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# Workforce Training and Services: WorkFirst and Workforce Investment Act Title I-B

Legislative report



**Employment  
Security  
Department**  
WASHINGTON STATE

# Workforce Training and Services: WorkFirst and Workforce Investment Act Title I-B

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On behalf of the workforce development partners, we want to thank the Legislature for their continued interest and support of Washington's public workforce development system.

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## Executive summary

The state's workforce development system brings together state and local, public and private, partners and providers to offer an array of services and supports to ensure that individuals and employers can thrive and grow. Workforce development services are available to any and all individuals – youth and adults, employed and unemployed – and employers – small and large, from manufacturers to restaurants, accountants to dentists. Customers determine what services they want and need based upon their unique circumstances. The workforce development system is designed to meet the unique needs of each person and employer by braiding together multiple organizations and funding streams, so that each customer gets what they need, when they need it.

This report starts off with a newly designed infographic depicting these services, and includes the Workforce Training and Education Coordinating Board's Washington Workforce Development Services detailed guide in *Appendix 1*.

### WorkFirst

The first section of this report examines training outcomes for WorkFirst-funded education and training programs by activity. Detailed information is provided for education and training enrollment, completions and employment outcomes. The report analyzed information from the 2012 to 2013 academic year so that employment outcomes would be available.

During the 2012 to 2013 academic year, 1,085 WorkFirst participants completed a college degree or certificate out of 5,260 award-seeking participants. The most frequently earned college-level certificates or degrees were certificates requiring 20 to 44 credits and associate degrees.

WorkFirst participants who completed at least some college were employed at higher rates, and earned more, than those who did not. Participants who earned a credential backed by 45 or more credits saw the highest employment rates and wages – 56 percent employment and \$12.35 an hour in the first quarter after exiting the WorkFirst program.

### WIA Title I-B programs

The second section of this report examines Workforce Investment Act (WIA) Title I-B program services. This funding stream is mapped from the federal source through the state workforce agency, the Employment Security Department, and on to the local partners. The report analyzed information from program year 2012 (July 2012 through June 2013) so that employment outcomes would be available.

Further detail is provided on WIA Title I-B training and other services, as well as outcomes, focusing on participants who exited the adult, dislocated worker or youth WIA program and postsecondary education and training during the same time period.

A total of 1,319 WIA participants exiting in program year 2012 received some type of postsecondary training from the state's community and technical colleges, with 82 percent of those attaining a credential, degree or other completion.

Washington met or exceeded the targets for each WIA Title I-B outcome measure for program year 2013, which most closely reflects outcomes for those who exited services in program year 2012. For adults and dislocated workers, the measures focus on obtaining employment, retaining employment and wages earned. For youth, the measures focus on placement in employment or education, attaining a degree or certificate and improvements in skills.

## Workforce Innovation and Opportunity Act

The report concludes by highlighting recent developments in the form of 2014 federal legislation, the Workforce Innovation and Opportunity Act (WIOA), that will have significant impact on the state's workforce development system. WIOA affords us all the opportunity to reexamine programs and delivery systems to build more seamless processes for closing skills gaps and linking workers with employers.

## Legislative mandate

The 2014 Supplemental Operating Budget (ESSB 6002) directed the Employment Security Department (ESD) to work with the Workforce Training and Education Coordinating Board (WTECB), State Board for Community and Technical Colleges (SBCTC), Department of Social and Health Services' Economic Services Administration (ESA) and local Workforce Development Councils (WDCs) to coordinate a consolidated, two-part report. The report was to focus on short-term and long-term employment- and training-related outcomes and funding of WorkFirst and Workforce Investment Act (WIA) Title I-B workforce training programs.

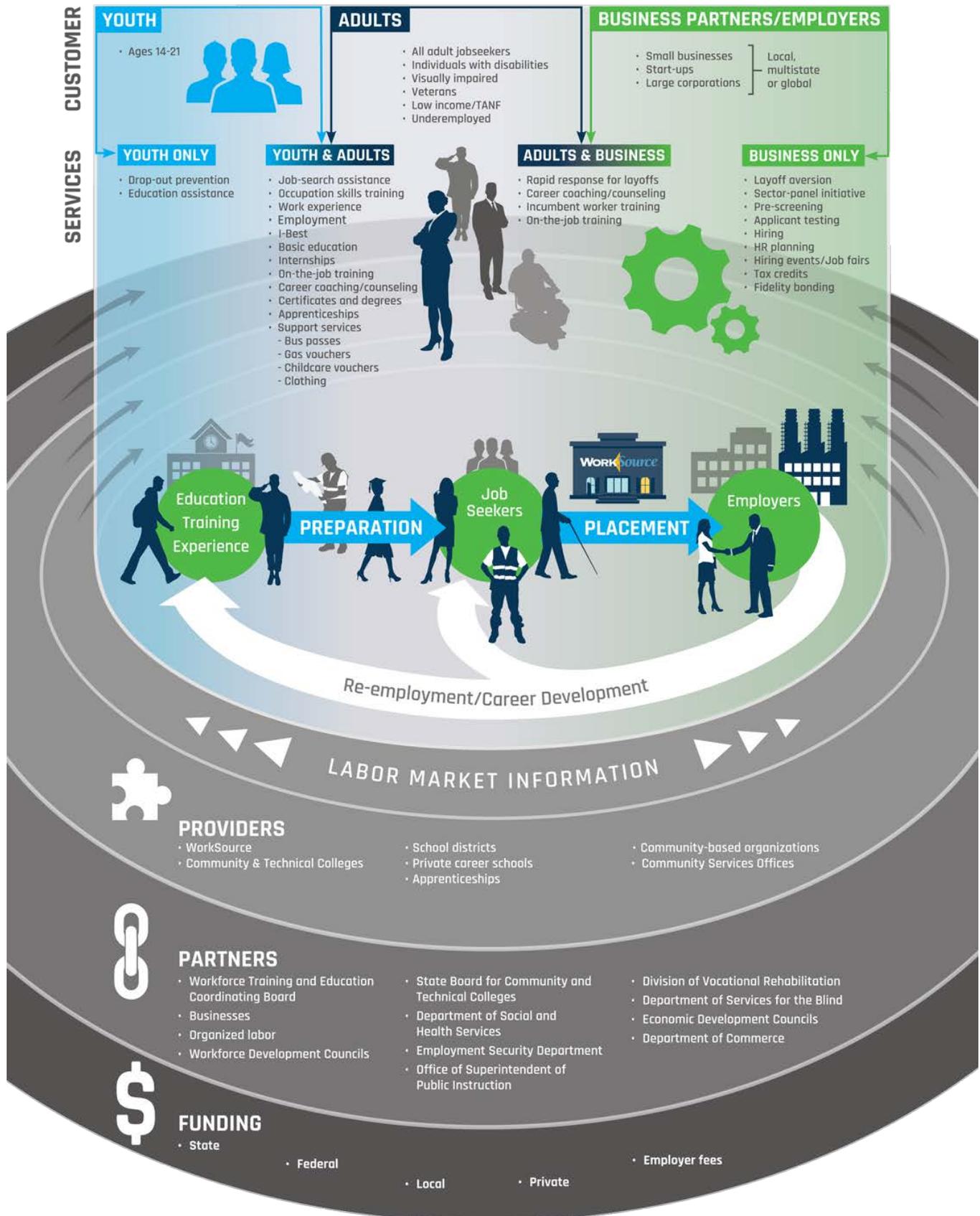
The report was to include the following:

1. Joint report from SBCTC and ESA on training outcomes for WorkFirst-funded program activities such as basic education, vocational education, I-Best and life skills. Outcomes were to include training completion, subsequent employment and funds spent.
2. Report from ESD, WTECB, SBCTC and local WDCs on federal WIA Title I-B funds, including amounts spent on direct training and services, and training outcomes.

Although not included in the budget proviso, the Legislature also asked that the report include a visual representation of Washington's full workforce development system.

In August 2014, ESD brought together representatives of each of the agencies and organizations that make up the state's workforce development system to plan our joint approach to this report. Soon after, ESD brought together a group representing the same entities to design a visual of the system. Sub-groups from these entities worked through the fall to compile the data and conduct the analysis required for the two basic components of the report.

# WORKFORCE DEVELOPMENT SERVICES





# Part 1 – WorkFirst

## WorkFirst training

As required by the legislative mandate, the State Board for Community and Technical Colleges (SBCTC) and Department of Social and Health Services’ Economic Services Administration (ESA) reported on training outcomes for WorkFirst-funded programs. By activity, SBCTC and ESA identified the following:

1. Number and percent of individuals who completed educational activities;
2. Number and percent of individuals employed within one quarter after program completion, and their hours worked and wages;
3. Number and percent of individuals employed within three quarters after program completion, and their hours worked and wages;
4. Number of students enrolled in certificate programs by certificate type;
5. Number of students who accumulated at least 45 credits and a college award; and
6. Amount of WorkFirst funds spent.

WorkFirst is Washington state's temporary cash assistance program. The goal of the WorkFirst program is to help low-income families stabilize their lives, so they can go to work and take better care of their families.

During the 2012 to 2013 academic year (summer 2012 through spring 2013), the State Board for Community and Technical Colleges (SBCTC) contracted with 33 community and technical colleges (CTC) and seven private career schools (PCS) or community-based organizations (CBO) to offer education and training programs to WorkFirst participants. In order to meet the educational needs and employment goals of the individual, the WorkFirst participant may enroll in an array of education or training programs. For the academic year 2012 to 2013, all approved education and training activities for WorkFirst participants fell under four overarching program categories: vocational education, basic education, jobs skills training or skill enhancement; and life skills as shown in *Figure 1*.

**Figure 1:** Programs available for WorkFirst participants administered by the SBCTC Washington state, academic year 2012 to 2013  
Source: State Board for Community and Technical Colleges

Overarching program category	Definition	Examples of specific programs
Vocational education	Training that leads to a degree or certificate in a specific occupation.	Certificate programs, Integrated Basic Education and Skills Training (I-BEST), associate degrees
Basic education	Training that increases basic skills and competencies.	High school equivalency, pre-college math or English courses, ESL
Job skills training or skill enhancement	Training that enhances a person's employability by providing specific skills desired by employers.	Prerequisites for vocational and technical certificate, keyboarding classes.
Life skills	Training that prepares a person to meet the demands of everyday employment.	Budgeting, effective communication, leadership

*For the academic year 2012 to 2013, all approved education and training activities for WorkFirst participants fell under four overarching program categories: vocational education, basic education, jobs skills training or skill enhancement; and life skills.*

All programs vary in duration and have different credit and prerequisite requirements. Most vocational education programs require all students to be “college ready” or meet minimum academic standards. If a WorkFirst participant wishes to enroll in a traditional vocational education program but does not meet the minimum academic standards, the WorkFirst participant will be referred to either basic education or job skills training/skill enhancement programs.

### Postsecondary completion rates

During the 2012 to 2013 academic year, 9,990 individual WorkFirst participants enrolled in education and training programs administered by the SBCTC. A total of 9,826 individual WorkFirst participants, or 98 percent, were included in this analysis.<sup>1</sup>

Of the total WorkFirst participants enrolled in certificate and degree programs, 5,260, or 54 percent, were considered award-seeking students. This represents an unduplicated count across the college system. Of these same WorkFirst participants, 1,085, or 21 percent, completed a college degree or certificate during the stated year. The most frequently earned college-level certificates or degrees were certificates requiring 20 to 44 credits (595 WorkFirst participants) and associate degrees (332 WorkFirst participants). Four WorkFirst participants earned applied bachelor’s degrees.

**Figure 2:** Distribution of certificates and degrees by type, unduplicated based on highest award received Washington state, academic year 2012 to 2013

Source: State Board for Community and Technical Colleges

Certificate or degree	Number of WorkFirst participants who earned an award	Percent of total award-seeking WorkFirst participants earning college awards (N=5,260)
Applied baccalaureate degree	4	<1%
Associate degree	332	6%
Certificate, at least 90 credits	6	<1%
Certificate, 45 to 89 credits	147	3%
Certificate, 20 to 44 credits	595	11%
Certificate, 1 to 19 credits	1	<1%
<b>Total</b>	<b>1,085</b>	<b>21%</b>

*Of WorkFirst participants seeking an award, 21 percent completed an award in academic year 2012 to 2013.*

It should be noted that although a WorkFirst participant may not have been counted as completing a degree during the study year, the student might have completed the following year. WorkFirst participants also may have elected to stop attending the program.

<sup>1</sup> In order to be included in the sample for this analysis, a WorkFirst participant had to have a corresponding social security number and college student identification number in the college Management Information System (MIS). Measurement error is a factor because of a myriad of factors such as data entry inaccuracies.

When assessing system strengths and gaps of the WorkFirst program administered by the SBCTC, there are limitations to using completion rates as the sole measurement. Completion rates are only able to capture a snapshot of certain WorkFirst students for a specified time period. Vocational education programs, for example, are the only programs that lead to an award (i.e., a certificate or degree) and may use completion rates as a measurement. Student achievement for WorkFirst participants enrolling in basic education, job skills training, skill enhancement or life skills programs are not captured by completion rates.

Thus, completion rates are unable to illustrate that 756 WorkFirst participants earned a GED/high school equivalency during the study year. Additionally, completion rates do not distinguish between enrollment dates. WorkFirst participants begin education and training programs throughout the academic year. Although WorkFirst participants newly enrolled in a vocational education program may not have had the opportunity to complete a certificate or a degree, this WorkFirst participant is still included in the completion rate calculation.

### Student achievement initiative and the “tipping point”

An alternative measure to completion rates is the research-based Student Achievement Initiative measurement system.<sup>2</sup> Developed in partnership with the SBCTC and the Community College Research Center at Columbia University, the Student Achievement Initiative as a measurement system accounts for the incremental gains made by students through the identification of specific academic benchmarks. The research team concluded that measuring incremental gains in student achievement is critical for higher learning because reaching certain academic benchmarks predict increased likelihood for future program completion.

Moreover, the Student Achievement Initiative measurement system helps provide momentum that propels students toward the tipping point.<sup>3</sup> First coined in 2005, the “tipping point” refers to the student performance measurement standard equivalent to an earned credential backed by 45 or more credits (one year of study). Research demonstrates that students who achieve the tipping point are consistently more likely to have higher earning potential throughout their careers.

Because of the rules and time restrictions applied to the WorkFirst program, such as the lifetime 12-month limit on vocational education with respect to counting toward federal participation, and individual educational needs of WorkFirst participants, measuring student achievement or incremental gains for WorkFirst participants is appropriate. While not every WorkFirst participant is able to complete a certificate or degree, WorkFirst participants often make progress toward their goals, finishing some college.

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<sup>2</sup> See [www.sbctc.ctc.edu/college/e\\_studentachievement.aspx](http://www.sbctc.ctc.edu/college/e_studentachievement.aspx).

<sup>3</sup> See Prince and David (2005) for analysis on the tipping point which can be retrieved at [www.sbctc.ctc.edu/docs/education/ford\\_bridges/bldg\\_pathways\\_to\\_success\\_for\\_low-skilled\\_adult\\_stdts.pdf](http://www.sbctc.ctc.edu/docs/education/ford_bridges/bldg_pathways_to_success_for_low-skilled_adult_stdts.pdf).

Of the 5,260 WorkFirst participants enrolled in certificate or degree programs, 705, or 13 percent, completed college at the “tipping point.” Furthermore, 3,260, or 62 percent, of the 5,260 WorkFirst participants enrolled in certificate or degree programs increased their college achievement.

**Figure 3:** Education and training progress made by unduplicated WorkFirst participants  
Washington state, academic year 2012 to 2013  
Source: State Board for Community and Technical Colleges

Education and training progress	Number of WorkFirst participants	Percent of total WorkFirst participants enrolled in certificate or degree program (N=5,260)
Tipping point	705	13%
Increased student achievement	3,260	62%
No momentum	1,295	25%

*Three-quarters of WorkFirst participants enrolled in a certificate or degree program increased their college achievement in academic year 2012 to 2013.*

## I-BEST completions, “tipping points” and other achievement gains

The Integrated Basic Education and Skills Training program (I-BEST) is an instructional model that provides students the opportunity to engage in basic skills training and professional or technical content simultaneously.<sup>4</sup> Knowing that students often are discouraged with the length of time it takes to complete basic skills training prior to entering a vocational education program, the I-BEST model offers a pathway that can quickly boost students’ basic skills while they earn a credential. *Figure 4* presents the distribution of certificate and degrees by type. Each WorkFirst I-BEST participant is counted once based upon the highest award received.

During the 2012 to 2013 academic year, 533 WorkFirst participants enrolled in an I-BEST program. A total of 218, or 41 percent, I-BEST WorkFirst participants earned a college award. The most commonly earned certificates or degrees were awards requiring 20 to 44 credits (202 WorkFirst participants).

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<sup>4</sup>See [www.sbctc.ctc.edu/college/e\\_integratedbasiceducationandskillstraining.aspx](http://www.sbctc.ctc.edu/college/e_integratedbasiceducationandskillstraining.aspx).

**Figure 4:** I-BEST certificates and degrees by type, unduplicated at highest award received  
Washington state, academic year 2012 to 2013  
Source: State Board for Community and Technical Colleges

I-BEST certificate or degree	Number of WorkFirst I-BEST participants who completed	Percent of total WorkFirst I-BEST participants (N=533)
Associate degree	4	1%
Certificate, 45 to 89 credits	12	2%
Certificate, 20 to 44 credits	202	38%
<b>Total</b>	<b>218</b>	<b>41%</b>

*Of the WorkFirst participants enrolled in an I-BEST program, 41 percent completed a degree or certificate during academic year 2012 to 2013.*

As aforementioned, the completion rate measurement is not able to capture GED/high school equivalency attainment. However, for the purpose of this report, it should be noted that 33 I-BEST WorkFirst participants earned a GED/high school equivalency during the study year.

Of the I-BEST WorkFirst participants enrolled during the 2012 to 2013 academic year, 225, or 42 percent, increased their college momentum as measured by increased student achievement. A total of 59, or 11 percent, of I-BEST WorkFirst participants achieved the “tipping point.”

**Figure 5:** I-BEST WorkFirst participant education and training progress, unduplicated at highest award received  
Washington state, academic year 2012 to 2013  
Source: State Board for Community and Technical Colleges

I-BEST educational and training progress	Number of WorkFirst I-BEST participants	Percent of total WorkFirst I-BEST participants (N=533)
Completions (no tipping)	192	36%
Completions at tipping point	59	11%
Increased student achievement	225	42%
No momentum	57	11%

*Nearly 9 out of 10 WorkFirst participants enrolled in an I-BEST program increased their college achievement in academic year 2012 to 2013.*

### Training results for students not enrolled in certificate or degree programs

Forty-six percent of WorkFirst participants (4,566) were enrolled in other education and training activities, not certificate or degree programs.

Seven in ten of those, 3,276, or 72 percent, were enrolled in basic education. Of the 3,276 WorkFirst participants, 59 percent increased their basic skills as demonstrated by increased student achievement. This included 756 WorkFirst participants who earned a GED/high school equivalency.

Of the 4,566 WorkFirst participants, 1,290 (28 percent), enrolled in programs such as career exploration, interviewing and communications skills, life skills, parenting education and other work-related courses. Within this group, 24 percent increased their academic achievement.

### Employment, wages and earnings

Figures 6 through 10 outline the number and percent of 6,172 WorkFirst participants who exited programs in academic year 2012 to 2013. Employment Security Department wage record matches are used to measure employment outcomes. Employment, earnings, hourly wage and hours worked are reported for one and three quarters after exit. All data are reported based upon Washington state employment and wage records. Results are disaggregated for completion status.

When reviewed after exit for both the first and third quarter, WorkFirst participants earning a certificate backed by at least 45 credits, or achieving the tipping point, were more likely to be employed after program completion and to have higher earnings. The increased earning potential of WorkFirst participants reaching the tipping point was most pronounced three quarters after exit.

**Figure 6:** First quarter employment and wages after program exit or completion  
Washington state, academic year 2012 to 2013

Source: State Board for Community and Technical Colleges, Employment Security Department

WorkFirst participants	Total	Total employed	Percent employed	Median quarterly earnings	Median annualized earnings	Median hourly wage	Median quarterly hours worked
All WorkFirst participants exiting 2012 to 2013	6,172	2,433	39%	\$2,444	\$9,776	\$10.31	246
WorkFirst participants earning a certificate or degree	1,255	556	44%	\$2,742	\$10,968	\$10.84	253
WorkFirst participants earning momentum points only	2,487	1,017	41%	\$2,479	\$9,916	\$10.38	254
WorkFirst participants achieving tipping point*	603	335	56%	\$3,245	\$12,980	\$12.35	264
WorkFirst participants making no momentum	2,430	860	35%	\$2,089	\$8,356	\$10.12	222

\*"Tipping point" participants are duplicated in other categories, so all categories totaled exceed 6,172.

*Consistent with prior research, only 35 percent of students who made no momentum were employed in the first quarter after exiting training.*

**Figure 7:** Third quarter employment and wages after program exit or completion  
Washington state, academic year 2012 to 2013

Source: State Board for Community and Technical Colleges, Employment Security Department

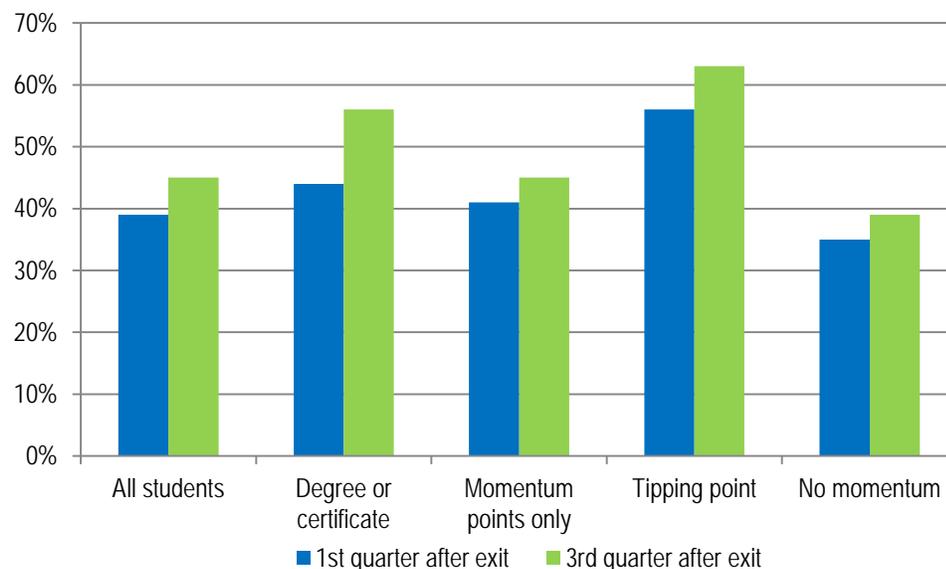
Student grouping	Student count	Employed	Percent employed	Median earnings	Median annualized earnings	Median hourly wage	Median quarterly hours worked
All WorkFirst participants exiting 2012 to 2013	6,172	2,766	45%	\$3,259	\$13,036	\$10.77	319
WorkFirst participants earning a certificate or degree	1,255	702	56%	\$3,918	\$15,672	\$11.39	369
WorkFirst participants earning momentum points only	2,487	1,121	45%	\$3,327	\$13,308	\$10.74	316
WorkFirst participants achieving tipping point*	603	382	63%	\$4,755	\$19,020	\$12.98	404
WorkFirst participants making no momentum	2,430	943	39%	\$2,699	\$10,766	\$10.37	289

\*"Tipping point" participants are duplicated in other categories, so all categories totaled exceed 6,172.

*Consistent with prior research, only 39 percent of students who made no momentum were employed in the third quarter after exiting training.*

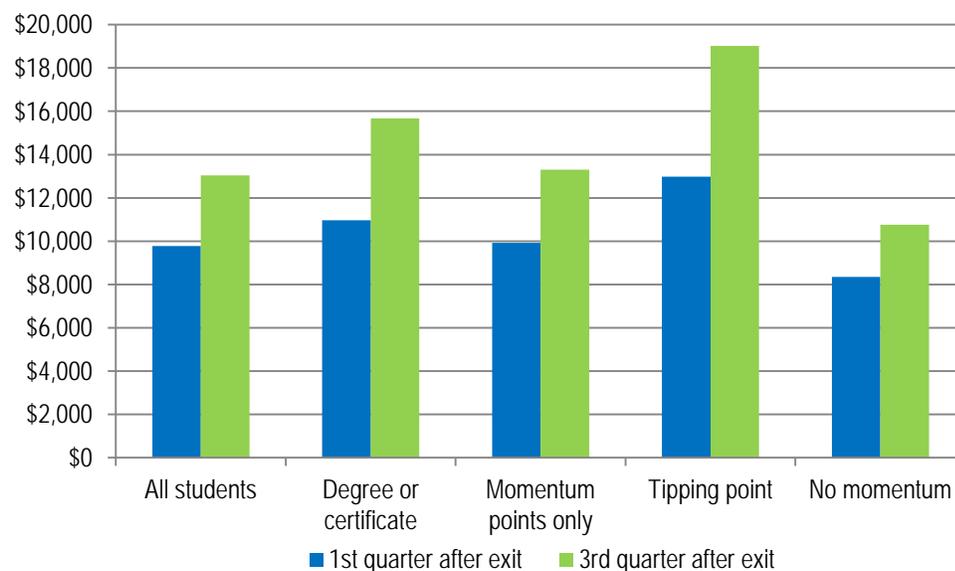
**Figure 8:** Percent of WorkFirst participants employed first and third quarters after exit  
Washington state, academic year 2012 to 2013

Source: State Board for Community and Technical Colleges, Employment Security Department



*For all groups of WorkFirst participants exiting training, higher portions were employed three quarters after exit than the first quarter.*

**Figure 9:** Annualized earnings for WorkFirst participants, first and third quarter after exit  
 Washington state, academic year 2012 to 2013  
 Source: State Board for Community and Technical Colleges, Employment Security Department



*For all groups of WorkFirst participants exiting training, wages were higher three quarters after exit than the first quarter*

When examining the wages and earnings for WorkFirst participants, it is helpful to consider the wages and earnings within the context of the top six programs completed by WorkFirst students as shown in *Figure 10*.

**Figure 10:** Top 6 programs completed by WorkFirst participants  
 Washington state, academic year 2012 to 2013  
 Source: State Board for Community and Technical Colleges

Program	WorkFirst participant completion count	Percent of total WorkFirst participants earning a credential by program type (N = 1,085)
Nursing assistant/aide	239	22%
Office/clerical	66	6%
Accounting and bookkeeping	52	5%
Medical/clinical assistant	52	5%
Early childhood education and teaching	46	4%
Welding	38	4%

*The greatest number of WorkFirst participants completed a nursing assistant/aide program during academic year 2012 to 2013.*

## Top 15 certificate or degree programs by enrollment

*Figure 11* displays the top 15 certificate or degree programs by WorkFirst participant enrollment. Although the most popular field of study for WorkFirst participants at enrollment was nursing, most WorkFirst participants actually completed only the nursing assistant/aide certificate (*Figure 10*). The discrepancy between enrollment aspirations and actual program completion may be in part due to the time restrictions for vocational education for the WorkFirst program. Nursing programs, for example, take well beyond the allowable 12 months for completion. As such, a WorkFirst participant may have the goal of becoming a nurse; however, as a WorkFirst participant, the student only has time to complete a nursing assistant certificate.

**Figure 11:** Top 15 certificate or degree programs by WorkFirst participant enrollment  
Washington state, academic year 2012 to 2013  
Source: State Board for Community and Technical Colleges

Certificate and degree programs	Total WorkFirst participants enrolled
Registered nursing	409
Medical/clinical assistant	315
Early childhood education and teaching	233
Accounting and bookkeeping	222
Business administration and management	220
Nursing assistant/aide	219
Office management and supervision	184
Medical administration assistant/secretary	171
Welding	152
Human services training	126
Licensed practical nursing	124
Substance abuse/addiction	103
Office and clerical	93
Auto mechanics AUTO	79
Criminal justice/law enforcement	77

*The greatest number of WorkFirst participants were enrolled in registered nursing programs during academic year 2012 to 2013.*

Figure 12 displays WorkFirst participants' certificate or degree program enrollment by career cluster. During this period, 584 WorkFirst participants were enrolled but had not yet declared a field.

**Figure 12:** WorkFirst participants' certificate or degree program enrollment by career cluster  
Washington state, academic year 2012 to 2013  
Source: State Board for Community and Technical Colleges

Career cluster of certificate and degree programs	Total WorkFirst participants enrolled
Business management and administration	1,214
Health services	757
Nursing	533
Human services	393
Education and training	322
Manufacturing	267
Law, public safety, corrections and security	248
Health technology	214
Information technology	191
Transportation, distribution and logistics	160
Hospitality and tourism	100
Architect and construction	88
Marketing, sales and services	72
Unknown	41
Arts, audio/video and communications	39
Agriculture, food and natural resources	30
Science, technology, engineering and math	7
Undeclared	584
<b>Total</b>	<b>5,260</b>

*The greatest number of WorkFirst participants were enrolled in business management and administration career cluster programs during academic year 2012 to 2013.*

## WorkFirst funding

For academic year 2012 to 2013, the State Board for Community and Technical College's WorkFirst expenditures totaled \$19,534,000.

**Figure 13:** WorkFirst funding expenditures  
Washington state, academic year 2012 to 2013  
Source: State Board for Community and Technical Colleges

WorkFirst categories	WorkFirst expenditures	WorkFirst expenditures as a percent
Direct services	\$12,293,282.27	62.9%
Performance	\$5,060,406.80	25.9%
Administration	\$1,887,111.54	9.7%
Tracking and monitoring	\$293,199.39	1.5%
<b>Total</b>	<b>\$19,534,000.00</b>	<b>100%</b>

*Nearly 63 percent of SBCTC's WorkFirst funding was spent on direct services.*

## Recommendations

After data review and program analysis, the State Board for Community and Technical Colleges recommends the following for strengthening the WorkFirst program administered by the SBCTC:

### WorkFirst Work Study program

The WorkFirst Work Study is a critical component of the WorkFirst program administered by the SBCTC. The WorkFirst Work Study program provides WorkFirst participants with critical opportunities to gain job skills and work experience, while earning a credential. Of equal importance, Work Study allows WorkFirst participants to earn some income to support their families. Finally, WorkFirst Work Study aligns well with federal program requirements by helping the Department of Social and Health Services meet federal participation rates. The SBCTC recommends full continued support of the WorkFirst Work Study program and does not support any proposed fiscal cuts to this program.

### Student Achievement Initiative

When assessing the system strengths, gaps and outcomes of the WorkFirst program administered by the SBCTC, it is recommended to complement completion rate data with the Student Achievement Initiative. As previously discussed, there are limitations when using completion rates as the sole measurement for program evaluation and these limitations make it impossible to assess the WorkFirst program in its entirety. The Student Achievement Initiative also helps staff understand how best to support and motivate WorkFirst participants to and through the tipping point. As such, the SBCTC recommends expanding the Student Achievement Initiative to encourage program strengthening and enhance student support.

## **I-BEST program**

The I-BEST model has the potential to better align with the WorkFirst program time limit policy and enhance WorkFirst participants' success in school. Funding and support of adult basic education (including I-BEST) programs will help the community and technical college system build capacity to serve more students.

## Part 2 – Workforce Investment Act Title I-B: Services for youth, adults and dislocated workers

As required by the legislative mandate, the Employment Security Department (ESD), Workforce Training and Education Coordinating Board (WTECB), State Board for Community and Technical Colleges (SBCTC) and local workforce development councils (WDCs) analyzed federal Workforce Investment Act Title I-B funds and identified the following:

1. Total amount spent on direct training provided by the community and technical colleges;
2. Total amount spent by ESD on direct service provision;
3. Number of students who enrolled in certificate programs;
4. Number and percent of students who earned certificates; and
5. Number and percent of students who accumulated at least 45 credits and industry recognized credentials.

The Workforce Investment Act of 1998 (WIA) establishes the structure and relationship among national, state and local partners for workforce investment activities. The purpose of WIA Title I-B is “to provide workforce investment activities, through statewide and local workforce investment systems, that increase the employment, retention, and earnings of participants, and increase occupational skill attainment by participants, and, as a result, improve the quality of the workforce, reduce welfare dependency, and enhance the productivity and competitiveness of the nation.”

In Washington, these services are coordinated through WorkSource, the state’s one-stop delivery system, which is primarily funded through the Workforce Investment Act Title I-B and the Wagner-Peyser Act. In program year 2012 (July 1, 2012, through June 30, 2013), the U.S. Department of Labor allocated \$55,413,700 in WIA Title I-B funds to Washington for employment and training services designed to benefit employers, dislocated workers, adults and youth.

ESD serves as the State Workforce Agency (SWA). In this capacity, ESD is the state’s designated WIA Title I-B grant recipient. Its role also includes stewardship of the funds, oversight and monitoring, statewide policy, administration of grants and contracts and allocation of WIA Title I-B funds to local Workforce Development Councils (WDCs), which serve as local workforce investment boards for the provision of services within the local integrated service delivery system.

Appointed by the Governor, the WTECB is the state’s workforce investment board. As defined by state law (Chapter 28C.18 RCW), WTECB coordinates policy and planning for the state’s overall workforce development system, manages performance accountability and evaluates results, and facilitates demonstration projects to test innovations and ideas.

Washington’s 12 WDCs serve as local workforce investment boards under WIA, convene partner organizations on local workforce issues, and oversee the provision of services at the local level. They are the strategic visionaries for implementation of local one-stop service delivery systems as well as investment of WIA funds for their local areas.

Individual WDC members are appointed by chief local elected officials (CLEOs) and the councils are certified by the Governor. CLEOs are the local area WIA Title I-B grant recipients. CLEOs direct WDCs to administer the funds and oversee the area’s WorkSource centers to most effectively respond to the needs of local employers and job seekers. WDCs are business led and locally focused. WDCs convene regional partners and stakeholders to assess skill gaps, identify emerging and future employment possibilities, and collaborate with economic development and other partners to design the region’s workforce development strategies and plan. WDCs are the system’s portal to the employer community and are responsible for facilitating multiple interagency projects and programs.

### Distribution of WIA funds in Washington

For program year 2012 (July 1, 2012 through June 30, 2013), Washington received a \$55,413,700 formula grant from the U.S. Department of Labor for its Workforce Investment Act Title I-B programs. The funds were subsequently formula-allocated among the three core programs and between the state and local areas as shown in *Figure 14*. Local areas are allowed to spend up to 10 percent of their formula funds on administration.

**Figure 14:** Program distribution of WIA funds  
Washington state, July 2012 through June 2013  
Source: Employment Security Department

Federal WIA Title I-B Grant \$55,413,700 (with three-year spending authority)						
Adult program \$15,738,264		Youth program \$16,959,549		Dislocated worker program \$22,715,887		
Local (95%) \$14,951,351	State (5%) \$786,913	Local (95%) \$16,111,572	State (5%) \$847,977	Local (70%) \$15,901,121	State (5%) \$1,135,794	Rapid response (25%) \$5,678,972

*The vast majority of WIA Title I-B funds are spent on the local level.*

In considering these state and local funding allotments, it is important to note that the funds have a three-year life (e.g., PY 2012 funds are good through June 30, 2015). However, states must obligate at least 80 percent of each program’s funds in the first year (20 CFR 667.150 and 667.160), and states may redirect unspent local funds after the second year to WDCs that have obligated at least 80 percent of their current year funds.

## WIA funds spent on direct training at community and technical colleges

Federal WIA Title I-B funds support a full range of re-employment and training services, including career counseling, internships, job placement, job retention and business services at WorkSource Centers and through Workforce Development Councils. Training is provided through the state's community and technical colleges and other venues, including private career schools, apprenticeship programs and on the job. WIA customers work with career counselors to select the career path that is right for them, and, if needed, the appropriate training opportunities.

In program year 2012, Washington's 12 Workforce Development Councils collectively spent \$3,883,542 on Individual Training Account (ITA) vouchers and cohort training provided by public community and technical colleges for WIA Title I-B adult, dislocated worker and youth participants. To qualify for these funds, participants had to be engaged in occupational skills training (i.e., training provided in a classroom setting for a particular skill or set of skills needed to qualify for an occupation) determined through state labor market information as being in demand. That figure represented nearly three-quarters (73 percent) of all ITA/cohort training expenditures (*Figure 15*).

The balance of ITA/cohort training expenditures was connected to other allowable types of training, primarily occupational skills training provided by private career schools and registered apprenticeship programs. WIA training was also provided in the forms of on-the-job (OJT) and customized training. WIA specifically requires that this range of training options be available to maximize customer choice (section 134 of WIA).

The bulk of the remaining WIA funding was spent on other WIA participant services generally categorized as "core," "intensive," "supportive" and "follow-up" services. Under WIA regulations (20 CFR 663.160 and 663.310), core, intensive and training services are considered tiered and must be provided in sequence, with service at one level, a prerequisite to moving to the next. Accordingly, core and intensive services must be offered first, in sequence, before training services are provided. This is one reason why training services, though typically the most expensive WIA service, do not historically constitute a majority of WIA expenditures.

Core services, which include outreach, job search, placement assistance and labor market information, must be available at, and delivered through, one-stop centers. Intensive services include comprehensive and specialized assessments, development of individual employment plans, group and individual counseling, basic skills development, short-term pre-vocational services, paid/unpaid internships and work experience. Supportive services include transportation, childcare, dependent care, housing assistance and needs-related payments necessary to enable individuals to participate in WIA activities. Follow-up services could include, but are not limited to, additional career counseling, contact with the participant's employer, assistance with peer support groups, information about additional educational opportunities, and referral to supportive services available in the local community, and must be made available for a minimum of 12 months after employment begins.

**Figure 15:** Program year 2012 WIA Title I-B formula expenditures  
 Washington state, July 2012 through June 2013  
 Source: Employment Security Department/BPRD; Workforce Development Councils

PY 2012 (July 1, 2012 to June 30, 2013)	Amount
Total WIA Title I-B formula expenditures*	\$45,110,413
Total WIA Title I-B formula expenditures on Individual Training Accounts/cohort training	\$5,324,848
Total WIA Title I-B formula expenditures on Individual Training Accounts/cohort training provided by CTCs	\$3,883,542

\* Federal WIA Title I-B funds support a full range of re-employment and training services, including job placement and business services at WorkSource Centers. Training is provided through the state's community and technical colleges and other venues, including private career schools, apprenticeship programs and on the job.

*Approximately \$3.9 million in WIA Title I-B formula funds were spent on direct training for WIA participants through community and technical colleges during program year 2012.*

It should also be noted that under WIA regulations (20 CFR 663.320), local workforce investment boards must consider the availability of other sources of grants, excluding loans, to pay for training so that WIA funds supplement, but do not supplant, other sources (e.g., Pell Grants, State Need Grants, etc.). WIA is intended to provide training services when no, or insufficient, grant assistance is available from other sources. To this end, WIA is often referred to as the “funder of last resort.” For instance, dislocated workers may be provided retraining packages comprised of student financial aid, state Worker Retraining program (WRT) funds and federal WIA dislocated worker program funds resulting from coordination and collaboration between respective program staff. As a result, participants can receive the benefit of retraining, but no one program bears the entire cost.

Of additional note, training provided to WIA dislocated worker program participants who are co-enrolled in the Trade Adjustment Assistance (TAA) program can, by law, only be paid by TAA. In this case, participants benefit from training, but none of those expenditures are paid by WIA.

## WIA and credential attainment

WIA participants receive a variety of services, such as intensive job search and job readiness services, OJT, secondary education support for youth participants, and postsecondary occupational skills training. Training participation cannot be tracked accurately from WIA financial records, because the WorkSource system relies heavily on leveraging other funds to support participant activities. As a result, a significant amount of participant training is paid from sources such as Pell Grants, State Need Grants and Worker Retraining. Therefore, WIA system records of payments for training would produce a significant under-estimate of postsecondary participation. A better approach is to compile data on those WIA participants who were involved in both WIA and in postsecondary training at the same time.

In order to accurately compute rates of completion, the analysis focused on those exiting WIA in the 2012 to 2013 year and also exiting postsecondary education and training in five quarters (April 2012 through June 2013). *Figure 16* shows the number of individuals who exited adult, dislocated worker and youth WIA program services respectively, and, of those, the number who also exited community and technical college (CTC) education and training. In addition to those WIA participants shown in *Figure 16* as enrolled at CTCs, a smaller number of WIA participants were enrolled at other postsecondary schools, such as private schools and public baccalaureate colleges or universities.

Overall, about 18 percent (1,319) of WIA participants from the three programs received some type of postsecondary training from CTCs. Among adult and dislocated workers, over 84 percent had a “positive exit status,” meaning they either attained a credential, degree or completion, or were classified as having completed work preparation with at least 45 credits and a 2.0 GPA. However, among the small portion of WIA youth participants at community and technical colleges, about 35 percent achieved a positive exit outcome.

Dislocated worker WIA participants had the highest enrollment rate at CTCs, with 25 percent exiting from a CTC. Among adult WIA program participants, 18 percent exited from a CTC. Participation in postsecondary programs was understandably much lower for WIA youth (3.5 percent), as a large proportion of youth participants do not have high school diplomas.

**Figure 16:** WIA participant postsecondary occupational skills training  
Washington state, July 2012 through June 2013  
Source: Workforce Training and Education Coordinating Board

WIA program	Total WIA exiters*	Exited CTC	Percent exited CTC	Positive exit status
Adult	2,680	490	18.3%	85.1%
Dislocated worker	3,016	766	25.4%	84.1%
Youth	1,816	63	3.5%	33.3%
<b>Total</b>	<b>7,512</b>	<b>1,319</b>	<b>17.6%</b>	<b>82.0%</b>

\*Federal WIA Title I-B funds support a full range of re-employment and training services, including job placement and business services at WorkSource Centers. Training is provided through the state’s community and technical colleges and other venues, including private career schools, apprenticeship programs and on the job.

*The adult and dislocated worker program participants had the best training outcomes.*

Figure 17 provides further detail on the training completion status of WIA exiters who also exited CTC training.

**Figure 17:** CTC participants by program and training completion status  
 Washington state, July 2012 through June 2013  
 Source: State Workforce Training and Education Coordinating Board

Training completion status	Adult		Dislocated worker		Youth	
	Count	Percent	Count	Percent	Count	Percent
WIA Program exiters who also exited a CTC	490	18.3%	766	25.4%	63	3.5%
Of those also exiting a CTC						
Early leaver: less than 10 credits	24	4.9%	32	4.2%	25	39.7%
Leaver: 10 or more credits	49	10.0%	90	11.7%	17	27.0%
Leaver who completed work preparation: 45 or more credits and at least 2.0 GPA	49	10.0%	83	10.8%	2	3.2%
Certificate: Less than 1 year	118	24.1%	168	21.9%	9	14.3%
Other completion	5	1.0%	5	0.7%	5	7.9%
Certificate: 1 or more years	48	9.8%	52	6.8%	2	3.2%
Degree	197	40.2%	336	43.9%	3	4.8%
Total exiting CTC with credential or completion	417	85.1%	644	84.1%	21	33.3%

*Of adult and dislocated worker program participants with a positive training outcome, they most commonly completed full degrees.*

Recent changes in private career school data collection make it difficult to compile comparable statistics on WIA participant enrollments in those schools. However, in general the number of WIA participants enrolled at private career schools is substantially less than half the number enrolled at community and technical colleges. Completion rates for these students at private career schools appear to be similar to rates for those attending community and technical colleges.

## Industry-recognized credentials

There are no established standards for what counts as an “industry-recognized” credential distinct from a degree or certification. Partly as a result of this, and partly because there are many certifications provided by third party, non-governmental organizations that are not educational institutions, there are no standardized sources for this data, neither in Washington state nor nationally.

Washington state is evaluating whether it can join a national pilot project to begin obtaining such information from selected third-party certification organizations. However, even if that effort is successful, it is years away from providing comprehensive coverage of this category, regardless of how it is defined.

Career and technical programs at community and technical colleges have advisory committees composed of local employers in order to assure that the credentials from those programs are incorporating skills significant in local labor markets.

## WIA outcomes

A set of three “common” measures corresponds to each of the three populations served under WIA Title I-B: disadvantaged adults, dislocated workers and youth. For adults and dislocated workers, the measures focus on obtaining employment, retaining employment and wages earned. For youth, the measures focus on placement in employment or education, attaining a degree or certificate and improvements in basic skills.<sup>5</sup>

Each state’s performance targets are negotiated with the federal government on a yearly basis, with the ability for states to renegotiate those targets mid-way through a program year if there are changes in participant demographics or economic conditions. The federal government’s use of states’ performance on these nine measures includes awards of federal incentive funds in some years.

*Figure 18* provides Washington’s performance on each of these measures for program year 2013, which most closely reflect outcomes for those who exited services in program year 2012 discussed throughout the report. Washington met or exceeded all nine of its targets, and averaged 100 percent.

The federal definitions for counting targets as not met, met or exceeded are as follows:

- "Not met" = Performance is below 80 percent of the negotiated performance target.
- "Exceeded" = Performance is at or above 100 percent of the negotiated performance target.
- "Met" = Performance ranges from 80 to 99.99 percent of the negotiated performance target.

A few notes may help with interpretation of the performance tables in *Figure 18*. Federal deadlines and the need for prompt reporting mean that the year-long periods used for some measures are not the same year-long periods used for others. Also, since these are outcome measures, they concentrate on participants who have left (i.e., “exited”) WIA programs and do not include those who are still participating. The following are the time periods on which each measure was based for program year 2013:

- Federal entered employment rates were calculated for participants who exited from October 1, 2012, through September 30, 2013. Federal retention rates and average earnings measures were calculated for participants who exited from April 1, 2012, through March 31, 2013.
- Federal youth placement and attainment of degree/certificate rates were calculated for participants who exited from October 1, 2012, through September 30, 2013. The youth literacy and numeracy rates are real-time measures and reflect functional gains in education from July 1, 2013, through June 30, 2014.

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<sup>5</sup> U.S. Department of Labor definitions of each measures: [http://wdr.doleta.gov/directives/attach/TEGL17-05\\_AttachA.pdf](http://wdr.doleta.gov/directives/attach/TEGL17-05_AttachA.pdf).

The numerators and denominators to the right of each performance measure reflect the number of participants or dollars involved in the calculation. Denominators shown for a given population also change from measure to measure. Some of this occurs because of the different time periods covered by the measures. However, most measures also exclude at least some participants by design. Using adult measures as an example, federal entered employment rates do not include participants who were employed when they registered for WIA services. Federal retention and earnings measures do not include participants unless they were employed during the quarter after exit.

**Figure 18:** WIA Title I-B program common measures and results for exiters during PY12 Washington state, July 2012 through June 2013  
Source: Department of Labor, Employment & Training Administration, PY13 Q4 9090 report

Adult results	Negotiated performance level	Actual performance level	Numerator denominator	Target achievement
Entered employment rate	79%	77%	1,880	97%
			2,458	
Employment retention rate	85%	85%	1,790	100%
			2,095	
Average earnings	\$14,146	\$14,650	\$26,223,140	104%
			1,790	

Dislocated worker results	Negotiated performance level	Actual performance level	Numerator denominator	Target achievement
Entered employment rate	84%	82%	2,404	98%
			2,942	
Employment retention rate	89%	89%	2,346	100%
			3,634	
Average earnings	\$20,101	\$19,517	\$45,787,575	97%
			2,346	

Youth results	Negotiated performance level	Actual performance level	Numerator denominator	Target achievement
Placement in employment or education	67%	67%	1,307	100%
			1,943	
Attainment of degree or certificate	74%	76%	1,290	103%
			1,705	
Literacy and numeracy gains	49%	53%	480	108%
			913	

*Common measures are federally defined by the Department of Labor and generally cover a performance cohort of exiters whose outcomes are measured after participants stop receiving WIA-funded services.*

## Recent developments

During July 2014, Congress passed and the President signed the Workforce Innovation and Opportunity Act of 2014 (WIOA) in to law. This act served to reauthorize the Workforce Investment Act of 1998. Senator Patty Murray was a prime sponsor of this bi-partisan, bi-cameral supported legislation.

WIOA made some key improvements to the nation's workforce development system including:

- Eliminating duplicative programs;
- Creating a single set of accountability metrics for every federal workforce program under the bill;
- Strengthening alignment between workforce areas, labor markets and economic development regions;
- Emphasizing access to real-world training opportunities such as on-the-job training, industry/sector driven partnership strategies and career pathways;
- Strengthening the connection between adult basic education and vocational rehabilitation services.



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## Washington Workforce Development Services

The Workforce Training and Education Coordinating Board developed this at-a-glance summary of Washington's key workforce development programs. Get more information online at [www.wtb.wa.gov/WorkforceDevelopmentDirectory.asp](http://www.wtb.wa.gov/WorkforceDevelopmentDirectory.asp).



Annual data for participants is 2012-2013. Annual data for funding is 2013-14.

January 2014

Who is Served?	Low income youth 14 through 21 years old	Low income job seekers 18 and older	Dislocated workers	Foreign trade affected workers	Individuals with disabilities	Blind or visually impaired individuals	Low income adults who are recipients of Temporary Assistance to Needy Families (TANF)				Unemployed and dislocated workers, with a priority given to dislocated workers	High school graduates or persons 18 years or older, and students younger than 18 with school district permission	High school students in grades 9 through 12	Employers and their prospective and existing employees	Those 18 or older and students younger than 18 with parent or guardian permission	All legal workers and employers seeking workers	Those with limited literacy skills or needing English language instruction	Employers and their prospective and existing employees		Dislocated workers (state definition)
Services	Employment and Training Services										Occupational Skills Training				Job Search Assistance	Basic Skills Instruction	Employer Matched Training	Income Support		
Program	Workforce Investment Act			Trade Adjustment Assistance	Division of Vocational Rehabilitation	Vocational Rehabilitation for the Blind	WorkFirst under TANF				Worker Retraining Program	Postsecondary Professional-Technical Education	Secondary Career and Technical Education	Apprenticeship	Private Career Schools	Wagner-Peyser	Adult Basic Education	Job Skills Program	Customized Training Program	Training Benefits Program
Individuals Served Annually	4,249	4,955	6,140	2,715	12,744	3,080	11,240	2,516	2,261	3,790 people per month	15,326	154,765	303,557	11,703	26,243	322,973	59,295	45 Companies 2,009 Workers	40 Businesses 1,451 Trainees (since 2006)	2,102
Annual Federal Funds	Youth \$15,539,354	Adult \$14,580,134	Dislocated Worker \$15,570,044	\$15,190,365	\$43,900,000	\$9,376,665	Education & Training \$18,134,000	Community Jobs \$15,760,752	Job Connection/ Career Jump \$6,079,147	Employment Services \$17,609,000	\$0	\$10,347,517	\$9,074,000	\$0	N/A <sup>4</sup>	\$14,676,520	\$9,178,602	\$0	\$0	\$0
Annual State Funds	\$0	\$0	\$0	\$0	\$11,292,685	\$2,131,000	\$0	\$0	\$0	\$0	\$39,759,100	\$171,831,000	\$384,824,000	\$1,627,409 <sup>3</sup>	N/A <sup>4</sup>	\$0	\$85,212,134	\$2,275,000	\$331,470	Varies
Administering Agency	Employment Security Department	Employment Security Department	Employment Security Department	Employment Security Department	DSHS / Division of Vocational Rehabilitation	Department of Services for the Blind	DSHS ↓ State Board for Community and Technical Colleges	DSHS ↓ Department of Commerce	DSHS ↓ Department of Commerce	DSHS ↓ Employment Security Department	State Board for Community and Technical Colleges	State Board for Community and Technical Colleges	Office of Superintendent of Public Instruction	Department of Labor & Industries	Workforce Training and Education Coordinating Board	Employment Security Department	State Board for Community and Technical Colleges	State Board for Community and Technical Colleges	State Board for Community and Technical Colleges	Employment Security Department
Providers	Community-based organizations, Education Service Districts, school districts and city/county government through Workforce Development Councils.	WorkSource Center/Affiliate sites, contracted colleges, community-based organizations and local government agencies. Funds administered by 12 regional Workforce Development Councils.	WorkSource Center/Affiliate sites coordinate the services.	Local DVR units and contracted community partners.	Statewide services through six offices located throughout Washington.	Community and technical colleges, private career schools and community-based organizations.	Private nonprofit contractors.	Local community-based organizations.	WorkSource offices and some Community Services Offices.	Washington's community and technical colleges, and licensed private career schools.	All of Washington's 34 community and technical colleges.	Office of Superintendent of Public Instruction	233 employer/employee sponsored training programs that meet state apprenticeship standards.	Over 300 licensed private career schools and colleges.	WorkSource Centers, WorkSource Affiliate sites, and online.	Washington's community and technical colleges, and community-based organizations.	Community and technical colleges, licensed private career schools, universities, and apprenticeship trusts.	Washington's community and technical colleges, and licensed private career schools.	Employment Security Department	
Program Results	Employment Rate or Further Education: 63% Annual Earnings: \$12,109 Earnings Net Impact: \$2,032 ROI: \$6 to 1	Employment Rate: 69% Annual Earnings: \$24,178 Earnings Net Impact: \$4,511 ROI: \$8 to 1	Employment Rate: 67% Annual Earnings: \$34,504 Earnings Net Impact: \$3,582 ROI: \$7 to 1	Employment Rate: 78% Annual Earnings: \$36,229 ROI: N/A <sup>1</sup>	Employment Rate: 50% Annual Earnings: \$13,655 Earnings Net Impact: \$1,445 ROI: \$3 to 1	Employment Rate: 39% Annual Earnings: \$23,706 Earnings Net Impact: N/A ROI: N/A <sup>1</sup>	Employment Rate: 53% Annual Earnings: \$15,479 Earnings Net Impact: N/A ROI: N/A <sup>1</sup>				Employment Rate: 68% Annual Earnings: \$28,780 Earnings Net Impact: \$2,971 ROI: \$9 to 1	Employment Rate: 66% Annual Earnings: \$26,360 Earnings Net Impact: \$9,363 ROI: \$13 to 1	Employment Rate or Further Education: 86% Annual Earnings: \$9,482 Earnings Net Impact: \$2,132 ROI: \$87 to 1 <sup>2</sup>	Employment Rate: 74% Annual Earnings: \$44,578 Earnings Net Impact: \$19,042 ROI: \$91 to 1	Employment Rate: 63% Annual Earnings: \$20,638 Earnings Net Impact: \$2,226 ROI: N/A <sup>4</sup>	Employment Rate: 59% Annual Earnings: \$23,139 ROI: N/A <sup>1</sup>	Employment Rate: 49% Annual Earnings: \$17,074 Earnings Net Impact: \$895 ROI: No significant positive impact	N/A <sup>5</sup>	N/A <sup>5</sup>	Employment Rate: 53% <sup>6</sup> Annual Earnings: \$28,412 ROI: N/A <sup>1</sup>

Note: The program results are measured for all program participants, not just completers. The employment and earnings results are based on employment reported to state employment agencies. They do not include self-employment, employment outside the Northwest, or military service, and thus understate total employment by approximately 10 percent. Funding is in 2013 first quarter dollars.

- 1 Not included in the Workforce Board's net impact and cost-benefit evaluations.
- 2 Outcomes for students who completed secondary CTE programs.
- 3 Supported by employer/employee contributions and funds from community and technical colleges.
- 4 The major public investment is financial aid for students, which is outside the scope of this report.
- 5 Programs are unique among workforce programs in only providing customized training for employees of specific firms. Their performance results are not well measured by the state core measures and not reported here.
- 6 Includes employment data from Washington only.