

Governor's 2009 Workforce Evaluation Report
State Administered Workforce Programs
October 1, 2009

Background

Section 2.2-435.7(11) requires the Governor, as the Chief Workforce Development Officer, to submit to the chairs of the House and Senate Commerce and Labor Committees copies of evaluations by the Chief Workforce Development Officer of the accountability and performance of the Commonwealth's workforce programs; and regional workforce, education and economic development reports of the Office of the Chancellor of the Virginia Community College System.

Section 2.2-435.7(8) and 10(i) requires the Chief Workforce Development Officer to annually evaluate state administered workforce programs according to the following:

- Use the performance measures developed through the strategic planning process, which are the program success rates in relation to the performance measures established by the Virginia Workforce Council (VWC).
- To the extent feasible, compare per-person costs for each program or activity.
- To the extent feasible, provide a comparative rating of each program or activity based on success in meeting program objectives.

Workforce System Measures Established

The performance measures established by the VWC in 2005 are considered workforce system measures in that they indicate how the state administered workforce programs are performing as a system rather than as individual programs. The system outcome measures are to be applied across all workforce programs. Those measures are:

- Short-term employment rate (are participants employed six months after program exit?)
- Long-term employment rate (are participants employed twelve months after program exit?)
- Earnings level (median earning six months after program exit)
- Credential completion rate (obtained a credential while enrolled in the program or twelve months after program exit)
- Repeat employer customer (customer satisfaction).

These outcome measures are intended to answer the following policy questions:

- Do people get jobs?
- What are they paid?
- Do the jobs last?
- To what extent do education levels increase?
- Are participants trained for jobs in demand?
- Are employers satisfied with the service?

Additionally, the effectiveness of each program in relation to the others is to be determined and then programs are to be ranked. The statute requires that the evaluations and comparative ratings shall be considered in allocating resources for workforce development and training programs.

Executive Branch Direction

In 2007, the Senior Advisor for Workforce contracted with the Upjohn Institute for Employment Research to evaluate the state's major workforce programs as required at § Section 2.2-435.7(8) and 10(i) of the Code of Virginia. Upjohn used available data on individuals served by these programs and wage and employment data from the Virginia Employment Commission's Unemployment Insurance files. The results of this analysis revealed several challenges to joining state agency data files and comparing state agency workforce program outcomes.

Additionally, Governor Kaine issued Executive Order Sixty-One (2008) to articulate expectations in regard to workforce system program performance and accountability. Specifically, a workforce program participant data repository was to be developed to address the statutory mandate for workforce program evaluation..

Challenges in Comparing and Ranking State Workforce Programs

The first major challenge involved the varying differences in many aspects of the state administered workforce programs. There are seventeen programs listed in Executive Order 61 spanning eleven state agencies. Each of these programs, while supporting the development of a strong and competent workforce in the Commonwealth, has varying directives and requirements prescribed by the funding that supports it. Some of Virginia's workforce programs focus on immediate labor force attachment (e.g., the Wagner-Peyser employment service, the Virginia Initiative for Employment not Welfare (VIEW) program), while others focus on longer-term human capital development (e.g., the Adult Basic Education program, Post-secondary Career and Technical Education programs).

Additionally, at least one agency, the Department of Business Assistance (DBA), operates a workforce program (the Virginia Jobs Investment Program) whose participants are employers, rather than individual workers or jobseekers. Finally, many programs have mandatory participation requirements (e.g., VIEW, the Department of Correctional Education's (DCE) Career and Technical Education Program) while others are voluntary and/or require applicants to meet specific eligibility criteria (e.g., the vocational rehabilitation programs operated by the Department of Rehabilitative Services(DRS) and the Department for the Blind and Vision Impaired (DBVI)).

Differences in funding sources and mandates have led individual programs to establish accountability and reporting systems that are not necessarily complementary, and often require collection of very different data elements. As a result, the available information for reporting on outcomes varies from program to program and all programs do not collect the data necessary to support the VWC workforce system measures.

Under such widely varying conditions it is virtually impossible to compare across programs in any meaningful way and it is not methodologically acceptable to do so, unless the playing field is leveled. Joining the data together and using statistical methods and analysis to standardize the data is a means to level the playing field.

The impacted agencies offer the following recommendations as remedies for the administrative challenges.

- I. Virginia's workforce agencies, under the guidance of the Chief Workforce Development Officer (CWDO), should collaborate to develop and implement an interagency plan for workforce program evaluation that establishes a common model and methodology for measuring the performance of each program.
- II. The CWDO should work with the state's workforce agencies, using the interagency plan for workforce program evaluation, to develop and implement integrated performance information (IPI) system for Virginia's workforce programs that makes use of shared information from existing administrative data systems.
- III. The General Assembly should consider modifying the current requirement for annual evaluations by reducing the frequency of the evaluations to every 2-4 years as a cost-saving measure.
- IV. The General Assembly should consider developing consistent language for each of the Virginia Code sections authorizing the relevant workforce programs to emphasize that data-sharing for evaluation purposes is a proper use of the administrative data maintained by each of the programs.

The first two recommendations would be addressed by the next Administration. The last two recommendations require General Assembly action. The agencies submitting these recommendations include: Department of Labor and Industry; Virginia Community College System; Virginia Department for the Aging; Department of Rehabilitative Services; Department for the Blind and Vision Impaired; Department of Correctional Education; Department of Education; Department of Juvenile Justice; Department of Social Services; Virginia Employment Commission; and the Department of Business Assistance.

The second major challenge involves prohibitions in the Virginia Government Data Collection Dissemination Practices Act, commonly known as the Privacy Act. According to the Attorney General's Office, the Privacy Act, prohibits the joining together of state agency workforce program data for the purposes of evaluation. Consequently, a comparison of performance and cost against the VWC workforce system measures could not be done. The Governor's Office will be drafting legislation to remedy this challenge.

Individual Program Performance

While a comparative evaluation was not possible on the workforce system measures due to constraints previously noted, the agencies have produced information on their individual program performance. That information follows.

Compilation of Performance Information, State Administered Workforce Programs

Administering Agency	Program Name	Federal or State Performance Element	Target	Actual Outcome	Reporting Period	Cost per Participant Served
Department for the Aging	Senior Community Services Employment Program	Entered Employment	40%	54%	7/1/07 – 6/30/08	\$5,691
		Employment Retention	64%	71.7%		
		Average Earnings	\$6,568	\$5,578		
		Service Level	155%	139.7%		
		Community Service	74%	79.4%		
Department for the Blind and Vision Impaired	Vocational Rehabilitation	The number of individuals exiting the Vocational Rehabilitation (VR) program who achieved an employment outcome during the current performance period.	197	183	10/1/07 – 9/30/08	\$10,215
		Of all individuals who exited the VR program after receiving services, the percentage that are determined to have achieved an employment outcome.	68.9%	60.80%		
		% who exit in competitive, self or business enterprise program with at least minimum wage	35.4%	84.70%		
		% of those who exit in competitive, self or business enterprise program that have significant disability	89%	99%		
		Ratio of average hourly earnings of exiters compared to statewide average hourly earnings	.59	.677		
		Difference between percentage of exiters who reported their own income as largest source and the percent of those reporting at the time they apply for VR services	30.4%	36.13%		

		Service rate for all individuals from minority background as a ratio to service rate for all individuals from non minority background	.80	.831		
Department of Business Assistance	Virginia Jobs Investment Program	Assistance for economic development projects	500	458	7/1/08 – 6/30/09	\$502.63
		Jobs created or retained	13,000	14,587		
Administering Agency	Program Name	Federal or State Performance Element	Target	Actual Outcome	Reporting Period	Cost per Participant Served
Department of Correctional Education	Career and Technical Education	Increase between pre and post test scores for youth	22.2	25.71	7/1/08 – 6/30/09	\$1,482 (\$1,512 when including federal funds)
		Youth participants completing with minimum established competencies	95.53%	100%		
		Rate of competencies obtained for adult course completions	97.36%	98.2%		
		Increased number o construction trades programs with an industry based certifications	49	51		
Department of Education	Adult Education and Literacy	Adult Basic Education (ABE) Beginning Literacy	48%	47%	7/1/07 – 6/30/08	\$436.64
		ABE Beginning Basic Education	50%	45%		
		ABE Intermediate Low	50%	45%		
		ABE Intermediate High	40%	38%		
		Adult Secondary Education (ASE) Low	36%	38%		
		English as Second Language (ESL) beginning Literacy	41%	36%		
		Low beginning ESL	40%	46%		
		High Beginning ESL	40%	47%		
		ESL Intermediate Low	50%	43%		
		ESL Intermediate High	51%	44%		
		Advanced ESL	32%	28%		

		Secondary Credential	89%	91%		
		Entering Employment	36%	54%		
		Retaining Employment	58%	67%		
		Entering Post Secondary Education or Training	33%	43%		
Department of Juvenile Justice	Youth Industries and Institutional Work Program	Re- arrest rate of those released		34.6%	7/1/06 – 6/30/06	No system to track separate program cost from overall cost
		Re-conviction rate of those released	N/A	21.2%		
		Re-incarceration rate of those released	N/A	13.5%		
Department of Labor and Industry	Registered Apprenticeship	Increase the number of active registered apprentices		3.8% decrease	7/1/08 – 6/30/09	\$56.07
		Increase net number of registered sponsors		5.2% decrease		
Administering Agency	Program Name	Federal or State Performance Element	Target	Actual Outcome	Reporting Period	Cost per Participant Served
Department of Rehabilitative Services	Vocational Rehabilitation	Increase number from previous year of those exiting who achieve employment following receipt of VR services		265 decrease from FFY2007	10/1/07 – 9/30/08	\$3,297
		Rehabilitation Rate	55.8%	57.35%		
		% who exit in competitive, self or business enterprise program with at least minimum wage	72.6%	92.47%		
		% of those who exit in competitive, self or business enterprise program that have significant disability	62.4%	98.41%		
		Ratio of average hourly earnings of exiters compared to statewide average hourly earnings	.52	.418		

		Difference between percentage of exiters who reported their own income as largest source and the percent of those reporting at the time they apply for VR services.	53%	50.32%		
		Service rate for all individuals from minority background as a ratio to service rate for all individuals from non minority background	.80	.992		
Department of Social Services	Food Stamp Employment and Training	Number of participants receiving workforce services	7,407	7,511	10/1/07 – 9/30/08	\$145.99 per component assignment
Department of Social Services	Virginia Initiative for Employment and not Welfare	Work participation rate	37%	46%	7/1/08 – 6/30/09	\$1,688
		Percent Employed	50%	52.4%		
		Job Retention at 90 days	75%	70.2%		
Virginia Community College System	Postsecondary Career and Technical Education (Carl Perkins program)	Technical Skills Attainment	60.5%	73.8%	6/1/07 – 5/31/08	\$33.46
		Completion	42%	40.6%		
		Retention and Transfer	50%	71.6%		
		Non-traditional gender representation	18.5%	18.4%		
		Non-traditional gender completion	14%	16.9%		
Virginia Community College System	Workforce Investment Act Adult program	Entered Employment Rate	82%	78.3%*	7/1/07 – 6/30/08	\$737
		Employment Retention Rate	86%	79%*		
		Average Earnings	\$11,208	\$9,924*		
		Employment and Credential Rate	64%	66.9%		
Virginia Community College System	Workforce Investment Act Dislocated Worker program	Entered Employment Rate	85%	82.2%*	7/1/07 – 6/30/08	\$1,589
		Employment Retention Rate	92%	90.9%*		
		Average Earnings	\$14,000	\$13,423*		
		Employment and Credential Rate	68%	65% ¹		
Administering Agency	Program Name	Federal or State Performance Element	Target	Actual Outcome	Reporting Period	Cost per Participant
Virginia Community College System	Workforce Investment Act Youth program	Older youth entered employment rate	75%	71%*	7/1/07 – 6/30/08	\$3,494

¹ Considered to “meet” outcome under federal program standards

		Older youth employment retention rate	85%	83.3%*		
		Older youth earnings change	\$3,000	\$3,275		
		Older youth employment and credential rate	68%	36.1%		
		Younger youth skill attainment rate	88%	68.4%		
		Younger youth high school diploma or equivalent rate	68%	58%*		
		Younger youth retention rate	66%	64.6%*		
Virginia Community College System	Workforce Investment Act overall	Participant customer satisfaction rate	80%	75%	7/1/07 – 6/30/08	N/A
		Employer customer satisfaction rate	80%	77%		
Virginia Employment Commission	Job Service	Entered Employment Rate	75%	69% ²	10/1/07 – 9/30/08	\$51.49 overall for Job Service
		Employment Retention Rate	81%	83%		
		Average Earnings	\$11,642	\$12,402		
Virginia Employment Commission	Job Service	Veterans Entered Employment Rate	67%	69%	10/1/07 - 9/30/08	\$51.49 overall for Job Service
		Veterans Employment Retention Rate	82%	84%		
		Veterans Average Earnings	\$15,184	\$15,887		
		Disabled Veterans Entered Employment Rate	64%	66%		
		Disabled Veterans Employment Retention Rate	81%	83%		
		Disabled Veterans Average Earnings	\$15,648	\$16,784		
Virginia Employment Commission	Trade Adjustment Assistance ³	Entered Employment Rate	73%	61%	10/1/07 - 09/30/08	\$3,111
		Employment Retention Rate	91%	87%		
		Average Earnings	\$14,050	\$10,517		
Virginia Employment Commission	Disabled Veterans Outreach Program (DVOP)	Disabled Veterans Entered Employment Rate after staff services	64%	66%	10/1/07 - 09/30/08	See below
		Disabled Veterans Employment Retention Rate after staff services	81%	82%		

² Considered to “meet” outcome under federal program standards

³ Trade program results are not state-level specific; rather they are national figures

Virginia Employment Commission	Local veterans Employment Representative Program (LVER)	Recently separated Veterans Entered Employment Rate after staff services	67%	72%	10/1/07 - 09/30/08	See below
		Recently separated Veterans Employment Retention Rate after staff services	80%	85%		
Virginia Employment Commission	Consolidated DVOP and LVER program for all Veterans	Entered employment rate after staff services	68%	71%	10/1/07 - 09/30/08	\$247.08
		Employment Retention Rate after staff services	82%	84%		
		Average Earnings	\$15,265	\$15,978		

Virginia Community College System Regional Collaboration

The Office of the Chancellor of the Virginia Community College System has not produced any reports on accomplishments and recommendations related to regional cooperation on workforce, education, and economic development issues, but Virginia’s Community Colleges are regularly at the forefront in designing and implementing effective education and skills strategies to meet employer-defined needs that support regional economic development efforts. Some examples include:

NoVaHealthFORCE Initiative - championed by Northern Virginia Community College, the SkillSource Group, the Northern Virginia Workforce Investment Board (Area #11) and multiple regional health care providers as the result of an increasingly threatening shortage in the region’s health-care workforce and recognition that collaborative action by the region’s health-care stakeholders was the only solution to this worker shortage crisis. The initiative has resulted in increased capacity in the health-care education and training system; sustaining an ongoing supply of people interested in health-care careers; and nurturing innovation, specifically in health information technology. The effort was recognized in a national report released by the American Association of Community Colleges’ Center for Workforce and Economic Development and the National Center on Education and the Economy Workforce Strategies Group.

The Southeast Virginia Advanced Manufacturing Pipeline - is a regional project directed by Thomas Nelson Community College Workforce Development, and in association with Tidewater, Paul D. Camp and Eastern Shore community colleges in partnership with the Greater Peninsula, Hampton Roads and Bay Consortium Workforce Investment Boards and their One-Stop career center systems. Key features of the Pipeline are an individual assessment of each company to determine its needs, job profiling of the positions within the company, recruitment and training assistance, employee training and apprenticeships. This demand-driven, flexible-entry-flexible-exit (FEFE) system has proven to be highly effective in preparing job candidates, leading to greatly improved performance and retention.

Fast Track Software Development Training Program – a regional response to meet the education and training needs of the Information Technology sector spurred by the opening of two major facilities in Southwest Virginia; CGI and Northrop Grumman, which combined will create over 700 new jobs. The program was designed by Southwest Virginia Community College, Mountain Empire Community College, and Virginia Highlands Community College (VHCC), who in conjunction with IT industry subject matter experts designed an accelerated training program focused on developing skills in JAVA and C++ programming. The colleges participate in a regional partnership team comprised of the

Department of Business Assistance, Russell County Public Schools, Southwest Virginia Higher Education Center, University of Virginia at Wise, Virginia Tech, Radford, East Tennessee State University and the Southwest Virginia Workforce Investment Board, along with the two companies, to ensure that they have success in hiring and other workforce needs.

Central Virginia Engineering Program – This collaborative of the Central Virginia Community College (CVCC) and University of Virginia (UVA) will result in the establishment of a UVA undergraduate engineering program in Lynchburg, Virginia. CVCC will provide the first two years of instruction with UVA providing the instruction for years three and four at the CVCC main campus. UVA will provide instruction with full time/adjunct faculty and distance education. CVCC and local companies will provide the necessary laboratory facilities. Another essential component of the program is a direct affiliation with local companies for students. Sponsoring companies can provide tuition assistance, co-op. mentoring, financial assistance, and/or job opportunities to these students in an effort to retain local students in the five jurisdictions that comprise Region 2000 in Central Virginia, thereby also meeting economic development interests for existing and potential business with varied engineering needs. The Region 2000 Workforce Investment Board and its one stop center will also be used to recruit and screen potential students for these companies vested in the program.

Summary

Despite the administrative challenges that exist, state workforce agencies agree that the opportunity exists to enhance their collective ability to provide the General Assembly and other policy makers with valid, meaningful and reliable information on workforce program outcomes. With the remedies suggested earlier in this report and changes to the Virginia Privacy Act, these opportunities can be realized.