



Expanding Opportunities & Reducing Barriers to Work: Georgia Final Report

Evaluation of Pilot Projects to Promote Work and Increase State Accountability in the Supplemental Nutrition Assistance Program



(Evaluation of USDA, Supplemental Nutrition Assistance Program (SNAP) Employment and Training Pilots)

May 2022

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May 2022

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Glossary

ABAWD	Able-bodied adult without dependents. 18- to 49-year-old adult who is not disabled and does not have dependents
CARES Act	Coronavirus Aid, Relief, and Economic Security Act. An economic stimulus bill signed into law on March 27, 2020 that implemented a variety of programs to address issues related to the onset of the COVID-19 pandemic
CNA	Certified Nursing Assistant
Control group	A group of individuals enrolled in a SNAP Employment and Training (E&T) pilot that was eligible for services available through existing SNAP E&T programs if such programs were available to the control group in the pilot location
DFCS	The Georgia Division of Family and Children Services
Food security	Having access at all times to enough food for an active, healthy life. Individuals who experienced food access limitations due to lack of money or other resources are said to be food insecure
GDOL	Georgia Department of Labor
GED	General Education Development. A group of subject tests which, when passed, certify that the test taker has high school-level academic skills
GWS	Georgia Workforce System
HMO	Health maintenance organization
ICP	Individual career plan
ITT	Intention-to-treat analysis. An analytical method where individuals are evaluated based on their initial random assignment group regardless of whether they received the treatment
LWIA	Local workforce investment area. A group of one or more counties that provide workforce development services
MIS	Management information system
PPO	Preferred provider organization
Random assignment	An experimental technique for assigning individuals enrolled in a SNAP Employment and Training pilot into research groups (a treatment or control group)
Research group	A group of individuals enrolled in a SNAP Employment and Training pilot that was either eligible for enhanced services (a treatment group) or eligible for services available through existing SNAP E&T programs where available (a control group)
SNAP	Supplemental Nutrition Assistance Program. A Federal nutrition assistance program

SNAP E&T	A program that assists SNAP participants in obtaining employment by providing services, such as job search assistance, job skills training, education, work experience, or workfare, and supports, such as assistance with transportation and child care costs
SNAP Works	Existing SNAP E&T services in Georgia
SNAP Works 2.0	The SNAP Employment and Training pilot implemented in Georgia
SSI	Supplemental Security Income. A Federal income supplement program
TABE	Test of Adult Basic Education. A standardized placement test to assess academic readiness
TANF	Temporary Assistance for Needy Families. A Federal grant program designed to help needy families achieve self-sufficiency
Treatment group	A group of individuals enrolled in a SNAP Employment and Training pilot that was eligible for the enhanced set of services developed under the pilot
UI	Unemployment insurance. A Federal program to provide unemployment benefits to eligible workers
USDA	U.S. Department of Agriculture
Very low food security	A severe form of food insecurity characterized by disrupted eating patterns and reduced food intake
WIA	Workforce Investment Act Gold Standard Evaluation. The most recent national study of the Adult and Dislocated Worker program services conducted in 2012
WIC	Supplemental Nutrition Program for Women, Infants, and Children. A Federal assistance program that provides food, health care referrals, and nutrition education to low-income pregnant, breastfeeding, and non-breastfeeding postpartum women, and to infants and children
Work registrant	SNAP participant who has not met any Federal exemptions from SNAP work requirements and is therefore required to register for work

Overview

This report presents findings from the evaluation of a SNAP Employment and Training (SNAP E&T) pilot—SNAP Works 2.0—that was implemented in Georgia from February 2016 to January 2019. This was one of 10 pilots Congress authorized and funded as part of the Agricultural Act of 2014 to offer enhanced SNAP E&T services to assist SNAP participants in obtaining employment. The Georgia Division of Family and Children Services (DFCS) enrolled 5,000 SNAP participants in the pilot, with roughly half randomly assigned to the SNAP Works 2.0 group (eligible for enhanced services and any other employment and training services available in their communities) and the other half assigned to the control group (eligible for existing SNAP E&T services and any other employment and training services available in their communities). DFCS targeted able-bodied adults without dependents (ABAWDS). SNAP Works 2.0 services were mandatory and available in ten counties through service providers that offered individuals in SNAP Works 2.0 access to job search training and assistance, career planning and case management, support services, financial incentives, and access to education and occupational skills training opportunities.

DFCS collaborated with the Georgia Department of Labor and three Local Workforce Investment Agencies to operationalize SNAP Works 2.0 and provide services for its SNAP participants. This entailed investing in and maintaining new partnerships at the State and local levels among agencies that had not previously integrated their service offerings to such a degree. Staff faced persistent challenges engaging ABAWDs in activities. Although many SNAP Works 2.0 group members expressed appreciation for the job search-focused activities offered by GDOL, few believed that these alone would be sufficient to help them attain desired employment. Far fewer individuals than anticipated were able to access occupational skills training, although efforts to improve access showed some success. Despite challenges engaging SNAP Works 2.0 group members in services, SNAP Works 2.0 group members were more likely than control group members to start an activity, complete an activity, and receive support services.

However, their increased engagement did not lead to an increase in earnings over time and generally did not affect rates of SNAP participation. SNAP Works 2.0 did increase the percentage of individuals who were employed, relative to the control group, in a few quarters of Years 1 2, but there was no difference between groups in Year 3. Although SNAP Works 2.0 group members did not earn significantly more than control group members, the net benefit of SNAP Works 2.0 services was positive according to 36-month survey data and negative according to UI wage records.

The potential for SNAP Works 2.0 to have impacts on employment-related outcomes, such as earnings, was likely diminished by many SNAP Works 2.0 group members not starting or completing employment or training-related activities and a small difference in rates of completion between the SNAP Works 2.0 and control groups—the rates of starting these activities were higher for the SNAP Works 2.0 group relative to the control group, but differences between groups in rates of completion were smaller than those for participation. Also, information provided through interviews with program staff, employers, and individuals enrolled in SNAP Works 2.0 provides additional context for the impact findings. Transportation barriers were prevalent among SNAP Works 2.0 group members, for example, and offering support services to meet individuals' needs was hampered by early challenges, although improvements were seen. Nevertheless, attrition from the program before completion was high, and some staff felt this was because more valuable occupational skills trainings were deferred until after participants completed an initial job search. Many participants also held significant educational credentials and/or work experience, and the offerings of the LWIAs may not have been geared towards their needs or interests, despite efforts to broaden the training options available.

Executive summary

The Supplemental Nutrition Assistance Program (SNAP) is the primary source of nutrition assistance for many individuals and families with low incomes. SNAP provides monthly benefits to help participants obtain adequate access to food; for some program participants, it also provides work supports through SNAP Employment and Training (E&T) programs to help them become economically self-sufficient. Although States are required to administer a SNAP E&T program, they have flexibility in determining and designing its services and activities. States typically offer SNAP participants some case management and support services, and a range of activities that include job search assistance or training, occupational skills training, and basic education.

Because SNAP E&T programs are so varied and are administered at the State or local level, information about the most effective approaches for helping SNAP participants gain skills and find work is limited. For this reason, as part of the Agricultural Act of 2014, Congress authorized and funded the SNAP E&T pilots to test innovative strategies for connecting SNAP participants with jobs that would increase their incomes and reduce their need for public assistance. In 2015, the U.S. Department of Agriculture's Food and Nutrition Service (FNS) awarded grants to 10 States—California, Delaware, Georgia, Illinois, Kansas, Georgia, Mississippi, Vermont, Virginia, and Washington—which represented diverse service areas and populations. The pilots varied in whether they operated statewide or only in selected areas, and whether they focused on urban communities, rural communities, or both. The majority of individuals the pilots targeted were unemployed or underemployed and faced significant barriers to employment, such as being homeless or having prior criminal justice involvement or a substance use disorder. Pilots generally expanded the types and amounts of services provided through States' existing SNAP E&T programs. Services typically included (1) a comprehensive skills or clinical assessment to determine an individual's work readiness, skills, and barriers to employment; (2) case management services that developed and supported a detailed individualized work and barrier-reduction plan; and (3) support services,¹ such as transportation assistance, child care, housing assistance, and training or work supplies that helped reduce barriers to both engagement in the pilot and employment. The pilots also offered a range of employment and training-related activities, such as independent job search, job readiness training, job search assistance, basic education, occupational skills training, and work-based learning opportunities (such as subsidized employment, work experience, internships, and work study). Each pilot enrolled 3,000 to 7,000 individuals, for a total of 44,359 individuals across the 10 pilots.

Services are resources provided or administered to individuals, such as assessments, case management, and support services.

Activities are employment or training-related events in which individuals participate, such as job search assistance training, basic education, occupational skills training, or work-based learning.

The authorizing legislation also required a rigorous, longitudinal evaluation of the pilots to assess whether the innovative strategies they used were successful in connecting SNAP participants with jobs that increased their incomes and reduced their need for public assistance benefits. This report summarizes

¹ Referred to as participant reimbursements in the SNAP E&T program; however, for this report, we describe the package of services as support services.

evaluation findings for one State—Georgia.² It provides a detailed description of the pilot’s design and implementation and, using data for up to three years following random assignment, examines the services individuals received and assesses the effectiveness of those services in improving individuals’ outcomes. The report also includes findings from the cost-benefit analysis, which itemizes specific monetary costs and benefits of pilot services and assesses whether the benefits of the services and activities offered through the pilot were large enough to offset their costs.

Georgia pilot background

In February 2016, the Georgia Division of Family and Children Services (DFCS), which administers SNAP, began enrollment in its pilot, SNAP Works 2.0 in 10 counties.³ These counties included both urban and rural areas, and covered areas around Atlanta and in and around Savannah. From February 2016 to February 2018, DFCS enrolled 5,000 SNAP participants into the pilot, targeting able-bodied adults without dependents (ABAWDs).

The State’s existing SNAP E&T program consisted of a mandatory, four-week independent job search activity, and provided some limited support services such as transportation assistance. In contrast, DFCS, in collaboration with the Georgia Department of Labor (GDOL), developed SNAP Works 2.0, also mandatory, to provide more robust job search training, and education and training opportunities, to ABAWDs. Along with job search training and assistance, SNAP Works 2.0 offered career planning and case management, support services, financial incentives, and access to education and occupational skills training opportunities (provided by Local Workforce Investment Agencies [LWIAs] generally after the completion of the job search component).

Evaluation overview

The evaluation included the following four components:

1. An *implementation analysis* that documented the context and operations of each pilot
2. A *participation analysis* that examined the characteristics, participation levels, and service paths of individuals in the pilots
3. An *impact analysis* that identified what works, and for whom, by examining impacts on employment and earnings; public assistance receipt; and other outcomes, such as food security, health, well-being, and housing
4. A *cost-benefit analysis* that estimated the return on each dollar invested in the pilots

The evaluation used an experimental research design in which individuals eligible for SNAP E&T who were enrolled into the pilot were randomly assigned into the SNAP Works 2.0 group or a control group in roughly equivalent numbers. Individuals assigned to the SNAP Works 2.0 group were eligible for the enhanced set of services developed under the pilot, whereas control group members were eligible for services available through the existing SNAP E&T program in the State. Individuals in both the SNAP Works 2.0 and control groups continued to be eligible for any other employment and training services

² Similar reports for each pilot and a summary report are available at www.fns.usda.gov/research-and-analysis.

³ As discussed in Chapter II of this report, the SNAP Works 2.0 pilot operated in nine Georgia counties beginning in January 2017.

available in their communities. Through random assignment, the two groups were, on average, similar across a range of characteristics at the time they enrolled in the pilot. They differed only in the services they subsequently were eligible to receive. This research design allows us to confidently attribute differences in outcomes between the groups to the SNAP Works 2.0 services rather than other potential causes.

For the evaluation, we collected and analyzed several types of data, including the following:

- **Implementation data** from interviews with SNAP Works 2.0 staff and SNAP Works 2.0 group members to understand the planning and implementation of the pilot and provide context for other analyses
- **Administrative service use data** to describe participation in services and activities
- **Unemployment insurance (UI) wage records** to measure employment and earnings
- **SNAP administrative data** to measure participation in SNAP, Temporary Assistance for Needy Families (TANF), and Medicaid, and the amount of SNAP and TANF benefits
- **12- and 36-month follow-up survey data** to provide additional information about individuals' service receipt, employment, and earnings, as well as food security, health, well-being, and housing status
- **Cost data** from grantees and providers, and time-use data to estimate the cost of services and net costs and benefits to individuals, the government, and society

SNAP Works 2.0 overview

DFCS developed SNAP Works 2.0 to expand its service offerings and its collaborations with other service-providing agencies – in support of serving SNAP participants. SNAP Works 2.0 targeted ABAWDs, similar to the existing SNAP E&T program, and originally focused on individuals unemployed for longer than 12 months. Soon after the pilot began enrollment, the target group was expanded to all ABAWDs. In their choice of target group, DFCS administrators sought to support ABAWDs' reattachment to the labor market as the Georgia economy continued to improve following the Great Recession. DFCS and GDOL anticipated that adding coordinated case management and job search assistance services would improve the outcomes of the independent job search-focused existing SNAP E&T program. In selecting the 10 counties in which to offer SNAP Works 2.0 (out of Georgia's 150-plus counties), DFCS prioritized counties that recently or currently had operated existing SNAP E&T, ones with larger relative numbers of ABAWDs, and counties in which GDOL and the collaborating LWIAs had career centers and staff that could serve individuals in SNAP Works 2.0.

DFCS administered SNAP Works 2.0 but partnered with GDOL to provide case management and all job search-related activities. Three Workforce Innovation and Opportunity Act (WIOA)-funded LWIAs were engaged to coordinate education and training services, as DFCS and GDOL administrators originally anticipated that most ABAWDs would lack a high school diploma or equivalent credential and thus expected that about half of all SNAP Works 2.0 group members, after completing an initial job search with support from GDOL, would need education or occupational skills training. A key SNAP Works 2.0 design element was the continuation of the annual SNAP E&T participation mandate for ABAWDs. As was the case in the existing SNAP E&T program, SNAP Works 2.0 group members were required to register for work and conduct job search activities. Individuals in either research group who did not

participate in assigned activities could be sanctioned, that is, their SNAP benefits would be terminated and their eligibility to regain them would be suspended for a set period of time if they did not meet the State's SNAP E&T participation requirements.

The pilot began enrollment in February 2016. Those who were enrolled in the pilot and randomly assigned to the SNAP Works 2.0 group were told that GDOL case managers would contact them to schedule their attendance at a GDOL orientation, after which SNAP Works 2.0 case management and job search training services would start. SNAP Works 2.0 group members who attended orientation subsequently met with GDOL case managers for initial job search assistance and career counseling, underwent assessments, and enrolled in Employ Georgia, GDOL's online job search application. Individuals then attended individual job search counseling sessions and group job search training workshops, both led by GDOL case managers. As noted above, they also could be referred to LWIA case managers, generally after the completion of job search training workshops, to pursue education and occupational skills training services. Individuals randomly assigned to the control group were informed of the reporting requirements of their mandatory independent job search. Subsequently, DFCS staff monitored their job search activity. Only limited case management was available to control group members, and few resources were available through existing SNAP E&T to support education and training services.

Services and activities offered to SNAP Works 2.0 group members included the following:

Job search training and assistance. Through regularly scheduled group-based workshops and one-on-one meetings facilitated by GDOL case managers, SNAP Works 2.0 group members were given assessments, training, and guidance to help them develop and refine career goals and execute successful job searches. Workshops generally lasted between one and two hours and were sequenced over a four- to six-week period. One-on-one meetings were intended to occur roughly on a weekly basis. In early meetings, case managers assessed individuals' aptitudes and interests and suggested career fields and professions for individuals to explore. In those and other meetings, case managers reemphasized key concepts communicated in the workshops, advised individuals on their job searches, and monitored their efforts.

Education and occupational skills training. After completing some job search training and job search activities, engaged and interested individuals could pursue occupational skills training courses or enroll in approved courses at educational institutions, coordinated by LWIA case managers. Take-up of education and occupational skills training, however, was much lower than what was originally anticipated. Many individuals exited SNAP Works 2.0 before the required job search activities were over and before education or training opportunities could be offered. Even after GDOL implemented approaches geared towards increasing participation and promoting education and training services earlier in its service flows, education and training participation remained very low.

Case management and support services. SNAP Works 2.0 group members received case management primarily from GDOL case managers, who were responsible for monitoring and coordinating service delivery by all providers. Individuals pursuing education or training also would receive case management from LWIA staff. GDOL case managers also made referrals as necessary to external service providers, for example, to community vocational rehabilitation providers for physical rehabilitation and/or mental health services. GDOL case managers provided case management throughout the employment services period and afterwards, for as long as individuals requested them or until 90 days after employment had been secured.

DFCS staff coordinated support services while SNAP Works 2.0 group members were receiving services through GDOL. If individuals were ultimately served by LWIA staff, responsibility for providing supports transitioned to LWIA case managers. Most active SNAP Works 2.0 group members requested transportation support, which could be provided in the form of reimbursement checks for personally-funded travel expenses, public transportation passes where transit options existed, or van services scheduled for particular individuals without access to public or private transportation. Even with this support, however, transportation issues were reported as common: Reimbursement checks arrived with delays, and van service was often unreliable.

To promote engagement in SNAP Works 2.0 services, DFCS eventually began to offer participation incentives, in the form of two \$50 payments. The first payment was disbursed once a SNAP Works 2.0 group member had attended an orientation at GDOL and attended a first one-on-one meeting with a case manager, among other requirements. The second payment was disbursed after an individual had satisfied the requirements for the first incentive and had attended at least two workshops and completed an assessment.

Participation in SNAP Works 2.0 services and activities

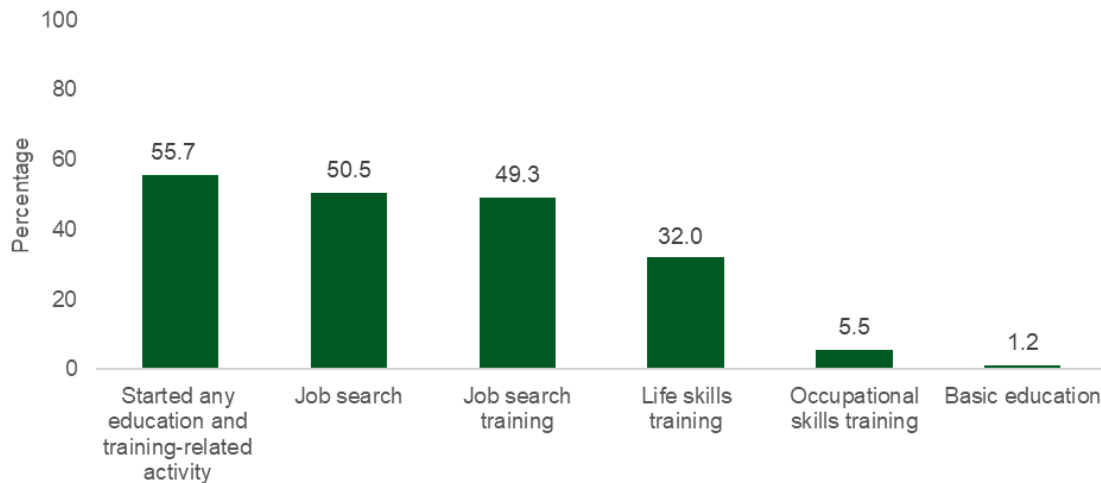
Over half all of the individuals randomly assigned to the SNAP Works 2.0 group engaged in some type of service, meaning they started an assessment or employment or training related activity or received a support service provided by SNAP Works 2.0.⁴ Additionally, slightly more than half of SNAP Works 2.0 group members (56 percent) ultimately started an employment or training-related activity. Individuals most commonly started job search (51 percent), job search training (49 percent), and life skills training (32 percent; Exhibit ES.1). Among individuals who started an activity, completion rates were highest for job search, job search training, and life skills training (100 percent for each activity) and lowest for basic education (52 percent). Only about 3 percent of SNAP Works 2.0 group members obtained a credential, certification, or degree (including GEDs).

Almost all SNAP Works 2.0 group members had at least one contact with a case manager (93 percent), and 25 percent received a support service. Among those who received a support, transportation assistance (14 percent) and legal assistance (10 percent) were most common.

Individuals spent an average of one month engaging with SNAP Works 2.0 activities. Almost all individuals exited SNAP Works 2.0 within their first year (91 percent), with most exiting during the first quarter. Most individuals exited because they never attended orientation (31 percent) or because they found employment (22 percent).

⁴ The measure does not include orientations, case management, or the creation of an Individual Career Plan (ICP).

Exhibit ES.1. Just over half of SNAP Works 2.0 group members started an employment or training-related activity, with most starting job search and job search training



Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 2,483 SNAP Works 2.0 group members.

Differences in service receipt for the SNAP Works 2.0 and control groups

Whether SNAP Works 2.0 impacted individuals' employment, earnings, and receipt of public assistance depends, in part, on whether there were differences between the SNAP Works 2.0 and control groups in their receipt of services and their participation in and completion of activities. To provide context for the impacts of SNAP Works 2.0, we examined differences in service receipt between the two research groups.⁵ Data were collected in the 12- and 36-month follow-up surveys and captured all types of services and activities, regardless of whether they were provided through SNAP Works 2.0, through existing SNAP E&T, or were generally available in the community through programs such as WIOA or through community colleges, nonprofits, or other organizations.

During the three years following random assignment, the SNAP Works 2.0 group was more likely than the control group to participate in job search training activities and in education and training activities. Seventy-three percent of the SNAP Works 2.0 group participated in a job search training or assistance activity or in an education or training activity compared to 52 percent of the control group (Exhibit ES.2). In addition, the SNAP Works 2.0 group was more likely than the control group to participate in job search training or assistance activities (24 percentage point difference) and education or training activities (11 percentage point difference). This significant difference between the SNAP Works 2.0 and control groups in rates of participation was observed for Years 1 and 2, but not for Year 3.

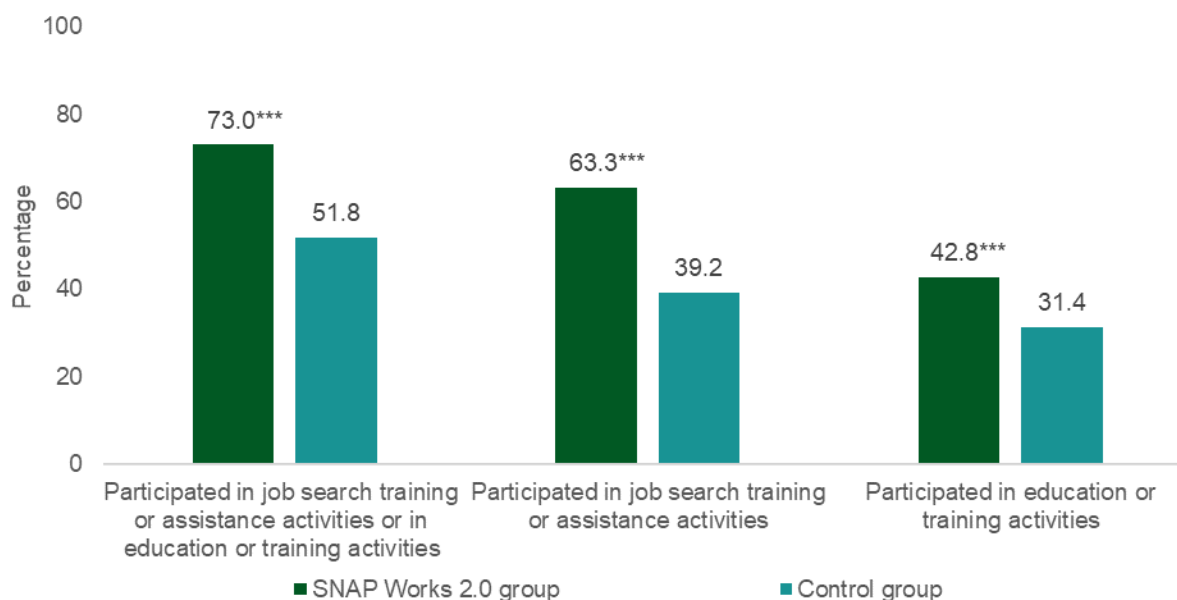
The SNAP Works 2.0 group also participated at higher rates than the control group in all types of activities, including occupational skills training (8 percentage point difference), general job skills training (6 percentage point difference), education (6 percentage point difference), and work-based learning (less than 1 percentage point difference). Similarly, SNAP Works 2.0 group members were more likely than the control group to complete these activities and receive an occupational certificate or license. Compared

⁵ In this analysis, "service receipt" includes both services (assessments, case management, and support services) and employment and training-related activities.

with individuals in the control group, individuals in the SNAP Works 2.0 group were 7 percentage points more likely to complete an activity and 5 percentage points more likely to receive an occupational certificate or license.

SNAP Works 2.0 group members were also more likely than the control group to receive case management (60 versus 37 percent; Exhibit ES.3). The difference between the two groups was largest and statistically significant in the first year following random assignment (26 percentage point difference); it was positive but smaller (4 percentage points) in the second and third years. On average, SNAP Works 2.0 group members had three times as many contacts with an employment professional or case manager than control group members (six versus two contacts).

Exhibit ES.2. Over a three-year period, the SNAP Works 2.0 group participated in activities offered by SNAP Works 2.0 or the community at higher rates than the control group

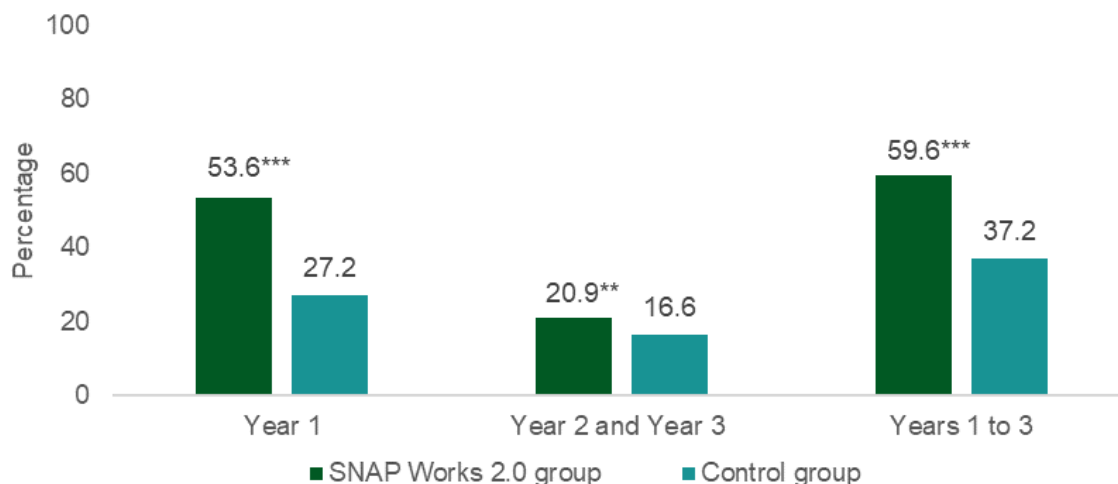


Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Notes: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Exhibit ES.3. SNAP Works 2.0 group members were more likely than control group members to receive case management



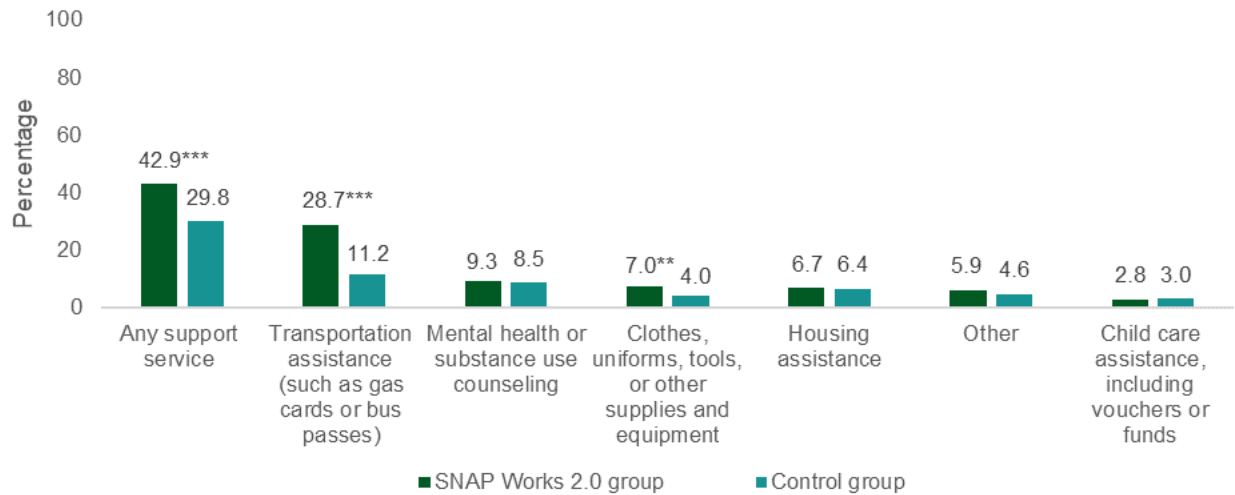
Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Notes: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members. The 12-month survey requested information about receipt of case management services between the date of random assignment and the date of the 12-month interview. The 36-month survey requested information about receipt of case management services between the dates of the 12- and 36-month interviews. As a result, it is not possible to estimate receipt of assistance separately in Years 2 and 3.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

SNAP Works 2.0 group members also were more likely than control group members to receive support services. About 43 percent of individuals in the SNAP Works 2.0 group received a support service compared to 30 percent in the control group (Exhibit ES.4). The largest differences were for the receipt of transportation assistance and for clothes, uniforms, tools, or other supplies and equipment.

Exhibit ES.4. SNAP Works 2.0 group members were more likely than control group members to receive support services



Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

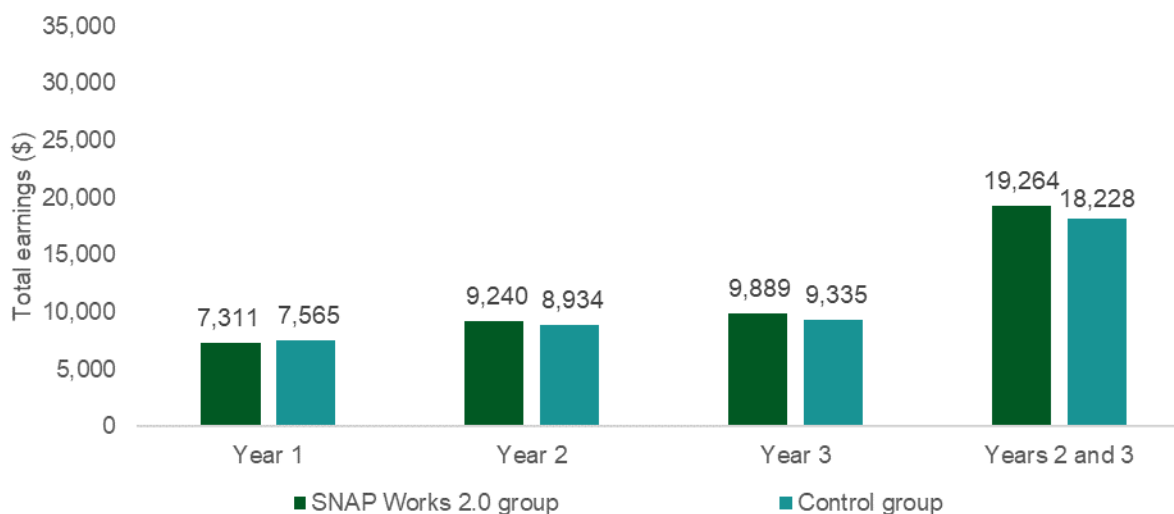
Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Impacts of SNAP Works 2.0 on employment and SNAP participation outcomes

We estimated the impacts of SNAP Works 2.0 on individual outcomes over the three years following random assignment. Before analyzing the data, we selected two primary outcomes: earnings (based on both the UI and survey data) and SNAP participation. Analyses of earnings and employed were based on both UI and survey data due to differences in data coverage or quality, or in the analysis samples and time periods covered in the data. Instead of focusing on outcomes in Year 3, we focused on those over a two-year period, consisting of Years 2 and 3 after random assignment. This approach balanced potential concerns about how the COVID-19 pandemic may have affected outcomes in Year 3 with measuring impacts on outcomes after individuals had sufficient time to participate in SNAP Works 2.0 activities in Year 1. The estimated impacts on other outcomes are considered exploratory and are used to support findings for the earnings and SNAP participation outcomes by examining whether they had similar impacts.

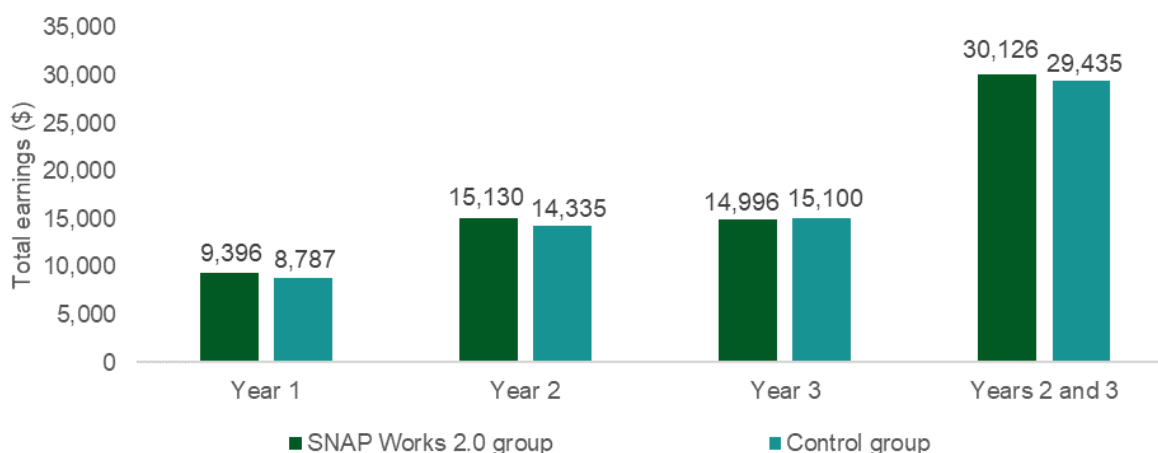
Earnings. Based on both UI and survey data, SNAP Works 2.0 had no impact on earnings. This lack of impact was true for Years 2 and 3 combined, and separately in Years 1, 2, and 3 (Exhibits ES.5 and ES.6). Based on each data source, both research groups experienced increases in average earnings over time.

Exhibit ES.5. SNAP Works 2.0 did not affect earnings (UI data)

Source: SNAP employment and training evaluation UI wage records, weighted data.

Note: Estimates are based on data from 2,291 SNAP Works 2.0 group members and 2,305 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Exhibit ES.6. SNAP Works 2.0 did not affect earnings (survey data)

Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

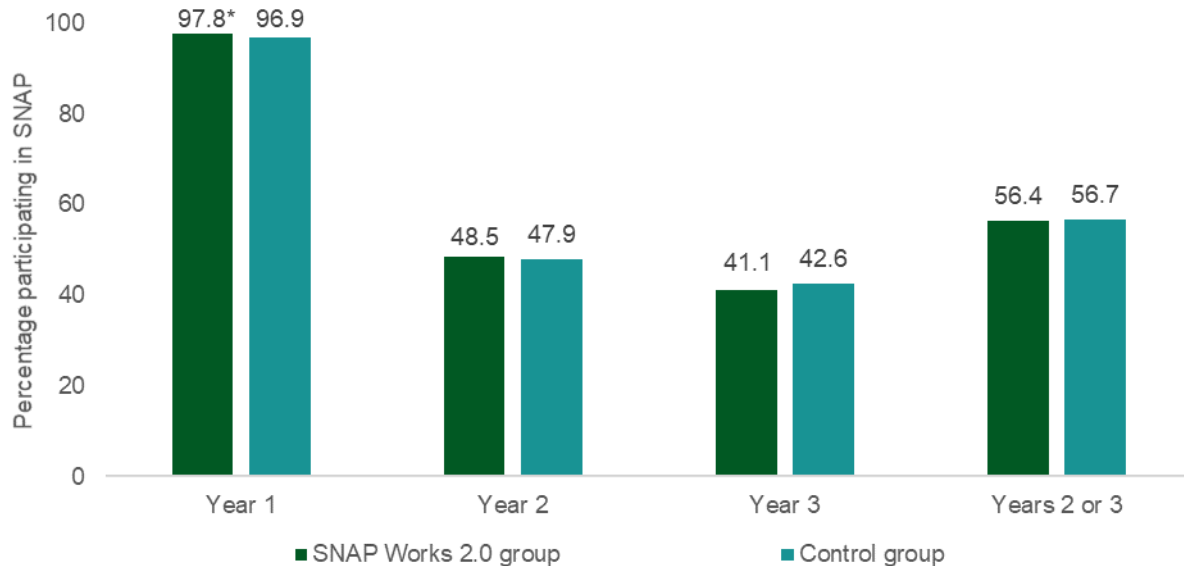
Note: Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

SNAP participation. SNAP Works 2.0 generally did not affect SNAP participation. About 56 percent of SNAP Works 2.0 group members and 57 percent of control group members participated in SNAP at some point during the two-year period (Years 2 and 3) after random assignment (Exhibit ES.7). The lack of impacts of SNAP Works 2.0 on SNAP participation reflects similar decreases each year in the rate of SNAP participation for the SNAP Works 2.0 and control groups. Despite a small significant difference in

Year 1, SNAP participation rates for both groups decreased from about 98 percent in Year 1 to just above 40 percent in Year 3.

Exhibit ES.7. SNAP participation rates based on SNAP administrative data were higher for the SNAP Works 2.0 group than the control group in Year 1, but not Years 2 and 3



Source: SNAP employment and training evaluation SNAP administrative data, weighted data.

Note: Estimates are based on data from 2,291 SNAP Works 2.0 group members and 2,305 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Employment, hours worked, and other job characteristics. Based on the UI data and survey data, SNAP Works 2.0 had no effects on employment over the two-year period. Employment rates provide information about the percentage of individuals employed during a given time period but do not describe the extent or duration of employment. To assess these employment characteristics, we examined the average amount of time individuals were employed each year. Findings were generally similar to those for rates of employment. Both data sources showed that, relative to the control group, the SNAP Works 2.0 group was employed for the same number of quarters/months per year over the three-year period. Also, there were few impacts of SNAP Works 2.0 on hours worked over the period or on the characteristics of jobs among the employed. The majority of employed individuals in both research groups received an employer-offered benefit, but those in the SNAP Works 2.0 group were just as likely as employed control group members to receive any employer-offered benefits, as well as specific benefits such as health insurance, dental insurance, and tuition assistance or reimbursement.

SNAP benefits and exit. There were few impacts of SNAP Works 2.0 on the average SNAP benefits received, both in absolute terms and as a percentage of the maximum benefit amount. Average SNAP benefit amounts for the SNAP Works 2.0 group were \$48 greater than those for the control group in Year 1, but the differences were smaller and not statistically significant in Years 2 and 3.

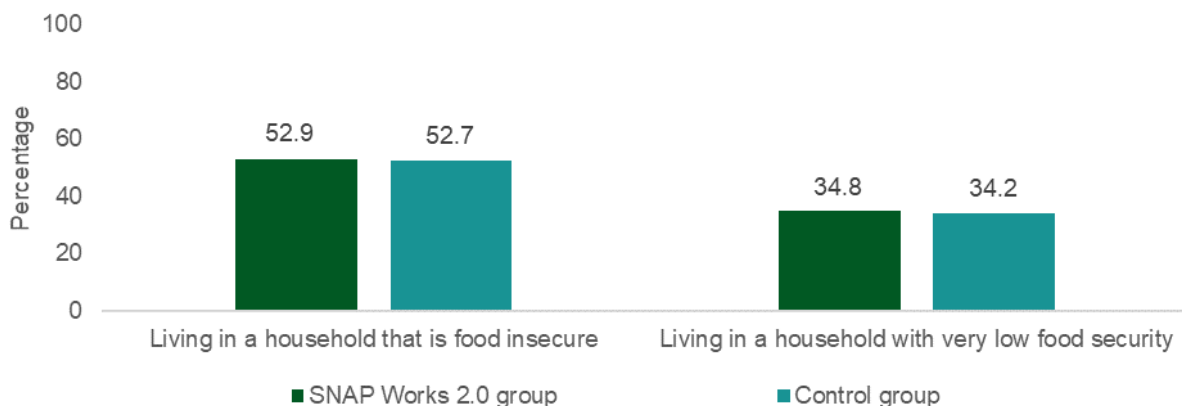
The SNAP Works 2.0 and control groups had similar likelihoods of exiting SNAP across the three years following random assignment—94 percent of each group exited SNAP at some point during this period. Individuals who exited SNAP included those who left and did not re-enter SNAP in the three-year period,

as well as those who left and re-entered before the end of the period. Thus, even though 6 percent of the SNAP Works 2.0 group participated in SNAP for the full three years, SNAP participation at the end of this period was 31 percent, reflecting that individuals left and re-entered SNAP during the three-year period. These patterns of exiting and re-entering SNAP resulted in both research groups having a similar number of SNAP spells. About 55 percent of the SNAP Works 2.0 group had a single SNAP spell (meaning they either remained on SNAP for the full three-year period or exited and did not re-enter), 32 percent had two spells, and 13 percent had three or more spells. For the control group, these percentages were 56, 31, and 13, respectively.

Impacts of SNAP Works 2.0 on other outcomes

Rates of food insecurity were similar in the SNAP Works 2.0 and control groups. About 53 percent of SNAP Works 2.0 group members were food insecure, compared to a similar percentage for control group members (Exhibit ES.8). Rates of very low food security (a severe form of food insecurity) were also similar between groups (35 versus 34 percent).

Exhibit ES.8. SNAP Works 2.0 did not affect food insecurity



Source: SNAP employment and training evaluation 36-month survey, weighted data.

Note: Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

There also were few statistically significant differences between the SNAP Works 2.0 and control groups for other outcome measures related to health, well-being, and housing status. About 25 percent of each research group screened positively for depression. Both groups had similar levels of health and self-esteem, although the SNAP Works 2.0 group reported lower levels of self-efficacy. About half of each research group owned or rented a home or apartment, and similar percentages of each group were homeless (6 versus 8 percent).

SNAP Works 2.0 costs relative to benefits

SNAP Works 2.0 costs. DFCS and its partners and providers reported spending \$6,813,186 from April 2015 to January 2019 on the planning and implementation of SNAP Works 2.0 (\$109,820 during the planning period, \$1,665,856 for recruitment, and \$5,037,510 for SNAP Works 2.0 services and activities). The FNS grant funded 89 percent of these costs, and partners and providers leveraged other funding sources for the remaining 11 percent. Administration costs accounted for 57 percent of total costs,

including time for staff meetings, supervision, and other activities (\$3,906,143). Direct services accounted for 17 percent of total costs (\$1,131,367), with occupational skills training and assessments being the largest share of those costs.

Costs relative to benefits. In the cost-benefit analysis, we measured the difference in the average costs of all services received by SNAP Works 2.0 and control group members—that is, the differential costs of SNAP Works 2.0 services—and compared the differential costs of SNAP Works 2.0 to the value of benefits received by SNAP Works 2.0 group members. As in the analysis of services received, we considered costs associated with all services and activities, including those delivered by SNAP Works 2.0 as well as community programs and organizations. This approach reflects the fact that impacts of SNAP Works 2.0 on individuals' outcomes, such as earnings, were influenced by *all* services sample members received during the 36-month follow-up period, not just those received through SNAP Works 2.0.

Based on data from the survey, the estimated total costs of all SNAP Works 2.0 group services were \$5,238,423, including costs for both direct services and ongoing administration (Exhibit VIII.4). This estimate is about a third higher than the costs of SNAP Works 2.0 services alone (\$5,037,510), which indicates that some SNAP Works 2.0 group members received services from community programs and organizations while they were enrolled in SNAP Works 2.0. The services received by the control group measure what services would have been available to the SNAP Works 2.0 group members if SNAP Works 2.0 were not in place. The estimated costs of all services control group members received were \$2,799,942, including costs for direct services and ongoing administration. On average, the total costs of all direct services and activities received by SNAP Works 2.0 group members was \$2,389 per individual, on average. The total costs of all services control group members received through existing SNAP E&T and the community were \$1,069, on average.

Estimates of the benefits received by SNAP Works 2.0 group members reflect earnings and fringe benefits they accrued during the 36-month follow-up period. These data were obtained from the two sources of data used in the impact analysis: (1) UI wage records and (2) 36-month survey data. For the cost-benefit analysis, we used a framework to comprehensively list SNAP Works 2.0 group benefits and costs relative to the control group from multiple perspectives, including those of (1) individuals enrolled in SNAP Works 2.0, (2) government and taxpayers, and (3) society as a whole—the sum of the other two perspectives. For each perspective, we estimated the net benefit (the difference between total benefits and total costs). A positive net benefit means the benefits outweighed the costs, whereas a negative net benefit means the costs outweighed the benefits. According to UI wage records, the net benefits of all services SNAP Works 2.0 group members received were negative for society by \$409 per SNAP Works 2.0 group member, reflecting a net benefit to SNAP Works 2.0 group members that was not offset by the cost to government and taxpayers. However, according to survey data, the net benefits of all services SNAP Works 2.0 group members received were positive for society by \$112 per SNAP Works 2.0 group member, reflecting a higher net benefit to individuals and a similar cost to government and taxpayers. These findings were robust to changes in all assumptions about benefits and costs from all perspectives, such as the values of fringe benefits, taxes, and present values.

Main conclusions and discussion

The goal of the 10 SNAP E&T pilots was to test innovative strategies for increasing SNAP participants' employment and earnings and reducing their need for public assistance benefits. Through its comprehensive data collection and rigorous experimental design, this evaluation assessed whether SNAP

Works 2.0—the innovative SNAP E&T program Georgia designed and implemented to target new and current SNAP ABAWDS—was effective in achieving these goals.

DFCS, GDOL and three LWIAs were able to operationalize SNAP Works 2.0 in nine counties. This entailed investing in and maintaining new partnerships at the State and local levels among agencies that had not previously integrated their service offerings to such a degree. Although participation in SNAP Works 2.0 was mandatory, persistent challenges engaging ABAWDs in activities may reflect some of the mixed feelings about SNAP Works 2.0 that individuals related. Although many SNAP Works 2.0 group members expressed appreciation for the job search-focused activities offered by GDOL, few believed that these alone would be sufficient to help them attain desired employment. Far fewer individuals than anticipated were able to access occupational skills training—although efforts to improve access showed some success—but many SNAP Works 2.0 individuals already possessed significant work experience and some post-secondary education. Despite challenges getting SNAP Works 2.0 group members to engage in services, SNAP Works 2.0 group members were more likely than control group members to start an activity, complete an activity, and receive support services. However, increased engagement among SNAP Works 2.0 group members did not lead to an increase in earnings over time. Because SNAP Works 2.0 group members did not earn significantly more than control group members, the benefits did not significantly outweigh the overall cost of implementing the pilot. Although the net benefits according to survey data were positive, the net benefits of the pilot were negative according to UI wage records.

SNAP Works 2.0 impacts in context of employment and training literature. The SNAP Works 2.0 study findings are consistent with the previous literature that has often found small or no labor market effects of employment and training programs for low-income populations offering similar services as SNAP Works 2.0. The literature suggests that programs serving low-income populations can typically engage individuals and increase their receipt of services relative to those received by the study control groups in their local areas. The differences for service receipt can be large, especially for receipt of occupational skills training and subsidized employment, translating into positive effects on the percentages of individuals who participate in training activities and the attainment of associated certificates and credentials. However, few of the studies have found that the programs lead to long-term increases in earnings or independence from public assistance (at least over the time period covered by many studies, which is typically less than four years).

There are notable exceptions, however, that show that the types of activities offered by SNAP Works 2.0 (such as occupational skills training in high-demand occupations and job skills training) could be effective. As a result, it is important to understand how take-up and completion of SNAP Works 2.0 activities and receipt of services, as well as challenges experienced in implementation may have contributed to the evaluation findings.

Discussion of SNAP Works 2.0 impacts. Although SNAP Works 2.0 did not lead to increased earnings and reduced participation in SNAP, it successfully increased the percentages of individuals who received case management and support services, relative to the control group, as well as the percentage of individuals who participated in employment- or training-related activities. This is a notable accomplishment given the prevalence and extent of barriers faced by individuals who enrolled in the pilot—only 6 percent were employed at the time of random assignment and 21 percent did not have a high school diploma. The higher rates of receipt of case management and support services among SNAP Works 2.0 group members, particularly transportation assistance, may have allowed individuals to overcome barriers associated not only with starting employment or training-related activities but with

sustaining participation over time and ultimately completing the activity. Individuals in the SNAP Works 2.0 group participated for more months and hours than the control group and had higher completion rates.

Information collected from pilot and provider staff underscore the importance of the barriers participants faced. Transportation barriers, in particular, were prevalent among SNAP Works 2.0 group members. Although improvements were made over time, offering support services to meet individuals' needs was hampered by early challenges.

Staff suggested that these barriers may have been exacerbated by the fact that DFCS, GDOL, and LWIA services were offered in different geographic locations within the regions where SNAP Works 2.0 was available. Although improvements were made over time, offering support services to meet individuals' needs was hampered by early and ongoing implementation challenges.

These barriers contributed to attrition from activities before completion. However, staff also suggested that another reason for attrition from the program was that occupational skills trainings were deferred until after individuals completed initial job search training activities. Some individuals also reported that the available occupational skills training options were not geared towards their needs or interests, despite efforts to broaden the training options. These factors may have driven low participation rates in occupational skills training, relative to the pilot planners' expectation that around half of individuals in SNAP Works 2.0 could benefit from those services.

It is possible that the impacts on outcomes such as earnings were diluted by the fact that, while the SNAP Works 2.0 group was more likely than the control group to start employment or training-related activities, the differences between research groups were not large, particularly in occupational skills training activities. To assess this possibility, we estimated impacts for individuals who did and did not start an employment or training-related activity. This exploratory analysis showed that there were no statistically significant differences in impacts on earnings or employment between individuals who started an activity and those who did not start one, suggesting that the take-up of SNAP Works 2.0 employment or training-related activities was not the main factor behind the lack of impacts on earnings. We were not able to examine differences in impacts among SNAP Works 2.0 group members who did and did not complete these activities. Learning more about the barriers to starting these activities would help identify which case management and support services were able to promote greater participation in employment or training-related activities. This would also help to understand challenges faced by SNAP Works 2.0 group members who participated in these activities, allowing program staff can adapt the content or delivery of these activities to have a greater impact. Also, understanding how receiving certifications, diplomas, degrees, or occupational licenses can differentially affect the prospect of employment for SNAP Works 2.0 group members should also be explored.

When considering the overall findings from the SNAP Works 2.0 pilot, there are a few additional factors that may have contributed to the results, including the following:

- **Earnings impacts may depend on the type of activities in which individuals participate.** Individuals in the SNAP Works 2.0 group were offered a wide range of services and activities. Earnings impacts may not be apparent for all SNAP Works 2.0 group members, but this does not mean that specific activities such as occupational skills training are ineffective. Assessing the effectiveness of services and activities separately and in combination would help to identify promising program components for improving outcomes.

- **The COVID-19 pandemic which began during the 36-month follow-up survey period may have affected the magnitude of the impacts found in Year 3.** Outcomes measured in Year 3 for participants who were randomly assigned in the pilot between April 2017 and December 2017 could have been affected by the COVID-19 pandemic, which began to dramatically affect life in the United States in March 2020. We found evidence of positive impacts on employment rates in a few quarters in middle of the follow-up period, impacts that did not persist beyond Quarter 10. It is possible that the pandemic contributed to the fading of employment impacts. However, we cannot identify what the impacts would have been in the absence of the pandemic. Learning more about the effects of the pandemic on outcomes for each research group would deepen our understanding about the potential effects of SNAP Works 2.0. For example, the pandemic likely affected individuals' outcomes differently based on their occupation if they were employed or the occupation they were training to enter. It would be useful to assess whether impacts on earnings and employment in Year 3 differed based on these factors.
- **The net benefit of SNAP Works 2.0 varied according to the source of earnings estimates.** The net benefit was positive according to 36-month survey data and negative according to UI wage records. However, this net benefit primarily reflects the differential costs of SNAP Works 2.0 group services, which were not significantly offset by the benefits accrued through earnings and fringe benefits during the 36-month follow up period. When interpreting this finding, it is important to consider that SNAP Works 2.0 services were new and experimental. The purpose of the SNAP E&T pilot was to test new approaches to services. SNAP Works 2.0 targeted individuals with high barriers to engaging in services and obtaining employment, and DFCS led the development of new partnerships in their communities that did not exist previously. Even though the costs of planning and recruitment were excluded in considering the cost differential between SNAP Works 2.0 and control group services, the costs of SNAP Works 2.0 group services were likely higher for the three years of the pilot than they would have been if administered over a longer period of time.

Although individuals offered SNAP Works 2.0 did not attain significantly higher earnings relative to the control group, the implementation experience may offer some key takeaways about the effort required to offer more intensive job search assistance to ABAWDs through aligning SNAP E&T programs with employment and training service providers. After initially focusing recruitment efforts on ABAWDs unemployed for 12 or more months, DFCS learned that many of these individuals were incorrectly coded as ABAWDs, and the agency expanded its focus to all ABAWDs. Recruiting ABAWDs at scale required the development of new and agile approaches to identifying and marketing the SNAP Works 2.0 enrollment opportunity to eligible individuals—beyond simply mailing letters in batches. Operating SNAP Works 2.0 smoothly required that staff invest significantly in learning the operations and approaches taken by their peers at provider agencies, in addition to investing in program learning and improvement during the early implementation period. Staff further pointed to the benefits of investing in the delivery of responsive supportive services and in offering a greater variety of occupational skills training opportunity as key takeaways from their experience, from which other practitioners could learn.

I. Introduction

The Supplemental Nutrition Assistance Program (SNAP) is the primary source of nutrition assistance for many individuals and families with low incomes. SNAP provides monthly benefits to help participants obtain adequate access to food and, for some program participants, it provides work supports through SNAP Employment and Training (E&T) programs to help them become economically self-sufficient. Although States are required to administer a SNAP E&T program, they have flexibility in designing and determining its services and activities. States typically offer participants assessments and support services, and a range of activities including job search assistance or training, occupational skills training, and basic education.

Despite the importance of SNAP E&T programs, information about the most effective approaches that help SNAP participants gain skills and find work is limited. For this reason, as part of the Agricultural Act of 2014, Congress authorized and funded SNAP E&T pilots to test innovative strategies for connecting SNAP participants with jobs that would increase their incomes and reduce their need for public assistance benefits. In 2015, the U.S. Department of Agriculture’s Food and Nutrition Service (FNS) awarded grants to 10 States—California, Delaware, Georgia, Illinois, Kansas, Kentucky, Mississippi, Vermont, Virginia, and Washington.⁶ This legislation also funded a rigorous, longitudinal evaluation of these pilots.

The pilots varied in their target populations, geographic reach, and the number of individuals enrolled. The majority of individuals the pilots targeted were unemployed or underemployed and faced significant barriers to employment, such as being homeless or having a criminal justice background or substance use disorder. Some pilots operated statewide, whereas others operated in select areas of the State, such as counties, community college districts, or local workforce investment areas. Most pilots offered services in both rural and urban areas, but a few focused only on rural or urban communities. Each pilot enrolled 3,000 to 7,000 individuals for a total of 44,359 individuals across the 10 pilots.

The SNAP E&T pilots generally expanded the types and amounts of services provided through States’ existing SNAP E&T programs. Services typically included (1) a comprehensive skills or clinical assessment to determine an individual’s work readiness, skills, and barriers to employment; (2) case-management services that developed and supported a detailed individualized work and barrier-reduction plan; and (3) support services,⁷ such as transportation assistance, housing assistance, and training or work supplies (for example, uniforms, books, clothes, or tools) that helped reduce barriers to both engagement in the pilot and employment. The pilots also offered a range of employment and training-related activities,

Services are resources provided or administered to individuals, such as assessments, case management, and support services.

Activities are employment or training-related events in which individuals participate, such as job search assistance training, basic education, occupational skills training, or work-based learning.

⁶ SNAP in California is administered by the counties. The FNS grant was awarded to the State SNAP agency and the State oversaw the pilot, but only Fresno County conducted and primarily administered it. We refer to the Fresno pilot as “California”.

⁷ Referred to as participant reimbursements in the SNAP E&T program; however, for this report, we describe the package of services as support services.

such as independent job search, job readiness training, job search assistance, basic education, occupational skills training, and work-based learning opportunities (such as subsidized employment, work experience, internships, and work-study).

The activities the pilots offered generally were more expansive than those offered under existing SNAP E&T programs, which in most States tended to focus on less intensive independent job search and job search assistance. Moreover, while the pilots were operating, existing SNAP E&T programs could not fund some of the activities and services the pilots provided, such as subsidized employment,⁸ substance use disorder counseling, and mental health counseling. Appendix A provides a summary of each pilot's characteristics including the target population, pilot location, and pilot start and end dates, and Appendix B provides more detail about the SNAP E&T program and work requirement policies.

This report summarizes evaluation findings for one State—Georgia.⁹ It provides a detailed description of the pilot's design and implementation, the services individuals received, and the effectiveness of those services in improving individuals' outcomes. The report also includes findings from the cost-benefit analysis, which itemizes specific monetary costs and benefits of pilot services and assesses whether the benefits of the services and activities offered through the pilot were large enough to justify their costs.

A. Overview of Georgia's pilot

Georgia began enrollment in its pilot, SNAP Works 2.0, in February 2016. It was initially offered in 10 counties in and near the Atlanta and Savannah metropolitan areas (Exhibit I.1) and targeted able-bodied adults without dependents (ABAWDs)—adults ages 18 to 49 who are not disabled and have no dependents. The pilot operated in both rural and urban areas, with the majority of those enrolled from areas around Atlanta and in and around Savannah. In the year before Georgia began SNAP Works 2.0 enrollment, the average unemployment rate in the 10 pilot counties was 5.8 percent (Bureau of Labor Statistics 2019).

Exhibit I.1. SNAP Works 2.0 locations



training opportunities (provided by Local Workforce Investment Agencies [LWIAs] after the completion of the job search component).

The Georgia Division of Family and Children Services (DFCS) administers SNAP and the existing SNAP E&T program in Georgia (Exhibit I.2). At the time of the evaluation, the existing SNAP E&T program consisted of a mandatory, four-week, independent job search activity, with some limited support services such as transportation assistance. DFCS, in collaboration with the Georgia Department of Labor (GDOL), developed SNAP Works 2.0 to provide more robust job search training, and education and training opportunities to ABAWDs, in comparison to those available in the existing SNAP E&T program. Along with job search assistance and workshops, the SNAP Works 2.0 pilot offered career planning and case management, support services, financial incentives, and access to education and occupational skills

⁸ The Agriculture Improvement Act of 2018 (P.L. 115-334) made subsidized employment an allowable SNAP E&T component; the final rule published in January 2021 (FNS 2021) permitted States to begin offering it as an E&T component in March 2021.

⁹ Similar reports for each pilot and a summary report are available at www.fns.usda.gov/research-and-analysis.

From February 2016 to February 2018, SNAP Works 2.0 enrolled 5,000 individuals into the pilot. Individuals enrolled were randomly assigned in roughly equivalent numbers to a treatment group (that received enhanced services; referred to as “the SNAP Works 2.0 group”) and a control group (that received existing SNAP E&T services). DFCS continued providing services until January 2019.

Exhibit I.2. Pilot characteristics

Characteristics	
Pilot operation period	February 2016 to January 2019
Location	10 counties in and near the Atlanta and Savannah metropolitan areas ^a (Cherokee, DeKalb, Douglas, Clayton, Gwinnett, Rockdale, Henry, Bulloch, Chatham, and Glynn counties)
Grantee agency	Georgia Division of Family and Children Services (DFCS)
Key partner	Georgia Department of Labor (GDOL)
Key providers	Three Local Workforce Investment Agencies: DeKalb Workforce Services, Atlanta Regional Commission, Coastal Workforce Services
Target population	Able-bodied adults without dependents
Number enrolled	5,000
Program type	Mandatory
Existing SNAP E&T program	Georgia offered limited services through its existing SNAP E&T program, primarily independent job search services and support services (typically transportation assistance)
Key SNAP Works 2.0 services	Job search preparation and training Job search assistance Job readiness workshops Occupational skills training Case management Support services

^aThere were originally 10 counties, but Georgia stopped enrolling individuals to the pilot in Cherokee county in January 2017.

B. Evaluation of SNAP E&T pilots

The evaluation included the following four components:

1. An *implementation analysis* that documented the context and operations of each pilot
2. A *participation analysis* that examined the characteristics, participation levels, and service paths of individuals in the pilots
3. An *impact analysis* that identified what works and for whom by examining impacts on employment and earnings, public assistance receipt, and other outcomes such as food security, health, well-being, and housing
4. A *cost-benefit analysis* that estimated the return on each dollar invested in the pilots

The evaluation of each pilot used an experimental research design in which individuals eligible for SNAP E&T who were enrolled into the pilot were randomly assigned into treatment and control groups that were offered differing arrays of services. Random assignment ensures that any differences in outcomes between the two groups are a result of the enhanced services and not driven by the differences in the characteristics of the individuals who did and did not receive those services. Treatment group members were eligible for the enhanced set of services developed under the pilot, and control group members were eligible for services available through existing SNAP E&T programs in the State; both the treatment and control groups continued to be eligible for any other services available in their communities. Through random assignment, the treatment and control groups within a pilot were, on average, similar across a range of characteristics at the time they enrolled. They differed only in the services they subsequently were eligible to receive.

FNS published an evaluation report that presented interim findings in Georgia for each component of the evaluation (Hamilton et al. 2021). The implementation and cost analyses described the planning and early implementation periods of the pilot, and the participation and impact analyses focused on the 12-month period following random assignment for those enrolled through 2017. We reported these findings for most of the individuals (4,596, or 91.9 percent) who eventually enrolled in the pilots.

The interim report described several notable findings:

- **Implementation.** The service flows originally planned for SNAP Works 2.0 were put into place, although far fewer individuals than SNAP Works 2.0 staff expected took advantage of the full range of SNAP Works 2.0 services, especially the education or training activities. Challenges encountered included significant numbers of SNAP Works 2.0 group members not attending orientations after random assignment and disengaging from SNAP Works 2.0 early in the service sequence. Efforts to foster increased participation, however, appeared to pay off over time.
- **Participation.** Over two-thirds of individuals in the SNAP Works 2.0 group completed the first step in the model by attending an orientation. Slightly over half of all SNAP Works 2.0 group members subsequently participated in an E&T-related activity and received assistance in looking for work or attended job search training or life skills workshops but only about 5 percent started an occupational skills training course. Almost three-quarters of the SNAP Works 2.0 group left the pilot within three months of enrollment.
- **Impact.** Although the SNAP Works 2.0 group was more likely than the control group to participate in job search assistance or training activities (by a large margin) and in education and occupational skills training (by much smaller margins), SNAP Works 2.0 did not increase employment or earnings and did not decrease the likelihood of participating in SNAP within the first year after individuals enrolled.

This final evaluation report builds on the interim report to provide more conclusive evidence about the effectiveness of the pilot's services. The full effects of the enhanced services may not have materialized during the short-term, 12-month follow-up period examined in the interim report, especially for some individuals still receiving services at the 12-month point. Therefore, this report focuses on individuals' outcomes over a period of up to 36 months after random assignment, allowing an assessment of relatively longer-term impacts including, for some individuals, those measured after DFCS stopped providing services in January 2019. In addition, the final evaluation report includes participation and impact analyses for all individuals who enrolled in the pilot, including those who enrolled in 2018. Finally, the implementation and cost analyses in the interim report described the planning and early implementation

periods of the pilots but did not cover the full period during which the State offered services and incurred costs. This report expands the implementation analysis to include the full period during which the pilot was implemented and discusses the potential for its sustainability and replicability. It also builds on the interim cost analysis to determine the net benefit (relative to costs) of providing SNAP Works 2.0 services.

C. Organization of this report

The remainder of this report is organized as follows:

- Chapter II presents the data and methodology used to conduct the analyses in the evaluation.
- Chapter III describes how enrollment changed over time and the characteristics of the individuals who enrolled.
- Chapter IV describes the pilot's planning and implementation, the ways in which its implementation differed from the original design, challenges experienced, and responses to these challenges. It also describes the sustainability and replicability of SNAP Works 2.0.
- Chapter V presents findings from the participation analysis, which describe the services that individuals in the SNAP Works 2.0 group received.
- Chapter VI describes differences in the services received by the SNAP Works 2.0 group and the control group.
- Chapter VII presents findings from the impact analysis, which describes the impact of SNAP Works 2.0 on employment, earnings, benefit receipt, and other outcomes.
- Chapter VIII describes the costs of services the SNAP Works 2.0 group received and compares the costs and benefits of those services.
- Chapter IX offers conclusions.

Appendix A describes the primary characteristics of the 10 pilots; Appendix B provides more detail about the SNAP E&T program and work requirement policies; and Appendices C to H present detailed findings from the analyses described in Chapters V through VIII as well as additional subgroup analyses.

II. Data and methodology

This chapter describes the sources of the data we collected for the evaluation and how we used them in the analyses. We discuss how we obtained the data and the types of information each source contained. We also explain which individuals we included in each analysis and the methods we used to address the evaluation's research objectives. A technical supplement in a separate volume describes the data and methodology in detail (Dotter et al. 2022).¹⁰

A. Data sources

We collected data to support the evaluation from a variety of sources:

1. **Baseline registration form.** After obtaining study consent, pilot intake staff collected baseline information about individuals in the pilot, including their demographic characteristics, employment histories, and receipt of public assistance. We collected baseline data for all SNAP Works 2.0 and control group members.
2. **Implementation data.** We collected most of the implementation data during three rounds of site visits to the State, during which we collected information about implementation, challenges, and lessons learned during different periods of pilot operation:
 - Round 1 (July 2016): The planning and early implementation periods.
 - Round 2 (June 2017): The first full year of pilot operations.
 - Round 3 (September 2018): The last year of pilot operations as well as planning for the end of the pilot and sustainability of pilot services.

We also collected information during technical assistance and monitoring site visits and telephone calls throughout the planning and service delivery periods.

The site visits included interviews with staff from DFCS, GDOL, and the LWIAs; structured observations of service provider operations; in-depth interviews with two SNAP Works 2.0 group members who participated in activities and received services; and one focus group that included 13 SNAP Works 2.0 group members who engaged in services.

3. **Administrative service use data.** DFCS, GDOL, and their partners and providers collected and shared administrative data that documented the types of training, education, and services they provided to SNAP Works 2.0 group members and, where applicable, to control group members. The administrative data analyzed for this report included information on service receipt from the date of random assignment for each individual through either the last known date of service or the end of SNAP Works 2.0's service period (January 2019).
4. **Unemployment insurance wage records.** We obtained data on employment status and earnings from State unemployment insurance (UI) wage records. We obtained data for each individual in the pilot who had earnings for 8 quarters (two years) before the date of random assignment, at least 12 quarters after random assignment for individuals randomly assigned through September 2017, and for at least

¹⁰ The supplement provides additional information about the analysis approach, including details on the study design, analytic weights, approach to addressing missing data, and the impact estimation approach.

8 quarters after random assignment for individuals randomly assigned after September 2017. The data contained earnings amounts for each quarter, which we also used to construct indicators of quarterly employment status.

5. **SNAP administrative data.** DFCS provided SNAP administrative caseload data. These were used to construct measures of receipt of public assistance (SNAP and Temporary Assistance for Needy Families [TANF], and Medicaid), SNAP and TANF benefit amounts, and income. We also used these data to characterize individuals' recent history of SNAP participation. Monthly data were provided for all individuals in the pilot from one year before random assignment through December 2020.
6. **12- and 36-month follow-up surveys.** The 12- and 36-month follow-up surveys were important sources of service receipt and outcomes data examined in this report. We conducted telephone surveys about 12 months after random assignment with individuals enrolled in the pilot through December 2017 (2,471 SNAP Works 2.0 and control group members). We also conducted telephone surveys about 36 months after random assignment among individuals who responded to the 12-month survey. The 12-month survey asked for information about individuals' service receipt, employment, and earnings in the 12 months after random assignment. The 36-month survey asked for similar information for the period of time between the 12- and 36-month surveys. These surveys provided data for measures of household food security status, health, well-being, and housing status around the time of the interview. The survey data complemented the UI wage records and provided more detail on individuals' employment and earnings, including the number of jobs they held over time, the job start date and end date (if applicable), and characteristics of the job such as hours worked per week, weekly earnings, job type, fringe benefits, and occupation.
7. **Cost data.** To estimate SNAP Works 2.0 costs, we collected data from cost workbooks completed by DFCS and partners and providers through the end of the SNAP Works 2.0 service period. The workbooks were the basis for calculating total costs and describing the categories of costs for the SNAP Works 2.0 group, including those for staff, direct services, supplies and equipment, and overhead and operations. In addition, to estimate the total cost of each type of service, we administered a time-use survey to collect data on the percentage of time direct service providers spent on each type of service for SNAP Works 2.0 group members. As described in the technical supplement, we used data from other sources to estimate the costs of control group services and the dollar values of benefits included in the cost-benefit analysis.

B. Analysis approach

The findings presented in this report are based on a comprehensive set of analyses.

1. Implementation analysis

The implementation analysis summarized and synthesized the data collected through the site visits and during technical assistance and monitoring. The analysis focused mainly on the data collected from formal interviews, but we incorporated the information from technical assistance and monitoring into findings when appropriate. Information from the focus groups and case studies is included to provide context; however, these data were collected from small numbers of SNAP Works 2.0 participants and the experiences and opinions of these individuals are not necessarily representative of the entire SNAP Works 2.0 group.

We organized the data by topic, interviewee, and pilot office, to facilitate analysis by type of respondent (for example, DFCS or provider) and pilot location within the State. We developed tables and synthesized information across respondents to describe the flow of services and how they changed over time, the challenges staff faced, and the lessons learned.

2. Participation analysis

The participation analysis used administrative service use data recorded by service providers to summarize engagement and participation in services following random assignment for SNAP Works 2.0 members (control group members were not included in this analysis). The data measured individuals' receipt of services and participation in pilot activities during the entire period in which individuals could have been engaged in services (February 2016 through January 2019). All individuals enrolled in the pilots (through February 2018) are included in the main analysis presented in the report. However, to understand service receipt patterns in the group of individuals on which the impact analysis is based, we re-estimated several participation analyses in the appendix using individuals who were randomly assigned through December 2017 (Appendix Table D.1).¹¹

We created timelines for each SNAP Works 2.0 group member to describe when they started to receive services and, if services were completed, end dates. These timelines allowed us to estimate the order in which individuals typically proceeded through activities and the length of time they spent in each activity and in SNAP Works 2.0 overall.

3. Analysis of differences in service use between SNAP Works 2.0 and control groups

This analysis statistically compared receipt of services among SNAP Works 2.0 and control group members over the 36 months following random assignment. Comparing the differences in service use between SNAP Works 2.0 and control groups provided context for understanding impacts on employment, earnings, and receipt of public assistance.

The analysis was primarily based on 12- and 36-month survey data, which were available for both SNAP Works 2.0 and control group members who were randomly assigned through December 2017.¹² The 12-month survey data provided information on service receipt and participation in activities from the date of random assignment through approximately 12 months later, while the 36-month survey provided similar information from the date of the 12-month interview through approximately 36 months after random assignment. These 12- and 36-month survey data were combined to form a single longitudinal data file that describes, for each member of the SNAP Works 2.0 and control groups, the employment-related services and education and training activities they participated in during the 36-month period following random assignment, including type and duration.¹³ The survey data captured any type of service received,

¹¹ Due to the limitation of available data, the main impact analyses restrict the individuals included to those who were randomly assigned through December 2017, so we have a long enough period to analyze 36-month outcomes.

¹² The analysis also uses administrative data analyzed in the participation analysis, when information on the use of specific services is available for both SNAP Works 2.0 and control group members, to present several statistics in Appendix E.

¹³ The activities measured in the survey included (1) job search assistance or job search training and (2) education and occupational skills training. Job search assistance or job search training activities included those that helped (*continued*)

regardless of whether it was provided through SNAP Works 2.0, existing SNAP E&T, or through providers in the community such as Workforce Innovation and Opportunity Act (WIOA), community colleges, nonprofits, or other organizations.

We compared regression-adjusted averages of measures of service receipt for the SNAP Works 2.0 and control groups. To improve the precision of the estimates, the regressions controlled for the characteristics of individuals as measured at the time of random assignment, including demographic characteristics such as age, educational attainment, and number of children in the household, and economic characteristics such as employment status and earnings. We weighted the observations to ensure that the differences were representative of all individuals enrolled in the pilot before the end of 2017. We constructed the weights to reflect the random assignment process, survey design, and survey nonresponse, and used t-tests to determine whether service receipt differences between the SNAP Works 2.0 and control groups were statistically significant.

4. Analysis of impacts on employment and well-being outcomes

To estimate how SNAP Works 2.0 affected individuals' outcomes, we compared the average outcomes of the SNAP Works 2.0 and control groups over the 36 months following random assignment. Because, on average, SNAP Works 2.0 and control group members' baseline characteristics were the same at the time of random assignment (see Chapter III and Appendix C), differences in their outcomes after random assignment can be attributed to differences in the services offered to individuals in each group.

We used three data sources to measure outcomes: (1) UI wage records, (2) SNAP administrative data, and (3) 12- and 36-month follow-up survey data. The outcomes examined include employment status, earnings, and job characteristics such as hours worked and occupation. Employment and earnings were measured by quarter and year using the start and end dates of jobs reported in the surveys. Household food security status was measured over the 30 days before each survey period, whereas health, well-being, and housing status were generally measured at the time of each survey interview.

We estimated impacts for most outcomes for individuals randomly assigned through December 2017. However, because UI wage records were available only through September 2020, estimates of impacts on employment and earnings measured using UI wage data include only individuals randomly assigned through September 2017.

We analyzed outcomes related to earnings and employment using both UI wage records and survey data. Findings for these parallel analyses may differ because of differences in data coverage or quality, or in the analysis samples and time periods covered in the follow-up data. For example, UI wage records are not subject to the recall error that presents a potential problem in surveys. However, UI wage records do not cover all types of jobs, exclude jobs in certain industries, do not contain information on job

individuals with resume writing, interviewing, and networking. Education and occupational skills training activities included education in the form of adult basic education or General Education Development (GED) courses, ESL classes, or college courses; occupational skills training programs that prepared individuals for specific occupations; general job skills training programs that help individuals learn widely-applicable job skills and ready them for work; and work-based learning activities, such as paid or unpaid internships and apprenticeships.

characteristics, and are subject to other reporting errors.¹⁴ The omissions are nontrivial, and workers in sectors with no or partial coverage in UI wage records comprise about 10 percent of U.S. employment (Hotz and Scholz 2002; Kornfeld and Bloom 1999). Additionally, UI wage records do not cover workers who are casually employed, such as day laborers or part-time helpers, and exclude most cash-only work and work that is part of the “gig economy” (Abraham et al. 2018; Katz and Krueger 2016, 2019). Survey data also have limitations. In addition to the potential for recall error, these data were not available for everyone enrolled in the pilot because some individuals did not respond to the survey. Also, the characteristics and experiences of individuals who responded to the survey may have differed from those who did not respond.¹⁵

Further, the time periods for which data were available differed for the UI and survey data, which means that analysis samples for 36 months of follow-up were different for the two data sources. Survey data included individuals who were randomly assigned from February 2016 through December 2017, whereas UI wage records for SNAP Works 2.0 included individuals who were randomly assigned from February 2016 through September 2017. The shorter time frame for the UI wage records reflects a typical lag in the availability of these administrative data that is associated with employer reporting schedules and the need for State agencies to process data after they have been reported by employers. Finally, we note that even though there are differences between the data sources, each should provide unbiased estimates of the impacts of SNAP Works 2.0 on the outcomes they measure because the SNAP Works 2.0 and control groups were balanced along individual characteristics at the time of random assignment.

With an experimental design, unbiased impact estimates are attainable from the differences between average outcomes of the SNAP Works 2.0 and control groups. We estimated impacts on outcomes by comparing regression-adjusted averages for each research group to improve the precision of estimates and adjust for small baseline differences between groups that may have arisen by chance, for survey nonresponse, or for missing administrative records data. Regressions controlled for the characteristics of individuals as measured at the time of random assignment.¹⁶ We used t-tests to determine whether there were significant differences between the SNAP Works 2.0 and control groups that were unlikely to have occurred purely by chance.¹⁷

¹⁴ In particular, UI wage records do not cover self-employed workers, railroad employees, workers in service for relatives, most agricultural labor, some domestic service workers, and part-time employees of nonprofit organizations (U.S. Department of Labor 2014).

¹⁵ An analysis of differences between survey responders and non-responders, as well as differences between research groups, in terms of individual characteristics is presented in the technical supplement.

¹⁶ The full set of characteristics and additional information on the selection of these characteristics can be found in the technical supplement.

¹⁷ Analyses in this report test for statistical significance at the 0.01, 0.05, and 0.10 levels. The 0.10 level was used because the evaluation is assessing the effectiveness of new interventions for which there is no prior evidence of effectiveness for SNAP participants. A more stringent statistical significance threshold is often used when evaluating ongoing programs for which there is an established literature on program effects based on prior studies. Using a more stringent statistical significance threshold in the current evaluation would have reduced statistical power and limited our ability to identify and highlight promising sets of services offered through the pilots. By using a 0.10 statistical significance level, the evaluation aims to build knowledge in the field of workforce development for SNAP participants, on which future SNAP E&T evaluations can expand and eventually apply more stringent tests of effectiveness once programs and service models have been established for a longer period of time.

We calculated average outcomes for research groups by applying weights to each observation to help ensure that estimated differences between research groups were representative of all individuals enrolled in the pilot in Georgia. These weights were constructed to reflect the random assignment process and, for analyses based on the survey data, to adjust for survey nonresponse bias based on observable characteristics recorded prior to random assignment.

We estimated the impact of SNAP Works 2.0 on many outcomes and across several subgroups, performing statistical tests for each. However, the likelihood that some estimates are found statistically significant simply by chance increases with the number of estimates tested, potentially leading to the false discovery of impacts not really caused by SNAP Works 2.0. To help guard against this problem, known as multiple comparisons bias, we selected two primary (confirmatory) outcomes before analyzing the data: (1) earnings (based on both the UI wage records and survey data) and (2) SNAP participation in the two-year period (Years 2 and 3) after random assignment. We defined the primary outcomes over this period of available data because many SNAP Works 2.0 group members were expected to be engaged in education and training in the first year, which could have reduced their opportunity for employment during that time. Although it is typical to examine longer-term effects of employment and training programs on outcomes by using a time period farthest from when individuals participated in activities, we did not consider Year 3 outcomes among our primary outcomes due to concerns about the adverse effects of COVID-19 on individuals' outcomes in that year. (For about 46 percent of individuals who were randomly assigned before December 2017, the COVID-19 pandemic took place during their third year after random assignment [with the start of the pandemic defined by the nationwide enactment of the CARES Act on March 27, 2020].) Although SNAP Works 2.0's effect on employment was important to assess in the evaluation, we excluded employment from the set of primary outcomes due to our focus on the two-year period (Years 2 and 3); the rate of employment is a more suitable outcome when measuring impacts over a narrower period of time such as a month or quarter. For example, employment was included as a primary outcome for the interim evaluation of this study, which focused on the fourth quarter from random assignment only. In the final evaluation, we used the estimated impacts on employment and other outcomes, as well as for subgroups, to support findings for the primary outcomes by examining whether they fit within a pattern of similar impacts. We view these analyses as exploratory, providing policy-relevant but less rigorous evidence about the effects of SNAP Works 2.0. This information could be valuable for continuous program improvement and identifying potential hypotheses for more rigorous examination in the future.

5. Cost analysis

The cost-benefit analysis compares the benefits individuals enrolled in SNAP Works 2.0 received in dollar terms through changes in earnings and public assistance with the costs of the services provided during the SNAP Works 2.0 service period. The analysis estimates the extent to which the benefits exceeded the costs of providing services to the SNAP Works 2.0 group compared with the benefits and costs of providing services to the control group. In this section, we present the methods used for the cost-benefit analysis.

Description of costs. For the cost-benefit analysis, we estimated three groups of costs: (1) the costs of SNAP Works 2.0; (2) the costs of all services provided to SNAP Works 2.0 group members through SNAP Works 2.0 and the community; and (3) the costs of all services provided to control group members through existing SNAP E&T and the community. For each group of costs, we estimated the total costs, costs by service type (such as case management or education), and costs per individual. The difference

between the costs of all services SNAP Works 2.0 and control group members received is the basis for the cost-benefit analysis.

Costs of SNAP Works 2.0. The costs of the SNAP Works 2.0 included those for planning, recruiting, and delivering services. We based the estimates of SNAP Works 2.0 costs on cost data provided by DFCS and partners and providers with direct subcontracts through the FNS grant. These data were reported through standardized cost workbooks submitted for the planning period and on a quarterly schedule during service delivery. DSS, GDOL, and LWIAs each submitted workbooks with their own cost information. They submitted workbooks for the planning period (April 2015–February 2016) and for 12 quarterly service delivery periods (February 2016–January 2019) through the end of services and closeout activities, which occurred in January 2019.

- **Total costs.** The workbooks captured data on a set of four core cost categories, or cost ingredients, including staff, direct services, supplies and equipment, and overhead and operating costs. These costs included those paid for with FNS grant funds and those paid for with funds leveraged from other sources. We used the cost ingredients to build an estimate of the total costs of SNAP Works 2.0 by summing them across the four cost categories.¹⁸
- **Costs by service type.** In addition to the cost workbooks, a web survey collected data on the percentage of time provider staff spent on key services for SNAP Works 2.0 group members—for example, management, assessments, and job readiness or life skills workshops (such as a job club or job readiness training). We allocated the costs of (1) staff, (2) supplies and equipment, and (3) overhead and operating costs to direct service costs using the percentage of time staff reported spending on these key direct services.
- **Costs per individual.** To estimate the costs of serving the average individual and the range of costs for serving all SNAP Works 2.0 group members through SNAP Works 2.0, we used individual-level data on participation in services to attribute a cost to each service in which the individual engaged. We used administrative service use data collected by DFCS and partners and providers on participation in SNAP Works 2.0 services only. We used data on the unit (or per-service) cost of SNAP Works 2.0 services to estimate the total cost of services for each individual in the administrative service use data. We then estimated the mean cost of services for an individual.

Costs of all services received by SNAP Works 2.0 group members. In addition to estimating the costs of SNAP Works 2.0, we estimated the cost of *all* services that SNAP Works 2.0 group members received from the SNAP Works 2.0 and the community. We used the costs of all SNAP Works 2.0 group services in the cost-benefit analysis because the benefits SNAP Works 2.0 group members could have accrued through changes in employment and earnings were a product of all services in which they participated during the follow-up period, not just the SNAP Works 2.0 services.

- **Total costs, costs by service type, and costs per individual.** We estimated the costs of all services SNAP Works 2.0 group members received per individual using the same method we used to estimate the per individual costs of SNAP Works 2.0. We used individual-level data on participation in services to attribute a unit cost to each service in which each individual engaged and estimated the

¹⁸ The ingredient, or build-up, methodology used for the cost data collection and analysis has been used in similar evaluations of public workforce programs and is detailed in Levin, Henry M., and Patrick J. McEwan. *Cost-Effectiveness Analysis: Methods and Applications*. Thousand Oaks, CA: SAGE Publications, 2001.

mean and range of costs per individual. We summed the individual-level estimates to get an estimated total cost of all services SNAP Works 2.0 group members received.

We used the unit costs of SNAP Works 2.0 services and individual-level participation data from the 12- and 36-month follow-up surveys to estimate the costs of all services SNAP Works 2.0 group members received. We chose to use the survey data to estimate the cost differentials between the SNAP Works 2.0 and control groups because, unlike the administrative service use data, the survey data were collected for both the SNAP Works 2.0 and control groups. In addition, these data reflect all services both groups received, thus maximizing the comparability of the two sets of service costs.

Costs of all services received by control group members. Most grantees were unable to report detailed information on costs for the services received by control group members. As a result, we estimated the costs of all services control group members received using recently published data on the costs of similar services offered through the WIOA Adult and Dislocated Worker programs. Services for the control group were generally similar to or a subset of WIOA services, including case management, assessments, job clubs, job readiness training, independent job search (called resource room visits), education, occupational skills training, work-based learning, and support services. For case management and all employment and training-related activities, we used cost data from the WIA (Workforce Investment Act) Gold Standard Evaluation, which were collected using the same methodology as this evaluation and the same workbook and cost ingredients (staff, direct service, supply and equipment, and overhead and operating costs).¹⁹ For cost estimates of support services, we used 2018 FNS-583 form data on reported costs of support services in existing SNAP E&T programs. We adjusted the cost estimates to 2016 dollars to facilitate a direct comparison with SNAP Works 2.0 group cost workbook estimates, which we also adjusted to 2016 dollars.

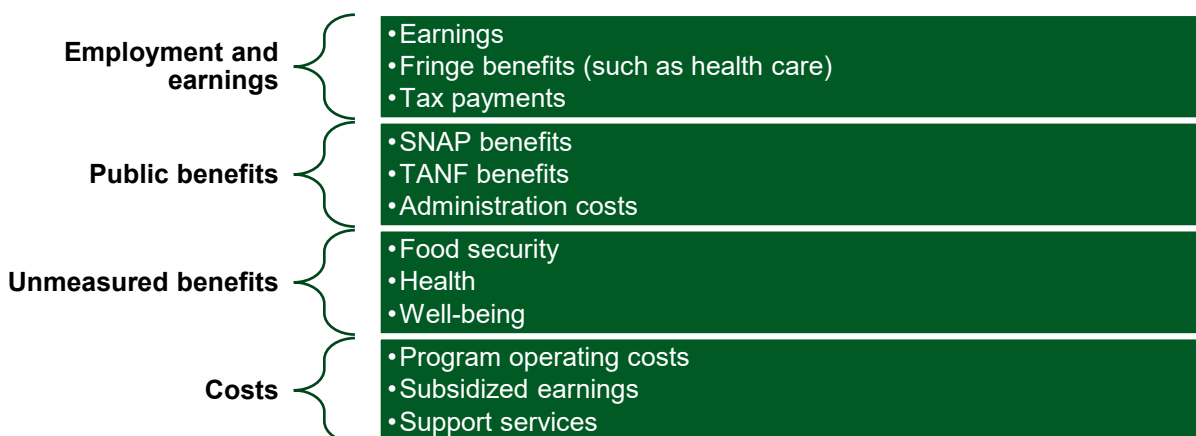
- **Total costs, costs by service type, and costs per individual.** We used the same method to estimate the costs of all control group services that we used to estimate the costs of all SNAP Works 2.0 group services. We attributed the WIOA unit cost of each service to individual-level data on participation in the services control group members reported receiving through the community in the 12- and 36-month follow-up survey data. We estimated the mean and range of costs per individual and summed the individual-level estimates overall and by service type to estimate the costs of all services control group members received.

Approach to cost-benefit analysis. The cost-benefit analysis used a framework to present a comprehensive listing of SNAP Works 2.0 group benefits and costs, relative to the control group, from three perspectives: (1) individuals enrolled in SNAP Works 2.0, (2) government and taxpayers, and (3) society as a whole, which represents the sum of the other two perspectives. The framework is similar to an accounting ledger, listing benefits and costs as dollar values that could be positive from one perspective or negative (a cost) from another. All costs and benefits are expressed as the difference between the SNAP Works 2.0 group and the control group and reflect all services those individuals received during the 36-month follow-up period.

¹⁹ The WIA Gold Standard Evaluation is the most recent national study of the Adult and Dislocated Worker program services, conducted in 2012 and with findings published in 2016. WIA was reauthorized in 2014 under the WIOA. Although WIOA made important changes to the workforce system, it did not significantly change the basic set of services offered, nor who was eligible to receive them. We refer to the WIA Gold Standard Evaluation as WIA because that was the name of the authorization at the time the data were collected.

Measures of costs and benefits. Given FNS’ and Congress’s goals for the SNAP E&T pilots, the primary benefits of interest were (1) increased earnings (through increased employment), which reflect individuals’ increased productivity from participating in services; and (2) reduced need for public assistance benefits, such as SNAP or TANF (Exhibit II.1). Additional benefits to government and taxpayers, as well as society, include taxes that individuals pay as part of their post-service employment and reductions in public assistance benefits. The primary costs of interest include costs for operating program services and providing subsidized earnings and support services to individuals while they are engaged in services. While operating costs and resources provided to individuals are a cost to government and taxpayers, the latter are a benefit to individuals.

Exhibit II.1. Measures of costs and benefits



Although we can attribute a dollar value to benefits such as earnings, fringe benefits like health care, or SNAP benefits, there are other benefits and costs associated with changes in employment and earnings that are more difficult to value. Changes in the rates of food insecurity and well-being (such as improved housing or health status or lower rates of depression) are important outcomes that could be associated with a change in employment and earnings. It is challenging to quantify the dollar value of these benefits reliably—for example, it is difficult to attribute a dollar value to a one-point change on the depression or food security scales used to assess the presence and extent of these issues. Outcomes such as a change in depression or food security might have more value than can be represented by a change in earnings or expenditures, given the relationship of those outcomes to overall and long-term health and well-being. In addition, there are other potential costs to individuals related to employment, such as changes in child care or transportation needs. We did not make assumptions about the values of these benefits or costs because they could influence estimates with a high degree of uncertainty. However, it is important to recognize the potential value of these costs and benefits to individuals, government and taxpayers, and society.

Costs and benefits by perspective. The findings of the cost-benefit analysis depend on the perspective from which the costs and benefits are considered. For example, an increase in tax payments because of an increase in employment and earnings is a cost to individuals but a benefit to government and taxpayers. We considered variation in the costs and benefits by perspective:



Individuals enrolled in the SNAP WORKS 2.0 group could have realized benefits from increased post-program earnings and incurred costs from decreased benefit receipt. Individuals did not incur costs for services but benefitted from receiving subsidized wages and support services while receiving services.



Government and taxpayers (meaning everyone other than individuals) paid costs to fund the services and could have realized benefits from increased taxes from individuals and decreased benefit receipt and program administration costs.



Society as a whole experienced the overall effect of the costs and benefits to individuals and government and taxpayers. Costs or benefits to society were the sum of the costs and benefits to individuals and government and taxpayers. For example, if taxes were a cost to individuals and a benefit to government and taxpayers, there would be a net neutral (zero) benefit to society.

Summary measures. To estimate the net benefit, we took the difference between total benefits and costs for each perspective. A negative net benefit is a net cost from that perspective. We also estimated the return to society on each dollar invested by estimating the ratio of benefits to costs. A benefit-cost ratio greater than 1 suggests that overall benefits of all SNAP Works 2.0 group services exceeded their costs. A benefit-cost ratio less than 1 suggests that the benefits of all SNAP Works 2.0 group services, relative to the services SNAP Works 2.0 group members would have received otherwise, did not outweigh their costs within the 36-month follow-up period. In other words, the costs exceeded the benefits realized.

Accounting for benefits accruing later than costs. The costs of services were incurred during the time when individuals were enrolled in services, but the benefits of those services likely did not accrue fully until a later date. We adjusted the costs and benefits in two ways to make their dollar values comparable during the baseline year of 2016, when SNAP Works 2.0 started incurring service costs and individuals started accruing benefits.

- **Price deflator.** To account for inflation, we used the implicit gross national product price deflator from the Bureau of Economic Analysis to convert costs and benefits occurring in later years into constant 2016 dollars.
- **Discount rate.** A dollar in the baseline year was worth more than a dollar in later years because it could have been invested and earned interest. To account for this effect, we used a discount rate to convert all costs and benefits incurred in later years into constant 2016 dollars based on the 30-year Treasury bond rate on January 1, 2016 (approximately when SNAP Works 2.0 started), which was 2.98 percent.

Sensitivity analyses. Like most cost-benefit analyses, our estimates required many assumptions. We examined the sensitivity of our findings to changes in these assumptions to assess whether our results were robust to these changes. We assessed whether our results differed for each of the following changes:

- **Alternative discount rates.** We used an alternative Treasury bond rate to assess the sensitivity of estimates to different rates of return through the discount rate. We tested the sensitivity of our findings to using alternative discount rates of 2 percent and 4 percent.
- **Alternative fringe benefit rates.** We used an alternative fringe benefit rate to assess the sensitivity of estimates to the assumption that the average fringe benefits were worth 20.9 percent of earnings (according to the Department of Labor's National Compensation Survey). We tested the sensitivity of our findings to using fringe rates that were decreased and increased by 5 percent of earnings.

- **Alternative tax rates.** We used a single marginal tax rate based on the mean earnings impact and characteristics of individuals in SNAP Works 2.0 at enrollment. Because individuals' effective tax rates could vary based on their earnings and other deductions, we tested the sensitivity of our findings to using tax rates that were decreased and increased by 5 percent.
- **Alternative assumption that subsidized earnings are not included in UI wage record estimates of earnings.** We assumed that subsidized earnings provided to individuals engaged in work-based learning activities were reported to State UI agencies and were included in UI wage record estimates of earnings. It is possible that not all providers reported subsidized earnings to State UI agencies. We tested the sensitivity of our findings to the alternative assumption that subsidized earnings were *not* included in UI wage record estimates of earnings, but instead were a direct transfer benefitting individuals. We assumed subsidized earnings were included in 36-month survey estimates of self-reported earnings.
- **Alternative assumption that treatment group members only received services through SNAP Works 2.0.** The main analysis assumes that SNAP Works 2.0 group members received additional services outside of SNAP Works 2.0 through existing SNAP E&T and the community during the pilot period. We use data from the 12- and 36-month follow-up surveys to estimate service receipt for SNAP Works 2.0 group members and assume any difference in estimate costs of SNAP Works 2.0 and all services SNAP Works 2.0 group members received based on the survey is attributed to services received outside of SNAP Works 2.0. Survey data are self-reported and could over or underestimate the services that SNAP Works 2.0 group members received. This sensitivity analysis uses the alternative assumption that SNAP Works 2.0 group members only received services through SNAP Works 2.0 and estimates the net benefits using these alternate estimates of costs.

6. Subgroup analysis

For many of these analyses, we examined subgroups that may have been affected differently by the services offered to the SNAP Works 2.0 group.

Subgroups defined by baseline characteristics. We analyzed a subset of service use and impacts among groups of individuals defined by their status at the time of enrollment, such as the presence of children in the household, work experience, income, age, and presence of severe barriers to employment. For all subgroup analyses, we conducted F-tests to assess research group differences in service receipt or impacts across subgroups. These findings are included in the appendices.

Subgroups defined by the timing of pilot enrollment. We analyzed a subset of service use and impacts by enrollment time period. We divided individuals enrolled through December 2017 into two groups based on when they were enrolled in the pilot; those enrolled before and after the midway point of the pilot's full enrollment period (February 2016 to February 2017 versus March 2017 to February 2018). We meant the mid-enrollment distinction to capture differences between earlier and later cohorts, independent of how specific pilot operations changed over time. There could have been changes both within and outside of the pilot that contributed to differences in outcomes before and after the mid-enrollment point, including shifts in local labor market demand, changes in implementation policies or practices, or characteristics of individuals. We used t-tests to determine whether the magnitude of differences between SNAP Works 2.0 and control groups varied across enrollment periods.

Subgroups defined by whether individuals started or completed activities. The main findings presented in this report do not differentiate between individuals enrolled in the pilot who participated in activities

and those who did not. These estimates provide information about impacts that can be expected for all SNAP participants to whom SNAP Works 2.0 activities were offered. However, because some individuals did not engage in SNAP Works 2.0 or start an activity, these estimates mask how well individuals who actually participated in SNAP Works 2.0 activities may have fared. For this reason, we conducted additional analyses to examine impacts among SNAP participants who actually engaged in the pilot and participated in activities.

We grouped activities into (1) job search or job search training activities (consisting mostly of independent job search) and (2) education or training activities (consisting of occupational skills training, basic education [GED class and the National Career Readiness Certificate], and work-based learning). We estimated differences in service receipt between SNAP Works 2.0 and control groups and impacts on outcomes among individuals who started a pilot activity compared with those who did not and among those who completed a job search or job search training activity or completed an education or training activity compared to those who started but did not complete an activity.

To conduct this non-experimental analysis, we used a rich set of baseline data collected from all individuals enrolled in the pilot to estimate SNAP Works 2.0 group members' propensity for starting an activity using regression-based predictive models. These models were then used to predict control group members' propensities to start an activity had they been in the SNAP Works 2.0 group. The resulting propensity scores were then used to define subgroups of individuals in each research group based on the percentages of the SNAP Works 2.0 group that started an activity. We repeated this process for SNAP Works 2.0 group members who did not start an activity, completed an employment or training activity, completed a job search or job search training activity, or started but did not complete an activity.²⁰

C. Study limitations

This SNAP E&T pilots evaluation used an experimental design, rigorous analysis methods, and a multi-faceted longitudinal data set to assess whether the pilots were effective in connecting SNAP participants with jobs that increased their incomes and reduced their need for public assistance benefits. Because individuals were randomly assigned to SNAP Works 2.0 and control groups, we can confidently attribute differences in outcomes between the groups to SNAP Works 2.0 services rather than to differences in the characteristics of the two groups when they enrolled into the pilot, such as differences in education, work readiness, and barriers to employment.

Nonetheless, the evaluation has several methodological limitations:

- 1. Some analyses do not include all individuals who enrolled in the pilot.** We have about three years of follow-up data for most, but not all, individuals who enrolled into the pilot. Because the reporting and data collection schedules did not always align, we had to limit some analyses to a subset of the individuals enrolled in the pilot. For example, survey data were collected only from individuals who were randomly assigned through December 2017. Similarly, although UI wage records were collected for all individuals who were randomly assigned, individuals who were randomly assigned later in the enrollment period contribute less than three years of data to the analysis. Thus, it is possible that analyses that included a full three years of data for all individuals who were randomly assigned might produce different findings. We assessed the sensitivity of our findings to these limitations by using

²⁰ Additional information regarding these procedures can be found in the technical supplement which accompanies the report.

the UI wage records for *all* individuals who were randomly assigned to estimate 2-year impacts of the pilot on outcomes and compared these impacts to those for individuals who were randomly assigned through September 2017—those for whom we had 3-year observation periods. Our findings were robust to this restriction, suggesting that the need to restrict the populations included in some analyses did not affect the main conclusions of the evaluation.

2. Survey nonresponse may lead to potential bias in estimates of service receipt and outcomes.

Data collected from the 12- and 36-month follow-up surveys play an important role in understanding differences between the SNAP Works 2.0 and control groups in receipt of services available through SNAP E&T and in the community, as well as in estimating impacts on employment, earnings, and food security and well-being outcomes. With the exception of employment and earnings data in the UI wage records, much of this information is not available through other data sources. Even when it is, there are fundamental differences between UI and survey data in the types of jobs covered and the information available to assess job quality. However, because survey data were collected from individuals 12 and 36 months after random assignment, a nontrivial percentage of individuals enrolled in the pilot were not located via telephone or residential address and, thus, could not participate in the survey. (The response rates of the 12- and 36-month surveys were 65 and 67 percent, respectively.) As a result, differences in the characteristics of individuals who responded and did not respond to the survey could differ between SNAP Works 2.0 and control groups. If this were true, it would bias the estimates of pilot impacts. To address this possibility, we performed a comprehensive nonresponse bias analysis using information collected before random assignment and constructed and applied survey weights based on these analyses to ensure that findings are representative of all individuals who enrolled into the pilot.

3. Having incomplete control group data in the cost-benefit analysis led to the use of estimated costs of control group services. The cost-benefit analysis compares the costs of SNAP Works 2.0 group services with their counterfactual—those services individuals would have received in the absence of the SNAP Works 2.0 group services. Most grantees were unable to report detailed information on costs for the services received by control group members, so we estimated those costs using the unit costs of services that were similar to those the control group received, using data from a recently published evaluation of the WIOA Adult and Dislocated Worker program. As a result, the difference in the costs of services represented in the cost-benefit analysis could be over- or underestimated.

4. The assessment of the effectiveness of the pilots on individuals who participated in activities was not based on an experimental research design. The subgroup analysis examining differences in pilot impacts among individuals who did and did not start or complete an activity is important for assessing pilot effectiveness among individuals who engaged in the pilot. However, an important limitation of this analysis is that it is not based on an experimental design. The experimental design randomly assigned individuals who enrolled in the pilot to the SNAP Works 2.0 group or the control group. Individuals in the SNAP Works 2.0 group chose whether to start an activity and/or complete one based on factors that we could not necessarily observe. Thus, since individuals were not randomly assigned to start or complete activities, there is a risk that the factors predisposing an individual to greater participation in activities may influence their likelihood of gaining employment or earning higher wages, independent of their starting or completing an activity. To account for this potential bias, we used a rich set of baseline data available for all individuals enrolled in the pilot to generate weights that balanced the characteristics of SNAP Works 2.0 group members who started or completed an activity and control group members who would have had a high propensity to start or

complete an activity had they been in the SNAP Works 2.0 group, thereby reducing the risk of selection bias.

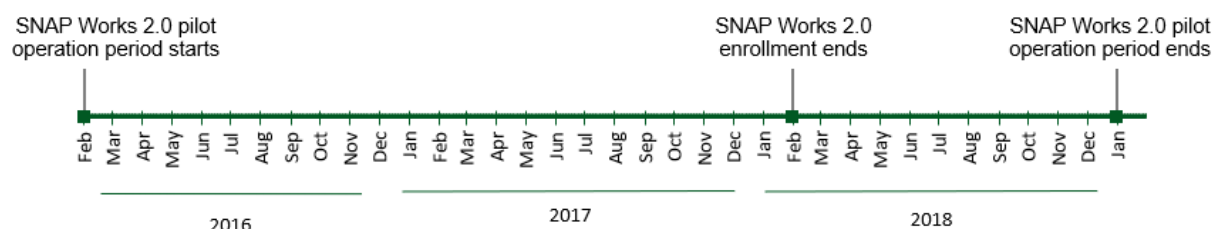
III. SNAP Works 2.0 enrollment and characteristics

This chapter describes patterns of enrollment in the pilot and the local economic context in which the pilot operated. It also describes the characteristics of enrolled individuals at the time of random assignment and compares the characteristics of those who enrolled in the pilot earlier to the characteristics of those who enrolled later.

A. Patterns of enrollment

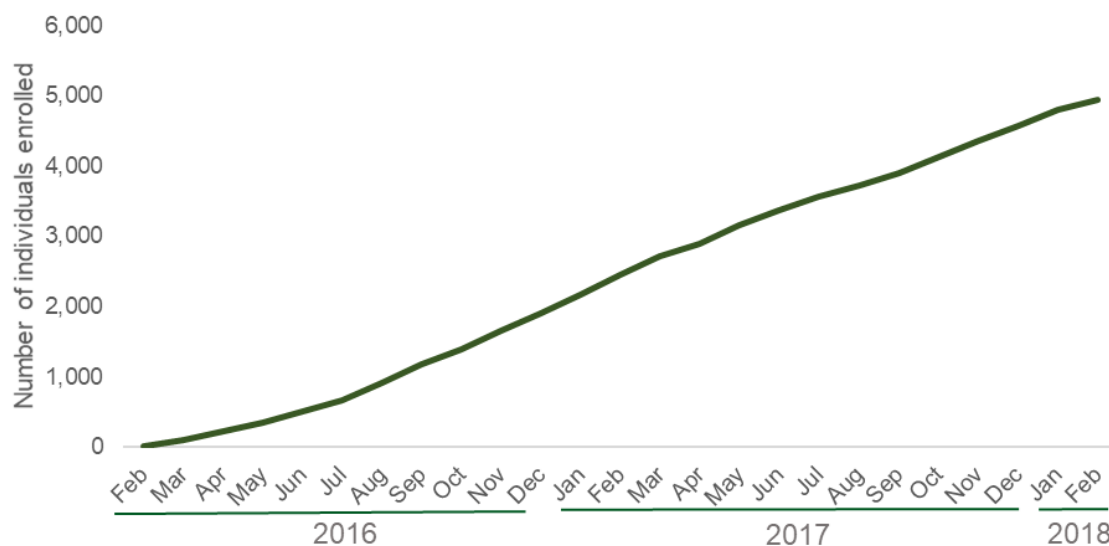
From February 2016 to February 2018, Georgia enrolled 5,000 individuals into the pilot (Exhibit III.1). SNAP participants who enrolled in the pilot were randomly assigned in roughly equivalent numbers to the SNAP Works 2.0 group and a control group. The number of individuals enrolled increased steadily over time, averaging about 176 individuals per month in 2016, 221 individuals per month in 2017, and 193 individuals per month in 2018 (Exhibit III.2).

Exhibit III.1. Overview of pilot enrollment



Source: SNAP employment and training evaluation enrollment data (February 2016 to January 2019).

Exhibit III.2. Cumulative number of individuals enrolled in each month of the enrollment period



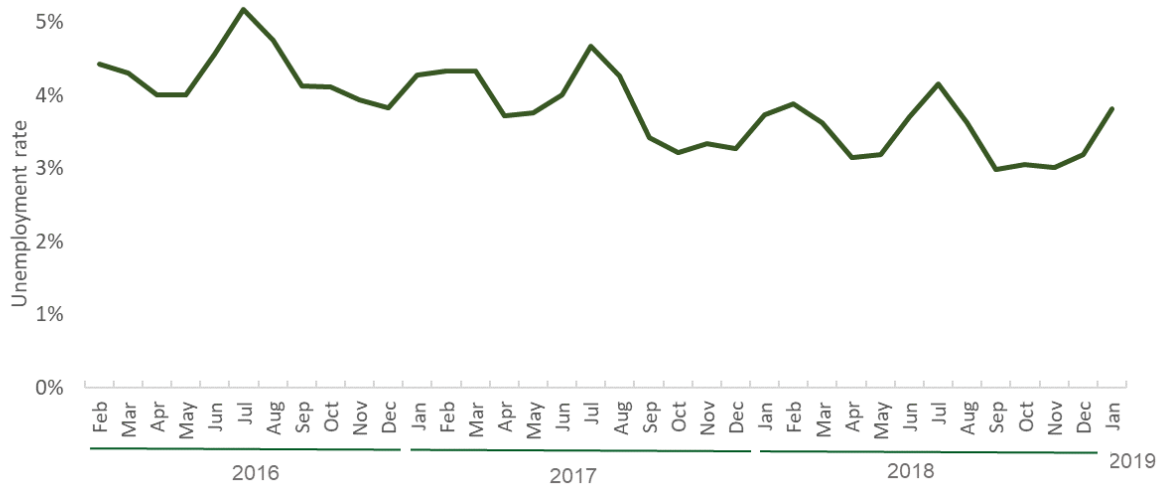
Source: SNAP employment and training evaluation enrollment data (February 2016 to February 2018).

Note: All values are numbers of individuals enrolled and include both SNAP Works 2.0 and control group members. Individuals enrolled in the pilot include all SNAP Works 2.0 and control group members who completed a baseline enrollment registration and did not subsequently revoke their consent to participate in the evaluation of the pilot (4,981 out of the 5,000 enrolled individuals).

B. Local economic context in the SNAP Works 2.0 pilot area over time

The counties in which SNAP Works 2.0 operated experienced relatively low and falling unemployment rates, with average monthly unemployment falling from about 5.5 percent at the beginning of pilot operations to about 4 percent at the end of 2018 (Exhibit III.3). During the first year and a half of the pilot operation (February 2016 to July 2017), the average monthly unemployment rate was between 4.5 and 5.5 percent. From August 2017 until the pilot stopped offering services in January 2019, unemployment hovered between 3.4 and 4.0 percent.

Exhibit III.3. Local unemployment rate in Georgia's pilot area for each month of pilot operation



Source: Bureau of Labor Statistics Local Area Unemployment Statistics (February 2016 to January 2019).

Note: All values are average monthly unemployment rates across the 10 counties in which the pilot operated.

Common occupations among the general population in the region of the pilot remained generally consistent from 2016 through 2019 (Bureau of Labor Statistics 2020). The most common occupations throughout this period were office and administrative support such as customer service representatives, receptionists, administrative assistants and office clerks; sales and related occupations such as cashiers and retail salespersons; food preparation and serving related occupations such as fast food and counter workers, waiters and waitresses, and cooks and cafeteria workers; and transportation and material moving occupations such as delivery truck drivers, passenger vehicle drivers, and workers in the airline industry (Exhibit III.4). One change over the period was the movement into the top five occupations in business and financial operations, such as accountants, loan officers, and budget analysts.

Exhibit III.4. Common occupations and median wages in Georgia's pilot area over time

Wage (hourly in dollars)	2016	2019
Office and Administrative Support Occupations	16.27	17.67
Sales and Related Occupations	12.92	13.70
Food Preparation and Serving Related Occupations	9.01	9.76
Transportation and Material Moving Occupations	14.36	15.02
Management Occupations	50.76	-
Business and Financial Operations Occupations	-	33.13

Source: Bureau of Labor Statistics

Note: Data in this table represent the five most common jobs in 2016 and 2019 based on the total number of employees in the pilot area. The areas included in this table (Nonmetropolitan eastern Georgia, Atlanta-Sandy Springs-Roswell, and Savannah) are defined by the Bureau of Labor Statistics and may not fully align with the areas of Georgia in which the pilot was offered.

C. Characteristics of enrolled individuals

The baseline registration form captured demographic, residential, and economic characteristics at the time of random assignment for individuals who enrolled in the pilot. Exhibit III.5 and Appendix Table C.1 show the key characteristics of individuals who enrolled from February 2016 to December 2017—the individuals on whom many of this report's analyses are based.²¹ Over three-quarters of the individuals enrolled in the pilot were Black or African American, and about half were male. The average age was 33, with 21 percent between 18 and 24 years old and 79 percent between 25 and 49 years old. Almost 80 percent had at least a high school diploma or equivalent education. Very few individuals were married or cohabiting (4 percent) or lived in households with children (5 percent). Most individuals lived in a metropolitan area (96 percent); very few (less than 1 percent) lived in a rural area.²²

Almost all individuals had been employed at some point (94 percent), but only 6 percent were employed at the time of random assignment (Exhibit III.5). About 24 percent were consistently employed in the two years preceding random assignment, meaning they were employed for at least 7 out of the preceding 8 quarters, while 39 percent were either not employed or employed for only one of the preceding 8 quarters.

We also assessed individuals' barriers to employment based on whether they completed high school and if they were employed in the 12 months before random assignment. Most individuals (91 percent) had neither or only one of these barriers. Nine percent faced the most barriers, meaning they have not been employed in the past 12 months and had completed less education than high school or the equivalent.

Around 80 percent of individuals participated in SNAP in the year before enrolling in the pilot. About 51 percent participated for 1 to 6 months of the year and 30 percent participated for more than 6 months.

²¹ Compared to analyzing outcomes for all enrolled individuals, analyzing them for individuals who were randomly assigned through December 2017 allows for a longer observation period of about three years in which to observe service receipt and impacts on outcomes. As shown in Appendix Table C.1, the characteristics of this group of individuals were similar to those for all individuals who enrolled in the pilot.

²² Urbanicity is measured using the Economic Research Service's 2010 Rural-Urban Commuting Area (RUCA) codes. Metropolitan areas are defined as urbanized areas of 50,000 people or more or areas in which most or many commuters in the areas commuted to an urbanized area. Rural areas are defined as small urban clusters of 2,500 to 9,999 people or areas in which most commuters in the area commuted to a small urban cluster. This includes areas outside of urbanized areas and urban clusters.

Exhibit III.5. Baseline characteristics of individuals enrolled in the pilot



Source: SNAP employment and training baseline information registration form (February 2016 to December 2017 data).

Note: All values are percentages unless otherwise noted. Individuals enrolled in the pilot through December 2017 include all SNAP Works 2.0 and control group members who completed a baseline enrollment registration and did not subsequently revoke their consent to participate in the evaluation of the pilot (4,596 out of the 5,000 enrolled individuals).

^a Participated in SNAP reflects any SNAP participation in the year before random assignment based on SNAP administrative records. All individuals who enrolled into the pilot were required to be on SNAP at the time of random assignment.

^b Employment experience is defined using UI wage record data for the two years before random assignment. “Consistently employed” includes individuals who were employed for at least 7 out of 8 quarters preceding random assignment. “Sometimes employed” includes individuals who were employed for 2 to 6 quarters preceding random assignment. “Never employed” includes individuals who were employed for at most 1 quarter preceding random assignment.

D. Characteristics of individuals who enrolled earlier versus later

Some analyses in this report examine differences in service receipt and impacts between individuals who were enrolled earlier versus later in the enrollment period. Below we summarize differences in baseline characteristics of SNAP Works 2.0 group members in these two groups of individuals.

Later enrollees in the SNAP Works 2.0 group were more likely than earlier enrollees to have been consistently employed in the two years prior to random assignment (26 versus 22 percent), to be ABAWDs (93 versus 91 percent), and to have not participated in SNAP in the prior year (31 versus 12

percent; Appendix Table C.4). They were less likely to participate in SNAP for 7 to 9 months (6 versus 8 percent) or 10 to 12 months (12 versus 30 percent). Finally, later enrollees in the SNAP Works 2.0 group were less likely than earlier enrollees to have obtained a certificate as their highest level of education (7 versus 10 percent).

IV. Implementation Analysis

In this chapter, we describe the implementation of the SNAP Works 2.0 pilot based on qualitative analysis of data collected through staff interviews, focus groups, and case studies of individuals in SNAP Works 2.0. Data presented in this chapter were collected during the pilot planning, implementation, operational, and close-out periods, from March 2015 through January 2019 (Exhibit IV.1 provides a pilot timeline).

Exhibit IV.1. Pilot timeline

Pilot activity	Date
Grant awarded	March 2015
Enrollment began	February 2016
Enrollment ended	February 2018
Services ended	January 2019

In the following sections, we provide information about the pilot background and describe the planning and early implementation process. We then detail services and operations, including the recruitment and enrollment processes; control group services and pathways; and SNAP Works 2.0 group services and pathways, management and collaborations, service receipt patterns, barriers among SNAP Works 2.0 group members, staffing, and performance reporting. We also discuss the sustainability and replicability of SNAP Works 2.0 services after the pilot ended and summarize the key findings discussed in this chapter. Unless otherwise noted, each section describes the policies implemented, not what was planned.

A. Pilot background

SNAP Works 2.0 was led by DFCS, which administers SNAP and SNAP E&T (called “SNAP Works”)²³ in Georgia. Interest on the part of DFCS in the pilot opportunity was initially low. Stakeholders in FNS’s Southeast Regional Office strongly encouraged States in its region to submit applications for pilot funding, which DFCS attributed to that office’s goal of strengthening SNAP E&T programs within its region. Despite concerns about the capacity of the recently downsized existing SNAP E&T operations, DFCS saw the pilot as an opportunity to expand its service offerings and its collaborations with other service-providing agencies in support of serving SNAP participants.

DFCS administrators planned to focus SNAP Works 2.0, like the existing SNAP E&T program, on ABAWDs, and sought to serve exclusively ABAWDs unemployed for longer than 12 months. At the time that DFCS staff began preparing the pilot application, State projections indicated that “maybe 150,000 ABAWDs” were receiving SNAP benefits, and most of them were unemployed for a long period of time, according to DFCS staff. In planning SNAP Works 2.0, DFCS administrators reasoned that as the Georgia economy continued to improve following the Great Recession, services could be designed to support ABAWDs’ reattachment to the labor market. Staff reported that the existing SNAP E&T program, which required ABAWDs to register for work and conduct an independent job search once per

²³ To reduce the reader’s chance of mistakenly confusing “SNAP Works” services with “SNAP Works 2.0” services, we refer to the former as “existing SNAP E&T” throughout this chapter. Some instances where “existing SNAP E&T” is used may describe program features, infrastructure, or staff that were shared between the existing SNAP Works program and the SNAP Works 2.0 pilot.

year, offered little in the way of case management or job search assistance activities—something they hoped to improve upon with SNAP Works 2.0.

DFCS staff reported that they viewed the pilot application as encouraging collaboration with existing government-provided employment services. They viewed the statewide reach and operating scale of the GDOL, which offered Wagner-Peyser Act-funded employment services across Georgia, as an appealing solution to its own existing SNAP E&T operations. GDOL leadership viewed the pilot as a way to partner with an agency—DFCS—that provided non-employment supports to a large population that could benefit from GDOL services.

A key design element of SNAP Works 2.0 was a desire to continue the annual SNAP E&T participation mandate for ABAWDs. ABAWDs assigned to receive SNAP Works 2.0 services would still be required to register for work, participate in job search services for four weeks, and participate in job search activities for roughly 20 hours per week. In line with this design requirement, GDOL developed a structured sequence of assessment, job search training, case management, and job search assistance from its existing employment services that would help ABAWDs prepare for and execute successful job searches. When conceiving this sequence, GDOL anticipated that many individuals would benefit from referrals to external service providers—such as to behavioral health or occupational rehabilitation services—with long-term case management and employment services available, as needed, to support job search periods that were longer in duration than the initial job search assistance service sequence of four to six weeks or were deferred while barriers were addressed. Pilot leadership also estimated that 50 percent of individuals in SNAP Works 2.0, upon completion of an initial job search with the support of GDOL services, would be transitioned to the LWIAs for education or occupational skills training. Individuals could then return to GDOL for further employment services upon completion of the LWIA activities.

DFCS leadership's impression was that most ABAWDs would have barriers to employment and that most would lack a high school diploma or equivalent credential. For this reason, GDOL leadership suggested bringing on three WIOA-funded LWIAs as education and training providers to coordinate education and training services for ABAWDs who needed them. These agencies—WorkSource DeKalb, the Atlanta Regional Commission, and WorkSource Coastal—already served residents in the 10 counties that DFCS eventually would select to participate in the pilot. In selecting these counties to offer SNAP Works 2.0 services, out of Georgia's 152 counties, DFCS identified counties that still operated or had recently operated existing SNAP E&T, counties that had larger relative numbers of ABAWDs based on recent reports, and counties in which GDOL and the collaborating LWIAs had career centers and staff that could serve individuals in SNAP Works 2.0. The planners ultimately settled on seven counties in suburban Atlanta and three counties including and near the city of Savannah, on Georgia's coastal plain.

B. Pilot planning and implementation

After receiving funding for the pilot in early 2015, stakeholders from DFCS and its lead service provider, GDOL, began to meet on a regular basis to refine service flows, iron out roles and staffing plans, and begin operationalizing SNAP Works 2.0. Pilot enrollment was planned for fall 2015. Staff reported that planning activities began to fall behind schedule soon after the pilot was awarded because it took almost six months to get a contract in place between DFCS and GDOL. Further delays were encountered before the start of pilot enrollment because of a protracted timeline for staffing up at GDOL career centers (and, to a lesser extent, at DFCS County offices). Delays in receiving approval to post and fill pilot-funded positions at GDOL contributed to pushing the start of enrollment to the first quarter of 2016. Ultimately,

the pilot enrolled its first individuals in early February 2016, in two counties. The remaining eight counties began pilot enrollment in a staggered fashion through June 2016.

SNAP Works 2.0 services were to be available from staff located at nine GDOL career centers, chosen to be geographically proximate to the individuals assigned to receive services. Each of these centers was to be staffed initially with two full-time case managers—one considered “primary” and one called an “associate,” but each performing very similar roles—delivering job search training, individualized job search assistance, case management, and case coordination.²⁴ DFCS staffed each pilot county office with one or more existing SNAP E&T program caseworkers—depending upon the projected recruitment flows of ABAWDs into existing SNAP E&T orientations, where pilot enrollment would occur—who would monitor participation in mandated activities in both existing SNAP E&T and SNAP Works 2.0, disburse support services and recruit individuals into the pilot. Two of the three LWIAs used existing case managers with non-pilot responsibilities to coordinate education, training, and support services to individuals once they engaged with the LWIAs. The third LWIA, the Atlanta Regional Commission, hired two part-time case managers to staff SNAP Works 2.0 to deliver the same services, a move informed by the large geographic area that it served under the pilot.

For more information about pilot planning and implementation, please see the Expanding Opportunities & Reducing Barriers to Work: Georgia Interim Report (Hamilton et al. 2021).

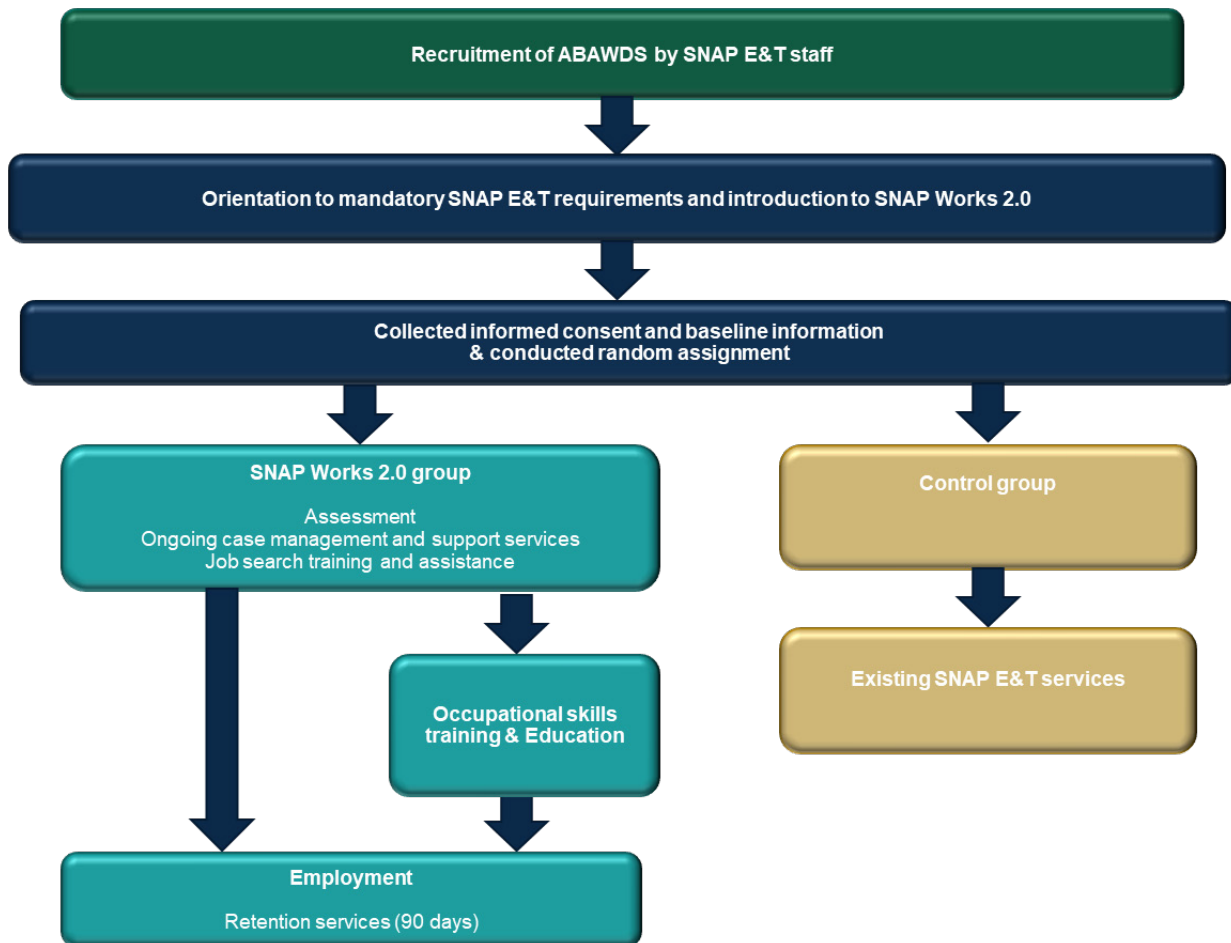
C. Pilot services and operations

As shown in Exhibit II.1, existing SNAP E&T program caseworkers at DFCS county offices initially recruited individuals primarily by contacting SNAP participants listed in reports of recertifying or new ABAWDs from the State’s then-existing eligibility system. ABAWDs were informed of their annual existing SNAP E&T participation requirement by letter and given an orientation date, where the opportunity to enroll in the pilot was presented by DFCS caseworkers. Those interested were randomly assigned to the SNAP Works 2.0 group, which could receive SNAP Works 2.0 services, or the control group, which could receive existing SNAP E&T services. Individuals randomly assigned to SNAP Works 2.0 were informed that GDOL case managers would make contact to schedule an orientation and initiate case management and job search training and assistance—activities that were required of all SNAP Works 2.0 group members and sequenced at the beginning of the SNAP Works 2.0 service flow. Individuals assigned to the control group were informed about the reporting requirements of their independent job search, described in Section C.2. SNAP Works 2.0 group members who attended orientation met with GDOL case managers for initial job search assistance and career counseling, underwent assessments, and enrolled in Employ Georgia, GDOL’s online job search application. SNAP Works 2.0 group members then attended individual job search counseling sessions and group job search training workshops, both led by GDOL SNAP Works 2.0 case managers. Individuals in the SNAP Works 2.0 group could also be referred to LWIA case managers, generally after the completion of job search training workshops, at which point they could pursue enrollment into pilot-funded, LWIA-coordinated education and occupational skills training services. GDOL provided case management services

²⁴ The GDOL intervention design assumed that GDOL case managers would monitor and coordinate service delivery across service providers for individuals in the SNAP Works 2.0 group who were receiving training or education services from the LWIAs and other supports, such as barrier mitigation services, from external providers.

throughout each SNAP Works 2.0 group member’s engagement in SNAP Works 2.0, including for up to 90 days after the start of employment.

Exhibit IV.2. Pilot flow and pathways



1. Recruitment and enrollment

Through much of the pilot, the main approach taken to recruitment was to mail letters that informed new or recently recertified²⁵ ABAWDs of their requirement to participate in a SNAP E&T activity once per calendar year. These letters also provided individuals with the date of an upcoming existing SNAP E&T orientation that they were required to attend, informed them of the possibility of SNAP benefits sanctioning for noncompliance with the existing SNAP E&T participation mandate, and shared contact information for existing SNAP E&T staff. Upon arriving at orientation, individuals were introduced to the existing SNAP E&T program in a group setting and received information about SNAP Works 2.0. Following each orientation session, DFCS staff met with each attendee individually.

During these individual sessions, a short, verbal “employability assessment” was administered by staff, through a discussion of service needs and barriers. A key focus of this discussion was to assess whether individuals were indeed ABAWDs. Several conditions could exempt SNAP participants from ABAWD

²⁵ ABAWDs in Georgia are required by DFCS to recertify for SNAP participation every six months.

status—and, thus, the existing SNAP E&T mandate—including homelessness, mental health challenges, pregnancy, the receipt of unemployment insurance benefits, enrollment in a substance use disorder treatment program, and service as a caretaker for an elderly or disabled person. Confirmation of ABAWD status during the post-orientation one-on-one caseworker meeting was the only pilot eligibility screening that took place before enrollment.

Once ABAWD status was confirmed and interest in SNAP Works 2.0 identified, existing SNAP E&T staff obtained consent, collected baseline information, randomly assigned individuals to the SNAP Works 2.0 group or the control group, and provided information on next steps. Those assigned to the SNAP Works 2.0 group were informed that GDOL SNAP Works 2.0 case managers would contact them within the next few days to set up another orientation appointment. Individuals assigned to the control group were informed of their participation requirements, as described in Section C.2.

Over time, DFCS pilot managers focused significant attention on strengthening SNAP Works 2.0 recruitment operations, tackling capacity challenges that lingered from the earlier downsizing of existing SNAP E&T. For instance, DFCS management reported that various processes—including orientation sessions—were not as smooth or as effective as desired, and they invested both in the tools used during those sessions and in training staff to effectively facilitate them. Another challenge was identifying and targeting ABAWDs who had been unemployed for 12 months or longer. Existing SNAP E&T staff reported that it was common for SNAP participants to have been coded incorrectly by eligibility staff as ABAWDs, a situation that became evident after further assessment by existing SNAP E&T staff indicated that the individual met exemption criteria from ABAWD requirements under DFCS policy.²⁶ This was perceived as a major factor in DFCS's initial struggle to meet its pilot recruitment targets. DFCS administrators ultimately sought and received approval from FNS in 2016 to target *all* ABAWDs in the 10 selected counties, not just those who had been unemployed for a year or longer. In response to these challenges and in recognition that improvements were being made, DFCS eventually requested that the pilot recruitment period be extended from 18 to 24 months, and FNS approved this request.

Due to these efforts, many county DFCS offices began to meet or exceed their recruitment targets by late 2016. However, beginning in mid-2017, recruitment operations were again challenged by DFCS's transition to a new SNAP eligibility system. The rollout of the new system significantly disrupted SNAP Works 2.0 operations, in that county-level staff now lacked the ability to pull reports that would identify ABAWDs for outreach. As a result, the number of ABAWDs enrolling in the pilot dropped, and DFCS had to develop new recruitment pathways. Various tactics were employed to identify ABAWDs, including developing manual systems for identifying ABAWDs in coordination with eligibility staff and creating processes whereby ABAWDs visiting DFCS offices in person (for instance, to recertify) could learn about SNAP Works 2.0 in one-on-one orientation meetings with existing SNAP E&T staff and could be enrolled into the pilot on the spot, without having to attend a group orientation session. These combined efforts ultimately succeeded in sufficiently countering the challenges posed by the eligibility system transition. By the end of the pilot in February 2018, DFCS had enrolled its target of 5,000 individuals into the pilot.

²⁶ For instance, out-of-work SNAP participants caring full time for elderly relatives might be coded as ABAWDs by eligibility staff on the basis of their household structure. However, providing elder care exempts SNAP participants from ABAWD requirements.

As the pilot matured, SNAP Works 2.0 pilot staff at DFCS began to observe that many individuals previously assigned to receive SNAP Works 2.0 services were recertifying their SNAP benefits as ABAWDs, thus raising the question of whether and how to offer SNAP Works or SNAP Works 2.0 services to these individuals. Pilot managers made the decision to invest in remarketing pilot services to those customers. DFCS staff created systems to identify these SNAP Works 2.0 group members, to reengage them in the SNAP Works 2.0 pilot service offerings, and to refer them back to GDOL for continued service delivery.

2. Control group services and pathways

The existing SNAP E&T program available to individuals assigned to the control group centered on the independent completion of a four-week, mandatory job search. Following random assignment, control group members were given instructions on how to report the required job search activities to SNAP E&T caseworkers.

Control group members were required to “register for work”—typically by signing up for GDOL employment services at a local career center or by creating an account on Employ Georgia, the online labor exchange resource that GDOL maintains for use by job seekers and employers with job openings in the State of Georgia.²⁷ Services available to control group members (and all Georgia residents) via GDOL could, if control group members sought out GDOL services, be categorically similar to the services available to the SNAP Works 2.0 group—. Control group members, however, did not receive the same degree of case management as members of the SNAP Works 2.0 group. They also had different activities required of them as part of existing SNAP E&T. Control group members were required to submit a record of their job search efforts each week for the four weeks following their orientation, demonstrating that they made contact with or submitted job applications with at least 10 employers per week and that they accepted employment offers of at least thirty hours per week, if offered. In addition to submitting paper forms, individuals could report to SNAP E&T staff via email. During the four-week job search period, individuals in existing SNAP E&T were eligible to receive support services through DFCS, which typically consisted of either \$25 transportation stipends or public transit access cards, where public transit was available. In describing the services provided by DFCS to control group members, staff emphasized that the capacity for delivering direct services, such as case management or career counseling, during or after the required four-week job search period was extremely limited, given available resources and caseloads. Moreover, although staff in the existing SNAP E&T program could coordinate and fund education and training services, such as through local technical colleges, there were significantly fewer resources allocated to supporting education and training services for control group members compared with SNAP Works 2.0.

Key to the existing SNAP E&T participation mandate was the policy of sanctioning the SNAP benefits of ABAWDs who failed to comply.²⁸ ABAWDs who did not report completion of all the activities required during the four-week job search period were informed of their noncompliance via a “good cause” letter, which informed them of an impending, temporary loss of benefits—a “sanction period”—unless they reengaged with the SNAP Works program to complete the mandatory activities within 14 days. If they

²⁷ At the discretion of caseworkers, ABAWDs could seek services from another employment services provider, such as Goodwill Industries.

²⁸ The SNAP E&T participation mandate applied to individuals participating in Georgia’s existing SNAP E&T program as well as those enrolled in SNAP Works 2.0 services.

failed to do so without showing good cause, they would lose eligibility for SNAP benefits for a fixed period, after which they could reapply.²⁹ According to Georgia policy, the length of each successive benefits sanction period increased based on the number of prior sanctionable offenses, so SNAP benefits were stopped for one month for the first offense, three months for the second offense, and six months for each subsequent offense. Sanctioned ABAWDs who regained SNAP eligibility were not required to participate in existing SNAP E&T again until the following calendar year, if they remained an ABAWD.³⁰

3. SNAP Works 2.0 group services and pathways

SNAP Works 2.0 services were structured as a standardized sequence of activities that individuals could complete over a roughly four- to six-week period, after which case management could continue. Within five days of pilot enrollment and assignment to the SNAP Works 2.0 group, individuals were contacted by case managers located at a nearby GDOL career center—where most service delivery would occur—and invited to attend a GDOL orientation to SNAP Works 2.0 services, most often scheduled for groups of individuals. During this orientation, GDOL staff described SNAP Works 2.0 services and their sequence.

Like ABAWDs assigned to the control group, individuals assigned to the SNAP Works 2.0 group were required to participate in services to satisfy the mandated job search requirement of existing SNAP E&T in Georgia. In the event that SNAP Works 2.0 group members did not participate in assigned activities, GDOL case managers attempted to contact them by phone and letter, and then informed DFCS of their nonparticipation if they did not reengage.³¹ Upon referral to DFCS, the “good cause” process described in section C.2 would be triggered, with individuals either sanctioned or given the opportunity to reengage in services. Sanction procedures and lengths were the same for the SNAP Works 2.0 group and the control group. In addition, like those in the existing SNAP E&T program, individuals in SNAP Works 2.0 who regained SNAP eligibility post sanction would not be required to participate in SNAP Works 2.0 again until the following calendar year, if they remained an ABAWD, unless they chose to reengage voluntarily.

Job search training and assistance. Through regularly scheduled group-based workshops and one-on-one meetings facilitated by GDOL case managers, SNAP Works 2.0 group members were given training and guidance to help them develop and refine career goals and execute successful job searches. The workshops generally lasted between one and two hours and, in addition to conveying core concepts, were designed to foster group discussion. Workshop topics included the following: Job Search Strategies for

²⁹ A SNAP E&T work registrant can provide a “good cause” reason, such as illness or incapacity, for failure to comply with SNAP E&T program requirements.

³⁰ Except in Gwinnett County, the counties where the SNAP Works 2.0 pilot operated had waivers from ABAWD SNAP time limits. Gwinnett County—as well as some other non-pilot counties in Georgia—became ineligible for a continued geographic waiver of ABAWD time limits beginning in January 2016. During the pilot planning phase, DFCS was concerned that the reintroduction of these time limits would jeopardize pilot implementation and made the decision to exempt both treatment and control group members from SNAP time limits on a discretionary basis upon their enrollment into the pilot.

³¹ Individuals who disengaged from SNAP Works 2.0 services received outreach from their GDOL case managers, followed by outreach from DFCS SNAP E&T staff, before being sanctioned for noncompliance. As a result, they differed from their counterparts in the existing SNAP E&T program in that they likely had more staff contact and a greater length of time in which to reengage.

the Long-Term Unemployed, Interviewing with a Purpose, Creating a Winning Resume, Social Media as a Career Recruitment Tool, Completing Employment Applications, Interviewing and Salary Negotiation, Maintaining a Positive Outlook, Handling Stress, and others. SNAP Works 2.0 members interviewed in focus groups remarked positively on the workshops, sharing that they helped to inform them about tactics for searching for employment that they had not previously considered.

In one-on-one meetings, which were intended to occur roughly on a weekly basis, case managers reemphasized key concepts communicated in the workshops, advised individuals in carrying out their job searches, and monitored their efforts. Early in the service sequence, case managers assessed SNAP Works 2.0 group members' career aptitudes and interests using CareerScope, a standardized assessment that suggests career fields and professions for individuals to explore, plus other assessments, as needed. The results of these assessments informed case managers' one-on-one work, enabling them to recommend that individuals consider certain sectors, occupations, and specific jobs that were available. Some participating in SNAP Works 2.0 services regarded job search training services favorably, and especially noted that the resume-writing assistance was useful, as they had not searched for work in some time and benefited from a refresher content.

An individual's experience in SNAP Works 2.0

An individual who had completed SNAP Works 2.0 enrolled after relocating to the Atlanta region from Florida, where he had been employed at a university. Despite this recent spell of employment and holding a master's degree in public administration, he described the significant challenges of finding employment—including a 10-year period in which he was mostly fully unemployed—that resulted from a felony conviction for falsifying a bank check for a small amount of money decades earlier. He shared his frustration that his educational credentials put him in the unfavorable position of being overqualified for lower-wage jobs and that his felony conviction precluded him from securing higher-paying jobs.

The SNAP Works 2.0 group member recalled applying for SNAP benefits in late 2016, during a time in his life that “was almost rock bottom.” He recalled feeling as though the services offered via SNAP Works 2.0 “really worked” for him and participated enthusiastically. Having lived in the Atlanta region for four years at the time, he remembers feeling disheartened by the chronic difficulty he experienced finding work, and “having a negative outlook on my future.” He recalls that his case manager at the Atlanta Regional Commission helped him focus on his goals and describes feeling as though he was being invested in and that she was “instrumental to [his] success.”

Ultimately, the individual selected a Commercial Driver's License (CDL) training program at Piedmont Technical College after considering occupational skills training options, feeling as though it was a pathway to maintaining “a respectful livelihood.” One challenge to participation in the training course was that the college was located 25 miles away from his residence, but he described the transportation assistance offered through the program as helping him cover the costs of commuting. (He did recommend that up-front advance payment would have been easier for him to manage than cost-reimbursement.) After completing the program, the participant recalled attending a job fair specifically for CDL program graduates at the technical college, and he quickly received employment as a truck driver, working about 60 hours per week.

The individual offered an unequivocal endorsement of the SNAP Works 2.0 services he received. He would say to others in a similar position, “You have nothing to lose, [it's] better than negative feelings about all of the things you are not able to do...it's an opportunity.”

All individuals in SNAP Works 2.0 were asked to enroll in and use Employ Georgia within the first week of participation in GDOL's services. Employ Georgia allows users to search open public job listings in a variety of fields and apply for positions of interest. In enrolling with the service, users enter personal and employment history information so that a working digital resume is populated within the system, offering users some momentum in their preparation for job search as soon as they enroll and, for case managers, enabling conversations about each individual's work history, career goals, and job search activities. One distinguishing feature of Employ Georgia is its generation of a tailored list of openings that matches available jobs with a user's work experience, skills, and interests.³² After finding that many individuals were not completing this step, many case managers incorporated enrollment in Employ Georgia into the activities individuals completed during their visit to the career centers for orientation.³³

The SNAP Works 2.0 job search training services were conceived of as a highly standardized flow of activities, with each individual participating in the same types of activities as their peers in each week of service receipt; this generally consisted of at least 20 hours of activities per week, which was a DFCS requirement.³⁴ For example, the first week would feature the following, in addition to an orientation to SNAP Works 2.0:

- A one-on-one meeting with a GDOL case manager to review resumes, discuss occupational interests, skills, and educational attainment, and identify barriers to employment
- Continued search for and review of job opening matches in Employ Georgia
- A job search training workshop
- Completion of the initial assessment
- Other activities at the discretion of case managers, such as service referrals or additional assessments

Despite this planned sequence, participation patterns in SNAP Works 2.0 services could vary significantly for each individual, as described in Section C.5.

Education and occupational skills training. After completing some job search training and job search activities, engaged and interested individuals could pursue occupational skills training courses or enroll in approved courses at educational institutions—including Adult Basic Education services such as GED preparation courses—coordinated by case managers at LWIAs. These case managers would provide additional assessments, including the Test of Adult Basic Education (TABE), offer career counseling, and support individuals in selecting from available training options based on their career interests.

³² The proprietary software generating algorithmic job listing matches to Employ Georgia users is provided by a company called Burning Glass Technologies.

³³ Each GDOL career center had computer workstations available for use, where Employ Georgia could be accessed, assessments given, and resumes and job applications completed.

³⁴ Twenty hours per week of participation in SNAP E&T activities was generally considered to be a minimum target for satisfactory SNAP E&T participation by ABAWDs. Although no ABAWDs enrolled in the pilot were ultimately subject to time limits, because of both geographic waivers and the use of administrative exemptions, DFCS leadership anticipated that the State might lose geographic time limit waivers during the course of the pilot and wanted to ensure that ABAWDs in SNAP Works 2.0 would be able to satisfy time limit requirements while they were engaged in services, if the time limits went into effect.

The take-up of occupational skills training, however, was significantly lower than what was assumed during planning. This was largely because training was originally planned to be the last component in the service sequence, after the required job search was over, and many individuals had exited SNAP Works 2.0 by that time. In response, beginning roughly in early 2017, GDOL staff enhanced their promotion of the availability of occupational skills training during GDOL orientations or workshops, sometimes by inviting LWIA case managers to describe the services themselves. GDOL leadership also relaxed the requirement that individuals complete the full GDOL four- to six-week employment services sequence before being referred to LWIA staff to receive occupational skills training or education services.

Low participation in LWIA services also led pilot management to seek to broaden the education and training service options available to individuals in SNAP Works 2.0. LWIA staff initially screened people for interest in the career fields that were offered in the “demand occupation lists” at each of the three LWIAs, which is a common approach to ensuring that WIOA investments in training align with local employment demand and target individuals genuinely interested in pursuing employment in those in-demand occupations. One individual remarked that it was frustrating to feel steered towards a career like truck driving when their interests and experiences were in the culinary arts. Ultimately, these standards were deemed unnecessary to enforce in the SNAP Works 2.0 context, as pilot dollars funded training costs, and the standards were perceived as limiting the training options for individuals with diverse career interests. As a result, by mid-2018, the LWIAs had greater flexibility in the implementation of SNAP Works 2.0 to support individuals in a variety of occupational skills training courses.

In addition to education and occupational skills training courses, SNAP Works 2.0 planners initially intended for on-the-job training to be offered in certain logistics and warehousing occupations. However, significant investment in offering these options systematically across the pilot was not made during the planning and implementation stage. For this reason, work-based learning was not a core component of SNAP Works 2.0. However, some LWIA staff described offering work-based learning options available through their agencies to some individuals and a small number participated in these activities.

Case management. In addition to providing employment services through group-based workshops and individualized meetings, GDOL case managers monitored and coordinated service delivery across all providers, including DFCS, GDOL, and the local LWIAs. DFCS staff coordinated support services (unless individuals were actively receiving services from LWIAs), and individuals also would communicate with a LWIA case manager if they were pursuing education or training. GDOL staff also made referrals, as necessary, to external services for barrier mitigation. One common example of a referral resource cited by staff was the Georgia Vocational Rehabilitation Agency, which provides a range of physical rehabilitation and mental health services to individuals with disabilities and significant barriers to employment. Although the employment services sequence was structured to last for roughly four to six weeks, GDOL case managers continued to deliver services as long as individuals requested them or until 90 days after employment had been secured.

Support services. DFCS staff coordinated supports to promote service participation while SNAP Works 2.0 group members were receiving employment and training-related services through GDOL. Staff reported that most individuals active in SNAP Works 2.0 requested transportation supports in the form of reimbursement checks mailed to individuals to fund personal travel expenses—valued at \$85 per month—or public transportation passes where transit options existed.³⁵ Another option implemented to serve

³⁵ Public transportation passes were made available starting in 2017.

individuals in SNAP Works 2.0 without public or private transportation options was the use of van services, which SNAP Works 2.0 staff could schedule for individuals as needed. If individuals were ultimately served by LWIA staff, the responsibility for providing these supports transitioned to LWIA case managers. Staff reported significant challenges with transportation supports, and these were echoed by SNAP Works 2.0 group members in interviews and focus groups. Disbursements of support service payments were often delayed or never arrived, and the performance of van operators was described as variable, with individuals often waiting for long periods of time for their pickup. Some SNAP Works 2.0 group members suggested that the amount of assistance available was insufficient to cover all transportation costs, including costs associated with traveling to interviews.

4. SNAP Works 2.0 services management, partnerships, and communication

DFCS State-level staff assumed overall responsibility for management of the pilot in addition to managing existing SNAP E&T operations at the county level, which encompassed pilot recruitment efforts. After the pilot reached a steady state, DFCS held biweekly coordination meetings with State staff at GDOL responsible for overseeing implementation of SNAP Works 2.0 services at the career centers. This coordination did not regularly include the leadership of the three LWIAs, and LWIA staff noted that centralized coordination of SNAP Works 2.0 became less frequent after the start of enrollment.

Throughout the implementation period, a major focus for staff at all levels was establishing and strengthening working relationships among GDOL, DFCS, and LWIA staff. Staff across all agencies noted that building a detailed understanding of the services delivered by their counterparts was necessary to appropriately describe SNAP Works 2.0 and to manage the expectations of SNAP Works 2.0 group members. Efforts were made to improve the accuracy of information conveyed about SNAP Works 2.0 services during the initial orientation at DFCS that described the opportunity, including occasional attendance by GDOL staff to pitch SNAP Works 2.0 services directly. Staff described these efforts to enhance communication as especially effective in preventing misunderstandings on the part of individuals upon arrival at GDOL orientation. Similarly, DFCS and GDOL staff described efforts at the local level to establish communication and reporting systems to enable monitoring of participation by DFCS and referrals back to DFCS by GDOL of individuals who had disengaged from services.

Some GDOL staff described the relationship with LWIA providers as challenging. LWIA case managers were reportedly the least engaged in SNAP Works 2.0 because of how few individuals participated in education and training services and the part-time nature of their role. A few staff suggested that the LWIA case managers may not have sufficiently adapted their approaches to placing individuals into training to the unique circumstances of SNAP Works 2.0, in that involved individuals were typically less job ready than other populations who received training supports from LWIAs. Some LWIA staff suggested that guidance related to procedures and policies for serving individuals in SNAP Works 2.0 was lacking through much of the implementation period, although had improved by 2017.

Despite the initial challenges associated with building collaboration and communication systems, most staff involved in SNAP Works 2.0 described an environment where communication across stakeholders strengthened significantly as partners and providers became more familiar with one another's approaches. Although there were initial trainings and occasional webinars or conference calls, some staff reported that it would have been helpful to have had more frequent convenings across partners and providers to share learnings and collaborate around challenges and best practices. By 2018, staff reported that cross-agency communication had improved significantly after the pilot introduced regular "Staffings" wherein local service provider staff convened regularly to discuss service procedures and specific cases.

5. SNAP Works 2.0 group services and participation trends

In practice, participation in SNAP Works 2.0 services and activities was not as orderly as the service sequence the pilot design anticipated. Individuals' schedules, transportation challenges, and other factors shaped (and usually constrained) their ability to engage, especially in in-person services and activities. Thus, the timing of participation in different activities could vary from one individual to another. GDOL staff reported that many individuals disengaged from services early in their involvement in SNAP Works 2.0—with roughly half of SNAP Works 2.0 group members never attending any GDOL workshop—or found it difficult to complete independent job search activities, such as enrolling in Employ Georgia, if they did not do so while on site in the career centers. As a result, SNAP Works 2.0 staff made efforts to boost participation by allowing individuals to participate in multiple activities during single in-person visits to career centers. For instance, case managers began asking individuals to enroll with Employ Georgia during some orientations, and many individualized meetings with case managers were scheduled to occur before or after SNAP Works 2.0 group members attended workshops, as an attempt to maximize service receipt.

SNAP Works 2.0 also implemented participation incentives in February 2017 as part of its efforts to promote engagement in SNAP Works 2.0 services.³⁶ The incentives comprised two \$50 payments, each disbursed upon the attainment of certain service participation milestones. The first milestone could occur fairly early in the GDOL employment services flow, after an individual had attended a SNAP Works 2.0 orientation session at GDOL, had created an Employ Georgia account (and thus had submitted a draft resume), and had attended a first one-on-one meeting with a case manager. The second milestone was reached after an individual had satisfied the requirements for the first incentive payment *and* had attended at least two workshops and completed the CareerScope assessment.

In remarking on SNAP Works 2.0 group member outcomes, staff pointed to cases where individuals had been successful in finding employment after engaging in SNAP Works 2.0 services. However, staff noted that many individuals were not successful in obtaining employment in positions with wages at or above \$15 per hour. GDOL case managers noted that despite overall participation challenges, a significant number of individuals actively engaged in services and used SNAP Works 2.0 services and activities to refine and advance their career goals and/or address barriers to employment. Some staff noted that after getting to know the service needs of ABAWDs, many of whom were not perceived to be job ready, the sequencing of services might have been better reversed, with investments in education and training following assessment, and with employment services offered after skill-building had occurred. However, staff also noted that significantly fewer ABAWDs than expected lacked a high school diploma or equivalent credential, as shown in Chapter III; indeed, a significant share had completed at least some college or had graduated. This factor may have contributed to low take-up of LWIA education and training services.

Drop-off points and exits. In describing SNAP Works 2.0 participation and exit points, GDOL staff again noted that individuals' experiences varied widely. A significant minority of individuals assigned to receive SNAP Works 2.0 services never appeared at GDOL for orientation or any service receipt, and among those who did, many participated for only one or two weeks before failing to engage further. Staff

³⁶ These participation incentives were budgeted in the original grant proposal but were not operationalized until after the early implementation period. Individuals who had earlier met the requirements sufficient to receive payment were delivered payment retroactively.

were careful to note that they were not always aware of the reasons for disengagement, and they highlighted that some individuals left SNAP Works 2.0 early as a result of finding employment. They also shared that some individuals reengaged in services after previously disengaging, typically in response to the DFCS “good cause” process, but sometimes after having previously found employment and ceasing service receipt.

As a result of these participation dynamics and other issues—especially transportation barriers—that influenced whether or not individuals engaged, staff described service flows that were less structured and less consistent than originally planned. Additionally, and by design, employment services and case management continued to be available after the up-front employment services sequence, especially if job searches were not immediately fruitful or if individuals were receiving other services, such as education and training. Staff reported that some individuals did remain engaged over the long term—including engaging sporadically—and shared that keeping in touch with individuals who found employment could be challenging.

During focus groups, some individuals enrolled in SNAP Works 2.0 provided reasons for disengaging from services. These included a general sense that the services and supports provided by GDOL were not as robust as what had been promised, with one individual remarking that they felt “misled to fill seats.” Others remarked that the policy on sanctioning did not take into account the challenges that ABAWDs faced in their day-to-day lives and that sanctions were triggered too quickly and were “too severe.” Another frustration cited by some individuals enrolled in SNAP Works 2.0 was the length of time required to commute to GDOL career center locations.

Participation trends. Staff cited transportation as a significant barrier to employment and participation, especially in areas without public transit. Staff reported that transportation support checks from DFCS could take a few weeks to arrive by mail, meaning that during the early stages of employment services receipt, individuals opting for reimbursement checks were effectively unsupported in their travel costs. Few people seemed to take advantage of the van services that DFCS contracted with to support individuals without private transportation options, according to staff, and those who did often had difficulty using them effectively due to “communication breakdowns” with the transportation providers. Common barriers to employment and participation identified by staff were mental health issues, criminal history, past or current substance use disorders, low educational attainment, and unstable housing. Some staff noted that barriers were not always disclosed or were disclosed only after some time had elapsed. Staff thus suggested that barriers could be both prevalent and difficult to identify.

Individuals in SNAP Works 2.0 identified similar barriers to employment. Some remarked that although they had credentials and qualifications that matched the requirements of job openings, they were hindered by their lack of work experience. Others shared that they had so much work experience in one field that employers felt that they were, in a sense, “overqualified” for positions that they were interested in pursuing.

6. Staffing

Staffing at DFCS evolved significantly over the course of the pilot, whereas staffing at GDOL and the LWIAs was more stable. In mid-2016, after the start of enrollment and early implementation occurred across all 10 pilot counties, the pilot lead at DFCS retired and was promptly replaced by another team member who had been working to build capacity in the DFCS system to support the pilot. Over the course

of the pilot, additional supervisory positions were created to support the pilot and were filled by existing pilot DFCS staff to strengthen the operations of the pilot and better support DFCS caseworkers.

In addition to expanding DFCS staffing and hiring to fill vacated positions due to promotions, some turnover was experienced at the local level, to varying degrees, across DFCS, GDOL, and the LWIAs throughout the implementation period. The pilot saw increasing levels of staff attrition as the end of the service period neared and caseloads decreased. One DFCS supervisor position turned over at the largest county office, DeKalb, and some DFCS positions were not filled with new staff. At GDOL and one of the LWIAs, open positions were most often backfilled with existing SNAP Works 2.0 staff or other staff of those agencies. GDOL staff departures were observed to be the most disruptive to ongoing service delivery.

In most cases, staff were able to fill vacant positions without significant delays. However, after the sole existing SNAP E&T caseworker in one county—Cherokee—left her position in mid-2016, DFCS was ultimately unsuccessful in recruiting a replacement. Pilot leaders at GDOL and DFCS also perceived that some individuals in Cherokee County had difficulty participating due to the long distance they had to travel to the career center that offered services. As a result of these challenges, FNS formally approved, in January 2017, DFCS's request to remove Cherokee County from the pilot. Individuals from this county who were already in SNAP Works 2.0 were allowed to continue receiving SNAP Works 2.0 services from GDOL.³⁷

By early 2017, most staff were at least somewhat pleased with SNAP Works 2.0, with some caveats. DFCS staff were likely to be most satisfied, highlighting the achievements that had been made following investments in existing SNAP E&T operations overall and noting that individuals in SNAP Works 2.0 were receiving significantly more supports than had been provided in the existing SNAP E&T program. Staff at GDOL and the LWIAs were also generally pleased with the progress that had been made in developing service flows and cross-agency collaboration. However, some staff expressed frustration with the inability to significantly refine the service model in response to on-the-ground learning, citing the terms of the FNS pilot grant.

7. Performance management

Staff tracked service delivery for SNAP Works 2.0 group members via a repurposed GDOL Management Information System database that was customized for SNAP Works 2.0 during the planning phase. The system enabled post-random-assignment referrals of individuals from DFCS to GDOL and allowed staff to track services received and store relevant GDOL and LWIA case notes. A key function of the system was to aid DFCS staff in monitoring that individuals enrolled in the pilot were in compliance with the existing SNAP E&T participation mandate. Other than some issues with timely data entry and maintaining up-to-date records, no issues with the system itself were reported by staff, and most staff seemed to value it as a useful tool.

D. Sustainability and replicability

As SNAP Works 2.0 operations were winding down—with very few individuals still receiving occupational skill training services coordinated by the LWIAs who would continue to receive those

³⁷ Less than 1 percent of SNAP Works 2.0 participants were enrolled in Cherokee County before it ceased recruitment operations.

services funded by WIOA—staff had various reflections on what they would do differently if given the opportunity and what it would take to accomplish similar efforts in other jurisdictions. In sharing these reflections, DFCS leadership shared that Georgia would not be continuing to implement SNAP E&T services in the way that they had during the SNAP Works 2.0 pilot. Details had not been finalized at the time of data collection, but Georgia DFCS would be working with new service providers in the future and targeting voluntary services to ABAWDs who would no longer be exempt from SNAP time limits. Staff reflections on pilot replicability were as follows.

- **Invest early in communication between staff at all levels, and in ongoing program improvement, is critical to success.** The pilot was hampered in its early period by poor communication between DFCS, GDOL and LWIA local teams, and staff felt that early investment in structuring communication between agency staff at the local level would have strengthened implementation much earlier and helped make sure that roles are clear across the entire team. Staff also recommended more in-depth training on service procedures and regular meetings between staff to understand what works well and what needs attention.
- **Build flexibility into service flows and customize services to individuals.** Some staff at GDOL shared the opinion that for many, if not most, of the individuals they served, job search training and assistance should be sequenced after an investment in occupational skills training, but Georgia's requirement that ABAWDs complete a mandatory, four-week job search resulted in a service model that was not well-aligned to many clients' needs. Many staff recommended that there be opportunities for full-scale reassessment of services after early implementation, with the freedom to redesign based on on-the-ground learning.
- **Locate all of the service providers under one roof.** SNAP Works 2.0 required individuals participating in services to travel to DFCS and GDOL, and sometimes an LWIA (plus a separate training provider's location). Some staff reported that this may have led to high transportation burdens and attrition on the part of some individuals. Because most ABAWDs were accustomed to traveling to DFCS offices, it may benefit future program participants for services to be co-located and transit-accessible.
- **Invest and streamline support services.** The difficulty of supporting individuals' transportation needs as they sought to participate in services was an acute challenge. Staff asserted that having policies and procedures in place at the start of a program would help keep participants engaged and remove operational pain points. Some GDOL staff felt that it would have been ideal for their agency to coordinate support services, since they were more frequently in contact with individuals for other services.

E. Key implementation analysis findings

Key findings from the implementation analysis are summarized as follows.

- **Investments in recruitment and in cross-agency teaming and coordination were important to the successful implementation of the model.** SNAP Works 2.0 experienced significant delays in beginning enrollment and had some post-launch operational challenges. However, GDOL and the LWIAs were successful in operationalizing services at the local level following investments in cross-institutional coordination. Pilot recruitment efforts and SNAP Works 2.0 service delivery encountered issues in one geographically large county with a relatively small enrollment target, which were

sufficient enough to justify a winding-down of pilot operations. This suggests that the SNAP Works 2.0 staffing model may not be suitable in all types of areas.

- **Expanding the target population, coupled with investments in recruitment operations, enabled enrollment of SNAP participants into the pilot at scale.** Once DFCS staff began to recruit from the broad ABAWD population, as opposed to limiting the target population to long-term unemployed ABAWDs, and after staff strengthened existing SNAP E&T operations in the early implementation period, enrollment targets began to be consistently met or exceeded. New recruitment approaches were also required after Georgia's transition to a new SNAP eligibility system hampered DFCS caseworkers' ability to identify ABAWDs for recruitment.
- **Getting and keeping individuals engaged in SNAP Works 2.0 services was an ongoing challenge, although this improved somewhat over time.** Staff reported that a significant minority of individuals assigned to receive SNAP Works 2.0 did not appear for orientation to those services at GDOL career centers. (Specific percentages based on administrative service data are presented in Chapter V.) Furthermore, among those who began services, GDOL staff reported considerable disengagement from SNAP Works 2.0 early in the service sequence; many individuals assigned to receive job search training, case management, and other supports were referred back to DFCS for follow-up and, in the event of continued noncompliance, sanctioning. Staff efforts to bolster participation—which included new approaches to communicating about services and participation expectations early in service flows and efforts to offer multiple activities during each visit made to GDOL—did result in a larger share of individuals progressing farther in the service sequence.
- **SNAP Works 2.0 education and training services were accessed much less frequently than anticipated, but increasing the occupational skills training options and better matching individual's interests to those options somewhat increased participation in those activities.** The requirement that individuals complete at least part of a mandated job search program before they could access education and training services partly contributed to significantly lower rates of participation in those services than was anticipated during the planning phase. In addition, other education and training program features, such as the requirement that SNAP Works 2.0 group members in LWIA-provided services repeat career aptitude assessments and select occupational skills trainings from in-demand occupation lists, may have resulted in attrition on the part of individuals actively pursuing education and training services. In spite of these challenges, staff worked diligently to promote education and training, and these efforts did increase participation. Earlier restrictions on the types of training that could be accessed through LWIAs were dropped by mid-2018 to better match those options with individuals' interests.

V. Participation analysis

In this chapter, we present findings on the services that SNAP Works 2.0 group members received and the employment or training-related activities in which they chose to participate. Using the administrative service use data recorded by service providers, we examine overall engagement in SNAP Works 2.0, the types of activities in which individuals participated, the order in which they typically proceeded through them, and how long they spent in each type of activity. The chapter also presents details about participation in education and occupational skills training; support services received; receipt and intensity of case management services; and the timing of and reasons for exiting SNAP Works 2.0. In addition, to account for potential differences in the implementation and availability of services for individuals who enrolled at different times, we estimated several service receipt measures by enrollment timing to describe differences in participation between those who enrolled in the pilot earlier compared to those who enrolled later.³⁸ Appendix D contains additional data on the characteristics of those who did or did not complete SNAP Works 2.0 activities and a discussion of service receipt among subgroups, based on characteristics at the time of random assignment, as indicated in the baseline registration form.

A. Participation in SNAP Works 2.0

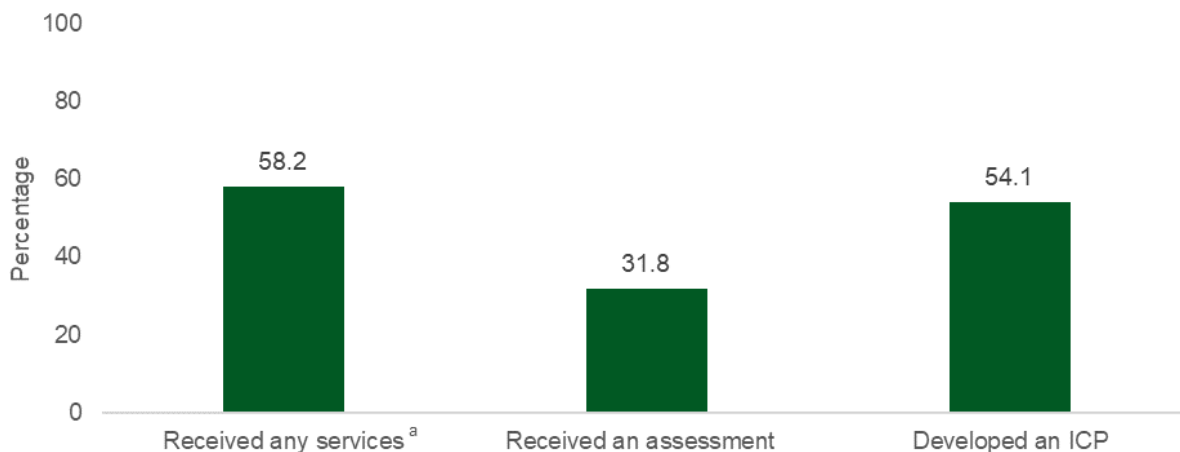
Within a few days of random assignment at DFCS, SNAP Works 2.0 group members were usually contacted by a GDOL case manager to schedule their SNAP Works 2.0 group orientation at GDOL. After orientation, SNAP Works 2.0 group members could engage with a structured and standardized sequence of employment-related activities that was provided by GDOL and delivered through group-based workshops and one-on-one meetings. This service sequence was intended to help individuals refine their career goals and execute successful job searches. SNAP Works 2.0 group members generally began the standard sequence of activities by meeting with a GDOL case manager for initial job search assistance and career counseling, assessments, and enrollment in Employ Georgia, GDOL's online job search application. Early in the service sequence, SNAP Works 2.0 group members also worked with case managers to create individual career plans (ICPs) using tools like CareerScope, a standardized assessment that matches career fields and professions to an individual's skills and interests. After receiving most or all of the services in the standard employment service sequence provided by GDOL, SNAP Works 2.0 group members could access additional education and training services provided by three LWIAs. Through SNAP Works 2.0, group members could receive (1) job search training, (2) job search, (3) life skills training, (4) educational services, (5) occupational skills training, (6) support services, and (7) case management.

³⁸ The pilot enrollment covered a 25-month period, but the service period was fixed. Consequently, the service period for individuals who enrolled later was shorter than for those who enrolled earlier. For example, individuals who enrolled in 2016 could have received services for up to 36 months. In contrast, those enrolled in 2017 could only receive service up to 25 months; those enrolled in 2018 could only receive services for up to 13 months. This range is large for the entire pool of SNAP Works 2.0 group members (Appendix Table D.2), but most group members (97 percent) had a potential window of at least 12 months in which to receive services, and nearly half (44 percent) were enrolled early enough to allow for 24 months of services. However, the actual participation rates show that only 9 percent of SNAP Works 2.0 group members participated in services for 12 months, and 1 percent participated for 24 months. Therefore, the variation in service period does not appear to have affected actual participation in services (Appendix Table D.2).

1. Overall engagement in SNAP Works 2.0

Over half of all individuals in the SNAP Works 2.0 group (58 percent) received services, meaning they started an assessment or an employment or training-related activity³⁹ or received a support service provided by SNAP Works 2.0 (Exhibit V.1).⁴⁰ About one third of SNAP Works 2.0 group members never attended an orientation at GDOL (Appendix Table D.10), which was a precursor to SNAP Works 2.0 service receipt. SNAP Works 2.0 group members who did receive services successfully engaged in both random assignment at DFCS and group orientation at GDOL before they began to receive services at GDOL and potentially one of the LWIAs. When comparing the baseline characteristics (age, gender, race and ethnicity, education, employment status, and presence of children in the household) of individuals who did and did not receive services, we find that individuals over age 25, females, and those with higher education levels were more likely to receive services than their subgroup counterparts (Appendix Table D.12).

Exhibit V.1. Percentage of SNAP Works 2.0 group members who engaged in services



Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 2,483 SNAP Works 2.0 group members.

^a "Received any services" measures engagement in activities, including assessments, employment or training-related activities, and support services; the measure does not include orientations, case management, and developing an ICP because individuals often engaged once to meet with a case manager or develop an ICP, but then did not return for more meaningful activities and services.

ICP = individual career plan

Length and timing of engagement. SNAP Works 2.0 group members were expected to complete the standardized sequence of employment activities provided by GDOL, which consisted of group-based workshops and meetings with case managers in four to six weeks. Additionally, because SNAP Works 2.0 group members were expected to complete all or most of the employment service sequence before receiving additional services, few group members received the lengthier education and occupational skills training activities provided by the LWIAs. On average, individuals in the SNAP Works 2.0 group who

³⁹ Employment or training-related activities refer to the job search training, job search, and life skills training activities provided by GDOL and the education and training activities provided by the LWIAs. Employment-related activities refer to only the job search training, job search, and life skills training activities offered by GDOL.

⁴⁰ The measure does not include orientations, case management, or the creation of an ICP.

engaged in services spent nearly 24 days in the pilot (Appendix Table D.5). Overall, most individuals began receiving services within the first quarter after random assignment (55 percent), with the remaining individuals mainly engaging between Quarters 2 and 4 (Appendix Table D.6).

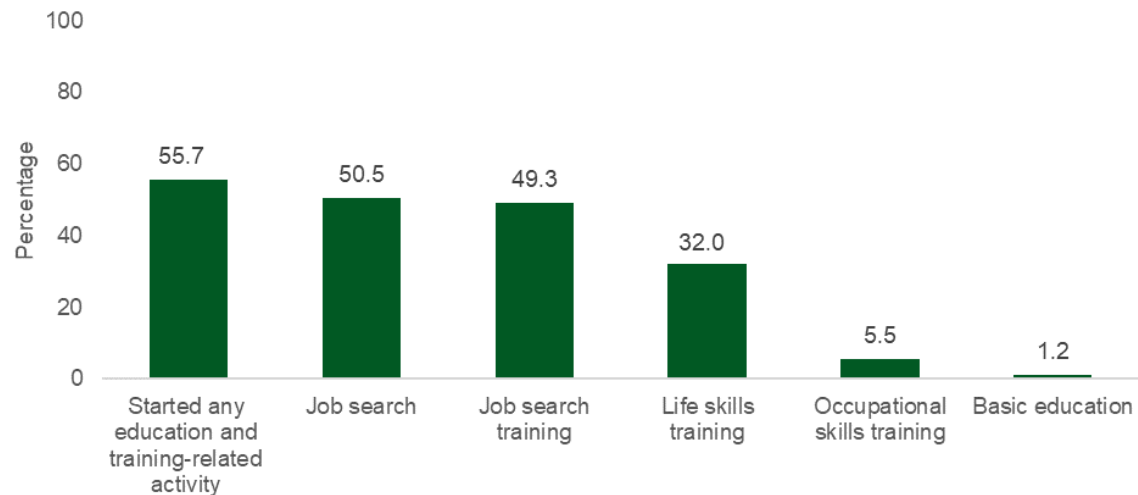
2. Engagement in activities

The fraction of SNAP Works 2.0 group members that started an employment or training-related activity (56 percent; Exhibit V.2) was similar to the fraction of group members who received services (58 percent), suggesting that most individuals who completed intake and assessments continued to engage with SNAP Works 2.0 and began to receive the standard sequence of employment-related activities from GDOL. Individuals most commonly started job search (51 percent), job search training (49 percent), and life skills training (32 percent). Fewer individuals participated in occupational skills training (6 percent) and basic education (1 percent), activities that were offered by the LWIAs and intended to follow receipt of the standard sequence of employment-related activities.

More than half of SNAP Works 2.0 group members participated in an activity and all of those who started one completed it. Job search, job search training, and life skills training activities were most commonly started and completed.

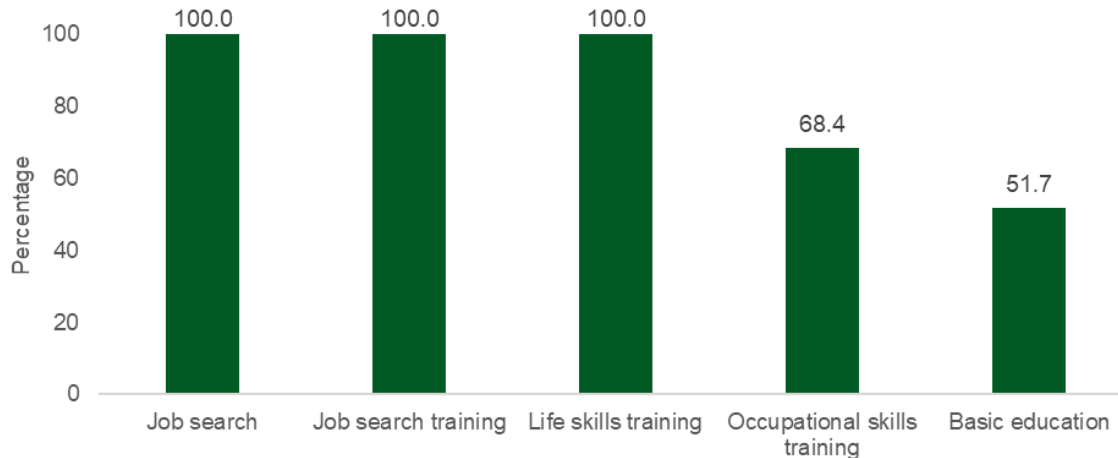
Among those who started an activity, 100 percent of individuals completed at least one activity (Appendix D.3). By contrast, completion rates were lower for activities that took longer to complete, such as occupational skills training (68 percent completion rate) and basic education (52 percent completion rate; Exhibit V.3). There were no significant differences between those who did and did not complete occupational skills training (Appendix Table D.13).

Exhibit V.2. Percentage of SNAP Works 2.0 group members who started an activity



Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 2,483 SNAP Works 2.0 group members.

Exhibit V.3. Percentage of SNAP Works 2.0 group members who completed an activity, among those who started one

Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 2,483 SNAP Works 2.0 group members.

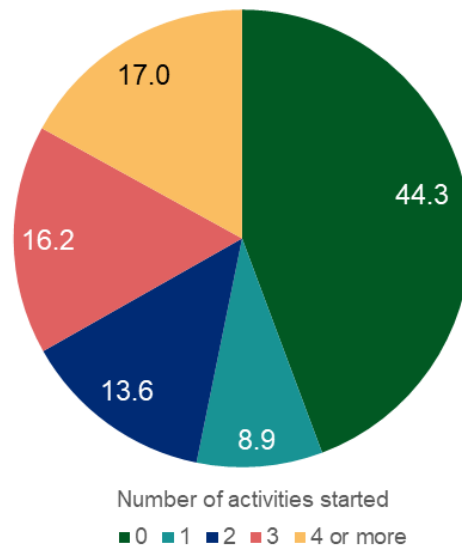
Length and timing of engagement. Individuals in the SNAP Works 2.0 group who started an activity spent anywhere from a few days to five months participating, depending on the activity (Appendix Table D.5). Individuals spent the most time in the activities offered by the three LWIAs including basic education (155 days) and occupational skills training (150 days). By contrast, individuals spent far less time in the activities offered by GDOL, spending on average 3 days in job search training, 2 days in job search, and 1 day in life skills training activities. Most individuals started and completed an employment or training-related activity in the first quarter after random assignment (56 percent started an activity at any point, and 53 percent started within the first quarter). The remaining 3 percent of individuals first started and completed an employment or training-related activity between Quarters 2 and 8 (Appendix Table D.6).

Number and order of activities. Exhibit V.4 shows that close to half of SNAP Works 2.0 group members did not start an employment or training-related activity (44 percent). By contrast, the individuals that started an activity tended to engage in many activities. Of all SNAP Works 2.0 group members, 16 percent started three activities and 17 percent started four or more activities. As mentioned above, participation in SNAP Works 2.0 was expected to begin with a standard sequence of employment-related activities provided by GDOL. Many SNAP Works 2.0 group members who participated in employment or training-related activities started multiple activities on the same day (37 percent; Appendix Table D.5). These individuals most frequently started a combination of job search, job search training, and life skills training, on the same day. SNAP Works 2.0 group members who started their activity sequence with just one activity commonly started job search (37 percent) or job search training (21 percent) first. Among those who participated in just one activity, the majority participated in job search (57 percent), followed by job search training (39 percent).

For SNAP Works 2.0 group members who participated in more than one activity, the most common combinations of activities all included employment-related activities provided by GDOL including job search, job search training, and life skills training (Appendix Table D.5). Nearly all individuals who participated in more than one activity participated in job search training and job search (95 percent). The

expectation was that SNAP Works 2.0 group members would complete the standard sequence of employment-related activities over a four- to six- week period. The average length of time between starting job search training and job search was a little over two weeks. In general, among individuals who started the three most frequent combinations of activities, there was a period of two weeks to a month between starting the first activity and starting the second one.

Exhibit V.4. Number of activities started by SNAP Works 2.0 group members (percentage)



Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 2,483 SNAP Works 2.0 group members.

Earlier versus later enrollment. Because some SNAP Works 2.0 services and policies changed over time, we examined whether there were differences in start and completion rates of employment or training-related activities for those who were enrolled in the pilot earlier versus later. Generally, we found significant differences in the overall rates of starting or completing activities. Those who enrolled in the pilot later were less likely than those who enrolled earlier to start or complete any employment or training-related activity (6 percentage point difference for both). This trend was primarily driven by differences in starting and completing job search, job search training, and life skills training (Appendix Table D.4). Since many of the SNAP Works 2.0 group members who exited the program re-entered the program (44 percent; Appendix Table D.10), SNAP Works 2.0 group members who enrolled into the pilot earlier may have had more time to re-enter the pilot, providing them with additional opportunities to receive employment or training-related activities.

B. Education and occupational skills training⁴¹

In this section, we explore education and occupational skills training activities in more detail. This section describes the types of education and occupational skills training SNAP Works 2.0 group members started and completed, as well as any degrees or certifications they earned.

1. Education and occupational skills training

Very few SNAP Works 2.0 group members participated in education activities (1 percent; Appendix Table D.3). Those who did so were most commonly working to obtain their GED, and 52 percent of those who started completed it.

A small fraction of SNAP Works 2.0 group members (6 percent) participated in some type of occupational skills training (Appendix Table D.3). Four percent of SNAP Works 2.0 group members received a certificate or credential (Exhibit V.5)

About 6 percent of SNAP Works 2.0 group members participated in occupational skills training.

Individuals had many choices for occupational skills credentials, so no one type of credential had a large percentage of SNAP Works 2.0 group members earning it. The five most common credentials earned were forklift operation (12 percent), medical technician (12 percent), certified nursing assistant (CNA; 12 percent), medical assistant (11 percent), and administrative assistant (11 percent; Exhibit V.6). These five types of occupational skills credentials account for about 60 percent of the credentials earned. SNAP Works 2.0 group members earned certification and credentials between Quarters 1 and 8, but most earned them in Quarters 2 or 3 (four to nine months) after random assignment (Appendix Table D.6).

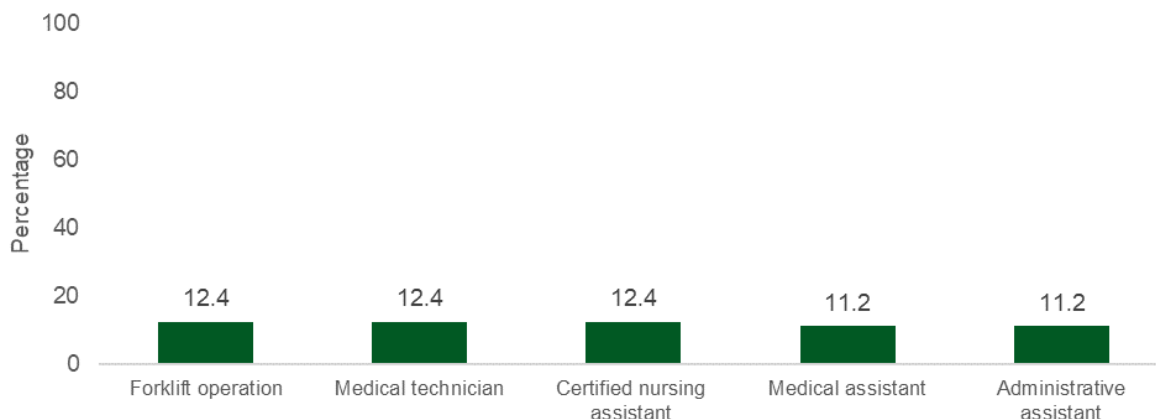
Exhibit V.5. Percentage of SNAP Works 2.0 group members who started or completed any occupational skills training, education, or work-based learning activity and received a credential

Outcome	SNAP Works 2.0 group
Started any occupational skills training, education, or work-based learning activity (%)	6.9
Completed any occupational skills training, education, or work-based learning activity (%)	4.9
Received an occupational skills training credential or certification (%)	3.6
Sample size	2,483

Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 2,483 SNAP Works 2.0 group members.

⁴¹ Work-based learning was not included as a core feature of the SNAP Works 2.0 program model. As a result, less than one percent of SNAP Works 2.0 group members participated in some type of work-based learning activity. Of these individuals, more than half (70 percent) completed the work-based learning activity that they started (Appendix Table D.7).

Exhibit V.6. Percentage of SNAP Works 2.0 group members who earned the five most common credentials, among those who received a credential

Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 2,483 SNAP Works 2.0 group members.

C. Support services⁴²

SNAP Works 2.0 group members could receive support services from DFCS, GDOL, or the three LWIAs. A quarter of SNAP Works 2.0 group members received at least one support service. Most of these individuals received transportation assistance (14 percent; Exhibit V.7). Many individuals also received legal assistance (10 percent) and assistance with housing or utility payments (9 percent), financial aid (9 percent), and medical care assistance (8 percent). Fewer individuals received assistance with commodities including clothing, dental equipment, and glasses (5 percent) and employment or occupational skills training supplies (2 percent; Appendix Table D.8). Most individuals started receiving support services within their first quarter after random assignment (22 percent of all SNAP Works 2.0 group members; Appendix Table D.6).

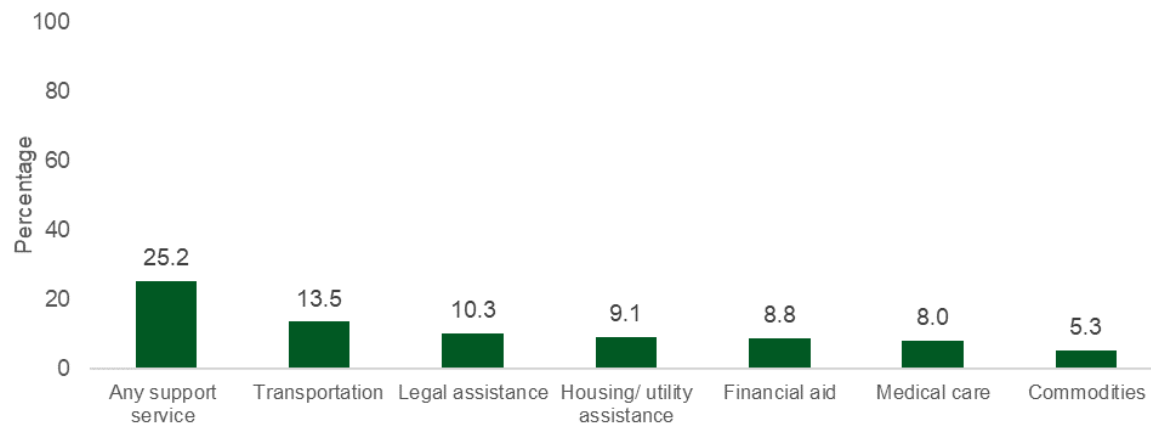
A quarter of SNAP Works 2.0 group members received a support service.

Individuals who received a support service received some type of support service for about two months, on average (Appendix Table D.8).⁴³ This suggests that many SNAP Works 2.0 group members who received support services received them for most or all of time they were participating in SNAP Works 2.0. All types of support services were received for just one month, suggesting that many individuals who received a support service received multiple types of support services.⁴⁴

⁴² GWS data did not include the dollar amount of transportation assistance or other support services. GWS support service use data did not include indications of transportation payments made by DFCS so records of these transportation payments could not be accessed by the evaluation team. As a result, the transportation assistance statistics in Exhibit V.7 reflect assistance provided by GDOL or LWIAs and likely underestimate the proportion of SNAP Works 2.0 group members who received such assistance.

⁴³ Receipt is not necessarily in consecutive months.

⁴⁴ The GWS did not capture the dollar amount of support services. For that reason, these data are not presented here.

Exhibit V.7. Percentage of SNAP Works 2.0 group members who received support services, by type

Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 2,483 SNAP Works 2.0 group members. GWS support service use data did not include indications of transportation payments made by DFCS so records of these transportation payments could not be accessed by the evaluation team. As a result, the transportation assistance statistics presented in this exhibit reflect assistance provided by GDOL or LWIAs and likely underestimate the proportion of SNAP Works 2.0 group members who received such assistance.

Support services in relation to other measures. We assessed whether participation in SNAP Works 2.0 and employment or training-related activities differed for those who did and did not receive a support service. On average, individuals who received a support service remained in SNAP Works 2.0 for 27 days longer than those who did not (Appendix Table D.8). In addition, 45 percent of individuals who started an employment or training-related activity received a support service, compared with only 1 percent of those who did not start an activity. Similarly, 45 percent of individuals who completed an activity received a support service. The similar rate for those who started and for those who completed an activity reflects the fact that nearly all individuals who started an activity completed it.

Earlier versus later enrollment. Those who enrolled in the pilot later were less likely to receive support services than those who enrolled earlier (19 percent compared to 32 percent; Appendix Table D.4). SNAP Works 2.0 group members who were enrolled into the program earlier were more likely than those enrolled later to start an employment or training-related activity, which is associated with higher receipt of support services.

D. Case management

Through the SNAP Works 2.0 program, case managers at DFCS, GDOL, and the three LWIAs provided SNAP Works 2.0 group members with case management. GDOL case managers were expected to contact all SNAP Works 2.0 group members about GDOL orientation within five days of pilot enrollment and assignment to the SNAP Works 2.0 group. Beyond this initial contact, GDOL case managers were expected to work proactively to maintain contact with SNAP 2.0 group members and encourage them to attend activities and scheduled check-in meetings.

Almost all SNAP Works 2.0 group members were in contact with a case manager and had an average of 15 contacts during the follow up period.

Additionally, individuals who received education and occupational skills training from the LWIAs had the opportunity to work with LWIA case managers.

Estimates of engagement and contact with case managers were calculated using 12 months of case note data for a randomly selected sample of 200 SNAP Works 2.0 group members enrolled between February 2016 and December 2017. Exhibit V.8 shows that most individuals in the sample (93 percent) had at least one contact with a case manager. On average, individuals who had any contact with their case manager had 15 contacts during the 12 months after random assignment. Contacts between case managers and SNAP Works 2.0 group members mostly occurred by telephone (38 percent) or letter⁴⁵ (24 percent), although many contacts also occurred in person or electronically via email, text, or social media (18 and 19 percent, respectively). The average number of contacts per month ranged from less than one to three during the first year, with the most contacts occurring in Quarter 1 (Appendix Table D.6).

Exhibit V.8. Amount and type of SNAP Works 2.0 group members' contacts with case managers

Contact	Amount and type of contact
SNAP Works 2.0 group members with any contact ^a (%)	92.5
Average number of contacts per person (#)	14.0
Average number of contacts per person, among those with a contact (#)	15.1
Average number of contacts per person per month, among those with a contact (#)	1.3
Average total time in case management contact, among those with a contact (minutes) ^b	NA
Among contacts, type of contact (%)	
In person	17.7
Telephone	38.4
Electronic (email, text, social media)	18.8
Letter	23.9
Sample size	200

Source: SNAP employment and training evaluation administrative service use data.

Note: Data in this table represent all contacts that case managers documented between themselves and individuals in SNAP Works 2.0. Some of these contacts included indirect communications (such as mailing documents to an individual), but even these contacts likely provided a needed service that helps the individual. We did exclude some contacts, such as leaving a phone message or sending mass mailings, where applicable. NA indicates the grantee or provider were not able to provide the data.

^a Contact measures are calculated during 12 months of follow up data for a randomly selected sample of 200 SNAP Works 2.0 group members enrolled between February 2016 and December 2017.

^b The number of minutes represents the total amount of time each individual was in contact with their case manager among all contacts, averaged across all individuals who had a contact.

Earlier versus later enrollment. We found no significant differences across enrollment periods in the overall rate of contact with a case manager (Appendix Table D.4).

⁴⁵ Letter contacts include letters sent by mail to notify SNAP Works 2.0 group members of appointments and good cause and sanction statuses.

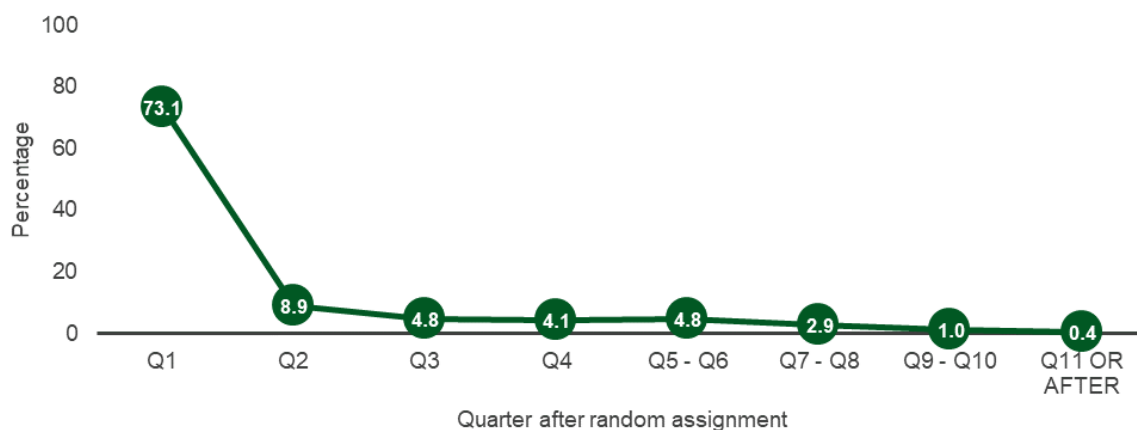
E. Extent and timing of SNAP Works 2.0 exits

Nearly all SNAP Works 2.0 group members (91 percent) exited SNAP Works 2.0 during their first year after random assignment (Exhibit V.9). Most individuals left in their first three months after random assignment (73 percent). Of the individuals who remained in SNAP Works 2.0 for more than a year, the majority exited during their second year (8 percent of all SNAP works 2.0 group members). Among those who exited within 3 months, 18 percent received a support service, compared to 23 percent of those who exited within 12 months (Appendix Table D.10). Thirty seven percent of SNAP Works 2.0 group members exited after they participated in an employment or training-related activity; however, 44 percent of SNAP Works 2.0 re-entered the program after exiting, suggesting that some of the individuals that exited without participating in an employment or training-related activity eventually participated in an activity after they re-entered the program (Appendix Table D.10).

Most individuals exited SNAP Works 2.0 within their first year after random assignment.

There were differences in the characteristics of those who left SNAP Works 2.0 early (within Quarter 1) and those who left later (after Quarter 1). Those who exited earlier were more likely to be under age 25 (7 percentage point difference), male (5 percentage point difference), have graduated high school or have earned a GED (6 percentage point difference), and to have been short-term unemployed at the time of random assignment (8 percentage point difference). Those who exited earlier were also less likely to have a degree or certificate (7 and 3 percentage point differences, respectively; Appendix Table D.11).

Exhibit V.9. Percentage of SNAP Works 2.0 group members who exited within each quarter



Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 2,483 SNAP Works 2.0 group members.

Many SNAP Works 2.0 group members exited before they attended GDOL orientation, and as a result, before they received any employment or training-related services (31 percent), or because they were no longer eligible for SNAP (15 percent; Exhibit V.10). However, using SNAP administrative data, we found that only 10 percent of SNAP Works 2.0 group members exited SNAP in the month before, the month of, or the month after their exit from SNAP Works 2.0.

Twenty-two percent of SNAP Works 2.0 group members reported leaving because they found employment. Using UI wage data, we found similar employment patterns around the time of exit from SNAP Works 2.0. About 38 percent of SNAP Works 2.0 group members were already employed at the

time of exit (at least three months before exit), and 20 percent started employment around the time of exit (between two months before to two months after the exit date; Appendix Table D.10). Forty-three percent did not become employed around the time of exit. Those who exited the program because they found employment may not include individuals who were employed while in SNAP Works 2.0 and decided to leave the program because of changes in hours, wages, or satisfaction with their current job.

Exhibit V.10. Percentage of SNAP Works 2.0 group members who exited, by reason

Exits	SNAP Works 2.0 group
Never attended orientation	30.6
Exited due to employment	21.9
Discontinued services	15.2
Ineligible to continue	14.5
Terminated	11.8
Still active	3.9
Other ^a	1.7
Sample size	2,483

Source: SNAP employment and training evaluation administrative service use data.

^aRepresents that no exit reason was coded.

VI. Differences in service receipt for the SNAP Works 2.0 and control groups

In this chapter, we describe how SNAP Works 2.0 and control group members differed in their receipt of services based on participation in SNAP Works 2.0, existing SNAP E&T, or other services and programs available in communities. Understanding differences in service receipt is important for interpreting findings about the impacts of SNAP Works 2.0 on employment, earnings, and receipt of public assistance (discussed in Chapter VII). Impacts on these outcomes are unlikely to occur without a meaningful difference in the services received by the SNAP Works 2.0 and control groups.

In presenting findings, we begin with a description of differences between the research groups in participation in job search training or assistance activities and education or training activities. We also examine differences in participation in specific components of education or training activities, including general job skills training, occupational skills training, education, and work-based learning activities.⁴⁶ We then examine differences between the two groups in rates of completion, the amount of time spent in different activities, receipt of case management and support services, and sanction rates. (We discuss how these differences varied across a select number of subgroups in Appendix E.) Unless noted otherwise, participation in activities and receipt of services are measured over the 36-month period after random assignment.

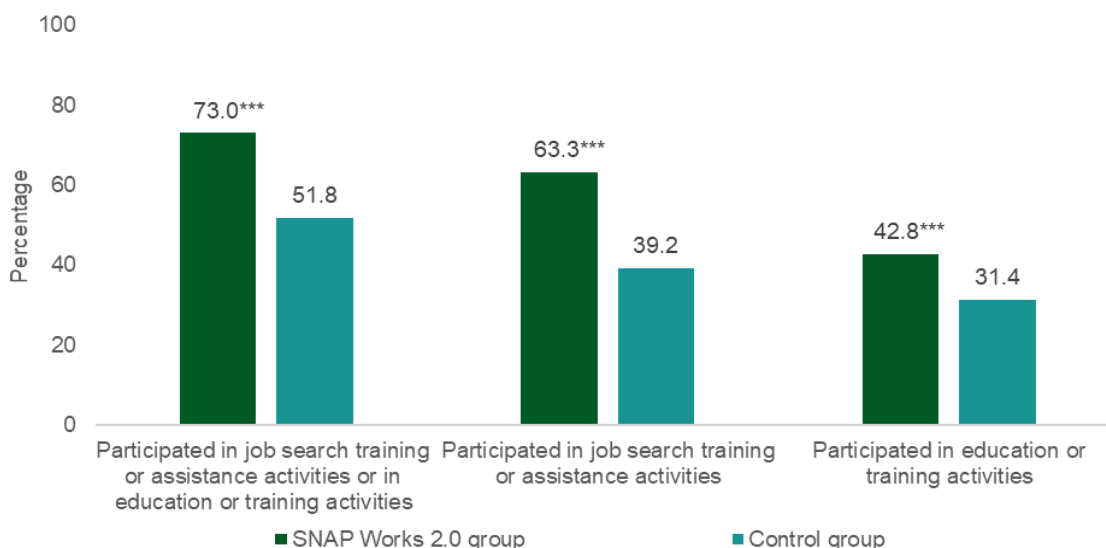
A. Differences between research groups in participation in activities

Individuals in the SNAP Works 2.0 group participated in activities at higher rates than individuals in the control group. Seventy three percent of the SNAP Works 2.0 group participated in a job search training or assistance activity or education or training activity compared to 52 percent of the control group (Exhibit VI.1). Relative to individuals in the control group, individuals in the SNAP Works 2.0 group were more likely to participate in job search training or assistance activities (24 percentage point difference) and education or training activities (11 percentage point difference).

Relative to the control group, the SNAP Works 2.0 group was more likely to participate in job search training activities or in education or training activities during the three years following random assignment.

⁴⁶ The survey collected information on education or training activities or programs. For simplicity, we refer to them as “activities” in this chapter.

Exhibit VI.1. Participation in any SNAP Works 2.0, existing SNAP E&T, or community-offered services



Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

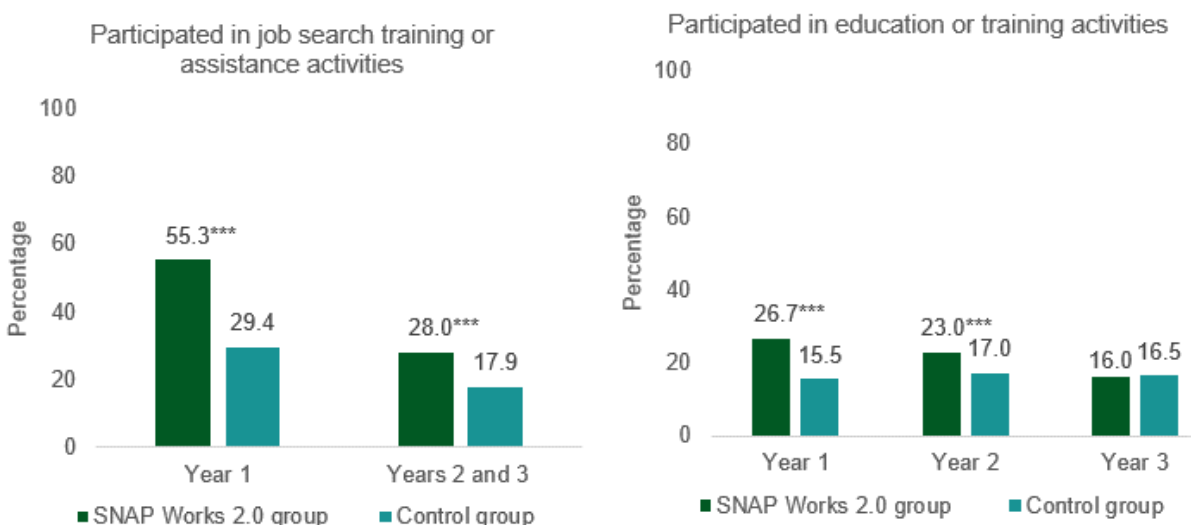
Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Differences in service receipt between the SNAP Works 2.0 group and the control group were largest in the first year after random assignment and decreased in size over time (Exhibit VI.2). For example, in Year 1, there was an 11 percentage point difference between the SNAP Works 2.0 and control group in the percentage of individuals who participated in education or training activities. By Year 3, there was no difference. In addition, there was no difference in service receipt between the SNAP Works 2.0 group and the control group after the pilot ended, indicating that SNAP Works 2.0 group members were just as likely as control group members to receive services in the community (Appendix Table E.2a). The differences between the two groups in rates of participation for individuals randomly assigned earlier in the pilot period were similar to those for individuals randomly assigned later (Appendix Table E.10).

Difference between the SNAP Works 2.0 and control groups in rates of participation occurred only during the first two years after random assignment.

Exhibit IV.2. Time trends in participation in SNAP Works 2.0, existing SNAP E&T, or community-offered services



Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

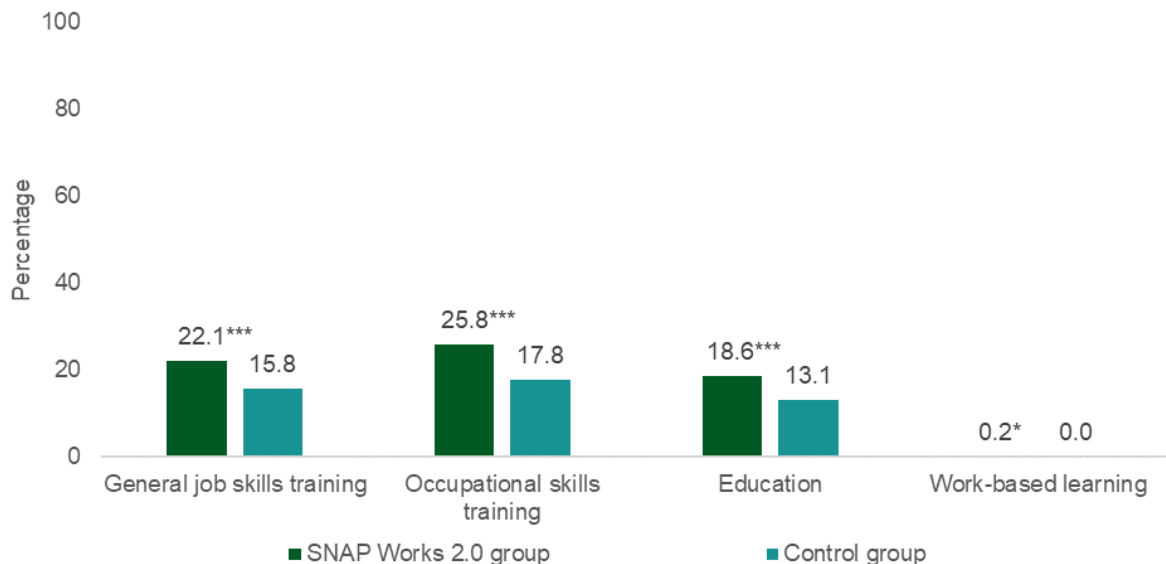
Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members. The 12- and 36-month surveys collected the start and end dates for participation in education or training programs, but not for participation in job search training or assistance activities. As a result, annual estimates of participation in job search training and assistance activities cannot be estimated separately for Years 2 and 3 after random assignment.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

SNAP Works 2.0 group members were more likely than control group members to start specific components of education or training activities (Exhibit VI.3). The largest differences between the two groups were for occupational skills training (8 percentage point difference), general job skills training (6 percentage point difference), and education (6 percentage point difference). There was a small difference in rates of participation in work-based learning (less than 1 percentage point; p -value=0.075).

The SNAP Works 2.0 group had higher rates of participation than the control group in all types of activities, including general job skills training, occupational skills training, education, and work-based learning.

Exhibit VI.3. Participation in specific SNAP Works 2.0, existing SNAP E&T, or community-offered services



Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

B. Differences between research groups in activity completion

In addition to being more likely than control group members to start education and training activities, the SNAP Works 2.0 group was also more likely to complete them (Exhibit VI.4). Overall, SNAP Works 2.0 members were 7 percentage points more likely than control group members to complete any type of education or training activity.

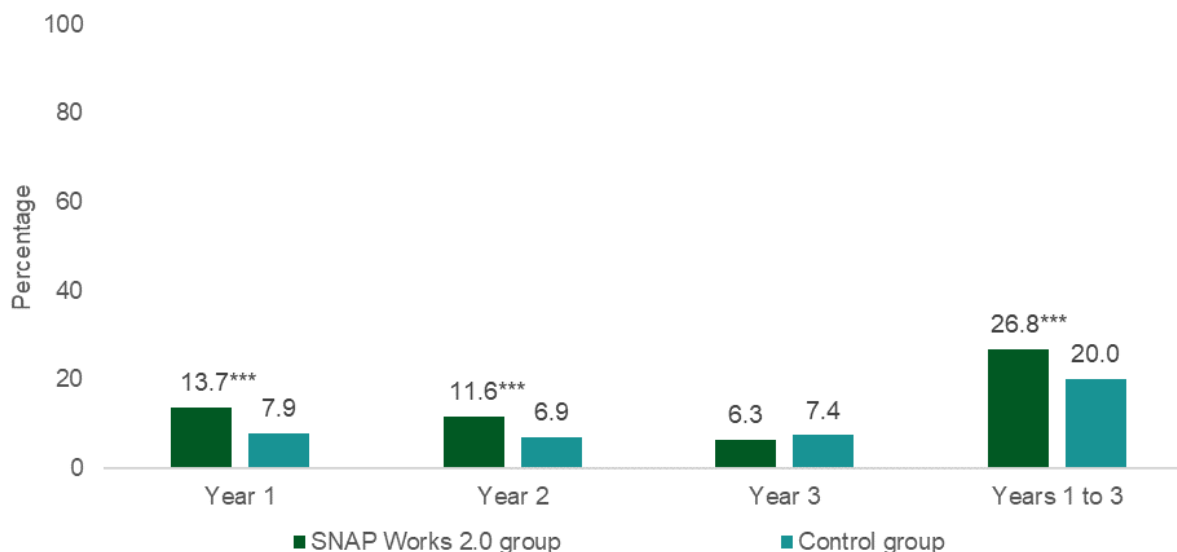
Differences between the two groups in rates of completion were largest in the first year after random assignment (6 percentage point difference), grew smaller in the second year (5 percentage point difference), and became close to zero and statistically insignificant in the third year (Exhibit VI.4).

Completion rates were also larger earlier in the enrollment period than later. Some individuals—8 percent of SNAP Works 2.0 group members and 8 percent of control group members—reported they were still engaged in an activity at the time of the 36-month follow-up survey. Individuals engaged in an activity at the time of the 36-month survey were most commonly still in occupational skills training, as reported by 5 percent of SNAP Works 2.0 group members and control group members.

SNAP Works 2.0 group members also were more likely than control group members to complete activities or programs and earn an occupational certificate or license.

Individuals in the SNAP Works 2.0 group also were more likely than those in the control group to complete each type of activity, such as occupational skills training (6 percentage point difference) and work-based learning (less than 1 percentage point difference; Appendix Table E.3).

Exhibit VI.4. Percentage of SNAP Works 2.0 group members who completed education or training activities, by year after random assignment



Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

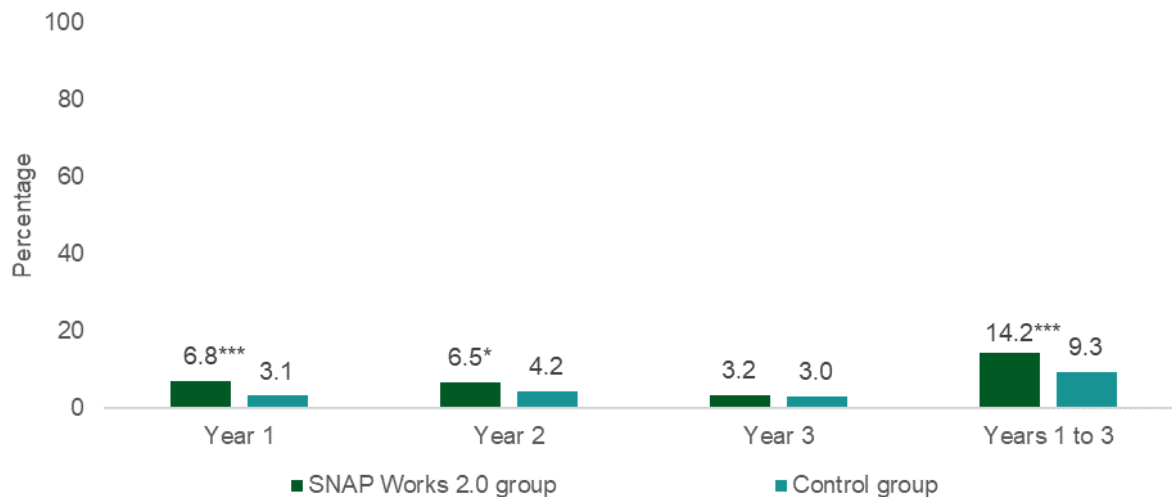
***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Individuals in the SNAP Works 2.0 group spent, on average, about one month longer in activities than individuals in the control group (four versus three months; Appendix Table E.3). SNAP Works 2.0 group members also spent about 1 hour more per week in activities than control group members (4 hours versus 3 hours). In each of the three years following random assignment, the SNAP Works 2.0 group spent more hours per week in activities, relative to the control group (Appendix Table E.4). In years one and two, the SNAP Works 2.0 group also spent more months per year in activities, relative to the control group.

Individuals in the SNAP Works 2.0 group were more likely than those in the control group to receive an occupational certificate or license (5 percentage point difference; Exhibit VI.5). There was a significant difference in the percentage of individuals who received one in Years 1 and 2 following random assignment, but not in Year 3.

The differences between the two groups in rates of completion or receipt of an occupational certificate or license were similar for individuals randomly assigned earlier versus later in the enrollment period (Appendix Table E.10).

Exhibit VI.5. Percentage of SNAP Works 2.0 group members who received an occupational certificate or license, overall and by year



Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

C. Differences between research groups in receipt of case management and support services

SNAP Works 2.0 group members were more likely than control group members to receive case management services, including career counseling and one-on-one assistance from employment professionals or case managers (22 percentage point difference; Exhibit VI.6). The difference between the two groups was largest and statistically significant in the first year following random assignment (26 percentage point difference); it was positive but smaller in the second and third years following random assignment. The likelihood of receiving case management services was similar for the SNAP Works 2.0 group relative to the control group for individuals randomly assigned earlier in the enrollment period (Appendix Table E.10).

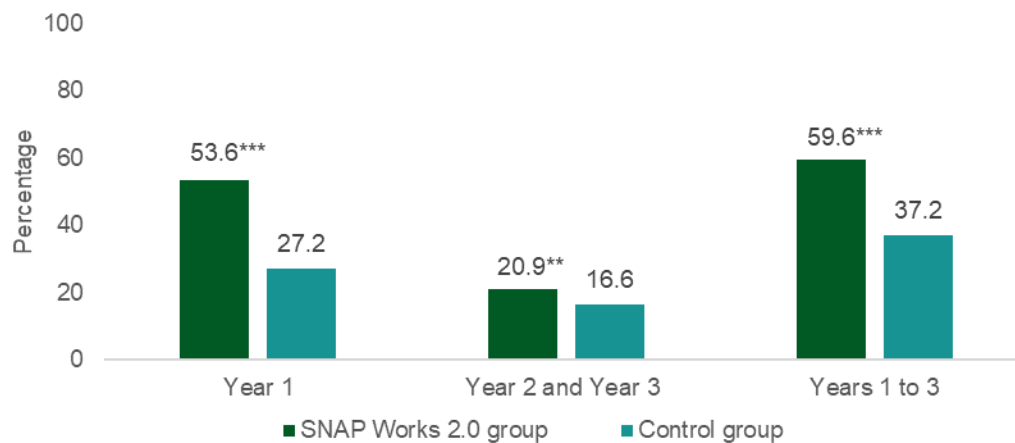
SNAP Works 2.0 group members were more likely than control group members to receive case management services and support services.

On average, SNAP Works 2.0 group members had four additional contacts with an employment professional or case manager relative to control group members (six versus two contacts; Appendix Table E.6). SNAP Works 2.0 group members were also more likely than control group members to meet with case managers in person and less likely to meet with them by phone (Appendix Table E.7).

SNAP Works 2.0 group members also were more likely than control group members to receive support services. About 43 percent of individuals in the SNAP Works 2.0 group received a support service compared to 30 percent in the control group (Exhibit VI.7). The largest differences between the two groups were observed for transportation assistance (29 versus 11 percent) and for clothes, uniforms, tools, or other supplies and equipment (7 versus 4 percent). There were no statistically significant differences

between the SNAP Works 2.0 and control group in receipt of child care assistance, housing assistance, mental health or substance use counseling, or other support services.

Exhibit VI.6. Receipt of case management through SNAP Works 2.0 existing SNAP E&T, or community-offered programs, overall and by year



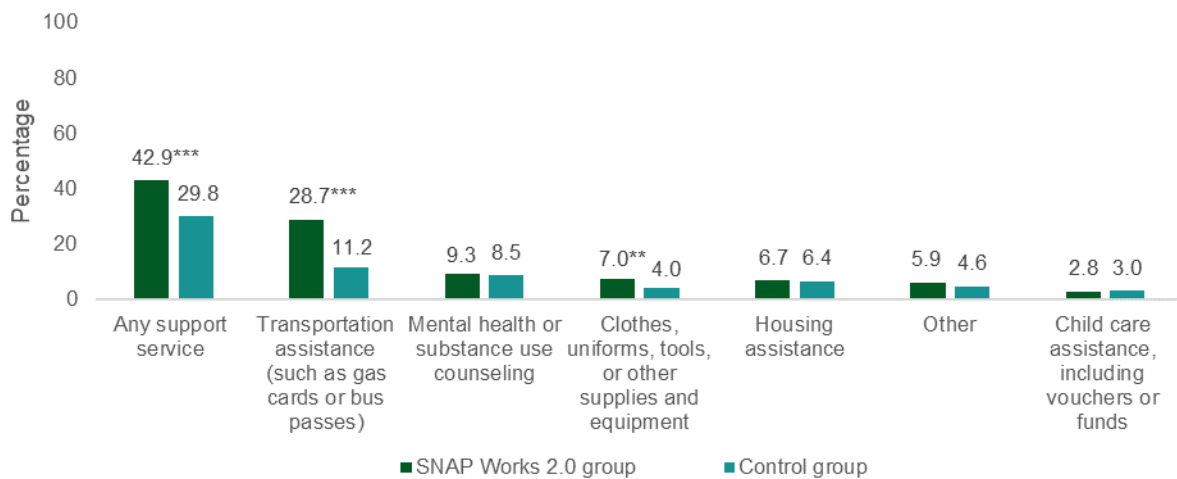
Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members. The 12-month survey requested information about receipt of case management between the date of random assignment and the date of the 12-month interview. The 36-month survey requested information about receipt of case management between the dates of the 12- and 36-month interviews. As a result, it is not possible to estimate receipt of assistance separately in Years 2 and 3.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Individuals in the SNAP Works 2.0 group were more likely than those in the control group to receive support services in the first year following random assignment but not in the subsequent two years (Appendix Table E.7). There were no statistically significant differences between the two groups for individuals randomly assigned earlier versus later in the enrollment period (Appendix Table E.10).

Exhibit VI.7. Receipt of support services through SNAP Works 2.0, existing SNAP E&T, or community-offered programs, overall and by type



Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members. “Other” included assistance with payment of utilities such as electricity, phone, heat, or gas; food assistance; and assistance with medical care.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

D. Differences between research groups in sanction rates

Individuals enrolled in the Georgia pilot (both SNAP Works 2.0 and control group members) were mandatory SNAP E&T work registrants,⁴⁷ specifically, ABAWDs, and could be sanctioned for noncompliance; that is, their SNAP benefits could be suspended for a set period of time if they did not meet the State’s SNAP E&T work registrant requirements. SNAP Works 2.0 could affect the incidence of sanctioning in several ways. The smaller caseloads of SNAP Works 2.0 case managers, compared with the caseloads of case managers in the existing SNAP E&T program, might have allowed them to monitor SNAP Works 2.0 group members’ participation more closely than was possible for case managers’ monitoring of the control group. Thus, if individuals enrolled in the pilot did not perform activities that met the State’s work requirements, sanctions might be more likely for the SNAP Works 2.0 group than for the control group. In addition, with more resources available to fund activities in SNAP Works 2.0, as opposed to the existing SNAP E&T program, SNAP Works 2.0 group members might have had more activities required of them than control group members, thus increasing SNAP Works 2.0 group members’ opportunities to be in noncompliance, relative to those of control group members.

Alternatively, if SNAP Works 2.0 group members viewed their interactions with SNAP Works 2.0 case

⁴⁷ Work registrants are SNAP participants who have not met any Federal exemptions from SNAP work requirements and are therefore required to register for work. Federal exemptions apply to individuals who are younger than 16 or older than 59; physically or mentally unfit for employment; subject to and complying with work requirements for another program; a caretaker of a dependent child younger than 6 or an incapacitated individual; participating in a drug or alcohol treatment and rehabilitation program; employed at least 30 hours a week; or enrolled at least half time in a recognized school or training program.

managers as helpful and were more likely to view SNAP Works 2.0 services as engaging and valuable than control group members viewed their independent job search requirement, participation could be more frequent and consistent in the SNAP Works 2.0 group than in the control group, resulting in fewer sanctions in the SNAP Works 2.0 group. In addition, if the inclusion of another set of staff in SNAP Works 2.0 – individuals in SNAP Works 2.0 interacted first with GDOL case managers around noncompliance and subsequently with DFCS staff, whereas individuals in the control group only interacted with DFCS staff around noncompliance – resulted in individuals in the SNAP Works 2.0 having more time or opportunities to come into compliance with requirements, relative to individuals in the control group, sanction rates could be lower in the SNAP Works 2.0 group.

Data from the SNAP benefits administrative files indicate that SNAP Works 2.0 group members were less likely than control group members to be sanctioned over the three-year period (Appendix Table E.16). Twenty-three percent of SNAP Works 2.0 group members were sanctioned at some point during the period, compared with 27 percent of control group members. This difference was most pronounced in Quarter 1 (negative 10 percentage point difference), and smaller in later quarters.

VII. Impacts on employment, earnings, receipt of public assistance, and well-being

In this chapter, we examine whether the generally higher rates of engagement and service receipt among individuals in SNAP Works 2.0, as described in Chapter VI, translated into impacts on employment, earnings, receipt of public assistance, and key measures of well-being, including food security, health, well-being, and housing. We also examine whether impacts differed according to whether individuals started or completed SNAP Works 2.0 activities. In Appendix F, we present information about how impacts on employment, earnings, receipt of public assistance, and food security varied across subgroups.

As described in Chapter II, we focus on impacts in the two-year period consisting of Years 2 and 3 after random assignment. We aim to balance any concerns about how the COVID-19 pandemic may have affected outcomes in Year 3 with measuring impacts on outcomes beyond Year 1 following random assignment after many individuals had time to participate in SNAP Works 2.0 activities.

A. Impacts of SNAP Works 2.0 on labor market outcomes

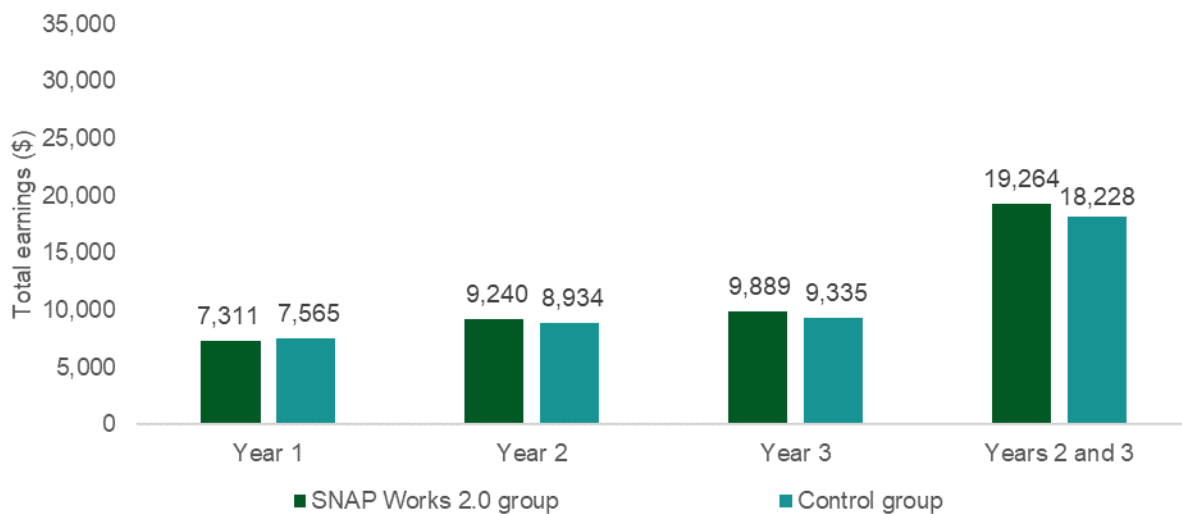
This section presents impacts on key labor market outcomes. Outcomes from both UI wage records and survey data were measured by year and quarter after random assignment. Some outcomes based on the survey data were measured at the time of the survey, approximately 36 months after random assignment.⁴⁸

1. Impacts on earnings, employment, and hours worked

Earnings. Based on both UI and survey data, SNAP Works 2.0 had no impact on earnings. This lack of impact was present for Years 2 and 3 combined, and separately in Years 1, 2, and 3 (Exhibits VII.1 and VII.2). Based on each data source, both research groups experienced increases in average earnings over time.

⁴⁸ For survey-based outcomes, we defined the quarter after random assignment as the first three months after the month of random assignment. The months included in this quarter sometimes differed from the calendar quarter, which we used to define the first quarter after random assignment for outcomes based on UI wage records.

Exhibit VII.1. Total earnings based on UI wage records, by year

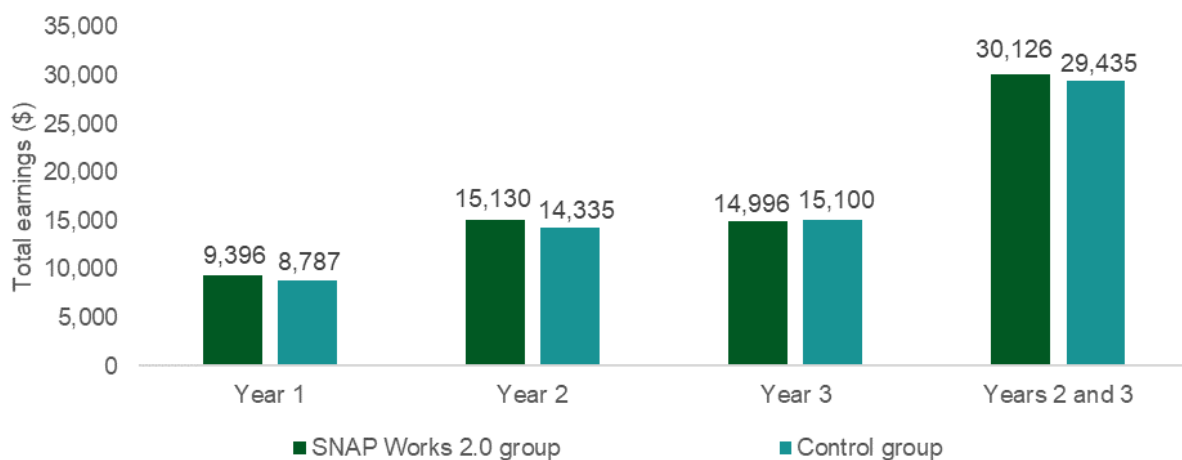


Source: SNAP employment and training evaluation UI wage records, weighted data.

Note: Estimates are based on data from 2,291 SNAP Works 2.0 group members and 2,305 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Exhibit VII.2. Total earnings based on survey data, by year



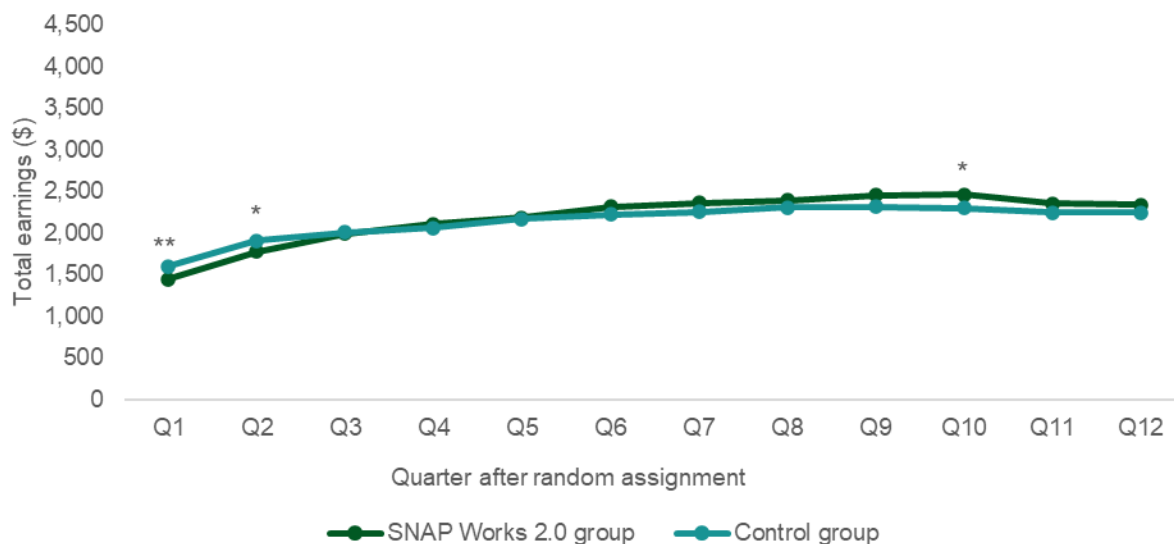
Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Based on UI data, there were a few statistically significant differences between the research groups in earnings in any quarter, with reductions in Quarters 1 and 2 and an increase in Quarter 10 (Exhibit VII.3). Based on survey data, there were no statistically significant differences between the research groups in earnings in any quarter (Exhibit VII.4). These findings were similar for individuals who were randomly assigned earlier versus later in the enrollment period (Appendix Table F.19).

Exhibit VII.3. Total earnings based on UI wage records, by quarter

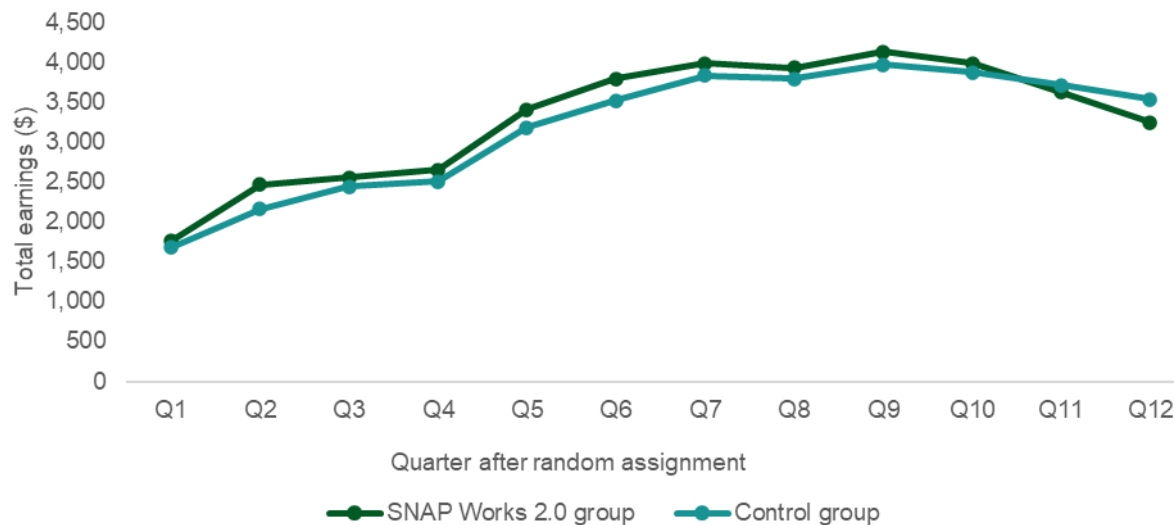


Source: SNAP employment and training evaluation UI wage records, weighted data.

Note: Estimates are based on data from 2,291 SNAP Works 2.0 group members and 2,305 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Exhibit VII.4. Total earnings based on survey data, by quarter



Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

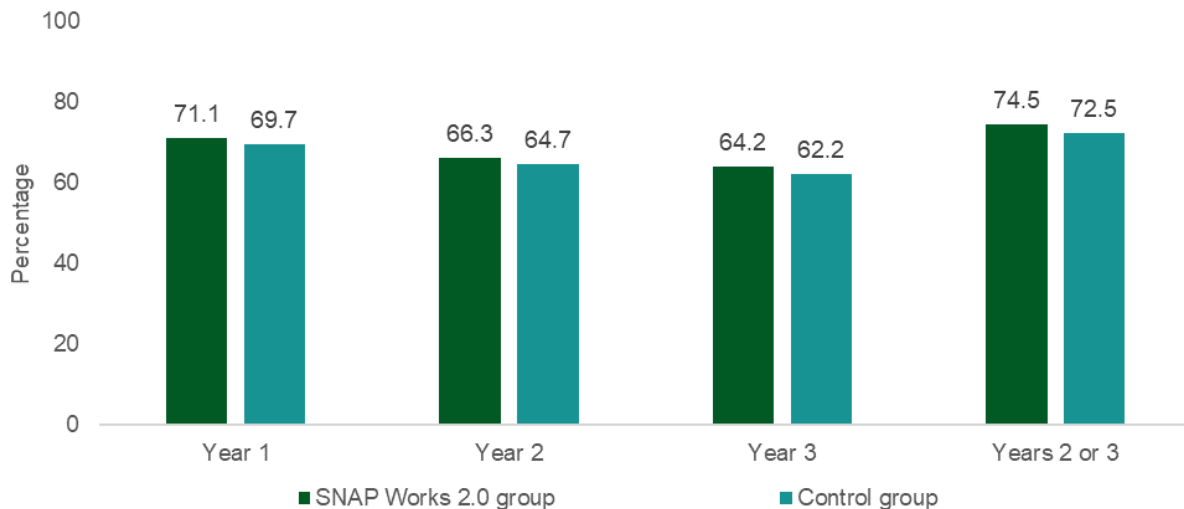
Note: Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Employment. Based on both UI and survey data, SNAP Works 2.0 had no impacts on employment in any follow-up year or during the combined two-year period (Years 2 and 3; Exhibits VII.5 and VII.6). Differences between the two groups in quarterly employment rates increased in size through the middle of

Year 2 and were statistically significant in a few quarters around that period (Quarters 7, 8, and 10 in the UI data and Quarter 9 in the survey data). The differences grew smaller and became statistically insignificant after that point (Appendix Tables F.2 and F.4).

Exhibit VII.5. Employment rates based on UI wage records, by year



Source: SNAP employment and training evaluation UI wage records, weighted data.

Note: Estimates are based on data from 2,291 SNAP Works 2.0 group members and 2,305 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

There were no impacts on employment for groups of individuals defined according to whether they were randomly assigned earlier or later in the enrollment period (Appendix Table F.19).

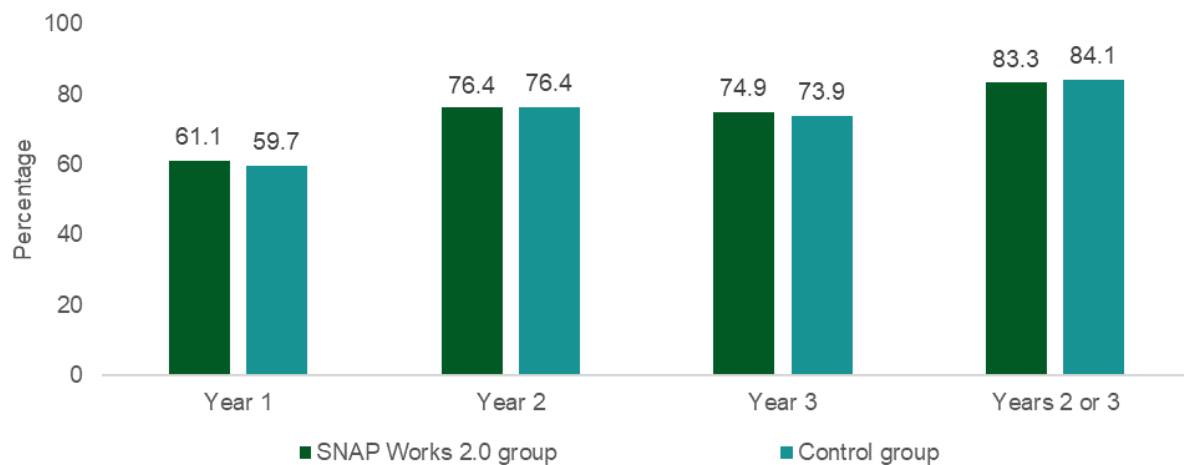
In the UI data, employment rates for both research groups generally decreased over the three-year period. In the survey data, employment rates increased through Year 2 and remained constant through Year 3.

SNAP Works 2.0 did not increase employment in any year of the three-year period, according to UI and survey data.

Employment rates provide information about the percentage of individuals who were employed during a given time period but do not describe the extent or duration of employment. To assess these employment characteristics, we examined the average number of quarters (UI data) and months (survey data) individuals were employed each year. Findings were generally similar to those for rates of employment. Both data sources showed that, relative to the control group, the SNAP Works 2.0 group was employed for the same number of quarters/months per year over the three-year period (Appendix Tables F.2 and F.4).

Hours worked. Among all individuals randomly assigned, those in the SNAP Works 2.0 group worked roughly the same number of hours per week as those in the control group (Appendix Table F.5). SNAP Works 2.0 group members worked an average of 15 hours per week in Year 1 and increased to 21 hours per week in Year 3. Similarly, control group members worked an average of 14 hours per week in Year 1 and increased to 21 hours per week in Year 3.

Exhibit VII.6. Employment rates based on survey data, by year



Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

2. Impacts on characteristics of current jobs

Exhibit VII.7 presents characteristics of jobs individuals held at the time of the 36-month survey.⁴⁹ This information was available only for individuals employed at the time of the 36-month survey (52 percent of both groups). For this reason, the measures in Exhibit VII.7 are non-experimental and the results do not represent the causal effects of SNAP Works 2.0 on job characteristics.

Among individuals who were employed at the time of the 36-month survey, SNAP Works 2.0 group members and control group members held jobs with generally similar characteristics. In both research groups, about 29 percent of individuals were employed full time (or about 60 percent of those who were employed), and about 25 percent earned less than \$500 per week (Exhibit VII.7). Employed SNAP Works 2.0 group members were less likely than control group members to work fewer than 20 hours per week (6 versus 8 percent). The majority of employed individuals in both research groups (or about one-third of all study participants) received at least one employer-offered benefit, and the two groups had similar receipt rates for each benefit type. Most employed individuals in both research groups were regular status employees working full time or part time. Common occupations included office and administrative support, transportation and moving materials, and sales. With the exception of the SNAP Works 2.0 group being less likely than the control group to be employed in personal care and service jobs, occupations were similar across research groups.

⁴⁹ The survey captured information about the jobs at which individuals were working at the time the survey was conducted (their “current job”). If individuals were working two or more jobs, they were asked to report on the one at which they worked the most hours.

Exhibit VII.7. Characteristics of current jobs among individuals employed at the time of the 36-month survey

Characteristic (%)	SNAP Works 2.0 group	Control group	Difference
Hours worked per week			
0	52.7	51.8	0.9
1 to 20	5.8	8.2	-2.4*
21 to 34	12.1	10.6	1.5
35 or more (employed full time)	29.2	29.4	0.2
Average	16.8	17.0	-0.2
Weekly earnings			
\$0	59.9	58.8	1.1
\$1 to \$499	25.6	25.0	0.7
\$500 to \$999	12.1	12.8	-0.8
\$1,000 to \$1,499	2.0	1.9	0.1
\$1,500 to \$2,000	0.4	1.2	-0.7*
\$2,000 and above	0.1	0.4	-0.4**
Benefits available at job			
Any benefit	32.2	35.1	-2.9
Health insurance or HMO/PPO plan	28.1	30.5	-2.4
Dental insurance	26.4	27.8	-1.4
Paid vacation	24.7	28.3	-3.6
Paid holidays	26.1	26.4	-0.3
Paid sick leave	20.4	22.6	-2.3
Any paid time off	28.7	31.3	-2.6
Pension or retirement benefits	25.2	25.3	0.0
Tuition assistance or reimbursement	14.2	12.5	1.7
Type of employment			
Not employed	52.8	51.8	1.0
Regular full or part time	36.4	37.1	-0.7
Temporary or on call	2.8	3.2	-0.4
Self-employed or independent contractor or	7.0	6.9	0.1
Day laborer	1.1	1.0	0.0
Occupation			
Office and administrative support	6.9	7.1	-0.2
Transportation and material moving	7.5	6.7	0.7
Sales	3.4	4.1	-0.7
Food preparation and serving	2.6	4.0	-1.4
Production	2.6	2.0	0.6
Management	2.7	2.6	0.1
Personal care and service	1.8	3.4	-1.6**
Building and grounds cleaning and	2.1	1.8	0.3
Healthcare support	1.7	1.4	0.3
Construction and extraction	2.4	1.5	0.9
Sample size	847	796	

Source: SNAP employment and training evaluation 36-month survey, weighted data.

***/**/* Difference between the SNAP Works 2.0 group and control group significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

3. Impacts on changes in earnings and employment over time

The findings presented above describe employment, earnings, and hours worked in each quarter and year since random assignment. Although these findings allow us to assess changes in the average value of the outcomes over time across all SNAP Works 2.0 or control group members, they obscure changes over time for each individual. In this section, we examine these types of changes or “dynamics” in employment, earnings, hours worked, and job characteristics.

As presented in Exhibit VII.5, based on UI data, employment rates were generally similar for the SNAP Works 2.0 and control groups over the follow-up period. Data on employment dynamics show a similar story, with no differences between the groups in the number of unemployment spells (Appendix Table F.20). Unemployment spells occurred more frequently, for both research groups, among individuals who were not employed at the time of random assignment, compared with those who were employed.

As presented in Exhibit VII.6, employment rates were also generally similar for both research groups according to survey data. Data on employment dynamics tell a similar story (Appendix Table F.22). Both groups had similar employment patterns and a similar number of unemployment spells over the period. Individuals in the SNAP Works 2.0 group, however, were more likely than individuals in the control group to have experienced a job loss in Year 1 (38 versus 33 percent).⁵⁰ On average, both research groups experienced similar numbers of unemployment spells, with about 44 percent experiencing one spell during this period and about 48 percent experiencing two or more spells. Although there were differences in the likelihood of losing a job in Year 1, similar percentages of individuals in each research group not employed at the time of the 12-month survey were employed at the time of the 36-month survey, suggesting that the likelihood of finding a job was similar for both groups. In each group, about 37 percent of individuals who were not employed at the time of the 12-month survey were employed at the time of the 36-month survey.

At the time of both the 12- and 36-month surveys, most employed individuals in both research groups worked a single job (Appendix Table F.23). About 42 percent of the SNAP Works 2.0 group had one job at the time of the 12-month survey; 4 percent had two jobs. At the time of the 36-month survey, these percentages were 44 and 6 percent, respectively. Percentages were very similar for the control group.

Exhibit VII.7 shows that SNAP Works 2.0 generally had no impacts on job characteristics around the time of the 36-month survey. There were also relatively few changes in the distributions of these characteristics from the 12-month to the 36-month survey (Appendix Table F.24). The SNAP Works 2.0 group was less likely than the control group to earn \$500 to \$999 per week at the time of the 12-month interview, but the earnings distributions were more similar across research groups at the time of the 36-month interview. There were also a few differences between the two research groups in occupation at the 12-month interview (for example, SNAP Works 2.0 group members were less likely than control group members to work in food preparation and servings jobs), but these differences were not statistically significant at the 36-month interview.

The most common occupations at the time of the 12-month survey generally were similar to the most common ones at the time of the 36-month survey.

⁵⁰ Because these estimates are based only on individuals who were employed at some point in the period and thus at risk of experiencing a job loss, they are not experimental impacts.

4. Conclusions

SNAP Works 2.0 did not lead to an increase in average earnings in the two-year period (Years 2 and 3) based on UI or survey data.⁵¹ There were no statistically significant differences in earnings in any quarter. SNAP Works 2.0 also did not lead to increased employment in the two-year period based on UI data, although there were a few impacts on quarterly employment rates during the end of Year 2 and beginning of Year 3. There were no effects on hours worked per week in any year.

B. Impacts of SNAP Works 2.0 on receipt of public assistance

This section presents findings on the impact of SNAP Works 2.0 on the receipt of public assistance, as measured by SNAP administrative records and survey data. Most of the outcomes measuring receipt of SNAP, TANF, and Medicaid are based on the administrative data and were measured for each year and quarter after random assignment. Receipt of other forms of public assistance are based on survey data and capture receipt during Year 1 and during Years 2 and 3 combined after random assignment.

1. Impacts on SNAP participation

SNAP Works 2.0 did not lead to a statistically significant change in the likelihood of participating in SNAP in the two-year period (Years 2 and 3) after random assignment. About 56 percent of SNAP Works 2.0 group members and 57 percent of control group members participated in SNAP during this period (Exhibit VII.8). The lack of impacts of SNAP Works 2.0 on SNAP participation reflects similar decreases each year in the rate of SNAP participation for the SNAP Works 2.0 and control groups. For example, despite a small significant difference in Year 1, SNAP participation rates for both groups decreased from about 97 percent in Year 1 to 42 percent in Year 3. There were two significant differences across groups in SNAP participation rates in Quarters 2 and 11, but nearly the same percentage of individuals in each group participated in SNAP in other quarters (Appendix Table F.8). There were no significant impacts on SNAP participation for individuals who were randomly assigned earlier or later in the enrollment period (Appendix Table F.19).

SNAP Works 2.0 generally did not affect SNAP participation beyond a small increase in Year 1.

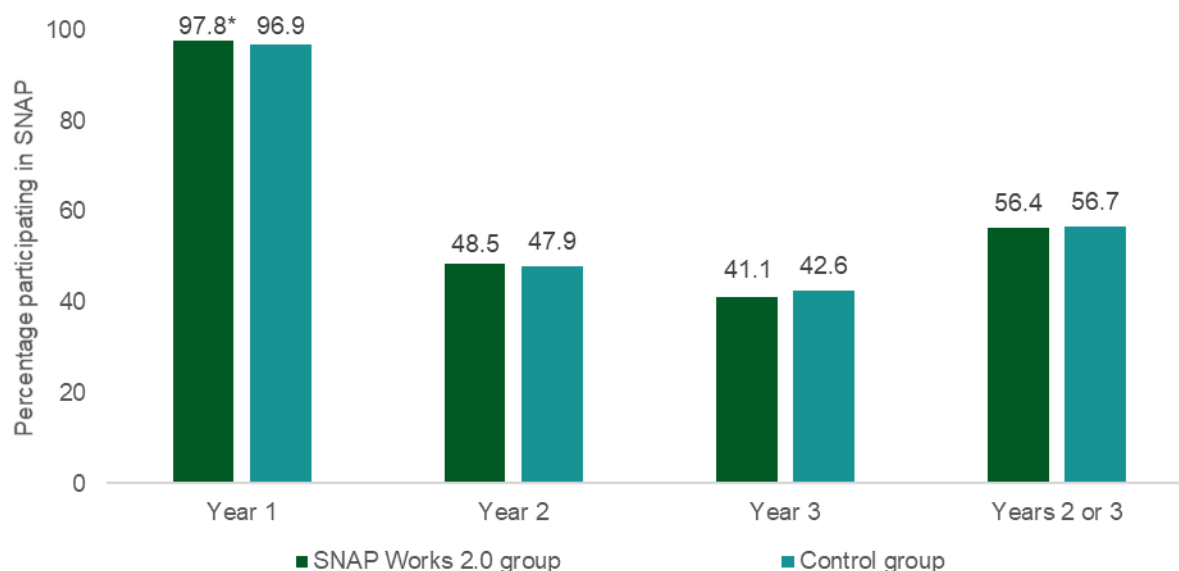
The impacts of SNAP Works 2.0 on the average SNAP benefits received, both in absolute terms and as a percentage of the maximum benefit amount, were similar to those on SNAP participation rates. Average SNAP benefit amounts for the SNAP Works 2.0 group were \$48 greater than those for the control group in Year 1 (p -value = 0.06), but the differences were smaller and not statistically significant in Years 2 and 3 (Exhibit VII.9). Average SNAP benefit amounts were \$40 higher for the SNAP Works 2.0 group than the control group in the first quarter but smaller and not statistically significant in Quarters 2 to 12 (Appendix Table F.9).

Looking at SNAP benefit amounts received as a percentage of the maximum possible benefit (based on SNAP unit size) provides a better comparison across SNAP units of different sizes than the nominal benefit amounts. The findings for benefits received as a percentage of the maximum possible benefit were

⁵¹ The analyses for employment and earnings presented above measured outcomes over a three-year period and were based on individuals randomly assigned through September 2017 based on UI data and December 2017 based on survey data. The findings based on UI data for individuals randomly assigned through September 2017 were similar to those based on UI data for all individuals who were randomly assigned.

the same as for nominal benefits. SNAP Works 2.0 group members received, on average, about 2 percent more of the maximum possible benefit compared to the control group in Year 1 (50 versus 47 percent), but differences between the SNAP Works 2.0 and control groups were smaller and not statistically significant in Years 2 and 3 (Exhibit VII.9). For both research groups, most of the decrease in the percentage of the maximum possible benefit received over time can be attributed to individuals exiting SNAP. For example, among the SNAP Works 2.0 group, the percentage of the maximum benefit amount received decreased by about 26 percentage points between Years 1 and 3. During this same period, the percentage of SNAP Works 2.0 group members participating in SNAP decreased by about 57 percentage points (Appendix Table F.8).

Exhibit VII.8. SNAP participation rates based on SNAP administrative data, overall and by year



Source: SNAP employment and training evaluation SNAP administrative data, weighted data.

Note: Estimates are based on data from 2,291 SNAP Works 2.0 group members and 2,305 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Exhibit VII.9. Impacts on average monthly SNAP benefit amount based on SNAP administrative data, overall and by year

Average SNAP benefits	SNAP Works 2.0 group	Control group	Difference
Average SNAP benefits received (\$)			
Year 1	1,290	1,242	48*
Year 2	720	706	14
Year 3	654	693	-39
Years 2 and 3	1,374	1,399	-25
Average monthly SNAP benefits received as a percentage of maximum benefit amount ^a			
Year 1	49.6	47.3	2.3**
Year 2	26.9	26.0	0.9
Year 3	23.7	24.4	-0.7
Years 2 and 3	25.3	25.3	0.1
Sample size	2,291	2,305	

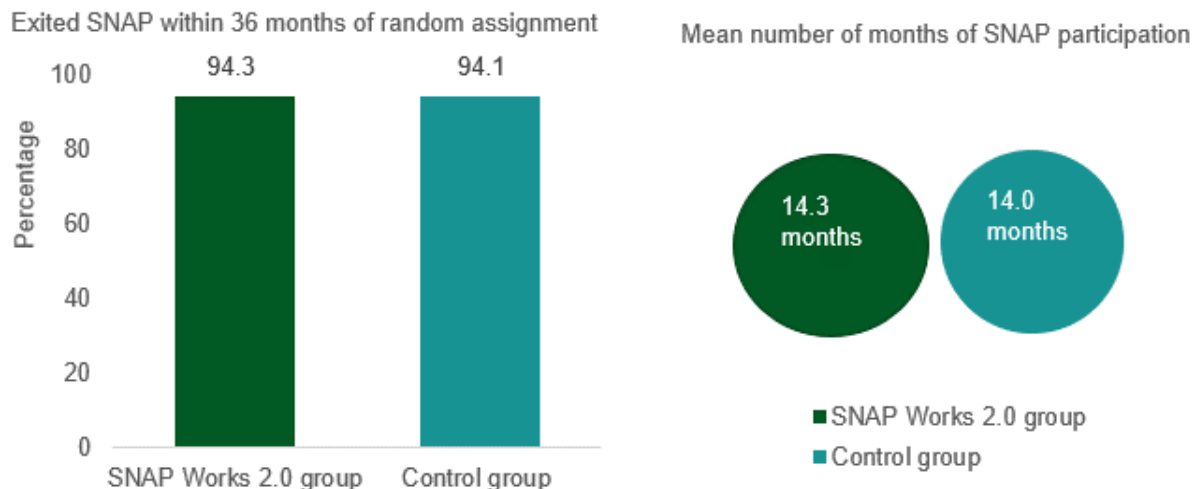
Source: SNAP employment and training evaluation SNAP administrative data, weighted data.

^a Maximum household SNAP benefit amounts normalized by household size.

***/**/* Difference between SNAP Works 2.0 group and control group significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

On average, the SNAP Works 2.0 and control groups participated in SNAP for a similar number of months in the two-year period (Years 2 and 3). Each group participated in SNAP for 7 of the 24 months, on average, during this period (Appendix Table F.25), and about 14 months during the 36-month period (Exhibit VII.10). The average length of participation differed slightly in Year 1 but was similar across research groups in Years 2 and 3. SNAP Works 2.0 group members had similar likelihoods of exiting SNAP across the three years relative to control group members—94 percent of each group exited SNAP at some point during the three years after random assignment. Individuals who exited SNAP included those who left and did not re-enter SNAP in the period, as well as those who left and re-entered before the end of the period. Thus, even though 6 percent of the SNAP Works 2.0 group participated in SNAP for the full three years, SNAP participation in Quarter 12 was higher (31 percent), reflecting that individuals left and re-entered SNAP during the three-year period (Appendix Table F.8). The percentage of individuals who exited and then re-entered SNAP was similar for the SNAP Works 2.0 and control groups (48 versus 47 percent, respectively), with about 25 percent of each group re-entering within 4 months of exit (Appendix Table F.25). These patterns of exiting and re-entering SNAP resulted in both research groups having a similar number of SNAP spells (a single spell consists of remaining on SNAP for the full three-year period or exiting and not re-entering). About 55 percent of the SNAP Works 2.0 group had a single SNAP spell, 32 percent had two spells, and 13 percent had three or more spells. For the control group, these percentages were 56, 31, and 13 percent, respectively.

Exhibit VII.10. SNAP exit rates and mean number of months of SNAP participation based on SNAP administrative data



Source: SNAP employment and training evaluation SNAP administrative data, weighted data.

Note: Estimates are based on data from 2,291 SNAP Works 2.0 group members and 2,305 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

2. Impacts on TANF and other forms of public assistance

Impacts on TANF participation were estimated using SNAP administrative data. A small percentage of each research group participated in TANF in each year (Appendix Table F.10). SNAP Works 2.0 had no effect on participation in TANF, relative to the control group, in Years 1, 2, or 3. There were a few statistically significant increases in TANF receipt (in Quarters 5, 6, and 9), but no effects in the other quarters. The same was true for TANF benefit amounts, with a statistically significant increase of \$4 in Year 2, but no effects in other years (Appendix Table F.10). A small percentage of each research group received Medicaid during the three-year period. SNAP Works 2.0 had few effects on Medicaid receipt, with the exception of decreases in Quarter 11 and 12.

Using the survey data, we also estimated impacts of SNAP Works 2.0 on receipt of other forms of public assistance, including receipt of general assistance; UI; Supplemental Security Income (SSI); Section 8, Housing Choice Vouchers, or Public Housing Assistance; Medicaid; and the Supplemental Nutrition Program for Women, Infants, and Children (WIC).⁵² There were generally no impacts on the receipt of these forms of public assistance in Year 1, in Years 2 and 3, or during the three-year period (Appendix Table F.11). However, individuals in the SNAP Works 2.0 group were about 4 percentage points less likely than those in the control group to receive Medicaid during the three-year period (17 and 21 percent, respectively).

⁵² Because the 36-month survey requested information about receipt of public assistance benefits between the 12- and 36-month survey interviews, it was not possible to separately estimate receipt of public assistance in Years 2 and 3.

3. Conclusions

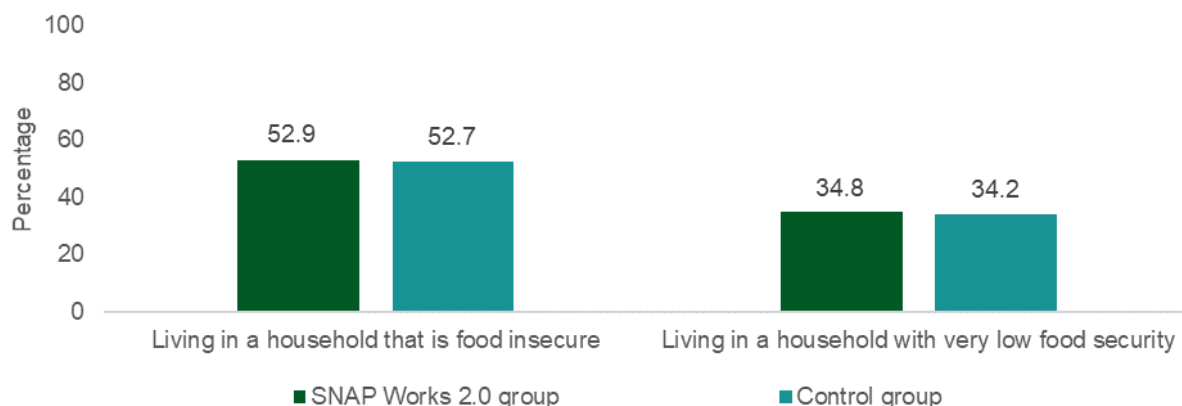
SNAP Works 2.0 generally did not affect SNAP participation. The difference between research groups was small but statistically significant in Year 1, but there were no statistically significant differences in Years 2 and 3. SNAP Works 2.0 also led to an increase in SNAP benefit amounts in Year 1—both nominally and as a percentage of the maximum benefit amount—but not in Years 2 and 3. There were few impacts on the receipt of other public assistance, with the exception of a reduction in Medicaid receipt.

C. Impacts of SNAP Works 2.0 on food security, health, well-being, and housing status

This section presents findings on SNAP Works 2.0’s impacts on food security, health, well-being, and housing status, as reported in the survey data. Most of these outcomes reflected individuals’ circumstances at the time of the 36-month follow-up survey. An exception was food security status, which was reported based on the 30 days before the survey.⁵³

The SNAP Works 2.0 and control groups had similar rates of food insecurity. About 53 percent of SNAP Works 2.0 group members and control group members were food insecure (Exhibit VII.11). There were also no statistically significant differences in the rates of very low food security (a severe form of food insecurity; 35 versus 34 percent). There were no differences in impacts on food insecurity among individuals who were randomly assigned earlier versus later in the pilot (Appendix Table F.19).

Exhibit VII.11. Impacts on food security, based on 36-month survey data



Source: SNAP employment and training evaluation 36-month survey, weighted data.

Note: Estimates are based on data from 847 SNAP Works 2.0 group members and 796 control group members.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 00.01/0.05/0.10 level, two-tailed test.

⁵³ Food security is having access at all times to enough food for an active, healthy life. Individuals who experience food access limitations due to lack of money or other resources are said to be food insecure. Those who cannot afford enough to eat may experience a particularly severe form of food insecurity where at times one or more household member experiences reduced food intake and disrupted eating patterns referred to as very low food security. The outcomes of food insecurity and very low food security are based on responses to 10 questions about difficulty meeting basic food needs due to lack of money to be spent on food. Individuals who affirmed at least 3 out of 10 questions were classified as food insecure; those who affirmed at least 6 were classified as having very low food security.

Among individuals who were food insecure at the time of the 12-month survey, those in the SNAP Works 2.0 group were just as likely as those in the control group to be food insecure at the time of the 36-month interview (Appendix Table F.27). There also were no distinguishable differences between research groups in the percentage of individuals who had very low food security at both the 12-month and 36-month interviews (60 versus 58 percent). Together, these findings suggest that both research groups experienced similar changes in food security status between the 12- and 36-month interviews.

There were few statistically significant differences between the SNAP Works 2.0 group and the control group for other outcome measures related to health, well-being, and housing status (Appendix Table F.12). The SNAP Works 2.0 group reported lower scores on the self-efficacy scale and they were more likely than the control group to report living with roommates, friends, or a partner. Both research groups had similar levels of health scores (33 percent of the SNAP Works 2.0 group versus 37 percent of the control group reported having very good or excellent health at the time of the survey). About half of each research group owned or rented a home or apartment (49 versus 47 percent), and similar percentages of each group were homeless (6 versus 8 percent).

D. Impacts of SNAP Works 2.0 on employment, earnings, and SNAP participation among individuals who started or completed an employment or training-related activity

The findings presented in Sections A, B, and C do not differentiate between individuals enrolled in the pilot who participated in activities and those who did not. In the evaluation literature, this approach often is called an “intention-to-treat” (ITT) analysis. Impact estimates based on an ITT analysis provide information about expected effects for all SNAP participants to whom pilot activities were offered. However, because some individuals did not engage in the pilot or start an activity, ITT findings mask how well individuals who did participate may have fared. In this section, we present results of analyses that differentiate individuals in the SNAP Works 2.0 group who did and did not engage in SNAP Works 2.0 and participate in activities. This analysis, often referred to as a “treatment-on-the-treated” analysis, provides insights about how greater engagement in pilot activities may have translated into different participation experiences and, ultimately, into different impacts.⁵⁴ We assessed engagement by comparing individuals who started an activity to those who did not. Given that all SNAP Works 2.0 participants who started an activity were deemed to have completed it, we could not compare individuals who started and completed activities with those who started and did not complete. However, we can compare individuals by the type of activities they completed, either job search or job search training activities versus education or training activities.⁵⁵

⁵⁴ Because individuals in SNAP Works 2.0 chose whether to start an activity and/or complete one based on factors we could not necessarily observe, the findings presented in this section are nonexperimental. The results do not represent the causal effects of SNAP Works 2.0 on outcomes.

⁵⁵ There are many ways to quantify the extent to which those enrolled in the pilot engaged in activities—for example, the number of workshops in which someone participated, the number of hours an individual spent in an occupational skills training program, or the number of basic education courses an individual completed over time. Our approach for measuring engagement in pilot activities balanced the objectives of contrasting groups with well-defined, policy-relevant differences in participation across pilots with limiting the number of groups so that each analysis group had a sufficient number of individuals to yield informative estimates.

Earnings and employment. Based on UI data, there was an impact on earnings in the two-year period (Years 2 and 3) for individuals who started an activity, but no impact for those who did not start one (Exhibit VII.12; Appendix Table F.13). The difference between the estimates for each of these groups of individuals was not statistically significant. Based on survey data, there were no impacts on earnings for individuals who started an activity or for those who did not start one (Exhibit VII.12; Appendix Table F.15).

SNAP Works 2.0 had impacts on earnings for individuals who started an activity but not for those who did not start one. This difference across groups was not statistically significant.

There were generally no impacts on employment for those who started an activity or those who did not start one, based on UI and survey data.

Exhibit VII.12. Impacts on total earnings and annual employment rates in Years 2 and 3, based on UI wage records and survey data, by whether individuals started an employment or training-related activity

Outcome	Started an activity			Did not start an activity		
	SNAP Works 2.0 group	Control group	Difference	SNAP Works 2.0 group	Control group	Difference
Total earnings (\$)						
Based on UI data	20,425	18,765	1,660*	18,170	17,630	539
Based on survey data	32,506	30,288	2,218	27,747	28,336	-589
Employment rate (%)						
Based on UI data	74.3	71.3	3.0	75.2	73.8	1.3
Based on survey data	83.6	83.2	0.4	82.9	85.1	-2.2

Source: SNAP employment and training evaluation UI wage records, weighted data. SNAP employment and training evaluation 36-month survey, weighted data.

Note: Estimates based on UI data are from 1,208 SNAP Works 2.0 group members and 1,197 control group members who started an activity; and 1,083 SNAP Works 2.0 group members and 1,108 control group members who did not start one. Estimates based on survey data are from 509 SNAP Works 2.0 group members and 441 control group members who started an activity; and 338 SNAP Works 2.0 group members and 355 control group members who did not start one.

***/**/* Difference between the SNAP Works 2.0 group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

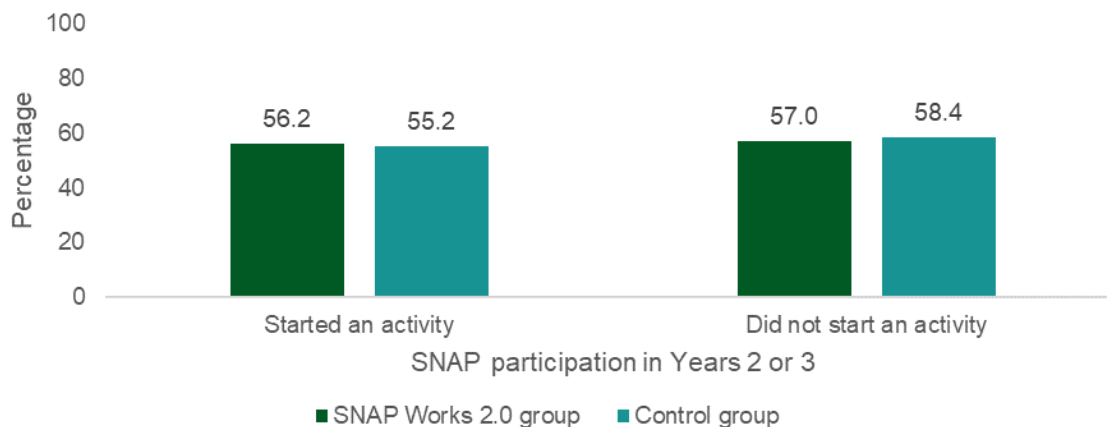
^^^/^^/^ Significantly different from individuals who did not start an activity at the 0.01/0.05/0.10 level, two-tailed test.

All individuals who started an activity completed that activity. UI and survey data were used to compare impacts for those who completed an education or training activity versus a job search or job search training activity. There were no statistically significant differences in impacts on earnings or employment in the two-year period between individuals who completed education or training activities and those who completed job search or job search training activities (Appendix Table F.14). The survey data show a similar pattern of effects (Appendix Table F.16).

SNAP participation. There were no significant impacts on SNAP participation in Years 2 and 3 among those who started an activity or those who did not start one (Exhibit VII.13). The SNAP participation rate for the SNAP Works 2.0 group was higher than the rate for the control group among individuals who started an activity, while the opposite was true among individuals who did not start one (the SNAP

participation rate for the SNAP Works 2.0 group was lower than the rate for the control group). However, these differences were small and not statistically significant.

Exhibit VII.13. SNAP participation rates based on SNAP administrative data, by whether an individual started an activity



Source: SNAP employment and training evaluation SNAP administrative data, weighted data.

Note: Estimates are based on data from 1,208 SNAP Works 2.0 group members and 1,197 control group members who started an activity; and 1,083 SNAP Works 2.0 group members and 1,108 control group members who did not start one.

***/**/* Difference between research groups is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

^^^/^^/^ Significantly different from individuals who did not start an activity at the 0.01/0.05/0.10 level, two-tailed test.

VIII. Analysis of the costs and benefits of SNAP Works 2.0 group and control group services

In this chapter, we build on the findings from the impact analysis by comparing the benefits that individuals received in dollar terms through changes in earnings and public assistance with the costs of the services provided. This cost-benefit analysis describes the extent to which the benefits exceeded the costs of providing services to the SNAP Works 2.0 group when compared with the benefits and costs of providing services to the control group (referred to as the *net benefit*). The net benefit provides context for how well SNAP Works 2.0 group outcomes (benefits) offset the costs of administering the services. We calculate the net benefits from the perspectives of the individuals enrolled in SNAP Works 2.0 and of government and taxpayers. The benefit to society is the sum of the net benefits from the other two perspectives.

We first describe the costs of SNAP Works 2.0, including those for planning, recruiting, and delivering services. We then present the estimated costs of all services provided to SNAP Works 2.0 group members through SNAP Works 2.0, existing SNAP E&T, and the community and the costs of all services provided to control group members through existing SNAP E&T and the community. We estimate the costs of all services because any benefits individuals experienced through increases in employment and earnings are the result of all of the services they received during the follow-up period, not just those offered through SNAP Works 2.0. We then present the findings from the cost-benefit analysis and estimate the net benefit of services provided to the SNAP Works 2.0 group, compared with services provided to the control group. We conducted sensitivity analyses to test the robustness of our findings to changes in key assumptions and present those findings together with the cost-benefit analysis. All costs and the dollar values of benefits presented in this chapter have been adjusted to 2016 dollars, as this was the year that SNAP Works 2.0 started providing services and individuals started accruing benefits.

A. Description of the costs of SNAP Works 2.0

This section provides detail on the total costs of SNAP Works 2.0 services, the costs of SNAP Works 2.0 services by type, and the average cost of SNAP Works 2.0 services per individual.

1. Total costs of SNAP Works 2.0

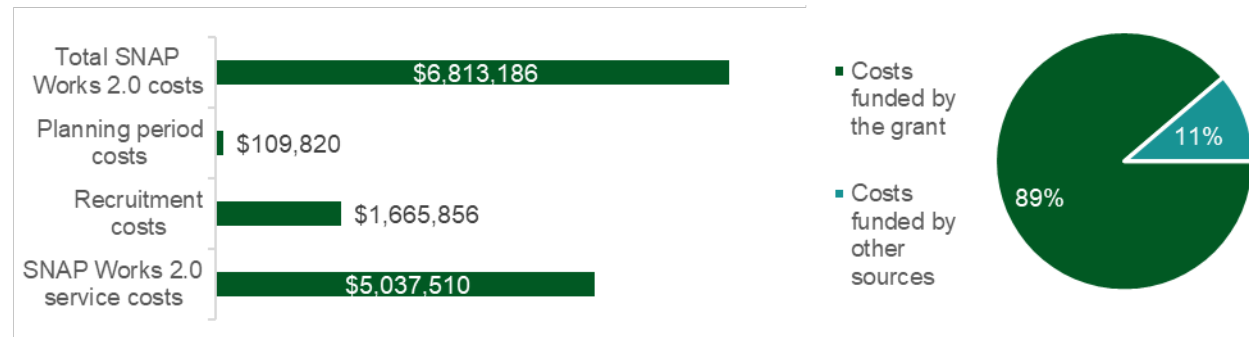
FNS awarded DFCS a grant of \$15,011,000 to develop and provide SNAP Works 2.0 services. DFCS and its partners and providers reported spending \$6,813,186 on planning, recruiting, and delivering SNAP Works 2.0 services (Exhibit VIII.1).⁵⁶ These costs included \$109,820 for planning (2 percent of total costs) and \$1,665,856 for recruitment (25 percent). SNAP Works 2.0 service costs—for ongoing administration and

SNAP Works 2.0 cost a total of \$6,813,186, with service costs accounting for 74 percent of this amount.

⁵⁶ The costs for planning and recruiting affected both SNAP Works 2.0 and control group members, whereas the costs for operating SNAP Works 2.0 services affected the SNAP Works 2.0 group only.

delivering direct services—were \$5,037,510, which was 74 percent of total costs.⁵⁷ Ongoing administration, which included time for staff meetings, supervision, and other activities, cost \$3,906,143 (57 percent of total costs). Direct service costs represented the remaining \$1,131,367 (17 percent, not shown). The FNS grant funded 89 percent of total costs (or \$6,049,938) and 11 percent (\$763,248) were leveraged from other sources.

Exhibit VIII.1. Summary of SNAP Works 2.0 costs



Source: SNAP employment and training evaluation actual reported costs by SNAP Works 2.0 grantee, partners, and providers, 2015-2019; and SNAP employment and training evaluation survey of direct service provider time use, 2016-2018.

Note: The planning period was considered to encompass the time between when DFCS and their partners began designing SNAP Works 2.0 (after grant award) and SNAP Works 2.0 started enrolling individuals (April 2015 to February 2016). Quarterly workbooks reported the costs of the planning period, and recruitment and SNAP Works 2.0 services following the start of SNAP Works 2.0. We estimated the breakdown of recruitment, SNAP Works 2.0 direct service, and ongoing administration costs using data from a time-use survey of direct service provider staff. All costs are presented in 2016 dollars.

Appendix Table G.2. summarizes costs through January 2019 by cost category, including (1) staff costs (including volunteer time), (2) partner and provider direct service costs, (3) supply and equipment costs, and (4) overhead and operating costs. DFCS and SNAP Works 2.0 partners and providers reported spending \$5,258,214 on staff costs and \$1,122,947 on overhead and operating costs. The remaining costs covered direct services for partners and providers (\$429,056) and supply and equipment costs (\$2,968). The FNS grant covered the majority of all costs (89 percent). Funding from other sources was used primarily for staff costs, accounting for 15 percent of the total staff costs (\$761,682).

2. Costs of SNAP Works 2.0 services, by type of service

Service costs accounted for the majority of SNAP Works 2.0 expenditures. We estimated the costs of specific types of services offered through SNAP Works 2.0, including those of ongoing administration and direct services. The two largest service expenditures for SNAP Works 2.0 services were for occupational skills training, which accounted for \$1,694,287 or 25 percent of total SNAP Works 2.0 costs, and assessments, which accounted for \$1,490,397 or 22 percent of total SNAP Works 2.0 costs

⁵⁷ Service costs included costs of both ongoing administration and delivering direct services and activities. Ongoing administration costs included time for staff meetings, supervision, and other activities. Direct service costs included time staff spent providing services and activities to individuals, including time for tasks such as writing case notes or recording administrative data, and direct costs for resources such as textbooks or support services. Both ongoing administration and direct service costs included the costs of staff, supplies and equipment, overhead, facilities, and indirect costs.

(Exhibit VIII.2). Case management and job readiness or life skills workshops accounted for smaller shares of total SNAP Works 2.0 costs—18 and 7 percent of total SNAP Works 2.0 costs, respectively.

Exhibit VIII.2. Costs of SNAP Works 2.0 services, by service type

	Total service costs	Percentage of total
Total costs	\$6,813,186	100.0
Recruitment costs	\$1,665,856	24.5
Planning period costs	\$109,820	1.6
Total SNAP Works 2.0 service costs ^a	\$5,037,510	73.9
Assessments	\$1,490,397	21.9
Case management ^b	\$1,192,087	17.5
Job readiness or life skills workshop	\$484,508	7.1
Education	\$0	0.0
Occupational skills training	\$1,694,287	24.9
Support services	\$141,674	2.1
Work-based learning	\$34,558	0.5
Other direct service contracts	--	--

Source: SNAP employment and training evaluation actual reported costs by SNAP Works 2.0 grantee, partners, and providers, 2015-2019; and SNAP employment and training evaluation survey of direct service provider time use, 2016-2018.

Note: The estimated costs of case management, job readiness or life skills workshop, and assessments include costs for staff, supplies and equipment, and overhead and operating costs, which were allocated using the average percentage of time spent on these activities in the time-use survey. We assumed the reported costs of support services, other direct service contracts, work-based learning, occupational skills training, and education already include costs for staff, supplies and equipment, or overhead and operating costs. Other direct service contracts included a contract to support collection of case management and participation data. We assumed these costs were either built into those payments or the associated staff time and costs fell under case management. All costs are presented in 2016 dollars.

^a Total SNAP Works 2.0 service costs included the costs of direct services and ongoing administration. These costs did not include those associated with planning or recruitment.

^b Case management included one-on-one meetings with SNAP Works 2.0 group members and time spent on case notes or referrals.

3. Costs of SNAP Works 2.0 services, per individual

SNAP Works 2.0 group members each received different combinations of services through SNAP Works 2.0 based on their needs and interests. As a result, the costs of serving each SNAP Works 2.0 group member varied based on the number and types of services in which they participated. Exhibit VIII.3 describes the cost of SNAP Works 2.0 services per individual. We separately present costs of operating SNAP Works 2.0 from the costs of resources that were provided directly to SNAP Works 2.0 group members—subsidized earnings provided to individuals for activities such as work-based learning; and

support services provided to offset the costs of participation in SNAP Works 2.0, such as transportation or training supplies.⁵⁸

The total estimated costs of SNAP Works 2.0 services per individual ranged from \$480 to \$17,892, but averaged \$2,029 per SNAP Works 2.0 group member. The majority of the costs were operating costs (\$2,013), with small average amounts for subsidized earnings and support services provided to the individuals while in SNAP Works 2.0.

SNAP Works 2.0 services cost an average of \$2,029 per individual.

Exhibit VIII.3. Costs of SNAP Works 2.0 services per SNAP Works 2.0 group member

Per individual costs of services	Mean
Total SNAP Works 2.0 service costs	\$2,029
SNAP Works 2.0 operating costs ^a	\$2,013
Subsidized earnings while in SNAP Works 2.0	\$3
Support services while in SNAP Works 2.0	\$13
Sample size	2,483

Source: SNAP employment and training evaluation actual reported costs by SNAP Works 2.0 grantee, partners, and providers, 2015-2019; SNAP employment and training evaluation administrative service use data

Note: The cost of services per SNAP Works 2.0 group member are the means of the individual-level estimates of the costs of services for each SNAP Works 2.0 group member based on the services they received and the per individual costs by service type. The estimated mean costs per SNAP Works 2.0 group member include all individuals who enrolled in SNAP Works 2.0, including those who disengaged soon after enrollment and those who participated in multiple services over a longer period of time. All costs are presented in 2016 dollars. Cost per SNAP Works 2.0 group member, (SNAP Works 2.0 services only): standard error \$67; range \$480–\$17,892; confidence interval \$1,882–\$2,144.

^a SNAP Works 2.0 operating costs are the estimated cost of direct services including the ongoing administration cost. We included the costs of any supplies and equipment incurred during the planning period in this estimate because those materials directly benefitted SNAP Works 2.0 group members once service delivery began. No other planning period or recruitment costs are included.

B. Difference in costs of all services received by the SNAP Works 2.0 and control group members

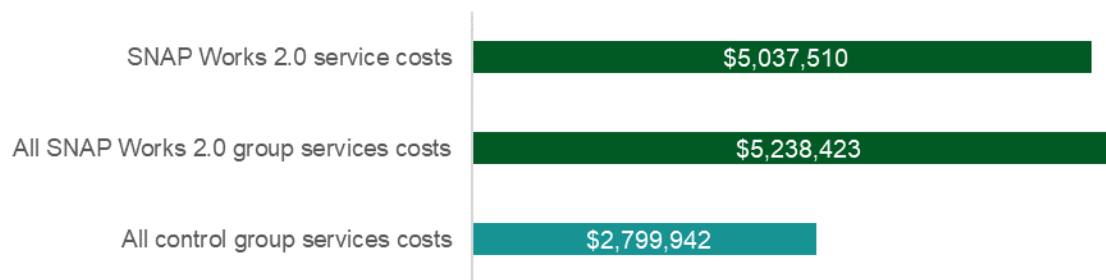
Whereas Section A describes the costs to DFCS and their partners and providers for developing SNAP Works 2.0 and providing services to SNAP Works 2.0 group members, this section describes the costs of *all* services the SNAP Works 2.0 group members received through SNAP Works 2.0, existing SNAP E&T, and the community during the SNAP Works 2.0 service period. In the cost-benefit analysis, we use the difference in the average costs of all services SNAP Works 2.0 and control group members received per individual through SNAP Works 2.0, existing SNAP E&T, or the community and compare these costs to benefits. We use these differences in costs because impacts of SNAP Works 2.0 on individuals' outcomes, such as earnings, were influenced by all services the sample members received during the 36-month follow-up period not just those received by the SNAP Works 2.0 group through SNAP Works 2.0. In this section, we present estimates of the total costs of all services SNAP Works 2.0 and control group members received and examine service cost differentials overall, by service type, and per individual.

⁵⁸ Operating costs include all service costs other than those provided directly to individuals through subsidized earnings or support services. These costs represent the time and resources required to deliver services.

1. Total costs of all SNAP Works 2.0 group and control group services

Based on data from the 12- and 36-month follow-up survey, the estimated total cost of all SNAP Works 2.0 group services was \$5,238,423, including costs for both direct services and ongoing administration (Exhibit VIII.4). This cost is similar to the cost of SNAP Works 2.0 services alone (\$5,037,510), which suggests that SNAP Works 2.0 group members likely received few services from existing SNAP E&T and community-offered sources while they were enrolled in SNAP Works 2.0.

Exhibit VIII.4. Total cost of all SNAP Works 2.0 group and control group services



Source: SNAP employment and training evaluation actual reported costs by SNAP Works 2.0 grantee, partners, and providers, 2015-2019; SNAP employment and training evaluation survey of direct service provider time use, 2016-2018; WIA Gold Standard Evaluation cost estimates 2012; FNS-583 data 2018; and SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: The estimates were calculated as the product of the costs per SNAP Works 2.0 group member for each type of direct service and the number of SNAP Works 2.0 group members who received each type of direct service in the SNAP employment and training evaluation 12- and 36- month survey data. Control group cost estimates were calculated as the product of the WIA costs per individual for each type of direct service and the number of control group members who received each type of direct service in the SNAP employment and training evaluation 12- and 36- month survey data. All costs are presented in 2016 dollars.

The cost-benefit analysis assesses whether the enhanced SNAP Works 2.0 services were effective enough to offset the difference in costs between the services received by the SNAP Works 2.0 and control groups. The services received by the control group measure what services would have been available to the SNAP Works 2.0 group members if SNAP Works 2.0 were not in place. The control group only had access to limited services available through the existing SNAP E&T program, which was available statewide, or to services available within the community. The estimated cost of all control group services received was \$2,799,942, including costs for direct services and ongoing administration (Exhibit VIII.5). This was just over 50 percent of the cost of all SNAP Works 2.0 group services.

2. Costs of all SNAP Works 2.0 and control group services, by type of service

The difference between SNAP Works 2.0 and control group costs of all services could reflect multiple factors, including how many services individuals received, how long the average individual spent in a given type of service or in services overall, or how much staff time or other resources those services required. Exhibit VIII.5 presents estimated costs of key SNAP Works 2.0 and control group services, by type of service.

All SNAP Works 2.0 group services. Case management and assessments were the largest expenditures among all of the services that SNAP Works 2.0 group members received through SNAP Works 2.0, existing SNAP E&T, and the community. Case management accounted for \$2,258,416 or 43 percent of total service costs, and assessments accounted for \$1,052,691 or 20 percent of total service costs. Work-

based learning, occupational skills training, and job readiness or life skills workshop represented smaller shares of total service costs—accounting for 11 percent or less of total service costs each.

All control group services. Case management, education, and work-based learning were the largest expenditures among all of the services that control group members received through the community. Case management accounted for \$1,031,274 or 37 percent of total service costs; education and work-based learning accounted for over a quarter of total service costs (\$760,641 and \$727,246, respectively). Occupational skills training, job readiness or life skills workshop, and support services represented smaller shares total service costs—6, 2, and 1 percent, respectively.

The largest expenditure for both the SNAP Works 2.0 and control group services was for case management. The second largest expenditure for control group services was for education, for which the SNAP Works 2.0 group had no expenditures. Work-based learning was in the top three highest expenditures for both the SNAP Works 2.0 group and the control group.

Exhibit VIII.5. Costs for the SNAP Works 2.0 and control groups, by service type

	All SNAP Works 2.0 group services		All control group services	
	Total service costs	Percentage of total	Total service costs	Percentage of total
Total service costs ^a	\$5,238,423	100.0	\$2,799,942	100.0
Assessments	\$2,258,416	43.1	\$9,826	0.4
Case management ^b	\$1,052,691	20.1	\$1,031,274	36.8
Job readiness or life skills workshop	\$529,151	10.1	\$59,853	2.1
Education	\$0	0.0	\$760,641	27.2
Occupational skills training	\$595,459	11.4	\$173,972	6.2
Support services	\$203,242	3.9	\$37,129	1.3
Work-based learning	\$599,463	11.4	\$727,246	26.0
Other direct service contracts	--	--	--	--

Source: SNAP employment and training evaluation actual reported costs by SNAP Works 2.0 grantee, partners, and providers, 2015-2019; SNAP employment and training evaluation survey of direct service provider time use, 2016-2018; WIA Gold Standard Evaluation cost estimates 2012; FNS-583 data 2018; and SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: Cost estimates by service type were calculated as the product of the costs per individual for each type of direct service and the number of SNAP Works 2.0 or control group members who received each type of service according to survey data on participation. Hyphens indicate that there were no costs associated with the service type, according to the data on participation in services for this estimate, which came from the SNAP employment and training evaluation 12- and 36-month survey data. All costs are presented in 2016 dollars.

^a Total service costs include the costs of direct services and ongoing administration.

^b Case management includes one-on-one meetings with SNAP Works 2.0 or control group members and time spent on case notes or referrals.

3. Costs of all SNAP Works 2.0 and control group services per individual

SNAP Works 2.0 and control group members each received different combinations of services, and the costs of serving each individual varied based on the number and types of services in which they participated. In addition to providing context on the costs required to provide these types of services to individuals, the per individual costs of all SNAP Works 2.0 and control group services are the basis for the cost differentials used in the cost-benefit analysis.

Using data from the survey, Exhibit VIII.6 describes the cost of all services SNAP Works 2.0 and control group members received during the SNAP Works 2.0 service period, per individual. We present operating costs separately from the costs of the resources provided directly to SNAP Works 2.0 and control group members—subsidized earnings provided to individuals for activities such as work-based learning, and support services provided to offset the costs of participation in services, such as transportation or training supplies.

All services SNAP Works 2.0 group members received through SNAP Works 2.0, existing E&T, and the community cost \$2,389 per individual, on average.

Exhibit VIII.6. Costs of all services per SNAP Works 2.0 and control group member

	All SNAP Works 2.0 group services	All control group services
Total service costs	\$2,389	\$1,069
Operating costs ^a	\$2,307	\$763
Subsidized earnings while in services	\$61	\$291
Support services while in services	\$21	\$15
Sample size	2,483	2,499

Source: SNAP employment and training evaluation actual reported costs by SNAP Works 2.0 grantee, partners, and providers, 2015-2019; SNAP employment and training evaluation administrative service use data; WIA Gold Standard Evaluation cost estimates 2012; and SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: The cost of services per SNAP Works 2.0 and control group member are the means of the individual-level estimates of the costs of services for each SNAP Works 2.0 and control group member based on the services they received and the per individual costs by service type. All costs are presented in 2016 dollars. Cost of all SNAP Works 2.0 services per SNAP Works 2.0 group member: standard error \$81; range \$480–\$18,067; confidence interval \$2,147–\$2,466. Cost of all control group services per control group member: standard error \$90; range \$0–\$26,926; confidence interval \$587–\$940.

^a Operating costs are the estimated cost of direct services including the ongoing administration cost.

The cost of all services received by SNAP Works 2.0 group members (from SNAP Works 2.0, existing E&T, and the community) ranged from \$480 to \$18,067 but averaged \$2,389 per SNAP Works 2.0 group member. The largest component of this cost was operating costs, which were \$2,307. The costs of subsidized earnings and support services accounted for a smaller share of the overall cost—\$61 and \$21 respectively.

The cost of all services control group members received ranged from \$0 to \$26,926 but averaged \$1,069 per control group member. Operating costs accounted for the largest share of this cost (\$763), and subsidized earnings and support services represented smaller shares (\$291 and \$15,

All services control group members received through the community cost \$1,069 per individual, on average.

respectively). The cost of all services per control group member was less than half of the cost of all services per SNAP Works 2.0 group member, on average.

C. Cost-benefit analysis of SNAP Works 2.0 group services

The purpose of the cost-benefit analysis is to estimate the benefits in dollar terms relative to the dollar costs of providing services. This section presents the findings of the cost-benefit analysis. We present results using the two sources of data on benefits used in the impact analysis: (1) UI wage records and (2) 36-month survey data.⁵⁹ The cost-benefit analysis uses a framework to present a comprehensive listing of SNAP Works 2.0 group benefits and costs relative to the control group from multiple perspectives, including those of (1) individuals enrolled in SNAP Works 2.0, (2) government and taxpayers, and (3) society as a whole, which represents the sum of the other two perspectives. The primary cost-benefit finding from each perspective was the net benefit (the difference between total benefits and total costs). A positive net benefit means the benefits outweighed the costs, whereas a negative net benefit means the costs outweighed the benefits. In addition, we estimated the ratio of benefits to costs, which describes the return to society on each dollar invested. The benefit cost ratio is the quotient of the total benefit and the absolute value of the total costs. We also describe how our results differed according to changes in these assumptions for each of the cost-benefit accounting frameworks presented below.

1. Costs and benefits of all services for SNAP Works 2.0 group members, based on UI wage records

The net benefit of services for the SNAP Works 2.0 group compared to the control group were positive for SNAP Works 2.0 group members but negative for government and taxpayers during the 36-month follow-up period (Exhibit VIII.7). This resulted in an overall negative net benefit to society. The benefit-cost ratio, or return on investment to society, was 0.69.

Despite higher cumulative earnings among SNAP Works 2.0 compared with control group members during the 36-month follow-up period, these benefits did not offset the costs of the services, on average. The services benefitted SNAP Works 2.0 group members through an increase in earnings and fringe benefits, which resulted in a net benefit to individuals, but these services were a cost to government and taxpayers by a greater amount.

*The net benefits of all services SNAP Works 2.0 group members received were **positive** for SNAP Works 2.0 group members but **negative** for government and taxpayers and for society during the 36-month follow-up period (UI wage records).*

- **Society.** On average, all SNAP Works 2.0 group services cost society \$409 more per individual than control group services per individual. This difference primarily reflects the differential costs of SNAP Works 2.0 group services, which were not offset by the benefits accrued through earnings and fringe benefits during the 36-month follow-up period.
- **SNAP Works 2.0 group members.** On average, SNAP Works 2.0 group members benefitted by \$746, compared with the control group. Higher cumulative earnings accounted for most of the

⁵⁹ We included impacts on cumulative earnings and SNAP and TANF benefit receipt in the cost-benefit analysis even if they were not statistically significant. These estimates are the best information we have on the qualitative differences in outcomes between the two groups. We noted statistically significant impacts where they were present in the exhibits.

benefits to SNAP Works 2.0 group members, who received \$751 more than control group members did over the 36-month follow up period. The SNAP Works 2.0 group also benefitted from higher fringe benefits compared to the control group (by \$157). We assumed any subsidized earnings received while participating in work-based learning activities were included in the \$751 difference in earnings. SNAP Works 2.0 group members owed \$200 more in tax payments, on average. In addition, SNAP Works 2.0 group members received slightly higher SNAP and TANF benefits (\$25 and \$7, respectively), compared to the control group.

- **Government and taxpayers.** Providing SNAP Works 2.0 group services cost government and taxpayers \$1,155 more per individual, on average, than providing control group services. This difference was due mostly to the costs of providing services (including SNAP Works 2.0, existing E&T, and community services), which cost more than control group services by an average of \$1,320, including \$1,543 in operating costs and \$6 in support services. Compared to the control group, the costs of providing subsidized earnings for the SNAP Works 2.0 group was \$230 less, representing a savings for the government and taxpayers. SNAP Works 2.0 group members received higher amounts of SNAP benefits, relative to control group members, which was a cost to government and taxpayers in benefit allotments (\$25, on average) and administration costs (\$3).

We conducted sensitivity analyses to test the robustness of our findings based on UI wage records to changes in key assumptions, including (1) the values of benefits associated with increases in earnings, such as fringe benefits and taxes; (2) the values of costs and benefits when accounting for factors such as inflation and present value; (3) the assumption that subsidized earnings were reported to State UI agencies and are reflected in earnings impacts; and (4) the services SNAP Works 2.0 group members received were primarily through SNAP Works 2.0 and not from existing SNAP E&T and the community. These results were robust to changes to almost all of our key assumptions about benefits and costs from all perspectives (Appendix Tables G.10 – G.12). The costs to the government and taxpayers always outweighed the benefits to the SNAP Works 2.0 group members, so there was a negative net benefit to society regardless of changes in assumptions, ranging from \$57 to \$639 per individual. The SNAP Works 2.0 group services led to a positive net benefit for individuals based on changes to all assumptions related to fringe benefits, taxes, and discount rates. Estimated net benefits per individual ranged from \$517 to \$784. Assuming that subsidized earnings were *not* included in UI wage records resulted in a net benefit of \$517 per individual, compared to \$746. SNAP Works 2.0 group services resulted in a negative net benefit to government and taxpayers regardless of changes to key assumptions, ranging from \$795 to \$1,213 per individual.

Exhibit VIII.7. Benefits and costs associated with SNAP Works 2.0 services or community-offered services, for the SNAP Works 2.0 group compared to the control group, UI wage records

	Perspective		
	SNAP Works 2.0 group members	Government and taxpayers	Society
Benefits (\$)			
Employment and earnings			
Earnings (UI wage records)	751	0	751
Fringe benefits	157	0	157
Tax payments	-200	200	0
Use of public benefits			
SNAP benefits	25	-25	0
TANF benefits	7**	-7	0
Reduced administration costs	0	-3	-3
Total benefits	740	164	905
Costs (\$)			
Net operating costs ^a	0	-1,543	-1,543
Net subsidized earnings while in services ^b	0	230	230
Net support services while in services ^b	6	-6	0
Total costs	6	-1,320	-1,314
Net benefit (\$)	746	-1,155	-409
Benefit-cost ratio			0.69

Source: SNAP employment and training evaluation UI wage records, weighted data; SNAP administrative data; SNAP employment and training evaluation actual reported costs by SNAP Works 2.0 grantee, partners, and providers, 2015-2019; SNAP employment and training evaluation administrative service use data; WIA Gold Standard Evaluation cost estimates, 2012; and SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Notes: Earnings, SNAP benefits, and TANF benefits are the impact estimates presented in Chapter VII. The net benefit is the difference between total benefits and total costs. A negative net benefit is a net cost. The benefit-cost ratio is the quotient of the total benefits and the absolute value of the total costs. A benefit-cost ratio greater than one represents greater benefits than costs; a number less than one suggests fewer benefits than costs. All benefits and costs are presented in 2016 dollars. The standard error of the cost per SNAP Works 2.0 group member is \$67 and of the cost per control group member is \$90

^a This estimate is the difference between SNAP Works 2.0 and control group costs per individual. This value excluded planning period costs but included the costs of supplies and equipment incurred during the planning period that supported ongoing services once they started.

^b Subsidized earnings and support services directly benefit individuals while they are enrolled in services. We assumed the subsidized earnings benefitting individuals were reflected in the earnings impacts presented as the first row in the benefits section of the exhibit. All earnings presented in the first row in the benefits section of the exhibit are included in the fringe and tax estimates, though we do not know the extent to which subsidized earnings would have translated into these benefits in practice. These subsidized earnings are offset by the costs to government and taxpayers, which is represented in the second row of the costs section of the exhibit. We presented the support services as a benefit (positive transfer) to individuals under the third row of the cost section of the exhibit and these support services are offset by the costs to government and taxpayers in the same row. Both subsidized earnings and support services are assumed to have a net neutral (zero) benefit to society because the benefits are offset by the costs.

***/**/* Difference in earnings between the SNAP Works 2.0 group and control group significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

2. Costs and benefits of all services for SNAP Works 2.0 group members, according to 36-month survey data

In contrast to findings based on UI wage records, the net benefits of all SNAP Works 2.0 group services were positive to society and SNAP Works 2.0 group members and were negative to government and taxpayers according to 36-month survey data (Exhibit VIII.8). The benefit-cost ratio was 1.08. The difference in cumulative earnings between the SNAP Works 2.0 and control groups was greater according to survey data than according to UI wage records. The benefit of higher earnings among SNAP Works 2.0 group members offset the costs of those services during the follow-up period, on average.

*The net benefits of all services SNAP Works 2.0 group members received were **positive** for society and for SNAP Works 2.0 group members but were **negative** for government and taxpayers during the 36-month follow-up period, according to survey data.*

- **Society.** SNAP Works 2.0 group services led to a net benefit to society of \$112 per individual. This estimated net benefit according to survey data was different than the negative net benefit according to UI wage records data primarily because of the difference in reported earnings for SNAP Works 2.0 group members (SNAP Works 2.0 group members earned \$1,182 more than control group members, according to survey data, compared to \$751 more according to UI wage records). This difference in earnings according to survey data was a benefit to SNAP Works 2.0 group members and society during the 36-month follow up period.
- **SNAP Works 2.0 group members.** According to survey data, SNAP Works 2.0 group members received a net benefit of \$1,152, relative to the control group. The SNAP Works 2.0 group had higher cumulative earnings and fringe benefits compared to the control group (by \$1,182 and \$247, respectively). We assumed any subsidized earnings received while participating in work-based learning activities were included in the difference in earnings. SNAP Works 2.0 group members paid \$314 more in taxes than control group members, on average. Other benefits and costs to individuals were the same as those in the findings based on UI wage records, where SNAP Works 2.0 group members received SNAP and TANF benefits and support services in slightly larger amounts than the control group (by \$25, \$7 and \$6, respectively).
- **Government and taxpayers.** Government and taxpayers experienced a cost of \$1,041 per individual for providing all SNAP Works 2.0 group services, based on survey data. Government and taxpayers experienced a benefit of \$314 more in tax payments per SNAP Works 2.0 group member, compared with control group members. As presented in the UI wage record findings, providing services cost government and taxpayers an average of \$1,320 more per SNAP Works 2.0 group member, compared to control group members, and these costs were not offset by benefits to government and taxpayers during the 36-month follow up period.

We conducted a similar set of sensitivity analyses to test our key assumptions based on survey data, including (1) the values of benefits associated with increases in earnings, such as fringe benefits and taxes, and (2) the values of costs and benefits when accounting for factors like inflation and present value. These results were robust to changes in all of the key assumptions about benefits and costs from all perspectives (Appendix Tables G.10 – G.12). SNAP Works 2.0 group services led to a net benefit for society regardless of changes in assumptions, ranging from \$53 to \$464. SNAP Works 2.0 group members experienced a net benefit from SNAP Works 2.0 group services based on changes to all assumptions related to fringe, taxes, and discount rates. Estimates of net benefits to SNAP Works 2.0

group members ranged from \$1,093 to \$1,211. Government and taxpayers faced a negative net benefit for SNAP Works 2.0 group services regardless of changes to key assumptions, ranging from \$681 to \$1,100.

Exhibit VIII.8. Benefits and costs associated with SNAP Works 2.0 services or community-offered services, for the SNAP Works 2.0 group compared to the control group, 36-month survey data

	Perspective		
	SNAP Works 2.0 group members	Government and taxpayers	Society
Benefits (\$)			
Employment and earnings			
Earnings (survey data)	1,182	0	1,182
Fringe benefits	247	0	247
Tax payments	-314	314	0
Use of public benefits			
SNAP benefits	25	-25	0
TANF benefits	7**	-7	0
Reduced administration costs	0	-3	-3
Total benefits	1,146	279	1,425
Costs (\$)			
Net operating costs ^a	0	-1,543	-1,543
Net subsidized earnings while in services ^b	0	230	230
Net support services while in services ^b	6	-6	0
Total costs	6	-1,320	-1,314
Net benefit (\$)	1,152	-1,041	112
Benefit-cost ratio			1.08

Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data; SNAP administrative data; SNAP employment and training evaluation actual reported costs by SNAP Works 2.0 grantee, partners, and providers, 2015-2019; SNAP employment and training evaluation administrative service use data; and WIA Gold Standard Evaluation cost estimates, 2012.

Notes: Earnings, SNAP benefits, and TANF benefits are the impact estimates presented in Chapter VII. The net benefit is the difference between total benefits and total costs. A negative net benefit is a net cost. The benefit-cost ratio is the quotient of the total benefits and the absolute value of the total costs. A benefit-cost ratio greater than one represents greater benefits than costs, and a number less than one suggests fewer benefits than costs. All benefits and costs are presented in 2016 dollars. The standard error of the cost per SNAP Works 2.0 group member is \$67 and of the cost per control group member is \$90.^a This estimate is the difference between SNAP Works 2.0 and control group costs per individual. This value excluded planning period costs but included the costs of supplies and equipment incurred during the planning period that supported ongoing services once they started.

^b Subsidized earnings and support services directly benefit individuals while they are enrolled in services. We assumed the subsidized earnings benefitting individuals were reflected in the earnings impacts presented as the first row in the benefits section of the exhibit. All earnings presented in the first row in the benefits section of the exhibit are included in the fringe and tax estimates, though we do not know the extent to which subsidized earnings would have translated into these benefits in practice. These subsidized earnings are offset by the costs to government and taxpayers, which is represented in the second row of the costs section of the exhibit. We presented the support services as a benefit (positive transfer) to individuals under the third row of the cost section of the exhibit and these support services are offset by the costs to government and taxpayers in the same row. Both subsidized earnings and support services are assumed to have a net neutral (zero) benefit to society because the benefits are offset by the costs.

***/**/* Difference between SNAP Works 2.0 group and control group significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

IX. Conclusion

The goal of the 10 SNAP E&T pilots was to test innovative strategies to increase SNAP participants' employment and earnings and reduce their need for public assistance benefits. Through its comprehensive data collection and rigorous experimental design, this evaluation assessed whether SNAP Works 2.0—the SNAP E&T program Georgia designed and implemented targeting new and current SNAP ABAWDs—was effective in achieving these goals. This final report presents findings from several inter-related analyses. Findings from the implementation analysis describe the planning and implementation of the pilot, its services and operations, and the components that may be sustainable or replicable. Findings from the participation and impact analyses describe receipt of services, participation in activities, and impacts on individuals' outcomes for up to three years after enrollment. Finally, the cost-benefit analysis describes the costs of services and compares the benefits of receiving services to the costs of providing these services. This chapter summarizes and discusses key findings from all these analyses.

A. Summary of findings

DFCS, GDOL and three LWIAs were able to operationalize SNAP Works 2.0 in nine counties. This entailed investing in and maintaining new partnerships at the State and local levels among agencies that had not previously integrated their service offerings to such a degree. Persistent challenges engaging ABAWDs in activities may reflect some of the mixed feelings about SNAP Works 2.0 that individuals related. Although many SNAP Works 2.0 group members expressed appreciation for the job search-focused activities offered by GDOL, few believed that these alone would be sufficient to help them attain desired employment. Far fewer individuals than anticipated were able to access occupational skills training—although efforts to improve access showed some success—but many SNAP Works 2.0 individuals already possessed significant work experience and post-secondary educational credentials. Despite challenges getting SNAP Works 2.0 group members to engage in services, SNAP Works 2.0 group members were more likely than control group members to start an activity, complete an activity, and receive support services. However, increased engagement among SNAP Works 2.0 group members did not lead to an increase in earnings over time. SNAP Works 2.0 group members did not earn significantly more than control group members. The net benefit to society of SNAP Works 2.0 services was positive according to 36-month survey data and negative according to UI wage records. These findings are described in more detail below. We also provide additional context for these findings in Section B.

1. SNAP Works 2.0 implementation

In all of the locations where SNAP Works 2.0 was offered, relatively more limited SNAP E&T services through the existing SNAP Works program were also available. Both programs served to reinforce the requirement that ABAWDs complete and document four-weeks of job search activities in order to avoid SNAP benefit sanctions. SNAP Works 2.0 offered increased access to tools, case management, job search skills training and other services to support job searches through GDOL Career Centers. However, GDOL services and similar services could be freely accessed by members of the control group. Despite initially expecting that approximately 50 percent of ABAWDs would benefit from occupational skills training offered through three LWIA partners, very few individuals were able to access these services, which were generally offered only after at least some job search activities had been successfully completed by the SNAP Works 2.0 individuals. Some staff suggested that the order of these services might ideally be

reversed, with an initial offer of occupational skills training to individuals in need of upskilling followed by services that would support their attainment of employment in those fields.

2. Service receipt among SNAP Works 2.0 group members

Over half all of the individuals randomly assigned to the SNAP Works 2.0 group engaged in some type of service, meaning they started an assessment or employment or training related activity or received a support service provided by SNAP Works 2.0.⁶⁰ Additionally, slightly more than half of SNAP Works 2.0 group members (56 percent) ultimately started an employment or training-related activity, such as job search or job search training, after they completed intake and assessments. Among individuals who started an activity, completion rates were highest for job search, job search training, and life skills training (100 percent for each activity) and lowest for basic education (52 percent). Only about 4 percent of individuals obtained a credential, certification, or degree (including GEDs).

Almost all SNAP Works 2.0 group members had at least one contact with a case manager (93 percent), and 25 percent received a support service. Among those who received a support, transportation assistance (14 percent) and legal assistance (10 percent) were most common.

Individuals spent an average of a month engaging with SNAP Works 2.0 activities. Almost all individuals exited SNAP Works 2.0 within their first year (91 percent), with most exiting during the first quarter. Most individuals exited because they never attended orientation (31 percent) or because they found employment (22 percent).

3. Differences between SNAP Works 2.0 and control groups in service receipt

The ability of SNAP Works 2.0 to impact employment, earnings, and individuals' receipt of public assistance benefits depends, in part, on whether there are differences between the SNAP Works 2.0 and control groups in receipt of services and in participation in and completion of employment or training-related activities. Relative to the control group, the SNAP Works 2.0 group was more likely to participate in job search training activities and in education and training activities during the three years following random assignment. According to the survey data, rates of participation in these activities were 24 and 11 percentage points higher, respectively, among the SNAP Works 2.0 group, relative to the control group. These differences existed despite the finding that about half of control group members participated in job search training activities or in education and training activities. The significant difference between the SNAP Works 2.0 and control groups in rates of participation was observed for the first two years. The SNAP Works 2.0 group also had higher rates of participation than the control group in all types of activities, including general job skills training, occupational skills training, education, and work-based learning.

SNAP Works 2.0 group members also were more likely than control group members to complete an activity. Overall, SNAP Works 2.0 group members were 7 percentage points more likely than control group members to complete any type of education or training activity. Differences between the two groups in rates of completion were largest in the first year after random assignment than in the second and third years. Relative to the control group, the SNAP Works 2.0 group spent, on average, about one month

⁶⁰ The measure does not include orientations, case management, or the creation of an ICP.

longer in activities and one hour more per week in activities. The SNAP Works 2.0 group was more likely than the control group to receive an occupational certificate or license (5 percentage point difference).

The SNAP Works 2.0 group was more likely than the control group to receive case management (22 percentage point difference). The SNAP Works 2.0 group was also more likely than the control group to receive support services (13 percentage point difference). The largest differences between the two groups were observed for transportation assistance (29 versus 11 percent).

4. Impacts of SNAP Works 2.0 on individuals' outcomes

The findings from the analyses of the two primary outcomes in the second and third year after random assignment show that SNAP Works 2.0 did not lead to an increase in earnings based on either the UI wage data or survey data and generally did not affect rates of SNAP participation. Related analyses of employment based on the UI wage data and survey showed that SNAP Works 2.0 had no sustained effects on employment rates, beyond significant increases in a few of the 12 quarters. These findings were similar for the average amount of time individuals were employed in each year: there were no impacts on months or quarters of employment according to either data source. There were few differences in impacts on earnings or employment in the two-year period (Years 2 and 3) across subgroups defined by age, employment history, and household income. One exception is that there were large, positive effects on employment and earnings based on survey data for the groups with the most and fewest barriers to employment, with no effects for the group with only moderate employment barriers. The differences in impacts across the groups were statistically significant.

Similar percentages of individuals in each research group participated in SNAP throughout the three-year follow-up period. SNAP participation rates decreased each quarter after random assignment by about the same amount for each research group, resulting in similar participation rates in Year 3 (41 versus 43 percent). This pattern of findings is consistent with the fact that SNAP Works 2.0 did not affect earnings. These findings were generally consistent across subgroups, although SNAP Works 2.0 led to larger increases in SNAP participation for individuals in household with children, compared with its effects for individuals in household without children.

Because these findings do not differentiate between individuals enrolled in the pilot who participated in activities and those who did not, they provide information about expected effects among all SNAP participants if they were offered activities similar to those included in SNAP Works 2.0. However, because some individuals did not engage in the pilot or start an activity, these findings mask how well individuals who participated in SNAP Works 2.0 activities may have fared. Analyses that compared outcomes for SNAP Works 2.0 group members based on whether they started at least one activity showed that greater engagement in SNAP Works 2.0 activities translated into different participation experiences but not to different impacts. Although SNAP Works 2.0 increased earnings based on UI data among those who started an activity, and did not have an impact for those who did not start an activity, there was no statistically significant difference across groups.

Changes to SNAP Works 2.0 policies or procedures after the pilot began did not affect the likelihood of SNAP Works 2.0 group members starting or completing activities. Analyses that compared impacts among individuals who were randomly assigned earlier versus later in the enrollment period showed that there were no differences in Years 2 and 3 among SNAP Works 2.0 group members who enrolled in SNAP Works 2.0 before or after changes were made to pilot eligibility requirements, eliminating the

requirement that individuals be unemployed for at least 12 months prior to enrollment, and after the transportation assistance was expanded to include public transportation cards.

5. SNAP Works 2.0 costs and cost-benefit analyses

DFCS and its partners and providers reported spending \$6,813,186 from April 2015 to December 2019 on the planning and implementation of SNAP Works 2.0 (\$109,820 during the planning period, \$1,665,856 for recruitment, and \$5,037,510 for SNAP Works 2.0 services). The FNS grant funded 89 percent of these costs; partners and providers leveraged other funding sources for the remaining 11 percent. The cost-benefit analysis compares the benefits individuals received through earnings and public assistance with the average costs of *all* services SNAP Works 2.0 and control group members received per individual. The costs of all services SNAP Works 2.0 group members received through SNAP Works 2.0, existing SNAP E&T services, or the community were similar to the costs of SNAP Works 2.0 (\$5,238,423, or \$2,389 per individual, on average). The costs of all services control group members received through existing SNAP E&T and the community were just over 50 percent of the costs of all services SNAP Works 2.0 group members received (\$2,799,942, or \$1,069 per individual, on average).

SNAP Works 2.0 group benefits and costs relative to the control group are presented from multiple perspectives, including those of (1) individuals enrolled in SNAP Works 2.0, (2) government and taxpayers, and (3) society as a whole, which represents the sum of the other two perspectives. The net benefits of SNAP Works 2.0 group services were negative for society during the 36-month follow-up period according to UI wage records (by \$409) but were positive according to 36-month follow-up survey data (by \$112). SNAP Works 2.0 group services led to a net benefit for individuals due to higher earnings and receipt of support services while in services (\$746 and \$1,152, according to UI wage records and 36-month follow-up survey data, respectively). However, the services SNAP Works 2.0 group members received were a larger cost to government and taxpayers (\$1,155 and \$1,041, respectively), compared to the benefits.

B. Placing findings in the context of the workforce evaluation literature

The SNAP Works 2.0 study findings are consistent with the previous literature that has often found small or no labor market effects of employment and training programs for low-income populations offering similar services as SNAP Works 2.0. Comprehensive literature reviews are provided in Barnow and Smith (2015), Card et al. (2018), Vollmer et al. (2017), and Goger et al. (2020). This literature covers a range of employment and training activities and support services offered by both ongoing programs as well as grant programs similar to SNAP Works 2.0, using impact designs with rigorous control (or comparison) groups.

The literature suggests that programs serving low-income populations can typically engage individuals and increase their receipt of services relative to those received by the study control groups in their local areas. These differences can be large, especially for the receipt of occupational skills training and subsidized employment, translating into positive effects on the percentages of individuals who participate in training activities and the attainment of associated certificates and credentials. However, few of the studies have found that the programs lead to long-term increases in earnings or independence from public assistance (at least over the time period covered by the studies, which is typically less than four years).

There are notable exceptions, however, that show that the types of services offered by SNAP Works 2.0 (such as occupational skills training in high-demand occupations and job skills training) could be

effective. McConnell et al. (2021) found using nationally representative samples from a randomized control trial that had access to WIOA intensive services—one-on-one staff assistance such as assessments, coaching, career counseling, and service referrals—increased earnings by about 15 percent over a three-year follow-up period and yielded benefits that exceeded costs from the perspective of society. This evaluation, however, found no earnings effects of WIOA-funded occupation skills training. Further, several reviews of the existing literature on the role of supportive services in employment and training programs suggest that low-income populations receiving supportive services, in combination with technical training and other ancillary services, such as case management, can have more positive employment and earnings outcomes compared to groups that do not receive such wraparound services (Davis et al. 2013; Gueron and Hamilton 2002; Maguire et al. 2010; U.S. Department of Labor, U.S. Department of Commerce, U.S. Department of Education, U.S. Department of Health and Human Services 2014). Another notable exception is the random assignment evaluation of STEP Forward (Walter et al. 2017) which found that the impacts of subsidized employment offered to the treatment group continued into the fourth year, well after the subsidies had ended. Similarly, Reed et al. (2012) found statistically significant positive impacts of registered apprenticeships, even nine years after program entry.

The literature also suggests that interventions that *combine* several strategies to help low-income individuals find and keep jobs appear more effective than any *single* strategy (Vollmer et al. 2017). Further, “meta-analyses”—that use regressions to combine and analyze impacts from different studies—find that total program effects are more than the sum of the effects of each of the program’s strategies. Thus, implementation and other factors that affect how well multiple components of a program are operationalized and delivered are crucial determinants of a program’s success. Relatedly, the literature has consistently found considerable diversity in program impacts across individuals (females and the long-term unemployed tend to experience larger benefits) and across labor market conditions (programs are less likely to show positive effects during periods of economic growth), but the patterns are not always consistent across studies.

Overall, the observed increases in the rates of take-up and completion of SNAP Works 2.0 activities and receipt of services, and the lack of earning impacts for SNAP Works 2.0 fit within the broader related literature. Although comparing the findings in this evaluation to those in the literature is informative, it is important to consider that differences in target populations, local economies, and varied experiences in implementing activities and services available in a pilot or program make it challenging to form direct comparisons to other studies. The next section provides context for the evaluation findings from this perspective.

C. Discussion

Although SNAP Works 2.0 did not lead to increased earnings and reduced participation in SNAP, it successfully increased the percentages of individuals who received case management and support services, relative to the control group, as well as the percentage of individuals who participated in employment- or training-related activities. This is a notable accomplishment given the prevalence and extent of barriers faced by individuals who enrolled in the pilot—only 6 percent were employed at the time of random assignment and 21 percent did not have a high school diploma. The higher rates of receipt of case management and support services among SNAP Works 2.0 group members, particularly transportation assistance, may have allowed individuals to overcome barriers associated not only with starting employment or training-related activities but with sustaining participation over time and

ultimately completing the activity. Individuals in the SNAP Works 2.0 group participated for more months and more hours per week than the control group and had higher completion rates.

Information collected from pilot and provider staff underscore the importance of the barriers participants faced. Transportation barriers, in particular, were prevalent among SNAP Works 2.0 group members, and staff suggested that these barriers may have been exacerbated by the fact that DFCS, GDOL, and LWIA services were offered in different geographic locations within the regions where SNAP Works 2.0 was available. Although improvements were made over time, offering support services to meet individuals' needs was hampered by early and ongoing implementation challenges.

These barriers contributed to attrition from activities before completion. However, staff also suggested that another reason for attrition from the program was that occupational skills trainings were deferred until after participants completed initial job search training activities. Some participants also reported that the training options available were not geared towards their needs or interests, despite efforts to broaden the training options available. These factors may have driven low participation rates in occupational skills training, relative to the pilot planners' expectation that around half of individuals in SNAP Works 2.0 could benefit from those services.

It is possible that the impacts on outcomes such as earnings were diluted by the fact that, while the SNAP Works 2.0 group was more likely than the control group to start and complete employment or training-related activities, the differences between research groups were not large, particularly in occupational skills training activities. To assess this possibility, we estimated impacts for individuals who did and did not start an employment or training-related activity. This exploratory analysis showed that there were no statistically significant difference in impacts on earnings or employment between individuals who started an activity and those who did not start one, suggesting that the take-up of SNAP Works 2.0 employment or training-related activities was not the main factor behind the lack of impacts on earnings. We were not able to examine differences in impacts among SNAP Works 2.0 group members who did and did not complete these activities, given that all individuals who started activities completed them. Learning more about the barriers to starting these activities would help identify which case management and support services were able to promote greater participation in employment or training-related activities. This would also help to understand challenges faced by SNAP Works 2.0 group members who participated in these activities, allowing program staff can adapt the content or delivery of these activities to have a greater impact. Also, understanding how receiving certifications, diplomas, degrees, or occupational licenses can differentially affect the prospect of employment for SNAP Works 2.0 group members should also be explored.

When considering the overall findings from the SNAP Works 2.0 pilot, there are a few additional factors that may have contributed to the results, including the following:

- **Earnings impacts may depend on the type of activities in which individuals participate.**

Individuals in the SNAP Works 2.0 group were offered a wide range of services and activities. Earnings impacts may not be apparent for all SNAP Works 2.0 group members, but this does not mean that specific activities such as occupational skills training are ineffective.

Assessing the effectiveness of services and activities separately and in combination would help to identify promising program components for improving outcomes. Because many SNAP Works 2.0 group members participated in multiple activities, isolating the effect of a single type of activity can be challenging. It would be helpful to classify individuals who received different sets of services into mutually exclusive and distinct groups. For each group, describing participation in activities and

estimating impacts on outcomes would help to identify specific services and activities, or combinations of them, that most effectively increase earnings and improve outcomes.

- **The COVID-19 pandemic which began during the 36-month follow-up survey period may have affected the magnitude of the impacts found in Year 3.** Outcomes measured in Year 3 for participants who were randomly assigned in the pilot between April 2017 and December 2017 could have been affected by the COVID-19 pandemic, which began to dramatically affect life in the United States in March 2020. We found evidence of positive impacts on employment rates in a few quarters in middle of the follow-up period, impacts that did not persist beyond Quarter 10. It is possible that the pandemic contributed to the fading of employment impacts. However, we cannot identify what the impacts would have been in the absence of the pandemic. Learning more about the effects of the pandemic on outcomes for each research group would deepen our understanding about the potential effects of SNAP Works 2.0. For example, the pandemic likely affected individuals' outcomes differently based on their occupation if they were employed or the occupation they were training to enter. It would be useful to assess whether impacts on earnings and employment in Year 3 differed based on these factors.
- **The net benefit of SNAP Works 2.0 varied according to the source of earnings estimates.** The net benefit was positive according to 36-month survey data and negative according to UI wage records. However, this net benefit primarily reflects the differential costs of SNAP Works 2.0 group services, which were not significantly offset by the benefits accrued through earnings and fringe benefits during the 36-month follow up period. When interpreting this finding, it is important to consider that SNAP Works 2.0 services were new and experimental. The purpose of the SNAP E&T pilots was to test new approaches to services. SNAP Works 2.0 targeted individuals with high barriers to engaging in services and obtaining employment, and DFCS led the development of new partnerships in their communities that did not exist previously. Even though the costs of planning and recruitment were excluded in considering the cost differential between SNAP Works 2.0 and control group services, the costs of SNAP Works 2.0 group services were likely higher for the three years of the pilot than they would have been if administered over a longer period of time.

Although individuals offered SNAP Works 2.0 did not attain significantly higher earnings relative to the control group, the implementation experience may offer some key takeaways about the effort required to offer more intensive job search assistance to ABAWDs through aligning SNAP E&T programs with employment and training service providers. After initially focusing recruitment efforts on ABAWDs unemployed for 12 or more months, DFCS learned that many of these individuals were incorrectly coded as ABAWDs, and the agency expanded its focus to all ABAWDs. Recruiting ABAWDs at scale required the development of new and agile approaches to identifying and marketing the SNAP Works 2.0 enrollment opportunity to eligible individuals—such as coordinating with eligibility staff who could identify and immediately refer for intake ABAWDs who appeared in-person at DFCS county offices—beyond simply mailing letters in batches. Operating SNAP Works 2.0 smoothly required that staff invest significantly in learning the operations and approaches taken by their peers at partner agencies, in addition to investing in program learning and improvement during the early implementation period. Staff further pointed to the benefits of investing in the delivery of responsive supportive services and in offering a greater variety of occupational skills training opportunity as key takeaways from their experience, from which other practitioners could learn.

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