

Senior Community Service Employment Program  
Analysis of Service to Minority Individuals, PY 2020 and PY 2021

Volume I

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

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## Table of Contents

<b>INTRODUCTION .....</b>	<b>3</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>3</b>
<b>PART I: PARTICIPATION .....</b>	<b>4</b>
DATA SOURCES .....	4
METHODOLOGY .....	4
LIMITATIONS OF THE ANALYSIS .....	6
PARTICIPATION .....	7
SUMMARY OF INSTANCES OF UNDERSERVICE FOR PY 2021.....	10
<b>PART II: OUTCOMES: EMPLOYMENT IN Q2, EMPLOYMENT IN Q4, AND MEDIAN EARNINGS .....</b>	<b>11</b>
METHODOLOGY .....	11
EMPLOYMENT IN Q2 .....	13
EMPLOYMENT IN Q4 .....	15
MEDIAN EARNINGS .....	17
SUMMARY FOR NATIONAL GRANTEE BY STATE IN PY 2020 AND PY 2021.....	19

## *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 2020 and PY 2021. It uses the same approach and analyses employed in the reports for PY 2006 through PY 2019. 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 PY 2020 and PY 2021 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.

## *Executive Summary*

- Participation results for PY 2020 and PY 2021 are generally consistent with prior years. There was little change from PY 2020 to PY 2021
- Hispanics and Asians continue to be underserved minority categories at the nationwide level, with 27 grantees significantly underserving Hispanics and 47 grantees significantly underserving Asians (relative to their incidence in the population)
- All other minority categories are overserved relative to their incidence in the population at the nationwide level
- National grantees serve Blacks at a statistically significantly higher rate than state grantees, although both overserve Blacks relative to their incidence in the population
- When outcomes are examined:
  - For Q2 employment, nationwide, Pacific Islanders have statistically significant lower outcomes when served by state grantees
  - For Q4 employment, nationwide, 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.
  - There were no significant instances of disparities in median earnings by race, ethnicity or minority status for either PY 2020 or PY 2021.
  - There are only 3 instances of significant outcome disparities at the grantee level—all for median earnings
  - These results are also generally consistent with what has been found in prior years

## ***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 2020 and 2021. The other set of data, for the incidence of minority groups in the United States population, is the 2016-2020 and 2017-2021 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 small<sup>1</sup>, 12.6% among all ages, and only 6.0%<sup>2</sup> 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 SPARQ 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

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<sup>1</sup> <https://data.census.gov/table?tid=ACSDP1Y2021.DP05>

<sup>2</sup> [https://acl.gov/sites/default/files/aging%20and%20Disability%20In%20America/2020Profileoldramericans.final\\_.pdf](https://acl.gov/sites/default/files/aging%20and%20Disability%20In%20America/2020Profileoldramericans.final_.pdf)

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 2019 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 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.

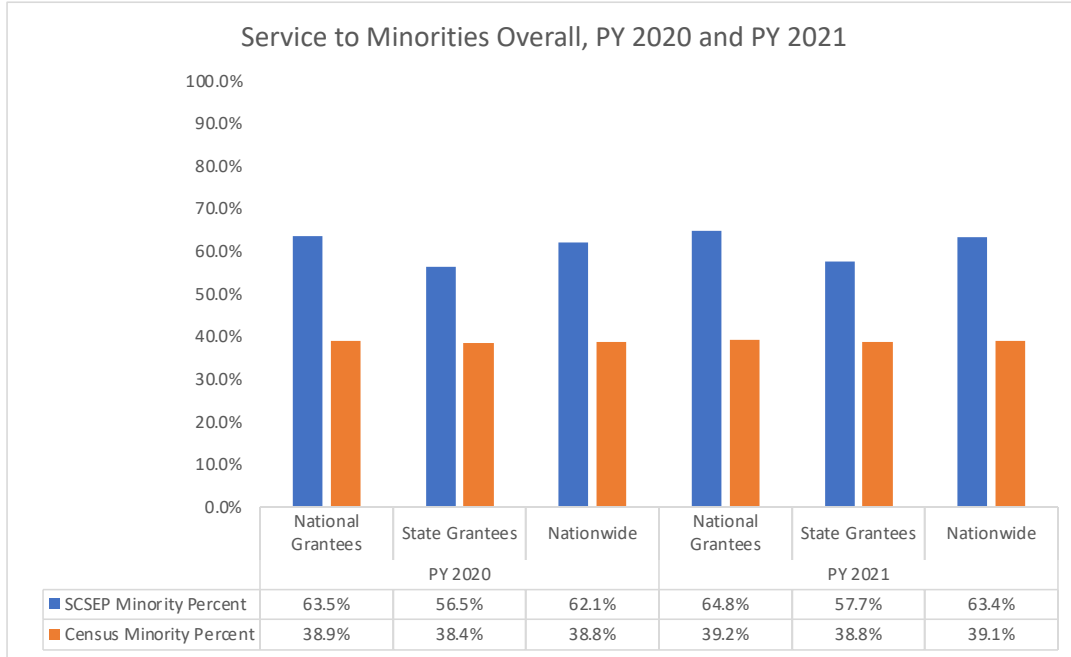
## **Limitations of the Analysis**

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.

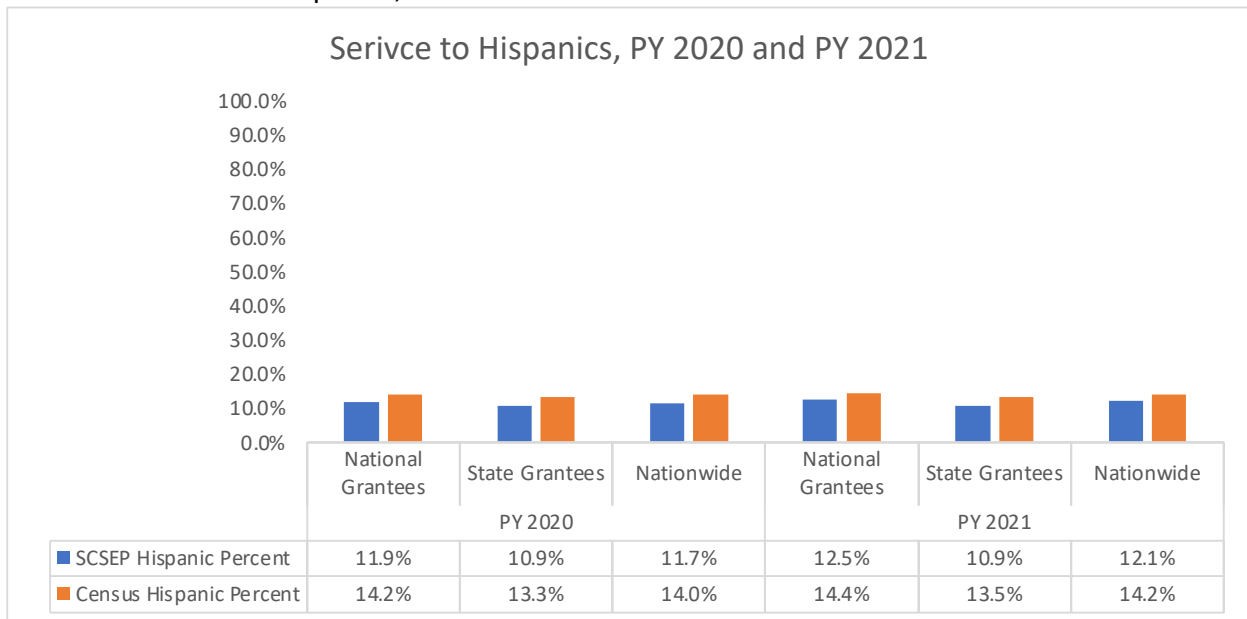
# Participation

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



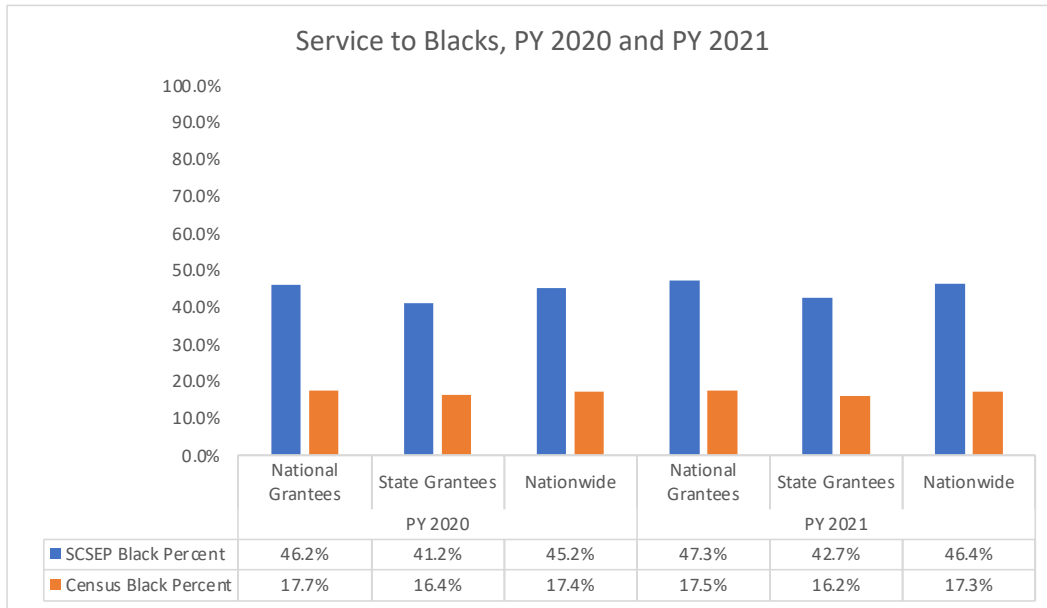
Nationwide, SCSEP serves minorities overall at a much higher rate than their incidence in the target population, in both PY 2020 and PY 2021, with very little change from PY 2020 to PY 2021.

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



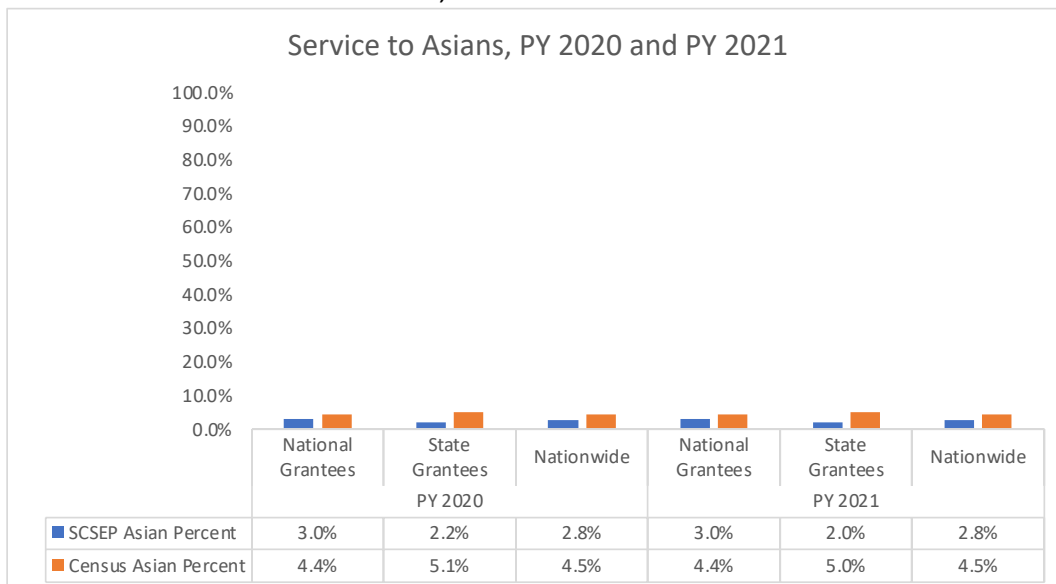
Nationwide, SCSEP underserved Hispanics relative to their incidence in the target population, both in PY 20 and PY 21, with very little change from PY 20 to PY 21.

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



Nationwide, SCSEP serves blacks at a higher rate than their incidence in the target population, in both PY 20 and PY 21, with very little change from PY 20 to PY 21. National grantees serve blacks at a statistically significantly higher rate than state grantees.

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





Nationwide, SCSEP underserves Asians relative to their incidence in the target population, in both PY 20 and PY 21, with very little change from PY 20 to PY 21.

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

Nationwide, SCSEP serves American Indians at a higher rate than their incidence in the target population, in both PY 20 and PY 21, with very little change from PY 20 to PY 21.

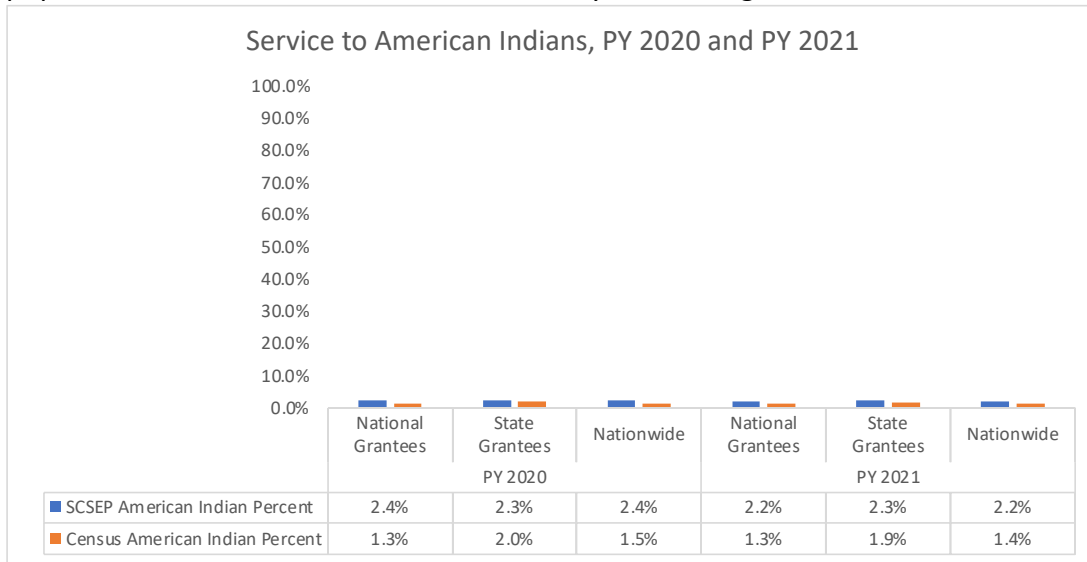
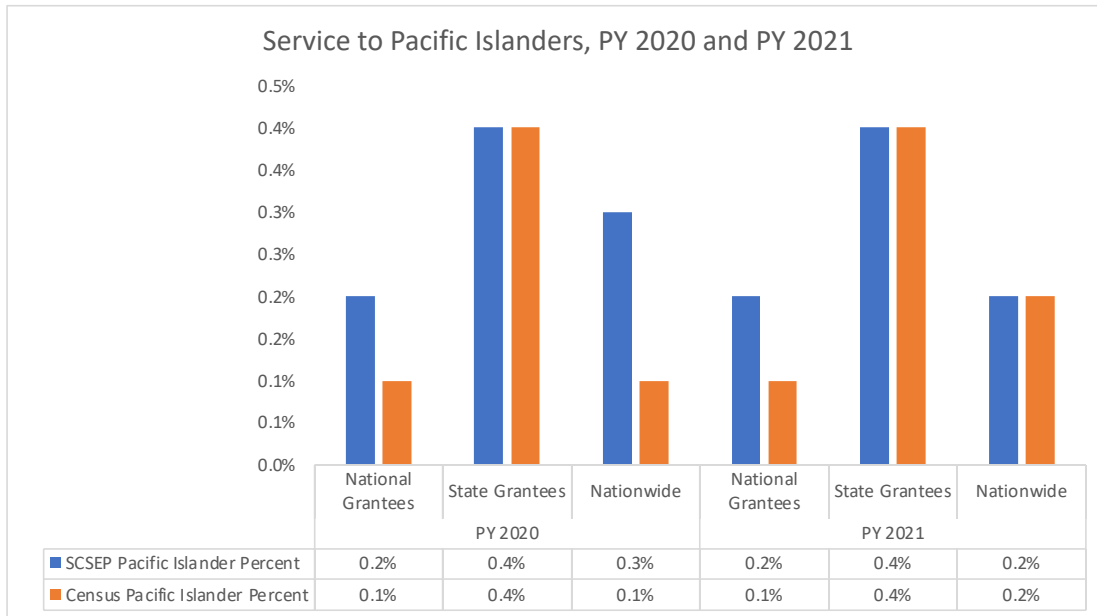


Chart 6. Service to Pacific Islanders, PY 2020 and PY 2021



Nationwide, SCSEP serves Pacific Islanders at a higher rate than their incidence in the target population, in both PY 20 and PY 21, with very little change from PY 20 to PY 21. ***Please note the change in scale in the above chart due to the small size of the percentages reported.***

## Summary of Instances of Underservice For PY 2021

Table 1. Instances of Underservice By Minority Category, PY 2021

	Minority Overall	Hispanic	Black	Asian	American Indian	Pacific Islander
	Less than 80%, and Significant					
National Grantees	0	12	1	16	2	0
State Grantees	1	15	1	31	8	2
Nationwide Total	1	27	2	47	10	2
Percent of Grantees Underserving (of All Grantees with Data--74)	1.4%	36.5%	2.7%	63.5%	13.5%	2.7%

The following shows the number of instances where a national grantee underserved a minority category in a particular state, in PY 21:

- Minority Overall—0 instances
- Hispanic—54 instances
- Black—14 instances
- Asian—73 instances
- American Indian—13 instances
- Pacific Islander—3 instances
- There were a total of 157 instances of underserves for national grantees by state, out of a total 744 possible instances (6 minorities categories x 124), for a underservice instance rate of 21.1%

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

### **Methodology**

Unlike previous reports, this year's report covers two program years, PY 2020 and PY 2021. These analyses are based on the data that were used to construct the Final PY 2020 and PY 20220 and PY 2021 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, 2022.

The three employment outcome measures used are employment in the second quarter after the exit quarter ("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 racial or 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 100<sup>3</sup>, 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

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<sup>3</sup> 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. The individual grantee results are provided in Volume II. The individual grantee results include notation of instances where there is a minority group disadvantaged. The grantee results 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.

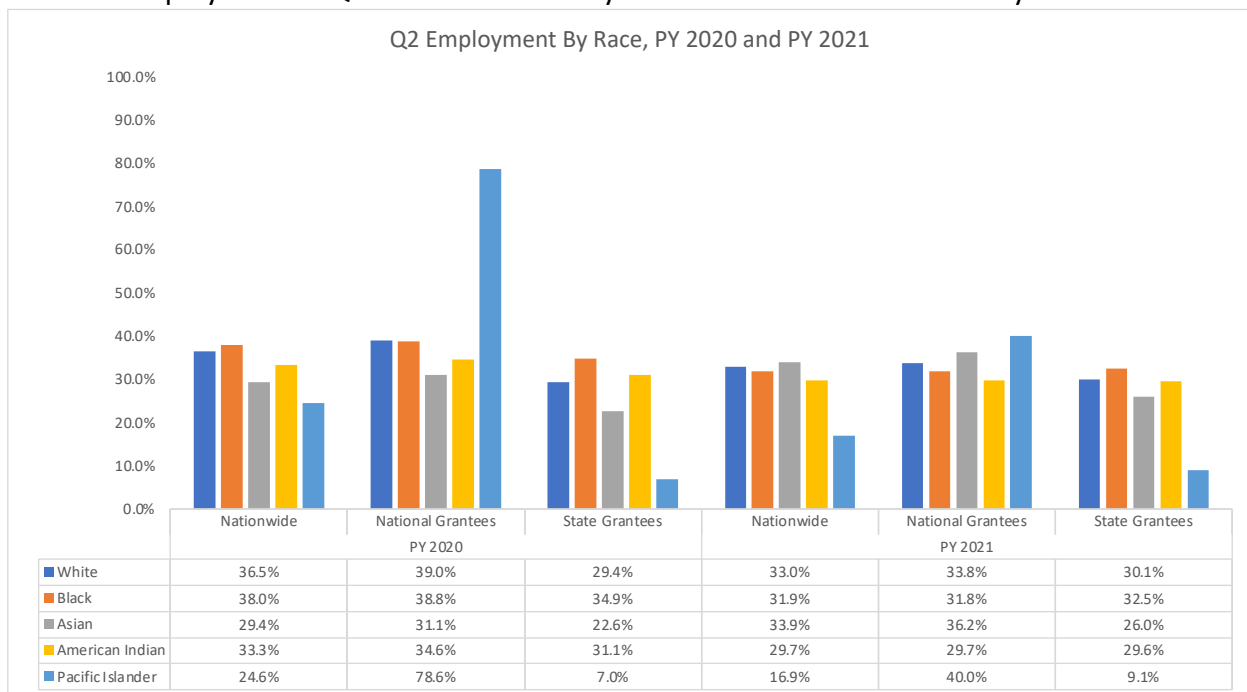
There are several special features of the way data are displayed in the tables in Volume II. Where there are small numbers of any category in an analysis, the observed difference in percentages for a particular outcome may look substantive but may nonetheless have occurred by chance; those cells in the 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 Q2<sup>4</sup>

The first chart presents the employment in Q2 rates for each racial category for all grantees nationwide and for all national and all state grantees in PY 2020 and PY 2021. Whites are presented in the first bar as the comparison group for determining disparate outcomes for the minority groups arrayed to the right. Chart 2 presents the data by ethnicity for all grantees nationwide and for state and national grantees as groups. Chart 3 presents the data by minority status for all grantees nationwide and for state and national grantees as groups.

The PY 2020 and PY 2021 results for Charts 1 and 2 show that the only significant disparity is among State grantees regarding Pacific Islanders in both PY 2020 and PY 2021.

Chart 1: Employment in Q2 Nationwide and by National and State Grantees by Race



<sup>4</sup> 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 Nationwide and by National and State Grantees by Ethnicity

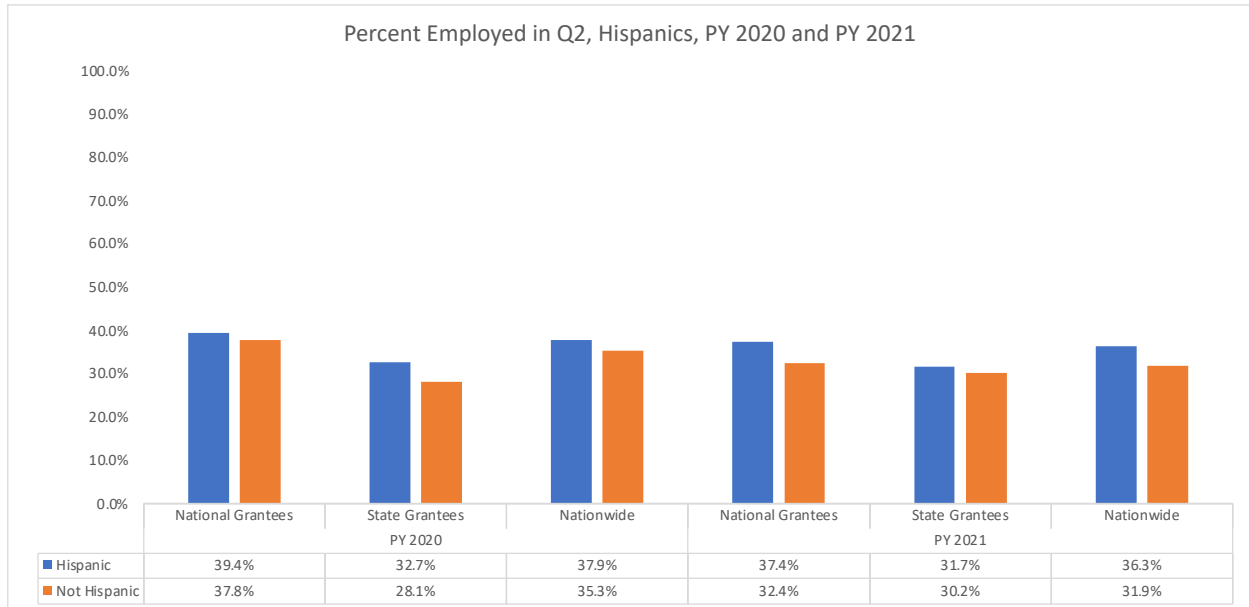
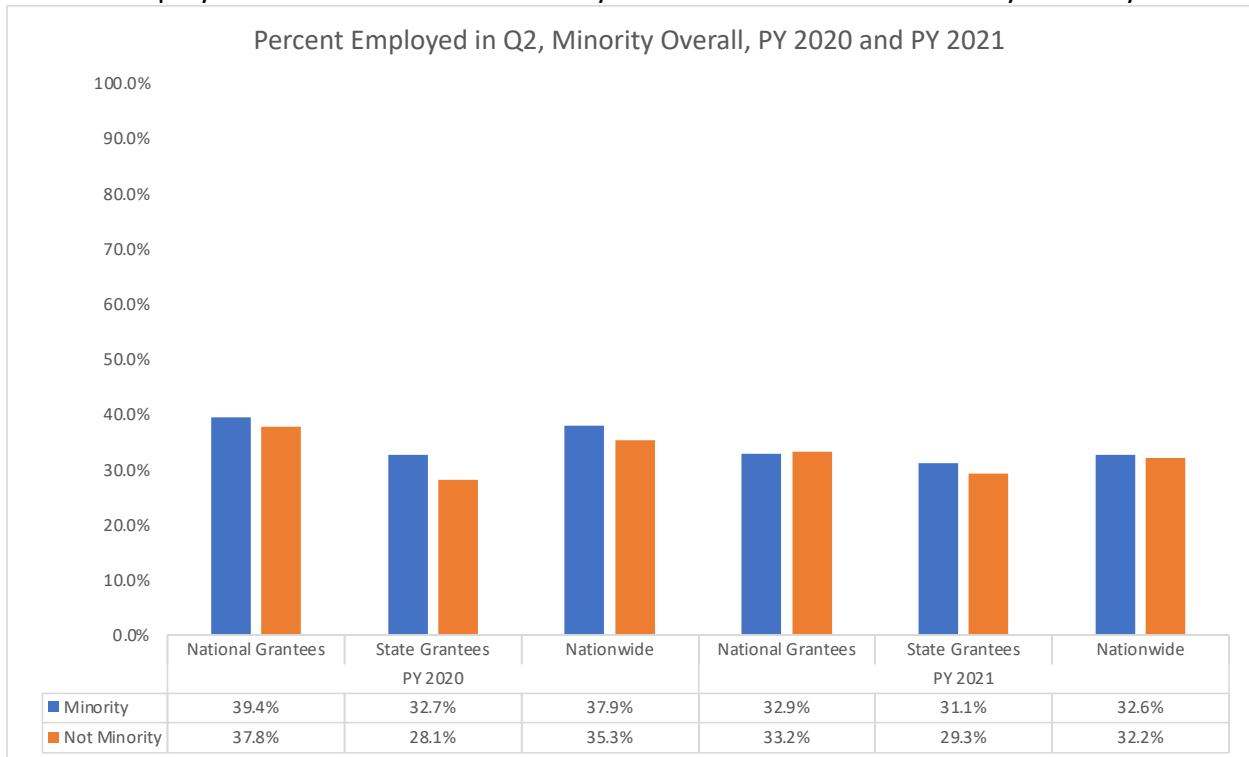


Chart 3: Employment in Q2 Nationwide and by National and State Grantees by Minority



See the results for individual grantees in Volume II.<sup>5</sup>

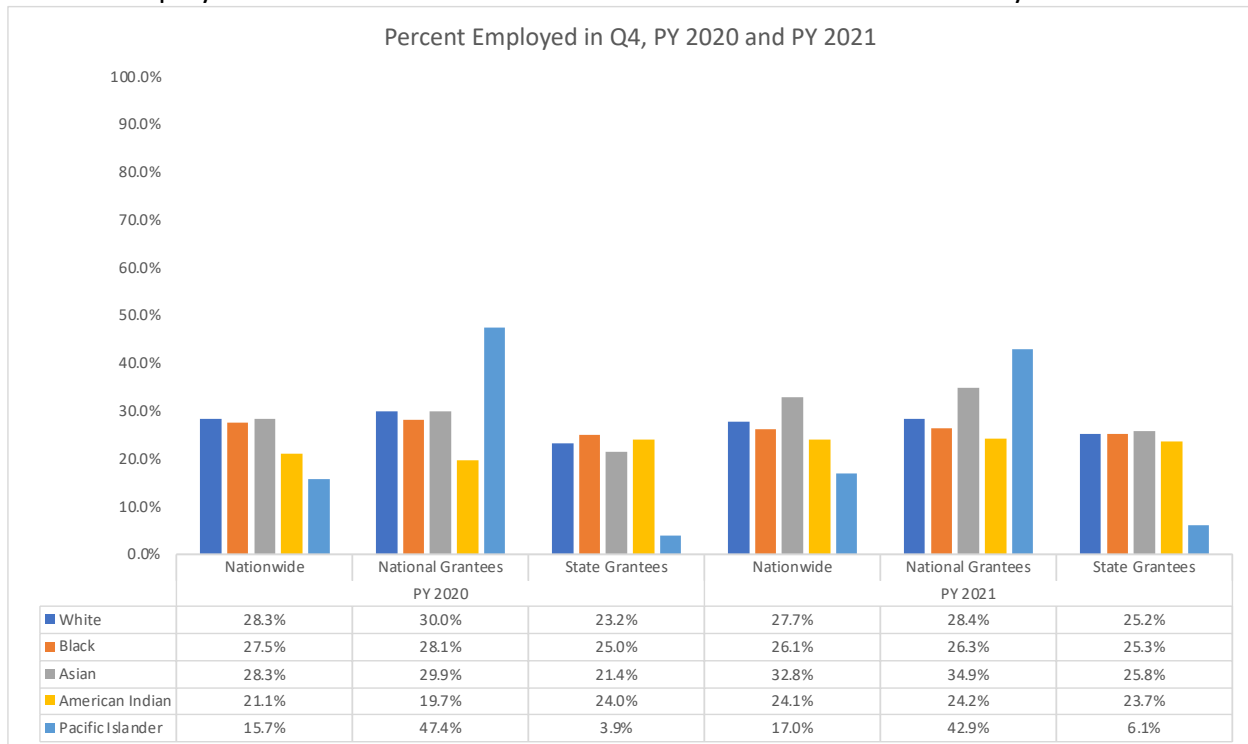
<sup>5</sup> All minority race and ethnic categories are compared to Whites who are not Hispanic.

## Employment in Q4<sup>6</sup>

Chart 4 presents the employment in Q4 rates for each racial category for all grantees nationwide and for all national and all state grantees in PY 2020 and PY 2021. Whites are presented in the first bar as the comparison group for determining disparate outcomes for the minority groups arrayed to the right. Chart 5 presents the data by ethnicity for all grantees nationwide and for state and national grantees as groups. Chart 6 presents the data by minority status for all grantees nationwide and for state and national grantees as groups.

The PY 2020 and PY 2021 results for Charts 4-6 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.

Chart 4: Employment in Q4 Nationwide and for National and State Grantees by Race



<sup>6</sup> 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 5: Employment in Q4 Nationwide and for National and State Grantees by Ethnicity

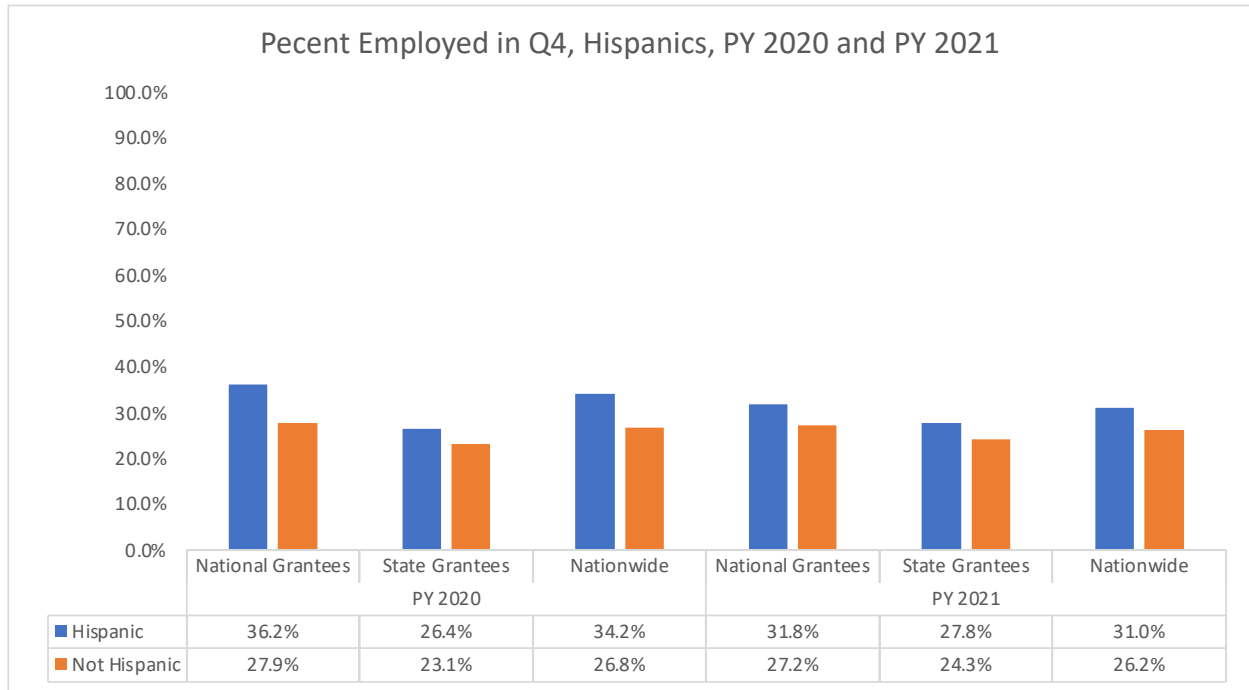
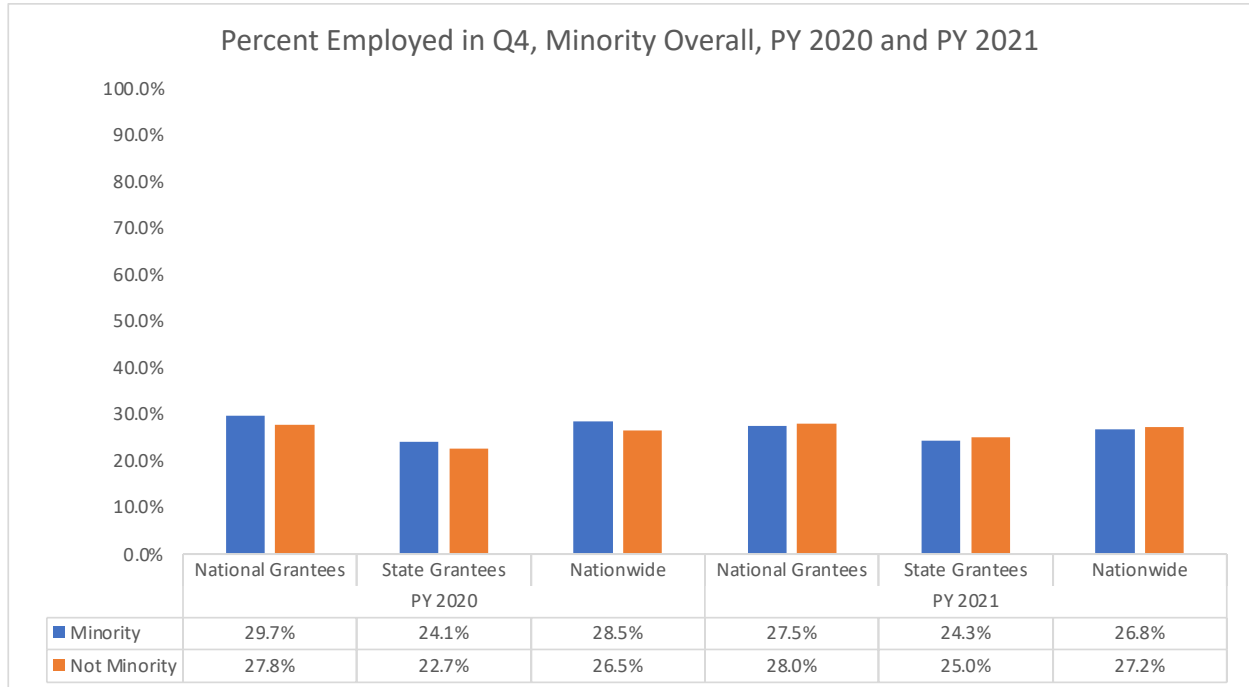


Chart 6: Employment in Q4 Nationwide and for National and State Grantees by Minority Overall





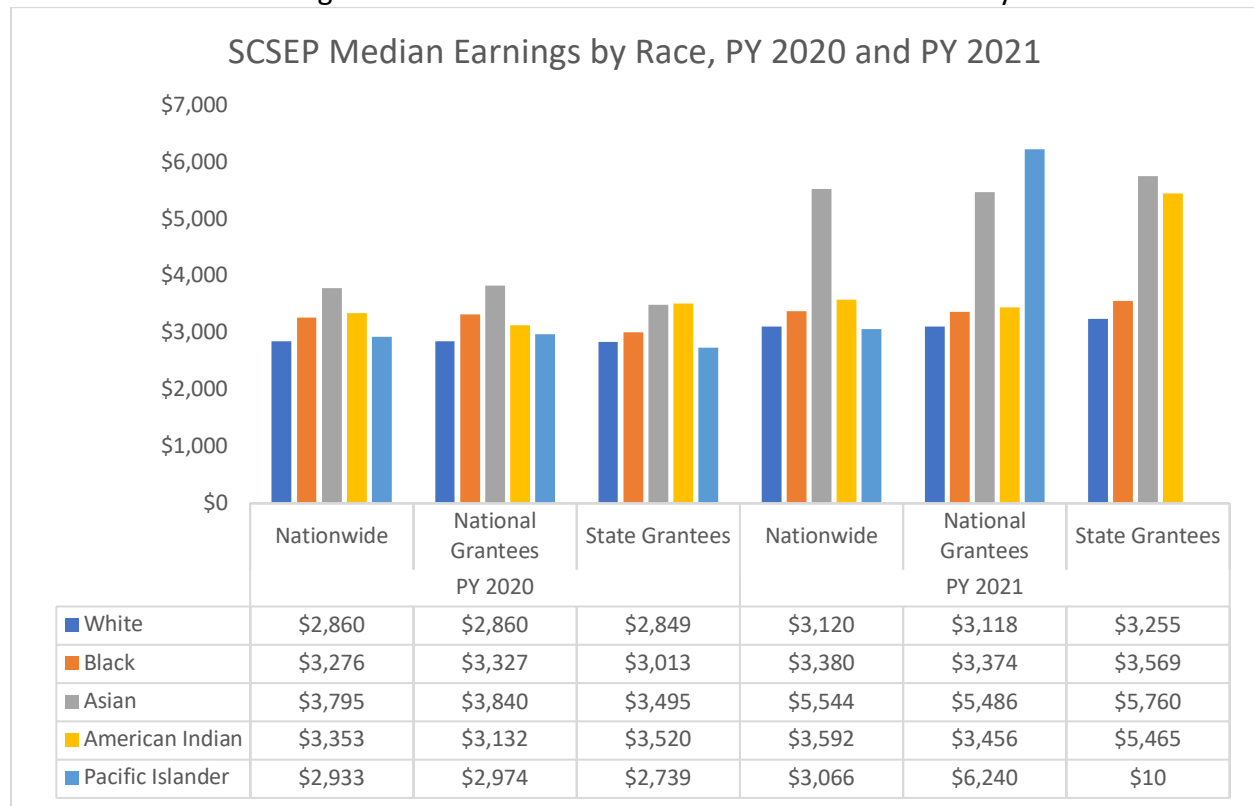
## Median Earnings<sup>7</sup>

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.

Chart 7 presents the median earnings by race; Chart 8 by ethnicity; and Chart 9 for minority/not minority. All three charts present results nationwide and by national and state grantees in PY 2020 and PY 2021. As in the other charts above, 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 either PY 2020 or PY 2021.

Chart 7: Median Earnings Nationwide and for National and State Grantees by Race



<sup>7</sup> 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 8: Median Earnings Nationwide and for National and State Grantees by Ethnicity

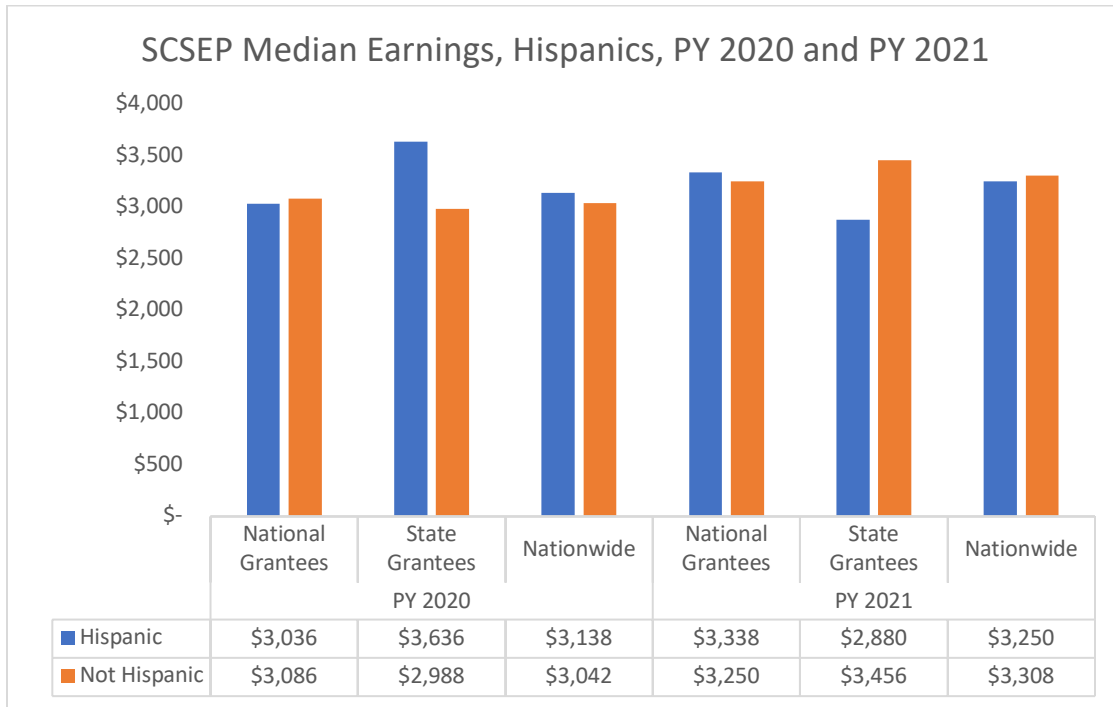
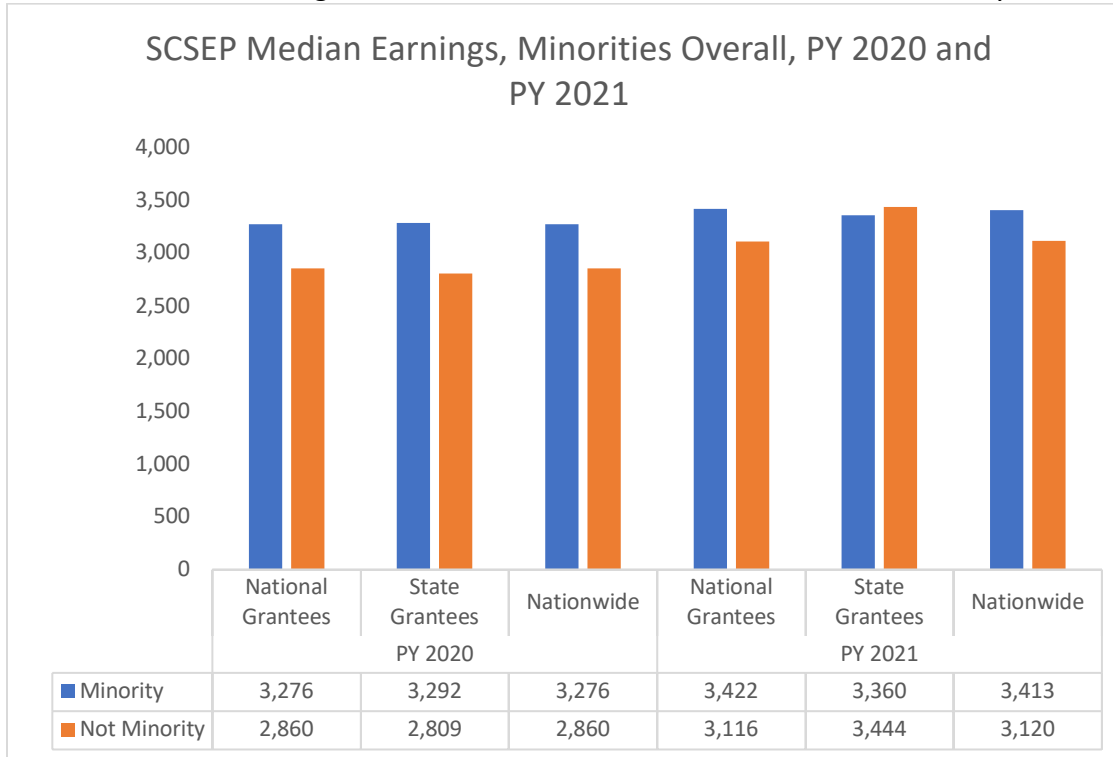


Chart 9: Median Earnings Nationwide and for National and State Grantees by Minority Status



## **Summary for National Grantee by State in PY 2020 and PY 2021**

- At the national grantee by state level, there are:
- For Q2 Employment:
  - Black, 8 instances
  - Hispanic, 1 instance
  - Minority Overall, 6 instances
- For Q4 employment:
  - Black, 5 instances
  - Minority Overall, 2 instances
- For Median Earnings:
  - Grantee Level—1 (Black), 1 (American Indian)-same grantee; 1 minority overall
  - No instances at the national grantee by state level