

Senior Community Service Employment Program
Analysis of Service to Minority Individuals PY 2021 and
PY 2022

Volume I

**US Department of Labor
Employment and Training Administration
Office of Workforce Investment**

**Submitted by:
The Charter Oak Group, LLC
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Introduction

The Section 515 of the Older Americans Act requires that the Senior Community Service Employment Program (SCSEP) conduct an analysis of the levels of participation of and the outcomes achieved by minority individuals for each grantee by service area and in the aggregate.

This analysis looks at the participation levels of and outcomes achieved by minorities in PY 2021, and PY 2022. It uses the same approach and analyses employed in the reports for PY 2006 through PY 2020. Part I of Volume I provides a comparison of the participation of minority groups in SCSEP to their proportion in the population. Part II of Volume I examines the employment outcomes of minorities in SCSEP compared to non-minorities. This report uses the outcome measures first implemented in PY 2018 - employment in the second quarter after the exit quarter, employment in the fourth quarter after the exit quarter, and median earnings – instead of the three Common Measures used in reports prior to PY 2018. However, the methodology for identifying disparities in outcomes is unchanged since PY 2006. The detailed tables for all of the analyses are contained in Volume II.

Part I: Participation

Data Sources

There are two major data sources for the analyses of minority participation in SCSEP. One set of data is from the SCSEP Performance and Results QPR System (SPARQ) for PY 2021, and from Grantee Performance Management System (GPMS) for PY 2022. The other set of data, for the incidence of minority groups in the United States population, is the 2017-2021 and 2018-2022 American Community Surveys (ACS). The US Census Bureau, using the full ACS data set, developed custom tables at the county level for this report.

The ACS was used to determine the number of individuals over 55 years of age and at or below 125% of the federal poverty level in various minority categories in each county served by a SCSEP grantee in each state. This defines the population of minority individuals whom the program could serve. The three overseas territories, American Samoa, Guam, and the Northern Marianas, as well as the Virgin Islands, are not included in this analysis because accurate and recent population data for low income elderly are not available for those jurisdictions.

Both data sources were used to calculate the percentage of each minority group served by SCSEP: Black, American Indian, Asian, Pacific Islander, and Hispanic. Hispanic was determined by whether an individual identified as Hispanic or not Hispanic regardless of any racial category identified. The racial categories were calculated by placing individuals in a category if they identified solely with that racial category. This approach results in some individuals being excluded because they identified with more than one racial category. However, the percentage of individuals in the ACS

who identify themselves as having more than one racial category is small¹, 12.6% among all ages, and only 6.0%² of all those 55 and over. For SCSEP, the number is even smaller: less than one percent of participants identified as having more than one racial category. A minority overall variable was created for both data sets by counting any individual who chose any racial minority category and/or designated himself or herself as Hispanic.

Methodology

The data from the ACS custom tables and from GPMS were compared in order to create estimates for each minority group for the following groups of SCSEP grantees:

- The nationwide SCSEP program as a whole;
- State grantees and national grantees, individually and as groups; and
- For each national grantee, each state in which that national grantee operates.

For each of these analysis groups, the incidence in the population of various minority categories was compared with the proportion of minority SCSEP participants served. Where the proportion of those served in SCSEP in a particular minority category was less than the incidence in the population, a statistical significance test (a z-test for proportions) was performed to determine whether the difference was likely to have occurred by chance. Statistical significance was set at the .05 level, meaning that the difference in the proportions could have occurred by chance fewer than five times out of 100. At the grantee and national grantee by state levels of analysis, a calculation of the size of the difference was also made. At the grantee level, the number of instances of service below 80%, between 80% and 100%, greater than 100% to 120%, and over 120% was counted. In Appendices A and B of Volume II, grantees that served less than 80% of the incidence of a particular minority category are highlighted only if the difference is also statistically significant. See *Technical Notes on Reading the Tables in Appendices A and B* for additional details on the methodology.

As was the case for the PY 2011-PY 2021 Minority Reports, the population estimates of each minority category (limited to those in the population who are eligible for SCSEP, i.e., 55 years or over and at or below 125% of the Federal Poverty Level) for all grantees are based on the weighted averages of the population estimates for the counties in which each grantee has authorized SCSEP positions. For each grantee, the averages for each minority category in a state were calculated by multiplying the grantee's authorized positions in each county by the percentage of the minority category in the population for that county, summing the weighted percentages for that minority category in all counties in the state, and dividing the sum by the total of authorized positions in all counties in the state.

The national grantees' population estimates are the aggregation of their estimates in each state in which they operate. The population estimates for state grantees as a group and for national

¹ <https://data.census.gov/table/ACSDP5Y2022.DP05>

² <https://acl.gov/sites/default/files/Aging>

grantees as a group are the aggregations of all state grantee and national grantee estimates, respectively, and the nationwide estimates are the aggregation of the estimates of all state grantees and national grantees. Therefore, the state and nationwide estimates used in this report are unique to SCSEP and are different from the unweighted statewide and nationwide estimates published by the Census Bureau.

Throughout this report, a significantly lower rate of SCSEP participation by a minority category with regard to a program operated by a grantee means that both tests have been met: the number of SCSEP participants for a minority category is less than 80% of that category's incidence in the population, and the difference is statistically significant. 80% is the standard generally applied by DOL's Civil Rights Center to determine if a program's practices have an adverse impact on minority groups. It is also the standard employed by DOL to assess whether SCSEP grantees have substantially met their performance goals. Although instances of a significantly higher rate of participation by minorities are noted in Volume I, significantly higher rates are not highlighted or otherwise noted in the tables in the appendices in Volume II. For SCSEP at the nationwide level, as well as for national grantees as a group and state grantees as a group, a significantly lower rate of participation is identified based on the single test of statistical significance at the .05 level.

Given the very small population estimates for some minority groups, especially American Indians and Pacific Islanders, it is possible that a small Census estimate can still yield statistical significance. Although the associated participation rates may meet both criteria (less than 80% served and statistically significant), these instances do not meet the test of practical significance that the 80% rule was meant to determine. Therefore, where the Census population estimate for a minority category is less than 1% and there are fewer than 200 individuals in that minority category, no significantly lower rate of participation is indicated.

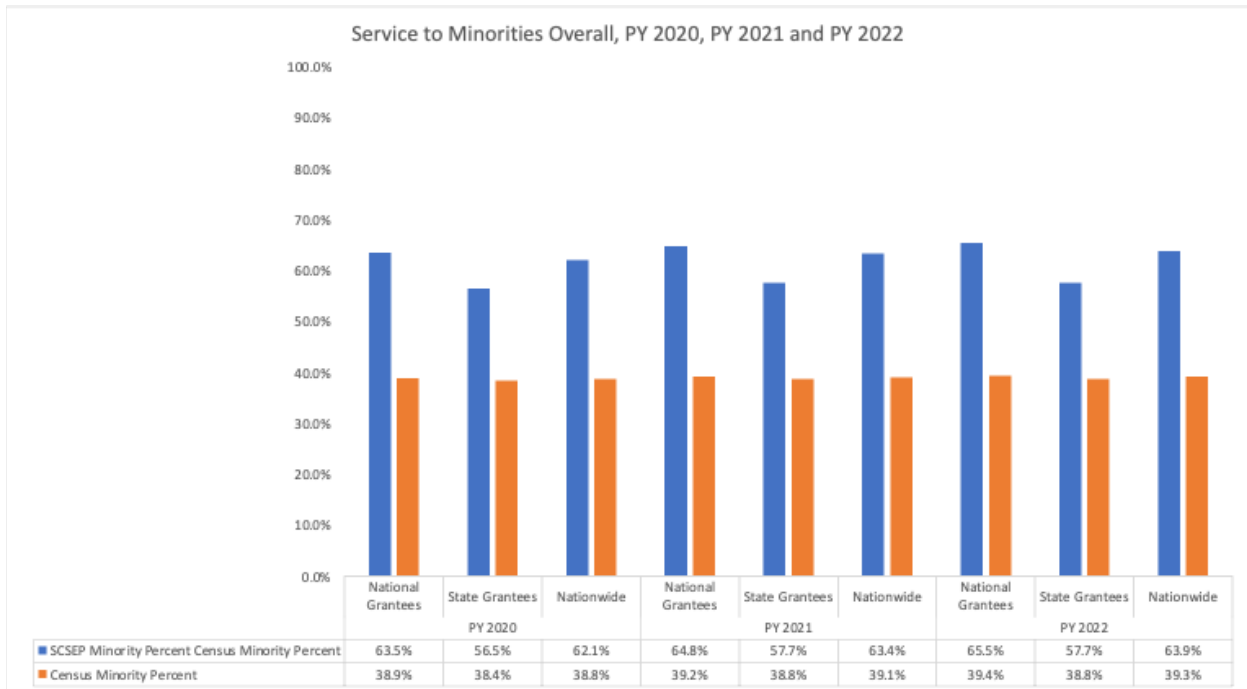
Limitations of the Analysis

There are three major limitations to this analysis of SCSEP minority participation:

1. The use of weighted Census county data rather than statewide data makes the analysis more relevant and useful to the grantees because the analysis is based on each grantee's actual service area. However, the use of county data increases the margin of error in the ACS population estimates because the county data samples in any given state are smaller than statewide data samples, and these smaller samples yield less accurate estimates than statewide data. Depending on the size of the sample, margins of error for state level data run from less than 1.0% to 43%. The use of county level data can yield a margin of error between .003% and over 67% for the smallest jurisdictions. Very small minority population estimates must be viewed with particular caution because the increase in the margin of error makes such small population estimates difficult to interpret.
2. The analyses for this year and the last nine years use weighted county level data rather than unweighted state data from the ACS; therefore, comparison with results for years prior to PY 2011 should not be made.
3. The focus of these analyses is whether any minority category had a significantly lower rate of participation in SCSEP. No effort was made to analyze the various factors that could have affected the participation rate, such as local economic conditions, the size of the grantee, or the grantee's outreach and recruitment practices.

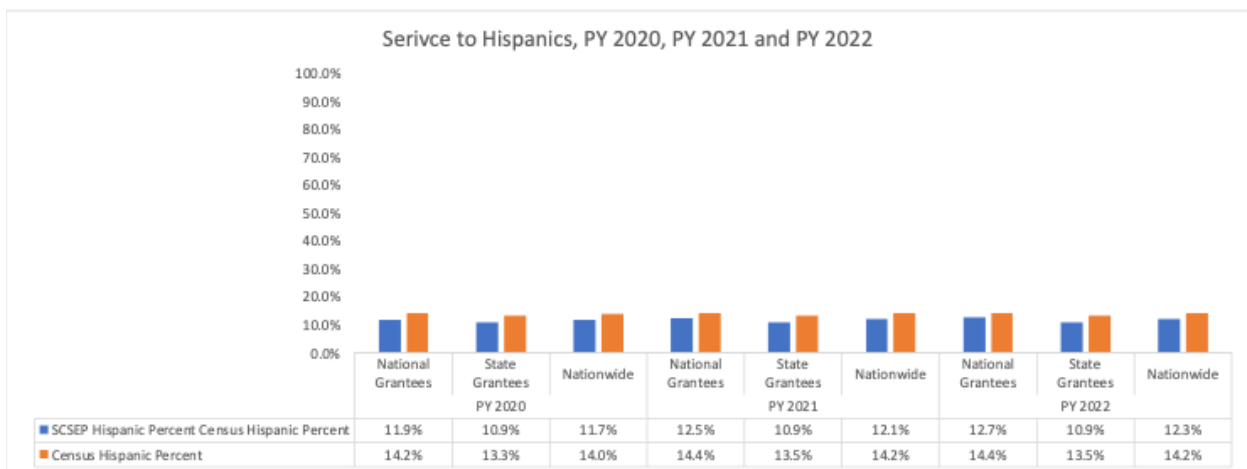
Participation

Chart 1. Services to Minorities Overall, PY 2020, PY 2021 and PY 2022



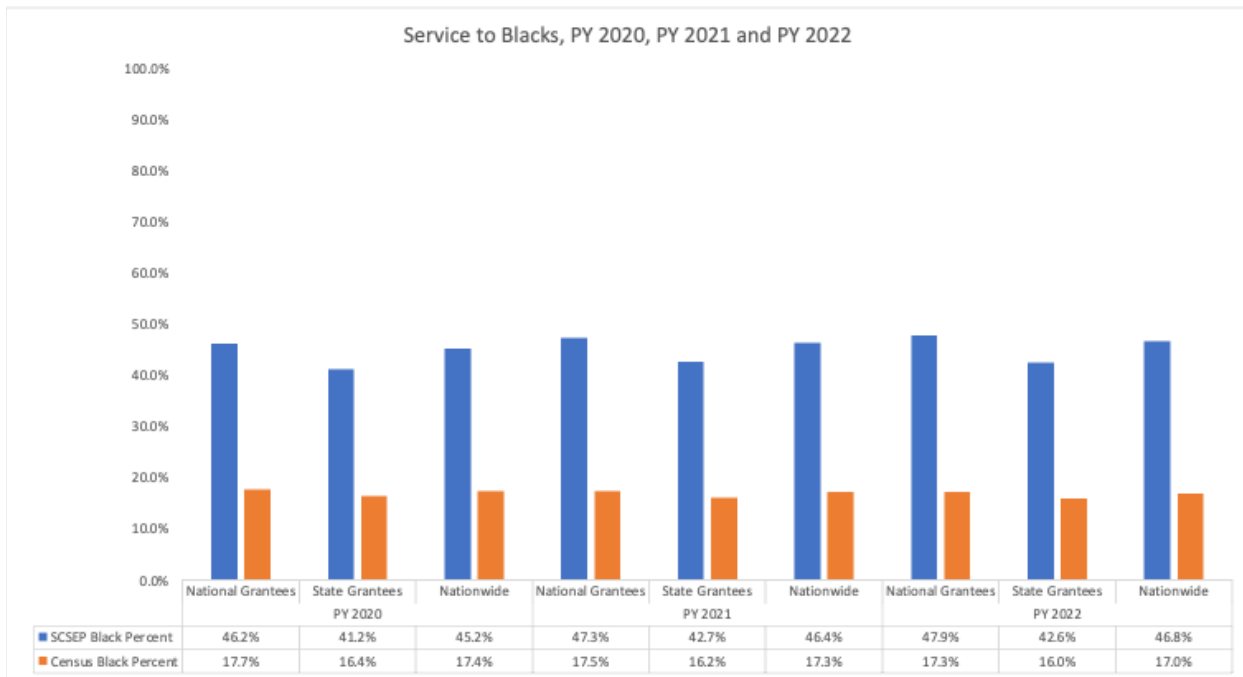
Nationwide, SCSEP serves minorities overall at a much higher rate than their incidence in the target population, in both PY 2021 and PY 2022, with very little change from PY 2021 to PY 2022.

Chart 2. Services To Hispanics, PY 2020, PY 2021 and PY 2022



Nationwide, SCSEP underserved Hispanics relative to their incidence in the target population, both in PY 21 and PY 22, with very little change from PY 21 to PY 22.

Chart 3. Services to Blacks, PY 2020, PY 2021 and PY 2022



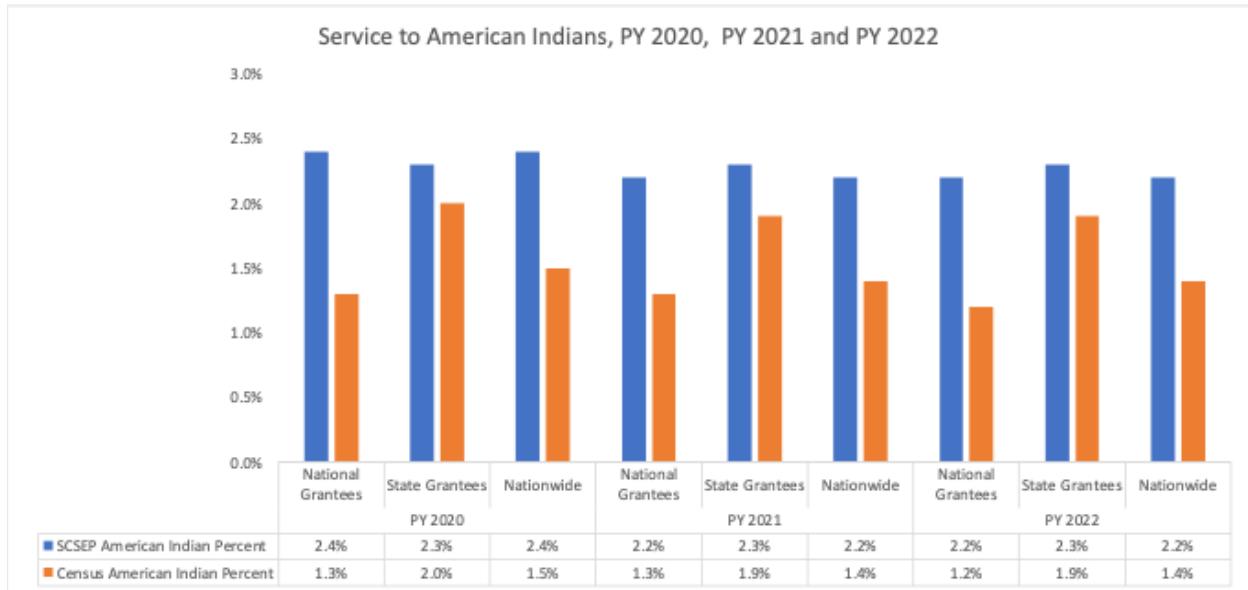
Nationwide, SCSEP serves blacks at a higher rate than their incidence in the target population, in both PY 21 and PY 22, with very little change from PY 21 to PY 22. National grantees serve blacks at a statistically significantly higher rate than state grantees.

Chart 4. SCSEP Services to Asians, PY 2020, PY 2021 and PY 2022



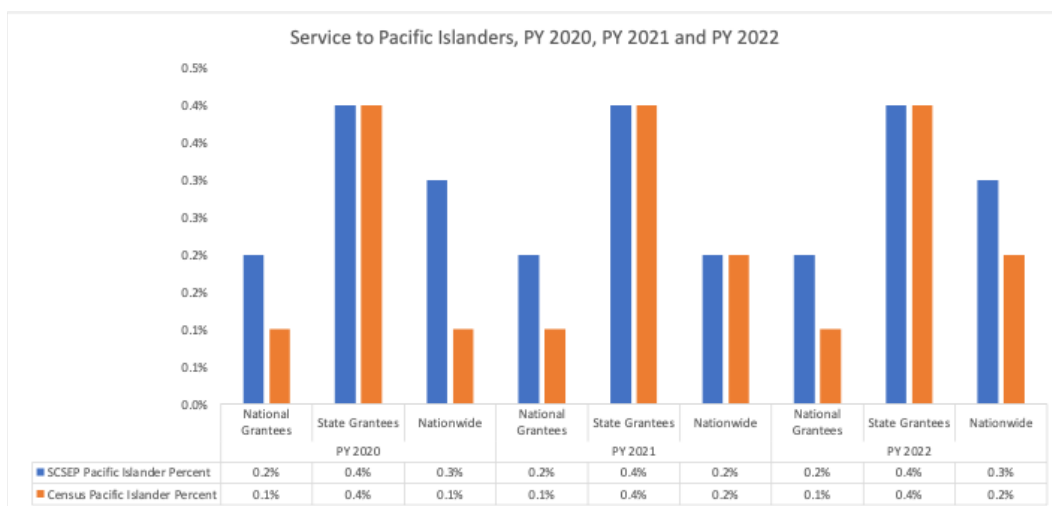
Nationwide, SCSEP underserves Asians relative to their incidence in the target population, in both PY 21 and PY 22, with very little change from PY 21 to PY 22.

Chart 5. Services to American Indians, PY 2020, PY 2021 and PY 2022



Nationwide, SCSEP serves American Indians at a higher rate than their incidence in the target population, in both PY 21 and PY 22, with very little change from PY 21 to PY 22.

Chart 6. Service to Pacific Islanders, PY 2020, PY 2021 and PY 2022



Nationwide, SCSEP serves Pacific Islanders at a higher rate than their incidence in the target population, in both PY 21 and PY 22, with very little change from PY 21 to PY 22.

Chart 7 shows the percentage of grantees significantly (and less than 80%) underserving minority groups by minority category. 38.4% of the grantees underserve Hispanics, and 58.1% underserve Asians.

Chart 7. Percentage of Grantees Underserving Minority Groups, PY 22

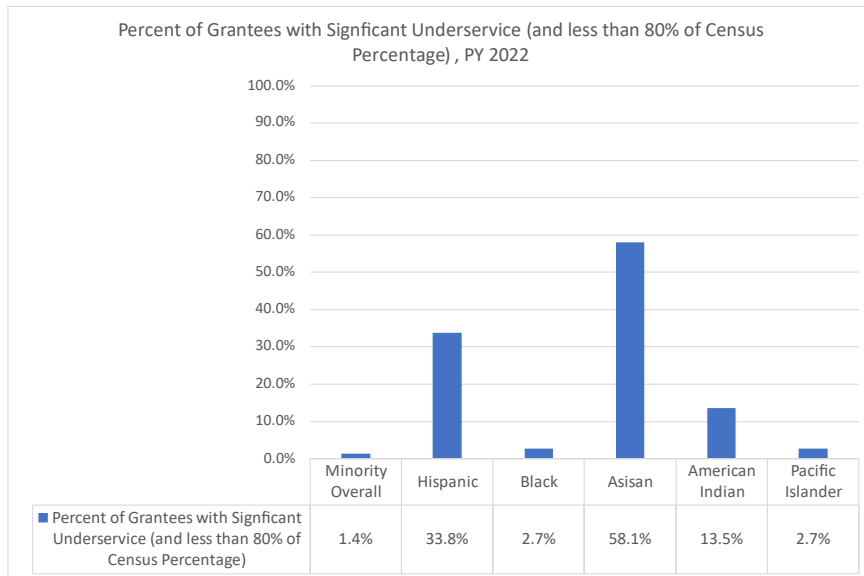
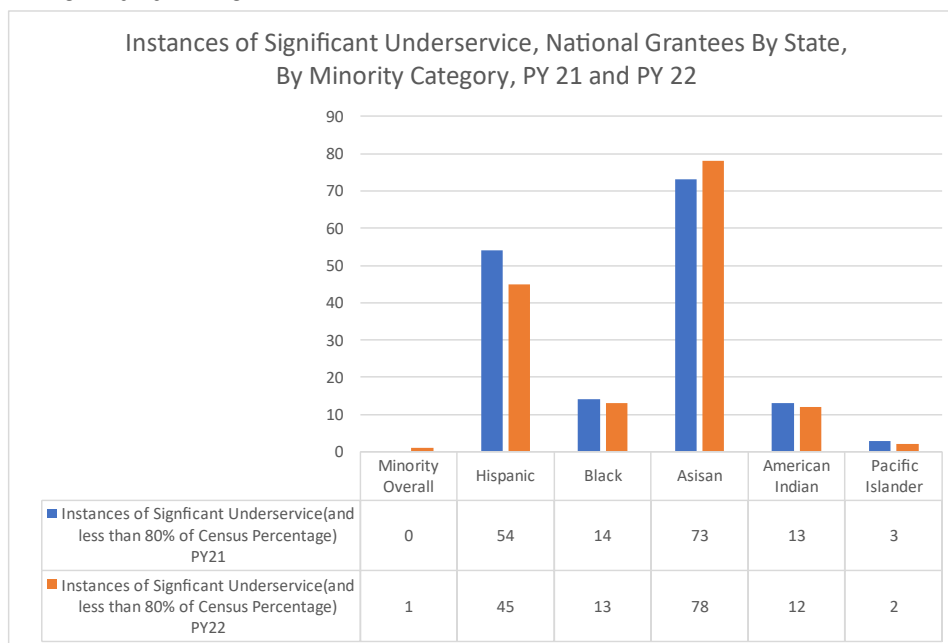
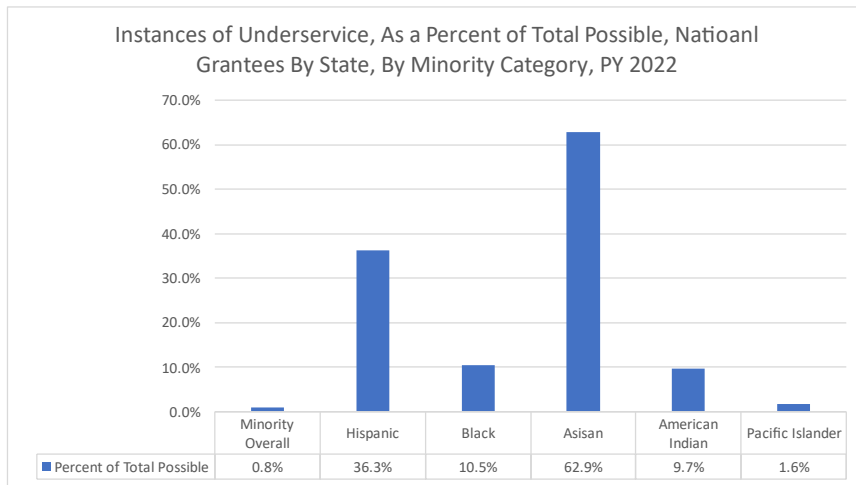


Chart 8. Instances of Significant (and less than 80%) Underservice, National Grantees By State, PY 2021 and PY 2022



At the national grantee by state level, there were 45 instances (states in which grantees operated) where Hispanics were underserved, compared with 53 in PY 21, and 78 instances where Asians were underserved (compared with 73 in PY 21).

Chart 9. Instances of Underservice (as a Percent of Total Possible), By Minority Category, PY 2022



There were a total of 151 instances of underserves for national grantees by state (compared with 154 in PY 2021), out of a total 744 possible instances (6 minorities categories x 124), for a underservice instance rate of 20.3%

Part II: Outcomes: Employment in Q2, Employment in Q4, and Median Earnings

Methodology

Unlike last year's report which covered two years, this year's report covers the most recent three program years, PY 2020, PY 2021 and PY 2022. These analyses are based on the data that were used to construct the Final PY 2020, PY 2021, and PY 2022 QPRs for SCSEP. The objective of these analyses is to determine whether minorities experienced employment outcomes comparable to those of the majority population being served in SCSEP. These analyses encompass former participants who experienced employment outcomes between July 1, 2020, and June 30, 2023.

The three employment outcome measures used are employment in the second quarter after the quarter in which the participant exited ("Q2"), employment in the fourth quarter after the exit quarter ("Q4"), and median earnings. The approach for determining disparities in outcomes is the same and thus allows comparison of the PY 2019 results and those of prior years.

The Q2 employment rate is defined as the percentage of exiters employed in the second quarter after the exit quarter. It is calculated by counting as employed any exiter with employment earnings during that quarter. The Q4 employment rate is defined as the percentage of exiters employed in the fourth quarter after the exit quarter. It is calculated by counting as employed any exiter with employment earnings during that quarter. The median earnings measure is calculated using reported wages for those employed in the second quarter after the exit quarter. All reported wages for this measure are arrayed in order, from the lowest to the highest value; the value in the middle of this array is the median earnings value for any given group.

For the race analyses, the employment outcomes for each racial minority (Black, Asian, American Indian, and Pacific Islander) are compared with the outcomes for Whites. For ethnicity, Hispanics are compared to those who are not Hispanic. In addition, all who are in any minority racial or ethnic group are compared in the aggregate to those who are not part of any of the minority racial groups nor an ethnic minority. The rates of employment in Q2 and employment in Q4 are tested using Fisher's exact test with an adjustment for multiple comparisons (Bonferroni) to determine whether the difference in outcome might have occurred by chance. If the test shows that the difference could have occurred by chance fewer than 5 times in 100³, the difference is considered statistically significant. The Wilcoxon test is used for the median earnings measure. The Wilcoxon test is a non-parametric alternative to the paired t-test. Both Fishers' and Wilcoxon tests are two-sided tests with significance level $p < 0.05$, meaning there were fewer than 5 chances in 100 that the result would have occurred by chance. All test results are provided in the appendices in Volume II.

This report focuses on differences where a minority group is disadvantaged: where the majority group is the one with a lower employment outcome rate. The test results are only noted in

³ A chance of less than 5 in 100 is the traditional standard used in most social science research.

Volume I at the nationwide, national grantee, and state grantee levels. Volume I also summarizes, for PY 2022 the national grantee by state results, the number of instances where minority group are disadvantaged in service or outcomes at the local program level. The individual grantee results for PY 2022 are provided in Volume II. The individual grantee results include notation of instances where there is a minority group disadvantaged. The grantee results in Volume II also note where a minority group's employment outcomes are significantly better than the nonminority group. However, only those instances in Volume II where the minority group is disadvantaged will be highlighted in yellow.

There are several special features of the way data are displayed in the tables in Volume II. Where there are small numbers of any category in an analysis, the observed difference in percentages for a particular outcome may look substantive but may nonetheless have occurred by chance; those cells in the table will be marked appropriately as not having a statistically significant difference. Where numbers are too small to permit analysis, the cells in the tables are also marked. If there are no data for a particular analysis for a grantee or for a national grantee in the state within which it operates, the row is eliminated rather than leaving all zeroes in that row. In some instances, there are slight discrepancies between the reported outcomes (a fraction of a percent or, for median earnings, a few dollars) for national or state grantees in Volume I and the data in the tables for those groups in Volume II. A complete explanation of these discrepancies and of the significance testing is presented in the *Technical Notes on Reading the Tables in Appendices C-H*.

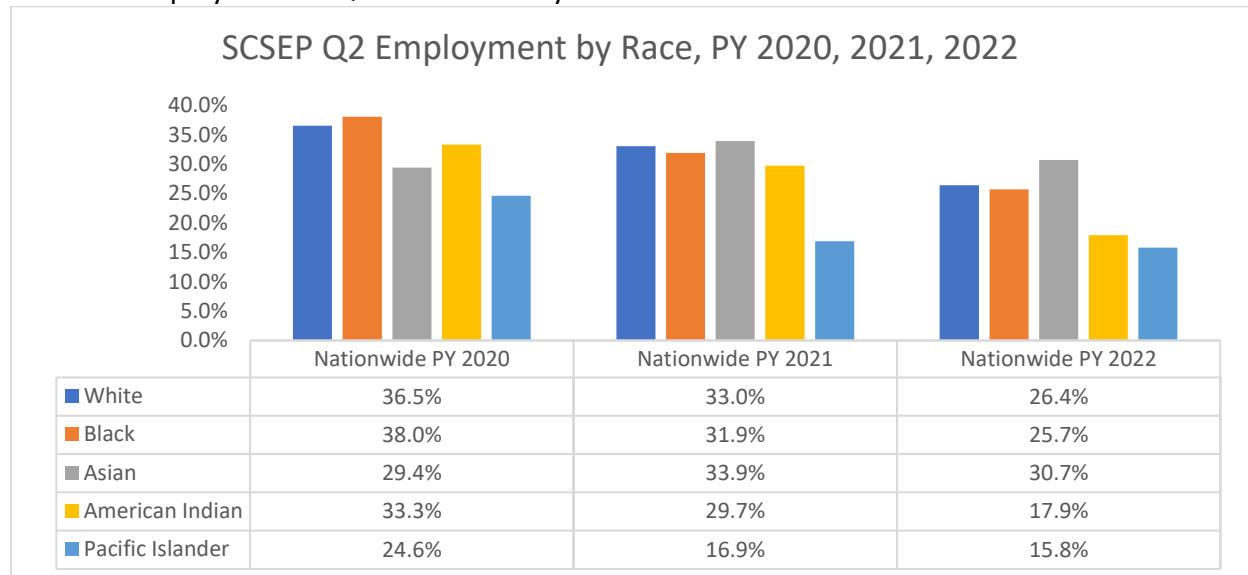
Employment in Q2⁴

Chart 1 presents the employment in Q2 rates for each racial category for all grantees nationwide in PY 2020, PY 2021, and PY 2022. Chart 2 presents the same Q2 employment data by race for all national and state grantees in the three most recent program years. Whites are presented in the first bar as the comparison group for determining disparate outcomes for the minority groups arrayed to the right. Charts 3 and 4 present the data by ethnicity for all grantees nationwide (Chart 3) and for all state and national grantees as separate groups (Chart 4). The data by minority status for all grantees nationwide are in Chart 5 and for state and national grantees as groups in Chart 6.

The PY 2020, PY 2021 and PY 2022 results for Charts 1 and 2 show a couple of significant disparities. In PY 2022, nationwide, American Indians had significantly lower Q2 employment rates than Whites (Chart 1). Also, in PY 2022, for national grantees, American Indians had significantly lower Q2 employment rates than Whites. In both PY 2020 and PY 2021, the only significant disparity is among State grantees regarding Pacific Islanders lower Q2 employment rate (as previously reported).

Beyond the question of disparities, it is evident that employment rates were significantly lower in PY 2022 than in PY 2020 and PY 2021. This may be COVID-related, but we have no other data to confirm that possibility. Future year’s data may help to confirm or deny this hypothesis.

Chart 1: Employment in Q2 Nationwide by Race



⁴ In the analyses of Q2 and Q4 employment outcomes, differences between groups are only reported when there is a statistically significant difference in the percentages based on a standard test (Fisher’s Z), and (except for the nationwide, national grantee, and state grantee aggregate measures) the difference disadvantages the minority category.

Chart 2: Employment in Q2 by National and State Grantees by Race

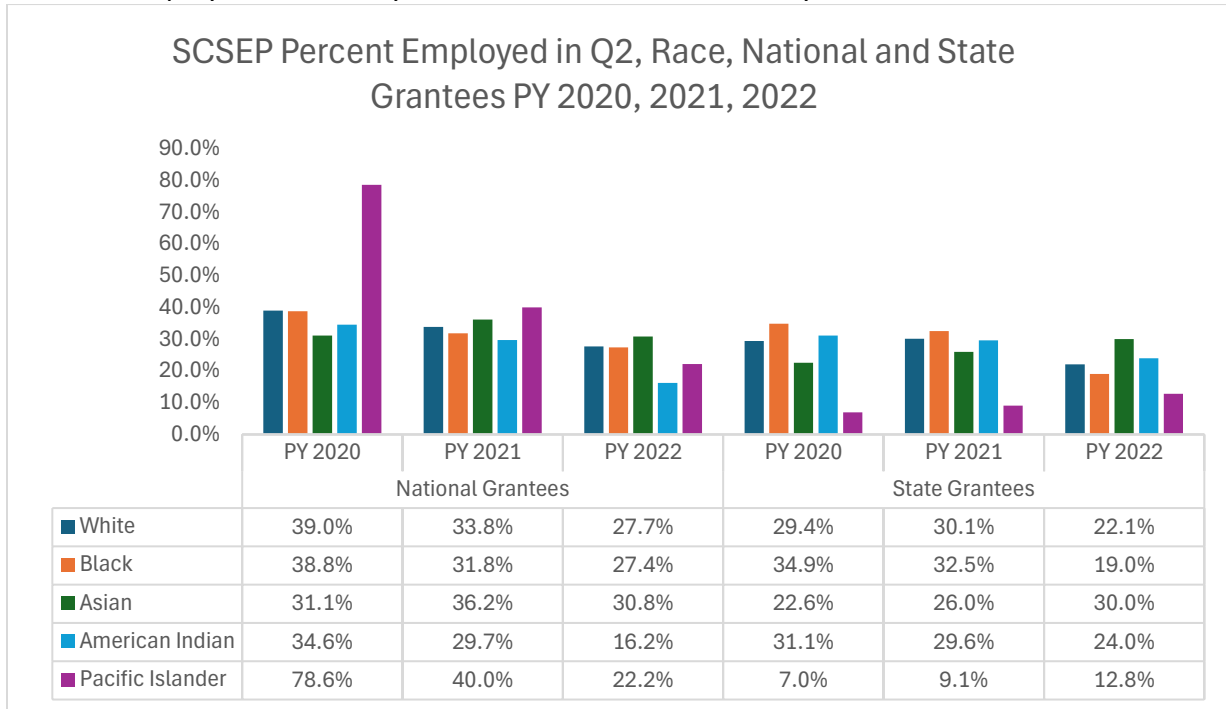


Chart 3: Employment in Q2 Nationwide by Ethnicity

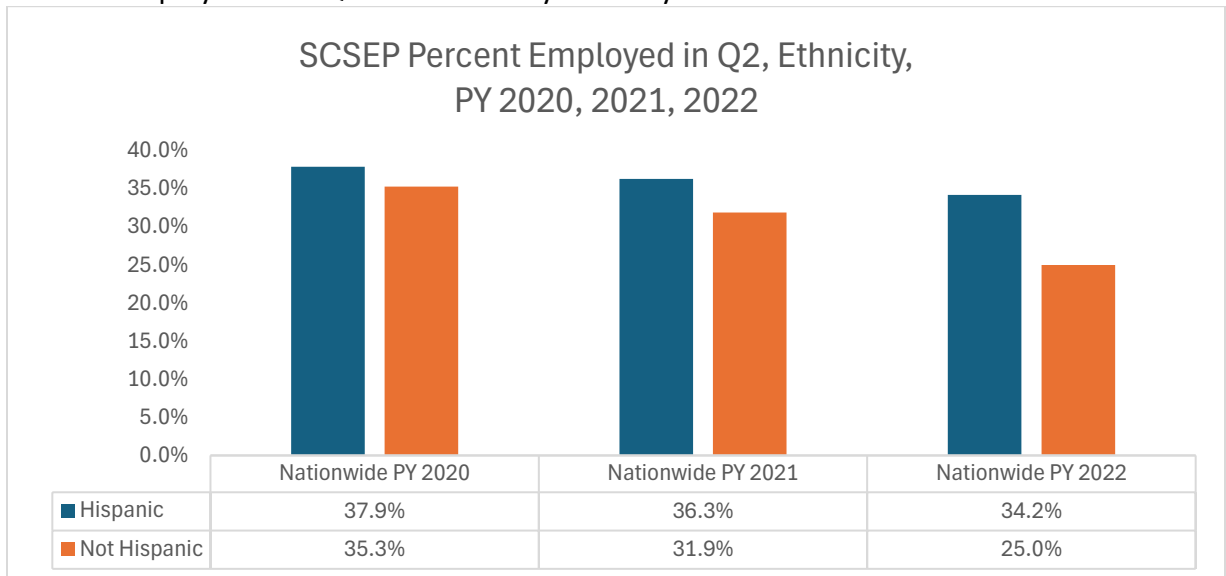


Chart 4: Employment in Q2 by National and State Grantees by Ethnicity⁵

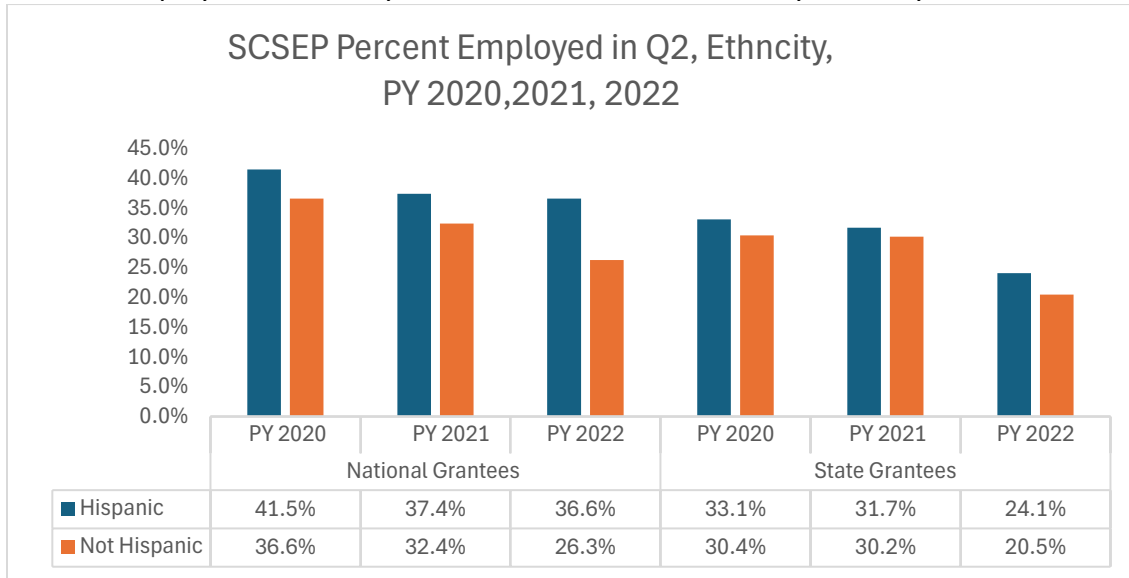
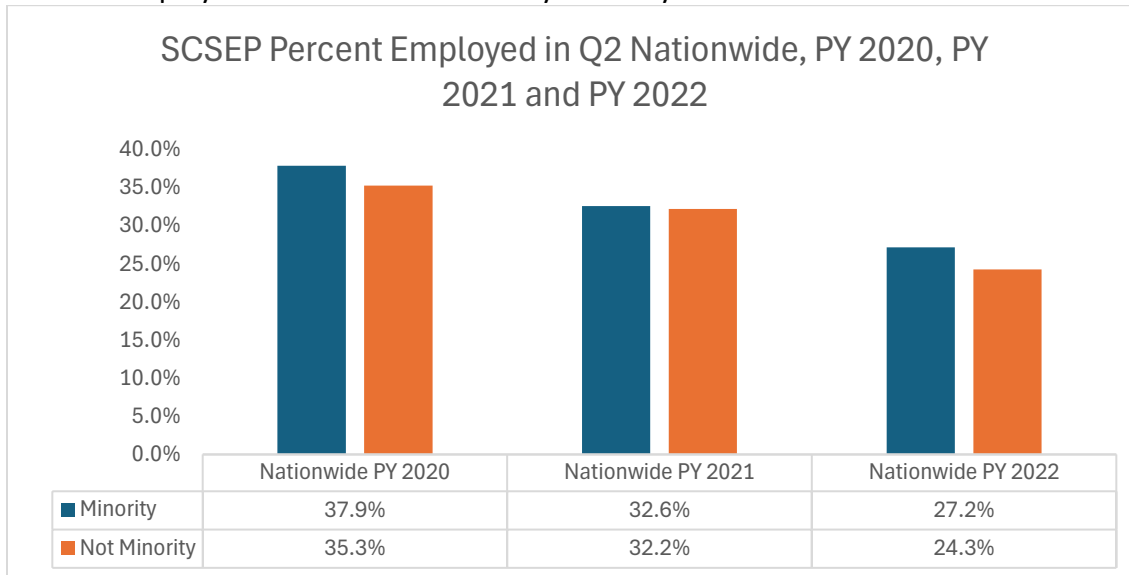
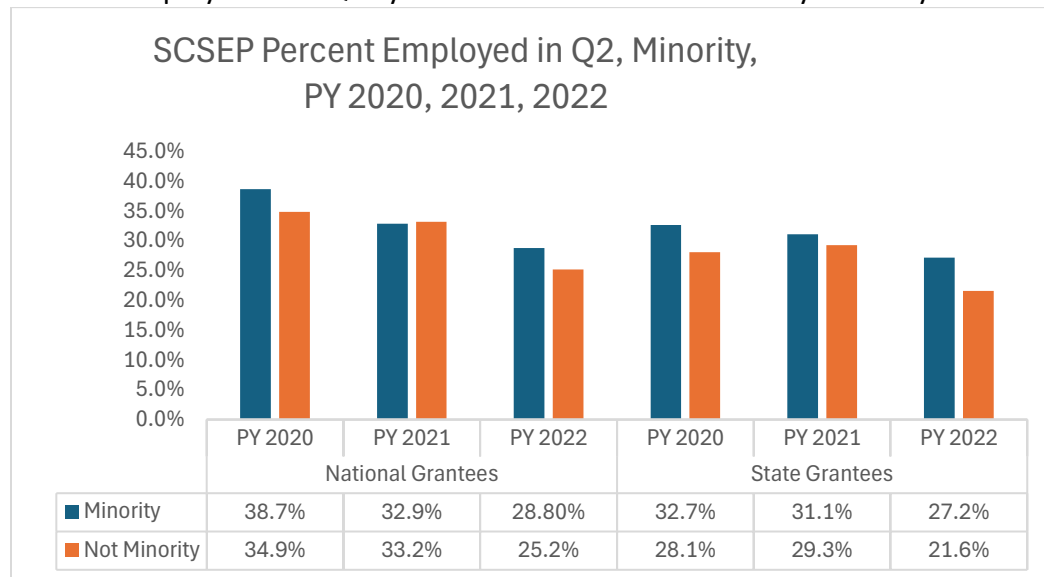


Chart 5: Employment in Q2 Nationwide by Minority



⁵ Some of the PY 2020 and PY 2021 data have been revised from the previous year's report.

Chart 6: Employment in Q2 by National and State Grantees by Minority⁶



See the results for individual grantees in Volume II.⁷

Employment in Q4⁸

Charts 7 and 8 present the Q4 employment rates for each racial category for all grantees nationwide and for all national and all state grantees in PY 2020, PY 2021 and PY 2022. Whites are presented in the first bar as the comparison group for determining disparate outcomes for the minority groups arrayed to the right. Chart 7 presents the data by race for all grantees nationwide. Chart 8 presents the data by race for all grantees nationwide. Chart 9 presents the data by ethnicity nationwide and Chart 10 by ethnicity for national and state grantees. Charts 11 and 12 present the data by minority status for all grantees nationwide and by national and state grantees as groups.

For PY 2022 there were no significant disparities in the Q4 data nationwide or by national and state grantees. As previously reported, the PY 2020 and PY 2021 results for Charts 7 show that Whites were employed in Q4 significantly more often than Pacific Islanders for State Grantees in PY 2021. That was the only instance of minority disadvantage at nationwide, national or state grantee levels.

⁶ Some of the data for PY 2020 and PY 2021 have been revised from the previous report.

⁷ All minority race and ethnic categories are compared to Whites who are not Hispanic.

⁸ In the analyses of employment outcomes, differences between groups are only reported when there is a statistically significant difference in the percentages based on a standard test (Fisher's Z), and (except for the nationwide, national grantee, and state grantee aggregate measures) the difference disadvantages the minority.

Chart 7: Employment in Q4 Nationwide by Race

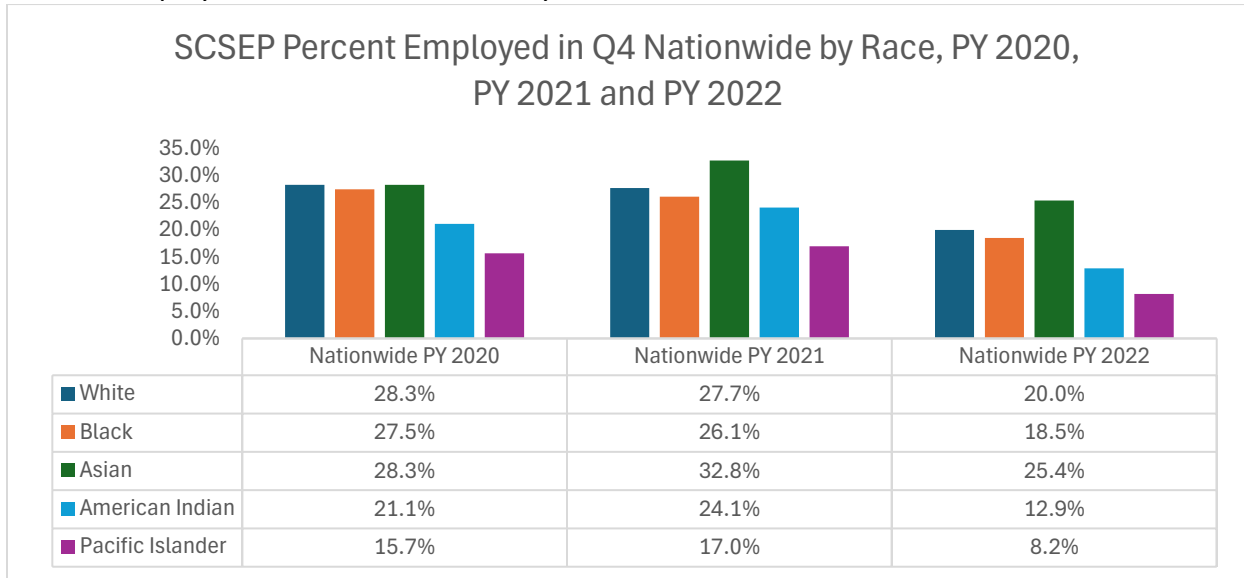


Chart 8: Employment in Q4 Nationwide and for National and State Grantees by Ethnicity

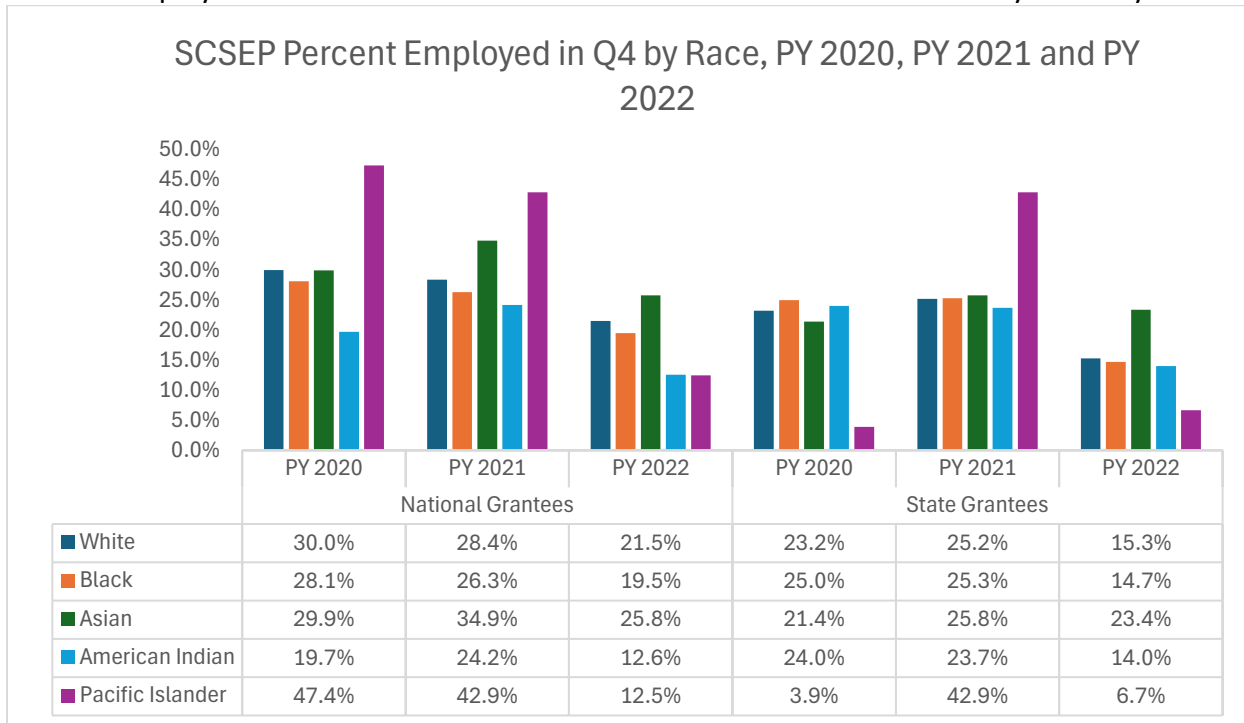


Chart 9: Employment in Q4 Nationwide by Ethnicity

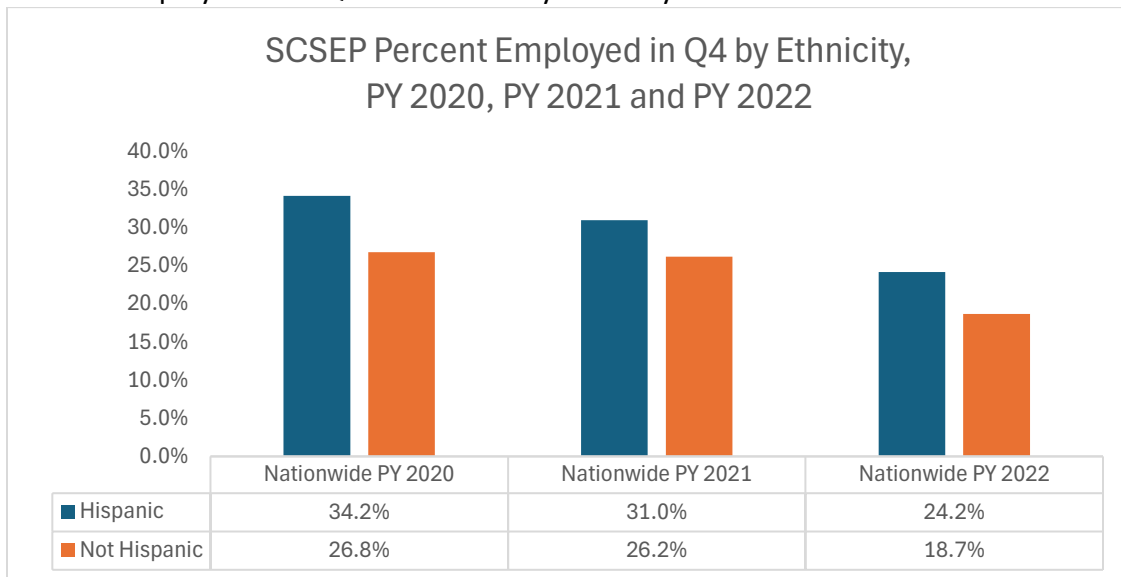


Chart 10: Employment in Q4 National and State Grantees by Ethnicity

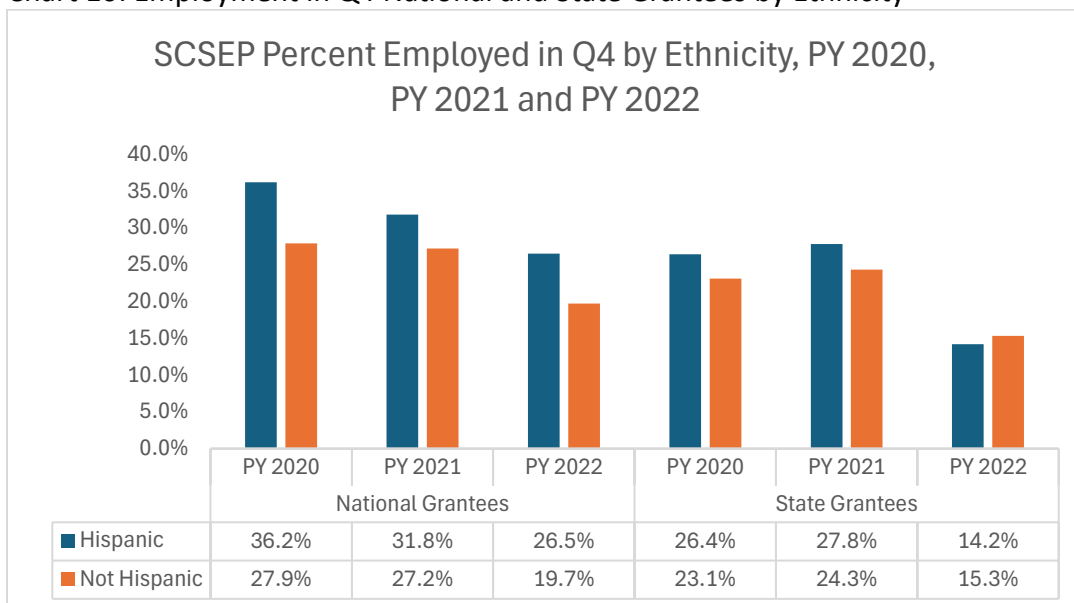


Chart 11: Employment in Q4, Nationwide by Minority, PY 2020, PY 2021 and PY 2022

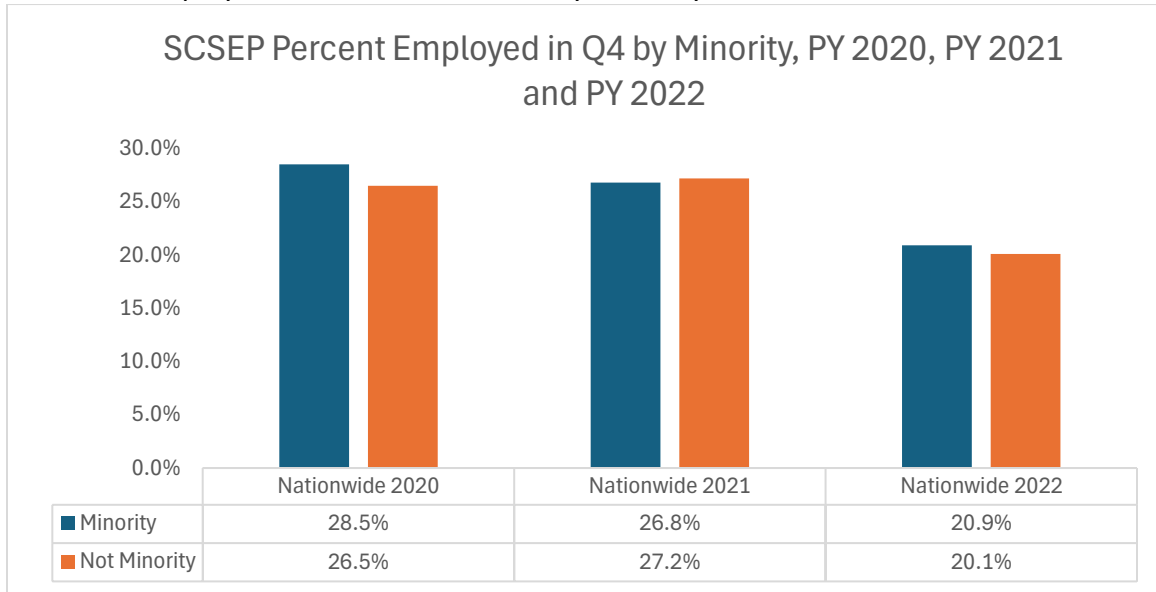
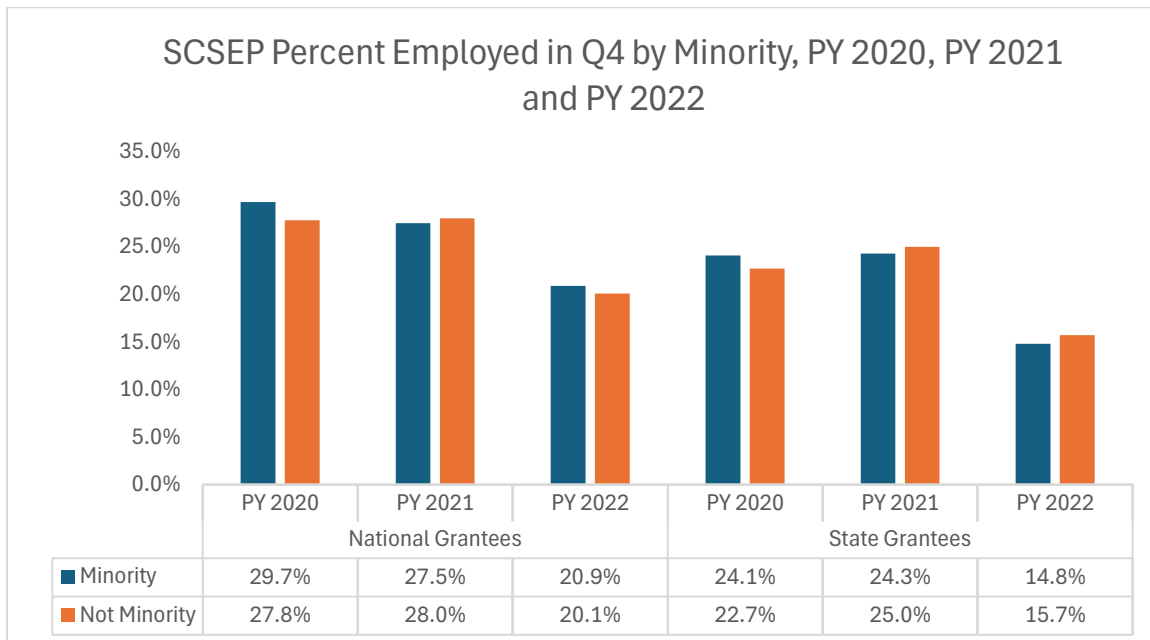


Chart 12: Employment in Q4, National and State Grantees by Minority, PY 2020, PY 2021 and PY 2022



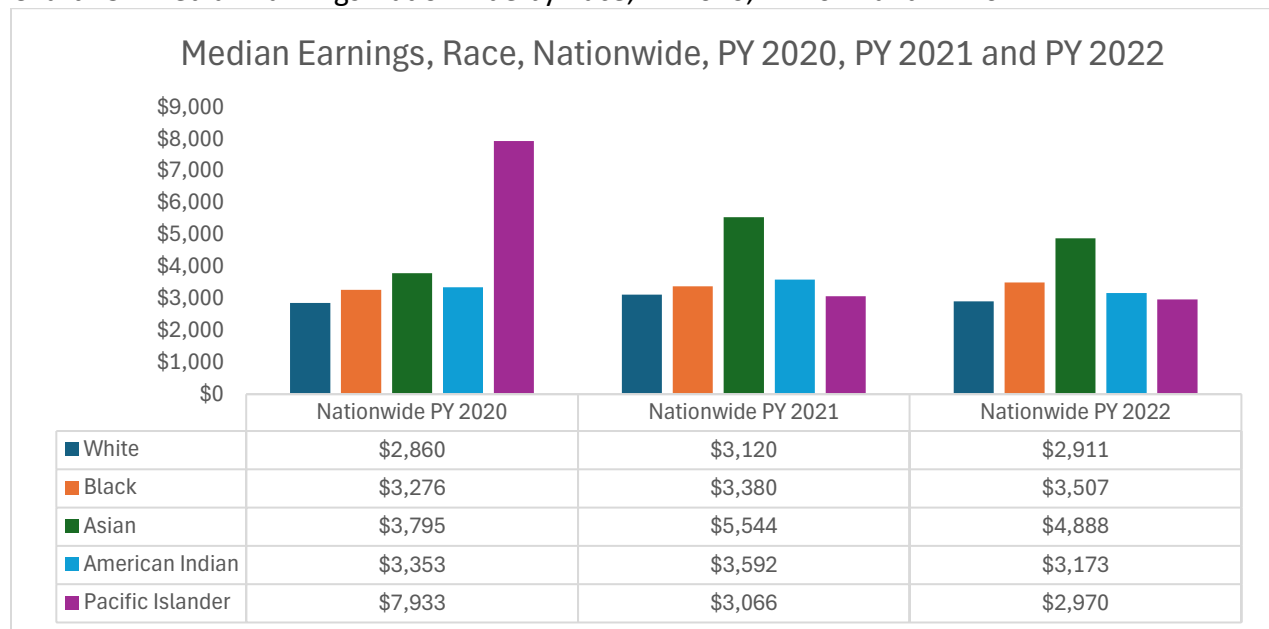
Median Earnings⁹

Median earnings for SCSEP participants are reported only when the individual participants have employment in the second quarter after the exit quarter. All wages for this measure are arrayed in order, from the lowest value to the highest; the value in the middle of this array is the median earnings value.

Charts 13 and 14 present median earnings by race; Charts 15 and 16 by ethnicity; and Charts 17 and 18 by minority status. All six charts present results for grantees in PY 2020, PY 2021 and PY 2022. As in the previous charts, Whites are presented in the first bar as the comparison group for determining disparate outcomes for the racial groups arrayed to the right.

There were no significant instances of disparities in median earnings by race, ethnicity or minority status for any of the three years. And, while employment rates for PY 2022 were significantly lower than those in the previous two years, no significant pattern of lower earnings was evident.

Chart 13: Median Earnings Nationwide by Race, PY 2020, PY 2021 and PY 2022



⁹ In the following analyses, differences between group median earnings are only reported when there is a statistically significant difference in the median based on the Wilcoxon test, and (except for the nationwide, national grantee, and state grantee aggregate measures) the difference disadvantages the minority.

Chart 14: Median Earnings for National and State Grantees by Race, PY 2020, PY 2021 and PY 2022

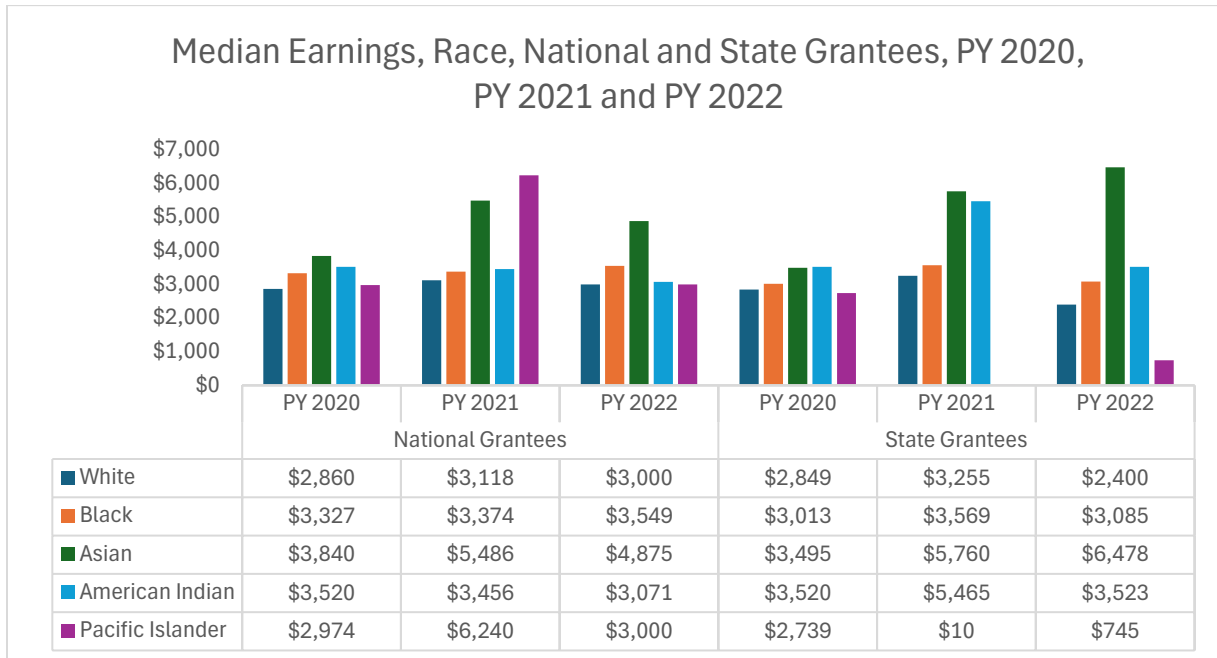


Chart 15: Median Earnings Nationwide by Ethnicity, PY 2020, PY 2021 and PY 2022

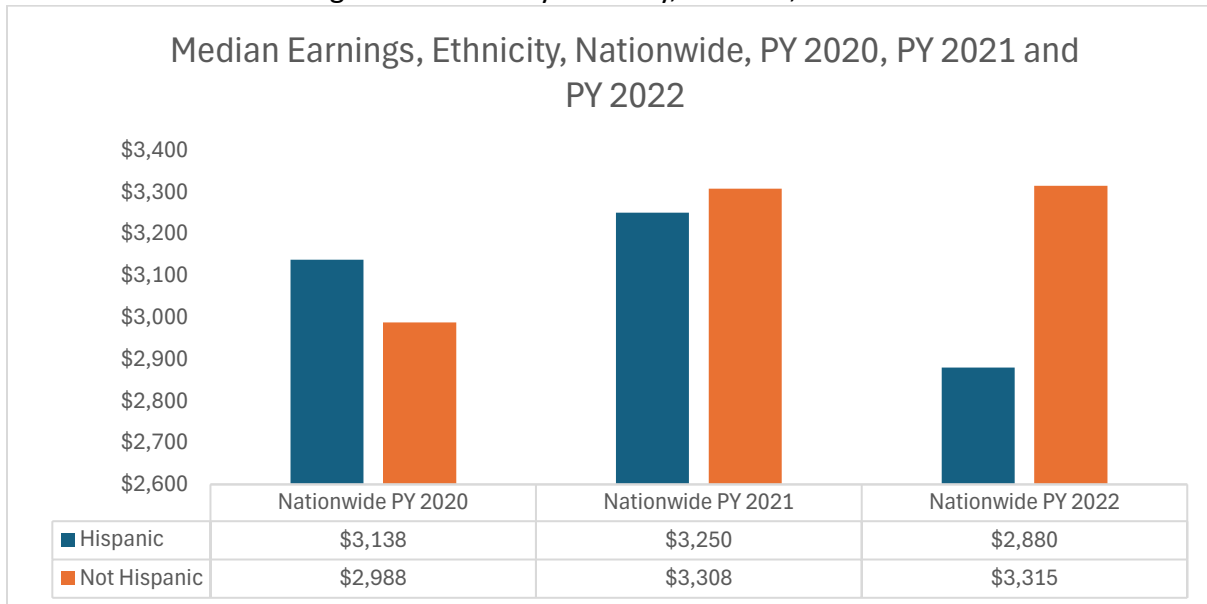


Chart 16: Median Earnings for National and State Grantees by Ethnicity, PY 2020, PY 2021 and PY 2022

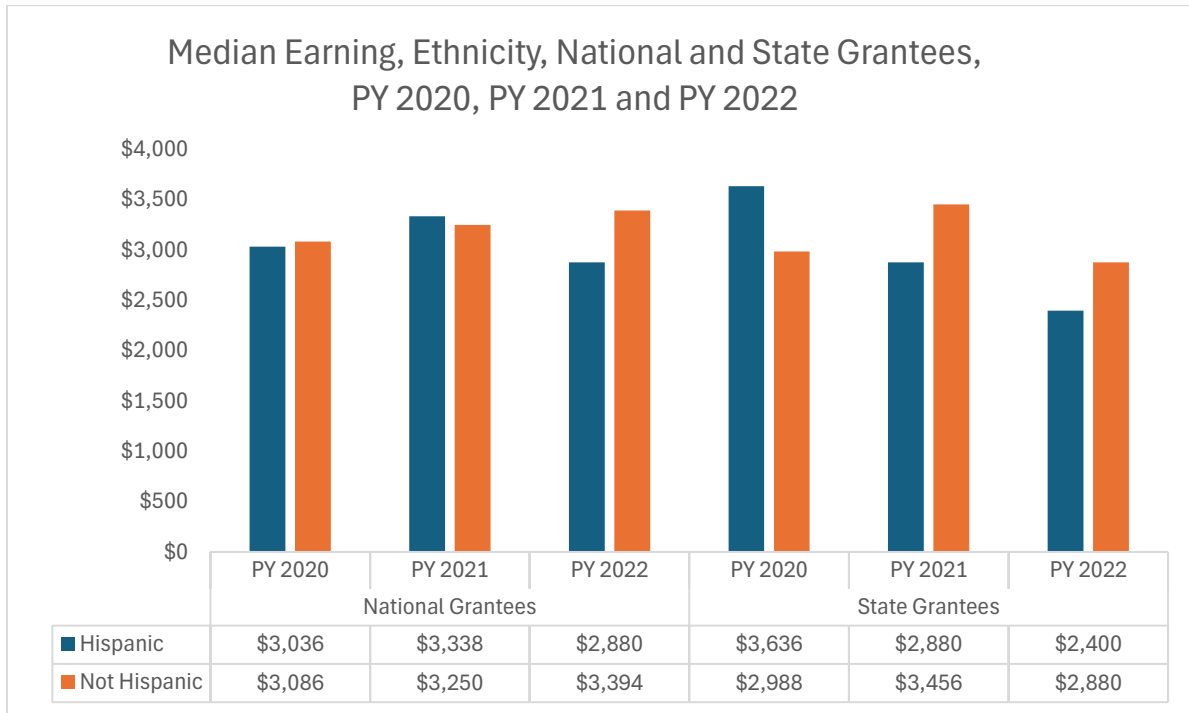


Chart 17: Median Earnings Nationwide by Minority, PY 2020, PY 2021 and PY 2022

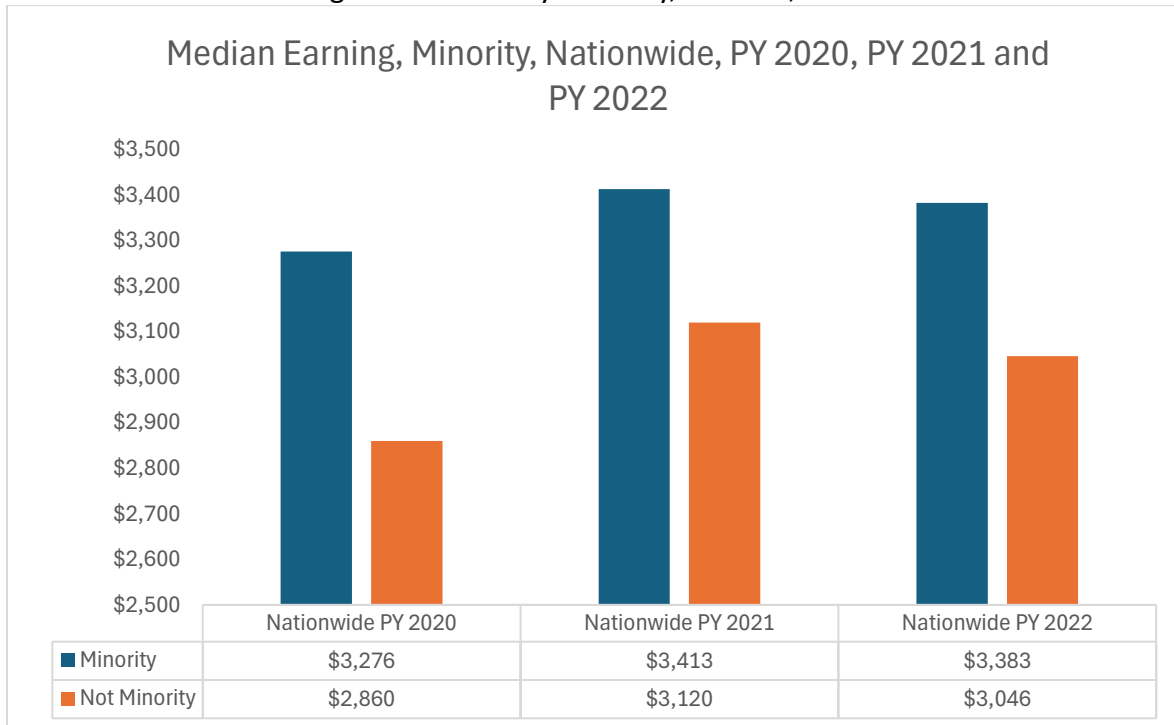
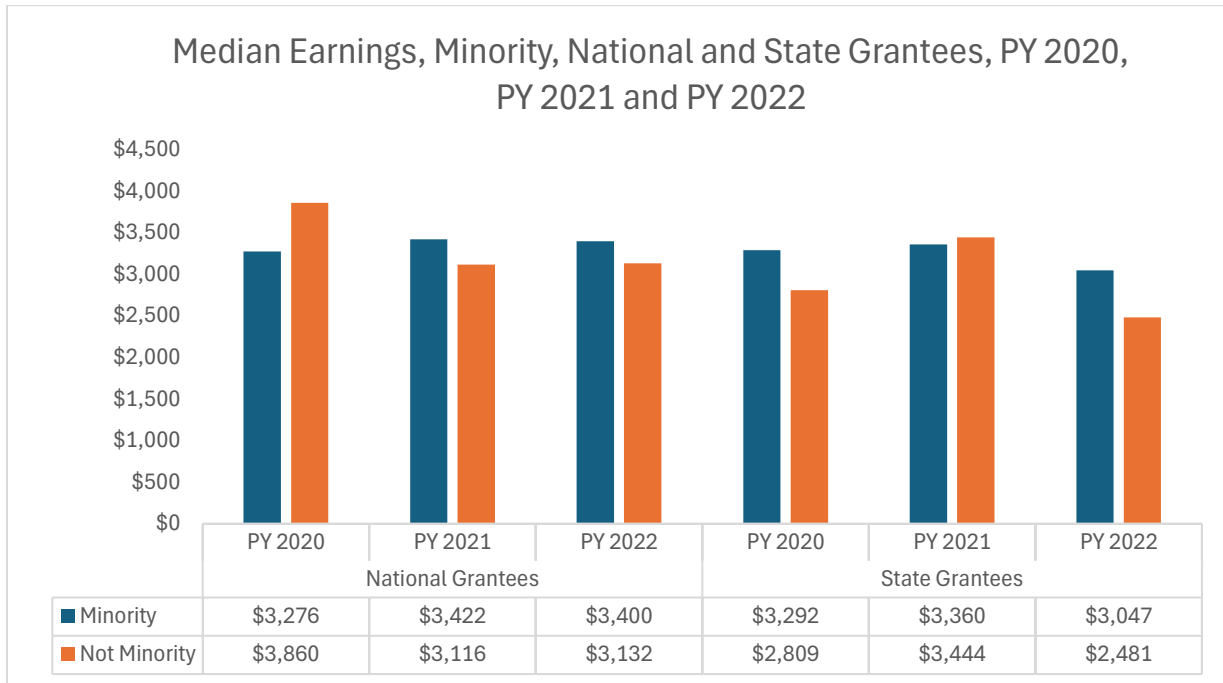


Chart 18: Median Earnings for National and State Grantees by Minority, PY 2020, PY 2021 and PY 2022



Summary for National Grantee by State in PY 2022¹⁰

- At the national grantee by state level, there are:
- For Q2 Employment:
 - Minority Overall, 2 instances
- For Q4 employment:
 - Black, 1 instance
 - Minority Overall, 2 instances
- For Median Earnings:
 - No instances

¹⁰ For details see Volume II.