

# **How Much Training Do Training Programs Provide?**

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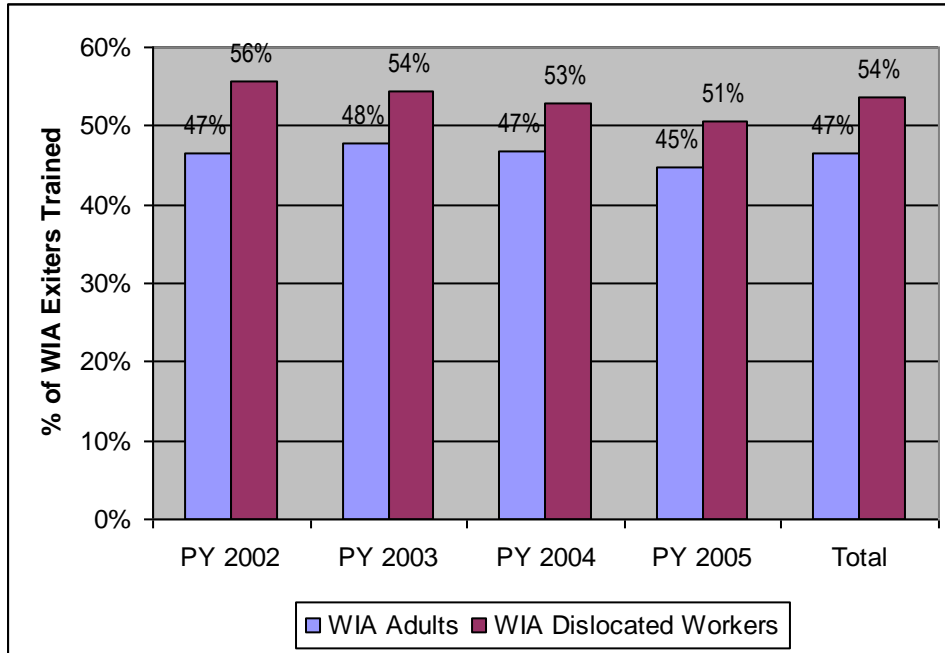
## EXECUTIVE SUMMARY

The Workforce Investment Act (WIA) is intended to provide a range of employment, training, education, and support services to assist disadvantaged adults and youth, and dislocated workers to enhance their skills and help them secure employment. The Adult and Dislocated Worker Program (under Title I of the Workforce Investment Act of 1998) – the main focus of this report -- is designed to provide quality employment and training services to assist eligible individuals in finding and qualifying for meaningful employment, and to help employers find the skilled workers they need to compete and succeed in business.

This report, prepared for the Employment and Training Administration (ETA), is aimed at better understanding why there is so much variation in WIA training rates across states and local workforce investment areas. This report: (1) documents the variation in the proportion of WIA adults and dislocated workers that receive training services across state and local WIBs; (2) explores participant characteristics that are associated with receipt of training; and (3) summarizes interviews with local Workforce Investment Boards (WIBs) on their views on factors that affect numbers and proportions of adults and dislocated workers receiving training services. Report findings are based on analyses of readily available data on WIA adults and dislocated workers enrolled in training collected as part of the Workforce Investment Act Standardized Record Data (WIASRD) data system and structured telephone interviews with seven local workforce investment area agencies. Principal study findings are summarized below:

- ***The proportion of exiters from adult and dislocated worker WIA programs receiving training has remained relatively constant in recent years (see Exhibit ES-1).*** Between PY 2002 and 2005, 47 percent of adult exiters and 54 percent of dislocated worker exiters received training. There was a slight downward trend over the period with both adults (47 percent to 45 percent) and dislocated workers (56 percent to 51 percent) experiencing declines between PY 2002 and PY 2005.
- ***There is a great deal of variation among states in the proportion of exiters from adult programs who receive training.*** For the PY 2002-2005 period, over 90 percent of the exiters received training in Delaware (96 percent) and Nebraska (93 percent), but under 20 percent of the exiters in Oregon (19.8 percent) and Mississippi (13.5 percent) received training.
- ***Although the overall proportion of adult program exiters receiving training remained relatively constant in recent years, there has been considerable variation within states.*** For example, in three states the proportion receiving training increased by over 20 percentage points from PY 2002 to 2005—

**EXHIBIT ES-1: NUMBER AND PERCENTAGE OF WIA ADULTS AND DISLOCATED WORKERS RECEIVING A TRAINING SERVICE, PY 2002-05**



Program Year	Adults	Dislocated Workers	Total
<b># of WIA Exitters Receiving Training</b>			
PY 2002	120,608	101,636	222,244
PY 2003	108,825	96,219	205,044
PY 2004	112,623	85,506	198,129
PY 2005 (1st 3 Quarters only)	72,394	52,171	124,565
<b>Total</b>	<b>414,450</b>	<b>335,532</b>	<b>749,982</b>
<b># of WIA Exitters</b>			
PY 2002	259,080	182,336	441,416
PY 2003	227,810	177,032	404,842
PY 2004	240,810	161,898	402,708
PY 2005 (1st 3 Quarters only)	161,502	103,014	264,516
<b>Total</b>	<b>889,202</b>	<b>624,280</b>	<b>1,513,482</b>
<b>% of WIA Exitters Receiving Training</b>			
PY 2002	46.6%	55.7%	50.3%
PY 2003	47.8%	54.4%	50.6%
PY 2004	46.8%	52.8%	49.2%
PY 2005 (1st 3 Quarters only)	44.8%	50.6%	47.1%
<b>Total</b>	<b>46.6%</b>	<b>53.7%</b>	<b>49.6%</b>

**Note:** Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

Vermont (38 percent), Arizona, (24 percent), and Alabama (16 percent); in four states the proportion receiving training declined by over 20 percentage points—Utah (23 percent), Georgia (24 percent), Mississippi (26 percent), and West Virginia (30 percent).

- ***The WIA dislocated worker program has had similar experiences and trends. There is a great deal of variation among states in the proportion of exiters from dislocated worker programs who receive training.*** For the PY 2002-2005 period, over 90 percent of the exiters received training in Delaware (95 percent) and Nebraska (92 percent), but under 20 percent of the exiters in Mississippi (13 percent) received training.
- ***As for the adult program, the overall proportion of dislocated worker program exiters receiving training remained relatively constant in recent years, but there has been considerable variation within states.*** For example, in two states the proportion receiving training increased by 21 percentage points from PY 2002 to 2005—New York and Washington; in three states the proportion receiving training declined by over 20 percentage points—Massachusetts (20 percent), Minnesota (21 percent), and Utah (23 percent).
- ***States did not necessarily train equal proportions of their adult and dislocated worker exiters.*** For 14 states, the difference in training rates for the PY 2002-2005 period was under 10 percent (Alabama, New Mexico, Louisiana, Minnesota, Utah, West Virginia, Puerto Rico, Illinois, New Jersey, Pennsylvania, Indiana, Virginia, and Texas). The most extreme differences were in Montana (where 87 percent of the adult exiters were trained, but only 13 percent of the dislocated workers were trained) and Mississippi (where 14 percent of the adult exiters were trained and 79 percent of the dislocated workers were trained).
- ***We observed that central cities in the 20 largest metropolitan statistical areas (MSAs) are more likely to have a smaller than average proportion of their exiters receive training.*** The mean proportion of exiters from adult programs receiving training from these 20 cities is 33 percent, compared to 50 percent for all other local workforce investment areas. Although eight of the cities have fewer than 30 percent of their exiters receiving training during the PY 2003-2005 period, six of the cities have above-average enrollments in training and three cities have extremely high training receipt rates—Boston (87 percent), San Francisco (97 percent), and Tampa (99 percent).
- ***Two types of analyses were used to see if specific individual characteristics are associated with receipt of training.*** First, we produced cross tabulations to show how receipt of training varied with characteristics such as age, race, sex, and education. Next, we conducted regression analyses that permitted us to statistically control on all available characteristics and estimate how changing these characteristics affects receipt of training.

- Using the cross tabulations, we found that for adult exiters, the following characteristics were associated with increased likelihood of training: females; individuals aged 44 and younger; white (non-Hispanics); exiters who had completed high school or beyond; individuals without disabilities; individuals employed at registration; English proficient individuals; individuals who were not ex-offenders; and individuals who received supportive services. The following types of dislocated worker exiters were more likely to receive training services: individuals aged 22 to 44; non-black; exiters who had completed high school or beyond; those without disabilities; individuals employed at registration; claimant or exhaustees; and individuals who received supportive services.
- The regression models indicate that WIA adult exiters with the following characteristics are more likely to receive training: not disabled, employed at registration, being a veteran, receiving support services, being white non-Hispanic, being female, and being between the ages of 22 and 34. For dislocated workers, characteristics associated with a higher probability of receiving training are not being disabled, employed at registration, being a veteran, receiving support services, being white non-Hispanic, being a male, and being between the ages of 22 and 34. Interestingly, being a female increases the probability of receiving training for adults but reduces the probability for dislocated workers.
- ***To obtain more information about the reasons for variation in receipt of training, telephone interviews with seven local workforce investment areas were conducted in July and August 2006.*** The local areas interviewed represented areas with varying experiences in enrolling participants in training programs: two areas had consistently high training rates for PY2003 and 2004 (Newark and Delaware). Two areas had high but decreasing training rates (Atlanta and Philadelphia), and three local areas had consistently low training rates (Capital Area Michigan Works, Baltimore City, and the Oregon Workforce Alliance).
- ***No single factor explained the patterns of training provided; rather, each site had its own reasons for providing its particular amount of training.*** Specific example include the following: **Delaware** used Wagner-Peyser funds to provide most of its core and staff-assisted services, so the WIA funds were reserved for individuals who needed training. **Newark** also placed a high priority on training, and during the years observed, many exiters who did not receive training may not have been formally enrolled in WIA. **Philadelphia** had slightly above average receipt of training; city officials noted that their training numbers were kept down because many of the customers lacked sufficient education for training and/or wanted a job immediately. In **Atlanta**, customer demand was the main determinant of the proportion receiving training; Atlanta officials indicated that training was extraordinarily high in the first year we looked at (84 percent) because toward the end of the year the city noticed that it had funds accumulating so it increased enrollment in training. **Baltimore** had relative low enrollment in

training (15 percent) for several reasons. First, Baltimore suffered a large decline in its WIA allocation, and the city pays for its One-Stop infrastructure largely out of WIA funds. Second, Baltimore's customers required a great deal of soft skills training and education, and these activities are not counted as training under the WIA definition. The **Capital Area Michigan Works** program was able to combine resources from a large number of programs to provide services to its customers; the site found that other sources of funding were better able to support training needed by customers, so WIA funds were generally not used. Finally, in the **Oregon Workforce Alliance**, some of the largely autonomously operating sub-areas adopted a work-first philosophy, and this tended to keep the proportion receiving training low.

# Variation in Training Rates Across States and Local Workforce Investment Boards

## A. Introduction

The Workforce Investment Act (WIA) is intended to provide a range of employment, training, education, and support services to assist disadvantaged adults and youth, and dislocated workers to enhance their skills and help them secure employment. The Adult and Dislocated Worker Program (under Title I of the Workforce Investment Act of 1998) – the main focus of this report -- is designed to provide quality employment and training services to assist eligible individuals in finding and qualifying for meaningful employment, and to help employers find the skilled workers they need to compete and succeed in business. WIA services are provided through a network of One-Stop Career Centers.<sup>1</sup> There are three levels of service:

- Core services - includes outreach, job search and placement assistance, and labor market information available to all job seekers;
- Intensive services – available to those who have been unable to find employment through core services; includes more comprehensive assessments, development of individual employment plans and counseling and career planning; and
- Training services - available to those who have been unable to find employment through intensive service; WIA participants enrolled in training services use "individual training accounts" (ITAs) and select appropriate training programs from an approved list of training providers.<sup>2</sup>

States are responsible for program management and operations including enrollment, service delivery, and certification of training providers.

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<sup>1</sup> Background on the WIA program is based on materials from the U.S. Department of Labor's website; additional information on the program is available at [http://www.doleta.gov/programs/general\\_info.cfm](http://www.doleta.gov/programs/general_info.cfm).

<sup>2</sup> The WIA program also makes "supportive" services such as transportation, childcare, dependent care, housing and needs-related payments are provided under certain circumstances to allow an individual to participate in the program. "Rapid Response" services at the employment site for employers and workers who are expected to lose their jobs as a result of company closings and mass layoffs are also available.



All adults, 18 years and older, are eligible for core services under WIA. Priority for intensive and training services must be given to recipients of public assistance and other low-income individuals where funds are limited. In addition to unemployed adults, employed adults can also receive services to obtain or retain employment that allows for self-sufficiency. Finally, under WIA, a dislocated worker is an individual who:

- Has been terminated or laid off, or has received a notice of termination or layoff from employment;
- Is eligible for or has exhausted unemployment insurance;
- Has demonstrated an appropriate attachment to the workforce, but not eligible for unemployment insurance and unlikely to return to a previous industry or occupation;
- Has been terminated or laid off or received notification of termination or layoff from employment as result of a permanent closure or substantial layoff;
- Is employed at a facility where the employer has made the general announcement that the facility will close within a 180 days;
- Was self-employed (including employment as a farmer, a rancher, or a fisherman) but is unemployed as a result of general economic conditions in the community or because of a natural disaster; or
- Is a displaced homemaker who is no longer supported by another family member.

This report, prepared for the Employment and Training Administration (ETA), is aimed at better understanding why there is so much variation in training rates across states and local workforce investment areas. This report: (1) documents the variation in the proportion of WIA adults and dislocated workers that receive training services across state and local WIBs; (2) explores participant characteristics that are associated with receipt of training; and (3) summarizes interviews with local Workforce Investment Boards (WIBs) on their views on factors that affect numbers and proportions of adults and dislocated workers receiving training services. Report findings are based on analyses

of readily available data on WIA adults and dislocated workers enrolled in training collected as part of the Workforce Investment Act Standardized Record Data (WIASRD) data system and structured telephone interviews with seven local workforce investment area agencies.

**B. Extent of Variation in Numbers and Percentage of WIA Adults and Dislocated Workers Receiving Training Services**

The Workforce Investment Act Standardized Record Data (WIASRD) is the major reporting system that the Department of Labor (DOL) uses to obtain information about the individuals served, services provided, and outcomes attained under Title I-B of the Workforce Investment Act (WIA). Each year, states must submit their WIASRD file, which contains information on individuals who exited from WIA programs, to ETA as part of their annual performance reporting requirements. The WIASRD provides data on individuals who end their participation in the program.<sup>3</sup> The analyses presented in this section of the report examine numbers and proportions of WIA adults and dislocated workers receiving training services over a four-year period for -PY 2002 through PY 2005.<sup>4</sup>

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<sup>3</sup>The WIASRD includes information on individuals served by local WIA funds, statewide grants, and National Emergency Grants (NEGs). Individuals served only by some specific statewide programs are, however, excluded. Those excluded are individuals served only by rapid response, statewide incumbent worker programs, and other statewide programs that have been excluded from performance measurement because they are highly specialized or have their own specific goals. The WIASRD data includes only those individuals enrolled in WIA – individuals receiving unassisted core services at One-Stop Centers who are not subsequently enrolled in WIA are not included in the system or the analyses in this report.

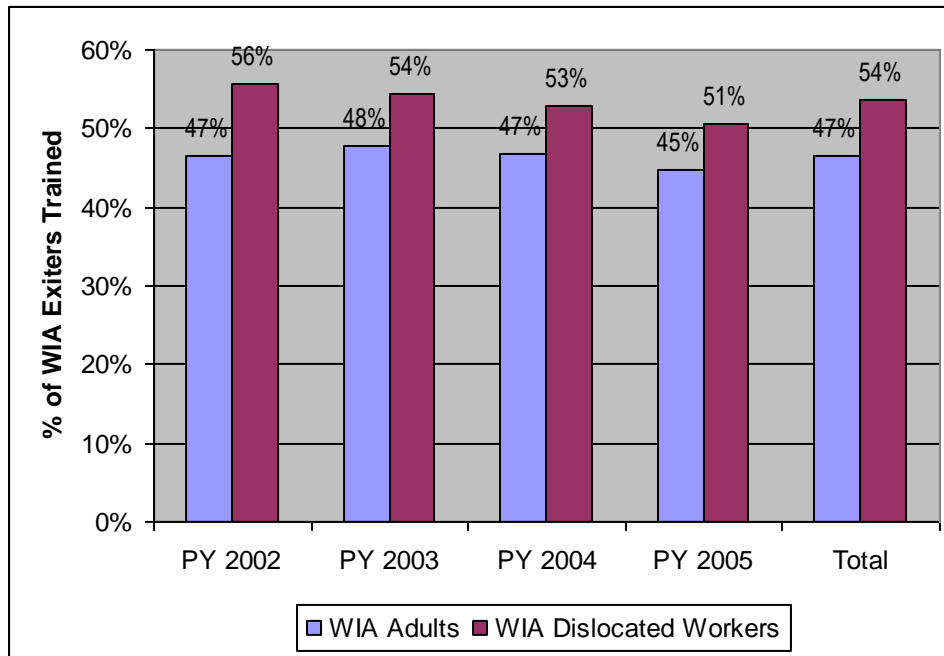
<sup>4</sup> Program Years (PY) run from July 1st through June 30<sup>th</sup>. Data are for individuals exited for the following periods: PY 2002 (July 1, 2002-June 30, 2003); PY 2003 (July 1, 2003-June 30, 2004); PY 2004 (July 1, 2004-June 30, 2005); and PY 2005 (July 1, 2005-March 2005). Note that at the time the analyses were conducted, data were available for only the first three quarters of 2005. Analyses for the Dislocated Worker program in this report are for exiters served by a dislocated workers funding stream other than NEG programs.

**1. National Trends for WIA Adult and Dislocated Worker Program**

- *How much variation is there in the number and proportion trained nationally by WIA adult and dislocated worker program?*

Exhibit 1 shows the number and percentage of exiters in WIA adult and dislocated workers that received a training service for the past four program years (PY 2002 through 2005). As shown in the exhibit, the percentage trained has been relatively stable over the past four program years under both the adult and dislocated worker programs. Overall, combining results for the past four program years, the percentage trained nationally in both programs was about half of those exited – with training rates running slightly higher in the WIA dislocated worker program (53.7 percent of exiters received a training service) compared to the WIA adult program (46.6 percent). When combined over the four years, the percentage trained for the WIA adult and dislocated worker programs together was at about half of those exited (49.6 percent). The percentage trained in the WIA adult program was virtually unchanged from PY 2002 through PY 2004 (the last complete program year for which data was available). There was a slight decrease in the percentage trained in the WIA dislocated worker program (from 55.7 percent in PY 2002 to 52.9 percent in PY 2004). If data for the final quarter of PY 2005 follows the same trend as that recorded for the first three quarters (note the final quarter was not yet available at the time this report was prepared), the percentage of exiters trained will have decreased from PY 2002 to PY 2005 by about 2 percentage points in the adult program and by about 5 percentage points in the dislocated worker program.

**EXHIBIT 1: NUMBER AND PERCENTAGE OF WIA ADULTS AND DISLOCATED WORKERS RECEIVING A TRAINING SERVICE, PY 2002-05**



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PY 2005 (1st 3 Quarters only)	44.8%	50.6%	47.1%
<b>Total</b>	<b>46.6%</b>	<b>53.7%</b>	<b>49.6%</b>

**Note:** Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).  
**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

Despite relatively stable proportions of exiters trained over the three-year period between PY 2002 and PY 2004, there was somewhat of a decrease in the overall numbers of individuals exited and receiving a training service in the two programs.<sup>5</sup> Between PY 2002 and PY 2004, the number of exiters fell by 7.1 percent (from 259,080 exiters in PY 2002 to 240,810 exiters in PY 2004) in the adult program and by 11.2 percent in the dislocated workers program (from 182,336 exiters in PY 2002 to 161,898 exiters in PY 2004). The numbers receiving a training service in the two programs also similarly decreased – by 6.6 percent in the adult program (from 120,608 exiters in PY 2002 to 112,623 exiters in PY 2004) and by 15.9 percent in the dislocated workers program (from 101,636 exiters in PY 2002 to 85,506 exiters in PY 2004).

## **2. State-Level Trends for the WIA Adult and Dislocated Worker Programs**

- **How much variation is there in the number and proportion trained by states in the WIA adult program?**

As shown in Exhibit 2, over the past four program years (PY 2002 through PY 2005),<sup>6</sup> just under half (46.6 percent) of WIA adult exiters received a training service. This exhibit displays the substantial variation in the number and percentages of WIA adults trained across states. For example, as shown in the exhibit, in six states (Delaware, Nebraska, Kentucky, Montana, Alabama, and Alaska) over 85 percent of adult exiters received a training service, compared to eight states where less than 40 percent of adult exiters received a training service (Arizona, Texas, Maryland, Missouri, New York, North Dakota, Oregon, and Mississippi). Over the four-year period, there was a gap of

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<sup>5</sup> The comparison is made of the number of exiters and individuals receiving training for the period PY 2002 to 2004 (rather than to PY 2005), because only three quarters of data were available for 2005.

<sup>6</sup> Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).

**EXHIBIT 2: NUMBER AND PERCENTAGE OF WIA ADULT EXITERS RECEIVING  
A TRAINING SERVICE, BY STATE, PY 2002-2005**

State	PY 2002-05 # Trained	PY 2002-05 # Exited	PY 2002-05 % Trained
Delaware	1,822	1,898	96.0%
Nebraska	1,298	1,399	92.8%
Kentucky	7,153	8,164	87.6%
Montana	1,147	1,324	86.6%
Alabama	14,634	16,946	86.4%
Alaska	2,004	2,354	85.1%
North Carolina	11,808	14,017	84.2%
New Mexico	4,719	5,628	83.8%
Utah	2,863	3,499	81.8%
Kansas	3,025	3,790	79.8%
Wyoming	1,029	1,290	79.8%
Idaho	1,385	1,764	78.5%
Louisiana	12,707	16,459	77.2%
Arkansas	3,493	4,600	75.9%
Rhode Island	1,285	1,785	72.0%
New Jersey	9,180	12,855	71.4%
Georgia	10,853	15,409	70.4%
Virginia	7,225	10,362	69.7%
Connecticut	2,319	3,397	68.3%
Oklahoma	4,142	6,114	67.7%
Massachusetts	4,006	5,934	67.5%
West Virginia	4,674	6,944	67.3%
New Hampshire	1,438	2,176	66.1%
Florida	28,646	45,213	63.4%
Vermont	515	816	63.1%
Pennsylvania	10,983	17,849	61.5%
Iowa	1,142	1,943	58.8%
Colorado	4,844	8,336	58.1%
South Carolina	6,656	11,483	58.0%
Ohio	16,653	29,129	57.2%
Hawaii	2,173	3,825	56.8%
Tennessee	11,186	19,915	56.2%
Maine	1,401	2,534	55.3%
Illinois	11,775	21,871	53.8%
Puerto Rico	9,334	18,004	51.8%
Indiana	5,655	11,069	51.1%
Washington	7,559	14,928	50.6%
Wisconsin	6,380	12,611	50.6%
South Dakota	1,386	2,795	49.6%
Nevada	3,960	8,018	49.4%
Minnesota	2,569	5,663	45.4%
District of Columbia	1,175	2,601	45.2%
California	61,225	135,887	45.1%

**EXHIBIT 2: NUMBER AND PERCENTAGE OF WIA ADULT EXITERS RECEIVING  
A TRAINING SERVICE, BY STATE, PY 2002-2005**

<b>State</b>	<b>PY 2002-05 # Trained</b>	<b>PY 2002-05 # Exited</b>	<b>PY 2002-05 % Trained</b>
Michigan	11,652	26,881	43.3%
Arizona	3,556	9,095	39.1%
Texas	24,129	63,309	38.1%
Maryland	3,633	10,191	35.6%
Missouri	5,427	15,867	34.2%
New York	42,078	143,139	29.4%
North Dakota	671	2,295	29.2%
Oregon	2,882	14,550	19.8%
Mississippi	10,996	81,277	13.5%
<b>Total</b>	<b>414,450</b>	<b>889,202</b>	<b>46.6%</b>

**Note:** Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

over 80 percentage points between the highest and lowest states in terms of the percentage of WIA adults trained. It is interesting to note that while the average (mean) percentage trained was 46.6 percent from PY 2002-05, only 12 states were below this mean. In comparison, the median was at 60.2 percent. A factor dragging down the mean was that five states with among the largest number of exiters (California, New York, Texas, New York, Michigan, and Mississippi) were among the 14 states below the mean, and several of these states had their percentages receiving training services at levels substantially below the mean. If these five large states were to lift the percentage trained to the median or higher, it would substantially shift the overall average trained because these five states accounted for over one-third of exiters over the four-year period (36 percent of WIA adult exiters came from these five states between PY 2002-05).

While the overall percentage of WIA adults trained remained about the same from PY 2002 through PY 2005 (slightly below half of exiters), there was substantial year-to-year variation across states. For example, as shown in Exhibit 3, 24 states experienced change of plus or minus 10 percentage points or more between PY 2002 and PY 2005.<sup>7</sup> Change over the four-year period ran as high as 20 or more percentage points in three states (Vermont, Arizona, and Alabama) and decreases in excess of 20 percentage points occurred in four states (Utah, Georgia, Mississippi, and West Virginia).

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<sup>7</sup>There is quite a bit of change between one year and the next as well – for example, 32 states experience change of plus or minus 5 percentage points between PY 2003 and PY 2004.



**EXHIBIT 3: YEAR-TO-YEAR DIFFERENCES IN THE PERCENTAGE OF WIA ADULT EXITERS RECEIVING A TRAINING SERVICE, BY STATE, PY 2002-05**

State	% of WIA Adult Exiters Receiving a Training Service --					PY 2002-05 Difference
	PY 2002	PY 2003	PY 2004	PY 2005	PY 2002-05	
Vermont	53.1%	58.4%	76.1%	91.1%	63.1%	38.0%
Arizona	26.9%	25.1%	41.4%	50.8%	39.1%	23.9%
Alabama	69.1%	87.0%	91.2%	92.1%	86.4%	23.1%
Indiana	42.6%	53.0%	52.3%	58.6%	51.1%	16.0%
Iowa	51.6%	62.9%	57.2%	67.1%	58.8%	15.5%
Kansas	73.5%	77.7%	84.0%	88.9%	79.8%	15.4%
Connecticut	58.8%	69.1%	82.2%	73.9%	68.3%	15.1%
Massachusetts	61.7%	62.9%	72.0%	76.2%	67.5%	14.5%
Missouri	26.4%	31.5%	39.9%	40.3%	34.2%	13.9%
Wisconsin	42.5%	53.1%	58.1%	56.3%	50.6%	13.8%
Maryland	30.7%	33.0%	47.4%	44.3%	35.6%	13.6%
Maine	51.3%	49.5%	63.1%	64.2%	55.3%	12.9%
North Dakota	23.7%	29.0%	32.6%	35.5%	29.2%	11.9%
Arkansas	74.9%	66.3%	80.2%	86.2%	75.9%	11.3%
Tennessee	48.7%	54.8%	61.7%	59.0%	56.2%	10.2%
Michigan	37.3%	40.7%	49.2%	46.8%	43.3%	9.5%
Nebraska	87.3%	90.4%	96.8%	95.2%	92.8%	7.8%
Montana	84.8%	83.3%	88.7%	92.5%	86.6%	7.8%
Colorado	54.9%	54.0%	60.1%	62.6%	58.1%	7.7%
Texas	33.3%	35.4%	44.3%	40.4%	38.1%	7.0%
South Dakota	46.6%	48.3%	51.0%	53.4%	49.6%	6.8%
South Carolina	56.6%	52.9%	60.5%	62.7%	58.0%	6.1%
Louisiana	80.0%	68.2%	77.7%	85.1%	77.2%	5.2%
Idaho	77.4%	72.7%	85.0%	82.4%	78.5%	5.0%
Illinois	51.3%	55.1%	53.8%	56.0%	53.8%	4.7%
New York	24.8%	33.6%	34.0%	27.9%	29.4%	3.1%
New Hampshire	63.1%	73.7%	61.9%	65.7%	66.1%	2.6%
Oregon	21.3%	17.1%	19.6%	23.1%	19.8%	1.8%
Florida	61.0%	57.7%	71.0%	62.6%	63.4%	1.6%
Virginia	70.4%	68.9%	68.5%	71.4%	69.7%	1.0%
Rhode Island	70.6%	79.5%	62.7%	71.2%	72.0%	0.5%
District of Columbia	47.6%	42.0%	46.5%	47.9%	45.2%	0.3%
North Carolina	81.9%	84.6%	87.5%	81.7%	84.2%	-0.1%
Alaska	82.0%	88.1%	88.2%	81.1%	85.1%	-0.9%
Oklahoma	71.7%	63.0%	65.4%	70.5%	67.7%	-1.2%
Wyoming	79.6%	81.4%	79.8%	76.8%	79.8%	-2.8%
Delaware	98.2%	97.6%	93.2%	93.4%	96.0%	-4.7%
New Mexico	85.1%	87.3%	79.6%	80.3%	83.8%	-4.9%
California	49.6%	45.8%	38.3%	44.7%	45.1%	-4.9%
Kentucky	90.2%	89.0%	85.1%	83.9%	87.6%	-6.2%
Puerto Rico	56.6%	50.3%	46.4%	48.9%	51.8%	-7.7%
Minnesota	47.5%	49.4%	42.2%	39.4%	45.4%	-8.1%

**EXHIBIT 3: YEAR-TO-YEAR DIFFERENCES IN THE PERCENTAGE OF WIA ADULT EXITERS RECEIVING A TRAINING SERVICE, BY STATE, PY 2002-05**

State	% of WIA Adult Exiters Receiving a Training Service --					PY 2002-05 Difference
	PY 2002	PY 2003	PY 2004	PY 2005	PY 2002-05	
New Jersey	76.0%	70.7%	69.6%	67.2%	71.4%	-8.9%
Ohio	64.5%	56.2%	50.6%	53.6%	57.2%	-10.9%
Washington	58.0%	52.0%	46.5%	45.5%	50.6%	-12.5%
Pennsylvania	67.2%	63.2%	61.6%	53.9%	61.5%	-13.3%
Nevada	58.5%	51.4%	48.8%	40.5%	49.4%	-18.0%
Hawaii	65.7%	55.5%	42.9%	46.5%	56.8%	-19.2%
Utah	93.4%	97.4%	71.9%	70.6%	81.8%	-22.8%
Georgia	80.1%	80.4%	65.7%	56.3%	70.4%	-23.8%
Mississippi	34.4%	14.9%	9.8%	8.5%	13.5%	-25.9%
West Virginia	77.7%	67.1%	63.8%	48.0%	67.3%	-29.7%
<b>Total</b>	<b>46.6%</b>	<b>47.8%</b>	<b>46.8%</b>	<b>44.8%</b>	<b>46.6%</b>	<b>-1.7%</b>

**Note:** Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

- *How much variation is there in the number and proportion trained by state in the WIA dislocated worker program?*

As shown in Exhibit 4, over the past four program years (PY 2002 through PY 2005),<sup>8</sup> just over half (53.7 percent) of WIA dislocated worker exiters received a training service. This exhibit confirms that as in the adult program, there is substantial variation in the numbers and percentages of WIA dislocated workers trained across states. For example, as shown in the exhibit, in seven states (Delaware, Nebraska, North Carolina, Utah, Alabama, Arkansas, and Georgia) over 85 percent of dislocated worker exiters received a training service, compared to six states (Texas, New York, North Dakota, Oregon, Minnesota, and Mississippi) where less than 40 percent of dislocated worker exiters received a training service. Over the four-year period, there was a gap of over 80 percentage points trained between the highest and lowest states. Similar to the WIA adult program, the average mean percentage trained under the dislocated workers program was considerably lower for the four program years (53.7 percent) compared to the median percentage trained (64.2 percent).

The overall percentage of WIA dislocated workers trained declined by 5.1 percent between PY 2002 and PY 2005 and over that four-year period, there was substantial year-to-year variation in training rates across states (see Exhibit 5). For example, 17 states experienced changes in excess of plus or minus 10 percentage points over the four-year period. Changes ran in excess of increases of 20 percentage points New York and Washington (and over 10 percentage points in seven other states) to decreases in excess of 20 percentage points in three states (Massachusetts, Minnesota, and Utah).

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<sup>8</sup> Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).

**EXHIBIT 4: NUMBER AND PERCENTAGE OF WIA DISLOCATED WORKER  
EXITERS RECEIVING A TRAINING SERVICE, BY STATE, PY 2002-05**

State	PY 2002-05 # Trained	PY 2002-05 # Exited	PY 2002-05 % Trained
Delaware	1,054	1,110	95.0%
Nebraska	1,492	1,617	92.3%
North Carolina	13,675	15,596	87.7%
Utah	2,330	2,680	86.9%
Alabama	7,937	9,144	86.8%
Arkansas	1,367	1,576	86.7%
Georgia	9,091	10,532	86.3%
Idaho	2,375	2,898	82.0%
Wyoming	343	434	79.0%
Kentucky	4,943	6,275	78.8%
Alaska	1,700	2,180	78.0%
Louisiana	4,547	5,853	77.7%
West Virginia	5,393	6,993	77.1%
New Jersey	12,407	16,144	76.9%
New Mexico	2,415	3,173	76.1%
Montana	1,969	2,655	74.2%
Vermont	339	466	72.7%
Washington	16,742	23,463	71.4%
South Carolina	7,336	10,460	70.1%
Nevada	2,548	3,634	70.1%
Pennsylvania	14,226	20,308	70.1%
Virginia	5,897	8,429	70.0%
Oklahoma	2,678	3,954	67.7%
Colorado	3,590	5,359	67.0%
Connecticut	2,015	3,047	66.1%
Florida	19,349	30,158	64.2%
Ohio	9,962	15,532	64.1%
Kansas	2,828	4,464	63.4%
Wisconsin	10,101	16,124	62.6%
Maine	2,489	4,006	62.1%
Illinois	17,016	27,982	60.8%
Tennessee	8,100	13,431	60.3%
Massachusetts	7,562	12,913	58.6%
New Hampshire	1,544	2,686	57.5%
Rhode Island	974	1,704	57.2%
Iowa	2,275	4,071	55.9%
California	30,051	58,225	51.6%
Michigan	9,951	19,445	51.2%
Hawaii	2,216	4,407	50.3%
Arizona	2,318	4,713	49.2%
Indiana	4,003	8,385	47.7%
Puerto Rico	7,422	15,590	47.6%
South Dakota	1,088	2,290	47.5%

**EXHIBIT 4: NUMBER AND PERCENTAGE OF WIA DISLOCATED WORKER  
EXITERS RECEIVING A TRAINING SERVICE, BY STATE, PY 2002-05**

<b>State</b>	<b>PY 2002-05 # Trained</b>	<b>PY 2002-05 # Exited</b>	<b>PY 2002-05 % Trained</b>
Maryland	3,570	7,898	45.2%
District of Columbia	606	1,403	43.2%
Missouri	5,648	13,456	42.0%
Texas	15,826	39,880	39.7%
New York	27,499	70,872	38.8%
North Dakota	350	940	37.2%
Oregon	5,412	15,195	35.6%
Minnesota	2,336	8,051	29.0%
Mississippi	6,627	52,479	12.6%
<b>Total</b>	<b>335,532</b>	<b>624,280</b>	<b>53.7%</b>

**Note:** Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

**EXHIBIT 5: YEAR-TO-YEAR DIFFERENCES IN THE PERCENTAGE OF WIA  
DISLOCATED WORKER EXITERS RECEIVING A TRAINING SERVICE, BY STATE,  
PY 2002-05**

State	% of WIA Dislocated Worker Exiters Receiving a Training Service --					PY 2002-05 Difference
	PY 2002	PY 2003	PY 2004	PY 2005	PY 2002-05	
New York	68.2%	50.8%	68.4%	89.4%	63.4%	21.2%
Washington	30.6%	32.8%	50.5%	51.2%	39.7%	20.6%
West Virginia	53.7%	61.5%	66.9%	70.8%	62.6%	17.1%
Alaska	52.1%	57.6%	58.2%	65.7%	58.6%	13.7%
Nebraska	75.6%	78.7%	89.5%	88.8%	82.0%	13.2%
Connecticut	43.6%	40.2%	55.9%	56.7%	49.2%	13.1%
Puerto Rico	43.4%	45.9%	52.5%	56.5%	47.5%	13.1%
New Jersey	61.4%	67.9%	75.9%	74.0%	70.1%	12.6%
South Carolina	70.3%	68.8%	83.5%	82.9%	74.2%	12.6%
Delaware	59.9%	63.0%	68.3%	69.2%	64.1%	9.3%
North Carolina	37.2%	41.4%	45.4%	46.4%	42.0%	9.2%
New Hampshire	40.4%	44.2%	52.8%	49.5%	45.2%	9.0%
Idaho	32.1%	35.3%	47.4%	40.8%	37.2%	8.7%
Pennsylvania	55.3%	54.9%	69.2%	63.9%	60.3%	8.6%
South Dakota	58.1%	57.7%	71.9%	66.0%	62.1%	7.9%
Arizona	83.0%	86.9%	88.7%	90.7%	86.8%	7.7%
Arkansas	89.5%	92.0%	91.4%	96.9%	92.3%	7.4%
Nevada	64.0%	75.8%	96.0%	71.4%	72.7%	7.4%
New Mexico	74.2%	76.4%	78.2%	81.1%	76.1%	6.9%
Wyoming	52.3%	64.9%	55.8%	58.1%	57.5%	5.8%
Maine	72.1%	79.5%	86.3%	77.6%	78.8%	5.5%
Texas	43.6%	47.8%	51.1%	49.0%	47.7%	5.4%
North Dakota	51.9%	55.8%	61.3%	56.4%	55.9%	4.5%
Colorado	80.6%	71.9%	77.4%	84.9%	77.7%	4.4%
Florida	26.8%	29.5%	29.3%	30.8%	29.0%	4.0%
Illinois	47.3%	53.7%	52.6%	51.1%	51.2%	3.8%
District of Columbia	70.7%	57.4%	76.9%	73.3%	67.7%	2.6%
Maryland	57.0%	64.5%	61.7%	59.4%	60.8%	2.5%
Alabama	74.4%	83.0%	78.0%	76.0%	78.0%	1.6%
Missouri	61.9%	67.6%	74.5%	63.4%	66.1%	1.6%
Rhode Island	85.9%	86.5%	90.5%	87.3%	87.7%	1.4%
Wisconsin	66.2%	68.3%	68.0%	65.0%	67.0%	-1.2%
Mississippi	81.7%	75.2%	80.9%	77.5%	79.0%	-4.2%
Ohio	86.3%	96.5%	81.6%	80.9%	86.9%	-5.4%
Kentucky	38.7%	36.3%	31.2%	32.4%	35.6%	-6.2%
Kansas	66.4%	62.5%	62.7%	60.0%	64.2%	-6.4%
Georgia	69.2%	74.6%	73.9%	62.2%	71.4%	-7.1%
Hawaii	70.0%	74.7%	69.6%	62.7%	70.0%	-7.3%
Tennessee	42.4%	48.8%	36.3%	35.1%	43.2%	-7.4%
California	66.0%	48.8%	55.3%	58.4%	57.2%	-7.6%
Louisiana	72.3%	74.1%	69.7%	64.0%	70.1%	-8.4%

**EXHIBIT 5: YEAR-TO-YEAR DIFFERENCES IN THE PERCENTAGE OF WIA  
DISLOCATED WORKER EXITERS RECEIVING A TRAINING SERVICE, BY STATE,  
PY 2002-05**

State	% of WIA Dislocated Worker Exiters Receiving a Training Service --					PY 2002-05 Difference
Indiana	56.4%	50.7%	48.5%	47.9%	51.6%	-8.5%
Virginia	81.0%	78.2%	73.2%	72.5%	76.9%	-8.5%
Michigan	90.3%	90.0%	82.7%	80.5%	86.3%	-9.8%
Vermont	90.3%	85.9%	85.5%	78.6%	86.7%	-11.7%
Oregon	68.8%	73.5%	73.6%	57.1%	70.1%	-11.7%
Oklahoma	51.0%	50.8%	36.6%	39.3%	47.6%	-11.7%
Iowa	98.8%	97.5%	92.3%	83.5%	95.0%	-15.3%
Montana	25.2%	13.6%	9.9%	8.4%	12.6%	-16.8%
Massachusetts	56.7%	47.3%	39.3%	36.3%	50.3%	-20.3%
Minnesota	49.3%	39.5%	32.7%	28.5%	38.8%	-20.9%
Utah	80.4%	81.4%	73.7%	59.2%	77.1%	-21.2%
<b>Total</b>	<b>55.7%</b>	<b>54.4%</b>	<b>52.8%</b>	<b>50.6%</b>	<b>53.7%</b>	<b>-5.1%</b>

**Note:** Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

- ***How did states compare in the percentage trained in the Adult and Dislocated Worker programs?***

Exhibit 6 shows the range of differences in the percentage of WIA adults and dislocated workers receiving a training service by state for PY 2002 through PY 2005, while Exhibit 7 shows how states ranked (compared to other states) in terms of the percentage of WIA adults and dislocated workers trained. Exhibit 6 (which is sorted in descending order by the difference between the percentage of adults and dislocated workers trained) shows that on average dislocated workers were slightly more likely to receive a training service (46.6 versus 53.7 percent, a 7.1 percent difference). Despite the overall higher percentage of dislocated workers that received a training service, states were evenly divided in terms of whether they had a higher or lower percentage of adults or dislocated workers that received a training service. This exhibit also shows that there was much inconsistency in many states in terms of the percentage trained between the adult and dislocated worker programs – i.e., those states that were high in the percentage trained in the adult program often had much lower rates of training for their dislocated worker program. For example, 24 states had differences greater than (plus or minus) 20 percentage points between the percentage of adults and dislocated workers trained for PY 2002-05. Eight states had plus or minus differences for 40 or more percentage points between their adult and dislocated worker programs.

Exhibit 7 shows how the rank order of state on the percentage trained for the dislocated worker and the adult program differed for PY 2002 through 2005. For example, Iowa was ranked 48<sup>th</sup> among states on the percentage trained in its adult program, compared to a ranking of 1<sup>st</sup> among states on the percentage trained in its dislocated worker program (a ranking difference of 47). This exhibit generally reinforces



**EXHIBIT 6: PERCENTAGE OF WIA ADULTS AND DISLOCATED WORKER  
EXITERS RECEIVING A TRAINING SERVICE, BY STATE, PY 2002-05**

State	% of Exiters Receiving a Training Service --		
	Adults	Dislocated Workers	Difference
Montana	86.6%	12.6%	74.0%
Kentucky	87.6%	35.6%	52.0%
North Carolina	84.2%	42.0%	42.3%
Idaho	78.5%	37.2%	41.3%
Florida	63.4%	29.0%	34.3%
Delaware	96.0%	64.1%	31.9%
Alaska	85.1%	58.6%	26.6%
Wyoming	79.8%	57.5%	22.3%
New Hampshire	66.1%	45.2%	20.9%
Oklahoma	67.7%	47.6%	20.1%
Connecticut	68.3%	49.2%	19.1%
Massachusetts	67.5%	50.3%	17.2%
Kansas	79.8%	64.2%	15.7%
Tennessee	56.2%	43.2%	13.0%
Washington	50.6%	39.7%	11.0%
Nebraska	92.8%	82.0%	10.8%
Alabama	86.4%	78.0%	8.4%
New Mexico	83.8%	76.1%	7.7%
Louisiana	77.2%	70.1%	7.2%
Minnesota	45.4%	38.8%	6.6%
Utah	81.8%	77.1%	4.7%
West Virginia	67.3%	62.6%	4.7%
Puerto Rico	51.8%	47.5%	4.3%
Illinois	53.8%	51.2%	2.7%
New Jersey	71.4%	70.1%	1.3%
Pennsylvania	61.5%	60.3%	1.2%
Indiana	51.1%	51.6%	-0.5%
Georgia	70.4%	71.4%	-0.9%
Virginia	69.7%	76.9%	-7.1%
Texas	38.1%	47.7%	-9.6%
California	45.1%	57.2%	-12.1%
South Dakota	49.6%	62.1%	-12.5%
Hawaii	56.8%	70.0%	-13.2%
Rhode Island	72.0%	87.7%	-15.7%
South Carolina	58.0%	74.2%	-16.2%
Arkansas	75.9%	92.3%	-16.3%
Wisconsin	50.6%	67.0%	-16.4%
Colorado	58.1%	77.7%	-19.6%
District of Columbia	45.2%	67.7%	-22.6%
Nevada	49.4%	72.7%	-23.4%
Maine	55.3%	78.8%	-23.5%
Vermont	63.1%	86.7%	-23.6%

**EXHIBIT 6: PERCENTAGE OF WIA ADULTS AND DISLOCATED WORKER  
EXITERS RECEIVING A TRAINING SERVICE, BY STATE, PY 2002-05**

State	% of Exiters Receiving a Training Service --		
	Adults	Dislocated Workers	Difference
Maryland	35.6%	60.8%	-25.2%
North Dakota	29.2%	55.9%	-26.6%
Ohio	57.2%	86.9%	-29.8%
Missouri	34.2%	66.1%	-31.9%
New York	29.4%	63.4%	-34.0%
Iowa	58.8%	95.0%	-36.2%
Michigan	43.3%	86.3%	-43.0%
Arizona	39.1%	86.8%	-47.7%
Oregon	19.8%	70.1%	-50.3%
Mississippi	13.5%	79.0%	-65.5%
<b>Total</b>	<b>46.6%</b>	<b>53.7%</b>	<b>-7.1%</b>

**Note:** Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

**EXHIBIT 7: RANK ORDER COMPARISON OF THE PERCENTAGE OF WIA  
ADULTS AND DISLOCATED WORKER EXITERS RECEIVING A TRAINING  
SERVICE, BY STATE, PY 2002-05**

State	Rank Order on % of Exiters Receiving Training --		
	Adults	Dislocated Workers	Ranking Difference
Iowa	48	1	47
Arizona	50	5	45
Mississippi	52	9	43
Michigan	49	7	42
Ohio	45	4	41
Vermont	42	6	36
Arkansas	36	2	34
Rhode Island	34	3	31
Maine	41	10	31
Oregon	51	20	31
Colorado	38	12	26
Nevada	40	17	23
Missouri	46	25	21
South Carolina	35	16	19
New York	47	28	19
District of Columbia	39	23	16
Virginia	29	14	15
Wisconsin	37	24	13
Maryland	43	31	12
Hawaii	33	22	11
Georgia	28	18	10
Nebraska	16	8	8
Utah	21	13	8
North Dakota	44	36	8
Alabama	17	11	6
New Jersey	25	19	6
New Mexico	18	15	3
South Dakota	32	30	2
Louisiana	19	21	-2
California	31	35	-4
Pennsylvania	26	32	-6
West Virginia	22	29	-7
Indiana	27	37	-10
Texas	30	41	-11
Kansas	13	26	-13
Illinois	24	38	-14
Puerto Rico	23	43	-20
Delaware	6	27	-21
Alaska	7	33	-26
Wyoming	8	34	-26

**EXHIBIT 7: RANK ORDER COMPARISON OF THE PERCENTAGE OF WIA ADULTS AND DISLOCATED WORKER EXITERS RECEIVING A TRAINING SERVICE, BY STATE, PY 2002-05**

State	Rank Order on % of Exiters Receiving Training --		
	Adults	Dislocated Workers	Ranking Difference
Massachusetts	12	39	-27
Minnesota	20	48	-28
Connecticut	11	40	-29
Tennessee	14	45	-31
Oklahoma	10	42	-32
Washington	15	47	-32
New Hampshire	9	44	-35
North Carolina	3	46	-43
Idaho	4	49	-45
Florida	5	51	-46
Kentucky	2	50	-48
Montana	1	52	-51

**Note:** Data for PY 2005 is for the first three quarters of the program year (July 1, 2005-March 31 2006).

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

the notion that states were not consistent in terms of the percentage trained in the adult and dislocated worker programs (when compared to other states). For example, 29 states had state rankings differences of plus or minus 20 on the percentage trained between the adult and dislocated worker programs.

### **3. Local-Level Trends for the WIA Adult and Dislocated Worker Programs**

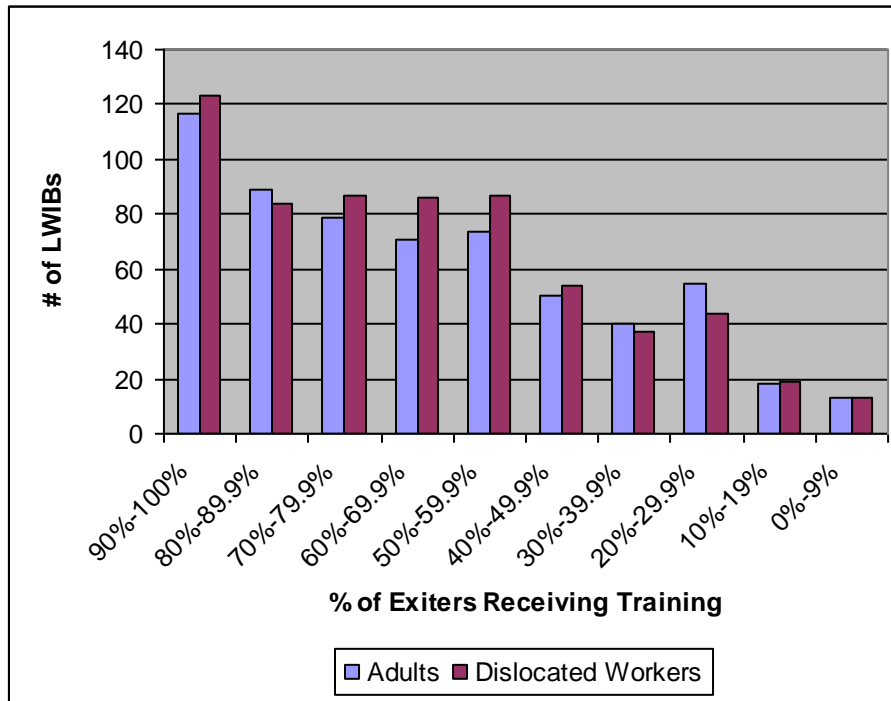
- *How much variation is there in the number and proportion trained by local Workforce Investment Areas in the WIA adult and dislocated worker programs?*

Similar to trends at the state level, there is substantial variation in the percentage of WIA adults that receive a training service at the local Workforce Investment Area (LWIA). Exhibit 8 shows a breakdown of the percentage trained under the WIA adult and dislocated worker program (for the period January 1, 2004 through March 31, 2006) for local workforce areas.<sup>9</sup> The distributions for both the adult and dislocated worker programs are fairly similar. The percentage of WIA adults and dislocated workers trained ranged from 90 percent or higher (in 19 percent of LWIBs under both programs) to 20 percent or less (in 5 percent of LWIBs under both programs). Slightly over one-quarter of LWIBs (176 LWIBs or 29 percent in the adult program; 167 LWIBs or 26 percent) reported less than one-half of WIA exiters had received a training service.

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<sup>9</sup> We used this 9 quarter period for analyses of trends in training at the LWIB level, as well as in our analysis of participant characteristics, because this is the period for which WIASRD data was most recently released and we wanted to maximize sample size. Analyses have also been conducted by program year (though data available is limited to only the first three quarters of PY 2005), but have not been included in this report.

**EXHIBIT 8: DISTRIBUTION OF LOCAL WORKFORCE INVESTMENT  
BOARDS (LWIBS) BY PERCENTAGE OF WIA ADULTS AND DISLOCATED  
WORKER EXITERS RECEIVING A TRAINING SERVICE,  
3<sup>RD</sup> QUARTER PY 2003 THROUGH 3<sup>RD</sup> QUARTER 2005**



% of Adult Exiters Receiving Training	# of LWIBs	% of LWIBs	Cumulative Percentage
90%-100%	117	19.3%	19.3%
80%-89.9%	89	14.7%	34.0%
70%-79.9%	79	13.0%	47.0%
60%-69.9%	71	11.7%	58.7%
50%-59.9%	74	12.2%	71.0%
40%-49.9%	50	8.3%	79.2%
30%-39.9%	40	6.6%	85.8%
20%-29.9%	55	9.1%	94.9%
10%-19%	18	3.0%	97.9%
0%-9%	13	2.1%	100.0%
<b>Total</b>	<b>606</b>	<b>100.0%</b>	

% of DW Exiters Receiving Training	# of LWIBs	% of LWIBs	Cumulative Percentage
90%-100%	123	19.4%	19.4%
80%-89.9%	84	13.2%	32.6%
70%-79.9%	87	13.7%	46.4%
60%-69.9%	86	13.6%	59.9%
50%-59.9%	87	13.7%	73.7%
40%-49.9%	54	8.5%	82.2%
30%-39.9%	37	5.8%	88.0%
20%-29.9%	44	6.9%	95.0%
10%-19%	19	3.0%	97.9%
0%-9%	13	2.1%	100.0%
<b>Total</b>	<b>634</b>	<b>100.0%</b>	

**Note:** Data included is for individuals that exited from adult and dislocated worker program between January 1, 2004 and March 31 2006.

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

- *How do rates of training in the WIA adult program compare between the largest urban areas and other areas of the country?*

Exhibit 9 shows that the LWIBs serving central cities in the top 20 metropolitan areas in the United States<sup>10</sup> had considerably lower rates of training among WIA adult exiters. As shown in the exhibit, 32.6 percent of WIA adult exiters (for the period January 1, 2004 through March 31, 2006) served by LWIBs serving central cities in the top 20 metropolitan areas received a training service versus about half of WIA adult exiters (49.6 percent) in all other WIBs. These LWIBs serving the 20 largest metropolitan areas accounted for nearly one-fifth (19.2 percent) of all WIA adult exiters. As shown in the exhibit, LWIBs serving three of the top six metropolitan areas in the nation (with particularly large numbers of exiters which have a disproportionate effect nationally on the percentage of adults receiving a training service) enrolled low percentages of participants in training, including the Gulf Coast WDA (serving Houston), 13.7 percent trained; Los Angeles City, 21.3 percent trained; and New York City, 28.3 percent trained.

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<sup>10</sup> Source: U.S. Census Bureau ([www.census.gov](http://www.census.gov)); ranking is based on population estimates as of 7/1/2005 for 20 largest U.S. cities. Though not included in this report, a similar analysis was conducted using the LWIBs that served the top 20 cities in terms of population and the results were nearly the same – LWIBs serving these top 20 cities enrolled 32.6 percent of WIA adults in training services. An additional analysis was conducted on the 20 leading LWIBs in terms of adult exiters (which accounted for 42.1 percent of adult exiters nationally). These 20 leading LWIBs (in terms of exiters) enrolled 32.7 percent of adult exiters in training versus 56.7 percent at all other LWIBs in the country.

**EXHIBIT 9: PERCENTAGE OF WIA ADULT EXITERS RECEIVING A TRAINING SERVICE IN LOCAL WORKFORCE INVESTMENT AREAS SERVING CENTRAL CITIES OF THE TOP 20 METROPOLITAN AREAS IN THE UNITED STATES, 3<sup>RD</sup> QUARTER PY 2003 THROUGH 3<sup>RD</sup> QUARTER 2005**

LWIB #	State	Pop. Rank	LWIB Name	PY 2003-05 WIA Adults		
				# Trained	# Exited	% Trained
36015	CA	14	RIVERSIDE COUNTY	86	627	13.7%
6020	TX	6	GULF COAST WDA	2,531	16,013	15.8%
17045	MO	18	ST. LOUIS REGION	261	1,316	19.8%
48255	CA	2	LOS ANGELES CITY IN LOS ANGELES COUNTY	1,645	7,737	21.3%
42090	CA	17	SAN DIEGO COUNTY	527	2,469	21.3%
48260	AZ	13	THE PHOENIX WORKFORCE CONNECTION	813	3,158	25.7%
12055	MD	20	BALTIMORE CITY	465	1,705	27.3%
11005	NY	1	NEW YORK CITY	10,813	38,147	28.3%
13235	IL	3	SDA 9 (MAYOR'S OFFICE OF E & T (CHICAGO))	2,118	5,435	39.0%
26010	PA	5	SE - PHILADELPHIA WORKFORCE INVESTMENT AREA	1,215	3,034	40.0%
25005	MI	10	MI WORKS! #G [DETROIT]	718	1,607	44.7%
6050	DC	8	DISTRICT OF COLUMBIA WORKFORCE DEVELOPMENT AREA	674	1,507	44.7%
4025	WA	15	SEATTLE-KING COUNTY	1,071	2,329	46.0%
6145	GA	9	CITY OF ATLANTA AREA 3	510	964	52.9%
53025	TX	4	DALLAS - DALLAS	1,912	3,410	56.1%
6135	FL	7	WORKFORCE DEVELOPMENT REGION 23 - SOUTH FLORIDA [MIAMI]	4,827	8,360	57.7%
29070	MA	11	BOSTON CITY	397	458	86.7%
12225	CA	12	SAN FRANCISCO CITY/COUNTY	691	711	97.2%
24060	FL	19	WORKFORCE DEVELOPMENT REGION 15 - TAMPA BAY ALLIANCE	1,543	1,566	98.5%
			*SUBTOTAL -- TOP 20 METROPOLITAN WIBS*	32,817	100,553	32.6%
			*SUBTOTAL -- ALL OTHER WIBS*	210,411	423,933	49.6%
			**TOTAL -- ALL WIBS**	243,228	524,486	46.4%

**Note:** Data included is for individuals that exited from adult and dislocated worker program between January 1, 2004 and March 31 2006.

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).



## **C. Effects of Participant Characteristics on WIA Training Rates**

Using data collected through the WIASRD data system, this section provides analyses of participant characteristics that are associated with higher and lower training rates for individuals exited from the WIA adult and dislocated worker program.

### **1. Characteristics of Adults and Dislocated Workers Receiving Training**

Exhibit 10 provides an overview of selected characteristics of WIA adults and dislocated workers that received training for a nine-quarter period in the 3<sup>rd</sup> quarter PY 2003 through the 3<sup>rd</sup> quarter PY 2005 (January 2004 through March 2006). As shown in the exhibit, the following types of adult exiters were more likely to receive training services:<sup>11</sup> females; individuals aged 44 and younger; white (non-Hispanics); exiters who had completed high school or beyond; individuals without disabilities; individuals employed at registration; English proficient individuals; individuals who were not ex-offenders; and individuals who received supportive services. The following types of dislocated worker exiters were more likely to receive training services: individuals aged 22 to 44; non-black; exiters who had completed high school or beyond; those without disabilities; individuals employed at registration; claimant or exhaustees; and individuals who received supportive services.

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<sup>11</sup> These types of individuals had a 5 percentage point or more difference with other subgroups within the group. Note that the total percentage receiving training varied substantially on several demographic variables because of missing values.

**EXHIBIT 10: SELECTED DEMOGRAPHIC CHARACTERISTICS OF  
WIA ADULT AND DISLOCATED EXITERS RECEIVING A TRAINING  
SERVICE, 3<sup>RD</sup> QUARTER PY 2003 THROUGH 3<sup>RD</sup> QUARTER 2005**

Exiter Characteristics	% of Exiters Trained --	
	Adult	Dislocated Workers
<b>Gender</b>		
Male	43.2%	53.4%
Female	48.8%	51.5%
*Total*	46.4%	52.4%
<b>Age at Participation</b>		
21 or Less	47.0%	44.7%
22 to 29	50.2%	53.3%
30 to 44	46.8%	55.8%
45 to 54	41.7%	51.6%
55 or Older	36.7%	43.1%
*Total*	46.4%	52.4%
<b>Race/Ethnicity</b>		
Hispanic	45.1%	51.3%
Black (non-Hispanic)	42.0%	44.5%
White (non-Hispanic)	51.0%	55.2%
Other (non-Hispanic)	43.5%	54.2%
*Total*	46.4%	52.4%
<b>Highest School Grade Completed</b>		
Less Than H.S.	50.9%	56.0%
H.S. Graduate or GED	64.5%	65.4%
Education beyond H.S.	60.9%	60.8%
*Total*	61.3%	62.7%
<b>Disability</b>		
Yes	37.9%	41.5%
No	46.9%	53.0%
*Total*	46.3%	52.5%
<b>Veteran</b>		
Yes	42.7%	52.5%
No	46.6%	52.4%
*Total*	46.4%	52.4%
<b>Employed at Registration</b>		
Yes	65.0%	57.8%
No	41.2%	51.9%
*Total*	46.4%	52.4%
<b>Limited English Proficient</b>		
Yes	51.3%	60.6%
No	60.0%	62.1%
*Total*	59.5%	62.0%
<b>Unemployment Compensation</b>		
Claimant or Exhaustee	56.7%	63.8%
Neither	59.9%	58.6%
*Total*	59.2%	62.5%
<b>Low Income</b>		
Yes	59.4%	N/A
No	58.3%	N/A
*Total*	59.0%	N/A
<b>Offender</b>		
Yes	43.5%	N/A
No	61.5%	N/A
*Total*	60.2%	N/A

**EXHIBIT 10: SELECTED DEMOGRAPHIC CHARACTERISTICS OF  
WIA ADULT AND DISLOCATED EXITERS RECEIVING A TRAINING  
SERVICE, 3<sup>RD</sup> QUARTER PY 2003 THROUGH 3<sup>RD</sup> QUARTER 2005**

Exiter Characteristics	% of Exitors Trained --	
	Adult	Dislocated Workers
<b>Received Supportive Services</b>		
Yes	62.5%	71.3%
No	42.6%	48.1%
*Total*	46.4%	52.4%

**Note:** Data included is for individuals that exited from adult and dislocated worker program between January 1, 2004 and March 31 2006. Note that the mean on some demographic characteristics (particularly for adults) changes due to missing values.

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

## **2. Regression Analysis of Participant Characteristics Affecting Proportion Trained**

The analysis in the previous section shows how various individual characteristics are related receipt of training. Although simple cross tabulations like these are useful in identifying broad patterns, they can sometimes be misleading because if two variables are highly correlated, the observed difference in receipt of training may be due to only one of the variables, but the cross tabulations will not let us know which characteristic is actually related to receipt of training. For example, supposed that having a disability is highly correlated with age but that only the presence of a disability is related to receipt of training. In that case, the cross tabulation of age against receipt of training would show that age is related to receipt of training when, in fact, it is disability status that is causing the observed relationship.<sup>12</sup>

To isolate the effects of individual factors, we used ordinary least squares regression analysis. This approach permits us to determine the effect of specific characteristics, such as age, while holding constant other characteristics, such as disability status. We used what is known as a “linear probability model” to estimate the relationship between receipt of training and individual characteristics. In this approach, a dichotomous variable  $Y$  is the dependent variable on training status, where  $Y = 1$  if the person received training and  $Y = 0$  otherwise. The dependent variable is then estimated as a linear function of the explanatory variables. An advantage of this model is that the statistical results are easily interpreted; the regression coefficients tell us what the change is in the probability of receiving training for a one unit change in each explanatory variable. Unfortunately, linear probability models are generally inefficient and

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<sup>12</sup> In fact, age and disability are only weakly correlated in our data base.

sometimes produce estimated probabilities that are impossible, i.e., less than zero or greater than one.<sup>13</sup> However, at least one recent study suggests that in some contexts linear probability models may be useful.<sup>14</sup> Given the ease of interpretation of linear probability models, we have used this approach here.

An unfortunate feature of the WIASRD data used for our analyses is that many local programs did not report information for all potential explanatory variables of interest. If the missing data were randomly distributed, this would not pose a problem, but there is reason to believe that this is not the case. Exhibit 10 (shown earlier) shows that the proportion of participants receiving training varies significantly when the sample is restricted to observations with data on that characteristic. For example, among all adult exiters, 46.4 percent of the exiters received training. For characteristics where reporting is complete or nearly complete, such as gender, ethnicity, and disability status, the proportion receiving training is identical or close to the overall mean. However, when we consider variables with large amounts of missing data, such as education, limited English proficiency, and unemployment compensation status, the estimated overall proportion of participants receiving training is much higher. Thus, we were concerned that conducting analyses on these partial samples was likely to produce biased results.

There are several potential solutions to the problems encountered. The approach we adopted is to only include variables where there were few missing values. An alternative approach would be to include the variables with large amounts of missing data

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<sup>13</sup> See, for example, William H. Greene (1997) *Econometric Analysis third Edition*. Saddle River, NJ: Prentice Hall, p. 873 and G.S. Maddala (1983) *Limited-Dependent and Qualitative Variables in Econometrics*. New York City, NY: Cambridge University Press, p. 15.

<sup>14</sup> See Joshua D. Angrist and Alan B. Krueger (2001). "Instrumental Variables and the Search for Identification: From Supply and Demand to Natural Experiments." *Journal of Economic Perspectives*, Vol. 15, No. 4 pp. 69-85. Angrist and Krueger consider the use of linear probability models in a different context, but we believe their general point, that such models are not necessarily worse than the logit and probit models, is valid in this case.

but to add variables indicating that the data for a particular individual was missing. We rejected this approach because we felt that data that were not considered mandatory for reporting would not necessarily be accurately reported by the local WIBs; we reached this conclusion in a previous project where we found that co-enrollment data was sparsely reported and appeared to be inaccurate when reported.<sup>15</sup>

The results of the multivariate analyses are presented in Exhibit 11. They largely reinforce the findings from the univariate analyses in Exhibit 10. As noted above, interpreting the regression coefficients in linear probability models is quite straightforward. For example, the coefficient of -0.0590 means that the probability of a person with a disability receiving a training service is reduced 5.90 percentage points relative to a person without a disability, all other characteristics held constant. The significance level of 0.0000 means that the probability that the true impact is zero is extremely low. All the regression coefficients in the models for adults and dislocated workers are highly significant.

For adults, the regression models indicate that participants with the following characteristics are more likely to receive training: not disabled, employed at registration, being a veteran, receiving support services, being white non-Hispanic, being female, and being between the ages of 22 and 34. The only discrepancy for adults between the multivariate analysis in Exhibit 11 and the univariate analysis in Exhibit 10 is that veterans have a lower rate of receipt of training when other characteristics are not held constant, 43 percent versus 47 percent, but when other characteristics are controlled for in

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<sup>15</sup> Other approaches could also be used, such as imputing values for the missing data, but the utility of such approaches is highly dependent on the imputation approach used.

**EXHIBIT 11: LINEAR PROBABILITY MODELS OF RECEIPT OF TRAINING,  
WIA ADULT AND DISLOCATED WORKER EXITERS,  
3<sup>RD</sup> QUARTER PY 2003 THROUGH 3<sup>RD</sup> QUARTER 2005**

**WIA Adults**

<b>Dependent Variable: Received Training</b>	<b>Regression Coefficients</b>	<b>t-Statistic</b>	<b>Significance Level</b>
Dependent Variable: Received Training			
Constant	0.4345	256.27	0.0000
Disability	-0.0590	-20.30	0.0000
Employed at Registration	0.2210	133.40	0.0000
Veteran	0.0083	2.93	0.0034
Receives Support Services	0.1934	111.84	0.0000
Black Not Hispanic	-0.0818	-51.70	0.0000
Hispanic	-0.0504	-26.07	0.0000
Race not WHB	-0.0475	-16.91	0.0000
Female	0.0332	23.60	0.0000
Age 0-21	-0.0284	-12.88	0.0000
Age 35-49	-0.0483	-30.55	0.0000
age 50 plus	-0.0993	-44.59	0.0000
R <sup>2</sup> = .073, N = 501,498			

**WIA Dislocated Workers**

<b>Dependent Variable: Received Training</b>	<b>Regression Coefficients</b>	<b>t-Statistic</b>	<b>Significance Level</b>
	B		
Constant	0.5483	258.88	0.0000
Disability	-0.1181	-26.52	0.0000
Employed at Registration	0.0488	16.61	0.0000
Veteran	0.0159	5.33	0.0000
Receives Support Services	0.2284	107.05	0.0000
Black Not Hispanic	-0.1097	-50.95	0.0000
Hispanic	-0.0623	-24.81	0.0000
Race not WHB	-0.0083	-2.33	0.0200
Female	-0.0144	-8.30	0.0000
Age 0-21	-0.0968	-17.77	0.0000
Age 35-49	-0.0083	-4.08	0.0000
Age 50 plus	-0.0878	-37.13	0.0000
R <sup>2</sup> = .049, N = 342,652			

**Note:** Data included is for individuals that exited from adult and dislocated worker program between January 1, 2004 and March 31 2006.

**Source:** U.S. Department of Labor, Employment and Training Administration, Workforce Investment Act Standardized Record Data (WIASRD).

Exhibit 11, veterans have a 0.83 percentage point greater probability of receiving training.

The results for dislocated workers are all consistent with the univariate analysis. Characteristics associated with a higher probability of receiving training are not being disabled, employed at registration, being a veteran, receiving support services, being white non-Hispanic, being a male, and being between the ages of 22 and 34. Interestingly, being a female increases the probability of receiving training for adults but reduces the probability for dislocated workers.

#### **D. Findings from Interviews with State and Local WIBs**

Telephone interviews were conducted in July and August 2006 with seven local workforce investment area agencies to explore specific factors that accounted for variation in the number and proportion of WIA adult participants receiving a training service.<sup>16</sup> We interviewed administrators at (1) two local WIBs with consistently high training rates for PY 2003 and PY 2004 -- Newark WIB (in PY 2003, 99% of WIA adult exiters received a training service, and in PY 2004, 93% of WIA adult exiters received a training service) and Delaware WIB (97%; 94%); (2) two WIBs with high, but decreasing training rates -- City of Atlanta Area 3 (84%; 33%) and Philadelphia WIB (58%; 46%); and three local WIBs with consistently low training rates -- Capital Area Michigan Works (29%; 25%); Baltimore City WIB (15%; 15%); and Oregon Workforce Alliance

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<sup>16</sup> These interviews focused exclusively on the WIA Adult program – at the time the interviews were conducted the WIA dislocated worker program had not yet been included as a focus of this study; interviews focused on factors that explained the percentage trained in PY 2003 and PY 2004.



(13%; 21%).<sup>17</sup> These interviews, which typically lasted about one hour, used a discussion guide with mostly open-ended questions. A key focus of the interviews was on the specific factors that may have affected the number or percentage of WIA adult exiters trained in recent years. Specific factors probed included the following:

- Policies and definitions regarding when individuals become enrolled in WIA and in training;
- Policies mandating certain percentage of WIA funds be expended on training;
- Caps limiting amount or duration of Individual Training Accounts (ITAs);
- Ongoing investments in One-Stop infrastructure and sharing of costs across partners;
- Types of participants served, need for training, and environmental factors;
- Use of Pell grants and other training sources to offset training costs;
- Co-enrollment in TAA, other WIA programs, and state-funded programs;
- Use of the Employment Service and other funding sources to provide core services;
- Reliance on customized training programs and On-the-Job Training (OJTs);
- Costs and availability of community colleges and other training facilities; and
- Employer needs and changing local demand.

Overall, based on our interviews with administrators at seven local WIBs, no single factor emerges as the factor in explaining variation – the number and proportion trained in each WIB appears to be driven by a different set of circumstances and factors. Below, we highlight some of the key factors that administrators highlighted as potential factors that appeared to be driving either relatively high or low training rates in their WIA adult programs.

The two WIBs with consistently high training rates in PY 2003 and PY 2004 -- Delaware WIB and Newark WIB -- had in common very strong commitments to using

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<sup>17</sup> Originally, we planned to conduct interviews with two other local areas with consistently low training rates, but were unable after repeated attempts to schedule interviews with: New York City WIB (22%; 33%) and Los Angeles County WIB (19%; 12%).

WIA adult funds to providing training, but cited different specific factors that accounted for nearly all exiters receiving training services:

- In the **Delaware WIB** (PY 2003 - 97%; PY 2004 - 94%), Wagner-Peyser funds were used to provide core services and many of the staff-assisted services; and so, WIA funds were concentrated on providing training services for those enrolled under the WIA adult program. Because Delaware is a single-WIB state, the same agency has control over Wagner-Peyser and WIA funds. As a result, over 90 percent of the WIA adults received a training service in PY 2003 and PY 2004 (and very few receive core assisted or intensive, without moving on to training). While every WIA participant received core and intensive services, the costs for these services were generally not paid for under WIA, so customers who received core assisted and intensive services only were generally not counted as WIA customers. State WIB staff felt that with such a small WIA allocation, it was important to focus limited funds on providing high quality training that builds the skills of hard-to-serve adults (so that they can get better paying jobs).
- In PY 2003 and PY 2004, the **Newark WIB** (PY 2003 - 99%; PY 2004 - 93%) placed strong emphasis on providing training services to upgrade skills of job-seeking customers. Many One-Stop customers have low literacy and skills levels in Newark – and, as a result, WIB administrators and staff believed that many of those served through the One-Stop system needed training before they were likely to be employable. In PY 2003 and PY 2004, if customers expressed an interest in training, they had a very high probability of being enrolled in a training service shortly after they completed intake, basic skills testing (the TABE), and other assessment activities. In addition, administrators noted that there were probably substantially more customers that received core assisted and intensive services than were reflected in the WIASRD statistics (in PY 2003 and PY 2004) because job counselors may not have enrolled individuals in WIA (and in the automated data system) until they had received a training service. This would have had the effect of reducing the numbers of WIA enrollees (and subsequent exiters, which is the base upon which the percentage of individuals receiving a training service is calculated).

The two WIBs interviewed with initially high but decreasing percentage of exiters receiving a training service – Philadelphia WIB and City of Atlanta –had common strong commitments to providing training, but experienced recent program changes that drove down the percentage of exiters trained in their adult programs. The factors cited were quite different for the decline:

- Administrators at the **Philadelphia WIB** (PY 2003 - 58%; PY 2004 - 46%), noted available funding in PY 2003 and PY 2004 to a large extent drove the numbers trained. Training resources at the time were very tight, especially given the demand and need for services in the service area. The Philadelphia WIB serves a large area and available funding for training does not come close to meeting the demand. Many individuals coming to the One-Stop Centers are looking primarily for help in finding a job and lack a high school diploma and/or have basic skills deficiencies. Many of these individuals are not interested in training; and in cases where training is desired, foundational skills have to be addressed first before they can enter training. During PY 2003 and 2004, the biggest share of training provided under the WIA program was for customized training – administrators estimated that 80 percent of individuals receiving a training service were involved in customized training (versus about 20 percent receiving ITAs). The Philadelphia WIB serves an area where there are a lot of large employers and it works closely with employers to gauge their training needs and, where appropriate, to develop customized training programs to meet employers’ training and recruitment requirements. From the perspective of WIB administrators, customized training is typically less expensive on a per participant basis, leads to high training completion and job placement/retention rates, and meets the needs of area employers.
- The **City of Atlanta WIB Area 3** (PY 2003 - 84%; PY 2004 - 33%) experienced a precipitous drop in the percentage trained in its WIA adult program between PY 2003 and PY 2004. Overall, customer demand was cited by administrators as the main overall factor determining the levels of training provided each year. The WIB had enough training resources so that it could provide training for those that requested it (as long as the customer were appropriate for training, determined based on the assessment process). The WIB carefully tailors services to customer needs and desires. In addition, the Hope Scholarship program (funded by the state lottery) and Pell Grants are used by many WIA Adults entering training – and this helps to stretch WIA training funds and enables more individuals to be enrolled in WIA training than would otherwise be the case. Finally, Atlanta officials indicated that training was extraordinarily high in the first year we looked at (84 percent) because toward the end of the year the city noticed that it had funds accumulating so it increased enrollment in training.

Three of the WIBs interviewed had low percentages of WIA adult exiters that received a training service in PY 2003 and 2004. Administrators at each WIB cited different factors that led to very low rates of training.

- At the **Baltimore WIB** (PY 2003 - 15%; PY 2004 - 15%), administrators noted WIA funding drives the number of individuals that can be trained. WIA funding had steeply decreased between 2000 and 2004 – and this decline in funding translated directly into fewer dollars available to fund training services. Also, in

Baltimore, WIA funding had to cover infrastructure costs of the One-Stop system – for example, at that time, while the Employment Service made in-kind contributions in the form of outstationing staff to the three full-service One-Stops serving the city, no Wagner-Peyser funding was provided to support One-Stop operations. This need to pay for One-Stop infrastructure meant that fewer WIA dollars were left for other direct services and training. Administrators noted that overall numbers and percentages of WIA adults receiving training are based on needs of the population served. Many of those served in the city are disadvantaged, with literacy/basic skill deficits that need to be addressed before they can enter training. In Baltimore City, there is much demand for soft-skills training, basic education/GED preparation, and computer literacy – services that do not fall within the definition of a training service. Finally, many of those served come to the One-Stop Career Center interested primarily in obtaining a job as soon as possible – and are not interested in training or cannot afford to enter a training program because they need an immediate source of income.

- At the **Capital Area Michigan Works (PY 2003 - 29%; PY 2004 - 25%)**, “universal access” was stressed as key defining characteristic of the One-Stop Career system. WIA funding is viewed as one of many funding sources that come together in the One-Stop System. At the time of the interview (summer 2006), Capital Area Michigan Works brought together a total of 26 partners at the One-Stop system and made available over 400 programs to users (through many different funding sources). The emphasis was on asking customers what they needed and then seeing that each customer received the types of help they needed. Administrators viewed WIA adult funds (about \$500,000 per year at the time) as capable of supporting relatively few people in training in comparison to the need and amounts of training that actually go on in the local area. For example, the \$500,000 in adult funds was not much when you considered there were an estimated 250,000 adults in the service area. The WIA program was also relatively small in terms of its funding levels and number trained, especially when compared to the community college system (which provided training to an estimated 17,000 customers a year). The One-Stop Career System is very closely aligned with the community college system. It is the vast number of customers served at the One-Stop and the ability of the community college to recruit from this pool that is of great importance to the community college. While the WIA training dollars are a potential source of supplemental funds to support training at the community college, they pale in comparison to the total number trained through partners at the One-Stop and other sources of funding available (for example, through Pell Grants and student loans). Hence, low training rates at this WIB were not a reflection of low numbers receiving training, but rather seeking out other sources that could be used to pay for training (e.g., Pell grants) and saving WIA funds to support One-Stop operations.
- Finally, the **Oregon Workforce Alliance (PY 2003 - 13%; PY 2004 - 21%)**, has an odd geographic configuration and decentralized structure that impacts on the numbers receiving training services in its WIA adult program. The Workforce

Alliance, which covers about two-thirds of state (i.e., it is a “balance of state” WIB), is broken down into seven fairly autonomous regional areas (affectionately referred to as “WIBlets”). Two of these seven WIBlets (in PY 2003 and 2004) had adopted “work-first” philosophies that resulted in enrollment of large numbers of job seekers in core and intensive services. In these two areas, few of those enrolled under the WIA program tended to go on into training. These two sub-regions within WIB drove overall proportions trained for WIB because the numbers enrolled (and exited) were so much greater than those in the five other local areas. In addition, shortages of training providers and types of occupational training offered in some rural areas within this very large (and mostly rural WIB) constrained some customers from entering training – hence, further driving down training rate.

Overall, the telephone interviews with local WIBs suggested that a variety of factors drive amounts spent on training, as well as the number and percentage of WIA exiters that receive training services.