

# Building the Infrastructure for Workforce Outcomes:

How states and institutions prepare for skills, credentials, and accountability

## Introduction

The public workforce system is at a turning point. Recent federal guidance related to the Workforce Innovation and Opportunity Act (WIOA) makes clear that states must demonstrate how programs lead to verified skills, credentials, and employment outcomes. This affects workforce agencies and the colleges and universities responsible for education, credentialing, and talent development.

Meeting these expectations requires shared infrastructure. Learning and Employment Records provide a foundation for documenting learning, issuing and verifying credentials and badges, and connecting that information to workforce pathways over time.

This guide introduces the core components of that infrastructure, including Learning and Employment Records, the role of Comprehensive Learner Records within them, and talent marketplace capabilities. It is designed to prompt conversation among state, workforce, and institutional leaders about readiness, alignment, and next steps.

## Key Concepts

### Learning and Employment Record (LER)

An LER is a digital record of an individual's skills and achievements across education, work, and training. It captures both formal credentials (degrees, certifications) and informal learning experiences (badges, micro-credentials, work-based projects) in a secure, machine-readable format. A well-implemented LER:

- Learners and earners can always share their LER with employers or agencies at their discretion.
- Uses open standards and links skills to labour-market demand, enabling verifiable credentials and better job matching.

### Comprehensive Learner Record (CLR)

A Comprehensive Learner Record documents learning achieved through education. It extends beyond a transcript by making coursework, degrees, certificates, and learning outcomes explicit and digitally shareable. Within a Learning and Employment Record, the CLR is the education layer that feeds into a broader, lifelong record.

- Makes learning outcomes more visible and interpretable than course titles or grades alone.
- Provides the foundation for credentialing, skills articulation, and connection to workforce pathways.

### Badges & Credentials

Badges and credentials recognize skills and achievements earned across education, training, and work. They can be awarded for coursework, degrees, certificates, short-term programs, industry training, or work-based learning, and are issued in a verifiable, portable format.

- Capture specific skills and competencies that may not be visible through degree or certificate titles alone.
- Support stackable pathways and lifelong learning by recognizing incremental achievement.

### Talent Marketplace

A talent marketplace is an AI-enabled platform that connects people to opportunities—jobs, projects, training, or mentorship—based on verified skills and career goals. Within the context of WIOA and modern workforce systems, a talent marketplace should:

- Map current skills to real-time employer needs so individuals can see how they fit and what they might pursue next.
- Recommend learning pathways and empower people to own and share their credentials, while giving employers and agencies a trusted source of talent data.

# Challenges

Many states and institutions recognize the promise of Learning and Employment Records (LERs) and Skills-based hiring, but struggle with foundational issues.



## Key challenges include:

### Fragmented data & misaligned programs

Student and worker data live in separate systems—registrars, workforce agencies, apprenticeship programs, and HR platforms. Without a unified record, it is difficult to map training to skills, skills to jobs, and programs to outcomes, leaving courses misaligned with current labour-market demand.

### Limited mobility & opaque pathways

Learners and workers rarely see clear paths forward. Credentials alone may not communicate the underlying skills employers value, and short programmes often lack widely recognised documentation, leaving people stuck or repeating training rather than progressing.

### Tracking short-term credentials

Upcoming Workforce Pell Grants and other initiatives will expand short, non-degree programmes. Consistently and portably tracking these eight- to fifteen-week courses—and linking them to verified skills and job outcomes—represents a significant challenge.

### Accountability & reporting

Agencies must show that investments lead to measurable outcomes—aligning credentials with in-demand occupations, tracking skill gains, and reporting wage or employment progress. Without interoperable data, this remains a manual, burdensome task.

# Opportunities

Recent Department of Labor guidance (TEGL) emphasizes five pillars for modernising workforce systems. Each represents an opportunity to reimagine how learning and work connect.



## Enable worker mobility

Help individuals take tangible steps toward better jobs and wages. With verified Learning and Employment Records and a connected credential ecosystem, skills become visible and portable across education and work. Talent marketplaces then use that trusted data to connect people to opportunities aligned with their skills and credentials.

## Build integrated systems

Simplify how people access services and how agencies coordinate. A shared platform links education, training, and labor-market data into a single narrative, reducing duplication and enabling workforce staff, colleges, and employers to work from the same source of truth.

## Strengthen accountability & transparency

Show the impact of programmes and ensure funding aligns with results. Unified records enable agencies to track credentials, verify skill gains, and link them to employment and wage records. Transparent reporting demonstrates return on investment and builds trust.

## Foster innovation & flexibility

Respond quickly to evolving industries and technologies. AI-driven infrastructure interprets labor-market signals and informs program design, credential offerings, and workforce strategy. States and institutions can adapt through short-term credentials, digital badges, and wallets, with LERs providing the backbone for continuous alignment and improvement.

# lifejourney<sup>®</sup> *Turning Possibilities into Practice*

LifeJourney by Territorium is designed to help states, workforce boards, community colleges, and universities implement the concepts outlined above. It is more than a credentialing tool—it is a shared infrastructure that enables seamless skill documentation, intelligent matching, and real-time analytics. Key capabilities include:



## Verified Comprehensive Learner & Employment Records

LifeJourney provides a Learning and Employment Record infrastructure that brings together credentials, competencies, badges, and work experience over time. Comprehensive Learner Records operate within that framework to capture education-specific achievements, and all records follow verifiable credential standards that support trusted sharing with employers and agencies.

## Digital Credentials & Badges

Institutions and agencies can award microcredentials aligned with industry standards. Each badge links to evidence of learning and clearly states the skills demonstrated, making it easier for employers to trust short-term programs.

## AI-Guided Career Navigation

AI analyzes labor-market information to identify in-demand skills and link them to learning pathways. Learners see how their competencies match desired occupations and receive suggestions to close gaps.

## Talent Marketplace

Employers can post jobs or projects, while individuals can showcase their verified credentials. Matching is based on specific skills and competencies rather than just degrees or years of experience.

## Data Integration & Reporting

LifeJourney integrates with student information systems, learning management systems, and state data warehouses. Dashboards and analytics track credential attainment, skill development, and employment outcomes to support reporting and continuous improvement.

# lifejourney<sup>®</sup> Alignment with TEGL Pillars

Feature or Service	Purpose	Alignment with WIOA/TEGL Priorities
<b>Verified LERs &amp; CLRs</b>	Provide learners with portable, comprehensive records that document verified skills, achievements, and employment history.	Supports Pillar II (Worker Mobility) by making competencies visible and portable, and Pillar III (Integrated Systems) by standardising data across agencies.
<b>Digital Credentials &amp; Badges</b>	Recognise micro-learning and short-term training in an open, interoperable format.	Aligns with accountability goals in Pillar IV by enabling clear measurement of skill gains and credential attainment.
<b>AI-Guided Navigation</b>	Use labor-market data and AI to recommend personalised pathways to in-demand occupations.	Drives innovation and flexibility in Pillar V by linking programs to evolving skills needs.
<b>Talent Marketplace</b>	Match individuals to jobs, projects or training based on verified skills.	Promotes worker mobility (Pillar II) and fosters employer engagement with competency-based hiring.
<b>Data Integration &amp; Reporting</b>	Connect data systems and provide real-time insights for decision makers.	Strengthens Pillar III (Integrated Systems) and Pillar IV (Accountability) by enabling seamless data flow and transparent reporting.

## Why Territorium

Territorium has spent years building scalable digital credentialing and skills-visibility solutions for higher education and workforce partners. Our team understands the complex regulatory environment, the need for interoperability, and the practical realities of implementation. Choosing LifeJourney means:

— **Aligned compliance:** LifeJourney’s design is rooted in WIOA, Perkins funding, and emerging guidance on Workforce Pell Grants. It helps agencies and institutions meet reporting requirements and demonstrate impact.

— **Proven standards:** The platform uses established specifications for digital credentials and learner records, ensuring compatibility with existing systems and national initiatives.

— **Rapid deployment:** LifeJourney can be configured quickly to support pilots or statewide rollouts, giving states and institutions the flexibility to start small and scale as needed.

— **Integrated ecosystem:** Because LifeJourney brings together learner records, digital credentials, labor-market insights, and a talent marketplace, it eliminates the need for multiple point solutions. Agencies, colleges, and employers work from a single platform.

— **Data-driven insights:** Comprehensive reporting and analytics help decision makers see which programs are working, which credentials are yielding the best returns, and where to focus resources.

# Getting Started

Adopting a shared credential and talent platform is a strategic decision. Here are the steps to begin the conversation:

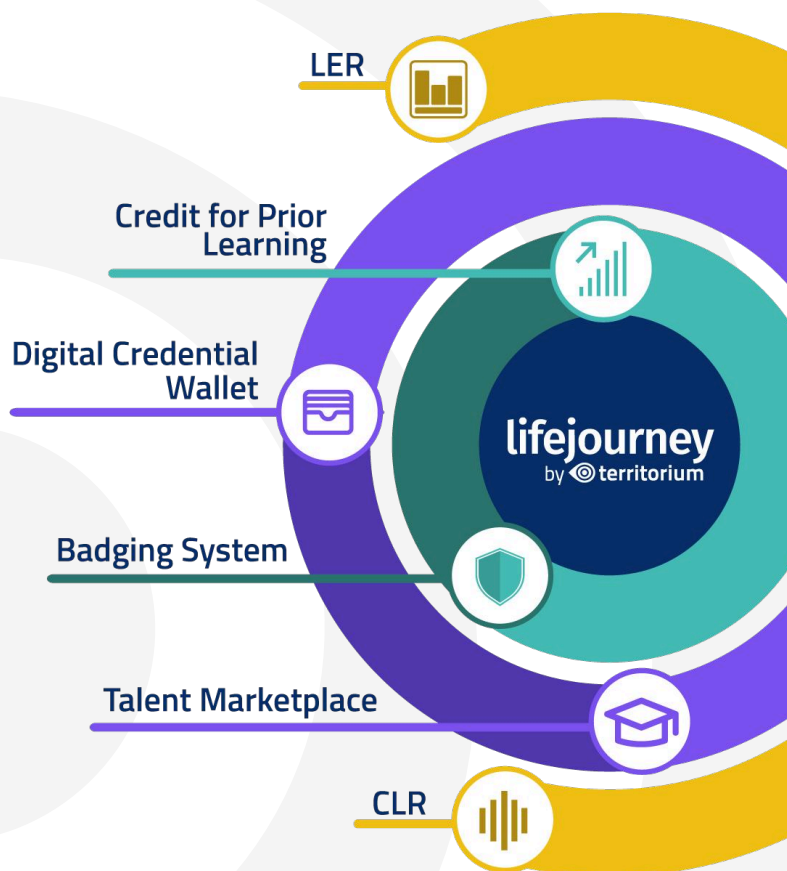
**Audit your current infrastructure** – Identify which systems currently hold learner or worker data, what standards (if any) they use, and where gaps exist between programs and job outcomes.

**Engage partners across the workforce ecosystem** - Coordinate with workforce agencies and employers to align credentials, skills, and outcomes.

**Define pilot objectives** – Choose a program or region to test the concept. Determine what success looks like (e.g., increased placement rates, reduced time to credential, improved reporting efficiency).

**Evaluate interoperability** – Work with Territorium to map existing data flows and ensure LifeJourney integrates smoothly with current systems. Discuss how to handle privacy, consent, and data governance.

**Plan for scale** – Use insights from the pilot to design a phased rollout. Consider how to support more institutions, additional programs, or new credentials as the initiative grows.



## Sources

*U.S. Department of Labor – TEGL 07-25 (accessible PDF) – outlines WIOA plan modification requirements and strategic pillars.*

*Education Design Lab – Learning and Employment Records – explains the purpose and benefits of digital LERs.*

*1EdTech – Comprehensive Learner Record (CLR) – provides an overview of CLR standards and components.*

*Jobs for the Future – Budget Bill Expands Pell Eligibility: What’s Next for Students and Providers? – discusses Workforce Pell Grants and the requirements for short-term programs.*

*Territorium – Higher Ed’s New Alphabet: LERs, CLR’s and OB 3.0 – describes Territorium’s approach to digital credentials and learner records.*