

The State of Poverty in Ohio:

Building a Foundation for Prosperity



*Prepared for the Ohio Association of Community Action Agencies
by Community Research Partners*

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The Ohio Association of Community Action Agencies

Philip E. Cole, Executive Director
50 West Broad Street, Suite 1616
Columbus, OH 43215
614-224-8500 www.oacaa.org



Ohio's Community Action network consists of 52 agencies around the state serving the needs of low-income people in all of Ohio's 88 counties. The agencies administer more than \$500,000,000 in resources aimed at alleviating the problems of poverty in Ohio's communities. They employ more than 6,000 people and provide service to nearly 800,000 Ohioans. Programs include Head Start, home heating assistance, weatherization, food pantries and emergency shelters.



Community Research Partners

Roberta F. Garber, Executive Director
Jung Kim, Director of Community Data Services
Eben Dowell, Senior Research Associate
Kerry Beckwith, Senior Research Associate
Alicia Jackson, Research Associate
Nathaniel Betz, Research Assistant
300 E. Broad Street, Suite 490
Columbus, Ohio 43215
614-224-5917 www.communityresearchpartners.org



Community Research Partners is a nonprofit research center that strengthens Ohio communities through data, information, and knowledge. CRP is a partnership of the City of Columbus, United Way of Central Ohio, the John Glenn School of Public Affairs at The Ohio State University, and the Franklin County Commissioners. CRP is the Ohio partner for the national Working Poor Families Project and a partner in the National Neighborhood Indicators Partnership.

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Executive Summary

Magnitude of poverty and economic hardship

Poverty in Ohio continued to rise in 2008, reaching a rate of 13.7% of all Ohioans. However, this rate does not fully reflect the rapid deterioration of the economy in late 2008, let alone the conditions in 2009 (see Figure E-1). As of September 2009, the unemployment rate was 10.1%, a rate lower than the previous month, but in part a result of 31,000 Ohioans leaving the labor force. The percent of the population receiving food stamps, a strong indicator of poverty, was up to 12.5% in June 2009, a rate of 1 in 8 Ohioans. Seven years ago, this rate was only 1 in 16 (June 2002). Poverty was rising before the economic downturn, but now higher unemployment appears to be accelerating the number of Ohioans moving into poverty.

About the research

The State of Poverty in Ohio is an annual publication of the Ohio Association of Community Action Agencies (OACAA) that provides an update on the evolving characteristics of poverty and related topics across the state. In addition to highlighting the needs of Ohio communities, *State of Poverty* also discusses the innovations of Community Action Agencies and other stakeholders responding to those needs. The last report, *The Real Bottom Line*, was released at the Ohio Poverty Summit in May 2008, at which Governor Ted Strickland launched the Ohio Anti-Poverty Task Force.

Our new report, *The State of Poverty in Ohio: Building a Foundation for Prosperity*, covers a time period of more than one year to better tell the story of the recession which hit Ohio and the U.S. in late 2008 and the subsequent efforts toward recovery. OACAA commissioned Community Research Partners (CRP) to conduct research for *Building a Foundation for Prosperity*.

Poverty characteristics and trends

From working poor to unemployed

Before the economic downturn in 2008, the unemployment rate in Ohio was stable, ranging from 5.3% to 6.3% during the period from 2002 to 2007. However, in those same five years, the poverty rate in Ohio increased from 9.8% to 12.8%. This rise in poverty despite low

unemployment can be attributed to stagnant wages.¹ The median hourly wage in Ohio dropped from \$15.23 (adjusted to 2007 dollars) in 2000 to \$14.76 in 2007. This was in part a result of the continued transition from manufacturing jobs to typically lower-paying service sector jobs. In the meantime, costs for housing, food, health care, transportation, utilities, and other basic necessities were rising. As a result, the growing number of working poor was a major theme in last year's State of Poverty report.

The recent rise in unemployment presents additional challenges to an already difficult situation (see Figure E-1). According to the 2008 American Community Survey, Ohioans age 16 and over who are employed have a poverty rate of 6.2%. Among those who are unemployed, the poverty rate is nearly five times greater at 33.2%. Therefore, the 2008 poverty rate of 13.7% may only be a harbinger for worse figures in the near future.

Demographics of poverty

Contrary to commonly held perceptions of who is poor, poverty affects Ohioans of all ages, races, ethnicities, and household types. In fact, it is estimated that 6 of every 10 U.S. adults will be poor for one year or more by age 75.² In 2008, non-Hispanic whites were the largest racial group among Ohio's poverty population, representing 66% of all persons in poverty. However, other groups had higher poverty rates:

- Black or African-American persons (29%)
- Hispanic/Latino persons (22%)
- Single female-headed families with children (41%)
- Children under age 5 (23%), including half of all black children under age 5

Groups with relatively low 2008 poverty rates included older adults (9%), whites (11%), and married persons with children (5%).

The geography of poverty

Poverty rates in 2007 in all 12 Economic Development Regions of the state were similar to 2006, remaining higher than historical norms.

¹ Hanauer, A. (20009). *The State of Working Ohio, 2009*. Cleveland, Ohio: Policy Matters Ohio.

² Rank, M. (2007). *Rethinking the Scope and Impact of Poverty in the United States*. Connecticut Public Interest Law Journal, 6(2), 165-181.

- The largest numbers of persons in poverty (over 200,000) were in the Northern and Central Economic Development Regions, areas with the large urban areas of Cleveland and Columbus.
- The Southern and Southeast regions in Appalachian Ohio had the highest poverty rates (over 18%).
- The Northeast region, which includes the city of Youngstown, has seen the greatest increase in poverty over the long term, with a 2007 rate of 15.6% compared to 8.5% in 1969.

Addressing poverty

Federal policy on poverty has fluctuated over time, from large-scale efforts during the Great Depression of the 1930s and the War on Poverty in the 1960s to the less centralized measures of today such as the Earned Income Tax Credit. The face of poverty has also changed through the years, with greater rural poverty prior to 1960, higher inner-city concentrations circa 1980, and a more diffuse geography today. Community Action Agencies (CAA) originated from the Economic Opportunity Act of 1964, during the War on Poverty. Today, there are 52 CAAs in Ohio that provide services that include basic and emergency needs, early child care and education, housing, job training and placement, and health care.

The U.S. government response to rapidly deteriorating economic conditions in 2008 and 2009 represents another milestone in policies and programs on poverty. In February 2009, Congress enacted and President Obama signed, the American Reinvestment and Recovery Act (ARRA). While ARRA and many of the other stimulus programs are not specifically aimed at poverty, they are intended to have an impact in alleviating economic hardship. This report shows that a broader swath of the population is affected when economic hardship is defined by the abilities of families and individuals to be self-sufficient in meeting their basic needs. According to the Working Poor Families Project, more than 70% of Ohio jobs were in occupations in 2007 with an average wage below a living wage (less than 200% of poverty).

In Ohio, the Poverty Summit of May 2008 marked the beginning of a more comprehensive and community-informed approach to tackling poverty. Governor Ted Strickland signed Executive Order 2008-115, creating the Ohio Anti-Poverty Task Force (APTF) to develop strategies and recommendations. The task force included government and community representatives, including many Ohioans currently living in poverty. Twenty-one Regional Conversations on Reducing Poverty in February 2009 attracted further public input.

The Ohio APTF Report, released in June 2009, outlined four themes that arose from the Regional Conversations:

- a. The need for jobs that pay well and provide benefits
- b. The need for lifelong learning opportunities
- c. The need for affordable housing
- d. The need for reliable transportation options

In reviewing the conversations about these themes, OACAA identified an assumption that a safety net would exist, allowing people in poverty to survive while working toward fulfilling their needs for jobs, education, housing, and transportation. *Building a Foundation for Prosperity*, therefore, uses as its organizing framework the four themes from the APTF report, plus a fifth theme:

- e. The need for stable social and household safety nets

Together, these five themes represent a foundation for all Ohioans to move out of poverty and toward self-sufficiency and prosperity. Table E-1 provides highlights of issues, data, observations, and CAA best practices for each of the themes, as described more fully in the report.

Final thoughts

The creation of jobs with living wages and benefits was priority number one among the Regional Conversations on Reducing Poverty. Seventeen of the 21 groups indicated **job creation is an important factor in addressing poverty** in their communities. OACAA believes job creation must continue to be a priority for Ohio. No cure for poverty is more effective or conclusive than a good job with benefits. Additionally, OACAA believes legislation and policy work to promote self-sufficiency must place a high priority on the following:

- Support and create opportunities for lifelong learning, from infants to senior citizens;
- Expand and improve affordable housing;
- Provide reliable transportation options; and
- Stabilize social safety nets and encourage clients to create household safety nets.

The Ohio Anti-Poverty Task Force Report contains a wide range of strategies and recommendations for reducing poverty. While all of these are important, OACAA believes that it is critical to prioritize the above five priority areas in order to address poverty on a large scale.

Figure E-1. Ohio poverty, unemployment, and food stamp trends

2002-2007: Poverty increases with more Ohioans among the “working poor”

The **poverty rate** rose from 9.8% in 2002 to 12.8% in 2007. Similarly, the rate of individuals receiving **food stamps** rose in parallel from 6.5% in June 2002 to 9.8% in December 2007. These figures increased in spite of low **unemployment rates** because the median hourly wage fell from \$15.23 in 2000 to \$14.76 in 2007 (inflation-adjusted to 2007 dollars).

2008: Poverty rate at a new high as economy declines

The **poverty rate** rises further to 13.7%, highest since 1994. This rate is an annual average that does not fully reflect the deteriorated economic conditions at the end of the year, by which 11.0% of people were receiving **food stamps** and **unemployment** was at 7.4%.

2009: Poverty rate is likely even higher with rising unemployment

As of June 2009, the **food stamps** rate was 12.5%, 14% higher than in December 2008. As of August 2009, the **unemployment rate** was 10.8%, 46% higher than in December 2008. The availability of **poverty** data lags behind these other indicators, but the poverty rate is also likely much higher.

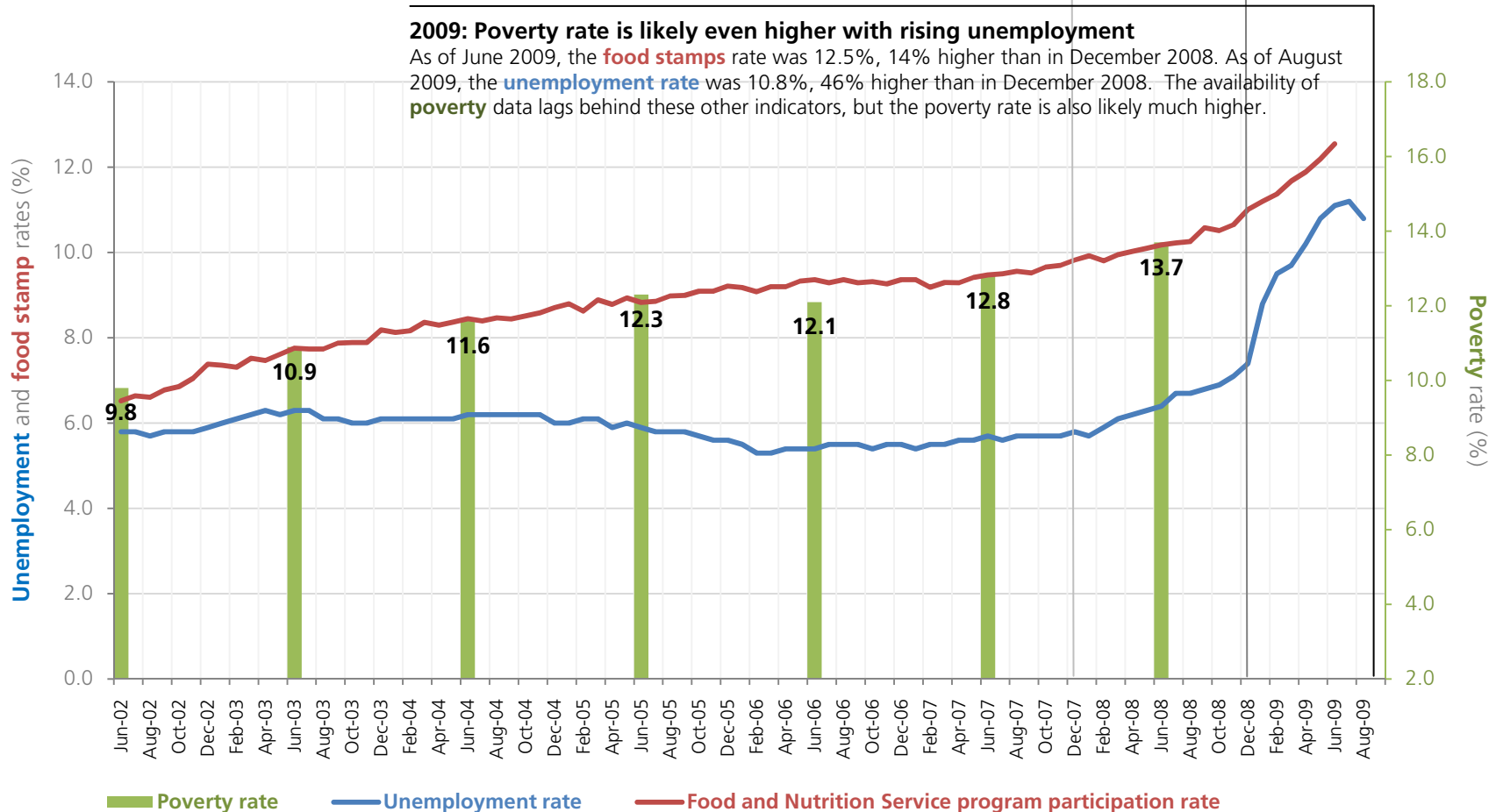


Table E-1. Addressing poverty: key facts, stakeholder perspectives, and CAA models

THEMES FOR ADDRESSING POVERTY	OHIO FACTS AND FIGURES	OBSERVATIONS FROM REGIONAL CONVERSATIONS ON REDUCING POVERTY	OHIO CAA CASE STUDIES
<p>Well-paying jobs</p> <p>Good jobs are the most effective way to reduce poverty. The long-term shift from higher paying manufacturing jobs to lower-paying service sector jobs has resulted in a growing number of the working poor. The rise in unemployment presents additional challenges.</p>	<ul style="list-style-type: none"> Ohio is projected to add nearly 300,000 jobs between 2006 and 2016, but at the same time to lose 140,000 manufacturing jobs. Jobs that require at least some postsecondary education are projected to grow the fastest, while those that require only on-the-job training are projected to grow the slowest. In September 2009, 594,000 Ohioans (10.1% seasonally adjusted) were unemployed, with rates (unadjusted) ranging from 8.3% in the Central region, to 12.6% in the Northeast region. One in four Ohio jobs in 2007 were in occupations with average wages below the poverty level. 	<ul style="list-style-type: none"> 17 of the 21 Regional Conversations sites indicated that the availability of livable wage employment was important for reducing poverty. Job training for dislocated workers is vital and should focus on promising sectors such as green energy. Social enterprise may be fertile ground for creative entrepreneurs at lower income levels. Improvements are needed to better connect ex-offenders with reentry services that help access employment opportunities. 	<ul style="list-style-type: none"> Since 2005, the Cincinnati-Hamilton County Community Action Agency's Ex-Offender Fresh Start Program has assisted more than 1,000 individuals with criminal records in preparing for, finding, and retaining employment. The Council for Economic Opportunities in Greater Cleveland operates Future Routes for Entrance to Employment (FREE), a workforce development program that provides training and assistance for individuals and works with employers and social service programs to ensure a path toward greater self-sufficiency.
<p>Lifelong learning opportunities</p> <p>Lifelong learning is the gateway to economic opportunity in a time of rapid economic change. The education pipeline begins with early education and continues to post-secondary education that can range from a technical certificate to a two-year or four-year degree and beyond.</p>	<ul style="list-style-type: none"> More than 30% of the 130,000 children who enter kindergarten in Ohio each year require some type of intervention services. Fourth and eighth graders who were economically disadvantaged had proficiency test passage rates up to 45 percentage points lower than their non-disadvantaged peers. The 2007-08 high school graduation rate for Ohio's economically disadvantaged students was 72.7%, compared to 88.7% for students who were not economically disadvantaged. About half (50.9%) of Ohio adults over age 25 have no post-secondary education. 	<ul style="list-style-type: none"> Educational system should recognize individual needs and encourage life-long learning. Standard curriculum and life skills education (e.g. financial literacy) are needed at all age levels. 	<ul style="list-style-type: none"> Akron Summit Community Action's YouthBuild, a nine-month program for young adults ages 18 to 24, combines training in the construction field with GED coursework, leadership and life skills training, and community service.
<p>Affordable housing</p> <p>Affordable housing helps reduce the burden on households that must balance housing costs with other essential items such as food, transportation, and child care. In addition, affordable and fiscally sound home purchase strategies can help families start the process of accumulating assets.</p>	<ul style="list-style-type: none"> In 2009, an Ohio renter would need to earn \$13.14 an hour to afford a 2-bedroom apartment at Fair Market Rent. Among renters with household incomes below \$35,000 in 2008, over half (55.0%) were housing cost-burdened, paying 35% or more of their income to cover rent and utilities. Statewide, there were 85,782 foreclosure filings in 2008, five times greater than a decade ago. In 2008, more than 600,000 households participated in the Low-Income Home Energy Assistance Program (LI-HEAP) for assistance with utility costs, about 30,000 more than in 2006. 	<ul style="list-style-type: none"> Housing is one of the foundations necessary for stable livelihoods. Besides housing construction or financing, education and advocacy on issues such as tenants' rights and predatory lending are also important. There is a need for emergency shelters and other housing solutions for people who are homeless. 	<ul style="list-style-type: none"> The Corporation for Appalachian Development operates the Ohio Weatherization Training Center which provides classroom and hands-on training to weatherization workers, HVAC technicians, heating technicians and inspectors. Adams Brown Counties Economic Opportunities, Inc. and WSOS Community Action Commission, Inc. provide a wide variety of home weatherization assistance services their respective service areas.

Table E-1 (continued)

THEMES FOR ADDRESSING POVERTY	OHIO FACTS AND FIGURES	OBSERVATIONS FROM REGIONAL CONVERSATIONS ON REDUCING POVERTY	OHIO CAA CASE STUDIES
<p>Transportation options</p> <p>People need transportation to access employment, education, and services. For many Ohioans, a car is not an option for reasons of affordability, disabilities, or a larger household. Public transportation and other options can open up new opportunities.</p>	<ul style="list-style-type: none"> • In 2000, 144,800 adult renter householders (15.0%) did not have access to a personal vehicle. • Nine out of ten Ohio workers drove to work alone in 2008. • Over 250,000 Ohio workers have a commute time of over one hour. The highest percentage of workers with long commute times are found in the Southern and Southeast EDRs. 	<ul style="list-style-type: none"> • Public transportation was a high priority in suburban and rural areas that are more auto-dependent. • However, mainstream public transportation alone cannot cover more dispersed development, requiring innovative solutions such as shuttles and taxis. 	<ul style="list-style-type: none"> • Tri-County Community Action, Inc. operates Transportation for Logan County (TLC), a public transportation program that works with social service providers and serves a mix of elderly and disabled customers and private-pay riders.
<p>Social and household safety nets</p> <p>A comprehensive safety net can help people break the cycle of poverty. Public assistance, food security, and health care are all important elements. Programs such as the Earned Income Tax Credit provide further support while rewarding work. As a household becomes self-sufficient they can begin to build their own safety net through assets such as housing and savings.</p>	<ul style="list-style-type: none"> • One-quarter of all Ohio households had a 2008 net worth of less than \$15,000. • 2.1 million Ohioans struggle to cover basic needs despite the existence of public supports, due to gaps in program coverage and eligibility. • In 5 of the 12 Economic Development Regions, the number of food stamp recipients increased by 20% or more from June 2007 to June 2009. • Many people who are eligible for public assistance do not receive it, including 550,000 for food stamps and 325,000 for childcare assistance. • In 2008, 1.2 million Ohioans did not have health insurance, 2.3 million did not have dental coverage, and 2.3 million did not have vision coverage. 	<ul style="list-style-type: none"> • Expanded or universal health care was a frequent topic, especially in relation to employment with better benefits. • The public “benefits cliff” – the withdrawal of public assistance related to reaching a certain milestone of employment or income – is a barrier that discourages work and education. • Centralized one-stop social service hubs can help to reduce barriers for low-income persons who seek services. 	<ul style="list-style-type: none"> • Coordinating its resources with those of other agencies, Clermont County Community Services operates a Child and Family Health Services program to provide primary pediatric and prenatal care to low- and moderate-income families.

1. Introduction

Economic conditions in Ohio have changed markedly since the release of *The Real Bottom Line: The State of Poverty in Ohio 2008*. As of September 2009, the unemployment rate was 10.1%, much higher than the 6.0% rate (February 2008) cited in the preceding report. The economic downturn is also evidenced by a one-year increase of 273,000 people receiving food stamps and 144,000 more people eligible for Medicaid.¹ The state now projects that the loss of manufacturing jobs over the next 10 years will be double the number projected just two years ago.² As discussed in the 2008 report, poverty was on the rise even before the recent economic downturn. Stakeholders cited an emerging “new layer” of situational poverty among previously stable families, in addition to a worsening of generational poverty. Increasing public assistance and higher unemployment strongly suggest that, when released, the 2009 Ohio poverty rate will be higher than the 2008 figure of 13.7%.

The State of Poverty in Ohio: Building a Foundation for Prosperity

The State of Poverty in Ohio is an annual publication of the Ohio Association of Community Action Agencies. This report is intended as both a primer on the state of poverty in Ohio and as a reference for continued, coordinated efforts to reduce poverty and its effects. It provides an update on poverty estimates and related topics across regions of the state, highlighting not only the needs of Ohio communities, but also the innovations of Community Action Agencies and public entities in response to those needs.

Last year’s report was released at the Ohio Poverty Summit in May 2008, at which Governor Ted Strickland announced creation of the Ohio Anti-Poverty Task Force. Following the summit, initial recommendations were developed and actions taken to address

poverty across Ohio communities. However, the economic downturn presents sizable challenges and heightened urgency. The Task Force has released its final recommendations, which can be found in Appendix C of this report.

Conversations on Reducing Poverty

The Task Force arranged for a series of 21 Regional Conversations on Reducing Poverty (Regional Conversations) to be held across the state in February 2009. The conversations were hosted by the Ohio Association of Community Action Agencies, in partnership with its 52-member CAA network, the Governor’s Office of Faith-Based and Community Initiatives, as well as many local community organizers, nonprofit organizations, agencies and elected officials.

More than 1,800 Ohioans participated in these roundtable discussions, providing input for the Anti-Poverty Task Force’s longer-term recommendations. The discussions covered two main questions: *What would be necessary to create a community without poverty? And what actions today and in the future could reduce poverty?*

The common themes emerging from the Regional Conversations serve as organizing elements in Section 3 of this report, outlining to a comprehensive approach to addressing poverty in Ohio communities.

ARRA and Signs of Recovery

The federal stimulus program, the American Recovery and Reinvestment Act of 2009 (ARRA), is providing assistance to low-income Ohioans in several ways. The Center on Budget and Policy Priorities identifies seven provisions directly affecting family incomes. These provisions expand tax credits for working families, strengthen unemployment insurance assistance, boost food stamp benefits, and make one-time payments for retirees, veterans, and people with disabilities.³ The act also includes a variety of provisions

¹ Ohio Department of Job and Family Services, Public Assistance Monthly Statistics (PAMS), June 2008 and June 2009

² LMI projected manufacturing job loss: 2004-2014 (-77,000); 2006-2016 (-140,800)

³ Sherman, Arloc. (2009). State-level Data Show Recovery Act Protecting Millions from Poverty. <http://www.cbpp.org/files/12-17-09pov.pdf> (accessed 12-23-09).

that reduce poverty indirectly through job creation or increased spending on education, health care, and housing.

According to the Center on Budget and Policy Priorities, a conservative 2009 projection of the direct impact on low-income persons includes 204,000 Ohioans lifted above the poverty line and 959,000 Ohioans for whom the severity of poverty has been reduced by ARRA benefits.

ARRA has boosted the budgets of many poverty-fighting agencies, including Ohio's Community Action network. Overall, ARRA is expected to provide in excess of \$8 billion in stimulus funding to Ohio, which includes: \$39 million for Community Services Block Grants; \$266 million for home weatherization; \$666,000 in unemployment benefits; and \$5.5 million for Ohio beneficiaries of the Supplemental Nutrition Assistance Program. Additional details can be found in Section 3.

About OACAA and the CAA network

Community Action Agencies (CAA) were created with the passage of the Economic Opportunity Act of 1964. They are locally controlled, private nonprofit organizations, each with a tripartite board comprised of low-income residents, public officials, and private community leaders. The mission of CAAs is to reduce the causes and effects of poverty at both the individual and community levels. Self-sufficiency among low-income persons is central to that mission. CAA programs and services include early childhood care and education; medical clinics; basic and emergency needs; adult learning, job training and placement; affordable housing and housing counseling; utility assistance and home weatherization; and training in life skills, financial literacy, and asset development.

In Ohio, there are 52 Community Action Agencies, with services available in every county. CAAs are primary recipients of federal Community Services Block Grant dollars. During program year 2008, Ohio CAAs administered more than \$523 million in federal,

state, and local funds. Ohio ranked second among all states in the amount of resources administered by its community action network.⁴

The Ohio Association of Community Actions Agencies (OACAA) is an advocate for member organizations and charged with support and unification of Ohio's community action network. OACAA provides training, mentoring, and other tools to CAA directors, staff, and boards, as well as striving to coordinate programs and resources and to keep the network aware of best practices.

About Community Research Partners

Community Research Partners (CRP) is a nonprofit research center based in Columbus that strengthens Ohio communities through data, information and knowledge. Since 2000, CRP has undertaken more than 230 programs and projects in the areas of community data, applied and policy research, and program evaluation, both within and outside of central Ohio. CRP is a partnership of the City of Columbus, United Way of Central Ohio, the John Glenn School of Public Affairs at The Ohio State University and the Franklin County Commissioners. CRP is the Ohio partner for the national Working Poor Families Project and a partner in the Urban Institute's National Neighborhood Indicators Partnership.

Research methodology

CRP used the following sources and methods to prepare this report:

- **Demographic, social, economic, and program data.** The report provides a snapshot of economic conditions in Ohio, characteristics of the population living in poverty, and community needs and progress in addressing poverty. Data from more than 20 sources, including state agencies and private research and advocacy organizations, complement U.S. Census Bureau measures of poverty.
- **CAA case studies.** CRP and OACAA compiled case studies of CAA programs identified as best practices in addressing poverty.

⁴ Ohio Department of Development, Office of Community Services

Each case study included a telephone interview with a representative of the respective CAA. Case study programs were chosen to reflect thematic and geographic diversity.

- **Literature and web review.** CRP conducted a review of reports, literature, and websites to understand various ways economic hardship is measured by the U.S. Census Bureau and others, and to identify federal and state actions to reduce poverty.

Structure of the report

The report is organized into three parts: the *Ohio poverty profile*, detailing poverty measures and trends; *Addressing poverty*, which describes poverty-related needs and actions; and *Final thoughts*, setting forth a proposal for prioritized next steps. Appendices include information on defining poverty, U.S. response, task force strategies, and county-level data.

Themes from Conversations on Reducing Poverty

Section 3 on *Addressing Poverty* contains five subsections to organize the discussion of the basic needs of Ohioans and the contributions of the Community Action Agency Network. Four of these subsections are based on themes from the Regional Conversations on Reducing Poverty:

- The need for jobs that pay well and provide benefits;
- The need for lifelong learning opportunities;
- The need for affordable housing; and
- The need for reliable transportation options.

OACAA also identified a fifth theme based on the assumption, portrayed in the Regional Conversations, that help would be available for people in poverty while they work to move out of it:

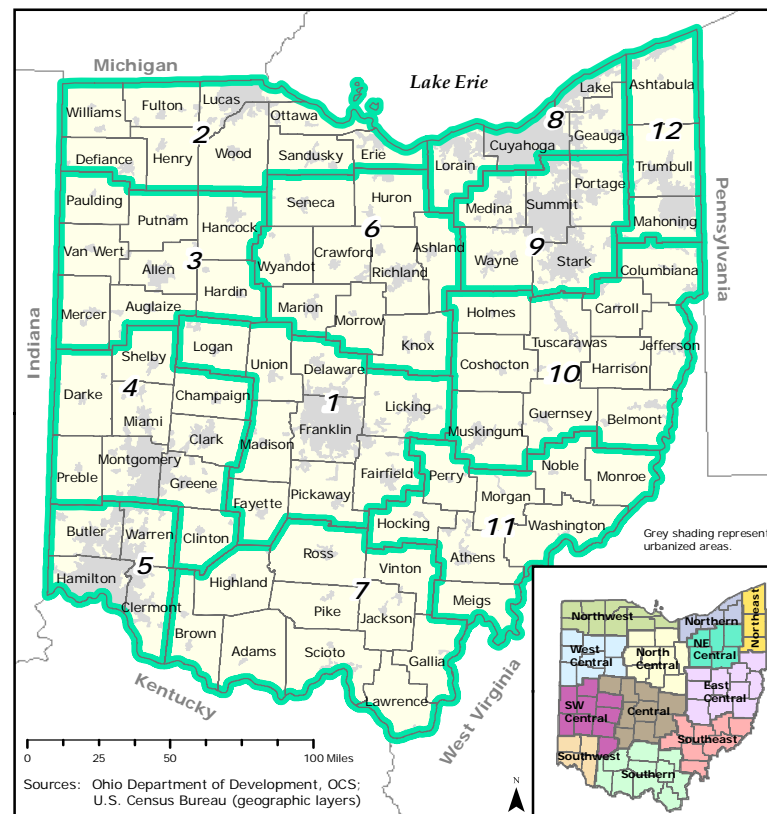
- The need for social and household safety nets.

Together these five themes represent a foundation for all Ohioans to move out of poverty, toward self-sufficiency, and on to prosperity.

Economic Development Regions

The Economic Development Region (EDR) is the primary geographic level of analysis for this report (Map 1). The State of Ohio established EDRs in 1991. Each of the 12 regions is made up of three to ten counties that share some combination of characteristics such as culture, resources, or economy, as well as proximity. The Regional Economic Development Director's Office, located in each EDR, serves as a central point of contact between local governments and business interests in the Ohio Department of Development. The EDR is the administrative level for several state programs and initiatives.

Map 1: Ohio counties and Economic Development Regions



Population characteristics

The EDRs vary in population size, racial makeup, and rural character. The Southeast EDR has the smallest population at just over 250,000, while the Northern EDR has the largest at 1.9 million (Table 1). The minority population (non-white race and/or Hispanic ethnicity) ranges from under 5% in the Southeast EDR to over 28% in the Northern EDR. As of 2000, three regions (Southeast, Southern, and East Central) had predominately rural populations, and two regions (Northern and Southwest Central) were less than 10% rural.

In-migration from abroad has been substantial, with Ohio experiencing net positive international migration of more than 96,000 people from 2000 to 2008. However, domestic out-migration has been greater, with Ohio losing a net of 345,800 to other parts of the U.S. over the same period. The Central EDR, which includes Columbus, was the only region with net positive domestic migration, adding 22,500 people from other states.

Table 1. Population characteristics by Ohio EDR, 2008

Economic Development Region	Population 2008	Pop change 2000-2008	Net births over deaths	Net in-migration	Percent minority 2008
	#	%	#	#	#
1. Central	1,813,204	157,550	108,299	54,100	21.6
2. Northwest	892,439	-15,991	27,086	-39,135	18.0
3. West Central	381,170	-2,755	12,056	-13,270	8.3
4. SW Central	1,160,199	-13,346	32,001	-44,335	16.4
5. Southwest	1,614,997	100,526	71,421	-21,752	20.5
6. North Central	521,841	74	13,552	-10,908	7.6
7. Southern	435,185	5,623	7,822	-31	5.4
8. Northern	1,917,081	-79,841	36,916	-116,707	28.7
9. NE Central	1,362,789	27,072	34,638	-8,703	12.4
10. East Central	582,238	-10,534	6,634	-14,285	5.1
11. Southeast	254,824	-172	3,420	-2,241	4.8
12. Northeast	549,943	-35,456	-401	-32,275	14.8
Ohio	11,485,910	132,750	353,444	-249,542	17.5

Source: U.S. Census Bureau, Annual Population Estimates

Note: Net migration includes movement of Armed Forces between U.S. and overseas.

2. Ohio poverty profile

Poverty is typically defined as a condition of economic deprivation, where an individual or household lacks sufficient economic resources for adequate levels of consumption of essential goods and services—e.g., food, housing, clothing, health care, transportation.⁵ *The Real Bottom Line* explored the definition of “poverty” and common critiques of the standard census poverty measures. That discussion has been summarized in Appendix A of this report.

This year, *Building a Foundation for Prosperity* presents an Ohio poverty profile that includes the most recent available measures of poverty and self-sufficiency at the state, region and county levels as calculated by the U.S. Census Bureau, as well as alternative measures from the University of Washington, the Corporation for Enterprise Development, the Economic Policy Institute, the Ohio Department of Education, and others. The poverty profile also includes a brief analysis of how trends in selected state public assistance data are related to poverty rates.

Census measures of poverty

Snapshot

- 1.5 million Ohioans lived below the Federal Poverty Level in 2008.
- Ohio’s poverty rate of 13.7% in 2008 is the highest since the 14.1% rate in 1994.
- Since 2002, Ohio’s population has increased by 1.2%, while the number of persons in poverty has grown by 41.7%.
- Participation in Food and Nutrition Service programs has risen from 10.2% in June 2008 to 12.5% in June 2009. A proportionate rise in the poverty rate would suggest that approximately 16% of Ohioans live below the poverty line in 2009.
- In 2008, 30.5% of Ohioans – 3.4 million people – had incomes below 200% of poverty (\$34,326 for a family of 3).

⁵ Citro, Constance F., and Michael, Robert T. (1995). *Measuring Poverty: A New Approach*, Washington, D.C., National Academy Press.

- Two-thirds of Ohioans in poverty in 2008 were non-Hispanic whites.
- Groups with the highest 2008 poverty rates were: single female-headed families (41%), blacks (29%), Hispanics (25%), and young children (23%).
- Groups with the lowest 2008 poverty rates were: whites (11%), older adults (9%), and married persons with children (5%).
- Nearly 1 in 4 Ohio adults age 25+ without a high school diploma or equivalent was living in poverty in 2008, compared to only 1 in 12 with some college or an Associate’s degree.
- People with disabilities were more likely to be in poverty, including 32% of children with disabilities and 29% of working-age adults with disabilities.
- Among the 5.9 million Ohioans over age 15 and in the civilian labor force (both employed and unemployed), 8.1% were in poverty in 2008.
- The Southern and Southeast Ohio regions had the highest poverty rates in 2007 (over 18%); the largest numbers of persons in poverty (over 200,000) were in the Northern and Central regions.
- Minority households (43%) are more than twice as likely as white households (19%) to be asset poor, with insufficient assets to meet basic needs through an extended period of poverty.

Ohio and national poverty trends

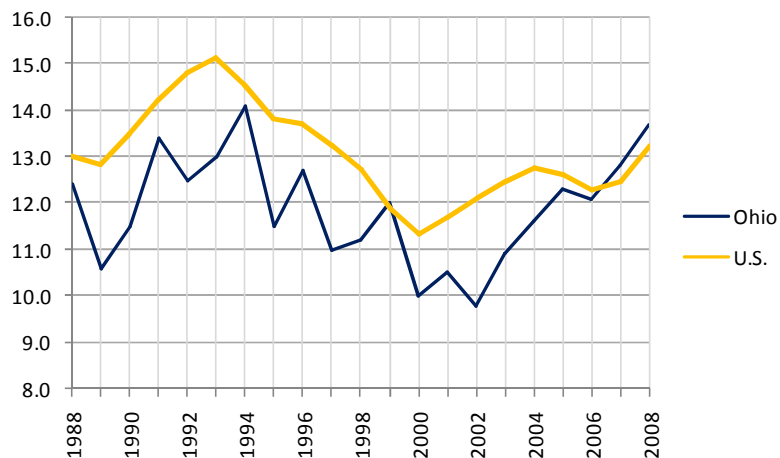
At inception of the War on Poverty in 1964, the nation faced a poverty rate of 19.0%. By the 1970 census, the national rate had decreased to 12.1%, while Ohio fared two percentage points better at 10.0%. Until recently, Ohio’s poverty rate has consistently been below the national level.⁶ Over the past two years, Ohio has moved half a percentage point higher than the national rate (13.7% to

⁶ For the purposes of this report, the poverty rate determined by the Current Population Survey program constitutes the “official” overall poverty rate for states and the nation, while the American Community Survey represents the best estimate of poverty rate for socio-demographic categories such as age, race, and household type. The Small Area Income and Population Estimates (SAIPE) program provides the most recent poverty estimate for all individual counties and Economic Development Regions in Ohio.

13.2%), approaching its 20-year high of 14.1% set in 1994. This is just six years after a 20-year low of 9.8% (Figure 1).

Since 2002, Ohio population has increased by 1.2%, while the number of persons in poverty has grown by 41.7%. Although 2008 data show 1.5 million Ohioans living in poverty, the number is likely to climb, as a result of the economic downturn. Over the past 20 years, Ohio has had only one span of three consecutive years of poverty rate increases: 2002 to 2005. The span of 2007 to 2009 would mark another such period.

Figure 1. U.S. and Ohio Poverty Rates, 1988-2008



Source: US Census Bureau, Current Population Estimates

Variations by Ohio Economic Development Regions

After consistent increases in poverty during the early 2000s, poverty rates were generally flat from 2006 to 2007, as ten of the 12 EDRs changed by less than one percentage point (Table 2). **However, it is important to note that the 2007 poverty data – the most recent available for all Ohio counties – does not reflect the current economic recession.** According to more recent unemployment data,

all but one EDR experienced at least a 42% increase in the unemployment rate from September 2008 to September 2009. This section focuses on describing the general geographic and demographic aspects of poverty.

Most regions enjoyed relatively low poverty rates in 1999. Since then, the Northeast and Southwest Central EDRs have experienced the largest percentage point increases. By 2007, all regions had poverty rates over 10%, with the Appalachian regions (Southeast and Southern) having over 18%. These two regions have historically had the highest rates. The Northeast EDR, on the other hand, had one of the lowest regional poverty rates through the 1970s, but now has a rate 84% greater than in 1969.

Table 2. Poverty rates by Ohio EDR, 1979-2007

Economic Development Region	1969	1979	1989	1999	2006	2007	#
	%	%	%	%	%	%	
1. Central	10.9	11.1	11.9	9.9	13.3	13.4	234,939
2. Northwest	9.2	9.9	12.1	10.7	13.2	13.3	115,610
3. West Central	9.1	8.4	9.4	8.6	10.3	10.3	37,970
4. SW Central	8.5	10.2	11.4	9.7	12.8	12.8	143,276
5. Southwest	10.4	10.4	11.7	9.8	12.0	11.3	176,031
6. North Central	9.2	9.6	11.2	9.6	11.9	11.6	58,232
7. Southern	20.9	16.2	22.1	16.1	19.6	18.2	76,670
8. Northern	9.0	10.0	12.1	11.2	13.4	13.4	252,391
9. NE Central	8.1	8.6	11.1	8.9	11.5	11.4	151,506
10. East Central	12.4	10.6	15.3	12.5	15.4	14.5	82,257
11. Southeast	18.1	14.3	20.3	16.6	19.0	18.9	45,218
12. Northeast	8.5	9.6	14.2	11.6	14.5	15.6	84,524

Sources: U.S. Census Bureau, Decennial Census and SAIPE

In 2007, six counties in Ohio had poverty rates above 20%, and ten counties had rates below 8% (Map 2). Athens County had the highest rate at 29.4%, while Delaware County had the lowest at 4.5%. Cities tend to have higher poverty rates than the counties in which they are located (Table 3). According to the 2008 American Community Survey, Youngstown had the highest poverty rate among Ohio's ten largest cities, and nine of the ten cities had poverty rates above 20%.

Map 2: Poverty rate by county, 2007

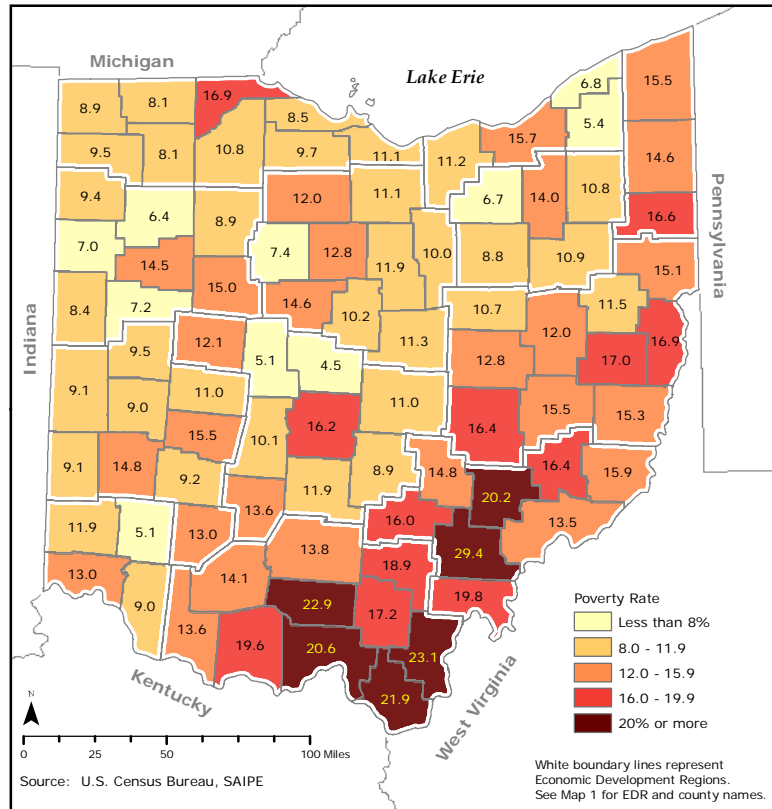


Table 3. Poverty in Ohio's ten largest cities, 2008

City (primary county)	Population for whom poverty is determined	Population with income below poverty	Poverty rate
	#	#	%
Columbus (Franklin)	725,354	145,959	20.1
Cleveland (Cuyahoga)	398,498	121,397	30.5
Cincinnati (Hamilton)	280,794	70,491	25.1
Toledo (Lucas)	276,535	68,210	24.7
Akron (Summit)	198,145	44,590	22.5
Dayton (Montgomery)	133,470	38,936	29.2
Parma (Cuyahoga)	81,723	4,935	6.0
Canton (Stark)	66,266	18,101	27.3
Youngstown (Mahoning)	65,227	21,825	33.5
Lorain (Lorain)	63,850	16,249	25.4

Source: U.S. Census Bureau, American Community Survey

The faces of poverty in Ohio

Contrary to commonly held perceptions of who is poor, poverty affects Ohioans of all ages, races, ethnicities, and household types. In fact, large numbers of Ohioans will likely be poor at some point in their lives. It is estimated that six of every ten U.S. adults will be poor for one year or more by age 75. National research shows that poverty is more common among children, single female-headed families, minorities, persons with less education, individuals with disabilities, and those living in economically depressed inner cities or rural areas.⁷ Ohio's poverty picture bears out these trends (Tables 4 and 5).

Birthplace: With a distribution similar to the overall population, 76.9% of Ohioans in poverty in 2008 were born in Ohio; 18.0% were born in another state; and 4.3% were foreign-born.

⁷ Rank, M. (2007). *Rethinking the Scope and Impact of Poverty in the United States*. Connecticut Public Interest Law Journal, 6(2), 165-181.

Table 4. Poverty rates by population group, Ohio, 2008

Population group	All	Non-Hispanic White	Black/African Amer.	Asian	Hispanic/Latino
	%	%	%	%	%
All individuals	13.4	10.8	29.3	12.3	24.8
Male	11.9	9.5	27.0	13.3	23.9
Female	14.7	12.0	31.3	11.5	25.7
Under 5 years of age	23.3	17.9	49.7	9.1	37.4
5 to 17	16.7	12.5	37.1	11.2	29.3
18 to 24	23.3	20.9	34.3	36.2	29.3
25 to 34	14.8	12.3	30.6	13.2	21.4
35 to 54	9.8	8.1	21.8	6.7	18.0
55 to 64	7.8	6.5	19.3	9.8	14.7
65 and over	8.8	7.7	19.6	15.3	14.7
All family households	9.8	7.7	25.7	8.6	21.6
Married with children	5.0	4.6	8.0	6.2	12.5
Single male with children	20.3	18.0	29.6	*	34.9
Single female with children	41.1	37.3	48.1	42.8	53.3
With children under 5	56.1	53.1	61.0	65.8	68.3
Unrelated individuals age 15+	25.6	na	na	na	na

Source (Tables 4 and 5): U.S. Census Bureau, American Community Survey

Note: "Single" householders do not have a spouse present.

Race and ethnicity: Two-thirds (68.1%) of the 1.5 million Ohioans in poverty in 2008 were non-Hispanic whites. Nevertheless, poverty rates for both non-Hispanic blacks and Hispanics (of any race) were more than twice that of either whites or Asians. Women had higher poverty rates across racial and ethnic categories, except among Asians. From 1999 to 2008, the poverty rate rose for Hispanics (4.5 percentage points), blacks (2.8), and whites (2.6), but decreased slightly for Asians (Figure 2).

Age: Children under age 5 and college-age adults experienced high poverty rates in 2008, with about 23% living below the poverty threshold. The next highest rates were for school-age youths (16.7%) and young adults age 25 to 34 (14.8%). Poverty among the elderly was less than 9%, a similar rate to adults age 35 to 64. Poverty rates for the elderly have been stable over the past decade, but poverty rates for children under age 5 rose by six percentage points from 1999 to 2008.

Table 5. Poverty counts by population group, Ohio, 2008

Population group	All	Non-Hispanic White	Black/African Amer.	Asian	Hispanic/Latino
	#	#	#	#	#
All individuals	1,492,154	1,016,133	378,065	21,035	72,003
Male	647,353	438,576	160,084	10,859	35,836
Female	844,801	577,557	217,981	10,176	36,167
Under 5 years of age	171,031	102,229	51,119	1,168	14,939
5 to 17	327,356	195,295	102,449	2,878	21,292
18 to 24	226,724	166,288	46,181	5,144	8,356
25 to 34	211,111	145,821	52,221	4,721	10,361
35 to 54	320,728	227,202	78,401	3,661	12,482
55 to 64	103,147	76,164	23,426	1,389	2,494
65 and over	132,057	103,134	24,268	2,074	2,079
All family households	288,964	194,814	79,104	3,797	12,663
Married with children	46,356	37,816	4,711	1,466	2,851
Single male with children	23,249	16,499	5,944	*	1,219
Single female with children	160,091	95,686	56,879	920	6,983
With children under 5	80,142	46,647	29,234	241	4,096
Unrelated individuals age 15+	544,237	na	na	na	na

Household type: In 2008, 1 in 10 Ohio families were living in poverty (9.8%). The poverty rate for married couples with children was 5.0%, or half that of families overall. In contrast, the poverty rates for single male- and single female-headed households with children were, respectively, two and four times greater than the rate for all families (Table 4). More than half (56.1%) of all single female-headed households with a child under age 5 had incomes below poverty. Likewise, more than half (52.5%) of all unmarried women giving birth in the past 12 months had incomes below the poverty level, compared to 9.8% of married women who gave birth.

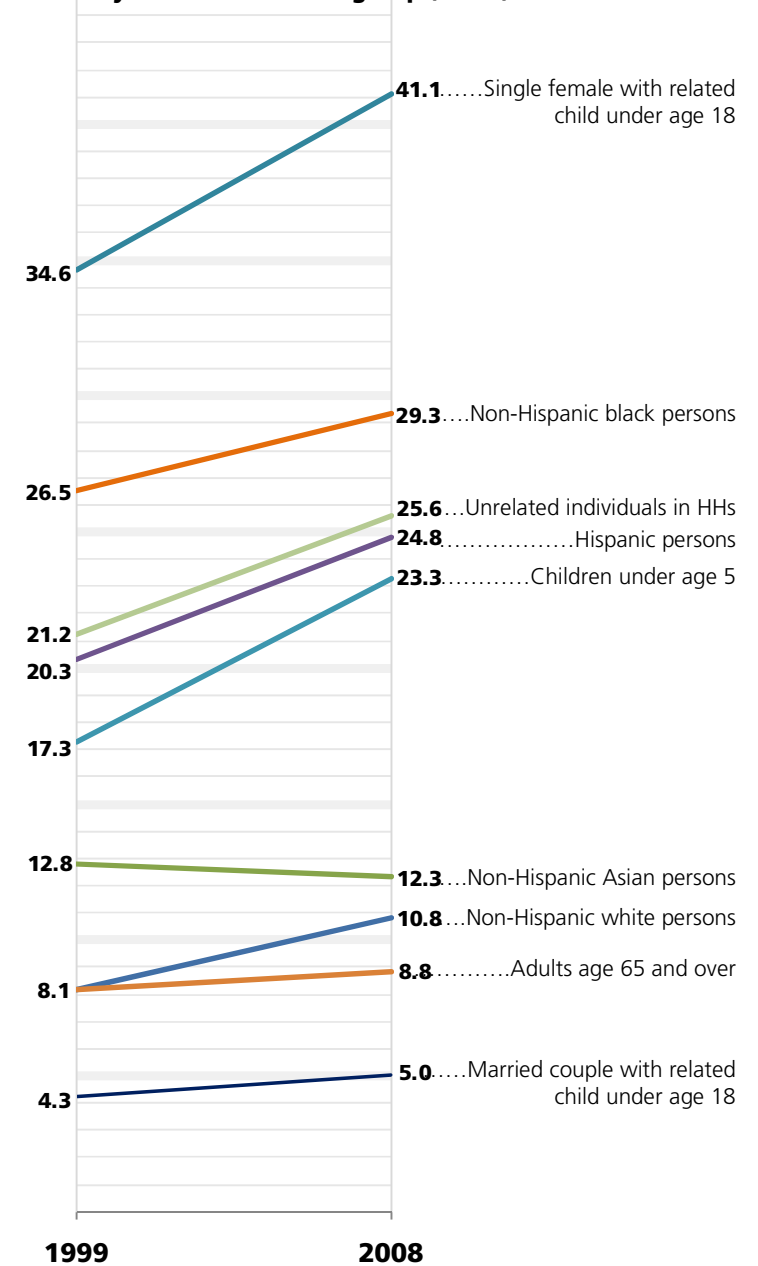
Among other types of households:

- 17.3% of grandparents responsible for their own grandchildren were living in poverty, compared to 9.3% of grandparents not responsible for their grandchildren.
- One-quarter (25.6%) of individuals living alone or with unrelated persons experienced poverty in 2008 and accounted for more than one-third (36.5%) of all individuals in poverty.

Education: Education and income are closely linked, and the relationship is clear in the poverty rates of Ohio adults with various levels of educational attainment. In 2008, nearly 1 in 4 adults age 25 and over who did not graduate from high school were living in poverty (24.3%) – a rate more than twice that of adults with only a high school diploma or equivalency (11.3%). In contrast, fewer than 1 in 25 adults with a four-year degree were in poverty.

Disability: In 2008, more than 334,000 Ohioans with physical disabilities experienced poverty. One-third (32.1%) of all children under age 18 with disabilities were living in poverty, as were 28.5% of all working-age adults with disabilities and 12.0% of all disabled persons age 65 and over. One-quarter (25.0%) of Ohio’s disabled military veterans age 18 to 54 were in poverty.

Figure 2. Poverty trend for selected groups, Ohio, 1999-2008



Source: US Census Bureau, Decennial Census and American Community Survey

Urban/rural setting: In 1999, poverty rates were 43% higher in urbanized areas than in rural areas of Ohio (11.3% to 7.9%). Urban poverty was higher than rural poverty in every Economic Development Region (Table 6).

Table 6. Urban and rural poverty by Ohio EDR, 1999

Economic Development Region	Persons in poverty living in urban areas		Persons in poverty living in rural areas	
	#	%	#	%
1. Central	147,593	10.8	11,985	5.0
2. Northwest	83,928	12.5	11,069	5.2
3. West Central	21,893	10.9	10,019	5.9
4. SW Central	98,917	11.0	12,156	5.0
5. Southwest	137,109	10.2	7,416	5.7
6. North Central	32,046	11.3	15,802	7.2
7. Southern	24,756	17.2	42,242	15.5
8. Northern	214,842	11.6	4,807	4.3
9. NE Central	103,294	9.5	12,504	5.7
10. East Central	40,157	14.1	31,846	10.9
11. Southeast	19,771	24.2	20,268	12.8
12. Northeast	56,031	13.0	10,247	7.3
Ohio	980,337	11.3	190,361	7.9

Source: U.S. Census Bureau, Decennial Census

Employment: Among the 5.9 million Ohioans over age 15 and in the civilian labor force (both employed and unemployed), 8.1% were in poverty in 2008. The poverty rate was far lower (6.3%) for the 5.5 million employed workers than for the 410,000 people who were unemployed (33.2%). Among the 2.9 million people over age 15 but *not* in the civilian labor force, approximately 1 in 5 (19.6%) were in poverty.

The self-sufficiency level

Many economic analysts believe that the income needed by a family to have a safe and decent standard of living and avoid serious hardships in food, health care, housing, and child care is approximately twice the official poverty measure. As a result, 200%

of the federal poverty level (FPL) is commonly used as a rough estimate of “self-sufficiency” income.⁸ Defining the self-sufficiency level has major implications for assessing the magnitude of economic hardship in Ohio: 1.92 million Ohioans have household incomes between 100% and 200% FPL (Table 7).

In 2008, 200% FPL for a family of three was \$34,326. In Ohio, 3.4 million people (30.5%) lived below 200% FPL. Nearly 700,000 Ohioans (6.2%) lived in “extreme poverty,” with incomes below 50% FPL. A chart of all poverty threshold incomes for 2007 and 2008 by family size and number of related children is located in Appendix A.

Table 7. Income as percent of poverty level in Ohio, 1999 and 2008

Pct of federal poverty level	Reference income limit 1999	Persons 1999		Reference income limit 2008	Persons 2008	
		\$	#		%	\$
<50%	6,645	530,076	4.8	8,582	695,195	6.2
<100%	13,290	1,170,698	10.6	17,163	1,492,154	13.4
<200%	26,580	2,919,858	26.4	34,326	3,412,249	30.5
<300%	39,870	na	na	51,489	5,467,915	48.9

Sources: U.S. Census Bureau, Decennial Census and American Community Survey

Note: Reference incomes are based on weighted threshold for 3-person family.

Alternative measures of economic hardship

The Self-Sufficiency Standard for Ohio

Commissioned by OACAA and produced by the Center for Women’s Welfare at the University of Washington, *The Self-Sufficiency Standard for Ohio 2008* delineates how much income is necessary for a family to meet its basic needs, without public or private assistance. This self-sufficiency standard incorporates the net

⁸ Acs, Gregory, Phillips, Katherin Ross, and McKenzie, Daniel. (2000). *Playing by the Rules but Losing the Game: America’s Working Poor*, The Urban Institute.

effect of taxes and tax credits and adjusts for both composition of family and age of children. Special attention is paid to differential inflation rates in food and non-food basic needs. The report presents a self-sufficiency income, and cost components, by family type for every county in Ohio.

In 2008, the annual income required for a family with two adults and two children, including a preschooler, to be self-sufficient varied considerably among the 88 counties. There was a \$20,000 difference between the most and least expensive counties. Table 8 presents a profile of self-sufficiency costs in Seneca County (the “median” county), as well as for the most and least expensive counties, for each cost component. Appendix D includes data for all counties.

Table 8. Components of self-sufficiency standard, 2008

Household of 2 parents, 1 preschooler, and 1 school age child	Seneca County	Least expensive	Most expensive
	\$	\$	\$
Annual standard	41,848	32,255 (Meigs)	52,289 (Medina)
Housing	569	532 (Carroll)	903 (Warren)
Child Care	929	569 (Jackson)	1,251 (Geauga)
Food	640	528 (4 tied)	695 (5 tied)
Transportation	381	376 (6 tied)	430 (Mahoning)
Health Care	390	351 (7 tied)	401 (5 tied)
Miscellaneous	291	252 (Meigs)	354 (Geauga)
Taxes	559	310 (Meigs)	788 (Medina)

Source: University of Washington, Center for Women's Welfare

Note: Seneca County annual standard includes \$272 offset in tax credits.

The Basic Family Budget

The Economic Policy Institute (EPI) publishes a Basic Family Budget Calculator that estimates the annual income needed for families to avoid serious hardships. The calculator is customized for more than 600 communities in the U.S. including 20 areas in Ohio. For 2007, the most expensive area in Ohio for a 2-parent, 2-child family was the Akron metro area (\$51,782).

Asset Poverty

As defined by the Corporation for Enterprise Development (CFED), a household is “asset poor” if it has insufficient net worth – total physical and financial assets, minus total liabilities and debt – to subsist at the federal poverty level for three months. This measure represents the percentage of households unable to meet basic needs throughout an extended period of economic hardship (e.g. job loss or serious medical situation). CFED asset poverty figures are calculated at the state level by race and gender of householder and by household income.

In *CFED's 2009-2010 Scorecard* (based on 2006 data), Ohio ranked 29th among the states, with a household asset poverty rate of 22.6%, up from 17.6% when the first scorecard was issued using 1996 data. The rate of asset poverty among minority households in Ohio (43.2%) is more than twice that of white households (18.7%).

Since liabilities are factored into asset poverty, a sufficient income does not guarantee a household to be free of asset poverty. While over half (54%) of all households in the lowest income quintile (less than \$24,800) are asset poor, the same is also true of 1 in 5 households with middle-class incomes of \$44,801 to \$68,800.

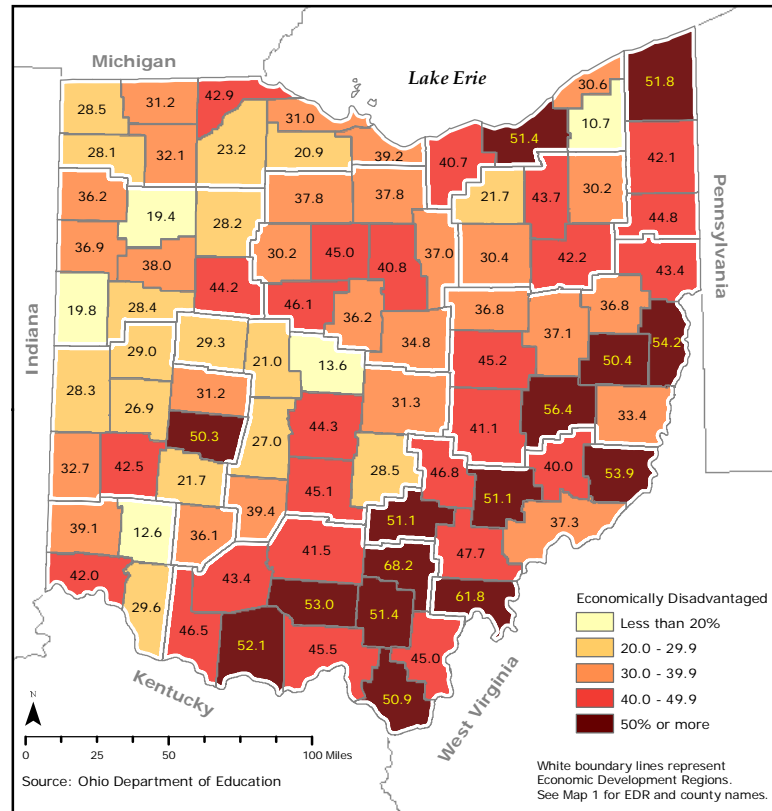
Economically disadvantaged students

The percentage of economically disadvantaged students provides an annual approximation of the percentage of families who are struggling to make ends meet. Ohio school districts designate students as economically disadvantaged primarily if they meet eligibility requirements for the federal free or reduced price lunch program. The percentage of all K-12 students in Ohio flagged as economically disadvantaged has risen from 28.7% in school year 2003 to 40.2% in 2008.⁹

⁹ Ohio Department of Education, Interactive Local Report Card

On average, the measure has risen by two percentage points annually. Map 3 is based on the 614 city and local public school districts reporting to the Ohio Department of Education. For school year 2008-09, there were three times as many counties with high rates of economically disadvantaged students (50% or more) as with low rates (below 20%).

Map 3: Economically disadvantaged students, fall 2008



Trends in state monthly administrative data

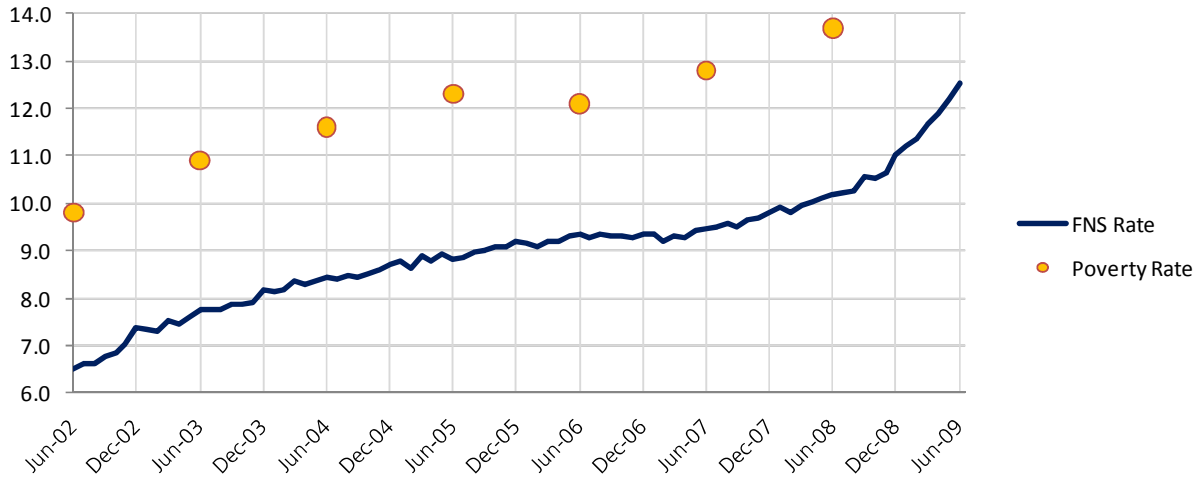
Many measures of economic hardship, including census poverty measures and several of the alternatives described above, are updated on an annual basis (at best) and may have significant lag time in reporting. For instance, the 2008 American Community Survey estimates of poverty were released in September 2009. State administrative datasets – from the Ohio Department of Job and Family Services (ODJFS) and the Ohio Bureau of Labor Market Information (LMI) – offer a monthly glimpse into economic and workforce trends. For several key indicators, data is reported with only a one to three month lag.

For this report, CRP looked at three measures published by the State through Local Area Unemployment Statistics (LAUS) or Public Assistance Monthly Statistics (PAMS): unemployment rate, Food and Nutrition Service (FNS) participation, and Medicaid eligibility estimates. Of the three, CRP found that the FNS participation rate¹⁰ tracked most closely with recent Ohio poverty rates (Figure 3).

From 2002 to 2008, the June FNS participation rates were an average of 3.2 percentage points (standard deviation of 0.24) below the annual poverty rate for the corresponding year. The FNS participation rate climbed from 10.2% in June 2008 to 12.5% in June 2009. Based on the historical relationship between FNS and the poverty rate, a 2009 poverty rate of 16% is projected (based solely on CRP analysis). It should be noted that the relationship between the poverty rate and a public program such as Food and Nutrition Service is subject to changes in administrative policy, outreach and availability of monetary and staffing resources.

¹⁰ FNS participation and Medicaid eligibility rates use the corresponding year total Ohio population from the U.S. Census Bureau's Annual Population Survey as denominator.

Figure 3. Annual poverty rate (2002-2008) and monthly Food and Nutrition Service participation rate (2002-2009)



3. Addressing poverty

U.S. response to poverty

Since the 2008 State of Poverty report, the policy context has changed dramatically with the federal government response to the economic downturn. This section highlights the federal stimulus programs that most directly address poverty-related issues. Appendix B provides an historical perspective on the changing nature of poverty in the U.S. from the 1960s through the 2000s and the changing federal response to poverty over this period.

Recovery Acts of 2008 and 2009¹¹

There have been two major pieces of federal legislation to address the current recession. Although primarily intended to stimulate the economy, they include funding targeted to low-income populations and communities. The Housing and Economic Recovery Act of 2008 was enacted in response to the collapsing housing bubble and it included funding to address foreclosure and homelessness prevention. Provisions include:

- The Hope for Homeowners program implemented by the Federal Housing Administration (FHA) to help homeowners with problem loans to refinance with new FHA mortgages
- The Neighborhood Stabilization Program that provided nearly \$4 billion in Community Development Block Grants for states and cities to purchase, improve and resell foreclosed homes to low and moderate-income purchasers
- A National Affordable Housing Trust Fund to give communities funding for creation and improvement of low-income housing (program not yet funded)

The American Recovery and Reinvestment Act of 2009 (ARRA) is a much larger stimulus package, which provides additional and new

funding for many anti-poverty initiatives. Ohio is expected to receive a total of over \$8 billion in stimulus funding. The following are federal ARRA funding levels, and estimated Ohio amounts, for safety net and poverty reduction programs and programs that benefit low-income populations, as of December 2009:

- \$48 billion from the State Fiscal Stabilization Fund to focus on educational improvements from early learning through post-secondary education, including funding to turn around the lowest-performing schools (Ohio amount is over \$1.7 billion)
- \$5 billion for the Home Weatherization Assistance Program (HWAP) to increase the energy efficiency of dwellings owned or occupied by low-income households (Ohio amount approximately \$266 million to spend over three years)
- \$985 million in additional Community Services Block Grant (CSBG) funding to supplement the ongoing activities of CAAs in employment, education, income management, housing, emergency services, and nutrition (Ohio amount \$39 million, a 44% increase from previous CSBG funding levels)
- Federal funds for a \$25 increase in weekly unemployment benefits (\$666,000 to Ohio recipients)
- \$2 billion in new Child Care and Development Block Grants (Ohio amount approximately \$68 million)
- 13.5% increase in maximum benefits from the Supplemental Nutrition Assistance Program (Food Stamps) (more than \$5.5 million to Ohio recipients)
- \$3.95 billion for training and employment placement programs from the Workforce Investment Act (Ohio amount \$148.3 million)
- \$1.5 billion in funding for the Emergency Shelter Grant Program, providing shelter for the homeless and assistance to individuals in danger of becoming homeless (Ohio amount \$66.1 million)

¹¹ Center on Budget and Policy Priorities; Internal Revenue Service; Ohio Department of Development

- Temporarily expanded eligibility for the Child Tax Credit, resulting in a refund of up to \$1,000 per child for individual filers with at least \$3,000 of earnings (versus \$12,550)
- The Making Work Pay Tax Credit, for which each worker is eligible for up to \$400, calculated at a rate of 6.2% percent of earned income for workers making up to \$75,000

Recent State actions to address poverty

Ohio Anti-Poverty Task Force

Since the Poverty Summit in May 2008, Ohio has laid the groundwork for an ambitious, community-informed approach to poverty reduction. At the summit, Governor Ted Strickland signed Executive Order 2008-11S, creating the Ohio Anti-Poverty Task Force, charged with developing recommendations to help guide the Administration's ongoing effort to reduce poverty. The Governor's Office recruited a 30-member task force of key government and community representatives, including Ohioans currently living in poverty.

Through five work groups (Working Poor; Children and Young Adults; Multiple Barriers to Employment; Seniors; and Benchmarks, Measures and Implementation) and the February 2009 Regional Conversations on Reducing Poverty, the task force built the knowledge base to inform the creation of 19 long-term strategies and 22 short-term recommendations. The full set of task force recommendations can be found in Appendix C.

Community Input: Regional Conversations on Reducing Poverty

More than 1,800 people participated in one of the 21 Regional Conversations on Reducing Poverty. The Regional Conversations – each hosted by a local CAA¹² in collaboration with a team of local

sponsors and supporters – took place in CAA offices, public libraries, churches, schools, senior centers, nonprofit agencies and civic buildings.

In addition to the participating community, government, and philanthropic organizations, everyday residents and people living in poverty also attended. Meetings ranged in size from 30 to 130 participants and from 20% to 75% of attendants who were low-income or living in poverty. In some cases, organizers coordinated transportation and even child care so people could attend.

Using the World Café meeting style, participants sat in small groups and discussed the state of poverty in Ohio and in their community. They were asked to consider what would be necessary to create a community without poverty and to identify actions that could be taken today and in the future to reduce poverty.

The need to create and maintain jobs that pay a livable wage was mentioned most frequently. Other key findings included the need for: job skills training and affordable educational opportunities; improved public transportation; and a coordinated system of public benefits, supportive services, and faith-based assistance that operates in partnership to assist families as they transition out of poverty.

Gaps and barriers were key topics of the regional roundtables. Participants provided the following perspectives on addressing poverty in their community:

- Attainable, living wage jobs are too scarce.
- Duplication of services and the absence of a one-stop shop for local services result in both inefficiencies and confusion for customers.
- Public transportation and other affordable transportation options (particularly for later shifts) are a vital component of employability but are often left out of the conversation on economic and workforce development.

¹² With the exception of one Regional Conversation hosted by the United Way of Greater Toledo

- Community institutions such as churches, schools and banks are not actively fulfilling their potential as proactive partners in addressing poverty issues.
- There are inadequate local options and opportunities for life-long learning, employment mentoring, and family counseling.
- In the absence of transitional employment supports, the “benefits cliff” – i.e. substantial loss of benefits upon reaching a certain income level – is a hindrance to career advancement and economic stability.
- Subsets of persons facing economic hardships, such as ex-offenders and the rural poor, often face issues not easily addressed with one-size-fits-all policies.

Themes from the conversations as an organizing framework

This report makes use of five themes from the Regional Conversations as an organizing framework for the remainder of this section. Subsections 3a-3e describe trends, conditions, and needs of Ohio’s low-income population and highlight contributions of the Community Action Agency network toward addressing them.

3a. Need for jobs

Snapshot

- Ohio is projected to add nearly 300,000 jobs between 2006 and 2016, but at the same time to lose 140,000 manufacturing jobs. Both figures are worse than 2004-2014 state projections.
- The largest job growth will be in health care and social services; administrative and waste services; professional and technical services; accommodation and food services; construction; and transportation and warehousing.
- Jobs that require at least some postsecondary education are projected to grow the fastest, while those that require only on-the-job training are projected to grow the slowest.
- In September 2009, 594,000 Ohioans (10.1% seasonally adjusted) were unemployed, with rates (unadjusted) ranging from 8.3% in the Central region, to 12.6% in the Northeast region.
- One in four Ohio jobs in 2007 were in occupations with average wages below the poverty level.

Case studies

- Since 2005, the Cincinnati-Hamilton County Community Action Agency's Ex-Offender Fresh Start Program has assisted more than 1,000 individuals with criminal records in preparing for, finding, and retaining employment.
- The Council for Economic Opportunities in Greater Cleveland operates Future Routes for Entrance to Employment (FREE), a workforce development program that provides training and assistance for individuals and works with employers and social service programs to ensure a path toward greater self-sufficiency.

Introduction

Good jobs are the most effective way to reduce poverty, but Ohio is experiencing a long transition from an economy with higher paying manufacturing jobs to one with a greater proportion of lower-paying service sector jobs. A job no longer guarantees a living wage, and employment and poverty trends have become disconnected. From 2002-2007, Ohio's poverty rate rose even as the unemployment rate declined, an indication of the growing number of low-wage jobs and

the working poor. The spike in unemployment since 2008 presents new challenges in addressing poverty. However, state labor market projections show employment opportunities in a wide range of service occupations. Emerging sectors, such as renewable energy and other green technologies, will generate the good jobs of the future.

The creation of jobs with living wages and benefits was priority number one among the Regional Conversations, with 17 of the 21 sites indicating the availability of livable wage employment as an important factor for reducing poverty in their community.

Approximately one-third of the roundtable locations agreed that job training for dislocated workers was vital, with some mentioning that vocational training should focus on promising sectors of the economy such as green energy. Some participants mentioned that social enterprise may be fertile ground for creative entrepreneurs at lower income levels. Other roundtables felt there was room for system improvements in connecting ex-offenders with reentry services that help break down barriers to equal employment opportunity.

Facts and figures

Employment trends

Industry sectors: From 2006 to 2016, the Ohio Bureau of Labor Market Information (LMI) projects that Ohio employment will increase by 5.0%, or 290,700 jobs (Table 9). Six major industries that provide services, and one goods-producing industry (construction) are expected to add more than 20,000 jobs each. Six of Ohio's 20 largest employers – Cleveland Clinic Health System, Catholic Healthcare Partners, University Hospitals, OhioHealth, ProMedica Health System, and Premier Health Partners – are within the industry projected for the largest numeric and percentage growth.

Despite overall job growth, LMI projects that Ohio's manufacturing industry will continue to shrink, shedding 140,800 jobs from 2006-16. This will particularly impact regions heavily vested in manufacturing: Northern, Northeast Central, and Southwest EDRs (large numbers of manufacturing jobs); and North Central and West Central EDRs (a large share of total employment).

Table 9. Employment projections by industry, Ohio, 2006-2016

Major industry divisions	Annual employment 2006	Projected change 2006-2016	
	#	#	%
All industries	5,842,100	290,700	5.0
Agr., forestry, fishing and hunting	86,600	-7,200	-8.3
Mining	11,000	200	1.8
Construction	230,200	21,500	9.3
Manufacturing	795,500	-140,800	-17.7
Wholesale trade	237,800	15,400	6.5
Retail trade	604,600	-5,900	-1.0
Transportation and warehousing	183,000	21,500	11.7
Utilities	20,600	-1,600	-7.8
Information	88,700	-2,400	-2.7
Finance and insurance	238,800	16,900	7.1
Real estate and rental and leasing	68,100	9,200	13.5
Professional and technical services	239,100	43,500	18.2
Mgmt. of companies and enterprises	101,900	15,300	15.0
Administrative and waste services	314,700	42,000	13.3
Educational services	86,500	14,500	16.8
Health care and social assistance	677,800	151,200	22.3
Arts, entertainment and recreation	66,100	13,200	20.0
Accommodation and food services	434,700	35,300	8.1
Other services, except public admin.	224,400	22,000	9.8
Government	751,800	16,000	2.1
Self-employed, private/unpaid workers	380,200	10,900	0.3

Source: Ohio Bureau of Labor Market Information

Occupations: The mix of occupations in Ohio is also changing, and a greater percentage of jobs will require education and training past high school. Ohio LMI reports that jobs that require at least postsecondary education (a technical certificate, to a four-year or graduate degree) or are projected to grow the fastest, while those that require only on-the-job training are projected to grow the slowest. The highest projected job growth—13.3% from 2006 to 2016—is for jobs that require either some college or a college education. While a bachelor's degree is required for more than 60% of Ohio's fast-growing occupations, there are high employment prospects (here defined as annual job openings of at least 60 and paying at least the

median wage of \$14.85 in May 2007) in occupations requiring only a postsecondary vocational award or an associate degree (Table 10).

Table 10. Occupations with high employment prospects, Ohio, 2006-2016

Occupational title	Average annual openings 2006-2016	Median wage May 2007
	#	\$
Postsecondary vocational award		
Licensed Practical & Licensed Vocat. Nurses	1,593	18.57
Automotive Service Technicians and Mechanics	801	17.03
Bus & Truck Mechanics & Diesel Engine Spec.	389	18.31
Welders, Cutters, Solderers, and Brazers	378	16.23
Real Estate Sales Agents	193	27.34
Surgical Technologists	182	17.36
Telecomm. Equip. Install/Repair, ex. Line Install	168	24.83
Massage Therapists	122	15.04
Mechanical Drafters	107	19.70
Electrical/Electronics Repair, Comm/Indus Equip.	88	22.38
Welding/Soldering/Brazing Machine Setters, O/T	87	16.14
Architectural and Civil Drafters	86	20.82
Computer, ATM, & Office Machine Repairers	70	17.99
Associate degree		
Registered Nurses	4,425	27.56
Computer Support Specialists	652	19.70
Medical Records & Health Info. Technicians	274	14.98
Radiologic Technologists and Technicians	262	22.87
Dental Hygienists	253	29.45
Legal Secretaries	226	17.25
Paralegals and Legal Assistants	207	21.04
Physical Therapist Assistants	205	22.64
Respiratory Therapists	198	22.76
Medical and Clinical Laboratory Technicians	155	17.03
Chemical Technicians	104	20.05
Occupational Therapist Assistants	96	22.92
Electrical & Electronic Engineering Technicians	93	23.55
Interior Designers	89	19.24
Mechanical Engineering Technicians	73	22.20
Industrial Engineering Technicians	66	22.89
Cardiovascular Technologists and Technicians	62	22.98
Environ. Science & Protection Tech., inc. Health	61	17.81

Sources: Ohio Ohio Bureau of Labor Market Information, Ohio Job Outlook, 2006-2016

Conditions of work

The Working Poor Families Project – a national initiative focused on state workforce development policies – issues an annual State Policy Assessment Report with more than 100 indicators on conditions affecting the workforce. Among these conditions, 70.6% of Ohio jobs were in occupations with average wages below the living wage (200% of poverty) in 2007, and 24.4% were in occupations with average wages paying below the poverty level.¹³

Working Poor Families Project data ranked Ohio high among the 50 states and D.C. on some workforce conditions and low on others. Ohio ranked:

- 4th, with a relatively high percentage of workers who have employer-provided pensions (47%)
- 6th, with a relatively high percentage of workers who are covered by workers’ compensation insurance (93%)
- 38th, with a relatively high percentage of unemployed who are not receiving unemployment insurance benefits (57.2%)
- 41st, with a relatively high percentage of workers in low-wage jobs (27.3%)

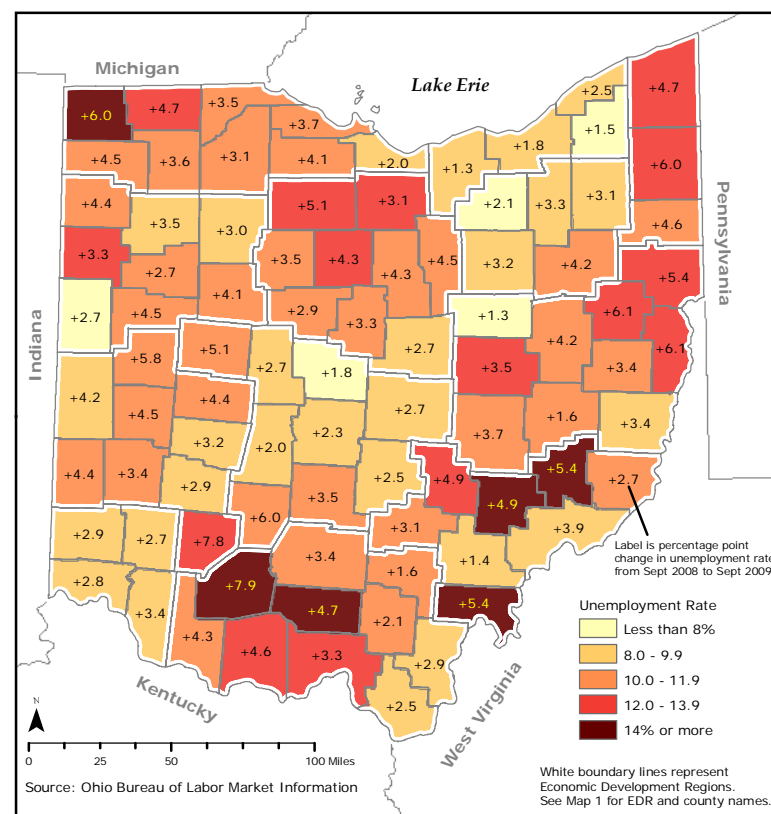
Unemployment trends

In September 2009, the seasonally adjusted unemployment rate for Ohio was 10.1%, which was 3.3 percentage points greater than one year earlier. The highest (unadjusted) unemployment rate in September was in the Northeast EDR (12.6%), while eight of the twelve regions had unemployment rates of at least 10.0%. Map 4 shows the unemployment rates (color scale) and one-year rate increases (number) at the county level. Appendix D includes additional county-level unemployment data.

However, the official unemployment rate under-represents the true extent of unemployment. The rate does not account for “discouraged

workers” who are unemployed but have stopped actively looking for work or workers who want a full time job but can only find part-time work. Economic Policy Institute data indicates that if these two groups are added to the official unemployment rate, the total would be about 17% of the Ohio workforce.¹⁴ During 2008, 97,460 Ohioans exhausted their regular unemployment benefits, exceeding 2006 and 2007 figures by 23%.

Map 4: September 2009 unemployment rate and one-year change (not seasonally adjusted)



¹³ The Working Poor Families Project, Indicators and Data website: www.workingpoorfamilies.org/indicators.html, accessed 11.01.09.

¹⁴ Policy Matters Ohio, *The State of Working Ohio 2009*, September 2009

CAA services

Community Action Agencies (CAAs) support the working poor through a wide variety of programs, which for a given agency may include: child care, adult education, GED preparation, job training and on-the-job support, job search assistance, job placement, job creation, small business development, loan funds, senior community service employment, displaced homemaker programs, budget counseling, or internet training and access. In terms of employment outcomes¹⁵ in program year 2008 alone, Ohio CAAs helped more than 13,600 unemployed individuals to obtain a job and nearly 10,900 individuals to achieve “living wage” employment.

Case Study:

- **Agency:** Cincinnati-Hamilton County Community Action Agency
- **Program/Initiative:** Ex-Offender Fresh Start Program
- **Service Area:** Hamilton County
- **Persons Served:** Adults residents of Hamilton County with a criminal record
- **Annual Program Budget:** Approximately \$280,500
- **Program Funding Source:** Workforce Investment Act and Community Services Block Grant funds
- **Person(s) Interviewed:** Shirley Maul, Manager of Workforce Development

Cincinnati-Hamilton County Community Action Agency delivers a range of programs to serve disadvantaged children and youth and their families. The agency has built partnerships in the community and created connections between programs to enhance their impact. The

Ex-Offender Fresh Start program is a primary program under the agency’s workforce development initiative.

Cincinnati-Hamilton County’s Ex-Offender Fresh Start program (Fresh Start) assists individuals with a criminal record in finding employment by providing them with services that focus on their unique barriers.

Specifically, Fresh Start focuses on:

- Identifying strengths and skills to create an Individual Employment Plan;
- Connecting clients to resources, including affordable housing, food and material assistance;
- Employment readiness training;
- Job search assistance;
- Interview coaching; and
- Job retention services for 12 months after employment.

Fresh Start serves adult residents of Hamilton County (age 18 and over) who have a criminal record. That distinction goes beyond “formerly incarcerated” to include persons who may have spent time in a diversion program, for example, rather than in jail or prison¹⁶. The program operates in partnership with the SuperJobs Center, Cincinnati’s one-stop job center. It is funded with both Workforce Investment Act (\$172,500 per year) and Community Services Block Grant funds (approximately \$108,000 per year).

The Fresh Start program begins with an orientation session that is offered weekly. During orientation, the program’s services, goals, and client expectations are explained and interested clients are given the opportunity to ask questions and decide whether to formally enroll. Once enrolled, the program itself lasts for three weeks. At entrance, program staff conduct an intake assessment, make referrals to appropriate services (either in-house or in the community) and provide case management services. Under the Fresh Start program, case

¹⁵ Based on CAA reports to the Ohio Department of Development for the ROMA system, or Results-Oriented Management and Accountability, which tracks outcome of Community Services Block Grant spending

¹⁶ The program’s only exception is for persons convicted of a sexual offense. This is because the agency’s Head Start classrooms are in the same building as the Fresh Start program and state law prohibits sexual offenders from being in close proximity to the children.

management is focused very narrowly on addressing the client's individual barriers to employment. The program's job readiness training component (a 4-day session) emphasizes the skills and attitudes necessary to obtaining and keeping a job. A critical part of this process is the mock interview, where clients are coached on how to respond to specific questions about their criminal histories.

Following job readiness training, the program's Job Developer works with each client to match his or her skills and interests to potential employment opportunities in the community. The Job Developer also advises clients on appropriate employment routes to pursue, taking into account the nature of the client's criminal background and whether legal barriers to employment within specific fields or industries exist. Following placement, Fresh Start staff also provide job retention services (such as helping to secure work-appropriate clothing or advising clients who are experiencing challenges in the workplace) for up to one year and continue to assist clients with other referrals, as required.

Since the program's inception in 2005, Fresh Start has served a total of 1,035 individuals, 306 of whom have obtained full-time employment. The majority of clients are male (78%), African American (87%), between the ages of 31 and 49 (54%). Three-quarters of clients have already obtained their high school diploma or GED equivalent or have some college education (75%); nearly 20% have less than a high school education. The hourly wage earned from jobs obtained after Fresh Start training averages about \$7.50 per hour. Prior to Ohio's and the nation's recent economic downturn, however, the average hourly wage was closer to \$9.50 per hour. Similarly, many of the program's job placements are in the food services industry (i.e., fast food), where before the downturn, a large number of placements were in the warehouse, construction, and trucking industries.

Recommendation to other Community Action Agencies

To another CAA wanting to implement an employment training program for ex-offenders, similar to Cincinnati-Hamilton County's Fresh Start, the agency recommends both a strong planning process, and outreach to local adult parole authorities and to local one-stop centers. Planning is critical to ensure that the scope of the program is both

feasible – in terms of agency resources, potential partnerships, realistic outcomes, and program longevity – and effective, in terms of the program's focus and its ability to meet a need within the community. Additional recommendations include having a strategic marketing plan, and once the program is running, hosting orientation sessions (preferably weekly) that provide potential clients with the information they need to decide whether to participate.

Case Study:

- **Agency:** Council for Economic Opportunities in Greater Cleveland
- **Program/Initiative:** Future Routes for Entrance to Employment (FREE)
- **Service Area:** Cuyahoga County
- **Persons Served:** The program targets long-term unemployed, formerly incarcerated, and displaced workers; the program has the capacity to serve a total of 430 individuals.
- **Annual Program Budget:** \$1.6 million over a 15-month funding cycle that expires in September 2010
- **Program Funding Source:** Community Services Block Grant (CSBG) and CSBG-ARRA (American Recovery and Reinvestment Act) funds
- **Person(s) Interviewed:** Evelyn Rice, Vice President of Community Services

The Council for Economic Opportunities in Greater Cleveland (CEOGC) has served Cuyahoga County since it was established in 1964. For 45 years, CEOGC has been committed to fighting poverty, building families, and helping individuals take control of their lives and move toward economic self-sufficiency.

Future Routes for Entrance to Employment (FREE) is a newly established workforce development program that provides on-the-job and soft skills training to low-income, unemployed and hard-to-employ individuals in

Cuyahoga County¹⁷. The program targets long-term unemployed, formerly incarcerated, and displaced adult workers (age 18 and over) with or without a high school diploma or GED equivalent. The goals of the program include:

- Providing immediate cash relief for 430 unemployed individuals in Cuyahoga County
- Providing support to employers to help them overcome employee training costs
- Removing barriers to employment for long-term unemployed individuals
- Providing displaced workers the opportunity to train for new careers
- Providing temporary (grant-based) employment to 12 workforce development trainers employed by CEOGC

The FREE classroom training includes job readiness, like skills, and financial literacy training. Clients receive a stipend of \$7.00 per hour, 20 hours per week, for six weeks. Employers who agree to hire and provide on-the-job training to FREE graduates are reimbursed a maximum of \$7.30 per hour for up to 240 hours of regular (no overtime) employment. Case managers assess clients' needs and provide necessary supports to trainees in the form of transportation (bus tickets or gasoline cards) and vouchers for other supports, including employment-appropriate clothing and training equipment. Case managers also provide follow-up support to clients who are placed in on-the-job training opportunities.

There is a special component to the FREE program called Progression to Employment, which is specifically for formerly incarcerated individuals. Progression to Employment has the capacity to serve 30 people and services are provided by an outside contractor. All FREE classrooms are open to this population as well.

In its first month, the FREE program is providing services to a total of 65 individuals, 15 of whom are formerly incarcerated persons participating in the Progression to Employment component of the program. When at full capacity, FREE is designed to serve 430 individuals total.

In addition to the specialized programming that FREE provides, clients have access to the full range of ongoing services provided by CEOGC's Workforce Development Program, safety net services, housing assistance, and home energy assistance program, as well as Cuyahoga County's Employment Connection program.

Recommendation to other Community Action Agencies

On-the-job training is one of the oldest and most tested methods of preparing workers to perform effectively, but it is resource intensive and requires a good deal of commitment on the part of both the administering agency and the participating employers. These partners must ensure that trainees can be trained for a particular occupation, and that trainees understand why they are learning a particular skill and how that skill contributes to their job security. CEOGC recommends the following to other CAAs implementing an on-the-job training program: (1) compensate clients as they are being prepared to work (in order to provide immediate income, even minimally), and (2) solicit employers that have the desire, the time and the resources necessary to provide on-the-job training and to stay committed to their new employees.

¹⁷ The FREE program is in addition to CEOGC's well-established Workforce Development Program that provides job readiness training, computer-based customer service training, and job search and job placement assistance to Cuyahoga County's unemployed and working poor.

3b. Need for lifelong learning

Snapshot

- More than 30% of the 130,000 children who enter kindergarten in Ohio each year require some type of intervention services.
- Fourth and eighth graders who were economically disadvantaged had proficiency test passage rates up to 45 percentage points lower than their non-disadvantaged peers.
- The 2007-08 high school graduation rate for Ohio's economically disadvantaged students was 72.7%, compared to 88.7% for students who were not economically disadvantaged.
- About half (50.9%) of Ohio adults over age 25 have no post-secondary education.
- The Central EDR had the highest levels of adult education attainment, while the Southern region had the lowest levels.

Case study

- Akron Summit Community Action's YouthBuild, a nine-month program for young adults ages 18 to 24, combines training in the construction field with GED coursework, leadership and life skills training, and community service.

Introduction

Lifelong learning is the gateway to economic opportunity in a time of rapid economic change. The education pipeline begins with early education that supports kindergarten readiness. While high school graduation is a key goal, it is only the beginning of education and training for career success. Post-secondary education can range from a technical certificate to a two-year or four-year degree and beyond.

Regional Conversations participants agreed that an important factor in poverty reduction is an educational system that recognizes individual needs and encourages life-long learning. They emphasized both standard curriculum and life skills education and training at all age levels. Financial literacy beginning in grade school level can lead to better money management practices throughout life.

Facts and figures

Kindergarten readiness

In Ohio, more than 30% of the 130,000 children who enter kindergarten each year require some type of intervention service.¹⁸ Children from low-income families are more likely to start school with limited language skills, health problems, and social and emotional problems that interfere with learning. A recent study found that 28% of 3-year olds in Ohio participate in publicly-supported programs before kindergarten (e.g. Head Start, special education, or other subsidized pre-K providers).¹⁹

The Ohio Anti-Poverty Task Force recognized the importance of formative year education in its recommendation to increase access to high-quality early childhood development programs and family supports for children age 0 to 6.

Student proficiency

Students in Ohio K-12 school systems take a series of tests to measure their mastery of core curriculum. Students who were economically disadvantaged had lower proficiency rates than their non-disadvantaged peers in school year 2008-09, including math proficiency rates that were 34 percentage points lower in 4th grade and 45 percentage points lower in 8th grade.²⁰ Among economically disadvantaged students, performance on the 8th grade math test varied across the state (Map 5), with the lowest passage rates generally in the most urban counties. (Refer to page 12 for description of economic disadvantage designation.)

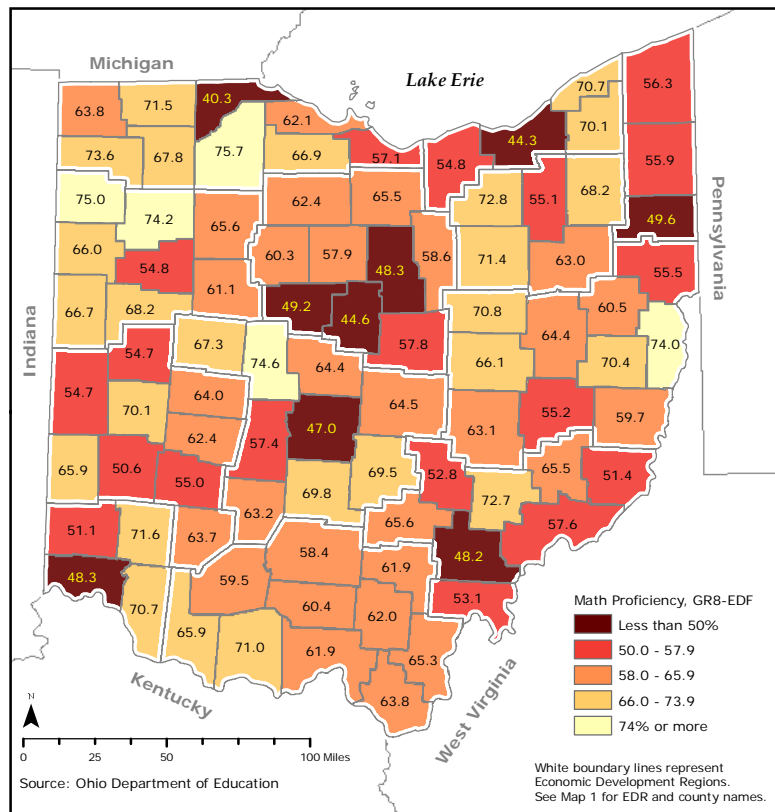
¹⁸ Ohio's School Readiness Indicators Task Force. (2005). Ohio: School Readiness Indicators Initiative. Retrieved 5-22-08 from www.gettingready.org.

¹⁹ Belfield, C. (2004). *Investing in Early Childhood Education in Ohio: An Economic Appraisal*. Washington, D.C.: Renewing our Schools, Securing of Future.

²⁰ Ohio Department of Education, Interactive Local Report Card

The Ohio Anti-Poverty Task Force recognized quality instruction as a key to student achievement, and recommended establishing incentives to attract and retain high-quality teachers and other school staff.

Map 5: 8th grade mathematics proficiency among economically disadvantaged students, school year 2008-09



High school graduation

High school graduation provides a pathway to higher education, while low educational attainment is correlated with high poverty rates. However, low-income students are less likely to achieve this education milestone. In the 2007-08 school year, the state graduation rate for economically disadvantaged students was 72.7%, as compared to 88.7% for those not economically disadvantaged. Passage of the Ohio Graduation Tests, currently a requirement for graduation, also shows this disparity. According to ODE, in the class of 2007, 81.1% of economically disadvantaged students passed all five tests by March of their senior year, compared to 93.3% of their non-disadvantaged counterparts.

College entrance tests

Among the 88,754 ACT test-takers in the Ohio high school graduating class of 2009, 26% met the benchmark score in all four sections of the test, compared to 23% nationally. The average composite score for black test-takers (17.2) was 23% below that of whites (22.4) and 29% below Asians/Pacific Islanders (24.1).

Adult education attainment

The education level of Ohio adults reflects the historical workforce requirements of the state's major industries. When manufacturing jobs were readily available, an Ohio adult could get a good job without a college education. As of 2008, approximately half (49.1%) of the adult population had attended some college or attained a degree, but less than one-quarter (23.1%) had attained a bachelor's degree (Table 11). About half of Ohio adults have no post-secondary education, and of this group, 13.9% do not have a high school diploma.

Table 11. Education attainment of adults age 25+ by Ohio EDR, 2008

Economic Development Region	Less than high school diploma	High school diploma only	Some college	Associate's degree	Bachelor's degree+
	%	%	%	%	%
1. Central	11.5	31.9	19.7	6.6	30.3
2. Northwest	13.1	37.9	20.0	8.1	20.8
3. West Central	12.5	46.8	16.4	8.6	15.7
4. SW Central	13.5	36.3	20.4	7.8	22.0
5. Southwest	13.7	31.1	18.8	7.4	29.1
6. North Central	15.6	47.1	17.0	6.6	13.7
7. Southern	21.6	45.0	16.1	6.1	11.3
8. Northern	14.2	32.3	20.9	6.7	26.0
9. NE Central	12.3	38.2	19.5	6.2	23.9
10. East Central	17.7	48.3	15.5	6.3	12.3
11. Southeast	16.3	45.6	16.0	7.3	14.7
12. Northeast	14.9	44.0	18.5	5.9	16.7
Ohio	13.9	37.0	19.1	6.9	23.1

Source: ESRI Business Analyst

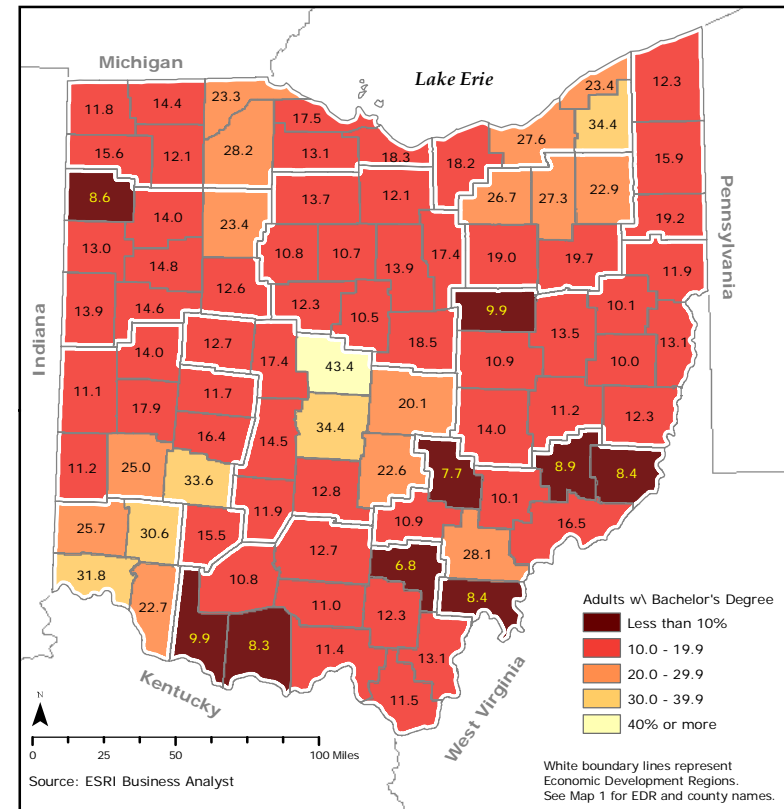
Of the 12 EDRs, the Central region had the highest levels of adult educational attainment, while the Southern region had the lowest levels. The county with the largest portion of adults attaining less than a high school diploma was Holmes at 42.0%. Delaware County had the largest percentage of adults with a bachelor's degree or higher (43.4%), Putnam County had the largest percentage with an associate's degree (11.0%) (See Map 6 and Appendix E).

CAA services

Community Action Agencies support lifelong learning opportunities through a host of activities including: head start, literacy programs, dropout prevention, after school tutoring, summer enrichment programs, substance abuse education, college counseling, budget counseling, parenting education, internet training, and GED preparation. In program year 2008, CAA programs led to more than 41,300 children participating in pre-school activities to develop school readiness skills. CAAs also helped more than 25,400 adults

obtain pre-employment skills or competencies and either a training program certificate or diploma.

Map 6: Adults age 25+ with a bachelor's degree or higher, 2008



Financial literacy

OACAA is overseeing a new financial literacy initiative that aims to serve disadvantaged youths in the elementary and middle school grades (in collaboration with Ohio Department of Development, IMPACT CAA, and Communities in Schools). The rationale for targeting elementary school-aged youth is to build a strong financial foundation that will serve as the basis for continued economic

education and financial literacy. This program also serves as a precursor for seamless integration into the high school level personal finance coursework required by Ohio Core in 2010.

Case Study:

- **Agency:** Akron Summit Community Action, Inc.
- **Program/Initiative:** YouthBuild
- **Service Area:** Summit County
- **Persons Served:** Young adults, ages 18 to 24
- **Annual Program Budget:** Approximately \$356,560
- **Program Funding Source:** U.S. Department of Labor YouthBuild Grant, Community Services Block Grant, and in-kind services from partner agencies
- **Person(s) Interviewed:** Robert Dowdell, Akron Summit YouthBuild Director

Akron Summit Community Action is a principal anti-poverty social service agency in Summit County that provides a wide range of diverse and comprehensive services to address the needs of low-income residents of Summit County. Through the agency, individuals and families receive the assistance they need to move up and out of poverty, including a comprehensive system of education, training and support that promote economic self-sufficiency.

The YouthBuild program is an education and training program for young adults, ages 18 to 24, which began in the Harlem neighborhood of New York in 1978. Akron Summit Community Action's program started in 2002. YouthBuild includes hands-on training in the construction field, GED preparation coursework, leadership and life skills training, and community service work. The goal of the program is to help young adults realize their potential and become productive, self-sufficient members of society through education, employment and service to the community.

YouthBuild is a nine-month program that currently serves up to 30 trainees per cycle. Trainees are accepted into the program through a competitive process that includes a formal application, an invitation to attend an information session, a TABE (Test of Adult Basic Education) assessment, and an interview. If, following their interview, a candidate demonstrates willingness and potential, they are invited to a program called Mental Toughness. Mental Toughness is a two-week screening process that essentially runs like the YouthBuild program but on a smaller scale. Candidates participate in team building exercises, educational training, and construction activities. They are graded on items such as attendance, participation, leadership, and initiative and the top 30 candidates are then formally enrolled in YouthBuild.

Once enrolled, trainees divide their time between construction activities, where they build and rehab affordable housing for low-income families in the community, and taking classes. The weekly curriculum integrates academics with life skills, building sound work habits, and teaching decision-making and time-management skills. Weeks follow a pattern: Mondays are Leadership Days, where community leaders, business representatives, and other influential speakers talk to the trainees about their experiences, the importance of education and training, and the need to be accountable and responsible to oneself and the community. Mondays are also reserved for community service projects. Tuesdays through Fridays trainees spend two days working on construction projects, and two days in class working toward their GED (and once obtained, toward their plan for post-secondary education or employment). Through the construction program, trainees may earn their NCCER (National Center for Construction Education and Research) certification, which provides basic skills training and is a first step toward a construction industry career. Work days last from 8:30 AM to 4:00 PM, and trainees earn a stipend of up to \$260 every two weeks based on attendance.

Akron Summit Community Action established 18 partnerships in the community that support the YouthBuild program. These include Akron Metropolitan Housing Authority, which provides all of the properties for the construction program; Project Learn of Summit County, which

provides a GED instructor; and numerous community leaders who make presentations about careers and topics of interest to the trainees.

Since the program's inception in 2002, 157 young adults have participated in YouthBuild and 95 have completed the entire nine-month training. Fifty-five trainees have obtained their GED and two have obtained associate's degrees. Twenty have continued their education at a post-secondary institution. Seven homes have been built or rehabbed, and one garage, two utility sheds, and a portion of the Akron Zoo's new jellyfish exhibit are complete. Forty-two trainees have obtained either full- or part-time employment, and more than 2,500 hours of community service have been donated.

Recommendation to other Community Action Agencies

In beginning a new YouthBuild program, Akron Summit Community Action encourages other agencies and program staff to commit to the program in the long-term, despite the ups and downs they may experience along the way. Oftentimes the young adults who participate in YouthBuild come from difficult or unstable home environments. Many have built social and emotional walls of protection that program staff must recognize and work to break through. Doing so requires time for staff to build trust and to provide necessary support and counsel while at the same time, encouraging trainees to recognize their own potential. YouthBuild staff believe that success is less about how much money a person earns and more about what a person achieves for him or herself and for the community. Their philosophy is one of transformation, which comes with hard work, encouragement and support.

3c. Need for affordable housing

Snapshot

- In 2009, an Ohio renter would need to earn \$13.14 an hour to afford a 2-bedroom apartment at Fair Market Rent.
- Among renters with household incomes below \$35,000 in 2008, over half (55.0%) were housing cost-burdened, paying 35% or more of their income to cover rent and utilities.
- Statewide, there were 85,782 foreclosure filings in 2008, five times greater than a decade ago.
- In 2008, more than 600,000 households participated in the Low-Income Home Energy Assistance Program (LI-HEAP) for assistance with utility costs, about 30,000 more than in 2006.

Case studies

- The Corporation for Appalachian Development operates the Ohio Weatherization Training Center which provides classroom and hands-on training to weatherization workers, HVAC technicians, heating technicians and inspectors.
- Adams Brown COUNITES Economic Opportunities, Inc and WSOS Community Action Commission, Inc. provide a wide variety of home weatherization assistance services their respective service areas.

Introduction

Housing costs typically represent the largest share of a family's budget, and a family paying more than 30% of their income for housing (rent or mortgage and utilities) is considered "housing cost-burdened." However, many low-income households are housing cost-burdened and must choose between paying for housing and other essential costs such as food, transportation, and child care. Providing affordable housing options is a key strategy for moving people out of poverty. In addition, affordable and fiscally sound home purchase strategies can help families start the process of accumulating assets.

Participants in the Regional Conversations mentioned housing as one of the foundations necessary for stable livelihoods. They indicated that this not only includes the provision of physical housing stock or financing, but also education and advocacy on issues such as tenants' rights and predatory lending. Roundtable participants also noted the need for emergency shelters and other housing solutions for people who are homeless.

Facts and figures

The housing wage

The National Low-Income Housing Coalition estimates, in its report *Out of Reach 2009*, that an Ohio housing wage (hourly wage to afford a 2-bedroom apartment at Fair Market Rent), as well as the number of jobs at minimum wage a household would require to afford it. For fiscal year 2009, the Ohio housing wage was \$13.14 per hour (\$27,326 annually) based on a FMR of \$683. A household earning only the Ohio minimum wage of \$7.30 per hour would need to average about 72 hours of work per week to afford this apartment.

Affordable housing

Safe and affordable housing provides stability for families to enable them to maintain employment, stay in school, or pursue other activities that can help them move out of poverty. However, for many Ohioans, affordable housing is not available and this situation may grow worse. The Ohio Preservation Compact estimates that nearly one-quarter (or 43,000 units) of Ohio's subsidized rental housing stock is in danger of being lost over the next decade due to contract expiration, market rate conversion, or abandonment.

Among renters with household incomes below \$35,000 in 2008, more than half (55.0%) were paying 35% or more of their income for gross rent (rent and utilities). Nearly one-quarter of all Ohio renters (22.6%) were severely cost-burdened in 2008, paying more than 50% of their income for gross rent.

Energy assistance

The housing affordability gap leaves many low-income households unable to afford the cost of utilities. In program year 2008, more than 600,000 households participated in the Low-Income Home Energy Assistance Program (LI-HEAP). This was about 30,000 more than in 2006. The highest rate of LI-HEAP participation was in the Southern EDR where 291 household received assistance per every 1,000 housing units (Table 12).

Table 12. Energy assistance by Ohio EDR, program year 2008

Economic Development Region	Housing units 2008	Household receiving LI-HEAP	Assisted households per 1000 housing units
	#	#	%
1. Central	800,285	83,263	104.0
2. Northwest	410,490	47,736	116.3
3. West Central	164,311	18,524	112.7
4. SW Central	521,848	54,213	103.9
5. Southwest	683,869	50,482	73.8
6. North Central	222,026	32,261	145.3
7. Southern	188,118	54,777	291.2
8. Northern	878,836	98,653	112.3
9. NE Central	586,888	56,905	97.0
10. East Central	254,966	47,506	186.3
11. Southeast	111,478	25,646	230.1
12. Northeast	256,758	32,999	128.5
Ohio	5,079,873	602,965	118.7

Sources: Ohio Department of Development; U.S. Census Bureau

Housing instability

The population living in poverty—who are more likely to be renters—has a higher degree of residential mobility than the population overall. Three in 10 Ohioans in poverty (29.8%) in 2008 lived at a different residence one year ago, compared to 14% for the population overall. Among persons in poverty who moved, 82.5% remained in the same county.

Residential instability for low-income households has worsened during the foreclosure crisis. In both Cuyahoga County and Franklin County, approximately 30% of residential foreclosures affected a renter occupant in 2007.²¹ Statewide, foreclosure filings, at over 85,000 in 2008, are five times greater than a decade ago (Table 13).

Table 13. Foreclosure filings by Ohio EDR, 2008

Economic Development Region	Foreclosure filings 2008	Flings per 1000 housing units	Percent change in filings 2006-2008
	#	#	%
1. Central	13,762	17.2	8.0
2. Northwest	6,841	16.7	21.5
3. West Central	2,442	14.9	26.6
4. SW Central	9,163	17.6	5.6
5. Southwest	12,253	17.9	17.0
6. North Central	3,488	15.7	16.8
7. Southern	2,322	12.3	11.6
8. Northern	18,252	20.8	3.4
9. NE Central	9,427	16.1	-0.9
10. East Central	2,807	11.0	9.7
11. Southeast	926	8.3	-2.1
12. Northeast	4,099	16.0	-3.5
Ohio	85,782	16.9	8.0

Sources: Policy Matters Ohio; U.S. Census Bureau

CAA services

Community Action Agencies provide many housing-related services to low-income households which may include: utility deposits, weatherization assistance, energy assistance, rental assistance, homeownership programs, and development of low-income housing. In illustration, CAAs provided more than 237,700 households with “emergency vendor payments” which included fuel costs, energy bills, and rent or mortgage payments during program year 2008.

²¹ Rothstein, D. (2008). *Collateral Damage: Renters in the Foreclosure Crisis*. Cleveland: Policy Matters Ohio. Franklin County analysis by Community Research Partners.

Case Study:

- **Agency:** Corporation for Ohio Appalachian Development
- **Program/Initiative:** Ohio Weatherization Training Center
- **Service Area:** State of Ohio
- **Persons Served:** OWTC trains all weatherization workers in Ohio, serving all 88 counties. Currently, the center averages a weekly enrollment of 50 students. This is an increase for 2009 due to ARRA funding.
- **Annual Program Budget:** Prior to the ARRA funding, OWTC's annual budget was \$750,000. During ARRA, the annual budget is \$1.75 million.
- **Program Funding Source:** Community Services Block Grant
- **Person(s) Interviewed:** Niki Morris, Training Center Manager; Keith Pitts, Community Development Director

The Corporation for Ohio Appalachian Development was formed in 1971 to provide a unified voice and support for implementing Community Action programs in the Ohio Appalachian community. COAD has provided training to its members, all Community Action Agencies, since 1980 and operated the Ohio Weatherization Training Center in its current form since 1990.

The OWTC provides classroom and hands-on training to both new and experienced weatherization workers, HVAC technicians, heating technicians and inspectors. Instruction includes a balance of theory and practice, including field work on actual client homes, enabling students to respond to the unique needs of each client. Classroom work includes everything from basic physics to up to date regulations regarding lead-based paint.

Field work is ideal for the hands-on portion of the training, however, due to Ohio's weather patterns the OWTC has created a "prop house" at COAD which simulates a home being weatherized. Using the prop house, students can learn how to properly conduct blower door

pressure tests, prepare an attic for insulation and practice pumping insulation into sidewalls at the correct density.

The COAD space also includes an extensive heating lab which contains 10 different types of furnaces and several water heaters. The first step in any weatherization process is to check combustion appliances for leaks and malfunctions. Sealing a home with a malfunctioning furnace can be deadly to the residents. The heating lab includes appliances with every possible fuel type: natural gas, electricity, oil, propane and wood.

The OWTC has been computerized and relied on an online database for the last five years. All registration and state-required reporting are accomplished via the database.

Classes are offered both a la carte and in cohorts. Cohorts have been encouraged for the boom of new weatherization workers whose jobs are funded by the American Recovery and Reinvestment Act (ARRA) also known as the stimulus package.

From January through November 2009, OWTC trained 350 people in basic weatherization and another 100 inspectors. They also provided training to 130 licensed HVAC contractors and recertification for 40 inspectors and 10 heating technicians. The training staff has also doubled to 14.

OWTC Manager Niki Morris is currently moving an average of 50 students per week through the center at COAD in Athens as well as hub sites in Dayton, Fremont and Newark. That is approximately four times the number of students the center had before ARRA, she said. Additionally, in early December 2009, classes were 80 percent full through April 2010.

Recommendation to other Community Action Agencies

Ms. Morris recommends that others wishing to establish a training program visit successful training centers such as OWTC. She also believes field work is critical to building trainees capacity to make judgment calls on the job. Experienced trainers are also critical. Trainers who have been inside a large number of homes have seen unique situations which they can relate to students.

Having control over equipment and having an indoor facility to simulate situations has helped OWTC be successful, Ms. Morris noted. The heating lab has also become essential to teaching safety checks and other pre-weatherization steps which can be lifesaving. Training centers must have their own equipment so they know it is working properly, she added.

Ms. Morris said many of the students at OWTC are non-traditional. They are not highly educated and they are not accustomed to the classroom environment. Any successful training program must have a curriculum that responds to those conditions and accommodates different learning styles. A combination of theory and practice is required for the trainees to be successful in their new work.

Finally, Ms. Morris said a good relationship with state monitors is needed. Training methods must match what is required. Requirements can change with new funding sources, new personnel or innovations in technology. Therefore, staying up to date is also important.

Case Study:

- **Agency:** Adams Brown Counties Economic Opportunities, Inc.
- **Program/Initiative:** Home Weatherization Assistance Program
- **Service Area:** Adams County and Brown County
- **Persons Served:** Residents of Adams and Brown counties living at or below 200% of the Federal Poverty Level. Eligibility was increased from 150% FPL with passage of ARRA in 2009.
- **Annual Program Budget:** Prior to the ARRA funding, the program budget was \$415,000 annually. During ARRA, the annual budget is \$1.7 million.
- **Program Funding Source:** ABCEOI is a subgrantee or delegate of the Corporation for Ohio Appalachian Development which receives HWAP funding from the U.S. Department of Energy via the Ohio Department of Development.
- **Person(s) Interviewed:** Gary Tabor, Housing/Energy Director

Adams Brown Counties Economic Opportunities, Inc. was formed in March 1965 and has provided Home Weatherization Assistance since the early 1970s. Weatherization includes some or all of the following:

- Safety testing of furnaces, boilers, water heaters and other combustion appliances with repairs or replacements made if needed;
- Pre-weatherization inspections including energy audits and blower door tests to detect areas of excessive air leakage;
- Crack sealing;
- Repairs or replacement of duct work;
- Minor repairs to doors, windows or walls;
- Dense packing of cellulose insulation in sidewalls;
- Blowing of cellulose insulation into attic or crawlspace areas;
- Wrapping of water heaters; and
- Extensive consumer education.

Adams-Brown serves an almost entirely rural community with no large cities. Housing and Energy Director Gary Tabor estimated that 60 to 70 percent of the homes they weatherize are trailers. All the housing stock is old and each job is unique, he added.

In a typical year, prior to ARRA funding, Adams Brown weatherized 84 homes each year. Between July and November of 2009, the agency weatherized 126 homes – nearly twice its ARRA goal, Mr. Tabor said – and an average of 25 per month. The agency has consistently met and exceeded state guidelines achieving at least a 20 percent energy cost savings per home.

This year, Mr. Tabor said the agency eliminated its year-long waiting list and then went in search of additional people to serve. Using the state's OCEAN system for the Home Energy Assistance Program, he found another 400 people in need of and with a desire for weatherization.

Mr. Tabor said Adams Brown jumped into ARRA early, bringing new staff members on in June and providing extensive on-the-job training. They also ordered equipment using the early-released funds from ODOD in an effort to ensure the goals of the stimulus program were met. The results are more comfortable homes in Adams and Brown counties and

more jobs for local people. Additionally, the program has given business to local hardware stores and lumber yards, boosting the local economy.

Mr. Tabor said challenges of the ARRA funding boost have included new federal guidelines such as the prevailing wage requirements found in the Davis Bacon Act. Additionally, staffing has been a time consuming process as he has received hundreds of applications for the positions he has been able to add. Having hurdled those challenges, Mr. Tabor is ready to grow his program even further. He plans to hire seven more people in January 2010, increase production to 30 units per month, and capture additional funding from COAD.

Recommendation to other Community Action Agencies

Mr. Tabor encourages other weatherization providers to work out their program goals early, determine the level of production needed to meet those goals and set staffing levels from there. Once workers are hired, on-the-job training is critical to meeting goals. He encourages providers to get workers trained as quickly as possible and put them to work immediately. He also encourages providers to meet with one another and discuss shared goals and challenges.

Case Study:

- **Agency:** WSOS Community Action Commission, Inc.
- **Program/Initiative:** Home Weatherization Assistance Program
- **Service Area:** Four counties for most agency programs – Wood, Sandusky, Ottawa, and Seneca. For weatherization, the agency also serves the counties of Erie and Huron.
- **Persons Served:** Residents of the six counties listed above who are at or below 200% of the Federal Poverty Level. Eligibility was increased from 150% FPL with passage of ARRA in 2009.
- **Annual Program Budget:** Prior to ARRA funding, the WSOS HWAP annual budget was \$1,147,600. During the 21-month ARRA period, the budget is \$6.8 million.

- **Program Funding Source:** U.S. Department of Energy via the Ohio Department of Development
- **Person(s) Interviewed:** Ruthann House, Vice President/Acting Housing & Energy Director and Terry Jacobs, Energy Coordinator

WSOS Community Action was formed in 1965 as part of President Lyndon B. Johnson's "War on Poverty." Weatherization services began in 1975 and have been part of the agency's work ever since.

Weatherization crews have always been employed directly by WSOS which also employs two full-time furnace technicians. Since 2005, the agency has also been responsible for HWAP services in Erie and Huron counties. Weatherization includes some or all of the following:

- Safety testing of furnaces, boilers, water heaters and other combustion appliances with repairs or replacements made if needed.
- Pre-weatherization inspections including energy audits and blower door tests to detect areas of excessive air leakage.
- Air Sealing.
- Repairs or replacement of duct work.
- Minor repairs to doors, windows or walls.
- Dense packing of cellulose insulation in sidewalls.
- Blowing of cellulose insulation into attic or crawlspace areas.
- Wrapping of water heaters.
- Extensive consumer education.

In a typical year prior to ARRA funding, WSOS would weatherize an average of 200 homes in the six counties. Between July and November of 2009, the agency weatherized 284 homes. Its goal for the 21-month ARRA period is 1,005 homes, according to Mr. Jacobs.

With ARRA funding, WSOS has doubled its crews of weatherization workers. They are now running 10 crews with two members each. The agency has also added 4 inspectors. Additional personnel and the increased regulation and scrutiny brought by ARRA have presented unique challenges. Chief among them has been the application of the Davis-Bacon Act's prevailing wage provisions. For WSOS, Mr. Jacobs said, the multiple counties have widely varying wages presenting a

challenge in terms of determining wages and bookkeeping. However, ARRA funding has also enabled Mr. Jacobs to increase wages and therefore retain and add experienced workers.

WSOS has also been fortunate to participate in the Weatherization Works Corps. They have eight AmeriCorps-funded workers who will be with them for approximately six months. A new group of eight will then take their place.

Another challenge is the variety of housing stock in the six counties. Large farmhouses are found in rural portions of the service area. In those cases, weatherization makes a huge impact, bringing energy costs down by as much as 30 percent in some cases, Mr. Jacobs said. In cities, the agency has delved into the weatherization of multi-family units thanks to a Memorandum of Understanding between the Department of Energy and the Department of Housing and Urban Development (HUD). Working in HUD-funded public housing complexes has increased WSOS' production numbers.

In order to keep up with demand, meet ARRA goals and – most importantly – serve as many people as possible, WSOS has explored new techniques which will speed up production. For example, they are now using two-part foam for air sealing and are able to complete work in crawlspaces and other areas more quickly, Mr. Jacobs said. This is possible because the spending permitted per household was raised to \$6,500 under ARRA. Being able to replace aging trucks and equipment with ARRA funds has also helped improve production and efficiency, he added.

WSOS is committed to running a successful ARRA-funded HWAP program, Vice President Ruthann House said, confirming that WSOS' reputation for quality work has not and will not be sacrificed in favor of quantity. Ms. House has been pleased to increase HWAP workers wages and is proud of her agency and state's work in this program. Ms. House added that WSOS is prepared to absorb any additional funding that becomes available if other agencies or states are unable to meet their goals.

Recommendation to other Community Action Agencies

For other agencies who may be struggling with ARRA funding or goals, Mr. Jacobs recommends becoming creative. He suggested exploring new techniques (such as the two-part foam product) and developing relationships with local housing authorities to stay on track to meet production goals. He also urged agencies to make appropriate investments in trucks and equipment to keep their goals moving forward during this demanding period.

3d. Need for transportation

Snapshot

- In 2000, 144,800 adult renter householders (15.0%) did not have access to a personal vehicle.
- Nine out of ten Ohio workers drove to work alone in 2008.
- Over 250,000 Ohio workers have a commute time of over one hour. The highest percentage of workers with long commute times are found in the Southern and Southeast EDRs.

Case study

- Tri-County Community Action, Inc. operates Transportation for Logan County (TLC), a public transportation program that works with social service providers and serves a mix of elderly and disabled customers and private-pay riders.

Introduction

Transportation is vital for people to access employment, education, and services. For various reasons, many Ohioans need transportation options other than a car. Some households cannot afford to purchase or maintain a car, and many cannot afford enough cars to accommodate the needs of all household members. Seniors and persons with disabilities may not be able to or want to drive. Youth not yet of driving age need access to school and other programs.

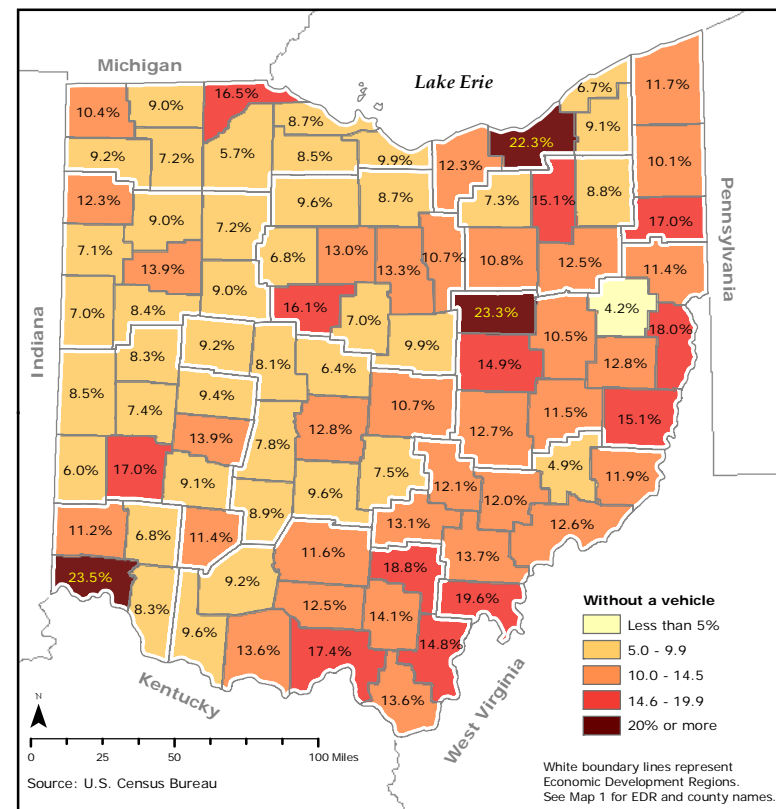
Public transportation was a significant topic of discussion in the Regional Conversations and was of especially high priority in suburban and rural areas. While urban areas in Ohio are generally well-served by public transportation, suburban and rural areas are more auto-dependent. It can be difficult for public transportation networks to cover more dispersed development. Roundtable participants saw innovative transportation solutions as a means for people in need to access employment and services.

Facts and figures

Vehicle access

In Ohio, 144,800 renter householders age 25 to 64 did not have access to a personal vehicle in 2000, representing 15.0% of these householders (Map 7). The rate was over 18% in six counties, including the large urban counties of Hamilton and Cuyahoga, along with Holmes, Meigs, Vinton and Jefferson.

Map 7: Renters age 25 to 64 without access to a vehicle, 2000



Travel mode and commute time

Most of Ohio is a car-centric culture. In 2008, 9 out of 10 workers drove to work alone, and less than 1 in 10 carpooled (Table 14). About 2% of all workers, or about 105,000 people, used public transportation as their primary means of commute. However, more workers walked to work than used the local transit system, and indication of Ohio’s limited public transportation network.

The Ohio Anti-Poverty Task Force recognized the importance of maintaining and expanding public transportation options and recommended that the Ohio Department of Transportation take immediate steps to identify resources for fuel supplements for public transportation in both rural and urban areas.

Table 14. Primary means of transportation to work, Ohio, 2008

	Count of workers age 16+	Percent
	#	%
Total:	5,447,031	100.0
Car, truck, or van:	4,981,844	91.5
Drove alone	4,497,218	82.6
Carpooled	484,626	8.9
Public transportation (excluding taxicab):	104,771	1.9
Bicycle	18,320	0.3
Walked	118,969	2.2
Other (Taxicab, motorcycle, other means)	45,238	0.8
Worked at home	177,889	3.3

Source: U.S. Census Bureau, American Community Survey

Over one-quarter of a million Ohioans commute at least one hour to work (Table 15). Two of the Economic Development Regions – Southern and Southeast – have more than 11% of their respective work forces with these long commutes. While use of public transit can result in longer commute times, in these rural regions it is more likely that limited local job availability results in long-distance drives for employment.

Table 15. Workers with commute of one hour or more by Ohio EDR, 2000

Economic Development Region	Total work commuters	Workers with 1-hr+ commute	Percent of workers with 1-hr+ commute
	#	#	%
1. Central	808,727	35,038	4.3
2. Northwest	419,637	16,850	4.0
3. West Central	175,742	6,346	3.6
4. SW Central	541,997	22,779	4.2
5. Southwest	703,340	27,430	3.9
6. North Central	232,531	14,364	6.2
7. Southern	164,796	19,411	11.8
8. Northern	892,932	39,755	4.5
9. NE Central	626,411	29,532	4.7
10. East Central	246,334	16,263	6.6
11. Southeast	101,721	11,388	11.2
12. Northeast	247,081	13,570	5.5
Ohio	5,161,249	252,726	4.9

Source: U.S. Census Bureau, Decennial Census

CAA services

Community Action Agencies provide several transportation-related services which may include: demand responsive ride programs, medical transportation for the elderly, coordination with public and private transportation services, and advocacy for the improvement and retention of public transportation options. During program year 2008, CAAs provided or facilitated a means of transportation for more than **125,000** Ohioans.

Case Study:

- **Agency:** Tri-County Community Action, Inc.
- **Program/Initiative:** Transportation for Logan County (TLC)
- **Service Area:** Logan County, primarily, with occasional service to surrounding counties
- **Persons Served:** TLC is a public transportation program, available to any Logan County resident or visitor. However, the majority of TLC riders are elderly and/or disabled.
- **Annual Program Budget:** \$457,744 in 2009
- **Program Funding Source:** United States Department of Transportation, Federal Transit Administration; Ohio Department of Transportation; City of Bellefontaine; local service contracts; and rider fares.
- **Person(s) Interviewed:** Trann Porter, Director of Health and Nutrition Services

Tri-County Community Action serves Champaign, Logan and Shelby counties with a mission of providing programs and services that strengthen, promote, represent, and serve the community and ensuring that issues facing those in poverty are recognized and effectively addressed.

The Transportation for Logan County (TLC) program provides public transportation services, operating as a door-to-door, demand-response program. This means that passengers schedule their ride in advance, are picked up and dropped off at their door, and are assisted in and out of the vehicle. The service is available to any resident or visitor within Logan County and trips must either originate or end in Logan County.

The TLC program, as it operates today, began in 1998 when Logan County applied for and received an Operating and Capital Assistance Grant from the Ohio Department of Transportation. Today, the program is funded under this grant (\$57,028 in 2009), as well as through the U.S. Department of Transportation (\$228,872), the City of Bellefontaine (\$20,000), and transportation contracts with other social service providers and private-pay ridership (\$151,844).

The program operates with a total of 14 vehicles: 8 LTN (Light Transit Narrow Body) and 6 MMV (Modified Minivans) that are wheelchair accessible and typically carry between 6 and 13 passengers. The service area includes all of Bellefontaine and the remainder of Logan County, which is divided into four zones. When scheduled with enough advance notice (two weeks is recommended), riders may also travel to cities outside Logan County including Columbus, Dayton, Lima, Marysville, Sidney and Urbana.

In 2008, the TLC program made a total of 26,259 trips. More than 80% of TLC riders are elderly and/or disabled. Approximately half of TLC trips are provided under contract with various social service providers in Logan County, including the Department of Job and Family Services, Family and Children First Council, Veteran's Services, Children's Services, Area Agency on Aging, Mental Retardation and Developmental Disabilities, and the PASSPORT program. Other providers are Mary Rutan Hospital, Bellefontaine High School, Logan County United Way, Adult Daycare Services, Discovery Riders (an equestrian rehabilitation program for children), and Campbell House (assisted living for the elderly). The other half of TLC's trips are private-pay riders.

TLC's private pay, general public transportation fares are as follows:

- \$2.50 to travel within the City of Bellefontaine (one-way)
- \$4.00 to travel from a Logan County zone outside Bellefontaine, into the city
- \$5.00 to travel from a Logan County zone outside Bellefontaine, through the city, to another zone
- \$0.72 per mile to travel from Logan County to a city outside Logan County

For private pay riders who are traveling for employment reasons (to and from work, or for a job interview, job fairs, or training), general public transportation fares are half of what is outlined above. This is also true for elderly and/or disabled riders who participate in the Ohio Department of Transportation's Ohio Elderly and Disabled Transit Fare Assistance Program, which reimburses local public transit systems that offer reduced fares to the elderly and to people with disabilities.

TLC operates between the hours of 6:00 AM and 6:00 PM, Monday through Friday. The program requests at least 24 hours notice for in-county trips. Same day trips are provided only when there is availability, and private pay fares are increased by \$0.50 for this convenience.

Recommendation to other Community Action Agencies

To other CAAs wanting to implement a public transportation program, Tri-County Community Action recommends communicating, clearly and consistently, how the program operates and what riders should and should not expect. In the case of the TLC program, Tri-County has had to frequently clarify that the program provides *public* transportation. It does not operate like a private cab service, meaning that riders should expect to have to share the vehicle with other passengers. Additionally, the service is available only when daily ridership is at its highest (weekdays from 6:00 AM to 6:00 PM). It does not operate around the clock.

3e. Need for safety nets

Snapshot

- One-quarter of all Ohio households had a 2008 net worth of less than \$15,000.
- 2.1 million Ohioans struggle to cover basic needs despite the existence of public supports, due to gaps in program coverage and eligibility.
- In 5 of the 12 Economic Development Regions, the number of food stamp recipients increased by 20% or more from June 2007 to June 2009.
- Many people who are eligible for public assistance do not receive it, including 550,000 for food stamps and 325,000 for childcare assistance.
- In 2008, 1.2 million Ohioans did not have health insurance, 2.3 million did not have dental coverage, and 2.3 million did not have vision coverage.
- Ohio foodbanks distributed 113.7 million pounds of food in fiscal year 2009, over 16 million more than in 2008.

Case study

- Coordinating its resources with those of other agencies, Clermont County Community Services operates a Child and Family Health Services program to provide primary pediatric and prenatal care to low- and moderate-income families.

Introduction

A comprehensive social safety net is needed to provide people with the stability needed to break the cycle of poverty. The goal is not to have people continually rely on this safety net, but to provide them with the means and opportunities to transition towards self-sufficiency. Public assistance, food security, and health care are all important elements of the safety net. Programs such as the Earned Income Tax Credit provide further support while rewarding work. As a household becomes self-sufficient they can begin asset accumulation. Assets such as housing and savings provide a personal safety net during difficult times.

Expanded or universal health care were frequent topics during the Conversations on Reducing Poverty, with the context often the need for more jobs with health insurance benefits. Participants at many of Regional Conversations were also cognizant of the public “benefits cliff” – the sudden and complete withdrawal of public assistance, usually related to reaching a certain milestone of employment or income. Participants emphasized that employment that leads to self-sufficiency should be encouraged, rather than inadvertently discouraged, and that transitional supports or programs could help workers avoid pitfalls associated with the benefits cliff. Participants also indicated that centralized or one-stop social service hubs help to reduce the barrier of accessibility for low-income persons trying to obtain services.

Facts and figures

Asset accumulation

Asset development can be a key to breaking the cycle of poverty for Ohio families. An estimated 22.6% of Ohio households (and 43.2% of minority households) are “asset poor,” and 28.7% percent of households do not use banks (CFED). One-quarter of all Ohio households had a 2008 net worth of less than \$15,000, as did more than one-third of households in the Southern and Southeast EDRs (Table 16). The Ohio Anti-Poverty Task Force recommends fostering and expanding Community Development Financial Institutions, lending in low-to-moderate income communities, and use of Individual Development Accounts.

There are large disparities between white and non-white households in homeownership, the primary means of asset accumulation for most household. In Ohio in 2008, 73.7% of white householders were homeowners, compared to 56.4% of Asian householders, 50.1% of Hispanic householders, and 40.0% of black householders.

Table 16. Household net worth by Ohio EDR, 2008

Economic Development Region	Less than \$15,000	\$15,000-\$34,999	\$35,000-\$49,999	\$50,000-\$74,999	\$75,000 or more
	%	%	%	%	%
1. Central	24.6	7.5	4.3	5.7	58.0
2. Northwest	25.5	7.6	4.7	6.6	55.6
3. West Central	23.3	8.0	5.3	7.8	55.7
4. SW Central	24.3	7.7	4.6	6.5	56.9
5. Southwest	22.5	6.7	4.0	5.5	61.3
6. North Central	25.1	9.0	5.5	8.0	52.4
7. Southern	35.8	10.1	5.7	7.6	40.9
8. Northern	24.0	7.3	4.3	5.9	58.5
9. NE Central	21.3	7.1	4.5	6.3	60.8
10. East Central	29.6	9.9	5.9	8.2	46.4
11. Southeast	36.2	9.5	5.5	7.3	41.5
12. Northeast	26.2	8.2	5.1	7.3	53.3
Ohio	24.8	7.7	4.6	6.4	56.4

Source: ESRI Business Analyst

Public assistance

Policy Matters Ohio reports that 2.1 million Ohioans (approximately 20%) struggle to cover basic needs despite existing public supports.²² A portion of this hardship is due to *coverage gaps*, or failure of eligible recipients to receive benefits because of under-resourced public support programs or cumbersome administrative processes. The report also highlighted the issue of *eligibility gaps*—those persons or households with demonstrable needs who fail to qualify for benefits based on current policy guidelines.

Policy Matters Ohio estimates that approximately:

- 34% of eligible persons (over 550,000) do not receive food stamps
- 87% of children eligible for child care assistance, or nearly 325,000, do not receive it

- 260,000 adults and children eligible for public health coverage (Medicaid and SCHIP) do not access benefits
- 80% of Ohioans eligible for Ohio Works First (TANF), or about 915,000 people, do not access benefits

Food security

Food stamps: The use of Food and Nutrition Service (FNS), or food stamps, greatly increased over the past two years. In 5 of the 12 EDRs, persons on public assistance receiving food stamps increased by 20% or more from June 2007 to June 2009. Statewide, the number of persons receiving food stamps who were not on public assistance (commonly associated with the working poor and those transitioning off public assistance), surpassed one million, with seven EDRs having increases of 40% or more for this group of recipients since June 2007 (Table 17).

Table 17. Food and nutrition services participation by Ohio EDR, June 2009

Economic Development Region	Public assistance FNS	Change since June 2007	Non-public assistance FNS	Change since June 2007	Total FNS as percent of population
	#	%	#	%	%
1. Central	46,636	20.0	181,552	39.3	12.6
2. Northwest	28,184	12.2	90,282	41.6	13.3
3. West Central	5,737	20.5	29,412	62.4	9.2
4. SW Central	28,060	17.7	107,162	43.0	11.7
5. Southwest	29,510	12.3	127,884	44.6	9.7
6. North Central	10,998	26.4	54,543	51.0	12.6
7. Southern	20,135	10.4	65,890	32.3	19.8
8. Northern	43,747	21.2	225,378	23.0	14.0
9. NE Central	32,845	19.7	111,070	43.0	10.6
10. East Central	16,972	13.5	66,039	32.7	14.3
11. Southeast	8,708	9.3	28,440	28.7	14.6
12. Northeast	20,028	20.3	63,108	42.6	15.1
Ohio	291,560	17.1	1,150,760	37.2	12.6

Source: Ohio Department of Job and Family Services

Foodbanks and food pantries: Another indicator of food insecurity is foodbank and food pantry usage. Ohio foodbanks distributed 113.7 million pounds of food in fiscal year 2009 (July 1, 2008 to June 30,

²² Woodrum, A. (2008). *Bridging the Gaps in Ohio 2008*. Cleveland: Policy Matters Ohio.

2009), over 16 million more than in 2008 and 19 million more than in 2007. During the fourth quarter of 2009, Ohio food pantries served 1,727,620 people, up 38% from the same quarter in 2007. However, the average amount of food served per person in the fourth quarter of 2009 (15.8 pounds) was two pounds less than in 2007.²³

Awareness of this situation led the Anti-Poverty Task Force to issue recommendations that Ohio should request from Congress: 1) emergency assistance for Ohio foodbanks, 2) an increase in the monthly food stamp allotment, and 3) an increase in funding for home energy assistance.

Medical access and coverage

In 2008, 1.2 million adults in Ohio were uninsured, and almost 6% of adults had been so for three years or more (Table 18). As the Ohio Family Health Survey notes, being insured does not mean a person will have the right type of coverage (about 3 in 10 insured adults are without dental and/or vision coverage) or sufficient coverage (nearly 2.3 million adults had difficulty paying medical bills).

Table 18. Medical access and coverage for adults age 18+, Ohio, 2008

	Count of adults	Percent of adults
	#	%
Uninsured	1,232,032	14.1
Uninsured 12+ Months	787,793	9.0
Uninsured 3+ Years	514,224	5.9
If Insured, No Coverage Dental	2,308,523	30.9
If Insured, No Coverage Vision	2,327,275	31.1
No Usual Place/Source of Care	1,243,344	14.3
Needed Dental Care, Could not Secure	1,144,483	13.1
Needed Prescription, Could not Secure	1,322,141	15.2
Had Difficulty Paying Medical Bills	2,269,692	26.1

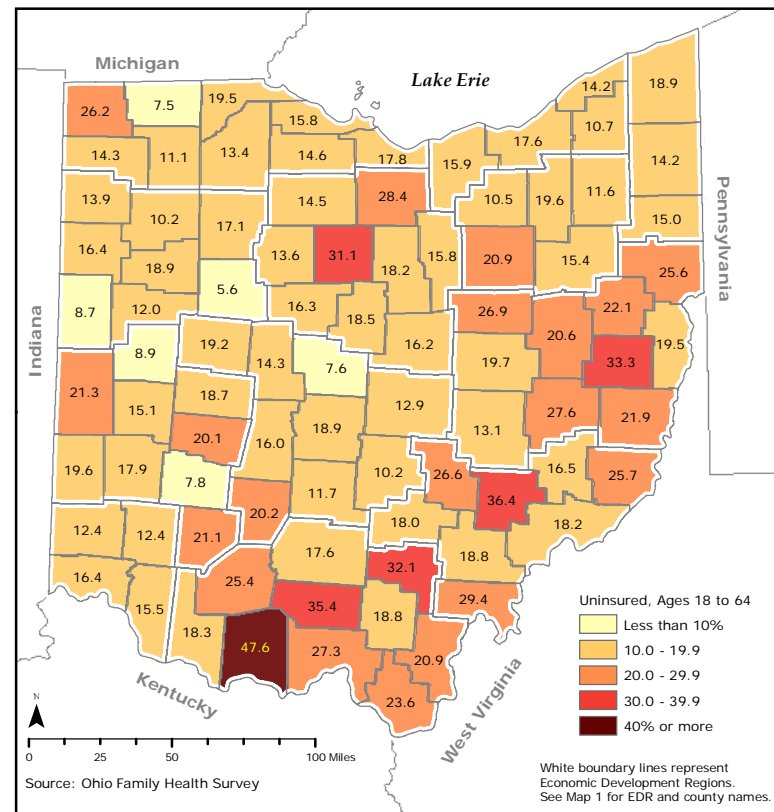
Source: Ohio Family Health Survey

Note: Inability to pay for care, prescriptions, or medical bills in past 12 months

Most counties in Ohio have from 10.0% to 19.9% uninsured adults age 18 to 64 (Map 7). Six counties have uninsured rates above 30%, and Adams County has by far the highest rate, at 47.6%.

Because of public insurance programs for low-income children, a relatively small percentage of children under age 18 are uninsured (4.0%). However 18.3% are without dental coverage and 22.4% lack vision coverage.

Map 8: Uninsured adults age 18 to 64, 2008



²³ Correspondence with Ohio Association of Second Harvest Foodbank

CAA services

Community Action Agencies provide many programs and services to support persons who are poor and facing crisis including: homeless shelters and drop-in centers, eviction prevention, domestic violence programs, transitional housing, food pantries, food stamps, energy crisis assistance, emergency clothing, medical care, and legal assistance. For illustration, during program year 2008, CAAs provided low-income persons access to affordable health care services or facilities on 47,200 occasions.

Case Study:

- **Agency:** Clermont County Community Services, Inc.
- **Program/Initiative:** Clermont County Child and Family Health Services
- **Service Area:** Clermont County
- **Persons Served:** Children from birth to age 18 and pregnant women
- **Annual Program Budget:** \$750,000
- **Program Funding Source:** Ohio Department of Health Child and Family Health Services grant; Medicaid reimbursement; United Way of Greater Cincinnati – Eastern Area; and sliding scale fee revenue
- **Person(s) Interviewed:** Billie Kuntz, Executive Director

Clermont County Community Services is a private, nonprofit agency located in Batavia that serves as the local Community Action Agency for the county. The agency supports the delivery of services that address essential health, nutrition, housing, transportation and prevention needs with an emphasis on children and families with low to moderate income. The Child and Family Health Services grant is operated through the agency's clinic, Clermont Pediatric Center.

The purpose of the Clermont County Child and Family Health Services program is to provide primary pediatric and prenatal care to families

with low to moderate income. The mission of the program is for children and families to experience optimal health and development.

Started in 1968, Clermont Pediatric Center is a sole provider of comprehensive pediatric care to children under age 18. Services include child healthcare visits, follow-up chronic illness care, case management, and educational services. In accordance with the clinic's Child and Family Health Services grant, the clinic addresses the following specific public health problems: access to perinatal, child and adolescent health care services; childhood immunizations; childhood lead poisoning; and childhood obesity. Prenatal care is also available to uninsured and underinsured women through a contract with Anderson Mercy Hospital.

In 2008 the pediatric clinic saw 5,867 patient visits and the prenatal clinic saw 1,646 patient visits. In 2009, these numbers have been increasing, especially among sliding scale fee patients who are not covered through private insurance or Medicaid. The number of pediatric clinic visits in 2009 is expected to surpass 6,000.

The Clermont Pediatric Center will not deny service to any patient for any reason, including their ability to pay (i.e., with no prejudice toward families that are uninsured or underinsured) and regardless of whether they have broken one or several appointments in the past.

Recommendation to other Community Action Agencies

To implement a child and family health services program, the agency recommends securing a wide array of revenue sources and capitalizing on local partnerships when possible. The Clermont Pediatric Center receives free vaccines through the Ohio Department of Health's Vaccines for Children program, and also works very closely with the county health department. The Center is part of a consortium group that meets quarterly to discuss health needs within the county, to review available services, and to verify that services are not being duplicated across providers. These efforts ensure that the Center's services meet the community's needs and generate enough income to keep it operating. The agency also recommends being available to patients outside the typical 9:00 to 5:00 workday. The Center offers evening and Saturday appointments so that families have every opportunity to keep their children healthy.

4. Final thoughts

OACAA believes that it is critical to continue to prioritize fundamental steps that can address poverty on a large scale. The Ohio Anti-Poverty Task Force Report began this by outlining various measures for reducing poverty. The Administration has begun action on these. OACAA believes the points in the Conversations on Reducing Poverty should also be emphasized for action. Local communities are best at assessing their own needs and, in this case, those needs are similar and can be summed up in the five themes that have provided the framework for this report.

1. The need for jobs that pay well and provide benefits.

Good jobs reduce poverty. Before the economic downturn in 2008, poverty increased in Ohio – even as unemployment fell – because of stagnant wages. This was the result of the continued transition from manufacturing jobs to low-pay service jobs. Growth of higher paying jobs is essential.

OACAA believes job creation must continue to be a priority for Ohio. The General Assembly should continue to develop legislation that emphasizes economic development and job training for jobs which people want to perform and for which a market exists. No cure for poverty is more effective or conclusive than a good job with benefits.

2. The need for lifelong learning opportunities.

A strong relationship exists between educational attainment and poverty. Nearly one-quarter (24.3%) of adults age 25 and over who do not have a high school diploma are in poverty, compared to only 4% of adults with at least a bachelor's degree. The path to higher education must be established early. Unfortunately, children from low-income families are more likely to start school with limited language skills, health issues and social and emotional problems that interfere with learning. Early education programs such as Head Start can help provide more equal opportunities for Ohio's children.

Additionally, OACAA believes Ohio policy should support lifelong learning. Education, from preschool to adult education, from job retraining and computer classes for seniors, contribute to individual and community self-sufficiency and prosperity. We believe a continued focus on publicly-funded preschool is appropriate.

3. The need for affordable housing.

Housing costs are among the most prominent in a family budget. Safe and affordable housing provides stability for families, enabling them to maintain employment, stay in school, or pursue other activities that can help them move out of poverty. The economic downturn has had the ripple effect of a high foreclosure rate even among previously stable families. Additionally, Ohio is expecting a reduction in the number of available subsidized housing units over the next decade.

OACAA believes housing should be a priority in Ohio. Steps to address the foreclosure crisis, stabilize subsidized housing and provide energy assistance will help families maintain their homes and prevent more people from slipping into poverty.

4. The need for reliable transportation

Ohio's car-centric culture is a barrier to many living in poverty. Even where public transportation exists, it is not always adequate, meaning it does not go where people need it to go. Several Ohio communities report that many public assistance offices are not near bus lines, making lack of transportation a barrier to receiving available services.

OACAA believes additional transportation options are needed in Ohio. Trains from town to town still need to be supported by trolleys and buses to move people around urban centers. More creative solutions are needed in rural areas. Ohio can take steps to build upon successful public transit systems, strengthen and maintain grant-funded transportation programs and continue to seek innovative solutions to this problem. OACAA encourages the development of pilot projects in this area, which may enable Ohio to leverage federal dollars to revive local transportation.

5. The need for stable social and household safety nets.

A comprehensive social safety net provides Ohioans with a means to transition toward self-sufficiency. Difficult economic conditions have placed enormous pressures on Ohioans. Demand for various forms of public assistance has risen across the board. Food banks, for example, served 113 million pounds of food in fiscal year 2009. While a long-term perspective on reducing poverty is important, immediate needs must be addressed so that people have a more stable base from which to work toward long-term self-sufficiency.

OACAA believes coverage gaps and eligibility gaps needs to be addressed. Additionally, the barrier of the benefits cliff must also be tackled as discussed in the Anti-Poverty Task Force Report which contains a wide range of strategies and recommendations for reducing poverty.

Appendix A. Defining “poverty”

Poverty is typically defined as a condition of economic deprivation, where an individual or household lacks sufficient economic resources for adequate levels of consumption of essential goods and services—e.g., food, housing, clothing, health care, transportation (Citro and Michael, 1995). However, there are a variety of ways to measure the magnitude and extent of economic deprivation. Most common are the federal poverty level or poverty rates.

This report is largely based on U.S. Census Bureau measures of poverty; however, even among Census products there are differences in how data are collected. The appendix provides an overview of Census measures of poverty.

U.S. Census Bureau and the Federal Poverty Level

Using methods first established in the 1960s, the Census Bureau annually calculates U.S. poverty rates based on poverty thresholds that vary by household type and size. The Census poverty thresholds are primarily used for statistical purposes such as preparing estimates of the number of Americans in poverty. Each year the U.S. Department of Health and Human Services issues “poverty guidelines,” a simplified version of poverty thresholds for administrative purposes to determine financial eligibility for certain federal programs.

The U.S. poverty threshold was originally calculated by combining emergency food budget data from the U.S. Department of Agriculture with an estimate of the fraction of income families spend on food. It was assumed that food accounts for one-third of all family expenses. This method of calculation has not been revised since the 1960s, but each year it is updated for inflation using the Consumer Price Index.

The poverty measure has been criticized for not accounting for taxes paid, tax credits received, medical care costs, noncash benefits (such as public housing, Medicaid, and food stamps), work expenses (such as childcare and transportation costs), and geographic differences in cost of living. Also, the proportion of total income that is spent on food today is smaller than in the 1960s, due to an overall increase in the standard of living and differential inflation rates among food and other non-food basic needs (National Poverty Center, 2006).

Many economic analysts believe that the income needed by a family to have a safe and decent standard of living and avoid serious hardships in food, health care, housing, and child care is about twice the official poverty measure. As a result, 200% or 250% of the federal poverty level (FPL) is commonly used as a rough estimate of a “self-sufficiency” income.

Census measures of poverty

- The **decennial census**, most recently conducted in 2000, and the **American Community Survey (ACS)**, an annual product that will replace the decennial census by 2010, are the instruments used by the Census Bureau to provide a wide array of population and housing data at geographic levels smaller than the state. Presently, the ACS includes annual poverty estimates for all U.S. counties with a population of 65,000 or more and 3-year rolling estimates for counties with population of 20,000 or more (six Ohio counties have fewer than 20,000).
- The **Current Population Survey (CPS)**, which uses a sample survey methodology that differs in key ways from the ACS, estimates poverty for the civilian non-institutionalized population through its Annual Social and Economic Supplement. The CPS is the source of the official annual estimate of poverty for the nation and states, but it is not available for smaller geographic areas, such as counties.
- The **Small Area Income and Population Estimate (SAIPE)**, formerly derived from the Current Population Survey, has been based on the ACS since 2005. Until 2010, the SAIPE is the only annual estimate of poverty for every county in Ohio.

Poverty thresholds by household size and number of related children, 2007 and 2008

Size of Household	Weighted Average	Related children under 18 years									
		None	One	Two	Three	Four	Five	Six	Seven	Eight+	
2007	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
One person (unrelated individual)	10,590										
Under 65 years	10,787	10,787									
65 years and over	9,944	9,944									
Two people	13,540										
Householder under 65 years	13,954	13,884	14,291								
Householder 65 years and over	12,550	12,533	14,237								
Three people	16,530	16,218	16,689	16,705							
Four people	21,203	21,386	21,736	21,027	21,100						
Five people	25,080	25,791	26,166	25,364	24,744	24,366					
Six people	28,323	29,664	29,782	29,168	28,579	27,705	27,187				
Seven people	32,233	34,132	34,345	33,610	33,098	32,144	31,031	29,810			
Eight people	35,816	38,174	38,511	37,818	37,210	36,348	35,255	34,116	33,827		
Nine people or more	42,739	45,921	46,143	45,529	45,014	44,168	43,004	41,952	41,691	40,085	
2008											
One person (unrelated individual)	10,991										
Under 65 years	11,201	11,201									
65 years and over	10,326	10,326									
Two people	14,051										
Householder under 65 years	14,489	14,417	14,840								
Householder 65 years and over	13,030	13,014	14,784								
Three people	17,163	16,841	17,330	17,346							
Four people	22,025	22,207	22,570	21,834	21,910						
Five people	26,049	26,781	27,170	26,338	25,694	25,301					
Six people	29,456	30,803	30,925	30,288	29,677	28,769	28,230				
Seven people	33,529	35,442	35,664	34,901	34,369	33,379	32,223	30,955			
Eight people	37,220	39,640	39,990	39,270	38,639	37,744	36,608	35,426	35,125		
Nine people or more	44,346	47,684	47,915	47,278	46,743	45,864	44,656	43,563	43,292	41,624	

Source: U.S. Census Bureau

Appendix B. Changing U.S. response to poverty

	U.S. POVERTY RATES	CHARACTERISTICS OF THE POVERTY POPULATION	CAUSES OF POVERTY	PROGRAM AND SERVICE TRENDS
1960	<p>39.5 million below poverty line 22.2% of total population</p> <p>High poverty rates among:</p> <ul style="list-style-type: none"> • Children (26.9%) • Elderly (35.2%) • African-Americans (55.1%) • Persons living in female headed households (42.4%) • Rural population (33.2%) 	<ul style="list-style-type: none"> • Predominantly in rural areas • Half were below age 18 • 3-in-4 were white • 6-in-10 lived in families with male householder present • 3-in-4 lived outside central city, mostly in non metropolitan areas 	<ul style="list-style-type: none"> • Creation of jobs in the service sector • Fewer blue-collar jobs • Introduction of new machinery reduced need for labor at the farm that resulted in mass migration from the south • Growing middle class and its movement to suburbs leaving behind concentrations of poor in the cities 	<p>The Great Society</p> <ul style="list-style-type: none"> • Growing caseloads on Cash Assistance (Aid to Families and Dependent Children, AFDC) for single mothers (1935) • Social Security for aged and disabled (1935) • Education and job training programs to provide work for unemployed (1964) • Established Food Stamps, Medicare, Medicaid, Head Start for low-income children (1964) • Supplemental Security Income (SSI) for those unable to work (1972) • Tenant-based rental assistance (Section 8) (1970)
1980	<p>29.3 million below poverty line Decline in poverty rate since 1960-13.0% of total population</p> <p>High poverty rates among:</p> <ul style="list-style-type: none"> • Children (18%) • African-Americans (32.5%) • Hispanics (25.7%) • Persons living in female-headed households (32.7%) • Central city population (17.2%) 	<ul style="list-style-type: none"> • Poverty moved out of rural areas and into urban central-city neighborhoods • Nearly 1-in-4 were below age 18 • 2-in-3 were white • Half lived in female-headed families (doubled since 1960) • More than 2-in-3 lived in metropolitan areas 	<ul style="list-style-type: none"> • Decline in men’s earnings; increase in men’s unemployment • Increase in mother’s labor force participation, but earning comparatively lower wages • Increase in divorce rates and overall increase in single mother families • Limited child care availability 	<p>The Reagan Revolution/Devolution</p> <ul style="list-style-type: none"> • Increasing criticism of AFDC • Growing demands to scale back public assistance programs • Earned Income Tax Credit for low-wage workers (1975) • Home Energy Assistance (LIHEAP) and Home Weatherization (HWAP) available to low-income (1980s) • Economic development efforts in neighborhoods with concentrations of low-income persons
2000	<p>31.6 million below poverty line 11.3% of total population</p> <p>High poverty rates among:</p> <ul style="list-style-type: none"> • Children (16.2%) • African-Americans (22.5%) • Hispanics (21.5%) • Persons living in female-headed households (25.4%) • Foreign-born (17.8%) • Central city population (17.6%) 	<ul style="list-style-type: none"> • No one face of poverty; several subgroups have high poverty rates • More than 1-in-3 were below age 18 • 1-in-4 were African American • 1-in-3 lived in female-headed household • More than 2-in-5 lived in central city • 1-in-6 were foreign-born • Over half of the poor families had one or more full- or part-time worker (working poor) 	<ul style="list-style-type: none"> • Increasing use of technology • Availability of less-skilled workers in industrializing countries; falling real wages for less-skilled workers in the U.S.; lack of well-paying jobs for less-skilled central city workers • High child care costs • Lack of affordable housing • Lack of employer sponsored health care • Lack of transportation to suburban employment centers • Cultural and language barriers among recent immigrants 	<p>Welfare Reform</p> <ul style="list-style-type: none"> • AFDC discontinued and replaced by TANF (1996), putting lifetime limits on cash assistance • Focus on participation in work-related activities to help welfare-leavers achieve self-sufficiency • Sharp declines in caseloads on cash assistance • Many leave welfare without health insurance or enough resources to pay for child care • Growing number of EITC claims • Long waitlists for housing and utility assistance

Source: Community Research Partners, *Columbus-Franklin County Community Action Agency Report* (2007)

Appendix C. Anti-Poverty Task Force recommendations

I. Create Opportunities for Economic Advancement - Encourage, enable, and support sustainable movement up the economic ladder for Ohioans living in poverty, as well as those who are at risk of falling into poverty, through training and employment opportunities.

A. Strategy: Ensure Public Works Initiatives Provide Jobs for Low-Income Ohioans.

- Utilize public works resources to build skills and experience of entry-level and low-income workers.
- Encourage public works projects to hire low-income and entry-level workers.

B. Strategy: Expand Transitional Jobs Programs.

- Expand Transitional Jobs programs through partnerships with state contractors.
- Establish a Transitional Workers Initiative to encourage and increase utilization of the Transitional Jobs model.

C. Strategy: Expand Social Entrepreneurship.

- Establish a Social Entrepreneurship Initiative to serve as a clearinghouse for funding and central point of contact for technical support and training curriculum for the hard-to-employ.

D. Strategy: Maximize the Benefit of Federal Workforce Development Funds to Provide Training for Low-Income Populations.

- Establish an interagency strategy for drawing down Food Stamp Employment and Training (FSET) funds.
- Implement policies and strategies to assure that the workforce development system is targeting resources to the needs of low-income Ohioans.

- Assist local workforce boards to address administrative barriers to effective use of WIA funds and implement innovations and best practices.

E. Strategy: Foster and Expand Community Development Financial Institutions and Lending in Low-to-Moderate Income Communities.

- Explore the possibilities of how Community Development Bank and Community Development Credit Union models could be adopted and implemented in various communities and conduct research on successful models in order to guide interested parties on how to adopt and implement a CDB/CDCU model.

F. Strategy: Expand the Accessibility and Use of Individual Development Accounts (IDAs) and Promote Financial Literacy Programs.

- Strengthen the savings ability of the working poor through collaboration with financial institutions.

II. Establish Foundational Stability - Provide for the basic needs of Ohioans living in poverty, as well as those who are at risk of falling into poverty, in order to prevent additional hardships, stabilize their current economic situation, and prepare them to take advantage of opportunities that lead to economic advancement.

A. Strategy: Strengthen the Safety Net and Maximize Support Packages for Ohioans.

- Strengthen state investments in housing, healthcare, mental health and addiction services, and food assistance.
- Strengthen federal advocacy for housing, food assistance, and work-related tax credits.
- Streamline and simplify the process for accessing work supports and other benefits.
- Coordinate outreach across relevant state agencies and establish data sharing policies to increase access to work supports and public benefits.
- Establish a statewide 2-1-1 information and referral system.

- Improve access to needed supports for seniors and disabled Ohioans.
- Utilize the Ohio Family Resource Simulator.
- Endorse and expand Ohio's 21st Century Transportation Priorities Task Force's recommendations to improve transportation coordination.
- Protect families in crisis and ensure they have access to basic utilities including gas, electric, water, and telephone service.

B. Strategy: Strengthen Ohio Work Incentives and Rewards.

- Establish steps to eliminate the Cliff Effect.
- Establish a state Earned Income Tax Credit (EITC).
- Establish a refundable Child and Dependent Care Tax Credit in Ohio.
- Increase Support for Volunteer Tax Preparation Programs.
- Reform tax refund anticipation loans (RALs) in Ohio.

C. Strategy: Expand the Use of Informal Supports.

- Expand the Circles™ Campaign in Ohio.
- Expand youth mentoring in Ohio.
-

III. Invest in Children and Young Adults - Further invest in children and young adults in an effort to reverse the tide of generational poverty.

- A. Strategy: Pursue strategies to keep children in school.
- B. Strategy: Expand efforts to reduce teen pregnancy.
- C. Strategy: Strengthen after school and summer programs for children.
- D. Strategy: Increase participation in child nutrition programs.
- E. Strategy: Increase access to high quality early childhood development programs and family supports for children 0-6.

- F. Strategy: Establish tax incentives to attract and retain high-quality teachers and other school staff.

IV. Ensure Transparency, Accountability, and Leadership - Ensure progress is accountable, investments are uniformly measured, information is made public, and ongoing interagency leadership is effective.

- A. Strategy: Establish Ongoing Interagency Leadership in Implementation.
- B. Strategy: Track Progress Using Key Indicators.
- C. Strategy: Establish a Universal System for Measuring State Investments.
- D. Strategy: Launch Tracking Web Site and Require Annual Report on Progress.

Shorter-Term Recommendations

1) Work through the appropriate state agencies to exercise the following options to reduce barriers to work supports and other benefits (with a particular emphasis on federally funded programs and children's healthcare):

- Expand categorical eligibility for food stamps.
- Put in place on October 1, 2008. Determining countable resources can be complicated and in some cases the resource test discouraged clients from saving and building assets to enable them to move toward self-sufficiency and out of poverty. As a result, a new policy was put in place to eliminate the resource limit for all food stamp assistance groups.
- Pursue electronic submission as well as telephone interview options to applicants for all work supports and other benefits.
- Electronic submission of applications for cash assistance, food assistance, and Medicaid programs through the Ohio Benefit Bank was implemented in December 2008. Prior to this, the application was faxed, mailed or dropped off to the county agency. Electronic submission eases the application process for the clients and provides more complete applications for caseworkers to process.

- To the greatest extent possible, align recertification periods for all work supports to 12 months and allow telephone or electronic recertification for all work supports (also submitted through the Interagency Coordination work group). Explore all other options to reduce barriers and increase access within the confines of current federal guidelines (eligibility requirements, verification processes, renewal procedures, and program application).
- 2) Work through the heads of the major work support programs to expand outreach by using program enrollment information (food stamps, SCHIP, LI-HEAP, etc.) to identify through 'data matching' populations currently underserved (eligible but not claiming) (may need to consider a common consent form to be used across programs); and to develop strategies to expand access to their programs and establish more integrated intake procedures such as a universal application and a bridging application connecting various state databases.
 - 3) Work through the respective agencies to establish a single, simplified, and efficient process for low-income disabled Ohioans to access Medicaid and Social Security (SSI/SSDI) benefits. The process should eliminate duplicative steps, forms, and the number of entities involved in the current processes. The new process should reduce complexity (and associated costs) and result in improved service to clients.
 - 4) Study the impact and feasibility of an Ohio earned income tax credit and review the learning produced by the Ohio Commission on the Earned Income Tax Credit.
 - 5) Work through the Public Utilities Commission of Ohio to request that Ohio's utilities companies coordinate with the state on strategies to increase awareness of and participation in current energy assistance programs for low-income households.
 - 6) In response to rising food and fuel costs, request of Congress emergency assistance for Ohio foodbanks, an increase in the monthly food stamp allotment, and increase funding for home energy assistance (LI-HEAP).
 - 7) Work with the Ohio congressional delegation in support of senior meal programs, subsidized guardianship legislation (increased funding for kinship care programs), reversing recent (2005) child support enforcement funding cuts, and increased funding for Child Care and Development Block Grant (CCDF).
 - 8) Work through the Ohio Department of Commerce to identify opportunities to better educate Ohioans about tax refund anticipation loans and to investigate the feasibility and advisability of regulating fees associated with tax refund anticipation loans.
 - 9) Work through the Department of Transportation to identify resources for fuel supplement for public transit in Ohio's rural and urban areas to ensure services are maintained and routes are not reduced due to fuel price increases.
 - 10) Work through ODJFS to submit the Family Planning Medicaid Waiver that would increase eligibility for family planning services to men and women at or below 200%.
 - 11) Encourage the formation of a statewide emergency hunger relief campaign (much like the local Harvest for Hunger or Operation Feed campaigns in Cleveland and Columbus, respectively) led by community and corporate foundations to raise funds for Ohio's foodbanks and look for ways to include support for energy relief for struggling Ohioans.
 - 12) Explore the feasibility of establishing a liaison within the Administration focused on encouraging anti-poverty, public-private collaborations.
 - 13) Use local and private resources to expand the Ohio Benefit Bank by adding a foreclosure prevention platform. Incorporate use of the Benefit Bank in the foreclosure prevention and intervention efforts currently managed by the Ohio Department of Commerce, Ohio Department of Development, and Ohio Housing Finance Agency in collaboration with local housing counseling agencies.
 - 14) Investigate and promote Green Collar Jobs programs throughout Ohio that will train and place unemployed individuals in living wage jobs.
 - 15) Work through the appropriate agencies to investigate the use of a Self-Sufficiency Index to provide a benchmark for anti-poverty efforts.
 - 16) Conduct an inventory of major state agency administered programs that target low-income populations to determine their current performance measures and eligibility guidelines as a context for establishing longer term state anti-poverty targets.

- 17) Make use of the expertise of the Benchmarks and Measures work group to establish performance measures for various shorter term recommendations.
- 18) Consider including in future executive budget proposals an analysis on poverty, including the Governor's definition of poverty, an inventory of state programs designed to combat poverty, and some general performance measure targets around reducing poverty.
- 19) Work through the Ohio Board of Regents to engage colleges and universities on establishing a match to the AmeriCorps and AmeriCorps*VISTA education award.
- 20) Continue to support initiatives to raise awareness of the issue of poverty in Ohio and engage the public in identifying and implementing methods for addressing poverty in communities throughout Ohio.
- 21) Encourage state and county employees dealing with poverty issues to attend a simulation and Bridges Out of Poverty training.
- 22) Work with the Corporation for National and Community Service in Ohio to increase the number of support Circles initiatives in the state as part of this effort.

Data sources for Appendices D and E

1. U.S. Census Bureau, Small Area Income and Population Estimates
2. U.S. Census Bureau, Decennial Census
3. Ohio Bureau of Labor Market Information, Local Area Unemployment Statistics
4. Ohio Department of Job and Family Services, Public Assistance Monthly Statistics
5. Ohio Department of Development, Office of Community Services
6. Policy Matters Ohio, *Foreclosure Growth in Ohio, 2009*
7. Ohio Department of Education, Interactive Local Report Card
8. ESRI Business Analyst
9. Ohio Department of Health, Ohio Family Health Survey
10. U.S. Census Bureau, Annual Population Estimates
11. University of Washington, Center for Women's Welfare, *The Self-Sufficiency Standard for Ohio, 2008*
12. Ohio Department of Education, Office of Policy and Accountability (correspondence 10.23.09)

Appendix D. County data: hardship indicators

Source:	1	1	2	2	2	2	3	3	4	5	6	7	8	9
Type:	Persons in poverty 2007 #	Poverty rate 2007 %	Poverty rate 1969 %	Poverty rate 1979 %	Poverty rate 1989 %	Poverty rate 1999 %	Unemployment rate Sept 2009 %	Change in unemployment rate since Sept 2008 %	FMS participation rate June 2009 %	HHS receiving energy assistance per 1000 housing units	Filings per 1000 housing units	Economically disadvantaged students 2008-09 %	Households with net worth less than \$15,000, 2008 %	Uninsured adults age 18 to 64, 2008 %
Adams	5,468	19.6	31.6	24.7	28.5	17.4	14.0	52.3	22.1	455.6	12.9	52.1	40.9	47.6
Allen	14,529	14.5	8.8	10.5	12.7	12.1	10.3	37.0	11.9	146.9	22.0	38.0	28.7	18.9
Ashland	5,216	10	8.4	8.8	11.3	9.5	11.4	64.4	8.6	77.1	12.8	37.0	24.5	15.8
Ashtabula	15,322	15.5	9.6	9.1	16.1	12.1	12.7	59.9	17.5	138.4	17.1	51.8	29.0	18.9
Athens	16,051	29.4	20.0	21.6	28.7	27.4	8.4	15.1	13.9	200.2	6.7	47.7	47.0	18.8
Auglaize	3,269	7.2	7.3	6.5	6.3	6.2	10.2	82.0	8.2	85.5	11.6	28.4	17.6	12.0
Belmont	9,856	15.3	12.8	9.3	17.4	14.6	9.3	62.2	12.8	188.1	7.0	33.4	31.9	21.9
Brown	5,897	13.6	17.7	15.0	14.2	11.6	12.0	55.1	13.1	177.9	18.8	46.5	27.4	18.3
Butler	41,421	11.9	9.2	9.8	10.6	8.7	9.1	46.8	10.2	67.4	20.7	39.1	19.8	12.4
Carroll	3,234	11.5	12.6	9.9	11.7	11.4	13.5	88.7	11.6	178.2	9.4	36.8	27.5	22.1
Champaign	4,234	11	9.0	9.9	8.8	7.6	11.5	69.0	11.1	107.4	15.2	31.2	22.4	18.7
Clark	21,236	15.5	9.6	11.6	13.4	10.7	10.0	50.6	16.3	147.3	18.1	50.3	22.6	20.1
Clermont	17,172	9	8.3	8.1	8.7	7.1	9.3	55.1	8.3	74.7	16.4	29.6	18.4	15.5
Clinton	5,467	13	13.2	11.2	12.3	8.6	14.0	121.7	11.9	168.1	16.1	36.1	26.8	21.1
Columbiana	15,864	15.1	10.0	9.6	15.9	11.5	12.5	74.7	14.3	164.8	13.6	43.4	28.8	25.6
Coshocton	4,577	12.8	14.4	10.2	13.2	9.1	12.6	44.2	16.2	185.3	11.2	45.2	27.3	19.7
Crawford	5,562	12.8	9.2	10.4	11.6	10.4	13.4	48.0	15.7	156.1	16.3	45.0	28.1	31.1
Cuyahoga	198,810	15.7	9.9	11.5	13.8	13.1	8.5	27.9	16.8	128.4	22.3	51.4	27.4	17.6
Darke	4,681	9.1	9.7	9.0	9.0	8.0	9.9	73.8	7.1	104.7	13.9	28.3	23.3	21.3
Defiance	3,603	9.5	8.7	7.1	8.8	5.6	11.8	64.3	11.8	104.8	10.8	28.1	19.6	14.3
Delaware	7,137	4.5	7.8	6.7	5.7	3.8	6.6	33.8	4.1	38.1	14.5	13.6	8.8	7.6
Erie	8,360	11.1	7.9	8.0	9.0	8.3	9.6	28.0	11.5	123.4	15.0	39.2	20.0	17.8

Appendix D. County data: hardship indicators (continued)

Source:	1	1	2	2	2	2	3	3	4	5	6	7	8	9
	Persons in poverty 2007	Poverty rate 2007	Poverty rate 1969	Poverty rate 1979	Poverty rate 1989	Poverty rate 1999	Unemployment rate Sept 2009	Change in unemployment rate since Sept 2008	FNS participation rate June 2009	HHs receiving energy assistance per 1000 housing units	Filings per 1000 housing units	Economically disadvantaged students 2008-09	Households with net worth less than \$15,000, 2008	Uninsured adults age 18 to 64, 2008
Type:	#	%	%	%	%	%	%	%	%	:	:	%	%	%
Fairfield	12,280	8.9	10.8	7.2	8.8	5.9	8.1	43.4	10.6	116.1	17.1	28.5	16.5	10.2
Fayette	3,766	13.6	16.1	14.4	16.2	10.1	11.9	100.0	14.9	168.7	17.0	39.4	27.1	20.2
Franklin	177,575	16.2	10.7	12.3	13.0	11.6	8.2	39.0	14.5	106.4	17.7	44.3	28.5	18.9
Fulton	3,424	8.1	6.2	8.1	6.2	5.4	11.9	62.3	8.0	96.9	12.5	31.2	17.7	7.5
Gallia	6,919	23.1	22.8	14.9	22.5	18.1	9.8	52.3	19.8	273.1	7.2	45.0	37.5	20.9
Geauga	5,072	5.4	5.9	4.7	5.6	4.6	6.5	31.1	2.9	39.4	12.2	10.7	8.2	10.7
Greene	13,344	9.2	7.4	7.9	9.5	8.5	9.5	47.0	7.2	64.3	11.6	21.7	21.6	7.8
Guernsey	6,147	15.5	14.7	12.6	17.5	16.0	10.8	19.7	18.0	240.7	10.7	56.4	34.4	27.6
Hamilton	107,256	13	11.2	11.3	13.3	11.8	8.9	47.8	11.3	81.3	17.4	42.0	27.0	16.4
Hancock	6,438	8.9	7.2	6.5	7.3	7.5	9.2	52.0	8.7	92.1	12.7	28.2	20.8	17.1
Hardin	4,393	15	14.5	12.9	16.4	13.2	11.1	55.6	9.3	131.1	16.0	44.2	33.3	5.6
Harrison	2,579	17	17.3	11.0	19.7	13.3	10.8	60.0	14.4	237.3	10.5	50.4	31.0	33.3
Henry	2,312	8.1	7.9	5.7	7.0	7.0	10.8	52.6	8.4	103.2	11.9	32.1	20.1	11.1
Highland	5,930	14.1	18.7	15.0	16.5	11.8	15.4	112.8	18.4	228.9	19.2	43.4	30.5	25.4
Hocking	4,491	16	18.2	12.4	15.7	13.5	10.6	50.0	16.1	271.5	14.2	51.1	35.0	18.0
Holmes	4,322	10.7	20.2	18.2	17.2	12.9	6.3	23.8	3.9	74.2	8.6	36.8	27.9	26.9
Huron	6,524	11.1	8.5	7.5	9.5	8.5	12.8	30.2	12.5	187.9	15.9	37.8	23.4	28.4
Jackson	5,618	17.2	24.6	16.6	24.2	16.5	10.6	23.9	20.3	318.8	13.5	51.4	38.7	18.8
Jefferson	11,286	16.9	10.7	10.2	17.1	15.1	12.8	92.7	15.3	216.1	8.9	54.2	32.1	19.5
Knox	6,242	11.3	10.7	11.6	12.5	10.1	8.7	42.6	11.0	116.5	16.7	34.8	23.5	16.2
Lake	15,681	6.8	4.3	4.0	4.9	5.1	8.0	49.0	6.9	64.1	15.3	30.6	15.0	14.2
Lawrence	13,566	21.9	20.2	15.2	23.5	18.9	8.5	49.1	19.7	264.2	9.5	50.9	39.5	23.6

Appendix D. County data: hardship indicators (continued)

Source:	1	1	2	2	2	2	3	3	4	5	6	7	8	9
Type:	Persons in poverty 2007 #	Poverty rate 2007 %	Poverty rate 1969 %	Poverty rate 1979 %	Poverty rate 1989 %	Poverty rate 1999 %	Unemployment rate Sept 2009 %	Change in unemployment rate since Sept 2008 %	FNS participation rate June 2009 %	HHs receiving energy assistance per 1000 housing units :	Filings per 1000 housing units ..	Economically disadvantaged students 2008-09 %	Households with net worth less than \$15,000, 2008 %	Uninsured adults age 18 to 64, 2008 %
Licking	16,815	11	10.9	8.1	10.5	7.5	8.9	43.7	11.3	93.7	18.2	31.3	20.4	12.9
Logan	5,498	12.1	12.7	11.1	10.5	9.3	11.0	75.7	13.0	106.3	13.9	29.3	24.7	19.2
Lorain	32,828	11.2	7.5	8.4	11.5	9.0	9.0	16.8	11.4	91.0	19.8	40.7	20.2	15.9
Lucas	72,712	16.9	9.8	11.5	15.3	13.9	11.3	45.8	17.6	145.7	21.4	42.9	30.1	19.5
Madison	3,732	10.1	11.2	9.7	8.4	7.8	8.5	33.4	10.0	148.9	12.8	27.0	21.0	16.0
Mahoning	38,641	16.6	9.2	11.0	15.9	12.5	11.8	64.1	16.1	150.9	16.1	44.8	27.1	15.0
Marion	8,781	14.6	9.1	10.7	12.7	9.7	10.4	41.7	15.3	168.5	19.0	46.1	25.3	16.3
Medina	11,233	6.7	5.2	4.4	5.5	4.6	7.5	37.6	4.9	56.4	14.3	21.7	10.8	10.5
Meigs	4,472	19.8	23.9	16.7	26.0	19.8	15.6	55.6	21.3	288.7	6.9	61.8	41.6	29.4
Mercer	3,384	8.4	7.7	7.4	6.7	6.4	7.9	52.6	6.4	93.8	8.5	19.8	19.3	8.7
Miami	8,980	9	8.0	7.5	8.4	6.7	11.0	72.7	7.1	83.6	14.0	26.9	19.1	15.1
Monroe	2,238	15.9	18.1	13.5	21.5	13.9	10.7	22.1	13.5	233.4	5.3	53.9	35.6	25.7
Montgomery	77,040	14.8	8.2	11.0	12.6	11.3	11.0	45.5	13.5	103.0	20.4	42.5	27.1	17.9
Morgan	2,899	20.2	19.8	14.8	21.2	18.4	14.3	38.1	15.3	284.4	4.6	51.1	39.4	36.4
Morrow	3,453	10.2	10.8	10.2	11.1	9.0	9.9	50.0	12.1	187.8	19.7	36.2	22.1	18.5
Muskingum	13,552	16.4	13.9	12.0	14.7	12.9	12.0	44.6	19.8	234.4	15.9	41.1	28.2	13.1
Noble	1,932	16.4	22.6	13.0	16.4	11.4	13.6	57.3	9.8	225.2	6.7	40.0	31.8	16.5
Ottawa	3,425	8.5	8.6	6.1	6.6	5.9	10.7	51.7	8.9	58.5	10.0	31.0	16.6	15.8
Paulding	1,784	9.4	11.7	7.2	9.8	7.7	11.6	58.1	11.7	131.1	14.3	36.2	22.9	13.9
Perry	5,088	14.8	17.0	12.5	19.1	11.8	12.7	57.6	18.6	311.9	15.3	46.8	30.2	26.6
Pickaway	5,845	11.9	13.6	10.9	12.1	9.5	10.2	47.1	12.4	180.5	16.1	45.1	22.4	11.7
Pike	6,262	22.9	28.1	20.6	26.6	18.6	14.5	44.1	23.4	468.7	10.4	53.0	39.1	35.4

Appendix D. County data: hardship indicators (continued)

Source:	1	1	2	2	2	2	3	3	4	5	6	7	8	9
	Persons in poverty 2007	Poverty rate 2007	Poverty rate 1969	Poverty rate 1979	Poverty rate 1989	Poverty rate 1999	Unemployment rate Sept 2009	Change in unemployment rate since Sept 2008	FNS participation rate June 2009	HHs receiving energy assistance per 1000 housing units	Filings per 1000 housing units	Economically disadvantaged students 2008-09	Households with net worth less than \$15,000, 2008	Uninsured adults age 18 to 64, 2008
Type:	#	%	%	%	%	%	%	%	%	:	:	%	%	%
Portage	15,933	10.8	9.7	9.4	11.9	9.3	9.2	50.1	8.2	92.7	13.3	30.2	23.4	11.6
Preble	3,757	9.1	7.7	9.2	10.2	6.1	11.3	72.2	9.8	102.2	20.8	32.7	20.3	19.6
Putnam	2,189	6.4	9.5	6.7	5.8	5.6	9.1	72.7	6.3	81.5	7.7	19.4	16.5	10.2
Richland	14,188	11.9	9.1	9.4	11.3	10.6	11.8	57.7	13.3	165.2	15.7	40.8	26.6	18.2
Ross	9,543	13.8	15.8	11.7	17.7	12.0	11.6	43.3	18.2	264.2	13.8	41.5	28.6	17.6
Sandusky	5,795	9.7	8.8	7.5	9.0	7.5	10.8	59.0	10.2	104.1	12.3	20.9	20.6	14.6
Scioto	14,971	20.6	20.5	17.9	25.8	19.3	12.1	37.1	22.7	292.6	8.8	45.5	40.6	27.3
Seneca	6,632	12	8.7	8.5	10.8	9.0	12.1	78.6	12.7	102.1	13.0	37.8	26.1	14.5
Shelby	4,537	9.5	9.2	8.2	7.7	6.7	11.8	93.8	9.2	94.1	12.4	29.0	18.6	8.9
Stark	40,204	10.9	7.8	8.5	11.1	9.2	11.0	62.4	12.1	114.9	18.3	42.2	22.8	15.4
Summit	74,483	14	8.3	9.4	12.1	9.9	9.6	51.7	12.2	95.3	16.9	43.7	22.6	19.6
Trumbull	30,561	14.6	7.0	8.1	11.4	10.3	13.5	79.5	12.9	97.6	15.3	42.1	23.9	14.2
Tuscarawas	10,840	12	11.0	9.0	11.1	9.4	10.2	69.9	12.4	143.5	10.0	37.1	27.7	20.6
Union	2,291	5.1	9.1	8.4	7.4	4.6	7.9	55.1	6.5	94.2	17.0	21.0	16.3	14.3
Van Wert	1,984	7	10.4	6.7	7.1	5.5	13.0	30.4	8.2	115.0	15.8	36.9	22.2	16.4
Vinton	2,496	18.9	23.5	17.6	23.6	20.0	10.7	20.0	24.6	387.1	7.6	68.2	42.8	32.1
Warren	10,182	5.1	7.2	7.3	6.4	4.2	8.5	49.4	3.7	47.4	17.0	12.6	11.3	12.4
Washington	8,047	13.5	13.7	9.8	13.7	11.4	9.2	69.7	11.0	158.6	6.2	37.3	28.3	18.2
Wayne	9,653	8.8	8.6	8.9	11.7	8.0	8.8	56.1	9.6	106.8	10.1	30.4	22.6	20.9
Williams	3,300	8.9	9.5	7.9	7.6	6.0	14.0	77.7	12.2	99.9	11.7	28.5	23.0	26.2
Wood	12,679	10.8	9.1	10.0	10.6	9.6	10.1	45.0	5.8	51.3	11.1	23.2	23.7	13.4
Wyandot	1,634	7.4	10.3	10.2	8.5	5.5	11.4	46.7	8.5	111.0	10.1	30.2	22.7	13.6

Appendix E. County data: supporting items

	10	10	10	10	10	3	3	11	7	7	12	8	8	
	Population 2008	Overall population change since 2000	Net births/deaths since 2000	Net domestic migration since 2000	Net international migration since 2000	Minority (non-White or Hispanic) 2008	Labor force Sept 2009	Chg in labor force since Sept 2008	Self-sufficiency income for 2 adult, 2 children household	4th Grade reading test proficiency SY 2008-09	8th Grade math test proficiency SY 2008-09	High school graduation rate 2008	Adults without HS diploma 2008	Adults with HS diploma or equivalent only 2008
	#	%	#	#	#	%	#	%	\$	%	%	%	%	%
Adams	28,213	3.1	712	19	277	3.4	12,900	-1.5	38,700	70.0	71.0	88.8	26.5	47.3
Allen	105,168	-3.1	3,394	208	-6,527	16.0	50,400	-2.7	40,722	74.5	54.8	79.4	14.4	43.7
Ashland	55,125	4.7	1,615	122	1,110	3.6	27,300	-0.7	40,162	83.8	58.6	89.4	13.6	48.2
Ashtabula	100,648	-2.1	1,506	361	-3,442	8.2	48,900	-0.6	44,454	75.2	56.3	89.0	16.7	47.5
Athens	63,255	1.6	1,281	1,205	-1,119	7.8	27,300	-4.9	41,984	72.3	48.2	88.5	13.9	34.7
Auglaize	46,576	-0.1	1,226	157	-1,223	3.1	26,400	-1.1	37,676	87.3	68.2	>95	11.7	48.4
Belmont	67,975	-3.3	-1,616	82	-326	6.6	33,300	0.6	38,188	81.4	59.7	90.1	15.8	47.9
Brown	43,960	3.8	1,281	49	565	2.9	21,600	-1.4	36,089	77.7	65.9	88.9	21.1	47.5
Butler	360,765	7.8	17,925	2,497	9,291	13.1	186,000	-2.7	46,956	75.0	51.1	88.5	13.7	34.3
Carroll	28,439	-1.4	489	21	-689	2.9	14,100	0.7	37,783	71.0	60.5	>95	16.5	55.1
Champaign	39,650	1.9	1,040	6	-61	5.6	20,900	1.5	35,628	72.4	64.0	89.4	14.6	49.7
Clark	139,859	-3.5	1,715	209	-6,286	13.1	70,200	-1.1	44,657	63.3	62.4	79.8	15.5	40.9
Clermont	195,385	8.9	11,574	793	5,945	4.6	103,800	-2.3	46,976	82.5	70.7	92.0	14.7	36.2
Clinton	43,200	6.2	1,705	287	870	5.6	22,900	-3.8	40,509	79.6	63.7	>95	13.9	43.3
Columbiana	107,873	-3.9	293	126	-4,138	5.0	53,800	0.9	41,903	73.1	55.5	90.7	16.1	49.3
Coshocton	35,981	-1.9	667	197	-1,336	3.9	17,500	1.7	36,628	82.8	66.1	91.2	17.7	53.1
Crawford	43,696	-7.5	402	21	-3,448	3.3	22,400	1.4	37,231	78.1	57.9	91.7	16.4	51.1
Cuyahoga	1,283,925	-8.6	20,907	20,669	-145,171	36.8	630,100	-1.9	50,672	62.4	44.3	73.3	15.1	30.8
Darke	52,027	-2.5	996	25	-2,082	3.1	28,300	0.7	35,682	81.0	54.7	91.6	14.1	51.9
Defiance	38,637	-2.2	1,426	112	-2,238	11.4	21,200	1.4	38,866	80.6	73.6	94.9	12.5	46.9
Delaware	165,026	33.4	12,771	460	38,964	11.4	89,100	-2.0	50,608	80.3	64.4	>95	5.7	24.7
Erie	77,062	-3.2	632	177	-3,002	13.5	44,800	1.8	43,142	79.5	57.1	93.1	13.2	42.0

Appendix E. County data: supporting items (continued)

	10	10	10	10	10	3	3	11	7	7	12	8	8	
	Population 2008	Overall population change since 2000	Net births/deaths since 2000	Net domestic migration since 2000	Net international migration since 2000	Minority (non-White or Hispanic) 2008	Labor force Sept 2009	Chg in labor force since Sept 2008	Self-sufficiency income for 2 adult, 2 children household	4th Grade reading test proficiency SY 2008-09	8th Grade math test proficiency SY 2008-09	High school graduation rate 2008	Adults without HS diploma 2008	Adults with HS diploma or equivalent only 2008
	#	%	#	#	#	%	#	%	\$	%	%	%	%	%
Fairfield	142,223	13.6	5,517	123	14,136	10.1	74,900	-1.1	47,848	74.4	69.5	>95	10.1	38.9
Fayette	28,319	-0.4	410	71	-455	6.1	16,800	0.0	43,137	71.0	63.2	91.3	17.7	49.5
Franklin	1,129,067	5.3	76,528	30,100	-40,851	29.4	618,500	-1.3	50,332	65.2	47.0	70.6	11.6	27.4
Fulton	42,485	0.9	1,510	72	-972	8.9	22,600	-2.2	44,075	85.9	71.5	>95	12.1	45.1
Gallia	30,912	-0.5	541	19	-552	5.7	14,300	2.1	35,612	84.9	65.3	86.0	21.9	43.7
Geauga	94,753	4.1	3,207	204	854	3.7	49,300	-2.4	52,216	86.2	70.1	>95	10.9	28.4
Greene	159,190	7.1	4,855	1,215	1,656	12.9	77,000	-2.7	45,938	76.9	55.0	90.3	9.8	29.1
Guernsey	40,177	-1.5	631	23	-1,028	4.6	19,500	-2.5	39,515	74.7	55.2	85.6	17.9	48.0
Hamilton	851,494	0.7	29,607	10,674	-88,119	29.9	426,400	-2.7	47,699	66.1	48.3	81.8	14.0	28.3
Hancock	74,273	4.0	2,605	583	121	8.3	41,400	0.0	42,990	80.3	65.6	90.0	9.4	41.0
Hardin	31,948	0.0	625	57	-538	3.6	15,300	-0.6	36,148	80.3	61.1	89.7	16.0	52.1
Harrison	15,387	-3.0	-265	21	-158	4.2	7,400	0.0	36,342	73.3	70.4	88.4	16.9	51.5
Henry	28,841	-1.3	977	97	-1,331	8.7	15,800	1.3	41,741	82.0	67.8	90.4	13.5	51.3
Highland	42,349	3.5	1,343	66	349	4.2	21,400	3.4	37,747	79.0	59.5	91.0	19.8	46.9
Hocking	28,975	2.5	642	93	161	3.7	14,100	0.0	36,997	84.3	65.6	>95	18.3	48.0
Holmes	41,445	6.0	4,557	7	-1,851	1.7	19,200	-3.0	39,528	86.1	70.8	94.9	42.1	35.9
Huron	59,659	0.3	2,680	392	-2,590	7.9	29,700	0.7	42,609	83.3	65.5	94.2	15.7	50.5
Jackson	33,270	1.9	592	163	67	3.4	15,100	-0.7	32,734	77.7	62.0	91.3	22.2	45.3
Jefferson	68,526	-7.8	-2,144	131	-3,070	8.4	32,800	-0.9	44,162	84.7	74.0	88.8	15.1	47.9
Knox	59,324	8.1	1,410	70	3,566	3.6	30,900	-0.3	38,975	76.2	57.8	>95	14.9	43.4
Lake	234,030	2.8	3,730	3,060	-3,280	8.3	129,300	-1.2	49,466	79.9	70.7	94.6	11.1	35.0
Lawrence	62,573	0.4	276	84	208	4.5	29,300	-1.3	41,255	82.4	63.8	87.1	20.4	45.6

Appendix E. County data: supporting items (continued)

	10	10	10	10	10	3	3	11	7	7	12	8	8	
	Population 2008	Overall population change since 2000	Net births/deaths since 2000	Net domestic migration since 2000	Net international migration since 2000	Minority (non-White or Hispanic) 2008	Labor force Sept 2009	Chg in labor force since Sept 2008	Self-sufficiency income for 2 adult, 2 children household	4th Grade reading test proficiency SY 2008-09	8th Grade math test proficiency SY 2008-09	High school graduation rate 2008	Adults without HS diploma 2008	Adults with HS diploma or equivalent only 2008
	#	%	#	#	#	%	#	%	\$	%	%	%	%	%
Licking	157,721	7.7	6,096	377	6,274	6.4	83,300	-1.0	43,906	80.3	64.5	89.2	12.5	41.5
Logan	46,220	0.5	1,400	170	-1,094	5.2	26,300	3.1	36,918	78.6	67.3	91.8	13.5	53.3
Lorain	304,373	6.5	9,072	1,653	5,304	18.5	154,700	-2.5	48,721	71.1	54.8	84.5	14.1	37.8
Lucas	440,456	-3.3	16,611	3,653	-32,799	26.5	215,000	-3.3	47,806	68.3	40.3	72.7	14.0	33.0
Madison	41,861	3.9	1,182	202	475	9.5	19,900	-2.0	36,833	73.8	57.4	91.5	17.4	43.3
Mahoning	237,978	-8.2	-2,314	910	-16,845	21.2	112,700	-3.5	44,063	71.1	49.6	85.4	14.5	41.3
Marion	65,768	-0.7	1,207	111	-1,436	10.0	32,800	0.0	42,752	65.4	49.2	60.2	16.3	46.5
Medina	171,210	11.7	7,706	754	12,317	4.8	92,400	-1.7	52,289	86.5	72.8	>95	9.1	36.7
Meigs	22,722	-1.5	184	29	-412	3.1	9,000	0.0	32,255	71.8	53.1	87.9	22.5	49.0
Mercer	40,818	-0.3	1,506	73	-1,523	3.1	25,300	0.8	33,931	84.8	66.7	>95	13.1	50.9
Miami	101,085	2.2	2,564	397	-281	5.7	54,300	-0.7	42,232	83.6	70.1	91.3	14.2	40.9
Monroe	14,221	-6.7	-198	15	-683	1.8	5,600	-1.8	35,847	68.7	51.4	89.9	21.3	49.9
Montgomery	534,626	-4.6	15,550	2,386	-39,865	25.4	264,400	-1.9	46,878	64.0	50.6	86.9	13.5	31.0
Morgan	14,510	-2.7	114	-5	-429	7.3	5,600	-3.4	35,417	75.0	72.7	89.8	16.1	52.3
Morrow	34,455	8.2	1,332	23	1,665	3.1	18,100	0.0	34,078	77.5	44.6	90.5	17.9	49.3
Muskingum	85,087	0.6	1,827	79	-1,003	6.7	39,300	1.6	37,103	70.5	63.1	93.3	16.1	45.6
Noble	14,333	1.9	198	5	154	9.2	5,900	1.7	36,234	76.1	65.5	91.4	17.9	49.8
Ottawa	40,823	-0.4	-185	22	63	6.4	20,600	-3.3	42,783	73.9	62.1	>95	13.0	41.4
Paulding	19,096	-6.3	585	-2	-1,695	6.4	11,200	2.8	34,962	76.8	75.0	>95	15.2	54.3
Perry	35,241	3.3	1,122	49	187	2.3	16,600	2.5	44,105	78.4	52.8	92.8	17.6	53.2
Pickaway	54,544	3.3	1,329	10	685	8.2	24,600	0.0	40,308	80.4	69.8	91.0	19.1	44.6
Pike	27,967	1.0	610	62	-264	4.3	11,000	0.9	36,522	66.5	60.4	89.6	25.2	44.1

Appendix E. County data: supporting items (continued)

	10	10	10	10	10	3	3	11	7	7	12	8	8	
	Population 2008	Overall population change since 2000	Net births/deaths since 2000	Net domestic migration since 2000	Net international migration since 2000	Minority (non-White or Hispanic) 2008	Labor force Sept 2009	Chg in labor force since Sept 2008	Self-sufficiency income for 2 adult, 2 children household	4th Grade reading test proficiency SY 2008-09	8th Grade math test proficiency SY 2008-09	High school graduation rate 2008	Adults without HS diploma 2008	Adults with HS diploma or equivalent only 2008
	#	%	#	#	#	%	#	%	\$	%	%	%	%	%
Portage	155,991	2.5	4,053	805	-39	7.9	90,100	-3.0	46,638	81.0	68.2	92.0	11.5	40.7
Preble	41,643	-1.7	896	78	-1,422	2.5	21,300	-0.5	43,466	73.7	65.9	90.5	15.2	51.1
Putnam	34,543	-0.5	1,599	26	-1,666	6.6	18,600	-1.6	37,834	88.5	74.2	>95	11.2	48.5
Richland	124,999	-3.1	3,073	347	-6,635	13.0	61,000	-2.9	42,013	75.2	48.3	85.6	16.4	44.4
Ross	76,073	3.6	1,494	162	1,401	9.5	34,500	-0.3	36,001	75.2	58.4	84.6	20.0	44.1
Sandusky	60,637	-1.9	1,663	94	-2,674	12.5	34,200	1.2	42,810	81.5	66.9	86.0	14.7	45.1
Scioto	76,587	-3.4	582	107	-2,953	6.2	33,100	0.6	41,926	74.6	61.9	94.2	21.6	41.9
Seneca	56,461	-3.9	1,394	142	-3,503	7.9	31,300	1.3	41,848	74.7	62.4	88.4	13.9	47.6
Shelby	48,919	2.1	2,680	367	-1,834	6.0	28,900	3.2	42,718	75.4	54.7	>95	15.3	46.6
Stark	379,214	0.3	5,726	655	-7,740	11.0	190,100	-1.3	43,760	76.0	63.0	86.6	13.6	42.3
Summit	542,562	-0.1	11,787	3,889	-16,826	18.6	291,800	-2.7	49,430	73.4	55.1	80.3	11.7	34.1
Trumbull	211,317	-6.5	407	373	-13,632	10.8	104,400	-1.8	42,098	74.7	55.9	86.8	14.4	45.6
Tuscarawas	91,348	0.5	2,195	210	-1,583	3.3	48,900	1.5	37,329	80.9	64.4	90.9	16.2	49.9
Union	48,223	15.2	3,066	91	4,362	7.5	25,400	-0.8	44,743	78.6	74.6	94.7	11.4	44.9
Van Wert	28,748	-3.2	516	41	-1,362	4.1	16,100	0.6	34,516	78.6	66.0	86.8	10.9	52.6
Vinton	13,281	3.6	391	-3	143	2.8	5,600	0.0	35,923	77.9	61.9	91.1	24.8	50.4
Warren	207,353	23.6	12,315	1,104	36,063	9.8	105,400	-2.9	51,148	80.8	71.6	93.7	11.1	31.5
Washington	61,567	-2.7	77	20	-1,511	3.4	33,600	1.5	36,167	76.7	57.6	92.4	12.7	44.0
Wayne	113,812	2.0	5,366	632	-3,150	4.7	60,000	-0.2	44,693	82.0	71.4	93.6	16.3	43.4
Williams	38,158	-2.7	774	110	-1,771	6.0	20,700	2.0	36,143	85.8	63.8	>95	14.0	50.1
Wood	125,340	3.4	3,678	855	397	8.1	66,600	-3.8	45,982	78.3	75.7	93.6	9.2	35.0
Wyandot	22,354	-2.5	439	45	-910	4.0	12,300	6.0	35,366	83.7	60.3	>95	14.4	50.4