

3-10-2021

Concluding Observations and Policy Recommendations
in **Pathways to Careers in Health Care**

Christopher T. King, Editor
University of Texas at Austin

Philip Young P. Hong, Editor
Loyola University Chicago

Follow this and additional works at: https://research.upjohn.org/up_press



Part of the [Labor Economics Commons](#)

Citation

King, Christopher T. and Philip Young P. Hong. 2019. "Concluding Observations and Policy Recommendations." In *Pathways to Careers in Health Care*, Christopher T. King and Philip Young P. Hong, eds. Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, pp. 351-368. <https://doi.org/10.17848/9780880996679.Ch11>

This title is brought to you by the Upjohn Institute. For more information, please contact repository@upjohn.org.

Pathways to Careers in Health Care

Christopher T. King
Philip Young P. Hong
Editors

2019

W.E. Upjohn Institute for Employment Research
Kalamazoo, Michigan

Library of Congress Cataloging-in-Publication Data

Names: King, Christopher T., editor | Hong, Philip Young P., 1972- editor.

| W.E. Upjohn Institute for Employment Research, issuing body.

Title: Pathways to careers in health care / Christopher T. King, Philip Young P. Hong, editors.

Description: Kalamazoo, Michigan : W.E. Upjohn Institute for Employment Research, 2019. | Includes bibliographical references and index. | Summary: "The authors in this book present findings, lessons, and recommendations that emanated from HPOG research and evaluations for consideration by policymakers, program operators, and other researchers"— Provided by publisher.

Identifiers: LCCN 2019040213 (print) | LCCN 2019040214 (ebook) |

ISBN 9780880996662 (paperback) | ISBN 9780880996679 (ebook)

Subjects: MESH: Health Workforce—economics | Health Occupations—education | Government Programs—economics | Program Evaluation | Socioeconomic Factors | United States

Classification: LCC RA440.9 (print) | LCC RA440.9 (ebook) | NLM W 76 AA1 |

DDC 362.1023—dc23

LC record available at <https://lcn.loc.gov/2019040213>

LC ebook record available at <https://lcn.loc.gov/2019040214>

© 2019

W.E. Upjohn Institute for Employment Research

300 S. Westnedge Avenue

Kalamazoo, Michigan 49007-4686

The facts presented in this study and the observations and viewpoints expressed are the sole responsibility of the authors. They do not necessarily represent positions of the W.E. Upjohn Institute for Employment Research.

Cover design by Carol A.S. Derks.

Index prepared by Diane Worden.

Printed in the United States of America.

Printed on recycled paper.

11

Concluding Observations and Policy Recommendations

Christopher T. King
University of Texas at Austin

Philip Young P. Hong
Loyola University Chicago

Contributors to this volume have offered findings, lessons, and, in many cases, recommendations flowing from their particular research efforts. But it is also instructive to look across the various contributions to suggest cross-cutting findings, lessons, and recommendations. We do this fully recognizing that most, though not all, of the research reported here is descriptive in nature or outcomes based rather than impact based.¹ More definitive guidance will follow when impact results become available over the next few years.

That said, the findings from these chapters are consistent with the results from more rigorous evaluations that have been published recently (e.g., Elliot and Roder 2017; Roder and Elliot 2019; Hendra et al. 2016; Schaberg 2017). This should be encouraging news for national policymakers and state and local program administrators as they seek to fully implement sector-based, career pathway approaches in their respective areas under WIOA and related programs, including TANF and SNAP workforce efforts.

It should be said that in many ways health care may constitute a best-case scenario for the type of sector-based, career pathway strategies promulgated and supported by Health Profession Opportunity Grants (HPOG). For starters, health care is a highly structured industry that has been and will be experiencing growth for years to come, given an aging population with increasing health care needs. The perception and reality of skill shortages in many health care occupations, ranging from nursing to various allied health fields, engender greater support

in terms of policies and programs. In addition, health care is a sector where large acute care hospital employers dominate the industry, making coordination less intractable than it would be in a sector with more diffuse employment concentrations. Health care occupations also tend to be well structured, with highly articulated career progressions from bottom to top. They also have national and state licensing and credentialing in their respective areas, making it easier for employers and educational institutions—as well as individuals—to plot out and nurture progressions along career pathways. While other sectors present some of these features to varying degrees, few, if any, have all of them the way health care does.

CONCLUDING THOUGHTS AND LESSONS LEARNED

First, and not surprisingly, HPOG 1.0 programs featured many of the key program elements articulated in Chapter 3 and described in more detail in Chapters 4 and 5. For example, Werner et al. in Chapter 4 report that nearly 9 out of 10 participants enrolled in health care occupational training, and most of them were provided with an array of support services, including case management and tuition assistance, designed to make productive participation possible.

However, many of the elements highlighted by King and Prince in Chapter 2 on effective sector-based, career pathway programs were not fully incorporated into these programs. It is noteworthy that one of the key elements in particular did not seem to play the central role of engaging employers as the real “drivers” of the workforce strategy. Nor did these programs appear to be particularly creative in terms of blending and/or braiding potential funding streams (e.g., WIOA, TANF, SNAP E&T) to make their workforce approaches come together more systemically, probably because they were generally well funded by the U.S. Department of Health and Human Services (HHS) and the Administration for Children and Families via HPOG 1.0 itself and may not have felt the need to access these other sources to provide for supports like child care, transportation, and counseling with state and local dollars. There is still considerable room for improvement if such strategies are to become an integral part of the broader workforce development

landscape and lead to sustainable systems change well into the future. We offer more on this topic below.

Second, it is striking that most of those served in HPOG 1.0 programs were women of color and that many of them were also mothers of young children. This was the case nationally and in the various tribal projects, as well as in the HPOG UP projects discussed. Health care generally tends to be a female-dominated field, and HPOG strongly encouraged programs to recruit from TANF and other efforts serving low-income populations, so the fact that women made up such a large share of HPOG 1.0 enrollees is not all that surprising; that so many of them also appear to have been mothers of young children may be a bit more so. This suggests that the experience of the highly intentional two-generation human capital strategy embodied by Tulsa's Career*Advance*[®] HPOG program may be highly informative of good practice in the health care sector and more broadly. CAP Tulsa has been successful with engaging the mothers of children enrolled in early childhood education as they pursue postsecondary training in health care fields, securing credentials and procuring jobs in health care by providing financial and social supports, coaching, and child care. As Sommer et al. report, these efforts have also led to higher attendance and lower chronic absenteeism among their children.

Third, HPOG 1.0 enrollees were successful in terms of near-term program outputs and outcomes on the whole, including those that are education and employment related. Most (78 percent) reported completing a health care course; a large share of them (65 percent of Tribal enrollees) obtained at least one health care credential as part of their participation in HPOG. Moreover, as the Tulsa results demonstrate, the rate of credential attainment was far higher than either the typical postsecondary student or comparison groups of similar individuals seeking to pursue health care education and training. Completion and certification rates tended to be higher in the shorter, less demanding occupations, such as certified nursing assistant. And, about three-quarters of participants (73 percent) obtained jobs, over half (53 percent) in the health care sector. Rates of employment and earnings levels increased over the three-year postprogram period. This is a respectable performance record that hopefully will be borne out over the longer run through ongoing impact analyses as well.

Fourth, HPOG 1.0 succeeded in recruiting and serving low-income persons, though admittedly not those with the lowest basic education and skill levels. As several chapters suggest, better program structures and a wide range of supports are required if sector-based, career pathway programs are going to succeed in serving those in the lower reaches of the labor market. This is more important than ever, given that the labor market nationally and in many local areas is at or near what many economists and policymakers consider full employment: in mid-2019, the national unemployment rate is at a 50-year low of 3.6 percent, while in communities like Austin, Texas, it is well under 3 percent, even as the Trump administration's large tax cuts and growing deficits add more fuel to economic and employment growth. Bringing more lower-skilled individuals into the marketplace as productive workers is necessary to support such growth. Models like Washington's Integrated Basic Education and Skills Training and its next-generation efforts in states such as Maryland and Texas and communities such as Tulsa offering credit for prior learning and related accelerated learning models are proven approaches to doing just that.

Fifth, HPOG 1.0 participants accessed a wide array of supports during their participation, many of which have been provided inconsistently at best by most workforce development programs in recent decades. The overwhelming majority of HPOG 1.0 enrollees received case management, social services, and related supports. Nearly 100 percent benefited from child care and counseling. And, beyond implementing cultural adaptations and offering more welcoming environments, programs tended to make use of extended family structures and family engagement to support effective participation. Some researchers (e.g., Sommer et al., Heuer et al.) report that participation had positive effects at home on the perception of the value of postsecondary education, which was increasingly seen as a priority for the entire family, not just the HPOG participant. This echoes feedback consistently received from participants in Tulsa's program in participant interviews and focus groups (see Sommer et al.).

Sixth, while most enrollees obtained at least one health care credential as part of their participation in HPOG 1.0, only a small share—21 percent nationally and slightly more than 10 percent in the Tribal programs—were able to pursue further credentials within the five-year study period, thus availing themselves of HPOG's intended career path-

way goal. This experience highlights the difficulty with implementing career advancement strategies on the ground with further education and training leading to upward job mobility and responsibilities. This difficulty is likely a function of both individual barriers impeding their progress (e.g., cost, time) as well as policy, institutional, and demand-side (employer) issues. If U.S. workforce programs are going to fulfill the career pathway aspirations, they will need much greater support on the demand side (employer) and the supply side (individual participant/postsecondary education) of the market. Enhanced supports (e.g., child care, transportation assistance), tailored class scheduling, and increased access to and support for on-the-job and further upgrading training are needed.² This is demonstrably true for the health care sector, as shown here. It is also likely to be the case in other major sectors of the labor market as well.

Seventh, experience with Tribal as well as other HPOG 1.0 programs further highlights the importance of incorporating cultural dimensions directly into the fabric of these programs, including curriculum and the nature and the types of employer relationships. Meit and Miesfeld strongly make this point. Boguslaw et al. and Heuer et al. reinforce it in their chapters. A broader take-away here may be the importance of thoughtfully tailoring sectoral and career pathway strategies to the unique circumstances of the local market and its supporting institutions, as well as to the needs of the populations targeted for service. Not only does one size not fit all, but effectively adapting strategies to local situations and needs simply makes good sense if they stand a chance of producing positive results over time.

Eighth, important issues related to engaging and working with employers and supporting labor market institutions remain to be addressed. Many of these are long-standing issues in workforce development and are evident in the sector-based approaches in health care as well.³ Engaging employers in substantive ways in workforce programs has never been easy or straightforward. Over the decades, various approaches to engage them more effectively have been tried, including structuring state and local governance to ensure they had the dominant role—for example, private industry councils under the Comprehensive Employment and Training Act and Job Training Partnership Act in the 1970s and 1980s and workforce investment boards under WIA in the 1990s and 2000s—and now mandating sector-based strate-

gies statewide and encouraging the use of career pathway approaches under WIOA in 2014 (see Barnow and Spaulding [2015]). Yet, barriers to effective engagement remain. Even in relatively tight labor markets, employers tend to “buy rather than build” their workforces, preferring to poach from their competitors instead of training their existing workers (Cappelli 2012; Ton 2014). True employer engagement in identifying and documenting skill needs and helping local colleges and providers shape and tailor training curricula to meet their needs takes a serious commitment of time and effort that employers subject to intense competition and short-term financing often feel they can ill afford (Conway and Giloth 2014). And, as Boguslaw et al. point out in Chapter 6, in highly structured internal labor markets such as those in health care, many employers institutionalize discriminatory practices that can mitigate against hiring even highly qualified workers of color. Much work remains to be done on this persistent problem.

Ninth, the form of psychological capital referred to as psychological self-sufficiency (PSS) may be at the heart of moving the motivational needle forward for HPOG students. As presented by Hong et al., PSS, though not so readily apparent, is a dynamic process of navigating the perceived employment barriers and employment hope as one sets the drive toward reaching the employment and retention goal. Empirically, HPOG UP research by Hong et al. provided the longitudinal data to take a deeper look at the complexity of measuring the intrapersonal “process” element of self-sufficiency. Theoretically, PSS is posited to be the vessel that sails through the storms of barriers and delivers a sustained and resilient hope to arrive at the shores of economic self-sufficiency (Hong, Choi, and Key 2018). The intrapersonal skills in PSS are interpersonally cultivated and nurtured in the relational way. In the same vein, Heuer et al. emphasized the American Indian traditional values and virtues of care, respect, cooperation, patience, generosity, humor, harmony, and humility. These attributes are manifested in the form of strong supportive relationships with HPOG program specialists, peer groups, and instructors as a social support network (see Chapter 8). Sommer et al. focus on the parent-child relationship as the motivator to success that translates into intergenerational success outcomes. PSS can be demonstrated on the job in the form of soft skills and could provide the opportunity for employers, as Boguslaw et al. put it in Chapter 6, to create an organizational culture and environment for such strong

leadership qualities to grow and build toward greater patient-centered outcomes for health care organizations.

Finally, the collaborative researcher/practitioner partnerships represented by the chapters in this volume—including both the more traditional National Implementation and Tribal Evaluations that HHS has contracted for, as well as the more focused University Partnerships—have contributed considerably to understanding the HPOG program since it began in 2011. HHS operates similar researcher/practitioner partnerships within other key programs, such as Head Start and Early Head Start, as have other federal agencies, including the U.S. Department of Education with its regional network of educational research laboratories.⁴ HHS has long been a leader in fostering and conducting rigorous research and evaluation work and has a staff with cross-sector expertise and deep experience in their fields to both guide and carry out the work. Engaging high-quality, independent researchers in their efforts is essential. This foreshadows the final section of this chapter that addresses future research needs.

POLICY AND PRACTICE RECOMMENDATIONS

With these conclusions and lessons as background, we offer several recommendations for policymakers and program operators to consider. These span all levels of government and a range of workforce development partners, as well as touch on both the supply and demand sides of the labor market.

First, it is essential that the nation—governments and employers—invest more in sector-based and career pathway strategies as part of a positive workforce agenda. Relative to its highly developed counterparts in the Organisation for Economic Co-operation and Development, the United States is and has been underinvesting in workforce development and active labor market policies generally for years (King and Heinrich 2011; Wandner 2015). Although the figures vary somewhat from year to year, on average the United States devotes less than 0.5 percent of gross domestic product to support labor market policies compared to over 4 percent in Denmark. Furthermore, much of what the United States supports tends to be passive (e.g., unemployment benefits) rather

than active (e.g., job readiness and skills training). Sector-based and career pathway strategies could be a key part of expanding our workforce investments in the future, possibly connected to an infrastructure agenda (e.g., National Skills Coalition 2018). WIOA offers a supportive framework, but the administration must propose and Congress must then approve federal budgets that support greater investments in such policies than has been the case.

Additionally, governors and state legislatures should not be given a pass on this score. Even within diminished funding for WIOA, governors can opt to devote more of their discretionary funding to support sectoral and career pathway strategies, including those in health care. Some (e.g., Pennsylvania, Washington) have even invested scarce state tax dollars to support sector strategies over time. Others could and should follow suit.

In the United States, as in Japan and some other developed economies, the primary role for workforce development resides squarely with employers, who account for upward of 90 percent of U.S. investment in workforce development overall (King and Heinrich 2011). If sector and career pathway strategies are to be fully implemented in labor markets and offer real, accessible opportunities for job seekers to pursue career advancement beyond their initial preparation, employers must do much more than they now do in health care as well as other sectors of the labor market. Several labor market analysts (e.g., Peter Cappelli) have found that employers currently may be backing away from this role despite widely reported skill shortages. This needs to change. Employers must invest more—not less—and also must engage more fully with local boards, community colleges, and other partners to play a leading role in driving sector and career pathway strategies in their local labor markets. As King and Prince note in Chapter 2, there are excellent examples around the country of leading-edge strategies spearheaded by employers working with local workforce boards. These can serve as a foundation on which to build.

Second, local workforce boards, which serve as the frontline for workforce programming in the United States, also should do more to implement thoughtful and measured sector and career pathway strategies. While some boards are doing an excellent job and appear to be well ahead of the curve, many are still largely reactive to labor market conditions in their local areas. As the contributors to this volume

and related evaluations have shown, in order to implement effective sector and career pathway strategies, workforce boards need to do the following:

- Engage employers in key growth sectors as true “drivers” of local workforce strategies.
- Offer the broad range of supports that low-income, low-skilled job seekers, including parents of young children, need to access and take full advantage of, including tuition assistance, flexible child care, transportation assistance, career navigation/coaching, and peer supports.
- Take steps to ensure that the strategies are well adapted to the particular cultural contexts of the resident target populations, as well as the needs of the local labor market.
- Where local boards are legislatively and structurally limited in their span of control and their scope—such as Oklahoma and many other states, where local boards control only one or two WIOA funding streams—be proactive about developing collaborative relationships with other partners and blending and braiding funding to fully support such strategies.
- Work closely with community and technical college systems in their communities to design and implement well-structured career pathways for resident job seekers.

Third, Congress, as well as federal and state education agencies and area colleges, should foster efforts that complement and support effective and efficient sector-based career pathway strategies. As any number of researchers and practitioners have noted, time is the enemy. Most postsecondary students today would have been characterized as nontraditional just a few short years ago. Many of them now are student parents juggling education and family responsibilities. The overwhelming majority is also working while pursuing their credentials, which means they must balance education, work, and family needs, often attending school on a part-time basis so they can work and attend to other demands on their time. Actions that would help them study and reach their goals in a more timely manner include

- opening up Pell Grants and loans and other federal assistance programs to postsecondary students who are enrolled in non-credit and part-time education and training programs, and
- expanding the use of such accelerated learning strategies as competency-based education and credit-for-prior-learning, allowing students to gain college credits by testing out of certain coursework and thus shortening the time to degree or credential.⁵

Fourth, policymakers at all levels should provide the resources needed to offer the broad range of supports that parents in particular appear to require in order to pursue education and training in sector-based career pathways while helping their children simultaneously access quality child care and child development services. Support for so-called two-generation human capital approaches such as Tulsa's pioneering *CareerAdvance*[®] Program described by Sommer et al. in Chapter 9 is increasing, and related efforts are now emerging across the country supported by a varied mix of federal, state, local, and philanthropic sources. Noteworthy examples include comprehensive statewide efforts in Colorado, Connecticut, and Utah, as well as pilot projects funded by the Annie E. Casey Foundation in Atlanta, Tulsa, and rural Garrett County (Maryland), and the W.K. Kellogg Foundation in El Paso, Maricopa County (Arizona), and Montgomery County (Maryland) via the National Association of Workforce Boards and Innovate+Educate. The Aspen Institute's Ascend Program is a hub for documenting these two-generation initiatives and their expansion.

As noted above, if these parents are to succeed, they require a broad range of supports, including tuition assistance, flexible high-quality child care and early childhood development programs, transportation assistance, career navigation/coaching, and peer supports. These services are too often simply presumed to be available and accessible to parents but in fact are rarely there when—and in the amount and the form—they are needed.⁶

Fifth, career pathways and workforce development strategies should utilize psychological and community-based cultural resources as central to soft skills development rather than peripheral to hard skills attainment. While soft skills are found to be the number one desirable skill set that most employers mention in interviews for building a sustainable and growing human resource, there is no one widely used

method of engaging the workers-to-be before or after being employed. Often, these skills are either expected to be there during the screening process or they are attempted to be taught under the assumption that attitudinal and behavioral modification needs to hit the target goal of presenting the job candidates with the cleanest outer look, manifested in the form of interviewing, communication, and life skills. PSS theory of change and metrics (Hong, Choi, and Key 2018) needs to be integrated into WIOA one-stop career centers and other contracted job readiness training programs and more widely incorporated into the formative and summative evaluation processes to help strengthen the career pathways and workforce development programs. As introduced in an OPRE report by Anderson et al. (2018) at Mathematica Policy Research, the Transforming Impossible into Possible (TIP[®]) program was noted as one of the top five research-informed social-emotional, self-sufficiency programs in the country. Conducting implementation research on the innovative program⁷ as described in Chapter 10 by Hong et al. is a promising tool for integrating PSS as a bridging concept to match the labor supply and demand. It could be instrumental not only in terms of preparing and maximizing the potential of the newly entering workers (supply-side concern) but also empowering the incumbent workers for increased retention and productivity (demand-side concern) by connecting the purpose, motivation, aspirations, and goals in their vocational pursuit. TIP[®] can help lay the foundation for PSS to be the organizing principle for how the system truly can be job seeker-centered in an age when every service delivery is couched as a patient-, customer-, person-, and human-centered approach while bringing about the most innovative and desirable outcomes.

There are certainly other recommendations that follow from the research in this volume. These are just some that we believe are most important for policymakers and practitioners.

CONTINUING SUPPORT FOR RESEARCH

As noted in the foregoing chapters, none of the findings and lessons presented here would have been possible without strong and thoughtful support from and collaborative efforts with HHS/Administration for

Children and Families/Office of Planning, Research, and Evaluation and other federal agencies (e.g., the Department of Labor and the Department of Education) and a handful of philanthropic institutions, including the Annie E. Casey Foundation, the W.K. Kellogg Foundation, the JPMorgan Chase Foundation, and the Lloyd A. Fry Foundation. Bruck et al. in Chapter 3 have described the Office of Planning, Research, and Evaluation's efforts to date and their plans for the near future, which include producing and disseminating evaluation findings on sector-based, career pathway strategies as well as the evaluability of two-generation approaches nationally. In this period of uncertainty in terms of both federal and state policy and labor market transitions, it is important that the federal commitment to research and evaluation be reinforced and sustained. Evidence-based policymaking and investment in effective workforce and related services cannot and will not take place without the research to provide that evidence. Such efforts are not inexpensive, but they are vital. It is up to government, with the help of philanthropy, to support such research. Private markets generally may not do so because the provision of a substantial share of workforce and education services falls in the realm of public goods, where private markets are expected to underinvest and underperform.

Below is a list of issues that merit further research in the years to come—research that would foster more effective approaches along the lines of HPOG. It is by no means an exhaustive list. Also, note that these are presented largely in the order in which they arise programmatically, proceeding from enrollment/engagement to bolstering post-program outcomes.

- Identify and document, to the extent feasible, effective approaches for recruiting and enrolling at-risk populations into HPOG and similar sector-based, career pathway strategies. These are likely to vary by population, sector, and career pathway, which makes this a daunting topic to tackle.
- Conduct more rigorous research than has been done to date on productive approaches for engaging employers in sector-based, career pathway strategies. Employers control the jobs that job seekers are pursuing, so it is axiomatic that such strategies cannot succeed without their active engagement. Promising approaches for engagement have been identified over time, but

serious research on their components or their effects has never been conducted.

- Determine the best mix of supports to help low-income, parent, and other at-risk populations enroll, persist, and complete post-secondary credentials valued in today's labor markets. While researchers have been able to gauge the importance of providing a broad range of supports offered together—affordable, quality child care; case management/career counseling; tuition and transportation assistance—they have not been able to measure the independent contribution (“value added”) of any particular service. This, too, may be impossible, given the large sample sizes and evaluation design complexities required to produce such answers, but it would be worth at least conducting more feasibility analysis of such an effort.
- Expand research on effective accelerated learning and credentialing approaches and their effectiveness. Such approaches have shown great promise, but more rigorous research and testing are required in differing settings and with varying populations to ensure that the early findings from such efforts as City University of New York's Accelerated Study in Associate Programs hold up and can be applied elsewhere.
- Enhance ongoing research into two-generation human capital strategies for lifting both student-parents and their children simultaneously out of poverty. While Tulsa's *CareerAdvance*[®] Program, which has been funded by HPOG 1.0 and 2.0 and is described by Sommer et al., is one of the best examples of such an effort, others certainly exist—such as the Jeremiah Program in the Twin Cities and Austin and the Educational Alliance in New York City—and are beginning to expand around the country. Despite relatively high initial costs, the potential for such efforts to harness “mutual motivation” of parents and students in supporting program participation and successful exits from intergenerational poverty is quite high.⁸
- Conduct deeper and broader research into psychological self-sufficiency as an interlocking theory of change for pre- and post-employment empowerment practice utilizing a broader range of sectors, settings, and populations to determine the extent to which

it has broader applicability in workforce and education programming. TIP[®] implementation studies can be scaled to widely test the degree to which such an intervention could help invigorate psychological self-sufficiency, thereby increasing self-regulation and executive functioning, to yield significant impacts on labor market outcomes and economic self-sufficiency.

- Increase analysis to gauge the value of key credentials—certificates, diplomas, and degrees—in today’s changing labor market and the benefits and costs of attaining them. Georgetown’s Center on Education and the Workforce (<https://cew.georgetown.edu/>) is one of several groups that has engaged in studies on this important issue. More rigorous research remains to be conducted.
- Implement effective career advancement strategies in the workplace after initial training has been completed—it is critical to fulfilling the vision of HPOG as well as the goals for workforce progress in other sectors of the labor market if the nation is going to address the issue of widening wage inequality. Too little is known about the prevalence and the effectiveness of these strategies and what makes them work. Given that the overwhelming share of training in the United States (more than 90 percent) is the purview of employers⁹—whether in the workplace or via voucher-supported education programs at postsecondary institutions—and given that such a small share of HPOG participants were able to avail themselves of further education and training, this topic calls for much more information and analysis.

Diving deeper into these topics would enhance the broad-based research agenda HHS is already pursuing, especially its work on two-generation strategies and Pathways for Advancing Careers and Education, as well as HPOG 2.0. As noted, its agenda is complemented by research fostered by its partner agencies at the federal level (i.e., the Department of Labor and the Department of Education), as well as initiatives supported by the Annie E. Casey Foundation, the W.K. Kellogg, and others.

Notes

1. Exceptions are Chapter 2, which summarizes the impacts from sector-based, career pathway program evaluations, and Chapter 9, which shares initial, quasi-experimental impact results from Tulsa's CareerAdvance® program.
2. In too many instances, employers in health care and other sectors become motivated to undertake upgrading training by the immediate pressures of employee turnover and concerns over shortages of skilled workers, only to drop them when market conditions loosen and shortages abate. A decade ago, in response to nursing retention issues, national foundations, including Robert Wood Johnson and Hitachi, launched an initiative to train lower-skilled frontline workers (e.g., food preparation, janitors) who had already exhibited a strong commitment to employment in their organizations for higher-level work as nursing assistants, LPNs, and other positions. When the effects of the Great Recession led to reductions in turnover among nurses, participating hospitals seemed to lose interest. Their time horizon appears to be very short when it comes to interest in human capital investments for their workforce.
3. For example, the 1977 Amendments to CETA launched the Private Sectors Initiatives Pilot, which was followed by the 1978 CETA Amendments that mandated the creation of Private Industry Councils to oversee local job training programs across the country. JTPA in 1982 took this even further. These were policy developments in response to perceived shortcomings in employer engagement. The 2014 WIOA mandate for governors to implement sector strategies statewide is the latest development in this arena.
4. The National Parks Service has supported a regional network of research learning centers since 2001, "places where science and learning come together" (<https://www.nps.gov/rhc/index.htm>). The USDOL's Employment and Training Administration supported a dissertation research program and regional Manpower Institutional Grantees, typically research and technical assistance and training centers at public universities, working with state and local policymakers and program administrators until the program was eliminated in 1982. One of the editors (King) was fortunate to have worked in Manpower Institutional Grantees at the University of Utah and the University of Texas at Austin in the 1970s and 1980s and collaborated with a number of others during that time (e.g., the University of Maryland, George Washington University, the University of Houston).
5. The City University of New York's Accelerated Study in Associate Programs is an excellent example of these types of efforts (<http://www.cuny.edu/academics/programs/notable/asap.html>). The Accelerated Study in Associate Programs, which was the focus of a rigorous evaluation conducted by MDRC (Gupta 2017), is being expanded to communities in other states as well. For more information on these and other strategies, see Ganzglass, Bird, and Prince (2011).
6. Many recent reports are available on this topic, detailing the scope of the problem and, more importantly, offering a series of tools, guides, and program prescriptions for addressing it. The Institute for Women's Poverty Research's National

- Student-Parent Success Initiative (<https://iwpr.org/issue/special-websites/student-parent-success-initiative/>) has assembled a comprehensive body of research on this topic. Also see Duke-Benfield (2015), Goldrick-Rab (2016), Green (2013), and Kelly and Goldrick-Rab (2014).
7. TIP was developed by the Loyola research team at the Center for Research on Self-Sufficiency using data obtained from HPOG UP 1.0 as an evidence-informed model at the request of HPOG program partners and community-based organizations (Hong 2016). Because PSS was conceptualized based on the grassroots community definition of self-sufficiency (Hong 2013; Hong, Sheriff, and Naeger 2009), it was echoed by the community partners that there is a need to deliberately use the embedded metrics—perceived employment barriers and employment hope—and implement programs to improve the scores on the metrics. TIP[®] was a response to the community call to provide a cultural resource that supports PSS development as the core driver to achieving ESS. More information can be found at <http://www.tipprogram.org>.
 8. For more on two-generation programs, visit the Ascend Program at the Aspen Institute website: <https://www.aspeninstitute.org/programs/ascend/>. Also, see King, Chase-Lansdale, and Small (2015); King et al. (2016); and Sommer et al. (2018).
 9. King and Heinrich (2011) discuss this issue and present statistics for the United States and other Organisation for Economic Co-operation and Development countries.

References

- Anderson, Mary Anne, Elizabeth Brown, Elizabeth W. Cavadel, Michelle Derr, and Jacqueline F. Kauff. 2018. *Using Psychology-Informed Strategies to Promote Self-Sufficiency: A Review of Innovative Programs*. OPRE Report No. 2018-41. Washington, DC: Office of Planning, Research and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services; Mathematica Policy Research.
- Barnow, Burt S., and Shayne Spaulding. 2015. “Employer Involvement in Workforce Programs: What Do We Know?” In *Transforming U.S. Workforce Development Policies for the 21st Century*, Carl Van Horn, Tammy Edwards, and Todd Greene, eds. Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, pp. 221–263.
- Cappelli, Peter. 2012. *Why Good People Can't Get Jobs: The Skills Gap and What Companies Can Do About It*. Philadelphia: Wharton Digital Press.
- Conway, Maureen, and Robert P. Giloth, eds. 2014. *Connecting People to Work: Workforce Intermediaries and Sector Strategies*. New York: American Assembly Press.
- Duke-Benfield, Amy Ellen. 2015. *Bolstering Non-Traditional Student Suc-*

- cess: A Comprehensive Student Aid System Using Financial Aid, Public Benefits, and Refundable Tax Credits.* Washington, DC: Center for Law and Social Policy. <http://www.clasp.org/resources-andpublications/publication-1/Bolstering-NonTraditional-Student-Success.pdf> (accessed November 16, 2018).
- Elliott, Mark, and Anne Roder. 2017. *Escalating Gains: Project QUEST'S Sectoral Strategy Pays Off.* New York: Economic Mobility Corporation. https://economicmobilitycorp.org/wp-content/uploads/2018/01/Escalating-Gains_WEB.pdf (accessed November 16, 2018).
- Ganzglass, Evelyn, Keith Bird, and Heath Prince. 2011. *Giving Credit Where Credit Is Due: Creating a Competency-Based Qualifications Framework for Postsecondary Education and Training.* Washington, DC: Center for Law and Social Policy, Center for Postsecondary and Economic Success.
- Goldrick-Rab, Sara. 2016. *Paying the Price: College Costs, Financial Aid, and the Betrayal of the American Dream.* Chicago: University of Chicago Press.
- Green, Autumn. 2013. "Babies, Books, and Bootstraps: Low-Income Mothers, Material Hardship, Role Strain and the Quest for Higher Education." Doctoral diss. Boston College. <http://www.proquest.com/products-services/pqdtglobal.html> (accessed November 16, 2018).
- Gupta, Himani. 2017. *The Power of Fully Supporting Community College Students: The Effects of the City University of New York's Accelerated Study in Associate Programs after Six Years.* New York: MDRC. <https://www.mdrc.org/publication/power-fully-supporting-community-college-students> (accessed November 16, 2018).
- Hendra, Richard, David H. Greenberg, Gayle Hamilton, Ari Oppenheim, Alexandra Pennington, Kelsey Schaberg, and Betsy L. Tessler. 2016. *Encouraging Evidence on a Sector-Focused Advancement Strategy: Two-Year Impacts from the WorkAdvance Demonstration.* New York: MDRC.
- Hong, Philip Young P. 2013. "Toward a Client-Centered Benchmark for Self-Sufficiency: Evaluating the 'Process' of Becoming Job Ready." *Journal of Community Practice* 21(4): 356–378.
- . 2016. "Transforming Impossible into Possible (TIP): A Bottom-Up Practice in Workforce Development for Low-Income Jobseekers." *Environment and Social Psychology* 1(2): 93–104.
- Hong, Philip Young P., Sangmi Choi, and Whitney Key. 2018. "Psychological Self-Sufficiency: A Bottom-Up Theory of Change in Workforce Development." *Social Work Research* 41(1): 22–32.
- Hong, Philip Young P., Vamadu A. Sheriff, and Sandra R. Naeger. 2009. "A Bottom-Up Definition of Self-Sufficiency: Voices from Low-Income Jobseekers." *Qualitative Social Work* 8(3): 357–376.
- Kelly, Andrew P., and Sara Goldrick-Rab, eds. 2014. *Reinventing Financial*

- Aid: Charting a New Course to College Affordability*. Cambridge, MA: Harvard Education Press.
- King, Christopher T., P. Lindsay Chase-Lansdale, and Mario Small, eds. 2015. *Two Generations. One Future: An Anthology from the Ascend Fellowship*. Washington, DC: Ascend Program of the Aspen Institute.
- King, Christopher T., and Carolyn Heinrich. 2011. *How Effective Are Workforce Development Programs? Implications for U.S. Workforce Policies*. Austin, TX: Ray Marshall Center for the Study of Human Resources, Lyndon B. Johnson School of Public Affairs, University of Texas. Prepared for the Fall 2011 APPAM Policy Research Conference, Washington, DC, November 5.
- King, Christopher T., Cynthia J. Juniper, Rheagan Coffey, and Tara C. Smith. 2016. *Promoting Two-Generation Strategies: A Getting-Started Guide for State and Local Policy Makers (Revised and Updated)*. Austin, TX: Ray Marshall Center for the Study of Human Resources, Lyndon B. Johnson School of Public Affairs, University of Texas at Austin.
- National Skills Coalition. 2018. *Skills for Good Jobs Agenda 2018: Steps Congress and the Administration Can Take to Stand behind America's Greatest Asset: Its People*. Washington, DC: National Skills Coalition. <https://www.nationalskillscoalition.org/resources/publications/file/Skills-for-Good-Jobs-Agenda-2018.pdf> (accessed November 16, 2019).
- Roder, Anne, and Mark Elliott. 2019. *Nine-Year Gains: Project QUEST's Continuing Impact*. New York: Economic Mobility Corporation.
- Schaberg, Kelsey. 2017. *Can Sector Strategies Promote Longer-Term Effects? Three-Year Results from the WorkAdvance Demonstration*. New York: MDRC, September.
- Ton, Zeynep. 2014. *The Good Jobs Strategy: How the Smartest Companies Invest in Employees to Lower Costs and Boost Profits*. New York: New Harvest/Houghton Mifflin Harcourt.
- Wandner, Stephen A. 2015. "The Future of the Public Workforce System in a Time of Dwindling Resources." In *Transforming U.S. Workforce Development Policies for the 21st Century*. Carl Van Horn, Tammy Edwards, and Todd Greene, eds. Kalamazoo, MI: The W.E. Upjohn Institute for Employment Research, pp. 129–166.