Understanding the Comprehensive Case Management & Employment Program (CCMEP) in Ohio: A Review of Implementation During 2016-2018

Sunny L. Munn, PhD, and Joshua Hawley, EdD

Human Services and Workforce   **Summer 2020**

THE OHIO STATE UNIVERSITY

Contents

Appendix: Implementation Study Participating Counties and Focus Groups in Year 1 and 2.48

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education

CHRR AT
THE OHIO STATE UNIVERSITY

oerc.osu.edu

chrr.osu.edu

3

Introduction

In 2016, the Laura and John Arnold Foundation funded the Ohio Education Research Center (OERC) at The Ohio State University to conduct an evaluation of a new comprehensive case management approach to service provision, formally titled, the Comprehensive Case Management and Employment Program (CCMEP), between 2016 and 2019. The OERC worked in collaboration with the Ohio Department of Job and Family Services to complete the CCMEP evaluation which included three studies: an Implementation Study, an Outcomes Study, and an Impact Study.

This Implementation Study report focuses on the implementation of CCMEP in Program Years 2016, 2017 and 2018. The report provides information regarding program design, service delivery, collaborative efforts, policy discrepancies, and perceptions of success. The report addresses variation across counties when notable. The study addresses the following research questions:

- Question 1: Who is the CCMEP client population? How does the population differ across counties?

- Question 2: How does the capacity to deliver CCMEP differ among counties?

- Question 3: What does CCMEP model implementation look like? What are the notable differences across counties?

- Question 4: How do CCMEP policies at the local level vary in terms of funding and co-enrollment??

- Question 5: What kind of professional development, training and resources were provided for CCMEP staff?

- Question 6: What does the future of CCMEP look like? What are the notable differences across counties?

These questions serve as the organizing framework of this report. A brief background narrative providing contextual information about CCMEP policy and program details follows this introduction.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education

CHRR AT
THE OHIO STATE UNIVERSITY

oerc.osu.edu

chrr.osu.edu

4

Background of CCMEP in Ohio

The Comprehensive Case Management and Employment Program (CCMEP) was established as part of Ohio House Bill 64 on June 30, 2015. Effective on July 1, 2016, this program combines funding from two programs: Temporary Assistance for Needy Families (TANF) and the Workforce Innovation and Opportunity Act (WIOA) Youth program while also integrating the services provided to these two client groups. The goal is to find a "New Way to Work" for Ohio's hardest to reach low-income population through the transformation of human services and workforce programs by focusing on a more comprehensive approach to case management.

Identifying strategies and employing those strategies to overcome barriers to employment and self-sufficiency are primary goals to reach meaningful long-term employment. Each client's participation in CCMEP includes a comprehensive assessment to identify strengths and barriers, an individual opportunity plan (IOP) to identify goals and map routes to self-sufficiency, participation in services based on client needs, and one year of follow-up case management. Participation in the program can be mandatory or voluntary. The program serves clients between the ages of 14 to 24 years. CCMEP replaced stand-alone programs for WIOA Youth and TANF assistance for this age group.

CCMEP is mandatory for 14-24 year olds who are:

- Low-income in-school and out-of-school youth registered for WIOA with a barrier to employment; and

- Work-eligible Ohio Works First (OWF) participants.

CCMEP is voluntary for 14-24 year olds who are:

- Non-work-eligible OWF participants; and

- Prevention, retention and contingency (PRC) program beneficiaries.

CCMEP is a new approach to services, designed in 2016-17. On June 30, 2017, one year after implementation, CCMEP was passed into permanent law and became available to youth ages 14 to 24.In its first year it only served youth ages 16 to 24[1]. There were 14,506 participants served statewide at the completion of PY2016 and 22,808 participants at the completion of PY2017.

---

[1] See http://emanuals.jfs.ohio.gov/Workforce/CCMEP/CCMEPMTL/CCMEPMTL-3.stm

CCMEP Program Model

The CCMEP Program Model as prescribed by the State in the CCMEP Manual is described in the following sections and depicted in Figure 1.

County Inputs

Ohio delivers services through a state supervised and county administered model. Administrative control over CCMEP resides with the Office of Workforce Development in the Department of Job and Family Services. Programs are controlled and implemented at the local level and vary by county. Prior to implementation, each Board of County Commissioners designated either the County Department of Job and Family Services (CDJFS) or the county Workforce Development Agency (WDA) as the "lead agency" to oversee CCMEP. Seventy-six of Ohio's 88 counties are led by the CDJFS and the remaining twelve are led by the WDA.

Each county submitted a CCMEP County Plan. The plan outlined how they planned to meet the intentions of the CCMEP in their county. Each County Plan documented: (1) lead agency and coordination with partners, (2) population served, (3) co-location of services, (4) referral and eligibility, (5) comprehensive assessment and individual opportunity plan, (6) program services, (7) case managers and case management, and (8) program measures. Counties were required to revise and resubmit their County Plans by October, 2017 after CCMEP became law. Counties were required to identify existing staff with the appropriate qualifications to become CCMEP case managers or solicit new employees to work within CCMEP. Counties also ensured that CCMEP staff attended the state provided trainings to understand how to implement the program.

Figure 1: CCMEP Logic Model

| County Inputs	Agency/Program Inputs	Outputs	Outcomes Short	Outcomes Intermediate	Outcomes Long
• Select lead agency • Establish and align partnerships between the CDJFS, WDA, WDB, and all contracted providers • Submit CCMEP County Plan • Co-locate employment, training, and supportive services • Identify CCMEP case managers with appropriate qualifications and training • Train CCMEP staff	• WIOA Eligibility Determination (JFS 03002) • Comprehensive Assessment (JFS-03003) • Individual Opportunity Plan (JFS 03004) • Comprehensive case management (contact every 14 to 30 days) • One year of follow-up after exit	• Results in program eligibility • Results in identification of employment and educational barriers • Results in identification of short and long-term education and employment goals • Results in program **enrollment** via service participation • Results in continued assessment of client needs • Reults in continued case management after program exit	• Participation in one or more of fourteen core WIOA youth elements/services for a minimum of 20 hours per week • Employment placement • Education placement	• Meet or exceed CCMEP performance measures • Education, Training, or Employment at Exit • Education, Training, or Employment 2nd quarter after exit • Education, Training, or Employment 4th quarter after exit • Credential attainment rate • Median earnings 2nd quarter after exit • Effectiveness in serving employers • Measurable skills gain	• Lifetime self-sustainability

Agency/Program Inputs and Outputs

CCMEP replaced WIOA and TANF OWF for youth ages 16-24. Upon implementation, all 88 Ohio counties had 6 months (July 1, 2016 to December 31, 2016) to transition existing WIOA participants to CCMEP and reconfirm the eligibility of current TANF OWF participants. WIOA youth were automatically converted to CCMEP participants while TANF OWF youth required recertification of benefits, a completed interim report or a change to existing benefits to determine CCMEP eligibility and program participation. A complete transition into CCMEP was indicated by a signed Individual Opportunity Plan (IOP).

CCMEP involves three phases: (a) pre-enrollment, (b) enrollment, and (c) follow-up. During CCMEP pre-enrollment, youth ages 14-24: (1) complete the JFS 03002 to determine program eligibility, (2) complete a comprehensive assessment (JFS 03003) with a case manager to identify strengths and barriers, and (3) identify education and employment goals with a case manager to complete the IOP (JFS 03004). During the pre-enrollment stage, a basic skills assessment is given to properly assess the educational functioning level (EFL) of the client.[2]

CCMEP enrollment occurs after a youth has signed an IOP. Individuals participate in one or more of fourteen available statutory services (e.g., employment services, training, education, mental health care). In addition, if a CCMEP participant is OWF work-required, enrollment is not official until the date cash assistance has been authorized. During this time, the CCMEP client also is receiving comprehensive case management with a minimum contact of every 30 days if not more frequently. Follow-up includes twelve months of regularly scheduled contact with a case manager after a client exits CCMEP. The Comprehensive Case Management and Employment Model Client Process as described in the CCMEP Manual is shown in figure 2.

---

[2] The Ohio Graduation Test (OGT) or other secondary school standardized tests can be used if less than six months old. The Test of Adult Basic Education (TABE) is most commonly used for out-of-school youth.

Figure 2: Comprehensive Case Management and Employment Model Client Process
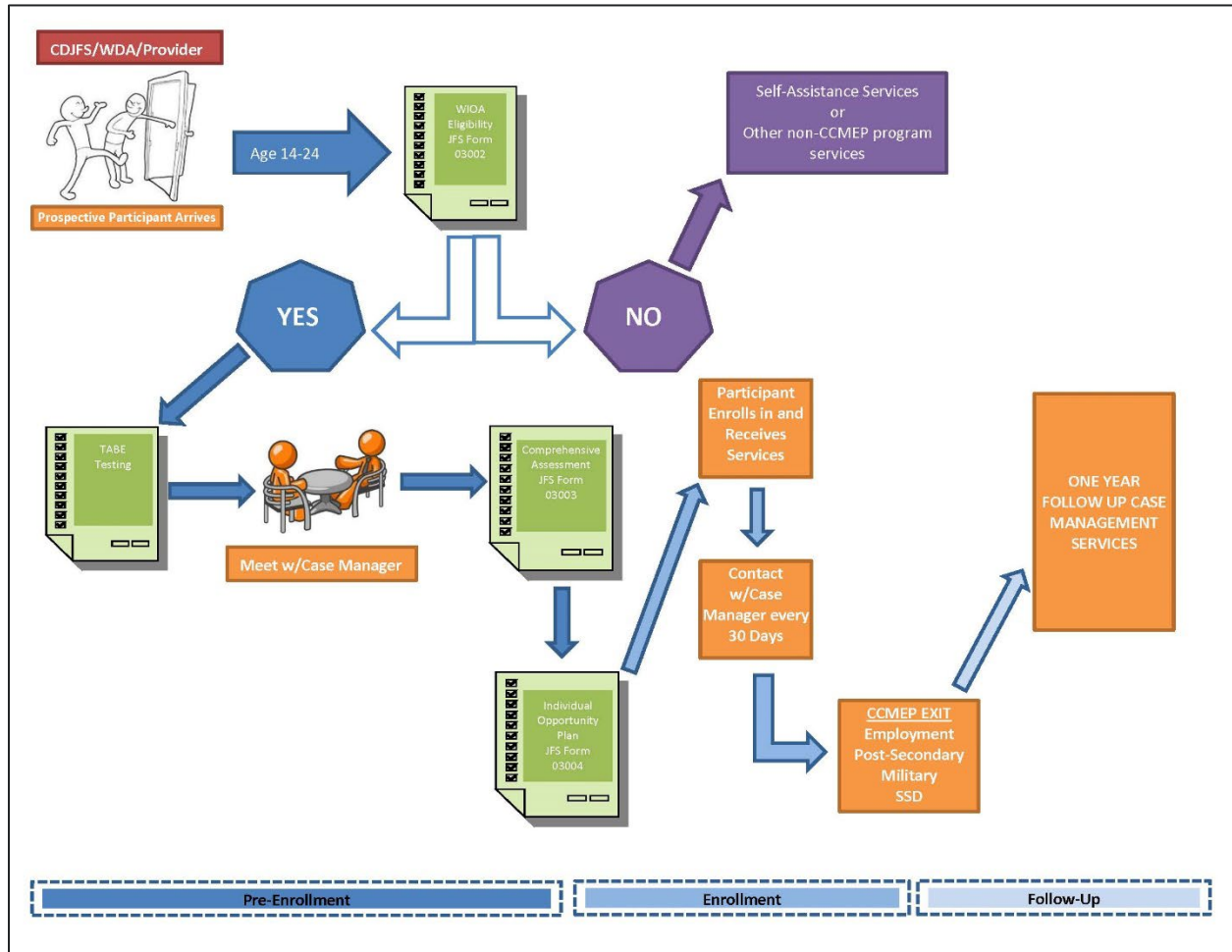
Short-Term Outcomes

Participants must participate in 20 hours of CCMEP approved activities per week. Case managers have discretion to reduce the number of required hours for both WIOA and OWF work-required funded clients. OWF work-required youth must meet the CCMEP minimum of twenty hours per week. OWF work-required youth enrolled in CCMEP are provided with the flexibility of meeting their required hours via participation in approved CCMEP activities rather than being held to the strict core and non-core work participation hours prescribed for TANF participants. A positive program exit occurs once the participant has obtained employment, enrolled in post-secondary education, enlisted in the military, or been awarded social security disability (SSD). People also may be removed from CCMEP for not participating or complying with program requirements.

Intermediate Outcomes

For enrolled CCMEP participants, program performance is measured by the following seven indicators:

- Education, Training, or Employment at exit;
- Education, Training, or Employment 2nd quarter after exit;

- Education, Training, or Employment 4th quarter after exit;

- Credential attainment rate;

- Median earnings 2nd quarter after exit;

- Effectiveness in serving employers; and

- Measurable skill gains.

Performance measures apply to all CCMEP participants regardless of funding source. Six of the seven performance measures are the same as WIOA performance measures. CCMEP youth solely funded via WIOA will be tracked at the local workforce area level and reported as part of the DOL-WIOA youth performance measures. A successful CCMEP participant will have met or exceeded these performance measures.

Long-Term Outcomes
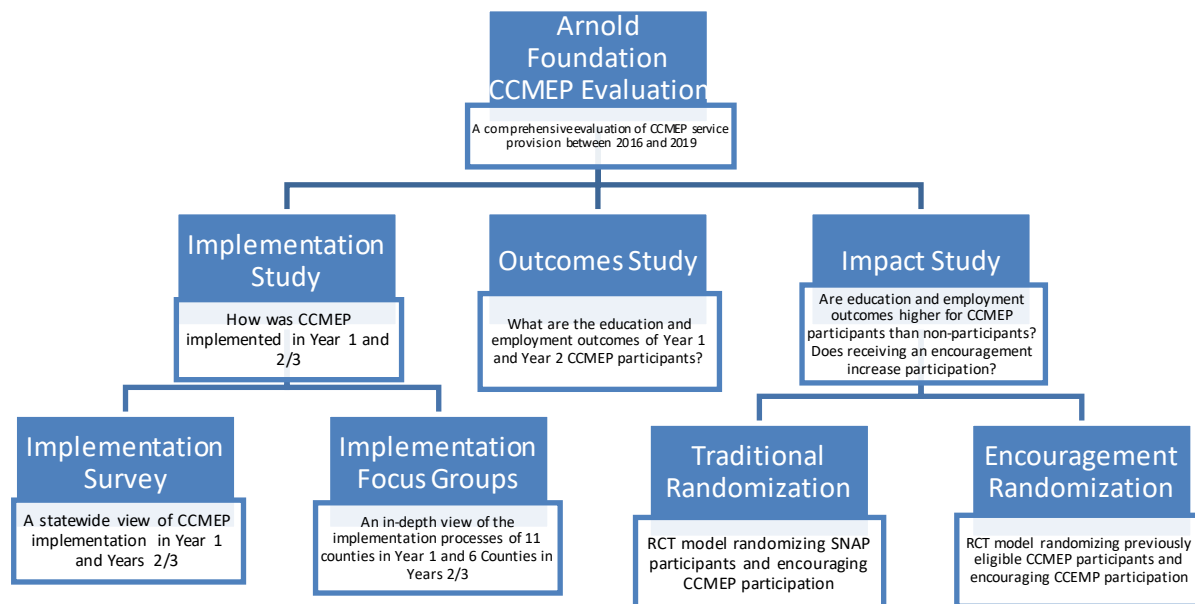
Expected long-term outcomes include increased employment, training participation, vocational education, and higher education, which lead to reductions in poverty by addressing food insecurity, housing instability, and mental health issues. The overall objective of CCMEP is to increase the viability for clients to become self-sufficient and sustain their families over their lifetime.

CCMEP Evaluation Overview

The Arnold Foundation has funded an evaluation of a comprehensive case management approach to service provision between 2016 and 2019. Working in collaboration with the Ohio Department of Job and Family Services, the complete CCMEP evaluation is comprised of three studies allowing for a comprehensive research design. The three studies include an Implementation Study, Outcomes Study, and Impact Study. Figure 3 shows how these studies fit within the overall CCMEP evaluation. Table 1 shows the counties participating in the Implementation and Impact Studies. All counties were included in the Outcomes Study.

Figure 3. CCMEP Evaluation Hierarchy

```
                    Arnold
                   Foundation
                CCMEP Evaluation
          A comprehensive evaluation of CCMEP service
                provision between 2016 and 2019

   Implementation          Outcomes Study              Impact Study
      Study                                    Are education and employment
  How was CCMEP        What are the education and   outcomes higher for CCMEP
 implemented in Year 1 and   employment outcomes of Year 1   participants than non-participants?
      2/3                and Year 2 CCMEP participants?   Does receiving an encouragement
                                              increase participation?

 Implementation    Implementation      Traditional         Encouragement
    Survey         Focus Groups      Randomization        Randomization
A statewide view of CCMEP   An in-depth view of the   RCT model randomizing SNAP   RCT model randomizing previously
 implementation in Year 1   implementation processes of 11   participants and encouraging   eligible CCMEP participants and
   and Years 2/3       counties in Year 1 and 6 Counties in   CCMEP participation   encouraging CCEMP participation
                    Years 2/3
```

The **Implementation Study** investigates the implementation practices of CCMEP in select counties across the state. Variations from the state model and across counties are noted. In Year 1, in-depth focus groups were conducted in eleven counties. In Years 2 and 3, focus groups were conducted in the six counties participating in the Impact Study. The Implementation Study is the focus of this report.

The **Outcomes Study** uses existing administrative data to understand the education and employment outcomes of early CCMEP participants in year 1 and 2 in comparison to non-participants.

The **Impact Study** is a Randomized Control Trial (RCT) with an option of two randomization designs (traditional and encouragement). It investigates the education and employment outcomes of youth participating in CCMEP versus non-participants in year 3. The "traditional" design randomizes SNAP participants into a treatment group who will receive a notification to participate in CCMEP services and a control group who will not receive a notification to participate in CCMEP services. The "encouragement" design randomizes previously eligible participants into a treatment group who will receive a notification to participate in CCMEP services and a control group who will not receive a notification to participate in CCMEP services. Both designs send an encouragement (e.g., text message) to assess the take-up rate of participation of those that receive the encouragement in the treatment group versus those that do not in the control group.

Table 1: Participating Counties

Implementation Study	Impact Study
Cuyahoga	Cuyahoga
Lucas	Lucas
Stark	Stark
Ashtabula	Crawford
Hamilton	Franklin
Montgomery	Portage
Ottawa	
Summit	
Trumbull	
Van Wert	
Warren	

*Note: The Outcomes study includes all 88 Ohio counties.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
CHRR AT
THE OHIO STATE UNIVERSITY
oerc.osu.edu
chrr.osu.edu
11

Research Questions

This report focuses on the implementation of CCMEP in the first two years, 2016-2018. The report provides information regarding program design, service delivery, collaborative efforts, policy discrepancies, and perceptions of success. The report addresses variation across counties when notable. This information is important to interpreting the findings of the Outcomes and Impact Studies. To better understand how each of the fourteen counties implemented CCMEP the following questions were addressed:

Question 1: Who is the CCMEP client population? How does the population differ across counties?

Question 2: How does the capacity to deliver CCMEP differ among counties?

Question 3: What does CCMEP model implementation look like? What are the notable differences across counties?

Question 4: How do CCMEP policies at the local level vary in terms of funding and co-enrollment??

Question 5: What kind of professional development, training and resources were provided for CCMEP staff?

Question 6: What does the future of CCMEP look like? What are the notable differences across counties?

Data Sources

The implementation study draws on a variety of data sources.

1. Focus Groups: Focus groups were held in eleven counties during the summer of 2017 to collect data regarding the implementation of CCMEP in Year 1. The number of focus groups varied by county size and program structure, however everyone involved in the implementation of CCMEP in that county was included (JFS, OMJ, WIB, providers, leaders, case managers, etc.) These eleven counties were selected based on their responses to the Year 1 CCMEP Implementation Survey regarding the provision of services similar to CCMEP for adults over the age of 25. Focus groups were held in six counties during the summer/fall of 2018 to collect data regarding the implementation of CCMEP in Year 2. There was a maximum of two focus groups held in each county and participants were selected by the CCMEP program lead (i.e. CDJFS or WDA) in that county. These six counties were selected based on their participation in the CCMEP Impact Study. See the appendix for a complete list of participating counties and focus group participants.

2. Implementation Survey: A web-based survey was provided to all CCMEP sites in 2018 and 2019. The Year 1 survey was administered between June and October of 2017 and the Year 2 survey was administered between August and November of 2018. This survey gathered information regarding model implementation, fiscal/administrative tasks, funding and funding mechanisms, participant engagement, participant participation,

employer engagement, and staffing. In Year 2, the questions included case management. Contracted providers were also surveyed in Year 2.

    a. Year 1 Survey: The survey report titled, "How is Ohio's Comprehensive Case Management and Employment Program (CCMEP) being Implemented? A View from around the State" was completed in December of 2017. This report summarizes the results from surveying 93 entities involved in the provision of CCMEP services to Ohio youth aged 16-24. These entities include County Department of Job and Family Services agencies (67 valid responses), Workforce Development Agencies (12 responses) and Workforce Development Boards (10 responses). Overall, 81 of Ohio's 88 counties, a 92% coverage rate, responded to the survey. Findings of this report indicate early comparative data on key attributes pertaining to CCMEP, such as organizational structure; administration and funding; participant engagement and participation; employer engagement; and staffing/training – to facilitate learning among the three entities as they continue to move forward with implementation in Year 2.

    b. Year 2 Survey: The survey report titled, "How is Ohio's Comprehensive Case Management and Employment Program (CCMEP) being Implemented? Another View from around the State" was completed in December of 2019. This report summarizes the results from surveying 131 entities involved in the provision of CCMEP services to Ohio youth aged 14-24. These entities include County Department of Job and Family Services agencies (74 valid responses), Workforce Development Agencies (13 responses), Workforce Development Boards (7 responses), and contracted service providers (36 responses from 28 counties). Overall, 84 of Ohio's 88 counties, a 95% coverage rate, responded to the survey. Findings of this report provide comparative data on key attributes pertaining to CCMEP, such as organizational structure; administration and funding; participant engagement and participation; employer engagement; case management, and staffing/training – to facilitate learning among the three entities as they continue to move forward with implementation in Year 2.

3. County Plans: Each county submitted a County Plan prior to the statewide rollout in July, 2016 and an amended County Plan in October of 2017 after the program was passed into state law. The County Plans indicated how each county intended to implement CCMEP.

4. CCMEP State Reports: The state reported on the outcomes of CCMEP quarterly and produced a comprehensive report at the end of each fiscal year. The Year 1 and Year 2 reports are considered here.

5. CCMEP Administrative code.

6. CCMEP Manual.

CCMEP Customer Population

CCMEP youth are ages 14-24. Counties tend to serve more 18-24 year olds using TANF funding while those using WIOA funding are most likely to span 16-24. Often a youth's first introduction to CCMEP is when they are sitting in triage desperate for money to get them through their next few weeks. During intake appointments, whether it is for Medicaid, SNAP, or cash assistance, eligibility specialists discuss CCMEP. However, the study team found that for many youth seeking cash assistance, CCMEP becomes just another barrier to receiving cash benefits.

Many are first time public assistance recipients while others come from generational poverty. They are likely to have limited support from friends and family which impacts their ability to succeed in school, obtain a good job, and become self-sufficient. This lack of support is often a barrier to their successful participation and completion of CCMEP. Often this lack of a support system translates to not having a single person they feel they can count on as an emergency contact.

Clients tend to lack life skills, the ability to manage obstacles, soft skills, and job readiness. Many are in and out of homelessness or are couch surfing, in foster care, or in abusive situations and lack consistent access to food. Barriers to transportation and access to computers are also problematic. Many are pregnant or have young children themselves.

In a rural county, case managers find that their youth experience high levels of "crippling anxiety" which prevent them from functioning at high levels. This anxiety usually prevents youth from obtaining successful employment and often they are referred to counseling before a job. "[Getting] over the anxiety so that we can then move on and actually learn to work," (Case Manager) becomes the first goal for participants.

Focus group participants perceive that youth in more rural counties tend to be more trusting, but in larger more urban counties clients often need supportive services from the government but do not trust them, thus creating another barrier.

Case managers seek to help every youth that walks through the door, but for some it is apparent that they will not meet the program outcomes from the beginning. These youth are ultimately unable to participate and "go back on the street to find another program, hopefully" (Workforce Provider).

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education

CHRR AT
THE OHIO STATE UNIVERSITY

oerc.osu.edu

chrr.osu.edu

14

Table 2: CCMEP Population Characteristics

Year	Ashtabula			Crawford*			Cuyahoga		
	2016	2017	2018	2016	2017	2018	2016	2017	2018
Participants									
Total	290	533	1075		76	73	1698	2660	3517
Exited	19	60	272		14	26	417	1177	1022
Gender									
Female	166	300	578		43	47	980	1707	2353
Male	123	232	487		30	25	559	936	1141
Age									
14-15	0	23	142		4	0	0	41	396
16-18	116	189	400		37	28	725	964	1026
19-20	80	132	210		19	24	415	579	737
21-22	43	85	148		7	11	282	499	572
23-24	43	72	116		8	7	230	429	532
25 and older	8	32	59		1	3	46	148	254
Edu @ Enrollment									
9th or below	61	138	374		21	25	305	327	664
10th	67	113	205		15	16	321	388	383
11th	69	108	195		18	12	284	482	655
12th	12	15	22		2	2	117	278	466
HS Diploma	74	148	253		18	15	601	1052	1189
GED	3	5	11		1	1	23	33	39
Some College	2	3	12		0	1	35	62	85
Post 2nd Credential	2	3	3		1	1	12	38	36
Edu Status @ Enrollment									
In-School	118	242	640		41	36	903	1270	1819
Out-of-School	172	291	435		35	37	795	1390	1698
Barriers to Employment									
Disability	43	259	479		31	33	120	494	686
Pregnant or Parenting	45	176	271		26	30	110	859	1059
Single Parent	36	76	152		11	17	228	624	848
Basic Skills Deficient	39	123	389		53	55	384	486	618

Lack Transportation	32	19	66		10	11	575	102	135
Foster Youth	9	47	127		2	7	56	101	152
Homeless	13	156	427		19	19	49	673	727
Subject to Justice System	27	69	153		16	16	75	141	227
Ex-Offender	34	262	394		26	26	24	353	480

	Franklin*			Hamilton			Lucas		
Year	2016	2017	2018	2016	2017	2018	2016	2017	2018
Participants									
Total		2972	2760	1503	2216	2896	1313	2767	1528
Exited		730	733	234	205	743	633	783	883
Gender									
Female		1823	1740	1208	1829	2447	1008	1442	1079
Male		1131	1005	280	365	434	304	537	445
Age									
14-15		563	327	1	30	53	2	141	195
16-18		1398	1305	289	367	368	294	543	430
19-20		355	339	284	372	487	269	353	229
21-22		270	292	362	487	623	334	419	297
23-24		286	290	428	636	805	318	396	270
25 and older		100	207	139	324	560	96	132	107
Edu @ Enrollment									
9th or below		808	746	164	238	311	194	392	458
10th		597	580	146	202	242	193	302	204
11th		751	654	397	494	613	275	403	284
12th		121	119	63	136	162	52	84	58
HS Diploma		593	578	586	905	1263	520	664	437
GED		34	30	53	66	78	43	52	31
Some College		58	43	67	123	160	28	72	49
Post 2nd Credential		10	10	27	52	67	8	15	7
Edu Status @ Enrollment									
In-School		2087	1820	401	619	754	337	754	703
Out-of-School		885	950	1102	1579	2142	976	1230	825
Barriers to Employment									
Disability		422	419	150	694	913	95	502	371

Pregnant or Parenting		658	764	367	1552	2090	312	963	664
Single Parent		536	633	735	1270	1713	452	697	543
Basic Skills Deficient		1650	1842	627	1356	2007	259	683	997
Lack Transportation		195	229	498	129	170	238	137	121
Foster Youth		181	233	55	132	179	83	63	58
Homeless		660	916	41	622	799	34	237	176
Subject to Justice System		235	253	115	242	308	162	353	336
Ex-Offender		382	407	174	671	811	195	466	381

	Montgomery			Ottawa			Portage*		
Year	**2016**	**2017**	**2018**	**2016**	**2017**	**2018**	**2016**	**2017**	**2018**
Participants									
Total	1228	1988	2760	50	50	52		229	239
Exited	174	167	230	16	13	4		36	45
Gender									
Female	755	1224	1705	32	27	27		116	131
Male	529	759	1047	18	23	25		107	104
Age									
14-15	121	302	571	0	1	1		19	29
16-18	676	893	1062	7	5	5		104	89
19-20	185	299	441	12	13	10		49	47
21-22	151	194	239	9	14	16		18	29
23-24	124	202	259	16	12	12		29	30
25 and older	31	98	188	6	5	8		10	15
Edu @ Enrollment									
9th or below	375	755	1283	5	3	4		52	72
10th	297	369	440	8	5	6		33	40
11th	348	425	481	3	3	2		72	53
12th	52	79	101	0	0	0		4	2
HS Diploma	204	319	388	27	34	36		62	63
GED	5	16	22	3	3	2		1	4
Some College	4	18	33	2	0	0		4	4
Post 2nd Credential	3	7	12	2	2	2		1	1
Edu Status @ Enrollment									

In-School	785	1279	1893	10	8	10		150	153
Out-of-School	503	709	867	40	42	42		79	86
Barriers to Employment									
Disability	39	268	359	9	29	35		79	101
Pregnant or Parenting	96	527	699	15	23	27		49	55
Single Parent	148	372	523	14	11	17		38	43
Basic Skills Deficient	527	856	1668	8	25	28		178	186
Lack Transportation	25	88	142	10	2	2		27	22
Foster Youth	43	114	120	2	5	5		16	18
Homeless	103	197	294	1	11	13		71	72
Subject to Justice System	38	74	119	14	8	19		18	27
Ex-Offender	62	238	306	15	23	23		63	70

	Stark			**Summit**			**Trumbull**		
Year	**2016**	**2017**	**2018**	**2016**	**2017**	**2018**	**2016**	**2017**	**2018**
Participants									
Total	676	927	966	318	499	651	256	525	543
Exited	327	328	475	137	98	106	50	210	253
Gender									
Female	524	666	704	206	332	424	166	337	361
Male	150	258	258	110	161	222	83	142	176
Age									
14-15	1	0	0	5	2	12	37	72	127
16-18	180	351	253	75	262	379	84	177	152
19-20	120	159	236	68	65	72	25	85	49
21-22	155	167	202	86	58	66	53	123	102
23-24	144	195	211	70	81	84	49	100	85
25 and older	76	55	64	14	31	38	8	28	28
Edu @ Enrollment									
9th or below	36	51	58	45	45	54	60	133	222
10th	105	190	173	85	147	235	56	86	89
11th	186	290	274	100	178	222	51	96	76
12th	39	37	45	9	11	7	9	19	11
HS Diploma	269	314	329	68	103	113	65	163	120
GED	29	32	33	8	11	9	13	22	16

Some College	5	5	47	3	3	5	1	1	3
Post 2nd Credential	7	8	7	0	1	6	1	5	6
Edu Status @ Enrollment									
In-School	189	353	298	97	302	451	118	213	290
Out-of-School	487	574	668	221	197	200	138	312	253
Barriers to Employment									
Disability	262	385	446	29	151	189	6	149	130
Pregnant or Parenting	129	516	563	42	167	163	28	308	243
Single Parent	357	403	409	108	151	144	59	235	191
Basic Skills Deficient	565	772	837	145	314	525	128	412	438
Lack Transportation	331	78	88	52	42	51	21	7	6
Foster Youth	61	57	60	23	23	17	5	7	8
Homeless	57	409	298	26	84	104	0	40	62
Subject to Justice System	192	293	313	47	70	76	12	16	15
Ex-Offender	221	354	365	31	128	134	7	75	58

	Van Wert			**Warren**		
Year	**2016**	**2017**	**2018**	**2016**	**2017**	**2018**
Participants						
Total	48	59	70	43	37	99
Exited	8	18	20	22	5	21
Gender						
Female	31	37	41	31	16	47
Male	17	22	29	12	21	51
Age						
14-15	1	7	17	0	8	19
16-18	23	27	32	7	9	33
19-20	7	12	12	19	11	22
21-22	9	5	4	8	4	11
23-24	6	6	4	7	4	12
25 and older	2	2	1	2	1	2
Edu @ Enrollment						
9th or below	10	17	32	0	8	20

10th	6	8	10	1	3	17
11th	13	17	18	1	4	13
12th	0	0	0	1	1	3
HS Diploma	19	17	10	35	17	43
GED	0	0	0	5	4	2
Some College	0	0	0	0	0	0
Post 2nd Credential	0	0	0	0	0	1
Edu Status @ Enrollment						
In-School	23	39	58	2	15	49
Out-of-School	25	20	12	41	22	50
Barriers to Employment						
Disability	7	26	32	14	24	57
Pregnant or Parenting	6	10	7	8	8	21
Single Parent	11	9	6	15	6	17
Basic Skills Deficient	27	41	46	7	7	37
Lack Transportation	13	14	14	7	16	23
Foster Youth	6	0	0	7	1	7
Homeless	1	11	9	2	4	27
Subject to Justice System	6	7	12	8	8	32
Ex-Offender	9	15	16	8	16	44

Data in this table comes from the Ohio CCMEP Performance Report: Annual Program years 2016, 2017 and 2018.

*Crawford, Franklin and Portage Counties joined the study in Year 2 (Program Year 2017)

CCMEP Service Delivery Context

Counties included in this report span geographic regions across the state and include the largest metropolitan areas such as Cuyahoga, Franklin, and Hamilton Counties, smaller urban counties like Lucas, Montgomery and Stark, and rural counties including Crawford, Portage, Trumbull, Van Wert and Warren. Table 4 describes the key demographic characteristics of each county.

Table 3: County Demographics

Population Characteristics	Ashtabula	Crawford	Cuyahoga	Hamilton	Franklin
Total Population	99,175	41,494	1,258,710	805,965	1,317,000
% 15-19 years	6.4%	38.4%	6.4%	6.6%	59.1%
% 20-24 years	5.8%	57.6%	6.6%	7.0%	33.4%
Race					
White alone	93.0%	90.4%	63.2%	68.2%	5.7%
Black or African American alone	3.5%	4.1%	29.7%	25.8%	85.5%
American Indian and Native Alaskan alone	0.2%	0.0%	0.3%	0.1%	0.3%
Asian alone	0.4%	0.0%	2.8%	2.4%	2.4%
Native Hawaiian or Other Pacific Islander alone	0.0%	0.0%	0.0%	0.0%	0.0%
Two or More Races	2.4%	4.1%	2.6%	2.5%	1.4%
Hispanic or Latino	3.9%	2.7%	5.4%	2.9%	3.6%
White alone, not Hispanic or Latino	90.0%	96.7%	60.0%	66.4%	66.9%
Education					
High School Graduate or above	85.4%	23.3%	88.5%	90.1%	23.6%
Bachelor's Degree or above	13.1%	1.4%	30.9%	35.6%	0.4%
Income	$41,158	$ 41,726	$45,289	$50,399	$56,319
Poverty	19.8%	15%	18.3%	17%	16.3%
County Size (miles²)	701.93	401.79	457.19	405.91	532.19
Major City	Ashtabula	Bucyrus	Cleveland	Cincinnati	Columbus
Urban/Rural	Rural	Rural	Urban	Urban	Urban
Unemployment	4.5%	5.2%	6.2%	5.2%	3.8%

Population Characteristics	Lucas	Montgomery	Ottawa	Portage
Total Population	434,800	532,761	40,981	162,466
% 15-19 years	6.5%	6.4%	5.8%	49.3%
% 20-24 years	7.3%	6.9%	4.8%	44.4%

Race				
White alone	72.8%	73.5%	95.9%	55.6%
Black or African American alone	19.1%	20.7%	1.2%	32.6%
American Indian and Native Alaskan alone	0.3%	0.2%	0.1%	0.0%
Asian alone	1.7%	2.0%	0.3%	0.0%
Native Hawaiian and Other Pacific Islander alone	0.0%	0.0%	0.0%	0.0%
Two or More Races	4.0%	3.0%	1.2%	0.8%
Hispanic or Latino	6.7%	2.6%	4.8%	2.9%
White alone, not Hispanic or Latino	69.7%	71.7%	92.6%	90.8%
Education				
High School Graduate or above	88.8%	89.6%	92.3%	29.8%
Bachelor's Degree or above	25.1%	26.1%	21.3%	0.4%
Income	$42,917	$45,394	$54,580	$ 53,816
Poverty	19.8%	17.9%	10.5%	13.1%
County Size (miles^2)	340.86	461.55	254.92	487.38
Major City	Toledo	Dayton	Oak Harbor	Ravenna
Urban/Rural	Urban	Rural	Rural	Rural
Unemployment	6.0%	5.4%	3.2%	4.6%

Population Characteristics	Stark	Summit	Trumbull	Van Wert	Warren
Total Population	**374,762**	**541,372**	**204,908**	**28,501**	**222,184**
% 15-19 years	6.6%	6.5%	6.1%	6.7%	7.0%
% 20-24 years	6.4%	6.5%	5.9%	5.7%	5.3%
Race					
White alone	88.4%	79.6%	88.7%	96.5%	89.3%
Black or African American alone	7.3%	14.4%	8.3%	1.2%	3.6%
American Indian and Native Alaskan alone	0.1%	0.2%	0.1%	0.1%	0.1%
Asian alone	0.8%	2.7%	0.5%	0.4%	4.8%
Native Hawaiian and Other Pacific Islander alone	0.0%	0.0%	0.0%	0.0%	0.0%
Two or More Races	3.1%	2.7%	2.1%	1.2%	1.5%
Hispanic or Latino	1.9%	1.9%	1.6%	2.9%	2.5%
White alone, not Hispanic or Latino	87.0%	78.2%	87.5%	94.5%	87.5%
Education					
High School Graduate or above	90.4%	91.0%	88.9%	91.5%	92.9%

Bachelor's Degree or above	22.6%	30.7%	18.0%	17.2%	41.0%
Income	$48,714	$51,562	$43,811	$50,547	$76,200
Poverty	14%	13.6%	17.2%	12.7%	5.1%
County Size (miles^2)					
Major City	Canton	Akron	Warren	Van Wert	Lebanon
Urban/Rural	Rural	Urban	Rural	Rural	Rural
Unemployment	4.8%	4.7%	3.9%	3.7%	3.3%

Coordination, Collaboration, and Partnerships

The intention of CCMEP is to create a statewide program implemented at the county level which unifies TANF and WIOA programming for youth ages 14-24. This requires the coordination of County Job and Family Services Agencies and County Workforce Development Agencies, the collaboration of staff across agencies and contracted providers and partnerships with community organizations and area employers.

Of the 88 counties in Ohio, all but twelve selected the County Job and Family Services Agency as the lead agency. There are clear differences in organizational culture and structure of the CCMEP program depending on which agency is the lead.

Table 4: County Agency Characteristics

County	Lead Agency	Combined	Co-Location
Ashtabula	Job and Family Services (ACJFS)	Triple	2 buildings
Crawford	Job and Family Services (CrCJFS)	Quad	Yes
Cuyahoga	Job and Family Services (CCJFS)		OMJ in 3 JFS buildings
Franklin	Job and Family Services (FCJFS)		
Hamilton	Job and Family Services (HCJFS)		
Lucas	Workforce Development Agency (LCWDA)		
Montgomery	Workforce Development Agency (MCWDA)	Quad	Yes
Ottawa	Job and Family Services (OCJFS)		
Portage	Job and Family Services (PCJFS)		
Stark	Workforce Development Agency (SCWDA)		
Summit	Job and Family Services (SCJFS)		
Trumbull	Job and Family Services (TCJFS)		
Van Wert	Job and Family Services (VWCJFS)		
Warren	Workforce Development Agency (WCWDA)		

Some counties have combined agencies. For example, The Crawford County Department of Job and Family Services (Crawford CDJFS) is a quadruple combined co-located agency including CSEA, Children's Services, Income Maintenance Public Assistance, and WIOA. The OMJ Supervisor supervises both WIOA and TANF and therefore oversees CCMEP. Ashtabula has a triple-combined

agency across two buildings. They contract with A-TECH to provide CCMEP services to clients who are also co-located in the buildings. While Cuyahoga does not have a combined agency, they do co-locate services. The OMJ is co-located in three of the four CCDJFS centers. Often the CCDJFS pays for the OMJCC staff. The CCDJFS can contract directly with the OMJCC without going through a competitive procurement. This facilitates access to OMJCC resources such as the Individual Training Program, applicant job readiness, and other partnerships. They have begun to conduct joint RFPs, demonstrating collaborative efforts and strength in their relationship. They selected the same provider for the same services provided to TANF and WIOA participants. While the OMJCC and CCDJFS are not integrated, having the Young Adult Resource Center at the OMJCC as the provider for both TANF and WIOA youth is helpful to streamlining the process across the two systems.

Varying Organizational Cultures

There are frequently cultural differences between the two agencies that create vast differences in operation, program implementation, and people served. In many counties, the cultural differences between the two agencies and the programmatic differences amongst the providers are evident in how they each discussed the implementation of CCMEP. This implementation was informed by the institutionalized practices which influence welfare and workforce programming in the counties.

There is a different culture that is evident when speaking with ODJFS Staff and WDA Staff regardless of the county. For instance, often their language is different. WDA Staff tend to refer to CCMEP youth as customers or consumers whereas at CDJFS Staff refer to them as clients. Workforce tends to use different titles like "career/job coach" instead of "case managers." Their perspective is that folks do not need to be managed. They see their role as helping customers get a job, go back to school, and to be the best they can be. There are no mandates to participate and there are no sanctions for not meeting requirements. On the other hand, CDJFS Staff are often viewed as "gatekeepers and box-checkers." They are there to determine if a client is doing what they are supposed to be doing according to the rules and contracts. There is little adaptation for an individual's life circumstances.

Employer Engagement

Engaging with employers is multi-faceted. It requires identifying prospective employers and building long-term relationships with them. Connecting the right employees to the correct employers is key to maintain program-employer relationships. Employer needs are also taken into consideration in an attempt to foster a mutually beneficial partnership. Finally, employer preparation is needed at some level to learn how to work with CCMEP youth.

Building Relationships

Agencies and providers have been building relationships with employers for much longer than the existence of CCMEP. Many have employer relationships that have lasted more than twenty years. In many cases, providers have acted as Summer Youth Employment Program providers in the past and have built relationships with employers through this program. For example, Summit County has over 130 established relationships with employers that they can tap into for CCMEP participant opportunities.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

24

Generally, counties are trying to build a single employer outreach unit/role so that employers are not getting contacted by multiple agencies/providers at the same time. Once relationships are established, counties tend to know which employers will work well with which types of clients. The goal is to create a well-established network of employers that is easily tapped into by case managers and employment coaches for client placement.

In combined agencies, OMJ Business services mostly engage with business partners. This frequently reduces the burden on case managers. In some smaller counties businesses only need to complete one worksite agreement for both WIOA and TANF employment programming. This reduces the workload for the employer and helps to streamline engagement with employers. For example, in Ashtabula, being a combined agency helps significantly with employer engagement and relations. Many staff have cycled through various positions including economic development, allowing them to initiate inter-agency connections quickly. There is an Employer Coordinator or Business Liaison who works to build relationships between local employers and the agency. In the case of Ottawa County, they are trying to build an "employer outreach arm" to connect the work being done at the OhioMeansJobs one-stop centers with that of economic development in the county. However, many new agency-employer relationships also come from job coaches and monitors trying to acquire new job sites for their clients.

Smaller counties such as Ashtabula and Ottawa typically engage around 50 employers each year whereas larger counties like Summit engage with over 300. Stark County acquires many employers through individual staff relationships. They also frequently partner with smaller, "mom and pop" businesses rather than larger corporations. This does often create the problem, however, of finding employers that can offer more than just entry-level jobs.

Connecting Employers to Youth

Most counties have some version of a CCMEP Youth Employment Specialist for both WIOA and TANF that are responsible for connecting youth with employers. These might be the same as a case manager or in the larger counties like Hamilton, they might have staff to fill these roles independently. Connecting youth with employers often includes providing job readiness training prior to placement and mentoring during a summer employment experience; recruiting worksites, matching youth to worksites based on interests, location, skills, and other factors identified in the assessment; and facilitating payroll. Not all jobs require an interview process, but CCMEP case managers often encourage this to provide opportunities for participant skill development.

Once youth are placed, they are assigned job monitors who check in frequently with participants and employers to ensure all is going well. Employers are also free to reach out to case managers for any reason pertaining to a client-employee. Getting to know the employer and the youth is important to make good matches.

Accommodating Employer Needs

In addition to focusing on the needs of clients, the importance of addressing the needs of businesses was expressed. "[Businesses] need these clients advancing on these paths, as much as the clients need to be advancing on these paths. Developing the skills, achieving the education, and having the

right experiences to fill higher-functioning positions that they are telling us are vacant, and they need filled, to grow" (CCDJFS Leadership). It becomes a win-win for both. If JFS and the OMJs are cognizant of the needs of businesses and in partnership with them, economic stability for both businesses and clients can grow.

One approach the Cuyahoga CDJFS (CCDJFS) has taken is to reach out to organizations in in-demand industries regarding vacancies. Often, they discover that there are no open entry-level positions but there are quite a number of open positions at the next level. The goal is to identify the training needed for entry-level positions and then help the organization find ways to advance current employees to make room for newly trained CCMEP participants at the entry level. The strategy with businesses has worked. One organization now has spots opening up for 80 new entry-level positions and 300 in the next two years. They came to the CCDJFS asking for individuals who are ready to work.

In Cuyahoga County, they have a program through the Department of Development called SkillUp, which engages businesses and seeks to serve entry-level employees who need skills. The CCDJFS pays for their education, training, and any wage differential. They are getting these entry-level folks ready for career paths that lead to BA level positions. "We're providing businesses that concierge service, and that professional service, to map a client from a low-level, entry-level into a mid-level position, and beyond" (CCDJFS Leadership).

Rather than focusing on the barriers of potential job candidates with employers, they choose to focus on presenting clients to businesses that are ready and willing to work. There are some employers that are able to specify what they need in an entry-level position and have an understanding that the employees they are getting from the CDJFS are often barrier-ridden. One employer in a larger county provided 300 jobs and asked for youth to come with soft skills, some work experience in any industry, and case management services to provide any support necessary to keep them working. It is a fine line for the county, however, because they don't want to send bad job candidates or someone who is not ready and risk ruining the relationship with that business.

Many counties find that a deficit of CCMEP is that it is premised on an assumption that relationships with businesses either already exist or will quickly materialize for CCMEP providers without any true cultivation. Organizations most certainly wonder why they should engage with this barrier-ridden, often unreliable, and very risky population provided by welfare and workforce agencies. It is not easy work for either party. "It requires cultivation, it requires relationship building, it requires networking and canvassing" (Workforce Provider). Many counties feel that CCMEP does not address the relationships that must be built with employers for the program to be successful. Incentives often do entice employers to partner with CCMEP. However, counties really try to instill that they are providing employers with more than just free labor, but that employers also need to be prepared to invest in each youth's development. They "sell themselves as the support system for the employers" (Summit Provider).

Employer Preparation

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

26

Employer preparation varies by county and often employer needs. Some counties, such as Summit, offer a training/orientation with a handbook for the employers to provide them with an understanding of the type of youth they will be working with and the rules and regulations of the program, while others speak to employers on a case-by-case basis. For some, employers prefer to interview the youth prior to hiring and others prefer for the CDJFS to just send over new youth employees. Some youth have been hired full-time for permanent positions outside of CCMEP. In other instances, employers might come to the county with, for example, 80 summer job openings and expect the CDJFS to help fill them. Employers want to "see that a person can show up, and subsidized employment does that. They want to see that somebody has gone through a supportive service program and a soft skills program so that they understand the world of work" (Case Manager). They are protective of their relationships with the employers and so are very careful to send each employer good candidates that will be a good fit for that work environment.

Pre-CCMEP Context

While CCMEP officially began on July 1, 2016, the State provided a 6-month grace period to counties needing more time to plan for the implementation of CCMEP. Many counties did not start CCMEP until January of 2017, the state's deadline to reach compliance.

Many counties shared that they were providing similar services to CCMEP prior to the State creating/naming the process of CCMEP. They shared that the goal of CCMEP – "participant self-sufficiency" is the same as their previous programs. The differences are evident in the "injection of TANF" dollars and modified programming to meet State requirements of CCMEP.

For example, prior to CCMEP, Cuyahoga County offered a pre-employment screening process and intensive case management for individuals on cash assistance. It was different from CCMEP in that it did not include co-enrollment and braiding of TANF and WIOA funding. They also had a "no wrong-door" vision for services meaning that no matter where a client entered, they would receive the appropriate direction. CCMEP exemplifies this through collaboration amongst agencies.

CCMEP Model Implementation

Client Process - General

Implementation of the CCMEP model projected by ODJFS (see Figure 1) varies from county to county. The client process, case management and overall experience will vary depending on the county. Each county has adapted the state's CCMEP model to fit their needs and existing processes.

Case management practices vary across counties and within counties due to the variety of agencies providing services including the CDJFS, WDA and contracted service providers.

The CCMEP Client Process is summarized into three phases and seven sub-phases. While each county is slightly different, they can generally be grouped into: Pre-Enrollment (Intake, Eligibility, Testing, Comprehensive Assessment and the Individual Opportunity Plan), Enrollment (Provision of Services and Case Management), and Exit and Follow-Up (See Figure 2 for the CCMEP Client Model

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

27

Process). This section first provides a general overview of the client process, prior to providing more detailed examples from one rural and one urban county.

Phase 1: CCMEP Pre-Enrollment

Intake. Intake varies in each county and by agency. In larger counties, it is most common for eligibility specialists to be the first point of contact for a potential CCMEP youth whereas in smaller counties, the youth might start with their future case manager. Most often the CDJFS staff will complete the intake and eligibility for each new CCMEP applicant regardless of whether they came through TANF or WIOA.

Often counties require a CCMEP orientation before moving through the remaining intake steps. These tend to be held at the same time on the same day each week. Some counties also provide a job readiness class for youth seeking cash assistance prior to pushing them into CCMEP.

Eligibility. Youth eligibility is sometimes determined on the spot or during their initial orientation. Typically, a youth is provided with the JFS 0002 Eligibility Form to complete.

Testing. Youth must take the TABE or some other qualifying skills assessment within the first ten days after intake and prior to enrolling in CCMEP services. This assessment identifies any skill deficits the youth might have. This knowledge helps to identify goals and a good job placement. In some counties this test is sent home, while in others it can be taken in the agency at the same time each week. If they are in-school youth, they can use the results of the AIR test (statewide test) and/or their report cards as their basic assessment if available within the last 6 months.

Comprehensive Assessment. Many front-line staff, whether they were employed by the county or a provider, expressed concern with the comprehensive assessment. Many would like to make the comprehensive assessment conversation more "dignified" for clients. It is long and invasive. It is also most often a case manager/intake worker's first time meeting a youth. Therefore, trust has not yet been built.

Given that the comprehensive assessment asks very personal and intrusive questions, some providers hold a CCMEP orientation to describe the program and expectations to youth prior to completing the assessment and IOP. This helps familiarize them with the process and makes the assessment conversation less intrusive.

Space matters. Often these conversations take place in an open environment where others can hear. This impacts the quality of information the case manager is able to obtain from the youth as there is a lack of confidentiality. Building trust with clients to get them to tell their whole story is more difficult in the larger counties where clients have multiple staff touchpoints and are required to build relationships with multiple CCMEP staff. Often the client is required to tell their story over and over again before receiving services.

Youth complete the CCMEP Assessment (form JFS 03003) with a case manager or eligibility specialist depending on the county. It is very common for the case manager/eligibility specialist to enter the data as they have a conversation guided by the assessment questions. Some prefer to wait

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

28

until the conversation is over so that they can focus their attention on the client while others have support staff to do the data entry at a later time.

In 2017 the ODJFS developed a shorter CCMEP Assessment for in-school youth. However, use of the shorter version amongst counties was inconsistent in years two and three of implementation as many counties still complained about the length and intrusiveness of the assessment.

Individual Opportunity Plan (IOP). Using the information in the assessment, the case manager will develop the IOP (form JFS 03004) creating long- and short-term goals with the client. In a rural county, the CCMEP Case Management Team created an MS Word Document called the "IOP Detail Sheet" to identify their actual assignment which meets their work eligibility requirements. It indicates "effective this date, you're completing this many hours per week as a condition of your eligibility program" (Case Manager). Their work assignment is CCMEP, however the case manager will specify exactly how the client will meet their 20-hour (or more) work requirement. Once the participant gets their IOP details, they sign everything and receive a copy of the assignment details. A follow-up appointment – either in person or by phone – is scheduled for 30 days out. Clients have the option of a phone call or a face-to-face appointment. The case manager and the client touch-base every 30 days after that, unless the client is considered intensive in which case the follow-up is every fourteen days. Intensive cases include those that are homeless or in a drug/alcohol treatment facility. Intensive case management was only relevant during the first year of CCMEP. The state removed this designation moving forward. The reality is that nearly every youth participating in CCMEP is considered intensive.

Phase 2: CCMEP Enrollment

Enrollment. CCMEP enrollment is defined by the receipt of a service. To be enrolled in CCMEP the youth must have signed an IOP and received a service. Services show up in the WIOA Participant Individual Record Layout (PIRL) data and are not included in the CCMEP Assessment data. [Receipt of a service typically happens after eligibility determination (JFS 03002) and completion of the CCMEP Assessment (JFS 03003)]. In addition, if a CCMEP participant is OWF work-required, enrollment is not official until the date cash assistance has been authorized.

CCMEP WIOA Youth Enrollment
- Signed IOP
- Participated in one or more CCMEP service

CCMEP TANF Youth Enrollment
- Signed IOP
- Participated in one or more CCMEP service
- Cash assistance authorized

Provision of Services and Case Management. There is no common case management approach across counties and sometimes even within counties due to the differences in service providers. For larger counties such as Cuyahoga, which has six service providers, they will also have six case management styles. In Franklin County, there are eleven service providers, each with their own case management style.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

29

In Cuyahoga County, Catholic Charities is contracted as a provider to the CCDJFS and primarily serves TANF clients, however they have had many clients who were WIOA and also receiving case management and services from the OMJCC. Frequently work was duplicated; there were multiple comprehensive assessments and IOPs because both agencies were completing the paperwork. Communicating across agencies, funding streams, and case managers has been difficult, but they worked to alleviate those issues to create a better client experience.

How counties offer services is often times very different. In Cuyahoga, for example, youth are referred to different providers. In other counties, such as Franklin or Stark, youth are assigned to providers by location, needs, and/or interests. Many of the smaller counties such as Crawford, Warren, and Van Wert contract with only one provider on the WIOA side and provide all other services in-house. In Ashtabula, youth are assigned to one of five programs led by a case manager employed by one of the contracted providers. The first five are led by YO/A-TECH staff.

- Accelerated Career Education (ACE) – A GED (for out-of-school youth) and OGT (for in-school youth) preparation course with the addition of life skills curriculum. The program is ongoing until the youth reaches completion of a GED or OGT.

- Steps Towards Achievement and Rewards (STAR) – An employment soft skills program. It is also an advocacy program which teaches youth to advocate for other youth beyond themselves. To become a Peer Navigator, youth must complete this program.

- (GET) – An employment and work experience program,

- Benefiting Every day from Successful Training (BEST) – This program is geared towards pre-employment skills and an exploration of post-secondary education options.

- Bridges to Success – A four-week, eight session program to decrease barriers and increase life skills, a necessary first step to reach successful employment. The program was designed by YO/A-TECH/ACDJFS staff but is loosely based on a program called "IDEA" that they found online.

- (GIFT) – A two-week financial literacy course provided by Catholic Charities.

Phase 3: CCMEP Exit and Follow-Up

Positive Exit. A CCMEP participant may be exited from the program when they have "successfully entered post-secondary education, military enlistment or deployment, and/or unsubsidized employment and no longer needs CCMEP services" or they have been awarded social security disability insurance (SSDI) or supplemental security income (SSI) by the social security administration and has applied for services with Opportunities for Ohioans with Disabilities. (5101:14-1-06).

Negative Exit. A CCMEP participant may be exited from the program after 90 days of non-engagement. A participant can return to CCMEP after being exited once their eligibility is reconfirmed. OWF work-required participants remain subject to sanction of OWF benefits for non-participation and non-compliance with their IOP. Participants who have successfully exited CCMEP are required to receive twelve months of follow-up services. How these services are delivered will vary by county, agency, provider, case manager, and participant. Follow-up services might include:

supportive services, regular contact with participant employers, career services, financial literacy education, adult mentoring, and activities to aid the transition to post-secondary education.

The following sections provide specific examples of the implementation of the CCMEP model in a rural and urban county.

Client Process – Rural and Urban Examples

Crawford County

The following sections outline the CCMEP Client Process used in Crawford County. Because Crawford is a small rural county with combined agencies, their CCMEP process is fairly seamless across welfare and workforce agencies. Figure 4 depicts the client process in Crawford County, including slight variations from the state model depicted in Figure 2.

Figure 4: Crawford County CCMEP Client Process
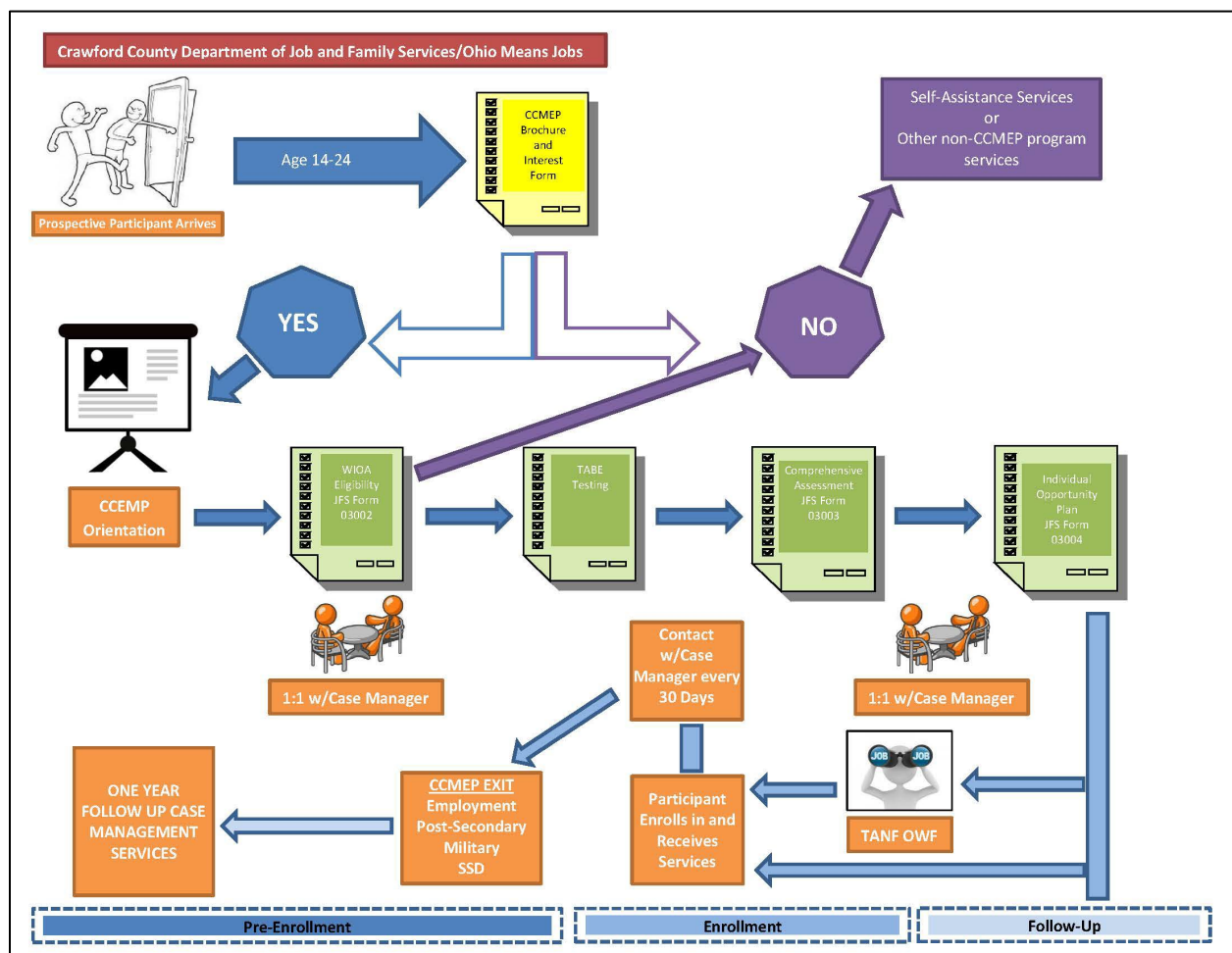
Client Process – Crawford County

Intake. Youth interested in services at the Crawford CDJFS are provided with a color brochure and interest form upon arrival. Initial orientations are scheduled based on whether the youth is in-school (CCMEP Coordinator) or out of school (JFS Eligibility Referral Specialist) and facilitated by the

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education

CHRR AT
THE OHIO STATE UNIVERSITY

oerc.osu.edu

chrr.osu.edu

31

coordinating staff member. During the school year, orientations for in-school youth occur at 3:30 pm or 1:00 pm during the summer and include 10 to 20 youth. However, scheduling is flexible given the needs of the youth as they might have work or childcare responsibilities. Orientations for out-of-school youth occur on Thursdays at 10:00 am and typically include five youth. The orientation includes a PowerPoint presentation and handouts. A case manager reviews CCMEP requirements and expectations and provides details about the fourteen available WIOA services and available program incentives.

Eligibility. Those who decide to participate in CCMEP are instructed to complete a variety of paperwork including the JFS 03002 (WIOA Eligibility Form). Upon completion, each youth meets with their case manager one-on-one to determine eligibility and move forward. Applications for prospective CCMEP WIOA youth are approved by the Area 10 Workforce Development Board Director while TANF youth are approved by the OMJ Center Supervisor. If a youth is determined ineligible, they are offered basic career services through the OMJ and referred to community partners if qualified.

Testing. Crawford CDJFS works with ABLE/ASPIRE to administer the TABE test used to evaluate the math, reading and language skills of CCMEP participants. Eligible youth are scheduled to take the TABE within seven days of the orientation. In-school youth can take it home or take it in-house. Out-of-school youth are scheduled in three-hour time blocks in-house.

Comprehensive Assessment. After completing the TABE, youth have the option to complete the CCMEP Assessment (JFS 03003) at home and discuss it upon their return with their case manager or to complete it with their case manager in-house. They find that this method is less intrusive and provides autonomy to the youth. Approximately one hour is blocked to review responses, get to know the client, and build trust with the case manager.

The CCMEP Assessment includes questions regarding barriers, trauma, and the dates for when these occurred. Completing the assessment can be mentally and emotionally exhausting. In 2017 the ODJFS developed a shorter CCMEP Assessment for in-school-youth which they find simpler to use than the longer more comprehensive assessment. However, a strengths-based rather than a deficits-based assessment is preferable to Crawford County.

Individual Opportunity Plan (IOP). Appointments to return and complete the IOP are booked as groups; however, clients meet individually with their case manager to set goals for the IOP. This means that youth may be waiting 30 to 90 minutes while another youth is working on their IOP with the case manager. To create the IOP, case managers translate the CCMEP Assessment into goals with the client as opposed to developing the IOP on behalf of the client as they did in Year 1. Case managers do not dictate goals to the youth but instead let them guide the process of identifying what they want to achieve and how they can get there.

Enrollment, Provision of Services and Case Management. After the IOP is completed, WIOA youth are officially enrolled in CCMEP and are provided services in-house by their Crawford CDJFS case manager. TANF OWF participants must complete four weeks of job search classes held at the Crawford OMJ before being authorized for official enrollment in CCMEP services.

WIOA youth are served by the JFS CCMEP Coordinator and are not provided services by Goodwill. The WIOA Case Manager provides mentoring, referrals to Help Me Grow and WIC, teaches life skills classes that include financial management, job search, job readiness, training and time management. She provides job placement services and work site support once placed. She works from both Bucyrus and Galion to alleviate transportation barriers. Tutoring and counseling services are contracted out.

TANF youth are served by the JFS Eligibility Referral Specialist and two Goodwill case managers. The Goodwill case managers try to connect with each TANF youth weekly. During the school year they visit schools, provide tutoring, and help find clients jobs with long-term prospects. Once youth are placed, they check in with supervisors and do work site monitoring. Counseling beyond job coaching is referred to a counselor in the community. The case managers work collaboratively to ensure that the client's needs are met.

Exit and Follow-Up. Per CCMEP rules, follow-up services are available for twelve months after receiving unsubsidized employment or enrollment in post-secondary training. Services include the normal menu of CCMEP services, such as adult mentoring, leadership activities and career counseling. Participants are also given the choice to opt out of follow up services.

Cuyahoga County

The following sections outline the CCMEP Client Process used in Cuyahoga County. Because Cuyahoga is a large metropolitan county, they operate much differently than a smaller county with a combined agency. In Cuyahoga, they operate CCMEP from both the Department of Job and Family Services and the Ohio Means Jobs agencies. This tends to split the clients served by organizational and policy/program funding type – TANF or WIOA. The first section describes the client process as it was described from the perspective of the Cuyahoga County Department of Job and Family Services (CCDJFS). The second section describes the client process from the perspective of the Ohio Means Jobs of Cuyahoga County (OMJCC) and their contracted providers.

Client Process – Cuyahoga County – CCDJFS

Intake. When a youth arrives at the Cuyahoga County Department of Job and Family Services (CCDJFS), their first stop is group triage. Group triage schedules at least 32 people each day, approximately 20 of whom are under age 25 and get tracked to CCMEP. When clients arrive to CCDJFS they are walked step by step through the process; first how eligibility is determined, then work requirements and participation. Each new prospective CCMEP client will start with a CCDJFS eligibility specialist.

Eligibility. Everyone goes through the same eligibility determination process by completing both the WIOA and TANF eligibility applications. Therefore, if someone qualifies for OWF but declines, there may still be WIOA services they could receive from the Youth Resource Center at the OMJ. The eligibility specialist does the intake and ensures the client obtains a background check, takes the TABE or literacy test and is then referred to pre-employment screening services at Catholic Charities.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

33

Eligibility specialists typically spend 20 minutes of each one-hour appointment reading the client the thirteen-page contract because the reading level of the contract is too high for most clients.

Comprehensive Assessment and Individual Opportunity Plan (IOP). Once a client is determined eligible and has completed the intake items, they are assigned to a Catholic Charities case manager who does the Comprehensive Assessment and the IOP and provides services referrals and any follow-up. At Catholic Charities, the client also completes the BESI (Barriers to Success Inventory), a self-assessment to help determine what is keeping them from being employed. After this is completed, they identify educational and employment goals with the client. They also determine if they need other resources like access to food pantries, furniture, baby items, or mental health services.

Enrollment, Provision of Services, and Case Management. Catholic Charities does not provide any of the fourteen WIOA elements, only referral services (although there seemed to be some confusion about this among the Catholic Charities Staff). Catholic Charities does connect clients with OMJ for resume building, mock interviews, and other developmental support to prepare them for employment. Most do not have any job history or experience, therefore they require help navigating the process. Clients interested in training and certificate programs are referred to the OMJ. Catholic Charities can refer them to an STNA or home health aide training if openings are available.

This process was changed in the second and third years of implementation – the IOP is no longer completed by Catholic Charities. The IOP is now completed with the eligibility specialist based on the pre-employment assessment conducted by a Catholic Charities case manager. They made this change because Catholic Charities lacked the knowledge of where to refer clients to receive the fourteen WIOA service elements. The eligibility specialist has knowledge of the services provided by the contracted providers and uses the service matrix provided by the state to match services with programs currently available in Cuyahoga County. However, while the CCDJFS eligibility specialists had the services matrix, they did not necessarily have the time or the skills to make these referrals.

One CCDJFS Staff member expressed a need for an echo map to facilitate the identification of community resources. "What we need to do is create an echo map of all the community resources in the community as far as what the funding streams are, what services they offer, and then that would be something that could be given to the CCMEP staff [and providers] that will help them find those different resources that lines up with the fourteen elements. Again, it's almost like this is community resource A, this is their funding source, this is their location, these are their services, and then also, this is what fourteen elements are offered in their scope of service. That's what we need to build so that can help enhance our CCMEP services and to assist the workers as a resource" (CCDJFS Staff). (As part of a program called Generation Works, they have been working on an echo map for several years.)

Client Process – Cuyahoga County - OMJCC

The OMJCC contracts with six providers. Each provider has a different program design and case management strategy. Each provider is responsible for doing their own intake, eligibility determination, comprehensive assessment, individualized opportunity plan (IOP), case

management, and follow-up. Most provide all fourteen WIOA elements so the necessity for referrals is purposefully limited. Most providers find that referrals are unnecessarily complicated for the customer/consumer. "So many of us try to do as much as we can within our own building. When you fragment things a little bit, it becomes confusing for the clients. They're already struggling, they're already struggling with barriers and if they have to go to two different appointments in two different places, and have to get transportation to both of those places, I really think that the counties are trying to mitigate those issues" (Workforce Provider). Eliminating the need for referrals by doing everything in-house makes success in the program much more achievable for youth because they do not have to manage multiple agencies, programs, locations, appointments, etc.

Ohio Guidestone hosts a "lead program" before any consumer/customer is fully enrolled. This is essentially a two-week, six hour per day boot camp which consists of team building activities, ice breakers, light academics, and interview skills. At the end they sit through an interview with eight to ten staff prior to becoming fully enrolled in CCMEP. They are not provided with transportation or any other help until they are fully enrolled. This two-week boot camp is intended to test their desire and commitment to improving their circumstances. It helps to gauge actual participation in CCMEP without just enrolling everyone immediately.

Ohio Guidestone serves mostly out-of-school youth 17 to 24 years old. They provide everything from start to finish, including customer recruitment, eligibility, provision of services, and follow-up. They have a structured eleven-week program, four days per week for six hours each day. It includes job readiness training and occupational skills training. They provide a paid work experience after the classroom portion has been completed. They also provide all fourteen WIOA elements so there is no need to refer a customer to another agency for services. They have an in-house therapist, a dress-for-success program, legal aid, and health services. Once a customer is placed either in a full-time job, post-secondary education, or long-term occupational training, an Ohio Guidestone Career Coach will provide one year of follow up services. They also partner with two high schools for an in-school program called R Rules. They offer a credit-earning class using the Bridges out of Poverty philosophy which focuses on future planning for the students such as identification of current resources, goals and needed future resources.

Ohio Guidestone also has a Youth Council which is elected by their peers in every cohort. It is comprised of a president, vice president, secretary, and treasurer. They serve as an advisory board to the staff, even interviewing new staff before they are hired. This gives CCMEP participants a responsibility towards the success of the organization and the program, buy-in, and the ability to contribute.

Towards Employment and Youth Opportunities Unlimited run the Youth Resource Center at the OMJCC. Their programs are very similar to Ohio Guidestone's. They also manage the customer/consumer from start to finish, help place them in paid-work experiences, direct hire, or educational programs. They find that their case management strategies prioritize the client's work-life issues. Towards Employment has a General Graduate Advisory which pulls youth from across all of their programming to serve in an advisory capacity to the organization. They were doing this prior to CCMEP but CCMEP participants are now included in the advisory.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

35

The Cuyahoga East Vocational Consortium (CVEC) is an in-school youth service provider focused on youth with disabilities. They partner with eighteen school districts. All enrolled students continue to progress toward meeting academic requirements at their home school and are referred to CVEC where they receive community-based employment training. As part of their case management process, they can also provide access to all fourteen WIOA elements without the need for external referrals.

Linking Employment, Abilities and Potential (LEAP) exclusively serves people with disabilities. They do all case management, work experience, and job readiness services. However, they do refer out for certain services such as housing and mental health support. Once students complete school, they are referred to Opportunities for Ohioans with Disabilities and the Cuyahoga County Board of Developmental Disabilities for further assistance.

The Technology Academies with Cuyahoga Community College hosts both an in-school and an out-of-school workforce development program. For the in-school program, they use the FAFSA funds to provide college credit for college classes in technology areas like engineering and industrial maintenance, robotics, drones, etc. Participants have the opportunity to take these classes with the support system of the comprehensive case management. The out-of-school program is called Advanced Technology Academy (ATA) and is for ages 17-24. They are recruited and enrolled in the training of their choice which is available at Cuyahoga Community College. While in this program, they receive comprehensive case management. The Technology Academies does refer out for services related to the criminal justice system or drug addiction issues.

CCMEP Services/ WIOA Elements

At the core of CCMEP are the fourteen available services, also known as the WIOA elements. The provided list was retrieved from the CCMEP manual and website. Services in addition to these fourteen include connections to services which are outside of the providing agencies (and programs) scope. The fourteen services include:

1. Tutoring, study skills training, instruction, and evidence-based dropout prevention and recovery strategies (with the intention of leading to a credential).
2. Alternative secondary school services or dropout recovery services.
3. Paid and unpaid work experiences.
4. Occupational skills training.
5. Education offered concurrently with and in the same context as workforce preparation activities and training for a specific occupation or occupational cluster.
6. Leadership development opportunities.
7. Supportive services.
8. Adult mentoring for the period of participation and subsequent period, for a total of not less than 12 months.
9. Follow-up services for at least 12 months.
10. Comprehensive guidance and counseling.
11. Financial literacy education.
12. Entrepreneurial skills training.
13. Services that provide labor market and employment information about in-demand industry sectors or occupations available in the local area, such as career awareness, career counseling, and career exploration services.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

36

14. Activities that help youth prepare for and transition to postsecondary education and training.

Supportive and Other Services

The following section discusses the variety of services available through CCMEP. Differences across counties are noted.

Transportation. Many counties do not offer public transportation, which often creates a major barrier to employment and education for youth. To support transportation needs counties may provide gas cards or bus passes if there is a busing system. In lieu of public transportation, Crawford County offers SCAT – Seneca Crawford Area Transportation- a van that can be scheduled to transport CCMEP youth (and others) to jobs, school, medical appointments, etc. SCAT is pre-authorized for employment, training, or other CCMEP services. Van Wert County partners with a similar service to Lyft called Liberty Mobility which provides transportation for clients to and from work. In Cuyahoga County participants are provided with bus passes or gas cards. Transportation is noted as a particularly difficult barrier in Franklin County, not necessarily due to a lack of options but instead due to the cultural restrictions of a portion of the participant population. In Lucas County they provide programming for CCMEP participants by location, either their school or home, so that transportation is less of a barrier. While Summit County provides bus passes to CCMEP clients, they do not see it as a practical transportation solution. Clients must visit the agency to obtain a bus pass and then often spend multiple hours on the bus in a day to get to their destinations all over town.

Education. CCMEP participants are provided with immediate enrollment options to complete their high school diploma or GED if needed. Other youth are encouraged to pursue post-secondary education options. The Crawford CDJFS has a working relationship with North Central State College (NCSC) as a provider of Industrial Readiness Training for CCMEP participants. Cuyahoga County has a relationship with Tri-C as a contracted CCMEP provider. Stark County partners with an early childhood education educator/provider which enables many of their participants to obtain an early childhood education credential. Other counties might not have formal relationships with community colleges, however they do still provide a variety of connections through providers and established relationships in their community. In Hamilton County, they often partner with Great Oaks Career and Technical School for healthcare and IT professional education. They also work with Education Matters, a college bridge program which helps to prepare participants for college. In Ashtabula, youth that are interested in exploring post-secondary options are in enrolled in the BEST program which provides that exposure.

Summer Youth Employment Program. The Summer Youth Employment Program has existed for many years. During the first year of CCMEP, counties referred to it as "CCMEP light" because it provided job skills and placement for youth ages 14 and 15 during the summer. In Year 2 of CCMEP, the law was changed to include youth ages 14-24 and the absorbed the Summer Youth Employment Program into CCMEP. Many counties got a significant number of CCMEP participants from previous Summer Youth Employment participation. In Ashtabula, they often refer to these youth as their

"seniors." They go through the STAR (Steps Toward Achievement and Rewards) program which acts as an advocacy program for participants. In Hamilton County, they enrolled all 16-17-year-old Summer Youth Employment Program participants into CCMEP. However, not all Summer Youth Employment Program participants rolled over into CCMEP. For example, in Summit County they had 1,000 Summer Youth participants whereas they only have 200 CCMEP participants. Not all counties host a Summer Youth Employment Program. Warren County opted out because of low staff and too many other commitments including launching CCMEP and being a pilot site for the State. Because CCMEP requires year-round work experiences, many of the Summer Youth Employment Program employers are being converted to year-round work sites when possible. Lucas County experienced huge losses of Summer Youth participants in the transition to CCMEP. The Summer Youth program is part-time while CCMEP was year-round. They found that many youth just disappeared after the Summer Youth Employment Program.

Work Experience.

CCMEP allows for more flexibility in what will count toward "work hours." In the past every OWF participant was "just thrown into a work experience program" to meet their 20 hour per week requirement. CCMEP allows participants to count the pursuit of a GED, CDL, or finding housing or going to the doctor as part of those hours. Staff have found this new flexibility to be extremely helpful. When the youth are placed in jobs, the experience is intended not just to provide employment but also mentorship. Case managers should be matching youth to jobs based on interests expressed in their assessment and meetings. If the employer and the youth are a good fit, the youth really has a lot to benefit from in terms of growing as individuals and learning employability and life skills. In many of the counties, CCMEP participants have obtained employment with the county or a provider after participation. A former CCMEP participant in Ottawa County was offered a job in the county's CCMEP program after demonstrating strong skills and commitment in her work experience program. In Warren County, they teamed up with Butler, Clermont and Hamilton Counties to provide exposure to advanced manufacturing and construction careers. In Franklin County, several of the providers focused on providing a work experience in the summer and supplemental services like college and career readiness workshops during the school year. Many providers do a workforce development or soft skills training with their youth prior to beginning the work experience. Counties recognize that there are certainly those youth who are not interested in doing a work experience and put themselves in positions to get fired. In Portage County, they have contracted with Family and Community Services, making them the employer of record. However, it is their job to place, onboard and monitor youth on the job. One of Hamilton County's work experience partners is a company that provides kitchen, janitorial, food preparation, and receptionist training. Youth can also get a ServSafe certificate while earning $10.00 per hour there.

Incentives and Celebrations. It is not typical for counties to offer incentives for completing CCMEP milestones. However, some counties do. In Crawford County, youth who obtain a high school diploma/GED, driver's license/learners permit, or improved/passing grades receive $25. The Crawford CDJFS also throws a graduation party which includes friends, family, food, and awards for CCMEP participants graduating with a high school diploma or GED. Of 40 CCMEP participants graduating, half completed their GED and the other a high school diploma. Twenty-five were headed

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

38

to college, one with a scholarship. The event provides youth with an opportunity to share their plans, some of which included two-year surgical tech, medical assisting, and robotics programs. Two participants were accepted to four-year universities, Bowling Green State University and Tiffin University.

Domestic Violence. When issues of domestic violence emerge through the CCMEP Assessment, a Domestic Violence Waiver Request (JFS 03803) is completed to ensure confidentiality. Referrals to counseling and domestic violence shelters are included as part of the IOP. This was not a topic frequently discussed by counties.

County Transfer. If a CCMEP participant moves from Crawford County to another county during the course of the program they have the option to continue services in Crawford or transfer services to the new county depending on their needs. This differs from Year 1, where clients were automatically connected to CCMEP in the new county. This was not a topic frequently discussed by counties.

Other. The county also assists with the provision of employment documents, work attire/uniforms, tools, and other equipment in addition to training, licensing, and other items deemed necessary.

Engagement and Outreach

Social Media. Facebook has been an invaluable tool for the WIOA CCMEP participants and case manager in Crawford County. At orientation, youth are provided with the information needed to connect on Facebook; most do so immediately. Facebook Messenger is always open and the WIOA CCMEP case manager is able to respond immediately. Using Facebook alleviates communication problems when youth cannot afford a data plan for their cellphone. As long as they can connect to Wi-Fi, they can use Facebook Messenger for free. The TANF CCMEP Case Manager does not use Facebook but instead uses text messaging. In the larger counties like Cuyahoga or Franklin Counties, the use of social media depends on the provider. Each provider chooses the form of communication that works best for their organization and clientele.

Outreach and Referrals. Referrals for CCMEP come from SNAP, schools, probation officers, GED courses, and courts. Current participants often share information about CCMEP with their peers and new participants come via word of mouth. They have made CCMEP informational brochures, created targeted Facebook campaigns, used billboards (Crawford and Ottawa), and advertised on websites such as Crawford Works. Many counties do not actively use the resources available on OhioMeansJobs.com.

Non-traditional pathways into CCMEP. In Crawford County, the Prevention, Retention, and Contingency (PRC) program is used as a pathway into CCMEP and sometimes in lieu of CCMEP. One aspect of the PRC plan is exactly like CCMEP which provides an easy transition CCMEP. For example, 14 and 15 year-olds looking for a summer job might start in PRC and transition into CCMEP in the fall.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

39

Policy Integration and Conflicts

CCMEP was passed into permanent law on June 30, 2017. At this time, the rules governing CCMEP were also updated. Over 50% of the language was stricken from Year 1 rules. The rules were replaced in their entirety moving forward into Year 2. The CCMEP administrative code is divided into the following sections:

- 5101:14-1-01: CCMEP: Definitions

- 5101:14-1-02: CCMEP: General

- 5101:14-1-03: CCMEP: Program Plan

- 5101:14-1-04: CCMEP: Referral, Comprehensive Assessment, Individual Service Strategy, and Individual Opportunity Plan

- 5101:14-1-05: CCMEP: Case Management

- 5101:14-1-06: CCMEP: Program Exit and Follow-Up Services

- 5101:14-1-07: CCMEP: Primary Performance Measures

Major policy changes made by the State between Year 1 and Year 2 included (1) changing the requirement for co-location of agencies to "coordination" of agencies, (2) providing a definition of enrollment, (3) expanding the program from 16 to 24 year olds to 14 to 24 year olds, (4) allowances for WDB to choose how to designate workforce investment activity funds for CCMEP, (5) lead agency responsibilities and consequences for failure to enroll a mandated CCMEP participant, (6) service definitions were updated to align with WIOA, (7) requirements of the county plan were updated including the removal of intensive case management requirements, (8) referral was defined, (9) timeframe for completion of the JFS 03002 "WIOA Youth Program Eligibility Application" was added, (10) a timeframe for completion and entering into OWCMS of the JFS 03003 "CCMEP Comprehensive Assessment" and JFS 03006 "CCMEP Comprehensive Assessment-Secondary School" was added, (11) clarification regarding the Individual Opportunity Plan (IOP), (12) a case management description, funding eligibility review and documentation requirements were added, (13) person-centered case management was stressed, (14) clarification around 20 activity hours per week was added, (15) clarification around good cause and OWF sanctions was added, (16) clarification regarding program exit and follow-up was added, (17) clarification on primary performance measures was added to ensure alignment with WIOA, and (18) all forms were updated to align with rules and provide more clarity.

Previous revisions included (1) the expansion of TANF eligibility criteria, (2) requirement of quarterly case management for secondary school youth and (3) the allowance of a modified simpler assessment for secondary school youth.

Compliance

There is often conflict between state and federal policy which is concerning to counties. Many counties, especially the larger ones, are concerned about meeting the work participation rate

mandated by the federal government. It is often a very fine line trying to balance how they manage work participation with the needs of the clients.

CCMEP does allow the county to focus less on rate-making activities, allowing them to individualize services more to the needs of the clients and focus on engaging the client in their vision for themselves. However, the work participation rate creates other disincentives to move through CCMEP as it was designed. For example, if a provider is contracted to provide a work experience program and they have clients that are successful at it while also meeting the work participation rate, the provider has little incentive to move the client on to another service such as job search or educational programming which does not count towards work participation and may harm the county's work participation rate. "What incentive does that provider have to take someone who's regularly showing up in employment—they're not getting paid, but they're regularly showing up somewhere. They have engaged them, and they've supported them, and send them to a job search job readiness program, send them to an education and training program, if their best performers and their best revenue generators are leaving them? It's counterintuitive to an organization, to send the best, the most stable individuals from that service out into the next stage. We've created disincentives for people to advance" (CCDJFS Leadership).

Counties see this as a disservice to the clients. Some clients come in with a skillset that just needs to be honed so that they can move on to the next and better job. In one example, a client wanted to be phlebotomist and had the skills and medical field experience, but was sent to WEP instead of a phlebotomy program with a career path to nursing. Instead of obtaining a phlebotomy certificate and moving into a phlebotomist job, she was referred to a dead-end job at Wendy's so the county could meet their work participation rate. "Because of the pressure to meet the work participation rate, we'll send who we think may be the best people. We'll send them to WEP because they'll help us meet that rate, even though they should be sent to an education and training program that will meet their needs" (CCDJFS Leadership).

Many counties feel there is an over focus on compliance. In some cases, the state has placed counties on a "corrective action plan" for not meeting the 50% work participation rate. CCMEP staff in some larger counties have had to be reassigned to the compliance unit to help address issues of compliance. This takes away from their ability to focus on the case management needs of clients. Counties feel this is a disservice to clients and a conflict of interest to CCDJFS staff who cannot be customer focused because they are compliance driven. Sanctioning of clients for not meeting requirements also presents problems and discontinuity in services. It is understood that sometimes sanctions are unavoidable, however counties would prefer to continue to work with a client once sanctioned so they do not lose months of progress. The success of CCMEP might be much greater if clients did not have to start over once returning from a sanction.

Education

There are limitations to CCMEP because of traditional OWF policy. For example, under OWF, education can only be provided for twelve months. In Cuyahoga County, they are seeing at least 40% of their clients without a high school diploma and even for those that do have a diploma, there are significant remediation needs. It makes it very difficult for someone in these circumstances under

TANF funding to succeed when GED and remedial education services are not considered an allowable core activity. "We need to send as many people as possible to education, both remedial, as well as advanced education. We need to put our resources there and our relationships there. Traditional OWF does not focus on that. CCMEP is opening that door." (CCDJFS Leadership).

Even with these limitations on education within CCMEP due to OWF requirements, there is clear indication that CCMEP is working for its participants in comparison to the 25 and older group. CCMEP participants now have the highest work participation rate. Their trust with the system has increased and they have more frequent and purposeful contact with their case managers.

Funding and Co-Enrollment

CCMEP was intended to blend TANF and WIOA funding and services. However, this has been very difficult for many counties. They are two entirely different programs housed in two different agencies at the federal level, with two sets of rules, eligibility requirements, funding streams, and performance measures. In the larger counties especially, it is as though they are still running two separate programs – a TANF CCMEP and a WIOA CCMEP. It is very difficult to braid the systems because TANF has a long list of requirements that WIOA does not have, amongst other things.

Grouping TANF and WIOA under the CCMEP umbrella has been confusing for providers. They still need to know if a client is in TANF or WIOA because that affects the services they can provide and the funding they can use to provide those services. They lack clarity around co-enrollment, both when to do it and when it can work. Therefore, in most counties, they shy away from co-enrolling CCMEP participants in both TANF and WIOA because it is problematic. There is also a lack of understanding around why it would be beneficial to co-enroll a client under both funding streams.

In Cuyahoga County, they have decided to leave the responsibility of determining eligibility with CCDJFS rather than at the provider level to avoid miscoding. Providers do not have much training or knowledge of funding options. Another issue with funding occurred with the assignment of services and availability of funding to provide those services. More frequently than not, CCDJFS employees had complications making referrals to the six OMJCC contracted providers because their funding streams were unavailable. Therefore, clients would miss out on services because a provider was not receiving adequate funding to provide the services. "We are not integrated money-wise, at all. We have no access – our vendors and contractors have no access to the TANF dollars" (Workforce Leader). There are significantly more TANF dollars than WIOA dollars. The total year-one CCMEP budget for Cuyahoga County was approximately $16 million, of which the OMJCC was awarded just over $3 million.

Ashtabula is supported by the Area 19 Workforce Development Board which acts as the fiscal agent for the WIOA funding. The CDJFS has been procured to serve as the grant's manager for the workforce portion of CCMEP. The CDJFS received approximately $900,000 in TANF CCMEP funding in addition to the regular TANF funding, which in the past they have struggled to spend. At first, receiving nearly $1 million in CCMEP TANF funding was concerning since in the past they have had to send back nearly $300,000 in unused regular TANF funding. However, with the huge influx of CCMEP participants and the variety of programming that can be offered, they are now spending

the additional funds and will likely supplement it with the regular TANF funding. Also, this accounts for six months of spending since Ashtabula County started their CCMEP program in January 2017 instead of July 2016. "The biggest support from the state that we got was the overall concept and the injection of the cash. Now that we've basically done what they've asked of us, and continued and expanded this program, that's why we're pressing and saying, 'Feed us more. We can serve a lot more youth and show the success of this program, but we need more cash to do it'" (Ashtabula Leadership). Without the influx of TANF funding, Ashtabula would only be able to serve 150 youth and end up with a waitlist of over 200. In the case of Ashtabula, the loss of TANF dollars would cost them the program.

WIOA eligibility is fixed, while TANF eligibility is reassessed every six months. This can create funding, follow-up, and reporting issues. Nearly 75% of CCMEP funding comes from TANF dollars. Ashtabula staff are concerned about this – "We're at 400 youth. Could you imagine what would happen in six months if a third of them suddenly drop off TANF eligibility and are WIOA eligible? We would suddenly have a program that would be too big to support on WIOA dollars alone." Because of this issue, the county was developing a plan to create limits for the eligibility mix of CCMEP participants.

This does not lend itself to a strong case for dual-enrollment, which most counties have shied away from. While a goal of CCMEP is to encourage dual-enrollment, counties such as Ashtabula prefer not to do this. When a TANF and WIOA eligible youth is enrolled as dually-eligible, the TANF eligibility will drop off. "They're stuck in this program. I own them for performance measures, whereas if I take them in and they're dually eligible, but I only give them services in the system under TANF, then it's not a good choice, but if, then, the TANF eligibility kicks out, at least I then have a choice. I could, at that point, exit them from the program and take the hit on the TANF performance measures, but not on the WIOA performance measures, or I could, at that point, start enrolling them under the WIOA. These things, because the state did not take the time to get Health and Human Services and the Department of Labor jointly on board and get their blessing on this program, we are left to navigate these major differences between the two programs" (Ashtabula Leader).

Another funding problem occurs with the follow up of TANF funding participants. According to CCMEP rules, case managers are required to provide follow-up services for one year after exit. However, according to TANF rules, follow-up services are only allowed to be provided for six months after exit. This creates a problem for counties who either have to "own them under WIOA" or elect not to provide follow-up services because they can no longer fund them with TANF dollars. If they choose not to provide follow-up services, the county is in violation of CCMEP rules, however if they continue follow-up services, they are in violation of TANF rules. Beyond rule violations, the bigger question is about what will happen to the youth who need the services and the TANF dollars to survive?

This conflict between federal and state policy makes counties uneasy. Most counties are choosing to prioritize federal law over state law, however in some cases they will use their discretion regarding what makes the most sense. Counties felt it was easier when the programs were separate because each program had its own rules which were independent of one another. They worry that if they

choose to follow state rules over federal rules the state may not support them. They worry about their safety net.

Data Systems (Data and Tracking)

Data for CCMEP is to be recorded in the Ohio Workforce Case Management System (OWCMS) and CFIS. However, OWCMS was not equipped to handle the data requirements of CCMEP upon implementation in July of 2016. Functionality to enter data from the CCMEP assessment and IOP was added during the first year of implementation. Counties experienced a variety of issues with data management including access to OWCMS, missing fields, and data entry time demands.

Many counties mentioned that OWCMS could only be accessed on a state computer by trained staff. The bulk of data entry for CCMEP is done in OWCMS, however not every contracted provider has access to this system. Furthermore, when contracted providers do have access to OWCMS, not all of their staff have access to or have been trained to use OWCMS.

The bulk of the data entry occurs during the CCMEP Assessment and IOP. Counties, agencies, and providers (and sometimes even case managers) vary as to whether they prefer to enter data while also speaking to the client or to maintain a separate process. In some counties, especially the smaller ones, case managers not only must assess and build relationships with clients, but they must also enter the data. Whereas in others, many agencies and providers have a data management specialist (or department) to enter the responses into OWCMS after the case managers have completed the comprehensive assessment and IOP with the client on paper. This allows case managers to focus on the conversations with their clients by not wasting time on data entry. It also allows agencies to reduce the number of staff that need training in OWCMS. Similarly, County DJFS often have a data entry department or person to enter the recorded data. It is still likely that a case manager is entering up to half of the data themselves even when data entry staff exist.

In the beginning, OWCMS was missing many of the fields needed to record required information. Counties had to record OWF work activities required of TANF by entering "alt work", which ultimately negatively impacts the required TANF work participation rate, causing problems for the county. The problem also existed in CRIS-E as there was no code which would allow activities such as counseling appointments, finding housing, and other items that could count towards work activities to count towards the counties' work participation rate. Conflicts arose with activities the state indicated should count, yet there was no way to actually count it in the data management systems. In many cases, counties and providers created their own supplemental data tracking systems either via a professionally built database or a simple excel spreadsheet.

Obtaining cross agency data has been difficult for counties where JFS and OMJ are not combined. They do not have integrated data to show how many JFS clients are on the OMJ rolls and vice versa. Depending on the programs and services each client receives they could be in multiple county data systems. When agencies keep their own internal data management system none of them connect therefore creating additional data management issues.

OWCMS will not allow two case managers to share a case. Therefore, if a CCMEP client is enrolled both in Youth Opportunities (WIOA) and OWF, they can only be in one case manager's caseload. This creates a data entry issue. For example, "[Caseworker A] had a youth that was enrolled with Youth Opportunities. Then she came to [Caseworker B] as an OWF work-required individual. When [Caseworker B] went into OWCMS, [Caseworker B] clicked on her file and stole her from [Caseworker A's] caseload," which deleted everything Case Worker A had recorded requiring Case Worker B to start from scratch. While this problem may have been resolved, it created unnecessary extra work for county CCMEP staff.

Staff Professional Development, Training and Resources

Case Manager Education, Previous Experience, and Job Roles

Across and even within counties, those that provide case management services to CCMEP clients carry a variety of job responsibilities and come from varied educational and skilled backgrounds. Those that provide case management services are referred to as: case managers, eligibility specialists, career coaches, job coaches, and a variety of other titles depending on the county, agency, and provider.

In most counties, a true case manager is required to have a minimum of a bachelor's degree. However, there are many employees that do case management work without a case manager title or a bachelor's degree. For example, eligibility specialists do not typically have the educational background to provide case management services but may have years of experience working with youth. These employees usually have a high school diploma, some college, or an associate's degree.

Across the state, those that work for the contracted providers typically have at least an undergraduate degree and sometimes a master's degree. Many are unlicensed social workers. For example, in Ashtabula County, case managers have varying educational backgrounds and skillsets. All have at least a bachelor's degree and three have master's degrees. Undergraduate degrees include psychology, criminal justice, business, science education, and human services. Master's degrees include business, education, and public administration. They also have a variety of work experience in human services. One case manager previously worked as an eligibility specialist for ACDJFS and food stamp activities, which they felt helped with their ability to build relationships and develop career goals with clients. Others worked in juvenile and adult probation, taught business and medical billing for a provider, and taught science education before becoming a CCMEP case manager. In Stark County, most of case managers have a master's degree or are working towards one. About a year or two into the program, the county raised their education requirement. As a result, they have one of the more educated CCMEP staffs around the state. They also have a high turnover rate as staff become more educated, they are moving on. Educational backgrounds are less clear in the larger counties like Franklin and Cuyahoga where there are large numbers of providers as well as significant work being done internally within the JFS.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education

oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY

chrr.osu.edu

45

State Provided Training

In the spring and summer of 2016, the State offered a variety of trainings for county employees who would be working within CCMEP. These trainings included case management and data systems (OWCMS, CFIS etc.) amongst other topics. However, there is a rather steady staff turnover at the county agencies and contracted providers, so many, if not most of those working in CCMEP at the time of the focus groups had not received any formal training around CCMEP.

In many cases, CCMEP staff felt that the training was geographically inaccessible or inconvenient. They found that the initial case management training was helpful by going through the eligibility process and discussing the necessary paperwork, but they would like to have more training on how to actually interact with clients and handle mental health issues or other trauma.

It was often the case that CCMEP staff attended trainings, but either were not significantly impacted by the content and therefore had trouble recalling what they learned or they felt the training was inapplicable to how they understand their job role. For example, many counties use eligibility specialists instead of case managers. The job of an eligibility specialist is to determine if a client is eligible for the program and what services they can receive. They are trained to enforce policy. They are not trained to assess the barriers and needs of a client, establish goals, or provide comprehensive support. At the time of CCMEP implementation, most CCMEP Cuyahoga CDJFS staff attended case management training provided by the state. However, while eligibility specialists felt the training was informative, they did not feel it was or could be applicable to their jobs. Their biggest takeaway from the training was that it was case manager training and as eligibility specialists, they were not case managers. The goal of an eligibility specialist was to determine TANF eligibility, enforce TANF policy, participation, and sanctioning whereas a case manager should be focused on client goals and attainment of resources.

One Cuyahoga CDJFS Eligibility Specialist said, "The model that we were working with, as far as seeing clients and servicing clients, didn't allow for the time that that would take, so staffing-wise, we didn't have the time to build these intimate relationships and talk about all these things with the clients." This was perceived as the role of case managers who often had a social work background and were "career people." Eligibility specialists also found it hard to participate and share ideas at this training because they "were coming from two totally different mindsets where the case managers sometimes tried to advocate for the client and what I see…the way the policy is written—I understand that this is going on, but if you don't comply with the OWF rules, you're still gonna be sanctioned, so that was a really big disconnect where we couldn't get—the training was great. It provided good information, but we're never gonna use this 'cause what we're doing is enforcing policy."

CCMEP staff requested additional training and resources around talking with clients, identifying barriers, establishing achievable goals, how to make referrals, how to identify when referrals were

appropriate, and knowledge of community resources. County staff and providers often felt that they lacked the knowledge and resources to make adequate referrals for clients to receive one or more of the fourteen elements. Staff in larger counties shared that they are often uncomfortable and unknowledgeable about what clients need and where to refer them. It was suggested that an echo map of community services, training on how to use these resources as well as training on how to collect and properly use client data is needed to more positively impact client participation and outcomes. They also requested ongoing training related to OWCMS and data tracking expectations for CCMEP.

The Future of CCMEP

Previous experience demonstrates that little can be accomplished in a year that will change the trajectory of a client's life. Time limits to move from poverty to self-sufficiency are often unrealistic. Clients more frequently than not get stuck in a cycle of continuous low-wage jobs which do not provide the hours or wages to move participants fully off public assistance or they run into barriers such as the benefits cliff, where they make too much for public assistance but not enough to support themselves or their families.

Keeping continuous engagement with clients in CCMEP (or any other welfare/workforce program) has been difficult for many counties, especially the larger counties. Clients are often lost when there is a program or service transition, or when there are too many touchpoints amongst "case managers." CCMEP program exit should require more than just getting any job. Instead, program exit to follow-up services should be only executed once the client is earning a livable wage and has other stabilizing resources in place. As leaders in a larger county put it, "follow-up should be provided to ensure that the client is maintaining at a self-sustainable level, not to observe them while they still fight to get there." Many would like to see CCMEP develop into a program that stays with the participant for many years to come, creating a sustainable relationship that gets clients through education, training, and successive jobs with increasing sustainable wages rather than one that pushes them out after a year or so. TANF and WIOA programming would be better combined by "braiding federal, state, and local funds, in a way that is neutral to the policies of those funding sources, but client-centric" (CCDJFS Leadership).

In reference to the roll out of CCMEP, leadership in several counties provided the analogy of "building the plane while we fly it." They applauded the State's ideas to integrate WIOA and TANF programming and to develop a model for comprehensive case management. However, most felt that the plan was not stable at the time CCMEP was implemented. The whole process has been about learning what works and what does not as they go. While there are many challenges that exist within the implementation of CCMEP, counties feel that CCMEP offers great promise for youth in the State of Ohio.

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

47

Appendix: Implementation Study Participating Counties and Focus Groups in Year 1 and 2

During the summer of 2017, focus group data was gathered from eleven counties. During the summer/fall of 2018, focus group data was gathered from six counties. Each focus group was approximately 90 minutes long. Table 1 shows the participating counties and corresponding number of focus groups.

Year	County	Groups	Division of Focus Groups
1	Ashtabula	2	Group 1: Leadership Group 2: Caseworkers
1	Cuyahoga	5	Group 1: JFS Leadership Group 4: Workforce Leaders Group 2: JFS Staff Group 5: Workforce Providers Group 3: JFS Provider
2	Cuyahoga	2	Group 1: JFS Leadership and Staff; Providers Group 2: OMJCC Leadership; Providers
1	Lucas	3	Group 1: JFS CCMEP Team Group 2: Providers Group 3: Lucas County Department of Planning and Development (CCMEP/WIOA Team)
2	Lucas	1	Group 1: Leadership/Case Managers
1	Hamilton	8	Group 1: Workforce Development Board Group 2: Administrative Group 3: TANF Providers/Case Managers Group A Group 4: TANF Providers/Case Managers Group B Group 5: TANF Providers/Case Managers Group C Group 6: Leadership Group 7: TANF Staff Group 8: WIOA Youth Staff and Providers
1	Montgomery	3	Group 1: JFS Team Group 2: OMJ Team Group 3: Service Providers
1	Ottawa	2	Group 1: JFS Leadership and Supervisors Group 2: JFS and Provider Staff Group 3: Provider Supervisors
1	Stark	4	Group 1: JFS Leadership and Staff Group 3: Providers Group 2: Workforce Development Board Group 4: WDA Leadership and Staff
2	Stark	1	Group 1: WDA Leadership and Staff; Providers
1	Summit	6	Group 1: Case Workers Group 4: Providers Group 2 Group 2: Administration and Finance Group 5: Implementation Team Group 3: WIOA Board Group 6 Providers Group 2
1	Trumbull	3	Group 1: OMJ Management Group 2: OMJ/CCMEP Case Managers and Providers Group 3: JFS Management
1	Van Wert	1	Group 1: Everyone
1	Warren	1	Group 1: Everyone
2	Crawford	1	Group 1: Everyone
2	Portage	1	Group 1: Everyone
1	Franklin	1	Group 1: Providers

OHIO EDUCATION RESEARCH CENTER
Making Research Work For Education
oerc.osu.edu

CHRR AT
THE OHIO STATE UNIVERSITY
chrr.osu.edu

48