

# Dislocated Workers Study



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# Workforce Innovation and Opportunity Act Dislocated Workers Study

## Report prepared by

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## Executive Summary

Idaho served 4,002 dislocated workers from July 2009 – June 2016 through the Workforce Innovation and Opportunity Act (WIOA) Dislocated Worker program. These workers are those dislocated from the workforce due to business restructuring, closures, permanent layoffs or who have become displaced homemakers.

WIOA requires states to evaluate the effectiveness of federally funded programs. As the state workforce agency responsible for administering the WIOA programs, the Idaho Department of Labor conducted an evaluation, or study, on the dislocated workers program in Idaho.

Overall, participant employment rate rose from 50 percent in the year prior to program completion to more than 80 percent in the year after. Wages increased from a quarterly average of \$5,361 to \$8,521 in the fourth quarter.

WIOA, enacted in 2014, is a federally funded program that helps states provide job seekers access to high-quality jobs and careers, education, training and support services. WIOA provides funding to support training and employment services for three specific program groups: adults, dislocated workers and low-income, out-of-school youth. WIOA helps employers hire and retrain workers with the skills they need to remain relevant in the global economy.

The Dislocated Workers program recipients tend to be socially and economically disadvantaged, including ex-offenders, Supplemental Nutrition Assistance Program (SNAP) recipients or homemakers seeking their first job or returning to the labor force after an absence or individuals who have lost jobs permanently.

### Key Findings

- Dislocated workers employed for an entire year prior to completing the program realized, on average, a 97 percent increase in annualized wages.
- More than 72 percent of the participants employed for less than a year prior to completing the program experienced an even higher wage increase, especially when previously, wages had been sporadic or employment short-lived.
- Statewide, 74 percent of the 4,002 program participants succeeded at retaining 90 percent of their wages prior to program enrollment one year after program completion.
  - The share of participants reporting wages at any point in the year prior to completing the program increased from 72 percent to 90 percent in the following year.
  - Participants obtaining any credential achieved the largest wage increase (96 percent vs. 34 percent) one year later as compared with participants who did not obtain a postsecondary credential.

- Average employment during any given quarter increased from 50 percent in the previous year to 80 percent in the fourth quarter following program completion.
- Idaho's Hispanic population, 24 years of age and younger, used the dislocated worker services more than the general population 45 years of age and older.
- Compared with participants who did not obtain a postsecondary credential, those who attained credentials were 22 percent more likely to retain 90 percent of their wages prior to dislocation.
- The share of participants in south central and southeastern Idaho who achieved associate degrees was more than twice the share than in any other region in Idaho.
- Participants with socioeconomic concerns, including SNAP beneficiaries, public assistance recipients or those with ex-offender status, experienced lower-than-expected employment rates following program completion.
- Dislocated workers received anywhere from one to more than 10 distinct services; however, the number of services provided varied by local office.
- The three services with the best outcomes were intensive assessments, job search assistance and skill upgrade and / or retraining.

## Introduction

Idaho is experiencing unmatched job growth and a continual decline in its unemployment rate. The ability of employers to find qualified workers is a priority. By 2026, Idaho's occupational forecast indicates 35.2 percent of all new jobs or jobs created between 2016 and 2026 will require education beyond high school.

The Workforce Innovation & Opportunity Act (WIOA) program requires states to strategically align workforce development programs and ensure employment and training services by core programs are coordinated and complementary at the regional and / or local levels. This strategy allows job seekers to acquire skills that meet employers' local, regional and statewide needs. To foster regional collaboration and ensure WIOA programs are evidence-based and data-driven, Idaho's Workforce Development System is comprised of a statewide Governor's Workforce Development Council (WDC), two local areas functioning as a single state-planning region and numerous state and local employment and training organizations working in partnership to bring services to Idaho students, job seekers and businesses. This system ensures the needs of businesses and workers drive workforce solutions. The WDC is the policy-setting authority for WIOA in Idaho and establishes performance outcome criteria for Idaho WIOA programs.

By design, the WIOA program helps businesses find skilled workers and enhances access to high-quality work-based training and other important workforce services. WIOA provides opportunities for business to participate in training eligible youth and adults, and it helps those businesses establish connections to individuals who received training and industry-recognized credentials from an approved education and / or training provider. In Idaho, hundreds of individuals receive training each year under WIOA. Most of the training takes place at one of Idaho's public or private training institutions. Many of these individuals obtain industry-recognized credentials and other certificates, degrees and certifications. The goal is to help increase the employment, retention, earnings and occupational skill attainment of the adult and dislocated workers who receive services. Services for participants include interest assessments, job referrals, other career services, labor market information and job training opportunities to help obtain in-demand, self-sustaining employment.

This report establishes a baseline for Idaho's WIOA Dislocated Workers program and provides information on differences between Labor's six regions and 24 local offices, excluding Soda Springs, and the services provided by each. The findings from this report intend to serve as a basis for implementing policy aimed at normalizing the most successful practices across local offices.

The study identifies the factors affecting program performance based on the services provided to dislocated workers during program years 2010 to 2016 (July 2009 – June 2016). The results include employment placement and wage retention rates after program completion depicting several degrees of geography and customer demographics.

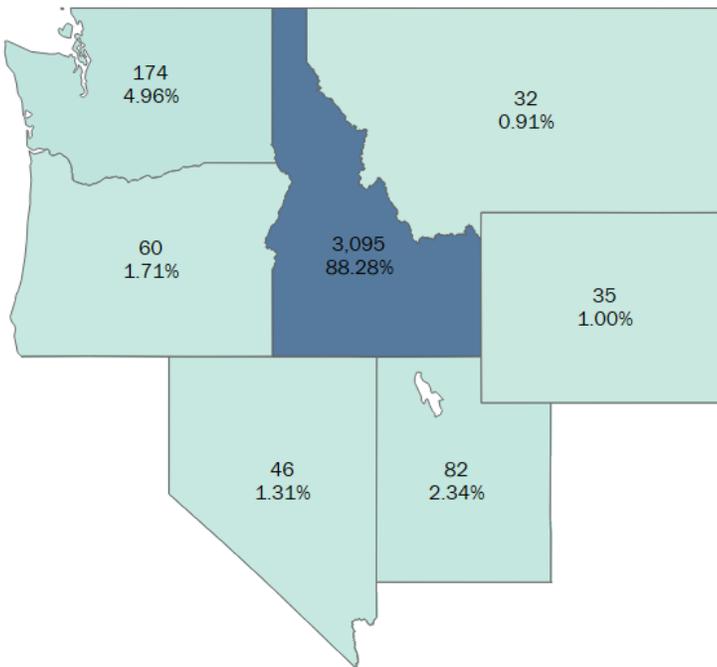
The analysis includes service recipients exiting the program from the Workforce Investment Act (WIA) enacted in 1998 and the WIOA enacted in 2014. Given the small populations served, it was necessary to consolidate all records from the WIA and WIOA periods as one, regardless of how each program reshaped service delivery. By grouping all records for dislocated workers in a single file, analysts established the all-time benchmark metrics for program performance to understand the department's effectiveness in managing the Dislocated Workers program throughout time.

# Results

## Demographics

**Place of Work.** Idaho served 4,002 dislocated workers from July 2009 – June 2016 at each of the 24 local offices (excluding Soda Springs) throughout the state. Results were compiled by both the region and local office that provided services. Most of the participants remained in Idaho after program completion, with fewer than 15 percent of

**Figure 1.** Location of Dislocated Workers One Year Following Program Completion



workers reporting fourth quarter wages out of state (Figure 1). Of the participants who relocated to other states, most found employment in Washington, followed by the remainder of Idaho’s six surrounding states and even fewer to the remainder of the country. (Note that the percentages in Figure 1 may add up to more than 100 percent because some participants reported wages in more than one state for the year following program completion.)

**Regional Services.** With the largest population of the six regions, southwestern Idaho served 47 percent of all dislocated workers throughout the state over the course of the evaluation period. Northern Idaho served 21 percent of the population and the remaining four regions – north central, south central, southeastern and eastern Idaho – served fewer than 10 percent. Overall, 54 percent of participants served were male and 46 percent

female. The age group served most frequently was 35 – 44 years old, making up 28 percent of participants. Less than 1 percent were 65 years and older and 5 percent were age 24 years and younger. The youngest population served was in south central Idaho and the oldest in eastern Idaho.

Idaho has a Hispanic population of 12.5 percent, with an average of 7.9 percent of dislocated workers identified as Hispanic across the six regions. The proportion of Hispanics who received dislocated worker services varied significantly, with south central Idaho serving the most at 12.9 percent and north central Idaho the lowest at 2.8 percent. While the share of Hispanics served varied greatly throughout Idaho, metrics of program success between Hispanics and non-Hispanics were equivalent. There was no difference between Hispanics and non-Hispanics in their ability to retain 90 percent of their prior quarterly wages in the second and fourth quarter following program completion. Of interest, a larger share of younger Hispanics was provided services when compared with older populations. Nearly 23 percent of participants age 24 and younger were Hispanic. This percentage decreased with every increasing age group (Table 1).

**Table 1.** Share of Hispanics Receiving Dislocated Worker Services

	Hispanic	Non-Hispanic
24 and younger	23%	77%
25 - 34	10%	90%
35 - 44	8%	92%
45 - 54	5%	95%
54 - 64	5%	95%
65 +	3%	97%

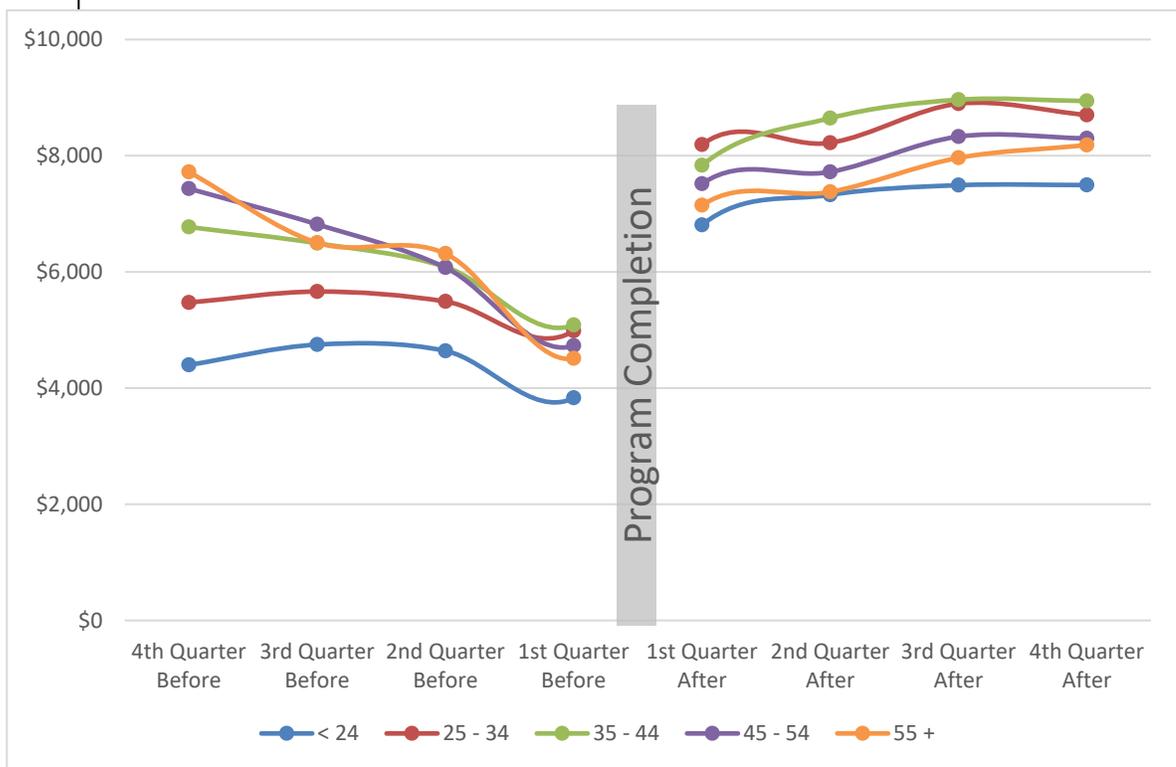
*Note: Hispanic is an ethnic group rather than a race. A person who identifies himself or herself as Hispanic may be from any race.*

## Wages and Employment

Dislocated workers were defined as successful if the participants were able to retain 90 percent of their quarterly wages prior to program completion, assessed in the second and fourth quarter after program exit. Of the 4,002 dislocated workers served throughout Idaho from July 2009 – June 2016, 74 percent were successful. South central Idaho obtained the highest success rate across regions with 78 percent of its participants retaining or increasing their wages to 90 percent of what their wages were one year prior to program completion.

Age was the only demographic factor that played a role in whether participants were able to retain 90 percent of their prior wages. Two distinct populations emerged as significantly different. Those participants age 55 and older tended less often to retain 90 percent of their prior wages than those age 54 and younger. Part of this results from the younger population earning lower wages in the year prior to program completion. In the fourth quarter prior to program completion there was a large gap in average wages, with those younger than 24 having the lowest quarterly average income at \$4,398, increasing with each age group to a high of \$7,719 for participants 55 and older. Following program completion, this wage gap shrinks considerably, ranging from a low fourth quarter average income of \$7,495 for participants 24 and younger to a high of \$8,941 for participants 35 – 44 years old. While the older population (age 55 or more) had the highest quarterly income prior to program completion, retaining 90 percent of prior wages became less likely. This is illustrated by those 55 and older having experienced an average increase in fourth quarter wages (compared with average quarterly wages the year prior) of 34 percent, compared with 68 percent of participants under age 55 (Figure 2).

**Figure 2.** Quarterly Wages by Age Group for Participants One Year Before and After Program Completion



Gender and ethnicity had no significant influence on participant outcome, whether it be 90 percent prior wage retention or employment rate. However, considering a handful of socioeconomic factors such as SNAP beneficiaries, public assistance recipients or status as an ex-offender, each were correlated with lower-than-expected employment rates following program completion. In particular, participants receiving public assistance prior to program completion had a 12 percent lower employment rate in the year following program completion.

In comparison to the four quarters prior to program completion, there was an overall trend of an increase in both wages and employment rate, with the average change in fourth quarter wages following completion 58 percent higher than average quarterly wages of the year prior.

In addition to the wage increase experienced by the majority of program participants, the employment rate also jumped significantly. While all participants were dislocated at some point prior to receiving services, it was still necessary for some participants to hold a job while receiving services. In the year prior to program completion, only 50 percent of participants held a job at any given point during the year. Following program completion, participant employment rate jumped to more than 80 percent, while participants also experienced a significant wage increase (Figure 3).

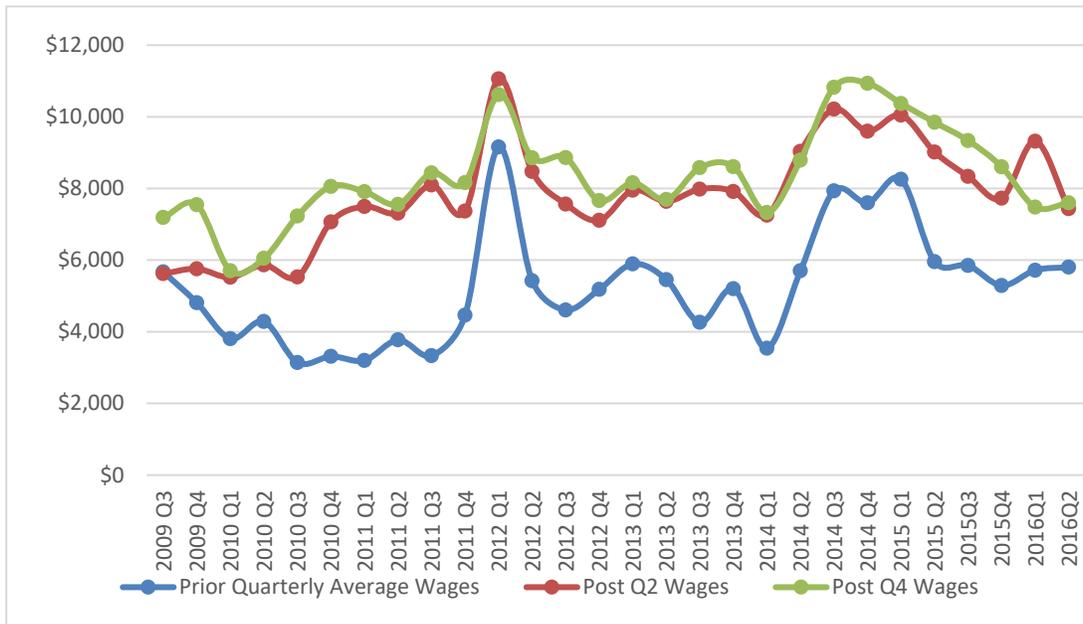
**Figure 3. Average Employment Rate and Quarterly Wages for the Year Before and After Program Completion**



Classifying participants' annual wages prior to program completion as to whether they were above or below the regional average wage shows a disparity in how success is defined. In general, participants with lower wages prior to program completion were less likely to find suitable employment; however, that same group was more likely to retain 90 percent of their prior wages. The difference is while success rates are lower for participants having made greater wages prior to program completion, the rate of employment was nearly 10 percentage points higher at 97 percent, suggesting that participants with higher wages prior to program completion were more willing to accept lower paying positions.

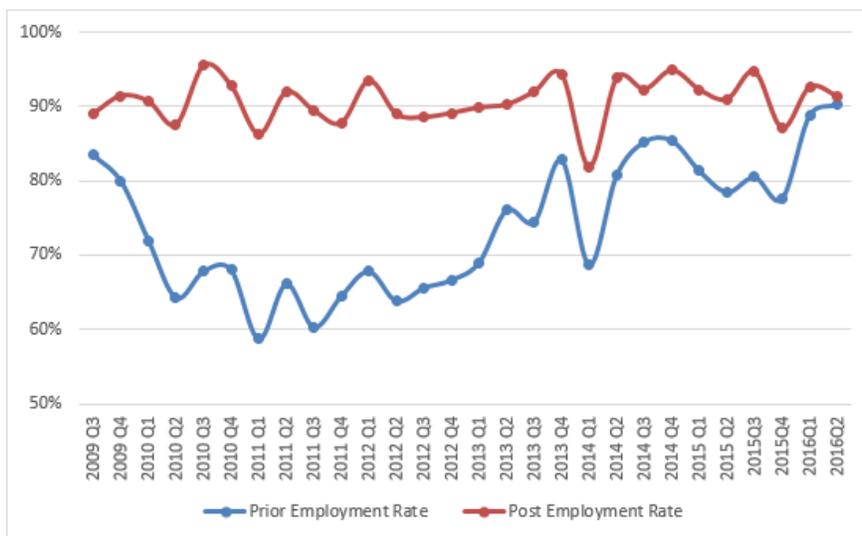
Over the seven-year evaluation period, average quarterly wages in both the second and fourth quarter following program completion were routinely higher than the quarterly average the year prior, as shown in Figure 4.

**Figure 4.** Comparison of Quarterly Wages Before and After Program Completion by Exit Year / Quarter



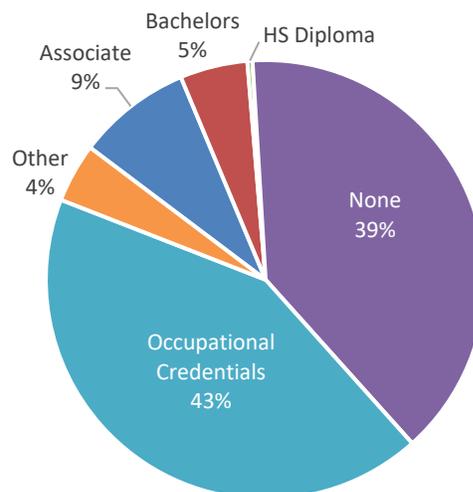
Additionally, the portion of dislocated workers employed prior to program completion to one year following program completion shrunk as their exit year neared 2016. Part of this is a reflection of the economy and the difficulty presented to dislocated workers finding employment prior to program completion; however, it also signifies success in the program as there is a consistently high employment rate following program completion independent of economic downturns (Figure 5).

**Figure 5.** Comparison of Employment Rate Before and After Program Completion by Exit Year / Quarter



Findings indicate participants who obtained a credential (e.g., occupational certificate or credential, high school diploma or postsecondary degree) were 22 percent more likely to be successful, with wages greater than 90 percent of their prior wages. Occupational certificates and credentials accounted for 43 percent of all credentials attained, followed by associate and bachelor's degrees comprising another 14 percent. Another 4 percent earned an unknown credential type. Those who attained a bachelor's degree had the highest overall success rate, followed by those with an associate degree and occupational certificates and credentials. It is important to note, while there is little practical difference in employment rate after program end regarding credential type (Table 2), whether or not this is considered successful employment is dependent on the type of credential achieved. Overall, 56 percent of Idaho's participants from 2009 – 2016 earned an occupational certificate / credential or postsecondary degree (Figure 6).

**Figure 6.** Participant Credential Attainment Following Program Completion



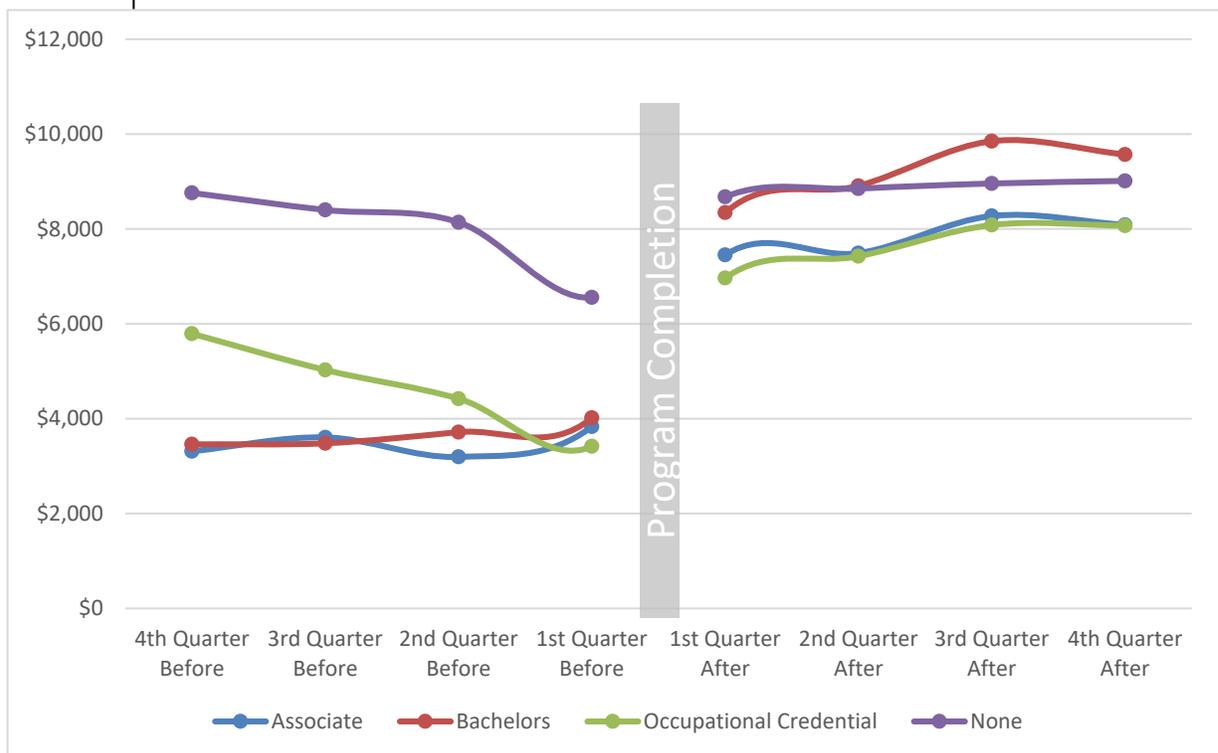
Contributing to the successful retention of 90 percent of their prior wages, participants who earned postsecondary credentials experienced a dramatic increase in wages from the year prior to the year after. For example, their average second quarter wages were 80 percent higher than average quarterly wages prior to program completion, and their fourth quarter wages were 96 percent higher. In comparison, those who did not attain a postsecondary credential (or received something besides an associate / bachelor's degree or occupational credential) as part of the services provided, experienced a wage increase of 34 percent in the fourth quarter following program completion.

**Table 2.** Comparison of Participant Average Quarterly Wages Having Attained a Postsecondary Degree Before and After Program Completion

Postsecondary Degree	Quarterly Average Before Program Completion	2nd Quarter After	2nd Quarter Increase	4th Quarter After	4th Quarter Increase
Attained Credential	\$4,194	\$7,570	80%	\$8,212	96%
No Credential Attained	\$6,660	\$8,643	30%	\$8,931	34%

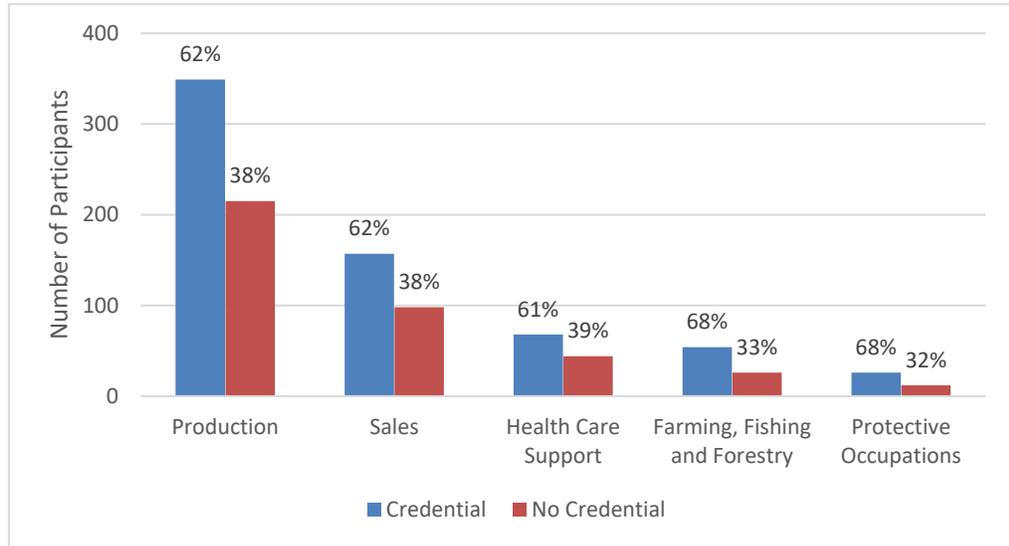
Of interest, those who did not attain an associate / bachelor’s degree or occupational certificate or credential as part of the services provided tended to have higher prior wages. It is possible these participants already held a postsecondary degree and / or had extensive experience prior to dislocation. All they needed was the minimum share of services to re-enter the labor force.

**Figure 7.** Participant Quarterly Wages by Credential Attainment Before and After Program Completion



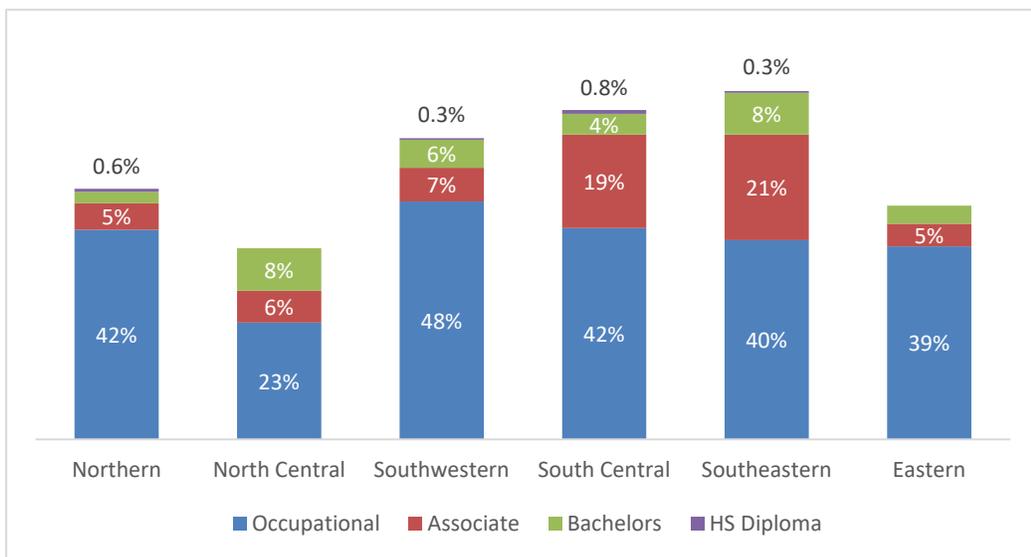
Several occupations tended to have a higher portion of program participants attain a credential upon program completion. Specifically, occupations with more than 60 percent of dislocated workers earning a credential included production; sales; fishing, farming and forestry; health care support; and protective service occupations. In each occupation, those earning credentials had prior wages lower than dislocated workers that did not earn a credential through provided services. Having lower wages may have incentivized furthering their education (Figure 8).

**Figure 8. Credential Attainment by Occupation**



Additionally, program duration was significant with successful participants having spent on average 70 days longer in the program than their unsuccessful counterparts. South central and southeastern Idaho both had the longest average program duration at 18 months, with all other regions ranging from 10–13 months. The longer program duration in those two regions can be explained by reviewing the relative share of credentials attained by region. In south central and southeastern Idaho, the share of participants achieving an associate degree was more than double that of any other region (Figure 9). To put this into perspective, those attaining credentials in southeastern and south central Idaho spent on average six months more in educational programs than did participants elsewhere in the state.

**Figure 9. Participant Credential Attainment by Region**



Multiple comparisons were conducted of how many services each local office and region offered to participants. North central Idaho was the only region where each local office provided a relatively similar level of services to participants. The region also offered the least number of services at an average of 2.4 services per participant. Local offices in other regions were more variable as to the number of services offered to participants, ranging from a minimum of one to a maximum of 12. In particular, local offices offering an average of 2.7 services resulted in the greatest success rate at 77 percent and a fourth quarter income of \$6,991, up from a quarterly average of \$4,160 in the year prior to program completion. The top three services provided were intensive assessment, job search assistance and skill upgrade and / or retraining.

## Regional & Local Office Outcomes

### Regional Overview

Throughout Idaho, there were some notable demographic differences in program participants across the six regions (Table 3). Southwestern and south central Idaho had the highest level of Hispanic participants at more than 10 percent. In terms of socioeconomic factors, southeastern and eastern Idaho ranked highest for SNAP and public assistance beneficiaries. Southeastern Idaho ranked highest for ex-offender status at 13 percent, more than double any other region. As mentioned earlier, each of those factors correlated with lower-than-expected employment rates after program completion, making it a more difficult population to serve.

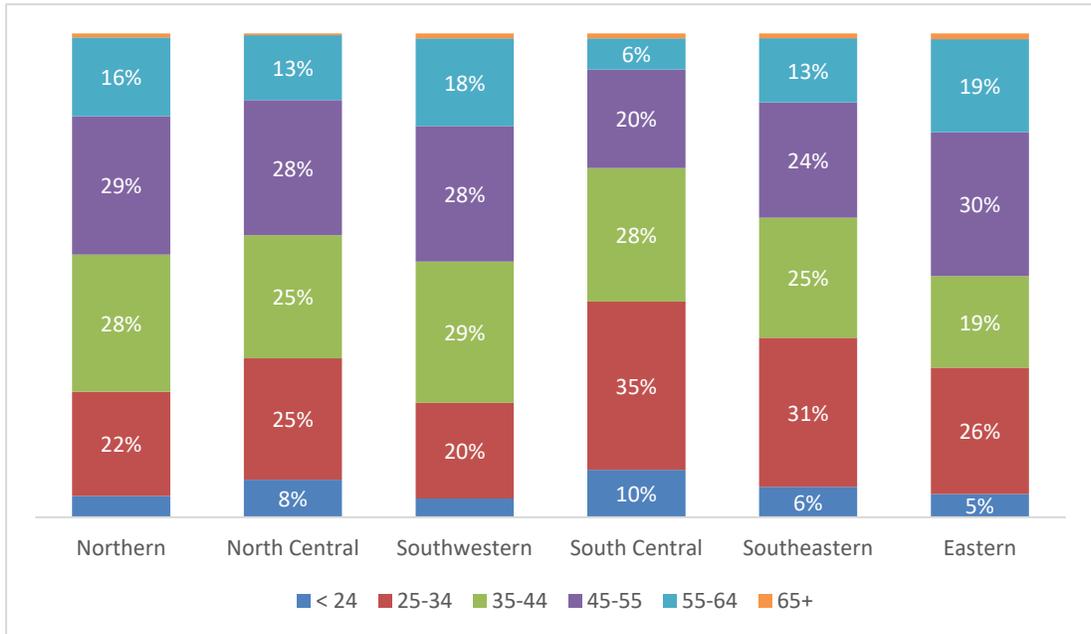
A limitation of this study was obtaining a specific count of some demographic groups. For example, those wishing to indicate veteran status are required by WIOA criteria to provide documentation to be included in such groups. Often participants do not provide the necessary documentation for status approval and thus are excluded from group counts. This may mean Idaho serves more veterans, SNAP and public assistance recipients and other groups than are reported. Small group sizes also are a limitation of comparing program outcomes across demographics.

**Table 3.** Regional Demographics and Program Results

Region	Dislocated Workers	Male	Female	White	Other Race	Hispanic	Credential Attainment	Average Number of Services	Employment Rate
Northern	836	56%	44%	96%	4%	4%	49%	2.9	92%
North Central	283	55%	45%	96%	4%	3%	39%	2.4	91%
Southwestern	1860	52%	48%	89%	11%	11%	61%	2.9	90%
South Central	388	55%	45%	90%	10%	13%	69%	2.7	92%
Southeastern	302	53%	47%	92%	8%	6%	67%	3.0	90%
Eastern	333	60%	40%	94%	6%	5%	49%	3.3	91%

Figure 10 shows the age breakdowns by region. South central Idaho had the youngest population served with an average age of 37, whereas northern, southwestern and eastern Idaho all served participants on average five years older. Older populations tended to have higher prior wages, and northern and eastern Idaho had the highest annualized wages prior to program completion.

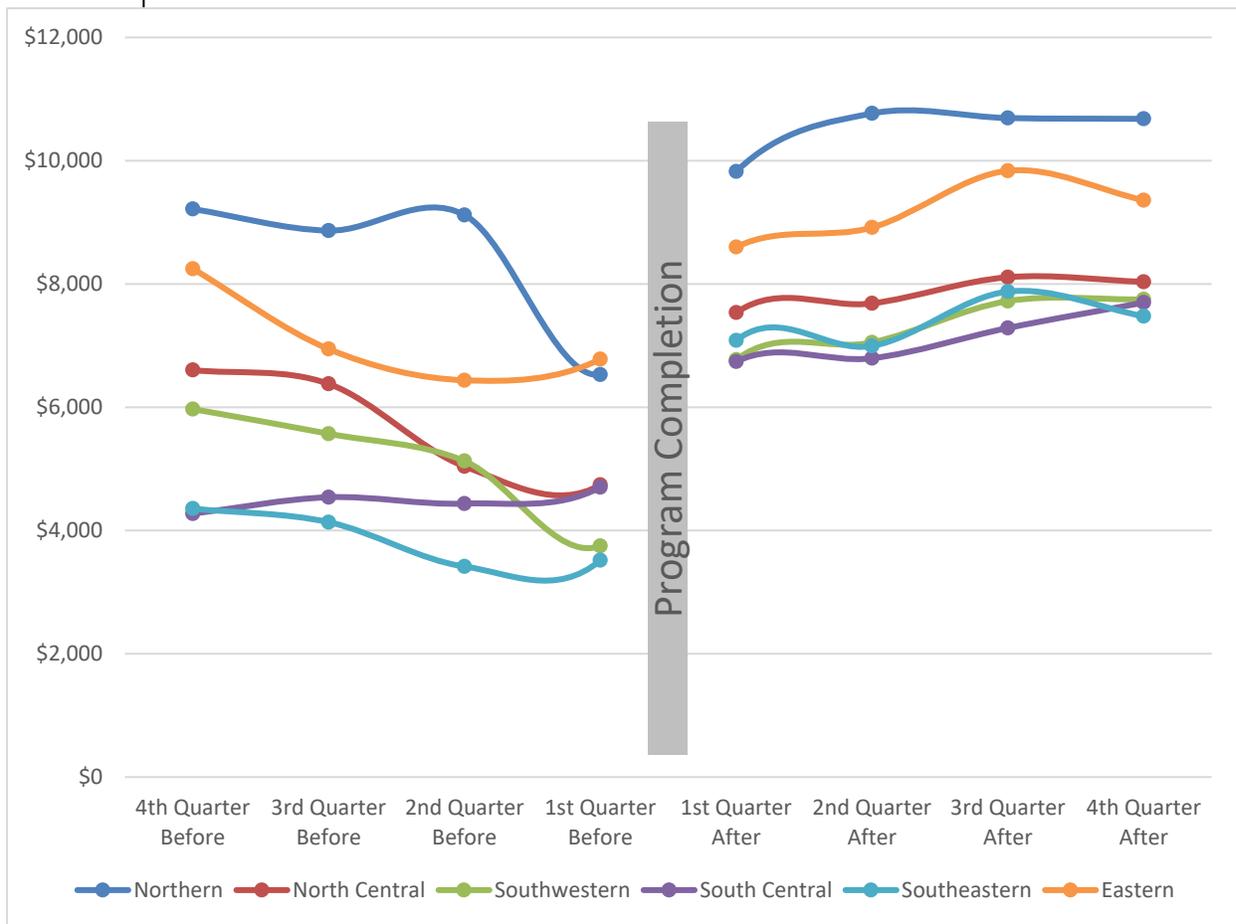
**Figure 10.** Participant Age by Region



Following program completion, all six regions were similar in terms of employment rate; however, differences arise with other metrics. This is especially true with credential attainment, as south central, southeastern and southwestern Idaho recorded more than 60 percent of participants earning a postsecondary credential. The region with the lowest percent of participants earning a postsecondary credential was north central Idaho at 39 percent, although the majority of participants in that region were in close proximity to a postsecondary institution (Table 4).

As shown in Figure 11, average quarterly wages in all regions increased following program completion. Northern Idaho had the highest average fourth quarter wages of \$10,679 with eastern Idaho next at \$9,358.

**Figure 11.** Participant Wages by Region



### Northern Idaho

The Silver Valley local office served a significantly higher proportion of males at 75 percent. However, given the type of occupations participants had worked prior to entering the program there, this gender make-up is typical (Table 4).

**Table 4.** Northern Idaho Local Office Demographics and Program Results

Local Office	Dislocated Workers	Male	Female	White	Other Race	Hispanic	Credential Attainment	Average Number of Services	Employment Rate
Bonnars Ferry	55	64%	36%	96%	4%	5%	40%	4.6	84%
Kootenai County	337	50%	50%	96%	4%	4%	62%	2.7	92%
Sandpoint	280	53%	47%	96%	4%	2%	43%	2.4	91%
Silver Valley	119	75%	25%	97%	3%	4%	33%	3.7	97%
St Maries	45	58%	42%	91%	9%	2%	47%	3.5	93%

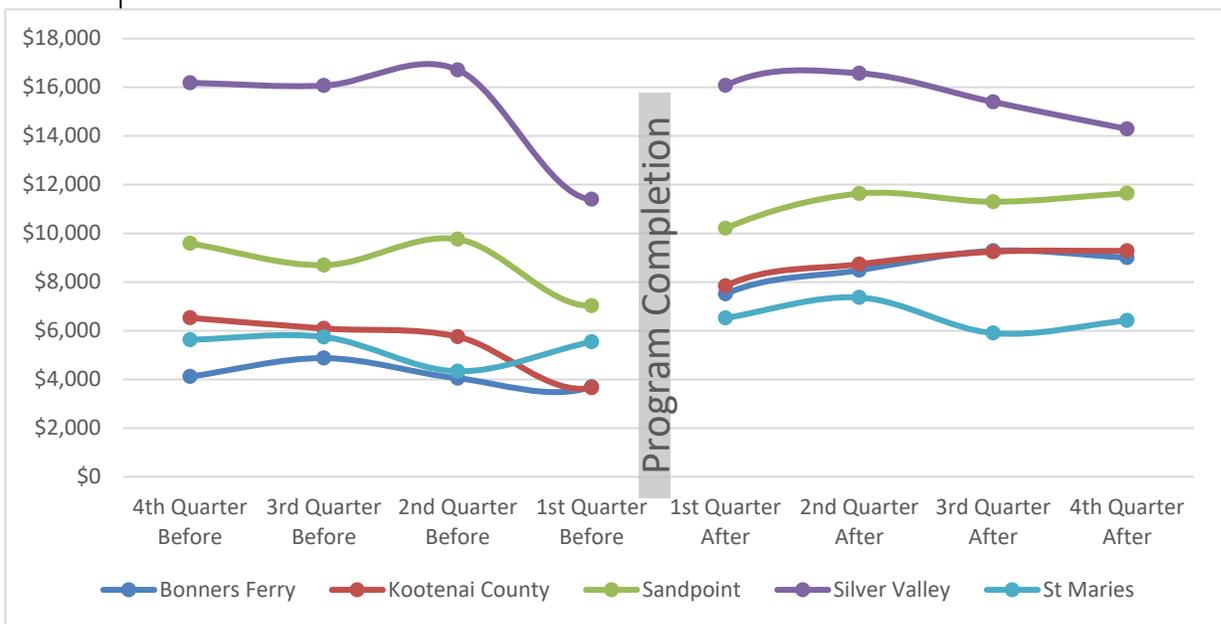
Compared with other local offices in northern Idaho and the state, Silver Valley resulted in significantly higher quarterly wages during the four quarters following program completion. This was driven by 56 percent of the dislocated workers being displaced from well-paying construction and extraction occupations, specifically in the mining industry, during 2011 - 2013. The area served by this local office had a high level of participants in this industry, especially considering the average share of participants in this occupation across all of Idaho is just over 10 percent (Table 5).

**Table 5.** Comparison of Construction & Extraction Occupations versus All Other

Silver Valley Local Office	Number of Participants	4 <sup>th</sup> Quarter Wages	Employment Rate
Construction & Extraction Occupations	66	\$17,547	98%
All Other Occupations	52	\$9,617	96%

The Kootenai County local office achieved the highest share of participants retaining 90 percent of their prior wages following program completion at 78 percent. Credential attainment also was markedly high in Kootenai County at 62 percent, perhaps due to its proximity to North Idaho College. While credential attainment correlated with the participant’s ability to retain 90 percent of prior wages, it is also important to consider the rate of employment prior to program completion. Even though participants were dislocated workers at some point prior to receiving services, many had wages in the meantime. In this region, Kootenai County had the lowest level of employment one year prior to program completion, meaning that any employment would be considered successful under the current definition.

**Figure 12.** Participant Wage by Local Office in Northern Idaho Before and After Program Completion



The Bonners Ferry local office led the way in the number of services provided to dislocated workers while Kootenai County had the highest percent of credential attainment. Four of the five local offices had employment rates greater than 90 percent. Bonners Ferry showed unusual characteristics in all aspects: low credential attainment, lowest employment rates and most services provided.

## North Central Idaho

Over the program evaluation period from July 2009 – June 2016, Grangeville had the lowest number of participants in the region at 37. A significantly higher portion of male participants - 78 percent - was the highest in the state (Table 6). Moscow had the youngest population served at an average age of 36, more than six years younger than the average age of any other local office in this region.

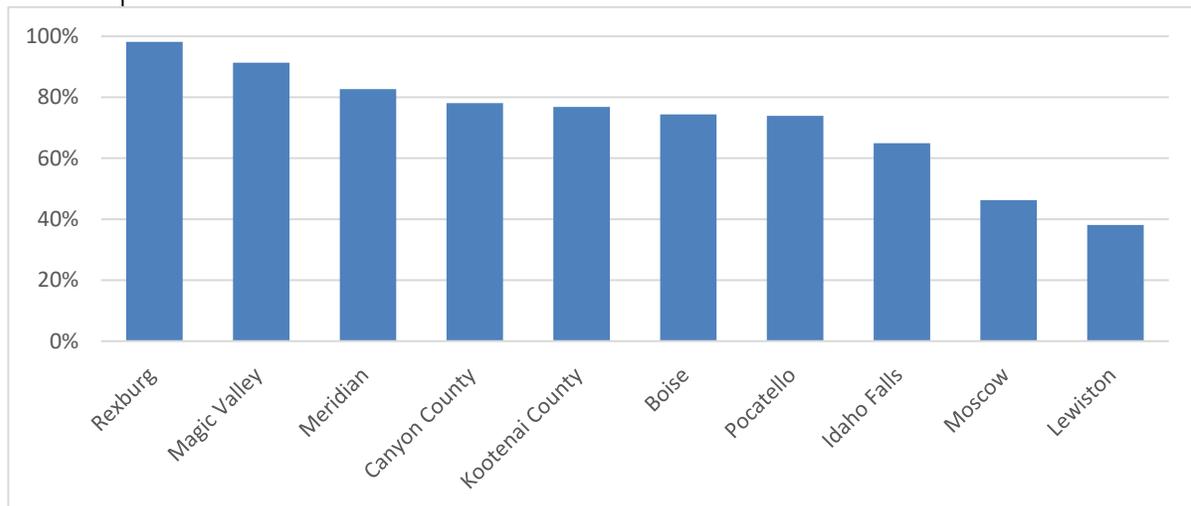
**Table 6.** North Central Idaho Local Office Demographics and Program Results

Local Office	Dislocated Workers	Male	Female	White	Other Race	Hispanic	Credential Attainment	Average Number of Services	Employment Rate
Grangeville	37	78%	22%	97%	3%	0%	35%	2.0	92%
Lewiston	105	51%	49%	96%	4%	4%	32%	2.7	90%
Moscow	79	47%	53%	94%	6%	4%	46%	2.2	91%
Orofino	61	56%	44%	97%	3%	2%	44%	2.5	92%

With an overall credential attainment for Idaho at 60 percent, it is interesting that both the Moscow and Lewiston local offices had such low rates of credential attainment at 46 percent and 32 percent, respectively. Each of those local offices are in close proximity to postsecondary institutions - University of Idaho (U of I) in Moscow and Lewis-Clark State College in Lewiston (LCSC). The lower credential rate in Moscow may be attributed to the list of eligible educational / training programs WIOA case managers provided to participants. Programs on the list typically require two years or less to complete. The U of I currently does not have any programs on the list requiring less than four years to complete, which may indicate that few participants enroll in U of I programs and receive their training and education elsewhere. However, this explanation does not hold true for LCSC, which currently has 54 eligible programs that require two years or less of training and education.

In the Moscow and Lewiston offices, the top three services provided were intensive assessment and job search assistance followed by skill upgrade and / or retraining. Among the other local offices in Idaho also in close proximity to postsecondary institutions, Moscow and Lewiston ranked lowest in terms of the share of participants receiving skill upgrade and / or retraining services as shown in Figure 13.

Additionally, northern Idaho provided the least number of services overall at an average of 2.4 services. Employment rate following program completion, however, was above 90 percent for all local offices in this region.

**Figure 13.** Share of Participants Receiving Skill Upgrade and Retraining Services by Local Office

### Southwestern Idaho

The Canyon County local office served the highest number of participants in southwestern Idaho, as well as the state, with 716 dislocated workers. The number of Hispanics represented 20 percent of the participants served in Canyon County over the evaluation period and was the largest concentration of Hispanics served by any local office in the state (Table 7).

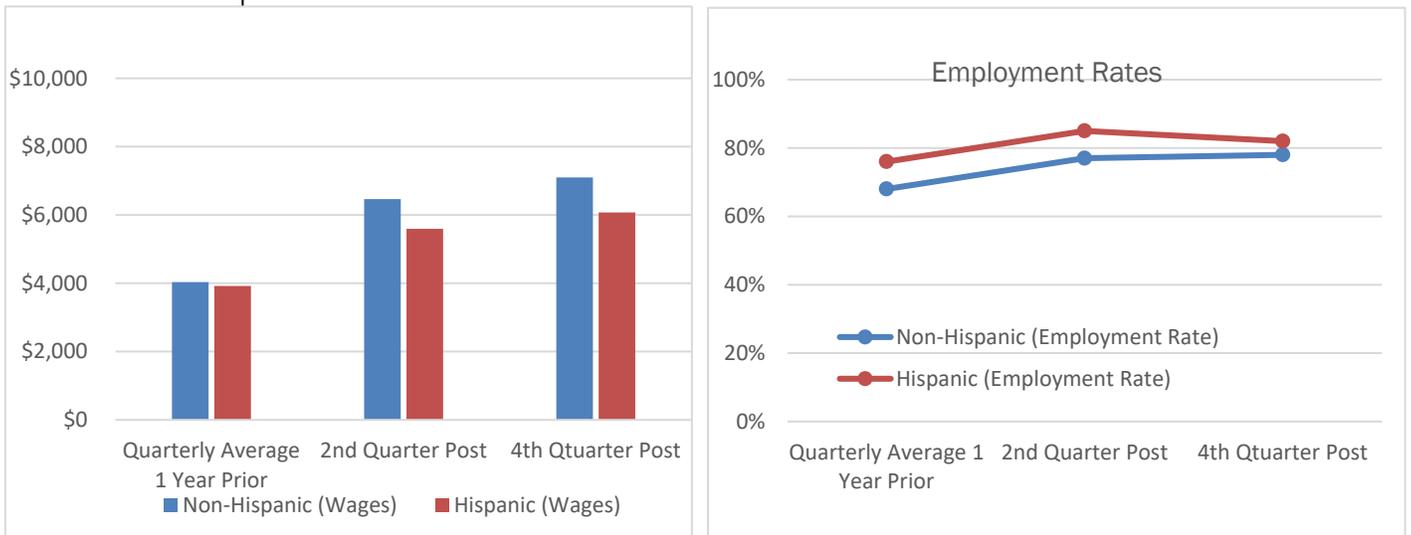
**Table 7.** Southwestern Idaho Local Office Demographics and Program Results

Local Office	Dislocated Workers	Male	Female	White	Other Race	Hispanic	Credential Attainment	Average Number of Services	Employment Rate
Boise	363	54%	46%	88%	12%	4%	62%	2.7	91%
Canyon County	716	49%	51%	89%	11%	20%	67%	3.1	89%
Emmett	88	47%	53%	95%	5%	1%	76%	3.4	95%
McCall	82	56%	44%	95%	5%	4%	33%	2.5	91%
Meridian	468	56%	44%	91%	9%	4%	54%	2.8	90%
Mountain Home	47	60%	40%	79%	21%	6%	55%	2.0	85%
Payette	96	55%	45%	85%	15%	11%	51%	3.2	88%

Overall, southwestern Idaho ranked third in credential attainment. The Emmett local office ranked highest at 76 percent followed by population centers Boise and Canyon County, both higher than the 56 percent state average. McCall had the lowest credential attainment at 33 percent. This could be due to McCall's isolated location, which presents challenges for participants enrolling in postsecondary training.

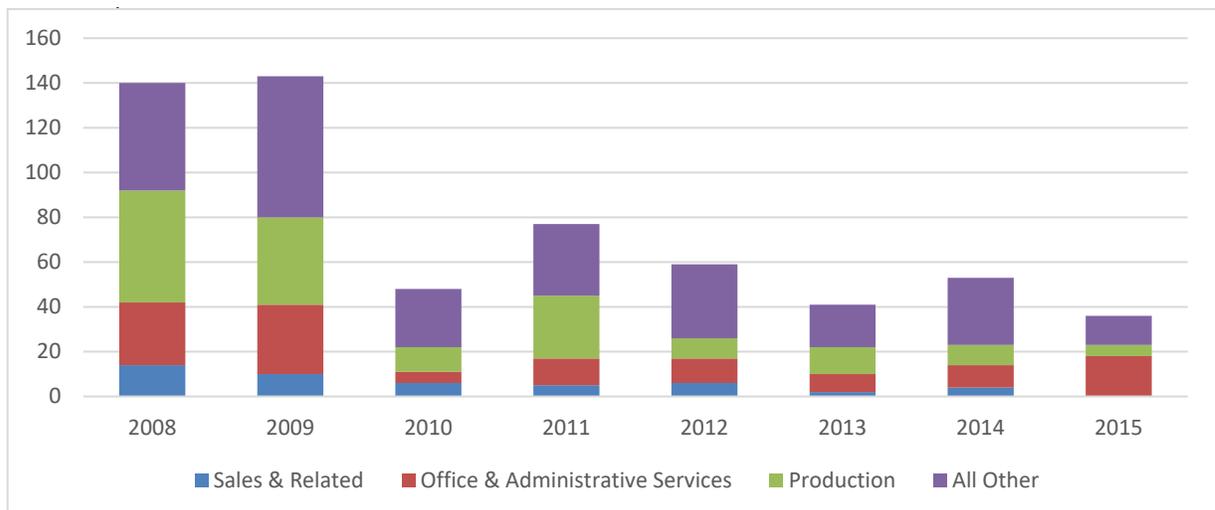
Comparing the quarterly average wages one year prior to program completion, Hispanic participants made nearly the same wages as non-Hispanic participants. However, even with a higher employment rate and equivalent rates of credential attainment, Hispanic participants achieved lower wages than non-Hispanic participants in both the second and fourth quarter following program completion (Figure 14).

**Figure 14.** Hispanic vs. Non-Hispanic Wages and Employment Rates in Canyon County



In southwestern Idaho, as well as the state, Canyon County served the highest number of dislocated workers. Nearly 45 percent of these workers were dislocated during the Great Recession from 2008 – 2009, with more than 30 percent from production occupations. Data regarding dislocated workers in 2016 may be low, as those facing dislocation may not have yet enrolled in any programs (Figure 15).

**Figure 15.** Number of Dislocated Workers in Canyon County by Occupation Prior to Dislocation and Year of Dislocation



## South Central Idaho

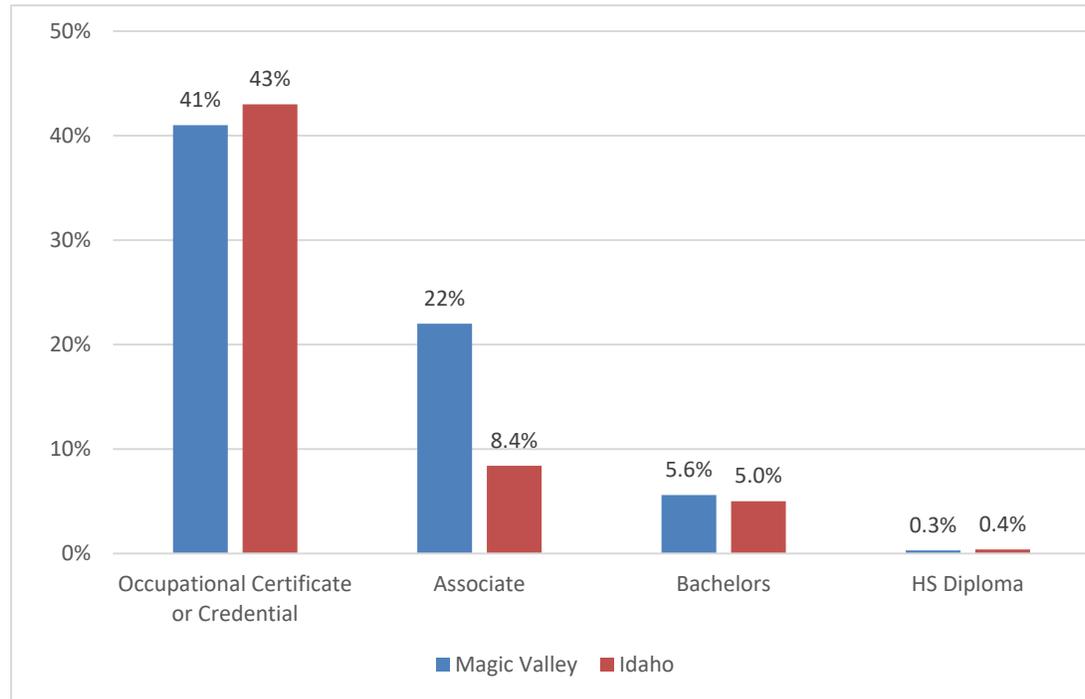
Over the course of the evaluation period, the Wood River local office had the lowest number of participants in the state at an average of one program exit per year. The seven participants from this local office, mostly female, achieved the largest job placement and wage retention. The Magic Valley local office had 288 participants and overall was relatively successful in terms of wages with 79 percent of participants able to retain prior wages, higher than the state average of 74 percent (Table 8).

**Table 8.** South Central Idaho Local Office Demographics and Program Results

Local Office	Dislocated Workers	Male	Female	White	Other Race	Hispanic	Credential Attainment	Average Number of Services	Employment Rate
Magic Valley	288	43%	57%	92%	8%	10%	71%	2.6	92%
Mini-Cassia	93	52%	48%	84%	16%	22%	63%	2.9	89%
Wood River	7	29%	71%	100%	0%	0%	57%	2.9	100%

Magic Valley had one of the highest levels of credential attainment throughout Idaho as 41 percent of participants received occupational certificates and credentials, followed by 22 percent of participants obtaining an associate degree – the second highest rate in the state. The proximity to the College of Southern Idaho in Twin Falls provided dislocated workers with easy access to further education (Figure 16).

**Figure 16. Credential Attainment in Magic Valley**



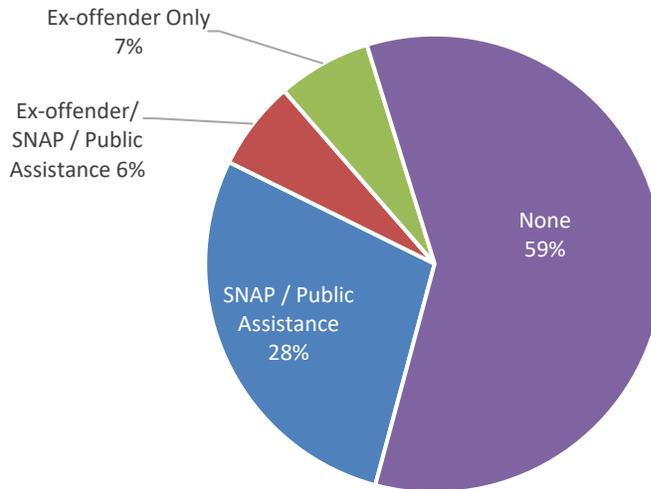
### Southeastern Idaho

In southeastern Idaho, data for the Soda Springs local office was not collected as participants were served by the Blackfoot or Pocatello local offices. Table 9 provides data on the demographics and program outcomes of the region. This region had an above-average share of participants who self-reported as ex-offenders, SNAP beneficiaries or public assistance recipients. As all of these factors correlated with an overall lower-than-expected employment rate following program completion, this suggests a more difficult population to serve in comparison to other regions (Figure 17).

**Table 9. Southeastern Idaho Local Office Demographics and Program Outcomes**

Local Office	Dislocated Workers	Male	Female	White	Other Race	Hispanic	Credential Attainment	Average Number of Services	Employment Rate
Blackfoot	99	47%	53%	93%	7%	8%	69%	3.2	92%
Pocatello	203	55%	45%	91%	9%	5%	67%	3.0	89%

**Figure 17.** Percentage of Southeastern Idaho Participants Receiving SNAP Benefits and / or Public Assistance or an Ex-Offender



Southeastern Idaho had an overall employment rate following program completion of 90 percent. Credential attainment in both local offices was higher than the state average of 56 percent, and participants from the Pocatello local office had the highest share of participants receiving an associate degree at 25 percent. Average quarterly wages at the Pocatello local office increased 81 percent in the second quarter following program completion (in comparison to average quarterly wages one year prior to completion) and that increased to 93 percent by the fourth quarter.

### Eastern Idaho

Table 10 provides data on the demographics and program outcomes of the three local offices in the eastern Idaho region.

**Table 10.** Eastern Idaho Local Office Demographics and Program Outcomes

Local Office	Dislocated Workers	Male	Female	White	Other Race	Hispanic	Credential Attainment	Average Number of Services	Employment Rate
Idaho Falls	214	56%	44%	93%	7%	6%	45%	2.8	93%
Rexburg	55	56%	44%	95%	5%	5%	82%	5.4	87%
Salmon	64	78%	22%	95%	5%	2%	34%	3.1	95%

Surprisingly, the fourth quarter participant wages from the Salmon local office were high compared with the remainder of the state. Interestingly, while most local offices provided services that included one or more of the top three services (intensive assessment, job search assistance and skill upgrade and / or retraining), relocation services ranked lower at ninth overall. However, in the Salmon local office relocation services was the third most frequent service provided, offered to 40 percent of participants. Only 15 participants found employment in Idaho and 45 percent found employment in other states (Table 11).

**Table 11.** Salmon Local Office Location of Participant Employment Following Program Completion

Employment Location	Number of Participants	Quarterly Average Wages One Year Following Program Completion
Idaho	15	\$8,368
Other States	29	\$18,988

The relocation of the large number of participants out of state was a result of the large percentage of participants – 41 percent – who held previous jobs at employers in mining or gold extraction industry. Average quarterly wages for these participants was significantly higher at \$23,483 – more than triple the \$7,483 quarterly wages for the remainder of participants at this local office. As many of these mining companies operate across several states, they provided job opportunities for dislocated workers in this industry.

## Conclusion

Idaho served 4,002 dislocated workers over the evaluation period July 2009 – June 2016, with more than 88 percent of program participants remaining in Idaho one year following program completion. Southwestern Idaho served the largest number of participants, with Canyon County serving the largest number of Hispanics throughout the state. Across Idaho, more of the younger Hispanic population appear to be using dislocated worker services than the older age groups, suggesting more outreach or acceptance in recent years.

Age was the only demographic factor that influenced participant wages. With an overall average change in fourth quarter wages following program completion 58 percent higher than the average quarterly wage the year prior, those 55 and older increased their wages on average by 34 percent, compared with a 68 percent increase by those under 55. This is due to the participants' prior wages steadily increasing with each age group.

Gender and ethnicity had no influence on participant outcome. However, when participants had a combination of some or all socioeconomic factors such as SNAP beneficiaries, public assistance recipients, unemployment insurance claimant status and / or status as an ex-offender, they had lower-than-expected employment rates following program completion. In particular, public assistance recipients had a 12 percent lower employment rate in the year following program completion compared with non-recipients. Southeastern Idaho had the highest share of SNAP beneficiaries and ex-offenders, suggesting that region had a more difficult population to serve.

Overall, participant employment rate rose from 50 percent in the year prior to program completion to more than 80 percent in the year after. Wages increased from a quarterly average of \$5,361 to \$8,521 in the fourth quarter. Seventy-four percent of participants were able to retain 90 percent of their quarterly wages in the fourth quarter following program completion. Participant employment rates after receiving services remained relatively consistent throughout the evaluation period, independent of the strength of the economy. The top three services provided were intensive assessment, job search assistance and skill upgrade and / or retraining.

Fifty-six percent of participants attained a recognized credential – high school diploma, associate or bachelors' degree, or an occupational certificate or credential. On average, those who earned a credential experienced an average 96 percent wage increase by the fourth quarter. Occupations with more than 60 percent of dislocated workers earning a credential included: production; sales; fishing, farming and forestry; health care support; and protective services. Southeastern and south central Idaho each had about 20 percent of their participants attain an associate degree, more than double of any other region. South central Idaho ranked highest in credential attainment at 69 percent and served the youngest population. North central Idaho had the lowest rate of credential attainment.

In terms of the program effectiveness, both wages and employment rate increased significantly following program completion. Through the evaluation period, second and fourth quarter wages were consistently higher than the average quarterly wages prior to program completion. Attaining some type of credential certainly helped to boost wages and re-employ dislocated workers, and it was most prevalent in south central Idaho. Throughout the evaluation period, the program consistently provided dislocated workers with opportunities to find success in employment and wages, regardless of the variety of participant differences and situations throughout Idaho's six regions. See Appendix A for a summary of demographics served.

The high rates achieved in terms of job and wage retention across the state during the seven-year period ending in June 2016 demonstrated the Department of Labor's success at service delivery for the hard-to-serve population of dislocated workers.

## Recommendations

The findings from this retrospective study indicate the Idaho Department of Labor has had sustained success serving difficult populations. However, more in-depth, current and formal studies are recommended that would allow the department to quickly modernize its service delivery strategies based on structural changes in the economy, employer demands for desirable skills and the demographics – various populations - served.

## Methodology

The source of information for this study included all participant program records available in electronic format from July 2009 through June 2016 totaling 4,002 participants.

The study focused on the ability of the state's WIOA Dislocated Workers program to serve its citizens who have been dislocated from the workforce due to business restructuring, closures, permanent layoffs or becoming displaced homemakers. Understanding employment and wage outcomes for the dislocated worker population gives the department the opportunity to develop interventions better suited for individual customers. The study's outcomes will allow the department to establish a baseline metric for improved service delivery, to customize program interventions and to determine the effectiveness of the training programs.

The study included a pre-qualitative analysis of records to determine the variables better suited for analysis given differing policies occurring throughout the seven-year period and records without consistent information. For comparative purposes, typical demographic information was available like age, race, ethnicity and other socioeconomic variables consistently collected, such as SNAP or ex-offender participant characteristics. Other variables, including joint characteristics such as the number of ex-offenders across different races, were available and while potentially insightful for comparison, had too few instances to be appropriate for inclusion in the analyses.

This study is retrospective in nature as it derived the population's data from previously compiled information stored in SQL databases. Available records do not clearly reflect administrative policy changes known to have occurred throughout the years, thus dislocated workers under the WIA period were considered the same as in WIOA. In addition, administrative records do not reflect administration-specific policy changes nor geographical effects of the labor market needs in each of the state's six regions. With those limitations, the data only allows for an exploratory perspective. Statistical analyses on success rates of employment and wage retention are confined to dependent, independent or multiple mean comparisons using t-tests or analysis of variance procedures.

Statistical differences for employment retention and mean wages were compiled from one to four quarters prior to and post-training completion. No metrics were recorded during the quarter in which participants exited the program. Subsequent mean comparisons for employment and wages prior to post-program participation took place.

Success was defined by improved employment rates and when participants experienced wage gains of at least 90 percent of what their wages were one to four quarters prior to program completion. The Department of Labor collected and stored employment and wage records from all program participants using the state wage files for intrastate employment and the Wage Record Interstate System (WRIS) to account for interstate employment.

## APPENDIX A

### Dislocated Workers Program Participant Demographics

<i>Demographic</i>	<i>Identifier</i>	<i>Count</i>	<i>Share of Population</i>
<i>Gender</i>	Male	2,171	54.3%
	Female	1,830	45.7%
	Unknown	1	0.0%
<i>Race</i>	Asian	39	1.0%
	Black	38	0.9%
	Hawaiian	3	0.1%
	Indian	47	1.2%
	White	3,673	91.8%
	Other / Unknown	202	5.0%
<i>Ethnicity/ Hispanic</i>	Yes	318	7.9%
	No	3,684	92.1%
<i>Ex-offender</i>	Yes	211	5.3%
	No	3,791	94.7%
<i>Claimant</i>	Yes	3,078	76.9%
	No	924	23.1%
<i>SNAP</i>	Yes	818	20.4%
	No	3,184	79.6%
<i>Public Assistance Received</i>	Yes	837	20.9%
	No	3,165	79.1%
<i>Highest Grade-level Completed</i>	High School	15	0.4%
	Associate	337	8.4%
	Bachelor's	199	5.0%
	Occupational Certificate or Credential	1,703	42.6%
	Other	174	4.3%
	None	1,574	39.3%