



## CAAL-Skills Workforce Metrics Dashboard Report 2022

Chapter 5: California Employment Development Department (EDD) – Workforce Innovation and Opportunity Act (WIOA) Title 1 Program - Adults

The California Workforce Development Board (CWDB) assists the Governor in setting and guiding policy in the area of workforce development. The CWDB is responsible for assisting the Governor in performing the duties and responsibilities required by the federal Workforce Innovation and Opportunity Act (WIOA) of 2014. California's [Unified Strategic Workforce Development Plan](#) directs its work in providing guidance to the statewide workforce development system.

The production of this report would not have been possible without the ongoing support and participation of the CAAL-Skills partner agencies and the diligent work of the Employment Development Department (EDD) Labor Market Information Division.

This document can be found on the CWDB's website at [cwdb.ca.gov](http://cwdb.ca.gov)

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## 5 California Employment Development Department (EDD) – Workforce Innovation and Opportunity Act (WIOA) Title I Program – Adults

### Program Overview

The Workforce Innovation and Opportunity Act (WIOA) Title I Adult program is a funding stream provided through the WIOA (2014) via direct allocation to Local Workforce Development Boards (Local Boards) to support career and training services for eligible adults.<sup>1</sup>

In California, forty-five Local Boards throughout the state serve their local populations, through a combination of direct and contracted service provision.

With respect to the dispensation of funds for adult employment and training activities<sup>2</sup> under Title I (pertains to individualized career and to training services as defined below), WIOA requires that America’s Job Center of California (AJCC) staff prioritize serving recipients of public assistance, other low income individuals, and individuals who are basic skills deficient for certain career services and training services funded by the WIOA adult funding stream.<sup>3</sup>

Additionally, across all titles WIOA focuses on serving “individuals with barriers to employment,” a legal term that encompasses the following:

- Displaced homemakers
- Low-income individuals
- Indians, Alaska Natives, and Native Hawaiians
- Individuals with disabilities
- Older individuals (55 and older)
- Ex-offenders
- Homeless individuals
- Youth who are in or have aged out of the foster system
- English language learners
- Individuals who have low levels of literacy
- Individuals with substantial cultural barriers
- Eligible migrant and seasonal farmworkers
- Individuals within two years of exhausting lifetime TANF eligibility
- Single parents
- Long-term unemployed individuals

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<sup>1</sup> The exception to this is 15% discretionary funds allocated to the state.

<sup>2</sup> The exception is provision of basic career services, which are not subject to priority of service requirements.

<sup>3</sup> WIOA Section 134 (3)(E): “With respect to funds allocated to a local area for adult employment and training activities under paragraph (2)(A) or (3) of section 133(b), priority shall be given to recipients of public assistance, other low-income individuals, and individuals who are basic skills deficient for receipt of career services described in paragraph (2)(A)(xii) and training services. The appropriate local board and the Governor shall direct the one-stop operators in the local area with regard to making determinations related to such priority”.

- Other groups determined to have barriers to employment<sup>4 5</sup>

Two master service types are offered through the Title I Adult program: career and training services. (Both are discussed in greater detail below).

Career services are labor market attachment services designed to facilitate an individual's attainment of a job based on the individual's existing set of skills, knowledge, and experience.

Training services represent instruction and/or on the job experience in a particular career path.

The determination of whether to serve a jobseeker through career or training services will depend on factors related to that individual's prior level of preparedness (e.g., is this a person who was employed six months ago and has considerable existing skills, but perhaps needs aid with being connected to new work? Or, is this a person who has not received significant education or training, has never been employed, perhaps faces structural or legal barriers to being employed, and requires more intensive intervention and skill training)?

The model of service introduced by the Workforce Investment Act (WIA) prioritized jobseekers' rapid attachment to the labor market. To meet this aim, AJCCs were required to provide services according to a hierarchy based on time- and resource-intensity. A jobseeker (regardless

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<sup>4</sup>See also: WIOA Section 134 (3)(F). In California, [WSD 15-14](#) (January 22 2016) further defines the hierarchy of prioritization: "Priority of service status is established at the time of eligibility determination and does not change during the period of participation. Priority does not apply to the dislocated worker population. Veterans and eligible spouses continue to receive priority of service among all eligible individuals; however, they must meet the WIOA adult program eligibility criteria and meet the criteria under WIOA Section 134(c)(3)(E). As described in TEGL 10-09, when programs are statutorily required to provide priority, such as the WIOA adult program, then priority must be provided in the following order: 1. Veterans and eligible spouses who are also recipients of public assistance, other low income individuals, or individuals who are basic skills deficient. 2. Individuals who are the recipient of public assistance, other low income individuals, or individuals who are basic skills deficient. 3. Veterans and eligible spouses who are not included in WIOA's priority groups. 4. Other individuals not included in WIOA's priority groups. [Reference – TEGL 3-15 Guidance on Services Provided through the Adult and Dislocated under the Workforce Innovation and Opportunity Act and Wagner-Peyser, as Amended by WIOA, and Guidance for the Transition to WIOA Services] For additional guidance on providing priority of service to veterans through the one-stop system, please reference Workforce Services Directive WSD08-10. Local Workforce Development Boards (Local Boards) may establish additional priority groups for their Local Area (e.g., residents of the Local Area, individuals with disabilities, ex-offenders, etc.). If any additional priority groups are established, they should be identified in the local policy".

<sup>4</sup> Under WIOA Section 122, providers must meet eligibility criteria that include performance accountability; access to training throughout the state including rural areas; the degree to which training relates to in-demand industry sectors and occupations; ways in which criteria can encourage use of industry-recognized certificates or certifications, and the ability of providers to offer recognized postsecondary credentials; the quality of a program of training services, including a program that leads to a recognized postsecondary credential; The ability of providers to provide training services to individuals who are employed and individuals with barriers to employment; state specific licensing requirements; and other factors determined by the Governor to be appropriate.

<sup>5</sup> For detail on priority of service of Title I funds; WIOA barrier-facing populations; veteran priority; and a clarification of inter-relationships between these designations, see: [TEGL 19-16](#)

of background or goals) entering an AJCC would first be provided with either self-assisted or minimally intensive staff-assisted services such as job posting or service information, or online career planning tools (“core” services); more involved “intensive” services such as assessments, workshops, job search assistance, development of career and service plans, one-on-one career counseling and case management, placement in work experience positions, and short-term pre-vocational training would be provided only if the individual did not find employment following core service provision; an opportunity to receive formal instruction and skill training in a craft or occupation, as the most time- and resource-intensive intervention, would only be provided if the first two interventions did not result in the individual’s placement in paid employment.

In other words, criteria for serving jobseekers under WIA focused on placing individuals in (any) paid employment, and therefore did not necessarily reflect a jobseeker’s individual level of preparation, needs or goals, or trade-offs associated with service types differences where a more intensive and/or costly intervention (such as vocational training) may nevertheless yield greater earnings power further down the road.<sup>6</sup>

WIOA formally did away with the sequence of services requirement and introduced a model better prioritizing participant needs and goals. Under WIOA, an individual may be provided with career and/or training services depending on level of preparedness and interest.

Administratively, changes from WIA to WIOA also involved elimination of the distinction between tiers of career services based on intensity (formerly, “core” and “intensive” services) which are unified as “career services”<sup>7</sup>

Services under WIOA Title I are described below:

- **Career services**

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<sup>6</sup> See, for instance: Andersson, Fredrik, Harry J. Holzer, Julia I. Lane, David B. Rosenblum, and Jeffrey Smith (2012) “Does Federally-Funded Job Training Work? Nonexperimental Estimates of WIA Training Impacts Using Longitudinal Data on Workers and Firms,” Working paper; Caliendo, Marco, Steffen Künn, and Ricarda Schmidl (2011) “Fighting Youth Unemployment: The Effects of Active Labor Market Policies,” IZA Discussion Paper 6222; Card, David, Jochen Kluge, and Andrea Weber (2010) “Active Labor Market Policy Evaluations: A Meta-Analysis” *The Economic Journal*, 120:452-477; Decker, Paul (2011) Ten Years of WIA Research in *The Workforce Investment Act: Implementation Experiences and Evaluation Findings*, eds. D. Besharov and P. Cottingham. Kalamazoo, Michigan: W.E. Upjohn Institute; Schochet, Peter, John Burghardt, and Sheena McConnell (2006) *National Job Corps Study and Longer-Term Follow-Up Study: Impact and Benefit-Cost Findings Using Survey and Summary Earnings Records Data, Final Report*. Washington, DC: Mathematica Policy Research; Van Ours, J. “The locking-in effect of subsidized jobs.” *Journal of Comparative Economics* 32:1 (2004): 37–52; Heinrich, Carolyn (2016) “[Workforce Development in the United States: Changing Public and Private Roles and Program Effectiveness](#)” prepared for the book, *Labor Activation in a Time of High Unemployment: Encouraging Work While Preserving the Social Safety-Net*).

<sup>7</sup> Differences between service delivery under WIA and WIOA were reduced in California by the state’s implementation of several federal waivers pertaining to: use of local funds for incumbent worker training; use of rapid response funds for incumbent worker training; and other areas (to be discussed in relevant sections of this chapter. A complete list of California’s active waivers at the time of WIOA’s implementation may be found in [Workforce Services Directive 15-09](#), dated November 20, 2015.

- Outreach, job search and employment assistance, and labor market information as well as more comprehensive assessments, development of individual employment plans and counseling and career planning, open to all adult and dislocated worker jobseekers.
- Under WIOA, career services are differentiated into basic and individualized. Basic services are those that involve less staff time and involvement, such as eligibility determinations, initial skills assessments, labor exchange services, and provision of information and/or referrals concerning available programs. Basic services are further distinguished based upon whether they are accessed by an individual (“self-service”) directly, or involve staff assistance (“staff-assisted”). Individualized services are provided to an individual only when AJCC staff determine that services are required by that individual to retain or obtain employment.
- These services involve significant staff time and customization to each individual’s need (for instance: specialized assessments, developing an individual employment plan, counseling, and work experiences including transitional jobs).<sup>8</sup>
- Career services are provided via “one-stop” centers—America’s Job Centers of California—that serve as all-inclusive access points to education and training programs for a wide range of customers. “One-stops” are so-called because, under both WIOA and WIA which preceded it, services offered under Title I are co-located with several other required programs.<sup>9</sup>
- By law, Local Boards may either directly provide career services, or may contract their provision using open and competitive process in order to select their AJCC Operators (WIOA Section 121[d][2][A]). Contracted service providers may be: an institution of higher education; an employment service state agency established under the Wagner-Peyser Act; a community-based organization, nonprofit organization, or workforce intermediary; a private for-profit entity; a government agency; another interested organization or entity, which may include a local chamber of commerce or other business organization, or a labor organization. (WIOA Section 121[d][2][B])<sup>10</sup>Data in the report do not count individuals who only accessed self-services (e.g., using reading room materials in an AJCC) as “participants”. To be included in program data in this report, a participant must have received at least one staff-assisted service. In the tables

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<sup>8</sup> TEGL 19-16

<sup>9</sup> Under WIOA Section 121, the full list of one-stop partners (required to be represented by at least one comprehensive AJCC in every Local Area) is: WIOA Title I Adult, Dislocated Worker, and Youth; WIOA Title II Adult Education and Literacy; WIOA Title III Wagner-Peyser; WIOA Title IV Vocational Rehabilitation; Carl Perkins Career Technical Education; Title V Older Americans Act; Job Corps; Native American Programs (Section 166); Migrant Seasonal Farmworkers (Section 167); Veterans; Youth Build; Trade Adjustment Assistance Act; Community Services Block Grant; Housing & Urban Development; Unemployment Compensation; Second Chance; Temporary Assistance for Needy Families (CalWORKS). See, WSD18-12, April 30, 2019. This list represented the result of WIOA’s expansion of required partners to include TANF and ex-offender programs. WIOA also imposed a requirement that Title III services be physically co-located in the one-stop (i.e., rather than located at a separate, stand-alone facility).

<sup>10</sup> [WSD16-14](#), December 19, 2016

that follow, services differentiated into “core” and “intensive” career services under WIA are collectively presented as “career services” for parity with the labeling of these services in the FY 15-16 data under WIOA. It is understood that this category captures the total of core and intensive service recipients in FY 14-15 and basic (self- and staff-assisted) and individualized career services in FY 15-16.

- **Training services**

- Under WIOA, training services are provided to equip individuals to enter the workforce and retain employment. Training services are available for individuals who, after interview, evaluation or assessment, and case management are determined to be unlikely or unable to obtain or retain employment that leads to self-sufficiency or higher wages than previous employment through career services alone. WIOA emphasizes that training services be “provided in a manner that maximizes consumer choice in the selection of an eligible provider of such services.”<sup>11</sup>
- Under WIOA, training services may be provided if career center staff determines after conducting an interview, an 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;
  - Is in need of training services to obtain or retain employment that leads to economic self-sufficiency or wages comparable to or higher than wages from previous employment;
  - Has the skills and qualifications to successfully participate in the selected program of training services;
  - Is unable to obtain grant assistance from other sources to pay the costs of such training;
  - Is a member of a worker group covered under a petition filed for Trade Adjustment Assistance (TAA) and is awaiting a determination. If the petition is certified, the worker may then transition to TAA approved training. If the petition is denied, the worker will continue training under WIOA;
  - Is determined eligible in accordance with the State and local priority system in effect for adults under WIOA sec. 134(c)(3)(E) if training services are provided through the adult funding stream; and
  - Selected a program of training services that is directly linked to the employment opportunities in the Local Workforce Development Area or the planning region, or in another area to which the individual is willing to commute or relocate”.<sup>12</sup>

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<sup>11</sup> For further detail on WIOA career and training service types, see [TEGL 19-16](#).

<sup>12</sup> [TEGL 19-16](#)

- Types of training services include:
  - Occupational skills training, including training for nontraditional employment
  - On-the-job training
  - Incumbent worker training
  - Programs that combine workplace training with related instruction, which may include cooperative education programs
  - Training programs operated by the private sector
  - Skill upgrading and retraining
  - Entrepreneurial training
  - Job readiness training provided in combination with any of the services above
  - Adult education and literacy activities provided concurrently or in combination with training services including “occupational training” or with “transitional jobs.”
  - Customized training conducted with a commitment by an employer or group of employers to employ an individual upon successful completion of the training

WIOA Title I Adult and Dislocated Workers may receive training services from state eligible training providers they select in consultation with the career planner, which includes discussion of program quality and performance information on the available eligible training providers.<sup>13</sup> Providers may be community colleges; apprenticeship programs approved by the Division of Apprenticeship Standards (as oversight body for individual registered apprenticeship sponsors offering programs in various occupational fields); or the Department of Labor (DOL); local adult schools; private training academies and trade schools offering programs in various fields/occupations (e.g., cosmetology; bookkeeping; trades; healthcare); extension or open campus programs via four-year colleges; as well as employers.

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<sup>13</sup> Under WIOA Section 122—but not under the same section of WIA— providers must meet eligibility criteria that include performance accountability; access to training throughout the state including rural areas; the degree to which training relates to in-demand industry sectors and occupations; ways in which criteria can encourage use of industry-recognized certificates or certifications, and the ability of providers to offer recognized postsecondary credentials. Training services for eligible individuals are typically provided by training providers who receive payment for their services through an ITA. The ITA is a payment agreement established on behalf of a participant with a training provider. WIOA Title I adult and dislocated workers purchase training services from State eligible training providers they select in consultation with the career planner, which includes discussion of program quality and performance information on the available eligible training providers. Payments from ITAs may be made in a variety of ways, including the electronic transfer of funds through financial institutions, vouchers, or other appropriate methods. Payments also may be made incrementally, for example, through payment of a portion of the costs at different points in the training course. Under limited conditions, as provided in §680.320 and WIOA sec. 134(d)(3)(G), a Local WDB may contract for these services, rather than using an ITA for this purpose. In some limited circumstances, the Local WDB may itself provide the training services, but only if it obtains a waiver from the Governor for this purpose, and the Local WDB meets the other requirements of §679.410 of this chapter and WIOA sec. 107(g)(1). (20 CFR Section 680.300).

Individual Training Accounts (ITA)s are not however the only path through which participants enrolled under Title I may receive training: they may also be enrolled in customized training, where training is performed with the commitment of an employer or group of employers to employ the trainee upon successful training completion.

Or, they may receive training on the job, where training is provided by an employer to a paid participant while engaged in productive work in a job that:

- Provides knowledge or skills essential to the full and adequate performance of the job;
- Is made available through a program that provides reimbursement to the employer of up to 50 percent of the wage rate of the participant, except as provided in section 134(c)(3)(H), for the extraordinary costs of providing the training and additional supervision related to the training; and
- Is limited in duration as appropriate to the occupation for which the participant is being trained, taking into account the content of the training, the prior work experience of the participant, and the service strategy of the participant, as appropriate. <sup>14</sup>

Additionally, in certain circumstances, a Local Board may contract to provide training instead of going through the ITA/ETPL system.<sup>15</sup>

In California, state law (Section 14211 of the Unemployment Insurance Code) additionally mandates that Local Boards expend 30% of their Title I Adult and Dislocated Worker program funds on workforce training programs (see SB 734 [Statutes of 2011], AB 1149 [Statutes of 2017]).

Qualifying training services must meet certain criteria (see Directive WSD18-10, January 31, 2019), including factors designed to ensure that training is “provided through a structured learning process,” “lead[] to the attainment of skills or competencies needed to perform work duties during the course of the workday,” and ultimately “lead to employment and/or greater labor productivity on the job”.

These include requirements that the training lead to one of the following: an industry-recognized certificate or certification, a certificate of completion of a registered apprenticeship, a license recognized by the state involved or the federal government, an associate or baccalaureate degree; a secondary school diploma or its equivalent; employment; measurable skill gains toward a credential, or employment.<sup>16</sup>

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<sup>14</sup> WIOA Section 3 (Definitions) 44.

<sup>15</sup> See 20 CFR 680.30

<sup>16</sup> Note that “qualifying training types” identified by WSD 18-10 include both the 10 WIOA-defined training types above, AND the category of “transitional jobs,” which under WIOA is categorized as a type of individualized career service. [WSD18-10](#), January 31, 2019.

## 5.1 Service Provision – Local Boards, AJCCs, and providers

### *Local Boards*

The state’s forty-five Local Boards are entities comprised of members appointed by a local chief elected official, from various groups (local business, labor, educational entities, etc.) according to a formula set forth in Sec. 107 of WIOA. Local Boards perform duties related to the implementation and coordination of local workforce development activities.

Local Boards are in charge of providing and/or arranging for the provision of both career and training services administered in their Local Area (WIOA Section 107[2]). They do so by directly staffing and/or overseeing administration of “one-stop” career centers (intake centers for jobseekers) that refer individual participants for career and/or training services based on assessment of needs and goals; as well as directly providing and/or contracting for the provision of career services.<sup>17</sup>

### *AJCCs*

The first step for a jobseeker is intake at one of a number of “America’s Job Centers of California” (AJCCs), also referred to as “one-stop” centers—so-called because they house Title I staff, alongside staff associated with other WIOA title programs (Title III, or the Wagner-Peyser act which WIOA recertified, which facilitates labor exchange or job board “light-touch services”; Title II, or services to basic skills-deficient adults and/or English Language Learners; and Title IV, vocational rehabilitation services offered to those with disabilities). Additionally, under WIOA, state TANF staff (in California, the CalWORKS program) are required to also provide service referral in at least one AJCC per Local Area.

AJCC staff provide initial assessments and referrals to services based upon an individual’s goals and needs according to parameters discussed above.

AJCC staff also perform entry of participant intake information into the data system used for reporting—in California, CalJOBS.<sup>18</sup> The Employment Development Department’s Workforce Services Branch reports this data for federal performance reporting purposes.

#### 5.1.1 The Role of the CWDB

The decentralized model based around AJCCs, introduced by WIA and preserved under WIOA, allows Local Areas a considerable amount of latitude in decision-making surrounding how best to serve their local populations, within the parameters prescribed under WIOA.

However, the California Workforce Development Board (CWDB) is charged by WIOA with providing policy guidance to Local Areas to unify certain goals of the statewide approach. CWDB performs this role primarily through the drafting of a four-year [State Plan](#) which sets forth objectives and strategies for meeting those objectives in statewide workforce policy. Local

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<sup>17</sup> The four allowable permutations of career service delivery can be found described [here](#).

<sup>18</sup> There are three Local Areas which do not perform direct-key entry of participant data into CalJOBS.

Areas and Regional Planning Units (see below) are, in turn, required to orient their plans for alignment with state plan content.

While preserving the local service delivery model of WIA, WIOA also introduced a balancing interest in making service offerings oriented to regional industry needs, in recognition of the regional nature of labor markets. More concretely: typically within California, analysis of commute patterns shows that Local Areas or counties are clustered around a pull or “base” locality with a majority of jobs or local industry, and a few “connected” localities whose residents commute to work and/or obtain services in the base county.<sup>19</sup> CWDB sets policy concerning regional designation, informed by relevant labor market data and with input of Local Boards.

Finally, CWDB’s policy-setting role extends to an oversight role regarding evaluation of the AJCC system, with an eye to identification of best practices within the noted wide range of possibilities that exist under the law.

Possible implications of the shift from WIA to WIOA upon year-to-year outcomes are summarized below:

**Service sequencing:** WIOA allows provision of training services without prior provision of career services. While it is possible that participants served under WIA received only training services during the fiscal year in question, this would mean these individuals would have received career services at an earlier stage. Participants served in FY 15-16 had the opportunity to receive training services with no prior receipt of career services. This difference may or may not have implications for the profiles of training recipients in the two periods.

**Serving incumbent workers:** A further distinction between WIA and WIOA concerns eligibility of incumbent workers for training, which is allowed under WIOA but not WIA. In the period of WIA covered by this report, however California had a waiver in place that allowed Local Areas to use up to 10% of their Adult (and Dislocated Worker) program funds for incumbent worker training (IWT) and 20% of their rapid response funds (funds used to enable reemployment of workers impacted by mass layoff, or natural or other event leading to mass job dislocation). The ability to use funds from both pools for Incumbent Worker Training (IWT) was expanded by WIOA, which allows Local Areas to devote up to 20% of Adult and Dislocated Worker program funds to training incumbent workers, and an unlimited amount of rapid response funds.<sup>20</sup>

**Differing priority of service mandates:** under WIA, prioritization of funds to low-income individuals for intensive and training services was at the discretion of Local Boards, and only in the event that funds were limited (WIA Section 101[25]). Otherwise, whom to serve was at the

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<sup>19</sup> For an overview and recent update of California’s regions, see: [Workforce Services Directive 20-01](#).

<sup>20</sup> See: [Workforce Services Directive 15-09](#) (November 20, 2015), which details California’s waivers under WIA and associated statewide guidance to local areas, alongside changes to each area imposed by the transition to WIOA, and state guidance to local areas to address the transition.

discretion of Local Boards and not subject to needs parameters: as a likely result of this design, the overall number of low-income participants served under WIA declined by one-third compared with the previous workforce legislation Job Training Partnership Act (JTPA) period. Expenditures on training under WIA, and the length of time each trainee, was in training also declined.<sup>21</sup> Under WIOA, priority of service extends to all services apart from basic career services. It is anticipated that WIOA's prioritization of serving the least-advantaged populations would have visible impacts on populations served under the two laws.

**Reporting changes:** In addition to changes in programmatic structures and service provision models, changes in actual reporting processes across the two program years may be relevant to observed year-to-year outcomes.<sup>22</sup>

**Participant Definition:** An individual who has received services under the WIOA Title I Adult program, within the reported fiscal years.

**Eligibility Criteria & Participant Characteristics:** Under WIOA Title I, "adults" are individuals age 18 and over. The adult funding stream includes a priority of service for public assistance recipients and other low-income individuals, as well as individuals who are basic skills deficient, for receipt of career and training services

**Exit Definition:** If the participant has not scheduled services for 90 days, the participant is considered exited.

**Exit Date:** If the participant has not scheduled services for 90 days, the participant is considered exited. The date recorded is back dated 90 days, to the last date of service. Program exit dates are system generated, unless the exit is an "exclusionary exit" ("hard" exit). The exit date for "exclusionary exits" are created by EDD staff. Hard or exclusionary exit is manually entered by staff if the individual meets one of a number of specified categories,<sup>23</sup> and is expected to meet the category for at least 90 days. Its purpose is to remove ("exclude") the individual from the denominator used to measure program performance, based on determination that the

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<sup>21</sup> Osterman, Paul (2007). "Employment and Training Policies: New Directions for Less-Skilled Adults," In Harry J. Holzer and Demetra Smith Nightingale, Eds., *Reshaping the American Workforce in a Changing Economy*, Washington, D.C.: The Urban Institute Press, pp. 119–154.

<sup>22</sup> WIOA changed how local reporting is performed, with a transition to the PIRL format as well as changes in the system used to report. These changes included a shift from the WIASRD file format under WIA, to use of the Participant Individual Record Layout (PIRL) on July 1, 2016 with the PIRL (please see the ETA 9170, [WIOA Participant Individual Record Layout](#) for an overview). They also included local reporting changes: prior to 2014, each Local Area used their own instance of the Job Training Administration (JTA) system. This system did not include sophisticated logic to prevent data errors. In 2014, the Title I program transitioned to the CalJOBS system. CalJOBS implemented sophisticated business rules to prevent data errors upon entry.

<sup>23</sup> Reasons include: because the participant was institutionalized; left for personal or family member medical reasons; was called to active duty; or became deceased. For youth participants, reasons also include movement from the area in the context of being a foster youth or in another mandated program.

individual left the program due to circumstances beyond their control and/or the control of the program.

**Completion Definition:** “Completion” refers to completion of training services, for those Title I participants who were enrolled in training. Note that completion is reported only for those Title I participants who were enrolled in training services during the fiscal year in question; “completion” does not pertain to, and is not reported for, receipt of career services.<sup>24</sup>

**Completion Date:** Date completed training (if applicable). A completion date is only provided for those participants who were enrolled in training services (that is: individuals who received career services will not have a completion date reported).

## 5.2 Participant Demographics

Please see the Appendix for detailed discussion of concepts of ethnicity and race, along with program-specific information about how participant information is collected and reported, and how program reporting values have been accommodated to the federal classification system utilized in this report.

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<sup>24</sup> Supportive services can only be provided adjunct to either career or training services.

## 5.2.1 Participant Ethnicity

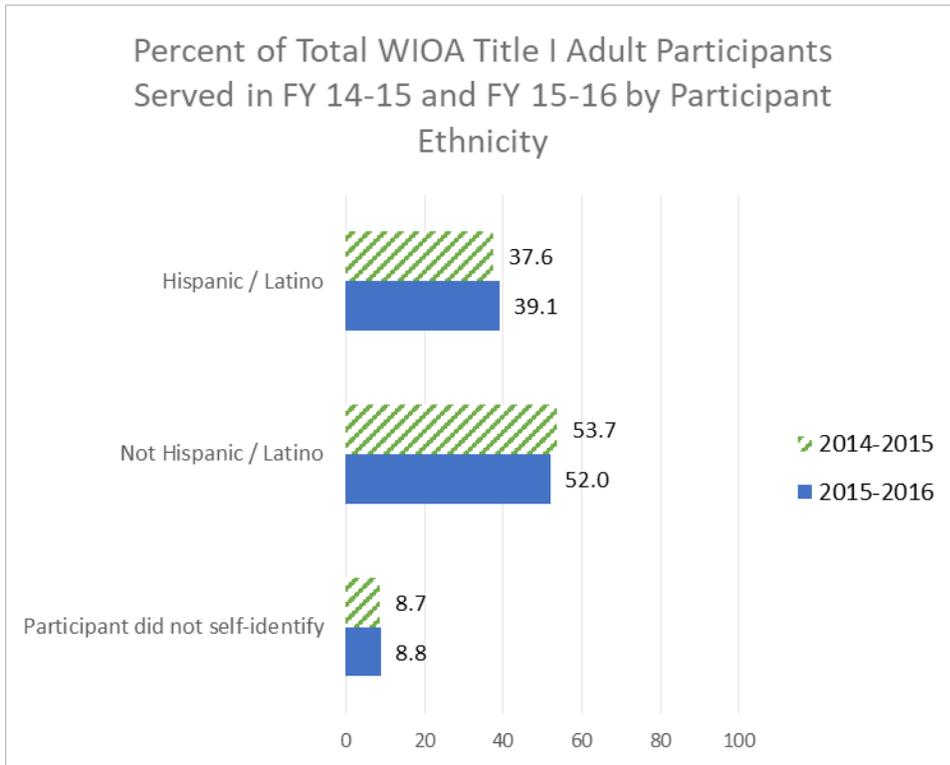
### 5.2.1.1 Table Set – Participant Ethnicity

As noted above, a participant was classified as “not Hispanic/Latino” if they selected a race category or categories, but did not select the category, “Hispanic”. A participant was classified as “did not self-identify” if no information was available for this individual.

FY 2014-2015											
Participant Ethnicity	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Hispanic / Latino	21,144	14,663	3,331	9,848	67.2	\$5,057	1,915	13.1	9,832	67.1	\$5,561
Not Hispanic / Latino	30,247	20,368	4,470	12,382	60.8	\$5,243	2,399	11.8	12,191	59.9	\$5,733
Participant did not self-identify	4,883	3,280	625	1,945	59.3	\$5,333	340	10.4	1,945	59.3	\$5,860
<b>TOTAL</b>	<b>56,274</b>	<b>38,311</b>	<b>8,426</b>	<b>24,175</b>	<b>63.1</b>	<b>\$5,171</b>	<b>4,654</b>	<b>12.1</b>	<b>23,968</b>	<b>62.6</b>	<b>\$5,658</b>

FY 2015-2016											
Participant Ethnicity	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Hispanic / Latino	24,013	17,851	3,522	12,026	67.4	\$5,277	1,965	11.0	11,910	66.7	\$5,751
Not Hispanic / Latino	31,957	23,450	4,928	14,366	61.3	\$5,256	2,569	11.0	14,036	59.9	\$5,758
Participant did not self-identify	5,428	3,792	564	2,382	62.8	\$5,492	355	9.4	2,324	61.3	\$6,062
<b>TOTAL</b>	<b>61,398</b>	<b>45,093</b>	<b>9,014</b>	<b>28,774</b>	<b>63.8</b>	<b>\$5,290</b>	<b>4,889</b>	<b>10.8</b>	<b>28,270</b>	<b>62.7</b>	<b>\$5,772</b>

5.2.1.2 Figure- Participants Served by Ethnicity



Hispanic/Latino individuals made up 37.6% and 39.1% of total WIOA Adult Title I participants in FY 14-15 and FY 15-16, respectively.

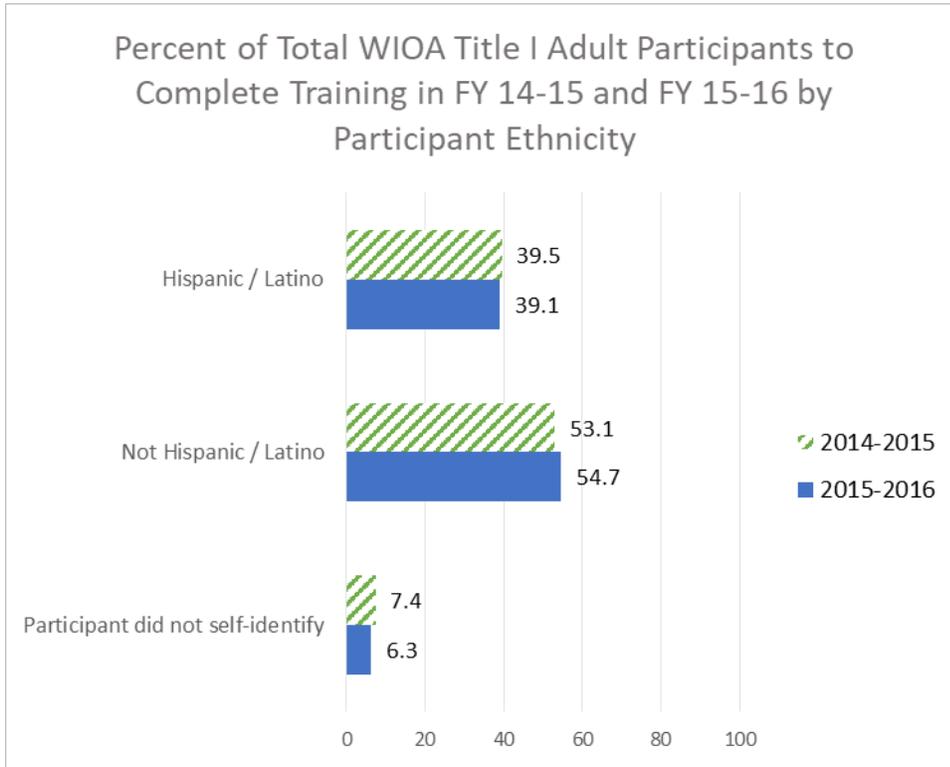
Hispanic participants' share of all Title I enrollments closed tracked with size of labor force share in FY 14-15 (36.6% of the total) and was slightly higher (35.7%) in FY 15-16.

On average, Hispanic/Latino individuals in California experience higher rates of unemployment compared with non-Hispanic Californians.<sup>25</sup>

Ethnic identification was unavailable for about 9% of each year's participants.

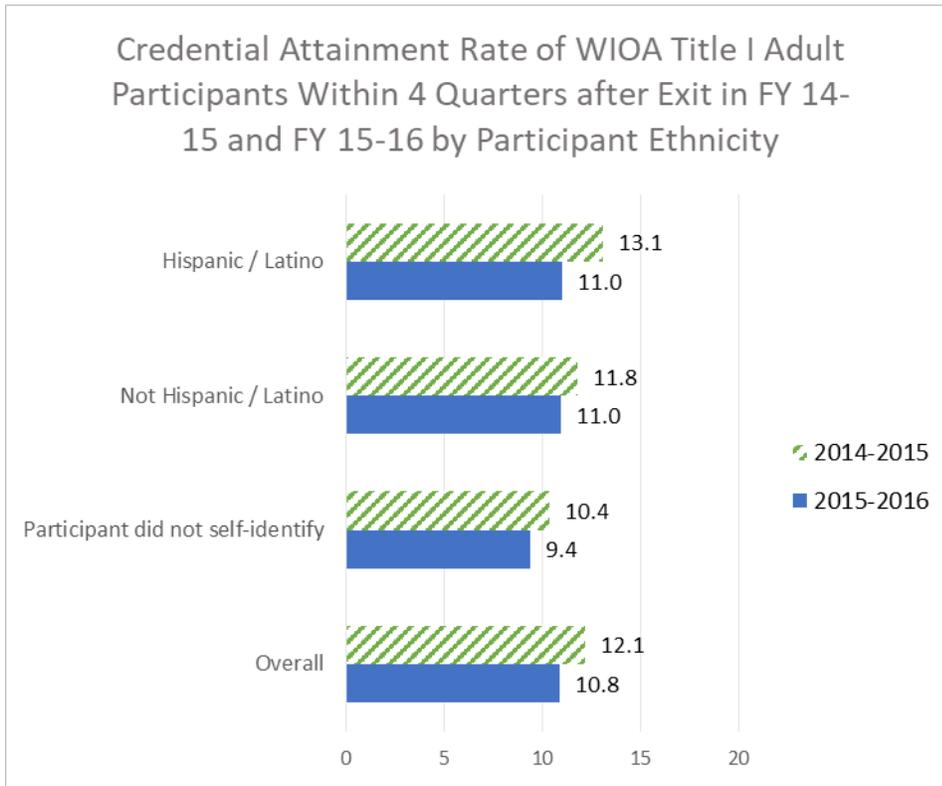
<sup>25</sup> [California Unified Strategic Workforce Development Plan for Program Years 2020-2023](#), p. 41.

5.2.1.3 Figure - Training Completion by Ethnicity



Shares of all training completions by Hispanic/Latino participants appeared similar both to enrollment and exit shares, and year-to-year: in FY 14-15, they represented 39.5% of all training completions, and in FY 15-16, 39.1%.

5.2.1.4 Figure - Credential Attainment Rate by Ethnicity

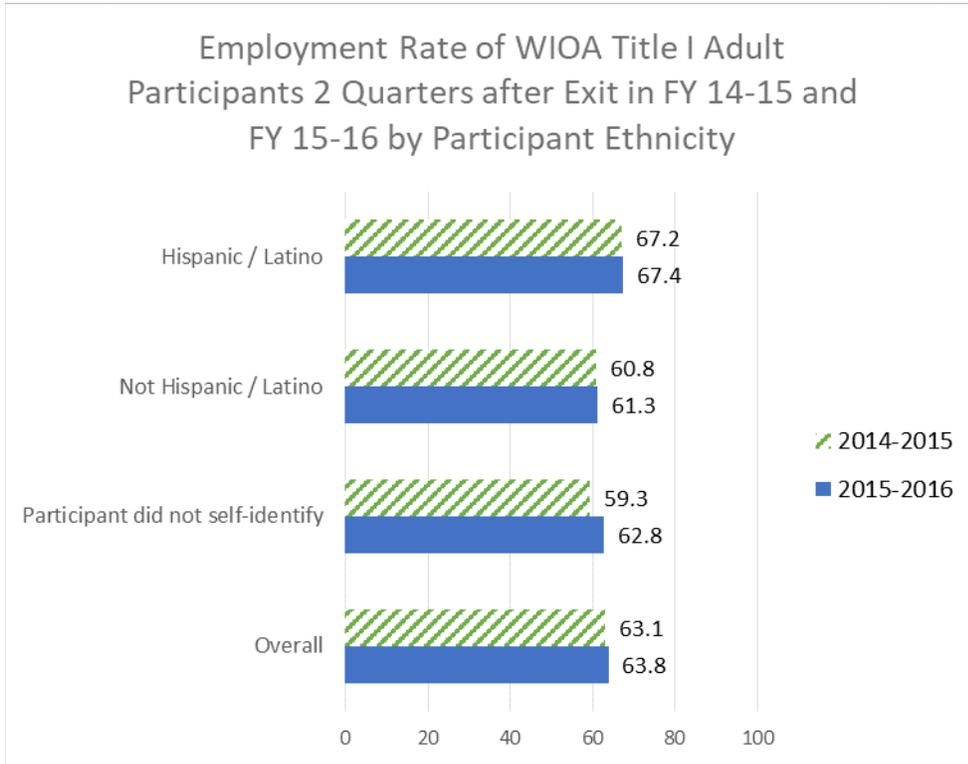


Credential attainment is calculated as a rate, where (for each fiscal year) the numerator includes all individuals in a category to have earned a recognized credential within four quarters of program exit, and the denominator, all participants in the category to have exited. In this report in other words, all service-enrolled participants to have exited are included in the denominator used for calculating credential attainment rates. This is distinct from the requirements of federal performance reporting, where credential attainment rates are calculated using a denominator that includes only those participants who were training-enrolled and therefore had the opportunity to earn a credential as a direct outcome of program participation. Participants who were not enrolled in training through WIOA Title I Adult—who represent the majority of all enrolled participants in both fiscal years—only have an opportunity to earn a credential if they also participated separately in a non-Title I Adult training or educational program during or shortly after their Title I Adult enrollment. Because Local Area staff are not required to track these individuals’ credential outcomes, reported credential attainment rates for non-training-enrolled participants may be even lower than true rates. Given all of these factors, it is likely that inclusion of non-training-enrolled individuals in the credential rate denominator causes aggregate credential attainment rates throughout this chapter to appear lower than the rates reported for federal performance tracking.

Among participants who exited in FY 14-15, the rate of credential attainment among Hispanic or Latino participants, 13.1%, was +1.3 percentage points higher than the rate among non-Hispanic participants (11.8%).

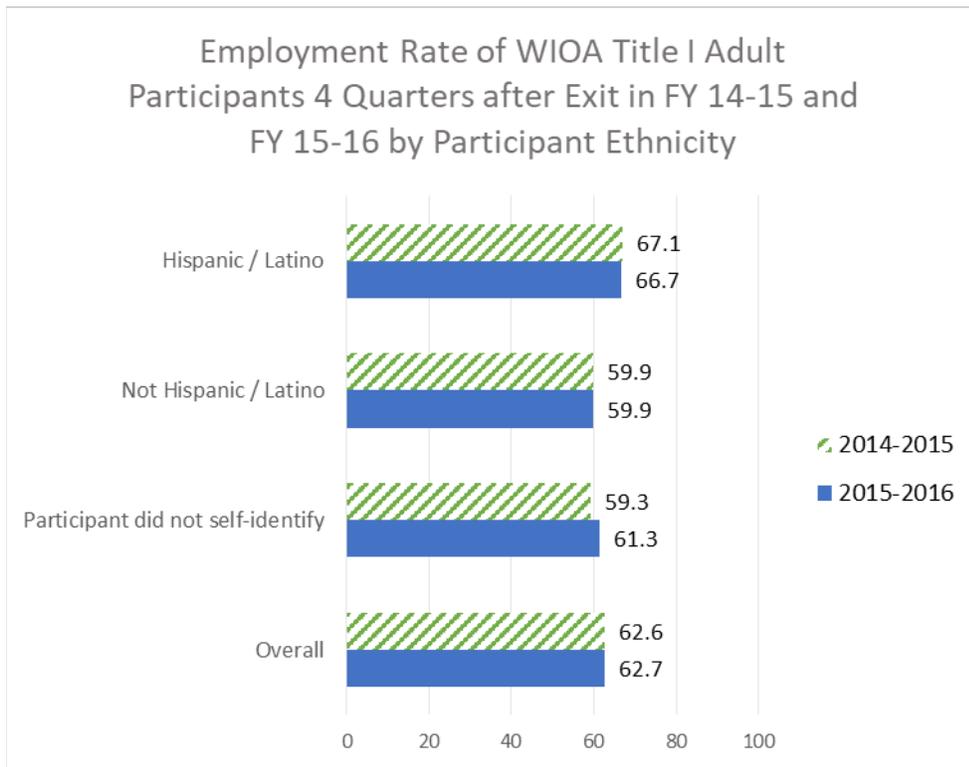
Hispanic and non-Hispanic participants with an exit date in FY 15-16 both had a credential attainment rate of 11.0%.

5.2.1.5 Figure – 2<sup>nd</sup> Quarter Employment Rate by Ethnicity



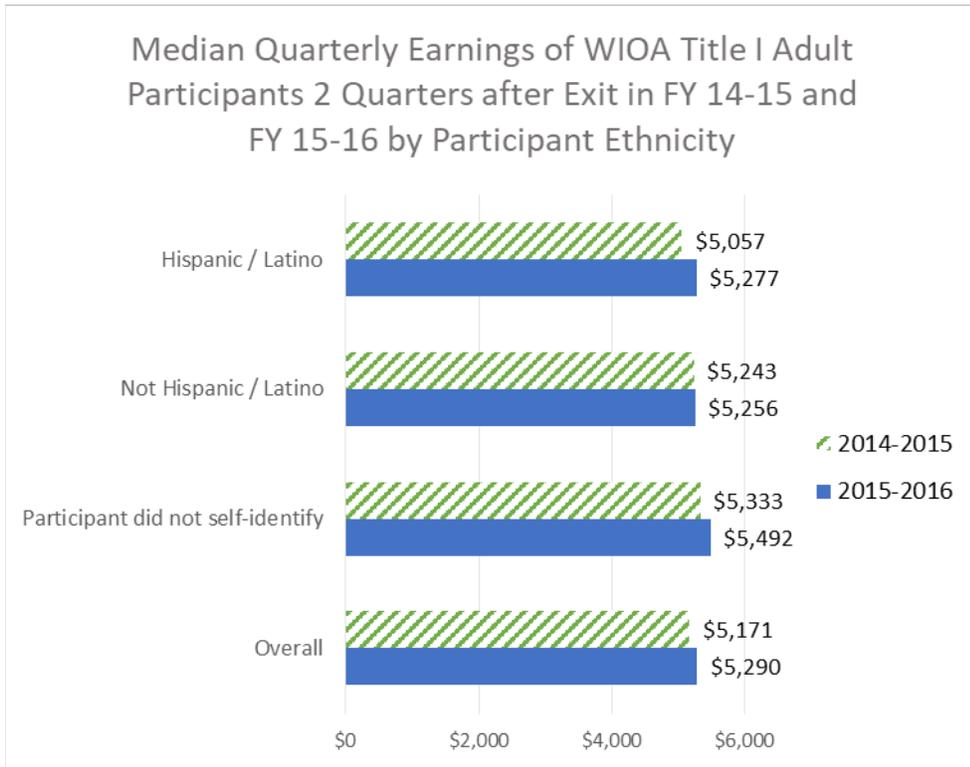
In the second quarter after exit in both fiscal years, the rate of employment among Hispanic/Latino former Title I participants was about 67%, approximately +6 percentage points higher than the rate among participants who were not Hispanic/Latino.

5.2.1.6 Figure – 4<sup>th</sup> Quarter Employment Rate by Ethnicity



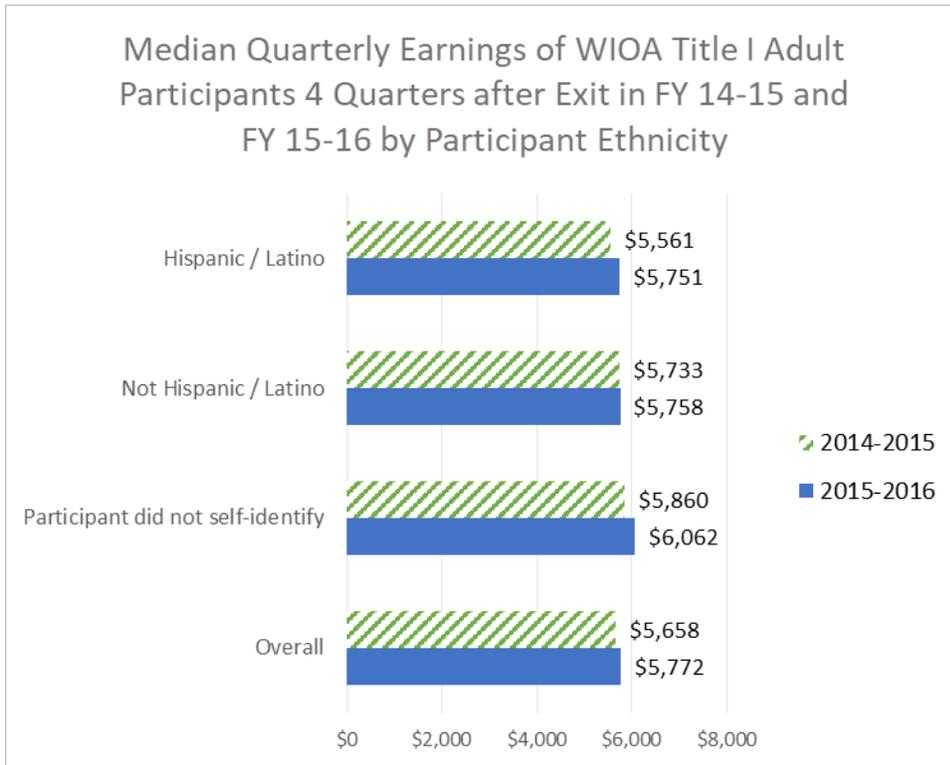
Employment rates of Hispanic/Latino participants continued to exceed those of non-Hispanic participants a year after exit by about +7 percentage points.

5.2.1.7 Figure – 2<sup>nd</sup> Quarter Median Earnings by Ethnicity



As is discussed in many places throughout this report, national survey data provide [evidence of persistent disparities in income along racial and ethnic lines](#), with Black and Latino individuals earning less than whites in the aggregate. Meanwhile, sociological studies such as [Devah Pager and Bart Bonikowski's influential study](#) of employer hiring practices in service industry jobs—where researchers found that white applicants with a criminal record stood a better chance of being hired than Black or Hispanic applicants without one—evince the role of overt forms of hiring and pay discrimination in contributing to these outcomes.

5.2.1.8 Figure – 4<sup>th</sup> Quarter Median Earnings by Ethnicity



Earnings of both Hispanic and non-Hispanic participants groups were higher by a similar margin of approximately +\$500 one year after exit, such that FY 14-15 Hispanic participants' earnings remained lower than those of non-Hispanics (by - \$172), while FY 15-16 participant earnings were again virtually the same.

## 5.2.2 Participant Race

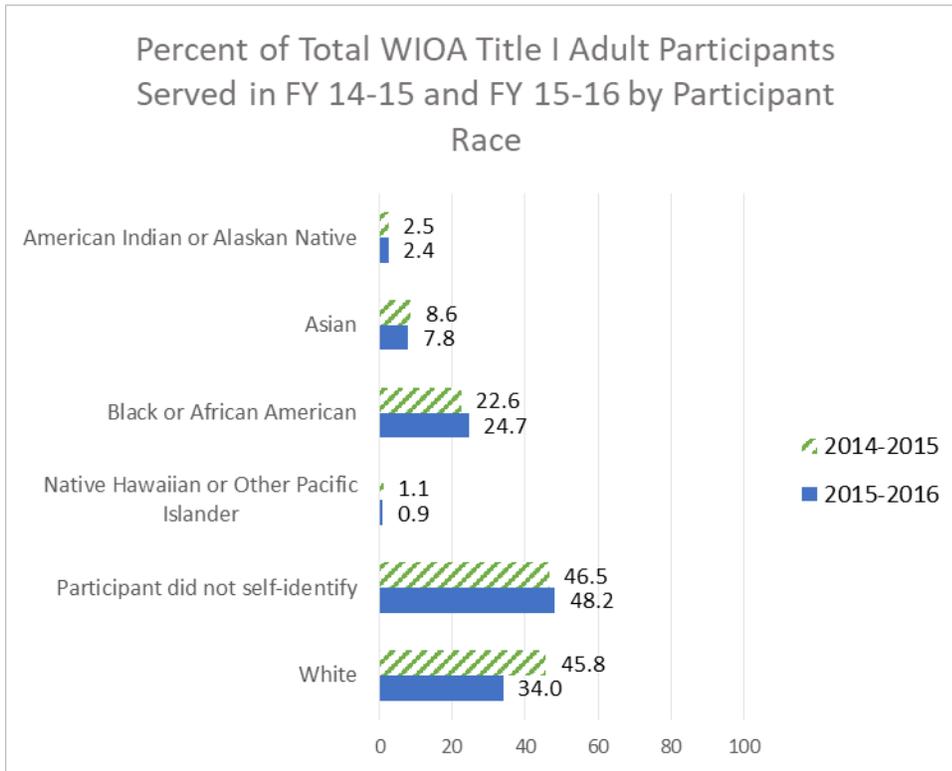
### 5.2.2.1 Table Set – Participant Race

FY 2014-2015														
Participant Race	# Served	% of Total Served	# Exited	% of Total Exited	# Completed Training	% of Total Completed Training	2 Quarters After Exit			4 Quarters After Exit				
							# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
American Indian or Alaskan Native	1,432	2.5	987	2.6	214	2.5	587	59.5	\$4,567	106	10.7	552	55.9	\$5,149
Asian	4,856	8.6	3,298	8.6	753	8.9	2,106	63.9	\$6,359	457	13.9	2,069	62.7	\$6,986
Black or African American	12,711	22.6	8,411	22.0	1,670	19.8	5,180	61.6	\$4,510	898	10.7	5,087	60.5	\$4,935
Native Hawaiian or Other Pacific Islander	605	1.1	431	1.1	140	1.7	277	64.3	\$5,728	83	19.3	265	61.5	\$6,145
White	25,762	45.8	18,175	47.4	4,204	49.9	11,477	63.1	\$5,334	2,196	12.1	11,339	62.4	\$5,926
Participant did not self-identify	26,170	46.5	18,047	47.1	3,983	47.3	11,860	65.7	\$5,167	2,267	12.6	11,855	65.7	\$5,664
<b>Total</b>	<b>56,274</b>	<b>N/A</b>	<b>38,311</b>	<b>N/A</b>	<b>8,426</b>	<b>N/A</b>	<b>24,175</b>	<b>63.1</b>	<b>\$5,171</b>	<b>4,654</b>	<b>12.1</b>	<b>23968</b>	<b>62.6</b>	<b>\$5,658</b>

FY 2015-2016														
Participant Race	# Served	% of Total Served	# Exited	% of Total Exited	# Completed Training	% of Total Completed Training	2 Quarters After Exit			4 Quarters After Exit				
							# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
American Indian or Alaskan Native	1,485	2.4	1,089	2.4	232	2.6	651	59.8	\$5,015	116	10.7	622	57.1	\$5,135
Asian	4,817	7.8	3,565	7.9	870	9.7	2,359	66.2	\$6,694	528	14.8	2,321	65.1	\$7,266
Black or African American	15,149	24.7	11,074	24.6	2,012	22.3	6,722	60.7	\$4,441	955	8.6	6,491	58.6	\$4,908
Native Hawaiian or Other Pacific Islander	566	0.9	422	0.9	119	1.3	270	64.0	\$5,251	56	13.3	275	65.2	\$5,655
White	20,891	34.0	15,416	34.2	3,583	39.7	9,717	63.0	\$5,758	1,921	12.5	9,600	62.3	\$6,301
Participant did not self-identify	29,606	48.2	21,766	48.3	4,105	45.5	14,504	66.6	\$5,414	2,327	10.7	14,322	65.8	\$5,851
<b>Total</b>	<b>61,398</b>	<b>N/A</b>	<b>45,093</b>	<b>N/A</b>	<b>9,014</b>	<b>N/A</b>	<b>28,774</b>	<b>63.8</b>	<b>\$5,290</b>	<b>4,889</b>	<b>10.8</b>	<b>28270</b>	<b>62.7</b>	<b>\$5,772</b>

- As noted, a participant was counted within each of the race categories with which they identified. As a result, category count totals sum to more than each fiscal year's total participants (shown in the bottom row). Note that the participant totals shown (Number Served, Number Exited, and Number Completed Training) reflect true participant totals, rather than the sums of their respective columns.
- Because an individual participant may have selected multiple race categories with which to identify, percent shares shown in Table Set 5.2.2.1 of participants served, to exit, and to complete, will not sum to 100%.
- Participants who did not provide racial identification (whether because they provided no race or ethnic identification or because they identified only as Hispanic) were classed as "Participant did not self-identify".

5.2.2.2 Figure - Program Participation by Race



Nearly 47% of participants enrolled in FY 14-15 and 48.2% of all enrolled in FY 15-16 did not identify a race category. Given the size of these shares, it seems likely that they may contain individuals who identify only on the basis of ethnicity, as Hispanic or Latino.<sup>26</sup>

Participants identifying as white made up 45.8% of all participants in FY 14-15 and 34.0% of all participants in FY 15-16.<sup>27</sup> Much smaller enrollment shares in comparison with the size of the same population in the state’s labor force (between 73% and 74%) are likely to reflect non-reporting of race by Hispanic/Latino participants linked to a difference in format between CalJOBS reporting and the Current Population Survey design.

Shares of participants who identified as Black/African American, 22.6% of all participants in FY 14-15 and 24.7% of all participants in FY 15-16, were notably larger than in the labor force as a whole (6.1% and 6.2% in FY 15-16). The same was true of American Indian/Alaskan Native participants, respectively 2.5% of all Title I Adult participants in FY 14-15 and 2.4% of the total in FY 15-16.

<sup>26</sup> Please see the appendix on race and ethnic categories and identification for an extended discussion of Hispanic identity.

<sup>27</sup> The change from WIA to WIOA occasioned changes in the structure and timing of services. It is possible, although unknown, that some aspect of this shift may be relevant to observed outcomes.

On the other hand, Asian participants were represented at only about half their labor force shares.

Participants who were Native Hawaiian or Other Pacific Islander were represented at close to their labor market shares, about one percent of each year's total.<sup>28</sup>

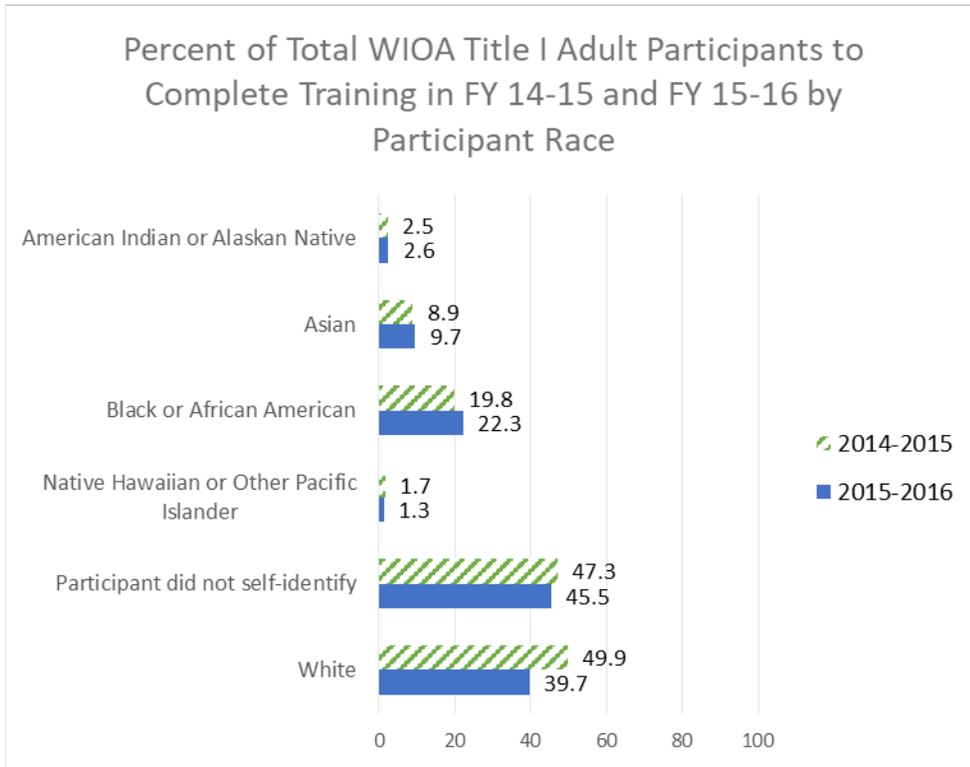
Differences in representation in the Title I Adult program compared with labor force shares are likely to reflect, to an extent, the existence of structural inequalities that lead to racially unequal levels of opportunity, discrepant rates of poverty, unequal wealth, as well as overt hiring and pay discrimination—all of which inform differences in rates of employment<sup>29</sup> and greater reliance on public workforce services. Given the existence of such inequality, observed outcomes might reflect the functioning of WIOA's priority of service requirements.

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<sup>28</sup> When working with very small participant categories, it may be difficult to tell whether or not program shares differ meaningfully from statewide population estimates. This is because an observed difference that is very small in absolute terms may be non-trivial in relation to category size. For example: if a particular demographic accounts for 0.1% of a program's participants, while the same population's estimated share of the state labor force is 0.2%, on one hand this is only a difference of one-tenth of a percentage point. But on the other hand, the size of the group's estimated share of the state labor force is twice as large as its program representation. It is difficult to interpret this discrepancy. Additionally, benchmark statistics from the CPS are based upon population samples, and are associated with margins of error (For an explanation of confidence intervals used by the CPS and other national surveys, see <https://www.census.gov/programs-surveys/saige/guidance/confidence-intervals.html>).

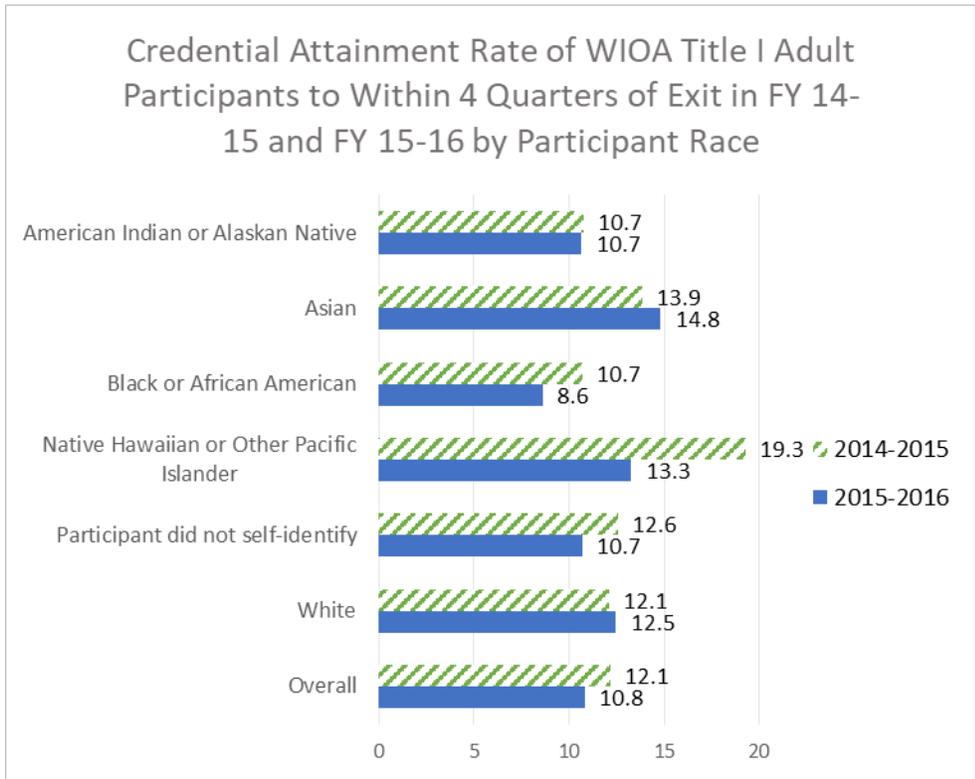
<sup>29</sup> Income, rates of poverty, and unemployment rates are (as is the case nationally) stratified by race and ethnic origin. Between 2010 and 2019, rates of unemployment among African-Americans and Hispanic/Latino individuals in California were higher than the overall rate during this period. [CALIFORNIA UNIFIED STRATEGIC WORKFORCE DEVELOPMENT PLAN PROGRAM YEARS 2020-2023. Economic and Workforce Analysis](#), p. 41.

5.2.2.3 Figure - Training Completion by Race



In both years' data, the percentage distribution of training completions by race appeared similar to the distribution of participants served.

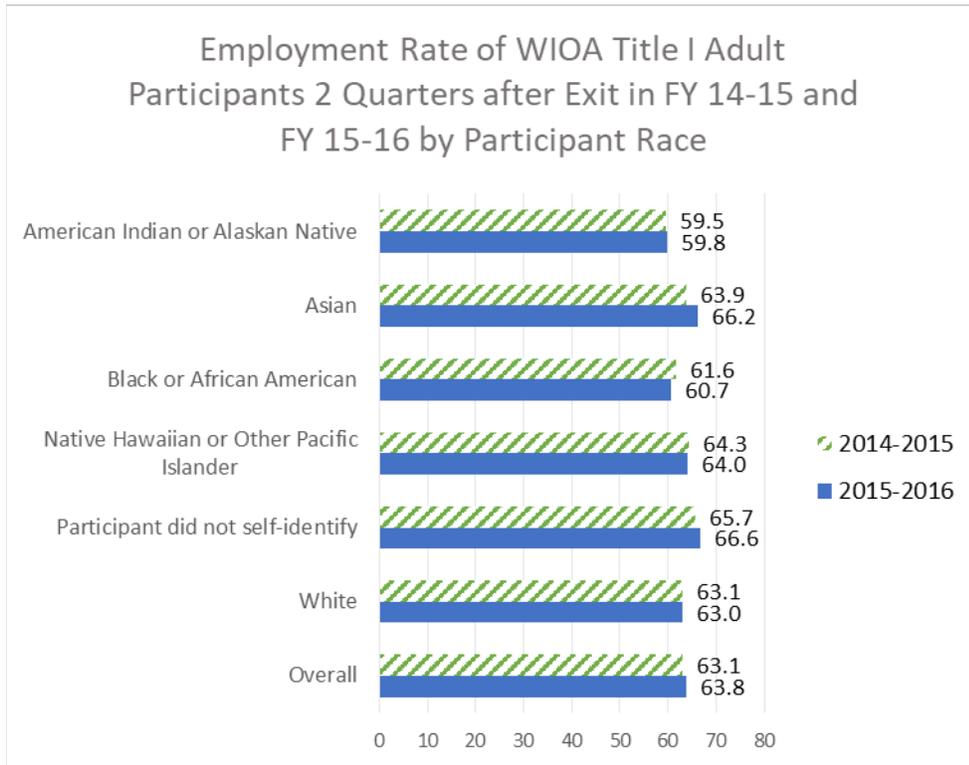
5.2.2.4 Figure - Credential Attainment Rate by Race



Among those served in FY 14-15, the rate of credential attainment was highest among Native Hawaiian or Other Pacific Islander participants, with 19.3% of participants in this category attaining a credential within a year of exit, +7.1 percentage points higher than the overall rate. The highest rate for the following year’s participants was found among Asian participants, 14.8% of whom (+4.0 percentage points above the overall rate) earned a credential within four quarters of exit.

Following exit in FY 14-15, credential attainment was lowest among WIOA Title I Adult participants who were Black or African American, 10.7%, and those who were American Indian or Alaskan Native, also 10.7%. Among participants to exit in FY 15-16, the lowest rate was 8.6% among Black or African American participants.

5.2.2.5 Figure – 2nd Quarter Employment Rate by Race



Among participants to exit in both years, the highest rates of employment in the second quarter after exit were among who did not self-identify, 65.7% (+2.6 percentage points higher than the overall rate) among Title I participants to exit in FY 14-15 and 66.6% among participants to exit in FY 15-16 (+2.8 percentage points higher than the overall rate). Employment rates of Asian and Native Hawaiian/Other Pacific Islander participants were also higher than average in both years’ data.

Many individuals who did not self-identify a race did positively identify as Hispanic or Latino.

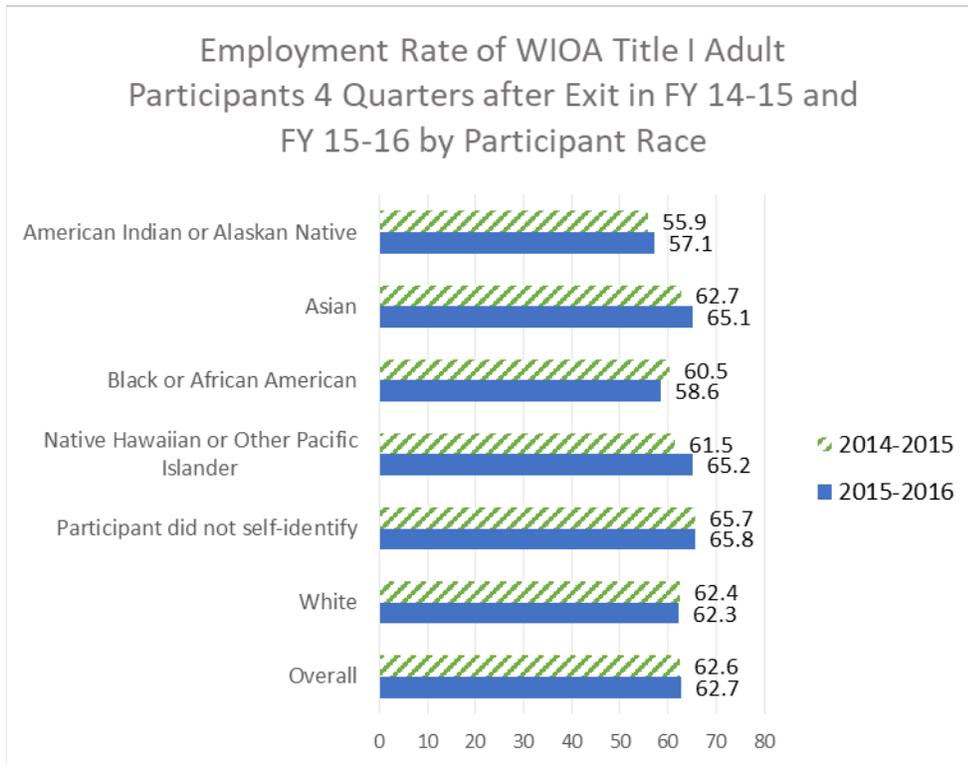
The lowest employment rate following exit in both years were seen among American Indian or Alaskan Native participants, respectively 59.5% at the second quarter after exit in FY 14-15 (-3.6 percentage points below the overall rate) and 59.8% at the same stage after exit in FY 15-16, - 4.0 percentage points below the overall rate.

As noted, American Indian/Alaskan Native individuals are named under WIOA as a population facing barriers to employment. This community within the U.S. and California faces high poverty rates; and significantly higher rates of unemployment compared with white Americans—even, as a review of data from 34 states by the Economic Policy Institute revealed, when factors like education level, age, and state of residence are controlled for, suggesting the

continued impact from overt hiring discrimination.<sup>30</sup>

Employment rates were also nearly as low among Black/African American participants in both years, 61.2% and 60.7%.

5.2.2.6 Figure – 4<sup>th</sup> Quarter Employment Rate by Race

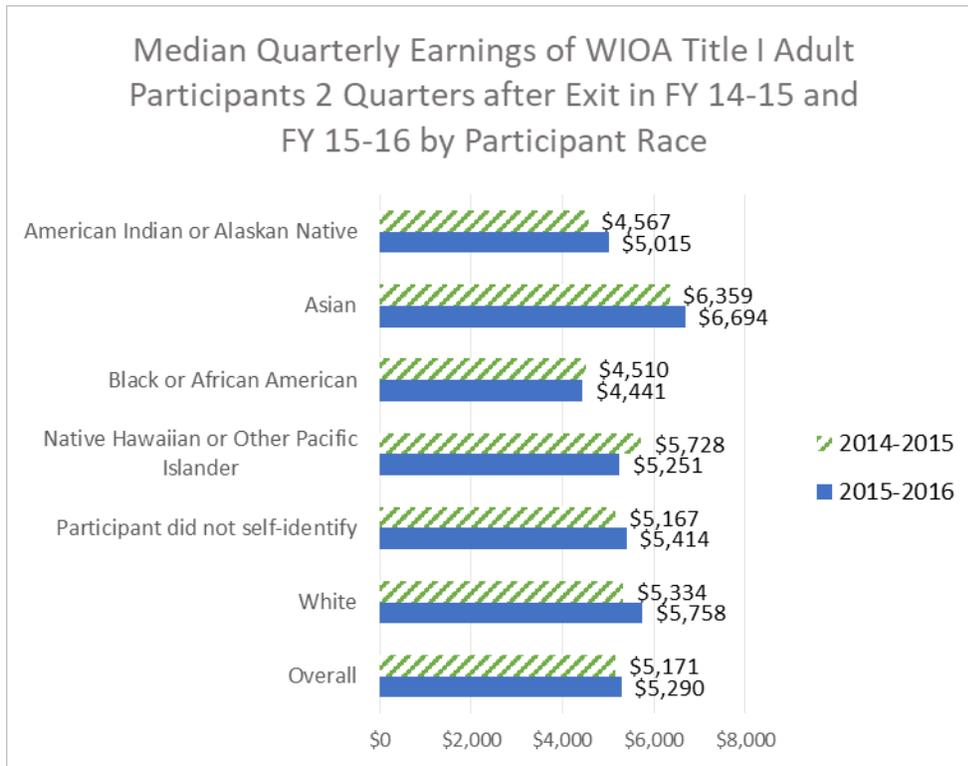


Outcomes appeared similar a year after exit. Notably, rates of employment among participants who were Native American and Alaskan Native fell, at this stage, with respect to program averages: the fourth-quarter rate among these participants was 55.9% among the first year’s participants, -6.6 percentage points below the overall rate, and 57.1% among the second year’s participants, -5.6 percentage points below the overall rate.

Although we should be hesitant to draw concrete policy conclusions from outcome data alone as proper program evaluation requires that one use sophisticated statistical methods to control for factors other than participant services when explaining individual labor market outcomes, these preliminary findings appear to suggest that the WIOA Title I Adult program may not be completely removing barriers to employment faced by members of this population.

<sup>30</sup> Algernon Austin, “[Native Americans and Jobs: The Challenge and the Promise](#)” (December 17, 2013) Economic Policy Institute.

5.2.2.7 Figure – 2<sup>nd</sup> Quarter Median Earnings by Race



Two quarters after exit in both years, Asian participants saw the highest median earnings, of \$6,359 and \$6,694 respectively. These earnings were +\$1,188 and +\$1,404 or 23% and 27% above each year’s program-wide median.

Participants who were Black or African-American saw the lowest earnings: their earnings of \$4,510 (FY 14-15) and \$4,441 (FY 15-16) were respectively -\$661 and -\$849 (13% and 16%) below the program-wide median earnings associated with each exit year.

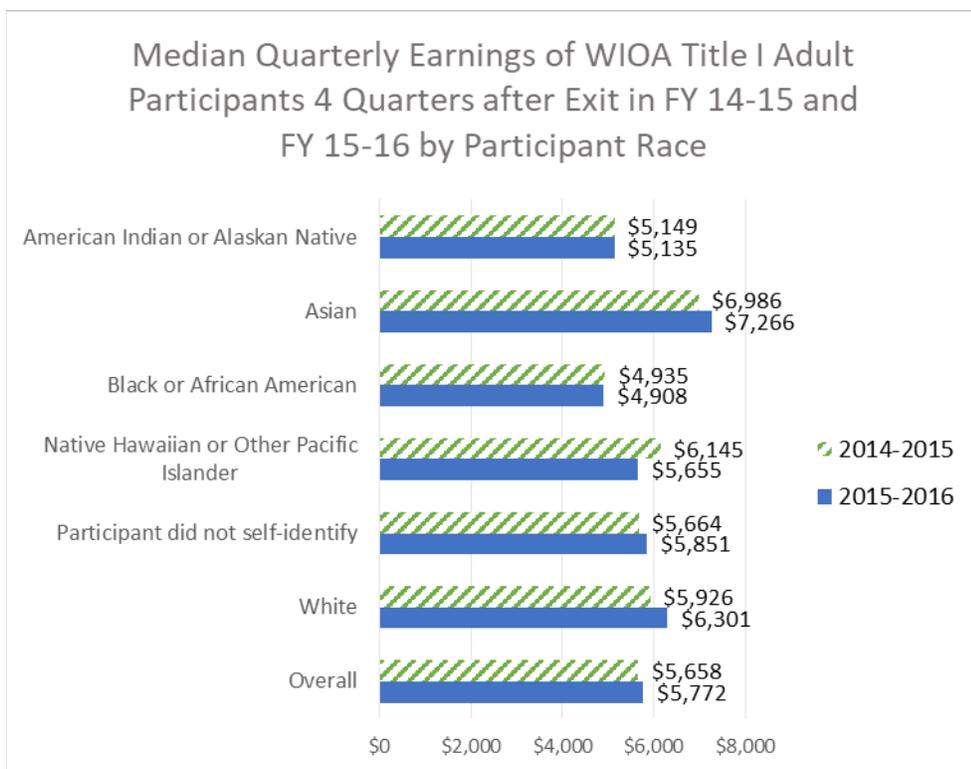
Research on hiring practices, including experimental studies of service sector job markets in which many former Title I participants are likely to be seeking employment, finds continued evidence of hiring and pay discrimination faced by Black jobseekers.<sup>31</sup>

Earnings of Native American or Alaskan Native participants were also noticeably below each year’s program median, respectively \$4,567 and \$5,015.

<sup>31</sup> For recent scholarship on direct labor market discrimination by race, see: Borowczyk-Martins, Daniel and Bradley, Jake and Tarasonis, Linas (2014) [“Racial Discrimination in the U.S. Labor Market: Employment and Wage Differentials by Skill”](#) IZA Discussion Paper No. 8176; for a classic field study, see: Devah Pager, Bruce Western, and Bart Bonikowski (2009), [“Discrimination in a Low-Wage Labor Market: A Field Experiment”](#) *American Sociological Review* 74:777-799.

Low earnings among both African-American and American Indian or Alaskan Native participants group following exit from the Title I Adult program suggest a need for further inquiry to evaluate the extent to which barriers could be more effectively alleviated by the Title I Adult program.

5.2.2.8 Figure – 4<sup>th</sup> Quarter Median Earnings by Race



Similar earnings outcomes could be observed a year following exit in both years, with highest earnings continuing to be found among Asian Title I Adult program participants (\$6,986 and \$7,266) and lowest earnings, among Black/African American participants (\$4,935 and \$4,908).

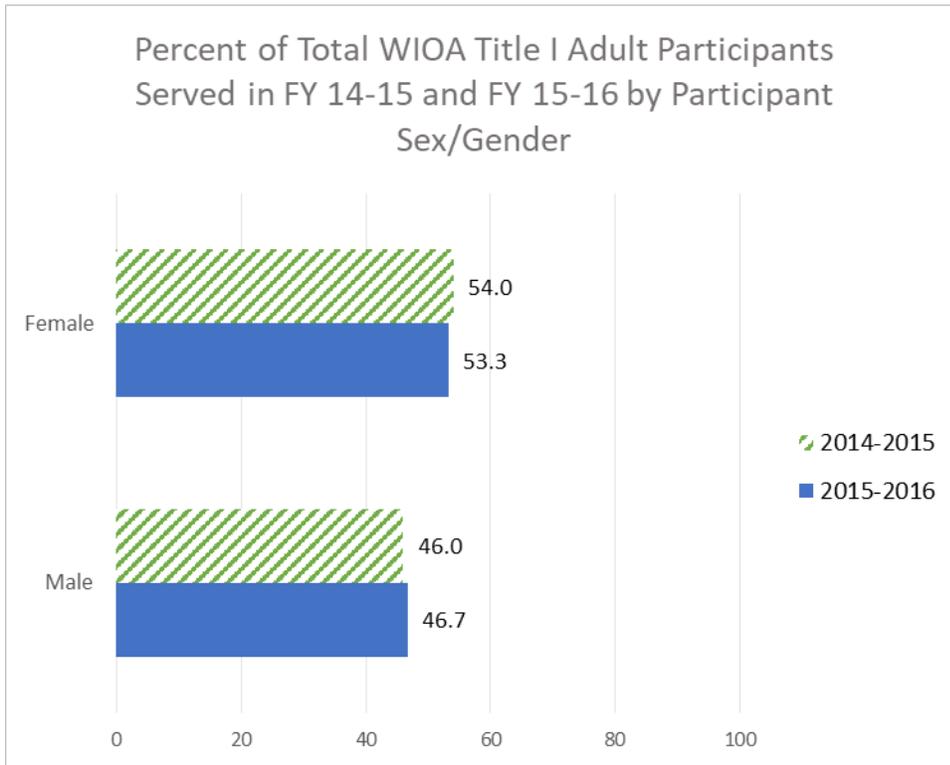
### 5.2.3 Participant Sex / Gender

#### 5.2.3.1 Table Set – Participant Sex/Gender

FY 2014-2015											
Participant Sex / Gender	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Male	25,862	17,790	4,158	11,123	62.5	\$5,477	2,456	13.8	10,977	61.7	\$6,027
Female	30,412	20,521	4,268	13,052	63.6	\$4,895	2,198	10.7	12,991	63.3	\$5,382
Unknown or Not Provided	0	0	0	0	0.0	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>56,274</b>	<b>38,311</b>	<b>8,426</b>	<b>24,175</b>	<b>63.1</b>	<b>\$5,171</b>	<b>4,654</b>	<b>12.1</b>	<b>23,968</b>	<b>62.6</b>	<b>\$5,658</b>

FY 2015-2016											
Participant Sex / Gender	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Male	28,692	21,382	4,402	13,428	62.80	\$5,581	2,472	11.6	13,057	61.1	\$6,169
Female	32,706	23,711	4,612	15,346	64.72	\$5,067	2,417	10.2	15,213	64.2	\$5,485
Unknown or Not Provided	0	0	0	0	0.00	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>61,398</b>	<b>45,093</b>	<b>9,014</b>	<b>28,774</b>	<b>63.81</b>	<b>\$5,290</b>	<b>4,889</b>	<b>10.8</b>	<b>28,270</b>	<b>62.7</b>	<b>\$5,772</b>

5.2.3.2 Figure - Program Participation by Participant Sex/Gender



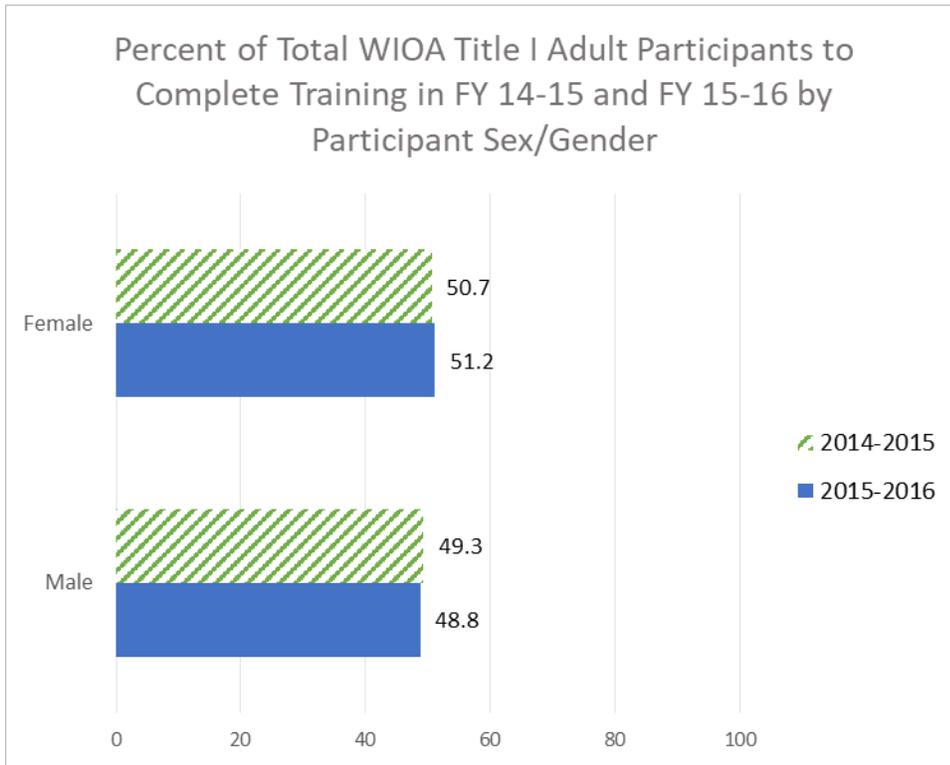
Women made up more than half of all Title I program participants in both years, 54.0% in FY 14-15 and 53.3% in FY 15-16. These program shares were larger in comparison with the percentage of the state’s labor force that is female, which in both report years was just 45.4%.

Women were also over half (51%) of the state’s working-age population during the same period, and women are also more likely than men to face poverty and therefore to be in need of governmentally funded workforce programs- both factors that may explain their overrepresentation vis-à-vis labor force shares.<sup>32</sup>

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<sup>32</sup> See, for instance, findings from: Nan Maxwell, Heinrich Hoch, Natalya Verbitsky-Savitz and Davin Reed (2012) [“How are women served by the WIA Adult and Dislocated Worker Programs? Findings from Administrative Data”](#) Mathematic Policy Institute

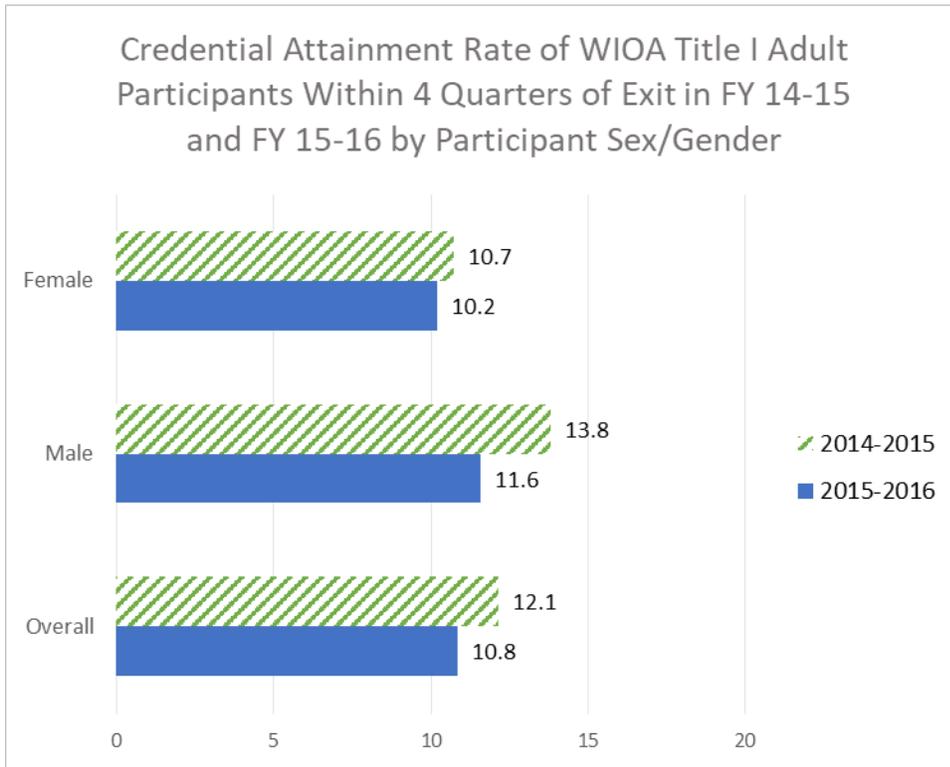
5.2.3.3 Figure - Training Completion by Participant Sex/Gender



Training completion shares shown in Figure 5.2.3.3 are calculated by placing the number of training completions made by participants in a given demographic category (e.g., female participants) over the total number of training completions among all participants in that fiscal year.

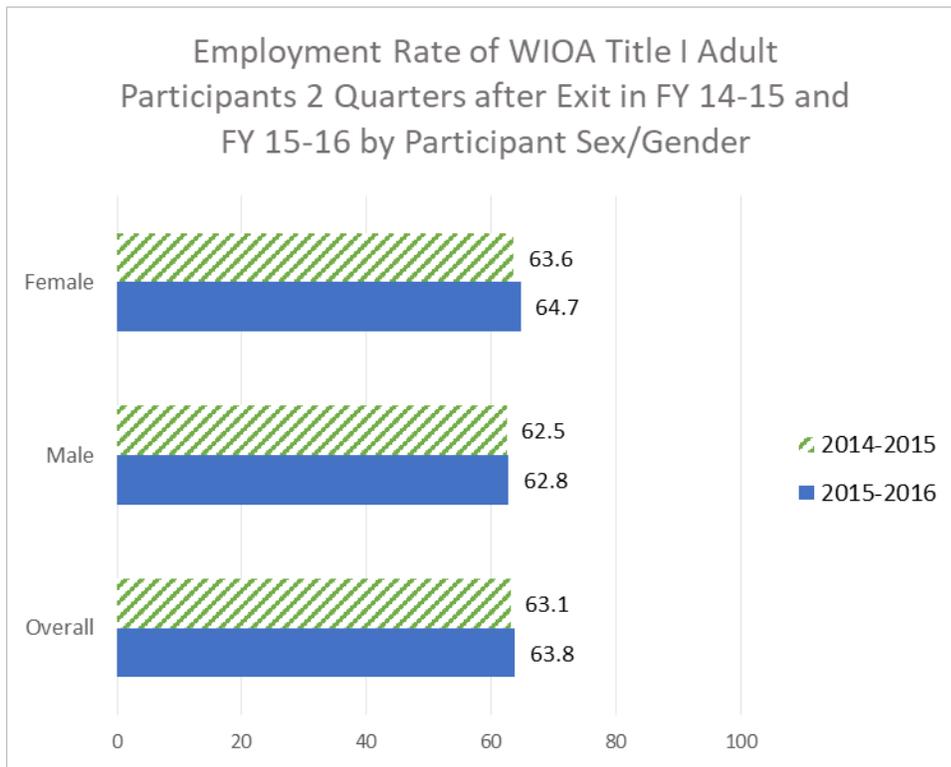
Compared with shares of all to exit the program women represented slightly smaller shares of all training completions—50.7% of all training completions in FY 14-15, and 51.2% of all training completions in FY 15-16.

5.2.3.4 Figure - Credential Attainment Rate by Participant Sex/Gender



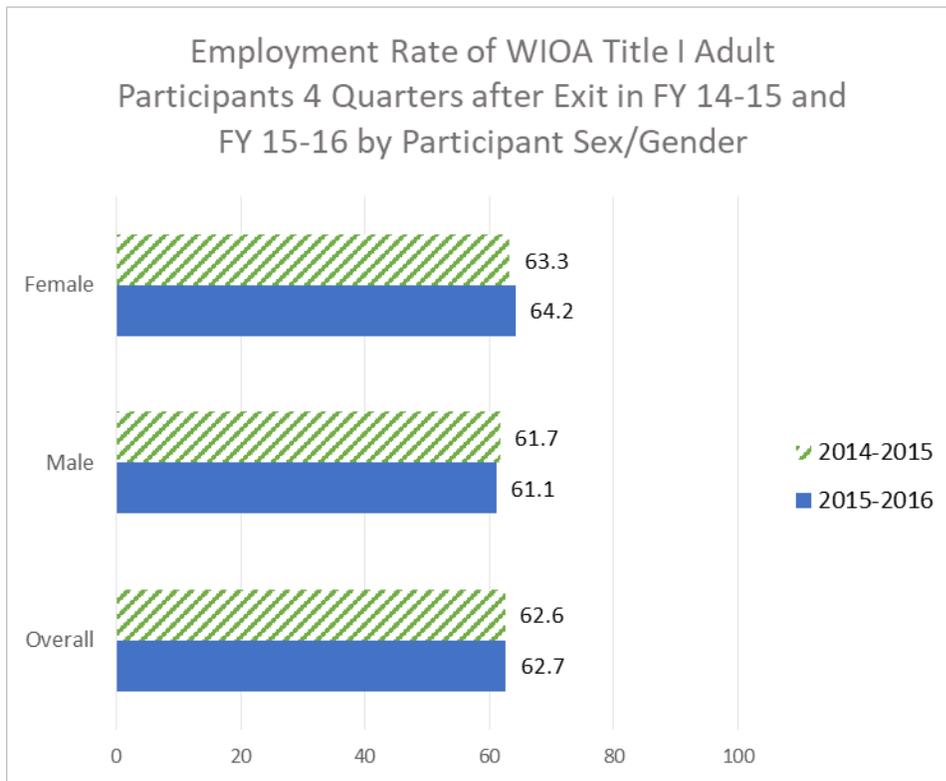
Women’s rates of credential attainment were lower than those of men. Compared with a rate of 13.8% among men to exit the Title I program in FY 14-15, women’s rate was about -3 percentage points lower at 10.7%. Among participants to exit in the following year, the difference appeared smaller mostly due to a lower rate among males (male rate of 11.6% and female rate of 10.2%).

5.2.3.5 Figure – 2<sup>nd</sup> Quarter Employment Rate by Participant Sex/Gender



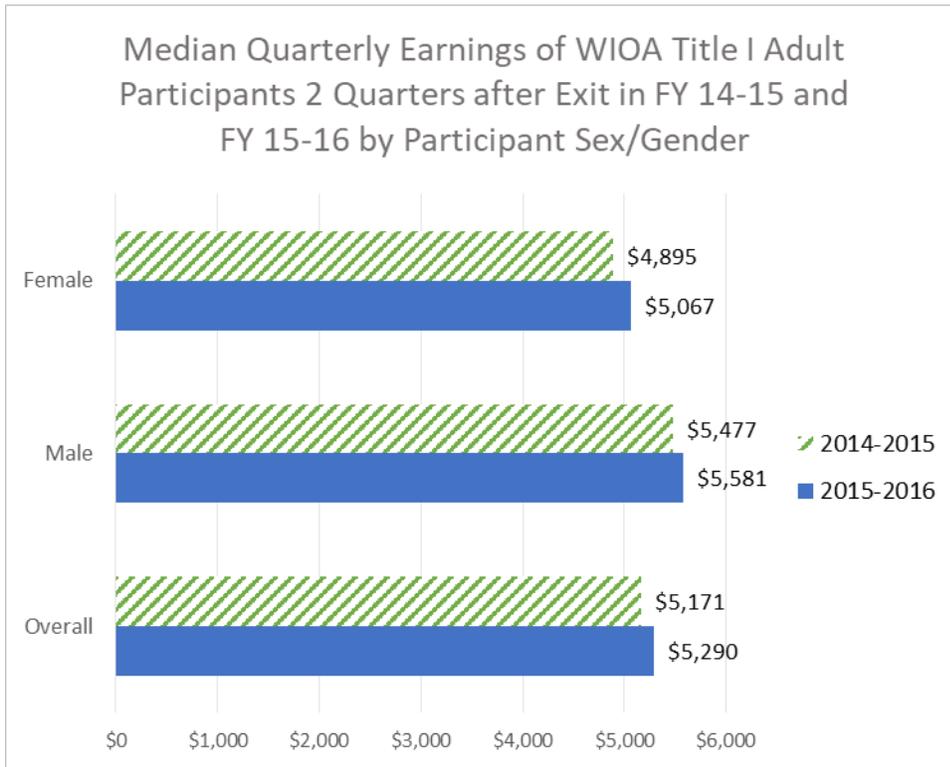
Women had somewhat higher employment rates two quarters after exit from the Title I program in both years, particularly following exit in FY 15-16 when the rate of 64.7% among women was about +2 percentage points above the male rate of 62.8%.

5.2.3.6 Figure – 4<sup>th</sup> Quarter Employment Rate by Participant Sex/Gender



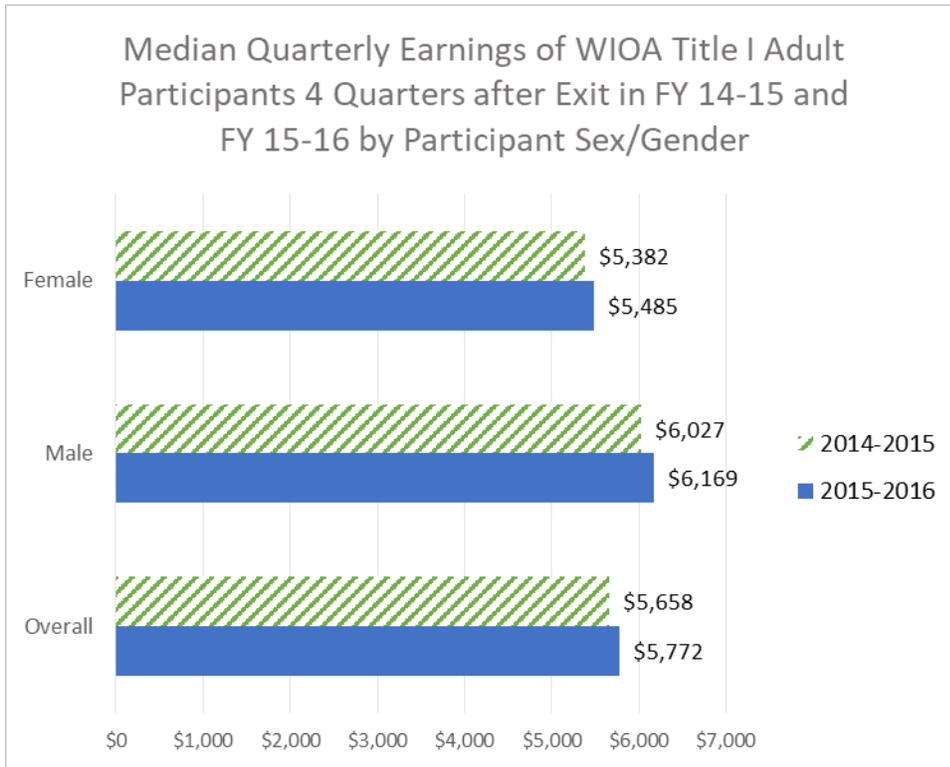
Women’s employment advantage was more pronounced a year after exit, with 63.3% of women exiting Title I in FY 14-15 and 64.2% of their counterparts to exit in FY 15-16 employed, compared with just 61.7% and 61.1% of male participants. This is an interesting trend that merits further investigation over a longer period of time.

5.2.3.7 Figure – 2<sup>nd</sup> Quarter Median Earnings by Participant Sex/Gender



Notwithstanding higher rates of employment, earnings among women were lower than those among men. With median earnings of \$5,477 two quarters after exit in FY 14-15 and of \$5,581 two quarters after exit in FY 15-16, male participants in Title I out-earned their female counterparts by between \$500 and \$600 in a quarter.

5.2.3.8 Figure – 4<sup>th</sup> Quarter Median Earnings by Participant Sex/Gender



Men continued to out-earn women a year after exit, with earnings of \$6,027 to women’s \$5,382 (FY 14-15) or a difference of \$645, and \$6,169 to women’s \$5,485 (FY 15-16), a difference of \$682.

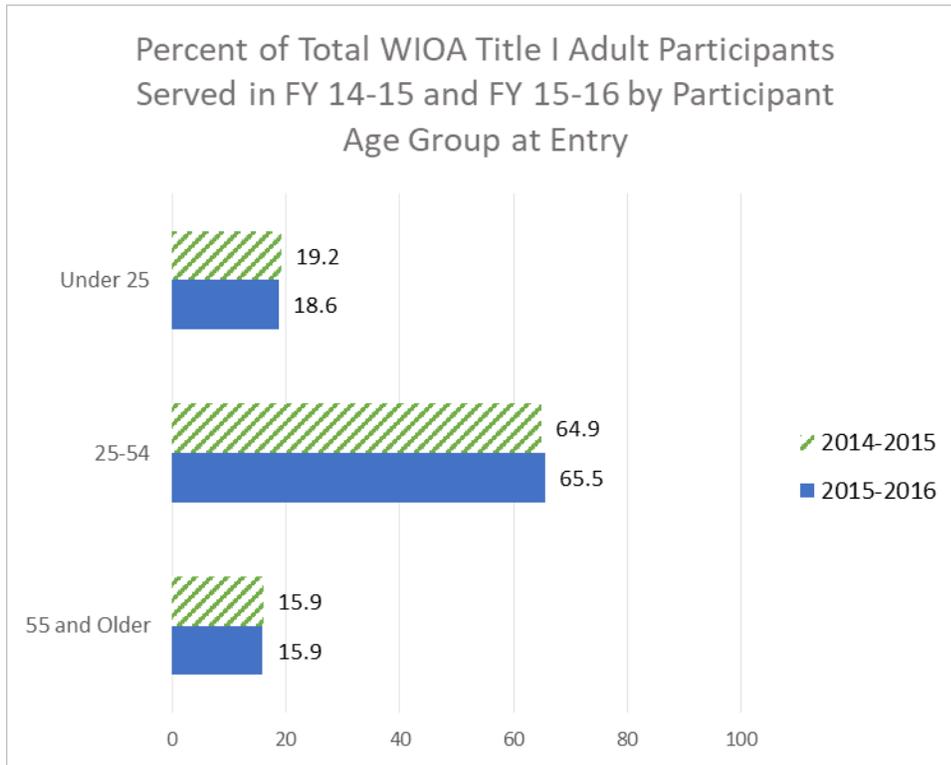
## 5.2.4 Participant Age Group at Entry

### 5.2.4.1 Table Set – Participant Age Group at Entry

FY 2014-2015											
Participant Age Group at Entry	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Under 25	10,781	7,514	2,299	5,203	69.2	\$4,218	1,311	17.4	5,154	68.6	\$4,676
25-54	36,518	24,853	5,466	16,027	64.5	\$5,551	2,985	12.0	15,885	63.9	\$6,130
55 and older	8,975	5,944	661	2,945	49.5	\$4,907	358	6.0	2,929	49.3	\$5,375
Unknown	0	0	0	0	0.0	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>56,274</b>	<b>38,311</b>	<b>8,426</b>	<b>24,175</b>	<b>63.1</b>	<b>\$5,171</b>	<b>4,654</b>	<b>12.1</b>	<b>23,968</b>	<b>62.6</b>	<b>\$5,658</b>

FY 2015-2016											
Participant Age Group at Entry	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Under 25	11,434	8,413	2,144	5,801	69.0	\$4,310	1,125	13.4	5,813	69.1	\$4,610
25-54	40,215	29,642	6,030	19,356	65.3	\$5,620	3,283	11.1	18,976	64.0	\$6,180
55 and older	9,749	7,038	840	3,617	51.4	\$5,265	481	6.8	3,481	49.5	\$5,817
Unknown	0	0	0	0	0.0	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>61,398</b>	<b>45,093</b>	<b>9,014</b>	<b>28,774</b>	<b>63.8</b>	<b>\$5,290</b>	<b>4,889</b>	<b>10.8</b>	<b>28,270</b>	<b>62.7</b>	<b>\$5,772</b>

5.2.4.2 Figure - Program Participation by Age Group at Entry



Participants aged 25-54 made up the majority of all those served in each fiscal year, representing 64.9% of the total in FY 14-15 and 65.5% of enrollees from the following fiscal year. This age group is also the largest in the statewide labor force, at levels very similar to their WIOA Title I Adult program participation: 65.9% and 65.8% respectively in each fiscal year.

The WIOA Title I Adult program serves individuals 18 and older. However, the WIOA Title I Youth program, for which individuals over the age of either 21 or 24<sup>33</sup> are ineligible, also serves a portion of this age demographic. These respective eligibility requirements likely explain the preponderance of those 25 and older in WIOA Title I Adult programs.

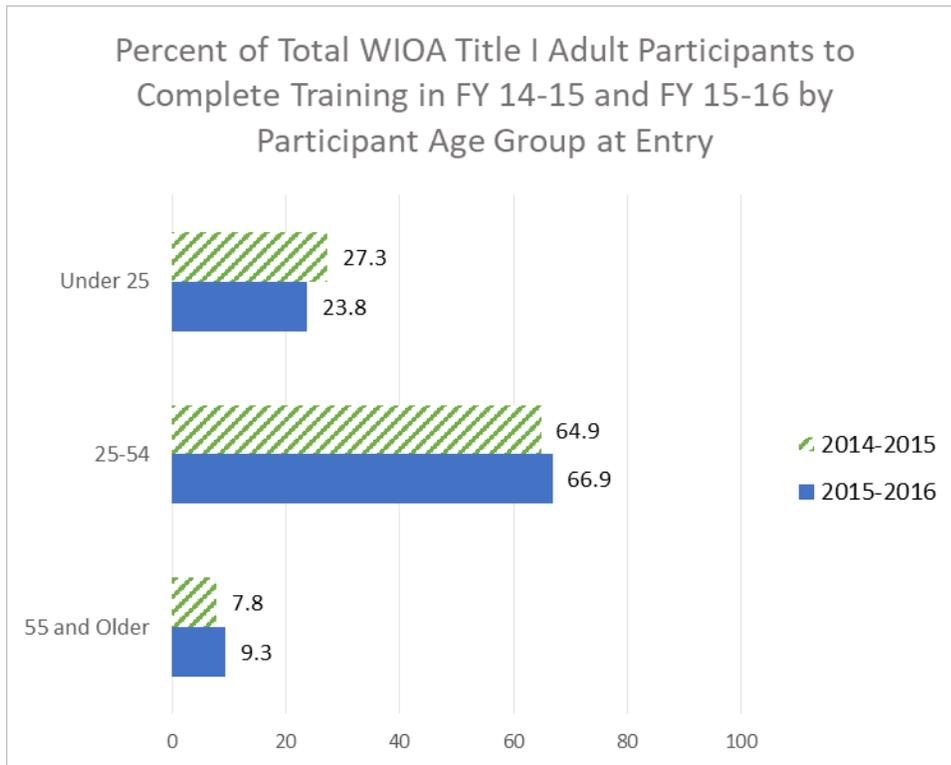
Those 55 and older made up the smallest group of participants served in each fiscal year, constituting about the same percentage share, 15.9% of each year's total. These shares were slightly smaller than the same population's shares in the statewide labor force (20.6% and 21.1% in each respective fiscal year). This translates to an underrepresentation of individuals 55 and older by about four-and-half percentage points in the first year and five in the second.

Individuals 55 and older are defined as a priority population under WIOA and one of the specific population demographics with "barriers to employment" to which Adult and Dislocated Worker funds must be first directed TEG 19-16.

<sup>33</sup> Eligibility for WIOA Title I Youth spans age 16-21 for in-school, and 16-24 for out-of-school, youth.

Younger individuals (those under 25) made up shares that were only slightly larger, at 19.2% and 18.6% respectively, than those age 55 and up. However these shares were between +5 and +6 percentage points larger in comparison with labor force shares of 13.2% and 13.5%.

5.2.4.3 Figure - Training Completion by Age Group at Entry



Title I participants who were 25-54 at the time of program entry made up shares of total training completions that were similar to participation and exit shares, 64.9% of all completions in FY 14-15 and 66.9% in FY 15-16.

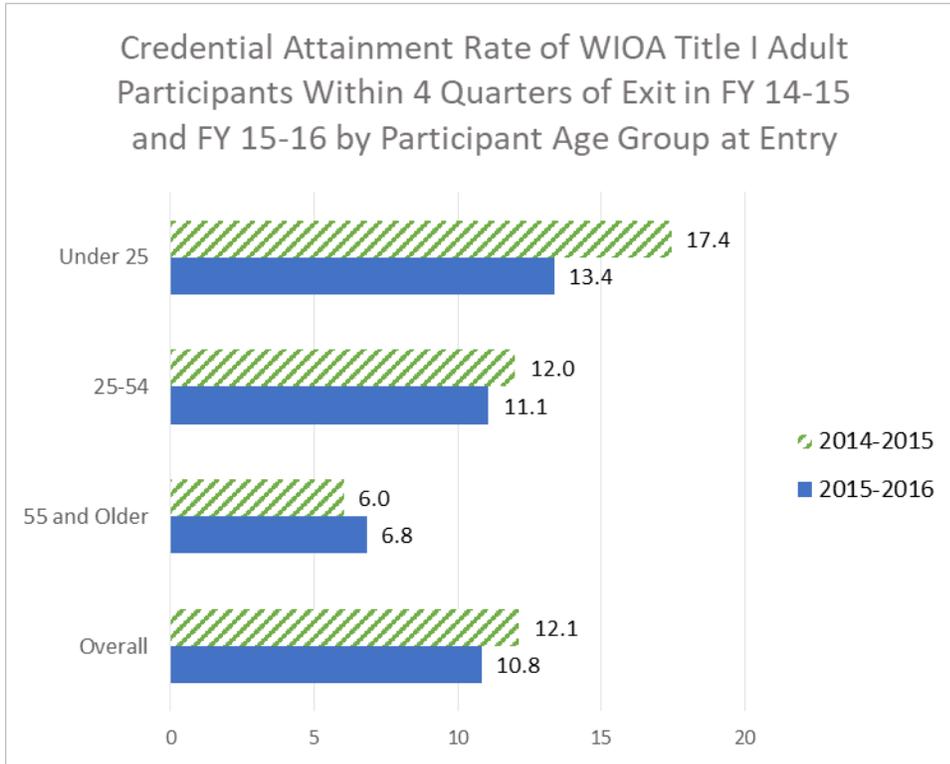
Shares of total training completions by the youngest participants were noticeably larger in comparison with exit shares, at 27.3% of the total in FY 14-15 and 23.8% of the total in FY 15-16.

Participants 55 and older at program entry represented much smaller shares of total training completions than their program enrollment shares would predict: 7.8% of the total in FY 14-15, and 9.3% in FY 15-16.

Disparities in training completion shares could reflect extent age-based differences in training enrollments if relatively younger individuals, who may be more lacking in accumulated job skills, are enrolling in training in greater numbers. However, without also examining data on

enrollments, the extent to which observed differences in completion shares reflect differences in enrollment levels versus differences in completion cannot be determined.

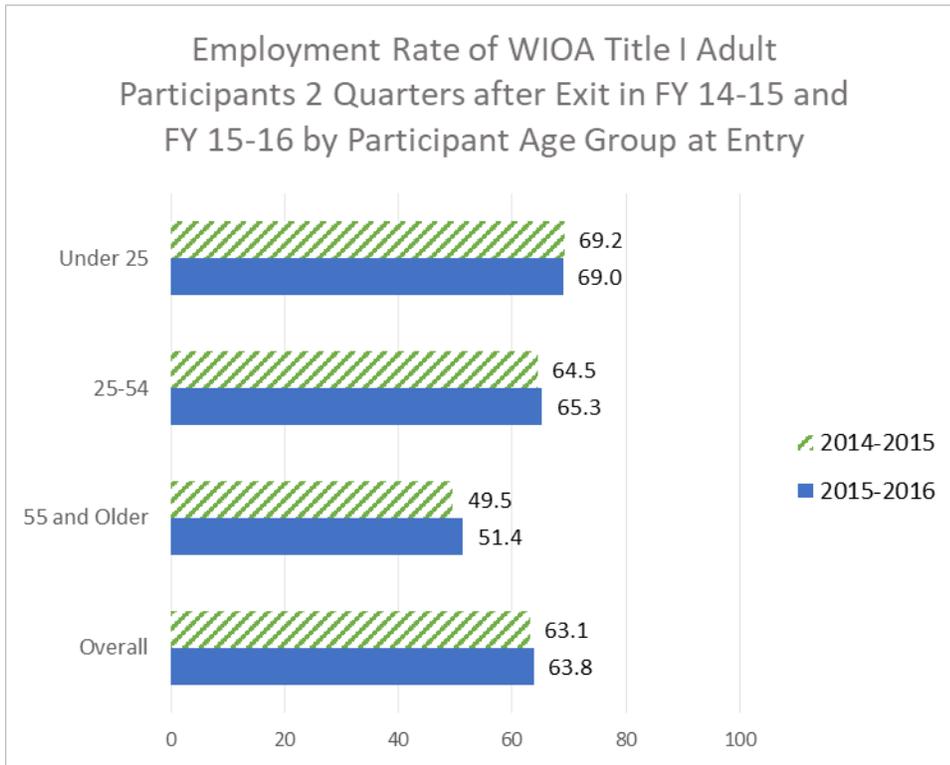
5.2.4.4 Figure - Credential Attainment Rate by Age Group at Entry



Credential attainment was highest among the youngest participants, 17.4% following exit in FY 14-15 (+5.3 percentage points higher than the overall rate) and 13.4% (+2.5 percentage points higher than the overall rate) following exit in FY 15-16.

Participants 55 and older had the lowest credential attainment rates, 6.0% and 6.8%. These rates were about -6 and about -4 percentage points lower than each year's overall rate. Observed differences in credential attainment are consistent with differences in training completions. Once again, the extent to which these differences might be based on enrollments versus ability to complete once enrolled cannot be determined on the basis of this data alone.

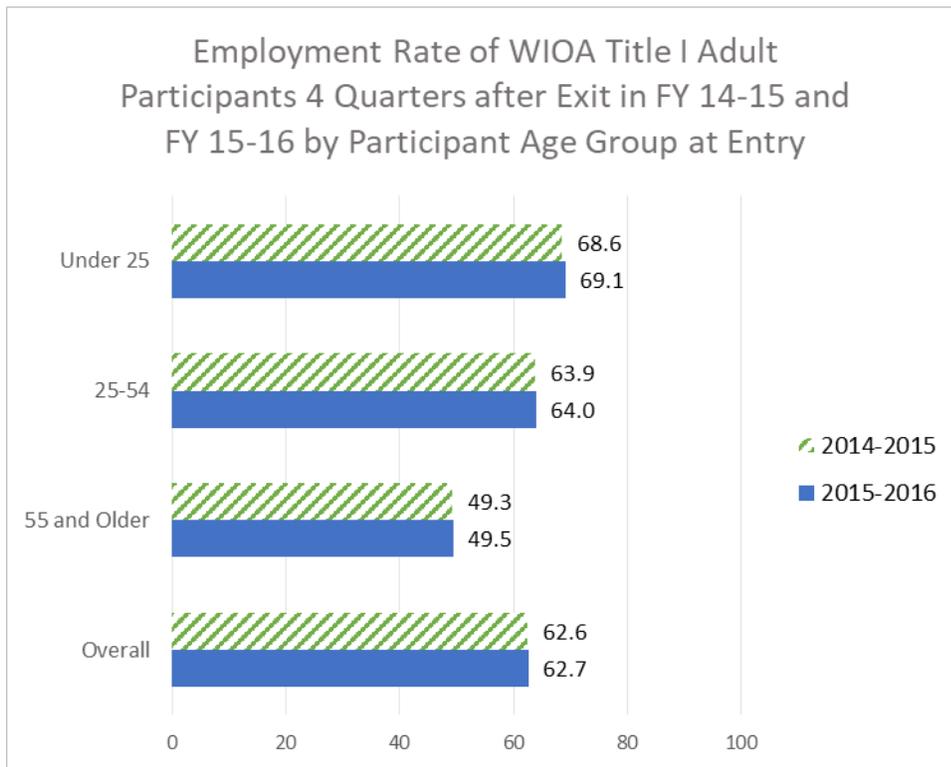
5.2.4.5 Figure – 2<sup>nd</sup> Quarter Employment Rate by Age Group at Entry



Two quarters after exiting the Title I program, employment rates were highest among the youngest participants, of whom about 69% were employed after exit in both years. Employment among these participants was +6.1 and +5.1 percentage points higher than the overall rate among participants to exit in each year.

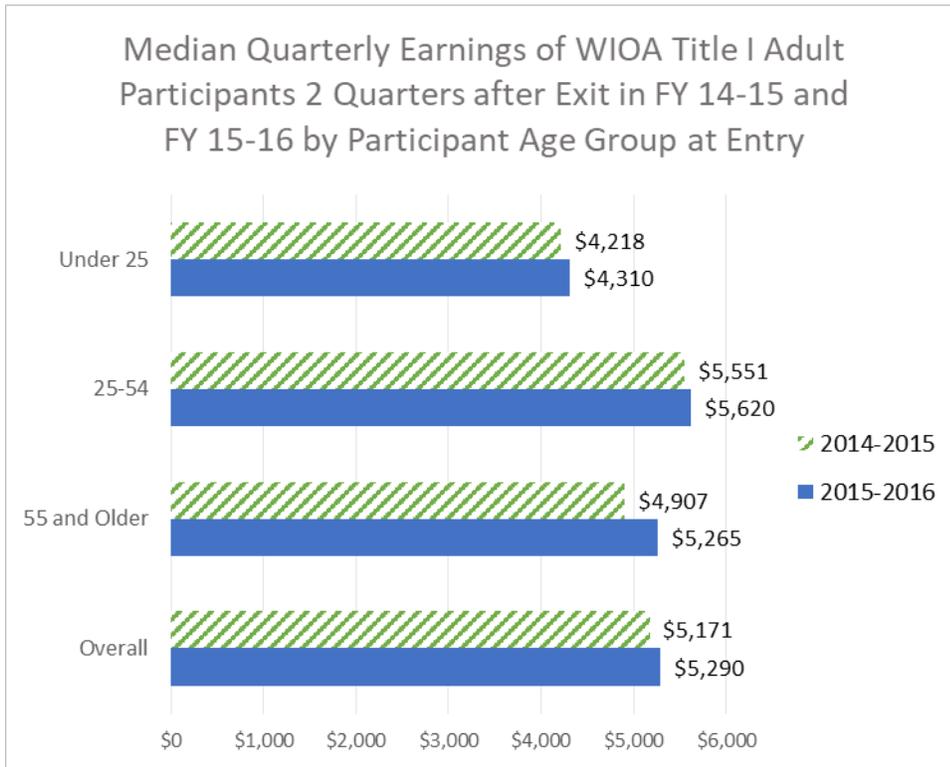
Participants 55 and older at the time of entry were employed in the lowest numbers, with employment rates falling -13.6 and -12.4 percentage points below the overall rate. This is a substantial margin of difference, suggesting that the oldest participants may be facing barriers to becoming employed. Further investigation may be warranted.

5.2.4.6 Figure– 4<sup>th</sup> Quarter Employment Rate by Age Group at Entry



Employment rates for all age groups appeared similar one year following exit.

5.2.4.7 Figure— 2<sup>nd</sup> Quarter Median Earnings by Age Group at Entry

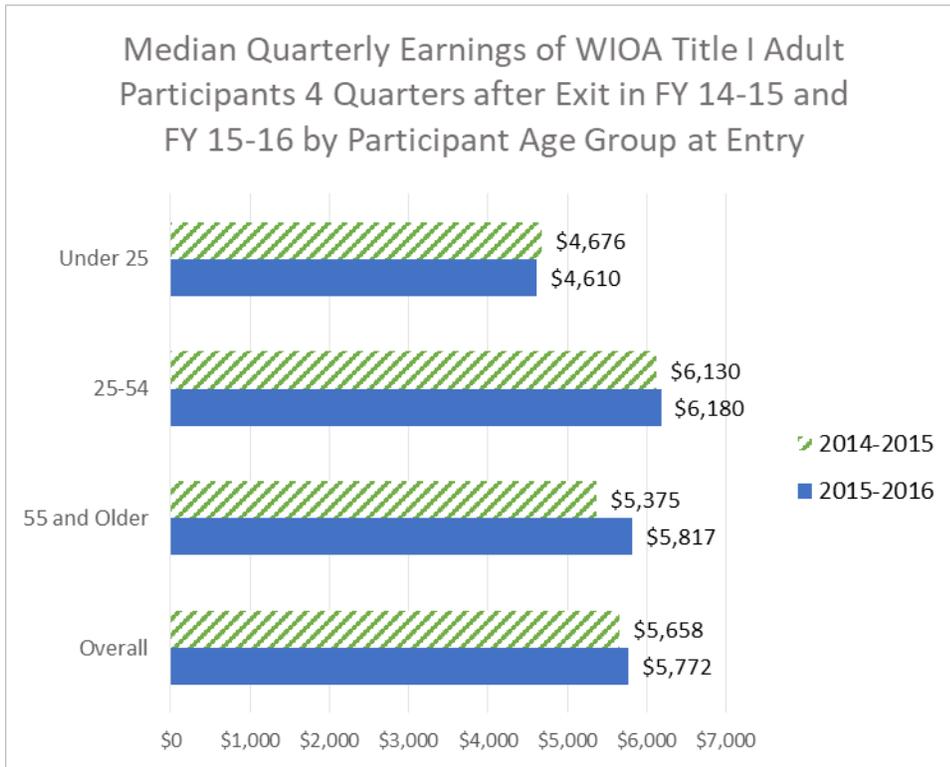


Title I participants 25-54 at entry had highest earnings from the second quarter after exit in both years, respectively of \$5,551 and \$5,620. These earnings were +\$380 and +\$330 higher than the program-wide medians.

The lowest earnings were found among the youngest participants, respectively of \$4,281 and \$4,310. Earnings of these participants were -\$953 (18%) and -\$980 (19%) less than program-wide medians.

The youngest participants are less likely, relative to older individuals, to have a developed skill base and accumulated experience that may translate to labor market advantages. Younger participants—particularly those who may also be co-enrolled in the Title I Youth program — may also be enrolled in continuing training or education and employed on a part-time basis.

5.2.4.8 Figure – 4<sup>th</sup> Quarter Median Earnings by Age Group at Entry



Participant categories of highest and lowest earnings remained unchanged at the fourth quarter after exit.

## 5.2.5 Participant Veteran Status

### 5.2.5.1 Table Set – Participant Veteran Status

FY 2014-2015											
Participant Veteran Status	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Yes	4,161	2,816	767	1,618	57.5	\$6,486	515	18.3	1,569	55.7	\$7,016
No	52,113	35,495	7,659	22,557	63.5	\$5,099	4,139	11.7	22,399	63.1	\$5,591
Not Applicable	0	0	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Unknown	0	0	0	0	0.0	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>56,274</b>	<b>38,311</b>	<b>8,426</b>	<b>24,175</b>	<b>63.1</b>	<b>\$5,171</b>	<b>4,654</b>	<b>12.1</b>	<b>23,968</b>	<b>62.6</b>	<b>\$5,658</b>

FY 2015-2016											
Participant Veteran Status	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Yes	4,366	3,187	825	1,840	57.7	\$6,761	514	16.1	1,738	54.5	\$7,417
No	57,032	41,906	8,189	26,934	64.3	\$5,220	4,375	10.4	26,532	63.3	\$5,685
Not Applicable	0	0	0	0	0.0	0	0	0.0	0	0.0	0.00
Unknown	0	0	0	0	0.0	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>61,398</b>	<b>45,093</b>	<b>9,014</b>	<b>28,774</b>	<b>63.8</b>	<b>\$5,290</b>	<b>4,889</b>	<b>10.8</b>	<b>28,270</b>	<b>62.7</b>	<b>\$5,772</b>

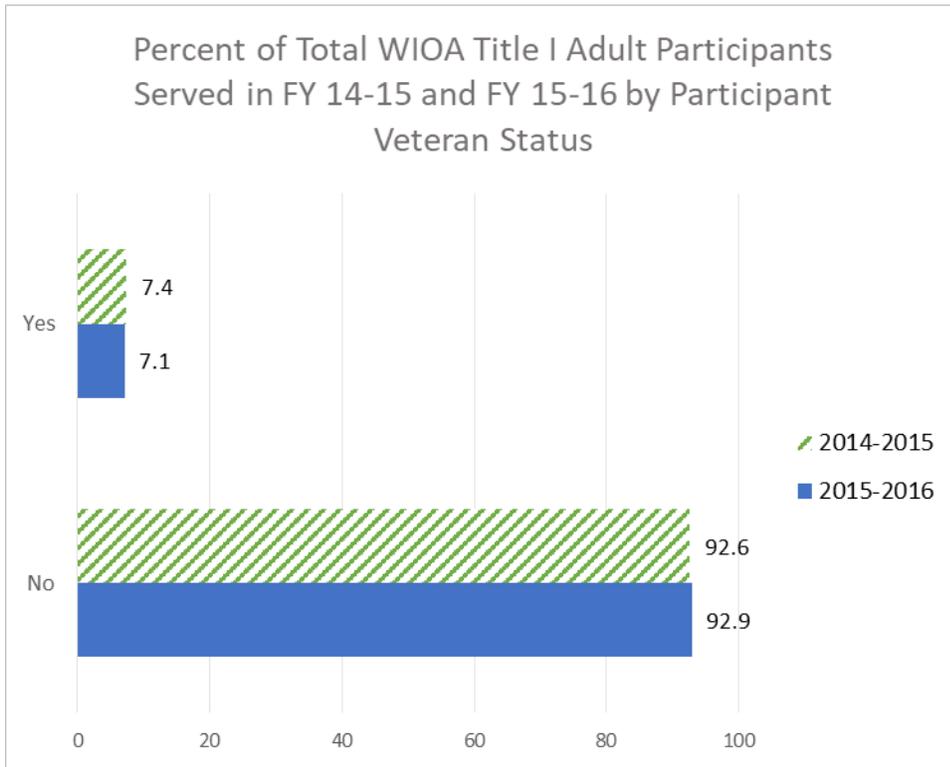
Veterans (as well as their eligible spouses) receive priority of service under all DOL-funded job training programs, including WIOA Title I programs.

Under the priority of service set forth specifically for Adult funds in WIOA, veterans are incorporated in a hierarchy reflecting their membership in the other priority populations (barrier-facing) WIOA sets forth (i.e., such that veterans who are also low-income, public assistance recipients, etc., are assigned first priority for individualized career and training services).<sup>34</sup>

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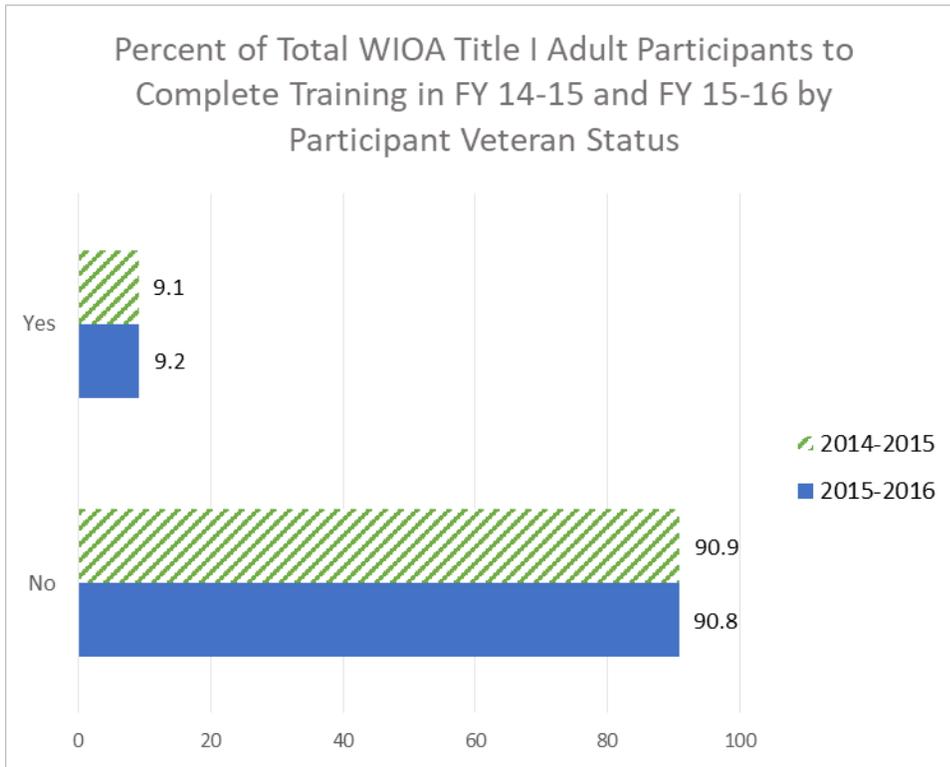
<sup>34</sup> For detail on WIOA's priority of service, see: [https://wdr.doleta.gov/directives/attach/TEGL/TEGL\\_19-16\\_acc.pdf%20](https://wdr.doleta.gov/directives/attach/TEGL/TEGL_19-16_acc.pdf%20) and, [https://www.edd.ca.gov/Jobs\\_and\\_Training/pubs/wsd19-04.pdf](https://www.edd.ca.gov/Jobs_and_Training/pubs/wsd19-04.pdf)

5.2.5.2 Figure - Program Participation by Veteran Status



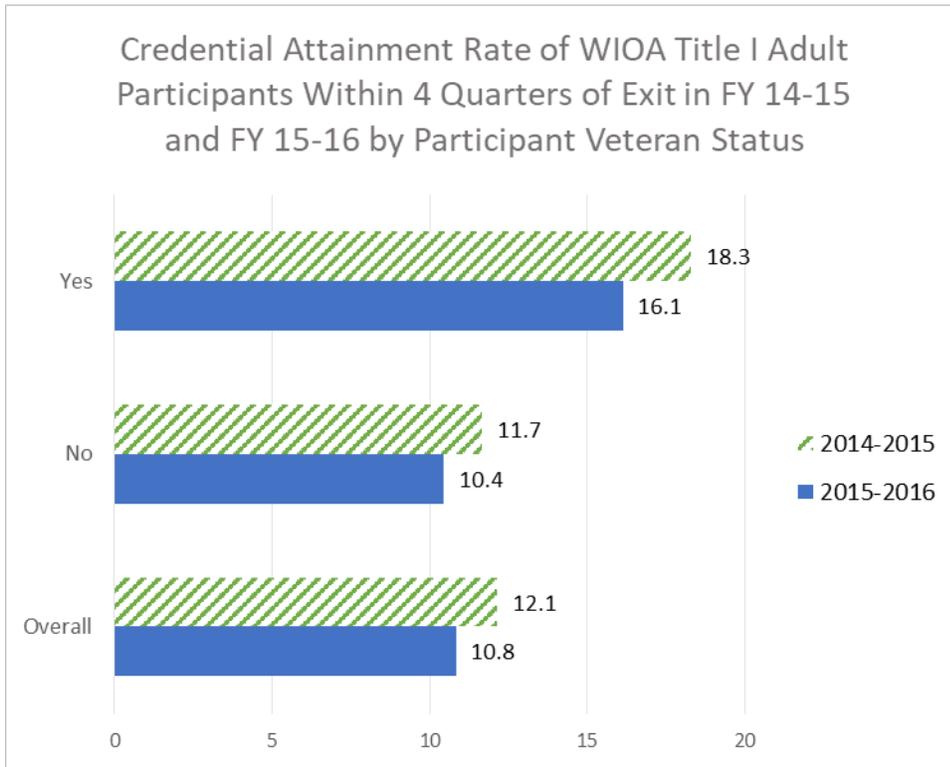
About 7% of Title I Adult participants in each of the two program years in this report were veterans. These shares were larger than veteran numbers in the California labor force (4.8% and 4.7%), suggesting that WIOA's priority of service which places emphasis on serving veterans is having a positive impact on enrollment for this population.

5.2.5.3 Figure - Training Completion by Veteran Status



Veterans comprised about 9% of all training completions in both fiscal years, a slightly larger share than the same population's share of enrollments and exits. Without also looking at data on training enrollments, it cannot be determined whether this reflects differences in enrollments, rates of completion, or other factors.

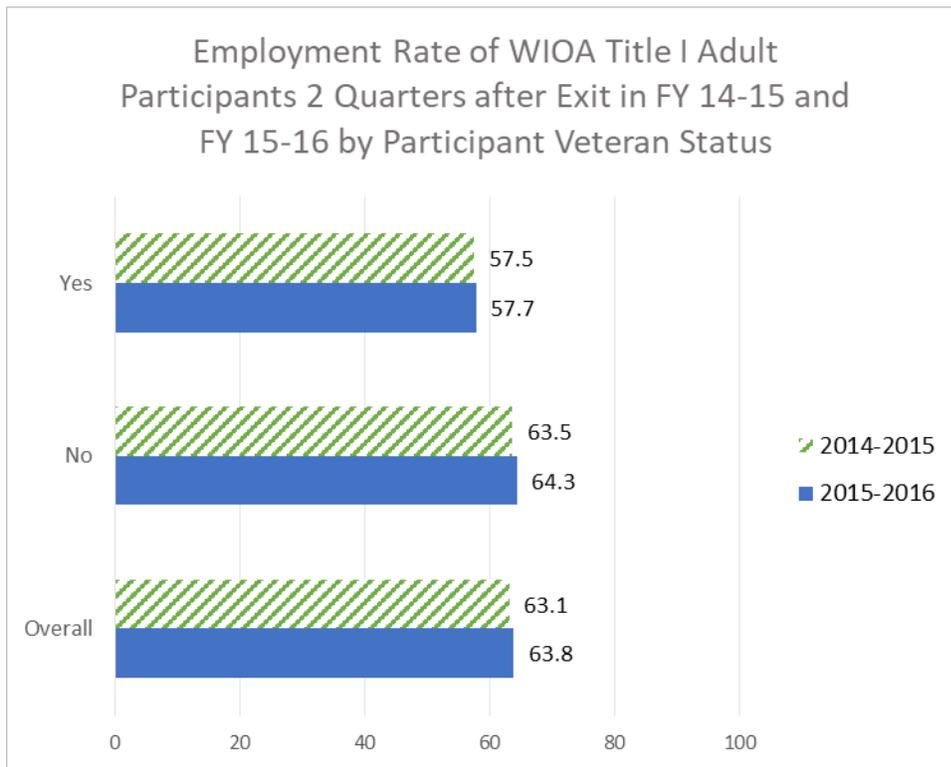
5.2.5.4 Figure - Credential Attainment Rate by Veteran Status



Veterans had noticeably higher rates of credential attainment compared with non-veterans: 18.3% of veterans with an exit date in FY 14-15 and 16.1% of the same population to exit in FY 15-16 attained a credential within a year of exit. These rates were about +6 percentage points higher than associated rates among non-veterans.

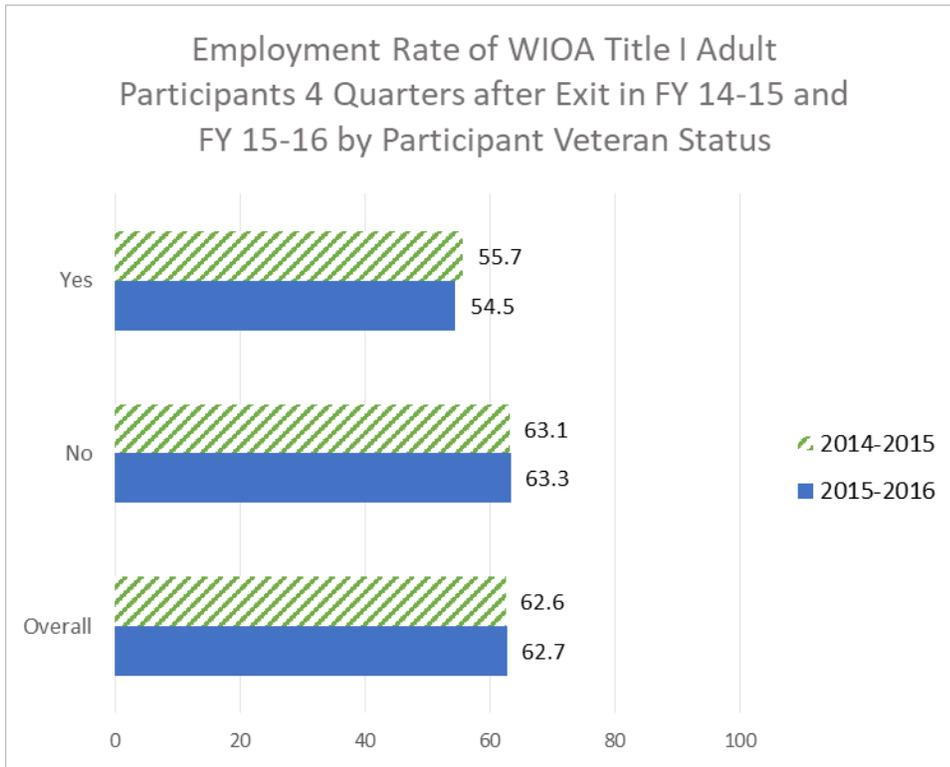
These outcomes appear consistent with veterans' proportionately larger shares in training completions.

5.2.5.5 Figure – 2<sup>nd</sup> Quarter Employment Rate by Veteran Status



Employment was lower among veterans than non-veterans two quarters after exit in both years, at 57.5% and 57.7% compared with rates of 63.5% and 64.5% among non-veterans.

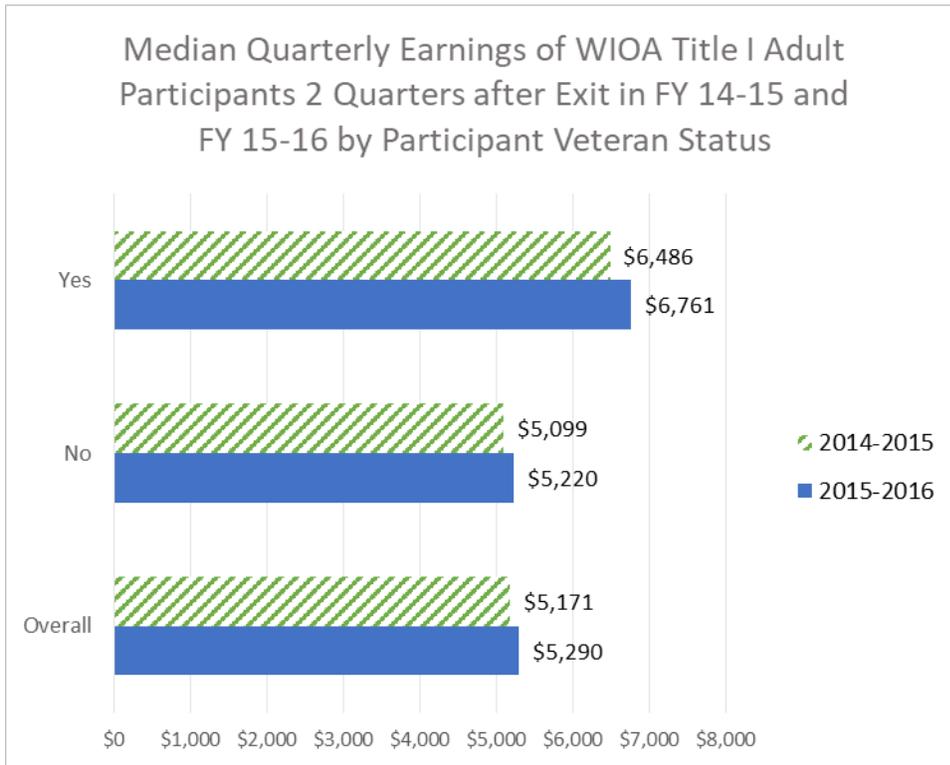
5.2.5.6 Figure – 4<sup>th</sup> Quarter Employment Rate by Veteran Status



In the fourth quarter after exit, the relationship between veterans’ and non-veterans’ employment was similar to that at the second quarter, with veterans’ employment lagging that of non-veterans by a slightly larger margin (-7.4 and -8.8 percentage points).

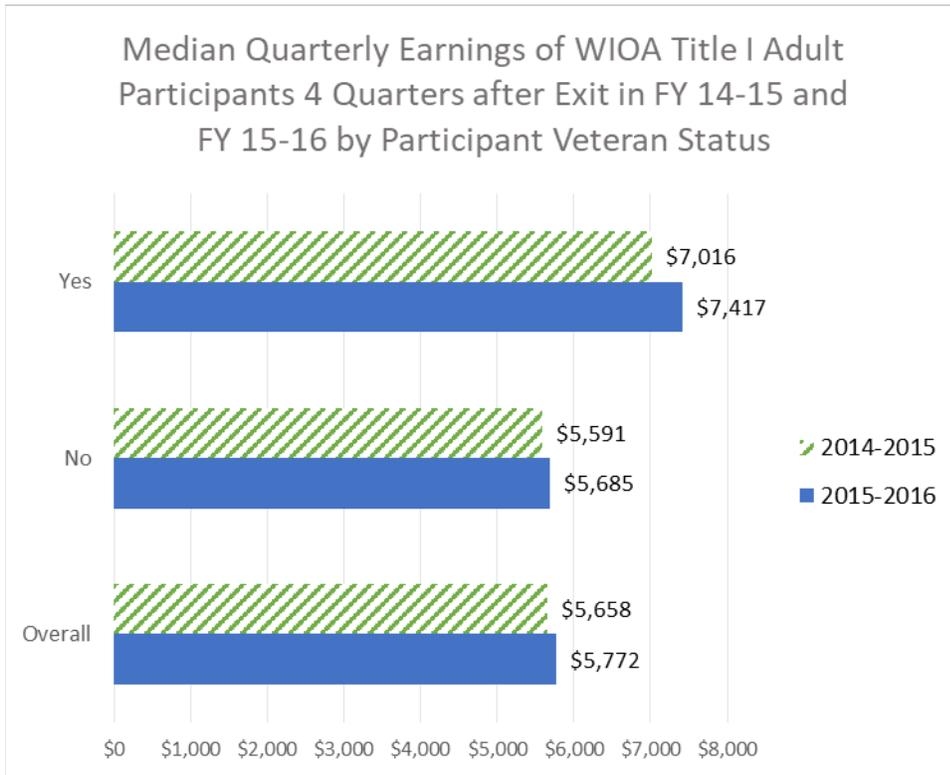
These outcomes appear to suggest that veterans served by the Title I Adult program experience labor market disadvantages compared with non-veterans enrolled in the same program. However, it is unknown to what extent differing outcomes are associated with differences in starting levels of preparation or other unmeasured differences between participant populations. Outcomes are at least suggestive of a need for further investigation with statistically rigorous methodology, to identify how the program can best serve these participants.

5.2.5.7 Figure – 2<sup>nd</sup> Quarter Median Earnings by Veteran Status



Despite lower employment rates, earnings of veterans who were employed were higher than those of non-veterans. At \$6,486, earnings of veterans to exit the Title I Adult program in FY 14-15 were +\$1,387 (27%) higher than those of non-veterans. Earnings of \$6,761 among veterans to exit in FY 15-16 were +\$1,541 (30%) higher than those of non-veterans.

5.2.5.8 Figure – 4<sup>th</sup> Quarter Median Earnings by Veteran Status



Veterans continued to out-earn non-veterans one year following exit from the Title I Adult program, by similar margins: veteran earnings of \$7,016 four quarters after exit in FY 14-15 were +\$1,425 (25%) higher than those of non-veterans. Veteran earnings of \$7,417 were +\$1,732 (30%) higher than those of non-veterans.

## 5.2.6 Training Completion Status

### 5.2.6.1 Table Set – Training Completion Status

FY 2014-2015									
Training Completion Status	# Exited	2 Quarters After Exit			4 Quarters After Exit				
		# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Yes	8,426	6,141	72.9	\$6,111	4,141	49.1	5,993	71.1	\$6,490
No	29,885	18,034	60.3	\$4,821	513	1.7	17,975	60.1	\$5,386
Other	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Not Applicable	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Unknown	0	0	0.0	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>38,311</b>	<b>24,175</b>	<b>63.1</b>	<b>\$5,171</b>	<b>4,654</b>	<b>12.1</b>	<b>23,968</b>	<b>62.6</b>	<b>\$5,658</b>

FY 2015-2016									
Training Completion Status	# Exited	2 Quarters After Exit			4 Quarters After Exit				
		# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
Yes	9,014	6,422	71.2	\$6,252	4,584	50.9	6,247	69.3	\$6,619
No	36,079	22,352	62.0	\$5,018	305	0.8	22,023	61.0	\$5,531
Other	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Not Applicable	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Unknown	0	0	0.0	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>45,093</b>	<b>28,774</b>	<b>63.8</b>	<b>\$5,290</b>	<b>4,889</b>	<b>10.8</b>	<b>28,270</b>	<b>62.7</b>	<b>\$5,772</b>

Service descriptions are available in Appendix E.

5.2.6.2 Figure – Program Exit by Training Completion Status

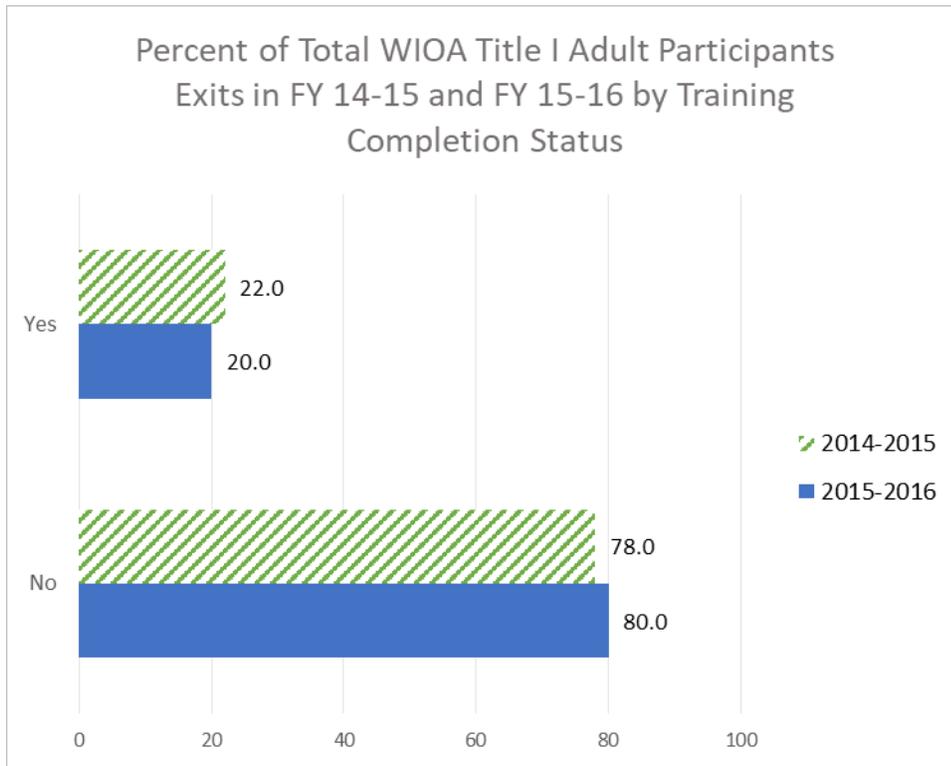
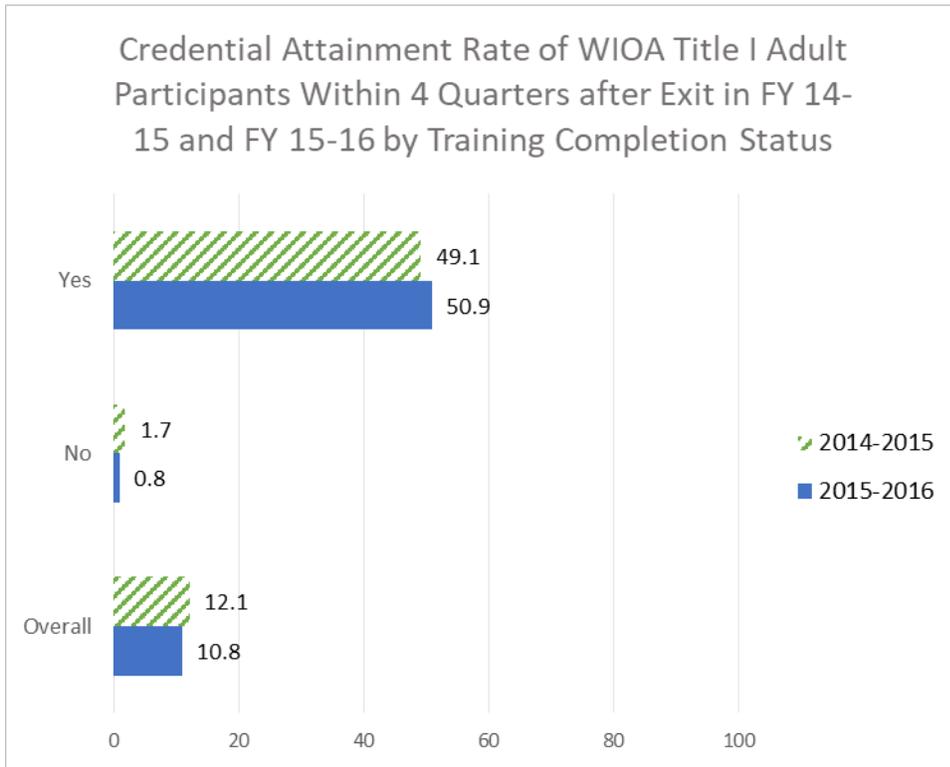


Figure 5.2.6.2 displays a breakout of all exiting WIOA Title I Adult participants by training completion status at the time of exit. As noted, the majority of Adult participants in both years were not enrolled in training services. Also included in the non-completion category are any participants who undertook a course of training during the fiscal year in question, but either withdrew or simply did not complete by the end of the period. The purpose of the breakout in Table Set 5.2.6.1 and associated figures is to visualize outcomes associated with training completion, compared with outcomes for other participants. Outcomes discussed in this section must be interpreted in this light, rather than as describing outcome differences between training-enrolled participants who successfully completed versus training-enrolled participants who did not. The latter is only a small subset of participants included in the non-completion category.

The vast majority of WIOA Title I Adult program participants exited, in both fiscal years, without having completed a training program. This was true of 78.0% of those to exit in FY 14-15 and 80.0% of all participants to exit in FY 15-16.

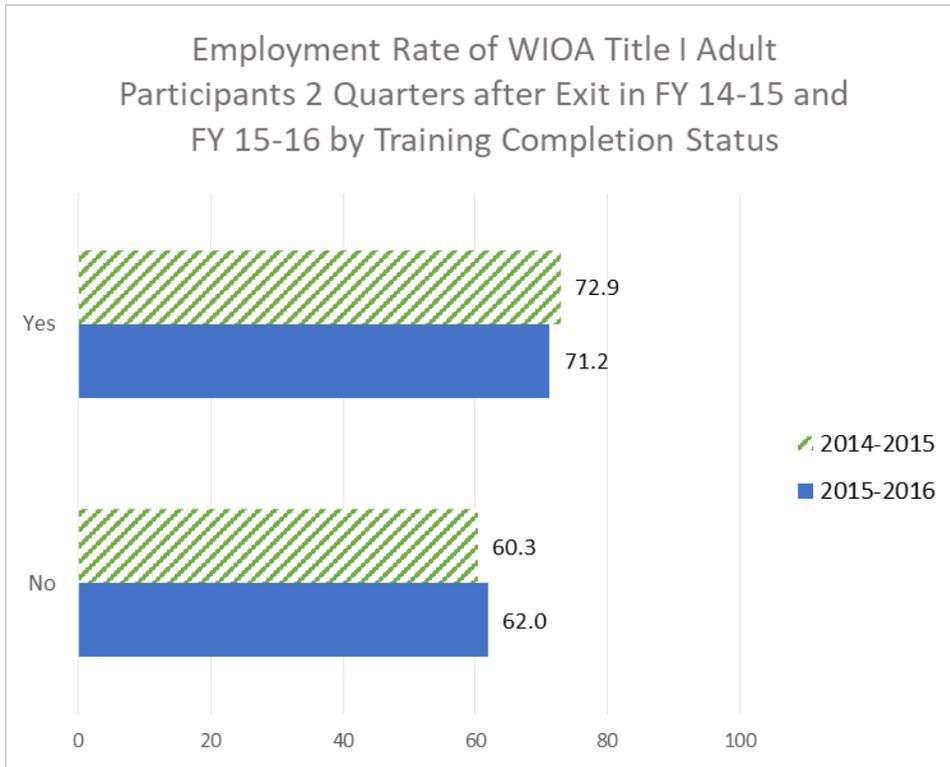
5.2.6.3 Figure - Credential Attainment Rate by Training Completion Status



Credential attainment rates were considerably higher among participants who completed training, 49.1% (FY 14-15) and 50.9% (FY 15-16). These rates were far above overall rates of just 12.1% and 10.8%. They also far exceeded credential rates among Title I participants who had not completed a program of training, which were under 2% and under 1%, respectively.

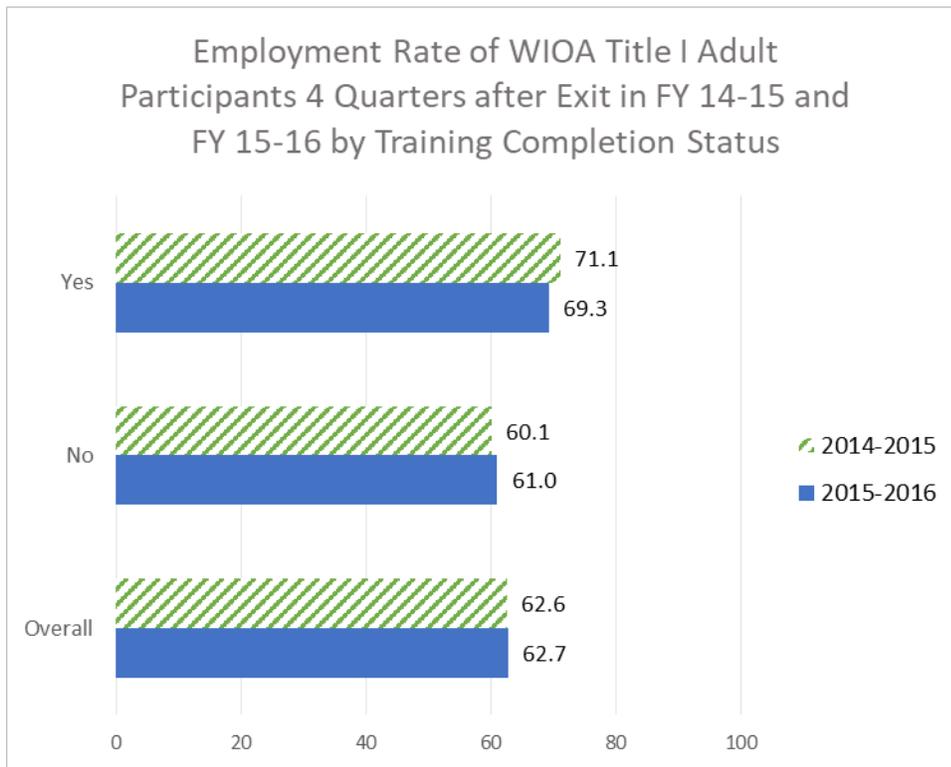
This is logical given that opportunity for credential attainment is associated with completion of a training or educational program. Additionally, caseworkers are not required to track credential attainment for non-training-enrolled individuals which means that any credentials which may have been attained, separate from the Title I program, by non-trainees, would most likely not have been recorded.

5.2.6.4 Figure – 2<sup>nd</sup> Quarter Employment Rate by Training Completion Status



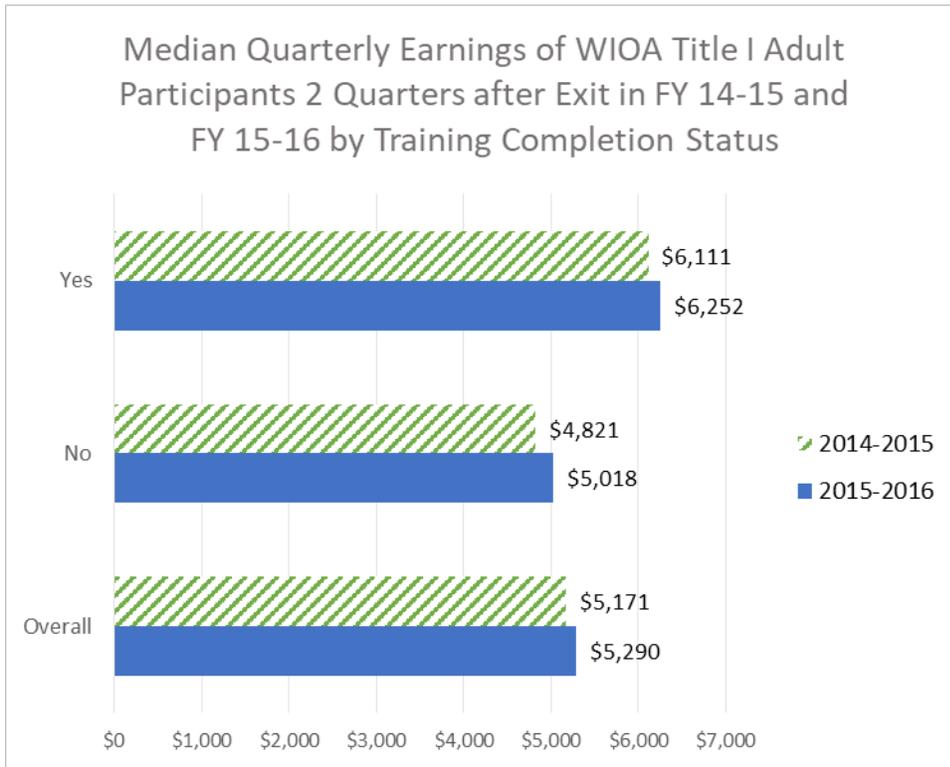
Employment was consistently higher among Title I participants who completed training, compared with participants who did not (whether because they were never training-enrolled, or were enrolled and subsequently withdrew prior to completion): rates of 72.9% and 71.2% among completers were about +10 and about +7.5 percentage points higher than the overall rate, and +12.5 and +9.3 percentage points higher than those who had not completed a program of training.

5.2.6.5 Figure – 4<sup>th</sup> Quarter Employment Rate by Training Completion Status



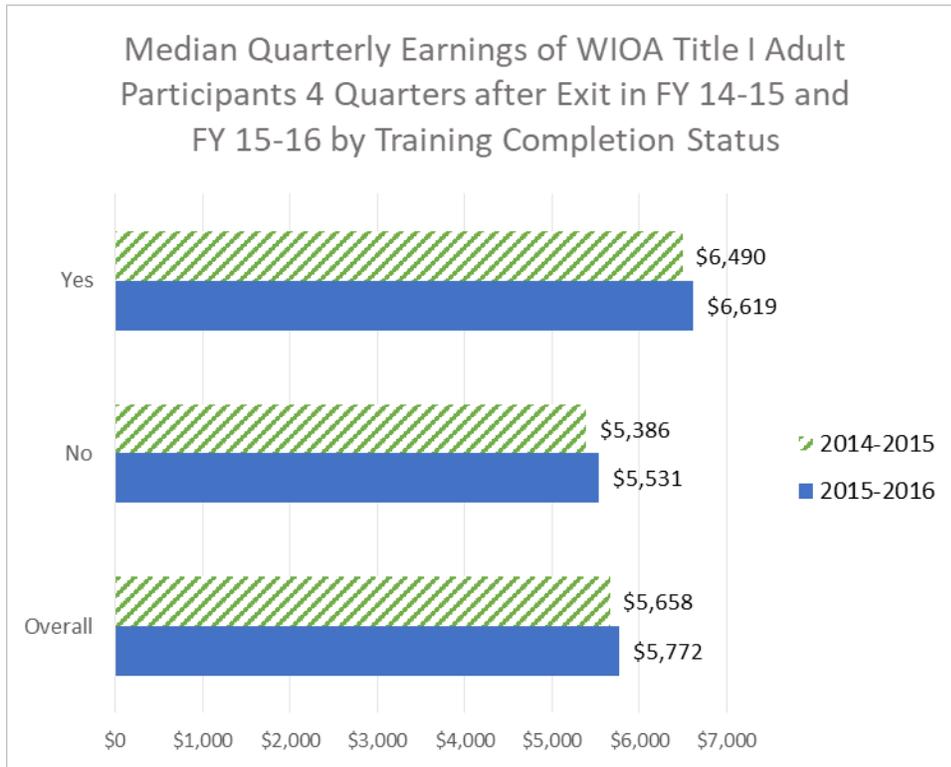
Employment rates of training completers and other participant displayed a similar relationship a year following exit.

5.2.6.6 Figure – 2<sup>nd</sup> Quarter Median Earnings by Training Completion Status



Earnings of Title I participants who completed training were noticeably higher than participants who did not. Training completers' earnings of \$6,111 and \$6,252 were more than +\$1,200, or respectively 27% and 25% greater than those of non-training completers in each year.

5.2.6.7 Figure – 4<sup>th</sup> Quarter Median Earnings by Training Completion Status



Earnings of Title I participants who completed training one continued to exceed those of their peers who had not, one year following exit from the program.

### 5.3 Type of Recognized Credential

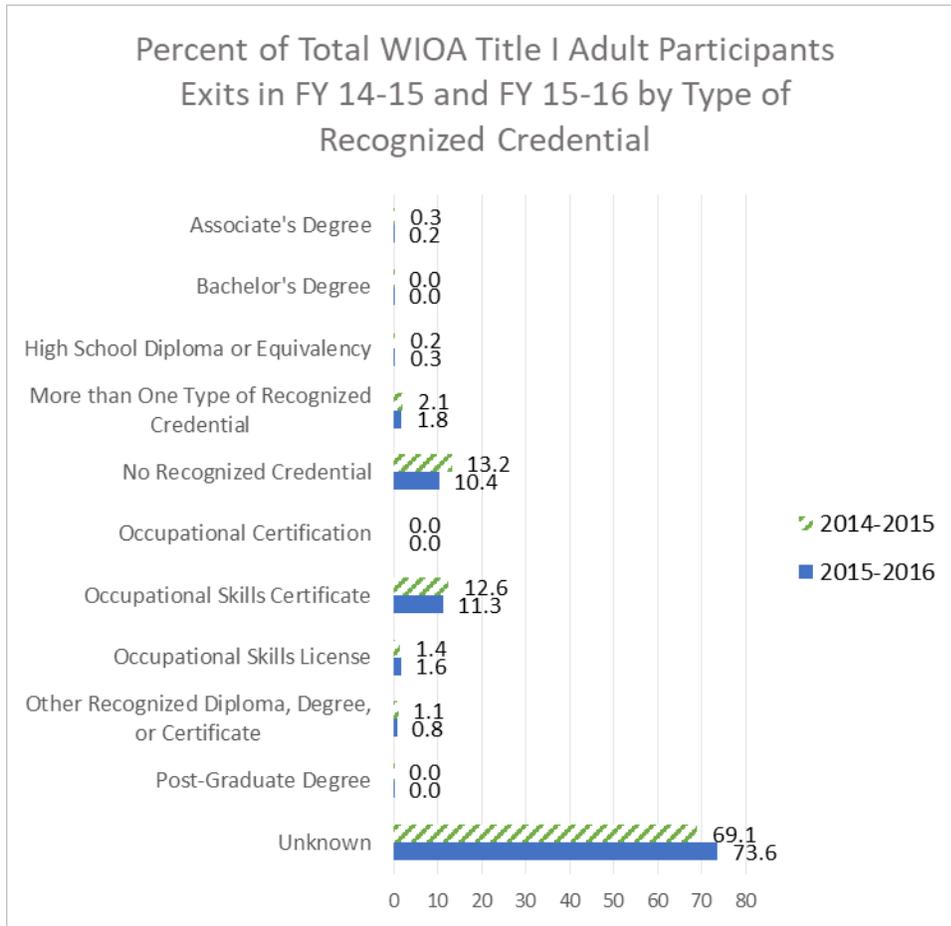
#### 5.3.1 Type of Recognized Credential

##### 5.3.1.1 Table Set – Type of Recognized Credential

FY 2014-2015									
Type of Recognized Credential	# Exited	2 Quarters After Exit			4 Quarters After Exit				
		# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
No Recognized Credential	5,066	3,475	68.6	\$5,866	0	0.0	3,398	67.1	\$6,255
High School Diploma or Equivalency	93	55	59.1	\$3,998	59	1.3	56	60.2	\$4,483
Associate's Degree	120	104	86.7	\$16,116	62	1.3	110	91.7	\$16,685
Bachelor's Degree	<10	<10	60.0	\$8,620	<10	0.1	<10	60.0	\$10,241
Post-Graduate Degree	<10	0	0.0	\$0	<10	0.0	0	0.0	\$0
Occupational Skills License	551	405	73.5	\$7,148	474	10.2	406	73.7	\$7,735
Occupational Skills Certificate	4,811	3,362	69.9	\$5,928	3,066	65.9	3,331	69.2	\$6,345
Occupational Certification	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Other Recognized Diploma, Degree, or Certificate	412	288	69.9	\$6,946	381	8.2	279	67.7	\$7,304
Other Award (Non-Credit or Credit)	0	0	0.0	\$0	0	0.0	0	0.0	\$0
More than One Type of Recognized Credential	796	622	78.1	\$14,329	608	13.1	620	77.9	\$15,029
Other	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Not Applicable	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Unknown	26,456	15,861	60.0	\$4,813	0	0.0	15,765	59.6	\$5,350
<b>TOTAL</b>	<b>38,311</b>	<b>24,175</b>	<b>63.1</b>	<b>\$5,171</b>	<b>4,654</b>	<b>100.0</b>	<b>23,968</b>	<b>62.6</b>	<b>\$5,658</b>

FY 2015-2016									
Type of Recognized Credential	# Exited	2 Quarters After Exit			4 Quarters After Exit				
		# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
No Recognized Credential	4,707	3,131	66.5	\$5,768	0	0.0	3,035	64.5	\$6,226
High School Diploma or Equivalency	122	60	49.2	\$3,671	98	2.0	59	48.4	\$3,968
Associate's Degree	77	67	87.0	\$19,370	56	1.1	73	94.8	\$19,388
Bachelor's Degree	11	11	100.0	\$18,462	<10	0.2	11	100.0	\$20,464
Post-Graduate Degree	<10	<10	100.0	\$230	<10	0.0	<10	100.0	\$4,943
Occupational Skills License	734	555	75.6	\$7,420	567	11.6	532	72.5	\$8,609
Occupational Skills Certificate	5,081	3,642	71.7	\$6,250	3,377	69.1	3,607	71.0	\$6,742
Occupational Certification	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Other Recognized Diploma, Degree, or Certificate	346	241	69.7	\$7,118	296	6.1	237	68.5	\$7,225
Other Award (Non-Credit or Credit)	0	0	0.0	\$0	0	0.0	0	0.0	\$0
More than One Type of Recognized Credential	811	607	74.8	\$15,364	486	9.9	593	73.1	\$16,950
Other	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Not Applicable	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Unknown	33,203	20,459	61.6	\$5,064	0	0.0	20,122	60.6	\$5,517
<b>TOTAL</b>	<b>45,093</b>	<b>28,774</b>	<b>63.8</b>	<b>\$5,290</b>	<b>4,889</b>	<b>100.0</b>	<b>28,270</b>	<b>62.7</b>	<b>\$5,772</b>

5.3.1.2 Figure – Credential Attainment after Exit by Type of Recognized Credential



Credential types for which data is collected and reported for participants in the Title I Adult program include:

- High School Diploma/or equivalency
- Associate of Arts or Associate of Science Diploma/Degree (Associate’s)
- Bachelor of Arts or Bachelor of Science Diploma/Degree (Bachelor’s)
- Post Graduate Degree
- Occupational Skills Licensure – a state-recognized license, e.g. Certified Nursing Assistant license<sup>35</sup>
- Occupational Skills Certificate – industry-recognized certificates, e.g., certifications awarded in the context of Registered Apprenticeship and Career and Technical Education<sup>36</sup>
- Occupational Certification - e.g. Automotive Service Excellence certification<sup>37</sup>

<sup>35</sup> [https://www.edd.ca.gov/Jobs\\_and\\_Training/pubs/wsd19-03.pdf](https://www.edd.ca.gov/Jobs_and_Training/pubs/wsd19-03.pdf)

<sup>36</sup> Ibid

<sup>37</sup> [https://www.edd.ca.gov/Jobs\\_and\\_Training/pubs/wsd19-03.pdf](https://www.edd.ca.gov/Jobs_and_Training/pubs/wsd19-03.pdf)

- Other Recognized Diploma, Degree, or Certificate - includes other recognized certificates of industry/occupational skills completion sufficient to qualify for entry-level or advancement in employment.<sup>38</sup>

Prior to 2016, data on occupational certifications attained by Title I participants was not collected.

The largest category of participants were in an “unknown” credential attainment category, 69.1% of all to exit in FY 14-15 and 73.6% to exit in FY 15-16.

The most commonly attained credential was an occupational skill certificate, with 12.6% of all participants to exit in FY 14-15 and 11.3% of all to exit in FY 15-16 earning this type of credential.

As noted earlier, this report looks at credential attainment for all individuals to have exited from the WIOA Title I Adult program within a fiscal year. However, Local Area staff are only required track credential attainment for participants who were enrolled in training services through the Title I program. Although participants might have an opportunity to attain a credential if also participating separately in a non-Title I Adult training or educational program, Local Area staff are not required to track these outcomes. These factors together might explain the large “unknown” category.

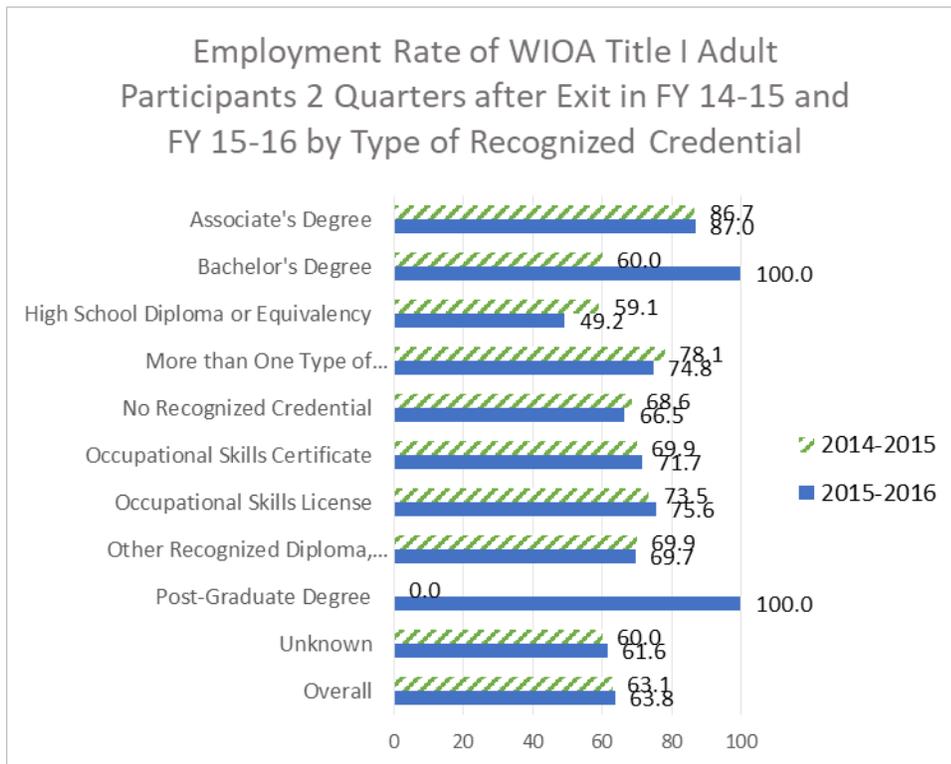
Given that participants who were not enrolled in training through WIOA Title I Adult represent the majority of all enrolled participants in both fiscal years, it is unsurprising that

All other credential categories were much less common.

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<sup>38</sup> Ibid

5.3.1.3 Figure – 2<sup>nd</sup> Quarter Employment by Type of Recognized Credential



Several categories contained few participants (<10 individuals). Statistics associated with these small categories may be subject to greater fluctuation and outcomes more difficult to interpret.

Following exit in FY 15-16, two such categories were associated with 100% employment (participants earning a Bachelor's degree and a postgraduate degree). Again, the very small participant numbers make these outcomes difficult to interpret.

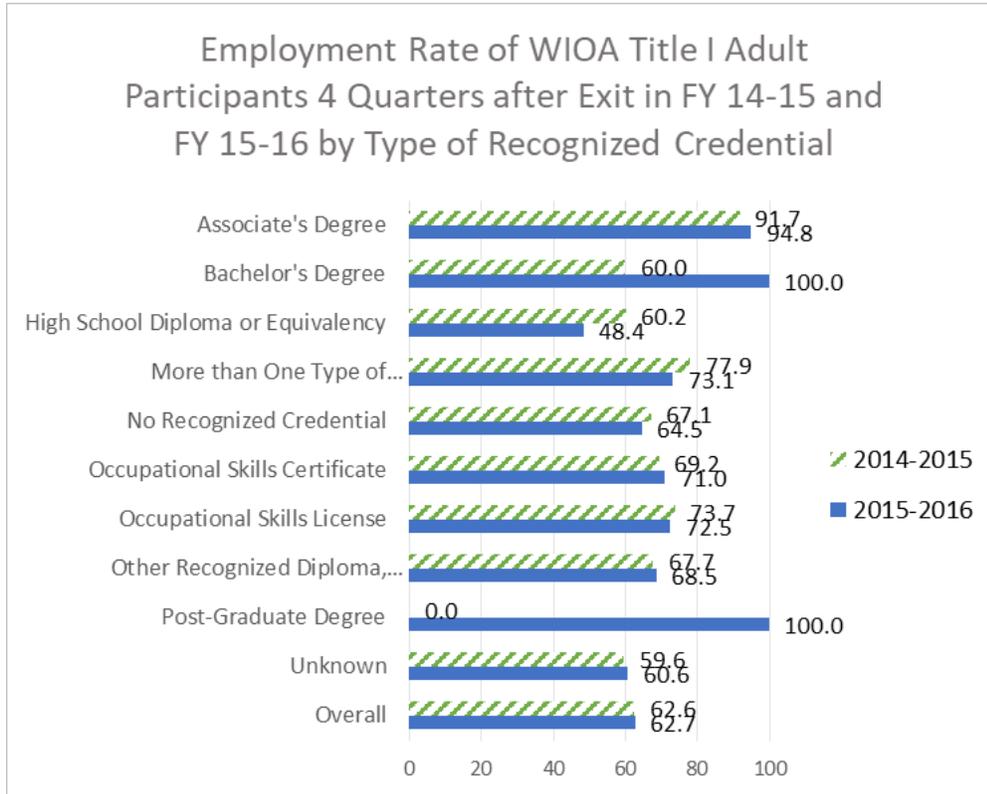
A much larger category of participants, those earning a two-year or Associate's degree, saw rates of employment (86.7% following exit in FY 14-15 and 87% following exit in FY 15-16) that were consistently well above the program-wide rate by between 23 and 24 percentage points.

Although often thought of as an intermediate step to a four-year degree, an associate's or two-year degree may often be directly translatable to employment.

In both years' data, participants who earned a high school degree or equivalency were least likely to be employed, at a rate of 59.1% among those to exit in FY 14-15 and 49.2% among those to exit in FY 15-16. These rates were respectively -4 and -14.6 percentage points below the overall employment rate among those to exit in each year. Given that adult participants with only a high school degree are at an educational disadvantage relative to other participants, this outcome is unsurprising. It is not known what may have contributed to the relatively much lower employment rate among this population in the second, compared with the first, fiscal

year. Changes in enrollments linked or not linked to the change from WIA to WIOA; changes in labor markets; or other unknown factors, may have contributed to this outcome.

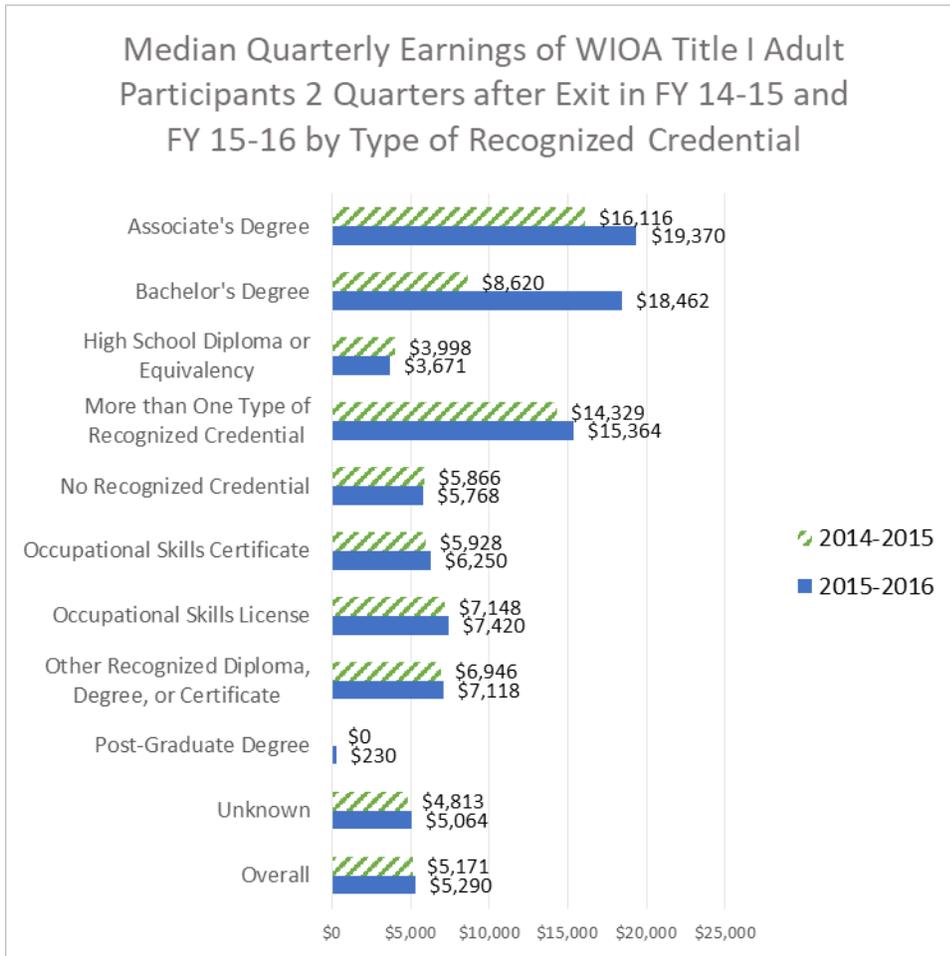
5.3.1.4 Figure– 4<sup>th</sup> Quarter Employment Rate by Type of Recognized Credential



WIOA Title I Adult participants who earned an Associate’s degree continued to have high rates of employment among participants to exit in both years, a year after exit – rising to 91.7% a year after exit in FY 14-15 and 94.8% a year after exit in FY 15-16.

High school degree earners’ employment rates continued to be among the lowest, 60.2% and 48.4%. (Among those to exit in FY 14-15, participants who earned a Bachelor’s degree also had an employment rate of 60%, although as noted the small size of the category makes this outcome challenging to interpret).

5.3.1.5 Figure – 2<sup>nd</sup> Quarter Median Earnings by Type of Recognized Credential



Participants who earned an Associate’s degree had the highest earnings two quarters after exit in both years, \$16,116 and \$19,370. These earnings were + \$10,945 and +\$14,081 higher, respectively, than program-wide medians. Among participants to exit in this category in both years, this translates to differences of over 200% *above* the program-wide median.

Low-earning categories included participants who received a high school diploma or equivalency, who were the lowest-earners among all to exit in FY 14-15 (\$3,998, -\$1,173 or 23% below the median) and second-lowest among participants to exit in FY 15-16. Of individuals exiting in FY 15-16, lowest earnings were found among the very small category of participants who received a postgraduate degree, at just over \$200. It seems likely that these individuals worked part-time, perhaps as a direct result of participating in their educational program.

The fact that high school degree-earning participants seemed to fare worst shortly after program exit, even in comparison with non-credential-earners, might be explained in part by pre-participation differences between jobseekers captured in the data. That is: individuals who did not receive a credential includes those who may have required a less intensive form of

service (such as individuals with a more developed starting skill or experience base, who simply needed help being connected with a job—career services). Post-program earnings of such individuals are likely to reflect in large part their pre-service human capital (acquired skills and job-specific knowledge) rather than a direct effect of treatment.

On the other hand, individuals who attained a high school degree or diploma following being served by Title I are, inherently, individuals who were at a disadvantage prior to program entry in comparison with a cross-section of the labor force—or even, a cross-section of all Title I Adult participants. Individuals in this category likely fall into the category of basic skills deficiency - an individual who is unable to compute or solve problems, or read, write, or speak English, at a level necessary to function on the job, in the individual’s family, or in society (WIOA Section 3[5])<sup>39</sup>—and thus represent those facing high barriers to employment at the time of entry.

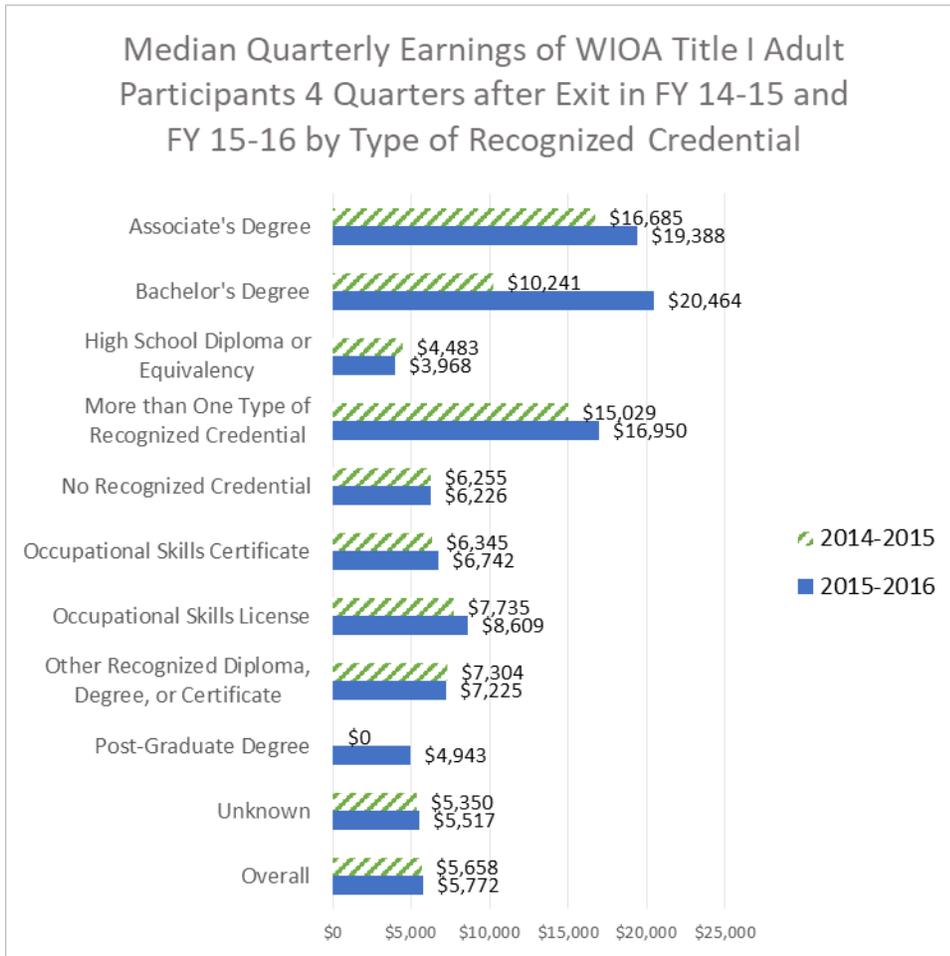
In order to control for effects of these likely differences, it would be necessary to perform a rigorous analysis to compare outcomes for otherwise similar individuals who participated in a particular service, with those who did not. The CWDB is currently working in contract with the California Policy Lab at the University of California to perform such work.

Additionally, participants taking high school coursework may be employed part-time, and/or informally—leading in both cases to lower actual and/or reported earnings for these participants.

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<sup>39</sup> [WSD 15-14](#), January 22, 2016.

5.3.1.6 Figure – 4<sup>th</sup> Quarter Median Earnings by Type of Recognized Credential



With the exception of a dramatic increase in earnings in the postgraduate category (which was, again, a very small participant category and may have been tied to a change in employment status among one or a few individuals) categories of highest and lowest earnings remained the same at a year after exit from the Adult program.

## 5.4 Industry / Sector of Employment

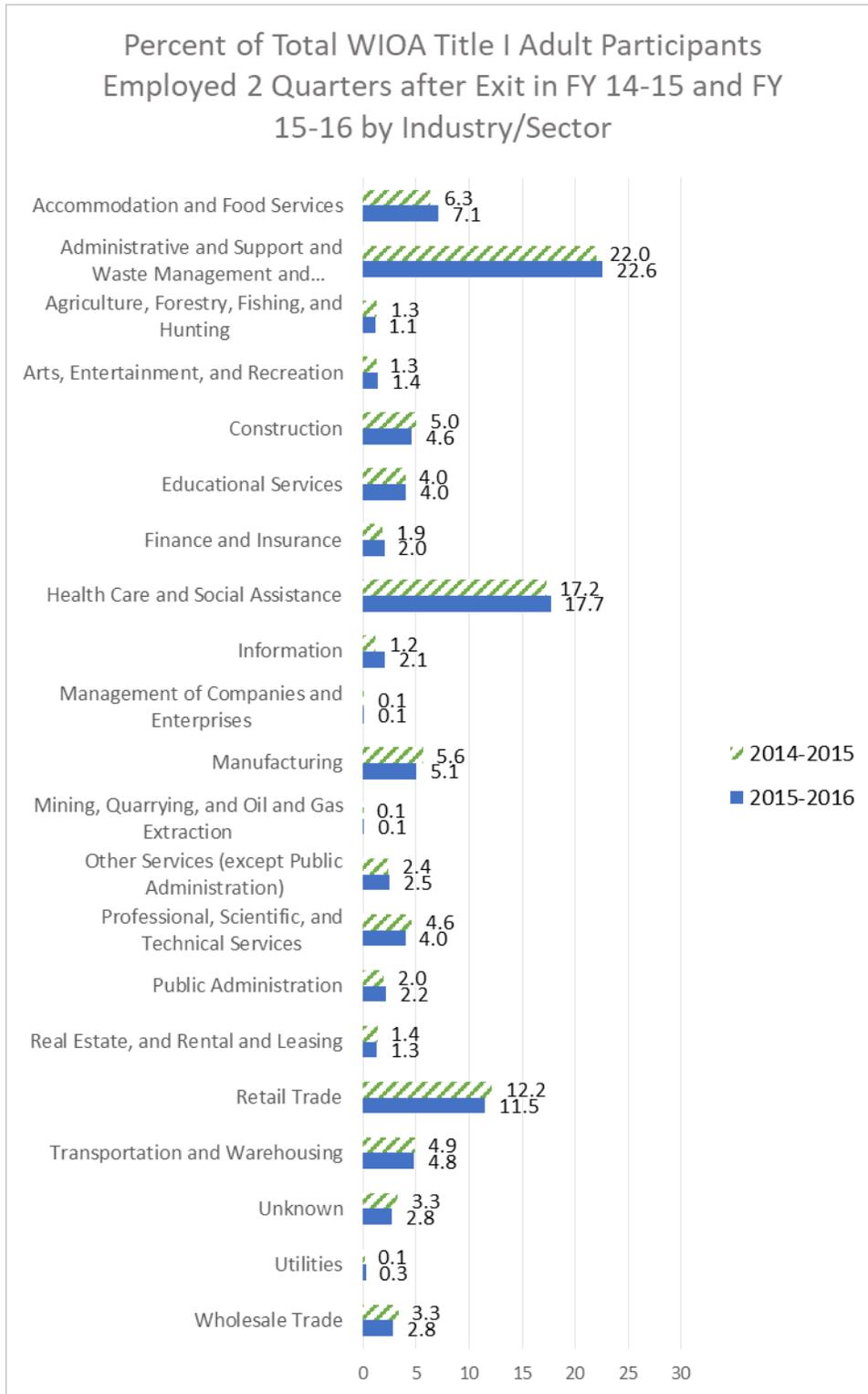
### 5.4.1 Industry/Sector of Employment

#### 5.4.1.1 Table Set– Industry/Sector of Employment

FY 2014-2015						
Industry / Sector Description	2 Quarters After Exit			4 Quarters After Exit		
	# Employed	% Employed	Median Earnings	# Employed	% Employed	Median Earnings
Agriculture, Forestry, Fishing, and Hunting	310	1.3	\$3,327	299	1.2	\$3,944
Mining, Quarrying, and Oil and Gas Extraction	13	0.1	\$7,968	16	0.1	\$8,481
Utilities	33	0.1	\$15,568	57	0.2	\$14,434
Construction	1,214	5.0	\$7,676	1,244	5.2	\$8,000
Manufacturing	1,360	5.6	\$7,276	1,445	6.0	\$7,927
Wholesale Trade	805	3.3	\$6,858	804	3.4	\$7,304
Retail Trade	2,941	12.2	\$3,832	2,804	11.7	\$4,335
Transportation and Warehousing	1,178	4.9	\$6,475	1,218	5.1	\$6,688
Information	290	1.2	\$6,555	323	1.3	\$7,018
Finance and Insurance	452	1.9	\$7,548	484	2.0	\$8,021
Real Estate, and Rental and Leasing	332	1.4	\$6,612	340	1.4	\$6,470
Professional, Scientific, and Technical Services	1,109	4.6	\$6,230	1,013	4.2	\$7,760
Management of Companies and Enterprises	16	0.1	\$6,046	19	0.1	\$13,303
Administrative and Support and Waste Management and Remediation Services	5,312	22.0	\$4,525	4,745	19.8	\$4,787
Educational Services	961	4.0	\$4,371	1,007	4.2	\$4,808
Health Care and Social Assistance	4,169	17.2	\$5,640	4,447	18.6	\$6,007
Arts, Entertainment, and Recreation	304	1.3	\$4,023	302	1.3	\$4,214
Accommodation and Food Services	1,531	6.3	\$3,424	1,459	6.1	\$3,654
Other Services (except Public Administration)	581	2.4	\$5,280	569	2.4	\$5,331
Public Administration	477	2.0	\$7,316	570	2.4	\$7,912
Other	0	0.0	\$0	0	0.0	\$0
Not Applicable	0	0.0	\$0	0	0.0	\$0
Unknown	787	3.3	\$7,118	803	3.4	\$9,280
<b>TOTAL</b>	<b>24,175</b>	<b>63.1</b>	<b>\$5,171</b>	<b>23,968</b>	<b>62.6</b>	<b>\$5,658</b>

FY 2015-2016						
Industry / Sector Description	2 Quarters After Exit			4 Quarters After Exit		
	# Employed	% Employed	Median Earnings	# Employed	% Employed	Median Earnings
Agriculture, Forestry, Fishing, and Hunting	330	1.1	\$4,191	308	1.1	\$3,971
Mining, Quarrying, and Oil and Gas Extraction	22	0.1	\$8,367	16	0.1	\$11,581
Utilities	75	0.3	\$13,561	74	0.3	\$15,503
Construction	1,319	4.6	\$7,675	1,323	4.7	\$8,038
Manufacturing	1,454	5.1	\$7,494	1,581	5.6	\$8,145
Wholesale Trade	812	2.8	\$6,815	827	2.9	\$7,433
Retail Trade	3,313	11.5	\$4,048	3,151	11.1	\$4,446
Transportation and Warehousing	1,394	4.8	\$5,988	1,431	5.1	\$6,836
Information	591	2.1	\$6,034	536	1.9	\$6,191
Finance and Insurance	579	2.0	\$7,606	644	2.3	\$8,051
Real Estate, and Rental and Leasing	370	1.3	\$6,309	396	1.4	\$6,997
Professional, Scientific, and Technical Services	1,149	4.0	\$6,877	1,119	4.0	\$7,642
Management of Companies and Enterprises	20	0.1	\$7,020	20	0.1	\$8,957
Administrative and Support and Waste Management and Remediation Services	6,496	22.6	\$4,659	5,767	20.4	\$4,931
Educational Services	1,159	4.0	\$5,243	1,220	4.3	\$5,361
Health Care and Social Assistance	5,102	17.7	\$5,881	5,182	18.3	\$6,204
Arts, Entertainment, and Recreation	412	1.4	\$3,697	380	1.3	\$3,747
Accommodation and Food Services	2,038	7.1	\$3,808	2,038	7.2	\$3,994
Other Services (except Public Administration)	714	2.5	\$4,959	699	2.5	\$5,459
Public Administration	632	2.2	\$7,755	702	2.5	\$8,627
Other	0	0.0	\$0	0	0.0	\$0
Not Applicable	0	0.0	\$0	0	0.0	\$0
Unknown	793	2.8	\$7,547	856	3.0	\$8,180
<b>TOTAL</b>	<b>28,774</b>	<b>63.8</b>	<b>\$5,290</b>	<b>28,270</b>	<b>62.7</b>	<b>\$5,772</b>

5.4.1.2 Figure – 2<sup>nd</sup> Quarter Employment by Industry/Sector



The sector employing largest shares of former Title I Adult program participants to exit in each year was Administrative and Support and Waste Management and Remediation Services. Twenty-two percent of all participants to exit in FY 14-15 and a similar 22.6% to exit in FY 15-16 worked in this sector.

While the sector comprises a number of different occupational categories related to both waste management and clerical business-supportive functions, the top four occupations listed by size in Bureau of Labor Statistics data include typically low-paying occupations:<sup>40</sup> janitors (the largest occupation within this sector); laborers (including freight, stock, and material movers); and security guards.<sup>41</sup>

Statewide, mean quarterly earnings in this sector were \$10,046 (FY 14-15) and \$10,447 (FY 15-16), making it the fifth-lowest paying sector in the state in both years (of 23 sectors). If earnings of janitorial workers are considered alone, data for California indicates that in 2015, mean earnings of these workers were only \$29,287 annually—about \$7,300 in a quarter.

In comparison with percentages of the labor force employed in this sector, Title I Adult program participants were substantially overrepresented in their employment in this sector, by between +15 and +16 percentage points.

Health Care and Social Assistance also employed large shares of Title I participants, 17.3% of all to exit in FY 14-15 and 17.7% of all to exit in FY 15-16.

By far the largest occupation in this sector is that of home health aides—of which BLS data find there to be over 3,000,000 nationally.<sup>42</sup> A growth field nationally and in California, it is also one of the sector's lowest-paying occupations—offering mean earnings of only \$28,124 in California in 2015.<sup>43</sup>

Given occupational profiles of both sectors, and earnings profiles of their leading occupations, concentration of recent Title I Adult participants in these fields might be cause for concern.

Three sectors employed less than 1% each of the total to exit in each year: Mining, Quarrying, and Oil and Gas Extraction, Utilities, and Management of Companies and Enterprises. In the first two cases, <0.1% shares appear aligned with the size of these very small sectors in the labor force overall (respectively 0.2% and 0.4%). The management sector employs a still-small but somewhat larger share of the state's workforce, 1.4%.

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<sup>40</sup> Exceptions exist. See, as a key example, a [synopsis of the work of the Building Skills Partnership](#) to upskill and improve conditions and pay of janitorial workers through credentialing and training, worker voice, and coordination with employers.

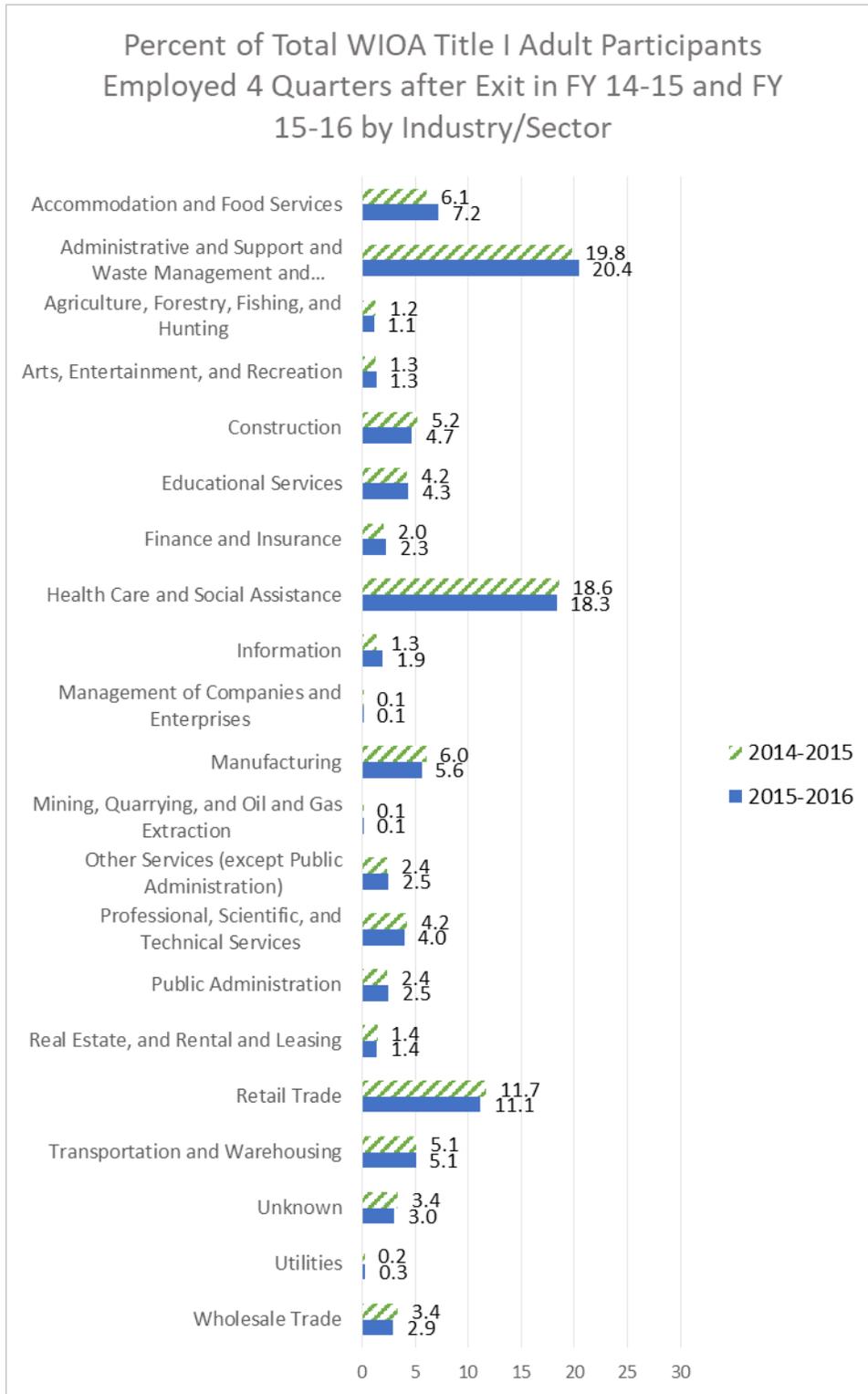
<sup>41</sup> B.L.S. Industries at a Glance: "[Administrative and Support and Waste Management and Remediation Services: NAICS 56.](#)"

<sup>42</sup> [Industries at a Glance: Health Care and Social Assistance: NAICS 62 \(bls.gov\)](#)

<sup>43</sup> EDD-LMID OES ([Occupational Employment and Wages](#)), 2016 1<sup>st</sup> Quarter (2015 data).

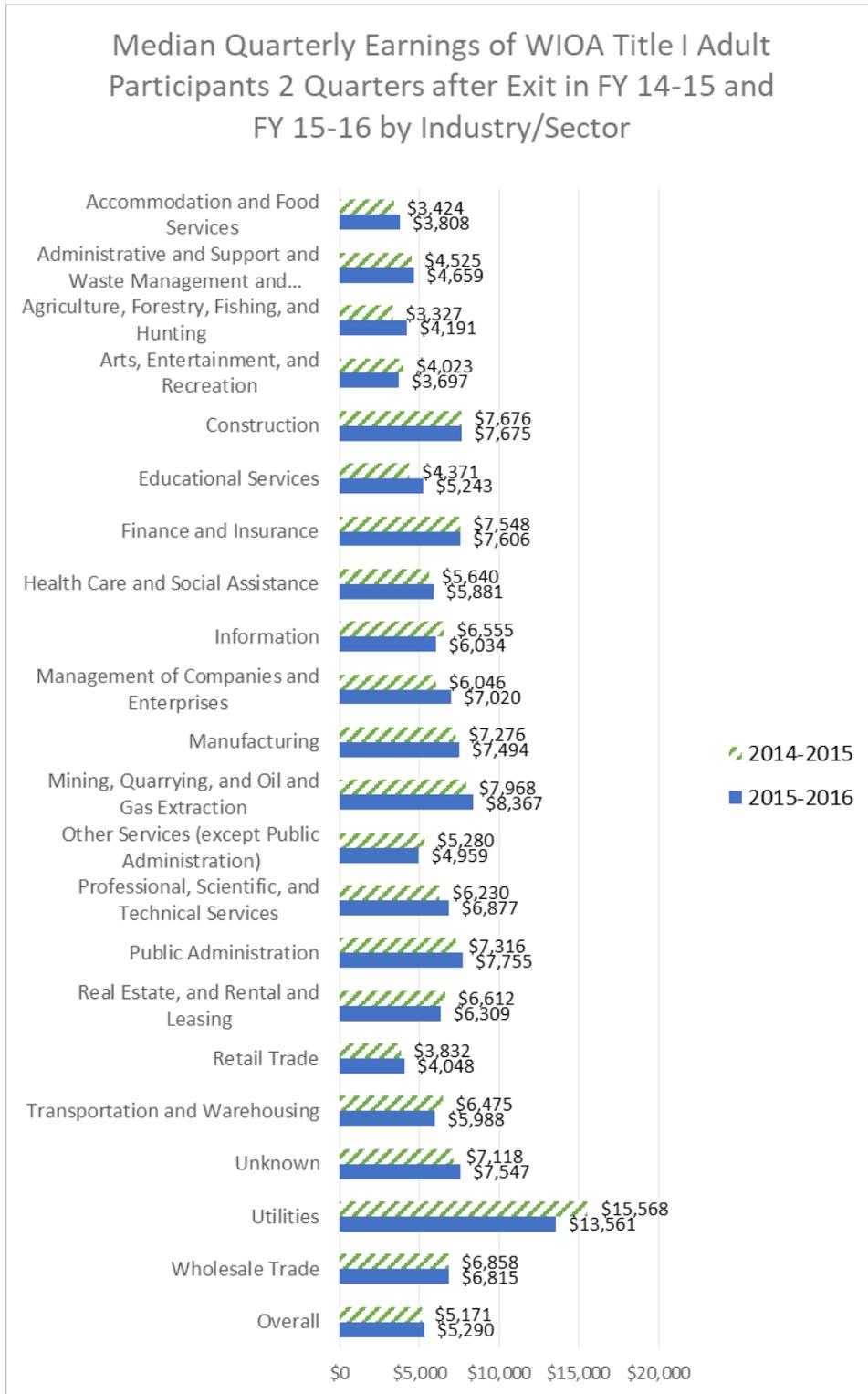
Given that the Title I program caters to those who are un- or under-employed, including populations with barriers to employment, the fact that the share of recent participants employed in managerial positions would be smaller than the corresponding share of the statewide labor force working in this sector is likely unsurprising.

5.4.1.3 Figure – 4th Quarter Employment by Industry/Sector



Sectors of highest and lowest participant employment remained the same one year after exit.

5.4.1.4 Figure – 2<sup>nd</sup> Quarter Median Earnings by Industry/Sector



The earnings of the small number of former Title I participants working in the Utilities sector stood out as the highest: at \$15,568 two quarters after exit in FY 14-15 and \$13,561 at the same stage after exit in FY 15-16, earnings of participants in this sector were some +\$10,397 and +\$8,271 higher than program-wide medians. This translates to a percentage difference of about 200% higher than the median among first year participants and about 150% higher than the median among second year participants.

While high relative to other sector-based earnings of exited Title I Adult participants, median participant earnings in Utilities were much lower than statewide mean earnings in this sector, which were respectively \$29,981 in FY 14-15 and \$30,588 in FY 15-16. Title I Adult participant earnings were over 100% lower following exit in each year.

The utilities sector comprises establishments engaged in providing electricity, natural gas, steam, water, and sewage removal. Notably, occupations in this sector vary widely in pay—with earnings of electrical engineers well over \$100,000 (2015 California data) and earnings of meter readers closer to \$50,000. Both are listed among top sector occupations by numbers employed.<sup>44</sup>

Given this sector profile and the fact that the statewide average includes all individuals employed, the overall sector average can be expected to be higher than earnings of individuals who have recently exited the public workforce system. The fact that the measure of central tendency used by is a mean exacerbates the effect of even a small number of high earnings on the average.

Meter readers' statewide mean earnings (in 2015, \$52,795) translate to quarterly earnings of approximately \$13,200. Given the likelihood that recent workforce system participants will be eligible for relatively more entry-level jobs, in this context the median pay attained by recent Title I participants appears more in line with expectations.

Four sectors were associated with low earnings among participants who exited in both years: these were, Agriculture, Forestry, Fishing, and Hunting; Retail; Accommodation and Food Services; and Arts, Entertainment, and Recreation.

While earnings in all four sectors were consistently lowest among both years' exit cohorts, among Title I participants to exit in FY 14-15 the lowest overall earnings were found in the agricultural sector, at \$3,327. Earnings of these participants fell -\$1,844 or about 36% below the overall median.

The Agriculture, Forestry, Fishing and Hunting sector comprises establishments primarily engaged in growing crops, raising animals, harvesting timber, and harvesting fish and other animals from a farm, ranch, or their natural habitats.<sup>45</sup>

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<sup>44</sup> U.S. Bureau of Labor Statistics. [Industries at a Glance-Utilities \(NAICS 22\)](#).

<sup>45</sup> B.L.S. [Industries at a Glance: "Agriculture, Forestry, Hunting, and Fishing \(NAICS 11\)](#).

In comparison with estimates of statewide mean earnings in this field (\$7,386 in FY 14-15 and \$7,779 in FY 15-16), earnings of exited Title I Adult participants working in this sector were - \$4,191 and -\$3,842 less than the statewide median in this sector in each year.

Given reported earnings for Adult Title I participants, it appears likely based on observed earnings outcomes that most exiting Adult Title I participants are employed in lower-paying occupations within this sector (such as laborers and farmworkers)<sup>46</sup> and/or are working less than full time. According to data for California, average earnings in this occupation in 2015 were just \$21,903 annually, or \$5,475 in a quarter—still below earnings of sector-employed Title I participants but closer to them. A likely factor contributing to low pay is the seasonality of farm labor employment.

Among participants with a date of exit in FY 15-16, those employed in the arts, entertainment and recreation sector were lowest-paid. Earnings of \$3,697 were -\$1,592 or about 30% less than the program median.

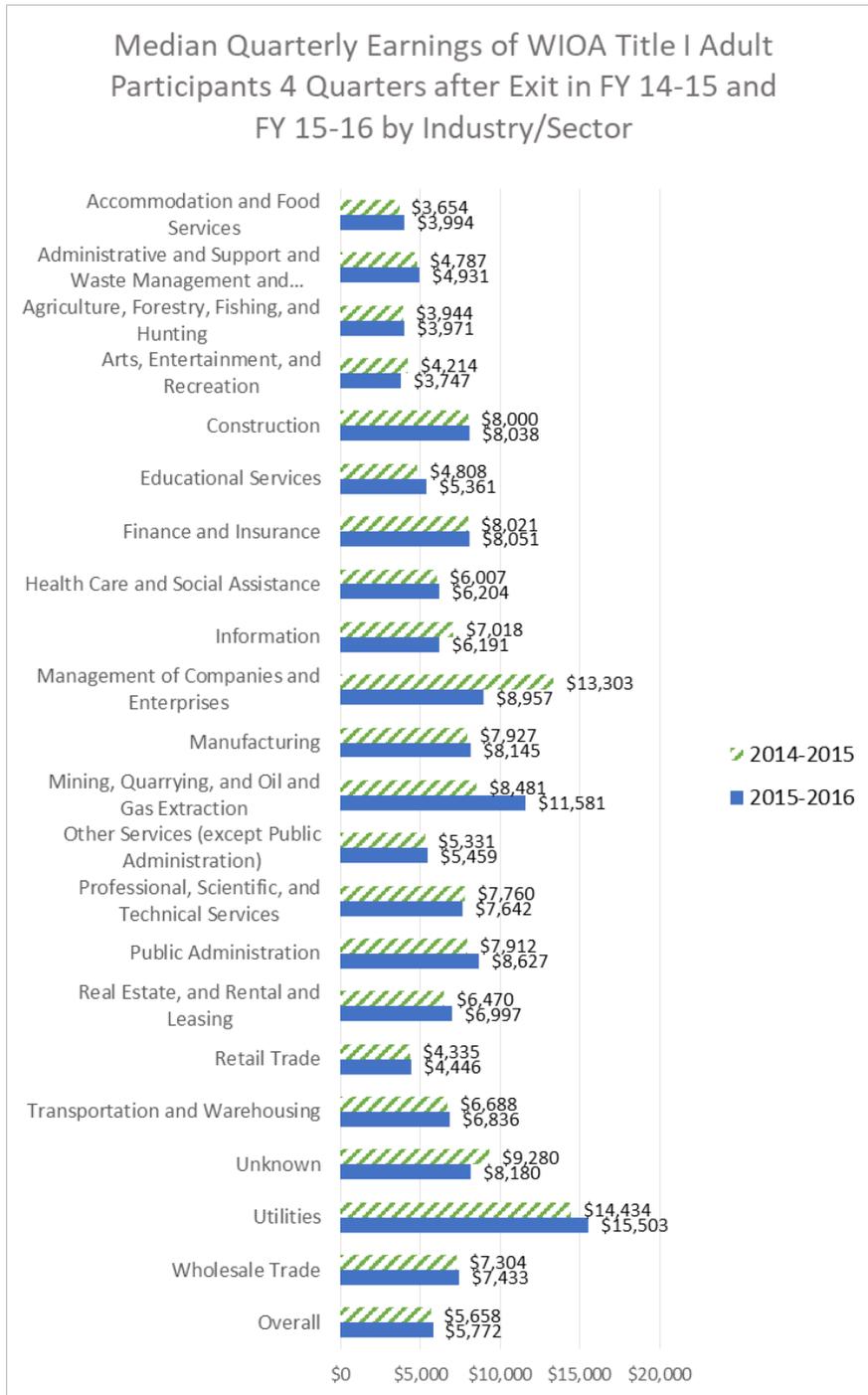
A diverse sector that includes occupations from highly-paid performers and artists to low-paid and often part-time jobs such as attendants at theme parks, it seems likely from the low earnings here compared with statewide means of between \$13,500 and \$13,600 for FY 14-15 and FY 15-16, that many of these individuals are working lower-paying sector jobs such as recreational attendants (e.g. at a theme park or a movie concession), where hours may be part-time and scheduling unpredictable, and benefits unlikely to be provided.

The other low-paying sectors, retail and food and accommodation, are also some of the lowest-paying in the state.

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<sup>46</sup> Ibid.

5.4.1.5 Figure – 4<sup>th</sup> Quarter Median Earnings by Industry/Sector



The same sectors continued to be associated with highest and lowest earnings a year following exit from the Title I program

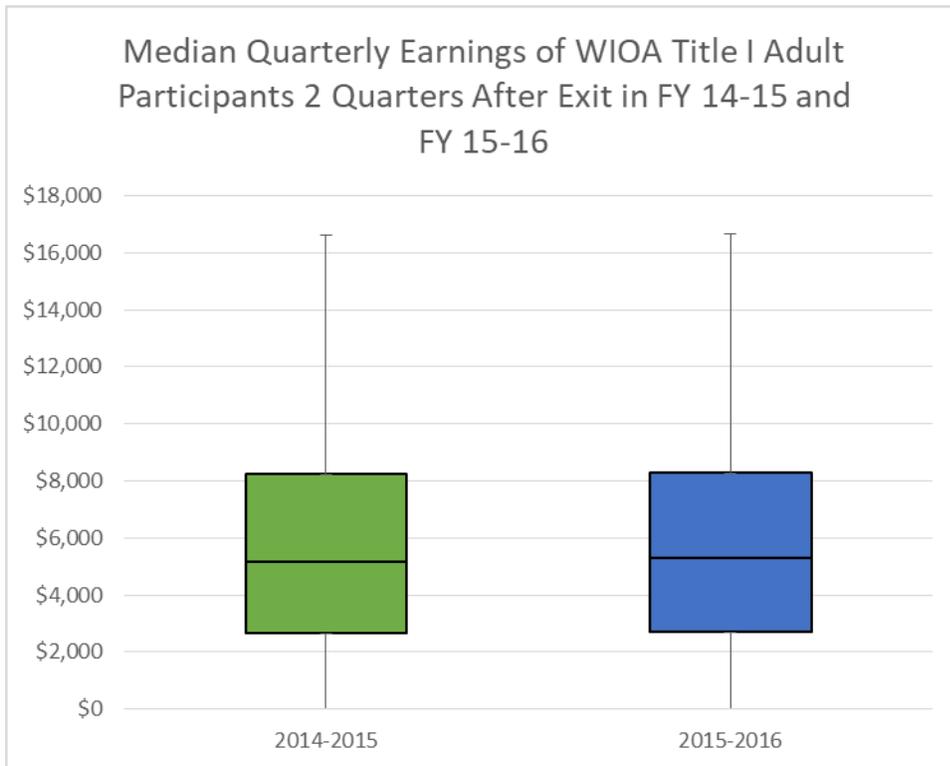
## 5.4.2 Quarterly Earnings

### 5.4.2.1 Table Set - Quarterly Earnings

FY 2014-2015					
Quarter After Exit	Minimum Earnings	Lower Quartile	Median Earnings	Upper Quartile	Maximum Earnings
Second	\$0	\$2,642	\$5,171	\$8,227	\$16,606
Fourth	\$0	\$2,999	\$5,658	\$8,934	\$17,835

FY 2015-2016					
Quarter After Exit	Minimum Earnings	Lower Quartile	Median Earnings	Upper Quartile	Maximum Earnings
Second	\$0	\$2,695	\$5,290	\$8,274	\$16,643
Fourth	\$0	\$3,043	\$5,772	\$8,984	\$17,895

5.4.2.2 Figure – Median Quarterly Earning 2 Quarters After Exit



The box plot shown in Figure 5.4.2.2 provides a distributional summary of WIOA Title I Adult participant earnings outcomes using five statistics: the lowest and highest individual participant earnings values in the range; and values of the 25<sup>th</sup>, 50<sup>th</sup> (median) and 75<sup>th</sup>, percentiles of earnings. The horizontal line through the middle of the box represents the median, or the middle value if all of the data points are arranged from lowest to highest. “Whiskers” are drawn to the lowest and highest non-outlier values in the range.<sup>47</sup>

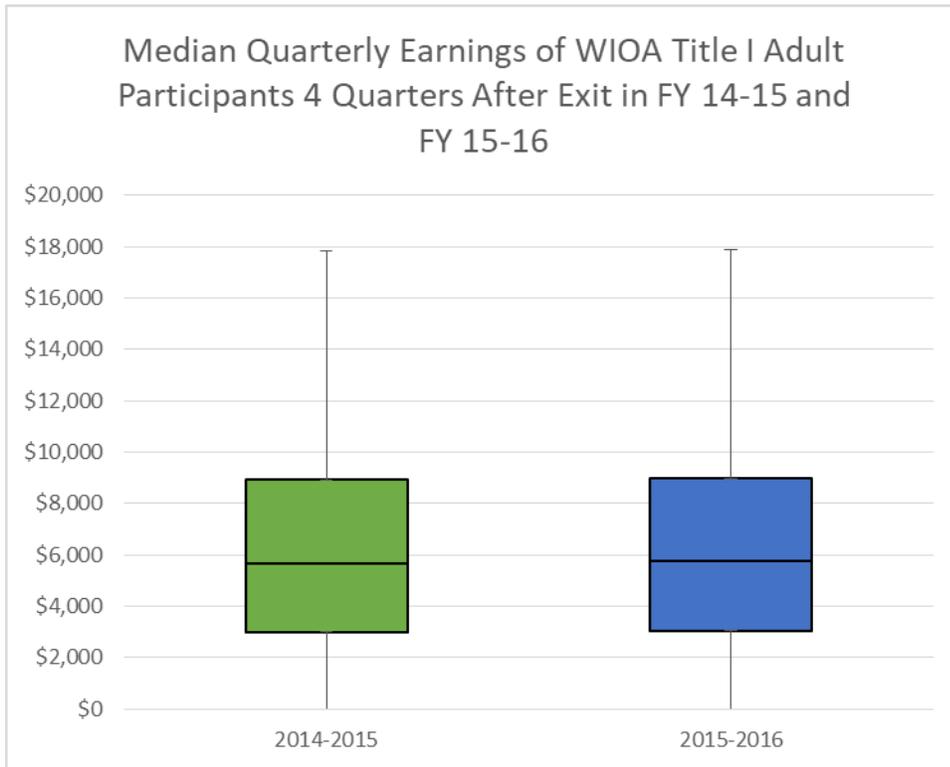
Earnings of WIOA Title I Adult program participants from the second quarter after exit exhibited values and spread that were similar across both years’ data: among participants to exit in both

<sup>47</sup> In both years’ participant data, the maximum individual earnings data points were outliers, or data points that lie far from the rest of the data. Whiskers are not extended to outlier points in a box plot, because outliers do not represent the trend of the data. Generally, in cases where outliers are present, the whisker is drawn to the last individual data point within the “fences” (equivalent to, respectively,  $Q1-1.5*IQR$  and  $Q3+1.5*IQR$ ). Here, however, due to participant data confidentiality concerns, the upper whiskers have been extended to upper fence values themselves. This has been done both to exclude a few extreme or outlier values in the upper range from both years’ cohorts to avoid misrepresenting the data’s trend visually, and to preserve participant confidentiality. Low earnings values are actual participant earnings values. (Confidentiality concerns did not apply, as multiple participants were found with the same earnings value). Since the EDD Tax Branch lacks the resources to validate all employer-reported earnings, it cannot be determined further what very low participant earnings in the data may represent. Earnings of <\$100 in a quarter were only about 1% of all participant earnings across all programs.

years, the middle 50% of earnings ranged from between \$2,600 and \$2,700 (\$2,642 following exit in FY 14-15 and \$2,695 following exit in FY 15-16) to between \$8,200 and \$8,300 (\$8,227 and \$8,274). In other words, half of all wage-earning participants in the Title I Adult program had earnings that fell somewhere within this range during their second quarter following program exit.

Earnings were visibly skewed toward the upper end of the distribution, indicated by the long upper whisker: there was about the same distance between the value of the 75<sup>th</sup> percentile and top non-outlier earnings value as there was between the lower three quartiles of data. This was characteristic of most other programs in this report.

5.4.2.3 Figure – Median Quarterly Earnings 4 Quarters After Exit



Compared with earnings from the second quarter after exit, the mid-range earnings of former WIOA Title I Adult program participants were higher one year after exit. The 25<sup>th</sup> percentile value was between 13% and 14% larger compared with the second quarter, the median about 9% larger, and the 75<sup>th</sup> percentile value about 8.5% larger.

Because information is not provided to indicate whether individuals employed in the fourth quarter after exit represent the same individuals employed in the second quarter, it cannot be determined to what extent the difference in earnings indicates wage gains among the already-employed versus other factors (such as changes in labor market conditions).

The spread of participant earnings was similar to the spread at the second quarter after exit.

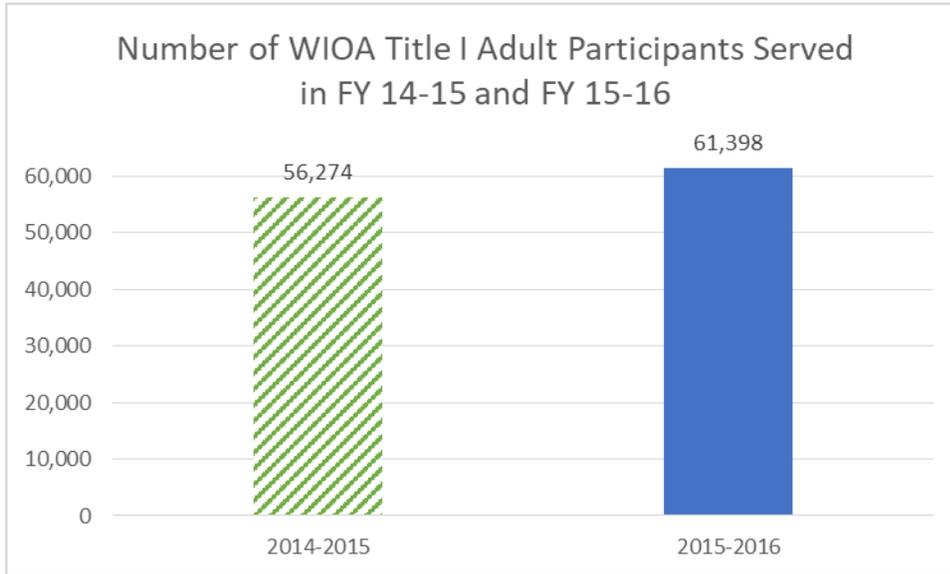
**5.4.3 Program Performance**

**5.4.3.1 Table Set – Program Performance**

FY 2014-2015											
Program	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
WIOA Title I (Adults)	<b>56,274</b>	<b>38,311</b>	<b>8,426</b>	<b>24,175</b>	<b>63.1</b>	<b>\$5,171</b>	<b>4,654</b>	<b>12.1</b>	<b>23,968</b>	<b>62.6</b>	<b>\$5,658</b>

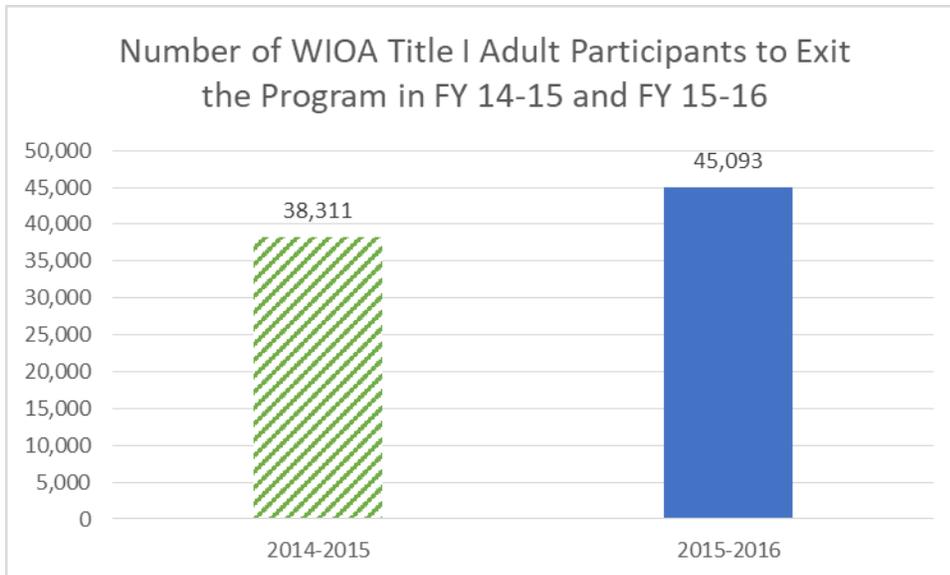
FY 2015-2016											
Program	# Served	# Exited	# Completed Training	2 Quarters After Exit			4 Quarters After Exit				
				# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
WIOA Title I (Adults)	<b>61,398</b>	<b>45,093</b>	<b>9,014</b>	<b>28,774</b>	<b>63.8</b>	<b>\$5,290</b>	<b>4,889</b>	<b>10.8</b>	<b>28,270</b>	<b>62.7</b>	<b>\$5,772</b>

5.4.3.2 Figure – Program Participation



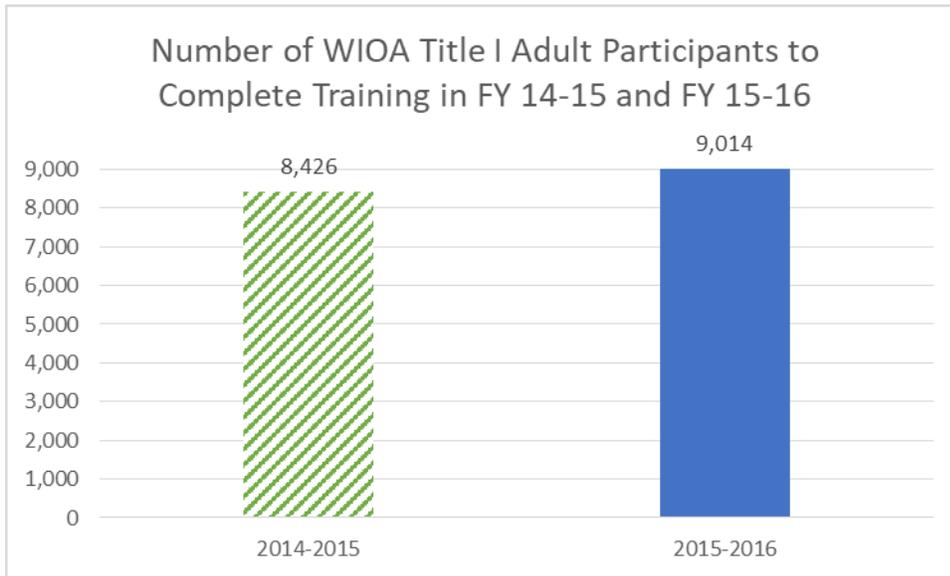
During FY 14-15, 56,274 individuals participated in the WIOA Title I Adult program. During FY 15-16, the program had 61,398 participants.

5.4.3.3 Figure – Program Exit



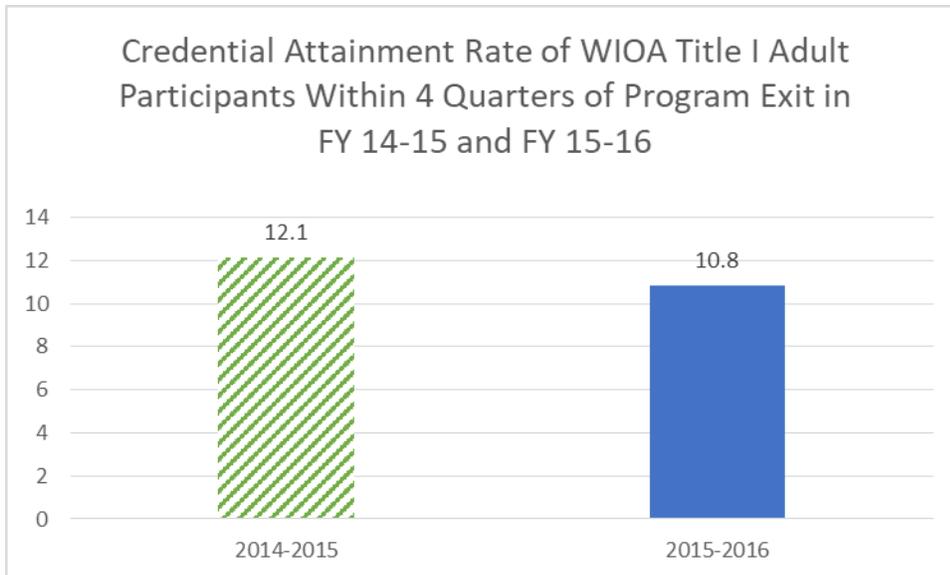
During FY 14-15, 38,311 participants exited from the Title I Adult program. In FY 15-16, 45,093 individuals exited the program.

5.4.3.4 Figure– Training Completion



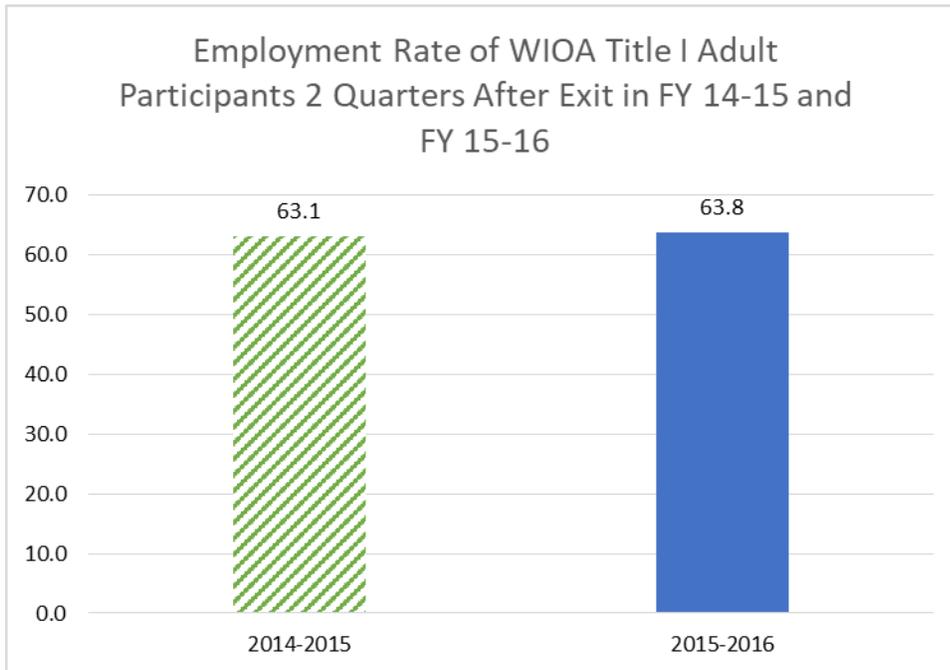
During FY 14-15, 8,426 individuals completed training in the WIOA Title I Adult program. In FY 15-16, 9,014 individuals completed training.

5.4.3.5 Figure - Credential Attainment Rate



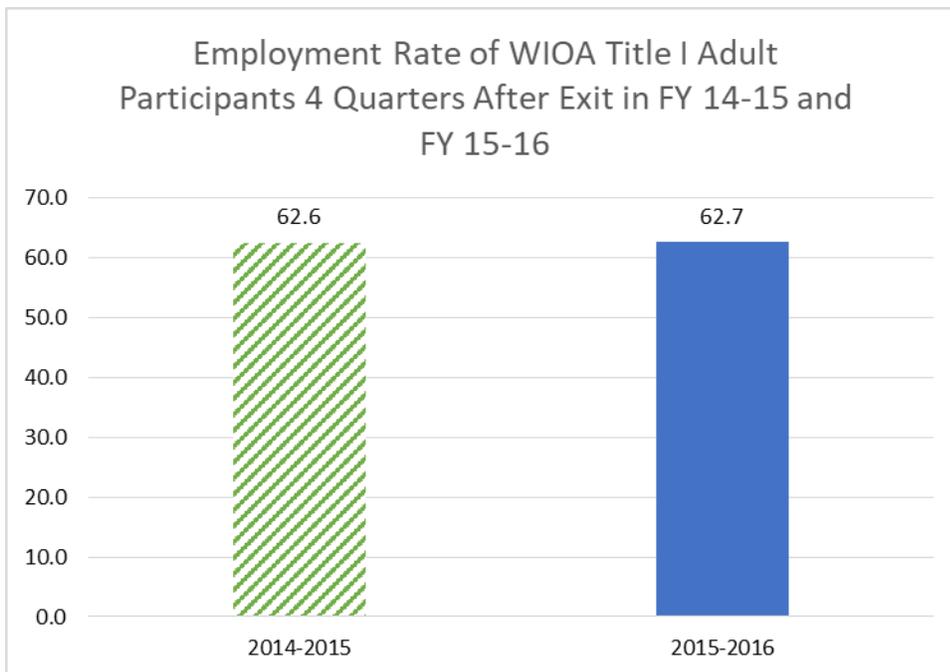
The rate of credential attainment 10.8% among participants to exit in FY 14-15 and 12.1% among participants to exit in FY 15-16.

5.4.3.6 Figure– 2<sup>nd</sup> Quarter Employment Rate



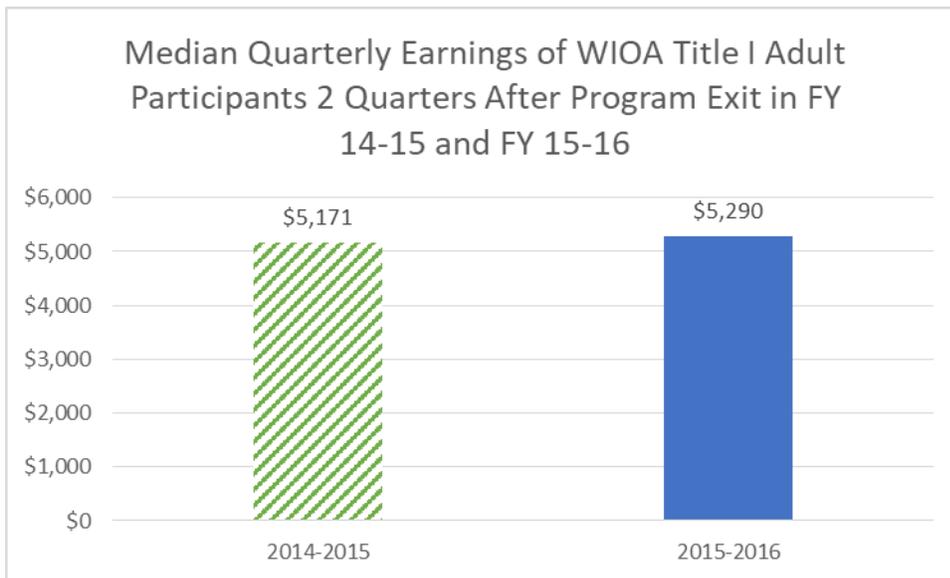
Employment among Title I Adult program participants was very similar two quarters after exit in both years' data, respectively 63.1% in the second quarter after exit in FY 14-15 and 63.8% two quarters after exit in FY 15-16.

5.4.3.7 Figure– 4<sup>th</sup> Quarter Employment Rate



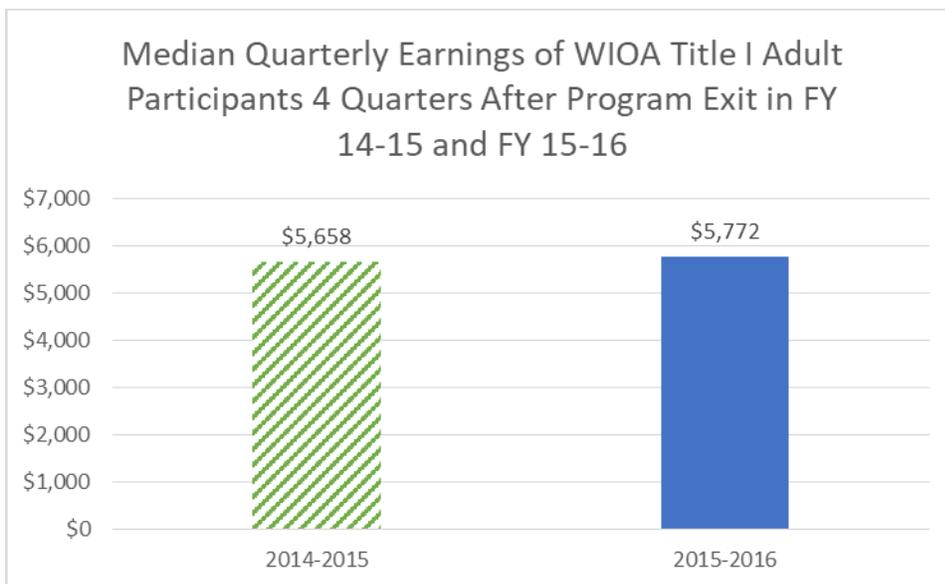
Rates of employment a year following program exit were also very similar in both years' data, and were in both cases similar to second-quarter rates: 62.6% (FY 14-15) and 62.7% (FY 15-16).

5.4.3.8 *Figure – 2<sup>nd</sup> Quarter Median Earnings*



Earnings of former Title I Adult participants from the second quarter after program exit were similar year-to-year, with FY 15-16 exiters earnings slightly more (+\$119) in this quarter compared with participants to exit in FY 14-15.

5.4.3.9 *Figure – 4<sup>th</sup> Quarter Median Earnings*



Median earnings one year after exit from the Title I Adult program were similar in both years' data, respectively \$5,658 among those with an exit date in FY 14-15 and \$5,772 among those to exit in FY 15-16.

In both cases, median earnings one year after exit were higher than earnings from the second quarter after exit (by about +\$500 or between +7 and 9%), which may suggest a trend of wage gains. More longitudinal data would be required to substantiate this apparently positive sign. Year-to-year increases may be linked with inflation, and continued expansion of the business cycle.