

POLICIES AND PROCEDURES
FOR JOB CORPS' PROGRAM YEAR 2010
PERFORMANCE MANAGEMENT SYSTEM

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INTRODUCTION

**POLICIES AND PROCEDURES FOR JOB CORPS’
PY 2010 PERFORMANCE MANAGEMENT SYSTEM**

INTRODUCTION

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POLICIES AND PROCEDURES FOR JOB CORPS’ PY 2010 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 (OMS), results of which are shown in the following report cards:

✓	Outreach and Admissions (OA) Report Card	OAOMS
✓	Center Report Card	OMS
✓	Career Transition Services (CTS) Report Card	POMS
✓	Career Technical Training (CTT) Report Card	CTTRC

Each OMS assesses performance in specific areas of responsibility with respect to serving students throughout the Career Development Services System (CDSS). Combined, these 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 both encourage collaboration in delivering quality services to students and 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) rating. 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 (Common Measures) was to be implemented across federal programs with similar goals. In 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. Today, the Office of Job Corps reports common measures per the Employment and Training Administration’s (ETA) issued guidelines and as approved by the Office of Management and Budget (OMB).

Job Corps continues to be committed to serving every student who enrolls in the program, and continues to emphasize that the responsibility for a student’s success is shared among all service delivery providers. The philosophy that “*every student counts*” also aligns with Common Measures definitions that require reporting of outcomes for all students.

C. Approach. The customary process for updating and refining the Performance Management System is to assemble a team of Job Corps professionals (representatives from Job Corps centers and 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.

During the past four years, minimal changes have been made to the system, both to provide stability and consistency to the system and to allow centers, OA agencies, and CTS providers to continue focusing on program enhancements to meet existing measures. For PY 2010, a Workgroup composed of National Office staff, Regional Office staff, subject matter experts, center, OA, CTS operators and National Training Contractors (NTC) was convened. This Performance Reporting Overhaul (PRO) Workgroup was tasked with making recommendations that consider recently implemented programmatic and policy changes and identifying areas for change and improvement in the OMS that can be implemented in PY 2010. Over a series of two meetings, and in conjunction with feedback from the OA Workgroup and the Career Technical Education (CTE) Sub-Workgroup, the PRO Workgroup recommended several changes to the measures, goals, weights on the four OMS,

as well as modifications to related policies. The National Office also solicited input from the Job Corps Community via a release of the proposed systems for PY 2010.

D. Design of the PY 2010 Performance Management System. The PY 2010 Performance Management System incorporates modifications to the previous program year's OMS. The Office of Job Corps' intent is to refine aspects of the system to ensure that it continues to align with the priorities of both the National Director and OMB, reflect current labor market conditions, consider any recent programmatic changes that impact centers and agencies, and ensure effective delivery of services to students. Modifications to the system include changes in the performance indicators, performance goals, and weights 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 (ZT) for drugs and violence, and requires that all students sign a commitment to remain drug and violence-free.

(a) Zero Tolerance (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, however, are included in all pools for on-center measures and credit will be given for academic and CTT 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 student, 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 CTT, 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 for a Level 1

ZT infraction at any time.

Note: Level 1 ZT 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. Each of Job Corps' outcome measurement systems 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 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 and applied to all centers, OA, CTS and CTT 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. Setting individualized goals that adjust for differences in key factors that are beyond the operator's control helps to "level the playing field" in assessing performance. A model is calculated by estimating the effect of various factors on the achievement of the measure using a regression model. The cumulative effect of these factors provides the percentage by which the national goal should be adjusted (upward or downward) for each center and CTS agency. 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 2010 Model-Based Goals.** The following measures in the Center and CTS Report Cards use model-based goals:
- HSD/GED Attainment Rate
 - Combination High School Diploma/General Educational Development/Career Technical Training Attainment Rate
 - Average Literacy Gain
 - Average Numeracy Gain
 - 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 beyond the control of a center or CTS agency that impact the achievement of the specific measure. An appeal of a model-based goal may be filed, however,

if there are new or extenuating circumstances which cannot be resolved during the program year, and that have not already been factored into the model. The appeal must include a written request outlining the justification for the appeal and supporting data and/or official documentation supporting the appeal. For example, if there are significant changes in GED testing requirements in the locality or state in which a center is located which could potentially impact the center's ability to achieve its goal, and which were not included in the development of that center's goal, then the center may send an appeal with official documentation indicating the new requirements and the date these requirements took effect. The Office of Job Corps will review the request and documentation and determine if the appeal will be granted.

The appeal is to be sent to:

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

- 5. Weights and Overall Rating.** Weights are assigned to each measure of the OMS Report Cards 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 table provides 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:					97.8%
*% of goal achieved x weight = rating					Overall Report Card Rating**
**Sum of Ratings = Overall Report Card Rating					

Note: Beginning in PY 2010, performance ratings on the CTT Report Card will no longer be capped at 100%; in alignment with the other Report Cards, performance will be rated against goals, and performance ratings may exceed 100% as shown for Measure 1 in the above example.

6. Format of Performance Reports. In PY 2010, there are two report formats for reporting performance for all measures:

(a) Rolling 12-Month Report: The rolling 12-month report covers a 12-month reporting period and “rolls over” each month to a new 12-month period. This report *does not* begin anew at the start of a new program year.

(b) Program Year (PY) Cumulative Report: The PY cumulative report begins with data for the first month of the PY and continues to incorporate monthly data as the PY progresses, culminating with 12 months of data by June 30th. This report *does* begin anew at the start of a new program year.

Data will continue to be reported using the 12-month rolling format when a new contractor takes over the operation of an existing center. New centers, however, will begin with one month of data and will build up to a rolling report by the 13th month.

7. Effective Date. Data reporting under the PY 2010 system begins on July 1, 2010. The first reports reflecting PY 2010 outcomes (period ending July 31, 2010) are expected to be issued in August 2010.

E. Current Policies for PY 2010 OMS. Provided below are policies that are in effect for PY 2010:

- 1. Grace Period for New Centers.** Prior to PY 2007, new centers were granted a one-year grace period during which they were not held accountable, to the same degree as more established centers, for outcomes and performance results. Effective PY 2007, the grace period for newly opened centers was increased from one year to two years, primarily to allow sufficient time for students to enroll and progress through all stages of CDSS and to have student data populate in all performance pools. The grace period was extended to two full years based upon average length of stay for all students and for graduates, as well as time required for students to populate the 6- and 12-month follow-up survey pools. The two-year grace period is calculated from the start date of the contract, not when the center “opens” for new students. Performance outcome data will still be captured

in the Center Information System (CIS) as students enter and are separated, but the center will not be held accountable for purposes of OMS, Performance-based Service Contracting (PBSC), and Automated Past Effectiveness.

(Center Report Card)

2. Students who are Medical Separations with Reinstatement Rights (MSWR).

As per the PRH, Chapter 6, Section 6.4, R5a, 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 Job Corps Data Center (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 instances are recorded on the OMS:

- (a) Student is reinstated back to the Job Corps center before the 180 days ends. Student outcomes will be reported at the time of separation.
- (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 for CTS providers to enter placement data in CTS. The placement service period will start at the 181st day and the 6- and 12-month follow-up timeframes 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 could occur if the student found a job or would like the transition allowance money to be released.) In this case, the center will perform "MSWR Early Close-Out" in 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 timeframes will still be based on the placement date reported if the student is employed or enrolled in an education program.

(OA, Center, CTS, and CTT Report Cards)

- 3. Students who are Administrative Separations with Reinstatement Rights (ASWR).** As per the PRH, Chapter 6, Section 6.4, R5a, administrative separations with reinstatement rights (ASWR) are allowed an expedited return within 12 months.

JCDC will report the student outcomes only at the time of *final* separation. Thus, OMS outcomes for an ASWR student will be recorded either at 12 months after ASWR 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 12 months ends. Student outcomes will be reported at the time of final separation.
- (b) Student did not return to the Job Corps center within the 12 months. In this case, at the end of the 12 months, the system will automatically "close-out" the ASWR. 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 for CTS providers to enter placement data in CTS. The placement service period will start at the 366th day and the 6- and 12-month follow-up timeframes will be based on the date the student initially reported to work or school.
- (c) Student notifies the center before the end of the 12 months that he or she does not intend to return to the Job Corps center. (This could occur if the student found a job or would like the transition allowance money to be released.) In this case, the center will perform "ASWR Early Close-Out" in 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 CTT Report Cards)

- 4. 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. If the death occurs during enrollment and the student is separated as a death separation, the student will be removed from *all* Center, CTS, and CTT Report Card outcome pools. For this situation, the student will also be removed from all OA Report Card outcome pools *with the exception* of the pools of the Total Arrivals and, where appropriate, Female Arrivals measures. In the event of death after separation and during the eligible CTS period, the CTS agency should enter the student's death into the Career Transition System (CT System), and the student will be removed from all initial placement measure pools and, when appropriate, from follow-up survey queues. Please note that Center and CTS agency staff must adhere to Job Corps policy and federal reporting requirements regarding student deaths.

(OA, Center, CTS, and CTT Report Cards)

5. 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. Please note that this policy does not apply to Advanced Career Training (ACT) transfers.

- (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, however, are not credited for on-center accomplishments achieved at the sending center, nor can they obtain credit for any on-center measures beyond that of CTT completion and credential attainment 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 student'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 following 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, CTT completion, Combination Attainment, Credential Attainment, Average Literacy Gains, and Average Numeracy Gains) upon separation from Job Corps. Additionally, the Minimum Productivity Rule (MPR) for the Career Technical Training Reporting and Improvement System (CTTRIS) will not be adversely impacted when the student enters the AT program at the same center. Please note, however, the MPR continues to be temporarily suspended for PY 2010.

(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 the Graduate Initial Placement Rate measure. (This education placement 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 on-center measures. For PY 2010, this includes:
 - ✓ High School Diploma (HSD)/General Educational Development (GED) Attainment Rate;
 - ✓ Career Technical Training (CTT) Completion Rate;
 - ✓ Combination High School Diploma/General Educational Development/Career Technical Training Attainment Rate;
 - ✓ Average Literacy Gain;
 - ✓ Average Numeracy Gain; and
 - ✓ Industry-Recognized Credential Attainment 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 on-center 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 Average Hourly Wage at Placement and Job-Training Match (JTM)/Post-Secondary Credit (PSC) pools and will receive credits as applicable. If a student is placed in post-secondary education/training after terminating from the AT center, the student will be placed in the sending center’s JTM/PSC pools and will receive credit as applicable.
- 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 Average Weekly Earnings measure pool and the sending center will receive credit 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 CTT Completion Rate and Certificate Attainment Rate measures. The

credit for these measures will only be based on the student's accomplishments while at the AT center. For example, if the student completed his or her career technical training program at the sending center, but did not complete the trade at the AT center, the AT center would not receive credit for the CTT Completion Rate measure. (Similarly, if the student attained a credential linked to his or her career technical training program at the sending center, but did not attain a credential at the AT center, the AT center would not receive credit for the Industry-Certified Credential Attainment Rate measure). However, from the perspective of the Job Corps program, the student will be regarded as a CTT completer (having completed a CTT program at the sending center) and as noted below, will be included in the JTM/PSC pool if he or she is placed in a job or post-secondary education/training after separation.

- The student will not be included in the pool for the HSD/GED Attainment Rate, Combination Attainment Rate, Average Literacy Gain, or Average Numeracy Gain measures 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 Graduate Initial Placement Rate measure, and will receive credit as applicable. If the student is placed in a job or post-secondary education/training, the student will be placed in the JTM/PSC Placement pool for the AT center and the center will receive credits as applicable. If placed in a job, the student will also be placed in the Graduate Average Hourly Wage at Placement pool and the Graduate Full-Time Job Placement Rate pool for the AT center and the center will receive credits as applicable.
- For students who respond to the 6-month follow-up 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 follow-up 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 CTT 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 CTT 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 CTT Report Cards)

6. 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.** The 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 2010 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 (JTM/PSC Placement Rate, Graduate Initial Placement Rate, Graduate Average Hourly Wage at Placement, and Graduate Full-Time Job Placement Rate).
- 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 (JTM/PSC Placement Rate, Graduate Initial Placement Rate, Graduate Average Hourly Wage at Placement, and Graduate Full-Time Job Placement Rate).
- 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 (JTM/PSC Placement Rate, Graduate Initial Placement Rate, Graduate Average Hourly Wage at Placement, and Graduate Full-Time Job Placement Rate).
- 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 (JTM/PSC Placement Rate, Graduate Initial Placement Rate, Graduate Average Hourly Wage at Placement, and Graduate Full-Time Job Placement Rate).

(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 for the short term placement measures 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 Rate and Graduate 6-Month Average Weekly Earnings). If there is no further transfer, the receiving CTS agency is also responsible for the Graduate 12-Month Follow-Up Placement Rate 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 Rate and Graduate 6-Month Average Weekly Earnings). If there is no further transfer, the receiving CTS agency is responsible for the Graduate 12-Month Follow-Up Placement Rate 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 follow-up survey results (Graduate 12-Month Follow-Up Placement Rate).
- 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 follow-up survey results (Graduate 12-Month Follow-Up Placement Rate).

- (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.

(Center, CTS, and CTT Report Cards)

7. **Graduate Initial Placement Window.** In PY 2005, the window for graduate placement was reduced from 12 months to 6 months to both ease CTS providers’ caseloads and accelerate the basis for follow-up services. In light of current economic conditions, in particular the rise in the unemployment rate over the past two years and the negative new job growth rate, the National Director approved extending the graduate placement window by three months, to a total of 9 months, for all graduates who separate from Job Corps as of October 1, 2009 or later. Graduates will continue to receive career transition services for 12 months after their initial placement as mandated by WIA. Therefore, the maximum length of time a graduate will receive services is 21 months. This modification in the service timeframe allows CTS providers’ additional time to place graduates under these more challenging labor market conditions and it is anticipated that this change will positively impact the graduate population.

(Center, CTS, and CTT Report Cards)

Note: The service period for former enrollees remains unchanged (up to 3 months).

(Center, CTS, and CTT Report Cards)

8. Timelines for Reporting Placement Data. As per the PY 2007 revision in PRH Chapter 4.5, the timelines surrounding reporting, verifying and entering placement data are modified slightly to allow CTS providers more flexibility regarding when a verification of a placement is received and entered into the Career Transition System (CT System). The timelines are as follows:

(a) Reported Date: This is the date the student first enters a placement during their initial placement window, regardless of whether they meet Job Corps' placement definition, and regardless of when the CTS provider first learns of the student's placement. The Reported Date must occur within the placement service window timeframe.

Exceptions to the Reported Date policy are currently allowed in the following circumstances:

- If the student enters a placement prior to their separation date, the Reported Date must be recorded as the date following the separation date.
- If the student transfers from one CTS provider to another, the Reported Date cannot be earlier than the transfer date; therefore, if the student is placed prior to the transfer date, the Reported Date must be recorded as the date of transfer.

(b) Placed Date: This is the date the student meets the Job Corps definition for placement, and must be at least 7 calendar days after the Reported Date in order to ensure that the placement criteria have been met.

(c) Verified Date: This is the date that documentation is received verifying the placement (including the hours, duration, and/or wage as appropriate).

(d) Approved Date: This is the date, after all the placement and verification information is entered into the CT System that the placement is approved by either a CTS manager or coordinator.

Note: In order to be considered a valid placement, the placement verification must be received and reported to the Data Center via the CT System within 90 days of Placed Date. The Placed Date, Verified Date, and Approved Date are not required to be in the Active Service window. However, the time from the Placed Date to the Approved Date must be 90 days or less.

Note: If the placement is not considered valid because the verification is not received and/or the information is not entered into the CT System within the above-specified timeframe, the CTS provider will not receive the initial placement credit for this student. However, if the student is a graduate, and responds to the follow-up surveys, the CTS agency may receive 6-month and 12-month placement credits.

(CTS Report Card)

- 9. Placement Upgrades.** Placement upgrades occurring while the student’s initial placement window is active will continue to be credited in PY 2010. As in prior years, placement upgrades that occur during the placement window are credited for the short-term CTS measures (JTM/PSC Placement, Former Enrollee Initial Placement, Graduate Initial Placement, Graduate Average Hourly Wage at Placement, and Graduate Full-Time Job Placement Rate). All students (graduates and former enrollees) are eligible for upgrades that occur while their placement window is active.

Example: A graduate separates from a center and is initially reported placed in a \$7.50 per hour, non-JTM, full-time job. Credit for that student is given for the Graduate Initial Placement Rate, Graduate Average Hourly Wage at Placement (at \$7.50 per hour), and Graduate Full-Time Job Placement Rate 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 Graduate Initial Placement Rate, Graduate Average Hourly Wage at Placement and Graduate Full-Time Job Placement Rate is replaced by the \$8.00 per hour job, and credit is now also given for the JTM/PSC 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 CTTRC, emphasize the importance of continuous progress in the workforce, and encourage JTM and PSC placements.

(Center, CTS, and CTT Report Cards)

- 10. Filing a Request to Add a Job Title to the JTM Crosswalk.** The process created in PY 2007 for requesting that a job title be added to the JTM Crosswalk will continue to be available for PY 2010. However, a request should be submitted only if the current JTM Crosswalk does not contain an appropriate job title that is directly related to one of the new Training Achievement Records (TAR), released in PY 2006 or thereafter. If the request is approved, the new job title will be added to the placement portion of the JTM Crosswalk, and JTM placement credit will be given as appropriate to those students who complete the identified TAR and are placed, as of July 1, 2007, in a position with the approved job title. Please ensure that requests are filed using the PY 2010 version of the Request form located in Appendices 501a, 501c, and 501d.

(Center, CTS, and CTT Report Cards)

- 11. Minimum Productivity Rule (MPR).** The Minimum Productivity Rule (MPR) is a measure of efficiency that attempts to ensure a reasonably high rate of placements is produced relative to the investment made in space, teachers, equipment and other resources on a center for a given number of contracted slots. The MPR requires all CTT programs to place (CTT completers only) a minimum of 51% of their contracted training slots every program year.

While the MPR is a useful indicator of efficiency for each CTT program, the MPR was temporarily suspended for PY 2007 to allow for centers to transition to using new, more rigorous guidelines and completion requirements for their CTT programs that align them with nationally recognized industry standards and credential requirements. Centers were required to complete the transition to the new and revised CTT programs by June 30, 2008. These higher standards are expected to continue to affect the length of time needed to complete the program, which in turn may potentially impact attrition rates, reducing the number of potential placements, and increasing the chances of these programs falling below the MPR threshold. **Therefore, the MPR will continue to be suspended for PY 2010,** so that consideration may be given to how the MPR is being impacted and what type of accommodations will need to be made due to the increased CTT program requirements. It is anticipated that the MPR will be restored in PY 2011.

(CTT Report Card)

- 12. Military Wage at Placement.** The Office of Job Corps has historically used a standardized hourly military wage rate of \$11.14 to record the salary of Job Corps

students entering the military; this figure was calculated to reflect the basic salary of an E-1 enlistment and the estimated value of several additional non-wage benefits, such as government quarters value, basic subsistence allowance, and clothing allowance. While this hourly rate had been utilized by the program for many years, a more recent review of the compensation levels for new entrants in the military indicated that the rate required a significant adjustment to accurately reflect the salary and benefits for an E-1 enlistment.

Therefore, the standardized wage rate for all Job Corps students entering into the military in the rank of E-1 was increased in PY 2009 from \$11.14 to \$14.67 per hour to account for the military basic pay percentage increases determined by the House Armed Services Committee, as well as increases in the allowances rates. Correspondingly, the average weekly earnings rate for students who are initially placed in the military and continue to be enlisted at 6-months after initial placement was also raised to \$668.40. These rates are effective for all students who enter an initial placement (based upon date reported), have a placement upgrade, or who complete the 6-month follow-up survey as of November 2, 2009 or later.

Note: While students who enlist in the military may be eligible for incentive/special pays, bonuses, retirement, vacation, and education assistance, these additional benefits are not included in the calculation of the standardized wage rate in order to ensure a degree of uniformity of measurement with the wages recorded for students who are in civilian positions (which do not include any benefits that may be received, such as free or subsidized medical coverage, subsidized transportation, retirement savings contributions, etc.).

(Center, CTS, and CTT Report Cards)

13. 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. Provided below is background on the information provided to students when the surveys are

administered, 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 to 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; and,
- 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 participation in Job Corps’ follow-up survey 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 telephone 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.
- Requesting students whose responses to the survey resulted in zero credit 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 educational placement is inappropriate and will lead 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 CTT 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.

Note: These or similar repercussions may be imposed when such behavior is identified.

- (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, CTT-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) 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 Performance Team

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 then be incorporated in subsequent performance reports. Please ensure that appeals are filed using the PY 2010 version of the Appeals form located in Appendices 501a, 501c, and 501d.

(Center, CTS, and CTT Report Cards)

F. Major Changes for PY 2010. Provided below are the major changes that affect the Performance Management System. Specific changes to individual outcome measurement systems are contained in each system’s section, which follows this Introduction.

- 1. Job-Training Match Crosswalk.** The JTM Crosswalk provides the link to determine whether a student’s job is related to the career technical training received while at Job Corps. The JTM Crosswalk is the fundamental mechanism of the JTM measures in the OMS Report Cards; it is therefore essential that the crosswalk accurately links relevant jobs to appropriate training. While updates have been made to the JTM Crosswalk since its introduction in 1998 (for example, the conversion to O*NET-SOC 2009 placement codes), a major overhaul of the crosswalk and its structure was necessary to ensure the continued accuracy and validity of the outcomes reported. In PY 2010, an improved crosswalk is being introduced that more directly aligns training programs with jobs.

(Center, CTS, and CTT Report Cards)

- 2. Industry-Recognized Credential Attainment Rate:** A new measure is added to the OMS to support and align the program with the Credential Initiative that has been implemented nationally over the past two years. With the alignment of training programs to industry-based standards, Job Corps has begun placing increased emphasis on providing students with opportunities to receive industry-recognized credentials that will lead to better employment opportunities. The introduction of an Industry-Recognized Credential Attainment Rate measure also aligns the OMS with a new national reporting mandate that requires Job Corps to report on the number of credentials attained by its students.

This measure credits the attainment of a credential that is linked to the student’s career technical training program as identified on the cover page of each TAR. Completion of a training program offered by a NTC is considered the equivalent to an industry-recognized credential and will be credited accordingly.

This measure is reported for informational purposes only, and is not weighted in PY 2010 in order to allow the system the time to establish baselines and to track progress in meeting goals. The goal for the Industry-Recognized Credential Attainment Rate measure is set at 50%.

(Center and CTT Report Cards)

- 3. Former Enrollee Initial Placement Rate:** The Post-Enrollment Placement Rate measure was introduced in PY 2004 (originally titled “All Terminee” Placement Rate) to align the OMS with Common Performance Measures reporting requirements. This measure was considered to be a better summary indicator of placement at that time since Former Enrollee pools could be small, and combining the placement outcomes of both Former Enrollees and graduates appeared to allow for less potential skewing of performance.

Recent statistics, however, indicate that the Former Enrollee pool has increased substantially, while the pool for Graduates has decreased. As a result, this larger pool has had more influence on the measure than anticipated. For this reason, the Post-Enrollment Placement Rate measure is replaced in the PY 2010 OMS with a measure that focuses directly on the former enrollee placement. The goal for Former Enrollee Initial Placement Rate measure is set at 50%, with a weight of 5%.

(Center and CTS Report Cards)

- 4. Graduate Full-Time Job Placement Rate:** A new measure of Graduate Full-Time Job Placement Rate is introduced in PY 2010. Adding a measure of Graduate Full-Time Job Placement Rate will reinforce the importance of ensuring students are placed in gainful employment with long-term attachment to the workforce and a defined career path.

This measure is reported for informational purposes only, and is not weighted in PY 2010 in order to allow system the time to establish baselines and track progress in meeting goals. The goal for the Graduate Full-Time Job Placement Rate measure is set at 80%.

(Center, CTS, and CTT Report Cards)

- G. Data Integrity.** Job Corps’ Performance Management System is comprehensive and complex, and has received high praise from both OMB and other 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, collect, or record. All OA providers, center operators, academic/CTT 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 Office of Job Corps 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 2010.