

RECOVERY ACT
INVESTMENT IN
OHIO'S WORKFORCE:
USE AND DISTRIBUTION OF
RECOVERY ACT AWARDS

A REPORT FROM
POLICY MATTERS OHIO

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The American Recovery and Reinvestment Act of 2009 pumped more than \$787 billion into the national economy, reduced unemployment and helped avert economic catastrophe. The Recovery Act created or preserved 1.3 to 3.4 million jobs, added between 1.4 and 4.1 percent to our GDP, and kept an estimated 4.5 million Americans out of poverty. Ohio received more than \$8.5 billion in Recovery Act funds.

The Recovery Act provided Ohio more than \$370 million dollars in job training funds to push back the skill gap and help individuals left jobless by the recession seek new employment and retrain for new careers. Implementation of new training programs funded under ARRA provides a roadmap for improving the state workforce system.

This series of reports explores distribution and use of Recovery Act funding in Ohio's workforce system. Throughout the series we examine how workforce funds were used, analyze job creation and retention data for workforce programs, and explore reporting constraints that prevent full understanding of the Act's impact.

This report, the first of three, presents a broad overview of the Recovery Act and its investment in Ohio's workforce development system. The report examines Recovery Act impact on job creation, job retention, and workforce investment, and examines the data reporting method employed by the Act. We find that the primary goals of the Recovery act were well served by the investments made in Ohio's workforce system and we provide policy recommendations. Our findings include:

- Recovery Act investments in Ohio created and retained jobs. Ohio is ranked seventh in total ARRA funding awards and in number of jobs saved or created, which is consistent with our size as the seventh most populous state. Ohio ranked first in the nation in creating green jobs with Recovery Act support.
- Investments in emerging industries and high-growth sectors, combined with funding for targeted workforce training, creates jobs and repositions local economies for long-term prosperity. Tying public investment in growing industries to Pathways Out of Poverty training broadens these opportunities to all Ohioans. Ohio can capitalize on ARRA investments in health care and green industries by continuing state support of training initiatives.
- The Recovery Act's promise of unprecedented accountability and transparency is being met. While there is room for improvement in the recipient reporting system, the federal recovery website and the Ohio site provided rich, accessible data and information on recovery spending. Less than 0.2 percent of 200,000 programs have been tainted with charges of mismanagement, far fewer than the average rate of 5 to 7 percent.
- The Ohio Recovery website has been offline since mid-January. If the site were permanently removed, it would be a terrible erosion of public transparency.

Policy Matters concludes with recommendations to continue investing in the skills of Ohio workers and to remain committed to the transparency that has made the Recovery Act a highly accountable form of public spending.

Recovery Act Investment in Ohio's Workforce: Use and Distribution of Recovery Act Awards

The American Recovery and Reinvestment Act of 2009 (Recovery Act or ARRA) was enacted in response to the most severe national recession in more than seventy years. At the time the Recovery Act passed, the nation was experiencing job destruction at the rate of 600,000 jobs per month and many commentators argued that we were on the abyss of a severe economic catastrophe.¹ ARRA aimed to slow the economic free-fall through public investment. By pushing \$787 billion into the US economy, the Recovery Act sought to create or preserve nearly 3.5 million jobs and prime local economies for long-term growth.

In many ways, the Act was a success. The Recovery Act added between 1.4 and 4.1 percent to our GDP and an estimated 1.3 to 3.4 million jobs have been created or preserved.² The Center on Budget and Policy Priorities estimates that 4.5 million Americans were kept out of poverty thanks to ARRA's unemployment insurance provisions, food stamp increase, and refundable tax credits.³ Job growth remains unacceptably low, but the United States pulled out of recession, which by official definition means three quarters of economic growth, in June of 2009.⁴

Stimulus programs pumped \$787 billion into the economy to fill the \$2.6 trillion hole left by the collapse of the housing market.⁵ The stimulus stopped the downward economic spiral but it was not large enough to spur a full recovery.⁶ High unemployment persists and economic growth remains slow. Perhaps no other state illustrates these remaining challenges better than Ohio. Ohio never fully recovered from the 2001 recession.⁷ Ohio is one of only fifteen states that maintained an unemployment rate over 10 percent throughout 2009.⁸ Of

¹ David Fischer and Jeremy Reiss, "From Stimulus to System: Using the ARRA to Serve Disadvantaged Jobseekers," Center for Law and Social Policy at <http://www.clasp.org/admin/site/publications/files/0489.pdf>.

² *Id.* See also, Mark Zandi and Alan Binder, "How the Great Recession was Brought to an End," July 27, 2010; indicating the economy would have had 2.1 million jobs less without the stimulus package.

³ Arloc Sherman, "Despite Deep Recession and High Unemployment, Government Efforts-Including the Recovery Act-Prevented Poverty from Rising in 2009, New Census Data Shows," Center on Budget and Policy Priorities, January 5, 2011 at <http://www.cbpp.org/files/1-5-11pov.pdf>.

⁴ Mark Zandi and Alan Binder, "How the Great Recession was Brought to an End," July 27, 2010 at <http://www.nytimes.com/2010/07/02/business/economy/02manufacturing.html>.

⁵ Dean Baker, "Stimulus Works, Give us More!," *Truth Out*, August 3, 2009 at <http://www.cepr.net/index.php/op-eds-&-columns/op-eds-&-columns/stimulus-works-give-us-more/>.

⁶ *Id.* See also, Dean Baker and Rivka Deutsch, "The State and Local Drag on the Stimulus," *Center for Economic and Policy Research*, May 2009 at <http://www.cepr.net/documents/publications/stimulus-2009-05.pdf> (analyzing the how state and local budget policy further reduced the impact of the Recovery Act).

⁷ Amy Hanauer, "State of Working Ohio 2010," Policy Matters Ohio, September 2010 at <http://www.policymattersohio.org/SOWO2010.htm>.

⁸ Bureau of Labor Statistics, Unemployment Rates for States, 2009 at <http://www.bls.gov/lau/lastrk09.htm>. Ohio maintained an unemployment rate in excess of 10% until October 2010.

those unemployed in Ohio, almost a third (29.7 percent) have been unemployed for 26 weeks or longer.⁹

Amid this persistent unemployment some employers, particularly manufactures, have been decrying a lack of qualified applicants for available job openings.¹⁰ It is clear that we do not have enough jobs to employ those seeking work, but training could help some employees and employers and create a better fit between vacancies and available skills.¹¹ Only 45 percent of Ohio workers possess post-secondary credentials.¹² The National Skills Coalition has estimated that by 2016 half of all Ohio jobs will require post-secondary education.¹³ While an increase in workforce education and skill attainment will not in itself create jobs, it will help position the state for long-term growth once jobs return.

The Recovery Act provided Ohio with more than \$370 million additional dollars in job training funds to push back the skill gap and help individuals left jobless by the recession seek new employment and retrain for new careers. Implementation of new training programs funded under ARRA provides a roadmap for improving the state workforce system.

State agencies and local WIBS implemented programs with extraordinary speed, moving money into Ohio's economy and training workers for new jobs. Competitive grant programs resulted in innovative training projects targeted to the needs of employers in emerging industries.

This series of reports explores how Recovery Act funds were used in Ohio to meet the stated purposes of the ARRA, analyzes job creation and retention, and examines the reporting constraints that create barriers to full understanding of the Act's impact. This report, the first of three, presents a broad overview of the Recovery Act and its investment in Ohio's workforce development system. The report examines the Recovery Act's data reporting and its impact on job creation and retention across the state. It also takes an in-depth look at ARRA workforce investments from non-Department of Labor sources.

The second report, which will be released next month, looks at training programs in emerging and high growth areas, compares Ohio to neighboring states, and examines Trade Adjustment Assistance and Unemployment Insurance under ARRA.

⁹ Hanauer, *supra* note 5.

¹⁰ Motoko Rich, "Factory Jobs Return, but Employers find Skills Shortage," *The New York Times*, July 1, 2010 at <http://www.nytimes.com/2010/07/02/business/economy/02manufacturing.html>.

¹¹ John Miller and Jeannette Wicks-Lim, "Unemployment: A Jobs Deficit or a Skill Deficit?," *Dollars and Sense Real World Economics* at <http://www.dollarsandsense.org/archives/2011/01/11millerwickslim.html>.

¹² National Skills Coalition, "Middle Skill Jobs State-by-State: Ohio" at http://www.nationalskillscoalition.org/resources/fact-sheets/state-factsheets/nsc_middleskillfs_ohio.pdf.

¹³ *Id.*

The third report highlights the funding made available through the Workforce Investment Act and lessons the state system can learn from ARRA implementation and the work of Ohio's workforce training providers.

I. Overview of the American Recovery and Reinvestment Act

The Recovery Act had three primary goals:

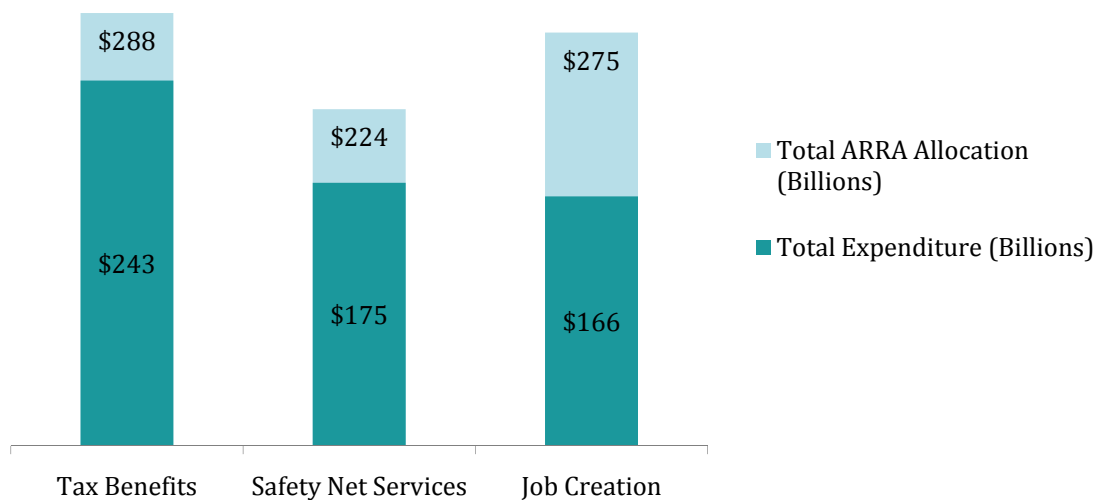
- Create new jobs and save existing ones;
- Spur economic activity and invest in long term growth; and,
- Foster unprecedented levels of accountability in government spending.¹⁴

The Act also sought to assist individuals and families most impacted by the recession and to stabilize State and local government budgets in order to minimize reductions in essential services and counterproductive state and local tax increases.¹⁵ To accomplish these goals ARRA invested \$787 billion in the US economy. The bulk of the money went to tax credits (\$288B); slightly less than a third went to job creation in the form of grants, contracts, and loans (\$275B), and the remainder went to safety net services (\$224B). Figure 1 shows the total ARRA spending in these three categories areas, the total ARRA allocation in light green with the total expenditure in the category in dark green. As the chart shows, more than 84 percent of ARRA tax benefits have been awarded, almost 80 percent of safety net service funding and slightly more than 60 percent of job creation funds had been spent as of December 2010.

¹⁴ See, Federal Recovery Act website at www.recovery.gov.

¹⁵ *Id.*

Figure 1: Overview of ARRA funding: Total allocation and total expenditures by category as of December 17, 2010.



Source: Federal Recovery Act website at <http://www.recovery.gov/Pages/home.aspx>; January 3, 2010.

A. Overview of ARRA Section 1512 Reporting

Twenty-eight federal agencies were apportioned funds under the ARRA. Each agency drafted a plan on dispersing their allotment to states, nonprofits, community agencies, and businesses. Agencies distributed Recovery Act funds in the form of formula, discretionary and competitive grants, contracts, and loans. To ensure public transparency in spending, Section 1512 of the ARRA requires non-exempt prime recipients, entities receiving money directly from the federal government, to report the following information, quarterly:

1. Amount of money allotted, received, and spent during the reporting period;
2. Names of contractors hired;
3. Location of work;
4. Location of the recipient;
5. Project status (e.g. 50 percent complete, less than 50 percent complete);
6. Description of activities;
7. Description of award; and
8. Number of full-time jobs created or preserved by ARRA dollars.¹⁶

¹⁶ Jeffrey D. Zients, "Updated Guidance on the American Recovery and Reinvestment Act," *Office of Management and Budget*, September 24, 2010 at <http://www.whitehouse.gov/sites/default/files/omb/memoranda/2010/m10-34.pdf>. The Ohio Recovery website at <http://recovery.ohio.gov/accountability/>

There are several exemptions in Section 1512. Payments to individuals, such as increased Trade Adjustment Assistance funds and unemployment insurance are exempt from 1512 reporting, as are recipients of grants or loans less than \$25,000.¹⁷ The 1512 reporting structure is the primary mechanism ensuring that ARRA spending is transparent and accountable.

All reports are publicly available on the recovery website. Ohio had a robust state specific website devoted to cataloging Recovery Act information and data. Section 1512 reports for Ohio reporters were easily accessible through the site as was detailed information on state projects and programs. The websites, both the state and the federal site, are central to the Act's objective of increased public transparency and accountability on government spending. The Ohio recovery site has been off line for maintenance since mid-January 2011. It is unknown when or if the site will be restored.¹⁸ It would be a major loss to the public and to policy makers if the state no longer provided this window into Ohio's recovery.

B. Recovery Act investment and job creation in Ohio

Ohio agencies applied to more than 90 ARRA programs and administer 82 programs at the state level.¹⁹ According to the state's ARRA website as of January 7, 2011, more than \$8.5 billion in Recovery Act funds have passed through the state to Ohio recipients.²⁰

section1512/ contained detailed information on the 1512 reporting process with links to all Ohio 1512 quarterly reports. The extensive, mapped documentation of ARRA awards maintained under the Strickland Administration is no longer available for public use; the website now says: "Under Construction;" the data cited here from the state is not available on the state website as of 2/8/2011.

¹⁷ Zients, *supra* note 13. See also, Peter R. Orszag, "Implementing Guidance for the Reports on Use of Funds Pursuant to the American Recovery and Reinvestment Act of 2009," Office of Management and Budget, June 22, 2009 at http://www.whitehouse.gov/sites/default/files/omb/assets/memoranda_fy2009/m09-21.pdf. Awards exempted from 1512 reporting include: Federal programs exempted from 1512 reporting such as USDA's Single Family Housing loan program, awards deobligated, awards cancelled or terminated, extension for extraordinary circumstances (e.g., natural disaster), award is classified, micropurchases made with the purchase card, final report previously submitted to FederalReporting.gov, programs and accounts directly used in the operations of Federal agencies, programs contained in Division B of the Act, and other programs providing benefits to individuals, which are specifically not subject to the Section 1512 reporting requirements. *Id.*

¹⁸ The author made inquiries regarding the status of the site following the instructions on the maintenance page but as of the date of publication, no response has been received.

¹⁹ Ohio Office of Budget and Management, Office of Internal Audit, "Department of Development Home Weatherization Assistance Program ARRA Audit," December 1, 2009 at http://docs.google.com/viewer?a=v&q=cache:L3TL44vCKm0J:obm.ohio.gov/document.aspx%3FID%3D15c5a23b-9e45-47be-ae51e921ba44ec6e+weatherization+site:obm.ohio.gov&hl=en&gl=us&pid=bl&srcid=ADGEEShVea6CHbzyiqiML3VspQdyD96_qpjO8UCK3SsMqcYqauSxBh6SpG7gZj0mD8JH6ykzFA2CxShzMYvrCsEzQ6IMFKw0l5BdCvzDVI7KS63Do4lJZClc4WqJJ1XEWxx7pXboP3_&sig=AHIEtbQL834UNH6ABEQbLch9kasYJnbmdQ.

²⁰ Federal Recovery website, "Recipient Reported Data Map" at <http://www.recovery.gov/Transparency/RecipientReportedData/Pages/RecipientReportedDataMap.aspx>.

Additional funds been awarded directly to local government or private industry, awards that did not pass through the state.²¹

Figure 2: ARRA Awards to Ohio recipients by type of award, number, amount, and reported jobs

Type	Number	Amount	Reported Jobs
Grants	7,204	\$7,871,975,075	23,706
Contracts	1,061	\$611,964,844	1,224
Loans	48	\$74,418,068	121
Total	8,313	\$8,558,357,987	25,051

Source: <http://www.recovery.gov/Transparency/RecipientReportedData/Pages/RecipientReportedDataMap.aspx>; 1/3/11.

Ohio has reported relatively high numbers for job creation and preservation. Ohio is seventh in total ARRA funding awards and seventh in number of jobs saved or created by the Act, which is consistent with our size as the seventh most populous state.²² Ohio is first in the nation in creating green jobs with ARRA support.²³

The reported figure of 25,051 jobs is only a partial picture of the impact of the Recovery Act on Ohio. The 1512 reporting system does not capture jobs indirectly created or induced by increased Recovery Act spending; the Council of Economic Advisors estimate that total job creation attributable to ARRA as of June 2010, was 117,000 in Ohio alone.²⁴

Under Section 1512 of the Act, recipients calculate and report the number of “full-time equivalent” (FTE) jobs funded by ARRA during the quarter. Recipients are to count any hours of work for any job, created or retained, in which some or all the wages or salaries are either paid for or will be reimbursed with ARRA funding.²⁵ Once a recipient reports a job as ARRA-funded, the recipient should continue to report hours worked until the job is no longer supported by ARRA funds.²⁶ The 1512 report is a snapshot in time. The report does

²¹ Wendy Patton, “Recovery through Investment in Energy and the Environment,” Policy Matters Ohio, p. 7, 2010 at <http://www.policymattersohio.org/RecoveryActCleanEnergy2010.htm>.

²² Federal Recovery website, “Funding Awards by State,” at <http://www.recovery.gov/Transparency/RecipientReportedData/Pages/Landing.aspx>.

²³ Council of State Governments, “Green Jobs Created or Saved During the Second Quarter of the Recovery Act,” at <http://www.staterecovery.org/Websites/staterecovery/Images/Green%20Jobs%20Created%20or%20Saved%20Quarter%20%20National.pdf>. Ohio created or retrained more than three thousand green jobs. *Id.* California took second place, creating or retaining 1,472.36 green jobs. *Id.*

²⁴ Executive Office of the United States, Council of Economic Advisors, “The Economic Impact of the American Recovery Act, Fourth Quarter Report,” July 14, 2010 at http://www.whitehouse.gov/files/documents/cea_4th_arra_report.pdf.

²⁵ Office of Management and Budget, “Updated Guidance on the American Recovery and Reinvestment Act – Data Quality, Non-Reporting Recipients, and Reporting of Job Estimates.” December 18, 2009 at http://www.whitehouse.gov/sites/default/files/omb/assets/memoranda_2010/m10-08.pdf.

²⁶ *Id.*

not have a running total of jobs created by the Recovery Act; the job totals are not cumulative, some jobs may drop out of the quarter, some may be added.

The FTE calculation, while complicated, is an improvement over the initial guidance for job numbers reporting, which permitted recipients to estimate the number of full time jobs supported by ARRA. States for a Transparent and Accountable Recovery (STAR) found that recipients were still underreporting jobs.²⁷ Ohio recipient reports are unfortunately no different. Of 2,072 primary recipients on Ohio's 2010 third quarterly report, more than 600 reported that no (zero) FTE jobs were supported with ARRA funds; 121 of the projects are complete and 131 are more than 50 percent complete.²⁸ Several of the recipients reporting zero FTEs during the quarter also described jobs and positions that were created or retained by ARRA dollars in narrative responses on the same 1512 report.²⁹ Several state that no new jobs were added during the quarter but neglect to state whether jobs created during previous quarters have been retained with ARRA funds.³⁰

i. City of Canton Brownfields Job Training Grant

Inconsistent 1512 reporting masks the true impact of the ARRA. The City of Canton's report is a good example of what is being lost in the reporting. Canton received a \$440,000 Brownfield Job Training Grant to prepare workers for jobs in environmental cleanup. In the City's narrative response on "job creation," it reports specific information on jobs created at environmental cleanup zones in Florida, Michigan, and Wooster, Ohio. Forty-two trainees found full employment.³¹ Trainees were employed during their training.³² Thirteen trainees worked full-time cleaning up the BP Oil Spill in the Gulf of Mexico.³³ Seventeen worked the

²⁷ Phil Mattera, "ARRA Job Reporting Remains Perplexing," STAR website at <http://www.accountablerecovery.org/blog/arra-job-reporting-remains-perplexing>. See also, Phil Mattera, "ARRA job Reporting Problems Persist," STAR website at <http://accountablerecovery.org/blog/arra-job-reporting-problems-persist> and Phil Mattera, "More ARRA Recipients appear to be Underreporting Jobs," STAR website at <http://www.accountablerecovery.org/blog/more-arra-recipients-appear-be-underreporting-jobs>.

²⁸ Ohio 1512 quarterly reports, June-September 2010. Previously available on Ohio's recovery website. See, *supra* at note 18.

²⁹ *Id.* Sample recipient narratives indicating job creation or retention: "helped contractor to retain as many as 3 full-time employees;" "Roadway, bridge and railroad engineering, planning, construction and inspection positions;" Carpenters Electricians, General Laborers Architects, Architects Field Reps;" "Environmental Scientist;" "In Shop Millwright Foreman;" Machinist/Mechanic positions were retained due to the impact of the Recovery Act funded work listed above;" "1 Assistant Director (administrative) 6 box office staff (administrative) 1 front of house (administrative) 20 artists/dancers (artistic) 2 designers (artistic) 12 stage hands (technical);" "Jobs created were in manufacturing, flooring installation, landscaping, counseling and retail;" "positions in technical, sales, clerical, skilled, semi-skilled and non-skilled, and service workers." "Supervisor and 4 crewmen and 2 assistants." These recipients also reported zero FTE hours for the quarter and that the project is complete or more than 50 percent complete.

³⁰ *Id.*

³¹ *Id.*

³² *Id.*

³³ *Id.*

Kalamazoo Michigan Oil Spill and six worked in Wooster, Ohio cleaning up storm damage at the Ohio State Agricultural Center.³⁴ These trainees earned \$11.50 to \$30.00 per hour. Many received per diems of \$30 to \$51, and some had the potential to earn \$500 bonuses at the end of the projects.³⁵ For the third quarter of 2010, however, Canton reported that no jobs, zero FTE hours, were created, preserved, or worked as a result of ARRA funding.

The Brownfields program is preparing individuals for family-sustaining jobs; finding people employment during training and after. The 1512 reports, however, do not intentionally capture these positive outcomes. The successes of the Brownfields Job Training Grant are known only because the City of Canton voluntarily reported detailed outcome data for its program, not because the 1512 system elicited the information.

II. American Recovery and Reinvestment Act investment in Workforce Development

The Recovery Act structured investment in the workforce system to help states meet increased demand for employment and training services and to steer public investment toward emerging industries and high growth fields. The Act relied on Workforce Investment Act (WIA) formula funding administered through the Department of Labor to allocate the bulk of ARRA workforce funding. The funding calculations based on poverty rates, unemployment rates, and population ensured that every county received funds and that areas with weak economies received higher per capita funding.³⁶

The Recovery Act used discretionary and competitive grants to fund innovative programs in emerging industries and high-growth sectors.³⁷ These grants helped reposition local economies for long-term growth. Grants targeted emerging industries in the green economy, funding training programs linked to investments in clean energy or energy conservation. High-growth grants funded training programs in growing industries, such as health care and logistics, which could absorb newly trained workers. Much of the funding targeted regions hit hard by the collapse of the auto industry and prioritized training programs providing training to marginalized populations or in areas of high persistent unemployment.

A. Recovery Act investments in Ohio's workforce development system.

ARRA investments expanded program capacity; providing funds to training providers to meet increased demand for services. The Act also targeted training to emerging sectors and growing industries, helping to reposition the state for long-term growth. ARRA invested

³⁴ *Id.*

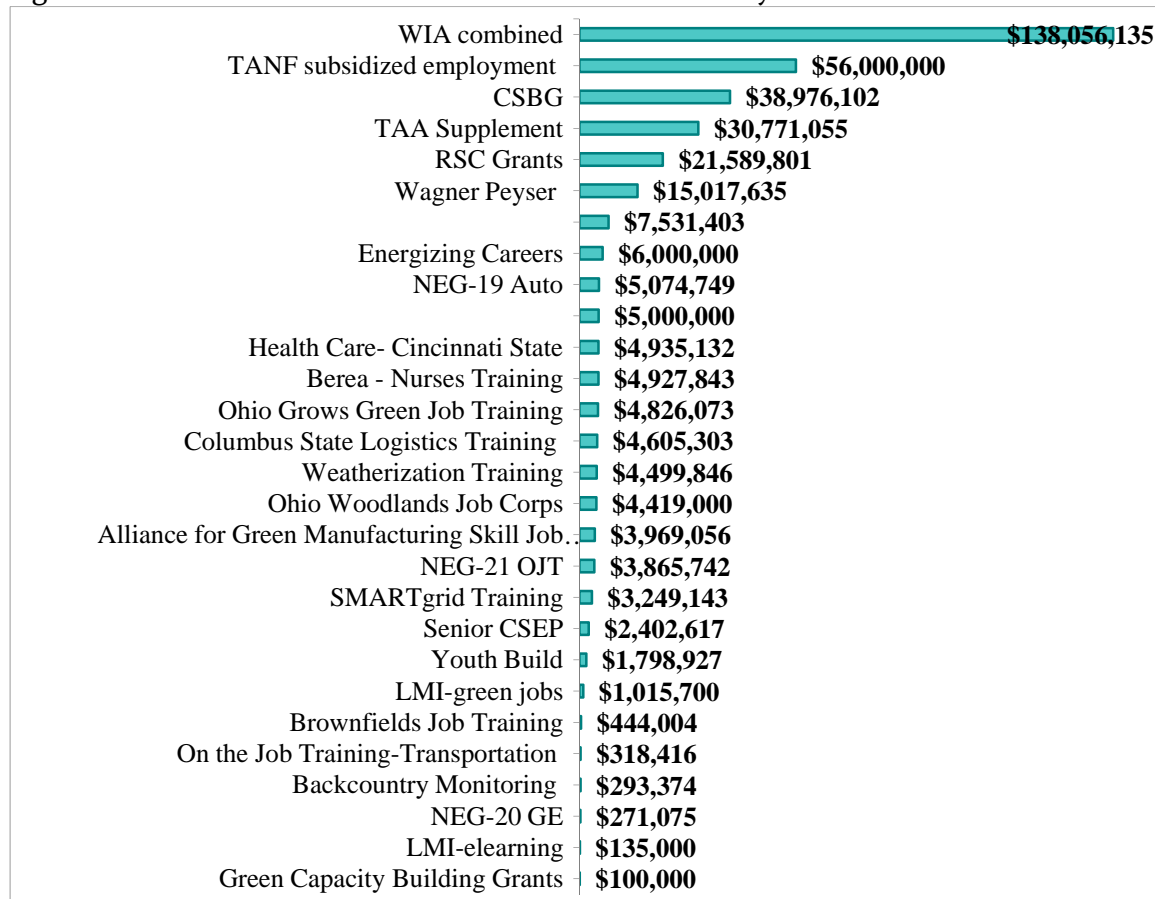
³⁵ *Id.*

³⁶ The third paper in this series examines the distribution and use of WIA formula funds.

³⁷ The second paper in this series examines Department of Labor competitive grant funding.

more than \$370 million in Ohio's workforce system.³⁸ Ohio also shares more than \$30 million in grants with other states.³⁹ Figure 3 shows investment in workforce programs in Ohio by amount.

Figure 3: Total ARRA investment in Ohio's workforce system



Source: Policy Matters Ohio based on 1512 reports formerly available at www.ohiorecovery.gov; 1/3/10.

More than 75 percent of ARRA funds came to Ohio through formula grants linked to state and local need. Formula grants, based on the indicators of economic distress needs and population size, sent additional money to local workforce development boards and one-stops. Every county in the state received additional workforce support; weaker economies generally received more per capita funding than stronger economies.⁴⁰

Formula grants such as the Community Service Block Grants, Senior Community Service Employment Project funds, and Vocation and Rehabilitation Service Commission

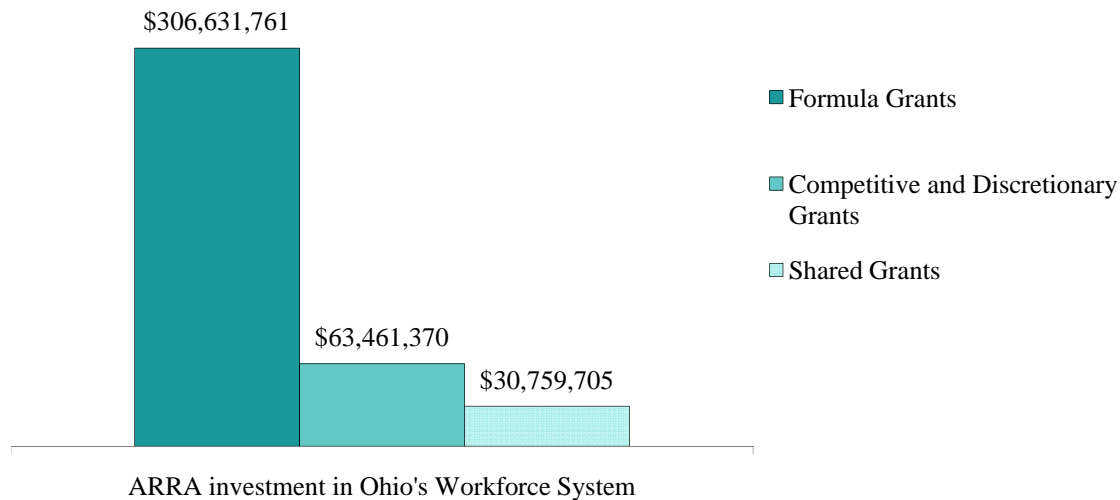
³⁸ An additional \$1.6 million in scholarships for disadvantaged students and \$4.6 million in grants to support training for health professionals came from the US department of Health and Human Services. See *infra* Appendix A, Table 1.

³⁹ *Id.*

⁴⁰ Per capita distribution of WIA formula funds is discussed in detail in the third report of this series.

Grants added funds to Community Action Organizations to fund greater work and training opportunities for targeted populations of need. Formula grants helped organizations manage and serve the increase in caseloads resulting from the declining economy.

Figure 4: Total ARRA investment in Ohio workforce programs by type.



Source

Policy Matters Ohio based on Ohio 1512 reports formerly available at www.ohiorecovery.org; 1/3/11.

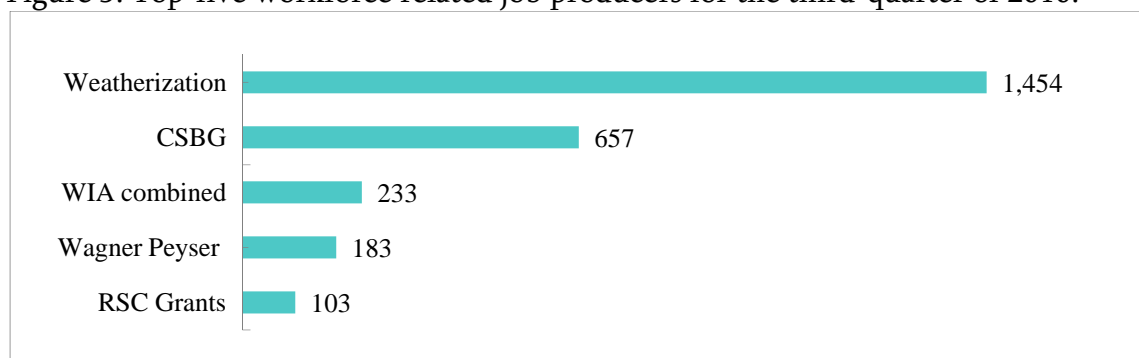
Competitive grants to the workforce system, regardless of the funding agency, targeted two types of industries. Grants funded training programs in high-growth industries (primarily health care and logistics in Ohio) or in industries that will help secure the state's future prosperity (such as solar, wind and biomass).⁴¹ Ohio recipients were awarded more than \$63 million in competitive and discretionary grants, \$29 million of which targeted training in emerging green industries. Health care training programs received more than \$26 million. Ohio also benefited from more than \$30 million in shared grants.⁴²

Based on recipient reported data in the 1512 reports, these investments resulted in 2,827 full-time equivalent jobs during the third quarter of 2010 (July 2010-September 2010) in Ohio. Figure 5 shows the top workforce related job produces in the quarter.

⁴¹ Ohio Recipient 1512 reports for the third quarter of 2010, *supra* at note 28.

⁴² *Id.*

Figure 5: Top-five workforce related job producers for the third-quarter of 2010.



Source Policy Matters Ohio based on Ohio 1512 reports formerly available at www.ohiorecovery.org; 1/3/11.

The top five job producers were responsible for more than 90 percent of all jobs created by workforce-related programs. Other than the top five job producers, no other program produced more than 50 jobs during the quarter. The majority of projects are less than 50 percent complete; only nine programs report being more than 50 percent complete.⁴³ The Weatherization program, which creates increase demand in materials and services through investment, is the major job producer not only in workforce-related programs but also across all ARRA-funded projects, creating more than 1,454 FTE jobs during the quarter. Only three education programs created more jobs.⁴⁴

B. Workforce Investments from Non-DOL sources: Strengthening our health care sector, reducing poverty, and cleaning up our environment.

More than two-thirds of all ARRA workforce funding came to Ohio through the Department of Labor. Additional funding for targeted populations and sector training came from a variety of federal agencies, ranging from the Department of Transportation to the USDA Forest Service. Funding from these agencies trained workers as a way to solve broader social problems. Workforce funding from the Department of Health and Human Services, for example, aimed to strengthen the nation's health care system by increasing the number of workers with credentials and encouraging individuals to work in underserved areas. Funding from the US Department of Energy trained workers to rebuild the nation's electrical grid, making it more efficient and more secure.⁴⁵ These programs also targeted disadvantaged students and minorities. These training programs provide increased opportunities across

⁴³ *Id.* The Senior Community Service Employment Programs, Green Capacity Building Grants, Youth Build, Wildlands Fire Management, Ohio Woodlands Job Corps, Wagner-Peyser, WIA combined, and CSBG all report 50 percent or more complete.

⁴⁴ *Id.* Only three programs reported more FTE jobs during the quarter, Title I Grants (1735.64), Special Education Grants to States (2,351.57), and State Fiscal Stabilization Funds (8129.4). These programs helped schools balance their budgets many of these jobs were retained positions.

⁴⁵ *Id.*

socio-economic strata, while building a more skilled and competitive workforce in growing industries.⁴⁶

i. ARRA investments strengthening the health care workforce and reducing poverty.

The U.S. Department of Health and Human Services received nearly \$200 million under the ARRA to strengthen the health care workforce.⁴⁷ HHS funding was targeted to expand primary care services in underserved areas, increase the number of nurses through expanded training programs, provide training opportunities to disadvantaged populations and minorities, and help meet rising health care needs of families impacted by the Great Recession.⁴⁸ Recovery Act dollars increased the funds available for the Nurse Education Loan Repayment Program, the Nurse Faculty Loan Program, and the Faculty Loan Repayment Program.⁴⁹

The Department of Health and Human Services used ARRA dollars to expand workforce-training opportunities for individuals by increasing funds to Community Service Block Grants (CSBG) and the Temporary Assistance to Needy Families (TANF) Emergency Fund.⁵⁰ These funds are important sources of funding for supportive services and needs-based payments to individuals. Community Service Block Grants are funds to states for reduction of poverty, revitalization of low-income communities, and empowerment of low-income individuals to become self-sufficient.⁵¹ ARRA committed \$985 million to CSBG, of which Ohio received more than \$38.9 million.⁵² The programs offered through this funding help individuals overcome obstacles, develop skills, and enter the workforce.

The Cuyahoga Community College district, which includes Cuyahoga Community College, Columbus State Community College, and Cincinnati State Technical and Community College will receive more than \$14 million over two years to develop and improve non-degree health information technology training programs that students can complete in six months or less.⁵³ Five community college consortia will receive more than

⁴⁶ See, *infra* at Appendix A, Table 1 for a chart listing workforce related health care grants awarded by the Department of Health and Human Services.

⁴⁷ US Department of Health and Human Services, "HHS Awards \$96 Million to Train Health Professionals" July 1, 2010 at <http://www.hhs.gov/news/press/2010pres/07/20100701d.html>.

⁴⁸ US Department of Health and Human Services, "Recovery Act Funding for Health Professionals" at <http://www.hhs.gov/recovery/programs/hrsa/healthpros.html>.

⁴⁹ *Id.*

⁵⁰ US Department of Health and Human Services, "Community Services Block Grant (CSBG) Recovery Act Funding Information," at <http://www.hhs.gov/recovery/programs/acf/csbg.html>.

⁵¹ *Id.*

⁵² US Department of Health and Human Services, "Community Services Block Grant (CSBG) Recovery Act Funding Information," at <http://www.hhs.gov/recovery/programs/acf/csbgmap.html>.

⁵³ Office of the National Coordinator for Health Information Technology, "Community College Consortia to Educate Health Information Technology Professionals in Health Care Program," at <http://healthit.hhs.gov/>

\$60 million over two years to train more than 10,000 new health IT professionals annually by 2012.⁵⁴

TANF is a federal cash assistance program for very-low income families. ARRA money was reserved for an Emergency Contingency Fund to states experiencing a sharp increase in TANF caseloads. The TANF Emergency Fund provides reimbursements to states for 80 percent of increased expenditures on basic assistance, short-term nonrecurring benefits and/or subsidized employment. Subsidized job programs provide an opportunity for individuals to develop work skills and a work history.

Ohio counties had flexibility in operating subsidized employment programs through their Prevention, Retention and Contingency (PRC) programs and could elect to provide a wide variety of programming, job training, employment assistance, and support services. Counties made their own decisions as to the size and duration of the wage subsidy and what populations and employers would be good targets. Some counties worked with their One-Stop and local Chamber of Commerce.

Ohio pulled down \$244,695,342 of the \$363,984,130 available to the state.⁵⁵ Because county programs did not have the capacity to quickly ramp up their service programs and spend, more than \$119 million in potential reimbursement dollars were not accessed.⁵⁶ The bulk of the funding (77 percent) provided basic assistance services but more than \$56 million was set aside to subsidize employment for individuals eligible for TANF cash assistance, more than \$46 million funded Summer Youth programs across Ohio.⁵⁷ Nationally, 235,000 low-income parents and youth were employed as a result of the subsidized jobs programs.⁵⁸

portal/server.pt?open=512&objID=1804&parentname=CommunityPage&parentid=14&mode=2&in_hi_userid=11673&cached=true.

⁵⁴ *Id.*

⁵⁵ Office of Family Assistance, "Total Awards for All Jurisdictions," September 30, 2010 at <http://www.acf.hhs.gov/programs/ofa/tanf/apprTANFemerfund.html>.

⁵⁶ Interview with Beth Kowalczyk, Chief, Bureau of Family Assistance Policy Initiatives, Ohio Department of Jobs and Family Services, email to Author, dated March 17, 2011. This paper was originally published with an incorrect reference to a waiver permitting ODJFS to continue accessing the reimbursement dollars.

⁵⁷ *Id.* For a list of Counties participating in subsidized employment projects see http://jfs.ohio.gov/ocomm/Stimulus/tanf/SEP_county%20ContactInformation.pdf.

⁵⁸ Elizabeth Lower-Basch and Elizabeth Kenefick, "TANF Emergency Fund: State Applications Approved as of September 30," October 1, 2010 at http://www.clasp.org/resources_and_publications/publication?id=0758&list=publications.

ii. **ARRA investments training workers to secure and rebuild our infrastructure and clean up environmental hazards.**

The Recovery Act invested more than \$100 billion in clean energy and the environment.⁵⁹ ARRA investments in energy and the environment are pioneering examples of programs that solve more than one problem simultaneously and creatively.⁶⁰ These programs support demand in emerging industries, leverage private dollars to increase investments, and make much-needed infrastructure improvements while supporting training programs. Like the Recovery Act itself, these investments preserve and create jobs now and set the stage for long-term prosperity.

ARRA investments in energy and the environment followed a pattern of funding: initial investments generate demand for a service and additional investments train workers to provide the needed service. For example, the Recovery Act invested \$100 million in Brownfield remediation, prompting the revitalization and sustainable reuse of contaminated properties. At the same time, the Act invested \$6.8 million in Brownfield Job Training, creating an on ramp for workers to enter the emerging green economy.⁶¹

Similarly, more than \$5 million was designated for Wildfire Management.⁶² Many grantees used the funding to train workers for jobs in conservation. The Student Conservation Association, Inc. used \$168,123 to recruit and train youth to monitor forest fire risk in the Wayne National Forest.⁶³ The Ohio Department of Natural Resources (ODNR) received more than \$4.4 million through the wildfire funding. ODNR used Recovery Act dollars to support the Ohio Woodlands Job Corps.⁶⁴ The program has already trained sixty-six conservation workers. These trainees will conduct the largest invasive species control project ever conducted on Ohio Department of Natural Resources lands while earning credentials and college credit.⁶⁵ The Woodland Job Corps aims to increase the number of timber stand improvement (TSI) vendors, wildfire fighters, and potential Master Loggers.⁶⁶

⁵⁹ Wendy Patton, *supra* at note 21.

⁶⁰ See, *infra* at Appendix A, Table 2 and Table 3 for charts detailing grant awards to support environmental cleanup and energy careers.

⁶¹ US Environmental Protection Agency, "Brownfield Program Activities Under the Recovery Act," at <http://www.epa.gov/brownfields/eparecovery/>.

⁶² Ross W. Gorte, "Federal Funding for Wildfire Control and Management," Congressional Research Service, April 22, 2010 at <http://ncseonline.org/NLE/CRSreports/10May/RL33990.pdf>.

⁶³ Ohio Section 1512 Reports, *supra* at note 28.

⁶⁴ *Id.* The Ohio recovery website had detailed information about the Ohio Woodlands Job Corp project, including photos from the field.

⁶⁵ Ohio Department of Natural Resources, "Ohio Woodlands Job Corps Provides 132 Training Jobs and Long Term Benefits for Buckeye State Forests," at <http://www.ohiodnr.com/Portals/18/woodland-jc/Ohio%20Woodlands%20Job%20Corps%20October%202009.pdf>.

⁶⁶ *Id.*

The Department of Transportation used ARRA funds to rebuild the nation's transportation infrastructure. The Recovery Act sent more than \$774 million to Ohio for the state's roads, bridges, and rail systems.⁶⁷ The investment generated demand for road crew workers and engineers. ARRA set aside \$11.8 million for on-the-job training and supportive services. Grantees used these dollars to fund apprenticeships for careers in transportation, engineering and construction, targeting individuals from populations under-represented in the trades. Ohio received \$318,416 for transportation on-the-job training. Constructing Futures is a pre-apprenticeship training program receiving on-the-job training ARRA dollars.⁶⁸ The program provides enhanced opportunities for job placement for marginalized workers but also encourages workforce practitioners from across silos to work together. For the trainees, the program creates a pathway from poverty to a career with family sustaining wages.

a. Investment in SmartGrid technology and training

ARRA investments in SmartGrid technology will transform the way the nation delivers electricity, making the grid more responsive, more efficient, and more secure. The Department of Energy allotted \$4.5 billion for electricity delivery and electric grid modernization. The funding could support the use of demand responsive equipment, enhanced infrastructure security and reliability, energy storage research, development, demonstration and deployment.⁶⁹ Ohio is set to receive more than \$300 million for Smart Grid research, development, and implementation.⁷⁰

The SmartGrid will need trained workers to make, implement, and maintain the system. ARRA reserved more than \$100 million for Smart Grid workforce training, leveraging an additional \$95 million in funds from community colleges, universities, utility companies and manufactures to build the Smart Grid Workforce.⁷¹ Ohio will receive \$3.2 million to train and develop the Smart Grid workforce and will share an additional \$3.4 million in training funds awarded to Duke Energy with workers in Indiana and Kentucky.

⁶⁷ Wendy Patton, "The Road to Recovery: Analysis of the American Recovery and Reinvestment Act Transportation Funds in Ohio," *Policy Matters Ohio*, December 2009 at <http://www.policymattersohio.org/pdf/RoadtoRecovery2009.pdf>.

⁶⁸ The program also receives \$4 million from the Governor's WIA discretionary fund, discussed in detail in the third report of this series.

⁶⁹ Wendy Patton, *supra* at note 67.

⁷⁰ US Department of Energy, "Smart Grid," at <http://www.oe.energy.gov/smartgrid.htm>. See also, Appendix A, Table 3.

⁷¹ US Department of Energy, "Workforce Training for the Electric Power Sector," at http://www.energy.gov/news/documents/04-08-2010_SG_Workforce_Selections.pdf.

b. Investment in home weatherization and training

Investments in residential weatherization reduce energy consumption, lower utility bills, and increase demand for workers to retrofit homes and to make the materials and equipment needed to perform the job. The Home Weatherization Assistance Program (HWAP) aims to increase the energy efficiency of dwellings owned or occupied by households at or below 200% of federal poverty guidelines, reducing household energy expenditures and improving the health and safety of families.⁷² It costs \$6,500 to retrofit an average Ohio home.⁷³ HWAP covers the cost of weatherization for low-income homeowners.

The Recovery Act set aside \$5 billion to fund the Home Weatherization Assistance Program.⁷⁴ The funds were distributed to states by formula, so no locale was left out of funding. A portion of each state allotment was set aside to fund weatherization worker training. The Ohio Department of Development reports that weatherization reduced natural gas consumption by an average of 24.7 percent, electricity usage by 13 percent and utility cutoffs for program participants by 50 percent.⁷⁵

Ohio received \$266.8 million in HWAP funds and approximately \$3.5 million was set aside to fund workforce-training programs.⁷⁶ The Corporation for Ohio Appalachian Development (COAD), which operates the Ohio Weatherization Training Center, won an additional \$999,846 to expand the Center. Since the implementation of ARRA, the OWTC has served 2,700 new weatherization workers and re-certified and/or trained 1,000 previously employed WAP workers.⁷⁷ ARRA funding also helped COAD secure \$300,000 in private investment from Exxon Mobil to support expanded training opportunities and career pathways for weatherization workers.⁷⁸ The private funding will help COAD keep workers employed as ARRA funding and the HWAP program winds down.⁷⁹ This extensive ramp-up was needed to meet the increased demand generated by ARRA investment in HWAP.

⁷² Ohio Department of Development, "Ohio's Home Weatherization Assistance Program (HWAP), at <http://www.development.ohio.gov/community/ocs/hwap.htm>.

⁷³ *Id.*

⁷⁴ US Department of Energy, "Recovery Act and the Weatherization Assistance Program," at http://www1.eere.energy.gov/wip/recovery_act_wap.html. See also, Appendix A, Table 3.

⁷⁵ Ohio Department of Development, *supra* at note 72.

⁷⁶ Interview with Kelly Kupcak, Program Manager, Ohio Green Workforce Training Partnership Project, Northern Ohio Weatherization Training Center, email to Author, dated October 17, 2010.

⁷⁷ *Id.* As of September 2010.

⁷⁸ Interview with Kelly Kupcak, Program Manager, Ohio Green Workforce Training Partnership Project, Northern Ohio Weatherization Training Center, email to Author, dated February 20, 2011.

⁷⁹ *Id.*

iii. Additional ARRA support for workforce programs.

The Recovery Act increased funds to services and programs that support those enrolled in training and education programs. By expanding supportive services, ARRA helps trainees complete training and secure employment. These increases included funding to the following programs:⁸⁰

- \$20.9 billion for Supplemental Nutrition Assistance Program
- \$15.6 billion for Pell Grants (increased max award by \$500)
- \$2.0 billion for increased child care for low-income people
- \$13.9 billion in higher education tax credits
- \$540 million in Vocational Rehabilitation Formula Grants to States
- \$200 million for college work study programs
- \$231 million in tax credits for businesses that hire disadvantaged workers like unemployed veterans and “disconnected” youth
- \$68.1 million to increase access to child care and improve quality
- \$25.1 billion to subsidize jobless workers Cobra health benefits.

III. Meeting the challenged of the ARRA: Lessons Learned

Investment in Ohio's workforce development system furthered the Recovery Act's goals to create and preserve jobs and to promote long-term economic growth and prosperity. The Act's reporting system highlights areas for improvement both in federal reporting and in the way our state workforce system aggregates and uses data. Implementation of the Recovery Act underscores three policy recommendations:

JOB CREATION. Recovery Act funding to Ohio's workforce system created and preserved jobs. Relative to other Midwestern states, Ohio made very effective use of its ARRA dollars. Ohio is ranked seventh in total funding awards and seventh in jobs saved or created by the Act. Ohio is first in the nation at creating green jobs with ARRA support. It is difficult to determine the full impact of ARRA, however, because of inconsistencies and oversights in the 1512 reporting process. The 1512 reports are intended to provide information about where money is being spent, completion status of the projects and number of jobs directly created or preserved through recovery investments, but recipients do not produce accurate information on job creation. Relative to the workforce system there is no attempt to capture aggregate data on training outcomes.

⁸⁰ All information on program funding available at www.recovery.gov

TRANSPARENCY. The Recovery Act also serves as a model for increased transparency and accountability in government spending. Very few instances of fraud or malfeasance have been reported in ARRA programs.⁸¹ The Ohio Recovery Website provided citizens easy access to detailed information about government spending. While improvements are needed in recipient reporting consistency, especially in reporting jobs created or retained, it is clear that this high level of public transparency and accountability is necessary to help citizens understand how and where their tax dollar is being spent. Ohio needs to maintain its Recovery website. Taking down the site or paring down the information it contains would be a step in the wrong direction.

GROWTH INDUSTRIES TARGETED. Investments in Ohio's workforce system, particularly from competitive and discretionary grants, targeted regional economies affected by the auto-industry collapse and sent funding into emerging and high-growth industries, effectively meeting the Recovery Act's goal of investment for long-term growth. Programs investing in the emerging green economy that also funded targeted career training, such as the statewide home weatherization project, put people to work and expanded opportunities. Funding for health care professional training increased access to medical care for underserved communities and focused on improving the quality of care by increasing the number of credentialed health care professionals. Investments in training workers in SmartGrid technology while investing in the SmartGrid infrastructure will ensure our electrical supply chain is safe, secure, and efficient.

Continuing to replicate this investment model on the state and local level by tying investment in emerging industries and in local development to targeted pathways-out-of-poverty training programs would support job growth while ensuring that the opportunity and increased prosperity resulting from public investment is open to all Ohioans.

Recovery Act spending on Ohio's workforce system delivered real value to our state; Ohioans had access to training, dislocated workers were retrained in growth industries, and jobs were created or retained. While additional stimulus is needed to promote a full jobs recovery and bring down the unemployment rate, funding to the workforce system helped Ohio meet the increased demand for services and reposition for long-term prosperity.

⁸¹ Lori Montgomery, "Positive Review of Stimulus Package." *Washington Post*, October 1, 2010 at <http://www.washingtonpost.com/wp-dyn/content/article/2010/09/30/AR2010093006916.html> (stating that an independent board established to provide oversight has received just 3,806 complaints or less than 2 percent of more than 200,000 awards and that prosecutors have initiated 424 criminal investigations, representing 0.2 percent of all awards far below the average rate of 5 to 7 percent).

Appendix A: Repositioning for long-term growth, ARRA competitive grants awarded to Ohio workforce programs from non-DOL sources.

Table 1: ARRA investment in strengthening the health professionals workforce

Program	Funding (Millions)	Investment in Ohio	Description
Equipment for State of the Art Learning	\$50.5	\$1.4 million	208 awards to assist with purchasing equipment for training current and future health professionals across disciplines at the undergraduate, graduate, and post-graduate education levels. Three Ohio universities and two hospital systems received grants.
Scholarships for Disadvantaged Students	\$19.3	\$481,840	Funding for health professions schools and training programs which, in turn, provide scholarships to full-time health professions students, with priority given to those with financial need. Students at eleven Ohio colleges received funding.
Oral Health	\$6.7	\$459,054	Funding will target workforce development programs for pre- and post-doctoral training for dental residents; dental faculty; loan repayment for faculty who teach primary care dentistry; and training for practicing dentists, or other approved dental trainees in general, pediatric, and public health dentistry and dental hygiene programs. The Ohio Department of Health received one grant.
Centers of Excellence	\$4.9	\$0	Funding for health professions schools to establish or expand programs for minority individuals
Public health traineeships	\$3	\$24,362	Funding for schools of public health to support traineeships that pay tuition, fees, and stipends for students in biostatistics, epidemiology, environmental health, toxicology, nutrition, or maternal and child health. One award in Ohio to the Ohio State University.
Nursing workforce diversity	\$2.6	\$0	Increases nursing education opportunities for individuals from disadvantaged backgrounds through student scholarships or stipends, pre-entry preparation, and retention activities.
Health Careers Opportunities	\$2.5	\$0	Funding for schools and health professions training sites to establish or expand programs that help individuals from disadvantaged backgrounds enter and graduate from a health professions program.
Dental Public Health residency training	\$810,000	\$0	Funding for residency programs in dental public health, including financial aid to residents.
Total	\$90.3 Million	\$2.36 Million	

Health IT Grants			
Program	Funding (Millions)	Investment in Ohio	Description
Community Colleges Consortia Health IT Grants	\$68	\$14.6 Million	Funding for consortia to create non-degree training programs that can be completed in six months or less by individuals with appropriate prior education and/or experience. One award to Cuyahoga Community College.
University Based Training	\$32	\$0	Support to produce trained professionals for vital, highly specialized health IT roles. Most trainees in these programs will complete intensive courses of study in 12-months or less and receive a university-issued certificate of advanced training. Other trainees supported by these grants will study toward masters' degrees.
Curriculum Development Centers	\$10	\$0	Develop educational materials for key health IT topics to be used by the members of the Community College Consortia program.
Competency Examination Program	\$6	\$0	Supports the development and initial administration of a set of health IT competency examinations. The program will create an objective measure to assess basic competency for individuals trained in short-term, non-degree health IT programs and for members of the workforce seeking to demonstrate their competency in certain health IT workforce roles.
Total	\$116 Million	\$14.6 Million	
Total Investment	\$206 Million	\$16.96 Million	

Source Policy Matters Ohio based on information found at www.recovery.gov; 2/21/11, Health Resources and Services Administration, "Grant Finder" at <http://granteefind.hrsa.gov/>; 2/22/11, and Office of the National Coordinator for Health Information Technology, "HITECH Programs" at http://healthit.hhs.gov/portal/server.pt/community/healthit_hhs_gov__hitech_programs/1487; 2/22/11.

Table 2: ARRA investment in Conservation and Environmental Cleanup Training

Program	Total Funding (Millions)	Investment in Ohio	Description
Brownfields Environmental Training	\$5	\$444,000	The grants will teach environmental assessment and cleanup job skills to individuals living in areas near brownfields sites
Wildland Fire Management	\$485.7	\$4.7 Million	Hazardous fuels reduction, forest health protection, rehabilitation and hazard mitigation activities to promote increased utilization of biomass from Federal, State and private lands. Grantees, including Ohio recipients used funds for training.
Total Funding	\$492.5	\$5.2 Million	

Source Policy Matters Ohio based on Ohio 1512 reports formerly available at www.ohiorecovery.org; 1/3/11 and information found at www.recovery.gov; 2/21/11.

Table 3: ARRA investments in Ohio's Energy Sector Workforce

Program	Total Funding (Millions)	Investment in Ohio (Millions)	Description
Smart Grid Training and Development	\$100	\$6.6	Cost sharing program to train approximately 30,000 Americans to transform the nation's electrical grid and implement smarter grid technologies in communities across the country. Includes shared grant funding.
Weatherization Training	\$29	\$4.5	Cost sharing program supporting the expansion of 8 existing weatherization training centers and the establishment of 26 new training centers, more than tripling the number of DOE-funded weatherization training centers nationally.
Total Funding	\$129	\$11.1	

Source Policy Matters Ohio based on Ohio 1512 reports formerly available at www.ohiorecovery.org; 1/3/11.

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