U.S. DEPARTMENT OF LABOR
EMPLOYMENT AND TRAINING ADMINISTRATION

OFFICE OF JOB CORPS
PERFORMANCE MANAGEMENT SYSTEM
OVERVIEW GUIDE

BACKGROUND

Established in 1964, Job Corps is the nation's largest federally-funded, primarily residential, training program for at-risk youth, ages 16-24. With 125 centers in 48 states, Puerto Rico, and the District of Columbia, Job Corps provides economically disadvantaged youth with the academic, career technical and employability skills to enter the workforce, enroll in post-secondary education, or enlist in the military.

Serving approximately 60,000 participants each year, Job Corps emphasizes the attainment of academic credentials, including a High School Diploma (HSD) and/or General Educational Development (GED), and career technical training credentials, including industry-recognized certifications, state licensures, and pre-apprenticeship credentials.

These portable credentials provide for long-term attachment to the workforce and economic mobility as Job Corps graduates advance through their careers. They ensure that program graduates have gained the skills and knowledge necessary to compete in today's workforce.

In Program Year (PY) 2011, nearly 82 percent of graduates were placed, with 67 percent placed in jobs, apprenticeships, or the military, and approximately 15 percent enrolled in education programs. In addition, 34,625 students completed career technical training and more than 20,300 students obtained HSD or GED certificates.

Job Corps has established a comprehensive performance management system to assess program effectiveness across multiple components of services and programs offered to Job Corps students. This detailed system evaluates the performance of Outreach and Admissions (OA) agencies, Job Corps center operators, Career Transition Services (CTS) agencies, and career technical training (CTT) programs, based on the outcomes of program participants. The performance management system serves three primary purposes, as follows:

1. to meet accountability requirements for establishing performance measures (also known as metrics) and reporting student outcomes for the Job Corps system per the Workforce Investment Act of 1998 (WIA) legislation, Common Performance Measures for federal youth training programs, and U.S. Department of Labor (DOL) priorities;
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 has a vast array of performance metrics that are interwoven to meet multiple reporting

requirements. For some, the system can seem complex and overwhelming. However, Job Corps' performance management system is actually quite simple. The system is designed to answer three basic questions:

1. Are Job Corps students effectively recruited and retained in the program?
2. What do students achieve while they are enrolled in Job Corps?
3. Are Job Corps students successfully transitioning into the workforce, enrolling in additional education, or entering the military after they leave the program?

Job Corps' performance management system is comprised of four OMS Report Cards, each of which is designed to reflect results in a specific area of student services, and represent a discrete pool of students. The four Report Cards are as follows:

✓ 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

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.

THE PERFORMANCE MANAGEMENT SYSTEM

As the authorizing legislation for the Job Corps program, WIA dictates an increased focus on accountability and contains core indicators of performance for recruitment, education, and placement rates, wages, and long-term outcomes of graduates after initial placement that relate to the Government Performance and Results Act (GPRA).

In PY 2004, in addition to Job Corps' internal performance management system referenced above, Job Corps began reporting student outcomes via four indicators specified by Common Performance Measures (Common Measures) for federal youth training programs. Under the Common Measures, Job Corps reports results for: 1) placement in employment or higher education; 2) attainment of a degree or certificate; 3) literacy and numeracy gains; and 4) efficiency/cost per participant. Today, Job Corps reports Common Measures per the Employment and Training Administration (ETA)-issued guidelines as approved by the Office of Management and Budget (OMB), which includes reporting outcomes for graduates and former enrollees, and using the cost per new enrollee measure for efficiency purposes. The OMS Report Cards collectively drive the performance to fulfill these requirements.

Overall, Job Corps' performance management system has changed minimally since 2001. OMS performance metrics continue to be based on WIA and DOL requirements, complemented by additional areas of emphasis to drive results leading to students' long-term career success and economic stability.

APPROACH

Job Corps' performance measurement system is reviewed annually, and incorporates modifications to the previous program year's OMS as needed. 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 evaluate the current system and provide recommendations to the National Director for the upcoming program year. Job Corps also works with DOL performance and evaluation agencies to ensure its systems are aligned with Departmental priorities and methodologies.

DESIGN OF THE PERFORMANCE MANAGEMENT SYSTEM

Job Corps' performance management system is based on program year data and students who separated from the program during that period. The program year for Job Corps begins on July 1st of each year and ends on June 30th of the following year. The design of the performance management system is as follows:

1. Performance Measures (Metrics)

Job Corps has established a comprehensive performance management system to meet mandated and internal accountability priorities and to assess the program's effectiveness. The system consists of performance metrics developed to address multiple performance reporting requirements mandated by WIA, GPRA, OMB, the Common Measures, DOL, and Job Corps. These various requirements and corresponding metrics provide the basis for assessing the program's performance and effectiveness, and establishing what is "the right thing" to measure the program's success.

2. Core Components

Each OMS Report Card consists of four basic components: results-oriented measures, goals, weights, and ratings, including an overall rating, described as follows:

Measures

Performance *measures* are the categories of outcomes under evaluation. Measures reflect the program priorities and objectives important to Job Corps' mission, and focus on student attainments and post-program outcomes.

PY 2012 Job Corps Center Performance Measures. The following measures are included in the PY 2012 Center Report Card:

Direct Center Services:
- o High School Diploma (HSD) or General Educational Development (GED) Attainment Rate
- o Career Technical Training (CTT) Completion Rate
- o Combination HSD or GED, and CTT Attainment Rate
- o Average Literacy Gain
- o Average Numeracy Gain
- o CTT Industry-Recognized Credential Attainment Rate

Short-Term Career Transition Services:
- o CTT Completer Job-Training Match/Post-secondary Credit Placement Rate
- o Former Enrollee Initial Placement Rate
- o Graduate Initial Placement Rate

o Graduate Average Hourly Wage at Placement
o Graduate Full-Time Job Placement Rate

Long-Term Career Transition Services:
o Graduate 6-Month Follow-up Placement Rate
o Graduate 6-Month Average Weekly Earnings
o Graduate 12-Month Follow-up Placement Rate

The Center Quality Assessment is composed of three discrete measures: 1) OBS, which measures student capacity utilization on Job Corps centers; 2) QR, which is issued during Regional Office compliance assessments of OA, center, and CTS contracts; and 3) SSS, which gauges student satisfaction with respect to safety. Each of these elements is independent of the others and there is no aggregation of results across 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 reflected in the OMS.

Performance Goals

Performance goals are the quantitative benchmarks for each measure of the four Report Cards that are set to establish a desired level of performance. Each outcome measure is scored against its performance goal to report a percentage of the goal 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 or regression model-based, as follows:

- **National Goals.** National goals are set and applied to all centers, OA, CTS, and CTT providers equally for the same measure.

- **Regression Model-Based Goals.** Regression model-based goals are used for specific measures that require adjustments that ensure equity in making comparisons of performance across centers and agencies. A model helps to ensure fairness by 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 enrolled and the characteristics of the environment in which it operates.

  A model is statistically calculated, based on regression analysis, 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 (both the OA and CTT Report Cards have only national goals). Model-based goals for one center can significantly differ from those of other centers in the same state or region, as the goals are calculated using a combination of center-specific and local county economic data.

PY 2012 Regression Model-Based Goals. The following measures in the Center and CTS Report Cards use regression model-based goals:

- o HSD or GED Attainment Rate;
- o Combination HSD or GED, and CTT Attainment Rate;
- o Average Literacy Gain;
- o Average Numeracy Gain;
- o Graduate Average Hourly Wage at Placement; and
- o Graduate 6-Month Average Weekly Earnings

Weights and Overall Rating

Weights are assigned to each measure of the four Report Cards to underscore the relative importance in accountability for achieving student outcomes. Each weight is expressed as a percentage with the sum of all weights in a Report Card totaling 100%. Results across each of the weighted measures are aggregated to create an overall rating. These ratings are reviewed to assess program effectiveness and play a key role in the procurement process.

The overall rating is the aggregate of all individual performance measure ratings expressed as a percentage and are also used to determine the performance ranges for performance-based service contracting. The table provided below is an illustration of how an overall rating is calculated:

SAMPLE OMS REPORT CARD

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

3. Job Corps Students in the Performance Management System

The Performance Management System is based on students who separated from the program during the program year. Provided below is a description of the pool of students included in, and excluded from, the Performance Management System:

Definitions of Student Separation Status. The criteria for graduate, former enrollee, and uncommitted student status, as defined in the Job Corps Policy and Requirements Handbook (PRH) Chapter 4, Section 4.2, apply to the Performance Management System. These definitions are as follows:

- **Graduate** – one who has completed 60 or more calendar days enrollment and has completed the requirements of CTT, or earned a HSD or its equivalent GED, or completed both, while enrolled in Job Corps. Students who have exited for any Level 1 Zero Tolerance (ZT) infraction (referenced

below), at any time, do not qualify as graduates.

- **Former Enrollee** – one who has completed 60 or more calendar days of enrollment, has not attained graduate status, and whose exit is for reasons *other than* any Level 1 ZT infraction.

- **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.

Zero Tolerance (ZT) for Purposes of Exclusion in Certain OMS Pools. 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. Students who violate Job Corps' ZT Policy are automatically separated and are not allowed to re-enter the program.

A ZT separation is defined as one who exits under Job Corps' Level 1 ZT infractions which generally include offenses that are deemed violent and/or are drug-related.

Students who exit the program due to Level 1 ZT infractions within a brief, specified period are not included in the Center Report Card. Students who exit due to Level 1 ZT infractions after that period, however, are included in all pools for on-center measures and their outcomes are included in the Job Corps center results.

However, since all students who exit the program due to Level 1 ZT infractions, at any time, are not considered former enrollees or graduates, they are ineligible for placement and transitional services, and are therefore excluded from all post-center placement pools in both the Center and CTS Report Cards.

4. Format of Performance Reports

There are two report formats for reporting performance for all Report Cards:

- **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 is continuous and *does not* begin anew at the start of a new program year.

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

DATA INTEGRITY

Job Corps' performance management system is comprehensive. 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 integrity, the Office of Job Corps has established a Data Integrity Audit (DIA) system to ensure the validity and reliability of the information supporting the performance management systems. Using targeted samples, DIAs identify and report on specific instances of improperly reported or anomalous data, as well as on management practices that could potentially affect data integrity. The Office of Job Corps conducts DIAs on center records

pertaining to HSD/GED attainment, CTT completion, student leave, and CTS agency records. All validated errors and discrepancies are corrected, and regional offices impose liquidated damages as appropriate. As a system, each level of program staff is responsible for the integrity of the data they generate, collect, or record. As a program, the Office of Job Corps continues to conduct rigorous DIAs and remains vigilant and responsive to all data integrity issues.

CONCLUSION

To meet all WIA, GPRA, OMB, the Common Measures, and DOL's reporting requirements, Job Corps has established a comprehensive performance management system to assess program effectiveness across multiple components of services and programs offered to Job Corps students. For decades, Job Corps has been using the OMS Report Cards to evaluate the performance results of all measureable components of the operation, based on the outcomes of program participants. Collectively, the OMS Report Cards drive the program's performance and fulfill the program's reporting requirements.

The Performance Management System Overview can be found online at www.jobcorps.gov. Questions regarding this Overview should be directed to Shao Zhang, Team Lead for the Program Performance Team, by email at zhang.shao@dol.gov.

OMS Report Cards. Provided on the following pages are Job Corps' four OMS Report Cards for the current PY 2012.

Measure	Definition	Goals		Weights	
		PY 11	**PY 12**	**PY 11**	**PY 12**
PY 2012 CENTER REPORT CARD					
Direct Center Services – 50%					
High School Diploma (HSD) or General Educational Development (GED) Attainment Rate*	No. of Students who attain either a HSD or GED No. of Students without a HSD or GED at entry	55%	**60%**	15%	**15%**
Career Technical Training Completion Rate	No. of Students who complete a Career Technical Training program No. of Separated Students	60%	**65%**	15%	**15%**
Combination High School Diploma (HSD) or General Educational Development (GED), and Career Technical Training (CTT) Attainment Rate*	No. of Students who complete a Career Technical Training program and attain either a HSD or GED No. of Students without a HSD or GED at entry	45%	**50%**	5%	**5%**
Average Literacy Gain*	Sum of Grade Level Equivalent gains attained on the highest valid subsequent TABE reading test No. of Students who score 552 or lower on the initial TABE reading test or who do not take a valid initial reading test during the first 21 days on center	2.5 GLE	**2.75 GLE**	5%	**5%**
Average Numeracy Gain*	Sum of Grade Level Equivalent gains attained on the highest valid subsequent TABE math test No. of Students who score 551 or lower on the initial TABE math test or who do not take a valid initial math test during the first 21 days on center	2.5 GLE	**2.75 GLE**	5%	**5%**
Career Technical Training Industry-Recognized Credential Attainment Rate	No. of Career Technical Training Students who attain an approved industry-recognized credential or complete an NTC program No. of Students Assigned to a Career Technical Training program	50%	**80%**	5%	**5%**
Short-Term Career Transition Services – 32.5%					
Career Technical Training Completer Job Training Match/Post-secondary Credit Placement Rate	No. of Career Technical Training program completers placed in a training-related job, the military, or post-secondary education/training No. of Career Technical Training program completers placed in a job, the military, or post-secondary education/training	75%	**75%**	5%	**5%**
Former Enrollee Initial Placement Rate	No. of Former Enrollees placed in a job, the military, or education/training No. of Former Enrollees whose placement records are due or received	50%	**50%**	5%	**5%**
Graduate Initial Placement Rate	No. of Graduates placed in a job, the military, or education/training or who transfer to an Advanced Training program at another center No. of Graduates whose placement records are due or received or who transfer to an Advanced Training program at another center	90%	**90%**	15%	**15%**
Graduate Average Hourly Wage at Placement*	Sum of hourly wages of Graduates placed in a job or the military No. of Graduates placed in a job or the military	$9.50	**$9.70**	7.5%	**7.5%**
Graduate Full-Time Job Placement Rate	No. of Graduates placed in a full-time job or the military No. of Graduates placed in a job or the military	80%	**80%**	0%	**0%**
Long-Term Career Transition Services – 17.5%					
Graduate 6-Month Follow-up Placement Rate	No. of Graduates who report they are in a job, the military, or education/training on the 6-Month Follow-up Survey No. of initially placed Graduates who complete the 6-Month Follow-up Survey	70%	**70%**	10%	**10%**
Graduate 6-Month Average Weekly Earnings*	Sum of weekly earnings of Graduates who report they are in a job, the military, or education/training on the 6-Month Follow-up Survey No. of Graduates who report they are in a job or the military on the 6-Month Follow-up Survey	$425	**$425**	5%	**5%**
Graduate 12-Month Follow-up Placement Rate	No. of Graduates who report they are in a job, the military, or education/training on the 12-Month Follow-up Survey No. of initially placed Graduates who complete the 12-Month Follow-up Survey	70%	**70%**	2.5%	**2.5%**
*Model-based goal				**100%**	**100%**

		Goals		Weights	
PY 2012 OUTREACH AND ADMISSIONS (OA) REPORT CARD					
Measure	**Definition**	**PY 11**	**PY 12**	**PY 11**	**PY 12**
Quantity/Production – 45%					
Female Arrivals	<u>No. of female arrivals</u> Total female contracted quota	100%	**100%**	25%	**25%**
Total Arrivals	<u>No. of total arrivals</u> Total contracted quota	100%	**100%**	20%	**20%**
Quality/Commitment – 55%					
Arrivals With Level 1 Zero Tolerance (ZT) Non-Separation Rate	No. of Students in the pool who do not separate for a Level 1 ZT infraction under codes 5.1A or 5.2B within the first 30 calendar days or under <u>code 5.2A within the first 45 calendar days</u> All Student arrivals with the opportunity to stay in the program for at least 45 calendar days	98%	**98%**	25%	**25%**
Arrivals With 90-Day Commitment Rate	No. of Students in the pool who <u>stay for 90+ calendar days</u> No. of Student arrivals with the opportunity to stay for at least 90 calendar days	85%	**85%**	25%	**25%**
Graduate Rate	<u>No. of Students who separate as Graduates</u> No. of Separated Students	65%	**70%**	2.5%	**2.5%**
Graduate Initial Placement Rate	No. of Graduates placed in a job, the military, or education/training or who transfer to an <u>Advanced Training program at another center</u> No. of Graduates whose placement records are due or received or who transfer to an Advanced Training program at another center	90%	**90%**	2.5%	**2.5%**
				100%	**100%**

Measure	Definition	Goals		Weights	
		PY 11	**PY 12**	**PY 11**	**PY 12**
	PY 2012 CAREER TRANSITION SERVICES (CTS) REPORT CARD				
Short-Term Career Transition Services – 60%					
Career Technical Training Completer Job Training Match/Post-secondary Credit Placement Rate	No. of Career Technical Training program completers placed in a training-related job, the <u>military or post-secondary education/training</u> No. Career Technical Training program completers placed in a job, the military, or post-secondary education/training	75%	**75%**	10%	**10%**
Former Enrollee Initial Placement Rate	No. of Former Enrollees placed in a job, <u>the military, or education/training</u> No. of Former Enrollees whose placement records are due or received	50%	**50%**	10%	**10%**
Graduate Initial Placement Rate	No. of Graduates placed in a job, the military, or education/training, or who transfer to an <u>Advanced Training program at another center</u> No. of Graduates whose placement records are due or received or who transfer to an Advanced Training program at another center	90%	**90%**	25%	**25%**
Graduate Average Hourly Wage at Placement*	Sum of hourly wages of Graduates <u>placed in a job or the military</u> No. of Graduates placed in a job or the military	$9.50	**$9.70**	15%	**15%**
Graduate Full-Time Job Placement Rate	<u>No. of Graduates placed in a full-time job or the military</u> No. of Graduates placed in a job or the military	80%	**80%**	0%	**0%**
Long-Term Career Transition Services – 40%					
Graduate 6-Month Follow-up Placement Rate	No. of Graduates who report they are in a job, the military, or education/training <u>on the 6-Month Follow-up Survey</u> No. of initially placed Graduates who complete the 6-Month Follow-Up Survey	70%	**75%**	20%	**20%**
Graduate 6-Month Average Weekly Earnings*	Sum of Weekly Earnings of Graduates who report they are in a job or the military <u>on the 6-Month Follow-up Survey</u> No. of Graduates who report they are in a job or the military on the 6-Month Follow-up Survey	$425	**$425**	15%	**15%**
Graduate 12-Month Follow-up Placement Rate	No. of Graduates who report they are in a job, the military, or education/training <u>on the 12-Month Follow-up Survey</u> No. of initially placed Graduates who complete the 12-Month Follow-up Survey	70%	**70%**	5%	**5%**
*Model-based goal				**100%**	**100%**

Measure	Definition	Goals		Weights	
		PY 11	**PY 12**	**PY 11**	**PY 12**
Career Technical Training Program Completion Rate	No. of Students who complete a Career Technical Training program / No. of Separated Students assigned to a Career Technical Training program	75%	**75%**	15%	**15%**
Career Technical Training Industry-Recognized Credential Attainment Rate	No. of Career Technical Training Students who attain an approved industry-recognized credential or complete an NTC program / No. of Students Assigned to a Career Technical Training program	50%	**80%**	5%	**5%**
Career Technical Training Completer Placement Rate	No. of Career Technical Training completers placed in a job, the military, or education/training, or who transfer to an Advanced Training program at another center / No. of Career Technical Training completers whose placement records are due or received or who transfer to an Advanced Training program at another center	90%	**90%**	20%	**20%**
Career Technical Training Completer Average Hourly Wage at Placement	Sum of hourly wages of Career Technical Training completers placed in a job or the military / No. of Career Training Completers placed in a job or the military	$9.50	**$9.85**	10%	**10%**
Career Technical Training Completer Full-Time Job Placement Rate	No. of Career Technical Training completers placed in a full-time job or the military / No. of Career Technical Training completers placed in a job or the military	80%	**80%**	0%	**0%**
Career Technical Training Completer Job Training Match/Post-secondary Credit Placement Rate	No. of Career Technical Training completers placed in a training-related job, the military, or post-secondary education/training / No. of Career Technical Training program completers placed in a job, the military, or post-secondary education/training	75%	**75%**	10%	**10%**
Career Technical Training Completer Job Training Match Average Wage	Sum of Hourly Wages of Career Technical Training completers placed in a Training-Related Job or the Military / No. of Career Technical Training program completers placed in a training-related job or the military	$10.00	**$10.40**	5%	**5%**
Career Technical Training Completer 6-Month Follow-up Placement Rate	No. of initially placed Career Technical Training completers who report they are in a job, the military, or education/training on the 6-Month Follow-up Survey / No. of initially placed Career Technical Training completers who complete the 6-Month Follow-up Survey	70%	**70%**	15%	**15%**
Career Technical Training Completer 6-Month Follow-up Average Weekly Earnings	Sum of weekly earnings of initially placed Career Technical Training completers who report they are in a job or the military on the 6-Month Follow-up Survey / No. of Career Technical Training completers who report they are in a job or the military on the 6-Month Follow-up Survey	$425	**$425**	15%	**15%**
Career Technical Training Completer 12-Month Follow-up Placement Rate	No. of initially placed Career Technical Training completers who report they are in a job, the military, or education/training on the 12-Month Follow-up Survey / No. of initially placed Career Technical Training completers who complete the 12-Month Follow-up Survey	70%	**70%**	5%	**5%**
				100%	**100%**

PY 2012 CAREER TECHNICAL TRAINING (CTT) REPORT CARD