

VP/2015/011

Annex G.1:

DESCRIPTION OF THE ACTION

**A TRAINEESHIP AS A SPRINGBOARD OUT OF UNEMPLOYMENT
FOR THOSE AFFECTED BY MENTAL ILLNESS**

(Project TSUNAMI)

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E L'ANALISI DELLE POLITICHE PUBBLICHE**

MESTIERI

FOR COOP

FONDAZIONE ADECCO PER LE PARI OPPORTUNITÀ

STICHTING ECONOMIE EN CULTURE

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“Applicants should describe what they propose to do, including rationale for the work, hypothesis used in deciding to undertake the project given the current situation of the intervention, what the expected outcomes will be and who will benefit from the work”.

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1. POLICY RELEVANCE OF THE PROPOSED ACTION

The extremely low labour force participation of people with severe mental illness (SMI) represents a serious public policy problem in most countries. Even compared with persons with physical or sensory disabilities, the mentally ill fare particularly badly, although this gap is often very difficult to quantify, because rarely employment statistics are broken down by *type* of disability. There are attitudinal as well as structural barriers that prevent people with mental illness from becoming active participants in the competitive labour market, although nowadays has become almost obvious to argue that some of these barriers could be lowered with the right policies and incentives. There is less consensus on what these “right” policies ought to be.

Opinions vary widely, from those who still believe that the mentally ill should be confined to protected or sheltered environments, to those advocating immediate placement in competitive employment, with some external support for job search and retention. The latter approach is distinguished from other approaches to vocational rehabilitation for persons with severe mental illness by its emphasis on rapid job search (rather than extensive vocational assessment or training), competitive jobs (rather than sheltered or set-aside jobs for persons with disabilities), integration of vocational and clinical services, attention to consumer preferences with respect to job types, disclosure of psychiatric condition to employers, and follow-along supports to facilitate job retention. (McGurk, *et al.*, 2005). Empirical evidence for these programmes is strong, with multiple randomized controlled trials demonstrating the superiority of supported employment over the other rehabilitation models, including group skills training, sheltered workshops and psychosocial rehabilitation services. The evidence for supported employment from controlled trials is compelling, it is widely accepted as an evidence-based practice for severe mental illness, and efforts are under way to disseminate it (Bond, *et al.*, 2001).

In addition to the sheltered/competitive jobs controversy, there are other unresolved debates: one is how to avoid the disincentives produced by disability social insurance, the other is how to fight discrimination by imposing hiring mandates on private employers (the first of these being on the policy agenda mainly in the United States, while the second is relevant for most of continental Europe (e.g., France, Germany, Spain or Italy). It is important to keep in mind that there aren’t just economic benefits to employment. For those with severe mental illness, work can provide a sense of purpose, improve self esteem, and even lessen psychiatric symptoms (McGurk, *et al.*, 2005). Rowland and Perkins (1988) identified four benefits of work: work as a restorative psychological process, work to improve self-concept, the protective effect of work and the social dimension of work. Positive and meaningful employment experiences have been linked to improved self-concept and self-efficacy, higher ratings of subjective well-being, regaining self-esteem, improved engagement in work activity with associated symptom reduction. Work may also improve clinical insight for those with severe mental illness who have less severe cognitive impairments. Most importantly, work offers hope, which is vital to recover from mental illness. To be excluded from work erodes self-confidence and creates a sense of isolation and marginalization.

1.1 Barriers to work for people with SMI

There are undoubtedly many barriers to work for people with SMI, **barriers related to the symptoms** of the disease themselves, such as cognitive impairments that can be found in attention deficits, psychomotor speed, working and verbal memory, and executive function (McGurk & Wykes, 2008). Though these impairments can create complications for any job, they are even more of a detriment in a highly technological world, where individuals with cognitive impairments often face idiosyncratic technology-related difficulties.

Other barriers **originate in the workplace itself**. Stigma associated with mental illness creates a reluctance to hire the mentally ill and foster low expectations of mentally ill workers in general. There is plenty of evidence pertaining to employment-related stigma and discrimination experienced by people with mental disabilities. **Stigma** seem to be the single major cause of employment inequity for people with a mental disability who experience direct discrimination because of prejudicial attitudes from employers and workmates and indirect discrimination owing to historical patterns of disadvantage, structural disincentives against competitive employment and generalized policy neglect. But what perhaps singles out the stigmatization of people with mental health problems, from other potentially marginalized groups, such as women, ethnic minorities and people with physical disabilities, is the lack of voice that they often have in fighting against discrimination. They are among the most marginalized groups within society. Against this background, modern mental health rehabilitation models and legislative philosophies, which focus on citizenship rights and full social participation, are spreading. Yet, this legislation remains vulnerable to the very prejudicial attitudes they are intended to abate.

1.2 Mandatory hiring for the disabled in Italy

Italy offers a good example of an ambitious though partially ineffective legislation against discrimination for persons with disabilities (not only mental illness). A major reform was introduced almost 20 years ago, with Law 68 of 1999. This legislation strengthened a pre-existing system of **mandatory hiring** of persons with disabilities, not only mental but mostly physical and sensorial. It represents the evolution of the Italian legislation in terms of occupation of people with disabilities, while integrating it with the emerging principles of the international norms aimed at protecting the rights of persons with disabilities. Law 68/99 applies to people in working age with physical, mental or sensorial handicaps, with a reduction of their working ability of more than 45%, confirmed by *ad hoc* commissions for the certification of disability.

According to Law 68/99, both private and public sector employers are required to hire a certain percentage of disabled workers, based on the size of their workforce:

- employers with more than 50 employees must meet a 7% disability employment quota
- at least 2 disabled workers must be hired in workplaces of 36 to 50 employees
- workplaces of 15 to 35 employees must hire at least 1 disabled worker if they operate new intake

Firms that are struggling can be temporarily exempted.

These provisions have been marginally modified through the years, but are built around the same notion of mandatory hiring, limited to new workers and valid for technical/executive staff only. Employers who do not meet the disability employment target must pay a compensation fee to a specific fund. This fund is managed at the regional level and works on furthering the integration of disabled people in the labour market.

In 2013, close to 68.000 persons nationwide applied to join the “Law 68 lists,”. We know that, in 2013,

18,300 persons were hired *from* the list . The ratio of hired from the list and people joining the list is perhaps a more telling figure: this number has been fairly stable despite a changing macroeconomic scenario at around 25%. So only one in four at the most might benefit directly from being from the “Law 68 list”, while the benefit to people with SMI might be substantially lower. The above figures are taken from the *Seventh Report to the Italian Parliament on the Implementation of Law 68*, a document with surprisingly little useful quantitative information in it. And more to the point, no mention is ever made of the mentally ill as an extremely disadvantaged group, nor any figure ever broken down by type of disability. Since the social policy innovation we propose to test will be implemented in the Piemonte Region, we computed few descriptive statistics focused on people with SMI residing in Piemonte and on their employment experience. These figures are expected to call the attention on how powerful is the information of labour market events available today in Italy with the COB , rooted in the reports that *every* employer is obliged to transmit to the PES (*Public Employment Services*) office on *every* creation, modification or termination of *any* work contract or traineeship ever stipulated with any individual from 2008 onward. The name of the archive is **COB** (*Comunicazioni Obbligatorie*—that is—*Compulsory Communications*). By using these high-quality register data we avoid the burden imposed on the respondents, as well as most of the pitfalls of survey data, such as sample attrition, item nonresponse, recall bias, telescoping and other misreporting of events. One of the major assets of our proposal is the presence of ASVAPP’s unique expertise in using COB data and other related data archives, such as the “Law 68 list”. ASVAPP experience also extends to dealing with delicate issues of privacy and confidentiality rights that arise when such sensitive information is handled.

1.3 Employment and mental illness in Northern Italy

ASVAPP first looked at the inflow into the “Law 68 list” during an 18 month period, from July 2013 to December 2014 in order to mimic the inflow project TSUNAMI would face if implemented. The selection criteria were: (1) the person must be enrolled in a PES office as looking for work and available for work; (2) the person must have a reduced work capacity of at least 46%; (3) the “prevailing” motivation for disability must be psychic impairment:

TABLE 1. Enrolled in the “Law 68 list” over an 18-month period, according to the “prevailing” pathology

Prevailing pathology	
Mental illness	990
Mental retardation	569
Physical	90
<i>Missing</i>	291
Total	1.940

If the missing were distributed proportionally to the non-missing, we would get about 1200 new cases. However, later we will consider also the more conservative measure of 1000, essentially to provide a lower bound. These will be crucial quantities for the MDE analysis later on. The more conservative count was used in showing the distribution by age and degree of disability for the mentally ill only.

TABLE 2: Distribution by age of those enrolled in the “law 68 list”

30 or less	18%
31-35	10%
36-40	15%
41-45	18%
46-50	16%
51-55	11%
56+	9%

TABLE 3: Degree of invalidity of those enrolled in the “law 68 list”

46	13%
47-50	17%
51-75	51%
76-99	15%
100	5%

N=990 100%

Table 4 makes some interesting points by comparing results across groups and across Regions in Italy for the same cohort of people. The top left hand side of table 4 compares directly the same measure of employment for the mentally ill and for the physically disabled, thus suggesting that all the claims of discrimination against the mentally ill are justified: while over a third of the physically disabled have a job at some point over the four year horizon after enrolling in the Law 68 list, the corresponding percentage for the mentally ill remains below 20%.

TABLE 4: Percent WITH A JOB at any point during the year, members of the 2010 cohort

	Enrolled in Law 68 list in 2010 in Piemonte		Enrolled in Lavoro&Psiche in 2010	
	Physically disabled	Mentally ill	Control group	Treatment group
After 1 year(2011)	33%	10%	21%	21%
After 2 years(2012)	36%	17%	23%	27%
After 3 years(2013)	37%	15%	25%	30%
After 4 years(2014)	37%	18%	n.a.	n.a.

Source: ASVAPP calculations using COB data

n.a.= not available

TABLE 5: Percent in a TRAINEESHIP at any point during the year, members of the 2010 cohort

	Enrolled in Law 68 list in 2010 in Piemonte		Enrolled in Lavoro&Psiche in 2010	
	Physically disabled	Mentally ill	Control group	Treatment group
After 1 year (2011)	4%	9%	27%	46%
After 2 years(2012)	3%	5%	23%	42%
After 3 years(2013)	1%	3%	18%	12%
After 4 years(2014)	2%	4%	n.a.	n.a.

Source: ASVAPP calculations using COB data

n.a.= not available

The conclusions are different when we consider the participation in a traineeship (table 5, left hand side). The trend is flat and almost zero for the physically disabled—which makes sense, since these are mostly persons with an employment history and thrown out of work because of a disabling health conditions (due often to work-related injuries). So a traineeship might have no value for most of them. Very different is the picture with the mentally ill, for whom we claim the usefulness of a traineeship is vastly underestimated. Table 5 shows that after enrolling in the “Law 68 lists” the likelihood of a traineeship decreases from 9 to 4 percent a year. The figures of the next two columns are dramatically different, more so for the traineeships in table 5 than for the jobs in table 4. These figures come from Piemonte’s neighbouring region of Lombardia, and represent the most important evidence in support of our proposed social innovation. We discuss them next.

1.4 A crucial source of evidence: the Lavoro&Psiche social experiment

Most innovations in social policy are based on good intentions and plenty of anecdotal evidence, but little in the way of hard evidence on the effectiveness of different solutions. Our ambition is to break with this time-honoured but questionable tradition, since **we base the core of our proposal on a fairly robust piece of empirical evidence**, coming from a random assignment demonstration conducted in Italy between 2009 and 2012, with funding by the CARIPLO Foundation, the largest grant-making foundation in Italy. The demonstration, named Lavoro&Psiche, aimed at increasing gainful employment among severely mentally ill patients, by offering them an intensive counselling and coaching by caseworkers with unusually small caseloads: each case-worker, renamed **job coach**, supported an average of 13 patients for a period varying between 24 and 36 months. 311 persons with SMI enrolled during 2010 in Lavoro&Psiche, of which 157 were assigned to the experimental treatment, and 154 to the control group, who retained complete access to the existing services, but not to the job coach.

Two interpretations of the results of the demonstration are possible, according to which causal question one is referring to. If one focuses on the direct comparison between treated and controls, the size of the impact estimates (shown in table 4) are indeed disappointing: during 2013 (the first post-demonstration year, the third from recruiting) 25% of control group patients had some paying job, versus 30% of the experimental, a 5-point difference not statistically significant at conventional levels, nor particularly relevant from a social policy perspective. However, this interpretation ignores an alternative explanatory mechanism, based on the simple idea that a traineeship could be today an important way to make patients more employable.

As shown in table 5, over the demonstration period of 2011-2012, indeed a **unprecedented wave of traineeship opportunities** hit those enrolled in Lavoro&Psiche, by involving over 40% of the experimental group in both years (with unduplicated total of 71%), and even over 20% of the controls (with unduplicated total of 43%), while before the demonstration less than 10% of these patients were ever involved in a traineeship. While certainly some *John Henry* effect can help to rationalize the unexpected results for the controls, the main finding is obtained by focusing on a subset of participants, namely for the subset of experimental that were induced by the offer to be involved in a traineeship and thus complied with the treatment assignment. The chances of having a job at some point in 2013 more than **doubles from the 16% of those who did not do any traineeship to the 34% of those who did**. This estimate was obtained by an econometric procedure called instrumental variable estimation, that specifically addresses the classical problem of *selection bias*, that would produce an over estimate of the return on traineeships. By exploiting the fact that the Lavoro&Psiche demonstration was designed as an experiment with random assignment, although not all assigned to treatment complied with the assignment, we are still able to come up with a credible estimate of the subsequent employment effects of supported traineeships.

We strongly believe that this finding should not be ignored and, even if not solid enough to orient public policy, it should be enough to inspire a next wave of experimentation. **The TSUNAMI project represents an attempt to further increase the stock of rigorous evidence of such an important public policy issue.**

“A case handler is a form of integrated service at the level of the individual. Different types of approaches could be taken according to the role given to the case handler..”

“High quality case handlers, able to assess and provide individualised guidance to people’s needs, enhance the outreach and thus the coverage of social services.”

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2. THE PROPOSED ACTION: INTRODUCING THE JOB COACH AS HIGH QUALITY CASE HANDLER DEDICATED TO SUPPORT MENTALLY ILL JOB SEEKERS

The international controversy between sheltered vs. competitive employment has clearly shown the superiority of the latter over the former, mainly thanks to the overwhelming experimental evidence: controlled studies of the effectiveness of supported employment (Bond et al., 2004) demonstrate the feasibility of competitive employment, even when no screening criteria other than the initial interest determine programme entry. They also found that 40–60% of beneficiaries receiving supported employment assistance obtained competitive employment.

However, there is an **important caveat** to keep in mind when looking at these findings: when *labour demand is very low because of adverse macroeconomic conditions*, the slogan “place into competitive employment as soon as possible” sounds rather hollow. In some cases, it might generate false expectations about paid employment being easily within reach. As we know, in Italy in 2016, this is not likely to be the case. When the overall unemployment rate is above 12% and the fraction of the unemployed that are out of work for more than 12 months is almost 60%, as in 2013 Italy, it would ***misleading to hope in the placement of large numbers into paying jobs in the short run.***

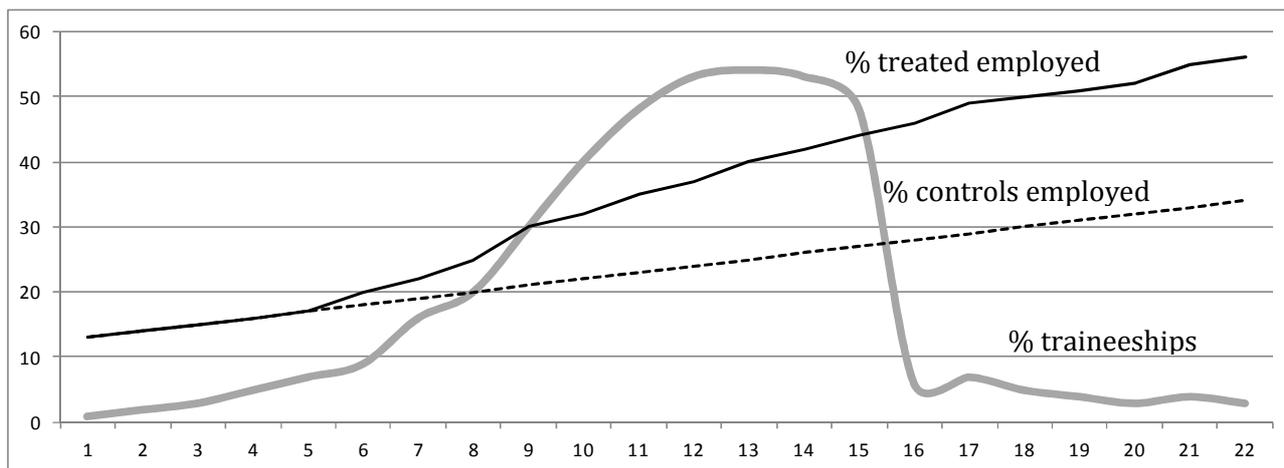
2.1 The social policy innovation

To be sure, the main objective of the social policy innovation we intend to test is the long-term **increase in the level of employment, compared to the status quo**, and precisely among those persons with a certified mental illness who have recently manifested their interest in (re)entering the work force by enrolling in the preferential hiring list known as “Law 68 list”. The fact that paid employment is the ultimate goal of this intervention, it does not necessarily imply that paid employment must be the main goal to pursue in the very short run. What the Lavoro&Psiche experience has taught us is that, while it is feasible to get over 70% of a group of patients with SMI into temporary traineeships over a two-year period, finding jobs for them is a much more difficult task.

The core of the **social policy innovation we propose** is the following: getting as soon as possible into a traineeship those persons with a certified mental illness who have clearly shown their willingness to work by recently enrolling in the “Law 68 list”. This approach emphasises *a place-train model*, that rapidly places individuals with SMI in real-world competitive employment settings, so that they can experience the benefits and challenges of the job environment first hand. The traineeships, with duration between a minimum of three and a maximum of six months, should be strongly focused on skill acquisition and conducted under close monitoring and active support by job coaches. Moreover, when the person has successfully completed the three-to-six-month traineeship, the job coach would involve him/her in a minimum of three-month of very active job search. The main expected result of such wave of coach-supported traineeships, as anticipated by the Lavoro&Psiche experiment, should be that of lifting upward the employment profile of the persons with SMI.

The extent to which such upward lift will take place - and whether it will happen fast enough be detected within the 36 months of the grant - is what we will try to find out with the proposed action. This basic idea is illustrated in the next graph. The proposed action is the grey wave, bringing a large number of the eligible into a traineeship and supporting them in job search. The dashed line represents the counterfactual - that is the employment rate among persons with SMI had TSUNAMI not existed - thus, the impact of TSUNAMI is the vertical distance between the solid thin line and the dashed one.

Graph 1. The TSUNAMI wave and its possible effects



Reviews of randomised controlled trials (Bond et al., 2004) reveal that the main benefit of supported employment is on individual employment outcomes. However, *job retention challenges all forms of employment assistance* (Xie et al., 1997), indicating that continuing support to retain employment or any other form of structured engagement is critical for people with mental illness. (Bond et al., 2001). These findings have clear implications for TSUNAMI as well: we can expect that a similar difficulty in retention would manifest itself also from the minimum of three-month traineeship, so that continuing support to retain a trainee would be crucial, making the job coach the pivotal figure of the entire project.

2.2 Supported Employment and Job Coaching: how does it work?

As the guide *“Supported Employment (SE) for Persons With Psychiatric Disabilities. A Review of Effective Service”*, edited by the National Mental Health Association, explains *“Supported employment is based on the idea that it is better to get persons with mental illness on the job and help them to keep the job rather than just provide vocational training. Originally developed for people with developmental disabilities as a more effective, compassionate and cost-effective alternative to sheltered workshops, SE is intended for individuals who need more than traditional, time-limited vocational services.”* This approach recognizes that people with mental illness, can and do recover and employment can play a key role in the recovery process.

In Italy the programs based on this approach are not common. Many Italian programs adopt the traditional train-place model of vocational rehabilitation in which a person is trained to get ready for competitive employment. In many other countries plenty of randomized controlled trials of supported employment for people with psychiatric disabilities have found them to be more effective at establishing competitive employment outcomes than prevocational training or non-vocational community care (Crowther et al., 2001; Twamley et al., 2003; Wewiorski & Fabian, 2004). This is why

it is important to verify the effectiveness of TSUNAMI through a randomized controlled trial: to find and spread rigorous evidence about the effects of an approach based on supported employment and applied in a large Region of Italy. Supported employment services for people with psychiatric disabilities can take a variety of forms. One of the most innovative is the Job Coach Model

Who are the job coaches

As Daniel Tucker explains in *“Job Coaching in the Workplace”* (2013), *“Job coaches are individuals who specialize in assisting individuals with disabilities to learn and accurately carry out job duties. Job coaches provide one-on-one training tailored to the needs of the employee. They may first do a job analysis to identify the job duties, followed by developing a specific plan as to how they can best train the employee to work more and more on his/her own until completely self-sufficient and able to perform job duties accurately and effectively without assistance.*

Job coaching is sometimes done in a relatively informal way, but it can also involve the application of the evidence-based practice of “supported employment.” Job coaches can also work with employers to explore unmet business needs so that jobs can be developed or customized. Support (to the employee and employer) in addition to skills training can consist of advocacy, disability awareness-building, job adaptations, social support, problem-solving, and the development of natural supports to allow the job coach to phase out of direct involvement (Beyer and Robinson, 2009).”

“While job coaches can be helpful in assisting individuals with a wide variety of disabilities, job coaches most commonly work with individuals who have conditions such as autism, learning disabilities, attention deficit disorder (ADD), and cognitive impairments. Job coaching is also one of the most frequently used accommodations by people with psychiatric disabilities (MacDonald-Wilson, Lin, & Farkas, 2011)”.

The job coaching in TSUNAMI

Job coaching is a multi-actor process focused on supported employment, which involves the person suffering from mental illness, the provider of specialist support services, the employer and the territorial PES, as well as the local Mental Health Department. Coaching is a process aimed at strengthening employability.

There are four main phases of implementation of the coaching process: demand analysis, reinforcement of employability, tutoring and employment support. The steps identified are meant as logical and not chronological steps, outlined to help the coach hold together the logic of the process of job integration of the person with mental health problems. The experience of work integration can cause crises, withdrawals, prolonged stops and phase jumps. The process described below is divided into four stages, each consisting of specific actions.

PHASE 1: Welcome, taking in charge and evaluation of employability (DEMAND ANALYSIS)

Length: 1 month (including the following phase)

1. Collecting summary information from the person with SMI by a preliminary telephone contact and/or letter.
2. Definition of service agreement (signing of PAI, Individual Action Plan); first assessment of employability; identification and activation of a network of services.

PHASE 2: Implementation of the plan of individual career support (EMPLOYABILITY EMPOWERMENT)

Length: 1 month (including the previous phase)

1. Counseling, focused on supporting work motivation and coping skills.

2. Interaction with the network of local services to support monitoring of the compliance of the trainee.
3. Interviews and simulated activities to prepare for the job-interview.
4. Search in the local area for corporate resources available and interested in hosting trainees.
5. Preliminary talks with company representatives and managers; meetings with the representatives and company staff involved in the inclusion of the trainee in order to prepare the organizational and environmental integration of the trainee in the production process.
6. Introduction to the trainee of the firm that will host him/her; outlining the training project; activation of the placement.
7. Information to the trainee of the rules governing the placement and the professional role and job duties.

PHASE 3: start of placement (TUTORING)

Length: from 3 to 6 months

8. Personal development of work skills applied to the context of inclusion; identifying opportunities for employment after the conclusion of the traineeship in the event of a positive outcome of the training.
9. Individual interviews with the trainee and monitoring of the traineeship; mediation meetings aimed at managing possible conflicts; evaluation and support of the trainee's ability to fulfill the expectations and demands of the working environment.
10. Active involvement of local mental health services to provide integrated management of problems encountered in the training.

PHASE 4: Support to job search and closing of the intervention

Length: 3 months following the preceding phase

1. Individual interviews to support the trainee in the rethinking of the negative and positive aspects of the internship experience.
2. Training in job search skills; activating the trainee on job search and strengthen the ability to identify job opportunities.

Termination of job coaching

3. Definition and description shared between coach and trainee of achievement of individual coaching objectives.
4. Support the person's awareness of the skills acquired during the project.
5. Assessment of achievement of employment opportunities and of the increased employability; feedback to the trainee and to the network of support.

2.3 Mechanisms and other functions of the action

By which mechanisms the proposed intervention should bring about the long term changes in employment among those exposed to it? Essentially by four distinct mechanisms: stigma reduction, increased self-esteem, increased productivity, and improved assertiveness. We believe that our approach would: 1) reduce the stigma and the lack of trust that goes together with mental illness, by showing that a continuous and satisfactory performance is indeed possible; 2) increasing the self esteem of the person, by showing that he can hold on to a task for an extended period of time, 3) perhaps even increasing the skill level of the person, which in turn would increase the productivity 4) increase the assertiveness, particularly the ability to ask for help and to face criticism without losing control.

At a more practical level, the action intends to replace the existing plethora of small programmes designed at the provincial level¹, based on good intentions and wishful thinking rather than on any existing evidence, but surely unable to produce any new evidence, not being testable because of the small scale at which they operate and the presumption of being effective just because their proponents are well intentioned. Certainly the latter are not *“delivered through a methodological approach that should include an accurate measurement of expected outcomes based on reliable evaluation methods”*, as requested by the Call.

A corollary of this mission is to send a message, that policy analysis should focus on one policy question at a time, provide a credible answer in the shortest time feasible, and to replicate the successful programmes right way as they prove effective, while rethinking from scratch those that failed.

¹ Just very recently the PES came under the jurisdictions of the regional government, and more precisely under the control and coordination of Agenzia Piemonte Lavoro, which is one of the co-applicants, while up to now they were part of the provinces, which have been, at least formally, abolished.

“Planned policy intervention should be "outcome driven", meaning that an innovative integrated social service is not only developed but it is also implemented and delivered through a methodological approach that should include an accurate measurement of expected outcomes based on reliable evaluation methods”

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3. HOW THE PROPOSED ACTION ADDRESSES THE METHODOLOGICAL ISSUES RAISED BY THE CALL FOR PROPOSALS

To evaluate the net effect attributable to the policy intervention, we used a *Randomised Controlled Trial*. Unlike most RCT, we will not randomize individuals, but PES territorial units. In this section we explain in detail how the expected outcomes will be identified and measured, how data will be collected and used, and with what timeframe”.

“The control group used to evaluate the behaviour with no policy change or without treatment of the group under treatment and the impact evaluation method to adopt should be adequately described.”

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3.1 How treatment and control groups will be constructed

One of the crucial features of the design of TSUNAMI is that treatment and control groups will be created by randomly selecting not individuals but sites, more precisely the local units of the Public Employment Service (PES). The Piemonte Region is divided in 30 districts, each with a separate PES office. When local branches are counted, the number of distinct territorial units goes up to 40. Our goal is to divide these 40 territorial units into two equivalent groups, and then to implement the proposed action in one of these two groups while maintaining the status quo in the other 20. We calculate that between 1000 and 1200 persons with SMI enrol every 18 months in the “Law 68 list” in the total 40 PES units. Thus both the treatment and control groups will be composed by a number that may vary between 500 and 600 person. Given this set up, contamination is unlikely, because there should not be any contact between the members of the two groups at the PES office.

The 40 units will be first grouped into pairs, based on some observable characteristics such as number of unemployed registered at the PES office, size of the working age population residing in the area, number of firms operating in the area, number of adults employed, number (stock) of disabled registered in the “Law 68 list”, number (inflow) of disabled registered in the “Law 68 list”. Then, within each pair, one territorial unit will be randomly picked and assigned to the two different regimes, policy innovation or no policy innovation. Pairwise grouping of units for randomization (one T, one C) reduces chance differences between overall set of 20 T units and 20 C units and thus increases power to detect impacts. We are aware that in order to do the impact analysis correctly from such a design, one must include a set of dummy variables in the right-hand side specification the impact regression equation for Pair A, Pair B, . . . Pair T—which uses up precious unit-level degrees of freedom, thereby diminishing the chances of detecting a given impact as statistically significant. We will look at the trade-off between these countervailing forces and decide which methodology to follow.

There are threat to the validity of any approach. In this case, the presence of any clustering would create a design effect and thus decrease the effective sample size. This problem does not arise if the intra-class correlation coefficient (ICC) is zero or very close to zero. The ICC is the proportion of the

total variance observed between groups. Preliminary analyses performed using both data from the whole of Piemonte, using the PES as the clustering unit, and the Lombardy data using the Lavoro&Psiche mental health local units, indicate that the ICC is very close to zero (<0.01). We have also performed a rough matching of the PES into 15 pairs, using only the 30 main PES offices, using only the number of unemployed registered at the PES office and the number of newly registered in the “Law 68 list” as matching variables. Then we tested whether the two resulting samples of people enrolled in the two groups are balanced. Indeed the two groups resemble one another in the distribution of the observable characteristics.

After the two groups are formed, they should **follow two completely different paths**. In the 20 PES units selected for implementing the action, project TSUNAMI will for the 2017 and 2018 calendar years substitute all the initiatives regarding the job placement of persons with SMI, while in the 20 sites such normal activities will *continue* as close as possible with the *current level of funding*. particular attention must be paid to avoid any form of compensation—that is, of extra spending of money or effort in favour of the excluded PES offices. **The success of the project will hinge crucially on the ability and willingness of the local untreated PES offices to leave the *status quo* unchanged. On the other hand, this represents the major threat to internal validity of the experiment.**

A crucial check for a correct implementation of the experimental design can be done using the COB: nothing unusual should happen to these 500-600 enrolled in the control PES, particularly in terms of enrolment in traineeships. Also we will check for the presence of other irregularities, such as sudden changes in the size and composition of the inflow into the PES units.

By contrast, we would expect to see in the treated PES units larger values for the *take-up rate* - that is, the fraction of those offered who actually accept the offer of a traineeship with the support of a qualified job coach. Since all those signing up for the law 68 list will be offered a traineeship, the take-up rate is decisive in determining the final size of the group actually treated. The take-up rate is hardly under the control of anyone, because it is the sum of the responses of many individuals. However, based on past experience, we would expect it to be between 60% and 80% which translate into a number of persons between 300 and 480. If during implementation the final count is projected to go above 400, the final tally can be lowered simply by shortening the intake period now set at the maximum of 18 months, from November 1st, 2016 to April 30th, 2018.

Other constraints might operate on the “supply side”—that is, on the ability of the project to provide the necessary inputs for treatment. The constraint that appears to be less problematic is to satisfy the requirement, imposed by national legislation in 2011— and then confirmed by regional legislation—, that any internship has to be rewarded with a minimum allowance of €600 a month in case of full time positions, and €300 for part time ones. These allowances will be entirely paid by the Regional Fund for Disability, financed by the fines levied on the employers that do not comply with the hiring mandates imposed by Law 68.

The second constraint that should not be a source of concern is the ability of the project to find enough employers willing to host the 350-450 trainees. In 2013 the total number of internships activated in Italy was about 300.000, involving 205.000 employers, of which about 20.000 in Piemonte alone. Moreover, in Piemonte there were in 2011 about 293.000 active firms just in the private sector, distributed as follows.

TABLE 6: Active firms in Piemonte (2013)

Manufacturing	85.631
Retail and wholesale trade, hotels and restaurants	105.751
Services to enterprises	102.224
Total	293.606

To create 500 traineeship positions, it would entail convincing one out of about 600 employers – that is, one fifth of one per cent. We do not believe that this can ever represent a truly binding constraint. One of the lessons learned from this experiment might be finding out that there exists an untapped potential in the number of employers willing to host a traineeship even for persons with SMI.

The last quantity to be discussed has to do with the coaches' caseload: if the number of coaches is fixed at 20, the actual caseload depends on the take-up rate. Since the number of participants might be between 300 and 480, and more likely between 350 and 400, the average caseload might vary between 15 and 24 trainees (most likely between 18 and 20). However, since the period of service delivery per trainee will be 12 months or at the most 15 months, the actual burden will be proportionally reduced. These figures are broadly comparable with those of Lavoro&Psiche, where each coach had 12 or 13 cases to handle.

TABLE 7: Expected implementation of TSUNAMI

Number joining Law 68 lists in selected PES units	Take-up rate	Total accepted to participate	Average caseload of the 20 coaches
600	80%	480	24
	75%	450	23
	70%	420	21
	60%	360	18
500	80%	400	20
	75%	375	19
	70%	350	18
	60%	300	15

3.2 Statistical power analysis of the Minimum Detectable Effects (MDE)

“The scale of the project should be large enough to statistically detect intervention’s effects of a reasonable size. Methodologies, such as the analysis of the Minimum Detectable Effect (MDE) could possibly be used.”

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Statistical power analysis is an important technique in the design of experiments that helps a researcher to determine how big a sample size should be selected for that experiment sample size and allocation that maximize precision given existing constraints. More specifically, as requested in the Call, we will determine the **Minimum Detectable Effect** (MDE) for each measure of impact. Intuitively, a minimum detectable effect is the **smallest true treatment effect that a research design can detect with confidence**. Formally, it is the smallest true treatment effect that has a specified level of statistical power for a particular level of statistical significance, given a specific statistical test. In order

to treat correctly this issue, it is necessary to take a step back, recognizing that impact evaluation attempts to answer two different causal questions:

- what is the average effect of **offering** a treatment? The ITT effect estimates
- what is the average effect of **accepting the offer of a treatment**? The TOT effect estimates

The Intent To Treat Estimates

The **first question** asks about the impact of a treatment offer. This impact can be estimated experimentally - that is, by a direct comparison of treated and controls. It is often called **intent to treat** (ITT) effect. Since voluntary programs such as TSUNAMI, can only offer treatment - they cannot require it, the effect of intent to treat is a relevant consideration for making policy decisions about such programs. Furthermore, since mandatory programs often have incomplete compliance, the effect of ITT can be an important consideration for judging them.

In the case of ITT, the MDE is calculated as follows. The minimum detectable effect of an impact estimator is a multiple of its standard error: the value of the multiplier M depends on the chosen significance level and on the power of the test. The general formula is

$$(1) \quad MDE_{ITT} = M_{\alpha=0.05, power=0.8} * \sqrt{\frac{\sigma^2}{(P(1-P)n)}}$$

where σ^2 is the variance of the outcome, P is the proportion of the total of n observations which are randomly assigned to treatment. A common convention for defining minimum detectable effects is to set statistical significance α at 0.05 and statistical power at 80 per cent. As long as the number of observations exceeds 20, the multiplier M equals roughly 2.5 for a one-tail test and 2.8 for a two-tail test. In order to simplify things and to be on the safe side, let us assume that $P=0,5$ (control group of the same size as the treatment group) and $\sigma^2= 0,25$ (the maximum variance for a binary outcome). Therefore the right hand side of (X) simplifies to $M * \sqrt{1/n}$ and the MDE is solely a function of M and of the total sample subject to randomization. The following table illustrates three cases relevant for the TSUNAMI project, in which the total sample size starts at 1200, the most likely value, but it could be smaller, at 1000 or 800.

TABLE 8: Minimum detectable effect for ITT estimates

Total sample subject to randomization	Equal allocation among treated and controls	Minimum detectable effect for ITT estimates
1.200	600 T + 600 C	0,081
1.000	500 T + 500 C	0,089
800	400 T + 400 C	0,100

Source: own calculations based on power analysis

The numbers show that a true difference of 10 percentage points between two groups randomly assigned to receive or not receive the offer to participate in a programme will be detected as being statistically significant only if generated by two groups composed of at least 400 individuals. By the same token, a 5 percentage points true impact, would be very unlikely to show up as statistically significant with those sample sizes, while a true difference of 15 percentage points would be very likely to turn out as statistically significant.

The Treatment On The Treated Impact Estimates

The second question above is about the impact of *treatment acceptance* on those who accept the treatment. It is often called the average impact of Treatment on the Treated (TOT) and is typically the question of interest for developers of interventions who want to know what they can achieve by full implementation of their ideas. However, in many instances this impact question may not be as policy-relevant as the first one, because rarely can treatment receipt be mandated.

There is no direct way to estimate the second type of effect experimentally, because there is no way to know which control group members are the counterparts to treatment group members who receive treatment. However, an extension of the experimental method has been developed by seminal work of H. Bloom (1984). To see how this approach works, it is useful to adopt a framework and notation that is now conventional for presenting it. This framework comprises three variables: Y, the outcome measure; Z=1 for subjects *randomized* to treatment, and received the offer of treatment, and D=1 equals one for subjects who *manifested their intention to be treated* and zero otherwise.

Experimental group members are not considered to have received treatment if they do not complete but a small portion of the traineeship (they are usually called *no-shows*). If *no-shows experience no effect* from the intervention (because they are not exposed to it) or from randomization per se, the average effect of intent to treat equals the weighted average of the impact for treatment recipients and no-shows. If the assumption that the intervention has zero impact on no-shows, then:

$$(2) \quad ITT = [E(D|Z = 1)]TOT + [1 - E(D|Z = 1)]*0 = [E(D|Z = 1)]TOT$$

Solving for TOT, we get

$$(3) \quad TOT = \frac{ITT}{takeup\ rate}$$

Where $E(D|Z = 1)$, because D is binary it is the same as probability $(D=1|Z=1)$ and it is commonly called **take-up rate**. So the average impact on the treated, *as long as those who do not accept the offer are not affected by the treatment nor by the randomization* (this being a crucial assumption), is equal to the **ITT effect scaled-up by the take-up rate**.

Actually, both the point estimate of TOT and its standard error are the ITT values scaled by the take-up rate

$$(4) \quad SE(TOT) = \frac{SE(ITT)}{TAKE-UP\ RATE}$$

then, logically, it follows that

$$(5) \quad MDE_{TOT} = M * se(TOT)$$

In our simplified case of a binary outcome and equal allocation of the total n between treated and controls

$$(6) \quad MDE_{TOT} = M * \frac{\sqrt{1/n}}{take\ up\ rate}$$

Table 9 shows the values of the MDE for the TOT impact corresponding to different take-up rates. We are able to remain under a 10% MDE for the TOT only when the size of the sample of those accepting

treatment remains above 400. For example, if the take up rate is 80% and the MDE of the ITT is 0,8, the MDE_{TOT} remains $0,08/0,8= 0,10$. If the number of those accepting treatment goes below 400, the MDE goes above 0,10.

TABLE 9: Minimum detectable effects for TOT estimates

	take-up rates	sample size	MDE	take-up rates	samples size	MDE	take-up rates	samples size	MDE	take-up rate	sample sizes	MDE
Enlisted in law 68 list		1000			1000			1000			1000	
Assigned to treatment		500	0,08		500	0,08		500	0,08		500	0,08
Accepting treatment	60%	300	0,13	70%	350	0,12	75%	375	0,11	80%	400	0,10
	take-up rate	sample sizes	MDE	take-up rates	sample sizes	MDE	take-up rate	sample sizes	MDE	take-up rates	sample sizes	MDE
Enlisted in law 68 list		1200			1200			1200			1200	
Assigned to treatment		600	0,07		600	0,07		600	0,07		600	0,07
Accepting treatment	60%	360	0,12	70%	420	0,11	75%	450	0,10	80%	480	0,09

It is also important to remember that 400 individuals accepting treatment does not imply 400 actually receiving **full** treatment. The receipt of full treatment - that is completing the traineeships as originally planned, getting involved in job search, represents an intermediate outcome, not just a treatment received by a smaller group of eligible individuals. Information on such intermediate outcome must be collected from the COB and fed to the project MIS. It must be clear that the analyses conducted for this point on cannot rely on the randomly assigned status of each individual, rather they must be completely rely on non-experimental methods. For example, if we want to understand the relationship between having a paid job in June 2019 and actively participating in job search upon completion of the traineeship, we must restrict the sample to those who completed the traineeship, which automatically excludes the control group. An analysis of the correlates of completion can be conducted using multiple regression analysis.

“Data and indicators used should be adequately detailed and documented in order to convince about the validity of the research design.”

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3.3 The indicators for the quantitative analysis and the qualitative analysis

The set up we adopt for the data collection is very simple and easily amenable for causal analysis. Both the main treatment indicator (being in a traineeship) and the main outcome indicator (being employed) are both observable continuously in the same dataset, a situation that rarely occurs in social research.

The main indicators for the quantitative analysis

The main dataset, that will be used for the quantitative analysis, is the SILP (Sistema Informativo Lavoro Piemonte). The SILP is the regional labour market information system. It contains information about all Piedmont firms and workers and all the work episodes (excluding self employment) involving either a worker or a firm from Piedmont. The SILP is also used for the administrative management of PES activities. For our purposes, its most useful contents are:

- the archives of public employment services (PES), containing information on unemployed who enrol at PES offices;

- the COB (Comunicazioni Obbligatorie) archive, containing the information that every private employer or its agent is legally bound to communicate in order to initiate, modify or terminate any work-related contract.

We'll use also the job training regional information system in order to know if individuals have completed a vocational training course (which type and for which duration) in the past.

In every month covered, we will be able to know, for each person who has signed-up for the "Law 68 list", whether they are employed in the present, whether they worked since 2008, and whether they were ever in a traineeship. In other words, thanks to the extraordinary features of the COB, we will be able to build a continuous treatment/outcome monitoring for all those eligible for TSUNAMI. Through monthly download, we will be in the unique situation of being able to monitor what is happening almost in real time to the employment of all those assigned to treatment or to control conditions.

TABLE 10: Data available for each person

ARCHIVES OF PUBLIC EMPLOYMENT SERVICES	COB ARCHIVES
Residence	Employment status
Age	Employment history in the previous months
Gender	Type of firm
Nationality	Weeks spent working
Education	JOB TRAINING REGIONAL INFORMATION SYSTEM
Date of enrollment at PES offices	Vocational training course (duration, type, etc.)
Type of job searched	
Traineeship status	
Traineeship history in the previous months	

The TSUNAMI's impact will be estimated on different final outcome variables:

- the employment rate, measured month by month
- the permanent employment rate (i.e. with open ended contracts), measured month by month
- the number of weeks spent working in one year, measured up after the entry in TSUNAMI.

The qualitative evaluation method

To be sure, the quantitative analysis that will be carried out by ASVAPP will not shed light on many aspects of the problem, simply because it is based only on one outcome and one treatment. The existence of the COB makes this approach both feasible and informative. However, this is not to deny that there are several issues that such simplified approach will not be able to say anything about. Since the questions on "how about all the other outcomes?" always come up, we think useful, instead of mounting a parallel data collection system to include other indicators, to have in the team a partner (Foundation Economie & Cultuur, a dutch think tank that already works in Turin with a local development agency) able to conduct a totally different type analysis, of a **qualitative nature**, for an in depth investigation of the mechanisms most likely to generate the impacts. To assess the wider scope of outcomes delivered by the TSUNAMI social policy experiment, we also intend to add to the quantitative evaluation an in-depth qualitative inquiry of some social dimensions, which might be of importance in the implementation of the proposed social innovation policy.

The qualitative evaluation method we propose here is called *Value-Based Approach* and it is been developed by group of economists from Erasmus University, led by professor Arjo Klamer. The method intends to inform and assess the change in term of long-term outcomes that this policy intervention aims to achieve. The approach takes into account the interaction between economic,

social and cultural processes, while assessing various values (qualities) therein and different strategies of their realization in relation to the established goals. In the specific context of this social innovation experiment, the qualitative evaluation is directed to:

1. identify those qualities (social, cultural, economic) which can condition the process of job integration and retention of those people with a certified mental illnesses;
2. determine some mechanisms/strategies which can allow those qualities to foster the process of job integration and retention.

More concretely, we propose to evaluate **the qualities of some stakeholders' contributions/interventions** - for example the service provided by the coaches or by the PES staff, or the attitude of the employers - all different factors that might support job finding and job retention among people with a certified mental illnesses. For this purpose, we need to implement the following stages of the evaluation method.

i) Definition of values/qualities: diagnoses stage

The phase starts with a pre-evaluation that purports to detect what each project stands for. Based on inquiries with stakeholders we determine the values that all stakeholders have in common. Here we cluster the values/qualities in three different groups: **personal, social and societal**.

ii) Realization of values: identification of stakeholders and strategies

At this stage, we identify how the undertaken policy intervention is implemented in relation to the important qualities of the change it aims, by determining and monitoring the *strategies* (activities, tools, working methods, communication) of various *stakeholders* involved.

iii) Evaluation of key points of changes that can be detected.

In order to determine the changes and the impact that they are having the evaluation focuses on the values/qualities we have identified earlier. We can distinguish three levels of change that can take place after the policy intervention: *community, professional and policy*. Each level is constituted by different groups of stakeholders with different roles and functions and for each of the group we evaluate different grid of proxies that we have built during the previous stage.

their role are clearly distinct, with no notable areas of overlap. The roles and responsibilities are described in section 4.3. While the lead applicant will be involved mainly in the management and monitoring task, of the 7 co-applicants, two are public bodies with non-overlapping jurisdictions; two are research organizations, one specializing in quantitative policy analysis and the other in qualitative research, one based in Torino and the other in Rotterdam. Two organizations are specialized in the delivery of support services to disadvantaged individuals, and will perform the essential role of recruiting, organizing and supervising the job coaches. A Foundation with special interest and expertise in programs aimed at removing unfair barriers to employment will organize the training courses for the job coaches and will monitor the adherence to the intervention protocol.

The following is a cross-walk between tasks and partner.

TABLE 12. Cross-walk between tasks and partner

	TASKS	RP	CMTO	APL	ASVAPP	E&C	MESTIERI	FOR COOP	ADECCO
1	Management and Oversight (Administration and Management/MGTM board)	x	x	x	x	x	x	x	x
2	Selection of sites and treatment sample	x		x	x				
3	Job coaches recruitment and training	x	x	x	x		x	x	x
4	Definition of the final intervention protocol				x		x	x	x
5	Network building by the coaches						x	x	x
6	Giving support to trainees during traineeships						x	x	
7	Giving support to trainee during job search						x	x	
8	Monitoring outcomes				x				
	Evaluating impacts				x	x			
9	Monitoring/evaluating the process of implementation				x	x			
10	Dissemination	x		x	x		x	x	
11	Advisory board/peer review				x				

4.2 The Management Information System

The key tool for keeping under control what everybody is doing will be a *Management Information System*, building on the experience ASVAPP has had when developing SILEP (Sistema Informativo Lavoro E Psiche). In the case of TSUNAMI, the MIS should be organized in a way to record all the information relevant for each person who enrolls in the Law 68 list, as well as for every coach and for every PES office involved. The employment/training status of each person eligible for the experiment will feed into the MIS from the COB, which will tell us monthly whether each person is either employed or in a traineeship or inactive. The second source will be either the coach or the PES staff themselves, on all relevant activities carried out on behalf of each member of the treatment group. The activities of the coaches as well as the other staff will be recorded in detailed timesheets.

The main output of such MIS would be monthly reports detailing every relevant aspect of the implementation of the project. For example, by using standard queries or developing their own, the users of the MIS will be able to retrieve information on the activities and services received by the clients, the activities performed by the coaches, individually as well as grouped by PES office. Moreover, every milestone set up in each task the MIS must send the appropriate signal relevant for the different actors. For example, the MIS for task 2 will be very simple, since task 2 involves essentially one-shot events, while all tasks from 5 to 7 require close monitoring and continuous feedback from the coach to the coach coordinator and from the latter to the Management and Oversight Committee.

4.3 Roles and responsibilities

The **lead applicant** for this project is the **Piemonte Regional Government**, and more precisely the DG Training, Labour and Social Affairs, which is also the ESF Managing Authority, and has a keen

interest in the results of this social experiment, especially because it can provide some answers to the information the DG needs for programming the next cycle of ESF spending.

The Regional Government also manages the Regional Fund for the Disabled, which is fed by the fines levied from those employers who do not comply with the laws 68 rules. The average size of this fund in the recent past has been between 7 and 8 million a year. On this bases, such fund should not have any problem in financing the extra expenditure necessary for the TSUNAMI traineeships' allowances, which should be much below 400.000 euro per year for two years. Although these are not allowable costs under the PROGRESS financial rule, any cost-benefit analysis should take the allowances into account.

The co-applicants include a number of organizations playing very different roles: while ASVAPP and Stichting Economie en Culture will take care of the several aspects of the monitoring and evaluation of the action, the role of the two public bodies will be essentially that of keeping the PES in line with the project design and requirements. Finally, the other three organizations will guarantee the core business of TSUNAMI - that is, the actual delivery of support services to the mentally ill who want to work and recently got certified and signed up in the law 68 list.

Created in 1997 by a group of public institutions and philanthropic foundations operating in Piemonte, **ASVAPP** (*Associazione per lo Sviluppo della Valutazione e l'Analisi delle Politiche Pubbliche/Association for the Promotion of Evaluation and Public Policy Analysis*) is a non profit and non partisan research organization officially recognized by the Regional Government of Piemonte. The institutional members are two Italian grant-making Foundations, Compagnia di San Paolo and Fondazione CRT, and the Regional Socio-Economic Research Institute, IRES-Piemonte. Headquartered in Turin (Italy), ASVAPP is an evaluation shop that explores ways to improve evidence-based policy and decisionmaking. The mission is to strengthen the role of program evaluation in the public administration and to ensure that evidence informs public policy and program implementation. ASVAPP carries out its mission through various activities, such as organizing an international summer school on counterfactual impact evaluation; advocating the use of rigorous methods to evaluate the impact of public policies and to carry out emblematic studies; providing researchers, evaluators, staff of government and non-profit organizations opportunities to network and exchange information about program evaluation; - managing two web sites (www.prova.org - www.capire.org) with a searchable database containing evaluations, research reports and related public policy documents. The staff includes a director, a deputy director, six researchers (economists, statisticians, policy analysts) and one secretary, supported by a network of short term consultants employed for specific assignments. In this project, ASVAPP will be fully in charge of designing the site randomization, monitoring the outcomes, evaluating impacts and building the MIS described in section 4.2. It will share responsibility for the managing and oversight function, and in the dissemination of the results.

The aim of the **Foundation Economie & Cultuur** is to develop and spread knowledge in the field of cultural economics. The Foundation builds its knowledge base on the expertise of its members as scholars working at Erasmus University. It works as a think tank on a project base and it is run by an administrative board of 3 members, of which prof. Arjo Klamer is a chairman. It works closely with the Center for Research in Arts and Economics (CREARE Foundation - www.crearefoundation.nl) in developing and implementation of a new evaluation method of the social and cultural impact of projects based on the monitoring and assessment of the quality of change. In Italy Economie en Cultuur together with CREARE Foundation and S-NODI (a local development agency based in Torino - www.s-nodi.org) work to the implementation of a monitoring and evaluation tool of social innovation

interventions. In this project, **Foundation Economie & Cultuur** will be in charge of designing and implementing in-depth qualitative inquiry of social dimensions of the program. It will use a qualitative evaluation method called *Value-Based Approach*.

The **Metropolitan Authority** (*Città Metropolitana*) is a newly created public body (by the National Law n. 56/2014, called "Del Rio Reform"). This Authority substitutes the recently abolished provincial governments in the metropolitan area of ten big Italian cities. In the case of Piemonte there is only one such authority with a jurisdiction that covers the city of Torino and the surrounding metropolitan area. The Regional Law n. 23/2015 assign to the Metropolitan Authority of Torino the oversight of the PES, that used to be within the mandate of the provincial governments, and it is now split between the Metropolitan Authority and **Regional Agency For Labour Market Policies** (APL). Main objectives of APL are integrating labour policies with vocational training policies; programming and implementing regional labour and vocational training policies in the framework of the European Social Fund. Most importantly, by the law n. 23/2015, APL became responsible for organizing and supervising the PES offices in Piemonte (outside the **Metropolitan Authority** jurisdiction). The specific role played in this project by these two co-applicants will be highly complementary. Essentially, they will perform the same functions but in two non overlapping part of the Regione Piemonte. Both the APL and the Metropolitan authority of Torino will be responsible for keeping the PES offices under tight control, in line with the requirements of the project. In particular, they will actively operate, through intense communication and site visits, to make sure that the status quo is preserved in the PES office excluded from the TSUNAMI project by the randomization, and that every other project active in the fall of 2016 is continued as planned and possibly maintained through 2018. The rationale should be clarified to the staff of these PES offices, that this role of reproduction of the status quo is important to generate a valid counterfactual. On the opposite side of the spectrum, the PES offices randomly selected for TSUNAMI, will need prodding and encouragements in order to perform their role of provider of a favourable environment to host the TSUNAMI initiative. Ideally, any other initiative targeted to get persons with SMI to work should be stopped as soon as possible.

The **Adecco Foundation** has the mission of conducting actions like support during the search of a job and personal assistance to candidates for their inclusion in the labour market. All this actions are conducted with the support of firms, associations and public administrations. The Adecco Foundation activity's is concentrated on five programs direct to five categories of disadvantages people: long-term unemployed people, single mothers, people with disabilities, people aged over 40 years and athletes at the end of agonistic career. The five programmes focus on new approaches for promoting professional and social activation of people at risk of social exclusion. Different training models are used according to the different groups in order to implement an efficient network of integration in the labour market. Adecco Foundation provides a motivational, personalized analysis: a work project including life experiences, positive attitudes and work ethics through several training and orientation sessions, either individually or in groups. The administrative structure of Adecco Foundation consists of the Board of Directors, the Executive Committee, the Secretary-General and the Auditors. The Adecco Foundation will dedicate to TSUNAMI project five persons, all hired with a permanent position. In this project Adecco Foundation will be in charge of (1) selecting job coaches; (2) organizing the training courses for the job coaches and (3) monitoring the adherence to the intervention protocol, to whose final draft the Adecco Foundation will have to give its approval.

For Coop (www.forcoop.it) is an organization specialized in the delivery of job training, counselling and placement services to disadvantaged individuals. For Coop's staff are trained professionals and provide comprehensive vocational assessment and support services to people that are disadvantaged

for any social or individual reason. They use the *Reconnaissance des acquis et des compétences* and the skills balance methodology for analysing professional profile of unemployed people in search of a job. Notably For Coop's staff have a great deal of experience in realizing projects designed to assist people with mental illness move into competitive employment. Moreover, it provides a number of training courses on different themes: (a) development of skills for social workers that educate and take care of people in need; (b) requalification courses for educators; (c) development of managerial and organizational skills of social firms. The administrative structure is led by the President and the Vicepresident, responsible for supporting the management and administrative processes. The General Manager is responsible for planning activities and coordinating the staff. He is supported by the Audit Report Manager, the Accounting Manager, the Quality Control Manager and the Project development and external funding manager. Project managers oversee the implementation and tracking of specific projects, working with Trainers, Tutors and Employment Services Professionals. The Scientific Advisory Board provides strategic advice to the President and General Manager and prepares reviews of on-going projects.

Consorzio Mestieri (www.consorziomestieri.it) is a supported employment agency. It has a registered office in Milan and 18 other local offices and operatives in the national territory. In Piemonte it has 2 offices in Turin; 1 in Asti as well as other occasional offices in different cities for the development of specific projects. In partnership with many public entities, Mestieri offers employment services to different categories of people in search of a job: immigrants, women, persons with physical disabilities, people with mental illness. Mestieri is part of the Cooperative Group CGM the largest network of social enterprises in Italy (www.cgm.coop/index.php/en). The administrative structure of Mestieri is organized as follows: a director with many years of experience in the field of social cooperation is responsible for strategic planning and designing new projects; the Accounting Manager is responsible for payment processing and financial management; a Human Resource Manager is responsible for coordination with the local operational offices. Each local operational office has a chief operating officer and a staff of employment services professionals for managing daily operations.

In this project For Coop and Consorzio Mestieri will perform the essential role of recruiting, organizing and supervising the job coaches.

4.4 Issue specific to individual tasks

We have articulated the Workplan of the Action into 11 specific tasks. A task is an activity that needs to be accomplished within a defined period of time or by a deadline to work towards work-related goals. The *Gantt Chart* is described under section 4.1. In the following pages we define some issue specific to individual tasks.

Task 1. Membership and rules for the Management and Oversight Committee

This cross-cutting task will start at the beginning of the project (October 2016) and will finish at the end of the project (September 2019). All partners of the project must be actively involved in Task 1. The *Management and Oversight Committee* (whose composition is detailed below) will have full responsibility for overseeing the correct implementation of the project as described in this document and possibly amended in the final grant agreement.

1	Management and oversight	RER.P	CMT0	APL	ASVAPP	Found. E&C	MESTIERI	FOR COOP	ADECCO
		Bordone	Romagnolli	Chiamonte	Martini	Klamer	Perez	Seno	Canavese

The Management and Oversight Committee will meet monthly for the first six months, and every other month thereafter. A representative of the Commission is permanently invited to be present. At least five of the 8 members (they or a person representing them) must be physically present for the meeting to be declared valid and at least 4 out of the 8 organizations, including at least 1 representative from the Lead Applicant, who will always chair the meetings. Each meeting must also decide the issues to be discussed at the next meeting and the committee member(s) responsible for reporting to the full committee. Any member can suggest topics and issues for discussion, in writing if not present, before the closing of the meeting. Between plenary meetings smaller subcommittees can be formed to carry on specific mandates of the full committee, but their decisions have no legal value without the approval of the full committee. All meetings will be held in Torino.

Task 2. Selection of sites and treatment sample

This task will start at the beginning of the project (October 2016) and will finish in April 2018.

2	Selection of sites and of treatment sample	REG.P	CMTO	APL	ASVAPP	Found. E&C	MESTIERI	FOR COOP	ADECCO
		X		X	XX				

As we have already explained in section 3, the treatment and control groups will be created by randomly selecting not individuals but sites, more precisely the local units of the Public Employment Service (PES). The Piemonte Region is divided in 30 districts, each with a separate PES office. When local branches are counted, the number of distinct territorial units goes up to 40. Our goal is to divide these 40 territorial units into two equivalent groups, and then to implement the proposed action in one of these two groups while maintaining the status quo in the other 20. The selection of sites will happen in October 2016. ASVAPP will be in charge of designing the site randomization.

After that, job coaches will have about 17 months to compose the treatment sample. They will start to contact those signing up for the law 68 list in December 2016. In this phase the DG Training, Labour and Social Affairs of Piemonte Regional Government will collaborate with Metropolitan Authority of Turin (CMTO) and Regional Agency For Labour Market Policies to be sure that PES services selected work together with job coaches. ASVAPP will be in charge of controlling the composition of the treatment sample.

Task 3. Selecting and training of job coaches

This task will start at the beginning of the project (October 2016) and will finish in December 2016. When it come to the choice of people to recruit, the staff working for the private organizations currently providing employment services that will be replaced by TSUNAMI in the selected sites are given priority for a job coach position. As far as content is concerned, the training the Adecco Foundation can offer to the coach is based on a long experience of working with people with psychiatric diagnoses. The training offers a well-designed model to manage groups of people suffering from mental illnesses. Coaches will be prepared to deal with problems arising in the group about individuals self-vulnerability and distress as well as group dynamics.

3	Selecting and training of job coaches	REG.P	CMTO	APL	ASVAPP	Found. E&C	MESTIERI	FOR COOP	ADECCO
		X	X	X	X		XX	XX	XX

The Adecco methodology is based on theories with focus on the person applied to real vocational/professional guidance programs. This allows to reach awareness about past job experiences, and on their subjective way to elaborate them within the present moment of their life and the changing needs. Motivation and self-agency are the most important goals for the person who wants to find a job and come back to work.

The coaches can support the person into exploring and discovering crucial aspects of personal organization. Specifically: subjective meanings, needs, protective strategies, knowledge and skills. This approach gives the person a deeper social understanding allowing him/her to find better social strategies that lead to cooperative working. At the end of the training the coaches can share with the person a global sense of competence.

In addition, the coaches must be prepared to answer many common questions about jobs: diversity&inclusion management models, CSR (Corporate Social Responsibility) approach, disability management, best practices of integration and complying with disability law. This will allow to provide the person with practical instruments and important information that will help them to feel more confident in their new experience at work or when looking for a new job. The training prepares as well the coaches to interact with multidisciplinary teams to share the person's difficulties observed during the group's training.

Task 4. Definition of the final intervention protocol

The intervention protocol is broadly described in section 2.2. During December 2016 it will be necessary to plan the details of the treatment with job coaches recruited by For Coop and Mestieri and the experts of Foundation Adecco.

4	Definition of the final intervention protocol	REG.P	CMT0	APL	ASVAPP	Found. E&C	MESTIERI	FOR COOP	ADECCO
					XX		XX	XX	XX

The intervention protocol will be written in a document (guidelines) e transmitted to the other partners.

Task 5. Network building by the coaches

This task will start in January 2017 and will finish in March 2018. The building of a network of support in favour of each trainee represents a collective responsibility of the coaches. Also finding traineeship positions will be done collectively by the group of coaches operating in each area. Despite the coaches acting collectively, each trainee entering the 'Law 68 list' will be assigned to a *coach within 60 days from enrolment in the special list*.

5	Network building by the coaches: establishing permanent contact with key medical staff, scouting for firms and the matching with trainees	REG.P	CMT0	APL	ASVAPP	Found. E&C	FOR COOP	MESTIERI	ADECCO
							XXX	XXX	XX

Task 6. Giving support to trainees during traineeships

This task will start in February 2017 and will finish in September 2018. Once traineeship begins, on-the-job training and follow-along support is provided to help ensure that the individual retains the job for as long as possible. If traineeship is terminated for any reason, the employment specialist assists the individual in dealing with job loss and helps him or her to secure another place.

The job coach will be requested to have contact (face to face, by phone or e-mail) at least once a fortnight with each participant and once a month with social counsellors or other relevant persons. In parallel, particular emphasis will be also placed on employer support and on ongoing collaboration with other significant persons within the participants work and home environment. In this phase For Coop and Consorzio Mestieri will play the most relevant role.

6	Giving support to trainees during traineeships	REG.P	CMTO	APL	ASVAPP	Found. E&C	FOR COOP	MESTIERI	ADECCO
							XXX	XXX	

Task 7. Giving support to trainee for three months of job search

This task will start in March 2017 and will finish in December 2018. Even in this case For Coop and Consorzio Mestieri will play the most relevant role. On a side job coaches will help trainees to find a job e will offer them professional and psychological support. On the other side, Job coaches will provide single points of contacts to help employers understand the benefits of hiring workers with mental illness and to help them navigate the rules and resources pertaining to hiring these individuals. The job coach will be requested to have contact (face to face, by phone or e-mail) at least once a week with each participant. Moreover, he will have to propose to each participant at least 1 position.

7	Giving support to trainee for three months of job search	REG.P	CMTO	APL	ASVAPP	Found. E&C	FOR COOP	MESTIERI	ADECCO
							XXX	XXX	

Task 8. Outcome monitoring and impact evaluation

Task 8 has been discussed in Section 3 above. This task has two elements. The first element, *outcome monitoring*, will start in January 2017 and will finish in December 2018. This activity identifies what components are working as expected and which ones are not, in order to improve program effectiveness. The second element, *impact evaluation*, will start in January 2019 and will finish in June 2019. It provides evidence that the intervention is causing the intended changes. ASVAPP will play the most relevant role.

8	Outcome monitoring and impact evaluation	REG.P	CMTO	APL	ASVAPP	Found. E&C	FOR COOP	MESTIERI	ADECCO
					XXX				

Task 9. Monitoring/evaluating the implementation

This task will start in January 2017 and will finish in December 2018. ASVAPP will be responsible for monitoring performance by building and then keep updated a suitable MIS (Management Information System) described in section 4.2. Foundation Economie & Cultuur will be in charge of the in-depth qualitative study of the implementation of the project, as described in section 3.3. It will follow a participatory evaluation approach, in which stakeholders actively engage in developing the evaluation and all phases of its implementation. So, also the other organizations involved in the project will play an important role in identifying relevant questions about implementation and planning the evaluation design.

9	Monitoring/evaluating the process of implementation	REG.P	CMTO	APL	ASVAPP	Found. E&C	FOR COOP	MESTIERI	ADECCO
					XX	XX			

Task 10. Dissemination

The dissemination effort will start very early on in the life of the project, with the construction of a web site for the project, as an easy way to exchange ideas on this important policy issue. This would be a convenient way to disseminate the intermediate products that are typical of a project of this size (descriptive results, technical notes, training material).

10	Dissemination	REG.P	CMTO	APL	ASVAPP	Found. E&C	MESTIERI	FOR COOP	ADECCO
		XX		X	XXX	X	X	X	

As far as the experiment main findings—that is, whether or not the intervention is indeed effective in increasing the employment levels of people affected by SMI, we are determined at making such result widely available to all those interested, in a completely symmetric way whether the results represent success or a failure: we strongly believe that hiding unfavourable impact results condemns other researcher and policy makers to pursue policies that have already proven to fail. Thus, we would prefer that the final conference invitations will be sent out without explicit mentioning the direction and significance of the results obtained, but with open questions as titles.

This dissemination strategy does not imply that one is indifferent to the direction and intensity of the results. However, on one dimension the sign and significance of the results will make a difference and that is the urgency in disseminating the results. If the empirical finding will suggest that the combination of "job coach + supported traineeship + supported job search" will have worked in Piemonte both in terms of feasibility and of effectiveness, the logical next step would be to extend it to the whole region, while disseminating the finding through the usual channels. If by contrast the approach would prove hopelessly ineffective, the results should be disseminated only after an in depth discussion has been conducted internally among the partners. In that case, the fact that the qualitative research partner is from a foreign country might make its role more detached and in general more useful.

Task 11. Advisory board/peer review

We will have an advisory board/peer reviewer composed by four persons.

1. Franco Fraccaroli (psychologist) (peer reviewer)

2. Steve Bell (evaluator and RCT design expert) (peer reviewer)
3. Enrico Rettore (statistician)
4. Barbara Martini (psychiatrist)

Franco Fraccaroli is full Professor of Work and Organizational Psychology and Dean of Faculty of Cognitive Science, University of Trento. He was President of the European Association of Work and Organizational Psychology (2007-2009).

Steve Bell is Vice President, Social & Economic Policy, of ABT associates. He has spent three decades evaluating how social programs can improve the well-being of disadvantaged Americans and people worldwide. An expert in random-assignment impact evaluations, Dr. Bell first joined Abt Associates in 1983, then rejoined the company in 2005 as an Abt Fellow and Principal Scientist in the Social and Economic Policy Division.

Enrico Rettore is Professor of Economic Statistics at the Department of Sociology and Social Research of the University of Trento since 2015. Previously, it was Professor of Economic Statistics at the School of Business and Economics of the University of Padova. He received the Ph.D. in Statistics from the University of Padova.

Barbara Martini is a psychiatrist in the ASL 1 of Torino and between 2002 and 2012 was responsible for job placement of psychiatric patients.

11	Advisory board/ peer review	REG.P	CMTO	APL	ASVAPP	Found. E&C	MESTIERI	FOR COOP	ADECCO
					XXX				

While last 2 consultants will be involved from the very beginning, giving feedback on the inception report and every intermediate report. The two peer reviewers will be less involved all along, but they will be called upon making judgment at the end, acting as discussants at the final conference. All the organizations will be involved in this task.

4.5 Deliverables

The following is the list of the major deliverables

TABLE 13. Deliverables

Type of report	Due date	Content and purpose	Responsibility
Inception report	2 months from signature of g.a.	Verify all the assumptions made in the proposal, update methodology in light of feedback	Regione and ASVAPP with contributions from all
First monitoring report	6 months from signature of g.a.	activities undertaken, problems faced and how these were overcome, plans for next steps	Regione and ASVAPP with contributions from all
2017 annual monitoring report	December 2017	activities undertaken, problems faced and how these were overcome, plans for next steps	Regione and ASVAPP with contributions from all
2018 Annual Monitoring Report	December 2018	activities undertaken, problems faced and how these were overcome	Regione and ASVAPP with contributions from all
Process Evaluation Final Report	June 2019	Results from qualitative study undertaken under task 9	Found. E&C
Impact Evaluation Draft Final Report	March 2019	Impacts as difference in employment rates between treated and control in January 2019	ASVAPP
Impact Evaluation Final Report	September 2019	Impacts as difference in employment rates between treated and control in January-June 2019	ASVAPP

5. BACK-OF-THE-ENVELOPE CALCULATIONS OF THE COST OF SUBSTAINING TSUNAMI BEYOND THE DEMONSTRATION PHASE

The simple calculations presented in this section have the purpose of demonstrating, or at least to present a coherent argument, that the proposed action is sustainable beyond the grant period. The argument begins from a figure of 800 newly eligible people with SMI that every year enroll in the law 68 list. After we run the demonstration, we will know with more precision what the take up rate is among the treated—that is, those who enroll in treated sites. So let suppose we have the following three numbers

800 newly eligible persons
70% take up rate
560 potential trainees

To fix ideas, let us assume that we are trying to figure out whether TSUNAMI could be brought up to scale for the whole PIEMONTE region for the whole of 2019 (our proposal is set for a termination of all of activities, with the exclusion of monitoring and evaluation on December 31, 2018). Could the regional government sustain TSUNAMI until the end of the decade? How much would it cost to do so? And would the results of such an extension be defensible from a cost effectiveness standpoint?

Most of the answers to these questions, *ça va sans dire*, depend crucially on the results of the impact analysis. Since we do not have any, we make up some number using common sense as well as the shreds of evidence that we have, essentially the numbers we presented in Table 4 and 5. The following table contains a plausible pattern for the time path of treated and controls generated by an imaginary TSUNAMI experiment that takes place in year zero, while its impacts are computed for the subsequent 5 years.

TABLE 14. SIMULATION OF THE IMPACT ON AN HYPOTHETICAL TSUNAMI EXPERIMENT

	Treated	Controls	IMPACT	NUMBER OF JOBS CREATED
YEAR 0				
YEAR 1	20%	10%	10%	56
YEAR 2	26%	13%	13%	73
YEAR 3	32%	16%	16%	90
YEAR 4	36%	18%	18%	101
YEAR 5	40%	20%	20%	112

The program is implemented in year 0. After one year, 10% of controls are employed, while 20% of the treated are. For simplicity, the same “doubling rule” is used for every subsequent year (incidentally, such “doubling” was suggested by some of the Lavoro&Psiche results). After 5 years, over 100 additional SMI persons would have a job thanks to the implementation of TSUNAMI in year zero.

Different assumptions can be made on the duration of these jobs, duration that can vary widely, according to the retention rate, which is a big topic of discussion when it comes to persons with SMI.

Let us make, for the sake of argument, the following simplifying assumption: that all jobs last only 12 months. Thus, this pessimistic version of TSUNAMI would create 431 additional years of employment for the 560 persons who accepted the treatment. What would be the costs of generating these benefits?

Two items matter: the cost of the coaches and the allowances paid to the trainees. Knowing in advance that 560 eligible will take up the offer, and maintaining at 20 the caseload of a coach, we would need only 28 coaches for the whole region (the 8 additional ones can be largely trained on the job by the veteran coaches). At a cost of 22,500 a year, that amounts to 630.000 euro for one year. The other cost component (the allowance) depends on the proportion of full-time and part-time trainees, and on the chosen duration, which can vary between 3 and six months. An average figure is 1.080.000 euro. Thus, counting only direct costs, the total would be 1.638.000 euro. Dividing this figure by the 431 additional years of employment, the Region would spend less than 4000 euro (3799 euro, to be precise) to keep a person with SMI employed for one year. **If this is not sustainable, what is?**

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