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*Supplemental Nutrition Assistance
Program (SNAP) Employment and
Training (E & T) Best Practices Study:
Final Report*



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*Supplemental Nutrition Assistance
Program (SNAP) Employment and
Training (E & T) Best Practices Study:
Final Report*

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EXECUTIVE SUMMARY

In the fall of 2015, the U.S. Department of Agriculture, Food and Nutrition Service (FNS) contracted with Social Policy Research Associates (SPR) to review the existing research literature to identify employment and training program components and practices that (1) effectively assist members of households participating in the Supplemental Nutrition and Assistance Program (SNAP) to obtain regular employment and (2) are best integrated with State workforce development systems. Because the literature specific to the SNAP Employment and Training (E&T) program is limited, the scope of the review conducted under this project included research on the effectiveness of employment and training components offered to similar individuals by other Federal and State agencies and by the private philanthropic sector.

The objective of this project is to provide Congress, FNS, and individual States with information that can be used to shape the services provided by the SNAP E&T program and thereby improve the employability, self-sufficiency, and well-being of individuals receiving nutrition support from SNAP. To share the findings from this research review, we have created two resources: this *Final Report*, which summarizes findings from the research review and provides recommendations consistent with the evidence reported in the research reports, and an *Annotated Bibliography*, appended to this report, which contains information about the 160 research studies and papers selected as being most relevant to the study objectives.

The SNAP Employment and Training Program

The SNAP E&T program was established by the Food Security Act of 1985. While SNAP E&T provides employment and training services that are similar in some ways to those provided by the much larger workforce development systems existing under the Workforce Innovation and Opportunities Act (WIOA, formerly WIA) and Temporary Assistance for Needy Families (TANF), the SNAP E&T program may only serve applicants for or recipients of SNAP benefits. Additionally, funding for SNAP E&T has always been modest in comparison to other State and Federal resources available for such activities. In an average month in fiscal year 2014, SNAP provided benefits to 45.9 million people living in 22.4 million households (Farson Gray and Kochhar 2015). However, the majority of SNAP recipients are exempt from SNAP work requirements due to age or disability, or because they are already working. Approximately 15

percent of all SNAP recipients are required to register for work and may be required to participate in a SNAP E&T program (U.S. Department of Agriculture 2013; Rosenbaum 2013).

The Food and Nutrition Act of 2008, as amended, specifies SNAP work requirements as well as the Federal exemptions from these requirements, creating a uniform national framework for the target populations of SNAP E&T programs. The Act also lists allowable SNAP E&T activities (called components) and outlines the minimum requirements for all SNAP E&T programs. States have considerable flexibility within this framework regarding the design and delivery of SNAP E&T services and who to target for participation.

Because the resources for employment and training services for SNAP recipients have always been modest, the program scope has been limited (Rosenbaum 2013). However, due to the program's flexibility, SNAP E&T has also been able to evolve over time, trying out a variety of different program strategies and placing emphasis on different goals. In SNAP E&T's early years, most States focused on serving large numbers of mandatory participants with relatively inexpensive services like job search and job search training. More recently—in response to research findings that showed that the prior services did not lead to increased employment and earnings for SNAP E&T participants over time—policymakers have been promoting a different strategy: using program funds to provide more intensive services to SNAP recipients who want to volunteer for SNAP E&T services (Gragg and Kaz 2014).

Evidence from the Literature

This report considers findings from evaluations of the effectiveness of both SNAP E&T and other workforce development programs designed for similar participants. It first details research findings from the few studies on the SNAP E&T program, then moves to the broader research on other employment and training programs for low-income individuals.

In 1988, FNS commissioned Abt Associates to conduct a net-impact study of the Food Stamp E&T program. The evaluation followed 12,000 non-exempt work registrants who were assigned to treatment and randomized control groups in 53 program sites in 12 States (Puma and Burstein 1994). In evaluation results published in 1994, the Abt study found there was no evidence that the SNAP E&T program—in its high participation/low investment per-participant model—increased the likelihood of participants finding jobs. It also found that the program had no significant effects on the hourly wages, hours worked per week, or length of job retention for those who did find employment (Puma and Burstein 1994, 321–323). No rigorous evaluation study of the SNAP E&T program has been completed since the 1994 net impact study.

SNAP E&T program changes have allowed for more effective service models to help SNAP recipients gain and retain employment and achieve economic self-sufficiency. Among the strategies are (1) using individualized service plans that address SNAP recipients' particular

strengths and weaknesses as identified through initial assessments, (2) developing “third-party partnerships” among SNAP E&T programs, community colleges, State workforce development programs, and local non-profit organizations to increase the scope and intensity of services available to SNAP recipients, and (3) serving individuals who volunteer to participate, rather than mandating participation as a condition of eligibility.

Recently, the 2014 Farm Bill authorized up to \$200 million for the development, implementation, and evaluation of up to 10 pilot projects designed to reduce dependency and increase work effort under SNAP. These pilot projects allow States to test new program models to determine the most effective ways to help SNAP recipients gain and retain employment and achieve self-sufficiency. Rigorous net impact evaluations are currently being conducted of each of these program models, but initial results are not expected until 2019.

In making design decisions about effective models for SNAP E&T programs, State program managers and policymakers can learn from the findings contained in the broader workforce development evaluation literature summarized in this paper. The literature strongly suggests that without outside intervention, many of the working poor remain in jobs that pay below the poverty level. For example, a technical paper from the U.S. Census Bureau found that when former welfare recipients achieved employment, their ability “to advance out of entry-level, low wage employment has been quite limited,” even after years in the labor market (Andersson, Holzer, and Lane 2003, 2). Certain groups, including single mothers, those with families, and less-educated African American men, have an especially difficult time leaving the low-wage, working-poor category (Acs, Loprest, and Ratcliffe 2010, ES-12).

Improving the ability of low-income individuals, both working-poor and unemployed, to advance beyond low-wage jobs is the underlying goal of a variety of strategies employed by workforce development agencies. These strategies include work requirements and work incentives, job search assistance and placement supports, subsidized employment, education and training, case management and supportive services, sectoral strategies, and collaboration with other programs to provide comprehensive services to targeted participants. This report details the evidence about the effectiveness of each of these strategies, followed by general conclusions.

One finding with general applicability revealed by the review of the literature is that stand-alone basic skills instruction and job search assistance programs fall short of helping participants achieve lasting self-sufficiency. In contrast, more intensive services that combine several components simultaneously or sequentially appear to be more promising in helping participants achieve the desired improvements in employment and earnings. For example, programs that combine job search and education/training activities with a specific mix of services based upon an assessment of the individual participant’s level of need resulted in higher rates of participation overall, higher rates of participation by component, and longer lasting impacts than “single

activity” programs (Hamilton 2002; Martinson and Strawn 2003; Gueron and Hamilton 2002; Rangajaran, Meckstroth, and Novak 1998). Programs that combine basic skills training with contextualized vocational education and those that include both job search assistance and transitional employment subsidies also show benefits.

Another finding with useful implications is that programs leading to academic credentials or community college certificates are often associated with improved outcomes, especially when the education and training is in a sector that has been targeted for its expected high growth and ability to offer high-wage jobs. Similarly, strategies that connect participants to in-demand fields or careers, including sectoral strategies, apprenticeships, and on-the-job training, also lead to improved earnings (Maguire et al. 2010; Reed et al. 2012; King 2004; Heinrich 2013).

The SNAP E&T program has limited resources, so it is important for its administrators to weigh this evidence when planning which components to offer participants. Collaboration with non-profit organizations, community colleges, and other programs—which is also recommended by the literature—is one way the program may be able to take advantage of some of the more promising strategies identified in the literature.

Recommendations

The findings from the research synthesized in this report suggest that SNAP recipients will benefit most from SNAP E&T-funded services if the services offered by State programs

- are based on an individualized assessment of the workforce-related strengths and weaknesses of SNAP clients;
- comprehensively address an individual’s need for skills training, basic skills education, and overcoming barriers to employment;
- help participants earn credentials valued by employers in their chosen industry or sector; and
- develop skills that are closely linked to labor market demands in the local area.

In view of these findings, State SNAP E&T program designs may need adjustments to maximize the use of best practices. States that enroll a relatively large number of mandatory work registrants in SNAP E&T services or that emphasize self-reported job search as the most frequently prescribed program activity are less likely to see an increase in self-sufficiency among SNAP participants. In contrast, States that have chosen to emphasize the delivery of post-secondary education that is tailored to meet current and anticipated labor market demands appear to have a better likelihood of improving long-term employment and earnings for the selected participants. However, because 100 percent Federal funding for SNAP E&T program activities is so limited, the findings suggest that this program will remain small in scope unless State SNAP E&T managers can develop partnerships with community-based organizations, colleges, and

other training providers that allow them to leverage additional funds through expanded local or State expenditures that are matched with a 50 percent reimbursement from Federal funding.

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I. INTRODUCTION

The objective of the Supplemental Nutrition Assistance Program (SNAP) Employment and Training (E&T) Best Practices project is to provide Congress, the U.S. Department of Agriculture, Food and Nutrition Service (FNS), and individual States with the information they need to most effectively use SNAP E&T resources in future efforts to improve the employability, self-sufficiency, and well-being of individuals receiving nutrition support from SNAP. To meet this project objective, Social Policy Research Associates (SPR) has conducted a comprehensive research review of relevant studies of SNAP E&T and other public workforce development programs. In carrying out this review, SPR sought to (1) identify program features and service components associated with the improved ability of SNAP E&T participants (or individuals with similar characteristics) to obtain regular employment, increase earnings, and reduce reliance on public assistance benefits and (2) identify ways of increasing the impacts of SNAP E&T program components and practices by integrating them with other funding streams within State- and Federally-funded workforce development programs.

Based on this research review, we have created two resources: an *Annotated Bibliography*, which contains information about the 160 research studies and papers selected as relevant to the study objectives, and this *Final Report*, which summarizes our findings from the research review and recommends ways of allocating program resources that are consistent with the evidence found in these studies. For a summary of our project methods, see Appendix A.

Interpreting the Findings

Readers should be aware of how the limitations of the existing literature affect the findings included in this report.

First, many studies look at programs as a whole without breaking them down into their smaller components or strategies. If a program, for example, included case management, job search assistance, and work incentives, evaluations may not have identified the relative contribution of each program component to the outcomes reported in the evaluation. In these cases, SPR could only report on the effectiveness of the overall program and could not reach conclusions about the effectiveness of the individual components.

Second, study methodologies vary in their level of rigor. The Annotated Bibliography reports on findings arising from a wide variety of study methods, including qualitative implementation studies, outcome studies, cost studies, and net impact studies (which compare outcomes for program participants to outcomes for a matched set of individuals that did not receive the targeted services). While implementation and outcome studies provide useful information about the design and delivery of programs and the resulting outcomes (such as quarterly earnings changes) for program participants, they do not have the rigor of net impact studies and do not allow the study team to make definitive inferences about the causes of any positive results. When we report findings from outcome studies, we are careful to note that a statistical association between services and outcomes cannot support claims of a causal linkage.

In identifying effective practices for this report, we have focused our attention on net impact studies using either experimental or quasi-experimental designs to compare observed participant outcomes to estimates of what would have occurred had the individuals in the study sample not participated in program services. In experimental research designs, participants seeking entry to the program and/or those required to participate are randomly assigned to treatment and control groups. In quasi-experimental evaluation designs, a comparison group is selected from a group of non-participants, by matching the characteristics of program and comparison group members and dealing with potential differences between the two groups mathematically. While experimental design is generally considered the most rigorous form of impact design, recent meta-analyses have shown that the findings from different types of impact studies are generally similar (Card, Kluve, and Weber 2015, 3).

Third, certain types of programs and strategies have not been well researched, so the research team cannot report on their effectiveness. A lack of information about a particular strategy or component does not necessarily mean that it is ineffective. Similarly, an absence of information about outcomes for a particular target group does not mean that the program or strategy in question does not work for that group.

Included in the annotated bibliography are several studies that look at education outcomes as indicators of program effectiveness. Although education outcomes are not the direct focus of this study—we are ultimately looking to find programs that help SNAP E&T participants increase their self-sufficiency through employment and wage gains—we include these studies because educational attainment is associated with higher wages and employment (Carnevale, Rose, and Cheah 2011; Acs, Loprest, and Ratcliffe 2010; Crissey and Bauman 2010; Jepsen, Troske, and Coomes 2012; US DOL 2014). However, it is important to keep the different outcome measures in mind when using study findings to compare programs. Programs deemed effective in increasing educational attainment may not cause improvements in post-program earnings (or it

may take a longer period of observation before changes in post-program earnings can be detected).

About the Annotated Bibliography

The Annotated Bibliography that summarizes the findings of the research review is provided in two forms. A text version is attached to this report as Appendix B; it lists the 160 studies alphabetically by the primary author's last name. A stand-alone Excel spreadsheet version allows the user to sort or filter studies according to criteria of interest. Both versions of the bibliography include, for each study, publication title, primary author, other authors, publication year, publisher, URL, and a brief annotation summarizing the study's relevance and significance for the project.

The spreadsheet version of the Annotated Bibliography contains several types of additional information about each study:

- the research method(s) used (cost benefit analysis, net impact design, outcome analysis, implementation study, and/or research review);
- whether outcomes were reported;
- the major program(s) represented by the intervention (SNAP E&T, Workforce Investment Act (WIA)/Workforce Innovation and Opportunity Act (WIOA) and other Department of Labor programs, Temporary Assistance for Needy Families (TANF)/Welfare-to-Work, and/or childcare); and
- the component type(s) covered (case management/supportive services, work experience, job search/job search training, work incentives, work activity requirement, and/or skill development).

The user can sort or filter the bibliographic entries on any of these fields; for example, the user can show only those projects that used a net impact design or that considered skill development strategies. The user should note that the categorizations may not be exhaustive.

About the Report

The SNAP E&T Best Practices Final Report presents a synthesis of what the research team learned from the studies included in the Annotated Bibliography. The report is organized as follows:

- Chapter II, *The SNAP E&T Program*, provides details about the program, including the evolution of program goals and strategies; current Federal policies and funding; State plans and practices; and variations and commonalities in State program design.
- Chapter III, *Evidence from the Literature*, first provides research findings about SNAP E&T program effectiveness. Because there are a limited number of studies

focused on SNAP E&T, the chapter then looks at the effectiveness of various workforce development services for low-income individuals. These services include work requirements and work incentives, job search assistance and placement supports, subsidized employment, education and training, case management and supportive services, sectoral strategies, and the expansion of services through collaboration.

- Chapter IV, *Recommendations for the SNAP E&T Program Based on Evidence from the Literature*, synthesizes the evidence about research from effective employment and training programs and makes recommendations about how these findings might apply to SNAP E&T programs.
- Appendix A describes the project research methods.
- Appendix B is the Annotated Bibliography, included here as a Word document. As noted above, the bibliography is also provided as an Excel spreadsheet that can be sorted or filtered.

II. THE SNAP EMPLOYMENT AND TRAINING PROGRAM

The SNAP E&T program was established by the Food Security Act of 1985. While SNAP E&T provides employment and training services that are similar in some ways to those provided by the more generously funded workforce development systems existing under the Workforce Innovation and Opportunity Act (WIOA, formerly WIA) and Temporary Assistance for Needy Families (TANF), the SNAP E&T program may only serve applicants for or recipients of SNAP benefits who do not also receive TANF benefits. Funding for SNAP E&T has always been modest in comparison to other State and Federal resources available for such activities. In an average month in fiscal year 2014, SNAP provided benefits to 45.9 million people living in 22.4 million households (Farson Gray and Kochhar 2015). However, the majority of SNAP recipients are exempt from SNAP work requirements due to age or disability or because they are already working. Approximately 15 percent of all SNAP recipients are required to register for work and may be required to participate in a SNAP E&T program. (U.S. Department of Agriculture 2013; Rosenbaum 2013).

Federal and State Policies that Shape the SNAP E&T Program

The Food and Nutrition Act of 2008, as amended, specifies SNAP work requirements as well as the Federal exemptions from these requirements, creating a uniform national framework for the target population of SNAP E&T program. The Act also lists allowable SNAP E&T activities (called components) and outlines the minimum requirements of all SNAP E&T programs. States have considerable flexibility within this framework regarding the design and delivery of SNAP E&T services and who to target for participation in State SNAP E&T program services.

For SNAP recipients who are not exempt, the Federal work requirements are as follows:

Registering for work at time of application and every 12 months thereafter;
participating in a SNAP E&T program if assigned by the State agency;
participating in a workfare program if assigned by the State agency; providing
information on employment status; reporting to an employer if referred by the
State agency; accepting a bona fide offer of suitable employment; and not
voluntarily quitting a job without good cause or reducing work hours to less than
30 hours per week [7CFR 273.7(a)].

SNAP recipients not exempt from work requirements who fail to comply with the required work requirements without good cause are subject to adverse action, including sanctions or disqualification from SNAP eligibility [7CFR 273.7 c(2)]. Because all SNAP recipients subject to the work requirements must register for work, the members of this group are typically referred to as “work registrants.”

Under Federal law, many SNAP recipients (about 85 percent) are exempt from the work requirements because they are already working or because they meet one or more of the criteria outlined in Exhibit II-1 below. Since 1996, an additional subset of work registrants—referred to as Able Bodied Adults Without Dependents (ABAWDs) in FNS regulations—are limited to receiving only three months of SNAP benefits within a 36-month time span unless they are exempt by Federal law, reside in an area of the State covered by a waiver, work 20 hours or more per week, or participate in a qualifying activity. Exhibit II-1 below outlines the various Federal exemptions from work requirements and from time limits on SNAP benefits for ABAWDs.

**Exhibit II-1:
Federal Exemptions from Work Requirements and Time Limits for ABAWDs**

Exemptions from Work Requirements¹	Exemptions from Time Limits
<ul style="list-style-type: none"> • Persons under age 16 or over age 59 • Those age 16 or 17 if not household heads • Students enrolled at least half-time • Those physically or mentally unfit for employment • Those subject to and complying with work requirements for TANF • Caregivers for a child under 6 or an incapacitated person • Those receiving Unemployment Insurance benefits • Those in a drug addiction or alcohol treatment program • Those working 30 hours per week 	<ul style="list-style-type: none"> • Those exempt from work registration requirements • Those under age 18 or over age 49 • Those deemed mentally or physically unfit for employment • Those in a household with a child under age 18 • Pregnant women • Those otherwise exempted by the State (up to 15 percent of ABAWDs can be designated as exempt for reasons other than those above; each exemption extends eligibility for one ABAWD for one month)

Note: Abstracted from Gragg and Pawling 2012.

Under the Federal law authorizing the program, States are given substantial leeway to design their own SNAP E&T programs, as long as they offer at least one of eight eligible components (job search, job search training, job retention services, workfare, work experience, education and occupational training, self-employment training, or enrollment in a Federally-funded workforce training program). States are also allowed to identify State categorical and individual exemptions for work registrants, determine where to offer services within the State, and define participation criteria and compliance requirements. States may also choose to focus their SNAP E&T program

¹ In addition to establishing individual exemptions, States may request exemptions for groups of individuals in the state living in areas with high unemployment.

on voluntary participants, who are exempt under Federal or State criteria but elect to participate in the program and do not face a penalty for failure to comply. Across all States, the number of unduplicated participants reported in fiscal year 2015 was 1,057,320, including both ABAWDs and non-ABAWDs (communication with FNS).

Because the resources for employment and training services for SNAP recipients have always been modest in comparison to other State and Federal resources available for such activities, the program scope has been limited (Rosenbaum 2013). However, due to its flexibility, SNAP E&T has also been able to evolve over time, trying out a variety of different program strategies and placing emphasis on different goals. In SNAP E&T's early years, most States focused on serving large numbers of mandatory participants with relatively inexpensive services like required job search and job search training. More recently—in response to research findings that showed that the prior services did not lead to increased employment and earnings for SNAP E&T participants over time—policymakers have been promoting a different strategy: using program funds to provide more intensive services to SNAP recipients who want to volunteer for SNAP E&T services (Gragg and Kaz 2014).

SNAP E&T Funding

Federal funding to operate the SNAP E&T program is awarded to States in two separate funding streams. One stream, currently capped nationally at \$90 million per year², is referred to as “100 percent funds” because it is available to States without any requirement for a State or local contribution. One hundred percent funds are allocated to States for SNAP E&T operations following a formula outlined in Federal regulations, and may be used for program planning, administration, and operation, as well as for the provision of direct services to clients (exclusive of reimbursements for supportive services such as transportation and dependent care). A separate \$20 million in 100 percent funds can be requested by States that have pledged to serve ABAWDs at risk of losing eligibility as described above (U.S. Department of Agriculture, 2013). In fiscal years 2015 and 2016, five States accessed these funds.

In addition to the 100 percent funds, FNS reimburses States for 50 percent of State or local expenditures for administrative and operational costs in excess of what is covered by 100 percent funds. FNS also reimburses States for 50 percent of State or local expenditures for supportive services such as transportation and dependent care that are directly related to participation in a component. States varied widely in the extent to which they expend SNAP E&T administrative funds in excess of the 100 percent funds. Data from State SNAP E&T reports for fiscal year

² During FY 2013, Congress reduced the Federal 100 percent funds available to the SNAP E&T program to \$78 million. The reduction was rescinded in the Farm Bill of 2014.

2015 showed that 32 States (out of the 53 States and territories with SNAP E&T programs) received 50 percent funds for additional administrative and operational expenditures and all but one State received some 50 percent funds to reimburse participant expenses (communication with FNS).

Since 1990, when \$148 million in SNAP E&T funding was used to serve 1.35 million SNAP E&T participants, SNAP E&T spending and the number of participants have substantially increased. Total expenditures for SNAP E&T in fiscal year 2015 totaled \$507 million, of which \$308 million comprised federal 100 percent and 50 percent funds, and \$199 million comprised non-reimbursed state and local expenditures.

Variations in State SNAP E&T Program Designs

Because States have so much flexibility in designing their programs, SNAP E&T programs vary substantially from State to State. Information reported by States in their plans, activity reports, and financial reports in fiscal year 2013 illustrate some of these wide variations.

- *Who is targeted to participate:* In Fiscal Year 2013, 24 States indicated in their State plans that they were operating a SNAP E&T program focused exclusively on voluntary participants (these States exempted all work registrants from mandatory participation).
- *What program components are provided:* States emphasized different program components. Overall, according to FNS, in fiscal year 2013 the most frequently offered components were job search (provided by 83 percent of States)³, education (provided by 58 percent of States), occupational skills training (provided by 53 percent of States) and job search training (provided by 47 percent of States). On average, States provided about four service components each (communication with FNS).
- *How much States spend in excess of 100 percent funds:* In fiscal year 2015, the total SNAP E&T expenditures of \$507 million equaled about 5.5 times the 100 percent funds expended (\$92 million). Six very active States each spent a total of more than ten times the 100 percent formula grant and another three States exceeded the State mean of four and one-half times the 100 percent formula grant.
- *The average expenditure per SNAP E&T participant:* States spend very different amounts per SNAP E&T participant. In 2013, this amount ranged from less than \$100 (in six States) to over \$1,000 (in fifteen States). For reference, the mean administrative cost per participant in fiscal year 2013 was \$615 (communication with FNS, based on data from the 43 States for which average expenditures per

³ More than half of all SNAP E&T participants nationwide received job search or job search training services in Program Year 2013 (communication with FNS). Much smaller numbers of SNAP E&T participants participated in the remaining SNAP E&T components.

participant were available). This variation among states is due to states providing different mixes of service components with different levels of service intensity.

Evolution of SNAP E&T Program Goals and Strategies

Under varying economic conditions and political contexts, FNS has emphasized different policy goals for the SNAP E&T program. These goals have had important influences on the design of SNAP E&T services and how States have targeted different groups of exempt and non-exempt work registrants for services. The changes in the goals and scope of the SNAP E&T program described below have occurred in response to changes in Federal policies and shifts in congressionally determined funding for the program.

Rapid Employment for Job-Ready Recipients. In the expanding economy of the early 1990s, the prevailing belief was that job-search requirements and sanctions for failure to participate in SNAP E&T programs would be sufficient to help and motivate able-bodied Food Stamp recipients to find work and become self-sufficient (U.S Congress, Office of Technology Assessment 1992, iii). This position led Congress to require that FNS establish participation rate performance standards for SNAP E&T. These standards were meant to emphasize the mandatory nature of the program for non-exempt recipients, require work effort, and reduce Federal program costs. The Federally required participation rate standard established by FNS in fiscal year 1989 was 35 percent. This was increased to 50 percent for fiscal year 1990 and fiscal year 1991. This meant that States were expected to engage 50 percent of all mandatory (non-exempt) work registrants in SNAP E&T participation, either by enrolling them in SNAP E&T components or initiating sanctions for noncompliance. Although participation in SNAP E&T by volunteers (individuals not required to participate) was theoretically possible at this time, it was exceedingly rare.

In response to the high Federal participation rate standards, States uniformly spread the limited Federal funding across as many SNAP E&T participants as possible, leading to an average expenditure of only \$110 per participant (U.S. Congress, Office of Technology Assessment, op. cit., 5). A study of State SNAP E&T program operations in 1992 noted high rates of noncompliance and found that the lengthy procedures required to notify participants of “adverse action” and to offer opportunities to “cure” the noncompliance caused many SNAP E&T staff members to spend up to 50 percent of their time completing the paperwork associated with reporting noncompliance or curing sanctions (Kogan 1992).

At about this time, research findings described in the next chapter began to suggest that high-volume, low-intensity services were unlikely to result in net benefits for SNAP E&T participants (Puma and Burstein 1994, 321–323; Gueron and Pauly 1991). In response, FNS lowered the participation rate performance standard for SNAP E&T to 10 percent in 1994, and eliminated

participation-rate performance standards soon after. These actions opened up new opportunities for States to shape their programs in a variety of different ways.

Providing Work Activities for Unemployed Able-Bodied Adults Without Dependents. The passage of welfare reform legislation in 1996 dramatically reshaped the mandated focus of the SNAP E&T program between 1997 and 2002. The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) established a three-month limit on receipt of SNAP benefits for ABAWDs unless they were exempt, working, or participating in a qualifying activity (exemptions were described in more detail earlier in this chapter). Qualifying components included unpaid community service (workfare)—for the number of hours required to “earn” the value of the benefits provided at the higher of State or Federal minimum wage—or at least twenty hours per week of participation in education or work programs (Farson Gray and Eslami 2014).

In response to concerns that ABAWDs unable to find employment might be cut off from SNAP benefits without an alternative,⁴ Congress, in the Budget Reconciliation Act of 1997, increased the 100 percent funding available to States for SNAP E&T activities and required States to use 80 percent of the 100 percent funds to provide allowable work activities to ABAWDs. In response to this legislation, a number of States implemented workfare components as part of their SNAP E&T programs. Unfortunately, by the time the funding became available, the three-month time limits for ABAWDs had already been in effect for some time, and a significant number of ABAWDs receiving SNAP benefits had already left the program. As a result, the total number of participants in State SNAP E&T programs declined over the next several years, and many States were unable to spend the full 80 percent of their SNAP E&T 100 percent funding allocation. In the Farm Bill of 2002, the requirement to spend 80 percent of SNAP E&T 100 percent funds on ABAWDs was repealed, and a separate “pledge pool” of \$20 million was set aside for States that committed to create qualifying components and offer all at-risk ABAWDs a spot in such components.

Concern for the participation of non-exempt ABAWDs in SNAP E&T programs declined during the Great Recession of 2008 and its aftermath, because States requested and received waivers to exempt all ABAWDs living in counties with high unemployment rates from the three-month

⁴ Researchers studying the characteristics of ABAWDs found that most of those affected by the three-month limit were very poor; many had little or no income other than SNAP and qualified for no other benefits because they were not raising minor children. Most States and localities have eliminated the cash “general assistance” programs they once made available to unemployed childless adults. In most of the United States, SNAP is the only safety net available to this population (Rosenbaum 2013).

time limit.⁵ Recently, as the national unemployment rate has declined, statewide waivers to exempt ABAWDs from the three-month time limit are no longer being renewed and concerns about providing allowable SNAP E&T components for unemployed ABAWDs have resurfaced. Some observers have warned that large numbers of ABAWDs who have been able to use SNAP benefits as a safety net after losing employment will once again be subject to benefits cut-off when current waivers of the three-month eligibility rule expire during 2016 or 2017 (Bolen 2015).

Providing a Safety Net and Re-employment Services to Workers Unemployed during an Economic Downturn. Researchers have noted that during the recent recession and slow recovery, SNAP played a substantial role as a safety net meeting the needs of unemployed workers. A recent analysis by the Joint Economic Committee found that in 2010 over 20 percent of those who had been unemployed for more than six months received SNAP benefits and that nearly 25 percent of households in which a worker's unemployment benefits ran out before he or she found a job were enrolled in SNAP (Rosenbaum 2013). Under these conditions, a large subgroup of the individuals receiving SNAP benefits tended to have recent labor market attachment and high motivation to find new employment. For this cohort of SNAP E&T participants, there was little need to impose mandatory job search as a work incentive.

Promoting Employability Development for Less Job-Ready Work Registrants. An alternative perspective on the goal of SNAP E&T services that has gained increasing acceptance over time emphasizes that in order to make a real difference in promoting long-term self-sufficiency for SNAP recipients, SNAP E&T services should be targeted to building the skills of less job-ready work registrants. The idea is that this should be done by addressing these individuals' lack of basic skills and formal education credentials, lack of work experience, and lack of specific occupational skills. From this "skill building" perspective, SNAP E&T investments may be most effective when States enroll voluntary SNAP E&T participants. As noted by Gragg and Pawling (2012, 7), the goal of the program from this perspective is to prepare individuals to move into the workforce.

Collaborating with Other Workforce Development Programs to Increase Intensity and Scope of Services to Targeted Participants. In an effort to offer more robust, meaningful services to SNAP recipients, several States have started developing a new strategy for the SNAP E&T

⁵ The time limit for ABAWDs was suspended nationwide between April 2009 through September 2010 under the American Recovery and Reinvestment Act (ARRA). In addition, nearly all States qualified for a statewide waiver, based on regulations that allow States that qualify for Extended Benefits in the Unemployment Insurance program to qualify for a statewide waiver in SNAP. These waivers generally cannot be extended beyond 2016 or, in some States, beyond 2017.

program: forming new partnerships with public and non-profit agencies able to expand the scale and scope of SNAP E&T services. Key features of this strategy include the following:

- Build partnerships with other education, training, and workforce development programs and organizations that can provide a broad range of skill-building and wrap-around support services for SNAP E&T participants.
- Contract with these partners to operate approved SNAP E&T service components that leverage multiple State and local funding streams eligible for 50 percent Federal reimbursement under the SNAP E&T program.
- Utilize 100 percent funds to support the building of program infrastructure for State SNAP E&T programs in the areas of strategic planning, program development, staffing, and systems development (Gragg and Kaz 2014), and to seed the development of new providers.
- Scale up the operation of long-term sustainable education and training programs that prepare low-income, low-skilled SNAP recipients for stable employment and upward career mobility in demand occupations.
- Focus on providing participants with skills and marketable credentials that are in demand in the regional economy.

Conclusion

The SNAP E&T program provides each State with an exceptional amount of flexibility in designing a program that fits its particular objectives and local context and meets the needs of the low-wage workers and unemployed individuals who are SNAP recipients in the State. The program is also flexible enough to respond to changes in the local economy. Starting with a limited amount of funding in a generally expanding economy, the initial SNAP E&T model involved an emphasis on the delivery of job search and job search training services to large numbers of work registrants. The current model, operating in a changed economic context, emphasizes partnering with other public and non-profit agencies as a way of leveraging additional Federal funds and arranging intensive services for individuals with serious barriers to employment.

In making design decisions about the future of their SNAP E&T programs, State program managers and policymakers can learn from the findings contained in the workforce development evaluation literature described in the next chapter.

III. EVIDENCE FROM THE LITERATURE

This chapter first provides findings from the evaluations that researchers have conducted of the SNAP E&T program. Because there have been few such evaluations, and findings are limited, the chapter then broadens its scope to include evidence about the effectiveness of workforce development programs designed for low-income individuals more generally. It identifies a variety of strategies attempted by programs to increase participant self-sufficiency and offers evidence about the effectiveness of each.

Research Findings on the Effectiveness of SNAP E&T

In 1988, FNS commissioned Abt Associates to conduct a net-impact study of the Food Stamp E&T program. The evaluation followed 12,000 non-exempt work registrants who were assigned to treatment and randomized control groups in 53 program sites in 12 States (Puma and Burstein 1994). At this point in its history, the SNAP E&T program was in its earliest form (having been authorized in 1985) and most States started with a high-volume, “light touch” program to encourage mandatory work registrants to find jobs quickly, primarily by requiring participation in job search and job-search training components. Previous research (described in more detail below) was already suggesting that low-budget work programs, while capable of producing short-term increases in employment and earnings and reductions in public assistance, generally yielded results that were modest in size and did not endure (Gueron and Pauly 1991).

In evaluation results published in 1994, the Abt study found there was no evidence that the SNAP E&T program—in its high participation/low investment per-participant model—increased the likelihood of participants finding jobs. It also found that the program had no significant effects on the hourly wages, hours worked per week, or length of job retention for those who did find employment (Puma and Burstein 1994, 321–323). The observed effect of a statistically significant decrease in the level of food stamp benefits receipt was described as most likely the result of “voluntary withdrawals and administrative sanctions” rather than of any increase in household income or earnings. In explaining these results, Puma and Burstein indicated that although some members of the treatment group did find jobs, members of the control group were also able to obtain similar job search assistance and find employment. The study concluded that

the members of the treatment group rarely received services that were intensive enough to make a difference.

No rigorous evaluation study of the SNAP E&T program has been completed since the 1994 net impact study. However, in 2009, the Labor Market and Career Information (LCMI) Division of the Texas Workforce Commission released the findings from a five-year longitudinal outcome study of SNAP E&T exiters from a 2003–2004 exit cohort. Using administrative data from quarterly unemployment insurance system records, this study followed the earnings of individuals leaving the SNAP E&T program over a five-year period. The study found that the percent of the participants working at the end of the study (47 percent) was not significantly different from the percentage that had been employed at the beginning of the study (49 percent) (LMCI 2009a). Average quarterly earnings were about \$1,400 higher at the end than at the beginning of the study, but on the whole, earnings gains were not sufficient to help participants work their way out of poverty.⁶ In explaining these findings, the researchers pointed to the fact that only 150 study participants out of 22,000 had received anything other than job search assistance. They noted that the highest post-program earnings were made by individuals who had received vocational training under the program (LMCI 2009a).

Early outcome studies of the SNAP E&T programs in States that have piloted the new model of “third-party partnerships” between SNAP E&T program administrators and community colleges and local non-profit organizations have indicated that these programs show promise. Washington State’s Basic Food Employment and Training program (BFET) is a good example. This program has served around 40,000 individuals with education, training, and support services since its inception in 2005 (Gragg and Kaz 2014; Kaz 2014). Twenty-three percent of participants have received multiple services as part of a long-term intensive services plan. Outcome data indicate that BFET participants who are receiving education and training services at local community college are making basic skills gains and earning college credits while becoming college-ready (Kaz 2014). Outcome data for participants who were tracked for two years after beginning BFET services showed that 71 percent became employed with a median hourly wage over \$11.00 per hour (Gragg and Kaz 2014). However, to date, none of the studies of the third-party model have included net-impact findings.

Recently, the 2014 Farm Bill authorized up to \$200 million for the development, implementation, and evaluation of up to 10 pilot projects designed to reduce dependency and increase work effort under SNAP. These pilots will give FNS and States the opportunity to test new strategies and determine the most effective ways to help SNAP recipients gain and retain

⁶ Since this study was not a net impact study, it provides no information about how participants’ earnings would have changed over time in the absence of the program.

employment and achieve self-sufficiency. Rigorous net impact evaluations are currently being conducted of various program models, but results are not expected for several years.

Research Findings from Studies of Other Workforce Development Programs

The literature strongly suggests that without outside intervention, many of the working poor remain in jobs that pay below the poverty level. For example, a technical paper from the U.S. Census Bureau found that when former welfare recipients achieved employment, their ability “to advance out of entry-level, low wage employment has been quite limited,” even after years in the labor market (Andersson, Holzer, and Lane 2003, 2). Certain groups, including single mothers, those with families, and less-educated African American men, have an especially difficult time leaving the low-wage, working-poor category (Acs, Loprest, and Ratcliffe 2010, ES-12).

Improving the ability of low-income individuals, both working-poor and unemployed, to escape from the low-wage trap is the underlying goal of a variety of strategies employed by workforce development agencies. These strategies include

- work requirements and work incentives,
- job search assistance and placement supports,
- subsidized employment,
- education and training,
- case management and supportive services,
- sectoral strategies, and
- collaboration with other programs to provide comprehensive services to targeted participants.

The effectiveness of each of these broadly defined strategies in improving employment and earnings has been the focus of much research. This section of the chapter summarizes that research, taking each strategy in turn and looking at what the literature reveals about its effectiveness. Each broad category is broken down into smaller strategies or components, as appropriate. When information is available, the chapter indicates which strategies work best for which populations. The goal is to help those administering SNAP E&T programs make informed decisions about which components to offer their participants and how to collaborate with other workforce development partners.

The effectiveness of these strategies can be measured by different variables, the primary ones being increased employment and earnings among participants, reduced public benefits dependency, and reduced government expenditures (Greenberg, Deitch, and Hamilton 2009). All three variables are represented among the studies examined for this project.

Work Requirements and Work Incentives

Workforce development programs have tried to encourage participants to work or to participate in work activities by requiring work as a condition of receiving a benefit and by providing financial incentives or rewards for work. Below we describe the evidence about the effectiveness of both of these strategies in terms of increasing participant self-sufficiency.

Work Requirements

Many of the research studies that examined the outcomes or impacts of mandatory participation in work programs took place during the first decade after U.S. welfare reform legislation was passed in 1996. Of the programs examined (e.g. TANF or SNAP E&T), mandatory activities often consist of job-search only, education and training only (usually basic skills training), or a combination of both activities depending on a participant's needs. In rigorous net-impact studies that assessed how the sequence of required work activities influenced employment outcomes for participants in mandatory programs, Gueron and Hamilton (2002) and Hamilton (2002) found that participants who were assigned to a job search activity first were likely to gain employment sooner and exhibit a higher level of job search participation than participants who were assigned first to education and training activities or to education and training components only. Although participants who first received education or training activities tended to catch up over time in obtaining employment, they did not appear to receive higher wages or earnings as a result of having received education or training services (Gueron and Hamilton 2002). Each of the program interventions was more effective in connecting individuals to employment than no program at all (Hamilton 2012).

Work Incentives and Financial Rewards

Work incentives provide financial benefits for work efforts. They include earned income disregards⁷ for obtaining full-time employment or cash payments that increase the benefit of job search or securing or retaining employment. Financial rewards are incentives for other activities, such as following through with health or childcare responsibilities. Both have been considered as strategies that might increase participant self-sufficiency.

The Earned Income Tax Credit (EITC) offers all low- and moderate-income working families subsidies to encourage and reward work as well as to offset Federal payroll and income taxes. Many studies have connected this income disregard with increasing work activity and decreasing poverty (Grogger 2001, 1). Twenty-six States plus the District of Columbia have established their own [EITCs](#) to supplement the Federal credit. Non-experimental studies have found that

⁷ By disregarding a portion of earned income, earned income disregards reduce benefit payments more slowly than earned income increases, allowing individuals to be better off working and receiving benefits than they would be not working and receiving benefits.

increases in the Federal EITC are closely associated with increases in the level of work activity among single mothers (Holzer 2006; Blank, Card, and Robins 1999). Furthermore, one estimation analysis has found that the EITC has played a significant role in reducing families' welfare usage as well as increasing overall work, employment, and earnings (Grogger 2001). While researchers agree that the EITC increases work activity and other positive outcomes, some are not convinced that it also increases household income. According to Acs, Loprest, and Ratcliffe (2010), the introduction of the Earned Income Tax Credit did not appear to have a significant effect on low-income families' total earned income.

Research using random assignment of individuals participating in public benefits programs to treatment or control groups has found that work incentives produce the strongest increases in employment and earnings when combined with job search services (Blank, Card, and Robins 1999; Hamilton 2012). Evidence from a study of employment retention and advancement programs in several cities showed that over a four-year follow-up period, former welfare recipients receiving a monthly stipend plus employment retention services for working 30 hours a week increased their earnings by 15 percentage points as compared to control group members (Hamilton and Scrivener 2012). Interestingly, one study that looked at income disregards available to women exiting welfare found little uptake of higher earnings disregards, indicating that after a certain point they provide less incentive (Matsudaira and Blank 2008, 43).

Financial rewards are somewhat different than work incentives in that they incentivize participants to engage in certain behaviors, such as those related to health, that may not be directly related to employment. Unlike direct work incentives, the effectiveness of financial incentives on employment outcomes appears to be reliant on the employment status of participants at the beginning of the intervention. That is, while financial rewards *can* have a positive impact on earnings, this strategy is not necessarily effective in bringing previously or chronically unemployed individuals into full employment. For example, a study by Dechausay, Miller, and Quiroz-Beccera (2014) of a cash rewards program found that individuals were far more likely to earn cash supplements for participating in targeted activities (children's education, health, and full-time work) if they were already working full-time at the beginning of the study, slightly less likely to earn supplements if they were working part-time at the beginning of the study, and significantly less likely to earn supplements if they were unemployed at the beginning of the study.

Work incentives and financial rewards both appear to be most effective at increasing labor force participation for individuals who do not have significant barriers to employment. A study of a program that used rent stabilization as an incentive for employment found that rent incentives may have kept individuals who were already employed at the beginning of the study employed, but did not necessarily bring unemployed individuals with barriers to employment into

employment (Bloom, Riccio, and Verma 2005). Upon surveying program participants who did not participate in a work rewards programs, Deschausay, Miller, and Quiroz-Beccera (2014) found that reasons for non-participation included having a disability, being afraid of leaving part-time employment to search for full-time work, responsibilities caring for young and older family members, and concern about the potential negative effect on the level of public benefits available.

Job Search Assistance and Placement Supports

Job search assistance programs and placement support programs both have the goal of quickly guiding individuals into the workforce, but they differ in their methods.

Job Search Assistance

In general, job search assistance programs are found to have relatively large short-term impacts that tend to remain stable or decline over time, with particular success for “disadvantaged participants” (Card, Kluve, and Weber 2015, 3). Different job search assistance programs, however, take different approaches. According to Klerman et al. (2012), job search assistance programs tend to emphasize either assistance, enforcement, or training. Within assistance-based job search programs, the emphasis is on helping individuals find jobs, either directly or by way of providing search skills. Enforcement-based programs, by contrast, have the goal of finding participants rapid employment through intense job search activities and by placing sanctions on individuals who fail to secure employment. Evidence shows that enforcement-based programs are successful in reducing benefit receipt, but not necessarily in increasing earnings (Klerman et al. 2012; Koralek and Klerman 2013).

Training-based programs differ from the others in that they look to broaden job search skills by way of training, in addition to promoting job search itself. Programs that combine job search assistance and training have been found by some studies to increase employment and earnings (Klerman et al. 2012). One study found that the combination of occupational training and job search assistance was more advantageous when the training was more intensive (i.e., lasted longer than six weeks) (Smith, King, and Schroeder 2012).

Several of the most widespread job search assistance demonstration programs used a rigorous random assignment design to assess the impact of job search assistance on unemployed individuals receiving Unemployment Insurance (UI) benefits. All forms of job search assistance, alone or in combination with other program features, were found to reduce UI benefits in the short term (Decker, Olsen, and Freeman 2000; Corson et al. 1989). Research found that the impact of job search assistance varied by program design as well as by geographic location. Program variations included whether the job search assistance was provided as a standalone program or was combined with additional features, such as training, individualized service

programs, or reemployment bonuses. The highest impacts were obtained from job search assistance (Decker, Olsen, and Freeman 2000) or a combination of job search assistance and reemployment bonuses (Corson et al. 1989). One report noted that despite these overall effects, treatments were most successful at promoting the reemployment of individuals who had marketable skills, such as clerical and other white-collar workers, and less successful at reemploying individuals with structural employment barriers (Corson et al. 1989, xi).

Job search assistance programs have been criticized by some observers because they lack an “investment component,” such as education or training, that, in theory, will increase the value of participants in the labor market (Card, Kluve, and Weber 2015, 12). Supporting these criticisms is the finding from some research studies that such programs produce short-term earnings impacts but are unlikely to produce effects that will last over time (Card, Kluve, and Weber 2015; Heinrich 2013). However, some studies have found no difference in participant earnings or job retention between programs that offered job search assistance only and programs that included a training component (Decker, Olsen, and Freeman 2000). Other studies have examined whether job search assistance programs that encourage individuals to search for jobs in their field of interest are any more or less effective than programs that encourage individuals to find employment in any field as quickly as possible. A research study that compared the effectiveness of two different job clubs using contrasting designs found no advantages in terms of job retention or advancement rates over a three-year follow-up period for the “enhanced design” that encouraged participants to look for employment in their field of interest (Hamilton and Scrivener 2012).

Placement Supports

Use of temporary employment and placement agencies (also referred to as “temp agencies”) to place program participants is a strategy designed to provide rapid employment, increase individual employability skills, and enhance earnings, based on the idea that the individual will transition from being an employee of the temp agency to securing a permanent placement with another firm (“temp to perm”). In practice, this strategy is not always successful. One study, using a quasi-experimental design, found that although temporary agencies can be successful in placing low-skill workers and increasing their immediate earnings, these effects do not often evolve into long-term employment or enhanced earnings (Autor and Houseman 2006, 6).

Possible explanations of this finding are that many individuals assigned to temp agency placements have weak skills and limited employment histories, and that only a minority of temporary work assignments are conducive to a temp-to-perm transition. Unless temporary agencies emphasize helping individuals build skills to overcome barriers to employment, an agency placement can result in a low-wage worker remaining in the temporary job market and being susceptible to recurring spells of unemployment (op cit., 2).

Subsidized Employment

Subsidized employment models involve linking participants to job opportunities that are fully or partially subsidized by a government or nonprofit workforce development program. Subsidized employment frequently emerges in various versions in times of high unemployment and is often used for sub-groups with serious barriers to employment. Examples of subsidized employment programs range from the Works Progress Administration (WPA) during the 1930s, to paid community work assignments for welfare recipients in certain locales, to non-profit social enterprises that operate business to provide temporary paid work experiences for people with serious barriers to employment, such as ex-offenders or ex-addicts. The purpose of subsidized employment is to improve participants' future employability, earnings, and longer-term success in the unsubsidized labor market. Below, we describe findings about two types of subsidized employment, transitional employment and on-the-job training, both of which are promising for low-income individuals.

Transitional Employment

A transitional job is generally defined as temporary, paid work experience, where the wage is paid by the workforce development program. The transitional job model is a form of subsidized employment that appears to have beneficial effects for individuals with significant barriers to employment. Transitional employment emerged as a strategy to promote work readiness skills leading to permanent employment for targeted groups (e.g., long-term welfare recipients) during and immediately after the Great Recession. Foundations funded some of these programs, and there were also TANF demonstration programs funded under the American Recovery and Reinvestment Act of 2009 (ARRA).

Most transitional jobs programs share the same basic components: placement in a temporary, wage-paying job, support services with some form of case management, and job placement services to help the participant find a permanent job. Different variations include (1) the “scattered-site model,” where participants are placed individually in transitional jobs, usually with nonprofit organizations or government agencies, but are on the payroll of the transitional jobs agency; (2) the “social enterprise” model, in which participants work directly for the transitional jobs program, which sells a product or provides a service; and (3) the “crew model,” where the transitional jobs program employs crew members and contracts to provide services for other organizations (Bloom 2010, 18).

While programs differ in the additional support services and occupational training provided to participants, the transitional job model has been noted for its scalability and its ability to provide real, transferrable work experience and reduce public benefits usage (Hamilton 2012).

Transitional employment appears to have the same impacts—which include increased earnings and benefits reductions due to increased earnings—during both the transitional placement and

immediately after it ends, when some participants are able to secure unsubsidized jobs (Rotz 2015; Hamilton 2012; Jacobs and Bloom 2011; Kushner 2012; Yahner and Zweig 2012). Evaluations of different transitional jobs programs report varying participant results, with some programs producing significant impacts on earnings (Roder and Elliot 2013; Kushner 2012). As time passes, however, these effects appear to lessen for many participants (Hamilton 2012; Kushner 2012).

One exception to the apparent pattern of disappointing long-term results occurs when subsidized employment programs go out of their way to connect individuals to regular, stable employment (Hamilton 2012). Furthermore, subsidized employment programs appear to be most effective when they are linked to occupational training based on a sectoral strategy (targeting jobs in growing sectors of the regional economy) (Heinrich 2013). Research suggests that disadvantaged workers increase their earnings after participating in transitional job programs that target occupations in sectors in which growth in high-wage jobs is expected and programs that include vocational training or apprenticeships (Heinrich 2013; Reed 2012). However, depending on the field and position, these positive impacts may also fade over time (Heinrich 2013).

A number of studies have found that transitional jobs strategies often produce outcomes—such as increases in soft skills, self-esteem, and life stability, and exposure to new fields and opportunities—that are important for long-term employment success but difficult to measure (Kirby et al. 2002; Kushner 2012; Pavetti, Schott, and Lower-Basch 2011; Rotz, Maxwell, and Dunn 2015; Schultz 2014).

On-the-Job Training (OJT)

On-the-job training (or OJT) is also a promising subsidized employment strategy. For decades, evaluations of OJT programs have found that they lead to positive employment and earnings outcomes (US DOL 2014, 8). In an OJT program, participating employers agree to hire and train program participants while receiving a wage subsidy (often 50 percent of the participant’s salary) for up to six months (Barnow and Smith 2015, 8). Generally, employers are expected to hire the participant and pay his or her full wage after the OJT period has ended, though this is not required (US DOL 2014, 8). Several studies have found OJT programs to be effective. D’Amico (2006) reports that the evaluation of the Job Training Partnership Act (JTPA) program, for example, found that “OJT is the most efficacious service for both adult women and men for whom this service activity was recommended” (17).

In his literature review, King (2004) reports that the OJT and job search assistance categories were the most effective overall for both long and shorter-term welfare recipients. “Long-term welfare recipients assigned to [classroom training] experienced modest to near-zero impacts. Long-term recipients assigned to OJT/[job search assistance] enjoyed substantial impacts in most years and a 12 percent earnings gain over the period as a whole; those on welfare less than two

years at entry also gained from OJT/[job search assistance], including a statistically significant 21 percent impact in year seven and 12 percent over the entire period” (King 2004, 82). As with other forms of training, adult women gained the most from the intervention (King 2004, 72).

While findings about OJT programs have generally been positive, it is worth noting that some researchers have questioned the effectiveness of this strategy. In his literature review, D’Amico points out that despite positive findings, one research team voiced the concern that, “in the worst cases, OJT sometimes merely represents a payment to an employer to secure a job spot, and that the training content can be weak. Thus, the mechanism by which OJT exerts its effect is not entirely clear” (D’Amico 2006, 17).

Education and Training

Education and training programs make up one of the broadest categories of interventions designed to increase the self-sufficiency of benefits recipients. The education and training category encompasses adult education (which includes developmental education to improve basic reading and math skills as well as preparation for high-school equivalency credentials); short-term employer-driven occupational skills training, which often leads to industry-recognized credentials; and community college education culminating in academic certificates or associate degrees and occasionally higher-level degrees.

Traditional educational credentials—including high school diplomas, associate degrees, and bachelor’s degrees—are all associated with increases in life-long employment and earnings (Carnevale, Rose, and Cheah 2011; Acs, Loprest, and Ratcliffe 2010; Crissey and Bauman 2010; Jepsen, Troske, and Coomes 2012; US DOL 2014). However, due to the amount of time and the tuition and associated costs required to complete formal educational programs, some workforce development programs have historically focused on shorter term education and training, such as adult education, credit certificates, and occupational skills training. Education and training services, particularly adult education and short-term occupationally oriented programs, are often available to participants in benefit programs like TANF and SNAP E&T, as well as to unemployed and underemployed individuals seeking support through Federally funded workforce development programs. Below, we describe the research findings about the effectiveness of three types of education and training strategies: (1) traditional adult and remedial education, (2) approaches that integrate basic skills and occupational skills training, and (3) occupational skills training, including classroom-based occupational skills training, online courses, community college certificates and degrees, and registered apprenticeship programs.

Traditional Adult and Remedial Education

Stand-alone adult and remedial education involves upgrading adults’ basic skills in areas such as reading and math or preparing individuals to pass the general equivalency diploma (GED) exam,

without placing the basic skills in the context of any specific occupation or industry. Recent studies and literature reviews are in agreement that, by itself, traditional classroom-based adult education and basic skills training (adult basic education, or ABE) does not improve employment or earnings outcomes for participants in mandatory work programs or for individuals from low-income households who lack work experience and/or are not fluent in English (D’Amico 2006; Holzer and Martinson 2006; Jenkins, Zeidenberg, and Kienzl 2009). A focus on adult and remedial education was a prominent workforce development strategy before welfare reform. King (2004) explains that in the 1990s, the trend toward basic skills training was a response to an understanding that employers were seeking workers who were ready to be trained rather than workers with particular skill sets. However, as the level of technical skills required for medium-skill, higher-wage jobs has increased, employers are increasingly looking for jobseekers with the foundational and specialized technical skills that are in widespread use in their industry. In the current labor market, stand-alone basic skills training that lacks clear links to the occupational skills or credentials valued by employers may not be sufficient to prepare jobseekers for jobs with a living wage or career advancement potential (Maguire et al. 2010, ii).

Another difficulty with the strategy of providing adult basic education is that students often do not complete their planned program of study. Frequently students take some ABE classes but do not earn a GED or continue on to further coursework. A Community College Research Center paper cites a study in Washington State that found that only 31 percent of a cohort of students who started in ABE (for which college credits are not generally awarded) earned any college credits over the next five years (Jenkins, Zeidenberg, and Kienzl 2009, 4). Summarizing what other studies concluded, D’Amico (2006, 16) notes that basic skills classroom training seems “particularly ineffective.” Other researchers add that on their own, most basic education programs without links to employment “have performed worse than mixed-service or job-search interventions” (Holzer and Martinson 2006, 33).

Approaches that Integrate Basic Skills and Occupational Skills

The literature described above clearly states the shortcomings of adult basic education—by itself—as a strategy to help individuals find jobs and work their way out of poverty. In contrast, a growing body of evidence supports the effectiveness of “bridge” programs that teach basic skills tailored to specific occupational sectors and programs that integrate basic skills training with specific occupational skills or community college courses. Participants in such programs show higher levels of persistence and completion of additional community college courses, certificates, and degrees.

Older impact studies on programs that integrated basic skills with occupational training, such as those provided by the Center for Employment Training (CET) in San Jose, found significant earnings gains for participants in the early 1990s (D’Amico 2006, 12). While focused on youth,

Career Academies also integrate job and academic skills by combining “academic and technical curricula around a career theme” (Kemple 2008, iii). A 2008 impact evaluation found that participants in a Career Academy program earned 11 percent more annually than comparison group members as long as eight years after program exit (Kemple 2008, iii).

More recently, experimental or quasi-experimental evaluations have documented the effectiveness of three programs linking basic skills and occupational skills training—Integrated Basic Education and Skills Training (I-BEST), Accelerated Study in Associate Programs (ASAP), and GED Bridge to Health—in increasing educational attainment for adults (Jenkins, Zeidenberg, and Kienzl 2009; Scrivener et al. 2015; Martin and Broadus 2013). These programs put students on clear paths to enrollment in and completion of credit-bearing community college training programs. In programs based on the I-BEST model, adult education students participate in both basic skills training and community college credit courses at the same time, in a single classroom with linked lessons (Jenkins, Zeidenberg, and Kienzl 2009). In GED Bridge to Health, students learn the basic math and reading skills they will need to pass the GED in the context of health-related information relevant to their career goals (Martin and Broadus 2013). ASAP provides students with intensive advising, financial supports, and a clear map of the developmental education courses they need to pass to get to the next level of community college courses (Scrivener et al. 2015).

Although these programs’ impacts on employment and earnings have not yet been examined, evaluators have touted all three programs for their impact on educational attainment. Using a quasi-experimental design, researchers found that students in the I-BEST program in Washington State were more likely than similar students who also took workforce classes at the same community colleges to increase their scores on basic skills tests and, more importantly, to continue with credit-bearing coursework, earn credits, and earn certificates (Jenkins, Zeidenberg, and Kienzl 2009, 2-3). ASAP underwent a rigorous experimental evaluation using random assignment design, and Scrivener et al. (2015) reported that the impacts of this program were the largest the evaluator (MDRC) had ever seen in community college evaluations. They found that ASAP substantially improved students’ academic outcomes over three years, almost doubling graduation rates. By the end of the study period, 40 percent of the program group had received an associate degree, compared with only 22 percent of the control group (Scrivener et al. 2015, 3). The experimental evaluation of the GED Bridge to Health program, which randomly assigned students to treatment and control groups, also found positive effects. Just over 50 percent of GED Bridge to Health students passed the GED within a year, compared to only 22 percent of students in a traditional GED preparation class at the same college. The students in the GED Bridge to Health program were also more likely to continue to enroll in community college courses and to continue to a second semester of courses (Martin and Broadus 2013, 5-6).

Based on the positive findings from the studies cited above, the strategy of integrating basic skills and occupational skills training has been spreading rapidly among U.S. community colleges. The non-profit organization Jobs for the Future has launched an initiative called Accelerating Opportunity that has linked basic skills programs with occupational skills classes in sectors like healthcare and manufacturing at 85 colleges in seven States. The U.S. Department of Labor is hopeful about the potential of this strategy, saying “Flexible and innovative training and postsecondary education approaches, such as contextual learning and bridge programs, are expanding and show promise; the more closely training is related to a real job or occupation, the better the results for training participants” (US DOL 2014, 1).

Occupational Skills Training

Evidence is mixed about the effectiveness of occupational skills training, on its own, as a strategy to help increase employment and earnings for individuals with serious employment barriers. Five types of occupational skills training can be distinguished: (1) short-term classroom-based training offered on a for-credit or non-credit basis, (2) online study (including training that blends online courses with classroom training), (3) community college certificate or degree programs, (4) work-based training, and (5) registered apprenticeship programs. These different occupational skills training options are not always distinct. For example, as part of an occupational skills training program at a community college, a student might participate in work-based training (e.g., through an internship). Below we describe the evidence for the effectiveness of these types of occupational skills training.

Short-term Classroom-based Occupational Skills Training

Short-term classroom-based occupational skills training, which may be provided by a public educational institution or a private college or training provider, attempts to provide participants with the skills needed for employment in a particular field or position and may not result in a formal certificate. While enrolled in training, trainees often show lower income and employment outcomes than those in comparison groups because they are unable to work as many hours while enrolled (Heinrich 2013, 10). However, most research shows that after completing occupational skills training, participants achieve higher wage and employment rates compared to comparison groups (D’Amico 2006, Heinrich 2013).

D’Amico (2006, 16) summarizes research on the effectiveness of this type of training as follows: “when the focus is on job-specific skills, classroom training can be very effective...[particularly] when the instruction provides technical training in fields highly demanded by employers.” Another researcher’s review of the literature suggests that vocational training program impacts typically turn positive about 18 to 24 months after program entry and then grow for at least several years (Heinrich 2013, 10). She summarizes findings from several evaluations of the training components of the JTPA and WIA programs, which show wage boosts of \$320 to \$887

per quarter per participant for adult trainees (Heinrich 2013, 10). However, in a summary that looks only at experimental impact studies, the most rigorous form of evaluation, another researcher notes that while training programs increase income for low-income individuals, the overall effects are modest: “Training as delivered in traditional employment and training programs produces modest incremental impacts on employment and earnings (measured relative to other services available in the community) for adult men and women. While statistically significant and often lasting for years, these impacts are insufficient to lift these individuals and their families out of poverty” (King 2004, 87).

The research findings are nuanced: some groups achieve stronger positive outcomes than others and the specific occupational field studied plays an important role in eventual outcomes. Even when positive outcomes are found, they are not the same from group to group. Multiple studies have shown that occupational skills training has the strongest positive effects for women (Holzer and Martinson 2006; D’Amico 2006; Heinrich 2013). For example, an evaluation of the national JTPA found that JTPA training produced the largest earnings gains for adult women (Holzer and Martinson 2006, 34).

Online Courses

Another occupational skills training approach that is rapidly gaining currency within community colleges and private training institutions is online or blended training. Online course modules enable participants to take classes and earn credits on a flexible schedule from any location that is convenient. This gives online courses special appeal to students who may want to work at a part-time or full-time job while going to school. A recent study by the Community College Research Center reported that in 2013 approximately one-third of all college students were enrolled in online courses (Jaggars et al. 2013, 1). This study also reported that community colleges are more likely to offer online courses than four-year schools. While online options might seem like a good match for SNAP E&T participants, many of whom struggle with balancing family, work, and school responsibilities, the evidence is mixed about the effectiveness of fully online training compared to classroom based courses or blended options that combine face-to-face instruction with online study and asynchronous communication between the instructor and other students.

While few rigorous studies have yet been conducted on fully online courses at the community college level, the Community College Research Center study compared outcomes for students in online and in-person courses within two large statewide community college systems. Overall, the study found that the online courses were not as effective as the in-person ones. Students in online courses were less likely to receive a “C” grade or better and were less likely to continue on to another semester of school, achieve a degree, or transfer to another educational program (Jaggars et al. 2013, 4). While the study cannot prove causality because it lacked an experimental or

quasi-experimental control group (students who chose to take online courses may be different from those who chose to take in-person courses), it controlled for some of this variation by comparing outcomes for the study sample to outcomes for a group of students enrolled in regular classroom-based courses who had taken at least one online course in the past. Notably, the study also discovered that certain groups—male students, black students, and students with lower prior GPAs—struggled more with online courses than others (Jaggars et al. 2013, 4). Online courses were also less effective for students in developmental or remedial education (Jaggars et al. 2013, 3). Because of this phenomenon, the researchers note, “online courses may exacerbate already persistent achievement gaps between student subgroups” (Jaggars et al. 2013, 5). While it looks at large state universities rather than community colleges, a 2012 impact study found that students in hybrid (or blended) classes did just as well on learning outcomes as those in traditional format classes (Bowen et al. 2012, 18). However, hybrid learning still involves some face-to-face instruction, so these results are not necessarily applicable to fully online community college courses. More research needs to be done in this area.

Community College Certificates

To date, there have been few evaluations focused specifically on the impacts of for-credit occupational certificates (academic credentials that are lower than an associate degree), but certificates are growing in popularity as a way to document the possession of industry-recognized skills. Recent research shows that these credentials may hold market value (Holzer and Martinson 2006; Ewert and Kominski 2014; Jepsen, Troske, and Coomes 2012; US DOL 2014). Usually offered by community colleges, certificates are often in technical fields and tend to require one to three semesters of coursework. Examples of certificates include medical records coding specialist, IT network administrator, and automotive technician (Jepsen, Troske, and Coomes 2012, 1). The employment and earnings outcomes for students vary by the field in which the certificate is earned and also may vary depending on the intensity and quality of the college’s curriculum and the strength of its relationships with employers in the targeted occupation.

As these certificates have grown in popularity, several researchers have explored their worth. In 2014, one research team looked at certificate holders using Survey of Income and Program Participation (SIPP) data. While this study was not able to determine causality, the paper reports that certificate holders with “some college but no degree or less” had higher earnings than similar people without an alternative credential. “These findings,” note the authors of this paper, “suggest that at low levels of formal education, there is routinely an earnings premium for a professional certification or license or an educational certificate” (Ewert and Kominski 2014, 7). Other researchers found that having some postsecondary education, even short of earning a degree, added nearly one quarter of a million dollars to lifetime earnings (Carnevale, Rose, and

Cheah 2011, 4), although this finding does not apply specifically to credit-bearing certificates. A third research group conducted a study that attempted to determine the impact of alternative credentials. Using a quasi-experimental design with access to one State's administrative data on quarterly earnings, this study looked at the impact of both associate degrees and certificates in that State. Although the study found that Associates degrees led to larger gains in employment than certificates, it also found that the benefits arising from completing a certificate were likely to outweigh the costs (Jepsen, Troske, and Coomes 2012, 2-3). This report also notes that certain certificates, such as those in the health field, have much higher returns than others (Jepsen, Troske, and Coomes 2012, 2-3), but that, on average, all certificates lead to employment gains. Similarly, Holzer (2006, 34) reports that while a number of studies have found positive returns on certificates, the certificates or credentials with the highest value are those connected to employer needs. One of the studies also found that women benefited more from certificates than did men, both in terms of wage returns and employment increases (Jepsen, Troske, and Coomes 2012, 21 and 32). This gender differential is similar to what has been found for other forms of classroom-based occupational skills training.

However, researchers do not uniformly believe in the value of community college certificates. Researchers from the Community College Research Center used a quasi-experimental, fixed effects model to look at earnings outcomes for Washington State community college students who received associates degrees, short-term certificates, and long-term certificates. They found that short-term certificates did not have labor market value in terms of increasing income, and in some cases led to a lower income amount than being enrolled in a community college program without earning a certificate (Dadgar and Weiss 2012).

While rigorous experimental studies of the employment value of certificates still need to be completed (US DOL 2014), most reports to date indicate that completion of certificates aligned with employers' needs is a promising strategy for individuals.

Registered Apprenticeship Programs

Formal apprenticeship programs are much less common in the United States than in Europe. Several studies have reported that apprenticeships in Europe are generally associated with positive employment outcomes for participants because of how well the programs address the labor market needs of specific employers. Apprenticeship programs also offer the opportunity to combine basic skills and occupational skills training and to integrate classroom training and work-based training. One researcher suggests that an expansion of apprenticeship and pre-apprenticeship programs could help the United States do a better job of coordinating K-12 education with the workforce development system. The study suggests that "European-style 'dual apprenticeship' programs are one possible option for more systemically integrating these types of skills training into high school curriculums" (Heinrich 2013).

Apprenticeship programs in the United States involve “comprehensive, formal, workplace-based training supplemented by classroom training developed through a close public-private partnership of government, firms, unions, and training institutions” (US DOL 2014, 8). Participants receive both training and payment from their apprenticeship employer. After completing the apprenticeship program, individuals receive a certificate from the Office of Apprenticeships at the U.S. Department of Labor (US DOL 2014, 8). The formal, government-sponsored apprenticeship programs that do exist in the United States appear to lead to positive learning and employment outcomes for the individuals who participate. A recent evaluation of the United States’ Registered Apprenticeship (RA) program found that participants had higher earnings than non-participants, and that the benefits of the program as a whole exceeded its costs (Reed et al. 2012, xiv). While not an experimental evaluation, the study found that “over the length of a career, the estimated earnings of RA participants are an average of \$98,718 more than similar nonparticipants” (Reed et al. 2012, xiv).

Case Management and Supportive Services

A number of workforce development programs include case management and supportive services in combination with training or other components. Case managers provide referrals and/or approve funds for supports like transportation and childcare services. While studies have examined programs that include such components, the case management and supportive services are often only one part of a larger program. This means that it is difficult to determine the effects of these components alone. Nevertheless, there is some information available about how these supports might serve individuals like those in SNAP E&T.

Case Management

Some studies have examined the value of programs that emphasize the delivery of pre- and post-employment services, which consist mostly of what is usually called case management. Generally, evaluations of these programs look at how well participants are retained in the jobs they find as well as whether employment rates and wage levels increase compared to the pre-program period. The research evidence is mixed. Some studies cast doubt on the effectiveness of case management as a separate tool. For example, the random assignment evaluation of the Postemployment Services Demonstration, whose grantees provided case management and temporary financial support to recently employed welfare recipients, did not find positive employment or earnings impacts (Rangarajan, Meckstroth, and Novak 1998, 15 and 21). In fact, at one site researchers found negative effects on employment and earnings for program participants (Rangarajan, Meckstroth, and Novak 1998, 24). Another researcher looked more closely at the conditions under which case management was provided in the same program, and reports that implementation was unsatisfactory because case managers carried very large

caseloads and did not appropriately target high-risk participants for receipt of case management services (Holzer 2006, 33).

It may be that case management is most effectively provided in combination with other program components, such as the delivery of incentive payments or job placement supports (Hamilton 2012, 6). According to one report, the most successful site of the National Evaluation of Welfare to Work Strategies (NEWWS) showed that “combining pressure to find a job with a mix of services, including job search, education and training, and case management might be more effective in moving people into employment than a set of services or treatments that are provided separately” (Holzer 2006, 33).

Childcare Support

Childcare is an allowable supportive service expense for SNAP E&T (using 50 percent funds), but because of the high costs of childcare, relatively few States offer reimbursement of dependent care expenses or serve a target population with dependents.⁸ In fiscal year 2013, only ten States spent SNAP E&T money on dependent care and a few States leveraged other funding sources to provide this service (communication with FNS). Studies have examined whether childcare subsidies are associated with increased rates of employment and self-sufficiency, increased rates of enrollment in education, and increased rates of retention in jobs. The evidence is mixed, and outcomes depend on who is receiving the subsidy. In their study of low-wage workers’ progress towards self-sufficiency, Acs, Loprest, and Ratcliffe (2010, ES-20) find no association between the receipt of a childcare subsidy and increased self-sufficiency when looking at low-wage workers in low-income families overall. However, they report, “among low-wage unmarried mothers in low-income families, we find evidence that receipt of child care assistance increases self-sufficiency. Our results suggest that child care receipt is associated with an increase in self-sufficiency of 3.6 percent, or \$625 a year for a single-mother family living at the Federal poverty threshold.” Another research team looked specifically at whether childcare subsidies increase education uptake rates. They find that having access to a childcare subsidy “increases the likelihood that a single mother enrolls in courses at a school or university by 13 percentage points and participates in a job training program by 8 percentage points” (Herbst and Tekin 2011, 901). A third study of TANF recipients finds that having a childcare subsidy is associated with retention in employment. The researchers explain that “even after controlling for a range of socioeconomic and demographic characteristics of our study population, using a child care subsidy decreases the probability of ending employment over the study period by 43 percent

⁸ If childcare expense reimbursement is not offered, States must exempt from SNAP E&T participation any individual who would incur childcare costs as a result of participating in an E&T component. Voluntary participants would be allowed, as long as they were informed that no childcare supports would be available from the SNAP E&T program.

in Illinois, by 31 percent in Maryland, and by 25 percent in Massachusetts” (Lee et al. 2004, 4). Overall, the findings about childcare point to beneficial effects, but because the studies did not use experimental or quasi-experimental methods it is hard to draw definitive conclusions.

Transportation

In fiscal year 2013, 48 States provided “transportation and other” supportive service assistance (mostly gas subsidies and bus passes) through their SNAP E&T programs (communication with FNS). However, despite the popularity of transportation assistance, its effect on employment or earnings outcomes has not been well evaluated as a strategy on its own. A literature review reports that one study looked at the transportation assistance offered through the Bridges to Work program. It provided targeted transportation assistance to help city-dwelling participants access jobs in the suburbs, but the evaluation did not find increased employment or income for those who received this benefit (D’Amico 2006, 17-18). Another study reports “no evidence that transportation assistance increases families’ self-sufficiency.” However, the authors also note that they consider this “an open question” due to methodological challenges (Acs, Loprest, and Ratcliffe 2010, ES-21).

Sectoral Strategies

Sectoral strategies focus on preparing participants for work in an industry likely to need trained workers in the present or near future, with a focus on high-wage, high-quality jobs (Maguire et al. 2010). In the typical program employing a sectoral strategy, a variety of organizational entities, including Workforce Boards, unions, and community colleges, work together as partners to meet the needs of both employers and job-seeking participants. Sectoral strategies can involve many of the components already discussed in this chapter, such as occupational training, OJT programs, and education. The goal is to have all of these components line up with in-demand industries and careers.

The Sectoral Employment Impact Study completed by Public/Private Ventures used a random assignment design to examine three programs across the United States, all of which trained low-income individuals for employment in expanding sectors of their regional economies. Each program targeted one or two industries or occupation types, ranging from computer technology to medical billing. The study compared program participants to those randomly assigned to a control group on outcomes including total earnings, numbers of hours worked, and likelihood of having a job with benefits. The study confirmed that over the two-year period after random assignment, program participants were more likely to be employed than members of the control group, with participants working an average of 1.3 months more over the course of the two-year study. In addition, participants earned 18 percent more on average than members of the control group and had higher wages (14 percent higher over the two-year period) and spent longer periods of time in jobs with benefits (Maguire et al. 2010). These findings indicate that sectoral

strategies can be very promising for low-wage workers. However, successful sectoral strategies involve a high degree of collaboration, as programs need to understand the labor market and have connections with employers as well as provide participants with access to the appropriate training and work experience.

Expanding Services through Collaboration

In the past, State SNAP E&T programs operated most often as separate and distinct programs that had their own procedures for targeting work program participants and emphasized services to mandatory work registrants and individuals not exempt from State participation requirements. In recent years, several States have decided that this approach limited the ability of the SNAP E&T programs to make a difference for individuals with serious barriers to employment. They have embraced a collaborative strategy that depends on partnering with other public, private, and nonprofit agencies and organizations to design, fund, and provide E&T services targeted to individuals who need access to a comprehensive menu of services to be successful in the world of work.

Collaborative approaches can take several forms, including making referrals to outside organizations, jointly operating a program or component with another agency, and contracting with another agency to operate a SNAP E&T component (communication with FNS). FNS endorses collaboration, noting that “an important aspect of the E&T program is that it should be coordinated as closely as possible with other relevant programs and agencies to maximize the use of all resources to assist food stamp applicants and recipients in improving their employability and self-sufficiency” (US Department of Agriculture 2003, 18).

In a 2011 report, the U.S. Government Accountability Office noted the high degree of similarity between the major public employment and training programs—Employment Services (ES), WIA, and TANF. The report recommended that resources be shared, for example through colocation or administrative consolidation, and better differentiated, so that programs’ services are not duplicated (US Government Accountability Office 2011, 32). States’ efforts to move their SNAP E&T programs in the direction of collaboration is consistent with this recommendation to share resources and not duplicate services.

Collaboration across programs makes it easier for participants to access the services they need. For example, with strong collaboration, an individual may only need to undergo intake one time, and may be able to attend programming from multiple programs at one location. This may be especially valuable for low-income participants. The U.S. DOL (2014, 12) reports the following:

Research on job training and skills development indicates that many of the most promising job training strategies involve a mix of employment services, job training, and supportive services. This inevitably requires coordination and collaboration across systems that provide specialized services or training,

including workforce development agencies, schools and community colleges, and public and non-profit human services and employment services agencies.

The literature provides some specific advice about how to implement increased collaboration. One report recommends making eligibility determinations work across multiple programs, coordinating the administration of multiple programs, and coordinating outreach and enrollment (Dorn and Landey 2015, ii). As an example, the report illustrates how Minnesota enrolled individuals into Medicaid automatically based on eligibility records from other State programs (Dorn and Landey 2015, ii). The National Skills Coalition makes specific suggestions for how the SNAP E&T program could collaborate with other programs. The organization recommends that SNAP E&T partner with “community colleges, community-based organizations, and other education and training providers.” Through these partnerships, it says, “SNAP E&T can leverage the education and training expertise of existing organizations, as well as their existing relationships with employers” (National Skills Coalition 2015, 2). The organization also notes that now is an opportune time for SNAP E&T programs to build partnerships with the WIOA program, as planning is ongoing for its implementation. The authors write that SNAP E&T providers should attend WIOA planning meetings to become involved with emerging local sector opportunities (National Skills Coalition 2015, 2). In Chapter IV, we recommend other specific ways SNAP E&T programs can collaborate, such as leveraging funding through third-party match models. However, it is important to note that while many reports encourage collaboration, there is little research that specifically demonstrates its effectiveness at improving outcomes.

What Works for Whom

While the literature provides evidence supporting the use of multiple strategies to help participants achieve self-sufficiency, not all strategies or components are suited to all individuals. Using the evidence that is available, we summarize below the findings about which workforce development strategies work for which populations.

Women

Overall, studies show that adult women benefit more from public workforce development programs than do adult men or youth of either gender (Card, Kluve, and Weber 2015; D’Amico 2006; King 2004; Heinrich et al. 2008; Jepsen, Troske, and Coomes 2012). Women appear to benefit from most types of workforce development programming, including participating in training programs, receiving WIA services, and participating in education services (Heinrich et al. 2008, ii). In their recent meta-analysis, Card, Kluve, and Weber (2015, 24-25) found that female participants and the long-term unemployed tended to have larger program effects than other groups. Another study confirms this finding, adding that for adult women, “almost none of the impacts estimated...are negative and relatively few are positive but negligible in magnitude,

but many are positive and sizable” (D’Amico 2006, 9). There is also evidence that women’s earnings gains persist longer than do men’s (Heinrich et al. 2008; D’Amico 2006).

Men

The impact public workforce development programs have on men is less positive. Effects are “consistently more modest for adult men than for adult women” (D’Amico 2006, 12), and positive gains in income or employment for men “appear to decay after a few years and dwindle to near zero after about a half-dozen years” (D’Amico 2006, 30). However, the Jobs Plus program, which combined job search assistance and case management with a work incentive related to the cost of public housing, worked especially well for immigrant men (Bloom, Riccio, and Verma 2005, iii). It may be that among workforce development programs considered as a whole, there is more variation in impacts on men than on women, with some programs leading to positive effects and others negative effects (D’Amico 2006, 11).

Participants with Barriers to Employment

Some SNAP E&T program participants may have specific barriers—such as criminal records, mental health conditions, or drug or alcohol addiction—that make it especially hard for them to achieve stable employment. An evaluation of a demonstration program that targeted the hard-to-employ found increased employment for the program group at only three of the eight participating sites (Butler et al. 2012, v). Two of these sites provided transitional jobs to participants, and the increase in employment was mainly due to these subsidized jobs. The third program with positive employment impacts provided unpaid work experience, job placement, and education services to recipients with chronic health conditions who were not eligible for Federal disability benefits but were not able to participate in other welfare-to-work programs as a result of their health conditions (Butler et al. 2012, v). This program design allowed the targeted participants to participate in education and employment programs for the first time, because it took into account their particular physical and behavioral limitations; participation led to gains in employment and reductions in public benefits usage that lasted over four years (Butler et al. 2012, v).

In summarizing the findings from the hard-to-employ demonstration, Butler et al. note that sustaining employment, rather than achieving it, may be the real barrier for many of the hard-to-employ. The research findings show that, even in the control group, 70–83 percent of individuals were employed at some point during follow up; the challenge was maintaining employment over time (Butler et al. 2012, 63). This finding suggests that retention services may be especially important for those with barriers to employment.

Conclusion

It is difficult to determine exactly which employment and training components best support low-income participants' efforts to move toward self-sufficiency. In addition to the limitations of the evaluation methodologies, it is hard to assess the impact of individual components when most programs use multiple strategies and offer multiple services to participants. Nevertheless, the research findings support some strategies and counsel against others.

One finding with general applicability revealed by the review of the literature is that stand-alone basic skills instruction and job search assistance programs fall short of helping participants achieve lasting self-sufficiency. Evidence is lacking that these types of programs result in improvements in employment and earnings over the long term. In contrast, more intensive services that combine several components simultaneously or sequentially appear to be more promising in helping participants achieve the desired improvements in employment and earnings. For example, programs that combine job search and education/training activities with a specific mix of services based upon an assessment of the individual participant's level of need resulted in higher rates of participation overall, higher rates of participation by component, and longer lasting impacts than "single activity" programs (Hamilton 2002; Martinson and Strawn 2003; Gueron and Hamilton 2002; Rangajaran, Meckstroth, and Novak 1998). Other examples of the benefits of combining components are programs that combine basic skills training with contextualized vocational education, and programs that include both job search assistance and transitional employment subsidies.

Another finding with useful implications is that programs that lead to academic credentials or community college certificates are often associated with improved outcomes when the education and training is in a sector that has been targeted for its expected high growth and ability to offer high-wage jobs. Similarly, strategies that connect participants to in-demand fields or careers, including sectoral strategies, apprenticeships, and on-the-job training, also lead to improved earnings and income outcomes (Maguire et al. 2010; Reed et al. 2012; King 2004; Heinrich 2013).

The SNAP E&T program has limited resources, so it is important for its administrators to weigh this evidence when planning which components to offer participants. Collaboration with non-profit organizations, community colleges, and other programs, which is also recommended by the literature, is one way the program may be able to offer some of the more promising strategies.

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IV. RECOMMENDATIONS FOR THE SNAP E&T PROGRAM BASED ON EVIDENCE FROM THE LITERATURE

In this chapter, we synthesize what we have learned from our analysis of the research about effective employment and training programs and make recommendations about how these findings might apply to SNAP E&T programs. We encourage SNAP E&T program managers in each State to use this information to shape their SNAP E&T program in ways that will improve employment and training outcomes for participants.

The following are among the key findings from the literature on the effectiveness of workforce development programs for individuals from low-income households:

- It is important to assess individual participants appropriately to ensure they are placed in components that fit their needs.
- There is no single service approach that is right for all workers. Although individuals with recent work experience may benefit from a focus on the job search process, individuals with gaps in basic skills or a lack of occupational skills in demand in the labor market may need a different mix of services to increase employability.
 - Job search services by themselves do not help individuals with limited employment experience or skills improve their long-term employment or earnings. Individuals with limited employment experience receive more benefit from education and training programs or a mix of services that includes education and training along with other services.
 - Services focused on rapid employment may result in improved employment outcomes in the short run. However, these effects tend to fade over time (Card, Kluve, and Weber 2015).
 - Programs focused on education and training have a long-term positive effect on employment outcomes, and this effect tends to be lasting (Card, Kluve, and Weber 2015, 2).
- Post-secondary education—particularly in the form of a degree or an industry-recognized credential related to in-demand jobs—is a critical determinant of differences in workers’ lifetime earnings and incomes (Carnevale, Rose, and Cheah 2011).

- Stand-alone basic skills training seems to provide a limited payoff in the labor market. However, bridge programs and flexible models that integrate basic and occupational skills training have demonstrated positive results in increasing basic skills and, thus, offer promise for improving educational attainment and employment outcomes for individuals with limited math or reading skills or limited English language skills.
- Sectoral strategies, which prepare individuals for employment in sectors of the regional economy that have an unmet labor demand and offer stable employment at family-supporting wages, appear to be effective in increasing employment and earnings. These strategies are most effective when they engage employers, which helps align training with employer needs and increases the opportunities for work-based training. The more closely the training is related to real jobs or occupations, the better are the results for training participants.
- Lower-skilled individuals and those with multiple barriers to employment appear to benefit from coordinated strategies across systems and flexible, innovative training strategies that integrate the education, training, and support services they need to prepare for and succeed in the workplace.

These findings suggest that SNAP recipients will benefit most from SNAP E&T-funded services if the services offered by State programs

- are based on assessments of the workforce-related strengths and weaknesses of SNAP clients;
- comprehensively address individuals' needs for skills training, basic skills education, and overcoming barriers to employment;
- help participants earn credentials valued by employers in their chosen industry or sector; and
- develop skills that are closely linked to labor market demands in the local area.

In view of these findings, State SNAP E&T program designs may need adjustments to maximize use of best practices. States that enroll a relatively large number of mandatory work registrants in SNAP E&T services or that emphasize self-reported job search as the most frequently prescribed program activity are less likely to see an increase in self-sufficiency among SNAP participants. In contrast, States that have chosen to emphasize the delivery of post-secondary education that is tailored to meet current and anticipated labor market demands appear to have a better likelihood of improving long-term employment and earnings for the selected participants. However, because 100 percent Federal funding for SNAP E&T program activities is so limited, the findings also suggest that this program can increase its scope and impact if State SNAP E&T managers develop partnerships with community-based organizations, colleges, and other training providers in order to leverage additional funds for SNAP E&T expenditures that qualify for 50 percent Federal reimbursement.

APPENDIX A: PROJECT METHODS

In this appendix, we describe the process for conducting this project, from selecting studies to review to analyzing findings and summarizing the evidence.

Selecting Relevant Studies for Review

The first step of the project was to collect relevant studies for inclusion in the Annotated Bibliography. To complement existing familiarity with the literature from SPR's twenty-five years of experience evaluating workforce development programs, the researchers used the Workforce Systems Strategies website (<http://strategies.workforce3one.org/>) and the Clearinghouse for Labor Evaluation and Research (<http://clear.dol.gov/>) as resources. We also searched more broadly with Google Scholar, using search terms that included *SNAP E&T*, the names of eligible program components (*job search, job search training, workfare, work experience, vocational training, education*, and synonyms), the names of public workforce initiatives and programs (such as *WIA* and *WIOA*), and the names of programs targeted to recipients of public assistance (e.g., *TANF*). Using a snowball process, the team also followed up on relevant citations from the studies on our initial list.

To explore the history and evolution of the SNAP E&T program, the evaluation team reviewed a number of documents, reports, and policy briefs on SNAP E&T rules and regulations, as well as the relatively few evaluation studies that have been conducted on the SNAP E&T program. To address the topic of how SNAP E&T might coordinate with other public workforce development programs, the researchers reviewed literature on collaboration among workforce development programs and on the development of workforce system partnerships involving a variety of State, regional, and local entities. We also reviewed several studies recommended by FNS staff members.

The research studies and papers included in the Annotated Bibliography were selected to provide information on a wide range of topics relevant to the project's objectives. Some of the reports and papers included in the Annotated Bibliography are descriptive—they establish the context for the SNAP E&T program and describe the range of program models and strategies used within SNAP E&T and other workforce development programs focused on improving employment and self-sufficiency outcomes for low-income individuals. Older studies about

SNAP E&T paint a dated picture of the program, but they also provide useful context. Several recent press releases and documents about current program policies (such as the SNAP E&T pilots) are also included, again for context rather than outcome information.

Where possible, the research team selected items for inclusion in the bibliography that provide data from evaluations of the outcomes and impacts of similar workforce programs, with attention to how well different service components work, separately and in combination, for specific sub-groups of program participants.

Other studies were included in the final study list because they describe program implementation challenges as well as promising ways to organize the design and delivery of participant services. These studies introduce varying approaches to the overall design and administration of SNAP E&T programs and provide information on how SNAP E&T programs have leveraged resources and coordinated SNAP E&T program implementation with other workforce development programs and funding streams at the State and local levels.

An initial list of studies to be included in the annotated bibliography was provided to FNS as an “initial studies list.” Based on the feedback from FNS, SPR added and subtracted studies. The final Annotated Bibliography appended to the Draft Final Report includes 160 different literature review articles, evaluations of the implementation or impacts of workforce-driven programs, and other resources and studies.

Analyzing Findings

The second step of the project was to organize and analyze the resources we found. The research team used citation management and qualitative data analysis software to summarize and synthesize findings from relevant studies. For each study, the team considered and coded information on the intervention, the research methods, and the outcomes, guided by the following questions:

- What interventions, practices, or components does the study address?
- What population experienced the intervention, and how did variations in participant demographics or program participation requirements (such as the program being voluntary or mandatory) influence outcomes?
- What findings does the study provide about cost, implementation feasibility, and system- or individual-level outcomes?
- What research method did the study use (outcome analysis, net impact design, implementation study)?

Summarizing the Evidence

The project’s final stage involved compiling the evidence gleaned from the literature review and summarizing it in this report. Using the resources included in the annotated bibliography, the

research team analyzed both the interventions and research methods associated with each study to identify practices and program components that appear to further the desired program objectives of increasing participants' skills, employment, and earnings. In addition to summarizing the research findings, this Draft Final Report discusses how these findings might be used to improve the SNAP E&T program, making it more effective and better aligned with the rest of the public workforce development system.

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APPENDIX B: FINAL STUDIES LIST

Acs, Gregory, Norma Coe, Keith Watson, and Robert I. Lerman. *Does Work Pay? An Analysis of the Work Incentives under TANF*. Washington D.C.: The Urban Institute, 1998.
<http://www.urban.org/sites/default/files/alfresco/publication-pdfs/308033-Does-Work-Pay-An-Analysis-of-the-Work-Incentives-under-TANF.PDF>.

This report uses existing data sources to compare the work incentives/disincentives established by different States in their TANF policies. Among its findings are the following: going from zero work to part-time work results in significant increases in household income. However, subsequent increases in hours or wage levels lead to lesser overall increases in income because of smaller earned income disregards and smaller earned income tax credit returns. This study highlights the fact that work behavior is influenced more by participant perceptions about the changes that will occur if they increase work effort than the actual changes that will occur. The study's discussion of work incentives/disincentives is valid even though the data are old.

Acs, Gregory P., Pamela Loprest, and Caroline E. Ratcliffe. *Progress toward Self-Sufficiency for Low-Wage Workers*. Washington, D.C.: The Urban Institute, January 2010.
http://papers.ssrn.com/sol3/papers.cfm?abstract_id=2206372.

This report uses survey data to look at the patterns by which low-wage workers advance over time to higher wage jobs and make progress toward economic self-sufficiency. It finds that wage advancement after two years is limited to about 36 percent of initial low-wage workers, most of whom advance only to middle-wage jobs. The report provides demographic information about low-wage workers and identifies which supports (including the EITC and child care subsidies) may have caused some workers to obtain higher wages and to “progress towards self-sufficiency.”

Adams, Gina, Shayne Spaulding, and Caroline Heller. *Exploring the Intersection of Workforce Development and Child Care*. Washington D.C.: The Urban Institute, 2015.
<http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000225-Bridging-the-Gap.pdf>.

This report examines the intersection of public workforce development programs and public and private child care systems. It looks specifically at the individual funding streams for the two systems, describes the challenges common to both systems, and explores strategies that may streamline services for the populations using both systems. The report

highlights the urgent need for high-quality, affordable child care and support for low-income parents looking to further their postsecondary education or training.

Adams, Gina, and Caroline Heller. *The Child Care Development Fund and Workforce Development for Low-Income Parents*. Washington D.C.: The Urban Institute, 2015. <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000308-The-Child-Care-Development-Fund-and-Workforce-Development-for-Low-Income-Parents.pdf>.

This policy brief considers the Child Care and Development Fund in light of its recent reauthorization. It focuses specifically on the childcare needs of parents who are in education and training compared to those who are working. The brief does not report findings from a study, but rather provides information about policy opportunities related to child care for this population as well as next steps that can be taken. The report provides descriptive information about the context of childcare services and the importance of child care for participants in education and/or training.

Adams, Gina and Hannah Matthews. “Supporting Children and Families: Simplifying, Streamlining, and Linking Child Care to Key Work Supports from *Work Support Strategies: Streamlining Access, Strengthening Families*.” Webinar presentation, The Role of CCDF Subsidy Innovations in Early Childhood Systems, September 19, 2012. http://www.acf.hhs.gov/sites/default/files/occ/gina_adams_occ_webinar_wss_9_18_12_final.pptx.

This source includes slides from a 2012 webinar that describes how the Child Care and Development Fund (CCDF) could be linked with other work support systems. The slides look specifically at the Work Support Strategies (WSS) Initiative, a foundation-funded project that seeks to make work support benefit provision more effective for low-income families. Participating States consider how they can more efficiently provide SNAP, Medicaid, CCDF, and other related supports. For example, States may propose integrating the eligibility determination for all involved programs. The webinar slides highlight promising integration practices. This resource may be useful for thinking about integrating SNAP E&T with the larger workforce development system.

Anderson, Theresa, Lauren Eyster, Robert I. Lerman, Carol Clymer, Maureen Conway, and Marcela Montes. *The First Year of Accelerating Opportunity: Implementation Findings from the States and Colleges*. Washington D.C.: The Urban Institute, September 2014. <http://www.jff.org/sites/default/files/publications/materials/413238-The-First-Year-of-Accelerating-Opportunity.pdf>.

This report provides findings from the implementation study of the Accelerating Opportunity (AO) initiative. Funded by multiple foundations, AO aims to help students with low basic skills earn credentials using career pathways and innovative instructional strategies. The AO Initiative encourages States to change the delivery of adult education for students interested in learning career skills by enrolling them in for-credit career and technical education courses at local community colleges as they improve their basic education and English language abilities. The initiative promotes and supports the

development of career and college pathways that incorporate contextualized and integrated instruction, team teaching between adult education and college instructors, and enhanced support services at community colleges. This report considers the implementation of AO in five States. Outcome and impact results are not included in this report, but will be forthcoming.

Andersson, Fredrik, Harry J. Holzer, and Julia I. Lane. *Worker Advancement in the Low-Wage Labor Market*. Washington D.C.: The Brookings Institution, Center on Urban and Metropolitan Policy, October 2003. Accessed February 19, 2016.
http://www.brookings.edu/~media/research/files/reports/2003/10/metropolitanpolicy-andersson/200310_holzer.pdf.

This report looks at U.S. Census Bureau data on low-wage workers from 1996-2001 in five States to find patterns in earnings and employment. It finds that small firms pay lower wages than larger firms, that worker turnover is associated with lower wage jobs, that low-wage workers who changed jobs over the study period were more likely to earn higher incomes, and that medium and high wage firms are concentrated in urban areas.

Antkowiak, Bernard, and Alyce Louise Bertsche. *Process Evaluation and Outcomes Analysis: Twin Cities RISE! Performance-Based Training and Education Demonstration Project*. Bethesda, MD: Coffey Consulting, October 5, 2011.
http://wdr.doleta.gov/research/FullText_Documents/ETAOP_2012_05.pdf.

This study reports on the implementation and outcomes of a Twin-Cities based-training and education program funded by a U.S. Department of Labor demonstration grant. The program targeted individuals with criminal records, very low household incomes, and/or other barriers to employment. The program included classroom training on employment and soft skills—such as empowerment training and case management— as well as transitional employment. The goal was for participants to find jobs paying at least \$20,000 and carrying full benefits. An analysis of individual-level outcome data available for one variant of the program that served 119 individuals showed that 37 percent of the participants were retained in the program after an initial meetings with a job coach, 19 percent obtained intermediate level jobs, and 9 percent achieved “gold standard” jobs of the type desired. The program did not achieve successful outcomes for individuals who had previously received treatment for chemical dependency. Individuals who participated in internships and/or interim jobs were more likely to obtain good jobs by the end of the program.

Austin, Michael J., Julian Chow, Julia Hastings, Sarah Taylor, Michelle Johnson, Kathy Lemon, and Ericka Leer. *Serving Low-Income Families in Poverty Neighborhoods Using Promising Programs and Practices: Building a Foundation for Redesigning Public and Nonprofit Social Services*. Berkeley, CA: University of California, Berkeley, September 2004. <http://cssr.berkeley.edu/pdfs/lowIncomeFam.pdf>.

This report reviews the literature on different strategies for addressing the multifaceted challenges facing low-income families living in neighborhoods with a concentration of

poverty. It describes the emergence of foundation-funded neighborhood-based approaches that combine a) earnings and asset development, b) family strengthening, c) neighborhood strengthening, and d) an emphasis on collaboration, capacity building, and producing tangible results.

Autor, David, and Susan Houseman. "Does Temporary Agency Employment Offer a Way out of Poverty?" *Focus* 24, no. 3 (Fall-Winter 2006): 1–7.

<http://www.irp.wisc.edu/publications/focus/pdfs/foc243a.pdf>.

Employing a quasi-experimental design and data from Michigan's TANF program, this impact analysis sought to determine if employment through a temporary agency led to stable employment for low-income workers. The study reports negative effects for those who found employment through a temporary agency as compared to those obtaining jobs through a direct hire. "Temporary agency placements did not appear to help participants stay off welfare," it concludes. "The effects of such placements on the probability of earning above the welfare threshold were insignificant and even negative (though very small)."

Barnow, Burt S., and Jeffrey Smith. "Employment and Training Programs." Conference Paper for the National Bureau of Economic Research Conference, Cambridge, MA, March 2015.

<http://www.nber.org/chapters/c13490.pdf>.

This paper reviews evaluations of employment and training programs, including meta-analyses, that have occurred in the U.S. since 2000. The authors offer their judgments of the strength of the various evaluation methodologies and findings.

Berk, Jillian. *Understanding the Employment Outcomes of Trainees in the Trade Adjustment Assistance (TAA) Program Under the 2002 Amendments*. Princeton, NJ: Mathematica Policy Research, Incorporated, 2012.

http://wdr.doleta.gov/research/FullText_Documents/ETAOP_2013_11.pdf.

This outcomes study considers employment rate, education attainment, and salary for Trade Adjustment Assistance (TAA) participants who obtained education, vocational training, and other services. Among its findings are the following: early training entry is associated with better labor market outcomes; there is no clear relationship between the length of a training program and employment outcomes; receipt of a degree or certificate is associated with more weeks worked; and trainees receiving career assessments are more likely to be employed in their field of training. While TAA participants do not necessarily mirror the demographic characteristics of SNAP E&T participants, the study may nevertheless shed light on vocational training.

Besley, Timothy, and Stephen Coate. "Workfare versus Welfare: Incentive Arguments for Work Requirements in Poverty-Alleviation Programs." *The American Economic Review*, 1992, 249–61.

https://www.princeton.edu/rpds/papers/Besley_Coate_Workfare_versus_Welfare_AER1992.pdf.

This article explores the case for workfare. It considers workfare both as a possible screen (to direct aid to the truly needy) and as a deterrent to seeking aid (versus finding employment). The authors write economic models to consider these cases. This report does not contain impact or outcome data on specific participants, but rather considers overall program goals.

Blank, Rebecca M., David Card, and Philip K. Robins. “Financial Incentives for Increasing Work and Income Among Low-Income Families.” National Bureau of Economic Research Working Paper No. 6998, Cambridge, MA, 1999. <http://www.nber.org/papers/w6998.pdf>.

This study is a non-experimental investigation of the results of financial incentive programs, especially the EITC, on work and income. Findings include the following “financial incentive programs appear to increase work and raise income (lower poverty), but cost somewhat more than alternative welfare programs...Evidence also indicates that combining financial incentive programs with job search and job support services can increase both employment and income gains.”

Bloom, Dan. “Programs and Policies to Assist High School Dropouts in the Transition to Adulthood.” *The Future of Children* 20, no. 1 (2010): 89–108. <http://files.eric.ed.gov/fulltext/EJ883080.pdf>.

This literature review provides an overview of eleven employment and education programs that aimed to assist high school dropouts make the transition to adulthood. The programs utilized different methods to assist youth (paid work experience, education, job training, or a combination). While some programs had an effect on earnings in the short term, none of the studies reported lasting effects in subsequent years. Although the participant age ranges of the programs varied, at least nine included participants over age 18 (though usually with upward age limit, such as 21 or 24).

Bloom, Dan. *Transitional Jobs: Background, Program Models, and Evaluation Evidence*. New York, NY: MDRC, February 2010. http://www.mdrc.org/sites/default/files/transitional_jobs_background_fr.pdf.

This paper draws on available results from three transitional jobs programs, two funded by the Department of Health and Human Services, and one funded by The Joyce Foundation to implement and test the value of transitional jobs. Evaluation findings suggest that transitional jobs programs may not improve participants’ long-term employment prospects, although they confirm that these programs can be operated at scale and can create useful work opportunities for very disadvantaged people.

Bloom, Howard S., Larry L. Orr, George Cave, Stephen H. Bell, and Fred Doolittle. *The National JTPA Study: Title II-A Impacts on Earnings and Employment at 18 Months*. Bethesda, MD: Abt Associates, 1993. http://wdr.doleta.gov/opr/FULLTEXT/1993_23.pdf.

This 1993 paper reports on a random-assignment study of the JTPA program. It looks at employment outcomes (including employment rates and wages) 18 months out for four participant groups: adult women, adult men, female out-of-school youth, and male out-of-school youth. It finds the program had generally positive impacts for adults, “little to no” effect on female out-of-school youth, and a negative impact on male out-of-school youth. JTPA included a variety of components, including vocational training, job search assistance, and OJTs.

Bloom, Howard S., James A. Riccio, and Nandita Verma. *Promoting Work in Public Housing: The Effectiveness of Jobs-Plus*. New York, NY: MDRC, March 2005.
www.mdrc.org/publication/promoting-work-public-housing/file-full.

This report looks at the impacts of the Jobs Plus program—a demonstration project in six cities that aimed to help residents in public housing find work and increase earnings. The program included employment-related services, rent-based work incentives, and neighborhood work support, and was funded by the Department of Housing and Urban Development and the Rockefeller Foundation. The study finds that the Jobs Plus program increased earnings for participants (as compared to the comparison group) at four of the six sites, and that employment effects were also positive, though smaller than those for earnings. The report looks at how the impacts of the program varied by gender, race, age, and other participant characteristics.

Bolen, Ed. *Approximately 1 Million Unemployed Childless Adults Will Lose SNAP Benefits in 2016 as State Waivers Expire: Affected Individuals Are Very Poor; Few Qualify for Other Help*. Washington D.C.: Center on Budget and Policy Priorities, January 5, 2015.
<http://www.cbpp.org/research/food-assistance/approximately-1-million-unemployed-childless-adults-will-lose-snap-benefits>.

This policy brief estimates the effects of the re-imposition of SNAP’s three-month participation limit for able-bodied mandatory work registrants without dependent children (ABAWDs) who are not working or in a training program for at least 20 hours per week. The report predicts that one million unemployed, disabled, childless, and extremely poor SNAP recipients will lose their eligibility for ongoing SNAP benefits as a result of this policy. The brief highlights the administrative challenges of re-imposing the limit, the wide-reaching effect of beneficiaries’ losses, and the current lack of qualifying training programs that ABAWDs could use to retain SNAP program eligibility. The author recommends that States and Congress reevaluate the impending policy changes.

Botsko, Christopher, Vivian Gabor, Susan Schreiber, and Susan Pachikara. *State Use of Funds to Increase Work Slots for Food Stamp Recipients: Report to Congress*. Food Assistance and Nutrition Research Report No. 15. Washington D.C.: Health Systems Research, Inc. and U.S. Department of Agriculture, Food and Rural Economic Division and Economic Research Service, August 2001. <http://www.ers.usda.gov/media/1772991/fanrr15.pdf>

This study was conducted to meet a Congressional mandate to determine whether State E&T funds spent on ABAWDs after the passage of PWRORA were effective in helping

ABAWDs find employment, and what types of services were being used with ABAWDs. The study also looked at variations among States in the extent to which the programs continued to serve individuals who were not ABAWDs and how expenditures of 100 percent and 50 percent funds changed at about the same time. Although the study did not provide outcome or net impact findings, it concluded that some States had developed service components that had the potential to improve employment outcomes for ABAWDs. Promising practices identified included (1) developing workfare slots that had the capacity to turn into paid employment; (2) partnering with community organizations; (3) coordinating with other government assistance programs, and (4) developing a comprehensive employment program for ABAWDs.

Bovbjerg, Randall R., and Shayne Spaulding. *Literature Review in Brief: Healthcare Occupational Training and Support Programs under the Affordable Care Act*. OPRE Report #2014-61. Washington D.C.: Office of Planning, Research and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services: Abt Associates and The Urban Institute, 2014.
<http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000022-Literature-Review-in-Brief.pdf>.

This source is part of a series of documents about the Health Profession Opportunity Grants (HPOG) Program, a career pathways initiative that was “established by the Affordable Care Act of 2010 (ACA) to provide training programs in high-demand healthcare professions to Temporary Assistance for Needy Families (TANF) recipients and other low-income individuals.” The program is funded by the U.S. Department of Health and Human Services Administration of Children and Families. This brief reviews the literature on the policy context of the HPOG Program and the challenges and opportunities related to developing healthcare occupational training and support programs. It discusses the structure of the healthcare industry and employment trends, implications of the ACA for entry-level employment in healthcare, and resulting challenges and opportunities for training programs. The report does not provide impact or outcome findings.

Bowen, William G., Matthew M. Chingos, Kelly A. Lack, and Thomas I. Nygren. *Interactive Learning Online at Public Universities: Evidence from Randomized Trials*. New York, NY: Ithaca S+ R, 2012. <http://mitcet.mit.edu/wp-content/uploads/2012/05/BowenReport-2012.pdf>.

This report provides the findings from a random assignment study that compared educational outcomes for students in hybrid classes (delivered through both online and in-person instruction) with those from students in traditional, in-person classes. It was conducted at large public universities over two years. The researchers find that educational outcomes for students in the hybrid classes are no different from those of students in traditional, in-person classes.

Butler, David, Julianna Alson, Dan Bloom, Victoria Deitch, Aaron Hill, JoAnn Hsueh, Erin Jacobs, Sue Kim, Reanin McRoberts, and Cindy Redcross. *What Strategies Work for the Hard-to-Employ? Final Results of the Hard-to-Employ Demonstration and Evaluation*

Project and Selected Sites from the Employment Retention and Advancement Project. New York, NY: MDRC, March 2012.

http://papers.ssrn.com/sol3/papers.cfm?abstract_id=2056040.

This paper reports on a random-assignment study of demonstration projects for the hard-to-employ funded by the Administration for Children and Families, Department of Health and Human Services and the Department of Labor. It summarizes the findings from a number of different pilot sites representing multiple component types. The report describes impacts as “mixed;” positive employment outcomes were seen at three of the sites.

Card, David, Jochen Kluge, and Andrea Weber. “Active Labor Market Policy Evaluations: A Meta-Analysis.” National Bureau of Economic Research Working Paper No. 16173, Cambridge, MA, July 2010. <http://www.nber.org/papers/w16173.pdf>.

This meta-analysis examines outcomes from evaluations of almost 100 employment and training programs conducted between 1995 and 2007. It includes evaluations of programs from across the world, with multiple component types and funding streams. It looks at both short-term and long-term impacts. One overall conclusion is that job search assistance programs are more likely to yield positive impacts than public sector employment programs. Another is that classroom and on-the-job training programs often have positive impacts in the medium term, but negative impacts in the short term. Half of the impact analyses included in this study have both short-term (one-year post program horizon) and medium- or long-term estimates (two or three year horizons). For the purpose of this analysis, impacts are categorized as significantly positive, insignificant, or significantly negative. Positive impacts included both reduced unemployment or increased employment or earnings. Overall, reduced unemployment was achieved more frequently than the other two positive outcome measures.

——— “What Works? A Meta Analysis of Recent Active Labor Market Program Evaluations.” National Bureau of Economic Research Working Paper No. 21431, Cambridge, MA, July 2015. <http://www.nber.org/papers/w21431>.

This meta-analysis, which considers the effects of more than 200 employment and training programs, is an update to the authors’ 2010 study (Card, et al. 2010, above).

Carnevale, Anthony P., Stephen J. Rose, and Ban Cheah. *The College Payoff: Education, Occupations, Lifetime Earnings.* Washington D.C.: Georgetown University, Center on Education and the Workforce, 2011.

<https://repository.library.georgetown.edu/handle/10822/559300>.

This report from Georgetown University’s Center on Education and Workforce uses census data to analyze the effect of various educational credentials on lifetime earnings. It finds that a more advanced degree is associated with higher earnings. For example, “Getting a Bachelor’s degree adds another large increase in lifetime earnings. With median earnings of \$56,700 (\$27.26 per hour), or \$2.3 million over a lifetime, Bachelor’s degree holders earn 31 percent more than workers with an Associate’s degree and 74 percent more than

those with just a high school diploma. Further, obtaining a Bachelor's degree is also the gateway to entering and completing graduate education. About one-third of Bachelor's degree holders obtain a graduate degree."

Conway, Maureen, Amy Blair, and Matt Helmer. *Courses to Employment: Partnering to Create Paths to Education and Careers*. Washington, D.C.: The Aspen Institute, 2012. www.aspenwsi.org/wordpress/wp-content/uploads/C2E.pdf

This evaluation reports on the implementation and outcomes of six projects in the Courses to Employment (C2E) program, which was funded by the Charles Stewart Mott Foundation and implemented by the Aspen Institute's Workforce Strategies Initiative. The projects used collaborative partnerships between nonprofit organizations and community colleges to offer high quality workforce training in targeted sectors, along with extensive student social service and academic supports to help students enter and succeed in their local labor markets. The evaluation finds that the approach shows promise: high percentages of program participants completed training (compared to national community college completion rates) and many graduates obtained employment at higher wages than those they had earned prior to training. Students in longer-term training were less likely to complete their programs, but completers of longer-term training were more likely to achieve higher earnings levels and wage gains than participants in shorter-term training programs. No effort was made to assess project impacts.

Conway, Maureen, and Lily Zandniapour. *Industry-Based Employment Programs: Implications for Welfare Reauthorization and Key Survey Findings*. Washington, D.C.: The Aspen Institute, 2002. <http://www.aspeninstitute.org/publications/industry-based-employment-programs-implications-welfare-reauthorization-and-key-survey->

This study examines the outcomes (not impacts) of sectoral approaches to employment training in the TANF program. The data are drawn from a survey of program participants. The study finds a number of positive outcomes: 68 percent of respondents work year-round at their jobs; 45 percent receive health insurance through their jobs; 48 percent have moved out of poverty; 82 percent report improved job or career prospects; and the median annual earnings of employed respondents are 381 percent higher than their median earnings in the year before training.

Corson, Walter, Walter Nicholson, and David Long. *Evaluation of the Charleston Claimant Placement and Work Test Demonstration*. Princeton, NJ: Mathematica Policy Research, Incorporated, 1985. http://www.mathematica-mpr.com/~media/publications/PDFs/labor/charleston_claimant_placement.pdf

The report provides results from a study using a randomized control trial methodology that tested three different requirements for UI claimants in Charleston in 1983. Findings included the following: Claimants in the enhanced treatment groups had significantly more job service placements (especially among males); wages did not appear to be significantly impacted by any of the demonstration groups; and participating in a demonstration group had a significant negative impact on the number of weeks of UI benefits collected.

Corson, Walter, Paul T. Decker, Shari Miller Dustan, and Anne R. Gordon. *The New Jersey Unemployment Insurance Reemployment Demonstration Project*. Princeton, NJ: Mathematica Policy Research, Incorporated, 1989.
http://workforcesecurity.doleta.gov/dmstree/op/op89/op_03-89.pdf.

This report summarizes results from a demonstration project in New Jersey that attempted to find ways to accelerate the return to work for recipients of Unemployment Insurance (UI). Three options were tested: job search assistance on its own, job search assistance with training or relocation assistance, and job search assistance combined with a cash bonus for early reemployment. The impact study used a randomized control trial design and found that all three treatments were similar in their impact: all reduced the total amount of UI benefits collected and all three also increased employment rates and wages in the year following the initial UI claim. A cost-benefit analysis also found that all three treatments had positive net benefits to society. Findings suggest that the program was most effective in promoting reemployment of individuals whose skills were still in demand in the labor market (e.g. office and white collar workers), and was less effective for individuals unemployed as a result of large-scale structural dislocation.

Crissey, Sarah R., and Kurt Bauman. “Between a Diploma and a Bachelor’s Degree: The Effects of Sub-Baccalaureate Postsecondary Educational Attainment and Field of Training on Earnings.” Presentation Paper for the Annual Meeting of the Population Association of America, Dallas, TX, April 2010. <http://www.edweek.org/media/censusdiplomas-34jobs.pdf>.

This study uses SIPP data to analyze the effect of short term credentials and other non-degree training programs on earnings. No one specific program is targeted. The report was presented at the Annual Meeting of the Population Association of America. Findings include the following: “Adults with sub-baccalaureate degrees earn more on average than high school graduates, but this was not true for all fields such as education and service.”

D’Amico, Ron. *What’s Known About the Effects of Publicly-Funded Employment and Training Programs*. Oakland, CA: Social Policy Research Associates, 2006.
http://wdr.doleta.gov/research/FullText_Documents/Whats%20Known%20About%20the%20Effects%20of%20Publicly-Funded%20Employment%20and%20Training%20Programs%20-%20Final%20Report.pdf.

This report summarizes findings from evaluations of publicly funded employment and training programs in the United States aimed specifically at low-income participants. While the report covers multiple programs, all were publicly funded. The author looks separately at women, men, and youth participants and reports overall impacts for each group. It finds that voluntary programs are generally effective for adult women, that adult men appear to benefit, but more modestly, and that youth are sometimes negatively affected by voluntary employment programs. The report itself was funded by the Department of Labor.

D'Amico, Ron, Kate Dunham, Jennifer Henderson-Frakes, Deborah Kogan, Vinz Koller, Melissa Mack, Micheline Magnotta, Jeffrey Salzman, Andrew Wiegand, Gardner Carrick, and Dan Weissbein. *The Workforce Investment Act After Five Years: Results from the National Evaluation of the Implementation of WIA*. Oakland, CA: Social Policy Research Associates, June 2004. http://www.doleta.gov/reports/searcheta/occ/papers/spr-wia_final_report.pdf.

The report provides findings from a process study of the implementation of WIA and its multiple components, which include job search assistance, education, vocational training, and work experience. It discusses key achievements of WIA as well as remaining implementation challenges. The report does not include outcome or impact findings.

D'Amico, Ron, and Peter Z. Schochet. *The Evaluation of the Trade Adjustment Assistance Program: A Synthesis of Major Findings*. Oakland, CA: Social Policy Research Associates, December 2012. http://www.mathematica-mpr.com/~media/publications/PDFs/labor/TAA_Synthesis.pdf.

This report summarizes findings from more than 12 other reports written as part of the USDOL-funded evaluation of the Trade Adjustment Assistance (TAA) program. The TAA program provides job search assistance/case management, education, vocational training, and other benefits to workers displaced by large-scale layoffs and plant closures resulting from global competition. The report includes findings from an impact (quasi-experimental design) study, a cost-benefit analysis, and a process study. Collected findings include the following: TAA participation significantly increased the receipt of reemployment services and education and training services; participants were engaged in some form of productive activity at about the same rate as the comparison group; the labor market outcomes for participants were significantly worse during the first two years after the workers' UI claim dates than they were for their matched comparison group members who were not eligible for TAA; by the end of the four-year observation period, TAA participants had almost entirely closed the gap in employment and earnings, and, by one measure, they had pulled slightly ahead; and overall, participation in TAA (as the program operated under the 2002 amendments) had a negative effect on total income during the four-year follow-up period.

Dadgar, Mina, and Joy Weiss. "Labor Market Returns to Sub-Baccalaureate Credentials: How Much Does a Community College Degree or Certificate Pay?" Community College Research Center Working Paper No. 45. New York, NY, June 2012. <http://academiccommons.columbia.edu/catalog/ac%3A150856>.

This report uses a quasi-experimental design to determine the employment and earnings impacts of community college credentials, including short-term certificates, long-term certificates, and associate degrees. The data comes from Washington State community college students who entered programs from 2001-2002. It finds that associate degrees led to positive wage increases that varied by field, that long-term certificates led to some wage increases, but that short-term certificates had little or no effect on wages.

Dechausay, Nadine, Cynthia Miller, and Victoria Quiroz-Becerra. *Implementing a Conditional Cash Transfer Program in Two American Cities: Early Lessons from Family Rewards 2.0*. New York, NY: MDRC, October 2014.

http://papers.ssrn.com/sol3/papers.cfm?abstract_id=2574332.

The report evaluates the Family Rewards 2.0 program, which provided conditional cash transfers to families in three American cities so that the families could meet certain health- and education-related goals. The project was funded by the Social Innovation Fund and private organizations. The report focuses on early implementation findings rather than on outcomes or impacts.

Decker, Paul T., Robert B. Olsen, and Lance Freeman. *Assisting Unemployment Insurance Claimants: The Long-Term Impacts of the Job Search Assistance Demonstration*. Princeton, NJ: Mathematica Policy Research, Incorporated, 2000. <http://wdr.doleta.gov/owsdrr/00-2/00-02.pdf>.

This report provides results from a random-assignment impact study of three strategies for promoting rapid re-employment and reducing UI spells among targeted UI claimants (structured job search assistance, individualized job search assistance, and individualized job search assistance with training) that were part of a demonstration project in Florida and DC. Findings include the following: All three JSA treatments reduced UI receipt in the initial benefit year; impacts ranged from a greater-than-one-week reduction in UI receipt (among structured job search assistance participants) to a reduction of about half a week; and none of the treatments had a significant impact on UI receipt beyond the initial benefit year. The latter finding is consistent with the authors' expectations because the strategies were not designed to have an effect on longer-term job stability.

Deming, David, and Susan Dynarski. "Into College, out of Poverty? Policies to Increase the Postsecondary Attainment of the Poor." National Bureau of Economic Research Working Paper No. 15387, Cambridge, MA, 2009. <http://www.nber.org/papers/w15387>.

This working paper reviews experimental and quasi-experimental studies that consider the relationship between college cost and educational attainment. It finds that most studies show that lower college costs lead to higher college enrollment and persistence levels. The report has a focus on low-income students specifically, but includes findings from research on a number of different programs.

DeRenzis, Brooke, and David Kaz. *Building Skills through SNAP Employment and Training: Recommendations from Lessons Learned in Four States*. Washington, D.C.: National Skills Coalition, 2016. <http://www.nationalskillscoalition.org/resources/publications/file/SNAP-final.pdf>.

This brief provides lessons learned from the SNAP E&T programs in Connecticut, Iowa, Maryland, and Oregon. All four worked with the Seattle Jobs Initiative and the National Skills Coalition to expand the skills-based components of their SNAP E&T programs. From the experiences of these four States, the brief recommends that other States should: Work

with partners to develop a vision and strategy for a skill-based program; pilot strategies before using them across the State; partner with existing workforce development programs, such as those offered through WIOA and TANF; and use Federal funding to partner with community colleges and CBOs. The brief also provides some recommendations for how States can overcome some of the challenges associated with their recommendations.

DeRenzi, Brooke, Rachel Gragg, David Kaz, Steve Ovel, and Rachel Zinn. “Tools for Skills-Focused SNAP E&T Programs.” Webinar presentation, National Skills Coalition, April 30, 2015. <http://www.nationalskillscoalition.org/documents/2015-04-30-Tools-for-SNAPET.pdf>

These presentation slides summarize a National Skills Coalition Webinar conducted in April 2015 on how States can take advantage of the flexibility of the SNAP E&T program requirements to serve a population that is otherwise very hard to reach. Webinar attendees are encouraged to integrate their SNAP E&T programs with other workforce development programs and use expenditures by third-party partners to draw down additional SNAP E&T 50 percent funds to match expanded State and local expenditures for approved E&T service components.

Dorn, Stan and Alana Landey. *Integrating Health and Human Services Programs and Reaching Eligible Individuals under the Affordable Care Act: Final Report*. Washington D.C.: The Urban Institute, 2015. <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000153-Integrating-Health-and-Human-Services-Programs-and-Reaching-Eligible-Individuals-under-the-Affordable-Care-Act.pdf>.

This report examines practices intended to integrate the processes of enrollment and eligibility determination for health and human services programs following the passage of the Affordable Care Act. Successful integration practices were identified as those 1) basing eligibility determinations and benefits for one program on data from another, 2) coordinating administration of multiple programs, and 3) coordinating outreach and enrollment. One practice identified as unsuccessful was referring participants to potential sources of assistance rather than directly enrolling them in programs. In addition to highlighting successful and unsuccessful practices, this report outlines the opportunities and challenges for service integration that have resulted from the passage of the ACA.

Duke, Amy-Ellen, Karin Martinson, and Julie Strawn. *Wising Up: How Government Can Partner with Business to Increase Skills and Advance Low-Wage Workers*. Washington D.C.: Center for Law and Social Policy, Inc., 2006. <http://eric.ed.gov/?id=ED491194>.

This process study analyzes industry-government partnerships designed to provide vocational training. While it suggests some best practices for these types of partnerships, it provides no outcome or impact data. The report covers a variety of programs with different funding sources.

Ewert, Stephanie, and Robert Kominski. *Measuring Alternative Educational Credentials: 2012*. Washington D.C.: U.S. Census Bureau, January 2014.
<https://www.census.gov/prod/2014pubs/p70-138.pdf>.

This paper analyzes the association between alternative credentials (professional certifications, licenses, and educational certificates) and employment and earnings. The analysis is conducted using data from the Survey of Income and Program Participation (SIPP). It finds that individuals with low levels of education benefit from holding these alternative credentials. The authors also discuss the variation in attainment of credentials across different demographic subgroups. The report was written for the U.S. Census Bureau.

Family Strengthening Policy Center. *Work-Plus: Boosting the Bottom Line for Low-Wage Working Parents*. Washington D.C: National Human Services Assembly, July 2006.
<http://nationalassembly.org/fspc/documents/PolicyBriefs/Brief15.pdf>.

This policy brief promotes the “work plus” model, which includes “1) education, training, job placement and post-employment services; 2) assistance in accessing work supports; and 3) partnerships with employers to encourage them to enrich the quality of low-wage jobs.” The report recommends general policies and strategies rather than providing outcomes or impacts for any specific program.

Farson Gray, Kelsey, and Esa Eslami. *Characteristics of Supplemental Nutrition Assistance Program Households: Fiscal Year 2012*. Princeton, NJ: Mathematica Policy Research, Incorporated, 2014. www.fns.usda.gov/sites/default/files/2012Characteristics.pdf.

This resource, written for the USDA, analyzes the characteristics of SNAP participants in fiscal year 2012. It can provide useful background information about the characteristics of SNAP participants.

Farson Gray, Kelsey, and Shivani Kochhar. *Characteristics of Supplemental Nutrition Assistance Program Households: Fiscal Year 2014*. Princeton, NJ: Mathematica Policy Research, Incorporated, 2015.

<http://www.fns.usda.gov/sites/default/files/ops/Characteristics2014.pdf>.

This resource, written for the USDA, analyzes the characteristics of SNAP participants in fiscal year 2014. It can provide useful background information about the characteristics of SNAP participants.

Francis, Caroline. *What We Know About Workforce Development for Low-Income Workers: Evidence, Background and Ideas for the Future*. Ann Arbor, MI: National Poverty Center, Gerald R. Ford School of Public Policy, University of Michigan, April 2013.
<http://npc.umich.edu/publications/u/2013-09-npc-working-paper.pdf>.

This resource, produced for the National Poverty Center, is an annotated bibliography of studies on workforce development programs. It includes a survey of the evidence for the

effectiveness of WIA, community college programs, reentry programs, youth programs, and sectoral strategies.

Frank, Abbey, Elizabeth Lower-Basch, and Annette Case. *Where the Funds Are: The Use of FSET Funds for Workforce Training Programs*. Washington D.C.: Center for Law and Social Policy (CLASP), March 2007.

<http://www.policyarchive.org/handle/10207/14096><http://www.policyarchive.org/handle/10207/14096>

This Workforce Development Series Policy Brief provides an overview of the FSET program and funding streams and discusses ways that workforce training programs can access FSET funds to improve the employability of FSET participants, and increase available funding by taking advantage of additional sources in increase State and local "50 percent" expenditures.

Geckeler, Christian. *Practices from the Field for Improving Case Management and Increasing Workforce System Integration in the Trade Adjustment Assistance (TAA) Program*. Oakland, CA: Social Policy Research Associates, December 2012.

http://wdr.doleta.gov/research/FullText_Documents/ETAOP_2013_12.pdf.

This report explores attempts by 12 States to improve case management for TAA recipients, with a focus on better integrating the program into the greater workforce development system. The case management described in the resource includes job search assistance and other supports. This report may be helpful in thinking about how to coordinate SNAP E&T with other workforce development system programs.

Golden, Olivia Ann, Pamela Loprest, and Gregory Mills. *Economic Security for Extremely Vulnerable Families: Themes and Options for Workforce Development and Asset Strategies*. Washington D.C.: The Urban Institute Retirement Policy Program, 2012.

<http://www.urban.org/sites/default/files/alfresco/publication-pdfs/412699-Economic-Security-for-Extremely-Vulnerable-Families-Themes-and-Options-for-Workforce-Development-and-Asset-Strategies.PDF>

The authors recommend strategies to improve the economic outlook of extremely vulnerable families. They use a literature review, their own previous research, and interviews to come up with recommendations to the Annie E. Casey Foundation's Center for Community and Economic Opportunity (CCEO). This resource is not a process study, impact study, or outcome study. It suggests some useful models for working with especially vulnerable families.

Gragg, Rachel, and David Kaz. *Replicating Success: Recommendations and Best Practices from Washington State's SNAP E&T Program (BFET)*. Washington D.C.: National Skills Coalition, June 2014.

http://www.nationalskillscoalition.org/resources/publications/file/washington-snap-brief-web_final.pdf.

This resource describes the best practices for SNAP E&T programs demonstrated by Washington State’s Basic Food Employment and Training (BFET) program. While participant outcomes are not thoroughly discussed, this resource summarizes key successful features that could be replicated by other States. These features include: targeting participants that are prepared to succeed in employment and training programs, even if they require fairly robust support services; focusing on skills and credentials in demand in the local labor market; providing services not available from other employment and training programs and targeting individuals who are not well served by other programs; and building local partnerships that draw on the competencies and resources available from other partners, particularly the ability to provide childcare and other support services.

Gragg, Rachel, and Colleen Pawling. *Supplemental Nutrition Assistance Program Employment and Training: Moving Low-Skill SNAP Recipients Toward Self-Sufficiency*. Washington D.C.: National Skills Coalition, February 2012.
http://www.nationalskillscoalition.org/resources/publications/file/NSC_SNAP_UsersGuide_2012-02-WEB-VERSION.pdf.

This resource is a user guide for workforce development professionals that provides guidelines on SNAP E&T program characteristics, including assessments, participant eligibility and placement, funding structures, allowable cost categories, and community college partnerships. It is not an outcome or impact study, but may be useful for understanding and identifying components of program design.

Greenberg, David H., Victoria Deitch, and Gayle Hamilton. *Welfare-to-Work Program Benefits and Costs: A Synthesis of Research*. New York, NY: MDRC, 2009.
http://papers.ssrn.com/sol3/papers.cfm?abstract_id=1353354.

This meta-study examines 28 random-assignment studies of the impact of welfare-to-work programs (most programs were pre-TANF). The resource breaks down welfare-to-work programs into different categories (education, financial incentive, training, etc.) and provides cost-benefit outlooks for each. The main finding is that different types of programs achieve different goals. For example, the researchers say that if balancing the reduction of welfare expenditures with increasing participants’ salary is the desired outcome, then “programs that require individuals to participate initially either in an education or training activity or in a job search activity can meet this goal.” The report was funded by the MacArthur and William Penn Foundations.

Grogger, Jeffrey. “The Effects of Time Limits and Other Policy Changes on Welfare Use, Work, and Income Among Female-Headed Families.” National Bureau of Economic Research Working Paper No. 8153, Cambridge, MA, 2001. <http://www.nber.org/papers/w8153.pdf>

This paper uses data from the March Current Population Survey from years 1979-2000 to estimate the effects of time limits on welfare use, employment, labor supply, earnings, and income within female-headed families. The author finds that time limits decreased welfare use and increased employment, but had no significant effects on earnings and income.

Additionally, the author estimates the effect of Earned Income Tax Credit (EITC), finding that EITC had an important role in decreasing the use of welfare and increasing employment, earnings, and labor supply.

Gueron, Judith M., and Gayle Hamilton. *The Role of Education and Training in Welfare Reform. Welfare Reform and Beyond. Policy Brief.* Washington D.C.: The Brookings Institution, 2002. <http://eric.ed.gov/?id=ED478580>.

This study uses impact evidence (including income and employment data) from five prior random-assignment studies of 20 different welfare-to-work programs to consider the appropriate balance between training/education and employment first for welfare-to-work programs. It describes the characteristics of the most successful programs. It concludes that “mixed” strategies, which include the opportunity for both training and more immediate job placement, are better than either of those program types alone.

Gueron, Judith M., and Edward Pauly. *From Welfare to Work.* New York, NY: MDRC, 1991.

Published in 1991, this book considers 45 evaluations of workforce development programs, especially those conducted by MDRC. Looking across these studies, the book finds that those with the most barriers to work often need higher cost and intensity services like education and training in order to exit poverty. However, it also finds that those with fewer barriers can benefit from lower cost services like job search assistance.

Hall, Randi. *Subsidized Employment Programs.* Washington, D.C.: Center for Law and Social Policy, April 2015. <http://www.clasp.org/resources-and-publications/publication-1/Subsidized-Employment-Programs-1.pdf>.

This brief begins with a short history of subsidized employment programs in the United States. It then summarizes the results of several impact studies of subsidized employment programs that targeted those with barriers to employment. It finds that while participants in these programs increased their wages and employment rates while they had the subsidized positions, most did not see lasting gains. The brief suggests that especially for populations with barriers to employment, subsidized employment programs may need to be combined with wraparound supports to be effective. It also recommends that participants be placed in subsidized positions with private employers, if possible, since they have hired more participants post subsidized employment programs than have public and nonprofit organizations.

Hamilton, Gayle. *Moving People from Welfare to Work: Lessons from the National Evaluation of Welfare-to-Work Strategies.* New York, NY: MDRC, 2002. <http://eric.ed.gov/?id=ED469794>.

This random-assignment study explored the impacts of three different kinds of mandatory welfare-to-work programs (one focused on education/training, one focused on work, and a third that was a combination of the two). The study compares the impacts of the different programs as they relate to economic outcomes, education, and children and it considers

the relative costs and benefits of the programs. Among all the programs included in the study, employment and earnings increased following participation, while welfare receipt decreased. Despite these positive results, the programs did not reduce poverty or increase overall income among program participants.

Hamilton, Gayle. *Improving Employment and Earnings for TANF Recipients*. Washington D.C.: The Urban Institute, 2012. <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/412566-Improving-Employment-and-Earnings-for-TANF-Recipients.PDF>.

This brief examines findings from random-assignment studies of welfare programs as they inform the question of whether to emphasize education or work, the importance of subsidized employment, the effectiveness of sectoral training, and the value of financial incentives. It includes summaries of how different programs affected employment patterns among TANF recipients, with employment impacts increasing by five to ten percent. The author indicates that employment impacts highlighted in this brief are not necessarily “transformational” for participants, but rather these results provide strategies for future programs to consider for improving employment and earnings.

Hamilton, Gayle, and Susan Scrivener. *Increasing Employment Stability and Earnings for Low-Wage Workers—Lessons from the Employment Retention and Advancement (ERA) Project*. New York, NY: MDRC, 2012. http://papers.ssrn.com/sol3/papers.cfm?abstract_id=2067302.

This resource reports findings from a random-assignment study of the Employment Retention and Advancement (ERA) project, which aimed to help TANF participants not only find employment but also retain it. This was a multi-state, multi-year project funded by The Department of Health and Human Services and the Department of Labor. Most participants were single parents and women. The study provides impact data, including the following: The project increased participation in retention and advancement services beyond control group levels, but the increases were not consistent and often not large; three of the 12 ERA programs generated consistent increases in individuals’ employment retention and advancement; and almost all ERA sample members remained poor or near-poor at the end of the follow-up period.

Heckman, James J., Robert J. LaLonde, and Jeffrey A. Smith. “The Economics and Econometrics of Active Labor Market Programs.” In *Handbook of Labor Economics, Volume III*, by Orley Ashenfelter and David Card, eds. New York, NY: North Holland, 1999. <http://cdiserver.mba-sil.edu.pe/mbapage/BoletinesElectronicos/Economia/Handbook/handbook1.pdf>.

This literature review considers the impacts of various labor market programs using the strategies of training, job search assistance, and subsidized employment. It also looks at program costs and benefits. Overall, the researchers find it difficult to make broad conclusions about the effectiveness of labor market programs due to the specificity of most programs and evaluations. “In bypassing the need to specify economic models, many recent social experiments produce evidence that is not informative about them. They

generate choice-based, endogenously stratified samples that are difficult to use in addressing any other economic question apart from the narrow question of determining the impact of treatment on the treated for one program with one set of participation and eligibility rules.”

Heinrich, Carolyn J. “Targeting Workforce Development Programs: Who Should Receive What Services? And How Much?” *Workforce Development Needs in the Global Economy: US and Cross-National Perspectives*. College Park, MD: School of Public Policy, University of Maryland, 2013.

http://umdcipe.org/conferences/WorkforceDevelopment/Papers/Workforce_Development_Heinrich_Targeting_Workforce_Development_Programs.pdf.

This resource examines the question of how to match participants with the most appropriate workforce services; the author suggests that most participants should receive a mix of program components, including more vocational training and on-the-job training. These recommendations are based on a literature review of impact evaluations. The resource also encourages the integration of training funds and looks to non-U.S. examples for promising practices.

Heinrich, Carolyn J., Peter R. Mueser, Kenneth R. Troske, Kyung-Seong Jeon, and Daver C. Kahvecioglu. “Do Public Employment and Training Programs Work?” *IZA Journal of Labor Economics* 2, no. 1 (2013): 1–23. <http://www.izajole.com/content/2/1/6>.

This report presents findings from an impact study of the WIA Adult and Dislocated Worker program, which includes vocational training, support, and work experience. Among the WIA Adult program participants, both employment levels and quarterly average earnings increased. Among Dislocated Worker program participants, employment and earnings increased; however, earnings increases were smaller than those of the WIA Adult program participants. The study used data from 2003 through 2005. While it was not a random assignment study, there was a comparison group. The report also contains a literature review highlighting other studies (including some from Europe) that find impacts on employment and wages for training programs.

Heinrich, Carolyn J., Peter Mueser, K. Troske, and Jacob M. Benus. *Workforce Investment Act Non-Experimental Net Impact Evaluation*. Bethesda, MD: IMPAQ International, 2008.

<http://www.impaqint.com/sites/default/files/project-reports/Report%20-%20204%20-%20Workforce%20Investment%20Act%20Non-Experimental%20Net%20Impact%20Evaluation%20-%20Final%20Report.pdf>.

The impact study described in this paper uses propensity score matching (not random assignment) to evaluate WIA’s Adult and Dislocated Worker services, which include vocational training, support, and work experience. It divides the program into core, intensive, and training services and finds salary increases for participants who received each type of service.

Hendra, Richard, Keri-Nicole Dillman, Gayle Hamilton, Erika Lundquist, Karin Martinson, Melissa Wavelet, Aaron Hill, and Sonya Williams. *How Effective Are Different Approaches Aiming to Increase Employment Retention and Advancement: Final Impacts for Twelve Models*. New York, NY: MDRC, 2010.
http://www.acf.hhs.gov/sites/default/files/opre/era_core.pdf.

This resource reports on the final impact study of the Employment Retention and Advancement Project (ERA), which aimed to help TANF participants not only find employment but also retain it. The study used a random-assignment design. Positive impacts were found for three of the 12 programs studied. The ERA was a multi-state, multi-year project funded by the Department of Health and Human Services and the Department of Labor.

Herbst, Chris M., and Erdal Tekin. “Do Child Care Subsidies Influence Single Mothers’ Decision to Invest in Human Capital?” *Economics of Education Review* 30, no. 5 (October 2011): 901–12. doi:10.1016/j.econedurev.2011.03.006.
<http://www.sciencedirect.com/science/article/pii/S0272775711000495>.

This paper reports on a study that used existing data from the Early Childhood Longitudinal Study to see whether access to child care subsidies have an influence on single mothers’ decisions to participate in education or job training programs. Previous studies had found that childcare subsidy receipt was associated with increased employment among single mothers. Study results reported in this paper estimate that childcare subsidy receipt increased participation in an education program at a school or university by 13 percentage points and increased participation in a job training program by eight percentage points. The author suggests that child care subsidies that encourage participation in education or job training may enable participants to move into higher wage employment over time, in comparison to “work first” approaches.

Hilton, Margaret, and Gretchen Kolsrud. *Performance Standards for the Food Stamp Employment and Training Program, OTA-ITE-526*. Washington D.C.: Congress of the United States, Office of Technology Assessment, February 1992.
<http://ota.fas.org/reports/9228.pdf>

This report discusses the different alternatives proposed by FNS for measuring the performance of State SNAP E&T programs. Issues discussed include: whether volunteer participants should provide as much performance credit as mandatory participants, how to measure educational attainment, and how to balance participant earnings versus SNAP case closures.

Holl, Douglas B., Lisa Kolovich, Deborah Santiago, and Sally Andrade. *Evaluation of the Limited English Proficiency and Hispanic Worker Initiative: Final Report*. Bethesda, MD: Coffey Consulting, December 2009.
http://wdr.doleta.gov/research/FullText_Documents/Evaluation%20of%20the%20Limited%20English%20Proficiency%20and%20Hispanic%20Worker%20Initiative%20Final%20Report.pdf.

This resource evaluates five demonstration programs, funded by the Department of Labor, that combined English language learning with vocational training. The evaluation focuses primarily on implementation, but it does look at some outcomes, including English-language skills, vocational skills and certificates attainment, employment, earnings, and advancement and retention rates. These reported outcomes varied across the five demonstration projects, as individual grantees emphasized different outcomes. It is not an impact study.

Hollenbeck, Kevin. "State Use of Workforce System Net Impact Estimates and Rates of Return." Conference Paper for the Association for Public Policy Analysis and Management (APPAM) Conference, Los Angeles, CA, 2008. <http://research.upjohn.org/confpapers/1/>.

The research described in this paper compares findings from four different statistical matching (not random assignment) studies conducted to determine impacts of the public workforce development system, including WIA and community college-based training and education. In addition to comparing results across these studies, the resource conducts a cost-benefit analysis. Through an examination of individual studies, the author finds the programs with the greatest financial payoff to be apprenticeships, community college job preparation training, and vocational rehabilitation. Additionally, WIA adult services yielded significant positive impacts on employment, earnings, and wage rates. Adult basic education programs, however, do not appear to provide an economic return to participants and society.

Holzer, Harry J. *Can Work Experience Programs Work for Welfare Recipients?* Washington D.C.: The Brookings Institution, 2002. <http://www.thebrookingsinstitution.com/es/wrb/publications/pb/pb24.pdf>.

This policy brief/literature review examines various work experience programs (such as subsidized employment, workfare, and transitional jobs) and how they work for TANF recipients. The resource provides information about these programs' effectiveness and cost. The resource concludes that "Carefully structured work experience programs can have a positive impact on the employment rates of disadvantaged groups and can generate socially valued goods and services. When poorly designed, they can be wasteful and have small net impacts on employment and output."

Holzer, Harry J., and Karin Martinson. "Can We Improve Job Retention and Advancement among Low-Income Working Parents?" *Focus* 24, no. 2 (Spring-Summer 2006): 31–38. <http://www.urban.org/research/publication/can-we-improve-job-retention-and-advancement-among-low-income-working-parents>.

This paper reviews research findings on various interventions that might help low-income workers advance or be retained at work. It focuses on low-income workers who already have jobs. The paper reports some positive impact findings from evaluations of job training programs, including WIA. A variety of program types and components are covered.

Holzer, Harry, Paul Offner, and Elaine Sorenson. *Declining Employment among Young Black Less-Educated Men: The Role of Incarceration and Child Support*. Washington D.C.: The Urban Institute, 2004.

<http://www.urban.org/publications/url.cfm?renderforprint=1&ID=411035&buildstatic=1>.

This report explores the trend of decreasing employment among less-educated, young black men between the ages of 16 and 34 and uses data on incarceration rates and child support enforcement policies to look for factors associated with this trend. The authors find that incarceration is strongly associated with declines in employment, while strong enforcement of child support policies also appears to limit labor force participation, particularly among older members of this subgroup, ages 25-34.

ICF International. *Health Profession Opportunity Grant and TANF Partnerships: Lessons Learned in Engaging TANF Participants*. Oakland, CA: ICF International, 2014.

http://www.acf.hhs.gov/sites/default/files/ofa/hpog_tanf_paper_final_508.pdf.

This report, oriented to practitioners interested in successfully involving TANF recipients in healthcare education and training programs, identifies organizational and program design strategies that sites have found helpful in enrolling TANF recipients and helping them to succeed in their programs. These strategies include building strong collaborations between the training programs and the TANF program administrators, creating structured processes to identify and refer TANF recipients to the healthcare programs, and providing intensive case management supports during training.

Jacobs, Erin, and Dan Bloom. *Alternative Employment Strategies for Hard-to-Employ TANF Recipients: Final Results from a Test of Transitional Jobs and Preemployment Services in Philadelphia*. New York, NY: MDRC, December 2011.

http://www.mdrc.org/sites/default/files/full_18.pdf.

This report describes findings from a random-assignment study of programs in Philadelphia that hoped to connect “hard to employ” TANF participants to employment. The study compares two different interventions: providing transitional jobs and providing preemployment services. The evaluation found that in the transitional jobs model, employment rates for program participants were higher than those for members of the control group in early follow-up periods, but this difference faded over time. For the preemployment services model, the evaluation did not find significant differences in income, employment, or welfare receipt among participants as compared to members of the control group.

Jacobson, Louis. *Strengthening One-Stop Career Centers: Helping More Unemployed Workers Find Jobs and Build Skills*. Washington D.C.: The Brookings Institution, April 2009.

http://www.brookings.edu/~media/research/files/papers/2009/4/02-jobs-skills-jacobson/0402_jobs_skills_jacobson.pdf.

This proposal paper suggests new performance measures for the One Stop (now AJC) System “that would make better use of existing resources and thereby expand One-Stop

capacity to help more workers.” The paper also recommends increasing funding for the One Stop System.

Jacobson, Louis, Ian Petta, Amy Shimshak, and Regina Yudd. *Evaluation of Labor Exchange Services in a One-Stop Delivery System Environment*. Rockville, MD: Westat, 2004.
http://wdr.doleta.gov/research/FullText_Documents/Evaluation%20of%20Labor%20Exchange%20in%20One-Stop%20Delivery%20System%20-%20Final%20Report.pdf.

This paper reports on a process study and a cost-benefit analysis of public labor exchange services available through Wagner-Peyser funding. The process study finds that the most effective One-Stop managers are those who unify operations. The cost-benefit analysis finds that in every State studied, the cost of running the public labor exchange service is lower than the value of the benefits accrued through its operation.

Jaggars, Shanna Smith, Nikki Edgecombe, and Georgia West Stacey. *What We Know about Online Course Outcomes: Research Overview*. New York, NY: Community College Research Center, Teachers College, Columbia University, 2013.
<http://eric.ed.gov/?id=ED542143>.

This report presents findings from a study that examined the differences in outcomes for students who took online courses versus those who participated in face-to-face courses at two large statewide community college systems. The study found that online students were less likely than their classroom-based counterpart to complete their courses and not as likely to perform well. Overall, students who had taken a high proportion of online courses were less likely to persist and obtain degrees. The results also suggest that online courses may exacerbate already-existing achievement gaps between student subgroups.

Jenkins, Davis, Matthew Zeidenberg, and Gregory Kienzl. “Educational Outcomes of I-BEST, Washington State Community and Technical College System’s Integrated Basic Education and Skills Training Program: Findings from a Multivariate Analysis.” New York, NY: Community College Research Center, Columbia University, 2009.
<http://eric.ed.gov/?id=ED505331>.

This report presents impact study findings for students that participated in Washington State’s I-BEST program at community and technical colleges. The goal of I-BEST (Integrated Basic Education and Skills Training) is to increase the rate at which students in adult basic skills programs enter and succeed in postsecondary occupational education and training. Using multivariate analysis (not random assignment), the study finds that I-BEST students were more likely than non-participants to continue on with credit coursework, to earn credits that count toward a credential, to earn occupational certificates, and to make point gains on basic skills tests.

Jepsen, Christopher, Kenneth Troske, and Paul Coomes. *The Labor-Market Returns to Community College Degrees, Diplomas, and Certificates*. Discussion Paper No. 6902. Bonn, Germany: The Institute for the Study of Labor, October 2012.
<http://ftp.iza.org/dp6902.pdf>.

This report uses administrative data from Kentucky’s community college system to look at the labor market return to community college degrees, credentials, and credits earned. The authors find that community college degrees return higher earnings for women than for men, that earning certificates and additional credits results in positive returns for both men and women, and that degrees provide higher returns than certificates.

Jones, Nicole. *\$15 Minimum Wage and the Potential Impacts to Seattle’s Workforce*. Seattle, WA: Seattle Jobs Initiative, 2014. http://www.seattlejobsinitiative.com/wp-content/uploads/SJI_15_Report_v12.2.14.pdf.

This policy document predicts the potential economic impact of raising Seattle’s minimum wage, an alternative intervention for reducing poverty. Although acknowledging that there are strong opinions on both sides of the policy debate about the impact of raising the minimum wage, the report cites recent meta- studies that suggests that raising the minimum wage to \$15 per hour may significantly reduce poverty without necessarily reducing available jobs, hours of work available, or likelihood of employment available to disadvantaged individuals.

Kauff, Jacqueline, Lisa Dragoset, Elizabeth Clary, Elizabeth Laird, Libby Makowsky, and Emily Sama-Miller. *Reaching the Underserved Elderly and Working Poor in SNAP: Evaluation Findings from the Fiscal Year 2009 Pilots*. Princeton, NJ: Mathematica Policy Research, Incorporated, April 2014. <http://www.fns.usda.gov/reaching-underserved-elderly-and-working-poor-snap-evaluation-findings-fiscal-year-2009-pilots>.

This study evaluates six SNAP (not SNAP E&T) demonstration projects that attempted to increase SNAP access. Three of the projects targeted the elderly and three the working poor. The evaluation sought to gain an understanding of the design, implementation, and operations of the demonstrations, assess the outcomes and effects of the demonstrations on SNAP applications and participation, and estimate demonstration costs. To analyze outcomes, the study team looked at whether SNAP enrollment increased among the targeted groups relative to enrollment in States that did not have demonstration grants. The study did not find positive enrollment outcomes: “In no state did [the researchers] find statistically significant effects of the demonstrations on the number of applications processed after controlling for other factors.”

Kaz, David. *Washington State’s Basic Food Employment & Training Program*. Seattle, WA: Seattle Jobs Initiative, June 2014. www.aecf.org/m/resourcedoc/sji-WashingtonStatesFoodEmploymentTraining-2014.pdf.

This study examines the implementation of Washington’s SNAP E&T program (BFET). It looks at the program’s planning stages, the program’s structure, its community college and CBO partnerships, program advocacy and challenges, and program growth and outcomes. The report provides some general information about employment outcomes for BFET participants. Between 2007 and 2014, Washington’s BFET program increased the number of annual SNAP E&T participants nearly ten-fold (from less than 3,000 to over 28,000)

and the total program expenditures nearly twenty-fold (from \$1.5 million to over \$29 million). SNAP E&T program operators now include all 34 community colleges in the State, as well as 31 community-based organizations. The program services are currently focused on “skill-building” with more than half of all SNAP E&T participants receiving education and training services. Employment outcomes available as of 2010 for an early group of program graduates showed that well over half of all participants were employed one year after leaving SNAP E&T services with an average hourly wage over \$10.

Kemple, James J. *Career Academies: Long-Term Impacts on Labor Market Outcomes, Educational Attainment, and Transitions to Adulthood*. New York, NY: MDRC, June 2008. http://www.mdrc.org/sites/default/files/full_50.pdf.

This report provides the findings from a random assignment evaluation of nine Career Academies program sites. Career Academies are high school reform programs that attempt to improve student educational and employment outcomes. They involve small learning communities and technical curricula around a career theme. The evaluation followed participants for eight years past their expected graduation. Researchers find that Career Academies students earn more annually than comparison group members, with wage differences the highest for men. Educational outcomes, however, were no different for Career Academies students versus the comparison group.

King, Christopher T. “The Effectiveness of Publicly Financed Training in the United States: Implications for WIA and Related Programs.” In *Job Training Policy in the United States*, by Christopher J. O’Leary, Robert A. Straits, and Stephen A. Wandner, eds. Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 2004. http://research.upjohn.org/up_press/142/.

This literature review considers “publicly financed, sub-baccalaureate education and training in the United States.” Results from experimental (impact) evaluations are emphasized. The author analyzes these findings and provides his own recommendations, specifically for the reauthorization of WIA. The paper covers a variety of programs, component types and participant groups. Key findings include the following: (1) workforce programs should emphasize combinations of work and training for many, if not most participants; (2) various forms of work-based learning (e.g. on-the-job training and apprenticeships) appear to be highly valued by employers; (3) if a program wants to increase real employment and earnings impacts over the long term, capital-focused occupational skills training is recommended; (4) measurement of short-term outcomes is likely to drive a system toward short-term performance, low-cost services, and participant creaming; (5) programs should increase the emphasis on post-program services designed to increase job retention and career advancement.

Kirby, Gretchen G., Heather Hill, LaDonna Pavetti, Jon Jacobson, Michelle Derr, and Pamela Winston. *Transitional Jobs: Stepping Stones to Unsubsidized Employment*. Princeton, NJ: Mathematica Policy Research, Incorporated, 2002. <http://mathematica-mpr.com/publications/PDFs/transitionalreport.pdf>.

This paper analyzes six transitional jobs (subsidized employment) programs in five States targeting hard-to-employ TANF participants. It focuses on explaining program models, identifying challenges, and describing implementation successes. This is not an outcome or impact study.

Klerman, Jacob Alex. *Evaluation Choices and Challenges for the SNAP E&T Pilot Projects*. Bethesda, MD: Abt Associates, July 2014.
<http://abtassociates.com/AbtAssociates/files/aa/aa90e1ad-3d9e-457d-949e-3abd9a74915e.pdf>.

This paper describes the plans for evaluating the SNAP E&T pilots, examining such issues as “random assignment, capturing entry effects, required sample sizes, outcome and data collection strategies, and the interrelation of the pilots and the evaluation.” No actual findings are available as yet. This paper may be useful for learning more about the context of SNAP E&T.

Klerman, Jacob, Robin Koralek, Ashley Miller, and Katherine Wen. *Job Search Assistance Programs - A Review of the Literature*. Bethesda, MD: Abt Associates, December 2012.
http://www.acf.hhs.gov/sites/default/files/opre/job_search.pdf.

This literature review looks specifically at the effectiveness of job search assistance programs. Although it covers job search assistance programs in general, it focuses on those serving “disadvantaged workers and heads of household.” The literature review was conducted for the U.S. Department of Health and Human Services, Administration for Children and Families. It includes outcomes from the various evaluations and explains service delivery models for each program.

Kogan, Deborah, Fiona Kelley, Catherine M. Casserly, and Evelyn Hawkins. *Study of the Food Stamp Employment and Training Program: Operations, Funding, and Coordination*. Menlo Park, CA: Social Policy Research Associates and SRI International, June 1992.
<http://naldc.nal.usda.gov/naldc/download.xhtml?id=56060&content=PDF>.

This report describes key variations in the design and delivery of SNAP (then Food Stamp) E&T services based on intensive case studies of local E&T programs in 15 States in 1991. The study reviewed the factors that influenced E&T program design decisions at the State and local level, and described the variations in participant targeting, the cost and range of E&T services provided, service sequencing, and the extent of coordination with other publicly-funded workforce development programs. During this period, FNS participation rate performance requirements for serving 50 percent of non-exempt work registrants drove E&T program designs toward high-volume, low-cost interventions.

Koralek, Robin, and Jacob Klerman. *A Framework for Thinking about Job Search Assistance Programs*. Bethesda, MD: Abt Associates, March 2013.
http://www.acf.hhs.gov/sites/default/files/opre/final_dose_kdr_brief.pdf.

This paper offers a framework for analyzing and evaluating job search assistance (JSA) services for recipients of government-funded assistance programs. Relevant dimensions of the framework include program goals and philosophy, activity components, service delivery methods, and steps in the job search process. An overarching research question is whether the services help job seekers find jobs more quickly than they would on their own, help them find better jobs than they would on their own, or both. The authors suggest that the balance achieved among the mechanisms of assistance (job search training and support), training (basic and employability skills), and enforcement (pressure to search intensively and accept job offers) is often critical for increasing effectiveness.

Krantz, John, and Carrie Mayne. *Is Job Training Justified? An Analysis of Job Training Services as Administered by Utah's Department of Workforce Services*. Salt Lake City, UT: Utah Department of Workforce Services, August 2011.
<https://jobs.utah.gov/wi/trainingstudy/trainingstudy.pdf>.

This paper describes the findings from a study of a wide variety of Federally funded training programs (life skills programs, paid and unpaid internships, GED and high school completion programs, occupational training programs and academic degree programs) administered by the State of Utah's Department of Workforce Services between 2002 and 2006. The study used rigorous quasi-experimental research methods (propensity score matching) to assess the net impacts of the training programs. Findings suggest that longer-term occupational skills training programs are more likely than others to have employment and earnings benefits that are sustained over long periods of time.

Kushner, Jonah. *Chicago Neighborhood JobStart Full Evaluation Report: A Transitional Jobs Response to the Great Recession*. Chicago, IL: Social Impact Research Center, February 2012.
http://www.issuelab.org/click/download1/chicago_neighborhood_job_start_summary_evaluation_report_a_transitional_jobs_response_to_the_great_recession.

This report describes how the Chicago Neighborhood JobStart transitional job program wove together resources from local foundations with TANF Emergency Fund dollars to create a short-lived subsidized jobs program for adults and youth operated by twelve community groups during the Great Recession (in 2010). The goal of JobStart was to help participants in high-poverty neighborhoods transition to unsubsidized employment. Services included job readiness training, subsidized employment, case management, academic training, and placement supports. Although the program increased earnings for participants, the limited time available for program implementation (4 months) prevented the program from realizing its goals for placing participants into unsubsidized employment.

Labor Market and Career Information of the Texas Workforce Commission. *Supplemental Nutrition Assistance Program Employment and Training 2003-2004 Exit Cohort 5-Year Longitudinal Study*. Austin, TX: Texas Workforce Commission, 2009.
http://www.lmci.state.tx.us/researchers/Automated/Downloads/FinalReport07-08/5yr_LS_PDFs/SNAP_ET_5YRLS.pdf.

This outcomes brief examines outcomes (earnings and employment) for the members of a Texas SNAP E&T exit cohort both at the time of exit from the program and four years after exit. The outcomes for this cohort are further categorized by gender, race, services received, and employer industry. Overall employment for the cohort in 4th Quarter 2004 was 48.8 percent with median quarterly earnings of \$2,458. Five years after exit in 4th Quarter 2008, SNAP E&T General Population had the highest employment with 49.0 percent employed, while ABAWDs again had the highest median quarterly earnings with \$4,114. Overall employment for the cohort in the 4th Quarter of 2008 was 47.1 percent with median quarterly earnings of \$3,912.”

———. *Supplemental Nutrition Assistance Program Employment and Training 2007-2008 Exit Cohort*. Austin, TX: Texas Workforce Commission, 2009.
http://www.lmci.state.tx.us/researchers/Automated/Downloads/FinalReport07-08/ExitCohorts/SNAP_ET.pdf.

This brief provides earnings and employment outcomes for the members of a Texas SNAP E&T exit cohort a year following program exit. The outcomes for this cohort are further categorized by gender, race, services received, employer industry, and postsecondary enrollment location. Among other outcomes, the study finds that “Overall, 48.1 percent of the cohort was employed in 4th Quarter 2008 with median earnings of \$2,850.”

Lee, Bong Joo, Robert Goerge, Mairead Reidy, J. Lee Kreader, Annie Georges, Robert L. Wagmiller Jr., Jane Staveley, David Stevens, and Ann Dryden Witte. *Child Care Subsidy Use and Employment Outcomes of TANF Mothers During the Early Years of Welfare Reform: A Three-State Study*. Chicago, IL: Chapin Hall Center for Children at the University of Chicago, 2004.
http://www.chapinhall.org/sites/default/files/old_reports/328.pdf.

This paper examines employment outcomes among single mothers receiving TANF, or who had recently left TANF, as these outcomes relate to childcare subsidy take-up and type of childcare used. Employment outcomes and subsidy use patterns are examined for participants in three States. The authors find a positive correlation between employment and subsidy use, but note that they do not look for causality.

Livermore, Gina, Arif Mamun, Jody Schimmel, and Sarah Prenovitz. *Executive Summary of the Seventh Ticket to Work Evaluation Report*. Princeton, NJ: Mathematica Policy Research, Incorporated, July 30, 2013. http://www.mathematica-mpr.com/~media/publications/PDFs/disability/ES_7th_TTW_rpt.pdf.

This evaluation examines the key findings of a study of the Ticket to Work and Self-Sufficiency Program (TTW), which was established to enhance the accessibility and quality of vocational rehabilitation and employment services for Social Security disability beneficiaries and, in turn, to help these individuals sustain their employment. Providing an overview of the previous six reports on TTW, as well as findings from the seventh and final report, this evaluation examines the employment impacts and outcomes associated with the

program. The authors find that TTW and similar programs have a limited but positive impact on employment among Social Security disability beneficiaries.

Loprest, Pamela, and Lindsay Giesen. *Early Lessons from the Work Support Strategies Initiative: North Carolina*. Washington D.C.: The Urban Institute, 2013. www.urban.org/sites/default/files/alfresco/publication-pdfs/412793-Early-Lessons-from-the-Work-Support-Strategies-Initiative-North-Carolina.PDF.

This paper reports on initial findings from a study of the Work Support Strategies Initiative in North Carolina. Funded by foundations, this initiative aimed to reduce barriers to applying for benefits by unifying systems that had previously been separate. This document reports qualitative findings from interviews with key staff members across the State, but does not provide any outcome or impact findings. Interviews revealed that State and county workers learned a new approach to helping clients—in the past, programs including TANF, SNAP, Medicaid, and childcare were operated in silos, but through the initiative, the State worked to create a “no wrong door” approach to services so that “families will tell their story once and receive the services they need.” The initiative was tied with the concurrent development of an automated eligibility system that families could use to apply to multiple benefits at once. Reported challenges included creating alignment between State agencies and the counties that implemented programs on the ground.

Lower-Basch, Elizabeth, and Helly Lee. *SNAP E&T Pilots*. Washington D.C.: Center for Law and Social Policy, May 2014. <http://www.clasp.org/highlights/snap-et-pilots>.

This brief on SNAP E&T pilots includes information on existing SNAP E&T programs and provides recommendations for the most recent round of pilot programs. This brief does not report outcomes or impacts, nor does it look at specific populations.

Maguire, Sheila, Joshua Freely, Carol Clymer, Maureen Conway, and Deena Schwartz. *Tuning in to Local Labor Markets: Findings from the Sectoral Employment Impact Study*. Philadelphia, PA: Public/Private Ventures, 2010. <http://www.aspenwsi.org/wordpress/wp-content/uploads/TuningIntoLocalLaborMarkets.pdf>.

This report provides net impact findings from a randomized control trial study of the Sectoral Employment Initiative (SEI), funded by the Charles Stewart Mott Foundation. Workforce projects in this initiative provided services and activities focused on meeting the needs of specific industry sectors and designed to help low-income workers acquire the specific skills they need to fill available positions. The study finds that program participants earned an average of about \$4,500 more than members of the control group over the course of the study (an 18 percent advantage) and that they earned \$4,000 more in the second year alone (a 29 percent difference). Study participants were also more likely to find employment, work more consistently, work in jobs that paid higher wages, and work in jobs that offered benefits. Program participation generated earnings gains for each subgroup analyzed, including African Americans, Latinos, immigrants, formerly incarcerated individuals, and young adults.

Martinson, Karin. *Partnering with Employers to Promote Job Advancement for Low-Skill Individuals*. Washington D.C.: National Institute for Literacy, 2010.
<http://eric.ed.gov/?id=ED521235>.

This paper explores the relationship between workforce system partnerships with employers and improved economic outcomes for low-skill workers and businesses. It provides “policy considerations for creating and sustaining partnerships” and reports no outcomes or impacts.

Martinson, Karin, and Karen Gardiner. *Improving the Economic Prospects of Low-Income Individuals through Career Pathways Programs: The Pathways for Advancing Careers and Education Evaluation*. OPRE Report # 2014-17, Washington, DC: Office of Planning, Research and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services, 2014.
http://www.acf.hhs.gov/sites/default/files/opre/pace_policy_brief_8_21_2015_b508.pdf

This report describes nine career pathways programs for healthcare occupations included in the Pathways for Advancing Careers and Education (PACE) project and presents the research questions guiding a study evaluating this project. PACE is a national effort funded by the Department of Health and Human Services. The study assesses the net impact of the career pathways model using a random control trial (RCT) experimental research design. This research design may be useful in assessing other programs and systems-change initiatives that seek to integrate basic and academic skills training with academic and non-academic student supports. Findings from the net impact study were not yet available when the report was written.

Martinson, Karin, and Pamela Holcomb. *Innovative Employment Approaches and Programs for Low-Income Families*. Washington D.C.: The Urban Institute, February 2007.
<http://www.urban.org/sites/default/files/alfresco/publication-pdfs/411467-Innovative-Employment-Approaches-and-Programs-for-Low-Income-Families.PDF>.

This literature review analyzes a variety of promising employment interventions and programs geared towards low-income individuals. The authors acknowledge that many of the studies included are not rigorous evaluations; therefore, this review as a whole should be used as a guiding document for program administration staff looking to improve outcomes.

Martinson, Karin, and Julie Strawn. *Built to Last: Why Skills Matter for Long-Run Success in Welfare Reform*. Washington D.C.: Center for Law and Social Policy, April 2003.
<http://www.clasp.org/resources-and-publications/files/0119.pdf>.

This paper reviews TANF policies at both the Federal and State levels to make the case for lifting current education and training restrictions. The authors cite research findings that show enhanced employment and earnings outcomes as a result of effective education and training programs. This paper does not provide original outcome or impact findings and should be considered a literature review.

Martin, Vanessa, and Joseph Broadus. *Enhancing GED Instruction to Prepare Students for College and Careers: Early Success in LaGuardia Community College's Bridge to Health and Business Program*. New York, NY: MDRC, May 2013.
http://www.mdrc.org/sites/default/files/Enhancing_GED_Instruction_brief.pdf.

This brief highlights key findings, including impacts and outcomes, from a random assignment evaluation of a specialized GED instruction program. Impacts and outcomes examined by the study include GED attainment, enrollment and continuation in both postsecondary education and training, and overall educational achievement. Overall, researchers find that "One year after enrolling in the program, Bridge students were far more likely to have completed the course, passed the GED exam, and enrolled in college than students in a more traditional GED preparation course."

Mastri, Annalisa, Emily Sama-Miller, and Andrew Clarkwest. *Employment Strategies for Low-Income Adults Evidence Review: Standards and Methods*. Princeton, NJ: Mathematica Policy Research, Incorporated, May 2015.
http://www.acf.hhs.gov/sites/default/files/opre/employment_strategies_for_low_income_adults_evidence_review.pdf.

This report is part of a larger literature review project that will examine the effectiveness of employment and training programs for low-income adults by looking at studies that compare the outcomes of program participants to those of a comparison group and have been published since 1990. This particular report details the researchers' plans for finding studies to include in the forthcoming literature review.

Matsudaira, Jordan D., and Rebecca M. Blank. "The Impact of Earnings Disregards on the Behavior of Low Income Families." National Bureau of Economic Research Working Paper No. 14038, Cambridge, MA, 2008. <http://www.nber.org/papers/w14038>.

This report compares employment and income rates for single mothers receiving welfare (post welfare reform) in States with different levels of earnings disregards. It finds that higher levels of income disregards (where women could work full time and still receive welfare) had "little effect on labor supply or income." The researchers explain that this is because overall, few women used earnings disregards.

McConnell, Sheena, Irma Perez-Johnson, and Jillian Berk. "Proposal 9: Providing Disadvantaged Workers with Skills to Succeed in the Labor Market." In *Policies to Address Poverty in America*, Melissa S. Kearney and Benjamin H. Harris, eds. 2014.
http://www.hamiltonproject.org/assets/legacy/files/downloads_and_links/disadvantaged_workers_skills_McConnell_Perez_Johnson_Berk.pdf.

This brief advocates for increasing the funding for vocational training for disadvantaged workers within the WIA Adult Program and for using evidence-based approaches to improve available trainings. This brief does not provide original outcome findings; however, it does highlight studies providing outcome data.

Michalopoulos, Charles. Making Work Pay: Final Report on the Self-Sufficiency Project for Long-Term Welfare Recipients. Ottawa, ON: Social Research and Demonstration Corporation, 2002. http://www.mdrc.org/sites/default/files/full_435.pdf

This net impact evaluation uses a randomized control trial (RCT) methodology to examine the effectiveness of the Self-Sufficiency Project, a Canadian program that provided a temporary earnings supplement to single parents who were long-time Income Assistance (IA) recipients. If the recipient remained employed full-time and did not receive IA, he or she was eligible to receive the earnings supplement for up to three years. SSP increased employment, earnings, and income and reduced welfare use; however, the effect of the program was small after the supplements stopped. Additionally, the authors find that the earnings supplement resulted in greater effects when it was combined with other job-related services. The cost-benefit analysis component of the report reveals that the Self-Sufficiency Project benefited society as a whole, with the cost of the program estimated to be less than the value of its benefits.

Miller, Cynthia, Victoria Deitch, and Aaron Hill. *Can Low-Income Single Parents Move up in the Labor Market? Findings from the Employment Retention and Advancement Project. Practitioner Brief*. New York, NY: MDRC, 2011. <http://eric.ed.gov/?id=ED517054>.

This descriptive analysis brief examines data for the full participant population of a random assignment study of the Employment Retention and Advancement (ERA) project. While this brief does not examine impacts from the ERA study, it does examine work and earnings outcomes, participant characteristics, and participant pathways among the single parents in the study who were either current or recent TANF recipients.

Mohan, Lavanya. *Washington's Basic Food Employment & Training Program (BFET)*. Washington D.C.: Center for Law and Social Policy, May 2014. <http://www.clasp.org/highlights/washingtons-basic-food-employment-training-program-bfet>.

This brief provides information on Washington's BFET (SNAP E&T) program, which delivers services (including job search, job search training, educational services, skills training, and support services) by way of partnerships with community colleges and CBOs. Although the brief includes a small section on program outcomes, the focus is on program features and implementation challenges.

Mohan, Lavanya, and Helly Lee. *Minnesota's Pay-for-Performance Pilot Program*. Washington D.C.: Center for Law and Social Policy, July 2014. <http://www.clasp.org/highlights/minnesotas-pay-for-performance-snap-employment-and-training-pilot-program>.

This brief presents implementation information from Minnesota's promising pilot SNAP E&T program, which was implemented in 2012. In this program, SNAP E&T funding is used to provide career navigation and support services after participants have been a part

of one of the three career pathways programs. There is a very small outcomes section in this brief.

National Advisory Committee on Rural Health and Human Services. *The Need to Integrate Work Programs for Low-Income Rural Residents*. Washington D.C.: U.S. Department of Health and Human Services, December 2012.
<http://www.hrsa.gov/advisorycommittees/rural/publications/ruralworkforcebrief2012.pdf>.

This policy brief examines Federal workforce programs (such as TANF, WIA, and CCDF) and the challenges they face in rural communities. The authors argue for integrated funding streams in rural areas. There are no outcomes or impacts included in this paper.

National Skills Coalition. *Supplemental Nutrition Assistance Program Employment & Training (SNAP E&T): Short Summary of Provisions Under 2014 Farm Bill*. Washington D.C.: National Skills Coalition, February 2014.
<http://www.nationalskillscoalition.org/resources/publications/file/short-summary-snap-et-provisions-2014-farm-bill-2.pdf>

This study highlights the provisions of the 2014 Farm Bill that have the potential to enhance and strengthen SNAP E&T programs. Provisions with a projected positive impact include 1) timely and efficient allocation of Federal funds for program improvements, 2) increased performance monitoring at both the State and Federal level, and 3) opportunities for pilot projects to try out innovative practices.

National Skills Coalition. *Training Policy in Brief: SNAP Employment and Training Program*. Washington D.C.: National Skills Coalition, February 2012.
http://www.nationalskillscoalition.org/resources/publications/file/NSC_TPIB_SNAP_2012-02.pdf.

This policy brief provides potentially useful background information on the SNAP E&T program, including participants served, legislation, eligibility, funding, and relationship to other programs. It does not report on any studies or evaluations.

National Skills Coalition. *Aligned by Design: WIOA and Supplemental Nutrition Assistance Program Employment & Training*. Washington D.C.: National Skills Coalition, 2015.
<http://www.nationalskillscoalition.org/resources/publications/file/2015-07-Aligned-by-Design-WIOA-SNAP-ET.pdf>.

This brief suggests strategies for aligning WIOA with the SNAP E&T program and provides short overviews of both programs. The document is designed to provide States with ideas to consider during their WIOA planning processes.

Nightingale, Demetra Smith. *Work-Related Resources and Services: Implications for TANF*. Washington D.C.: The Urban Institute, 1997.
<http://www.urban.org/sites/default/files/alfresco/publication-pdfs/307039-Work-Related-Resources-and-Services.PDF>.

This brief describes the employment and training programs and related resources that States provided prior to TANF. The author does not discuss the effectiveness of these programs. No outcomes or impacts are included in the report. The report may be useful in categorizing different types of work-related programs.

Pavetti, LaDonna, Liz Schott, and Elizabeth Lower-Basch. *Creating Subsidized Employment Opportunities for Low-Income Parents: The Legacy of the TANF Emergency Fund*. Washington D.C.: Center on Budget and Policy Priorities and Center for Law and Social Policy, February 16, 2011. <http://www.cbpp.org/sites/default/files/atoms/files/2-16-11tanf.pdf>.

This process study examines the variety of ways in which States implemented flexible TANF Emergency Funds to support subsidized employment programs. This paper does not include outcomes or impacts.

Perez-Johnson, Irma, Quinn Moore, and Robert Santillano. *Improving the Effectiveness of Individual Training Accounts: Long-Term Findings from an Experimental Evaluation of Three Service Delivery Models: Final Report*. Princeton, NJ: Mathematica Policy Research, Incorporated, October 2011. http://www.mathematica-mpr.com/~media/publications/PDFs/labor/ITA_fnlrpt.pdf.

This study compares the relative impacts of three different ways of delivering Individual Training Account (ITA) services to WIA participants. The impacts discussed in this report are those measured during a period six to eight years following program enrollment. Overall, the researchers find that “levels of labor force participation and employment were similar for customers in all three models throughout the follow-up period. Based on survey data that collected information on job start and stop dates, customers in all three models were employed for about four-fifths of the final eight quarters of the follow-up period. There were some differences by model in terms of the likelihood of finding employment related to training and the amount of time spent in high wage jobs.

Puma, Michael J., and Nancy R. Burstein. “The National Evaluation of the Food Stamp Employment and Training Program.” *Journal of Policy Analysis and Management* 13, no. 2 (1994): 311–30. <http://onlinelibrary.wiley.com/doi/10.2307/3325016/abstract>.

This article discusses the impact findings of a national experimental study of the 1988 SNAP E&T cohort. The authors examine participant characteristics and services received under SNAP E&T. Ultimately, the authors conclude that the SNAP E&T program had no impact on the earnings and employment rates of participants.

Rademacher, Ida. *Working with Value: Industry-Specific Approaches to Workforce Development : A Synthesis of Findings*. Washington, D.C.: The Aspen Institute, Economic Opportunities Program, 2002. <https://www.aspeninstitute.org/sites/default/files/content/docs/WORKWITHVALUESYNTHESES.PDF>

This study tracked the outcomes of participants in six foundation-funded sectoral strategy programs that included vocational training and/or work experience. The earnings and income of the low-income participants were tracked for two years following each program's end. Findings were generally positive: "For example, among those who worked, median personal earnings rose from \$8,580 at baseline to \$14,040 in the year following training to \$17,732 in the second year after training. Further, the percentage of respondents who worked at some point during the year prior to responding to the survey went from 74 percent before training to 94 percent after training. The percentage of individuals who were working year-round went from 23 percent prior to training to 55 percent in the first year following training to 66 percent in the second year following training."

Rangarajan, Anu, Alicia Meckstroth, and Tim Novak. *The Effectiveness of the Postemployment Services Demonstration: Preliminary Findings*. Princeton, NJ: Mathematica Policy Research, Incorporated, 1998. <http://www.mathematica-mpr.com/publications/PDFs/IMPACT.PDF>.

This study examines the impacts of the Postemployment Services Demonstration, which aimed to improve job retention and reemployment and reduce welfare dependency among newly employed welfare recipients by providing case management services and temporary financial support. The researchers found "small or modest effects" in three of the four sites: "one site was modestly successful, with consistent patterns of increased job retention, increases in employment and earnings, and significant reductions in welfare dependency among those in the program group compared with those in the control group. Two other sites exhibited effects similar to those of the first site, although they were smaller and generally not significant. In the fourth site, [the researchers] actually observe opposite (although insignificant) effects--lower earnings and increases in welfare.

Ravallion, Martin. *Appraising Workfare Programs*. Washington D.C.: World Bank Publications, 1998. http://books.google.com/books?hl=en&lr=&id=a6050I_pN4C&oi=fnd&pg=PA3&dq=%22I+will+also+note+the+implications+of+a+high+discount+rate,+such+that+a+low+value+is%22+%22calculations+can+be+deceptive+if+the+budget+is+not+exogenous.+This+can%22+&ots=ZsXXKM_XMo&sig=Z8qdv0yB5sJWrTeATZO1GMTh_rA.

This document describes a model for quickly assessing a workfare program without going through a large, formal evaluation process. The author calls the model a "cost effectiveness estimate." It considers the tradeoffs inherent in workfare and provides a formula for calculating possible program benefit. Note that this is an older study, from prior to 2000. It may provide useful background about workfare programs, but it is not an outcome or impact study.

Reed, Debbie, Albert Yung-Hsu Liu, Rebecca Kleinman, Annalisa Mastro, Davin Reed, Samina Sattar, and Jessica Ziegler. *An Effectiveness Assessment and Cost-Benefit Analysis of*

Registered Apprenticeship in 10 States. Princeton, NJ: Mathematica Policy Research, 2012. http://wdr.doleta.gov/research/FullText_Documents/ETAOP_2012_10.pdf.

Using both impact-study and cost-benefit research designs, this evaluation examines the Registered Apprenticeship (RA) program in 10 States. The evaluation seeks to determine the earnings and employment impacts among RA participants, as well as the overall social benefit of the program relative to its costs. The authors focus on female RA participants, highlighting their specific barriers and providing best practices for supporting female success. Overall, the evaluation finds that RA participants received substantially higher earnings than non-participants, and that the social benefits largely outweighed the costs.

Riccio, James. *Promoting Employment Stability and Advancement Among Low-Income Adults*. New York, NY: MDRC, March 2013. http://www.mdrc.org/sites/default/files/promoting_employment_stability.pdf.

This two-page policy brief highlights innovative employment advancement programs for low-income workers. Based on the findings of prior studies, the author provides recommendations for continued advancement program experimentation and sector-based approaches.

Riccio, James A. *Sustained Earnings Gains for Residents in a Public Housing Jobs Program: Seven-Year Findings from the Jobs-Plus Demonstration*. New York, NY: MDRC, January 2010. http://www.mdrc.org/sites/default/files/policybrief_33.pdf.

This findings brief reports on a study that uses random-assignment methodology to examine the seven-year impacts of the Jobs-Plus Demonstration. In addition to employment and training, the Jobs-Plus program provided additional supports, such as rent reduction, to public housing resident participants who worked. The brief focuses on the public housing sites with the most positive impacts. The study finds that the Jobs-Plus Model “caused a 16 percent increase in average annual earnings over the full seven years for non-disabled, working-age public housing residents.” These earnings gains continued over the three years following the end of the Jobs-Plus program. Positive results were observed for residents with a variety of different demographic characteristics.

Ridley, Neil, and Elizabeth Kenefick. *Research Shows the Effectiveness of Workforce Programs*. Washington D.C.: CLASP, May 2011. <http://www.clasp.org/resources-and-publications/files/workforce-effectiveness.pdf>.

This report is a literature review that briefly summarizes evidence on the effectiveness of workforce programs implemented since 2000. Because it is a literature review, programs with multiple funding sources and component types are included, but the focus is on Federally funded workforce programs for low-income individuals. The report points out that a number of studies have found positive employment and earnings outcomes for participants in such programs. The report highlights sectoral strategies and integrated learning as promising strategies, and summarizes the results of several experimental and quasi-experimental studies of those approaches.

Roder, Anne, and Mark Elliott. *Stimulating Opportunity: An Evaluation of ARRA-Funded Subsidized Employment Programs*. New York, NY: Economic Mobility Corporation, 2013. <http://economicmobilitycorp.org/uploads/stimulating-opportunity-full-report.pdf>.

This study examines the effectiveness of ARRA-funded subsidized employment programs in promoting reemployment among unemployed adults while also enhancing job growth and assisting employers in meeting their workforce needs. Outcomes are included for program participants across four sites, as well as for participating nonprofit and for-profit employers. The authors find that subsidized employment programs can enhance earnings and employment outcomes among low-income unemployed individuals.

Rosenbaum, Dorothy. *The Relationship Between SNAP and Work Among Low-Income Households*. Washington D.C.: Center on Budget and Policy Priorities, 2013. <http://www.cbpp.org/research/the-relationship-between-snap-and-work-among-low-income-households>.

This study provides a descriptive analysis of labor force participation rates among SNAP recipients and documents the ways in which SNAP supports work participation. There are no impacts or outcomes reported in this study, and no employment, training, or support interventions are described. The data used to inform this study were taken from the SNAP Quality Control Household Characteristics data for fiscal year 2011 and prior years.

Rosenberg, Linda, Mark Strayer, Stephanie Boraas, Brittany English, and Deanna Khemani. *Providing Services to Veterans Through the Public Workforce System: Descriptive Findings from the WIA Gold Standard Evaluation: Volume 1*. Princeton, NJ: Mathematica Policy Research, Incorporated, May 2015. http://www.mathematica-mpr.com/~media/publications/pdfs/labor/veteranspublicworkforce_vol1.pdf.

This report describes the services that veterans receive through the public workforce investment system. It is based primarily on site visits to 28 American Job Centers, as well as some administrative data. Texas and Pennsylvania are used as case studies, but services to veterans nationally are considered. This is not an impact study, but employment outcomes for veterans involved in the program are reported, with a focus on veterans from Texas and Pennsylvania.

Rotz, Dana, Nan Maxwell, and Adam Dunn. *Economic Self-Sufficiency and Life Stability One Year After Starting a Social Enterprise Job*. Princeton, NJ: Mathematica Policy Research, Incorporated, January 13, 2015. <http://redf.org/wordpress/wp-content/uploads/2015/02/REDF-MJS-Final-Report.pdf>.

This study examines the outcomes—and, to a limited extent, the impacts—of a social enterprise-based transitional job program on the economic self-sufficiency and life-stability rates of the hard-to-employ individuals who participated in the program. Self-sufficiency was measured by employment rates, as well as by the income supports received. Life stability indicators included outcomes related to housing, recidivism, physical health,

mental health, and substance abuse. The authors find that economic self-sufficiency increased in the year following participation in a transitional job with a social enterprise; that the job experience helped workers stabilize their lives; and that self-sufficiency and life stability increased with the post-program supports. The study's cost-benefit analysis concludes that the transitional job program provided value to society that exceeded the program's cost.

Schimmel, Jody, Allison Roche, and Gina Livermore. Evaluation of the Recent Experience of the Work Incentives Planning and Assistance (WIPA) Program: Beneficiaries Served, Services Provided, and Program Costs. Princeton, NJ: Mathematica Policy Research, Incorporated, 2011. http://www.mathematica-mpr.org/publications/PDFs/disability/WIPA_update.pdf.

This resource is an evaluation of the Work Incentives Planning and Assistance Program (WIPA), funded by the Social Security Administration in 2010 and 2011 and designed to provide accurate information to individuals with disabilities about work incentive programs and issues. The report examines the participation rates and characteristics of beneficiaries, as well as the types and nature of services received. Additionally, the authors explore how WIPA services relate to beneficiaries' employment and compare the costs of the WIPA program across different sites. The study finds a decrease in beneficiary enrollment from 2010 to 2011, but no change in the characteristics of beneficiaries. The study also reports that WIPA services in 2011 were more intensive than those provided in 2010. The study does not attempt to measure the impact of the WIPA program.

Schultz, Margaret. *Michigan Earn and Learn: An Outcome & Implementation Evaluation of a Transitional Job and Training Program*. Chicago, IL, Social Impact Research Center, April 2014. http://socialimpactresearchcenter.issuelab.org/resource/michigan_earn_and_learn_an_outcome_and_implementation_evaluation_of_a_transitional_job_and_training_program.

This study examines the outcomes of the Michigan Earn and Learn program, which provided transitional jobs, case management, supportive services, subsidized wages, education and training services to disconnected youth, formerly incarcerated people, and chronically unemployed individuals. The study includes an implementation analysis, summarizes lessons learned, and provides recommendations. These recommendations include the following: Providers not embedded in the educational system should come up with creative ways of managing the logistics of offering concurrent training and subsidized employment, such as providing transportation between job and education sites; increased basic skills training must be provided to meet the needs of participants with serious barriers to employment; real time participant data should be used to spur program improvements; because mainstream workforce providers may not be well-equipped to serve populations with barriers, they should seek out ways to understand this population's needs, such as creating an advisory council of former program participants; and programs should emphasize their value to employers, who highlighted the benefits of participation, such as a lowered cost of hiring new employees, in surveys.

Scrivener, Susan, Michael J. Weiss, Alyssa Ratledge, Timothy Rudd, Colleen Sommo, and Hannah Fresques. *Doubling Graduation Rates: Three-Year Effects of CUNY's Accelerated Study in Associate Programs (ASAP) for Developmental Education Students*. New York, NY: MDRC, 2015. http://papers.ssrn.com/sol3/papers.cfm?abstract_id=2571456.

This resource reports on a study of the implementation, impacts, and costs-vs.-benefits of a community college-based program that used basic skills training, education, tuition waivers, and free public transportation to improve educational outcomes. The random-assignment portion of the study examines outcomes for low-income students needing developmental education courses. The study finds that the program doubled graduation rates among participants and substantially improved academic outcomes. This study (published in 2015) shows the largest effects of any MDRC community college reform evaluation.

Smith, Tara C., Christopher T. King, and Daniel G. Schroeder. *Evaluation of Local Workforce Demonstration Projects—Travis County's REM and GEM Projects*. Austin, TX: Ray Marshall Center of the Study of Human and Resources, LBJ School of Public Affairs, The University of Texas at Austin, 2012. <http://repositories.lib.utexas.edu/handle/2152/20413>.

This outcomes evaluation examined two Texas programs, the Rapid Employment Model (REM) and the Gainful Employment Model (GEM), and evaluated their ability to provide participants with occupational training, life skills training, and job search assistance. The evaluation reports labor market outcomes for disadvantaged workers and program outcomes.

Smith, Tara, and Christopher T. King. *Exploratory Return-on-Investment Analysis of Local Workforce Investments*. Austin, TX: Ray Marshall Center of the Study of Human and Resources, LBJ School of Public Affairs, The University of Texas at Austin, 2011. http://wwwhost.utexas.edu/research/cshr/pubs/pdf/Capital_IDEA_ROI_Final_Aug_23_2011.pdf.

This paper reports on a cost-benefit analysis of county-funded workforce development investment in Travis County, Texas. The analysis looks specifically at a program that offers sectoral education and vocational training as well as wraparound services. A quasi-experimental design allows the authors to examine program impacts. Participation in Capital IDEA was associated with a 10.9 percentage point increase in quarterly employment; a 10.8 percentage point gain in monetary eligibility for unemployment insurance benefits (i.e., monetarily eligible based on earnings histories in the event of a job loss); and a \$1,223 increase in average quarterly earnings in relation to the comparison group.

Smith, Tara C., Christopher T. King, and Daniel G. Schroeder. *Local Investments in Workforce Development: 2012 Evaluation Update*. Austin, TX: Ray Marshall Center for the Study of Human Resources, LBJ School of Public Affairs, The University of Texas at Austin, 2012. <http://repositories.lib.utexas.edu/handle/2152/20243>

This report presents findings from an outcome and quasi-experimental impact study of a project in Tarrant County, Texas, that provided occupational skills training of varying lengths in combination with services from seven different community-based agencies to low-income participants. Average quarterly earnings two, six, ten, and 14 quarters after leaving program services are used as outcome and impact measures. Members of the matched comparison group received job search services as unemployment insurance (UI) recipients or as enrollees in local workforce development programs. One program stood out as having stronger outcomes and net impacts than the others. This program offered ongoing coaching supports, support services (such as transportation and childcare subsidies), and longer-term training in occupations verified as having unmet demand.

Stern, Barry E. *Stepping Up: State Developments in SNAP Employment and Training Data*. Washington D.C.: Workforce Data Quality Campaign, March 2015.
http://www.workforcedqc.org/sites/default/files/images/WDQC_SNAPreport-final-web.pdf.

This brief examines best practices in SNAP E&T data collection, case management, employment outcome tracking, and comprehensive data linkages. States are motivated to build robust data collection systems to support program administration as well as to meet new SNAP E&T Federal reporting requirements, the rules for which are being written by USDOL and USDA. This report identifies the following as leading practices: (1) data linkages between SNAP E&T, workforce development and education programs, Unemployment Insurance (UI) wage record data, other general assistance programs, and the States' longitudinal data systems being developed under the Workforce Data Quality Initiative (WDQI), and (2) the use of these linked data systems to study the effectiveness of different SNAP E&T strategies. The report concludes that even States that collect comprehensive data on SNAP E&T participants and annually report their employment and earnings outcomes are underutilizing potential analysis of this information to ascertain which SNAP E&T program components or exposure of SNAP beneficiaries to other workforce development and education programs worked best for whom over the long run.

Tessler, Betsy L., Michael Bangser, Alexandra Pennington, Kelsey Schaberg, and Hannah Dalporto. *Meeting the Needs of Workers and Employers: Implementation of a Sector-Focused Career Advancement Model for Low-Skilled Adults*. New York, NY, MDRC, October 2014.
http://www.mdrc.org/sites/default/files/CEO_WorkAdvanced_FR.pdf?utm_source=MDRC+Updates&utm_campaign=d6b31aa218-October_30_2014&utm_medium=email&utm_term=0_504d5ac165-d6b31aa218-42204669.

This evaluation examines the implementation of the WorkAdvance program, which provided career readiness, occupational skills training, job development, and retention services to low-income job seekers. This model took a sector-targeted approach and had the additional goal of assisting employers find skilled labor. No participant impacts or outcomes are reported in this study.

Trutko, John, Burt S. Barnow, Susan Kessler Beck, and Frances R. Rothstein. *Employment and Training for America's Homeless: Report on the Job Training for the Homeless Demonstration Project*. Arlington, VA: James Bell Associates, 1994.
<http://wdr.doleta.gov/opr/fulltext/94-homeless.pdf>.

This report examines outcomes for homeless individuals in employment and training programs during a four-year demonstration project. Additionally, the report looks at program costs and extracts lessons for future programs serving homeless individuals. Findings include the following: Only a small percentage of the U.S. Homeless Population was being served by DOL Employment and Training Programs; homeless individuals need a wide variety of services and often require links between them; and programs serving homeless individuals should offer comprehensive assessments, ongoing case management, short-term employment, job placement services, and long-term follow up. Based on the study, the authors believe that about one third of homeless participants “in a mature national employment and training program would be likely to secure jobs, and nearly half of those securing jobs would likely be employed 13 weeks later.”

United States Congress, Office of Technology Assessment. *Performance Standards for the Food Stamp Employment and Training Program*. Washington D.C.: Congress of the U.S., Office of Technology Assessment, 1992. <http://ota.fas.org/reports/9228.pdf>

A Congressionally mandated report that compares the Office of Technology Assessment's “model performance standards” with those proposed by FNS. Performance standards were required for the Food Stamp Employment and Training program in 1998 legislation. The report concludes that because the performance standards focus on outcomes rather than impacts, neither the Office of Technology Assessment's “model performance standards” nor FNS's proposed standards would provide an understanding of the Food Stamp Employment and Training program's impact. The report then recommends alternative strategies. Because this is an older report, it provides general context about the E&T program's history rather than recommendations that would be useful today.

U.S. Department of Agriculture, Food and Nutrition Service. *Employment and Training Program Handbook: Preparing State Employment and Training Plans*. Washington D.C.: United States Department of Agriculture, May 2003.
<http://www.fns.usda.gov/sites/default/files/handbook-2003.pdf>.

This document was issued in 2003 to inform States about the Federal requirements for State administration of SNAP E&T programs. It was used for ten years to explain the key features of the E&T program to States. In 2013, FNS published a new handbook.

———. “Food Stamp Employment and Training (E&T) Implementation of the Provisions of the Balanced Budget Act of 1997.” February 20, 1998.
<http://www.fns.usda.gov/sites/default/files/a-BALBUDAC.pdf>

The memorandum informs States about how they will need to redesign their existing E&T programs to address the provisions of the Personal Responsibility and Work Opportunity

Reconciliation Act of 1996 (welfare reform legislation), which create a three month time limit for SNAP eligibility for able-bodied adults without dependents (ABAWDs) unless they are working or participating in a work program 20 hours per week, or are participating in a workfare program.

- . “Final Rule: Employment and Training Provisions of the Farm Security and Rural Investment Act.” Federal Register, Volume 71, No. 11, June 9, 2006.
<http://www.fns.usda.gov/sites/default/files/060906.pdf>

This document presents the rules and regulations for the SNAP E&T program contained in the Farm Security of Rural Investment Act (the Farm Bill) of 2002.

- . *Employment and Training Questions and Answers FY 2008*. Washington D.C.: United States Department of Agriculture, May 23, 2008.
http://www.fns.usda.gov/sites/default/files/052306_0.pdf.

This document provides guidance to State SNAP E&T Program Directors on questions about policies and procedures for FY 2008.

- . *Employment and Training Questions and Answers FY2009*. Washington D.C.: United States Department of Agriculture, April 8, 2009.
<http://www.fns.usda.gov/sites/default/files/040809.pdf>

This document provides guidance to State SNAP E&T Program Directors on questions about policies and procedures for FY2009.

- . “SNAP: Funding Education Components in the Employment and Training Program, Notice to Regional SNAP Directors.” May 27, 2009.
<http://www.fns.usda.gov/sites/default/files/052709.pdf>

This notice to SNAP Regional Directors within the U.S. Department of agriculture cautions that States may apply for the Federal 50 percent match for State or local expenditures for services provided to SNAP recipients only if (1) the services have been approved as a SNAP E&T component in the State's E&T plan, (2) the funds are not being used to supplant non-Federal funds, and (3) the participant has been assigned to the services as part of his/her SNAP E&T plan for self-sufficiency.

- . *Employment and Training Toolkit*. Washington D.C.: United States Department of Agriculture, 2013. http://www.fns.usda.gov/sites/default/files/ET_Toolkit_2013.pdf

This SNAP toolkit was developed by FNS to assist States in planning and implementing E&T Programs that can to help SNAP households gain skills, training, work, or experience that will increase self-sufficiency. The toolkit offers examples of approaches that can be used to develop an E&T program that can meet the needs of SNAP work registrants with a broad array of employment barriers and education and training needs.

———. “USDA to Establish First-Ever SNAP Employment & Training Center of Excellence,” March 12, 2015. <http://www.fns.usda.gov/pressrelease/2015/030215>

In March 2015, FNS designated the Seattle Jobs Initiative and Abt Associates as partners in establishing a Center of Excellence for the SNAP E&T program. As a Center of Excellence, the awardees will serve as a hub to empower all States to build better and stronger E&T programs, and will provide enhanced technical assistance to a targeted group of States. FNS wants to encourage States to use SNAP E&T funding to support post-secondary training to give SNAP participants the skills they need for employment in the contemporary labor market.

———. *SNAP E&T 2014 Farm Bill Pilot Summaries*. Washington D.C.: United States Department of Agriculture, March 20, 2015. <http://www.fns.usda.gov/sites/default/files/snap/SNAP-ET-Pilot-Summaries.pdf>

This document describes the SNAP E&T pilot grants that were proposed by the ten States selected for funding. It includes a description of the project focus (target population and activities to be provided) and the partnerships developed to undertake these pilot projects.

———. *Annual Report to Congress SNAP Employment and Training (E&T) Pilot Projects Authorized by the Agricultural Act of 2014*. Washington D.C.: United States Department of Agriculture, June 17, 2016. <http://www.fns.usda.gov/sites/default/files/snap/SNAP-E-and-T-2016-report.pdf>

This document provides an overview of the 10 SNAP E&T pilot projects and reports on their progress over the past year. It notes that because most of the 10 chosen States did not have the infrastructure in place to deliver the programs they had proposed right away, the first six months of the project have been focused on developing partnerships and MOUs to implement the program. The report also outlines the States’ plans for the next year.

U.S. Department of Agriculture, Office of Communications. “Press Release: USDA Awards \$200 Million for Skills Training to Help SNAP Recipients Get Good Jobs,” March 20, 2015. <http://www.fns.usda.gov/pressrelease/2015/007115>

This press release describes the award of SNAP E&T pilot grants to fund and evaluate pilot projects in 10 States to help Supplemental Nutrition and Assistance Program (SNAP) participants find jobs and work toward self-sufficiency.

U.S. Department of Agriculture, Office of the Secretary. “Incorporating Job-Driven Elements into Employment and Training Programs,” December 16, 2015. http://www.fns.usda.gov/sites/default/files/E&T_121615.pdf

This notice to the field from the U.S. Department of Agriculture, Office of the Secretary, alerts States that the Department of Agriculture places a high priority on "helping SNAP participants gain the skills they need to secure the jobs of the future," and calls on States to

promote cross-system collaboration and incorporate job-driven elements into existing SNAP Employment and Training (E&T) programs.

U.S. Department of Labor, U.S. Department of Commerce, U.S. Department of Education, and U.S. Department of Health and Human Services. *What Works in Job Training: A Synthesis of the Evidence*. Washington D.C.: U.S. Department of Labor, July 2014. <https://www.dol.gov/asp/evaluation/jdt/jdt.pdf>.

This comprehensive literature review examines various job training programs for both adults and youth. The report provides specific examples from evidence-based evaluations of strategies and models with positive results. It also delineates specific evaluation measures to highlight in future studies, including measuring long-term impacts, disaggregating subgroup impacts, evaluating the effectiveness of specific program components, replicating and testing promising models in different settings, measuring and evaluating outcomes of employer engagement, and evaluating access to and use of labor market information.

U.S. Government Accountability Office. *Food Stamp Employment and Training Program: Better Data Needed to Understand Who Is Served and What the Program Achieves*. Washington D.C.: U.S. Government Accountability Office, March 2003. <http://www.gao.gov/assets/240/237571.pdf>.

This report was produced in response to the reduction in Federal funding of the Food Stamps E&T Program in 2002. The report includes details on program participants and program services, and reviews what is known about the program's effectiveness. The report does not provide original outcomes or impacts, but rather calls for better Food Stamps E&T data across State and Federal levels in order to sufficiently evaluate the program and its services. The report was informed by site visits, interviews with program administrators, and document reviews.

———. *Multiple Employment and Training Programs: Providing Information on Colocating Services and Consolidating Administrative Structures Could Promote Efficiencies*. Washington D.C.: U.S. Government Accountability Office, January 2011. <http://www.gao.gov/new.items/d1192.pdf>.

This report reviews evidence from various employment and training programs that may be helpful for determining what is known about effectiveness, delineating which outcomes should be used to determine effectiveness, determining where duplicated efforts may exist, and understanding how to be more effective in program delivery.

Vollinger, Ellen, and Hayes, Laura. *SNAP/Food Stamp Toolkit for Changing Times: Rebranding, Program Improvements and Economic Hardship*. Bethesda, MD: The Hatcher Group and The Food Research Action Center, October 2008. http://frac.org/newsite/wp-content/uploads/2009/09/snap_toolkit.pdf

This toolkit is intended to help States and local areas operating SNAP E&T programs to develop new marketing materials for State E&T programs in light of the increased need for nutrition support programs in the recession, and the renaming of the SNAP program.

Wachen, John, Paul Davis Jenkins, and Michelle Van Noy. *Contextualized College Transition Strategies for Adult Basic Skills Students: Learning from Washington State's I-BEST Program Model*. New York, NY: Community College Research Center, Teachers College, Columbia University, 2010. <http://academiccommons.columbia.edu/catalog/ac:172354>.

This report builds on earlier evaluations of the Integrated Basic Education and Skills Training (I-BEST) program, which provides contextualized basic skills training in community college courses for students in Washington State. This report considers which aspects of the model “best support student learning, progression, and completion.” Through interviews and other forms of qualitative data collection, the evaluators find that solid program structure, the use of two forms of instruction (which might appeal to different learning styles), and efforts to create a positive student experience all led to strong I-BEST programs. The study also notes challenges associated with the model, including fluctuating enrollments and high costs. This report does not provide impact or outcome findings.

Werner, Alan, Catherine Dun Rappaport, Jennifer Bagnell Stuart, and Jennifer Lewis. *Literature Review: Career Pathways Programs*. OPRE Report #2013-24. Washington D.C.: Office of Planning, Research and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services, June 24, 2013. http://www.acf.hhs.gov/sites/default/files/opre/cp_lit_review_final_62613_edits.pdf.

This literature review covers the implementation experiences, outcomes, and impacts of career pathway programs. It was funded as part of the Health Profession Opportunity Grants (HPOG) Program, which was established by the Affordable Care Act of 2010 (ACA) to provide training programs in high-demand healthcare professions to Temporary Assistance for Needy Families (TANF) recipients and other low-income individuals. The literature review reports that “although there is much information in the literature about outcomes for career pathways programs, there is little conclusive evidence as yet about impacts for these programs. To date, there is no completed rigorous impact evaluation of a comprehensive career pathways program; however, several are currently underway in the field.”

Woolsey, Lindsey. *State Sector Strategies Coming of Age: Implications for State Workforce Policymakers*. Washington D.C.: National Governors Association for Best Practices, 2014. <http://www.nga.org/files/live/sites/NGA/files/pdf/2013/1301NGASSSReport.pdf>.

This report analyzes the sector strategy model and explains its variance from traditional workforce and economic development programs. It also provides policy recommendations for creating and operating future programs. No outcomes or impacts are associated with this study.

Yahner, Jennifer, and Janine M. Zweig. *Which Components of Transitional Jobs Programs Work Best? Analysis of Programs for Former Prisoners in the Transitional Jobs Reentry Demonstration*. Washington D.C.: The Urban Institute, 2012. <http://www.urban.org/research/publication/which-components-transitional-jobs-programs-work-best>.

This brief examines the findings from the evaluation of the Transitional Jobs Reentry Demonstration, in which formerly incarcerated individuals were placed in transitional jobs and provided services such as job development assistance, case management, and retention bonuses. This report uses regression-based analysis to determine participant outcomes. It finds that individuals who spent 30 days or more in a transitional job during a six-month period had a greater likelihood of finding unsubsidized employment than those who did not. The additional service components were not found to have an effect on employment or recidivism outcomes.

Zandniapour, Lily, and Maureen Conway. *SEDLP Research Report No. 3: Gaining Ground: The Labor Market Progress of Sectoral Employment Development Programs*. Washington D.C.: The Aspen Institute, 2002. <http://www.aspenwsi.org/resource/sedlp3-gaining-ground/>.

This report highlights the findings from a longitudinal survey taken by participants in the Sectoral Employment Development Learning Project. The report includes data on the employment and earnings outcomes of participants who were a part of an industry-based employment program. The report highlights findings on sub-groups within the sample population, including welfare recipients and non-incumbent workers. The study finds that 82 percent of participants felt their employment prospects were enhanced as a result of participation in the program.