

Strategic Goal 1: Prepare workers for better jobs

Strategic Objective 1.1 – Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models through increased employer engagement and partnerships

Analysis and Future Plans

Employment and Training Administration

As the economy continues to recover and job growth returns, the reintegration of millions of unemployed and underemployed workers into jobs that pay family-sustaining wages is essential for spreading the benefits of the recovery more broadly. ETA training and employment programs emphasize, through provision of technical assistance (TA) to the workforce system, training for job-seekers that leads to industry-recognized credentials as a means of increasing their earning potential.¹³

The Workforce Innovation and Opportunity Act (WIOA) was signed into law on July 22, 2014 and is the first reform of the public workforce system in more than 15 years. WIOA supersedes the Workforce Investment Act of 1998 (WIA) and the majority of WIOA provisions became effective beginning PY 2015 (July 1, 2015). Programs authorized under WIOA, including the Adult and Dislocated Worker programs, will be undergoing dramatic transformation throughout PY 2015 and 2016 as WIOA provisions are implemented and the program is further aligned with the job-driven training agenda. For example, WIOA significantly broadens available training options beyond traditional classroom training, by encouraging and streamlining access to work-based training, including on-the-job training, Registered Apprenticeship, and customized training. Work-based training is beneficial to job-seekers, especially the long-term unemployed and low-income, low-skill individuals, and also serves as a tool to engage and partner with employers. However, such strategies require significant staff and financial resources. The Department will use information as it becomes available to re-baseline performance targets and provide further TA as needed.

Entered employment rates (EER) for the WIA Adult, WIA Dislocated Worker, and Senior Community Service Employment Program (SCSEP) increased by 2.6, 2.7, and 1.2 percentage points, respectively, over prior year results.¹⁴ For Adult and Dislocated Worker program participants who received training services, the EER increased by 1.6 and 0.5 percentage points in PY 2014. EER increases are primarily due to improved labor

¹³ This was a DOL Priority Goal in FY 2012-15. For more information, see www.Performance.gov.

¹⁴ Most DOL training and employment programs are forward-funded and report performance on a Program Year (PY) that lags the Federal fiscal year by nine months (e.g., PY 2014 – July 1, 2014 to June 30, 2015). Exceptions that report on a standard fiscal year are the Apprenticeship program and the Trade Adjustment Assistance program.

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markets in the U.S., as evidenced by a reduction in the Total Unemployment Rate from 6.5 percent in FY 2014 to 5.4 percent in FY 2015.¹⁵ Results for those individuals who received training services in Adult and Dislocated Worker programs are significantly higher than results for all exiters who did not receive training. In PY 2014, the EER for all Adult exiters was 63.7 percent; for those receiving training, it was 77.7 percent. For the same period, comparable results for the Dislocated Worker program were 62.7 percent and 81.9 percent, respectively.

Employment Retention Rates (ERR) increased for the Dislocated Worker, National Emergency Grants (NEG), and National Farmworker Job (NFJP) programs in PY 2014 but fell for the Indian and Native American (INA) program. While the ERR for the INA program fell by 2 percentage points from PY 2013 to PY 2014, it should be noted that the program experienced an unusually high ERR in PY 2013. Except for PY 2013, the ERR for PY 2014 is at or above each of the past 5 years' results.

Six Months Average Earnings of Adult program exiters fell by \$281 in PY 2014 while increasing \$731 for Dislocated Worker and almost \$2900 for NEG exiters. The earnings dip for Adult exiters reflects the lack of meaningful wage growth for wages nationally. Individuals who have lost their jobs, through no fault of their own are beginning to successfully reenter the workforce and utilize their skills to increase earnings.

In PY 2015, ETA will continue to build on tested ideas and approaches that work, such as aligning federal, state, and local workforce, education and economic development systems to meet employer demand, strengthening participation of employers, labor, and philanthropic partners in program design and delivery, and increasing use of technology-based training methods. Approaches for the Adult and Dislocated Worker programs include targeting training and reemployment services, especially for vulnerable populations, and evaluating practices that have shown promise over the past decade, such as apprenticeships, on-the-job training, other work-based training and regional and sector strategies. SCSEP remains a mandatory partner in the American Job Center (AJC) network under WIOA. SCSEP participants who can and need to transition to unsubsidized jobs in their communities will benefit from this coordination. SCSEP may also be included in a state's combined state plan, which further promotes the integration of SCSEP into the AJC network.

¹⁵ The "Total Unemployment Rate," calculated using Bureau of Labor Statistics data, is the sum of the (not seasonally adjusted) unemployment level for October through September divided by the sum of the (not seasonally adjusted) labor force level for October through September.

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ETA – Increase the average earnings of individuals served through the Workforce Investment Act (WIA), Registered Apprenticeship, Community Service Employment for Older Americans (CSEOA), Job Corps, and Trade Adjustment Assistance (TAA) Programs

*Target reached (Y), Improved (I), or Not Reached (N)		FY/PY 2011	FY/PY 2012	FY/PY 2013	FY/PY 2014	FY/PY 2015	FY/PY 2016	FY/PY 2017	What Worked	What Didn't Work	Program Performance Improvement Plan
Entered Employment Rate/Employment in the 2nd quarter after exit (WIA Adult)	Target	53.1%	56.7% [r]	61.2%	62.5% [r]	63.1%	TBD	TBD	Increases can be attributed to the recovering economy and an emphasis on job-driven strategies to ensure low-income adults can develop successful careers.		Beginning in PY 2016, Entered Employment Rate (EER) will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 2nd quarter after program exit.
	Result	57.2%	59.9%	61.1%	63.7%	--	--	--			
	Status	Y	Y	I	Y	--	--	--			
Employment Retention Rate/Employment in the 4th quarter after exit (WIA Adult)	Target	73.1%	80.1%	82.0%	82.1%	82.1%	TBD	TBD	Results are impacted by the emphasis on serving low-income individuals.		Beginning in PY 2016, Employment Retention Rate will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 4th quarter after program exit.
	Result	80.8%	81.9%	82.8%	79.5%	--	--	--			
	Status	Y	Y	Y	N	--	--	--			
Six Months Average Earnings/Median Earning in the 2nd quarter after exit (WIA Adult)	Target	\$12,865	\$14,450 [r]	\$13,684	\$13,945 [r]	\$14,194	TBD	TBD	See above.		Beginning in PY 2016, Six Month Average Earnings will be discontinued. The new WIOA measure will be Median Earnings of those employed in the 2nd quarter after program exit.
	Result	\$13,482 [r]	\$13,335 [r]	\$13,842	\$13,561	--	--	--			
	Status	Y	N	Y	N	--	--	--			
Entered Employment Rate - Training (WIA Adult)	Target	71.2%	74.5%	75.8% [r]	77.1% [r]	77.7%	TBD	TBD	The Adult program has emphasized IRC attainment – vital for programs that provide classroom training – to ensure participants can find quality employment.		Beginning in PY 2016, EER will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 2nd quarter after program exit.
	Result	71.2%	74.5%	76.1%	77.7%	--	--	--			
	Status	Y	Y	Y	Y	--	--	--			

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*Target reached (Y), Improved (I), or Not Reached (N)		FY/PY 2011	FY/PY 2012	FY/PY 2013	FY/PY 2014	FY/PY 2015	FY/PY 2016	FY/PY 2017	What Worked	What Didn't Work	Program Performance Improvement Plan
Entered Employment Rate/Employment in the 2nd quarter after exit (WIA Dislocated Worker)	Target	49.7%	58.6%	61.2% [r]	62.3%	62.8%	TBD	TBD			Beginning in PY 2016, Entered Employment Rate will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 2nd quarter after program exit.
	Result	61.1%	60.0%	60.0%	62.7%	--	--	--			
	Status	Y	Y	N	Y	--	--	--			
Employment Retention Rate/Employment in the 4th quarter after exit (WIA Dislocated Worker)	Target	78.0%	82.0% [r]	84.4% [r]	84.6%	84.6% [r]	TBD	TBD			Beginning in PY 2016, Employment Retention Rate will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 4th quarter after program exit.
	Result	84.2% [r]	84.3%	83.8%	85.0%	--	--	--			
	Status	Y	Y	N	Y	--	--	--			
Six Month Average Earnings/Median Earnings in the 2nd quarter after exit (WIA Dislocated Worker)	Target	\$15,418	\$18,346 [r]	\$16,364 [r]	\$16,694	\$16,998	TBD	TBD			Beginning in PY 2016, Six Month Average Earnings will be discontinued. The new WIOA measure will be Median Earnings of those employed in the 2nd quarter after program exit.
	Result	\$16,500	\$15,930	\$15,977	\$16,708	--	--	--			
	Status	Y	N	I	Y	--	--	--			
Entered Employment Rate/Employment in the 2nd quarter after exit - Training (WIA Dislocated Worker)	Target	--	--	82.4%	83.5%	84.0%	TBD	TBD	The Dislocated Worker program has emphasized IRC attainment which is vital for programs that provide classroom training in order to ensure participants can find quality employment.		Beginning in PY 2016, Entered Employment Rate will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 2nd quarter after program exit.
	Result	80.6%	81.2%	81.4%	81.9%	--	--	--			
	Status	--	--	I	I	--	--	--			

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*Target reached (Y), Improved (I), or Not Reached (N)		FY/PY 2011	FY/PY 2012	FY/PY 2013	FY/PY 2014	FY/PY 2015	FY/PY 2016	FY/PY 2017	What Worked	What Didn't Work	Program Performance Improvement Plan
Employment Retention Rate/Employment in the 4th quarter after exit (WIA National Dislocated Worker Grants)	Target	77.1%	83.9%	88.4% [r]	88.6%	88.6%	TBD	TBD			Beginning in PY 2016, Employment Retention Rate will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 4th quarter after program exit.
	Result	88.3% [r]	88.9% [r]	89.9% [r]	89.7%	--	--	--			
	Status	Y	Y	Y	Y	--	--	--			
Six Month Average Earnings/Median Earnings in the 2nd quarter after exit (WIA National Dislocated Worker Grants)	Target	\$12,953	\$17,935	\$18,619 [r]	\$18,979	\$19,321	TBD	TBD			Beginning in PY 2016, Six Month Average Earnings will be discontinued. The new WIOA measure will be Median Earnings of those employed in the 2nd quarter after program exit.
	Result	\$19,134	\$18,138	\$16,980 [r]	\$21,214	--	--	--			
	Status	Y	Y	N	Y	--	--	--			
Entered Employment Rate/Employment in the 2nd quarter after exit (Senior Community Service Employment Program)	Target	44.1%	48.6%	42.8%	43.9%	45.0% [r]	TBD	TBD	Grantees focused on improving unsubsidized employment placement by increasing employer engagement, enhancing services available to participants through partnerships, and expanding training options.		Beginning in PY 2016, Entered Employment Rate will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 2nd quarter after program exit.
	Result	40.6% [r]	42.5% [r]	45.2%	46.4%	--	--	--			
	Status	--	I	Y	Y	--	--	--			
Number of Participants Served (Senior Community Service Employment Program)	Target	70,852 [p]	70,718 [p]	67,019 [p]	67,019 [p]	67,185 [p]	67,185 [p]	67,185 [p]	Changes at the agency level for several State grantees led to less recruitment efforts and an increase in the minimum wage in several states and localities.		In PY 2015 ETA will consider what technical assistance we can provide to grantees to increase their enrollment of SCSEP eligible participants even as there are organizational changes.
	Result	77,331 [r]	67,551 [r]	67,814	67,356 [r]	--	--	--			
	Status	--	--	--	--	--	--	--			

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*Target reached (Y), Improved (I), or Not Reached (N)		FY/PY 2011	FY/PY 2012	FY/PY 2013	FY/PY 2014	FY/PY 2015	FY/PY 2016	FY/PY 2017	What Worked	What Didn't Work	Program Performance Improvement Plan
Employment Retention Rate/Employment in the 4th quarter after exit (National Farmworker Jobs Program)	Target	70.1%	76.5%	83.2% [r]	83.2%	83.3%	TBD	TBD	NFJP grantees partnered with community organizations and state agencies to provide employment and training services to counter the chronic unemployment experience by farmworkers.		Beginning in PY 2016, Employment Retention Rate will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 4th quarter after program exit.
	Result	80.9%	83.1%	85.6%	86.4%	--	--	--			
	Status	Y	Y	Y	Y	--	--	--			
Number of Participants Served (National Farmworker Jobs Program)	Target	18,340 [p]	18,304 [p]	18,690 [p]	20,676 [p]	20,676 [p]	20,676 [p]	20,676 [p]			
	Result	20,257	20,330	18,025	41,300	--	--	--			
	Status	--	--	--	--	--	--	--			
Employment Retention Rate/Employment in the 4th quarter after exit (Indian and Native American Program)	Target	69.6%	73.1%	78.0% [r]	78.2%	78.2%	TBD	TBD			Beginning in PY 2016, Employment Retention Rate will be discontinued. The new WIOA measure will be calculated based on the percent employed in the 4th quarter after program exit.
	Result	76.8%	77.9%	79.4%	77.4%	--	--	--			
	Status	Y	Y	Y	N	--	--	--			
Number of Participants Served (Indian and Native American Program)	Target	32,000	28,948	27,439	28,047	31,748	34,458	35,837	Emphasis on decreasing the amount unspent funds at the end of the PY by enrolling more participants in the program.		
	Result	38,238	35,464	36,498	31,765	--	--	--			
	Status	Y	Y	Y	Y	--	--	--			

Sources: WIA Adult and Dislocated Worker - Annual State WIA performance reports (ETA-9091) and quarterly reports (ETA-9090). INAP - quarterly reports (ETA-9084). NFJP - WIA Standard Participant Record (WIASPR) and Program Status Summary Reports (ETA-9095). SCSEP - SCSEP Performance and Results Quarterly Performance Report (SPARQ).

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Notes: Targets for most of the programs that support this strategic objective have been revised [r] based on a regression model that accounts for the effect of unemployment rates on program performance outcomes and OMB's assumptions about future economic conditions. Several states (AK, AR, DE, ID, MT, NE, SC, VT, and WY) are not included in the Entered Employment Rate - Training measure for the Adult and Dislocated Worker programs.

Veterans' Employment and Training Service

VETS assesses the performance of the American Job Center system on behalf of veterans served by the Jobs for Veterans State Grants (JVSG) program by tracking the services provided to participants and participants' employment outcomes. Over the past three fiscal years, VETS' federal staff have provided monitoring, oversight, and technical assistance to State Workforce Agencies (SWAs) to aggressively increase the rate of intensive services provided to JVSG participants. Intensive services include comprehensive and specialized assessments of skill levels and needs, development of an individual employment plan, group and individual career counseling and planning, and short-term skills development (such as interview and communication skills). Since FY 2011, the rate of intensive services, which have been shown to improve employment outcomes, has increased from 25.0 percent to 75.9 percent. VETS is on target to reach 90 percent for the period ending September 30, 2016.

In April 2014, the Department released guidance which clarified that only veterans with significant barriers to employment, or other veteran populations specified by the Secretary, may be referred to the JVSG program. The guidance also outlined the statutorily-mandated responsibilities of Disabled Veterans' Outreach Program (DVOP) specialists to provide intensive services to veterans, and of Local Veterans' Employment Representative (LVER) staff to conduct outreach activities to local businesses and employers. A 2015 analysis of American Job Centers services by the Department's Chief Evaluation Office found veterans in AJC employment programs, particularly those in JVSG, are doing better than non-veterans on a number of dimensions, including receiving services more quickly (consistent with priority of service), becoming employed, staying employed, and having higher earnings.

VETS also reports on the average earnings of participants, six months after exit from the program. This measure is tracked for all veterans and for the subset of post-9/11 Era veterans, or those who served after September 1, 2001. The FY 2015 result for veterans with significant barriers to employment was higher than the 2014 result but still lower than the target.

In FY 2015, VETS continued work to improve the DOL Employment Workshop for exiting service members. In the final two quarters of the fiscal year, VETS conducted a complete review and revision of the DOLEW curriculum. The curriculum was updated to include employment protections for veterans under the Equal Employment Opportunity (EEO) and Americans with Disabilities Act (ADA). In addition, VETS added content on the Veterans Employment Center portal and expanded the information covering American Job Centers and Registered Apprenticeships. This incorporated extensive input from TAP stakeholders to include; military transition services personnel, transitioning service members, private sector employers, and Veterans Service Organizations (VSOs). The revised curriculum will be implemented in FY 2016.

VETS conducts compliance investigations under the Uniformed Services Employment and Reemployment Rights Act (USERRA). Beginning in FY 2012, VETS implemented a metric to assess the quality of USERRA investigations. Each quarter, a sampling of closed cases is reviewed by

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experienced USERRA investigators. The results of this measure remain on target, with FY 2015 cases receiving an average score of 91.6 percent. VETS is committed to continuous improvement of its USERRA program, and will continue to implement process improvements in FY 2016.

VETS – Provide increased rates of intensive services to veterans and their families to advance their employment opportunities and protect the employment and reemployment rights of service members

*Target reached (Y), Improved (I), or Not Reached (N)		FY/PY 2011	FY/PY 2012	FY/PY 2013	FY/PY 2014	FY/PY 2015	FY/PY 2016	FY/PY 2017	What Worked	What Didn't Work	Program Performance Improvement Plan
Average six-month earnings of veterans served by DVOP specialists	Target	--	\$15,750	\$16,000	\$16,500	\$16,500	\$16,250	\$16,500	In the first year after JVSG refocusing, only those veterans with significant barriers to employment were referred to DVOP specialists, as opposed to all veteran job seekers.	Given that the program provided services to a "harder-to-serve" population, post-participation wages were lower than anticipated.	The agency will correct future targets to more appropriately reflect the wages of veterans with significant barriers to employment.
	Result	\$15,619	\$16,129	\$16,242	\$15,748	\$16,201	--	--			
	Status	--	Y	Y	N	I	--	--			
Average six-month earnings of post-9/11 Era veterans served by DVOP specialists	Target	--	--	Base	\$15,000	\$16,000	\$16,250	\$16,500	JVSG eligibility was expanded in FY 2014 to include any veteran, ages 18-24, and specific groups of transitioning service members.	N/A	VETS continues to promote increasing rates of intensive services for participants to mitigate significant barriers to employment.
	Result	--	--	\$14,742	\$15,725	\$16,346	--	--			
	Status	--	--	--	Y	Y	--	--			
Percent of JVSG Veterans receiving intensive services - FY basis	Target	--	32.0%	38.0%	50.0%	75.0%	90.0%	90.0%	The rate of intensive services continues to increase, due to federal oversight and guidance.	N/A	N/A
	Result	25.0%	31.0%	39.2%	47.4%	75.9%	--	--			
	Status	--	I	Y	I	Y	--	--			
Average facilitator TAP assessment score	Target	--	--	--	Base	90.0%	92.0%	92.0%	This was the second year that the Agency used a standardized tool to assess TAP DOLEW facilitators. The average assessment score continues to improve.	N/A	N/A
	Result	--	--	--	90.8%	94.1%	--	--			
	Status	--	--	--	--	Y	--	--			

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*Target reached (Y), Improved (I), or Not Reached (N)		FY/PY 2011	FY/PY 2012	FY/PY 2013	FY/PY 2014	FY/PY 2015	FY/PY 2016	FY/PY 2017	What Worked	What Didn't Work	Program Performance Improvement Plan
Percent of Closed Cases Meeting the Agency's Quality Standard	Target	--	Base	84.0%	84.0%	92.0%	92.0%	92.0%	The USERRA quality measure remained above 90% for the second straight year. The Agency continues to promote a balance between timeliness of investigations and quality.	N/A	N/A
	Result	--	83.3%	83.4%	91.5%	91.6%	--	--			
	Status	--	--	I	Y	I	--	--			

Sources: State reported outcomes via the VETS-200 Reports, except for the states of Pennsylvania, Texas, and Utah, which use the ETA-9133 Reports. The Veterans' Employment and Training Operations and Programs Activity Report (VOPAR) system, USERRA Information Management System.

Notes: