



Montana Department of LABOR & INDUSTRY

1 Division: Workforce Services Division
2 Category: WIOA
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5 Policy No.: 06-20

6 Measurable Skill Gains (MSG) Policy

7 **Background:** The Workforce Innovation and Opportunity Act (WIOA) established six primary performance
8 accountability indicators and performance reporting requirements to assess the effectiveness of states and
9 local workforce development areas in achieving positive outcomes for individuals served by the workforce
10 development system. This policy is specific to the Measurable Skill Gains (MSG) indicator which measures the
11 interim progress of participants who are enrolled in an education or training program that leads to a recognized
12 postsecondary credential, employment, or a secondary school diploma (or the equivalent). Interim progress or
13 measurable skill gains can be recorded with academic, technical, occupational, or other types of
14 documentation. The MSG indicator differs from other indicators as it is not an exit-based measure.
15 Performance is calculated and assessed during every program year that a participant is actively participating in
16 a program and is enrolled in education or training. Service provider staff should regularly record any type of skill
17 gain attained throughout the program year and procedures should be in place to support that process.

18 **Scope:** This policy applies to all service providers required to report MSGs to Montana Department of Labor
19 & Industry (MTDLI) as the administrative entity responsible for the operation of the WIOA Title 1B core
20 programs. This policy is effective July 8, 2024.

21 Policy:

22 A. MSG Description

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- 24 • An MSG is a measure of the documented progress (academic, technical, occupational, or professional)
25 made by a participant in a training or education program leading to a recognized postsecondary
26 credential, secondary diploma (or the equivalent).
 - 27 • An MSG measures progress during education or training for each period of participation within a
28 program year. It is different from other WIOA measures in the following important way: It is not an exit-
29 based measure. Participants are included in the MSG performance measure if they were reported as
30 enrolled in education or training during any point during the program year, regardless of completion
31 status. Only participants who exited due to one of the following reasons will be excluded from the
32 measure:
 - 33 ○ Institutionalized
 - 34 ○ Health/Medical
 - 35 ○ Deceased
 - 36 ○ Reserve forces called to active duty
 - 37 ○ Foster care
 - 38 ○ Ineligible
 - 39 ○ Criminal offender

40 B. Participants

41 All participants in education or training programs, including Apprenticeship, Customized Training, or On-the-Job
42 Training (OJT), that lead to recognized postsecondary credentials, employment, or a secondary diploma (or the
43 equivalent) are included in the MSG performance indicator for the program year. This includes participants who
44 exit during the program year, in addition to those who continue to receive services.

- 45 • Participants will be included in the measure on the date their education or training program starts.
46 Since training or education programs are defined by each core program, the following participants are
47 included by core program:
 - 48 ○ Title I Adult and Dislocated Worker, National Dislocated Work Grants (DWG), and Trade
49 Adjustment Assistance (TAA) programs - all participants in education or training programs,
50 including work-based learning and training that leads to the secondary school equivalency.
 - 51 ○ Title I Youth – All in-school youth are included in the measure. Out-of-school youth are included
52 if they are enrolled in one of the following education or training programs at any point during the
53 program year.
 - 54 ▪ Occupational skills training;
 - 55 ▪ Secondary education (or the equivalent);
 - 56 ▪ Postsecondary education;
 - 57 ▪ Title II-funded adult education concurrent with the Youth program;
 - 58 ▪ Youth Build program participation concurrent with the Youth program; or
 - 59 ▪ Job Corps program participation concurrent with the Youth program.
 - 60 ▪ **Please note:** As reflected in the Youth Program’s elements, on-the-job training (OJT) is
61 considered a type of Work Experience (WEX) for youth and is not considered training.
62 Youth participating in an OJT, or any type of WEX, will not be included in the MSG
63 indicator.

64 C. Documentation of Progress

65 MSGs must be recorded as soon as possible. To be counted in the performance measure, MSGs can be
66 recorded at any point during a program year up to June 30th. Only one MSG earned by the participant is used to
67 calculate performance for the performance measure. MTDLI’s Workforce Services Division must ensure that
68 service provider staff record all MSGs achieved in a timely manner to reflect full accounting of gains reported to
69 the United States Department of Labor (USDOL), Congress, and other stakeholders.

70 Documentation requirements vary by type of MSG, and type of education or training program. Staff should
71 identify which type(s) of MSG they will record upon participant enrollment into a training program. MSG-related
72 documentation requirements are as follows:

- 73 • Educational Functioning Level (EFL)
74 An EFL-type gain can be recorded for participants who received instruction below the post-secondary
75 level and achieved at least one (1) EFL.
76 In Montana, the EFL gain may be documented in one of two ways:
 - 77 ○ Compare the participant’s initial educational functioning level, as measured by pre-test results,
78 with the participant’s educational functioning level as measured by post-test results. Pre- and
79 post-test dates and results must be included in the participant’s file; or
 - 80 ○ For participants who exit a program below the postsecondary level and enroll in postsecondary
81 education or training during the program year, an EFL gain may be reported. A program below
82 the postsecondary level applies to participants enrolled in basic education. Post-secondary
83 training or education enrollment can be documented by one of the following:
 - 84 ○ Copy of enrollment record
 - 85 ○ School records
 - 86 ○ Transcript or report card
 - 87 ○ Case notes documenting program enrollment date
- 88 • Achievement of secondary school diploma or its recognized equivalent
- 89

- 90 ○ A copy of the diploma or recognized equivalent which must be included in the participant's file.
- 91 • Secondary or postsecondary report card or transcript that demonstrates satisfactory progress in
- 92 meeting Montana's academic standards
- 93 ○ Secondary – documentation for one (1) semester; or
- 94 ▪ For In-school Youth attending an alternative secondary school the Alternative School
- 95 Report Card form can be used in place of a traditional report card.
- 96 ○ Postsecondary – documentation for a full-time student who completed twelve (12) hours per
- 97 semester; or for part-time, a total of at least twelve (12) hours over the course of two (2)
- 98 completed semesters (or equivalent) during a twelve (12)-month period.
- 99 • Training milestone through a satisfactory or better progress report related to an established milestone
- 100 from an employer or training provider
- 101 ○ The progress report's format may vary; however, it still needs to be a progress report, reflecting
- 102 substantive skill development.
- 103 ○ Examples may include an increase in pay because of a new skill or increased performance;
- 104 training reports on milestones completed as the participant masters required job skills; or steps
- 105 to complete an OJT or apprenticeship.
- 106 • Skills progression through successful passage of an exam
- 107 ○ Documentation that the exam passed is required for a specific occupation or progress in
- 108 attaining technical or occupational skills as evidenced by trade-related benchmarks.
- 109 ○ Examples may include, but are not limited to –
- 110 ▪ Passage of a component exam in the Registered Apprenticeship program; employer-
- 111 required knowledge-based exam; satisfactory achievement of an element on an industry
- 112 or occupational, competency-based assessment, and licensing or state exams; or
- 113 ▪ Low-skilled adult participants in adult education programs whose measurable skill gains
- 114 in reading, writing, math, or English proficiency are tracked regularly.
- 115

116 Performance Assessment:

117 Performance for Measurable Skill Gains are assessed quarterly and annually using results from WIOA

118 Performance Reporting Layout, also known as the PIRL. The following policies discuss performance reporting

119 requirements, performance negotiations, and additional performance measures:

- 120 • [Performance Measures and Reporting Policy](#)
- 121 • [WIOA Data Validation Policy and the Federal Required Source Documentation Attachment.](#)
- 122

123 Monitoring and Technical Assistance:

- 124 • A formal monitoring will be conducted by the entity designated by the SWIB.
- 125 • Technical assistance will be provided by the Title I Program Managers.
- 126

127 References:

128 [TEGL 10-16, Change 3 - Performance Accountability Guidance](#)

129 [TEGL 7-18 - Guidance for Validating Jointly Required Performance Data Submitted Under WIOA](#)

130 [TEGL 23-19, Change 2 - Guidance for Validating Required Performance Data Submitted by Grant Recipients](#)

131 [34 CFR 463.155 \(v\) WIOA Primary Indicators of Performance](#)

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