



Measurable Skill Gains

Resource Guide

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FLORIDA DEPARTMENT *of*
ECONOMIC OPPORTUNITY

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1. Acronyms

The following acronyms are used throughout this resource guide. This page is a reference for all abbreviations.

CFR	Code of Federal Regulations
DEO	Department of Economic Opportunity
DW	Dislocated Worker
EFL	Educational Functioning Level
ESOL	English Speakers of Other Languages
ETA	Employment and Training Administration
ETPL	Eligible Training Provider List
FY	Fiscal Year
HSE	High School Equivalency
IEP	Individual Employment Plan
ISY	In-School Youth
IRS	Internal Revenue Service
LMI	Labor Market Information
LWDB	Local Workforce Development Board
MIS	Management Information System
MSG	Measurable Skill Gains
OST	Occupational Skills Training
OSY	Out-of-School Youth
OJT	On-the-Job Training
PY	Program Year
TAA	Trade Adjustment Assistance
TEGL	Training and Employment Guidance Letter
USDOL	United States Department of Labor
VOS	Virtual One Stop
WIOA	Workforce Innovation and Opportunity Act

2. Introduction

The purpose of this guide is to inform Local Workforce Development Board (LWDB) and provider staff of the requirements surrounding Measurable Skill Gains. For questions related to this guide, please contact the Florida Department of Economic Opportunity (DEO) Bureau of One-Stop and Program Support's WIOA program team at WIOA@deo.myflorida.com.

3. Navigating this Resource Guide

Staff may search this document for keywords, much like searching on the internet. By pressing and holding the "Ctrl" key followed by the "F" key on the keyboard, Adobe will open a search box at the top, right-hand side of this guide. By typing in words like "high school equivalent", Adobe will show the pages with those words on it. Use this function for quick reference.

Hyperlinks are used throughout this guide to redirect users to definitions, sample forms and external websites. Hyperlinks are categorized as follows:

- [Blue and underlined text](#): Refers to a section of this document or a definition found in the glossary section at the end of this guide; click and you will be taken to the definition.
- [Purple and underlined text](#): This is a hyperlink to an external web page or e-mail contact.

4. Background

The [Workforce Innovation and Opportunity Act \(WIOA\)](#) establishes primary indicators of performance and performance reporting requirements to assess the effectiveness of states and local areas in achieving positive outcomes for individuals served by the workforce development system's programs which include Adult, Dislocated Worker (DW), and Youth programs authorized under WIOA Title I. Measurable Skill Gains (MSG) is one of these primary indicators of performance.

MSG is defined as the documented academic, technical, occupational or other forms of progress, towards such a credential or employment. Depending upon the type of education or training program in which a [participant](#) is enrolled, documented progress is defined as one of the following:

- a. Documented achievement of at least one educational functioning level of a participant who is receiving instruction below the postsecondary education level;
- b. Documented attainment of a secondary school diploma or its recognized equivalent;
- c. Secondary or postsecondary transcript or report card for a sufficient number of credit hours that shows a participant is meeting academic standards;
- d. Satisfactory or better progress report, towards established milestones from an employer or training provider who is providing training; or

- e. Successful passage of an exam that is required for a specific occupation or progress in attaining technical or occupational skills as evidenced by trade-related benchmarks, such as knowledge-based exams.

Note: Documented progress will be discussed in more detail in **Section 6. Measurable Skill Gains Type** of this guide.

5. Measurable Skill Gains Performance Indicator

The MSG performance indicator is a real-time, non-exit-based indicator designed to measure in-progress skill gains made by participants enrolled in education and training programs. The MSG indicator is calculated by determining the percentage of participants who, during a program year, are in an education or training program that leads to a recognized postsecondary credential or employment during a program year. The performance indicator for MSG is calculated by dividing the total number of the participants in the numerator by the total number of participants in the denominator.

Participants in the MSG indicator include:

- a. WIOA Adult or DW participants enrolled in approved training programs that lead to a credential;
- b. WIOA Adult and DW participants who are enrolled in a training program that leads to a High School Equivalency (HSE);
- c. WIOA Adult and DW participants enrolled in On-the-Job Training (OJT) and Customized Training;
- d. WIOA In-School Youth participants; and
- e. Certain Out-of-School Youth participants enrolled in occupational skills training, secondary or postsecondary.

Note: For WIOA Youth, OJT is considered a type of work experience and not training; therefore, an Out-of-School Youth participant in OJT is not included in the MSG performance indicator.

A. MSG Numerator

To be included in the numerator of the MSG indicator, the participant must be included in the denominator and have a documented MSG outcome within the appropriate training service.

Only one of the five (5) types of MSG outcomes is required per period of performance per program year. For customers who cross over through multiple program years, a new MSG outcome will need to be recorded for each program year the participant is active and continues in an education or training service. A participant may have achieved more than one type of gain in a period; however, only one gain per participant in a period may be used to calculate success on the MSG performance indicator.

B. MSG Denominator

All participants who, during any point in the program year, are enrolled in an education or training program that leads to a recognized postsecondary credential or employment are included in the denominator. Employ Florida training-related service codes that place participants in the MSG denominator are included in the table below.

Employ Florida Service Codes Mapped to MSG	
Code	Service Description
222	English as a Second Language (ESL)
300	Occupational Skills Training - Approved Provider (ITA)
301	On-The-Job Training
302	Entrepreneurial Training
303	Occupational Skills Distance Learning
304	Customized Training
305	Skill Upgrading and Retraining
308	Prerequisite-Adult
315	Adult Literacy, Basic Skills, GED Prep
316	Incumbent Worker Training (Local)
317	Other Occupational Skills Training - Adult
318	Other Non-Occupational Skills Training - Adult
324	Adult Educ w/ Occ. Skills Training -Approved Provider (ITA)
328	Occupational Skills Training - Non Approv Provider (No ITA)
329	Registered Apprenticeship - Adult and Dislocated Workers
332	TAA Approved On-the-Job Training
333	TAA Approved Customized Training
334	TAA Approved Occupational Skills Training
335	TAA Approved Remedial Training
337	TAA Prerequisite Training
338	TAA Apprenticeship Training
341	TAA - Occupational Skills Training - Non Approv Provider
403	Other Occupational Skills Training - Youth
404	Other Non-Occupational Skills Training - Youth
405	Prerequisite – Youth
407	Customized Training - Youth
415	Enrolled in Alternative Secondary Education
416	Occupational Skills Training - Approved Provider
418	Adult Education (GED)
424	Registered Apprenticeship - Youth
429	Enrolled in Secondary School (H.S.)
430	Youth Occupational Skills Training - Non-Approved Providers
431	Alternative Secondary School Services
439	Post-Secondary Education-During Participation - Youth

6. Measurable Skill Gains Types

The five (5) types of MSGs, their definitions and example documentation are included in the table below.

	Type	Measurable Skill Gains Defined
1	Educational Functioning Level (EFL)	<p>Documented achievement of at least one educational functioning level of a participant who is receiving instruction below the postsecondary education level.</p> <p><i>Example Documentation:</i> Comparing a participant’s initial EFL as measured by a basic skills pre-test with the participant’s EFL as measured by the same basic skills post-test; or,</p> <p>Enrollment in postsecondary education or training after exit but during the same program year in which exit occurred.</p>
2	Secondary School Diploma or Equivalent	<p>The documented attainment of a secondary-school diploma or its recognized equivalent. A participant must be enrolled in basic education, secondary education, or an HSE preparatory course during the period of participation.</p> <p>Note: This MSG also may be counted toward the Credential Attainment Rate if the participant was enrolled in postsecondary education or employed in any of the four quarters following exit.</p> <p><i>Example Documentation:</i> Copy of the secondary school diploma.</p>
3	Secondary Transcript / Report Card or Postsecondary Transcript / Report Card	<p>A report card or transcript shows that a participant is achieving academic standards.</p> <p>Secondary (Grades 9-12): Transcript or report card (youth only) for one semester showing that the participant is achieving academic standards.</p> <p>Postsecondary: Completion of sufficient college or university academic credit hours as demonstrated by:</p> <ul style="list-style-type: none"> • at least 12 hours in one semester during the program year, if full-time student; or • at least 12 hours within the same 12-month period that ends in the program year, if part-time student. <p><i>Example Documentation:</i> Transcript or report card for one semester showing that the participant demonstrating satisfactory achievement in all classes.</p>

4	Training Milestone	<p>Report from an employer or training provider documenting the participant’s achievement of established milestones, such as completion of on-the-job training (OJT), completion of one year of an apprenticeship training program, or similar milestones.</p> <p>Increases in rate of pay resulting from newly acquired skills or increased performance also can be used to document progress (this does not include greater pay from working additional hours).</p> <p>Note: LWDBs are granted flexibility to define progress for training milestones; however, LWDBs must define progress and define acceptable types of documentation for this type of MSG in their local policies.</p> <p><i>Example Documentation:</i> Satisfactory or better progress report from an employer or training provider that is providing training (e.g., training reports showing completed milestones, increases in pay resulting from new skills, or increased performance.)</p>
5	Skills Progression	<p>Documented passage of an exam required for an occupation or progress attaining technical/occupational skills as evidenced by trade-related benchmarks.</p> <p>Passage of an exam may include passing a component exam in a registered apprenticeship program or an employer-required knowledge-based exam, satisfactory attainment of an element on an industry or occupational competency-based assessment, or other completion test necessary to obtain a credential.</p> <p>Note: Passing a test in an academic course by participants enrolled in a traditional secondary or postsecondary education program is not considered a gain for this MSG type.</p> <p>Note: The participant must have their high school diploma or equivalent reported in Employ Florida prior to reporting any postsecondary diploma credential to receive credit for the MSG.</p> <p><i>Example Documentation:</i> Copy of results of exam, test or assessment or copy of diploma or certificate.</p>

7. Time Frame for Inclusion

Skill gains are not based on the participant’s exit date. Skill gains are based on the Program Year (PY) (July 1 - June 30). The MSG performance indicator is not an exit-based measure. Instead, it is a live, in-program measure intended to capture important progressions through pathways that offer different services based on program purposes and participant needs. A new period of participation is counted each time a participant enrolls into a training/education program. If the

period of participation spans over multiple PYs, then a new MSG must be calculated for each PY the participant is enrolled in an education or training program.

LWDBs must not delay enrollment or services to participants to ensure an MSG is captured for the PY. For example, if a training program begins May 2020, then it may be unlikely the individual attains an MSG prior to the end of June 2020. It is understood that not all individuals will attain an MSG the first year of training if they were enrolled in the final months of the PY. LWDBs must close completed training/education services in a timely manner to ensure that customers are removed from the measure upon training completion.

LWDBs are required to document MSGs during the PY that a participant is enrolled in education or training, regardless if the participant exits in the same PY. An MSG may be added after exit, and if applicable, may be counted toward the previous PY if it is recorded before the final business day of the month (July) following the previous PY’s end (June 30th). This requirement applies to each PY the participant is enrolled in an education or training program.

D. Table 6A

WIOA Measurable Skill Gains Time Frame Examples			
	Example 1	Example 2	Example 3
Participant’s Enrollment Date	Jan 2020 (PY19)	Feb 2020 (PY19)	Aug 2020 (PY20)
Participant’s Training Start Date	Jan 2020 (PY19)	Mar 2020 (PY19)	Jan 2020* (PY19)
Participant’s Training Completion Date	Oct 2020 (PY20)	May 2020 (PY19)	Nov 2020 (PY20)
Participant’s Job Placement Services End Date	Oct 2020 (PY20)	Aug 2020 (PY20)	Aug 2021 (PY21)
PY Participant is in MSG Indicator	PY 19 <u>and</u> PY 20	PY 19 <u>ONLY</u>	PY 20 <u>ONLY</u>
<i>*Already enrolled in postsecondary training at time of WIOA enrollment.</i>			

8. Recording Measurable Skill Gains in Employ Florida

MSGs must be recorded by staff in the state’s labor exchange and case management system, Employ Florida. MSGs are entered in the participant’s program application by expanding either the Measurable Skills Gain, Educational Functioning Level or Credential Attainment ribbons and following the steps outlined in [Section 6-108: Programs – WIOA](#) of the Virtual One-Stop User Guide.

9. Glossary

Apprenticeship Training - A program combining OJT training with related instruction that enables workers to master the practical and technical skills required for a skilled occupation.

Credential - A verification of qualification or competence issued to an individual by a third party with the relevant authority or jurisdiction to issue such credentials (such as an accredited

educational institution, an industry recognized association, or an occupational association or professional society).

The range of different types of credentials includes:

- a. Educational diplomas, certificates and degrees;
- b. Registered apprenticeship certificates;
- c. Occupational licenses (typically awarded by State government agencies);
- d. Personnel certifications from industry or professional associations; and
- e. Other skill certificates for specific skill sets or competencies within one or more industries or occupations (e.g. writing, leadership, etc.).

These categories of credentials are further defined and described in [Training and Employment Guidance Letter \(TEGL\) 15-10 Attachment 2](#).

Customized Training - Training that is:

- a. Designed to meet the special requirements of an employer (including a group of employers);
- b. Conducted with a commitment by the employer to employ an individual upon successful completion of the training; and
- c. Employer supported by paying a significant portion of the cost of training, as determined by the LWDB involved, taking into account the size of the employer and such other factors as the local board determines to be appropriate which may include the number of employees participating in training, wage and benefit levels of those employees (at present and anticipated upon completion of the training), relation of the training to the competitiveness of a participant, and other employer-provided training and advancement opportunities.

Enrolled in Training - Training for the participant has been approved and scheduled to start within 30 days.

Exit - For the Adult, DW, and Youth programs under WIOA Title I and the Employment Services authorized by the Wagner-Peyser Act as amended by WIOA Title III, exit date is the last date of service.

The last day of service cannot be determined until at least ninety (90) days have elapsed since the participant last received services and there are no plans to provide the participant with future services. At that point, the exit date is applied retroactively to the last date of service. Ninety (90) days of no service does not include self-service, or information-only activities, or follow-up services.

High School Equivalency Diploma - A General Equivalency Diploma (GED) is a high school equivalency diploma. It is obtained by passing the General Educational Diploma Equivalency

Test that measures skills and knowledge generally associated with four years of traditional high school instruction.

In-School Youth - An individual who is:

- a. Attending school (as defined by State law);
- b. Not younger than age 14 or (unless an individual with a disability who is attending school under State law) older than age 21;
- c. A low-income individual; and
- d. One or more of the following:
 - i. Basic skills deficient;
 - ii. An English language learner;
 - iii. An offender;
 - iv. A homeless individual (as defined in section 41403(6) of the Violence Against Women Act of 1994 (42 U.S.C. 14043e-2(6)));
 - v. A homeless child or youth (as defined in section 725(2) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434a(2)));
 - vi. A runaway;
 - vii. In foster care or has aged out of the foster care system;
 - viii. A child eligible for assistance under section 477 of the Social Security Act (42 U.S.C. 677), or in an out-of-home placement;
 - ix. Pregnant or parenting;
 - x. A youth who is an individual with a disability; or
 - xi. An individual who requires additional assistance to complete an educational program or to secure or hold employment.

Occupational Skills Training - An organized program of study that provides specific vocational skills that lead to proficiency in performing actual tasks and technical functions required by certain occupational fields at entry, intermediate, or advanced levels.

On-the-job Training (OJT) - Provides reimbursements to employers to help compensate for the costs associated with skills upgrade training for newly hired employees and the lost production of current employees providing the training (including management staff). OJT training assists employers who are looking to expand their businesses and who need additional staff trained with specialized skills. OJT employers may receive up to 50% reimbursement of the wage rate (in certain circumstances up to 75%) of OJT trainees to help defray personnel training costs.

Out-of-School Youth - An individual who is:

- a. Not attending any school (as defined under State law);
- b. Not younger than age 16 or older than age 24; and
- c. One or more of the following:
 - i. A school dropout;

- ii. A youth who is within the age of compulsory school attendance, but has not attended school for at least the most recent complete school year calendar quarter;
- iii. A recipient of a secondary school diploma or its recognized equivalent who is a low-income individual and is basic skills deficient; or an English language learner;
- iv. An individual who is subject to the juvenile or adult justice system;
- v. A homeless individual (as defined in section 41403(6) of the Violence Against Women Act of 1994 (42 U.S.C. 14043e-2(6)));
- vi. A homeless child or youth (as defined in section 725(2) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434a(2)));
- vii. A runaway;
- viii. In foster care or has aged out of the foster care system;
- ix. A child eligible for assistance under section 477 of the social Security Act (42 U.S.C. 677), or in an out-of-home placement;
- x. An individual who is pregnant or parenting;
- xi. A youth who is an individual with a disability; or
- xii. A low-income individual who requires additional assistance to enter or complete an educational program or to secure or hold employment.

Participant - A reportable individual who has received staff-assisted services after satisfying all applicable programmatic requirements for the provision of services, such as eligibility determination and the completion of a full Employ Florida program application.

Period of Performance - The period of performance for MSG is July 1 – June 30. Performance is reported on a quarterly and yearly basis. For more information on reporting timelines for WIOA primary indicators of performance please reference the [Reporting Timelines Tool](#), hosted by the U.S. Department of Labor.

Postsecondary Education - The provision of a formal instructional program whose curriculum is designed primarily for students who have completed high school or a General Equivalency Diploma. This includes programs whose purpose is academic, vocational, continuing professional education, and excludes vocational and adult basic education programs.

Recognized Postsecondary Credential - A credential consisting of an industry-recognized certificate or certification, a certificate of completion of an apprenticeship, a license recognized by the State of Florida or Federal Government, or an associate or baccalaureate degree.

Training Service - Services described in WIOA Section 134(b)(3), which are provided through an Individual Training Account (ITA) or through a training contract, that may be provided to eligible individuals if it is determined, after an interview, evaluation or assessment, and career planning, that the individual:

- Is unlikely or unable to obtain or retain employment, that leads to economic self-sufficiency or wages comparable to or higher than wages from previous employment through career services alone;

- Requires training services to obtain or retain employment that leads to economic self-sufficiency or wages comparable to or higher than wages from previous employment, through career services alone; and
- Has the skills and qualifications to successfully participate in the selected program of training services.

Workforce Innovation and Opportunity Act (WIOA) – Public law 113-128 which passed in July 2014, WIOA is the first federal reform of the workforce system in 15 years. WIOA replaces and modifies the Workforce Investment Act, which started in 1998. WIOA is designed to help job seekers access employment, education, training, and support services to succeed in the labor market and to match employers with the skilled workers they need to compete in the global economy. Congress passed the Act by a wide bipartisan majority; it is the first legislative reform in 15 years of the public workforce system. The majority of WIOA provisions become effective July 1, 2015. The goal of WIOA is to improve the quality of the workforce, increase economic self-sufficiency, reduce welfare dependency, meet employer skill requirements, and enhance the productivity and competitiveness of the nation.

Work Experience - A work experience or internship is a planned, structured learning experience that takes place in a workplace setting for a limited time. Work experiences or internships may be paid or unpaid, as appropriate and consistent with other laws, such as the Fair Labor Standards Act. A work experience or internship may be arranged within the private for-profit sector, the non-profit sector, or the public sector. For youth, work experiences may also include:

- a. Pre-apprenticeship programs;
- b. Summer employment and other employment activities available throughout the school year;
- c. Internships and job shadowing; and
- d. OJT.

10. Resources

[TEGL 10-16 Change 1: Performance Accountability Guidance for Workforce Innovation and Opportunity Act \(WIOA\) Title I, Title II, Title III, and Title IV Core Programs](#)

[Workforce GPS Youth Connections Community of Practice](#)

[Workforce GPS](#)

[Measurable Skills Gains Performance Accountability Technical Assistance Module](#)

[Approved Test for EFL National Reporting System](#)

[TABE 11/12 Grade Range Scale Score Guidance](#)

Information on competency-based exams that are required to be passed to receive a license in a specific occupation is included at: <https://www.careeronestop.org/toolkit/training/find-licenses.aspx?newsearch=true>

Information on competency-based exams for personnel certification is available at: <https://www.careeronestop.org/Toolkit/Training/find-certifications.aspx?keyword=NURSE&location=99&direct=0&persist=true&ajax=occ>

Florida's high school graduation requirements are specified in Florida Statutes (F.S.):

- Section [1003.4282](#), F.S., Requirements for a standard high school diploma
- Section [1002.3105](#), F.S., Academically Challenging Curriculum to Enhance Learning (ACCEL) options

More detailed information regarding the Career and Technical Education Graduation Pathway Option for a standard high school diploma is at <http://www.fldoe.org/academics/career-adult-edu/career-tech-edu/pathways-option.stml>.