented attainment of a secondary school diploma or its recognized equivalent
Title IV - VR	May be measured by achievement of any of the 5 types of measurable skill gains

IV. PROCEDURE

Documentation of the skill gains must be obtained within five (5) days after the participant is active in education or training, regardless of how close to the end of the program year the education or training begins (**with the exception of ISY**). The MSG attainment must be entered in Employ Miami Dade (EMD) / Employ Monroe (EM) within five (5) days from when documentation was received.

Although multiple skill gains may be entered for a participant in a program year, only one skill gain will count towards performance per year. A participant who exits the program and re-enrolls in the program during the same program year and is in an education or training program will be in the indicator two times for that particular program year. If a participant’s enrollment in education or training carries over into a new program year, a MSG must be documented for the new program year, regardless of the amount of time that remains for completion. Documentation of the skill gains must be retained in the participant’s case file.

- A.** Record the most recent skill gains date in one of the following achievements.

1. **Post-Secondary Transcript/Report Card:** The documentation must include whether the participant is enrolled full- or part-time and in compliance with the state’s academic standards. It must **not** show that the participant dropped out or was removed on academic or conduct grounds.

Screenshot of EMD with the skill type that shows the options for the type of achievement received.

Skill Attainment Information

Fill in the following information for the skill achievement. **Program:** Title I - Workforce Development (WIOA)

* **Skill Type:**

* **Date Skill Attained:** Today

* **Type of Achievement:**

None Selected
 Completed minimum of 12 credit hours in semester and meets academic standards
 Part-time student and completed at least 12 credit hours over the course of two completed consecutive semesters and meets academic standards

2. **Secondary Transcript/Report Card:** Participant’s secondary school transcript or report card for one semester showing that the participant demonstrating satisfactory achievement in all classes. It must **not** show that the participant dropped out or was removed on academic or conduct grounds.

Screenshot of EMD with the skill type that shows the options for the type of achievement received.

Skill Attainment Information

Fill in the following information for the skill achievement. **Program:** Title I - Workforce Development (WIOA)

* **Skill Type:**

* **Date Skill Attained:** Today

* **Type of Achievement:**

None Selected
 Report card/transcript for one semester and meets academic standards

3. **Training Milestone:** Participant made satisfactory or better progress towards established milestones, such as completion of OJT (Adult/DW only) or completion of one year of an apprenticeship program or similar milestones.

Screenshot of EMD with the skill type that shows the options for the type of achievement received.

Skill Attainment Information

Fill in the following information for the skill achievement. **Program:** Title I - Workforce Development (WIOA)

* **Skill Type:**

* **Date Skill Attained:** Today

* **Type of Achievement:**

None Selected
 Achieved satisfactory or better progress report towards an established OJT training milestone - not previously recorded
 Completed 1 year of Registered Apprenticeship program and achieved satisfactory or better progress report
 Other training milestone

- Skill Progression:** Participant successfully passes an exam that is required for an occupation or progress in attaining technical or occupational skill as evidenced by trade-related benchmarks, such as knowledge based exams and/or a diploma. (e.g., employer knowledge based exam, occupational competency assessment, and test necessary to obtain a credential.)

Screenshot of EMD with the skill type that shows the options for the type of achievement received.

* Skill Type: Skills Progression

* Date Skill Attained: Today

* Type of Achievement: None Selected

- None Selected
- Successfully completed a required exam for a particular occupation
- Satisfactory progress in attaining technical or occupational skills as evidenced by trade-related benchmarks such as knowledge-based exams
- Other skills progression achievement

- Test Score:** A participant who is below post-secondary grade level at program entry and achieves a gain of at least one EFL on an acceptable Adult Basic Education (ABE) or English as a Second Language (ESL) post-test.

Screenshot of EMD with the skill type that shows the options for the type of achievement received.

Skill Attainment Information

Fill in the following information for the skill achievement. **Program:** Title I - Workforce Development (WIOA)

* Skill Type: Credits Attained for EFL

* Date Skill Attained: Today

* Type of Achievement: None Selected

- None Selected
- Secondary School Credits
- Secondary School Carnegie Credits

- EFL Gains by Entry into Post-Secondary Education:** Participant received a qualifying training/education service, **AND** whose school status at exit is “Not attending school; H.S. Graduate”, **AND** who enter Post-Secondary education or training after exit, but during the same program year as the qualifying training/education service.

Screenshot of EMD with the skill type that shows the options for the type of achievement received.

Skill Attainment Information

Fill in the following information for the skill achievement. **Program:** Title I - Workforce Development (WIOA)

* Skill Type: Credits Attained for EFL

* Date Skill Attained: Today

* Type of Achievement: None Selected

- None Selected
- Secondary School Credits
- Secondary School Carnegie Credits

- For performance purposes the MSG indicators calculates the number of participants who attain at least one type of gains during each period of participation with a program year. Since the indicator

is not exit-based, each program entry date (not exit date) is included in the calculation. Participants will achieve a successful outcome in the indicator as long as they attain one type of gains. All measurable skill gains achieved by participants should be reported in a program year, although only one gain is required per program year to meet performance outcomes.

1. Measurable Skill Gains for Adult and Dislocated Workers

Numerator: Number of program participants that are in the denominator who also achieved one type of gains. A participant may have achieved more than one type of gains in a reporting period; however, only one skill gain per participant in a reporting period may be used to calculate success on the measurable skill gains indicator.

Denominator: Participants who, during any point in the program year, are in an education or training program that leads to a recognized postsecondary credential or employment are included in the denominator. This includes participants who do not exit the program and continue to receive services beyond the end of the program year, as well as those who have exited the program by the end of the program year.

Data Source

The data for this measure is collected and analyzed using the EMD and EM system and are identified by the activity codes listed below.

Measurable Skill Gains Activity Codes:

- 300-Occupational Skill Training (ITA)
- 301-On-the-Job Training (OJT)
- 302-Entrepreneurial Training Non-ITA
- 304-Customized Training Non-ITA
- 305-Skill Upgrading and Retraining Non-ITA
- 306-Transitional Jobs Non-ITA
- 316-Incumbent Worker Training (IWT) Non-ITA
- 317-Other Occupational Skill Training Non-ITA
- 323-Workplace Training & Cooperative Education
- 324-Adult Education with Occupational Skill Training Non-ITA
- 328-Occupational Skill Training - Non Approved Provider Non-ITA
- 329-Registered Apprenticeship Non-ITA

2. Measurable Skill Gains Specifications (OSY)

Numerator: Number of program participants during the reporting period who are in an education or training program that leads to a recognized postsecondary credential or employment and are achieving measurable skill gains based on attainment of at least one type of gains.

Denominator: Divided by the number of program participants during the reporting period who are in an education or training program that leads to a recognized postsecondary credential or employment. This includes participants who continue to receive services as well as those who have participated during the reporting period and have exited the program.

Data Source

The data for this measure is collected and analyzed using the EMD and EM system and are identified by the activity codes listed below.

Measurable Skill Gains Activity Codes:

- 403-Other Occupational Skill Training
- 404-Other Non-Occupational Skill Training
- 415-Enrolled in Alternative Education
- 416-Occupational Skill Training
- 418-Adult Education
- 424-Registered Apprenticeship
- 429-Enrollment in Secondary School (HS)
- 430-Youth Occupational Skill Training-Non Approved Providers
- 431-Alternate Secondary School Services
- 439-Post Secondary Educations During Participation-Youth

3. Measurable Skill Gains Specifications (ISY)

Numerator: Number of program participants during the reporting period who are in an education or training program that leads to a recognized postsecondary credential or employment and are achieving measurable skill gains based on attainment of at least one type of gains.

Denominator: Divided by the number of program participants during the reporting period who are in an education or training program that leads to a recognized postsecondary credential or employment. This includes participants who continue to receive services as well as those who have participated during the reporting period and have exited the program.

Data Source

The data for this measure is collected and analyzed using the EMD and EM system and are identified by the activity codes listed below.

Measurable Skill Gains Activity Codes:

- 415-Enrolled in Alternative Education
- 423-Pre-Apprenticeship Youth
- 429-Enrollment in Secondary School (HS)
- 430-Youth Occupational Skill Training-Non Approved Providers

All participants who, during a program year, are in an education or training program that leads to a recognized post-secondary credential or employment are counted in the calculation of this indicator. Participants who are enrolled in a program during a program year but not enrolled in education until the next program year are not included in the denominator that first program year. Likewise, participants who complete education in one program year but do not exit until the next program year are not included in the program year that they exit. A participant's education enrollment period defines whether or not they are included in the denominator within each program year.

C. Participants who exit for any of the reasons listed below are excluded from the measurable skill gains indicator:

1. The participant exits the program because he or she has become incarcerated in a correctional institution or has become a resident of an institution or facility providing 24-hour support such as a hospital or treatment center during the course of receiving services as a participant.
2. The participant exits the program due to medical treatment and that treatment is expected to last longer than 90 days and precludes entry into unsubsidized employment or continued participation in the program.
3. The participant is deceased.
4. The participant exits the program due to being a member of the National Guard or other reserve military unit of the armed forces and is called to active duty for at least 90 days.
5. The participant, who was determined to be eligible for program services, is later determined not to have met the program's eligibility criteria. This exclusion applies only to the VR program, in which participant eligibility is routinely revisited during the participation period.

D. Applies to Title I Youth Program Participants

1. The participant is in the foster care system as defined in 45 CFR 1355.20(a), and exits the program because the participant has moved from the local workforce area as part of such a program or system.