



**EMPLOYMENT AND EARNINGS PROFILES:  
A pre-post comparison of Maryland TCA recipients  
who received staff-assisted WIA services  
with other recipients of these services**

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## 1.0 INTRODUCTION

The Family Investment Administration, Maryland Department of Human Resources, asked The Jacob France Institute to answer a basic question:

**Do Maryland Temporary Cash Assistance (TCA) recipients who received Workforce Investment Act (WIA) services do better or worse than others who received these services?**

We begin in Section 2 with an overview of the approach taken to answer the question posed. Section 3 presents and explains our findings from the research conducted. We answer the question in Section 4.

## 2.0 OVERVIEW

### 2.1 Restatement of the question

We redefined the phrase *do better or worse* using valid and reliable indicators of status.<sup>1</sup> These indicators were then used to compare TCA recipients with others.

Two practical, but incomplete, indicators of an individual's well being after participation in WIA are:

1. *Employed*
2. *Earnings*

We used these two indicators in a restatement of the question posed by FIA:

**How do employment and earnings profiles of TCA recipients compare with similar profiles for non-TCA recipients, restricting both groups to those who received WIA services?**

Next, we defined two comparison groups of non-TCA recipients:

1. All Maryland WIA cases, without consideration of gender or age, which satisfy time coverage criteria defined below.
2. Women ages 18-65 found in the Maryland WIA file defined in 1 above; that is, a subgroup of the all WIA cases population.

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<sup>1</sup> *Validity* has to do with the appropriateness of a chosen indicator as an acceptable measure of status, while *reliability* refers to the accuracy of measurement itself.

The first comparison group includes men and women of all ages designated by WIA staff as one of the following—adult, dislocated worker, older youth (ages 19-21) or younger youth (ages 14-18). The second comparison group, including only women, is more representative of the TCA population.<sup>2</sup>

## 2.2 Time coverage issues

We recognized the following facts at the outset of the study design:

- Administrative records documenting TCA benefit payments are maintained by year and month.
- Administrative records documenting participation in staff-assisted<sup>3</sup> WIA services are identified by year, month and day.
- Maryland UI wage records<sup>4</sup> documenting reported covered employment in the State are defined by year and quarter.

Our first challenge was to align these administrative data sources on a time continuum, so a proper comparison could be made between TCA and non-TCA employment and earnings profiles. We adopted standard concepts of *pre* and *post* reference dates.

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<sup>2</sup> A *nearest neighbor* definition could be adopted, pairing each TCA recipient included in the WIA services group with a woman matched on criteria such as age, WIA services received and county. The tables and figures presented later in this report approximate this definition.

<sup>3</sup> The U.S. Department of Labor does not require registration of customers who use only WIA services that are defined as *self-service*. These include customer use of job opening listings and related job search and career guidance reference materials in a One-Stop office without staff involvement. This has been estimated to exclude as much as 80 percent of the overall customer flow through a local One-Stop.

<sup>4</sup> Each *UI wage record* contains three data fields—(1) an employee's social security number; (2) the reporting employer's Maryland unemployment insurance tax account number; and (3) a dollar amount. The dollar amount is defined as the amount paid by the employer to the employee during a reference quarter. Overtime pay, bonuses, severance pay, cash-out of unused vacation accrual and an estimate of tips received are examples of dollar amounts that may appear as 'spikes' in an employee's reported earnings profile. Individuals, such as some real estate and retail sales personnel, barbers and beauticians, are not covered if no salary is received. Other exclusions from coverage are self-employed individuals, independent contractors, Federal government employees and Maryland residents who work outside the State. A *UI wage record* does not include a date of hire or separation from an employer affiliation. No occupational descriptor is included. Hours of work are not reported, so an hourly wage rate cannot be calculated from the reported dollar amount paid during the reference quarter.

### 2.2.1 Pre and post reference date definitions

A traditional way to show and interpret employment and earnings profiles is to define one or more reference dates that separate a chosen time continuum into pre reference date and post reference date segments. Assuming a continuous series of monthly TCA benefit payments:

- We defined the pre TCA segment of the time continuum as ending in the month immediately prior to the first TCA benefit month in a reference spell.
- We then defined the post TCA segment of the continuum as beginning in the first month following the last TCA benefit month in this spell.

### TCA coverage

All TCA benefit spells are not a continuous sequence of benefit months, as we assumed in the previous paragraph. We therefore adopted a practical starting point for using available TCA records—first defining a State Fiscal Year beginning in July and ending in June of the following year.

We selected women who received Maryland TCA benefits of any amount for any number of months during each of four reference years:

- July 2000-June 2001.
- July 2001-June 2002.
- July 2002-June 2003.
- July 2003-March<sup>5</sup> 2004.

No beginning of year or end of year truncation of a continuing TCA benefit series was introduced. A TCA recipient selected in this way could have entered and/or left a reference year with an active continuing series of monthly TCA benefits. Within a reference year, a TCA recipient could have had any mix of TCA benefit and non-benefit months.

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<sup>5</sup> The 2003-2004 fiscal year was truncated at March 2004, instead of June 2004, because we needed four full quarters of post WIA exit coverage to have employment and earnings profiles of uniform length. At this time, The Jacob France Institute's most recent quarter of Maryland UI wage records received from the Maryland Department of Labor, Licensing and Regulation (DLLR) is January-March 2005.

## **WIA coverage**

WIA administrative records do not cover all people who receive WIA services or all services received by those who do appear in the available administrative record files. The Workforce Investment Act Title I-B Standardized Record Data (WIASRD) file<sup>6</sup> includes *Date of WIA Title I-B registration* and *Date of WIA exit*.

Reference to WIA registration is critical for understanding the tabulations in Section 3. U.S. Department of Labor WIASRD reporting specifications separate WIA services into self-service and staff-assisted categories. Self-service activities, such as customer use of job listings without One-Stop staff help, do not trigger registration and inclusion in the WIASRD database.

WIASRD reporting specifications further segment WIA services into Core, Intensive, and Training categories. These specifications define WIA customers into Adult, Dislocated Worker, Older Youth (ages 19-21), and Younger Youth (ages 14-18) sub-populations. Different mandatory data element reporting requirements are specified for particular pairings of WIA service type and customer designation.

The WIASRD reporting specifications define two types of WIA exit:

1. A hard exit date is recorded when a WIA customer is known to have completed a defined activity and is not scheduled to receive additional WIA services.
2. A soft exit is defined by an elapsed time of 90 days since the last recorded WIA service date, regardless of what may be known about the individual's whereabouts or status.

We adopted a practical starting point for looking at available Maryland WIASRD records—select WIA registrants with a defined hard or soft WIA exit date within a State Fiscal Year, beginning in July and ending in June of the following year. This approach does not require a WIA registration date during this reference year; only that WIA exit occurred during these months.

The combined effect of the TCA and WIA definitions described in the previous subsections is to identify individuals who satisfy two criteria:

1. Received any Maryland TCA benefit amount during a reference State Fiscal Year.

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<sup>6</sup> <http://www.doleta.gov/performance/guidance/wia.cfm>, where you can click on *WIASRD general instructions* or *WIASRD specifications*. The latter is a complete record layout for the WIASRD.

2. Have a recorded Maryland WIA exit date during the same State Fiscal Year.

One consequence of this approach is that the pre and post reference periods can include some months of TCA benefit receipt, and the pre reference period can include WIA active status for some individuals.<sup>7</sup>

The tabulations in Section 3 cover July 2000 through March 2004. A person can appear in one or any combination of the defined sub-groups in this 45 months time span. After appearing once in a reference fiscal year, a person can reappear in one or more of the fiscal years covered; as a TCA recipient, a WIA exiter, or both.

### **2.2.2 Length of pre and post reference periods**

There is no standard preferred length of pre and post observation time. Expediency has been the determining factor in some similar studies, based on when administrative records become available for inclusion in the post period, or when records may have been purged as a constraint on the start of a pre period.

We chose the following pre and post definitions:

1. Pre—four complete quarters prior to the date of WIA registration that preceded the defined WIA exit date.
2. Post—four complete quarters from the most recent recorded date of WIA exit within a reference year.

### **2.3 Employment and earnings coverage**

The Jacob France Institute has current access to three sources of administrative records that include employment and earnings information:

- Maryland UI wage records maintained through a Memorandum of Understanding between the Maryland Department of Labor, Licensing and Regulation (DLLR) and the University of Baltimore.
- Other state UI wage records received through interstate data sharing agreements between DLLR and Delaware, the District of Columbia, New Jersey, Ohio, Pennsylvania, Virginia and West Virginia.
- Federal civilian employee (OPM), military personnel (DOD) and U.S. Postal Service employee records received through a pilot Federal

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<sup>7</sup> These events can be found in the databases maintained by The Jacob France Institute, but were not considered in the approach described here.

Employment Data Exchange System (FEDES) portal service funded by the U.S. Department of Labor, Employment and Training Administration.

We used only the first of the three administrative data sources described above—Maryland UI wage records.

## **2.4 Summary of approach taken**

The findings presented in Section 3 are based on a direct comparison of employment and earnings profiles for three groups:

1. Maryland TCA recipients at any time between July 1, 2000 and March 31, 2004, who also had recorded registered participation in Maryland staff-assisted WIA services and a WIA exit date between July 1, 2000 and March 31, 2004.
2. All non-TCA benefit recipients who had a recorded Maryland WIA exit date<sup>8</sup> in the same four State Fiscal Years.
3. Women between 18 and 65 years old who were not Maryland TCA recipients in the defined years but did have a recorded Maryland WIA exit date in these years.

Each person's defined period of pre coverage, a uniform four quarters, includes the four complete quarters immediately before a designated WIA registration date. Each person's defined period of post coverage is the first four complete quarters following a designated WIA exit date.

Four State Fiscal Years are covered, and the WIA registration date that defines the four pre reference quarters can lie outside this range; that is, earlier than July 1, 2000. This means that reported earnings amounts found in the Maryland UI wage record file maintained by The Jacob France Institute represent different purchasing power levels. So, we indexed all dollar amounts to a common 2004 base. The findings that appear in Section 3 can be interpreted without concern about distortion of year-to-year comparisons or different pre-post time frames.

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<sup>8</sup> A person can have more than one Maryland WIA exit date in this four-year period.

## 3.0 FINDINGS

### 3.1 Introduction

We begin with Table 3.1 on page 8, showing the number of WIA + TCA, WIA + all non-TCA, and WIA + non-TCA women only; each separated into three components<sup>9</sup>--(1) WIA staff-assisted Core services; (2) WIA Intensive services; and (3) WIA Training services, for the State, Baltimore City<sup>10</sup> and each of the four fiscal years.

The Baltimore City percentage of the statewide TCA caseload fell over the four observation years, from 61 percent in State Fiscal Year 2001 to 53 percent in the first nine months of State Fiscal Year 2004. This dominant share coupled with differences in local economies throughout the State and associated differences in local WIA capacity and opportunities led us to focus on Baltimore City in the remainder of Section 3. However, three summary tables are appended that provide full statewide and Baltimore City pre and post time coverage for each of the four fiscal years.

### 3.2 The *Employed* Indicator

There are many ways to organize the employment status information that is available in the Maryland UI wage records file maintained by The Jacob France Institute. Again, each UI wage record represents one employer's report that they employed a person for some undefined length of time during a reference quarter. Each UI wage record can be thought of as a snapshot—documenting that a person worked for an employer during a quarter.

Fifteen years of experience in working with Maryland UI wage records has led us to use a single approach in most research applications—defining a person as *employed* in a particular quarter if a Maryland UI wage record for that person is found in the longitudinal file maintained by The Jacob France Institute.<sup>11</sup> We then assign each person to one of five mutually exclusive employment statuses for the four-quarter pre WIA registration and four-quarter post WIA exit observation periods.

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<sup>9</sup> These are mutually exclusive counts within a covered reference year. The design of WIA service delivery is sequential, beginning with self-service Core services. Those thought to need more intensive help are registered and move on to staff-assisted Core services, and if necessary to Intensive services, and finally to Training services as a last resort. Therefore, if the intended customer flow design is followed, those who appear in Table 3.1 as having received WIA *training* services also have received prior or concurrent WIA *intensive* services and previous WIA *staff-assisted core* services.

<sup>10</sup> Assignment to the Baltimore City subpopulation is based on WIASRD data field 301.

<sup>11</sup> Each UI wage record is employer-specific; that is, it was submitted for one employer-employee pairing. A person can work for more than one employer in a quarter, simultaneously and/or sequentially. So, a person can have more than one UI wage record in a quarter; we have seen as many as seven UI wage records for one person in one quarter.

**TABLE 3.1**  
**TCA, Non-TCA and Non-TCA Women Ages 18-65**  
**by WIA Service Category and State Fiscal Year of WIA Exit**

	FY 2001		FY 2002		FY 2003		FY 2004	
	Maryland	Baltimore City	Maryland	Baltimore City	Maryland	Baltimore City	Maryland	Baltimore City
<b>Number of TCA Customers</b>	33,082	20,088	32,762	19,226	32,843	18,152	32,645	17,451
<b>Number of WIA Customers</b>	5,625	2,127	7,458	3,160	7,572	2,480	5,459	1,809
<b>WIA services and TCA</b>	362	252	519	388	360	261	232	147
Core services	224	199	368	309	219	169	60	34
Intensive services	53	35	72	50	79	64	124	99
Training services	85	18	79	29	62	28	48	14
<b>WIA Services no TCA, all</b>	5,263	1,875	6,939	2,772	7,212	2,219	5,227	1,662
Core services	3,017	1,570	3,698	1,973	3,414	1,153	1,477	404
Intensive services	745	117	1,764	564	1,831	741	2,202	1,036
Training services	1,501	188	1,477	235	1,967	325	1,548	222
<b>WIA services no TCA, women 18-65</b>	2,017	566	2,854	1,056	3,212	1,048	2,317	649
Core services	706	390	1,047	625	1,050	469	285	45
Intensive services	485	72	1,011	294	1,081	421	1,206	510
Training services	826	104	796	137	1,081	158	826	94

**Source:** The Jacob France Institute, University of Baltimore, June 2005

The five mutually exclusive categories of pre or post employment status are:

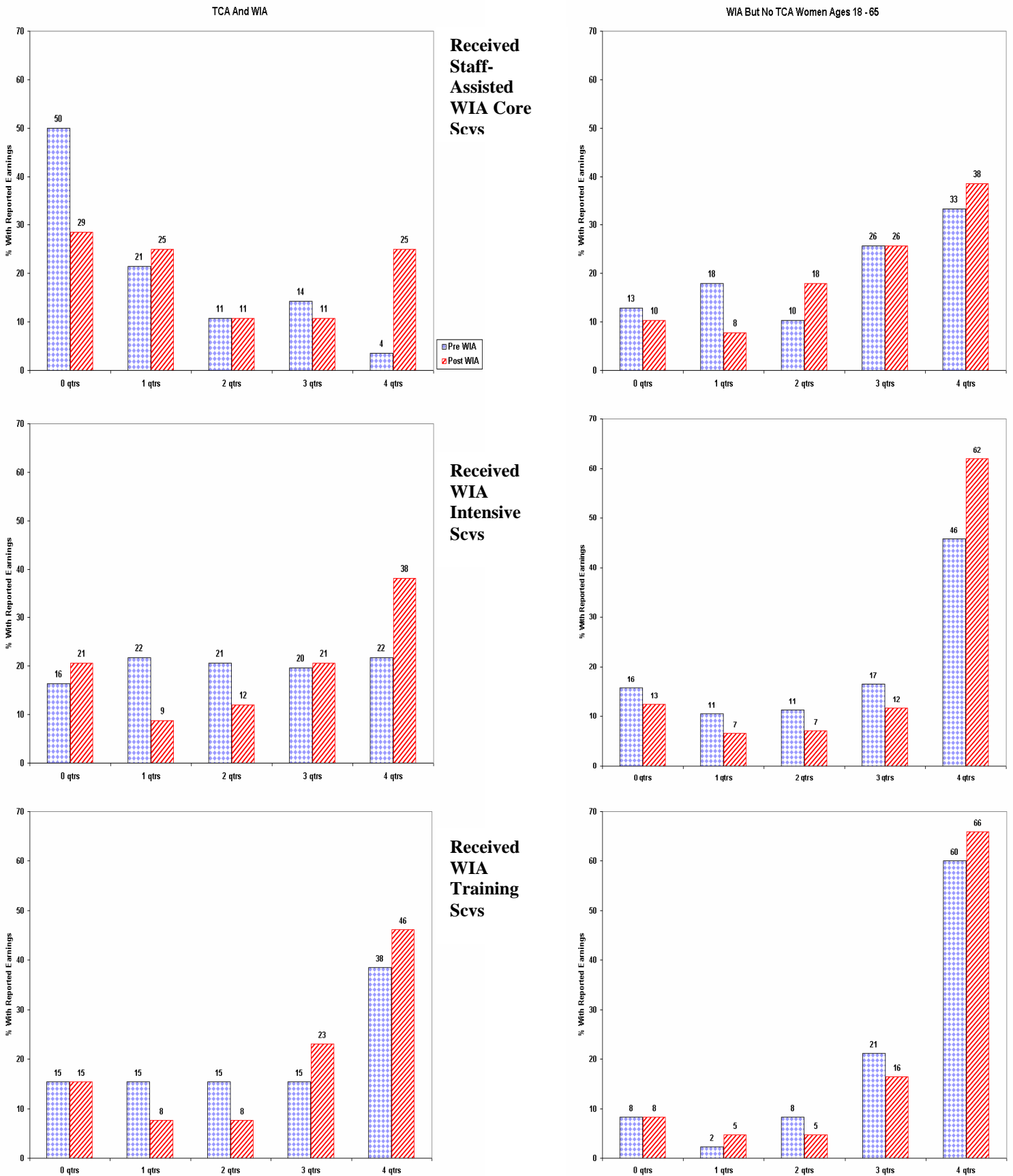
- *0 quarters*—No report of employment was found in the Maryland UI wage record file for any of the four reference quarters applicable for this person.
- *1 quarter*—At least one Maryland UI wage record was found in one, and only one, of the four reference quarters applicable for this person.
- *2 quarters*—At least one Maryland UI wage record was found in any two of the four reference quarters applicable for this person.
- *3 quarters*—At least one Maryland UI wage record was found in any three of the four reference quarters applicable for this person.
- *4 quarters*—At least one Maryland UI wage record was found in each of the four reference quarters for this person.

Complete detailed coverage of these five classifications of employment status appears in the Appendix of this report. Figure 3.1 on page 10 shows the following information that we think is representative of the calculations presented in the Appendix:

- Figure 3.1 is limited to Baltimore City and July 2003-March 2004 coverage. This is the most recent administrative record information available to The Jacob France Institute that permits the defined post WIA exit observation period of four complete quarters. Attention focuses on Baltimore City so comparisons are made for a single local labor market and WIA service delivery network—the dominant location of Maryland TCA recipients.
- Figure 3.1 has six bar-chart frames. The three frames on the left side of Figure 3.1 are for the TCA + WIA group, while the three frames on the right side of Figure 3.1 are for the non-TCA + WIA women ages 18-65. We think that these geographic, age and gender filters offer the FIA management team a better comparative lens than the larger WIA customer base that includes men and statewide coverage.
- Figure 3.1 organizes the six bar-chart frames in three rows, each representing one WIA service classification—WIA staff-assisted Core services in the top row; WIA Intensive services in the middle row; and WIA Training services in the bottom row.

**FIGURE 3.1**

**Number of Pre- and Post-WIA Quarters with Any Earnings, Baltimore City, State Fiscal Year 2004**



- Within each of the six bar-chart frames in Figure 3.1, there are five pairs of vertical bars. Each bar shows the percent of the defined group, TCA + WIA women or non-TCA + WIA women ages 18-65, who were assigned to one of the five mutually exclusive employment statuses—zero quarters through all four quarters, either pre WIA registration or post WIA exit. The blue (dots) bars are for the pre WIA registration period, and the red (diagonal lines) bars are for the post WIA exit period.

There are at least two ways to gain useful insights from Figure 3.1:

- Look at the two frames in each row, which compares the distributions of pre and post employment status for TCA + WIA women with the distributions for non-TCA + WIA women ages 18-65, for one of the three mutually exclusive WIA service categories—WIA staff-assisted Core services (top row), WIA Intensive services (middle row), and WIA Training services (bottom row).
- Look at the three frames in each column, which compares the distributions of pre and post employment status for either the TCA + WIA women (left side column) or the non-TCA + WIA women ages 18-65 (right side column), for each of the three mutually exclusive WIA service categories.

These two ways of looking at Figure 3.1 reveal complementary information about the employment status indicator:

- A comparison of the row pairings in Figure 3.1 shows that in 11 out of 12 pre and post comparisons of *zero quarters of reported employment* the TCA women had a higher percentage of no reported employment than the non-TCA women. The only exception is the pre comparison of those assigned to the WIA Intensive services category (middle row), where identical percentages are shown.
- The largest percentage point change in Figure 3.1 occurred for the TCA women who received WIA staff-assisted Core services only (the top row left side frame), where a 21 percentage point pre-post decline for those having no reported employment is matched exactly by a 21 percentage point increase in those having reported employment in all four quarters observed.
- All six pre-post comparisons in Figure 3.1 of women with reported employment in each of the four reference quarters show a higher percentage post WIA exit.
- The post WIA exit percentage with reported employment in each of the four reference quarters is lower for the TCA women than for the non-TCA women in all six comparisons.

- The post WIA exit percentage employed in each of the four reference quarters increases for both TCA women and non-TCA women as attention moves from the WIA staff-assisted Core services category through WIA Intensive services to WIA Training services.

We conclude from this summary of the bar-chart frames in Figure 3.1 that:

- The TCA women were more likely than the non-TCA women to have had no or few quarters of pre WIA registration employment.
- The TCA women were less likely than the non-TCA women to have had reported employment in all four quarters immediately following WIA exit.
- The TCA women who are defined as having received WIA staff-assisted Core, Intensive or Training services<sup>12</sup> all had a higher post WIA exit percentage of employment in all four observation quarters than in the four pre WIA registration observation quarters. This difference was largest for the Core group and smallest for the Training group.
- Employment continuity or persistence, defined here to mean any reported employment in every quarter, remains a challenge for the TCA women included in this analysis.<sup>13</sup> The highest of the three post WIA four-quarter employment percentages for the TCA women is 46 percent for the WIA Training group, followed by 38 percent for the WIA Intensive services group and only 25 percent for the WIA staff-assisted Core services group.

We think it is important to keep the last dot-point above in mind as we move on to discuss the *earnings* indicator findings in subsection 3.3 below, because only those with some positive amount of earnings are included in the calculation of median earnings amounts that are profiled. That is, different people are included in each reference quarter's calculation of median earnings amount, depending upon who had some amount of reported earnings in the Maryland UI wage records file during those three reference months.

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<sup>12</sup> Remembering that this language of WIA designation is tricky—staff-assisted Core means that only, while Intensive means Core plus Intensive, and Training means Core plus Intensive plus Training, if the WIA law and administrative regulations are followed.

<sup>13</sup> Caution is advised in the interpretation of this finding, recalling how the population of TCA women is defined here. We made no attempt to account for TCA benefits received before or after a reference year (July 2003-March 2004 in Figure 3.1). Nevertheless, a person's own investment in using WIA services, coupled with One-Stop and other provider investments in this person, would be expected to translate into some continuity of work. We acknowledge that not all engagement in legal employment is captured in the Maryland UI wage record database.

### 3.3 The *Earnings* Indicator

There are many ways to organize the earnings information extracted from the Maryland UI wage records file maintained by The Jacob France Institute. Again, each person-specific UI wage record delivered by a covered employer to DLLR for a reference quarter includes a dollar amount.<sup>14</sup>

Following a common practice among researchers who use state UI wage record data, we sum the amounts reported by all employers for a particular person and reference quarter. The resulting sum, for those who had more than one UI wage record in a reference quarter, can include:

- Sequential jobs with no gap between or among these jobs, so the sum can be thought of as equivalent to one job, but without respect to full-time or full-quarter employment status.
- Concurrent jobs, or jobs held simultaneously; what is sometimes called ‘moonlighting’.
- An unknown mix of sequential and concurrent employment.

We can, and do say with confidence that the summed dollar amounts document money that was received by the designated person during the reference quarter for covered employment in Maryland. Some of these people could have received other compensation from work performed for employers other than those found in the Maryland UI wage records file maintained by The Jacob France Institute.

We chose median quarterly earnings, as defined above, for presentation of findings in this report. These median amounts were calculated without counting zero earnings for those who had no reported earnings for a particular reference quarter. Median is preferred to mean, or average, amount because the latter is influenced by unusually high or low amounts for some cases.<sup>15</sup>

We indexed all reported earnings amounts to a common 2004 baseline value to eliminate inflation and differing time references for particular individuals as distorting factors in the presentation of findings. Here, reported differences in median earnings amounts should be accepted as ‘real’ or independent of calendar time reference.

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<sup>14</sup> Footnote 4 on page 2 of this report provides some additional detail about what this dollar figure can include based on Maryland law and administrative regulations for the State’s unemployment insurance program.

<sup>15</sup> Another way to present these findings would be to use the box-and-whiskers method that shows both high and low values with the calculated average and/or median.

Figure 3.2 on page 15 and Figure 3.3. on page 16 are the first and second parts of a single presentation of comparative earnings indicator findings. Figure 3.2 covers State Fiscal Year 2001 and State Fiscal Year 2002. Figure 3.3 covers State Fiscal Year 2003 and State Fiscal Year 2004 (first nine months).

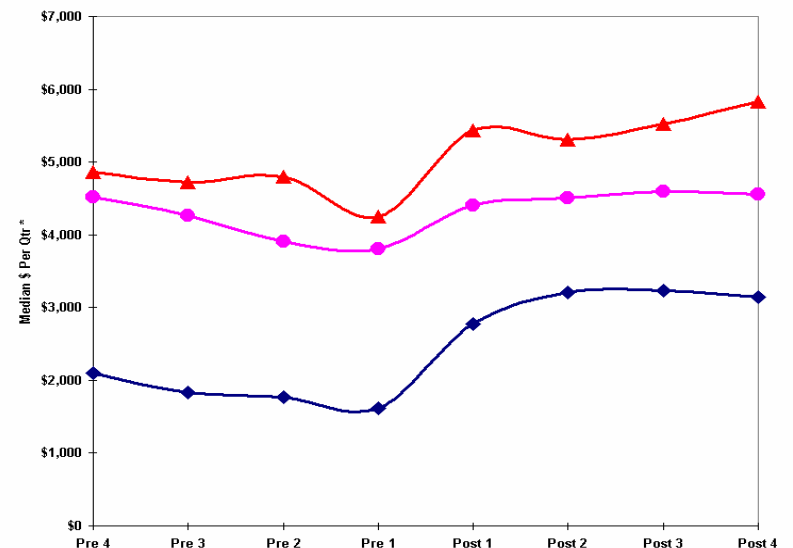
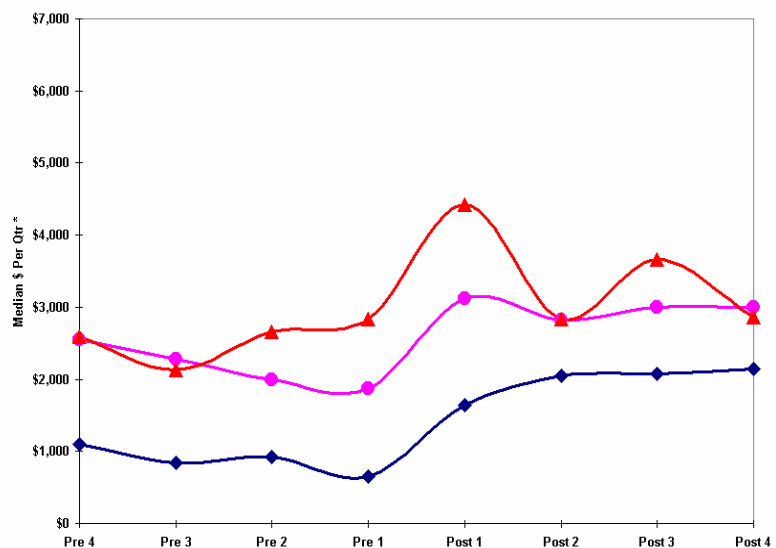
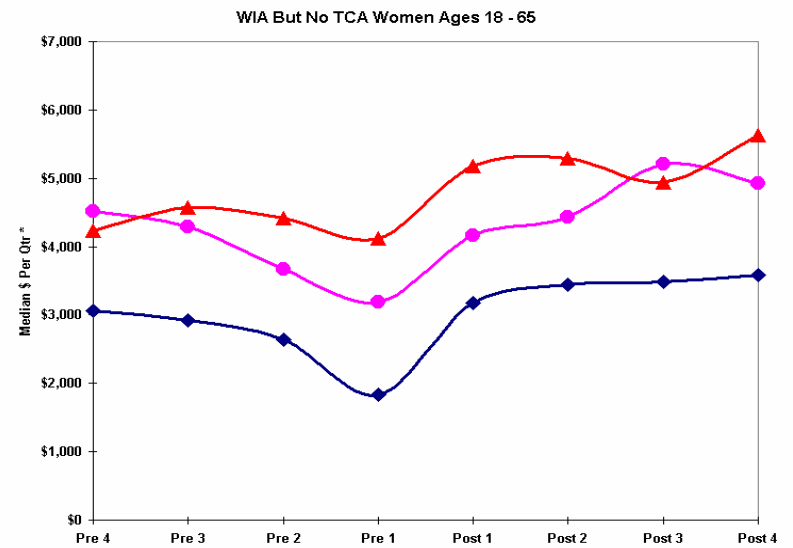
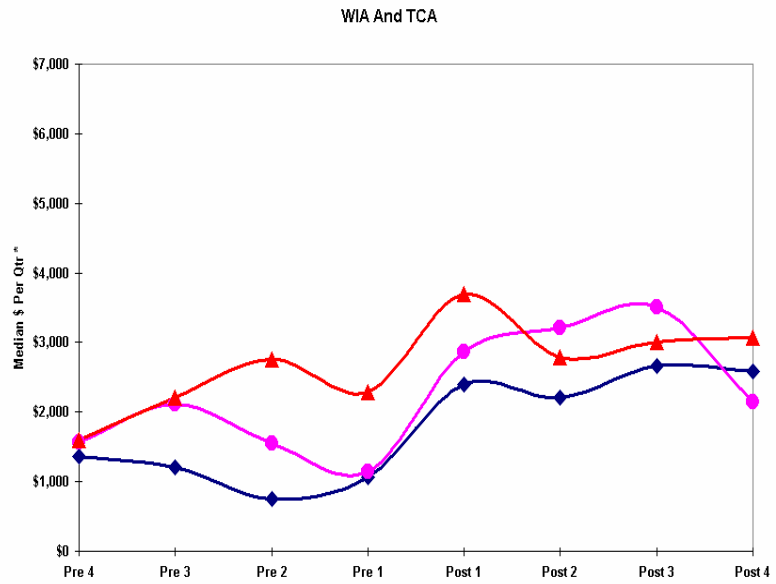
In both Figure 3.2 and Figure 3.3, the two frames on the left side of the page are for the TCA + WIA women in Baltimore City, and the two frames on the right side of the page are for the non-TCA + WIA women ages 18-65 in Baltimore City. The top row of Figure 3.2 is for the group members who had a WIA exit date between July 1, 2000 and June 30, 2001. The bottom row of Figure 3.2 is for those with a WIA exit date between July 1, 2001 and June 30, 2002. The top row of Figure 3.3 is for those with a WIA exit date between July 1, 2002 and June 30, 2003. And the bottom row of Figure 3.3 is for those with a WIA exit date between July 1, 2003 and March 31, 2004.

In each of the eight frames of Figures 3.2 and 3.3, the blue (diamonds) earnings trend line traces four pre WIA registration quarterly earnings median amounts followed by four post WIA exit quarterly earnings median amounts for group members classified as having received WIA staff-assisted core services only. The red (circles) trend line is for those assigned to the WIA Intensive services category. The orange (triangles) trend line is for those designated as recipients of WIA Training services.

Following the suggested ways to read the employment findings in Figure 3.1, we recommend looking at Figure 3.2 and Figure 3.3 in two ways:

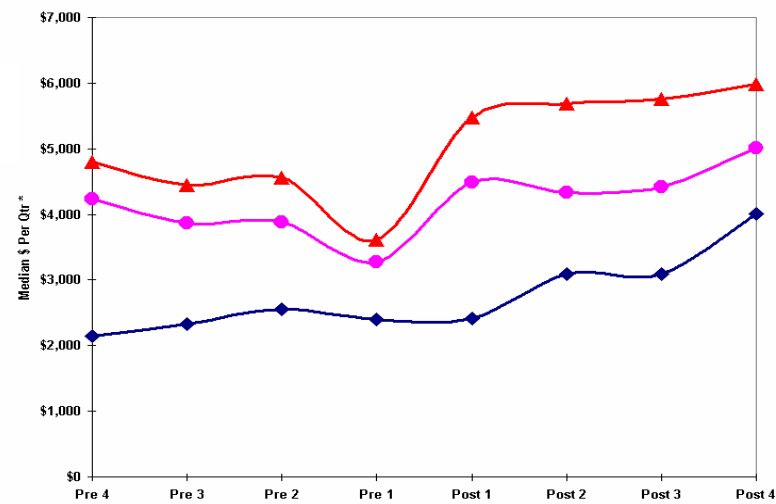
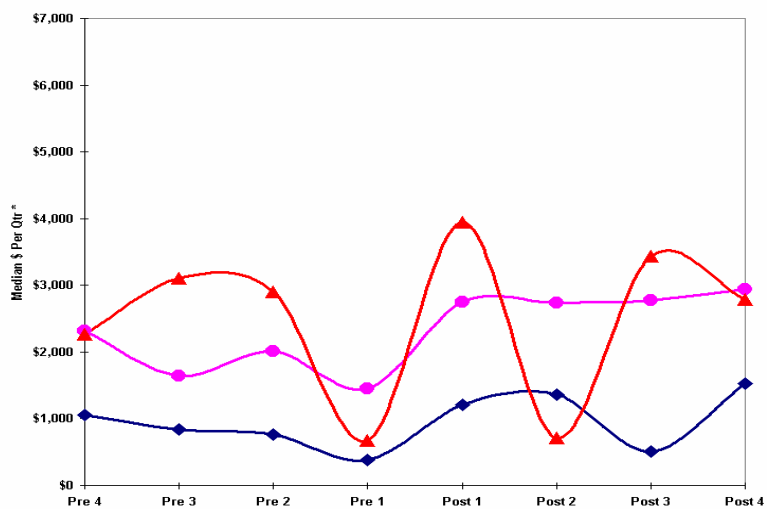
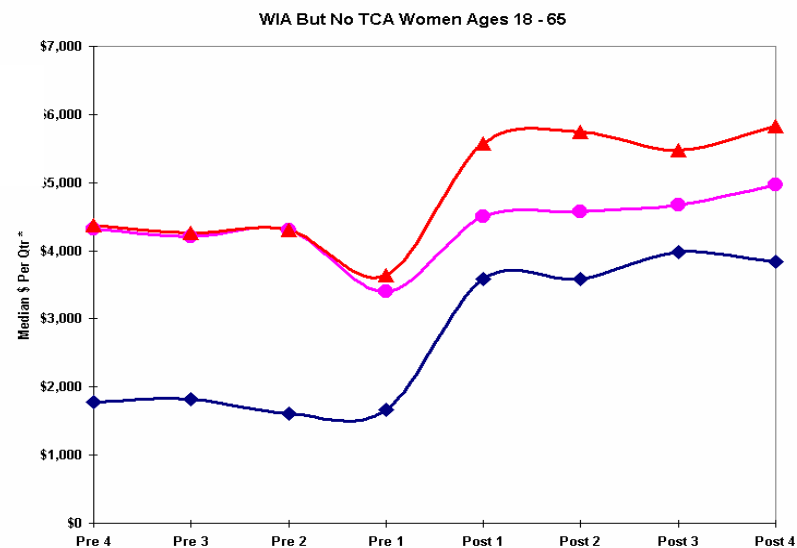
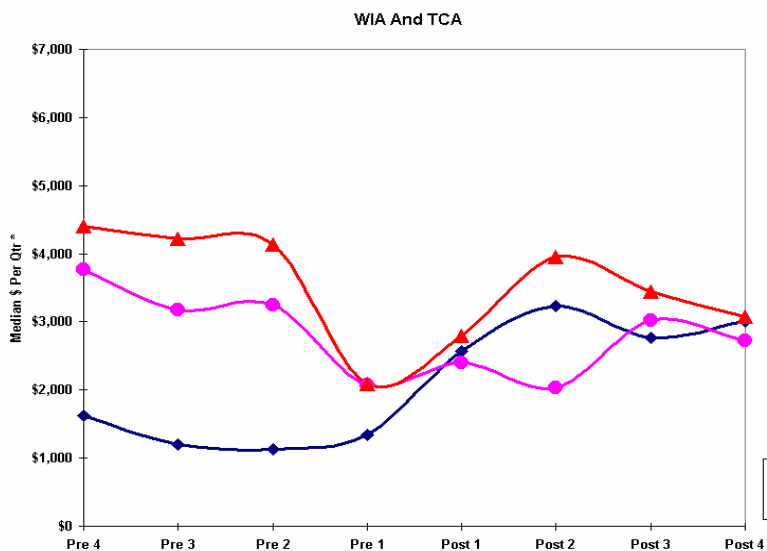
- Compare the left (TCA) and right (non-TCA) panels in either the upper or lower row of either figure; in other words, one row at a time. This provides a within-year comparison of pre and post WIA earnings between the TCA women and non-TCA women in Baltimore City, by their assignment to the WIA staff-assisted Core services, WIA Intensive services, or WIA Training services categories.
- Compare the four left side or right side panels, reading from the top of Figure 3.2 (for State Fiscal Year 2001) through the bottom of Figure 3.3 (for the first nine months of State Fiscal Year 2004). This provides insights about how pre and post WIA earnings trends changed over the months observed.

**FIGURE 3.2**  
**Median Quarterly Earnings, Pre- and Post-WIA, Baltimore City, State Fiscal years 2001 and 2002**



\* Inflation Adjusted Median Quarterly Earnings, Including Only Those With Some Reported Earnings In A Reference Quarter.

**FIGURE 3.3**  
**Median Quarterly Earnings, Pre- and Post-WIA, Baltimore City, State Fiscal years 2003 and 2004**



\* Inflation Adjusted Median Quarterly Earnings, Including Only Those With Some Reported Earnings In A Reference Quarter.

We highlight the following earnings relationships shown in Figure 3.2 and Figure 3.3:

- First, there is a distinct difference between the earnings volatility shown in the left-side (TCA) panels and the much smoother trend lines shown in the right-side (non-TCA) panels of Figure 3.2 and Figure 3.3. Most, but not all, of this volatility appears in the earnings trend for the TCA women designated as having received WIA Training services. This volatility of earnings appears in both the pre and post WIA time spans and for each of the four fiscal year populations.
- For all 24 profiled earnings trends—four years, three WIA service categories in each year, for the TCA women and non-TCA women—a higher real or inflation-adjusted median earnings level is shown for the fourth quarter following WIA exit than in the pre quarter immediately before WIA registration.
- Only the non-TCA women managed to break through the \$5,000 quarterly median earnings level by the end of one year following WIA exit. This finding, when combined with the previously described employment rates shown in Figure 3.1, indicates that few of the women included in this analysis could have achieved an annual earnings level higher than the applicable official poverty threshold.

#### 4.0 ANSWER TO THE QUESTION POSED

FIA asked: Do Maryland TCA recipients who received WIA services do better or worse than others who received these services? We rephrased this question:

**How do employment and earnings profiles of TCA recipients compare with similar profiles for non-TCA recipients, restricting both groups to those who received WIA services?**

Our first-step answer to this question is: **TCA recipients do worse:**

- A comparison of the number of post WIA quarters worked distributions for TCA recipients and non-TCA women, all of whom had received WIA services and exited from WIA, shows the TCA women to have worked fewer quarters.
- Paired comparisons of TCA and non-TCA women by category of WIA services received show the following percentages having no reported earnings during any of the four post WIA exit quarters observed for each person—WIA staff assisted Core services only: TCA, 29 percent and non-TCA 10 percent; WIA Intensive services: TCA 21 percent and non-TCA 13 percent; and WIA Training services: TCA 15 percent and non-TCA 8 percent.
- The TCA women have lower median quarterly earnings in each of the post WIA exit quarters than non-TCA women, and this lower earnings profile occurs in each comparison by category of WIA services received.

Our second-step corollary answer to the question posed is: **TCA recipients who received WIA services also did worse in the year before WIA registration, measured by employment status and inflation-adjusted median quarterly earnings.**

We add that both the *employed* and *earnings* indicators show pre-post improvement for the TCA group (and the non-TCA comparison groups). The TCA recipients start behind and remain behind.

The non-TCA comparison groups show consistent pre-post improvement of earnings, albeit quite modest in the first two years, but then more robust in the two more recent years. The TCA sub-populations, categorized by level of WIA services received, show a mixed pattern of pre-post earnings improvement, stability and in some cases actual decline. Unfortunately, we do not accompany this conclusion with a confident statement about who should do what to increase the success rate.

## **APPENDIX TABLES**

**TABLE A.1  
TCA Recipients, Statewide Pre- and Post-WIA Employed and Earnings Indicators by WIA Service Category**

	% Emp in 0 qtr PRE	% Emp in 1 qtr PRE	% Emp in 2 qtr PRE	% Emp in 3 qtr PRE	% Emp in 4 qtr PRE	Sum all Pre %	% Emp in 0 qtr Post	% Emp in 1 qtr Post	% Emp in 2 qtr Post	% Emp in 3 qtr Post	% Emp in 4 qtr Post	Sum all Post %	Median Pre 4 \$	Median Pre 3 \$	Median Pre 2 \$	Median Pre 1 \$	Median Post 1 \$	Median Post 2 \$	Median Post 3 \$	Median Post 4 \$
<b>FY 2001</b>																				
<b>Maryland</b>																				
Core services	25	19	19	20	17	100	14	13	16	16	42	100	\$1,448	\$1,248	\$801	\$1,085	\$2,415	\$2,285	\$2,840	\$2,745
Intensive services	19	17	8	26	30	100	9	13	17	19	42	100	\$2,059	\$2,233	\$1,276	\$1,420	\$3,053	\$2,534	\$3,469	\$2,309
Training services	21	13	14	22	29	100	7	9	12	18	54	100	\$2,325	\$2,304	\$2,588	\$2,191	\$3,642	\$3,626	\$3,094	\$3,613
<b>Baltimore City</b>																				
Core services	26	20	19	19	17	100	15	13	17	17	38	100	\$1,370	\$1,207	\$753	\$1,072	\$2,388	\$2,211	\$2,665	\$2,576
Intensive services	23	23	11	20	23	100	9	14	23	14	40	100	\$1,573	\$2,116	\$1,543	\$1,137	\$2,861	\$3,203	\$3,514	\$2,149
Training services	11	0	17	28	44	100	6	11	6	6	72	100	\$1,602	\$2,214	\$2,763	\$2,288	\$3,703	\$2,780	\$3,014	\$3,073
<b>FY 2002</b>																				
<b>Maryland</b>																				
Core services	28	17	20	19	16	100	23	14	17	19	27	100	\$1,079	\$879	\$909	\$693	\$1,519	\$1,987	\$2,104	\$1,952
Intensive services	19	14	13	21	33	100	26	13	14	15	32	100	\$3,146	\$3,025	\$1,951	\$1,645	\$2,949	\$2,764	\$3,167	\$3,551
Training services	14	14	14	18	41	100	8	5	13	19	56	100	\$2,484	\$2,555	\$2,689	\$2,303	\$3,566	\$3,618	\$3,633	\$2,905
<b>Baltimore City</b>																				
Core services	29	17	20	19	15	100	26	13	17	18	26	100	\$1,093	\$842	\$927	\$645	\$1,638	\$2,051	\$2,077	\$2,143
Intensive services	18	14	12	24	32	100	28	12	14	14	32	100	\$2,554	\$2,274	\$1,988	\$1,870	\$3,124	\$2,818	\$2,993	\$3,002
Training services	10	7	21	28	34	100	7	0	14	28	52	100	\$2,586	\$2,135	\$2,660	\$2,831	\$4,424	\$2,838	\$3,662	\$2,863
<b>FY 2003</b>																				
<b>Maryland</b>																				
Core services	24	18	23	18	17	100	12	15	15	18	40	100	\$1,765	\$1,194	\$996	\$1,216	\$2,616	\$3,229	\$2,866	\$2,845
Intensive services	10	11	19	20	39	100	15	13	15	11	46	100	\$3,923	\$3,020	\$3,156	\$2,076	\$2,151	\$2,353	\$3,408	\$2,755
Training services	16	15	13	11	45	100	10	11	24	18	37	100	\$3,650	\$3,256	\$3,057	\$2,094	\$3,036	\$3,327	\$3,149	\$3,083
<b>Baltimore City</b>																				
Core services	24	18	23	18	17	100	12	14	14	20	40	100	\$1,624	\$1,194	\$1,122	\$1,345	\$2,570	\$3,228	\$2,764	\$2,999
Intensive services	11	11	19	20	39	100	13	16	16	11	45	100	\$3,762	\$3,170	\$3,252	\$2,076	\$2,401	\$2,034	\$3,024	\$2,723
Training services	11	11	21	7	50	100	11	11	25	11	43	100	\$4,404	\$4,213	\$4,133	\$2,094	\$2,794	\$3,949	\$3,439	\$3,083
<b>FY 2004</b>																				
<b>Maryland</b>																				
Core services	48	17	17	15	4	100	29	19	13	10	29	100	\$929	\$646	\$534	\$446	\$1,210	\$1,411	\$554	\$1,684
Intensive services	18	19	19	19	25	100	17	10	11	20	42	100	\$2,337	\$1,664	\$2,014	\$1,450	\$2,793	\$2,745	\$2,747	\$3,160
Training services	21	8	18	16	37	100	8	3	16	21	53	100	\$2,536	\$2,853	\$3,343	\$1,905	\$3,004	\$2,401	\$3,190	\$2,781
<b>Baltimore City</b>																				
Core services	50	21	11	14	4	100	29	25	11	11	25	100	\$1,056	\$836	\$767	\$378	\$1,210	\$1,367	\$513	\$1,533
Intensive services	16	22	21	20	22	100	21	9	12	21	38	100	\$2,317	\$1,646	\$2,012	\$1,450	\$2,745	\$2,734	\$2,779	\$2,935
Training services	15	15	15	15	38	100	15	8	8	23	46	100	\$2,264	\$3,101	\$2,905	\$674	\$3,948	\$711	\$3,435	\$2,781

Source: The Jacob France Institute, University of Baltimore, June 2005

**TABLE A.2**  
**All Non TCA Recipients, Statewide Pre- and Post-WIA Employed and Earnings Indicators by WIA Service Category**

% Emp in 0 qtr PRE   % Emp in 1 qtr PRE   % Emp in 2 qtr PRE   % Emp in 3 qtr PRE   % Emp in 4 qtr PRE   Sum all Pre %   % Emp in 0 qtr Post   % Emp in 1 qtr Post   % Emp in 2 qtr Post   % Emp in 3 qtr Post   % Emp in 4 qtr Post   Sum all Post %   Median Pre 4 \$   Median Pre 3 \$   Median Pre 2 \$   Median Pre 1 \$   Median Post 1 \$   Median Post 2 \$   Median Post 3 \$   Median Post 4 \$

<b>FY 2001</b>																				
<b>Maryland</b>																				
Core services	53	8	9	10	20	100	29	12	12	12	34	100	\$3,460	\$3,000	\$2,975	\$2,274	\$2,849	\$2,732	\$2,543	\$2,535
Intensive services	9	6	10	17	58	100	8	5	5	12	70	100	\$6,205	\$6,163	\$5,980	\$5,356	\$5,843	\$5,783	\$5,893	\$6,019
Training services	12	5	7	19	57	100	10	5	6	14	64	100	\$6,298	\$6,407	\$6,280	\$5,952	\$5,964	\$5,962	\$6,073	\$6,134
<b>Baltimore City</b>																				
Core services	50	9	10	13	17	100	28	12	13	13	34	100	\$2,323	\$2,034	\$2,127	\$1,742	\$2,653	\$2,552	\$2,439	\$2,519
Intensive services	12	5	15	15	53	100	2	9	5	17	68	100	\$3,887	\$4,122	\$3,673	\$3,332	\$4,212	\$4,448	\$4,761	\$4,825
Training services	9	5	6	26	55	100	5	5	5	15	69	100	\$4,838	\$4,911	\$4,491	\$4,397	\$5,532	\$5,453	\$5,075	\$5,764
<b>FY 2002</b>																				
<b>Maryland</b>																				
Core services	38	12	12	13	24	100	24	12	13	13	38	100	\$2,543	\$2,140	\$2,048	\$1,855	\$2,712	\$3,053	\$2,918	\$2,840
Intensive services	8	6	8	16	62	100	12	5	7	13	63	100	\$6,388	\$6,465	\$6,368	\$5,565	\$5,695	\$5,813	\$6,058	\$6,174
Training services	12	5	9	17	58	100	10	5	8	12	65	100	\$6,045	\$6,027	\$5,930	\$5,384	\$5,747	\$5,707	\$5,915	\$6,081
<b>Baltimore City</b>																				
Core services	34	13	15	16	22	100	20	13	15	15	37	100	\$1,782	\$1,567	\$1,528	\$1,388	\$2,389	\$2,746	\$2,707	\$2,500
Intensive services	9	8	12	16	56	100	13	5	9	15	59	100	\$4,443	\$4,257	\$4,114	\$3,661	\$4,623	\$4,541	\$4,748	\$4,723
Training services	10	4	10	19	56	100	10	5	6	11	67	100	\$5,110	\$5,109	\$5,230	\$4,053	\$5,736	\$5,623	\$5,835	\$5,944
<b>FY 2003</b>																				
<b>Maryland</b>																				
Core services	40	11	11	13	26	100	24	11	11	14	40	100	\$3,685	\$2,959	\$3,076	\$2,393	\$3,691	\$3,747	\$3,812	\$3,574
Intensive services	10	6	9	16	58	100	12	5	7	13	62	100	\$6,635	\$6,427	\$6,313	\$5,498	\$5,480	\$5,650	\$5,712	\$6,081
Training services	11	5	8	16	60	100	10	4	7	13	66	100	\$6,085	\$6,285	\$5,833	\$5,299	\$5,612	\$5,821	\$5,896	\$6,044
<b>Baltimore City</b>																				
Core services	29	15	17	17	22	100	18	9	12	17	44	100	\$1,765	\$1,670	\$1,618	\$1,621	\$3,387	\$3,405	\$3,760	\$3,623
Intensive services	12	9	12	17	51	100	13	8	9	15	55	100	\$4,251	\$4,291	\$4,055	\$3,177	\$4,413	\$4,470	\$4,666	\$4,773
Training services	13	6	10	17	54	100	9	3	7	17	65	100	\$4,555	\$4,493	\$4,538	\$3,633	\$5,663	\$5,577	\$5,594	\$5,916
<b>FY 2004</b>																				
<b>Maryland</b>																				
Core services	52	8	7	10	24	100	27	9	11	14	40	100	\$4,819	\$4,017	\$4,312	\$3,225	\$2,945	\$2,807	\$2,810	\$3,300
Intensive services	15	8	12	19	47	100	12	5	7	15	62	100	\$6,059	\$5,752	\$5,313	\$4,531	\$5,215	\$5,095	\$5,502	\$5,649
Training services	10	7	9	17	56	100	12	5	5	14	64	100	\$6,654	\$6,493	\$6,154	\$5,517	\$5,755	\$5,767	\$6,038	\$6,362
<b>Baltimore City</b>																				
Core services	66	8	5	9	12	100	30	11	11	15	33	100	\$1,624	\$1,667	\$1,920	\$1,702	\$1,802	\$1,813	\$1,978	\$2,129
Intensive services	17	11	14	18	41	100	13	6	7	14	60	100	\$4,174	\$3,967	\$3,633	\$3,182	\$4,499	\$4,345	\$4,586	\$4,991
Training services	15	5	11	18	50	100	16	8	7	13	57	100	\$4,790	\$4,760	\$4,596	\$3,657	\$5,586	\$5,871	\$6,035	\$6,935

Source: The Jacob France Institute, University of Baltimore, June 2005

**TABLE A.3**  
**Non-TCA Women Ages 18-65, Statewide Pre- and Post-WIA Employed and Earnings Indicators by WIA Service Category**

	% Emp in 0 qtr PRE	% Emp in 1 qtr PRE	% Emp in 2 qtr PRE	% Emp in 3 qtr PRE	% Emp in 4 qtr PRE	Sum all Pre %	% Emp in 0 qtr Post	% Emp in 1 qtr Post	% Emp in 2 qtr Post	% Emp in 3 qtr Post	% Emp in 4 qtr Post	Sum all Post %	Median Pre 4 \$	Median Pre 3 \$	Median Pre 2 \$	Median Pre 1 \$	Median Post 1 \$	Median Post 2 \$	Median Post 3 \$	Median Post 4 \$
<b>FY 2001</b>																				
<b>Maryland</b>																				
Core services	14	11	12	19	44	100	8	7	8	14	62	100	\$4,451	\$4,419	\$4,258	\$3,151	\$4,013	\$4,338	\$4,363	\$4,483
Intensive services	9	6	11	16	59	100	9	5	5	11	70	100	\$5,918	\$5,712	\$5,381	\$4,775	\$5,607	\$5,527	\$5,604	\$5,667
Training services	13	4	7	19	57	100	9	5	6	13	66	100	\$5,573	\$5,582	\$5,622	\$5,179	\$5,214	\$5,457	\$5,664	\$5,605
<b>Baltimore City</b>																				
Core services	16	13	14	21	35	100	9	8	9	16	57	100	\$3,067	\$2,924	\$2,646	\$1,829	\$3,179	\$3,447	\$3,485	\$3,586
Intensive services	11	6	14	18	51	100	1	10	4	17	68	100	4,522	4,284	3,673	3,192	4,161	4,436	5,203	4,921
Training services	10	1	8	26	56	100	3	8	5	12	73	100	\$4,235	\$4,572	\$4,418	\$4,126	\$5,186	\$5,293	\$4,935	\$5,636
<b>FY 2002</b>																				
<b>Maryland</b>																				
Core services	17	10	13	18	42	100	11	8	11	14	56	100	\$3,402	\$3,169	\$3,099	\$2,688	\$3,792	\$4,003	\$4,151	\$4,015
Intensive services	9	5	8	16	63	100	13	4	6	11	65	100	\$6,061	\$6,126	\$6,016	\$5,129	\$5,305	\$5,582	\$5,765	\$5,707
Training services	11	4	10	16	59	100	11	5	6	12	67	100	\$5,586	\$5,312	\$5,145	\$4,638	\$5,125	\$5,094	\$5,304	\$5,176
<b>Baltimore City</b>																				
Core services	17	12	17	22	32	100	12	9	14	16	49	100	\$2,103	\$1,829	\$1,773	\$1,622	\$2,778	\$3,204	\$3,235	\$3,142
Intensive services	10	6	11	18	55	100	13	4	7	13	63	100	\$4,518	\$4,258	\$3,909	\$3,810	\$4,405	\$4,511	\$4,599	\$4,562
Training services	7	4	12	17	59	100	12	4	3	12	69	100	\$4,857	\$4,720	\$4,803	\$4,245	\$5,429	\$5,312	\$5,526	\$5,831
<b>FY 2003</b>																				
<b>Maryland</b>																				
Core services	17	10	14	19	41	100	11	6	9	15	59	100	\$4,034	\$3,960	\$3,495	\$3,000	\$4,545	\$4,633	\$4,721	\$4,928
Intensive services	10	5	8	16	61	100	12	5	6	13	64	100	\$6,301	\$5,957	\$5,901	\$5,380	\$5,345	\$5,361	\$5,446	\$5,725
Training services	11	4	8	16	60	100	8	4	6	12	69	100	\$5,480	\$5,514	\$5,183	\$4,569	\$5,176	\$5,393	\$5,289	\$5,419
<b>Baltimore City</b>																				
Core services	22	15	18	20	25	100	10	7	11	16	55	100	\$1,777	\$1,817	\$1,612	\$1,667	\$3,583	\$3,584	\$3,984	\$3,844
Intensive services	11	7	12	15	56	100	13	7	6	14	60	100	\$4,313	\$4,203	\$4,301	\$3,400	\$4,506	\$4,574	\$4,666	\$4,963
Training services	11	5	12	11	60	100	8	3	4	14	72	100	\$4,382	\$4,256	\$4,311	\$3,641	\$5,579	\$5,751	\$5,474	\$5,835
<b>FY 2004</b>																				
<b>Maryland</b>																				
Core services	14	7	9	19	51	100	11	5	6	16	62	100	\$5,443	\$5,655	\$5,116	\$4,226	\$5,107	\$4,802	\$4,745	\$5,328
Intensive services	11	7	10	20	51	100	11	4	6	13	65	100	\$6,047	\$5,813	\$5,352	\$4,568	\$5,064	\$5,049	\$5,420	\$5,551
Training services	9	5	8	17	61	100	10	5	5	14	67	100	\$6,007	\$5,647	\$5,487	\$5,029	\$5,213	\$5,127	\$5,408	\$5,605
<b>Baltimore City</b>																				
Core services	13	18	10	26	33	100	10	8	18	26	38	100	\$2,146	\$2,335	\$2,548	\$2,401	\$2,407	\$3,097	\$3,039	\$4,003
Intensive services	16	11	11	17	46	100	13	7	7	12	62	100	\$4,229	\$3,861	\$3,883	\$3,278	\$4,487	\$4,328	\$4,424	\$5,014
Training services	8	2	8	21	60	100	8	5	5	16	66	100	\$4,800	\$4,439	\$4,557	\$3,615	\$5,471	\$5,686	\$5,765	\$5,984

Source: The Jacob France Institute, University of Baltimore, June 2005