



Workforce Innovation and Opportunity Act

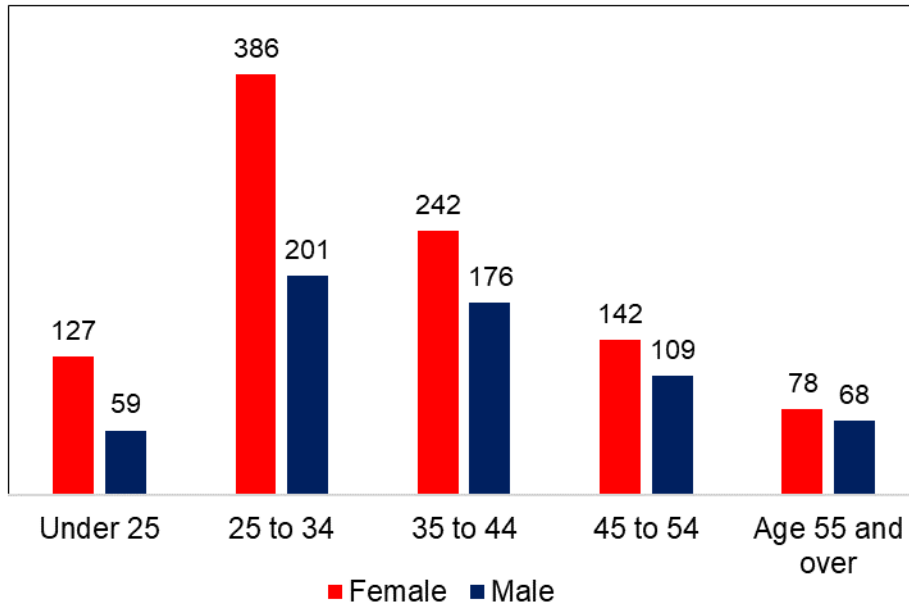
Adult Program Participant Outcomes 2016 through 2020 Program Years

Introduction and Summary Statistics

The Workforce Innovation and Opportunity Act (WIOA) Adult program is designed to provide support to job seekers through job search assistance and training opportunities. The program serves low-income people age 18 and over who meet certain eligibility criteria. It provides support through education or skill training to connect to employment, for improved job stability and higher earnings, and to meet career aspirations. Among those who started the program on or after July 1, 2016 and had completed the program by July 1, 2021, 1,590 participants completed services through the program.

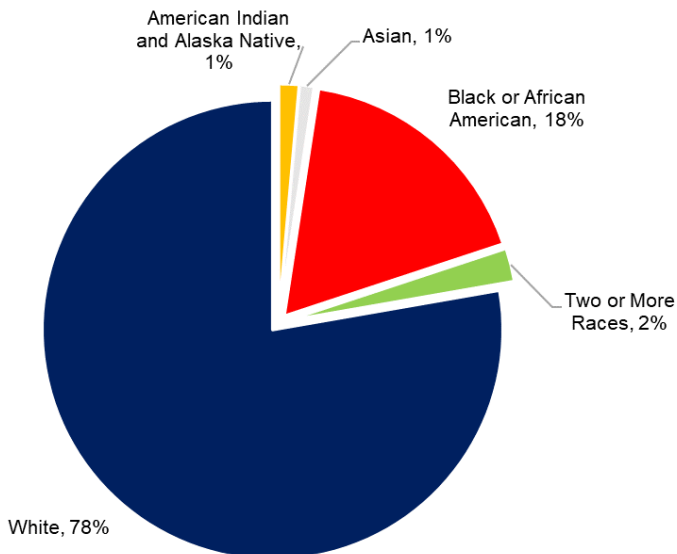
This brief evaluates outcomes for those that completed services. The majority were female, under 45 years of age, and had somewhat lower educational attainment than the population of Maine residents. A higher than average share were in historically marginalized groups, headed a single parent household, or had a disability. Employment rates and annual wage and salary earnings improved upon completing the program. Among all participants, inflation-adjusted earnings had nearly doubled from \$13,800 two years before enrollment to \$25,600 two years after completion.

Participants by Age and Gender

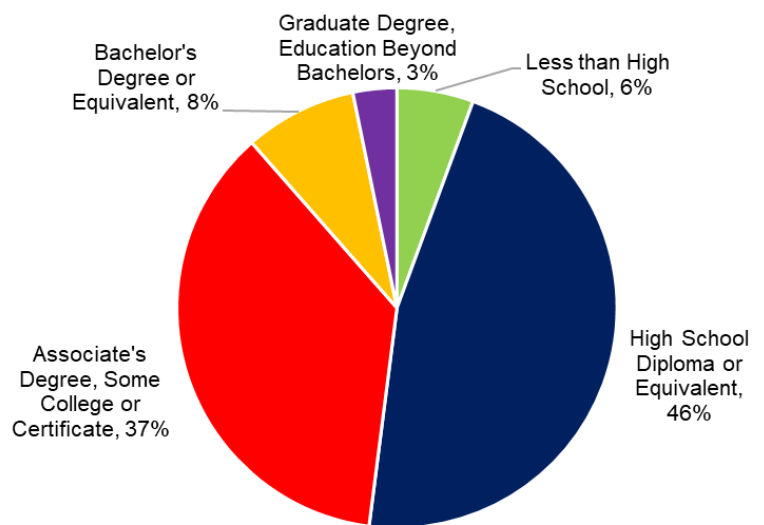


The share of Black or African American participants was 18 percent, noticeably higher than their share of the state population (under 2 percent). Two percent of participants were Hispanic or Latino. Nearly half of participants had graduated from high school but had not pursued additional education beyond high school before enrolling. An additional 36.5 percent completed some college, technical or vocational training, had an occupational certification or Associate’s degree but had not completed a four year college degree. About 36 percent identified as a single parent. Just under 20 percent were veterans. About 17 percent identified as having a disability.¹

Participants by Race



Participants by Educational Attainment



¹ Participants characteristics are not mutually exclusive. Participants may face/select multiple barriers to employment.

Table 1: Characteristics of Participants

<i>Characteristic</i>	Count of Participants	Share of Total Participants
<i>Single Parent or Single Parent Head of Household</i>	571	36%
<i>Veteran</i>	310	20%
<i>Disability</i>	266	17%
<i>Limited English</i>	210	13%
<i>Substance Use Disorder</i>	177	11%
<i>Childcare Issues</i>	118	7%
<i>Learning Disability</i>	47	3%
<i>Needs Transportation</i>	47	3%
<i>History of Opioid Use</i>	40	3%

Data and Definitions

To assess how well the program may help participants attain their career goals, employment records were analyzed for each participant before their enrollment in a WIOA service and through the years after those services had been completed.

Participant outcomes were evaluated for the period prior to enrollment and after completing the program. Outcome year one measures the four quarters after the participant’s enrollment end date. Wage and employment records from Maine’s unemployment insurance system include a vast majority of employment within the state.² These data do not capture jobs in other states among those who may have moved from or to another state or may be commuting to another state for work. As well, these data do not capture employment not covered by unemployment insurance such as unincorporated self-employed or independent contractors.

To ensure the protection of individual participant information, any data point breaking down program, employment or wage data into subgroups that contain fewer than 10 participants is not included in this report. Wages are adjusted for inflation to 2021 dollars using the Consumer Price Index (CPI-U).

² This analysis does not include employment and wage records from the State Wage Interchange System (SWIS) nor any self-reported employment and wage information. For these reasons, employment rates and wages are not expected to align with data that are reported to the U.S. Department of Labor for WIOA performance reporting purposes.

Employment Rates

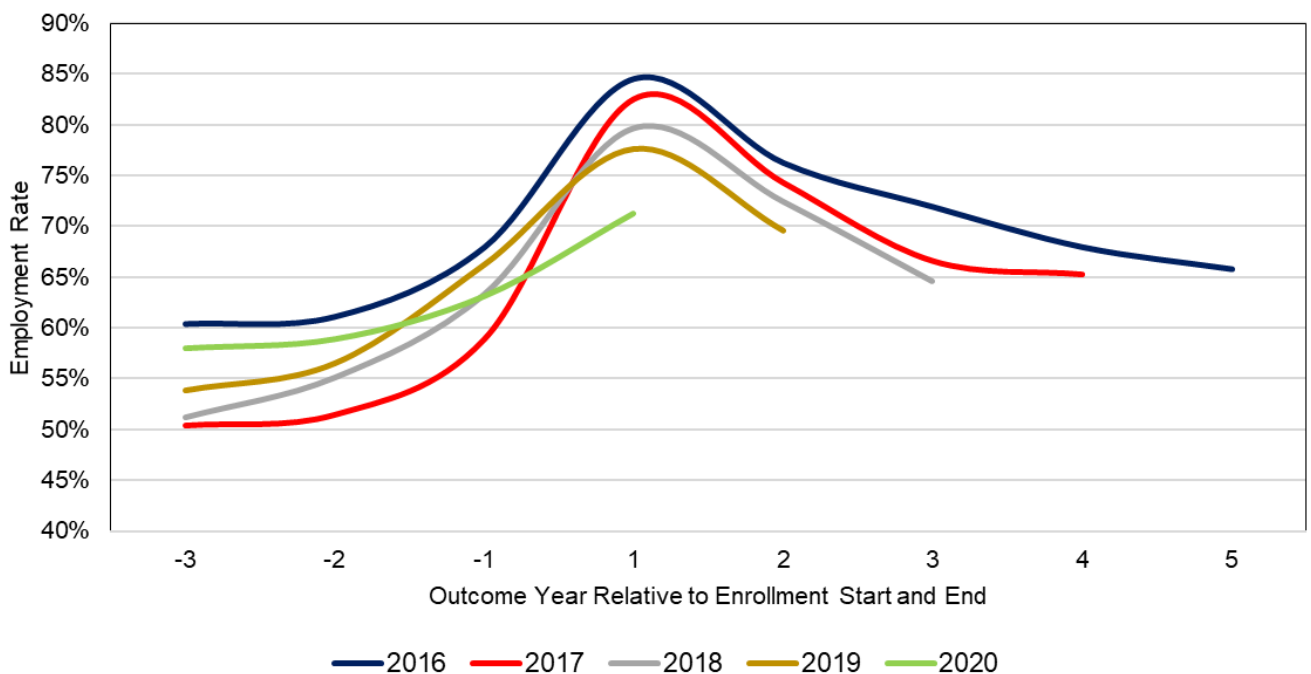
Of the program completers, about 64 percent had earnings in the year prior to their enrollment.³ Employment rates prior to enrollment ranged from 59 to 68 percent in the five cohorts in outcome year -1. They were significantly higher at 79 percent in the year following completion.

Following the initial year after completion, employment rates fall somewhat, but remained about 17 percentage points higher two years after completion relative to two years prior to enrollment. Each Program Year (PY) cohort follows a similar trajectory though employment rates were lower among the PY 2019 and PY 2020 cohorts whose employment may be affected by the recession beginning in 2020.

Employment Rates by Program Year

All Program Years

Outcome Year	-3	-2	-1	1	2	3	4	5
Employment Rate	55%	56%	64%	79%	73%	68%	65%	62%



Employment rates were lowest among 2020 program participants because the onset of the pandemic sharply reduced job openings and disrupted schools and childcare that otherwise affected employment. Enrollment end dates are specific to each participant who may complete service at any point in the program year (see [Appendix for details](#) about how program years and outcome years align).

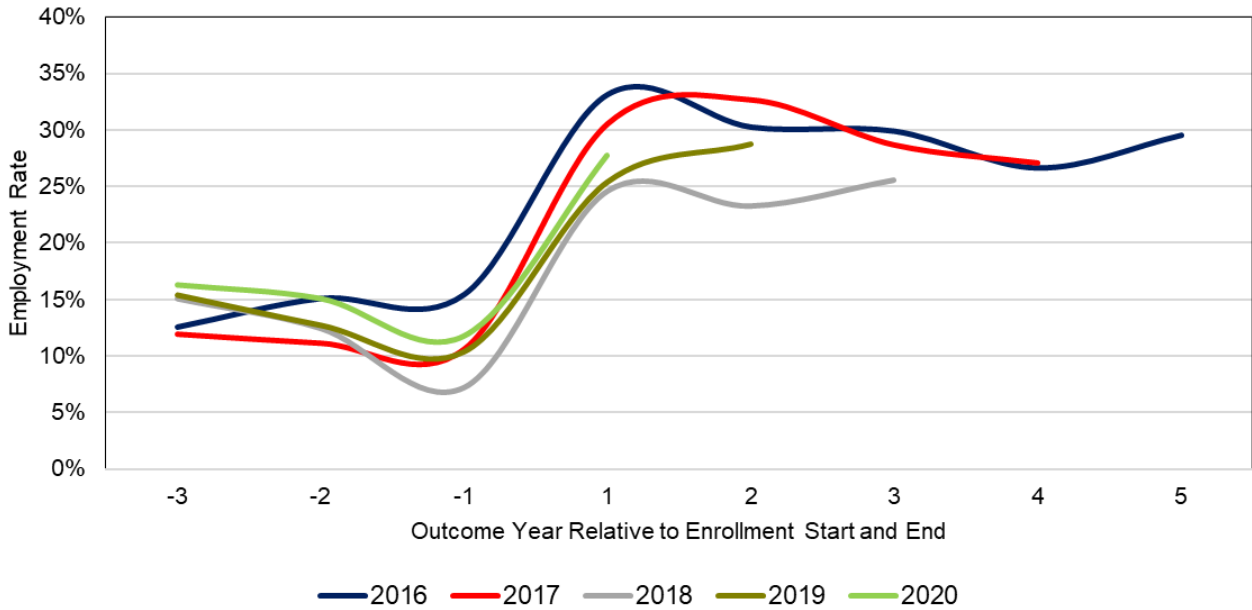
³ Where employment is defined as having any earnings of more than \$0 in covered employment.

Participants experienced gains in full-time employment, up 17 percentage points two years after completion relative to two years before enrollment.

Full Time Employment Rates by Program Year

All Program Years

Outcome Year	-3	-2	-1	1	2	3	4	5
Employment Rate	14%	13%	11%	28%	30%	28%	27%	31%



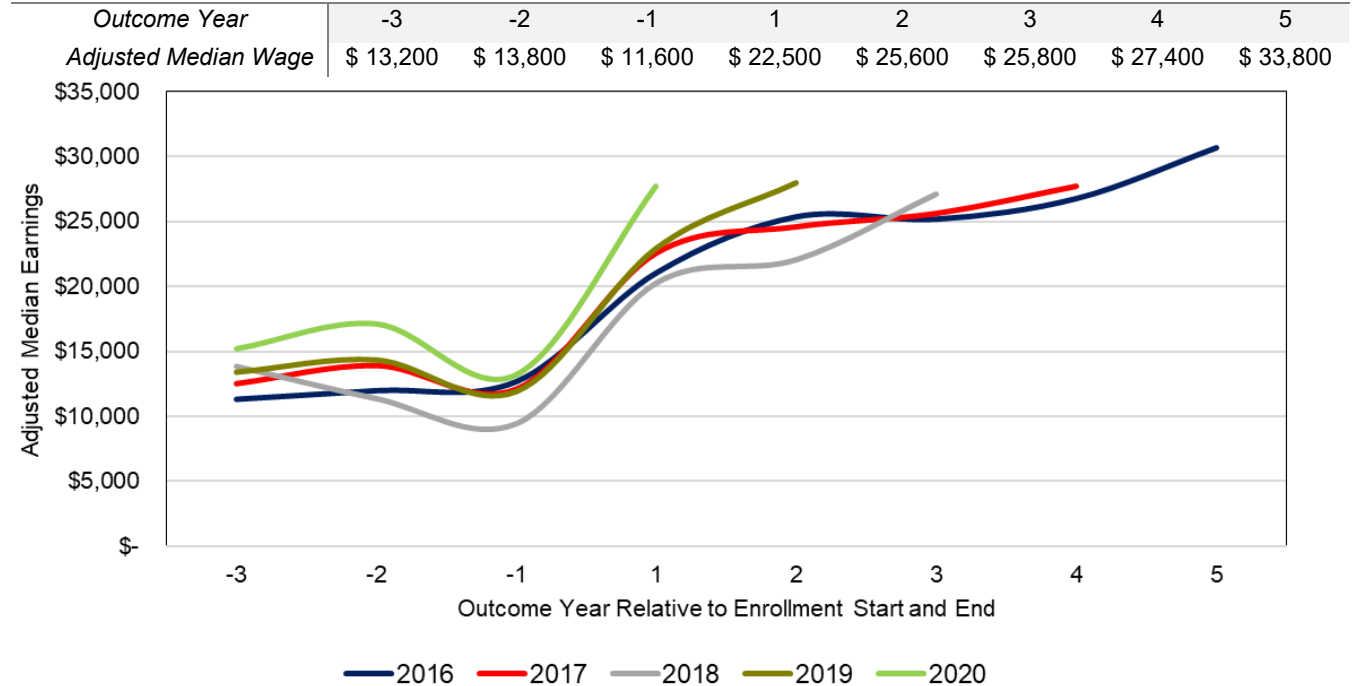
Hours worked are not available in the wage records used to measure employment and wages. As such, those with total wages equivalent to or above the state minimum wage for the entire 13 weeks at 32 hours in each quarter were deemed as working a full-time equivalent schedule. Among those with more than one job or who may have changed jobs, wages were summed to determine full-time equivalence.

Annual Earnings (Inflation Adjusted Wages and Salaries)

Participants also experience earnings growth following completion. Two years prior to enrollment, the median annual earnings among employed participants was \$13,800 per year (adjusted for inflation in 2021 real dollars). Two years after completion, median earnings had increased to over \$25,600, nearly double the median earnings two years prior to enrollment.

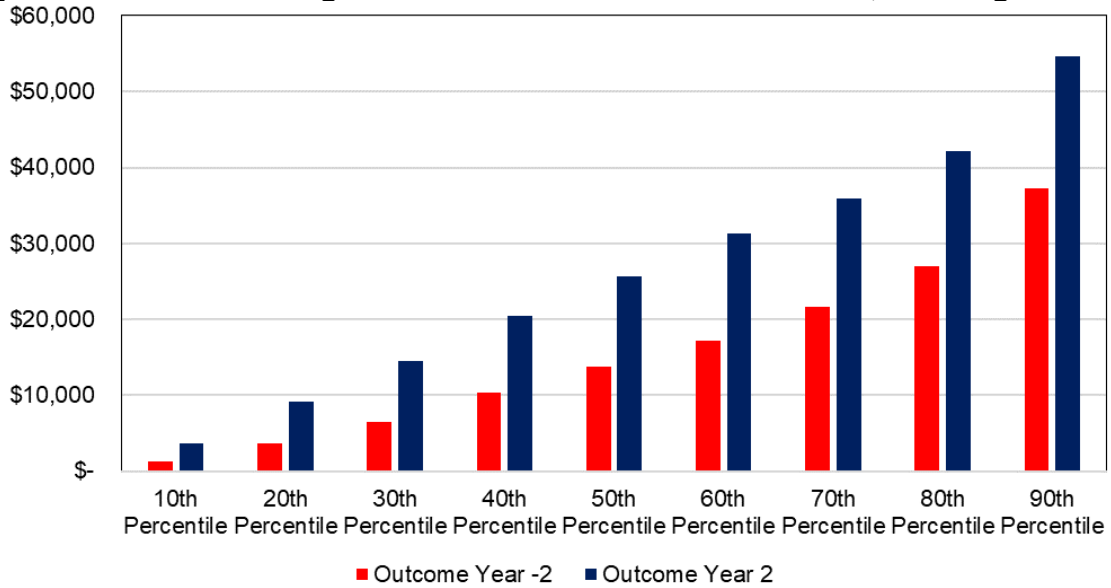
Adjusted Median Earnings by Program Year

All Program Years



The distribution of annual earnings shifted higher two years after completion relative to two years prior to enrollment. At the 30th percentile, annual earnings had increased by over \$8,000 per year to \$14,500. At the 70th percentile, annual earnings had increased by \$14,300 per year to \$36,000.

Adjusted Annual Earnings Deciles in Outcome Year -2 and 2, All Program Years

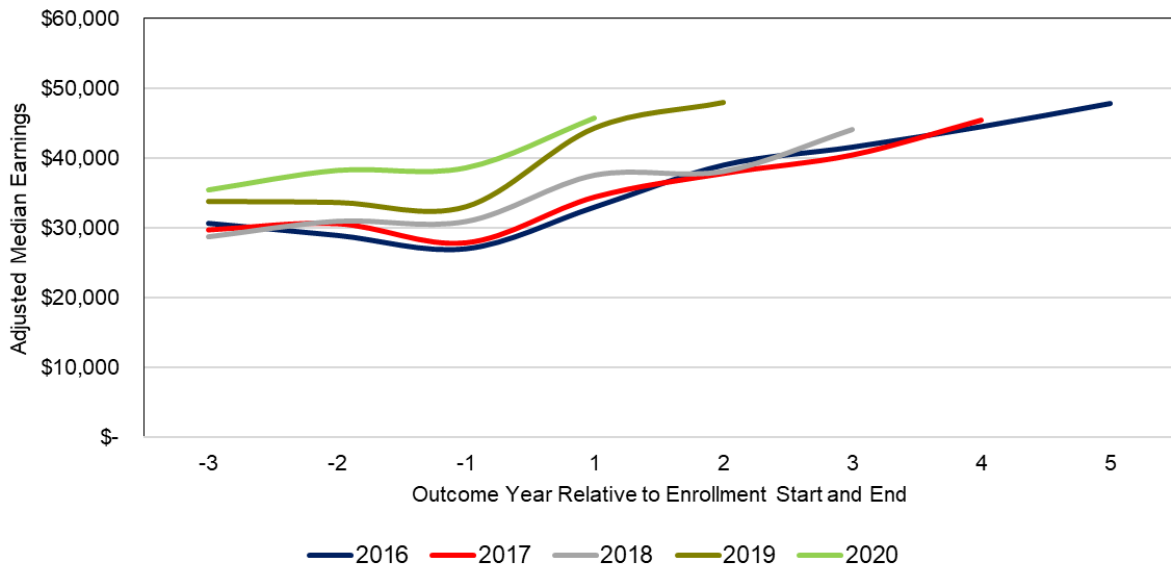


Among participants working full time before and after completing a service, earnings growth was more moderate. The median earnings among the group employed full-time was \$7,600 higher two years after completion relative to two years prior to enrollment.⁴

Adjusted Median Earnings among Full Time Employed by Program Year

All Program Years

Outcome Year	-3	-2	-1	1	2	3	4	5
Adjusted Median Wage Full Time	\$ 32,100	\$ 32,900	\$ 31,700	\$ 38,800	\$ 40,500	\$ 43,000	\$ 45,600	\$ 49,300



⁴ Participants working full time before and after completing a service are not necessarily comprised of the same group of individuals. For example, a participant working full time two years after completing a service may not have been employed full time two years prior to enrollment and therefore would not have earnings accounted for when the median is calculated.

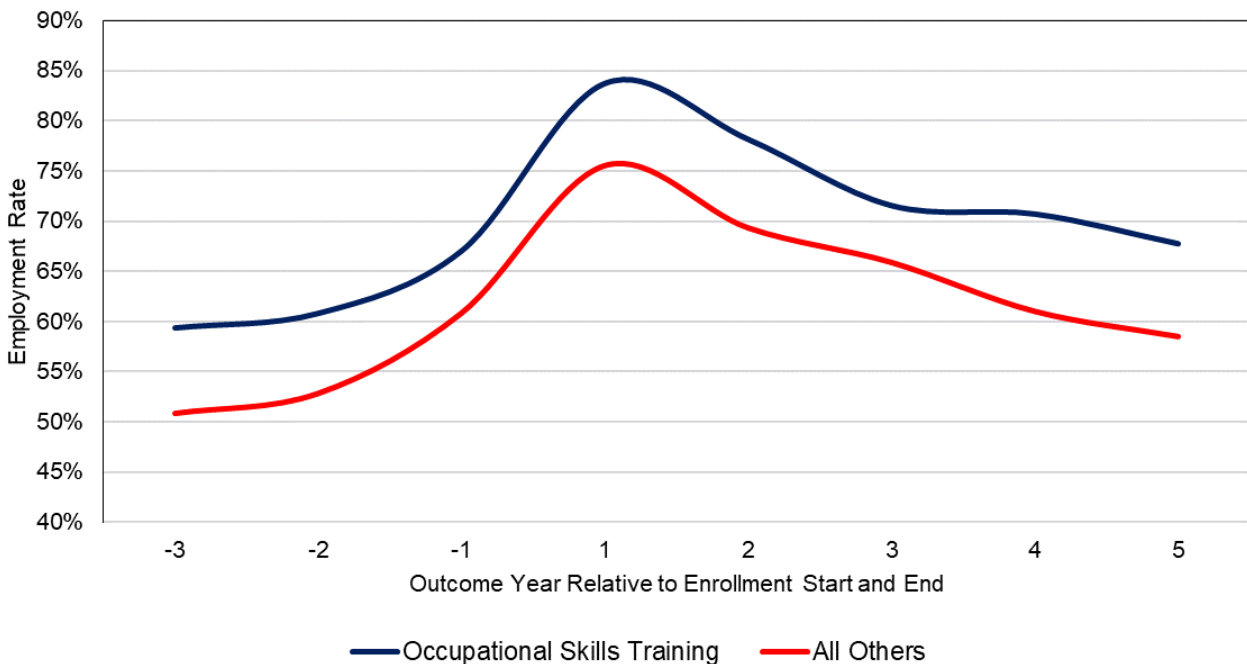
Occupational Skill Training and Other Service Categories

The program provides a variety of different types of services ranging in time and resource investment. Those with the most significant time and resource investment pursue occupational skills training to attain a degree, occupational license, or certificate with program support. 43 percent of all participants completed occupational skills training. The rest completed a variety of differences services, were grouped together as all other participants completing any services but not completing occupational skills training.

Those who completed occupational skills training were employed at higher rates both before and after enrollment. The employment rate among participants completing occupational skills training was about 9 percentage points higher than participants that completed any other type of service two years after completion.

Annual earnings among those completing occupational skills training also exceeded those of participants completing any other types of services. Two years after completion, among those completing occupational skills training the median adjusted annual earnings was just under \$30,000 though earnings varied significantly by the occupation pursued.

Employment Rates, Occupational Skills Training and All Other Participants



Adjusted Median Earnings Occupational Skills Training

All Program Years

Outcome Year	-3	-2	-1	1	2	3	4	5
<i>Adjusted Median Wage</i>	\$14,200	\$15,200	\$13,900	\$27,800	\$29,800	\$29,900	\$32,000	\$36,200

Most Common Occupations, Occupational Skills Training

Many of the most common occupations pursued by job seekers were in the health care and social assistance sector. Nursing assistants and medical assistants were the two most common occupations pursued. 40 percent of participants who completed occupational training pursued one of these two occupations. Employment rates were higher among those completing health care related occupational training relative to all other participants ranging from 81 percent to 96 percent in the first two years after completion. Two years after completion, median annual earnings were lower than the median earnings for all participants (\$25,600) among those training to be a nursing assistant (\$24,500) and higher among those pursuing medical secretary and administrative assistant (\$28,700) or medical assistant (\$35,600) occupations. Earnings and employment rates were highest among those completing the more rigorous training to become registered nurses (\$68,300). Employment rates were higher in these four health care occupations relative to the most common occupations in other sectors.

Table 2: Employment and Wage Outcomes for Most Common Health Care Occupations

Outcome Year	Registered Nurses			Nursing Assistants			Medical Assistants			Medical Secretaries and Administrative Assistants		
	N	Adjusted Median Wage	Emp Rate	N	Adjusted Median Wage	Emp Rate	N	Adjusted Median Wage	Emp Rate	N	Adjusted Median Wage	Emp Rate
-3	30	\$23,200	80%	190	\$8,900	64%	84	\$18,300	77%	16	\$13,600	81%
-2	30	\$24,500	73%	190	\$12,600	68%	84	\$20,600	74%	16	\$6,600	100%
-1	30	\$12,700	80%	190	\$12,600	73%	84	\$17,400	81%	16	\$21,500	81%
1	30	\$67,800	93%	190	\$23,800	93%	84	\$31,500	93%	16	\$27,100	81%
2	28	\$68,300	96%	176	\$24,500	84%	72	\$32,900	93%	13	\$28,700	85%
3	-	-	-	148	\$24,700	79%	52	\$35,600	83%	-	-	-
4	-	-	-	108	\$25,800	79%	38	\$35,500	84%	-	-	-
5	-	-	-	74	\$36,200	74%	19	\$33,900	90%	-	-	-

Note: The dashes (-) in the table indicate that fewer than 10 individuals are contained in the grouping and data have been removed for confidentiality.

The three most common occupations pursued in other sectors were heavy and tractor-trailer truck drivers, heating, air condition, and refrigeration mechanics and welders, cutters, solders, and brazers. Two years after completion, median earnings were much higher among those completing training to become heavy and tractor-trailer truck drivers (\$40,600), heating, air condition, and refrigeration mechanics (\$38,400) and welders, cutters, solders, and brazers (\$37,200) relative to those who completed training for a health care occupation (other than registered nurses).

Table 3: Employment and Wage Outcomes for Most Common Other Occupations

Outcome Year	Heavy and Tractor-Trailer Truck Drivers			Heating, Air Conditioning, and Refrigeration Mechanics and Installers			Welders, Cutters, Solderers, and Brazers		
	N	Adjusted Median Wage	Employment Rate	N	Adjusted Median Wage	Employment Rate	N	Adjusted Median Wage	Employment Rate
-3	64	\$30,200	70%	13	\$31,100	46%	19	\$9,000	16%
-2	64	\$27,300	63%	13	\$21,900	69%	19	\$8,000	11%
-1	64	\$27,600	61%	13	\$11,200	69%	19	\$7,002	42%
1	64	\$37,600	75%	13	\$37,600	100%	19	\$27,800	68%
2	60	\$40,600	67%	11	\$38,400	91%	15	\$37,200	60%
3	40	\$32,600	55%	-	-	-	12	\$38,900	50%
4	26	\$38,800	65%	-	-	-	11	\$56,500	55%
5	20	\$39,000	65%	-	-	-	-	-	-

Note: The dashes (-) in the table indicate that fewer than 10 individuals are contained in the grouping and data have been removed for confidentiality

Outcomes by Disability Status

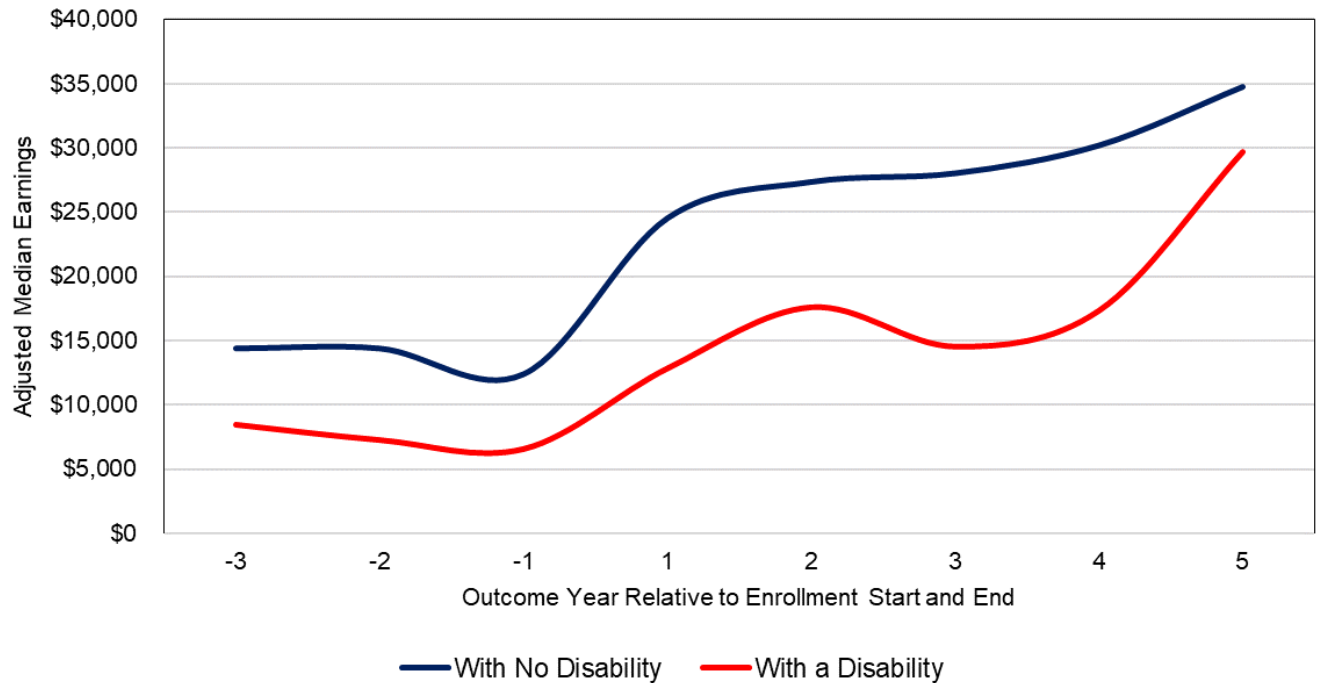
Employment rates were strongly related to the disability status of participants. On average, employment rates were 11 percentage points lower among participants reporting any disability in the three years prior to enrollment (see Column 5 of Table 4). Both participants with a disability and those not reporting any disability experienced a gain in employment following completion. However, the employment gain experienced by those not reporting a disability was greater. In the first three years after completion, the average difference in employment rates increased to 15 percentage points between those identifying as having a disability and those without (Column 5 of Table 4).

Table 4: Employment Rates by Disability Status

Outcome Year	With No Disability		With a Disability		Difference Between Groups	
	Employment Rate (1)	Full Time Employment Rate (2)	Employment Rate (3)	Full Time Employment Rate (4)	Employment Rate (5)	Full Time Employment Rate (6)
-3	56%	16%	47%	6%	10%	9%
-2	58%	15%	47%	5%	11%	10%
-1	66%	13%	53%	3%	12%	9%
1	82%	31%	66%	14%	15%	17%
2	75%	32%	62%	16%	13%	16%
3	71%	31%	55%	14%	16%	17%
4	68%	30%	54%	14%	13%	16%
5	65%	33%	53%	23%	11%	10%

Participants with no disability had higher earnings both before and after completion. Two years after completion, the gap in median earnings was about \$10,000 for those without a disability compared to those reporting a disability. Median earnings increased by about \$13,000 for those with no disability two years after completion relative to two years before enrollment. Participants with a disability experienced an increase in earnings of about \$10,300 two years after completion relative to two years before enrollment.

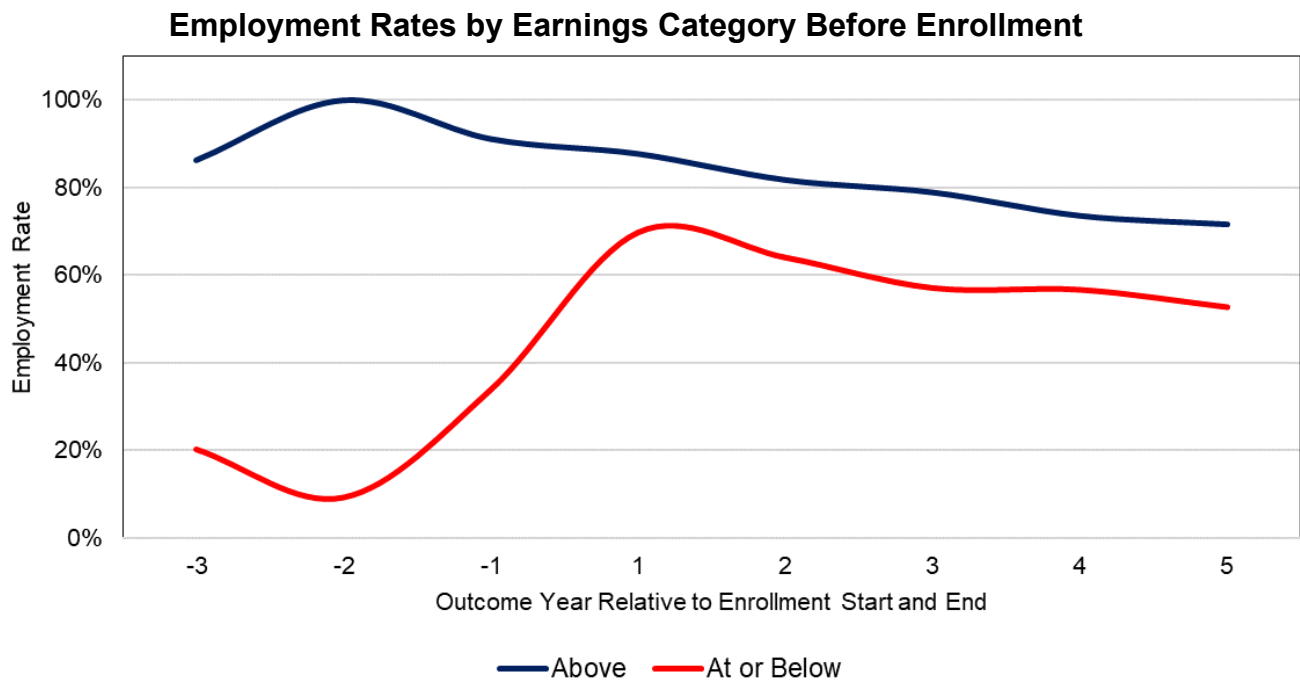
Adjusted Median Earnings by Disability Status



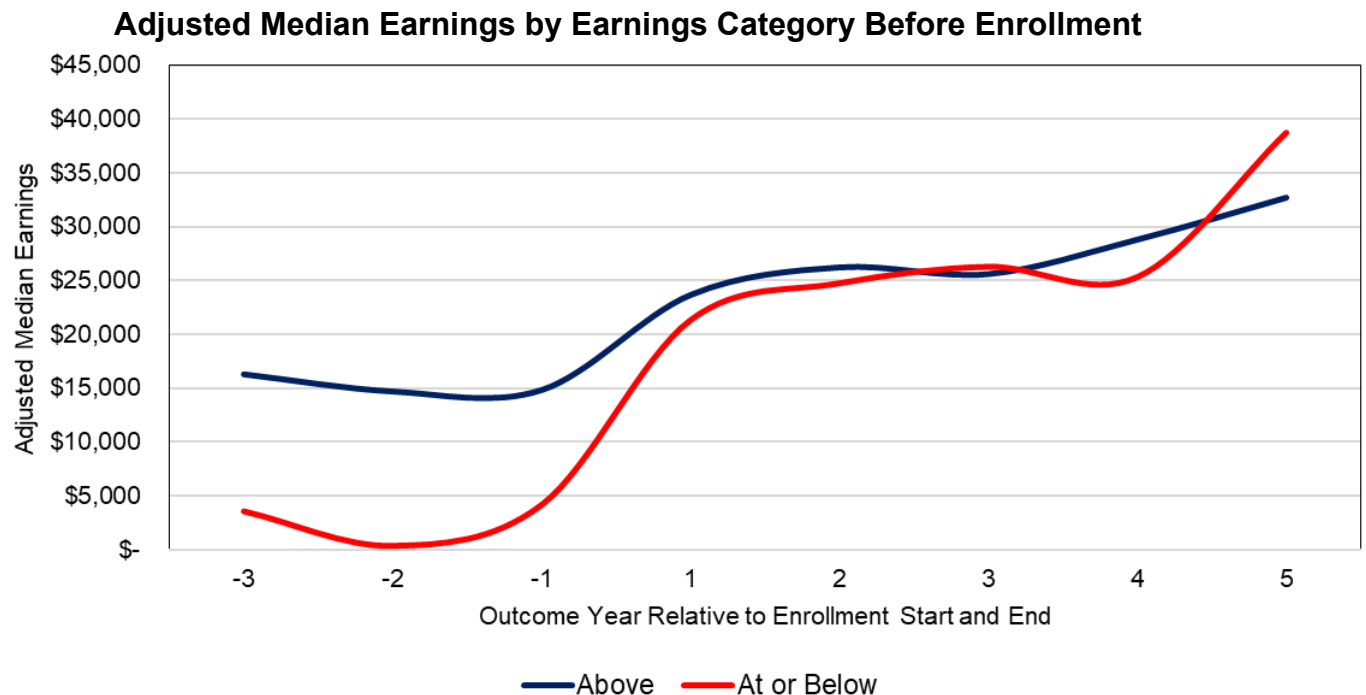
Outcomes by Earnings prior to Enrollment

While eligibility requirements for the program target services to low-income adults, earnings in covered employment before enrollment varied widely across participants. Two years prior to enrollment, 764 of the 1,590 participants had annual earnings of \$1,000 or less or had no earnings records in covered employment in Maine. Various factors could explain why some have very low or no earnings records prior to enrollment including those having non-covered earnings (from self-employment or work as an independent contractor) or earnings in other states, those who were unemployed or did not participate in the workforce.

A large portion of the gain in employment rates and earnings after completion were experienced by those with very low or no earnings records in covered employment. Whereas about 79 percent of this group had no earnings records in the three years prior to enrollment, the employment rate among this group increased to 64 percent two year after completion.



Two years after completion, adjusted median earnings were only slightly higher (\$26,200) among participants that had more significant earnings prior to enrollment relative to those that had limited or no earnings records (\$24,800). The median earnings among these two groups had converged by outcome year 3.



Conclusion

Employment and wage records of participants in Maine’s WIOA Adult program who started the program on or after July 1, 2016 and had completed the program by July 1, 2021 were analyzed overtime. Participants were found to experience gains in both rates of employment and earnings after completion. Employment rates were found to be 17 percentage points higher two years after completion relative to two years prior to enrollment. Median annual earnings among employed participants were \$11,800 per year higher two years after completion relative to two years prior to enrollment.⁵

Differences in outcomes were observed across the types of services completed and the demographic characteristics of participants. Employment rates and earnings were found to be higher among participants reporting no disability. Participants with no disability had higher employment rates and higher median earnings prior to entering the program and experienced a larger gain in employment rates after completion.

Those completing occupational skills training were found to have higher employment rates, a modestly higher gain in employment rates and had higher median earnings relative to those that completed any other types of services. Earnings and employment varied significantly by occupation pursued. Increases in employment rates and earnings were driven in large part by

⁵ Adjusted for inflation in 2021 dollars.

gains among those that had very low (\$1,000 per year or less) or no earnings in covered employment before enrollment. Those with very low or no earnings history had median earnings converge with those who had more substantial earnings prior to enrollment two to three years after completion. Those with more substantial earnings prior to enrollment also experienced gains in earnings after completing services.

Appendix

Table A1 Program Year Outcomes Quarter Mapping

Minimum Current Quarter	Maximum Current Quarter	2016 Program Year Outcomes	2017 Program Year Outcomes	2018 Program Year Outcomes	2019 Program Year Outcomes	2020 Program Year Outcomes
2016 Q4	2017 Q3	Year 1				
2017 Q4	2018 Q3	Year 2	Year 1			
2018 Q4	2019 Q3	Year 3	Year 2	Year 1		
2019 Q4	2020 Q3	Year 4	Year 3	Year 2	Year 1	
2020 Q4	2021 Q3	Year 5	Year 4	Year 3	Year 2	Year 1

Annual earnings are the sum of wages earned from all employers in the **current quarter** and three following quarters. Table A1 displays how outcomes years for participants were measured relative to their enrollment end date. Below are two examples of how employment and wages were measured after a participant completed services.

Each participant was assigned a current quarter representing the first full quarter after their enrollment end date. For a participant with an enrollment end date near the beginning of the 2016 program year (August 15, 2016 for example), earnings in outcome year one after completion measures the sum of earnings in the 4th quarter of 2016 through the 3rd quarter of 2017. For a participant with an enrollment end date near the end of the 2016 program year (May 15, 2017 for example), earnings in outcome year one after enrolment end measures the sum of earnings in the 3rd quarter of 2017 through the 2nd quarter of 2018.