



Expanding Opportunities & Reducing Barriers to Work: Kentucky 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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Submitted to:

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Suggested citation

Gretchen Rowe, James Mabli, Julie Hartnack, Kelley Monzella, Leah Shiferaw, Peter Schochet, Milena Raketic, and Dallas Dotter. (2022). Expanding Opportunities & Reducing Barriers to Work: Kentucky Final Report. Prepared by Mathematica, Contract No. AG 3198-B-15-0002. Alexandria, VA: U.S. Department of Agriculture, Food and Nutrition Service, Office of Policy Support.

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Acknowledgements

This report was prepared for the U.S. Department of Agriculture, Food and Nutrition Service (FNS) by Mathematica and MDRC. It would not have been possible without the contributions of many individuals and organizations whose guidance, information, and efforts were critical to the Evaluation of SNAP E&T pilots and the successful completion of this report. We are especially grateful to the individuals who participated in the SNAP E&T pilots, particularly those individuals who completed surveys and participated in focus groups. We also want to give special thanks to the staff members of the State agencies who implemented the SNAP E&T pilots as well as the partners and service providers. Staff from these organizations worked with us to implement the evaluation, provided important information and data, and participated in interviews. We also acknowledge contributions from staff at Insight Policy Research, who played a role in the implementation site visits and led the collection of SNAP administrative data; and Decision Information Resources, who assisted in data collection for the 12-month survey of individuals enrolled in the pilots.

We also are extremely appreciative of the staff at FNS Office of Policy Support (OPS) and FNS Office of Employment and Training (OET) for providing ongoing guidance and feedback on evaluation plans and for reviewing this report. In particular we thank the evaluation's FNS project officer, Anita Singh, as well as her predecessors in this role, Wesley Dean and Danielle Deemer. For this particular evaluation site, we are indebted to Rachel Gragg, the OET liaison for Kentucky.

The many individuals who contributed to the evaluation and this report are shown below, under their respective organizations in alphabetical order.

U.S. Department of Agriculture, Food and Nutrition Service, Office of Policy Support (OPS) and FNS Office of Employment and Training (OET)

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Marcie Foster (OET)	Kathryn Law (OPS)	Jackie Windfeldt (fmr. OET)
Leigh Gantner (OET)	Loretta Robertson (OET)	

Kentucky Department for Community Based Services (DCBS), Eastern Kentucky Concentrated Employment Programs (EKCEP), Kentucky Community and Technical College System (KCTCS), and Kentucky Adult Education, Kentucky Commonwealth office of Technology (KCOT)

Melissa Beasley (DCBS)	Heidi Miller (KCOT)	Shauna King-Simms (KCTCS)
Melissa Benton (fmr. DCBS)	Jayne Monteiro (KCOT)	Todd Trapp (DCBS)
Joyce Bollock (KYAE)	Becky Poling (fmr. KCOT)	Michelle Whitlock (EKCEP)
Jason Dunn (DCBS)	Melissa Quillen (EKCEP)	Traci Nolen (fmr. EKCEP)

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Felita Buckner	Kristen Joyce	Allison Pinckney
Jim Cameron	Miranda Kharsa	Milena Raketic
Molly Cameron	Wamaitha Kiambuthi	Linda Rosenberg
Barbara Carlson	Patrick Lavallee	Gretchen Rowe
Laura Castner	Cathy Lu	Betsy Santos
Sharon Clark	Timothy Luyster	Peter Schochet
Mason DeCamillis	Julia Lyskawa	Leah Shiferaw
Amy Defnet	James Mabli	Dan Thal
Dallas Dotter	Kim McDonald	Andy Weiss
Mary Kay Fox	Effie Metropoulos	Dan Welsh
William Garrett		

MDRC

Jonathan Bigelow	Anastasia Korolkova	Natasha Piatnitskaia
Stephen Freedman	Cynthia Miller	Stephanie Rubino
Barbara Goldman	Frieda Molina	Kelsey Schaberg
Gayle Hamilton (fmr.)	David Navarro	Susan Scrivener
Brandon Hawkins	Keith Olejniczak	Makenzi Sumners
Richard Hendra	Nikki Ortolani	Kemar Taylor
Gloriela Iguina-Colón	Liza Paudel	Betsy Tessler
	Alexandra Pennington	Donna Wharton-Fields

We also want to acknowledge the report reviewers and editors at Mathematica and additional reviewers at MDRC, the staff at the Mathematica's Survey Operations Center, the entire research team's efforts in conducting field research and analyzing the qualitative data as well as the efforts to collect, process, and analyze the quantitative data, and the hard work and additional support from research assistants and administrative assistants.

Glossary

ABAWD	Able-bodied adult without dependents. 18- to 49-year-old adult who is not disabled and does not have dependents
BESI	Barriers to Employment Success Inventory. An assessment tool used to identify barriers to employment and training
CAA	Community action agencies
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
DCBS	The Kentucky Department for Community Based Services
EKCEP	The Eastern Kentucky Concentrated Employment Program
ERN	Employer resource network
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
GED	General Education Development. A group of subject tests which, when passed, certify that the test taker has high school-level academic skills
HMO	Health maintenance organization
ICP	Individual career plan
IT	Information technology
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
JFF	Jobs for the Future
KCTCS	The Kentucky Community and Technical College System
KYAE	Kentucky Adult Education
LWIA	Local workforce investment area. A group of one or more counties that provide workforce development services
MIS	Management information system

OET	Office of Employment and Training
P2P	Paths 2 Promise. The SNAP Employment and Training pilot implemented in Kentucky
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
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
TBCM	Team-based case management
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 foods health care referrals, and nutrition education to low-income pregnant, breastfeeding, and non-breastfeeding postpartum women, and to infants and children
WIOA	Workforce Innovation and Opportunity Act
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—Paths to Promise (P2P)—that was implemented in Kentucky from April 2016 to April 2019. This was one of 10 pilots Congress authorized and funded under the Agricultural Act of 2014 that offered enhanced SNAP E&T services to assist SNAP participants in obtaining employment. The Kentucky Department for Community Based Services (DCBS) enrolled 3,206 SNAP participants in the pilot, with roughly half randomly assigned to the P2P 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 employment and training services available in their communities). DCBS mostly targeted work registrants. P2P services were voluntary and available in eight counties through providers that offered extensive support services, basic adult education, occupational skills training, work-based learning opportunities, and job search and placement assistance. Individuals also received intensive case management through providers' team-based case management approach to coordinate services for individuals receiving services at multiple providers.

DCBS was able to coordinate with a range of service providers in the community to create a network of services for its SNAP participants. Although the process was not always smooth, and staff struggled to enroll individuals, those who engaged in P2P's employment or training-related activities—about half of all individuals enrolled in the P2P group—generally found them valuable. In addition, individuals received support services and they reported that the support services were critical to their staying engaged in activities, which were typically occupational skills training and work-based learning placements. Despite the challenges in getting P2P group members to engage in services, they 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. P2P did increase the percentage of individuals who were employed, relative to the control group, in Year 1 and Year 2 following random assignment; however, there was no difference between groups in Year 3. Because P2P group members did not earn significantly more than control group members, the overall cost of implementing the pilot outweighed its benefits.

Based on information provided in interviews with pilot staff and P2P group members, it is not surprising that P2P group members did not obtain significantly higher earnings than the control group, despite an overall increase in the rate of employment, given the economic conditions in the P2P pilot area. The decline of the coal mining industry and other industries that supported it left few employment opportunities available to P2P group members, mostly consisting of retail food service, or other low- or minimum wage jobs. Therefore, even when individuals completed training or obtained work experience, there were few employment options available to them, especially those paying higher wages than they previously earned. Data from the Bureau of Labor Statistics supports this qualitative information. The most common jobs available in the local area were the lowest-wage occupations, with median wages among the general population ranging from \$9 to \$14 per hour. This lack of higher wage jobs in the community could explain why P2P had no impact on earnings despite consistently higher employment rates among the P2P group. Although P2P likely did positively affect the lives of those who engaged with it, the economic conditions in a community have a large influence on how much SNAP E&T programs can do for those who participate.

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, Kentucky, 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 a criminal history or 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—Kentucky.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.

Kentucky pilot background

In April 2016, the Kentucky Department for Community Based Services (DCBS), which administers SNAP, began enrollment in its pilot—Paths 2 Promise (P2P)—in eight southeastern counties. These eight counties were part of a “Promise Zone,” a high-poverty community where Federal partners help local leaders increase economic activity, improve educational opportunities, and leverage private investment in the area. From April 2016 to August 2018, DCBS enrolled 3,206 SNAP participants in the pilot, mostly targeting new and current work registrants—SNAP participants who have not met any Federal exemptions from general work requirements and are therefore required to register for work.

P2P was voluntary and offered extensive support services, basic adult education, occupational skills training, work-based learning opportunities, and job search and placement assistance. Individuals also received case management and coaching from provider staff, who used a team-based case management (TBCM) approach to coordinate services for individuals receiving them from multiple providers.

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 in the pilot were randomly assigned into the P2P group or a control group in roughly equivalent numbers. Individuals assigned to the P2P group were eligible for the enhanced set of services developed under the pilot; individuals in both the P2P and control groups continued to be eligible for any other employment and training services 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 P2P services rather than other potential causes.

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

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

- **Implementation data** from interviews with P2P staff and P2P 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

P2P overview

Because Kentucky did not offer a SNAP E&T program in most of the State,³ DCBS saw the pilot as an opportunity to target robust services to communities in need of training and employment services. P2P was offered to new and current SNAP work registrants in an effort to reach the largest potential population possible. To develop P2P, DCBS coordinated with the existing education and training providers in the community. It contracted with a partner organization—the Eastern Kentucky Concentrated Employment Program (EKCEP)—and two service providers—Kentucky Adult Education (KYAE) and the Kentucky Community and Technical College System (KCTCS). EKCEP contracted with and oversaw the community action agencies (CAAs) in each county that typically provided services for Work Innovation and Opportunity Act (WIOA) programs. For P2P, the CAAs in each county were primarily responsible for recruitment, intake and assessments, case management, provision of support services, and work-based learning placements. They also made referrals to the other providers—KYAE, which provided basic education, and KCTCS, which provided education, occupational skills training, and work study placements. KYAE and KCTCS also recruited and enrolled individuals in the pilot but worked closely with the CAAs through a TBCM approach.

Using both pilot grant funds and other funding, DCBS and EKCEP also launched an employer resource network (ERN), which targeted on-site case management and support services to low-wage employees of businesses in the area, including P2P who became employed at those businesses. In addition, DCBS collaborated with Jobs for the Future (JFF), which was responsible for developing and facilitating a collective impact approach that brought together DCBS and its partner and providers through monthly meetings to build relationships across organizations and provide a common approach for administering the pilot.

Individuals assigned to P2P generally started the intake and assessment process immediately if enrolled at a CAA. Individuals enrolled at KCTCS or KYAE were referred to a CAA to begin the intake process and sent back to the provider to start activities after completing assessments. Based on results of the

³ Kentucky offered a voluntary SNAP E&T program in only one county, which was outside of the pilot area, before the start of P2P.

assessments and an individual's interests, a CAA career navigator would work directly with individuals interested in employment or refer them to one of the providers for education or training. Career navigators worked closely with individuals to determine which available activities best met their goals and to provide support services to help reduce barriers to participation. P2P group members could participate in just one activity at a time or in multiple activities with different providers; for example, an individual could be in occupational skills training at KCTCS and also obtain a work study or internship. At the same time, they worked with their career navigator at the CAAs to receive case management and support services. Because many P2P group members were working with multiple providers, P2P staff across organizations used the TBCM approach to discuss cases, ensuring they were meeting the needs of each individual and there were no gaps in service.

Services and activities offered to P2P group members included the following:

Education and training. Career navigators referred individuals to KYAE for basic education, KCTCS for short-term education or occupational skills training, or other training providers in the area for shorter certification programs (such as a commercial driver's license or certified nursing assistant training). KYAE offered basic education courses to improve skills and prepare for the General Education Development (GED) test.

KCTCS was the primary occupational skills training provider for P2P, but some individuals were also referred to other training providers in the community. Such referrals typically occurred if there was a reason the individual could not attend training at KCTCS because the distance to travel was too far or the program would take too long to complete and a shorter option was available. The types of education and occupational skills training individuals pursued varied, but they were meant to be short-term, demand-driven trainings that lasted about two semesters, on average. P2P paid all tuition and fees at either KCTCS or another community training provider.

Work-based learning. Individuals who needed work experience, either generally or in a specific field, or who were trying to gain experience with a specific employer, could participate in work-based learning. The opportunities included internships, work experience, on-the-job training, and work study. Most individuals were assigned to work experiences through a CAA and could work up to 320 hours (increased to 480 hours in 2018) at minimum wage. Success coaches at KCTCS coordinated work study opportunities for individuals in occupational skills training at the community college. Work study enabled individuals to earn money while enrolled in classes, and the success coaches tried to match individuals with employment in their field of study. They also helped individuals find internships related to their field of study.

Job search and placement assistance. Career navigators worked one on one with individuals to develop job search strategies and assist with job placement for those interested in finding unsubsidized employment. Some CAAs offered workshops focused on work readiness and developing job search skills for those interested in building those skills. Individuals also occasionally had opportunities to attend CAA career fairs and meet potential employers.

Team-based case management and support services. P2P used TBCM, which allowed multiple providers specializing in different disciplines to collaborate and best serve an individual who received services across providers. Every individual had a designated career navigator at a CAA who provided primary case management and support services, but those in education or training activities at KCTCS also had a success coach who guided and supported individuals through the process, and staff at KYAE often met with individuals daily or weekly while they received basic education. To ensure individuals were

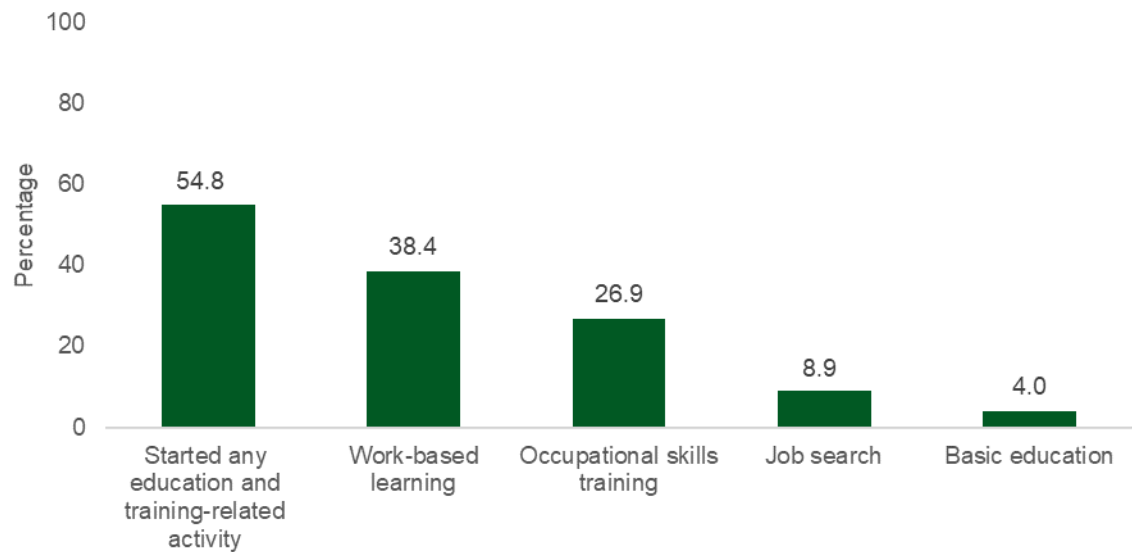
obtaining services and progressing toward their goals, the career navigator met biweekly with success coaches and KYAE staff to discuss their shared cases and were in frequent contact via phone, emails, and case notes in between these meetings.

During discussions with career navigators and success coaches, an individual’s barriers or needs often emerged, and career navigators then would provide support services to mitigate barriers. Most individuals received transportation assistance—a monthly check in the amount of \$50 or \$200, depending on the individual’s level of engagement in P2P activities. Individuals also could receive an array of other support services, including assistance with child care costs, training or employment-related supplies, clothing, car repairs, and medical supplies (such as eyeglasses or dentures). Individuals generally received support services to cover all costs associated with participation in occupational skills training or starting employment.

Participation in P2P services and activities

Almost all individuals in the P2P group received services, meaning they started an assessment, developed an individual career plan (ICP), or started an employment or training-related activity. However, just over half of P2P group members (55 percent) ultimately started an employment or training-related activity. Individuals most commonly started work-based learning (38 percent) and occupational skills training (27 percent); fewer participated in job search (9 percent) or basic education (4 percent; Exhibit ES.1). Among individuals who started an activity, completion rates were highest for work-based learning (85 percent) and lowest for basic education (23 percent). Of those who completed occupational skills training, only 7 percent obtained a credential or certification. Credentials were most often earned for certified nursing assistance or medical assistance, a commercial driver’s license, or dental assistance.

Exhibit ES.1. About half of P2P group members started an employment or training-related activity, with most starting work-based learning or occupational skills training



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

Note: Estimates are based on data from 1,598 P2P group members.

Almost all P2P group members (97 percent) had at least one contact with a career navigator; 77 percent received a support service. Among those who received one, virtually all received transportation

assistance, and less than half (43 percent) received education and training-related materials. On average, individuals who received support services received a total of \$2,785 in payments while in P2P services.

Individuals spent an average of eight months in P2P. More than half (58 percent) exited P2P within their first year, but the majority exited after six months. Most individuals exited before completing services or because career navigators lost contact with them and closed their cases. The providers did not track loss of SNAP benefits as a reason for exit; however, based on SNAP administrative data, only 10 percent of P2P group members exited SNAP in the month before, the month of, or the month after their exit from P2P. This finding indicates that most P2P exits were not associated with losing SNAP benefits.

Differences in service receipt for the P2P and control groups

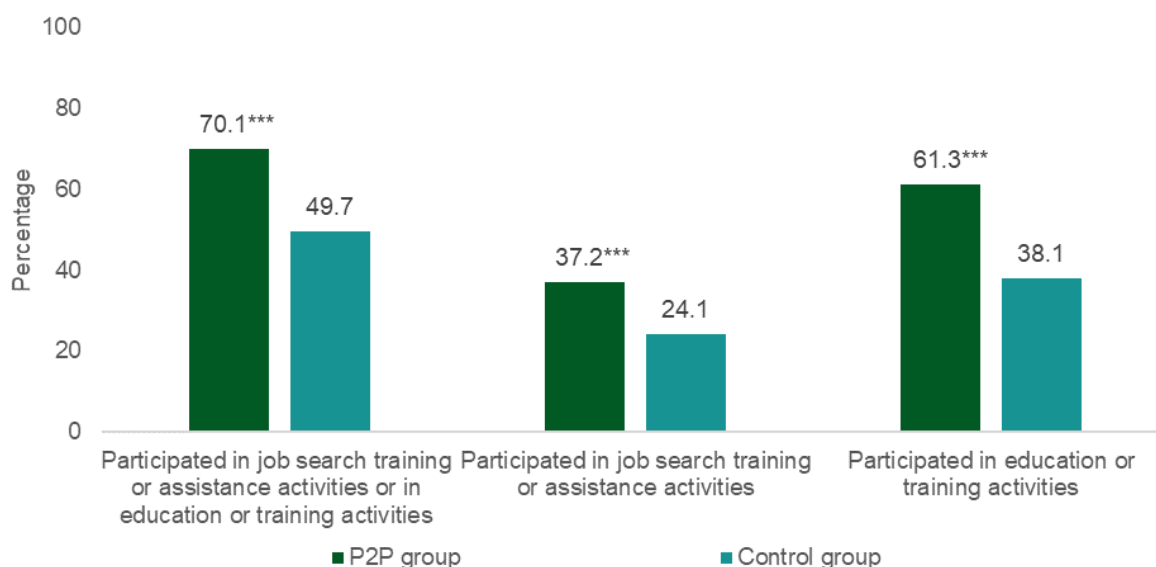
Whether P2P impacted individuals' employment, earnings, and receipt of public assistance depends, in part, on whether there were differences between the P2P and control groups in their receipt of services and their participation in and completion of activities. To provide context for the impacts of P2P, we examined differences in service receipt between the two research groups.⁴ 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 P2P 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 P2P group was more likely than the control group to participate in job search training activities and in education and training activities. Seventy percent of the P2P group participated in a job search training or assistance activity or in an education or training activity compared to 50 percent of the control group (Exhibit ES.2). In addition, the P2P group was more likely than the control group to participate in job search training or assistance activities (13 percentage point difference) and education or training activities (23 percentage point difference). This significant difference between the P2P and control groups in rates of participation was observed for all three years, even after P2P services ended.

The P2P group also participated at higher rates than the control group in all types of activities, including general job skills training (17 percentage point difference), education (13 percentage point difference), occupational skills training (11 percentage point difference), and work-based learning (less than 1 percentage point difference). Similarly, P2P group members were more likely than the control group to complete these activities and receive an occupational certificate or license. Compared with individuals in the control group, individuals in the P2P group were 19 percentage points more likely to complete an activity and 10 percentage points more likely to receive an occupational certificate or license.

⁴ In this analysis, "service receipt" includes both services (assessments, case management, and support services) and employment and training-related activities.

Exhibit ES.2. Over a three-year period, the P2P group participated in activities at higher rates than the control group



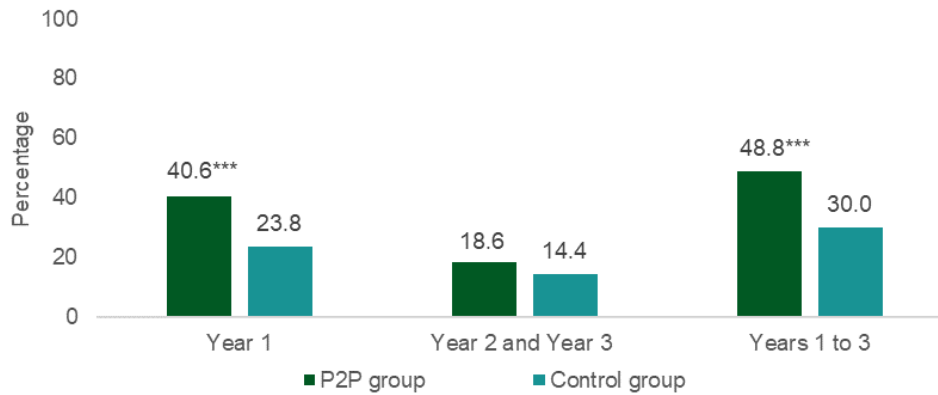
Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Notes: Estimates cover the 36 months following random assignment. Estimates are based on data from 426 P2P group members and 362 control group members. P2P group participated in activities provided by P2P or the community. Control group participated in community provided activities. SNAP E&T was not available in the Pilot counties.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

P2P group members were also more likely than the control group to receive case management (49 versus 30 percent; Exhibit ES.3). The difference between the two groups was largest and statistically significant in the first year following random assignment (17 percentage point difference); it was positive but not statistically significant in the second and third years. On average, P2P group members had more than twice as many contacts with an employment professional or case manager than control group members (seven versus three contacts).

Exhibit ES.3. P2P group members were more likely than control group members to receive case management



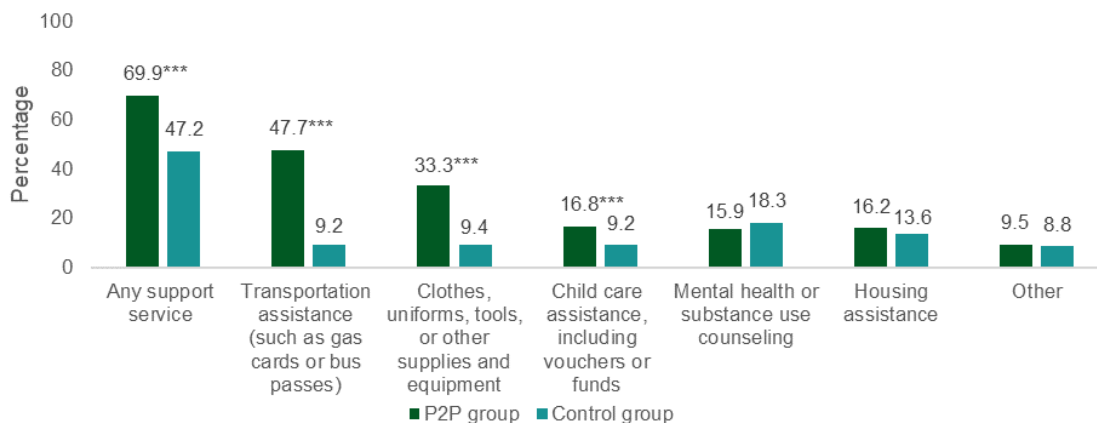
Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Notes: Estimates cover the 36 months following random assignment. Estimates are based on data from 426 P2P group members and 362 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 P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

P2P group members also were more likely than control group members to receive support services. About 70 percent of individuals in the P2P group received a support service compared to 47 percent in the control group (Exhibit ES.4). The largest differences were for the receipt of transportation assistance; clothes, uniforms, tools, or other supplies and equipment; and child care assistance.

Exhibit ES.4. P2P 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 426 P2P group members and 362 control group members.

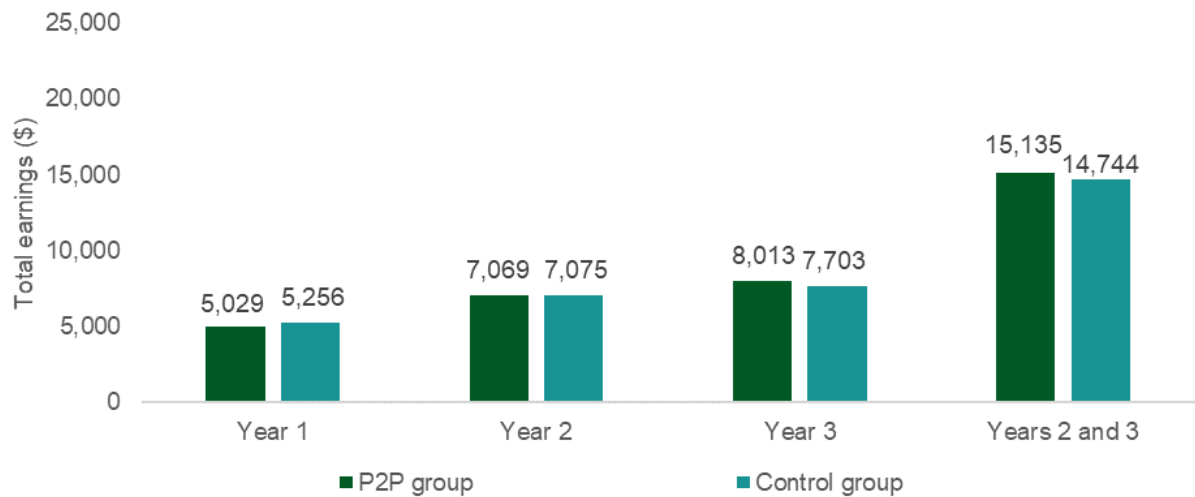
***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Impacts of P2P on employment and SNAP participation outcomes

We estimated the impacts of P2P 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 employment 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 P2P 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, P2P had no impact on earnings. This lack of impact was true for Years 2 and 3 combined, and separately for 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. The P2P group had greater average earnings over the two-year period (Years 2 and 3) relative to the control group, but this difference was not statistically significant.

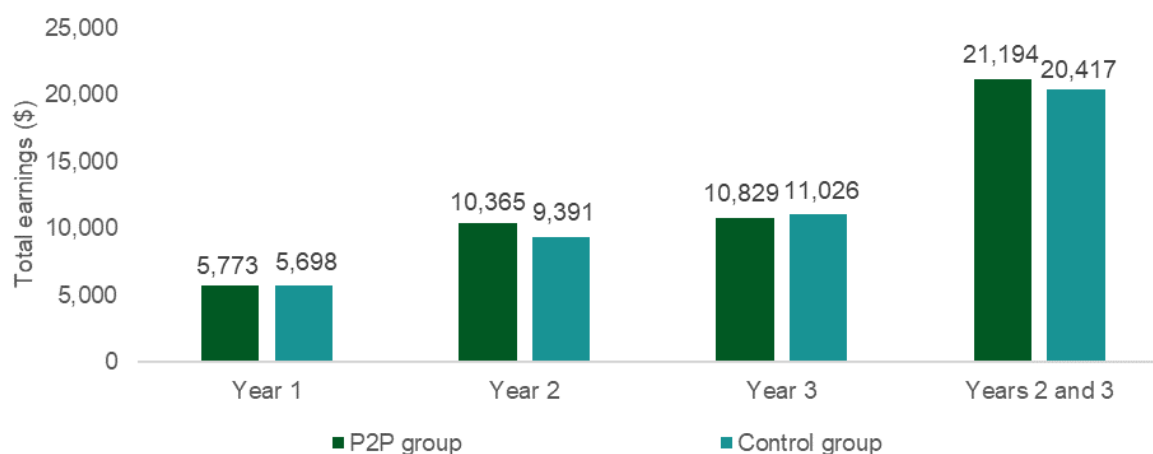
Exhibit ES.5. P2P did not affect earnings (UI data)



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

Note: Estimates are based on data from 1,262 P2P group members and 1,274 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

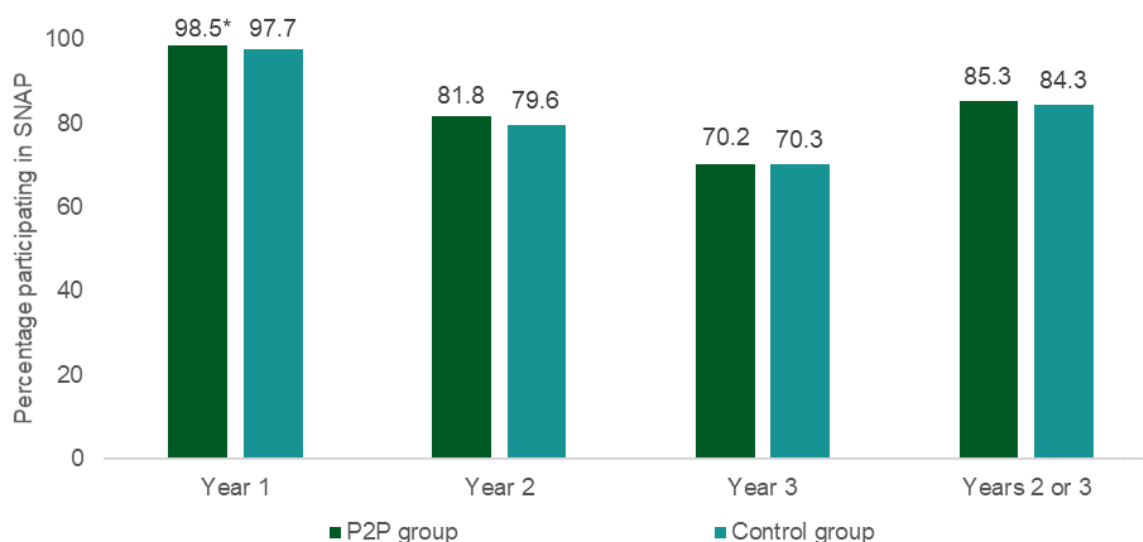
Exhibit ES.6. P2P did not affect earnings (survey data)

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

Note: Estimates are based on data from 426 P2P group members and 362 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

SNAP participation. P2P generally did not affect SNAP participation. About 85 percent of P2P group members and 84 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 P2P on SNAP participation reflects similar decreases each year in the rate of SNAP participation for the P2P 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 70 percent in Year 3.

Exhibit ES.7. SNAP participation rates based on SNAP administrative data were higher for the P2P 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 1,262 P2P group members and 1,274 control group members.

***/**/* Difference between the P2P 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, P2P led to a 4 percentage point increase in employment over the two-year period (71 percent for the P2P group versus 67 percent for the control group). The largest impacts were in Years 1 and 2 (5 percentage point increase in each year); impacts were smaller in Year 3 (2 percentage point increase) and not statistically significant. These findings were not corroborated by the survey data—those data showed a comparable difference between research groups in the employment rate across the two-year period (a 4 percentage point increase for the P2P group), but this difference was not statistically significant.

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 P2P group was employed for more time in Years 1 and 2 but not in Year 3. Also, there was no impact of P2P on hours worked or on the characteristics of jobs among the employed. The majority of employed individuals in both research groups received an employer-offered benefit such as health and dental insurance, paid time off, and tuition assistance or reimbursement; those in the P2P group were just as likely as employed control group members to receive these benefits.

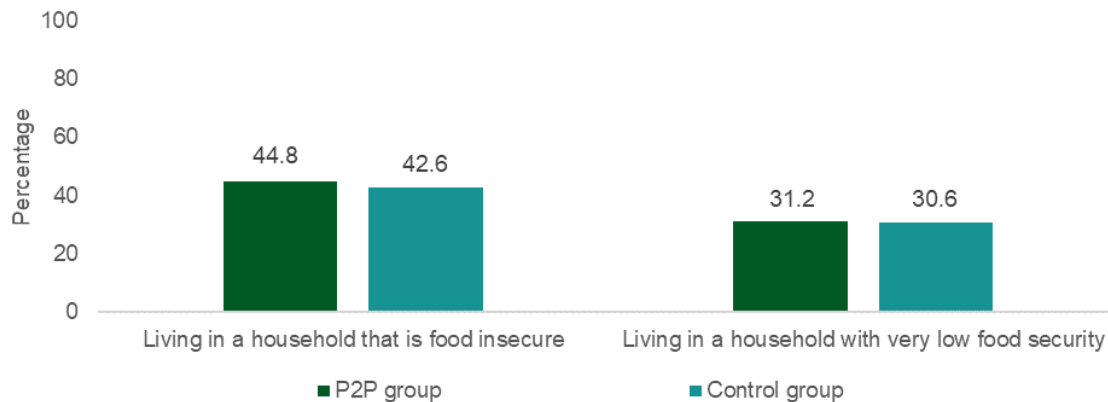
SNAP benefits and exit. There were few impacts of P2P on the average SNAP benefits received, both in absolute terms and as a percentage of the maximum benefit amount. Average SNAP benefit amounts for the P2P group were \$150 greater than those for the control group in Year 1, but the differences were smaller and not statistically significant in Years 2 and 3.

The P2P and control groups had similar likelihoods of exiting SNAP across the three years following random assignment—74 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 26 percent of the P2P group participated in SNAP for the full three years, SNAP participation at the end of this period was 57 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 58 percent of the P2P 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), 30 percent had two spells, and 12 percent had three or more spells. For the control group, these percentages were 56, 31, and 13, respectively.

Impacts of P2P on other outcomes

Rates of food insecurity were similar in the P2P and control groups. About 45 percent of P2P group members were food insecure, compared to 43 percent of control group members (Exhibit ES.8). Rates of very low food security (a severe form of food insecurity) were also similar between groups (31 percent for both groups).

There also were no statistically significant differences between the P2P and control groups for other outcome measures related to health, well-being, and housing status. Thirty percent of each research group screened positively for depression. Both groups had similar levels of health and self-esteem and self-efficacy scores. The majority of each research group owned or rented a home or apartment (about 71 percent), and similar percentages of each group were homeless (2 percent).

Exhibit ES.8. P2P did not affect food insecurity

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

Note: Estimates are based on data from 426 P2P group members and 362 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

P2P costs relative to benefits

Pilot costs. DCBS and its partners and providers reported spending \$13,056,631 from July 2015 to April 2019 on the planning and implementation of P2P (\$610,971 during the planning period, \$755,064 for recruitment, and \$11,690,595 for P2P services and activities). The FNS grant funded 98 percent of these costs, and partners and providers leveraged other funding sources for the remaining 2 percent. Administration costs accounted for 11 percent of total costs, including time for staff meetings, supervision, and other activities (\$1,446,340). Direct services accounted for 79 percent of total costs (\$10,244,255), with work-based learning and support services being the largest share of these costs.

Costs relative to benefits. In the cost-benefit analysis, we measured the difference in the average costs of all services received by P2P and control group members—that is, the differential costs of P2P services—and compared the differential costs of P2P to the value of benefits received by P2P group members. As in the analysis of services received, we considered costs associated with all services and activities, including those delivered by P2P as well as community programs and organizations. This approach reflects the fact that impacts of P2P on individuals' outcomes, such as earnings, were influenced by *all* services individuals received during the 36-month follow-up period, not just those received through P2P.

The estimated total costs of all services received by the P2P group was \$13,545,461 including costs for both direct services and activities and ongoing P2P administration. This estimate is about 16 percent higher than the costs of P2P services alone (\$11,690,596), which indicates that some P2P group members received services from community programs and organizations while they were enrolled in P2P. The services received by the control group measure what services would have been available to P2P group members if P2P were not in place. The estimated costs of all control group services received were \$3,928,256, including costs for direct services and ongoing administration. On average, the total costs of all direct services and activities received by P2P group members was \$8,672 per individual. The total costs of all services control group members received through the community were \$2,434, on average.

Estimates of the benefits received by P2P 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 P2P group benefits and costs relative to the control group from multiple perspectives, including those of (1) individuals enrolled in P2P, (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. The net benefits of all services P2P group members received were positive for P2P group members but negative for government and taxpayers and for society during the 36-month follow-up period, based on both data sources. The net benefit to society was negative by \$4,438 per P2P group member according to UI wage records and by \$3,649 per P2P group member according to 36-month survey data. These findings were robust to changes in 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 P2P—the innovative SNAP E&T program Kentucky designed and implemented targeting new and current SNAP work registrants—was effective in achieving these goals.

DCBS was able to coordinate with a range of service providers in the community to create a network of services for its SNAP participants. Although the process was not always smooth and staff struggled to enroll individuals, those who engaged in employment or training-related activities through P2P generally found the activities beneficial. In addition, these individuals reported that the support services provided by P2P were very important in their ability to remain engaged in services. Despite challenges in getting P2P group members to engage in services, they were more likely than control group members to start an activity, complete an activity, and receive support services. However, increased engagement among P2P group members did not lead to an increase in earnings over time. Because P2P group members did not earn significantly more than control group members, the overall cost of implementing the pilot outweighed the benefits.

P2P impacts in context of employment and training literature. The P2P 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 P2P. 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 and services (such as occupational skills training, work-based learning, and support services) offered by P2P could be effective. As a result, it is important to understand how take-up and completion of P2P activities and receipt of

services, as well as challenges experienced in implementation may have contributed to the evaluation findings.

Discussion of P2P impacts. Although P2P 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 those who participated in employment or training-related activities. This accomplishment is notable given the prevalence and extent of barriers P2P group members faced—only 14 percent were employed at the time of random assignment, and 25 percent did not have a high school diploma. The higher rates of receipt of case management and support services among P2P group members, particularly transportation assistance, may have allowed them to overcome barriers associated with not only starting employment or training-related activities but also sustaining participation over time and ultimately completing those activities. Indeed, individuals in the P2P group participated for nearly twice as many months as the control group and had higher completion rates. The mitigation of barriers for P2P group members may have also contributed to their ability to continue participating in employment or training-related activities in the community even after the P2P service period ended.

In addition, P2P led to higher employment rates (based on UI wage data) in Years 1 and 2. This finding suggests that the greater service receipt and activity participation during that time increased the chances of finding a job. However, these jobs did not pay appreciably more than those obtained by the control group, resulting in no impact on earnings. The P2P group members did not have significantly higher earnings than the control group, despite an overall increase in the rate of employment, which may reflect the economic conditions in the P2P pilot area. Many community members with whom we spoke, including P2P staff and group members, discussed the lack of “good jobs” in the area. Historically, the area has relied heavily on the coal mining industry, which has declined dramatically over the last decade. Not only did those working for the mining companies lose their jobs, but most of the other industries supporting coal mining also closed or left the region. What was left were mainly retail, food industry, or other low- or minimum-wage jobs. Therefore, even when individuals completed training or obtained work experience, there were few employment opportunities available to them. They could find a job—most employers in the area needed employees—but it was unlikely they could earn much more than minimum wage. Many of the P2P group members participating in occupational skills training to whom we spoke reported that they would have to leave the area (move or drive at least two hours round trip) to find employment in their field. Not everyone was willing or able to do so and to stay in the community, they may have taken a local job that did not pay as well or was not in the field in which they trained.

Data from the Bureau of Labor Statistics (BLS) supports this qualitative information. The most common jobs in which P2P group members worked 36 months after random assignment were generally in the most common occupations available in the local area. These also were the lowest-wage occupations, with median wages among the general population ranging from \$9 to \$14 per hour (Bureau of Labor Statistics Local Area Unemployment Statistics 2019). This suggests that individuals’ participation in and completion of activities offered through P2P, as well as any occupational licenses and credentials they received through the pilot, did not allow them to obtain jobs in the relatively less common, higher-wage occupations in the area.

P2P staff expressed concerns early in the pilot period that the program could have limited impacts without a broader effort to bring more and higher-wage employers into the community, which was beyond the scope of the pilot. The lack of well-paying jobs in the community could explain why P2P had no impact on earnings despite consistently higher employment rates among the P2P group. Although P2P likely did

positively affect the lives of those who engaged with it, the economic conditions in a community have a large influence on how much SNAP E&T programs can do for those who participate.

In addition to the lack of high-quality jobs in the area, close to half of P2P group members did not participate in a substantive activity which could have diluted impacts on outcomes such as earnings. To assess this possibility, we compared impacts for individuals who did and did not start an employment or training-related activity. However, this exploratory analysis showed similar results: an impact on employment but not earnings for individuals who started an activity, and no impact on employment and earnings for those who did not start one. This evidence suggests that the take-up of P2P employment or training-related activities was not the main factor behind the lack of impacts on earnings and may provide additional support for the qualitative evidence describing the lack of high-quality jobs in the area.

Similar exploratory analysis of the impacts for P2P group members who completed employment or training-related activities and those who did not also found no significant impacts. Although the P2P group was more likely than the control group to start employment or training-related activities, the differences between groups in rates of completion were smaller than those for participation. P2P group members participated in these activities almost twice as long as control group members, but the increase in completion rates for an activity was smaller. The potential for P2P to have impacts on employment-related outcomes such as earnings may have been diminished by many P2P group members not completing employment or training-related activities and the small difference in rates of completion between research groups. These findings highlight the need to examine why completion of employment or training-related activities did not lead to impacts on earnings.

When considering the overall findings from the P2P pilot, there are a few additional factors that may have contributed to the results, including the following:

- **Earnings impacts might depend on the type of activities in which individuals participate.** Earnings impacts may not be apparent for all P2P group members, but that finding does not mean specific activities, such as occupational skills training or work-based learning, were ineffective. For example, nearly 40 percent of the treatment group participated in work-based learning, and many P2P group members who were interviewed indicated that it was difficult to find employment in the community unless you had connections. Several said the program helped them get jobs through work-based learning that were not accessible to them on their own. These individuals may have used these opportunities to continue their employment after the program ended, and if we evaluated only the work-based learning component of the program, it is possible we could find higher overall employment and perhaps higher earnings, given their exposure to employment. Assessing the effectiveness of services and activities separately and in combination would help to identify promising practices for improving outcomes.
- **The COVID-19 pandemic may have hindered our ability to identify impacts in Year 3.** We found evidence of employment-related impacts in Years 1 and 2 but not Year 3. Given that employment rates were higher in the P2P group than the control group in the period before the pandemic, it is possible that the pandemic impacted the P2P group more than the control group. However, we cannot attribute the lack of impacts in Year 3 to the pandemic. It is possible that P2P improved employment only for a short period after individuals stopped participating in activities or completed them.
- **P2P costs were higher than the financial benefits of the program, but this primarily reflects the absence of an impact on earnings.** The net benefit was negative for P2P due to the differential costs

of P2P group services not being 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 P2P services were new and experimental. Even though we excluded the costs of planning and recruitment in considering the cost differential between P2P and control group services, the costs of P2P 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 outcomes for P2P were mixed, SNAP E&T program administrators can learn from the implementation of the P2P model, particularly for areas that currently do not have SNAP E&T programs or are looking to expand their programs. DCBS was not operating a SNAP E&T program in the pilot area before P2P began and needed to develop a program from the ground up in less than a year. It relied heavily on existing services in the community but had to weave those services together into a package that previously did not exist. This process was not always easy, as many of these organizations had not worked together before and had different cultures and approaches to employment and training. Such differences made it difficult to coordinate and standardize policies. DCBS staff described the need for a major culture shift to ensure their partner and providers truly understood the differences between their existing program's policies and P2P policies. They were able to use collective impact meetings and TBCM to open the lines of communication and consistently reinforce policies, which allowed them to resolve inconsistencies or gaps in service. Ultimately, Kentucky created a model that benefited not just the SNAP E&T program but the way providers in the community worked together, communicated, and served their customers. All of the providers wanted to continue the formal TBCM model after the pilot ended. However, they reported that even without TBCM, the collaboration and partnerships they created would continue informally.

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; 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.⁵ 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 history 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,⁶ such as transportation assistance, housing assistance, and training or work

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.

⁵ 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.”

⁶ Referred to as participant reimbursements in the SNAP E&T program; however, for this report, we describe the package of services as support services.

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, 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).

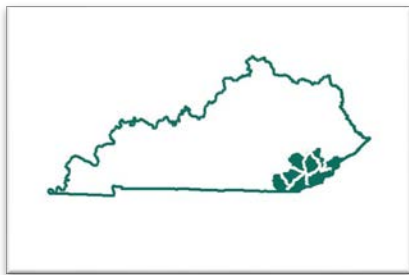
The activities the pilots offered generally were more expansive than those offered under existing SNAP E&T programs, which in most States tended to focus on less intensive independent job search and job search assistance. Moreover, while the pilots were operating, existing SNAP E&T programs could not fund some of the activities and services the pilots provided, such as subsidized employment,⁷ 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—Kentucky.⁸ 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 Kentucky's pilot

Kentucky began enrollment in its pilot, Paths to Promise (P2P), on April 17, 2016, in eight southeastern counties: Bell, Clay, Harlan, Knox, Leslie, Letcher, Perry, and Whitley (Exhibit I.1). These eight rural counties are part of Appalachia and designated as a "Promise Zone"—a high-poverty community where Federal partners help local leaders increase economic activity, improve educational opportunities, and leverage private investment in the area. In the year before Kentucky began P2P enrollment, the average unemployment rate in these counties was 9.2 percent (Bureau of Labor Statistics 2019).

Exhibit I.1. P2P locations



Before P2P, the Department for Community Based Services (DCBS), which administers SNAP, operated a SNAP E&T program in only one county; this county was not part of the pilot. Therefore, Kentucky did not offer any SNAP E&T services in the pilot area before or during P2P. Individuals in these areas could receive only those services available to anyone in the community, primarily through Workforce Innovation and Opportunity Act (WIOA) programs.

Because Kentucky was not offering SNAP E&T services statewide, DCBS saw the pilot as an opportunity to provide robust services to communities in need of training and employment services. P2P was voluntary and offered to both new and current SNAP work

⁷ 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.

⁸ Similar reports for each pilot and a summary report are available at www.fns.usda.gov/research-and-analysis.

registrants (Exhibit I.2).⁹ DCBS leveraged the existing education and training providers in the community and contracted directly with a partner organization—the Eastern Kentucky Concentrated Employment Program (EKCEP)—which managed contracts for the community action agencies (CAAs) that provided services for WIOA programs. DCBS also contracted with two service providers—Kentucky Adult Education (KYAE) and the Kentucky Community and Technical College System (KCTCS). The CAAs in each county were responsible for recruitment, intake, and referrals to KYAE for basic education and KCTCS for education and occupational skills training, case management, provision of support services, and work-based learning placements. Some KYAE and KCTCS staff also recruited and enrolled individuals in the pilot, and all staff worked closely with the CAAs through a coordinated team-based case management (TBCM) approach to provide services for those in P2P. Staff from DCBS, partners, and providers also participated in collective impact meetings—led by a partner, Jobs for the Future (JFF)—to conduct planning and ongoing review and coordination of services. In addition, using both pilot grant funds and other funding, DCBS and EKCEP launched a limited employer resource network (ERN), which provided on-site case management and support services to employees of a few large businesses in the area, including P2P who became employed at those businesses.

Exhibit I.2. Pilot characteristics

Characteristics	
Pilot operation period	April 2016 to April 2019
Location	Eight rural counties in southeastern Kentucky: Bell, Clay, Harlan, Knox, Leslie, Letcher, Perry, and Whitley Counties
Grantee agency	Department of Community Based Services (DCBS)
Key partners	Eastern Kentucky Concentrated Employment Program (EKCEP) Jobs for the Future (JFF)
Key providers	Community action agencies (CAAs) Kentucky Adult Education (KYAE) Kentucky Community and Technical College System (KCTCS)
Target population	Work registrants
Number enrolled	3,206
Program type	Voluntary
Existing SNAP E&T program	No services available; Kentucky did not offer SNAP E&T services in the pilot counties before or during the pilot period
Key P2P services	Coordinated team-based case management Extensive support services Basic adult education Occupational skills training Work-based learning opportunities Coaching while in training or employment settings

⁹ 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.

From April 2016 to August 2018, DCBS enrolled 3,206 individuals in the pilot. Individuals enrolled were randomly assigned in roughly equivalent numbers to a treatment group (that received enhanced services; referred to as “the P2P group”) and a control group (that received only services available to anyone in the community). DCBS continued providing services until April 2019.

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 in 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 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 Kentucky for each component of the evaluation (Rowe 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 (2,538, or 79.1 percent) who eventually enrolled in the pilots.

The interim report described several notable findings:

- **Implementation.** Kentucky successfully developed services, collaborated with partners, enrolled individuals within a year of receiving the grant, and implemented the pilot model mostly as intended. However, DCBS faced coordination challenges in developing P2P services because (1) there was no previous SNAP E&T program in the eight pilot counties on which to build and (2) the partners and providers had not previously worked together.
- **Participation.** Although almost all individuals in the P2P group initially engaged in the pilot, only about half of them ultimately started an employment or training-related activity, and few received a credential, certification, or degree (including General Education Development [GED]). However, nearly half of the individuals in the P2P group were still receiving services at the end of the first year.

- **Impact.** The P2P group was more likely than the control group to start and complete activities related to job search training and education and occupational skills training. Consequently, P2P increased the rate of employment in the P2P group relative to the control group, based on one of two data sources. There were no effects on earnings or 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 ultimate 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 DCBS stopped providing services in April 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 P2P 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 P2P.
- Chapter V presents findings from the participation analysis, which describe the services that individuals in the P2P group received.
- Chapter VI describes differences in the services received by the P2P group and the control group.
- Chapter VII presents findings from the impact analysis, which describes the impact of P2P on employment, earnings, benefit receipt, and other outcomes.
- Chapter VIII describes the costs of services the P2P 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 an overview of the SNAP E&T program; 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 P2P 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 (September 2016): The planning and early implementation periods
 - Round 2 (July 2017): The first full year of pilot operations
 - Round 3 (November 2018): The last year of pilot operations, as well as planning for the end of the pilot and sustainability of its 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 DCBS, EKCEP, P2P service providers, and JFF; structured observations of service provider operations; in-depth interviews with six P2P group members who participated in activities and received services; four focus groups that included either P2P group members who engaged in services or those who did not; and two focus groups with employers that provided work-based learning opportunities to P2P group members.

3. **Administrative service use data.** DCBS and its partners and providers collected and shared administrative data that documented the types of training, education, and services they provided to P2P group members and, where applicable, 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 P2P's service period (April 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

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.

after random assignment for individuals randomly assigned through September 2017, and at least 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.** DCBS provided SNAP administrative caseload data. We used these data to construct measures of receipt of public assistance (receipt of SNAP and Temporary Assistance for Needy Families [TANF]), SNAP and TANF benefit amounts, and income.¹¹ We also used these data to characterize individuals' recent history of SNAP participation. DCBS provided monthly data 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 (1,255 P2P and control group members). We also conducted telephone surveys about 36 months after random assignment among individuals who responded to the 12-month survey (786 P2P and control group members). 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 between the 12- and 36-month surveys. These surveys also 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 and end dates (if applicable); and characteristics of the jobs, such as hours worked per week, weekly earnings, job type, fringe benefits, and occupation.
7. **Cost data.** To estimate P2P costs, we collected data from cost workbooks completed by DCBS and partners and providers through the end of the P2P service period. The workbooks were the basis for calculating total costs and describing the categories of costs for the P2P 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 P2P 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

¹¹ DCBS's data system did not integrate information from SNAP and Medicaid, so it was not able to provide administrative data on Medicaid coverage.

context; however, it is important to note that we collected these data from small numbers of P2P individuals and employers, and their experiences and opinions are not necessarily representative of the entire P2P group or all employers.

We organized the data by topic, interviewee, and pilot office to facilitate analysis by type of respondent (for example, DCBS 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 lessons learned.

2. Participation analysis

The participation analysis used administrative service use data recorded by service providers to summarize engagement and participation in services and activities following random assignment for P2P group members (control group members were not included in this analysis). The data measured individuals' receipt of services and participation in activities during the entire service period in which individuals could have been engaged in services (April 2016 through April 2019). All individuals enrolled in P2P (through August 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 randomly assigned through December 2017 (Appendix Table D.1).¹²

We created timelines for each P2P group member to describe when they started to receive services and, for those who completed services, end dates. These timelines allowed us to estimate the order in which individuals typically proceeded through activities and the length of time they spent on each one and in P2P overall.

3. Analysis of differences in service use between P2P and control groups

This analysis statistically compared receipt of services among P2P and control group members over the 36 months following random assignment. Comparing the differences between P2P and control groups in service use provided context for understanding the impacts on employment, earnings, and receipt of public assistance.

The analysis was based primarily on 12- and 36-month survey data, which were available for both P2P and control group members randomly assigned through December 2017.¹³ 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, whereas the 36-month survey provided similar information from the date of the 12-month interview until about 36 months after random assignment. We combined these 12- and 36-month survey data to form a single longitudinal data file that describes, for each member of the P2P and control groups, the employment-related services and education and training activities in which they participated during the 36-month period following random assignment, including type and

¹² Due to the limitation of available data, the main impact analyses restricted the individuals included to those randomly assigned through December 2017 so we could have a long enough period to analyze 36-month outcomes.

¹³ The analysis also used administrative data analyzed in the participation analysis when information on the use of specific services was available for both P2P and control group members; we present some statistics in Appendix E.

duration.¹⁴ The survey data captured any type of service received, regardless of whether it was provided through P2P or providers in the community, such as Workforce Innovation and Opportunity Act (WIOA) programs, community colleges, nonprofits, or other organizations.¹⁵

We compared regression-adjusted averages of measures of service receipt for the P2P 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 P2P and control groups were statistically significant.

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

To estimate how P2P affected individuals' outcomes, we compared the average outcomes of the P2P and control groups over the 36 months following random assignment. Because P2P and control group members' baseline characteristics on average 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 included employment status, earnings, and job characteristics, such as hours worked and occupation. We measured employment and earnings 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 those 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

¹⁴ 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 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, English as a second language (ESL) classes, or college courses; occupational skills training programs that prepared individuals for specific occupations; general job skills training programs that helped individuals learn widely applicable job skills and readied them for work; and work-based learning activities, such as paid or unpaid internships and apprenticeships.

¹⁵ At the time the pilot was operating, Kentucky did not have an existing SNAP E&T program, so no SNAP E&T services were provided to the control group.

cover all types of jobs, exclude jobs in certain industries, do not contain information on job characteristics, and are subject to other reporting errors.¹⁶ 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 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.¹⁷

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 randomly assigned from April 2016 through December 2017, whereas UI wage records for P2P included individuals randomly assigned from April 2016 through September 2017. The shorter time frame for the UI wage records reflects a typical lag in the availability of these administrative data associated with employer reporting schedules and the need for State agencies to process data after employers have reported them. Finally, we note that even though there are differences between the data sources, each should provide unbiased estimates of the impacts of P2P on the outcomes they measure because the P2P and control groups were balanced on 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 P2P 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 or because of survey nonresponse or missing administrative records data. Regressions controlled for individuals’ characteristics as measured at the time of random assignment.¹⁸ We used t-tests to determine whether there were significant differences between the P2P and control groups that were unlikely to have occurred purely by chance.¹⁹

¹⁶ 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).

¹⁷ An analysis of the differences in individual characteristics of survey responders and nonresponders, and the differences between research groups, is in the technical supplement.

¹⁸ The full set of characteristics and additional information on their selection can be found in the technical supplement.

¹⁹ Analyses in this report tested for statistical significance at the 0.01, 0.05, and 0.10 levels. We used the 0.10 level because the evaluation was assessing the effectiveness of new interventions for which there was no previous evidence of effectiveness for SNAP participants. A more stringent statistical significance threshold often is 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 aimed to build knowledge in the field of workforce development for SNAP participants on which future SNAP E&T evaluations can expand, and eventually (*continued*)

We calculated average outcomes for research groups by applying weights to each observation to help ensure that estimated differences between the P2P and control groups were representative of all individuals enrolled in the pilot in the State. We constructed these weights to reflect the random assignment process and, for analyses based on the survey data, adjust for survey nonresponse bias based on observable characteristics recorded prior to random assignment.

We estimated the impact of P2P 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 P2P. 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 P2P 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 through 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 P2P'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 P2P. 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 P2P received in dollar terms through changes in earnings and public assistance with the costs of the services provided during the P2P service period. The analysis estimates the extent to which the benefits exceeded the costs of providing services to the P2P 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 P2P; (2) the costs of all services provided to P2P group members through P2P and the community; and (3) the costs of all services provided to control group members through the community. For each group of costs, we estimated the total costs, costs by service type (such as case management or education), and

apply more stringent tests of effectiveness once programs and service models have been established for a longer period of time.

costs per individual. The difference between the costs of all services P2P and control group members received is the basis for the cost-benefit analysis.

Costs of P2P. The costs of the P2P included those for planning, recruiting, and delivering services. We based the estimates of P2P costs on cost data provided by DCBS 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. DCBS and the partners and providers (EKCEP, KYAE, KCTCS, and the State's Office of Employment and Training [OET]) each submitted workbooks with their own cost information. They submitted workbooks for the planning period (July 2015–April 2016) and for seven quarterly service delivery periods (April 2016–December 2017) through the end of services and closeout activities, which occurred in April 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 P2P by summing them across the four cost categories.²⁰
- **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 P2P 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 P2P group members through P2P, 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 DCBS and partners and providers on participation in P2P services only. We used data on the unit (or per-service) cost of P2P 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 P2P group members. In addition to estimating the costs of P2P, we estimated the cost of *all* services that P2P group members received from the P2P and the community. We used the costs of all P2P group services in the cost-benefit analysis because the benefits P2P 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 P2P services.

- **Total costs, costs by service type, and costs per individual.** We estimated the costs of all services P2P group members received per individual using the same method we used to estimate the per individual costs of P2P. 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 mean and range of costs per

²⁰ 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.

individual. We summed the individual-level estimates to get an estimated total cost of all services P2P group members received.

We used the unit costs of P2P services and individual-level participation data from the 12- and 36-month follow-up surveys to estimate the costs of all services P2P group members received. We chose to use the survey data to estimate the cost differentials between the P2P and control groups because, unlike the administrative service use data, the survey data were collected for both the P2P 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).²¹ 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 P2P group cost workbook estimates, which we also adjusted to 2016 dollars.

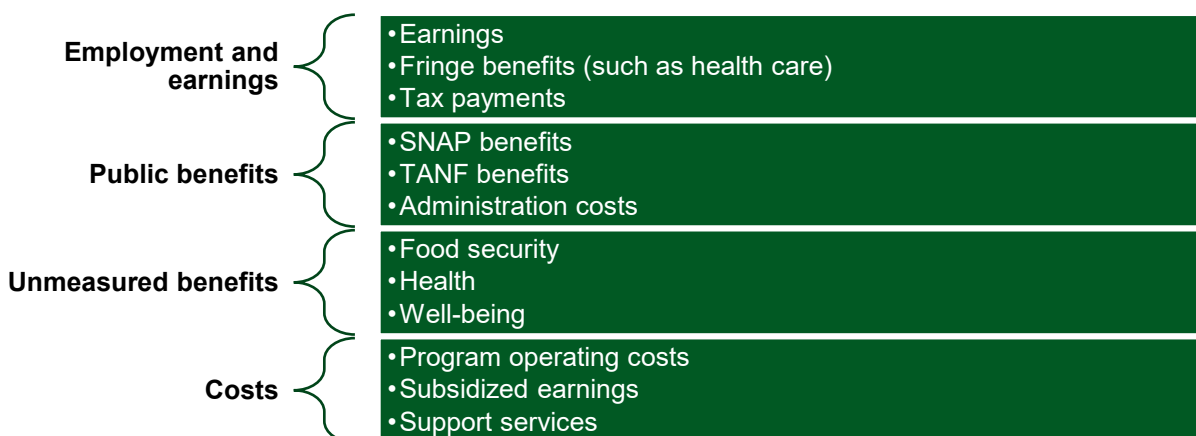
- **Total costs, costs by service type, and costs per individual.** We used the same method to estimate the costs of all control group services that we used to estimate the costs of all P2P group services. We attributed the WIOA unit cost of each service to individual-level data on participation in the 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 P2P group benefits and costs, relative to the control group, from three perspectives: (1) individuals enrolled in P2P, (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 P2P group and the control group, and reflect all services those individuals received during the 36-month follow-up period.

²¹ 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.2). 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 P2P 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 P2P group services exceeded their costs. A benefit-cost ratio less than 1 suggests that the benefits of all P2P group services, relative to the services P2P 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 P2P 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 P2P 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 P2P 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 P2P.** The main analysis assumes that P2P group members received additional services outside of P2P through existing SNAP E&T and the community during the pilot service period. We use data from the 12- and 36-month follow-up surveys to estimate service receipt for P2P group members and assume any difference in estimated costs of P2P and all services P2P group members received based on the survey is attributed to services received outside of P2P. Survey data are self-reported and could over or underestimate the services that P2P group members received. This sensitivity analysis uses the alternative assumption that P2P group members only received services through P2P and estimates the net benefits using these alternate estimates of costs.

6. Subgroup analyses

For many of these analyses, we examined subgroups that may have been affected differently by the services offered to the P2P 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 versus after the midway point of the pilot’s full enrollment period (April 2016 to May 2017 versus June 2017 to December 2017). 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 P2P 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 who were offered the P2P activities. However, because some individuals did not engage in P2P or start an activity, these estimates mask how well individuals who did participate in such

activities may have fared. For this reason, we conducted additional analyses to examine impacts among SNAP participants who did engage in the pilot and participate in activities.

We estimated differences in service receipt between P2P and control groups, as well as impacts on outcomes among individuals who started a pilot activity compared with those who did not, and among those who 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 P2P 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 P2P group. The resulting propensity scores were then used to define subgroups of individuals in each research group based on the percentages of the P2P group that started an activity. We repeated this process for P2P 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.²²

C. Study limitations

This evaluation of the SNAP E&T pilot used an experimental design, rigorous analysis methods, and a multifaceted 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 P2P and control groups, we can confidently attribute differences in outcomes between the groups to P2P services rather than differences in the characteristics of the two groups when they enrolled in the pilot, such as differences in education, work readiness, or barriers to employment.

Nonetheless, the evaluation has several methodological limitations:

- 1. Some analyses did not include all individuals who enrolled in P2P.** We have about three years of follow-up data for most, but not all, individuals who enrolled in 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, we collected survey data only from individuals randomly assigned through December 2017. Similarly, although we collected UI wage records for all individuals who were randomly assigned, those randomly assigned later in the enrollment period contributed less than three years of data to the analysis. Thus, it is possible the 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 the UI wage records for *all* individuals who were randomly assigned to estimate two-year impacts of the pilot on outcomes and compared these impacts to those for individuals randomly assigned through September 2017—those for whom we had three-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.

²² Additional information regarding these procedures can be found in the technical supplement which accompanies the report.

- 2. Survey nonresponse may have led to potential bias in estimates of service receipt and outcomes.** Data collected from the 12- and 36-month follow-up surveys played an important role in understanding differences between the P2P and control groups in receipt of services available through SNAP E&T and in the community, as well as 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 available, 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 we collected survey data from individuals 12 and 36 months after random assignment, we were unable to locate a nontrivial percentage of individuals enrolled in the pilot via telephone or residential address; thus, they could not participate in the survey. (The response rates of the 12- and 36-month surveys were 63 and 63 percent, respectively.) As a result, characteristics of individuals who responded and did not respond to the survey could have differed between P2P and control groups. If true, this situation 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 were representative of all individuals who enrolled in 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 P2P group services with their counterfactual—those services individuals would have received in the absence of the P2P 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 P2P’s effectiveness 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 was important for assessing pilot effectiveness among individuals who engaged in the pilot. However, an important limitation of this analysis is that it was not based on an experimental design. The experimental design in the main analysis randomly assigned individuals who enrolled in the pilot to the P2P group or the control group. Individuals in the P2P group chose whether to start an activity and/or complete one based on factors we could not necessarily observe. Thus, because individuals were not randomly assigned to start or complete activities, there is a risk that the factors predisposing individuals to greater participation in activities may have influenced 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 P2P group members who started or completed an activity and control group members who would have had a high propensity to start or complete one had they been in the P2P group, thereby reducing the risk of selection bias.

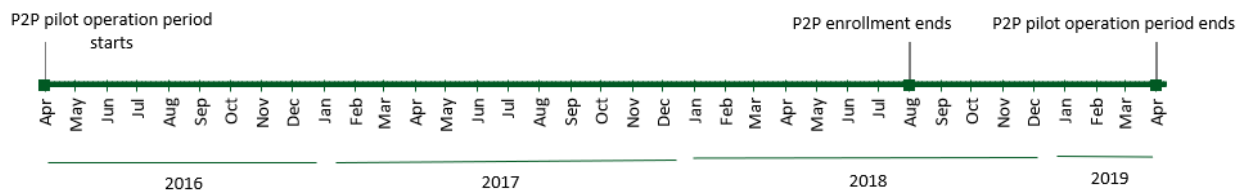
III. P2P enrollment and characteristics

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

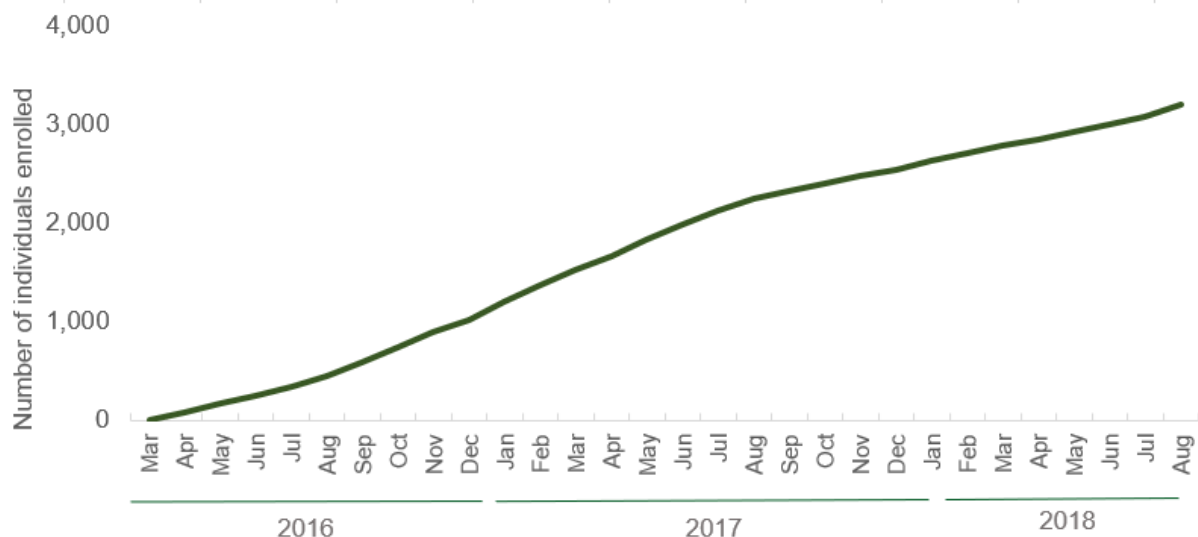
From April 2016 to August 2018, Kentucky enrolled 3,206 individuals in the pilot (Exhibit III.1). SNAP participants who enrolled in the pilot were randomly assigned in roughly equivalent numbers to the P2P group and a control group. The number of individuals enrolled increased steadily over time, averaging about 113 individuals per month in 2016, 127 individuals per month in 2017, and 83 individuals per month in 2018 (Exhibit III.2).

Exhibit III.1. Overview of pilot enrollment



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

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



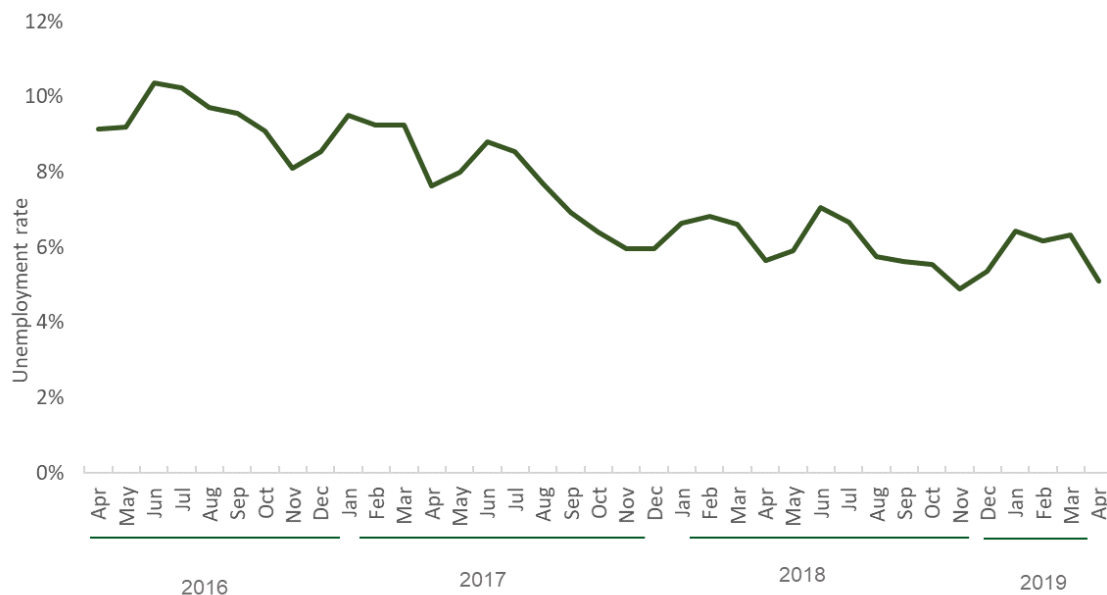
Source: SNAP employment and training evaluation enrollment data (April 2016 to August 2018).

Note: All values are numbers of individuals enrolled and include both P2P and control group members. Individuals enrolled in the pilot include all P2P and control group members who completed baseline enrollment registration and did not subsequently revoke their consent to participate in the evaluation of the pilot (3,202 out of the 3,206 enrolled individuals).

B. Local economic context in the P2P pilot area over time

The counties in which P2P operated experienced consistently high unemployment rates, with average monthly unemployment fluctuating between 4.9 and 10.4 percent during the pilot operation period (Exhibit III.3). During the first year and a half of the pilot operation (April 2016 to August 2017), the average monthly unemployment rate was between 7.6 and 10.4 percent. From September 2017 until the pilot stopped offering services in April 2019, unemployment hovered between 4.9 and 6.9 percent.

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



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

Note: All values are average monthly unemployment rates across the 9 counties in which the pilot operated.

Common occupations among the general population in the region of the pilot remained 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; healthcare practitioners and technical operations such as registered nurses, emergency medical technicians, and pharmacy technicians; food preparation and serving related occupations such as fast food and counter workers, waiters and waitresses, and cooks and cafeteria workers (Exhibit III.4).

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

Wage (hourly in dollars)	2016	2019
Office and Administrative Support Occupations	12.83	14.21
Sales and Related Occupations	9.43	9.96
Healthcare Practitioners and Technical Occupations	23.14	24.73
Food Preparation and Serving Related Occupations	8.82	9.18
Education, Training, and Library Occupations	22.72	23.24

Source: Bureau of Labor Statistics

Note: Data in this table represent the most common jobs per one thousand individuals in each of the pilot areas. The area included in this table (Eastern Kentucky) is defined by the Bureau of Labor Statistics and may not fully align with the areas of Kentucky in which the pilot was offered.

Among the general population, median hourly wages for these occupations in 2016 ranged from \$9.43 (sales and related occupations) to \$12.83 (office and administrative support occupations), but were significantly higher for healthcare practitioners and technical occupations (\$23.14) and education, training, and library occupations (\$22.72) which typically require credentials and licenses. Wages generally grew by \$0.50 to \$1.40 per hour from 2016 to 2019, with food preparation and service related occupation workers experiencing an increase of \$0.36 over this period.

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 April 2016 to December 2017—the individuals on whom many of this report’s analyses are based.²³ Almost all of these enrollees were White (94 percent); a majority were female (59 percent). The average age was 33, with 68 percent between 25 and 49 years old, and 26 percent between 18 and 24 years old. Almost one-quarter did not have a high school diploma or equivalent education. Most individuals (83 percent) lived in a rural area;²⁴ 30 percent were married or cohabiting. Just over half lived in households with children.

The majority of individuals had been employed at some point (91 percent), but only 14 percent were employed at the time of random assignment (Exhibit III.5). About 17 percent were employed consistently in the two years preceding random assignment, meaning they were employed for at least seven out of the preceding eight quarters, whereas 47 percent either were not employed or were employed for only one of the preceding eight quarters.

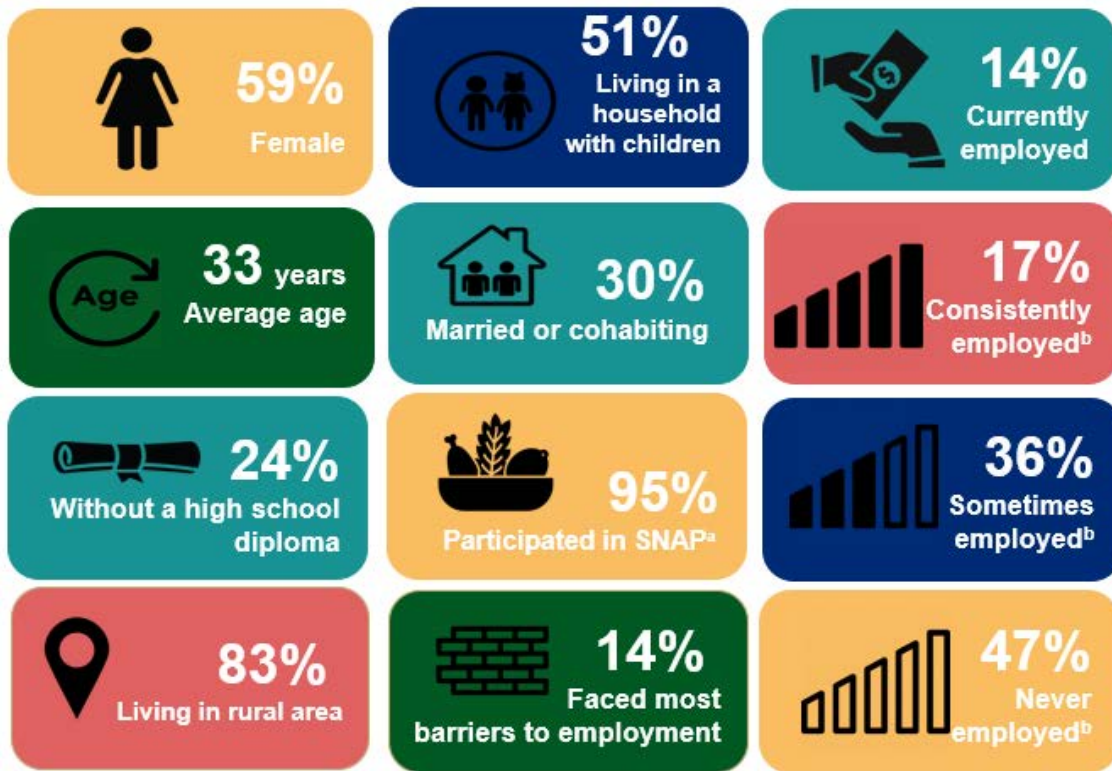
We also assessed individuals’ barriers to employment based on whether they completed high school and if they were employed in the 12 months before random assignment. Although 86 percent faced the fewest or moderate numbers of barriers, 14 percent faced the most barriers, defined as not being employed in the past 12 months and not completing high school or the equivalent.

Most individuals (95 percent) had participated in SNAP in the year before enrolling in the pilot, while 5 percent enrolled in SNAP for the first time in the preceding year at the time of random assignment. About 23 percent participated for one to six months of the year, and slightly less than three-quarters (73 percent) participated for more than six months.

²³ Compared to analyzing outcomes for all enrolled individuals, analyzing them for individuals who were randomly assigned through December 2017 allows for a longer 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.

²⁴ Urbanicity is measured using the Economic Research Service’s 2010 Rural-Urban Commuting Area (RUCA) codes. 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 definition 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 evaluation baseline information registration form (April 2016 to December 2017 data).

Note: All values are percentages unless otherwise noted. Individuals enrolled in the pilot through December 2017 include all P2P and control group members who completed baseline enrollment registration and did not subsequently revoke their consent to participate in the evaluation of the pilot (2,536 out of the 3,206 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 P2P group members in these two groups of individuals.

Later enrollees in the P2P group were less likely than earlier enrollees to be Hispanic (0 versus 1 percent), have received an educational certificate (1 versus 3 percent) or “other” educational attainment (approximately 0 percent for both groups), live in a household with children (46 versus 53 percent), and be married or cohabitating (27 versus 33 percent; Appendix Table C.4). Later enrollees in the P2P group were also more likely than earlier enrollees to have participated in SNAP in the year before random assignment (97 versus 96 percent).

IV. Implementation Analysis

In this chapter, we describe the implementation of the P2P pilot based on qualitative analysis of data collected through staff interviews, focus groups, and case studies with individuals in P2P. Data presented in this chapter were collected during the planning, implementation, operational, and close-out periods, from March 2015 through November 2018 (Exhibit IV.1 provides a pilot timeline).

Exhibit IV.1. Pilot timeline

Pilot activity	Date
Grant awarded	March 2015
Enrollment began	April 2016
Enrollment ended	August 2018
Services ended	April 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 P2P group services and pathways, management and collaborations, service receipt patterns, barriers among P2P group members, staffing, and performance reporting. We also discuss the sustainability and replicability of P2P services after the pilots 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

Before the pilot, DCBS administered SNAP and only offered a voluntary SNAP E&T program in one county in Kentucky. The program traditionally served few people, so DCBS and the providers in the community saw the pilot as an opportunity to bring education and occupational skills training to more SNAP participants than it was able to serve previously. The pilot also allowed DCBS to target rural communities that had an urgent need for these services. DCBS selected eight counties in eastern Kentucky that struggled with high unemployment and poverty rates, due largely to the loss of thousands of coal-industry jobs over the last 15 years. The coal industry was the main pillar of the economy in these areas, and as the industry diminished, other businesses that supported the coal industries, such as suppliers, restaurants, and retail stores also declined. Most of these counties had no large economic centers and people relied heavily on public assistance. To address this, the State and Federal governments had focused resources in this area, including designating this region as a “Promise Zone,” which is an initiative designed to revitalize high-poverty communities through comprehensive, evidence-based strategies and to help local leaders navigate Federal funding. The agencies leading this effort were working to develop a regional economic plan with a focus on diversifying the economy and building a new career pipeline for the region. DCBS and its partners saw P2P as directly supporting these existing efforts to align and improve services in the community, and to provide these services to SNAP work registrants, who were not being directly targeted by other workforce programs.

Because there was no existing SNAP E&T program in the pilot area, it was important for DCBS to leverage the existing education and training infrastructure in those counties. DCBS contracted with EKCEP (overseeing the CAAs), KCTCS, and KYAE as its key partner and providers, because each provided services that P2P would offer. DCBS had some existing relationships with KCTCS, which

provided services for individuals receiving TANF benefits, but EKCEP and KYAE were new relationships for DCBS. These three organizations also had varying levels of coordination among themselves within each county, but generally the three were not working together consistently. Therefore, the pilot also enabled these organizations to coordinate and develop long-term working relationships to better serve the community. Another partner, JFF, was responsible for developing and facilitating a “collective impact approach,” which used monthly meetings to bring together staff from each partner and provider organizations where discussions focused on building relationships and weaving together the operations of each organization for providing a common approach for administering P2P. Kentucky’s Office of Employment and Training (OET), which administers WIOA programs, was initially slated to help with recruitment and referrals, but due to agency constraints, OET had minimal involvement in the planning or implementation of the pilot.

For P2P, the three providers—CAAs, KCTCS, and KYAE—generally offered services similar to what they traditionally offered, but the intensity and level of services were often different. P2P paid for providers’ costs associated with basic education, occupational skills training, work-based learning opportunities, and job placement assistance. All P2P group members’ costs for education or training (such as tuition and testing fees) and the wages for work-based learning opportunities were paid by P2P. P2P group members also received case management that was coordinated across service providers, and an array of support services that would offset most costs needed to remain in activities or obtain employment, such as transportation, child care, books, uniforms, and fees.

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

B. Pilot planning and implementation

DCBS led the planning process in collaboration with EKCEP. Leadership from KCTCS and KYAE were also involved at key points throughout the process. The planning process was delayed for a few months while DCBS sought to hire a program manager and did not begin until August 2015. Because DCBS did not have SNAP E&T services in place in the pilot counties, the planning team started with what DCBS described as a “*blank slate*.” Staff felt this was good because they were able to develop service pathways that were driven by work registrants’ needs, but also felt it was difficult to move “*from point A to point B*” without the infrastructure in place. DCBS relied heavily on the providers in the area to tailor existing services and on EKCEP to develop policies and procedures for new services needed for P2P, such as TBCM, support services, and the ERN. EKCEP was also responsible for developing a database for all providers to track the P2P services provided. EKCEP used Salesforce, a customizable off-the-shelf system, but staff found that it was not particularly flexible and struggled to tailor it to the pilot, leading to delays in finalizing the system.

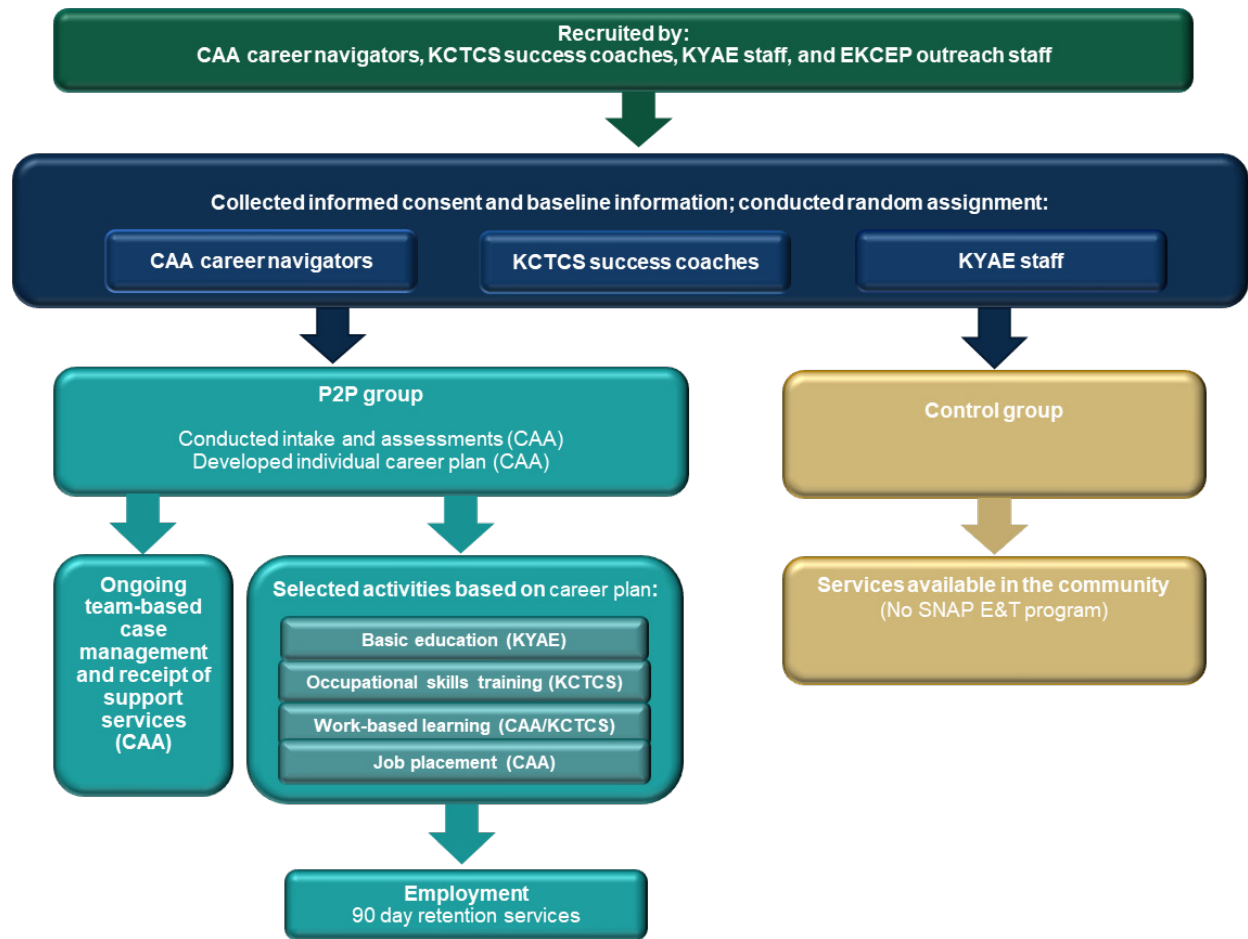
At the same time the policies and processes were being developed, all organizations were hiring new staff for P2P, and EKCEP planned staff trainings. EKCEP generally used existing staff to manage P2P, but it did hire three staff to help with the ERN and outreach. Each CAA hired a new staff person to be the career navigator, who recruited and provided services to P2P group members. KCTCS hired a success coach, who helped P2P group members navigate the college, for each of the three community college campuses that served the eight counties. KYAE hired one new staff person for each county, but many of these positions were filled just before or shortly after the pilot began enrollment.

As the planned pilot start approached, several issues emerged that pushed back the start date. Communication between the partner and providers had become more limited and the planning was relatively siloed between organizations. Also, few new policies and procedures for P2P were developed, as EKCEP wanted to use existing WIOA policies for P2P. Some EKCEP and CAA staff suggested that P2P was “*no different than what we do each day*,” however, there were differences in policy, intensity of services, and processes, which needed to be implemented differently than how WIOA was administered. Because of delays in developing and training staff on P2P-specific policies and the Salesforce system, the pilot was delayed until mid-April. At that point, the DCBS program manager became more involved in the planning and all providers took part in the process. The remaining work was distributed across partners and providers, which the DCBS program manager felt “*spread ownership among the partners*.” Many of the providers suggested the need for more leadership and communication during the planning phase, particularly from DCBS. DCBS staff also suggested that they should have been more involved in the design, saying “*we did ourselves a disservice [by not leading the planning]*,” as they were in the best position to know the SNAP E&T policies and populations.

C. Pilot services and operations

Enrollment in the pilot began on April 17, 2016. DCBS continued to oversee the pilot, while CAA, KCTCS, and KYAE staff conducted outreach, recruited individuals, and enrolled eligible individuals in the pilot using random assignment (Exhibit IV.2). Individuals assigned to the control group received information about services available in the community (all P2P providers also provided community services and served control group members). Those assigned to the P2P group were assessed and developed an individual career plan (ICP) to determine their service pathway (or how individuals move through services and activities). Individuals had access to basic education (generally General Education Development [GED] preparation classes), occupational skills training and work study at KCTCS, and work-based learning and job search and placement assistance through the CAAs. Providers also offered case management, coordinated across providers through a TBCM approach, and support services.

Exhibit IV.2. Pilot flow and pathways



1. Recruitment and enrollment

Each provider was responsible for recruitment in their county. DCBS and EKCEP did not develop an overall recruitment plan, as they and many of the providers suggested they would not have trouble recruiting for P2P. They felt the services were going to be very attractive to people in the community and there was a large number of SNAP work registrants in the area. Although providers were primarily responsible for recruitment, EKCEP also hired an outreach coordinator who helped counties with recruitment. EKCEP staff developed some guidelines and materials for the providers to use for outreach, but it was up to each provider to implement a recruitment strategy.

DBCS shared a list of work registrants by county with providers each month for them to use for outreach. Providers used a variety of recruitment approaches to reach those eligible for the pilot, including cold-calling individuals on the work registrant list, reaching out to a subset of those on the work registrant list who had used the provider's services previously, posting flyers at local businesses, sharing materials at local events and fairs, posting on social media, and developing mass mailings. Some providers also worked closely with staff from other assistance programs that were co-located at the provider location to obtain referrals when individuals were on-site for other services, such as unemployment insurance or heating assistance.

By mid-2017, some providers stopped actively recruiting, because their walk-in traffic had increased—mostly friends or family members of a P2P group member who encouraged them to enroll. Those who did not experience that level of traffic in their offices each month generally would use the work registrant list, but the information was often inaccurate or out of date. EKCEP also helped with recruitment, including promoting P2P at community events and meetings, developing marketing materials, and managing a P2P website where people could send a request to be contacted about P2P.

Staff from CAAs, KCTCS, and KYAE conducted the consent process for those interested in the pilot, completed the baseline data collection, and conducted random assignment—assigning individuals to the P2P group or control group. Individuals assigned to the control group were told they could seek out services at any community provider. Those assigned to P2P generally started the intake and assessment process immediately if enrolled at the CAA; if enrolled at KCTCS or KYAE, they were referred to the CAA to begin the intake process and could return to the provider to start education or training activities after completing the intake process.

Enrollment was lower than DCBS expected throughout the pilot period, as most providers struggled to recruit work registrants. After the start of the pilot, EKCEP and the providers indicated they underestimated the difficulty of recruiting and wished they had put more effort into planning strategies up front. Challenges included the following:

- **Initial confusion about recruitment responsibilities.** Providers were not initially informed that they were responsible for outreach and recruitment, so many providers did not have clear plans and strategies in place. Also, outreach to the broader community (local DCBS offices, community-based organizations, and employers) about the pilot before it started was minimal, so there was little known about P2P when it began.
- **Inexperience conducting outreach.** Previously, the providers generally did not conduct outreach, as most serve those who were motivated to seek out services. Most staff did not have experience with outreach, and some did not have the skill set or interest in doing it. Actively recruiting and trying to convince people to participate in services required a culture shift for staff at many of the providers.
- **Disjointed recruitment efforts.** Each county was served by a CAA, KCTCS, and KYAE, but each had their own system for recruitment. There was little coordination between providers in most counties. For example, there were no systems in place to track which individuals had been contacted from the work registrant list and which had not. Because each county had multiple providers, there could be overlap in who they contacted.
- **Balancing recruitment and service provision.** At most providers, career navigators and success coaches were recruiting and enrolling individuals in the pilot and providing case management to P2P group members. As more P2P group members entered services, staff had to balance their responsibilities providing case management and helping individuals enter into activities with recruiting and enrolling more individuals. Providers often found that P2P group members needed more assistance than other populations they typically worked with, so the case management role could be time-intensive. Often their recruitment responsibilities were secondary to serving individuals in P2P.

To address some of these challenges and to reduce the burden on providers, EKCEP staff increased their outreach efforts across the pilot counties. EKCEP staff began contacting individuals on the work registrant list via direct mail, emails, and calls. It also helped each county develop a video highlighting the experiences of P2P group members who had participated in activities. These were posted on YouTube

and circulated by providers for recruitment. Also, DCBS decided to reach out to local DCBS offices to help with recruitment; they originally were not involved because the State was rolling out a new eligibility system and staff were expected to be occupied with learning it. Provider and DCBS staff all agreed that the local offices should have been aware of the pilot and actively involved in making referrals, so starting in June 2017, State DCBS staff, along with providers in each county, visited each local office to introduce the pilot to the SNAP eligibility workers and to ask them to make referrals to P2P. Providers began to see referrals from some local DCBS staff, and in one county, local DCBS staff began participating in provider meetings. Although providers were glad that DCBS was involved, several thought it was probably “*too little and too late*” to have a meaningful effect on enrollment. DCBS also allowed providers to enroll SNAP participants who were not work registrants for about six months, which increased enrollment dramatically. Provider staff frequently discussed that women with young children asked if they could enroll in P2P, but they were exempt from being a work registrant. Providers enrolled any SNAP participants who volunteered until the proportion of non-work registrants was close to 30 percent of the total enrolled, at which point they reverted back to enrolling only work registrants.²⁵

DCBS planned for enrollment to end by April 2018, but because enrollment was slower than expected, it extended enrollment through August 2018. Providers enrolled a total of 3,206 individuals, which was about 80 percent of the target (4,000 individuals).

2. Control group services and pathways

During the pilot, Kentucky was not operating a SNAP E&T program in the pilot area. Therefore, individuals randomly assigned to the control group received information about services available in the community through KYAE, KCTCS, and CAAs, including basic education, occupational skills training, job search assistance, career coaching, and job placement services. Control group members could seek services from these providers, but they would be subject to any criteria used to serve individuals in the community generally. Although the activities control group members could receive were similar to those offered to the P2P group, those in P2P received coordinated services across providers, TBCM, fully-funded activities (no out of pocket expenses), and more comprehensive support services than were available to control group members.

In 2016, the CAAs often had large budgets for services through WIOA programs that allowed them to serve most adults who sought services. However, beginning in late 2016, grants and Federal funding for the Promise Zone area began to diminish, and the annual funding for most CAAs was lower. The available funding was inconsistent across CAAs, but several described running out of annual funds to provide training or more intensive services to adults within six to nine months of the start of the fiscal year. At each CAA, when there was available funding, control group members may have been able to obtain training, but if the provider ran out of WIOA program funding for adults, individuals would primarily receive only job search and placement assistance activities.

3. P2P group services and pathways

Individuals assigned to the P2P group met with a career navigator to complete an in-depth intake process. First, individuals completed an informal assessment that documented demographic information,

²⁵ FNS provided guidance that 85 percent of individuals enrolled had to be work registrants, as specified in the request for proposals.

educational background, employment history, barriers, and support service needs. Then individuals completed two formal assessments: Career Coach (a basic career inventory) and the Barriers to Employment Success Inventory (a tool to identify barriers to employment and training [BESI]). Based on the results of these assessments, the career navigator determined whether to offer additional assessments for mental wellness or substance use disorders. Other targeted assessments were also available if the career navigator determined they would be helpful to the individual. During the first meeting, the career navigator also began developing an ICP, which included career goals, how those goals fit within the local labor market, and the services needed to help individuals meet those goals. After completing the intake process, all individuals were referred to KYAE to complete the Test of Adult Basic Education (TABE), which provided a score based on skills and aptitudes in reading, math, and English. Based on results of this test, assessments, and interests, the career navigator referred individuals to one or more of the three primary service pathways—education and/or training, work-based learning, and job search and placement assistance. Individuals could enter multiple pathways, either consecutively or sequentially.

Education and training. Career navigators referred individuals to KYAE for basic education, KCTCS for short-term education or occupational skills training, or other training providers in the community for shorter certification programs (such as a commercial driver's license or certified nursing assistant training). KYAE offered basic education courses to improve skills and preparation for the GED test (most participated in GED preparation). It also offered the classes to earn the National Career Readiness Certificate, but individuals rarely started this. KYAE did not receive the level of referrals it anticipated, but this was due, in part, to a problem with referrals in Salesforce during the first several months of the pilot, and reportedly some individuals being reluctant to participate in adult education, particularly older adults who had been out of school for many years.

KCTCS was the primary occupational skills training provider for P2P, but initially many individuals were referred to other providers in the community offering short-term training. DCBS had to provide guidance to the CAAs reinforcing that they should refer individuals wanting occupational skills training to KCTCS unless there was an overriding reason not to, such as the distance to travel was too far for the individual, the KCTCS program would take too long to complete and a shorter option was available, or individuals would have to wait too long for the class to start at KCTCS and could complete the program elsewhere immediately. Some individuals who wanted to enroll at KCTCS were also prevented from doing so because they previously started classes (before the pilot) and had not finished paying the tuition they owed; they could not enroll in new classes until all past debt was paid. Because most individuals could not afford to pay the debt, they chose a different provider in the community.

The types of education and occupational skills training individuals pursued varied, but they were meant to be short-term, demand-driven trainings that lasted about two semesters, on average. However, some individuals enrolled in longer certification programs, stacked certifications, or began a degree program. While at KCTCS, a success coach guided individuals on how to navigate the college, advised them on classes, provided career counseling, and helped them obtain tutoring or other assistance with classwork.

P2P group members often suggested that they would have liked to participate in occupation skills training but did not have other means to support themselves for a few months while in training. One individual summarized the choice many faced, *"It's hard around here to just go to school...because you need to stay alive. You have to eat...you can get your education...but what are you going to do in between? How are you going to live?"*

Work-based learning. Individuals who needed work experience, either generally or in a specific field, or who were trying to gain experience with a specific employer, could participate in work-based learning. The opportunities included internships, work experience, on-the-job training, and work study. Career navigators worked with individuals to identify work experience, on-the-job training, and internship opportunities. Most individuals were assigned to work experiences and could work up to 320 hours at minimum wage through the spring of 2018 and for up to 480 hours after (DCBS changed the maximum number of hours to align with changes in WIOA policies). The number of hours an individual could work each week was based on the results of his or her TABE. Those who scored below a certain level could only work 20 hours per week and had to attend KYAE for 5 hours per week to build their skills. Those who tested higher could work up to 30 or 40 hours per week. The CAA paid individuals directly bi-weekly using P2P funds.

Career navigators generally used their existing employer network to find the employment opportunities, but they also often created new contracts if individuals wanted to work for a specific company or in a specific industry where the CAA did not have an opportunity already. However, staff suggested that individuals often did not have strong opinions about what jobs they wanted; they just wanted some type of employment. Some staff and P2P group members reported challenges with the availability of jobs in the more rural areas of the counties or the distance individuals had to travel to get to employment, which could be more than an hour each way. Some individuals in the program noted that many of the placements were with small-businesses in the community. Some pointed out how these placements were not only helping the individuals in P2P but also helping the economy by supporting the small business. Alternatively, some individuals noted that the

An individual's experience in P2P

This individual had no children and was living with her mother after a recent divorce. She had started college to be a licensed practical nurse a few years earlier but left after two semesters. She was unemployed when she started P2P but had worked sporadically throughout her life. She struggled to find a job and was in debt after her divorce, so when she saw a posting about P2P on Facebook, she thought she would *"take a chance"*. She was having trouble finding a new job after being laid off a year earlier from a job processing health records that she loved.

When the career navigator explained what was available, she said she would have liked to start a training course in the medical field, but she had bills to pay and needed a job immediately. Her career navigator found a work experience placement for her at the local hospital (where she requested to work) within a month, making \$8.36 an hour. She worked about 30 hours a week. Her career navigator also provided assistance to purchase clothes, to repair her car, and for monthly transportation costs.

She was in close contact with her career navigator and said she *"couldn't ask for anyone better to work with"* and that the navigator *"helped me get back on my feet."* They were in daily contact during the first month, while the navigator was setting up the work experience placement. After that they would talk at least once a month but usually more frequently.

At the time of the interview, her work experience placement was ending, but she was able obtain full-time employment at the hospital. She was excited about this because she had applied at the hospital several times before without success. She pointed out that it was a small community and the only way to get a job was if people know you and can trust you. She credits the internship with allowing her to show the staff at the hospital that she could do the job and was reliable. Overall, she thought P2P was *"very helpful"* and was glad she enrolled.

placements were at only small businesses—often family owned—and not larger ones, which might have more opportunities for growth.

Success coaches at KCTCS coordinated work-study opportunities for individuals who were in occupational skills training at the community college. Work study allowed individuals to earn money while enrolled in classes, and the success coaches tried to match individuals with employment in their field of study. There was not a cap on the total number of hours individuals could remain in work study and the wages were paid through the college.

Earnings from all work-based learning placements were not counted as income for calculating SNAP benefits. Individuals in the focus groups who participated in work-based learning noted how important this was to help them stabilize and build some skills while still retaining their SNAP benefits. One individual summarized this: *“That meant a lot too, getting back on your feet. To be able to work, make a little money to keep them food stamps. Because that’s the thing—if you get a job around here, you’re going to get minimum wage basically, and then once you start working, you’re going to lose those food stamps. So, it’s just like what do you do? You know, so that meant a lot.”*

Job search and placement assistance. Either after individuals completed other activities or for individuals who wanted to go directly to work, career navigators worked one on one with them to develop job search strategies and assist with job placement. A few CAAs offered workshops on work readiness training to address gaps in workplace principles, communication, teamwork, and problem solving that individuals could receive if needed. Some workshops also focused on upgrading job search skills that included interview techniques, resume writing, dressing for success, computer classes, and financial literacy. Individuals also had opportunities to attend CAA’s career fairs to meet potential employers.

Team-based case management. P2P used TBCM, which allowed multiple providers specializing in different disciplines to collaborate to best serve an individual who received services across providers. Every individual had a designated career navigator at a CAA who provided primary case management and supports. Individuals who were in occupational skills training also had a success coach who worked closely with them while at KCTCS, and staff at KYAE often met with individuals daily or weekly while they received basic education.

To ensure individuals were obtaining services and progressing toward their goals, the career navigator was in frequent contact with the success coach and KYAE staff. This took place through calls, emails, or data exchanges in Salesforce (staff could share case notes about individuals’ progress and needs). In addition, all of the providers in each county met twice a month for TBCM meetings where staff discussed the status of each individual and any needs that might have developed.

At the start of the pilot, TBCM meetings were used primarily to discuss recruitment and outreach strategies, which was not the original intent. As the pilot progressed and more individuals were enrolled, the focus of the meetings shifted in most counties to discussing individual cases. DCBS and EKCEP staff periodically attended these meetings across the counties and provided guidance about the proper use of the meetings. The approach was a major culture shift for many staff, some of whom needed time to buy into the process; however, within the first year, most staff across providers voiced high praise for it. They described how it encouraged collaboration across providers with the sole focus being the P2P group members. Many of these providers described working with other local community partners in the past, but they never had a systematic approach for working together to support the people they served.

Individuals in the focus groups had mixed opinions about the quality of their interactions with career navigators or success coaches. Many were very happy with their experiences and found that career

navigators really cared about them and did whatever they could to help. One P2P group member shared that, *“You walk in, they know who you are. They actually care. You’re not a number, you’re not a statistic.”* Another individual described their interaction: *“If you’re having a hard time with something, they’re like, well, if they got the answer, they’ll help you. And if they don’t, they’ll look for it...[the career navigator] says, ‘How’s everything going? You need anything? You having any trouble?’...I mean most programs they don’t care [like they do in P2P].”* They also described how supportive the success coaches were and the kind of follow-up they do with those in training: *“If you’re failing the class, she comes looking for you, because she checked with your professors and [she says] ‘Hey, you need to straighten this up if you want to have the degrees.’ She will track you down, if you don’t respond to her email, she’ll come to where you’re working at looking for you. And they do, they really seem like they care.”* Some P2P members, particularly those who left the program before completing it, discussed that there was a lot of turnover in their career navigators and they would call and never hear back from anyone.

Support services. Career navigators provided individuals with support services, including transportation, child care, training or employment-related supplies, clothing, and medical supplies (such as eyeglasses or dentures) that were necessary for an individual to participate in activities or become employed. Transportation was initially based on mileage up to \$200 per month, and child care was capped at \$465 per child per month (although child care was based on a State scale and most individuals received much lower payments that often did not cover their full costs). The full value of other supports was generally provided if they directly helped the individual meet their training or employment goals. Career navigators were expected to provide the support services upfront, instead of as a reimbursement; however, several of the CAAs provided transportation as a reimbursement, as was done under WIOA programs, which caused some confusion and burden on P2P group members. Also, calculating the mileage for transportation was burdensome for staff and often resulted in low reimbursement amounts to P2P group members. DCBS streamlined the policy in early 2017; all individuals received either a \$50 or \$200 check per month based on the number of days they estimated they would be traveling for training or work in the upcoming month. EKCEP also reinforced with each of the CAAs that these payments should be provided upfront each month and did not require documentation of mileage.

In response to repeated requests for help with vehicle repairs, in August 2018, DCBS approved this support service. Providers offered up to \$1,500 for vehicle repairs. P2P group members who legally owned a vehicle that needed a repair to make it safe or roadworthy could obtain an estimate for repairs, and P2P would pay a certified mechanic directly. Participants could receive more than one repair and have the car repaired at different times, but the support was capped at \$1,500 for their pilot lifetime.

P2P staff and P2P group members consistently mentioned the importance of support services in ensuring individuals’ success. Providers noted that P2P offered many more and larger amounts of support services than any other program in the community. This gave providers more tools to serve individuals and address their barriers. P2P group members also noted that some support services, such as dentures and clothing, gave them confidence and others, such as training supplies, and transportation, motivated them to go to work or training. Staff and individuals in P2P also universally agreed that the vehicle repairs were a beneficial added service, one widely needed by individuals in the rural areas where there is limited public transportation and individuals rely on personal vehicles for transportation. P2P group members pointed out that paying transportation assistance in cash provided them more flexibility to find transportation when they did not have their own vehicle, giving family members or friend a few dollars per ride or paying fees for a local van services in some communities.

Job retention services. P2P group members who entered employment could receive job retention services, during which time they could continue to receive case management and support services. Individuals could receive these services for up to 90 days after starting employment.

Employer resource network. As part of P2P, Kentucky planned to develop an ERN based on models that have operated in Michigan and other States. An ERN is a network of employers who offer on-site supports, referrals, and counseling to low-wage employees who may be facing personal obstacles that could interfere with their employment. A success coach (different from those at KCTCS) can help employees resolve these issues so the individual can retain their job. EKCEP launched the ERN in summer 2017. It started with one success coach at one employer but EKCEP was negotiating contracts with two other employers at the time. The success coach was on-site daily to help employees (the coach was serving all employees, not just individuals in the P2P group, through a separate grant that supplemented P2P funds). The ERN grew throughout 2017 and 2018 to include three success coaches at nine different locations (across three employers). The success coaches spent several hours per week on-site at each location to help employees. The coaches met with hundreds of employees (although few were in P2P) and helped them with a wide range of services, including applying for public assistance, finding housing, providing financial literacy, and obtaining clothing. The coaches even connected several employees to a charity that provided cars for minimal monthly payments.

One of the ERN employers that provides jobs to hundreds of employees through call centers, found the success coach so effective in helping with employee retention and job satisfaction that it offered the success coach a job to provide these services full-time for the company. The employer staff pointed out that their employees face many barriers to employment, and the ERN is helping people overcome those barriers. Many employees used the success coach, and staff said their human resources would be overwhelmed if they had to take on these kinds of services. The employer also pointed out that most of their human resources staff would have no idea how to connect employees with the community resources offered by the success coaches. They suggested that many other employers would benefit from participating in an ERN.

4. P2P group services management, partnerships, and communication

The original management plan was for DCBS to oversee the pilot and contracts—generally troubleshooting issues—but it would not be involved in the day-to-day operations, which EKCEP would oversee. However, early in the planning period, DCBS realized that the partner and provider agencies each had its own cultures and they often were not communicating and coordinating as expected. Because of these challenges, DCBS became more involved in the planning and management to ensure coordination and progress. The program managers at DCBS and EKCEP worked closely together to respond to providers' questions, develop new or revised guidance, and monitor the pilot progress. They also frequently visited the providers on-site to identify issues and provide technical assistance. In 2017, when the pilot had been in operation for more than a year and the new DCBS program manager was hired (see discussion of staffing changes under Section C.6), DCBS spent less time directly working with providers and overseeing the day-to-day operations. The EKCEP program manager took on more of these responsibilities. The program managers also organized executive team leadership meetings every few months among leadership from DCBS, EKCEP, KCTCS, and KYAE. These meetings were focused on planning, coordination, and broader organizational issues.

DCBS used a collective impact approach to bring together staff from each partner and provider to ensure they had a voice in the pilot and were invested in its success. After the pilot began enrollment, JFF

facilitated monthly collective impact meetings for representatives from each partner and provider in the eight counties. The meetings generally included 20 to 40 people and were intended to provide strategic guidance and vision for the pilot. The early meetings tended to focus on recruitment concerns, but over time they shifted to addressing differences between organization and consistency in providing services and administering P2P. The discussion during the meetings often highlighted how siloed each partner and provider organization was, but these discussions helped people hear different perspectives and to respect the approach and goals of other agencies.

During the first year of the pilot, staff noted they saw some territorial “*turf*” issues between organizations. The different agencies did not always work well together, and there was an “*us-versus-them*” mentality. This sometimes emerged with enrollment, when some organizations “*took credit*” for all of the enrollment in a county or would point out they were doing more of the work and other providers were not. This caused some tension, but as the providers met during the collective impact and TBCM meetings each month, they were able to work through many of these issues. One provider said, “*Discussions between partners can be transformative, but how you talk to each other matters.*”

After some initial confusion and concerns about communication, most providers were satisfied with communications between them and EKCEP and DCBS. Providers suggested their questions were generally answered quickly and they appreciated the regular communication at monthly collective impact meetings.

5. P2P group services and participation trends

P2P providers generally struggled to meet enrollment targets, but once enrolled, individuals often moved into employment and training-related activities quickly. Career navigators generally described their caseload as having about half of the individuals in occupational skills training and half in work experience or some other work-based learning opportunity. They made fewer referrals to KYAE for adult education, either because individuals often had a GED or were reluctant to enroll in adult education for skill building. P2P did not have a specific time frame for how long the average person would require services, but staff suggested that individuals who moved into a pathway generally stayed in services for several months or sometimes for more than a year, if in training.

Drop-off points. P2P had two primary drop-off points (places in the flow of services that create obstacles or opportunities for individuals to stop participating or not move to the next step in the process). These were after the first intake meeting and during the assessment process before moving to employment and training-related activities. Staff discussed that some individuals would enroll because they heard they could receive support services, such as \$200 a month for transportation, but once the career navigator described what was expected of the individual, the person sometimes did not return. Also, the intake process included several assessments and a referral to KYAE to take the TABE before moving into activities. Some P2P group members did not complete all of the steps of the assessment.

Many of the P2P group members in focus groups discussed how after they had participated in work-based learning for all of the allotted hours, the jobs rarely transitioned into full-time employment. They struggled to find unsubsidized employment and there were no other employment activities they could participate in through P2P, so they left the program. They were very happy with the work-based learning activities, but they felt like there were few options when that activity ended. Staff and P2P group members agreed that allowing individuals to participate in work-based learning for more hours would be beneficial because of the lack of employment options in the community.

Exits. Individuals' cases were typically closed 90 days after they found employment. Cases were also closed for individuals who did not engage in services for more than 30 days, but they could re-engage at a later time. However, during the first year of P2P, career navigators often were not closing cases for either those who were not engaged or those who had completed services, so exit rates were not always accurate and caseloads appeared to be higher than they actually were. This made it difficult to manage caseloads and to track individuals' progress, but the program managers guided career navigators on how to better track exits, and this improved over time.

EKCEP and the providers made several efforts to re-engage individuals who left P2P before completing services. In 2018, EKCEP identified a list of 600 individuals and reached out to them through telephone calls and emails. Staff were able to reach about 100 of them; many telephone numbers were incorrect or out-of-service phone numbers when they called. They suggested that about 20 percent of those who they reached re-engaged in services.

Participation trends. P2P group members faced two primary challenges—lack of quality jobs and transportation. Both provider staff and P2P group members mentioned the biggest barrier to employment was simply the lack of good jobs in these areas and a vast available workforce competing for them. After the decline of the coal industry, which was the backbone of most of these communities, most available jobs were in the fast food or retail industries and paid minimum wage. Some P2P group members discussed in a focus group that when there is a “good job” opening, people will line up to get the applications (sometimes the line is around the block), and a single job could receive more than 100 applications. Many in the focus group indicated they felt they “*did not have a chance*” at getting any of those jobs because they were competing with people who had college degrees and extensive work histories. They also said that in these small rural communities it was difficult to obtain jobs if you did not “*know someone*,” but some were able to use their connections to the CAA, which was helpful.

“Most of them are dead end jobs anyway. You're working at fast food or retail and you're not getting promoted...You know, there's not a whole lot of room for promotion in these jobs, because of the economy being so bad. People are hanging on to jobs as hard as they can. And I hate to say, but I think a lot of this town is family owned...You've got to be family or a friend before you can get a job.”

-P2P group member

Some new companies had moved into the area and offered work in document scanning, telework, and call centers, but the scanning and call centers were often for Federal clients, which required rigorous background checks that were hard for people to pass. Also, many of the new jobs were outside of the eight pilot counties, which required individuals to travel long distances or move out of the area. Some providers and P2P group members also had concerns about not being able to find employment in the area even after individuals completed occupational skills training or work-based learning opportunities.

Transportation was also frequently cited as a major barrier to participating in P2P and keeping a job. The pilot area is very rural with limited public transportation options. Thus, individuals needed reliable transportation and money for gas to travel to activities and work. In some areas, individuals needed to travel upwards of an hour each way by car to get to the college or to work, which discouraged some individuals or was a barrier for those who did not have access to transportation. The initial transportation support based on mileage was often confusing and was not helpful for most individuals, but the change to a flat amount was helpful. All individuals in the focus group agreed that they would not have been able to stay in P2P without the \$200 monthly transportation assistance. Some individuals also mentioned that a

van service offered in some of the counties for \$5 per trip was really helpful (and they could use their transportation assistance from P2P to pay for it), but this was not available in all counties and not everyone was aware of these services.

6. Staffing

P2P provided one career navigator in each county to work directly with P2P group members, but several CAAs chose a different staffing model. To manage the caseloads, most offices used both the P2P career navigator and the WIOA career advisors interchangeably, and all served individuals in P2P and WIOA. Although this helped distribute the P2P workload, which one person likely would not have been able to manage, it did cause some issues for consistent provision of services. Because the advisors were not considered formal career navigators, they did not have a user account for the data system and did not enter their own case information. Also, they often did not attend P2P training, collective impact meetings, or TBCM meetings. Without ongoing guidance on P2P policies and processes, they sometimes fell back on using WIOA policies instead. In retrospect, several CAA directors suggested they would have staffed P2P differently, by assigning dedicated staff solely to P2P instead of sharing caseloads with WIOA programs.

Throughout 2016 and early 2017, EKCEP offered targeted training to P2P staff to fill in the gaps from the initial training. Most staff indicated they did not feel prepared to begin implementing the pilot or to use Salesforce when the pilot enrollment began. EKCEP held several in-person trainings with provider staff focused on specific topics that were not clear initially or were inconsistently implemented. Topics included how to document information in the data system, properly complete an ICP, and conduct assessments. Some staff in leadership also suggested that frontline staff could have used more training in providing support services and interpersonal skills, and needed more knowledge about other services in the community. One person pointed out that, *“services are as good as the frontline staff who provide them,”* so training is important. DCBS and EKCEP also updated and expanded the P2P handbook for providers, which was distributed in April 2017 and clarified many policies. The distribution of the handbook was well received, but many would have liked documentation from the start of the pilot, with continual, real-time updates. Because of staff turnover, EKCEP continued to provide one-on-one training and support for new staff throughout the service period.

P2P experienced some turnover in staff, particularly in key positions. Just after the start of the pilot, in June 2016, the EKCEP program manager resigned. She was quickly replaced in July by a new program manager, who had previously worked at OET and was familiar with P2P. In January 2017, the DCBS program manager, who managed the day-to-day pilot activities and was integral to the design of the pilot project, resigned. Although a new program manager started in February 2017, the role changed, becoming less hands on and more focused on *“keeping the trains running.”* At that point, the day-to-day management was delegated to EKCEP. Provider staff had mixed feelings about the DCBS program manager leaving and EKCEP taking the leadership role. Although those at the CAAs (who traditionally worked closely with EKCEP) generally saw the transition as positive, other providers noted a decrease in communication and felt they were not *“in the loop”* in the same way as before.

For most of the service period, staffing at providers was stable in most locations, but a few providers had high turnover. Two CAAs and one KCTCS location replaced their career navigator or success coach multiple times. One location had to replace its career navigator four times. In this county, the other providers described problems with individuals they referred to the CAA not completing their intake and assessments and not obtaining support services and case management appointments. Also, one of the

KCTCS locations went through three success coaches, and leadership noted that it was like a “*revolving door*,” and every time staff left, P2P would “*lose momentum and some students would leave*.” In 2018, several providers reported additional turnover or reductions in their P2P staff. This often resulted in high caseloads for the remaining career navigators, with some caseloads approaching 150 individuals, making it hard to meet each individuals’ needs. Staff found some relief when enrollment ended and caseloads began declining. However, after enrollment ended, some of the career navigators also began resigning in anticipation of losing their jobs when the pilot ended. These vacancies generally were not filled.

In 2017, two new provider positions were added. Originally, the career navigators from Knox and Bell counties also recruited and provided case management to Whitley County, but a dedicated career navigator was added to serve the county. Also, due to high caseloads in one KCTCS region, KCTCS added another success coach to help recruit and provide services to individuals in that area.

7. Performance management

As discussed previously, EKCEP used Salesforce to track service receipt data. EKCEP worked with a vendor to customize Salesforce, but there were limitations to the flexibility of the tool and the funding available (through OET) to make changes as issues arose. DCBS and EKCEP agreed this was not the best system to use for capturing service receipt, and DCBS staff suggested in the future they would create a system run out of its offices for better control. The new system would be dedicated to the agencies’ employment and training programs, instead of focused on workforce programs, but partners would have access to it.

Another challenge with Salesforce was an unexpected license fee. The licenses to use Salesforce were expensive (thousands of dollars per license), and no funds were allocated to pay for these fees. A limited number of licenses were purchased for P2P, which meant not all staff providing services to individuals could access the system. Often, one staff person at each provider had access and would enter all of the data for P2P group members. The data sometimes were not entered promptly, and the quality of the information varied depending on how well the career navigator knew the individual about whom they were entering information.

D. Sustainability and replicability

Staff shared their insights on how they would serve those P2P group members who were receiving services when the pilot ended, their plans for sustaining P2P, and how they would implement it differently if given the opportunity.

Although DCBS had expanded its SNAP E&T program across the State to serve able-bodied adults without dependents (ABAWDs) while the pilot was operating, it did not have plans to expand the program to the pilot counties in 2019. Because of the high unemployment rates in the pilot area, Kentucky had a Federal waiver of the time limit for ABAWDs, meaning ABAWDs did not have work requirements in those counties. Therefore, offering a SNAP E&T program in those areas was not necessary. DCBS was going to reassess creating a program in 2020 if the waiver expired (however, due to COVID-19, all States had a waiver of the time limits for ABAWD in 2020 and 2021).

Near the end of the pilot period, staff from DCBS and EKCEP discussed how P2P group members would be served once P2P ended. Because SNAP E&T would not be offered in the pilot area, there was no SNAP-funded program for them to transition to. However, each provider was working with individuals still on their caseload to help them find a way to finish their activities. Although the support services and

work-based learning opportunities offered under P2P would not be available through other programs, basic education through KYAE is available to anyone in the community, and CAAs likely could continue to support those looking for employment or needed other types of assistance. Those in training at KCTCS were in a more difficult situation. P2P was able to pay for the semester that was just beginning when the pilot ended, but staff were working with each individual to find funding for additional semesters if they were not completing it in the next semester.

Despite there not being a SNAP E&T program in the pilot area, there are programs in other parts of the State, and DCBS and providers discussed which parts of the model could reasonably be continued after the pilot ended. Although staff consider many of the P2P services and activities to be valuable, particularly the support services, funding is limited for SNAP E&T, which prevents them from providing robust support services. DCBS staff suggested that the TBCM and ERN are the only components of P2P that would likely continue because neither need much underlying funding to sustain services. Some providers thought TBCM could naturally be continued as part of their quarterly partner meetings that were mandated by WIOA programs and said the TBCM meetings had now become part of their culture. However, some providers were unsure the meetings could continue without a champion organizing them. DCBS is considering which organization could do this and how they could expand this across the State. For the ERN, EKCEP was interested in continuing and expanding the program. As of November 2019, it was investigating funding and expansion opportunities.

DCBS also was considering targeting the SNAP E&T program to non-work registrants. When P2P opened its eligibility to non-work registrants, mothers with young children (under the age of six) were highly motivated to enroll. Many of them may already be receiving TANF and would not be eligible for SNAP E&T (per Federal policy), but DCBS thought those who were not on TANF may want to participate in SNAP E&T.

If DCBS and its providers were to sustain P2P, they would need:

- DCBS (as it is most knowledgeable about the SNAP E&T program) to be much more involved in the oversight of the program to ensure providers are implementing the SNAP policies and not those for other employment and training programs;
- Local SNAP offices to be aware of and involved in making referrals to the SNAP E&T program;
- Funding to provide the level of support services, either through partners that can pay 50 percent of the costs (the Federal government will reimburse the other 50 percent) or through grants;
- A case management system that is designed for SNAP E&T programs in which all providers have access, ideally owned by DCBS; and
- Strong communication, information sharing, and partnership across all organization.

E. Key implementation analysis findings

Key findings from P2P's planning, implementation, operations, and close-out periods are summarized below.

- **Teaming with organizations that did not previously work together required extensive coordination and time to develop relationships.** As DCBS began working with the P2P partner and providers, it became clear that the organizations had different cultures and approaches to employment and training. It was difficult to break down the silos and encourage the organizations to coordinate

and standardize their policies. DCBS described the need for a major culture shift to ensure partners and providers truly understood the differences between the policies for the programs they typically offered and for P2P. Many discussions were also needed for providers to understand one another, eliminate territorialism, and start working together toward the same goals. The collective impact and TBCM meetings helped overcome many of these issues.

- **Developing an employment and training program from the ground up was challenging, even when leveraging existing services in the community.** Even though P2P used services that already existed, it had to weave those services together into a package that did not exist. The goals and missions of the various organizations sometimes clashed with those of P2P or other organizations, which made the process more difficult. In addition, the TBCM model, the collective impact approach, and the ERN did not already exist in the community and were some of the more challenging parts to design and implement. DCBS realized it underestimated the time it would take to plan and implement the pilot, assuming that because most of the services existed in the community it would be fairly seamless to use them for P2P.
- **Trying to fit employment and training for those in public assistance into the workforce structure was difficult and not always applied consistently.** Although using the WIOA system and experienced staff was key to starting enrollment in the pilot in just a few months, there were downsides to relying on the WIOA structure as the basis for P2P. Although the services offered through WIOA programs were similar to those offered through P2P, there were several key differences in policy, intensity of services, and processes. Providing P2P required CAA staff to shift their mindset. Managers noted that those staff who were hired for the pilot and did not have a WIOA background generally acclimated to P2P better and were more effective in serving those in the P2P group; those with a WIOA background often fell back on what they knew and were not always consistently applying the P2P policies. Some staff suggested that in the future, the SNAP E&T program should hire separate staff to serve SNAP participants so the individuals are served consistently.
- **Although there were difficulties in developing the TBCM model, it was universally described as the best and most lasting part of P2P.** After resolving the initial obstacles of understating how to use a TBCM approach in practice, providers from all counties and organizations shared their appreciation for it. The TBCM approach enabled them to systematically work with other organizations to best serve the individuals they had in common. Providers also felt it opened up lines of communication between them and other providers in the community that should have been open before P2P and would likely continue after it ended.
- **The package of P2P services offered was like none other in the community and helped keep P2P group members engaged.** Partner and provider staff described the P2P services as “*amazing*,” and several focus group members described what they received as “*life changing*,” despite at first thinking “*it was too good to be true*.” Unlike other programs, there were few limitations on who could participate in occupational skills training or paid work-based learning, and there were no out of pocket costs for P2P group members. Also, the amount provided for support services and the array of supports that were offered were unprecedented in the community and often were key to keeping individuals engaged in services. Some focus group members indicated the transportation assistance allowed them to cover their expenses and remain in occupational skills training; they suggested normally they had to make a choice between earning money to pay their bills or training, but P2P allowed them focus on training.

- **Even the best employment and training program likely will not be successful if there are not employment opportunities in the community.** Providers and P2P group members frequently voiced concerns about not having employment opportunities with sustainable wages for those completing P2P. Although access to occupational skills training through P2P was valued, many staff and some P2P group members noted that these communities offer few job prospects, even for individuals who obtained skills through training. Several of the individuals in the focus groups who had completed occupational skills training were employed, but they had to drive to other counties (sometimes more than an hour away), and two indicated they would need to move out of eastern Kentucky to find a good job in their field. Also, those who obtained some work experience through work-based learning often could not find unsubsidized employment to transition into. Jobs in the area were either not available or did not pay a living wage. Thus, many were concerned that even individuals with skills would have limited employment outcomes without a broader effort to bring employers into the community.

V. Participation analysis

In this chapter, we present findings on the services that P2P 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 P2P, 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, occupational skills training, and work-based learning activities; support services received; receipt and intensity of case management services; and the timing of and reasons for exiting P2P. 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.²⁶ Appendix D contains additional data on the characteristics of those who did or did not complete P2P 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 P2P

P2P group members generally started their intake interview immediately after random assignment during their first visit to a provider. During this meeting (or in subsequent meetings), individuals started at least two formal assessments (Career Coach and BESI). Some P2P members may have been asked to complete additional assessments, depending on their needs (such as assessments of substance use or mental health issues). Career navigators also started the ICP during the initial meeting with individuals. After assessment and discussion of ICP goals, career navigators offered individuals several services and activities based on their needs, including (1) basic education, (2) occupational skills training, (3) work-based learning opportunities, (4) intensive team-based case management, and (5) support services.

1. Overall engagement in P2P

Almost all individuals in the P2P group received services, meaning they started an assessment or ICP, or an employment or training-related activity offered by P2P (Exhibit V.1).²⁷ This high rate of engagement reflects that most individuals started an intake interview

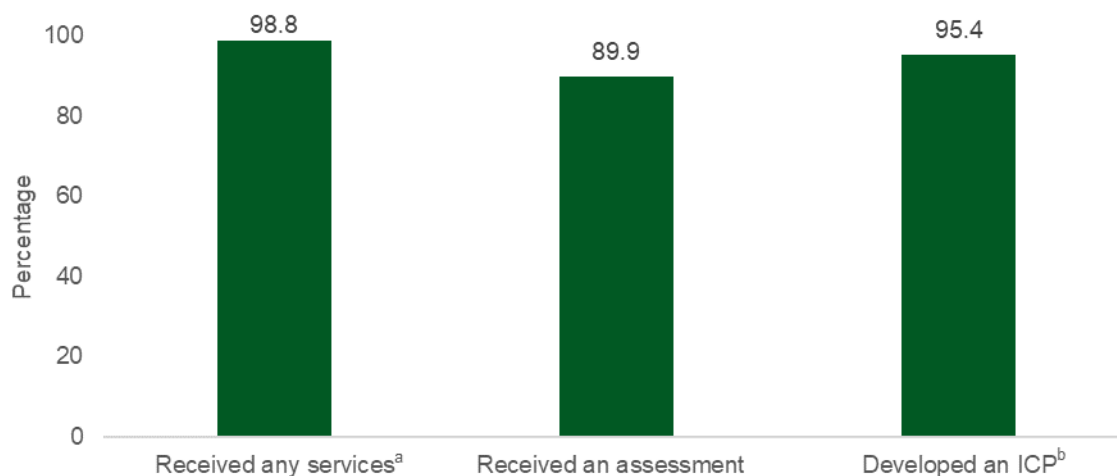
After random assignment, virtually all P2P group members received services and most completed assessments.

²⁶ The pilot extended enrollment over a 29-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 who enrolled in 2017 could only receive services up to 27 months; those who enrolled in 2018 could only receive services for up to 15 months. This range is large across the entire pool of P2P group members (Appendix Table D.2), but most group members (88 percent) had a potential window of at least 12 months in which to receive services, and more than half (51 percent) were enrolled early enough to allow for 24 months of services. However, the actual participation rates show that only 26 percent of P2P group members participated in services for 12 months, and 3 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).

²⁷ The measure does not include case management and support services because individuals often engaged once to meet with a case manager or get a support service but did not return for more meaningful activities and services.

with a career navigator immediately after random assignment to the P2P group. However, about 10 percent of those assigned to P2P did not follow through to complete an assessment. Because an individual's demographic information was collected during the first meeting with a career navigator and entered into the ICP section of the data system, it appears that virtually all of the P2P group members developed an ICP (95 percent). However, some of these ICPs were not completed. The full ICP was developed as part of the upfront assessment, so the percentage of P2P members who completed their ICP is actually closer to the percentage who completed an assessment. 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 few differences between the two groups; the same was true for individuals who did and did not receive an assessment (Appendix Table D.12).

Exhibit V.1. Percentage of P2P group members who engaged in services



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

Note: Estimates are based on data from 1,598 P2P group members.

^a“Received any services” measures engagement in activities, including assessments, developing an ICP, and employment or training-related activities; the measure does not include orientations, case management, or support services.

^bAn ICP was automatically populated with basic information during the first meeting with individuals but was not completed at that time; additionally not all individuals fully developed an ICP, which happened over the course of several meetings as part of the assessment process.

ICP = individual career plan

Length and timing of engagement. On average, individuals in the P2P group who engaged in services spent about eight months (246 days) in the pilot (Appendix Table D.5). Overall, most individuals began receiving services within the first quarter after random assignment (89 percent), with the remaining individuals mainly engaging between Quarters 2 and 5 (Appendix Table D.6).

2. Engagement in activities

Despite a high overall rate of engagement, only about half (55 percent) of P2P group members ultimately started an employment or training-related activity (Exhibit V.2). Individuals most commonly started work-based learning (38 percent) and occupational skills training (27 percent). Fewer individuals participated in job search (9 percent) and basic education (4 percent).

Exhibit V.2. Percentage of P2P group members who started an activity



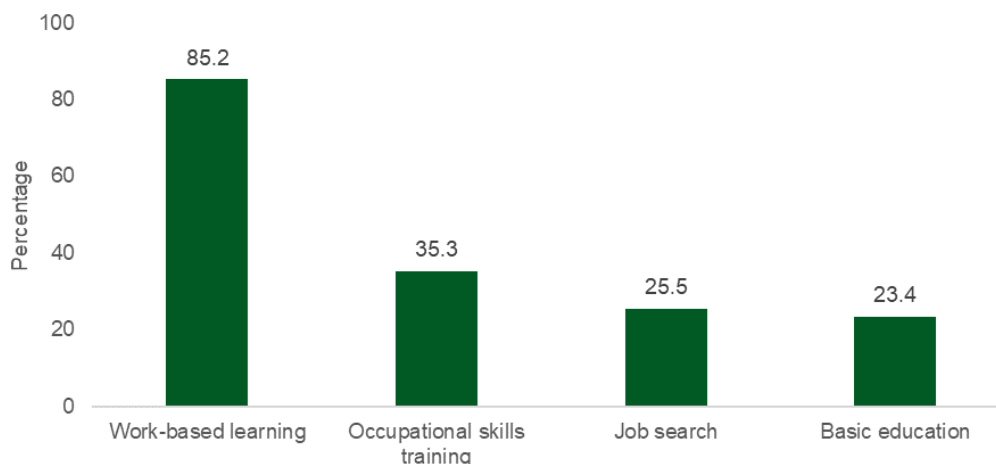
Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 1,598 P2P group members.

Among those who started activities, 71 percent of individuals completed at least one activity (Appendix D.3). However, completion rates varied by type of activity. Most individuals who started a work-based learning activity completed it (85 percent); other activities had lower completion rates, ranging from 23 percent (basic education) to 35 percent (occupational skills training; Exhibit V.3). There were no significant differences in the baseline characteristics of individuals who did and did not complete work-based learning, and only a few differences among individuals who did and did not complete other activities (Appendix Table D.13).

About half of P2P group members participated in an activity, and most of those who started one completed it. Work-based learning was most commonly started and completed.

Exhibit V.3. Percentage of P2P group members who completed an activity, among those who started one



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

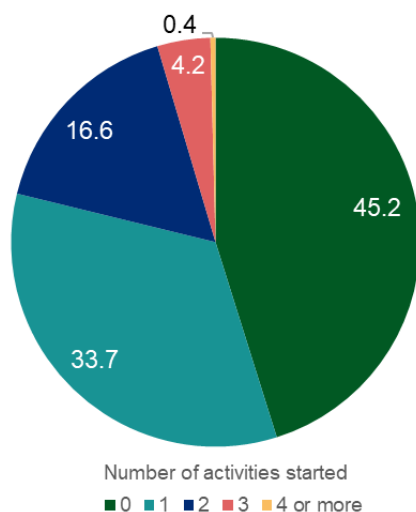
Note: Estimates are based on data from 876 P2P group members.

Length and timing of engagement. Individuals in the P2P group who started an activity spent an average of three to nine months participating, depending on the activity (Appendix Table D.5). Individuals spent the most time in basic education (279 days) and the least in job search (104 days). Individuals spent a similar amount of time in occupational skills training and work-based learning (178 and 176 days, respectively).

Although most individuals started an activity in the first and second quarters after random assignment (39 and 7 percent, respectively), 1 to 3 percent started activities between Quarters 3 and 7 (Appendix Table D.6). There was much more variation in the timing of activity completion—the largest percentage of those who started an activity completed it in the second quarter (12 percent), but many also completed activities in Quarters 1 and 3 (7 percent each), and 1 to 3 percent completed them in each quarter between Quarters 4 and 10.

Number and order of activities. Exhibit V.4 shows that most P2P group members either did not start an employment or training-related activity (45 percent) or engaged in just one activity (34 percent). Most individuals who participated in activities started either work-based learning (49 percent) or occupational skills training (36 percent) first; fewer started job search (10 percent) or basic education (6 percent) first (Appendix Table D.5). Among those who participated in just one activity, the majority participated in work-based learning (55 percent), followed by occupational skills training (29 percent; Appendix Table D.5).

Exhibit V.4. Number of activities started by P2P group members (percentage)



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

Note: Estimates are based on data from 1,598 P2P group members.

For P2P group members who participated in more than one activity, the most common combination of activities was occupational skills training, followed by work-based learning (38 percent). The average length of time between starting the two activities was more than four months (Appendix Table D.5). In general, among individuals who started more than one activity, there was a period of longer than three months between starting the first activity and then starting the second one. This finding suggests that individuals generally did not engage in multiple activities simultaneously. They likely had completed or were close to completing one activity before moving to the next. However, this pattern may not be the case for those participating in occupational skills training. Because training lasted longer than four

months on average, there likely was more overlap with other services. Many individuals in occupational skills training were offered a work study opportunity at some point during their training, so it appears they were in training for a few months before obtaining a work study position, which would continue as long as they were completing their training.

Earlier versus later enrollment. Because some service and P2P 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 no significant differences in the overall rates of starting or completing activities. However, those who enrolled in the pilot later were less likely than those who enrolled earlier to start or complete occupational skills training (a 7 and 8 percentage point difference, respectively; Appendix Table D.4). Because training generally took longer to complete than other activities, those who enrolled later may have been discouraged from starting activities they could not finish before the pilot ended.

B. Education, occupational skills training, and work-based learning

In this section, we explore education, occupational skills training, and work-based learning activities in more detail. The section describes the types of education and occupational skills training P2P group members started and completed, as well as any degrees or certifications they earned. It also describes the types of work-based learning in which individuals participated and the average value of any subsidies they received.

1. Education and occupational skills training

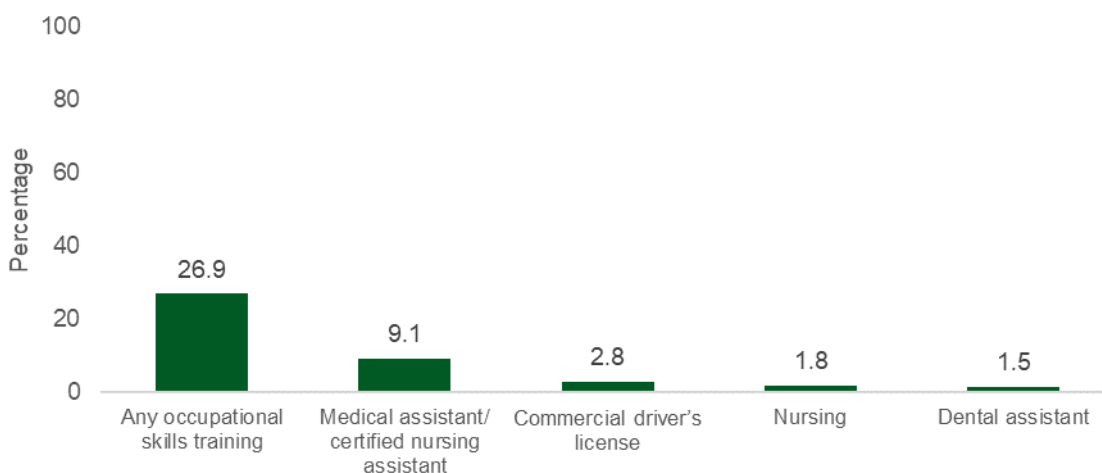
Few P2P group members participated in education activities. Those who did so were working to obtain their GED. Four percent of P2P group members started a GED class, and 1 percent (or 29 percent of those who started) completed it. The same percentage also obtained their high school equivalency certification (Appendix Table D.7).

More than one-quarter of P2P group members participated in some type of occupational skills training (Exhibit V.5). Individuals had many choices for occupational skills training, so no one type of training had a large percentage of P2P group members starting it. The five most common types of training started were medical assisting or certified nursing assistant (CNA), commercial driving, nursing, dental assisting, and medical billing or coding. These five types of training accounted for about 60 percent of the trainings started.

About 7 percent of P2P group members earned an occupational skills training credential or certification—half of those were for medical assisting.

Among those who started an occupational skills training, the completion rate was highest for those starting a commercial driving training (82 percent). Completion rates were lower for the other trainings in the top five completed—medical assistant training/CNA (54 percent), dental assistant training (42 percent), administrative assistant training (40 percent), and medical billing/coding and electrical utility operator/lineman (20 percent for both trainings).

Exhibit V.5. Percentage of P2P group members who started any occupational skills training and the five most common types of training

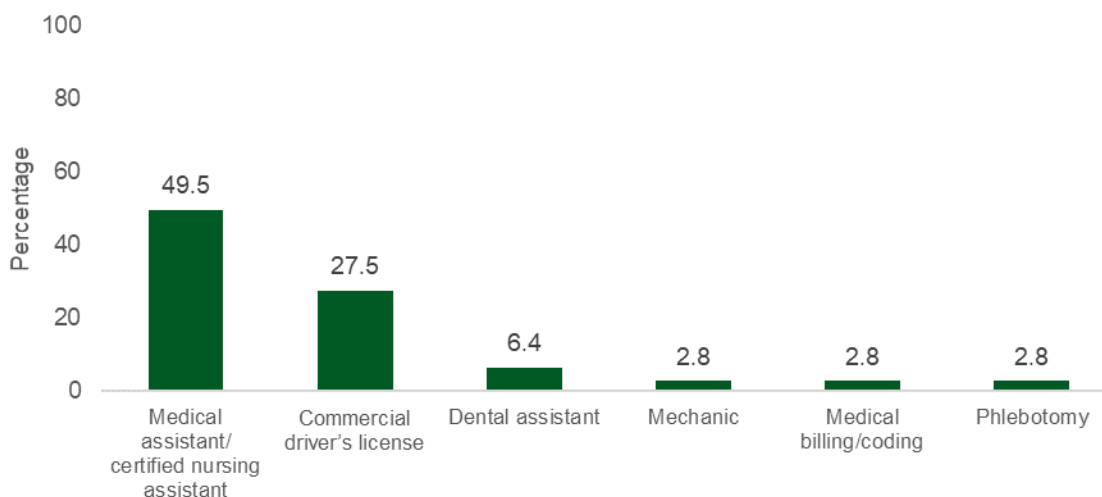


Source: SNAP employment and training evaluation administrative service use data.

Note: Estimates are based on data from 1,598 P2P group members.

Many of the individuals who completed an occupational skills training program received a certification or credential (7 percent of all P2P group members; Appendix Table D.7). The five most common credentials earned were for medical assisting/CNA (50 percent); a commercial driver's license (28 percent); dental assisting (6 percent); and mechanic, medical billing/coding, and phlebotomy (3 percent each; Exhibit V.6). P2P group members earned certification and credentials between Quarters 1 and 9, but most earned them within the first three quarters (nine months) after random assignment (Appendix Table D.6).

Exhibit V.6. Percentage of P2P 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: More than five occupational skills training types are presented when there is an exact numeric tie for the fifth position. Estimates are based on data from 109 P2P group members.

2. Work-based learning

Most of the P2P group members who participated in activities engaged in some type of work-based learning activity (38 percent; Exhibit V.7). Work experience was the most common type of work-based learning in which individuals participated (61 percent). Work experience could be paid or unpaid, but virtually all of the individuals were paid. P2P group members also participated in work study (30 percent), internships (19 percent), or on-the-job training (1 percent). Most individuals who started work-based learning completed it (85 percent); those who started spent an average of 459 hours in work-based learning. Individuals earned an average of \$8.20 per hour for their positions and an average of \$4,015 in total during their participation in the activity. (P2P paid the wages directly to the individual rather than paying a subsidy to employers. Employers did not pay for any labor.)

P2P group members participating in work-based learning worked for an average of 459 hours and earned \$4,015.

Exhibit V.7. Percentage of P2P group members who participated in work-based learning and average amount of subsidy received

Type of service	P2P group
Started work-based learning (%)	38.4
Type of work-based learning, among those who started (%)	
Work experience	61.2
Work study	29.5
Internship	19.4
On-the-job training	1.0
Completed work-based learning (%)	32.7
Completed work-based learning, among those who started (%)	85.2
Average amount of wage per person, among those who started (\$)	4,014.60
Total number of hours spent in work-based learning, among those who started	458.8
Average per-hour wages per person, among those who started (\$)	8.20
Sample size	1,598

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

C. Support services

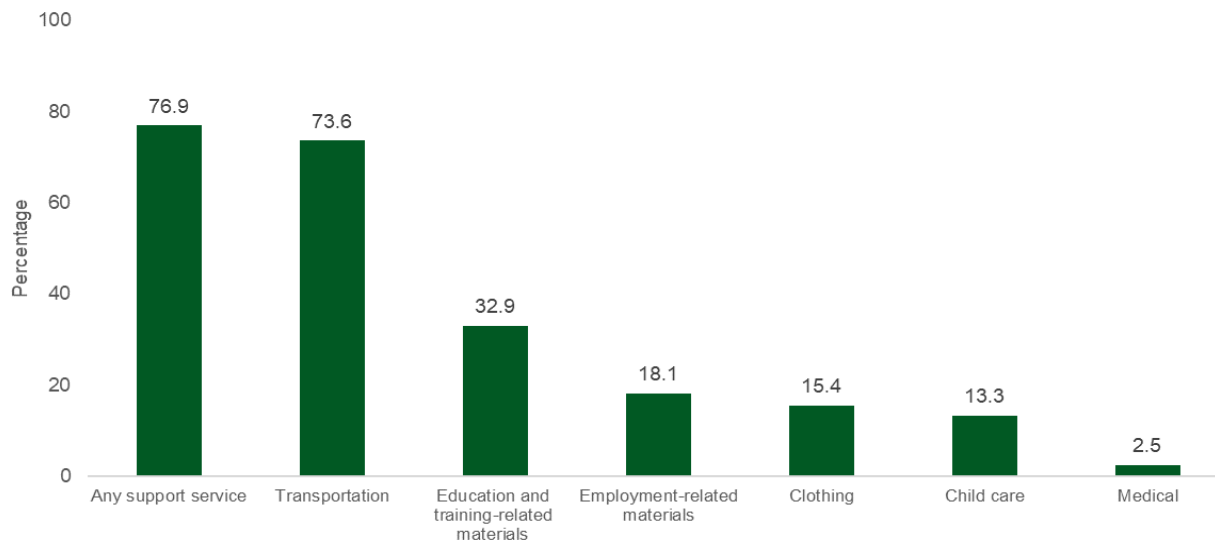
Most P2P group members received at least one support service (77 percent). Most of these individuals received transportation assistance (74 percent; Exhibit V.8). Approximately one-third of P2P group members received assistance with education and training-related materials. Fewer individuals received assistance with employment-related materials (18 percent), clothing (15 percent), child care (13 percent), or medical care (3 percent). Most individuals started receiving support services within their first quarter after random assignment (65 percent), whereas 1 to 4 percent of individuals first received a support service in Quarters 2 through 7 (Appendix Table D.6).

More than three-quarters of P2P group members received a support service and received a total of \$2,785, on average.

V. Participation analysis

Individuals who received a support service received some type of support service for eight months, on average.²⁸ They received child care and transportation assistance for the longest periods of time (nine and eight months, respectively). Individuals received education and training-related materials for an average of two months. Among those who received all other types of support services, they received them for just one month, meaning these supports were likely a one-time payment.

Exhibit V.8. Percentage of P2P 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 1,598 P2P group members.

On average, P2P group members who received support services received a total of \$2,785 in support service payments (Exhibit V.9). Average total amounts by type of support service were largest for child care (\$3,162) and transportation (\$1,781). The total average amounts for other support services were lower, ranging from \$226 (clothing) to \$929 (education and training-related materials).

Exhibit V.9. Amount of support services received among those who received support services

Type of service	Average amount
Average total amount of support services paid per person (\$)	2,784.50
Average total amounts of support services paid per person, by type (\$)	
Child care	3,162.10
Transportation	1,780.90
Education and training-related materials	929.10
Medical	600.30
Employment-related materials	304.10
Clothing	225.90
Sample size	1,229

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

²⁸ Individuals who received support services in more than one month did not necessarily receive them in consecutive months.

Support services in relation to other measures. We assessed whether participation in P2P 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 P2P for 59 days longer than those who did not (Appendix Table D.8). In addition, 98 percent of individuals who started an employment or training-related activity received a support service, compared with only 52 percent of those who did not start an activity. Virtually all individuals who completed an activity (99 percent) received a support service. Individuals who started and completed an employment or training-related activity received several hundred dollars more in support services than those who started but did not complete an activity (\$3,604 versus \$3,361; Appendix Table D.8). This difference likely reflects that those who completed activities were in P2P longer (which resulted in more monthly assistance).

Earlier versus later enrollment. Those who enrolled in the pilot later were more likely to receive support services than those who enrolled earlier (81 percent compared to 74 percent; Appendix Table D.4). This difference may have been influenced by changes to the types and amounts of support services in 2017 and 2018.

D. Case management

The P2P model was designed to provide intensive case management by assigning a career navigator to each individual enrolled in the P2P group. These career navigators were required to contact individuals at least once per month but provided case management as needed in between those contacts. Individuals who received occupational skills training received additional counseling and support from a success coach at the college campus. Exhibit V.10 shows that most individuals in the P2P group (97 percent) had at least one contact with a career navigator. On average, individuals who had any contact with a career navigator or coach had almost 13 contacts while in P2P. Virtually all of these contacts were in person and generally happened each month when individuals came to the office to pick up their transportation assistance checks. The average number of contacts per month ranged from 3 to 6 during the first year, with the most contacts occurring in Quarters 2 and 3 (Appendix Table D.6). Average monthly contacts with career navigators and coaches dropped after the first year to less than one contact per month in Quarters 5 to 12. On average, individuals who had contact received about 193 minutes, or just over three hours, of contact with their navigator and coach over the time they were in P2P (Exhibit V.10).

Almost all P2P group members were in contact with a career navigator and had an average of 13 contacts during P2P, mostly in person.

Exhibit V.10. Amount and type of P2P group members' contacts with career navigators and success coaches

Type of service	Amount and type of contact
P2P members with any contact (%)	96.8
Average number of contacts per person (#)	12.3
Average number of contacts per person, among those with a contact (#)	12.7
Average number of contacts per person per month, among those with a contact (#)	0.7
Average total time for case management contact, among those with a contact (minutes) ^a	192.5
Among contacts, type of contact (%)	
In person	99.2
Telephone	0.8
Electronic (email, text, social media)	0.1
Sample size	1,598

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 P2P. We excluded some contacts, such as leaving a phone message or sending mass mailings, where applicable.

^aThe number of minutes represents the total amount of time each individual was in contact with a career navigator and success coach among all contacts, averaged across all individuals who had a contact.

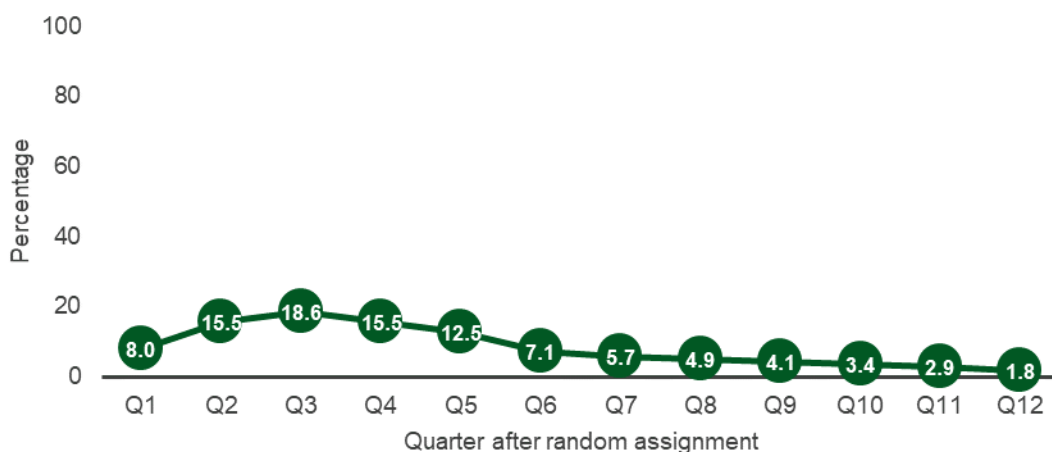
Earlier versus later enrollment. Those who enrolled in the pilot later were more likely to have contact with a career navigator than those who enrolled earlier (98 percent compared to 96 percent; Appendix Table D.4).

E. Extent and timing of P2P exits

More than half of P2P group members (58 percent) exited P2P during their first year (first four quarters) after random assignment; 30 percent left in their second year (Quarters 5 through 8), and the remaining 12 percent left in their third year (Quarters 9 through 12; Exhibit V.11). Most individuals left in the third quarter after random assignment (19 percent); 16 percent left P2P in each of Quarters 2 and 4. Among those who exited within 3 months, 49 percent received a support service, compared to 70 percent of those who exited within 12 months (Appendix Table D.10). More than half of P2P group members exited after they participated in an employment or training-related activity (51 percent); only a small percentage (7 percent) of those who exited later re-entered P2P (Appendix Table D.10).

More than half of individuals exited P2P within their first year after random assignment; just over 10 percent exited in the third year.

There were few differences in the characteristics of those who left P2P early (within Quarter 1) and those who left later (after Quarter 1), perhaps because most individuals remained in P2P through the first quarter. Those who exited earlier were more likely to be White (a 4 percentage point difference) and less likely to have been employed at the time of random assignment (a 7 percentage point difference; Appendix Table D.11). They also were more likely to be 25 to 49 years old (a 9 percentage point difference) and have less than a high school education (a 9 percentage point difference).

Exhibit V.11. Percentage of P2P group members who exited within each quarter

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

Note: Estimates are based on data from 1,598 P2P group members.

Most P2P group members chose to exit before completing services (discontinued services), or navigators lost contact with them and closed those cases after repeated attempts to contact the individual (32 percent each; Exhibit V.12). The providers did not track loss of SNAP as a reason for exit, but using SNAP administrative data, only 10 percent of P2P group members exited SNAP in the month before, the month of, or the month after their exit from P2P. This finding indicates that most P2P exits were not associated with losing SNAP benefits.

Thirteen percent of P2P group members reported leaving because they found employment, but this percentage may not provide a full picture of employment around the time of exit. Using UI wage data, we examined the employment patterns around the time of exit from P2P. About 39 percent were already employed at the time of exit (at least three months before exit), and 15 percent started employment around the time of exit (between two months before to two months after the exit date). Forty-six percent did not become employed around the time of exit. The percentage reporting that they left P2P for employment is similar to the percentage who obtained new employment in the UI wage data, but this number may not reflect others in the 39 percent who were employed while in P2P and decided to leave the program because of changes in hours, wages, or satisfaction with their current job.

Exhibit V.12. Percentage of P2P group members who exited, by reason

Exits	P2P group
Discontinued services	32.3
Lost contact	31.5
Exited due to P2P ending	23.0
Exited due to employment	13.1
Sample size	1,598

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

VI. Differences in service receipt for the P2P and control groups

In this chapter, we describe how P2P and control group members differed in their receipt of services based on participation in P2P or other services and programs available in communities.²⁹ Understanding differences in service receipt is important for interpreting findings about the impacts of P2P 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 P2P 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.³⁰ We then examine differences between the two groups in rates of completion, the amount of time spent in different activities, and receipt of case management and support services. (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

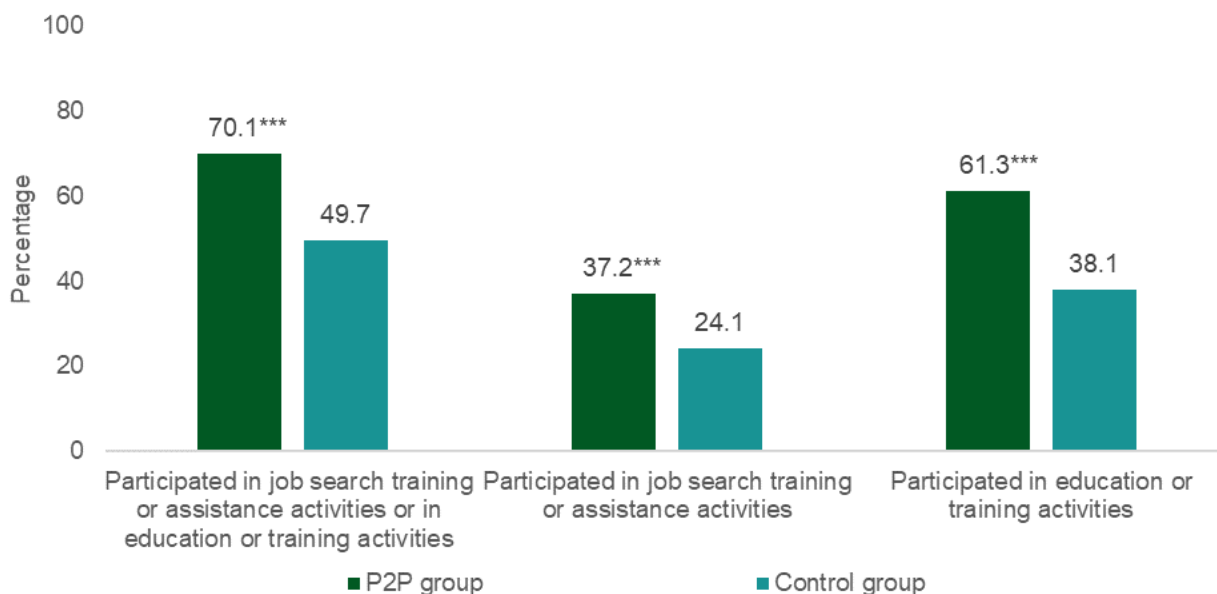
Individuals in the P2P group participated in activities at higher rates than individuals in the control group. Seventy percent of the P2P group participated in a job search training or assistance activity or education or training activity compared to 50 percent of the control group (Exhibit VI.1). Relative to individuals in the control group, individuals in the P2P group were more likely to participate in job search training or assistance activities (13 percentage point difference) and education or training activities (23 percentage point difference).

Relative to the control group, the P2P group was more likely to participate in job search training activities or education or training activities during the three years following random assignment.

²⁹ Because DCBS did not offer a SNAP E&T program in the pilot areas, no existing SNAP E&T services were offered to the control group. Control group members were able to receive services from other programs available in the community, as were P2P group members.

³⁰ 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 P2P or community-offered services



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

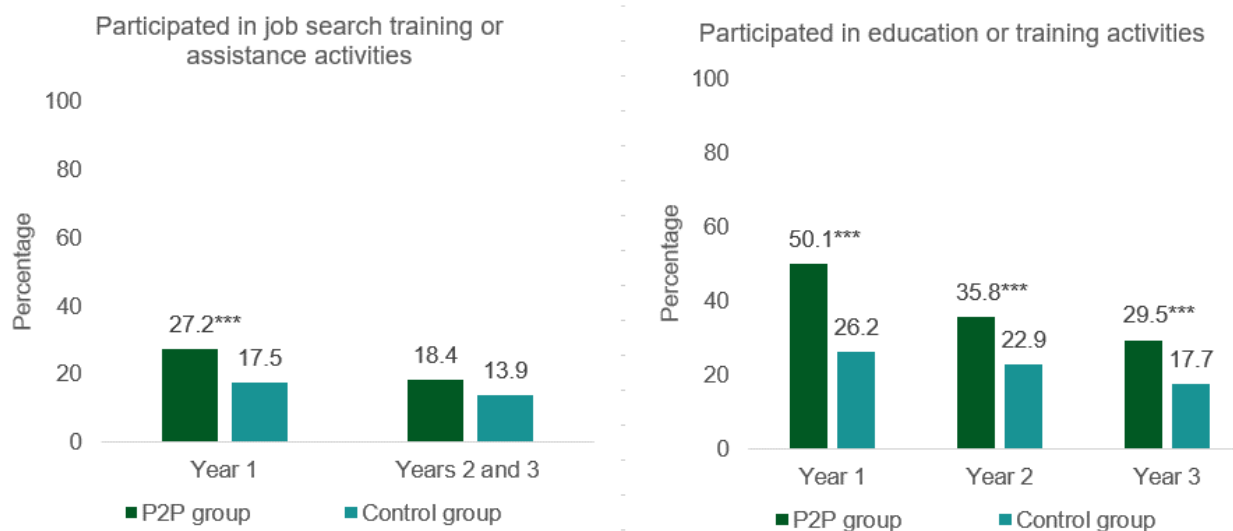
Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 426 P2P group members and 362 control group members.

***/**/* Difference between the P2P 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 P2P 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 a 24 percentage point difference between the P2P group and the control group in the percentage of individuals who participated in education or training activities. By Year 3, this difference had decreased to 12 percentage points. Notably, although the average individual in the P2P group participated in the pilot for about eight months, a strong difference in service receipt remained in the third year after random assignment. Even after Kentucky stopped providing P2P services, P2P group members continued receiving services in the community at higher rates than control group members—the difference between the P2P and control groups in the percentage of individuals who participated in an education or training activity was 23 percentage points before the pilot ended and 11 percentage points after it ended (Appendix Table E.2a). Many individuals started these activities before the pilot ended. The differences between the two groups in rates of participation for individuals randomly assigned earlier in the pilot period were similar to those randomly assigned later (Appendix Table E.10).

There remained a strong difference between the P2P and control groups in rates of participation for all three years, even after the end of the service period.

Exhibit VI.2. Participation in P2P or community-offered services, by year after random assignment



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

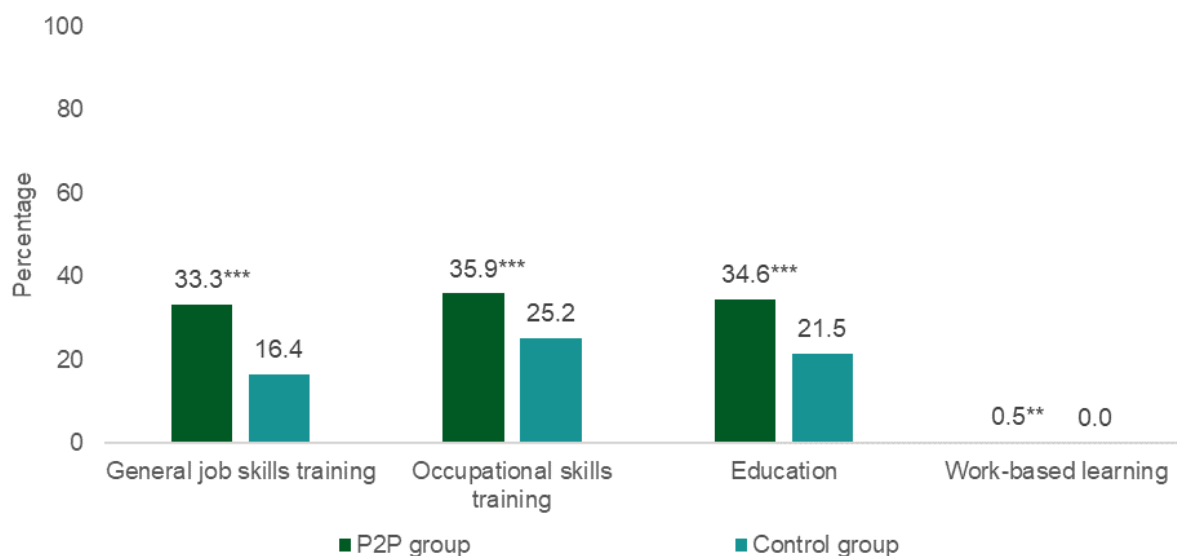
Note: Estimates cover the 36 months following random assignment. Estimates are based on data from 426 P2P group members and 362 control group members. The 12- and 36-month surveys collected the start and end dates for participation in education or training programs, but not for participation in job search 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 P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

P2P 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 general job skills training (17 percentage point difference), education (13 percentage point difference), and occupational skills training (11 percentage point difference). There was a small difference in rates of participation in work-based learning (less than 1 percentage point).

The P2P 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 P2P 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 426 P2P group members and 362 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

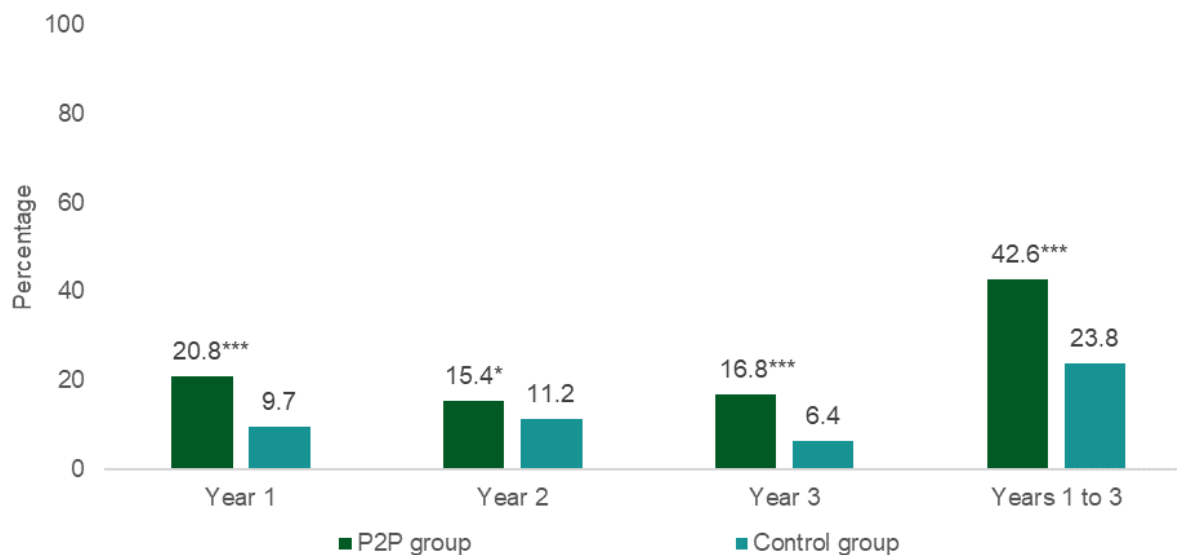
B. Differences between research groups in activity completion

In addition to being more likely than the control group to start education and training activities, the P2P group was also more likely to complete them (Exhibit VI.4). Overall, P2P group members were 19 percentage points more likely than control group members to complete any type of education or training activity (data not shown).

Differences between the two groups in rates of completion were largest in the first year after random assignment (11 percentage point difference), grew smaller in the second year (4 percentage point difference), and grew larger in the third year (10 percentage point difference; Exhibit VI.4). Completion rates were also larger earlier in the enrollment period than later. Some individuals—12 percent of P2P group members and 9 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 6 percent of P2P group members and 7 percent of control group members.

Individuals in the P2P group also were more likely than those in the control group to complete each type of activity, such as general job skills training (15 percentage point difference; Appendix Table E.3) and occupational skills training (12 percentage point difference; Appendix Table E.3). There was a small difference between the two groups in rates of completion for work-based learning activities, in part reflecting the small percentages of individuals who started these activities.

Exhibit VI.4. Percentage of P2P 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 426 P2P group members and 362 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

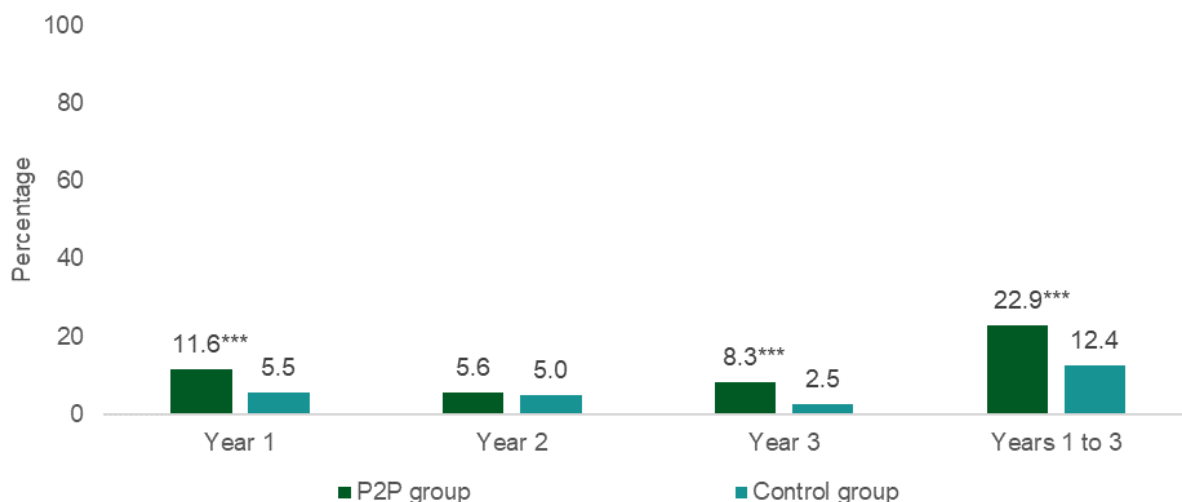
Individuals in the P2P group spent, on average, about four months longer in activities than individuals in the control group (nine versus five months; Appendix Table E.3). P2P group members also spent about 5 hours more per week in activities than control group members (10 versus 5 hours). In each of the three years following random assignment, the P2P group spent more time per year and more hours per week in activities relative to the control group (Appendix Table E.4).

Individuals in the P2P group were also more likely than those in the control group to receive an occupational certificate or license (10 percentage point difference; Exhibit VI.5). There was a significant difference in the percentage of individuals who received one in Years 1 and 3 following random assignment, but not in Year 2. Notably, the difference in Year 3 was 6 percentage points, suggesting that some individuals in the P2P group were more likely than those in the control group to receive one even after the pilot ended.

P2P group members were more likely than control group members to complete activities and earn an occupational certificate or license.

The differences between the two groups in rates of completion or receipt of an occupational certificate or license was larger for individuals randomly assigned earlier versus later in the enrollment period (a 14 percentage point difference versus a 2 percentage point difference; Appendix Table E.10). There was also a larger difference between the P2P and control groups in the average length of time spent on all activities among individuals randomly assigned later in the pilot than among those randomly assigned earlier (a six-month difference versus a three-month difference).

Exhibit VI.5. Percentage of P2P group members who received an occupational certificate or license, 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 426 P2P group members and 362 control group members.

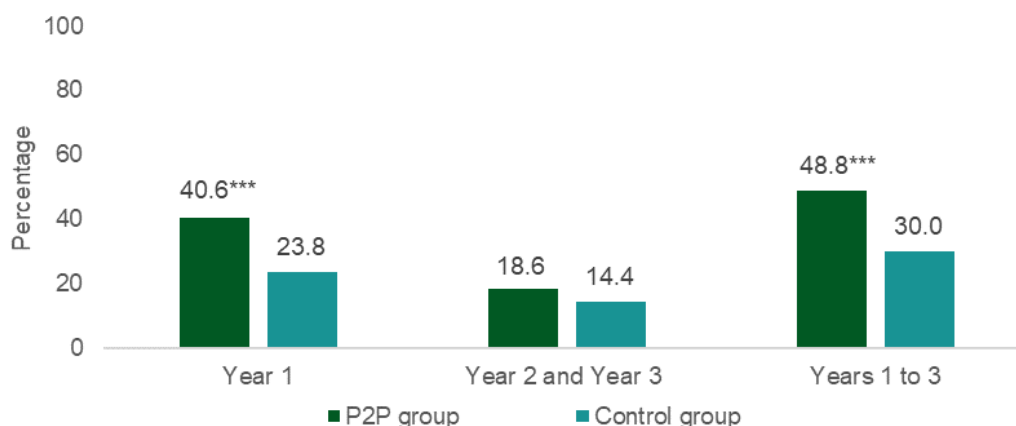
***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

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

P2P 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 (19 percentage point difference; Exhibit VI.6). The difference between the two groups was largest and statistically significant in the first year following random assignment (17 percentage point difference); it was positive but not statistically significant in the second and third years following random assignment. The difference in receipt of case management services for the P2P group relative to the control group for individuals randomly assigned earlier in the enrollment period was similar to those randomly assigned later (Appendix Table E.10).

P2P group members were more likely than control group members to receive case management and support services.

Exhibit VI.6. Receipt of case management services through P2P 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 426 P2P group members and 362 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.

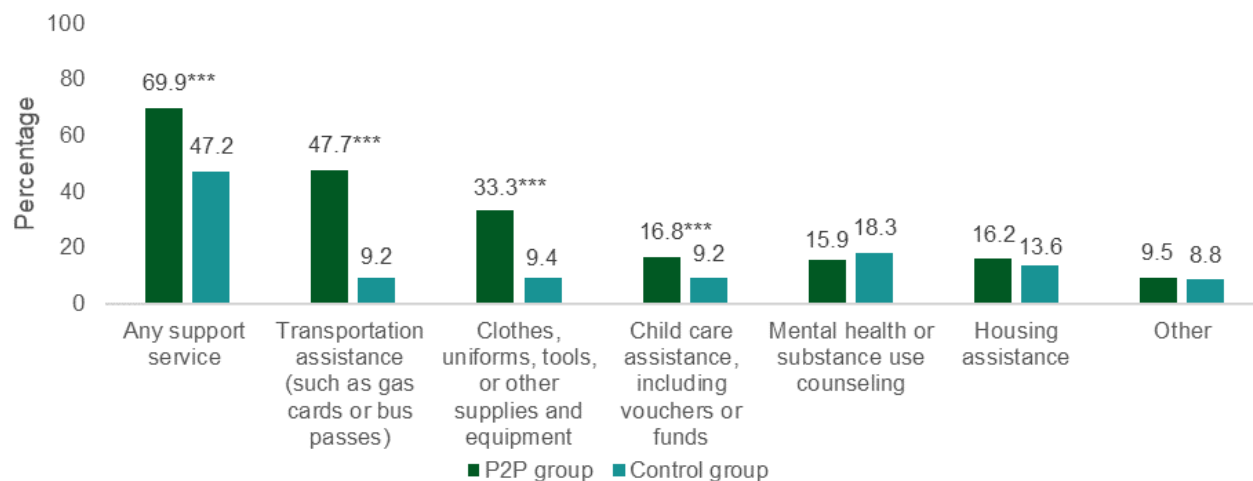
***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

On average, P2P group members had nearly four additional contacts with an employment professional or case manager relative to control group members (seven versus three contacts; Appendix Table E.6). There were few statistically significant differences in mode of contact (in person versus by phone) between the two groups; however, the P2P group was less likely than the control group to communicate mostly in person in the first year (Appendix Table E.7).

P2P group members also were more likely than control group members to receive support services. About 70 percent of individuals in the P2P group received a support service compared to 47 percent in the control group (Exhibit VI.7). The largest differences between the two groups were observed for transportation assistance (48 versus 9 percent); clothes, uniforms, tools, or other supplies and equipment (33 versus 9 percent); and child care assistance (17 versus 9 percent). There were no statistically significant differences between the P2P group and the control group in receipt of housing assistance, mental health or substance use counseling, or other support services.

Individuals in the P2P group were more likely than those in the control group to receive support services in the first year following random assignment and the ensuing two years. Differences between the two groups were largest in the first year and also larger for individuals randomly assigned earlier versus later in the enrollment period.

Exhibit VI.7. Receipt of support services through P2P 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 426 P2P group members and 362 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 P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

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 P2P, 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 P2P 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 P2P activities.

A. Impacts of P2P on labor market outcomes

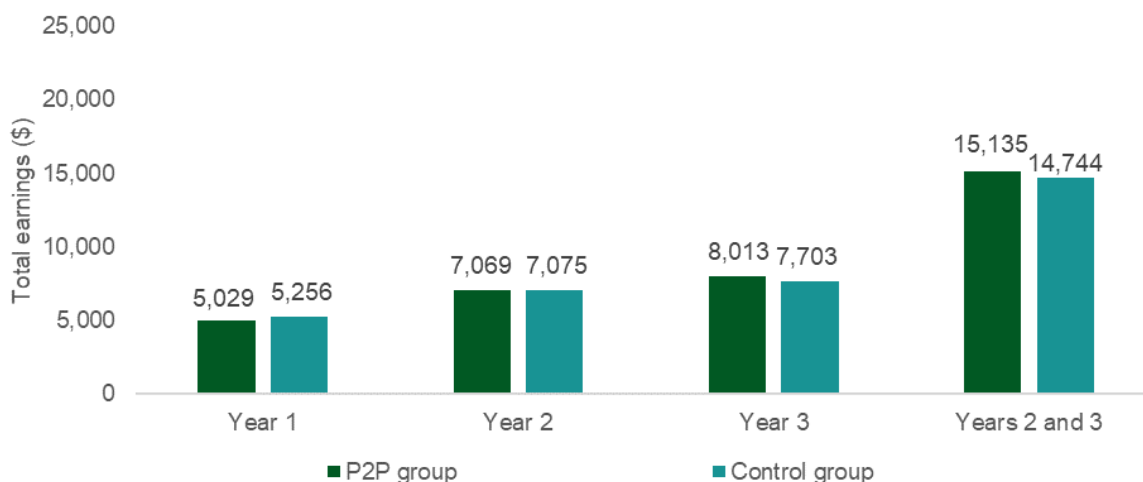
This section presents impacts on key labor market outcomes. Outcomes from both UI wage records and survey data were measured by year and quarter after random assignment. Some outcomes based on the survey data were measured at the time of the survey, approximately 36 months after random assignment.³¹

1. Impacts on earnings, employment, and hours worked

Earnings. Based on both UI and survey data, P2P 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 VII.1 and VII.2). Based on each data source, both research groups experienced increases in average earnings over time. The P2P group had greater average earnings over the two-year period (Years 2 and 3) relative to the control group, but this difference was not statistically significant.

³¹ 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

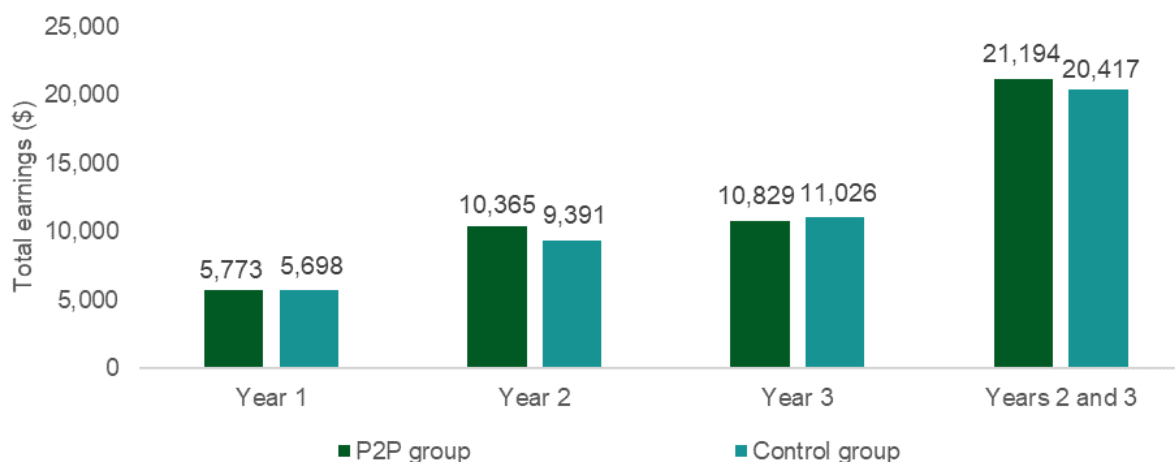


Source: SNAP employment and training evaluation UI wage records, weighted data.

Note: Estimates are based on data from 1,262 P2P group members and 1,274 control group members.

***/**/* Difference between the P2P 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



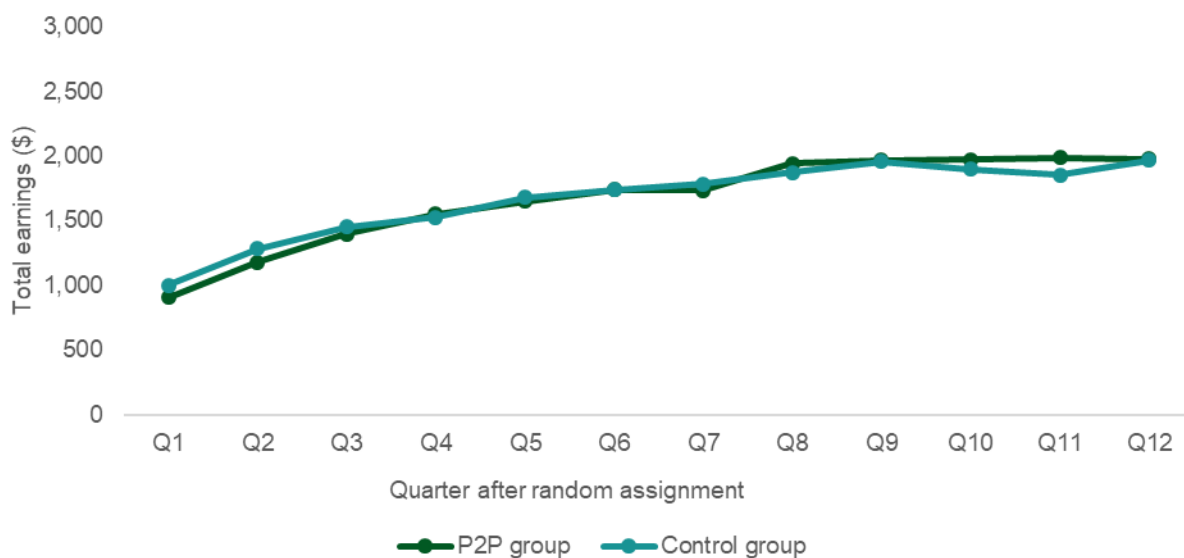
Source: SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Note: Estimates are based on data from 426 P2P group members and 362 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Based on both UI and survey data, there were no statistically significant differences between the research groups in earnings in any quarter (Exhibits VII.3 and VII.4). Based on UI data, these findings were similar for individuals who were randomly assigned earlier versus later in the enrollment period (Appendix Table F.19). Based on survey data, there were impacts of P2P on earnings for individuals who were randomly assigned later, but not for individuals randomly assigned earlier.

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

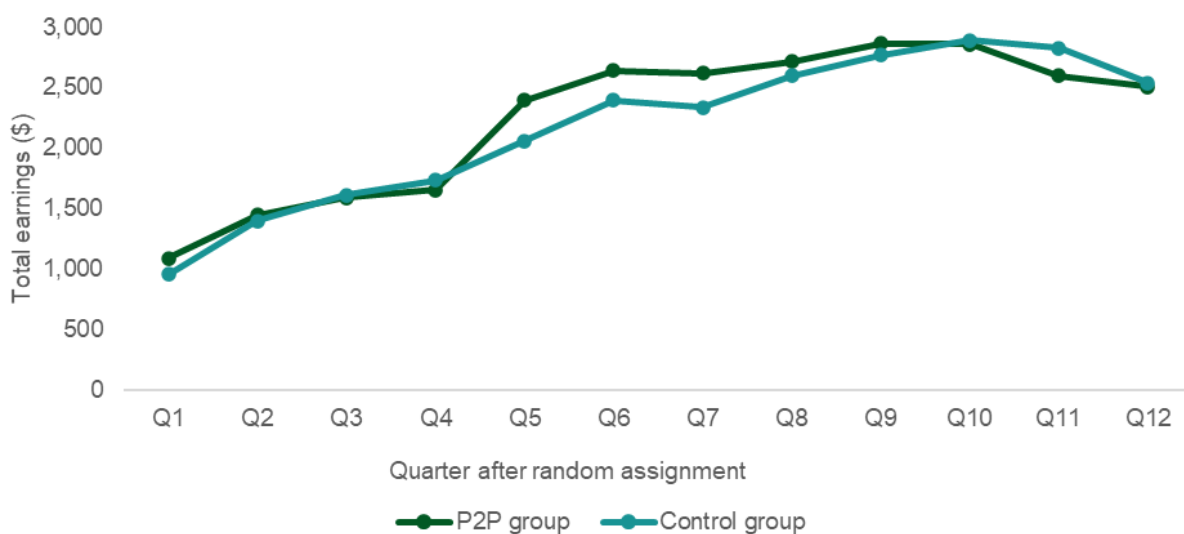


Source: SNAP employment and training evaluation UI wage records, weighted data.

Note: Estimates are based on data from 1,262 P2P group members and 1,274 control group members.

***/**/* Difference between the P2P 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.

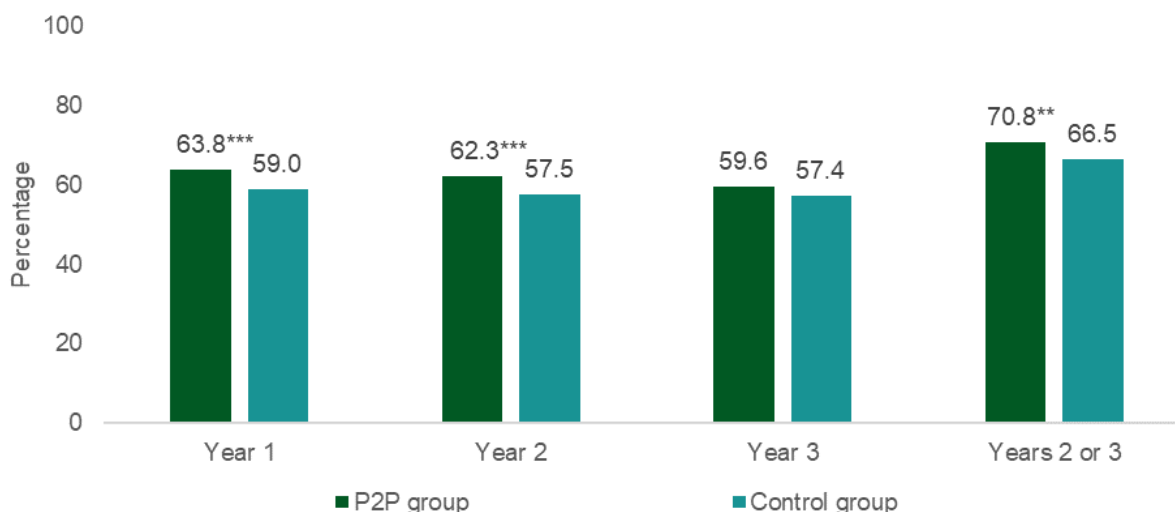
Note: Estimates are based on data from 426 P2P group members and 362 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Employment. Based on the UI data, P2P led to a 4 percentage point increase in employment in the two-year period (Years 2 and 3) (71 for the P2P group versus 67 percent for the control group; Exhibit VII.5). The largest impacts were in Years 1 and 2 (5 percentage points in each year). The difference between research groups was smaller in Year 3 (2 percentage points) and was not statistically significant.

Quarterly impacts were observed in Quarters 3 through 7, but grew smaller and lost statistical significance after that (Appendix Table F.2).

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 1,262 P2P group members and 1,274 control group members.

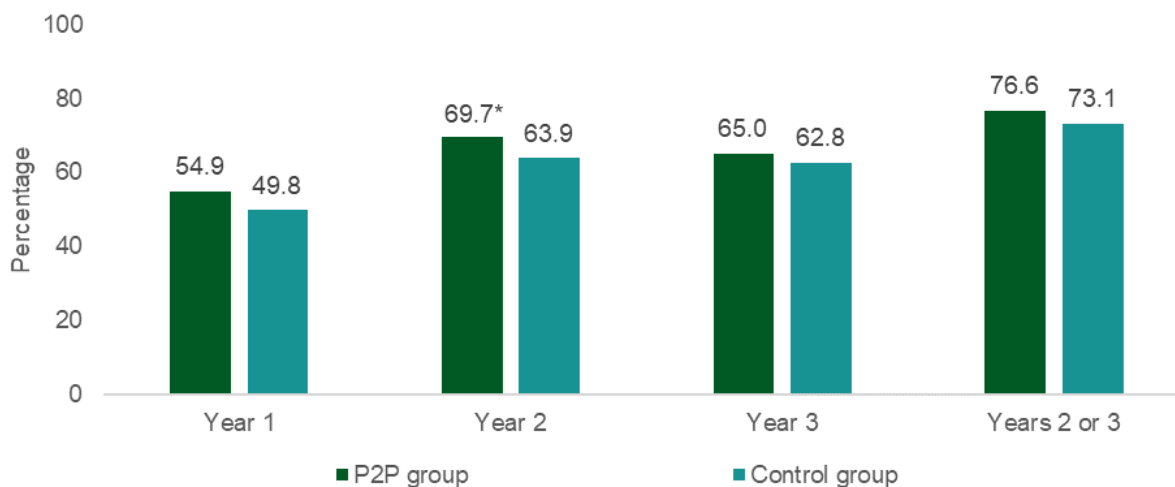
***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

There were comparable differences between research groups in the employment rate across the two-year period from Year 2 to 3 based on the survey data (77 versus 73 percent), but this difference was not statistically significant (Exhibit VII.6). Similar to findings based on UI data, differences in employment rates were observed in the survey data for Quarters 4 through 7 but grew smaller and were not statistically significant in later quarters (Appendix Table F.3). 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 both the UI and survey data, employment rates for both research groups generally increased across the first six quarters and then began to decrease.

P2P led to an increase in employment in the two-year period following random assignment, from Year 2 to 3, based on UI data. There were impacts in Years 1 and 2, but not Year 3. These findings were not corroborated by the survey data.

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 426 P2P group members and 362 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

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 P2P group was employed for more quarters/months per year in Years 1 and 2 (Appendix Tables F.2 and F.4). There were no statistically significant differences in Year 3 in either data source.

Hours worked. Among all individuals randomly assigned, those in the P2P group worked roughly the same number of hours per week as those in the control group (Appendix Table F.5). P2P group members worked an average of 12 hours per week in Year 1 and increased to 18 hours per week in Years 2 and 3. Similarly, control group members worked an average of 11 hours per week in Year 1 and increased to 17 hours per week in Years 2 and 3.

2. Impacts on characteristics of current jobs

Exhibit VII.7 presents characteristics of jobs individuals held at the time of the 36-month survey.³² This information was available only for individuals employed at the time of the 36-month survey (45 percent of the P2P group and 42 percent of the control group). For this reason, the measures in Exhibit VII.7 are non-experimental and the results do not represent the causal effects of P2P on job characteristics.

³² 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	P2P group	Control group	Difference
Employed at the time of the 36-month survey interview	45.0	41.6	3.4
Hours worked per week (%)			
Less than 20	13.6	10.9	2.7
21 to 34	19.3	23.2	-4.0
35 or more (employed full time)	67.1	65.8	1.3
Average	36.3	36.6	-0.3
Weekly earnings (%)			
\$1 to \$499	71.9	65.6	6.34
\$500 to \$999	26.1	28.7	--2.6
\$1,000 to \$1,499	2.3	4.3	-2.0
\$1,500 to \$2,000	0.0	0.7	-0.7
\$2,000 and above	0.0	0.7	-0.7
Benefits available at job (%)			
Any benefit	80.7	80.4	0.3
Health insurance or HMO/PPO plan	63.6	67.2	-3.5
Dental insurance	57.8	50.6	7.2
Paid vacation	58.7	58.4	0.3
Paid holidays	61.2	56.7	4.5
Paid sick leave	49.4	42.6	6.8
Any paid time off	66.5	70.4	-3.9
Pension or retirement benefits	57.2	49.4	7.8
Tuition assistance or reimbursement	21.7	24.3	-2.6
Type of employment (%)			
Regular full or part time	81.2	79.4	1.8
Temporary or on call	5.7	8.8	-3.2
Self-employed or independent contractor or consultant	11.7	10.9	0.8
Day laborer	1.4	0.9	0.6
Occupation (%)			
Office and administrative support	12.0	13.7	-1.7
Healthcare support	8.7	11.1	-2.3
Educational instruction and library	6.0	5.1	0.9
Food preparation and serving	6.5	5.4	1.1
Building and grounds cleaning and maintenance	5.5	5.6	-0.1
Sales	5.4	8.1	-2.7
Transportation and material moving	5.1	7.2	-2.1
Production	7.8	5.8	2.0
Management	0.7	5.2	-4.5**
Personal care and service	3.3	3.4	-0.1
Sample size	243	184	

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

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

HMO = health maintenance organization; PPO = preferred provider organization.

Among individuals who were employed at the time of the 36-month survey, P2P group members and control group members held jobs with generally similar characteristics. In both research groups, about

two-thirds of individuals were employed full time, and about 70 percent earned less than \$500 per week (Exhibit VII.7). The majority of employed individuals in both research groups received at least one employer-offered benefit. Employed P2P group members were slightly more likely than employed control group members to receive dental insurance (56 versus 51 percent), paid sick leave (47 versus 42 percent), and pension or retirement benefits (58 versus 51 percent), and were less likely to receive health insurance (64 versus 67 percent), any paid time off (67 versus 70 percent), and tuition assistance or reimbursement (22 versus 24 percent), although these differences were not statistically significant. Most employed individuals in both research groups were regular status employees working full time or part time. Common occupations included office and administrative support, health care support, educational instruction and library services, and food preparation and serving. With the exception of the P2P group being less likely than the control group to be employed in management jobs, occupations were similar across research groups.

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 P2P 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 higher for the P2P group than the control group in Years 1 and 2 but similar in Year 3. Despite the higher rate of employment in Years 1 and 2, the P2P group was more likely than the control group to have two or more unemployment spells over the three-year period (Appendix Table F.20). This outcome was more likely for individuals who were employed at the time of random assignment than those who were not employed.

As presented in Exhibit VII.6, employment rates were similar in Years 2 and 3 combined based on the survey data. However, based on those data, the percentage of individuals who experienced a job loss during the three-year period following random assignment was higher for the P2P group than the control group (68 versus 61 percent; Appendix Table F.22).³³ On average, both research groups experienced similar numbers of unemployment spells, with approximately 50 percent experiencing one spell during this period and 42 percent experiencing two or more spells. Although there were differences in the likelihood of losing a job, 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 31 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. However, job retainment rates were 8 percentage points higher for the P2P group than the control group (74 percent of the P2P group were employed at both points in time, compared to 66 percent of the control group), but this difference was not statistically significant.

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 39 percent of the P2P group had one job at the time of the 12-month survey; 4 percent had two or more jobs. At the time of the 36-month survey, these

³³ 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.

percentages were 44 and 3 percent, respectively. For the control group, 34 percent had one job and 2 percent had two or more jobs at the time of the 12-month survey. At the time of the 36-month survey, these percentages were 41 and 3 percent, respectively.

Exhibit VII.7 shows that P2P 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 P2P group was more 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. P2P group members also were more likely to receive tuition assistance or reimbursement at their job as of the 12-month interview, but this difference was not present at the time of 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.

4. Conclusions

P2P did not lead to an increase in average earnings in the two-year period (Years 2 and 3) based on UI or survey data.³⁴ There were no statistically significant differences in earnings in any quarter. P2P led to increased employment in the two-year period based on UI data. There were impacts on employment in Years 1 and 2 but not Year 3. Based on the survey data, the two-year increase was similar in size for the two research groups but not statistically significant. Based on both data sources, impacts were present toward the end of the first year and for most of the second year but grew smaller in Year 3. There were no effects on hours worked per week in any year.

B. Impacts of P2P on receipt of public assistance

This section presents findings on the impact of P2P 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

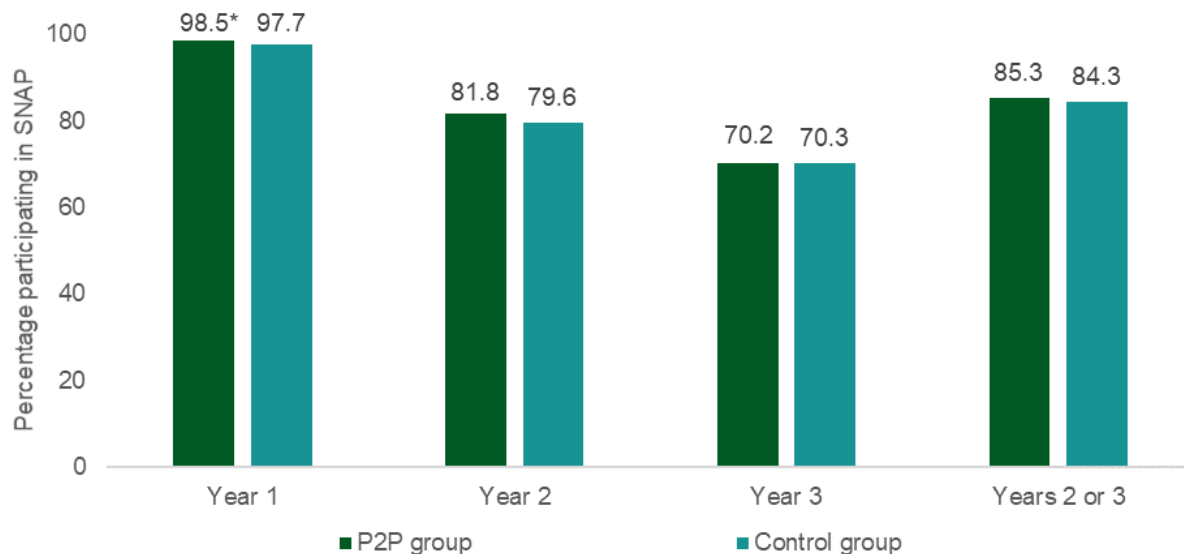
P2P did not lead to a statistically significant change in the likelihood of participating in SNAP in the two-year period (Years 2 and 3) after random assignment. About 85 percent of P2P group members and 84 percent of control group members participated in SNAP during this period (Exhibit VII.8). The lack of impacts of P2P on SNAP participation reflects similar decreases each year in the rate of SNAP participation for the P2P and control groups. For example, despite a small significant difference in Year 1, SNAP participation rates for both groups decreased from about 98 percent in Year 1 to 70 percent in Year 3. There were

P2P generally did not affect SNAP participation.

³⁴ 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.

several significant differences across groups in SNAP participation rates in Quarters 2 and 3, 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).

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 1,262 P2P group members and 1,274 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

The impacts of P2P 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 P2P group were \$150 greater than those for the control group in Year 1, but the differences were smaller and not statistically significant in Years 2 and 3 (Exhibit VII.9). Average SNAP benefit amounts were \$24 to \$44 higher for the P2P group than the control group in the first four quarters but smaller and not statistically significant in Quarters 5 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 the same as for nominal benefits. P2P group members received, on average, about 4 percent more of the maximum possible benefit compared to the control group in Year 1 (71 versus 68 percent), but differences between the P2P 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 P2P group, the percentage of the maximum benefit amount received decreased by about 28 percentage points between Years 1 and 3. During this same period, the percentage of P2P group members participating in SNAP decreased by about 28 percentage points (Appendix Table F.8).

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

Average SNAP benefits	P2P group	Control group	Difference	
Average SNAP benefits received (\$)				
Year 1	3,479	3,329	150	**
Year 2	2,625	2,573	52	
Year 3	2,238	2,259	-21	
Years 2 and 3	4,863	4,832	31	
Average monthly SNAP benefits received as a percentage of maximum benefit amount ^a				
Year 1	71.4	67.8	3.6	***
Year 2	52.8	51.0	1.8	
Year 3	43.8	43.0	0.8	
Years 2 and 3	48.2	47.1	1.1	
Sample size	1,262	1,274		

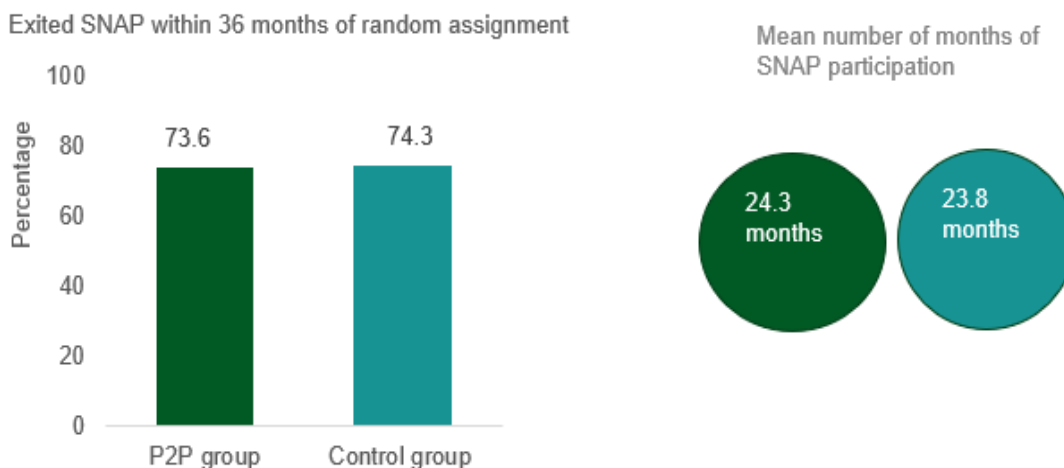
Source: SNAP employment and training evaluation SNAP administrative data, weighted data.

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

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

On average, the P2P 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 14 of the 24 months, on average, during this period (Appendix Table F.25), and about 24 months during the 36-month period (Exhibit VII.10). The average length of participation differed for the P2P and control groups (10.1 versus 9.8 months, respectively) in Year 1 but was similar in Years 2 and 3. P2P group members had similar likelihoods of exiting SNAP across the three years relative to control group members—74 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 26 percent of the P2P group participated in SNAP for the full three years, SNAP participation in Quarter 12 was higher (57 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 P2P and control groups (57 versus 60 percent, respectively), with about 32 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 58 percent of the P2P group had a single SNAP spell, 30 percent had two spells, and 12 percent had three or more spells. For the control group, these percentages were 56, 31, and 13 percent.

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 1,262 P2P group members and 1,274 control group members.

***/**/* Difference between the P2P 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). P2P led to decreased participation in TANF, relative to the control group, in Years 1 and 2 (roughly a 2 to 3 percentage point difference) but not Year 3. Across all three years, P2P led to a decrease of 3 percentage points in TANF participation. The same was true for TANF benefit amounts, which were about \$30 less for the P2P group in Years 1 and 2 but not significantly different from the control group benefits in Year 3 (Appendix Table F.10).

Using the survey data, we also estimated impacts of P2P 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).³⁵ 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 P2P group were about 2 percentage points more likely than those in the control group to receive general assistance benefits during the three-year period. The most commonly received benefit among both research groups was Medicaid (87 and 85 percent, respectively).

3. Conclusions

P2P 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.

³⁵ 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.

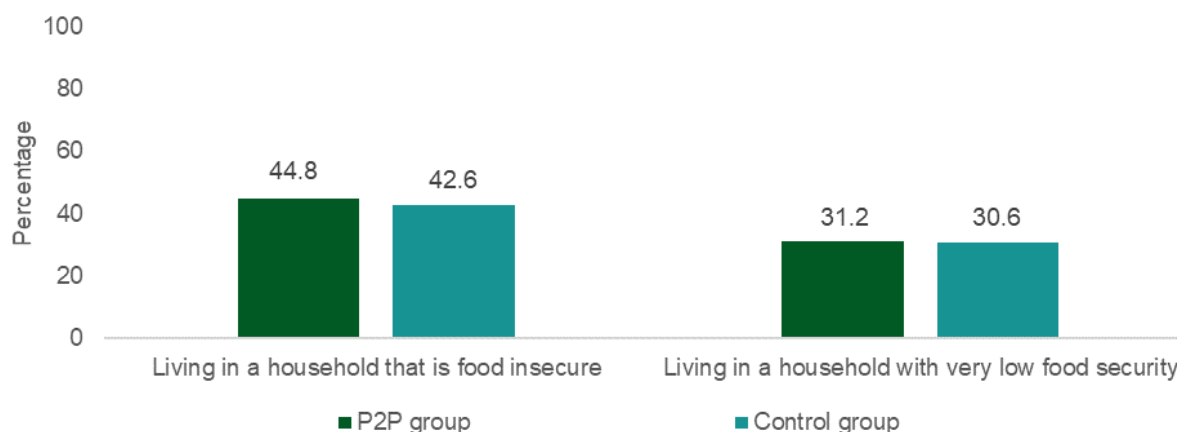
P2P also led to an increase in SNAP benefit amounts in Year 1—both nominally and as a percentage of the maximum benefit amount—but not in Years 2 and 3. In contrast, over the three-year period, there was a 3 percentage point decrease in the rate of TANF participation among P2P group members, but few impacts on the receipt of other public assistance.

C. Impacts of P2P on food security, health, well-being, and housing status

This section presents findings on P2P'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.³⁶

The P2P and control groups had similar rates of food insecurity. About 45 percent of P2P group members were food insecure compared to 43 percent of control group members (Exhibit VII.11). There were also no statistically significant differences in the rates of very low food security (a severe form of food insecurity; 31 percent for both research groups). 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 426 P2P group members and 362 control group members.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

Among individuals who were food insecure at the time of the 12-month survey, those in the P2P 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). The percentage of individuals who reported living in a food insecure household at

³⁶ 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.

both 12 months and 36 months was higher for the P2P than control group (67 versus 61 percent) but difference was not statistically significant. There was no difference between research groups in the percentage of individuals who had very low food security at both the 12-month and 36-month interviews (59 percent for both research groups). Together, these findings suggest that both research groups experienced similar changes in food security status between the 12- and 36-month interviews.

There were no statistically significant differences between the P2P group and the control group for other outcome measures related to health, well-being, and housing status (Appendix Table F.12). Thirty percent of each research group screened positively for depression. Both research groups had similar levels of health (27 percent of the P2P group versus 23 percent of the control group reported having very good or excellent health at the time of the survey) and self-esteem and self-efficacy scores. The majority of each research group owned or rented a home or apartment (71 versus 72 percent), and similar percentages of each group were homeless (2 percent).

D. Impacts of P2P 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 P2P group who did and did not engage in P2P and participated 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.³⁷

We assessed engagement in activities in two ways:

1. Comparing individuals who started an activity to those who did not
2. Comparing individuals who started and completed an education or training activity to those who started but did not complete one³⁸

³⁷ Because individuals in P2P 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 P2P on outcomes.

³⁸ 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.

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

Earnings and employment. Based on both the UI and survey data, there were no impacts on earnings for individuals who started an activity or those who did not start one in the two-year period (Years 2 and 3; Appendix Tables F.13 and F.15).

Based on UI data, there were positive impacts on employment rates for individuals who started an activity, but no impact for those who did not start one (Exhibit VII.12). P2P led to a 10 percentage point difference between research groups in employment rates in the two-year

P2P led to increased employment in the two-year period (Years 2 and 3) for individuals who started an activity but not for those who did not start one based on UI data.

period (79 versus 69 percent) among individuals who started an activity, and no statistically significant difference among individuals who did not start an activity (57 versus 61 percent). The employment findings were not corroborated by the survey data—there were no impacts on employment for individuals who started or did not start an activity.

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		
	P2P group	Control group	Difference	P2P group	Control group	Difference
Total earnings (\$)						
Based on UI data	16,250	16,114	137	12,869	12,431	438
Based on survey data	23,648	21,855	1,793	16,815	17,743	-928
Employment rate (%)						
Based on UI data	78.9	69.4	9.5***^^^	57.0	61.3	-4.3
Based on survey data	83.8	78.2	5.7	61.9	63.7	-1.8

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

Note: Estimates based on survey data are from 266 P2P group members and 227 control group members who started an activity; and 160 P2P group members and 135 control group members who did not start one. Estimates based on UI data are from 748 P2P group members and 806 control group members who started an activity; and 514 P2P group members and 468 control group members who did not start one.

***/**/* Difference between the P2P group and control group is significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

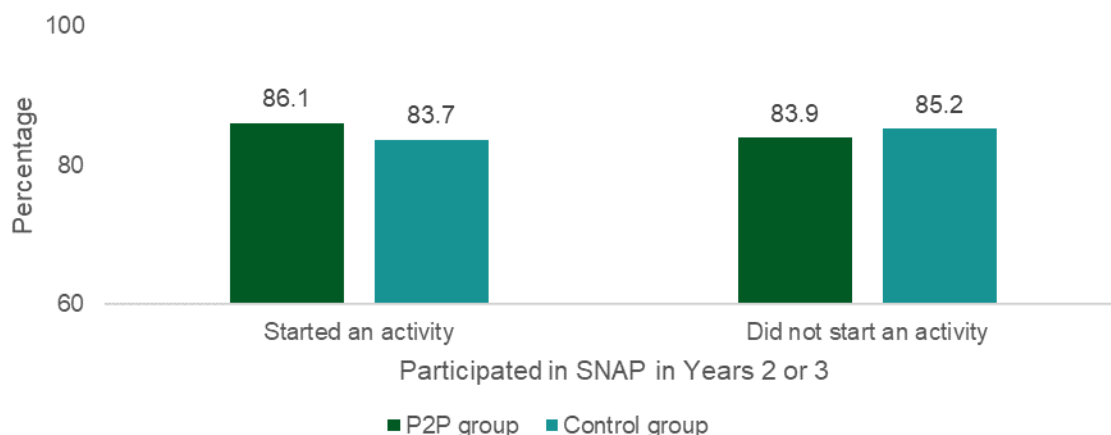
^^^/^/^ Significantly different from individuals who did not start an activity at the 0.01/0.05/0.10 level, two-tailed test.

Based on both the UI and survey data, there were no impacts on earnings in the two-year period for individuals who completed an education or training activity or for those who started but did not complete one (Years 2 and 3; Appendix Tables F.14 and F.16). Based on both data sources, there was a positive impact on employment in the two-year period (Years 2 and 3) for individuals who completed an education or training activity, but no statistically significant impact for individuals who started but did not complete an activity. Although the difference between the estimates for each of these groups of individuals was only statistically significant in the survey data, the pattern of findings suggests that completion of an education or training activity may have played a role in connecting individuals to meaningful employment.

SNAP participation. There were no impacts on SNAP participation in the two-year period according to whether individuals started an activity or whether they completed one (Exhibit VII.13 and Appendix Tables F.17 and F.18).

Among individuals who started an activity, there were impacts on average monthly SNAP benefits received as a percentage of the maximum benefit amount and the length of time spent participating in SNAP but no corresponding impact for individuals who did not start one (Appendix Table F.17). There generally were no differences in impacts of P2P on SNAP participation by whether individuals completed an education or training activity (Appendix Table F.18).

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 748 P2P group members and 806 control group members who started an activity; and 514 P2P group members and 468 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 P2P 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 P2P 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 P2P group outcomes (benefits) offset the costs of administering the services. We calculate the net benefits from the perspectives of the individuals enrolled in P2P 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 P2P, including those for planning, recruiting, and delivering services. We then present the estimated costs of all services provided to P2P group members through P2P and the community and the costs of all services provided to control group members through 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 P2P. We then present the findings from the cost-benefit analysis and estimate the net benefit of services provided to the P2P 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 P2P started providing services and individuals started accruing benefits.

A. Description of the costs of P2P

This section provides detail on the total costs of P2P services, the costs of P2P services by type, and the average cost of P2P services per individual.

1. Total costs of P2P

FNS awarded DCBS a grant of \$19,987,000 to develop and provide P2P services. DCBS and its partners and providers reported spending \$13,056,631 on planning, recruiting, and delivering P2P services (Exhibit VIII.1).³⁹

These costs included \$610,971 for planning (5 percent of total costs) and \$755,064 for recruitment (6 percent). P2P service costs—for ongoing administration and delivering direct services—were \$11,690,595, which was 90 percent of total costs.⁴⁰ Ongoing administration, which included time

P2P cost a total of \$13,056,631, with service costs accounting for 90 percent of this amount.

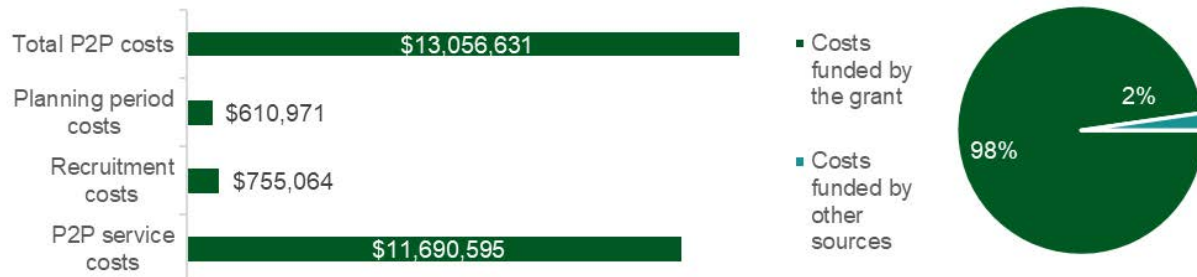
³⁹ The costs for planning and recruiting affected both P2P and control group members, whereas the costs for operating P2P services affected the P2P group only.

⁴⁰ 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
(continued)

VIII. Analysis of the costs and benefits of P2P group and control group services

for staff meetings, supervision, and other activities, cost \$1,446,340 (11 percent of total costs). Direct service costs represented the remaining \$10,244,255 (79 percent, not shown). The FNS grant funded 98 percent, or \$12,760,661 of total costs; 2 percent, or \$295,970, were leveraged from other sources.

Exhibit VIII.1. Summary of P2P costs



Sources: SNAP employment and training evaluation actual reported costs by P2P grantee, partners, and providers, 2015–2019; and SNAP employment and training evaluation survey of direct service provider time use, 2016–2018.

Notes: The planning period was considered to encompass the time between when DCBS and their partners began designing P2P (after grant award) and P2P started enrolling individuals (July 2015 to April 2016). Quarterly workbooks reported the costs of the planning period, and of recruitment and P2P services following the start of P2P. We estimated the breakdown of recruitment, P2P 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 April 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. About three-quarters of all costs covered direct services for partners and providers (\$9,868,915). DCBS and P2P partners and providers reported spending \$1,871,452 on staff costs and \$1,118,297 on overhead and operating costs. The remaining costs (\$197,967) covered supply and equipment costs. The FNS grant covered almost all costs (98 percent). Funding from other sources was used primarily for staff costs, accounting for 12 percent of the total staff costs (\$229,667).

2. Costs of P2P services, by type of service

Service costs accounted for the majority of P2P expenditures. We estimated the costs of specific types of services offered through P2P, including those of ongoing administration and direct services. The two largest service expenditures for P2P services were for work-based learning, which accounted for \$4,346,317 or 33 percent of total P2P service costs, and support services, which accounted for \$3,831,771 or 29 percent of total P2P service costs (Exhibit VIII.2). Case management and education accounted for smaller shares of total P2P service costs—11 and 9 percent of total P2P service costs, respectively.

administration and direct service costs included the costs of staff, supplies and equipment, overhead, facilities, and indirect costs.

Exhibit VIII.2. Costs of P2P services, by service type

	Total service costs	Percentage of total
Total costs	\$13,056,631	100.0
Recruitment costs	\$755,064	5.8
Planning period costs	\$610,971	4.7
P2P service costs ^a	\$11,690,595	89.5
Assessments	\$133,013	1.0
Case management ^b	\$1,462,088	11.2
Job readiness or life skills workshop	\$71,364	0.5
Education	\$1,158,782	8.9
Occupational skills training	\$651,665	5.0
Support services	\$3,831,771	29.3
Work-based learning	\$4,346,317	33.3
Other direct service contracts ^c	\$35,596	0.3

Sources: SNAP employment and training evaluation actual reported costs by P2P grantee, partners, and providers, 2015–2019; and SNAP employment and training evaluation survey of direct service provider time use, 2016–2018.

Notes: 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 P2P service costs included the costs of direct services and ongoing administration.

^b Case management included one-on-one meetings with P2P group members and time spent on case notes or referrals.

^c Other direct service contracts for the P2P group included a contract to support collection of case management and participation data. This is the actual cost reported for other direct service contract costs (which covered P2P group services only).

3. Costs of P2P services, per individual

P2P group members each received different combinations of services through P2P based on their needs and interests. As a result, the costs of serving each P2P group member varied based on the number and types of services in which they participated. Exhibit VIII.3 describes the cost of P2P services per individual. We separately present costs of operating P2P from the costs of resources that were provided directly to P2P 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 P2P, such as transportation or training supplies.⁴¹

⁴¹ Operating costs included 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.

VIII. Analysis of the costs and benefits of P2P group and control group services

The total estimated costs of P2P services per individual ranged from \$113 to \$32,161, but were \$7,382 per P2P group member, on average. These costs were divided almost equally between the costs of operating P2P and the resources provided directly to P2P group members; \$2,901 was allocated to the costs of operating P2P, \$2,382 was allocated to the costs of subsidized earnings provided to individuals while they were in P2P, and \$2,099 was allocated to support services provided to individuals while in P2P.

P2P services cost an average of \$7,382 per individual.

Exhibit VIII.3. Costs of P2P services per P2P group member

Per individual costs of services	Mean
Total P2P service costs	\$7,382
P2P operating costs ^a	\$2,901
Subsidized earnings while in P2P	\$2,382
Support services while in P2P	\$2,099
Sample size	1,598

Sources: SNAP employment and training evaluation actual reported costs by P2P grantee, partners, and providers, 2015–2019; SNAP employment and training evaluation administrative service use data

Notes: The cost of services per P2P group member are the means of the individual-level estimates of the costs of services for each P2P group member based on the services they received and the per individual costs by service type. The estimated mean costs per P2P group member include all individuals who enrolled in P2P, 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.

^a P2P 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 P2P group members once service delivery began. No other planning period or recruitment costs are included.

Cost of P2P services per P2P group member: standard error \$106; range \$113–\$32,161; confidence interval \$2,694–\$3,108.

B. Difference in costs of all services received by the P2P and control group members

Whereas Section A describes the costs to DCBS and their partners and providers for developing P2P and providing services to P2P group members, this section describes the costs of *all* services the P2P group members received through P2P and through the community during the P2P service period. In the cost-benefit analysis, we use the difference in the average costs of all services P2P and control group members received per individual through P2P or the community and compare these costs to benefits. We use these differences in costs because impacts of P2P 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 P2P group through P2P. In this section, we present estimates of the total costs of all services P2P and control group members received and examine service cost differentials overall, by service type, and per individual.

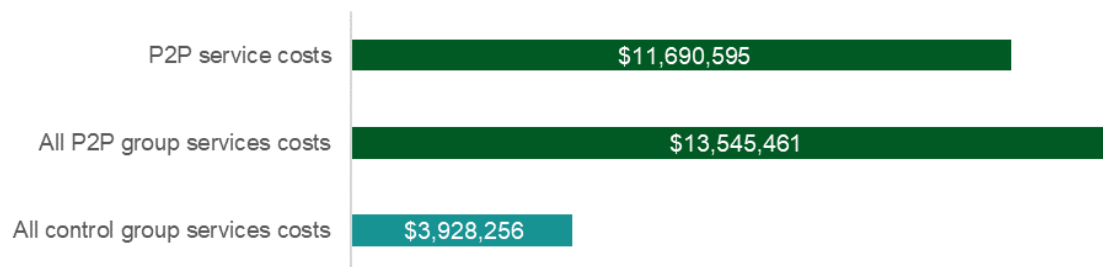
1. Total costs of all P2P group and control group services

Based on data from the 12- and 36-month follow-up survey, the estimated total cost of all P2P group services was \$13,545,461, including costs for both direct services and ongoing administration (Exhibit VIII.4). This estimate is about 16 percent higher than the cost of P2P services alone (\$11,690,595) which

VIII. Analysis of the costs and benefits of P2P group and control group services

suggests that P2P group members might have received some services from community-offered sources while they were enrolled in P2P.⁴²

Exhibit VIII.4. Total costs of all P2P group and control group services



Sources: SNAP employment and training evaluation actual reported costs by P2P grantee, partners, and providers, 2015–2019; and 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; SNAP employment and training evaluation 12- and 36-month surveys, weighted data.

Notes: The estimates were calculated as the product of the costs per P2P group member for each type of direct service and the number of P2P 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 P2P services were effective enough to offset the difference in costs between the services received by the P2P and control groups. The services received by the control group measure what services would have been available to the P2P group members if P2P were not in place. The control group only had access to services available within the community because Kentucky did not offer a SNAP E&T program at the time of the evaluation. The estimated cost of all control group services received was \$3,928,256, including costs for direct services and ongoing administration (Exhibit VIII.4). This was less than a third of the cost of all P2P group services.

1. Costs of all P2P and control group services, by type of service

The difference between P2P 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 P2P and control group services, by type of service.

- **All P2P group services.** Education and support services were the largest expenditures among all of the services that P2P group members received through P2P and the community. Education accounted for \$7,071,184 or 52 percent of total service costs, and support services accounted for \$3,409,038 or

⁴² The difference between the costs of the P2P services in Section A and the costs presented for P2P group members in this section could reflect services that P2P group members received outside of P2P, but also could reflect the difference between administrative records of service use and each individual's recollection of services they received during the follow-up period. We examined the sensitivity of our findings to the use of these different data sources and found variation in reported participation in services by type, but the overall costs of services for the P2P group are similar and do not change the results of the cost-benefit analysis.

VIII. Analysis of the costs and benefits of P2P group and control group services

25 percent of total service costs. Work-based learning and case management represented smaller shares of total service costs—15 and 6 percent, respectively.

- **All control group services.** Education and work-based learning were the largest expenditures among all of the services that control group members received through the community. Education accounted for \$1,969,142 or 50 percent of total service costs, and work-based learning accounted for \$830,316 or 21 percent of total service costs. Case management, support services, and occupational skills training represented smaller shares total service costs—19, 5, and 4 percent, respectively.

The costs of case management and occupational skills training were similar for the P2P and control groups (\$772,071 and \$759,225 for case management, respectively, and \$140,177 and \$152,295 for occupational skills training, respectively). However, the costs of education, work-based learning, and support services were much higher for the P2P group compared to the control group (\$7,071,184 compared to \$1,969,142 for education; \$2,025,452 compared to \$830,316 for work-based learning; and \$3,409,038 compared to \$187,963 for support services).

Exhibit VIII.5. Costs for the P2P and control groups, by service type

	All P2P group services		All control group services	
	Total service costs	Percentage of total	Total service costs	Percentage of total
Total service costs ^a	\$13,545,461	100.0	\$3,928,256	100.0
Assessments	\$66,865	0.5	\$5,517	0.1
Case management ^b	\$772,071	5.7	\$759,225	19.3
Job readiness or life skills workshop	\$25,078	0.2	\$23,798	0.6
Education	\$7,071,184	52.2	\$1,969,142	50.1
Occupational skills training	\$140,177	1.0	\$152,295	3.9
Support services	\$3,409,038	25.2	\$187,963	4.8
Work-based learning	\$2,025,452	15.0	\$830,316	21.1
Other direct service contracts ^c	\$35,596	0.3	--	--

Sources: SNAP employment and training evaluation actual reported costs by P2P 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.

Notes: 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 P2P 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. 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 P2P or control group members and time spent on case notes or referrals.

^c Other direct service contracts for the P2P group included a contract to support collection of case management and participation data. This is the actual cost reported for other direct service contract costs (which covered P2P group services only).

2. Costs of all P2P and control group services per individual

P2P 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

VIII. Analysis of the costs and benefits of P2P group and control group services

individual costs of all P2P 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 P2P and control group members received during the P2P service period, per individual. We present operating costs separately from the costs of the resources provided directly to P2P 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 P2P group members received through P2P and the community cost \$8,672 per individual, on average.

The costs of all services received by P2P group members (from both P2P and the community) ranged from \$113 to \$32,161 but was about \$8,672 per P2P group member, on average. The largest component of this cost was operating costs, which were \$5,645. The costs of subsidized earnings and support services accounted for a smaller share of the overall cost—\$1,128 and \$1,899, respectively.

Exhibit VIII.6. Costs of all services per P2P and control group member

	All P2P group services	All control group services
Total service costs	\$8,672	\$2,434
Operating costs ^a	\$5,645	\$1,797
Subsidized earnings while in services	\$1,128	\$519
Support services while in services	\$1,899	\$118
Sample size	1,601	1,599

Sources: SNAP employment and training evaluation actual reported costs by P2P 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: The costs of services per P2P and control group member are the means of the individual-level estimates of the costs of services for each P2P 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.

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

Cost of all P2P services per P2P group member: standard error \$106; range \$113–\$32,161; confidence interval \$2,694–\$3,108.

Cost of all control group services per control group member: standard error \$281; range \$0–\$36,951; confidence interval \$1,245–\$2,350.

The costs of all services control group members received ranged from \$0 to \$36,951 but were about \$2,434 per control group member on average. Operating costs accounted for the largest share of this cost (\$1,797) and subsidized earnings and support services represented smaller shares (\$519 and \$118, respectively). The cost of all services per control group member was one-third of the cost of all services per P2P group member, on average.

All services control group members received through the community cost \$2,434 per individual, on average.

C. Cost-benefit analysis of P2P 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.⁴³ The cost-benefit analysis uses a framework to present a comprehensive listing of P2P group benefits and costs relative to the control group from multiple perspectives, including those of (1) individuals enrolled in P2P, (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 P2P group members, based on UI wage records

The net benefit of services for the P2P group compared to the control group were positive for P2P 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 zero. These results emerged because there were only small differences in the cumulative earnings of P2P and control group members during the 36-month follow-up period that did not offset the costs of the services, on average. The services benefitted P2P group members through support service payments while they were in services, which resulted in a net benefit to individuals, but these services were a cost to government and taxpayers in the same amount.

*The net benefits of all services P2P group members received were **positive** for P2P 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 P2P group services cost society \$4,438 more per individual than control group services per individual. This difference primarily reflects the differential costs of P2P group services, which were not offset by the benefits accrued through earnings and fringe benefits during the 36-month follow-up period.
- **P2P group members.** On average, P2P group members benefitted by \$1,916, compared with the control group. Support services accounted for most of the benefits to P2P group members, who received about \$1,781 more than control group members did while they were engaged in services. The P2P group also benefitted from slightly higher cumulative earnings and fringe benefits compared to the control group (by \$29 and \$6, respectively). The difference in earnings was not statistically significant, however. We assumed any subsidized earnings received while participating in work-based

⁴³ 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.

VIII. Analysis of the costs and benefits of P2P group and control group services

learning activities were included in the \$29 difference in earnings. P2P group members paid \$7 more in taxes on average. In addition, P2P group members received higher SNAP benefits (\$175), which were offset in part by lower TANF benefits (\$68), compared to the control group.

Exhibit VIII.7 Benefits and costs associated with P2P services or community-offered services, for the P2P group compared to the control group, UI wage records

	Perspective		
	P2P group members	Government and taxpayers	Society
Benefits (\$)			
Employment and earnings			
Earnings (UI wage records)	29	0	29
Fringe benefits	6	0	6
Tax payments	-7	7	0
Use of public benefits			
SNAP benefits	175	-175	0
TANF benefits	-68**	68	0
Reduced administration costs	0	-16	-16
Total benefits	135	-116	19
Costs (\$)			
Net operating costs ^a	0	-3,848	-3,848
Net subsidized earnings while in services ^b	0	-609	-609
Net support services while in services ^b	1,781	-1,781	0
Total costs	1,781	-6,238	-4,457
Net benefit (\$)	1,916	-6,354	-4,438
Benefit-cost ratio			0

Source: SNAP employment and training evaluation UI wage records, weighted data; SNAP administrative data; SNAP employment and training evaluation actual reported costs by P2P 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 P2P group member is \$106 and of the cost per control group member is \$281.

^a This estimate is the difference between P2P 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.

VIII. Analysis of the costs and benefits of P2P group and control group services

***/**/* Difference in earnings between the P2P group and control group significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

- **Government and taxpayers.** Providing P2P group services cost government and taxpayers \$6,354 more per individual, on average, than providing control group services. This difference was due mostly to the costs of providing services (including P2P and community services), which cost more than control group services by an average of \$6,238, including \$3,848 in operating costs, \$609 in subsidized earnings, and \$1,781 in support services. P2P group members also received higher amounts of SNAP benefits, relative to control group members, which was a cost to government and taxpayers in benefit allotments (\$175, on average) and administration costs (\$16).

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 P2P group members received were primarily through P2P and not from the community. These results were robust to changes in 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 P2P group members, so there was a negative net benefit to society regardless of changes in assumptions, ranging from \$2,948 to \$4,583 per individual. The P2P 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 \$1,880 to \$2,116. Assuming that subsidized earnings were *not* included in UI wage records resulted in a net benefit of \$2,525 per individual, compared to \$1,916. P2P group services resulted in a negative net benefit to government and taxpayers regardless of changes to key assumptions, ranging from \$5,064 to \$6,535 per individual.

2. Costs and benefits of all services for P2P group members, according to 36-month survey data

The findings based on 36-month follow-up survey data were similar to those based on UI wage records. The net benefits of all P2P group services were positive for P2P group members but negative for government and taxpayers and for society during the follow-up period (Exhibit VIII.8).

The benefit-cost ratio was close to zero (0.18).

The increases in cumulative earnings for the P2P group, relative to the control group, were larger according to survey data. However, even when accounting for these larger impacts on

earnings, the benefits of P2P group services did not offset the costs of those services during the follow-up period, on average.

*The net benefits of all services P2P group members received were **positive** for P2P group members but were **negative** for government and taxpayers and for society during the 36-month follow-up period, according to survey data.*

- **Society.** P2P group services cost society \$3,8649 more than control group services per individual. This estimated negative net benefit according to survey data was less than that according to UI wage records data primarily because of the difference in reported earnings for P2P group members (P2P group members earned \$682 more than P2P group members, according to survey data, but only \$29 more according to UI wage records). This difference in earnings according to survey data was a

VIII. Analysis of the costs and benefits of P2P group and control group services

benefit to P2P group members and society during the 36-month follow-up period but did not offset the total costs of services to society.

Exhibit VIII.8. Benefits and costs associated with P2P services or community-offered services, for the P2P group compared to the control group, 36-month survey data

	Perspective		
	P2P group members	Government and taxpayers	Society
Benefits (\$)			
Employment and earnings			
Earnings (survey data)	682	0	682
Fringe benefits	142	0	142
Tax payments	-178	178	0
Use of public benefits			
SNAP benefits	175	-175	0
TANF benefits	-68**	68	0
Reduced administration costs	0	-16	-16
Total benefits	752	56	808
Costs (\$)			
Net operating costs ^a	0	-3,848	-3,848
Net subsidized earnings while in services ^b	0	-609	-609
Net support services while in services ^b	1,781	-1,781	0
Total costs	1,781	-6,238	-4,457
Net benefit (\$)	2,533	-6,182	-3,649
Benefit-cost ratio			0.18

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 P2P 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 P2P group member is \$106 and of the cost per control group member is \$281.

^a This estimate is the difference between P2P 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 P2P group and control group significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test.

- **P2P group members.** According to survey data, P2P group members received a net benefit of \$2,533, relative to the control group. The P2P group had higher cumulative earnings and fringe benefits compared to the control group (by \$682 and \$142, respectively). We assumed any subsidized earnings received while participating in work-based learning activities were included in the difference in earnings. P2P group members paid \$178 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, with support services accounting for more than half of the benefits to P2P group members (\$1,781 more than control group members); P2P group members received higher SNAP benefits and lower TANF benefits, compared to the control group.
- **Government and taxpayers.** Government and taxpayers experienced a cost of \$6,182 per individual for providing all P2P group services, based on survey data. Government and taxpayers experienced a benefit of \$178 more in tax payments per P2P group member compared with control group members. As presented in the UI wage record findings, providing services cost government and taxpayers an average of \$6,238 more per P2P 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; (2) the values of costs and benefits when accounting for factors like inflation and present value; and (3) the services P2P group members received were primarily through P2P and not from the community. These results were robust to changes in our all of key assumptions about benefits and costs from all perspectives (Appendix Tables G.10–G.12). P2P group services led to a negative net benefit for society regardless of changes in assumptions, ranging from \$2,159 to \$3,771. P2P group members experienced a net benefit from P2P group services based on changes to all assumptions related to fringe, taxes, and discount rates. Estimates of net benefits to P2P group members ranged from \$2,479 to \$2,733. Government and taxpayers faced a negative net benefit for P2P group services regardless of changes to key assumptions, ranging from \$4,892 to \$5,999.

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 P2P—the innovative SNAP E&T program Kentucky designed and implemented targeting new and current SNAP work registrants—was effective in achieving these goals.

Several interrelated analyses have been the basis of this final report. 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 them. In this chapter, we summarize and discuss key findings from all of these analyses.

A. Summary of findings

DCBS was able to coordinate with a range of service providers in the community to create a network of services for its SNAP participants. Although the process was not always smooth, and staff struggled to enroll individuals, those who engaged in P2P's employment or training-related activities generally found them valuable. In addition, these individuals reported that the support services P2P provided were critical to their staying engaged in services. Despite the challenges in getting P2P group members to engage in services, they 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. Because P2P group members did not earn significantly more than control group members, the overall cost of implementing the pilot outweighed its benefits. We report these findings in detail below. Section C provides more context for the findings.

1. P2P implementation

DCBS had never offered a SNAP E&T program in the areas where the pilot was implemented, so it worked with existing education, employment, and training providers in communities to create a package of P2P services and activities. This package primarily included occupational skills training, work experience, and basic education, which were reinforced with extensive support services and case management from the team of providers working with each individual. Unlike other education, employment, or training programs offered in the community, P2P had unlimited slots for occupational skills training and paid work-based learning, did not require anyone who participated in activities to pay any out-of-pocket expenses, and provided cash payments to help individuals address barriers to participation. Because the services were so robust, providers and P2P group members agreed that the package of services were “amazing,” and some described them as “life-changing.” Providers also thought the TBCM model allowed them to systematically work with other organizations to best serve the individuals they had in common, and that it opened up lines of communication between organizations that would likely continue after the pilot ended. However, DCBS did face some challenges in developing its program from the ground up. DCBS staff found that teaming with multiple providers who had not worked together before required extensive coordination, and it took time to develop relationships.

2. Service receipt among P2P group members

Virtually all of the individuals randomly assigned to the P2P group engaged in some type of service, meaning they started an assessment, developed an ICP, or started an employment or training-related program. However, only slightly more than half of P2P group members (55 percent) ultimately started an employment or training-related activity such as work-based learning or occupational skills training after they completed intake and assessments. Among individuals who started an activity, completion rates were highest for work-based learning (85 percent) and lowest for basic education (23 percent). Of those who completed education and training, only 7 percent obtained a credential, certification, or degree (including GEDs).

Almost all P2P group members had at least one contact with a career navigator (97 percent), and 77 percent received a support service. Among those who received a support service, virtually all received transportation assistance and slightly less than half (43 percent) received education and training-related materials. On average, P2P group members who received support services received \$2,785 in total support service payments.

Individuals spent an average of eight months in P2P. More than half exited P2P within their first year (58 percent), with most exiting after the first quarter. Most individuals chose to exit before completing services (32 percent) or their career navigators lost contact with them and closed their cases (32 percent).

3. Differences between P2P and control groups in service receipt

The ability of P2P to impact employment, earnings, and individuals' receipt of public assistance benefits depended in part on whether there were differences between the P2P and control groups' receipt of services and participation in and completion of employment or training-related activities. Relative to the control group, the P2P 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 13 and 23 percentage points higher, respectively, among the P2P 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 P2P and control groups in rates of participation was observed for all three years, even after P2P services ended. The P2P 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.

P2P group members also were more likely than control group members to complete an activity. Overall, P2P group members were 19 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 larger in the first year after random assignment than in the second and third years. Relative to the control group, the P2P group spent, on average, about four months longer and five hours more per week in activities. The P2P group was more likely than the control group to receive an occupational certificate or license (10 percentage point difference).

The P2P group also was more likely than the control group to receive case management (19 percentage point difference) and support services (23 percentage point difference). The largest difference between the two groups was observed for transportation assistance (48 percent for the P2P group versus 9 percent for the control group).

4. Impacts of P2P on individuals' outcomes

Findings from analyses of the two primary outcomes in the second and third years after random assignment show that P2P 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. Although the P2P group had greater average earnings over the two-year period (Years 2 and 3) than the control group, average earnings increased in both groups, and the difference between the two groups was not statistically significant. Related analyses of employment based on the UI wage data found that P2P increased the percentage of individuals who were employed, relative to the control group, in Year 1 (4 percentage points) and Year 2 (5 percentage points); however, there was no difference between groups in Year 3. These findings were similar for the average amount of time individuals were employed in each year: there were impacts in Years 1 and 2, but not Year 3. With one exception, there were no impacts on earnings or employment in the two-year period (Years 2 and 3) across subgroups defined by age, barriers to employment, employment history, presence of children in the household, and household income. Among individuals whose incomes were less than 50 percent of the poverty level, P2P increased employment by 7 percentage points relative to the control group.

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 identical participation rates in Year 3 (70 percent). This pattern of findings is consistent with the fact that P2P did not affect earnings. Although P2P group members were more likely than control group members to be employed in two of the three years following random assignment, earnings were similar for both groups across years. These findings generally were consistent across subgroups.

Changes to P2P policies or procedures after the pilot began did not affect the likelihood of P2P group members starting or completing activities. Analyses that compared impacts among individuals who were randomly assigned earlier versus later in the enrollment period showed no differences among P2P group members who enrolled before or after changes were made to the length of time individuals could spend in work-based learning, the process for providing support services, or the amount and types of support services available.

5. P2P costs and cost-benefit analyses

DCBS and its partners and providers reported spending \$13,056,631 from July 2015 to April 2019 on the planning and implementation of P2P (\$610,971 during the planning period, \$755,064 for recruitment, and \$11,690,595 for P2P services). The FNS grant funded 98 percent of these costs; partners and providers leveraged other funding sources for the remaining 2 percent. The cost-benefit analysis compares the benefits individuals received through earnings and public assistance with the average costs of all services P2P and control group members received per individual. The costs of all services P2P group members received through P2P or the community were about 16 percent higher than the costs of P2P (\$13,545,461, or \$8,672 per individual, on average). The costs of all services control group members received through the community (\$3,928,256, or \$2,434 per individual, on average) were about a third of the costs of all services P2P group members received.

P2P group benefits and costs relative to the control group are presented from multiple perspectives, including those of (1) individuals enrolled in P2P, (2) government and taxpayers, and (3) society as a whole, which represents the sum of the other two perspectives. The net benefits of P2P group services

were negative for society during the 36-month follow-up period according to UI wage records and 36-month follow-up survey data (by \$4,438 and \$3,649, respectively). P2P group services led to a net benefit for individuals due to higher earnings and receipt of support services while in services (\$1,916 and \$2,533, respectively). However, the services P2P group members received were a larger cost to government and taxpayers (\$6,354 and \$6,182, respectively), compared to the benefits. The benefits did not offset the costs of the services, on average, during the 36-month follow-up period.

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

The P2P 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 P2P. 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 P2P, 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 activities and services (such as occupational skills training, work-based learning, and support services) offered by P2P 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. We are not aware of identified patterns of effects for evaluations conducted in rural areas similar to the P2P pilot setting.

Overall, the observed increases in the rates of take-up and completion of P2P activities and receipt of services, and the lack of earning impacts for P2P 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 P2P 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 those who participated in employment or training-related activities. This accomplishment is notable given the prevalence and extent of barriers P2P group members faced—only 14 percent were employed at the time of random assignment, and 25 percent did not have a high school diploma. The higher rates of receipt of case management and support services among P2P group members, particularly transportation assistance, may have allowed them to overcome barriers associated with not only starting employment or training-related activities but also sustaining participation over time and ultimately completing those activities. Indeed, individuals in the P2P group participated for nearly twice as many months as the control group and had higher completion rates. The mitigation of barriers for P2P group members may have also contributed to their ability to continue participating in employment or training-related activities in the community even after the P2P service period ended.

In addition, P2P led to higher employment rates (based on UI wage data) in Years 1 and 2. This finding suggests that the greater service receipt and activity participation during that time increased the chances of finding a job. However, these jobs did not pay appreciably more than those obtained by the control group, resulting in no impact on earnings. The P2P group members did not have significantly higher earnings than the control group, despite an overall increase in the rate of employment, which may reflect the economic conditions in the P2P pilot area. Many community members with whom we spoke, including P2P staff and group members, discussed the lack of “good jobs” in the area. Historically, the area has relied heavily on the coal mining industry, which has declined dramatically over the last decade. Not only did those working for the mining companies lose their jobs, but most of the other industries supporting coal mining also closed or left the region. What was left were mainly retail, food industry, or other low- or minimum-wage jobs. Therefore, even when individuals completed training or obtained work experience, there were few employment opportunities available to them. They could find a job—most employers in the area needed employees—but it was unlikely they could earn much more than minimum wage. Many of the P2P group members participating in occupational skills training to whom we spoke reported that they would have to leave the area (move or drive at least two hours round trip) to find employment in their field. Not everyone was willing or able to do so and to stay in the community, they may have taken a local job that did not pay as well or was not in the field in which they trained.

Data from the BLS supports this qualitative information. The most common jobs in which P2P group members worked 36 months after random assignment were generally in the most common occupations available in the local area. These also were the lowest-wage occupations, with median wages among the general population ranging from \$9 to \$14 per hour (Bureau of Labor Statistics Local Area Unemployment Statistics 2019). This suggests that individuals' participation in and completion of activities offered through P2P, as well as any occupational licenses and credentials they received through the pilot, did not allow them to obtain jobs in the relatively less common, higher-wage occupations in the area.

P2P staff expressed concerns early in the pilot period that the program could have limited impacts without a broader effort to bring more and higher-wage employers into the community, which was beyond the scope of the pilot. The lack of well-paying jobs in the community could explain why P2P had no impact on earnings despite consistently higher employment rates among the P2P group. Although P2P likely did positively affect the lives of those who engaged with it, the economic conditions in a community have a large influence on how much SNAP E&T programs can do for those who participate.

In addition to the lack of high-quality jobs in the area, close to half of P2P group members did not participate in a substantive activity which could have diluted impacts on outcomes such as earnings. To assess this possibility, we compared impacts for individuals who did and did not start an employment or training-related activity. However, this exploratory analysis showed similar results: an impact on employment but not earnings for individuals who started an activity, and no impact on employment and earnings for those who did not start one. This evidence suggests that the take-up of P2P employment or training-related activities was not the main factor behind the lack of impacts on earnings and may provide additional support for the qualitative evidence describing the lack of high-quality jobs in the area.

Similar exploratory analysis of the impacts for P2P group members who completed employment or training-related activities and those who did not also found no significant impacts. Although the P2P group was more likely than the control group to start employment or training-related activities, the differences between groups in rates of completion were smaller than those for participation. P2P group members participated in these activities almost twice as long as control group members, but the increase in completion rates for an activity was smaller. The potential for P2P to have impacts on employment-related outcomes such as earnings may have been diminished by many P2P group members not completing employment or training-related activities and the small difference in rates of completion between research groups. These findings highlight the need to examine why completion of employment or training-related activities did not lead to impacts on earnings. Additional analyses should explore whether receiving participation certificates, diplomas, degrees, or occupational licenses can affect differentially the prospect of employment for P2P group members.

Also, learning more about the challenges individuals faced in starting and completing activities could help administrators and providers identify strategies to support individuals in meeting these challenges. It is possible that some P2P group members who participated in employment or training-related activities may have continued to face substantial barriers to employment and could have benefited from additional or more intensive case management and support services. Learning more about the barriers to starting and completing these activities would help identify which case management and support services could promote greater participation in employment or training-related activities. This information would enhance understanding of challenges faced by P2P group members who participated in these activities, allowing program staff to adapt their content or delivery to achieve a greater impact.

When considering the overall findings from the P2P pilot, there are a few additional factors that may have contributed to the results, including the following:

- **Earnings impacts might depend on the type of activities in which individuals participate.** Individuals in the P2P group were offered a wide range of services and activities. Earnings impacts may not be apparent for all P2P group members, but that finding does not mean specific activities, such as occupational skills training or work-based learning, were ineffective. For example, nearly 40 percent of the treatment group participated in work-based learning, and many P2P group members who were interviewed indicated that it was difficult to find employment in the community unless you had connections. Several said the program helped them get jobs through work-based learning that were not accessible to them on their own. These individuals may have used these opportunities to continue their employment after the program ended, and if we evaluated only the work-based learning component of the program, it is possible we could find higher overall employment and perhaps higher earnings, given their exposure to employment. Assessing the effectiveness of services and activities separately and in combination would help to identify promising practices for improving outcomes. Because many P2P 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 increase earnings and improve outcomes most effectively.
- **The COVID-19 pandemic may have hindered our ability to identify impacts in Year 3.** We found evidence of employment-related impacts in Years 1 and 2 but not Year 3. Given that employment rates were higher in the P2P group than the control group in the period before the pandemic, it is possible that the pandemic impacted the P2P group more than the control group. However, we cannot attribute the lack of impacts in Year 3 to the pandemic. It is possible that P2P improved employment only for a short period after individuals stopped participating in activities or completed them. Learning more about the effects of the pandemic on outcomes for each research group would deepen our understanding about how long to expect employment increases following participation in P2P activities. 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.
- **P2P costs were higher than the financial benefits of the program, but this primarily reflects the absence of an impact on earnings.** The net benefit was negative for P2P due to the differential costs of P2P group services not being 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 P2P services were new and experimental. The purpose of the SNAP E&T pilot was to test new approaches to services. P2P targeted individuals with high barriers to engaging in services and obtaining employment, and DCBS led the development of new partnerships in communities where none existed previously. Even though we excluded the costs of planning and recruitment in considering the cost differential between P2P and control group services, the costs of P2P 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. In addition, it is possible that some individuals realized benefits which do not appear in the cost-benefit analysis results – for example, increases in earnings that individuals earned after the observation period of 36-months, or unmeasured benefits such as changes in food security, health, or well-being.

Although outcomes for P2P were mixed, SNAP E&T program administrators can learn from the implementation of the P2P model, particularly for areas that currently do not have SNAP E&T programs or are looking to expand their programs. DCBS was not operating a SNAP E&T program in the pilot area before P2P began and needed to develop a program from the ground up in less than a year. It relied heavily on existing services in the community but had to weave those services together into a package that previously did not exist. This process was not always easy, as many of these organizations had not worked together before and had different cultures and approaches to employment and training. Such differences made it difficult to coordinate and standardize policies. DCBS staff described the need for a major culture shift to ensure their partner and providers truly understood the differences between their existing program's policies and P2P policies. They were able to use collective impact meetings and TBCM to open the lines of communication and consistently reinforce policies, which allowed them to resolve inconsistencies or gaps in service. Ultimately, Kentucky created a model that benefited not just the SNAP E&T program but the way providers in the community worked together, communicated, and served their customers. All of the providers wanted to continue the formal TBCM model after the pilot ended. However, they reported that even without TBCM, the collaboration and partnerships they created would continue informally.

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