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Final Guidance Paper Welfare Transition Program Performance Measures

Of Interest To:

Regional Workforce Boards (RWB) and RWB Providers

Subject:

Welfare Transition (WT) Program Performance Measures

Purpose:

The purpose of this issuance is to provide information to the RWBs regarding changes being made to the methodologies used to calculate outcomes for WT program performance measures.

Background:

Performance data for the WT program is required for various entities and reports. Statewide workgroups with representatives from the Workforce Florida, Inc. (WFI) Board, State Board Staff, the Agency for Workforce Innovation (AWI) and RWBs were formed to review and analyze existing performance measures and methodologies. Over the past year, AWI and WFI have worked with the Department of Children and Families (DCF) to clarify methodologies used to report outcomes for WT program measures. As a result of these collaborative efforts, we are implementing changes in some of the measures to comply with Federal Regulations and with the recommendations made by the Red and Green Workgroup to and approved by the WFI Board.

Program Guidance:

Information regarding the methodologies and definitions of each of the measures follows.

I. Welfare Entered Employment Rate

The Welfare Entered Employment Rate measure is included in the [Monthly Management Report](#) (MMR) published by the AWI and the [Red and Green Report](#) published by WFI.

A. A revised methodology for State Fiscal Year 2004-2005 was approved by the WFI Board of Directors in November 2004. The revised methodology was used to report outcomes beginning in December 2004.

- B.** The **former methodology** expressed the sum of Temporary Assistance for Needy Families (TANF) cases that closed due to earned income as a percentage of all TANF cases that closed during the report period. The data source for the numerator and denominator was the DCF.
- C.** As a result of requests from many RWBs to include the WT data entry system as a data source, the **revised methodology** includes data from the DCF, as well as from the current WT data entry system.
1. The numerator, using the revised methodology, is an unduplicated count of individuals whose Temporary Cash Assistance (TCA) case closed due to earned income. The numerator also includes individuals whose TCA case closed for other reasons and an unsubsidized job was open in the WT data entry system during the report period. Other closure reasons include time limits, sanctions, or “other”. NOTE: The Job Participation Rate (JPR) fields for the job must contain at least one weekly entry that is greater than zero during the report period.
 2. Closure due to earned income is based on the following 13 closure codes in the Florida On-line Recipient Integrated Data Access (FLORIDA) system:
 - 241: Income is more than allowed for this program;
 - 242: Income is more than 185 percent eligibility standard;
 - 244: Income is more than the 130 percent gross income standard;
 - 320: Income from rental property;
 - 470: Earned income not verified;
 - 471: Increase in earned income;
 - 472: The \$30 earned income disregard has expired;
 - 473: The 1/3 earned income disregard has expired;
 - 482: Parent earnings contributed to the Medicaid failure;
 - 491: Receipt of earned income;
 - 801: Earned income received by a member not reported;
 - 812: Payments made by an employer not reported; and
 - 813: Income from self-employment by a member not reported.
 3. If any of the three closure code fields in the FLORIDA system reflect that a TCA case has closed for one of the above listed reasons, the individual count is included in the numerator.
 4. The following closure codes are generally generated by the FLORIDA system: 241, 242 and 244. Staff from DCF can also manually enter code 241. Codes 472 and 473 are no longer used, except in some Refugee Assistance Program (RAP) cases. All other codes are entered by the DCF staff.
 5. If a TCA case closes for reasons other than those listed above and the WT data entry system case has a job record open during the report period, the individual count will be included in the numerator (as long as at least one JPR week during the report period

contains hours greater than zero). Job records that are ended with an outcome of “entered in error” are not considered in this methodology.

6. A two-parent family case that closes due to earned income will be counted as two individuals.

D. The denominator has not been revised and includes the sum of TCA cases that close during the report period.

1. Data for the denominator is from the DCF and may include some counts of TCA recipients who have not been referred to the WT program.
2. A two-parent family case that closes due to earned income will be counted as two individuals.

Example #1: Joe obtained full-time employment on December 02, 2004. He provided employment verification to the WT program and the DCF on December 05, 2004. Also his cash assistance was closed (code 241, income is more than allowed for this program) on December 08, 2004 effective January 2005. Joe will be counted in the numerator and denominator for the December 2004 Welfare Entered Employment Rate measure because his case closed due to earned income in December.

Example #2: Mary has been employed since October 2004 and is determined eligible for a Cash Assistance Severance Benefit payment during the month of February 2005. The DCF issues the severance benefit in February and closes the case effective March 2005 (code 210, Severance Benefit approved). The job record was recorded in the WT data entry system in October 2004 and remains open during February 2005, the month in which the case was closed. Although the FLORIDA case did not close due to earned income, Mary will be counted in the numerator for the month of February because a job record was open in the system at the time of the FLORIDA case closure.

II. The WT Entered Employment Wage Rate

The WT Entered Employment Wage Rate measure is included in the [MMR](#) and the [Red and Green Report](#). The measure reflects the average WT program hourly wage at entry into employment expressed as a percentage of the regionally adjusted Lower Living Standard Income Level (LLSIL) for a family of three.

A. The WT Entered Employment Wage Rate methodology has not changed at this time. However, a pilot methodology for calculating the Entered Employment Wage Rate measure for several workforce programs may be implemented in 2005. Outcomes for the pilot methodology will be analyzed, and the methodology may be revised at a future date. The current methodology for the WT Entered Employment Wage Rate measure is as follows.

B. The **numerator** is the average WT program hourly wage at entry into employment.

1. The numerator includes the wages for any WT job (subsidized or unsubsidized, regardless of participant's status - mandatory, transitional, or applicant) that has a start date in the WT data entry system listed during the report period.
2. A participant may have more than one job counted per report period.
3. For data entry purposes, job start and end dates (for the report month) may be entered in the WT data entry system up to ten days into the following month. For example, if a job began in June 2004 and was entered into the system on or before July 10, 2004, the job would be included in the June report 2004. If the June job was entered into the WT data entry system on or after July 11, the job would not be included in the June 2004 report, but would be included in the July 2004 report.
4. The sum of wages is divided by the total number of jobs (included in the numerator) used to calculate the average wage.
5. All wages are included in the measures (i.e.: wages over a certain amount are not excluded).
6. This measure is driven by jobs and not by participant status. Each WT job, regardless of participant status (mandatory, transitional, applicant, etc.), is included in the measure. The measure does not differentiate between WT cash recipients and other participants served by TANF programs, which are entered in the WT data entry system.

C. The **denominator** is the regionally adjusted LLSIL for a family of three.

1. Regional adjustments (for Florida's RWBs) are based on the Florida Price Level Index (the FPLI is a cross-sectional index from AWI's Labor Market Statistics).
2. The purpose of the FPLI is to measure the differences from county to county in the cost of purchasing a specific market basket of goods and services at a particular point in time. The FPLI measures relative price levels across counties at a particular point in time. Unlike the Consumer Price Index, the FPLI does not measure inflation from year to year.
3. Under Title I of the Workforce Investment Act (WIA) of 1998, the Secretary of Labor annually determines the LLSIL for uses described in the Act. The WIA defines the term "Low Income Individual" as one who qualifies under various criteria, including an individual who received income for a six-month period that does not exceed the higher of the Federal Poverty Level or seventy percent of the LLSIL. The LLSIL is used as the denominator for various workforce program measures.

4. Additional information concerning the LLSIL is available on [The United States Department of Labor, Employment and Training Administration website.](#)

Example #1: Marc obtained a part time job on February 10, 2004 for 20 hours a week at \$6.50 per hour. As long as the job was entered in the WT data entry system by March 10, 2004, Marc's job will be included in the calculation of the numerator for the WT Entered Employment Wage Rate measure for the month of February. The wage per hour (\$6.50) will be added to the other wages included in the calculation. The total sum of wages will be divided by the total number of jobs included in the calculation to obtain the average wage.

III. The Welfare Return Rate

The Welfare Return Rate measure is included in the [MMR](#) and was historically included in the [Red and Green Report](#). The measure reflects the reopened TANF cases that were previously closed due to earned income as a percentage of new cases.

- A. This **measure is no longer included in the Performance Agreement** between AWI and the RWBs. **The Welfare Return Rate will no longer be reported on the Red and Green Report in State Fiscal Year 2004/2005.** However, the measure will continue to appear on the MMR for informational purposes.
- B. The **numerator** is comprised of the sum of cases that began receiving TCA during the report period that were previously closed due to earned income.
 1. A TCA family is identified as returning to TCA if:
 - The assistance group is on DCF's current month's recurring benefit payroll;
 - The assistance group was not in the previous month's recurring benefit payroll;
 - The assistance group contains at least one eligible adult; and
 - The assistance group was on assistance and the case was closed at least once in the past.
 2. The most recent closure code is determined using a closed history file, which dates back to October 01, 1996.
 3. Closure due to earned income is based on the following 13 closure codes in the FLORIDA system:
 - 241: Income is more than allowed for this program;
 - 242: Income is more than 185 percent eligibility standard;
 - 244: Income is more than the 130 percent gross income standard;
 - 320: Income from rental property;
 - 470: Earned income not verified;
 - 471: Increase in earned income;
 - 472: The \$30 earned income disregard has expired;
 - 473: The 1/3 earned income disregard has expired;
 - 482: Parent earnings contributed to the Medicaid failure;
 - 491: Receipt of earned income;

- 801: Earned income received by a member not reported;
 - 812: Payments made by an employer not reported; and
 - 813: Income from self-employment by a member not reported.
4. An individual should only appear as “returned” up to six times within a 12-month period.

NOTE: Data for the numerator reported on the MMR is based on cases that were on the recurring benefit payroll for the next month. For example, the October 2004 MMR includes cases that returned to cash assistance in November.

C. The **denominator** is comprised of the sum of cases that began receiving TANF during the report period.

1. Data for the denominator is from the DCF and may include some TCA recipients that have not been referred to the WT program.

NOTE: Data for the denominator reported on the MMR is based on cases that were on the recurring benefit payroll for the next month. For example, the October 2004 MMR includes cases that were eligible to receive cash assistance in November.

Example #1: Anthony previously received cash assistance in 1999. His case closed due to earned income (code 471, increase in earned income) on November 11, 1999. He began receiving cash assistance again in January 2004. Anthony will be counted in the numerator and denominator for the Welfare Return Rate measure for the month of December 2003 because his cash case opened the next month (January) and his case previously closed due to earned income.

Example #2: Sandra began receiving cash assistance in February 2004. This is her first time applying for and receiving cash assistance. Sandra will be counted in the denominator for the Welfare Return Rate measure for the month of January, but not in the numerator.

IV. The State Participation Rate

The State Participation Rate is a measure created by DCF, WFI and AWI **to measure the percentage of WT participants who are participating in certain designated countable activities on a monthly basis.** The methodology used to calculate the State Participation Rate differs from that used by the Department of Health and Human Services (HHS) to calculate the Federal Participation Rate. Currently, the State Participation Rate calculation is less restrictive, and includes activities that are not considered countable by HHS.

The State Participation Rate measure is included in the monthly [State Participation Rate Report](#) and the [Quarterly Key Measures Report](#). **The State Participation Rate will be included on the Red and Green Report in State Fiscal Year 2004/2005.** The measure reflects the number of adults who receive recurring TCA and who participate in designated countable activities for

an average of 30 hours a week expressed as a percentage of all eligible TANF adults on the recurring benefit payroll.

- A. The Performance Agreement between AWI and the RWBs requires a 50 percent standard, which is applied at the regional level. The 50 percent standard is displayed on the reports.
- B. The DCF compiles and publishes the monthly State Participation Rate Report. The AWI publishes a copy of DCF's report on the AWI website.
- C. The **numerator** is comprised of the number of WT individuals who participated in countable activities for a minimum of 120 or 150 hours in the report month (120 hours are required for a month with four Mondays; 150 hours are required for a month with five Mondays).
 1. Two parent adult family members are only excluded from the State Participation Rate calculation if they meet the exclusion criteria listed in section D (denominator) below.
 2. The FLORIDA system builds a TCA recurring payroll around the 20th of the month (commonly referred to as "pull-down") for the upcoming issuance month. A TANF recipient file, which only contains individuals who were on the TCA recurring payroll, is then prepared for the current report month and is used for reports.
 3. The DCF queries the WT data entry system data warehouse on the 15th of the month (or the first working day after the 15th) for the previous month for all WT participants who are in countable activities, regardless of system's case status (i.e. closed, transitional, applicant, etc). **If all countable hours for the month were not recorded by that time, the data will not be reflected in the monthly report.**
 4. Employment hours are also extracted from the FLORIDA system (when they are not available in the WT data entry system) to identify individual counts to be included in the numerator.
 5. The WT participant file is matched against the TANF recipient file to only include in the numerator TCA recipient counts for those individuals who were on the recurring benefit payroll.
 6. The countable hours for participation are tied to the county the case resided in on the day of "pull down" from the FLORIDA system.
 7. The list of activities included in the compilation of the State Participation Rate is more inclusive than the list of activities used for the Federal Participation Rate. For example, under Federal Regulations, participation in General Equivalency Diploma (GED) classes may only be included if the participant completes a minimum of 20 hours (for a single parent home) or 30 or 50 hours (for a two parent home, depending on receipt of subsidized childcare) in a basic countable work activity in conjunction

with the GED class participation. For the State Participation Rate, GED participation may be included as long as the minimum number of hours is completed. Participation in other activities (on a full-time basis) reflected in the State measure, but not in the Federal Participation Rate (on a full-time basis), includes Adult Basic Education classes, English Speakers of Other Languages (ESOL) classes and Job Skills Training classes. Participation in the following 15 designated, countable activities is considered when compiling the numerator for the State Participation Rate:

- 110 Employment Preparation
- 120 Job Search
- 210 Community Service Work Experience (CWEP)
- 220 Work Experience combined with Education (WEP)
- 310 Job Skills Training
- 711 Adult Basic Education (ABE)
- 712 Employment Related Education
- 713 GED prep
- 716 ESOL if needed for HS/GED
- 721 GED prep/HS for teens
- 731 Vocational Education
- 774 Unsubsidized Employment
- 775 Subsidized Private Sector Employment
- 776 Subsidized Public Sector Employment
- 780 Providing Child Care

8. Teen parents (and/or teens) with a high school diploma or GED are counted in the numerator if they participate in countable activities for 120 or 150 hours in the report month.
9. A single head of household under 20 or a married teen parent counts as engaged in work in a month if (s)he:
 - i) Maintains satisfactory attendance at a secondary school or the equivalent during the month; or
 - ii) Participates in education directly related to employment for an average of at least 20 hours per week during the month.
10. Single heads of household under 20 or married teen parents are generally excluded from the State Participation Rate unless they participate for 120 or 150 hours per month. If they participate for 120 or 150 hours, they are counted in the dark green section of the monthly report (meets state participation requirement). **This exclusion benefits the RWB's participation rate.**
11. Individuals who are generally excluded from the denominator, but complete enough hours to be included in the numerator, are counted in both the numerator and denominator. **This inclusion directly benefits the RWB's participation rate.**
12. If the teen parent is married, and both parents are under age 20, they both must participate in the activities referenced in number 9 above.

- D.** The **denominator** is comprised of all eligible TANF adults on the recurring benefit payroll, less the following populations:
- Individuals under age 20 who are attending school;
 - Any individual under age 16;
 - Any individual receiving SSI/SSDI benefits;
 - One parent in a family with a child under the age of three months;
 - Individuals who are responsible for the personal care of a disabled family member; and
 - Individuals who are subject to a sanction.

1. **Subject to Sanction**

- a. The DCF builds a file each month listing individuals for whom a sanction request was received from the WT program during the past several months. Individuals for whom a sanction request was dated within the report month or within the two months prior to the report month (subject to sanction) are removed from the denominator.

If these individuals have enough participation hours to be included in the numerator, they are also included in the denominator.

- b. Identifying individuals as subject to sanction applies only to adults who are mandatory for work participation – Child Support Enforcement (CSE) sanctions are not specifically addressed in the participation rate formula.
- c. Individuals who are subject to a pre-penalty in the WT data entry system counts are not excluded from the denominator, as they do not meet the exclusion criteria.
- d. If a WT participant is sanctioned and has a protective payee appointed to receive the benefits for the children, this is considered a child only case and is not counted in the denominator for the State Participation Rate.
- e. If a case is sanctioned and subsequently the sanction is lifted with good cause, and cash benefits are issued on the supplemental payroll and not the recurring benefit payroll, the individual will not be counted in the participation rate.

For example, the DCF Economic Self-sufficiency Specialist (ESS) received a request to impose a sanction on 11/15/04. If the sanction is imposed prior to the December “pull-down”, the individual will not appear on the recurring benefit payroll. If the DCF ESS receives a request to lift the sanction with good cause on 11/25/04 (after “pull-down”), the recipient will receive cash benefits, but will not have appeared on the recurring benefit payroll, and will therefore not appear in the State Participation Rate.

- f. If the time in which the imposition of the sanction in the example above were to be changed, the individual may be counted in the participation rate. For example, if the DCF ESS did not impose the sanction until after “pull-down” for December, the individual would appear on the recurring benefit payroll for December. Benefits would be scheduled to be terminated effective January 2005. However, if the request to lift the sanction (for good cause) were received by DCF on 11/25/04, the individual would not be considered subject to sanction for December and the count would likely appear in the denominator for the participation rate that month.
2. The denominator is based on individuals and not TANF assistance groups. Therefore, two members of a two-parent family household may both be counted in the denominator unless one or both parents meet a reason for exclusion.
3. Single head of household under 20 or married teen parents are generally excluded from the State Participation Rate unless they participate 120 or 150 hours per month. If they participate for 120 or 150 hours, they are counted in the numerator and denominator for the State Participation Rate.

Example #1: Rosa is 18 years old and is participating in Adult GED preparation. During the month of January 2004 (which had four Mondays), Rose completed 122 hours of Adult GED preparation. Rose will be counted in the numerator and denominator for the January State Participation Rate because she met the required number of monthly hours (120) and met the TANF criteria to be counted in the denominator.

Example #2: Sharon, who is 17 years old, was participating in an Employment Preparation workshop in March 2004. The workshop was scheduled for 30 hours a week. Sharon did not attend the session every day each week. She only completed 100 hours of participation in March (a month with five Mondays). Sharon will not be counted in the numerator for the State Participation Rate for the month of March, but will be counted in the denominator.

V. The Federal Participation Rate

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) established mandatory work requirements and outlined a minimum annual work participation rate standard for states operating a TANF program. The participation rate is a tool to determine if TCA recipients are being engaged in work activities and complying with work requirements. To receive full funding, states must meet the standard for the Federal Participation Rate. The Act established separate minimum participation rates each year for all families and two-parent families.

Although the law requires that each state meet two separate work participation rates (an overall rate and a two-parent rate), Florida is currently not required to meet a standard for either participation rate. The State is not required to meet a standard for the overall rate as a

result of a caseload reduction credit, and is not required to meet the standard for the two-parent rate because two-parent families are funded through a separate State funded program.

The Act was scheduled to expire in September 2002. The 107th Congress began, but did not complete, the process to re-authorize the TANF program. Instead, the program has been operating under a series of extensions. Each of the bills passed by the House of Representatives and the Senate Finance Committee propose to eliminate the State Caseload Reduction Credit. Once TANF is reauthorized, it is expected that Florida will no longer be able to rely on the Caseload Reduction Credit and will therefore be required to meet a performance standard to continue to receive full TANF funding.

Information about the methodology currently used by the HHS to calculate the [Annual Federal Participation Rate](#) is as follows:

- A. The overall participation rate for a fiscal year is the average of the State's overall participation rates for each month in a fiscal year.
- B. The **numerator** is comprised of the number of families receiving TANF assistance that include an adult or minor head of household who is engaged in work for the month.
 1. The DCF queries the WT data entry system's data warehouse for this information approximately 40 days after the end of the quarter.
 2. The DCF submits a quarterly report to HHS which is used to calculate the Federal Participation Rate. This report contains a sample of TANF adults and includes approximately 275 families (per each month in the quarter).
 3. The DCF earmarks the TANF adults included in the sample report who are subject to a sanction, as well as those who meet the minimum participation requirements.
 4. The report provided to HHS contains the following items for each social security number (SSN):
 - Record type
 - Report month
 - Case number
 - Family affiliation
 - Non-custodial parent
 - Date of birth
 - Social security number
 - Race/ethnicity (six fields)
 - Gender
 - Receives federal disability benefits (five fields)
 - Marital status
 - Relationship to head of household
 - Parent with minor child
 - Needs of a pregnant woman

- Educational level
- Citizenship status
- Cooperation with Child Support
- Number of countable months toward federal time limit
- Number of countable months remaining under State/tribe time limit
- Current month exempt from State/tribe time limit
- Employment status
- Work Participation status
- Work activities (average weekly hours completed per activity)
 - Unsubsidized employment
 - Subsidized private employment
 - Subsidized public employment
 - Work experience
 - On-the-job training
 - Job search and job readiness
 - Community service program
 - Vocational education training
 - Job skills training (employment related)
 - Education related to employment with no High School Diploma
 - Satisfactory school attendance
 - Providing child care
 - Additional work activities
 - Other work activities
- Required hours under waiver demo
- Amount of earned income
- Amount unearned income (five fields)

5. An individual counts as engaged in work during the month for the overall rate if (s)he participates in countable work activities during the month for at least the minimum average number of hours per week (30 hours per week).

6. According to the Federal Regulations, 45 CFR 261.31, at least 20 of the hours (per week) must come from participation in the following **Basic Countable activities**:

- Unsubsidized employment;
- Subsidized private-sector employment;
- Subsidized public-sector employment;
- Work experience;
- On the job training;
- Job search and job readiness assistance;
- Community service programs;
- Vocational educational training; and
- Providing child care to an individual who is participating in a community service program.

7. Above 20 hours per week, the following three **Basic Plus Countable activities** may be added to the basic countable activity to meet participation:
 - Job skills training directly related to employment (for those without a high school diploma or GED);
 - Education directly related to employment; and
 - Satisfactory attendance at secondary school or in a course of study leading to a certificate of general equivalence.
8. According to Federal Regulations, 45 CFR 261.33, vocational educational training may only count for a total of 12 months for any individual.
9. A recipient who is married or a single head of household under 20 years old counts as engaged in work in a month if (s)he:
 - Maintains satisfactory attendance at a secondary school or the equivalent during the month; or
 - Participates in education directly related to employment for an average of at least 20 hours per week during the month.
10. Not more than 30 percent of individuals engaged in work in a month may be counted in the numerator because they are participating in vocational educational training. This restriction includes teen parents who are participating in education directly related to employment.
11. According to Federal Regulations, 45 CFR 261.33, an individual's participation in job search and job readiness assistance counts for a maximum of six weeks in any federal fiscal year.
12. If a state's total unemployment rate is at least 50 percent greater than the United States total unemployment rate or if the State meets the definition of a needy state, then an individual's participation in job search or job readiness assistance counts for a maximum of 12 weeks in that fiscal year.
13. An individual's participation in job search and job readiness assistance does not count for a week that immediately follows four consecutive weeks of such participation in the federal fiscal year.
14. Not more than once for any individual in a federal fiscal year may a state count three or four days of job search and job readiness assistance during a week as a full week of participation.
15. A single custodial parent or caretaker relative with a child under age six will count as engaged in work if (s)he participates for at least an average of 20 hours per week.
16. Two-parent household members are not counted in the numerator for the federal "overall" rate.

17. Teen parents with a high school diploma or a GED are counted in the numerator of the Federal Participant Rate if they participate for an average of 30 hours per week.

18. A single head of household under 20 or a married teen parent who counts as engaged in work in a month will be counted in the numerator of the Federal Participation Rate.

C. The **denominator** is comprised of the number of families receiving TANF assistance during the month that include an adult or minor head of household, minus the number of families that are subject to a penalty for refusing to work in that month.

1. The counts for families who are subject to a sanction are removed from the denominator unless the count for the family has been removed from the denominator for three months in the previous 12 months. This subgroup would not include families that have been terminated due to a sanction because such a family would not be a family receiving assistance. Families in this subgroup would be primarily those where a sanction has been requested, but it has not yet taken effect due to the need to provide the family with notice of adverse action.

2. The counts of individuals who are subject to a pre-penalty in the WT data entry system are not excluded from the denominator, as they do not meet the exclusion criteria.

3. Also removed from the denominator are the counts for families where the youngest child is under 12 months of age and the eligible adult or teen head of household does not meet the criteria to be counted in the numerator (i.e.: did not participate 120/150 hours during the month). If they meet the criteria for the numerator, the family is counted in both the numerator and the denominator.

4. Two-parent household members are not counted in the denominator for the federal "overall" rate.

5. A single head of household under 20 or a married teen parent who counts as engaged in work in a month will be counted in the denominator of the Federal Participation Rate.