



## CAAL-Skills Workforce Metrics Dashboard Report 2022

Chapter 9: California Employment Development Department (EDD) Workforce –  
Innovation and Opportunity Act (WIOA) Title III Program

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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## 9 California Employment Development Department (EDD) – Workforce Innovation and Opportunity Act (WIOA) Title III Program

**Program Overview** - The Wagner-Peyser Act of 1933 provides for establishment of a nationwide system of public employment offices. Services provided include job search assistance, job referrals, and placement assistance to jobseekers, reemployment services to unemployment insurance recipients; and assistance in identifying candidates for job openings to employers.

Until 1998, Wagner-Peyser offices were standalone facilities offering these services to jobseekers. Subsequent workforce legislation in the 1960s, 1970s, and 1980s introduced new types of services and programs related to workforce preparation and employment (e.g., programs for youth, job-training programs, and direct public service employment) but left the Wagner-Peyser centers' role largely unchanged. However, the advent of the 1998 Workforce Investment Act (WIA) introduced a new focus on both labor market attachment services and creating unified, walk-in, job-center “one-stop” facilities (America’s Job Centers of California, or AJCCs) where such services could be accessed. Aware that separate Wagner-Peyser offices providing similar services already existed, the framers of the 1998 legislation included Wagner-Peyser services as a required partner in the new one-stop service delivery model.<sup>1</sup> However, the law stopped short of prohibiting the continued existence of separate, stand-alone Wagner-Peyser offices. The Workforce Innovation and Opportunity Act (WIOA) of 2014 continues WIA’s focus on one-stop service access and the efficient use of resources, and entrenches the one-stop delivery model by requiring every Local Workforce Development Area (Local Area) to host at least one comprehensive AJCC—a job center at which all partner services including Wagner-Peyser are present. In addition, a clause (Section 121[e][3]) of the current law specifically requires that Wagner-Peyser services be co-located at AJCCs to improve service delivery and avoid duplication of effort. In California, the vast majority of Wagner-Peyser offices were already located within AJCCs by the time WIOA went into effect in July 2015.<sup>2</sup> With WIOA, the few remaining stand-alone Wagner-Peyser offices moved into their neighboring AJCC locations. In California, the Wagner-Peyser program is administered by the Employment Development Department (EDD), and provides job services to 1.5 million people annually.<sup>3</sup> This figure includes all individuals who accessed services under WIOA Title III Wagner-Peyser including those who used self-services online or at an AJCC. Data in the report do not count individuals whose only contact with Title III services was via self-service activities (e.g., accessing job search via CalJOBS, or using an AJCC resource room) as “participants”. To be included in program data in this report, a participant must have received at least one staff-assisted service.

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<sup>1</sup> Workforce Investment Act (1998), Section 121.

<sup>2</sup> In California, EDD records indicate that only eight stand-alone Wagner-Peyser offices still existed at the time WIOA went into effect in 2015.

<sup>3</sup> [CWDB Unified Strategic Workforce Development Plan for 2020-2023](#).

Eligibility for Wagner-Peyser services extends to any individual with a legal right to work. This makes the pool of WP participants large, broad, and diverse.

### **Program and service delivery structure**

AJCCs offer a variety of services that bring employers with job openings and qualified job seekers together. Customers may access services through self-service or with the assistance of staff. Through AJCCs, the Wagner-Peyser program provides job-seekers with:

- Job search training workshops to acquire the skills needed to find and keep a job
- Referral to partner agencies that provide other employment-related services, including training.<sup>4</sup>

Additionally, through the online labor exchange system, CalJOBS<sup>SM</sup>, the EDD offers a statewide network that links employers with qualified job seekers throughout California.

Some clarification of terminology and program design is needed here: “Wagner-Peyser” is the name of the original 1933 legislation that created a national system of public employment offices.<sup>5</sup> Subsequent workforce legislation re-authorized the original Wagner-Peyser Act, and made amendments to it. Programmatically speaking, up until WIOA’s 2014 passage, all workforce system participants were also inherently considered to be “Wagner-Peyser participants”.

Title III is the title of the WIOA legislation dealing with re-authorization of and amendments to the Wagner-Peyser legislation.

This can be confusing—since “Wagner-Peyser services” are ultimately characterized by virtue of the program that employs the staff who provide them, and not necessarily by a difference in characteristics of an individual service itself. To illustrate: both Wagner-Peyser and the Adult program under Title I provide participants with different types of “basic” career services, which may (in both programs) include job search assistance or use of an online job search tool.

In part to streamline the overlap created by the multiple acts of legislation, in California, jobseekers who enter an AJCC and access self-services can be initially registered under a shortened version of an application, known as Registered Individual eligibility. Registered Individual eligibility enables Title I and Title III staff to track participants engaged in self-service activities so they don’t have to complete a full program application. Data collected under the Registered Individual eligibility application is included in this chapter, if participants subsequently received staff-assisted services.

Subsequently, if individuals are referred on to more services, a formal Title III (or other Title) application will be completed for them. Types of applications under Title III include the following: Wagner-Peyser, Jobs for Veterans state grant (JVSG), or Migrant and Seasonal Farmworker (MSFW) program.

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<sup>4</sup> Employment Development Department. [“Wagner-Peyser Act”](#).

<sup>5</sup> See: U.S. Department of Labor – [“Wagner-Peyser Act of June 6, 1933”](#)

In the present chapter's data, data contain both participants who were enrolled under the Reportable Individual registration, as well as those enrolled under the Wagner-Peyser, JVSF, and MSFW applications (see next section for a discussion of eligibility).

However, in order to capture a definition of "participant" that is on par with other programs in this report, individuals whose only interaction with Title III services was through self-service are not counted as participants in data for this report.

### **Eligibility**

Eligibility for Title III services is universal, with services made available to any jobseeker, regardless of employment status. Veterans receive priority, and disabled veterans receive the highest priority. Reemployment services are available to UI recipients.

Additionally, services are provided under Title III (and captured in this report's data) to individuals who meet the definition of being a migrant or seasonal farmworker. Seasonal farmworkers are individuals who are employed (or were in the previous year) in farm work of a seasonal or other temporary nature. Labor is performed on a seasonal basis where, ordinarily, the employment pertains to, or is of the kind exclusively performed at certain seasons, or periods of the year and which, from its nature, may not be continuous or carried on throughout the year. A worker, who moves from one seasonal activity to another, while employed in farm work, is employed on a seasonal basis even though he/she may continue to be employed during a major portion of the year. A migrant farmworker is a seasonal farmworker (as defined above) who travels to the job site so that the farmworker is not reasonably able to return to his/her permanent residence within the same day.

Clearly, the non-year-round nature of seasonal and migrant farmworkers' employment poses specific challenges for these workers—in that they usually cannot depend on steady pay throughout the calendar year, while income of such workers even during the parts of the year when they are working full-time is likely to be low.<sup>6</sup> In California, this population is also likely to have substantial overlap with other barrier-facing populations such as English language learners and therefore may have specific workforce service requirements. Finally, many in this population are likely not to have work authorization.<sup>7</sup> Tracking individuals' migrant and

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<sup>6</sup> Data from the EDD-LMID finds that MSFWs are typically employed as crop workers. Under the North American Industry Classification System (NAICS), crop production jobs are counted in two industries: crop production and farm labor contractors and crew leaders. Whereas crop production jobs are mostly field-based and reported directly by growers, farm labor contractors supply workers to farms and a job reported by a farm labor contractor may include work done on more than one farm. In 2017, employment in crop production totaled 169,100 jobs and farm labor contractors reported an additional 143,800 jobs, yielding a combined total of 312,900 crop production jobs in California. Nearly three-quarters (74.8 percent) of all agricultural jobs in California in 2017 were in crop production (CWDB Strategic Unified Plan for 2020-2023, ["Program-Specific Requirements for Wagner-Peyser Program,"](#) p. 18-19). According to the [BLS](#), the median annual earning for "farmworkers and laborers, crop, nursery and greenhouse" workers in 2019 was only \$25,230.

<sup>7</sup> Tracking information to estimate both size and demographics of the seasonal and migrant farmworker population in California is inherently difficult. However, data provided by the *California Farmworkers in 2016* study by UC

seasonal farmworker status enables provision of services tailored to this population's needs, including outreach, assurance of services availability in participant languages spoken, assistance with job placement, education concerning employment rights and conditions, information for those participating through the H-2A visa program, and other assistance with supportive needs.<sup>8</sup>

An additional program whose data is captured and reported under Title III in California is the Jobs for Veterans State Grants (JVSG) program. This program provides individualized career services to veterans and eligible persons with significant barriers to employment and to assist employers fill their workforce needs with job-seeking veterans.<sup>9</sup> In California, career services that are directly provided under the JVSG program are reported under Title III, and participants are included in data reported in this chapter.<sup>10</sup>

### Service types

Services under the Title III program often provide initial entry to the workforce system, enabling participants to receive intake and initial assessment before being either served under the program or referred on to other types of more intensive services including training, as needed, via other one-stop partner programs (such as Title I).

Services are delivered by state merit staff at AJCC locations.<sup>11</sup>

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Davis and the EDD-LMID provides a best estimate of the number of MSFWs in California in 2017. The study compared official 2016 survey-based agricultural employment estimates with analysis of the comprehensive wage and employment records that are maintained by EDD-LMID that use social security numbers (SSN) to identify and count the number of workers in agricultural establishments as coded under NAICS. After making adjustments for what appeared to be false or shared SSNs, the study determined that there were 989,500 unique SSNs reported by agricultural establishments in 2016. In contrast, the official EDD estimate was that California had 421,000 agricultural jobs in 2016. Based on these findings, the UC Davis/EDD-LMID study concluded that there were 2.0 agricultural workers for every reported agricultural job in California in 2017. Analysis of the 2015-2016 NAWS public use data indicated that 59.9 percent of California farmworkers reported that they worked for their employer on a year-round basis and 40.1 percent reported they worked on a seasonal basis. The 2015-2016 NAWS public use data also indicated that 16.0 percent of crop farmworkers in California were migrants. Applying the NAWS-derived estimated shares of crop workers who were seasonal to the estimated number of crop workers in 2017, yields an estimate that there were approximately 250,900 seasonal farm workers in California in 2017, of whom 40,100 were migrant workers ([“Program-Specific Requirements for Wagner-Peyser Program,”](#) p. 18-19).

For source of data and more details on the study, see Unified Strategic Plan for 2020-2023, [“Program-Specific Requirements for Wagner-Peyser Program,”](#) p. 18-19.

<sup>8</sup> See Unified Strategic Plan for 2020-2023, [“Program-Specific Requirements for Wagner-Peyser Program,”](#) p. 20-22.

<sup>9</sup> <https://www.dol.gov/agencies/vets/programs/grants/state/jvsg>

<sup>10</sup> In California, JVSG partners with Title I to provide JVSG participants with training services, meaning that any training services JVSG participants receive would be included in Title I program data—not in this chapter's data.

<sup>11</sup> A recent federal rule change from January 2020 (85 FR 592, [“Wagner-Peyser Act Staffing Flexibility”](#)) may alter this by “expand[ing] service provision to include allowing States the flexibility to use staffing arrangements that best suit their needs. This flexibility will allow States to provide Wagner-Peyser Act services through State merit staff, other State staff, subawards to local governments or private entities, a combination of these arrangements, or other allowable staffing solutions under the Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance)”.

Effectively, this means that the Title III program fulfills two roles: for individuals who were recently employed and those facing imminent layoff due to structural events (like plant closures, corporate restructuring, or other larger economic events), the labor exchange services (resume assistance, job boards, etc.) offered through Title III may be sufficient to match these individuals with employment. For those who are long-term unemployed, as well as individuals who may have been employed in a no longer in-demand field or occupation, Title III staff perform a role of referral to more intensive services, such as training, available under Title I (and other programs).

Services include job search and placement assistance for jobseekers, recruitment services and special technical services for employers, re-employment services for unemployment insurance claimants, labor exchange services for workers who have received notice of permanent or impending layoff, referrals and financial aid application assistance for training and educational resources and programs, and the development and provision of labor market and occupational information.

### **Program reporting, eligibility, and the WIA-WIOA transition**

In July 2015, the Workforce Innovation and Opportunity Act went into implementation, replacing the earlier Workforce Investment Act. The major programmatic change to the Title III program was the required co-location of Wagner-Peyser staff within one-stop job centers as described above. However: as also noted, the vast majority of Wagner-Peyser offices were already co-located in AJCCs at the time WIOA took effect.

In July 2016, the WIOA reporting format also transitioned to the PIRL ([Participant Individual Record Layout](#)) from a set of older reporting forms that separately captured participant data for various eligibility groups (all participants, veterans, etc.).<sup>12</sup> This means that, in place of multiple reporting layouts used for different categories of participants, data reporting transitioned to use of a single format. The transition did not bring changes to reporting categories for participant demographic data on racial and ethnic identification, which are described in the following pages as reported under the PIRL layout. Even prior to transition to the PIRL, program reporting followed the same Office of Management and Budget (OMB) guidelines described in this section.

The transition to use of the CalJOBS reporting system took place for the Title III program before dates covered by this chapter, in 2013.

**Participant Definition** – An individual who received non-self-service services under Title III during the noted fiscal year.

**Eligibility Criteria & Participant Characteristics** – Services are available to any jobseeker, regardless of employment status. Veterans receive priority, and disabled veterans receive the highest priority. Reemployment services are available to UI recipients.

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<sup>12</sup> These are: 9002A, 9002B, 9002C, 9002D, 9002E, 200A, 200B, and 200C. A report can be viewed [here](#).



**Exit Definition** – A participant who, in the specified fiscal year, left the WIOA Title III program for at least 90 days.

**Exit Date** – Date of last service received.

**Factors Affecting Metrics**

Appendix C provides full caveats to the WIOA performance indicators reported.

## 9.1 Participant Ethnicity

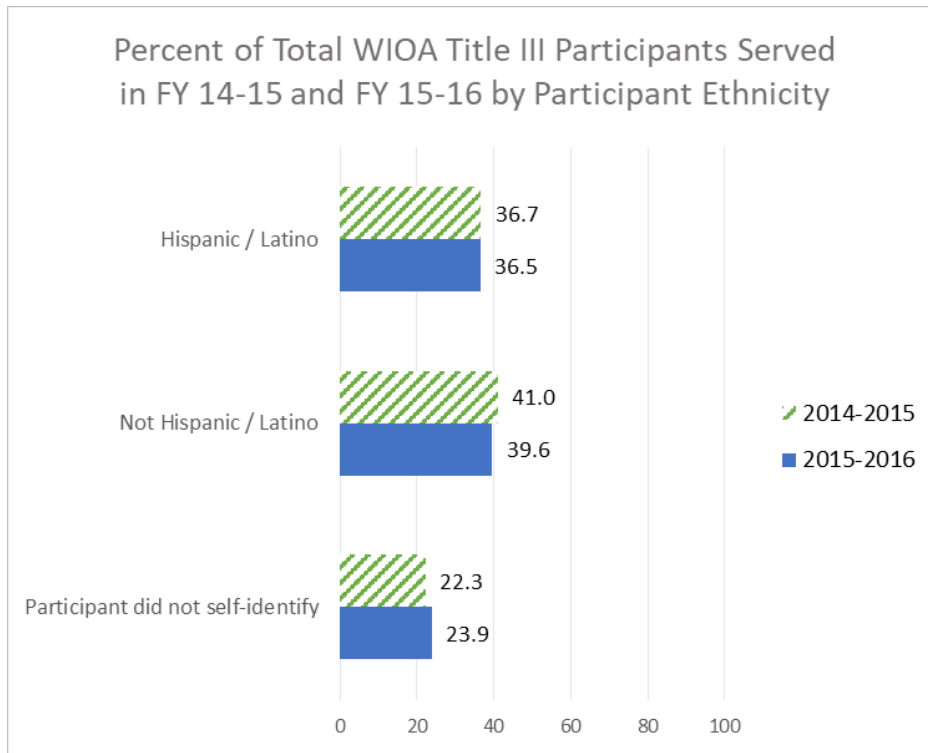
### 9.1.1 Participant Ethnicity

#### 9.1.1.1 Table Set – Participant Ethnicity for FY 14-15 and 15-16

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	351,572	329,808	Not Applicable	211,803	64.2	\$5,284	Not Applicable	Not Applicable	211,365	64.1	\$5,599
Not Hispanic / Latino	393,313	365,901	Not Applicable	208,366	56.9	\$6,147	Not Applicable	Not Applicable	215,802	59.0	\$6,864
Participant did not self-identify	213,933	201,716	Not Applicable	115,233	57.1	\$6,644	Not Applicable	Not Applicable	120,364	59.7	\$7,348
<b>TOTAL</b>	<b>958,818</b>	<b>897,425</b>	<b>Not Applicable</b>	<b>535,402</b>	<b>59.7</b>	<b>\$5,825</b>	<b>Not Applicable</b>	<b>Not Applicable</b>	<b>547,531</b>	<b>61.0</b>	<b>\$6,349</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	334,697	329,488	Not Applicable	216,690	65.8	\$5,666	Not Applicable	Not Applicable	215,863	65.5	\$5,939
Not Hispanic / Latino	362,904	356,160	Not Applicable	208,160	58.4	\$6,584	Not Applicable	Not Applicable	213,894	60.1	\$7,382
Participant did not self-identify	219,240	216,643	Not Applicable	126,974	58.6	\$7,039	Not Applicable	Not Applicable	132,231	61.0	\$7,793
<b>TOTAL</b>	<b>916,841</b>	<b>902,291</b>	<b>Not Applicable</b>	<b>551,824</b>	<b>61.2</b>	<b>\$6,234</b>	<b>Not Applicable</b>	<b>Not Applicable</b>	<b>561,988</b>	<b>62.3</b>	<b>\$6,781</b>

9.1.1.2 *Figure – Percent of Total WIOA Title III Participants Served in FY 14-15 and FY 15-16 by Participant Ethnicity*



Hispanic or Latino shares of all Title III participants were very similar to shares of the state labor force as a whole: 36.7% of the total in FY 14-15 and 36.5% in FY 15-16. These shares were almost identical to labor force shares.

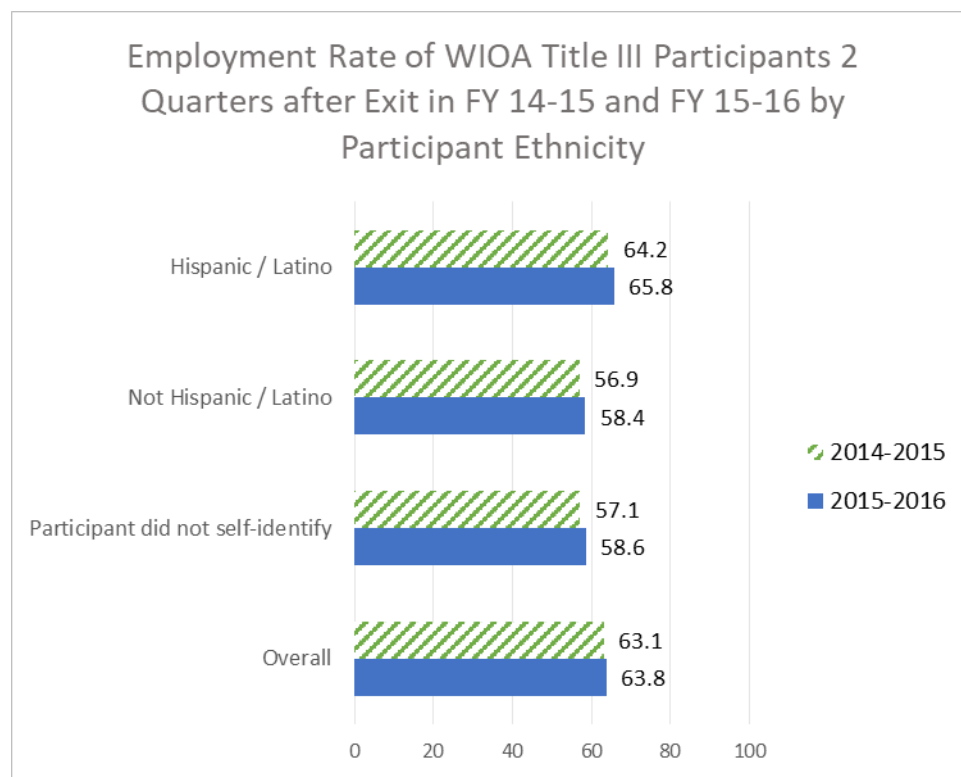
### *Training Completion of WIOA Title III Participant Exits in FY 14-15 and FY 15-16*

Training services are not offered under the WIOA Title III Wagner-Peyser Program. Therefore, Training Completion is not an applicable measure for this program.

### *Credential Attainment Rate of WIOA Title III Participant Exits in FY 14-15 and FY 15-16*

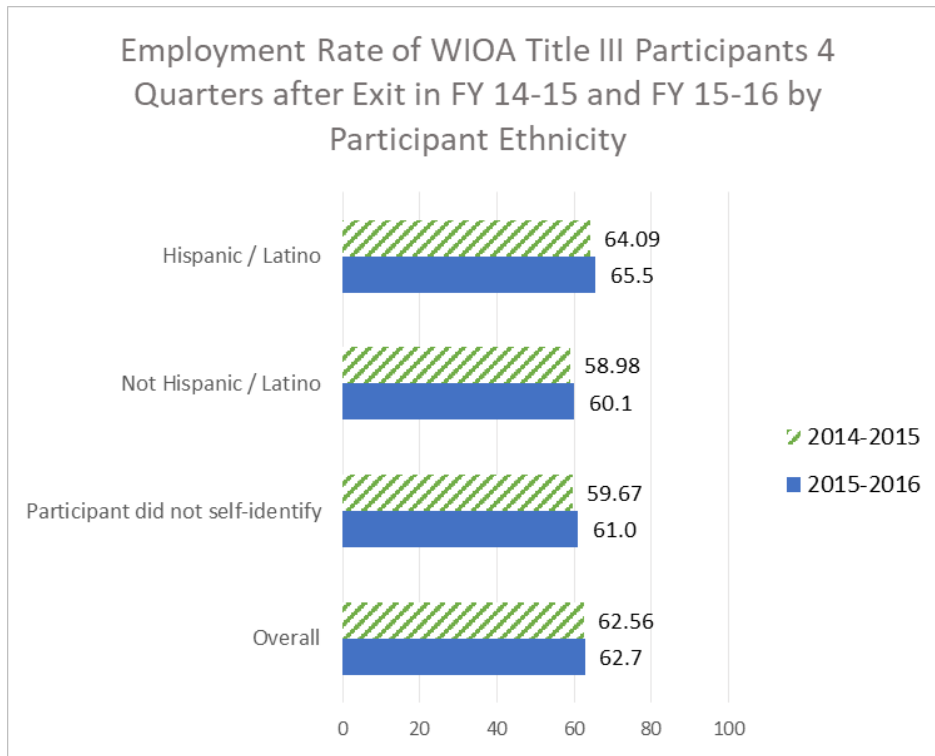
Credential attainment is not tracked by this program.

**9.1.1.3** *Figure – Employment Rate of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Ethnicity*



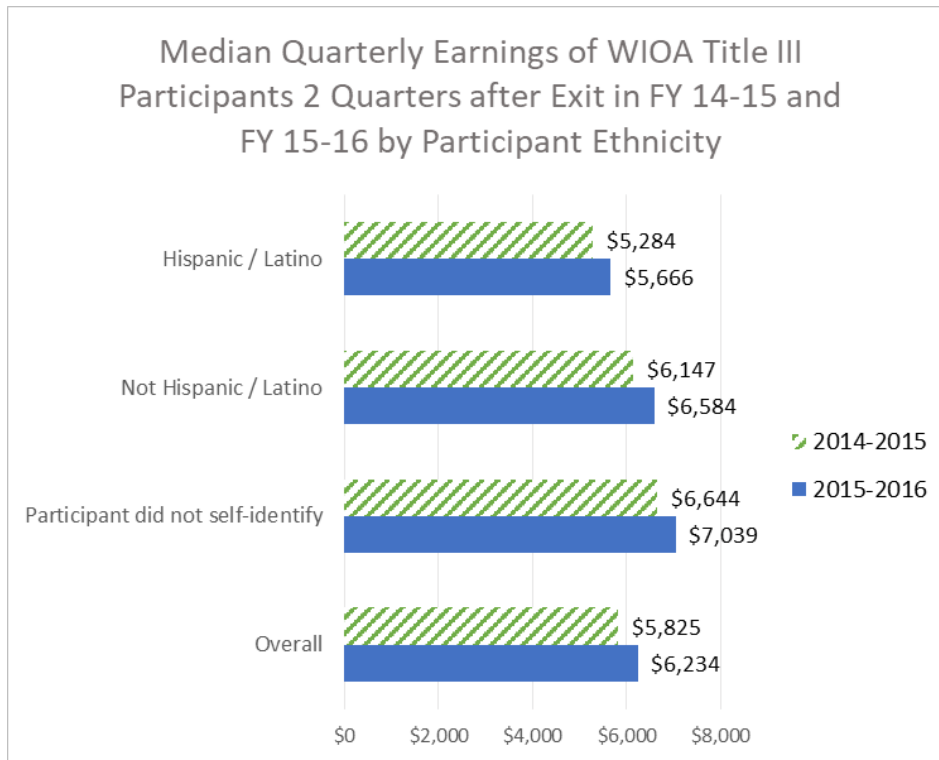
Hispanic or Latino participants in Title III had higher rates of employment—64.2% and 65.8% – compared with 57.0% and 58.5%.

9.1.1.4 Figure – Employment Rate of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Ethnicity



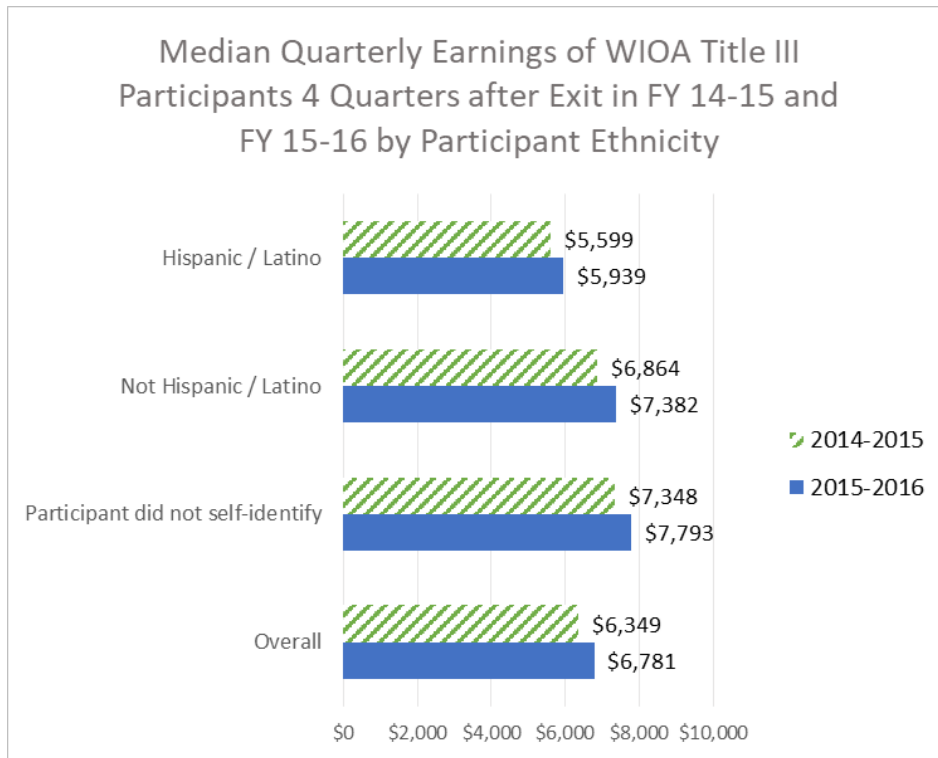
Title III participants who were Hispanic or Latino continued to have higher rates of employment in the fourth quarter after exit, of 64.1% and 65.5% respectively, compared with non-Hispanic participant rates of 59.0% and 60.1%.

9.1.1.5 Figure – Median Quarterly Earnings of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Ethnicity



Earnings of non-Hispanic participants were higher than those of Hispanic participants in the second quarter after exit in both years: Hispanic earnings of \$5,284 in the second quarter after exit in FY 14-15 were -\$863 less than the \$6,147 earned by non-Hispanics; while in the second quarter after exit in FY 15-16, Hispanic participants' earnings of \$5,666 were -\$918 less.

9.1.1.6 *Figure – Median Quarterly Earnings of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Ethnicity*



Non-Hispanic Title III participants continued to have earnings that were higher than those of Hispanic participants in the fourth quarter after exit in both years, and by increased margins.

## 9.2 Participant Race<sup>13</sup>

### 9.2.1 Participant Race

#### 9.2.1.1 Table Set – Participant Race for FY 2014-2015

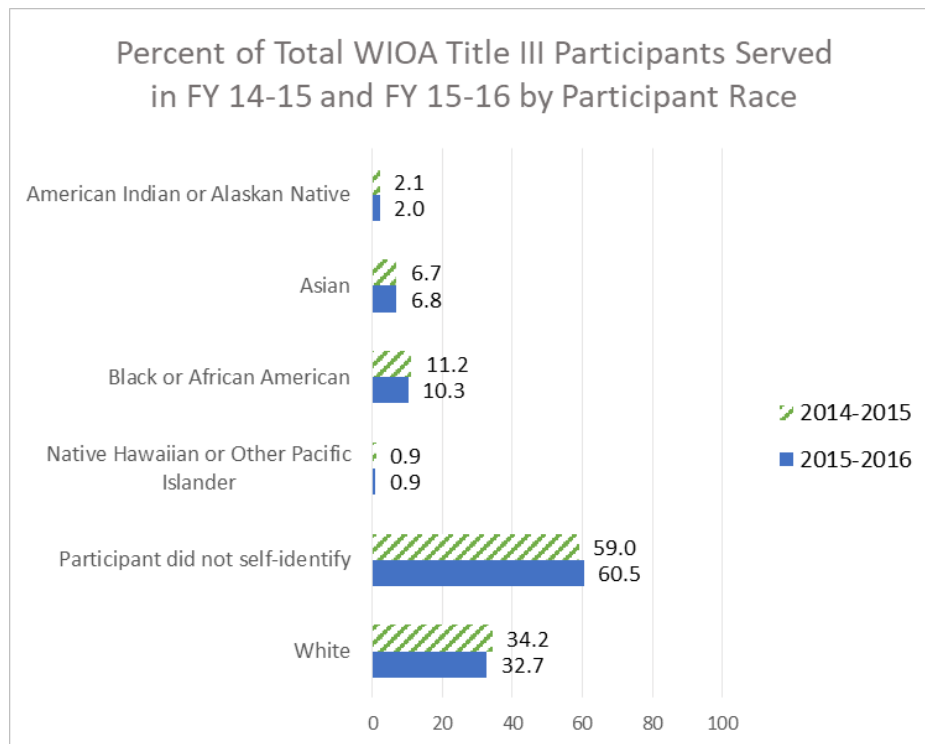
FY 2014-2015														
Participant Ethnicity / Race	# Served	% of Total Served	# Exited	% of Total Exited	# Completed Training	% of Total Completed Training	2 Quarters After Exit			4 Quarters After Exit				
							# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
American Indian or Alaskan Native	20,205	2.1	18,998	2.1	N/A	N/A	10,648	56.0	\$4,855	N/A	N/A	10,816	56.9	\$5,509
Asian	64,594	6.7	59,553	6.6	N/A	N/A	35,325	59.3	\$7,792	N/A	N/A	37,624	63.2	\$8,728
Black or African American	107,076	11.2	99,694	11.1	N/A	N/A	55,455	55.6	\$4,643	N/A	N/A	57,203	57.4	\$5,170
Native Hawaiian or Other Pacific Islander	9,054	0.9	8,526	1.0	N/A	N/A	5,027	59.0	\$5,754	N/A	N/A	5,272	61.8	\$6,478
White	328,252	34.2	305,690	34.1	N/A	N/A	180,912	59.2	\$6,633	N/A	N/A	183,577	60.1	\$7,194
Participant did not self-identify	565,825	59.0	531,780	59.3	N/A	N/A	327,187	61.5	\$6,269	N/A	N/A	331,895	62.4	\$6,707
<b>Total</b>	<b>958,818</b>	<b>100</b>	<b>897,425</b>	<b>100</b>	N/A	N/A	<b>535,402</b>	<b>59.7</b>	<b>\$5,825</b>	N/A	N/A	<b>547,531</b>	<b>61.0</b>	<b>\$6,349</b>

<sup>13</sup> Participant data in this table represent participant selections, not individuals. A single participant may select an unlimited number of race categories with which to identify. This means, of course, that participant selection totals are larger than the number of individuals served in each year. In order to also provide information on the percentage breakouts of Title III participants by racial category, columns are shown which display the percent share of each year's participant total (the denominator) identifying with a given race category (the numerator). In order to cleanly display this data on the page, columns for which data is not reported for the Title III program (training completion and credential attainment) are hidden in Table Set 9.1.2.1.



FY 2015-2016														
Participant Ethnicity / 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	18,450	2.0	18,141	2.0	N/A	N/A	10,404	57.4	\$5,266	N/A	N/A	10,609	58.5	\$5,870
Asian	62,006	6.8	60,731	6.7	N/A	N/A	36,724	60.5	\$8,372	N/A	N/A	38,963	64.2	\$9,447
Black or African American	94,441	10.3	92,352	10.2	N/A	N/A	53,697	58.1	\$4,974	N/A	N/A	54,347	58.8	\$5,534
Native Hawaiian or Other Pacific Islander	8,340	0.9	8,227	0.9	N/A	N/A	4,923	59.8	\$5,773	N/A	N/A	5,161	62.7	\$6,861
White	299,784	32.7	294,650	32.7	N/A	N/A	177,026	60.1	\$7,062	N/A	N/A	179,342	60.9	\$7,545
Participant did not self- identify	554,415	60.5	546,573	60.6	N/A	N/A	343,941	62.9	\$6,691	N/A	N/A	348,385	63.7	\$7,029
<b>Total</b>	<b>916,841</b>	<b>100</b>	<b>902,291</b>	<b>100</b>	N/A	N/A	<b>551,824</b>	<b>61.2</b>	<b>\$6,234</b>	N/A	N/A	<b>561,988</b>	<b>62.3</b>	<b>\$6,781</b>

9.2.1.2 *Figure – Percent of Total WIOA Title III Participants Served in FY 14-15 and FY 15-16 by Participant Race*



The largest category of participants did not identify a race category at all: 59% of all Title III participants in FY 14-15 and 60.5% in FY 15-16.

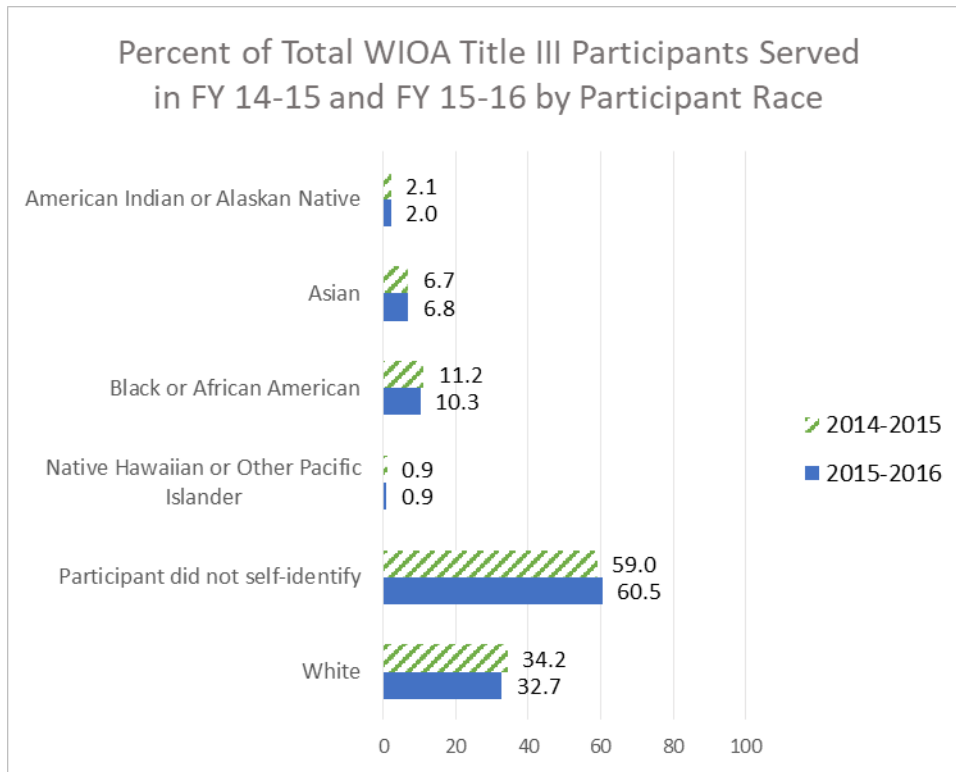
It is presumed that many or most of these individuals identified (only) as Hispanic/Latino, an assumption that also explains the much smaller shares (34.2% and 32.7%) of participants identifying as white compared with the state labor force (72.5%, 73.9%).

Black and Native American populations were overrepresented among Wagner-Peyser participants. Black participants were about 11% of all FY 14-15 participants in Wagner-Peyser and about 10% of the total the following year, shares that were more than 50% larger than representation in the state labor force of 6.3%. Native Americans also appeared to be a slightly larger percentage of all Wagner-Peyser participants than in the labor force as a whole, more than 2% of the former compared with 1.6% of the latter.

Asians were 6.7% and 6.8% of all Wagner-Peyser participants compared with much larger shares (16.3% and 15.1%) of the labor force.

The racial distribution of Wagner-Peyser enrollments likely reflects racial stratification of unemployment and poverty rates, which are themselves rooted in multiple structural sources of unequal opportunity as well as direct discrimination. (See discussion in introductory chapters).

9.2.1.3 *Figure – Percent of Total WIOA Title III Participants Served in FY 14-15 and FY 15-16 by Participant Race*



The distribution of participant exits was similar to that of participation.

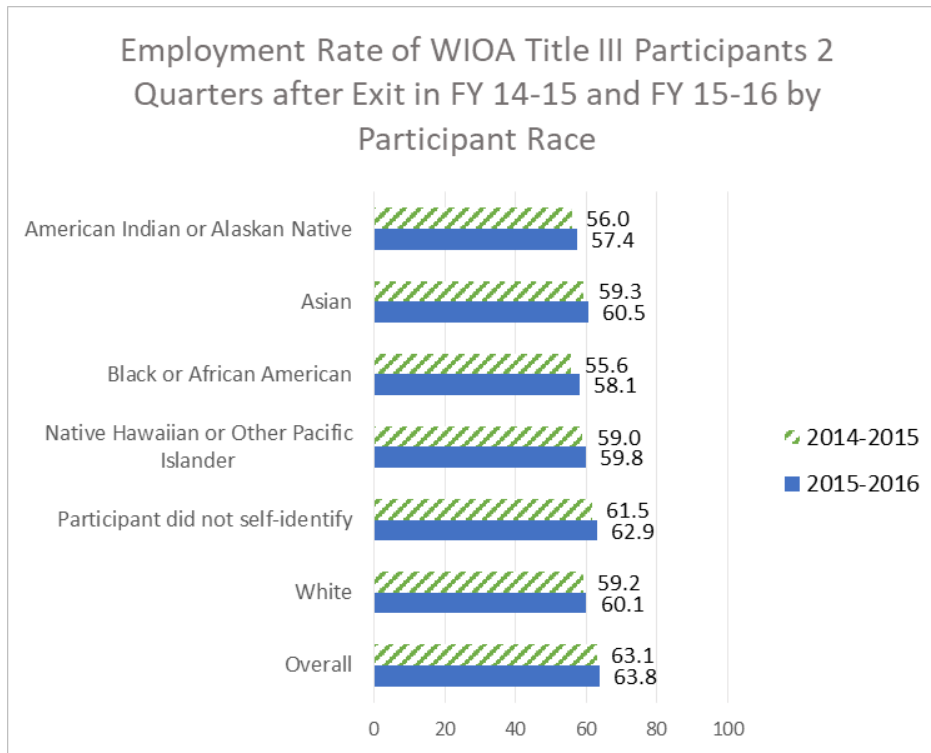
*Training Completion in FY 14-15 and FY 15-16*

Training services are not offered under the WIOA Title III Wagner-Peyser Program. Therefore, Training Completion is not an applicable measure for this program.

*Credential Attainment Rate in FY 14-15 and FY 15-16*

Credential attainment is not tracked by this program.

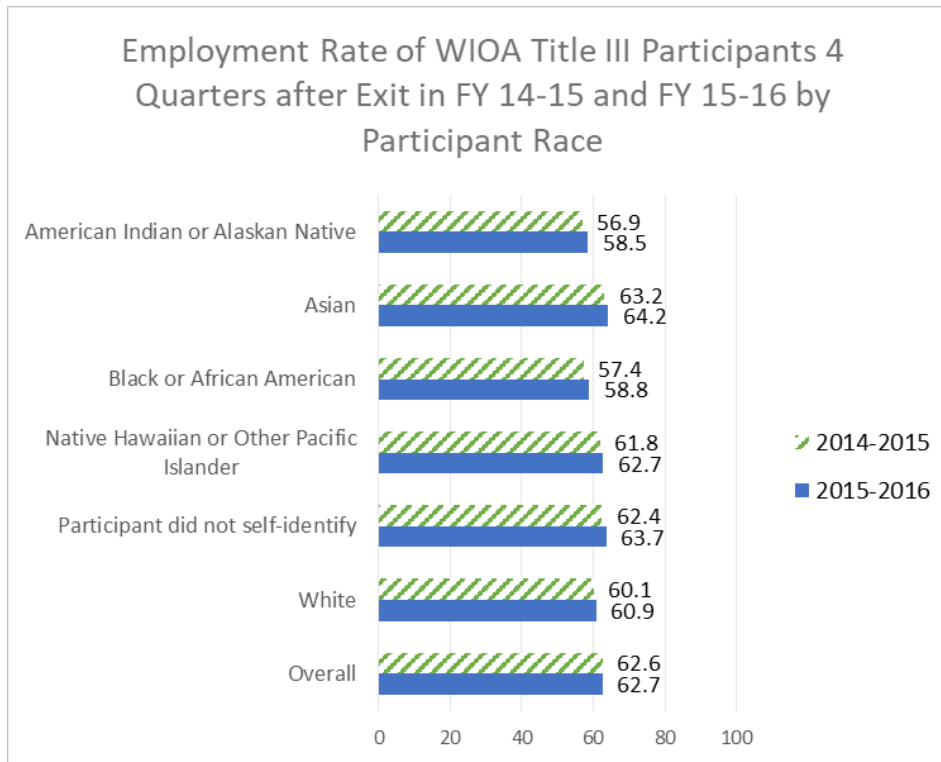
9.2.1.4 Figure – Employment Rate of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Race



Participants who did not identify a race (presumed to be mostly Hispanic) had highest second quarter employment, 61.5% and 62.9%. These rates were +1.9 and +1.8 percentage points higher than the overall rates.

Employment rates were lowest among Black and Native American participants, in each year approximately -4 percentage points below the overall rates.

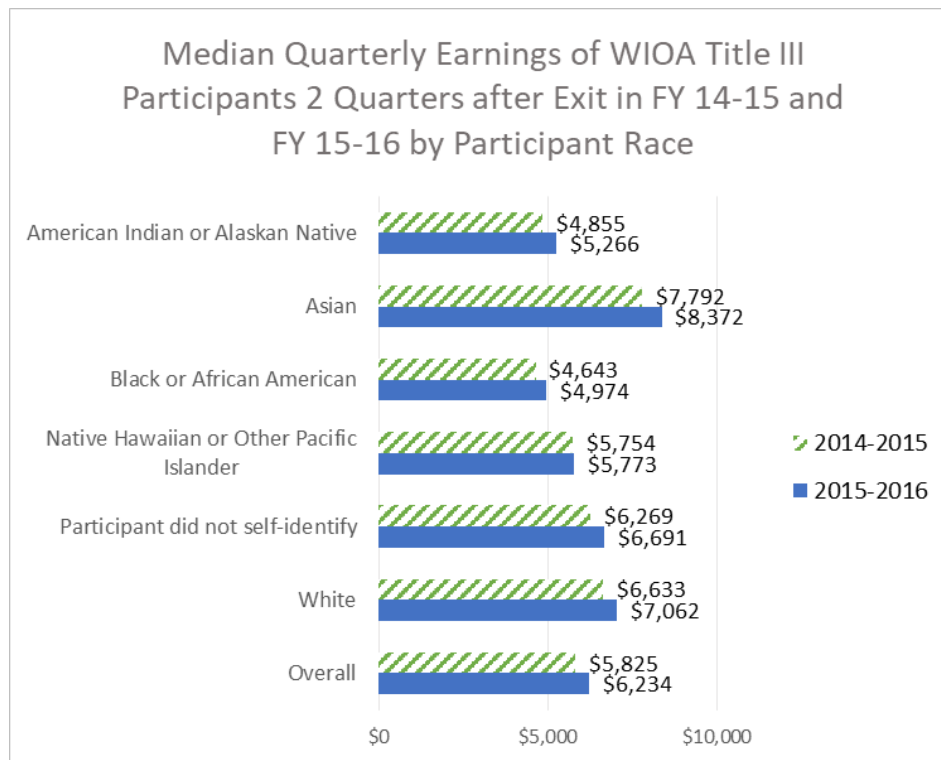
9.2.1.5 *Figure – Employment Rate of WIOA Title III Participants 4 Quarters after Exit FY 14-15 and FY 15-16 by Participant Race*



One year after exit, employment was highest among Asian participants, 63.2% and 64.2%, again approximately 2 percentage points higher than the overall rate.

Employment rates of Black and Native American participants were again lowest at about 57% following exit in FY 14-15 and about 59% following exit in FY 15-16.

9.2.1.6 *Figure – Median Quarterly Earnings of WIOA Title III Participants 2 Quarters after Exit FY 14-15 and FY 15-16 by Participant Race*



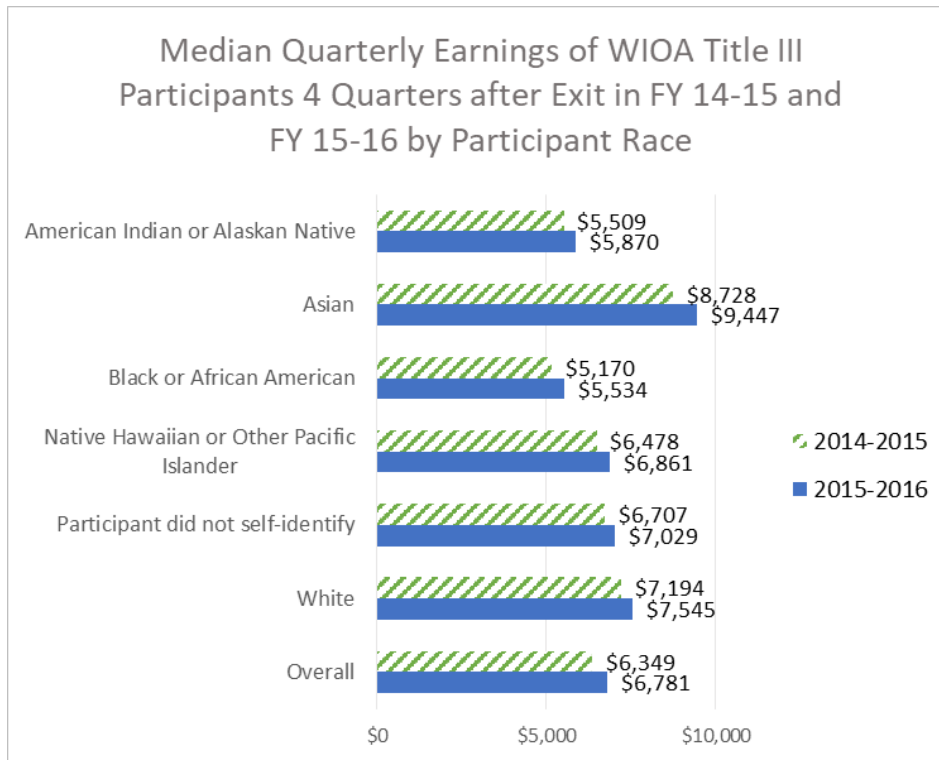
Asian participants in Title III also had each year’s highest earnings, with quarterly median earnings of \$7,792 in the second quarter after exit in FY 14-15 and \$8,372 after exit in FY 15-16. This group’s earnings were approximately \$2,000 greater than the program-wide median in each year.

Black participants, followed by Native American participants, earned least: \$4,643 and \$4,974 following exit in FY 14-15 and FY 15-16 respectively. These earnings were about \$1,200 less than the program-wide medians.

Given the light-touch nature of Title III services (job search, labor market information) and data on racial stratification of earnings, it is likely that such labor market inequalities play a causal role in observed differences.

Given that WIOA’s mandate includes a commitment to assist members of groups facing systemic inequality, it appears that more research may be needed to determine how Title III services can better address these inequalities from a supply-side perspective.

9.2.1.7 *Figure – Median Quarterly Earnings of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Race*



Asian participants continued to have highest earnings one year after exit, of \$8,728 following exit in FY 14-15 and \$9,447 following exit in FY 15-16.

The difference of these individuals' earnings from the median, moreover, increased somewhat to a difference of \$2,379 following exit in FY 14-15 and \$2,666 following exit in FY 15-16. Earnings of Black participants and Native American participants continued to be lowest.

### 9.3 Participant Sex / Gender

#### 9.3.1 Participant Sex/Gender

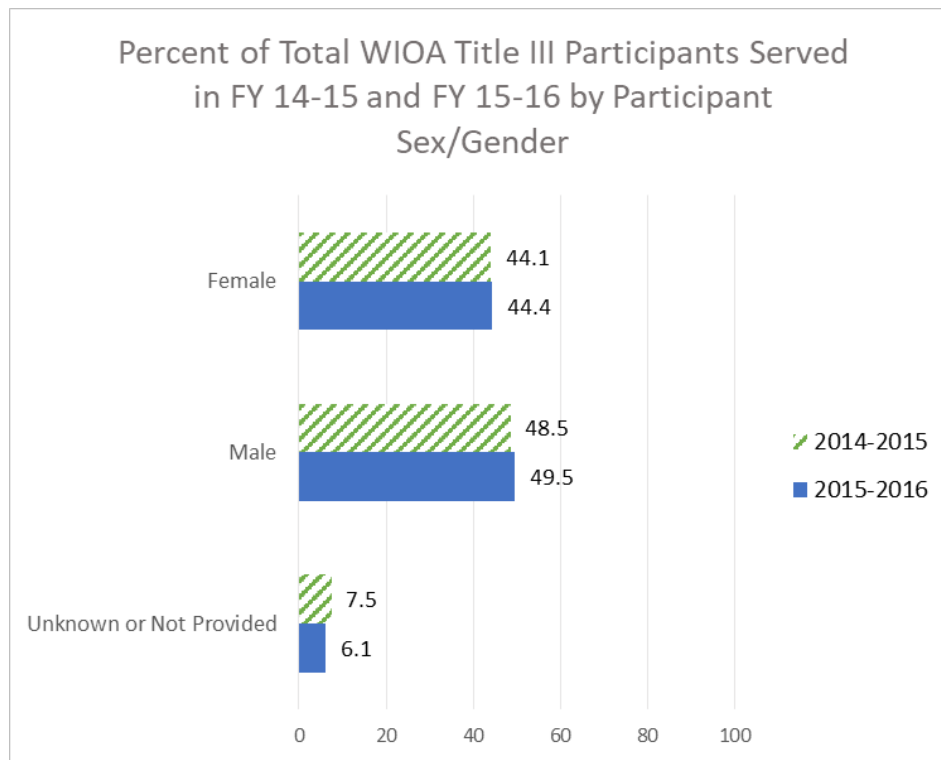
##### 9.3.1.1 Table Set – Participant Sex / Gender

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	464,691	435,307	Not Applicable	260,415	59.8	\$6,416	Not Applicable	Not Applicable	264,947	60.9	\$6,977
Female	422,487	392,268	Not Applicable	233,732	59.6	\$5,269	Not Applicable	Not Applicable	240,898	61.4	\$5,770
Unknown or Not Provided	71,640	69,850	Not Applicable	41,255	59.1	\$5,726	Not Applicable	Not Applicable	41,686	59.7	\$6,244
<b>TOTAL</b>	<b>958,818</b>	<b>897,425</b>	<b>Not Applicable</b>	<b>535,402</b>	<b>59.7</b>	<b>\$5,825</b>	<b>Not Applicable</b>	<b>Not Applicable</b>	<b>547,531</b>	<b>61.0</b>	<b>\$6,349</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	453,888	446,551	Not Applicable	271,709	60.8	\$6,865	Not Applicable	Not Applicable	275,568	61.7	\$7,486
Female	406,945	400,055	Not Applicable	246,041	61.5	\$5,643	Not Applicable	Not Applicable	252,076	63.0	\$6,164
Unknown or Not Provided	56,008	55,685	Not Applicable	34,074	61.2	\$6,195	Not Applicable	Not Applicable	34,344	61.7	\$6,454
<b>TOTAL</b>	<b>916,841</b>	<b>902,291</b>	<b>Not Applicable</b>	<b>551,824</b>	<b>61.2</b>	<b>\$6,234</b>	<b>Not Applicable</b>	<b>Not Applicable</b>	<b>561,988</b>	<b>62.3</b>	<b>\$6,781</b>



9.3.1.2 *Figure – Percent of Total WIOA Title III Participants Served in FY 14-15 and FY 15-16 by Participant Sex/Gender*



Women were 44.1% of all Title III participants in FY 14-15 and 44.3% in FY 15-16. Men were 48.5% (FY 14-15) and 49.5% (FY 15-16) respectively. Participants who did not self-identify as male or female made up each year's remainder.

Unlike many other workforce programs, women's enrollments in Wagner-Peyser thus closely reflect labor force shares (45.4%).

While enrollment in Wagner-Peyser services represents a large and diverse pool of individuals, many participants may be mid-career individuals who have been recently displaced from employment (more in-depth discussion can be found in the California Policy Lab's Study of Workforce Programs in California, forthcoming at the time of the WMDR's publication). With its focus on light-touch labor exchange services, the Title III program may be more likely to enroll participants who reflect demographics of the existing labor force than may be the case for either educational or anti-poverty programs. While this appeared to hold less in the case of race (discussed in the previous section), it does appear to have held true in the context of gender.

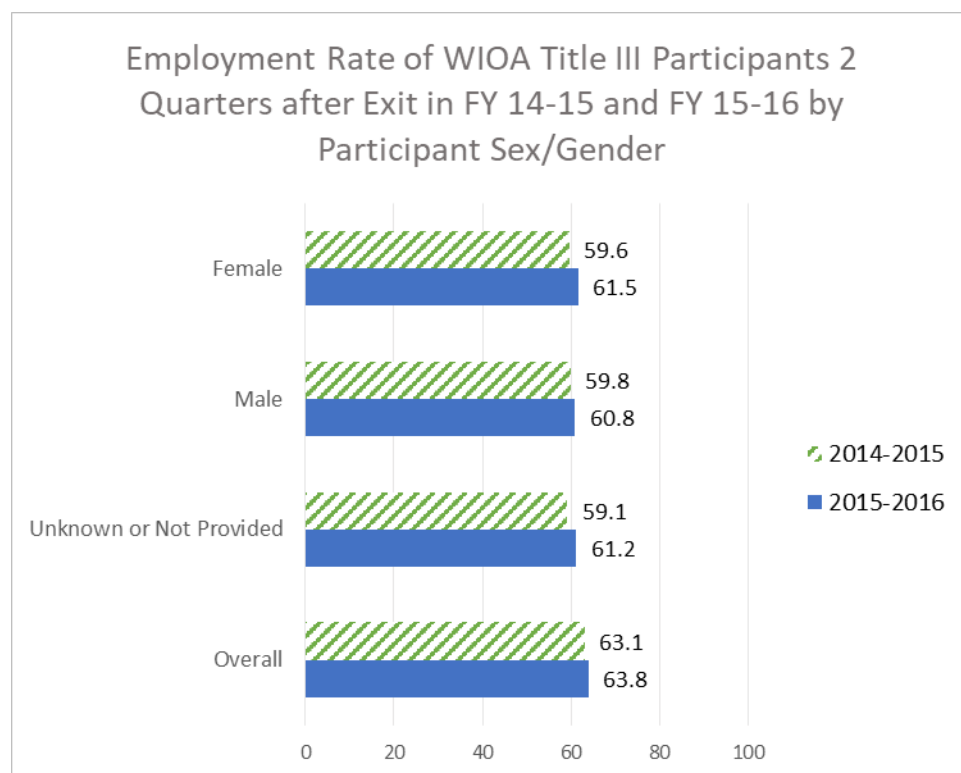
### *Training Completion for FY 14-15 and FY 15-16*

Training services are not offered under the WIOA Title III Wagner-Peyser Program. Therefore, Training Completion is not an applicable measure for this program.

### *Credential Attainment Rate for FY 14-15 and FY 15-16*

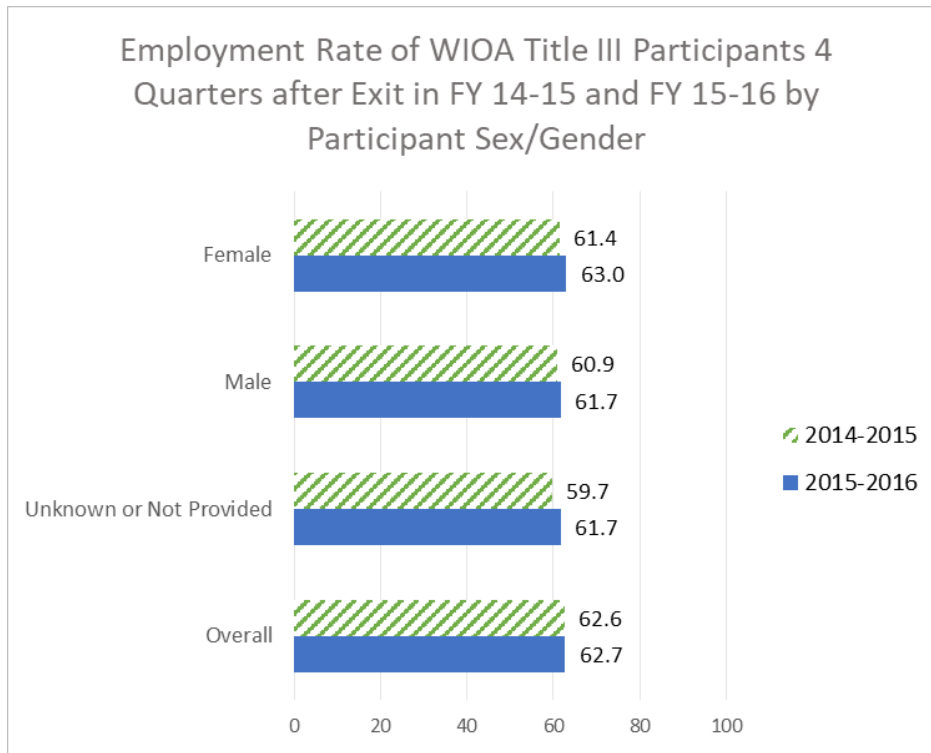
Credential attainment is not tracked by this program.

#### *9.3.1.3 Figure – Employment Rate of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Sex/Gender*



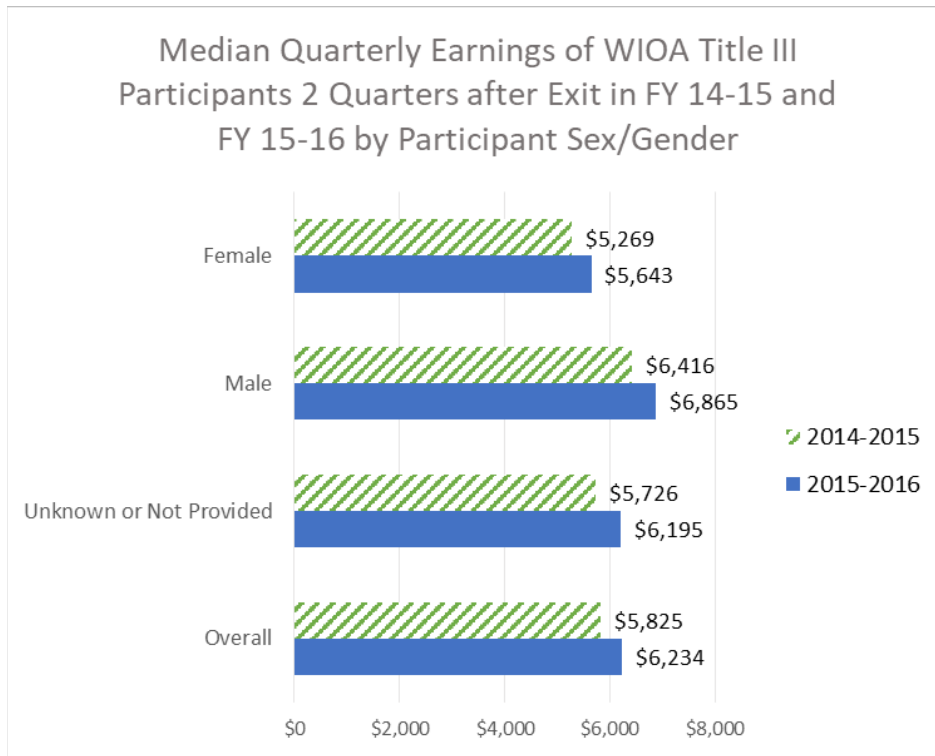
Rates of employment differed by less than one percentage point between men and women two quarters after exit in both years. Rates were just under 60% for both genders following exit in FY 14-15, and 60.8% for men and 61.5% for women following exit in FY 15-16.

9.3.1.4 *Figure – Employment Rate of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Sex/Gender*



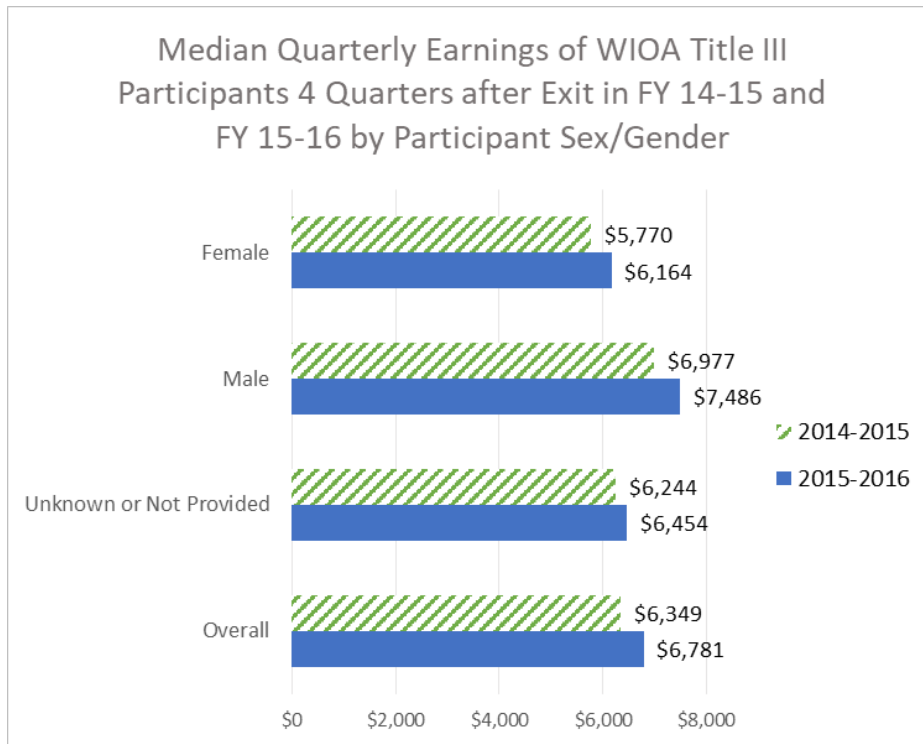
Both genders of Title III participants had employment rates of about 61% one year after exit in FY 14-15. A year after exit in FY 15-16, 63% of women and 61.7% of men were employed.

9.3.1.5 *Figure – Median Quarterly Earnings of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Sex/Gender*



The earnings of men exiting the Wagner-Peyser program were higher than those of women, by a difference of \$1,147 or 22% in the second quarter after exit in FY 14-15, and by a difference of \$1,222 (also a 22% difference) in the second quarter after exit in FY 15-16.

9.3.1.6 *Figure – Median Quarterly Earnings of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Sex/Gender*



With median quarterly earnings of \$6,977 in the fourth quarter after exit in FY 14-15 and of \$7,486 in the fourth quarter after exit in FY 15-16, male participants continued to out-earn women and by a somewhat larger margin of +\$1,207 and +1,322 respectively.

## 9.4 Participant Age Group at Entry

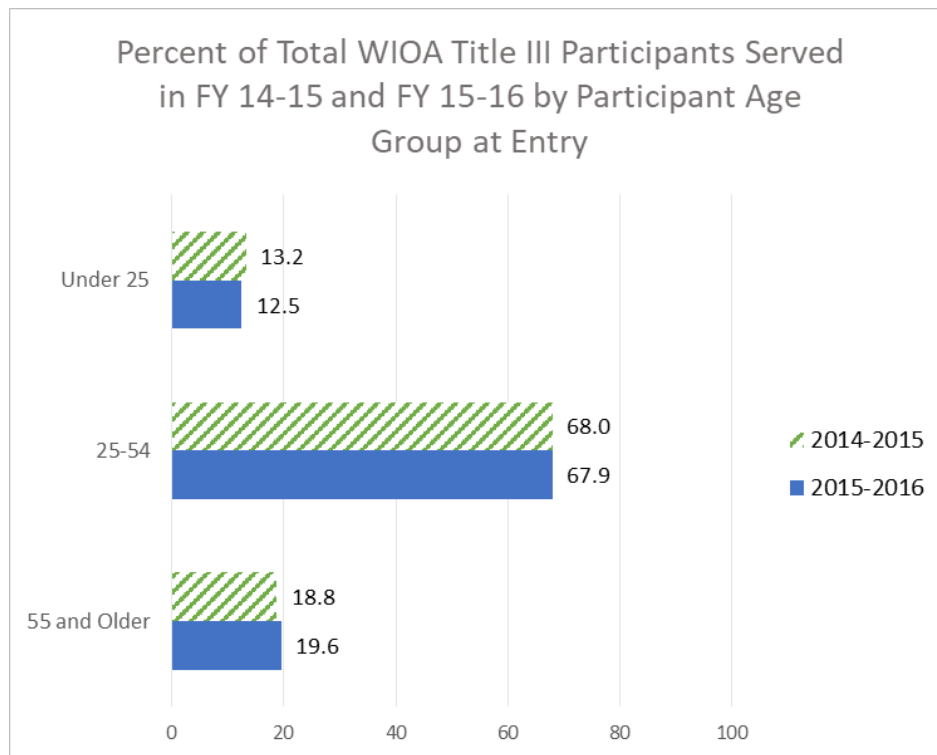
### 9.4.1 Participant Age Group at Entry

#### 9.4.1.1 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	126,748	119,655	Not Applicable	72,692	60.8	\$3,460	Not Applicable	Not Applicable	75,544	63.1	\$4,003
25-54	652,220	613,128	Not Applicable	379,473	61.9	\$6,390	Not Applicable	Not Applicable	390,132	63.6	\$7,007
55 and older	179,850	164,642	Not Applicable	83,237	50.6	\$6,314	Not Applicable	Not Applicable	81,855	49.7	\$6,462
Unknown	0	0	Not Applicable	0	0.0	\$0	Not Applicable	Not Applicable	0	0.0	\$0
<b>TOTAL</b>	<b>958,818</b>	<b>897,425</b>	<b>Not Applicable</b>	<b>535,402</b>	<b>59.7</b>	<b>\$5,825</b>	<b>Not Applicable</b>	<b>Not Applicable</b>	<b>547,531</b>	<b>61.0</b>	<b>\$6,349</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	114,676	113,423	Not Applicable	71,312	62.9	\$3,801	Not Applicable	Not Applicable	73,310	64.6	\$4,336
25-54	622,911	613,499	Not Applicable	388,625	63.3	\$6,759	Not Applicable	Not Applicable	398,658	65.0	\$7,419
55 and older	179,254	175,369	Not Applicable	91,887	52.4	\$6,676	Not Applicable	Not Applicable	90,020	51.3	\$6,821
Unknown	0	0	Not Applicable	0	0.0	\$0	Not Applicable	Not Applicable	0	0.0	\$0
<b>TOTAL</b>	<b>916,841</b>	<b>902,291</b>	<b>Not Applicable</b>	<b>551,824</b>	<b>61.2</b>	<b>\$6,234</b>	<b>Not Applicable</b>	<b>Not Applicable</b>	<b>561,988</b>	<b>62.3</b>	<b>\$6,781</b>

9.4.1.2 *Figure – Percent of Total WIOA Title III Participants Served in FY 14-15 and FY 15-16 by Participant Age Group at Entry*



Individuals in the 25-54 age range were about 68% of everyone served by the Title III program in both years. Compared with labor force shares, program shares were very similar—approximately +2 percentage points larger.

Given that a majority of recipients of Title III services are working-age adults who will have experienced a recent dislocation from employment, representation of this age range—prime-age working adults—is expected.

Representation of the youngest (under 25) and oldest (55 and above) age groups was similar to labor force shares with the exception of a slight underrepresentation of older workers—(by about -2 percentage points) compared with the labor force.

Some underrepresentation of the oldest age demographic in Title III—and all workforce programs—is not surprising, given that this category captures individuals closest to retirement who may be less likely to seek employment services.

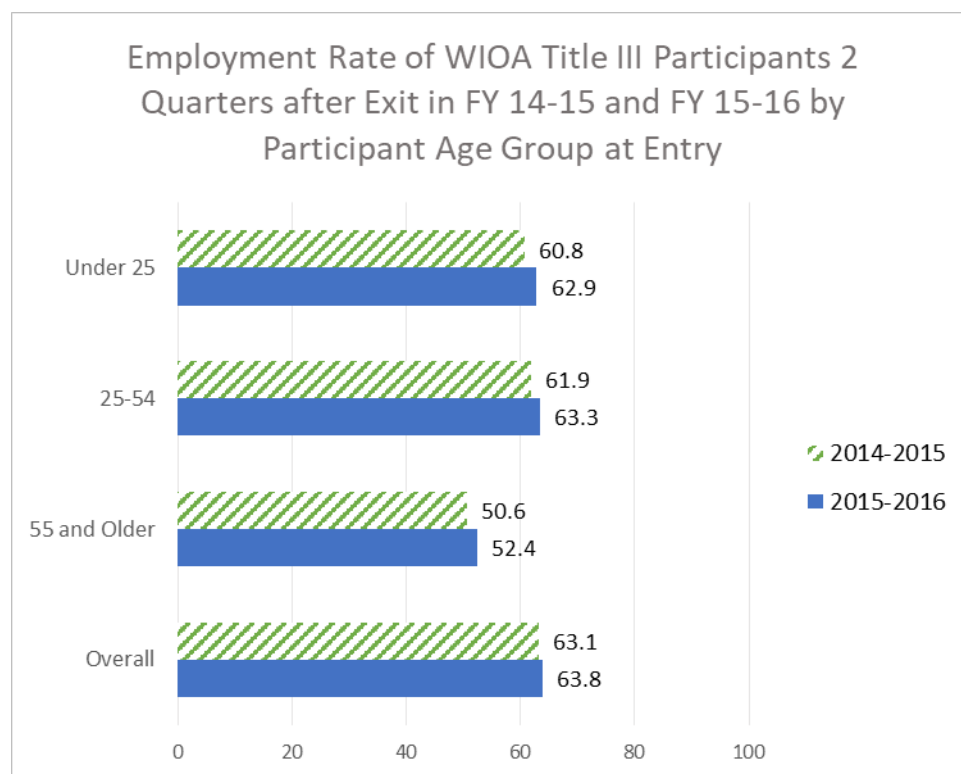
#### *Training Completion for FY 14-15 and FY 15-16*

Training services are not offered under the WIOA Title III Wagner-Peyser Program. Therefore, Training Completion is not an applicable measure for this program.

#### *Credential Attainment Rate for FY 14-15 and FY 15-16*

Credential attainment is not tracked by this program.

#### *9.4.1.3 Figure – Employment Rate of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Age Group at Entry*



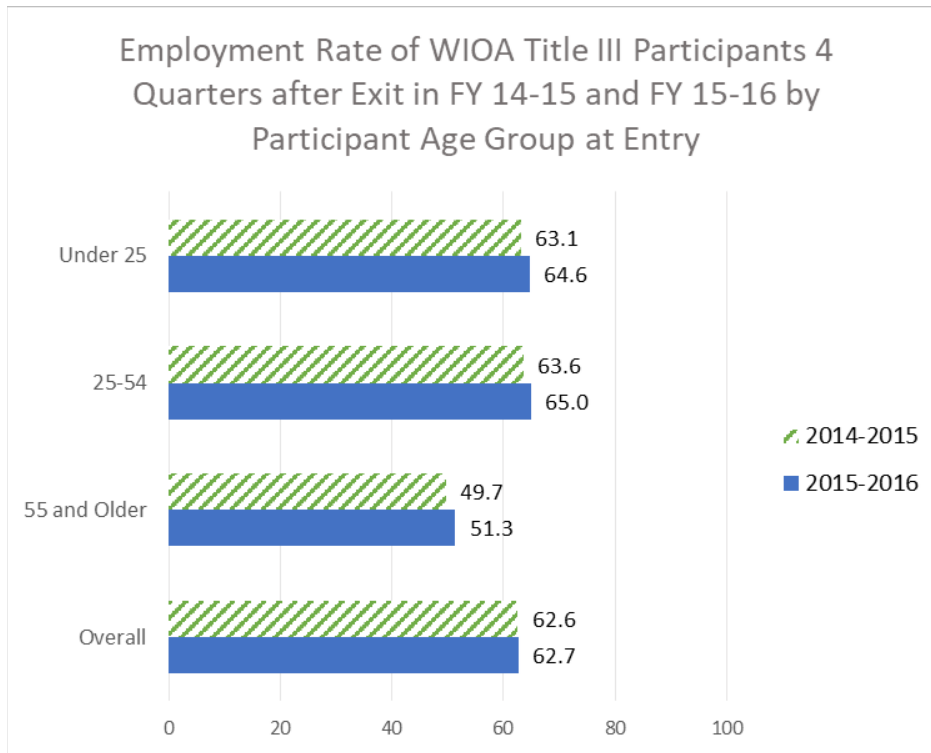
Employment was highest among those in the middle age range at entry, who made up about 68% of all enrolled. About 62% of all in this age range to exit in FY 14-15 and 63.3% of all to exit in this age range in FY 15-16 had reported earnings. Rates of the youngest participants were within about a percentage point of these rates.

Participants 55 and older at entry had each year's lowest rate of employment, 50.6% and 52.4% respectively. These rates were about -9 percentage points below the overall rates.

Lower employment among older Title III exiters may in part be an effect of the fact that some individuals in this age range are close to retirement age. Rates are calculated using all to exit as denominator—a methodology that does not control for active labor market participation.

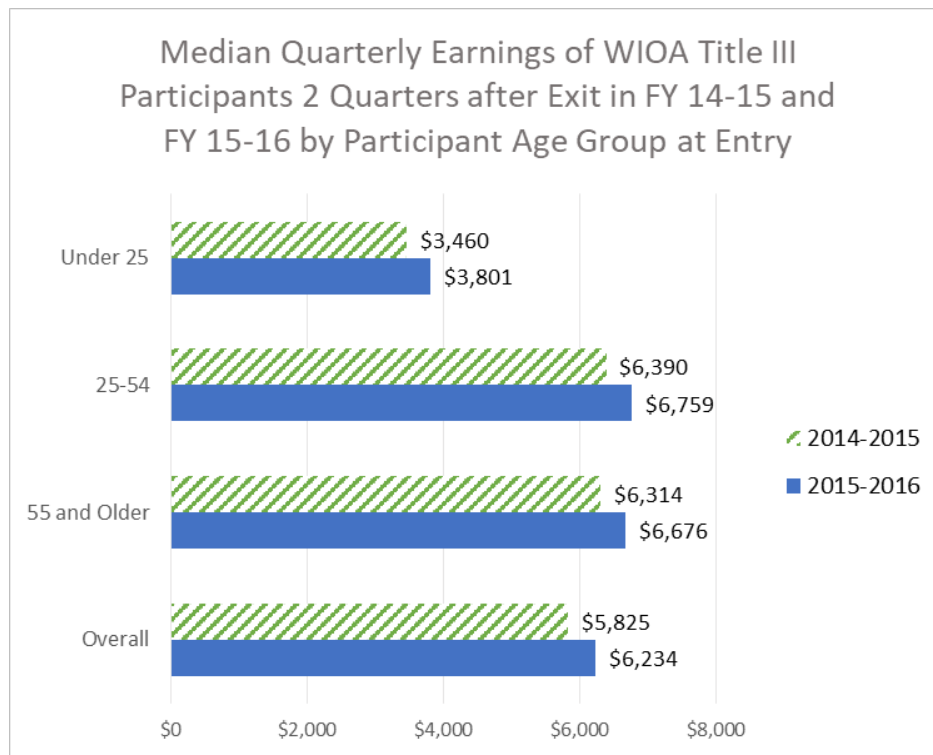


9.4.1.4 Figure – Employment Rate of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Age Group at Entry



Employment continued to be highest among mid-age participants and lowest among the oldest participants a year after exit.

9.4.1.5 *Figure – Median Quarterly Earnings of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Age Group at Entry*

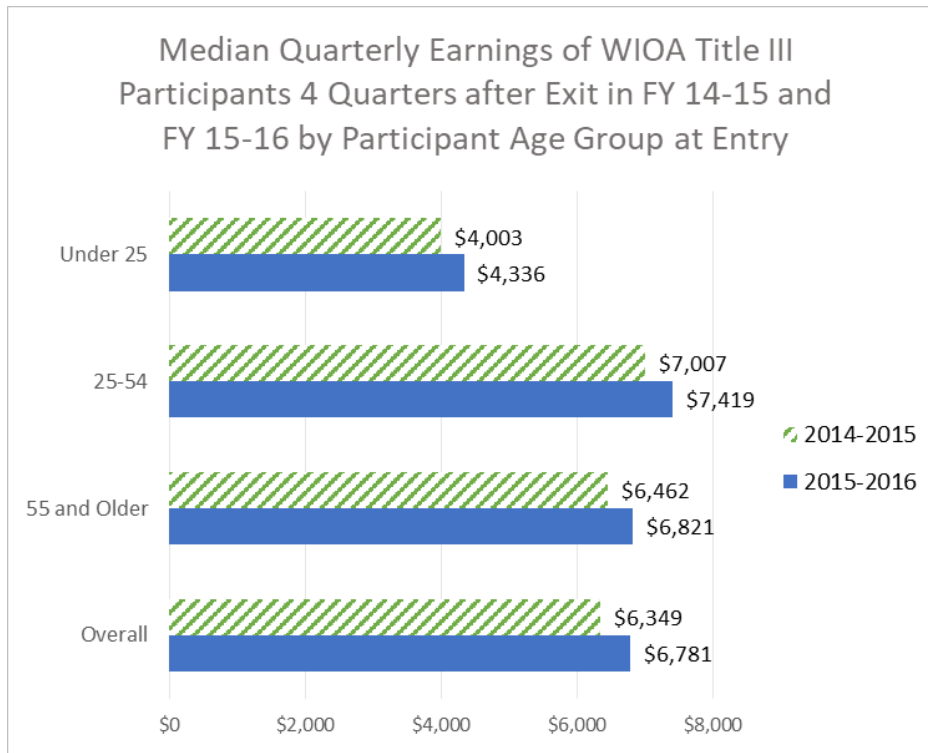


Participants in Title III who were in the middle age range also out-earned other groups, with median earnings of \$6,390 from the second quarter after exit in FY 14-15 and \$6,759 from the second quarter after exit in FY 15-16. Difference from the overall median is not especially meaningful in this case, given the fact that this same range of individuals comprised almost 70% of each year's participants to exit.

In contrast to earnings of the oldest participants which differed from their mid-age range peers by less than \$100, the youngest participants earned far less: \$3,360 following exit in FY 14-15 (-\$2,366 less than the program-wide median) and \$3,801 following exit in FY 15-16 (=\$2,433 less than the program-wide median).

Given that individuals under 25 are closer to the start of their working lives, and have had less time to amass prior education and skills, lower earnings among this population are not surprising.

9.4.1.6 *Figure – Median Quarterly Earnings of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Age Group at Entry*



Earnings patterns were similar one year after exit, with those in the middle age range earning most, and those in the youngest age range earning least.

## 9.5 Participant Veteran Status

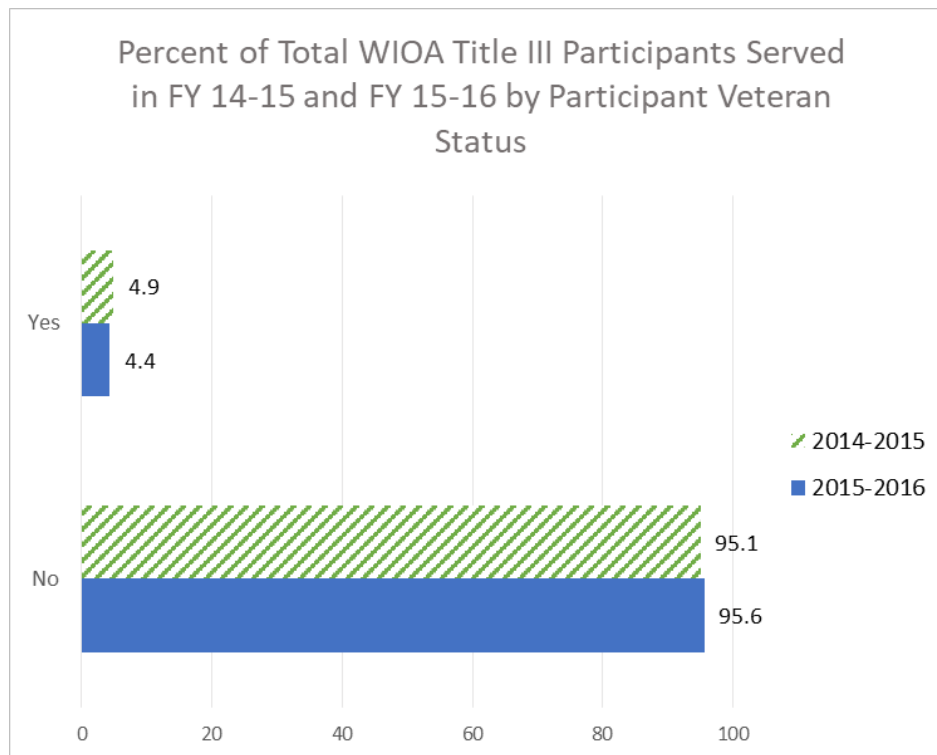
### 9.5.1 Participant Veteran Status

#### 9.5.1.1 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	47,315	42,476	Not Applicable	21,781	51.3	\$6,940	Not Applicable	Not Applicable	22,197	52.3	\$7,678
No	911,503	854,949	Not Applicable	513,621	60.1	\$5,788	Not Applicable	Not Applicable	525,334	61.4	\$6,303
Not Applicable	0	0	Not Applicable	0	0.0	\$0	Not Applicable	Not Applicable	0	0.0	\$0
Unknown	0	0	Not Applicable	0	0.0	\$0	Not Applicable	Not Applicable	0	0.0	\$0
<b>TOTAL</b>	<b>958,818</b>	<b>897,425</b>	<b>Not Applicable</b>	<b>535,402</b>	<b>59.7</b>	<b>\$5,825</b>	<b>Not Applicable</b>	<b>Not Applicable</b>	<b>547,531</b>	<b>61.0</b>	<b>\$6,349</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	39,894	37,602	Not Applicable	19,916	53.0	\$7,303	Not Applicable	Not Applicable	19,817	52.7	\$8,074
No	876,947	864,689	Not Applicable	531,908	61.5	\$6,200	Not Applicable	Not Applicable	542,171	62.7	\$6,742
Not Applicable	0	0	Not Applicable	0	0.0	0	Not Applicable	Not Applicable	0	0.0	0.00
Unknown	0	0	Not Applicable	0	0.0	\$0	Not Applicable	Not Applicable	0	0.0	\$0
<b>TOTAL</b>	<b>916,841</b>	<b>902,291</b>	<b>Not Applicable</b>	<b>551,824</b>	<b>61.2</b>	<b>\$6,234</b>	<b>Not Applicable</b>	<b>Not Applicable</b>	<b>561,988</b>	<b>62.3</b>	<b>\$6,781</b>

9.5.1.2 *Figure – Percent of Total WIOA Title III Participants Served in FY 14-15 and FY 15-16 by Participant Veteran Status*



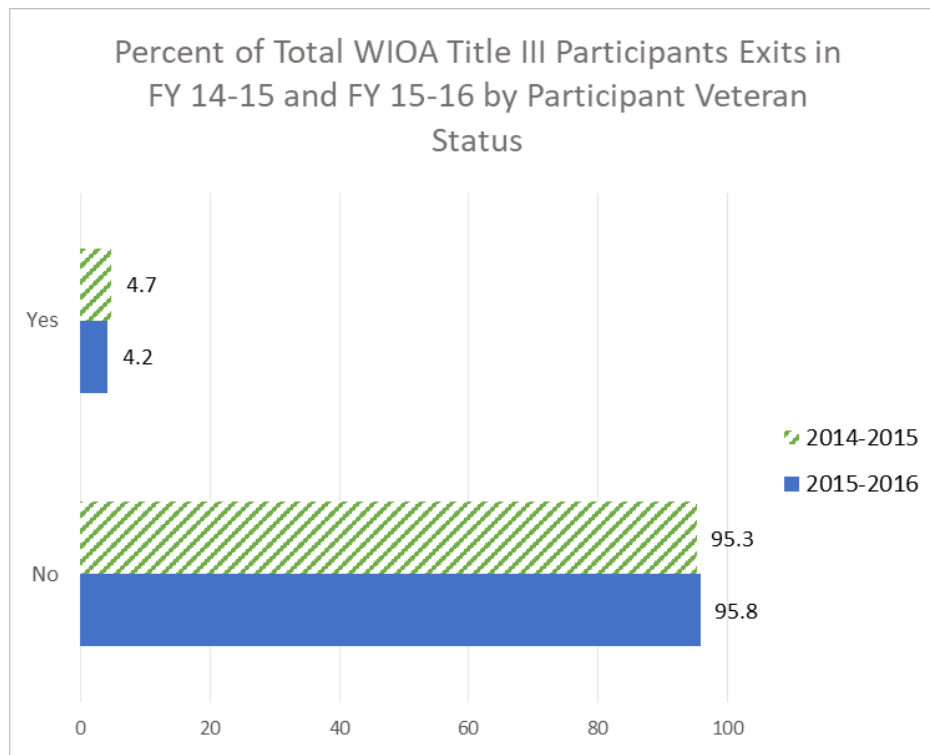
Veterans were about 5% and about 4% of each year’s respective participant total. This was very similar to the percentage of veterans in the labor force as a whole.

Veterans, who are a WIOA priority population, often face challenges in transitioning to the civilian labor force. Challenges may take the form of successfully transferring skills gained in a military context to civilian job requirements, establishing networks, which may be coupled with added challenges (if coming from combat roles) of physical and/or emotional-psychological trauma.<sup>14</sup> Given the added barriers faced by members of this population, their slight “overrepresentation” in the Title III program may be a promising sign that the program is meeting statutory goals.

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<sup>14</sup> For interactive data on veteran employment and earnings based on a nationwide sample, please see the new [Veteran Employment Outcomes \(VEO\) Visualization Tool](#), which provides experimental statistics on transitions of Army veterans into the civilian labor market and was released in spring 2020. VEO data provide employment outcomes for recent cohorts of military veterans, by military occupation and other veteran characteristics based on linking Army administrative data with a national database of jobs to obtain longitudinal employment and earnings for veterans exiting the Army between 2000 and 2015.

9.5.1.3 *Figure – Percent of Total WIOA Title III Participants Exits in FY 14-15 and FY 15-16 by Participant Veteran Status*



Exit shares were similar to overall enrollment shares.

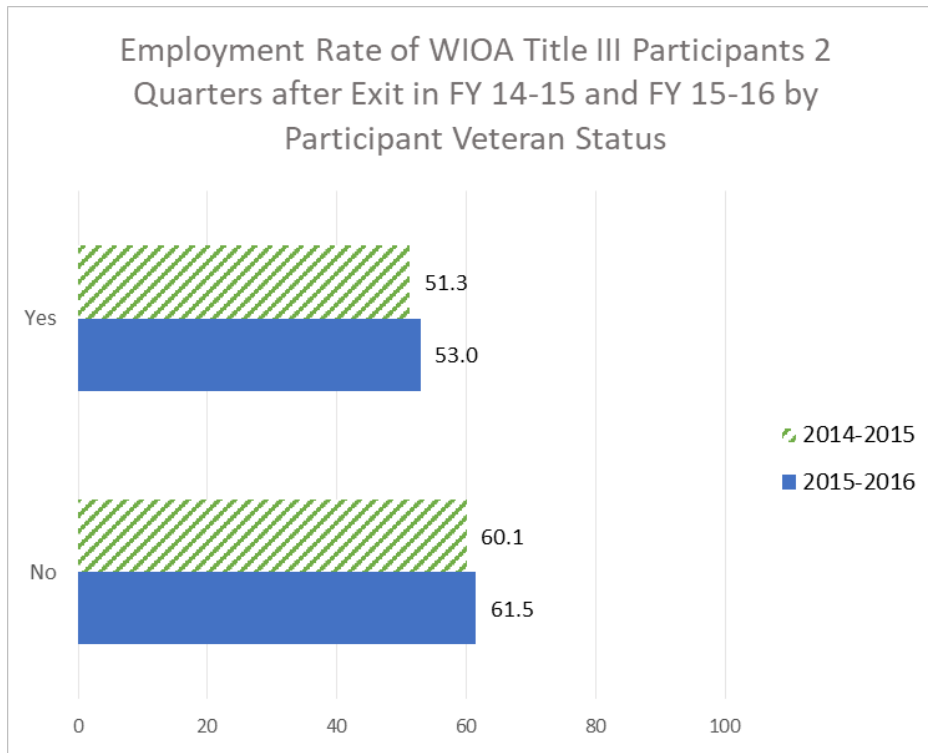
*Training Completion for FY 14-15 and FY 15-16*

Training services are not offered under the WIOA Title III Wagner-Peyser Program. Therefore, Training Completion is not an applicable measure for this program.

*Credential Attainment Rate for FY 14-15 and FY 15-16*

Credential attainment is not tracked by this program.

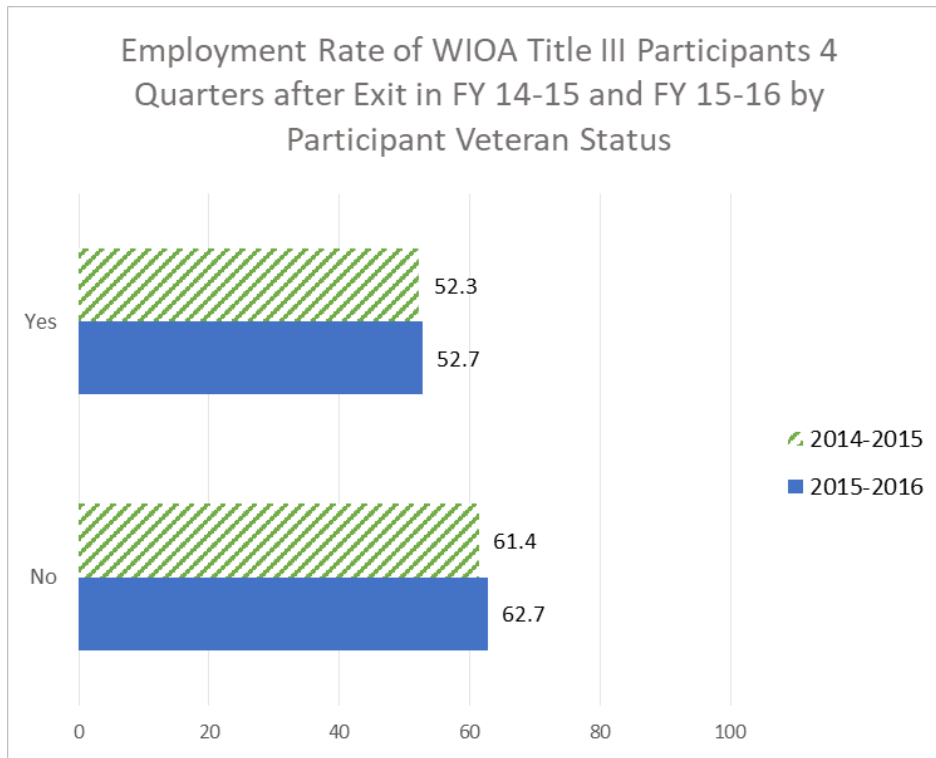
9.5.1.4 *Figure – Employment Rate of WIOA Title III Participants 2 Quarters after Exit in 14-15 and FY 15-16 by Participant Veteran Status*



Employment was lower among veterans in both years, 51.3% and 53.0% in the second quarter after exit in both years compared with rates of 60.1% and 61.5% respectively among non-veterans.

Veterans may face greater barriers to employment than the general population, one reason that they are considered a priority population by many WIOA programs.

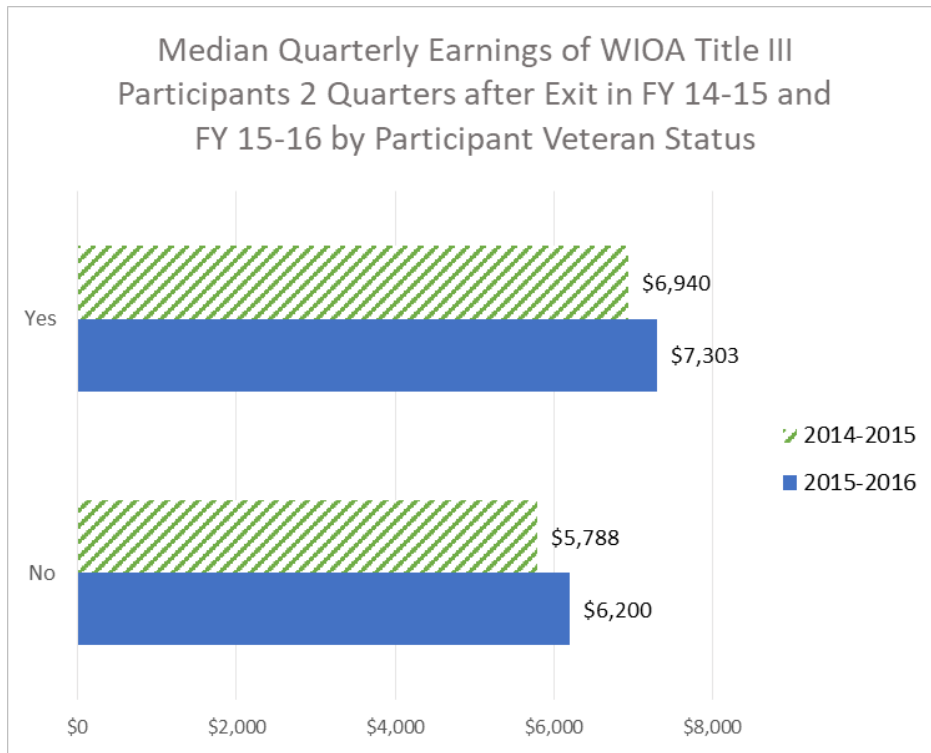
9.5.1.5 *Figure – Employment Rate of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Veteran Status*



Veterans continued to be employed at lower rates than non-veterans one year after exit from the Title III program.

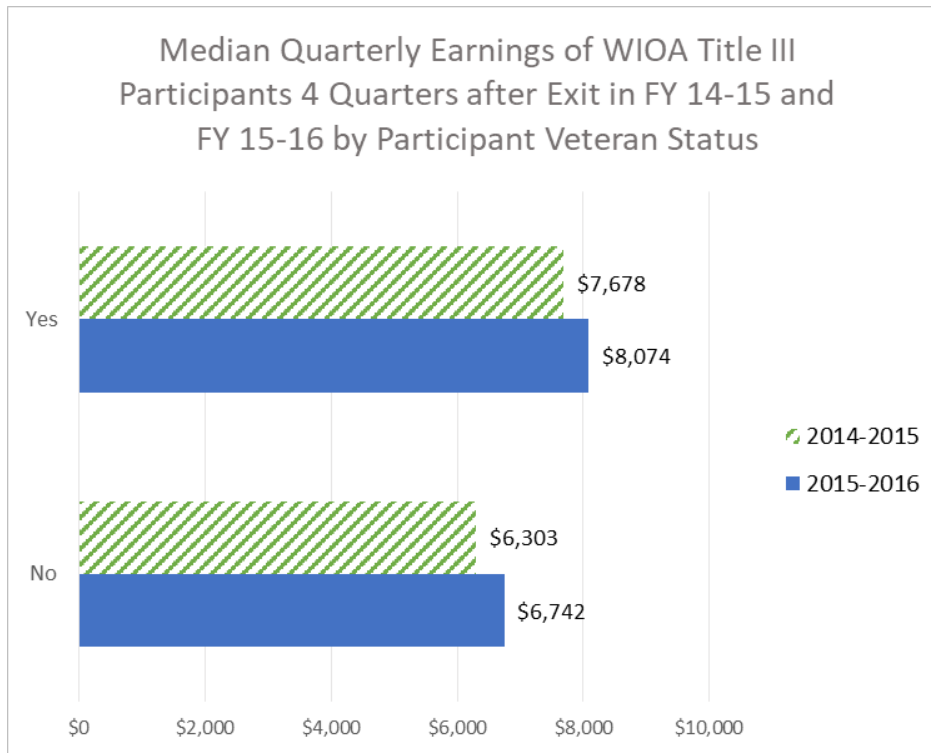


9.5.1.6 *Figure – Median Quarterly Earnings of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Veteran Status*



Among veterans who did find employment however, earnings were more than +\$1,000 in a quarter higher than among their non-veteran peers. Veterans exiting in FY 14-15 earned a quarterly median of \$6,940 compared with \$5,788 among non-veterans; in the second quarter after exit in FY 15-16, earnings of veterans were \$7,303 compared with \$6,200 among non-veterans.

9.5.1.7 *Figure – Median Quarterly Earnings of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Participant Veteran Status*



Veterans continued to out-earn non-veterans a year following exit, with the difference in earnings increasing to a difference of +\$1,375 (FY 14-15) and +\$1,332 (FY 15-16).

#### *Training Completion Status*

Services offered under Title III fall exclusively under the heading of career services, with no training component. Because training services are not an allowable program component, graphs have not been created and a table is not displayed.

#### *Type of Recognized Credential*

Credential attainment is not tracked by this program.

## 9.6 Industry / Sector of Employment

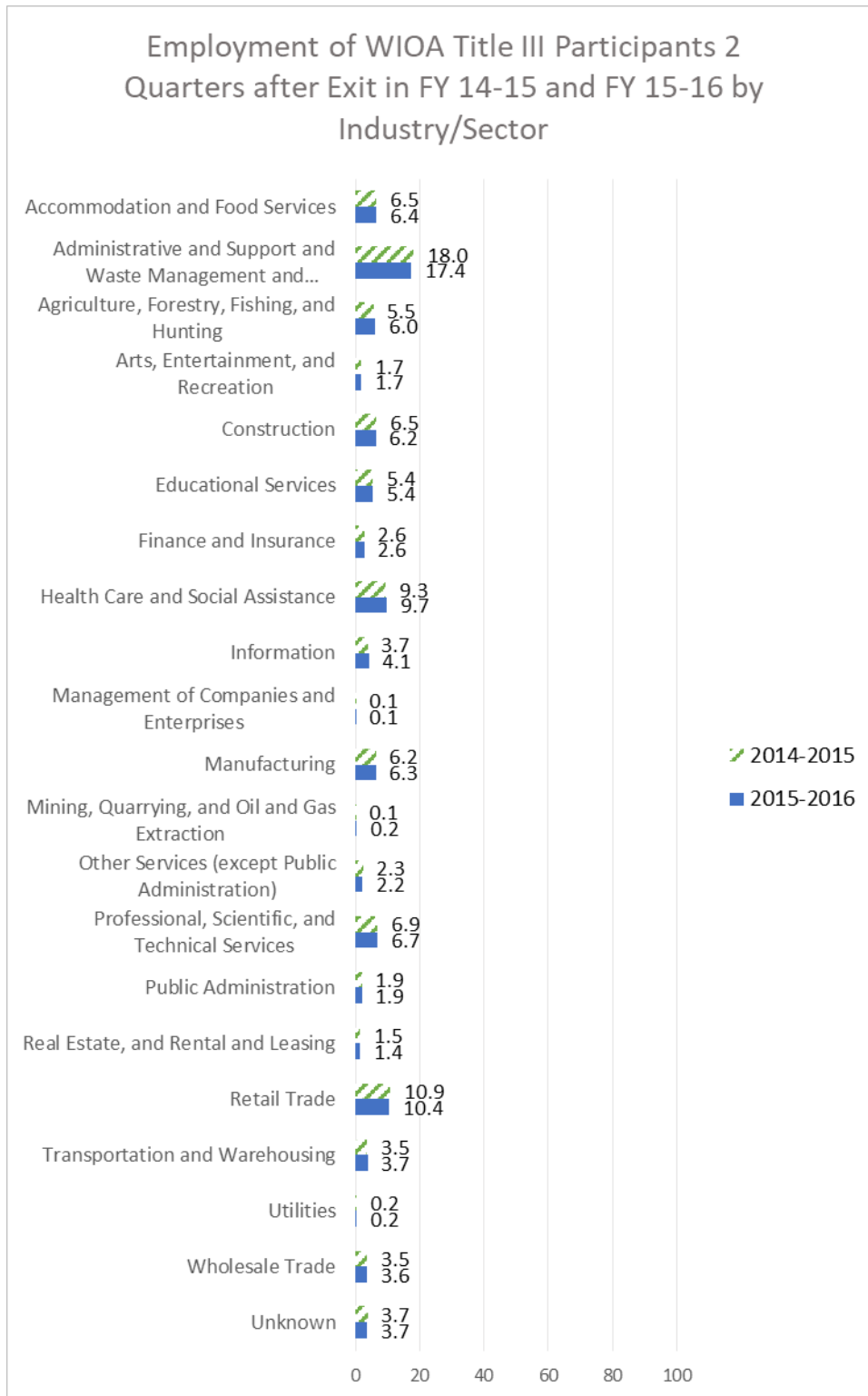
### 9.6.1 Industry/Sector of Employment

#### 9.6.1.1 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	29,476	5.5	\$5,069	21,621	3.9	\$3,608
Mining, Quarrying, and Oil and Gas Extraction	800	0.1	\$11,365	754	0.1	\$11,359
Utilities	956	0.2	\$13,893	1,245	0.2	\$14,690
Construction	34,666	6.5	\$9,341	36,039	6.6	\$9,731
Manufacturing	33,272	6.2	\$8,306	36,072	6.6	\$8,852
Wholesale Trade	18,918	3.5	\$7,784	21,340	3.9	\$8,431
Retail Trade	58,255	10.9	\$3,925	59,746	10.9	\$4,588
Transportation and Warehousing	18,675	3.5	\$6,567	20,079	3.7	\$6,761
Information	19,728	3.7	\$10,982	21,560	3.9	\$11,477
Finance and Insurance	13,954	2.6	\$9,282	16,165	3.0	\$10,075
Real Estate, and Rental and Leasing	7,823	1.5	\$7,246	8,666	1.6	\$7,824
Professional, Scientific, and Technical Services	37,034	6.9	\$10,097	37,609	6.9	\$11,436
Management of Companies and Enterprises	575	0.1	\$10,419	682	0.1	\$11,384
Administrative and Support and Waste Management and Remediation Services	96,514	18.0	\$5,352	87,605	16.0	\$5,698
Educational Services	28,648	5.4	\$6,338	30,955	5.7	\$6,324
Health Care and Social Assistance	49,899	9.3	\$5,670	56,578	10.3	\$6,121
Arts, Entertainment, and Recreation	9,303	1.7	\$4,291	9,210	1.7	\$4,581
Accommodation and Food Services	34,684	6.5	\$3,715	35,838	6.5	\$4,126
Other Services (except Public Administration)	12,050	2.3	\$5,334	13,034	2.4	\$5,948
Public Administration	10,257	1.9	\$7,750	12,111	2.2	\$8,712
Other	0	0.0	\$0	0	0.0	\$0
Not Applicable	0	0.0	\$0	0	0.0	\$0
Unknown	19,915	3.7	\$8,323	20,622	3.8	\$9,153
<b>TOTAL</b>	<b>535,402</b>	<b>59.7</b>	<b>\$5,825</b>	<b>547,531</b>	<b>61.0</b>	<b>\$6,349</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	33,192	6.0	\$5,614	24,749	4.4	\$3,358
Mining, Quarrying, and Oil and Gas Extraction	1,042	0.2	\$12,804	1,071	0.2	\$13,327
Utilities	959	0.2	\$13,378	1,128	0.2	\$14,930
Construction	34,214	6.2	\$9,711	35,170	6.3	\$9,789
Manufacturing	34,700	6.3	\$8,685	38,180	6.8	\$9,421
Wholesale Trade	19,955	3.6	\$8,174	22,153	3.9	\$9,008
Retail Trade	57,631	10.4	\$4,323	59,185	10.5	\$4,994
Transportation and Warehousing	20,447	3.7	\$6,546	22,007	3.9	\$7,097
Information	22,870	4.1	\$11,950	23,059	4.1	\$12,161
Finance and Insurance	14,291	2.6	\$9,583	16,319	2.9	\$10,493
Real Estate, and Rental and Leasing	7,785	1.4	\$7,561	8,932	1.6	\$8,369
Professional, Scientific, and Technical Services	36,967	6.7	\$11,104	38,746	6.9	\$12,431
Management of Companies and Enterprises	734	0.1	\$11,182	872	0.2	\$12,263
Administrative and Support and Waste Management and Remediation Services	95,968	17.4	\$5,727	87,031	15.5	\$6,045
Educational Services	30,068	5.4	\$6,687	31,743	5.6	\$6,640
Health Care and Social Assistance	53,588	9.7	\$5,948	59,613	10.6	\$6,380
Arts, Entertainment, and Recreation	9,587	1.7	\$4,465	9,348	1.7	\$4,819
Accommodation and Food Services	35,103	6.4	\$4,138	35,606	6.3	\$4,506
Other Services (except Public Administration)	11,913	2.2	\$5,604	12,937	2.3	\$6,332
Public Administration	10,663	1.9	\$8,021	12,308	2.2	\$9,063
Other	0	0.0	\$0	0	0.0	\$0
Not Applicable	0	0.0	\$0	0	0.0	\$0
Unknown	20,147	3.7	\$9,122	21,831	3.9	\$9,720
<b>TOTAL</b>	<b>551,824</b>	<b>61.2</b>	<b>\$6,234</b>	<b>561,988</b>	<b>62.3</b>	<b>\$6,781</b>

9.6.1.2 Figure – Employment of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16 by Industry/Sector



Two quarters after exit in both fiscal years, the Administrative and Support and Waste Management and Remediation Services sector employed the largest percent shares of individuals who had received Title III services, 18.0% of those employed after exiting in FY 14-15 and 17.4% of participants employed after exit in FY 15-16. Recipients of Title III services were overrepresented in this sector significantly in comparison with the share of the state's overall labor force it employs (6.5% in both years).

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>15</sup> janitors (the largest occupation within this sector); laborers (including freight, stock, and material movers); and security guards.<sup>16</sup>

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

The sector employing the fewest Title III service recipients at this stage following exit in both fiscal years was Management of Companies and Enterprises. Just 0.1% (FY 14-15) and 0.10% (FY 15-16) of each year's total were employed in this sector. While this sector employs relatively small percentages of Californians (1.4% of the state's labor force in each noted fiscal year), Title III recipients were still underrepresented by about a percentage point.

Other sectors employing very small shares of Title III recipients 2 quarters after exit in both years were Mining, Quarrying, and Oil and Gas Extraction and Utilities, each of which employed about 0.2% of the total.

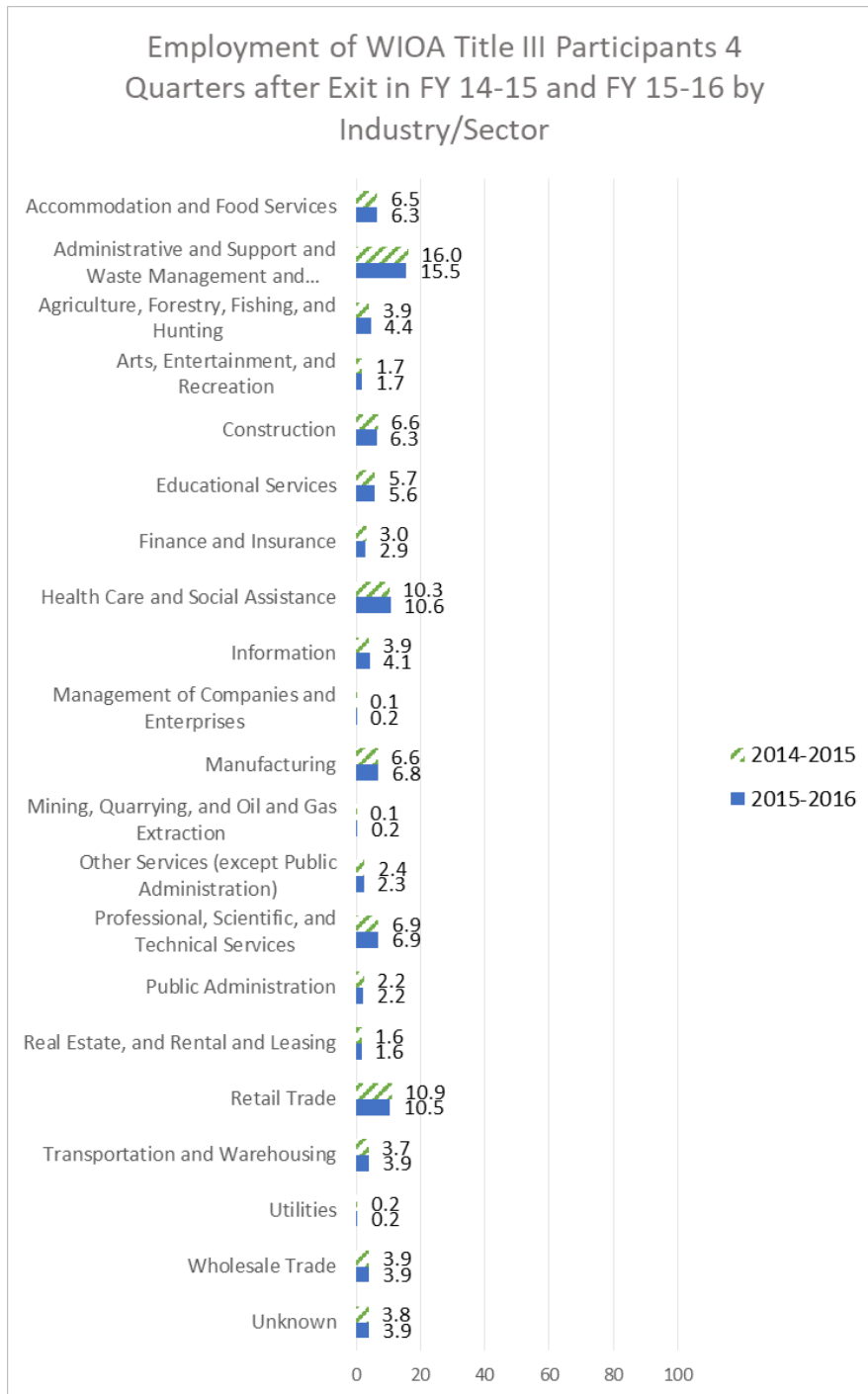
These sectors, however, employ only small shares of the state's labor force as a whole (between 0.1 and 0.4%), meaning that underrepresentation of Title III participants is not apparent.

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<sup>15</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>16</sup> B.L.S. Industries at a Glance: "[Administrative and Support and Waste Management and Remediation Services: NAICS 56.](#)"

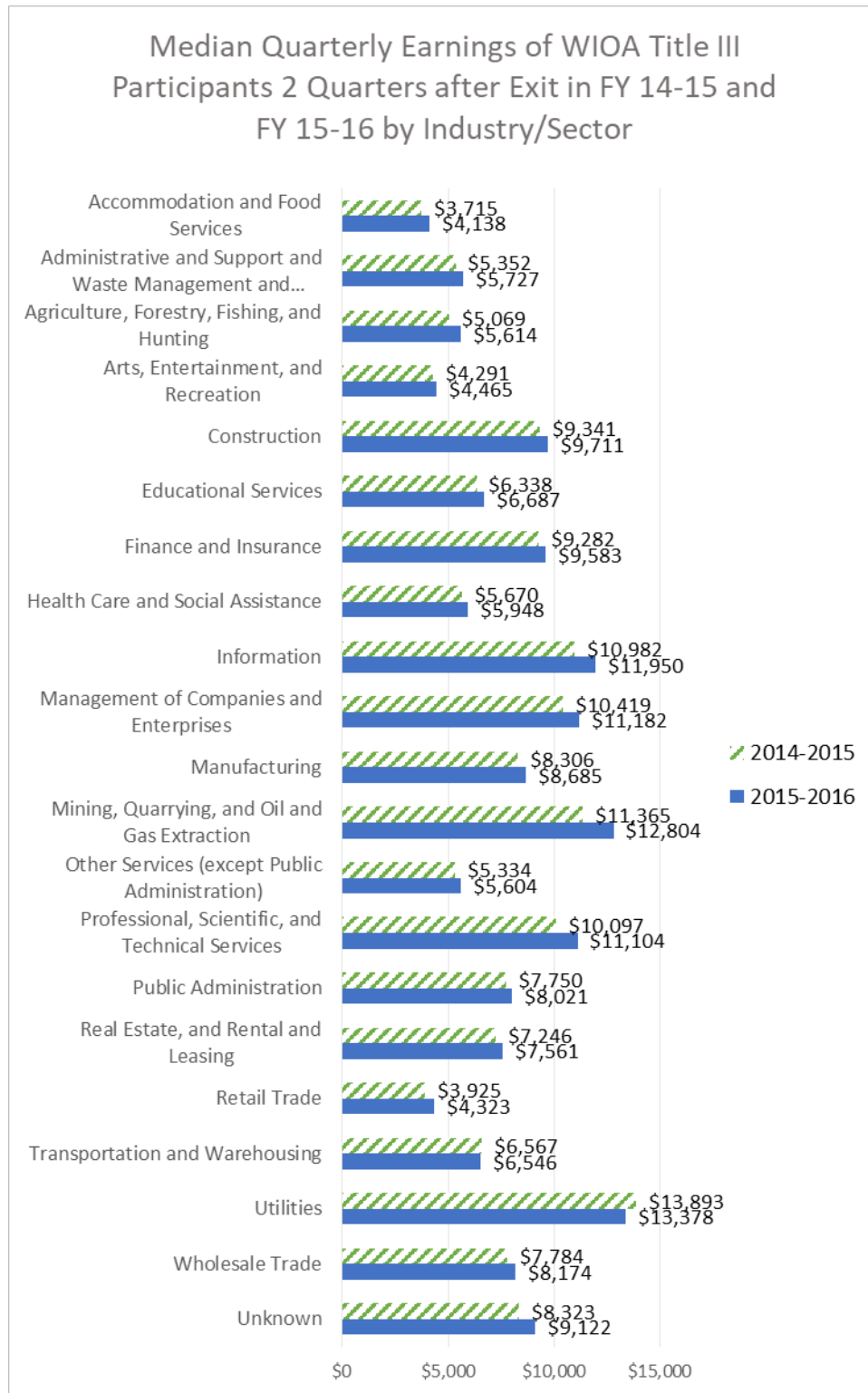
9.6.1.3 *Figure – Employment of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Industry/Sector*



Four quarters after exit in both fiscal years, sectors of highest and lowest participant employment shares remained unchanged.



9.6.1.4 Figure – 2nd Quarter Median Earnings of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Industry/Sector

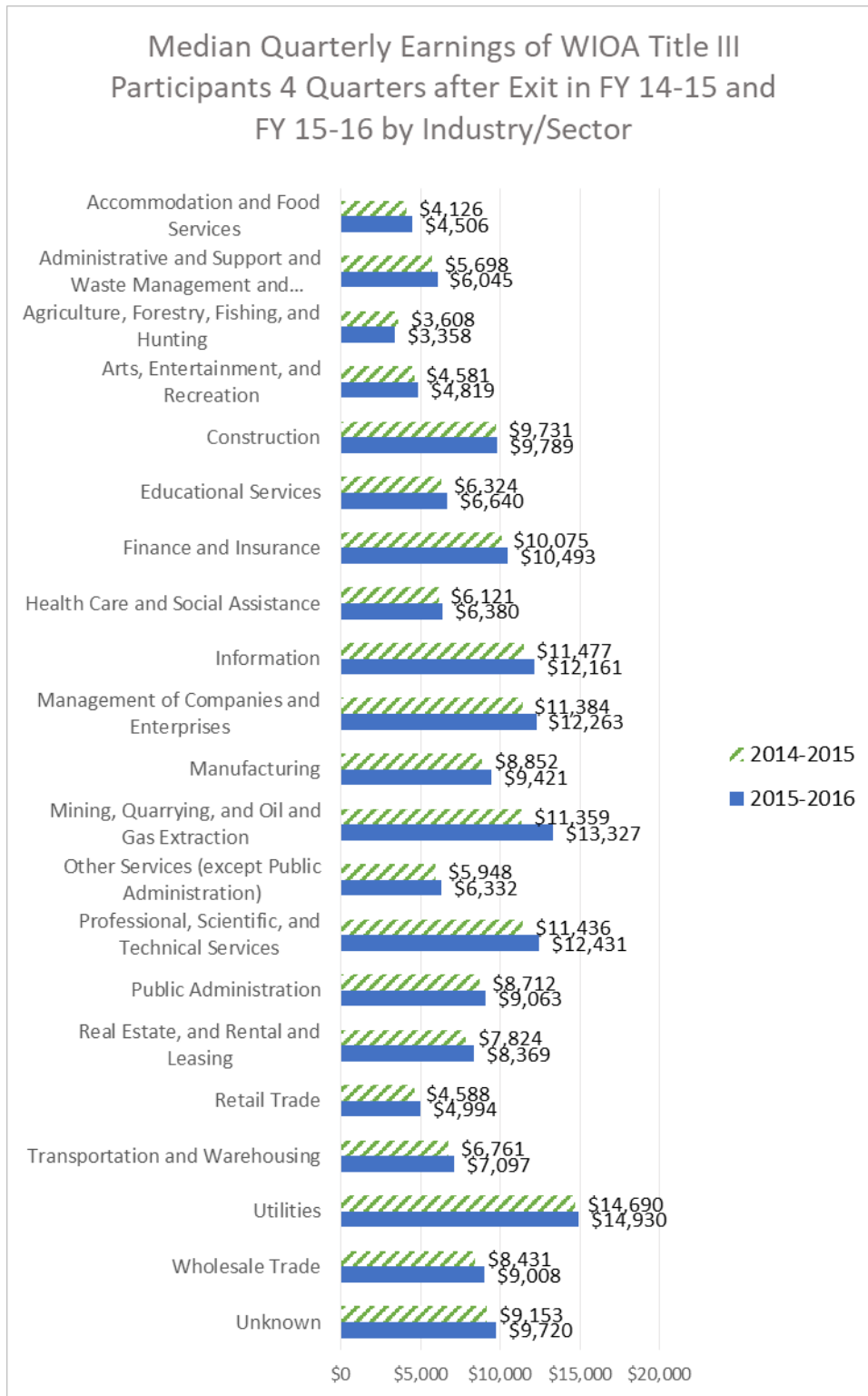


In the second quarter after exit in both fiscal years, individuals in the Utilities sector saw highest earnings of all employed Title III participants. For the very small numbers of individuals working in this sector, median quarterly earnings of \$13,893 and \$13,378 were more than twice median participant earnings in each year.

Compared with statewide earnings, earnings in the Utilities sector for Title III participants were 50% less than the statewide mean. (Statewide benchmarks can be found in Chapter 3). It must be remembered that the mean reflects the average of earnings of everyone who was employed in this field in the state—including advanced workers and managers so the discrepancy is unsurprising.

Lowest-paying sectors were Accommodation and Food Service (\$3,715 and \$4,138 respectively) followed by Retail (\$3,925 and \$4,323). Both are low-paying sectors in the state's economy as a whole.

9.6.1.5 Figure – Median Quarterly Earnings of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16 by Industry/Sector



Utilities remained the highest-paying sector for Title III service recipients four quarters after exit.

Curiously, Agriculture, Forestry, Fishing and Hunting replaced Accommodation and Food Services as the sector with lowest pay for recipients of Title III services, offering just \$3,608 and \$3,358 respectively in quarterly pay.

Compared with statewide earnings in the Agriculture, Forestry, Fishing and Hunting sector, Title III participants' earnings fell well below the sector median. It seems possible or likely that former Title III participants working in this sector are employed in lower-paying sector occupations, such as farmworkers and laborers (who see national median earnings of merely \$25,230), and/or that these individuals are employed part-time. Given that such work is often seasonal, it is possible that annual earnings of workers in this sector could be even lower than the figure suggested by the quarterly data here.<sup>17</sup>

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<sup>17</sup> See, United States Bureau of Labor Statistics, Industries at a Glance –[Agriculture, Forestry, Hunting and Fishing: NAICS 11](#).

## 9.7 Quarterly Earnings

### 9.7.1 Quarterly Earnings

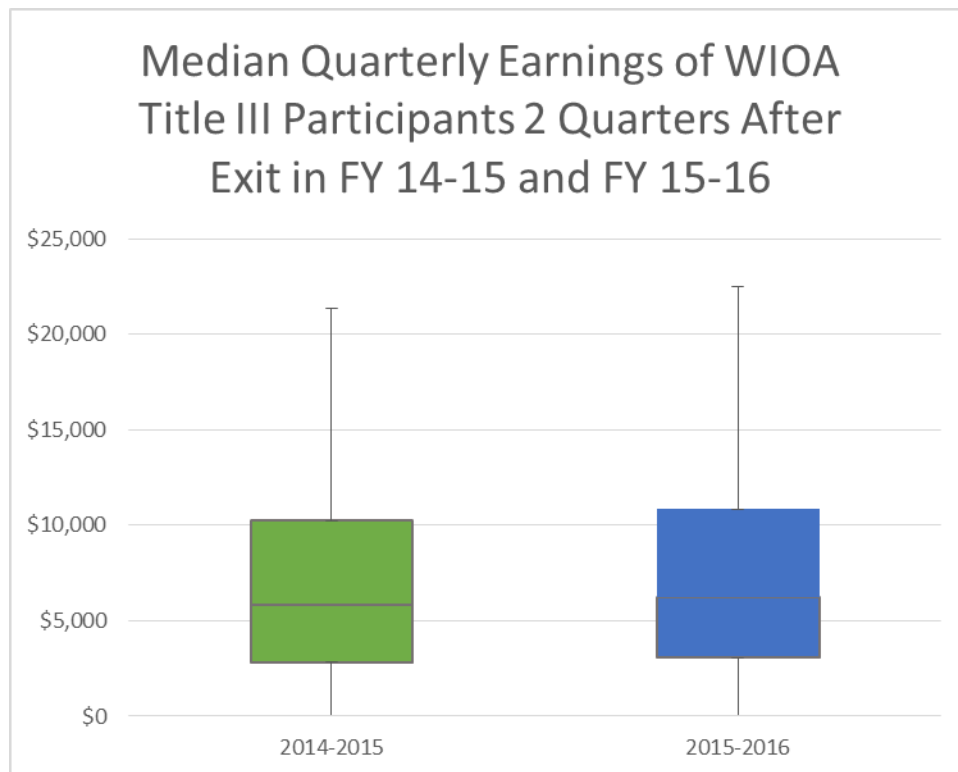
#### 9.7.1.1 Table Set – Quarterly Earnings for FY 14-15 and FY 15-16

FY 2014-2015					
Quarter After Exit	Minimum Earnings	Lower Quartile	Median Earnings	Upper Quartile	Maximum Earnings
Second	\$0	\$2,847	\$5,825	\$10,255	\$21,367
Fourth	\$0	\$3,233	\$6,349	\$11,029	\$22,724

FY 2015-2016					
Quarter After Exit	Minimum Earnings	Lower Quartile	Median Earnings	Upper Quartile	Maximum Earnings
Second	\$0	\$3,069	\$6,234	\$10,850	\$22,522
Fourth	\$0	\$3,447	\$6,781	\$11,682	\$24,034

\* “Maximum earnings” shown are not individual maximum participant earnings (which in both years’ cohorts’ data were outliers) but rather the value of the upper quartile plus one-and-a-half times the range from lower to upper quartiles (also known as the upper “fence”).

9.7.1.2 *Figure – Median Quarterly Earnings of WIOA Title III Participants 2 Quarters after Exit in FY 14-15 and FY 15-16*



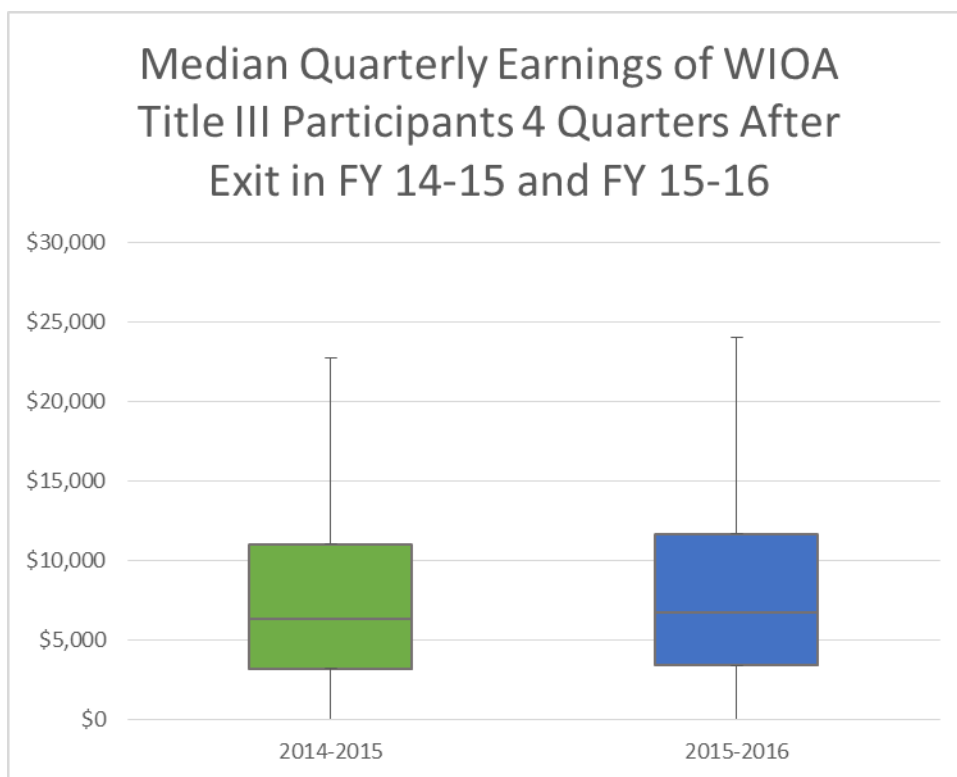
The box plot shown in Figure 9.7.1.2 provides a distributional summary of WIOA Title III participant earnings outcomes using five statistics: the lowest and highest individual participant earnings values in the range; and values of the 25<sup>th</sup>, 50<sup>th</sup> (median) and 75<sup>th</sup>, percentiles 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>18</sup>

<sup>18</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.

The middle 50% of former Title III participant quarterly earnings from the second quarter after exit ranged between \$2,487 and \$10,255 (exit in FY 14-15) and between \$3,069 and \$10,850 (FY 15-16).

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.

**9.7.1.3** *Figure – Median Quarterly Earnings of WIOA Title III Participants 4 Quarters after Exit in FY 14-15 and FY 15-16*



One year after exit, the middle 50% of participant quarterly earnings ranged from \$3,233 to \$11,029 (following exit in FY 14-15) and between \$4,447 and \$11,682 (exit in FY 15-16). The spread of earnings was similar as in the second quarter after exit.

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

## 9.8 Program Performance

### 9.8.1 Program Performance

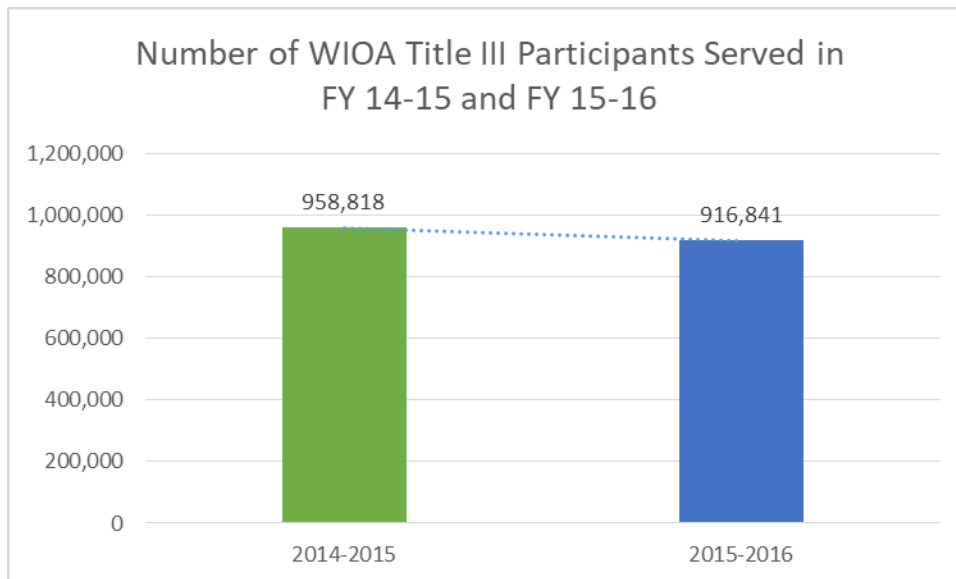
#### 9.8.1.1 Table Set – Program Performance for FY 14-15 and FY 15-16

FY 2014-2015								
Program	2 Quarters After Exit			4 Quarters After Exit				
	# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
WIOA Title III	535,402	59.7	\$5,825	Not Applicable	Not Applicable	547,531	61.0	\$6,349

FY 2015-2016								
Program	2 Quarters After Exit			4 Quarters After Exit				
	# Employed	% Employed	Median Earnings	# Attained Credential	% Attained Credential	# Employed	% Employed	Median Earnings
WIOA Title III	551,824	61.2	\$6,234	Not Applicable	Not Applicable	561,988	62.3	\$6,781



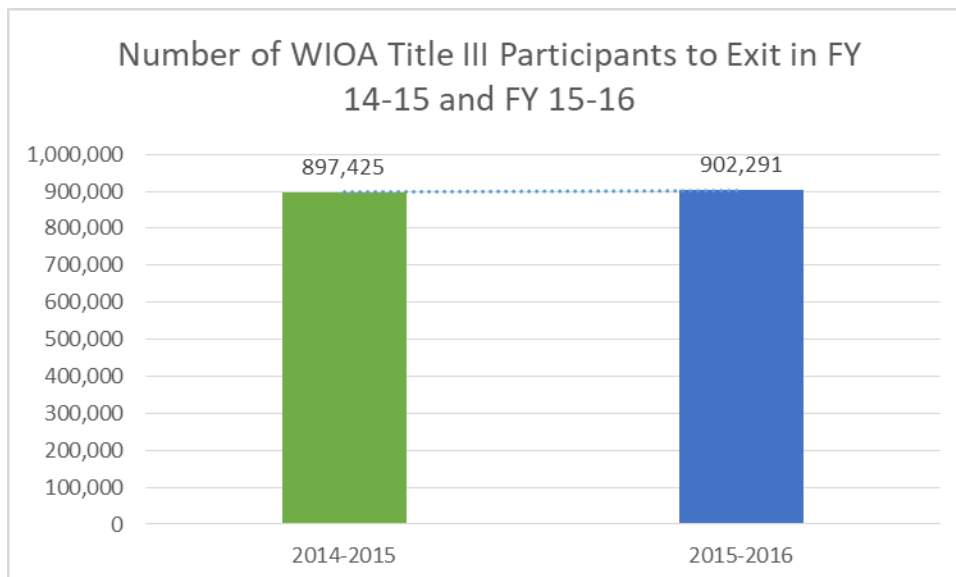
9.8.1.2 Figure – Number of WIOA Title III Participants Served in FY 14-15 and FY 15-16



The WIOA Title III program served 958,818 individuals in FY 14-15 and 916,841 in FY 15-16.

Continuing economic expansion during the period may be a factor in the smaller number of individuals served in the second year.

9.8.1.3 Figure – Number of WIOA Title III Participants to Exit in FY 14-15 and FY 15-16



For this program, exit numbers are nearly as high as numbers of individuals served, suggesting that most participants enter and exit in the same year period. In FY 14-15, there were 897,425 total participant exits from Title III; in FY 15-16, there were 902,291.

As discussed earlier, “exit” from this program is an ambiguous measure: if a majority of participants are exiting because they have found employment, then an increase in exit larger than the increase in numbers served could be due to improvement in the statewide economy and growth in jobs. On the other hand, individuals can also exit job services for other reasons, such as a sense of discouragement that causes them to cease looking for work at all (so-called “discouraged workers”).<sup>19</sup> Given the overall improvement in economic conditions from FY 14-15 to FY 15-16 in the state, it may be possible to hypothesize that higher exit rates in the second year are associated with participants becoming employed faster. However, it would be necessary to drill further into the data to determine if this is true.

#### *Training Completion for FY 14-15 and FY 15-16*

Training completion is not applicable to this program. Training services are not offered under the WIOA Title III Wagner-Peyser Program. Therefore, Training Completion is not an applicable measure for this program.

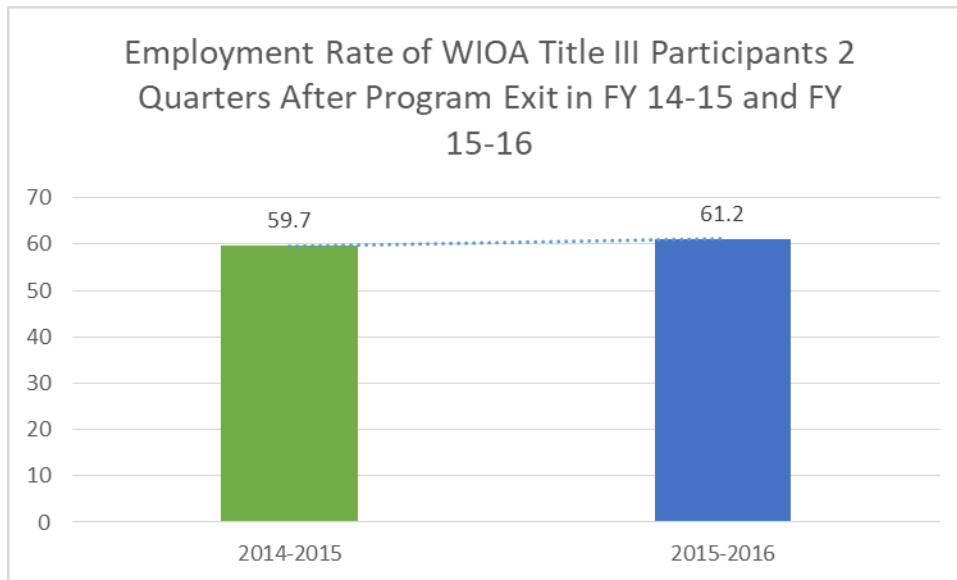
#### *Credential Attainment Rate for FY 14-15 and FY 15-16*

Credential attainment is not tracked by this program.

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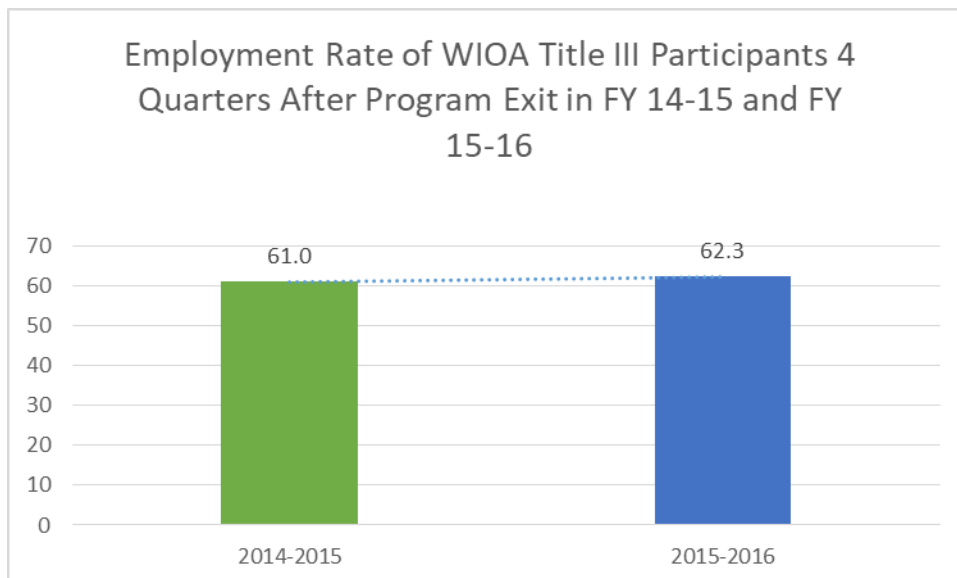
<sup>19</sup> For a discussion of discouraged workers, long-term unemployment, and how these factors can be missed by certain measures of unemployment, please see: U.S. Bureau of Labor Statistics, [Alternative Measures of Labor Underutilization](#).

**9.8.1.4**     *Figure – Employment Rate of WIOA Title III Participants 2 Quarters after Program Exit in FY 14-15 and FY 15-16*



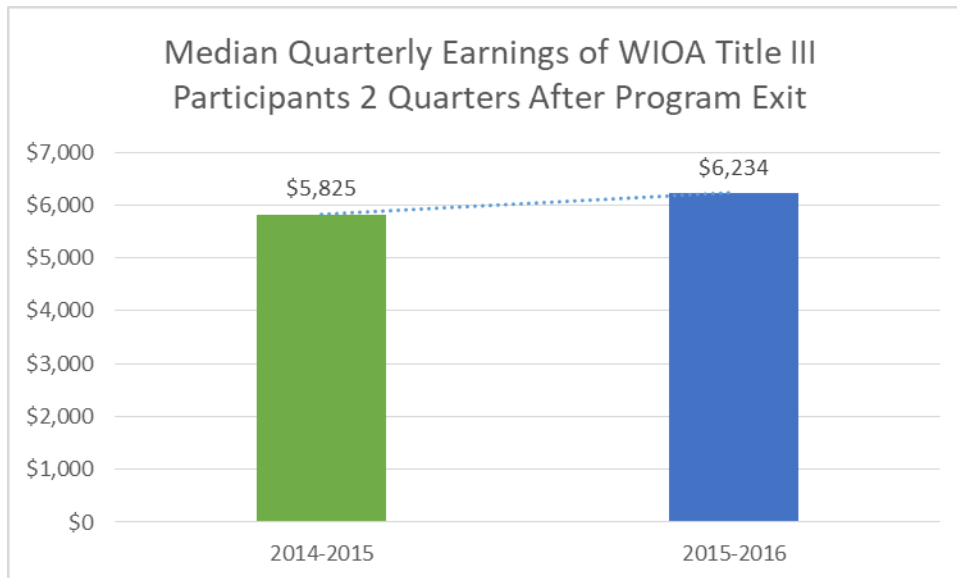
Two quarters after exiting Title III services, 59.7% of FY 14-15 participants and a similar 61.2% of FY 15-16 participants were employed.

**9.8.1.5**     *Figure – Employment Rate of WIOA Title III Participants 4 Quarters after Program Exit in FY 14-15 and FY 15-16*



Employment was slightly higher four quarters after exit: 61.0% of exiters in FY 14-15 and 62.3% of exits in FY 15-16 were employed.

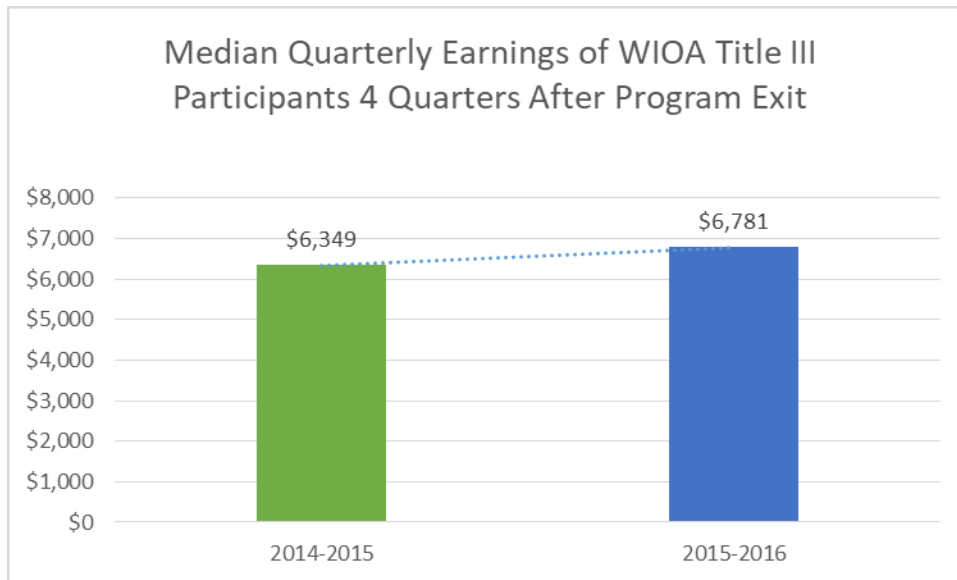
9.8.1.6 *Figure – Median Quarterly Earnings of WIOA Title III Participants 2 Quarters after Program Exit*



Median quarterly earnings of Title III participants with any reported earnings from the second quarter after exit in FY 14-15 were \$5,825. In the second quarter after exit in FY 15-16, they were \$6,234.

The continuing economic expansion during this period and/or inflation, as well as other unknown factors, could accounts for higher wages among second-year participants.

9.8.1.7 *Figure – Median Quarterly Earnings of WIOA Title III Participants 4 Quarters after Program Exit*



Earnings of Title III participants in the fourth quarter after exit were \$6,349 among those to exit in FY 14-15 and \$6,781 among those to exit in FY 15-16.