

**WORKFORCE INVESTMENT ACT
Title 1-B Adults and Dislocated Workers
July 2002-June 2003**

**FLOW OF INDIVIDUALS WITH A RECORDED DISABILITY
THROUGH WIA CORE, INTENSIVE, AND TRAINING SERVICES
AND EMPLOYMENT STATUS AND EARNINGS
FIRST QUARTER AFTER WIA EXIT**

Administrative DAta Research and Evaluation (ADARE) Project

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The principal author accepts full responsibility for the text, tables, and figures presented here. No attribution of agreement with this content should be made to any other person or organization. ADARE project partners John Baj, Kevin Hollenbeck, Joey Smith, Christopher King, and Peter Mueser provided WIASRD data needed to complete this report. Institute colleagues Stacey Lee, John Janak and Sang Truong carried out all data processing, table, and figure preparation.

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EXECUTIVE SUMMARY

This report presents descriptive information about the participation of individuals with a recorded disability in Workforce Investment Act (WIA) services and the labor market status of these individuals and other former WIA participants without a recorded disability.

Attention concentrates on a comparison of the flows of those with or without a recorded disability through WIA staff-assisted Core, Intensive, and Training services, and on employment rates and median earnings amounts during the first quarter after the WIA exit quarter.

The data for this report are from the July 2002-June 2003 WIASRD files delivered to the Employment and Training Administration by nine states (CA, FL, GA, IL, MD, MO, OH, TX, and WA).

Highlighted findings are:

- Three percent of the WIA Adult and Dislocated Worker sub-populations have a recorded disability not defined as representing a substantial impediment to employment.
- One percent of the Adult and Dislocated Worker sub-populations have a recorded disability defined as a substantial impediment to employment.
- For the Adult sub-population, the recorded presence and impediment to employment nature of a disability makes little difference in the delivery of WIA staff-assisted Core, Intensive, and Training services (as these are defined in the WIASRD). Nothing more can be said about differences in the bundling of services within each of these three components of WIA service delivery.
- The Dislocated Worker distributions of WIA services differ from the Adult distribution with respect to disability status. The share of Dislocated Workers with a substantial impediment to employment who received Training services is 20 percentage points higher than the Adult share of those with a substantial impediment to employment who received Training services (73 percent and 53 percent respectively).
- Adult males with a recorded disability are a larger percentage of those receiving WIA Intensive and Training services than Adult males with no recorded disability.
- The same percentage of male Dislocated Workers with or without a recorded disability received WIA Intensive and Training services.

- There appears to be almost no relationship between the educational attainment of the three groupings of *individuals with a disability* and the distribution of these individuals among the three WIA service categories.
- The percent employed in the quarter after WIA exit quarter is higher for those without a recorded disability than for those satisfying either WIASRD definition of an individual with a disability. The employment rate differences between those with or without a recorded disability are smaller for Dislocated Workers than for Adults.
- All six comparisons of Adult and Dislocated Worker median earnings in the quarter after WIA exit quarter, for those classified by recorded disability status and having received Intensive or Training services, show the Dislocated Worker sub-population to have higher median earnings.

Administration advocacy for the elimination of federal funding silos that create WIA Adult and Dislocated Worker and Wagner-Peyser Job Service sub-populations, coupled with the imminent beginning of OMB common performance indicator definitions, increases the urgency of understanding how particular groups, including individuals with a disability and older workers (not mutually exclusive groups), are likely to be affected.

A criterion for the definition of items to be included in the WIASRD was statutory language requiring a capacity to count individuals with particular demographic or status attributes. A complementary consideration when replacement of the WIASRD is contemplated should be how an included item can be defined in a practical way to permit its use in research and evaluation studies.

A combination of the *ADARE*, *Anatomy of a One-Stop*, and *Market-responsive Education and Employment Training System (MEETS)* methodologies illustrates how complementary data collection and analytical design strategies can illuminate important policy decision-making processes.

- What do One-Stop staffs need to know about the special circumstances of some individuals with disabilities to assemble the right bundle of needed services for each individual?
- What can research and evaluation studies contribute to the education of those in the business community who are unfamiliar with and uninformed or misinformed about the productive capacities and interests of individuals with disabilities?
- What can research and evaluation studies contribute to an improved understanding among individuals with disabilities about how other individuals with disabilities have succeeded in the workplace?

Fewer than 1 in 10 persons with disabilities had jobs that met the criteria for 'traditional employment' and were economically and psychologically rewarding; ...on an adjusted basis they were 50 percent as likely to hold such jobs as were persons without disabilities.¹

1.0 INTRODUCTION

This report presents initial information about the participation of disabled individuals in Workforce Investment Act (WIA) services and the labor market status of these individuals after exiting from the WIA services. The report is the most recent in a series of reports completed by **Administrative Data Research and Evaluation (ADARE)** research partners.²

The intent here is limited—to describe WIA services delivered to individuals with or without a disability as defined and recorded in the Workforce Investment Act Standardized Record (WIASRD). The concluding section offers suggestions for data collection, research, and evaluation steps that can build on this foundation of new information.

¹ Edward H. Yelin and Laura Trupin. "Disability and the characteristics of employment," *Monthly Labor Review*. 126:5 (May 2003): 28. 'Traditional employment' is defined as working full time, full year, in a permanent position for a single employer on a day shift, and not being hired as a consultant'. 'Optimal employment' is defined as working in a psychologically and economically rewarding job. The authors adjust for the different characteristics of persons with and without disabilities by developing multivariate logistic regression models in which each synthetic employment outcome is a function of disability status and a set of independent variables that includes the number of chronic conditions the individual reports and his or her overall health status.

² See: <http://www.ubalt.edu/jfi/adare> for information about the ADARE project, previous reports released by the research partners, and a link to each partner's research affiliation.

Kruse and Schur (2003)³ is a good starting point to understand the nuances of disability definitions and behavioral interaction effects.⁴ Conversations at the May 24, 2004 National Workforce Investment Research Colloquium highlighted the complex interplay of legislation, administrative regulations and enforcement patterns, performance indicators and negotiated standards, demand-side dynamics, health care policies and coverage, and pension and social security coverage.

2.0 DATA SOURCE AND PROCESSING

Findings summarized in section 3 are based on the most recent WIA Standardized Record (WIASRD) files delivered by states to the Employment and Training Administration in December 2003 or January 2004. The WIA exit dates⁵ covered are from July 2002 through June 2003. The states included are California, Florida, Georgia, Illinois, Maryland, Missouri, Ohio, Texas, and Washington. Only Adult (Local) and Dislocated Worker (Local) exits are included.

WIASRD field 332 *date of first intensive service* and WIASRD field 333 *date of first training service* were used to make a mutually exclusive assignment of the Adult and Dislocated Worker sub-populations to staff-assisted Core Services, Intensive Services, or Training Services.⁶

³ Douglas Kruse and Lisa Shur, "Does the Definition Affect the Outcome? Employment Trends Under Alternative Measures of Disability," in David C. Stapleton and Richard V. Burkhauser (Eds.)(2003), *The Decline in Employment of People with Disabilities: A Policy Puzzle*, Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, pp. 279-300. Also see Julie L. Hotchkiss (2003). *The Labor Market Experience of Workers with Disabilities*, Kalamazoo, MI: W.E. Upjohn Institute for Employment Research.

⁴ WIA Title IV—*Rehabilitation Act Amendments of 1998*, Sec. 1(b)(6)(9), defines the term 'disability': "(A) except as otherwise provided in subparagraph (B), a physical or mental impairment that constitutes or results in a substantial impediment to employment; or (B) for purposes of sections 2, 14, and 15, and titles II, IV, V, and VII, a physical or mental impairment that substantially limits one or more major life activities."

⁵ WIASRD field 303, *date of WIA exit*, defines 'hard' and 'soft' exit criteria. No distinction between these two types of exit circumstances is made in the WIASRD.

⁶ The assignment process was sequential—if a date of first training service was found the individual was assigned to training services; if not, the search turned to the presence of a date of first intensive service, which was the criterion for assignment to intensive services; and the remaining individuals with no date of first intensive service were assigned to staff-assisted core services.

The WIA Standardized Record Data (WIASRD), item 104, defines three value labels for *Individual with a disability*, with a prefatory statement that “an individual with a disability means an individual with any disability as defined in section 3 of the Americans with Disabilities Act of 1990.”⁷

- Code 1=Yes, “for any individual who has a physical or mental impairment which substantially limits one or more of such person’s major life activities, or has a record of such an impairment, or is regarded as having such an impairment.”
- Code 2=Yes, “if the individual has a physical or mental impairment which for such individual constitutes or results in a substantial impediment to employment.”
- Code 3=No.

WIASRD field 103 *gender* has missing values in some WIASRD files, so the N’s used to calculate sub-population percentages in these cases do not sum to the total number of WIA exits between July 2002 and June 2003.

WIASRD field 123 *highest school grade completed* has six codes, which have been consolidated into three derived variables for practical descriptive use here:

- 00-11 (less than high school completion), 12 (high school graduate), and 88 (GED or other high school equivalency)
- 13-15 (some postsecondary)
- 16 (bachelor’s degree or equivalent) and 17 (beyond bachelor’s degree)

WIASRD field 601 *employed in quarter after exit quarter* is potentially subject to misinterpretation. Three codes are permitted—1=Yes; 2=No; and 3=Individual has exited but employment information is not yet available.

⁷ The Americans with Disabilities Act (42 U.S.C., Chapter 126, Sec. 12102(2) definition of disability states that “the term ‘disability’ means, with respect to an individual—(A) a physical or mental impairment that substantially limits one or more of the major life activities of such individual; (B) a record of such an impairment; or (C) being regarded as having such an impairment.”

The definition of 'employed' includes two components in the WIASRD instructions:

1. "The individual should be considered as employed if wage records for the quarter after exit show earnings greater than zero."
2. "When supplemental sources are used, individuals should be counted as employed if, in the calendar quarter after exit, they did any work at all as paid employees (i.e., received at least some earnings), worked in their own business, profession, or worked on their own farm."

The three codes and two definitions require careful interpretation of the WIASRD information for *employed in quarter after exit quarter*. WIASRD field 601 code 1 combined with definition 1 above is straightforward—the individual is employed and has positive reported earnings for the reference quarter. Code 1 combined with definition 2 above is more difficult to interpret because no earnings amount has been reported.

This report does not include the combination of WIASRD field 601 code 1 with no positive reported earnings amount in WIASRD field 616 in the count of individuals who are employed in the quarter after exit quarter. This deletes the second definition of 'employed' above—employment documented by supplemental sources without earnings information.

The denominator and numerator definitions for calculating the percentage of individuals who were employed in the quarter after exit quarter are:

Denominator—Individuals with WIASRD field 601 *employed in quarter after exit quarter* codes 1=Yes or 2=No, but not 3=Employment information is not yet available.

Numerator—Individuals with WIASRD field 601 *employed in quarter after exit quarter* code 1=Yes, and a positive dollar amount in WIASRD field 616 *total earnings from wage records for the quarter following the exit quarter*.

A consequence of the definition of the derived indicator *percent employed in quarter after exit quarter* is that "individuals who did any work at all as paid employees (i.e., received at least some earning), worked in their own business, profession, or worked on their own farm" documented by supplemental data sources are excluded.

These are the WIASRD data fields and derived variables that were used to summarize the flow of individuals with or without a disability through WIA Core, Intensive, and Training services, and to calculate employment status and reported earnings during the quarter following each person's WIA exit quarter. Highlighted findings follow in section 3.

3.0 FINDINGS

3.1 WIA Adult and Dislocated Workers with and without a reported disability

Figure 1(a), (b), and (c) shows the relative sizes of the Adult and Dislocated Worker sub-populations and the relative sizes of the three *individuals with a disability* sub-populations (1=Yes; 2=Yes and substantial impediment to employment; and 3=No).

The total nine-state population of WIA Adult and Dislocated Worker exits recorded in the state WIASRD files between July 2002 and June 2003 is 148,629.⁸ This count includes 83,351 Adults (56 percent) and 65,278 Dislocated Workers (44 percent)—see Figure 1(a).

The relative sizes of the WIA Adult (Local) and Dislocated Worker (Local) sub-populations without a disability, with a disability, and with a disability that is a substantial impediment to employment, are shown in Figure 1(b) and Figure 1(c).

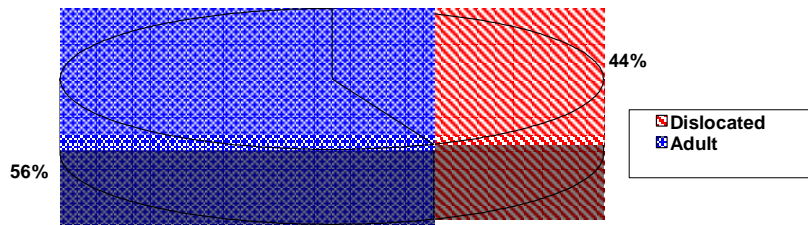
- Ninety-six percent of the WIA Adult and Dislocated Workers who exited between July 2002 and June 2003 in the nine ADARE project states have no disability recorded in the WIASRD file.
- Three percent of the Adult and Dislocated Worker sub-populations have a code 1='Yes' in the WIASRD field *individual with a disability*.
- One percent of the Adult and Dislocated Worker sub-populations have a code 2='Yes and substantial impediment to employment' in the WIASRD field *individual with a disability*.⁹

⁸ This total N=148,629 includes 1,356 individuals who appear in both the Adult and Dislocated Worker sub-files for the July 2002-June 2003 reference year.

⁹ See Yelin and Trupin, *op cit*, pp. 20-21, "definitions of variables", *disability*, for information about the incidence of individuals with a disability in California and the U.S. It is not clear, though, how to use the 15 percent and 10 percent incidence figures for the California and U.S. populations ages 18 to 64 years here—what should we expect the incidence of individuals with a disability to be in the One-Stop population?

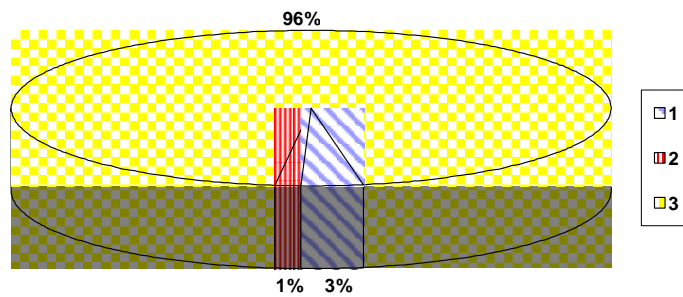
WIA ADULT AND DISLOCATED WORKER EXITS IN ADARE STATES, JULY 2002- JUNE 2003

FIGURE 1(a)



WIA ADULT EXITS IN ADARE STATES, JULY 2002 - JUNE 2003, BY DISABILITY

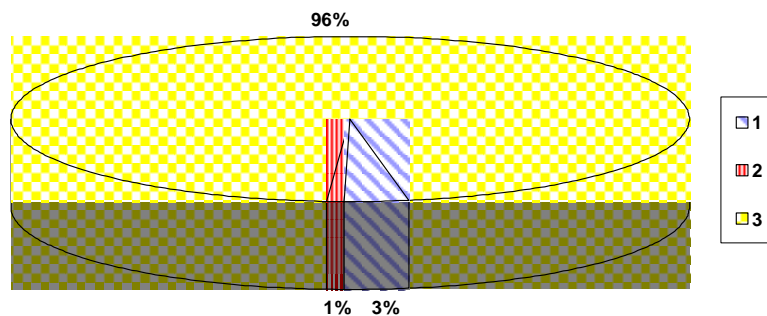
FIGURE 1(b)



Group 1: Yes
2: Yes and substantial impediment to employment
3: No

WIA DISLOCATED WORKER EXITS IN ADARE STATES, JULY 2002 - JUNE 2003, BY DISABILITY

FIGURE 1(c)



Group 1: Yes
2: Yes and substantial impediment to employment
3: No

SOURCE: The Jacob France Institute, University of Baltimore using ADARE States WIASRD data.

3.2 WIA Core, Intensive, and Training services for individuals with or without a disability

The table on page 8 shows the percentages of the WIA Adult and Dislocated Worker sub-populations without a disability, with a disability, and with a disability that is a substantial impediment to employment, by the Core, Intensive, and Training components of the WIA delivery of services.

- For the Adult sub-population, the recorded presence and impediment to employment nature of a disability makes little difference in the Core, Intensive, and Training services distributions shown in the table. One-third of each grouping based on reported disability status received WIA Intensive services (but not Training services), while roughly one-half of each group received WIA Training services.
- The Dislocated Worker distributions are quite different. The table shows that almost one-fourth of those with a recorded disability (but not one defined as a substantial impediment to employment) received Core services only.

A comparison of the Adult and Dislocated Worker sub-populations of those with a recorded disability that is not described as a substantial impediment to employment shows a 10 percentage point higher share in Core services and a 9 percentage point lower share in Training services for Dislocated Workers. A speculative explanation for this difference is that recent prior work experience enables more of the Dislocated Workers to benefit from staff-assisted Core services only.

The speculative explanation offered in the previous paragraph does not carry over to those with a disability that is a substantial impediment to employment. The table shows that almost three-fourths of the Dislocated Workers with a recorded substantial impediment received Training services, while only seven percent received only staff-assisted Core services. The share of Dislocated Workers with a substantial impediment to employment who received Training services is 20 percentage points higher than the Adult share (73 percent and 53 percent respectively). This is consistent with a decision-rule that uses successful recent work attachment as a criterion for offering training services. Confirmation of this speculation would require research beyond the limits of the WIASRD files.

- The findings and interpretations that appear in the previous two dot-points are based on 3,987 Adults and 1,014 Dislocated Workers who have a reported disability status in the July 2002-June 2003 WIASRD files of the nine ADARE project states. Other ADARE project research capabilities would enable further investigation of the pre- and post-WIA work histories and earnings profiles of these 5,000 individuals.

**WIA ADULT AND DISLOCATED WORKER CORE, INTENSIVE, AND TRAINING FLOWS IN ADARE STATES,
JULY 2002 - JUNE 2003, BY DISABILITY**

Adults								Dislocated Worker						
Time	Total	Core	Core	Intensive	Intensive	Training	Training	Total	Core	Core	Intensive	Intensive	Training	Training
Period	N		%		%		%	N		%		%		%
July-June 2003														
YES	2,756	359	13	976	35	1,421	52	1,951	452	23	656	34	843	43
SUBSTANTIAL	1,231	164	13	421	34	646	53	562	40	7	112	20	410	73
NO	79,364	15,243	19	26,406	33	37,715	48	62,765	7,705	12	21,242	34	33,818	54
Total:	83,351	15,766	19	27,803	33	39,782	48	65,278	8,197	13	22,010	34	35,071	53

SOURCE: The Jacob France Institute, University of Baltimore using ADARE States WIASRD data.

3.3 WIA Core, Intensive, and Training services for individuals with or without a recorded disability, by gender

Figure 2 (Adults) and Figure 3 (Dislocated Workers) on page 10 have the same format. Each features three clusters of three vertical bars, and each bar is separated into two segments.

Each of the three clusters of vertical bars is labeled to indicate whether the cluster refers to individuals with a recorded disability (code 1), with a recorded disability that is thought to be a substantial impediment to employment (code 2), or without a recorded disability (code 3).

The C, I, and T labels refer to staff-assisted WIA Core services, Intensive services, and Training services. The lower portion of each vertical bar is the *female* segment and the upper portion is the *male* segment of the bar.

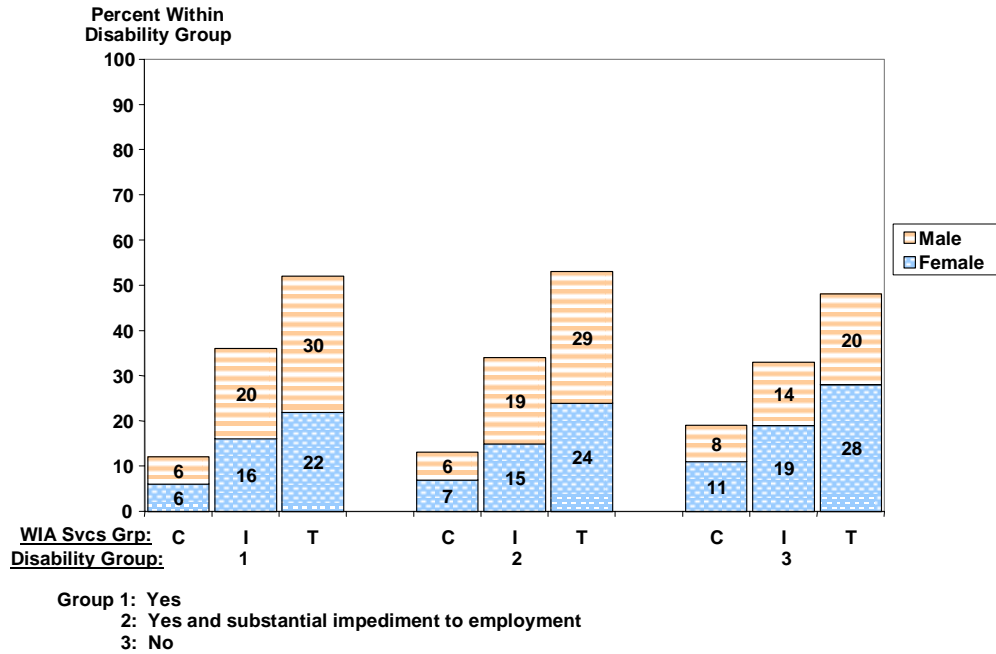
The six numbers shown in each cluster of three bars based on recorded disability status sum to 100 percent of the individuals in the cluster. Each number is therefore the percentage share of the cluster total represented by that segment. For example, 16 percent of the Adult sub-population of individuals with a recorded disability (code 1) is females who received WIA Intensive services (but not Training services).

The relative heights of the bars within each cluster and comparisons among the clusters and between the Adult and Dislocated Worker sub-populations have already been discussed in section 3.2, so attention focuses here on the gender mix within and between clusters and between the Adult and Dislocated Worker sub-populations.

- Figure 2 shows that WIA Adult males with a recorded disability (codes 1 and 2) are a larger percentage of those receiving Intensive and Training services than their counterparts with no recorded disability.
- Figure 3 shows no difference in a comparison between recorded disability code 1 (Yes) and code 3 (No) of the combined percentage of male Dislocated Workers who received Intensive and Training services.
- Figure 3 shows that 44 percent of Dislocated Workers with a recorded disability defined as a substantial impediment to employment are males who received Training services.

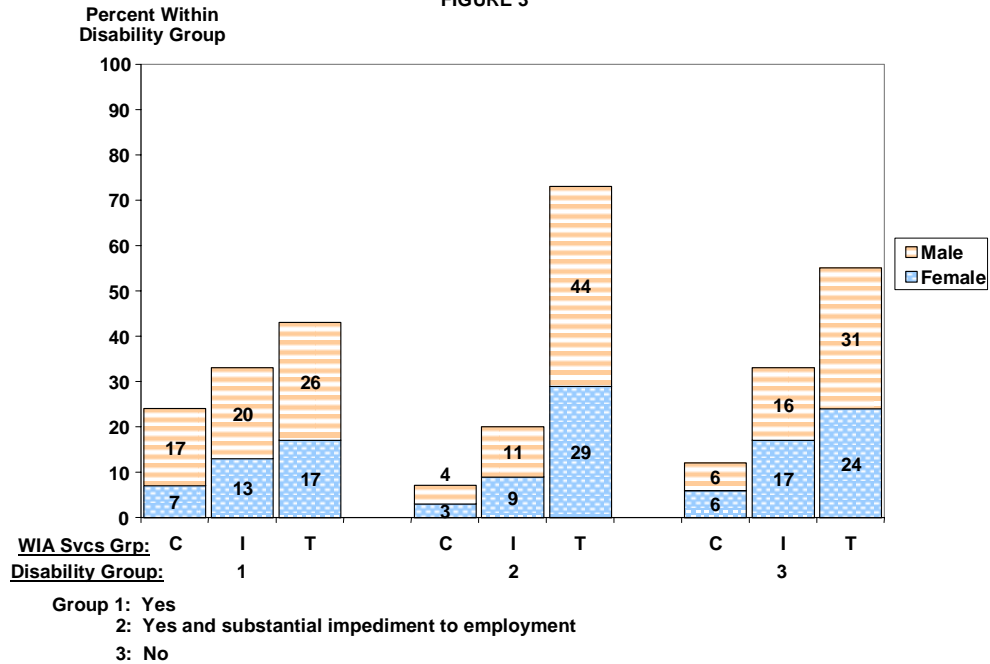
WIA ADULT EXITS IN ADARE STATES, JULY 2002 - JUNE 2003, BY DISABILITY AND GENDER

FIGURE 2



WIA DISLOCATED WORKER EXITS IN ADARE STATES, JULY 2002 - JUNE 2003, BY DISABILITY AND GENDER

FIGURE 3



SOURCE: The Jacob France Institute, University of Baltimore using ADARE States WIASRD data.

3.4 WIA Core, Intensive, and Training services for individuals with or without a recorded disability, by education

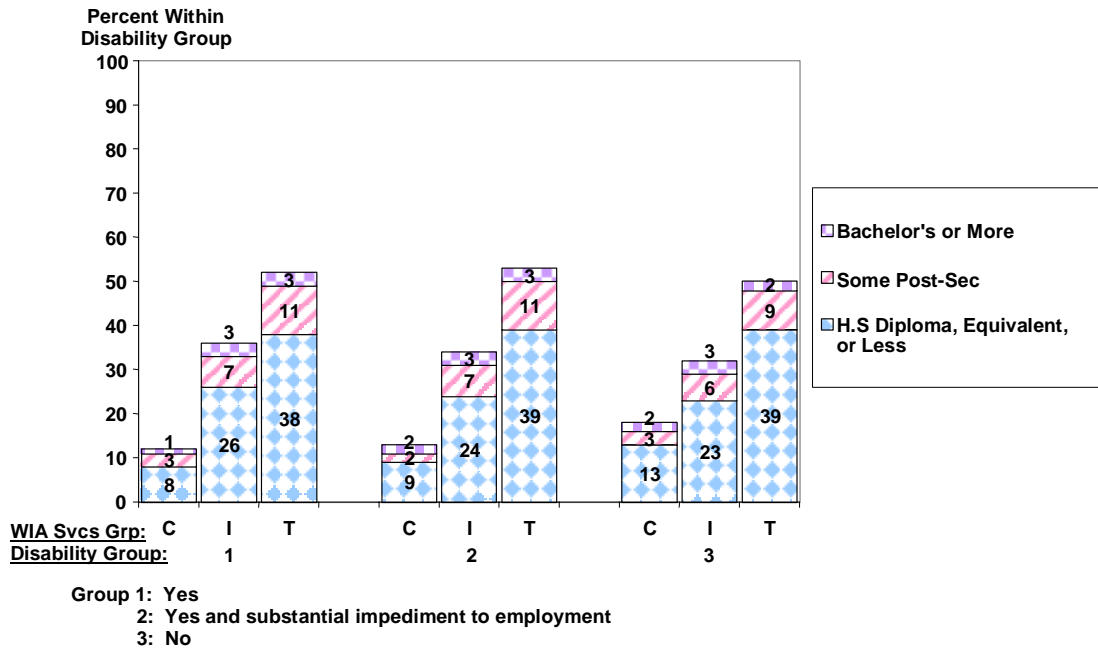
The basic format of Figure 4 (Adults) and Figure 5 (Dislocated Workers) is the same as the formats of Figure 2 and Figure 3 on the previous page, except that each vertical bar now has three education segments (high school diploma, equivalency, or less; some post-secondary; and bachelor's degree or more) instead of the gender segments in Figure 2 and Figure 3.

The base of each vertical bar includes individuals who received a high school diploma, its equivalent, or less. The middle segment of each bar includes those who attained some post-secondary education, but not a bachelor's degree or more. The top segment of each bar includes those who received at least a bachelor's degree.

- Figure 4 shows only one difference of more than three percentage points in a comparison of the educational attainment segments within each WIA service component for the three *individuals with a disability* classifications—the share of individuals without a recorded disability, a high school diploma, equivalency or less, and receiving only WIA staff-assisted Core services is five percentage points higher than this educational attainment group among those with a recorded disability (code 1). There appears to be almost no relationship between the educational attainment of the three groupings of *individuals with a disability* and the distribution of these individuals among the three WIA service categories.
- Interpretation of Figure 5 is not as straightforward as that for Figure 4. We already know from the table on page 8 that 73 percent of the Dislocated Workers with a disability defined as a substantial impediment to employment received WIA Training services, a much higher percentage than for any other Dislocated Worker or Adult sub-population. Within this group, a higher percentage had attained at least some post-secondary education than among those with a disability code of 1 (Yes) or 3 (No) who received WIA Training services.

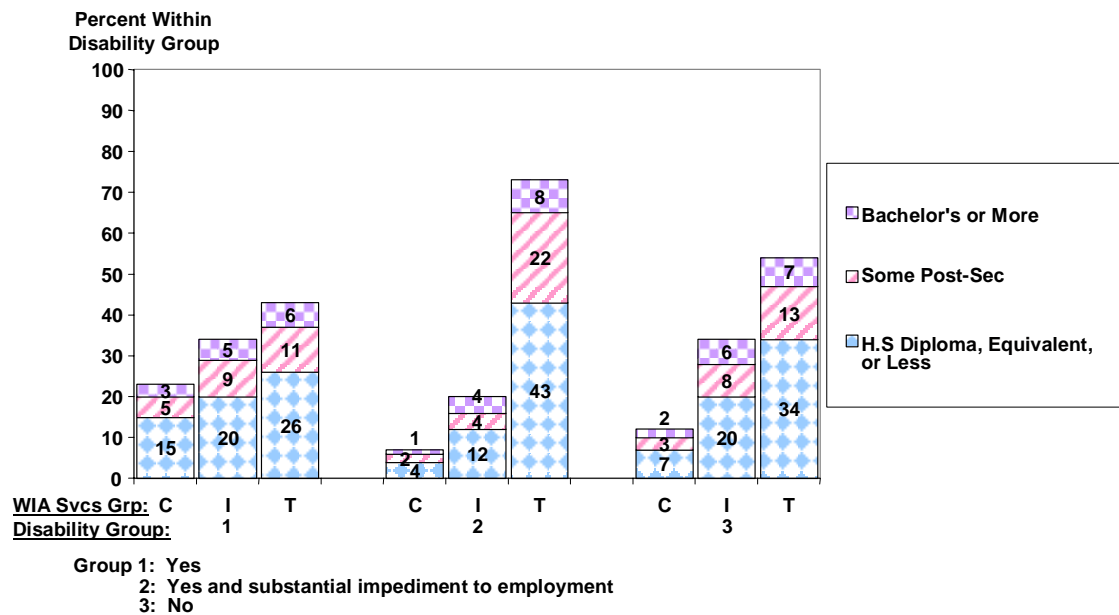
**WIA ADULT EXITS IN ADARE STATES, JULY 2002 - JUNE 2003, BY DISABILITY
AND EDUCATIONAL ATTAINMENT**

FIGURE 4



**WIA DISLOCATED WORKER EXITS IN ADARE STATES, JULY 2002 - JUNE 2003, BY DISABILITY
AND EDUCATIONAL ATTAINMENT**

FIGURE 5



SOURCE: The Jacob France Institute, University of Baltimore using ADARE States WIASRD data.

3.5 Employment status in the quarter after exit quarter for individuals with or without a recorded disability, by WIA Core, Intensive, and Training services category

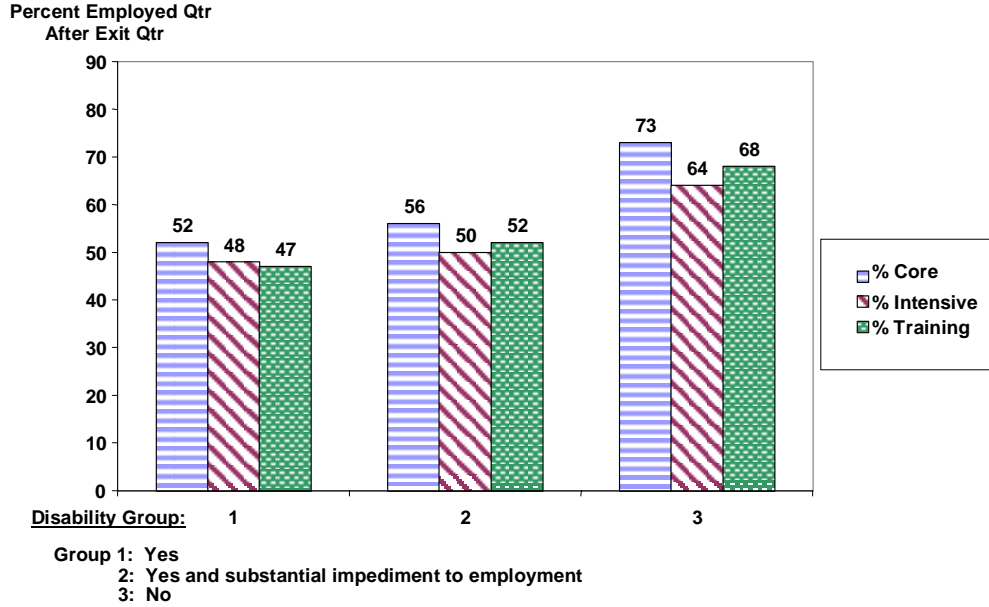
Up to this point, attention has concentrated on the flow of individuals with or without a recorded disability through WIA staff-assisted Core, Intensive, and Training services. The defined attributes of these former WIA customers include gender and educational attainment in addition to the descriptor of disability.

Attention now turns to the employment status of the former WIA customers who exited between July 2002 and June 2003 in the nine ADARE project states. Figure 6 shows the percent of former WIA Adult participants who were employed in the quarter after their WIA exit quarter, by the three *individuals with a disability* codes and the three categories of WIA services. Figure 7 shows the same information for the WIA Dislocated Worker sub-population.

- Figure 6 (Adults) and Figure 7 (Dislocated Workers) show that the percent employed in the quarter after WIA exit quarter is higher for those without a recorded disability—ranging between a low employment rate of 64 percent for Adults who received Intensive services (but not Training services) to a high employment rate of 76 percent for Dislocated Workers who received only staff-assisted Core services, than for those classified by either of the definitions of individuals with a disability, which range from a low employment rate of 47 percent for Adults with a recorded disability not thought to be a substantial impediment to employment who received Training services to a high employment rate of 67 percent for two groups of Dislocated Workers—those with a disability who received Intensive services (but not Training services) and those with a disability judged to be a substantial impediment to employment who received Training services.
- The employment rate differences between those with or without a recorded disability are smaller for WIA Dislocated Workers than for WIA Adults. This pattern is consistent with the relevance of prior work history as a factor in WIA employment outcomes, but other covariates, including unknown differences in the type and severity of disability as an impediment to employment are pertinent as well.

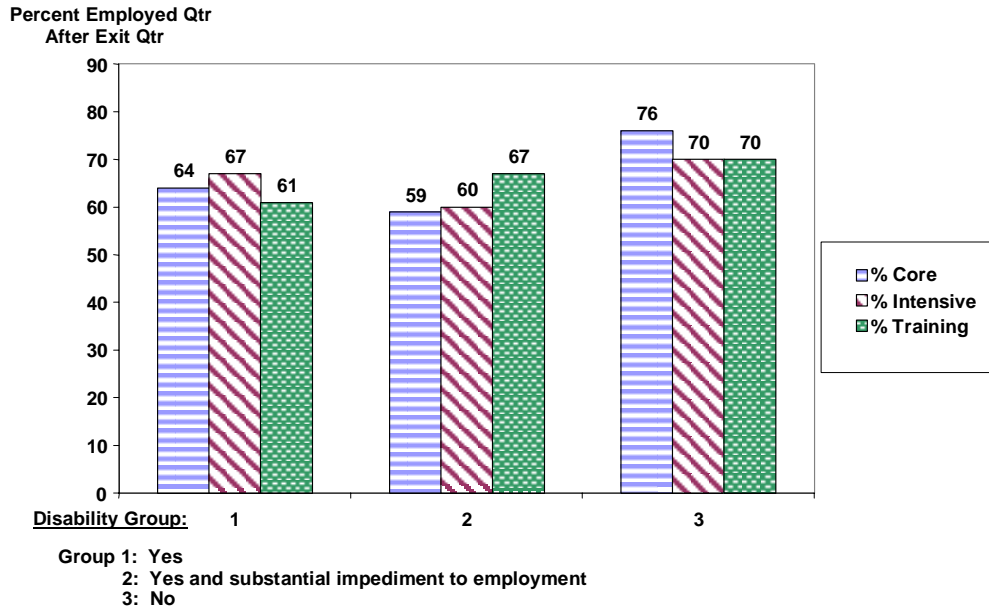
**EMPLOYMENT STATUS IN QUARTER AFTER EXIT QUARTER,
WIA ADULT EXITS IN ADARE STATES, JULY 2002 - JUNE 2003, BY DISABILITY**

FIGURE 6



**EMPLOYMENT STATUS IN QUARTER AFTER EXIT QUARTER,
WIA DISLOCATED WORKER EXITS IN ADARE STATES, JULY 2002 - JUNE 2003, BY DISABILITY**

FIGURE 7



SOURCE: The Jacob France Institute, University of Baltimore using ADARE States WIASRD

3.6 Earnings in the quarter after exit quarter for individuals with or without a recorded disability, by WIA Core, Intensive, and Training services category

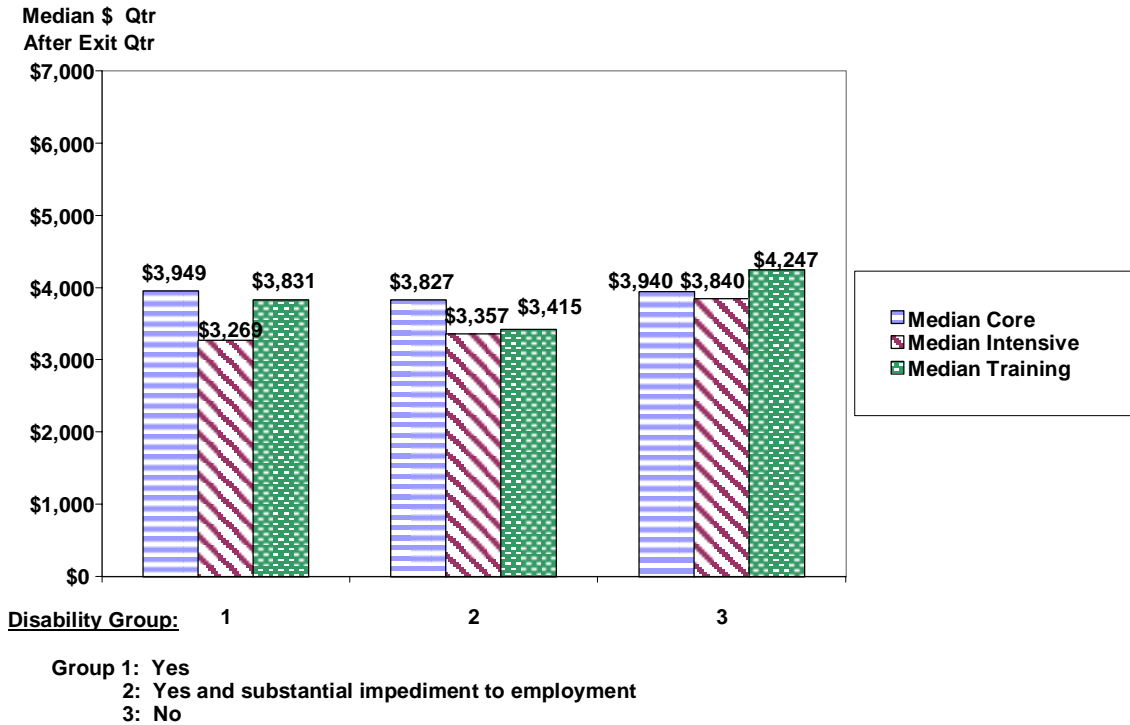
The final descriptive step taken in this report appears in Figure 8 (Adults) and Figure 9 (Dislocated Workers), which show the median reported earnings amount for those who were employed in the quarter after WIA exit quarter.¹⁰

- Figure 8 shows that median quarter after WIA exit quarter earnings for the nine Adult pairings of WIA services and disability status range from a low median of \$3,269 for those with a recorded disability not thought to be a major impediment to employment who received WIA Intensive services (but not Training services) to a high median of \$4,247 for those without a recorded disability who received Training services.
- Adults classified in each of the three *individuals with a disability* groups who received only staff-assisted WIA Core services attained the same median earnings level in the quarter after WIA exit quarter, while those in either of the two disability groupings assigned to the Intensive or Training services sub-populations had a lower median earnings level. Appropriate applications of statistical methods are needed to sort out the correlates of these differences.
- Figure 9 shows a complex set of nine median earnings amounts for WIA Dislocated Workers classified by recorded disability and WIA services assignment. In all six comparisons of Adult and Dislocated Worker median earnings in the quarter after exit quarter for those classified by disability status and as having received Intensive or Training services the Dislocated Worker sub-population had higher median earnings. Again, a speculative explanation for this difference is that the Dislocated Workers are likely to have had a ‘better’ prior work history than their Adult counterparts. This speculation can be verified, or not, using other available ADARE project longitudinal data files if the participating state agencies authorize query-specific use of the *individuals with a disability* data element matched with UI wage record files that are already maintained by the state research partners.
- Diagnostics have been conducted for one ‘outlier’ value seen in Figure 9—the \$8,821 median quarterly earnings amount for Dislocated Workers with a recorded disability not thought to be a substantial impediment to employment who received only staff-assisted WIA core services.

¹⁰ Again, the count of those employed in the quarter after WIA exit quarter excludes employment recorded in the WIASRD based on supplemental (i.e., non-UI wage record) sources, which does not include accompanying earnings information. If WIA customers with a recorded disability are more likely than WIA customers without a recorded disability to engage in paid work that is classified as non-covered employment for UI reporting purposes, then this should be recognized when interpreting employment rate and earnings comparisons between these groups.

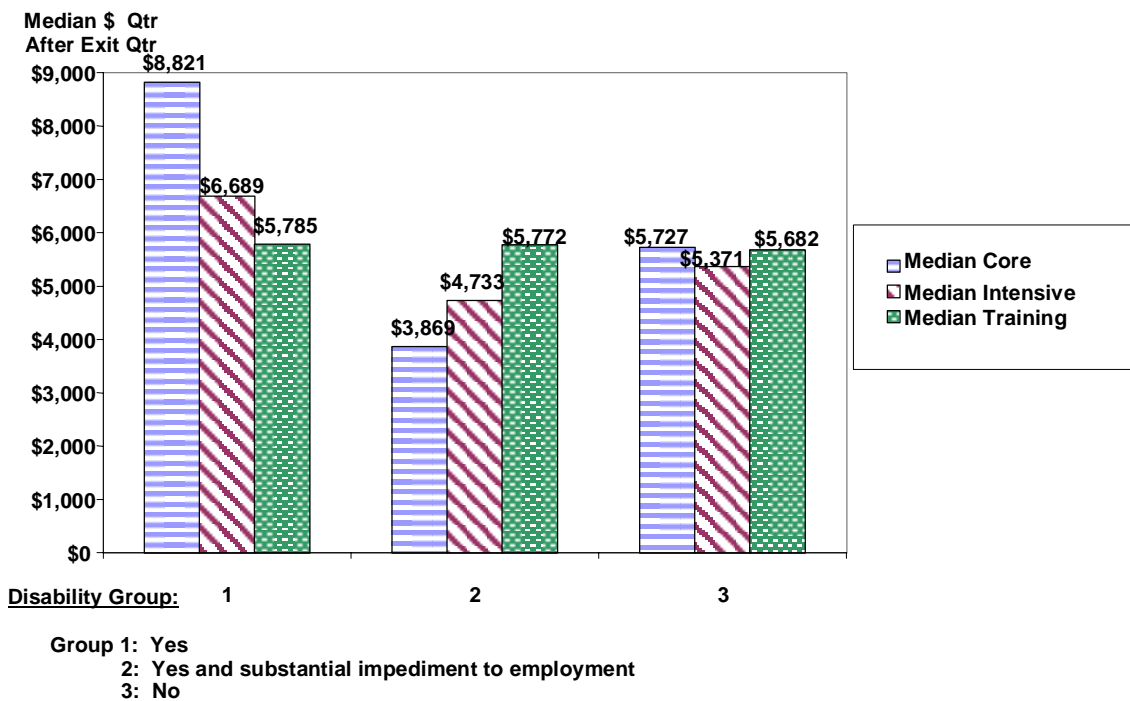
EARNINGS IN QUARTER AFTER EXIT QUARTER, WIA ADULTS EXITS IN ADARE STATES,
JULY 2002 - JUNE 2003, BY DISABILITY

FIGURE 8



EARNINGS IN QUARTER AFTER EXIT QUARTER, WIA DISLOCATED WORKER EXITS IN ADARE
STATES, JULY 2002 - JUNE 2003, BY DISABILITY

FIGURE 9



SOURCE: The Jacob France Institute, University of Baltimore using ADARE States WIASRD data.

The diagnostic steps revealed that two-thirds of the individuals in this sub-population are from one of the nine ADARE project state WIASRD files. State agency staff has been contacted to find out whether this 'outlier' median earnings amount can be explained by a particular event (e.g., a concentrated loss of employment from a single high wage business) or WIA customer attribute (e.g., educational attainment at the bachelor's degree or above level).

Three cautions in the interpretation of the median quarterly earnings amounts shown in Figure 8 and Figure 9 are:

1. Differences among the nine ADARE states in the mix of WIA service levels, age groups, gender shares, industry composition, and capability to respond to the needs of individuals with a disability.
2. WIA Section 134(d)(2), (3), and (4) define the eligibility criteria for delivery of staff-assisted Core, Intensive, and Training services. These criteria highlight the reservation of Intensive and Training services for those who are judged to require a greater investment and be able to obtain and retain employment as a result of this investment.

The earnings expectations that flow from local application of these eligibility criteria are not obvious. Those in lesser need of help to obtain and retain employment (i.e., those for whom staff-assisted Core service are thought to suffice) may reasonably be expected to have higher earnings than those needing more assistance to obtain and retain employment. Or, those who are selected as being qualified to benefit from an investment in training may reasonably be expected to have higher earnings than non-trainees because of the impact of training on productivity.

3. The quarter after WIA exit quarter reference period adopted here is a snapshot that does not consider a person's historical earnings profile prior to WIA registration or the weeks and hours worked during this reference quarter. Individuals with a recorded disability may work fewer hours or weeks by choice, or they may accept part-time employment because it is all that can be found at the time. Trainees may take longer to accept a new job because of expectations about finding a training-related job.

3.7 Summary of Findings

The findings reported here compare the flows through WIA staff-assisted Core, Intensive, and Training services and quarter after exit quarter employment status and earnings amount of 3,987 Adults and 1,014 Dislocated Workers who have a reported disability status in the July 2002-June 2003 WIASRD files of nine ADARE project states with flows of 79,364 Adults and 62,765 Dislocated Workers without a reported disability status in the same time period and states.

Highlights are:

- Three percent of the WIA Adult and Dislocated Worker sub-populations have a recorded disability not recorded as representing a substantial impediment to employment.
- One percent of the Adult and Dislocated Worker sub-populations have a recorded disability defined as a substantial impediment to employment.
- For the Adult sub-population, the recorded presence and impediment to employment nature of a disability makes little difference in the delivery of staff-assisted Core, Intensive, and Training services (as these are defined in the WIASRD; nothing more can be said about differences in the bundling of services within each of these three components of WIA service delivery).
- The Dislocated Worker distributions of WIA services differ from the Adult distribution with respect to disability status (see the Table on page 8). The share of Dislocated Workers with a substantial impediment to employment who received Training services is 20 percentage points higher than the Adult share (73 percent and 53 percent respectively).
- Adult males with a recorded disability are a larger percentage of those receiving WIA Intensive and Training services than Adult males with no recorded disability.
- The same percentage of male Dislocated Workers with or without a recorded disability received WIA Intensive and Training services.
- Forty-four percent of Dislocated Workers with a recorded disability defined as a substantial impediment to employment are males who received WIA Training services.
- There appears to be almost no relationship between the educational attainment of the three groupings of *individuals with a disability* and the distribution of these individuals among the three WIA service categories.
- The percent employed in the quarter after WIA exit quarter is higher for those without a recorded disability than for those satisfying either WIASRD definition of an individual with a disability. The employment rate differences between those with or without a recorded disability are smaller for Dislocated Workers than for Adults.
- The nine median quarterly earnings amounts for the quarter after WIA exit quarter for pairings of recorded disability status and WIA service component range between \$3,269 and \$4,247 (see Figure 8 on page 16).

- All six comparisons of Adult and Dislocated Worker median earnings in the quarter after WIA exit quarter, for those classified by recorded disability status and having received Intensive or Training services, show the Dislocated Worker sub-population to have higher median earnings.

4.0 CONCLUDING OBSERVATIONS

Care has been exercised throughout the preparation of this report to consistently use the phrase “*recorded* disability status”. I do not know how the interaction of each WIA customer with a One-Stop staff person translates into the coding of the *individual with a disability* field in the WIASRD file. Readers are again referred to the publications referenced in footnotes 1 and 3 to gain a better understanding of the nuances and importance of disability definition.

These concluding observations begin with excerpts from the findings reported by Yelin and Trupin in their 2003 *Monthly Labor Review* article:

- Persons with disabilities were 4 times more likely to report being in only fair or poor health.
- Almost half of persons with disabilities were 45 to 64 years of age, but only about a quarter of those without disabilities were.
- Persons with disabilities experienced greater returns from increased levels of education than did those without disabilities.
- Persons with disabilities were almost twice as likely as those without disabilities to report having experienced a job loss in the year prior to the interview.
- Persons with disabilities have lower employment rates and higher rates of job loss than those without disabilities...when employed, persons in the [disability] group have terms of employment that are substantially different from those in the [without disability] group.
- Persons with disabilities were also much less likely to report a promotion within a job or a better job in the 12 months prior to the interview.

These excerpts are included here to emphasize the relevance of ‘contextual’ information that is not found in the WIASRD or the administrative records from which the WIASRD is derived. Complementary data collection activities, such as those currently underway in the *Anatomy of a One-Stop* project being conducted in Baltimore MD and mid-Missouri One-Stop locations, can add contextual information that will improve our understanding of the forces that influence the flow of individuals with a disability through WIA services and their employment and earnings experiences after WIA exit.

Administration advocacy for the elimination of federal funding silos that create WIA Adult and Dislocated Worker and Wagner-Peyser Job Service sub-populations, coupled with the imminent beginning of OMB common performance indicator definitions, increases the urgency of understanding how particular groups, including individuals with a disability and older workers (not mutually exclusive groups), are likely to be affected.

A criterion for the definition of items to be included in the WIASRD was statutory language requiring a capacity to count individuals with particular demographic or status attributes. A complementary consideration when replacement of the WIASRD is contemplated should be how an included item can be defined in a practical way to permit its use in research and evaluation studies.

A combination of the *ADARE*, *Anatomy of a One-Stop*, and *Market-responsive Education and Employment Training System (MEETS)* methodologies illustrates how complementary data collection and analytical design strategies can illuminate important policy decision-making processes.

- What do One-Stop staffs need to know about the special circumstances of some individuals with disabilities to assemble the right bundle of needed services for each individual?
- What can research and evaluation studies contribute to the education of those in the business community who are unfamiliar with and uninformed or misinformed about the productive capacities and interests of individuals with disabilities?
- What can research and evaluation studies contribute to an improved understanding among individuals with disabilities about how other individuals with disabilities have succeeded in the workplace?