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Chattanooga Endeavors *Building Bridges* Program Evaluation: Outcomes Report

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Reentry into the family, the workplace, and the community at large presents challenges to ex-offenders and those around them. A myriad of agencies and programs facilitate the transition, striving to optimize ex-offenders' chances for success while preserving public safety. It is essential to determine which efforts are effective and merit replication. The Chattanooga Endeavors *Building Bridges* program represents one effort focused on helping ex-offenders find gainful employment by improving their interpersonal skills, education, and employability.

The primary purpose of the *Building Bridges* program was to increase the likelihood that offenders released into the Chattanooga/Hamilton County area of Tennessee would avoid re-arrest and re-incarceration by obtaining meaningful employment. The program was based on the idea that it takes time for ex-offenders to become reintegrated into their community and that they need support throughout the process. The program attempted to support clients by improving the community's capacity to accept ex-offenders while increasing client ability to contribute to society. To break the cycle of crime and re-incarceration, ex-offenders need assistance to improve their capacity to support themselves and their families financially through lawful employment. While there may be additional factors that increase the likelihood of re-incarceration for ex-offenders, the *Building Bridges* program primarily emphasized employment readiness and support. The program philosophy indicates that steady employment at a job that pays a living wage and holds the prospect of advancement through experience and training demonstrates a commitment to conventional behavior and reduces the stresses that can lead to criminal recidivism.

This outcome evaluation focused on the following three research questions using a quasi-experimental design with a comparison group:

- Does the program have an effect on recidivism?
- Does the program have an effect on employment?
- Does the program have an effect on successful supervision?

The evaluation findings will provide a basis for informed decision-making by the Federal government as well as State and local program developers regarding how to best serve ex-offenders and the communities to which they are returning.

The evaluation of the *Building Bridges* program used existing quantitative records in a retrospective fashion that allowed for an 18–24 month follow-up for all program applicants. The program data, consisting of names, Social Security numbers, progress made in the program, and significant participation dates (e.g., applied, enrolled, graduated) was obtained for 1,611 program participants. With these individuals as the study sample, the evaluation examined three key data categories: criminal history, wage history, and supervision history. The final criminal history data was based upon data from five sources: the Tennessee Offender Management Information System (TOMIS), the Tennessee Judicial Information System, Hamilton County Court data, the National Crime Information Center, and the National Fingerprint File. The final wage data was based on information supplied by the Tennessee Department of Labor and Workforce Development spanning a 10-year period from January 1, 1996 through December 31, 2005. The final supervision history data were derived from two TOMIS datasets, one containing information regarding an individual's moves within the criminal justice system and the other containing information regarding the assignment type and start and end dates.

Abstract

The Chattanooga Endeavors *Building Bridges* program represents one effort focused on helping ex-offenders find gainful employment through improving their interpersonal skills, education, and employability. The primary purpose of the *Building Bridges* program was to increase the likelihood that offenders released into the community would avoid re-arrest and re-incarceration by obtaining meaningful employment. This outcome evaluation focused on three research questions utilizing a quasi-experimental design with a comparison group: (1) Does the program have an effect on recidivism? (2) Does the program have an effect on employment? (3) Does the program have an effect on successful supervision? Due to programmatic changes, the evaluation of the *Building Bridges* program utilized existing quantitative records in a retrospective fashion, allowing for an 18–24 month follow-up for all program applicants. The results of the evaluation suggest that *Building Bridges* was successful in achieving its mission of increasing the employability of ex-offenders. However, this increase in employment did not translate to reduced risk of recidivism. Additionally, the impact of *Building Bridges* differed for graduates of the program and those who entered the program but did not graduate. The extent of this difference had significant implications for both recidivism and monetized harms such that non-graduates were more likely to recidivate and brought to society a disproportionate share of harms. Overall, it appears that the *Building Bridges* program is successful in addressing employment for ex-offenders if they graduate from the program.

Executive Summary

The sample was further refined to include 988 evaluation participants, divided into two groups: a treatment group of participants—graduates and non-graduates—who enrolled in the program between January 1, 2000 and July 1, 2004, and a comparison group of non-participants who had applied to the program during that same timeframe but did not attend the initial orientation. Participants were considered program graduates if they completed the entire 4-week training period, or completed the Community Building Workshop and then, in the midst of the coursework, obtained employment or improved their job status, leaving them unable to attend classes. Evaluation participants were considered non-graduates if they dropped out of the program for any reason other than employment.

To control for selection bias in evaluation group placement (program participants versus non-participants), a propensity score analysis and subsequent matching were used to limit the sample and ensure comparability. Following the propensity score matching, there were 190 graduates, 137 non-graduates, and 327 non-participants in the study sample. The average age for the 654 applicants in the final sample was 35, although it ranged from 18 to 64 years old. The average age at first arrest was 21. The majority of clients (73%) were male. The program served primarily African-American (78%) and Caucasian (22%) clients with less than 1 percent reporting another race. On average, those in the sample earned $621 per quarter prior to application.

The evaluation of *Building Bridges* included analyses of the impact of program participation and program dosage on recidivism, employment, and successful supervision. All analyses started with basic descriptive measures then proceeded to predetermined inferential tests for each research question and any hypotheses or sub-research questions. Primary analysis techniques included logistic regression, survival analysis (Cox regression), ANOVA, and posthoc tests (contrasts and Scheffe).

During the course of the evaluation of *Building Bridges*, the majority of program applicants, including those who graduated from the program, were re-arrested. This replicates previous work showing that two-thirds of released prisoners are re-arrested within 3 years (Langan & Levin, 2002). However, *Building Bridges* program graduates were not any more likely to be re-arrested than non-participants, while program participants who did not graduate from the program (dropped out for any reason other than employment) were more likely to be re-arrested than program graduates or non-participants. Additionally, they were more likely to recidivate at a faster pace. This is not surprising given that the focus of the program was specifically on employment and did not necessarily address the myriad factors that can contribute to re-arrest. Additionally, the findings imply that there is a unique aspect to those who apply to the program, attend part of the program, and then drop out. The results of the evaluation indicate that the *Building Bridges* program does not directly reduce recidivism over a 2-year follow-up period; however, reducing recidivism was not the primary goal of the program's activities.

The primary goal of the *Building Bridges* curriculum was to increase graduates' capacity to find and retain meaningful employment that offered a living wage, and the results indicate that the program is effective in fulfilling this outcome for graduates. The program appears to be effective in increasing employment and wages for those who complete the program, as those who graduated from the *Building Bridges* program were more likely to be employed, employed at higher levels (full-time or part-time), and employed sooner than those who did not participate. Additionally, graduates of *Building Bridges* tended to have higher wages during the first quarter after program participation, as well as for the first 18 months after program participation. Furthermore, their total wages following program participation were higher than the wages for non-graduates and non-participants.

However, it is clear that program dosage seems to be influencing the effectiveness of the program. The better performance of program graduates versus participants who do not graduate lends credence to the possibility that the program curriculum and the skills and knowledge gained by graduates account for the better wages and employment. There may be specific aspects of the curriculum that influence future employment success or a minimum amount of exposure time to the concepts presented in the curriculum. Related to employment, *Building Bridges* influenced the use of public assistance for Food Stamps. Graduates and non-graduates were more likely to use Food Stamps than non-participants. While this seems to be counter-intuitive, association with a service agency such as *Building Bridges* may increase the likelihood of participating in public assistance services through a higher awareness of personal eligibility and benefits. There were no differences between graduates and non-participants for other public assistance services such as eligibility for TennCare (State Medicaid) and use of Families First (Temporary Assistance for Needy Families). While *Building Bridges* affects the level of employment and wages for graduates, it may not be enough of an improvement to reduce eligibility for public assistance, at least in the short-term.

The *Building Bridges* program had an impact on successful completion of supervision in that program graduates were less likely to violate their supervision and, if they did violate, they violated at a slower rate than non-participants. An individual's supervision history and employment after the program had an impact on successful supervision. A graduate, who is involved in a productive endeavor, employed, and being held accountable for his or her actions would be expected to be less likely to violate supervision. Being in a structured environment surrounded by supportive people would be expected to increase the extent to which an ex-offender would follow a supervision plan. This effect could reflect the intrinsic motivation and external social support that graduates may have had as opposed to non-graduates and non-participants.

Building Bridges was unsuccessful in reducing overall costs to society. In fact, *Building Bridges* offenders committed more crime and more serious (costlier) crimes than the matched comparisons. The new offending results in new harms to crime victims and increased costs to public systems from investigating, arresting, prosecuting, and incarcerating the *Building Bridges* offenders who commit these additional crimes. Viewed solely as an employment program, *Building Bridges* returns positive net benefits to the community, increasing wages among treated offenders by about $3,700 over an 18-month follow-up period compared to a cost of treatment of $2,300. Despite the improvement in wages, *Building Bridges* offenders overall are associated with an increase in total costs to society of $25,000 per offender treated. Given an average treatment cost of approximately $2,300 per offender, it is estimated that *Building Bridges* yields a total cost to society of about $27,300 per offender treated, indicating that each offender treated results in harms to members of society—crime victims, public agencies, and taxpayers— on the order of $27,000.

The new harms we identify are mainly attributed to offenders who enrolled in, but did not graduate from, *Building Bridges*. Offenders who actually completed the *Building Bridges* program had much better outcomes than offenders who did not graduate. However, while graduates do better than non-graduates, the graduates do no better than a matched comparison on crime outcomes. That is, while non-graduates appear to commit a substantial number of new and serious crimes, graduates do no better or worse than a matched comparison of similar offenders. Graduation from *Building Bridges* is associated with increased wages of approximately $5,300 over an 18-month period following enrollment in the program.

The outcome evaluation of the Chattanooga Endeavors *Building Bridges* program provides evidence that the program was achieving its primary goal of increasing the employability of ex-offenders. It supported program graduates in successfully overcoming the barriers to meaningful employment and clearly teaches necessary skills to increase the chance of entering the workforce and earning higher wages. While fostering better employment and wages, the program appears to be less effective in translating the positive employment effect to the indirect effect of reducing recidivism. However, the program did have an impact on reducing supervision violation, regardless of an individual's employment status.

In conclusion, the results of the evaluation suggest that *Building Bridges* was successful in achieving its mission of increasing the employability of ex-offenders. However, this increase in employment did not translate to reduced risk of recidivism. Additionally, the impact of *Building Bridges* differed for graduates of the program and those who entered the program but did not graduate. The extent of this difference had significant implications for both recidivism and monetized harms such that non-graduates were more likely to recidivate and brought to society a disproportionate share of harms. Overall, it appears that the *Building Bridges* program is successful in addressing employment for ex-offenders if they graduate from the program.

Outcomes Report

Chattanooga Endeavors *Building Bridges* Program Evaluation: Outcomes Report

Reentry into the family, the workplace, and the community at large presents challenges to ex-offenders and those around them. A myriad of agencies and programs facilitate the transition, striving to optimize ex-offenders' chances for success while preserving public safety. It is essential to determine which efforts are effective and merit replication. The Chattanooga Endeavors *Building Bridges* program is one such effort, focusing on helping ex-offenders find gainful employment by improving their interpersonal skills, education, and employability.

In 2002, after conducting an evaluability assessment, the National Institute of Justice (NIJ) identified *Building Bridges* as a candidate for further study. This led to a 3-year evaluation project funded by an NIJ grant awarded in 2003 to Caliber Associates in partnership with the Urban Institute and The University of Tennessee College of Social Work Office of Research and Public Service. The evaluation included three components: a process evaluation, an outcome evaluation, and a cost-benefit analysis. In 2005, Caliber Associates published the results of the process evaluation (Appendix A), documenting both program and related community processes including a job analysis. This current report presents the results of the outcome evaluation and the cost-benefit analysis demonstrating the program's return on investment. The outcome evaluation focused on the following three research questions utilizing a quasi-experimental design with a comparison group:

- Does the program have an effect on recidivism?
- Does the program have an effect on employment?
- Does the program have an effect on successful supervision?

The findings will provide a basis for informed decision-making by the Federal government, as well as State and local program developers, regarding how to best serve ex-offenders and the communities to which they return.

Chapter 1 summarizes the relevant empirical research, including research on offender recidivism and reentry, which was gleaned from a comprehensive literature review. Chapter 2 provides an overview of *Building Bridges* as it was implemented through December 31, 2004. Chapter 3 details the methodology employed including the research design, data collection procedures and techniques, and statistical analyses. Chapter 4 presents the findings of the outcome evaluation, and Chapter 5 details the findings of the cost-benefit analysis. Chapter 6 discusses the findings and offers concluding statements.

I. Literature Review

Offender reentry and its effects on communities and individuals challenge policymakers and practitioners in the criminal justice arena. The United States leads the world in incarcerations and the numbers of offenders taken into custody or released from penal institutions grow each year. In 2003, there were more than two million people incarcerated in the nation's prisons and jails, with an average of over 600,000 offenders released from prison annually (Harrison & Karberg, 2004). Community capacity to support this reentry population is being stretched. Data show an increased percentage of people released from prisons had been convicted of more serious crimes, indicating they may have more serious service needs (Glaze, 2003; Hughes, Wilson, & Beck, 2001). Hammett, Roberts, and Kennedy (2001) suggest that, if not addressed, these needs increase the likelihood that an individual will be reincarcerated; otherwise, without services and support, many ex-offenders will find themselves in the same situations that originally contributed to their criminal activity (Buck, 2000; Petersilia, 2000). Therefore, understanding how to best meet the needs of ex-offenders and their communities is important to ensure public safety and quality of life for both community members and ex-offenders.

1. Recidivism

At the end of 2005, there were an estimated 4.9 million offenders under some type of community supervision such as parole or probation (Bureau of Justice Statistics, 2006). According to one study, although 41 percent of State parolees successfully completed their terms of supervision, a substantial number were re-arrested, reconvicted, or returned to prison (Hughes, Wilson, & Beck, 2001). A study published by the Bureau of Justice Statistics (BJS) in 2002 tracked ex-offenders released from 15 states in 1994. Of those studied, an estimated 68 percent were re-arrested for a felony or serious misdemeanor within 3 years, 47 percent were reconvicted, and 25 percent received new prison sentences for a new crime. When combined with those offenders returned to prison for a parole violation, the percent of those re-imprisoned within three years of release increased to 52 percent. Nationally, it is estimated that approximately 32 to 60 percent of offenders will re-offend within 3 years of their release from prison (Langan & Levin, 2002). The threat to public safety associated with recidivism, as well as the appreciable costs of damage to communities and victimized individuals, make successful reentry of offenders a major concern.

To improve reentry outcomes for ex-offenders and communities, it is important to understand the range of challenges they face. Many factors affect recidivism, including criminal history, service availability, and individual characteristics and capacity. Societal barriers such as changes in criminal justice policies, lack of faith in offender rehabilitation, reduction in appropriate social services and support, low employability, negative conflict and behavioral management skills, and scant work histories add to family difficulties, feelings of alienation, and lack of hope. These challenges are often exacerbated by health, mental health, and substance abuse histories. All of these factors create barriers to successful offender reentry and contribute to an environment in which recidivism is more likely.

1.1 Criminal History

The individual's criminal history can be a complex barrier as it has many facets that affect the ex-offender's reentry. Length of sentence, number of incarcerations, and type of crime that led to the incarceration all affect recidivism rates. Additionally, the disruption in interpersonal networks during incarceration can influence ex-offender reentry success.

Length of Sentence

A study published by BJS reported that, on average, released offenders had served approximately 25 to 30 months in prison (Harrison & Karberg, 2004). The longer the incarceration, the more likely personal and professional relationships will suffer. Long periods of incarceration have the additional effect that, upon release, ex-offenders will be less prepared to deal with the societal changes that affect every aspect of daily life (e.g., the increased use of personal cellular phones and decreased availability of public phones, the decreased use of cash and checks and increased use of credit and debit cards, or reductions in manual labor jobs and increased need for job applicants to have computer and other technical skills). A meta-analysis of 50 studies analyzing the impact of incarceration on recidivism found a link between longer prison sentences and recidivism (Visher & Travis, 2003). Data on recidivism also show that the vast majority of prisoners are not rehabilitated by these longer sentences. Two-thirds of released prisoners are re-arrested and one-half are re-incarcerated within 3 years of release from prison (Langan & Levin, 2002). Recidivism rates tend to rise thereafter, usually approaching 75 percent to 80 percent of released prisoners being arrested within 10 years of release.

Number of Sentences

For many men aged 20–40, the prison door is a revolving one with iterations of criminal acts, arrests, incarcerations, releases, and cycling back to criminal acts. Fifty-six percent of State prisoners released in 1999 had one or more prior convictions while 25 percent had three or more convictions (Glaze, 2003; Holzer & Stoll, 2001). Not until men reach their mid-forties does the rate of re-arrest fall noticeably.

Type of Crime

An important correlate to recidivism is the type of crime for which an offender was most recently incarcerated. Adapted from a study by Langan and Levin (2002), Exhibit I-1 shows that, while almost half of violent offenders were re-arrested, the rate of re-arrest jumps to approximately 75 percent for property offenders.

Exhibit I-1: Percentage of Ex-Offenders Re-Arrested Post-Reentry

Crime Category	Type of Crime	Percent
Violent	Murder	40.7%
Violent	Rape	46.0%
Property	Robbery	70.2%
Property	Burglary	74.0%
Property	Larceny	74.6%
Property	Motor Vehicle	78.8%
Property	Stolen Property (General)	77.4%
Property	Illegal Weapons	70.2%

There also appears to be a growing trend toward more reconvictions for drug offenses. Specifically, ex-offenders convicted of drug offenses in five states (California, Florida, Illinois, New York, and Texas) since 1990 accounted for nearly half of all releases from State prison in 2001 (Bureau of Justice Statistics, 2002b). The substance abuse treatment needs of these reconvicted offenders make the development of an approach for serving the growing ex-offender population even more important.

Interpersonal Networks

According to the Bureau of Justice Statistics (2002a), of State prisoners released in 1999, more than half had been incarcerated at least once before with 25 percent having at least three prior incarcerations. Incarceration disrupts interpersonal networks which reduces their capacity to support ex-offenders (Clear, Rose, & Ryder, 2001). The reappearance of the ex-offender into the family unit may strain or sever bonds already loosened by incarceration. A return to the family also may create economic hardships if the ex-offender is not able to contribute financially. Moreover, social and extended relationships are hampered by the loss of contact during the incarceration. The cycle of re-offending and reincarceration has a cumulative negative effect on ex-offenders' relationships with family, friends, and the larger community, and has a disruptive effect on employment history as the incarceration removes ex-offenders from the work force. This disruption results in less work experience (Freeman, 2003) and research has shown that skill level and work experience have strong effects on reentry outcomes (Finn & Willoughby, 1996).

1.2 Community and Employer Acceptance

The ex-offender will face bias from both the community to which they are returning and from employers who may not be willing to give them a chance. Barriers to community acceptance and employer acceptance can be pivotal to ex-offender success.

Community Acceptance

The community's capacity to absorb reentering ex-offenders depends on a variety of factors: employment rates, housing availability, crime rates, and available services. Upon release, ex-offenders may have trouble meeting their basic needs and face policies that bar them from existing services. In addition, there may be a lack of services due to low tolerance for having substance abuse treatment centers or halfway houses in a community (Hartwell, 2004). Citizens are also concerned about jeopardizing public safety and research has shown a positive correlation between neighborhood reentry rates and local crime rates (Clear, Rose, & Ryder, 2001). Given the direct and indirect support ex-offenders need for successful community reentry, the willingness of the community to address the challenges prisoners face can be a major factor in successful reintegration (Visher & Travis, 2003).

Some ex-offenders are unable to return to the communities in which they lived prior to incarceration either because of public policies or probation or parole restrictions. For example, the Public Assistance Law excludes ex-offenders from public housing and some ex-offenders will have to secure drug-free housing as a condition of their release. The 1996 Federal welfare law, the Personal Responsibility and Work Opportunity Reconciliation Act, bars those with drug convictions from receiving Federal welfare and Food Stamp benefits. In some cases, ex-offenders may also be ineligible for Federal programs designed to help hard-to-employ populations. In other instances, State laws bar or impose restrictions on hiring ex-offenders in certain professions, such as in law, real estate, medicine, nursing, physical therapy, and education, further affecting their ability to obtain employment in a higher paying field (Travis, Solomon, & Waul, 2001).

Employer Acceptance

The ability of ex-offenders to obtain job offers may also depend on how averse employers are to hiring them and whether they actually check criminal backgrounds. In a multi-city study, Holzer,

Raphael, and Stoll (2001) found that nearly one-third of employers concerned about hiring prisoners said that they always checked on criminal background and 17 percent said that they check sometimes. Just 12.5 percent of employers said they would definitely accept such an application, while 25.9 percent said that they probably would. By contrast, employers had no problem accepting applications from workers in other disadvantaged groups, such as welfare recipients. Employers vary in their willingness to hire ex-offenders according to the characteristics of their establishments and the jobs they are seeking to fill; some employers eschew ex-offenders for fear that customers or other workers would sue them if the ex-offender harmed them during work activities. The implication of this bias is that ex-offenders who seek work have a greater difficulty finding it and have to spend more time searching than other workers.

Survey evidence also suggests that employers might be more open to working with ex-offenders under certain circumstances. For instance, many employers express more interest in hiring ex-offenders when they are told of potential services from intermediary agencies (Welfare-to-Work Partnership, 2000). In many cases, when the offenses are non-violent and perhaps only drug-related, and if the individual has been drug-free and has gained some meaningful work experience in the interim, employer interest seems to rise as well (Freeman, 2003; Holzer, Raphael, & Stoll, 2001). This is particularly likely to be the case during periods of tight labor markets when small- and medium-sized businesses are struggling to attract workers and maintain a stable workforce.

1.3 Individual Characteristics and Capacity

Individual challenges that were present before incarceration and may have contributed directly to offending behaviors continue to be issues in the reentry process and affect recidivism rates. Factors such as employability, interpersonal skills, and compromised health status can present significant challenges and often are interrelated.

Employability

According to Saylor and Gaes (1996), in a study of post-release employment programs, ex-offenders tend to suffer from a "wage penalty" and earn less than non-offenders. Not only do they earn less, they generally have relatively low employment rates compared to other workers with similar demographic characteristics (Freeman, 2003; Western, 2002). Because offenders are usually less successful in the job market prior to incarceration, and have lower education levels and limited work experience, it is difficult to determine whether incarceration reduces their employment and earning prospects. In another study (Buck, 2002), although the results were not statistically significant, there was evidence of a link between the lack of suitable employment and recidivism. Statistics from the New York State Department of Labor show that 83 percent of ex-offenders who violate probation or parole are unemployed at the time of violation (Center for Employment Opportunities, 2002). Further research shows that "a 10 percent decrease in an individual's wages is associated with 10 to 20 percent increase in his or her criminal activity and the likelihood of incarceration" (Travis, Solomon, & Waul, 2001, p. 31).

Interpersonal Skills

Even where little formal skill is required, employers generally look for basic job readiness in prospective employees. Employers expect workers to be reliable and trustworthy, show up everyday on time, work hard, and take some responsibility for the quality of the work and the work environment. In fact, recent research on welfare recipients in the labor market (Holzer &

Stoll, 2001) indicates that their success in employment, once hired, often depends on these types of crucial variables. Additionally, a lack of appropriate conflict management and interpersonal skills can be another challenge for ex-offenders. There is an indication that lengthy exposure to the harsh, impersonal conditions of prison life may have short- and/or long-term effects on an ex-offender's ability to readjust to society (Visher & Travis, 2003). While incarcerated, offenders effectively suspend the social norms and mores necessary for interaction in mainstream society. Therefore, it requires time for ex-offenders to recall and use appropriate communication and social skills when interacting with people outside of prison. However, the majority of model programs providing post-release services to ex-offenders focus on "hard skills," such as searching and applying for jobs and vocational training, over "soft skills" such as knowing appropriate dress and communicating. Consequently, programs to assist ex-offenders are beginning to add interpersonal and life skills components.

Health Status

Ex-offenders with substance abuse or other health problems (physical or psychological) are least likely to be job-ready and likely will experience few job offers or high discharge rates if hired. According to a 1997 study (Hammett, Roberts, and Kennedy, 2001), almost 25 percent of all people living with HIV and AIDS had been released from a correctional facility, and the majority (80%) of ex-offenders had some type of alcohol or drug problem while incarcerated. In addition, approximately 87 percent of ex-offenders had a mental health service history prior to imprisonment, primarily involving treatment for bipolar disorder, schizophrenia or psychosis, major depression, or posttraumatic stress disorder. This study on health-related issues in prisoner reentry revealed that health problems not treated during incarceration become community problems upon release. However, improved community-based services and resources are necessary to provide appropriate care. Yet many ex-offenders cannot afford or do not qualify for federally funded or State-funded medical assistance programs such as Medicaid, Social Security Insurance, or the AIDS Drug Assistance Program. The lead time to acquire coverage under other medical plans can create a post-release gap in services that can generate negative consequences for ex-offenders in need of care. Many individuals who do not test positive for substances or have self-reported usage in the previous 30 days are not eligible for public treatment services. Although these ex-offenders may have been detoxified or remained drug-free while incarcerated, they might not have received needed substance abuse treatment.

Overall, the huge numbers of prisoners released annually, and the large number of ex-offenders under probation, imply that a massive number of persons who have been under supervision of the criminal justice system live in civil society as potential participants in the job market. Because crime and incarceration are expensive; a program that reduces recidivism and increased employability will provide valuable social benefits (Glaze, 2003; Holzer & Stoll, 2001).

2. Reentry Programs

Consistent employment can help reduce the likelihood of re-offending and drug use; establish a legitimate employment record; strengthen family and social ties; improve self-esteem and confidence; and provide health, retirement, educational, and other benefits. When ex-offenders are employed productively and legally, local unemployment rates can drop and positive contributions from these tax-paying citizens can increase. However, ex-offenders face many obstacles to obtaining employment such as:

- Limited work histories;
- Substance abuse;
- Lack of employable skills;
- Low literacy and limited education;
- Physical and mental health problems;
- Concentration of jobs in the low-wage labor sector;
- Bias from prospective employers;
- Legal restrictions on types of jobs available.

Connections to legitimate groups like the family, educational institutions, and the labor market can provide the former offender with the stability that may prevent the commission of additional crimes and a return to the criminal justice system. The particular community into which an inmate is released, including the family and social networks, the health and social services available, and the organizational structure, policies, and practices of the supervising agency, all factor into reentry success (Solomon, Visher, LaVigne, & Osbourne, 2006; Travis, 2005).

Research has revealed that programs to assist ex-offenders must address the special needs of this population to help them become fully reintegrated members of society. Ideally, such assistance would start while offenders were incarcerated and continue post-release. Several government-sponsored or community-based model programs and initiatives have been implemented to assist ex-offenders.

2.1 Federal and State Programs

The Federal Bureau of Prisons launched the Inmate Placement Program Branch in 1996, holding mock job fairs in Federal prisons, posting job openings, establishing employment resource centers to help inmates prepare resumes and access jobs, working with inmates to establish portfolios of documents relevant to employment, and serving as a clearinghouse and resource for inmate employment enhancement programs. State corrections agencies have come to work with Federal agencies such as the U.S. Department of Justice and U.S. Department of Labor, as well as with community-based organizations, to provide in-prison and post-release employment services (Buck, 2000). According to the Bureau of Justice Statistics (2002a), there are an estimated 200 transitional and post-release programs targeted to ex-offenders nationwide, often growing from grassroots, faith-based, or small nonprofit efforts into large-scale professional organizations operating most frequently in States where the highest rates of ex-offenders are released.

2.2 Community-Based Model Programs

The components of community-based programs are often similar in assisting ex-offenders in transitioning back into society. The majority of model programs described in the literature provide job readiness, job placement, and skills training, while others offer additional educational, post-placement, or human/social/family support services. A small number of programs offer paid transitional employment; peer counseling, interaction or modeling, and behavior and attitudinal training. A few provide psycho-educational training designed to resocialize or help ex-offenders deal with interpersonal skills and maladaptive behaviors that would make employment difficult.

There is no consensus on the goal of employment-focused programs for ex-offenders nor is there agreement on how success should be measured (Buck, 2000). Outcome measures can include job placement, job retention, or recidivism. The type of job (i.e., industry with good benefits and high wages versus transitional) and employee motivation and reliability (demonstrated by high attendance and short stays in transitional work) are factors that improve job retention. Additional factors that may affect retention include work experience, social support systems, and fringe benefits. Model programs with measurable success rates tend to provide ongoing case management, establish good relationships with probation and parole officers, and maintain strong connections with employers. Important components of model programs include participation, pre-training and preparation, skills training, in-program support, placement services, and post-placement retention services.

Program Participation

Ex-offenders usually learn about programs from prison administrators, social workers, probation and parole officers, and other ex-offenders. Some are required to participate in a program as a condition of release; others are simply referred to a program or encouraged to join in program activities. Ex-offenders also can enroll voluntarily in these programs based on their own interests, needs, and motivation.

Pre-Training and Preparation

Because lack of education, limited work history, and behavioral problems can pose obstacles to employment, programs have implemented education and GED training, computer skills training, and role modeling to prepare ex-offenders for employment in a mainstream environment. Life skills training also is helpful in preparing ex-offenders for adapting to different cultural environments of employers.

Skills Training

Research on job retention reveals that long-term job retention depends on skill development (Buck, 2000). Job readiness services may include resume preparation, employer referrals, job-specific readiness training, and funding for work uniforms, tools, transportation, and job training. Specialized services may include workshops on work-related life skills topics such as tax preparation, budgeting, driver license restoration, and job interviews. Program case managers assist participants with resume writing, developing interviewing techniques, and ways to deal with gaps in their personal histories. They also assist with appropriate dress and attitude.

In-Program Support

A variety of programs provide other types of support such as emergency assistance (e.g., food, clothing, and financial assistance for utilities and rent), counseling to help ex-offenders deal with the emotional and cognitive effects of incarceration, mentoring, resource matching, and personal goal setting. Participants work with case managers to prioritize personal goals, employment objectives, and education and housing needs, and to work on family relationships, substance abuse issues, health/mental health issues, and avoiding recidivism.

Placement Services

Methods for placing ex-offenders in jobs have included skills matching or reviewing education level and work experience then contacting employers to identify potential placements. A number

of community programs have implemented their own economic development initiatives that provide jobs and job training. Generally, these are transitional strategies that do not guarantee long-term employment or job placement.

Post-Placement Retention Services

Post-placement retention services include activities that assist in helping ex-offenders stay in jobs once they are placed. These services can include childcare, transportation, housing, and substance abuse treatment, and generally require referrals or collaboration with other service agencies (Buck, 2000). Some programs hire job specialists to provide case management and maintain links among the program, the employer, and the employee/ex-offender to anticipate and address promptly any issues that may affect job retention.

Chattanooga Endeavors, Opportunities to Succeed Program (Rossman, Sridharan, & Buck, 1998), Texas' Project RIO (Finn, 1998a), The Center for Employment Opportunities (2002), and Chicago's Safer Foundation (Finn, 1998b) are examples of programs that address a combination of interpersonal skills, education, and employability to create a comprehensive program designed to increasing participants' chances of success.

3. Summary

The number of offenders reentering society annually and the magnitude of their need for services place significant stress on the justice system and community agencies. Nevertheless, research suggests ways to improve offender reentry outcomes. The literature also demonstrates that employment lowers recidivism, which supports the strategies followed by the programs such as Chattanooga Endeavors *Building Bridges*.

II. *Building Bridges* Program Overview

The Chattanooga Endeavors *Building Bridges* program is part of a new breed of programs taking a holistic, trust-building approach to serving the reentry population. Recognizing that employment reduces factors that lead to crime and demonstrates an individual's commitment to living as a productive member of the community (Buck, 2000; Dion, Derr, Anderson, & Pavetti, 1999; Turner & Petersilia, 1996), Chattanooga Endeavors understood that most ex-offenders face many obstacles in finding or maintaining employment. Through December 2004, Chattanooga Endeavors addressed these barriers through a 6-week intensive program combined with less intensive case management and mentoring services that continued for up to a total of 12 months. Chattanooga Endeavors' primary purpose in providing services was to reduce criminal recidivism by preparing program participants for the workforce and assisting them in obtaining meaningful employment.

1. Program History

Chattanooga Endeavors started as a demonstration project of Dismas House, which provided housing services for ex-offenders and only limited employment services (Dismas, Inc., 2006). Over time, some staff members began to think that greater benefits to a larger number of clients could be achieved by preparing ex-offenders for the workforce. In 1999, the program was reincorporated as Chattanooga Endeavors, focusing on employability training and job placement in Chattanooga and the surrounding county. At the time the evaluation started, Chattanooga Endeavors was a nonprofit agency with a 10-person staff guided by a 24-person advisory board. The program staff designed and implemented the *Building Bridges* curriculum (described in subsequent sections) through 2004. At that time, funding issues and fundamental changes in program philosophy brought *Building Bridges* to a close and marked the advent of a new, for-profit venture called *CEI Works!*, an agency that facilitated temporary work assignments for ex-offenders.

Under the revised program, which began in mid-2005, the agency has two components—the nonprofit direct service and service referral component and a for-profit temporary employment agency. From a client perspective, the primary difference between the original Chattanooga Endeavors program and the revised program is that, in the original program, clients focused on classes in the first 6 weeks and could secure employment outside of class time. Under the revised program, the process is reversed, with clients being placed in temporary supervised employment almost immediately and taking classes outside of work hours. As an incentive for clients to participate in classes in the revised program, a portion of their salary is based on continued involvement. Specifically, clients are to be employed through Chattanooga Endeavors' temporary employment agency; the agency determines the conditions of employment, including attendance in program classes. This evaluation pertains only to the original Chattanooga Endeavors *Building Bridges* program that was implemented through December 2004.

2. Program Mission

The primary purpose of the Chattanooga Endeavors *Building Bridges* program was to increase the likelihood that offenders released into the Chattanooga/Hamilton County area of Tennessee would avoid re-arrest and re-incarceration by obtaining meaningful employment. The program

was based on the idea that it takes time for ex-offenders to become reintegrated into their community and that they need support throughout the process. The program mission was:

> *To restore ex-offenders to productive roles in society through training, counseling and education programs that remove the barriers to meaningful employment and that teach the skills needed to enter the workforce and to live within the law* (Chattanooga Endeavors, Inc., 2004, p. 1)

The program supported clients through simultaneously improving the community's capacity to accept ex-offenders and increasing clients' ability to contribute to society.

3. Program Description

Building Bridges recognized that, in order to break the cycle of crime and re-incarceration, ex-offenders needed support to improve their ability to live within the law, predicated on their capacity to financially support themselves and their families through lawful employment. While there may be additional factors that increased the likelihood of re-incarceration for ex-offenders (e.g., substance abuse and housing instability), the Chattanooga Endeavors *Building Bridges* program primarily emphasized employment readiness and support. The program philosophy indicates that steady employment at a job that pays a living wage and holds the prospect of advancement (through experience and training) demonstrates a commitment to conventional behavior and reduces the stresses that can often lead to criminal recidivism. Many ex-offenders who came to the program were unable to find or hold these types of jobs due to individual and community barriers (Exhibit II-1).

Exhibit II-1: Barriers Addressed by *Building Bridges*

Community Level	Individual Level
▪ Stereotypes/stigma regarding offenders ▪ Employment opportunities ▪ Service availability and quality (e.g., housing, child care) ▪ Interagency relationships (e.g., information sharing, service gaps, coordination of services) ▪ Community restoration/making the community whole ▪ Community cohesiveness and quality of life	▪ Ineffective interpersonal communication and functioning ▪ Lifestyle sustainability (e.g., realistic goals and expectations) ▪ Skill levels (vocational/personal) ▪ Poor coping mechanisms (e.g., substance use/abuse, avoiding responsibility, anger management) ▪ Coming to terms with past experiences and behaviors ▪ Lack of a sense of hope/belief in the future

To address these barriers, Chattanooga Endeavors staff members focused on program improvement and sustainability in addition to direct client service. The program logic model in Exhibit II-2 depicts the path through which they attempted to meet their goals of reducing recidivism and increasing client employment.

Exhibit II-2: Chattanooga Endeavors *Building Bridges* Program Logic Model

Situation Analysis	Priority Setting	Inputs	Activities	Outputs	Outcomes/Impacts		
Problem identification 1. High recidivism rates 2. Poor decision-making by ex-offenders 3. Barriers to employment among ex-offenders 4. Low community support for ex-offenders	Mission and goals 1. Reduce recidivism 2. Improve decision-making skills 3. Reduce barriers to employment 4. Increase community support	Resources and contributions 1. Staff 2. Volunteers 3. Consultants 4. Building 5. Grants 6. Relationships and community standing	Client services 1. Recruitment 2. Admission 3. Community Building Workshop 4. Course work 5. CM 6. Support groups 7. Education classes 8. AOD classes 9. Drug testing 10. Job search Community services 1. Interagency communication 2. Community outreach/marketing	Services provided 1. Hours of service provided 2. Number of service referrals 3. Number of clients served 4. Hours of communication 5. Number of people and organizations worked with	Initial 1.Improved attitudes (clients and community members) 2.Increased skills (clients) 3.Increased community awareness of program/ issues	Intermediate 1. Improved behaviors (clients and community) 2.Changes in organization practices	Long-term 1. Decreased recidivism 2. Increased employment 3. Increased community capacity

3.1 Program Support

The City of Chattanooga aggressively pursues economic development, optimizing its ability to address reentry issues effectively and increase the number of jobs available to ex-offenders. Additionally, Hamilton County has a history of collaboration among service providers, including Chattanooga Endeavors. The program partnered with the Tennessee Department of Corrections, the Board of Probation and Parole, the Hamilton County Criminal Courts, and other community representatives to ensure overall community benefit for all stakeholders. In addition to this community support, Chattanooga Endeavors had several program-specific factors in its favor as an outgrowth of the Dismas House program (Dismas, Inc., 2006), a well-established community program based upon the effective practices of the Delancey Street program for ex-offender reintegration and employment training in San Francisco (Eisenhower Foundation, 2006).

The Chattanooga Endeavors *Building Bridges* program was funded primarily by Federal grants, supplemented by private contributions, investments, and program services, and housed in a building leased at a special reduced rate. In addition to its staff and volunteers, the program had other intangible assets such as the high regard of the community and the continued goodwill of a number of service providers who possessed shared goals and had worked with program staff over the years.

3.2 Program Admission

Ex-offenders could apply to *Building Bridges* while incarcerated, through referrals, and by walk-in. Program staff members periodically visited various penal facilities and talked with inmates about the program, recording the names of interested inmates and collecting applications. Once released, ex-offenders who already had applied could enroll in the next available class. Probation officers, parole officers, and service providers regularly referred interested participants to the program. Other participants entered as walk-ins. The program assumed all applicants had a criminal history and a desire to improve their employability and employment status. Clients enrolled in the Chattanooga Endeavors program for a variety of reasons including an interest in employment training, relapse prevention, obtaining a GED, or improving

their computer skills. Although the participants were assessed in various ways, the results were not used for program admission, but rather to help clients gain insight into their own strengths and weaknesses, place them on either the relapse prevention or education enhancement track, and link them with appropriate ancillary services.

There were 1,611 program applicants between August 11, 1999 and March 11, 2005. Ranging from 18 to 64 years old, the average age for applicants was 33. The majority of clients (73%) were male. The program served primarily African-American (67%) and Caucasian (32%) clients with less than 1 percent reporting another race. Of the 1,611 applicants, 695 clients provided education information; of these, 27 percent had a high school diploma and 28 percent had a GED.

Many applicants never attended the program despite being admitted. These offenders might have been transferred or released outside of Hamilton County, making Chattanooga Endeavors inaccessible to them. The time from application to release might have been fairly long, with the offender losing motivation, or there might have been a considerable wait before a class opening became available. Personal problems, such as health or mental health issues or a difficult family situation, could have arisen and taken priority over program involvement. If they were homeless or transient, admitted offenders might not have had transportation or resources to travel to Chattanooga Endeavors daily. Because the *Building Bridges* program was designed to promote employment readiness and participants were not paid those who were able might have sought employment instead of attending classes. Those who were able to obtain good jobs immediately after release would not necessarily need *Building Bridges* services.

3.3 Program Curriculum

The Chattanooga Endeavors *Building Bridges* curriculum consisted of a 6-week intensive program (divided into two parts: pre-training and preparation and skills training) combined with a less intensive case management and mentoring approach that continued for up to 12 months. Participants were considered program graduates if they completed the entire training period or completed the Community Building Workshop then, in the middle of the coursework, obtained employment or improved their job status, leaving them unable to attend classes; participation in the less intensive case management and mentoring component could vary.

Pre-Training and Preparation

This intensive, 4-week component focused on resocializing the ex-offender by enhancing emotional intelligence and developing employability skills. Participants were evaluated daily on behaviors considered desirable for employability, e.g., attendance, punctuality, appearance, attention, cooperation, participation, completion of assignments, comprehension, initiative, interpersonal skills, adhering to rules, and passing random drug tests. Participants received approximately 140 hours of services including 30 hours of individual case management and 12 hours in one of two training tracks (relapse prevention or education enhancement) depending on individual needs:

- Clients whose backgrounds, self-reports, or Substance Abuse Subtle Screening Inventory (SASSI) scores indicated the likelihood of a substance abuse problem were assigned to the relapse prevention track for counseling and participating in a support group. Those who relapsed were referred to a treatment provider and dropped from the program.

- Clients who had not earned a high school diploma or GED were referred to appropriate adult basic education (e.g., literacy skills) and GED services. In some cases, individuals were guided toward obtaining help with specific learning disabilities. Clients with a diploma or GED were encouraged to assess their education goals in terms of job expectations and career goals and to determine any further education or training needed to meet those goals. Upon request, they received assistance in identifying appropriate educational institutions (e.g., technical institutes, community colleges) and submitting applications.

The first week's primary activities included fulfilling administrative requirements, acclimating participants to the program environment, completing needs assessments, and completing the Community Building Workshop (CBW) developed by Peck (1987)—a group process enabling participants to experience and practice communication skills. During the next three weeks, participants completed the *Building Bridges* curriculum, which addressed core communication, self-awareness, problem-solving, decision-making, goal-setting, interpersonal, self-management, anger management, and collaborative team-building skills. The primary texts were the "Student Guide" and "Life Skills/Management by Objectives," both developed by the staff and students exclusively for Chattanooga Endeavors and designed with exercises fostering better self-understanding. The specific output sought was the creation and implementation of personal performance plans reflecting the Five Pillars of Success—progressive employment, supportive relationships, control of substance abuse, stable housing, and educational development. Students were led through a series of exercises to help them understand their personal strengths and weaknesses, identify tangible and realistic goals, and develop a sensible action plan for personal growth and development. Graduates were referred to job acquisition activities and helped to find suitable employment.

Skills Training

This 2-week component taught job search skills such as networking, completing job applications, and preparing for interviews. Program participants also were encouraged to set realistic career goals with an emphasis on job retention skills such as meeting employer expectations, increasing job survival, and earning promotions. The clients were considered to be their own best resources, to be enhanced with peer support and technical assistance. They worked to accelerate personal development by learning from the experiences of others, through hands-on computer practice guided by an instructor or more proficient fellow students, and by seeking help in specific skills areas through their own initiative and personal exploration. Clients received approximately 40 hours of training in topics such as introduction to personal computers, help with obtaining I-9 documents, and introduction to Internet searches.

Case Management and Mentoring

This component was designed to provide support following program graduation. For up to 48 weeks, graduates could attend monthly case management group sessions to share their experiences with fellow program participants. Using this format, the graduates received follow-up support, reinforcement for the positive steps they were taking, and preparation for advancement in their jobs. There were also mentoring and other services clients could access. Due to the differing levels of participation after graduation, the hours of services clients received varied for this component, but could accumulate to approximately 20 hours.

While not distinct components of the program's formal agenda, recruitment and outreach activities also were conducted to attract clients and provide individualized in-program support. The only model program component not offered was traditional placement services. In addition,

the program relied on a coalition of community organizations to link clients with other services such as the Chattanooga Neighborhood Enterprise for housing and the Community Coalition Against Domestic Violence.

4. Program Goals and Outcomes

The Chattanooga Endeavors *Building Bridges* program was designed to improve opportunities for both clients and the community. The program addressed specific interpersonal, educational, and vocational limitations with the goal of ultimately changing client behavior and community capacity for incorporating ex-offenders successfully. *Building Bridges* focused on immediate outcomes such as increasing knowledge about the program within Hamilton County and changing client attitudes and skills as follows:

Client attitudes:

- Creating a more positive outlook on life;
- Instilling a belief that they are capable of positive change;
- Increasing client comfort with being open and sharing personal information, including repairing damaged relationships;
- Creating a willingness to divorce themselves from negative influences, behaviors, and people (referred to within the program as "poisoning the well").

Client skills:

- Communication;
- Ability to act in a civil manner even during difficult situations;
- Ability to function in society and within the constraints of a job;
- Ability to present themselves appropriately in different situations, both in terms of attitude and appearance (referred to within the program as "playing with masks");
- Aptitude to increase educational attainment;
- Ability to build and use a personal support group.

Building Bridges expected changes in clients' knowledge, attitudes, and skills to result in behavioral change, thereby reflecting what was learned in the program. For example, as an intermediate outcome, clients were expected to remain free from legal problems, drug-free, employed, and compliant with conditions of their probation, parole, or other form or community supervision. Within the community, the program sought a change in the practices of local employers and service providers in order to increase the jobs and services available to and appropriate for ex-offenders. In the long-term, the *Building Bridges* program was designed to encourage clients' continued employment and continued avoidance of arrest, conviction, and re-incarceration. Long-term impact for the community included increased capacity to support ex-offenders throughout their reintegration.

III. Method

This outcome evaluation was based on existing quantitative records data, collected and analyzed to determine whether the program had an effect on recidivism, employment, and supervision completion. The following sections describe the overall design of the study and the data collection and analysis procedures.

1. Design

The evaluation utilized a quasi-experimental design with a comparison group. Both ethical and practical factors led to this approach. From an ethical standpoint, the program's mission, values, and goals were not conducive to the random assignment of a control group needed for an experimental design. The *Building Bridges* program philosophy was to serve all interested ex-offenders who sought help with improving their employment status. From a practical standpoint, the discontinuation of *Building Bridges* in December 2004, and the projected operation of a profit-oriented temporary employment agency for ex-offenders (*CEI Works!)*, forced the study to become retrospective rather than prospective as originally intended, precluding the option of a randomly selected control group. The evaluation was designed to answer the following research questions:

- Does the program have an effect on recidivism?
- Does the program have an effect on employment?
- Does the program have an effect on successful supervision?

2. Data Sources and Collection

The evaluation of the *Building Bridges* program used existing quantitative records data in a retrospective fashion allowing for an 18–24 month follow-up for all program applicants. As originally designed, the study planned to use program records (e.g., application data, rosters, assessments), criminal history records, and wage data. However, as the study was implemented, there was inconsistency among the various data files in terms of data definitions and codes, types of records, and time frames available. Additionally, data availability for applicants varied substantially. As a result of changes to the study design, sample selection (based on program changes), and variation in the data sources, data collection evolved through three overlapping stages, as outlined in Exhibit III-1. The sections that follow describe these three stages and the procedures each entailed, including the data sources explored, the agencies responsible for collection, and the steps taken to gather data.

Exhibit III-1: Data Collection Stages

	Stage 1 (Prospective) Based on original evaluation design that included clients in current classes	Stage 2 (Prospective/ Retrospective) Expanded to include earlier classes and enlarged treatment group	Stage 3/Final (Retrospective) Based on master list of all applicants on record with the program
Target Population	Probationers and parolees released to Chattanooga area since January 1, 1999	Ex-offenders in the Chattanooga area since January 1, 1999	All program applicants recorded
Treatment Group	Clients in current classes as reported by program	Clients in classes since September 2003	Participants (attended Community Building Workshop - CBW)
Comparison Group	Sample of ex-offenders randomly selected from Tennessee Offender Management Information System (TOMIS) records	Sample of ex-offenders randomly selected from TOMIS records	Non-participants (applied but did not complete orientation)
Demographics	Initially reported by program	Validated against all data sources	Validated against all data sources
Program Data	Applications Phase I report cards SASSI (w/consent) Test for Adult Basic Education (TABE)(w/consent) Taylor-Johnson Temperament Analysis (T-JTA) (w/consent) Self-Directed Search (SDS) (w/consent)	Applications Phase I report cards SASSI (w/consent) TABE (w/consent) T-JTA (w/consent) SDS (w/consent)	Level of program completion and dates recorded/validated for master list
Criminal Justice Data	TOMIS monthly extracts Contract negotiated with Tennessee Administrative Office of the Courts (AOC)	TOMIS cumulative extracts Hamilton County Court (HCC) records AOC/Tennessee Judicial Information System (TJIS) court records	TOMIS/master list Social Security number extracts HCC records (final) AOC/TJIS court records (final) On-site records review FBI National Crime Information Center (NCIC)/National Fingerprint File (NFF) data
Wage Data	Began contract negotiations with Tennessee Department of Labor and Workforce Development	Contract negotiated with Tennessee Department of Labor and Workforce Development	Quarterly wage records
Supervision Data	TOMIS monthly extracts	TOMIS cumulative extracts	TOMIS/master list SSN extracts
Public Assistance Data			ACCENT records derived from manual search On-Site Records Review

2.1 Stage 1 of Data Collection

The first stage of data collection focused on the original study design of a prospective quasi-experimental study to examine outcomes over time. Data were to be derived from program records of those attending current and future classes as well as State criminal history records. The comparison sample was to be derived from State criminal history records.

Program Data

The primary data source was intended to be application data collected by the program for all classes from February 2004 through October 2004. The application form (shown in Appendix B) was a comprehensive self-report instrument covering basic demographics; contact information;

marital status and family members; criminal history (including current supervision status); education and employment history; military experience; alcohol and drug history; special needs and treatment received; as well as questions about how the applicant learned of the program, why the applicant was choosing to apply, and what the applicant expected to get out of attending the program. The application did not include space for applicants to record gender and ethnicity; these items had to be established by program staff and verified from other records later. Application data were collected for 109 program participants. For those 44 participants who signed the informed consent form, program staff members were able to supplement the application data with assessment data during program participation. Assessment data were drawn from the SASSI (an instrument to identify individuals with a high probability of substance abuse, distributed by the SASSI Institute), the TABE (an assessment of reading, language, math, and spelling skills, distributed by CTB/McGraw Hill), the SDS (a career choices and possibilities instrument, distributed by Psychological Assessment Resources, Inc.) and the T-JTA (a standardized personality inventory, distributed by Psychological Publications, Inc.).

Criminal Justice Data

Initially, the primary source of criminal history data was TOMIS, the database maintained by the Tennessee Department of Corrections and used by the Tennessee Board of Probation and Parole (BOPP). TOMIS provides a mechanism for tracking offender demographics and background information, criminal sentences, confinement locations and movements, periods of incarceration and supervision, participation in institutional programs, health issues, and other unique aspects of an offender's case history. Through an agreement of support, BOPP and its technical services staff provided the evaluation team with a monthly extract of records for all who had been released to the Hamilton County area since January 1, 1999.

2.2 Stage 2 of Data Collection

When it became apparent that registrations were not at the expected level, the time frame for the study was adjusted to include all class participants retrospectively to October 2003. Program staff attempted to obtain signed evaluation consent forms from participants in past classes using available contact information. Despite expanding the classes included in the study, data were available for only 192 applicants. As discussed previously, there are several possible explanations why enrollment was lower than expected, including applicant release outside Hamilton County or homelessness that made *Building Bridges* inaccessible. A long time from application to release or a considerable wait before a class opening became available also could have decreased offender motivation to participate. Additionally, health or mental health issues or a difficult family situation could have taken priority over program involvement. Also, those who were able to obtain good jobs immediately after release would not necessarily need *Building Bridges* services.

Program Data

For the expanded span of classes covered in this data collection stage, program staff provided the additional application data that were available electronically for 192 participants (84 with informed consent). They also furnished copies of the Phase I records in which they had manually recorded daily attendance, level of participation and compliance, and progress for each participant. However, the data entered in the Phase 1 recording form (see Appendix C) were inconsistent across program staff and participants. In addition, despite the expanded span of classes, a more substantive treatment sample was needed to support the necessary analyses.

Criminal Justice Data

Monthly extracts from TOMIS continued into stage 2. Despite higher expectations, the cumulative extract of State criminal justice data matched only 64 (33.3%) of the 192 application records available from the expanded sample. Due to the poor match of State criminal justice data with program application data, the assumption that all program participants had a history of State supervision was questioned. A decision was made to expand data collection to include Hamilton County Criminal Court and Probation records.

Wage Data

A request was placed with the Tennessee Department of Labor and Workforce Development to provide quarterly wage data on program applicants. Data were provided during stage 3 of the data collection process.

2.3 Stage 3 of Data Collection

When it was learned that the original *Building Bridges* program would cease operations, it became apparent that the number of participants and the quality of data collected to date would be insufficient for statistically strong outcomes. To expand the sample, the evaluation team visited Chattanooga Endeavors and worked with program staff to identify all applicants on record throughout the history of the program. This included applicants at all levels of participation (including those who were not admitted or enrolled) and for all start dates, resulting in a master list of 1,611 applicants. Applicants who had applied to the program but did not enroll were expected to serve as comparison to program participants, with the inherent selection bias recognized as a limitation. Exhibit III-2 outlines the anticipated and actual sample flow for the *Building Bridges* evaluation. The data collection efforts for program data, criminal history data, wage data and supervision data are outlined below.

Exhibit III-2: Anticipated and Actual Sample Flow of *Building Bridges* Program Clients

	Total anticipated over 2 years	Stage 1: Classes 41 – 47 2/2004 – 10/2004		Stage 2: Classes 38 – 47 10/2003 – 10/2004		Stage 3: All applicants 8/1999 – 3/2005
		Anticipated	Actual (% of anticipated)	Anticipated	Actual (% of anticipated)	Actual (*n = 1,611*)
Admitted	500	208	182 (87.5%)	292	254 (87%)	546
Graduated	232	97	70 (72.2%)	135	105 (77.8%)	326

Program Data

To obtain the degree of participation and dates of completion or termination for each client, the evaluation team worked with program staff to conduct a manual search of hardcopy records found in staff notes, class rosters, class notebooks, and other documentation located in various offices of Chattanooga Endeavors. Little program data were available for the majority of the 1,611 applicants beyond names, Social Security numbers, progress made in the program, and significant participation dates (e.g., applied, enrolled, graduated).

Criminal Justice Data

The evaluation team conducted a manual search of TOMIS using online access to ensure all possible Social Security number matches from the master list of 1,611 participants were included. This method revealed substantially more matches, covering 1,081 (67.1%) of the 1,611 offenders in the master list.

Additionally, the Hamilton County Court (HCC) data request allowed submission of the master list to match county court and probation records. Data were available for 1,365 (84.7%) of the 1,611 applicants on the master list, which was considered a sound source of criminal activity and court dispositions. A second data match expanded the available data to include county court and probation records for 1,395 (86.6%) of 1,611 applicants, and State court records (TJIS) for 865 (53.7%) of the 1,611 applicants. TJIS is a statewide repository of case-related data maintained by the AOC. The TJIS records expanded to some degree what could be learned from the county court records, offering actions occurring across Tennessee rather than only in the Hamilton County area.

Combining Tennessee Department of Corrections records with HCC records and Tennessee AOC records provided a criminal history profile for most applicants on the master list; however, recorded activity was largely restricted to the State of Tennessee. To fill in as many remaining gaps as possible in the criminal history, a request was submitted to the FBI NCIC to obtain Federal criminal records.

The FBI's National Crime Information Center (NCIC) is a computerized database of documented criminal justice information available to authorized law enforcement agencies nationwide. The FBI Criminal Justice Information Services Division (CJIS) disseminated records in both hardcopy and electronic files. In addition, CJIS requested National Fingerprint File (NFF) records from the seven States (Colorado, Florida, New Jersey, North Carolina, Oklahoma, Oregon, and Montana) in which this system had already been implemented. NFF is a component of the NCIC designed to establish a decentralized system for the interstate exchange of criminal history records with charge and disposition information maintained at the State repository. When all the Federal data were provided in electronic format, there were charge records (and limited court disposition records) for 1,489 (92.4%) of the 1,611 offenders in the master list.

Combining all five criminal history data sources provided a match for 100 percent of the 1,611 applicants on the master list. With all data sources, the criminal history dataset was considered comprehensive, with some overlap across sources and individual detail within sources.

Wage Data

The evaluation team requested quarterly wage data from the Tennessee Department of Labor and Workforce Development. First, client Social Security numbers were cross-matched with the Tennessee wage item database, and quarter wage data back to January 1, 1999 were collected covering 1,432 (88.9%) of the 1,611 applicants on the master list. A second data match was conducted to cover a longer study period. The final wage data spanned a 10-year period from January 1, 1996 through December 31, 2005, providing quarterly wage records matching 1,476 (91.6%) of the 1,611 people on the master list. The 135 people without reported wages may have been incapacitated, unemployed, or deceased; may have worked outside of Tennessee; or may have been incarcerated.

The expanded wage data provided quarterly wages reported by employer (e.g., an employer could have multiple reports in one quarter and an individual could have multiple employer reports in one quarter). These data did not provide the actual job classification, hourly or weekly wages, or number of hours, days, or weeks worked in each quarter. Because these were quarterly data only, it could not be determined if an offender was working several jobs at one time, moving from job to job throughout the quarter, or sporadically working for the same employer. In addition, these data did not represent offenders who were self-employed, working as contract laborers, working in another State, working for the Federal government, working in an illegal situation (i.e., being paid "under the table" or engaging in illegal behavior for economic gain), or working in labor classifications exempt from this reporting (e.g., farm workers). When multiple names appeared for the same Social Security number, the employer, industry code, and earnings were assessed to determine the most likely combinations for the individual in the study.

Public Assistance Data

For the cost-benefit component of the study, concern was raised about other services similar to those offered by *Building Bridges* that might be available in the Chattanooga/Hamilton County area, as well as the magnitude and specific costs of any public assistance received by applicants. These issues led to a case-by-case electronic search of public assistance records.

The Automated Client Certification and Eligibility Network for Tennessee (ACCENT) is the public assistance database for Families First/TANF (Temporary Assistance for Needy Families), Food Stamps, and TennCare (the State's Medicaid program). An inquiry on each Social Security number resulted in related case numbers for 1,409 (87.5%) of the 1,611 clients in the master list.

Reports were printed for those assistance groups from which an individual received benefits as an eligible adult since January 1, 1999. For TennCare, no monetary benefits were necessarily paid to the individual; therefore, the eligibility periods for TennCare benefits were annotated and entered later. For the TANF assistance groups, data were collected for all eligible adult benefits issued on or after January 1, 1999, including dollar amounts and dates of benefits issued. Of the 1,611 participants in the master list, there were data on Families First use for 220 (13.7%), Food Stamp use for 1,041 (64.6%), and TennCare eligibility for 289 (17.9%).

On-Site Records Review

To ensure there were no substantive services available to ex-offenders in the area that were similar to those of *Building Bridges*, and to quantify monetary factors (e.g., fees, restitution, services received) as much as possible for the cost-benefit analysis, the evaluation team conducted an on-site records review. Using sample files from each office, the evaluation team developed a checklist of data collection variables (see Appendix D). A random selection of 200 applicants with TOMIS data (under State supervision at some time) and 200 applicants not found in TOMIS (implying they had possibly been under county supervision) comprised the sample for the records review. During the site visit, the evaluation team was able to review 123 BOPP files and 66 County Probation files due to archiving standards. The evaluation team reviewed these records to determine the index offense (i.e., the offense that caused the client to be sentenced and apply to the program), related incarceration or supervision dates, and the correctional facilities involved. Names of service providers and dates of contact were recorded, if present. Additionally, the evaluation team recorded the number of probation or parole officer contacts, hours of community service worked, and level of supervision and amount of time at

each level. Where possible, marital status, employment, salary, and education also were recorded. All available items related to court-ordered fees, victim restitution, and supervision fees, as well as any special conditions to be met by the ex-offender, were included in the records review and used in the cost-benefit analysis.

3. Final Data Sources and Consolidation

The sections that follow describe the three main data categories (criminal history, wage history, and supervision history) and the procedures for merging, cleaning, and preparing the databases for statistical testing. Final program data for the 1,611 participants consisted of names, Social Security numbers, progress made in the program, and significant participation dates (e.g., applied, enrolled, graduated).

3.1 Criminal History Data Consolidation

The final criminal history database, which resulted from merging five data sources, TOMIS, TJIS, HCC, NCIC, and NFF (Exhibit III-3), included data for all 1,611 participants on the master list.

Exhibit III-3: Criminal History Data Sources

Source/Cases in Database	Key Variables
HCC (n=1,426)	Contains the offense date, offense description, court type, court date, and disposition
TOMIS (n=618)	Contains arrest date, offense description, offense type, court date, and disposition
TJIS (n=865)	Contains the filing date, the Tennessee Code Annotated classification, the offense type and class and the court date and disposition
NCIC (n=1,357)	Contains the arrest date, offense description, arresting agency, arrest count, and cumulative number of arrests
NFF (n=119)	Contains the arrest date, offense description, arresting agency, arrest count, and cumulative number of arrests

In each criminal history dataset, several arrests were listed for the same date. Therefore, the most serious offense (felony) with the most severe disposition (conviction), if available, was retained and duplicate arrests were deleted within each data source. The total number of charges for a particular date was retained. Due to the format and inconsistency within and across data sources in the offense description, information on the type of offense (e.g., personal or property) was not discerned. Additionally, seriousness of offense (felony versus misdemeanor) was derived from the court type (HCC data) and was not available from all data sources. The databases were then merged and duplicates were deleted, based upon identical arrest dates, and those cases with the greatest amount of reliable information were retained (see Exhibit III-3 above for order). Following the merging of databases, several additional variables were calculated in preparation for analysis, including age at first arrest and number of arrests before and after program participation. Although not available for every offense, the number of misdemeanors and felonies before and after participation was also calculated. The length of time before a new arrest and whether one occurred within 2 years also were calculated, based on the application/enrollment date or release date (if the individual was incarcerated at the time of application). A new arrest could either be for a new crime or a violation of supervision.

3.2 Wage Data Consolidation

The final wage database was based upon information supplied by the Tennessee Department of Labor and Workforce Development, which spanned a 10-year period from January 1, 1996 through December 31, 2005 (Exhibit III-4).

Exhibit III-4: Wage Data Sources

Source/Cases in Database	Key Variables
Department of Labor and Workforce Development (n=1,476)	Contains the industry code, employer, wage, and calendar year and quarter

Wage information for each individual was computed by year as well as by quarter. Wages earned before and after program participation were calculated based upon the application/enrollment date or release date (if the individual was incarcerated at the time of application). Wages earned in the 18 months before and after program participation, as well as during the first quarter following release, also were calculated. Level of employment was determined for the 18 months following release or program application/enrollment. If the individual had wages of at least $2,343.25 (35 hours/week at minimum wage), he or she was considered employed full-time; if the individual had reported wages between $0 and $2,343.25, he or she was considered to be employed part-time or sporadically. If no wages were reported during the time period of interest, it was assumed that the individual was either unemployed or incarcerated. The number of quarters until an individual reported any earnings also was calculated.

3.3 Supervision History Consolidation

The final supervision history database was derived from two TOMIS datasets, TOMIS moves and TOMIS staff assignments (Exhibit III-5).

Exhibit III-5: Supervision Data Sources

Source/Cases in Database	Key Variables
TOMIS moves (n=1,079)	Contains information about the individual's moves within the system, including the location, type, and reason
TOMIS staff assignments (n=1,019)	Contains information about the assignment type, assignment start date, assignment end date, and assignment end type

The two supervision databases were merged and duplicates were deleted, based upon identical dates, retaining cases from the TOMIS staff assignments database as it was considered the most reliable. Internal moves, such as those from facility to facility, also were deleted. There were numerous cases in which individuals were classified as "deceased," but had subsequent supervision data. These "deaths" were considered erroneous and the data were adjusted to reflect this. Variables were calculated to determine an individual's status (i.e., parole or incarceration) immediately before application and upon release. Additionally, variables were calculated to indicate each applicant's prior incarceration and probation history. The level of supervision, either incarceration, parole, probation, or community supervision, was known; however, the depth of supervision (i.e., contact with parole or probation officers) was not available from the data provided.

4. Group Assignment and Comparability

The target population for *Building Bridges* encompassed all ex-offenders in the Chattanooga/Hamilton County area who sought help with improving their employability and employment status. Based on the assumption that most of the applicants were convicted felons and under State probation or parole at some time, the original plan was to derive a prospective treatment group sample from the program records of those attending current and future classes and a comparison group from State criminal history records extracted from TOMIS. However, given that client flow and number of records extracted from TOMIS were lower than anticipated, the comparability of the proposed treatment and comparison groups, as well as the assumption of State supervision for the Chattanooga Endeavors clientele, came into question. A master list of 1,611 applicants to the program from October 1999 through March 2005 was developed and served as the pool of evaluation participants from which to draw the study sample.

4.1 Sample Refinement

For consistent follow-up, the evaluation sample was restricted to those individuals of the 1,611 on the master list who applied between January 1, 2000 and July 1, 2004, leaving a sample of 1,394 and supporting follow-up on individuals for at least 2 years after their application date. Further, the restricted study period excluded individuals who applied at the very beginning of the program; in fact, these individuals had very limited data available and represented less than 1 percent of the original sample of 1,611. Restricting the sample by date primarily limited the comparison group participants while providing a sample large enough for meaningful analyses.

Of the 1,394 individuals who applied between January 1, 2000 and July 1, 2004, four were deleted for inaccurate demographics and 16 for not having any criminal history data (i.e., their unique identifiers were included in the data submitted by Hamilton County, however, there were no attendant criminal history records reported). Because the *Building Bridges* program was designed to work with ex-offenders, those without criminal history data were considered to be outside the target population and removed from the sample. Of the remaining 1,374 program applicants, 375 did not have county or State supervision data, precluding the study of recidivism or supervision success, which left a sample of 999. Additionally, to more accurately reflect the program participation period, the application date was replaced with the enrollment date for those who participated in the program, eliminating an additional six people from the sample.

Criminal History and Wage Analysis Sample

For the analysis of participant criminal activity and wages, five additional people were deleted for problems with demographic information (i.e., deceased prior to program participation), providing a final sample of 988 before the propensity score analysis.

Supervision Analysis Sample

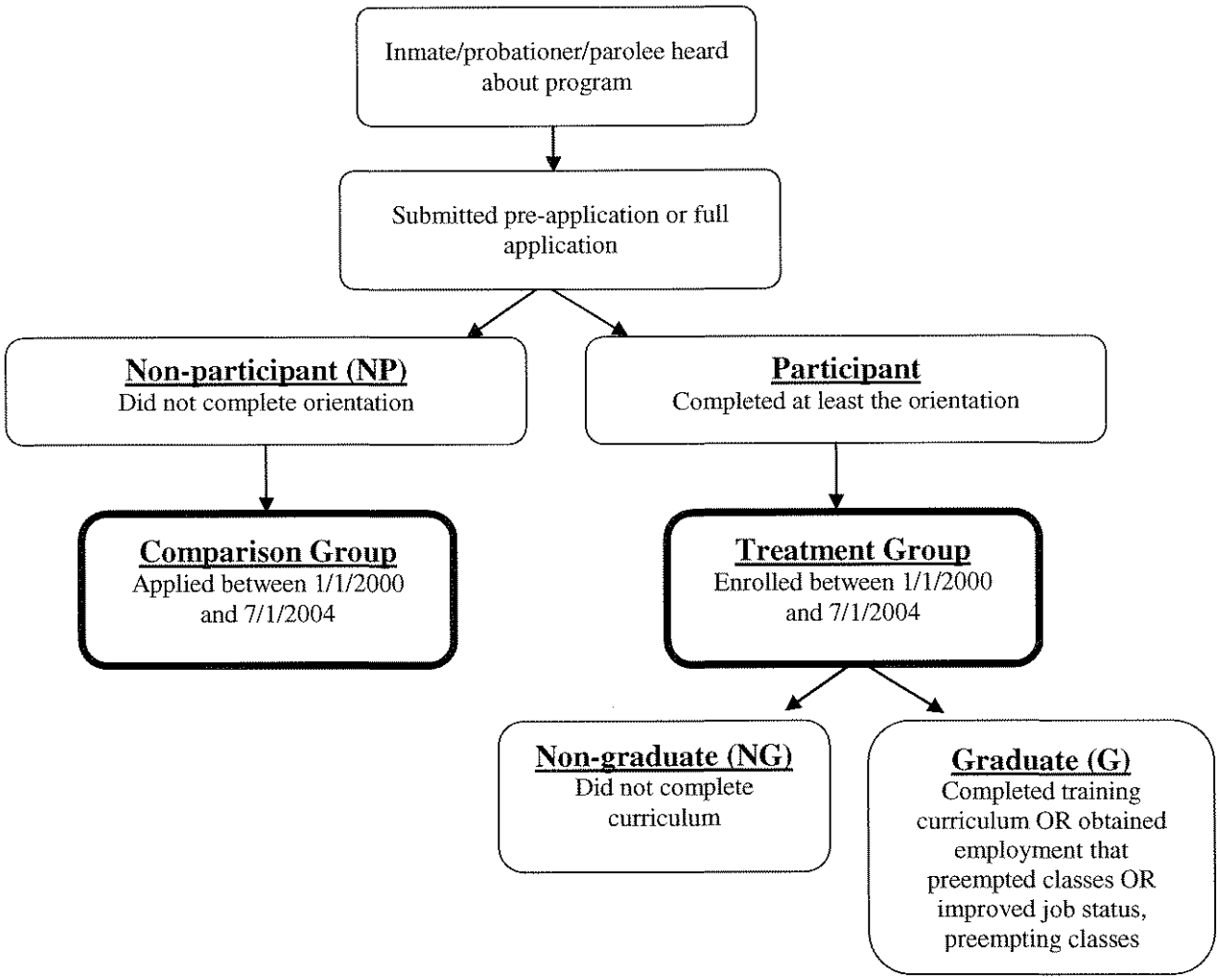
For the supervision analyses, 90 of the 993 were eliminated because they did not have State supervision data (n=903). Due to the fact that the county supervision data were from a single point in time, it was known that these individuals had supervision history and they were retained for the criminal history analyses. However, the data could not provide a complete picture of their supervision history (i.e., when they were incarcerated) and they were deemed inappropriate for the supervision analysis. An additional four were deleted for problems with demographic

information (the same individuals who were deleted from the criminal history sample) leaving a sample of 899 before the propensity score analysis.

4.2 Evaluation Group Placement

The reduced master listing of 988 evaluation participants was divided into two groups with an assumption of comparability: a treatment group of participants—graduates and non-graduates—who enrolled in the program between January 1, 2000 and July 1, 2004, and a comparison group of non-participants who had applied to the program during that same time frame but did not attend the initial orientation (Exhibit III-6). Participants were considered program graduates if they completed the entire training period or completed the Community Building Workshop then, in the middle of the coursework, obtained employment or improved their job status, leaving them unable to attend classes. Evaluation participants were considered non-graduates if they dropped out of the program for any reason other than employment. Given that this was the most accurate measure of individuals' program exposure, this distinction is referred to as "program dosage" in subsequent analyses.

Exhibit III-6: Evaluation Group Placement



4.3 Use of Dates in Determining Activity Before and After the Program

In determining anchor dates for studying individual history and program effects, several decisions were made due to the limited information on program participation. For those individuals who participated in the program, three dates were available: (1) an application date, (2) an enrollment date, and (3) if graduated, a graduation date. For those individuals who did not participate, only an application date was available. To determine events that transpired prior to the program (individual history), the application date was used for all individuals. For investigation of program effects, there were no dates available that reliably indicated the end of each participant's association with the program if the participant did not graduate. Additionally, for program participants, the time between application and enrollment varied with some participants enrolling in the program several months after application (e.g., after release from incarceration). Therefore, for all program participants, the enrollment date was used as the anchor date for which all program effects were measured. For non-participants who were not incarcerated at application, the application date was used as the anchor date for which all program effects were measured. For non-participants who were incarcerated at application, their prison release date was used as the anchor date for which all program effects were measured.

4.4 Propensity Score Analysis

Because the evaluation design used a retrospective approach, with all program applicants serving as the pool of possible treatment and comparison evaluation participants, motivation to enter the program was a concern. Some inherent selection bias was expected between those who chose to enter the program and those who did not, in addition to those who graduated from the program and those who dropped out. This hypothesized motivational difference could influence results, presenting differences (increased Type I error) that did not truly exist and prompting incorrect rejection of the null hypothesis.

To address this concern and control for selection bias in evaluation group placement (program participants versus non-participants), a propensity score analysis and subsequent matching were used to limit the sample and ensure comparability between treatment and comparison groups. A propensity score was developed for each individual through a logistic regression predicting program participation from age, age at first arrest, gender, ethnicity, prior wages in dollars (before application to/enrollment in program) and prior arrests (before application to/enrollment in the program) (Exhibit III-7). The final model was assessed using the Hosmer and Lemeshow goodness-of-fit test ($\chi^2 = 6.475$, $p > .05$) as well as the area under the Receiver Operating Characteristic curve (c-statistic = .624) and found to be appropriate. During the calculation of the propensity score, one additional individual was discarded due to an outlying propensity score and another was discarded due to an error in date of birth, leaving a sample for the propensity score analysis of 986.

Exhibit III-7: Summary of Propensity Score Logistic Regression Predicting Program Participation (n=986)			
Predictor	B	SE	Exp(B)
Age	.011	.010	1.011
Age at first arrest	-.001	.017	.999
Ethnicity (Caucasian as reference)			
African-American	.906	.166	2.473***
Hispanic	.156	1.169	1.169
Gender (male as reference)			
Female	.389	.168	1.475*
Prior wages	.000	.000	1.000**
Prior arrests	-.006	.006	.994

* p<.05, ** p <.01, *** p <.001

Participants were stratified by propensity score into five equal strata to test for predictor variable similarity within the strata. Using t-tests for the continuous variables (age, age at first arrest, prior wages, and prior arrests) and non-parametric tests (Mann-Whitney U and Kolmogorov-Smirnov) for ethnicity and gender, there were no significant differences between treatment and comparison groups (Exhibits III-8 through III-12). When testing the continuous variables using non-parametric tests, significant differences were found for prior wages in strata one (U= 2347, $p < .05$; K-S = 1.52, $p < .05$) and prior wages in strata three (U= 3267.5, $p < .05$; K-S = 1.476, $p < .05$). This variable was standardized using a z-score, but this did not eliminate the significant difference.

The propensity score model was not able to be improved by adding or deleting predictor variables, therefore, the propensity scores developed were retained. Comparison participants were then placed in random order and each program participant was matched to an equivalent comparison participant using nearest neighbor matching. This essentially selects a sample of participants and non-participants who are equivalent in background characteristics as measured by their propensity to participate, though they ultimately made differing participation choices. Out of the potential comparison pool of 659 non-participants, 332 non-participants were dropped from the comparison sample (312 from the supervision), leaving 327 comparison non-participants (298 for supervision) and 327 program participants (289 for supervision).

Exhibit III-8: Summary of Difference Tests for Propensity Score Predictor Variables for Strata 1 (n=198)							
	Treatment		Comparison				
Predictor Variable	Mean (n=39)	Std. Deviation	Mean (n=159)	Std. Deviation	t-test	Kolmogorov-Smirnov	Mann-Whitney U
Age (in years)	32.77	10.03	34.37	8.93	.973	.956	2685.00
Age at first arrest (in years)	21.75	7.55	20.87	5.03	-.881	.753	2916.50
Prior wages (in dollars)	11,527.61	10,009.51	8,743.12	10,717.54	-1.472	1.52*	2347.00*
Prior arrests	16.49	13.07	20.04	14.42	1.402	1.064	2629.50
Ethnicity	---	---	---	---	---	.108	3040.50
Gender	---	---	---	---	---	.523	2811.00

* p<.05

Exhibit III-9: Summary of Difference Tests for Propensity Score Predictor Variables for Strata 2 (n=197)

Predictor Variable	Treatment Mean (n=57)	Treatment Std. Deviation	Comparison Mean (n=140)	Comparison Std. Deviation	t-test	Kolmogorov-Smirnov	Mann-Whitney U
Age (in years)	33.81	9.94	33.11	9.04	-.486	.650	3858.00
Age at first arrest (in years)	21.11	5.74	22.03	6.51	.934	1.164	3403.50
Prior wages (in dollars)	15,329.46	25,138.90	13,639.65	20,802.73	-.486	.559	3856.00
Prior arrests	24.72	21.28	19.34	16.18	-1.712†	.920	3478.50
Ethnicity	---	---	---	---	---	.734	3556.00
Gender	---	---	---	---	---	.655	3489.50

† p<.10,* p<.05, ** p <.01, *** p <.001

Exhibit III-10: Summary of Difference Tests for Propensity Score Predictor Variables for Strata 3 (n=197)

Predictor Variable	Treatment Mean (n=58)	Treatment Std. Deviation	Comparison Mean (n=139)	Comparison Std. Deviation	t-test	Kolmogorov-Smirnov	Mann-Whitney U
Age (in years)	30.97	7.69	31.22	7.22	.225	.751	3833.00
Age at first arrest (in years)	18.63	2.34	18.96	2.69	.794	.887	3816.00
Prior wages (in dollars)	5,102.51	6,816.60	4,307.26	8,108.45	-.656	1.476*	3267.50*
Prior arrests	17.66	12.64	17.25	11.98	-.212	.397	3995.50
Ethnicity	---	---	---	---	---	.018	4019.50
Gender	---	---	---	---	---	.018	4019.50

† p<.10,* p<.05, ** p <.01, *** p <.001

Exhibit III-11: Summary of Difference Tests for Propensity Score Predictor Variables for Strata 4 (n=197)

Predictor Variable	Treatment Mean (n=82)	Treatment Std. Deviation	Comparison Mean (n=115)	Comparison Std. Deviation	t-test	Kolmogorov-Smirnov	Mann-Whitney U
Age (in years)	36.87	9.42	38.33	8.23	1.154	.941	4163.50
Age at first arrest (in years)	21.25	5.09	21.36	4.57	.149	.756	4447.50
Prior wages (in dollars)	14,192.62	12,165.62	12,855.37	16,479.78	-.623	.959	4200.00
Prior arrests	16.70	9.73	17.26	13.16	.330	.533	4555.00
Ethnicity	---	---	---	---	---	.024	4698.50
Gender	---	---	---	---	---	.133	4624.50

Exhibit III-12: Summary of Difference Tests for Propensity Score Predictor Variables for Strata 5 (n=197)							
	Treatment		Comparison				
Predictor Variable	Mean (n=91)	Std. Deviation	Mean (n=106)	Std. Deviation	t-test	Kolmogorov-Smirnov	Mann-Whitney U
Age (in years)	38.81	9.23	37.57	9.60	-.920	.992	4582.50
Age at first arrest (in years)	23.43	6.3	23.01	5.22	-.510	.895	4632.00
Prior wages (in dollars)	29,178	37,846.97	33,012.43	42,648.80	.662	.598	4739.00
Prior arrests	13.52	8.52	15.60	11.65	1.415	.817	4517.50
Ethnicity	---	---	---	---	---	.065	4778.00
Gender	---	---	---	---	---	.752	4305.00

4.5 Study Sample Demographics

Following the propensity score matching, there were 190 graduates, 137 non-graduates, and 327 non-participants in the study sample. With an age range of 18 to 64 years old, the average age for the 654 applicants in the final sample was 35. The average age at first arrest was 21. The majority of clients (73%) were male. The program served primarily African-American (78%) and Caucasian (22%) clients with less than 1 percent reporting another race. On average, those in the sample earned $621 per quarter prior to application (Exhibit III-13 through Exhibit III-15).

Exhibit III-13: Study Sample Age and Arrest Demographics (n=654)					
	Participants (n=327)	Graduates (n=190)	Non-Graduates (n=137)	Non-Participants (n=327)	Total (n=654)
Age range	18-61	18-61	19-59	19-64	18-64
Average age	35	36	35	35	35
Average age at first arrest	21	22	21	21	21
Average number of arrests prior to participation	17	15	20	17	17

Exhibit III-14: Study Sample Gender and Ethnicity Demographics (n=654)					
	Participants (n=327)	Graduates (n=190)	Non-Graduates (n=137)	Non-Participants (n=327)	Total (n=654)
Gender					
Male	74%	71%	77%	73%	73%
Female	26%	29%	23%	27%	27%
Ethnicity					
African-American	78%	76%	80%	79%	78%
Caucasian	22%	24%	19%	21%	22%
Other	< 1%	0%	< 1%	< 1%	< 1%

Exhibit III-15: Study Sample Average Wages per Quarter by Program Dosage (n=654)				
	Minimum	Maximum	Mean	Std. Deviation
Participants (n=327)	**$0.00**	**$6,260.64**	**$628.28**	**$921.15**
Graduates (n=190)	$0.00	$6,260.64	$718.34	$983.11
Non-graduates (n=137)	$0.00	$4,813.06	$503.38	$814.71
Non-participants (n=327)	**$0.00**	**$7,299.10**	**$614.51**	**$1,058.87**
Total (n=654)	**$0.00**	**$7,299.10**	**$621.40**	**$991.66**

5. General Analysis Plan

The evaluation of *Building Bridges* included analyses of the impact of program participation and program dosage on recidivism, employment, and successful supervision. All analyses started with basic descriptive measures then proceeded to predetermined inferential tests for each research question and any hypotheses or sub-research questions. Primary analysis techniques included logistic regression, survival analysis (Cox regression), ANOVA, and post hoc tests (contrasts and Scheffe). Results of all analyses are presented in the next chapter.

IV. Results

This evaluation of the Chattanooga Endeavors *Building Bridges* program was a quasi-experimental study based on existing quantitative public records data supplemented with specific program information for each participant. The evaluation was designed to answer the following research questions:

- Does the program have an effect on recidivism?
- Does the program have an effect on employment?
- Does the program have an effect on successful supervision?

Primary analyses consisted of logistic regression and Cox regression with t-tests, chi-square, and ANOVAs where appropriate. Results for each of the primary research questions and any sub-questions are presented throughout this section.

1. Does the Program Have an Effect on Recidivism?

To examine how participation in *Building Bridges* affected recidivism, the evaluation team collected and analyzed criminal history data from TOMIS, TJIS, HCC data, NCIC, and NFF. The following sub-questions were investigated:

- Does the program affect the probability of a person having a new arrest following program application/enrollment?
- Does the program affect the length of time until the person has a new arrest?
- Do program participants who recidivate have less severe offenses than non-participants who recidivate?

1.1 Does the Program Affect the Probability of a Person Having a New Arrest Following Program Application/Enrollment?

First, analyses were conducted to examine the likelihood and length of time until offense for the entire study period. Then, the follow-up period was limited to 2 years after application/enrollment or prison release and the analyses were repeated. An arrest could be for either a new crime or for a violation of supervision.

Likelihood to Recidivate

To determine how participation in *Building Bridges* affects recidivism, criminal history data were examined to identify any new arrest after the date of application/enrollment in the program or, if the individual was incarcerated at the time of application, the date of release. Of the 654 program applicants, 79 percent had a new arrest. Descriptive data show that program participants (82%) are more likely to be re-arrested (82%) than non-participants, with those who do not graduate from the program most likely to be re-arrested (86%) (Exhibit IV-1).

Exhibit IV-1: Percentage of Program Applicants Re-Arrested During the Course of the Evaluation (n=654)	n	% within category
Program Participants	**268**	**82%**
Graduates	150	79%
Non-graduates	118	86%
Non-participants	**250**	**77%**
Total	**518**	**79%**

To investigate the extent to which this increase in re-arrest for program participants occurred by chance, a logistic regression examined recidivism predicted by program participation. In the first model, controlling for an individual's propensity to participate in the program, participation was found to be a marginally significant predictor of re-arrest (*logit coeff.* = 3.44, $p \leq .10$), with participants being 1.4 times more likely to recidivate than non-participants. An additional model examined the potential impact on recidivism of prior incarceration, level of employment (unemployed, part-time, or full-time) and first quarter wages after release by inserting each covariate stepwise into the second block of the model. Prior incarceration did not significantly contribute to the model; however, level of employment (*logit coeff.* = 1.286, $p \leq .001$ for part-time employment; *logit coeff.* = .618, $p \leq .05$ for full-time employment) and wages in the first quarter following release (*logit coeff.* = - .194, $p \leq .05$) both contributed significantly. Adding these covariates into the model significantly changed the relationship between program participation and re-arrest, such that when controlling for level of employment and first quarter wages, participation in *Building Bridges* was no longer a significant predictor of the likelihood to recidivate (Exhibit IV-2).

Exhibit IV-2: Summary of Logistic Regression for Variables Predicting Recidivism by Program Participation (n=654)			
Predictor	B	SE	Exp(B)
Program participation	.290	.207	1.337
Propensity to participate	- 4.148	1.165	.016***
Level of employment			
Part-time employment	1.286	.315	3.168***
Full-time employment	.618	.272	1.855*
First quarter wages	- .194	.088	.824*

* $p \leq .05$, *** $p \leq .001$

To further investigate the effect of program dosage, an identical set of logistic regressions examined the relationship between program graduation status and re-arrest, with the expectation that graduates of the program would be less likely to be re-arrested than non-graduates and non-participants. In the first model, predicting re-arrest while controlling for propensity to participate, non-graduates were found to be 1.8 times more likely to recidivate than non-participants (*logit coeff.* = .614, $p \leq .05$). Graduates were not found to be significantly more likely to be re-arrested than either non-graduates or non-participants. A second model examined the potential impact each individual's prior incarceration history, level of employment, and wages by entering these covariates stepwise into the second block of the model. Prior incarceration was not found to be a significant predictor of re-arrest. However, level of employment was shown to contribute significantly to the model (*logit coeff.* = 1.295, $p \leq .001$ for part-time employment; *logit coeff.* = .650, $p \leq .05$ for full-time employment), as were wages in the first quarter following release (*logit coeff.* = - .186, $p \leq .05$). Adding these covariates into the

model significantly changed the relationship between program dosage and re-arrest, such that when controlling for level of employment and first quarter wages, program participants who did not graduate were 1.67 times more likely to be re-arrested than non-participants (*logit coeff.* = .513, $p \leq .10$), while graduates were not significantly different from non-participants (Exhibit IV-3).

Exhibit IV-3: Summary of Logistic Regression for Variables Predicting Recidivism by Program Dosage (n=654)

Predictor	B	SE	Exp(B)
Program participation			
Graduates	.137	.241	1.147
Non-graduates	.513	.287	1.671†
Propensity to participate	- 4.056	1.163	.017***
Level of employment			
Part-time employment	1.298	.316	3.652***
Full-time employment	.650	.274	1.916*
First quarter wages	- .186	.088	.830*

† p ≤ .10, * p ≤ .05, *** p ≤ .001

Overall, these results indicate that the majority of individuals were re-arrested over the course of the evaluation. However, program participants who dropped out of the program for reasons other than employment (non-graduates) were more likely to be re-arrested than program graduates or non-participants. Additionally, when controlling for first quarter earnings and the level of employment in the first 18 months following release, the ability to predict re-arrest from program participation or program dosage diminished considerably.

Likelihood to Recidivate within 2 Years

While the amount of follow-up time the data allowed for each program applicant varied, all applicants were able to be followed for a minimum of 2 years after application/enrollment in the program. To further examine the nature of the effect of the *Building Bridges* program on recidivism, it was important to explore the likelihood of an individual being re-arrested within 2 years of program application/enrollment. For those incarcerated at the time of application, the amount of time available after release, up to 2 years, was the basis for the analysis. Of the 654 individuals in the study, 479 were re-arrested during the 2-year follow-up period. Descriptive data show program participants were more likely to be re-arrested than non-participants (Exhibit IV-4).

Exhibit IV-4: Percentage of Study Participants Re-Arrested within Two Years (n=654)

	n	% within category
Program participants	251	77%
Graduates	140	74%
Non-graduates	111	81%
Non-participants	228	70%
Total	479	73%

First, a logistic regression compared *Building Bridges* participants and non-participants on re-offense within 2 years, controlling for each individual' s propensity to participate, with the expectation that program participants would be less likely to be re-arrested than non-participants. In the first model, participation was found to be a significant predictor of re-arrest

(*logit coeff.* = .366, $p \leq .05$), with participants being 1.4 times more likely to recidivate within 2 years than non-participants. An additional model examined the potential impact on recidivism of prior incarceration, level of employment, and wages by entering these covariates stepwise into the second block of the model. Wages in the first quarter following release were not found to be a significant predictor of re-arrest, however, prior incarceration (*logit coeff.* = - .556, $p \leq .01$) and level of employment (*logit coeff.* = .946, $p \leq .001$ for part-time employment) both contributed to the model. Adding these covariates into the model significantly changed the relationship between program participation and re-arrest within 2 years, such that when controlling for prior incarceration and part-time employment, participation in *Building Bridges* was no longer a significant predictor of the likelihood to recidivate (Exhibit IV-5).

Exhibit IV-5: Summary of Logistic Regression for Variables Predicting Recidivism in 2 years by Program Participation (n=654)

Predictor	B	SE	Exp(B)
Program participation	.295	.189	1.343
Propensity to participate	- 3.013	1.052	.049**
Prior incarceration	- .556	.193	.574**
Level of employment			
Part-time employment	.946	.276	2.575***
Full-time employment	- .024	.207	.976

** $p \leq .01$, *** $p \leq .001$

To further investigate program dosage, an identical set of logistic regressions explored the relationship between program graduation and re-arrest within 2 years, with the expectation that graduates would be less likely to be re-arrested than non-graduates and non-participants. In the first model, non-graduates were found to be 1.8 times more likely to recidivate than non-participants (*logit coeff.* = .595, $p \leq .05$). Graduates were not found to be significantly different from either non-graduates or participants. An additional model examined the potential effect of prior incarceration, level of employment, and wages by entering these covariates stepwise into the second block of the model. While wages in the first quarter following release were not shown to significantly contribute to the model, prior incarceration (*logit coeff.* = - .587, $p \leq .01$) and level of employment (*logit coeff.* = .953, $p \leq .001$ for part-time employment) contributed. Adding these covariates into the model changed the relationship, such that when controlling for prior incarceration and part-time employment, participating in (but not completing) *Building Bridges* was only a marginally significant predictor of the likelihood to recidivate (*logit coeff.* = .452, $p \leq .10$) (Exhibit IV-6).

Exhibit IV-6: Summary of Logistic Regression for Variables Predicting Recidivism in 2 years by Program Dosage (n=654)

Predictor	B	SE	Exp(B)
Program participation			
Graduates	.186	.220	1.204
Non-graduates	.452	.257	1.571†
Propensity to participate	- 2.945	1.051	.053**
Prior incarceration	- .545	.194	.580**
Level of employment			
Part-time employment	.953	.277	2.593***
Full-time employment	.008	.210	1.008

† $p \leq .10$, ** $p \leq .01$, *** $p \leq .001$

Overall, these results indicate that the majority of individuals were re-arrested within the 2-year follow-up period. However, program participants who dropped out of the program for reasons other than employment (non-graduates) were more likely to be re-arrested than program graduates or non-participants. Additionally, when controlling for first quarter earnings and part-time or sporadic employment in the first 18 months following release, the ability to predict re-arrest within 2 years from program participation or program dosage diminished considerably.

1.2 Does the Program Affect the Length of Time Until the Person Has a New Arrest?

One of the key factors in recidivism is the length of time an individual can remain without a new arrest, either from a new crime or for a technical violation of supervision. The length of time in days until an individual was re-arrested was examined by program participation and program dosage. Of the 654 individuals in the study, 518 were re-arrested during the course of the study with an average of 279 days until a new arrest (Exhibit IV-7).

Exhibit IV-7: Length of Time in Days until Re-Arrest (n=518)

	Minimum	Maximum	Mean	Std. Deviation
Participants (n=268)	0	1251	282	276
Graduates (n=150)	0	1251	319	277
Non-graduates (n=118)	0	1210	236	270
Non-participants (n=250)	0	1646	276	330
Total (n=518)	0	1646	279	303

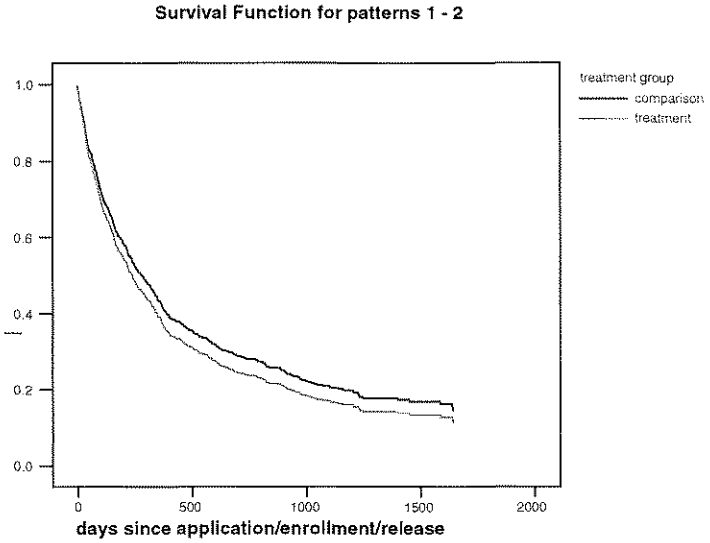
A preliminary analysis was conducted using an independent samples t-test to investigate the effect of program participation on average length of time until re-arrest. Results were marginally significant ($t = 1.691$, $p \leq .10$), with those participating in the program having more time between release and re-arrest. To examine program dosage, a one-way ANOVA examined graduation status. Both graduates and non-graduates were not significantly different from non-participants; however, the average length of time until re-arrest for graduates and non-graduates was marginally different, ($F = 2.513.691$, $p \leq .10$), such that graduates had longer periods of lawful behavior.

To further examine the effectiveness of the *Building Bridges* program, survival analyses (Cox regression models) examined the time from application/release until a new arrest, controlling for propensity, with the hypothesis that those in the program would take longer to recidivate. The advantage of the survival analyses over simple t-tests and ANOVAs was the ability to censor as necessary to allow for death, prolonged incarceration, and differing follow-up times for each individual. In the first model, participation was not found to affect the length of time until an individual recidivated, when controlling for propensity. A subsequent model examined the effect on level of employment, history of prior incarceration, and wages entered stepwise into the second block of the model. While wages in the first quarter following release did not contribute to the model, prior incarceration (*logit coeff.* = - .222, $p \leq .05$) and level of employment (*logit coeff.* = .435, $p \leq .001$ for part-time employment) were significant contributors. Adding these covariates into the model did not significantly alter the effect of program participation, such that program participation did not significantly predict length of time until re-arrest (Exhibit IV-8). The survival function, controlling for first quarter wages and prior incarceration, is displayed in Exhibit IV-9.

Exhibit IV-8: Summary of Cox Regression for Variables Predicting Time to Recidivate by Program Participation (n=654)			
Predictor	**B**	**SE**	**Exp(B)**
Program participation	.088	.093	1.092
Propensity participate	- 2.160	.458	.115***
Prior incarceration	- .222	.093	.801*
Level of employment			
Part-time employment	.435	.117	1.545***
Full-time employment	- .121	.107	.886

* $p \leq .05$, *** $p \leq .001$

Exhibit IV-9: Survival Curve for Predicting Length of Time in Days until Re-Arrest by Program Participation

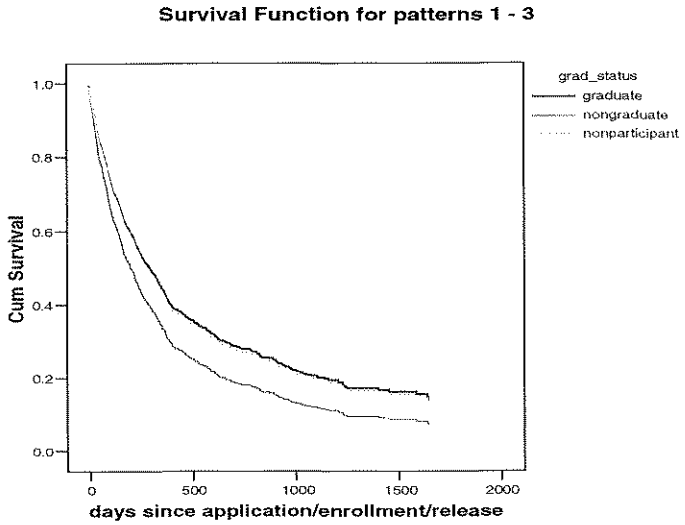


To understand more thoroughly the impact of the program dosage on the amount of time until an individual is re-arrested, the above analysis was repeated comparing graduates, non-graduates, and non-participants. The results of the Cox regression model show that non-graduates are 1.4 times as likely to recidivate more quickly than either non-participants *(logit coeff.* = .256, $p \leq .05$) or graduates (*logit coeff.* = .336, $p \leq .01$). Graduates were not shown to be significantly different from non-participants. An additional model controlled for first quarter wages, level of employment, and prior incarceration by entering these covariates stepwise into the second block. While wage was not a predictor, prior incarceration (*logit coeff.* = -.199, $p \leq .05$) and level of employment (*logit coeff.* = .461, $p \leq .001$ for part-time employment) were found to be significant contributors to the model. Adding these covariates decreased the odds ratio and significance of the participation variable (*logit coeff.* = .256, $p \leq .05$), suggesting that the effect of the program on time to recidivate seen in the non-graduates can be partly accounted for by prior incarceration history and part-time employment (Exhibit IV-10). The survival function, controlling for level of employment and prior incarceration, is displayed in Exhibit IV-11.

Exhibit IV-10: Summary of Cox Regression for Variables Predicting Time to Recidivate by Program Dosage (n=654)			
Predictor	**B**	**SE**	**Exp(B)**
Program participation			
Graduates	-.034	.109	.967
Non-graduates	.256	.116	1.291*
Propensity to participate	- 2.132	.460	.119***
Prior incarceration	- .199	.093	.820*
Level of employment			
Part-time employment	.461	.118	1.586***
Full-time employment	- .066	.109	.936

* $p \leq .05$, *** $p \leq .001$

Exhibit IV-11: Survival Curve for Predicting Length of Time in Days Until Re-Arrest by Program Dosage



The average amount of time to recidivate did not significantly differ between program participants and non-participants, although non-graduates were more likely to recidivate at a faster pace than non-participants and graduates. However, it appears that the effect of the program on time to recidivate seen in the non-graduates can be partly accounted for by the individual's prior incarceration history and part-time employment.

1.3 Do Program Participants Who Recidivate Have Less Severe Offenses Than Non-Participants Who Recidivate?

While not available for every offense for each individual in the study, it was important to investigate the seriousness of offenses, when possible, to determine if program participants had less severe offenses following *Building Bridges*. Of the 654 individuals in the study, 518 re-offended during the course of the study with an average of 3.4 misdemeanors per person and 1.39 felonies per person (Exhibits IV-12 and IV-13).

Exhibit IV-12: Seriousness of Re-Offense by Program Dosage: Misdemeanors (n=518)				
	Minimum	Maximum	Mean	Std. Deviation
Participants (n=268)	0	27	3.93***	4.12
Graduates (n=150)	0	24	3.15	3.39
Non-graduates (n=118)	0	27	4.92***	4.70
Non-participants (n=250)	0	23	2.85	3.33
Total (n=518)	0	27	3.41	3.79

*** $p \leq .001$

Exhibit IV-13: Seriousness of Re-Offense by Program Dosage: Felonies (n=518)				
	Minimum	Maximum	Mean	Std. Deviation
Participants (n=268)	0	10	1.37	1.71
Graduates (n=150)	0	8	1.11	1.52
Non-graduates (n=118)	0	10	1.70**	1.89
Non-participants (n=250)	0	10	1.42	1.88
Total (n=518)	0	10	1.39	1.79

** $p \leq .01$

A multivariate ANOVA examined the impact of program participation on seriousness of offense for those who were re-arrested during the course of the evaluation with the expectation that program participants would have fewer and less severe offenses (misdemeanors and felonies) than non-participants who were re-arrested. The average number of misdemeanors was found to be significantly higher for those who participated in the program ($F = 10.54$, $p \leq .001$) while the average number of felonies was not found to differ significantly. To further investigate the effect of program dosage, a multivariate ANOVA examined whether graduates of the program had fewer felonies and misdemeanors than non-graduates and non-participants. Overall, graduate status was shown to have an effect on severity of offense for both misdemeanors ($F = 12.633$, $p \leq .001$) and felonies ($F = 3.365$, $p \leq .05$). The post hoc test showed that both the average number of misdemeanors and felonies committed by non-graduates were significantly higher than those committed by non-participants ($C = 1.732$, $p \leq .001$ and $C = .565$, $p \leq .01$, respectively). Graduates were not found to have significantly different numbers of misdemeanors or felonies than either non-graduates or non-participants.

For all individuals re-arrested over the course of the evaluation, those who participated in the program but dropped out for any reason other than employment (non-graduates) had a greater numbers of misdemeanors and felonies than those who did not.

1.4 The Effects of *Building Bridges* on Recidivism

The majority of the individuals in the study recidivated during the course of the evaluation, with those who participated in the program but did not graduate being more likely to be re-arrested than graduates or non-participants. Non-graduates were more likely to be re-arrested sooner than graduates or non-participants. Limiting the time period to the 2 years immediately following program application/enrollment or prison release, a majority of the individuals recidivated, again with non-graduates being more likely to be re-arrested and re-arrested sooner. Additionally, non-graduates were more likely to be re-arrested for a greater number of felonies and misdemeanors than graduates or non-participants.

2. Does the Program Have an Effect on Employment?

Reflecting a primary goal of the program, the ability of participants to gain employment and be employed at stable jobs is a key indicator of program effectiveness. To examine how participation in the program affects employment, wage history data from the Tennessee Department of Labor and Workforce Development were analyzed to answer the following sub-questions:

- Does program participation affect employment status or level of income?
- Does program participation affect the length of time from release until employment?
- Does program participation affect participant use of/eligibility for public assistance in the first 18 months after release?

Following are the results of the analyses by sub-question and a brief summary of the findings.

2.1 Does the Program Affect Employment Status or Level of Income?

The extent to which program participation affected ability to gain employment was investigated and the level of employment participants were able to secure was explored. Income level and how it differed by program participation also was examined.

Securing Employment

To determine the effect of *Building Bridges* on the ability of individuals to secure employment, any reported wages above zero in the labor data were interpreted as an individual finding a job. Five hundred (77%) of the 654 individuals obtained employment prior to the end of the study with 83 percent of program participants finding a job as opposed to 70 percent of non-participants (Exhibit IV-14).

Exhibit IV-14: Percentage of Study Participants Employed by Program Dosage (n=654)

	n	% within category
Program participants	271	83%
Graduates	171	91%
Non-graduates	100	73%
Non-participants	229	70%
Total	500	77%

To investigate likelihood to be employed, a logistic regression compared *Building Bridges* participants and non-participants on employment, controlling for their propensity to participate in the program, with the expectation that those in the program would be more likely to find a job. In the first model, participation, controlling for propensity, was found to be a significant predictor of employment (*logit coeff.* = .751, $p \leq .001$), with participants being 2.1 times more likely to obtain a job than non-participants. An additional model examined the potential impact of prior incarceration and prior felonies on the relationship between program participation and employment by inserting these covariates into the second block of the model in a stepwise fashion. A felonious criminal history was expected to decrease the likelihood of an individual securing employment. The number of prior felonies was not found to be a significant predictor of employment while prior incarceration did contribute to the model (*logit coeff.* = - .462, $p \leq .05$).

Adding this covariate into the model did not change the relationship between program participation and employment (*logit coeff.* = *.696, p* ≤ .001) (Exhibit IV-15).

Exhibit IV-15: Summary of Logistic Regression for Variables Predicting Employment by Program Participation (n=654)

Predictor	B	SE	Exp(B)
Program participation	.696	.193	2.007***
Propensity to participate	2.151	1.052	8.596*
Prior incarceration	- .462	.199	.630*

* p ≤ .05, *** p ≤ .001

To further investigate the effect of program dosage on an individual's likelihood to secure employment, an identical set of logistic regressions investigated graduation status and employment with the expectation that graduates would be more likely to find a job than non-graduates. In the first model, controlling for propensity, graduates were found to be 4 times more likely to be employed than non-participants (*logit coeff.* = 1.397, *p* ≤ .001) and 3.4 times more likely to be employed than non-graduates (*logit coeff.* = 1.231, *p* ≤ .001). Non-graduates and non-participants were not found to be significantly different from each other *(logit coeff. = .079, p > .05).* An additional model examined the potential impact of prior incarceration and prior felonies on the relationship between program dosage and employment by entering them stepwise into the second block. Only prior incarceration was shown to significantly contribute to the model (*logit coeff.* = -.512, *p* ≤ .05). The addition of this covariate to the model did not change the relationship between program graduation and employment (*logit coeff.* = 1.356, *p* ≤ .001), suggesting that graduates are more likely to be employed even when controlling for prior incarceration (Exhibit IV-16).

Exhibit IV-16: Summary of Logistic Regression for Variables Predicting Employment by Program Dosage (n=654)

Predictor	B	SE	Exp(B)
Program participation			
Graduates	1.356	.277	3.882***
Non-graduates	.079	.232	1.082
Propensity to participate	1.983	1.083	7.261
Prior incarceration	- .512	.202	.599*

* p ≤ .05, *** p ≤ .001

Overall, those who participated in the program were more likely to be employed than those who did not participate; those who graduated from the program were more likely to be employed than participants who did not graduate.

Employment Level

To further investigate the effect of program participation and dosage on employment, level of employment was examined. For the first 18 months after program participation, if the individual had reported wages of at least $2,343.25 (35 hours/week at the Federal minimum wage), he or she was considered employed full-time; if the individual had reported wages between $0 and $2,343.25, he or she was considered to be employed part-time or sporadically. If no wages were reported during the time period of interest, it was assumed the individual was either unemployed or incarcerated. These levels of employment were compared by first studying program participation and then program dosage (Exhibit IV-17).

Exhibit IV-17: Employment Level Following Program by Program Dosage (n=654)						
	Unemployed/ Incarcerated (n/%)		Part-time/Sporadic Employment (n/%)		Full-time Employment (n/%)	
Participants	81	24.8%	86	26.3%	160	48.9%
Graduates	33	17.4%	45	23.7%	112	58.9%
Non-graduates	48	35.0%	41	29.9%	48	35.0%
Non-participants	149	45.6%	72	22.0%	106	32.4%
Total	230	35.2%	158	24.2%	266	40.7%

A chi-square test examined the number of individuals employed at a particular status (unemployed, part-time, or full-time) to determine if there was a significant difference in percent of program participants and non-participants for employment status. Of those who participated in the program, a greater number were employed either part-time or full-time and fewer were unemployed. This result was statistically significant (χ^2 (2, n = 654) = 32.31, $p \leq .001$). To investigate program dosage, an additional chi-square examining the differences among graduates, non-graduates, and non-participants also showed significant differences such that graduates were more likely to be employed full-time (χ^2 (4, n = 654) = 51.85, $p \leq .001$).

An independent-samples t-test examined whether participants in the *Building Bridges* program had higher employment levels than non-participants. The results were statistically significant (t = - 5.61, $p \leq .001$), with those participating in the program having higher employment levels than non-participants. A one-way ANOVA examined whether the average level of employment during the first 18 months following release differed by program dosage. Graduates were employed at significantly higher levels than both non-graduates and non-participants (F = 25.98, $p \leq .001$). Non-graduates and non-participants were not significantly different (Exhibits IV-18 and IV-19).

Exhibit IV-18: Summary of ANOVAs for Average Level of Employment by Program Dosage (n=654)		
Variable	df	F
Average level of employment after program	2	25.983***

*** $p \leq .001$

Exhibit IV-19: Summary of Scheffe Post Hoc Test for Average Level of Employment by Program Dosage (n=654)		
Variable	Mean Difference	Std. Error
Average level of employment after program		
Graduates/Non-graduates	.416***	.094
Graduates/Non-participants	.547***	.076
Non-graduates/Non-participants	.131	.085

*** $p \leq .001$

Overall, participants in the *Building Bridges* program were, on average, more likely to be employed at a higher level than those who did not participate in the program. Graduates of the program were more likely to be employed full-time or part-time than either non-graduates or non-participants.

Income Level

The final measures used in examining the relationship between program participation and employment were participant income during the first quarter after release, the first 18 months after release (average and sum), and the total time after release (average and sum). Additionally, to determine if program dosage had an impact, graduates, non-graduates, and non-participants also were compared. Exhibit IV-20 shows the summed and averaged wages per participant graduation status.

Exhibit IV-20: Income Level Following Program by Program Dosage (n=654)

	Total wages in first quarter	Total wages in first 18 months	Average wage/quarter in first 18 months	Total wages after program	Average wage/quarter after program
Participants	$940.43	$5,225.00	$870.83	$11,038.66	$802.93
Graduates	$1,211.65	$6,799.84	$1,133.31	$13,726.13	$1,044.52
Non-graduates	$566.27	$3,040.91	$506.82	$7,311.52	$469.65
Non-participants	$593.06	$3,229.64	$538.27	$8,192.44	$607.39
Total average	$766.48	$4,227.32	$704.55	$9,615.55	$705.01

Independent-samples t-tests examined income by program participation with the expectation that participants would have higher income levels. Income was examined during the first quarter after release, the first 18 months after release (average and sum), and the total time after release (average and sum). All comparisons were found to be statistically significant, with those who participated in the program earning more wages. ANOVAs further examined the effect of program dosage on income level with the expectation that graduates would earn more money than non-graduates or non-participants. On all measures of income, graduates earned significantly more than both non-graduates and non-participants. Non-graduates and non-participants were not significantly different on any of the income measures (Exhibits IV-21 and IV-22).

Exhibit IV-21: Summary of ANOVAs for Wage Variables by Program Dosage (n=654)

Variable	df	F
Total wages in first quarter	2	16.601***
Total wages in first 18 months	2	21.620***
Average wage/quarter in first 18 months	2	21.620***
Total wages after program	2	9.278***
Average wage/quarter after program	2	14.086***

*** $p \leq .001$

Exhibit IV-22: Summary of Scheffe Post Hoc Test for Wage Variables by Program Dosage (n=654)		
Variable	**Mean Difference**	**Std. Error**
Total wages in first quarter		
Graduates/Non-graduates	645.386***	141.474
Graduates/Non-participants	618.592***	115.207
Non-graduates/Non-participants	- 26.794	128.317
Total wages in first 18 months		
Graduates/Non-graduates	3758.925***	718.260
Graduates/Non-participants	3570.196***	584.574
Non-graduates/Non-participants	- 188.729	652.183
Average wage/quarter in first 18 months		
Graduates/Non-graduates	626.488***	119.710
Graduates/Non-participants	595.033***	97.429
Non-graduates/Non-participants	- 31.455	108.697
Total wages after program		
Graduates/Non-graduates	6414.614***	1764.674
Graduates/Non-participants	5533.693***	1436.224
Non-graduates/Non-participants	- 880.921	1602.332
Average wage/quarter after program		
Graduate/Non-graduate	574.870***	120.501
Graduate/Non-participant	437.132***	98.128
Non-graduate/Non-participant	-137.738	109.294

*** $p \leq .001$

Compared to non-graduates and non-participants, *Building Bridges* program graduates secured higher income levels during the first quarter after program enrollment, the first 18 months after enrollment, and the total time after enrollment.

2.2 Does the Program Affect the Length of Time from Release Until Employment?

In addition to investigating the likelihood of securing employment, it was important to determine the length of time it took each individual to be employed with the expectation that program participants, particularly graduates, would be employed sooner than non-participants. Given the structure of the labor data, time was measured in quarters and individuals were considered employed if they earned any income during a quarter. Five hundred individuals obtained employment prior to the end of the study with participants staying unemployed for approximately 8 months and non-participants staying unemployed for approximately 10 months (Exhibit IV-23).

Exhibit IV-23: Length of Time in Quarters Until Employment by Program Dosage (n=500)				
	Minimum	**Maximum**	**Mean**	**Std. Deviation**
Participants (n=271)	1	20	2.61***	2.79
Graduates (n=171)	1	16	2.38***	2.61
Non-graduates (n=100)	1	20	3.01	3.06
Non-participants (n=229)	1	15	3.24	3.13
Total (n=500)	1	20	2.90	2.97

*** $p \leq .001$

Preliminary analyses included an independent-samples t-test examining average length of time until employment by program participation. Participants secured employment in less time than non-participants ($t = 4.141$, $p \leq .001$). A one-way ANOVA examining average time until employment by program dosage showed that graduates were employed significantly quicker than non-graduates and non-participants ($F = 16.27$, $p \leq .001$). Non-graduates and non-participants were not significantly different in the number of quarters before they were employed (Exhibits IV-24 and IV-25).

Exhibit IV-24: Summary of ANOVAs for Average Length of Time in Quarters to Employment by Program Dosage (n=500)

Variable	df	F
Quarters until employment	2	16.272***

*** p ≤ .001

Exhibit IV-25: Summary of Scheffe Post Hoc Test for Average Length of Time in Quarters to Employment by Program Dosage (n=500)

Variable	Mean Difference	Std. Error
Quarters until employment		
Graduates/Non-graduates	- 17.352***	4.476
Graduates/Non-participants	- 20.360***	3.645
Non-graduates/Non-participants	- 3.008	4.060

*** p ≤ .001

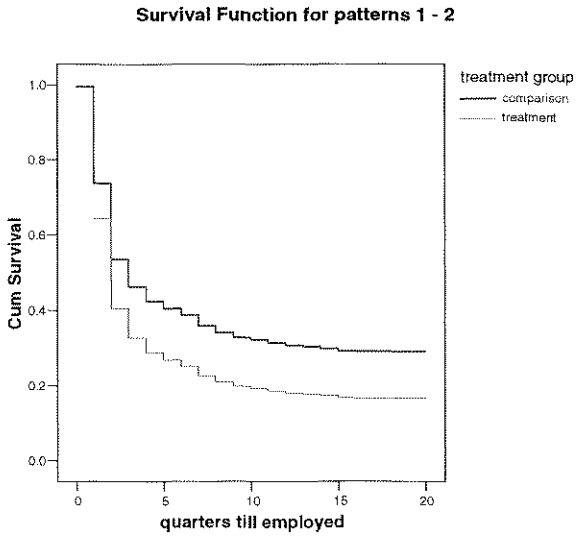
Primary analyses included Cox regression models (survival analyses) examining the time in quarters from application/release until an individual found employment, with the hypothesis that those in the program would take less time to secure a job. In the first model, controlling for propensity to participate, program participation was found to affect the length of time until an individual was employed with program participants being 1.4 times more likely to secure a job at a faster rate than non-participants (*logit coeff.* = .369, $p \leq .001$). A subsequent model investigated the impact of an individual's prior incarceration history and prior felonies on the ability to secure employment by entering these covariates stepwise into the second block of the model. Neither prior felonies nor prior incarceration contributed to the model (Exhibits IV-26 and IV-27).

Exhibit IV-26: Summary of Cox Regression for Variables Predicting Time to Employment by Program Participation (n=654)

Predictor	B	SE	Exp(B)
Program participation	.369	.090	1.446***
Propensity to participate	1.328	.516	3.774**

** p ≤ .01, *** p ≤ .001

Exhibit IV-27: Survival Curve for Predicting Length of Time in Quarters Until Employment by Program Participation



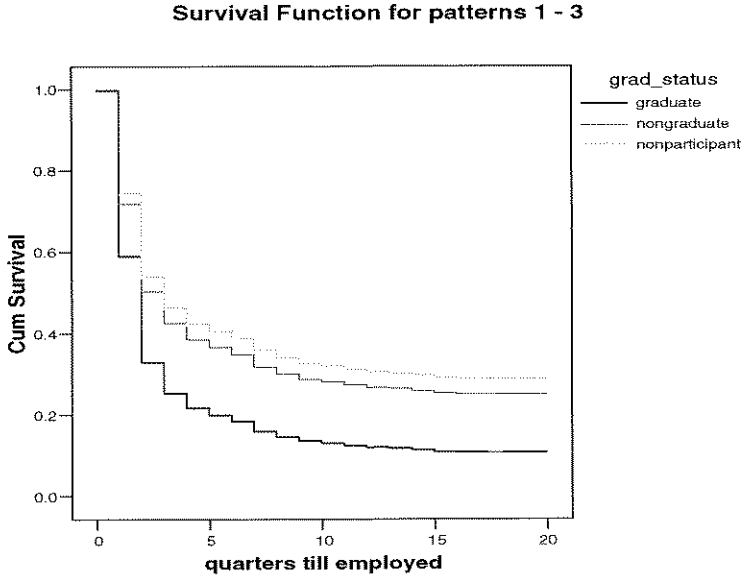
To understand more thoroughly the impact of program dosage on the amount of time until an individual is employed, the above analysis was repeated using graduation status, controlling for propensity to participate. The results of the Cox regression model show that graduates are 1.8 times more likely to find employment at a faster rate than either non-participants (*logit coeff.* = .5765, $p \leq .001$) or non-graduates (*logit coeff.* = .477, $p \leq .001$). A subsequent model investigated prior incarceration history and prior felonies by entering these covariates stepwise into the second block. Neither prior felonies nor prior incarceration contributed to the model (Exhibits IV-28 and IV-29).

Exhibit IV-28: Summary of Cox Regression for Variables Predicting Time to Employment by Program Dosage (n=654)

Predictor	B	SE	Exp(B)
Program participation			
Graduates	.576	.102	1.779***
Non-graduates	.009	.120	1.104
Propensity to participate	1.144	.511	3.140*

* $p \leq .05$, *** $p \leq .001$

Exhibit IV-29: Survival Curve for Predicting Length of Time in Quarters Until Employment by Program Dosage



The average amount of time to employment differed significantly between program participants and non-participants, with *Building Bridges* participants securing work at faster rates. Graduates were employed significantly faster than either non-graduates or non-participants. Prior incarceration and prior felonies were not shown to affect the time until employment.

2.3 Does Program Participation Affect Participant Use of/Eligibility for Public Assistance In the First 18 Months After Release?

As an employment program, participation in *Building Bridges* was expected to have an impact on an individual's eligibility for and use of public assistance. Each individual's use of Food Stamps and their use of Families First (the Tennessee TANF program) were examined along with the number of days they were eligible to participate in Tennessee's Medicaid program, TennCare. All analyses controlled for gender, as many public programs restrict benefit eligibility based upon applicant sex. Descriptive statistics indicated that participants seem more likely to use public assistance than non-participants (Exhibit IV-30). This effect for each type of public assistance is discussed in the following sections. All subsequent models control for each individual's propensity to participate in the program as a covariate.

Exhibit IV-30: Participant Use of Public Assistance in the First 18 Months Following Release by Gender and Program Dosage (n=654)

	Food Stamps		Families First		TennCare	
	M	F	M	F	M	F
Participants	54%	83%	1%	36%	2%	15%
Graduates	57%	87%	0%	36%	2%	18%
Non-graduates	51%	74%	2%	36%	1%	10%
Non-participants	42%	67%	1%	23%	2%	11%
Total	48%	75%	1%	29%	2%	13%

Food Stamps

Logistic regressions examined the relationship between participating in *Building Bridges* and the likelihood of using Food Stamps. Program participants were shown to be 1.7 times more likely to have used Food Stamps in the first 18 months following enrollment (*logit coeff.* = .546, $p \leq .001$). Both gender and wages in the first 18 months following enrollment were expected to significantly affect the relationship between program participation and Food Stamp use and they were entered stepwise into the second block of an additional model. Females were shown to be almost three times more likely than males to use Food Stamps (*logit coeff.* = 1.073, $p \leq .001$). The addition of this covariate to the model did not change the relationship between Food Stamp use and program participation (*logit coeff.* =.582, $p \leq .001$), suggesting there is an effect regardless of gender. Wages also were expected to co-vary with Food Stamp use; however, wages in the first 18 months did not contribute to the model (Exhibit IV-31).

Exhibit IV-31: Summary of Logistic Regression for Variables Predicting Food Stamp Use by Program Participation (n=654)

Predictor	B	SE	Exp(B)
Program Participation	.582	.165	1.790***
Propensity to Participate	2.176	.961	8.809*
Gender	1.115	.355	2.925***

* p ≤ .05, *** p ≤ .001

To examine further the effect of program dosage, these models were repeated with an individual's graduation status. Graduates were two times as likely as non-participants to use Food Stamps (*logit coeff.* = 2.02, $p \leq .001$). Although only marginally significant, non-graduates were 1.4 times as likely to use Food Stamps as non-participants (*logit coeff.* = .342, $p \leq .10$). Women were found to be almost three times as likely as men to use Food Stamps while wages in the first 18 months after the program did not significantly contribute to the model. Controlling for gender did not significantly affect the relationship between graduation status and the use of Food Stamps (Exhibit IV-32).

Exhibit IV-32: Summary of Logistic Regression for Variables Predicting Food Stamp Use by Program Dosage (n=654)

Predictor	B	SE	Exp(B)
Program Participation			
Graduates	.727	.195	2.069***
Non-graduates	.392	.212	1.480†
Propensity to Participate	2.124	.964	8.363*
Gender	1.068	.205	2.910***

† p ≤ .10, * p ≤ .05, *** p ≤ .001

Families First

A logistic regression examined the relationship between *Building Bridges* participation and use of Families First. *Building Bridges* program participation was not shown to be significantly related to the use of Families First. Given the programmatic restrictions of TANF, women, as expected, were shown to be 36 times more likely to use welfare than men (*logit coeff.* = 3.59, $p \leq .001$) while wages did not contribute to the model. To examine program dosage and use of welfare, the models were repeated with graduation status. Program dosage did not have a

significant relationship with Families First benefit use even when controlling for gender and wages.

TennCare

Logistic regressions also examined the effect of participation in the program on an individual's eligibility for Medicaid. Program participation was not shown to be significantly related to TennCare eligibility. Given the eligibility requirements, women were shown to be 11 times more likely to be eligible for Medicaid than men (*logit coeff.* = 2.409, $p \leq .001$); however, wages did not significantly contribute to the model. To determine if dosage may have affected an individual's eligibility, identical logistic regression examined eligibility by graduation status. There was no significant relationship between program dosage and eligibility for TennCare.

Only the use of Food Stamps was shown to be significantly related to program participation, with more graduates and non-graduates using Food Stamps than non-participants. Neither the use of Families First nor TennCare eligibility was shown to differ by program participation. As expected, women were, on average, more likely to use Food Stamps and welfare and be eligible for Medicaid.

2.4 The Effects of *Building Bridges* on Employment

Participants in the *Building Bridges* program were more likely to be employed, and employed at higher levels, than those who did not participate. Graduates were more successful, as they were more likely to be employed than non-graduates. They were also more likely to be employed full-time or part-time than either non-graduates or non-participants. Those who graduated from the program had higher wages during the first quarter after release, the first 18 months after release, and the total time after release than non-graduates and non-participants. *Building Bridges* participants also secured work at faster rates, with graduates of the program employed significantly faster than either non-graduates or non-participants. For the investigation of public assistance use, graduates as well as non-graduates were more likely to use food stamps than non-participants however there was no relationship between program participation and Families First or TennCare

3. Does the Program Have an Effect on Successful Supervision?

To determine if the *Building Bridges* program had an effect on the successful completion of supervision, the evaluation examined criminal justice data on probation, parole, and incarceration gathered from TOMIS. The investigation focused on the following sub-questions:

- Does program participation lead to increased successful completion of supervision?
- Does program participation affect the length of time from release until the person violates supervision?
- Does employment mitigate the effect of program participation on successful completion of supervision?
- Does successful supervision have an effect on future recidivism?

The following sections present the results by sub-question as well as a brief summary of the findings.

3.1 Does Program Participation Lead to Increased Successful Completion of Supervision?

To investigate successful completion of supervision, participants on parole, probation, community supervision, or incarcerated at the time of application were followed through their supervision history to determine if they violated supervision. A violation was defined as (1) moving from probation, parole, or community supervision to incarceration or escape or (2) moving from incarceration to escape. Of the 344 study participants on supervision at the time of their application or enrollment in the program, approximately 52 percent subsequently violated their supervision over the course of the study (Exhibit IV-33).

Exhibit IV-33: Percentage of Study Participants Under Supervision at Time of Application who Violated (n=344)

	n	% within category
Program Participants	85	49%
Graduates	54	46%
Non-graduates	31	54%
Non-participants	95	56%
Total	180	52%

Successful completion of supervision was investigated using logistic regression by examining the relationship between program participation and supervision violation while controlling for each participant's propensity scores. Those who had attended *Building Bridges* were expected to be less likely to violate their supervision than those who had not. Results indicated that participants who attended the program were no less likely to violate supervision than those who did not attend *Building Bridges* (*logit coeff.* = -.263, $p > .05$).

Subsequent models allowed the addition of other potential covariates into the model to determine if they would affect the relationship between program participation and supervision violation. In the first two models, participant's history of incarceration and criminal history were investigated while the last model looked at participant's supervision history, with all covariates being added stepwise into the second block. In the first model, history of prior felonies contributed significantly (*logit coeff.* = .199, $p \leq .001$) while prior incarceration did not; however, the addition of the covariates did not change the program participation and supervision violation relationship. In the second model, both prior incarceration (*logit coeff.* = .510, $p \leq .05$) and prior misdemeanors (*logit coeff.* = .066, $p \leq .001$) contributed to the model, however, they did not alter the relationship between program participation and supervision violation. In the final model, both prior probation (*logit coeff.* = 1.060, $p \leq .01$) and prior incarceration (*logit coeff.* = .704, $p \leq .01$) contributed to the model while also changing the relationship of program participation and supervision violation. Program participation was marginally significant (*logit coeff.* = -.407, $p \leq .10$) in predicting supervision violation such that program participants were .666 times more likely to violate their supervision than comparison participants when controlling for prior supervision history and propensity to participate in the program (Exhibit IV-34).

Exhibit IV-34: Summary of Logistic Regression for Variables Predicting Supervision Violation by Program Participation (n=344)			
Predictor	**B**	**SE**	**Exp(B)**
Propensity to participate	-5.292	1.358	.005***
Program participation	-.407	.239	.666†
Prior incarceration	.704	.261	2.023**
Prior probation	1.060	.337	2.886**

† p ≤ .10, **p ≤ .01, ***p ≤ .001

To investigate this effect further, an identical set of models examined participant graduation status to assess the effect of program dosage on supervision. In the first model, the same pattern emerged with graduation status having no effect on supervision violation, when controlling for propensity to participate (*logit coeff.* = -.365, p >.05). However, the subsequent models did reveal program effects. When prior felonies and prior incarceration were added, prior felonies significantly contributed (*logit coeff.* = .199, p ≤ .001) while prior incarceration did not and the relationship between graduation status and supervision remained the same. When prior misdemeanors and prior incarceration were added, prior misdemeanors contributed (*logit coeff.* = .065, p ≤ .001) as did prior incarceration (*logit coeff.* = .525, p ≤ .05); however, graduation status could not significantly predict supervision. The final model investigating supervision history included prior incarceration and prior probation. Both prior probation (*logit coeff.* = 1.068, p ≤ .01) and prior incarceration (*logit coeff.* = .729, p ≤ .01) contributed to the model, thereby significantly changing the effect of graduation status and supervision. When controlling for propensity and prior supervision history, graduates were .59 times as likely to violate supervision as comparison (non-participants) (*logit coeff.* = -.535, p ≤ .05). There was no difference between non-graduates and comparison (*logit coeff.* = -.151, p > .05) (Exhibit IV-35).

Exhibit IV-35: Summary of Logistic Regression Predicting Supervision Violation by Program Dosage (n=344)			
Predictor	**B**	**SE**	**Exp(B)**
Propensity to participate	-5.241	1.358	.005***
Program dosage			
Graduates	-.535	.264	.586*
Non-Graduates	-.151	.329	.860
Prior incarceration	.729	.263	2.073**
Prior probation	1.069	.338	2.914**

* p ≤ .05, ** p ≤ .01, *** p ≤ .001

3.2 Does Program Participation Affect the Length of Time from Release Until the Person Violates Supervision?

To investigate the length of time from application/enrollment/release to supervision violation (Exhibit IV-36), a survival analysis (Cox regression) examined time in days until failure (supervision violation), controlling for propensity, with the expectation that program participants would violate at a slower pace. There was no effect of program participation on days to recidivate.

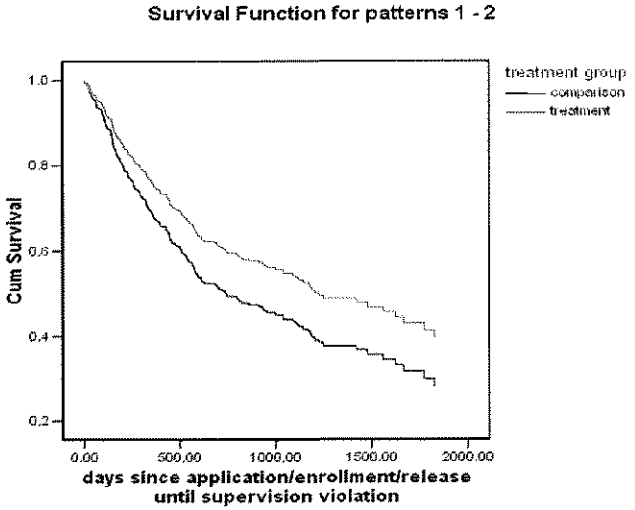
Exhibit IV-36: Length of Time in Days Until Supervision Violation (n=344)				
	Minimum	Maximum	Mean	Std. Deviation
Participants	24	2181	751	504
Graduates (n=118)	59	2125	751	487
Non-graduates (n=57)	24	2181	749	542
Non-participants (n=169)	4	2296	750	618

Subsequent models allowed the addition of the same covariates as the overall likelihood to violate models in order to determine if they would change the relationship between program participation and the length of time until supervision violation. In the first two models, participant's history of incarceration and criminal history were investigated while the last model looked at participant's supervision history. In the first model, history of prior felonies significantly contributed (*logit coeff.* = .109, $p \leq .001$) while prior incarceration did not; however, the addition of the covariates did not change the program participation and length of time until supervision violation relationship. In the second model, both prior incarceration (*logit coeff.* = .360, $p \leq .05$) and prior misdemeanors (*logit coeff.* = .040, $p \leq .001$) contributed to the model; however, they did not alter the relationship between program participation and length of time until supervision violation. In the final model, both prior probation (*logit coeff.* = .839, $p \leq .001$) and prior incarceration (*logit coeff.* = .501, $p \leq .01$) contributed to the model while also significantly changing the relationship between program participation and length of time until supervision violation. Program participation significantly predicted (*logit coeff.* = - .312, $p \leq .05$) length of time until supervision violation such that those who participated in at least some of the program were .732 times as likely to violate supervision sooner than comparison participants when controlling for prior supervision history and propensity (Exhibits IV-37 and IV-38).

Exhibit IV-37: Summary of Cox Regression for Variables Predicting Length of Time Until Supervision Violation by Program Participation (n=344)			
Predictor	B	SE	Exp(B)
Program participation	-3.12	.155	.732*
Propensity to participate	-3.077	.804	.046***
Prior incarceration	.501	.183	1.650**
Prior probation	.839	.241	2.313***

* $p \leq .05$, ** $p \leq .01$, *** $p \leq .001$

Exhibit IV-38: Survival Curve for Predicting Length of Time in Days Until Supervision Violation by Program Participation (n=344)



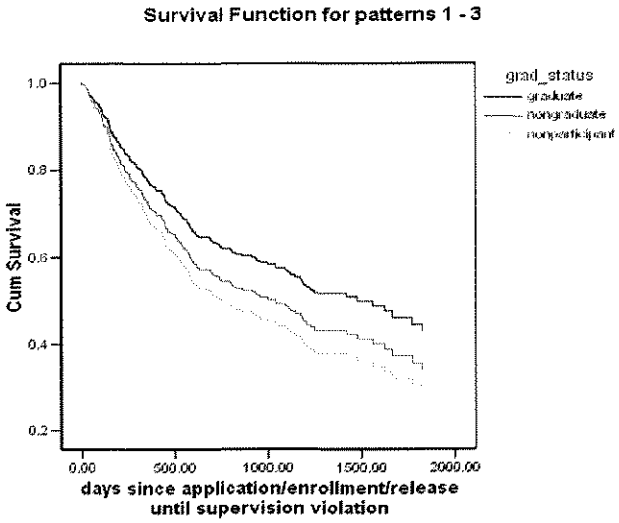
To investigate this effect further, an identical set of models examined participant graduation status to determine the relationship between program dosage and length of time until supervision violation. The basic model showed the same pattern indicating that graduation status could not predict length of time until violation when only controlling for participant's propensity scores (*logit coeff.* = - .225, p >.05). Subsequent models pulling in the same covariates showed similar results. Prior felonies contributed significantly (*logit coeff.* = .111, p ≤ .001) while prior incarceration did not and the relationship between graduation status and length of time until supervision violation remained the same (*logit coeff.* = - .256, p > .05). In the third model, prior misdemeanors (*logit coeff.* = .040, p ≤ .001) and prior incarceration (*logit coeff.* = .363, p ≤.05) both contributed; however, graduation status could not significantly predict length of time until supervision violation. The final model investigated supervision history including prior incarceration and prior probation. Both prior probation (*logit coeff.* = .851, p ≤.001) and prior incarceration (*logit coeff.* = .519, p ≤.01) contributed to the model, thereby significantly changing the effect of graduation status in predicting length of time until supervision violation. When controlling for propensity and prior supervision history, graduates were .67 times as likely to violate supervision sooner than non-participants (*logit coeff.* = - .395, p ≤ .05). There was no difference between non-graduates and non-participants (*logit coeff.* = - .152, p > .05) (Exhibits IV-39 and IV-40).

Exhibit IV-39: Summary of Cox Regression for Variables Predicting Length of Time Until Supervision Violation by Program Dosage (n=344)

Predictor	B	SE	Exp(B)
Program dosage			
Graduates	-.395	.176	.674*
Non-Graduates	-.152	.211	.859
Propensity to participate	-3.086	.808	.046***
Prior incarceration	.519	.184	1.680**
Prior probation	.851	.241	2.343***

* p≤.05, ** p ≤.01, *** p ≤.001

Exhibit IV-40: Survival Curve for Predicting Length of Time in Days Until Supervision Violation by Program Dosage (n=344)



3.3 Does Employment Mitigate the Effect of Program Participation on Successful Completion of Supervision?

Given that *Building Bridges* was designed to assist ex-offenders with gaining meaningful employment, it was important to determine how employment status mediated the effect of program participation on successful completion of supervision. Examination of this effect involved entering employment status (unemployed, part-time or sporadic employment, and full-time employment) into the second block of a logistic regression predicting supervision violation from program dosage (graduation status) while controlling for propensity. Due to the clear effect of program dosage on supervision violation and the lack of effect for program participation, the analyses were conducted using only participant's graduation status. Employment status marginally affected the relationship between graduation status and supervision violation such that graduates were .64 times as likely to violate supervision compared to non-participants (*logit coeff.* = - .447, $p \leq .10$) and non-graduates were not significantly different from non-participants (*logit coeff.* = - .201, $p > .05$) when controlling for employment status. A similar logistic regression showed that graduates were not significantly different from non-graduates (*logit coeff.* = - .311, $p > .05$) when controlling for employment status (Exhibit IV-41).

Exhibit IV-41: Summary of Logistic Regression for Variables Predicting Supervision Violation by Program Dosage Controlling for Employment (n=344)

Predictor	B	SE	Exp(B)
Program dosage			
Graduates	-.447	.266	.640†
Non-Graduates	-.201	.328	.818
Propensity to participate	-5.202	1.389	.006***
Employment			
Employed part-time/ sporadically	1.261	.330	3.530***
Employed full-time	.133	.276	1.143

† p≤.10,* p≤.05, ** p ≤.01, *** p ≤.001

In addition, average wage over the first 18 months following release was expected to have an impact on the relationship between program dosage and supervision violation. Examination of this effect involved entering the average wage earned for 18 months after enrollment divided by 1000 as a covariate stepwise into the second block of a logistic regression predicting supervision violation by program dosage while controlling for propensity. Average wage did not contribute significantly to the relationship between program dosage and supervision violation.

3.4 Does Successful Supervision Have an Effect on Future Recidivism?

Successful supervision was expected to have an effect on the relationship between program dosage and recidivism. However, due to the manner in which the data allowed for a definition of successful supervision (i.e., supervision violation), and the theoretical relationship between recidivism and violation, this relationship could not be investigated thoroughly. The first arrest in the recidivism data may or may not have been the reason for the supervision violation and the data did not allow for segregating only arrests after completion of successful supervision. Therefore, it would be expected that supervision violation would predict recidivism however the interpretation of the effect would be inconclusive.

3.5 The Effects of *Building Bridges* on Supervision

Overall, it appears that the program does have an effect on reducing supervision violation when controlling for prior supervision history or employment status such that graduates were less likely to violate supervision. Additionally, those who did violate tended to violate sooner if they were not a program participant, which shows that although the program is affecting supervision, it affects the likelihood of successfully completing supervision differently for different types of people.

V. Cost-Benefit Analysis

Cost-benefit analysis is an empirical approach designed to measure the economic impact of government intervention into private markets. It is a "broad general approach" (Rothenberg, 1975, p. 55) used to quantify "in monetary terms the value of all policy consequences to all members of society" (Boardman, Greenberg, Vining, & Weimer, 2001, p. 2). A cost-benefit analysis compares program costs to program benefits in order to estimate the program's impact on net social welfare. This cost-benefit analysis of *Building Bridges* defines costs as all costs associated with providing services to *Building Bridges* clients. These costs include in-house program costs as well as costs accruing to community partners. Program benefits span two domains: (1) averted costs to crime victims and (2) averted costs to public agencies.

The cost-benefit analysis has three components. In the first part, we evaluated *Building Bridges* effectiveness with regard to: (1) improving labor market participation, (2) reducing the prevalence of any new arrest for any offense, (3) reducing the number of new arrests, (4) reducing the prevalence of any new conviction for any offense, and (5) reducing the number of new convictions. In the second part, we estimate the costs of *Building Bridges* compared to "business as usual" for eligible ex-prisoners. In the third part, we estimate program benefits, which are measured as savings from reduced costs of victimization, and reduced costs of investigating, arresting, processing, and incarcerating convicted offenders as well as improved functioning, as measured by increased wages.

We tested the following hypotheses:

- *Building Bridges* clients earned higher wages than non-clients,
- *Building Bridges* clients avoided arrest and conviction longer than non-participants.
- Given the number of crimes prevented from *Building Bridges* clients and the increased wages of *Building Bridges* clients, the benefits of *Building Bridges* outweigh the costs.

1. Cost Data Collection

Cost data were collected through a review of tax returns and semi-structured interviews with *Building Bridges* staff during site visits in 2004 and 2005.

Cost data collection began with a review of budget data for fiscal years (FY) 2000, 2001, 2002, and 2003. These data were filed by Chattanooga Endeavors, Inc. to the Internal Revenue Service, and included information about program costs and numbers of offenders enrolled. Next, interviews with *Building Bridges* staff allowed a determination of how costs were allocated across cost domains and whether *Building Bridges* resources represented new costs or replaced other funds. In general, the cost collection interviews were designed to:

- Validate the data contained in the reconciled project budgets.
- Identify any partners, subcontractors, *Building Bridges* services, or other *Building Bridges* related expenditures that were associated with the *Building Bridges* program, but were not included in the *Building Bridges* budget (such as cost-sharing arrangements or in-kind contributions).
- Identify unit prices of services, where available; identify quantity of services delivered, where available; or, in the absence of those data, identify average cost.

Additionally, the evaluation team interviewed probation and parole officers in Chattanooga during a site visit in March 2005 to identify what services were provided to the comparison group under the business as usual scenario, i.e., what services alternative to *Building Bridges* were available to non-participants. After subsequent research, it was concluded that the existing alternatives, such as the Southeast Career Center, do not provide services comparable to *Building Bridges*. That fact, along with the requirement for inmates in Tennessee to have a job or job training program placement before release from prison to parole (Tennessee Board of Probation and Parole, 2006), led to the conclusion that the comparison group of offenders did not consume program resources, which would have assigned costs.[1]

1.1 Total Program Costs by Type and Year

Semi-structured interviews with program staff found that, on average, a *Building Bridges* client received 140 hours of pre-training, preparation, and skills training (*Building Bridges Curriculum*), 20 hours of substance abuse training, and 10 hours of education. This training included classroom instruction for producing personalized performance plans for job exploration and other skills. The substance abuse program adopted the Gorsky-CENPS model to try to defuse patterns leading to such abuse, and education was designed to develop literacy skills, helping clients attain a GED, and computer training. Based on the distribution of hours for each activity, costs were allocated. Exhibit V-1 shows costs for the program from FY 2000 to FY 2003. Costs for clients enrolled prior to July 2000 were not available. Employment and aftercare line items represent job placement assistance and follow-up sessions after program completion, respectively (Chattanooga Endeavors, Inc., 2004).

As the program expanded, its costs rose steadily. In constant 2004 dollars, costs went from $253,825 in FY 2000 to $450,664 in FY 2003, representing an increase of 78 percent. Costs rose in all domains, driven in large part by the increase in grant funds (the largest source is Bureau of Justice Assistance Byrne discretionary grants).

Exhibit V-1: Total Cost of Components of *Building Bridges* in 2004 Dollars

Cost Field	FY 2000	FY 2001	FY 2002	FY 2003
Recruiting	$32,091	$38,756	$56,371	$57,060
Training	$80,225	$77,511	$112,740	$114,118
Core program	$64,180	$62,009	$90,192	$91,295
Substance abuse	$8,022	$7,751	$11,274	$11,412
Education program	$8,022	$7,751	$11,274	$11,412
Employment	$32,091	$38,756	$56,371	$57,060
Aftercare	$16,045	$38,756	$56,371	$57,060
Overhead	$93,373	$104,677	$144,459	$165,366
TOTAL	**$253,825**	**$298,456**	**$426,311**	**$450,664**

Source: Forms 990 for Chattanooga Endeavors, Inc. for FY 2000–2003,
and Federal Reserve Bank of Minneapolis, Consumer Price Index (Estimate), 1800–2006.

[1] In other words, we assumed that comparison group offenders either obtained jobs (consuming no public resources) or were otherwise not engaged in a program.

1.2 Number of Clients by Service and Year

Program enrollment by service type varied by year (Exhibit V-2). The total number of clients served increased from 121 enrolled in FY 2000 to 179 in FY 2003. The number of clients who were recruited is much larger than other fields, as many prisoners were approached about program participation but only a portion enrolled in the program. Over the course of the sample period, from FY 2000 to FY 2003, the yield rate of *Building Bridges* (the percentage who was recruited who eventually enrolled in the program) increased steadily from 24 percent to 45 percent, due to a combination of increasing numbers of participants and declining numbers recruited.

Exhibit V-2: Number of Recipients of *Building Bridges* Services, FY 2000–2003

Service Type	FY 2000	FY 2001	FY 2002	FY 2003
Recruiting	500	473	492	397
Training				
Core program	71	66	108	85
Substance abuse	71	20	88	60
Education program	71	35	74	18
Employment	71	66	73	85
Aftercare	121	135	181	179
Overhead	121	135	181	179
TOTAL	121	135	181	179

Note: Counts number of people enrolled in a given fiscal year.
Source: Forms 990 for Chattanooga Endeavors, Inc. for FY 2000–2003.

The number of participants in aftercare services and the imputed overhead amounts were taken as equal to the number of offenders enrolled in the program as a whole. Numbers in the three training program rows of Exhibit V-2 indicate numbers of people who completed the program. Since these counts are lower than the total numbers of enrollees, it is apparent that only around one-half of the total number of participants actually completed the program's central component.

1.3 Program Costs per Client by Service and Year

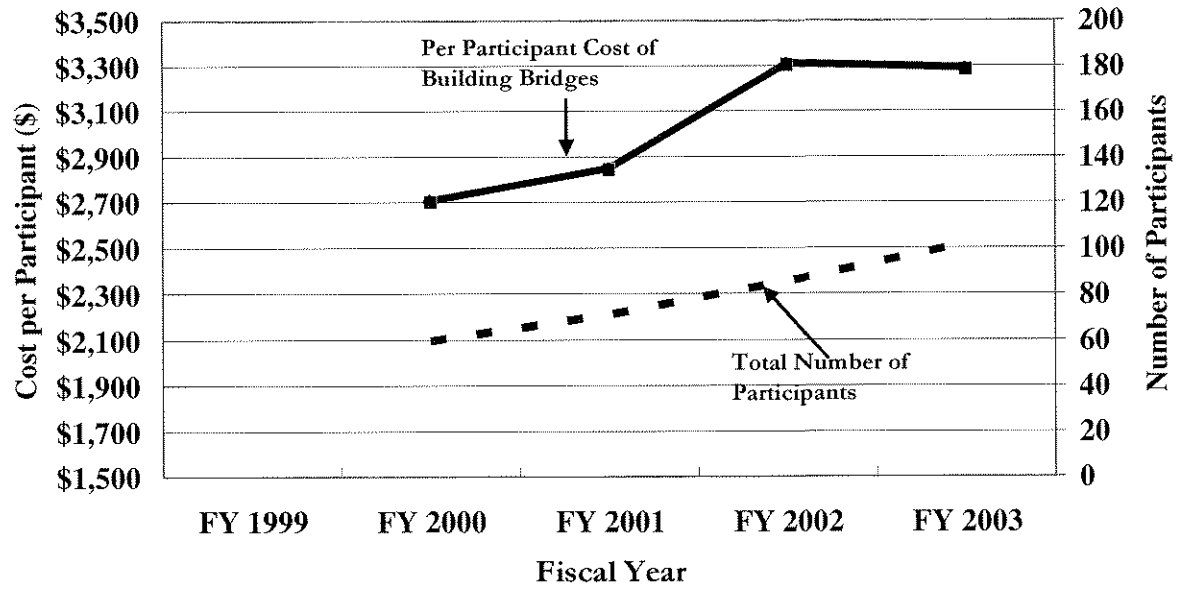
To be consistent with the approach taken in the benefits analysis, program costs per client were obtained. While the figure used in the analysis was the overall program cost per client, we also calculated the per client cost of each individual service, using the total costs from Forms 990 and the numbers of clients receiving each service (Exhibit V-3).

Exhibit V-3: Cost of Service per Client (in 2004 Dollars)

Cost Field	FY 2000	FY 2001	FY 2002	FY 2003
Recruiting	$64	$82	$115	$144
Training				
Core program	$904	$940	$835	$1,074
Substance abuse	$113	$388	$128	$190
Education program	$113	$221	$152	$634
Employment	$452	$587	$772	$671
Aftercare	$133	$287	$311	$319
Overhead	$772	$775	$798	$924
TOTAL	**$2,098**	**$2,211**	**$2,355**	**$2,518**

Source: Forms 990 for Chattanooga Endeavors, Inc. for FY 2000–2003, and Federal Reserve Bank of Minneapolis, Consumer Price Index (Estimate), 1800–2006.

Exhibit V-4: Program Enrollment and Program Cost

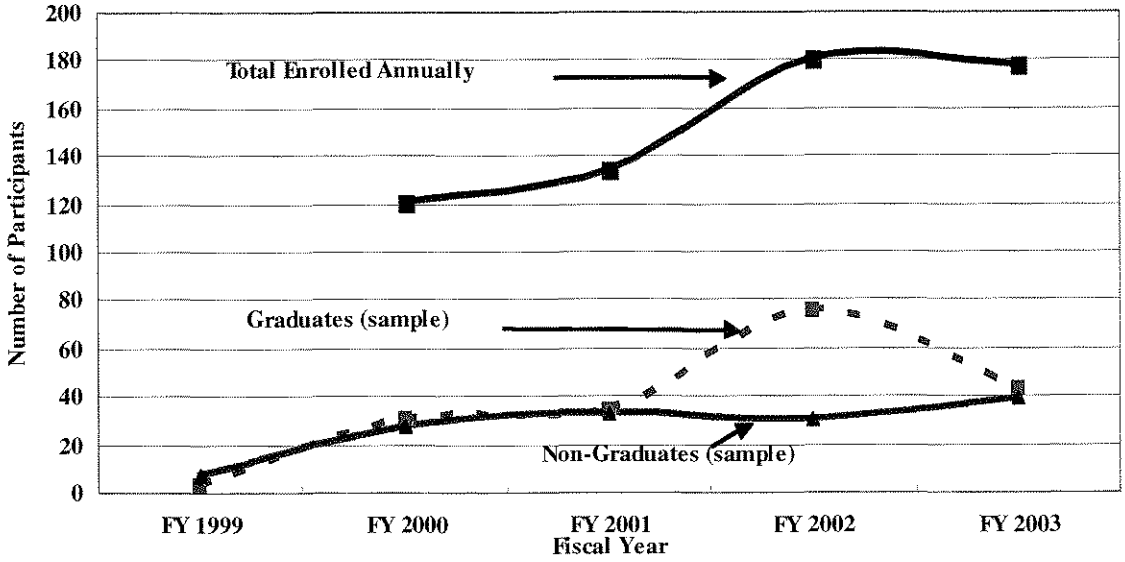


Per client costs of *Building Bridges* were calculated by dividing the total program cost by the total number of participants. Cost per client increased 20 percent over the sample period, from $2,098 in FY 2000 to $2,518 in FY 2003 (Exhibit V-4).

1.4 Imputed Costs for Graduates of *Building Bridges*

As noted earlier, not all clients recruited by the program enrolled in *Building Bridges*, and a smaller percentage graduated from the program. Based on semi-structured interviews with program staff, it is assumed graduates received more services from the program and differ from non-graduates in other ways. This assumption is consistent with the extant research literature that predicts that those who complete a program are likely to enter the program with higher levels of difficult-to-observe characteristics, such as higher motivation. Consequently, the sample distinguishes between graduates and non-graduates (Exhibit V-5).

Exhibit V-5: *Building Bridges* Graduate and Non-Graduate Sample



To calculate the cost of *Building Bridges* per graduate, it is assumed that for each fiscal year, the ratio of graduates to non-graduates in the *Building Bridges* population was identical to the ratio of graduates and non-graduates in our sample. A further assumption is that each graduate cost the program twice as much as each non-graduate. As a result, the cost of *Building Bridges* per graduate ranged from $2,750 in 2000 to $3,291 in 2003 (Exhibit V-6).

Exhibit V-6: Total Cost of *Building Bridges* per Graduate of the Program

Fiscal Year	Estimated Number of Graduates	Cost per Client (Graduates only)	Cost per Client in 2004 Dollars (all *Building Bridges* Clients)
2000	64	$2,750	$2,098
2001	69	$2,919	$2,211
2002	130	$2,744	$2,355
2003	95	$3,291	$2,518

2. Benefits Estimation

Calculating the benefits of an ex-offender reentry program such as *Building Bridges* is less straightforward than calculating its costs. Unlike private sector ventures, the goal of *Building Bridges* is not to yield a return on investment (e.g., increased revenues as a result of expenditures). Rather, the goal is to improve the social integration of former prisoners and, as a result, reduce the burden on the public from offending while promoting the economic well-being of returnees themselves.[2] While there is no consensus in the literature on what benefits to count in an evaluation of a crime control or offender reentry intervention, we adopted a broad view of

[2] In this last case, it is hard to reliably disaggregate benefits accruing to returnees from the benefits accruing to society as a whole because wages earned by returnees produce a multiplier effect on the local economy. We made no attempt at such disaggregation.

potential social benefits in the belief that other approaches may produce a misleadingly pessimistic picture of program effects.[3] For the sake of analytical simplicity and because of data limitations, this evaluation considers two main types of benefits: 1) benefits from reduced offending (sometimes called *abated costs of crime* or *benefits from averted crime*)[4] and 2) economic benefits resulting from involvement of program participants in legitimate employment activities. For the first benefit domain, gains from reduced offending, two groups of beneficiaries can be identified: 1) the public of Chattanooga whose exposure to physical, financial, and psychological harm is reduced as the number and/or severity of crimes are reduced, and 2) public agencies, which devote smaller financial and other resources to investigate, arrest, and incarcerate participants who desist from expected offending. The second benefit, strictly economic gains from employment, is measured as the growth in earnings.[5] Our approach to benefits estimation both continues the tradition of cost-benefit evaluations in criminal justice, in that it considers abatement of recidivism costs as a major source of potential program benefits, and adapts this tradition to the specific circumstances of the *Building Bridges* program, which set as its goal the improvement of participant employment prospects.

Methodologically, the estimation of benefits in this analysis proceeds in a two-pronged fashion. For benefits, which lend themselves to direct monetary valuation, we use such valuation; this is the case for wages earned. For benefits, which have monetary values associated with them, we take effect sizes from the impact analysis and apply appropriate monetary multipliers (in a step known as *monetizing* the benefits). For example, if one crime of type X were to "cost" society $50, and the impact analysis of *Building Bridges* found that, controlling for other confounding effects, the treatment group (participants) committed 10 fewer crimes of type X than the comparison group, and the difference was statistically significant, we would claim that the program resulted in $500 cost savings to society.

2.1 General Approach to Estimating Benefits

Benefits from Reduced Offending

The first part of benefits from reduced offending comes in the form of cost savings to public agencies involved in investigating, arresting, prosecuting, and punishing offenses. We estimate the average costs to public agencies—such as the Chattanooga Police Department, BOPP, and the Tennessee Department of Corrections—of investigating, arresting, prosecuting, and incarcerating a given offender. Data on the cost of arrest and processing were drawn from prior research. Data on the daily cost of various forms of supervision were obtained from the Bureau of Justice Statistics, as was the distribution of sentences for a given offense (Stephan, 2001). Next, data from the impact analysis are used to obtain the quantity of arrest and supervision resources committed to *Building Bridges* clients and the comparison group of ex-offenders.

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[3] For example, a public payer perspective, which only counts the costs and benefits accruing to public agencies, would paint a very unfavorable portrait of a publicly funded program that results in reduced offending and improved earnings for participants but does not decrease criminal justice costs or increase tax receipts. Therefore, such a perspective is ill-suited to assessing programs that explicitly target *societal* and not merely taxpayer welfare gains.

[4] While the terminology can be confusing, its purpose is to convey the idea that when offenders commit crimes, victims and society incur a number of costs. When crime is reduced, therefore, those costs are also reduced (abated), which in itself is a benefit of the program to which the reduction in offending is attributed.

[5] We also had data on public assistance (Food Stamps) receipt from Tennessee's ACCENT database but we did not count Food Stamp receipt as a benefit because, unlike new earnings, Food Stamps represent a net transfer from public agencies to individuals.

A similar process (i.e., obtaining costs per offense averted and multiplying them by the number of such offenses) is used for the estimation of benefits to individuals. Benefits to individuals accrue when the number and/or severity of crimes are reduced. We rely on the literature (McCollister, 2004; Miller, Cohen, & Wiersema, 1996; Rajkumar & French 1997) for estimates of the victimization costs by crime type. In the literature, researchers distinguish between tangible and intangible costs of victimization. Tangible costs of crime include direct costs of victimization such as medical bills, rehabilitation costs, and lost wages from being unable to work. Intangible costs include psychological harm associated with victimization, including fear, pain, and suffering. Our benefit estimates take account of both tangible and intangible costs of victimization even as we recognize the limitations of intangible estimates (discussed below).

Benefits from Improved Employment Prospects

Finally, the analysis considers wages earned in the eighteen-month follow-up period after the enrollment date for the treatment group and the application date (or release date from prison) for the comparison group. These wages represent individual benefits of the program. All monetized benefits are expressed in 2004 dollars using the consumer price index as a deflator.

2.2 Estimating Benefits from Reduced Victimization

While our estimates for victimization costs draw on previous research, we make certain assumptions in adapting them to the current study. Thus, while for all other crime categories we include both intangible and tangible costs, we only consider tangible costs of homicides (on the assumption that the victim does not bear psychological harms).6 For attempted crimes and conspiracies, only intangible costs are assigned, as associated with the given offense (except for attempted homicides, which we assign victimization costs equal to three times the costs associated with a realized robbery).[7]

Tangible losses include property damage, cost of medical and mental health care, and lost productivity for the victim (Miller, Levy, Cohen, and Cox, 2006). The Cost of Illness methodology is typically used to apply costs to various injuries associated with criminal offending. Intangible costs are more difficult to monetize. The jury compensation method proposed by Cohen (1988) was used to estimate intangible costs of offenses to victims. Its essence is to examine a dataset of jury awards in civil actions in which the plaintiff has suffered harm from crime. Intangible costs are then computed as the jury award for a given crime net of the tangible costs associated with that crime. Overall, intangible costs explain a relatively large proportion of total costs for violent crimes such as aggravated assault, and a relatively small proportion of the costs of harm from property crimes such as larceny/theft. This pattern reflects the greater psychological distress to victims of violent crimes relative to tangible costs.

Two limitations to this approach should be noted. First, because of the difficulty of assigning such costs to individual offenses, we did not include estimates of costs to society such as expenses on protection services. Second, the extant literature does not distinguish clearly costs of harm to victims where a crime was attempted but not completed. To address the differences

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6 Admittedly, this approach abstracts from the harms done to homicide victims' relatives and families as well as from fear effects on the community.

7 There is no clear approach to costing attempted homicides in the extant literature. Unlike assault or other violent crime where a victim can suffer psychological harm from an attempt, which will be reflected in the intangible costs, most of the intangible costs associated with a homicide do not accrue to the victim. To correct for the large expected intangible harms associated with an attempted murder, we used a multiplier from a severe crime category, robbery.

in costs for attempted crimes, only intangible costs are assigned. Given that the crime was not completed, the direct costs of victimization are likely to approach zero. However, it is appropriate to assume that psychological harm to a victim of an attempted crime approximates that of a victim of a completed harm, hence the inclusion of the intangible costs.

Three sources of data on monetized costs of crime are included in the analysis. Given the fact that there are several estimates of crime costs in the literature, which use similar approaches, the analysis used the most recent estimate for each crime. Thus, estimates by McCollister (2004) are used for rape, aggravated assault, robbery, arson, larceny/theft, burglary, motor vehicle theft, murder, stolen property offenses, vandalism, forgery and counterfeiting, embezzlement, and fraud. Estimates by Miller, Cohen and Wiersema (1996) were used to obtain averted victim cost estimates for child abuse (nonsexual and sexual), simple assault,[8] and drunk driving.[9] Rajkumar and French's (1997) estimates were used for drug law violations.

Since McCollister and Rajkumar and French's estimates include criminal justice costs, which we estimated separately from program-specific data, a deflator was used to adjust the authors' numbers downward. Using the fact that Rajkumar and French (1997) report criminal justice system costs for aggravated assault, robbery, motor vehicle theft, household burglary, larceny, forgery, gambling, prostitution, and drug law violations, a criminal justice multiplier was constructed for each offense for which costs by McCollister were used. Specifically, if an offense X has associated total cost estimates developed by McCollister, $Cost_{xm}$, and by Rajkumar and French, $Cost_{xrf}$, and Rajkumar and French also report, as a component of $Costx_{rf}$, the criminal justice costs associated with X, $CJcost_{xrf}$, we derive the victimization cost of X using the following formula: $(1- CJcost_{xrf}/ Cost_{xrf})^* Cost_{xm}$. We then bring the cost to 2004 dollars using the CPI deflator.

Exhibit V-7 reports monetized estimates of victimization costs for each crime considered in 2004 dollars. Offense data from the database (TJIS and other sources) were coded to most closely fit offenses to the crime categories listed in Exhibit V-7. To the extent that the available data allowed us to ascertain that an offense was minor (such as really petty theft), such records were not assigned a cost. Certain offenses, however, were not matched and, as a result, no cost estimates for them were calculated.

[8] They report separate estimates for assault with and without injury, from which we calculate a weighted average for simple assault. Weights are 0.7 for assault without injury and 0.3 for assault with injury, based on their findings of incidence of each type of arrest.

[9] We used the estimate for drunk driving without injury on the assumption that in the event of injury, it would involve another offense.

Exhibit V-7: Victimization Cost Estimates		
Crime Type	Estimate for Crime	Estimate for Attempt/Conspiracy
Murder/Homicide/Manslaughter	$1,120,345	$123,877
Rape/Sexual assault	$196,601	$182,792
Aggravated assault	$109,881	$97,865
Child abuse	$78,436	N/A
Robbery	$41,292	$26,874
(Simple) assault	$11,242	$9,177
Arson	$8,260	$2,245
Motor vehicle theft	$3,577	$170
DUI/Drunk driving	$3,530	N/A
Burglary	$1,239	$327
Larceny/Theft	$292	$12
Stolen property offenses	$107	$0
Vandalism	$97	$0
Forgery and counterfeiting	$92	$0
Embezzlement	$92	$0
Fraud	$89	$0
Drug offenses	$4	$0

2.3 Averted Costs to Public Agencies

In addition, costs accruing to public agencies were estimated. For the cost of arrest and processing, we used the estimate of $1,000 per arrest. Data on the daily cost of incarceration were obtained from Stephan (2004). For each type of crime, Durose and Langan (2004) report the percentage of offenders sentenced to each of prison, jail, and probation. Durose and Langan also report a mean sentence for each disposition as well as a percentage of time served. Exhibit V-8 reports these distributions of dispositions as well as the expected total supervision cost by crime type. As extant estimates of sentences were not available for vandalism, driving under the influence, and child abuse, incarceration costs were omitted from the analysis for these crimes.

Exhibit V-8: Sentencing Cost Estimates									
	Type of Sentence			Mean Sentence by Type (months)					
Offense	% Prison	% Jail	% Probation	Prison	Jail	Probation	% of Time Served	Probability of Conviction	Expected Sentence Cost Conditional Upon Arrest
Murder/Homicide/ Manslaughter	91%	4%	5%	225	10	76	63%	70%	$147,629
Rape/Sexual Assault	67%	22%	11%	132	9	65	68%	57%	$62,974
Robbery	71%	15%	14%	91	11	52	58%	57%	$41,260
Aggravated Assault	42%	29%	29%	54	7	39	66%	57%	$21,316
Burglary	46%	26%	28%	50	7	40	49%	77%	$19,092
(Simple) Assault	42%	35%	23%	51	8	37	61%	57%	$16,372
Forgery and Counterfeiting	39%	28%	41%	38	6	36	44%	77%	$12,703
Embezzlement	39%	28%	41%	38	6	36	44%	77%	$12,703
Fraud	39%	28%	41%	38	6	36	44%	77%	$12,703
Arson	35%	35%	30%	38	6	37	50%	77%	$12,554
Larceny/Theft	36%	31%	33%	34	6	36	52%	77%	$12,210
Stolen Property Offenses	36%	31%	33%	34	6	36	52%	77%	$12,210
Drug Offenses	38%	27%	35%	45	6	36	43%	62%	$10,860
Motor Vehicle Theft	37%	39%	24%	30	6	33	49%	77%	$10,437

With the exception of murder, data on the probability of a conviction were drawn from Roman, et al. (1998). The probability of conviction on murder charges comes from Durose and Langan (2004) as do percentages of sentences served by crime type. Data on the daily cost of Tennessee prison ($64/day) comes from the Bureau of Justice Statistics (Stephan, 2004). Data on the daily cost of Tennessee jail ($40/day) come from an estimate derived by Roman and Chalfin (2006). Daily probation costs ($7/day) were estimated by Alemi, et al. (2004). All costs are expressed using 2004 dollars and are discounted using a rate of 5 percent per annum to reflect the present value of each sentence. Mean expected sentence costs in Exhibit V-8 were applied to all recidivism arrests. By doing so, we make the assumption that no sentences were served concurrently.

2.4 Wage Benefits

Data on the total earnings of program clients and comparisons in the 18-month follow-up period are included as benefits.

2.5 Total Benefits Estimation

To estimate total program benefits, we use a regression with the "total benefit" as a dependent variable (wages in the 18-month period after enrollment [application for comparison] less victimization cost less criminal justice system cost), and a matrix of covariates and a dummy indicating whether the person was a program client as independent variables. The coefficient on the program participation dummy gives us the marginal benefit of the program, which we then multiply by the total number of offenders in the program to obtain total benefits.

The reason for using such a regression approach rather than monetizing the raw differences in the numbers of crimes committed between the treatment and comparison groups is the fact that the two groups differ in ways other than receipt of the program. Therefore, we do not want to attribute to program effects differences that may stem from other causes.

3. Analysis

3.1 Bivariate Analysis

Exhibit V-9 describes outcomes for the full sample. More than 80 percent of the sample was re-arrested during the follow-up period, which averaged approximately three and a half years (about 42 months). Sample members averaged 6.3 new arrests, 42 percent of which were for crimes associated with victimization costs in the extant literature.[10] Of the new arrests we apply cost estimates to, 32 percent were for crimes against persons, 49 percent were for crimes against property, and the remaining 19 percent were drug offenses. The new crimes committed by sample members were costly, averaging $51,000 in harms to victims in the follow-up period.

[10] Many arrests were not accompanied by charges in our sample. In those instances, we only assigned arrest costs, but not supervision costs or victimization costs.

Exhibit V-9: Comparison of Outcomes of Sample Members[11]					
Offender Characteristics	Sample	Treatment	Comparison	Graduates	Non-Graduates
Re-arrests	6.34	7.08***	5.58***	5.57*	6.64*
Re-arrests - Person offenses	0.86	1.03***	0.70***	0.68***	1.52***
Re-arrests - Property offenses	1.32	1.43	1.22	1.22*	1.72*
Re-arrests - Drug offenses	0.52	0.60*	0.46*	0.46***	0.80***
Total victim costs	$51,388	$60,254[a]	$42,353[a]	$54,733	$67,910
Total arrest costs	$6,336	$7,089***	$5,584***	$5,574***	$9,190***
Total incarceration costs	$43,343	$47,555**	$39,131**	$36,100***	$63,441***
Total supervision costs	$49,679	$54,643**	$44,715**	$41,673***	$72,631***
Wages	$4,227	$5,225***	$3,230***	$6,800***	$3,041***
Total costs to society	$96,980	$109,673*	$84,008*	$89,606**	$137,501**
Number of observations	654	327	327	190	137

*** = p <0.01; ** = p <0.05; * = p <0.10; [a] = p <0.15

Within the treatment group, we observe disparate outcomes for graduates of the program compared to offenders who enrolled in *Building Bridges* but did not graduate. Graduates were significantly less likely to be rearrested for each type of offense (against persons, against property, drug offense) and, as such, were associated with significantly lower costs of re-arrest ($p < 0.01$) and incarceration ($p < 0.01$), higher wages ($p < 0.01$), and lower harms to society overall ($p < 0.05$).

3.2 Multivariate Analysis

Since it is apparent that offenders who completed the program experienced more positive outcomes than those who did not, multivariate analysis is conducted in two stages. First, treatment offenders are compared to the full set of comparison offenders. Next, graduates are compared to similar comparison offenders matched along a matrix of demographic covariates predictive of treatment receipt.

Conceptual Approach

Impact analysis results presented in earlier chapters estimate the impact of *Building Bridges* on a number of important outcome variables. However, for several reasons, cost-benefit results are only loosely tied to results from the impact analysis. While cost variables such as the cost of arrest are closely linked to outcomes such as the number of arrests, for a number of reasons, total costs to crime victims and to society are not linked as closely to the number of recidivism events. While impact analysis captures the probability of re-arrest and the number of re-arrests per offender, it does not weigh these re-arrests according to the harms absorbed by society. For example, an offender who is re-arrested three times for theft has undoubtedly caused less harm to society than an offender who is re-arrested for murder, which is more costly both to crime victims and to public agencies. Cost-benefit analysis, conducted in a multivariate framework, addresses this omission, weighting each outcome by its monetized cost to each class of potential beneficiaries.

We estimate the marginal benefits to society from reduced offending using multivariate statistical methods that control for the impact of a number of determinants of re-offending. Since

[11] Differences for treatment and comparison are between the two; the same holds for graduates and non-graduates.

the dependent variable (whether victimization cost, arrest cost, or the sum of the two) for those offenders who do not recidivate is censored at zero, it is inappropriate to use an ordinary least squares regression to directly estimate marginal benefits. Instead, a Tobit regression is employed where the dependent variable is the total monetized cost to each benefit domain. The following model is used to isolate the impact of *Building Bridges*:

$$Y_i = \alpha + \beta T_i + \lambda K_i + e_i$$

where T_i is a binary treatment indicator equal to one if the offender was enrolled in *Building Bridges* and zero otherwise and i is a subscript indicating each offender. β, the coefficient on treatment, allows us to directly estimate the marginal benefit of enrollment in *Building Bridges*—the amount of money the society saves as a result of *Building Bridges*. We specify the generic model in the equation for six dependent variables (Y):

- *Victimization cost*, the harms imposed by offenders on crime victims.
- *Arrest cost*, the costs of re-offending to police agencies.
- *Incarceration and probation cost*, the costs of re-offending to prison, jail, and probation systems.
- *Total cost to public agencies*, the sum of arrest costs and probation costs.
- *Wages*, new economic productivity as measured by the offender's wage in the 18 months after enrollment in the program (or application for comparisons).
- *Total social cost*, the sum of social harms caused by the offender (harms to crime victims and costs to public agencies) minus the social benefits associated with the offenders (new wages).

K_i is a matrix of individual-level covariates that predict re-offending, and λ is a matrix of corresponding coefficients. Included in K_i are the following variables: offender's age, age of the offender at first arrest, gender, race (whether the offender is black), number of prior felonies, number of prior misdemeanors, and total wages earned in the 18 months prior to incarceration. For several specifications, K_i also includes a variable indicating the number of days that have elapsed from the offender's release from prison until the end of the study period (May 9, 2006).

Estimating Benefits: Program Clients vis-à-vis the Comparison Group

Exhibits V-10 and V-11 present Tobit regression results for the first three dependent variables tested: victimization cost, arrest cost, and incarceration cost. The impact of *Building Bridges* on each dependent variable is estimated using three different specifications. The first specification includes only two covariates, the binary indicator of treatment and the propensity score, the offender's probability of receiving treatment. (See Chapter III for further discussion of propensity score modeling). The purpose of including the propensity score in the first model is to control for any observed heterogeneity not captured by the propensity score matching procedure. The second specification includes the binary treatment indicator in addition to a full set of covariates in K_i theoretically linked to offending. Since comparison offenders were already matched on the majority of these covariates, the point estimate on the treatment indicator does not change appreciably as compared to the first specification. The third specification contains the full set of covariates in K_i as well as an additional independent variable, time at risk, which represents the number of days elapsed from the offender's initial release from prison until the study's end date (May 9, 2006).

In Exhibit V-10, the first three columns report the results of regression models testing whether participation in *Building Bridges* reduced the costs to crime victims. Point estimates on the *Building Bridges* treatment variable indicate that enrollment in *Building Bridges* increased costs to crime victims by between $31,000 and $33,000. Columns 4 through 6 indicate that enrollment in *Building Bridges* is associated with an additional cost to policing agencies of between $1,600 and $1,800 per offender treated. Columns 7 through 9 indicate that enrollment in *Building Bridges* is associated with an additional cost of imprisonment and parole of between $12,000 and $14,000. All results are significant at $p < 0.05$.

Exhibit V-10: Treatment and Comparison, Marginal Benefits (Tobit Regression)

Predictor Variable	Total Victim Cost			Arrest Cost			Incarceration Cost		
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Treatment	$31,971** ($14,912)	$33,120** ($14,747)	$31,866** ($14,618)	$1,836*** ($606)	$1,722*** ($552)	$1,652*** ($510)	$13,171** ($5,909)	$13,292** ($5,595)	$12,379** ($5,323)
Propensity score	-$342 ($83,748)			-$16,127*** ($3,411)			-$84,440** ($33,158)		
Time at risk			$73*** ($17)			$6*** ($1)			$47*** ($6)
Age		-$1,860* ($994)	-$2,465** ($997)		-$159*** ($37)	-$206*** ($35)		-$1,543*** ($380)	-$1,922*** ($367)
Age at first arrest		-$3,071* ($1,853)	-$2,390a ($1,833)		-$41 ($68)	-$17 ($63)		$95 ($694)	$280 ($658)
Male		$16,227 ($17,566)	$16,086 ($17,417)		$1,480** ($656)	$1,481** ($607)		$12,746* ($6,655)	$12,659** ($6,336)
Black		$60,256*** ($18,894)	$61,706*** ($18,752)		$327 ($703)	$389 ($650)		$18,207** ($7,127)	$18,768*** ($6,788)
Number of prior felonies		-$2,923 ($3,217)	-$1,807 ($3,193)		-$434*** ($122)	-$335*** ($112)		-$1,608 ($1,227)	-$837 ($1,169)
Number of prior misdemeanors		$2,380*** ($1,022)	$2,491** ($1,017)		$409*** ($38)	$380*** ($35)		$2,464*** ($388)	$2,228*** ($369)
Prior wage (last 18 months)		-$0 ($0)	-$0 ($0)		-$0*** ($0)	-$0** ($0)		-$0*** ($0)	-$0** ($0)
Intercept	-$7,946 ($31,564)	$49,483 ($42,899)	-$31,653 ($46,204)	$10,370*** ($1,288)	$7,834*** ($1,592)	$1,310 ($1,599)	$50,843*** ($12,485)	$37,831** ($16,119)	-$14,125 ($16,668)
Number of observations	654	654	654	654	654	654	654	654	654
Likelihood ratio	4.60	47.49	67.19	30.92	168.49	264.61	11.39	100.16	159.61

*** = p <0.01; ** = p <0.05; * = p <0.10; a = p <0.15

Exhibit V-11 reports results for the remaining three dependent variables: total supervision cost, wages, and total costs to society. Columns 10 through 12 report results for total supervision cost, the sum of arrest costs, probation costs, and incarceration costs, and indicate that *Building Bridges* participants are associated with an additional increase in costs of $12,000–$13,000 to public agencies relative to comparison offenders. This result is significant at $p < 0.05$. Columns13 through 15 examine the impact of *Building Bridges* on wages earned within the first 18 months after program enrollment (application for comparison). The results indicate that treatment subjects earned between $3,000 and $4,000 more than comparison subjects during

this time interval despite being rearrested at a higher rate. Columns 16 through 18 report the impact of treatment on total costs (harms) to society. These specifications indicate that, other things being equal, enrollment in *Building Bridges* is associated with additional harms of between $25,000 and $27,000 to society per offender treated. Results are significant at p < 0.10.

Exhibit V-11: Treatment and Comparison, Marginal Benefits (Tobit Regression) (continued)

Predictor Variable	Total Supervision Cost			Wages			Total Cost to Society		
	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
Treatment	$12,786** ($5,357)	$13,025** ($5,043)	$12,114** ($4,777)	$3,777*** ($739)	$3,725*** ($688)	$3,706*** ($685)	$25,656* ($14,117)	$26,515* ($13,794)	$25,373 ($13,559)
Propensity score	$79,015*** ($30,130)			$15,863*** ($4,041)			$27,483 ($78,276)		
Time at risk			$46*** ($5)			$2*** ($1)			$74 ($15)
Age		-$1,403*** ($339)	-$1,770*** ($325)		-$6 ($45)	-$23 ($46)		-$1,602* ($912)	-$2,185 ($904)
Age at first arrest		-$70 ($620)	$109 ($586)		-$19 ($80)	-$14 ($79)		$678 ($1,632)	-$488 ($1,604)
Male		$14,059** ($5,994)	$14,086** ($5,684)		$602 ($805)	$559 ($802)		$25,148[a] ($16,227)	$24,710 ($15,949)
Black		$17,092*** ($6,434)	$17,714*** ($6,104)		$442 ($861)	$459 ($857)		$57,769*** ($17,404)	$58,298 ($17,106)
Number of prior felonies		-$1,619[a] ($1,106)	-$845 ($1,049)		$119 ($149)	$153 ($148)		-$1,205 ($3,017)	-$40 ($2,975)
Number of prior misdemeanors		$2,500*** ($348)	$2,275*** ($330)		-$83* ($49)	-$94* ($49)		$2,313** ($956)	$1,985 ($942)
Prior age (last 18 months)		-$0*** ($0)	-$0* ($0)		$0*** ($0)	$0*** ($0)		-$0 ($0)	$0 ($0)
Intercept	$64,121*** ($11,389)	$49,198*** ($14,546)	-$1,789 ($14,990)	-$5,700*** ($1,570)	-$1,554 ($1,940)	-$3,978* ($2,112)	$74,163** ($29,763)	$78,173** ($39,094)	-$1,433 ($41,846)
Number of observations	654	654	654	654	654	654	654	654	654
Likelihood ratio	12.48	112.45	181.02	41.00	112.73	121.05	3.42	36.65	59.32

*** = p <0.01; ** = p <0.05; * = p <0.10; [a] = p <0.15

In examining the results in Exhibits V-10 and V-11, it is important to note that individual coefficients are not additive across specifications. For example, despite the fact that total cost to public agencies was constructed as the sum of arrest cost, probation cost, and incarceration cost, the coefficient on treatment in the total cost to public agencies specification is lower than the sum of the coefficients on treatment in the arrest specification and the incarceration specification. Since a new incarceration is conditional upon and linearly dependent on re-arrest, arrest cost and incarceration cost are themselves correlated. Since the impact of treatment on total victimization costs and total costs to public agencies are not independent, point estimates on the treatment coefficient for all dependent variables other than total cost to society are best viewed as maximum possible estimates of the impact of treatment on each benefit domain. It is likely that the true coefficients are lower. Therefore, the coefficients on treatment in the total cost

to society specifications in columns 16 through 18 are the most appropriate estimates of the total costs to society associated with *Building Bridges.*

Exhibits V-10 and V-11 indicate that offenders enrolled in *Building Bridges* are associated with significantly higher levels of social harms than comparison offenders. However, Exhibit V-9 indicates that a substantial portion of these harms are associated with offenders who enrolled in *Building Bridges* but failed to graduate.

Estimating Benefits: Program Graduates vis-à-vis Matched Comparisons

To test whether graduates of the *Building Bridges* program outperformed comparison offenders, a new sample of comparison offenders matched along a matrix of observable characteristics to graduates was constructed. Tobit regression models reported in Exhibits V-10 and V-11 were re-run on this new dataset containing only graduates (n=190) and matched comparison subjects (n=190). Estimates of the impact of program graduation are reported in Exhibits V-12 and V-13. In Exhibit V-12, columns 1 through 3 report estimates of treatment on costs to crime victims, columns 4 through 6 report estimates of treatment impact on costs to arresting agencies, and columns 7 through 9 report estimates of treatment impact on incarceration costs.

Exhibit V-12: Graduates and Matched Comparisons, Marginal Benefits (Tobit Regression)

Predictor Variable	Total Victimization Cost			Arrest Cost			Incarceration Cost		
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Treatment	$9,494 ($23,600)	$14,011 ($23,464)	$13,928 ($23,423)	$313 ($757)	$652 ($704)	$635 ($650)	-$115 ($7,522)	$2,688 ($7,255)	$2,562 ($6,970)
Propensity score	$12,713 ($123,111)			-$12,381*** ($3,966)			-$47,781 ($39,104)		
Time at risk			$65** ($27)			$6*** ($0.76)			$42*** ($8)
Age		-$447 ($1,558)	-$871 ($1,566)		-$81* ($47)	-$120*** ($44)		-$756[a] ($486)	-$1,036** ($471)
Age at first arrest		-$6,766** ($2,894)	-$6,382** ($2,879)		-$180** ($84)	-$140* ($77)		-$1,617* ($884)	-$1,319[a] ($843)
Male		$16,200 ($26,616)	$16,045 ($26,563)		$990 ($798)	$1,014 ($738)		$5,297 ($8,220)	$5,628 ($7,898)
Black		$58,517** ($28,817)	$57,629** ($28,766)		$212 ($861)	$100 ($795)		$16,595* ($8,858)	$15,807* ($8,508)
Number of prior felonies		-$2,532 ($5,172)	-$1,668 ($5,172)		-$448*** ($158)	-$363** ($146)		-$2,082 ($1,615)	-$1,471 ($1,554)
Number of prior misdemeanors		$1,738 ($1,862)	$1,346 ($1881)		$393*** ($54)	$364*** ($50)		$2,002*** ($564)	$1,771*** ($547)
Prior wage (last 18 months)		-$0.34 ($0.44)	-$0.17 ($0.44)		-$0.03** ($0.01)	-$0.01 ($0.01)		-$0.28** ($0.14)	-$0.17 ($0.13)
Intercept	-$15,641 ($47,680)	$88,448 ($66,298)	$10,925 ($73,580)	$9,003*** ($1,538)	$8,742*** ($1,958)	$1,890 ($2,013)	$35,838** ($15,140)	$56,155*** ($20,250)	$5,236 ($21,618)
Number of observations	380	380	380	380	380	380	380	380	380
Likelihood ratio	0.17	20.68	26.36	9.83	78.02	26.36	1.50	39.56	66.40

*** = p <0.01; ** = p <0.05; * = p <0.10; [a] = p <0.15

In Exhibit V-13, columns10 through 12 report estimates of treatment on costs to public agencies, columns 13 through 15 report estimates of treatment impact on wages, and columns 16 through 18 report estimates of treatment impact on total costs to society.

Exhibit V-13: Graduates and Matched Comparisons, Marginal Benefits (Tobit Regression) (continued)

Predictor Variable	Total Supervision Cost			Wages			Total Cost to Society		
	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
Treatment	$1,279 ($6,602)	$3,710 ($6,341)	$3,660 ($6,062)	$5,388*** ($1,051)	$5,341*** ($981)	$5,357*** ($979)	$2,367 ($20,699)	$4,074 ($20,447)	$4,131 ($20,305)
Propensity score	-$44,129 ($34,587)			$15,189*** ($5,297)			$47,822 ($106,895)		
Time at risk			$41*** ($7)			$1.82[a] ($1.15)			$55** ($24)
Age		-$638[a] ($421)	-$917** ($406)		-$51 ($65)	-$63 ($65)		-$107 ($1,346)	-$478 ($1,346)
Age at first arrest		-$1,628** ($759)	-$1,357* ($724)		$108 ($109)	$114 ($109)		-$3,108 ($2,325)	-$2,865 ($2,312)
Male		$7,288 ($7,184)	$7,457 ($6,875)		$954 ($1,093)	$937 ($1,091)		$25,506 ($22,985)	$25,411 ($22,824)
Black		$16,074** ($7,777)	$15,366** ($7,441)		$95 ($1,162)	$47 ($1,160)		$52,953** ($24,745)	$51,751** ($24,578)
Number of prior felonies		-$2,078 ($1,419)	-$1,474 ($1,359)		-$1 ($215)	$24 ($215)		-$567 ($4,565)	$180 ($4,544)
Number of prior misdemeanors		$2,113*** ($486)	$1,916*** ($465)		-$9 ($75)	-$19 ($75)		$727 ($1578)	$490 ($1,570)
Prior wage (last 18 months)		-$0.19* ($0.11)	-$0.09 ($0.11)		$0.11*** ($0.02)	$0.11*** ($0.02)		-$0.22 ($0.35)	-$0.08 ($0.35)
Intercept	$49,453*** ($13,423)	$63,885*** ($17,667)	$15,168 ($18,805)	-$5,171** ($2,108)	-$2,868 ($2,628)	-$4,931* ($2,934)	$69,751* ($41,694)	$98,959* ($55,603)	$35,900 ($61,581)
Number of observations	380	380	380	380	380	380	380	380	380
Likelihood ratio	1.67	48.66	80.63	34.02	79.06	81.58	0.21	13.30	18.61

*** = p <0.01; ** = p <0.05; * = p <0.10; [a] = p <0.15

Exhibits V-12 and V-13 indicate that when graduates are compared to matched comparison offenders, there is no significant program impact on costs to crime victims, costs to public agencies, or total costs to society. However, the significant positive impact on wages ($5,357) persists and is higher than when all treatment subjects are compared to all comparison subjects.

Exhibit V-14 reports the total impact of *Building Bridges* on costs and benefits accruing to victims, public agencies, offenders (wages), and society. Overall, *Building Bridges* returns a net *loss* in benefits of about $27,000 for each offender treated, indicating that the mean offender who enrolled in *Building Bridges* brought about an additional $27,000 in harms to society. Given an overall treatment cohort of 616 offenders (the number of offenders treated in the program between 2000 and 2004), the program results in net harms to society of more than $15,000,000. The benefits (harms), however, do not accrue equally to all beneficiaries. Most of the harms

associated with *Building Bridges* accrue to private citizens (new victims of crime), who we estimate as much as $20,000,000 worse off as a result of the program. Costs accruing to public agencies as a result of the program are substantially lower.

Exhibit V-14: Costs and Benefits to Society of *Building Bridges*

Variable	Victims	Public Agencies	Wages	Society
Total benefits	-$19,629,456	-$7,462,224	-$2,282,896	-$15,629,768
Total costs	-	-	-	$1,429,256
Net benefits	-$21,058,712	-$8,891,480	-$853,640	-$17,059,024
Benefit-cost ratio	n/a	n/a	1.6	n/a

When program impact on wages is considered in isolation from impact on re-offending, the program returns positive net benefits on the order of $1.60 in increased wages for every dollar invested in the program.

4. Limitations

One important limitation should be considered in interpreting these findings. The impact of rare events such as homicide on cost-benefit analysis of criminal justice programs is an important issue and researchers have suggested that ignoring the consequences of rare events may lead to spurious findings. That is, the results of this cost-benefit analysis are disproportionately driven by a relatively small number of costly offenses that differentiate outcomes for the treatment group from those of the comparison group. For example, $3,100 of the $18,000 mean differential in victimization costs (17%) between the treatment group and the comparison group is explained by the fact that treatment offenders had one more homicide charge among them than comparison offenders. Likewise, multivariate treatment coefficients are reduced by approximately 15 percent when offenders associated with total harms to society exceeding $500,000 are excluded from the analysis. An analysis of the median differences between treatment and comparison offenders lends further insight into this issue. As medians are more sensitive to changes in the middle of a statistical distribution and less sensitive to the impact of extreme values, a significant difference in medians indicates that the difference we observe in total costs to society as a function of treatment is not merely an artifact of the impact of rare events. Median total costs to society for the treatment group ($43,000) were significantly different from median total costs to society for the comparison group ($27,000), indicating that differences we observe in bivariate and multivariate estimates persist when medians are compared. This test provides critical evidence that rare events are not responsible for the observed difference between groups. However, a small number of offenders might continue to have a meaningful impact on the magnitude of the treatment coefficients in the multivariate models reported.

5. Summary of Findings

Building Bridges was unsuccessful in reducing overall costs to society. In fact, *Building Bridges* offenders committed more crime and more serious (costlier) crimes than the matched comparisons. The new offending results in new harms to crime victims and increased costs to public systems from investigating, arresting, prosecuting, and incarcerating *Building Bridges* offenders who commit these additional crimes. Viewed solely as an employment program, *Building Bridges* returns positive net benefits to the community, increasing wages among

treated offenders by about $3,700 over an 18-month follow-up period compared to a cost of treatment of $2,300. Despite the improvement in wages, *Building Bridges* offenders are associated overall with an increase in total costs to society of $25,000 per offender treated. Given an average treatment cost of approximately $2,300 per offender, we estimate that *Building Bridges* yields a total cost to society of about $27,300 per offender treated, indicating that each offender treated results in harms to members of society—crime victims, public agencies, and taxpayers—on the order of $27,000.

Offenders who completed the *Building Bridges* program were associated with significantly more positive outcomes than offenders who enrolled in the program but who did not graduate. Using a matching algorithm that compares graduates to similar comparison offenders, we find that program completion has no significant impact on either victimization costs, costs to public agencies, or total costs to society. Mirroring the result associated with a comparison of all treatment offenders to all comparison offenders, we find that graduation from *Building Bridges* is associated with increased wages of approximately $5,300 over an 18-month follow-up period.

6. Discussion

The findings should not be over-interpreted as suggesting that *Building Bridges causes* additional harm to the community. Rather, *Building Bridges* is associated with an increased cost to society. We hypothesize that the findings may not necessarily be due to a direct program effect where program participants are induced to commit more crimes by virtue of their participation in the program. Rather, we believe that the results may be driven by unobserved heterogeneity in motivation in the process by which offenders selected themselves for treatment. That is, we believe that the distribution of prisoners who sought entry into *Building Bridges* may have been bi-modally distributed in unobserved ways. The timing of the evaluation required us to use a retrospective design, precluding the use of random assignment. Thus, these issues could not be directly addressed through the study design.

It is worth exploring briefly how this might have occurred. In Chattanooga, prisoners are eligible for release upon securing a job or a position in a job training program. Those with a job may not have self-selected into *Building Bridges* since they would not necessarily need employment skills training nor would they need the program as a mechanism to gain release. Those without a job would likely fall into two groups: one that was sincerely motivated to improve their prospects and avoid future incarceration, and one that simply wanted to exit prison as quickly as possible and was relatively unmotivated.

The comparison group is primarily composed of people who applied to *Building Bridges* but did not enroll. It is fair to assume that some portion of those prisoners either found a job or another training program. Either way, they may be substantially different along unobservable characteristics from the portion of the treatment group that was relatively unmotivated. If so, it would not be surprising for those discharged from the program to do substantially worse than the comparison group, leading to a finding of negative benefits. We hypothesize that the latter group may have been at substantially greater risk of future offending than both the former group and the comparison group, and that the higher risk level associated with these individuals may have led, in part, to the differential findings reported here.

VI. Discussion

The Chattanooga Endeavors *Building Bridges* program followed a holistic, trust-building approach to serving the reentry population. Working from the premise that employment reduces factors leading to crime and demonstrates an individual's commitment to living as a productive member of the community (Buck, 2000; Dion, Derr, Anderson, & Pavetti, 1999; Turner & Petersilia, 1996), Chattanooga Endeavors recognized that most ex-offenders face many obstacles in finding or maintaining employment. Through December 2004, Chattanooga Endeavors addressed these barriers through *Building Bridges*, a 6-week intensive program combined with less intensive case management and mentoring services that continued for up to a total of 12 months. Chattanooga Endeavors' primary purpose in providing services was to reduce criminal recidivism by preparing program participants for the workforce and assisting them in obtaining meaningful employment by teaching them job skills.

This outcome evaluation of the *Building Bridges* program employed a quasi-experimental design, based on existing quantitative records data intended to answer the following research questions:

- Does the program have an effect on recidivism?
- Does the program have an effect on employment?
- Does the program have an effect on successful supervision?

Program applicants were divided into evaluation groups for comparison on each of the research questions: program participants (graduates and non-graduates) and non-participants (applicants who did not attend any aspect of the program). Selection bias was controlled for using propensity score analysis and matching. Discussed below are the overall findings and implications of the evaluation as well as limitations and recommendations for further study.

1. Findings and Implications

A brief synopsis of the key study findings for recidivism, employment, and successful supervision is followed by a discussion of the overall key findings and implications.

1.1 Recidivism

During the course of the evaluation of *Building Bridges*, the majority of program applicants, including those who graduated from the program, were re-arrested. This corresponds with previous work showing that two-thirds of released prisoners are re-arrested within 3 years (Langan & Levin, 2002). However, *Building Bridges* program graduates were not any more likely to be re-arrested than non-participants while non-graduates (dropped out for any reason other than employment) were more likely to be re-arrested than program graduates and non-participants. Additionally, non-graduates were more likely to recidivate at a faster pace.

These findings imply that there may be have been qualities unique to those who applied to the program, attended part of the program, and then dropped out. There are many possible explanations for this effect. Perhaps these participants signed up for the program for external motivational reasons such as to fulfill probation or parole requirements, and once the program started, they were not intrinsically interested enough to attend when other options were available. Another potential explanation may be tied to the specific reasons each participant had

for dropping out of the program. Perhaps non-graduates stopped attending because they were arrested or involved in illegal activities. Additionally, the time constraints for attending the *Building Bridges* program may have impeded non-graduates' ability to spend time seeking gainful employment to fulfill family obligations. Also, participants may have dropped out due to an insufficient support system. For reentry success, research shows the need for a good support network that includes family, friends, and the surrounding community. These interpersonal networks are disrupted during incarceration (Visher & Travis, 2003) and often prove difficult to resume or to rebuild. When ex-offenders are released to the community where their crimes were committed, adjustment can be difficult; they can easily fall back into previous habits if the negative influences which may have contributed to their crimes are still present. The results of the evaluation indicate that the *Building Bridges* program does not directly reduce recidivism over a 2-year follow-up period; however, reducing recidivism was not the primary goal of the program's activities. The focus of the program was specifically on employment and did not necessarily address the myriad factors that can contribute to re-arrest.

1.2 Employment

Given the *Building Bridges* mission, employment effects were particularly important to investigate. The curriculum was geared to increasing graduates' capacity to find and retain meaningful employment that offered a living wage. Results indicate that the program was effective in increasing employment and wages. That is, program graduates were more likely to be employed, employed at higher levels (full-time or part-time), and employed sooner than those who did not participate. Additionally, graduates of *Building Bridges* tended to have higher wages during the first quarter after program participation, as well as for the first 18 months after program participation. Furthermore, their total wages following program participation were higher than the wages for non-graduates and non-participants.

These results indicate that the program was effective in enhancing employment status and income for graduates. However, it is clear that program dosage influences the effectiveness of the program. The better performance of program graduates versus non-graduates lends credence to the possibility that the program curriculum, and skills and knowledge gained, account for the better wages and employment. Future employment success may be tied to specific components of the curriculum or a minimum amount of exposure time to the concepts presented in the curriculum. Given the data available, the specific component or combination of program elements that may account for this employment success cannot be isolated for replication. Additionally, it is not clear if the specific services offered by *Building Bridges* had an effect on the individual's employability or if the individual's association with the organization itself as a graduate was the influential factor. For example, some employers are more willing to hire an applicant if they are aware of services from agencies such as Chattanooga Endeavors (Welfare-to-Work Partnership, 2000). While the program clearly fulfilled its mission of improved employment and wages for graduates, the specific components of the program that contribute to this effect remain unclear.

Related to employment, *Building Bridges* influenced the use of public assistance for Food Stamps. Graduates and non-graduates were more likely to use Food Stamps than non-participants. While this seems to be counter-intuitive, association with a service agency such as *Building Bridges* may increase the likelihood of participating in public assistance services through a higher awareness of personal eligibility and benefits. Participants in the program may have turned to Food Stamp assistance following release to help meet their own and their family's basic needs as they took the time to participate in *Building Bridges* and seek more meaningful employment. As use was only examined for the first 18 months following release, it

may be the case that once an individual obtained employment, his or her use of Food Stamp assistance diminished. This possibility might be investigated in future research. There were no differences between graduates and non-participants for other public assistance services such as eligibility for TennCare and use of Families First. While *Building Bridges* affected level of employment and wages for graduates, it may not be enough of an improvement to reduce eligibility for public assistance, at least in the short-term.

1.3 Supervision

The *Building Bridges* program had an impact on successful completion of supervision in that program graduates were less likely to violate supervision and, if they did violate, they violated at a slower rate than non-participants. An individual's supervision history and employment after the program affected successful supervision. Graduates who were involved in a productive endeavor, employed, and being held accountable for their actions would be expected to be less likely to violate supervision. Being in a structured environment surrounded by supportive people also would be expected to increase the extent to which an ex-offender would follow a supervision plan. Many intervening variables could affect this result such as the intrinsic motivation and external social support that graduates may have had as opposed to non-graduates and non-participants.

1.4 Cost-Benefit

When comparing all treated participants with comparison, *Building Bridges* was unsuccessful in reducing overall costs to society. In fact, each *Building Bridges* offender treated is associated with increased costs to crime victims. Viewed solely as an employment program, *Building Bridges* returns positive net benefits to the community over an 18-month follow-up period. However, on net, *Building Bridges* offenders are associated with an increase in total costs. We estimate that the net benefits of *Building Bridges* indicate that each offender treated results in costs to members of society—crime victims, public agencies, and taxpayers.

However, graduates of the *Building Bridges* program were associated with significantly more positive outcomes than non-graduates. Program completion had no significant impact on either victimization costs, costs to public agencies, or total costs to society. Mirroring the employment result associated with a comparison of all treatment offenders to all comparison offenders, we find that graduation from *Building Bridges* is associated with increased wages of approximately $5,300 over an 18-month follow-up period.

The findings described above should not be over-interpreted as suggesting that *Building Bridges causes* additional harm to the community. Rather, *Building Bridges* is associated with an increased cost to society. We hypothesize that the findings here may not necessarily be due to a direct program effect where program participants are induced to commit more crimes by virtue of their participation in the program. Rather, we believe that the results may be driven by unobserved heterogeneity in motivation in the process by which offenders selected themselves for treatment. That is, we believe that the distribution of prisoners who sought entry into *Building Bridges* may have been bi-modally distributed in unobserved ways. The timing of the evaluation required us to use a retrospective design, precluding the use of random assignment. Thus, these issues could not be directly addressed through the study design.

It is worth exploring briefly how this might have occurred. In Chattanooga, prisoners are eligible for release upon securing a job or a position in a job training program. Those with a job may not have self-selected into *Building Bridges* since they would not necessarily need employment

skills training nor would they need the program as a mechanism to gain release. Those without a job would likely fall into two groups: one that was sincerely motivated to improve their prospects and avoid future incarceration, and one that simply wanted to exit prison as quickly as possible and was relatively unmotivated.

The comparison group is primarily comprised of people who applied to *Building Bridges* but did not enroll. It is fair to assume that some portion of those prisoners either found a job or another training program. Either way, they may be substantially different along unobservable characteristics from the portion of the treatment group that was relatively un-motivated. If this transpired, it would not be surprising for those discharged from the program to do substantially worse than the comparison group leading to a finding of negative benefits. We hypothesize that the latter group may have been at substantially greater risk of future offending than both the former group or the comparison group, and that the higher risk level associated with these individuals may have led, in part, to the differential findings reported here.

1.5 Evaluation Key Findings and Implications

The outcome evaluation of Chattanooga Endeavors *Building Bridges* provides evidence that the program was achieving its primary goal of increasing the employability of ex-offenders who complete and graduate from the program. It supported program graduates in successfully overcoming the barriers to meaningful employment and teaches necessary skills to increase the chance of entering the workforce and earning higher wages. While fostering better employment and wages, the program appears to be less effective in translating the positive employment effect to the indirect effect of reducing recidivism. However, the program did have an impact on reducing supervision violation, regardless of an individual's employment status.

Implications for Replication

While the program no longer exists in its original form, the evaluation findings have implications for replicability. Participant retention and dosage are key factors for affecting employment and wages for ex-offenders. While it is unclear which of the specific components of the program curriculum added most to participant success, similar programs promoting ex-offender employment should optimize length of participation and program completion to maximize positive outcomes. In addition to implementing specific curriculum components, attention should be given to the support network the ex-offender may have access to upon successful completion of the program. A key finding from the evaluation is that teaching job search skills and increasing the employability of ex-offenders may be important for improving employment and wages. Many programs focus on job search assistance, therefore, further research investigating the relationship between increasing the employability of ex-offenders and providing job search assistance will be important for future program implementation efforts. Also, the impact of applicant motivation and predisposition to graduate may have an effect on program success. While *Building Bridges* accepted all applicants into the program, targeting the program to those for whom it would be most beneficial may be a better use of resources.

Implications for Future Research

There was some aspect of this program that affected supervision violation, and an individual did not necessarily have to be employed for this effect to exist. One possible explanation is the structured approach of the program and the focus on job skills and improved employability, characteristics that graduates can maintain as they move from job to job. It would then not be necessary to remain in the first job received in order to be successful, as may be the case with a

program focused solely on a job search. Graduates of *Building Bridges* may have obtained skills that transcend their immediate situation and can be used in the future. Future research could examine specific components of programs such as *Building Bridges* to investigate the behaviors, abilities, and attitudes that must change in order to achieve employment success. For example, *Building Bridges* addressed anger management in the workplace; an examination of the combination of curriculum topics that produces the most positive individual impacts could be valuable.

Future research also might examine the impact of the community reputation and inter-agency relationships on individual graduate success. *Building Bridges* staff consistently worked toward facilitating the ex-offender's transition into the community by addressing barriers such as stigma and service availability. Future work should look at multiple programs with this type of community component in comparison to programs without this particular emphasis to determine if this component in itself is responsible for any of the positive impact of programs such as *Building Bridges*.

Additionally, in light of recidivism and employment results for the 18-month follow-up period, research examining ex-offender employment over a longer period may provide important information about the relationship between employment and recidivism. Future evaluation of programs for ex-offenders that feature a curriculum as well as job placement assistance would help in examining if employment is a key factor in reducing recidivism.

2. Study Limitations and Strengths

This study's limitations involved challenges in data collection, programmatic changes, and the inability to discern the influence of community resources. Strengths of the study include the study design and the validity associated with using standardized data sources.

2.1 Study Limitations

This evaluation evolved in response to multiple barriers including data collection issues, the inability to detail program dosage, and a lack of data on community resources.

Challenges of Data Collection

Data collection barriers were due primarily to the retrospective approach required. Additionally, relying solely on public records limited findings and the generalizability of the study.

The retrospective nature of the study. Due to loss of funding for the program, subsequent programmatic changes, and smaller than expected enrollment, the focus of the evaluation was altered from a prospective to a retrospective study. In the midst of the evaluation, it was necessary to expand the potential sample to all program applicants, including those who were not admitted or did not enroll. With the inability to make contact with every program applicant, it was impossible to measure the motivation of applicants to more thoroughly gauge their interest in the program and the extent of their program involvement beyond their graduation status. As the comparison sample was based on individuals who applied to the *Building Bridges* program, selection bias remains a concern even though an attempt was made to control for it statistically.

Use of existing public records. In part due to the retrospective nature of the study and limited programmatic data, the evaluation of the *Building Bridges* program used existing public records. As described in the evaluation methods, difficulty in extracting appropriate and complete data

from existing management information systems compounded the challenges in the data collection process overall. Variations in data input, data definitions, and coding further complicated the analysis. Specifically, each criminal history data source included different data with source-specific coding which together provided a relatively complete basic arrest history with some overlap. While each source individually may have provided more detail for some arrests, there was concern about missing data due to jurisdiction (e.g., State versus county arrests). Additionally, wage history data were reported in a quarterly format that did not readily allow for a determination of an individual's employment at a given time, at what level, and for how long. Therefore, employment status was extrapolated from income; if an individual earned any wages in a particular quarter, he or she was considered employed for that period of time. Furthermore, time was measured in varying formats (e.g., daily, by quarters) by data source making it difficult to triangulate data and discern across data sources a timeline for each individual. An unclear relationship also existed between supervision and recidivism data due to the required definitions for recidivism (re-arrest) and successful supervision (violation). This theoretical relationship precluded an investigation of successful supervision and its impact on recidivism.

Program Evolution

The program's loss of substantive funding sources in the middle of the evaluation led to changes in the evaluation design and data collection. As a result, limited programmatic data were available for the study sample, making it difficult to ascertain specific program services provided to each participant beyond their graduation status. It is clear from the evaluation results that program dosage influences the effectiveness of the program, and there may be specific components of the curriculum that influence success or a minimum amount of exposure time for participants to be able to apply the concepts presented. A key limitation of the study was the inability to isolate program services responsible for any and all effects shown, making replication of the program and its effects difficult.

Community-Based Resources

Chattanooga Endeavors had a well-established reputation in the Hamilton County, Tennessee area and this may have been a key contributor to graduates' success with employers. As improving community acceptance of ex-offenders was part of the primary program goals and activities, the specific cause of programmatic effects cannot be isolated. It cannot be determined if the specific services offered by the *Building Bridges* program to program participants were the only influential factor in graduate success. Additionally, the extent to which program participants sought assistance from other service agencies in the community was not thoroughly assessed. Additional resources possibly were important contributors to the success of program participants.

2.2 Strengths

The primary strengths of the evaluation included the ability to implement a sound evaluation design despite programmatic changes and the ability to use existing public records data to assess programmatic effects.

Study Design

The longitudinal design of the study allowed for a minimum of 18 months follow-up for all data of interest. Having observations from multiple time points provided for a more reliable and accurate

assessment of the effects of the program. In addition, despite the inability to follow a randomized control design, the evaluation was able to control for selection bias through propensity scoring and matching analyses. This method of matching is increasingly common, especially when randomized control designs are not feasible or unethical, and produces results that reasonably control for self-selection.

Integrity of the Data

A complete criminal history was developed for 99 percent of the sample by merging data from five varied sources representing county, State, and Federal data. The data provided by NCIC and the NFF are acknowledged as standard and reliable sources in criminal justice research. Additionally, State labor data provided by the Tennessee Department of Labor and Workforce Development also are considered a standard and reliable source. In addition, demographic data were available for 100 percent of the sample population, which allowed for more appropriate propensity matching and greater accuracy in the interpretation of results.

3. Conclusion

The evaluation results suggest that *Building Bridges* was successful in achieving its mission of increasing the employability of ex-offenders. However, this increase in employment did not translate to reduced risk of recidivism. Additionally, the impact of *Building Bridges* differed for graduates of the program and those who entered the program but did not graduate. The extent of this difference had significant implications for both recidivism and costs such that non-graduates were more likely to recidivate and had increased societal costs. Overall, *Building Bridges* was successful in addressing employment for ex-offenders if they graduated from the program

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Appendix A:
Building Bridges Process Evaluation Report

CALIBER

CHATTANOOGA ENDEAVORS BUILDING BRIDGES PROGRAM EVALUATION: PROCESS EVALUATION DATA REPORT

Final Report

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National Institute of Justice
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I. INTRODUCTION

I. INTRODUCTION

This report describes the process evaluation of Chattanooga Endeavors Building Bridges program conducted under grant number 2003-DD-BX-1016. The data reported were collected over a 10-month period between December 2003 and October 2004. The report is comprised of this introductory chapter, an additional five chapters, and three appendices:

Chapter II: Literature Review. This chapter provides a review of the literature related to offender reentry. The review focuses specifically on defining the scope of the issues, and what is known about the factors that support, or create barriers for, ex-offenders as they reenter their communities after a period of incarceration. It also provides a review of existing practices in the field particularly related to employment-focused programs.

Chapter III: Program Overview. The third chapter provides an overview of the Building Bridges program as implemented through December 2004. It includes the program mission and vision as well as several exhibits describing program operations and client flow. This chapter is based on the year 1 site visit and interviews with program staff conducted December 2003 as well as program materials and client data. [Please note that based on budgetary constraints, the program was significantly revised in January 2005.]

Chapter IV: Job Analysis. The fourth chapter describes a job analysis conducted with program staff in the spring and summer of 2004. Specifically, this chapter offers a detailed analysis of program staffing discussing the main tasks performed by each staff member and highlighting areas of overlap or gaps in activities.

Chapter V: Stakeholder Survey Results. This chapter reviews the information collected through a series of interviews with program stakeholders. The stakeholders were defined as members of the Chattanooga Reentry Roundtable and represent a wide range of individuals and organizations involved in local reentry efforts. The interviews were conducted during the Spring of 2004.

Chapter VI: Discussion and Next Steps. The report concludes with a brief discussion of the information gathered to date in the context of the program goals and the literature in the field of offender reentry. It also describes the proposed next steps in the evaluation.

Appendix A. Appendix A contains a matrix summarizing a list of existing employment focused reentry programs in the United States.

Appendix B. Appendix B contains complete job analysis results for each program position.

Appendix C. Appendix C contains a list of references cited throughout the report.

This report is the first in a planned series of evaluation reports. Additional reports are planned for 2005 and 2006.

II. LITERATURE REVIEW

II. LITERATURE REVIEW

Offender reentry and its effects on communities and individuals has become an increasing large problem over the past decade. In part, this is because of the substantial growth in the number of individuals that enter, and are released, from the justice system. In 2003 there were more than two million people incarcerated in United States' prisons and jails (Harrison & Karberg, 2004) and, on average, over 600,000 offenders are released from prison every year. At the end of 2003, there were an estimated 4.8 million offenders under some type of community supervision such as parole or probation (Bureau of Justice Statistics, 2004b).

But, the reentry issue is not just about the number of people that are reentering communities; it is also that a majority of offenders released from justice institutions commit new criminal offenses. According to one study, although 41 percent of state parolees successfully completed their terms of supervision, a substantial number were re-arrested, re-convicted or returned to prison (Hughes, Wilson & Beck, 2001). A study published by the Bureau of Justice Assistance (BJA) in 2002 tracked ex-offenders released from 15 prisons in 1994. Of those studied, an estimated 68 percent were re-arrested for a felony or serious misdemeanor within 3 years, 47 percent were re-convicted, and 25 percent re-sentenced to prison for a new crime (Langan & Levin, 2002). When combined with those offenders returned to prison for a parole violation, the percent of those re-imprisoned within three years of release increased to 52 percent. Nationally, it is estimated that approximately 32 to 60 percent of offenders will re-offend within three years of their release from prison. The public safety and public costs of these crimes is damaging to communities as well as to the individuals that are directly and indirectly victimized.

Community capacity, with regard to supporting this population, is also a serious reentry issue. Recent data show that a larger percentage of people being released from prisons were convicted of more serious crimes and may have more serious service needs (Glaze, 2002; Hughes, 2001). Hammett, Roberts, and Kennedy (2001) suggest that, if not addressed, these needs increase the likelihood that an individual will be reincarcerated. Specifically, without services and support, many ex-offenders will find themselves in the same situations that originally contributed to their criminal activity (Buck, 2000; Petersilia, 2003). Even more challenging, with at least one conviction, they will be in worse positions than before they were incarcerated. Therefore, it is imperative to understand how to best meet the needs of these offenders and of the communities to which they return to ensure public safety and the quality of life of community members and ex-offenders.

1. CORRELATES TO RECIDIVISM

To improve reentry outcomes for ex-offenders and communities, it is important to understand the range of challenges they face.

1.1 Justice History

One important correlate to recidivism is the type of crime for which an offender was most recently incarcerated (Langan & Levin, 2002). Exhibit II-1, adapted from a study by Langan and Levin, 2002, shows that while almost half of violent offenders were rearrested, the rate of rearrest jumps to approximately three quarters for property offenders.

EXHIBIT II-1
PERCENTAGE OF EX-OFFENDERS RE-ARRESTED POST-REENTRY

Crime Category	Type of Crime	Percent
Violent	Murder	40.7
Violent	Rape	46.0
Property	Robbery	70.2
Property	Burglary	74.0
Property	Larceny	74.6
Property	Motor Vehicle	78.8
Property	Stolen Property (General)	77.4
Property	Illegal Weapons	70.2

A 2004 study published by the Bureau of Justice Statistics (BJS) also shows the trend towards increased numbers of reconvictions for drug offenses. Specifically, ex-offenders convicted of drug offenses in five States—California, Florida, Illinois, New York, and Texas—since 1990 accounted for nearly half of all releases from state prison in 2001 (Bureau of Justice Statistics, 2004c). As many drug offenders also have substance abuse treatment needs, this trend becomes important in the development of an approach for serving this growing ex-offender population.

According to the BJS, among state prisoners released in 1999, more than half had been incarcerated at least once before with 25 percent having at least three prior incarcerations. Interpersonal networks are disrupted by incarceration, which results in a reduction in the capacity of family and interpersonal support networks (Clear, Rose, & Ryder, 2001). The reappearance of the ex-offender into the family unit may strain or sever bonds already loosened by the incarceration. A return to the family may also create economic hardships if the ex-offender is not able to contribute finacially. Moreover, social and extended relationships are hampered by the loss of contact during the incarceration. The cycle of reoffending and reincarceration has a cummulative negative effect on ex-offenders' relationships with family, friends and the larger

community. It also has a disruptive effect on employment history as their period of incarceration removes them from the work force. This disruption results in less work experience (Freeman, 2003), and research has shown that skill level and work experience have strong effects on reentry outcomes (Finn & Willoughby, 1996).

A study published by the BJS reported that, on average, released offenders had served approximately 25 to 30 months in prison (Bureau of Justice Statistics, 2004a). Similar to the issues related to repeated imprisonment, the longer one is incarcerated, the more likely it is that personal and proffesional relationships will suffer. But, long periods of incarceration have the additional result that upon release ex-offenders will be less prepared to deal with the societal changes that effect every aspect of daily life. For example, the increased use of personal cellular phones and decreased availability of public phones, the decreased use of cash and checks and increased use of credit and debit cards, or reductions in manual labor jobs and increased needs for job applicants to have computer and other technical skills. A meta-analysis of 50 studies analyzing the impact of incarceration on recidivism found a link between longer prison sentences and recidivism (Visher & Travis, 2003).

1.2 Community Acceptance

On a community level, ex-offenders face specific barriers to their successful transition back into society. The community's capacity to absorb the reentering ex-offenders depends on a variety of factors: employment rates, housing availability, crime rates, and the services available to ex-offenders. In addition to these objective and measurable factors, is another factor that is much harder to gauge: community attitude towards ex-offenders. Given the direct and indirect support ex-offenders need for successful community reentry, the willingness of the community to address the challenges of prisoner re-entry is also a factor (Visher & Travis, 2003). A primary concern for many communities is public safety, which they believe will be negatively impacted by returning ex-offenders. This concern is not without support as research has shown a positive correlation between neighborhood re-entry rates and local crime rates (Clear et al., 2001). So, "the influx of re-entering ex-offenders creates a shift that is not always welcome by the community" (Rodberg, 2001).

1.3 Service Availability

Upon release ex-offenders have to address their basic needs for food, clothing and shelter. But, at the same time, they may have trouble meeting those needs in the face of policies that bar ex-offenders from existing services. In addition, they may face a low availability of services in a given community based on low community tolerance for having services, such as substance abuse treatment centers or "halfway" houses, located in their vicinity (Hartwell, 2004).

With regard to housing, some ex-offenders are unable to return to the communities in which they lived prior to incarceration either because of public policies or probation or parole restrictions. For example, the Public Assistance Law excludes ex-offenders from public housing and some ex-offenders will have to secure "drug-free housing" as a condition of their release. Another law affecting ex-offenders is the 1996 Federal welfare law, which includes the Personal Responsibility and Work Opportunity Reconciliation Act, and bars those with drug convictions from receiving Federal welfare and food stamp benefits. With regard to being able to secure employment, in some cases, ex-offenders may be ineligible for Federal programs designed to help hard-to-employ populations. In other instances, state laws bar or impose restrictions on hiring ex-offenders in certain professions. For example, the professions of law, real estate, medicine, nursing, physical therapy, and education are forbidden from hiring ex-offenders (Travis et al., 2001).

1.4 Individual Characteristics and Capacity

Individual level challenges that were present before their incarceration, and may have directly contributed to offending behaviors, continue to be issues during the reentry process. Many of these challenges are inter-related and several are described below:

- **Employability.** According to Saylor and Gaes (1996), in a study of post-release employment programs, ex-offenders tend to suffer from a "wage penalty" wherein they earn less than non-offenders. In another study, although the results were not statistically significant, they did show a link between lack of suitable employment and recidivism (Buck, 2000). Statistics from the New York State Department of Labor show that 83 percent of ex-offenders who violate probation or parole are unemployed at the time of violation (Center for Employment Opportunities, 2004). Further research shows that "a 10 percent decrease in an individual's wages is associated with 10 to 20 percent increase in his or her criminal activity and the likelihood of incarceration (Travis, Solomon and Waul, 2001).

- **Interpersonal skills.** A lack of appropriate conflict management and interpersonal skills is another challenge unique to ex-offenders. There is an indication that lengthy exposure to the harsh, impersonal conditions of prison life may have short- and/or long-term effects on an ex-offender's ability to readjust to society (Visher & Travis, 2003). In effect, ex-offenders suspend the social skills necessary to interact in mainstream society while incarcerated. Therefore, it requires time for ex-offenders to recall and implement appropriate communication and social skills when interacting with people outside of imprisonment. This is important to note because the majority of model programs providing post-release services to ex-offenders focus on "hard skills" like searching and applying for jobs and vocational training, over "soft skills" like appropriate dress, communication, and job survival. Consequently, programs designed to assist ex-offenders are beginning to add interpersonal and life skills components to their programs.

- **Compromised health status.** According to a 1997 study, almost 25 percent of all people living with HIV and AIDS were releasees from a correctional facility and the majority (80%) of ex-offenders had some type of alcohol or drug problem while incarcerated (Hammett, Roberts & Kennedy, 2001). Approximately 87 percent of ex-offenders had a mental health service history prior to imprisonment. This history primarily involved treatment for bipolar disorder, schizophrenia/psychosis, major depression, or post-traumatic stress disorder (Hammett et al., 2001). A study by Hammett et al. (2001) on health-related issues in prisoner re-entry revealed that health problems not treated while incarcerated become community problems upon release. Additionally, many ex-offenders cannot afford or do not qualify for federally funded or state-funded medical assistance programs such as Medicaid, Social Security Insurance (SSI) or the AIDS Drug Assistance Program (ADAP). Applying for enrollment, or achieving coverage under other medical plans, creates a post-release gap in services that can create negative consequences for ex-offenders in need of care (Hammett et al., 2001). With regard to substance abuse treatment, in many cases individuals that do not have current substance abuse problems, including testing positive for substances or self-reported usage in the previous 30 days, are not eligible for public treatment services. This creates a barrier for ex-offenders who may have been detoxified while incarcerated and even remained drug-free while incarcerated, but did not receive needed substance abuse treatment that will allow them to remain drug free while in the community.

- **Race/ethnicity, age and gender.** Data indicate that returning ex-offenders are likely to be black males aged 30-34 (Bureau of Justice Statistics, 2004a). In terms of race and gender, a Bonczar and Beck (1997) study on the spatial concentration of incarceration supports this assertion. Their study revealed that incarcertation affects minority males more than others. In fact, men are eight times more likely to go to prison than women and the probability of African American men spending time in prison is 28.5 per 100 (Clear et al., 2001). With regard to women, although the percentage of incarcerated women is a fraction of incarcerated males, their rates are growing and their service needs and reasons for reoffending tend to be quite different from those of men. In 1998 alone, 3.2 million women were arrested and over 950,000 women were under the care, custody, and control of correctional agencies, which includes probation and parole. The majority of these women were incarcerated for drug-related offenses. Health and mental health data for women show that they suffer from high rates of HIV, sexually transmitted diseases, and histories of sexual abuse that compromise their health. Moreover, 50 percent of all incarcerated women report using alcohol or drugs prior to arrest (Richie, 2001).

Societal barriers like changes in criminal justice policies, lack of faith in offender rehabilitation, reduction in appropriate social services and support, low employability, negative conflict and behavioral management skills, and scarce work histories enhance family challenges, feelings of alienation, and lack of hope. These challenges are oftentimes exacerbated by physical health, mental health and substance abuse histories. All of these factors create barriers to successful offender reentry and contribute to an environment in which recidivism is more likely.

2. REENTRY PROGRAMS

Research has revealed that programs aimed at assisting ex-offenders must be able to address the special needs of this population in order to fully reintegrate ex-offenders into society. Ideally, such assistance would start while offenders were incarcerated and continue post-release. In fact, several model programs and initiatives have been implemented to assist ex-offenders on a variety of levels. The Federal Bureau of Prisons launched the Inmate Placement Program Branch in 1996. They held mock job fairs in Federal prisons, posted job openings, established employment resource centers to help inmates prepare resumes and access jobs, worked with inmates to establish portfolios of documents relevant to employment, and served as a clearinghouse and resource of inmate employment-enhancement programs. State corrections officials in Georgia, Maryland and Ohio also provide employment services for offender populations. All three states work with Federal agencies like the U.S. Departments of Justice and Labor as well as community-based organizations to provide in-prison and post-release employment services (Buck, 2000).

There are an estimated 200 transitional and post-release programs targeted towards ex-offenders nationwide and the literature provides a plethora of information on these programs. The majority of programs, while started as grassroots, faith-based, or small non-profit efforts, have grown into large-scale, professional organizations. These programs overwhelmingly operate in states where the statistically highest rates of ex-offenders are released as indicated by the BJS.

2.1 Model Program Components

The components of community-based programs mirror one another in their efforts to assist ex-offenders in transitioning back into society and are defined by the services they provide. For example, the majority of model programs described in the literature provide job readiness, job placement, and skills training, while others include additional educational, post-placement, and human/social/family support services. A small number of programs offer paid transitional employment; peer counseling, interaction or modeling; and behavior and attitudinal training. A tiny fraction provide psycho-educational course curricula designed to re-socialize or help ex-offenders deal with interpersonal skills and maladaptive behaviors that would make employment difficult. Overall, most reentry programs include the following components (Appendix A contains a summary of the programs reviewed in the development of this list):

- **Recruitment and participant selection.** Recruitment can occur in one of two ways: automatic placement and voluntary placement. An ex-offender can be assigned to a program as an automatic requirement of their release or others are simply referred or encouraged to become a part of such programs. Ex-offenders can also voluntarily

place themselves in these programs (Buck, 2000). They learn about programs from prison administrators, social workers, probation and parole officers, and other ex-offenders.

- **Pre-training and preparation.** Given that some of the barriers to employment include lack of education, no work history, and behavioral barriers, programs have implemented education and GED training, computer skills training, and role modeling to prepare ex-offenders for employment in a mainstream environment. Many of the life skills training components are helpful in preparing ex-offenders for the different cultural environment of the work-a-day world.

- **Skills training.** The result of research on job retention revealed that long-term job retention is dependent upon skill development (Buck, 2000). Job readiness services may include resume preparation, employer referrals, job-specific readiness training, and funding for work uniforms, tools, transportation, and job training. Specialized services may include workshops on work-related life skills topics such as tax preparation, budgeting, driver license restoration, and job interviews. Program case managers assist participants with resume writing, developing interviewing techniques, and ways to deal with gaps in their employment histories. They also assist with appropriate dress and attitude.

- **In-program support.** A variety of programs provide other types of in-program support to include emergency assistance (e.g., food, clothing, and financial assistance with utilities and rent), counseling to help ex-offenders deal with emotional and cognitive effects of incarceration, mentoring, resource matching and personal goal setting. Participants work with case managers to prioritize personal goals, employment objectives, education and housing needs, and to work on family relationships, substance abuse issues, health/mental health issues, and avoiding recidivism.

- **Placement services.** Some of the methods for placing ex-offenders in jobs have included skills matching or reviewing the education level and work experience of the program participant and then contacting employers to identify potential placements. A number of community programs have even implemented their own economic development initiatives that provide jobs and job training. Generally, these are transitional strategies that do not guarantee long-term employment or job placement.

- **Post-placement retention services.** Post-placement retention services include activities that assist in keeping ex-offenders in jobs once they are placed. These services can range from childcare and transportation to housing and substance abuse treatment, and generally requires referral or collaboration with other service agencies (Buck, 2000). Some programs hire job specialists to maintain a link between the program, the employer, and the employee/ex-offender. This link keeps a three-way line of communication open to proactively resolve issues that may affect job retention.

According to Buck (2000), there is no consensus on the goal of employment-focused programs for ex-offenders nor is there consensus on how success should be measured. Outcome measures do and can include job placement, retention or recidivism rates. The type of job (i.e., industry with good benefits and higher wages vs. transitional) and the participant's motivation and reliability (demonstrated by high attendance and short stays in transitional work) are considered factors that improve job retention (Buck, 2000). Issues that may affect retention include work experience, social support systems, and fringe benefits. Model programs with measurable success rates provide ongoing case management, maintain good working relationships with probation and parole officers, and maintain strong connections with employers.

3. CONCLUSION

Offender reentry is a serious problem in the United States in terms of sheer number of offenders released from justice institutions, and their multiple and serious service needs. In addition, there are significant policy and community-level considerations. But, there is growing research suggesting that there are ways to improve offenders' reentry outcomes. The literature also illustrates the link between employment and recidivism and provides ample support for the strategies employed by the Chattanooga Endeavors Building Bridges program. The next Chapter in this report describes the Chattanooga Endeavors Building Bridges program.

III. PROGRAM OVERVIEW

III. PROGRAM OVERVIEW

Chattanooga Endeavors is part of a "new breed" of programs that take a holistic, trust building approach to serving the reentry population[1]. Chattanooga Endeavors' approach is based on the theory, supported by research (Buck, 2000; Turner & Petersilia, 1996; Dion, Derr, Anderson, and Pavetti, 1999), that employment reduces factors that lead to crime and demonstrates an individual's commitment to living as a productive member of the community. Chattanooga Endeavors recognizes that most offenders have trouble finding or maintaining employment because of many of the issues described in Chapter 2 of this report. Through December 2004, Chattanooga Endeavors addressed these barriers through a 6-week intensive program combined with less intensive case management and mentoring services that continue for up to 12-months. The specifics of the program are described in more detail in the remainder of this chapter.

1. PROGRAM HISTORY

Chattanooga Endeavors originally started as a demonstration project of Dismas House. Dismas House was a transitional living house that provided limited employment services. But, some staff thought that greater benefits to a larger number of clients could be achieved by changing their focus from housing services to preparing ex-offenders for the workforce. Therefore, in 1999 the program was reincorporated as Chattanooga Endeavors and focused on employability training and job placement in Chattanooga and the surrounding county. The program is staffed by 10 people and has a 24 person board of directors.

2. PROGRAM MISSION

The primary purpose of the Chattanooga Endeavors program is to increase the likelihood that offenders released into the Hamilton County (Chattanooga), Tennessee area will avoid re-arrest and re-incarceration. The program is based on the idea that it takes time for ex-offenders to become reintegrated into their community and that ex-offenders need support throughout the reintegration process. The stated program mission is offered below:

> "To restore ex-offenders to productive roles in society through training, counseling and education programs that remove the barriers to meaningful employment and that teach the skills needed to enter the workforce and to live within the law." Excerpt from the *CHATTANOOGA ENDEAVORS, INC.: STRATEGY & GOALS (Jan thru Dec 2004)*

[1] Additional examples of the "new breed" of programs include Opportunities to Succeed Program (Rossman, 1998), Texas' Project RIO (Finn, 1998), The Center for Employment Opportunities (Finn, 1998), and Chicago's Safer Foundation (Finn, 1998)

The program attempts to remove barriers and support its clients through simultaneously improving the community's capacity to accept ex-offenders and increasing their clients' ability to contribute to the community. Exhibit III-1 shows the community-level and individual-level barriers that the Chattanooga Endeavors Building Bridges program addresses.

EXHIBIT III-1
BARRIERS ADDRESSED BY PROGRAM

Community Level	Individual Level
■ Stereotypes/stigma regarding offenders ■ Employment opportunities ■ Service availability and quality (e.g., housing, child care) ■ Interagency relationships (e.g., information sharing, service gaps, coordination of services) ■ Community restoration/making the community whole ■ Community cohesiveness and quality of life	■ Ineffective interpersonal communication and functioning ■ Lifestyle sustainability (e.g., realistic goals and expectations) ■ Skill levels (vocational/personal) ■ Poor coping mechanisms (e.g. substances, avoiding responsibility, anger) ■ Coming to terms with past experiences and behaviors ■ A lack of a sense of hope/belief in the future

3. PROGRAM LOGIC MODEL

To address the barriers shown in Exhibit III-1, Chattanooga Endeavors focuses attention on program improvement and sustainability as well as direct client service. The program logic model, shown in Exhibit III-2, provides an overview of the activities conducted by Chattanooga Endeavors staff as well as the path through which they attempt to meet their goals of reducing recidivism and increasing client employment.

Assumptions. As stated in the program mission, the program operates based on the theory that in order to break the cycle of crime and re incarceration, ex-offenders need support to improve their ability to live within the law and that an important part of that ability is based on being able to financially support themselves and their families through obtaining and maintaining employment. While there are other factors, such as substance abuse and housing instability, that increase ex-offenders' likelihood of reincarceration, the Chattanooga Endeavors Building Bridges program's primary focus is on employment readiness and support.

Inputs. In 2003, the most recent complete year of operations, the program had revenues of $365,909. The bulk of the program's revenue, 81percent, was derived from Federal grants with the remainder representing private contributions, investments, and program services. The program also reported assets of $13,169. Other resources available to the program were the human resources of its staff and volunteers, and the building, which is leased to them at a reduced rate.

EXHIBIT III-2
PROGRAM LOGIC MODEL

ASSUMPTIONS: *Increased support and employment decrease recidivism and re-institutionalization*

Situation Analysis	Priority Setting	Inputs ⇨	Activities ⇨	Outputs ⇨	Outcomes ⇨		Impacts
Problem Identification 1. High recidivism rates 2. Poor decision-making by ex-offenders 3. Barriers to employment among ex-offenders 4. Low community support for ex-offenders	Mission goals 1. Reduce recidivism 2. Improve decision-making skills 3. Reduce barriers to employment 4. Increase community support	Resources and contributions 1. Staff 2. Volunteers 3. Consultants 4. Building 5. Grants 6. Relationships	Client services 1. Recruitment 2. Admission 3. CB Workshop 4. Course work 5. CM 6. Support groups 7. Educ. classes 8. AOD classes 9. Drug Testing 10. Job search Community Services 1. Interagency communication 2. Community outreach/ marketing	Hours of service provided Number of service referrals Number of clients served Hours of communication Number of people/ organizations worked with	<u>Initial</u> Improved attitudes (clients and community members) Increased skills (clients) Increased community awareness of program/ issues	<u>Intermediate</u> Improved behaviors (clients and community) Changes in organizational practices	<u>Long-term</u> Decreased recidivism Increased employment Increased community capacity

ENVIRONMENT: *City aggressively pursuing economic development; existing coalition to end the homeless, ground work of DISMAS house; using existing Delaney Street model; good reputation of Chattanooga Endeavors and Tim Dempsey; only employment program for ex-offenders in community.*

In addition to these tangible resources, the program has the hard to quantify resources of high regard in the community and of a moderate level of community capacity based on a community of providers that have worked together over the years and who are working towards the same goal.

Program Activities and Outputs. The Chattanooga Endeavors program employs a self-described three-phased approach. While the program employs client assessments, the results are not used for program admissions but rather to help link clients to ancillary services, place clients in either the substance abuse treatment or educational track, and help clients gain insight into their own strengths and weaknesses. The amount of service offered is consistent across clients.

- **Pre-training and preparation.** This is a 4-week component that focuses on "resocializing" the ex-offender by enhancing emotional intelligence and developing employability skills. These skills include communication, self-awareness, problem-solving, decision-making, personal interaction and team building. Clients participate in the program daily from 9:00 AM to 4: 00 PM and receive approximately 140 hours of service. This includes 30 hours of individual case management and three hours per week of either substance abuse counseling or educational skills building.

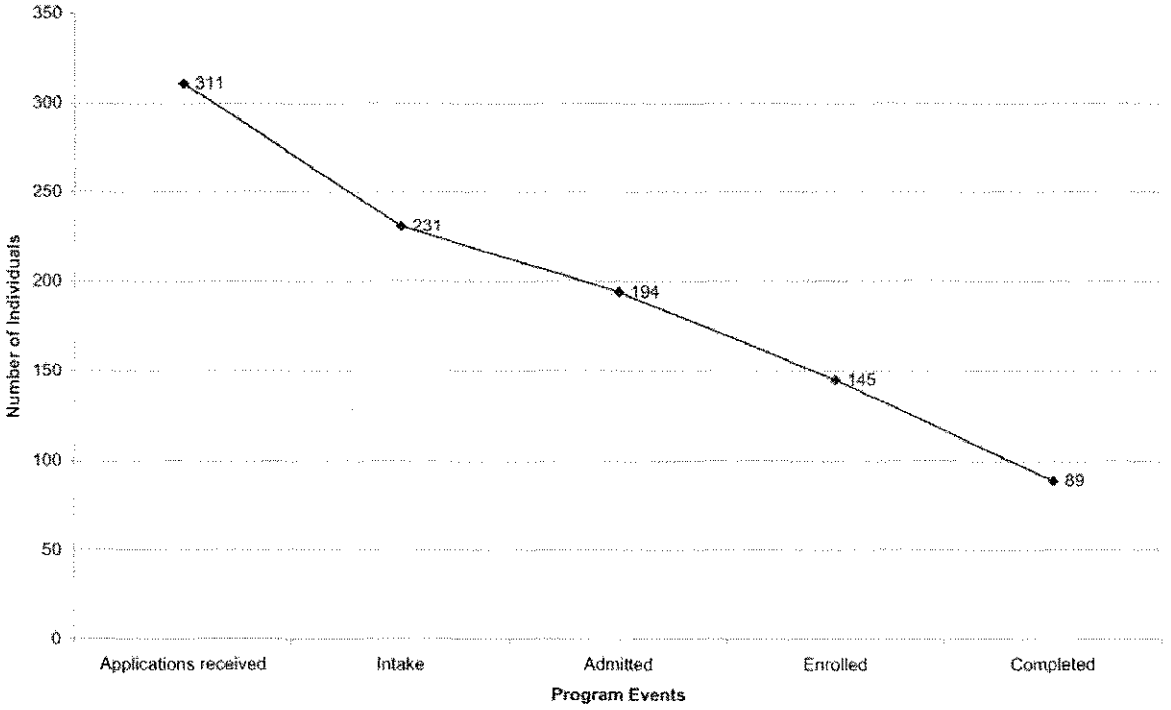
- **Skills training.** This is a 2-week component that teaches job search skills like networking, completing job applications, and interview preparation. Program participants are also encouraged to make realistic career goals with an emphasis on job retention skills such as meeting employer expectations, job survival and earning promotions. Clients receive approximately 40 hours of service.

- **Post-program retention services.** This component is designed to provide support following graduation from the program. For up to 46 weeks, program graduates attend monthly case management group sessions to share their experiences with fellow program participants. Using this format, the graduate receives follow-up support, reinforcement for the positive steps s/he is taking, and preparation for advancement in their jobs. The amount of service offered is approximately 20 hours, but there are mentoring and other services that clients can access. For this component hours of service received per client vary.

While not separate components, the program also engages in recruitment and outreach activities to attract clients, and provides individualized in-program support. The only model program component not offered is traditional placement services. In addition, the program also relies on a coalition of community organizations to link clients with other services such as the Chattanooga Neighborhood Enterprise for housing and the Community Coalition Against Domestic Violence. While this coalition is mentioned as an input, it also constitutes a program component because one manifestation of this coalition is the Chattanooga Reentry Roundtable, founded in December 2003 and described in more detail in Chapter V. The Roundtable provides a forum for Chattanooga Endeavors' clients to participate in the community capacity building process.

Client Flow. During the 12-month period between October 2003 and September 2004, the program ran nine 6-week sessions. As shown in Exhibit III-3, the program received applications from 311 people. Of those, 231 were processed for intake with 194 clients being admitted to the program and 145 enrolling in the program. During this period, 89 clients successfully completed their program requirements. This translates to a 45 percent completion rate among those admitted to the programs but a 61 percent completion rate among clients that actually enrolled in the program. These rates are consistent with program estimates and the results of an evaluability assessment.

EXHIBIT III-3
12-MONTH CLIENT FLOW



Client Demographics. Client demographic information is available for 109 clients enrolled in the program between January 2004 and July 2004.

- **Age.** The median client age was 30 years old with a range from 18 to 61 years old.
- **Gender.** The majority, 66 percent, of clients were male.
- **Race.** Seventy percent of the clients served were African American and 26 percent were Caucasian. Four percent self reported another race.

- **Education.** Fifty-three percent of clients had a high school education and 44 percent had received at least some vocational training. For the 41 clients for whom educational assessment data were available, their average level of academic skill was at a 6th to 8th grade level.

Clients enrolled in the Chattanooga Endeavors program for a variety of reasons, including some clients who enrolled for more than one reason. These included 79 percent who reported an interest in employment training, 31 percent in relapse prevention, 31 percent in obtaining a GED and 52 percent in improving their computer skills.

Program Goals/Outcomes. The primary outcomes of the Chattanooga Endeavors Building Bridges program are described in terms of the short term, intermediate, and long terms outcomes of the program for both clients and the larger community.

The short-term, or immediate, outcomes for the program are increasing knowledge about the program within Hamilton County and changing clients' attitudes and skills. The specific areas for client attitude change are listed below:

- Creating a more positive outlook on life
- Instilling a belief that they are capable of positive change
- Increasing client comfort being open and sharing personal information including repairing damaged relationships
- Creating a willingness to divorce themselves from negative influences, behaviors, and people (referred to within the program as "poisoning the well").

The skills that clients are expected to develop while in the program include the following:

- Communication
- Being able to act in a civil manner even during difficult situations
- Being able to function in "straight" society and within the constraints of a job (referred to within the program as "working the man")
- Being able to present themselves appropriately in different situations both in terms of attitude and appearance (referred to within the program as "playing with masks")
- Increased educational ability
- Ability to build and use a personal support group.

The primary intermediate term outcomes include changes in client behaviors and which reflect the skills learned in the program. For example, clients are expected to remain drug-free and employed, avoid arrest, and complete their justice requirements. Intermediate term community-level outcomes are to change the practices of local employers and service providers in order to increase the jobs and services available to, and appropriate for, ex-offenders.

Long-term client-level outcomes of the program include continued employment, and continued avoidance of arrest, conviction and re incarceration. In the long-term, the program strives to increase community capacity to support ex-offenders and their reintegration processes.

Contextual Factors. The city of Chattanooga has been aggressively pursuing economic development which increases its impetus to effectively deal with reentry issues and may increase the number of jobs available to ex-offenders. As of December 2003, the city was also considering ending its administration of curbside pick up of recyclables and this may present an opportunity for Chattanooga Endeavors to take over this function. This would result in the program having an income producing activity that would provide employment opportunities for clients and contribute to program sustainability. Another important contextual element is that Hamilton County has a history of collaboration among service providers and Chattanooga Endeavors is specifically building on relationships developed as part of the existing Coalition to End Homelessness. Chattanooga Endeavors also has several program specific factors working in its favor. These include that it was an outgrowth of an existing program that had a history and local track record and that it is using an existing effective practice (the Delaney Street model[2]). Further, the program and its staff have a good reputation in the community. Less positively, the program, during their fiscal year 2003, ran at a deficit with expenses running 13 percent over revenue. In addition, the program's heavy reliance on a single Federal grant may create problems upon the conclusion of the grant.

[2] This model involves a non-profit organization operating a commercial enterprise that is both staffed by program clients and provides financial support for the non-profit services provided.

IV. JOB ANALYSIS

IV. JOB ANALYSIS

1. PURPOSE

This chapter describes the purpose, methods, and results of the job analyses conducted from May 2004 through August 2004 for 10 positions within the Chattanooga Endeavors Building Bridges program. The primary purpose of these job analyses was to gather data for use in defining the content of each position within the Chattanooga Endeavors program. An additional objective for this work was to obtain information for each position that is specific enough to allow other organizations that wish to emulate the Chattanooga Endeavors program, to hire staff that posses the competencies necessary to perform the duties of their respective positions. In this chapter, we provide a review of the results of the job analyses across all 10 staff positions. More specific information for each position is provided in Appendix B. It is the information in these appendices that will be of most help to organizations that desire to replicate the staffing structure at Chattanooga Endeavors.

2. OVERVIEW OF APPROACH TO JOB ANALYSIS

To ensure that our job analysis process is able to capture the relevant information about each position examined, we incorporated the following features into our approach:

- **Gather and review information.** We used as many relevant sources of information as possible to ensure that we could capture the full scope of each position. To this end, we used sources such as the Federal Government's Occupation Information Network (O*NET) as well as job descriptions and job analysis information for positions in programs similar to Chattanooga Endeavors. We also used phone interviews to discuss the positions with the incumbents in each job and existing job-related information provided by Chattanooga Endeavors.

- **Involve subject matter experts (SMEs).** In this job analysis effort, because of the small size of the program, we considered the incumbents as the subject matter experts. Because of their intimate knowledge of the program and their role within it incumbent involvement is critical to the analysis process. In addition to speaking with incumbents during the initial collection of job relevant data, we involved incumbents a second time with the review of draft items related to their position. This review allowed for an additional check of job-relevant information before job analysis ratings were gathered.

- **Obtain job analysis data.** Job analysis questionnaires typically ask SMEs to make numeric ratings on different characteristics of job dimensions, job functions, and the associated knowledge, skills, and abilities (KSAs) needed to perform them. Such ratings are advantageous because they are easily summarized and permit the objective identification of critical job components. To this end, each incumbent completed a job analysis questionnaire for his or her position. These questionnaires also allowed

incumbents one last chance to add or modify the job dimensions, job functions, and/or KSAs associated with their positions.

- **Identify critical job dimensions, job functions, and KSAs.** Using data from the job analysis questionnaires, we identified critical job dimensions, job functions, and the KSAs that incumbents indicated were needed for successful performance in their positions. Additionally, the ratings made on the job dimensions, job functions, and KSAs allowed us to make determinations about which of these dimensions and functions applicants must be able to perform and which KSAs applicants must possess on their first day of work.

- **Adhere to professional guidance.** We have constructed our approach to follow well-established professional guidance (*Standards for educational and psychological testing* [American Educational Research Association, American Psychological Association, & National Council on Measurement in Education, 1999]; *Principles for the validation and use of personnel selection procedures* [Society for Industrial and Organizational Psychology, Inc., 1987]; *Uniform guidelines on employee selection procedures* [Equal Employment Opportunity Commission, Civil Service Commission, Department of Labor, & Department of Justice, 1978]).

The remainder of this chapter describes the method and results of our job analysis efforts in more detail.

3. METHOD

To conduct this job analysis, we engaged in the following steps:

- Gather background information
- Submit draft job analysis items to position incumbent
- Administer job analysis questionnaires
- Analyze data.

These steps are described below.

3.1 Gather Background Information

The first step in our job analysis process was to gather documents and other pieces of information about each position. The major purpose of reviewing the background information was to assist us in the development of draft job dimension, job function, and KSA lists. After reviewing the background information, we created draft lists for each position. These draft lists provided the basic content for subsequent job analysis work.

We used as many relevant sources of information as possible to ensure that we could capture the full scope of each position. To accomplish this task, we used sources such as the Federal Government's Occupation Information Network (O*NET), job descriptions and job analysis information for positions in programs similar to Chattanooga Endeavors, we used phone interviews to discuss the positions with the incumbent or, when possible, his or her supervisor. We also used existing job-related information provide by Chattanooga Endeavors. Each of these sources provided a unique perspective for developing a comprehensive understanding of each position.

3.2 Submit Draft Job Analysis Items to Position Incumbents

The purpose of this step was to review and finalize the draft lists of job dimensions, job functions, and KSAs that were developed in previous steps. For the review of the draft items we distributed the draft lists of KSAs and asked each incumbent to conduct an independent review of the draft lists and to make note of any changes, additions, or comments. Caliber staff reviewed the completed forms and phone interviews were conducted, as needed, to clarify the information provided by the incumbents. Based on the information we gathered from these efforts, we refined the job dimensions, job functions, and KSA lists. The items were used in the *Job Analysis Questionnaire* (JAQ) administered to each incumbent.

3.3 Administer Job Analysis Questionnaire (JAQ)

We assembled all of the refined statements for job dimensions, job functions, and KSAs into a JAQ that we sent to the incumbent. In the JAQ the incumbent was first asked to review an existing position description and to make alterations to the description as he or she saw fit. Next, the incumbent was asked to rate the frequency with which each job dimension and job function was performed on the job. The incumbent was also asked to rate the importance of the job dimension and job function for effectively performing the job. Lastly, the incumbent was asked to rate whether a person would need to be able to perform the job dimension or job function upon entry into the job. These three questions were presented separately for each set of job dimensions and job functions. The discussion of this process is condensed here because the process was the same for each set of job dimensions and job functions. Examples of the rating scales used by incumbents are provided in Exhibit IV-1.

EXHIBIT IV-1
WORK TASK RATING SCALES

Job Dimension and Job Function Frequency Rating Scale:
How often is this job dimension performed on this job?
How often is this job function performed on this job?

0 = *Never*
1 = *A few times per year or less*
2 = *Once a month*
3 = *Once a week*
4 = *Once a day*
5 = *More than once a day*

Job Dimension and Job Function Importance Rating Scale:
How important is this job dimension for effectively performing this job?
How important is this job function for effectively performing this job?

0 = *Not important*
1 = *Somewhat important*
2 = *Important*
3 = *Very important*
4 = *Extremely important*

Needed at Entry Scale:
Would a person need to be able to perform this job dimension upon entry into the job?
Would a person need to be able to perform this job function upon entry into the job?

0 = *No*
1 = *Yes*

In the next section of the JAQ the incumbent was asked to rate a set of KSAs on two scales: 1) importance of the KSA for successful job performance and 2) necessity of the KSA at entry to the job. The set of KSAs used for each position consisted of the specific KSAs identified in the existing job description for each position and a set of "core" KSAs that were included in the JAQs for all positions. This "core" set of KSAs was used to possibly identify a common set of KSAs that apply across all positions at Chattanooga Endeavors. The incumbent made his or her judgments using the rating scales provided in Exhibit IV-2.

EXHIBIT IV-2
KNOWLEDGE, SKILL, AND ABILITY RATING SCALES

Knowledge, Skills, and Abilities Importance Rating Scale:
How important is this knowledge, skill, or ability for effectively performing this job?

0 = *Not important*
1 = *Somewhat important*
2 = *Important*
3 = *Very important*
4 = *Extremely important*

Knowledge, Skills and Abilities Necessary at Entry Rating Scale:
Must new employees have this knowledge, skill, or ability when they first start this job?

0 = *No*
1 = *Yes*

Within each job analysis questionnaire incumbents were given one last chance to add or modify the job dimensions, job functions, and the KSAs associated with their position. If incumbents made changes or additions to the KSA list, they were asked to make ratings on the new or modified items.

3.4 Analyze Data

Our analysis of the data included the following procedures:

- Entering and verifying the data
- Producing final screened lists of job dimensions, job functions, and KSAs.

These procedures are reviews in detail below.

Entering and Verifying the Data

A Caliber staff member first entered the JAQ responses into a spreadsheet. The JAQ data were then checked using a comparison formula to identify possible data entry errors. Differences were resolved by consulting the original JAQ documents and entering the correct responses.

If a respondent rated the frequency of a particular dimension or function as "0" (i.e., indicating that he or she never performs it), we coded the Importance rating as "0" (i.e., Not important). This was done to ensure that dimensions and functions that are not performed did not make it into the final results of the job analysis process.

Producing Final Screened Lists of Job Dimensions, Job Functions, and KSAs

There were two purposes for conducting these job analyses. The primary purpose of this work was to produce a screened list of job dimensions, job functions, and KSAs that could be used to represent/describe each position. An additional purpose of this process was to identify the job dimensions, job functions, and KSAs that would be appropriate for use in developing selection methods/instruments. In this section we describe the methods used to fulfill these two purposes. We first discuss how the job analysis data were used to arrive at a set of retained job dimensions, job functions and KSAs that could be used to describe each position. We then discuss how the data from the job analysis were used to identify the aspects of each position that were appropriate for use in the development of selection methods.

Identifying Job Dimensions, Job Functions, and KSAs for Use in Describing a Position

More job dimensions, job functions, and KSAs are used to describe a position than those used to define what is appropriate for use in selection because the items used in selection must meet more criteria than those used to describe a position. To determine which job dimensions and job functions were appropriate for use in describing a given position we used incumbent's ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. As indicated by the formula below, the Importance rating was double weighted since it is the more crucial rating. The formula results in a continuous scale, from 0 to 13. Once the accuracy of the data was checked and all data coding operations were complete, the Frequency and Importance ratings gained from the incumbents were used to compute a criticality score for each job dimension and job function according to the following formula:

*Criticality = (2 * Importance) + Frequency.*
*Job Function Example: Criticality of 11 = (2 * 4) + 3*

In the example above the incumbent gave a particular job function an Importance rating of 4 "Very Important" and a Frequency rating of 3 "Once a Month." Based on the formula used, the Criticality of that dimension would be 11. We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Job dimensions and functions that met this initial cutoff were referred to as "qualifying" job dimensions or job functions. Exhibit IV-3 shows the combinations of Importance and Frequency ratings and the resulting task criticality scores.

EXHIBIT IV-3
CRITICALITY SCORES FOR VALUES OF FREQUENCY AND IMPORTANCE

	Frequency Rating					
Importance Rating	**0 = Never**	**1 = A few times per year or less**	**2 = Once a month**	**3 = Once a week**	**4 = Once a day**	**5 = More than once a day**
0 = Not important	0	1	2	3	4	5
1 = Somewhat important	NA	3	4	5	6	7
2 = Important	NA	5	6	7	8	9
3 = Very important	NA	7	8	9	10	11
4 = Extremely important	NA	9	10	11	12	13

Note: Some cells are marked "NA" because Importance values greater than "0" are not possible when the Frequency rating is "0."

In a manner similar to the one used to assess job dimensions and job functions, we assessed the importance of several knowledge types, skills, and abilities for each position. Within the entire set of KSAs proposed for each position we included KSAS unique to each position as well as a set of "core" KSAs that we predicted would apply across all positions at Chattanooga Endeavors. Also, as was done with the analysis of the job dimensions and functions, we collected ratings on the KSAs that were used to determine which KSAs are appropriate for use in developing employee selection methods. This was accomplished by asking incumbents if each KSA was necessary at entry. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Identifying Job Dimensions, Job Functions, and KSAs for Use in Selection Methods

An additional purpose of this process was to identify the job dimensions, job functions and KSAs that would be appropriate for use in developing selection methods/instruments. The use of the "Needed at Entry" ratings helps to define the *potential* selection test domain by identifying the aspects of each job that, in the opinion of the incumbent, are necessary on the first day of the job in order for an applicant to perform in a job at a basic level.

This distinction between what is needed at entry and what can be learned on the job is an important one when one is designing fair selection procedures. It would not be appropriate to deny someone work because they did not have experience with a job dimension or function with

which they could gain familiarity reasonably soon after beginning work. Likewise, it would not be appropriate to deny an applicant employment if they did not possess a knowledge, skill, or ability that could be readily learned while on-the-job or through training. As an example, it is generally appropriate to expect an accountant to possess a certain level of familiarity with the field of accounting to and to posses a certain set of general abilities related to accountancy. However, expecting an applicant for an accountant position to already know the details of a particular organization's accounting practices before he or she has worked in the organization is not appropriate when making selection decisions.

While the "Needed at Entry" information may not be immediately useful to Chattanooga Endeavors; it will be useful the next time they need to fill a vacant position. Furthermore, the information provided by the "Needed at Entry" ratings will help other organizations that are interested in emulating the Chattanooga Endeavors program discern which aspects of each position are appropriate for use in developing selection methods and assessments.

To select job dimensions and job functions that could be used to describe the potential test domain we retained job dimensions and job functions that had a criticality score of at least 5.0 and were rated as needed at entry to the position. In a manner similar to the one used to assess job dimensions and job functions, we retained KSAs that had an Importance rating of at least 2.0 and were judged to be "Needed at Entry."

4. RESULTS

This section describes the program incumbents that participated in the job analysis, and provides information about the KSAs, job dimensions, and job functions most relevant to each position. Information about the elements that were deemed necessary at entry into each position is also described. The detailed results of the job analysis are available in Appendix B.

4.1 Staff Demographics

Most incumbents had no more than three years tenure in their positions with the exception of the Managing Director who reported having more than three years tenure. The figures for time in profession varied considerably across incumbents from more than ten years for the Managing Director to less than six months for two of the peer facilitators. Incumbents in the higher positions in the organization tended to have more experience in their respective fields than did incumbents in lower-level positions. Additional staff characteristics are listed below:

- **Experience with offender populations.** All incumbents reported having some level of experience with ex-offenders-a factor deemed critical by the Managing Director and common for programs of this type. The length of experience with ex-offenders

ranged from more than 10 years to 1 year with a trend of more experience being had by those incumbents in the higher-level positions. Most incumbents reported that they had been previously incarcerated.

- **Prior work in corrections.** Five of the eleven incumbents that provided data reported that they had previously worked for county, state, or Federal correction systems. Three incumbents reported that they had worked for the Tennessee Department of Corrections. The maximum amount of experience reported, across all incumbents, for work in other correctional systems was two years with the minimum being six months.

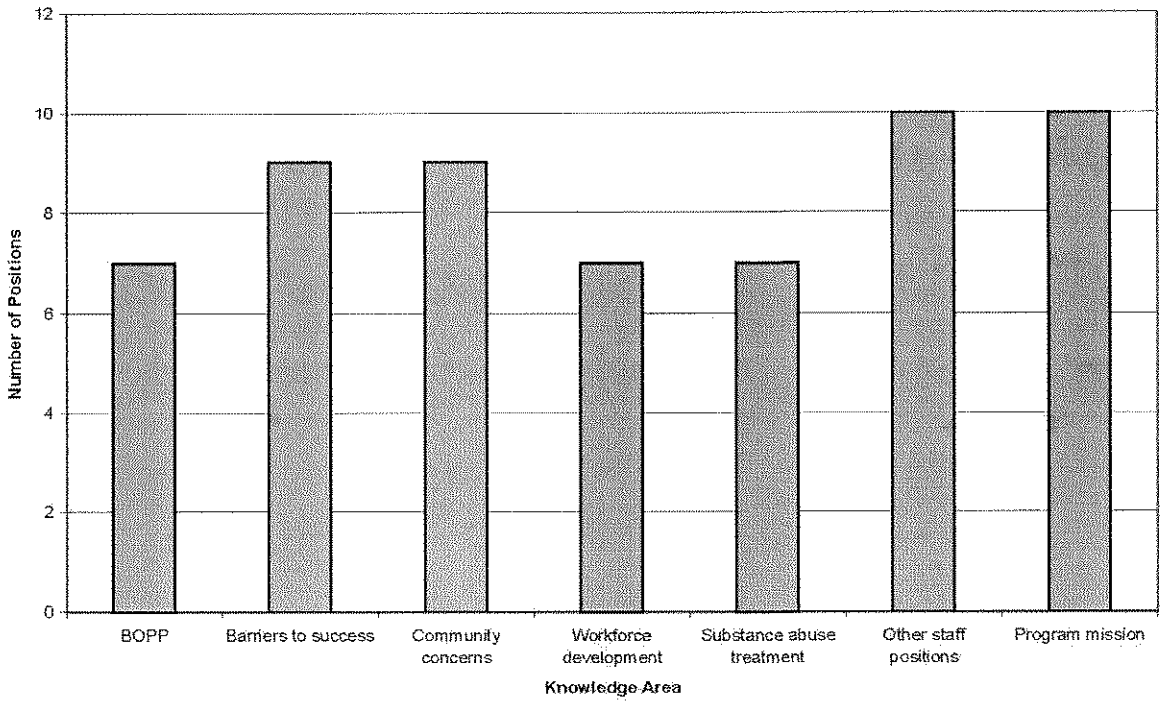
- **Educational levels.** The education levels reported by the incumbents included four incumbents with advanced degrees; one with a bachelors degree; one with an associates degree or other certification, one incumbent with at least one year of college, and one incumbent with a traditional high school diploma.

- **Experience as a program client**. Six of the incumbents that provided data reported that they had completed or were currently completing all three phases of the Chattanooga Endeavors program. Lastly, only one incumbent reported having experience with a program similar to Chattanooga Endeavors.

4.2 KSA Common Across Positions

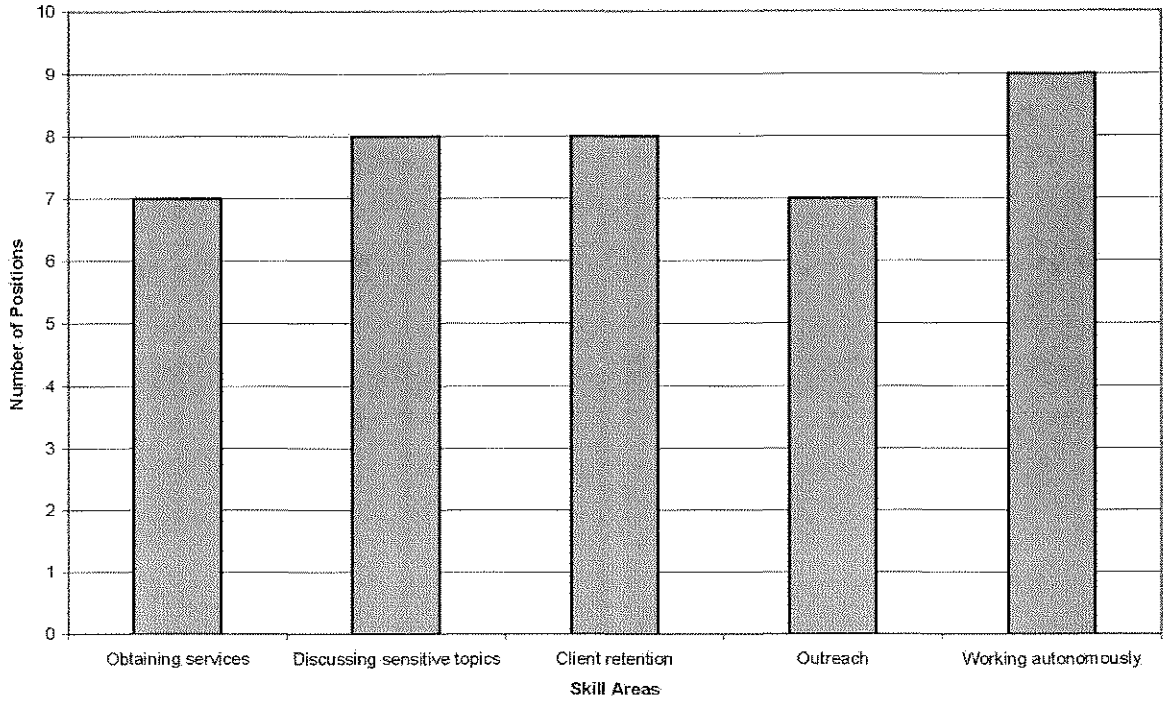
The program staff has well defined positions with specific duties and performance expectations; there is significant overlap in the kinds of knowledge that is needed across positions. Exhibits IV-4 to IV-6 show the overlap across positions with regard to knowledge, skill, and ability categories. In general there were two types of KSAs common to staff positions. The most common related to understanding and serving the targeted client population of ex-offenders. The remaining common KSAs were things that would benefit staff at any kind of organization. Specifically, Exhibit IV-4 shows that it is important for all staff to be knowledgeable about the roles and responsibilities of the other staff positions and the mission of the overall program. It is important for most staff to understand the basic areas in which the program functions, including the Tennessee Board of Probation and Parole (BOPP), as well as issues that confront ex-offenders at reentry and workforce development.

EXHIBIT IV-4
AREAS OF COMMON KNOWLEDGE ACROSS PROGRAM POSITIONS



As shown in Exhibit IV-5, there was no single skill that was important for all staff. Four of the five skills important to the majority of staff focus on client support: obtaining services for clients, discussing sensitive topics with clients, and retaining clients in the program. The remaining skill was a general skill applicable to many work environments: working autonomously. A similar kind of division was evident among the abilities that were common to most of the staff positions (See Exhibit IV-6). Specifically, of the 17 abilities that were relevant to at least seven of the positions, 11 related to client services and included acting as a role model for clients, speaking openly and communicating well with clients about staff's own past experiences, and gaining client trust. The remaining 6 abilities are more general and include fundraising, responding to third party requests for information and supervising other staff.

EXHIBIT IV-5
AREAS OF COMMON SKILLS ACROSS PROGRAM POSITIONS



4.3 Individual Position Descriptions

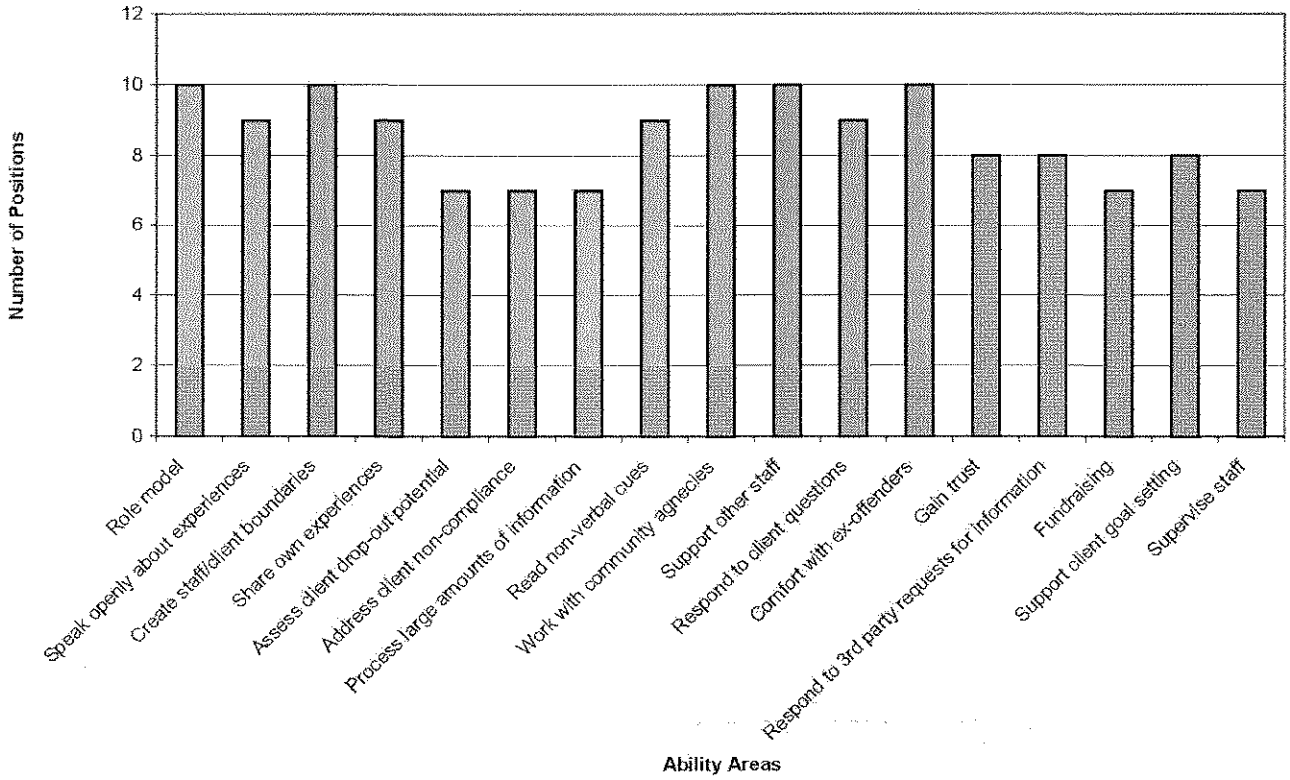
The remainder of this section provides information about each of the 10 program staff positions. After a brief position definition, the most highly rated job dimensions and functions are offered as well as a summary of the KSAs deemed important for this position. Additional information about each position is offered in Appendix B.

Managing Director

The Managing Director is directly responsible for the efficient and effective operation and overall management of the organization's activities and provides staff supervision. Based on the self-report by the position's incumbent, the three most important dimensions of the position are listed below:

- Providing assistance to the Board of Directors and all of its committees in accomplishing the priorities of the organization

EXHIBIT IV-6
AREAS OF COMMON ABILITIES ACROSS PROGRAM POSITIONS



- Supervising and assisting staff members in accomplishing their various job functions and assignments with special attention to established performance measures and strategic initiatives

- Researching issues and intervention strategies related to crime and corrections and designing programs and services to improve the effectiveness of Chattanooga Endeavors.

The three job functions that received the highest criticality scores (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Remains aware of committee responsibilities and assignments, advises appropriate chairs of duties and deadlines, and assists committees in effectuating established goals

- Identifies potential income generation measures to contribute to sustainability; with the Executive Committee or its designee, performs cost analyses and protects potential income levels; presents business proposals to Board for approval and implements in accordance with plan

- Continually reviews and improves methods of establishing the successes of the program and reporting results of the program with an accountability that can be proven.

The only job function to receive a criticality score of zero was "Monitors Student (i.e., client) Support Staff."

In addition to the common KSAs described in the previous section, this position requires knowledge about the program's partner agencies and hands on knowledge of assessment and community building. This position also requires abilities in the areas of communication, information analysis, and the ability to coordinate multiple activities and meet deadlines. As compared to some of the other positions, this position requires less direct client or administrative work, such as paper work. All of the job dimensions and functions were deemed as needed at entry and the only KSAs that were not needed at entry were the ability to follow existing filing protocols, to contribute to fundraising and to conduct drug tests.

Program Manager

The program manager helps to implement the program and ensures that it operates smoothly. Based on the self-report by the position's incumbent, the most highly rated dimensions of the position are listed below:

- Providing assistance to the Program Director in accomplishing the priorities of Chattanooga Endeavors
- Coordinating program activities
- Managing and assisting staff members in accomplishing their various job functions and assignments with special attention to established performance measures and strategic initiatives.

While the incumbent rated all of the listed job functions as important, the job functions that received the highest criticality scores (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Oversee activities directly related to making products or providing services
- Evaluate the work of staff and volunteers in order to ensure that their work is of appropriate quality and that resources are used effectively
- Direct activities of professional and technical staff members and volunteers
- Establish program objectives and evaluative the program against those criteria.

In addition to the common KSAs described in the previous section, this position requires broad knowledge about topics ranging from knowledge about reentry and workforce development to program specific knowledge about the Tennessee Board of Probation and Parole and services available in Hamilton County. The most important abilities were those related to service and task coordination. This position involves both program management and client contact. All of the job dimensions and functions were rated as needed at position entry and the only KSAs rated as not needed at position entry were the ability to contribute to fundraising and to perform drug tests.

Community Volunteer and Marketing Coordinator

The primary responsibilities under this position are to provide recruitment, development and supervision of community volunteers and to coordinate marketing activities of the organization. Based on the self-report by the position's incumbent, there were only three job dimensions. These are provided below:

- Assisting the Marketing Committee in publicizing the activities of the organization
- Recruiting, training and placing community volunteers in positions that advance the interests of the organization

- Collecting and tabulating information to establish the performance of volunteers related to specific goals, objectives, and outcomes.

The three job functions that received the highest criticality scores (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Assists the Marketing Committee in all of its activities
- Coordinates all aspects of community volunteer involvement in the activities of the program
- Responds to general inquiries about the organization.

In addition to the common KSAs described in the previous section, this position requires significant program knowledge, time management skill, and communication ability. This position requires almost no client contact. All of the job dimensions were rated as needed at entry, but several functions could be learned on the job. These included production of the program newsletter and annual report, coordination of media activities, being able to respond to inquiries about the program, and maintaining the program webpage. KSAs not needed at entry included things like knowledge of workforce development, issues related to ex-offenders, substance abuse, or the position functions of other staff; skill motivating people or working with clients; and the ability to speak openly about own experiences, serving clients or gaining client trust.

Admissions Coordinators

This position is primarily accountable for recruiting and screening ex-offenders for the program. Based on the self-report by the position's incumbent, the most highly rated dimensions of the position are listed below:

- Coordinating all aspects of promoting the programs with ex-offenders in order to provide reasonable access to Chattanooga Endeavors for all eligible candidates
- Determining which candidates satisfy criteria for general eligibility, whether they are suitable for the program to which they have applied, and whether any special conditions need to be attached to their program acceptance
- In the absence of the Case Management Coordinator, conducts routine case management functions.

The job functions that received the highest criticality scores (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Conducts recruiting activities for ex-offenders to the programs and services of Chattanooga Endeavors
- Provides information on programs and eligibility requirements to individuals and organizations
- Interprets regulations and applicant information to determine applicant eligibility
- Makes determinations of applications based upon established criteria and subjective assessments, engaging the Board of Probation and Parole, the local court system, or other correctional or law-enforcement officials as required
- Protects confidentiality of clients' records.

Only one of the listed job functions received a rating of zero: Attends training to enhance skills that will benefit the program and its students, especially as related to marketing and sales, assessments, and the characteristics of ex-offenders.

In addition to the common KSAs described in the previous section, this position requires strong interpersonal and communication skills and the ability to advocate for clients and to interpret a range of client cues. All of the job dimensions, functions and KSAs were rated as needed at entry.

Case Management Coordinator

This position focuses on the provision of case management and related support services to ex-offenders enrolled in the program, and participation in Community Justice Case-Management Committees. Based on the self-report by the position's incumbent, the most important dimensions of the position are listed below:

- Providing case management and related support services to ex-offenders enrolled in the program and participating in Community Justice Case-Management Committees
- Coordinating case management activities between clients and their committees
- Providing peer support groups.

The job functions that received criticality scores over 10 (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Protects sensitive information on clients, providing for strict standards of confidentiality
- Oversees data-entry and case-management records in Service Point; provides training and support to staff and volunteers with functions related to Service Point.

In addition to the common KSAs described in the previous section, this position requires knowledge about client confidentiality, the ability to communicate effectively with clients, earn client trust and defuse tense situations. The position is primarily focused on client service. All of the job dimensions, functions and KSAs were rated as needed at entry.

Education Coordinator

This position focuses on educational assessment and the provision of educational services such as literacy and GED training. Based on the self-report by the position's incumbent, the most important dimensions of the position are listed below:

- Overseeing the activities in The Learning Center
- Setting up and monitoring programs for students and peer facilitators who wish to expand their educational background
- Assisting students on an individual basis when they have difficulty understanding material in their self-study program
- Teaching portions of the core program.

The two job functions that received criticality scores of at least 10 (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Assist clients in understanding course material as needed
- Participate in core program when appropriate.

In addition to the common KSAs described in the previous section, this position requires knowledge of educational theory and an ability to act as a teacher. Job dimensions rated as not needed at entry include, assessing clients for program participation and teaching sections of the core program. Job functions that could be learned on the job included administering and grading educational assessments, assisting with client intake, and teaching in the core program. This position had a high number of KSA's that could be learned on the job, with the primary things needed at entry being knowledge of educational theory, the ability to keep organized client files, and good communication skills.

Job Development Coordinator

This position is responsible for assisting graduates of the Core program in their search for meaningful employment and a living-wage. Based on the self-report by the position's incumbent, the only dimension to receive a criticality score of at least 10 is developing and sustaining relationships with local employers.

The two job functions that received the highest criticality scores (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Conducts exercises and small group discussions about the various dimensions of the workplace, such as building productive relationships with colleagues, meeting the expectations of employers, and governing the negative influence of family members and peers in career moves
- Assesses the skills, aptitude, and interests of clients for targeted job search activities; creates customized career advancement plans; makes community referrals to assist clients accomplish the goals in these plans.

In addition to the common KSAs described in the previous section, this position requires knowledge of offender rehabilitation theory and the ability to act as a role model This position requires a blend of client advocacy and employer contact as well as significant direct service to clients. Most job dimensions were rated as needed at entry with the exception of developing relationships with local employers. The job functions that could be learned on the job were related to meeting and conference attendance. The incumbent rated most of the general knowledge areas as things that could be learned on the job. These include knowledge of issues related to ex-offenders, workforce development, the local criminal justice system, fair labor laws, and substance abuse treatment. All of the relevant skills were rated as needed at entry, and the abilities that could be learned on the job included helping clients complete program paperwork, and other program specific tasks.

Peer Facilitator

This position provides support of routine training activities, classroom and administrative support. Principally, the Peer Facilitator is to act as a mentor to the students. As an ex-offender, the Peer Facilitator's rapport with the students is the most significant factor of this position. Based on the self-report by the position's incumbents, all of the job dimensions were critical and are listed below:

- Sets up and maintains training facilities for the preparation and presentation of the classroom exercises

- Performs morning and evening tasks on a daily bases, per "Facility Morning Checklist/Facility Evening Checklist"
- Performs a supporting role in the "training process" by acting as a peer to the students that are working through the exercises in the classroom
- Maintains Class Log relevant to the Core Curriculum and student participation and performance therein
- Acts as the principal support person to the Program Manager in the classroom.

The three job functions that received the highest criticality scores (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Uses methods and techniques that support the principles of Community Building and the established culture of Chattanooga Endeavors
- Insures standards of conduct, including attendance, are clear to students and that students understand that performance against these standards is recorded
- Participates as a facilitator in group sessions of the Community Building Workshop and the Core Communication Program.

In addition to the common KSAs described in the previous section, this position requires intimate knowledge of the issues facing program clients and program operations as well as the ability to act as a role model. The Peer Facilitator provides both hands on experience in actual work situations and specific training in group facilitation and communications skills. The bulk of the job dimensions, functions and KSAs were deemed as needed at entry, with the exceptions of attending training, knowledge about maintaining chain of custody, the ability to process large amounts of information, and responding to third party requests for information. The ability to supervise other staff and to administer drug tests were also rated as not needed at entry.

Office Administrator

This position is responsible for the smooth operation of the front office including some accounting functions. Based on the self-report by the position's incumbent, the most important dimensions of the position are listed below:

- Assisting the Treasurer with the day-to-day finances of the organizations
- Maintaining records in FundMaster/Raiser's Edge including gift details
- Maintaining office technology, including the administration of network servers.

The three job functions that received the highest criticality scores (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Maintains office technology and administers network servers, providing technical assistance to other staff as needed
- Assist the treasurer by performing routine entry of financial data in QuickBooks, making deposits, creating invoices and check requests, preparing instruments and getting signatures as needed
- Coordinates with the Treasurer to ensure proper accounting for the use of restricted grant funds, that reports are made in a timely and accurate fashion, and that the use of funds is consistent with the nature and goal of each award.

In addition to the common KSAs described in the previous section, this position requires the ability to manage a large quantity of information effectively and attend to details. The job dimension not needed at entry was measuring program performance. While general functions related to office administration are needed at entry to bulk of the functions that are specific to this program can be learned on the job. Knowledge about the offender population and related issues was rated as something that could be learned on the job, as were providing client services, and the ability to work with clients and support other staff in their duties.

Office Assistant

This position provides support to the office administrator and is used as a training position for program clients. Based on the self-report by the position's incumbent, the three most important dimensions of the position are listed below:

- Receiving visitors, identifying the purpose of their visit, providing them with generic information about the program as appropriate, and ensuring that their needs are adequately addressed
- Understanding the roles and responsibilities of each staff member and effectively processing mail and routing inquiries to their proper destinations
- Confirming appointments with program candidates during the screening process and assisting in the notice and confirmation of board and committee meetings.

The four job functions that tied for the highest criticality scores (a score that factors in the frequency with which the task is performed and its importance to performance in the position) are listed below:

- Receives and directs all incoming telephone calls, places key outgoing calls, and forwards detailed information to staff members as needed
- Processes and routes incoming mail and other correspondences, including e-mails, to the responsible staff person
- Prepares outgoing mail and other correspondences, including e-mails, at the request of the administration staff
- Files correspondence and other office related records.

This position did not require any special KSAs not covered in the list of KSAs common across positions. As this is a training position, it is not surprising that almost all of the dimensions, functions and KSAs were rated as things that could be learned on the job.

5. SUMMARY

The results of the job analysis suggest that the program is comprised of two positions that focus on the "big picture" and general program operations (the Managing Director and the Volunteer and Marketing Coordinator) with the remaining positions focusing primarily on client service and client interaction. While there is significant overlap in the general knowledge that program staff must have, there were notable differences in the primary job dimensions and functions. This suggests that while staff needed to know about the duties of each position and possibly fill in when needed, in practice there was little redundancy across positions. With 80 percent of the program positions focused on client service, the program may want to consider ways to increase staffing related to the big picture of program operations and funding. In addition, there were several positions in which much of the knowledge about the client population and local service capacity was rated as something that could be learned on the job, as this information is central to the mission of the organization, this is something that should be reassessed.

V. STAKEHOLDER SURVEY RESULTS

V. STAKEHOLDER SURVEY RESULTS

Research suggests that the role of the community in community justice initiatives is critical with regard to long-term program success and sustainability. In addition, collaborative community justice initiatives can have significant positive impacts on the communities in which they operate (Roman, Jenkins and Wolff, forthcoming). In 2003, Chattanooga Endeavors received a planning grant from the JEHT Foundation to expand and develop the Chattanooga Reentry Roundtable (Roundtable). As an official intergovernmental and community policymaking forum, the Roundtable is tasked with completing the city-wide mapping of public and private agencies that serve prisoners and ex-prisoners to: assess the feasibility of redirecting correctional dollars for more community-based services; apply the lessons learned and provide intensive reentry services locally; and develop a long-term funding strategy for the implementation of the plan citywide. In order to better understand the reciprocal relationship between the Chattanooga Endeavors Building Bridges program and the Roundtable and to understand this important part of the context in which the program is operating, Caliber conducted community stakeholder telephone interviews with Roundtable participants. This chapter provides background about the community capacity model that is being applied to the Roundtable, describes community stakeholder interview methods, and presents telephone interview findings.

1. COMMUNITY CAPACITY MODEL

This part of the evaluation focused on documenting Chattanooga Endeavors' role as a community justice partner and the application of the Community Capacity Model to the Reentry Roundtable. The model was applied to the program to both increase understanding of the program and the context in which it is operating, as well as to test the model with a partnership that was in the process of being developed.

Community capacity in this context involves building the competency of the community (e.g., local organizations and service providers, government agencies, businesses, and residents) to withstand the needs of, and to provide support to, returning ex-offenders. Community justice is defined as "a participatory process in which stakeholders join in collective problem solving with the goals of improving community safety, promoting community capacity for collective action, and healing the harms imposed by crime. Community organizations must be active partners; simply having a place at the table does not constitute community justice." (Roman, Moore, Jenkins and Small, 2002). This point-of-view identifies the community as an active participant in reducing crime, pooling resources of public and private service providers, and implementing crime prevention solutions that benefit the community as a whole. Community justice partnerships, therefore, are "linkages between criminal justice (and other government) agencies and the community that have a community focus and *indirectly or directly* enables

crime prevention or crime control at the neighborhood or community level as specified by community stakeholders." (Roman, Jenkins & Wolf, forthcoming). Such partnerships are useful in that they include citizens and public officials alike, provide a voice for the community, highlight community issues, and focus on improving the quality of life for ex-offenders, crime victims, and the larger community.

Under separate contracts for the National Institute of Justice, Caliber and The Urban Institute jointly developed and refined a conceptual framework on the nature, role and impact of community capacity as it relates to community justice partnerships. Community justice partnerships are complex and fluid entities that vary across a wide range of aspects, such as partnership function and activities, agency and organizational involvement, community mobilization, and overall community context. Through an iterative process a model was developed for understanding the role of the community in community justice partnerships as well as the impact of the partnership as an entity that is larger than the sum of its members. The current model provides a basis for specifying and testing hypotheses about important components and dimensions of partnerships. According to Roman, et al. (2004), the revised conceptual framework is useful for:

- Examining ways organizations work together to increase public safety and community well-being
- Providing formative feedback to partnerships and partnership members about partnership functioning and progress
- Collecting evidence of the effectiveness and impact of the overall partnership with regard to intermediate outcomes such as increased community capacity and long-term impacts such as crime reduction
- Ensuring accountability of the partnership to the community and external funding sources
- Informing others/transferring knowledge of what works and what doesn't within particular types of partnership and with regard to specific types of problems
- Making comparisons across partnership sites that utilize similar strategies or models (i.e., multi-site evaluation of particular model).

The key elements of the model, shown in Exhibit V-1, include four phases and nine components. The four phases describe the level of implementation of the partnership and are described below:

- **Phase I: Assessment and Planning**. During this phase, potential partners assess and determine the community problem, whether or not a partnership will be an effective approach to solving it, which agencies to include in the partnership, and what role

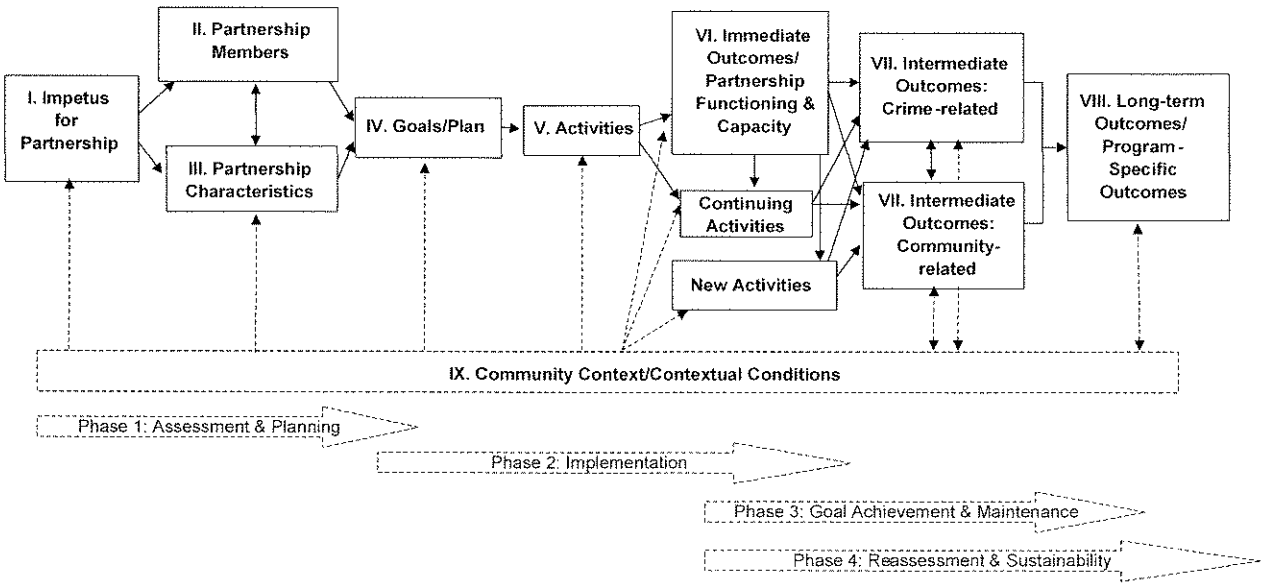
each partner should have in the partnership. The group's mission statement and agreements between partners are also developed during this phase.

- **Phase II: Implementation**. During this phase, the partnership has been formed and the partners are conducting activities. The group should be able to collect information about partnership outputs (direct products of the partnership) and the related immediate outcomes of the partnership effort.

- **Phase III: Goal Achievement and Maintenance**. This phase occurs when the partnership has stabilized, has been conducting activities over a period of time, and is witnessing some change in the problem it is addressing.

- **Phase IV: Reassessment and Sustainability**. This phase occurs when the activities of the partnership have become institutionalized or when the problem identified has been largely or entirely solved.

EXHIBIT V-1
COMMUNITY CAPACITY MODEL



The nine components identified across the four phases of partnerships are:

- Impetus for partnership. Research has shown that the impetus for the partnership can influence partnership success in many ways (Goodman, Wheeler, and Lee, 1995; Mulroy, 2000). The reason for establishing the partnership may influence the overall success of the partnership, its longevity, and its ability to accomplish varying goals and objectives.

- Partnership members. A primary asset of the partnership is a partnership's membership (Foster-Fishman, 2001). The *partnership members* component consists of the features of member organizations that help describe and assess the capacity of individual member entities, and, that together, will form the basis for the partnership.

- Partnership characteristics. This component include six sub-categories: Lead agency type and leadership; Conflict transformation; Structural complexity; Readiness; Vertical and horizontal integration; and Resources.

- Goals/Plan. Perhaps the most defining feature of the partnership is the purpose or mission of the partnership. The extent of a partnership's mission or goals, or purpose, will often dictate the size, shape, and target area of the partnership and the likely duration of its existence. Partnerships may be more likely to succeed when all partner agencies can articulate and agree on a common mission. Hence, partnerships should be able to specify the priority objectives that will set the initiative along the path to achieve stated goals. In addition, it is impossible to track progress or evaluate initiatives without a clear understanding of program goals, implementation sequences, and the expected link between them and the expected program benefits (Butterfoss, et al. 1996b; Harrell et al., 1996).

- Activities. Articulation of activities is part of the planning process and is essential to the success of the effort.

- Immediate outcomes: Partnership functioning/capacity. Partnership capacity is the result of the characteristics of the partnership. Leadership and resources form a new collaborative structure that enables the ability to: recruit and mobilize stakeholders, problem solve, develop and implement plans and associated activities, communicate and collaborate internally, network with outside agencies, engage resources that were unavailable to individual partner members, establish new process and technologies to facilitate communication and collaboration, and to make larger changes in the external environment. Failure to achieve these immediate outcomes will indicate that the partnership may not have any demonstrated value over activities that would have occurred in absence of the partnership (Yin, Kaftarian, and Jacobs, 1996).

- Intermediate outcomes related to: (a) crime reduction, and (b) community health. These intermediate outcomes are often referred to as mediating variables. Strong theory and repeated empirical examination of intermediate and long term outcomes facilitates the specification of outcomes over time. Partnerships will differ markedly in articulation of intermediate and long-term outcomes. In addition, one partnership's intermediate outcomes may be another partnership's long-term outcomes. Although outcomes should be articulated with a foundation in theory and program practice, the research is limited about the ordering of particular outcomes related to reduced crime and increased quality of life.

- Long-term outcomes related to: (a) partnership functioning (systems change), and (b) specific programmatic objectives (programs or projects that resulted from partnership. Similar to intermediate outcomes, these will relate to the overall goals of the partnership and may be refined over time. Measurement may pose a challenge as attribution of change in the precipitating problem, reentry in this case, to the partnership may be difficult without a full scale evaluation.

- Community context. Community context can include structural characteristics of the neighborhood, such as concentrated disadvantage, residential stability, population density, and homogeneity as well as environmental characteristics, such as the local and state level political and economic environment.

Components 1-5 identify the reasons behind the formation of the partnership, specify the partner agencies involved, and specify the key characteristics and dimensions of partnerships. Components 6-8 outline immediate outcomes related to partnership functioning, as well as intermediate and long-term outcomes. Component 9, community context, influences all other components and is relevant to all phases of partnership (Roman et al., 2004).

2. METHODS

This section describes the process used to select and conduct interviews with community stakeholders. A review of the data collection, analysis and reporting procedures used in this effort are also presented.

2.1 Community Stakeholder Interviews

The community stakeholder interviews involved a two-phase method including survey instrument development and telephone interview implementation. During Phase I, Caliber and The Urban Institute developed and designed a telephone interview protocol and corresponding database for data collection and analysis. The development of the community stakeholder questionnaire content involved compiling questions to better understand the role of participating agencies and organizations in the reentry initiative. The telephone interview protocol is designed to take a maximum of 60 minutes to administer. It includes an introductory statement identifying the interviewer, his or her affiliation, and the purpose of the call. The protocol targets Roundtable participants and includes initial screening questions requesting the participant's cooperation and ensuring confidentiality. Finally, the telephone interview protocol includes a series of questions that inquire about the respondent's background and affiliation; the structure of the Roundtable member with which they are affiliated and that organization's resource capacity. Respondents are also asked about their view of the Roundtable including challenges, collaboration, community involvement, leadership, successes, and sustainability.

During Phase II, Caliber conducted telephone interviews, and collected data. First, Chattanooga Endeavors supplied Caliber with a list of Roundtable participants current as of April 2004 for interview selection. This list included representatives of both public and private agencies and organizations that provide a wide range of resources and services to support prisoners, ex-offenders, and their families. Roundtable members received a flyer about the proposed data collection effort at their April 2004 meeting and in May 2004, Caliber staff made contact with the majority of Roundtable participants to schedule telephone interviews. Respondents were initially contacted via e-mail—if they provided this information—to inform them of the evaluation and to solicit their participation in the interview process. If e-mail addresses were not provided, participants were contacted by telephone. In some instances, respondents requested further information in writing and were a sent a letter or e-mail describing the purpose of the study in detail.

Second, a total of three interviewers were trained to schedule and conduct telephone interviews and collect data. Scheduling participant interviews proved to be the most difficult challenge during telephone interview implementation. While the list included participants from 32 organizations, the completed telephone interview sample included 25 respondents representing 22 organizations (a 69 percent response rate). During the data collection period, non-respondents from the list were contacted via telephone and email on several occasions. In some instances, scheduling conflicts resulted in non-completion or incomplete interviews that required follow-up calls. In other instances, respondents rescheduled interviews on more than one occasion. Repeated scheduling difficulties prompted a change in methods to include group telephone interviews involving more than one participant from the same agency or organization. While a maximum call limit was not established, repeat call attempts were carefully monitored to track telephone interview participation. Community stakeholder interviews were considered concluded when each section of the protocol was completed.

During the interviews, or soon thereafter, interview data was entered into a customized database. This database was developed to facilitate telephone interview administration and data collection. The database design is based on the Community Stakeholder Interview Guide. The data entry sites are divided into nine sections that categorize questions based on content. For example, the Background Information section allows for the collection of data on respondent's name, job title, organization name, job description, years of service, and whether or not their organization is a direct service provider. The remaining sections—Organizational Structure, Organizational Resource Capacity, Reentry Roundtable Partnership, Roundtable Structure, Organizational Integration, Community Role, Partnership Context, and Partnership Resources and Sustainability—also contain relevant questions from the telephone guide.

Third, a variety of quality control methods were used during the interviews. These controls included data verification and call monitoring and tracking. Prior to administering the telephone interview protocol, respondents were screened to determine their eligibility (i.e., having attended at-least one Roundtable meeting) and their willingness to participate in the study (i.e., electing to participate in the telephone interview). Eligible participants were sub-sampled as appropriate and individuals (or groups) were interviewed. The verification process was instituted for two reasons: to reduce telephone interview time and to verify information provided during the interviews. While shorter interviews averaged 30-45 minutes, longer interviews averaged 45-60 minutes. To reduce interview time and increase participation, interviewers utilizing Internet links to the agency websites Roundtable participants represented to collect background program documentation, which was later validated or invalidated during the telephone interviews. During data collection, regular meetings were held among interviewers to respond to issues involving scheduling conflicts and making adjustments to the protocol. The timing of community stakeholder calls and data collection was planned to allow respondents ample opportunity to attend at least one Roundtable meeting. Thus, the majority of respondents were able to answer specific questions about their Roundtable experience. Community stakeholder interviews were completed in June 2004.

3. RESULTS

This section presents the results from the information collected during the community stakeholder telephone interviews. This section also includes a discussion and application of the Community Capacity Model to the Reentry Roundtable based on the interview results.

3.1 Partnership Phase

According to the Community Capacity Model, the Reentry Roundtable is an example of a community justice partnership in Phase I—Assessment and Planning. During telephone interviews, Roundtable participants were capable of discussing the first four components of the Model (shown in Exhibit V-1 above). The Roundtable participants who were interviewed report that they have come to a consensus about who should be involved in the partnership and that forming the partnership is one approach to addressing the community reentry problem. The members have also agreed to the assessment of the community problem. Namely, that, like other communities across the country, Chattanooga is experiencing an influx of a large number of returning ex-offenders on parole or probation who require community services. Roundtable participants are in the process of solidifying the goals and identifying objectives of the partnership, but are in agreement on the overall mission of the partnership.

As shown in Exhibits V-2 through V-5, the Reentry Roundtable appears to have a solid foundation. Specifically, as shown in Exhibit V-2, all of the responding agencies have had prior contact with other Roundtable members. In fact, many of the agencies have had contact with a majority of the other members. This is positive, because prior contact tends to be positively related to interagency understanding and trust, features that are critical for partnership development and success. Another positive sign is, as shown in Exhibit V-3, consistent attendance at meetings and respondents reporting feeling that they are able to participate in meetings. Consistent attendance allows the partnership to move forward efficiently by reducing the need for updating of absent members. High levels of meeting participation are related to member buy-in and supports ongoing member commitment. It also ensures that a wide range of views is heard. With regard to meeting facilitation, respondents were very positive. As shown in Exhibit V-4, respondents largely felt that they had a voice in meetings and that decisions were reached according to a consensus model. Exhibit V-5 suggests that there are few barriers to information sharing among the Roundtable members. Information sharing is another critical element of partnerships that is related to trust and the ability of members to work together effectively.

3.2 Partner Responsibilities

The primary purpose of the Roundtable is to bring together community stakeholders to develop long-term solutions to the multiple challenges of prisoner reentry. Roundtable participants provide a wide range of resources and services to assist thousands of residents in the Greater Chattanooga area. While specific roles within the partnership are still being defined, areas of expertise among members include: advocacy; building safer communities; banking and financial services; career counseling; children and family services; community development, correctional services, court services; crisis intervention; economic development; educational opportunities; employment services; health care coverage; housing assistance; job placement, retention and training; neighborhood revitalization; probation and parole; law enforcement; legal aid; substance abuse prevention and treatment; unemployed and underemployed services; victim assistance; violence prevention; workforce development, and youth services. While the strengths of Roundtable participants are varied, they share a commitment to serving needy individuals including prisoners, ex-offenders, and families and communities.

3.3 Shared Vision and Mission

Roundtable participants share a vision of bringing hope to residents disproportionately affected by incarceration and poverty. The mission statements of the member organizations are commonly dedicated to improving the quality of life and well being of poor persons and communities via promoting individual responsibility and self-sufficiency, family stability and reconciliation, and community safety and revitalization.

EXHIBIT V-2
PRIOR MEETING QUALITY REVIEWS

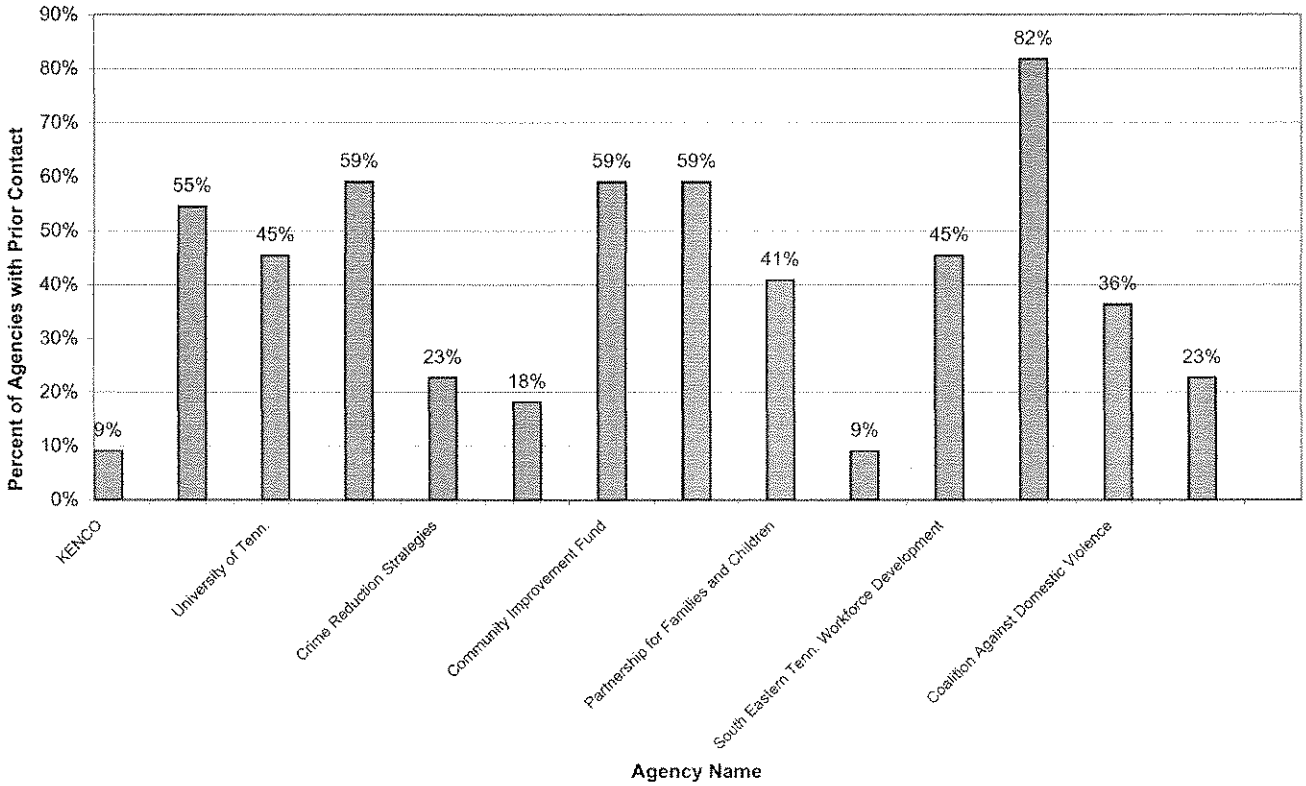


EXHIBIT V-3
MEETING QUALITY RATINGS

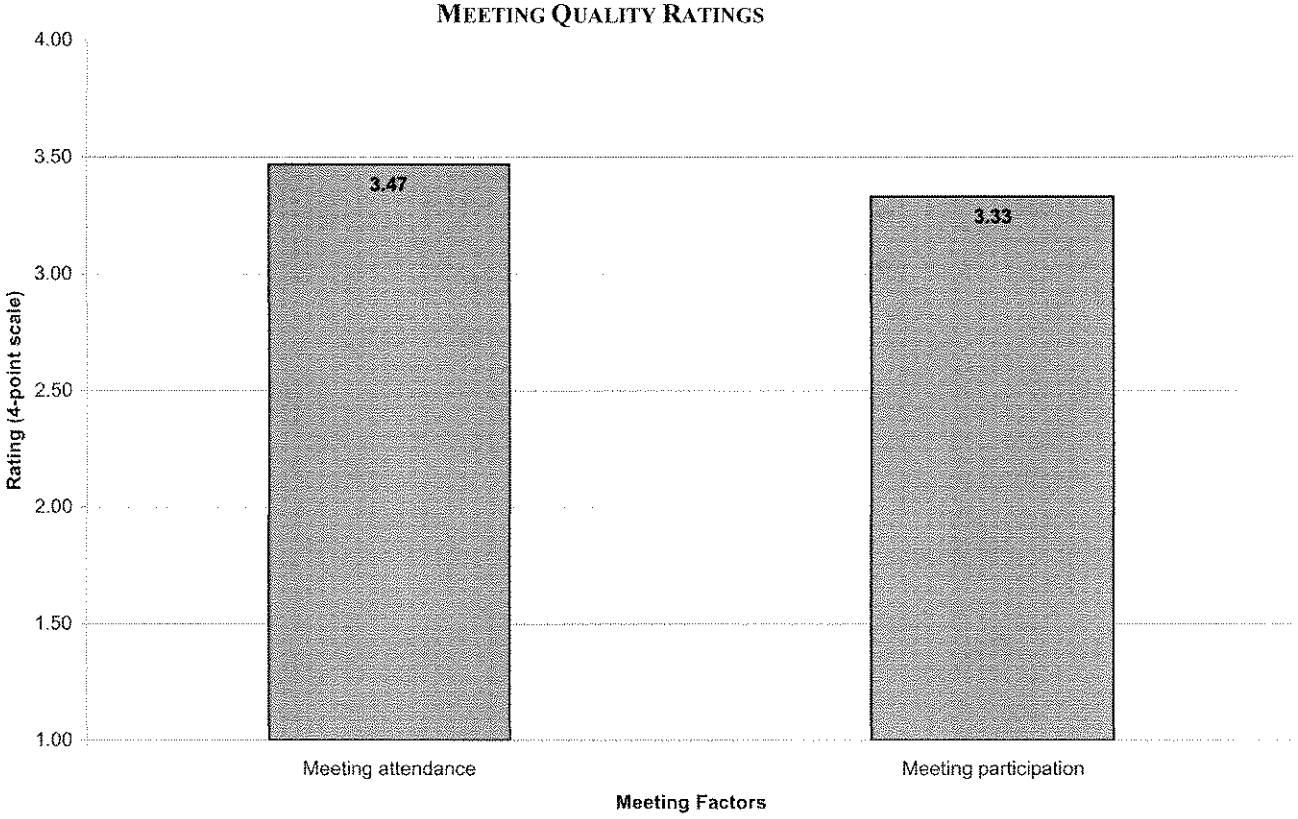


EXHIBIT V-4
RESPONDENT VIEW OF COLLABORATIVE EFFORT

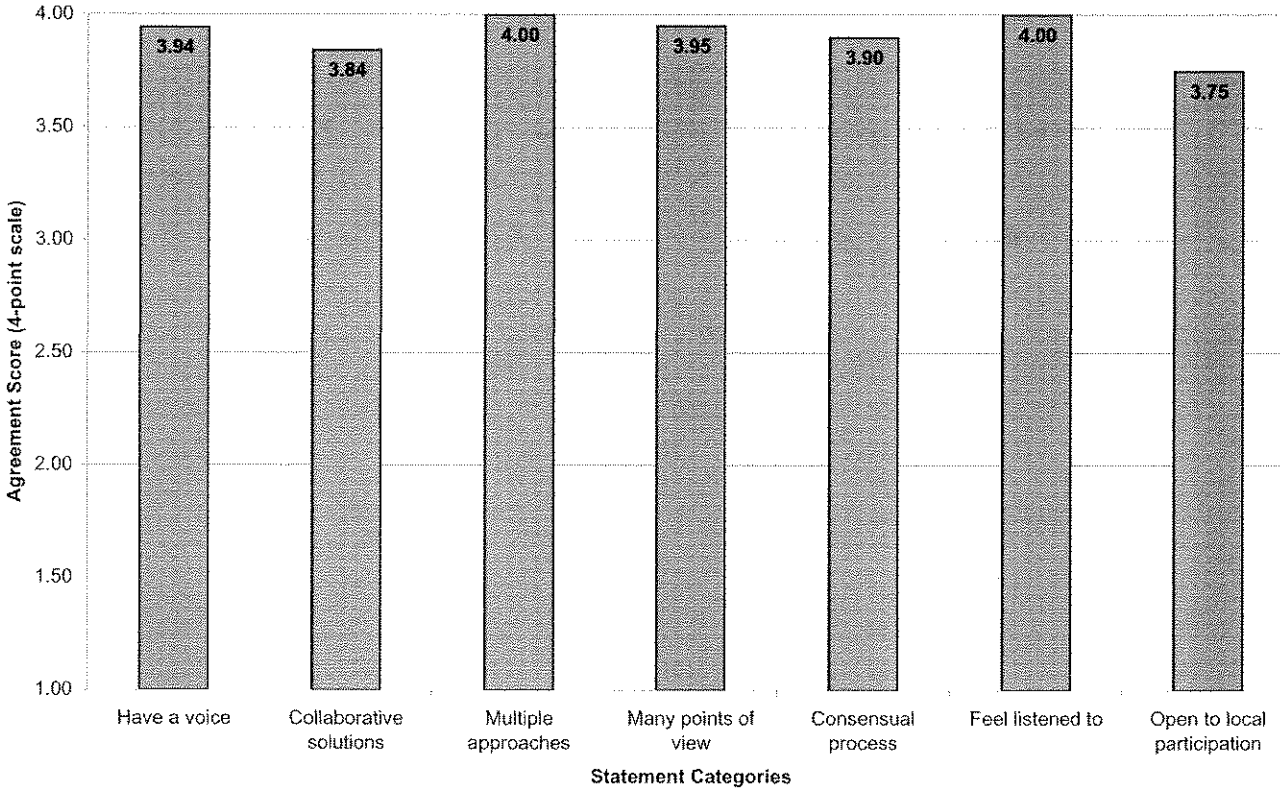
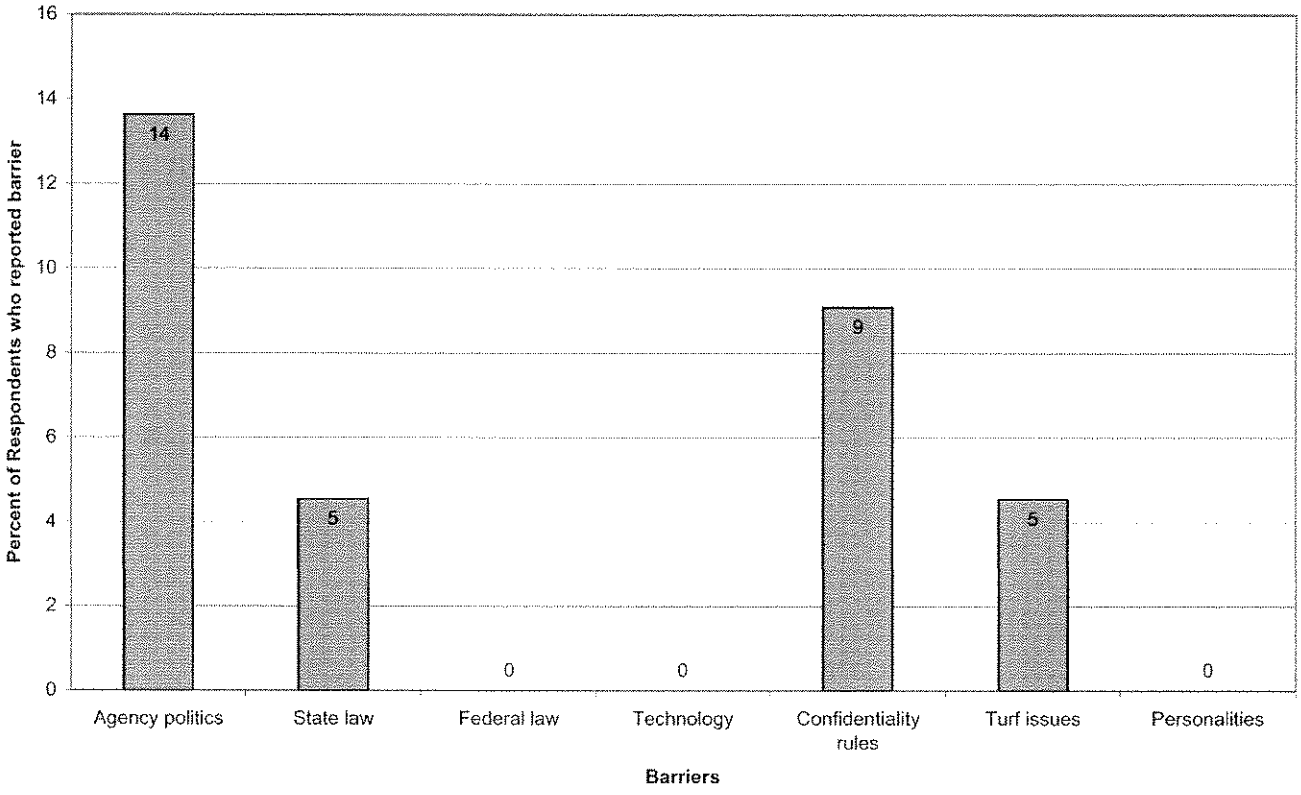


EXHIBIT V-5
BARRIERS TO INFORMATION SHARING



Whether public agencies or private organizations, Roundtable participants share a common vision and mission to enhance economic, social, and physical conditions that plague inner city neighborhoods.

Member organizations also share interrelated goals and objectives. Among justice system participants, goals include promoting public safety and building safer communities via offender incarceration and rehabilitation, the restoration of ex-offenders to productive roles in society, and the provision of legal services to the indigent. Consistently, community-based organizations reported objectives involving building healthy, socio-economically diverse neighborhoods via improving resident quality of life and promoting economic development; revitalizing neighborhoods and restoring blighted communities; and providing affordable housing and health care services. Similarly, workforce development participant goals include reducing poverty and promoting economic self-sufficiency via the provision of employment and job services assistance including education and vocational training. Other Roundtable participant objectives involve strengthening individual and family life via transforming anti-social behaviors, reconciling interpersonal relationships, and developing solutions to domestic violence and other social problems.

3.4 Roundtable Support

Roundtable participants overwhelmingly support the goal of improving outcomes for ex-offenders returning to the community. In most instances, community stakeholders serve similar clients and respond to comparable circumstances that require compatible services. Roundtable participants recognize that increasing numbers of individuals are returning from prison and jail with inadequate assistance during their reintegration process. Community stakeholders also understand that these individuals face multiple barriers to successful reentry including employment, housing, and substance abuse prevention and treatment. In addition, Roundtable participants are commonly concerned that the majority of ex-offenders are returning to poor urban neighborhoods that already face enormous social and economic disadvantages. Support among community stakeholders is grounded a shared belief that a "holistic" approach is required to achieve positive results in at-risk neighborhoods (e.g., increasing public safety, physical revitalization, economic development, and social justice).

Each of the representatives of the Roundtable brings something significant to the process of reintegrating ex-offenders into the community. For example, the literature on best practices and model post-release programs like Chattanooga Endeavors indicates that support from a wide variety of community stakeholders is essential to the successful transition of ex-offenders. Roundtable participants represent agencies that can provide a range of basic services. The basic program components for reentry programs include: Recruitment and participant selection

strategies, Pre-training and preparation services, Skills training, In-program support, and Placement and Post-placement services. Exhibit V-6 below displays the level and type of support of each of these components that Roundtable community stakeholders provide.

EXHIBIT V-6
PROGRAM COMPONENTS SUPPORTED BY ROUNDTABLE MEMBERS

Service Category (# of Representative Interviews)	Program Components					
	Recruitment and Participant Selection	Pre-training and Preparation	Skills Training	In-program Support	Placement Services	Post-placement Retention Services
Community-based (12)	✔	✔	✔	✔	✔	✔
Corrections (2)	✔					
Courts* (5)	✔					✔
Law Enforcement/ Probation & Parole (2)	✔	✔	✔	✔		
Local Business (1)					✔	
Local Government (3)	✔	✔	✔		✔	✔

*Includes judges, district attorneys, public defenders and defense attorneys.

3.5 Community Revitalization

Roundtable participants view the reentry initiative as essential to the success of a larger community revitalization effort currently underway in the city of Chattanooga. Community stakeholders concur that the initiative is consistent with local plans for community revitalization. The city recently initiated a public "visioning" process involving citizens from various communities and government agencies. The process, called "Tomorrow's Chattanooga," revealed that suitable and affordable housing is among the primary needs in poor neighborhoods. As part of the Roundtable, community stakeholders are developing a comprehensive community action plan to transform these neighborhoods—and make a significant and lasting difference via increasing public safety and improving the quality of life for residents. Community stakeholders concur that the Roundtable offers the occasion for neighborhood residents to collaborate with leaders in the community, learn from, and support each other, and share experience and expertise to develop long-term solutions.

3.6 Collaborative Partnerships

Roundtable participants identify collaborative partnerships and communication as keys to the early success of the reentry initiative. First, collaborative partnerships are viewed as essential. The City of Chattanooga has a history of public/private partnerships to solve social problems. This history involves interagency cooperation, information sharing, and pooling resources to develop solutions. Second, communication is critical. Communication builds consensus among government agencies and community organizations, the business and faith community, and local colleges and universities. Roundtable participants reported that they work in close collaboration with other government agencies and grassroots organizations to provide services, improve efficiencies, and achieve results. Creating and maintaining these strategic partnerships is important for addressing the multiple challenges facing communities and accomplishing desired reentry outcomes. Community stakeholders recommend that a successful reentry partnership requires that participants "do what they do best" focusing on their mission, goals and objectives. As the Roundtable develops, it will be interesting to see how member roles and responsibilities are defined.

3.7 Reentry Resources

Meeting the multiple challenges of offender reentry requires that community stakeholders combine limited resources, in effect creating a partnership that is larger than the sum of the individual member organizations. In an climate of increasing demand for services and declining resources, Roundtable participants contribute a number of complementary resources including professional and program services, content and subject matter expertise, and volunteers and referrals (e.g., counseling, employment services, housing assistance, job training and placement, legal aid, mentoring and coaching, substance abuse prevention and treatment). City government and non-profit sector partners also provide client information, data collection and analysis, grant writing experience, and limited financial assistance. Community stakeholders agree that the availability of financial resources is a major challenge. In January 2005, the JEHT Foundation grant ends making securing additional funding a priority.

3.8 Impetus for Involvement

The primary impetus for Roundtable participation is the increasing numbers of ex-offenders returning to the community with inadequate support. Community stakeholders share the concern that more ex-offenders are reentering the City of Chattanooga with inadequate employment, housing, and substance abuse treatment opportunities. Prison crowding and growing demand for jail bed space has resulted in record numbers of returning ex-offenders. According to a Tennessee Jail Summary Report from August 2004, Hamilton Jail is operating at

116.8 percent of capacity and Silverdale CCA at 114.1 percent of capacity. In many instances, ex-offenders are returning to communities experiencing a nexus of high rates of crime and unemployment. In other instances, returning ex-offenders and their families are experiencing increased victimization. These fragile families include a growing number of children who are facing the challenges involved with repeat victimization and chronic homelessness. Thus, the impetus for involvement in the Roundtable is a commitment to increasing public safety and promoting positive sustainable change in the City of Chattanooga. Community stakeholders concur that the development of solutions to the challenges of ex-offender reentry demands a planning and problem-solving partnership that includes both public and private social service agencies and organizations.

3.9 Building Trust

Building trust has been targeted as a method to increase the success of community justice partnerships, but trust is a complex construct—holding different meanings for different audiences (Roman, Jenkins, and Wolff, Forthcoming). Roundtable participants view trust as an integral part of building interagency and community partnerships to promote public safety and improve housing, employment, and sobriety among returning prisoners. Trust is fundamental to working with public agencies and private organizations in an environment that requires the referral of clients in need of social services. Roundtable participants suggest that trust is the key to gaining the cooperation, confidence, and support of offenders and offenders, and their families and communities.

3.10 Perceptions of Endeavors

Roundtable participants view Chattanooga Endeavors as the lead agency of the Roundtable. The community stakeholders describe Chattanooga Endeavors' role as that of group facilitator with equal partnership responsibilities shared with other Roundtable participants. Therefore, while Chattanooga Endeavors is viewed as the lead agency, community stakeholders indicate that the group determines the direction of the Roundtable. Chattanooga Endeavors Managing Director Timothy Dempsey is described as a caring, charismatic, competent, and committed leader. He is currently leading Roundtable efforts to identify goals and objectives by a process of group consensus. This leadership style can be considered "transformational" leadership. Transformational leadership has been proffered as a style of management for effective leadership within organizations.

3.11 Community Involvement

While the Roundtable has engaged the community, stakeholders suggest that residents have invaluable experience to share and should be encouraged to become more involved in the

meetings. Prior to creating the Roundtable, the process of community engagement involved working closely with citizens to identify problems related to ex-offender reentry. The process also included an emphasis on increasing public safety by ensuring law enforcement buy-in and building political capital via the support of the Mayor's Office. Moreover, the Roundtable has successfully partnered with key community stakeholders with established credibility among community residents.

3.12 Political Support

Community stakeholders concur that the political atmosphere is very supportive of the Roundtable's reentry initiative. As previously stated, the Roundtable is viewed as part of a larger revitalization effort. Community stakeholders routinely work closely with the City of Chattanooga and counties in the Tri-State Area to identify reentry problems and develop long-term solutions. The Roundtable is respected and this support is attributed to the participation of the Attorney Generals Office, Police Department, Mayor's Office, and various community- and faith-based groups representing a variety of neighborhood interests.

3.13 Sustainability

Roundtable participants conclude that sustaining the Roundtable requires continued funding for the reentry initiative, and continued commitment to a shared vision and mission. As previously mentioned, funding is a priority given the fact that the JEHT Foundation grant ends in the near future. Community stakeholders, however, are committed to improving outcomes for ex-offenders and the quality of life for families and communities disproportionately impacted by incarceration.

4. SUMMARY

The Roundtable is in the first phase of partnership development. They have the strong foundation of prior relationships among members and a level of trust and positive communication. A potential weakness is the focus on a single leader and primary lead agency, which while important for keeping the partnership on track, may create a problem if that leader leaves the partnership. The evaluation will continue to examine the Roundtable through its development process with a particular eye towards goal setting and goal attainment.

VI. Discussion and Next Steps

VI. Discussion and Next Steps

The information gathered through the process evaluation suggests that the Chattanooga Endeavors Building Bridges program is addressing an identified community problem according to accepted practices in the field. Specifically, the Community Stakeholder interviews conducted with Roundtable members highlight the severity of the local reentry problem and the community-wide agreement that it must be addressed. The program is implementing five of the six common components of reentry programs, and provides ongoing case management. The program combines a number of services in a way that addresses multiple client needs simultaneously and during the core, 6-week program, service provision is very intensive. In addition, the program staff focus on both internal client change as well as the enhancement of hard skills. The program also has the benefit of long-term relationships with other community agencies and the criminal justice system.

Areas for improvement, suggested by the information gathered include:

- **Diversification of funding.** The bulk of the funding received during the first year of the evaluation came from a single Federal grant. The program will need to secure other funding in order to sustain itself. At the time of writing this report, the program has been notified that the Federal grant will not be renewed, and it is unclear how, and in what form, the program will continue.

- **Client Retention.** The client success rate is approximately 50 percent. The program should explore ways of increasing their retention rate either through implementation of a more rigorous acceptance and admissions process or through implementing methods to keep enrolled clients engaged in the program. Increased client retention should enable to program to use its resources more efficiently.

- **Staffing.** While the program appears to have the correct level of staffing and staff have clear roles and responsibilities, as several of the key staff reported that it was not necessary to have knowledge of important areas for the program (e.g., workforce development and barriers faced by ex-offenders), the program may want to set up staff training in these areas. Also, as there is no one staff member wholly dedicated to development work, the program may want to consider adding such a position.

The evaluation was originally scheduled to continue collecting client-level information as part of an outcome evaluation and to start the process of gathering cost data for a cost benefit analysis. Based on the program's loss of funding and expected reorganization, the evaluation plan will need to be revisited.

APPENDIX A:
SUMMARY OF EMPLOYMENT-FOCUSED OFFENDER REENTRY PROGRAMS

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SUMMARY OF EMPLOYMENT-FOCUSED OFFENDER REENTRY PROGRAMS

EXHIBIT A-1
CHARACTERISTICS OF MODEL POST-RELEASE PROGRAMS

Program Name	Program Components	Length of Assistance	Staff Characteristics	Geographic Regions Served	Success Rates or Measures
America Works, Inc.	■ Job readiness ■ Job placement ■ Skills building ■ Support services ■ Target Population: Adult ex-offenders	4-week training program and 4-6 months of post-placement support	Professionals	DC, MD, NY	In 2002: ■ 77% of program referrals placed in jobs ■ 44% retained jobs for at least 90 days ■ 41% maintained employment for 6 months after placement
Center for Employment Opportunities (CEO)	■ Job readiness training ■ Job counseling ■ Paid transitional employment ■ Job development ■ Job placement ■ Post-placement services ■ Support services ■ Life skills training ■ Target Population: Non-violent adult ex-offenders	Minimum of 12 months	100 professional staff members 13-member board of trustees	New York, NY	■ 65-70% of program graduates placed in full-time jobs within 3 months of program participation ■ 75% have maintained employment for at least one month after placement ■ 60% still on the job 3 months after placement ■ 15% recidivism rate within 3 years of program participation
Delancey Street Foundation	■ Housing ■ Job training ■ Job placement ■ Educational assistance ■ Target Population: Adult ex-offenders and former substance abusers	Up to 4 years	All staff are ex-offenders and former substance abusers	CA, NC, NM, NY	■ 71% program graduation rate ■ 71% of program participants have received GEDs ■ One of the most successful reentry programs ■ 100% success rate, no re-arrests, convictions or returns to prison

EXHIBIT A-1 (CONT.)
CHARACTERISTICS OF MODEL POST-RELEASE PROGRAMS

Program Name	Program Components	Length of Assistance	Staff Characteristics	Geographic Regions Served	Success Rates or Measures
Developing Justice	■ Housing assistance ■ Job training and placement assistance ■ Educational assistance ■ Transitional employment ■ Peer group meetings ■ Target Population: Adult ex-offenders	Unspecified length of time	Staff members are ex-offenders	Brooklyn, NY	As of 11/2002: ■ High graduation and job placement rates ■ Maintained a recidivism rate below 10%
Goodwill Industries of the Chesapeake (SEETTS)	■ Job training ■ Job placement ■ Family support	Unspecified length of time	Professionals	Baltimore, MD	From 3/01-6/03: ■ 32% of program participants gained employment
Safer Foundation	■ Intake and assessment ■ Job referral and follow-up ■ Job skills training ■ Peer learning ■ Life skills ■ Target Population: Current and ex-offenders	Unspecified length of time	Professionals and a board of directors	IL, IA	According to a 1996 evaluation: ■ 59% of those placed on a job remained employed for 30 days after placement ■ Participants were likely to remain employed and crime free for up to one year after release

EXHIBIT A-1 (CONT.)
CHARACTERISTICS OF MODEL POST-RELEASE PROGRAMS

Program Name	Program Components	Length of Assistance	Staff Characteristics	Geographic Regions Served	Success Rates or Measures
South Forty & Fresh Start	■ Employment readiness training ■ Job search assistance and placement ■ Vocational assessment ■ Social service referrals ■ Personal development ■ Confidence-building ■ Post-employment support ■ Family support ■ Target Population: Current and ex-offenders	Unspecified length of time	Professionals	NY	■ More than 750 job placements annually ■ 70% of those placed in jobs remain on their jobs after 90 days ■ 80% graduation rates ■ 85% avoided reincarceration up to 6 months after release
The Center for Fathers, Families, and Workforce Development/ STRIVE Baltimore	■ Job readiness ■ Job placement ■ Attitudinal training ■ Job retention ■ Group interaction sessions ■ Target Population: Hard-to-employ adults	3 weeks of training with extra remedial work and job counseling assistance	Professionals	CA, CT, DC, FL, GA, IL, MA, MD, MI, NC, NY, PA & UK	■ High graduation, placement, and job retention rates across the board for its various locations

APPENDIX B:
POSITION-SPECIFIC RESULTS OF THE JOB ANALYSIS

APPENDIX B:
POSITION-SPECIFIC RESULTS OF THE JOB ANALYSIS

1. JOB ANALYSIS RESULTS FOR THE MANAGING DIRECTOR POSITION

1.1 Job Dimensions

To determine which job dimensions and job functions were appropriate for use in describing a given position we used SME ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. The ratings were used to compute a criticality score for each job dimension and job function according to the following formula:

*Criticality = (2 * Importance) + Frequency*

We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job dimensions or functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Further, to retain job dimensions and functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the dimension or function was needed at entry to the job. For each job dimension, Exhibit B-1 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-1
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD1	Providing assistance to the Board of Directors and all of its committees in accomplishing the priorities of the organization.	5	4	13	Yes	Yes
JD2	Developing adequate funding streams to support the work of the organization and to provide for the completion of special projects and strategic initiatives.	4	4	12	Yes	Yes
JD3	Managing community and public relations activities and events.	2	2	6	No	No

EXHIBIT B-1 (CONT.)
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD4	Supervising and assisting staff members in accomplishing their various job functions and assignments with special attention to established performance measures and strategic initiatives.	5	4	13	Yes	Yes
JD5	Researching issues and intervention strategies related to crime and corrections and designing programs and services to improve the effectiveness of Chattanooga Endeavors.	4	4	12	Yes	Yes

1.2 Job Functions

Exhibit B-2 lists all of the job functions for the Managing Director position. For each job function, Exhibit B-2 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-2
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Executes all resolutions and directives of the Board of Directors and consults and advises the Board on annual strategic initiatives, programs, policies, budget matters, and any other issues requiring the Board's involvement.	3	4	11	Yes	Yes
JF2	Keeps thoroughly informed on federal, state, and local laws and policies, procedures, requirements, philosophy of corrections affecting the operation of Chattanooga Endeavors and as a recipient of federal funds.	2	3	8	No	No
JF3	Consults the organization's legal counsel on contracts, agreements, or other matters requiring legal interpretation or advice.	2	2	6	No	No

EXHIBIT B-2 (CONT.)
JOB FUNCTION SUMMARY DATA

	Work Behavior and Task Statement	Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF5	Advises and assist the organization's Development Committee to create and implement an annual fundraising plan which will include proposed activities for the year and their projected incomes.	1	4	9	Yes	Yes
JF6	Advises and assists the organization's Marketing Committee to create and implement an annual marketing plan which will include measures aimed at increasing local awareness of Chattanooga Endeavors, promoting donations to support the work of the organization, and persuading ex-offenders to apply for the programs and services provided.	1	4	9	Yes	Yes
JF7	Keeps all records necessary to comply with governmental requirements, including equipment inventories, required policies and similar documents.	3	3	9	No	No
JF8	Coordinates with the Treasurer and bookkeeper as to the proper utilization and accountability of funds received.	3	4	11	No	No
JF9	Insures that all Federal, State, and local reports, tax forms, and similar deadlines that are necessary to comply with are met by the organization.	2	4	10	No	No
JF10	Continually reviews requests, applications, reports, brochures, and similar publications to insure their accuracy and accurateness.	2	2	6	No	No
JF11	Conducts research, prepares documents, promotes applications, and drafts requests to granting entities for submission.	3	3	9	Yes	Yes
JF12	Ensures that grant accounting guidelines are followed, reports are timely and accurately made, and that the organization's activities are consistent with the nature and goal of each award.	3	4	11	Yes	Yes

EXHIBIT B-2 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF13	Identifies potential income generation measures to contribute to sustainability. With the Executive Committee or its designee, performs cost analyses and protects potential income levels. Presents business proposals to Board for approval and implements in accordance with plan.	4	4	12	Yes	Yes
JF14	Provides assistance to the Personnel Committee in establishing performance objectives and strategic goals for staff members and in conducting routine reviews and evaluations of staff performance.	1	4	9	No	No
JF15	Makes regular reports to the Board on performance measures, status of staff projects and strategic initiatives in addition to other activities of the staff that warrant attention.	2	4	10	No	No
JF16	Advises the Board as to the need and justification for additional staff, provides accurate cost assessment for any proposed hire, cooperates with the Personnel Committee in the creation of new job-descriptions, assists in the recruitment, selection and orientation of new staff, and designs and implements training programs.	1	3	7	No	No
JF17	Maintains awareness of national programs that have achieved positive results with ex-offenders.	1	2	5	No	No
JF18	Evaluates existing correctional system and develops specific plans to address the needs of the identified target population. Identifies potential sources of funding or financing and develops models and projections accurately in order to determine the overall feasibility of each individual project.	1	2	5	No	No
JF19	Develops relationships with agencies, institutions, and organizations with interests similar to those of Chattanooga Endeavors and works with their leadership to obtain strategic alliances, joint partnerships, collaborations and the like.	3	3	9	No	No

EXHIBIT B-2 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF20	Continually reviews and improves methods of establishing the successes of our program and reporting results of our program with an accountability that can be proven.	4	4	12	Yes	Yes
JF21	Consistent with the priorities and plans of the Marketing Committee, conducts public and community relations on behalf of the organization.	3	4	11	Yes	Yes
JF22	Continually reviews communications material for accuracy and for adherence to established image and position and make revisions as needed.	2	4	10	No	No
JF23	Provides regular updates of the activities of Chattanooga Endeavors to sponsoring organizations.	2	2	6	No	No
JF24	Prepares and carries out annual events, including the "Perspective Series" and the "Lenten Cross Project" In the absence of the Office Manager, performs necessary financial and personnel functions as Maintains personnel records including sick leave, leave, tardiness, etc.	1	1	3	No	No
JF25	Monitors Student Support Staff.	0	0	0	No	No

1.3 Knowledges, Skills, and Abilities (KSAs)

We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Data for the KSAs are provided in Exhibit B-3. For each KSA, Exhibit B-3 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-3
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of the organization and function of all Chattanooga Endeavors departments.	4	No	No
K2	Knowledge of the problems, strengths, weaknesses, and statistical data of the criminal justice system especially as related to the Tennessee Department of Corrections and the Board of Probation and Parole.	4	No	No
K3	Knowledge of tools and theories as to the methods, procedures and goals of rehabilitative techniques for those who have violated the law and especially as related to the training programs of Chattanooga Endeavors.	4	Yes	Yes
K4	Knowledge of the following techniques: community building and core communication.	2	No	No
K5	Knowledge of Biblio-therapy, adventure-based counseling, and process group theory and practice.	2	No	No
K6	Knowledge of teaching methods, substance abuse prevention, basic employment, and skills training to aid ex-offenders to avoid repeat offenses and to make better citizens of themselves.	2	No	No
K7	Knowledge of assessment programs and psychological testing that are helpful in the training programs at Endeavors.	2	No	No
K8	Knowledge of confidentiality standards to include what client-related information may be released, who the information may be given to, and where the information may be stored as needed to protect client's rights of privileged information.	4	No	No
K9	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	3	No	No
K10	Knowledge of common barriers to success for ex-offenders.	3	No	No
K11	Knowledge of how to maintain the chain of custody (for drug tests or other similar items).	3	No	No
K12	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	4	No	No
K13	Knowledge of the workforce development field.	4	No	No
K14	Knowledge of the substance abuse treatment field.	4	No	No

EXHIBIT B-3 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K15	Knowledge of the duties and responsibilities of other program staff.	4	No	No
K16	Knowledge of the purpose and mission of Chattanooga Endeavors.	4	No	No
S1	Skill in getting clients needed services/goods.	2	No	No
S2	Skill in discussing sensitive topics with clients.	2	No	No
S3	Skill in retaining clients in the program.	2	No	No
S4	Skill in conducting program outreach and in publicizing the program within the community.	4	No	No
S5	Skill in working autonomously/without much supervision or direction.	4	Yes	Yes
A1	Ability to communicate orally using proper language rules and diction, asking appropriate questions, and choosing words appropriate for people of varying levels of education and understanding.	4	Yes	Yes
A2	Ability to communicate in writing, to compose correspondence, compile reports, and develop presentation materials according to the needs of the audience.	4	Yes	Yes
A3	Ability to analyze a large amount of information, assess data, and apply relevant research to the programs and activities of the organization.	4	Yes	Yes
A4	Ability to coordinate multiple projects and assignments simultaneously while meeting deadlines.	4	Yes	Yes
A5	Ability to use software (i.e., Microsoft Word and Excel, Internet Browsers, and Microsoft Outlook) competently.	3	Yes	Yes
A6	Ability to follow existing filing protocols in retrieving documents and in creating new files.	3	Yes	Yes
A7	Ability to coordinate routine recurring activities and meet deadlines and expectations for special requests from other staff.	4	Yes	Yes
A8	Ability to help clients complete the program paperwork (e.g., assessments, application, time cards).	0	No	No
A9	Ability to act as a role model for program clients.	2	Yes	Yes
A10	Ability to speak openly about your own experiences.	3	No	No
A11	The ability to create appropriate boundaries with clients and other programs staff.	4	Yes	Yes

EXHIBIT B-3 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
A12	Ability to share your experiences openly with others (e.g., other staff and clients).	3	Yes	Yes
A13	Ability to recognize when a client is in danger of dropping out of the program.	1	No	No
A14	Ability to advocate for clients (e.g., with probation officers, judges, other staff).	2	No	No
A15	Ability to take appropriate action when clients are not following program rules or protocols.	1	No	No
A16	Ability to evaluate large quantities of information and draw valid conclusions.	4	Yes	Yes
A17	Ability to read non-verbal cues.	4	Yes	Yes
A18	Ability to develop working relationships with other community-based or service agencies.	4	Yes	Yes
A19	Ability to assess client likelihood of program success.	1	No	No
A20	Ability to support other program staff in completing their duties.	4	Yes	Yes
A21	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	4	Yes	Yes
A22	Ability to work comfortably with ex-offenders.	4	No	No
A23	Ability to gain the trust of the ex-offender client population.	4	Yes	No
A24	Ability to organize a large amount of information in a way that makes it easy to use (e.g., information about the services available in the community, information about clients circumstances).	4	Yes	Yes
A25	Ability to create coherent client files that contain complete client information.	1	No	No
A26	Ability to keep client files and program information up to date.	1	No	No
A27	Ability to maintain client contact pre and post program.	1	No	No
A28	Ability to respond to third part requests for information.	4	Yes	Yes
A29	Ability to contribute to program fundraising.	4	Yes	Yes
A30	Ability to help clients develop realistic goals.	2	No	No
A31	Ability to supervise other staff.	4	Yes	Yes
A32	Ability to conduct drug screening tests.	1	No	No

1.4 Summary

The following conclusions are based on the information from one incumbent.

Dimensions, Functions, and KSAs Judged as Critical/Important

The findings of the job analysis indicated that all five job dimensions and that 23 of the 25 job functions were judged by the SME as being "critical" to performance in this position. Of the 53 KSAs for this job analysis, 45 were judged by the SME to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions.

Dimensions, Functions, and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated four of the five job dimensions and nine of the 25 job functions met both criticality and needed-at-entry ratings. Twenty-one of the 53 KSAs were judged by the SME as being both important and needed-at-entry. These four job dimensions, nine job functions, and 21 KSAs define the potential test domain for this position. With further work, these job dimensions, job functions, and KSAs can be used to develop selection methods for this position.

2. JOB ANALYSIS RESULTS FOR THE PROGRAM MANAGER POSITION

2.1 Job Dimensions

To determine which job dimensions and job functions were appropriate for use in describing a given position we used the SME ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. The ratings were used to compute a criticality score for each job dimension and job function according to the following formula:

*Criticality = (2 * Importance) + Frequency*

We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job dimensions or functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Further, to retain job dimensions and functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the dimension or function was needed at entry to the job. For each job dimension, Exhibit B-4 provides the following: Frequency and Importance ratings,

Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-4
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD1	Providing assistance to the Program Director in accomplishing the priorities of Chattanooga Endeavors.	5	4	13	Yes	Yes
JD2	Coordinating program activities.	5	4	13	Yes	Yes
JD3	Managing and assisting staff members in accomplishing their various job functions and assignments with special attention to established performance measures and strategic initiatives.	5	4	13	Yes	Yes
JD4	Maintaining knowledge of and competency in strategies related to crime and corrections and designing programs and services to improve the effectiveness of Chattanooga Endeavors.	3	4	11	Yes	Yes

2.2 Job Functions

Exhibit B-5 lists all of the job functions for the Program Manager position. For each job function, Exhibit B-5 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-5
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Determine staffing requirements, interview, hire and train new employees or oversee such personnel processes.	2	4	10	Yes	Yes
JF2	Manage staff, preparing work schedules and assigning specific duties.	3	4	11	Yes	Yes
JF3	Establish program objectives and evaluative the program against those criteria.	4	4	12	Yes	Yes

EXHIBIT B-5 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF4	Direct activities of professional and technical staff members and volunteers.	4	4	12	Yes	Yes
JF5	Evaluate the work of staff and volunteers in order to ensure that their work is of appropriate quality and that resources are used effectively.	4	4	12	Yes	Yes
JF6	Oversee activities directly related to making products or providing services.	5	4	13	Yes	Yes

2.3 Knowledges, Skills, and Abilities (KSAs)

We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Data for the KSAs are provided in Exhibit B-6. For each KSA, Exhibit B-6 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-6
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of the organization and function of all Chattanooga Endeavors departments.	4	Yes	Yes
K2	Knowledge of the following techniques: community building and core communication.	4	Yes	Yes
K3	Knowledge of Biblio-therapy, and process group theory and practice.	4	Yes	Yes

EXHIBIT B-6 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K4	Knowledge of teaching methods, substance abuse prevention, basic employment, and skills training to aid ex-offenders to avoid repeat offenses and to make better citizens of themselves.	4	Yes	Yes
K5	Knowledge of common barriers to success for ex-offenders.	4	Yes	Yes
K6	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	4	Yes	Yes
K7	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	4	Yes	Yes
K8	Knowledge of the workforce development field.	3	Yes	Yes
K9	Knowledge of the duties and responsibilities of other program staff.	3	Yes	Yes
K10	Knowledge of the purpose and mission of Chattanooga Endeavors.	4	Yes	Yes
K11	Knowledge of principles and procedures for personnel recruitment, selection, assessment, and training.	4	Yes	Yes
S1	Skill in motivating, developing, and directing people as they work, identifying the best people for the job.	4	Yes	Yes
S2	Skill in using logic and reasoning to identify the strengths and weaknesses of alternative solutions, conclusions or approaches to problems.	4	Yes	Yes
S3	Skill in determining cause of a problem and deciding on a correct course of action to address the problem.	4	Yes	Yes
S4	Skill in considering the relative costs and benefits of potential actions to choose the most appropriate one.	4	Yes	Yes
S5	Skill in managing own time and coordinating with others.	4	Yes	Yes
S6	Skill in discussing sensitive topics with clients.	4	Yes	Yes
S7	Skill in retaining clients in the program.	4	Yes	Yes
A1	Ability to communicate orally using proper language rules and diction, asking appropriate questions, and choosing words appropriate for people of varying levels of education and understanding.	4	Yes	Yes
A2	Ability to communicate in writing, to compose correspondence, compile reports, and develop presentation materials according to the needs of the audience.	3	Yes	Yes
A3	Ability to analyze a large amount of information, assess data, and apply relevant research to the programs and activities of the organization.	4	Yes	Yes
A4	Ability to coordinate multiple projects and assignments simultaneously while meeting deadlines.	4	Yes	Yes

EXHIBIT B-6 (CONT.)
KSA SUMMARY DATA

	KSA	Importance	Necessary at Entry	Meets Criteria?
A5	Ability to use software (i.e., Microsoft Word and Excel, Internet Browsers, and Microsoft Outlook) competently.	3	Yes	Yes
A6	Ability to follow existing filing protocols in retrieving documents and in creating new files.	3	No	No
A7	Ability to coordinate routine recurring activities and meet deadlines and expectations for special requests from other staff.	3	Yes	Yes
A8	Ability to help clients complete the program paperwork (e.g., assessments, application, time cards).	3	Yes	Yes
A9	Ability to act as a role model for program clients.	4	Yes	Yes
A10	Ability to speak openly about your own experiences.	4	Yes	Yes
A11	The ability to create appropriate boundaries with clients and other programs staff.	4	Yes	Yes
A12	Ability to share your experiences openly with others (e.g., other staff and clients).	4	Yes	Yes
A13	Ability to recognize when a client is in danger of dropping out of the program.	4	Yes	Yes
A14	Ability to advocate for clients (e.g., with probation officers, judges, other staff).	3	Yes	Yes
A15	Ability to take appropriate action when clients are not following program rules or protocols.	4	Yes	Yes
A16	Ability to evaluate large quantities of information and draw valid conclusions.	4	Yes	Yes
A17	Ability to read non-verbal cues.	4	Yes	Yes
A18	Ability to develop working relationships with other community-based or service agencies.	3	Yes	Yes
A19	Ability to support other program staff in completing their duties.	3	Yes	Yes
A20	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	4	Yes	Yes
A21	Ability to work comfortably with ex-offenders.	4	Yes	Yes
A22	Ability to gain the trust of the ex-offender client population.	4	Yes	Yes
A23	Ability to organize a large amount of information in a way that makes it easy to use (e.g., information about the services available in the community, information about clients circumstances).	3	Yes	Yes
A24	Ability to respond to third part requests for information.	3	Yes	Yes
A25	Ability to contribute to program fundraising.	3	No	No
A26	Ability to help clients develop realistic goals.	3	Yes	Yes
A27	Ability to supervise other staff.	3	Yes	Yes
A28	Ability to conduct drug screening tests.	3	No	No

2.4 Summary

The following conclusions are based on the information from one incumbent.

Dimensions, Functions, and KSAs Judged as Critical/Important

The findings of the job analysis indicated that all four job dimensions and all six of the job functions were judged by the SME as being "critical" to performance in this position. All of the 46 KSAs for this job analysis were judged by the SME to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions. It should be noted that it is likely that this position has more than just six job functions. Given more time to work with the incumbent, conduct job observations, and to discuss the position with other SMEs relevant to this position it is likely that more job functions could be discovered.

Dimensions, Functions, and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated that all four of the dimensions and all six of the job functions met both criticality and needed-at-entry ratings. Forty-three of the 46 KSAs were judged by the SME as being both important and needed-at-entry. These four job dimensions, six job functions, and 43 KSAs define the potential test domain for this position. With further work, these job dimensions, job functions, and KSAs can be used to develop selection methods for this position.

3. JOB ANALYSIS RESULTS FOR THE COMMUNITY VOLUNTEER AND MARKETING COORDINATOR POSITION

3.1 Job Dimensions

To determine which job dimensions and job functions were appropriate for use in describing a given position we used SME ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. The ratings were used to compute a criticality score for each job dimension and job function according to the following formula:

$$Criticality = (2 * Importance) + Frequency$$

We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job dimensions or functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their

Frequency rating was "5" (i.e., More than once a day). Further, to retain job dimensions and functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the dimension or function was needed at entry to the job. For each job dimension, Exhibit B-7 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-7
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD1	Recruiting, training and placing community volunteers in positions that advance the interests of the organization.	3	3	9	Yes	Yes
JD2	Collecting and tabulating information to establish the performance of volunteers related to specific goals, objectives, and outcomes.	2	3	8	Yes	Yes
JD3	Assisting the Marketing Committee in publicizing the activities of the organization.	5	3	11	Yes	Yes

3.2 Job Functions

Exhibit B-8 lists all of the job functions for the Community Volunteer and Marketing Coordinator position. For each job function, Exhibit B-8 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-8
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Coordinates all aspects of community volunteer involvement in the activities of CEI.	3	3	9	Yes	Yes
JF2	Cultivates positive public relations by participating in community outreach activities.	2	2	6	Yes	Yes
JF3	Coordinates the production of CEI Newsletter.	1	2	5	No	No

EXHIBIT B-8 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF4	Coordinates the creation of the CEI annual report.	0	0	0	No	No
JF5	Assists the Marketing Committee in all of its activities.	5	3	11	Yes	Yes
JF6	Develops and implements annual and special events.	2	3	8	Yes	Yes
JF7	Coordinates media activities.	2	2	6	No	No
JF8	Oversees bulk mailings.	2	2	6	Yes	Yes
JF9	Maintains CEI donor base as it relates to volunteers and other special categories therein.	2	2	6	Yes	Yes
JF10	Responds to general inquiries about the organization.	3	3	9	No	No
JF11	Maintains CEI Webpage.	2	1	4	No	No
JF12	Tabulates volunteer data and assesses it against past performance and stated goals and objectives.	2	1	4	Yes	No
JF13	Attends meeting of the Marketing Committee and the Board of Directors and keeps minutes for the secretary in his or her absence.	2	2	6	Yes	Yes

3.3 Knowledges, Skills, and Abilities (KSAs)

Data for the KSAs are provided in Exhibit B-9. For each KSA, Exhibit B-9 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) of whether the KSA met the all the criteria used in the job analysis. We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

EXHIBIT B-9
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of recruiting methods as needed to accomplish job functions.	3	Yes	Yes
K2	Knowledge of marketing principles and methods as needed to advance the interests of the Chattanooga Endeavors program.	3	Yes	Yes
K3	Knowledge of business and management principles involved in resource allocation, human resources management, leadership, and coordination of people and resources.	2	No	No
K4	Knowledge of principles and methods for curriculum and training design as needed to train volunteers.	3	Yes	Yes
K5	Knowledge of media production, communication, and dissemination techniques as needed to accomplish job functions related to promoting the Chattanooga Endeavors program.	2	Yes	Yes
K6	Knowledge of accounting principles and practices as needed to perform job functions.	3	Yes	Yes
K7	Knowledge of bulk mailing and other literature distribution methods.	3	No	No
K8	Knowledge of available community mental and public health resources as needed to accomplish job functions.	3	No	No
K9	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	1	No	No
K10	Knowledge of common barriers to success for ex-offenders.	3	No	No
K11	Knowledge of how to maintain the chain of custody (for drug tests or other similar items).	1	Yes	No
K12	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	2	No	No
K13	Knowledge of the workforce development field.	0	No	No
K14	Knowledge of the substance abuse treatment field.	0	No	No
K15	Knowledge of the duties and responsibilities of other program staff.	2	No	No
K16	Knowledge of the purpose and mission of Chattanooga Endeavors.	3	Yes	Yes
K17	Knowledge of all phases of the Chattanooga Endeavors program.	2	No	No
S1	Skill in managing own time and coordinating with others.	4	Yes	Yes
S2	Skill in motivating, developing, and directing people as they work, identifying the best people for the job.	2	No	No

EXHIBIT B-9 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
S3	Skill in using logic and reasoning to identify the strengths and weaknesses of alternative solutions, conclusions or approaches to problems.	2	No	No
S4	Skill in determining cause of a problem and deciding on a correct course of action to address the problem.	2	Yes	Yes
S5	Skill in considering the relative costs and benefits of potential actions to choose the most appropriate one.	3	Yes	Yes
S6	Skill in assessing the performance of yourself and volunteers to make improvements or take corrective action.	3	Yes	Yes
S7	Skill in getting clients needed services/goods.	1	No	No
S8	Skill in discussing sensitive topics with clients.	1	No	No
S9	Skill in retaining clients in the program.	1	No	No
S10	Skill in conducting program outreach and in publicizing the program within the community.	3	Yes	Yes
S11	Skill in working autonomously/without much supervision or direction.	4	Yes	Yes
A1	Ability to communicate orally using proper language rules and diction, asking appropriate questions, and choosing words appropriate for people of varying levels of education and understanding.	4	Yes	Yes
A2	Ability to communicate in writing to compose correspondence, compile reports, and record client information in treatment plan file.	4	Yes	Yes
A3	Ability to use office-related software (e.g., Microsoft Word, Excel) to accomplish job related functions.	4	Yes	Yes
A4	Ability to help clients complete the program paperwork (e.g., assessments, application, time cards).	1	No	No
A5	Ability to act as a role model for program clients.	2	Yes	Yes
A6	Ability to speak openly about your own experiences.	0	No	No
A7	Ability to create appropriate boundaries with clients and other programs staff.	2	Yes	Yes
A8	Ability to share your experiences openly with others (e.g., other staff and clients).	0	No	No
A9	Ability to recognize when a client is in danger of dropping out of the program.	0	No	No
A10	Ability to advocate for clients (e.g., with probation officers, judges, other staff).	0	No	No
A11	Ability to take appropriate action when clients are not following program rules or protocols.	0	No	No
A12	Ability to evaluate large quantities of information and draw valid conclusions.	2	Yes	Yes
A13	Ability to develop working relationships with other community-based or service agencies.	3	Yes	Yes
A14	Ability to assess client likelihood of program success.	0	No	No
A15	Ability to support other program staff in completing their duties.	3	Yes	Yes

EXHIBIT B-9 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
A16	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	3	Yes	Yes
A17	Ability to work comfortably with ex-offenders.	3	Yes	Yes
A18	Ability to gain the trust of the ex-offender client population.	1	No	No
A19	Ability to organize a large amount of information in a way that makes it easy to use (e.g., information about the services available in the community, information about clients circumstances).	3	Yes	Yes
A20	Ability to respond to third party requests for information.	3	Yes	Yes
A21	Ability to contribute to program fundraising.	3	Yes	Yes
A22	Ability to work autonomously/without much supervision or direction.	4	Yes	Yes
A23	Ability to conduct drug tests.	0	No	No

3.4 Summary

The following conclusions are based on the information from one incumbent.

Dimensions, Functions, and KSAs Judged as Critical/Important

The findings of the job analysis indicated that all three job dimensions and that 10 of the 13 job functions were judged by the SME as being "critical" to performance in this position. Of the 51 KSAs in this job analysis, 35 were judged by the SME to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions.

Dimensions, Functions, and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated all three of the job dimensions and seven of the 13 job functions met both criticality and needed-at-entry ratings. Twenty-six of the 51 KSAs were judged by the SME as being both important and needed-at-entry. These three job dimensions, seven job functions, and 26 KSAs define the potential test domain for this position. With further work, these job dimensions, job functions, and KSAs can be used to develop selection methods for this position.

4. JOB ANALYSIS RESULTS FOR THE ADMISSIONS COORDINATOR POSITION

4.1 Job Dimensions

To determine which job dimensions and job functions were appropriate for use in describing a given position we used SME ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. The ratings were used to compute a criticality score for each job dimension and job function according to the following formula:

*Criticality = (2 * Importance) + Frequency*

We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job dimensions or functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Further, to retain job dimensions and functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the dimension or function was needed at entry to the job. For each job dimension, Exhibit B-10 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-10
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD1	Coordinating all aspects of promoting the programs with ex-offenders in order to provide for reasonable access to Chattanooga Endeavors for all eligible candidates.	5	4	13	Yes	Yes
JD2	Determining which candidates satisfy criteria for general eligibility, whether they are suitable for the program to which they have applied, and whether and special conditions need to be attached to an acceptance.	5	4	13	Yes	Yes
JD3	In the absence of the Continued Care Coordinator, conducts routine case management functions.	4	3	10	Yes	Yes

4.2 Job Functions

Exhibit B-11 lists all of the job functions for the Admissions Coordinator position. For each job function, Exhibit B-11 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-11
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Conducts recruiting activities for ex-offenders to the programs and services of Chattanooga Endeavors.	5	4	13	Yes	Yes
JF1-A	Provides information on programs and eligibility requirements to individuals and organizations.	5	4	13	Yes	Yes
JF2	Responds to inquiries made by ex-offenders.	4	3	10	Yes	Yes
JF3	Interviews applicants and gathers information for eligibility certification process.	3	3	9	Yes	Yes
JF4	Interprets regulations and applicant information to determine an applicant's eligibility.	5	4	13	Yes	Yes
JF5	Oversees the input of data in "AIMS" (Automated Information Management System).	4	4	12	Yes	Yes
JF6	Conducts recruiting activities for ex-offenders to the programs and services of Chattanooga Endeavors.	3	3	9	Yes	Yes
JF7	Promotes applicant status according to established timelines and expectations.	4	2	8	Yes	Yes
JF8	When appropriate, refers applicants to other services, programs and community organizations	3	3	9	Yes	Yes
JF9	Assists applicants with the completion of documents and requests additional information when necessary.	4	2	8	Yes	Yes
JF10	Insures that required consent forms and other documents limiting exposure for the organization are signed and filed with candidates' applications.	3	2	7	Yes	Yes
JF11	Makes determinations of applications based upon established criteria and subjective assessments, engaging the Board of Probation and Parole, the local court system, or other correctional or law-enforcement officials as required.	5	4	13	Yes	Yes

EXHIBIT B-11 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF12	Protects confidentiality of clients' records.	5	4	13	Yes	Yes
JF13	Maintains regular contact with ex-offenders who have been accepted to Endeavors but who remain confined for prolonged periods.	2	2	6	Yes	Yes
JF14	Prepares rosters for each programs session.	2	3	8	Yes	Yes
JF15	Maintains files on referring agents.	3	2	7	Yes	Yes
JF16	Responds to requests for information and reports by official third parties.	3	3	9	Yes	Yes
JF17	Conducts exit interviews for students who fail to complete established curriculums.	3	2	7	Yes	Yes
JF18	Completes reports on status changes to official third parties.	3	3	9	Yes	Yes
JF19	Collects data and, as needed, conducts critical discussions on the recruiting activities of Endeavors.	4	3	10	Yes	Yes
JF20	Assists in developing new marketing and promotions activities to (1) insure reasonable access to the programs and services for eligible ex-offenders, and (2) improve the ability of the organization to meet the needs of referring agents.	3	3	9	Yes	Yes
JF21	Reviews approved eligibility certifications for consistency and accuracy.	3	2	7	Yes	Yes
Jf22	Identifies, understands, and develops recruiting tactics that meet the perceived needs of (1) ex-offenders who are desirous because of limited risk, and (2) corrections officials who make referrals to our programs.	4	3	10	Yes	Yes
Jf23	Attends training to enhance skills that will benefit the program and its students, especially as related to marketing and sales, assessments, and the characteristics of ex-offenders.	0	0	0	Yes	No

Note: Job Functions 16 and 18 were thought to be similar enough by the SME to combine. So for the purposes of this job analysis the two functions were combined. SME and CEI should choose the most appropriate wording for this Function.

4.3 Knowledges, Skills, and Abilities (KSAs)

We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Data for the KSAs are provided in Exhibit B-12. For each KSA, Exhibit B-12 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-12
KSA SUMMARY DATA

	KSA	Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of basic public relations techniques.	3	Yes	Yes
K2	Knowledge of basic sales techniques.	3	Yes	Yes
K3	Knowledge of standard case-management practices.	2	Yes	Yes
K4	Knowledge of the client population's characteristics.	2	Yes	Yes
K5	Knowledge of criminal justice system with an emphasis on the Tennessee Department of Corrections and the Board of Probation and Parole.	2	Yes	Yes
K6	Knowledge of Office software (Access, Excel, Outlook).	4	Yes	Yes
K7	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	2	Yes	Yes
K8	Knowledge of common barriers to success for ex-offenders.	3	Yes	Yes
K9	Knowledge about how to maintain the chain of custody (for drug tests or other similar items).	2	Yes	Yes
K10	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	2	Yes	Yes
K11	Knowledge of the workforce development field.	2	Yes	Yes
K12	Knowledge of the substance abuse treatment field.	2	Yes	Yes
K13	Knowledge of the duties and responsibilities of other program staff.	2	Yes	Yes
K14	Knowledge of the purpose and mission of Chattanooga Endeavors.	4	Yes	Yes

EXHIBIT B-12 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K15	Knowledge of all phases of the Chattanooga Endeavors program.	4	Yes	Yes
S1	Skill in working with individuals from a variety of backgrounds.	3	Yes	Yes
S2	Skill getting clients needed services/goods.	3	Yes	Yes
S3	Skill discussing sensitive topics with clients.	3	Yes	Yes
S4	Skill retaining clients in the program.	3	Yes	Yes
S5	Skill in conducting program outreach and in publicizing the program within the community.	3	Yes	Yes
S6	Skill in working autonomously/without much supervision or direction.	3	Yes	Yes
A1	Ability to communicate orally using proper language rules and diction, asking appropriate questions, and choosing words appropriate for people of varying levels of education and understanding (e.g., ex-offenders to executives).	4	Yes	Yes
A2	Ability to communicate in writing, to compose correspondence, compile reports, and develop presentation materials according to the needs of the audience.	3	Yes	Yes
A3	Ability to use software (i.e., Microsoft Word and Excel, Internet Browsers, and Microsoft Outlook) competently.	3	Yes	Yes
A4	Ability to maintain confidentiality.	3	Yes	Yes
A5	Ability to coordinate routine recurring activities and meeting deadlines and expectations for special requests from other staff.	3	Yes	Yes
A6	Ability to help clients complete the program paperwork (e.g., assessments, application, time cards).	4	Yes	Yes
A7	Ability to act as a role model for program clients.	3	Yes	Yes
A8	Ability to speak openly about your own experiences.	3	Yes	Yes
A9	The ability to create appropriate boundaries with clients and other programs staff.	3	Yes	Yes
A10	Ability to share your experiences openly with others (e.g., other staff and clients).	3	Yes	Yes
A11	Ability to recognize when a client is in danger of dropping out of the program.	3	Yes	Yes
A12	Ability to advocate for clients (e.g., with probation officers, judges, other staff).	4	Yes	Yes
A13	Ability to take appropriate action when clients are not following program rules or protocols.	3	Yes	Yes
A14	Ability to evaluate large quantities of information and draw valid conclusions.	3	Yes	Yes
A15	Ability to read non-verbal cues.	4	Yes	Yes
A16	Ability to develop working relationships with other community-based or service agencies.	3	Yes	Yes
A17	Ability to assess client likelihood of program success.	2	Yes	Yes
A18	Ability to support other program staff in completing their duties.	2	Yes	Yes

EXHIBIT B-12 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
A19	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	3	Yes	Yes
A20	Ability to work comfortably with ex-offenders.	4	Yes	Yes
A21	Ability to gain the trust of the ex-offender client population.	4	Yes	Yes
A22	Ability to organize a large amount of information in a way that makes it easy to use (e.g., information about the services available in the community, information about clients circumstances).	3	Yes	Yes
A23	Ability to create coherent client files that contain complete client information.	2	Yes	Yes
A24	Ability to keep client files and program information up to date.	2	Yes	Yes
A25	Ability to maintain client contact pre and post program.	2	Yes	Yes
A26	Ability to respond to third part requests for information.	3	Yes	Yes
A27	Ability to contribute to program fundraising.	2	Yes	Yes
A28	Ability to help clients develop realistic goals.	3	Yes	Yes
A29	Ability to supervise other staff.	3	Yes	Yes
A30	Ability to conduct drug tests.	2	Yes	Yes

4.4 Summary

The following conclusions are based on the information from one incumbent.

Dimensions, Functions, and KSAs Judged as Critical/Important

The findings of the job analysis indicated that all three job dimensions and that 21 of the 22 job functions were judged by the SME as being "critical" to performance in this position. Two job functions were, in the opinion of the SME, repetitive (i.e., JF16 and JF18). For this reason, these two job functions were counted as one job function. The SME and Chattanooga Endeavors should arrive at the most appropriate wording for this job function. Of the 51 KSAs in this job analysis, all 51 were judged by the SME to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions.

Dimensions, Functions, and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated all three of the job dimensions and 21 of the 22 job functions met both criticality and need-at-entry ratings. All 51 of the KSAs were judged by the SME as being both important and needed-at-entry. These four job dimensions, nine job functions, and 21 KSAs define the potential test domain for this position. With further work,

these job dimensions, job functions, and KSAs can be used to develop selection methods for this position.

5. JOB ANALYSIS RESULTS FOR THE CASE MANAGEMENT COORDINATOR POSITION

5.1 Job Dimensions

To determine which job dimensions and job functions were appropriate for use in describing a given position we used SME ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. The ratings were used to compute a criticality score for each job dimension and job function according to the following formula:

*Criticality = (2 * Importance) + Frequency*

We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any dimensions or job functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Further, to retain job dimensions and functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the dimension or function was needed at entry to the job. For each job dimension, Exhibit B-13 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-13
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD1	Compiling service contracts for clients participating with Community Justice Committees.	3	3	9	Yes	Yes
JD2	Coordinating case management activities between clients and their committees.	4	3	10	Yes	Yes
JD3	Overseeing the collection and input of data in Service Point.	5	4	13	Yes	Yes
JD4	Providing peer support groups.	4	3	10	Yes	Yes
JD5	Making referrals.	4	2	8	Yes	Yes

5.2 Job Functions

Exhibit B-14 lists all of the job functions for the Case Management Coordinator position. For each job function, Exhibit B-14 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-14
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Performs intake procedures for clients who completed Phase I and are eligible for the Community Justice Project.	3	3	9	Yes	Yes
JF2	Establishes intermediary goals as a "safety plan" when there is to be a period of delay in services or when acceptance has been deferred; assists clients with basic human needs during this period; tracks progress against plan; makes recommendation as to whether a candidate is suitable for the program in cases where acceptance has been deferred.	3	3	9	Yes	Yes
JF3	Converts the Life Skills Management by Objective into an "individual service plans" for each client who completes Phase-I; determines needs as related especially to progressive employment, stable housing, supportive relationships, control of substance abuse, and educational development; presents case to Community Justice Committee; tracks progress against goals; modifies plan as justified by performance; intervenes as needed.	3	2	7	Yes	Yes
JF4	Makes home visits with clients according to established guidelines; attempts to gain contact with immediate family members; involves family members in service plans whenever possible.	2	2	6	Yes	Yes
JF5	Provides family support groups to clients and their families when participating in family case management as an extension of the Community Justice Project.	1	1	3	Yes	No

EXHIBIT B-14 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF6	Receives reports from Community Justice Case Management Committees on the progress of clients against established goals; keeps accurate records of services provided, referrals given, interventions made, and progress against established goals.	2	2	6	Yes	Yes
JF7	Oversees data-entry and case-management records in Service Point; provides training and support to staff and volunteers with functions related to Service Point.	3	4	11	Yes	Yes
JF8	Maintains the Copy Folder and provides for adequate supplies of documents, forms, and other printed material including staff desk-kits.	1	1	3	Yes	No
JF9	Prepares reports on clients served and the outcomes/impacts of the services provided.	3	3	9	Yes	Yes
JF10	Provides routine status reports on clients to their probation or parole officer and additional information on their performance as requested.	3	3	9	Yes	Yes
JF11	Closes cases when services are terminated; completes final interviews and files report; summarizes achievements and probable needs associated with closed cases at staff meetings.	3	2	7	Yes	Yes
JF12	Makes court appearances and testifies as to the performance of clients as required.	3	2	7	Yes	Yes
JF13	Provides staff support to the Inner Circle Chair and assists in the notice and preparation of IC meetings.	3	1	5	Yes	Yes
JF14	Oversees routine tracking activities on established performance measures for program graduates.	2	1	4	Yes	No
Jf15	Attends staff meetings and other related meetings as required.	3	2	7	Yes	Yes
JF16	Supervises interns conducting field work or research projects at Chattanooga Endeavors.	1	1	3	Yes	No
JF17	Networks with other social service and health providers in the community; collaborates with these providers to meet client needs.	3	3	9	Yes	Yes

EXHIBIT B-14 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF18	Protects sensitive information on clients, providing for strict standards of confidentiality.	4	4	12	Yes	Yes
JF19	Conduct routine drug testing of clients participating in case management activities and keep accurate records of the results of this testing and of any referrals made for drug treatment.	3	3	9	Yes	Yes

5.3 Knowledges, Skills, and Abilities (KSAs)

We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Data for the KSAs are provided in Exhibit B-15. For each KSA, Exhibit B-15 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-15
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of confidentiality standards to include what client-related information may be released, who the information may be given to, and where the information may be stored as needed to protect client's rights.	4	Yes	Yes
K2	Knowledge of counseling theories, techniques and treatment planning methods to include signs of substance abuse, stress indicators, personality disorders and family interactions.	3	Yes	Yes

EXHIBIT B-15 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K3	Knowledge of available community mental and public health resources as needed to make client referrals, meet client's needs and achieve treatment plan goals.	3	Yes	Yes
K4	Knowledge of interviewing techniques that facilitate the assessment of an employee's state of mind and needs.	3	Yes	Yes
K5	Knowledge of mental health problems such as anxiety, depression, stress, and personality disorders.	3	Yes	Yes
K6	Knowledge of addictive disorders such as alcohol or drug abuse as needed to develop a treatment plan and/or refer an employee to treatment.	3	Yes	Yes
K7	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	3	Yes	Yes
K8	Knowledge of common barriers to success for ex-offenders.	4	Yes	Yes
K9	Knowledge of how to maintain the chain of custody (for drug tests or other similar items).	3	Yes	Yes
K10	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	3	Yes	Yes
K11	Knowledge of the workforce development field.	3	Yes	Yes
K12	Knowledge of the substance abuse treatment field.	3	Yes	Yes
K13	Knowledge of the duties and responsibilities of other program staff.	3	Yes	Yes
K14	Knowledge of the purpose and mission of Chattanooga Endeavors.	4	Yes	Yes
K15	Knowledge of Service Point Software and other office software as needed to create, maintain, and report on client cases.	3	Yes	Yes
K16	Knowledge of all phases of the Chattanooga Endeavors program.	3	Yes	Yes
K17	Knowledge of confidentiality standards to include what client-related information may be released, who the information may be given to, and where the information may be stored as needed to protect client's rights.	3	Yes	Yes
K18	Knowledge of counseling theories, techniques and treatment planning methods to include signs of substance abuse, stress indicators, personality disorders and family interactions.	3	Yes	Yes
S1	Skill in using logic and reasoning to identify the strengths and weaknesses of alternative solutions, conclusions or approaches to problems.	3	Yes	Yes
S2	Skill in determining cause of a problem and deciding on a correct course of action to address the problem.	3	Yes	Yes
S3	Skill in managing own time and coordinating with others.	3	Yes	Yes
S4	Skill in getting clients needed services/goods.	3	Yes	Yes
S5	Skill in discussing sensitive topics with clients.	4	Yes	Yes
S6	Skill in retaining clients in the program.	4	Yes	Yes
S7	Skill in conducting program outreach and in publicizing the program within the community.	2	Yes	Yes
S8	Skill in working autonomously/without much supervision or direction.	3	Yes	Yes

EXHIBIT B-15 (CONT.)
KSA SUMMARY DATA

	KSA	Importance	Necessary at Entry	Meets Criteria?
S9	Skill in understanding the motivations, needs, etc. of clients, client parents, officials, and other relevant parties.	3	Yes	Yes
S10	Skill in mediating meetings/communications between parties (e.g., clients, client parents, and other officials).	3	Yes	Yes
A1	Ability to help clients develop time management skills.		Yes	
A2	Ability to create, track, and modify client's "individual service plans" as needed to ensure the client's timely progress.	3	Yes	Yes
A3	Ability to communicate orally using proper language rules and diction, asking appropriate questions, and choosing words appropriate for people of varying levels of education and understanding.	2	Yes	Yes
A4	Ability to communicate in writing to compose correspondence; compile reports, develop presentation material; and record employee information in treatment plan file.	4	Yes	Yes
A5	Ability to read and comprehend documents such as psychological evaluations, case narratives, and social summaries as needed to understand case-related information.	4	Yes	Yes
A6	Ability to engage clients in a therapeutic relationship as needed to advocate the client's needs.	2	Yes	Yes
A7	Ability/willingness to travel with little advance notice to meet with clients.	2	Yes	Yes
A8	Ability to demonstrate patience, tact, and appropriate courtesy as needed to maintain a professional demeanor, and alleviate hostility, anger, confusion and aggression when dealing with individuals.	2	Yes	Yes
A9	Ability to recognize and be sensitive to different cultures and their customs as needed to develop appropriate case actions and plans.	4	Yes	Yes
A10	Ability to make court appearances to testify regarding a client's performance.	3	Yes	Yes
A11	Ability to diffuse tense situations in order to provide treatment to client effectively and efficiently.	4	Yes	Yes
A12	Ability to utilize software (i.e., Service Point and Microsoft Word) to track recruitment activities and results for reporting purposes.	4	Yes	Yes
A13	Ability to help clients complete the program paperwork (e.g., assessments, application, time cards).	2	Yes	Yes
A14	Ability to act as a role model for program clients.	3	Yes	Yes
A15	Ability to speak openly about your own experiences.	4	Yes	Yes
A16	Ability to create appropriate boundaries with clients and other programs staff.	4	Yes	Yes
A17	Ability to share your experiences openly with others (e.g., other staff and clients).	3	Yes	Yes
A18	Ability to recognize when a client is in danger of dropping out of the program.	4	Yes	Yes
A19	Ability to take appropriate action when clients are not following program rules or protocols.	3	Yes	Yes

EXHIBIT B-15 (CONT.)
KSA SUMMARY DATA

	KSA	Importance	Necessary at Entry	Meets Criteria?
A20	Ability to evaluate large quantities of information and draw valid conclusions.	3	Yes	Yes
A21	Ability to read non-verbal cues.	4	Yes	Yes
A22	Ability to develop working relationships with other community-based or service agencies.	3	Yes	Yes
A23	Ability to assess client likelihood of program success.	3	Yes	Yes
A24	Ability to support other program staff in completing their duties.	2	Yes	Yes
A25	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	4	Yes	Yes
A26	Ability to work comfortably with ex-offenders.	4	Yes	Yes
A27	Ability to gain the trust of the ex-offender client population.	4	Yes	Yes
A28	Ability to compile information from a variety of sources.	2	Yes	Yes
A29	Ability to create coherent client files that contain complete client information.	3	Yes	Yes
A30	Ability to maintain client contact pre and post program.	2	Yes	Yes
A31	Ability to respond to third part requests for information.	3	Yes	Yes
A32	Ability to contribute to program fundraising.	2	Yes	Yes
A33	Ability to help clients develop realistic goals.	3	Yes	Yes
A34	Ability to supervise other staff.	3	Yes	Yes
A35	Ability to conduct drug screening tests.	3	Yes	Yes

5.4 Summary

The following conclusions are based on the information from one incumbent.

Dimensions, Functions, and KSAs Judged as Critical/Important

The findings of the job analysis indicated that all five job dimensions and that 15 of the 19 job functions were judged by the SME as being "critical" to performance in this position. Of the 63 KSAs for this job analysis, all 63 were judged by the SME to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions.

Dimensions, Functions, and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated all five job dimensions and 15 of the 19 job functions met both criticality and needed-at-entry ratings. All of the 63 KSAs were judged by the SME as being both important and needed-at-entry. These five job dimensions, 15 job functions, and 63 KSAs define the potential test domain for this position. With further work,

these job dimensions, job functions, and KSAs can be used to develop selection methods for this position.

6. JOB ANALYSIS RESULTS FOR THE EDUCATION COORDINATOR POSITION

6.1 Job Dimensions

To determine which job dimensions and job functions were appropriate for use in describing a given position we used SME ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. The ratings were used to compute a criticality score for each job dimension and job function according to the following formula:

*Criticality = (2 * Importance) + Frequency*

We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job dimensions or functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Further, to retain job dimensions and functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the dimension or function was needed at entry to the job. For each job dimension, Exhibit B-16 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-16
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD1	Assessing all clients enrolled in the Chattanooga Endeavors core program.	3	3	9	No	No
JD2	Setting up and monitoring programs for students and peer facilitators who wish to expand their educational background.	4	4	12	Yes	Yes
JD3	Overseeing the activities in The Learning Center	5	4	13	Yes	Yes

EXHIBIT B-16 (CONT.)
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD4	Assisting students on an individual bases when they have difficulty understanding material in their self study program.	4	4	12	Yes	Yes
JD5	Teaching portions of the core program.	4	4	12	No	No
JD6	Assisting other members of the operational staff with their computer problems and education.	3	1	5	Yes	Yes
JD7	Working on special computer projects as needed.	4	1	6	Yes	Yes

6.2 Job Functions

Exhibit B-17 lists all of the job functions for the Education Coordinator position. For each job function, Exhibit B-17 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-17
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Give and grade the TABE and SDS tests to all clients.	2	2	6	No	No
JF1-A	Give and grade the TJ and IAT tests to all clients.	3	2	7	No	No
JF2	Give SASSI test to all clients.	2	1	4	No	No
JF3	Assist clients in understanding Plato material as needed.	4	4	12	Yes	Yes
JF4	Produce reports on Plato activity for outside agencies when appropriate.	1	2	5	No	No
JF5	Help clients and peer facilitators develop an educational plan.	3	3	9	Yes	Yes

EXHIBIT B-17 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF6	Keep the computers in The Leaning Center clean of unwanted downloads and functioning properly.	3	3	9	Yes	Yes
JF7	Assist with intake; collect data from online application and tests.	3	2	7	No	No
JF8	Assist operation staff with computer problems and training.	4	2	8	Yes	Yes
JF9	Participate in core program when appropriate.	4	3	10	No	No
JF10	Work on special projects as directed.	4	1	6	Yes	Yes

Note: Job Function 1 was separated by the SME into two parts to form JF1 and JF1-A.

6.3 Knowledges, Skills, and Abilities (KSAs)

We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Data for the KSAs are provided in Exhibit B-18. For each KSA, Exhibit B-18 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-18
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of principles and methods for curriculum and training design, teaching and instruction for individuals and groups.	4	Yes	Yes
K2	Knowledge of training assessment methods.	2	No	No
K3	Knowledge of the Windows operating system and Microsoft Office programs.	4	Yes	Yes

EXHIBIT B-18 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K4	Knowledge of the kinds and levels of questions found on the GED test.	3	No	No
K5	Knowledge of how to administer and score the following: TABE, SDS, TJ, and IAT tests.	2	No	No
K6	Knowledge of how to administer the SASSI test.	1	No	No
K7	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	1	No	No
K8	Knowledge of common barriers to success for ex-offenders.	3	No	No
K9	Knowledge about how to maintain the chain of custody (for drug tests or other similar items).	0	No	No
K10	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	2	No	No
K11	Knowledge of the workforce development field.	2	No	No
K12	Knowledge of the substance abuse treatment field.	1	No	No
K13	Knowledge of the duties and responsibilities of other program staff.	2	No	No
K14	Knowledge of the purpose and mission of Chattanooga Endeavors.	2	No	No
S1	Skill in selecting and using training/instructional methods and procedures appropriate for the situation.	4	Yes	Yes
S2	Skill in identifying measures or indicators of system performance and the actions needed to improve or correct performance, relative to the goals of the system.	3	Yes	Yes
S3	Skill in teaching others how to do something.	4	Yes	Yes
S4	Skill in being aware of others' reactions and understanding why they react as they do.	2	Yes	Yes
S5	Skill in communicating effectively in writing as appropriate for the needs of the audience.	2	Yes	Yes
S6	Skill in getting clients needed services/goods.	2	No	No
S7	Skill in discussing sensitive topics with clients.	2	Yes	Yes
S8	Skill in retaining clients in the program.	2	No	No
S9	Skill in conducting program outreach and in publicizing the program within the community.	1	No	No
S10	Skill in working autonomously/without much supervision or direction.	3	Yes	Yes
A1	Ability to communicate information and ideas in speaking so others will understand.	4	Yes	Yes
A2	Ability to communicate information and ideas in writing so others will understand.	3	Yes	Yes
A3	Ability to control one's own emotions and remain objective as needed to gather information to determine appropriate case actions, and ensure consistency in providing appropriate services to clients.	3	Yes	Yes

EXHIBIT B-18 (CONT.)
KSA SUMMARY DATA

	KSA	Importance	Necessary at Entry	Meets Criteria?
A4	Ability to help clients complete program paperwork (e.g., assessments, application, time cards).	2	No	No
A5	Ability to act as a role model for program clients.	2	Yes	Yes
A6	Ability to speak openly about your own experiences.	2	Yes	Yes
A7	The ability to create appropriate boundaries with clients and other programs staff.	4	Yes	Yes
A8	Ability to share your experiences openly with others (e.g., other staff and clients).	2	Yes	Yes
A9	Ability to recognize when a client is in danger of dropping out of the program.	2	No	No
A10	Ability to advocate for clients (e.g., with probation officers, judges, other staff).	2	No	No
A11	Ability to take appropriate action when clients are not following program rules or protocols.	2	No	No
A12	Ability to evaluate large quantities of information and draw valid conclusions.	1	Yes	No
A13	Ability to read non-verbal cues.	2	No	No
A14	Ability to develop working relationships with other community-based or service agencies.	2	Yes	Yes
A15	Ability to assess client likelihood of program success.	1	No	No
A16	Ability to support other program staff in completing their duties.	2	Yes	Yes
A17	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	3	No	No
A18	Ability to work comfortably with ex-offenders.	4	Yes	Yes
A19	Ability to gain the trust of the ex-offender client population.	2	No	No
A20	Ability to compile information from a variety of sources.	2	Yes	Yes
A21	Ability to organize a large amount of information in a way that makes it easy to use (e.g., information about the services available in the community, information about clients circumstances).	2	No	No
A22	Ability to create coherent client files that contain complete client information.	2	Yes	Yes
A23	Ability to keep client files and program information up to date.	3	Yes	Yes
A24	Ability to maintain client contact pre and post program.	2	No	No
A25	Ability to respond to third part requests for information.	3	No	No
A26	Ability to contribute to program fundraising.	1	No	No
A27	Ability to help clients develop realistic goals.	3	No	No
A28	Ability to supervise other staff.	0	No	No
A29	Ability to conduct drug tests.	0	No	No

6.4 Summary

The following conclusions are based on the information from one incumbent.

Dimensions, Functions, and KSAs Judged as Critical/Important

The findings of the job analysis indicated that all seven job dimensions and that nine of the 11 job functions were judged by the SME as being "critical" to performance in this position. Of the 53 KSAs in this job analysis, 43 were judged by the SME to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions.

Dimensions, Functions, and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated five of the seven job dimensions and five of the 11 job functions met both criticality and needed-at-entry ratings. Twenty-two of the 53 KSAs were judged by the SME as being both important and needed-at-entry. These five job dimensions, five job functions, and 22 KSAs define the potential test domain for this position. With further work, these job dimensions, job functions, and KSAs can be used to develop selection methods for this position.

7. JOB ANALYSIS RESULTS FOR THE JOB DEVELOPMENT COORDINATOR POSITION

7.1 Job Dimensions

To determine which job dimensions and job functions were appropriate for use in describing a given position we used SME ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. The ratings were used to compute a criticality score for each job dimension and job function according to the following formula:

$$Criticality = (2 * Importance) + Frequency$$

We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job dimensions or functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Further, to retain job dimensions and functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the dimension or function was needed at entry to the job. For

each job dimension, Exhibit B-19 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-19
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD1	Conducting the Job Acquisition program (Phase-II) for graduates of the Core program.	3	3	9	Yes	Yes
JD2	Assessing the skills, aptitude, and interests of clients for targeted job search activities.	2	3	8	Yes	Yes
JD3	Developing and sustaining relationships with local employers.	4	3	10	No	No
JD4	Providing job upgrade opportunities and career advancement training to clients.	3	3	9	Yes	Yes
JD5	Providing on-going support through case-management activities.	2	2	6	Yes	Yes

7.2 Job Functions

Exhibit B-20 lists all of the job functions for the Job Development Coordinator position. For each job function, Exhibit B-20 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-20
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Introduces Phase-I students to the computer lab; provides them with an overview of the resources available in this lab – especially those that are used during the job search activities of Phase-II.	3	3	9	Yes	Yes
JF1-A	Teaches basic lessons in MS Windows and the Internet as a part of this introduction.	3	3	9	Yes	Yes

EXHIBIT B-20 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF2	Provides information and conducts exercises during Phase-I to help students understand the rules that govern successful careers; assists students establish realistic career goals and to define achievable objectives advancing these goals.	3	3	9	Yes	Yes
JF3	Conducts exercises and small group discussions about the various dimensions of the workplace, such as building productive relationships with colleague meeting the expectations of employers, and governing the negative influence of family members and peers in career moves.	5	4	13	Yes	Yes
JF4	Assesses the skills, aptitude, and interests of clients for targeted job search activities; creates customized career advancement plans; makes community referrals to assist clients accomplish the goals in these plans.	5	4	13	Yes	Yes
JF5	Makes job search kits for Phase.	4	3	10	Yes	Yes
JF6	Conducts the lesson plan and job search activities that make up Phase.	3	3	9	Yes	Yes
JF7	Introduces Phase-I students to the computer lab; provides them with an overview of the resources available in this lab – especially those that are used during the job search activities of Phase-II.	4	3	10	Yes	Yes
JF8	Makes employer kits, establishing basic information about each graduate and setting forth the advantages of hiring ex-offenders.	3	3	9	Yes	Yes
JF9	Contacts local and regional employers to develop job opportunities for clients; develops and sustains relationships with these employers through effective customer relations activities; makes appropriate referrals for job interviews with supportive employers; supports employers in intervening with clients who are delivering unsatisfactory performance on the job.	4	3	10	Yes	Yes

EXHIBIT B-20 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF10	Maintains a current listing of supportive employers and a file on each containing information about his or her company, positions available, qualifications, pay scale, benefits, limitations on hiring ex-offenders, personnel policies, sample application, etc; makes this information available to graduates for review in preparing them for interviews with respective companies.	4	3	10	Yes	Yes
JF11	Provides job upgrade opportunities and career advancement training to graduates.	4	2	8	Yes	Yes
JF12	Manages the Job Lead message for graduates, updating this message as positions are opened with supporting employers.	4	3	10	Yes	Yes
JF13	Provides on-going support through case-management activities as related to employment and career advancement; keeps accurate records and relevant documents in files.	3	2	7	Yes	Yes
JF14	Coordinates the Continuing Community Group to provide peer support to clients during the job search; accesses this group for graduates who have become unemployed, who are dissatisfied with their employment, or who are performing poorly on the job; works with members of COMPASS in conducting these sessions.	3	2	7	Yes	Yes
JF15	Performs routine tracking activities on the employment status of participants who have completed the Core program; updates employment records in Automated Information Management System (AIMS).	2	2	6	Yes	Yes
JF16	Attends meetings and conferences on workforce development.	2	2	6	No	No
JF17	Attends staff meetings and other related meetings as required.	2	2	6	No	No
JF18	Networks with other social service and employment providers in the community; collaborates with these providers to meet client needs.	3	2	7	Yes	Yes

7.3 Knowledges, Skills, and Abilities (KSAs)

We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Data for the KSAs are provided in Exhibit B-21. For each KSA, Exhibit B-21 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-21
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of tools and theories as to the methods, procedures and goals of rehabilitative techniques for those who have violated the law; especially as related to the training programs of Chattanooga Endeavors.	4	No	No
K2	Knowledge of standard case-management practices.	2	No	No
K3	Knowledge of local labor market.	3	Yes	Yes
K4	Knowledge of criminal justice system with an emphasis on the Tennessee Department of Corrections and the Board of Probation and Parole.	2	No	No
K5	Knowledge of career training methods.	3	Yes	Yes
K6	Knowledge of Office software (Access, Excel, Outlook).	2	No	No
K7	Knowledge of Fair Labor Laws.	2	No	No
K8	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	2	No	No
K9	Knowledge of common barriers to success for ex-offenders.	4	Yes	Yes
K10	Knowledge about how to maintain the chain of custody (for drug tests or other similar items).	4	Yes	Yes
K11	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	4	Yes	Yes
K12	Knowledge of the workforce development field.	2	No	No
K13	Knowledge of the substance abuse treatment field.	2	No	No

EXHIBIT B-21 (CONT.)
KSA SUMMARY DATA

	KSA	Importance	Necessary at Entry	Meets Criteria?
K14	Knowledge of the duties and responsibilities of other program staff.	2	No	No
K15	Knowledge of the purpose and mission of Chattanooga Endeavors.	4	No	No
K16	Knowledge of all phases of the Chattanooga Endeavors program.	4	No	No
S1	Skill in working with individuals from a variety of backgrounds.	4	Yes	Yes
S2	Skill in motivating clients.	4	Yes	Yes
S3	Skill in getting clients needed services/goods.	3	Yes	Yes
S4	Skill in discussing sensitive topics with clients.	4	Yes	Yes
S5	Skill in retaining clients in the program.	4	Yes	Yes
S6	Skill in conducting program outreach and in publicizing the program within the community.	4	Yes	Yes
S7	Skill in working autonomously/without much supervision or direction.	4	Yes	Yes
A1	Ability to communicate orally using proper language rules and diction, asking appropriate questions, and choosing words appropriate for people of varying levels of education and understanding (e.g., ex-offenders to executives).	4	Yes	Yes
A2	Ability to communicate in writing, to compose correspondence, compile reports, and develop presentation materials according to the needs of the audience.	4	Yes	Yes
A3	Ability to use software (i.e., Microsoft Word and Excel, Internet Browsers, and Microsoft Outlook) competently.	4	Yes	Yes
A4	Ability to maintain confidentiality.	4	Yes	Yes
A5	Ability to coordinate routine recurring activities and meeting deadlines and expectations for special requests from other staff.	3	Yes	Yes
A6	Ability to help clients complete the program paperwork (e.g., assessments, application, time cards).	3	No	No
A7	Ability to act as a role model for program clients.	4	Yes	Yes
A8	Ability to speak openly about your own experiences.	4	Yes	Yes
A9	The ability to create appropriate boundaries with clients and other programs staff.	4	Yes	Yes
A10	Ability to share your experiences openly with others (e.g., other staff and clients).	4	Yes	Yes
A11	Ability to recognize when a client is in danger of dropping out of the program.	4	Yes	Yes
A12	Ability to advocate for clients (e.g., with probation officers, judges, other staff).	4	Yes	Yes
A13	Ability to take appropriate action when clients are not following program rules or protocols.	4	Yes	Yes
A14	Ability to evaluate large quantities of information and draw valid conclusions.	4	Yes	Yes
A15	Ability to read non-verbal cues.	4	Yes	Yes

EXHIBIT B-21 (CONT.)
KSA SUMMARY DATA

	KSA	Importance	Necessary at Entry	Meets Criteria?
A16	Ability to develop working relationships with other community-based or service agencies.	3	Yes	Yes
A17	Ability to assess client likelihood of program success.	3	Yes	Yes
A18	Ability to support other program staff in completing their duties.	3	No	No
A19	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	3	No	No
A20	Ability to work comfortably with ex-offenders.	4	Yes	Yes
A21	Ability to gain the trust of the ex-offender client population.	4	Yes	Yes
A22	Ability to organize a large amount of information in a way that makes it easy to use (e.g., information about the services available in the community, information about clients circumstances).	3	Yes	Yes
A23	Ability to create coherent client files that contain complete client information.	3	Yes	Yes
A24	Ability to keep client files and program information up to date.	3	Yes	Yes
A25	Ability to maintain client contact pre and post program.	2	No	No
A26	Ability to respond to third part requests for information.	2	Yes	Yes
A27	Ability to contribute to program fundraising.	3	No	No
A28	Ability to help clients develop realistic goals.	3	Yes	Yes
A29	Ability to supervise other staff.	3	Yes	Yes
A30	Ability to conduct drug tests.	2	No	No

7.4 Summary

The following conclusions are based on the information from one incumbent.

Dimensions, Functions, and KSAs Judged as Critical/Important

The findings of the job analysis indicated that all five job dimensions and all 18 job functions were judged by the SME as being "critical" to performance in this position. Of the 53 KSAs in this job analysis, all 53 were judged by the SME to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions.

Dimensions, Functions, and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated four of the five job dimensions and 17 of the 18 job functions met both criticality and needed-at-entry ratings. Thirty-six of the 53 KSAs were judged by the SME as being both important and needed-at-entry. These four job dimensions, 17 job functions, and 36 KSAs define the potential test domain for this position. With further

work, these job dimensions, job functions, and KSAs can be used to develop selection methods for this position.

8. JOB ANALYSIS RESULTS FOR THE PEER FACILITATOR POSITION

8.1 Job Dimensions

Unique dimensions were not used with the Peer Facilitator position. In the place of individual job dimensions, a summary paragraph is used. The paragraph was reviewed by the SMEs in the JAQ. No changes to the paragraph were suggested by the SMEs. The summary paragraph is provided below.

Dimension Description

The Peer Facilitator will provide both hands on experience in an actual work situation and specific training in group facilitation and communications skills. The schedule for work and training is 30 hours of work experience and a minimum of 10 hours in training per week. Principally, the Peer Facilitator is to act as a mentor to the students. As an ex-offender, the Peer Facilitator's rapport with the students is the most significant factor of this position.

8.2 Job Functions

To determine which job functions were appropriate for use in describing a given position we used SME ratings of how important each function was and how frequently those functions were performed. The ratings were used to compute a criticality score for each job function according to the following formula:

*Criticality = (2 * Importance) + Frequency*

We retained job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job dimensions or functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Further, to retain job functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the function was needed at entry to the job.

Exhibit B-22 lists all of the job functions for the Program Manager position. For each job function, Exhibit B-22 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-22
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Sets-up and maintains training facilities for the preparation and presentation of the classroom exercises.	5	4	13	Yes	Yes
JF2	Performs morning and evening tasks on a daily bases, per "Facility Morning Checklist/ Facility Evening Checklist."	5	4	13	Yes	Yes
JF3	Performs a supporting role in the "training process" by acting as a peer to the students that are working through the exercises in the classroom.	5	4	13	Yes	Yes
JF4	Maintains Class Log relevant to the Core Curriculum and student participation and performance therein.	5	4	13	Yes	Yes
JF5	Acts as the principal support person to the Program Manager in the classroom.	5	4	13	Yes	Yes
JF6	Uses methods and techniques that support the principles of Community Building and the established culture of Chattanooga Endeavors, Inc.	5	4	13	Yes	Yes
JF7	Insures standards of conduct, including attendance, are clear to students and that students understand that performance against these standards is recorded.	5	4	13	Yes	Yes
JF8	Intervenes, with help from an appropriate staff person, with students who are performing poorly to make sure a performance contract is executed as needed.	3	3	10	Yes	Yes
JF9	Participates as a facilitator in group sessions of the Community Building Workshop and the Core Communication Program.	5	4	13	Yes	Yes
JF10	Assists the appropriate staff person in overseeing drug testing.	3	4	10	Yes	Yes
JF11	Attends training to enhance skills that will benefit the program and its students, especially as related to group facilitation, ex-offenders, and workforce development.	1	3	7	No	No

8.3 Knowledges, Skills, and Abilities (KSAs)

We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Data for the KSAs are provided in Exhibit B-23. For each KSA, Exhibit B-23 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-23
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of the Core Program.	4	Yes	Yes
K2	Knowledge of offender population.	4	Yes	Yes
K3	Knowledge of the group processes and dynamics associated with the Core Program of Chattanooga Endeavors.	4	Yes	Yes
K4	Knowledge of community building methods as associated with the Core Program of Chattanooga Endeavors.	4	Yes	Yes
K5	Knowledge of group facilitation techniques (especially "process" and/or "experimental" methods).	4	Yes	Yes
K6	Knowledge of the exercises in the "Student Guide."	4	Yes	Yes
K7	Knowledge of principles and methods for curriculum and training design, teaching and instruction for individuals and groups.	4	Yes	Yes
K8	Knowledge of the Windows operating system and Microsoft Office programs.	3	Yes	Yes
K9	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	3	Yes	Yes
K10	Knowledge of common barriers to success for ex-offenders.	4	Yes	Yes
K11	Knowledge about how to maintain the chain of custody (for drug tests or other similar items).	1	No	No

EXHIBIT B-23 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K12	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	4	Yes	Yes
K13	Knowledge of the workforce development field.	1	Yes	No
K14	Knowledge of the substance abuse treatment field.	2	Yes	No
K15	Knowledge of the duties and responsibilities of other program staff.	3	Yes	Yes
K16	Knowledge of the purpose and mission of Chattanooga Endeavors.	4	Yes	Yes
S1	Skill in teaching others how to do something.	4	Yes	Yes
S2	Skill in being aware of others' reactions and understanding why they react as they do.	4	Yes	Yes
S3	Skill in communicating effectively in writing as appropriate for the needs of the audience.	4	Yes	Yes
S4	Skill in communicating effectively orally as appropriate for the needs of the audience.	4	Yes	Yes
S5	Skill in getting clients needed services/goods.	4	Yes	Yes
S6	Skill in discussing sensitive topics with clients.	4	Yes	Yes
S7	Skill in retaining clients in the program.	4	Yes	Yes
S8	Skill in conducting program outreach and in publicizing the program within the community.	4	Yes	Yes
A1	Ability to establish rapport with ex-offenders.	4	Yes	Yes
A2	Ability to interact with students.	4	Yes	Yes
A3	Ability to adhere to the schedules associated with classroom programs at Chattanooga Endeavors.	4	Yes	Yes
A4	Ability to control one's own emotions and remain objective as needed to gather information to determine appropriate case actions, and ensure consistency in providing appropriate services to clients.	4	Yes	Yes
A5	Ability to help clients complete program paperwork (e.g., assessments, application, time cards).	4	Yes	Yes
A6	Ability to act as a role model for program clients.	4	Yes	Yes
A7	Ability to speak openly about your own experiences.	4	Yes	Yes
A8	The ability to create appropriate boundaries with clients and other programs staff.	4	Yes	Yes
A9	Ability to share your experiences openly with others (e.g., other staff and clients).	4	Yes	Yes
A10	Ability to recognize when a client is in danger of dropping out of the program.	4	Yes	Yes
A11	Ability to advocate for clients (e.g., with probation officers, judges, other staff).	4	Yes	Yes
A12	Ability to take appropriate action when clients are not following program rules or protocols.	4	Yes	Yes
A13	Ability to evaluate large quantities of information and draw valid conclusions.	2	No	No
A14	Ability to read non-verbal cues.	4	Yes	Yes

EXHIBIT B-23 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
A15	Ability to develop working relationships with other community-based or service agencies.	3	Yes	Yes
A16	Ability to assess client likelihood of program success.	4	Yes	Yes
A17	Ability to support other program staff in completing their duties.	3	Yes	Yes
A18	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	4	Yes	Yes
A19	Ability to work comfortably with ex-offenders.	4	Yes	Yes
A20	Ability to gain the trust of the ex-offender client population.	4	Yes	Yes
A21	Ability to compile information from a variety of sources.	1	Yes	No
A22	Ability to organize a large amount of information in a way that makes it easy to use (e.g., information about the services available in the community, information about clients circumstances).	1	Yes	No
A23	Ability to create coherent client files that contain complete client information.	2	Yes	Yes
A24	Ability to keep client files and program information up to date.	3	Yes	Yes
A25	Ability to maintain client contact pre and post program.	2	Yes	Yes
A26	Ability to respond to third part requests for information.	0	No	No
A27	Ability to contribute to program fundraising.	2	Yes	Yes
A28	Ability to help clients develop realistic goals.	4	Yes	Yes
A29	Ability to supervise other staff.	0	No	No
A30	Ability to conduct drug tests.	0	No	No

8.4 Summary

The following conclusions are based on the information from two incumbents and one SME.

Functions and KSAs Judged as Critical/Important

The findings of the job analysis indicated that the existing job dimension description was viewed by the SMEs as accurate and that all 11 of the job functions were judged by the SMEs as being "critical" to performance in this position. Of the 54 KSAs in this job analysis, all 54 were judged by the SMEs to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions.

Functions and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated 10 of the 11 job functions met both criticality and need-at-entry ratings. Forty-seven of the 54 KSAs were judged by the SMEs as being both important and needed-at-entry. These four job dimensions, nine job functions, and 21 KSAs define the potential test domain for this position. With further work, these job dimensions, job functions, and KSAs can be used to develop selection methods for this position.

9. JOB ANALYSIS RESULTS FOR THE OFFICE ADMINISTRATOR POSITION

9.1 Job Dimensions

To determine which job dimensions and job functions were appropriate for use in describing a given position we used SME ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. The ratings were used to compute a criticality score for each job dimension and job function according to the following formula:

*Criticality = (2 * Importance) + Frequency*

We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job dimensions or functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Further, to retain job dimensions and functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the dimension or function was needed at entry to the job. For each job dimension, Exhibit B-24 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met all the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-24
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD1	Collecting and tabulating information to establish performance related to specific goals, objectives, and outcomes.	3	3	9	No	No
JD2	Maintaining records in FundMaster/Raiser's Edge including gift details.	4	4	12	Yes	Yes

EXHIBIT B-24 (CONT.)
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD3	Assisting the Treasurer with the day-to-day finances of the organizations.	4	5	13	Yes	Yes
JD4	Overseeing payroll and keeping personnel files.	3	3	9	Yes	Yes
JD5	Maintaining office technology, including the administration of network servers.	3	5	11	Yes	Yes
JD6	Coordinating volunteers.	1	3	5	Yes	Yes

9.2 Job Functions

Exhibit B-25 lists all of the job functions for the Office Administrator position. For each job function, Exhibit B-25 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-25
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Oversees office activities, providing for the most efficient use of agency resources and for the highest percentage of staff time to be dedicated to the delivery of program services.	3	2	7	No	No
JF2	Organizes and maintains various file systems, insuring that standards of confidentiality as well as public inspection are kept as required by law or by the organization's policies.	3	3	9	Yes	Yes
JF3	Establishes and oversees the schedules of training programs, including the Core Curriculum, Continued Support, GED, and Relapse Prevention, COMPASS, etc.	3	3	9	No	No
JF4	Keeps schedule of recurring meetings, gives notice of these meetings, confirms attendance, distributes agendas and other material, reserves and prepares facilities, and records and transcribes minutes of meetings as required.	3	3	9	No	No

EXHIBIT B-25 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF5	Conducts afternoon wrap-up meetings with relevant staff members.	1	0	1	No	No
JF6	Maintains office technology and administers network servers, providing technical assistance to other staff as needed.	5	4	13	Yes	Yes
JF7	Maintains routine personnel records including sick leave, vacation time, and payroll.	3	3	9	Yes	Yes
JF8	Keeps proper records of Board functions and activities, distributes these to members as needed, maintains Board of Directors handbook and distributes updates and revisions.	2	2	6	No	No
JF9	Keeps all records necessary to comply with governmental requirements, including equipment inventories, required policies and similar documents.	2	2	6	No	No
JF10	Establishes and maintains information channels to collect data related to the overall performance of the programs and services of the organization as well as that related to the strategic initiatives of the organization and other goals and projects of the staff.	2	3	8	No	No
JF11	Tabulates performance data and assesses it against past performance and stated goals and objectives.	2	3	8	No	No
JF12	Maintains complete donor records in FundMaster/Raiser's Edge and makes timely acknowledgements of gifts received. Prepares weekly reports on gifts received by the organization and monthly summaries for the Board of Directors.	4	4	12	Yes	Yes
JF13	Maintains complete files on all financial transactions.	4	3	10	Yes	Yes
JF14	Assist the treasurer by performing routine entry of financial data in QuickBooks, making deposits, creating invoices and check requests, preparing instruments and getting signatures as needed.	5	4	13	Yes	Yes
JF15	Prepares purchase orders.	2	1	4	No	No

EXHIBIT B-25 (CONT.)
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF16	Coordinates with the Treasurer to insure proper accounting for the use of restricted grant funds, that reports are made in a timely and accurate fashion, and that the use of funds is consistent with the nature and goal of each award.	5	4	13	Yes	Yes
JF17	Insures that all Federal, State, and local reports, tax forms, and similar deadlines that are necessary to comply with are met by the organization.	2	4	10	Yes	Yes
JF18	Attends all board meetings and keeps minutes for the secretary in his or her absence.	2	2	6	No	No
JF19	Identifies potential areas for cost savings related to existing or proposed operations, performs cost analysis, and implements measures that result in net cost savings to the agency.	2	2	6	No	No
JF20	Responds to general inquiries of the organization and monitors the source of these inquiries to establish the effectiveness of publicity efforts.	2	1	4	No	No
JF21	Coordinates volunteer involvement with the organization; prepares descriptions of volunteer positions; conducts orientations as needed; monitors activities; keeps record of time donated and assignments completed; cultivates positive relations through outreach activities and recognition.	3	1	5	Yes	Yes

9.3 Knowledges, Skills, and Abilities (KSAs)

We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Data for the KSAs are provided in Exhibit B-26. For each KSA, Exhibit B-26 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-26
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of general administrative and clerical procedures and systems as needed to oversee an office.	4	Yes	Yes
K2	Knowledge of basic accounting concepts.	4	Yes	Yes
K3	Knowledge of basic business administration and management concepts.	4	Yes	Yes
K4	Knowledge of filing systems including alphabetical, numerical, geographical, and chronological.	3	Yes	Yes
K5	Knowledge of Intuit QuickBooks and Blackbaud Raiser's Edge software applications.	4	Yes	Yes
K6	Knowledge of basic computer systems and applications.	4	Yes	Yes
K7	Knowledge of basic personnel record keeping practices.	2	Yes	Yes
K8	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	2	No	No
K9	Knowledge of common barriers to success for ex-offenders.	0	No	No
K10	Knowledge about how to maintain the chain of custody (for drug tests or other similar items).	0	No	No
K11	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	0	No	No
K12	Knowledge of the workforce development field.	0	No	No
K13	Knowledge of the substance abuse treatment field.	0	No	No
K14	Knowledge of the duties and responsibilities of other program staff.	2	No	No
K15	Knowledge of the purpose and mission of Chattanooga Endeavors.	2	No	No
S1	Skill in managing own time and coordinating with others.	2	Yes	Yes
S2	Skill in providing information orally that is clear and understandable.	2	Yes	Yes
S3	Skill getting clients needed services/goods.	0	No	No
S4	Skill discussing sensitive topics with clients.	0	No	No
S5	Skill retaining clients in the program.	0	No	No
S6	Skill in conducting program outreach and in publicizing the program within the community.	0	No	No
S7	Skill in working autonomously/without much supervision or direction.	3	Yes	Yes

EXHIBIT B-26 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
A1	Ability to communicate orally using proper language rules and diction, asking appropriate questions, and choosing words appropriate for people of varying levels of education and understanding.	3	Yes	Yes
A2	Ability to communicate in writing to accomplish such tasks as: composing correspondence, compiling reports, developing presentation materials; and maintaining records.	3	Yes	Yes
A3	Ability to help clients complete the program paperwork (e.g., assessments, application, time cards).	0	No	No
A4	Ability to act as a role model for program clients.	2	Yes	Yes
A5	Ability to speak openly about your own experiences.	2	Yes	Yes
A6	The ability to create appropriate boundaries with clients and other programs staff.	3	Yes	Yes
A7	Ability to share your experiences openly with others (e.g., other staff and clients).	3	Yes	Yes
A8	Ability to recognize when a client is in danger of dropping out of the program.	0	No	No
A9	Ability to advocate for clients (e.g., with probation officers, judges, other staff).	0	No	No
A10	Ability to take appropriate action when clients are not following program rules or protocols.	0	No	No
A11	Ability to evaluate large quantities of information and draw valid conclusions.	3	Yes	Yes
A12	Ability to read non-verbal cues.	0	No	No
A13	Ability to develop working relationships with other community-based or service agencies.	2	No	No
A14	Ability to assess client likelihood of program success.	0	No	No
A15	Ability to support other program staff in completing their duties.	2	No	No
A16	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	1	No	No
A17	Ability to work comfortably with ex-offenders.	4	Yes	Yes
A18	Ability to gain the trust of the ex-offender client population.	1	No	No
A19	Ability to compile information from a variety of sources.	3	1	Yes
A20	Ability to organize a large amount of information in a way that makes it easy to use (e.g., information about the services available in the community, information about clients circumstances).	0	No	No
A21	Ability to create coherent client files that contain complete client information.	0	No	No
A22	Ability to keep client files and program information up to date.	1	No	No
A23	Ability to maintain client contact pre and post program.	0	No	No

EXHIBIT B-26 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
A24	Ability to respond to third part requests for information.	3	Yes	Yes
A25	Ability to contribute to program fundraising.	2	No	No
A26	Ability to help clients develop realistic goals.	0	No	No
A27	Ability to supervise other staff and volunteers.	3	Yes	Yes
A28	Ability to conduct drug tests.	0	No	No

9.4 Summary

The following conclusions are based on the information from one incumbent.

Dimensions, Functions, and KSAs Judged as Critical/Important

The findings of the job analysis indicated that all six job dimensions and that 18 of the 21 job functions were judged by the SME as being "critical" to performance in this position. Of the 50 KSAs in this job analysis, 27 were judged by the SME to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions.

Dimensions, Functions, and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated five of the six job dimensions and nine of the twenty-one job functions met both criticality and need-at-entry ratings. Twenty-one of the 50 KSAs were judged by the SME as being both important and needed-at-entry. These five job dimensions, nine job functions, and 21 KSAs define the potential test domain for this position. With further work, these job dimensions, job functions, and KSAs can be used to develop selection methods for this position.

10. JOB ANALYSIS RESULTS FOR THE OFFICE ASSISTANT POSITION

10.1 Job Dimensions

To determine which job dimensions and job functions were appropriate for use in describing a given position we used SME ratings of how important each dimension and function was and how frequently those dimensions and functions were performed. The ratings were used to compute a criticality score for each job dimension and job function according to the following formula:

$$Criticality = (2 * Importance) + Frequency$$

We retained job dimensions and job functions that had a criticality score of at least 5.0. We used this rule to ensure that any job dimension or job function receiving an Importance rating of "2" (i.e., Important) or higher would be deemed critical, and any job dimensions or functions with an Importance rating of "0" (i.e., Not important) would only be deemed critical if their Frequency rating was "5" (i.e., More than once a day). Further, to retain job dimensions and functions that were appropriate for use in the development of selection methods we asked incumbents/SMEs to indicate if the dimension or function was needed at entry to the job. For each job dimension, Exhibit B-27 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met all the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-27
JOB DIMENSION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JD1	Understanding the roles and responsibilities of each staff member and effectively processing mail and routing inquiries to their proper destinations.	3	5	11	No	No
JD2	Receiving visitors, identifying the purpose of their visit, providing them with generic information about CEi as appropriate, and ensuring that their needs are adequately addressed.	4	5	13	No	No
JD3	Confirming appointments with CEi candidates during the screening process and assisting in the notice and confirmation of board and committee meetings.	4	3	11	No	No
JD4	Providing support to the Inner Circle in its various activities.	2	1	5	No	No

10.2 Job Functions

Exhibit B-28 lists all of the job functions for the Office Assistant position. For each job function, Exhibit B-28 provides the following: Frequency and Importance ratings, Criticality scores, Needed at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-28
JOB FUNCTION SUMMARY DATA

Work Behavior and Task Statement		Frequency	Importance	Criticality	Needed at Entry	Meets Criteria?
JF1	Receives and directs all incoming telephone calls, places key outgoing calls, and forwards detailed information to staff members as needed.	5	3	11	Yes	Yes
JF2	Processes and routes incoming mail and other correspondences, including e-mails and faxes, to the responsible staff person.	5	3	11	No	No
JF3	Prepares outgoing mail and other correspondences, including e-mails and faces, at the request of the administration staff.	5	3	11	No	No
JF4	Files correspondence an other office related records.	5	3	11	No	No
JF5	Makes confirmation calls for recurring and special meetings, distributes agendas and other material, and reserves and prepares facilities.	3	3	9	No	No
JF6	Greets visitors and conducts to [them] to appropriate area or person.	4	3	10	No	No
JF7	Makes copies and prepares folders, binders and other presentation packages.	4	3	10	No	No
JF8	Maintains the Copy Folder and provides for adequate supplies of documents, forms, and other printed material including staff desk-kits.	3	2	7	No	No
JF9	Schedules appointments and makes reminders of these appointments as needed.	4	2	8	No	No
JF10	Prepares inventories of supplies and take action to replenish supplies as needed.	2	2	6	No	No
JF11	Monitors the use of equipment and orders maintenance as needed.	2	3	8	No	No
JF12	Oversees completion of routine student chores in the office.	0	0	0	No	No
JF13	Provides staff support to the Inner Circle Chair and assists in the notice and preparation of IC meetings.	2	2	6	No	No
JF14	Coordinates the Student Solicitation project.	0	0	0	No	No
JF15	Monitors In/Out tracker.	5	2	9	No	No
JF16	Monitors Student Support Staff.	0	0	0	No	No

10.3 Knowledges, Skills, and Abilities (KSAs)

We assessed the importance of several KSAs for each position. As was done with the analysis of the job dimensions and job functions, we collected ratings on the KSAs. These ratings allowed us to determine which KSAs were appropriate for use in describing a given position and which KSAs are appropriate for use in developing employee selection methods. To determine which KSAs were appropriate for use in describing a given position we retained KSAs that received Importance ratings of at least "2." KSAs that were deemed as appropriate for use in defining the potential test domain met all of the following criteria:

- An Importance rating of at least 2.0
- Rated as Necessary at Entry.

Data for the KSAs are provided in Exhibit B-29. For each KSA, Exhibit B-29 provides the Importance ratings, the Necessary at Entry ratings, and an indication (yes/no) as to whether the job dimension met *all* the job analysis criteria (i.e., criticality and needed-at-entry).

EXHIBIT B-29
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K1	Knowledge of general administrative and clerical procedures and systems as needed to oversee an office.	3	No	No
K2	Knowledge of basic accounting concepts.	3	No	No
K3	Knowledge of basic business administration and management concepts.	3	No	No
K4	Knowledge of filing systems including alphabetical, numerical, geographical, and chronological.	2	No	No
K5	Knowledge of Intuit QuickBooks and Blackbaud Raiser's Edge software applications.	2	No	No
K6	Knowledge of basic computer systems and applications.	2	No	No
K7	Knowledge of basic personnel record keeping practices.	2	No	No
K8	Knowledge of how the Tennessee Department of Corrections and the Board of Probation and Parole operates.	3	No	No
K9	Knowledge of common barriers to success for ex-offenders.	0	No	No
K10	Knowledge about how to maintain the chain of custody (for drug tests or other similar items).	2	No	No
K11	Knowledge of the issues and concerns of community members with regard to the reentry of ex-offenders into the community.	1	No	No
K12	Knowledge of the workforce development field.	2	No	No
K13	Knowledge of the substance abuse treatment field.	3	Yes	Yes

EXHIBIT B-29 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
K14	Knowledge of the duties and responsibilities of other program staff.	4	Yes	Yes
K15	Knowledge of the purpose and mission of Chattanooga Endeavors.	2	No	No
S1	Skill in managing own time and coordinating with others.	2	No	No
S2	Skill in providing information orally that is clear and understandable.	2	No	No
S3	Skill getting clients needed services/goods.	3	No	No
S4	Skill discussing sensitive topics with clients.	3	No	No
S5	Skill retaining clients in the program.	3	No	No
S6	Skill in conducting program outreach and in publicizing the program within the community.	3	No	No
S7	Skill in working autonomously/without much supervision or direction.	3	No	No
A1	Ability to communicate orally using proper language rules and diction, asking appropriate questions, and choosing words appropriate for people of varying levels of education and understanding.	2	No	No
A2	Ability to communicate in writing to accomplish such tasks as: composing correspondence, compiling reports, developing presentation materials; and maintaining records.	2	No	No
A3	Ability to help clients complete the program paperwork (e.g., assessments, application, time cards).	1	No	No
A4	Ability to act as a role model for program clients.	3	No	No
A5	Ability to speak openly about your own experiences.	3	No	No
A6	The ability to create appropriate boundaries with clients and other programs staff.	2	No	No
A7	Ability to share your experiences openly with others (e.g., other staff and clients).	2	No	No
A8	Ability to recognize when a client is in danger of dropping out of the program.	3	No	No
A9	Ability to advocate for clients (e.g., with probation officers, judges, other staff).	1	No	No
A10	Ability to take appropriate action when clients are not following program rules or protocols.	2	No	No
A11	Ability to evaluate large quantities of information and draw valid conclusions.	1	No	No
A12	Ability to read non-verbal cues.	2	No	No
A13	Ability to develop working relationships with other community-based or service agencies.	2	No	No
A14	Ability to assess client likelihood of program success.	1	No	No
A15	Ability to support other program staff in completing their duties.	3	No	No
A16	Ability to respond to questions about the program from clients and other community members in a clear and understandable manner.	3	No	No
A17	Ability to work comfortably with ex-offenders.	3	No	No

EXHIBIT B-29 (CONT.)
KSA SUMMARY DATA

KSA		Importance	Necessary at Entry	Meets Criteria?
A18	Ability to gain the trust of the ex-offender client population.	3	No	No
A19	Ability to compile information from a variety of sources.	2	No	No
A20	Ability to organize a large amount of information in a way that makes it easy to use (e.g., information about the services available in the community, information about clients circumstances).	1	No	No
A21	Ability to create coherent client files that contain complete client information.	1	No	No
A22	Ability to keep client files and program information up to date.	2	No	No
A23	Ability to maintain client contact pre and post program.	1	No	No
A24	Ability to respond to third part requests for information.	1	No	No
A25	Ability to contribute to program fundraising.	1	No	No
A26	Ability to help clients develop realistic goals.	2	No	No
A27	Ability to supervise other staff and volunteers.	2	No	No
A28	Ability to conduct drug tests.	0	No	No

10.4 Summary

The following conclusions are based on the information from one incumbent.

Dimensions, Functions, and KSAs Judged as Critical/Important

The findings of the job analysis indicated that all four job dimensions and that 13 of the 16 job functions were judged by the SME as being "critical" to performance in this position. Of the 49 KSAs in this job analysis, 37 were judged by the SME to be important for successful performance in this position. These dimensions, functions, and KSAs provide the information needed to develop performance assessments, training efforts, and to refine job descriptions.

Dimensions, Functions, and KSAs Judged as Critical/Important and "Needed-at-Entry"

The findings of the job analysis indicated none of the four job dimensions and one of the 16 job functions met both criticality and need-at-entry ratings. Only two of the 49 KSAs were judged by the SME as being both important and needed-at-entry. This 1 job function, and 2 KSAs define the potential test domain for this position. These numbers are low and do not leave much material for selection development purposes. These results are not surprising considering that there is little need for previous experience with the type of work performed in this position and that this is a work experience position and most all of the work in this position can be learned while on the job.

APPENDIX C: REFERENCES

APPENDIX C: REFERENCES

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Appendix B:
Building Bridges Program Application Form

Source Code

Program Code

CHATTANOOGA ENDEAVORS, INC.
APPLICATION FORM

NAME: _____ Prison No: _____
last *first* *middle*

Birthdate: _____ Birthplace: _____ (Age: _____) Social Sec No: _____ ___ _____
county *state*

If incarcerated, Institution _____ State _____ Counselor/IPO _____

Current/Expected Free-World Residence: _____
street *city* *state* *zip*

Whose address is this? _____ Phone: _____

If this address is a part of your release plan, has it been approved? _____

Alternate contact: _____ Relationship to you: _____

Address: _____ Phone: _____
street *city* *state* *zip*

Marital Status: _____ If married, date: _____ No. of previous marriages: _____

Number and ages of children: _____

Who is their guardian? _____ Relationship to you: _____

Do your children receive welfare? _____ If yes, what _____

HEALTH:

Have you ever been diagnosed for any health problems? _____

If yes, please list and note any treatment received: _____

Will these problems interfere with your working? _____

Are you currently taking any prescription medication? _____

If yes, please list: _____

Have you ever been prescribed medication for mental health? _____

If yes, please list: _____

Have you ever been recommended for mental health treatment? _____

If yes, please name the facilities and dates there: _____

Did you complete the treatment programs listed above? _____

If not, please give the reason: _____

ALCOHOL & DRUG HISTORY:

Do you now or have you ever abused alcohol or drugs? _____

List the your "drug/s of choice" including alcohol if applicable:

1. _____
2. _____
3. _____

Have you ever been arrested for driving under the influence of alcohol/drugs? _____ How many times? _____

Have you ever been convicted of public intoxication/possession of drugs? _____ How many times? _____

Were you using alcohol or drugs prior to or during your offense? _____

If yes, what were you using? _____

List any treatment/counseling received and dates: _____

_____ Did you compete? _____

If no, please give the reason: _____

What are your plans to stay "clean and sober"? _____

Has anyone in your family ever abused alcohol or drugs? _____

If yes, who: _____

EDUCATION:

Grade school _____ Highest grade completed _____ Date_____

High school _____ Highest grade completed _____ Date_____

GED Date _____ Location _____

Trade school: _____ Certificate: _____ Date_____

College: _____ Degree: _____ Date_____

MILITARY:

Military Service _____ Combat Experience _____ Months _____ Where _____

Years of Service _____ Type of Discharge: _____ Date: _____

EMPLOYMENT:

List the last five jobs you've held with the most recent listed first.

Company	City/State	Beginning	Ending	Wages	Hours	Position	Reason for Leaving

Were you employed at the time of your arrest? ❑ Yes ❑ No

Were you self-employed and now out of work? ❑ Yes ❑ No

Are you unlikely to return to your previous occupation? ❑ Yes ❑ No

Have you received a termination or layoff notice? ❑ Yes ❑ No

Have you been unemployed for 15 of the last 26 weeks? ❑ Yes ❑ No

Do you have a disability of any kind? ❑ Yes ❑ No If yes, please explain: _____

_____

What are your future employment plans? _____

_____

CRIMINAL RECORD:

Current charge/s: _____

Current convictions, if different: _____

Current Sentence: _____ Date: _____ Was this a plea bargain? _____

Judge: _____ Attorney: _____ County: _____ State: _____

Did you know your victim? _____ If yes, how?_____

If you were incarcerated on these charges/convictions:

Date Incarcerated: _____ Date Released: _____ Institution: _____

Was this a parole/probation violation? _____ If yes, what were the circumstances of the violation? _____

Who was your supervision officer? _____ County: _____

How long were you in the community before being violated? _____

If you are presently under supervision in the community:

Type of Supervision: _____ Expiration: _____

Special Conditions: _____

Supervision Officer: _____ County/State: _____

If you are presently incarcerated:

Release Eligibility Date: _____ Next parole hearing: _____ Anticipated release? _____

Will you use Endeavors as part of your release plan? ❑ Yes ❑ No

List the last five felony convictions.

Date	Conviction	City/State	Sentence	Time in Prison	Institution

How much time of your adult live has been spent in prison? _____

Age at first arrest: _____ No. of juvenile convictions: _____ In juvenile facilities? _____

Number of adult felony convictions: _____ Number of times incarcerated: _____

What program or service of Chattanooga Endeavors are you applying for?

Employment ❑ Yes ❑ No Relapse Prevention ❑ Yes ❑ No

GED ❑ Yes ❑ No Computer Skills ❑ Yes ❑ No

Please use the following space to explain your interest in Chattanooga Endeavors and any expectations you may have of our program (attach additional pages, if needed).

_____

_____

_____

_____

_____

How did you hear about Endeavors ? _____

_____ _____

signature *date*

By signing this application I verify that the information I have provided is true and complete as I know it. I furthermore authorize Chattanooga Endeavors, Inc. or any of its representatives to make any necessary third party verification of anything I have written on this application or anything I have said in any intake interview. I am aware that my acceptance is not guaranteed and that the information on this application, the statements I make in my intake interview, and the results of screening instruments administered will be considered in determining the status of my application. I am further aware that I will be taking drug tests as a part of my participation in Endeavors. I hereby verify that I am not presently using any un-prescribed or illicit drugs and agree that my acceptance to Endeavors is conditioned upon passing a preliminary drug test at or before the first day of the program.

Chattanooga Endeavors, Inc. does not discriminate on the basis of race, color, religion, sex, national origin, age, or any other characteristic protected by law.

APPLICATION
OBSERVATION & CONTACT NOTES

Accepted: YES NO Date: _____ For Session Beginning: _____

By: _____ Title: _____

Waiting List: _____

Recommendation: _____

Probable Needs: _____

Referral: _____

Special Conditions to reapply: _____

Appendix C:
Building Bridges Evaluation Phase I Recording Form

Chattanooga Endeavors, Inc.
Phase-I Records Page

Doc 9805

Name _____ Case Number _____

Correctional Status _____ Supervisor _____

Special Conditions of Supervision _____

Special Conditions of Acceptance _____

Primary Case Manager _____ Stamp

Screening
- Pre-App _____
- AIMS _____
- App Rec'd _____
- Initial Contact _____
- Determination Intv _____
- Determination Ltr _____

Assessments
- Need _____
- TJTA _____
- SASSI _____
- TABE _____
- SDS _____
- Work Keys _____

Start Dates **Contract**
- CBW _____ ☐ 🔑
- Phase-I _____ ☐ 🔑
- Phase-II _____ ☐ 🔑
- Phase-III _____ ☐ 🔑
- A/D _____ ☐ 🔑
- Education _____ ☐ 🔑
- Computer _____ ☐ 🔑
- Other _____ ☐
- Other _____ ☐

Vital Stats
- Gender _____
- Race/Ethnicity _____
- Height _____
- Weight _____
- Eyes _____

Medical
- Med List _____
- Med Check-up _____
- Physical _____

I-9 Documents
- Driver Licence _____
- Birth Certificate _____
- SS Card _____
- Selec Service No _____

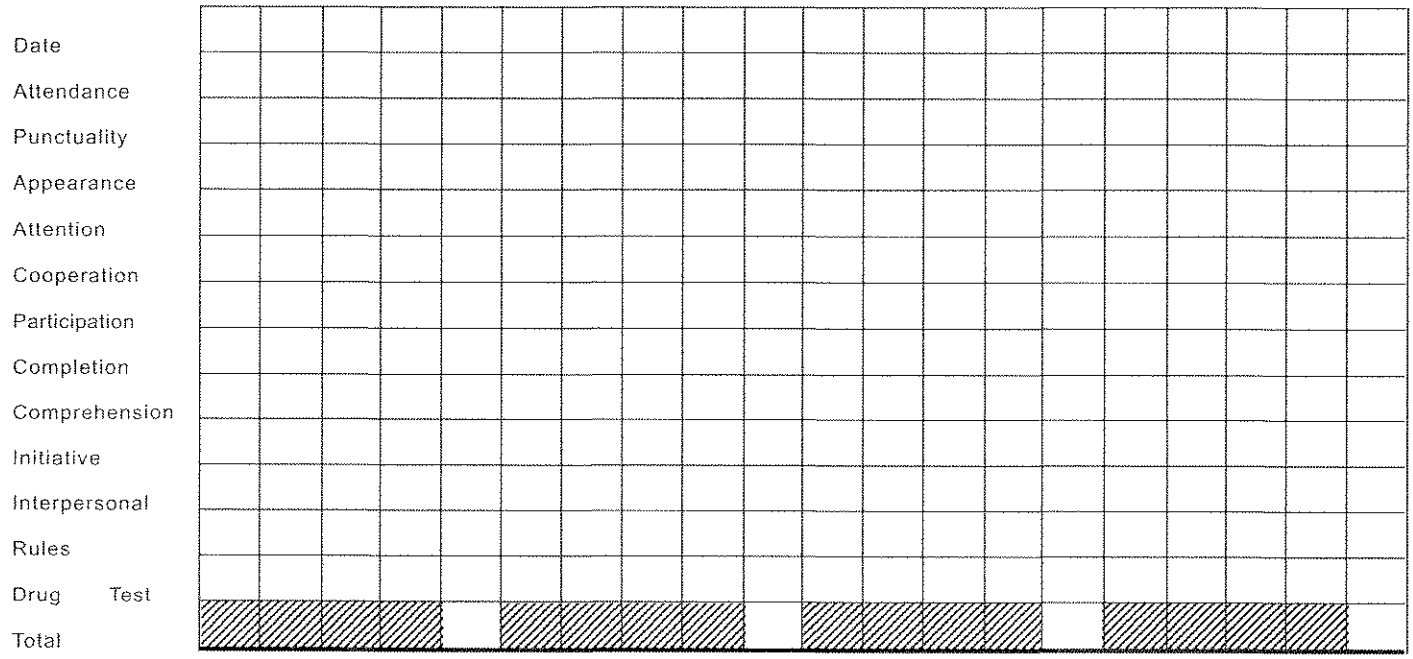
Releases
- Liabiltiy _____
- Records _____
- Corr Officer _____
- Employer _____
- Photograph _____
- Quote _____
- Other _____
- Other _____

Consent
- Application _____
- Assessment _____
- Program _____
- Drug Test _____
- Other _____

Contracts
- Warning _____
- Written Contract _____
- Compliance _____

Miscellaney
- Service Point _____
- Needs Statement _____
- Clothing _____
- M B O _____ 🔑
- WOTC _____
- Inner Circle _____ 🔑
- Voice Mail Box _____
- Commencement Pic _____
- Bridging _____
- Sponsor _____

PHASE-I (Likert) **Final Score** _____ **Final Rank** _____



Rev 15 Sep 03

BASIC-ID Worksheet

Date	ATTENDENCE	Staff

Date	PUNCTUALITY	Staff

Date	APPEARANCE	Staff

Date	ATTENTION	Staff

Date	COOPERATION	Staff

Date	PARTICIPATION	Staff

Date	COMPLETION	Staff

Date	COMPREHENSION	Staff

Date	INITIATIVE	Staff

Date	INTERPERSONAL-BEHAVIOR	Staff

Date	RULES	Staff

Date	DRUG-TEST	Staff

Appendix D:
Building Bridges Evaluation On-Site Records Review Recording Form

APPENDIX D: BUILDING BRIDGES EVALUATION
ON-SITE RECORDS REVIEW RECORDING FORM

Check off	Data Elements	Description: Outcomes
	Demographics of Offender:	
	"Index" Offense (offense that brought client into prison that then led client to program):	Name of offense:
	Additional charges to index offense:	Other charges:
	"Index" Incarceration Dates.	From: mm/dd /yy to mm/dd/yy Indicate if incarceration was a suspended sentence.
	Employment	Dates employed; Date of verification of employment (i.e., paycheck stub, application filled out, P.O. contact to employer); Full time/ Part time/ Unemployed
	Days worked	Number of days spent in current job
	Salary (hourly)	$dd.cc per hour
	Education level	High school diploma GED Apprenticeship program Associates degree Bachelor's degree Master's degree Doctorate
	Marital status	Single/Married/Separated/ Divorced/Widowed/Cohabitating
	Facility of Incarceration	Name of facility:
	Technical Violations/Warrants/Re-arrests:	
	Dates of any Technical Violations	mm/dd/yy

Check off	Data Elements	Description:	Outcomes
	Dates of any Stints in Jail Since Release from Index Incarceration	From: mm/dd/yy to mm/dd/yy	Completed/Pending
	Dates of any Technical Violations	mm/dd/yy	
	Dates of any Stints in Jail Since Release from Index Incarceration	From: mm/dd/yy to mm/dd/yy	Completed/Pending
	Dates of any Technical Violations	mm/dd/yy	
	Dates of any Stints in Jail Since Release from Index Incarceration	From: mm/dd/yy to mm/dd/yy	Completed/Pending
	Dates of any Warrants	mm/dd/yy; offense	
	Dates of any Stints in Jail Since Release from Index Incarceration	From: mm/dd/yy to mm/dd/yy	Completed/Pending
		Periods Off Street:	
	Residential Drug Treatment	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Residential Alcohol Treatment	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Residential Mental Health Treatment	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Dates of any Stints in Jail Since Release from Index Incarceration	From: mm/dd/yy to mm/dd/yy	Completed/Pending
	Dates of any Stints in Jail Since Release from Index Incarceration	From: mm/dd/yy to mm/dd/yy	Completed/Pending

Check off	Data Elements	Description:	Outcomes
	Absconded from Supervision	From: mm/dd/yy to mm/dd/yy	Completed/Pending
	Absconded from Supervision	From: mm/dd/yy to mm/dd/yy	Completed/Pending
		Special conditions:	
	Date of intake	mm/dd/yy; Level of Supervision	
	Drug test required?	yes/no	
	Dates of Urinalysis Testing	mm/dd/yy	Passed/Failed
	Dates of Urinalysis Testing	mm/dd/yy	Passed/Failed
	Dates of Urinalysis Testing	mm/dd/yy	Passed/Failed
	Endeavors	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Court ordered fees	Lump sum Due: $ddd.cc/ Balance remaining: $ddd.cc Dollar Amount Payment Schedule: $dd.cc per (day/week/month/ quarter/year)	Current/Delinquent (30+ days late)/In Default (90+ days late)
	Restitution to victim	Lump sum Due: $ddd.cc/ Balance remaining: $ddd.cc Dollar Amount Payment Schedule: $dd.cc per (day/week/month/ quarter/year)	Current/Delinquent (30+ days late)/In Default (90+ days late)
	Supervision fees	Lump sum Due: $ddd.cc/ Balance remaining: $ddd.cc Dollar Amount Payment Schedule: $dd.cc per (day/week/month/ quarter/year)	Current/Delinquent (30+ days late)/In Default (90+ days late)

Check off	Data Elements	Description:	Outcomes
	Community Service (public work)	Hours assigned:, Balance remaining:	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Level(s) of supervision and amount of time at each level	Date began level 1: Date ended level 1:	Completed/Pending/Not Applicable
	Level(s) of supervision and amount of time at each level	Date began level 2: Date ended level 2:	Completed/Pending/Not Applicable
	Level(s) of supervision and amount of time at each level	Date began level 3: Date ended level 3:	Completed/Pending/Not Applicable
	A sample (hard copy) of Probation Contract Agreement for each level		
		Other Special Conditions:	
	Drug Treatment	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Alcohol Treatment	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Substance Abuse Testing	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active

Check off	Data Elements	Description:	Outcomes
	Alcohol Restrictions	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Mental Health Treatment	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Sex Offender Assessment	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Sex Offender Treatment	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Life Skills Counseling	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Education/Training Requirements	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active

Check off	Data Elements	Description:	Outcomes
	No new debt/credit	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Financial Disclosure	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Cooperate with IRS	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Child Support Enforcement	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Other Financial Obligations	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Home confinement	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active

Check off	Data Elements	Description:	Outcomes
	Curfew	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Reside in community facility	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Travel Restrictions	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	Employment Requirements	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	No contact w/ victim	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active
	No contact w/minors	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active

Check off	Data Elements	Description:	Outcomes
	Association Restrictions	Date assigned: mm/dd/yy Date lifted: mm/dd/yy	Status: Removed/Satisfied/ Court Suspended/ Deferred/ Pending/ Active

Check off	Data Elements	Dates	Frequency	Dosage (length of session)	Outcomes
	Program/Service Contacts:				
	Employment Programs	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	Vocational Programs	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	GED Programs	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion

Check off	Data Elements	Dates	Frequency	Dosage (length of session)	Outcomes
	Substance Abuse Treatment	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	In-patient/Residential (be sure to list **dates** in residential)	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	Out-patient	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	NA/AA Program attendance (dates)	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	Referrals for Housing and related services, eg., vouchers	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion

Check off	Data Elements	Dates	Frequency	Dosage (length of session)	Outcomes
	Mental Health Counseling	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	Other Counseling	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	Referrals for Health Screening or Doctor's Visits	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	Other Services (specify): _____	Date referred/contacted: mm/dd/yy	Daily/ weekly/ monthly	< 1 hour/ 1-2 hours/ 2-3 hours/ 3+ hours	Status: Referred/ Contacted/ Received/ Successful Completion
	Number of P.O. contacts	Date: mm/dd/yy	Daily/ weekly/ monthly	Phone Contact/ Face to Face/ Indirect Contact	