

## The Workforce Investment Act: *A First Look at Participation, Demographics, and Services*

By **Abbey Frank, Hedieh Rahmanou, and Steve Savner**

### Introduction

**T**he Workforce Investment Act of 1998 (WIA) replaced the Job Training Partnership Act (JTPA) and substantially altered federally funded job training and other employment-related services for adults, dislocated workers, and youth. The Act set forth a new vision for the delivery of workforce services funded under WIA and a variety of other federal programs. It requires that each of over 600 local workforce areas develops a one-stop delivery system that makes a broad array of workforce services available to both job seekers and employers in one location.

#### *About the Authors*

Abbey Frank is a Policy Analyst, Hedieh Rahmanou is a Research Assistant, and Steve Savner is a Senior Staff Attorney at the Center for Law and Social Policy.

The Act also considerably changed the kinds of services and the sequence of services that are delivered to each of three targeted categories of participants: adults, dislocated workers, and youth. Most significantly, the Act established three tiers of service within the adult and dislocated worker program—core, intensive, and training. These services are provided sequentially, meaning that individuals must first receive core services to gain access to intensive services, and similarly, individuals must receive both core and intensive services to then receive training services.

Recently, demographic data became available on the individuals who completed intensive and training services,<sup>1</sup> and the types of services they received, during the first full year of WIA implementation, July 2000–June 2001. This

Program Update provides an initial review of these data, which begins to describe the impact WIA implementation has had on the country's workforce development system. The data are organized by total WIA population, adults, dislocated workers, and youth. The Program Update concludes with state-by-state tables that further synthesize the data.<sup>2</sup>

### WIA Data Summary

Data from the program year (PY) 2000 (July 2000–June 2001), called Workforce Investment Act Standardized Record Data (WIASRD), show that<sup>3</sup>:

- 234,778 participants completed either WIA intensive or training services.
- 85,081 adults were served through the WIA adult funding stream, and 41,933 (49 percent)

1 Individuals who received only core services are not included in the WIASRD data set.

2 State allocation amounts for PY 2000 are available on the web at <http://www.doleta.gov/usworkforce/documents/fr/fr-2-17-2000.txt>.

3 Data from four states (Alabama, Louisiana, New York, and Pennsylvania) are not available. These four states combined received approximately 15 percent of the total WIA allocation for PY 2000.

of those adults completed some type of training.

- 163,223 individuals served through the adult funding stream completed training under JTPA in PY 1998, whereas 41,933 adults completed training under WIA in PY 2000.
- 76,401 dislocated workers were served through the dislocated worker funding stream, and 42,426 (56 percent) of those participants completed some type of training.
- 149,356 dislocated workers completed training under JTPA in PY 1998, whereas 42,426 dislocated workers completed training under WIA in PY 2000.
- 76,721 youth were served through the youth funding stream; 64,667 participated in the younger youth program, and 12,054 were in the older youth program.

## What Is WIA?

WIA established separate funding streams for employment-related services for each of three targeted groups of program participants: adults, dislocated workers, and youth. For each group, a distinct set of services is defined, with services for adults and dislocated workers substantially similar. In contrast to JTPA, changes were made both with regard to the individuals who are eligible for services and the types and services for which they are eligible. The principal changes

to individual eligibility are three-fold:

- All individuals, regardless of income or employment status, are eligible for a set of core services, such as basic job search assistance, access to information about job openings, and information about various job training programs.
- The “disadvantaged adult” program under JTPA, which required 90 percent of all participants to meet an income test, was modified into what is now the “adult” program. States are required to prioritize services to low-income adults when resources are limited, but otherwise there is no income eligibility requirement.
- The youth program, which had previously been available to both in- and out-of-school youth without any differentiation between the two, now must commit at least 30 percent of its funding to services for out-of-school youth.

Significant changes were also made to the types and the sequence of services provided to individuals. For adults and dislocated workers, the WIA programs provide a range of services. In contrast, under JTPA, job training was the only service given to all adults and dislocated workers. The broad array of services authorized under WIA is organized into three distinct tiers:

- **Core services**, including, among other things, initial assessments;

job search assistance; provision of labor market information; provider performance and program cost information; information about access to supportive services; and follow-up services, including employment counseling;

- **Intensive services**, including, among other things, comprehensive assessments, development of individual employment plans, short-term pre-vocational services, work experience activities, and case management for participants seeking training services; and
- **Training services**, including occupational skills training, on-the-job training, skill upgrading and retraining, job readiness training, adult education and literacy activities, and customized training.

These services are only available in sequential order, meaning that while core services are available to all adults seeking services through a one-stop, intensive and training services are only available in succession and as determined necessary by one-stop staff. In addition, youth services were also substantially modified by eliminating a federal mandate that a share of federal funds be spent on summer youth employment programs. In addition, WIA incorporated a broader set of youth development principles and components in the services that are mandated.

## WIA Data

States were required to begin implementation of WIA by July 2000 and have been continuously developing their programs since that time. Under the Act and associated regulations, states are required to collect a series of demographic and performance outcome information on each WIA participant<sup>4</sup> who accesses intensive or both intensive and training services. At the completion of the program year, states are required to submit data on those participants who exited<sup>5</sup> the WIA program (termed program exiters) during the year. Federal rules do not

require data collection or outcomes reporting for individuals who receive only core services. Individual participant data are collected and reported annually to the Department of Labor (DOL) through the WIASRD system. States are required to submit their data to DOL by January 31, after the completion of a program year (July 1-June 30). Additionally, states are required to submit annual reports to DOL that contain state and local performance information based on data drawn from the WIASRD.

The WIASRD data for PY 2000 (June 2000-July 2001) have only

recently become available, although data from four states—Alabama, Louisiana, New York, and Pennsylvania<sup>6</sup>—are not included in the complete data file. According to DOL, these states failed to submit the data or submitted data that were extremely incomplete and therefore unusable. Nonetheless, the data presented here contain useful information for forthcoming discussions on reauthorization of the legislation.<sup>7</sup> In the following sections, we provide WIASRD data available on the individuals that accessed WIA programs during PY 2000 and, where appropriate, compare it to those served under WIA's predecessor, the JTPA program.<sup>8</sup>

---

4 WIA participants served under Title I-B of the Act.

5 Participants are considered program “exiters” when they complete a specified program or do not receive any WIA-funded or non-WIA-funded partner activities for 90 days and are not scheduled for any future services except follow-up services.

6 These four states combined received approximately 15 percent of the total WIA allocation for PY 2000.

7 WIA was authorized for a five-year period; Congress must reauthorize the legislation by September 30, 2003.

8 State performance information for PY 2000 based on the WIASRD data is available on the web at [http://www.doleta.gov/usworkforce/documents/AnnualReports/annual\\_report\\_2000](http://www.doleta.gov/usworkforce/documents/AnnualReports/annual_report_2000).

## Total Population Served Through WIA

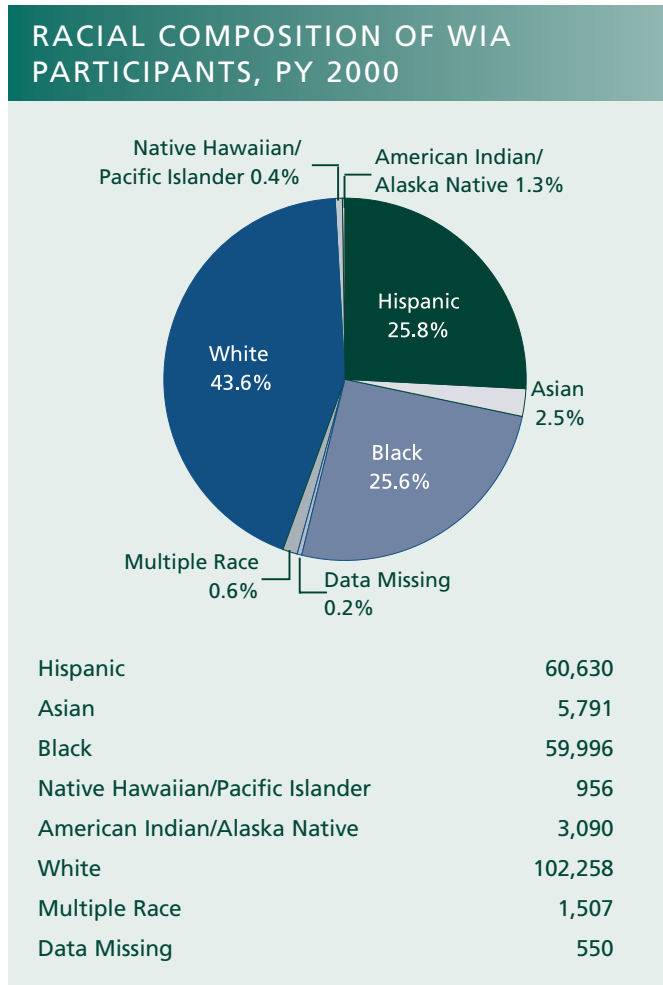
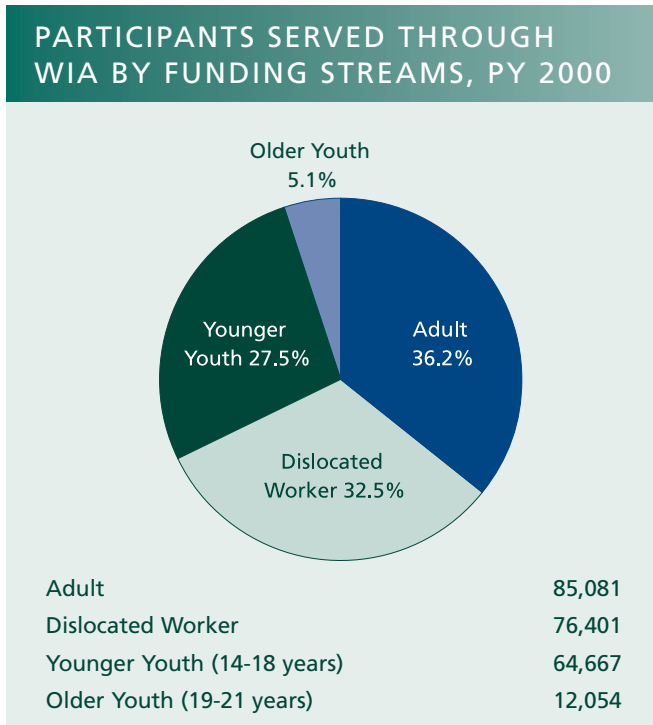
The tables and graphs below provide information on all participants included in the WIASRD for PY 2000. For this time period, the total federal allocation for adults, dislocated workers, and youth was \$3,539,990,000.

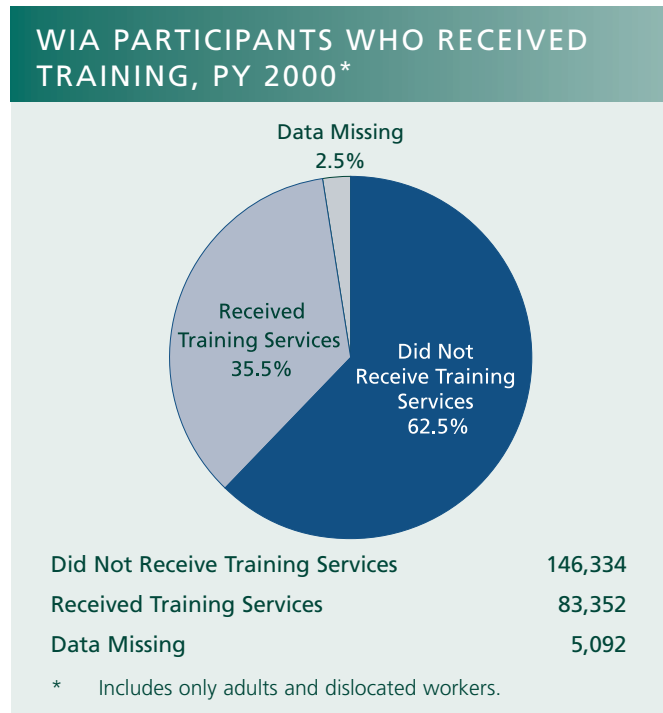
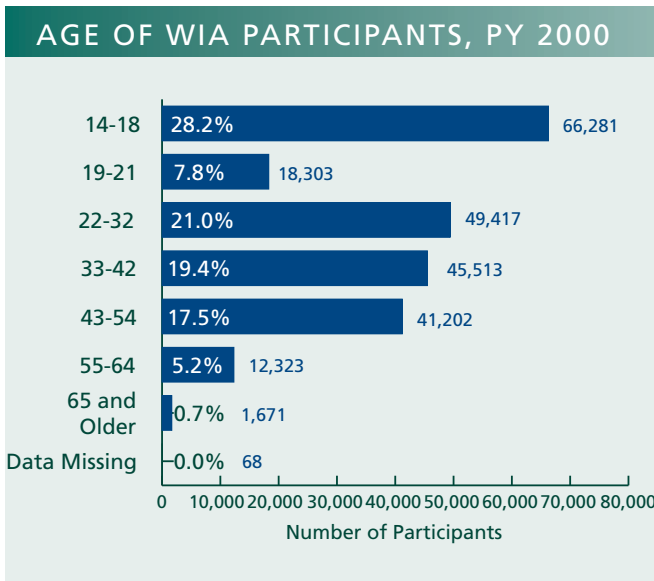
Of all exiters captured in the PY 2000 WIASRD:

- About 36 percent were served by the adult funding stream, 33 percent were served through the dislocated worker funding stream, and 33 percent were served by the youth funding streams.

- Approximately 44 percent were White, 26 percent were Black, and 26 percent were Hispanic.
- 56 percent were female.

- Most participants—84 percent—were unemployed at registration.
- 9 percent had limited English proficiency.
- 36 percent received training services.





### ADDITIONAL CHARACTERISTICS OF WIA PARTICIPANTS, PY 2000

#### GENDER

	Number	Percent
Male	104,080	44.3%
Female	130,697	55.7%

#### EMPLOYMENT STATUS AT REGISTRATION

	Number	Percent
Employed	37,250	15.9%
Not Employed	196,859	83.8%
Data Missing	669	0.3%

#### LIMITED ENGLISH LANGUAGE PROFICIENCY

	Number	Percent
Has Limited English Proficiency (LEP)	21,124	9.0%
Does Not Have LEP	183,975	78.4%
Data Missing	29,679	12.6%

## Adults Served Through WIA

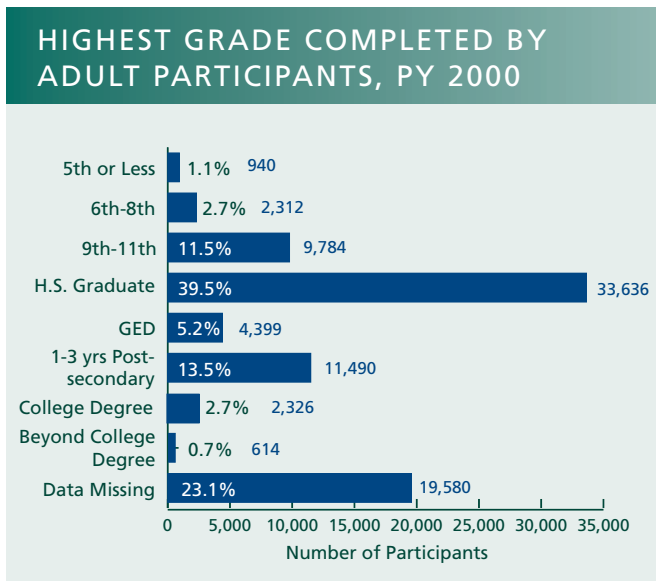
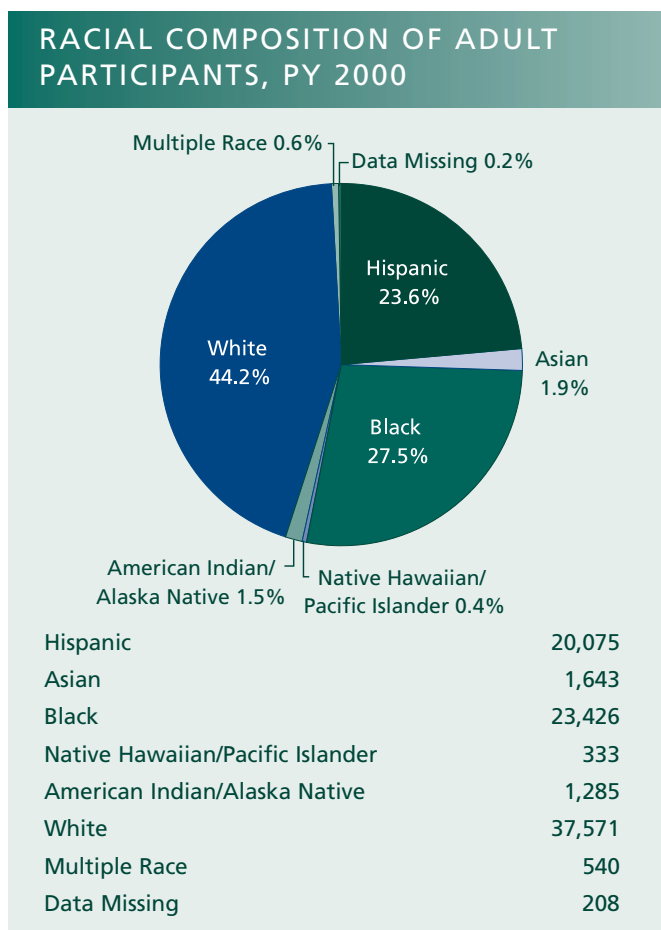
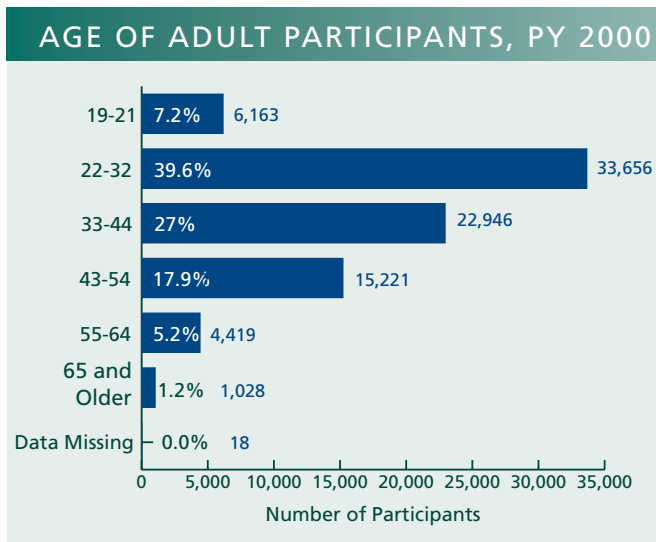
The tables and graphs below provide information on all program exiters served under the adult funding stream for PY 2000.<sup>9</sup> 85,081 adults received either intensive or both intensive and training services, and the total federal allocation for adults

during this time period was \$950,000,000.

Of all WIA exiters served through the adult funding stream:

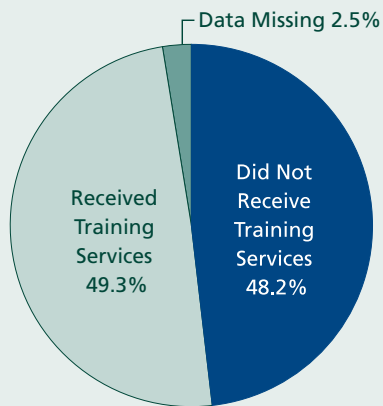
- About 44 percent were White, 28 percent were Black, and 24 percent were Hispanic.
- 60 percent were female.

- 78 percent were unemployed at registration.
  - 11 percent received Temporary Assistance for Needy Families (TANF) assistance.
  - 7 percent had limited English proficiency.
  - About 58 percent had a high school degree or higher level of education.
  - Approximately 49 percent received training services.
  - 17,053 adults established an Individual Training Account.
- Additionally, about 121,000 fewer adults received training under WIA in PY 2000 than under JTPA in PY 1998.



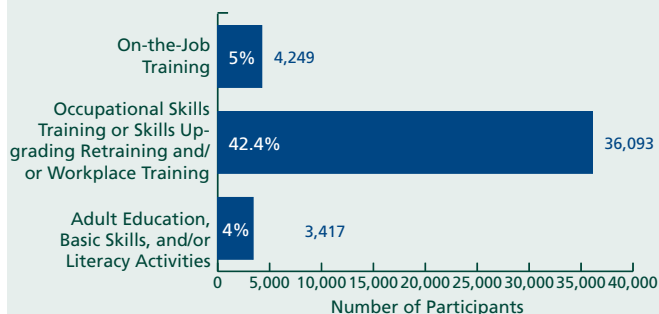
<sup>9</sup> 18- to 21-year-olds can be served under the adult or youth funding streams.

### RECEIPT OF TRAINING SERVICES AMONG ADULT PARTICIPANTS, PY 2000



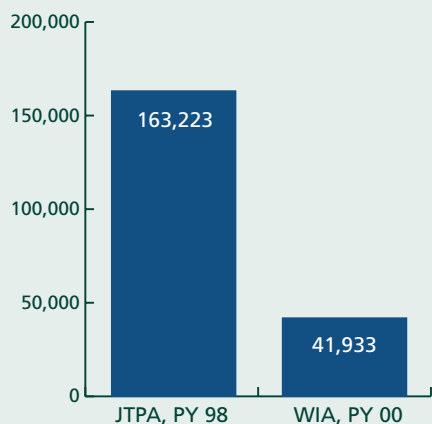
Did Not Receive Training Services	40,973
Received Training Services	41,933
Data Missing	2,175

### TYPES OF TRAINING SERVICES RECEIVED BY ADULT PARTICIPANTS, PY 2000\*



\* Categories are not mutually exclusive.

### NUMBER OF ADULT PARTICIPANTS WHO RECEIVED TRAINING: JTPA, PY 98 VS. WIA, PY 2000\*



\* JTPA number includes data from all 50 states, while 4 states (representing 15 percent of the funding) are not counted in the WIA data. If we reduce the JTPA number by 15 percent, it would be 138,739 participants.

### ADDITIONAL CHARACTERISTICS OF ADULT PARTICIPANTS, PY 2000

#### GENDER

	Number	Percent
Male	33,346	39.2%
Female	51,735	60.8%

#### INCOME STATUS

	Number	Percent
Low-Income	58,945	69.3%
Not Low-Income	20,128	23.7%
Data Missing	6,008	7.1%

#### TANF RECIPIENTS

	Number	Percent
Receiving TANF	9,634	11.3%
Not Receiving TANF	60,967	71.7%
Data Missing	14,480	17.0%

#### EMPLOYMENT STATUS AT REGISTRATION

	Number	Percent
Employed	18,413	21.6%
Not Employed	66,007	77.6%
Data Missing	661	0.8%

#### LIMITED ENGLISH LANGUAGE PROFICIENCY

	Number	Percent
Has Limited English Proficiency (LEP)	6,178	7.3%
Does Not Have LEP	60,303	70.9%
Data Missing	18,600	21.9%

## Dislocated Workers Served Through WIA

The tables and graphs below provide information on all the dislocated workers included in the WIASRD for PY 2000. 76,401 dislocated workers either received intensive or both intensive and training services, and the total federal allocation for dislocat-

ed workers during this time period was \$1,589,025,000.

Of all WIA exiters served by the dislocated worker funding stream:

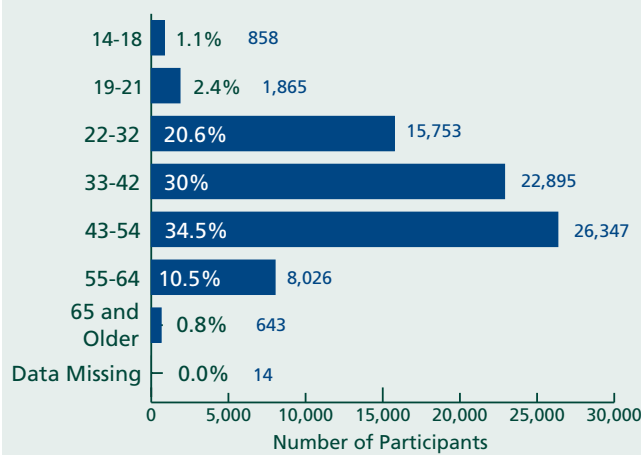
- 61 percent were White, 19 percent were Hispanic, and 13 percent were Black.

- 53 percent were female.
- 6 percent had limited English proficiency.
- 75 percent had a high school degree or higher.
- 56 percent received training services.
- 14,938 dislocated workers established an

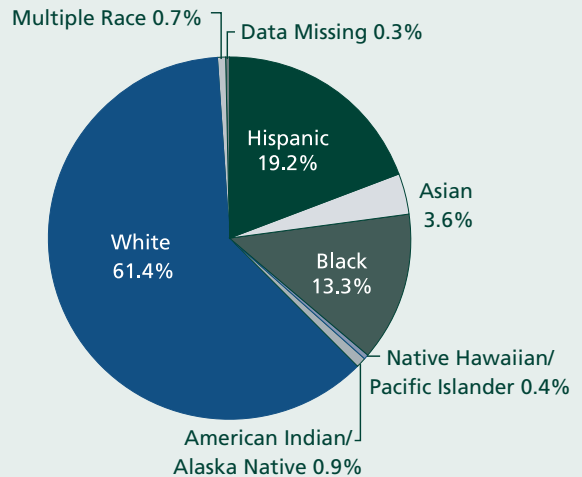
Individual Training Account.

Additionally, roughly 106,930 fewer dislocated workers received training under WIA in PY 2000 than under JTPA in PY 1998.

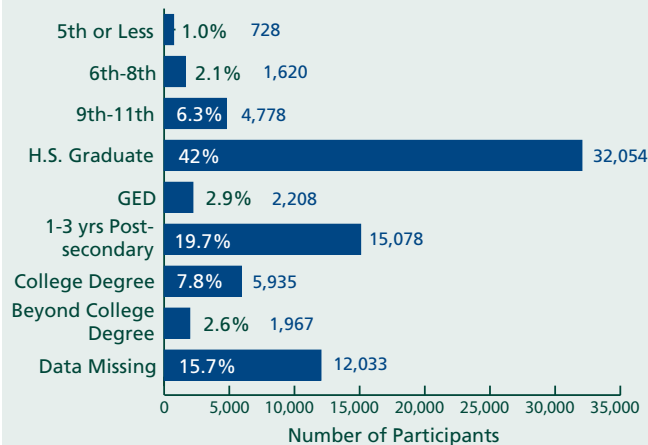
AGE OF DISLOCATED WORKER PARTICIPANTS, PY 2000



RACIAL COMPOSITION OF DISLOCATED WORKER PARTICIPANTS, PY 2000



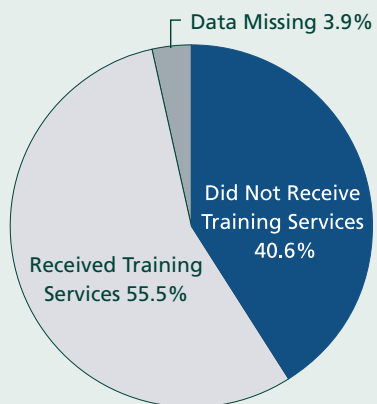
HIGHEST GRADE COMPLETED BY DISLOCATED WORKER PARTICIPANTS, PY 2000



Hispanic	14,697
Asian	2,782
Black	10,159
Native Hawaiian/Pacific Islander	322
American Indian/Alaska Native	693
White	46,932
Multiple Race	554
Data Missing	262

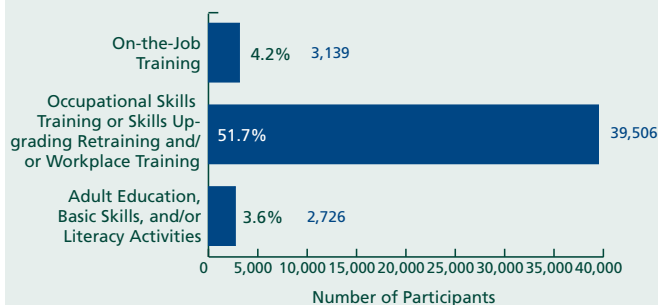


### RECEIPT OF TRAINING SERVICES AMONG DISLOCATED WORKER PARTICIPANTS, PY 2000

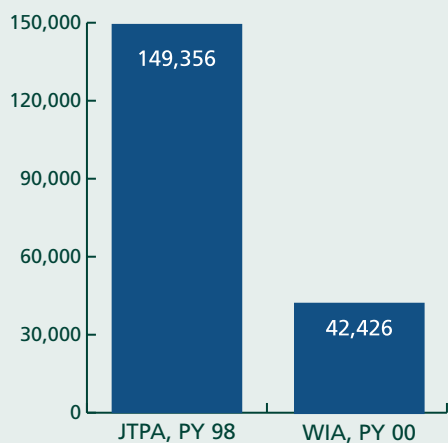


Did Not Receive Training Services	31,306
Received Training Services	42,426
Data Missing	2,669

### TYPES OF TRAINING SERVICES RECEIVED BY DISLOCATED WORKER PARTICIPANTS, PY 2000



### NUMBER OF DISLOCATED WORKERS WHO RECEIVED TRAINING: JTPA, PY 98 VS. WIA, PY 00\*



\* JTPA number includes data from all 50 states, while 4 states (representing 15 percent of the funding) are not counted in the WIA data. If we reduce the JTPA number by 15 percent, it would be 126,953 participants.

### ADDITIONAL CHARACTERISTICS OF DISLOCATED WORKER PARTICIPANTS, PY 2000

#### GENDER

	Number	Percent
Male	35,832	46.9%
Female	40,468	53.1%

#### LIMITED ENGLISH LANGUAGE PROFICIENCY

	Number	Percent
Has Limited English Proficiency (LEP)	4,924	6.4%
Does Not Have LEP	60,227	78.8%
Data Missing	11,250	14.7%

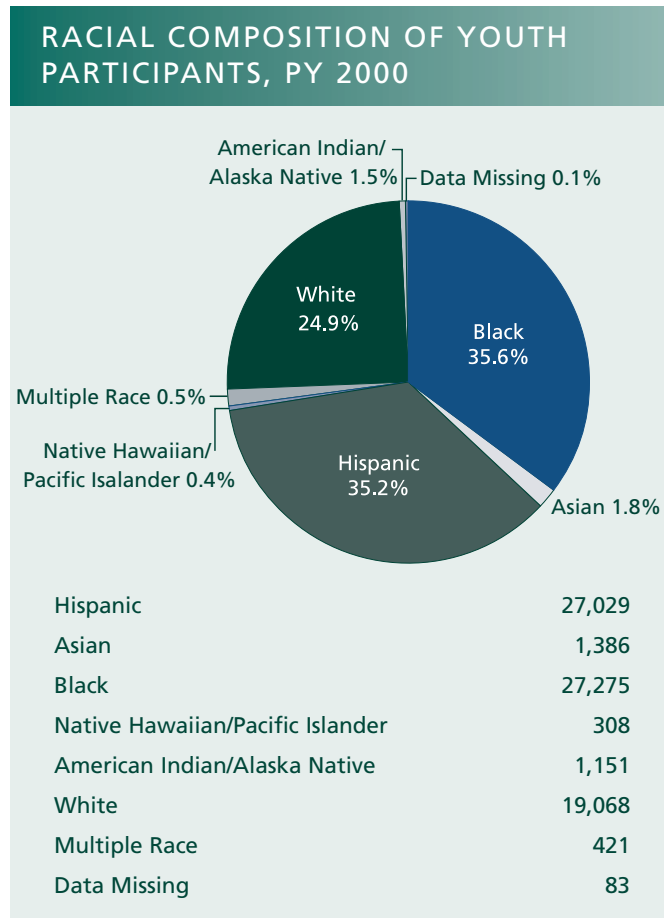
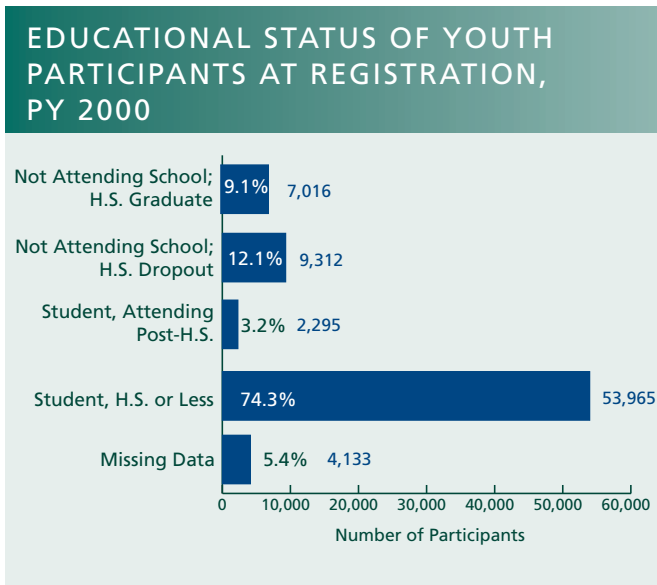
## Youth Served Through WIA

The tables and graphs below provide information on all the youth participants included in the WIASRD for PY 2000. 76,721 youth were served and the total federal allocation for youth during this time period was \$1,000,965,000.

Of all WIA exiters served through the youth funding stream:

- 64,667 were served through the younger youth program (14-18 years).
- 12,054 were served through the older youth program (19-21 years).

- 35 percent were Hispanic, 35 percent were Black, and 25 percent were White.
- 53 percent were female.
- 10 percent received TANF assistance.
- 14 percent had limited English proficiency.
- About 74 percent of youth were in high school.
- About 21 percent of youth were out of school—12 percent were high school dropouts and 9 percent were high school graduates.



**ADDITIONAL CHARACTERISTICS OF YOUTH PARTICIPANTS, PY 2000**

**GENDER**

	<b>Number</b>	<b>Percent</b>
Male	36,189	47.2%
Female	40,532	52.8%

**INCOME STATUS**

	<b>Number</b>	<b>Percent</b>
Low-Income	66,745	87.0%
Not Low-Income	7,061	9.2%
Missing Data	2,915	3.8%

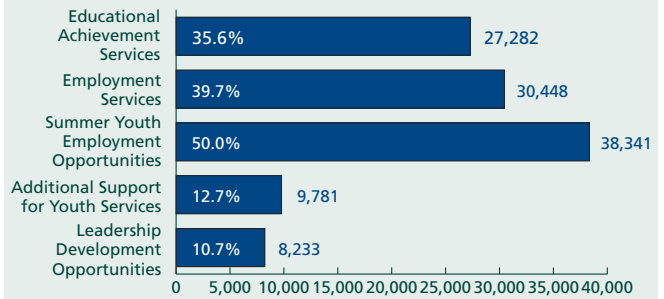
**TANF RECIPIENTS**

	<b>Number</b>	<b>Percent</b>
Receiving TANF	7,973	10.4%
Not Receiving TANF	60,746	79.2%
Missing Data	8,002	10.4%

**LIMITED ENGLISH LANGUAGE PROFICIENCY**

	<b>Number</b>	<b>Percent</b>
Has Limited English Proficiency (LEP)	10,721	14.0%
Does Not Have LEP	66,000	86.0%

**SERVICES RECEIVED BY YOUTH PARTICIPANTS, PY 2000\***



\* Categories are not mutually exclusive.

## State Data

## NUMBER OF WIA PARTICIPANTS BY FUNDING STREAM AND TRAINING, PY 2000

	Total WIA Participants <sup>1</sup>	Funding Streams			Received Training <sup>3</sup>
		Adult	Dislocated Worker	Youth <sup>2</sup>	
UNITED STATES	234,778	85,081	76,401	76,721	83,352
Alabama <sup>4</sup>					
Alaska	708	236	200	283	358
Arizona	3,461	1,706	820	1,016	900
Arkansas	1,290	545	551	194	165
California	25,703	9,867	9,554	6,323	9,550
Colorado	2,533	1,088	850	600	1,050
Connecticut	3,313	1,442	1,116	761	1,407
Delaware	578	331	166	81	462
Dist. of Col.	2,455	430	498	1,531	710
Florida	26,013	12,648	6,520	7,516	9,759
Georgia	1,283	92	1,105	92	12
Hawaii	2,169	814	1,150	215	965
Idaho	1,539	444	856	289	1,019
Illinois	9,553	1,929	2,712	4,928	3,568
Indiana	5,556	2,760	1,734	1,144	1,504
Iowa	1,984	492	1,351	147	419
Kansas	2,062	655	542	865	964
Kentucky	1,630	1,021	645	0	1,296
Louisiana <sup>4</sup>					
Maine	1,402	568	718	116	593
Maryland	4,943	1,929	1,600	1,818	1,143
Massachusetts	5,372	1,289	2,376	1,707	1,270
Michigan	11,046	4,371	2,778	3,897	2,564
Minnesota	5,255	1,630	1,909	1,755	1,670
Mississippi	1,431	315	249	870	398
Missouri	7,409	3,296	2,621	1,535	1,769
Montana	1,565	373	964	228	819
Nebraska	664	344	229	100	354
Nevada	2,282	996	619	674	660
New Hampshire	623	167	124	332	45
New Jersey	3,850	1,584	1,836	483	2,208
New Mexico	2,006	363	1,366	277	905
New York <sup>4</sup>					
North Carolina	3,098	1,252	1,318	568	1,779
North Dakota	768	369	225	189	332
Ohio	5,529	2,413	2,029	1,183	3,210
Oklahoma	1,238	848	392	139	948
Oregon	7,825	3,508	2,572	1,768	1,638
Pennsylvania <sup>4</sup>					
Puerto Rico	17,912	4,176	3,434	10,985	5,746
Rhode Island	685	130	264	310	113
South Carolina	1,745	631	660	455	841
South Dakota	1,589	516	462	693	742
Tennessee	650	223	280	147	*
Texas	32,995	10,997	8,873	13,669	11,898
Utah	2,335	1,070	753	563	1,492
Vermont	433	134	47	254	79
Virginia	3,338	885	1,105	1,353	302
Washington	6,570	1,865	3,123	1,644	4,062
West Virginia	3,636	596	944	2,096	1,106
Wisconsin	4,171	1,521	2,052	669	284
Wyoming	583	222	109	259	273

1 Participants who exited the WIA program during PY 2000.

2 Includes participants in both the older and younger youth programs.

3 Includes only adults and dislocated workers.

4 State not included in the PY 2000 file, either because data were not submitted or because the data submitted were incomplete.

\*Data missing.

**State Data**  
**PERCENT OF WIA PARTICIPANTS BY FUNDING STREAM AND TRAINING, PY 2000**

	Total WIA Participants <sup>1</sup>	Funding Streams			Received Training <sup>3</sup>
		Adult	Dislocated Worker	Youth <sup>2</sup>	
United States	234,778	36.2%	32.5%	32.7%	35.5%
Alabama <sup>4</sup>					
Alaska	708	33.3%	28.2%	40.0%	50.6%
Arizona	3,461	49.3%	23.7%	29.4%	26.0%
Arkansas	1,290	42.2%	42.7%	15.0%	12.8%
California	25,703	38.4%	37.2%	24.6%	37.2%
Colorado	2,533	43.0%	33.6%	23.7%	41.5%
Connecticut	3,313	43.5%	33.7%	23.0%	42.5%
Delaware	578	57.3%	28.7%	14.0%	79.9%
Dist. of Col.	2,455	17.5%	20.3%	62.4%	28.9%
Florida	26,013	48.6%	25.1%	28.9%	37.5%
Georgia	1,283	7.2%	86.1%	7.2%	0.9%
Hawaii	2,169	37.5%	53.0%	9.9%	44.5%
Idaho	1,539	28.8%	55.6%	18.8%	66.2%
Illinois	9,553	20.2%	28.4%	51.6%	37.3%
Indiana	5,556	49.7%	31.2%	20.6%	27.1%
Iowa	1,984	24.8%	68.1%	7.4%	21.1%
Kansas	2,062	31.8%	26.3%	41.9%	46.8%
Kentucky	1,630	62.6%	39.6%	0.0%	79.5%
Louisiana <sup>4</sup>					
Maine	1,402	40.5%	51.2%	8.3%	42.3%
Maryland	4,943	39.0%	32.4%	36.8%	23.1%
Massachusetts	5,372	24.0%	44.2%	31.8%	23.6%
Michigan	11,046	39.6%	25.1%	35.3%	23.2%
Minnesota	5,255	31.0%	36.3%	33.4%	31.8%
Mississippi	1,431	22.0%	17.4%	60.8%	27.8%
Missouri	7,409	44.5%	35.4%	20.7%	23.9%
Montana	1,565	23.8%	61.6%	14.6%	52.3%
Nebraska	664	51.8%	34.5%	15.1%	53.3%
Nevada	2,282	43.6%	27.1%	29.5%	28.9%
New Hampshire	623	26.8%	19.9%	53.3%	7.2%
New Jersey	3,850	41.1%	47.7%	12.5%	57.4%
New Mexico	2,006	18.1%	68.1%	13.8%	45.1%
New York <sup>4</sup>					
North Carolina	3,098	40.4%	42.5%	18.3%	57.4%
North Dakota	768	48.0%	29.3%	24.6%	43.2%
Ohio	5,529	43.6%	36.7%	21.4%	58.1%
Oklahoma	1,238	68.5%	31.7%	11.2%	76.6%
Oregon	7,825	44.8%	32.9%	22.6%	20.9%
Pennsylvania <sup>4</sup>					
Puerto Rico	17,912	23.3%	19.2%	61.3%	32.1%
Rhode Island	685	19.0%	38.5%	45.3%	16.5%
South Carolina	1,745	36.2%	37.8%	26.1%	48.2%
South Dakota	1,589	32.5%	29.1%	43.6%	46.7%
Tennessee	650	34.3%	43.1%	22.6%	*
Texas	32,995	33.3%	26.9%	41.4%	36.1%
Utah	2,335	45.8%	32.2%	24.1%	63.9%
Vermont	433	30.9%	10.9%	58.7%	18.2%
Virginia	3,338	26.5%	33.1%	40.5%	9.0%
Washington	6,570	28.4%	47.5%	25.0%	61.8%
West Virginia	3,636	16.4%	26.0%	57.6%	30.4%
Wisconsin	4,171	36.5%	49.2%	16.0%	6.8%
Wyoming	583	38.1%	18.7%	44.4%	46.8%

1 Participants who exited the WIA program during PY 2000.

2 Includes participants in both the older and younger youth programs.

3 Includes only adults and dislocated workers.

4 State not included in the PY 2000 file, either because data were not submitted or because the data submitted were incomplete.

\*Data missing.

## State Data

## NUMBER OF WIA PARTICIPANTS IN EACH RACIAL CATEGORY, PY 2000

	Total WIA Participants <sup>1</sup>	Hispanic	Asian	Black	Native Hawaiian/ Pacific Islander	American Indian/ Alaska Native	White	Multiple Race
<b>United States</b>	234,778	60,630	5,791	59,996	956	3,090	102,258	1,507
Alabama <sup>2</sup>								
Alaska	708	31	5	32	6	210	403	21
Arizona	3,461	1,528	35	373	10	294	1,104	13
Arkansas	1,290	17	4	480	0	8	778	3
California	25,703	9,802	2,338	4,716	297	273	8,203	74
Colorado	2,533	799	37	271	4	48	1,365	9
Connecticut	3,313	599	58	921	5	15	1,699	16
Delaware	578	39	9	255	2	2	271	0
Dist. of Col.	2,455	29	22	2,352	1	0	51	0
Florida	26,013	5,622	231	10,337	37	71	9,715	0
Georgia	1,283	13	12	629	1	3	619	2
Hawaii	2,169	209	656	24	337	11	583	349
Idaho	1,539	122	7	12	1	30	1,359	8
Illinois	9,553	1,423	297	4,291	5	22	3,470	8
Indiana	5,556	213	22	1,301	3	24	3,954	29
Iowa	1,984	47	38	61	2	19	1,808	9
Kansas	2,062	101	18	507	3	24	1,379	19
Kentucky	1,630	6	1	128	1	1	1,493	0
Louisiana <sup>2</sup>								
Maine	1,402	8	13	12	0	9	1,333	0
Maryland	4,943	218	60	3,143	29	16	1,393	74
Massachusetts	5,372	1,003	92	704	6	28	3,277	262
Michigan	11,046	447	48	4,370	16	99	5,977	89
Minnesota	5,255	126	271	844	5	229	3,749	31
Mississippi	1,431	4	1	1,037	0	0	386	3
Missouri	7,409	107	24	2,961	1	40	4,235	41
Montana	1,565	32	3	9	0	131	1,362	28
Nebraska	664	96	3	86	0	18	461	0
Nevada	2,282	367	32	595	34	53	1,182	19
New Hampshire	623	16	4	20	5	10	555	13
New Jersey	3,850	1,065	112	1,063	3	20	1,547	4
New Mexico	2,006	965	18	53	0	62	828	73
New York <sup>2</sup>								
North Carolina	3,098	31	9	1,459	5	120	1,270	0
North Dakota	768	23	1	23	6	81	634	0
Ohio	5,529	132	32	1,285	5	9	4,041	17
Oklahoma	1,238	26	2	143	1	134	925	7
Oregon	7,825	748	231	490	42	256	5,933	43
Pennsylvania <sup>2</sup>								
Puerto Rico	17,912	17,912	0	0	0	0	0	0
Rhode Island	685	136	21	97	3	9	401	15
South Carolina	1,745	25	4	1,102	0	10	598	0
South Dakota	1,589	42	3	32	0	194	1,289	29
Tennessee	650	1	3	165	0	4	477	0
Texas	32,995	15,156	419	10,247	6	79	7,086	0
Utah	2,335	251	42	70	18	99	1,801	54
Vermont	433	1	1	9	0	0	422	0
Virginia	3,338	57	0	1,659	0	11	1,548	63
Washington	6,570	663	473	494	50	202	4,650	38
West Virginia	3,636	15	0	336	0	4	3,278	3
Wisconsin	4,171	306	76	789	6	61	2,896	37
Wyoming	583	51	3	9	0	47	470	3

<sup>1</sup> Participants who exited the WIA program during PY 2000.

<sup>2</sup> State not included in the PY 2000 file, either because data were not submitted or because the data submitted were incomplete.

**State Data**  
**PERCENT OF WIA PARTICIPANTS IN EACH RACIAL CATEGORY, PY 2000**

	Total WIA Participants <sup>1</sup>	Hispanic	Asian	Black	Native Hawaiian/ Pacific Islander	American Indian/ Alaska Native	White	Multiple Race
<b>United States</b>	234,778	25.8%	2.5%	25.6%	0.4%	1.3%	43.6%	0.6%
<b>Alabama<sup>2</sup></b>								
Alaska	708	4.4%	0.7%	4.5%	0.8%	29.7%	56.9%	3.0%
Arizona	3,461	44.1%	1.0%	10.8%	0.3%	8.5%	31.9%	0.4%
Arkansas	1,290	1.3%	0.3%	37.2%	0.0%	0.6%	60.3%	0.2%
California	25,703	38.1%	9.1%	18.3%	1.2%	1.1%	31.9%	0.3%
Colorado	2,533	31.5%	1.5%	10.7%	0.2%	1.9%	53.9%	0.4%
Connecticut	3,313	18.1%	1.8%	27.8%	0.2%	0.5%	51.3%	0.5%
Delaware	578	6.7%	1.6%	44.1%	0.3%	0.3%	46.9%	0.0%
Dist. of Col.	2,455	1.2%	0.9%	95.8%	0.0%	0.0%	2.1%	0.0%
Florida	26,013	21.6%	0.9%	39.7%	0.1%	0.3%	37.3%	0.0%
Georgia	1,283	1.0%	0.9%	49.0%	0.1%	0.2%	48.2%	0.2%
Hawaii	2,169	9.6%	30.2%	1.1%	15.5%	0.5%	26.9%	16.1%
Idaho	1,539	7.9%	0.5%	0.8%	0.1%	1.9%	88.3%	0.5%
Illinois	9,553	14.9%	3.1%	44.9%	0.1%	0.2%	36.3%	0.1%
Indiana	5,556	3.8%	0.4%	23.4%	0.1%	0.4%	71.2%	0.5%
Iowa	1,984	2.4%	1.9%	3.1%	0.1%	1.0%	91.1%	0.5%
Kansas	2,062	4.9%	0.9%	24.6%	0.1%	1.2%	66.9%	0.9%
Kentucky	1,630	0.4%	0.1%	7.9%	0.1%	0.1%	91.6%	0.0%
<b>Louisiana<sup>2</sup></b>								
Maine	1,402	0.6%	0.9%	0.9%	0.0%	0.6%	95.1%	0.0%
Maryland	4,943	4.4%	1.2%	63.6%	0.6%	0.3%	28.2%	1.5%
Massachusetts	5,372	18.7%	1.7%	13.1%	0.1%	0.5%	61.0%	4.9%
Michigan	11,046	4.0%	0.4%	39.6%	0.1%	0.9%	54.1%	0.8%
Minnesota	5,255	2.4%	5.2%	16.1%	0.1%	4.4%	71.3%	0.6%
Mississippi	1,431	0.3%	0.1%	72.5%	0.0%	0.0%	27.0%	0.2%
Missouri	7,409	1.4%	0.3%	40.0%	0.0%	0.5%	57.2%	0.6%
Montana	1,565	2.0%	0.2%	0.6%	0.0%	8.4%	87.0%	1.8%
Nebraska	664	14.5%	0.5%	13.0%	0.0%	2.7%	69.4%	0.0%
Nevada	2,282	16.1%	1.4%	26.1%	1.5%	2.3%	51.8%	0.8%
New Hampshire	623	2.6%	0.6%	3.2%	0.8%	1.6%	89.1%	2.1%
New Jersey	3,850	27.7%	2.9%	27.6%	0.1%	0.5%	40.2%	0.1%
New Mexico	2,006	48.1%	0.9%	2.6%	0.0%	3.1%	41.3%	3.6%
<b>New York<sup>2</sup></b>								
North Carolina	3,098	1.0%	0.3%	47.1%	0.2%	3.9%	41.0%	0.0%
North Dakota	768	3.0%	0.1%	3.0%	0.8%	10.5%	82.6%	0.0%
Ohio	5,529	2.4%	0.6%	23.2%	0.1%	0.2%	73.1%	0.3%
Oklahoma	1,238	2.1%	0.2%	11.6%	0.1%	10.8%	74.7%	0.6%
Oregon	7,825	9.6%	3.0%	6.3%	0.5%	3.3%	75.8%	0.5%
<b>Pennsylvania<sup>2</sup></b>								
Puerto Rico	17,912	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Rhode Island	685	19.9%	3.1%	14.2%	0.4%	1.3%	58.5%	2.2%
South Carolina	1,745	1.4%	0.2%	63.2%	0.0%	0.6%	34.3%	0.0%
South Dakota	1,589	2.6%	0.2%	2.0%	0.0%	12.2%	81.1%	1.8%
Tennessee	650	0.2%	0.5%	25.4%	0.0%	0.6%	73.4%	0.0%
Texas	32,995	45.9%	1.3%	31.1%	0.0%	0.2%	21.5%	0.0%
Utah	2,335	10.7%	1.8%	3.0%	0.8%	4.2%	77.1%	2.3%
Vermont	433	0.2%	0.2%	2.1%	0.0%	0.0%	97.5%	0.0%
Virginia	3,338	1.7%	0.0%	49.7%	0.0%	0.3%	46.4%	1.9%
Washington	6,570	10.1%	7.2%	7.5%	0.8%	3.1%	70.8%	0.6%
West Virginia	3,636	0.4%	0.0%	9.2%	0.0%	0.1%	90.2%	0.1%
Wisconsin	4,171	7.3%	1.8%	18.9%	0.1%	1.5%	69.4%	0.9%
Wyoming	583	8.7%	0.5%	1.5%	0.0%	8.1%	80.6%	0.5%

<sup>1</sup> Participants who exited the WIA program during PY 2000.

<sup>2</sup> State not included in the PY 2000 file, either because data were not submitted or because the data submitted were incomplete.

## State Data

## NUMBER OF PARTICIPANTS SERVED THROUGH ADULT FUNDING STREAM, PY 2000

	Total Adults <sup>1</sup>	Low-Income Individuals	Received Training	Racial Composition						
				Hispanic	Asian	Black	Native Hawaiian/ Pacific Islander	American Indian/ Alaska Native	White	Multiple Race
<b>United States</b>	<b>85,081</b>	<b>58,945</b>	<b>41,933</b>	<b>20,075</b>	<b>1,643</b>	<b>23,426</b>	<b>333</b>	<b>1,285</b>	<b>37,571</b>	<b>540</b>
Alabama <sup>2</sup>										
Alaska	236	144	209	7	1	15	1	88	120	4
Arizona	1,706	797	447	724	15	260	6	138	512	6
Arkansas	545	39	20	8	0	202	0	2	333	0
California	9,867	7,922	4,354	3,706	638	2,307	75	110	3,002	29
Colorado	1,088	850	531	396	6	153	2	16	511	4
Connecticut	1,442	685	553	273	24	391	3	8	740	3
Delaware	331	113	305	21	7	151	2	2	148	0
Dist. of Col.	430	413	291	0	2	424	0	0	4	0
Florida	12,648	8,675	5,624	2,620	102	4,745	21	38	5,122	0
Georgia	92	75	*	1	0	54	0	1	35	0
Hawaii	814	500	430	92	232	5	119	8	193	165
Idaho	444	405	366	30	1	5	1	15	386	6
Illinois	1,929	1,792	1,449	167	41	731	0	3	977	3
Indiana	2,760	1,755	887	105	15	745	2	13	1,861	15
Iowa	492	439	81	14	0	32	0	5	440	1
Kansas	655	219	543	33	8	189	1	10	395	10
Kentucky	1,021	903	816	4	0	86	1	0	930	0
Louisiana <sup>2</sup>										
Maine	568	450	235	4	5	6	0	6	542	0
Maryland	1,929	508	448	62	18	1,412	10	8	408	11
Massachusetts	1,289	933	348	248	22	192	3	16	716	92
Michigan	4,371	3,559	1,296	191	12	1,653	10	49	2,415	41
Minnesota	1,630	*	708	53	111	386	1	66	1,002	11
Mississippi	315	217	239	0	0	206	0	0	108	1
Missouri	3,296	2,311	875	51	11	1,710	0	27	1,484	13
Montana	373	264	236	14	1	2	0	47	303	6
Nebraska	344	329	184	73	0	58	0	11	202	0
Nevada	996	664	330	212	20	257	16	20	459	12
New Hampshire	167	46	20	1	2	13	3	5	142	1
New Jersey	1,584	1,106	989	496	36	588	3	6	419	2
New Mexico	363	103	203	177	2	13	0	18	152	1
New York <sup>2</sup>										
North Carolina	1,252	215	802	11	3	681	2	62	455	0
North Dakota	369	269	181	18	0	16	2	38	295	0
Ohio	2,413	1,740	1,871	49	8	624	0	6	1,717	5
Oklahoma	848	808	705	14	1	99	1	97	632	4
Oregon	3,508	1,620	593	330	68	327	26	116	2,558	23
Pennsylvania <sup>2</sup>										
Puerto Rico	4,176	4,112	3,089	4,176	0	0	0	0	0	0
Rhode Island	130	71	41	12	3	15	1	2	95	1
South Carolina	631	472	342	19	1	436	0	4	171	0
South Dakota	516	435	420	10	2	5	0	56	433	10
Tennessee	223	*	*	0	1	59	0	1	162	0
Texas	10,997	9,908	7,542	5,152	95	3,097	3	35	2,615	0
Utah	1,070	570	914	84	14	25	6	24	899	18
Vermont	134	99	50	1	1	4	0	0	128	0
Virginia	885	557	295	23	0	403	0	1	447	11
Washington	1,865	1,091	1,457	207	99	114	12	64	1,350	19
West Virginia	596	589	300	3	0	33	0	1	558	1
Wisconsin	1,521	*	120	171	15	493	0	28	803	11
Wyoming	222	173	193	12	0	4	0	14	192	0

<sup>1</sup> Adults who exited the WIA program during PY 2000.

<sup>2</sup> State not included in the PY 2000 file, either because data were not submitted or because the data submitted were incomplete.

\* Data missing.



**State Data**  
**PERCENT OF PARTICIPANTS SERVED THROUGH ADULT FUNDING STREAM, PY 2000**

	Total Adults <sup>1</sup>	Low-Income Individuals	Received Training	Racial Composition						
				Hispanic	Asian	Black	Native Hawaiian/ Pacific Islander	American Indian/ Alaska Native	White	Multiple Race
<b>United States</b>	85,081	69.3%	49.3%	23.6%	1.9%	27.5%	0.4%	1.5%	44.2%	0.6%
Alabama <sup>2</sup>										
Alaska	236	61.0%	88.6%	3.0%	0.4%	6.4%	0.4%	37.3%	50.8%	1.7%
Arizona	1,706	46.7%	26.2%	42.4%	0.9%	15.2%	0.4%	8.1%	30.0%	0.4%
Arkansas	545	7.2%	3.7%	1.5%	0.0%	37.1%	0.0%	0.4%	61.1%	0.0%
California	9,867	80.3%	44.1%	37.6%	6.5%	23.4%	0.8%	1.1%	30.4%	0.3%
Colorado	1,088	78.1%	48.8%	36.4%	0.6%	14.1%	0.2%	1.5%	47.0%	0.4%
Connecticut	1,442	47.5%	38.3%	18.9%	1.7%	27.1%	0.2%	0.6%	51.3%	0.2%
Delaware	331	34.1%	92.1%	6.3%	2.1%	45.6%	0.6%	0.6%	44.7%	0.0%
Dist. of Col.	430	96.0%	67.7%	0.0%	0.5%	98.6%	0.0%	0.0%	0.9%	0.0%
Florida	12,648	68.6%	44.5%	20.7%	0.8%	37.5%	0.2%	0.3%	40.5%	0.0%
Georgia	92	81.5%	*	1.1%	0.0%	58.7%	0.0%	1.1%	38.0%	0.0%
Hawaii	814	61.4%	52.8%	11.3%	28.5%	0.6%	14.6%	1.0%	23.7%	20.3%
Idaho	444	91.2%	82.4%	6.8%	0.2%	1.1%	0.2%	3.4%	86.9%	1.4%
Illinois	1,929	92.9%	75.1%	8.7%	2.1%	37.9%	0.0%	0.2%	50.6%	0.2%
Indiana	2,760	63.6%	32.1%	3.8%	0.5%	27.0%	0.1%	0.5%	67.4%	0.5%
Iowa	492	89.2%	16.5%	2.8%	0.0%	6.5%	0.0%	1.0%	89.4%	0.2%
Kansas	655	33.4%	82.9%	5.0%	1.2%	28.9%	0.2%	1.5%	60.3%	1.5%
Kentucky	1,021	88.4%	79.9%	0.4%	0.0%	8.4%	0.1%	0.0%	91.1%	0.0
Louisiana <sup>2</sup>										
Maine	568	79.2%	41.4%	0.7%	0.9%	1.1%	0.0%	1.1%	95.4%	0.0%
Maryland	1,929	26.3%	23.2%	3.2%	0.9%	73.2%	0.5%	0.4%	21.2%	0.6%
Massachusetts	1,289	72.4%	27.0%	19.2%	1.7%	14.9%	0.2%	1.2%	55.5%	7.1%
Michigan	4,371	81.4%	29.6%	4.4%	0.3%	37.8%	0.2%	1.1%	55.3%	0.9%
Minnesota	1,630	*	43.4%	3.3%	6.8%	23.7%	0.1%	4.0%	61.5%	0.7%
Mississippi	315	68.9%	75.9%	0.0%	0.0%	65.4%	0.0%	0.0%	34.3%	0.3%
Missouri	3,296	70.1%	26.5%	1.5%	0.3%	51.9%	0.0%	0.8%	45.0%	0.4%
Montana	373	70.8%	63.3%	3.8%	0.3%	0.5%	0.0%	12.6%	81.2%	1.6%
Nebraska	344	95.6%	53.5%	21.2%	0.0%	16.9%	0.0%	3.2%	58.7%	0.0%
Nevada	996	66.7%	33.1%	21.3%	2.0%	25.8%	1.6%	2.0%	46.1%	1.2%
New Hampshire	167	27.5%	12.0%	0.6%	1.2%	7.8%	1.8%	3.0%	85.0%	0.6%
New Jersey	1,584	69.8%	62.4%	31.3%	2.3%	37.1%	0.2%	0.4%	26.5%	0.1%
New Mexico	363	28.4%	55.9%	48.8%	0.6%	3.6%	0.0%	5.0%	41.9%	0.3%
New York <sup>2</sup>										
North Carolina	1,252	17.2%	64.1%	0.9%	0.2%	54.4%	0.2%	5.0%	36.3%	0.0%
North Dakota	369	72.9%	49.1%	4.9%	0.0%	4.3%	0.5%	10.3%	79.9%	0.0%
Ohio	2,413	72.1%	77.5%	2.0%	0.3%	25.9%	0.0%	0.2%	71.2%	0.2%
Oklahoma	848	95.3%	83.1%	1.7%	0.1%	11.7%	0.1%	11.4%	74.5%	0.5%
Oregon	3,508	46.2%	16.9%	9.4%	1.9%	9.3%	0.7%	3.3%	72.9%	0.7%
Pennsylvania <sup>2</sup>										
Puerto Rico	4,176	98.5%	74.0%	100%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Rhode Island	130	54.6%	31.5%	9.2%	2.3%	11.5%	0.8%	1.5%	73.1%	0.8%
South Carolina	631	74.8%	54.2%	3.0%	0.2%	69.1%	0.0%	0.6%	27.1%	0.0%
South Dakota	516	84.3%	81.4%	1.9%	0.4%	1.0%	0.0%	10.9%	83.9%	1.9%
Tennessee	223	*	*	0.0%	0.4%	26.5%	0.0%	0.4%	72.6%	0.0%
Texas	10,997	90.1%	68.6%	46.8%	0.9%	28.2%	0.0%	0.3%	23.8%	0.0%
Utah	1,070	53.3%	85.4%	7.9%	1.3%	2.3%	0.6%	2.2%	84.0%	1.7%
Vermont	134	73.9%	37.3%	0.7%	0.7%	3.0%	0.0%	0.0%	95.5%	0.0%
Virginia	885	62.9%	33.3%	2.6%	0.0%	45.5%	0.0%	0.1%	50.5%	1.2%
Washington	1,865	58.5%	78.1%	11.1%	5.3%	6.1%	0.6%	3.4%	72.4%	1.0%
West Virginia	596	98.8%	50.3%	0.5%	0.0%	5.5%	0.0%	0.2%	93.6%	0.2%
Wisconsin	1,521	*	7.9%	11.2%	1.0%	32.4%	0.0%	1.8%	52.8%	0.7%
Wyoming	222	77.9%	86.9%	5.4%	0.0%	1.8%	0.0%	6.3%	86.5%	0.0%

<sup>1</sup> Adults who exited the WIA program during PY 2000.

<sup>2</sup> State not included in the PY 2000 file, either because data were not submitted or because the data submitted were incomplete.

\* Data missing.

## Definition of Terms

### ADULTS

Defined as any individual who is 18 or older.

### DISLOCATED WORKERS

Defined as an individual who has:

A) i) been terminated or laid off, or has received a notice of termination or layoff from employment; ii) is eligible for or has exhausted entitlement to unemployment compensation; or has been employed for a duration sufficient to demonstrate attachment to the workforce but is not eligible for unemployment compensation due to insufficient earnings or having performed services for an employer that were not covered under a state unemployment compensation law; and is unlikely to return to a previous industry or occupation; and iii) is unlikely to return to a previous industry or occupation;

B) i) has been terminated or laid off or has received a notice of termination or layoff from employment as a result of any permanent closure of, or any substantial layoff at a plant, facility, or enterprise; ii) is employed at a facility at which the employer has made a general announcement that such facility will close within 180 days; or iii) for purposes of eligibility to receive services other than training services described in section 134 (d) (4), intensive services described in section 134 (d) (3), or supportive services, is employed at a facility at

which the employer has made a general announcement that such facility will close;

C) was self-employed but is unemployed as a result of general economic conditions in the community in which the individual resides or because of natural disasters; or

D) is a displaced homemaker.

### YOUTH

Defined as an individual who:

A) is not less than age 14 and not more than age 21;

B) is a low-income individual; and

C) is an individual who is one or more of the following: i) deficient in basic literacy skills; ii) a high school dropout; iii) homeless; a runaway or a foster child; iv) pregnant or a parent; v) an offender; or vi) an individual who requires additional assistance to complete an educational program, or to secure and hold employment. Participants in the younger youth program are individuals age 14-18, while older youth participants include individuals age 19-21.

### LIMITED ENGLISH PROFICIENCY

Defined as an adult or out-of-school youth who has limited ability in speaking, reading, writing, or understanding the English language, and

A) whose native language is a language other than English, or

B) who lives in a family or community environment where a language other than English is the dominant language.

### LOW-INCOME INDIVIDUALS

Defined as an individual who:

A) receives or is a member of a family that receives cash payments under a federal, state, or local income-based public assistance program;

B) received an income or is a member of a family that received a total family income for the six-month period prior to application for the program involved (exclusive of unemployment compensation, child support payments, payments described in subparagraph (A), and old age survivors insurance benefits received under section 202 of the Social Security Act) that, in relation to family size, does not exceed the higher of—i) the poverty line for an equivalent period; or ii) 70 percent of the lower living standard income level for an equivalent period;

C) is a member of a household that receives (or has been determined within the six-month period prior to application for the program involved to be eligible to receive) food stamps pursuant to the Food Stamp Act of 1977;

D) qualifies as a homeless individual, as defined in subsections (a) and (c) of section 103 of the

Stewart B. McKinney Homeless Assistance Act;

E) is a foster child on behalf of whom state or local government payments are made; or

F) in cases permitted by regulations promulgated by the Secretary of Labor, is an individual with a disability whose own income meets the requirements of a program described in subparagraph (A), or of subparagraph (B), but who is a member of a family whose income does not meet such requirements.

## Methodology

The PY 2000 WIASRD database contains information on all WIA participants who received either intensive or both intensive and training services under WIA between July 1, 2000, and June 30, 2001, and exited the program. Therefore, individuals who received only core services under WIA are not included in the database. It is important to reiterate that while all states were required to submit data to DOL, the PY

2000 final data set does not contain information on participants from four states—Alabama, Louisiana, New York, and Pennsylvania. According to DOL, these states failed to submit the data or submitted data that were extremely incomplete and therefore unusable.

In analyzing the WIASRD data to create the graphic presentations in this program update, we followed DOL's guidance contained in, "WIASRD Record Layout: PY 2000," dated November 2002. Most of the categories presented are basic frequencies of variables contained in the WIASRD data.

In calculating the number of participants who received training under WIA, we included individuals that were coded "yes" for at least one of the following data fields: established an Individual Training Account, adult education, basic skills and/or literacy activities, on-the-job-training, occupational skills training or skills upgrading/retraining, and/or workplace training. We counted cases for which there was no information in the data field "date of first training service" as

individuals who did not receive training. We then added those cases to the total number of individuals who did not receive any of the aforementioned training services to calculate the total number of participants who did not receive training.

A few tables present JTPA program data for PY 1998 in order to compare the final year of the JTPA program and the first year of WIA. These data are available from the *JTPA Standardized Program Information Report (SPIR) Data Book* that was released by the Employment and Training Administration of DOL in April 2000. It is important to note that unlike the PY 2000 WIASRD data, these data contain program information from all 50 states. In calculating the adults who received training under JTPA, we included program information on participants who received services under Title II-A and Section 204(d)—the Older Workers Program. For dislocated workers, the data include individuals served under Title III of JTPA.

# CLASP

CENTER FOR LAW AND SOCIAL POLICY

## PROGRAM UPDATE

### Workforce Investment Act

March 2003  
Update No. 1

#### ABOUT CLASP

The Center for Law and Social Policy (CLASP), a national nonprofit organization founded in 1968, conducts research, legal and policy analysis, technical assistance, and advocacy related to economic security for low-income families with children.

CLASP seeks to help low-income families develop the training and skills needed for success in the workforce by focusing on implementation and reauthorization of the Workforce Investment Act (WIA); promoting policies on job retention and advancement, including basic and job skills training and post-secondary education; and promoting access to work

supports to assist entry into the workforce.

This program update is made possible, in part, by funding from the Annie E. Casey, Ford, William and Flora Hewlett, Joyce, John D. and Catherine T. MacArthur, Charles Stewart Mott, and Public Welfare Foundations; the Moriah Fund; and an anonymous donor.

---

# CLASP

CENTER FOR LAW AND SOCIAL POLICY

1015 15th Street, NW, Suite 400  
Washington, DC 20005

202.906.8000 main  
202.842.2885 fax

[www.clasp.org](http://www.clasp.org)

Workforce Investment Act • Update No. 1

## CLASP PROGRAM UPDATE