

# Report to the Virginia Legislature on Code of Virginia § 2.2-435.7.

## Performance of Workforce Development and Training Programs and Activities

### Comparison of the Per-person Costs for Each Program or Activity

The Commonwealth’s workforce system served slightly fewer than 1.4 million Virginia career seekers in 2015. Figure 1.1 breaks these customers into groups served by each of the eight agencies administering state or federally-funded workforce programs.\*

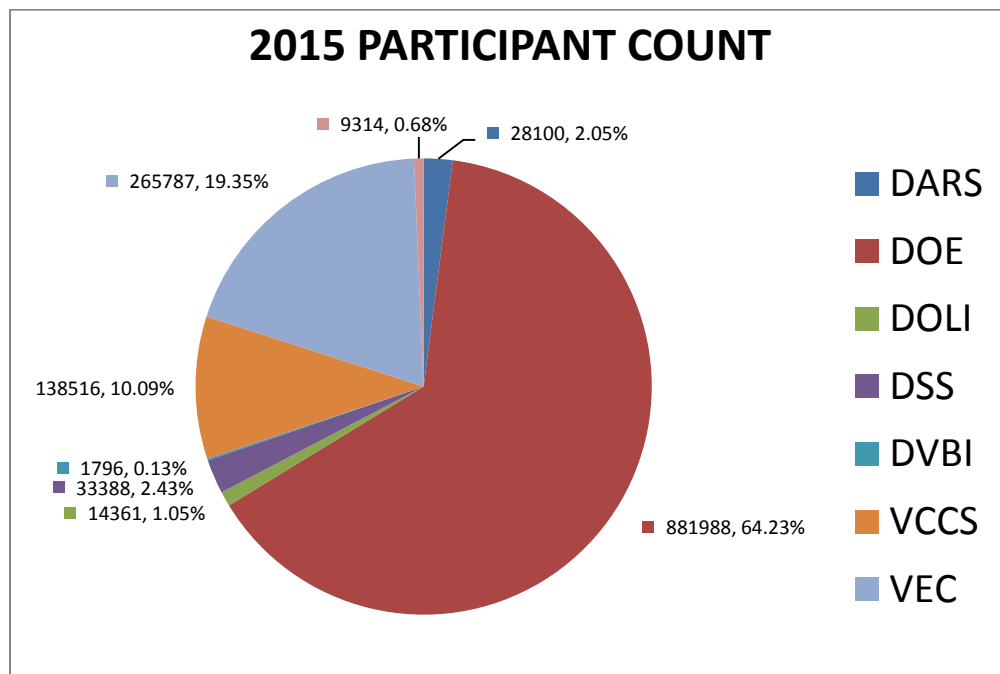


Figure 1.1

Figure 1.2 shows the cost per participant for all twenty-five programs or grants administered by the eight agencies in Virginia’s workforce system. Because the programs vary greatly in purpose and outcome for their customers, no attempt was made to compare the cost per participant from one program to another. Rather, Figure 1.1 provides an indication of the financial resources currently used to move customers with varying needs, skills, and work-readiness levels into the workforce through each program.

<b>Agency/Program</b>	<b>Cost Per Participant</b>
<b>DARS (Average Cost per Participant for All Programs)</b>	\$ 3,060.84
WIOA Title 4 - Vocational Rehabilitation Program	\$ 3,060.84
<b>DOE (Average Cost per Participant for All Programs )</b>	\$ 119.88
Career Technical Education - Secondary Perkins	\$ 136.07
Microsoft IT Program	\$ 45.25
Path to Industry Certification	\$ 7.97
PluggedIn VA	\$ 1,879.71
WIOA Title 2 - Adult Basic Education	\$ 790.08
Workplace Readiness Skills Assessment	\$ 6.58
<b>DOLI (Average Cost for All Programs )</b>	\$ 67.48
Registered Apprenticeship	\$ 67.48
<b>DSS (Average Cost per Participant for All Programs )</b>	\$ 1,630.75
Supplemental Nutrition Assistance Program Employment and Training (SNAP E&T)	\$ 2,292.49
VA Initiative for Employment Not Welfare (VIEW)	\$ 1,724.22
Virginia Refugee Resettlement Program	\$ 1,315.16
Employment Advancement for TANF Recipients	\$ 1,121.93
<b>DVBI (Average Cost per Participant for All Programs)</b>	\$ 6,812.59
WIOA Title 4 - Vocational Rehabilitation Program	\$ 6,812.59
<b>VCCS (Average Cost per Participant for All Programs)</b>	\$ 406.71
Institutes of Excellence	\$ 519.71
Non-Credit Workforce Training	\$ 97.88
Post-Secondary Perkins	\$ 56.54
WIOA Title 1 - Adult	\$ 3,569.62
WIOA Title 1 - Dislocated Worker (less Rapid Response)	\$ 3,377.23
WIOA Title 1 - Rapid Response	\$ 2,523.34
WIOA Title 1 - Youth	\$ 4,944.99
<b>VEC (Average Cost per Participant for All Programs )</b>	\$ 92.84
Jobs for Veterans State Grant Program	\$ 201.50
Trade Act Program	\$ 5,722.60
WIOA Title 3 - Wagner-Peyser	\$ 65.54
Workforce Information Grant	\$ -
<b>VEDP (Average Cost per Participant for All Programs)</b>	\$ 689.61
Virginia Jobs Investment Program	\$ 689.61
<b>Average for All Programs</b>	\$ 252.56

Figure 1.2

Explanation of the Extent to Which Each Agency's Appropriation Requests Incorporate the Data Reflected in the Cost Comparison (Above)

By and large, program appropriations do not reflect the cost per participant; nor are the measured outcomes of each program connected with that cost. This dynamic is particularly true in federally-funded programs, for which performance measures are reflective of specific outcomes mandated by the federal government. Figure 2.1 shows the mandated performance measures for several workforce programs and their negotiated outcomes. None of the outcomes directly compares cost per participant to program appropriations.

Agency	Measure	2013 Actual	Diff Target
VEC	<b>Wagner-Peyser</b>		
	Entered Employment Rate	61%	11%
	Average Earnings	\$14,428	\$128
VDOE	<b>Secondary Perkins</b>		
	Graduation Rate	99%	16%
	Transition Rate from Secondary School to Postsecondary Education, Employment or Military	94%	6%
	<b>Adult Ed</b>		
	Obtain GED	88%	3%
	Entered Employment Rate	31%	-1%
DSS	<b>Refugee Resettlement Program</b>		
	Entered Employment - FT	1058	318
	Entered Employment - PT	309	11
	Entered Employment - FT w/ Health Benefits	729	254
	Average Hourly Wage	9.74	-0.07
DBVI	<b>Vocational Rehabilitation</b>		
	Number of Closed Cases with an Employment Outcome	195	36
DARS	<b>Senior Community Service (Title V)</b>		
	Entered Employment	33%	38%
	Average Earnings	\$7,707	\$4,976
	<b>Vocational Rehabilitation</b>		
	Competitive Employment Rate	97%	24%
	Average Hourly Earnings	43%	-9%
VCCS	<b>WIA</b>		
	Adult Entered Employment Rate	67%	-5%
	Adult Average Earnings	\$11,182	182
	Dislocated Worker Entered Employment Rate	81%	-1%

Legend	Definition
Fail	Did not meet threshold
Met	Threshold of Target
Exceed	100% of Target

Dislocated Worker Average Earnings	\$17,245	245
Youth Placement in Employment or Education	60%	0%
<b>Perkins</b>		
Completion	43%	2%
Employment	68%	-8%

Figure 2.1

### Comparative Ratings

Comparative ratings have not been performed for workforce system programs. The workforce partners have not yet agreed on a methodology to compare programs and their outcomes in meaningful, relevant ways.

## **Biennial Report on Improvements in the Coordination of Workforce Development Efforts Statewide**

### Program Success Rates in Relation to Performance Measures Established by the Virginia Board of Workforce Development

The Virginia board of Workforce Development is currently formulating workforce system performance measures that align with WIOA and with the Governor’s workforce priorities in the New Virginia Economy. As a barometer of the success of the Board’s four, newly adopted “priority objectives,” key performance indicators on which system-wide performance measures will be built were also articulated. Those indicators are:

**Priority Objective One:** Identify Current and Future Workforce Needs of Virginia Businesses, and Identify Related Training and Credentialing Requirements

#### *Key Performance Indicators*

1. Increase training investments in activities related to demand occupations.
2. Increase accessibility to and utilization of relevant labor market information, and actionable data on Virginia’s workforce and economy.
3. Increase awareness of regional labor markets among system stakeholders, and common language for dialogue about skills gaps.
4. Deliver at least one piece of strategic research annually that provides actionable data for workforce system partners.

**Priority Objective Two:** Recommend and Support Strategies to Better Prepare and Match Trained Workers with Available and Emerging Jobs

*Key Performance Indicators*

1. Increase the number of industry-relevant workforce credentials and improve alignment with demand occupations.
2. Increase the quality and quantity of regional sector partnerships that support business-led solutions.
3. Increase the awareness and utilization of the Virginia Workforce Connection
4. Increase the number of businesses engaged in veteran hiring, and increase awareness of resources to help them connect with job-ready veterans.

**Priority Objective Three:** Provide Strategic Direction and Policy Guidance to Improve the Performance of the State’s Workforce System, Including Service Delivery Elements Described and Funded through WIOA, As Well As Other Federal and State Grants Designed to Support Workforce Training

*Key Performance Indicators*

1. Increase the number of comprehensive One-Stop Career Centers.
2. Increase the number of businesses served or engaged by the workforce system.
3. Increase incumbent worker activities and on-the-job training (OJT) contracts with businesses.
4. Increase the percentage of workforce system agency staff who have critical foundational skills to meet the needs of both job seekers and employers.
5. Deliver dashboards to support systems thinking and demonstrate collective impact across the workforce system.

**Priority Objective Four:** Improve Alignment and Performance of the Commonwealth’s Publicly-funded Workforce System through Continuous Review of Program Outcomes

*Key Performance Indicators*

1. Improve transparency in workforce funding.
2. Increase cross-agency collaboration through the implementation of common goals and streamlined program reporting.
3. Improve alignment and enhance consumer transparency of workforce funds for job seeker training.
4. Optimize system resources to focus on “high yield” interventions that produce results for workforce system customers.

Governor’s Office staff are in the process of writing a Combined State Plan that develops common performance measures based on WIOA requirements, the Governor’s workforce goals, and the key performance indicators listed above. The Combined State Plan is scheduled to be published on April 1, 2016.

## Obstacles to Program and Resource Coordination

### 1. Imperative of Alignment with WIOA

The Workforce Innovation and Opportunity Act requires states to create an “integrated, job-driven public workforce system that links diverse talent to businesses [and] supports the development of strong, vibrant regional economies.” These objectives are a departure from the objectives of the Workforce Investment Act (WIA) the new law replaced, because WIA was focused on the administration of siloed workforce programs and on compliance with federal regulations, and it was not well integrated with state-specific workforce needs. Coordination of effort by core and optional workforce agencies under WIOA will require significant shifts in business practices and organizational cultures within each partner agency that will take time to evolve.

### 2. Lack of Overarching Vision and Governance

For nearly twenty years, Virginia has operated a workforce system comprised of twenty-four different programs administered by eight different agencies within four different secretariats. Each of these programs has its own, dedicated state or federal funding stream; and success was measured by compliance with law or regulation, quantity of program activities, and ability to spend the money allocated to each program or grant.

To be successful in the New Virginia Economy, the Commonwealth’s workforce system will have to establish a common vision, consolidate resources, reduce waste and duplication, and – most importantly – focus on system outcomes as a measure of success. These are not characteristics the current system was designed to recognize or embrace, and changing this culture looms as an ever-present challenge for Virginia’s workforce professionals.

Additionally, a governance structure will need to be established by the Governor that has the authority and stature to drive the necessary changes in Virginia’s workforce system. The Governor is likely to establish this new governance structure by mid-year, 2016 (see below).

## Strategies for Facilitating Statewide Program and Resource Coordination

Virginia has produced critical workforce legislation over the past few years to drive a new vision for the workforce system, and this legislation has acted as the catalyst for necessary change. In addition, the Governor has taken direct action to enhance system coordination and effectiveness through the following actions and initiatives:

1. Governor's Workforce Team

The Governor envisions the convening of a small team of workforce subject matter experts who operate full-time from his office. This team will have the authority and stature to coordinate and align the efforts of Virginia's workforce system partners, establish an overarching vision and mission for the workforce system, and focus agencies on key outcomes.

2. Combined State Plan

Virginia is submitting a WIOA Combined State Plan to USDOL to fulfill a key strategic requirement under the law. This plan will also serve to unify Virginia's workforce system priorities and provide state agencies with direction and clarity concerning service delivery to employers and job seekers.

3. Refining the Role of the Virginia Board of Workforce Development

The Virginia Board of Workforce Development has readily embraced its new role as a workforce policy-making body. The Board has published its Strategic Plan for 2015-2017, and it now has direct involvement from all four of the core WIOA partners, as well as the Department of Veterans Services. This agency involvement has been – and will continue to be – a key ingredient in the effectiveness of state efforts to coordinate programs and resources.

4. Enhanced Relationship with USDOL Partners

The Governor's Chief Workforce Advisor is now in direct and frequent communications with Virginia's partners at USDOL Region II. Nearly overnight, this enhanced relationship has fostered an environment of collaboration, clarity, and accountability the workforce system has not enjoyed before.

\*One state agency that has not traditionally been considered a workforce partner is the Virginia Department of Veterans Services (DVS). However, DVS is now a critical player in Virginia's workforce landscape, and the agency has had excellent success with its workforce initiatives – especially the Virginia values Veterans (V3) program.