

POLICIES AND PROCEDURES
FOR JOB CORPS' PROGRAM YEAR 2006
PERFORMANCE MANAGEMENT SYSTEM

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PY 2006 PERFORMANCE MANAGEMENT SYSTEM**

INTRODUCTION

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POLICIES AND PROCEDURES FOR JOB CORPS’ PY 2006 PERFORMANCE MANAGEMENT SYSTEM

INTRODUCTION

A. General. Job Corps utilizes a comprehensive performance management system to assess program effectiveness in a variety of areas. The purposes of establishing and maintaining such a system are threefold:

- 1) to meet federal and legislative accountability requirements for the Job Corps system;
- 2) to assess centers’ and agencies’ accomplishments in implementing program priorities and serving students effectively; and,
- 3) to have a management tool that provides useful and relevant feedback on performance, while encouraging continuous program improvement.

Job Corps’ performance management system is comprised of four outcome measurement systems, results of which are shown in the following report cards:

✓	Outreach and Admissions (OA) Report Card	OA OMS-10
✓	Center Report Card	OMS-10
✓	Career Transition Services (CTS) Report Card	POMS-10
✓	Vocational Training Report Card	VTRC

Each outcome measurement system assesses performance in specific areas of responsibility with respect to serving students throughout the Career Development Services System (CDSS). Combined, these outcome measurement systems provide a comprehensive picture of performance throughout all phases of students’ Job Corps experience. Thus, it is critical that the systems be closely aligned to encourage collaboration in delivering quality services to students, and to provide an accurate reflection of efforts towards meeting clearly defined program goals.

To add to the quantitative components of the performance management system, there is an additional element that evaluates center quality, providing a more comprehensive view of the program’s performance. This Center Quality Assessment is composed of three factors, an On-Board Strength (OBS) rating, a Quality Rating (QR), and a Student Satisfaction Survey (SSS). More information regarding the quality assessment of centers can be found in Appendix 501a.

B. Background. The Workforce Investment Act (WIA) became law in August 1998, mandating major changes for Job Corps’ performance assessment. The WIA included an increased focus on accountability and contained core indicators of performance for Job Corps concerning recruitment, education and placement rates, wages, and long-term outcomes of graduates after initial placement that related to the Government Performance and Results Act (GPRA). Under the President’s 2001 Management Agenda, a performance management system with one core set of definitions, measures, and

procedures is to be implemented across federal programs with similar goals. As of PY 2004, Job Corps began the process of moving towards reporting the four indicators specified by “Common Measures,” specifically, placement in employment or higher education, attainment of a degree or certificate, literacy and numeracy gains, and efficiency/cost per participant. The Office of Job Corps will continue in PY 2006 to move towards reporting common measures per the Employment and Training Administration’s (ETA’s) issued guidelines and as approved by the Office of Management and Budget (OMB).

As with prior years, Job Corps is committed to serving every student who enrolls in the program, despite WIA’s focus primarily on program “graduates” and their long-term outcomes. The “*every student counts*” philosophy continues particularly in light of reporting common measures.

- C. **Approach.** The customary process for updating and refining the performance management system has been to assemble a team of Job Corps professionals (representatives from Job Corps centers, agencies, Regional Offices, and Job Corps senior management) to review the current system, assess whether it accurately reflects performance and program priorities, and provide input to the National Director for the next program year.

For PY 2006, in an effort to provide more stability and consistency to the OMS, the National Director determined that no changes would be made to the Report Card *measures* and *weights* from the previous program year. This allows centers, OA agencies, and CTS providers to continue focusing on program changes to meet existing measures, and to determine the efficacy of such changes. For this reason, an OMS Workgroup was not convened to provide input for the PY 2006 measurement systems. Instead, National Office staff, in consultation with the Job Corps Data Center (JCDC) and performance analysts, reviewed the performance data of each Report Card and made adjustments to the PY 2005 *goals* as needed to promote further program improvements.

- D. **Design of the PY 2006 Performance Management System.** The PY 2006 performance management system incorporates modifications to the previous program year’s OMS. The Office of Job Corps’ intent is to keep the accountability system as stable and consistent as feasible, while refining aspects of the system to ensure that it continues to reflect program priorities and effective delivery of services to students. Modifications made include changes in the performance *goals* only so that emphasis is more appropriately tied to the level of accountability for achieving positive student outcomes. The design of the performance management system is as follows:

1. **Zero Tolerance (ZT).** The Job Corps program has a strict policy of zero tolerance for drugs and violence, and requires that all students sign a commitment to remain drug and violence-free.
 - (a) **ZT for Purposes of Exclusion in OMS Pools.** One who has remained in Job Corps less than 30 days and exits under code 5.1a or 5.2b, or one who has remained in Job Corps less than 45 days and exits under code 5.2a (Level 1 ZT infractions) are excluded from OMS pools. Level 1 ZT infractions generally include offenses that are deemed violent or involve

drugs, as detailed below.

Note: Students who exit due to Level 1 ZT infractions (within 30/45 days) are *not* included in the Center Report Card. Students who exit due to Level 1 ZT infractions (after 30/45 days) are included in all pools for on-center measures and credit will be given for academic and vocational credentials earned prior to exit.

However, since all students who exit due to Level 1 ZT infractions, regardless of timing (within or after 30/45 days) are not considered former enrollees or graduates, they are ineligible for post-center services and are therefore *excluded* from all post-center pools in both the Center and CTS Report Cards.

- (b) **Zero Tolerance (ZT) Policy – Level 1 Infractions.** Level 1 ZT infractions can be found in the Job Corps Policy and Requirements Handbook (PRH), Chapter 3, Exhibit 3.1 (Infraction Levels and Appropriate Center Actions), and are listed as follows:

- | | | |
|-----------------|----|--|
| Exit Code 5.1a: | 1) | Possession of gun or illegal weapons on center or under center supervision |
| | 2) | Physical assault that causes bodily harm to student or staff |
| | 3) | Sexual assault of a criminal nature |
| | 4) | Robbery and extortion |
| | 5) | Arson |
| | 6) | Arrest for a felony on or off center |
| Exit Code 5.2b: | 7) | Possession, distribution, or sale of drugs on center or under center supervision |
| | 8) | Conviction of drug use, possession, or sale off center (felony or misdemeanor) |
| Exit Code 5.2a: | 9) | Use of drugs as evidenced by a positive drug test conducted by the end of the initial probationary periods (prior to 45 days) or the suspicion intervention period (prior to 45 days) or by a positive drug test after the suspicion intervention period |

2. **Definitions of Student Separation Status.** The criteria for graduate, former enrollee, and uncommitted dropout status, as defined in PRH Chapter 4, Section 4.2, shall apply to the performance management system.

- (a) **Graduate** – one who has completed 60 or more calendar days enrollment, and has completed the requirements of vocational training, or earned a High School Diploma (HSD) or its equivalent GED (General Educational Development), or who completes both, while enrolled in Job Corps.

Students who have exited for any Level 1 ZT infraction, at any time, do not qualify.

- (b) **Former Enrollee** – one who has completed 60 or more calendar days enrollment, has not attained graduate status, and whose exit is for reasons *other than* any Level 1 ZT infraction).
- (c) **Uncommitted Student** – one who has remained in Job Corps less than 60 calendar days (regardless of achievement), or who has exited any Level 1 ZT infraction at any time.

Note: Level 1 infractions can be found in the Job Corps PRH, Chapter 3, Exhibit 3.1 (Infraction Levels and Appropriate Center Actions) and above.

3. Core Components. Job Corps' outcome measurement systems each consist of four basic components: results-oriented measures, goals, weights, and an overall rating.

- Performance *measures* reflect the program priorities and objectives important to Job Corps' mission and are measurable and consistent throughout the system.
- Performance *goals* are quantitative benchmarks that are set to establish a desired level of performance.
- Relative *weights* are assigned to performance measures to indicate areas of emphasis among responsibilities for serving students.
- The *overall rating* is the way in which results for the measures are aggregated and evaluated.

The Center Quality Assessment is composed of three discrete measures – On Board Strength (OBS), the Quality Rating (QR), and the Student Satisfaction Survey (SSS). Each of these elements is independent of the others, and there is no aggregation of results across each of the measures. These three measures are valuable management tools that complement the other systems by assessing the quality of the services provided by Job Corps and capturing information on aspects of center life that are not accounted for in the other management systems. These aspects include Job Corps center capacity utilization (OBS), assessment of center operations (QR), and student satisfaction with respect to safety (SSS).

4. Performance Goals. As mentioned above, performance goals are the quantitative benchmarks for the outcome measurement systems, where each outcome measure is scored against a single performance goal. Performance is reported as a percentage of the goal(s) achieved.

Example: If the goal for HSD/GED Attainment Rate in the Center Report Card is 50%, and a center has a HSD/GED Attainment Rate of 45%, then its *rating* on that measure would be 90%, meaning that the center has reached 90% of the goal ($45/50 = 90$). The rating indicates there is room to grow in achieving the goal. Performance goals may be national goals or model-based goals:

- (a) **National Goals.** National goals are set nationally and applied across the

board to all centers, OA, or CTS providers equally for the same measure.

- (b) **Model-based Goals.** Model-based goals are used for certain measures to ensure equity in making comparisons of performance across centers and agencies by statistically adjusting for circumstances that are beyond the operator's control. A model helps to ensure fairness by formally recognizing that actual performance on a given outcome measure depends not only on management practices, but also in part on the abilities of the students it receives and the characteristics of the environment in which it operates. By setting individualized goals that adjust for differences in key factors that are beyond the operator's control, this helps to "level the playing field" in assessing performance. Note that the model-based goals for one center can significantly differ from other centers in the same state or Region, as the goals are calculated using a combination of center-specific and local county economic data.

- (1) **PY 2006 Model-Based Goals.** The following measures in the Center and CTS Report Cards use model-based goals:

- HSD/GED Attainment Rate
- Literacy Gain Rate
- Numeracy Gain Rate
- Graduate Average Wage at Placement
- Graduate 6-Month Average Weekly Earnings

- (2) **Appeal Process for Model-Based Goals.** Model-based goals are developed using the most recent data available. As a result, the goals should accurately represent the factors that impact achievement of goals. If, however, major changes occur in the factors that influence the HSD/GED, literacy gains, numeracy gains, wage and/or earnings models, then, occasionally, the models may require recalculation.

Model-based goals may be appealed if new or extenuating circumstances exist that are beyond the control of the center or CTS agency and are unable to be resolved during the year. Data or supporting documentation related to the appeal must be submitted to:

US Department of Labor/Office of Job Corps
200 Constitution Avenue, NW
Washington, DC 20210
Attention: Program Accountability Unit

5. **Weights and Overall Rating.** Weights are assigned to each OMS report card measure to reflect areas of emphasis in accountability for achieving positive student outcomes. The overall rating is the way in which results across all of the measures are aggregated to create an overall rating. Overall ratings are also used

to determine the performance ranges for performance-based service contracting. The following is an illustration of how an overall rating is calculated:

SAMPLE MANAGEMENT SYSTEM REPORT CARD:

Measure	Goal	Actual Performance	% of Goal Achieved	Weight	Rating*
Measure 1	75%	79%	105%	40%	42.0%
Measure 2	60%	54%	90%	25%	22.5%
Measure 3	95%	90%	95%	35%	33.3%
Formulas: % of goal achieved x weight = rating Sum of Ratings = Overall Report Card Rating					97.8% Overall Report Card Rating

Note: On the Vocational Training Report Card (VTRC), each indicator will be capped at 100% (unlike the above example).

- 6. Format of Performance Reports.** In PY 2006, the format for reporting performance for all measures will continue to be a rolling, 12-month format. Rolling reports cover a 12-month reporting period and “roll over” each month to a new, 12-month period. The reports do not begin anew at the start of a new program year. Features of this system are as follows:
- New centers will begin with one month of data and will build up to a rolling report by the 13th month.
 - Centers with new contractors will report data over the entire 12-month period.
- 7. Effective Date.** Data reporting under the PY 2006 system begins on July 1, 2006. The first reports reflecting PY 2006 outcomes (period ending July 31, 2006) are expected to be issued in August 2006.

E. Current Policies for PY 2006 OMS. Provided below are policies that are in effect for PY 2006:

- 1. Graduate Placement Window.** The change made last program year (in PY 2005) to reduce the window for graduate placement from 12 months to 6 months for all graduates who separated from Job Corps as of July 1, 2005 or later will remain in effect. Graduates will continue to receive CTS for 12 months after their initial placement as mandated by WIA. Therefore, the maximum length of time a graduate will receive services is 18 months.

Note: Graduates who were separated from the program prior to July 1, 2005 should now have their initial 12 months of placement services expired, but may still be within their 12 months of transition services. As in PY 2005, the service period for

former enrollees remains unchanged (up to 3 months).

(Center, CTS, and Vocational Training Report Cards)

2. **Placement Upgrades.** Placement upgrades occurring while the student's initial placement window is active, will continue to be credited in PY 2006. As in PY 2005, placement upgrades that occur during the placement window are credited for the short-term CTS measures (Job Training Match [JTM] Placement, Post-Enrollment Placement, Graduate Placement, and Graduate Placement Wage). All students (graduates and former enrollees) whose placement window is active are eligible for upgrades that occur as of that date.

Example: A graduate separates from a center and is initially reported placed in a \$7.50 per hour, non-JTM job. Credit for that student is given for the Post-Enrollment Placement Rate, Graduate Placement Rate, and Graduate Placement Wage (at \$7.50 per hour) in the Center Report Card. During the placement window, the graduate obtains another full-time position that is a JTM and has an hourly wage of \$8.00; a placement record for this job should be submitted since the wage increase occurred. Upon submission, the higher wage and job information replaces the lower, thereby “upgrading” the result for the student. That is, credit for the Post-Enrollment Placement Rate, Graduate Placement Rate, and Graduate Placement Wage is replaced by the \$8.00 per hour job, and credit is now also given for the JTM Placement Rate.

Note: All subsequent placements that occur after the initial placement, yet during the placement window, should be recorded in CDSS for informational purposes, regardless of whether the placement is an upgrade. However, only those placements that are upgrades are credited for the short-term CTS measures.

A chart outlining the placement upgrade hierarchy is attached to Appendices 501a, 501c, and 501d. Upgrades are credited to align the systems with the VTRC, emphasize the importance of continuous progress in the workforce, and encourage JTM placements.

(Center, CTS, and Vocational Training Report Cards)

3. **Vocational Completer Job Training Match Placement Rate.** The Vocational Completer Job Training Match Placement Rate will remain unweighted in PY 2006 on the Center and CTS Report Cards to allow additional time to implement associated policies, and to establish valid baseline data. The JTM Placement Rate measure continues to align the Center and CTS Report Cards with the VTRC, and should lead to improved student long-term outcomes and career success by encouraging student placement in the vocations for which they have studied. Note that a student must first successfully complete vocational training in order to be eligible for a JTM Placement. Upgrades that occur during the placement window are credited for this measure. The national goal for the JTM Placement Rate remains at 65%.

(Center, CTS, and Vocational Training Report Cards)

4. **Policy for Crediting Transfers to Advanced Training (AT) Programs.** Job Corps policy for crediting centers in situations where graduates are transferred to

AT programs is outlined below. Tables summarizing the crediting policy are attached to Appendices 501a and 501d.

- (a) **General.** The AT Transfer Policy applies solely to those cases where a student physically transfers to a *different* center to enroll in its AT program. The underlying philosophy behind the policy for AT credit is that sending and receiving centers should be held accountable for the specific outcome measures and accomplishments that are earned while the students are at their respective centers.

Placement and post-placement accomplishments are credited to both the sending and the AT centers as incentives to encourage centers to transfer students to AT programs. The AT centers are not credited for in-program accomplishments achieved at the sending center, nor can they obtain credit for any in-program measures beyond that of vocational completion when the student completes the AT program.

In those cases where both the sending center and the AT center are credited for the same measure, the regional total and national total count the credit only once. In other words, the regional and national totals do not double count credits for one youth's accomplishments.

All students who transfer to an approved AT program must meet the advanced program's eligibility requirements.

Note: In situations where a student enters the AT program at the *same* center (that is, the sending center and AT center are one and the same), the student is not considered an AT transfer, and the below policy regarding crediting is not in effect. Students that enter an AT program at the same center, will be placed in the pools for the on-center measures (HSD/GED attainment, vocational completion, literacy gains, and numeracy gains) upon separation from Job Corps. Additionally, the Minimum Productivity Rule (MPR) for the Vocational Reporting and Improvement System (VRIS) will not be adversely impacted when the student enters the AT program at the same center.

(b) **Sending Centers:**

- (1) **Credits for Transferring Graduates to AT Programs.** At the time of the transfer:
- The sending center will receive an education placement credit for both the Post-Enrollment Placement Rate measure and the Graduate Placement Rate measure. (These education placements will in turn be replaced by applicable placement credits if the student is subsequently placed in a job after separating from the AT center.)
 - The sending center will receive applicable credits for all in-program measures. For PY 2006, this includes:

- the HSD/GED Attainment Rate;
- the Vocational Completion Rate;
- the Literacy Gain Rate; and,
- the Numeracy Gain Rate.

(2) **Credits at Separation, Placement, and Post-Placement.** At the time of separation from the AT center:

- The sending center will not receive any credits for in-program measures that are earned while the student is at the AT center.
- The sending center will receive “flow back” credits as applicable for the placement and post-placement measures. Specifically, if the student is placed in a job after terminating from the AT center, the student will be placed in the sending center’s graduate wage rate and JTM pools and will receive credits as applicable.
- In addition, for students who respond to the 6-month survey, the student will be put in the sending center’s pool for the 6-Month Follow-Up Placement Rate measure, and will receive credit as applicable for that measure based on the answers to the survey questions. If the placement is a full- or part-time job, the student will be placed in the 6-month weekly earnings measure pool and receive credits for the student’s earnings as calculated based on the information provided in the survey.
- For students who respond to the 12-month survey, the student will be placed in the sending center’s pool for the 12-Month Follow-Up Placement Rate measure, and will receive credit as applicable for that measure based on the answers to the survey questions.

(c) **AT Centers: Credits at Separation, Placement, and Post-Placement.** At the time of separation from the AT center:

- The student will be put in the AT center’s pool for the Vocational Completion Rate measure. The credit for this measure will be based on the student’s accomplishments while at the AT center only. That is, if the student completed his or her vocation at the sending center, but did not complete the trade at the AT center, the AT center would not receive credit for the Vocational Completion Rate measure. However, from the perspective of the Job Corps program, the student will be regarded as a vocational completer (having completed a vocation at the sending center) and as noted below will be put in the JTM pool if they are placed in a job after

separation.

- The student will not be put in the pool for the HSD/GED Attainment Rate, Literacy Gain Rate, or the Numeracy Gain Rate at the AT center.
- The AT center will receive credits as applicable for the placement and post-placement measures. Specifically, the student will be placed in the AT center's pools for the Post-Enrollment Placement Rate measure, the Graduate Placement Rate measure, and will receive credit as applicable. If the student is placed in a job, the student will be placed in the graduate wage and JTM Placement pools for the AT center and the center will receive credits as applicable.
- In addition, for students who respond to the 6-month survey, the student will be put in the AT center's pool for the 6-Month Follow-Up Placement Rate measure, and will receive credit as applicable for that measure based on the answers to the survey questions. If the placement is a full- or part-time job, the student will be placed in the 6-month weekly earnings measure pool and receive credits for the student's earnings as calculated based on the information provided in the survey.
- For students who respond to the 12-month survey, the student will be put in the AT center's pool for the 12-Month Follow-Up Placement Rate measure, and will receive credit as applicable for that measure based on the answers to the survey questions.

(d) **Multiple AT Transfers: Credit at Transfer, Separation, Placement and Post-Placement.** If a student transfers from one center to another center to enroll in an AT program, and then subsequently transfers either back to the sending center, or to another center, credit is assigned as follows:

- The center that first transfers a student to an AT program at another center is the only center that will receive an automatic education credit for the placement measure. No subsequent center that the student transfers from will receive an automatic placement education credit at the time of the transfer.
- The student will be placed in the vocational completion pool at all subsequent new centers transferred to, regardless of whether a vocation is completed while at that center. Note: If the student transfers back to the sending center, the student will not be placed in that center's vocational completion pool again.
- The first center and all subsequent centers are accountable for post-center measures, regardless from which center the student finally separates.

(Center and Vocational Training Report Cards)

5. Policy for Crediting CTS Agencies When CTS-Assigned Students Relocate to a Different Service Area. Job Corps’ policy for crediting CTS agencies in situations where a student moves from one CTS location to another is detailed below, and is also presented in table format in Appendix 501c, Attachment 3 – Crediting Chart for CTS Agencies When Students Relocate to a New Service Area. This policy is aligned with PRH Chapter 4, Section 4.3 R5 – “Relocations” (dated November 8, 2005) and has been in effect for all students assigned to a CTS provider as of July 1, 2005.

(a) **Former Enrollees.** Policy for CTS agency credit for former enrollees differs from that for graduates since the former enrollee placement window is limited to only three months. For former enrollees, credit is applied as follows:

- If the receiving CTS agency does not place the former enrollee while the placement window is active, the initial provider is the agency of record for all applicable PY 2006 CTS Report Card measures.
- If the receiving CTS agency places the former enrollee while the placement window is active, the receiving agency receives credit for the applicable measures; the initial agency does not receive flow-back credit for the placement.
- If both the initial and the receiving CTS agency place the former enrollee while the placement window is active, the initial agency receives credit for the applicable measures, and the receiving agency is credited only if that placement is an upgrade, according to the criteria defined in the placement upgrade chart attached to Appendices 501a, 501c, and 501d. (In this case, the credit would only be counted once in national totals, but could possibly be counted twice in the regional totals if two different regions were involved in the transfer.)

(b) **Graduates.** For graduates initially assigned to one CTS agency who relocate to a new address covered by a different CTS provider, credit is applied as follows:

(1) **Graduates – Short-Term Placement Measures:**

- If the initial CTS agency places the relocating graduate prior to the time of transfer, the initial provider is the agency of record for the short-term placement measures (Post-Enrollment Placement Rate, JTM Placement Rate, Graduate Placement Rate, and Graduate Average Wage at Placement).

- If the graduate is placed by the initial CTS agency, is transferred with **60 or more calendar days** remaining in the placement services window, and is then placed by the receiving CTS provider, the receiving agency is credited only if that placement is an upgrade, according to the criteria defined in the placement upgrade chart attached to Appendices 501a, 501c, and 501d. (In this case, the credit would only be counted once in national totals, but could possibly be counted twice in the regional totals if two different regions were involved in the transfer.)
- If the initial CTS agency does not place the relocating graduate prior to the time of transfer, and there are **60 or more calendar days** remaining in the placement services window, then the receiving agency is accountable for the short-term placement measures (Post-Enrollment Placement Rate, JTM Placement Rate, Graduate Placement Rate, and Graduate Average Wage at Placement).
- If neither the initial nor the receiving CTS agency places the relocating graduate, and there were **less than 60 calendar days** remaining in the placement services window at the time of re-assignment, then the initial agency is accountable for the short-term placement measures (Post-Enrollment Placement Rate, JTM Placement Rate, Graduate Placement Rate, and Graduate Average Wage at Placement).
- If the initial CTS agency does not place a relocating graduate prior to transfer, and there were **less than 60 calendar days** remaining in the placement services window at the time of re-assignment, and the receiving CTS provider places the graduate during the placement window, then the initial agency is not accountable for the short-term placement measures and the receiving agency receives the credit for these measures (Post-Enrollment Placement Rate, JTM Placement Rate, Graduate Placement Rate, and Graduate Average Wage at Placement).

(2) **Graduates — Long-Term Placement Measures:**

- If the graduate relocates to a new address covered by a different CTS provider with **60 or more calendar days** remaining in their placement window, the receiving agency is then accountable for all 6- and 12-month follow-up placement and earnings measures, unless the student relocates and is transferred again to another agency. In this case, the rules described earlier would apply.

- If the student relocates and is transferred **within 16 weeks** from the date the student initially reported to work or school, the receiving CTS agency is credited for the 6-month survey results (Graduate 6-Month Follow-Up Placement and Graduate 6-Month Follow-Up Earnings). If there is no further transfer, the receiving CTS agency is also responsible for the Graduate 12-Month Follow-Up Placement measure.
 - If the student relocates and is transferred **after 16 weeks** from the date the student initially reported to work or school, the CTS agency responsible for the student at the time of the relocation is accountable for the 6-month survey results (Graduate 6-Month Follow-Up Placement and Graduate 6-Month Follow-Up Earnings). If there is no further transfer, the receiving CTS agency is responsible for the Graduate 12-Month Follow-Up Placement measure.
 - If the student relocates and is transferred **within 42 weeks** from the date the student initially reported to work or school, the receiving CTS agency is credited for the 12-month survey results (Graduate 12-Month Follow-Up Placement).
 - If the student relocates and is transferred **after 42 weeks** from the date the student initially reported to work or school, the CTS agency responsible for the student at the time of the relocation is accountable for the 12-month survey results (Graduate 12-Month Follow-Up Placement).
- (c) **Multiple Transfers.** If the student transfers from one CTS provider area to another multiple times during the student’s active placement window, the rules described above still apply in the same sequence.

Example: If CTS agency “A” places a student during the placement window, it will receive the credits for the short-term placement measures. If the student then changes CTS providers multiple times (e.g., A→B→C, or, A→B→A) within the approved timeframe (more than 60 days remaining in the service window for short-term placement measures, within 16 weeks or within 42 weeks from the date the student initially reported to work or school for the 6-month and 12-month measures respectively) the last assigned agency is responsible for all applicable measures. Rules concerning approved timeframes and upgrades apply to subsequent CTS agencies.

If the re-assignment did not occur during the approved timeframe, then the previous CTS agency of record for all applicable measures is still responsible.

6. 6-Month and 12-Month Follow-Up Survey.

- (a) **Data Validity.** Job Corps is committed to the highest standards of data validity and integrity for all data collected and used in the performance management systems. In particular, this applies to all information obtained from students through the 6- and 12-month post-placement surveys. To ensure the validity and integrity of these data, it is important that all Job Corps staff recognize the policies and procedures that need to be followed when collecting data from human subjects. Some background on the information provided to students when the surveys are administered is provided below, followed by examples of behaviors that potentially threaten the validity and integrity of the data.

All research conducted with human subjects must abide by guidelines ensuring that the rights of participants are protected. The Office of Job Corps and the survey research contractors are committed to the ethical conduct of the follow-up survey data collection. This includes providing participants with information about the survey and their rights as participants so that they can make an informed decision about whether to participate. The survey is voluntary, which means that participants have the right to refuse to participate, and must not be subject to coercion or otherwise made to feel that a benefit of the program will be denied them if they do not participate.

- (b) **Survey Protocol.** Before beginning the questionnaire, survey staff read each participant a statement of “informed consent” that includes the following guidelines and principles:
- Their participation in the survey is voluntary.
 - They have the right to refuse to participate in the survey or to refuse to answer any questions they do not wish to answer.
 - Their refusal to participate in the survey will not impact any benefit they are eligible to receive as participants in the Job Corps program.
 - The information they provide will be confidential and will only be used by Job Corps for purposes of program evaluation.
- (c) **Prohibited Activities.** To ensure that Job Corps’ follow-up survey participation remains voluntary and that Job Corps program staff do not engage in any practice that might be construed as coercion, the following practices should be avoided when Job Corps staff discuss the survey with former students:
- It is inappropriate to link the receipt of any payments, awards, or benefits that Job Corps students are otherwise eligible to receive for their program participation, to the conduct or result of the survey. Whether the student completes the survey, and whether answers result in a positive credit for the program, center, or CTS

agency, should never be used to give or deny students any payments, awards or benefits for which they are otherwise eligible.

- Instructing students that they should not participate in the survey unless they are employed or in school is inappropriate and would lead to invalid measures of program performance.
- Coaching students on their responses, such as by providing or suggesting “correct” or “incorrect” answers to questions is inappropriate.
- Listening in on the phone while the student takes a confidential survey is inappropriate. If former students call the survey line from a counselor’s office, the counselor should leave the room so that the participant can answer the survey in private.
- Initiating contact with students whose responses to the survey result in no credit to ask them to call the survey line and take the survey over again is inappropriate. Moreover, if a student has already completed the survey, the survey contractor will not administer a second survey.

Note: If a student’s survey resulted in no credit and the center or CTS agency believes the student was in a qualified placement, the appropriate step is to file an appeal.

- Withholding known contact information for students who do not currently have a Job Corps-valid job or school placement is inappropriate and leads to invalid outcome measures.

The Office of Job Corps actively responds to violations of this policy. Consequences for unethical or fraudulent contact would include:

- Dismissal of the responsible contractor staff;
- Invalidation of any credits received for the 6-month and/or 12-month follow-up surveys (as applicable) in the Center, CTS and Vocational Training Report Cards;
- Administrative movement of the contractor to the bottom of the Report Cards, affecting their performance and incentive bonus as well as their internal scores for earning future contracts; and/or,
- Cancellation of the contract.

Please be advised that these or similar repercussions may be imposed when such behavior is identified.

(Center, CTS, and Vocational Training Report Cards)

- (d) **Appeal Process.** The Office of Job Corps has developed an appeals procedure for the 6- and 12-month follow-up placement and earnings measures. Appeals of these outcomes can be made by the center from which the student separated, the CTS agency to which the student was

assigned, or the NTC contractor responsible for post-program services. The appeal must be filed within 90 days of the month in which the student's record first appears on the reports for individual student outcomes (OMS-20, VES-20, or CTS-20).

The appeals process requires that an appeal form be completed along with supporting documentation (i.e., pay stub, written statement on letterhead, business card or office stamp on center or CTS verification form, school/training institution transcript, or The Work Number *only if* the documentation details the student's employment information in such a way as to meet Job Corps' placement requirements *and if* accompanied by the student's pay stub) that corresponds to the student's applicable survey week. The appeal form and the documentation are to be sent to:

US Department of Labor/ Office of Job Corps
200 Constitution Avenue, NW
Washington, DC 20210
Attention: Program Accountability Unit

The Office of Job Corps will review the appeal form and supporting documentation, and reach a decision on whether or not to grant credit for the 6- and/or 12-month follow-up placement and earnings measures. The decision will be recorded and forwarded to the appealing entity within 30 days of receipt. Outcomes of this appeal will be incorporated in subsequent performance reports. Please ensure that appeals are filed using the PY 2006 version of the Appeals form located in Appendices 501a, 501c, and 501d. (*Center, CTS, and Vocational Training Report Cards*)

- 7. Students who are Medical Separations with Reinstatement Rights (MSWRs).** As per the PRH, Chapter 6, Section 6.4, R5, students who are medically separated with reinstatement rights (MSWR) are allowed an expedited return within 180 days if the medical condition has been resolved.

The JCDC will report the student outcomes only at the time of *final* separation. Thus, OMS outcomes for a MSWR student will be recorded either at 180 days after MSWR if the student does not return to the program, or at final separation if the student resumes participation in the program.

The following summarizes how specific circumstances are recorded on the OMS:

- (a) Student is reinstated back to the Job Corps center before the 180 days ends. In this case, there will be no issue.
- (b) Student did not return to the Job Corps center within the 180 days. In this case, at the end of the 180 days, the system will automatically "close-out" the MSWR. At that time, the system will determine the student's separation status and placement services eligibility status. If the student is eligible for placement service, he or she will be active in CTS for CTS providers to enter placement data. The placement service period will start

at the 181st day, and the 6- and 12-month follow-up clock will be based on the date the student initially reported to work or school.

- (c) Student notifies the center before the 180 days ends that he or she does not intend to return to the Job Corps center. (This may occur if the student found a job or simply wants the transition allowance money to be released.) In this case, the center will perform "MSWR Early Close-Out" in Center Information System (CIS). The "close-out" date will be the date the student officially notified the center. At that time, the system will determine the student's separation status and placement service eligibility status. If the student is eligible for placement service, he or she will be active in the CTS system for CTS providers to enter placement data. The 6- and 12-month follow-up time frames will still be based on the placement date reported if the student is employed, or enrolled in an education program.

(OA, Center, CTS, and Vocational Training Report Cards)

- 8. Deceased Students.** In the event of a student's death either during or after enrollment in Job Corps, he or she will be removed from applicable performance data pools. In the event of death during enrollment, the student will be removed from *all* Center, CTS, and Vocational Training Report Card outcome pools. In the event of death after separation and during the eligible CTS period, the student will be removed from CTS, and Report Card placement pools. These students will also be removed from follow-up survey queues. Regional Office approval is required in order for the JCDC to process these removals. The Regional Office must notify the JCDC within 3 months of the student's death.

(OA, Center, CTS, and Vocational Training Report Cards)

- 9. Military Wage at Placement.** The Office of Job Corps uses a standardized hourly military wage rate of \$11.14 to record the salary of Job Corps students entering the military. This figure reflects the basic salary of an E-1 enlistment and the estimated value of several additional non-wage benefits, such as government quarters value, basic allowance, and clothing allowance. The wages reported for students placed in civilian positions do not include any benefits that they may be receiving from their employer, such as free or subsidized medical coverage, subsidized transportation, retirement savings contributions, stock options, and so forth. It is possible for a Job Corps student who enters the military to have a higher base pay than that used to calculate the \$11.14 per hour rate; however, since the current standardized military rate that Job Corps uses includes the value of benefits received, and similar benefits are not accounted for in the civilians' salaries, it is the policy to not increase the recorded military wage at this time.

(Center, CTS, and Vocational Training Report Cards)

- F. Major Changes for PY 2006.** Provided below are the major changes made to the outcome measurement systems for PY 2006. Specific changes to individual systems are contained in each system's section, which follows this Introduction.

1. **PY 2006 Learning Gains Measures.** National goals for *both* the Literacy Gains Rate and the Numeracy Gains Rate have been increased from 45% to **55%**. The two learning gains measures were added to the Center Report Card in PY 2004, and initially reported for informational purposes only. Having accumulated reliable baseline data the PY 2005 goals were set at 45%, and were far exceeded. The learning gains measures are again weighted at 5% each in PY 2006. Models will continue to be used to set individualized center goals that account for differences in students' academic abilities at entry. *(Center Report Card)*
2. **PY 2006 Graduate Average Wage at Placement.** The national goal for the Graduate Average Wage at Placement has been increased from \$8.45 per hour to **\$8.65** per hour since wage upgrades are now credited. Additionally, the increase ensures that the measure continues to be ambitious emphasizing continuous improvement in this area, as a large proportion of centers and CTS agencies were achieving their PY 2005 goals. For the Center and CTS Report Cards, models will continue to be used to set individualized center and CTS agency goals, adjusting for factors beyond their control that affect performance. *(Center and CTS Report Cards)*
3. **PY 2006 Graduate 6-Month Follow-Up Average Weekly Earnings.** The national goal for this measure has been increased from \$380 to **\$390** per week. Consistent with the philosophy of setting performance goals, this goal has been raised because the majority of centers and CTS agencies were achieving the PY 2005 goals. However, the increase is modest to account for economic conditions that can impact results. This will continue to be a model-based goal for centers and agencies. *(Center, CTS, and Vocational Training Report Cards)*
4. **Pool for Vocational Completion Rate measure.** In PY 2006, the pool for the vocational completion rate measure in the VTRC will exclude all separated students who had been enrolled in Job Corps for less than 60 days. This revision will allow centers to follow current policy as stated in PRH, Chapter 2, Section 2.5, R3a by assigning students who are considered ready to a vocational training program no later than 60 days following center enrollment, without penalizing the center's vocational trade outcomes if the student separates from Job Corps before the 60th day.

By focusing on student readiness as the catalyst for entering a vocational training program, rather than the student's enrollment length, it is anticipated that the students will more quickly become engaged in the program, encouraging student retention, and ultimately producing more positive long-term outcomes.

Note: The Vocational Completion Rate measure for the Center Report Card will not exclude students who remain in the program less than 60 days.

(Vocational Training Report Card)

- G. Data Integrity.** The Job Corps' performance management system is comprehensive and complex, and has received high praise from the OMB and employment and training programs. It is the basis, not only for Job Corps' national performance reporting, but also

for continuous program improvement and performance-based contracting. In order to maintain the highest level of data reliability and validity in our collection and reporting processes, the Office of Job Corps will continue to focus on data integrity issues related to the performance management system. As a *system*, each level of staff is responsible for the integrity of the data they generate or collect. All OA providers, center operators, academic/vocational providers, and CTS contractors should continually strive to provide complete information, proper documentation and accurate data input into the CIS. Regional Offices will continue to conduct rigorous onsite, data integrity audits using targeted samples and the National Office will remain vigilant and responsive to all data integrity issues.

Following are Appendices 501a, 501b, 501c, and 501d, which provide specific information on the individual outcome measurement systems for PY 2006.