

Improving Transition Outcomes for Youth Supplemental Security Income (SSI) Recipients: Early Findings from the PROMISE Evaluation

Speakers

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Center for Studying Disability Policy Forum

April 11, 2019



Welcome



Moderator
Gina Livermore
Mathematica

Today's Speakers



David Emenheiser
U.S. Dept. of Education



Joyanne Cobb
Social Security Administration



Todd Honeycutt
Mathematica



Jackie Kauff
Mathematica



Arif Mamun
Mathematica



PROMISE INITIATIVE

DAVID E. EMENHEISER, ED.D.

OFFICE OF SPECIAL EDUCATION AND REHABILITATIVE
SERVICES

FEDERAL STRUCTURE AND AUTHORITY

**PROMOTING THE READINESS
OF MINORS IN SUPPLEMENTAL
SECURITY INCOME**

FEDERAL AUTHORITY

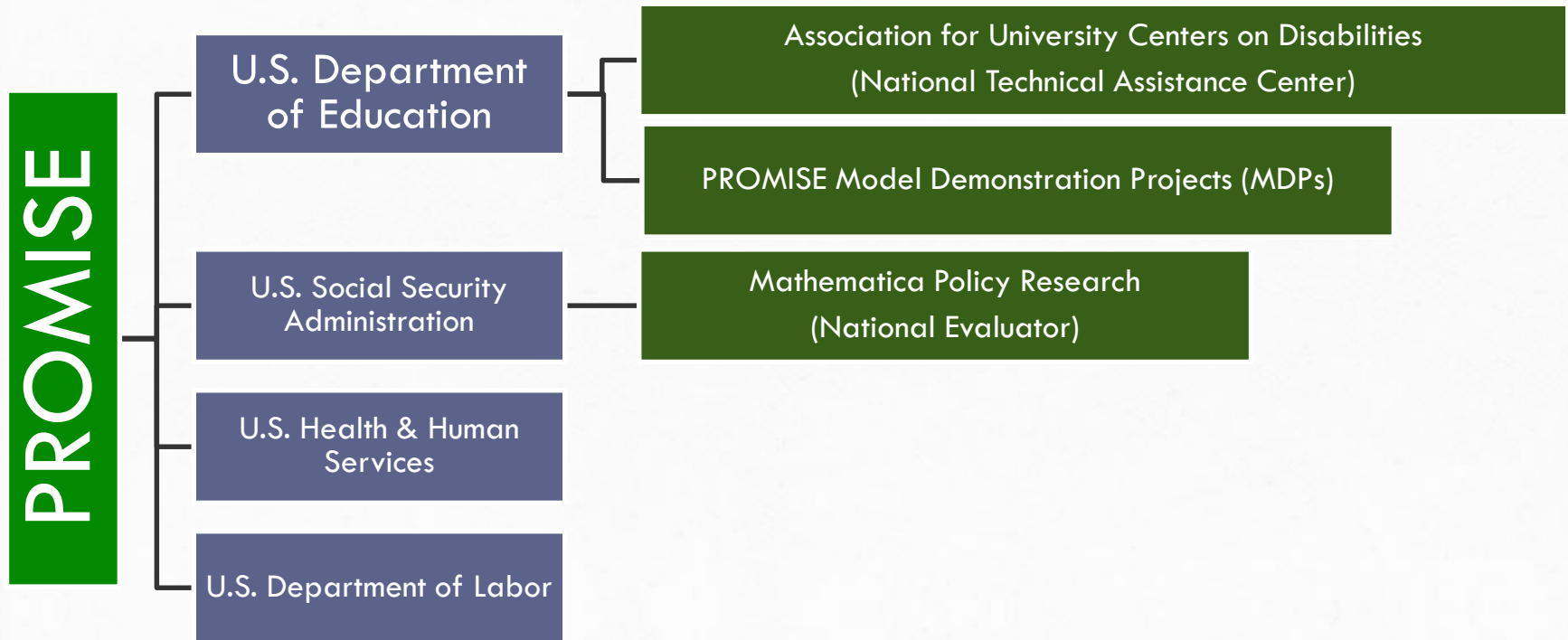
APPROPRIATIONS

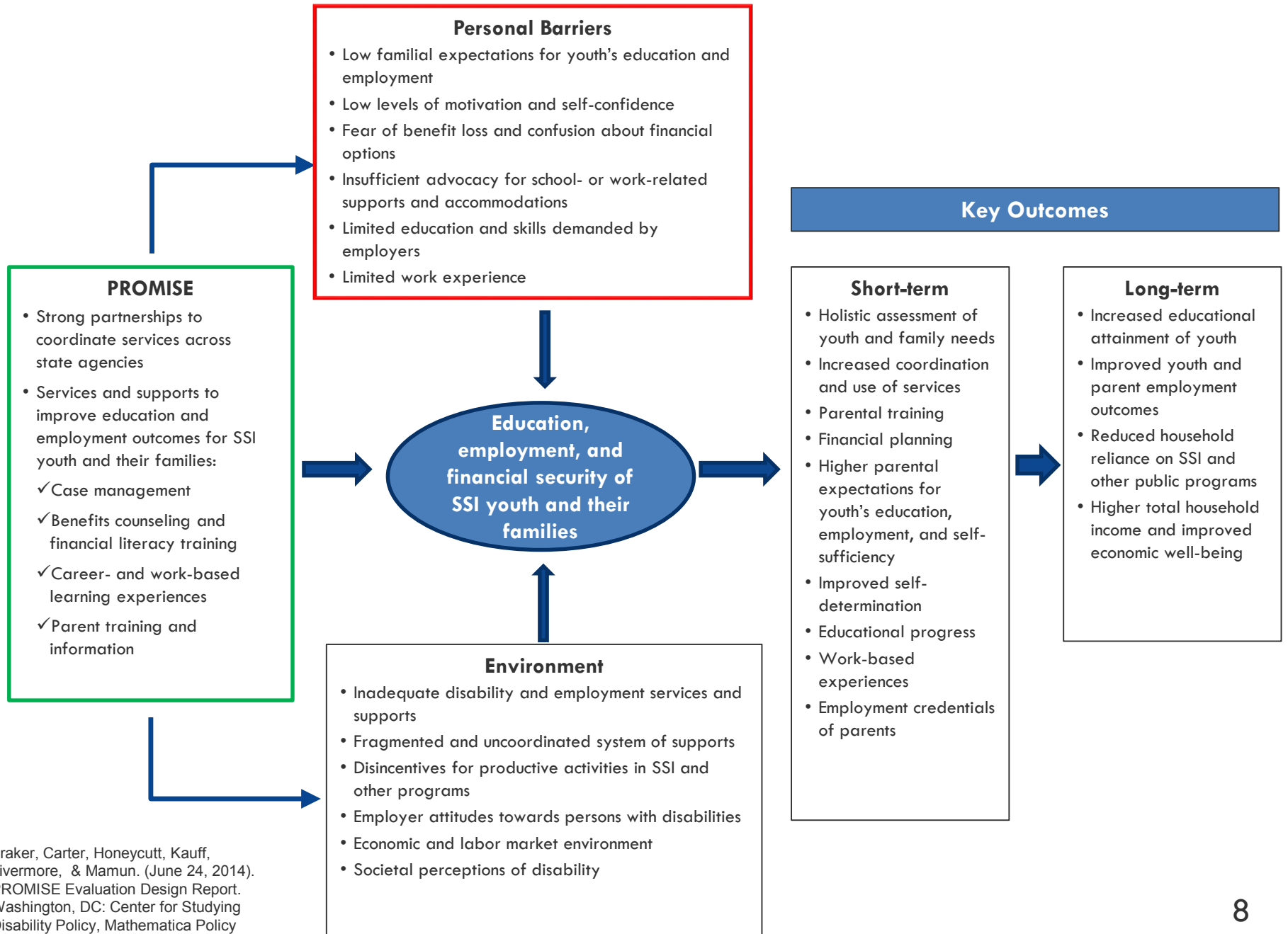
1. The Consolidated Appropriations Act, 2012 (P.L. 112-74) provided funds for activities to improve the outcomes of child SSI recipients and their families.
2. The 6 Model Demonstration Projects received a total of approximately \$229 million for 5 years.



FEDERAL PARTNERS

INTERAGENCY





Fraker, Carter, Honeycutt, Kauff, Livermore, & Mamun. (June 24, 2014). PROMISE Evaluation Design Report. Washington, DC: Center for Studying Disability Policy, Mathematica Policy Research.

RESEARCH DESIGN

POPULATION

1. Target Population: Youth, 14–16 years of age, enrolled in the SSI program through the Social Security Administration and their families.
2. Six grant awardees were required to recruit 13,172 participants for the study (all MDPs were required to recruit 2,000 participants, except CA: 3,172 participants); recruitment ended on 4/30/2016, and all MDPs met or exceeded their enrollment targets (total enrollment: 13,444/102%).
3. Experimental Research Design: RCT was used to test interventions to predict positive outcomes for SSI eligible youth. The control group continues to receive typical services available to them in their state.

PROMISE

**MODEL DEMONSTRATION
PROJECTS**

PURPOSE

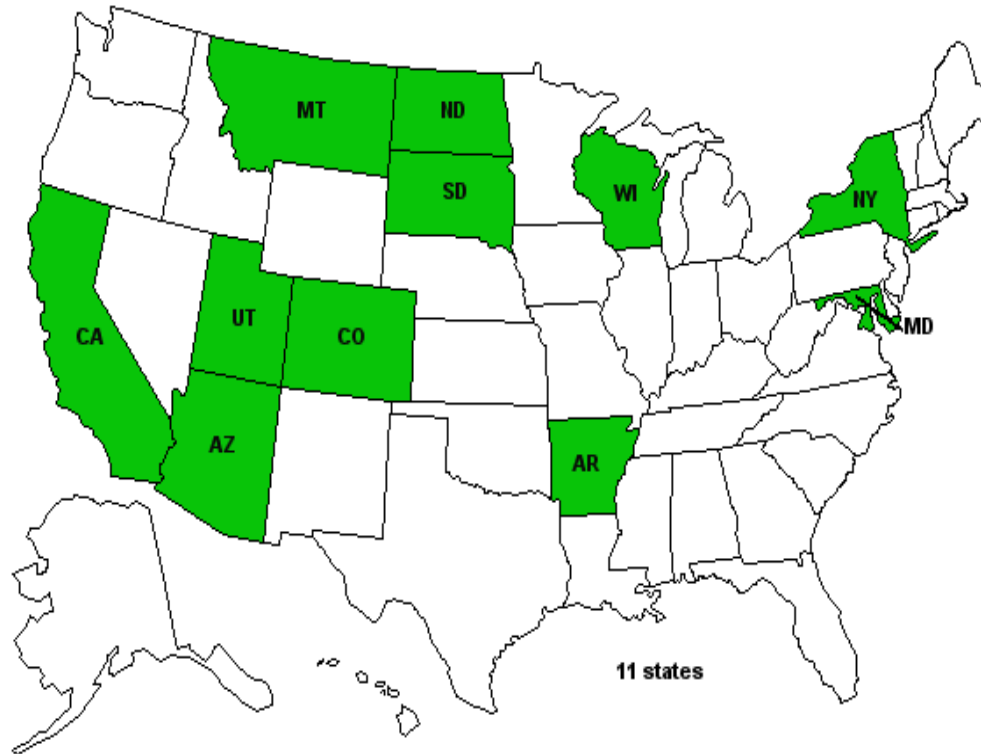
COMPETITIVE GRANT AWARDS

1. Six grants were awarded in FY2013 for 5 years to implement Model Demonstration Projects (MDPs) to promote positive outcomes for children who receive SSI and their families.
2. PROMISE aims to encourage new ways of providing support and to build an evidence base on the effectiveness of promising interventions related to the transition from school to postsecondary education and employment.
3. The AUCD PROMISE TA Center was awarded in FY2014.

www.promisetacenter.org



ASPIRE



PROMISE MDP CORE FEATURES

REQUIREMENTS

- **Develop partnerships** with multiple state agencies and organizations
- **Provide services and supports** which include:
 - case management
 - benefits counseling and financial capability services
 - career- and work-based learning experiences, to include paid employment in integrated settings
 - parent training and information
- **Participant outreach and recruitment**
- **Provide technical assistance and training** to include professional development for stakeholders



PROMISE DETAILS

- 2,157, or 45 percent of the total number receiving enhanced interventions through PROMISE, live in rural areas.
- All youth receive SSI (Supplemental Security Income), meaning their household incomes are less than 100% FPL.
- Not all youth have IEPs or 504 Plans.



Federal Transition Supports and Challenges for Youth with Disabilities in Accessing Them

Todd Honeycutt

Presented at the CSDP Forum on Improving Transition Outcomes for Youth SSI Recipients: Early Findings from the PROMISE Evaluation

Washington, DC

April 11, 2019



Goal: Present the Context for PROMISE

- Document federal programs for youth with disabilities.
- Describe six challenges that youth and their families face in accessing those federal programs.
- List the changes in the transition landscape occurring through the Workforce Innovation and Opportunity Act of 2014 (WIOA).

Federal Programs Serving Youth with Disabilities

- **Multiple federal agencies sponsor programs for youth with disabilities**
 - Most operate at the state or local levels
- **In 2014, the federal government spent \$58 billion through 73 programs for youth with disabilities under age 18 (Shenk and Livermore 2019)**
 - State and local governments also contribute substantial resources (\$25 billion in specific supports, \$94 billion in general education) to serve this population

Specific Federal Programs That Support Youth with Disabilities

U.S. Department of Education

Special education, state vocational rehabilitation, and parent training and information center programs and services

Social Security Administration

Supplemental Security Income, Social Security Disability Insurance, Ticket to Work, Work Incentives Planning and Assistance

U.S. Department of Labor

State workforce development programs

U.S. Department of Health and Human Services

Medicare, Medicaid, Children's Health Insurance Program, Centers for Independent Living services

Six Challenges Faced by Youth and Families in Accessing/Using Federal Programs

Inadequate preparation for postsecondary education and employment

Limited use of evidence-based practices

Limited or delayed access to transition services

Lack of information and awareness

Different federal program eligibility rules and incentives

Fragmented, uncoordinated transition system



Challenge 1: Different Federal Program Eligibility Rules and Incentives

- **Federal programs differ in their rules for eligibility**
 - Disability definitions
 - Child versus adult eligibility
- **Program goals or incentives can complicate youth's involvement with other programs**

Challenge 2: Fragmented, Uncoordinated Transition System

- **Understanding and coordinating services across providers falls primarily on the youth and family**
 - Youth and families must be able to identify, understand, and navigate the array of federal programs

Challenge 3: Limited or Delayed Access to Transition Services

- Resource limitations
- Geographic differences in services
- Wait sts for services

Challenge 4: Lack of Information and Awareness

- Youth and families might not be aware of available services from federal programs or know where to go for them
 - Particularly after youth leave secondary school

Challenge 5: Inadequate Preparation for Postsecondary Education and Employment

- Youth with disabilities do not access career development learning and experiential activities
 - Lack of services in area
 - Lack of consistency or quality in services

Challenge 6: Limited Use of Evidence-Based Practices

- Use of evidence-based practices by staff at federally funded programs is inconsistent

Changes in the Transition Landscape Occurring Through WIOA

- **Emphasize competitive, integrated employment for people with disabilities.**
- **Require increased interagency collaboration.**
- **Reduce reliance on subminimum wages (Section 511 regulations).**
- **Establish requirements for pre-employment transition services.**

Summary



WIOA changes to transition landscape

Multiple federal programs

Challenges youth and families face in accessing and using services

Need for more supports to help youth with disabilities navigate the transition from school to adulthood

Resources

- **Honeycutt, Todd, and Gina Livermore. “Promoting Readiness of Minors in Supplemental Security Income (PROMISE): The Role of PROMISE in the Landscape of Federal Programs Targeting Youth with Disabilities.”** Final report submitted to the Social Security Administration. Washington, DC: Mathematica Policy Research, December 7, 2018.
 - <https://www.mathematica-mpr.com/our-publications-and-findings/publications/the-role-of-promise-in-the-landscape-of-federal-programs-targeting-youth-with-disabilities>
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Addressing Challenges Accessing Transition Services: The PROMISE Approach

Jacqueline Kauff

*Presented at the CSDP Forum on Improving Transition
Outcomes for Youth SSI Recipients: Early Findings
from the PROMISE Evaluation*

Washington, DC

April 11, 2019



Overview of Presentation

- **Overview of PROMISE programs and services**
- **How PROMISE addressed challenges in youth's access to and use of federal programs**
- **Implementation hurdles**

PROMISE Core Components

- **Formal agency-level partnerships**
- **Case management**
- **Benefits counseling and financial literacy training**
- **Career- and work-based learning experiences**
- **Parent training and information**

PROMISE Programs

- **Arkansas PROMISE: 1/4 of counties**
- **ASPIRE: Statewide in 6 states**
- **CaPROMISE: 18 LEAs in 4 regions**
- **MD PROMISE: Statewide**
- **NYS PROMISE: LEAs in 3 regions**
- **WI PROMISE: Statewide**

ASPIRE = Achieving Success by Promoting Readiness for Education and Employment.
The six states involved in the ASPIRE consortium were Arizona, Colorado, Montana, North Dakota, South Dakota, and Utah.

Organizational Structure of PROMISE Services

Program	Lead agency	Case management	Benefits counseling	Employment services	Parent training
AR	ED	University of Arkansas	Service provider	VR, WIBs, service providers	University of Arkansas
ASPIRE	VR	VR, ED, service providers	Service providers	VR, ED, service providers	Federal ED-funded Parent Training and Info Centers
CA	VR	LEAs	LEAs	LEAs, VR	Federal ED-funded Parent Training and Info Centers
MD	Other state	Service provider	Service provider	Service provider	Service provider
NY	Other state	LEAs	Service providers	Service providers	Federal ED-funded Parent Training and Info Centers
WI	VR	VR	Service provider	VR, service providers	Service provider

ED = Department of Education; LEAs = local education agencies; VR = vocational rehabilitation agency; WIBs = workforce investment boards

How PROMISE Addressed Challenges in Youth's Access to and Use of Federal Programs

Different Federal Program Eligibility Rules and Incentives

- **PROMISE as gateway to and consistent provider of services**
 - Referrals and interagency collaboration
 - Direct service provision and indefinite eligibility
- **Benefits counseling**
 - Credentialing
 - Virginia Commonwealth University CWIC training (ASPIRE, AR, NY, MD)
 - Cornell University Work Incentives Practitioner Training (CA)
 - State training (WI, MD)

Different Federal Program Eligibility Rules and Incentives—Key Implementation Hurdle

- **Providing in-depth, customized benefits counseling to all youth and families**
 - **Garnering family cooperation**
 - **Providing counseling in and outside the context of milestone events**
 - **Providing timely referrals to contractors**

Fragmented, Uncoordinated Transition System

- **Case management**
- **Interagency collaboration**
 - **Service delivery partnerships**
 - **Referrals**
 - **Advisory/steering committees**

Fragmented, Uncoordinated Transition System—Key Implementation Hurdle

- Relying on state-level partnerships to trickle down to local level

Lack of Information and Awareness

- **Case managers as conduits of information**
 - Smaller caseloads
 - Requirements for regular contact
 - Referrals to community resources
- **Parent training and information**
 - Development and delivery of curricula (NY, WI)
 - Referrals to/contracts with ED-funded parent centers (ASPIRE, CA, NY)
 - Youth case management meetings (AR, MD)

Lack of Information and Awareness— Key Implementation Hurdle

- **Maintaining youth and family engagement**
 - Family crises
 - Instability of contact information
 - Geographic dispersion

Limited or Delayed Access to Transition Services

- **Linkages to VR**
 - VR as lead agency (ASPIRE, CA, WI)
 - VR funded through formal contract (AR)
 - Referrals to VR and pre-employment transition services (ASPIRE, MD, NY)
- **Facilitation of school-based supports**
 - PROMISE embedded within LEAs (CA, NY)
 - PROMISE involvement in IEP and transition planning processes (ASPIRE, AR, MD, WI)

Limited or Delayed Access to Transition Services—Key Implementation Hurdle

- Navigating gatekeepers
 - Individual LEA policies
 - VR order of selection

Inadequate Preparation for Postsecondary Education and Employment

Program	Documentation of vocational and educational goals and action plans	Percentage of youth within 3 years
AR	PROMISE plan	90 (80 emp./85 ed.)
ASPIRE	Goals documented in MIS	87 (53 emp./44 ed.)
CA	Person-driven plan	93
	Individual career action plan	98 (88 emp./95 ed.)
MD	Family plan	91
	Positive personal profile	86
	Individual job development plan	85
NY	N/A	
WI	Individual plan for employment	94

Inadequate Preparation for Postsecondary Education

- **Collaboration with school staff**
- **Facilitation of college tours/fairs**
- **Assistance with exam preparation and applications**
- **Summer camps on college campuses (AR)**
- **Supported education (NY)**

Inadequate Preparation for Postsecondary Employment

- **Facilitation of paid work experiences**
 - Wages subsidized by PROMISE or PROMISE partner (AR, CA, NY, MD, WI)
- **Job coaching (AR, CA, NY, WI)**
- **Facilitation of unpaid work experiences**
 - Job shadowing; intern/apprenticeship; volunteering
- **Career exploration/assessment**
- **Job readiness services**

Inadequate Preparation for Postsecondary Employment—Key Implementation Hurdle

- **Arkansas PROMISE—implementing summer work experiences**
- **ASPIRE—exclusive reliance on existing resources**
- **CaPROMISE—increasing expectations of stakeholders that all youth can work**
- **MD PROMISE—shifting staff mindsets from social services to employment services**
- **NYS PROMISE—limited capacity of service providers**
- **WI PROMISE—providing services to youth and family members concurrently**

Limited Use of Evidence-Based Practices

PROMISE core program requirements reflect effective transition practices documented in:

- **National Collaborative on Workforce and Disability for Youth Guideposts for Success, 2009**
- **National Technical Assistance Center on Transition Effective Practices and Predictors matrix, 2017**

Implications for Impact Analysis

- **Key interventions**
 - Intensive case management
 - Work-based experiences
- **Potential for impacts**
 - Use of pre-existing services and providers
 - Take-up rates

Resources and Contact Information

- **PROMISE process analysis reports**
<https://www.disabilitypolicyresearch.org/our-publications-and-findings/projects/evaluate-the-promoting-readiness-of-minors-in-supplemental-security-income-promise-grants>
- **Jacqueline Kauff**
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Early Impacts of PROMISE

**Arif Mamun, Ankita Patnaik, Michael Levere,
Gina Livermore, Jacqueline Kauff, and Karen Katz**

***Presented at the CSDP Forum on Improving Transition
Outcomes for Youth SSI Recipients: Early Findings from
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Impact Evaluation Based on a Random Assignment Design

- Individual-level random assignment
- Mathematica randomly assigned recruits to treatment or control groups
- Only treatment group members could receive PROMISE services
- Baseline data show that random assignment led to equivalent treatment and control groups
- Impact analysis at two points in time
 - 18 months and 60 months after youth enroll in the program
 - This presentation focuses on 18-month impacts

Key Evaluation Questions for the 18-Month Impact Analysis

- Did PROMISE youth and families receive more services than the control group?
- Did PROMISE youth and families have better education, employment, benefit receipt, economic well-being, and other outcomes than the control group?

Data for the 18-Month Impact Analysis

- **Baseline data**
- **Follow-up data**
 - 18-month parent and youth surveys
 - Social Security Administration (SSA) records
 - State Medicaid agency records
 - State vocational rehabilitation agency records

Key Baseline Characteristics of Youth Enrolled in the Six PROMISE Programs

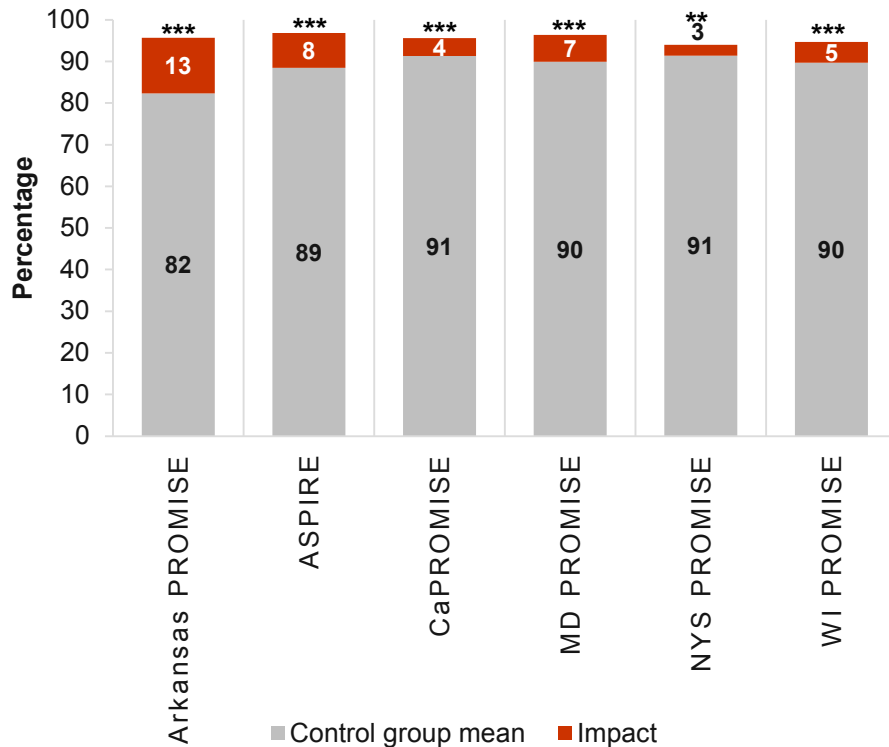
- Two-thirds of the enrolled youth were male
- Nearly 40% of the youth were age 14, except in Maryland (25%)
- Three-quarters or more of the youth had an intellectual or developmental disability or other mental impairment
- Over 85% of the youth had English as their preferred language, except in CaPROMISE (65%)
- Only 1% to 4% of the youth had any paid work experience in the year before program enrollment
- At least two-thirds of the parents had paid employment in the year before program enrollment, but they earned less than \$20,000 in that year

PROMISE 18-Month Impact Analysis

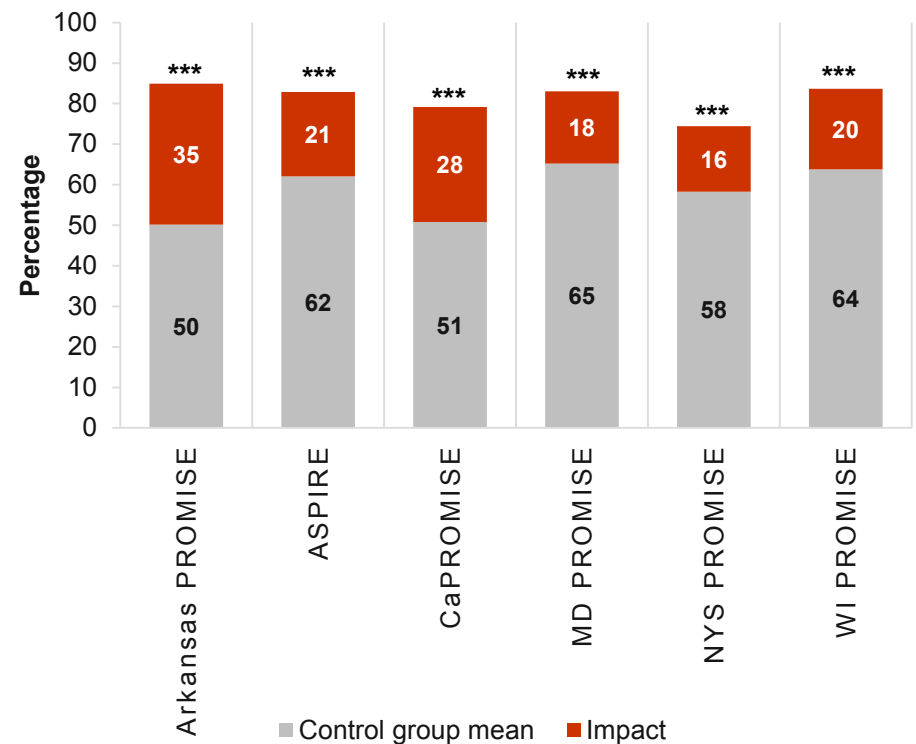
- Separate impact analysis for six programs
- Seven youth domains
 1. Receipt of services
 2. Education and training
 3. Employment and earnings
 4. Self-determination and expectations
 5. Health and health insurance
 6. Use of Medicaid
 7. Economic well-being
- Four parent/family domains
 1. Family members' receipt of services
 2. Parents' education and training
 3. Parents' employment and earnings
 4. Family's economic well-being

Each Program Increased Youth's Receipt of Transition Services

Youth received any transition services



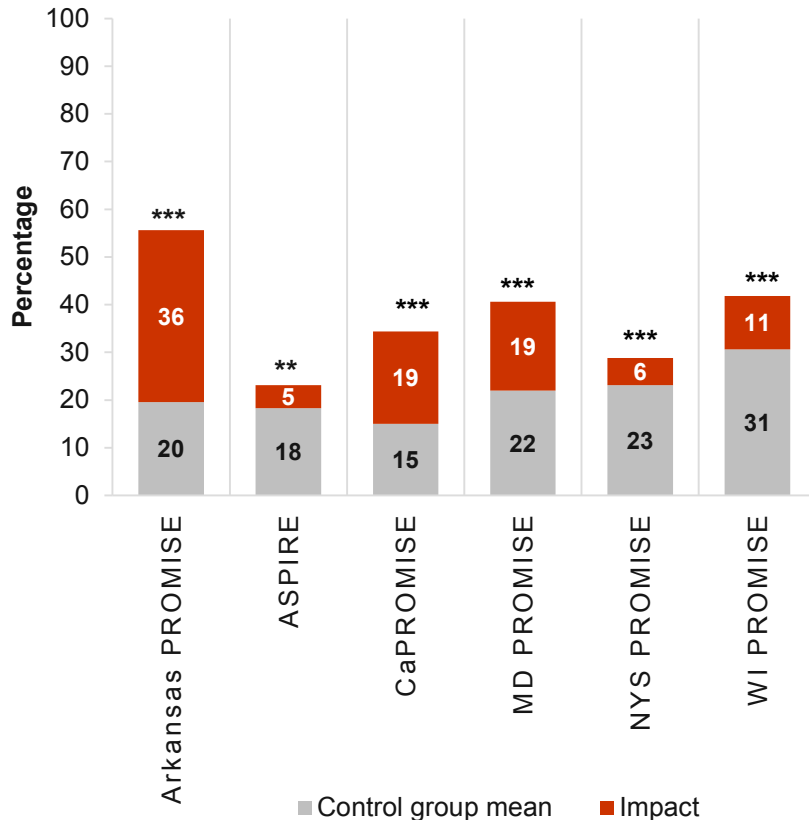
Youth received key transition services



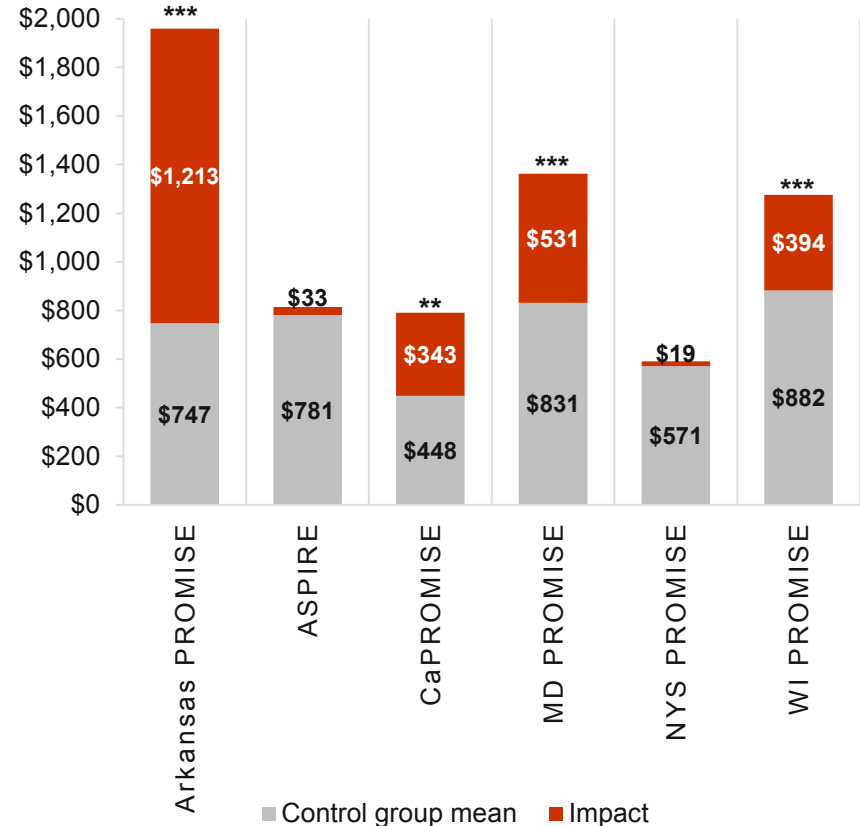
*/**/*** Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed *t*-test.

Each Program Increased Youth's Paid Employment, and Some Increased Earnings

Youth ever employed in a paid job

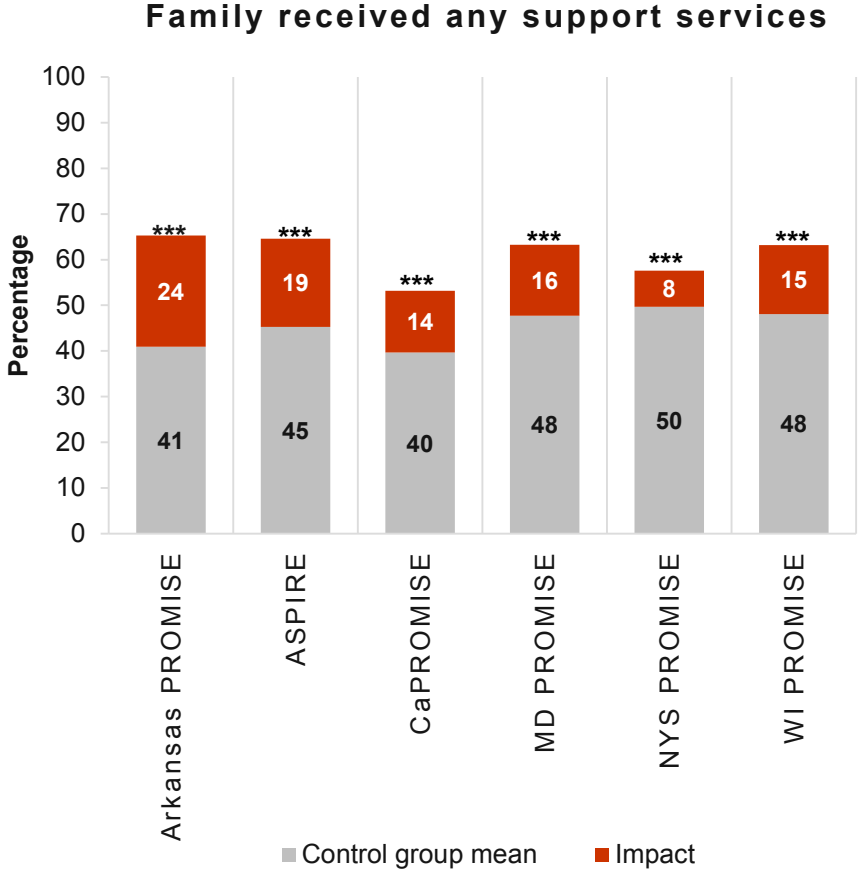


Youth earnings in the past year



*/**/*** Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed *t*-test.

Each Program Increased Receipt of Support Services by Youth's Family



*/**/*** Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed *t*-test.

Summary of Key Findings

- **Programs' impacts on services for youth and their families are in line with the core components of services required under the PROMISE initiative**
- **Each program was effective in helping youth obtain paid work experiences—but mainly in short-term jobs**
- **The magnitude of impacts on youth employment and earnings varied across programs**
- **Although some programs had different impacts for different subgroups, there was no clear pattern across programs**

Early PROMISE Impacts and the Challenges Regarding Transition Supports

- **Challenges: Uncoordinated delivery of and limited or delayed access to transition services**
 - Through interagency collaboration, direct services, and referrals, PROMISE engaged youth in transition services by ages 16–18
 - Across programs, nearly 80% of treatment youth received the key transition services of case management, employment-promoting services, benefits counseling, and financial education
- **Challenge: Inadequate preparation for postsecondary education and employment**
 - Each program had a positive impact on youth's receipt of job-related training or training credentials
 - Their young ages notwithstanding, 23% to 41% of the treatment group youth had paid employment experience

Implications for Policy and Practice

- **Even in a relatively service-rich environment, policymakers and practitioners may need to focus on specific service areas in which they would like to engage youth to improve their outcomes**
- **The interim impact findings support the need for better coordination between agencies that support transition-age youth with disabilities**
- **The impact findings suggest the importance of state environments in influencing the effectiveness of federal programs and policies**

Contact Information

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Discussants



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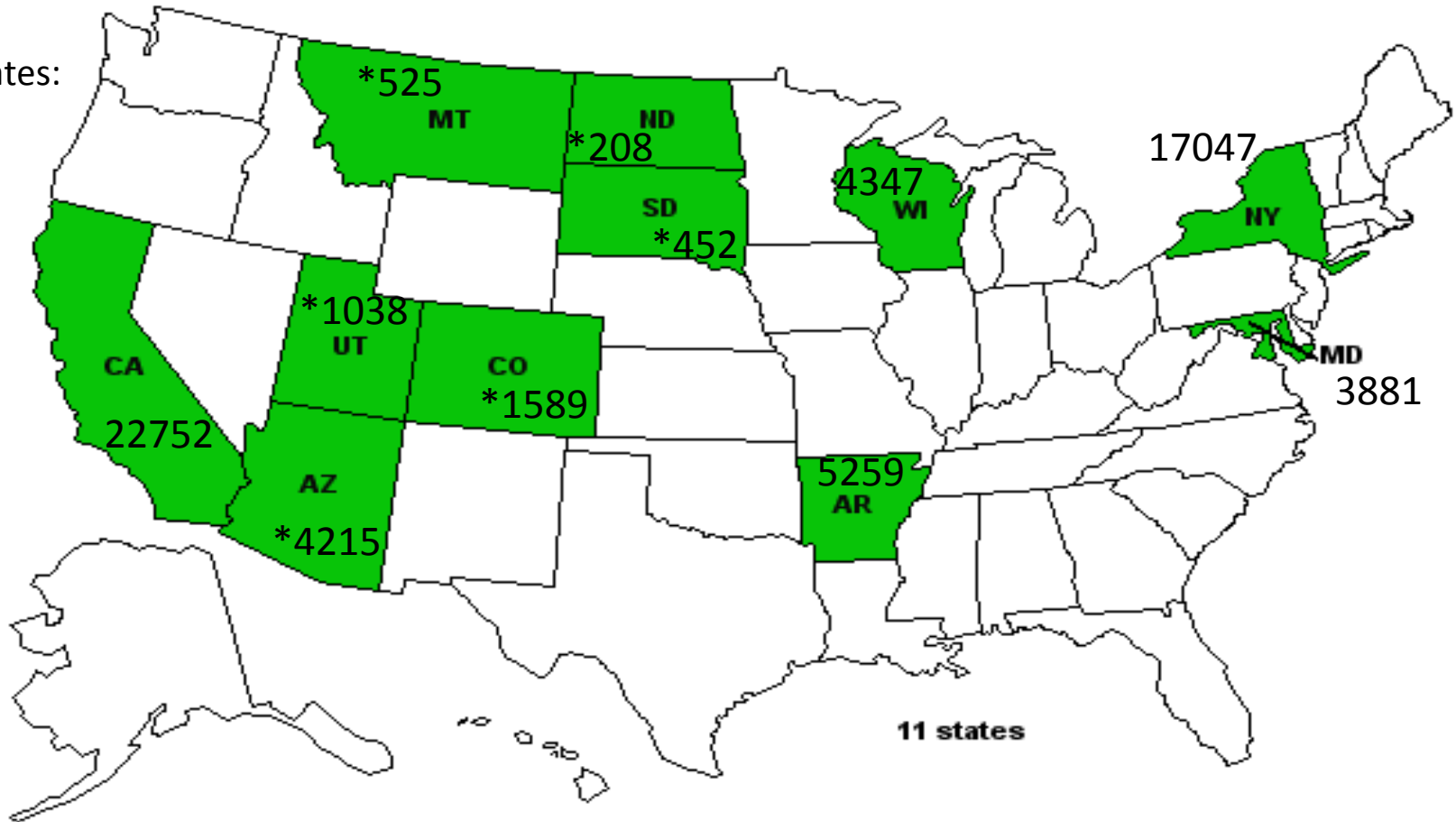
PROMISE Discussion

SSA's Perspective

Presented by Joyanne Cobb

Number of SSI recipients aged 14–16, by PROMISE States prior to enrollment (Dec. 2012)
(The first states began enrolling in the spring of 2014)

ASPIRE/6 states:
*8027



PROMISE SSA Web site:

<https://www.ssa.gov/disabilityresearch/promise.htm>

Specific work incentives and supports for SSI youth

- Continued Payments under Vocational Rehabilitation or Similar Program (Section 301 Payments)
- Student Earned Income Exclusion
 - Maximum amount of income exclusion in 2019 is \$1,870/month not to exceed \$7,550/year
- Plan To Achieve Self Support
- Work Incentives Planning Assistance (WIPA)
 - Contact information for WIPAs <https://choosework.ssa.gov>
- Achieve a Better Life Experience (ABLE)*
 - *Not an SSA program but all youth eligible for SSI are eligible to set up ABLE accounts.

Addressing the challenges faced by youth and families

- “What You Need To Know About Your Supplemental Security Income (SSI) When You Turn 18”
 - SSA publication
 - Sent out to every year since 2016 to SSI recipients ages 14-17
 - Updated every year; currently under revisions for the 2019 mailing

<https://www.ssa.gov/pubs/EN-05-11005.pdf>

PROMISE and YTD

	PROMISE	YTD
Core Components	<ul style="list-style-type: none"> *Case management *Benefits counseling and financial literacy training *Career- and work-based learning experiences *Parent training and information *Formal agency-level partnerships 	<ul style="list-style-type: none"> *Case management *Benefits counseling and financial literacy training *Career- and work-based learning experiences
Duration of Intervention	2 to 4.5 years (The entirety of the program)	18 months
Core Source of Supports	State social service agencies	Universities and private, nonprofit service providers
Target Population	SSI youth ages 14-16	SSI youth and youth at risk of receiving SSI; ages 14-25
Enrollment #'s	13,444	5,280



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OFFICE OF SPECIAL EDUCATION AND REHABILITATIVE SERVICES

OSERS

To improve early childhood, educational, and employment outcomes and raise expectations for all people with disabilities, their families, their communities, and the nation.

RETHINK

OSERS will rethink anything and everything to ensure that we are in the best position to achieve our mission.

- ▶ **Address** deeply embedded and complex issues
- ▶ **Question** systems that do not facilitate the kind of improvement we know is necessary
- ▶ **Confront** structures that limit opportunities for individuals with disabilities
- ▶ **Change** policies and practices that put the needs of a system over the needs of the individual
- ▶ **Challenge** mindsets that appear intent on preserving the status quo

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U. S. DEPARTMENT OF EDUCATION

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OFFICE OF SPECIAL EDUCATION AND REHABILITATIVE SERVICES
U. S. DEPARTMENT OF EDUCATION

Audience Q&A



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U.S. Dept. of Education



Joyanne Cobb
Social Security Administration



Todd Honeycutt
Mathematica



Jackie Kauff
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Upcoming Events

U.S. Department of Education
Webinar

Improving the Trajectories for Youth with Disabilities and Families Living in Poverty

April 24, 2019
1:45 – 4:00 p.m. (ET)

Register here:

[https://www.aucd.org/meetings/
register.cfm?id=306](https://www.aucd.org/meetings/register.cfm?id=306)

Center for Studying Disability Policy
Webinar

In Search of Better Outcomes and Lower Costs for High- Need Medicaid Long-term Services and Supports Beneficiaries

June 5, 2019
12:00 noon – 1:30 p.m. (ET)