

EXPANDING HEALTH COVERAGE WITH FEDERAL FUNDS

WILL CREATE ECONOMY-BOOSTING JOBS IN MAINE

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INTRODUCTION

Under the provisions of the Affordable Care Act, states have the option to accept federal funds to expand health coverage to more residents by extending Medicaid eligibility to cover residents with incomes up to 138 percent of the federal poverty level (with this expansion 100 percent covered by federal funding in 2014-2016, then phasing down gradually to 90 percent federal funding in 2020 and future years).¹ Whether to implement this expansion of health coverage or not is one of the key decisions facing the Maine Legislature in 2014.

If Maine accepts the federal funds to expand MaineCare, almost 70,000 Maine residents could gain access to health insurance coverage.² In addition to expanding health coverage and reducing Maine's uninsured rate, adoption of this coverage expansion will also create jobs and boost economic activity at the state level.

What kinds of jobs will be created as a result of this health coverage expansion? Will the new jobs be good-paying jobs that can support families and a growing economy? This report investigates these questions.

COVERAGE EXPANSION WILL CREATE JOBS – ACROSS MAINE'S ECONOMY BUT MOSTLY IN HEALTH CARE

Adoption of the health coverage expansion will trigger an influx of federal dollars into

Maine, with a significant resulting impact on job creation and economic activity. A January 2014 report from the Maine Center for Economic Policy estimated Maine will receive \$256 million a year in new federal funds by 2016 if the state adopts the coverage expansion, and will also be able to retain an additional \$82 million a year in federal funds it would otherwise lose in 2016. Based on economic impact modeling conducted with an IMPLAN data tool, this report found the net gain of \$338 million in federal funds from expanding health coverage would support 4,000 to 4,400 jobs and generate \$450 million to \$515 million in annual economic activity in Maine in 2016.³

While the new jobs created as a result of Medicaid expansion will include jobs in industries all across the state's economy (because of indirect and induced economic impacts of new Medicaid spending), the majority of the new jobs will be concentrated in the health care industry. The Maine Center for Economic Policy report found from 2,075 to 2,330 of the jobs created in 2016 by accepting the federal funds will be in the health care industry.⁴

POLICYMAKING SHOULD DISTINGUISH BETWEEN ECONOMY-BOOSTING JOBS AND ECONOMY-DRAINING JOBS

While policymakers often rely on job creation forecasts to assess different policy options, these forecasts often fail to provide an analysis of the quality and pay levels of the forecasted new jobs. This analysis is important because the quality

ECONOMY-BOOSTING JOBS VS ECONOMY-DRAINING JOBS

and pay levels of new jobs have widespread ramifications at both micro- and macro-economic levels.

For example, a policy that produces 100 new jobs with average wages of \$25 an hour and a policy that produces 100 new jobs with average wages of \$10 an hour will have markedly different overall impacts, not only on households but also on local economies (through different consumer spending impacts) and on the state budget (through different tax revenue and public assistance spending impacts). This is the distinction between high-wage economy-boosting jobs and low-wage economy-draining jobs.

Given these ramifications, as Maine policymakers consider the decision to accept or reject the federal funding to expand health coverage, it is important to ask not only how many net new jobs will be created, but also whether those jobs will be good-paying jobs that can support families and strengthen the economy.

Economy-boosting jobs are jobs that allow workers to earn enough to cover the basics, putting money in people’s pockets to spend in local businesses, expanding local purchasing power, and boosting the economy.

Economy-draining jobs are jobs that don’t allow workers to earn enough to make ends meet, draining local purchasing power, increasing public assistance costs, and making the economy stall.

WHAT IS A LIVING WAGE IN MAINE, AND HOW MANY JOB OPENINGS PAY LIVING WAGES?

A living wage is a wage that allows an individual or family to cover the basic costs of living, including food, housing, transportation, child care, and health care. The report *“America’s Changing Economy: Searching for Work that Pays in the New Low-Wage Job Market,”* the December 2013 installment of the Alliance for a Just Society’s annual Job Gap Study, calculated living wage levels for different household configurations in Maine. The table below summarizes the 2013 Job Gap Study’s findings for living wage levels in Maine for three household types: a single adult, one adult with one child, and two adults (both working) with two children.

MAINE LIVING WAGE LEVELS (2013 JOB GAP STUDY)	Single adult	Single adult with one child	Two adults (both working) with two children
Gross monthly income needed	\$2,632	\$3,719	\$6,540 (combined)
Gross annual income needed	\$31,581	\$44,625	\$78,488 (combined)
LIVING WAGE (HOURLY)	\$15.18	\$21.45	\$18.87 (for each worker)

Source: 2013 Job Gap Study, http://jobgap2013.files.wordpress.com/2013/12/me_2013-job-gap_final.pdf

In addition to calculating living wage levels, the Job Gap Study examined projections for job openings by occupational category and median wage level to determine what share of projected job openings in Maine pay a living wage for each household structure, and how many job seekers there are for each job opening that pays a living wage – the “job gap.”⁵ Some of the key findings were:

- For a single adult, with a living wage level of \$15.18 an hour, 48 percent of job openings in Maine had median wages at or above the living wage level. There were 10 job seekers for each job opening at or above this living wage level.
- For a single adult with one child, with a living wage level of \$21.45 an hour, 28 percent of job openings in Maine had median wages at or above the living wage level. There were 18 job seekers for each job opening at or above this living wage level.
- For a household with two working adults and two children, with a living wage level of \$18.87 an hour per adult, 35 percent of job openings in Maine had median wages at or above the living wage level. There were 14 job seekers for each job opening at or above this living wage level.

HEALTH CARE JOBS ARE GOOD-PAYING JOBS IN MAINE

How will the jobs created by Medicaid expansion, focused predominantly in the health care field, compare to Maine’s living wage thresholds, and to the economy-wide projections of job openings and wage levels in Maine?

A review of Occupational Employment Statistics (OES) data from the Maine Department of Labor’s Center for Workforce Research & Information shows that jobs in Maine’s health care industry tend to be good-paying jobs – both in relation to the living wage levels and in relation to median wage levels across Maine’s economy.

Health care jobs are grouped into two sets of codes in the Occupational Employment Statistics data sets: one set of occupational codes for “Healthcare Practitioners and Technical Occupations,” and another set of occupational codes for “Healthcare Support Occupations.” The first set includes occupations such as physicians, dentists, optometrists, nurses, physical therapists, pharmacy technicians, dental hygienists, paramedics, and diagnostic medical sonographers. The second set includes occupations such as home health aides, medical assistants, dental assistants, psychiatric aides, and medical transcriptionists.

Looking at job openings forecast for the Healthcare Practitioners and Technical Occupations group, where more than two-thirds of total projected openings for

Maine’s health care industry are found, 88 percent pay median wages above a living wage for a single individual. Seventy-six percent pay above a living wage for a household with one adult and one child. And 83 percent pay above a living wage for a household with two working adults and two children.

Combining the data for Healthcare Practitioners and Technical Occupations with the data for Healthcare Support Occupations to produce an overall picture of the state’s health care industry, 67 percent of projected job openings pay median wages above a living wage for a single individual. Fifty-four percent pay above a living wage for a household with one adult and one child. And 59 percent pay above a living wage for a household with two working adults and two children.

Comparing the health industry numbers to the figures for the state economy overall underscores that health care jobs are good-paying jobs in Maine. For example:

- For a single adult household, while less than half of all projected job openings pay median wages above a living wage, two-thirds of health care job openings and almost nine out of ten health practitioner and technical job openings do.
- For a household with two working adults and two children, while barely one-third of projected job openings economy-wide pay median wages above a living wage, almost three-fifths of health care job openings and more than four out of five health practitioner and technical job openings do.

HOUSEHOLD STRUCTURE	LIVING WAGE (HOURLY)	SHARE OF PROJECTED JOB OPENINGS IN MAINE WITH MEDIAN WAGES ABOVE LIVING WAGE LEVELS		
		Healthcare Practitioners & Technical Jobs	All Health Care Jobs	Economy-Wide in Maine
Single adult	\$15.18	88%	67%	48%
Single adult with one child	\$21.45	76%	54%	28%
Two adults (both working) with two children	\$18.87 (per worker)	83%	59%	35%

Sources: 2013 Job Gap Study, analysis of Occupational Employment Statistics (OES) data from Maine Department of Labor’s Center for Workforce Research & Information

CONCLUSION: HEALTH COVERAGE EXPANSION WILL CREATE ECONOMY-BOOSTING JOBS IN MAINE

While much of the debate over Medicaid expansion in Maine has focused on the health insurance coverage implications and direct budgetary impacts for the state, it is also important to consider the job creation and broader economic impact ramifications of the expansion decision. Informed policymaking should include consideration of the quality and pay levels of the jobs that would be created through this coverage expansion, and whether these jobs will be economy-boosting jobs or economy-draining jobs.

With a high proportion of new jobs created through the expansion in the health care sector and wage and job projection data showing that jobs in Maine's health care industry tend to be higher-paying, living wage jobs, this analysis finds that Medicaid expansion will support economy-boosting jobs in Maine.

Maine faces both a gap in affordable health coverage and a gap in living wage jobs. Accepting the federal funds to expand health coverage is a policy prescription that has the potential to help address both of these challenges. The recommendations below are designed to help maximize the potential benefits of expanding health coverage in Maine.

RECOMMENDATIONS

- **Adopt a Medicaid expansion plan in 2014, with a target implementation date as soon as possible.** Delaying the decision to accept the federal funds for health coverage expansion not only leaves the tens of thousands of uninsured Maine residents in limbo; it also puts on hold the living wage job creation and economy-boosting potential of Medicaid expansion at a time when more living wage jobs are sorely needed.
- **Avoid conditions that would require approval of a federal waiver prior to implementation of the health coverage expansion.** Going through the federal waiver process to seek approval for experimental program redesign provisions could significantly slow down the timeline for implementing Medicaid expansion. Maine has already fallen behind other states that implemented the expansion on January 1, 2014. The most efficient way to catch up will be to adopt a clean expansion plan that does not require a federal waiver.
- **Invest in health workforce development strategies that expand opportunities for people of color and low-income communities.** The new job creation resulting from Medicaid expansion is an opportunity to strengthen racial and ethnic diversity in the state's health

workforce and expand opportunities for people of color. A recent report from the Joint Center for Political and Economic Studies recommends strategies that include: establish “health care career academies” at high schools that serve students of color and lower-income students, strengthen funding for community colleges’ health care occupation programs, and support on-the-job training initiatives and “career ladder” strategies that help people of color advance in the health fields.⁶

- **Strengthen cultural competency in the state’s health workforce.** As new populations gain health

coverage through the expansion, the state’s success in translating expanded coverage into better health outcomes (and lower future costs) will depend in part on the health workforce’s ability to meet the needs of patients with different racial, ethnic, and cultural backgrounds. Expanding diversity of the health workforce will help in this endeavor. In addition, strategies should be pursued to ensure access to interpretation and translation services for non-English speakers, and health care providers should be encouraged to sponsor or participate in cultural competency training programs.

ENDNOTES

¹ January Angeles, “How Health Reform’s Medicaid Expansion will Impact State Budgets,” Center on Budget and Policy Priorities, July 2012, accessed at: <http://www.cbpp.org/cms/?fa=view&id=3801>

² Garrett Martin, “Unprecedented Opportunity: Federal Health Care Funds Will Deliver 4,400 Jobs and \$500,000,000 in Annual Economic Activity to Maine by 2016,” Maine Center for Economic Policy, January 2014, accessed at: <http://www.mecep.org/av.asp?na=516>

³ *Ibid*, “Unprecedented Opportunity.”

⁴ *Ibid*, “Unprecedented Opportunity.”

⁵ Ben Henry and Allyson Fredericksen, “America’s Changing Economy: Searching for Work that Pays in the New Low-Wage Job Market,” Alliance for a Just Society 2013 Job Gap Study, December 2013, accessed at: http://jobgap2013.files.wordpress.com/2013/12/me_2013-job-gap_final.pdf

⁶ Bianca Frogner and Joanne Spetz, “AFFORDABLE CARE ACT OF 2010: Creating Job Opportunities for Racially and Ethnically Diverse Populations,” Joint Center for Political and Economic Studies, October 2013, accessed at: <http://www.jointcenter.org/sites/default/files/upload/research/files/Affordable%20Care%20Act%20of%202010.pdf>