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## ISSUE REVIEW

Fiscal Services Division

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Des Moines, Iowa 50319

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### Iowa Labor Force Nonparticipation

Note: Revised and republished with updated information on August 26, 2019.

#### ISSUE

The Future Ready Iowa Alliance was created with Governor Terry E. Branstad's Executive Order [88](#) in 2016. The goal of [Future Ready Iowa](#) is for 70.0% of Iowa's labor force ages 25 to 64 to have education or training beyond high school by 2025.<sup>1</sup> Iowa needs an additional 127,700 residents to earn postsecondary degrees and other credentials by 2025 to achieve the level represented by the Future Ready Iowa goal of 70.0%.

The Iowa Department of Workforce Development (IWD) [shows](#) Iowa had approximately 64,000 job openings in November 2018 and [shows](#) Iowa had approximately 32,000 unemployed persons during October 2018.

If more people with education or training beyond high school moved into Iowa's labor force, this would help Iowa reach the stated Future Ready Iowa goal while maintaining the current labor force. This **Issue Review** will examine Iowa's labor force participation rate, the demographics of those not participating in the labor force, and strategies to increase participation.

#### AFFECTED AGENCIES

Iowa Department of Workforce Development

Iowa Department of Education

Iowa Department of Corrections

Iowa Community Colleges

Iowa Department of Human Services

Iowa Vocational Rehabilitation Services

Iowa College Student Aid Commission

#### DATA AND DEFINITIONS

The data used below in this **Issue Review** is from the [Local Area Unemployment Statistics](#) (LAUS), a federal-state program that produces monthly and annual estimates of total employment and unemployment. The underlying concepts and definitions in the LAUS data come from the [Current Population Survey](#) (CPS), the household survey that is the official measure of the labor force for the nation. The following [Labor Force Concepts](#) are used by the [U.S. Bureau of Labor Statistics](#):

- *Civilian Workers* consists of all private industry and state and local government workers. Federal government, military, and agricultural workers are excluded.

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<sup>1</sup> Future Ready Iowa [Metrics That Matter](#) examines the data behind Iowa's skills gap.

- *Employed Persons* consists of all persons who, during the reference week, (a) did any work at all (at least one hour) as paid employees, worked in their own business or profession or on their own farm, or worked 15 hours or more as unpaid workers in an enterprise operated by a member of the family, or (b) were not working but had jobs or businesses from which they were temporarily absent because of vacation, illness, bad weather, child care problems, maternity or paternity leave, labor-management dispute, job training, or other family or personal reasons, whether or not they were paid for the time off or were seeking other jobs.
- *Labor Force* (Labor Force) consists of all civilian persons classified as employed or unemployed.
- *Labor Force Nonparticipants* (Nonparticipants) consists of the population who are classified as neither employed nor unemployed.
- *Labor Force Participation Rate* (Participation Rate) represents the civilian labor force as a percent of the population. This is calculated as the labor force (employed and unemployed persons) divided by the population.
- *Noninstitutional Population* (Population) consists of persons 16 years of age and older residing in the 50 states and the District of Columbia who are not inmates of institutions (for example, penal and mental facilities and homes for the aged) and who are not on active duty in the Armed Forces.
- *Unemployed Persons* consists of all persons who had no employment during the reference week, were available for work (except for temporary illness), and had made specific efforts to find employment some time during the four-week period ending with the reference week. Persons who were waiting to be recalled to a job from which they had been laid off need not have been looking for work to be classified as unemployed.
- *Unemployment Rate* represents the number unemployed as a percent of the labor force. This is calculated as the number of persons unemployed divided by the labor force.

While the labor force participation rate measures the total percent of the noninstitutional population 16 years old and older that is employed or unemployed, the unemployment rate measures the percentage of the total civilian labor force that is seeking and does not have employment. If a person is not employed and the person decides to not seek employment any longer, the person would no longer be considered unemployed. The person will now be considered a labor force nonparticipant. This would decrease the unemployment rate while at the same time decreasing the labor force participation rate.

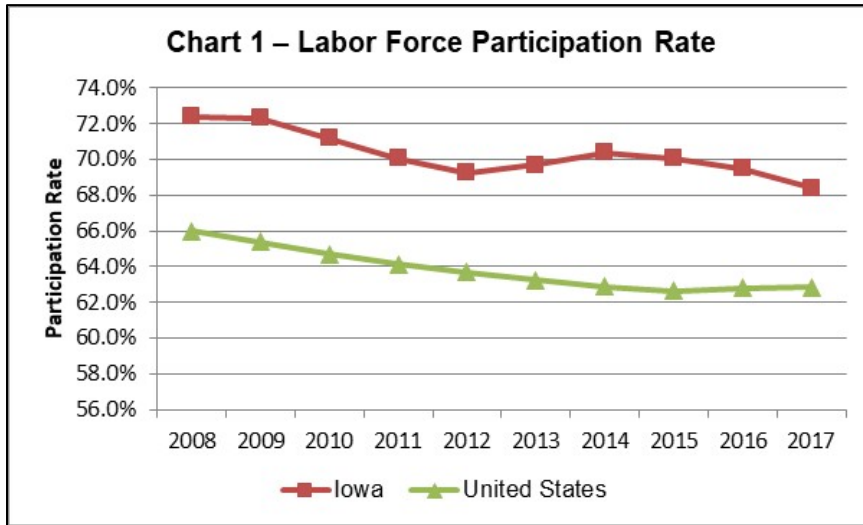
## **BACKGROUND**

A number of economic and labor indicators are available to examine the labor force: [labor force data](#), such as the unemployment rate, from the [Iowa Department of Workforce Development](#); the [Iowa Leading Indicators Index](#) produced by the Iowa Department of Revenue; a state's [Gross Domestic Product](#) from the [U.S. Bureau of Economic Analysis](#); and data from the [Current Population Survey](#) produced by the U.S. Census Bureau. The labor force participation rate is another tool used to analyze the labor force. Nationally, the labor force participation rate fell from 66.0% in CY 2008, the start of the most recent recession, to 62.9% in CY 2017. The Iowa labor force participation rate also fell from 72.4% in CY 2008 to 68.4% in CY 2017. Labor force participation has not kept pace with Iowa's growing population, leading to a decrease in the labor force participation rate. With employment increasing and the labor force participation decreasing, Iowa will also see a decline in Iowa's unemployment rate.

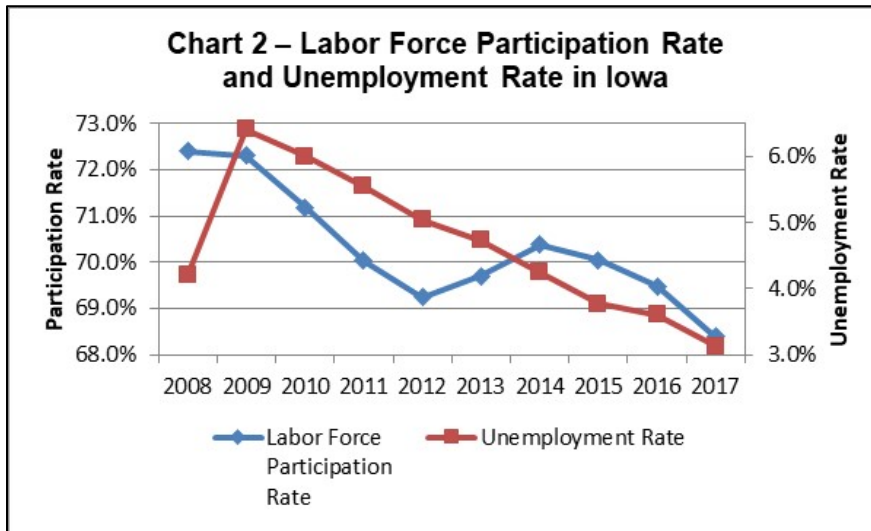
**CURRENT SITUATION**

**Labor Force Participation Rate**

**Chart 1** presents the labor force participation rates for Iowa and the United States for the calendar years 2008 through 2017. The national labor force participation rate declined from 66.0% to 62.9%, while the 10-year average rate is 63.8%. In Iowa, the labor force participation rate declined from 72.4% to 68.4%, with upticks in CY 2013 and CY 2014, while the 10-year average rate is 70.3%.



**Chart 2** shows the relationship between Iowa’s labor force participation rate and the unemployment rate. Iowa labor force participation decreased by approximately 700 workers from CY 2008 through CY 2017 and did not keep pace with the population increase of approximately 135,000 (5.8%). This led to a decrease in the labor force participation rate. The unemployment rate decreased as employment increased by approximately 17,000 (1.1%). Since employment increased while the labor force participation decreased, this caused the unemployment rate to decrease.



The nation as a whole demonstrated a similar trend. The U.S. population increased by approximately 21.3 million people (9.1%), labor force participation increased by approximately

6.0 million people (3.9%), and employment increased by approximately 8.0 million workers (5.5%), resulting in a decrease in the national unemployment rate from 5.8% in CY 2008 to 4.4% in CY 2017.

### Nonparticipants in the Labor Force

The data used in the remainder of this *Issue Review*, unless otherwise stated, is from the [Current Population Survey](#) produced by the U.S. Census Bureau. Iowa has approximately 731,000 people not participating in the labor force based on CY 2017 data.<sup>2</sup>

**Table 1 of Attachment A** displays labor force nonparticipants by education attainment. Approximately 43.5% of lowan nonparticipants 25 years of age or older do not have any education beyond high school. The data shows that persons currently under the age of 65 are more likely to have education beyond high school. The data also shows that a person with less than a high school diploma has a 63.9% likelihood of participating in the labor force. That likelihood goes up to 74.4% if the person has a bachelor's degree or higher. Therefore, the data may suggest that increasing a person's education will increase the likelihood that the person will participate in the labor force. There are 140,000 lowans who are at least 16 years of age and under 55 years of age who do not currently have education beyond high school who are not participating in the labor force who may be available to help meet Iowa's demand for labor.

Since labor force nonparticipants 55 years of age and older might age out of the labor force before the Future Ready Iowa goal date of 2025, and nonparticipants under the age of 25 may still be on track to obtain education or training beyond high school, it might be informative to look at lowans who are at least 25 years of age and under the age of 55 who are currently not in the labor force. There are currently approximately 109,000 lowans who are at least 25 years of age and under the age of 55 who are currently not in the labor force, and 88.9% (96,900) of those do not currently want a job. The remaining 12,100 may be able to be placed in the labor force.

**Table 2 of Attachment A** displays labor force nonparticipants by age. A total of 731,000 lowans do not participate in the labor force. Approximately 480,000 (65.7%) of the Iowa nonparticipants are 55 years of age or older and approximately 73,000 (10.0%) are 16 to 18 years of age. These lowans' age may limit their employment opportunities. That leaves 178,000 Iowa nonparticipants 19 to 54 years of age who may be available to help meet Iowa's demand for labor. However, this group also may have barriers to employment, such as those discussed below.

**Table 3 of Attachment A** displays labor force participants and nonparticipants with and without children. In Iowa, approximately 177,000 nonparticipants have children under the age of 18, representing 24.2% of nonparticipants in the labor force. This compares to 38.0% of labor force participants who have no children under the age of 18. Nationally, 27.7% of nonparticipants in the labor force have children under the age of 18 and 38.2% of labor force participants have no children under the age of 18. This data may suggest that the requirements of attending to the needs of children may discourage people from participating in the labor force. Therefore, the data may suggest that helping lowans attend to the needs of their children may increase the likelihood that those persons will participate in the labor force and help satisfy the workforce needs of Iowa.

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<sup>2</sup> Since different sources are used for the various characteristics of the labor force and those sources use various data sets and methodologies, the data may not be consistent when comparing characteristics. Also, the sampling size can have an impact on the number assigned to a characteristic. The labor force nonparticipants can be broken down by the characteristics shown in Attachment A.

**Table 4 of Attachment A** displays labor force nonparticipants by disability status. The data shows that an lowan with a disability has a 22.7% likelihood of participating in the labor force, compared to a 74.6% likelihood for an lowan without a disability. However, a person with a health disability that limits work may still be able to work, as the data shows that 13.1% of lowans with a health disability that limits work are in the labor force. The current national labor force participation rate among persons with disabilities is 21.3%, compared to 68.4% for those without a disability. This means there is potential for persons with disabilities to improve the participation rate. Iowa has 35,000 persons who are at least 16 years of age and under 55 years of age who have a disability, including a disability that limits work (29,000), who are not participating in the labor force. These lowans may be available to help meet Iowa's demand for labor.

**Table 5** below displays CY 2017 data for Iowa from the U.S. Census Bureau showing the reasons lowans state for not participating in the labor force. Lowans who do not currently want a job represent 94.9% of those not in the labor force. Persons 55 years of age or older represent 65.7% of Iowa's civilian noninstitutionalized population not in the labor force, and 97.9% of those lowans do not currently want a job. **Attachment B** displays national CY 2016 and CY 2017 data from the Bureau of Labor Statistics showing the reasons people state for not participating in the labor force. People who do not currently want a job represent 94.2% of nonparticipants in the labor force for the nation as a whole, a similar rate to Iowa's.

While there are 731,000 lowans who are not participating in the labor force, approximately 694,000 are deemed to not currently want a job; these lowans might be encouraged to join the labor force by receiving help finding a career path that is right for them. If the lowans who do not want a job and are currently not in the labor force cannot be persuaded to join the labor force, that leaves approximately 37,000 persons who might be able to join the Iowa labor force.

	CY 2017 Total	Age			Gender	
		16 to 24 years	25 to 54 years	55 years and over	Men	Women
		<b>Iowa</b>				
Total Not in Labor Force	780.8	117.4	138.1	525.3	318.5	462.3
Do Not Want a Job Now	740.7	103.5	122.8	514.4	298.5	442.3
Want a Job	40.1	13.9	15.3	10.9	20.0	20.0
Did Not Search for Work in Previous Year	23.6	7.5	9.4	6.7	11.5	12.1
Searched for Work in Previous Year	16.4	6.4	5.9	4.2	8.5	7.9
Not Available to Work Now	6.3	3.6	1.8	0.9	2.9	3.4
Available to Work Now	10.2	2.8	4.1	3.3	5.7	4.5
Reason Not Currently Looking:						
Discouragement Over Job Prospects	4.7	0.4	2.6	1.7	3.3	1.4
Reasons Other Than Discouragement	5.5	2.4	1.5	1.5	2.4	3.1

1) Numbers may not sum due to rounding.  
2) **Table 5** data is from the U.S. Census Bureau and the data for **Tables 1-4** and **Tables 6-8** is from the U.S. Bureau of Labor Statistics resulting in the totals not being the same.

Combining the data shows that there are approximately 12,600 lowans who are currently not in the labor force, who are at least 25 years of age and under the age of 55, who do not have children under the age of 18, who do not have a disability, and who do not have education beyond high school who may be able to be placed in the labor force if they want to join.

**Table 6 of Attachment A** displays labor force nonparticipants by race. A majority, 678,000, of the Iowa nonparticipants identifies as white, which represents 30.7% of the total population of Iowa that identifies as white. Those who identify themselves as white and are 65 years of age and older represent the largest subgroup (383,000), which represents 56.5% of nonparticipants

in the labor force who identify themselves as white. Nationally, the same is true with 34.1 million, or 45.9%, of the nonparticipants.

**Table 7 of Attachment B** displays labor force nonparticipants by gender. Men represent approximately 41.4% of nonparticipants in the Iowa labor force and women represent the other 58.6%. Approximately 26.3% of Iowa's male civilian noninstitutional population and 34.3% of Iowa's female civilian noninstitutional population is not in the labor force. Nationally, approximately 31.2% of the male civilian noninstitutional population and 42.7% of the female civilian noninstitutional population is not in the labor force.

**Table 8 of Attachment B** displays labor force nonparticipants by poverty status.<sup>3</sup> The data shows that an Iowan below the poverty level has a 34.9% likelihood of participating in the labor force; that likelihood goes up to 72.6% for a person who is at or above the poverty level. Nationally, a person below the poverty level has a 33.8% likelihood of participating in the labor force; that likelihood goes up to 66.4% for a person who is at or above the poverty level.

### **CURRENT PROGRAMS**

[House File 2458](#) (Future Ready Iowa Act) was enacted during the 2018 Legislative Session. The Act provides for workforce development by establishing the following:

- Future Ready Iowa Registered Apprenticeship Development Program.
- [Volunteer Mentoring Program to support implementation of the Future Ready Iowa Skilled Workforce Last-Dollar Scholarship and Grant programs.](#)
- [Summer Youth Intern Pilot Program.](#)
- Iowa Employer Innovation Program and Fund.
- [Future Ready Iowa Skilled Workforce Last-Dollar Scholarship Program and Fund.](#)
- Future Ready Iowa Skilled Workforce Grant Program and Fund.
- Postsecondary summer classes for high school students that are aligned with career pathways leading to postsecondary credentials and high-demand jobs.

The Legislature authorized, and the Governor approved, funding for the following during the 2018 Legislative Session:

- [House File 2493](#) (FY 2019 Economic Development Appropriations Act), which provided funding for the following:
  - A new General Fund appropriation of \$1.0 million for the Iowa Economic Development Authority to support the Future Ready Iowa Registered Apprenticeship Development Program.
  - A new General Fund appropriation of \$250,000 for the IWD to support the Summer Youth Intern Pilot Program.
  - A new General Fund appropriation of \$150,000 for the IWD for a Future Ready Iowa Coordinator.

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<sup>3</sup> The Census Bureau uses a set of money income thresholds that vary by family size and composition to determine who is in poverty. If a family's total income is less than the family's threshold, then that family and every individual in it is considered to be in poverty. The official poverty thresholds do not vary geographically, but they are updated for inflation using the Consumer Price Index Urban (CPI-U). The official poverty definition uses money income before taxes and does not include capital gains or noncash benefits (such as public housing, Medicaid, and food stamps). The thresholds for CY 2017 range from \$11,756 for an individual who is 65 years of age or older to \$47,389 for a family with nine or more people including related children under the age of 18.

- [Senate File 2415](#) (FY 2019 Education Appropriations Act), which provided funding for the following:
  - A new General Fund appropriation of \$250,000 for the Iowa Department of Education for the creation of a statewide clearinghouse related to work-based learning.
  - A new General Fund appropriation of \$600,000 for the Iowa Department of Education for the creation of a Summer Joint Enrollment Program to allow high school students to enroll in community college classes during the summer months under an agreement between a school district and a community college.

During the 2018 Legislative Session, the Governor recommended a new General Fund appropriation of \$350,000 to the IWD for Future Ready Iowa marketing, which was not funded.

**[Future Ready Iowa Career Coach](#)** — The Career Coach is built into the Future Ready Iowa website. The Career Coach tools assist individuals in identifying career and training opportunities linked to specific skill sets. Tools built into the Career Coach include a career interest assessment, resume builder, information about occupations associated with certain skill sets, and more.

**Attachment C** provides information about programs Iowa has, as identified by state agencies to help Iowa reach the Future Ready Iowa goal and increase the labor force participation rate in Iowa. **Attachment C** further provides information on programs other states have and related information provided by the National Conference of State Legislatures (NCSL). While an analysis of those programs goes beyond the scope of this *Issue Review*, reports and other references are provided in **Attachment D** that include information on funding and how programs are performing.

## **SUMMARY**

An analysis of Iowa's labor force data leads to the following conclusions:

1. In order to fill jobs that Iowa currently has or that will be created, Iowa needs people ready, capable, and willing to work.
2. In order for job training to benefit the State, Iowa needs people ready and willing to train.
3. Meeting the Future Ready Iowa goal will not solve a labor force shortage if Iowa does not have enough people ready, capable, and willing to work.
4. Providing services to those not currently participating in the labor force may help meet the goal of Future Ready Iowa.

For Iowa to increase the labor force participation rate, establish an adequate labor force, and meet the goal of Future Ready Iowa, the IWD has recommended the following actions could be considered:<sup>4</sup>

1. Provide awareness of the educational opportunities that exist beyond high school.
2. Reduce the time needed to achieve a diploma, certificate, or credential.
3. Provide information on the benefits of achieving a diploma, certificate, or credential.
4. Assist individuals with matching their interests with a suitable career and the training needed for the selected career.
5. Provide assistance to address the following barriers to training, education, and work:
  - A. Family
  - B. Child care
  - C. Transportation

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<sup>4</sup> Some examples of services that may help individuals join the labor force and the assistance provided by the IWD are described in **Attachment C** under the IWD section.

- D. Family Financial Obligations and Available Resources
- E. Limited English skills
- F. Disability

Labor force participation in Iowa has not kept pace with Iowa's growing population, leading to a decrease in the labor force participation rate. With employment increasing and labor force participation decreasing, Iowa has also seen a decline in the unemployment rate.

While the data shows that most of the 731,000 Iowans who are not in the labor force are thought to not want to work, this does not mean that assistance may not be able to encourage those individuals to join the labor force. Services are designed to be of benefit to those who want to work.

The goal of Future Ready Iowa is for 70.0% of Iowa's labor force ages 25 to 64 to have education or training beyond high school by 2025. Numbers tell the story of what Iowa must do to reach the 70.0% goal: Iowa needs an additional 127,700 residents to earn postsecondary degrees and other credentials by 2025 to achieve the education represented by the Future Ready Iowa goal of 70.0%. Since Iowa currently has 80,000 persons ages 25 to 64 not participating in the labor force who do not have education or training beyond high school, other groups, such as the unemployed, will be needed to reach the stated goal. Labor force nonparticipants alone will not be enough to enable Iowa to reach the stated goal, it will require the in-migration of trained or educated workers, or training/educating current workers who do not meet the standard.

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Demographics<sup>1</sup>

Characteristic	Area	Total Pop.	Labor Force	Char. Total	Perct. Pop.	Age 16-18	Perct. Char.	Age 19-24	Perct. Char.	Age 25-54	Perct. Char.	Age 55-64	Perct. Char.	Age 65-80+	Perct. Char.
No High School Diploma	Iowa	242,000	100,000	142,000	58.7%	68,000	47.9%	9,000	6.3%	18,000	12.7%	18,000	12.7%	28,000	19.7%
	U.S.	35,606,000	13,972,000	21,634,000	60.8%	8,345,000	38.6%	996,000	4.6%	3,923,000	18.1%	2,146,000	9.9%	6,224,000	28.8%
High School or Equivalent	Iowa	688,000	472,000	216,000	31.4%	3,000	1.4%	21,000	9.7%	21,000	9.7%	23,000	10.6%	148,000	68.5%
	U.S.	71,378,000	42,128,000	29,250,000	41.0%	547,000	1.9%	1,941,000	6.6%	7,584,000	25.9%	5,080,000	17.4%	14,097,000	48.2%
Some College, Less Than 4-Yr Degree	Iowa	788,000	563,000	225,000	28.6%	2,000	0.9%	37,000	16.4%	32,000	14.2%	27,000	12.0%	127,000	56.4%
	U.S.	70,013,000	45,386,000	24,627,000	35.2%	451,000	1.8%	4,323,000	17.6%	5,879,000	23.9%	4,066,000	16.5%	9,908,000	40.2%
Bachelor's Degree or Higher	Iowa	685,000	536,000	149,000	21.8%	0	0.0%	2,000	1.3%	38,000	25.5%	23,000	15.4%	86,000	57.7%
	U.S.	80,099,000	60,140,000	19,959,000	24.9%	25,000	0.1%	582,000	2.9%	5,579,000	28.0%	3,269,000	16.4%	10,505,000	52.6%

Characteristic	Area	Total Pop.	Labor Force	Char. Total	Perct. Pop.	Age 16-18	Perct. Char.	Age 19-24	Perct. Char.	Age 25-54	Perct. Char.	Age 55-64	Perct. Char.	Age 65-80+	Perct. Char.
Not in Civilian Labor Force	Iowa	2,402,000	1,671,000	731,000	30.4%	73,000	10.0%	69,000	9.4%	109,000	14.9%	91,000	12.4%	389,000	53.2%
	U.S.	257,097,000	161,626,000	95,471,000	37.1%	9,368,000	9.8%	7,842,000	8.2%	22,965,000	24.1%	14,561,000	15.3%	40,735,000	42.7%

Characteristic	Area	Total Pop.	Labor Force	Char. Total	Perct. Pop.	Age 16-18	Perct. Char.	Age 19-24	Perct. Char.	Age 25-54	Perct. Char.	Age 55-64	Perct. Char.	Age 65-80+	Perct. Char.
No Related Children Under 18	Iowa	1,591,000	1,037,000	554,000	34.8%	10,000	1.8%	42,000	7.6%	49,000	8.8%	76,000	13.7%	378,000	68.2%
	U.S.	168,787,000	99,760,000	69,027,000	40.9%	1,286,000	1.9%	4,865,000	7.0%	11,615,000	16.8%	12,807,000	18.6%	38,453,000	55.7%
Related Children Under 18	Iowa	811,000	634,000	177,000	21.8%	63,000	35.6%	27,000	15.3%	60,000	33.9%	15,000	8.5%	12,000	6.8%
	U.S.	88,311,000	61,867,000	26,444,000	29.9%	8,082,000	30.6%	2,977,000	11.3%	11,349,000	42.9%	1,754,000	6.6%	2,282,000	8.6%

<sup>1</sup> The **Attachment B** data is from the U.S. Census Bureau and the data for **Attachment A** is from the U.S. Bureau of Labor Statistics resulting in the totals not being the same. Numbers may not sum due to rounding.

Characteristic	Area	Total Pop.	Labor Force	Char. Total	Perct. Pop.	Age 16-18	Perct. Char.	Age 19-24	Perct. Char.	Age 25-54	Perct. Char.	Age 55-64	Perct. Char.	Age 65-80+	Perct. Char.
With No Disability	Iowa	2,169,000	1,618,000	551,000	25.4%	70,000	12.7%	63,000	11.4%	82,000	14.9%	59,000	10.7%	276,000	50.1%
	U.S.	226,911,000	155,208,000	71,703,000	31.6%	8,966,000	12.5%	7,322,000	10.2%	18,237,000	25.4%	10,006,000	14.0%	27,172,000	37.9%
With a Disability	Iowa	233,000	53,000	180,000	77.3%	3,000	1.7%	6,000	3.3%	26,000	14.4%	32,000	17.8%	113,000	62.8%
	U.S.	30,186,000	6,419,000	23,767,000	78.7%	402,000	1.7%	520,000	2.2%	4,728,000	19.9%	4,555,000	19.2%	13,563,000	57.1%
With a Disability Health Problem Limiting Work	Iowa	99,000	13,000	86,000	86.9%	3,000	3.5%	2,000	2.3%	24,000	27.9%	25,000	29.1%	31,000	36.0%
	U.S.	12,428,000	1,180,000	11,248,000	90.5%	110,000	1.0%	262,000	2.3%	3,504,000	31.2%	3,310,000	29.4%	4,061,000	36.1%

**Table 5 – Iowa Nonparticipants by Explanation (See Document)**

Characteristic	Area	Total Pop.	Labor Force	Char. Total	Perct. Pop.	Age 16-18	Perct. Char.	Age 19-24	Perct. Char.	Age 25-54	Perct. Char.	Age 55-64	Perct. Char.	Age 65-80+	Perct. Char.
White	Iowa	2,208,000	1,530,000	678,000	30.7%	60,000	8.8%	56,000	8.3%	92,000	13.6%	87,000	12.8%	383,000	56.5%
	U.S.	200,003,000	125,826,000	74,177,000	37.1%	6,803,000	9.2%	5,458,000	7.4%	16,557,000	22.3%	11,295,000	15.2%	34,064,000	45.9%
Black or African American	Iowa	74,000	47,000	27,000	36.5%	5,000	18.5%	5,000	18.5%	12,000	44.4%	2,000	7.4%	2,000	7.4%
	U.S.	32,636,000	20,268,000	12,368,000	37.9%	1,380,000	11.2%	1,281,000	10.4%	3,582,000	29.0%	2,107,000	17.0%	4,018,000	32.5%
American Indian and Alaska Native	Iowa	8,000	2,000	6,000	75.0%	2,000	33.3%	2,000	33.3%	1,000	16.7%	1,000	16.7%	0	0.0%
	U.S.	2,778,000	1,647,000	1,131,000	40.7%	151,000	13.4%	108,000	9.5%	393,000	34.7%	190,000	16.8%	289,000	25.6%
Asian	Iowa	72,000	59,000	13,000	18.1%	2,000	15.4%	6,000	46.2%	2,000	15.4%	0	0.0%	3,000	23.1%
	U.S.	15,937,000	10,073,000	5,864,000	36.8%	606,000	10.3%	754,000	12.9%	1,886,000	32.2%	710,000	12.1%	1,909,000	32.6%
Native Hawaiian and Other Pacific Islander	Iowa	12,000	11,000	1,000	8.3%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1,000	100.0%
	U.S.	909,000	626,000	283,000	31.1%	45,000	15.9%	24,000	8.5%	108,000	38.2%	36,000	12.7%	70,000	24.7%
Two or More Races	Iowa	27,000	21,000	6,000	22.2%	4,000	66.7%	0	0.0%	1,000	16.7%	0	0.0%	0	0.0%
	U.S.	4,834,000	3,186,000	1,648,000	34.1%	384,000	23.3%	217,000	13.2%	438,000	26.6%	224,000	13.6%	384,000	23.3%

**Table 7 – Nonparticipants by Gender**

Characteristic	Area	Total Pop.	Labor Force	Char. Total	Perct. Pop.	Age 16-18	Perct. Char.	Age 19-24	Perct. Char.	Age 25-54	Perct. Char.	Age 55-64	Perct. Char.	Age 65-80+	Perct. Char.
Male	Iowa	1,154,000	851,000	303,000	26.3%	35,000	11.6%	37,000	12.2%	36,000	11.9%	35,000	11.6%	160,000	52.8%
	U.S.	124,331,000	85,597,000	38,734,000	31.2%	4,877,000	12.6%	3,690,000	9.5%	7,139,000	18.4%	5,767,000	14.9%	17,261,000	44.6%
Female	Iowa	1,249,000	820,000	429,000	34.3%	38,000	8.9%	32,000	7.5%	73,000	17.0%	56,000	13.1%	229,000	53.4%
	U.S.	132,766,000	76,029,000	56,737,000	42.7%	4,491,000	7.9%	4,153,000	7.3%	15,826,000	27.9%	8,794,000	15.5%	23,474,000	41.4%

**Table 8 – Nonparticipants by Poverty Status**

Characteristic	Area	Total Pop.	Labor Force	Char. Total	Perct. Pop.	Age 16-18	Perct. Char.	Age 19-24	Perct. Char.	Age 25-54	Perct. Char.	Age 55-64	Perct. Char.	Age 65-80+	Perct. Char.
In Poverty	Iowa	192,000	67,000	125,000	65.1%	10,000	8.0%	22,000	17.6%	37,000	29.6%	22,000	17.6%	33,000	26.4%
	U.S.	28,134,000	9,496,000	18,638,000	66.2%	1,507,000	8.1%	2,199,000	11.8%	7,145,000	38.3%	3,318,000	17.8%	4,469,000	24.0%
Not in Poverty	Iowa	2,210,000	1,604,000	606,000	27.4%	63,000	10.4%	46,000	7.6%	72,000	11.9%	69,000	11.4%	356,000	58.7%
	U.S.	228,963,000	152,130,000	76,833,000	33.6%	7,861,000	10.2%	5,643,000	7.3%	15,820,000	20.6%	11,243,000	14.6%	36,265,000	47.2%

**National Nonparticipants by Explanation**  
(in thousands)

Category	Total		Age						Gender			
	2016	2017	16 to 24 years		25 to 54 years		55 years and over		Men		Women	
			2016	2017	2016	2017	2016	2017	2016	2017	2016	2017
Total not in the labor force	94,351	94,759	17,232	16,989	23,513	23,014	53,606	54,756	37,743	38,130	56,608	56,629
Do not want a job now <sup>(1)</sup>	88,502	89,242	15,452	15,335	21,032	20,732	52,018	53,175	35,009	35,591	53,492	53,650
Want a job <sup>(1)</sup>	5,849	5,518	1,780	1,655	2,481	2,282	1,587	1,581	2,733	2,539	3,116	2,979
Did not search for work in previous year	3,415	3,320	994	953	1,353	1,281	1,069	1,086	1,522	1,450	1,894	1,870
Searched for work in previous year, but not in past four weeks <sup>(2)</sup>	2,434	2,198	787	702	1,128	1,001	519	495	1,211	1,089	1,222	1,109
Not available to work now	630	610	257	263	287	258	86	90	251	254	379	357
Marginally attached (available to work now) <sup>(3)</sup>	1,804	1,587	530	439	841	743	433	405	960	835	843	752
Discouraged over job prospects <sup>(4)</sup>	553	476	130	115	267	223	156	138	345	299	208	177
Reasons other than discouragement	1,250	1,112	400	324	573	519	277	268	615	536	635	575
Family responsibilities	199	188	26	23	127	121	46	44	61	53	138	135
In school or training	224	187	171	141	47	41	7	6	120	103	105	84
Ill health or disability	144	139	16	13	67	54	62	71	77	68	67	71
Other <sup>(5)</sup>	682	598	187	147	333	304	162	147	356	312	326	286

## Footnotes:

(1) Includes some persons who were not asked if they want a job.

(2) Persons who had a job in the prior 12 months must have searched since the end of that job.

(3) Persons "marginally attached to the labor force" are those who want a job, have searched for work during the prior 12 months, and were available to take a job during the reference week, but had not looked for work in the past four weeks.

(4) Discouraged workers are persons marginally attached to the labor force who did not actively look for work in the prior four weeks for reasons such as thinking no work is available, being unable to find work, lacking schooling or training, being thought too young or old by an employer, or facing other types of discrimination.

(5) Includes those who did not actively look for work in the prior four weeks for such reasons as child care and transportation problems, as well as a small number for whom the reason for nonparticipation was not ascertained.

(6) Numbers may not sum due to rounding.

(7) The **Attachment B** data is from the U.S. Census Bureau and the data for **Tables 1-4** and **Tables 6-8** in **Attachment A** is from the U.S. Bureau of Labor Statistics resulting in the totals not being the same.

## Programs for Iowa and Other States

### CURRENT IOWA PROGRAMS

The State has programs designed to provide an adequate labor force. While complete data is not available to the Legislative Services Agency about the resources used, the extent of services provided, and the number of clients served by each program, a few of the programs designed to provide an adequate labor force are explained below.

#### Iowa Department of Workforce Development

The workforce development system in Iowa is multifaceted and includes public and private training providers that work with individuals of all ages and abilities.<sup>1</sup> Under the federal Workforce Investment Act (WIA) of 1998, regional workforce partners joined forces to create and operate a Regional Workforce Development System. The goal of this System is to provide high-quality employment services to all individuals. This System is designed to improve accessibility for job seekers with or without disabilities. Services are provided by IowaWORKS Centers located throughout the State. Each IowaWORKS Center offers accommodations and assistive technology to increase or improve the functional capabilities of individuals with disabilities.

Programs prepare individuals to enter or reenter the workforce and place those individuals into jobs.<sup>2</sup> Several programs and tax credits are available through the Iowa Department of Workforce Development (IWD) and include the following:

The Adult Program serves individuals who are 18 years of age and older, are legally entitled to work in the United States, and have met selective service registration requirements.<sup>3</sup> The purpose of the Adult Program is to increase the employment retention, earnings, and occupational skills of participants. This Program aims to improve the quality of the workforce, reduce welfare dependency, and enhance the productivity and competitiveness of the nation's economy.

The Dislocated Worker Program is intended for workers who have lost jobs due to plant closures, company downsizing, or other significant change in market conditions.<sup>4</sup> In most cases, it must be unlikely that these dislocated workers will return to their previous employment, and participants must be eligible for (or have exhausted) unemployment compensation. Other conditions can lead to eligibility, such as being self-employed but not working as a result of general economic conditions, or being a displaced homemaker.

The Registered Apprenticeship Program provides opportunity for workers seeking high-skilled, high-paying jobs and for employers seeking to build a qualified workforce.<sup>5</sup> Registered Apprenticeship is an employer-driven model, combining on-the-job learning with related classroom instruction, and allows the registered apprentice to earn a paycheck from day one.

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<sup>1</sup> Iowa Workforce Development, Title of Document, [www.iowaworkforcedevelopment.gov](http://www.iowaworkforcedevelopment.gov) (last visited June 27, 2019).

<sup>2</sup> Iowa Workforce Development, Programs, [www.iowaworkforcedevelopment.gov/programs-0](http://www.iowaworkforcedevelopment.gov/programs-0) (last visited June 27, 2019).

<sup>3</sup> Iowa Workforce Development, Adult and Dislocated Worker Programs, [www.iowaworkforcedevelopment.gov/adult-and-dislocated-worker-programs](http://www.iowaworkforcedevelopment.gov/adult-and-dislocated-worker-programs) (last visited June 27, 2019).

<sup>4</sup> Id.

<sup>5</sup> Iowa Workforce Development, Iowa's Registered Apprenticeship, [www.iowaworkforcedevelopment.gov/iowas-registered-apprenticeship](http://www.iowaworkforcedevelopment.gov/iowas-registered-apprenticeship) (last visited June 27, 2019).

The IDW Development, in partnership with the Iowa Department of Corrections, has implemented the [Ex-Offender Initiative](#) in three Iowa correctional facilities located in Mitchellville, Newton, and Rockwell City.<sup>6</sup> A fourth staff person is located within the Des Moines Women's Residential Correctional Facility. The workforce advisors assigned to this Initiative network with employers to address the barriers an employer may have in hiring ex-offenders. Each participant in the Initiative completes the National Career Readiness Certificate (NCRC).

The [Federal Bonding Program](#) benefits employers by offering bond coverage provided at no cost for "at risk," hard-to-place job seekers.<sup>7</sup> The bond coverage is in effect the day the new employee begins working and continues for six months. The employer profits from the worker's skills and abilities without taking the risk of potential theft or dishonesty. There are no documents to sign or paperwork to complete. The bond has no deductible and reimburses the employer for any loss due to employee theft within the specified six-month period. The Federal Bonding Program benefits job seekers by providing job opportunities for those who have been or may be denied commercial bonding coverage due to their previous personal or employment history. The Program provides fidelity bond insurance for up to six months for any job seeker with risk factors and applies to any job except self-employment. Bonding coverage is provided at no cost to the job seeker.

Migrant farm workers travel to Iowa each year to help with the cultivation and harvest of crops. The IWD's [Migrant and Seasonal Farm Worker \(MSFW\) Outreach Program](#) is focused on educating and assisting farm workers and agricultural employers.<sup>8</sup> Farm workers receive training and employment services through IowaWORKS Centers to assist with attaining greater economic stability. The State Monitor Advocate helps ensure farm workers are served equitably through workforce programs.

[PROMISE JOBS](#) promotes independence and self-sufficiency through employment and is Iowa's Temporary Assistance for Needy Families Employment and Training Program. The Program is designed to assist cash assistance recipients to become self-sufficient through participation in work-ready activities.<sup>9</sup> Program participants develop an individualized employment plan outlining work-ready activities in order to reach their individualized goals and reduce their dependency on the welfare support systems.

The Trade Act of 1974, as amended, is a federal Program establishing the [Trade Adjustment Assistance \(TAA\) Program](#), which provides reemployment assistance to workers in firms hurt by foreign trade (e.g., production has been/is being shifted to a foreign country, services are being outsourced to a foreign country, increased imports of articles or services, loss of business with a TAA-certified firm).<sup>10</sup> Program benefits may include job search allowances, relocation allowances, wage subsidy benefits for workers age 50 and older, training services, and/or Trade Readjustment Allowances (TRA).

Iowa is committed to providing quality employment services to all veterans at IowaWORKS Centers through the [Home Base Iowa Program](#), which connects veterans and transitioning

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<sup>6</sup> Iowa Workforce Development, Ex-Offender Initiative, [www.iowaworkforcedevelopment.gov/ex-offender-initiative](http://www.iowaworkforcedevelopment.gov/ex-offender-initiative) (last visited June 27, 2019).

<sup>7</sup> U.S. Department of Labor, Federal Bonding Program (2016), [bonds4jobs.com](http://bonds4jobs.com) (last visited June 27, 2019).

<sup>8</sup> Iowa Workforce Development, Migrant and Seasonal Farm Workers, [www.iowaworkforcedevelopment.gov/migrant-and-seasonal-farm-workers](http://www.iowaworkforcedevelopment.gov/migrant-and-seasonal-farm-workers) (last visited June 27, 2019).

<sup>9</sup> Iowa Workforce Development, PROMISE JOBS, [www.iowaworkforcedevelopment.gov/promise-jobs](http://www.iowaworkforcedevelopment.gov/promise-jobs) (last visited June 27, 2019).

<sup>10</sup> Iowa Workforce Development, Trade Act Assistance, [www.iowaworkforcedevelopment.gov/trade-act-assistance](http://www.iowaworkforcedevelopment.gov/trade-act-assistance) (last visited June 27, 2019).

service members to career opportunities.<sup>11</sup> Veterans and service members submit their résumés through the Home Base Iowa website to be connected to an IowaWORKS Center.

The [Work Opportunity Tax Credit](#) (WOTC) is a federal tax credit available to employers who hire eligible individuals from target groups with significant barriers to employment.<sup>12</sup> Each year across the United States, employers claim more than \$1.000 billion in tax credits under the WOTC Program. The WOTC reduces an employer's cost of doing business by decreasing the employer's federal income tax liability between \$2,400 and \$9,600 per employee, depending on the target group identified and hours worked during the first year of employment.

### **[Workforce Innovation and Opportunity Act](#) (WIOA) Title I Programs:**

- Adult Program
- Dislocated Worker Program
- Youth Program

The federal WIOA provides individuals with the high-quality career services, education and training, and supportive services they need to get good jobs and stay employed, and helps businesses find skilled workers and access other supports, including education and training for businesses' current workforce.<sup>13</sup>

Through the **WIOA Title I Adult and Dislocated Worker Programs**, participants are able to access vital career and training services within the one-stop delivery system. Some individuals may require self-service or other basic career services, such as referrals to job listings or labor market information, while others require more comprehensive services including skills assessments, career planning, and development of an individual employment plan.

The **WIOA Title I Youth and Young Adults Program** connects eligible youth to a continuum of services and activities aimed at teaching participants to navigate the appropriate educational and workforce systems based on an established career pathway.<sup>14</sup> Services are based on the unique needs of each individual participant.

Some examples of services that may help individuals join the labor force and the assistance provided by the IWD<sup>15</sup> are as follows:

1. Help individuals connect their skills and interests to career possibilities. Services include comprehensive skills assessments and career planning that validate skills, identify strengths and barriers, and help participants explore educational and employment interest areas and goals. Based on the information collected, an employment plan is developed in coordination with the participant which outlines additional services that will help the individual gain successful employment.
2. Provide awareness of the opportunities that exist beyond high school. Various services are provided to educate participants about postsecondary training opportunities. These services include but are not limited to:
  - A. Services that provide labor market and employment information about in-demand industry sectors or occupations.
  - B. Career awareness, career counseling, and career exploration services.

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<sup>11</sup> Iowa Workforce Development, Home Base Iowa, [www.iowaworkforcedevelopment.gov/home-base-iowa](http://www.iowaworkforcedevelopment.gov/home-base-iowa) (last visited June 27, 2019).

<sup>12</sup> Internal Revenue Service, Work Opportunity Tax Credit (April 2019), [www.irs.gov/businesses/small-businesses-self-employed/work-opportunity-tax-credit](http://www.irs.gov/businesses/small-businesses-self-employed/work-opportunity-tax-credit) (last visited June 27, 2019).

<sup>13</sup> U.S. Department of Labor, Employment and Training Administration, Workforce Innovation and Opportunity Act, [www.doleta.gov/wioa](http://www.doleta.gov/wioa) (last visited June 27, 2019).

<sup>14</sup> U.S. Department of Labor, Employment and Training Administration, Youth Connections – WIOA Youth Program (March 2019), [www.doleta.gov/Youth\\_services/wioaformula.cfm](http://www.doleta.gov/Youth_services/wioaformula.cfm) (last visited June 27, 2019).

<sup>15</sup> Iowa Workforce Development, Services for Youth and Young Adults, [www.iowaworkforcedevelopment.gov/services-youth-and-young-adults](http://www.iowaworkforcedevelopment.gov/services-youth-and-young-adults) (last visited June 27, 2019).

- C. Providing opportunities to engage in work-based learning through job shadows, internships, quality preapprenticeships, etc.
- D. Providing youth participants opportunities for adult mentoring, which may include matching a participant with an employer or an employee of a company.
- 3. Reduce the time needed to achieve a diploma, certificate, or credential. Participants are informed of various training opportunities, including short-term training opportunities through occupational skills training, skills upgrading, or opportunities with registered apprenticeship programs where participants can “earn-and-learn” while obtaining industry-recognized credentials.
- 4. Provide information on the benefits of achieving a diploma, certificate, or credential. Through career planning, participants are informed of the opportunities and benefits related to upgrading their skills. Labor market research provides a multitude of information on different occupations, including employment projections, annual job openings, career preparation, top skills, and median wages. This information helps career planners facilitate conversations regarding the benefits of advanced education and training.
- 5. Assist individuals with matching their interests with a suitable career and the training needed for the selected career. Comprehensive assessments provide an opportunity for interest identification, skills matching, occupational readiness, and career interest matching. Career exploration utilizing tools such as O\*NET Online, Earn and Learn Iowa, and Future Ready Iowa helps career planners facilitate career assessment and conversations with participants.
- 6. Provide assistance to address barriers to training and education.
  - A. The assessment process includes a review of:
    - 1. Basic skills
    - 2. Occupational skills
    - 3. Prior work experience
    - 4. Employability
    - 5. Interests
    - 6. Aptitudes (including interests and aptitudes for nontraditional jobs)
    - 7. Supportive service needs
    - 8. Strengths (rather than just focusing on the areas that need improvement)
    - 9. Developmental needs of the participant for the purpose of identifying appropriate services and career pathways
  - B. Assessment results assist the career planner in providing individualized services for each participant. Financial assistance and referrals may be provided through supportive services, when necessary.
    - 1. Such supportive services can assist with child care, transportation, educational testing costs, clothing required for employment, books and fees required for postsecondary education classes, emergency financial needs, etc.
    - 2. Additional services are provided to support participants through educational and occupational training, as well as English language and integrated education and training.

### **Iowa Vocational Rehabilitation Services**

The Iowa Vocational Rehabilitation Services (IVRS) assists individuals with disabilities to achieve employment and live independently.<sup>16</sup> The IVRS is the largest division within the Department of Education, receiving matching funds at a rate of 21.3% State to 78.7% federal.<sup>17</sup> The IVRS is responsible for providing services leading to employment for eligible Iowans with disabilities in accordance with Iowa Code chapter [259](#), [Section 504](#) of the federal Rehabilitation

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<sup>16</sup> Iowa Vocational Rehabilitation Services (2018), [ivrs.iowa.gov](http://ivrs.iowa.gov) (last visited June 27, 2019).

<sup>17</sup> Iowa Vocational Rehabilitation Services, VR Funding (2018), [ivrs.iowa.gov/about-ivrs/vr-funding](http://ivrs.iowa.gov/about-ivrs/vr-funding) (last visited June 27, 2019).



Act of 1973 (as amended and codified in [29 U.S.C. section 701 et seq.](#)), the federal Social Security Act ([42 U.S.C. section 301 et seq.](#)), and corresponding federal regulations. The IVRS serves individuals with disabilities under [Title II](#) and [Title XVI](#) of the federal Social Security Act and [Title IV](#) of the federal Workforce Investment Act.

The IVRS is an eligibility-based program for individuals with disabilities. Eligibility is based upon functional areas of mobility, self-care, self-direction, work skills, work tolerance, interpersonal skills, and communication. The Program works with individuals from age 14 to whatever age they still have interest in being employed in competitive, integrated work. The IVRS provides a variety of services focused on individualized planning.

The IVRS serves individuals with disabilities by:

- Providing vocationally related assistance to help persons with disabilities achieve economic independence.
- Providing disability determinations that result in appropriate financial benefits per Social Security Administration guidelines.

Other services and financial assistance are provided to enable persons with disabilities to maintain independent functioning as long as possible within their communities and to prevent institutionalization.<sup>18</sup>

Services for individuals who have applied for or have been determined eligible, and are in the priority of services category for vocational rehabilitation services, are made available as appropriate to the needs of each individual and consistent with each individual's Individual Plan of Employment (IPE). Select services may be provided to students and youth with disabilities through the provision of preemployment transition services. The IVRS currently reaches over 11,000 Iowa students who are receiving secondary education services under an Individualized Education Plan (IEP) or a 504 Plan under [Section 504](#) of the federal Rehabilitation Act of 1973. A 504 Plan is a plan developed to ensure that a child who has a disability identified under the law and is attending an elementary or secondary educational institution receives accommodations that will ensure the child's academic success and access to the learning environment.

The IVRS ensures that these services are available to assist the individual with a disability. The IVRS supports an employment goal that enhances an individual's skill development so that the individual achieves economic self-sufficiency, independence, and inclusion and integration into society. The IVRS also supports the State of Iowa's business community by encouraging individuals to secure employment in middle-skill jobs or jobs in Science, Technology, Engineering, and Mathematics (STEM). However, the IVRS also continues to encourage and support individuals with disabilities to pursue other programs in higher education, including education in other advanced degrees. The vocational rehabilitation services are intended to maximize the potential for individuals with disabilities to pursue and advance in the same high-quality jobs and high-demand careers as persons without disabilities.

Since 2013, the IVRS has been the lead agency in the State of Iowa for the U.S. Department of Labor, Office of Disability Employment Policy (ODEP) Employment First Initiative. The IVRS supports the provision of customized employment services facilitating progressive employment opportunities for all individuals.<sup>19</sup>

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<sup>18</sup> David L. Mitchell, Iowa Vocational Rehabilitation Services, State of Iowa Department of Education 2017 – 2018 Biennial Report, p. 1 (December 2018), [ivrs.iowa.gov/sites/default/files/documents/2019/04/ivrs\\_biennial\\_report\\_to\\_governor\\_2017-2018.pdf](https://ivrs.iowa.gov/sites/default/files/documents/2019/04/ivrs_biennial_report_to_governor_2017-2018.pdf) (last visited June 27, 2019).

<sup>19</sup> U.S. Department of Labor, Office of Disability Employment Policy, Employment First, [www.dol.gov/odep/topics/employmentfirst.htm](https://www.dol.gov/odep/topics/employmentfirst.htm) (last visited June 27, 2019).

The IVRS can impact the workforce system by providing opportunities for individuals with disabilities to participate in job-driven training and pursue high-quality employment outcomes. Through the expansion of services that connect with business and industry, the IVRS creates fundamental linkages with the business community in a manner that strengthens informed choice of the individual with a disability and develops the labor pool needed by Iowa's business community. Often the individual with a disability not only needs the information about projected openings and specific training to achieve the necessary skill sets, but also needs job-specific training in order to learn and understand the unique needs of the business. At times this requires not only training for the individual with a disability, but training and services for the employer as well.

The following are services provided by the IVRS<sup>20</sup>:

1. **Assessment:** Used for determining eligibility, priority of service, and vocational rehabilitation needs by qualified personnel, including personnel skilled in rehabilitation technology when appropriate.
2. **Vocational Rehabilitation Counseling and Guidance:** Includes information and support services to assist an individual in exercising informed choice. Counseling and guidance is focused on the job skills that a job candidate demonstrates so that the candidate can perform the essential functions of the job. Critical to providing quality counseling and guidance services is understanding the individual's disability and the impediments to employment that it creates, what accommodations may enhance the performance of the essential functions, and the job-driven demands and 21st century work skills required by Iowa's business community. Motivational interviewing techniques are utilized throughout the counseling process to engage job candidates and infuse informed choice into the relationship.
3. **Physical and Mental Restoration Services:** Corrective surgery or therapeutic treatment that is likely, within a reasonable period of time, to correct or substantially modify a stable or slowly progressive physical or mental impairment that constitutes a substantial impediment to employment. These services are available to the extent that financial support is not readily available from a source other than the IVRS (such as through health insurance or a comparable service or benefit).
4. **Technical Assistance and Other Consultation Services:** Include Conducting market analysis, developing business plans, and otherwise providing resources to eligible individuals pursuing self-employment or telecommuting as an employment outcome.
5. **Vocational and Other Training Services:** Include personal and vocational adjustment training; advanced training in a field of science, technology, engineering, mathematics (including computer science), medicine, law, or business; and books, tools, and other training materials, except that no training or training services in an institute of higher education can be paid for with the IVRS funds unless maximum efforts have been made by the vocational rehabilitation counselor and the job candidate to secure grant assistance in whole or in part from other sources to pay for that training.
6. **Supported Employment Services:** Ongoing support services, including customized employment needed to support and maintain an individual with a most significant disability in supported employment, that:
  - A. Are provided singly or in combination and are organized and made available as to assist the individual with a most significant disability achieve competitive integrated employment;
  - B. Are based on a determination of the needs of the eligible individual as specified in the Individualized Plan for Employment (IPE);
  - C. Are provided for a period of 24 months (although the time frame may be extended if necessary) in order to achieve the employment outcome identified in the IPE; and

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<sup>20</sup> Iowa Vocational Rehabilitation Services, IVRS Policies (2018) [ivrs.iowa.gov/about-ivrs/ivrs-policies](https://ivrs.iowa.gov/about-ivrs/ivrs-policies) (last visited June 27, 2019).

- D. Can also include transitional employment for individuals with the most significant disabilities due to mental illness. In transitional employment, the provision of “ongoing” in this definition means a series of temporary job placements in competitive work in integrated settings with ongoing support services. These must include continuing sequential job placements until job permanency is achieved.
7. **Extended Support Services:** Ongoing support services and other appropriate services needed to support and maintain an individual with a most significant disability in supported employment. These services:
    - A. Are provided singly or in combination and organized in such a way as to assist an eligible individual in maintaining supported employment;
    - B. Are based on a determination of the needs of an eligible individual, as specified in the IPE; and
    - C. Are provided by a nonprofit or private organization or any other appropriate resource, after the individual has made the transition from support provided by the IVRS. IVRS funding for this service is available only to youth with the most significant disabilities who are in supported employment and on a waiver waiting list.
  8. **Rehabilitation Technology:** Includes vehicular modification and telecommunications, sensory, and other technological aids and devices.
  9. **Referral and Other Services:** Services necessary to assist applicants and eligible individuals with disabilities to secure needed services from other agencies, including other components of the statewide workforce development system, and to advise those individuals about client assistance programs.
  10. **Job Related Services:** Include on-the-job training, job search and placement assistance, job retention services, follow-up services, and follow-along services.
  11. **Customized Employment:** The creation of a job that otherwise would not exist by identifying the essential functions of the job and creating within those functions a specific function that creates a new job description and adds value to the business at which the individual works.
  12. **Other Goods and Services:** Services determined necessary for the individual to achieve an employment outcome.
  13. **Transition Services for Students and Youth:** Services that facilitate the transition from school to postsecondary life, such as services supporting achievement of an employment outcome in competitive integrated employment, or preemployment transition services.
  14. **Postemployment Services:** One or more of the services identified that are provided subsequent to the achievement of an employment outcome and are necessary for an individual to maintain, regain, or advance in employment, consistent with the individual’s unique strengths, resources, priorities, concerns, abilities, capabilities, interests, and informed choice. These services do not require complex and comprehensive provision of services and are limited in scope and duration.

The following are additional services in support of those listed above:

1. **Benefits Planning:** Provided to individuals receiving Social Security benefits who need information to determine the nature and scope of the individual’s IPE to achieve gainful employment.
2. **Maintenance:** Requires a demonstration that participation in the Vocational Rehabilitation (VR) Program has created an extra expense that otherwise would not have occurred in the course of daily life and includes the option of providing maintenance to offset those extra costs. Maintenance provides monetary support for extra expenses, such as food, shelter, and clothing, that are in excess of the normal expenses of the individual and are necessitated by the individual’s participation in the VR Program.
3. **Transportation:** In connection with the provision of any vocational rehabilitation services that require travel and related expenses to enable an applicant or eligible individual to participate in the IVRS services, including expenses for training in the use of public transportation.

4. **Vocational Rehabilitation Services to Family Members:** For family members of an applicant or eligible individual if necessary to enable the applicant or eligible individual to achieve an employment outcome.
5. **Interpreter Services:** Include sign language and oral interpreter services for individuals who are deaf or hard of hearing, and tactile interpreting services.
6. **Reader Services, Rehabilitation Teaching Services:** Assist the individual with a disability to understand written materials and how to manage the disability, and include strategies to teach skills so that the individual learns the information and then can perform the work.
7. **Occupational Licenses, Tools, and Equipment:** Includes initial stocks and supplies.
8. **Personal Assistance Services:** A range of services, including training in managing, supervising, and directing personal assistance services provided by one or more persons to assist the individual with a disability to perform the daily living activities on or off the job that the individual would typically perform without assistance if the individual did not have a disability.

The IVRS currently has a waiting list; the IVRS does not have the capacity to serve all individuals with its current State and federal funding. The IVRS counselors determine an individual's eligibility according to federal guidelines<sup>21</sup>, and then depending upon the significance of the individual's disability, the individual may be placed on one of three waiting lists:

- **Most Significantly Disabled (MSD)** — The individual has a significant disability and is seriously limited in three or more functional areas (mobility, communications, self-care, self-direction, interpersonal skills, work tolerance, or work skills).
- **Significantly Disabled (SD)** — The individual has a physical or mental disability that seriously limits the individual in one or two of the MSD-listed functional areas.
- **Others Eligible** — The individual is eligible for services; however, the individual does not meet the criteria for either MSD or SD.

As funds become available, individuals on the waiting lists are served according to the severity of disability. Individuals on the MSD waiting list are served first. All individuals on the MSD waiting list must be served before individuals on the SD waiting list. Others Eligible are served only when all persons from the SD waiting list have been served.<sup>22</sup>

The Vocational Rehabilitation General Fund appropriation is used for the general operations of the IVRS. The General Fund appropriation matches federal funds, and for every \$1 in State funding, the IVRS receives \$3.69 in federal funds (21.3% State to 78.7% federal). The federal grant is subject to a maintenance of effort (MOE) requirement that requires the State to spend an amount equal to or greater than the amount spent the second previous year. For example, the MOE State funding level for FFY 2020 must equal or exceed the level of State funding match reported for FFY 2018. If the State does not meet the MOE requirement, the federal grant is reduced by the amount of the shortfall. The IVRS has failed to meet the MOE requirement in prior years.<sup>23</sup>

### **[Iowa Department of Human Services](#)**

The Iowa Department of Human Services (DHS) provides various services to support labor force participation.

### **Promoting Independence and Self-Sufficiency through Employment, Job Opportunities,**

<sup>21</sup> Iowa Vocational Rehabilitation Services, Disability Determination Services (2018), [ivrs.iowa.gov/agency-services/disability-determination-services-dds](https://ivrs.iowa.gov/agency-services/disability-determination-services-dds) (last visited June 27, 2019).

<sup>22</sup> Robin Madison, Fiscal Services Division, Iowa Legislative Services Agency, Budget Unit Brief: Vocational Rehabilitation (October 2018), [www.legis.iowa.gov/docs/publications/FT/918244.pdf](http://www.legis.iowa.gov/docs/publications/FT/918244.pdf) (last visited June 27, 2019).

<sup>23</sup> Id.

## **and Basic Skills (PROMISE JOBS)**

The [PROMISE JOBS Program](#) provides work and training services for [Family Investment Program](#) (FIP) participants.<sup>24</sup> The DHS contracts with the IWD to provide PROMISE JOBS services for most FIP participants. The DHS Bureau of Refugee Services (BRS) provides PROMISE JOBS services to noncitizen refugee FIP recipients who are not English proficient.

Individuals who must be referred to PROMISE JOBS, unless exempt, include:

- Any parent on the FIP grant.
- Any needy specified relative on the grant.
- Any child aged 16 or older who is not in school.
- Any minor parent, whether or not in school.
- Any excluded parent living with a child included in the FIP grant, such as an alien parent ineligible under [8 U.S.C. §1641](#).

PROMISE JOBS activities include, but are not limited to, any combination of the following activities:<sup>25</sup>

- Orientation and assessment.
- Job readiness activities, including work readiness workshops, individual job search, mental health treatment, substance abuse treatment, or other rehabilitative activities.
- Work activities, including employment, self-employment, on-the-job training, work experience, or unpaid community service.
- Educational activities, including high school, high school equivalency, adult basic education, English as a second language training, vocational training, or postsecondary training up to and including a baccalaureate degree.
- Parenting skills training.
- Family Development and Self-Sufficiency (FaDSS) Program or other family development programs.
- Family planning counseling.
- Services provided by other agencies.

## **[Child Care Assistance \(CCA\) Program](#)**

The Child Care Assistance (CCA) Program supports low-income families with working parents, parents gaining work skills, or parents going to school.<sup>26</sup> The CCA Program provides financial assistance for children under the age of 13 in:

- Families in which parents:
  - Are working at least 28 hours per week; or
  - Are in school full-time; or
  - Are working and in school for a combined minimum of 28 hours per week; and
  - Have income below 145.0% of the Federal Poverty Level (FPL).
- Families that have children with special needs and in which parents are working or are in school full-time, with income up to 200.0% of the FPL.

Assistance may also be available for a limited period of time to the children of a parent looking for employment. Families are certified for a period of 12 months and may reapply each year. If

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<sup>24</sup> Iowa Code ch. [239B](#).

<sup>25</sup> Iowa Department of Human Services, PROMISE JOBS (2019), [dhs.iowa.gov/reports/promise-jobs-reports](https://dhs.iowa.gov/reports/promise-jobs-reports) (last visited June 27, 2019).

<sup>26</sup> Iowa Department of Human Services, Child Care Assistance (2019), [dhs.iowa.gov/child-care](https://dhs.iowa.gov/child-care) (last visited June 27, 2019).

the family's income rises over 145.0% of the FPL, the family may be approved for an additional 12 months of child care assistance under the CCA Plus Program.<sup>27</sup>

### **Aftercare Services Program**

The DHS has two key programs specifically for youth aging out of foster care to adulthood that help young people get connected to the workforce.<sup>28</sup> First, the Iowa Aftercare Services Network provides each participant support and guidance through regular, individual meetings with a self-sufficiency advocate. Advocates help participants develop a self-sufficiency plan and a budget. Advocates also assist with setting goals, which vary, but usually involve housing stability, education, employment, health or health care, and strengthening relationships. Financial assistance is available for eligible youth.

The second program for post-foster care youth is the Education and Training Voucher (ETV) Program, which provides academic awards of up to \$5,000 per year to students who age out of foster care or students who are adopted after age 16.<sup>29</sup> Awards are sent directly to the college or university attended by the student and can be used to pay for tuition and fees, room and board, books and supplies, and personal and living expenses.

### **Medicaid Home and Community-Based Services and Supports**

Medicaid Home and Community-Based Services (HCBS) are federally approved waiver programs that are available to Medicaid members who meet the Medicaid-covered level of care (LOC) requirements for eligibility. Most members receive services through a Medicaid-enrolled Managed Care Organization (MCO), and some members are served through Fee-for-Service (FFS).

Iowa's Medicaid-funded employment services for persons with disabilities who are enrolled in the HCBS Brain Injury Waiver, the Intellectual Disability Waiver, the Habilitation Services Program, and the Money Follows the Person Program are briefly described in [Informational Letter No. 1665 dated May 3, 2016](#).

The following services are provided under Medicaid HCBS: prevocational services, career exploration, individual long-term job coaching, small group supported employment, individual supported employment, job development, employer development, and enhanced job search activities. The services are described on pages 64-65 and 80-90 in the [Medicaid Provider Manual](#).<sup>30</sup>

### **MHDS Regions, Individual Placement and Support Pilot Program**

The Mental Health and Disability Services (MHDS) Regions are charged with developing Substance Abuse and Mental Health Services Administration (SAMHSA) evidence-based practices for MHDS core and additional core services.<sup>31</sup> The MHDS Regions in the northwest and central portions of Iowa are collaborating with service providers to pilot the Individual Placement and Support (IPS) model of supported employment for persons with mental illnesses.<sup>32</sup>

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<sup>27</sup> Iowa Code §§[237A.13](#) and [239B.24](#).

<sup>28</sup> Iowa Department of Human Services, Iowa Aftercare Service Overview (2019), [dhs.iowa.gov/aftercare-services](https://dhs.iowa.gov/aftercare-services) (last visited June 27, 2019).

<sup>29</sup> Iowa College Aid, Education and Training Voucher (ETV), [www.iowacollegeaid.gov/ETV](http://www.iowacollegeaid.gov/ETV) (last visited June 27, 2019).

<sup>30</sup> Iowa Department of Human Services, Home- and Community-Based Services (HCBS) Provider Manual, pp. 63-65 and 80-90b, [dhs.iowa.gov/sites/default/files/HCBS.pdf?062720191512](https://dhs.iowa.gov/sites/default/files/HCBS.pdf?062720191512) (last visited June 27, 2019).

<sup>31</sup> Iowa Code ch. [331](#).

<sup>32</sup> The IPS Employment Center, What is IPS? (2019), [ipsworks.org/index.php/what-is-ips](https://ipsworks.org/index.php/what-is-ips) (last visited June 27, 2019).

Funding for the IPS pilot program in Iowa comes from the MHDS Regions, the IVRS, and Medicaid. The Regions involved in the pilot program are Northwest Iowa Care Connections (NICC), Sioux Rivers Regional MHDS, and Central Iowa Community Services (CICS), which cover 20 counties. Mental health providers include Hope Haven, Inc.; NIVC Services, Inc.; and the local community mental health centers serving each Region.

The goal of the IPS model is to help individuals with severe mental illness obtain and maintain permanent, competitive jobs. The model integrates employment and mental health services and treatment teams. Programs must address financial and organizational barriers and follow evidence-based principles to fidelity. Successful implementation of the IPS model requires:

- Clear contractual requirements,
- Training and technical assistance,
- Monitoring fidelity to the model,
- Measuring and paying for outcomes, and
- Partnerships across state agencies.

(See also Iowa Code sections [331.389](#) and [331.397](#) for additional information about Mental Health and Disability Services Regions.)

### **Employment First State Leadership Mentor Program (EFSLMP)**

The MHDS Regions are a partner in the EFSLMP, which the U.S. Department of Labor's Office of Disability Employment Policy (ODEP) has granted Iowa for several years.<sup>33</sup> The Program is spearheaded by the IVRS. Each year has a slightly varying focus while maintaining the goal of advancing employment-first policies and practices across the State. Through this Program, Iowa has trained providers in customized employment and engaged in Medicaid employment services redesign and provider transformation.

### **Food Assistance Employment and Training Program**

The Food Assistance Employment and Training (E&T) Program<sup>34</sup> provides voluntary employment and training services to food assistance recipients who:

- Are at least 18 years of age (can be 17 if currently enrolled or have already completed high school).
- Do not receive FIP.
- Reside in a participating community college's service area.

Participating community colleges include:

- Kirkwood Community College
- Des Moines Area Community College
- Hawkeye Community College
- Indian Hills Community College
- Iowa Western Community College
- Northeast Iowa Community College
- Southwestern Community College
- Western Iowa Tech Community College

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<sup>33</sup> U.S. Department of Labor, Office of Disability Employment Policy, Employment First, [www.dol.gov/odep/topics/employmentfirst.htm](http://www.dol.gov/odep/topics/employmentfirst.htm) (last visited June 27, 2019).

<sup>34</sup> Iowa Department of Human Services, Food Assistance Employment and Training Program (July 2018), [dhs.iowa.gov/sites/default/files/7-M.pdf?062720191525](http://dhs.iowa.gov/sites/default/files/7-M.pdf?062720191525) (last visited June 27, 2019).

Services provided include, but are not limited to:

- Education
  - Basic education, including:
    - English language acquisition
    - High school equivalency
  - Short-term noncredit certificate programs
  - Credit programs
- Individual job search
- Job search training
- Job retention services
- Supports necessary for the successful completion of services, including:
  - Tuition
  - Transportation
  - Books and fees
  - Uniforms

### **Medicaid for Employed People with Disabilities (MEPD)**

Medicaid for Employed People with Disabilities (MEPD) is a Medicaid coverage group available to individuals who are disabled and have earnings from employment.<sup>35</sup> To be eligible for MEPD, an individual must meet the following requirements:

- The person must be under age 65.
- The person must be determined disabled based on Social Security Administration (SSA) medical criteria for disability.
- The person must have earned income from employment or self-employment.
- The person must meet general Supplemental Security Income (SSI)-related Medicaid eligibility requirements.
- The person must not be eligible for any other Medicaid coverage group other than Qualified Medicare Beneficiary (QMB), Specified Low-Income Medicare Beneficiary (SLMB) Program, or Medically Needy.
- Resources must be less than \$12,000 for an individual or \$13,000 for a couple.
- Net family income must be less than 250.0% of the FPL.
- Any premium assessed for the month of eligibility must be paid.

### **Iowa Department of Education, Division of Community Colleges and Workforce Preparation**

Each of the following programs provides one or more services to assist individuals to join the labor force. Most of the programs have State or federal guidelines to target participants with multiple barriers to employment or those who are unemployed, underemployed, or dislocated workers. Support services include transportation, child care, and career guidance.

Credit and noncredit career and technical education programs provide short- and long-term training that prepares students for direct employment in various occupations. Credit programs include certificates, diplomas, and degrees, often combining academic and technical content to prepare students for entry into a certain occupation and future postsecondary education;

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<sup>35</sup> Iowa Department of Human Services, Medicaid for Employed People with Disabilities (MEPD) (2019), [dhs.iowa.gov/ime/members/medicaid-a-to-z/mepd](https://dhs.iowa.gov/ime/members/medicaid-a-to-z/mepd) (last visited June 27, 2019).



noncredit programs include training programs of varying duration, often developed in partnership with specific employers to ensure that individuals are equipped with specific skill sets to enter or advance within a specific company or industry.

**Adult Education and Literacy (AEL)** — The AEL program has been categorized as a program of instruction designed for adults functioning below the 8.9 academic grade level who need further education to improve their reading, writing, speaking, problem-solving, or computation skills. The AEL activities and instruction are provided across a continuum, from pre- and basic literacy through elementary levels. This instruction is intended to assist with the skills needed to enter the workforce or acquire skills for further training.

**High School Equivalency Diploma** — Instruction includes reading, mathematics, communication skills, social studies, physical sciences, health, digital literacy, and career and college readiness, culminating in competencies equivalent to the high school level.

**English Learners (EL)** — The EL program is a program of instruction designed to help limited English proficient adults achieve competence in speaking, reading, listening, and writing the English language, as well as other related basic skills. The WIOA broadens the focus of English language services to ensure inclusion of adults with degrees or credentials in their native countries in order to enable such adults to achieve competency in the English language and acquire the basic and more advanced skills needed to function effectively as parents, workers, and citizens in the United States.

**Adult Literacy for the Workforce** — State funds from the Iowa Skilled Worker and Job Creation Fund are used to assist eligible adults to acquire academic, critical thinking, digital literacy, and self-management skills, including competencies in utilizing resources and information, working with others, understanding systems, and obtaining skills necessary for successful transition into (and completion of) postsecondary education and training or employment.

**Integrated Education and Training (IET)** — The term “integrated education and training” means a service approach that provides adult education and literacy activities concurrently and contextually with workforce preparation activities and workforce training for a specific occupation or occupational cluster for the purpose of educational and career advancement.

**Gap Tuition Assistance Program** — This Program is established to provide funding to community colleges for need-based tuition assistance to applicants to enable completion of continuing education certificate training programs for in-demand occupations. (See also Iowa Code chapter [260I](#)).

**Pathways for Academic Career and Employment (PACE)** — This is a simplified, streamlined, and comprehensive process to enable eligible participants to acquire effective academic and employment training. The Program employs “pathway navigators” to assist participants applying for or enrolling in services and supports in selecting projects that will result in quality, in-state employment. The PACE Program enables participants to: acquire and demonstrate competency in basic skills; acquire and demonstrate competency in a specified technical field; complete a specified level of postsecondary education; earn a National Career Readiness Certificate; obtain employer-validated credentials; and secure gainful employment in high-quality local jobs.<sup>36</sup>

## **Iowa Board of Regents**

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<sup>36</sup> Iowa Code ch. [260H](#).

Each of the following Regent institutions provides one or more services to assist individuals to join the labor force.

Iowa State University (ISU) provides programs to help people advance their education and locate employment. ISU provides access to [career fairs](#); [career services](#) that help students and alumni locate and obtain employment; and [extension and outreach](#) programs that provide assistance in areas like food safety and child care.

ISU reports the following results:

- 1,777 Iowans received food safety certification in FY 2017.
- 12,432 Iowans participated in extension and outreach programs on food safety in FY 2017.
- 10,189 food handlers received training and education in safe food practices in FY 2017.
- 28,505 Iowans participated in the Essentials Child Care Preservice Online Series in FY 2016 through FY 2018; the monthly average enrollment for this Program is currently 874.
- 9,456 training certificates are earned each month by participants in the online child care, mandatory reporter, and universal precautions training programs.
- ISU had 433,000 noncredit enrollments for its distance education programs in FY 2017.

The University of Iowa (UI) provides programs to help people advance their education, locate employment, and address workforce barriers. The UI provides the following services:

- [Pomerantz Career Center](#).
- [CMBUS](#).
- [Skilled Trades Apprenticeship Program](#).
- Partnership between the UI College of Education (faculty and students) and the West Liberty Community School District to provide literacy and citizenship instruction in the West Liberty Community. Services help individuals (who may or may not be employed) learn English and use literacy skills in the workplace or to seek additional educational training and employment, as well as providing instruction to help participants pass the U.S. Naturalization Test.
- The UI Labor Center. The Center has, in recent years, responded to growing interest in and demand for outreach to additional populations beyond its traditional outreach to Iowans who are already part of the workforce. Using its existing statewide network of labor and community partners to reach underserved populations of youth, immigrants and refugees, low-wage workers seeking higher quality jobs, formerly incarcerated Iowans, Iowans with disabilities, etc., the Labor Center has begun to develop and pilot several new programs, including conducting workshops via the [Labor Center's Iowa Worker Rights Project](#) for nonprofits, churches, and service providers whose primary clientele are underserved or underemployed populations; educating labor leaders from major Iowa manufacturing facilities about opportunities to expand hiring and advanced manufacturing apprenticeship opportunities for qualified workers with disabilities; designing adult education curricula and basic employment information for English language learners and audiences with limited literacy; translating basic information into languages other than English; and providing education via the use of simultaneous interpretation in multiple languages. Starting in the spring 2019 semester, the Labor Center has received \$10,000 in funding from the UI Office of Outreach and Engagement to support an expanded pilot program of Iowa Worker Rights Project outreach visits and workshops. This Project has a goal of conducting at least 10 outreach visits and 12 workshops, reaching at least 250 underserved Iowans in four different communities.
- [John Pappajohn Entrepreneurial Center](#) (JPEC). The Center has a large community outreach effort, supporting the regional entrepreneurial community beyond the UI campus.

The UI also provides programs that help high school students or young adults explore career possibilities. Some examples follow:

- [Tippie Gateway](#) is a free, weeklong, on-campus summer experience. The Program is designed to increase participants' understanding of business majors. The FY 2018 budget for the Program was \$30,000 and was entirely funded by donations and corporate sponsorships. In FY 2018, Tippie Gateway reached 33 students.
- [Jacobson Institute for Youth Entrepreneurship](#) provides the [BizInnovator](#) (high school business and marketing) and [STEM Innovator](#) (secondary grades STEM) teacher professional development programs and curriculum tools. No general funds support the BizInnovator Program. No general tuition funds support the STEM Innovator Program, but \$150,000 of the UI JPEC economic development funds are allocated to support STEM Innovator. BizInnovator served 7,800 students in FY 2018; while STEM Innovator served 17,196 students in FY 2018.
- [Belin-Blank Center for Gifted Education and Talent Development](#) provides the Secondary Student Training Program, a five-and-a-half-week summer research program for students in grades 10-11.
- [State Hygienic Laboratory](#) (SHL)'s Office of Education, Training, and Professional Development prepares the future workforce through fellowships, internships, teacher externships, and other workforce initiatives. In FY 2018, the SHL collaborated with colleges and schools across Iowa to develop and lead a variety of STEM programs that create an awareness of and encourage students to pursue careers in environmental and public health laboratory science. In FY 2018, the SHL reached more than 7,450 students through 82 STEM outreach activities.
- The UI Health Care provides the following programs/initiatives to build the workforce pipeline: the K-12 STEM Education programs; the Carver College of Medicine Post-Baccalaureate Research Education Program (PREP@Iowa); in FY 2017 and the Carver College of Medicine FUTURE (Fostering Undergraduate Talent-Utilizing Research and Education) in Biomedicine Program. The funding allocated to STEM education, was \$25,000, which included programming, teaching aids, travel, promotion, and event logistics. The K-12 STEM Education programs engaged 20,261 students throughout 76 counties in Iowa through 106 on-campus programs and 53 outreach programs in FY 2017. Each year, PREP@Iowa selects five recent undergraduate students from groups traditionally underrepresented in biomedical fields for a year-long program of career development activities. In addition, 21 colleges, 48 fellows, and 70 undergrads have participated in the FUTURE in Biomedicine Program, now in its tenth year.

The University of Northern Iowa (UNI) provides programs to help people advance their education, locate employment, and address workforce barriers. UNI provides the following services:

- The Trainee Program for selected skill trades, managed in partnership with the Registered Apprenticeship Program at the Hawkeye Community College. The trainees just began their employment at UNI in early FY 2019. Three trainees have been hired to date (Plumber, Carpenter, and Environmental Systems Mechanic classifications).<sup>37</sup>
- The [UNI Career Services](#) hosts four career fairs every year. While these are geared for students, they are open to the public.
- The [UNI Institute for Decision Making](#) (IDM) assists the IWD with updating the workforce model previously developed at UNI and based on the completed statewide labor shed survey sample. The IWD uses the model to complete labor shed studies for Iowa communities. Labor shed data is utilized by businesses, workforce service providers, and individuals. The efforts are supported with \$22,600 annually through a contract with the IWD.
- The IDM assists the [Iowa Economic Development Authority](#) (IEDA) with updating the [Location One Information System](#) (LOIS), an online database of Iowa community

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<sup>37</sup> State of Iowa, Iowa's Registered Apprenticeship Programs, [www.earnandlearniowa.gov](http://www.earnandlearniowa.gov) (last visited June 27, 2019).

information about sites and buildings. The LOIS is utilized by local economic developers, the IEDA, utilities, and others to retain and attract businesses to Iowa. The efforts are supported with \$16,000 through a contract with the IEDA.

- The [UNI Culture and Intensive English Program](#) strives to provide nonnative speakers of English with intensive English language instruction and a cultural, social, and academic orientation to study or work in the United States.

### **Iowa Department of Corrections**

The Iowa Department of Corrections (DOC) offers various educational apprenticeship opportunities for inmates, as outlined in its annual [report](#). Additional information is also available in the DOC's [Correctional Education Newsletter](#). As of November 2018, 155 apprentices have completed their occupational training and become journeymen in their field. There have been three new programs registered in 2018, bringing the total to 22 registered programs offered statewide. These include: Landscape Technician, Housekeeper (Commercial, Residential or Industrial), Cook (any industry), Maintenance Repairer (Building), Screen Printer, Upholsterer, Materials Coordinator, Computer Operator, Welder, Baker, Painter Construction, Sewing Machine Repair, Cabinet Maker, Electrician, Refrigeration and Air Conditioning Mechanic, Plumber, Fabricator Assembler Metal Production, Powder Coating Technician, Peer Specialist, Office Manager, Job Printer, and Carpenter. These programs range from one to four years. The DOC contracts with State community colleges to provide quality education and vocational programs in the State prison system. During FY 2018, 287 incarcerated individuals received a high school equivalency diplomas (HiSET); 250 incarcerated individuals completed literacy programs; 1,591 incarcerated individuals who completed vocational education programs; and 5 incarcerated individuals who received a high school diploma.

### **Iowa College Student Aid Commission**

The Iowa College Student Aid Commission is the only Iowa State agency whose sole focus is promoting college affordability, access, and completion. The Commission administers State-funded scholarships, grants, and loan forgiveness for postsecondary education. This involves the determination of student eligibility and transfer of funds to eligible postsecondary institutions. The Commission is also responsible for developing educational programs and marketing strategies that inform Iowans about the available options for financing a postsecondary degree.

Other Commission services include:

[Gaining Early Awareness and Readiness for Undergraduate Programs \(GEAR UP Iowa\)](#) is a federal grant to prepare and promote college access and success for low-income students. This includes academic support, college and career exposure, and financial aid assistance.

[Course to College](#) provides high school administrators, counselors, and teachers with resources to help students with college awareness, college application and [Fee Application for Federal Student Aid \(FAFSA\)](#) completion, college choice, and summer transition from high school to postsecondary education. The [Course to College Corps](#) places national service members (AmeriCorps and VISTA) within communities to provide one-on-one assistance to students with the Course to College materials.

The [Local College Access Network \(LCAN\)](#) supports community-driven, collaborative efforts that help to identify and develop solutions to alleviate barriers that hinder individuals from attending college and entering the workforce. The Commission provides financial support to these local communities for the purposes of program planning and implementation.

## **OTHER STATE PROGRAMS AND INFORMATION**

### **Education Programs**

The following other states have workforce-specific programs designed to increase educational attainment:

#### **Colorado**

- [CareerWise](#) is Colorado's effort to create a statewide youth-apprenticeship system to prepare youth for jobs in five key sectors: advanced manufacturing, information technology, financial services, business operations and health care. The program is a three-year apprenticeship in which 11th and 12th graders spend 16 to 24 hours per week at an apprenticeship site, while spending the rest of their time in a traditional school or community-college setting. Apprentices then spend an additional year in the program after graduation, gaining more experience and earning more college credits.
- [P-TECH \(Pathways in Technology Early College High Schools\)](#) is a program intended to create a public-private partnership to prepare thousands of Colorado students for high-skill jobs. Students begin the program in 9th grade and go through 14th grade (i.e., through high school and the equivalent to two years of college). Through the program, when students graduate they receive both a high school diploma and an industry-recognized associate's degree in a STEM field. Iowa has similar programs to this one, such as the [Des Moines Area Community College \(DMACC\) Career Academy Program](#).

#### **Other States**

In addition to the Colorado-specific examples provided above, the National Skills Coalition provides further information about apprenticeships and work-based learning in two reports. The [first focuses on apprenticeships and work-based learning for youth](#), including some case studies of best practices like the Manufacturing Careers Internship Program (MCIP) in Illinois and the Conservation Corps of Long Beach in California. The [second report is an overview of work-based learning programs across all 50 states](#) for middle-skill occupations that require some post-high school training, but not a full bachelor's degree. This report features the details of work-based learning policies in each state, including expansion initiatives, employer subsidies, preapprenticeships and youth apprenticeships, secondary student work-based learning, and subsidized postsecondary instruction for apprentices.

### **Children Programs**

The Annie E. Casey Foundation recently released a report, [Opening Doors for Young Parents](#), which looks at barriers to education and employment for young parents.

### **Poverty Programs**

Some other states have workforce-specific programs designed to assist the whole family with poverty and the needs of children. The National Conference of State Legislatures (NCSL) provides information on these programs with the [Two-Generation Approaches to Addressing Poverty Toolkit for State Legislators](#). This approach, commonly known as two-generation, intergenerational, multi-generational, or whole-family strategies, simultaneously addresses the needs of parents and children to improve outcomes for the whole family. Specific examples of such programs in other states include the following:

#### **Oklahoma**

[CAP Tulsa](#), the community action agency in Tulsa, Oklahoma, offers education and job training opportunities to parents, while at the same time providing high-quality early education services to children and a host of support services for the whole family.

**Austin, Texas; Boston, Massachusetts; Fargo-Moorhead, North Dakota; Minneapolis/St. Paul, Minnesota; New York, New York; Rochester, Minnesota**

The [Jeremiah Program](#), currently operating in six urban locations across the country, provides early childhood education to children and housing and life-skills training to single mothers.

**Maine**

- Maine's [Family Futures Downeast](#) brings together postsecondary education and job-skills training with early childhood education. The program provides parents access to educational and employment supports while enrolling children in a high-quality early childhood program. Family Futures Downeast grew out of efforts by the Community Caring Collaborative, a community-based organization that brought together academic and social service professionals to develop a program to meet the needs of families. The Program collaborates with community colleges, college and career readiness centers, and the Sunrise County Economic Council, which serves as the Program's fiscal sponsor. This type of cross-sector community engagement is another example of a two-generation approach in action.

**New Jersey**

In 2018 New Jersey introduced Senate Bill [S371](#) to establish within New Jersey's Department of Education a five-year, two-generational school readiness and workforce development pilot program. The pilot program would be designed to foster family economic self-sufficiency in low-income households by delivering academic and job readiness support services across two generations in the same household. If the bill is enacted, the commissioner of education would be responsible for selecting pilot sites based on poverty rates. The pilot sites would be required to work together as a learning community, informed by members of low-income households within the pilot sites, peer-to-peer exchanges, and technical assistance in best practices. The pilot program would be overseen by an interagency working group composed of, among others, state legislators and representatives from the departments of education, labor and workforce development, human services, children and families, community affairs, transportation, and health.

**Federal Supplemental Nutrition Assistance Program (SNAP) Employment and Training Programs**

- In federal fiscal year 2015, the [Supplemental Nutrition Assistance Program](#) provided food and nutrition services (food stamps) to some 46.0 million low-income people. The SNAP also provides employment and training services to promote self-sufficiency and economic stability among its participants. This two-generation approach of providing food security to parents and children, while helping parents become more self-sufficient through employment and training, makes SNAP an important tool in the state legislative toolbox.
- [SNAP Employment and Training \(SNAP E&T\) services](#) include job training and job-search assistance, community services, work experience such as on-the-job training and apprenticeships, self-employment assistance, educational programs, vocational education, and job-retention assistance. The SNAP E&T programs may also provide services to assist parents in achieving their goals. These services include transportation, child care, safety equipment and uniforms, as well as school supplies and books. Iowa is one example of a state that [provides](#) employment and training to food assistance recipients.
- Funding for SNAP services is available to states through grants (also known as 100.0% funds) and 50.0% reimbursement funds. The 100.0% funds are formula grants to all 50 states. These funds totaled \$90.0 million in FFY 2016. This funding is meant for states to plan, implement, and operate SNAP employment and training services. The 50.0% funds are reimbursement grants to states for the cost of services above and beyond the cost provided by the formula grants. This funding is typically used to pay for supportive services

for parents and children not covered by formula grants. For every dollar that states spend on these additional services, the federal government will reimburse \$0.50.

### **National Conference of State Legislatures (NCSL) Whole Family Approach to Jobs Project**

This Project is currently working in the U.S. Department of Health and Human Services, [Administration for Children and Families](#) (ACF) Region 1, which includes Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont. Each state has a team of legislators, executive branch staff, business leaders, philanthropic organizations, community leaders, and parents. Recognizing the effect of parents' education, economic stability and overall health on a child's trajectory, and similarly the effect of children's health and education on parent's success, the Project helps participating state leaders develop program, policy, and system solutions that help parents achieve employment gains and economic stability. For more about the Project, visit the NCSL's [Whole Family Approach to Jobs](#) webpage.

### **Disability Programs**

The following other states have specific programs designed to address the needs of people with disabilities:

#### **Maryland**

The Maryland Department of Budget and Management, in partnership with the Division of Rehabilitative Services, operates the [Quality, Understanding, Excellence, Success, and Training \(QUEST\) Internship Program](#), matching people with disabilities with state agencies for internships and mentoring services. Upon completing the internship, participants receive a certification for civil service employment, placing them on [a list of eligible applicants](#) that state agency managers use to fill full-time positions.

#### **Washington**

The state operates regional [Centers of Occupational Health and Education \(COHE\)](#) that work with medical providers, employers, and injured workers in a community-based program designed to ensure timely, effective, and coordinated services for injured workers. The COHE model serves injured workers by treating the whole person rather than just the specific injury. All treatment providers work towards a similar goal of returning an injured worker back into the workforce. This program has been tremendously successful at reducing the time injured workers are out of work as well as reducing the number of injured workers who never return to the workforce.

## Reports and Other References

The WIOA approved [Unified State Plan 2016-2020](#):

[2018 Modifications to the Iowa WIOA Unified State Plan](#):

The IWD [results](#) from Results Iowa

Iowa Department of Education, Community Colleges and Workforce Preparation:

- [Education Outcomes Report AY 2012-16](#) (published 2018)
- [Noncredit Career and Technical Education Program Employment Outcomes](#)
- [Adult Education and Literacy Report 2017](#)
- [Iowa 2017 PACE Study](#)
- [Workforce Training and Economic Development Progress Report](#)
- [Iowa Registered Apprenticeship Sponsors and Employment Demand](#)

Iowa Code section [260C.18A](#) Community Colleges Workforce Training & Economic Development Funds

Iowa Code section [260C.44](#) Community Colleges Apprenticeship Programs

Iowa Code chapter [260E](#) Industrial New Job Training

Iowa Code chapter [260F](#) Jobs Training

Iowa Code chapter [260G](#) Accelerated Career Education

[IVRS Performance Report FY 2018](#)

[FIP, PROMISE JOBS, Food Assistance, Child Care Assistance, and Child Support Recovery Report](#) from the Department of Human Services.

Federal Office of Disability Employment (ODEP) [Employment First State Leadership Mentor Program](#) (IA is a protégé state)

[National Governor's Association Whitepaper on Expanding Employment Opportunities for People with Disabilities](#)

[NCSL Resources on Employment Opportunities for People with Disabilities](#)