

Breaking Barriers in San Diego

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1. Statement of Need

Factor 1 – The Challenge: Certain marginalized populations often may not have the opportunity to secure employment in the competitive marketplace. Accessing employment and training opportunities, especially those that lead one into higher skilled/higher wage jobs, with stable career pathways often proves to be challenging. In many cases, marginalized populations experience disjointed starts and stops on the path to employment and struggle to maintain a stable career pathway. Recent projects implemented by the San Diego Workforce Partnership (SDWP), have revealed common difficulties between Temporary Assistance for Needy Families (TANF) recipients and adults living with disabilities (primarily focused on mental illness). Both populations face difficulties in securing stable employment, both are uncertain about the stability of their family earnings if anything happens to reduce or eliminate their public benefits, and both face stigma—real and perceived—in the workplace.

One proven strategy to place marginalized populations on a pathway to independence is stable employment. Stable employment can be transformational for adults on TANF or those who are disabled. Stable employment provides much needed income, is an important resource for recovery and builds confidence and self-esteem. However, there are challenges at many levels for TANF recipients and people with disabilities seeking employment, especially competitive employment. These include individual challenges, such as the difficult decision to choose whether or not to self-identify as an individual with a disability. There are program level challenges such as the need for flexibly designed services and workplace strategies that fit the life circumstances of the individual. One of the most perplexing is systems-level challenges, such as the lack of alignment between social services, treatment, and workforce services.

Factor 2 – Negative Impact to the Workforce System’s Performance: In 2010, SDWP was awarded a Health Professions Opportunity Grant (HPOG) from the Department of Health and Human Services (HHS) to train 2,500 TANF recipients and other low-income individuals for career pathway occupations in the healthcare industry. As a HPOG grantee, SDWP was also selected to participate in the Innovative Strategies for Increasing Self-Sufficiency (ISIS) national evaluation. During PY 12/13 - 13/14, SDWP randomly assigned 1,000 individuals who agreed to participate in the ISIS study. SDWP partnered with the County of San Diego’s Welfare-to-Work providers to design a team-based case management approach to serving TANF recipients in this project. Through this partnership, we began to gain a first hand understanding of the myriad challenges this population faces on their path to self-sufficiency. The most daunting being the stigma faced by a low-skilled welfare recipient and conversely, the loss of benefits as earnings increase.

In the winter of 2013, the County of San Diego Behavioral Health Services awarded SDWP a contract to develop a Strategic Plan for Supported Employment for Adults with Serious Mental Illness. As part of the planning process, we held a series of stakeholder focus group and consumer meetings to gather primary data on the challenges faced by this population. It wasn’t long before we realized that both the TANF and disabled populations with lived experiences face similar struggles in attaining and retaining employment.

In general, there is indication that the behavioral health system(s), social service system(s), and workforce system(s) in San Diego can be classified as fragmented, lacking in strong cohesion, or does not share an aligned vision of the goals and outcomes for employing the populations we serve. There is also a definite lack of customer knowledge on who the service providers are

and/or how to identify or locate resources and/or services that are being offered in the county. One glaring gap in San Diego is the lack of well versed knowledge amongst service providers in regards to each other's systems (i.e. TANF, SSI/SSDI, WIA). This fragmentation amongst the experts in the region poses a huge challenge to those attempting to navigate employment services. There is also overlap in the collective systems' use of funding for employment services, training, and supportive services. If our collective service delivery systems were better aligned and coordinated, we could strategically leverage each others funding and areas of expertise and thus be more cost effective as a region.

2. Strategic Approach

Factor 1 Project Outcome Goals: The partners to this project expect our outcome goals to address all three goals of the Workforce Innovation Fund (WIF): 1) better employment outcomes for jobseekers (TANF recipients and disabled adults) and results for employers; 2) greater efficiency in the delivery of quality services; and 3) stronger cooperation across programs (TANF, SSI, WIA) and funding streams. The following logic model further defines the participant outcomes SDWP plans to achieve:

Logic Model

Goals:

- Better employment outcomes for job seekers (TANF recipients and disabled adults) and results for employers.
- Greater efficiency in the delivery of quality services.
- Strong cooperation across programs (TANF, SSI, WIA) and funding streams.

Inputs	Activities	Outputs	Outcomes -- Impact
<ul style="list-style-type: none"> • Strong partnership between HHS, DOR, and Public Workforce System • CBOs have a long history of working efficiently and effectively with TANF population • Existing business partnerships • TANF/CalWORKS offices co-managed at one AJCC • Labor market research to identify where opportunities lie • Desire to align resources 	<ul style="list-style-type: none"> • Outreach and recruitment • Career counseling and coaching • Mentoring • Team based case management • Employer Socials • Job Search Assistance • Follow up services and follow along supports • Supportive services • Personalized benefits counseling 	<ul style="list-style-type: none"> • 1,000 customers randomly assigned over a two year period/500 customers enrolled for supported employment services • 75% will meet with an employer within the first 30 days of services (n = 375) • 50% of those enrolled will attain competitive employment (n = 250) • 85% of those retain employment for 30 days (n= 213) • 50% of those who retained for 30 days retain for 6 months (n = 106) 	<ul style="list-style-type: none"> • Implementation of the Evidenced based Supported Employment Model within the AJCCs in San Diego County. • Increased employment opportunities for TANF recipients with disabilities • Expansion of Live Well San Diego campaign to reduce stigma • A strategic plan addressing alignment of workforce development services between HHS, DOR, and WIB

Assumptions
<ul style="list-style-type: none"> • Major barrier to success includes inadequate preparation for job search • AJCC will need extensive training to implement the supported employment model • Career Counseling and coaching is a key activity in motivating TANF customers to success • Customers are more successful when strong employer relationships are formed

In its report “The TANF/SSI Disability Transition Project: Innovative Strategies for Serving TANF Recipients with Disabilities”¹, the social policy research firm, MDRC, describes a Ramsey County, Minnesota Pilot Program which was developed with the express purpose of finding better paths to employment for TANF recipients with disabilities and their families. The pilot initiative, known as Families Achieving Success Today (FAST), implemented evidenced-based practices of the Individual Placement and Support (IPS) model for Supported Employment (SE) services as well as motivational interviewing techniques. SDWP plans to replicate this project and expand it to improve employment services for both TANF recipients and people living with disabilities. Through this expansion, SDWP partners will improve the alignment of service delivery systems between the County of San Diego Health and Human Services Agency (HHSA), Department of Rehabilitation (DOR), and the San Diego Workforce Investment Board/SDWP. Improvements will include the adoption of team based case management (including treatment, benefits, and employment services), benefits counseling, and increasing employment opportunities within the business community. Successful implementation of this strategy will be based closely on the Dartmouth evidenced based SE model.²

Factor 2 - Project Type and Strategic Approach:

SDWP’s proposed *Breaking Barriers in San Diego Project* is Project Type B. Minnesota’s FAST pilot project evaluated by MDRC and Dartmouth’s supported employment model are two evidenced based best practice models that were implemented and evaluated previously. Both

¹ http://www.mdrc.org/sites/default/files/tanf_ssi_disability_transition_project_fr.pdf

² <http://sites.dartmouth.edu/ips/about-ips>

evaluations indicate some potential for positive impacts and neither have been implemented system wide in San Diego County.

The core factors of the Dartmouth Supported Employment model (which were used in the FAST pilot project) were developed as an employment strategy for adults with serious mental illness. SDWP proposes to expand on this evidenced based best practice as a strategy to address the employment challenges faced not only by disabled adults, but also those faced by TANF recipients. SDWP plans to randomly assign 1,000 individuals, of which half will receive program services. As such, the core strategies will be adhered to yet expanded as appropriate for all populations served.

Implementation strategies of the supported employment model will start with Eligibility based on consumer choice. In order to conduct a rigorous evaluation, all customers will need to go through a controlled random assignment process. In staying true to the zero-exclusion policy for supported employment, no one will be excluded from participating in random assignment. Those randomly assigned to a control group will be provided with an inventory list of other employment services available in San Diego County.

The second principle of supported employment is that services are fully integrated with comprehensive mental health treatment. This is a principle in which we will expand the definition to address the challenge of system fragmentation in San Diego County. As part of the HPOG service delivery system described above, the partners developed a team based approach to case management and service delivery for our common customer (the TANF recipient). Funding and services are leveraged between HPOG and the Welfare to Work (WtW) program (known in California as CalWORKS). For example, employment case managers from both

programs meet to discuss the individual's employment and WtW participation plans. Funding from both programs is also leverage, which has resulted in greater efficiencies and a more comprehensive provision of services for the customer. The WtW program's resources are able to provide supportive services (such as monthly child care payments) that HPOG isn't able to cover. Conversely, HPOG funds subsidize tuition for customer occupational skills training that the WtW program is unable to cover. This team based approach to providing services will be expanded to our target population and all industries in our priority sectors in San Diego County. In addition, to meet the supported employment model of fully integrating with comprehensive mental health treatment, partners to this proposal will form integrated teams amongst our service providers that include treatment, social services, and employment specialists.

Competitive employment is the goal for our customers. These are positions anyone would be eligible to apply for, regardless of financial or disability status. SE jobs, full or part time, don't have mandatory time limits that are pre-arranged by other vocational or job readiness programs (such as transitional jobs). SDWP will expand employer engagement strategies for each of our priority industry sectors in San Diego County to increase employment opportunities for TANF recipients and adults with disabilities.

In the SE model, the job search should begin rapidly. Within 30 days of customer intake they are, at a minimum, meeting informally with prospective employers. The model does not focus on job readiness, resume building, skill building, or vocational testing, but rather is a "learning while doing model" of employment. To facilitate this, SDWP will replicate a new strategy tested in the HPOG program, Employer Socials. Meeting with employers in a formal setting, such as applying for a job or sitting across the desk during an interview is intimidating for anyone, but

especially for marginalized populations. Through conversations with consumers of mental health services, SDWP learned that this is one of the most difficult challenges they face in their job search.

Employer Socials were established by the SDWP to engage healthcare employers and HPOG customers in a pressure-free, neutral setting. These events were designed to assist HPOG customers to meet employers outside of being on a job interview. The socials are designed to remove the anxiety associated with meeting employers. The employers discuss what they look for in new hires and the hiring process and job seekers are able to ask questions of the employers. Often times, formal interviews and job offers are a direct outcome for participants of these events.

Personalized counseling is important for those on TANF and SSI/SSDI benefits. The decision to start or return to work for customers who have traditionally received government supported benefits can be difficult. Many concerns are expressed about what happens to their benefits once they go back to work. SE customers need a fact-based, personalized benefit planning session before returning to work, information they need to make the best decision about future employment opportunities needs to be accurate. One of the items lacking in our collective systems to help facilitate this counseling is an income calculator software application that can be used to help demonstrate to customers where the cliffs are in terms of losing eligibility for certain benefits as their income rises. An income calculator can be used to demonstrate the household earnings now, what the earnings will be with an entry-level job, and how their household would benefit over time as they establish their careers and move into higher paying jobs. This is a powerful tool to visually demonstrate that works pays more than remaining on

benefits. One of our strategies under this project will be either the purchase or development of a comprehensive income calculator.

This next component of the SE model is that follow-along job supports need to be continuous and not time-limited. This is difficult, as most employment programs close the customer's file/case once they attain employment and reach on average 90 days of job retention. Under the SE model individualized supports are provided to the customer until they have reached stability within their employment or until they indicate that they no longer want or need support from the team. After achieving job stability, members of the team, including case managers or counselors, may likely continue to provide various types of support to the customer. Consumer preferences, strengths, and experiences are vital. An employment specialist, supported by the other team members, can also provide assistance with work or school, based upon the customer's preferences for the type of work they want to do, their skills and strengths, and work schedule choices. They can also help strategize around whether or not to disclose their status to their employer.

Factor 3 - Evidence Base for Strategy

The success of a SE program's implementation is measured using the Dartmouth Fidelity Scale. The most recent Fidelity Scale, a 25-item tool, created in 2001 and revised in 2008, is designed to measure the level of fidelity in the implementation of a SE program. The IPS SE Fidelity Scale defines the necessary elements of IPS/SE in order to measure and document how closely programs are implementing the evidence based SE model. As shown through research, programs with high(er) fidelity have greater effectiveness and stronger customer outcomes than low-fidelity programs. Use of the fidelity scale is for monitoring programs over the course of development and after implementation. After completing a fidelity visit, reviewers provide

feedback to the agency through a form and a report that includes observations, assessments, and recommendations for program improvement.

The body of research in support of the IPS/SE model began in the mid-1990's. The first group of studies looked at the conversion of traditional day treatment centers into SE programs. Aggregate data that compared people receiving SE services to the day treatment programs indicated that the "supported employment model was significantly more effective than the day treatment model at increasing competitive employment rates; while 38% of the supported employment group achieved competitive employment, the comparison group remained static at 15% competitive employment." (Bond 2004). In order to determine a relationship between SE and increased employment, controlled trials were established. A review of 19 randomized trials of IPS/SE programs serving individuals with serious mental illness concluded that vocational outcomes are consistently higher for those in an IPS/SE program. Furthermore IPS/SE programs work to decrease the length of time it takes for programs to help individuals find employment from 206 days down to 138 days. As well, those customers of the IPS/SE programs were more likely to work more than 20 hours per week (44% versus 14%).³ While scholarly research identified for this proposed project focused on adults with serious mental illness, SDWP believes this model will be effective with other marginalized populations and seeks to test this hypothesis.

The FAST pilot program in Minnesota tested whether the model 1) improved TANF recipients with disabilities access to services and whether the services were better coordinated; 2)

³U.S. HHS, Federal Financing of Supported Employment and Customized Employment for People with Mental Illnesses, Feb. 2011

whether the model was appropriate for families receiving TANF and whether or not adaptations were needed; 3) to what extent did families participate in the program and receive services; and 4) whether or not there were trends toward increased employment and economic stability. Minnesota randomly assigned a relatively small sample size of 389 individuals, of which 241 were assigned to the treatment group. The most promising impact found in their evaluation was in the increased average earnings of those in the treatment group - \$2,882 versus \$1,647 for a difference of \$1,235. SDWP reached out to one of the authors of the MDRC report to determine whether it would be strategic to replicate this study. The consensus, as identified in MDRCs report, is that further research on a larger scale with multiple sites should be conducted to confirm the findings. SDWP is proposing that we scale this study by implementing it in the regions of San Diego County that align with both the AJCC and the CalWORKS service delivery system.

Program Design and Customer Flow

Program design and customer flow will start with our partners who will identify and recruit potential applicants (TANF and SSI/SSDI recipients who are disabled) to the program. Keeping in mind that the final evaluation plan may change the order of intake activities, SDWP plans to operate this model through the America's Job Centers of California (AJCC). All potential applicants will receive an orientation to the study and services. They will be given the opportunity to make an informed decision regarding their participation prior to going through the random assignment process. Once randomly assigned, those assigned to the control group will be given an inventory of other employment services available in San Diego. Those assigned to the treatment group will be scheduled to start participating in a sequence of services that

will be implemented per the SE model. (SDWP plans to consult with subject matter experts and have our program assessed via the fidelity scale described above to ensure adherence to the core components of the model.)

The AJCCs will determine customer eligibility for *Breaking Barriers in San Diego Project*. Customer enrollment will be tracked through the customer reporting data system used by SDWP. After program eligibility has been completed, customers who don't have a clear idea of their chosen career pathway will be given the option to take a comprehensive assessment. The assessment will be conducted by the AJCC, where each customer will complete CareerScope which was created by the Vocational Research Institute from the General Aptitude Test Battery used by the Department of Labor. CareerScope identifies areas of interest and aptitude and relates these to work groups and specific occupations. Each customer will review their results with an Assessment Specialist within the AJCC who will walk through assessment outcomes and relate each customer's interests and aptitudes to specific occupations. Once career/occupation decisions are made, an Individual Employment Plan (IEP) will be developed with each customer. The IEP will outline the job search plan, short and long term goals, and any challenges that need to be addressed.

The goal of this project is rapid employment/re-employment. To achieve this goal, SDWP will need to increase employment opportunities for our target population through business engagement.

Leadership is one of the keys to business engagement. Businesses are *in business* to impact their bottom line, not necessarily to take on the role of "employer." Conversely, the workforce development system looks to businesses to "employ" their customers. The key to any

successful job placement strategy is to unlock the needs of business and allow these needs to drive the design of services or the development of products (i.e. skilled workers) which the business will then “purchase” from the system.

SDWP, in partnership with the San Diego and Imperial Counties Community College Association (SDICCCA), is conducting a series of joint labor market studies of each priority industry sector in the region. These studies are designed to inform the region of current labor market conditions and future trends/needs of industry. SDWP and SDICCCA are engaging business advisory councils for each of the joint labor market studies. These advisory councils will focus on the specific skills, knowledge, and abilities employers expect of their employees and in turn this information will be used to inform the educational system’s development of courses specific to these identified needs.

Future strategies for employer engagement will include working with the business partners on this project to expand the relationships built with the advisory councils. As a component of *Breaking Barriers in San Diego Project* job placement strategies, business partners will be invited to participate in activities such as employer socials (described above) and customized recruitment.

Customized recruitments are one of the most successful types of job placement strategies. These events work best with employers where a relationship has already been established. The business services staff gains an understanding of the businesses hiring needs and pre-screens and prepares potential candidates who meet those needs. Customized recruitment events will be scheduled for the employers, where they will interview those who were pre-screened. Customized recruitments require intensive staff time dedicated to event preparation, but the

return on investment is normally higher than seen with other types of job placement strategies. The positions targeted in a customized recruitment event are open competitive positions for which anyone can apply. This is a purely business service strategy that has the added advantage of exposing our customers to the employer resulting in potential successful employment.

3. Work Plan and Project Management

Factor 1 - Work Plan

As evidenced by the work plan found in at the end of this narrative, SDWP and our partners are ready to begin work on this project as soon as we receive notification that we are a successful applicant to this SGA. The County of San Diego Health and Human Services Agency (HHSA) and SDWP have partnered on two rigorous evaluation projects, and are very experienced in the implementation of evaluation studies. In 2005 we partnered as an evaluation site on the Worker Assistance Support Center (WASC) national study conducted by MDRC. This study was designed to evaluate whether the provision of simplified access to HHS work supports along with intensive job coaching and counseling enabled a low-wage worker to increase their household earnings. Together, the partners randomly assigned 1,000 individuals into the study. The second study we partnered on is the ISIS study which is described above. This study is designed to test promising career pathway models for TANF recipients and other low-income individuals. The study is being evaluated by Abt Associates under a contract with the Federal Department of Health and Human Services. This is also a study that required random assignment of 1,000 individuals.

The work plan includes information on the costs of the proposed activities. The budget for this project was developed using the proposed project activities as a guide. The costs shown in the

work plan came directly from SDWP's internal budget which was used to develop the SF 424 and the budget narrative. All costs not only align, but are identical. The budget includes allocating over 15% of the funds to the cost of the evaluation. These costs were developed based on SDWP's experiential knowledge in running similar evaluation research projects.

Project Management

SDWP has a separate chapter within its operations manual which sets policies and procedures for all administrative aspects of its work. These include the use of our fund accounting system to accurately track and report on fiscal transactions by funding stream, contractor monitoring and reporting on performance, and conducting regulatory compliant procurements. SDWP has a long history of managing federal grants and is experienced with filing the SF 425 to report fiscal expenditures. SDWP Manager of Special Projects, Cindy Perry, is responsible for compiling and submitting monthly, quarterly, or semi-annual performance reports to our funders.

Cindy Perry will be the assigned Project Manager for *Breaking Barriers in San Diego Project*. SDWP will also assign Program Specialists who will report to the Manager of Special Projects to assist with the implementation of administrative activities related to the program. As evidenced by the attached organizational chart, staff at the AJCCs in San Diego County will also be working directly on the *Breaking Barriers in San Diego Project*.

Cindy Perry, our proposed Project Manager, has a Bachelor's Degree in Business Administration and over twenty years of experience working in employment and training programs. Cindy has extensive experience in the design and implementation of workforce programs for adult and dislocated worker populations (including marginalized populations) ranging from small to large multi-million dollar projects. Cindy has managed projects funded by the County of San Diego, State of California, and federal departments of Health and Human Services (HHS) and

Department of Labor (DOL). This experience will ensure efficient performance and fiscal reporting as well as conducting any necessary procurement activities within the grant requirements.

The attached Project Organizational Chart (Attachment A) demonstrates where this project will be housed with the SDWP departments as well as the staffing plan.

SDWP's procurement procedures require a competitive selection in all procurements to ensure maximum full and open competition to the extent practical. In addition, SDWP policies are set to ensure equal procurement opportunities for small and emerging businesses and enterprises. SDWP plans to conduct a procurement to secure a third party independent evaluator. SDWP will draft the Request for Proposals (RFP) for *Breaking Barriers in San Diego Project* program evaluation during the summer of 2014. This will ensure that SDWP can quickly issue the RFP upon notification from DOL of the success of our proposed project. Our goal will be to have the procurement and SDWP board approval completed in the first four months of the planning phase of this project. This will allow for a full eight months to development the evaluation plan, meet all of the requirements for completion and submittal of the Initial Evaluation Design Report, and get IRB and DOL approval of the evaluation plan prior to moving into phase two of the project.

As the Manager of Special Projects, Cindy led the successful implementation of the *Health Profession Opportunity Grant (HPOG)* in San Diego County. This project involves multi-partners, and as previously described, is a demonstration grant designed to advance the economic well being of San Diego's TANF recipients and other low-income individuals by developing a regional strategy that addresses the workforce development needs of the healthcare industry. Partners

on the project include the State of California Workforce Investment Board, the State HHS, the State Department of Industrial Relations Division of Apprenticeship Standards, and County of San Diego, the County's Welfare-to-Work Contractors, and entities that manage subsidized housing programs. Now in its fourth year, this \$25 million project is training a total of 2,500 individuals for occupations with demonstrated career pathways in the healthcare industry. Programmatic reporting on this project is accomplished through the HHS selected Participant Reporting System (PRS) in which all customer activity data is documented and semi-annual reports are compiled. Fiscal reporting is completed through the compilation of the federal SF 425. All reports are then submitted through Grant Solutions. Semi-annual reporting to the federal government is completed as required every April and October. In addition, as a requirement of the ISIS study for this project, Cindy submits quarterly reports related directly to the customers assigned to the ISIS study treatment group to Abt Associates.

4. Project Impact

SDWP will work closely with the third party evaluator to ensure that the data collected aligns with the client characteristics and programmatic outputs and outcomes that are central to the program's evaluation. The project will involve two primary sources for data collection: (1) The MIS will capture data on client (intake) characteristics and programmatic activities, including all outputs and outcomes of interest for the evaluation. (2) Any additional evaluation data that is needed will be identified in consultation with the third party evaluator, who will be responsible for this data's collection and quality assurance.

SDWP has considerable experience managing data systems and ensuring adherence to data entry policies. Contracts with our service providers stipulate that all required data must be entered into the data system within three business days. Performance policies address which

fields are required, and contractors can be subject to corrective action or revocation of funds for failure to comply with these expectations. SDWP has a third party monitoring company that reviews a sample of electronic and hard files at each of our provider sites on a quarterly basis. This process helps to ensure that accurate and complete data is captured.

Once awarded the grant, SDWP will begin working with partners, to identify any data sources that can be leveraged for the purposes of this evaluation. The FAST project, on which we have based our program design, reported accessing unemployment insurance wage records as well as data from a state-run system that tracks benefits eligibility information for a variety of programs. SDWP intends to fully explore the feasibility of obtaining similar public data for the purposes of this study.

SDWP also has access to data from the case management system used for all WIA adult and youth programs in the County. This system this could be a source for self-reported data about clients who identified with a disability diagnosis. Additionally, we have the capacity to document how this program compares to typical WIA service provision; our third party evaluator would have access to this data as part of the implementation study.

For the *Breaking Barriers in San Diego* project, data collection can be categorized into 4 major phases: (1) at intake; (2) while assigned to the treatment or control group; (3) at the termination of services; and (4) during the 12 months of follow-up after program completion. The MIS will include a field for any substantive activity or service a participant may receive. Case managers will also use case notes to provide more detailed information on clients' progress in the program.

SDWP's quarterly reports to DOL/ETA will provide updates including (a) the number of customer randomly assigned to treatment and control groups; (b) the number of treatment group participants who have enrolled and begun receiving SE services; (c) the number of clients who have attended an employer social or other employer engagement event; (d) the percentage of clients who achieve their first employer interaction within 30 days of enrollment; and (e) the number of clients who have obtained competitive employment following enrollment in the program. While this is not an exhaustive list, these data points will certainly allow us to report and monitor progress throughout the life of the project.

In the first quarters after program activities begin, we will look to the measures above as indicators of whether the program implementation is progressing as expected. In the first year of program services, our primary focus will be on taking participants through the random assignment process, providing services with high fidelity to the IPS model, and generating opportunities for participants to interact with employers in low-pressure, neutral settings. Analyzing data on these activities within the first quarter of starting random assignment will allow us to identify any needs for course correction early on. As staff members become comfortable with IPS and skilled at implementing the *Breaking Barriers in San Diego* project model, we will begin attending more closely to data on program outputs and outcomes, including changes in clients' employability scores, placement in employment, and job retention. SDWP presently uses several data systems that would be appropriate for use with the *Breaking Barriers in San Diego* project. Earlier in 2014, our WIA youth and adult programs began using CalJOBS, the state's implementation of *Geographic Solutions'* Virtual One Stop application. This system now houses a variety of intake, eligibility and activity information for customers

receiving job search or intensive services in the workforce system. The Virtual One Stop platform offers a “Generic Programs” module⁴, which allows entities like SDWP to customize eligibility criteria, program activities and data definitions for specific local programs. We feel that CalJOBS is an appropriate MIS that would allow us to begin capturing all programmatic data of interest as soon as service provision begins. Nonetheless, we will spend time early in the implementation year thoroughly considering several platforms before making a determination as to which is most appropriate for the project.

Our cost-effectiveness analysis will calculate unit cost for the study’s results. At present, the outcomes of interest for this cost-effectiveness analysis include the following: (1) Ever-employed rate; (2) Days of (consecutive) employment; and (3) Reduction in number of barriers to employment. Outcome data will be obtained from the program’s MIS and evaluation data, which will contain information about clients’ employment placements and changes in employability scores between intake and program completion.

Cost data is expected to be obtained from two main sources: SDWP’s budget for the project and financial/accounting records indicating direct service providers’ spending on these needs and SDWP’s investment in software, equipment and supplies. Keeping in mind that increased employability may have implications for participants’ future earnings and reliance on public benefits, we will work with our partners to identify any other available cost-related measures relevant to assessing the impacts of the project.

As mentioned above, SDWP has considerable experience managing federally funded programs of this magnitude. Our Manager of Special Projects has overseen the HPOG program through

⁴ <http://www.geographicsolutions.com/solutions-generic-programs-module.asp>

every aspect of development and implementation. This role included managing service providers to ensure the random assignment process went smoothly and did not interfere with service provision as it occurred during the second and third years of a five program year project and dramatically increased the efforts required for outreach and intake activities.

Monitoring and analyzing program data have been integral to this process of managing the grant's performance. The Performance Management Analyst who works with the HPOG program regularly consults with service providers regarding inconsistencies identified in the data or any concerning trends for them to keep in mind. Additionally, we report quarterly progress to our local boards, including the key performance indicators for which we are accountable to the HHS and other outputs regarding the healthcare occupations in which participants obtain training and employment. These performance reports are publicly available on SDWP's website, allowing local stakeholders and other interested parties to keep up with our progress towards the grant's performance outcomes.

5. Strategic Leadership

Factor 1 - Strategic Relationships and Leadership Buy-In

Partners to this proposed demonstration project include the County of San Diego HHS, the Department of Rehabilitation (DOR), and the SDWP. SDWP is the administrative agency for the San Diego Workforce Investment Board (WIB) and oversees the operations of the AJCCs in San Diego County. SDWP role, as lead applicant, will be the overall operations and management of this project. SDWP has a 40 year history of implementing workforce development projects. In addition to the Manager of Special Projects identified above, the Director of the Adult Programs Team, Mark Nanzer, will have key responsibilities for leadership in this project. Mark has over

15 years of experience in non-profit management with the last eight years focused in the field of workforce development.

The County of San Diego HHS CalWORKS program is managed by Rick Wanne. Rick is currently the Director of Eligibility Operations at the County of San Diego. Rick has worked for the county since 2008 when he was the Director of Contract Support for San Diego County HHS.

Sonia Peterson currently manages district operations for the DOR San Diego District office. Sonia supervises the Rehabilitation Counselors that serve mental health, substance abuse, developmentally disabled/supported employment, Deaf, and Blind caseloads.

Each of these leaders, along with their designee, will form the Leadership Committee (Committee). The role of the Committee will primarily focus on strategies to move San Diego forward on our proposed goal to increase system efficiency and develop stronger cooperation across programs (TANF, SSI, WIA) and funding streams. The Committee will meet bi-monthly and will be staffed by SDWP Manager of Special Projects. The Manager of Special Projects will be responsible for keeping the Committee informed on all aspects of the project, progress made, and identification of any barriers or challenges needing the attention of the Committee to mitigate. The attached Partnership Agreements is evidence of the partners buy-in and understanding of their role in this project. The Committee will be sustained as an on-going entity to ensure the alignment of our systems is long-term and lasting.

Factor 2 - Strategic Communication

In addition to the quarterly meeting of the Committee, SDWP will add this proposed project to an existing Common Customer meeting. The Common Customer meeting was established by SDWP to increase efficient communication for the HPOG. The Common Customer meeting is a monthly meeting attended by managers from the SDWP HPOG Navigator Contractors who

provide direct customer service to HPOG customers, the AJCCs, the County of San Diego HHS, the County of San Diego's contracted CalWORKS managers, providers of subsidized housing, and the DOR. This group works together to operationalize the provision of services to our common customers (the TANF recipient). Most recently this group worked together to develop and implement a new Expanded Subsidized Employment program on behalf of the County of San Diego. This group was instrumental in the early implementation of HPOG and worked diligently on the implementation of our team-based case management strategies. The group is now working on those aspects of the HPOG we want to ensure are sustained through our collective workforce systems.

Factor 3 - Integration into Formula Funded Activities

This project will be housed in the WIA funded AJCC service delivery system. There are six full service AJCCs strategically located throughout San Diego and six satellite centers. While the proposed supported employment model does not include a customer skills training component, we anticipate that some customers will need to access skills training. In these cases, WIA formula funds will be leveraged to pay for the cost of the training.

Once established through this proposed project, the partners to this grant plan to sustain the provision of the supported employment model for all San Diego County job seekers who select to participate. One of the unstated goals is to learn what strategies work well to assist people in their employment goals. The assumption is that if we learn strategies to assist the most marginalized and hard to serve job seekers, we can easily replicate those strategies with the recently unemployed job seeker entering the AJCC.

Project Work Plan

Activity			
Milestone	Implementer	Costs	Time
Activity 1: Plan Program Execution and Evaluation	SDWP Staff: Cindy Perry Sarah Collier TBD: Evaluation Team	Strategy Total: \$83,706 P1: \$5,332 P2: \$1,333 P3: \$18,056 P4: \$23,969 P5: \$24,061 P6: \$6,238 P7: \$3,546	Start Date: 8/1/2014 End Date: 10/1/2015
Deliverable #1	Procurement for the evaluation team will be complete, the evaluation plan will be developed and approved by DOL and the IRB for program execution.		
Activity 2: Training of Partners and Stakeholders	SDWP Staff Partner Staff Evaluation Team	Strategy Total: \$42,752 P1: \$2,723 P2: \$681 P3: \$9,222 P4: \$12,242 P5: \$12,289 P6: \$3,186 7: \$1,811	Start Date: 10/1/2015 End Date: 4/30/2018
Deliverable #2	Complete training on evaluation intake, random assignment, and supported employment model for all partners and stakeholders as well as on-going technical assistance.		
Activity 3: Outreach, recruitment, and random assignment of control group	SDWP Staff AJCC Staff	Strategy Total: \$93,284 P1: \$5,942 P2: \$1,486 P3: \$20,112 P4: \$26,712 P5: \$26,815 P6: \$6,952 P7: \$3,952	Start Date: 10/1/2015 End Date: 9/30/2017
Deliverable #3	Random assignment of 500 customers to the control/comparison group.		

Activity			
Milestone	Implementer	Costs	Time
Activity 4: Outreach, recruitment and, random assignment of treatment group	SDWP Staff AJCC Staff	Strategy Total: \$93,284 P1: \$5,942 P2: \$1,486 P3: \$20,122 P4: \$26,712 P5: \$26,815 P6: \$6,952 P7: \$3,952	Start Date: 10/1/2015 End Date: 9/30/2017
Deliverable #4	Random assignment of 500 customers to the treatment group.		
Activity 5: Service Delivery and supported employment services	AJCC Staff SDWP Staff	Strategy Total: \$4,080,490 P1: \$259,919 P2: \$64,992 P3: \$880,185 P4 \$1,168,433 P5: \$1,172,942 P6 \$304,113 P7: \$172,855	Start Date: 10/1/2015 End Date: 9/30/2019
Deliverable #5	Services provided to the treatment group customers per the supported employment model achieving outcomes identified in the proposal.		
Activity 6: Evaluation Activities	SDWP Staff Evaluation Team	Strategy Total: \$1,606,484 P1: \$102,330 P2: \$25,587 P3: \$346,528 P4: \$460,011 P5: \$461,786 P6: \$119,729 P7: \$68,053	Start Date: 08/01/2014 End Date: 09/30/2019

P1 – P7 = Period Dates:

Period 1 – 10/1/2014 – 06/30/2015

Period 2 – 07/1/2015 – 09/30/2015

Period 3 – 10/01/2015 – 06/30/2016

Period 4 – 07/01/2016 – 06/30/2017

Period 5 – 07/01/2017 – 06/30/2018

Period 6 - 07/01/2018 – 9/30/2018

Period 7 – 10/01/2018 – 06/30/2019

Period 8 – 07/01/2019 – 09/30/2019