



What works to increase
**self-sufficient
employment**



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Glossary of employment-related terms

Employed persons: People age 16 and over from the civilian, noninstitutional population who a) worked at least one hour during the reference week (i.e. the week for which employment is being measured by BLS) for an employer, their own business or a family business, and b) people who are temporarily absent from a job (due to vacation, illness, childcare problems, etc.)

Unemployed persons: People ages 16 and over who are not employed but are available for work and have made a specific effort to find employment during the last four weeks.

Unemployment rate: The number unemployed as a percent of the labor force.

Labor force: All persons classified as employed or unemployed.

Labor force participation rate: The labor force as a percent of the civilian noninstitutional population.

Marginally attached workers: Persons not in the labor force who want to and are available for work, and who have looked for a job sometime in the prior 12 months (or since the end of their last job if they held one within the past 12 months) but are not counted as unemployed because they did not look for work in the four weeks prior to the reference week.

Part-time: Persons who work less than 35 hours per week.

Part-time for economic reasons¹: Sometimes referred to as involuntary part-time. These workers would prefer full-time work, but work part-time because their hours were cut or they could not find a full-time job.

Part-time for non-economic reasons²: Sometimes referred to as voluntary part-time. People who work part-time because of school or training, family or personal obligations or other reasons.

Source: U.S. Department of Labor, Bureau of Labor Statistics (BLS)³

What works to increase self-sufficient employment

Executive summary

3 key findings for policymakers

- Many Ohioans are not prepared for self-sufficient employment because they lack postsecondary credentials, as well as the financial resources and/or family and community support to attain them.
- Most of the jobs with the highest number of openings in Ohio do not pay self-sufficient wages or offer health insurance benefits.
- There are evidence-based policies that state policymakers can act on to prepare more Ohioans for self-sufficient employment.

The challenge

The Centers for Medicare and Medicaid Services (CMS) is encouraging states to test work requirements as a strategy for improving the health of working-age, non-pregnant adult beneficiaries who are not eligible for Medicaid on the basis of a disability. There is clear evidence that employment is an important determinant of health, and that jobs that pay a sufficient wage contribute to better health. The relationship between employment and health is complex and the direction of causality is unclear. However, there are aspects of employment, like higher wages, that are associated with improved health outcomes.

Postsecondary education continues to be the most important determinant of positive employment outcomes over a lifetime. However, many adults in Ohio, particularly those who may be subject to new and enhanced work requirements, do not have

postsecondary education and lack the high-school diploma, financial resources and/or family and community support to get one. For these adults, the journey to self-sufficiency often requires additional support from policies and programs implemented in the public and private sectors.

This policy brief is a resource for policymakers who would like to implement and strengthen evidence-based policies and programs for Ohioans facing barriers to self-sufficient employment.

Background

There are clear connections between income and health.

Groups with higher incomes tend to experience better mental and physical health outcomes than groups with lower incomes. Having an income sufficient to meet basic needs makes it easier to avoid and treat health problems. Physical and mental health challenges also impact the type of work people can do.

Status of employment in Ohio

- In 2017, Ohio's annual average unemployment rate was 5 percent, which was higher than the U.S. rate of 4.4 percent, and there are some Ohio counties where the unemployment rate was much higher.
- In May 2017, about 37 percent of Ohio workers were employed in occupations that paid a median wage of less than \$15 per hour.
- About 23 percent of adult workers in Ohio are employed part-time. Part-time workers are less likely to have access to employer-sponsored health insurance benefits than full-time workers.
- In 2016, only 35 percent of Ohio adults had earned a postsecondary degree. Low educational attainment is associated with a lower likelihood of employment and a higher likelihood of employment in jobs that pay lower wages and offer fewer benefits.

Self-sufficient employment is employment that:

- Pays workers a sufficient income to cover basic needs, such as housing, food, transportation, child care and health care
- Offers health insurance coverage

Policies and programs that work

There are evidence-based workforce policies and programs that can help people move up the ladder to self-sufficiency. These programs include career-technical education (CTE), GED certificate programs, publicly funded child care (PFCC) subsidies and the Earned Income Tax Credit (EITC).

Ohio has implemented many of the policies and programs that increase self-sufficient employment, but not all Ohioans who could benefit from these programs have access to them. For example:

- Some workforce support programs geared toward youth, including some secondary CTE sites, have waitlists.
- Some low-income Ohioans face barriers to earning a GED, such as the increased cost of the test and required computer-based testing.
- Some income support policies create benefit cliffs, which can discourage recipients from seeking employment and/or wage increases. Examples of such policies include the 10 percent cap on the Ohio EITC and the 130 percent of federal poverty level (FPL) benchmark for PFCC subsidies.

State policy options

By seizing opportunities to strengthen supports for Ohio learners and jobseekers, policymakers can increase the likelihood that Ohioans with low incomes successfully engage in work and eventually become self-sufficient.

State policymakers can:

1. Increase capacity for secondary and postsecondary career-technical education programs by:
 - a. Incentivizing businesses to partner with and provide financial support to career-technical education programs
 - b. Working with schools and career-technical planning districts to re-evaluate and streamline teacher credentialing requirements
 - c. Providing additional incentive-based resources for under-subscribed career-technical education programs, especially those in career areas that provide self-sufficient employment, with the goal of increasing enrollment in those programs
2. Complete an actionable evaluation of the Comprehensive Case Management and Employment Program (CCMEP), including an evaluation of:
 - a. Capacity of provider agencies and case managers
 - b. Engagement of the target population
 - c. Alignment of performance standards and outcomes with the needs and abilities of program participants
 - d. Outcomes related to increasing employment and earnings for youth ages 14-24
3. Expand and continually improve alternatives to the GED, including the Adult Diploma Program, the 22+ Adult High School Diploma Program, HiSET and TASC, as well as preparation services for high school equivalency tests provided by Aspire (formerly ABLE) programs.
4. Expand the state Earned Income Tax Credit (EITC), lift the existing cap on the credit, make it refundable and/or expand the credit to non-custodial parents.
5. Increase funding for publicly funded child care (PFCC), restore eligibility limits to 200 percent FPL and expand access by increasing reimbursement rates paid to child care providers.
6. Conduct regular evaluations of, and collect additional data and information on, workforce programs funded at the state and federal levels, including waitlist information and participant characteristics, including race and ethnicity.

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What works to increase self-sufficient employment

The challenge

The Centers for Medicare and Medicaid Services (CMS) is encouraging states to test work requirements as a strategy for improving the health of working-age, non-pregnant adult beneficiaries who are not eligible for Medicaid on the basis of a disability.⁴ There is clear evidence that employment is an important determinant of health, and that jobs that pay a sufficient wage contribute to better health.⁵ The relationship between employment and health is complex and the direction of causality is unclear. However, there are aspects of employment, like higher wages, that are associated with improved health outcomes.

Postsecondary education continues to be the most important determinant of positive employment outcomes over a lifetime.⁶ However, many adults in Ohio, particularly those who may be subject to new and enhanced work requirements, do not have postsecondary education and lack the high-school diploma, financial resources and/or family and community support to attain one. For these adults, the journey to self-sufficiency often requires additional support from policies and programs implemented in the public and private sectors.

This policy brief is a resource for policymakers who would like to implement and strengthen evidence-based policies and programs for Ohioans facing barriers to self-sufficient employment. The publication includes:

- A definition for self-sufficient employment
- A review of the status of employment in Ohio
- An inventory of evidence-based policies and programs that can increase self-sufficient employment
- A summary of the evidence-based employment policies and programs available in Ohio
- An analysis of strengths and gaps in Ohio's employment policy landscape
- A set of policy options to increase self-sufficient employment

Self-sufficient employment

Throughout this brief, HPIO defines **self-sufficient employment**⁷ as employment that:

- Pays workers a sufficient income to cover basic needs, such as housing, food, transportation, child care and health care
- Offers health insurance coverage

By seizing opportunities to strengthen supports for Ohio learners and jobseekers, policymakers can increase the likelihood that Ohioans with low incomes successfully engage in work and eventually become self-sufficient.

Background

In January 2018, CMS sent a **letter to state Medicaid directors** encouraging states to submit waivers to implement work requirements and community engagement activities for some Medicaid recipients.⁸ CMS would like to test whether work requirements "will result in more beneficiaries being employed or engaging in other productive community engagement, thus producing improved health and well-being."

The letter requires states requesting waivers to:

- Describe strategies to assist beneficiaries in meeting work and community engagement requirements
- Link individuals to additional resources for job training or other employment services

CMS has indicated that it will not approve the use of Medicaid funding to finance job training and employment services. However, there are evidence-based employment services that could fulfill the objectives of work requirements and can move Ohioans up the ladder to self-sufficiency. These strategies include career-technical education (CTE), GED certificate programs, publicly funded child care (PFCC) subsidies and the Earned Income Tax Credit (EITC). For more information about how Ohio's policymakers can strengthen these policies and programs, see the policy options on page 20.

Employment-related terms are **bolded** throughout this brief. For definitions of these terms, see the glossary on page 2.

Figure 1. **Examples of unemployment rates for selected Ohio counties, 2017**

County	Mercer	Franklin	Montgomery	Summit	Lucas	Monroe
Unemployment rate (%)	3.1	4	4.9	5.1	5.9	8.5

Source: Federal Reserve Bank of St. Louis, Economic Research Division, Federal Reserve Economic Data

Status of employment in Ohio and the United States

A close look at Ohio's employment landscape shows that, while there are opportunities for Ohioans to find self-sufficient employment in today's economy, many of the jobs with the most openings do not meet the definition of self-sufficient employment.

Unemployment and labor force participation

In 2017, Ohio's annual average **unemployment rate** was 5 percent, slightly higher than the U.S. rate of 4.4 percent.⁹ The **labor force participation rate** was 63 percent, about the same as the U.S. rate of 62.9 percent.¹⁰

Unemployment rates vary by geography. Monroe County (8.5 percent), had the highest unemployment rate in the state, and Mercer County (3.1 percent) had the lowest unemployment rate in 2017 (see figure 1).

The unemployment rate does not include individuals working **involuntarily part-time**, meaning people who are working but would like to be working more. It also does not include **marginally attached** workers—those who have been unemployed for a long period of time, are willing and able to work,

but are not actively seeking employment. These are segments of the labor force that are underutilized. 8.7 percent of the Ohio labor force, plus marginally attached workers, are underutilized or unemployed.¹¹

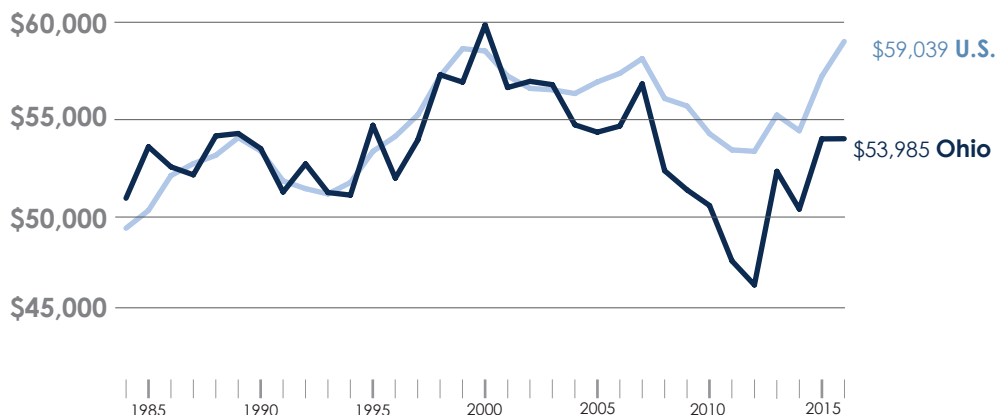
Wages

In May 2017, about 37 percent of Ohio workers were employed in occupations that pay a median wage of less than \$15 per hour, compared to 35 percent of U.S. workers.¹² The annual median income of Ohioans has lagged behind the U.S. for the last 13 years (see figure 2).

Hours worked

Twenty-three percent of adult workers in Ohio are employed part-time, compared to 20 percent of U.S. workers.¹³ Some people work **part-time voluntarily**, and others work part-time because they are unable to find full-time work or because it is too difficult to manage other commitments, such as obtaining additional education or training, caregiving or managing medical conditions, while working full-time. In the first quarter of 2018, an estimated 186,200 workers were classified as part-time for economic reasons, or **involuntarily part-time**, in Ohio.¹⁴

Figure 2. **Real median household income, Ohio and U.S., 1984-2016**



Source: Federal Reserve Bank of St. Louis, Economic Research Division, Federal Reserve Economic Data

Educational attainment

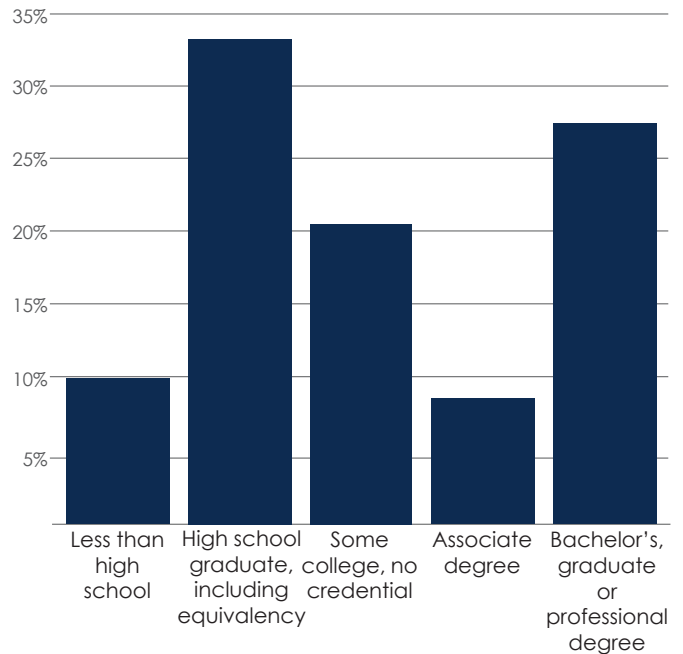
In 2016, approximately 90 percent of Ohio adults had earned a high school diploma (or equivalent)¹⁵, while about 35 percent of Ohio adults had received a postsecondary degree (see figure 3). This includes associates, bachelors, graduate and professional degrees. According to the Lumina Foundation, about 44 percent of Ohioans ages 25-64 earned a high-quality credential in 2016, which includes high-quality certificates as well as postsecondary degrees.¹⁶

Employment benefits

Health insurance and paid time off are examples of common employment benefits. National data indicate that employers in occupations that pay low wages are less likely to offer employees these benefits and others (see figure 4).¹⁷

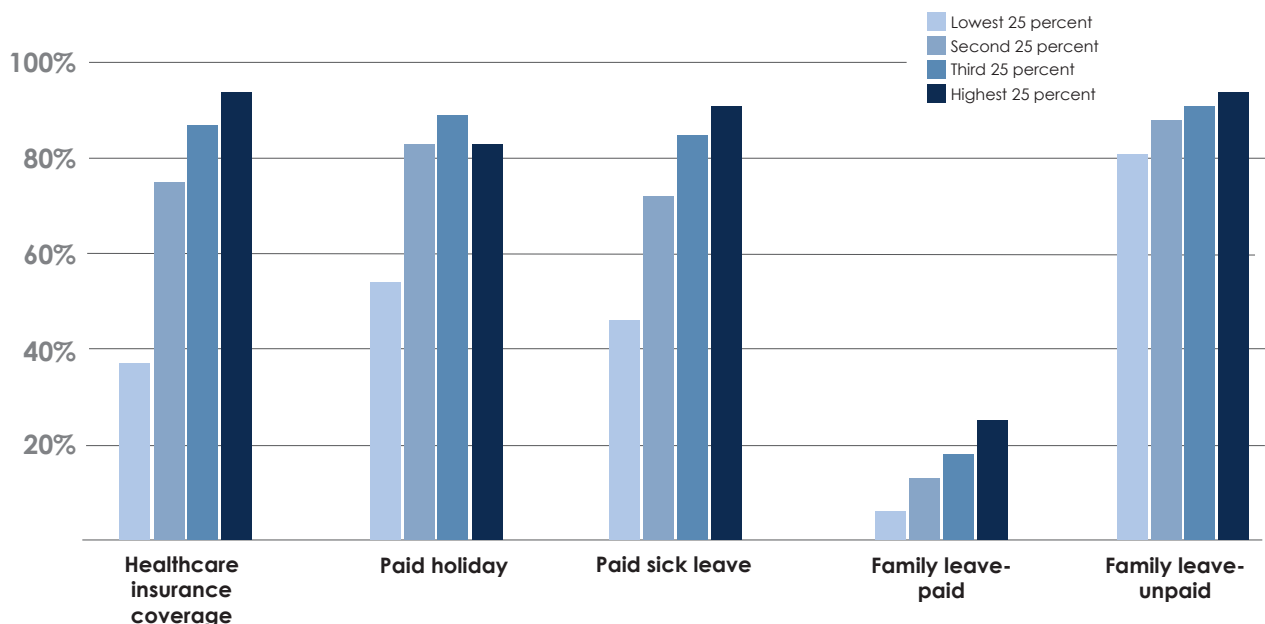
Part-time workers are also less likely to have access to employment benefits compared to full-time workers. For example, in 2012 and 2013, only 33 percent of part-time workers at Ohio companies that offer health insurance were eligible for coverage, compared to 88 percent of full-time workers.¹⁸

Figure 3. Highest level of educational attainment of adults (ages 25+), Ohio, 2016



Source: U.S. Census Bureau America Community Survey 2016

Figure 4. Estimate of employment benefits available to U.S. workers, by average wage of occupation, March 2017



Source: U.S. Department of Labor, Bureau of Labor Statistics, Employee Benefits Survey

The relationship between employment and health

There is consensus in research findings that unemployment is associated with negative health outcomes. However, employment is not always associated with improved health. Depending on indicators of job quality, including stability, wages and scheduling, employment can have both positive and negative effects on health.¹⁹ Some workers, including minorities and people with low educational attainment, are less likely to experience the health benefits of employment because they are more likely to be employed in lower-quality jobs which are associated with negative health outcomes.²⁰

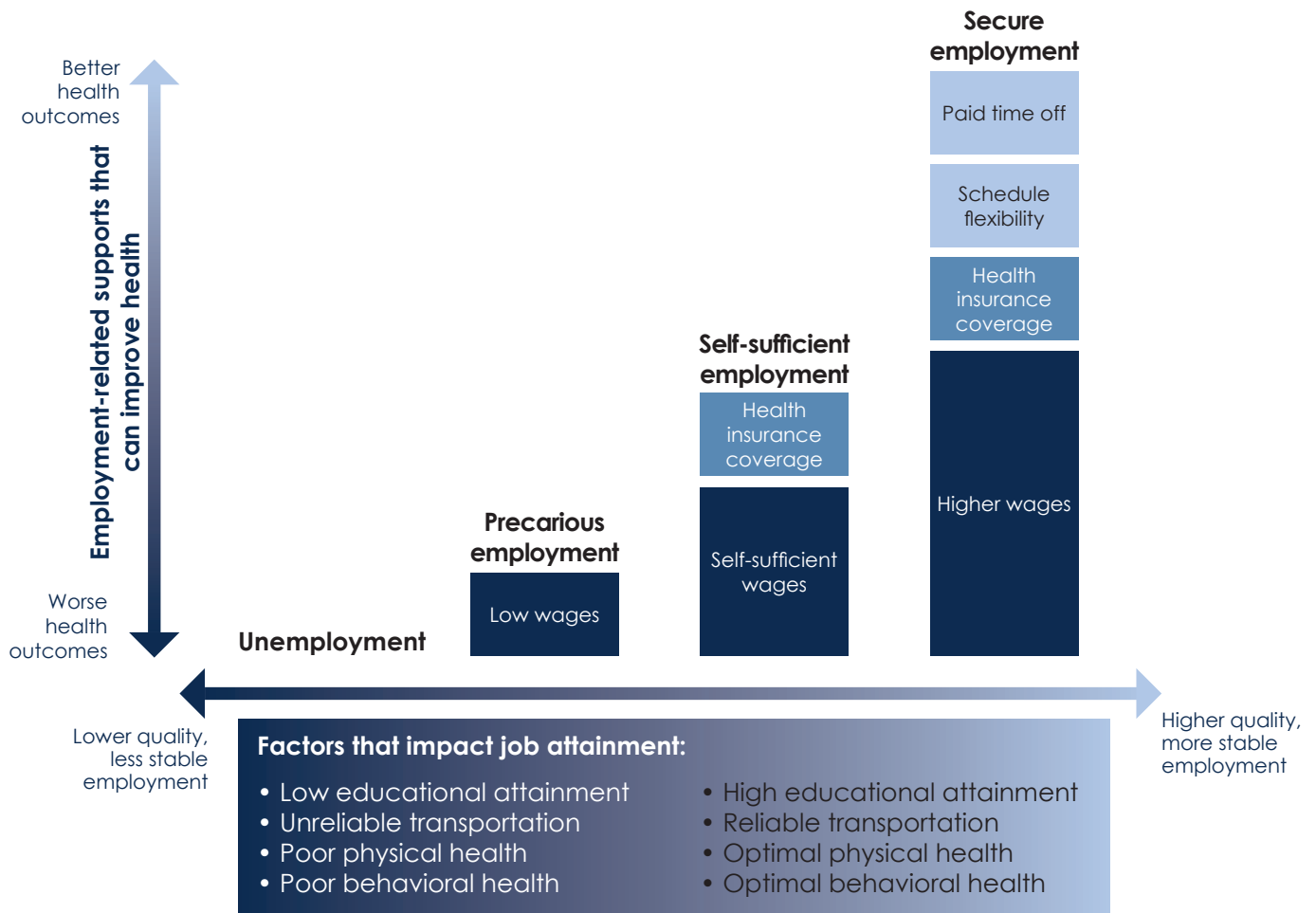
Many factors, including health and social, economic and physical environments, impact

the likelihood that an individual will attain higher-quality employment. In turn, workers who attain higher-quality employment are more likely to have access to employment-related supports that can improve health, such as higher wages, health insurance coverage and paid time off.

Unemployed workers and workers in precarious employment have access to fewer employment-related supports that can improve health.²¹ As groups, workers who are unemployed or in precarious employment experience worse health outcomes than workers in more secure employment.

Figure 5 illustrates the relationships between factors that impact ability to attain higher-quality employment and access to employment-related supports that can improve health.²²

Figure 5. Relationship among factors that impact job attainment, employment-related supports and health



Note: This graphic is a visual summary of the research on job attainment and health outcomes and is not a quantitative analysis of the size of impact on health of any given employment-related support.

Factors that impact job attainment

The following factors impact job attainment:

- **Educational attainment:** Low educational attainment is associated with a lower likelihood of employment and a higher likelihood of employment in jobs that pay lower wages and offer fewer benefits.²³
- **Transportation:** People in urban or suburban areas who do not have a car or a driver's license may have to take a bus route to work that involves transfers and other delays. Rural communities have their own unique transportation challenges because public transportation is either very limited or not available at all.
- **Physical health:** Physical health impacts the type of work an individual can do. For example, people who are unable to lift heavy objects due to medical conditions are not qualified for some jobs. Physical health problems can lead to problems with absenteeism and/or functional limitations that affect job performance.
- **Behavioral health:** Mental health and addiction challenges impact an individual's ability to obtain or maintain employment. People who experience severe mental illness or active addiction earlier in life may lack work-readiness skills necessary for employment. People with substance use disorders are also more likely to have a criminal record, adding additional barriers to employment.

Employment factors that impact health

The following employment-related supports can improve health. Workers in self-sufficient or secure employment are more likely to have access to the supports described below:

- **Higher income:** Groups with higher incomes tend to experience better mental and physical health outcomes than groups with lower incomes.²⁴ As income increases, health outcomes begin to improve for reasons such as reduced exposure to toxic and persistent stress, improved healthcare access and the ability to live in a neighborhood that is safe and well-resourced.
- **Health insurance:** Individuals with health insurance coverage are more likely to access needed care²⁵, because it makes healthcare costs more predictable and limits a person's out-of-pocket spending. In 2016, 51 percent of Ohioans received health insurance coverage through an employer.²⁶
- **Flexible scheduling and paid time off:** Flexibility in scheduling and paid time off work are two examples of employment-related supports that can help workers effectively cope with stress at work and home. Stress is associated with unhealthy behaviors and poor physical and mental health outcomes, particularly for people who cannot effectively cope with stress.²⁷

For more information on the relationship between employment and health, see HPIO's publication titled [Connections Between Income and Health](#).

What is self-sufficient income?

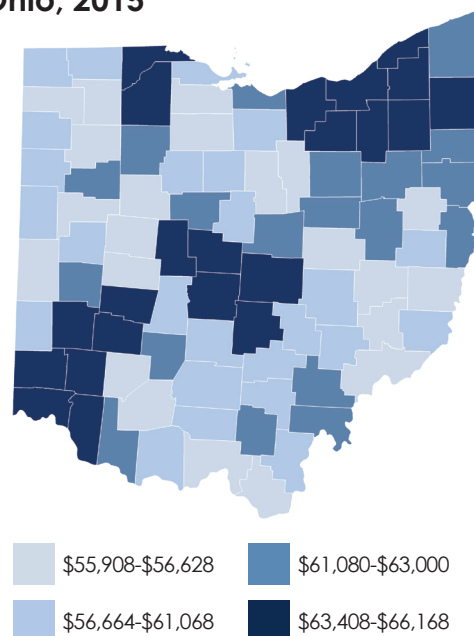
HPIO defines self-sufficient income as income that covers basic needs, such as housing, food, transportation, child care and health care without assistance from means-tested public assistance programs.

Calculating self-sufficient income is a complex process that involves accounting for basic household expenses, state, local and federal taxes, government transfers and eligibility for public assistance programs. Self-sufficient income also varies based on geography and household size. There are several models for calculating how much income an individual or family needs to cover basic needs that account for all, or most, of these factors.²⁸ One such model, ALICE, is described below.

ALICE (Asset Limited, Income Constrained, Employed)

ALICE is a United Way project that quantifies the population that is working but not earning an adequate wage. In October 2017, the Ohio United Way released a [report](#) that provides an estimated [Household Survival Budget](#) for the entire state and each county. The survival budget outlines typical

Figure 6. **ALICE Household Survival Budget for a household with two adults, one infant and one preschool-age child, by county in Ohio, 2015**



Source: Ohio United Way, ALICE

Figure 7. **ALICE Household Survival Budget by county type, Ohio, 2016**

	ALICE Household Survival Budget					
	Single adult		1 adult, 1 school-age child		2 adults, 1 infant, 1 preschooler	
	Hourly	Annual	Hourly	Annual	Hourly	Annual
Appalachian	\$9.88	\$19,750	\$14.92	\$29,850	\$31.05	\$62,086
Rural, non-Appalachian	\$9.90	\$19,800	\$14.91	\$29,818	\$31.21	\$62,424
Suburban	\$10.12	\$20,236	\$15.72	\$31,430	\$34.07	\$68,138
Urban	\$10.02	\$20,038	\$15.63	\$31,251	\$34.51	\$69,023

Note: Counties were classified as urban, suburban, rural, non-Appalachian or Appalachian as defined by the Ohio Medicaid Assessment Survey and published in the Ohio 2016 State Health Assessment.

Source: HPIO analysis of data from Ohio United Way, ALICE

expenses for basic needs, including housing, child care, food, transportation, healthcare, miscellaneous expenses and federal and state taxes. Figure 6 illustrates variations in the ALICE Household Survival Budget by county in Ohio.

Factors that impact self-sufficient income

Factors such as geography, household size and eligibility for public benefit programs and tax credits impact the amount of income a household requires to be self-sufficient.

County type

In Ohio, it is more expensive to live in urban and suburban counties than it is to live in rural counties, particularly for families with dependent children (see figure 7).

Government benefits, tax credits and the benefit cliff

Government benefits and federal, state and local tax credits, such as the EITC, supplement income for working families that meet other eligibility criteria. As workers earn higher wages, households gradually or suddenly become ineligible for public benefits and tax credits. This can create an economic disincentive for accepting a small raise or working more hours because the increase in earned income is at least partially offset by a decrease in benefits.²⁹ This is referred to as a “benefit cliff.”

Jobs that lead to self-sufficient income

The Governor’s Office of Workforce Transformation (OWT) designates occupations as “In-Demand” based on the following criteria³⁰:

- Median wage of more than \$13.47 per hour
- Annual growth in the number of jobs greater than the statewide average

- Annual job openings greater than the statewide average

The occupations **on the list of nearly 250 In-Demand occupations** are likely to meet the definition of self-sufficient employment because they pay an income that would support self-sufficiency for most households and are more likely to offer health insurance coverage.³¹

The list of the top 10 In-Demand jobs by the highest number of annual openings (see figure 8) looks very different from the list of the 10 jobs projected to have the highest number of annual job openings in Ohio (see figure 9). Most notably, eight out of 10 of the jobs with the most openings in Ohio are not classified as In-Demand jobs because they pay a median wage of less than \$13.47 per hour. Also, the top 10 In-Demand jobs all require a high school diploma or equivalent for entry, while seven out of 10 of the jobs with the most openings do not have a formal education requirement.

Policies and programs that support self-sufficient employment

Figure 10 lists evidence-based policies and programs included in **What Works for Health (WWFH)** and **Top Tier Evidence (TTE)** that can improve employment-related outcomes. WWFH and TTE rate policies and programs by reviewing scientific research and expert opinion to assess whether interventions will produce specific outcomes. Some policies and programs that may improve employment-related outcomes, such as occupational licensing reform³² and work requirements for public assistance programs (see page 15), are not rated by WWFH or TTE. The table includes policies and programs rated at the highest levels — “scientifically supported” or “some evidence” in WWFH and “top tier” or “near top tier” in TTE.

Figure 8. In-Demand jobs with the top ten highest number of projected annual job openings, October 2017

Occupation title	Annual job openings	Median annual wage	Education level
Registered nurses	4,833	\$61,280	Bachelor's degree
Nursing assistants	2,711	\$24,150	Certificate/some college
Office clerks, general	2,495	\$28,590	High school diploma or equivalent
Customer service representatives	2,474	\$30,510	High school diploma or equivalent
Licensed practical and licensed vocational nurses	1,930	\$40,750	Certificate/some college
General and operations managers	1,904	\$89,950	Bachelor's degree
Maintenance and repair, general	1,638	\$37,520	High school diploma or equivalent
Truck drivers, heavy and tractor-trailer	1,597	\$40,860	Certificate/some college
Team assemblers	1,479	\$32,330	High school diploma or equivalent
Accountants and auditors	1,438	\$63,350	Bachelor's degree

Source: OhioMeansJobs.com, All In-Demand Occupations Listed According to Median Annual Wage

Figure 9. Ten jobs projected to have the highest number of job openings in Ohio, 2014-2024

Occupation title	Annual job openings	Median hourly wage (May 2017)	Education level
Combined food preparation and serving work, including fast food	6,920	\$9.21	No formal educational credential
Retail salespersons	6,002	\$10.67	No formal educational credential
Cashiers	4,960	\$9.31	No formal educational credential
Registered nurses	4,833	\$30.43	Bachelor's degree
Home health aides	4,476	\$10.33	No formal educational credential
Waiters and waitresses	4,267	\$9.25	No formal educational credential
Laborers/freight/stock/material movers, hand	3,613	\$12.92	No formal educational credential
Nursing assistants	2,711	\$12.54	Certificate/some college
Stock clerks and order fillers	2,616	\$11.56	No formal educational credential
Office clerks, general	2,495	\$14.88	High school diploma or equivalent

Source: Projections and education requirements from Ohio Department of Job and Family Services, Ohio Labor Market Information; Employment rate and wage information from U.S. Department of Labor, Bureau of Labor Statistics, May 2017 State Occupational and Wage Estimates Ohio.

Figure 10. Policies and programs that support self-sufficient employment

Policy or program	Description	Expected beneficial outcomes	Additional information regarding employment-related outcomes
Child and youth-focused policies and programs			
Career and technical education for high school graduation*	Provide career and technical education as an integrated part of an academic curriculum for students at risk of dropping out of high school; also called vocational training	WWFH: <ul style="list-style-type: none"> Increased high school graduation Other potential beneficial outcomes: <ul style="list-style-type: none"> Increased employment Increased earnings 	<ul style="list-style-type: none"> Increases earnings compared to participants in non-specific vocational programs Effect on earnings appear to persist for at least seven years
Career Academies*	Establish small learning communities in high schools focused on fields such as health care, finance, technology, communications or public service	WWFH: <ul style="list-style-type: none"> Increased high school graduation Increased academic achievement Improved student attendance Top Tier Evidence: <ul style="list-style-type: none"> Sustained increased earnings 	<ul style="list-style-type: none"> Increases earnings in young adulthood Effects on earnings appear to persist for at least eight years
Summer work experience programs*	Provide short-term employment opportunities for youth, especially those in low-income families	WWFH: <ul style="list-style-type: none"> Increased employment Increased earnings Other potential beneficial outcomes: <ul style="list-style-type: none"> Increased job skills 	<ul style="list-style-type: none"> Increases employment and earnings during program participation, especially for disadvantaged youth; does not appear to increase employment in years after program participation May increase work readiness skills and personal and professional development for at-risk youth
Adult training and employment policies and programs			
Adult vocational training (e.g. JobsCorps)*	Support acquisition of job-specific skills through education, certification programs, or on-the-job training, often with personal development resources and other supports	WWFH: <ul style="list-style-type: none"> Increased earnings Increased employment 	<ul style="list-style-type: none"> Increases employment and earnings, particularly among young adults and unemployed individuals (despite initial reductions in earnings due to training period) Can help dislocated workers regain employment, but not consistently recover full wages
GED certificate programs*	Implement programs that help individuals without a high school diploma or its equivalent achieve a General Education Development (GED) certificate	WWFH: <ul style="list-style-type: none"> Increased earnings Reduced recidivism 	<ul style="list-style-type: none"> Increases earnings for individuals with low cognitive skills and adults who use their GEDs to obtain post-secondary education On average, GED recipients earn more than peers who do not complete high school and less than high school graduates

* This policy or program is likely to decrease disparities as rated by County Health Rankings and Roadmaps, What Works for Health
Bold= expected or potential beneficial outcomes that are employment-related

Figure 10. Policies and programs that support self-sufficient employment (cont.)

Policy or program	Description	Expected beneficial outcomes	Additional information regarding employment-related outcomes
Adult training and employment policies and programs (cont.)			
Transitional jobs, such as New Hope Project*	Establish time-limited, subsidized, paid job opportunities to provide a bridge to unsubsidized employment	WWFH: <u>Transitional jobs</u> <ul style="list-style-type: none"> • Increased employment • Increased earnings <u>New Hope Project</u> <ul style="list-style-type: none"> • Increased employment • Increased income • Increased earnings • Increased academic achievement 	<u>Transitional jobs</u> <ul style="list-style-type: none"> • Increases employment and earnings for low-income adults, youth, unemployed individuals, TANF recipients and former prisoners for the duration of their subsidized position • Gains do not appear to last beyond duration of the transitional job <u>New Hope Project</u> <ul style="list-style-type: none"> • Effects were strongest in the short-term, but persisted for people facing only one barrier to employment
Career pathways and sector-focused employment programs (some programs are open to youth)*	Provide occupation-specific training in high-growth industries and sectors, combining education and supportive services, usually with stackable credentials and work experience	WWFH: <ul style="list-style-type: none"> • Increased employment • Increased earnings 	<ul style="list-style-type: none"> • Increases employment and earnings more than traditional workforce development programs for low-income, adult workers and disconnected youth • Gains may be lower for participants at the greatest disadvantage
Public-sector employer-based policies and programs			
Hiring practices, such as the Ohio Fair Hiring Act	Postpone background checks and remove criminal history questions on job applications	WWFH ³³ : <ul style="list-style-type: none"> • Increased employment 	<ul style="list-style-type: none"> • Increases employment for individuals with criminal records and residents of high crime neighborhoods
Local wage ordinances	Establish local wages that are higher than federal minimum wage levels. These wage ordinances typically apply to employees and/or contractors of cities or counties with an ordinance in place. (This policy is different from state or federal minimum wage laws, which apply to all employers.)	WWFH ³⁴ : <ul style="list-style-type: none"> • Increased earnings • Reduced poverty 	<ul style="list-style-type: none"> • Increases wages for covered workers, particularly those just above and below the poverty line • Modestly reduces poverty rates • May lead to lay-offs of lowest-skill workers
Income support policies and programs			
Earned Income Tax Credit (EITC)*	Expand refundable earned income tax credits for low to moderate income working individuals and families	WWFH: <ul style="list-style-type: none"> • Increased employment • Increased income 	<ul style="list-style-type: none"> • Increases employment for single-parent households, especially single mothers • May decrease employment for secondary earners in married couples

* This policy or program is likely to decrease disparities as rated by County Health Rankings and Roadmaps, What Works for Health
Bold= expected or potential beneficial outcomes that are employment-related

Figure 10. **Policies and programs that support self-sufficient employment** (cont.)

Policy or program	Description	Expected beneficial outcomes	Additional information regarding employment-related outcomes
Income support policies and programs (cont.)			
Child care subsidies*	Provide financial assistance to working parents, or parents attending school, to pay for center-based or certified in-home child care	WWFH: <ul style="list-style-type: none"> • Increased employment • Increased earnings 	<ul style="list-style-type: none"> • Increases employment and earnings for single mothers, especially those with low-incomes and no high school education • Single mothers who receive subsidies work more hours, stay in jobs longer and earn more than mothers who do not receive subsidies
Unemployment Insurance, such as Nevada's Reemployment and Eligibility Assessment (REA) Program	A program for Unemployment Insurance (UI) claimants, providing review of their UI eligibility and personalized reemployment services	WWFH: <u>Unemployment Insurance</u> <ul style="list-style-type: none"> • Increased financial stability • Improved well-being <u>Nevada's REA Program</u> <ul style="list-style-type: none"> • Increased earnings • Increased employment • Savings to UI system 	<u>Nevada's REA Program</u> <ul style="list-style-type: none"> • Increases earnings and employment rates for participants (eligible for unemployment insurance) • Effects persisted for at least 18 months in the study

* This policy or program is likely to decrease disparities as rated by County Health Rankings and Roadmaps, What Works for Health
Bold= expected or potential beneficial outcomes that are employment-related

Strategies to support secure employment

While the strategies listed in figure 10 focus on increased income and employment, some workforce policies and programs result in other beneficial outcomes, such as increased job satisfaction, improved mental health and improved work-life balance. These policies and programs are examples of additional supports that can improve health and are more likely to be available to workers in secure employment (see figure 5):

- **Employee Assistance Programs (WWFH)**
- **Flexible scheduling (WWFH)**
- **Multi-component worksite obesity prevention (CDC)**
- **Paid sick leave laws (WWFH)**
- **Paid family leave (WWFH)**
- **Telecommuting (WWFH)**
- **Workplace supports for breastfeeding (WWFH)**

Postsecondary education, including 2- and 4-year degree programs and industry-recognized credentialing programs, are pathways to secure employment because they are linked with strong and sustained improvements in employment-related outcomes.³⁵ Obtaining a degree or credential may be an outcome of participation in some of the evidence-based programs listed in figure 10, but getting a degree or credential is not a strategy rated by WWFH or TTE.

Policies and programs with mixed evidence or evidence of ineffectiveness for employment

What Works for Health also rates policies and programs that have evidence of ineffectiveness and those that have shown mixed evidence of positive and negative outcomes:

Minimum wage increases (Mixed evidence)

Policies that increase the minimum wage have mixed evidence related to these outcomes: increased income, reduced poverty and increased employment.³⁶ Research has found that minimum wage increases do increase workers' incomes, but can also reduce employment, especially for

younger, less educated and unskilled workers.³⁷ Local wage ordinances are different than minimum wage increases because they apply to local government employees and contractors, not all residents of a locality.

School-district level zero tolerance policies (Evidence of ineffectiveness)

These policies require school officials to apply predetermined consequences for certain infractions, regardless of situational context or circumstances, and the consequences are usually severe, including suspension and expulsion. Research on these policies has found that they may negatively impact both employment and earnings in adulthood.³⁸

Work requirements for public benefit programs

Work requirements for public benefit programs are not rated in What Works for Health or Top Tier Evidence. However, a significant body of research has examined the impacts of work requirements for various public benefit programs, including Temporary Assistance for Needy Families (TANF) (commonly known as welfare) and the Supplemental Nutrition Assistance Program (SNAP) (commonly known as food stamps). Improving the health of beneficiaries was not an objective that was evaluated for these work requirements.³⁹ Similarly, no studies have assessed the impact of Medicaid work requirements on the employment and/or health outcomes of Medicaid beneficiaries because, until the approval of Kentucky's waiver in January 2018, the federal government had not allowed states to implement work requirements for Medicaid.

Work requirements alone are not an evidence-based strategy to improve outcomes related to long-term employment, self-sufficiency or improved health outcomes. Research indicates that work requirements increase employment and earnings in the short-term⁴⁰, but that the impact is usually modest and tends to fade over time.⁴¹ People who leave public assistance programs for employment also tend to end up in low-wage, precarious employment.⁴² This means that individuals subject to work requirements often remain in low-wage jobs, which provide fewer supports for

improved health, such as intermittent scheduling and lack of employment protections.

Based on the outcomes of TANF work requirements, some advocates are concerned that people will be removed from Medicaid because they do not verify that they met the requirement or apply for an exemption.⁴³ In the years following implementation of work requirements in the TANF program, states experienced significant reductions in caseloads with stronger effects in states with sanctions and strong enforcement.⁴⁴

Some work requirements have been implemented with features that make it more likely that the requirements will improve outcomes related to self-sufficiency. Programs that emphasize rapid employment and offer tailored services to build job skills, such as education, are most likely to produce favorable outcomes.⁴⁵ Programs that incentivize work, for example, by disregarding a portion of earned income when calculating public assistance eligibility or benefit levels show evidence of improving employment-related outcomes with persistent effects.⁴⁶

Below are summaries of research about work requirements associated with public benefit programs.

Study	Summary of research
Congressional Research Service – Work Requirements, Time Limits, and Work Incentives in TANF, SNAP, and Housing Assistance, 2014	<ul style="list-style-type: none"> • Overview of the history and structure of work requirements, time limits and work incentives in three major federal-funded public assistance programs • Summary of lessons learned in the years after 1996 welfare reform and the creation of the TANF block grant
MDRC – Sustained Earnings Gains for Residents in a Public Housing Program, 2010	<ul style="list-style-type: none"> • Results from a study that examined the long-term impact on employment-related outcomes generated by the Jobs-Plus Demonstration • Participants, including some public housing assistance recipients in Dayton, Ohio, experienced increased earnings and employment that persisted for at least seven years
RAND – Consequences of Welfare Reform: A Research Synthesis, 2002	<ul style="list-style-type: none"> • Synthesis of the effects of 1996 welfare reform on several outcomes, including employment-related outcomes • Concluded that most of the reforms that were introduced in the 1990s had positive effects on employment and earnings and that some, but not all, welfare reform components, including mandatory work requirements, can raise incomes and reduce poverty, but that some favorable effects will not persist over time
MDRC – How effective are different Welfare-To-Work Approaches, 2001	<ul style="list-style-type: none"> • Summary of long-term (five-year) effects of 11 mandatory welfare-to-work programs • Analyzes differences in outcomes for programs that emphasize "labor force attachment", or rapid engagement in the workforce, versus programs that emphasize "human capital development", or activities that aim to increase job readiness through education and training activities • Concluded that programs that emphasize labor force attachment lead to higher employment and income gains initially (one year), but human capital development programs show similar outcomes in later years (two and three years). Positive effects for both types of programs tend to fade over the long-term (four and five years) • Despite increases in employment and earnings, impact on total income and poverty rate were limited because in-kind and/or cash payments from public assistance programs were replaced by earnings from employment

Note: This list is not comprehensive and includes resources only from credible national organizations that aim to produce objective research and analysis.

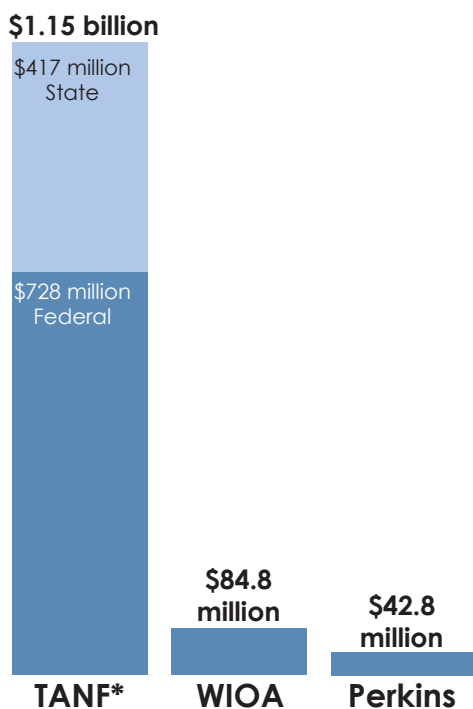
Implementation of policies and programs that support self-sufficient employment in Ohio

A variety of state agencies are responsible for implementing workforce programs in Ohio that can help to support self-sufficient employment. Many of these programs are administered by the Ohio Department of Job and Family Services (ODJFS), which focuses on Ohio's workforce development, unemployment compensation and child support programs. ODJFS manages federal funding from the Temporary Assistance for Needy Families (TANF) program block grant and most of the funding Ohio receives from the Workforce Innovation and Opportunity Act (WIOA). See the box to the right for more information about these federal funds.

ODJFS also manages the system of OhioMeansJobs centers across the state. OhioMeansJobs centers are one-stop sites that provide a unified location for individuals seeking employment and training services. Services available at OhioMeansJobs centers include secondary and postsecondary career-technical education (CTE) and Aspire (formerly known as ABLE), a program that provides free education services for adults who want to expand skills in preparation for work or high school equivalence testing.

Other state agencies responsible for workforce support programs include the Ohio Department of Education (ODE) and the Ohio Department of Higher Education (ODHE). ODE is responsible for primary and secondary education, while ODHE oversees postsecondary education in Ohio. Education programs

Figure 11. Ohio workforce funding from key federal sources, FY 2017



*Ohio is awarded about \$728 million from the TANF block grant annually

Source: LSC Analysis of Enacted Budget, Department of Job and Family Services, 2017 and Advance CTE.

Federal funding for workforce development

Most workforce support programs begin with funding from the federal government. This funding is granted to a state agency, which then releases funds to local entities, such as County Departments of Job and Family Services (CDJFS), OhioMeansJobs centers and career-technical planning districts, for program implementation. Three key federal funding sources are:

- Temporary Assistance for Needy Families (TANF):** TANF provides states with block grant funds for families who need financial assistance and related support services. The goal of TANF is to provide time-limited help to low-income families to achieve self-sufficiency. In order to qualify for the federal block grant, states must contribute state funds toward services for needy families. This is called maintenance of effort funding. TANF is the largest source of federal funding for workforce development (see figure 11).
- Workforce Innovation and Opportunity Act (WIOA):** WIOA is the federal law that authorizes programs and funding related to job training, education and other services for people who are unemployed or underemployed. WIOA established a national system of one-stop job centers (called OhioMeansJobs centers in Ohio) and coordinates agencies and programs that support work. WIOA also funds training and education programs, like Aspire.
- Carl D. Perkins Career and Technical Education Act of 2006 (the Perkins Act):** The Perkins Act supports career-technical education programs across the country. The State of Ohio receives \$40-50 million through the Perkins Act annually.⁴⁷ The Perkins Act grant is monitored by ODE and ODHE, and the funds are allocated to career-technical planning districts throughout the state.

that impact future workforce participation are often implemented by ODE or ODHE. Also focused on education, the Ohio General Assembly created the Joint Committee on Ohio College Affordability in 2017 to study and develop strategies to increase affordability.

There have also been several initiatives led by Governor Kasich to increase employment in Ohio. The Governor's Office of Workforce Transformation (OWT) was created by executive order in 2012⁴⁸ as a cabinet-level office that coordinates and aligns Ohio's workforce policies, programs and resources

across agencies. OWT also develops a variety of workforce initiatives, including the In-Demand jobs list. In addition, JobsOhio, championed by the Governor, was created by legislation in 2011. JobsOhio is a private, nonprofit entity aimed at driving job creation and investment in Ohio.

Figure 12 lists evidence-based programs that increase income and workforce participation, along with Ohio's status in implementing these programs and the state agencies responsible for their implementation.

Figure 12. **Ohio status of policies and programs that support self-sufficient employment**

Evidence-based policy or program	Ohio status	State entities responsible
Child and youth-focused policies and programs		
Career-technical education for high school graduation (secondary CTE)	Public school districts in Ohio are required to provide students in grades 7-12 access to CTE. ⁴⁹ There are 16 secondary CTE programs in Ohio and they are delivered by either the local high school or a career center.	Ohio Department of Education
Career Academies	CTE programs in Ohio utilize aspects of the Career Academy model, including tailoring core course work to the CTE subject matter and engaging in experiential learning. There is no Career Academy program separate from secondary CTE at the state level.	Ohio Department of Education
Summer work experience programs	Ohio's Comprehensive Case Management and Employment Program (CCMEP) is a coordinated system of workforce supports that provides employment and training services for in-school and out-of-school Ohioans ages 14 to 24. Summer work experience programs is one service available to CCMEP participants. Some TANF and WIOA eligible youth are required to participate in CCMEP, while others may volunteer to participate. ⁵⁰	Ohio Department of Job and Family Services
Adult training and employment policies and programs		
Postsecondary career-technical education (postsecondary CTE), also known as adult vocational training	Ohio adults may receive training and earn certificates and credentials through postsecondary CTE programs. These programs are delivered by Ohio Technical Centers, Aspire sites, colleges and universities. There are currently 53 Ohio Technical Centers in 45 Ohio counties. ⁵¹	Ohio Department of Higher Education
GED certificate programs	Ohio has three high school equivalency programs: <ul style="list-style-type: none"> • GED and alternatives (High School Equivalency Test (HiSET) and Test Assessing Secondary Completion (TASC)) • Adult Diploma Program (40 locations) • 22+ Adult High School Diploma Program (20 providers) ODE administers each of these high school equivalency programs for the state, and ODHE implements GED prep courses through the Aspire program. Approximately 30,000 Ohioans enroll in Aspire annually.	Ohio Department of Education; Ohio Department of Higher Education

Figure 12. Ohio status of policies and programs that support self-sufficient employment (cont.)

Evidence-based policy or program	Ohio status	State entities responsible
Adult training and employment policies and programs (cont.)		
Subsidized employment programs, also known as transitional jobs	Subsidized Employment Programs (SEPs) are available at the county level. TANF-eligible parents may enter into a contract with their CDJFS and a private employer. Employers receive a monthly subsidy from CDJFS and the program participant receives the same rate of pay as other employees for doing similar work. Youth may also have access to subsidized employment through CCMEP.	Ohio Department of Job and Family Services
Career pathways and sector-focused employment programs	The ApprenticeshipOhio program provides career pathway opportunities for Ohioans. Participants receive both training and pay as part of the program. ApprenticeshipOhio includes over 900 Registered Apprenticeship programs in a variety of fields, such as construction, energy and health care.	Ohio Department of Job and Family Services
Public-sector employer-based policies and programs		
Hiring practices	In the Ohio Fair Hiring Act (2016), criminal background checks take place after the initial employment application has been submitted. Public employers at the state and local level do not include any questions about the criminal background of an applicant on a job application. The Ohio Fair Hiring Act is enforced by OCRC.	Ohio Civil Rights Commission (OCRC)
Local wage ordinances	Several local governments, including Cincinnati, Cleveland, Dayton, Toledo, Lakewood and Franklin County, have passed ordinances or set policies in which the local government as an employer pays a higher wage than the state minimum wage.	Local governments
Income support policies and programs		
Earned Income Tax Credit (EITC)	The EITC is a tax credit available to people with low and moderate incomes who are employed. In 2013, Ohio enacted a state EITC to supplement the federal EITC.	Ohio Department of Taxation; Ohio General Assembly
Child care subsidies	Publicly Funded Child Care (PFCC) subsidies are funds granted to low- and middle-income families to obtain child care so that caregivers can work or receive job training or education. PFCC is funded primarily through the federal Child Care and Development Fund.	Ohio Department of Job and Family Services
Unemployment insurance (UI)	UI is a payroll tax paid by employers. This tax provides unemployment compensation to employees who lose their jobs at no fault of their own. UI is a statewide program, benefiting covered employees in all Ohio counties. Employees must work at least 20 weeks in covered employment during the base period in order to be eligible for UI.	Ohio Department of Job and Family Services

Strengths and gaps in Ohio's evidence-based employment strategies

There are many evidence-based policies and programs that can positively impact the health and financial stability of Ohioans. However, gaps exist in the education and workforce landscape, leaving some Ohioans without the supports they need to secure higher wage jobs and reach self-sufficiency. Below is a summary of the strengths and gaps in Ohio's workforce landscape. For additional detail, see figure 14 in the Appendix.

Strengths

- Many of the evidence-based programs cited in the research literature as increasing employment and/or income have been implemented in Ohio.
- Evidence-based programs implemented in Ohio have wide implementation reach, covering many areas of the state. For example:
 - Secondary CTE exists in all 88 counties and every Ohio school district. Wide implementation reach of this program is required by law.⁵²
 - There are several forms of high school equivalency programs available in the state, and Aspire, the program offering free exam prep for high school equivalency tests, is available in 87 Ohio counties.
 - Ohio's Fair Hiring Act, which prohibits employers from inquiring about the criminal background of a job applicant on the initial application, applies to all public employers on the state and local level.
 - Unemployment insurance is a statewide program, benefitting covered employees in all Ohio counties.

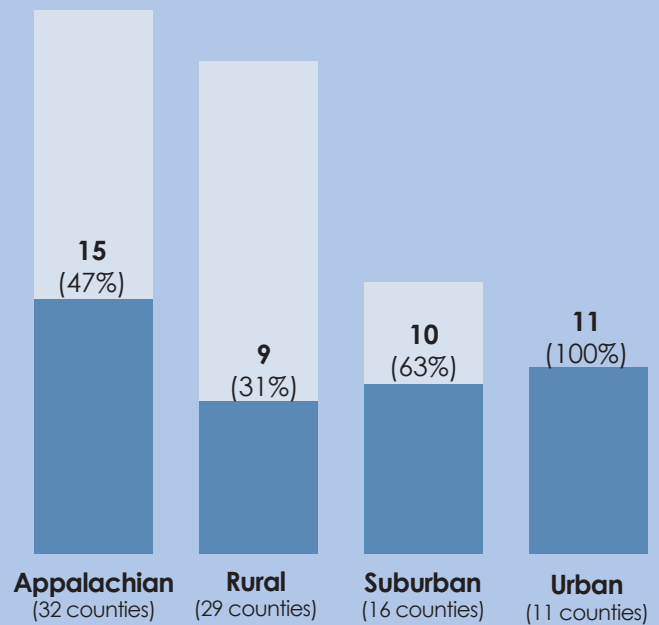
Gaps

- Not all Ohioans who could benefit from the evidence-based employment programs implemented in Ohio have access to them. For example:
 - Some workforce support programs geared toward youth, including some secondary CTE sites, have waitlists.
 - Barriers exist for low-income Ohioans who hope to earn a GED, such as the increased cost of the test and required computer-based testing. Since these and other changes were made in 2014, the number of Ohioans taking and passing the GED has decreased considerably (22,677 test-takers in 2013, compared to 6,355 in 2014).⁵³
 - OCRC does not have sufficient resources to systematically review and enforce Ohio's Fair Hiring Act.
 - Income support policies include caps and other requirements that limit their impact, such as the 10

Geographic variation in implementation

Most workforce programs in Ohio have been implemented widely across the state. However, those that have more limited implementation reach are more readily available in urban counties than in rural counties. For instance, Ohio Technical Centers, which host postsecondary CTE programs, exist in every urban county, but in just 31 percent of rural counties in the state (see figure 13).

Figure 13. Ohio Technical Centers sites, by county type



Source: HPIO analysis of Ohio Department of High Education, [Ohio Technical Center Locations by County](#)

Note: List of OTC locations by county accessed on July 2, 2018.

- percent cap on the Ohio EITC and the 130 percent of federal poverty level (FPL) benchmark for PFCC subsidies. These policies restrict the expendable income of families just above these thresholds⁵⁴, and can discourage income support recipients from seeking employment and/or wage increases (see information about benefit cliffs on page 10).
- Performance standards for CCMEP, such as participants gaining credentials or unsubsidized employment in the short term, may be difficult to meet given the target population. Youth engaged in CCMEP may need long-term engagement before they are able to meet these targets.
- Despite the evidence that local wage ordinances increase earnings and reduce poverty, few local governments in Ohio have passed them.

- There is a lack of data collection related to workforce program capacity in Ohio. Without a clear indication of the number of people who are attempting to access workforce training or other employment programs, it is difficult for the state to know how to best allocate resources to meet the needs of Ohioans.

Policy options to strengthen evidence-based strategies that support self-sufficient employment

This section identifies 20 policy options to improve Ohio's employment policies and programs to help more Ohioans attain self-sufficient employment and achieve better health. These policy options were identified based on analysis of the strengths and gaps in Ohio's workforce policy landscape.

Child and youth-focused policies and programs

State policymakers can:

1. Increase participation of high-school students in secondary career-technical education programs by:
 - a. Increasing opportunities for work-based learning, such as apprenticeships and other sector-focused employment programs
 - b. Ensuring that participation in CTE programs support high school graduation, for example, by leveraging credit flexibility
 - c. Encouraging schools to implement career-technical education utilizing a Career Academy model
2. Increase capacity for secondary and postsecondary career-technical education programs by:
 - a. Incentivizing businesses to partner with and provide financial support to career-technical education programs
 - b. Working with schools and career-technical planning districts to re-evaluate and streamline teacher credentialing requirements
 - c. Providing additional incentive-based resources for under-subscribed career-

technical education programs, especially those in career areas that provide self-sufficient employment, with the goal of increasing enrollment in those programs

3. Complete an actionable evaluation of the Comprehensive Case Management and Employment Program (CCMEP), including an evaluation of:
 - a. Capacity of provider agencies and case managers
 - b. Engagement of the target population
 - c. Alignment of performance standards and outcomes with the needs and abilities of program participants
 - d. Outcomes related to increasing employment and earnings for youth ages 14-24

If the evaluation is favorable, policymakers can increase funding for CCMEP, as well as continue to advertise to the population that is eligible to participate voluntarily, in order to connect more youth and young adults with low incomes to skilled employment in Ohio.

Adult training and employment policies and programs

State policymakers can:

4. Prioritize funds for career-technical education to:
 - a. Jobs and/or employers that pay self-sufficient wages
 - b. Jobs and/or employers that are offering a lower wage, but in a job with an articulated and stepped career pathway to higher wages and benefits
 - c. Employers that do not have a history of wage and hour violations
 - d. Employers that have relatively low turnover
 - e. Jobs that are In-Demand

These programs could also include job search assistance and comprehensive support services (including child care) during training.
5. Expand and continually improve alternatives to the GED, including the Adult Diploma Program, the 22+ Adult High School Diploma Program, HiSET and TASC, as well as preparation services for high school equivalency tests provided by Aspire (formerly ABLE) programs.
6. Create a subsidized employment program at the state level using TANF funds.

Public sector employer-based policies and programs

State policymakers can:

7. Evaluate the impact of public-sector employer-based policies and programs, such as the Ohio Fair Hiring Act and local wage ordinances, and highlight potential relevance to the private sector.
8. Reduce barriers to public-sector employment related to criminal convictions by increasing monitoring and enforcement of the Ohio Fair Hiring Act, as well as extending this policy to any employer with a state contract over \$50,000.
9. Create guidance that indicates to local policymakers that local public employee wage ordinances are permitted, regardless of SB 331, which prohibits local governments from raising the minimum wage.

Local policymakers can:

10. Implement local wage ordinances for city or county employees, as well as companies under contract with the local government.

Income support policies and programs

State policymakers can:

11. Expand the state Earned Income Tax Credit (EITC), lift the existing cap on the credit, make it refundable and/or expand the credit to non-custodial parents.
12. Increase funding for publicly funded child care (PFCC), restore eligibility limits to 200 percent FPL and expand access by increasing reimbursement rates paid to child care providers.
13. Add services to Ohio's UI program through OhioMeansJobs centers to provide UI claimants with regular reviews of unemployment compensation eligibility and personalized reemployment services, similar to Nevada's Reemployment and Eligibility Assessment Program.
14. Reduce financial and other barriers to attending and completing 2- and 4-year degree programs and industry-recognized credentialing programs, for example, by considering recommendations and examples from groups focused on college affordability, such as the [Joint Committee on Ohio College Affordability](#) and the [Inter-University Council of Ohio](#).

Cross-cutting

State policymakers can:

15. Establish clear policy goals and measurable desired outcomes for state- and federally-funded workforce programs, including employment services coordination models.
16. Collect data and information on the desired outcomes of workforce programs in order to conduct regular evaluations and to inform contract bidding. Ensure that data is collected on participant characteristics, including race and ethnicity.
17. Look to federally-funded, rigorous evaluations of job training and other workforce programs, such as [research](#) managed through the U.S. Departments of Labor and Health and Human Services, to inform program creation, expansion, regulation and other policy changes.
18. Create a detailed inventory of federal, state and local funding and other resources available to support self-sufficient employment.
19. Use the inventory to assess how federal, state and local resources can be better integrated and directed to increase credential completion and job attainment, particularly for Ohioans who face the most barriers to self-sufficient employment.
20. Continue to improve the social, economic and physical environments of Ohioans, including primary and secondary education, housing quality and transportation infrastructure.

Note: Several of the policy solutions are sourced from a recent HPIO report, [A New Approach to Reduce Infant Mortality and Achieve Equity: Policy Recommendations to Improve Housing, Transportation, Education and Employment](#), as well as the Lumina Foundation's [State Policy Agenda 2017-20](#).

Appendix

Analysis of evidence-based workforce policies and programs in Ohio

Figure 14 lists strengths, gaps and opportunities for improvement for evidence-based workforce programs, organized by the categories of policies and programs outlined in Figure 12. Alignment with the research evidence and implementation reach was considered when assessing each program.

Figure 14. **Strengths, gaps and opportunities for improvement for Ohio's evidence-based workforce policies**

Policy or program category	Strengths	Gaps	Opportunities for improvement
Child and youth-focused policies and programs, including career-technical education for high school graduation (secondary CTE), Career Academies and summer work experience programs	<ul style="list-style-type: none"> Evidence-based programs for children and youth are largely available in all 88 counties, including secondary CTE and summer work experience programs through CCMEP In the past three years, 112,888 students enrolled in secondary CTE CTE programs utilize aspects of the Career Academy model, which is also evidence-based 	<ul style="list-style-type: none"> Workforce capacity and waitlist information for secondary CTE is not collected at the state level; however, stakeholders report that capacity is insufficient to meet the demand for some of these programs Teacher credentialing is a common barrier to increasing capacity for secondary CTE Stakeholders report that CCMEP performance standards are unrealistic given the target population 	<ul style="list-style-type: none"> Increase participation in secondary CTE programs by re-evaluating and streamlining teacher credentialing requirements Collect data on instructor workforce capacity and waitlists for secondary CTE Implement all aspects of the Career Academy model in Ohio, including aligning with the National Standards of Practice Evaluate CCMEP performance standards
Adult training and employment policies and programs, including post-secondary career-technical education, GED certificate, subsidized employment and career pathways programs	<ul style="list-style-type: none"> In the past three years, 93,977 adults enrolled in postsecondary CTE (adult vocational training) ApprenticeOhio is available in 71 Ohio counties Adults who want to earn a high school equivalency credential have several options in Ohio, including the GED and its alternatives (HiSET and TASC) as well as the Adult Diploma Program and 22+ Adult High School Diploma Program The state offers financial vouchers to GED, HiSET and TASC test-takers, making the tests more affordable 	<ul style="list-style-type: none"> Postsecondary CTE is offered in only 45 Ohio counties In FY 2015, only 12 percent of Perkins Act funding went to postsecondary CTE (88 percent went to secondary CTE) Workforce capacity and waitlist information for postsecondary CTE and ApprenticeOhio is not collected at the state level; stakeholders report that capacity is insufficient to meet the demand for these programs Barriers exist for potential GED test-takers, including cost, computer-only testing and requiring test-takers to register with a credit card There is no state-level subsidized employment program in Ohio 	<ul style="list-style-type: none"> Increase funding and capacity for postsecondary CTE programs, especially those in high-need career areas Collect data on instructor workforce capacity and waitlists for adult training programs Remove barriers to taking the GED, including cost Improve the quality and effectiveness of the Adult Diploma Program, the 22+ Adult High School Diploma Program and preparation services for high school equivalency tests provided by Aspire programs Establish a state-level subsidized employment program

Figure 14. **Strengths, gaps and opportunities for improvement for Ohio's evidence-based workforce policies** (cont.)

Policy or program category	Strengths	Gaps	Opportunities for improvement
Public sector employer-based policies and programs, including the Ohio Fair Hiring Act and local wage ordinances	<ul style="list-style-type: none"> Ohio has a state law prohibiting state- and local-level public employers from including any questions about the criminal background of an applicant on a job application At least 5 local governments in Ohio have passed local wage ordinances, committing to pay their workers a living wage; several others, including Columbus, have a practice of paying a living wage even if there is no ordinance Several private sector Ohio employers have voluntarily adopted living wage policies, such as Nationwide Mutual Insurance and Target (beginning in 2020) 	<ul style="list-style-type: none"> Stakeholders report that OCRC has insufficient resources, including personnel, to systematically enforce Ohio's anti-discrimination laws, including Ohio's Fair Hiring Act Most local governments in Ohio do not have local wage ordinances or practices Existing local wage ordinances may not be uniformly enforced by the local governments that passed them 	<ul style="list-style-type: none"> Increase OCRC resources, including personnel, so that OCRC can more systematically enforce Ohio's anti-discrimination laws, including Ohio's Fair Hiring Act Evaluate the impact of public-sector employer-based policies and programs and highlight potential relevance to the private sector Increase enforcement by local governments of local wage ordinances, particularly for contractors with local governments
Income support policies and programs, including the Earned Income Tax Credit (EITC), child care subsidies and Unemployment Insurance (UI)	<ul style="list-style-type: none"> Ohio has a state EITC, which supports employment and income growth for low- and moderate-income employees in the state Ohio also has Publicly Funded Child Care (PFCC) subsidies so that low- and middle-income families more easily obtain child care UI is a statewide program, benefiting covered employees in all Ohio counties 	<ul style="list-style-type: none"> The Ohio EITC is nonrefundable and has a cap (10% of the federal EITC for the same filer) The income threshold for PFCC subsidies was reduced to 130 percent FPL from 200 percent FPL, which was the benchmark in 2010 Employees must work at least 20 weeks in covered employment during the base period in order to qualify for UI; part-time workers, seasonal workers and workers who recently joined the workforce are generally not eligible There are no wrap-around services provided to UI claimants 	<ul style="list-style-type: none"> Expand the Ohio EITC by lifting the existing cap on the credit and making it refundable License daycare centers that provide child care on a temporary, irregular basis to children with short-term illnesses Restore PFCC eligibility limits to 200 percent FPL Establish a program like Nevada's Reemployment and Eligibility Assessment Program, which provides UI claimants with a review of their UI eligibility and personalized reemployment services

Notes

1. "Number of people working part time for economic reasons falls in June 2016." TED: The Economics Daily, July 12, 2016. https://www.bls.gov/opub/ted/2016/number-of-people-working-part-time-for-economic-reasons-falls-in-june-2016.htm#view_full
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6. What Works in Job Training: A Synthesis of the Evidence. U.S. Department of Labor, U.S. Department of Commerce, U.S. Department of Education and U.S. Department of Health and Human Services, 2014. <https://www.dol.gov/asp/evaluation/jdt/jdt.pdf>
7. This definition was developed by the HPIO based on a review of research about the connections between employment, income and health.
8. Centers for Medicare and Medicaid Services. SMD: 18-002 – RE: Opportunities to Promote Work and Community Engagement Among Medicaid Beneficiaries. Letter to State Medicaid Directors. January 11, 2018.
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