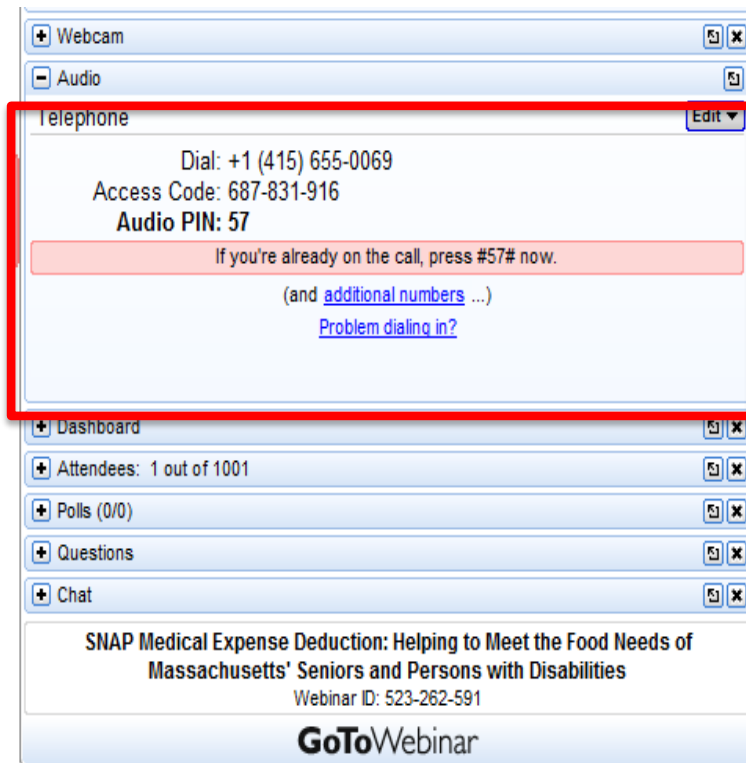


An Overview of the SNAP E&T Demonstration Projects and Effective Approaches to Increasing Employment and Earnings

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June 2014

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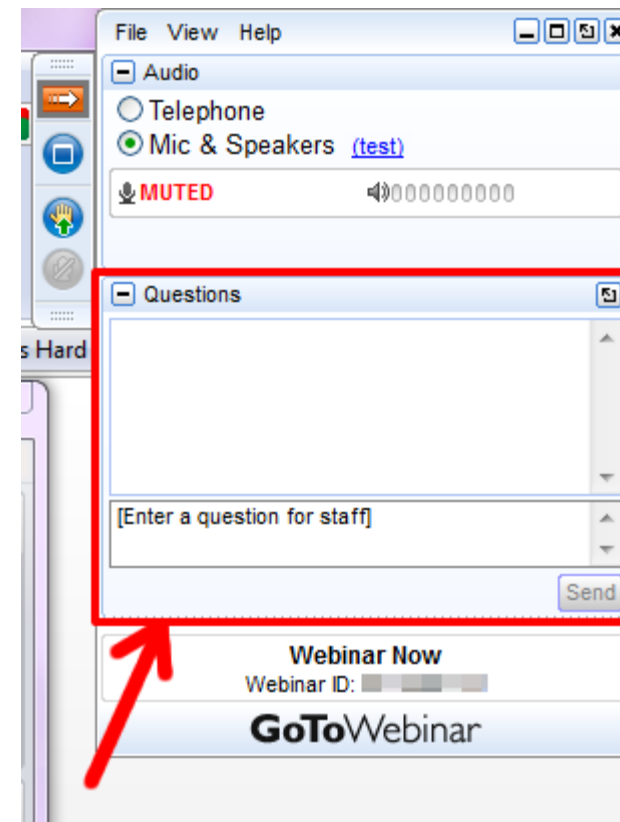
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- CBPP is a public policy nonprofit that works at the federal and state levels on fiscal policy and public programs that affect low- and moderate- income families and individuals.
- Additional webinars in the works:
 - Collaborating with the workforce world (late July)
 - Post-RFA considerations (late August)
- We are available to work with you or help you connect with other resources.

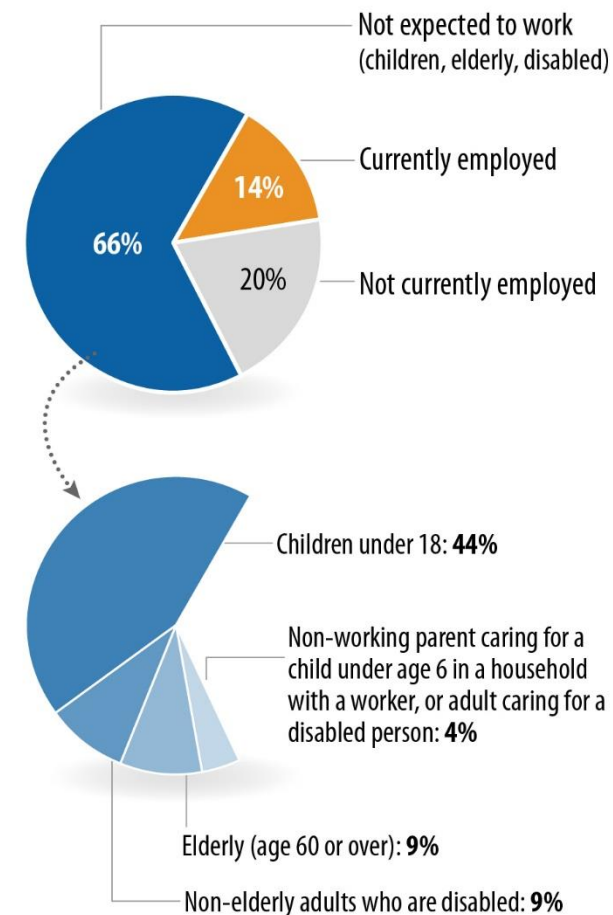
Our Plan for Today

- Context of the E&T pilots
- Overview of E&T pilots
- Q&A
- Considerations when designing an E&T pilot
- Examples of effective approaches
- Q&A

Context: SNAP and Work

- Four out of five participants in SNAP are working or are not expected to work
- 58 % of households with at least one working-age non-disabled adult work while on SNAP
- 62% of households with children work while on SNAP

4 Out of 5 SNAP Recipients are Not Expected to Work or Are Working

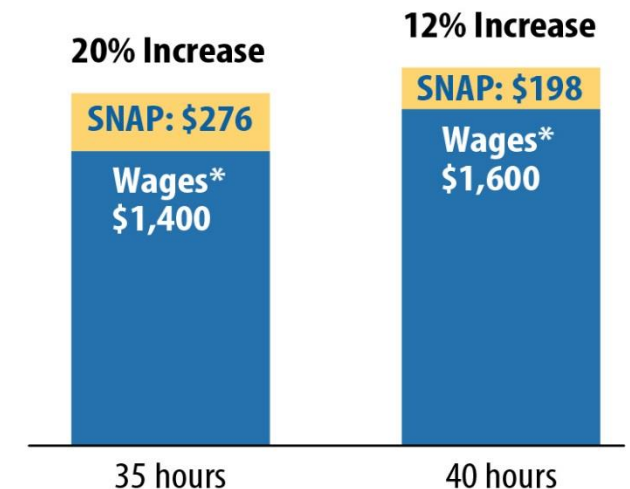


SNAP Supports Work

- SNAP benefits boost low-wage worker income by 10 percent or more
- SNAP has a work incentive – SNAP households are financially better off if they increase earnings
- SNAP responds quickly to household financial changes

SNAP Boosts Income

Monthly income for a family of 3, based on weekly earnings at \$10/hour



*Monthly wages after payroll taxes (FICA)
Source: CBPP Calculations using SNAP Benefit Levels for FY 2014, based on the median shelter expense in the SNAP Quality Control Household Characteristics data for FY 2011 inflated to FY 2014

Pilots offer a great opportunity to learn more

- Targets a diverse group underserved by most E&T programs
- Comes at a time states are refocusing on E&T
- There's not much research or data on SNAP E&T
 - What does – and doesn't – work
 - Why don't people comply (and what can help participants succeed?)

SNAP Pilots

- Statutory goal: to test new methods for E&T programs and services to *increase employment and earnings and reduce reliance on public benefits.*
- Up to 10 pilot projects with a rigorous independent evaluation
- Diverse range of pilots:
 - Target low skills/limited work, workfare, and individuals who are working
 - Geographically diverse
 - Include education and training, rehabilitative services, rapid attachment to work, and mixed strategies
 - Mandatory and voluntary

Time and Money

Timeline:

- RFA must be issued by Aug. 7, 2014
- RFP for evaluation will be issued soon after
- Pilots must be selected by Feb. 2015 and can run no more than 3 years

Funding:

- \$200 million -- \$10m in 2014, \$190m in 2015
- Cannot supplant existing funds
- To be used for:
 - Program and administrative costs of the pilots
 - Developing systems and data for evaluation
 - Evaluation

Criteria for States

- Must agree to participate in evaluation, with robust data collection system
- Commit to collaborate with workforce board and job training programs
- Keep E&T funding at FY2013 level

Criteria for Selection

- Likelihood of enhancing existing E&T programs
- Likelihood of enhancing earnings of participants
- Evidence of easy replicability
- State capacity to operate high quality E&T programs

- All SNAP E&T activities, including Title 20 workfare and job retention
- Substance abuse and mental health treatment, rehabilitation services
- Subsidized work in the public or private sector
- Unsubsidized work
 - E&T funds pay for supportive services

Additional Considerations

- Evidence-based proposals
- Collaboration with job training field
- Planning for evaluation
- Must comply with existing SNAP rules
 - Individual screening
 - Supportive services
 - Existing sanction policy if mandatory

Questions?
Comments?

**SNAP E&T Demonstration Projects:
An Opportunity to Answer
Unanswered Questions and Build
on What We Know About Effective
Approaches to Increasing
Employment and Earnings**

LaDonna Pavetti

June 2014

Plan for Today's Talk

- **Considerations when designing a SNAP E&T program**
- **Common characteristics** across effective programs
- **Examples of effective approaches** that have increased employment and/or employment stability among disadvantaged populations
- **Research questions** of broad interest

Considerations for Designing SNAP E&T Programs

Considerations for Designing an Effective SNAP E&T Pilot (1)

- **Careful attention to targeting**
 - SNAP caseload is very diverse
 - Diverse needs require diverse solutions
 - The approach to E&T needs to fit the group you intend to target
 - Where are the best opportunities for making a positive impact?
- **Clarity on goals for program participants**
 - What do you hope to achieve –e.g., increased employment (move people from zero hours to some hours or from some hours to more hours, etc.), increased earnings
 - What is your theory of change? How will your proposed strategy produce the outcomes you envision?
- **Clarity on what you want to learn from the pilot**
 - Important to be very clear about what you want to learn and ensure that your program design will give you the answers you are seeking
 - Also important to ask: who else cares about the question I hope to answer?

Considerations for Designing an Effective SNAP E&T Pilot (2)

- **Assessment: A Critical But Often Under-developed Element of Service Delivery**
 - If you plan to target broadly: How will you identify recipients who should be exempt and/or need special accommodations because they have a disability and/or are facing personal or family challenges that will impact their ability to participate?
 - If you plan to offer alternative pathways based on individuals' circumstances and needs: How will determine which pathway is the most appropriate and has the most chance of producing a successful outcome?
 - If you plan to offer a narrowly-defined intervention (e.g., training): How will you identify recipients who are interested in training and have the greatest chances of success?

Common Characteristics Across Effective E&T Programs

Common Characteristics Across Different Types of Effective Programs

- Focus on goal-setting and individual choice
- Upfront investments and individual sacrifices (including less initial employment) to reap gains later
- Keen attention to current life circumstances
- Individualized and ongoing support
- Greater financial investments in people

What We Know About The Effectiveness of Various Approaches to E&T

What We Know About the Effectiveness of Job Search

- Job search intensity matters
- Impacts are positive, but quite modest: Mandatory job search assistance for UI recipients cut UI benefit durations by about half a week
- Impacts on earnings is an open question: very large sample sizes are required to detect earnings impacts
- Most effective job search programs offered more than job search; are better classified as “mixed employment assistance models”

“Mixed” Employment Assistance Models

- **Key program elements:**
 - Supports a diverse set or pathways to work including education, training, subsidized employment, unpaid work experience and job search
 - Targeted to diverse populations – focus on a good fit
 - Can be voluntary or mandatory – strong focus on work as the end goal
- **Evidence of effectiveness:**
 - Portland, Oregon NEWS: increased earnings by 25 percent over 5 years; focus on holding out for a good job; support for education and training (usually short-term)
 - Riverside GAIN: increased earnings by 42 percent over 5 years; very strong focus on hiring job developers to work directly with employers; many participated in education
- **Replication opportunities and requirements:**
 - Easy model to replicate in a variety of settings
 - Replication requires availability and accessibility of a broad range of options, but options don’t need to be provided directly by the program

Subsidized and Transitional Employment

- **Key program elements:**
 - Paid employment opportunities for individuals with limited employment prospects
 - Level of support varies depending on target population and goals
 - Strong ties to employers may be important for long-term success
- **Evidence of effectiveness:**
 - Florida Back to Work: 20 percent increase in earnings year after subsidized job ended for all participants; 30 percent increase for long-term unemployed
 - All programs have produced short-term increases in employment (while the subsidy is provided), but not all have produced long-term increases in employment
- **Replication opportunities and requirements:**
 - Significant interest, especially for the long-term unemployed
 - As budgets rebounds, some states creating entirely state-funded programs
 - Many program variations, ways to keep program costs down
 - Links with private sector employers seems to be very important

Sectoral Employment Programs

- **Key program elements:**
 - Industry-specific training programs – opportunities vary by local community
 - Preparation for skilled positions with higher pay and growth opportunities
 - Length of training varies – depends on the sector
 - May require participants to have higher basic skill levels
- **Evidence of effectiveness:**
 - Sectoral Impact Study: Earnings 29 percent higher in the second year
 - Year Up: Earnings 30 percent higher in the second year
- **Replication opportunities and requirements:**
 - Significant interest in doing more, may be new funding opportunities
 - Requires strong industry partners and deep knowledge of labor market trends
 - Opportunity to advocate for programs as community colleges transform themselves

Contextual Learning or Bridge Programs

- **Key program elements:**
 - Provide education or remediation to allow individuals with low educational levels (typically at or below the 9th grade level) to access Industry-specific training programs
 - Different models – some integrated with training and some designed to feed into training or post-secondary education programs
- **Evidence of effectiveness:**
 - LaGuardia Community College, GED Bridge to Health and Business program: Participants significantly more likely to complete the course (68 vs. 47 percent), pass the exam (44 vs. 20 percent), and enroll in a community college program (24 vs. 7 percent)
- **Replication opportunities and requirements:**
 - Some adult education and GED programs already exist – where are the opportunities to restructure them to make them more effective?
 - Important to develop within the context of available training and post-secondary education options

- **Key program elements:**
 - Training designed to expedite credentialing
 - Articulation from one step of credentialing to the next (e.g., from CNA to LPN to RN)
 - Provision of specific components in small chunks; feasible to combine training and work
 - Support services and coaching to help people develop goals and a plan for meeting them
- **Evidence of effectiveness:**
 - At least two random assignment studies underway: Innovative Strategies for Increasing Self-Sufficiency (ISIS) and Health Profession Opportunity Grants (HPOG)
- **Replication opportunities and requirements:**
 - Quickly developing field, especially in the health and information technology sectors
 - Lots happening at Community or Technical Colleges

Teaching Life Skills Through Home Visiting

- **Key program elements:**
 - Individualized, hands-on work to build life skills – setting goals, time management, making good decisions, stress management, etc.
- **Evidence of effectiveness:**
 - Building Nebraska Families: Significant and large impact on employment stability (increase of 16 percentage points, from 29.3 to 45.9 percent) and job quality as measured by wages and availability of health insurance – bigger than we've seen in any other employment program
 - Services provided in families' homes in rural communities by higher skilled staff
- **Replication opportunities and requirements:**
 - Are there opportunities to integrate some of the program elements into home visiting programs that are focused primarily on improving children's outcomes?
 - Could you achieve comparable results by doing similar work outside of families' homes?

Provision of Supportive Services

- **Key program elements:**
 - Provision of supportive services – child care, transportation, flexible funds to help purchase work clothes, repair cars, etc. – to help individuals work or look for work
- **Evidence of Effectiveness**
 - Correlational studies show that low-income parents who receive a child care subsidy are more likely to be employed and have a shorter transition to work
 - Lack of rigorous studies that show causality between getting supportive services and employment – area is ripe for experimentation

What Are Some Questions Worth Answering in the Context of the SNAP E&T Demo?

Some questions of broad interest

- What job search approaches and/or elements lead to improved employment and earnings?
- Does a “mixed model” that supports multiple pathways to work produce better employment and earnings outcomes than job search (or training) alone?
- Does the provision of supportive services lead to improved employment and earnings?
- Does the provision of skills training lead to higher earnings and more stable employment?
- Do wage subsidies paid directly to employers encourage employers to hire individuals they may otherwise not hire?
- Do programs that focus on building life skills result in better employment and earnings outcomes?

- FNS E&T Resource Center: <http://www.fns.usda.gov/employment-and-training-et-resource-center>
- Resources to improve work programs: www.buildingbetterprograms.org
- National Skills Coalition SNAP E&T Users Guide:
http://www.nationalskillscoalition.org/assets/reports-/snapet_users_guide.pdf