



## CAAL-Skills Workforce Metrics Dashboard Report 2022

Chapter 7: California Employment Development Department (EDD) – Workforce  
Innovation and Opportunity Act (WIOA) Title 1 Program - Youth

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

**Program Overview-** The WIOA Title I Youth program emphasizes the attainment of basic skills, enhanced opportunities for academic and occupational training, and exposure to both the job market and employment. Youth program activities may include instruction leading to completion of secondary school, tutoring, internships, job shadowing, work experience, adult mentoring, financial literacy education, entrepreneurial skills training, supportive services, and comprehensive guidance and counseling.<sup>1</sup>

WIOA emphasizes serving disadvantaged youth, particularly those youth who are most “disconnected” from further educational opportunities and the job market. Emphasis on “disconnected youth” is reflected in the increased share of funding required to be directed toward services for “out-of-school” (OS) youth. Under the Workforce Investment Act (WIA) just 30 percent of funds were required to be directed to OS youth. Under WIOA 75 percent of funds are expected to be directed toward services for OS youth. WIOA also expanded eligibility for services for OS youth to include young people up to the age of 24.

The policy rationale for the changes under WIOA is straightforward. Research on workforce training reveals that a laissez-faire approach to skill attainment for disadvantaged youth is problematic. Reliance on market mechanisms alone does not necessarily ensure positive education and employment outcomes for members of disadvantaged populations. For example, disadvantaged individuals are typically “under-suppl[ied] ... with the required skills and credentials [needed] to satisfy labor market demand for well-paying middle and high-skill jobs”.<sup>2</sup> To understand why, one needs to examine the structural underpinnings of economic inequality and how these interact with access to education, training, and employment opportunities.

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<sup>1</sup> Employment Development Department. WIOA – Fact Sheet. [https://www.edd.ca.gov/pdf\\_pub\\_ctr/de8714g.pdf](https://www.edd.ca.gov/pdf_pub_ctr/de8714g.pdf)

<sup>2</sup> Heinrich, Carolyn. “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*, 2016, p. 6. Also see: Fourage, Didier, Trudie Schils and Andries de Grip. “Why Do Low-Educated Workers Invest Less in Further Training?” *Applied Economics*, vol. 45, no. 18, 2013, pp. 2587-2601; Goldin, Claudia and Lawrence F. Katz. *The Race Between Education and Technology*. Cambridge, MA: Harvard University Press, 2008; Autor, David H. and Michael J. Handel. “Putting Tasks to the Test: Human Capital, Job Tasks and Wages.” NBER Working Paper No. 15116. Cambridge, MA: National Bureau of Economic Research, 2009; for a review of many of these issues, see Heinrich 2016. There has also been a suggestion that increase and improvement in career and technical education pathways at the secondary level would help address some of these issues (see: Biavaschi, Costanza, Werner Eichhorst, Corrado Giulietti, Michael J. Kendzia, Alexander Muravyev, Janneke Pieters, Nuría Rodríguez-Planas, Ricarda Schmidl and Klaus F. Zimmermann. *Foundations and Trends in Microeconomics*, vol. 9, no. 1-2, 2012, pp. 1-157; Rumberger, Russell. *Dropping Out: Why Students Drop Out of High School and What Can be Done About It*. Cambridge: Harvard University Press, 2011.

Youth who live in low-income areas or face other barriers often lack the financial, cultural, and social capital<sup>3</sup> that enable youth from more privileged backgrounds to complete secondary education and pursue higher education or other financially rewarding training opportunities. These disadvantages only become more salient when youth drop out of high school.

Research has found that an individual's future earnings are probabilistically linked with the earnings of their parents.<sup>4</sup> Adults who work at low-wage jobs cannot afford the after-school tutoring or expensive enrichment programs that provide academic assistance and extra appeal on college applications to youth from more privileged backgrounds. Low-wage jobs in retail or food service offer little scheduling predictability, meaning that parents are less able to attend teacher conferences or back-to-school nights.<sup>5</sup> If parents lack advanced credentials themselves, they may not have the relevant experience or knowledge to help children navigate college applications, standardized test preparation, or applications for advanced training programs. Finally, low-income parents are unlikely to be able to cover the historically high cost of a four-

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<sup>3</sup>Cultural capital can be thought of as cultural resources (attitudes, preferences, knowledge, behaviors, goods, credentials) that confer advantages to a possessor. Social capital refers to social connections that can be used or leveraged to secure similar advantages. For a discussion of the concepts by their originator, see: Bourdieu, Pierre. [The Forms of Capital](#). See also, Lamont, Michelle and Annette Lareau. "Cultural Capital: Allusions, Gaps, and Glissandos in Recent Theoretical Developments." Pp. 44-60 in *The Structure of Schooling: Readings in the Sociology of Education*, edited by R. Arum, I.R. Beattie, and K. Ford, Thousand Oaks, CA: Sage Publications, 1988. A rich body of research on the effects of differences in parental socioeconomic status on children's outcomes exists in research from the sociology of education. See: Bowles, Samuel and Herbert Gintis. *Schooling in Capitalist America: Educational Reform and the Contradictions of Economic Life*. New York: Basic Books, 1976; Willis, Paul. *Learning to Labor*. New York: Columbia University Press, 1977; McLeod, Jay. *Ain't No Makin' It: Aspirations and Attainment in a Low-Income Neighborhood*. Boulder: Westview Press, 1987. In particular, see Lareau, Annette. "[Social class differences in family-school relationships: the importance of cultural capital](#)" *Sociology of Education*, vol. 60, no. 2, 1987. The author studied differences in parental involvement between two school districts: a mostly working-class and poor, and a well-to-do, district. She found that parents of children in the latter district were more closely involved in supervising their children's education, due to jobs that allowed greater flexibility to help out with school activities; more extensive personal educational histories that made helping with children's homework etc. more feasible; and differing interactional styles with teachers and principals. For instance, many middle-class parents felt able to be vocal (even pushy) with teachers if they felt children's needs were not being met. Lareau found no differences in the extent to which all parents wanted their children to be successful; however, only the engagement of middle-class parents was interpreted positively by teachers and principals while working-class and poor parents were inaccurately viewed as disengaged or indifferent to their children's futures. These differences gave middle-class children an advantage over their working-class peers.

<sup>4</sup> American rates of intergenerational mobility—the likelihood of children moving into a higher income bracket than their parents—are low. A 2014 study by Raj Chetty, Nathaniel Hendre, Patrick Kline, Emmanuel Saez and Nicholas Turner found that, among children born in lowest 1/5 income, only 7.5% end up in top 1/5 (Chetty et al "[Is the United States Still a Land of Opportunity? Recent Trends in Intergenerational Mobility](#)." *American Economic Review: Papers and Proceedings*, vol. 104, no. 5, 2014, pp. 141-147. A [2015 Pew Research study](#) by researchers at Stanford's Center on Poverty and Inequality, David Grusky and Pablo Mitnick, found that roughly half of parental income advantages are "passed on" to the next generation in the form of higher earnings—and that the proportion of parental earnings advantage passed on to the next generation actually increases at higher income percentiles.

<sup>5</sup> For a discussion of the role of scheduling unpredictability in impeding workers' ability to participate in training (in this case study, among restaurant workers), see the policy brief by Brian Halpin and Vicki Smith prepared for UC Davis' Center for Poverty Research: "[Low Wage Work Uncertainty Often Traps Low Wage Workers](#)".

year college education. And for youth in this situation, the value of a traditional four-year degree may not clearly outweigh the costs.<sup>6</sup> Every one of these limitations may be compounded by linguistic and legal barriers faced by parents and youth. Considering these factors, it is difficult to imagine how a young person in this setting could independently identify, apply to, and afford, college or training programs however much these may result in labor market advantages.

The effects of these inequalities are reflected in differences in graduation rates between high-income and low-income districts. For example: compared with an almost 100% graduation rate in neighboring Piedmont,<sup>7</sup> the graduation rate in the Oakland Unified School District, where median household income is less than ½ that of Piedmont, is just 76.5%.<sup>8</sup> Inequality in district funding levels is likely to compound, rather than offset, family-level factors: schools in less-funded districts suffer from understaffing and high teacher to student ratios, lack of career and college counselors, lack of AP classes, and lack of supplies. All of these limitations may affect the quality of education students receive, and their likelihood of graduating.

Because income levels and wealth are unequally distributed by race and ethnicity,<sup>9</sup> school disconnection is also racially and ethnically stratified. Data from the U.S. Census' American

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<sup>6</sup> Research on “credentialism,” and “credential inflation” inspired by the work of sociologist Randall Collins (1979, *The Credential Society*) focused on the possibility that credentials might not reflect actual skill requirements for jobs. Collins’ work explored the possibility that the entry of larger shares of the population into higher education tended to devalue the worth of an individual degree (“credential inflation”). This led to a cyclical dynamic where higher degrees came to be seen both by jobseekers and some employers as a way to earn greater distinction—driving further inflation. A relevant point here is the possibility that the forces encouraging individuals to obtain four-year (and higher) degrees can become unlinked with job market demand. In some cases, a four-year (or higher) degree might be encouraged because of cultural values that see a four-year degree as the only ticket to success. This emphasis may be inappropriate if the credential is not aligned with requirements of in-demand fields. Given historically costs of a four-year education, identifying real costs and benefits associated with different kinds of education and training is a pressing concern.

<sup>7</sup> In Piedmont, median household income is \$210,889. Median home value is \$1,844,000, and 88.8% of residents own their home. Piedmont, which has a history of racial covenants, is 74.8% white. The percentage of residents over the age of 25 who have a college degree is just under 83%, and the percentage who have at least a high school degree is over 99% (U.S. Census. Quick Facts: [Piedmont, California](#) (Population estimates for July 1, 2019). At Piedmont High School, one of two public high schools in the district, the ratio of teachers to students is about 17:1, and 72% of students participate in advanced placement courses (*U.S. News - Best High Schools – 2019 Rankings: “Piedmont High School”*).

<sup>8</sup> In neighboring Oakland, median household income is \$68,442. The median value of a home is \$627,800—and the rate of home ownership less than half that in neighboring Piedmont, just 40.4%. The percentage of the adult population 25 and older with at least a four-year college degree is only 42.5%. Oakland is far more racially and ethnically diverse, with a population that is 36.1% white, 23.6% Black, 15.7% Asian, and 26.9% Hispanic or Latino (U.S. Census. Quick Facts: [Oakland, California](#) (Population estimates for July 1, 2019).

<sup>9</sup> A 2000 study by researchers from the University of Wisconsin, Madison that utilized 20 years of census data examine racial and ethnic differentials in high school dropout rates found that while dropout rates among Hispanic and Black students remained consistently higher than those among non-Hispanic whites throughout this period, controlling for (i.e., holding constant) socioeconomic and family factors *reversed* the relationship: “That is,” in researchers’ words, “among persons of equivalent social origins, minorities are less likely to drop out than are whites” Particularly striking is that home ownership was found to have “a consistently large and salutary effect on dropout in every race-ethnic group”. The effects from this single variable were large enough as to surprise

Community Survey show that while 10.9% of all youth in California are disconnected from school, among Black youth the number is 18.7%. Among Hispanic or Latino youth it is 12.3%, and among white youth it is only 9.1%.<sup>10</sup>

Once an individual becomes disconnected from school, outcomes diverge sharply. National data compiled by the Bureau of Labor Statistics show that current median weekly earnings of full-time workers 25 and older without a high school degree are only 62% those of all full-time

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researchers, who hypothesized that “they may indicate influences of neighborhood quality or stability or of family wealth” In other words: in these researchers’ findings, it is the aggregate race-based differences in wealth, home ownership, and other socioeconomic characteristics created by structurally unequal conditions that appear to explain much of the variance in drop-out rates. Robert M. Hauser. Solon J. Simmons, and Devah I. Pager [“High School Dropout, Race-Ethnicity, and Social Background from the 1970s to the 1990s”](#). University of Wisconsin, Madison, 2000. Socioeconomic inequality by race and ethnicity has multiple, intersecting causes. Inequality in incomes by race and ethnicity (see: Rakesh Kochar and Anthony Cilluffo ([“Key findings on the rise in income inequality within America’s racial and ethnic groups.”](#) Pew Research Center, July 12, 2018), is caused by [direct discrimination in hiring and pay](#), as well as inequalities of access to education and training. Immigrants and children of immigrants may face additional legal and linguistic barriers. At the same time, inequality today is shaped by past policies that gave financial assistance to white Americans to obtain higher education and buy a home, while shutting Black Americans and other Americans of color out. Two key examples are the G.I. Bill and policies of the Federal Housing Administration. The G.I. Bill of 1944 provided returning servicemen with benefits including low-cost mortgages, low-interest business loans, and subsidization of education and training. However, Black Americans were overwhelmingly excluded from these benefits (see, Kotz, Nick. [“Review: ‘When Affirmative Action Was White’: Uncivil Rights”](#) *The New York Times*, August 28, 2005). This was compounded by banks’ and private mortgages lenders’ refusal to lend to Black Americans. If parental education and income are important determinants of children’s outcomes (which [they are](#)), it is clear why discriminatory effects of the G.I. Bill would still be felt today. A related example involves the discriminatory policies of the Federal Housing Administration over a thirty-year period that ended in 1968. Neighborhood segregation is an important factor in the intergenerational perpetuation of inequality, because where people live determines their access to schools, jobs, and other resources. Racial disparities in rates of home ownership are also important because wealth in the form of home equity is a resource that families may draw upon to help send children to college, or pay for other educational expenses. However, access to home ownership has been shaped by formal race-based discrimination by both private mortgage lenders and the policy of the Federal Housing Administration. Between 1934 and 1968, the FHA provided mortgage insurance to millions of white home-buyers, enabling them to qualify for loans that they could not otherwise have obtained and purchase homes. FHA loan subsidies in tandem with measures like the G.I. Bill allowed many young couples to buy houses and begin accumulating wealth, laying foundations for America’s postwar prosperity. The FHA formally refused to insure loans for Black home-buyers, excluding them from this form of social assistance. Because most American households hold wealth in the form of home equity, FHA policy did not just affect prospective home-buyers during these years, but provided a wealth subsidy and path of entry into middle-class neighborhoods and school districts for a generation of white Americans and their children, while explicitly shutting Black Americans and other people of color from the same opportunities. For data showing the current racial wealth gap, see Currier, Erin and Sheida Elmi. [“The Racial Wealth Gap and Today’s American Dream,”](#) Pew Research, February 16, 2018. For discussion of the history of racist housing policy in California, see: Madrigal, Alexis. [“The Racist Housing Policy That Made Your Neighborhood,”](#) *The Atlantic*, May 22, 2014. When placed in the context of Americans’ relatively low rates of inter-generational economic mobility, rising costs of four-year college education, and local school funding, it is easy to see how impacts from this policy impacted generations to come.

<sup>10</sup> Percentages are based on 2018 ACS data compiled in: *A Decade Undone: Youth Disconnection in the Age of Coronavirus* (June 2020), Measure of America. See visualization tool [here](#).



workers.<sup>11</sup> Gaining a high school diploma or GED is also important as a prerequisite for gaining further credentials including both four-year degrees and sub-baccalaureate credentials, both of which are shown to deliver lifetime earnings gains.<sup>12</sup>

Unemployment rates are also higher for individuals without a high school degree, suggesting that finding a job at all becomes difficult for these individuals.<sup>13</sup> Even if OS youth find work, employment in low-wage jobs with high turnover means that the chances of increasing skills and thus earnings power while on the job are slim.

The WIOA Title I Youth program utilizes public funding to provide training, educational, and job-search services to address these barriers to upward mobility for both OS and IS youth.

### **Service Provision & Program Design**

As with the Adult and Dislocated Worker programs under Title I, the Youth program is managed locally through Local Workforce Development Boards, with formula funds provided under the Workforce Innovation and Opportunity Act. Local Areas provide a comprehensive array of youth services that focus on assisting out-of-school youth and in-school youth with one or more barriers to employment prepare for post-secondary education and employment opportunities, attain educational and/or skills training credentials, and secure employment with career/promotional opportunities.<sup>14</sup>

A Local Board may directly provide youth services per WIOA Final Rule 681.400: “(a) The grant recipient/fiscal agent has the option to provide directly some or all of the youth workforce investment activities). A Local Board may also “award grants or contracts to youth service providers to carry out some or all of the youth workforce investment activities,” on a

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<sup>11</sup> [“Median weekly earnings \\$606 for high school dropouts, \\$1,559 for advanced degree holders”](#). U.S. Bureau of Labor Statistics, October 21, 2019.

<sup>12</sup> See, for instance: Tamborini, Christopher, Changhwan Kim, and Arthur Sakamoto. “Education and Lifetime Earnings in the United States” *Demography*. vol. 52, no. 4, 2015, pp. 1383–1407, and summary of key findings here; notably, measurable earnings gains have been shown for sub-baccalaureate degrees and completion of some college (particularly when in technical fields), not merely for four-year degrees. See: Changhwan Kim and Christopher Tamborini. “Are They Still Worth It? The Long-Run Earnings Benefits of an Associate Degree, Vocational Diploma or Certificate, and Some College” *The Russell Sage Foundation Journal of the Social Sciences* vol. 5, no. 3, 2019, pp. 64-85; Bahr, Peter. [“The labor market return in earnings to community college credits and credentials in California.”](#) Ann Arbor, Michigan: Center for the Study of Higher and Postsecondary Education, School of Education, University of Michigan, 2014.

<sup>13</sup> See change in unemployment since 2010 compiled by the California Employment Development Department and included in the [CWDB’s 2020-2023 State Plan](#) (p. 22) show that, despite marked decreases in unemployment rates for individuals at all educational attainment levels during the recovery from the 2008-2009 economic downturn, the rate of unemployment among individuals in the labor force 16 and older without a high school degree consistently exceeded the rate among all other educational levels.

<sup>14</sup> WIOA Youth [Program Fact Sheet](#), US Department of Labor, Employment and Training Administration – Division of Youth Services. (Updated March 2018).



competitive basis and adhering to criteria in the State Plan (e.g. that a training program lead to an industry-recognized credential), as well as any state or local procurement laws.<sup>15</sup>

A Local Board may also convene a Youth Standing Committee, comprised of Local Board members, members of community-based organizations, and other stakeholders (e.g. education providers, in-school and out of school youth, and/or parents), to provide information and assist with planning, operations, oversight, and other issues related to the provision of services to youth, including oversight of youth providers.<sup>16</sup>

Examples of youth providers include county offices of education (if the workforce area comprises the county) and/or local school districts.

In this report's data, types of services provided are reported in parallel fashion with service categories for other workforce programs (career, supportive, and training services); however types of services offered through the Youth program tend to be somewhat distinct from those offered in other WIOA Title I programs and are required to include the following fourteen program "elements":<sup>17</sup>

- Tutoring, study skills training, instruction, and dropout prevention
- Alternative secondary school services or dropout recovery services
- Paid and unpaid work experience
- Occupational skills training
- Education offered concurrently with workforce preparation and training for a specific occupation
- Leadership development opportunities
- Supportive services
- Adult mentoring
- Follow-up services
- Comprehensive guidance and counseling
- Financial literacy education
- Entrepreneurial skills training
- Services that provide labor market information
- Postsecondary preparation and transition activities

### **Participant Eligibility**

WIOA delineates two distinct types of eligibility criteria for two different types of program participants: out of school (OS), and in-school (IS) youth. Recognizing that OS youth tend to face

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<sup>15</sup> For details on the Youth provider procurement in CA, see: [Workforce Services Directive 16-19](#), May 26, 2017. For general direction on the Youth program under WIOA, see: [Training and Employment Guidance Letter 21-16](#), March 2, 2017.

<sup>16</sup> [Workforce Services Directive 17-07](#), January 16, 2018.

<sup>17</sup> [TEGL21-16](#).

more significant barriers to upward mobility than do IS youth, the law requires that the bulk of local funding and services (75%) be directed to out of school youth.<sup>18</sup>

Data show that individuals who drop out before attaining a high school degree have lower earnings, and are at a higher risk of becoming unemployed.<sup>19</sup> Dropping out of school is also a risk factor for becoming disconnected from both the education system and the workforce over the long-term, suggesting that once a young person has quit high school it may be difficult for them to return to the educational system.<sup>20</sup>

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<sup>18</sup> In California, WSD 17-07 (and relevant federal guidance) define this population as follows: *Not Attending School* – an individual who is not attending a secondary or postsecondary school. In addition, individuals enrolled in the following programs would be considered an OS youth for eligibility purposes: WIOA Title II Adult Education, YouthBuild, Job Corps, high school equivalency program, or dropout re-engagement programs. A youth attending a high school equivalency program funded by the public K-12 school system who is classified by the school system as still enrolled in school are the exception; the youth would be considered an IS youth (Title 20 CFR Section 681.230).

<sup>19</sup> [Data compiled by the Bureau of Labor Statistics](#) show that, in the third quarter of 2019, median weekly earnings of full-time workers age 25 and older without a high school diploma were just \$606, 62% of median earnings of all full-time workers 25 and older (\$975). Data on change in unemployment since 2010 compiled by the California Employment Development Department and included in the [CWDB's 2020-2023 State Plan](#) (p. 22) show that, despite marked decreases in unemployment rates for individuals at all educational attainment levels during the recovery from the 2008-2009 economic downturn, the rate of unemployment among individuals in the labor force 16 and older without a high school degree consistently exceeded the rate among all other educational levels.

<sup>20</sup> See the most recent four-year adjusted cohort data on high school graduation rates from the California Department of Education, available [here](#). It should be noted that national data from recent years suggest that dropout rates among both Hispanic and Black high-schoolers have been steadily falling (see: John Gramlich, John. [“Hispanic dropout rate hits new low, college enrollment at new high,”](#) Pew Research Center, September 29, 2017; Fry, Richard, [“U.S. high school dropout rate reaches record low, driven by improvements among Hispanics, blacks,”](#) Pew Research Center, [October 2, 2014]. The likelihood of dropping out or becoming a “disconnected youth” is directly related to economic barriers. Because of systematic inequalities in economic opportunity by race and ethnicity (which include stratification of wealth, income, home ownership, and access to high-quality schools), graduation rates among Black, American Indian, and Hispanic students are higher than those among Asian students and non-Hispanic White students. Research suggests that much of this discrepancy stems from inequalities in income, wealth, and access to high quality education. Factors linked to parental socioeconomic status—such as family poverty and welfare receipt and low parental education—also impact a young person’s chances of becoming a disconnected youth. Because wealth, income, poverty rates, as well as access to quality schools, are all stratified by race—with Black, Hispanic, and Native American Californians experiencing higher poverty rates than their white non-Hispanic peers—economic sources of inequality perpetuate and reproduce inequities of educational access and outcomes. See, for example, findings of the California Lifting Children and Families Out of Poverty Task Force (AB 1520) Report, November, 2018.

Recognizing these challenges, WIOA prioritizes funding and services for out of school youth who are deemed eligible for program participation if they meet the following eligibility criteria:

- Not attending any secondary or postsecondary school (not including Title II Adult Education, YouthBuild, Job Corps, high school equivalency programs [exceptions in definitions], non-credit bearing postsecondary classes, dropout reengagement programs "start bold and italics" or charter schools with federal and state workforce partnerships).
- Age 16-24 years old.
- And, experience one or more of the following barriers:
  - A school dropout.
  - A youth who is within the age of compulsory school attendance, but has not attended school for at least the most recent complete school year quarter.
  - A recipient of a secondary school diploma or its recognized equivalent who is a low-income individual, is either basic skills deficient or an English language learner.
  - An offender.
  - A homeless individual or a runaway.
  - An individual in foster care or who has aged out of the foster care system or who has attained 16 years of age and left foster care for kinship guardianship or adoption, a child eligible for assistance under Section 477 of the *Social Security Act*, or in an out-of-home placement.
  - An individual who is pregnant or parenting (custodial and non-custodial parent including non-custodial fathers).
  - An individual with a disability.
  - A low-income individual who requires additional assistance to enter or complete an educational program or to secure or hold employment.

While WIOA reserves 75 percent of youth program funds for out of school youth, twenty-five percent may be used to serve youth who are still in school, but who also may require additional supports to complete their education.<sup>21</sup>

In order to receive services as an In-School youth, an individual must meet the following eligibility criteria:<sup>22</sup>

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<sup>21</sup> In-school youth are individuals who are enrolled in secondary or postsecondary school. If a youth is between high school graduation and postsecondary education, the youth is considered an In-School (IS) youth if they are registered for postsecondary education, even if they have not yet begun postsecondary classes. However, if the youth registers for postsecondary education, but does not follow through with attending classes, the youth is considered Out-of-School (OS) youth if the eligibility determination is made after youth decided not to attend postsecondary education. Youth on summer break are considered IS youth if they are enrolled to continue school in the fall (TEGL 21-16). [WSD 17-07](#). The same directive also provides further detail on the definition of this population. See also TEGL 21-16.

<sup>22</sup> A youth participant's eligibility is determined at intake, meaning that the youth remains eligible for youth services until exited (i.e.—there is no "aging out" of service eligibility, once a course of services has begun). For example, an individual who is an IS youth and between the ages of 14-21 at the time of enrollment, and is now beyond the age of 21, is still considered an IS youth until exited. This also applies to eligibility as IS versus OS: for

- Attending school, including secondary and postsecondary school.
- Age 14-21 years old (A youth with disabilities who is in an individualized education program at the age of 22 may be enrolled as an IS youth [TEGL 21-16 and EC 56026]).
- Low income individual.<sup>23</sup>
- And, meets one or more of the following barriers:
  - Basic skills deficient.
  - An English language learner.
  - An offender.
  - A homeless individual or runaway.
  - An individual in foster care or who has aged out of the foster care system or who has attained 16 years of age and left foster care for kinship guardianship or adoption, a child eligible for assistance under Section 477 of the Social Security Act, or in an out-of-home placement.
  - Pregnant or parenting (custodial and non-custodial parent including non-custodial fathers).
  - An individual with a disability.
  - An individual who requires additional assistance to complete an educational program or secure and hold employment.

Here it is important to note broad differences between in-school and out-of-school youth populations in terms of their expected trajectories through the WIOA Youth program and into continuing education and the labor market.

By definition, in-school youth are school-age individuals engaged in completing their secondary education. These are younger individuals enrolled in secondary school. They are not adults who are either on the job market, employed, or out of work. Indeed, individuals in the youngest part of the age range (14-15) for program participants are too young to legally work full-time. This is important when considering employment outcomes in the data tables that follow.

OS youth, in contrast, represent a group of individuals who are older (16-24), and who have become disconnected from school. These individuals may be more likely than IS youth to be living on their own and many not have access to resources from parents who provide for them

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example, an individual who is an IS youth and between the ages of 14-21 at the time of enrollment, and is now beyond the age of 21, is still considered an IS youth until exited. A youth participant's eligibility is determined at intake. Therefore, the youth remains eligible for youth services until exited. For example, an individual who is an OS youth at time of enrollment and is subsequently placed in school is still considered an OS youth. Additionally, an individual who is an OS youth and between the ages of 16-24 at the time of enrollment, and is now beyond the age of 24, is still considered an OS youth until exited.<sup>22</sup> The fact that status as in-school or out-of-school is permanent as determined at entry, is based on recognition of the fact that the two eligibility categories represent two distinct populations with differing barriers and service needs.

<sup>23</sup> See [WSD 17-07](#) for definitions and further details concerning categories of eligibility.

while they attend school or training. In addition, their non-completion of secondary education means that out of school youth may be more likely to require basic skills training or other forms of preparation that would enable them to participate in the kind of occupational skills training or career educational programs that their in-school peers may be able to enter immediately.

In the present report, outcome data for Youth program participants reflects outcomes for both IS and OS youth. Given the differences in these populations, one should interpret the findings with care. This is particularly true when interpreting changes in program outcomes over the course of the transition from WIA (FY 14-15) to WIOA (FY 15-16). For instance: changes in outcomes from FY 14-15 to FY 15-16 either in the aggregate or for particular participant groups could be shaped by changes in the composition of participant populations served, rather than changes in the efficacy of services received. This is especially true given that OS youth, who often face greater challenges in the education system and the labor market, make up a far greater share of the population served under WIOA than they did under WIA. Future dashboard reports will address these matters by disaggregating and displaying outcome data for both groups.

### **Programmatic and Data Implications of the Transition to WIOA in 2015**

The first year of formal enrollment under WIOA began in July 2016.

After July 1, 2015, Youth program participant eligibility was determined as follows:

- After July 1, 2015, all Workforce Investment Act (WIA) youth participants who were already enrolled in the WIA youth program were grandfathered into the WIOA youth program, even if they would not have met WIOA eligibility criteria, and without any additional action on the part of the Local Board. These individuals were allowed to complete WIA services specified in their individual service strategy.
- Youth who were enrolled later than July 1, 2015 were subject to WIOA eligibility rules, and served exclusively under WIOA service categories.
- To give an example: in the data in this chapter, participants appear as served under the training category, “other basic skills training” in both FY 14-15 and FY 15-16. Other basic skills training was exclusively a WIA service category, so why do participants continue to appear in this category under WIOA? They appear in the data because of continuing enrollment of WIA enrollees who were allowed to continue the program under original service categories.<sup>24</sup>

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<sup>24</sup> Eligibility rules under WIA were the more restrictive, because participant eligibility for school-attending and out-of-school youth were addressed in the same context. “Out of school” was merely one of a number of conditions that might grant an applicant eligibility to participate in the program—alongside other conditions (homelessness, basic skills deficiency, etc.)<sup>24</sup> The age range for all eligible Youth program participants in WIA was capped at 21. This means that it is unlikely to find a case in which an individual who would have been eligible to be served under WIA would not also have been eligible under WIOA, at the level of individual characteristics. Because WIOA expanded age eligibility for OS youth, it is definitely the case that some individuals who would not have been eligible under WIA due to their age became eligible under WIOA. However, at the aggregate level, WIOA (as discussed) definitely did impact eligibility for school-attending youth, in the sense that the share of funding dedicated to these participants (and thus, the capacity to serve them) dropped. As clarified, this was an intentional

**Participant Definition** – A WIOA Title I Youth participant is an individual that has at least one career, training, or supportive service reported under the WIOA Title I Youth funding stream.

**Eligibility Criteria & Participant Characteristics** – Eligible youth must be 14 to 24 years of age<sup>25</sup> and face one or more specified barriers to employment as discussed in the preceding pages.

**Exit Definition** – If the participant has not scheduled services for 90 days, the participant is considered exited. The exit date recorded is backdated 90 days.

**Exit Date** – If the participant has not scheduled services for 90 days, the participant is considered exited. The exit date recorded is backdated after 90 days has lapsed since the receipt of the last service. Program exit dates are system generated, unless the exit is an “exclusionary exit” which means the participant could no longer receive services because they were institutionalized, left the program for personal or family member medical reasons, were called to active military duty, became deceased, or were moved out of the Local Workforce Development Area due to their enrolment in foster care or some other mandated government program.

**Training Completion Definition** – Directly collected by program, pertaining to those Title I participants enrolled in training services.

**Training Completion Date** – Date completed training (if applicable).

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element of WIOA changes, based in the need to prioritize serving the hardest-to-serve: OS youth. Therefore, although on-paper eligibility rules for school-attending youth did not change under WIOA, the shift in funding allocation likely meant that some school-attending youth enrolled under WIA may not have been eligible for services in their Local Area under WIA, because their level of demonstrated need was lesser compared with that of other applicants. For eligibility rules under WIA, please see the Employment Development Department’s [WIA Eligibility Technical Assistance Guide \(TAG\)](#), which was aimed at Local Boards and contains the most detailed information. Youth eligibility information begins on page 25. Also see [Workforce Services Directive 14-4](#), September 25, 2014 which references the guide.

<sup>25</sup> These are age criteria that apply to the WIOA youth definition. Under WIA, eligibility for all Title I Youth recipients was capped at age 21. WIOA introduced a new targeting of out-of-school (disconnected) youth, whom the legislation defines as individuals between the ages of 16 and 24 who are not attending any school as defined by state law, and meet at least one of the following criteria: dropped out of school; is within compulsory school age but did not attend during the previous school year; has obtained a secondary school diploma or equivalent but is low income and basic skills deficient or an English language learner; is in the juvenile or adult justice systems; is homeless, a runaway, or either in or aged out of foster care; is pregnant or parenting; is an individual with a disability; and/or is low-income and “requires additional assistance to enter or complete an educational program or to secure or hold employment” In-school youth are low-income individuals aged 14-21 who are attending school and meet at least one of these criteria: is basic skills deficient; is an English language learner; is homeless, a runaway, or either in or aged out of foster care; is pregnant or parenting; is an individual with a disability; and/or “requires additional assistance to complete an education program or secure and hold employment” (DOL ETA Workforce GPS [Youth Fact Sheet](#)).

## **7.1 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.



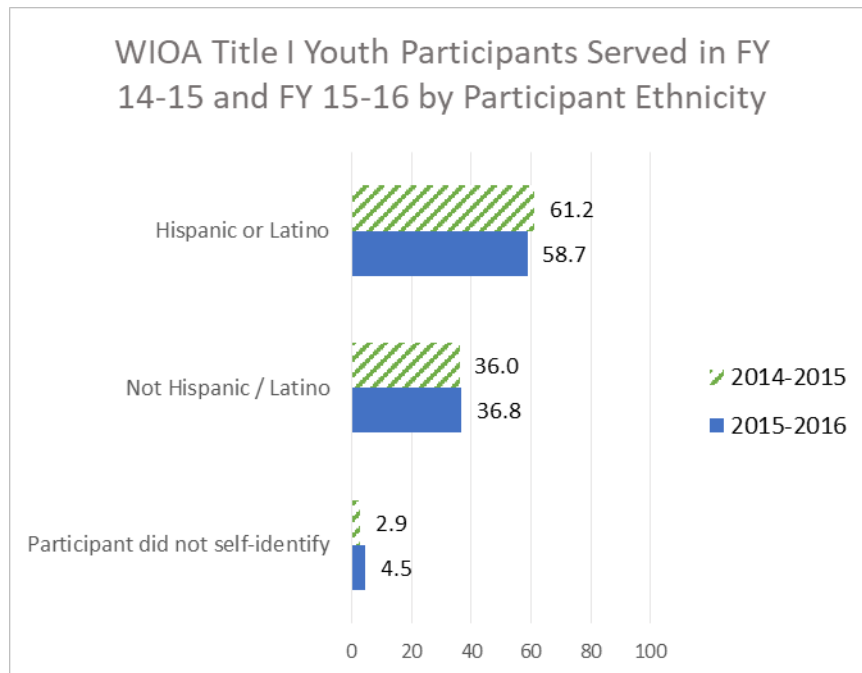
## 7.2 Participant Ethnicity

### 7.2.1.1 Table Set – Participant Ethnicity

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	15,312	11,224	4,971	5,943	52.9	\$2,602	4,308	38.4	6,528	58.2	\$3,060
Not Hispanic / Latino	9,010	6,545	2,444	3,096	47.3	\$2,277	2,173	33.2	3,422	52.3	\$2,585
Participant did not self-identify	714	522	165	266	51.0	\$2,432	206	39.5	272	52.1	\$2,922
<b>TOTAL</b>	<b>25,036</b>	<b>18,291</b>	<b>7,580</b>	<b>9,305</b>	<b>50.9</b>	<b>\$2,483</b>	<b>6,687</b>	<b>36.6</b>	<b>10,222</b>	<b>55.9</b>	<b>\$2,906</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	11,198	8,439	4,636	4,950	58.7	\$3,010	3,203	38.0	5,189	61.5	\$3,455
Not Hispanic / Latino	7,022	5,380	2,359	2,840	52.8	\$2,661	1,834	34.1	2,877	53.5	\$2,821
Participant did not self-identify	858	635	333	343	54.0	\$3,020	266	41.9	360	56.7	\$3,206
<b>TOTAL</b>	<b>19,078</b>	<b>14,454</b>	<b>7,328</b>	<b>8,133</b>	<b>56.3</b>	<b>\$2,886</b>	<b>5,303</b>	<b>36.7</b>	<b>8,426</b>	<b>58.3</b>	<b>\$3,263</b>

7.2.1.2 Figure – WIOA Title 1 Youth Participation by Ethnicity

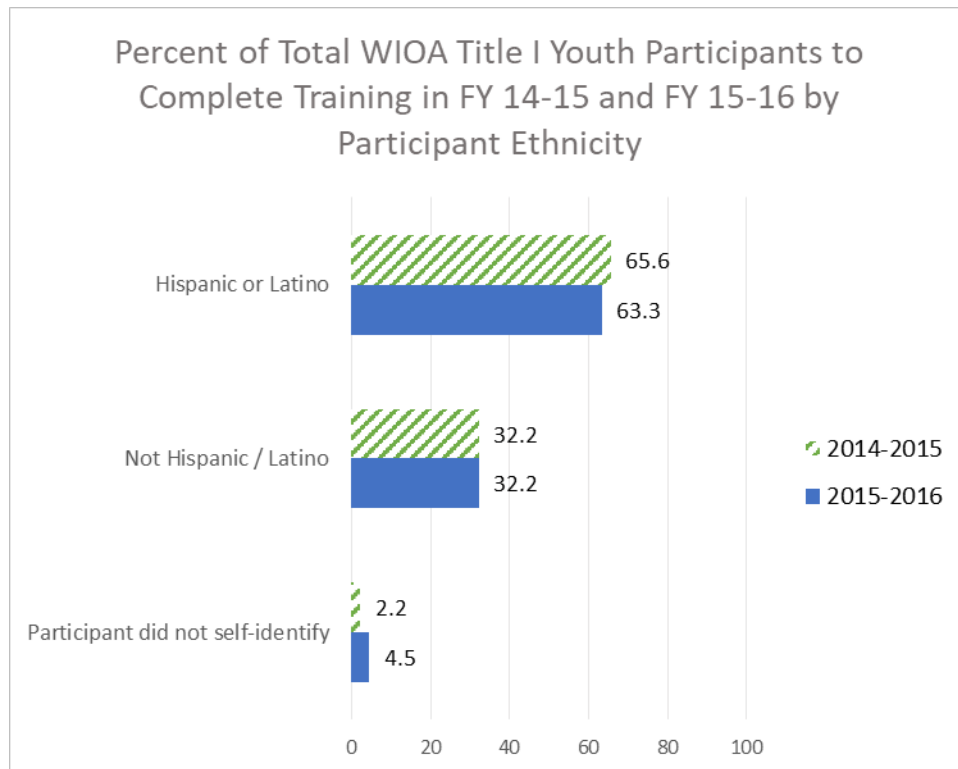


In both fiscal years covered in this report, Hispanic/Latino participants were the largest ethnic category served, 61.2% of the total served in FY 14-15 and 58.7% of all served in FY 15-16.

These shares were far larger than shares of Hispanic individuals in the statewide labor force, of which they represented 36.6% in FY 14-15 and 35.6% in FY 15-16.

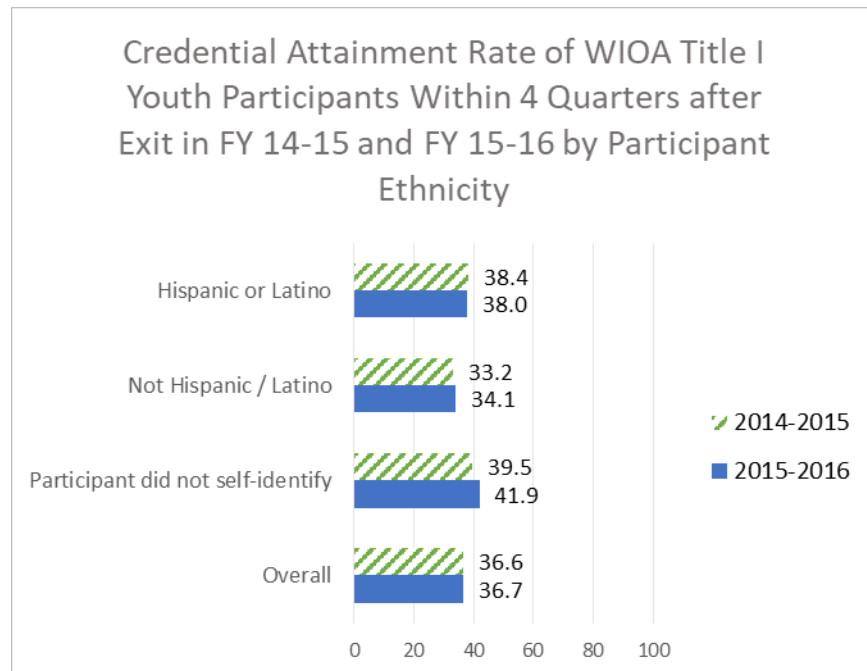
It is possible that enrollment demographics reflect population need, and/or might also indirectly reflect demographics of geographic location of highest enrollments in the WIOA Youth program.

7.2.1.3 Figure – WIOA Title 1 Youth Training Completion by Ethnicity



Hispanic/Latino participants were also the largest shares of participants to complete training in each year, 65.6% of all completions in FY 14-15 and 63.3% in FY 15-16.

7.2.1.4 Figure – WIOA Title 1 Youth Credential Attainment Rate by Ethnicity

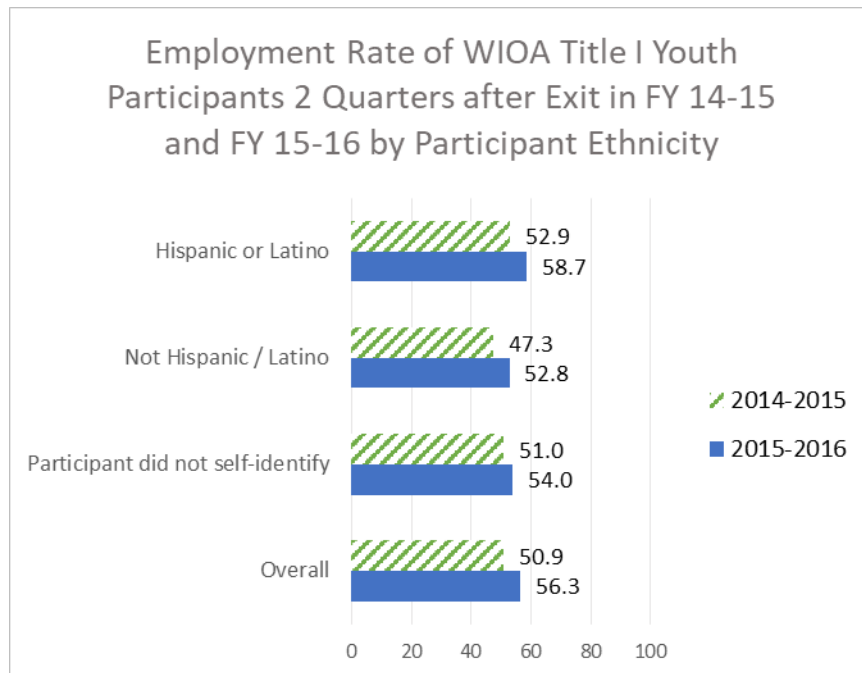


Hispanic/Latino participants had higher rates of credential attainment within a year of exit compared with non-Hispanic participants: 38.4% following exit in FY 14-15 compared with 33.2% among non-Hispanics; and 38.0% after exit in FY 15-16 compared with 34.1% among non-Hispanic participants.

Data discussed in the introduction shows lower rates of high school graduation in California among Hispanic youth compared with non-Hispanic whites<sup>26</sup>—which suggests that Hispanic/Latino participants might be overrepresented among WIOA out of school participants who are expected to represent the majority of all participants in FY 15-16’s data. Given that youth in this category face the largest completion barriers, Hispanic participants’ higher rates of credential attainment—including in FY 15-16—would appear especially striking. Without availability of information on out of school versus in school youth enrollments however, this remains speculative.

<sup>26</sup> [2018-19 Four-Year Adjusted Cohort Graduation Rate](#), California Department of Education. The four-year ACGR is the number of students who graduate from high school in four years with a regular high school diploma divided by the number of students who form the adjusted cohort for the graduating class. The four-year cohort is based on the number of students who enter grade 9 for the first time adjusted by adding into the cohort any student who transfers in later during grade 9 or during the next three years and subtracting any student from the cohort who transfers out, emigrates to another country, transfers to a prison or juvenile facility, or dies during that same period.

7.2.1.5 Figure – 2nd Quarter Youth Employment Rate of WIOA Title 1 Youth by Ethnicity



In the second quarter after exit from the Title I Youth program, employment was highest among Hispanic/Latino participants at 52.9% following exit in FY 14-15 and 58.7% after exit in FY 15-16. These rates were almost 6 percentage points higher than non-Hispanics' employment rates.

For this program, participant post-exit employment tells only part of the story. Federal reporting for the Youth program looks at the percentage of exited participants who are employed, but it also considers the percentage of participants who are reported during post-exit follow-up to be in continuing education or training. The policy intent behind this is clear: WIOA Youth participants are persons of school age or young adults, who are likely to benefit from either traditional postsecondary education, or from programs of vocational training.

Data continues to show substantial earnings gains from both four-year and two-year-degrees,<sup>27</sup> and research also provides evidence for gains from completing coursework in career technical fields (whether or not it results in a degree)<sup>28</sup>. Long-term vocational or occupational training and apprenticeship have been shown to be pathways to stable and well-paying employment.<sup>29</sup>

<sup>27</sup> See: Abel, Jason and Richard Deitz. [“Do the benefits of college still outweigh the costs?”](#) *Federal Reserve Bank of New York: Current Issues in Economics and Finance*, vol. 20, no. 3, 2014.

<sup>28</sup> see Bahr (2014); Changhwan and Tamborini (2019).

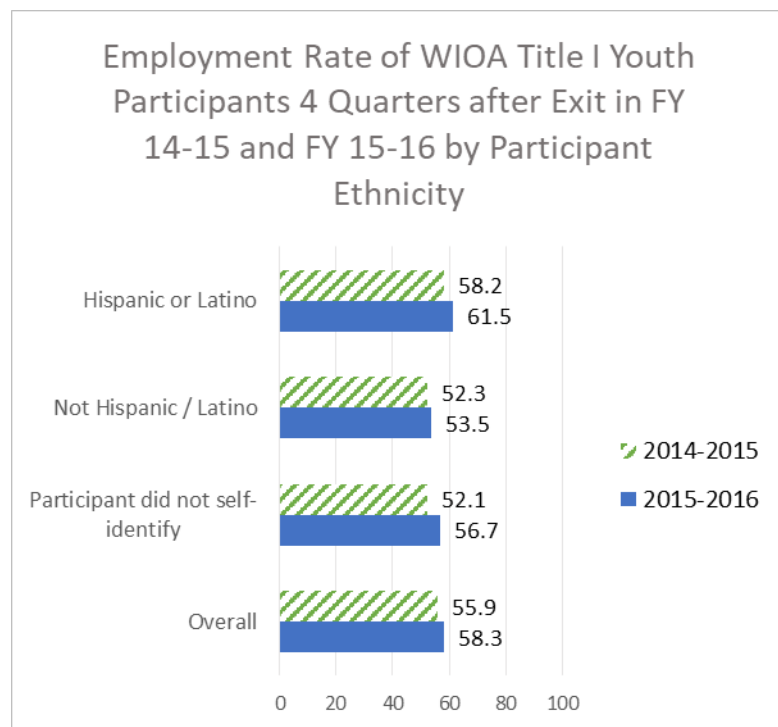
<sup>29</sup> Evidence from vocational training programs for youth finds particular benefit from programs that combine training and education, such as apprenticeship (see review of literature in Heinrich (2016), especially Damon and Fahr (2001); Fersterer et al (2008) Reed et al (2012).

In this report (as discussed), data was only available to show Youth program participants' employment outcomes. Therefore, interpretation of these outcomes must proceed carefully—particularly because (as is discussed in introductory chapters of this report) whether or not a participant was employed is established on the basis of wage-match with state employer unemployment insurance records, and does not exclude those who may be underemployed, employed part-time, or employed in “dead-end” jobs.

Given this, and the age of these participants, immediate employment may not always be the most desirable outcome.

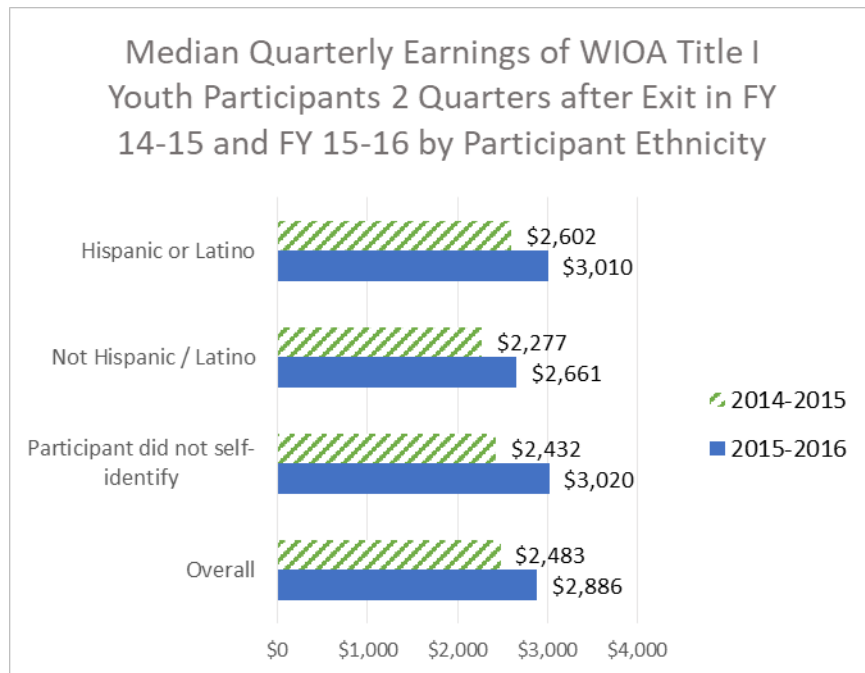
In the next report, data showing participants' enrollment in further training or education will be included alongside employment data, providing a fuller context of participant outcomes, including possible patterning by ethnicity, race, or other demographic characteristics.

**7.2.1.6** *Figure – 4<sup>th</sup> Quarter Employment Rate of WIOA Title 1 Youth by Ethnicity*



Employment rates of Hispanic/Latino participants continued to be higher than those of non-Hispanic participants in the fourth quarter after exit, 58.2% following exit in FY 14-15 and 61.5% following exit in FY 15-16. The FY 14-15 rate among Hispanics was about 6 percentage points higher than that among non-Hispanics, and the FY 15-16 rate was about 8 percentage points higher.

7.2.1.7 Figure – 2<sup>nd</sup> Quarter Median Earnings of WIOA Title 1 Youth by Ethnicity



Hispanic participants out-earned non-Hispanic participants in the second quarter after exit in both years, earning a quarterly median of \$2,602, +\$325 higher than the \$2,277 earned by non-Hispanic participants two quarters after exit in FY 14-15; two quarters after exit in FY 15-16, Hispanic participants earned a quarterly median of \$3,010 or +\$349 above the \$2,661 earned by non-Hispanic participants.

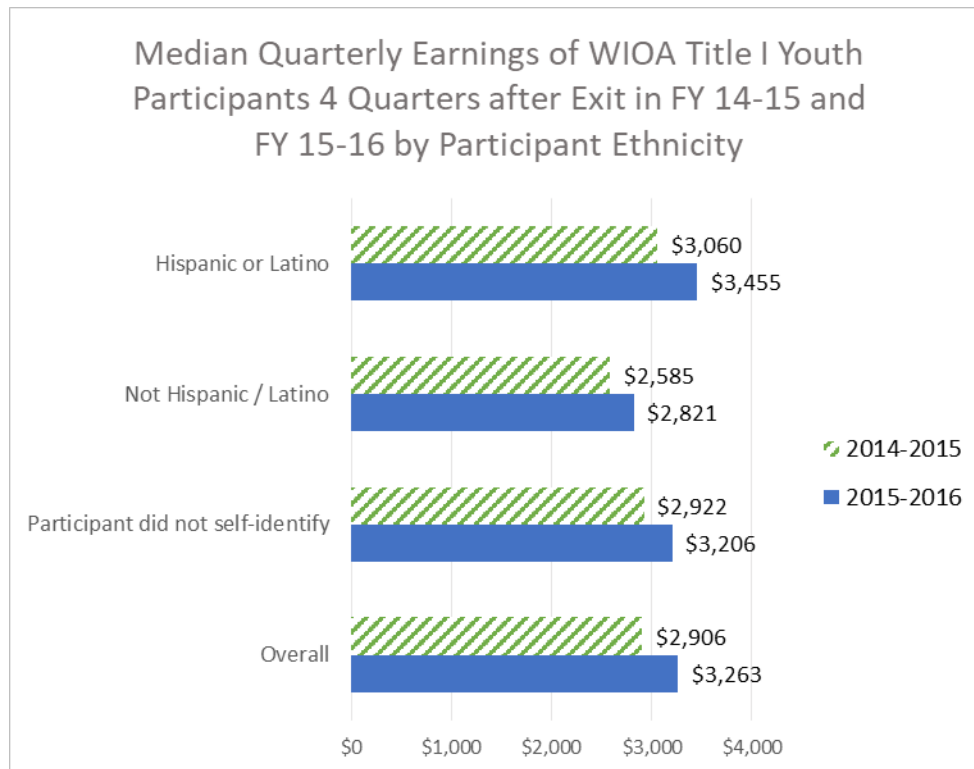
Once again, these outcomes should be cautiously interpreted in light of unavailable data on the other key Youth program outcome: how many, and which participants went on to continuing training or education in place of (or in addition to) getting a job.

There are several possible interpretations of what higher earnings could mean in a Youth program context: the simplest interpretation is that participants with higher earnings are getting better jobs. However, it could also be the case that higher earnings are due to participants working more hours, which could in turn mean that these participants are less likely to be participating in continuing training or education. In the present data, the correct interpretation is unknown, because of lack of data on participant continuing education or training.

One consideration that seems to support most or many former Youth program participants being employed only part-time (whether by choice, perhaps in the context of continued training/education, or not) is that earnings of both non-Hispanic and Hispanic participants are objectively low—working out (if second-quarter earnings are extrapolated to the whole year) to annual earnings of below \$12,000 at the highest.



7.2.1.8 Figure – 4th Quarter Median Earnings of WIOA Title 1 Youth by Ethnicity



Four quarters after exit in both years, Hispanic/Latino Youth participants' earnings were again higher than non-Hispanics' and the size of the earnings advantage increased: Hispanic participants earned a quarterly median of \$3,060 in the fourth quarter after exit in FY 14-15 which was +\$475 higher than \$2,585 among non-Hispanics. Four quarters after exit in FY 15-16, Hispanic participants earned \$3,455, +\$634 above the \$2,821 earned by non-Hispanic participants.

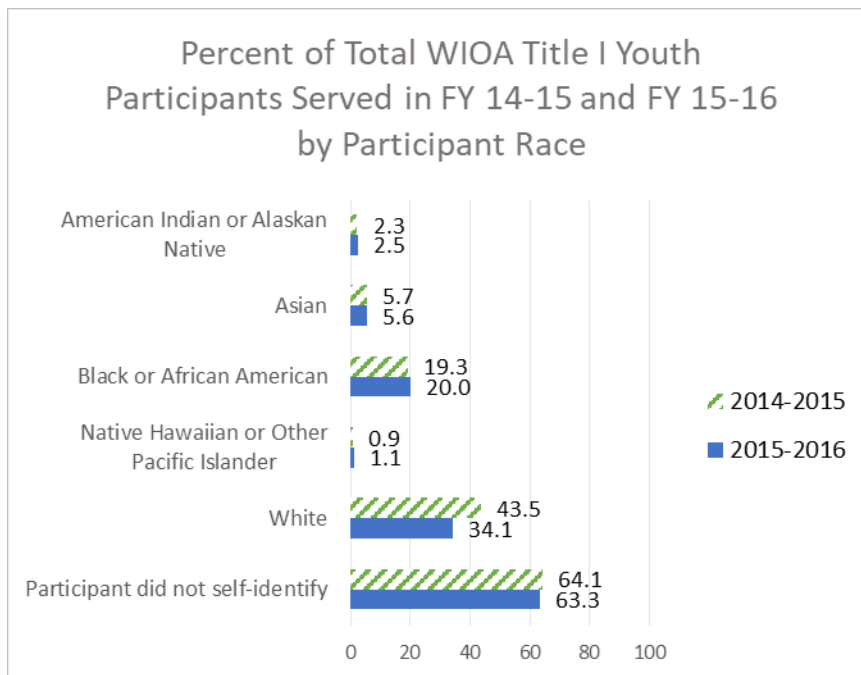
## 7.3 Participant Race

### 7.3.1.1 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	569	2.3	403	2.2	168	2.2	196	48.6	\$2,444	130	32.3	219	54.3	\$2,684
Asian	1,419	5.7	1,027	5.6	342	4.5	439	42.7	\$2,315	386	37.6	526	51.2	\$2,465
Black or African American	4,830	19.3	3,591	19.6	1,285	17.0	1,748	48.7	\$2,247	1,109	30.9	1,931	53.8	\$2,505
Native Hawaiian or Other Pacific Islander	237	0.9	158	0.9	55	0.7	78	49.4	\$2,005	57	36.1	81	51.3	\$2,580
White	10,901	43.5	7,879	43.1	4,141	54.6	4,081	51.8	\$2,610	3,194	40.5	4,443	56.4	\$3,048
Participant did not self-identify	16,051	64.1	11,766	64.3	5,143	67.8	6,222	52.9	\$2,664	4,521	38.4	6,812	57.9	\$3,123
<b>Total</b>	<b>25,036</b>	<b>N/A</b>	<b>18,291</b>	<b>N/A</b>	<b>7,580</b>	<b>N/A</b>	<b>9,305</b>	<b>50.9</b>	<b>\$2,483</b>	<b>6,687</b>	<b>36.6</b>	<b>10,222</b>	<b>55.9</b>	<b>\$2,906</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	473	2.5	342	2.4	168	2.3	176	51.5	\$2,902	99	28.9	185	54.1	\$3,290
Asian	1,074	5.6	810	5.6	370	5.0	412	50.9	\$2,682	289	35.7	428	52.8	\$3,103
Black or African American	3,818	20.0	3,008	20.8	1,269	17.3	1,609	53.5	\$2,640	978	32.5	1,656	55.1	\$2,623
Native Hawaiian or Other Pacific Islander	213	1.1	170	1.2	67	0.9	104	61.2	\$2,675	55	32.4	94	55.3	\$3,574
White	6,503	34.1	5,024	34.8	2,403	32.8	2,819	56.1	\$2,918	1,707	34.0	2,914	58.0	\$3,375
Participant did not self-identify	12,082	63.3	9,095	62.9	4,980	68.0	5,304	58.3	\$3,086	3,476	38.2	5,562	61.2	\$3,495
<b>Total</b>	<b>19,078</b>	<b>N/A</b>	<b>14,454</b>	<b>N/A</b>	<b>7,328</b>	<b>N/A</b>	<b>8,133</b>	<b>56.3</b>	<b>\$2,886</b>	<b>5,303</b>	<b>36.7</b>	<b>8,426</b>	<b>58.3</b>	<b>\$3,263</b>

### 7.3.1.2 Figure – WIOA Title 1 Youth Program Participation by Race



Participants who identified as white made up 43.5% of FY 14-15 participants, and 34.1% of FY 15-16's. While the largest group represented in the Youth program, these numbers were far off from labor force shares—where whites accounted for 74.10% of the state's labor force in FY 14-15 and 72.90% in FY 15-16.

It is likely that part of the difference has to do with methodological differences between demographic reporting for this (and other) workforce programs, and the Current Population Survey: the size of the difference between program share and labor force share is approximately the same as the share of the labor force that is Hispanic (36.6% in FY 14-15 and 35.6% in FY 15-16). For Hispanic or Latino individuals in California who also identify a race category, most identify as white.<sup>30</sup> Therefore, it appears likely that in this data, a substantial number of individuals who identified as Hispanic or Latino, did not also identify racially. If true, this would be consistent with research findings about self-identification among many Hispanic/Latino individuals.<sup>31</sup>

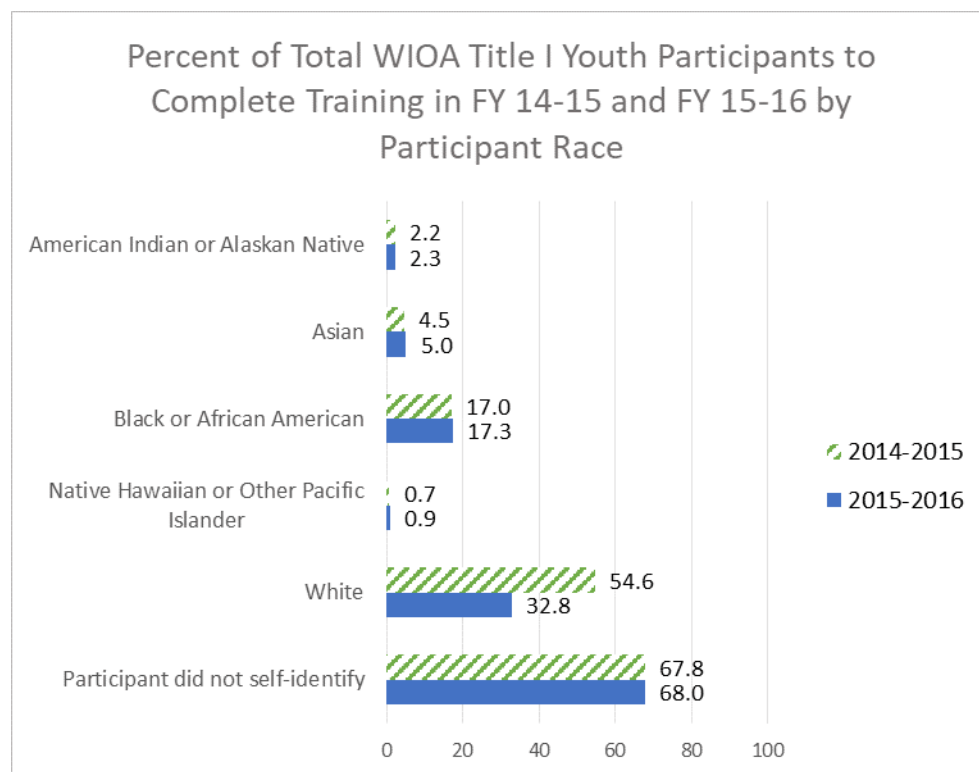
<sup>30</sup> See estimates of the CA labor force for FY 14-15 and FY 15-16 included in Chapter Three that show labor force shares by combined race and ethnicity. This data makes apparent that the most common race category used among Hispanics in California is white.

<sup>31</sup> See, for instance: Ana Gonzalez-Barrera and Mark Hugo-Lopez (June 15, 2015). [“Is being Hispanic a matter of race, ethnicity, or both?”](#) Pew Research Center. According to research on census responses, while 94% of the population overall selected at least one of five OMB-defined racial categories, among Latinos this was true only of 63%. 37% of this demographic instead wrote in a response (e.g., “Mexican,” “Hispanic,” “Latin American”). Significantly, non-identification with a separate race category was found to be more prevalent among younger Hispanic or Latino respondents.

If true, then white participants in this data are likely to largely represent non-Hispanic whites.

In both fiscal years, participants who were Native Hawaiian or Other Pacific Islander made up the smallest participant shares, about 1% each year's total. These figures were, however, quite close to this population's size in the state's labor force (0.90%).<sup>32</sup>

### 7.3.1.3 Figure – WIOA Title 1 Youth Training Completion by Race

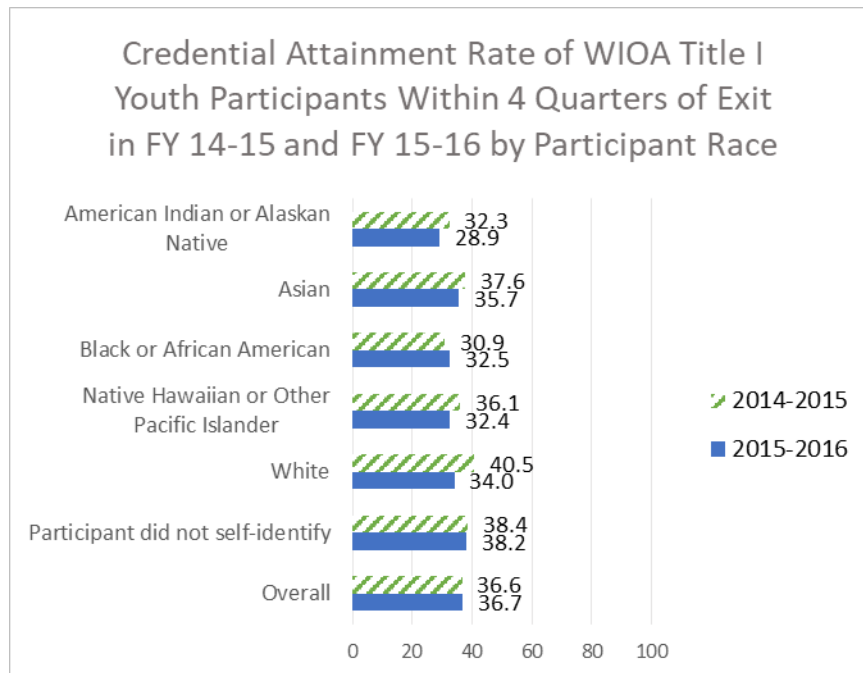


Shares of training completions by race were similar to exit shares, although the size of white participants' training share in FY 14-15 was notably larger (54.6%) than exit share (43.1%) for reasons that are not determined. Black participants' shares of training completions of about 17% appeared smaller in both years compared with exit shares, of about 20% and 21% respectively.

Without further information on levels of training enrollment, it cannot be determined what these differences may indicate.

<sup>32</sup> Small categories make it difficult to determine, definitively, whether or not very small percentage point differences are meaningful. To illustrate: a difference of 0.5 percentage point is, on the one hand, quite small. However, if a category contains just 1% of all participants, while the share of all exiters from this category is 1.5%, then the exit share is one-and-a-half times the group's program representation.

#### 7.3.1.4 Figure – Credential Attainment Rate of WIOA Title 1 Youth by Race

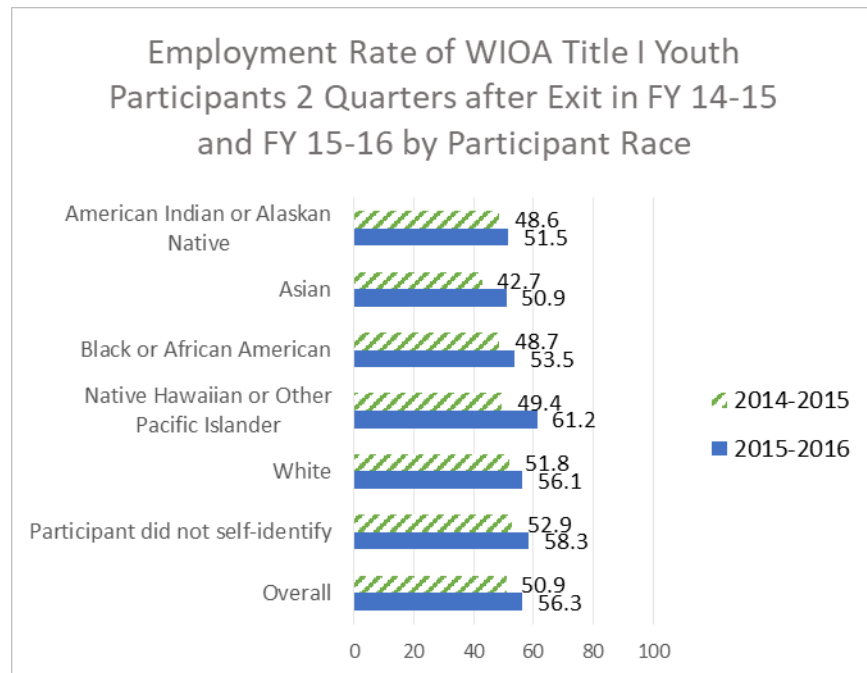


White Youth program participants had the highest rate of credential attainment within a year of exit in FY 14-15, 40.5% or about 4 percentage points higher than the aggregate rate. In the following year, non-identifying participants had the highest rate, 38.2%.

Credential attainment was lowest, following exit in FY 14-15, among Black/African-American participants at 30.9% or about 5.5 percentage points lower than the overall rate. Of participants to exit in the second year, American Indian/Alaskan Native participants had the lowest rate, 28.9% or nearly 8 percentage points lower than the overall rate.

Lower rates of high school completion among both populations in California, coupled with impacts from various structural inequalities faced by both groups, would make it likely that Black and American Indian youth are populations overrepresented among the WIOA OS youth population, relative to population shares. If this is the case, then lower rates of credential attainment could indirectly reflect out of school status at the time of entry. This hypothesis is speculative in the absence of specific information about in-school versus out-of-school youth enrollments in this data.

### 7.3.1.5 Figure – 2nd Quarter Employment Rate of WIOA Title 1 Youth by Race



In the second quarter after exit in FY 14-15, employment was highest among participants who did not self-identify, 52.9% or about 2 percentage points higher than the aggregate rate. These participants are presumed to be mainly Hispanic or Latino.

In the second quarter after exit in FY 14-15, white participants had the next-highest employment rate of 51.8%, about 1 percentage point higher than the overall rate. Among the second year's participants, the highest employment rate was among Native Hawaiian or Other Pacific Islander participants, 61.2% or about 5 percentage points above the overall. Asian participants were least likely to be employed two quarters after exit, with rates of 42.8% or about 8 points below the overall rate after exit in FY 14-15 and 50.9% following exit in FY 15-16, just over 5 percentage points lower than the aggregate rate.

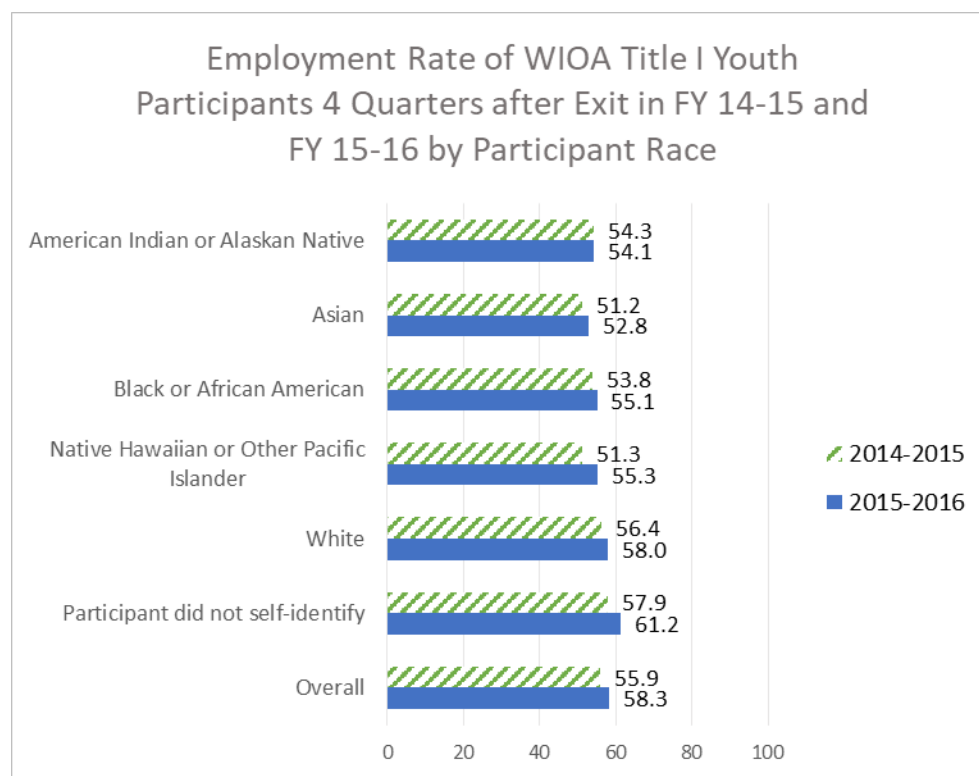
As noted, employment rates tell only half the story for this program's outcomes: just as important if not more so is information indicating whether former participants are continuing to receive training or education that may increase their future employability and earnings potential. Lacking this information, it is difficult to know how to interpret employment rate data alone. Lower employment rates among some participant groups could mean, for instance, that more individuals from this group are pursuing continuing education or skill training and that their choice to not be working is voluntary.

The shift from WIA's focus on in-school youth to WIOA's targeting of the out-of-school population is also a potentially important factor in interpreting this data. By definition, IS youth are attending (secondary) school. They are not adults who are likely to be either on the job

market, employed, or out of work (but likely seeking it). There is no normative expectation that they also be employed, and in-school youth (being younger) may also be more likely to have families able to take care of them while they go to school. OS youth, on the other hand, represent a group of individuals who may be older, and more likely to be financially independent of their parents. In FY 14-15 data, where (based on funding allocation) most Youth participants are likely to be in-school, low employment rates may simply indicate that participants are choosing not to work while actively engaged in continuing education or training. In FY 15-16 data, where numbers of out of school youth are likely to be greater, lower employment rates may not mean the same thing.

To fully interpret Youth outcomes, it will be necessary to have access to data on participants' continued participation in further education or training. Availability of this data for the next report—along with identification of participants by IS versus OS status— will cut down on the need for speculation, and provide a much clearer picture of outcomes.

**7.3.1.6** *Figure – 4<sup>th</sup> Quarter Employment Rate of WIOA Title 1 Youth by Race*



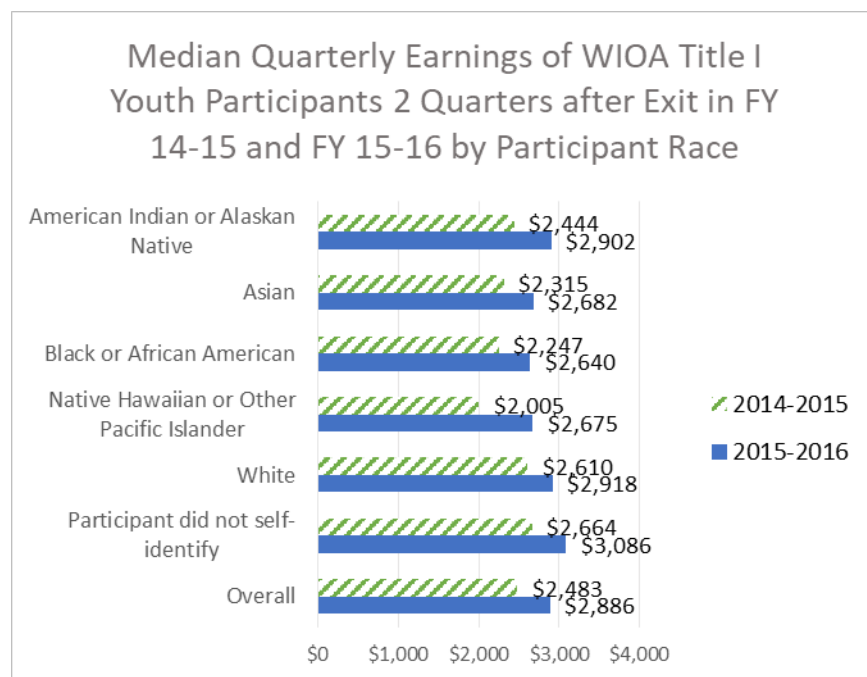
Participants who did not self-identify had highest employment in the fourth quarter after exit in both years, 57.9% and 61.2%, followed by White participants (56.4% and 58.0%).

Asian and Pacific Islander participants were least likely to be employed a year after exit in FY 14-15 with respective rates of 51.2% and 51.3%, while Asian participants alone had FY 15-16's lowest rate of employment at the one-year mark, 52.8%.



Once again, it is important to be cognizant of program design which encourages continued participation in extended training and/or learning, not only employment. Indeed, the former is expected to confer greater benefits and thus be more desirable as an outcome for these youth participants near the start of their working lives when opportunity to accumulate a skill base is greatest.

7.3.1.7 Figure – 2<sup>nd</sup> Quarter Median Earnings of WIOA Title 1 Youth by Race

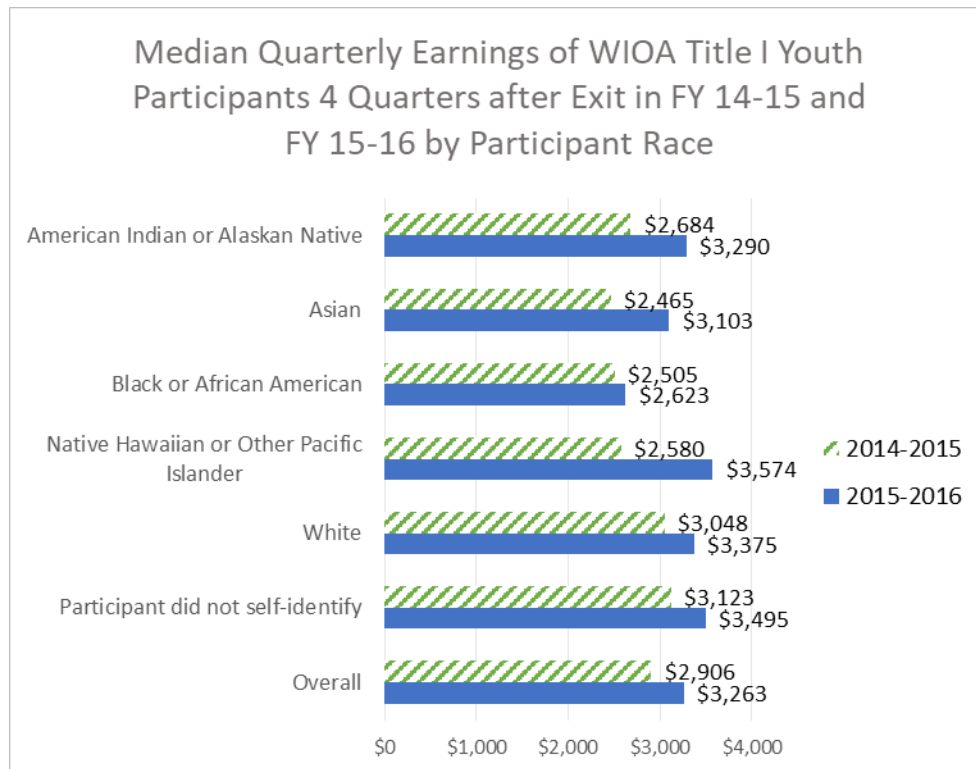


Highest earnings from the second quarter after exit were seen among non-identifying participants (\$2,664 and \$3,086 respectively) followed closely by white participants (earnings of \$2,610 and \$2,918).

Earnings of both groups were only between about +\$150 and +\$200 above the quarterly program-wide median, however it is important to remember that white participants and participants without a racial identify (many of whom are presumed to be Hispanic) made up a majority of all participants meaning that the category median will necessarily be similar to the overall median.

Earnings were lowest among Pacific Islander participants two quarters after exit in FY 14-15 at \$2,005 in the quarter—approximately -\$400 below the overall median, a significant amount-- and lowest among Black or African American participants in the second quarter after exit in FY 15-16 (\$2,640), falling about \$200 below the median.

7.3.1.8 Figure – 4th Quarter Median Youth Earnings of WIOA Title Youth by Race



Non-identifying followed by white participants again had highest earnings one year after exit. A year after exit in FY 14-15, Asian, Black, and Pacific Islander youth participants all had earnings that fell about \$500 or more below the overall median.

A year after exit in FY 15-16, earnings of Black participants at \$2,623 fell substantially below the overall median by -\$640 or about 20%.

It is difficult to interpret these outcomes fully in the absence of more contextual information on enrollments in continuing training and education.

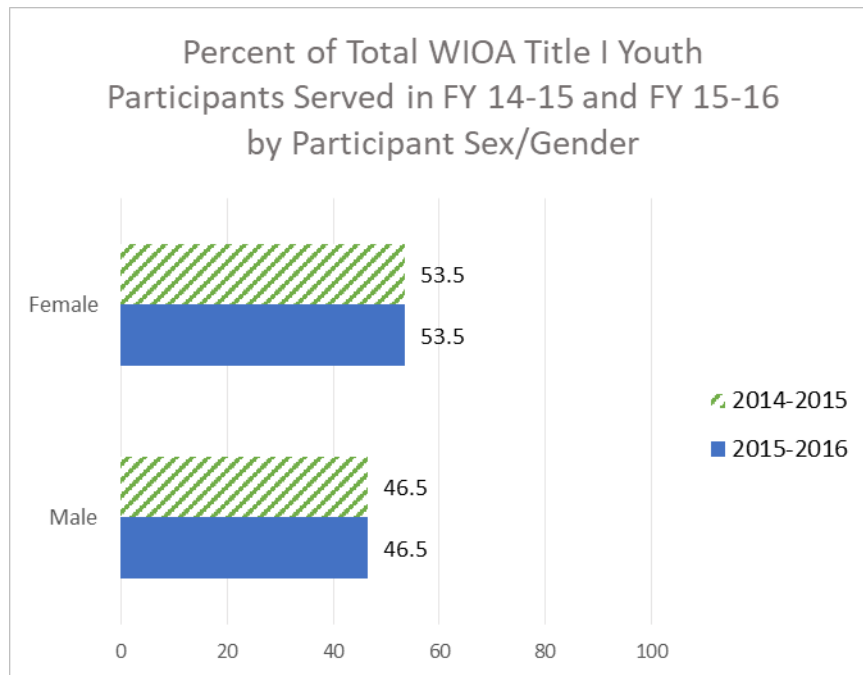
## 7.4 Participant Sex / Gender

### 7.4.1.1 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	11,650	8,546	3,568	4,316	50.5	\$2,637	2,901	33.9	4,771	55.8	\$3,015
Female	13,386	9,745	4,012	4,989	51.2	\$2,364	3,786	38.9	5,451	55.9	\$2,820
Unknown or Not Provided	0	0	0	0	0.0	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>25,036</b>	<b>18,291</b>	<b>7,580</b>	<b>9,305</b>	<b>50.9</b>	<b>\$2,483</b>	<b>6,687</b>	<b>36.6</b>	<b>10,222</b>	<b>55.9</b>	<b>\$2,906</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	8,871	6,779	3,359	3,755	55.39	\$2,941	2,392	35.3	3,974	58.6	\$3,332
Female	10,207	7,675	3,969	4,378	57.04	\$2,851	2,911	37.9	4,452	58.0	\$3,200
Unknown or Not Provided	0	0	0	0	0.00	\$0	0	0.0	0	0.0	\$0
<b>TOTAL</b>	<b>19,078</b>	<b>14,454</b>	<b>7,328</b>	<b>8,133</b>	<b>56.27</b>	<b>\$2,886</b>	<b>5,303</b>	<b>36.7</b>	<b>8,426</b>	<b>58.3</b>	<b>\$3,263</b>

7.4.1.2 Figure – WIOA Title 1 Youth Program Participation by Sex/Gender

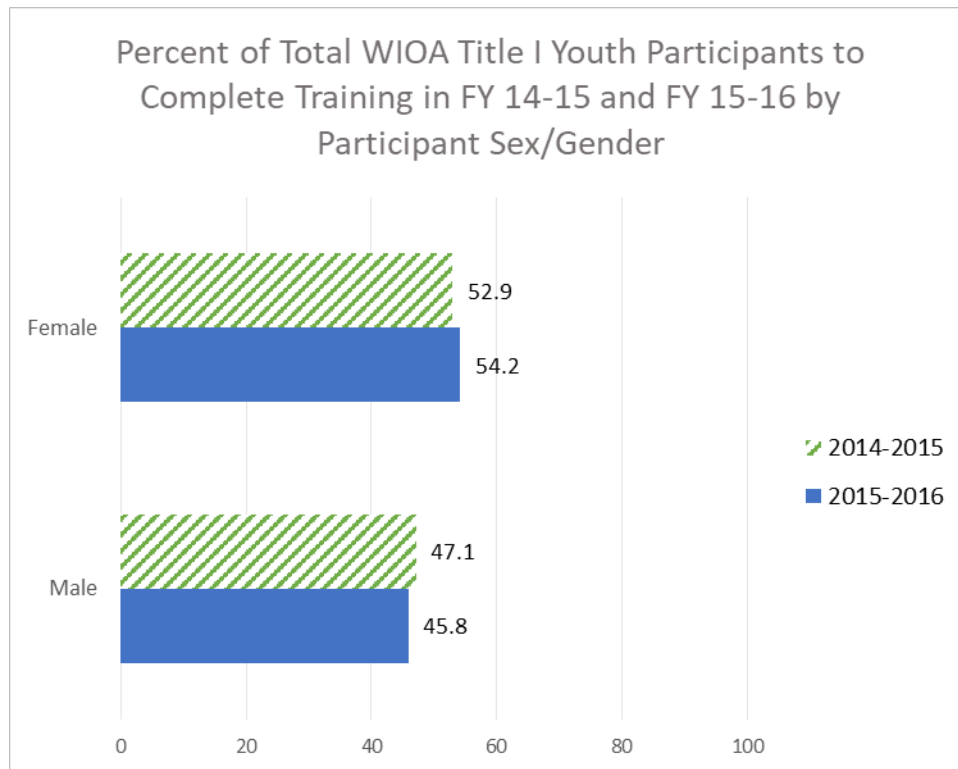


Female participants were a larger share of each year’s total compared with male participants, 53.5% compared with males who were just 46.5% in FY 14-15, and a very similar 53.5% female compared with 46.5% male in FY 15-16.

Compared with women’s share of the state’s labor force, their program representation was approximately +8 percentage points larger in each year (with male participants underrepresented by the same margin).<sup>33</sup>

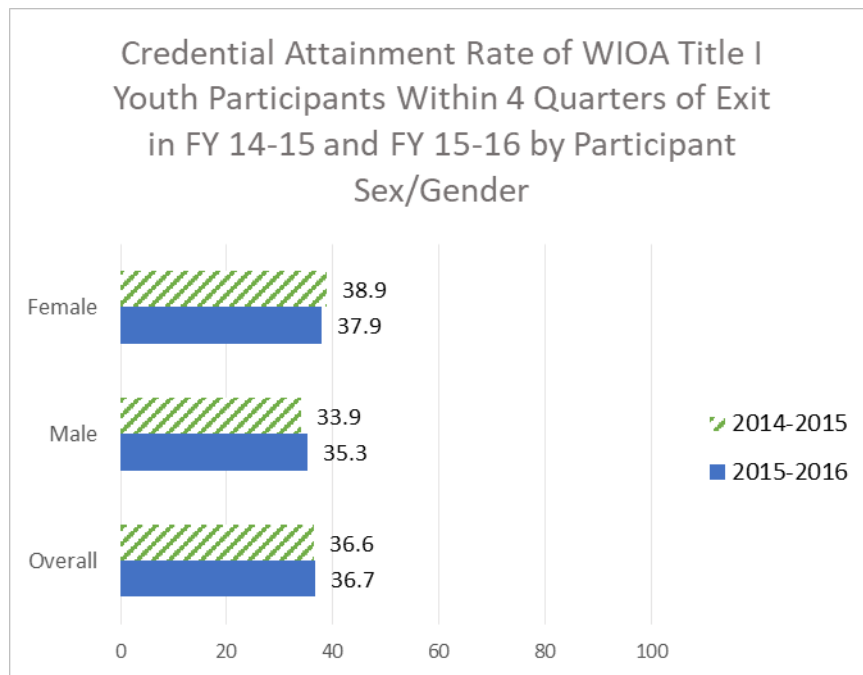
<sup>33</sup> The option for “did not self-identify” was added 7/1/16. This does not affect the quality, but may change completeness levels from 7/1/16 forward due to participants having the option to not answer this question. This data is not validated.

7.4.1.3 Figure – WIOA Title 1 Youth Training Completion by Sex/Gender



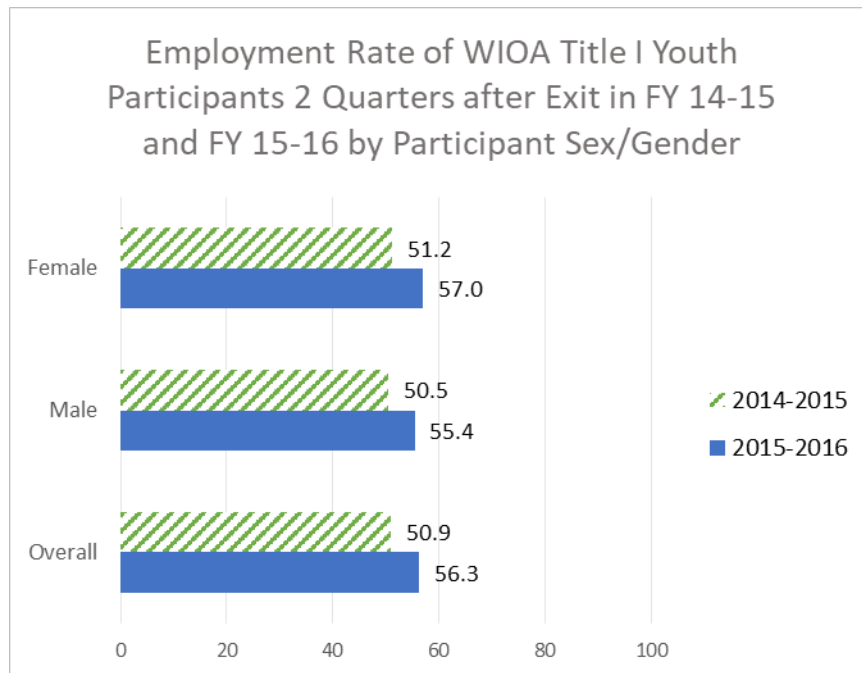
Similar to their shares of overall enrollment, women represented about 53% of all training completions in FY 14-15 and about 54% in FY 15-16 to male participants' 47% and 46%.

7.4.1.4 Figure – Credential Attainment Rate of WIOA Title 1 Youth Participants Within 4 Quarters of Exit by Sex/Gender



Female participants had higher rates of credential attainment within a year of exit in both fiscal years of data, compared with their male counterparts. Women’s credential rates of 38.9% (FY 14-15) and 37.9% (FY 15-16) were higher than men’s rates of 33.9% and 35.3% by about 5 and about 2.5 percentage points respectively.

7.4.1.5 *Figure– 2nd Quarter WIOA Title 1 Youth Employment Rate by Sex/Gender*

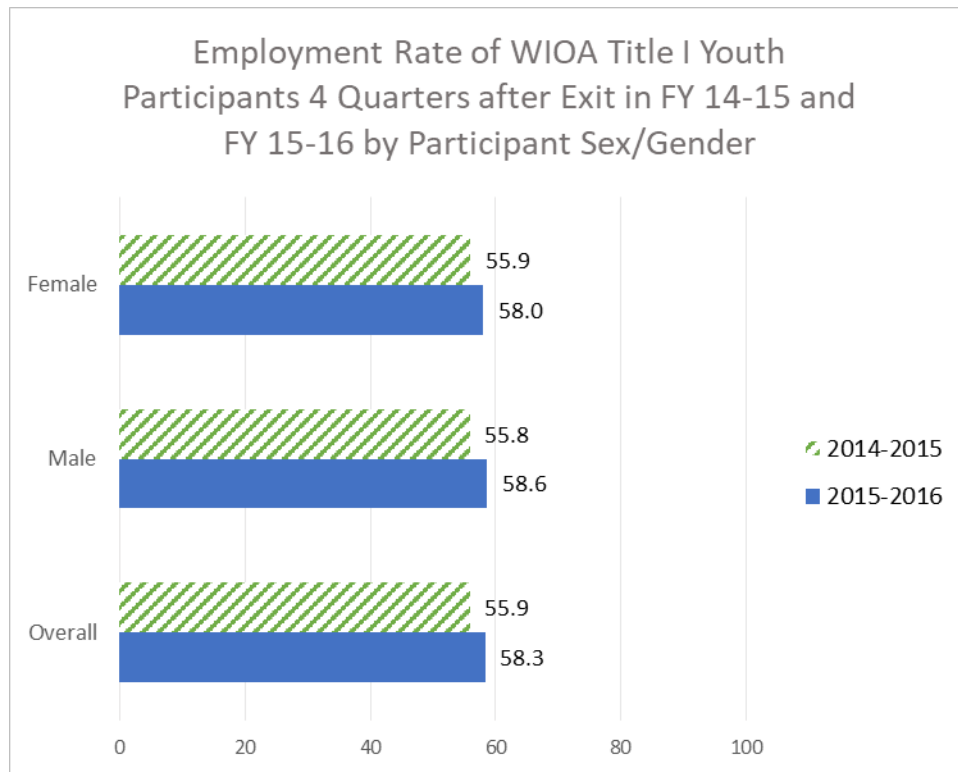


In the second quarter after exit from the Title I Youth program, rates of employment of male and female former participants were similar, with female participants slightly more likely to be employed. In the second quarter after exiting in FY 14-15, 51.2% of female Youth program participants were employed, compared with 50.5% of male participants. At the same stage after exit in the following year, 57.0% of female participants, compared with 55.4% of male participants were employed.

As has been discussed, post-exit employment for Youth participants is only one part of the picture: continued engagement in training or education is likely to confer greater benefits to these participants than immediate entry into the job market, and data used for the next report will capture these outcomes, as well. Without having information here on whether participants are concurrently enrolled in further training or education, it is difficult to know how to interpret employment outcomes.

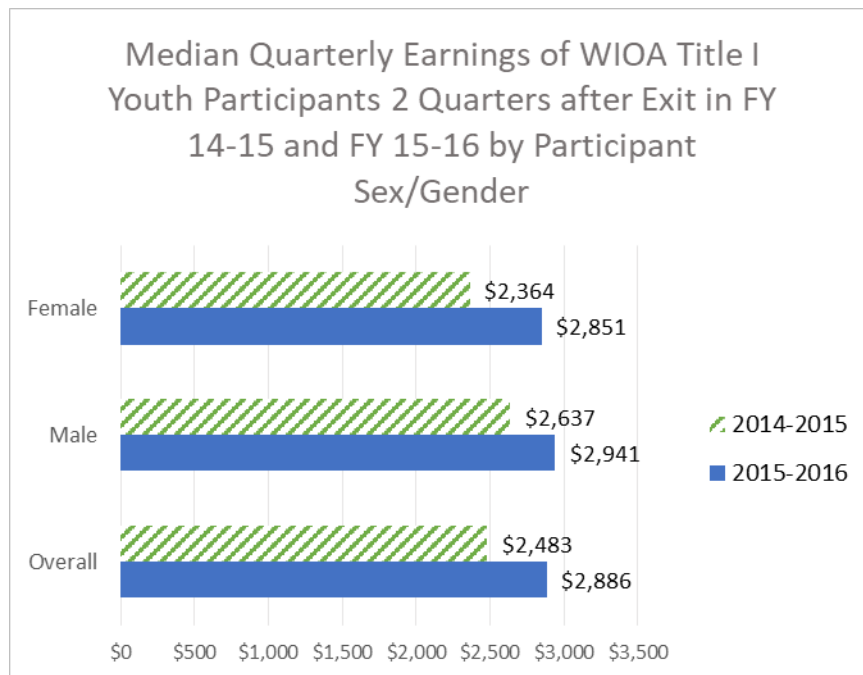


7.4.1.6 Figure – 4<sup>th</sup> Quarter WIOA Title 1 Youth Employment Rate by Sex/Gender



Employment rates of men and women converged a year following exit in both years, differing less than one percentage point among participants to exit in both years. In FY 15-16, the male employment rate pulled slightly ahead of the female rate.

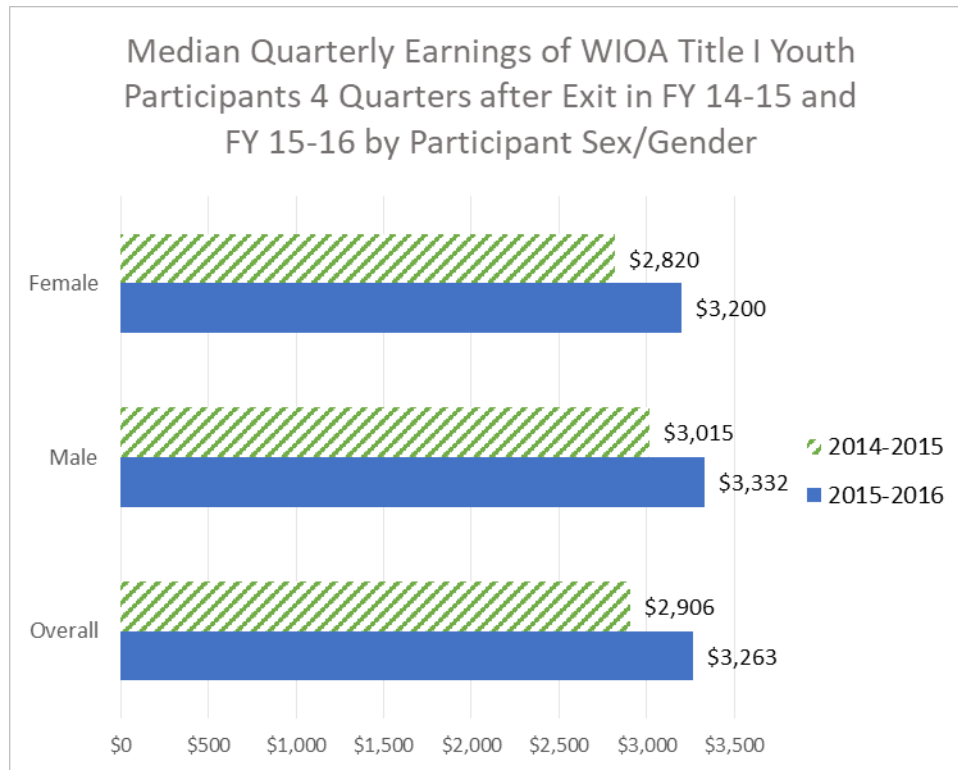
7.4.1.7 Figure – 2<sup>nd</sup> Quarter Median Earnings of WIOA Title 1 Youth Participants by Sex/Gender



In the second quarter after exit in FY 14-15, male participants earned \$2,637 and female participants, -\$273 less, at \$2,364. Following exit in FY 15-16, male participant earnings were +\$90 higher at \$2,941 than those of female participants (\$2,851).

Such similar earnings of male and female participants are unusual in terms of the broader labor market, where men out-earn women in most fields. The age of participants, the fact that the earnings shown may be likely to reflect earnings from part-time work, and/or the fact that many participants are likely to be in continuing education or training, are all factors that may explain observed outcomes.

7.4.1.8 Figure – 4<sup>th</sup> Quarter Median Earnings of WIOA Title 1 Youth Participants by Sex/Gender



Male participants' earnings a year after exit in FY 14-15 of \$3,015 +\$195 higher than those of female participants, and male earnings a year after exit in FY 15-16 of \$3,332 +\$132 higher than female participants'.

## 7.5 Participant Age Group at Entry

### 7.5.1.1 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	25,035	18,291	7,580	9,305	50.9	\$2,483	6,687	36.6	10,222	55.9	\$2,906
25-54	0	0	0	0	0.0	\$0	0	0.0	0	0.0	\$0
55 and older	<10	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>25,036</b>	<b>18,291</b>	<b>7,580</b>	<b>9,305</b>	<b>50.9</b>	<b>\$2,483</b>	<b>6,687</b>	<b>36.6</b>	<b>10,222</b>	<b>55.9</b>	<b>\$2,906</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	18,710	14,221	7,182	7,980	56.1	\$2,873	5,194	36.5	8,279	58.2	\$3,255
25-54	367	232	146	153	65.9	\$3,724	109	47.0	147	63.4	\$3,886
55 and older	<10	<10	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>19,078</b>	<b>14,454</b>	<b>7,328</b>	<b>8,133</b>	<b>56.3</b>	<b>\$2,886</b>	<b>5,303</b>	<b>36.7</b>	<b>8,426</b>	<b>58.3</b>	<b>\$3,263</b>

Program eligibility in the WIOA Title I Youth program is subject to age parameters, as discussed in this chapter's introduction: out-of-school youth must be between the ages of 16 and 24 at the time of program entry (and meet a set of other criteria as discussed). In-school youth are low-income individuals aged 14-21 who are attending school and meet a set of additional criteria. Under WIA, eligibility for all youth services was capped at age 21.<sup>34</sup>

The expansion of age eligibility for OS youth (up to age 24) was part of the legislation's goal of better targeting young people who have become disconnected from education.<sup>35</sup>

In the second year of program data, the larger number of individuals reported to be in the middle age range, between 25 and 54 at the time of entry, probably represent participants enrolled under WIA and "grandfathered" in with the implementation of WIOA (at which time their age information may have been re-processed). If accurate, this means they would likely be closer to the younger end of the 25-54 age range.

Smaller numbers of participants outside the eligible age range in the first fiscal year, and in the oldest age category in both fiscal years, must be due to record-keeping issues rather than reflecting actual participant ages.

Because the standard age brackets used by this report are appropriate to adult participants, no analysis of age-disaggregated outcomes is presented for the Youth program.

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<sup>34</sup> Given these eligibility requirements, it appears likely that inclusion of marginal numbers of participants in older age ranges could stem from recordkeeping challenges linked to the changeover from WIA to WIOA between the end of FY 14-15 and the beginning of FY 15-16, and/or imperfect exclusion of these participants in the data file received. As noted in the Title I Adult program chapter, the transition from WIA to WIOA was also a transition in reporting practices: The change to WIOA effected changes in 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.

It is also possible that the very small (<10) number of Youth participants in the middle age range in FY 14-15 data could be participants who met program age criteria at the time of entry, and continued to be enrolled in the program for at least four years. In both cases, tiny category size means that numbers can be considered negligible.

<sup>35</sup> For an overview of related issues, see two resources from the nonprofit organization Center for Law and Social Policy (CLASP): an [overview of the Title I Youth program under WIOA](#), and a [presentation](#) on the topic of serving out of school youth in WIOA context.

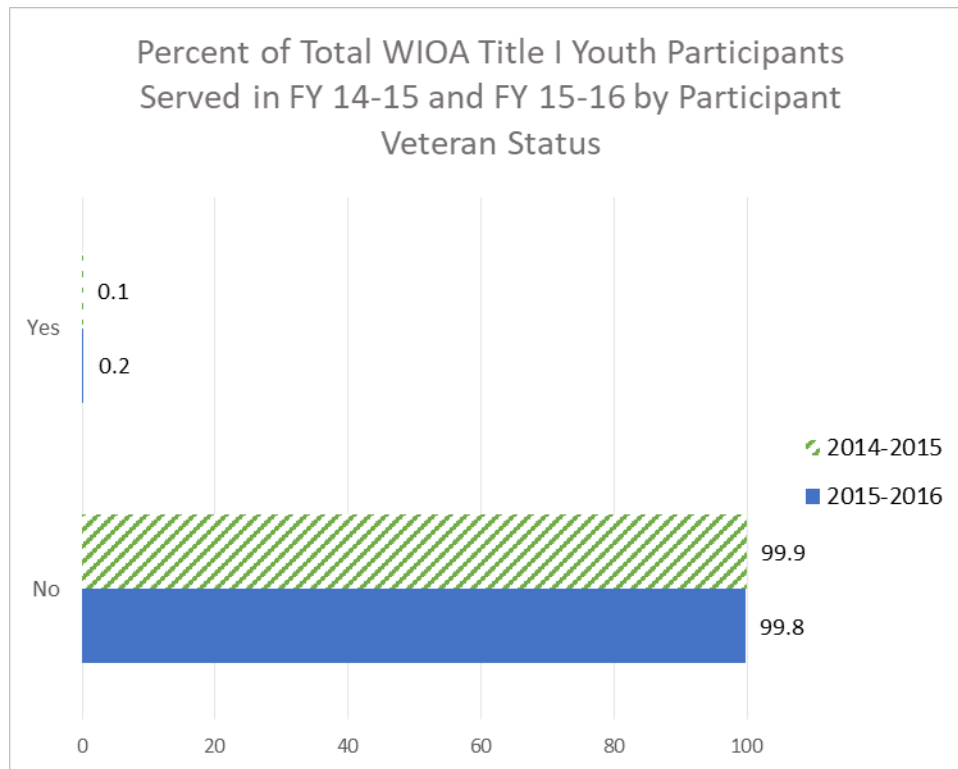
## 7.6 Participant Veteran Status

### 7.6.1.1 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	14	10	<10	<10	40.0	\$4,727	<10	20.0	<10	60.0	\$3,906
No	25,022	18,281	7,575	9,301	50.9	\$2,483	6,685	36.6	10,216	55.9	\$2,905
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>25,036</b>	<b>18,291</b>	<b>7,580</b>	<b>9,305</b>	<b>50.9</b>	<b>\$2,483</b>	<b>6,687</b>	<b>36.6</b>	<b>10,222</b>	<b>55.9</b>	<b>\$2,906</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	36	28	22	20	71.4	\$3,651	20	71.4	17	60.7	\$4,150
No	19,042	14,426	7,306	8,113	56.2	\$2,886	5,283	36.6	8,409	58.3	\$3,263
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>19,078</b>	<b>14,454</b>	<b>7,328</b>	<b>8,133</b>	<b>56.3</b>	<b>\$2,886</b>	<b>5,303</b>	<b>36.7</b>	<b>8,426</b>	<b>58.3</b>	<b>\$3,263</b>

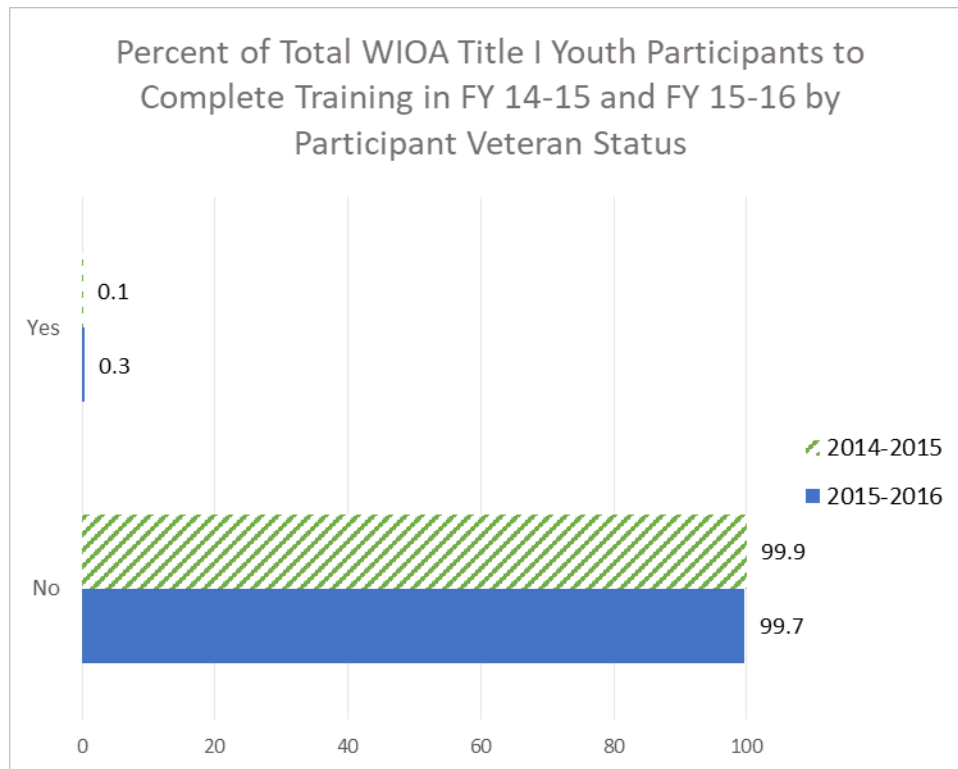
7.6.1.2 Figure – WIOA Title 1 Youth Program Participation by Veteran Status



Overwhelming majorities of participants in each fiscal year were non-veterans (99.9% of total participants in FY 14-15 and 99.8% of all participants in FY 15-16). While also comprising a minority of the state’s labor force, veterans appear underrepresented by -4.73 percentage points in the first, and -4.49 percentage points in each fiscal year.

Age parameters of the Youth program are doubtless the cause of low levels of veteran enrollment, meaning that apparent underrepresentation is likely not of concern.

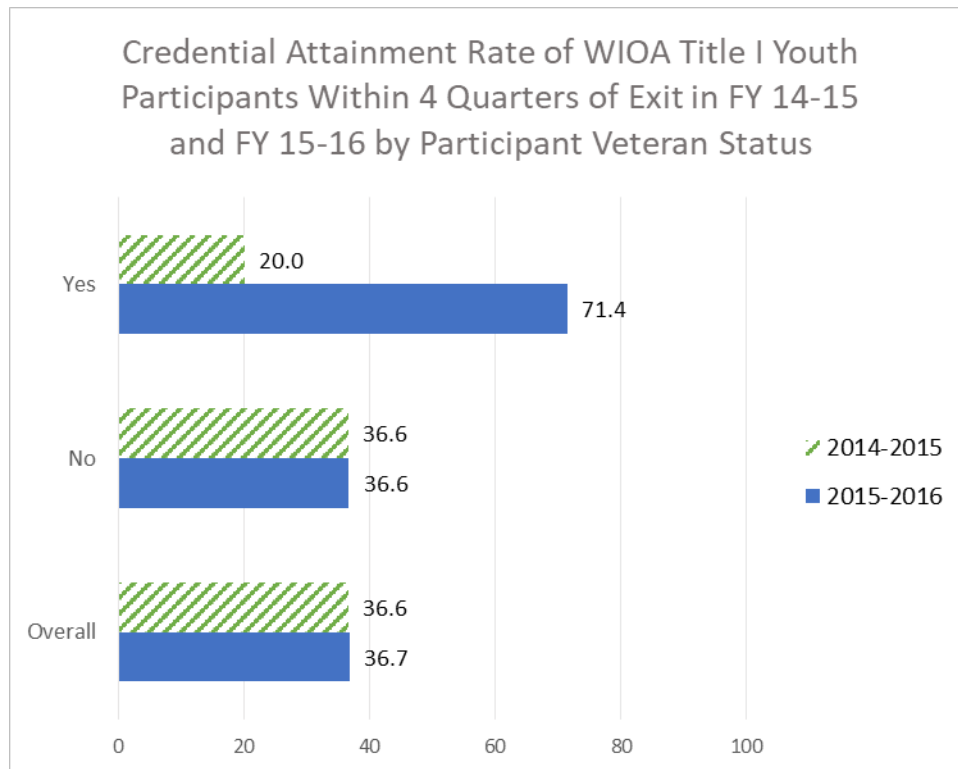
7.6.1.3 Figure – WIOA Title 1 Youth Training Completion by Veteran Status



Shares of training completion by veteran status also appeared aligned with shares of enrollment and exit.



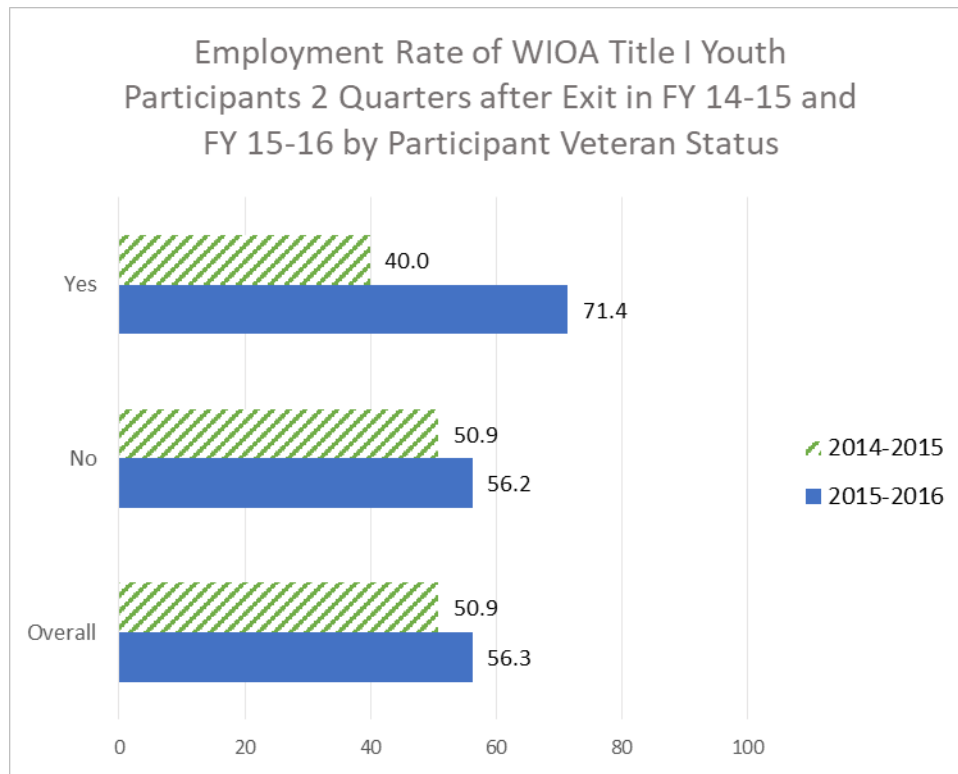
7.6.1.4 Figure – WIOA Title 1 Youth Credential Attainment Rate by Veteran Status



There was no clear pattern in credential attainment rates between veterans and non-veterans across the two fiscal years: among participants who exited during FY 14-15, 36.6% of non-veterans earned a credential compared with 20.0% of veterans. Of those to exit in the following year, the rate of credential attainment among non-veterans was the same as the prior year (36.6%) but 71.4% among veterans.

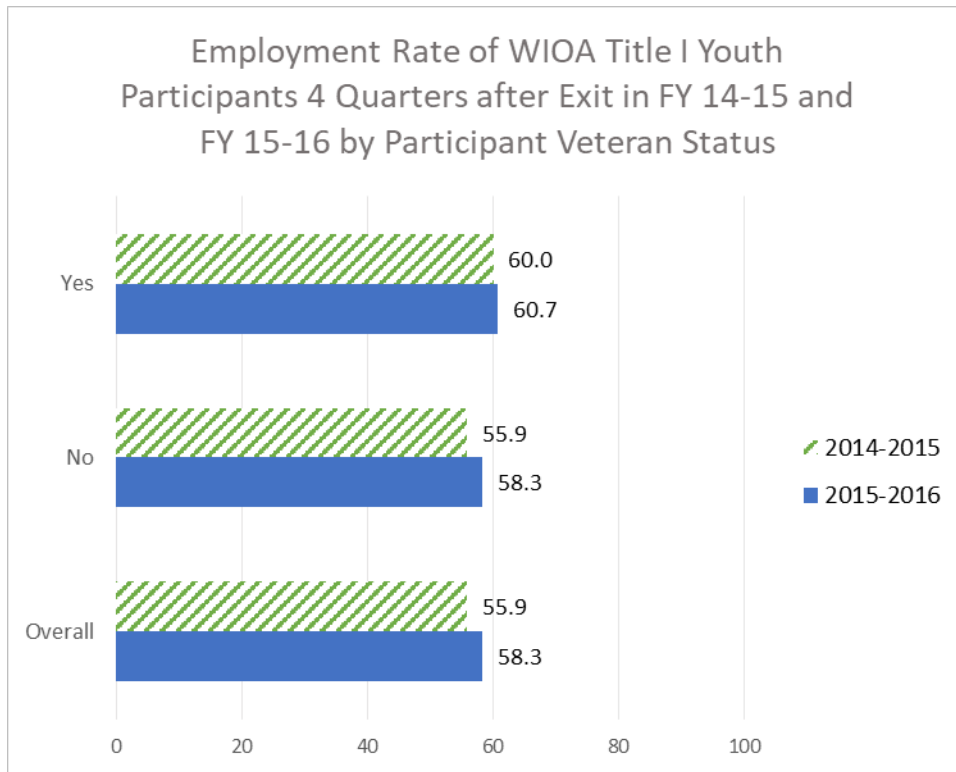
Veterans were an extremely small share of participants in each fiscal year (<10), which can be expected to contribute to wider variability between the two years' data.

7.6.1.5 Figure – 2nd Quarter WIOA Title 1 Youth Employment Rate by Veteran Status



Second-quarter employment rates among non-veterans were fairly stable year to year (50.9% following exit in FY 14-15 and 56.2% following exit in FY 15-16) and again varied widely among veterans, at 40% among first-year and 71.4% among second-year participants to exit.

7.6.1.6 Figure – 4<sup>th</sup> Quarter WIOA Title 1 Youth Employment Rate by Veteran Status

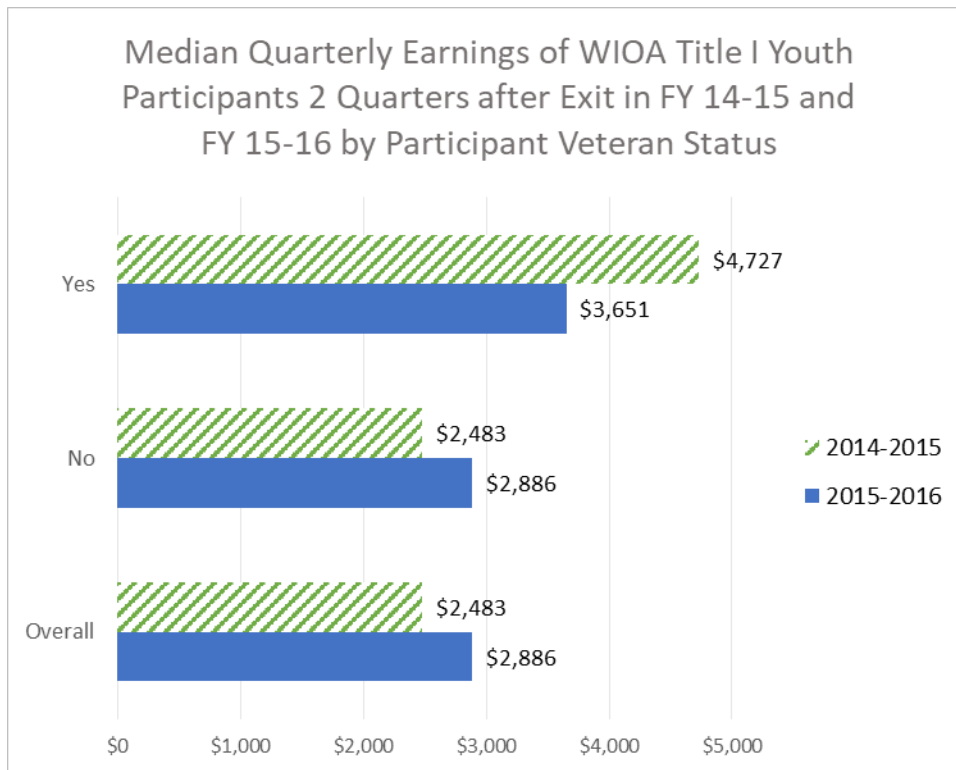


One year after exit, non-veteran employment rates increased relative to the earlier post-exit stage to 55.9% and 58.3%. Veteran rates showed more fluctuation from the earlier stage which is again likely due to the very small number of individuals in this category which makes the aggregate rate far more sensitive to changes in the employment status of one or a few individuals.

With just two years of program data, and only one from the WIOA period, it may be difficult to interpret what these inconsistent outcomes mean. In addition to fluctuations linked to small size of the veteran population in the Youth program, it could be that changes in composition of Youth program cohorts (more OS youth participants and fewer IS youth participants) could have some unknown effect on outcomes observed here.

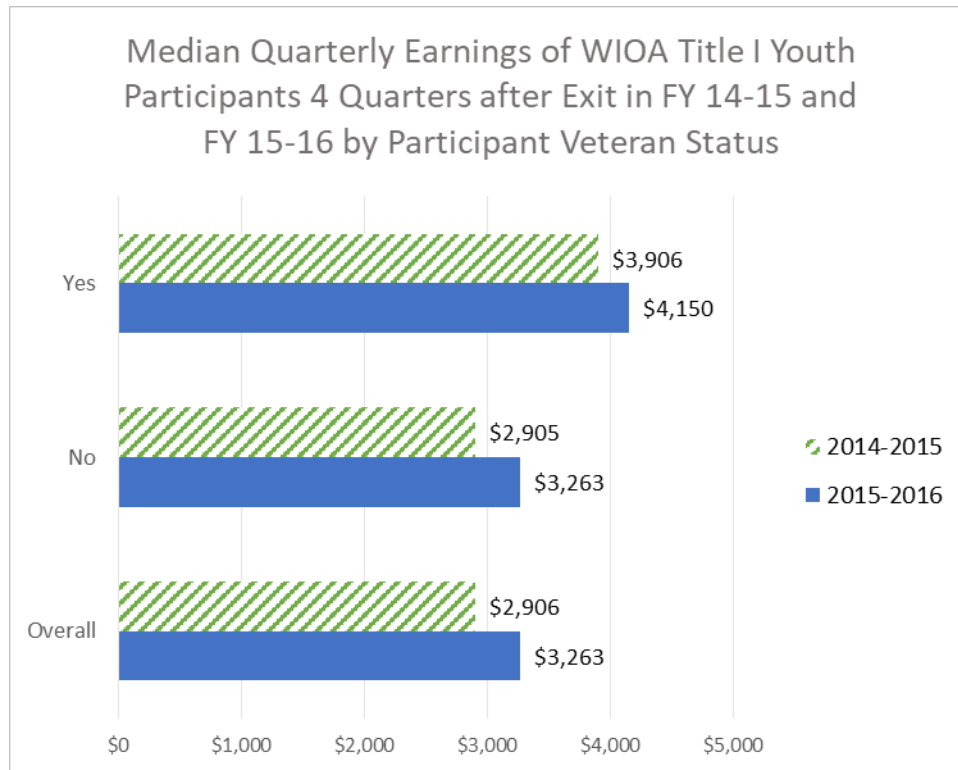
As more years of participant data from the WIOA period become available, it is hoped that future versions of this report will be able to more clearly indicate trends in outcomes.

7.6.1.7 Figure – 2<sup>nd</sup> Quarter Median Earnings of WIOA Title 1 Youth Participants by Veteran Status



Veterans' earnings exceeded those of non-veterans two quarters after exit in both fiscal years, with veteran median earnings of \$4,727 following exit in FY 14-15 nearly twice as great as those of non-veterans (\$2,483). Veteran earnings of \$3,651 from the second quarter after exit in FY 15-16 were +\$756 higher than those of non-veterans.

7.6.1.8 Figure – 4<sup>th</sup> Quarter Median Earnings of WIOA Title 1 Youth Participants by Veteran Status



In the fourth quarter after exit, veterans' earnings continued to be higher than non-veterans: a year after exit in FY 14-15, veteran earnings of \$3,906 were about +\$1,000 (34%) higher than those of non-veterans, and veterans' earnings of \$4,150 a year after exit in FY 15-16 were +\$887 or 27% higher than those of non-veterans.

## 7.7 Training Completion Status

### 7.7.1.1 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	7,580	4,086	53.9	\$2,622	3,729	49.2	4,356	57.5	\$3,006
No	10,711	5,219	48.7	\$2,373	2,958	27.6	5,866	54.8	\$2,821
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>18,291</b>	<b>9,305</b>	<b>50.9</b>	<b>\$2,483</b>	<b>6,687</b>	<b>36.6</b>	<b>10,222</b>	<b>55.9</b>	<b>\$2,906</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	7,328	4,277	58.4	\$2,959	4,021	54.9	4,346	59.3	\$3,369
No	7,126	3,856	54.1	\$2,809	1,282	18.0	4,080	57.3	\$3,152
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>14,454</b>	<b>8,133</b>	<b>56.3</b>	<b>\$2,886</b>	<b>5,303</b>	<b>36.7</b>	<b>8,426</b>	<b>58.3</b>	<b>\$3,263</b>

Service descriptions are available in Appendix E.

7.7.1.2 Figure – Program Exit of WIOA Title 1 Youth by Training Completion Status

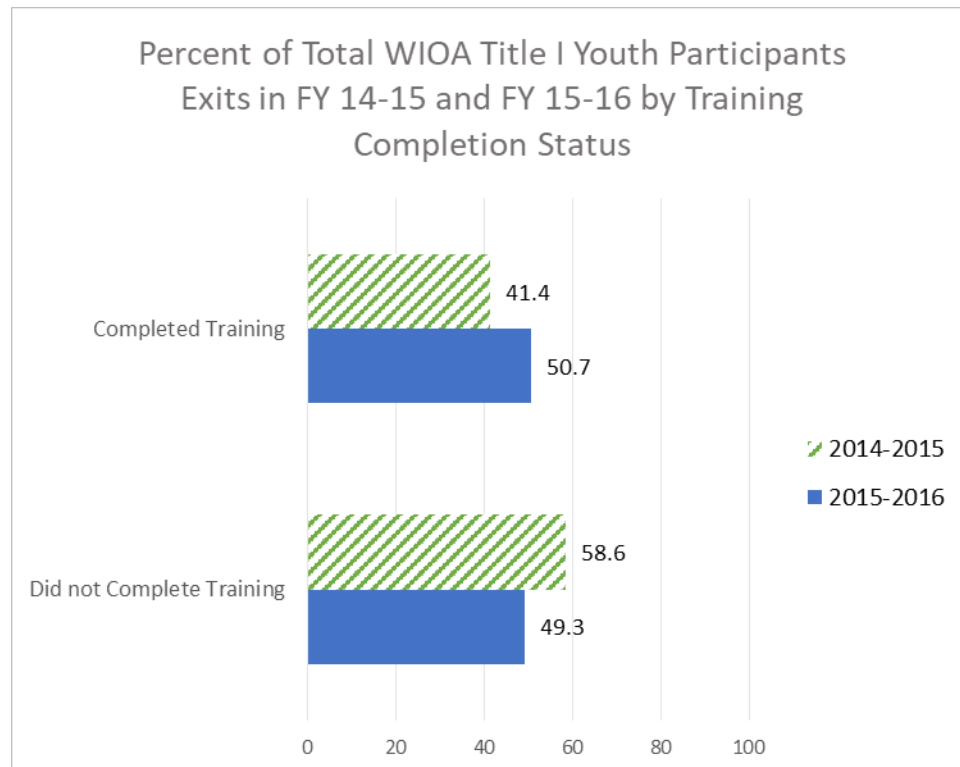


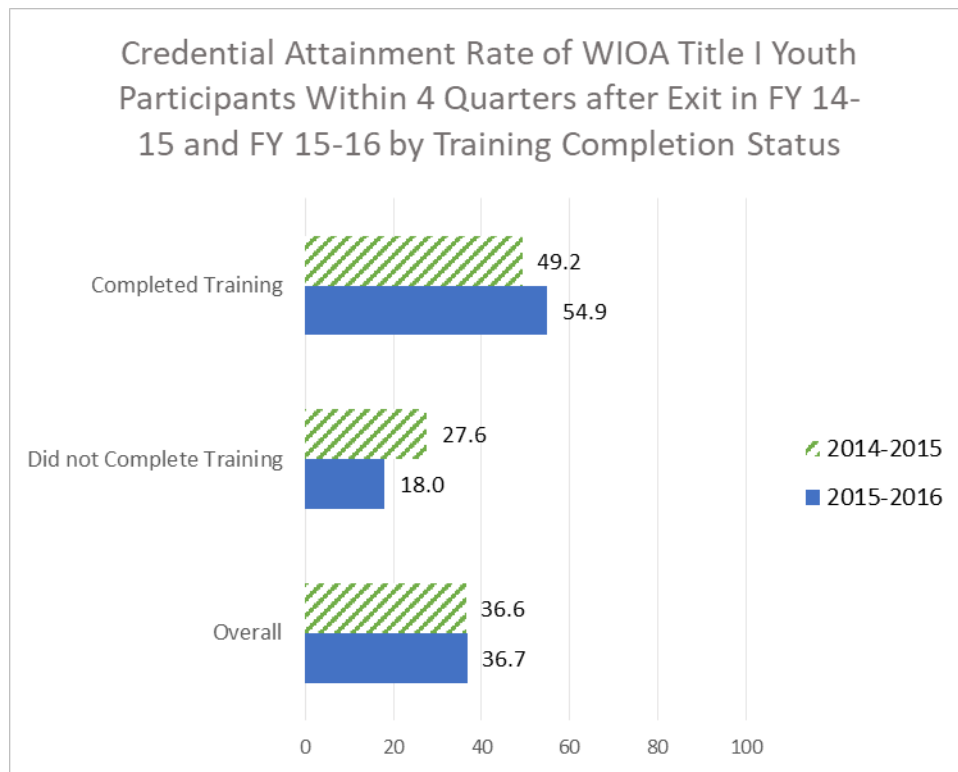
Figure 7.7.1.2 displays a breakout of all exiting WIOA Title I Youth participants by training completion status at the time of exit.

Table Set 7.7.1.1 and figures in this section show outcomes associated with training completion (the share of total enrolled Youth participants who completed a course of training in the noted fiscal year), compared with outcomes for other participants (whether these are participants who were never training-enrolled, or were but did not [yet] complete their program). Outcomes discussed in this section must be interpreted in this light, rather than as describing differences between training-enrolled participants who successfully completed versus training-enrolled participants who did not.

Of participants to exit in FY 14-15, 58.6% had not completed a training program (whether because they had not enrolled in training to begin with, or because they began but did not complete a training program). Of Youth participants served the following fiscal year, the split was more even—and in fact slightly more than half of all exiting participants (50.7%) exited having completed training.

Much larger shares of Youth participants completed training compared with other Title I programs covered in this report, demonstrating the Youth program’s special focus on providing skill training and other forms of job preparation and education.

7.7.1.3 *Figure – Credential Attainment Rate of WIOA Title 1 Youth Participants within 4 Quarters after Exit*



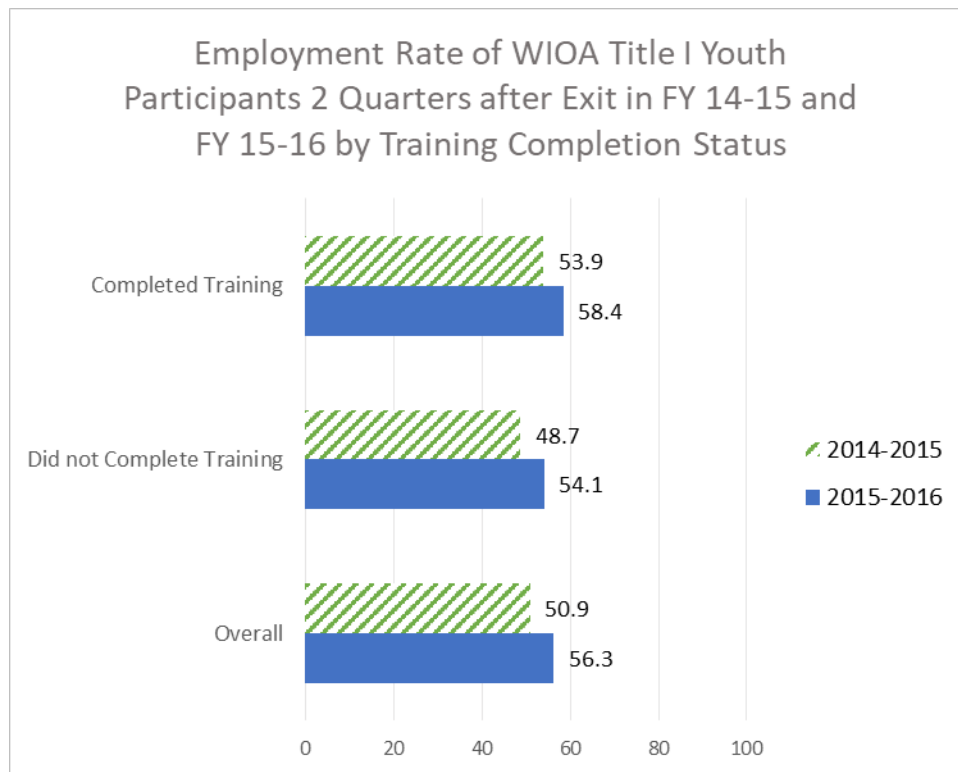
Credential attainment was consistently higher among training completers than among participants who had not completed a training program. This outcome is expected, given that training under WIOA is inherently associated with a terminal credential.

Even in the WIA context, training often leads to credentials whether as a direct outcome of completing the program (as with many career technical programs for example) or because the training enables an individual to go on to enter a program (for instance, registered apprenticeship) in which they can obtain industry-recognized certifications in a particular field or occupation.

Among Youth program participants who exited in FY 14-15 and who completed training, 49.2% earned a recognized credential within a year of exit, which about 12 percentage points higher than the rate among participants who had not completed training. In the following year's cohort, 54.9% of training completers earned a credential within four quarters of exit, more than double the rate among those who had not completed training (18.0%).

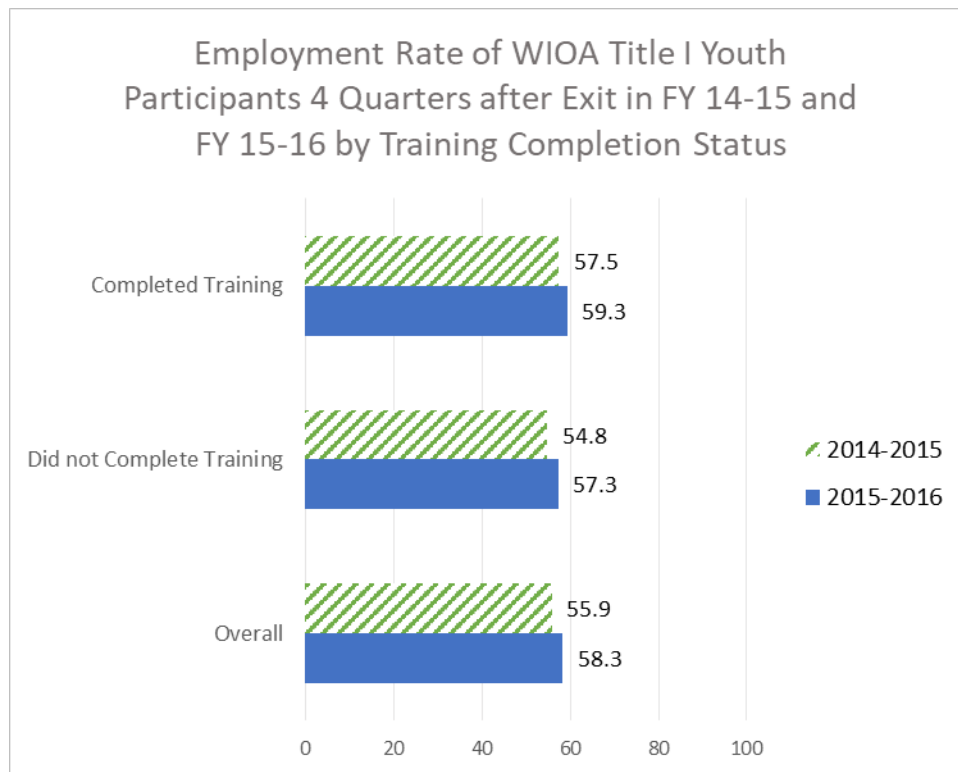


7.7.1.4 Figure – Employment Rate of WIOA Title 1 Youth Participants 2 Quarters after Exit by Training Completion Status



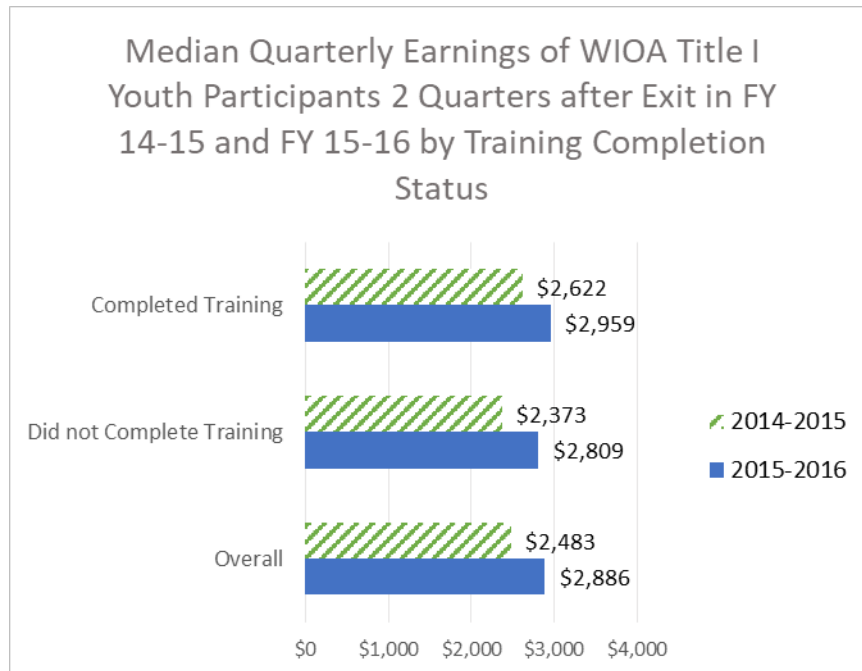
Employment was also higher among training completers than among Youth program participants who did not complete a training program: 53.9% of training completers compared with 48.7% of participants who did not complete a training program were employed in the second quarter following exit in FY 14-15, as were 58.4% of training completers two quarters after exit in FY 15-16 compared with 54.1% of their peers who did not complete a training program.

7.7.1.5 *Figure – Employment Rate of WIOA Title 1 Youth Participants 4 Quarters after Exit by Training Completion Status*



Employment rates appeared to converge somewhat a year after exit. Training completers still had higher rates, but the margin decreased: 57.5% of training completers and 54.8% of their non-training-completing peers were employed a year after exit in FY 14-15 as were 59.3% of training completers and 57.3% of their non-training-completing peers to exit in FY 15-16.

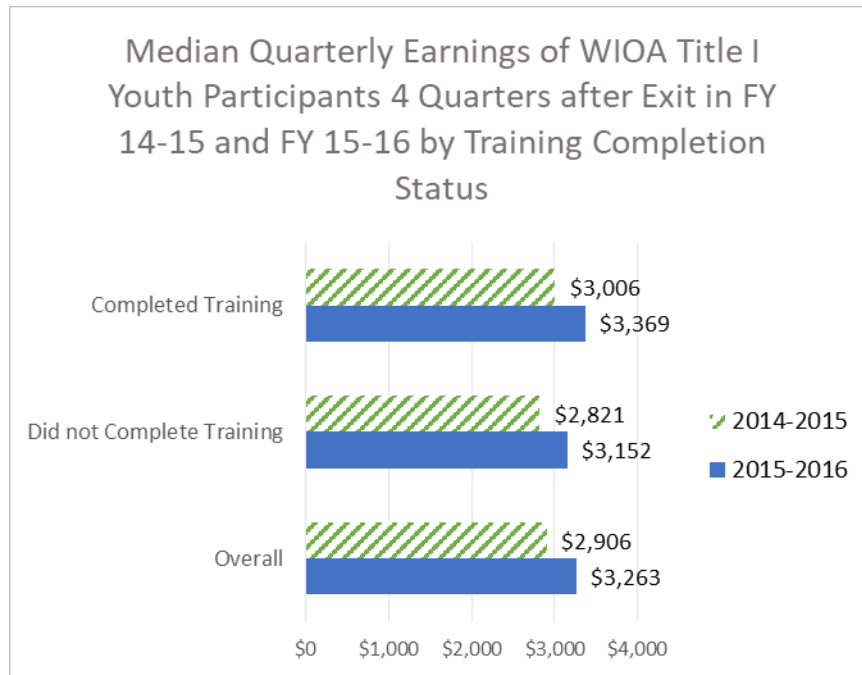
7.7.1.6 *Figure – 2<sup>nd</sup> Quarter Median Earnings of WIOA Title 1 Youth by Training Completion Status*



Earnings of training completers were higher than among non-training completers, among both years' cohorts: two quarters after exit in FY 14-15, training completers earned median quarterly pay of \$2,622, about \$250 more than earnings of their peers who did not complete a training program (\$2,373). Among Youth program participants to exit in FY 15-16, earnings of training completers at \$2,959 were \$150 higher than those of their peers, \$2,809.

Given findings on earnings gains from training in the long run, it may be that the merely modest earnings advantage seen shortly post-exit among training completers will become more apparent at later stages following exit from the program. More data would be necessary to know if this is true.

7.7.1.7 Figure – 4<sup>th</sup> Quarter Median Earnings of WIOA Title 1 Youth by Training Completion Status



Youth program participants who completed a training program continued to have an earnings advantage over their peers who did not complete training a year after exit in both years.

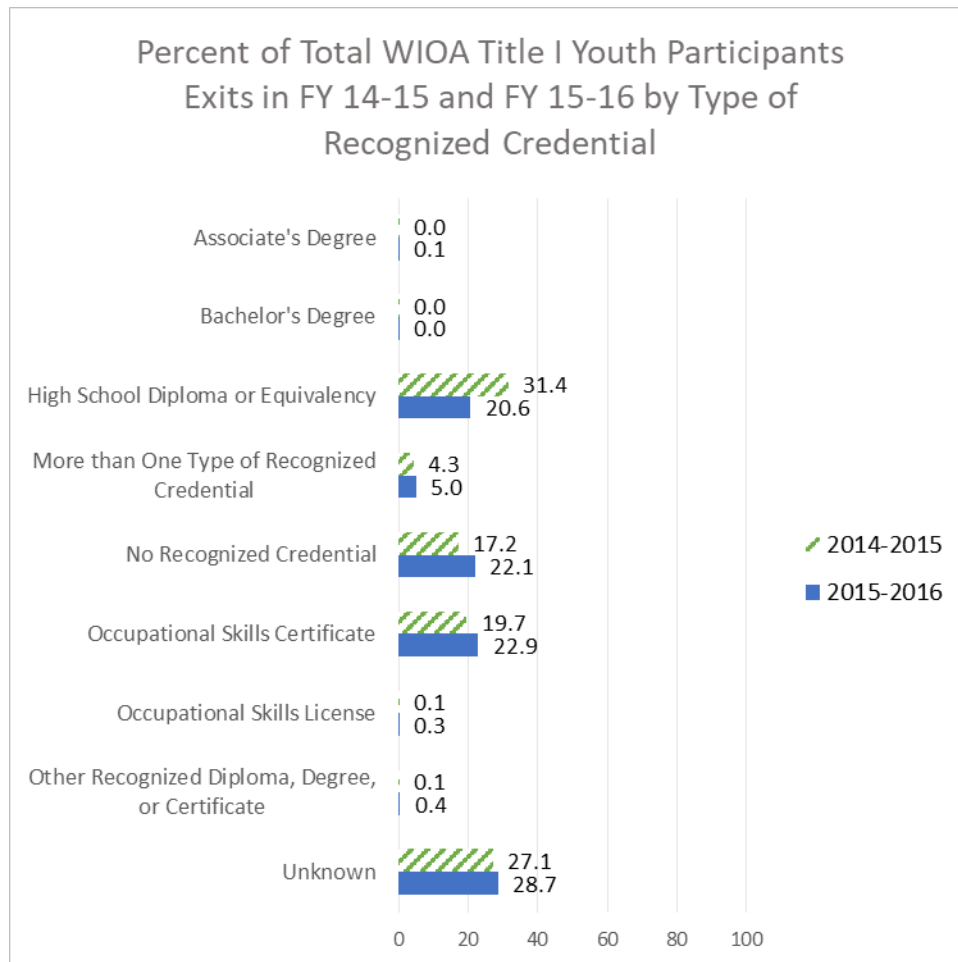
## 7.8 Type of Recognized Credential

### 7.8.1.1 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	3,146	1,656	52.6	\$2,619	0	0.0	1,747	55.5	\$2,944
High School Diploma or Equivalency	5,752	2,649	46.1	\$2,213	3,482	52.1	3,137	54.5	\$2,635
Associate's Degree	<10	<10	66.7	\$3,035	11	0.2	<10	66.7	\$4,333
Bachelor's Degree	<10	<10	50.0	\$5,967	<10	0.0	<10	75.0	\$8,504
Post-Graduate Degree	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Occupational Skills License	19	13	68.4	\$3,721	17	0.3	16	84.2	\$4,877
Occupational Skills Certificate	3,595	2,090	58.1	\$2,901	2,640	39.5	2,208	61.4	\$3,370
Occupational Certification	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Other Recognized Diploma, Degree, or Certificate	25	10	40.0	\$3,550	18	0.3	12	48.0	\$4,391
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	782	443	56.6	\$5,537	516	7.7	479	61.3	\$6,977
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	4,959	2,436	49.1	\$2,494	0	0.0	2,614	52.7	\$2,922
<b>TOTAL</b>	<b>18,291</b>	<b>9,305</b>	<b>50.9</b>	<b>\$2,483</b>	<b>6,687</b>	<b>100.0</b>	<b>10,222</b>	<b>55.9</b>	<b>\$2,906</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	3,192	1,782	55.8	\$2,921	0	0.0	1,822	57.1	\$3,286
High School Diploma or Equivalency	2,981	1,541	51.7	\$2,408	1,931	36.4	1,694	56.8	\$2,891
Associate's Degree	14	10	71.4	\$3,057	11	0.2	<10	64.3	\$3,742
Bachelor's Degree	<10	<10	50.0	\$3,333	<10	0.1	<10	50.0	\$2,485
Post-Graduate Degree	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Occupational Skills License	39	22	56.4	\$3,926	40	0.8	18	46.2	\$4,704
Occupational Skills Certificate	3,308	2,056	62.2	\$3,240	2,784	52.5	2,104	63.6	\$3,659
Occupational Certification	0	0	0.0	\$0	0	0.0	0	0.0	\$0
Other Recognized Diploma, Degree, or Certificate	53	12	22.6	\$2,734	55	1.0	24	45.3	\$1,943
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	718	446	62.1	\$6,770	479	9.0	460	64.1	\$7,384
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	4,147	2,263	54.6	\$2,904	0	0.0	2,294	55.3	\$3,253
<b>TOTAL</b>	<b>14,454</b>	<b>8,133</b>	<b>56.3</b>	<b>\$2,886</b>	<b>5,303</b>	<b>100.0</b>	<b>8,426</b>	<b>58.3</b>	<b>\$3,263</b>

7.8.1.2 Figure – WIOA Title 1 Youth Exits by Earned Credential Type



The WIOA Title 1 Youth program tracks several different types of credential, both traditional academic degrees (Bachelor's degree, Associate's degree) and those credentials associated with successful completion of an occupational training program (e.g., an Occupational Skills Certificate). These are laid out below:<sup>36</sup>

- High School Diploma/or equivalency
- AA or AS Diploma/Degree
- BA or BS Diploma/Degree
- Post Graduate Degree
- Occupational Skills Licensure – a state-recognized license, e.g. Certified Nursing Assistant license
- Occupational Skills Certificate – industry-recognized certificates, e.g., certifications awarded in the context of Registered Apprenticeship and Career and Technical Education
- Occupational Certification - e.g. Automotive Service Excellence certification

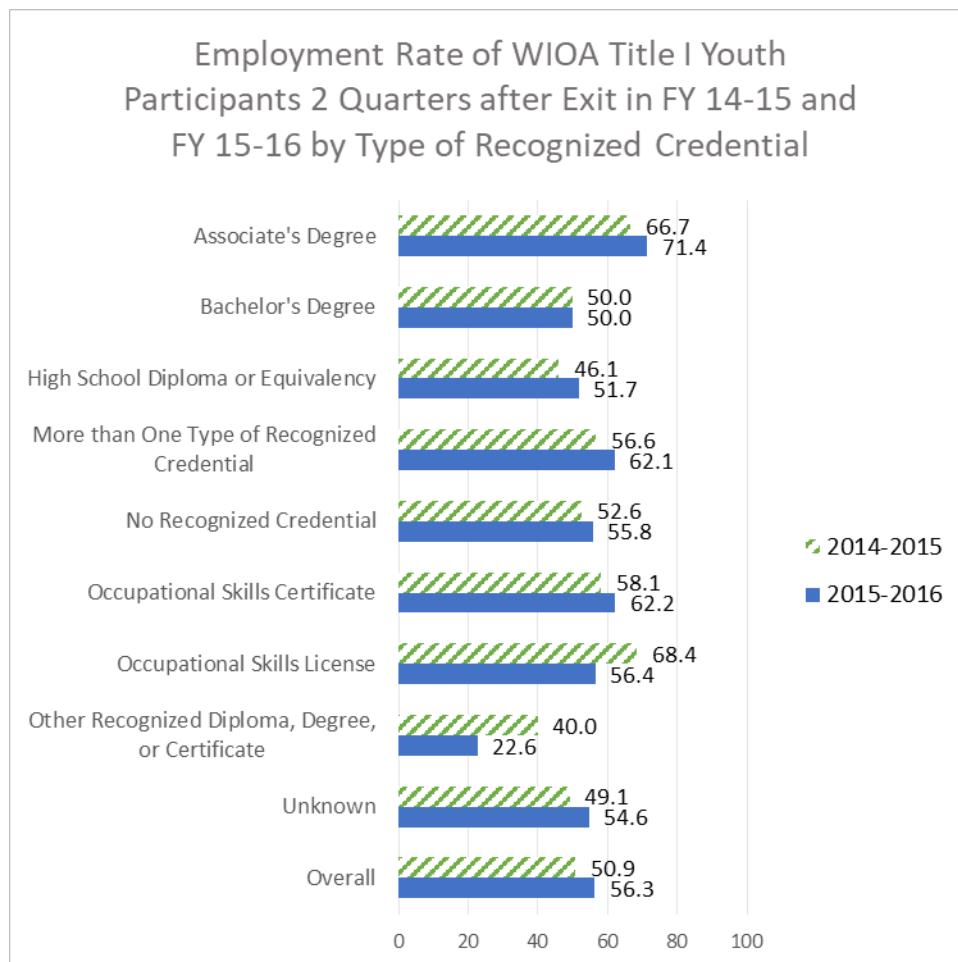
<sup>36</sup> [WSD 19-03](#), August 28, 2019

- 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.

The largest share of all Youth participants to exit in FY 14-15, 31.4%, earned a high school degree within a year of exit. Of those to exit the following year, the largest share attained an unknown credential (28.7%). The next largest share (22.9%) earned an occupational skills certificate. In both years, substantial shares of participants (17.2% of the total to exit in FY 14-15 and 22.1% to exit in FY 15-16) did not go on to earn a credential.

Academic degrees including Associate's and Bachelor's degrees, along with occupational skills licenses, were earned by less than 1% of participants in each year.

**7.8.1.3**     *Figure– 2nd Quarter Employment of WIOA Title 1 Youth by Earned Credential Type*



Employment rates in the second quarter after exit were highest among those participants who attained an occupational skills license (68.4%) following exit in FY 14-15 (17.5 percentage points



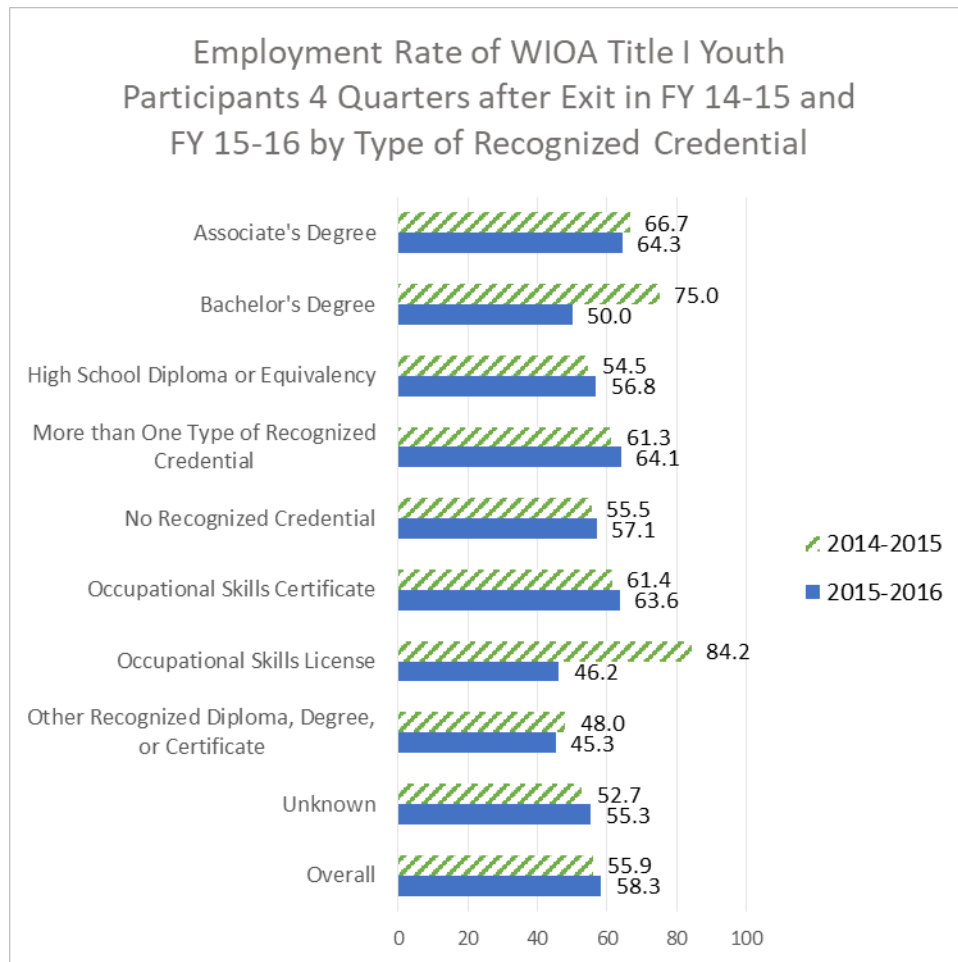
above the overall rate) and an Associate's degree (71.4%) after exit in FY 15-16 (15.2 percentage points above the overall rate).

These categories, as noted, were very small in each year.

Participants who received an unknown "other" type of credential had lowest employment rates, however without information on what these credentials represent, it is difficult to interpret outcomes. Among FY 14-15 exiters, the next-lowest rate was among participants who attained a high school degree, 46.1%. Of participants to exit the following year, individuals who earned Bachelor's degrees had second-lowest employment, 50%. Once more however, this category contained few individuals and wide variation (the rate increased to 75%) at the one-year mark attests to the outsize impact of change in status of one or a few individuals.

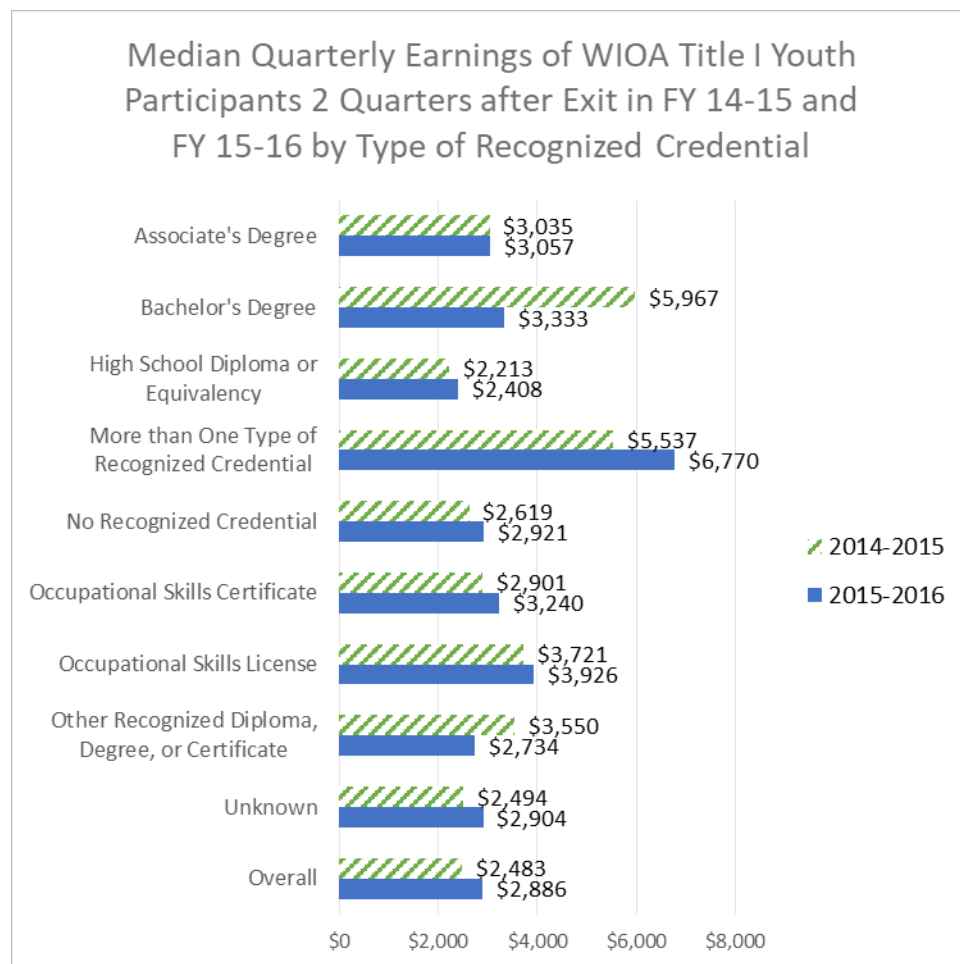
As noted throughout this report, employment tells only a partial story for the Youth program. Given that a high school degree alone is unlikely to confer marketable skills needed to attain a good-paying job, this should not be seen as a terminal credential in the same manner that occupational certifications or postsecondary degrees should be. It is therefore to be hoped for that a participant completing a high school degree moves on to further education or training to attain a more developed skill base.

7.8.1.4 Figure – 4<sup>th</sup> Quarter Employment of WIOA Title 1 Youth by Earned Credential Type



Categories of highest and lowest employment rates remained consistent among both years' participants at the one-year mark.

7.8.1.5 *Figure – 2<sup>nd</sup> Quarter Median Earnings of WIOA Title 1 Youth by Earned Credential Type*

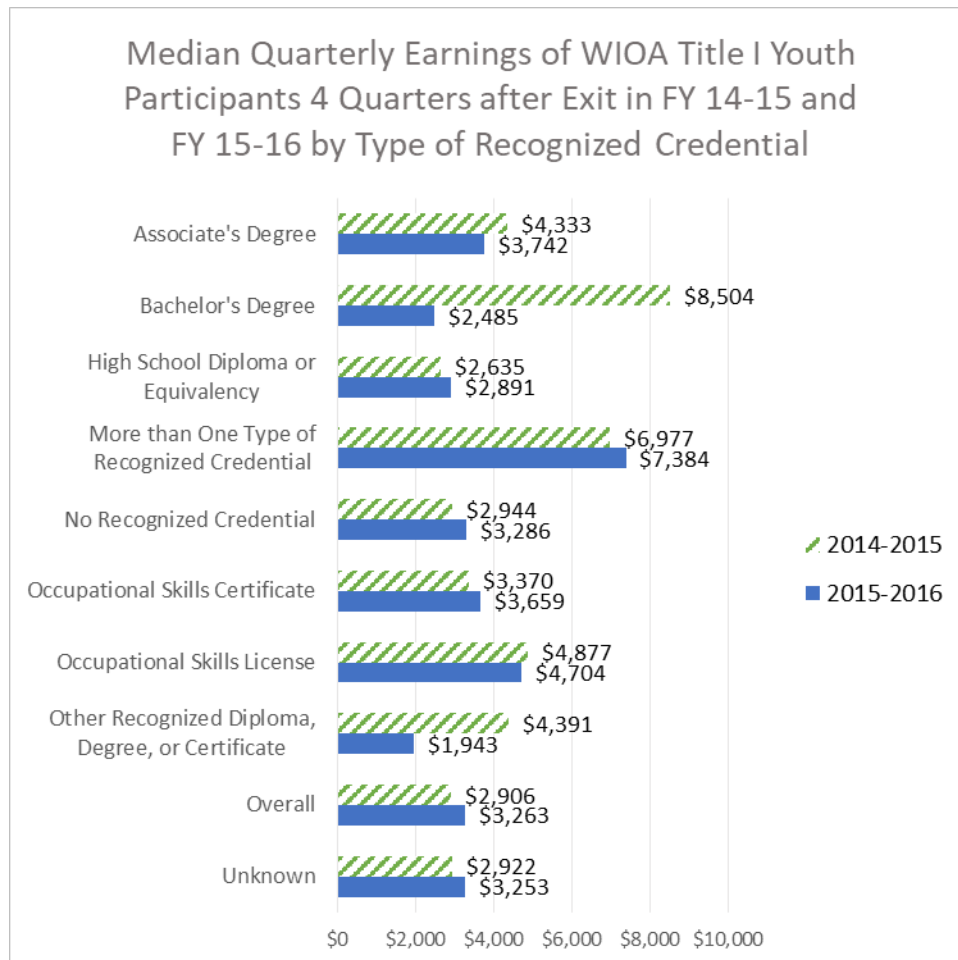


Median earnings of participants who had earned a Bachelor's degree were highest among FY 14-15 exiters in the second quarter after exit, at \$5,967. Earnings were more than twice as large (\$3,484) higher than the program-wide median.

As a category containing very few participants (<10) it is difficult to say whether there are other characteristics (field of study, etc.) that set these participants apart as a sample of an implied multi-year set of data. However, as a postsecondary degree, it is expected that a Bachelor's degree would confer labor market advantages (e.g., over a mere high school degree). Of participants to exit the second year, participants who earned more than one type of credential were highest, \$6,770 (\$3,884 above the median).

Lowest earnings among participants to exit in both years were among participants who earned a high school degree, \$2,213 two quarters after exit in FY 14-15 (\$270 below the program-wide median) and \$2,408 (\$478 below the program-wide median) in the second quarter after exit in FY 15-16.

7.8.1.6 Figure – 4<sup>th</sup> Quarter Median Earnings of WIOA Title 1 Youth by Earned Credential Type



Categories of highest earnings remained consistent from the earlier to the later stage after exit in both years, with the extent to which they exceeded the program-wide median increasing among both years' cohorts.

Earnings of high school degree earners stayed the lowest of all categories a year after exit in FY 14-15. Among the following year's participants, earnings of these participants increased, and the lowest-earning category became those captured in the "other" category.

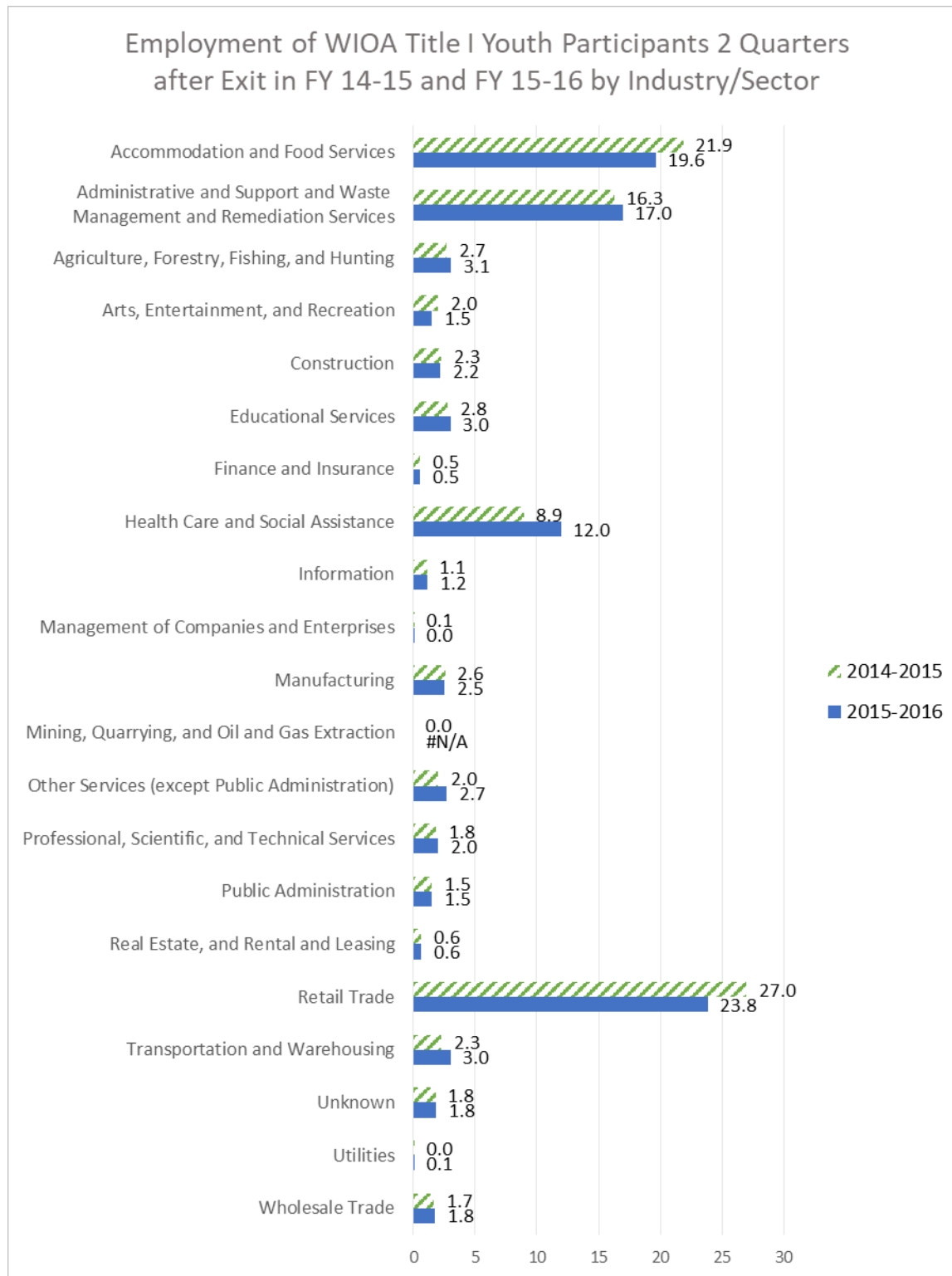
## 7.9 Industry / Sector of Employment

### 7.9.1.1 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	251	2.7	\$2,783	321	3.1	\$2,594
Mining, Quarrying, and Oil and Gas Extraction	0	0.0	\$0	<10	0.0	\$2,066
Utilities	<10	0.0	\$2,878	<10	0.0	\$4,035
Construction	212	2.3	\$4,328	253	2.5	\$5,285
Manufacturing	241	2.6	\$4,460	290	2.8	\$5,392
Wholesale Trade	156	1.7	\$4,150	194	1.9	\$4,571
Retail Trade	2,511	27.0	\$2,287	2,430	23.8	\$2,873
Transportation and Warehousing	211	2.3	\$2,723	244	2.4	\$3,944
Information	103	1.1	\$2,626	137	1.3	\$2,635
Finance and Insurance	51	0.5	\$4,205	65	0.6	\$4,395
Real Estate, and Rental and Leasing	60	0.6	\$3,380	66	0.6	\$3,435
Professional, Scientific, and Technical Services	171	1.8	\$2,609	183	1.8	\$3,044
Management of Companies and Enterprises	<10	0.1	\$2,822	<10	0.1	\$3,565
Administrative and Support and Waste Management and Remediation Services	1,514	16.3	\$2,340	1,657	16.2	\$2,482
Educational Services	258	2.8	\$1,461	295	2.9	\$1,899
Health Care and Social Assistance	832	8.9	\$3,275	994	9.7	\$3,735
Arts, Entertainment, and Recreation	188	2.0	\$2,082	235	2.3	\$2,616
Accommodation and Food Services	2,034	21.9	\$2,448	2,256	22.1	\$2,675
Other Services (except Public Administration)	190	2.0	\$2,466	254	2.5	\$2,700
Public Administration	140	1.5	\$2,458	167	1.6	\$2,866
Other	0	0.0	\$0	0	0.0	\$0
Not Applicable	0	0.0	\$0	0	0.0	\$0
Unknown	169	1.8	\$1,773	172	1.7	\$2,423
<b>TOTAL</b>	<b>9,305</b>	<b>50.9</b>	<b>\$2,483</b>	<b>10,222</b>	<b>55.9</b>	<b>\$2,906</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	250	3.1	\$2,658	311	3.7	\$2,513
Mining, Quarrying, and Oil and Gas Extraction	<10	#N/A	#N/A	<10	#N/A	#N/A
Utilities	<10	0.1	\$7,443	<10	0.1	\$10,394
Construction	176	2.2	\$4,867	205	2.4	\$5,531
Manufacturing	207	2.5	\$5,185	229	2.7	\$5,118
Wholesale Trade	145	1.8	\$5,203	158	1.9	\$5,464
Retail Trade	1,938	23.8	\$2,760	1,823	21.6	\$3,133
Transportation and Warehousing	245	3.0	\$3,338	250	3.0	\$3,930
Information	96	1.2	\$2,728	91	1.1	\$3,265
Finance and Insurance	43	0.5	\$4,205	57	0.7	\$5,436
Real Estate, and Rental and Leasing	50	0.6	\$3,795	50	0.6	\$5,179
Professional, Scientific, and Technical Services	164	2.0	\$3,145	169	2.0	\$3,915
Management of Companies and Enterprises	<10	0.0	\$3,371	<10	0.0	\$4,150
Administrative and Support and Waste Management and Remediation Services	1,380	17.0	\$2,487	1,494	17.7	\$2,740
Educational Services	244	3.0	\$1,566	241	2.9	\$2,478
Health Care and Social Assistance	973	12.0	\$4,187	1,020	12.1	\$4,579
Arts, Entertainment, and Recreation	123	1.5	\$1,907	152	1.8	\$2,760
Accommodation and Food Services	1,596	19.6	\$2,724	1,648	19.6	\$3,029
Other Services (except Public Administration)	221	2.7	\$2,753	241	2.9	\$3,009
Public Administration	123	1.5	\$2,414	135	1.6	\$2,714
Other	0	0.0	\$0	0	0.0	\$0
Not Applicable	0	0.0	\$0	0	0.0	\$0
Unknown	150	1.8	\$2,145	142	1.7	\$2,400
<b>TOTAL</b>	<b>8,133</b>	<b>56.3</b>	<b>\$2,886</b>	<b>8,426</b>	<b>58.3</b>	<b>\$3,263</b>

7.9.1.2 Figure – 2nd Quarter Employment Rate of WIOA Title 1 Youth by Industry/Sector



Retail, followed by food and accommodation, were the largest sectors in which former Title I Youth program participants were employed.

Retail alone employed 27.0% of all Youth participants to exit in FY 14-15, and 23.8% of all to exit in FY 15-16. Compared with shares of statewide employment in this sector, which was about 10% of the labor force in each year, shares of Youth participants were more than double. The retail sector was also an employer of many of both year's participants. Jobs in this sector, too, are often low-paying, featuring high turnover, and offering the kind of scheduling unpredictability that has been found to contribute to lessened opportunities for participation in workforce programs.<sup>37</sup>

Food and accommodation employed 21.9% of all participants who exited in FY 14-15 and 19.6% who exited in FY 15-16. These shares were also more than two times the labor force share working in this sector, which was 9.4% of the FY 14-15 and 9.3% of the FY 15-16 state labor force.

Both sectors are associated with low pay, less than full-time hours, scheduling unpredictability, and precarity.<sup>38</sup>

The Administrative and Support and Waste Management super-sector was the third-largest employment sector of former Youth program participants, employing 16.3% and 17.0% of each year's respective exiters. Once again, the share of Youth program participants working in this sector were more than twice the labor force share of 6.5%.

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>39</sup> janitors (the largest occupation within this sector); laborers (including freight, stock, and material movers); and security guards. .<sup>40</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

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<sup>37</sup> For a discussion of the role of scheduling unpredictability in impeding workers' ability to participate in training (in this case study, among restaurant workers), see the policy brief by Brian Halpin and Vicki Smith prepared for UC Davis' Center for Poverty Research: "[Low Wage Work Uncertainty Often Traps Low Wage Workers](#)".

<sup>38</sup> [Research](#) by the UC Labor Center on public assistance seeking among low-wage workers in sectors that include fast food (where, [in 2013, 52% of families of front-line workers were enrolled in one or more public programs](#), compared to 25% of the workforce as a whole); and other sectors. Data from the [Occupational Employment and Wages](#) survey (LMID-EDD and BLS) indicate that mean earnings of a retail salesperson in 2015 in California were just \$28,302, while earnings in the [top 5 occupations in food and accommodation](#) ranged from \$21,203 to \$25,878.

<sup>39</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>40</sup> B.L.S. Industries at a Glance: "[Administrative and Support and Waste Management and Remediation Services: NAICS 56.](#)"



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.

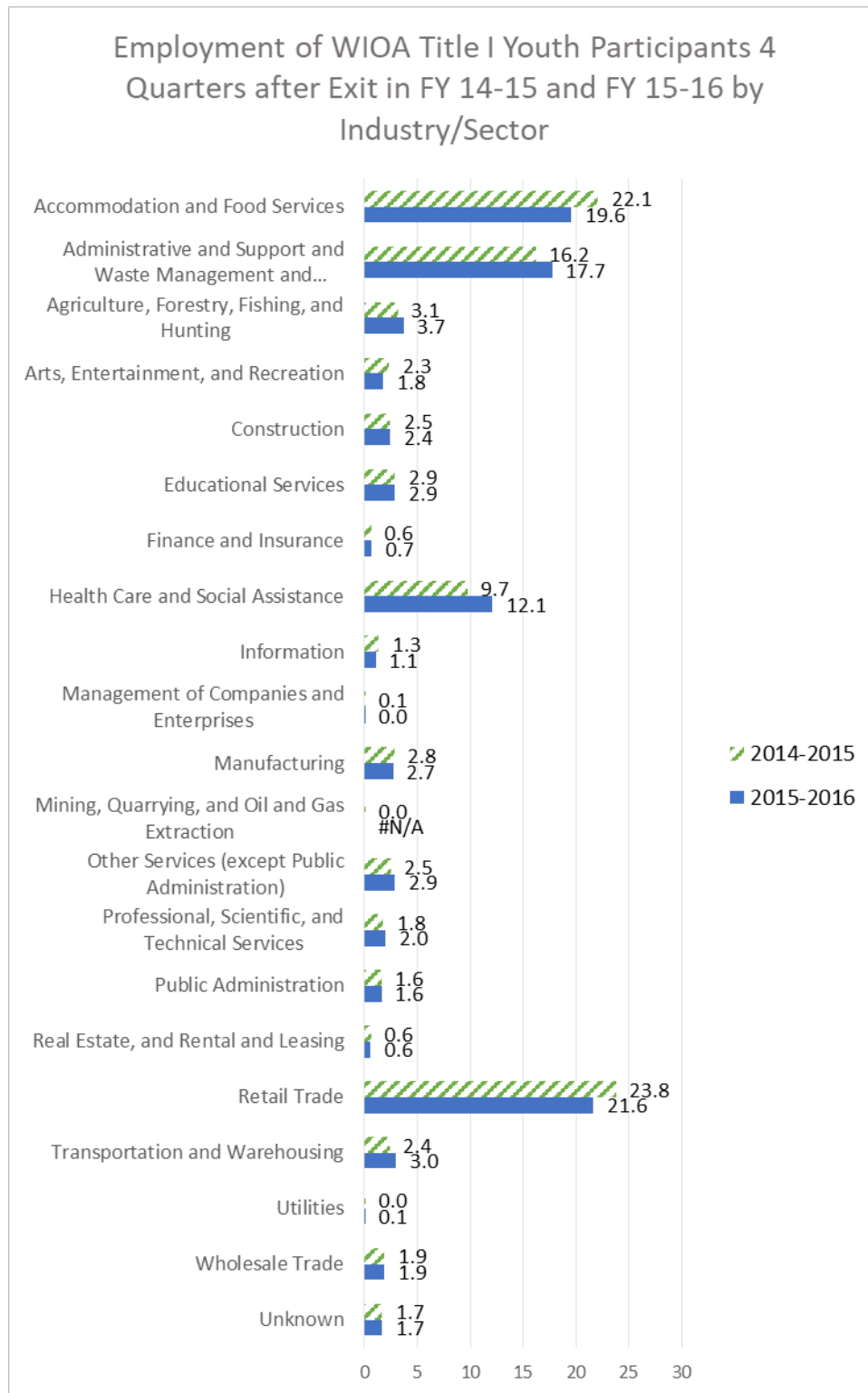
Without being able to differentiate between full- and part-time employment and without knowing whether individuals are pursuing additional skill training while employed, however, it may not be possible to accurately interpret what concentrated employment in this sector means. It seems possible or likely that some former Youth participants working in this sector are working part-time while engaged in further education. Possession of data on continued enrollment in education or training will help shed light to know how employment outcomes should be interpreted.

In both fiscal years' participant data, five sectors employed shares of <1% of participants employed. These were: Mining, Quarrying and Oil and Gas Extraction; Utilities; Management of Companies and Enterprises; Real Estate, and Rental and Leasing; and Finance and Insurance.

The mining and utilities sectors each employ very small shares of the state workforce, <1%.

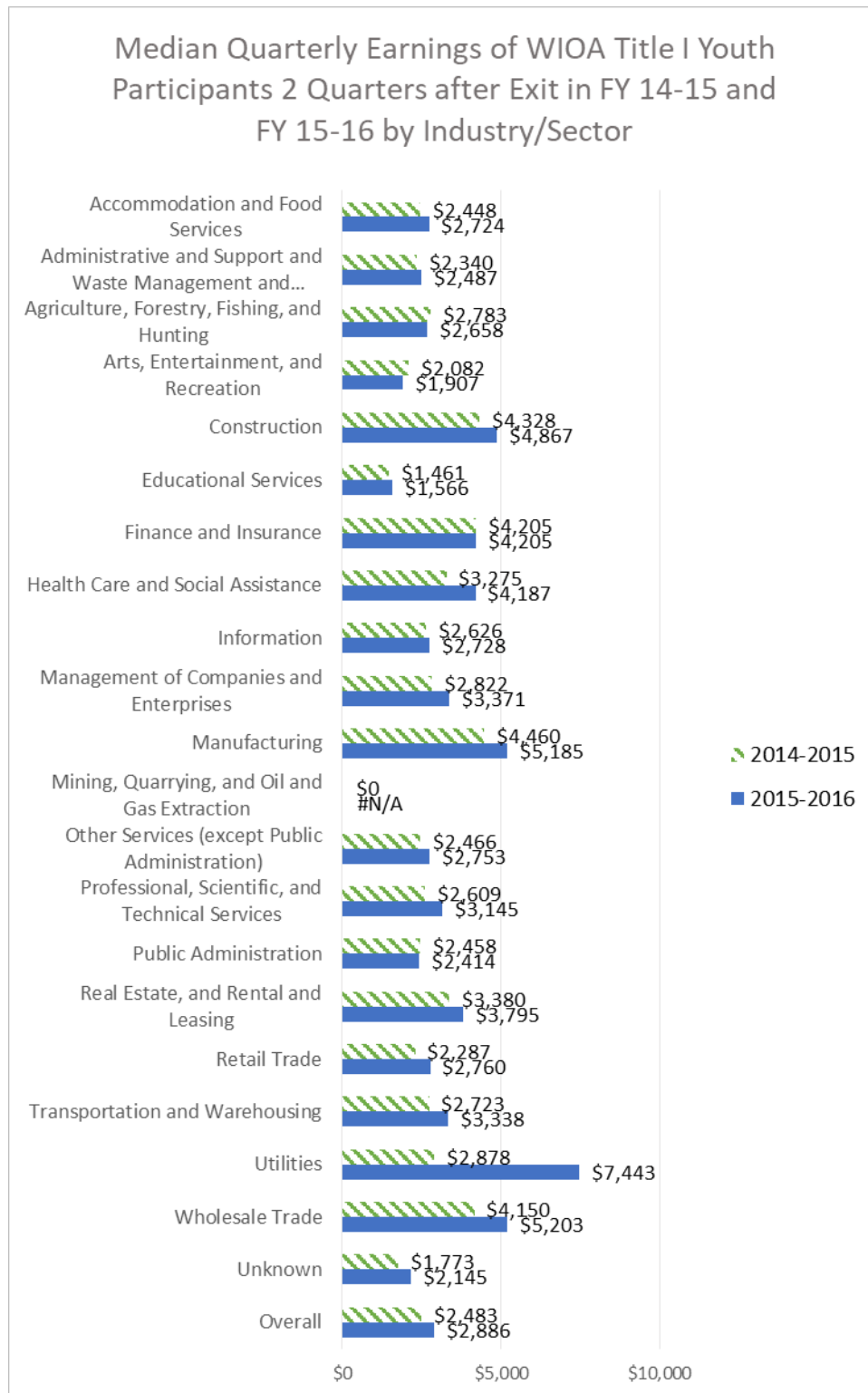
Management and Real Estate sectors each employed between one and two percent of the state workforce across the two fiscal years, with the Finance sector employing just above 3%. Each of these industries may feature barriers to access for individuals who have only recently exited a jobs training program, likely explaining youth participants' underrepresentation in them.

7.9.1.3 Figure – 4<sup>th</sup> Quarter Employment Rate of WIOA Title 1 Youth by Industry/Sector



The same sectors employed largest and smallest participant shares one year following program exit as at the earlier stage.

7.9.1.4 Figure – 2<sup>nd</sup> Quarter Median Earnings of WIOA Title 1 Youth by Industry/Sector



Two quarters after exit in FY 14-15, former Youth program participants employed in manufacturing had the highest quarter earnings, of \$4,460 or nearly \$2,000 higher than median earnings across all wage-earning former participants, \$2,483. Youth participants who were employed in construction had similarly high earnings of \$4,328.

Participant earnings from these two sectors were also high at the same stage after exit in the following fiscal year and were in fact higher (manufacturing earnings of \$5,185 and construction earnings of \$4,867). However, in this exit cohort highest earnings were found among a very small number of participants working in the utilities sector, whose earnings of \$7,443 were about 2.5 times the overall median (\$2,886). The Utilities sector is one of the highest-paying sectors in the state, with mean quarterly earnings of close to \$30,000 in FY 14-15 and over \$30,500 in FY 15-16.

The manufacturing sector saw statewide mean earnings of close to \$21,000 a quarter in FY 14-15 and over that in FY 15-16, while mean statewide construction earnings were over \$15,000 a quarter in FY 14-15 and about \$15,800 in FY 15-16.

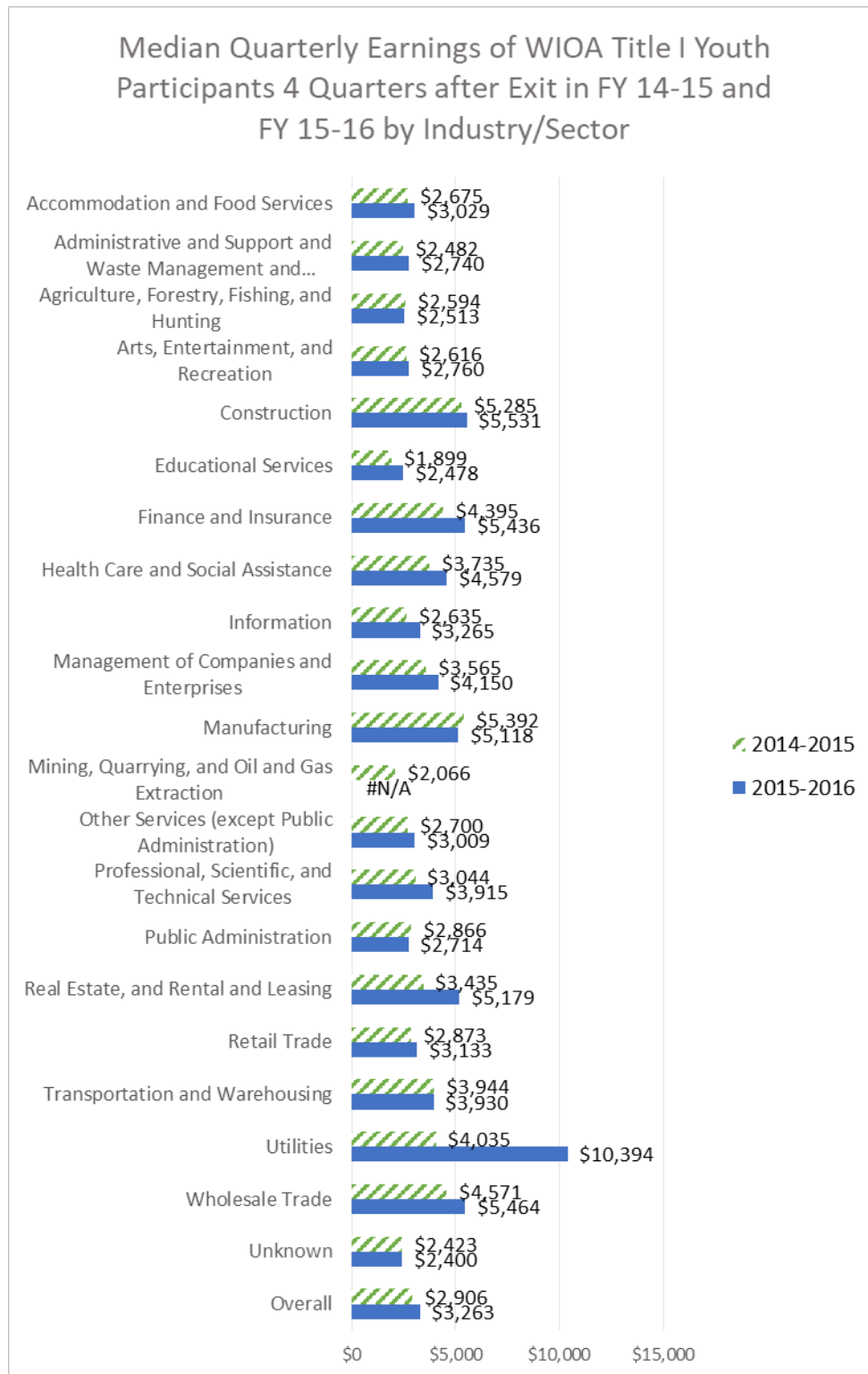
It is important to remember that mean earnings figures reflect an average, generated using a census of all UI-paying statewide employers, of the earnings of all persons employed in a sector at all levels from that fiscal year. For construction, for example, the figure includes earnings of supervisors alongside laborers. Therefore, it is expected that median sector earnings among recent Youth program participants would be far lower compared with these statewide industry-wide averages.

Additionally, it is likely that many former Youth participants working in both sectors (construction and manufacturing) could be doing so in the context of apprenticeship or other skill training, and thus at pre-journey wage levels reflecting their trainee status. Such programs have built-in wage progression mechanisms whereby apprentices will see regular increases in wages concurrent with their skill gains.

Lowest earnings among former Youth participants were seen in the Educational Services field among both years' participants. Participant earnings in this sector from the second quarter after exit in FY 14-15 of \$1,461 were \$1,023 lower than the program-wide median, and earnings of \$1,566 among participants two quarters after exit in FY 15-16 were \$1,320 lower than the median—close to one-half as large.

Given the target population of this program and the fact that Educational Services was not a major employment sector for any other programs discussed in this report, alongside the low earnings associated with this sector, it appears possible that data may be capturing employment by Title I Youth program participants in a form of work-study or other part-time educational work program.

7.9.1.5 Figure – 4<sup>th</sup> Quarter Median Earnings of WIOA Title 1 Youth by Industry/ Sector



The same sectors continued to be associated with highest and lowest earnings one year after exit.

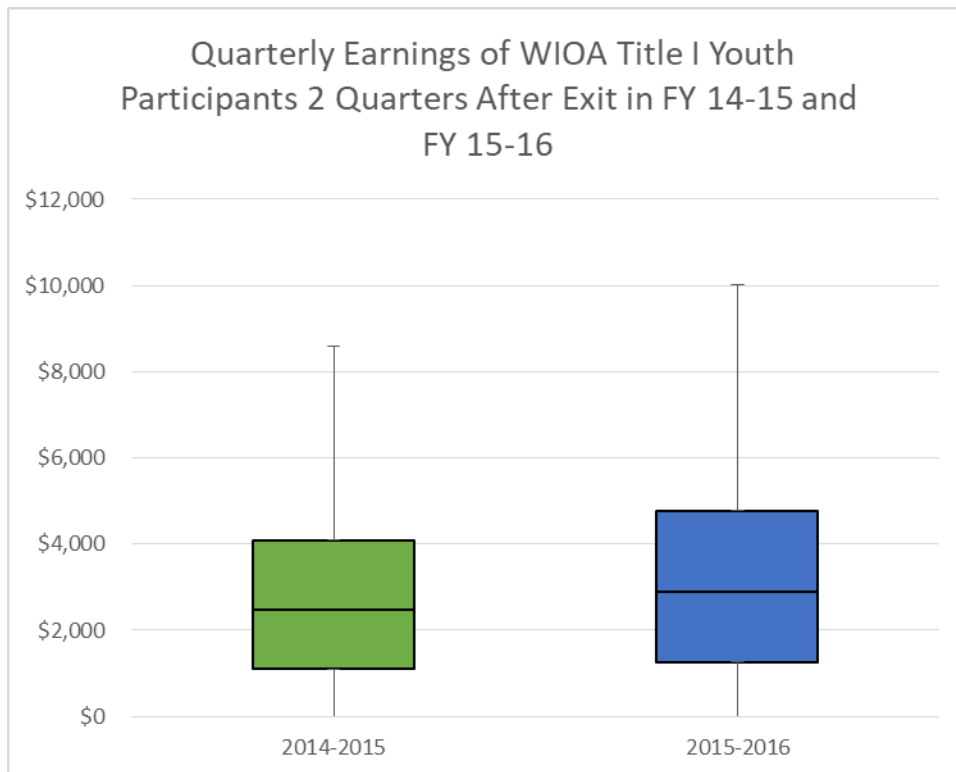
## 7.10 Quarterly Earnings

### 7.10.1.1 Table Set – Quarterly Earnings

FY 2014-2015					
Quarter After Exit	Minimum Earnings	Lower Quartile	Median Earnings	Upper Quartile	Maximum Earnings
Second	\$0.01	\$1,100	\$2,483	\$4,092	\$8,580
Fourth	\$0.10	\$1,360	\$2,906	\$4,669	\$9,634

FY 2015-2016					
Quarter After Exit	Minimum Earnings	Lower Quartile	Median Earnings	Upper Quartile	Maximum Earnings
Second	\$0.02	\$1,268	\$2,886	\$4,771	\$10,026
Fourth	\$0.13	\$1,551	\$3,263	\$5,217	\$10,715

### 7.10.1.2 Figure – 2<sup>nd</sup> Quarter Earnings of WIOA Title 1 Youth After Exit



The box plot shown in Figure 7.10.1.2 provides a distributional summary of WIOA Title I Youth 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>41</sup>

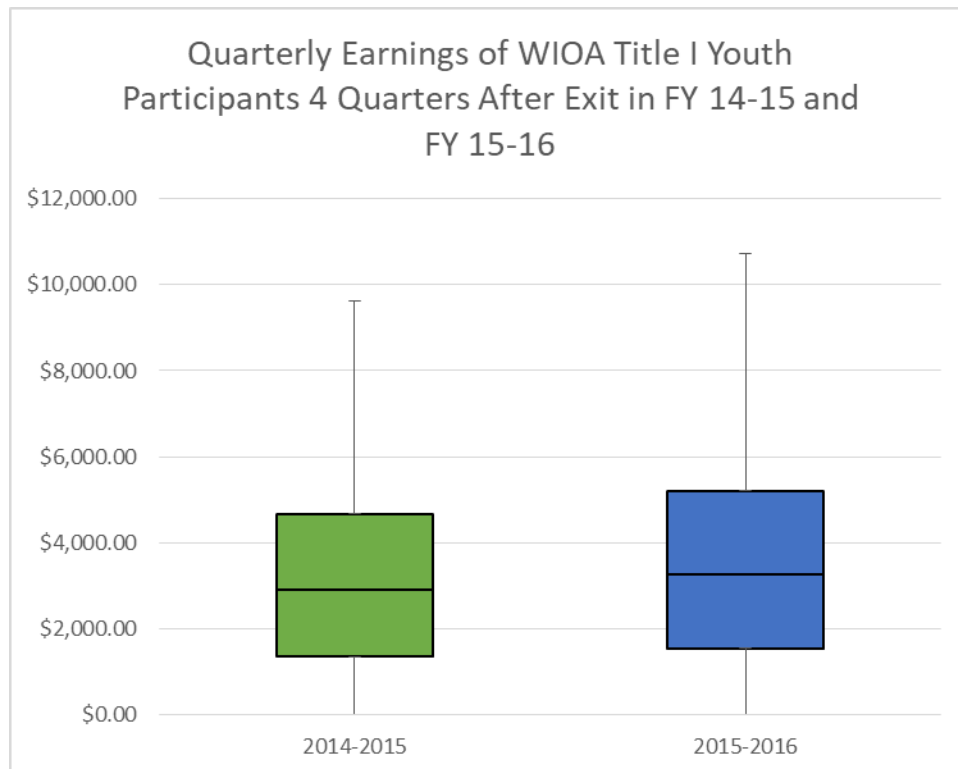
Earnings of WIOA Title I Youth program participants from the second quarter after exit exhibited values and spread that were similar across both years’ data: among participants to exit in both years, the middle 50% of earnings ranged from a 25<sup>th</sup> percentile value of \$1,110 to a 75<sup>th</sup> percentile value of \$4,092 with a median of \$2,483. Two quarters after exit in FY 15-16, the middle 50% of participant earnings ranged from a 25<sup>th</sup> percentile value of \$1,268 to a 75<sup>th</sup> percentile value of \$4,771 with the median at \$2,886.

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.

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<sup>41</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.

7.10.1.3 Figure – 4<sup>th</sup> Quarter Earnings of WIOA Title 1 Youth After Exit



A year after exiting the Youth program, participant earnings were higher compared with the earlier post-exit stage. For participants exiting in FY 14-15, earnings a year after exit ranged from \$1,360 at the 15<sup>th</sup> percentile to \$4,669 at the 75<sup>th</sup> percentile, with a median of \$2,906. Among exiters from the following year, the middle 50% of earnings ranged from \$1,551 to \$5,217 with a median of \$3,263.

The spread of earnings was similar to the spread at the second quarter after exit, with earnings in the upper portion of the distribution again spread over a greater area.

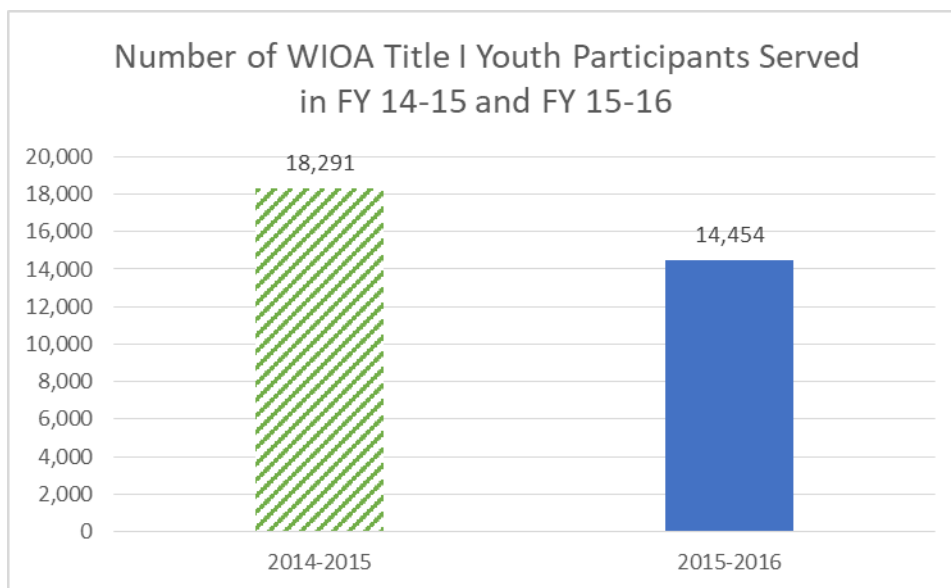
7.11 Program Performance

7.11.1.1 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 (Youth)	25,036	18,291	7,580	9,305	50.9	\$2,483	6,687	36.6	10,222	55.9	\$2,906

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 (Youth)	19,078	14,454	7,328	8,133	56.3	\$2,886	5,303	36.7	8,426	58.3	\$3,263

7.11.1.2 Figure – WIOA Title 1 Youth Program Participation

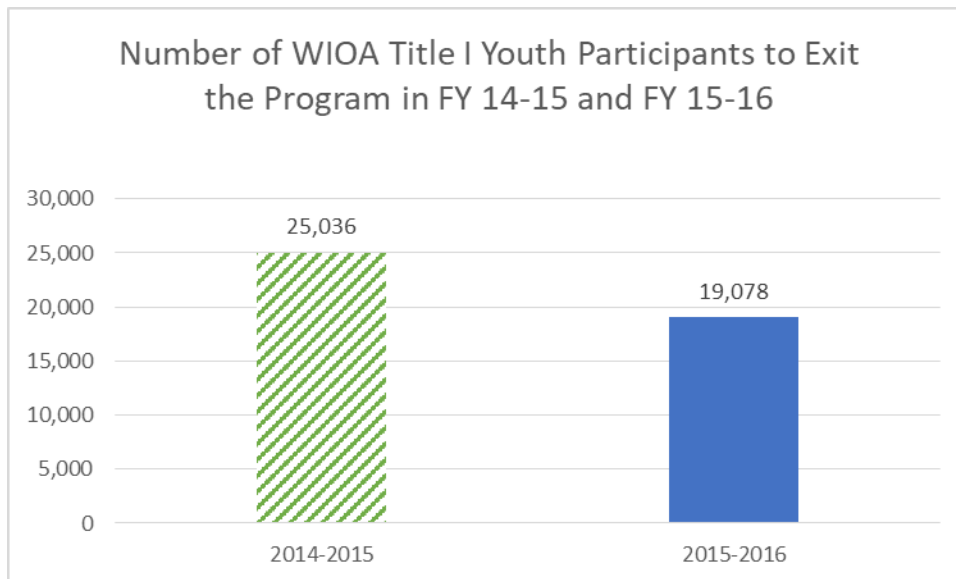


The Title I Youth program served 25,036 participants in FY 14-15 and 19,078 or 5,958 fewer, in FY 15-16.

As discussed elsewhere in this chapter, WIOA shifted the focus of the Youth program toward serving OS youth. These individuals, who are likely to be facing more substantial barriers compared with young people who are still in school, are likely to require more resource-intensive interventions. It seems likely that greater investments in time and money per participant served may account for the reduction in participant numbers from FY 14-15 to FY 15-16.

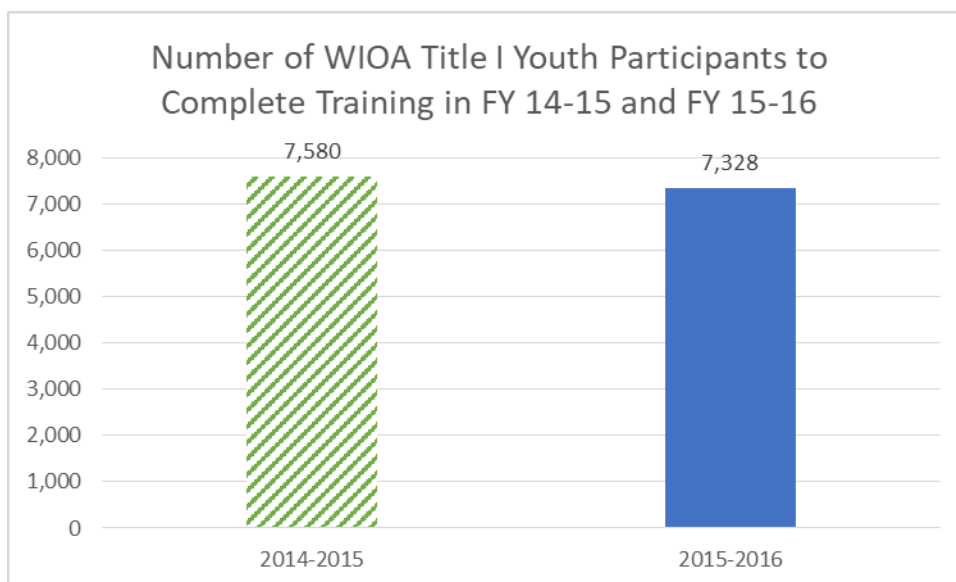
WIOA shifts the primary focus of youth formula funds to support the educational and career success of OS youth. As a result of this shift, the cost per participant under WIOA may increase as many OS youth require more intensive and costly services. Consequently, fewer participants might be served under the WIOA youth program due to the more intensive and costly services for the increased emphasis on the OS youth population.

7.11.1.3 Figure – WIOA Title 1 Youth Program Exit



In FY 14-15, a total of 25,036 individuals exited from the Title I Youth program. In FY 15-16, 19,078 individuals exited the program. The difference may reflect the smaller number of enrollments in the second year.

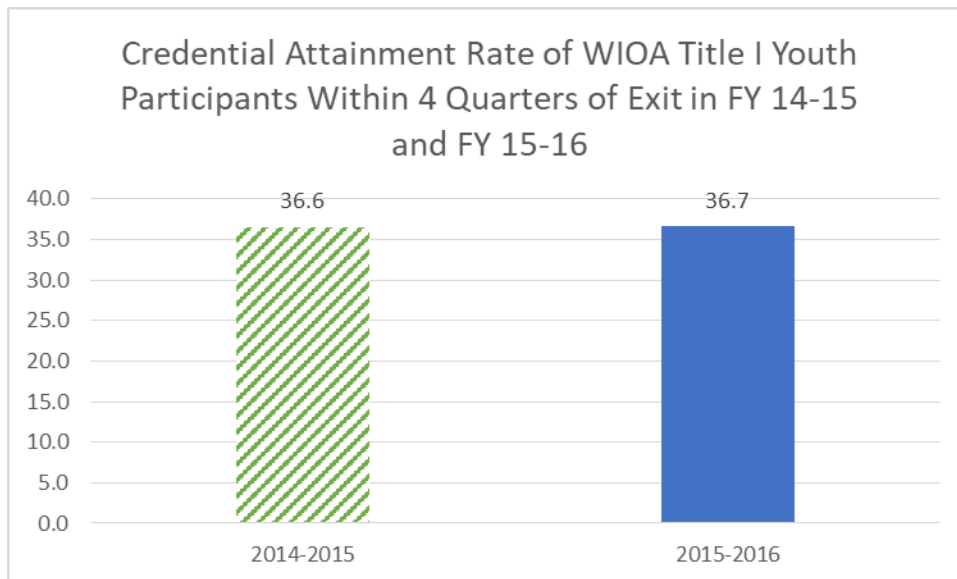
7.11.1.4 Figure – WIOA Title 1 Youth Training Completion



Numbers of training completions were nearly as high in FY 15-16 as in FY 14-15, despite the smaller number of overall enrollments: 7,328 Youth participants completed training in the second year compared with 7,580 in the first. This suggests that a larger share of total program

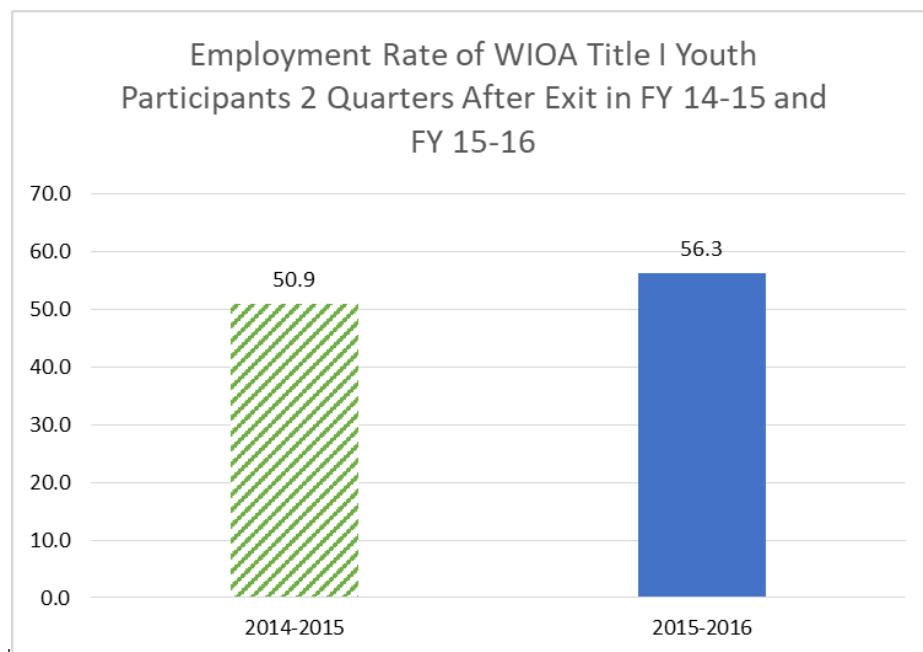
participants served were enrolled in training services—which may be aligned with WIOA’s emphasis on youth training.

*7.11.1.5 Figure – Credential Attainment Rate of WIOA Title 1 Youth with 4 Quarters of Exit*



Rates of credential attainment remained similar for participants exiting in both years, with 36.6% of all to exit in FY 14-15 earning a credential within a year of exit, and 36.7% doing so within a year of exit in FY 15-16.

*7.11.1.6 Figure – 2nd Quarter Employment Rate of WIOA Title 1 Youth After Exit*

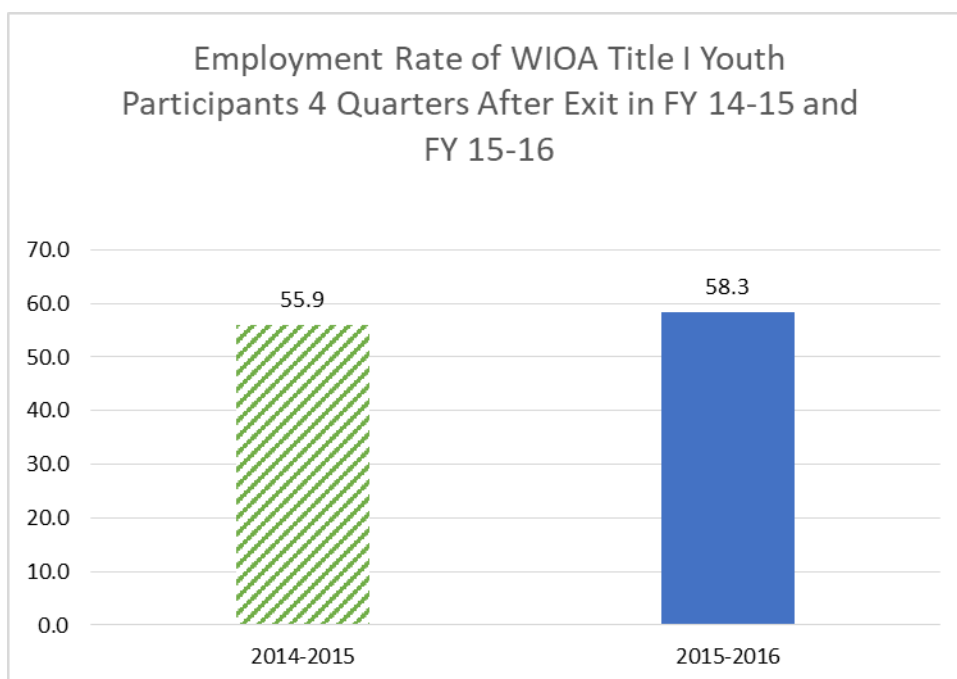


Two quarters after exit in FY 14-15, about one-half (50.9%) of all former Youth program participants were employed. At the same stage after exit in FY 15-16, the percentage employed was higher, 56.3%.

As a program targeted toward young participants, the WIOA Title I Youth program aims beyond immediate job placement at placing participants into continuing education and training as appropriate to their needs and goals.

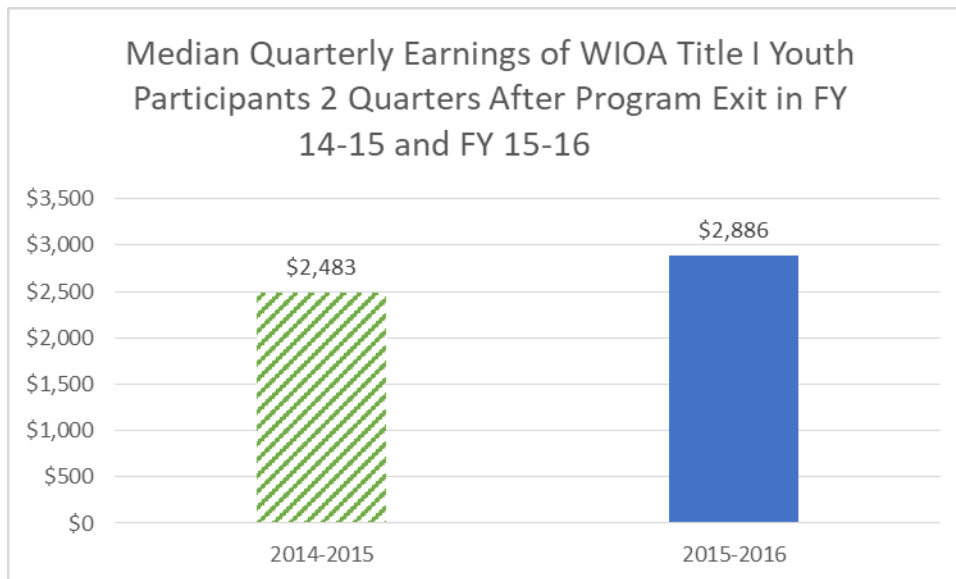
It is hoped that in future reports, data will also be available to indicate Youth participant placements into continuing education and training.

*7.11.1.7 Figure – 4<sup>th</sup> Quarter Employment Rate of WIOA Title 1 Youth After Exit*



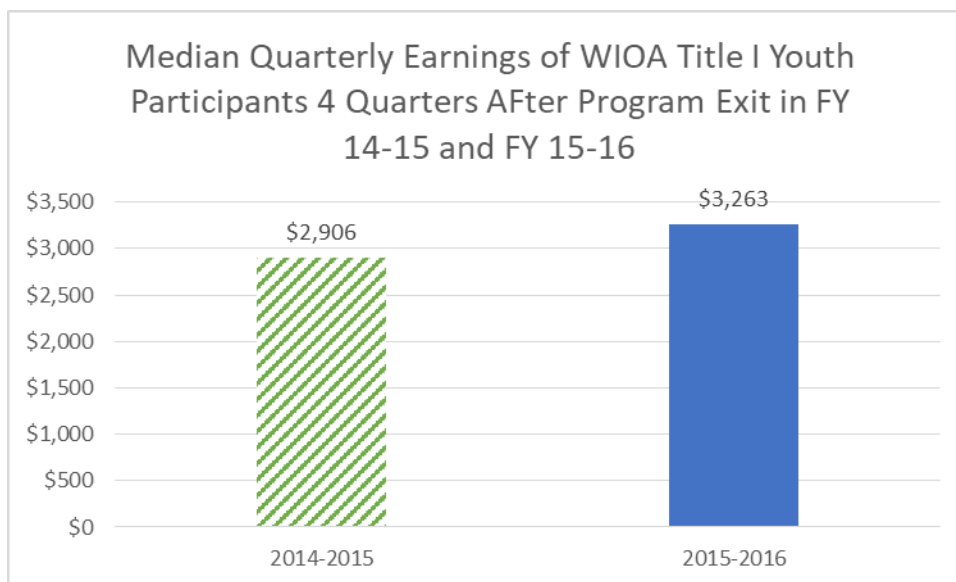
Rates of employment were higher a year after exit in both years, increasing to 55.9% after exit in FY 14-15 and 58.3% a year after exit in FY 15-16.

7.11.1.8 Figure – 2<sup>nd</sup> Quarter Median Earnings of WIOA Title 1 Youth After Exit



Median earnings of Youth participants employed in the second quarter after exit in FY 14-15 were \$2,483; at the same stage after exit in FY 15-16, they were about \$400 higher at \$2,886.

7.11.1.9 Figure – 4<sup>th</sup> Quarter Median Earnings of WIOA Title 1 Youth After Exit



One year after exit in FY 14-15, participant median earnings were \$2,906; a year after exit in FY 15-16, they were about \$360 greater at \$3,263.