The Enhanced Transitional Jobs Demonstration

New Perspectives on Creating Jobs

Final Impacts of the Next Generation of Subsidized Employment Programs

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Overview

Some adults have great difficulty finding and holding jobs even when overall economic conditions are good. These individuals typically have low levels of formal education and skills and other characteristics such as criminal records that place them at the back of the queue for job openings. Many programs have been developed to assist hard-to-employ job seekers, but few have demonstrated sustained success. One such model, "transitional jobs," offers temporary jobs, subsidized with public funds, that aim to teach participants basic work skills or help them get a foot in the door with an employer. Several transitional jobs programs have been evaluated, with mixed results.

The Enhanced Transitional Jobs Demonstration (ETJD), funded by the Employment and Training Administration of the U.S. Department of Labor, tested seven transitional jobs programs that targeted people recently released from prison or low-income parents who had fallen behind in child support payments. The ETJD programs were "enhanced" in various ways relative to programs studied in the past. MDRC, a nonprofit, nonpartisan research organization, led the project along with two partners: Abt Associates and MEF Associates. The Office of Planning, Research, and Evaluation in the U.S. Department of Health and Human Services' Administration for Children and Families also supported the evaluation.

The evaluation used a random assignment research design. Program group members were given access to the ETJD programs and control group members had access to other services in the community. This report presents the final impact results from the study 30 months after enrollment and information about the costs of the ETJD programs. Most measures presented in the report focus on the final year of the follow-up period, when nearly all program group members had left transitional jobs. The results therefore reflect longer-term effects of the programs after the subsidized positions ended.

- **The ETJD programs increased participants' earnings and employment rates in the final year of the study period.** The program group earned about $700 more than the control group in that year. Sixty-four percent of the program group worked in that year, compared with 60 percent of the control group.

- **The three ETJD programs targeting people returning from prison reduced incarceration in prison among those at higher risk of reoffending.** Although there was no statistically significant impact on a broad measure of recidivism (the rate at which people commit new crimes or are reincarcerated), there were some encouraging patterns on other measures of recidivism. In addition, among higher-risk participants across the three locations, there was a statistically significant reduction in incarceration in prison (of 12 percentage points) in the 30 months following study enrollment. The impacts on recidivism largely reflect the program in Indianapolis, which targeted a very disadvantaged and high-risk population.

- **The ETJD programs targeting noncustodial parents did not increase the amount of child support paid in the last year of the follow-up period.** However, they did increase the proportion of parents who paid at least some support during this period by 6 percentage points.

- **Results varied somewhat among the programs.** Some of the ETJD programs produced statistically significant effects on notable outcome measures. However, it is unclear whether patterns in results reflect differences in models, in the implementation of the models, in contextual factors, or in the characteristics of the ETJD sample members served in each location.

- **ETJD program costs ranged from about $7,000 to $11,100 per program group member.** The net costs of the ETJD programs (taking control group costs and non-ETJD costs into account) ranged from about $6,200 to $11,100 per person.

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The Enhanced Transitional Jobs Demonstration (ETJD) and this report would not be possible without the contributions of many people in the dozens of agencies and organizations participating in the project. We thank the funders at the U.S. Department of Labor (DOL) and the U.S. Department of Health and Human Services (HHS). In particular we thank Eileen Pederson, our DOL project officer, for her invaluable dedication and thoughtfulness throughout the project and for reviewing and providing comments on this report. We also thank Dan Ryan for his support and for reviewing and providing comments as well. We are grateful to Heidi Casta, Wayne Gordon, Jenn Smith, and Michelle Ennis for their contributions and commitment to the project. From HHS we thank Girley Wright, Erika Zielewski (who has since moved to the U.S. Office of Management and Budget), and Mark Fucello for their ongoing partnership and helpful collaboration on the project.

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The Authors

Executive Summary

Across the United States, some adults have great difficulty finding and holding jobs even when overall economic conditions are good. These individuals typically have low levels of formal education and skills and other characteristics such as criminal records that place them at the back of the queue for job openings.[1]

Many programs have been developed to assist hard-to-employ job seekers, but few have demonstrated sustained success. One model that has been implemented and tested fairly extensively is called "transitional jobs." Some transitional jobs programs are designed primarily to provide work-based income support to jobless workers. Others offer temporary jobs, subsidized with public funds, that aim to teach participants basic work skills or help them get a foot in the door with an employer. Many of these programs also offer assistance with personal barriers that may hinder participants' success, and help participants find permanent jobs. Previous evaluations of transitional jobs programs have found that the programs dramatically increased employment initially — demonstrating that they successfully targeted people who were unlikely to find jobs on their own — but the impacts faded after participants left the transitional jobs. The programs did not improve participants' long-term employment outcomes. One program targeting people returning to the community from prison reduced recidivism (the rate at which former prisoners commit new crimes or are reincarcerated), but several other programs for the same population did not.[2]

This report presents the final results from the Enhanced Transitional Jobs Demonstration (ETJD), a large-scale research project sponsored by the Employment and Training Administration (ETA) in the U.S. Department of Labor and also supported by the Administration for Children and Families (ACF) in the U.S. Department of Health and Human Services. In 2011, ETA held a national competition and selected seven organizations to operate transitional jobs programs

[1]Devah Pager, "The Mark of a Criminal Record," *American Journal of Sociology* 108, 5 (2003): 937-975; Eleanor Krause and Isabel Sawhill, *What We Know and Don't Know about Declining Labor Force Participation: A Review* (Washington, DC: Brookings Institute, 2017); Harry J. Holzer, Steven Raphael, and Michael A. Stoll, "Employment Barriers Facing Ex-Offenders" (Washington, DC: Urban Institute, 2003); Martha Ross and Natalie Holmes, *Meet the Out-of-Work: Local Profiles of Jobless Adults and Strategies to Connect Them to Employment* (Washington, DC: Brookings Institute, 2017).

[2]Cindy Redcross, Megan Millenky, Timothy Rudd, and Valerie Levshin, *More Than a Job: Final Results of the Center for Employment Opportunities (CEO) Transitional Jobs Program* (New York: MDRC, 2012); David Butler, Julianna Alson, Dan Bloom, Victoria Deitch, Aaron Hill, JoAnn Hsueh, Erin Jacobs Valentine, Sue Kim, Reanin McRoberts, and Cindy Redcross, *What Strategies Work for the Hard-to-Employ? Final Results of the Hard-to-Employ Demonstration and Evaluation Project and Selected Sites from the Employment Retention and Advancement Project* (New York: MDRC, 2012); Erin Jacobs Valentine, *Returning to Work After Prison: Final Results from the Transitional Jobs Reentry Demonstration* (New York: MDRC, 2012).

targeting either low-income parents who did not live with one or more of their children (noncustodial parents) and who owed child support, or individuals returning to the community from prison. Applicants were required to describe how their program would be "enhanced" relative to earlier transitional jobs programs that had been tested. Each of the selected organizations received about $6 million to recruit 1,000 individuals into the study and serve 500 of them. ETA awarded a contract to MDRC and its partners, Abt Associates and MEF Associates, to conduct a multifaceted evaluation of the ETJD programs.[3] An earlier report described the implementation of the ETJD programs and their effects on participants' outcomes over 12 months.[4] This report presents final results from the evaluation after 30 months, including results from a cost-effectiveness analysis. The results are particularly timely because transitional jobs are identified as an allowable activity under the Workforce Innovation and Opportunity Act (WIOA), the law that governs the nation's public workforce system. Local WIOA programs may use up to 10 percent of their adult and dislocated worker funding to support transitional jobs for participants who are chronically unemployed or who have inconsistent work histories; individuals who have served time in prison are identified as a potential target group.[5]

Overall, the ETJD results are more encouraging than the earlier studies mentioned above. The programs increased both employment and earnings in the last year of the follow-up period, when nearly all program group members had left their transitional jobs. Results in the other two primary domains — criminal justice and child support — are more mixed, but in both there are positive results on some important outcome measures.

The ETJD Programs and Participants

As shown in Table ES.1, four of the ETJD programs targeted noncustodial parents and three targeted formerly incarcerated individuals. Most of the programs were operated by private nonprofit organizations, though they worked closely with local or state government agencies.

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[3]ETA awarded a contract to a separate organization, Coffey Consulting, to provide programmatic technical assistance to the grantees.

[4]Cindy Redcross, Bret Barden, Dan Bloom, Joseph Broadus, Jennifer Thompson, Sonya Williams, Sam Elkin, Randall Juras, Janae Bonsu, Ada Tso, Barbara Fink, Whitney Engstrom, Johanna Walter, Gary Reynolds, Mary Farrell, Karen Gardiner, Arielle Sherman, Melanie Skemer, Yana Kusayeva, and Sara Muller-Ravett, *Implementation and Early Impacts of the Next Generation of Subsidized Employment Programs* (New York: MDRC, 2016).

[5]U.S. Department of Labor, Employment and Training Administration, "Employment and Training Administration Advisory: Training and Employment Guidance Letter WIOA No. 3-15, Operating Guidance for the Workforce Innovation and Opportunity Act (Referred to as WIOA or the Opportunity Act)" (Website: https://wdr.doleta.gov/directives/attach/TEGL/TEGL_03-15.pdf, 2015).

Table ES.1

ETJD Individual Program Characteristics

Location, Program Operator, and Name	Target Group	Program Overview
Atlanta, GA Goodwill of North Georgia *Good Transitions*	Noncustodial parents	Participants worked at a Goodwill store for approximately one month, then moved into a less supported subsidized position with a private employer in the community for about three months. The program offered case management and short-term training.
Milwaukee, WI YWCA of Southeast Wisconsin *Supporting Families Through Work*	Noncustodial parents	Participants started in a three- to five-day job-readiness workshop. They were then placed in transitional jobs, mostly with private-sector employers. The program supplemented wages in unsubsidized employment to bring them up to $10 an hour for six months. The program also provided child support-related assistance.
San Francisco, CA Goodwill Industries, with San Francisco Dept. of Child Support Services *TransitionsSF*	Noncustodial parents	Participants began with an assessment followed by two weeks of job-readiness training. Then they were placed into one of three tiers of subsidized jobs depending on their job readiness: (1) nonprofit, private-sector jobs (mainly at Goodwill); (2) public-sector jobs; or (3) for-profit, private-sector jobs. They may have received modest financial incentives for participation milestones and child support assistance.
Syracuse, NY Center for Community Alternatives *Parent Success Initiative*	Noncustodial parents	Groups of 15-20 participants began the program together with a two-week job-readiness course. They were then placed in work crews with the local public housing authority, a business improvement district, or a nonprofit organization. The program offered family life-skills workshops, job-retention services, case management, civic restoration services, child support legal aid, and job-search and job-placement assistance.
Fort Worth, TX Workforce Solutions of Tarrant County *Next STEP*	Formerly incarcerated people	Participants began with a two-week "boot camp" that included assessments and job-readiness training. They were then placed in jobs with private employers. The program paid 100 percent of the wages for the first eight weeks and 50 percent for the following eight weeks. Employers were expected to retain participants who performed well. Other services included case management, group meetings, high school equivalency classes, and mental health services.
Indianapolis, IN RecycleForce, Inc. *RecycleForce*	Formerly incarcerated people	Participants were placed at one of three social enterprises, including an electronics recycling plant staffed by formerly incarcerated workers, who provided training and supervision to participants and served as their peer mentors. The program also offered occupational training, case management, job development, work-related financial support, and child support-related assistance. Participants may have been hired later as unsubsidized employees.
New York, NY The Doe Fund *Ready, Willing and Able* *Pathways2Work*	Formerly incarcerated people	After a one-week orientation, participants worked on the program's street-cleaning crews for six weeks, then moved into subsidized internships for eight weeks. If an internship did not transition to unsubsidized employment, the program paid the participant to search for jobs for up to nine weeks. Additional services included case management, job-readiness programs, opportunities for short-term training and certification, and parenting and computer classes.

The typical ETJD participant was a never-married black or Hispanic man between 30 and 40 years old, with a high school diploma or the equivalent but no postsecondary education. Almost all of the study participants had worked in the past, but most had little recent work experience. Studies have shown that African-American men, particularly those with criminal records, experience significant discrimination in the labor market.[6] About 42 percent of the participants in the programs targeting formerly incarcerated people were noncustodial parents. Conversely, 76 percent of participants in the noncustodial parent programs had been convicted of a crime and 40 percent had been in prison, though usually not recently.

The ETJD Evaluation

Subsidized employment programs have different goals. Some programs — typically those operated during economic downturns — are designed primarily to provide work-based income support to jobless workers. Such programs might be assessed based on their ability to grow quickly to a large scale and provide useful jobs. Other models also provide income, but primarily aim to use subsidized jobs as a tool to help hard-to-employ individuals "learn to work by working," in order to improve their ability to get and hold unsubsidized jobs. The ETJD programs fall into the second category and thus are assessed, in large part, based on how participants fare in the labor market after leaving the subsidized jobs. Because the ETJD programs targeted noncustodial parents and recently incarcerated individuals, they also aimed to increase payment of child support and reduce recidivism, outcomes that may be tied to employment. (The provision of employment services to noncustodial parents and people coming home from prison reflects broader trends in the child support and criminal justice systems.) In sum, ETJD set out to answer three broad research questions:

1. How were the ETJD programs designed and operated, and whom did they serve?

2. How did the ETJD programs affect participants' receipt of services and their outcomes in three primary domains: employment, child support, and criminal justice (that is, arrests, convictions, and incarceration)?

3. How did the programs' costs compare with any benefits they produced?[7]

[6]See, for example, Devah Pager (2003).

[7]This report presents results from a cost-effectiveness analysis. An upcoming companion report presents results from a full benefit-cost analysis for one ETJD program. See Kimberly Foley, Mary Farrell, Riley Webster, and Johanna Walter, *Reducing Recidivism and Increasing Opportunity: Benefits and Costs of the RecycleForce Enhanced Transitional Jobs Program* (New York: MDRC, forthcoming).

The first and third questions were addressed in the evaluation's implementation study and its cost study. The second question was addressed in the impact study, which used a rigorous random assignment research design. To facilitate the evaluation, between 2011 and 2013, each ETJD program recruited approximately 1,000 people who met the project's eligibility criteria and any additional criteria established by the program.[8] Using a web-based tool developed and managed by MDRC, eligible applicants who agreed to be in the study were assigned at random to the **program group**, whose members were invited to participate in the ETJD program, or to the **control group**, whose members were not offered ETJD services but could seek out other services in the community. The evaluation team followed both groups for 30 months using government administrative records and individual surveys (one at 12 months and another at 30 months) in order to see whether differences emerged between the groups in the three primary outcome domains, as well as in some secondary domains. If such differences (known as *impact estimates*) are found to be statistically significant, one can say with a high degree of confidence that they are attributable to the programs rather than to preexisting differences between the two groups' members.[9]

Results

Implementation and Cost Findings

As discussed in detail in the interim report, for the most part the ETJD programs were implemented as planned; however, in some programs, enhanced features did not operate as designed. Each of the seven programs succeeded in enrolling 1,000 people into the study, though recruitment was a challenge for several of them. The proportion of the program group that worked in a transitional job varied widely, from less than 40 percent in Fort Worth, where the program attempted to place participants into subsidized jobs with private employers, to 100 percent in Indianapolis, where participants were immediately placed into jobs with the program sponsor. The 12-month survey showed that the program group was more likely than the control group to have obtained employment services at all of the sites, though the difference was smallest in Milwaukee and New York City.[10] In addition, in New York City, control group members were much more likely than program group members to have enrolled in another large transitional employment program that operated at the same time as ETJD.

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[8]In general, a noncustodial parent needed to have a low income and to have a child support order in place (or agree to begin establishing one within 30 days). An individual returning from prison had to have been released within the previous 120 days; in addition, he or she could not have been convicted of a sex offense.

[9]Impact results presented throughout this report are regression-adjusted, controlling for pre-random assignment characteristics including age, gender, race, prior work experience, prior criminal history, whether an individual was a noncustodial parent at time of random assignment, and date of study entry.

[10]"Site" here and throughout the report is short for "experimental site," a term that encompasses the program, the program group, the control group, and the local environment.

The direct cost of the ETJD programs ranged from about $7,000 to $11,100 per program group member. The largest component of the cost was operations (staff salaries and fringe benefits, administrative costs, and overhead), which accounted for about 50 percent to 79 percent of the total. Costs for transitional job wages ranged from as little as 13 percent to as much as 44 percent of the total. When the cost of non-ETJD services (for example, education or training services that program group members obtained in the community) is factored in, the costs are between $8,200 and $12,700 per person. The net cost of the ETJD programs — calculated by subtracting the cost of services that the control group received in the community — ranged from about $6,200 to about $11,100 per person.

Impact Findings: Confirmatory Analysis

At the beginning of the study, the evaluation team and ETA agreed on a small number of "confirmatory" outcome measures that would be used to assess the overall success of the demonstration, as well as a complementary set of "exploratory" measures to provide insight into the causes of any impacts found (discussed below). Selecting only three confirmatory outcomes — one in each of the primary domains — reduced the odds that the study would find a positive result by chance. The three confirmatory outcomes shown in Table ES.2 were all calculated by pooling results from multiple ETJD programs, and all of them rely on administrative records rather than surveys. The earnings and child support outcomes focus on the last year of the follow-up period (roughly months 18 to 30 after random assignment) in order to examine impacts after individuals left the programs. The confirmatory analysis found that:

- **The overall results of the ETJD confirmatory analysis are mixed: The programs increased earnings in the last year of the follow-up period, but there were no statistically significant impacts on the amount of child support paid or on a broad measure of recidivism.**

As Table ES.2 shows, when all sites are combined, the ETJD program group earned about $700 (9 percent) more than the control group during the last year of the follow-up period.[11] This

[11]Earnings were measured with data from the National Directory of New Hires, which compiles quarterly earnings data from state unemployment insurance programs. Earnings for workers who are self-employed, who are classified as independent contractors, or who are working in the informal economy may not be captured in unemployment insurance records. In some programs (Indianapolis, Milwaukee, Syracuse, and, to some extent, San Francisco) the transitional jobs were reported to the unemployment insurance system. It is possible that small numbers of program group members were working in transitional jobs in the last year of the follow-up period, and that those jobs were recorded in the unemployment insurance data.

Table ES.2

Results of the Confirmatory Analysis

Outcome	Sites Included	Data Source	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Total earnings during the last year of the follow-up period[a] ($)	All 7 programs	National Directory of New Hires	8,298	7,597	701***	[262, 1,140]
Sample size			3,518	3,479		
Child support paid during that last year of the follow-up period ($)	4 programs targeting noncustodial parents	State child support records	1,309	1,266	43	[-121, 207]
Sample size			1,999	1,967		
Arrested, convicted, or admitted to jail or prison since random assignment (%)	3 programs targeting former prisoners	State criminal justice records	58.9	60.4	-1.5	[-4.3, 1.3]
Sample size			1,498	1,488		

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, child support agency data, and criminal justice data.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.
[a]This measure of earnings during the final year of the follow-up period in the pooled group of all seven ETJD sites was prespecified as the confirmatory measure for the employment and earnings domain.

earnings impact is larger than the average long-term earnings impacts from several other recent studies of employment and training programs for hard-to-employ job seekers.[12] The bottom panel of Figure ES.1 shows that the programs increased earnings by as much as 73 percent in the early quarters of the study period, when many program group members were working in transitional jobs. The earnings impacts grew much smaller over time but remained statistically significant throughout the 30-month follow-up period. Exploratory analyses discussed below provide further evidence to support this confirmatory finding.

Table ES.2 also shows that at the four sites targeting noncustodial parents, there was no statistically significant difference in the amount of child support paid, on average, by members of the program and control groups in the last year of the follow-up period. The table also shows that at the three sites targeting people recently released from prison, a similar proportion of people in the program and control groups were arrested, convicted of a crime, or incarcerated during the 30-month follow-up period.

Impact Findings: Exploratory Analysis

The confirmatory analysis presented in the previous section is the most definitive evidence on the impact of ETJD. The evaluation team also conducted exploratory analyses of a somewhat larger group of outcome measures in the same three domains, in order to provide a more nuanced picture of the results and to identify possible strengths programs could build on and weaknesses to be corrected. The findings from the exploratory analysis are less definitive because a larger number of outcomes were examined, raising the odds that statistically significant impacts may have arisen by chance.[13] The team examined three broad topics in the exploratory analysis: (1) impacts on other measures in the three primary outcome domains; (2) impacts among subgroups of the ETJD population; and (3) impacts for the individual ETJD programs. Findings from the exploratory analysis include:

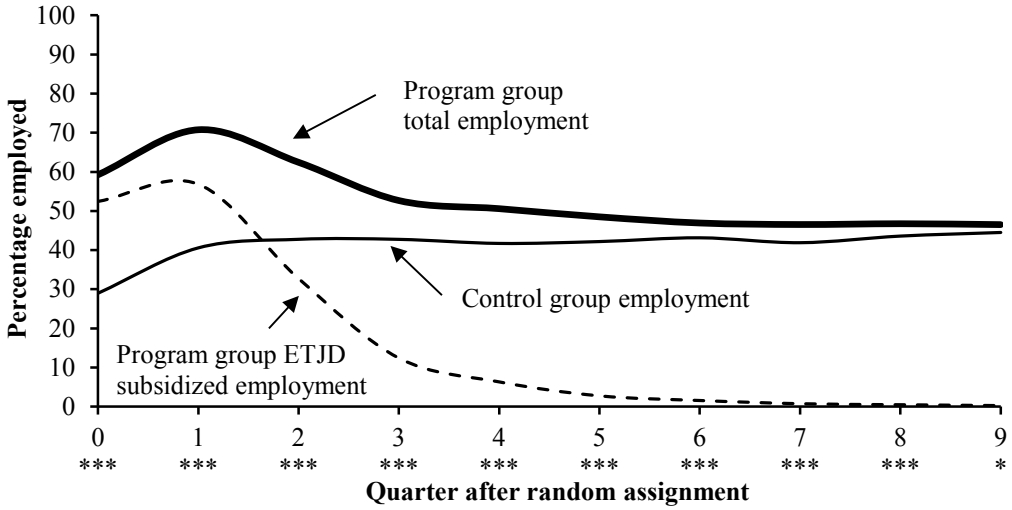
[12]In a recent literature review conducted for the U.S. Health and Human Services Office of Planning, Research, and Evaluation, only 3 of 23 studies published between 2010 and 2014 about employment and training programs targeting hard-to-employ job seekers demonstrated positive impacts on long-term earnings (defined as earnings more than 18 months after study entry). Studies of programs involving primarily conditional cash transfer, parenting, or health interventions were not included in this tally, nor were programs targeting already-employed individuals. See the Employment Strategies for Low-Income Adults Evidence Review, available at https://employmentstrategies.acf.hhs.gov.

[13]Increasing the number of impact estimates examined increases the likelihood that at least one estimate will be statistically significant by chance, even if the program had no true effect. If 10 independent outcomes are examined, for example, it is likely that one of them will show an effect that is statistically significant at the 10 percent level purely by chance, even if the program is truly ineffective.

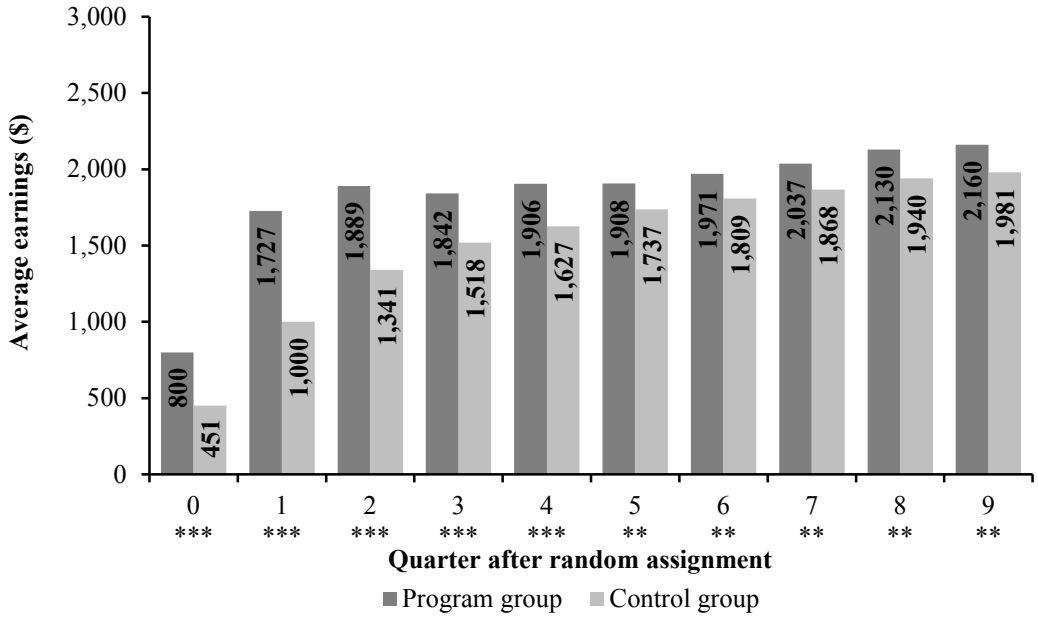
Figure ES.1

Employment and Earnings Over Time: All Sites

Employment



Earnings



(continued)

Figure ES.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

- **In addition to having higher total earnings than the control group in the last year of the follow-up period, the program group was also somewhat more likely to be employed, and to be working in higher-quality jobs.**

Table ES.3 shows some of the important outcomes that were examined in the exploratory analysis in each of the primary domains. The top panel of the table shows that about 60 percent of the control group worked in a job covered by unemployment insurance in the last year of the follow-up period. The program group's employment rate was about 64 percent, and the 4 percentage point difference between the program and control group is statistically significant. Responses to the 30-month survey tell a similar story, though the survey found higher employment rates for both groups (probably because some respondents were working in jobs not covered by unemployment insurance). The survey also shows that after 30 months, the program group was more likely to be working in full-time jobs, jobs that paid more than $10 an hour, and jobs that were permanent rather than temporary. Another analysis (not shown) found that the program group was somewhat more likely to have employer-provided health insurance.

- **Although the ETJD programs targeting noncustodial parents did not significantly increase the amount of formal child support paid in the last year of the follow-up period, program group members at those sites were somewhat more likely to pay at least some formal support during the year.**

It may seem surprising that ETJD increased earnings without increasing the amount of child support paid, since child support is generally deducted from workers' paychecks. This pattern suggests that program group members paid a slightly lower percentage of their earnings for child support than control group members. As shown in the middle panel of Table ES.3, the

Table ES.3

Selected Results from the Exploratory Analysis

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Sample Size
Employment domain (%)					
Ever employed in the last year of the follow-up period					
According to administrative data[a]	64.4	60.4	4.0***	[2.2, 5.9]	6,997
According to responses to the 30-month survey	77.9	72.9	5.0***	[3.1, 7.0]	5,100
Employed at the time of the 30-month survey	55.9	50.9	5.0***	[2.8, 7.2]	5,183
Earning more than $10 per hour[b]	30.4	24.8	5.7***	[3.6, 7.7]	4,906
Working more than 34 hours per week[b]	39.6	33.7	5.9***	[3.7, 8.0]	5,143
Employed in a permanent job[b]	40.7	34.3	6.5***	[4.2, 8.7]	4,785
Child support domain (%)					
Paid any formal child support in the last year of the follow-up period[c]	61.9	55.6	6.3***	[3.9, 8.7]	3,966
Provided informal cash support or noncash support in the past month[b]	48.9	49.0	-0.1	[-3.0, 2.8]	2,892
Criminal justice domain[d]					
Arrested (%)	42.7	45.5	-2.8	[-5.7, 0.2]	2,763
Convicted of a crime (%)	33.0	35.8	-2.7	[-5.6, 0.1]	2,763
Convicted of a felony	15.9	18.4	-2.5*	[-4.8, -0.2]	2,763
Convicted of a violent crime	6.6	6.6	-0.1	[-1.6, 1.5]	2,763
Incarcerated (%)	54.7	55.4	-0.6	[-3.5, 2.2]	2,955
Incarcerated in prison	28.0	32.2	-4.2***	[-6.9, -1.6]	3,001
Total days incarcerated in prison	65	84	-19***	[-28, -10]	3,001

(continued)

Table ES.3 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, child support agency data, criminal justice data, and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Employment rates include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[b]Measure created from responses to the ETJD 30-month survey.

[c]Measures of formal child support include all payments made through the state's child support collection and disbursement unit, including funds from employer withholding and other sources (for example, tax intercepts).

[d]All criminal justice measures are created from state criminal justice data sources.

program group was somewhat more likely to pay formal child support in the last year of the follow-up period, which is consistent with the impact on employment discussed in the previous section.[14] This finding means that program group members who paid support paid slightly less than control group payers. There may be lags in the child support system's ability to begin collecting support once an individual finds a job. In addition, in one of the programs, participants' child support orders were routinely lowered as an incentive to participate in ETJD; the orders may not have been immediately increased when participants got unsubsidized jobs.

- **While the ETJD programs targeting formerly incarcerated people did not significantly reduce the number of people who had at least one criminal justice "event" during the follow-up period, there is some evidence that the programs affected other measures of recidivism.**

The bottom panel of Table ES.3 shows that program group members in the three programs targeting recently released people were less likely to have been convicted of a felony or to have been incarcerated in prison during the follow-up period, and spent fewer days in prison overall than the control group. These impacts are generally small but statistically significant. As discussed further below, the impacts on recidivism outcomes overall mostly reflect the impacts in Indianapolis.

[14]The middle panel of Table ES.3 shows results for the four programs targeting noncustodial parents. In those programs, the program group earned about $1,000 more than the control group in the last year of the follow-up period, a statistically significant difference. Sixty-eight percent of the program group at those sites worked in the last year, compared with 63 percent of the control group, a difference that is also statistically significant.

While the majority of sample members had some contact with the criminal justice system during the follow-up period, few were convicted of a serious new crime (that is, a felony or a violent crime).

- **In general, the results do not vary much among subgroups of the ETJD population. A big exception is in the recidivism domain, where impacts were concentrated among sample members at the highest risk of recidivism.**

Research in the field of prisoner reentry has concluded that intensive resources should be directed toward those at the highest risk of recidivism.[15] The evaluation team estimated the risk of recidivism for formerly incarcerated people using baseline characteristics and criminal history data measured before study enrollment. Participants were then classified into lower-risk and higher-risk subgroups. Impacts on recidivism were significantly larger among the higher-risk subgroup. Notably, in the higher-risk group, program group members were 12 percentage points less likely to be incarcerated in prison and spent 41 fewer days in prison during the follow-up period than their control group counterparts; both estimates are statistically significant. The Indianapolis program — which was the only one to produce consistent, significant reductions in recidivism — served a higher-risk population than the other two programs targeting people returning from prison. Notably, however, impacts on recidivism were larger among higher-risk individuals in all three programs.

- **Four of the seven ETJD programs had statistically significant favorable effects on those outcome measures that were prespecified in the confirmatory analysis. It is difficult to draw firm conclusions about why some programs appeared to perform better than others.**

Table ES.4 summarizes the ETJD impacts by site. The table includes the three confirmatory measures (shown in bold), as well as one other important measure in each domain. A "✓" indicates a statistically significant favorable effect, while "(✓)" indicates a statistically significant unfavorable impact. The results should be viewed with caution because some of the differences in impacts across sites are not statistically significant. As the table shows, some programs produced significant impacts while others did not. However, it is unclear whether this pattern reflects differences in models, differences in the implementation of those models, differences in local contexts, or differences in the characteristics of the sample members at each location.

[15]See, for example, Joan Petersilia, "What Works for Prisoner Reentry? Reviewing and Questioning the Evidence," *Federal Probation* 68, 2 (2004): 4-8; Amy Solomon, Jesse Jannetta, Brian Elderbloom, Laura Winterfield, Jenny Osborne, Peggy Burke, Richard P. Stroker, Edward E. Rhine, and William D. Burrell, *Putting Public Safety First: 13 Strategies for Successful Supervision and Reentry* (Washington, DC: The Urban Institute, 2008).

Table ES.4

Selected Site-Specific Findings

Outcome	Atlanta	Milwaukee	Syracuse	San Francisco	Fort Worth	Indianapolis	New York City
Total earnings in the last year of the follow-up period ($)			✓	✓		✓	
Ever employed in that last year (%)	✓			✓		✓	
Amount of formal child support paid in that last year ($)	✓						
Paid any formal child support in that last year (%)		✓	✓	✓			
Arrested, convicted, or admitted to jail or prison (%) ††						✓	(✓)
Total days incarcerated in prison						✓	

SOURCE: MDRC summary based on calculations from administrative records.

NOTES: ✓ indicates a favorable statistically significant impact. (✓) indicates an unfavorable statistically significant impact.

Bolded measures are confirmatory outcomes in the pooled analysis.

When comparing impacts among sites, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts among the sites is statistically significant. Statistically significant differences across sites are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Major observations include:

- The **Indianapolis** program produced substantial impacts in both the employment and recidivism domains. Control group data indicate that the program served a very disadvantaged population with poor employment outcomes and high rates of recidivism. The program used an intensive, highly supportive model in which participants were often supervised by peers who were program graduates in an electronics recycling social enterprise (a business with a social purpose). A companion report describes the results of a full benefit-cost study focusing on this program.[16]

- The **San Francisco** program produced substantial impacts in both the employment and child support domains. This result is somewhat surprising, because the program's three-tiered transitional jobs model did not operate as planned and fewer than half of the program group members worked in subsidized jobs. However, there was strong collaboration with the local child support agency, which routinely lowered program group members' monthly child support orders to provide an incentive for participation.

- The **Atlanta** program produced modest impacts on employment and child support payments. Based on control group outcomes, the Atlanta program served the most employable population of any in the ETJD project. Its staged model was generally well implemented and the rate of participation in transitional jobs was close to 100 percent.

- The **Syracuse** program produced modest impacts in the employment and child support domains. Its transitional jobs model was fairly traditional, with only modest enhancements, and was generally well implemented. The program served a highly disadvantaged population.

- The **Milwaukee** program produced few significant impacts. The program experienced implementation challenges: there was staff turnover and an initial plan to place a large proportion of ETJD participants into occupational training was not implemented. The model included an innovative earnings supplement, but it did not apply to many people in practice. In addition, a large proportion of the control group reported receiving employment services, which may have made it more difficult for the program to achieve significant impacts.

[16]Foley, Farrell, Webster, and Walter (forthcoming).

- **Fort Worth** did not have significant impacts in either the employment or the recidivism domain. This program was the only one in the project that attempted to place almost all participants into transitional jobs with private employers. Perhaps as a result of this approach, fewer than 40 percent of participants worked in transitional jobs. Other programs that have attempted to place disadvantaged people into subsidized jobs in the private sector have seen very similar placement rates.[17]

- The **New York City** program did not produce favorable significant impacts. As noted earlier, a large proportion of the control group received employment services and, in addition, the research team was able to determine that a substantial proportion of the control group (about 36 percent) received transitional jobs through another large transitional jobs program in the city (while about 16 percent of the program group also received transitional jobs through that other program). The program's unfavorable impact on overall recidivism reflects increases in arrests and jail incarceration. These results are puzzling, particularly because the program significantly reduced felony convictions and admissions to prison for new crimes.

Conclusion

The ETJD project set out to test whether "enhanced" transitional jobs programs could produce larger impacts than earlier models after participants moved on. The answer is a qualified "yes." As a group, the ETJD programs produced a modest but statistically significant increase in earnings in the last year of the follow-up period, a result that was not found in most earlier studies.[18] Exploratory analyses suggest that the programs probably produced a number of other modest but positive effects on outcomes in all three primary domains. Thus, it seems clear that transitional jobs programs *can* produce effects in the employment, child support, and criminal justice domains after participants leave the program. That said, the impacts after participants left the programs were not large, and data that became available shortly before the report was completed show that impacts on earnings as measured using unemployment insurance records continued to diminish

[17]See, for example, Asaph Glosser, Bret Barden, and Sonya Williams, *Testing Two Subsidized Employment Approaches for Recipients of Temporary Assistance for Needy Families: Implementation and Early Impacts of the Los Angeles County Transitional Subsidized Employment Program*, OPRE Report 2016-77 (Washington, DC: Office of Planning, Research and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services, 2016).

[18]It is important to note that the pooled ETJD sample (about 7,000) is substantially larger than the samples in most earlier evaluations of transitional jobs programs. It is not clear whether an impact on earnings of the size measured in ETJD (about $700 in the last year of the follow-up period) would have been statistically significant with a smaller sample.

after the report's follow-up period ended. Moreover, it is not clear whether transitional jobs are more cost-effective than other approaches with the same goal.

It is also difficult to draw firm conclusions about the factors that are associated with these longer-term positive earnings, child support, and criminal justice effects. The ETJD programs that appear to have been most effective served different populations, used different models, and had different levels of implementation success. And there does not appear to be a correlation between the extent of "enhancement" and the level of impact.

Finally, it is important to note that, despite the positive impacts, most sample members in both the program and control groups were still struggling in the labor market at the end of the study's follow-up period. For example, only about one-third of those who responded to the 30-month survey reported having full-time jobs (working more than 34 hours per week). Individuals in the ETJD target groups would probably need to develop substantially greater skills in order to obtain better-paying, more stable jobs. Recent studies have shown that certain kinds of occupational training programs can produce such gains, but it is not clear that ETJD participants could qualify for such programs or support themselves while participating.[19] It may be that models combining subsidized employment and skills training could achieve better results.

From a policy perspective, ETJD confirmed once again that transitional jobs programs, if properly targeted and executed, will produce very large short-term increases in employment and earnings. Some of the additional earnings of noncustodial parents will find their way to children. Other research (partly based on 12-month results from two ETJD sites) suggests that these gains can translate into parallel improvements in personal well-being.[20]

Policymakers will need to decide whether these nearly certain short-term effects — coupled with the *possibility* of longer-term impacts such as those found in ETJD — are sufficient to justify additional investment. The answer depends, in part, on how one views the goals of these programs. If the main objective is to find the most cost-effective strategy for improving long-term employment outcomes for disadvantaged workers, transitional jobs may not be superior to other approaches. On the other hand, if a major goal is to provide meaningful work and income to people

[19]See, for example, Richard Hendra, David H. Greenberg, Gayle Hamilton, Ari Oppenheim, Alexandra Pennington, Kelsey Schaberg, and Betsy L. Tessler, *Encouraging Evidence on a Sector-Focused Advancement Strategy: Two-Year Impacts from the WorkAdvance Demonstration* (New York: MDRC, 2016).

[20]Two of the ETJD sites (Atlanta and San Francisco) were also part of the parallel Subsidized and Transitional Employment Demonstration (STED), sponsored by the Administration for Children and Families in the U.S. Department of Health and Human Services. The STED project administered a brief survey to program and control group members just a few months after random assignment, when many program group members were working in transitional jobs, in order to measure some of the ancillary benefits of employment. See Sonya Williams and Richard Hendra, *The Effects of Subsidized and Transitional Employment Programs on Noneconomic Well-Being*, OPRE Report 2018-17 (Washington, DC: Office of Planning, Research, and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Resources, 2018).

who cannot find jobs in the regular labor market, transitional jobs and other types of subsidized employment may be seen as good investments; the possibility of longer-term gains and reductions in recidivism may be viewed as a bonus. Such programs are broadly applicable when overall economic conditions are poor, but subsidized employment programs targeting particular populations or geographic areas may make sense even when the overall unemployment rate is low.

Chapter 1

Introduction

Across the United States, some adults have great difficulty finding and holding jobs even when overall economic conditions are good. These individuals typically have low levels of formal education and skills and other characteristics such as criminal records that place them at the back of the queue for job openings.

Many programs have been developed to assist hard-to-employ job seekers, but few have demonstrated sustained success.[1] One model that has been implemented and tested fairly extensively is called "transitional jobs." Transitional jobs programs offer temporary jobs, subsidized with public funds, that aim to teach participants basic work skills or help them get a foot in the door with an employer. Many programs also offer assistance with personal issues that may hinder participants' success, and help participants find permanent jobs.

This report presents final results from the Enhanced Transitional Jobs Demonstration (ETJD), which used a rigorous random assignment research design to evaluate seven transitional jobs programs targeting either individuals who had recently been released from prison, or parents who did not have custody of their children ("noncustodial" parents), who owed child support, and who were unable to meet their obligations because they were unemployed. The ETJD programs were designed to try to address limitations identified by previous evaluations of transitional jobs programs, which are described further below. The ETJD project was conceived and funded by the Employment and Training Administration in the U.S. Department of Labor (DOL). The evaluation is also supported by the Administration for Children and Families (ACF), part of the U.S. Department of Health and Human Services.[2] MDRC is leading the project under contract to DOL along with two partners: Abt Associates and MEF Associates.[3]

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[1]For examples of such programs, see the U.S. Department of Health and Human Services Office of Planning, Research, and Evaluation's "Employment Strategies for Low-Income Adults Evidence Review," a systematic review of the literature on the effect of employment and training programs and strategies for low-income individuals, available at https://employmentstrategies.acf.hhs.gov.

[2]The ACF-funded Subsidized and Transitional Employment Demonstration (STED) is also testing subsidized employment programs for low-income populations. Because the noncustodial parent population was of special interest to ACF, two of the ETJD programs (those in Atlanta and San Francisco) were included in both projects.

[3]A separate organization, Coffey Consulting, received a contract to provide technical assistance to the ETJD grantees.

The report examines the impacts of the ETJD programs in the 30-month period after participants entered the study, as well as the costs of the programs. It builds on an earlier report that presented detailed implementation findings and impacts after 12 months.[4]

Background and Context

The roots of the ETJD project can be traced to two broad policy trends. The first is the ongoing struggle to find effective models to assist people who have great difficulty finding or keeping jobs, regardless of overall labor market conditions. Policymakers tend to focus on these individuals when they incur public costs — for example, by receiving public assistance, by failing to pay child support (which may, in turn, lead to higher public-assistance costs for their children), or by committing crimes and ending up in jail or prison.

The transitional jobs model has long been considered a promising approach for the hard-to-employ. However, rigorous evaluations of transitional jobs programs have identified limitations of the model. On the one hand, most of the programs that were tested dramatically increased participants' employment rates initially, suggesting that the programs provided jobs and income to many people who would otherwise have been unemployed.[5] On the other hand, in most cases, the gains in employment were the result of the subsidized jobs, and they faded when the jobs ended. Five of the programs that were previously evaluated targeted individuals who had recently been released from prison, but only one of them led to sustained reductions in recidivism — the rate at which former prisoners commit new crimes or are reincarcerated.[6] While many policymakers and practitioners continue to see transitional jobs as promising, these results highlight the need to identify new variations of the model that produce longer-lasting impacts. With the passage of the Workforce Innovation and Opportunity Act in 2014, transitional jobs became an allowable work-based training activity within the public workforce system, expanding the possibility of using transitional jobs to help low-income people move into the workforce.[7]

The second policy trend is the evolution of the corrections and child support-enforcement systems in recent years. Both of these systems have long viewed their missions in narrow terms: The corrections system sought to punish and segregate people who had been convicted of crimes, and the child support system sought to establish and enforce child support orders. However, in recent years, both systems have begun to focus more on improving the outcomes of their "clients."

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[4]Redcross et al. (2016).

[5]For a recent summary of evaluations of transitional jobs programs and other subsidized employment models, see Dutta-Gupta, Grant, Eckel, and Edelman (2016).

[6]See, for example, Valentine (2012); Redcross, Millenky, Rudd, and Levshin (2012); and Butler et al. (2012).

[7]See U.S. Department of Labor, Employment and Training Administration (2015).

Criminal justice agencies increasingly provide reentry support to the more than 600,000 people who are released from prison each year,[8] and more child support agencies are providing or arranging for services for noncustodial parents who are unable to meet their obligations. Transitional jobs programs are seen as a potentially effective approach for these populations, in part because they provide immediate income while participants are learning work skills. Policymakers hope that additional income and the acquisition of employment-related skills will reduce participants' propensity to engage in criminal activity and increase their likelihood of making child support payments.

The ETJD Project and the Evaluation

In 2011, DOL held a national competition to select programs to participate in the ETJD project. Applicants were required to describe specific "enhancements" to the basic transitional jobs model that had been tested earlier and to explain why they believed their approaches would achieve better results than previous programs. In addition, applicants were required to identify a primary target group — either individuals released from prison in the previous 120 days or noncustodial parents who owed child support but were unable to pay because they were unemployed. Ultimately, DOL selected seven programs — four targeting noncustodial parents and three targeting people recently released from prison — and provided each one with approximately $6 million over a period of four years.[9]

The evaluation was shaped by the broader objectives of the demonstration. Subsidized employment programs have different goals. Some programs — typically those operated during economic downturns — are designed primarily to provide work-based income support to jobless workers. Such programs might be assessed on their ability to expand quickly to a large scale and provide useful jobs. Other models also provide income, but their primary goal is to use subsidized jobs as a tool to help hard-to-employ individuals "learn to work by working" in order to improve their ability to get and hold unsubsidized jobs. The ETJD programs fall into the second category. DOL therefore sought to assess their effectiveness in large part based on how participants fared in the labor market after leaving the subsidized jobs. Because the ETJD programs targeted noncustodial parents and recently incarcerated individuals, they also aimed to increase the payment of child support and reduce recidivism, outcomes that may be tied to employment. Overall, the evaluation set out to answer three broad research questions:

- How were the ETJD programs designed and operated, and whom did they serve?

[8]Carson and Sabol (2012).

[9]For more information about the grant requirements, see U.S. Department of Labor, Employment and Training Administration (2011).

- How did the ETJD programs affect participants' receipt of services and their outcomes in three primary domains: employment, child support, and criminal justice?
- How did the programs' costs compare with any benefits they produced?

The first and third questions were addressed by the evaluation's implementation and cost-effectiveness/cost-benefit studies.[10] The second question was addressed by the impact study, which used a random assignment research design, the most reliable method for assessing the effectiveness of this type of program.

To facilitate the evaluation, each ETJD program was required to recruit 1,000 people who wanted to participate in the program, who met the eligibility requirements, and who agreed to participate in the study. These individuals were randomly assigned either to the **program group**, whose members were invited to participate in the ETJD program, or to the **control group**, whose members were usually given a list of other services in the community.[11] (In some places, the control group was referred to a specific program that provided job-search assistance but not transitional jobs.) The MDRC team followed the program and control groups for two and a half years (30 months) using surveys and federal, state, and local administrative records to measure outcomes in the three primary domains — employment, criminal justice, and child support — as well as in other, secondary areas, such as family engagement.[12] If differences emerge between the groups over time and these differences are large enough to reach conventional levels of statistical significance, then one can be fairly confident that the differences are attributable to the ETJD program. Such differences are referred to as "impact estimates." This report presents impact estimates for four overlapping groups of ETJD programs: (1) the pooled group of all seven ETJD programs; (2) the pooled group of four programs specifically targeting noncustodial parents; (3) the pooled group of three programs specifically targeting formerly incarcerated people; and (4) each program separately.

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[10]This report includes results from the cost-effectiveness study. An upcoming document presents results from a full benefit-cost study of one of the ETJD programs. See Foley, Farrell, Webster, and Walter (forthcoming).

[11]As shown in Appendix I, there were no systematic differences in baseline characteristics between program and control group members.

[12]Administrative records are data used for the management of programs and public services. Administrative records used for analyses in this report include quarterly wage records from the National Directory of New Hires, child support records from state child support agencies, jail records from local county or city jails, and arrest, conviction, and prison records from state criminal justice agencies. Surveys included 12-month and 30-month surveys administered at all of the experimental sites ("site" being a term that encompasses the program, the program group, the control group, and the local environment), and an earlier survey administered at two of the sites. See Chapter 1 of the interim report for more detailed information on the data sources used in the project.

To ensure the most rigorous interpretation and presentation of evidence, this report divides findings into two categories: **confirmatory findings** provide conclusive evidence of a program's impact, while **exploratory findings** provide suggestive evidence. These two categories of findings are defined and explained in Box 1.1. In brief, three confirmatory measures were established for the project, one in each of the three primary domains that the ETJD intervention was designed to affect (employment, criminal justice, and child support). All confirmatory measures were derived from administrative data, as these sources were viewed as the most consistently reliable sources of information.[13] The confirmatory measures are:

- In the employment domain, **earnings in the final year of the follow-up period**, which begins during the sixth quarter after a person entered the study and concludes at the end of the ninth quarter (or approximately 1.5 to 2.5 years after the person entered the study). This measure covers a period after nearly all program group members had left subsidized jobs. The earnings outcome reflects several components of labor-market success: whether people were employed, how consistently they were employed, and the wages they received. Because all ETJD programs were designed to increase participants' earnings, this measure is assessed for all seven ETJD programs, pooled together.

- In the child support domain, the **total amount of child support paid in the final year of the follow-up period**. Since child support payments are typically deducted from parents' paychecks, this measure covers the same span of time as the earnings measure and assesses the payment of child support after program group members were no longer in subsidized jobs. This measure was assessed for all participants in the four programs targeting noncustodial parents, pooled together.

- In the criminal justice domain, **any criminal justice event** (an arrest, conviction, or admission to jail or prison) during the entire 30-month follow-up period after random assignment. This measure was assessed for all participants in the three ETJD programs targeting formerly incarcerated people, pooled together.

[13] Administrative records are considered more reliable as they are available for all sample members, not just those who responded to ETJD surveys. Further, the final ETJD survey was administered around 30 months after random assignment and in some cases captures only point-in-time measures at the time of the survey, or measures that happened up until the time of the survey. In contrast, administrative records have more comprehensive data available for important outcomes (earnings, child support payments, and criminal justice events) over time and at specific points in time. Administrative data are also not subject to errors in memory or intentional misreporting.

Box 1.1

Confirmatory and Exploratory Analyses

Confirmatory analysis uses a high standard of evidence for deciding whether an intervention has had its intended effect, in order for its findings to be considered conclusive rather than merely suggestive. It is designed to avoid the statistical problem induced by testing multiple hypotheses at the same time, often referred to as the "multiple comparisons" problem: in brief, when many statistical tests are performed simultaneously, the overall probability of a spurious finding (that is, one due to chance rather than a true program effect) can be substantially higher than the reported *p*-value for each individual test. The confirmatory analysis in this report mitigates the multiple comparisons problem by designating a single outcome in each of the study's three primary domains (employment, child support, and criminal justice) as the outcome that should be interpreted as providing conclusive evidence of program effectiveness in that domain. These outcomes were specified before any data were analyzed.

In contrast, **exploratory analysis** looks for *suggestive* evidence of the programs' impacts on other outcomes and among subgroups of interest. Findings from exploratory analyses, while viewed as the best available evidence on potential program effects in secondary areas, can help inform policy but should not be taken as definitive. In the exploratory analysis, formal adjustments for multiple comparisons are not made when reporting on statistical significance. Nonetheless, the research team took steps to limit the number of hypothesis tests that appear in the main text.

The structure of this report is intended to highlight the distinction between confirmatory and exploratory evidence. In each chapter, findings from the confirmatory analysis are discussed first, followed by findings from exploratory analyses.

In addition to these confirmatory measures, the report presents findings for exploratory measures that help explain the confirmatory findings or that focus on areas beyond the three primary domains (for example, family engagement is considered a secondary domain, as changes in this domain would result from changes in the three primary domains). All site-specific findings are considered part of the exploratory analysis regardless of the outcome measure. Statistical tests for variation in impacts across sites were performed for all outcome measures.[14]

[14]H-statistics are used for testing differences in impacts among sites. For more information about the H-statistics, see Greenberg, Meyer, and Wiseman (1994).

The ETJD Programs

Table 1.1 briefly describes the seven ETJD programs. Most of the grantees were private, nonprofit organizations, though, as described later, these organizations worked very closely with state or local government partners.

Each of the seven programs was designed somewhat differently but, as required by DOL, all of them were enhanced in some ways relative to the transitional jobs models that were studied earlier. Those earlier programs mostly provided temporary subsidized jobs either within the program itself or with other nonprofit organizations. They also assigned participants to job coaches or case managers who helped them address barriers to employment and, in some cases, to job developers who helped them search for unsubsidized jobs.[15] As displayed in Table 1.2, the ETJD enhancements fell into three general categories:

- **Structural changes.** The programs that were tested in earlier studies placed participants into relatively sheltered positions with a program operator or a partner organization, and then helped them find regular jobs. Two of the ETJD programs used "staged" models in which participants started in program jobs, but then progressed to subsidized jobs in the community that more closely resembled "real" jobs. A third program focused entirely on placing participants directly into subsidized jobs in the private sector that were intended to evolve into permanent positions. A fourth used a "tiered" model that placed participants into different types of subsidized jobs based on their educational and work histories. For the most part, these new structural approaches were designed to promote smoother transitions from subsidized to unsubsidized jobs.

- **Enhanced support.** Four of the ETJD programs aimed to provide special support or assistance that was not available in the earlier programs studied — for example, opportunities for short-term training in occupational skills, services to help participants address problematic behavior patterns, or help correcting errors in their official criminal records.

- **Child support incentives.** In two of the four programs targeting noncustodial parents, the child support agency offered special "carrots," "sticks," or both to encourage participants to remain active in the ETJD program. For example, in one program, program group members' child support orders were modified

[15] Job developers established relationships with employers and provided final employment preparation (in interview skills, self-presentation, and job-search strategies) to connect participants with positions and follow up on applications.

Table 1.1

ETJD Individual Program Characteristics

Location, Program Operator, and Name	Target Group	Program Overview
Atlanta, GA Goodwill of North Georgia *Good Transitions*	Noncustodial parents	Participants worked at a Goodwill store for approximately one month, then moved into a less supported subsidized position with a private employer in the community for about three months. The program offered case management and short-term training.
Milwaukee, WI YWCA of Southeast Wisconsin *Supporting Families Through Work*	Noncustodial parents	Participants started in a three- to five-day job-readiness workshop. They were then placed in transitional jobs, mostly with private-sector employers. The program supplemented wages in unsubsidized employment to bring them up to $10 an hour for six months. The program also provided child support-related assistance.
San Francisco, CA Goodwill Industries, with San Francisco Dept. of Child Support Services *TransitionsSF*	Noncustodial parents	Participants began with an assessment followed by two weeks of job-readiness training. Then they were placed into one of three tiers of subsidized jobs depending on their job readiness: (1) nonprofit, private-sector jobs (mainly at Goodwill); (2) public-sector jobs; or (3) for-profit, private-sector jobs. They may have received modest financial incentives for participation milestones and child support assistance.
Syracuse, NY Center for Community Alternatives *Parent Success Initiative*	Noncustodial parents	Groups of 15-20 participants began the program together with a two-week job-readiness course. They were then placed in work crews with the local public housing authority, a business improvement district, or a nonprofit organization. The program offered family life-skills workshops, job-retention services, case management, civic restoration services, child support legal aid, and job-search and job-placement assistance.
Fort Worth, TX Workforce Solutions of Tarrant County *Next STEP*	Formerly incarcerated people	Participants began with a two-week "boot camp" that included assessments and job-readiness training. They were then placed in jobs with private employers. The program paid 100 percent of the wages for the first eight weeks and 50 percent for the following eight weeks. Employers were expected to retain participants who performed well. Other services included case management, group meetings, high school equivalency classes, and mental health services.
Indianapolis, IN RecycleForce, Inc. *RecycleForce*	Formerly incarcerated people	Participants were placed at one of three social enterprises, including an electronics recycling plant staffed by formerly incarcerated workers, who provided training and supervision to participants and served as their peer mentors. The program also offered occupational training, case management, job development, work-related financial support, and child support-related assistance. Participants may have been hired later as unsubsidized employees.
New York, NY The Doe Fund *Ready, Willing and Able* *Pathways2Work*	Formerly incarcerated people	After a one-week orientation, participants worked on the program's street-cleaning crews for six weeks, then moved into subsidized internships for eight weeks. If an internship did not transition to unsubsidized employment, the program paid the participant to search for jobs for up to nine weeks. Additional services included case management, job-readiness programs, opportunities for short-term training and certification, and parenting and computer classes.

Table 1.2

Description of ETJD Enhancements

Enhancement Type	Example of Enhancement Approaches	ETJD Programs Implementing the Enhancement
Structure of the subsidized job	1. Staged: begin in a program transitional job and progress to the private sector in the second stage 2. Tiered: three types based on client need 3. Private-sector subsidy	Atlanta San Francisco Fort Worth New York City
Enhanced support	1. Cognitive behavioral therapy-based workshops 2. Peer mentoring 3. Wage supplement 4. Occupational training 5. Criminal justice system-related assistance	Fort Worth Indianapolis Milwaukee Syracuse New York City
Child support system-generated incentives/sanctions	1. Child support orders reduced contingent on program participation. Reinstated to previous levels for nonparticipation. 2. Interest on child support debt forgiven in progressively greater proportions, contingent on length of participation in program, up to 100 percent of state-owed debt.	San Francisco Milwaukee

SOURCE: MDRC implementation research.

downward (that is, they had to pay less) as long as they participated steadily in the ETJD program (a "carrot"). Other programs reinstated participants' driver's licenses. Once they stopped participating, the child support orders were returned to their original levels (a "stick").

As shown in Table 1.2, the programs used these enhancements in various combinations. The Indianapolis, Milwaukee, and Syracuse programs were structured much like traditional transitional jobs programs but included some enhanced support or child support incentives. The other four programs — those in Atlanta, Fort Worth, New York City, and San Francisco — used one of the innovative structural approaches described above and also included one or both of the other types of enhancements.

It is important to note that the programs' "theories of change" varied somewhat from one to another. For example, the models that placed participants into temporary jobs within the program reflected an assumption that participants were initially not ready to succeed in regular jobs. Rather, they would learn basic work skills in the temporary jobs and thus would be better able to

get and keep regular jobs. In contrast, the programs that placed participants into subsidized private-sector jobs assumed that participants were ready to work in regular jobs, but needed help getting a foot in the door. These programs sought to change employers' hiring decisions and promote a more effective transition from subsidized to unsubsidized employment. Figure 1.1 presents a generic logic model describing the theory of change.

Characteristics of the Study Participants

Table 1.3 presents background characteristics of the research sample. In all of the programs, the typical participant was an unmarried black or Hispanic man in his 30s or 40s, with a criminal record and limited or no recent work experience. Data collected from study participants when they entered the study show that there is considerable overlap in the two main target groups: 42 percent of participants in the programs targeting people coming home from prison were noncustodial parents, and 40 percent of those in the programs targeting noncustodial parents had been incarcerated (though often not recently).

Almost all participants in the noncustodial parent programs and more than 80 percent of those in the programs targeting formerly incarcerated people had worked for pay at some point in the past. However, as expected, only 20 percent of the participants in the programs targeting formerly incarcerated people had any *recent* work experience (within the last year). Even in the programs targeting noncustodial parents, fewer than one-third of participants (28 percent) had worked for more than a year in the previous three years.

Program Implementation

All of the ETJD grantees had some experience operating transitional jobs programs, but ETJD required them to expand to a larger scale and add new components or services. Thus, it is not surprising that all of them experienced some operational challenges. Some programs had difficulty with recruitment and some struggled to place participants into unsubsidized jobs. Moreover, some of the enhancements were not put in place as designed. Nevertheless, overall, all of the grantees implemented functioning transitional jobs programs.

One central question is whether the ETJD programs were truly "enhanced" relative to earlier models. The answer is mixed. Several of the programs successfully implemented the structural changes described above. Others were able to provide enhanced services or child support incentives. At the same time, some of the enhancements did not operate as planned. For example, the Milwaukee program had intended to place many participants into occupational skills training, but the organizational partnerships needed to make this training happen never fully materialized.

Figure 1.1

Generic Logic Model

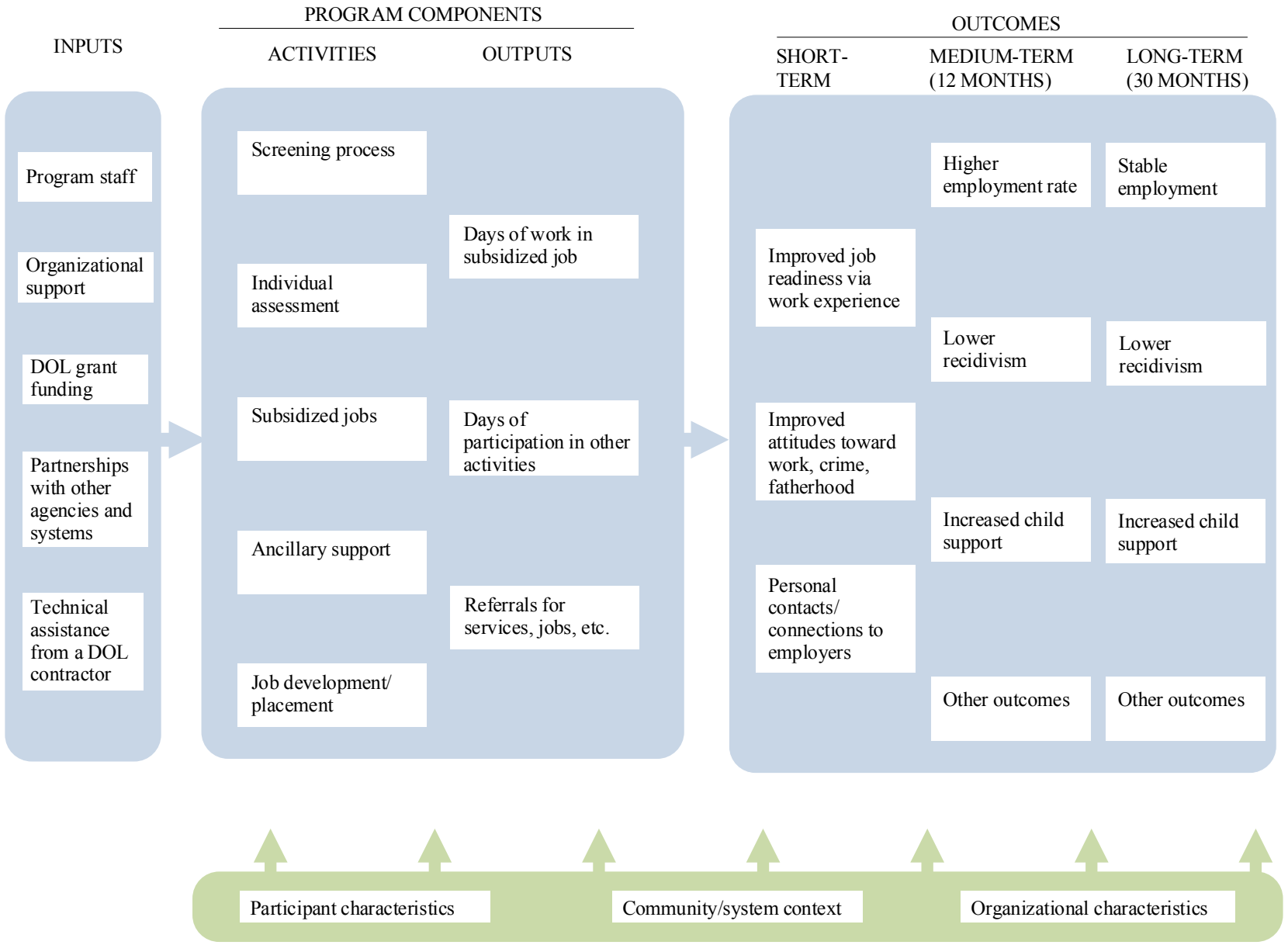


Table 1.3

Selected Characteristics of Sample Members

Characteristic	Sites Targeting Formerly Incarcerated Individuals	Sites Targeting Noncustodial Parents
Male (%)	94.1	93.3
Age (%)		
18-24	17.4	7.3
25-34	35.2	32.3
35-44	24.7	35.4
45 or older	22.7	25.0
Average age	35.3	37.6
Race/ethnicity (%)		
Black, non-Hispanic	68.1	83.3
White, non-Hispanic	15.3	5.1
Hispanic	14.9	7.9
Asian, non-Hispanic	0.3	1.3
Other/multiracial	1.4	2.4
Educational attainment (%)		
No high school diploma or equivalent	24.8	30.6
High school diploma or equivalent	71.7	65.0
Associate's degree or equivalent	2.2	2.2
Bachelor's degree or higher	1.2	2.2
Marital status (%)		
Never married	70.2	65.1
Currently married	9.0	8.7
Separated, widowed, or divorced	20.9	26.1
Employment history		
Ever worked (%)	81.5	96.0
Among those who ever worked:		
Worked in the past year (%)	19.5	50.2
Average hourly wage in most recent job ($)	10.10	11.20
Ever worked for the same employer for 6 months or more (%)	71.8	78.6
Months worked in the previous three years (%)		
Did not work	47.2	13.8
Fewer than 6 months	29.9	33.2
6 to 12 months	12.1	24.9
13 to 24 months	7.1	13.8
More than 24 months	3.7	14.2

(continued)

Table 1.3 (continued)

Characteristic	Sites Targeting Formerly Incarcerated Individuals	Sites Targeting Noncustodial Parents
Parental and child support status		
Noncustodial parent (%)	42.4	100.0
Has any minor-age children (%)	51.1	93.2
Among those with minor-age children:		
Average number of minor-age children	2.1	2.5
Has a current child support order (%)	14.8	86.3
Has a child support order only for debt (%)	0.7	12.6
Criminal history		
Ever convicted of a crime[a] (%)	96.6	76.0
Ever convicted of a felony	91.5	48.5
Ever convicted of a misdemeanor	64.3	62.9
Ever incarcerated in prison (%)	100.0	39.5
Among those ever incarcerated:		
Average years incarcerated[b]	4.86	3.76
Sample size	3,002	3,998

SOURCES: MDRC calculations based on baseline survey data, ETJD management information system data, and criminal justice administrative records.

NOTES: Measures are self-reported unless otherwise noted.

[a]Includes convictions in the site's state as recorded in administrative records. Does not include federal convictions or convictions from other states.

[b]Includes time spent in state prisons in the site's state according to administrative records. Does not include time spent in federal prisons or prisons in other states. For sites targeting former prisoners, this measure also includes time spent in local jails in the county or city in which the ETJD program operated. Administrative prison records for San Francisco were not available and therefore, for the sites targeting noncustodial parents, this measure reflects prison records only from Atlanta, Milwaukee, and Syracuse.

Similarly, the San Francisco program was not able to fully implement its three-tiered transitional jobs model because of delays caused by background checks needed for one of the tiers and challenges with the process used to determine participants' tier assignments.

Figure 1.2 shows the percentage of program group members who worked in a transitional job at some point during the first year after study enrollment and the average number of days that elapsed between random assignment and a participant's first transitional-job paycheck (among those who worked in such jobs). As the figure illustrates, some programs that put participants into in-house jobs almost immediately (notably those in Indianapolis and Atlanta) provided transitional jobs to everyone or nearly everyone in the program group. At the other extreme, the Fort Worth program provided a range of preemployment activities and then attempted to place participants directly into subsidized private-sector jobs. In this model, the program had to persuade private employers to hire people recently released from prison (and agree to retain them after the subsidy period if all went well). Fewer than half of program group members in this model ever worked in subsidized jobs (though the program was able to place others directly into unsubsidized jobs). The programs in the middle required participants to complete some type of preemployment activity or class before starting work, or had to match participants with jobs in nonprofit agencies in the community. In either case, some participants left the programs before they were placed.

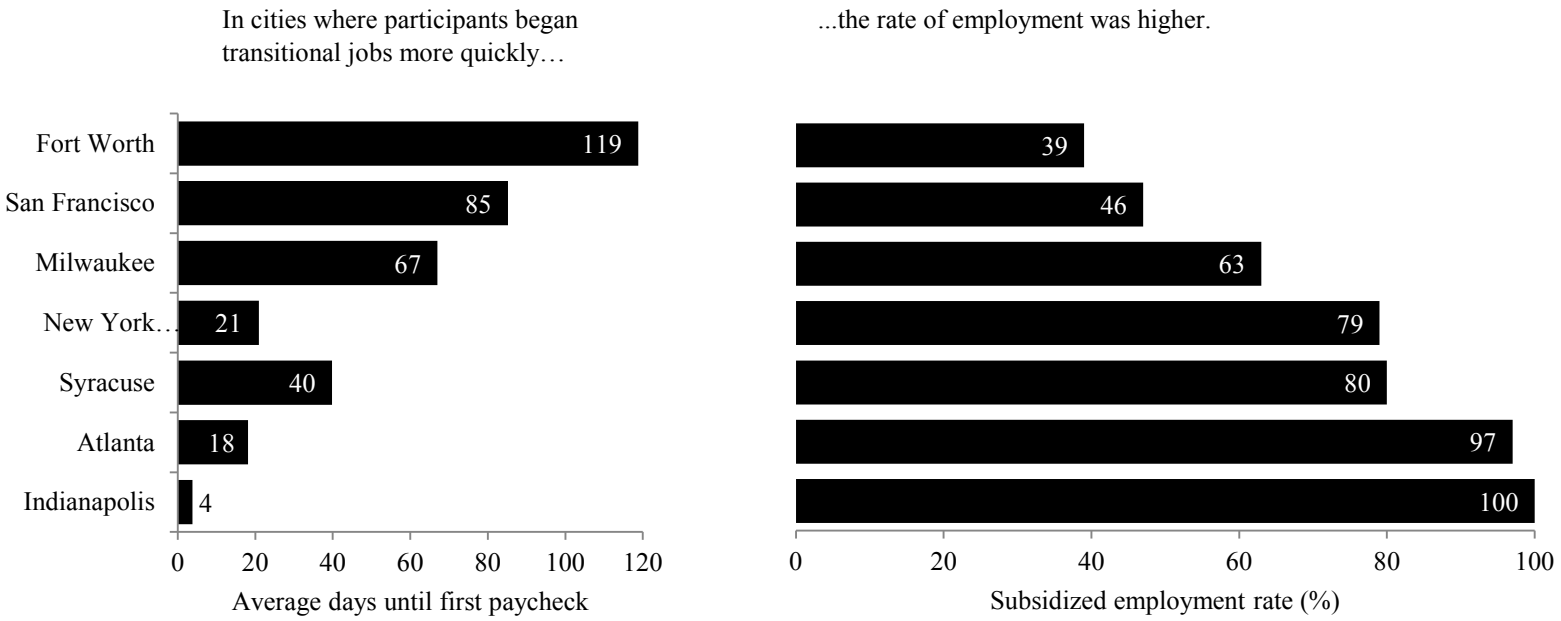
The average number of days worked in a transitional job (among those who worked) ranged from less than 30 in New York City to more than 70 in Indianapolis. To some extent, this variation reflects the programs' designs — for example, some programs offered fewer days of work per week than others — but it also reflects the greater willingness of some programs to allow participants to stay in transitional jobs longer than planned if they had good attendance but were having difficulty finding unsubsidized jobs.

Most control group members at all sites received employment-related services; nevertheless, there were large differences in service receipt between the program and control groups. As Figure 1.3 shows, responses to the 12-month survey indicate that, across the sites, 59 percent to 80 percent of the control group received at least some help related to finding or keeping jobs. This result is not surprising, because most of the study participants were involved with systems that expected them — and in some cases required them — to seek employment. Nevertheless, at most sites, the program group was still substantially more likely to receive employment services. In addition, based on scans of other programs available in the communities and reviews of the most common providers of control group services identified in the survey, in most cases it appears that the ETJD services were much more intensive and comprehensive than most other services available.

The difference between the program and control groups in services received was smallest in Milwaukee and New York City, where about 80 percent of the control group reported receiving employment services of some kind, and the difference between the groups was less than 15 percentage points. There were other fairly large transitional jobs programs operating in both cities at

Figure 1.2

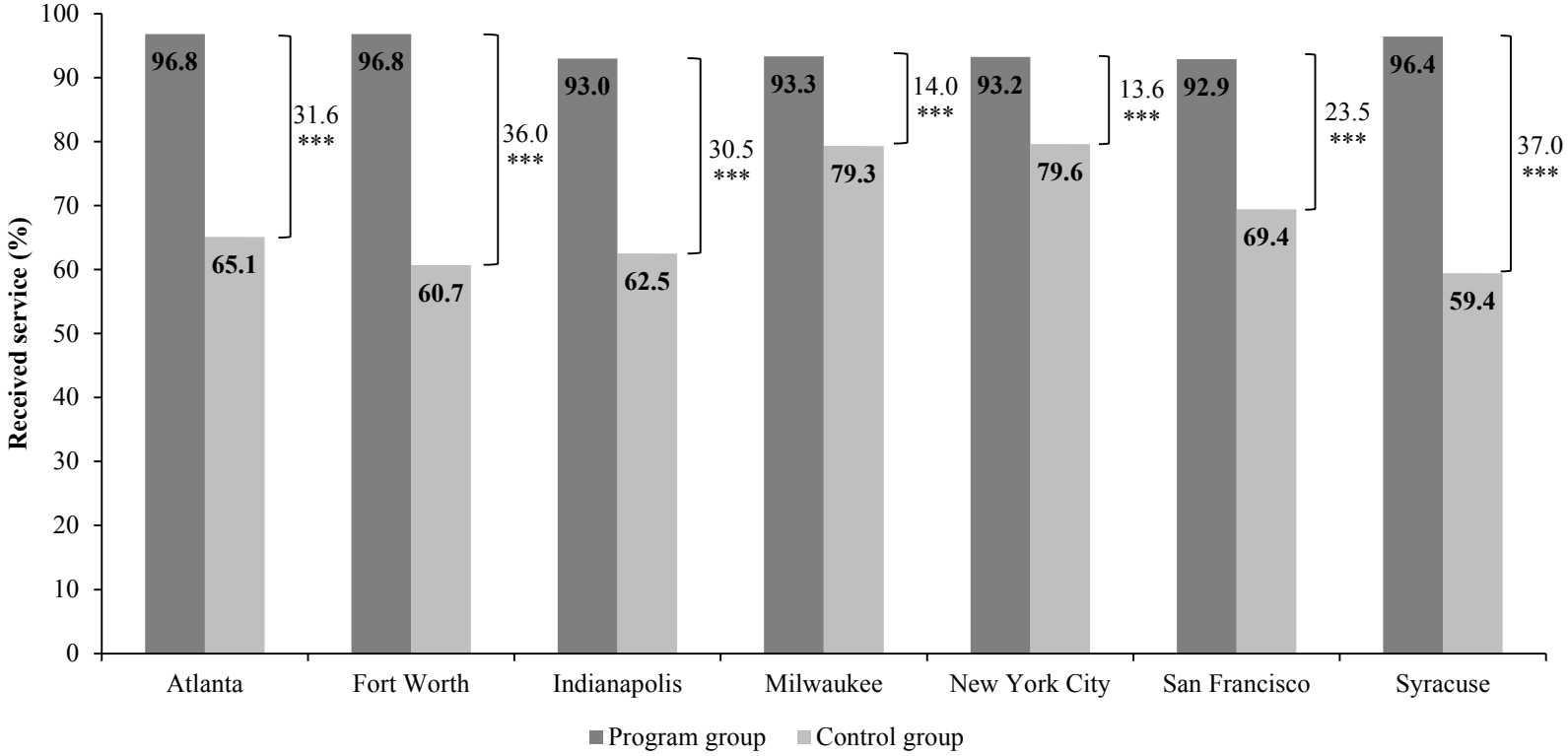
Subsidized Employment in the ETJD Programs



SOURCES: Quarterly wage data from the National Directory of New Hires and responses to the ETJD 12-month survey.

Figure 1.3

Impacts on Receipt of Employment Services, by Site



SOURCE: MDRC calculations based on responses to the ETJD 12-month survey.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

the same time as ETJD, and the research team was able to obtain data from some of those programs. In New York City, about 36 percent of the ETJD control group (and 16 percent of the program group) worked in transitional jobs through the Center for Employment Opportunities, a large transitional jobs program serving individuals returning from incarceration. In Milwaukee, just over 20 percent of both the program and control groups worked in non-ETJD transitional jobs through the Transitional Jobs Demonstration Project or the Transform Milwaukee Jobs Program. It is typically much harder for a program to produce statistically significant impacts in a random assignment study if many members of the control group receive services that are similar to those being tested, and that may be what happened here.

A few site-specific findings from the implementation study are important for understanding the impact results discussed in later chapters:

The **Atlanta** program (targeting noncustodial parents) delivered most of its core components as intended, and all program group members received some level of service through the program. Staff members were generally experienced in working with the clients, appeared well acquainted with their caseloads, and consulted frequently with one another and with employment partners. Almost all program group members (97 percent) were placed into the first stage of subsidized employment at Goodwill Industries (the grantee, a nonprofit organization), and almost two-thirds (63 percent) worked in a second-stage subsidized job in the community. Those who worked in subsidized jobs participated for around the time periods initially intended (one month at Goodwill and three months in a second-stage external employer job). However, the program deviated from the intended model in the types and diversity of second-stage jobs that were available to participants. While these positions offered exposure to real-world work environments, there were a limited number of employers working with the program at this stage and those offered little opportunity for advancement. Most jobs at this second stage of the program were provided by a small number of retail stores and nonprofit organizations.

The **Milwaukee** program (targeting noncustodial parents) implemented some aspects of its model as intended but experienced challenges with staffing and with the implementation of certain components. The grantee, the YWCA, had difficulty recruiting enough participants and staff turnover affected some aspects of service delivery. Participation dropped off at various stages, and ultimately fewer than two-thirds of participants actually received transitional jobs. Further, there was a substantial delay before many of the transitional job placements, perhaps because the program sought to tailor placements to individual circumstances. An initial plan to provide many participants with occupational training was not implemented. The child support enhancement, which included forgiveness of interest on child support debt owed to the state, was well implemented, but it only affected a small proportion of the total debt participants owed. The child support enhancement also included the integration of a Legal Action attorney and the avail-

ability of an on-site child support representative. These features were well regarded by staff members and participants alike. While the earnings supplement appears to have been implemented, only a small portion of the program group (9 percent) received it. The low rate of receipt was in part because of program attrition, but also because the supplement was only available to individuals earning less than $10 per hour. Since the average wage was about $10 per hour, it is likely that many who did obtain jobs earned too much to receive the supplement. As noted earlier, a large proportion of the control group in Milwaukee reported receiving employment services and the difference between the program and control groups in service receipt was relatively small.

The **San Francisco** program (targeting noncustodial parents) was innovative but faced significant operational challenges. Fewer than half of the program group (44 percent) ever worked in a subsidized job. This low placement rate occurred, in part, because half of the participants were unable to complete the required preemployment activities, which included a drug test that many participants could not pass. In addition, the program struggled to identify subsidized positions with private-sector employers, and there were delays in placing participants in the public-sector tier. Ultimately, among participants who were slated for the private-sector tier, only 24 percent were actually placed in that type of subsidized job (others were placed in nonprofit positions); similarly, only 39 percent of those slated for the public-sector tier worked in that type of position. The Department of Child Support Services successfully provided substantial benefits to participants through its use of child support-related incentives, including the release of suspended driver's licenses and modifications that reduced child support orders as long as participants were in good standing with the program.

The **Syracuse** program (targeting noncustodial parents) operated as intended, with a few modifications. However, for most of the grant period there were challenges with case management services and with cultivating employers, identifying job openings, and placing people in jobs. The adaptations made during implementation included instituting a four-month maximum for the transitional job early in the grant period due to capacity and cost constraints. Though the program had hoped to establish crews with private employers in an array of industries that might lead to unsubsidized employment, crews were only established at nonprofit or public organizations with limited opportunities to hire participants in unsubsidized jobs. The program's decentralized service-delivery structure probably required more resources for coordination than would be associated with a more centralized effort. While most partners demonstrated strong commitment to the program and its evaluation, and a willingness to address logistical and administrative challenges, some partnerships never fully materialized as envisioned.

The **Fort Worth** program (targeting formerly incarcerated people) provided participants with access to extensive services, including assistance with criminal records, mental health services, and a variety of preemployment services. The intended model was premised on helping

participants to become "job-ready" and then helping them find subsidized jobs in the private sector that would turn into permanent employment with the same employer. The program's wage-subsidy model did not place participants in transitional jobs; rather, participants had to search and interview for jobs. This approach resulted in long delays from the time participants enrolled to the time they began working, which caused considerable attrition from the program. Partway through program operations, program managers added financial incentives to stem program attrition, encourage engagement during preemployment activities, and deliver financial assistance to participants while they looked for jobs, but ultimately just 39 percent of program group members worked in subsidized jobs, a figure that is roughly similar to other programs using this model.[16]

The **Indianapolis** program (targeting formerly incarcerated people) achieved a high rate of participation in program services. All participants worked in transitional jobs and over 90 percent received work-related support. Participants reported high satisfaction with all program services. Among the noncustodial parents in the program group (about half of the sample), over 70 percent received child support assistance, including debt compromise and driver's license reinstatement. Two small social enterprises were engaged to provide the full array of program services to 200 of the 500 program group members. While these enterprises implemented many components of the program, they were unable to replicate peer mentoring from formerly incarcerated individuals and eventually all program group services were provided by RecycleForce (the ETJD grantee) directly. Although transitional jobs were designed to last four months, most participants requested and were granted extensions if they had not found unsubsidized work or were deemed unready for unsubsidized employment. Fifty percent of participants were in the program for more than four months. Staff members also said that while a full-time, unsubsidized job was the ultimate goal for participants, it may not have been a realistic expectation for them after four months in the program. Many participants transitioned to temporary jobs, some with the ETJD grantee, which gave workers the flexibility to attend to the requirements of probation and parole while continuing to develop workplace skills.

In the **New York City** program (targeting formerly incarcerated people), all of the essential program components were put in place as planned, with some minor variations. The program relied heavily on parole officers for referrals and, while the program ultimately met its recruitment goal, staff members spent a great deal of time developing and tending to relationships with local parole offices. Almost all program group members received at least some ETJD services and 79 percent worked in transitional jobs. Overall, about half of the program group (two-thirds of those who worked in transitional jobs) ever worked in an internship, the second stage of subsidized employment. New York City has many services aimed at formerly incarcerated people, and, as

[16]See, for example, Glosser, Barden, and Williams (2016).

noted earlier, almost 80 percent of the control group reported receiving help with employment and 36 percent participated in another transitional jobs program in the city.

Findings in This Report

The chapters that follow present longer-term impact findings and costs for the ETJD programs. Chapter 2 presents impact findings on employment and earnings outcomes for all seven ETJD programs. Chapter 3 presents impact findings on child support and family engagement outcomes for the four ETJD programs targeting noncustodial parents. Chapter 4 presents impact findings on criminal justice outcomes for the three ETJD programs targeting formerly incarcerated people. Chapter 5 presents information about the costs of operating the ETJD programs and the cost-effectiveness of the programs.[17] Chapter 6 discusses the implications of the ETJD findings.

[17]A companion document (Foley, Farrell, Webster, and Walter, forthcoming) discusses the costs and benefits of the Indianapolis ETJD program.

Chapter 2

Impacts on Earnings, Employment, and Material Well-Being

This chapter presents the Enhanced Transitional Jobs Demonstration (ETJD) programs' impacts on employment and earnings after 30 months using earnings data from the National Directory of New Hires, supplemented by data from the 30-month survey of study participants.[1] Using these data sources it is possible to describe employment and earnings in jobs that were reported to the unemployment insurance system (including, for some programs, employment subsidized by ETJD) and to describe job characteristics as reported by survey respondents. The final section of the chapter presents impacts on some measures of well-being that might, in theory, be affected by improvements in employment and earnings.

The chapter first discusses findings for a confirmatory outcome measuring longer-term unsubsidized earnings. Only findings for this outcome, estimated using the pooled sample of all seven ETJD sites, should be considered conclusive evidence of the effect of the ETJD programs on participants' earnings and employment. All other results presented in this chapter should be considered exploratory.

Confirmatory Analysis

- **On average, the ETJD programs increased participants' longer-term earnings. Program group members earned about $700 more than control group members in the last year of the follow-up period.**

Table 2.1 shows the programs' impacts on the confirmatory outcome of longer-term unsubsidized earnings, averaged across all seven ETJD sites. During the final 12 months of the follow-up period (between 18 and 30 months after random assignment), unemployment insurance data show that program group members earned more than control group members: Program group

[1]The National Directory of New Hires primarily includes jobs covered by unemployment insurance. As such, it does not contain data on informal employment or self-employment (including contract "1099" employment — that is, employment where workers are classified as independent contractors and receive income reported on the 1099 tax form).

Table 2.1

Confirmatory Impact Measure for the Employment and Earnings Domain: All Sites

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Total earnings during the last year of the follow-up period[a] ($)	8,298	7,597	701***	[262, 1,140]
Sample size	3,518	3,479		

SOURCE: MDRC calculations based on quarterly wage data from the National Directory of New Hires.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]This measure of earnings during the final year of follow-up in the pooled group of all seven ETJD sites was prespecified as the confirmatory measure for the employment and earnings domain.

members earned $8,298 and control group members earned $7,597.[2] The difference of $701 (an increase of about 9 percent over the control group average) is statistically significant, confirming that on average the ETJD programs increased longer-term earnings. This earnings impact is larger than the average long-term earnings impacts from several other recent studies of employment and training programs for hard-to-employ job-seekers.[3]

[2]All individuals in the ETJD sample supplied their Social Security numbers when they entered the study. These Social Security numbers were matched against the National Directory of New Hires. If no wage records were found in the National Directory of New Hires for a Social Security number for a quarter, then employment and earnings for the individual were assumed to be zero for that quarter. An exception was made for three individuals in the ETJD sample who had Social Security numbers that did not conform to Social Security Administration issuance guidelines: these individuals were treated as missing for all analyses involving National Directory of New Hires records.

[3]In a recent literature review conducted for the U.S. Health and Human Services Office of Planning, Research, and Evaluation, only 3 of 23 studies published between 2010 and 2014 about employment and training programs targeting hard-to-employ job seekers demonstrated positive impacts on long-term earnings (defined as earnings more than 18 months after study entry). Studies of programs involving primarily conditional cash transfer, parenting, or health interventions were not included in this tally, nor were programs targeting already-employed individuals. See the Employment Strategies for Low-Income Adults Evidence Review, available at https://employmentstrategies.acf.hhs.gov.

Exploratory Analysis

- **The ETJD programs increased longer-term employment. The program group was more likely to be employed, worked longer, and was somewhat more likely to have worked in all four quarters of the last year of the follow-up period.**

Table 2.2 presents the programs' impacts on exploratory measures of employment and earnings. The top panel of Table 2.2 shows longer-term impacts estimated using unemployment insurance data, while the bottom panel shows impacts based on survey data. As a whole, the exploratory findings in Table 2.2 support the confirmatory finding that ETJD modestly improved employment outcomes during the last year of the follow-up period.[4]

Before turning to the final year, the first row of the table shows that, on average, the program group earned $18,371 over the entire 30-month follow-up period compared with $15,271 for the control group, a statistically significant difference of $3,100. As discussed below, much of this impact occurred during the first year, when many program group members were working in ETJD transitional jobs.

The following rows focus on the last year of the follow-up period. ETJD produced a modest but statistically significant impact on the employment rate in the last year, with program group members approximately 4 percentage points more likely to have been employed than control group members. Program group members were also somewhat more likely to have been employed in all quarters of the final year and they worked in slightly more quarters, on average.

The survey data shown in the bottom panel of Table 2.2 tell a similar story about employment and earnings. The survey-based measure of employment during the last year of the follow-up period shows a higher employment rate for both the program and control groups than the comparable measure based on unemployment insurance data, probably because the survey captured some employment (for example, informal employment or contract "1099" employment) that was not covered by unemployment insurance. Nonetheless, the impact on employment during the final year estimated using survey data (5 percentage points) is similar to the impact estimated using unemployment insurance data (4 percentage points).

Survey data also show modest but statistically significant longer-term impacts on measures of employment and earnings that were not included in unemployment insurance data. Survey respondents in the program group were more likely to report being currently employed at

[4]No statistical adjustments were made to account for multiple comparisons in Table 2.2, and therefore the results should be considered exploratory and interpreted with less confidence than the confirmatory findings.

Table 2.2

Impacts on Employment and Earnings: All Sites

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data[a]				
Total earnings during the 30 months of follow-up ($)	18,371	15,271	3,100***	[2,313, 3,887]
Ever employed in the last year of the follow-up period (%)	64.4	60.4	4.0***	[2.2, 5.9]
Quarters employed during that last year	1.9	1.7	0.1***	[0.1, 0.2]
Employed in all quarters of that last year (%)	28.5	26.0	2.5**	[0.8, 4.2]
Sample size	3,518	3,479		
Self-reported outcomes based on survey data				
Ever employed in the last year of the follow-up period (%)	77.9	72.9	5.0***	[3.1, 7.0]
Employed at the time of the 30-month survey (%)	55.9	50.9	5.0***	[2.8, 7.2]
Earning more than $10 per hour	30.4	24.8	5.7***	[3.6, 7.7]
Hours worked per week at the time of the 30-month survey (%)				
More than 20 hours	48.1	42.5	5.6***	[3.3, 7.8]
More than 34 hours	39.6	33.7	5.9***	[3.7, 8.0]
Type of employment at the time of the 30-month survey (%)				
Not currently employed	48.1	52.9	-4.8***	[-7.1, -2.5]
Permanent	40.7	34.3	6.5***	[4.2, 8.7]
Temporary, including day labor and odd jobs	10.9	12.6	-1.7*	[-3.2, -0.2]
Other	0.3	0.2	0.0	[-0.2, 0.3]
Among those currently employed at the time of the 30-month survey:[b]				
Hours worked per week	38.1	37.3	0.8	
Hourly wage ($)	12.4	12.1	0.4	
Sample size	2,636	2,547		

(continued)

Table 2.2 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[b]These measures are calculated among those employed at the time of the survey; they are therefore considered nonexperimental and are not tested for statistical significance.

the time of the survey than respondents in the control group (56 percent in the program group and 51 percent in the control group), and were more likely to report having earned more than $10 per hour (30 percent versus 25 percent). Survey respondents in the program group were also more likely to have worked more than 20 hours per week and more likely to have worked more than 34 hours per week than their control group counterparts. Finally, they were more likely to report having permanent (as opposed to temporary) employment.

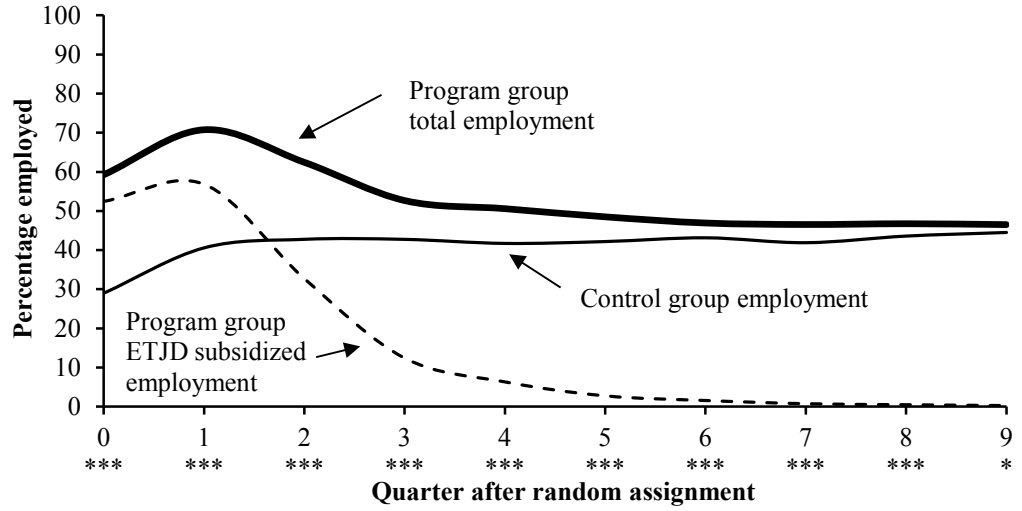
- **ETJD substantially increased employment and earnings early in the follow-up period, when many program group members were working in transitional jobs. As expected, the magnitude of the impacts faded over time as program group members left subsidized employment, but the impacts remained statistically significant throughout the follow-up period.**

Figure 2.1 shows employment and earnings over time for the program and control groups. Each of the seven programs offered temporary subsidized employment to participants early in the follow-up period, with the ultimate goal of moving participants to regular unsubsidized jobs in the longer term. The top panel of Figure 2.1 shows the ETJD programs' impacts on overall employment, which includes both ETJD subsidized employment and unsubsidized employment covered by unemployment insurance. The solid lines in the figure show the proportion of each research group that worked at least one day in each quarter of the follow-up period, starting with the quarter of random assignment, in any type of employment, including ETJD subsidized jobs. The dashed line in the figure shows the proportion of the program group that worked at least one day in an ETJD-subsidized job. The ETJD programs substantially increased employment early in

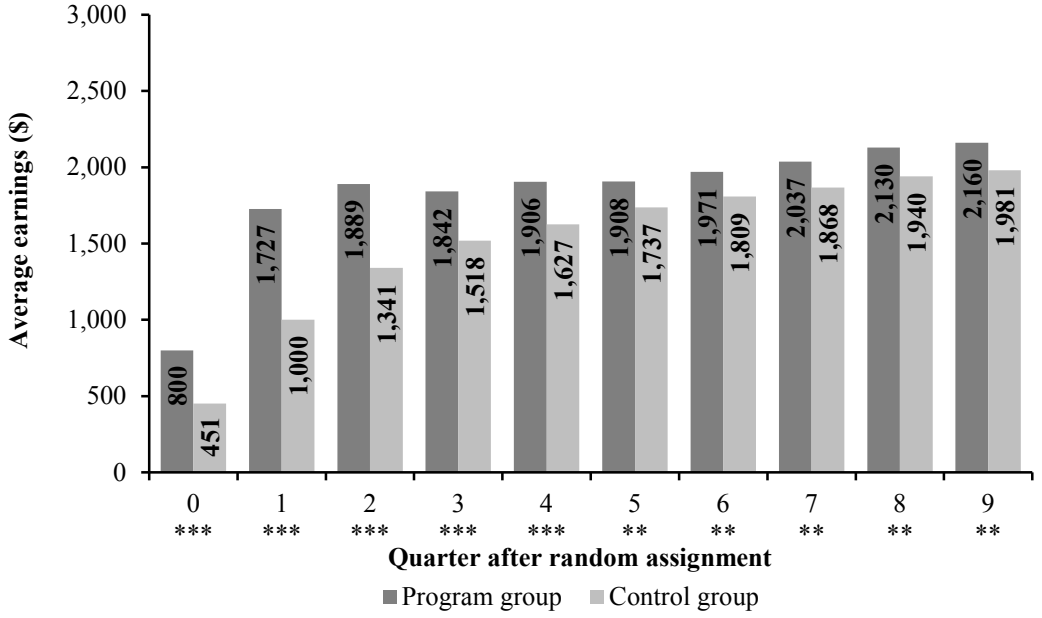
Figure 2.1

Employment and Earnings Over Time: All Sites

Employment



Earnings



(continued)

Figure 2.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

the follow-up period. The impacts faded as program group members left subsidized employment but remained statistically significant in every quarter. The convergence of the program and control group employment rates appears to reflect two factors: program group members leaving subsidized employment, and additional control group members gradually finding employment over time. Nevertheless, by the end of the follow-up period, the employment rate was under 50 percent in each group.

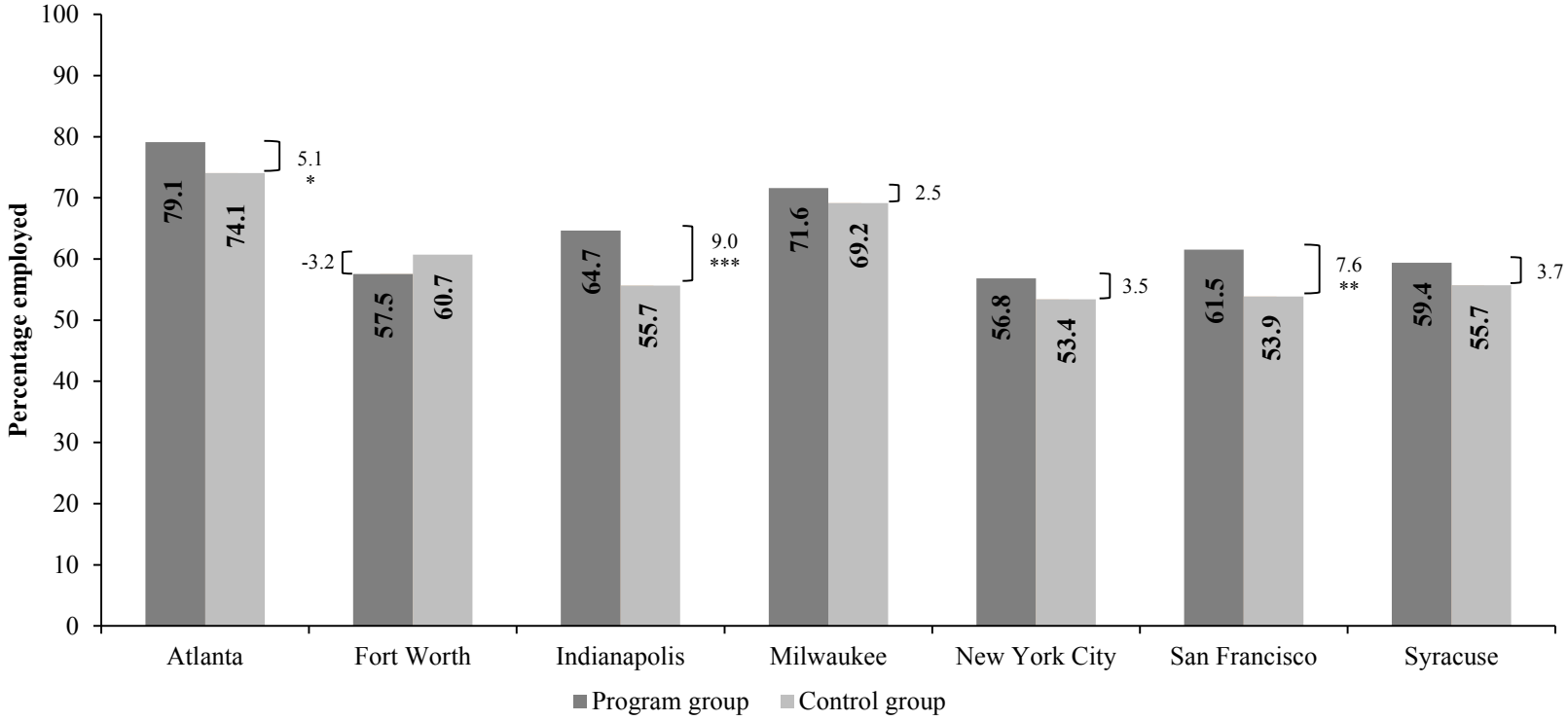
The bottom panel of Figure 2.1 shows earnings over time, including both ETJD subsidized earnings and unsubsidized earnings in jobs covered by unemployment insurance. The pattern there is similar: there was a significant difference between the earnings of the program group and the control group in every quarter. However, the magnitude of that difference gradually declined from $727 in the first full quarter after random assignment to $179 in the last quarter of the follow-up period.

- **When considered individually, two ETJD programs, those in Indianapolis and San Francisco, produced statistically significant positive impacts on both employment and earnings in the last year of the follow-up period. Two other programs, those in Atlanta and Syracuse, had impacts on one measure but not the other. The other three programs (those in Fort Worth, New York City, and Milwaukee) did not have significant impacts on employment or earnings in the final year.**

Figure 2.2 shows employment rates in the last year of the follow-up period for each of the seven ETJD programs, separately for the program and control groups, along with the estimated site-specific impacts. Although many of the differences in impacts among sites are not statistically significant, some patterns may be useful to explore. In Atlanta, Indianapolis, and San Francisco, the program group was more likely than the control group to work during the final

Figure 2.2

Percentage Employed Over the Last Year of the Follow-Up Period, by Site



SOURCE: MDRC calculations based on quarterly wage data from the National Directory of New Hires.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

When comparing impacts among sites, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts among the sites is statistically significant. No statistically significant differences among sites were observed for this measure.

This pooled measure of earnings during the final year of the follow-up period is the confirmatory measure for the employment and earnings domain. Individual site results are provided here for interpretation of the overall confirmatory finding.

year, and the differences are statistically significant. Similarly, Figure 2.3 shows that at three sites (Indianapolis, San Francisco, and Syracuse), the program group had significantly higher earnings than the control group during the final year. Program group members in Atlanta earned $930 more than control group members, but this difference was not statistically significant.

Three of the programs — those in Fort Worth, Milwaukee, and New York City — did not have statistically significant impacts on either employment or earnings in the last year of the follow-up period. As discussed in Chapter 1, in both Milwaukee and New York City, the control groups reported receiving employment services at high rates. Fort Worth's program differed from the other ETJD programs in that it focused only on placements with private-sector employers, and placed people in transitional jobs at a lower rate than the other programs as a result.

Figures 2.4 and 2.5 show the variation among sites in earnings trajectories for the four programs that targeted noncustodial parents (Figure 2.4) and the three that targeted formerly incarcerated people (Figure 2.5). At most sites, the earnings trajectories mirror the pooled earnings trajectory: a moderate to large short-term impact followed by more modest impacts or a convergence of program and control group earnings in later quarters. However, two sites (Fort Worth and New York City) did not demonstrate this pattern, perhaps because the program and control groups received services at similar rates (in New York City) or perhaps because a comparatively small proportion of program group members were placed in transitional employment (in Fort Worth).[5]

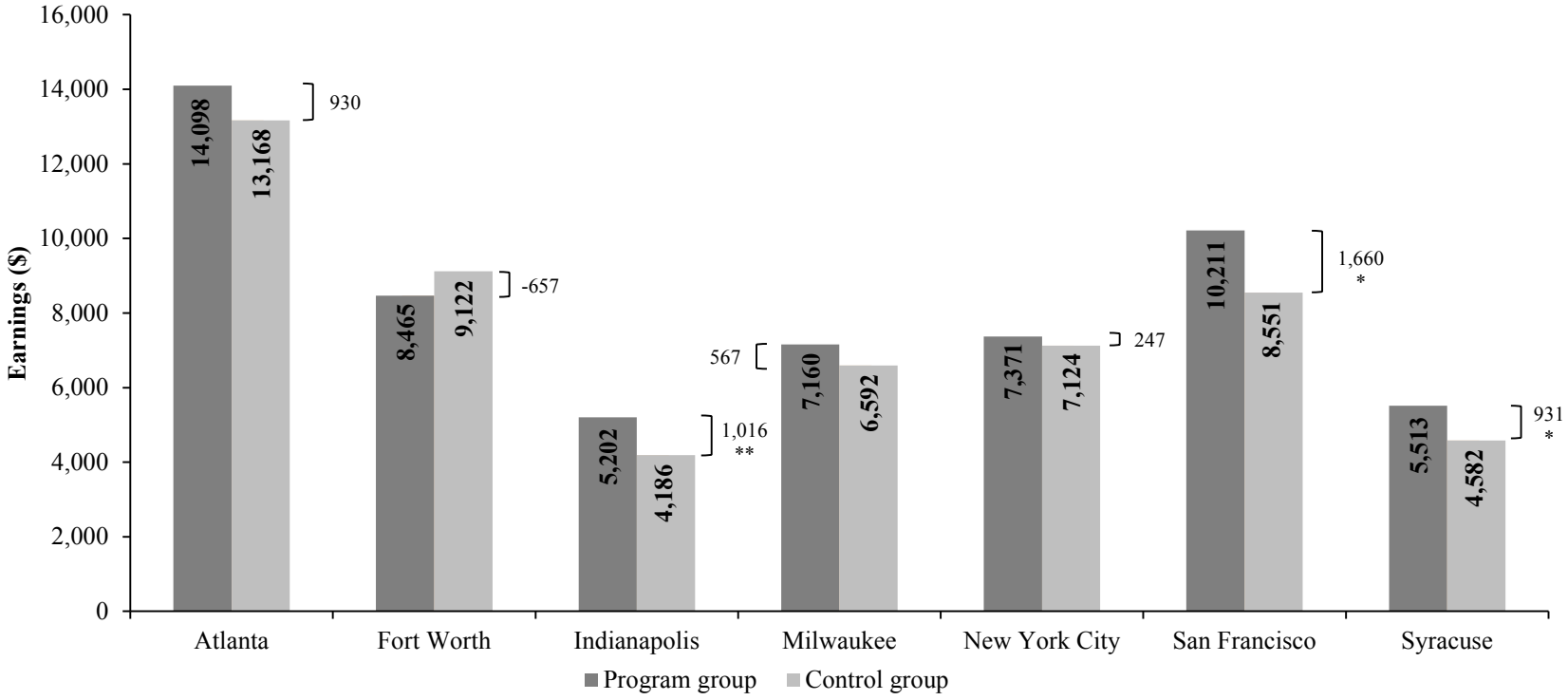
Program group members in Indianapolis and Syracuse reported higher rates of employment at the time of the 30-month survey than control group members at those sites (see Appendix Tables E.1 and G.1).

Statistical tests for variation across sites for each of the employment and earnings measures in Table 2.2 (not shown) reveal significant evidence of variation in impacts for three of the outcomes: the total earnings during the full 30-month follow-up period, the number of quarters employed during the last year of the follow-up period, and the type of employment at the time of the 30-month survey (see Appendix Tables B.1, C.1, D.1, E.1, F.1, G.1, and H.1 for impacts on these measures by site). There was a positive and significant impact on the number of quarters employed during the last year of the follow-up period at four of the sites (Atlanta, Indianapolis, Milwaukee, and San Francisco) and no significant evidence of an impact at the remaining three. At all sites other than Milwaukee, a significantly larger proportion of program group members reported having permanent employment than control group members.

[5]See the "Program Implementation" section of Chapter 1, specifically Figures 1.2 and 1.3, for additional information on service-receipt contrast and participation in transitional jobs at each site.

Figure 2.3

Earnings Over the Last Year of the Follow-Up Period, by Site



SOURCE: MDRC calculations based on quarterly wage data from the National Directory of New Hires.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

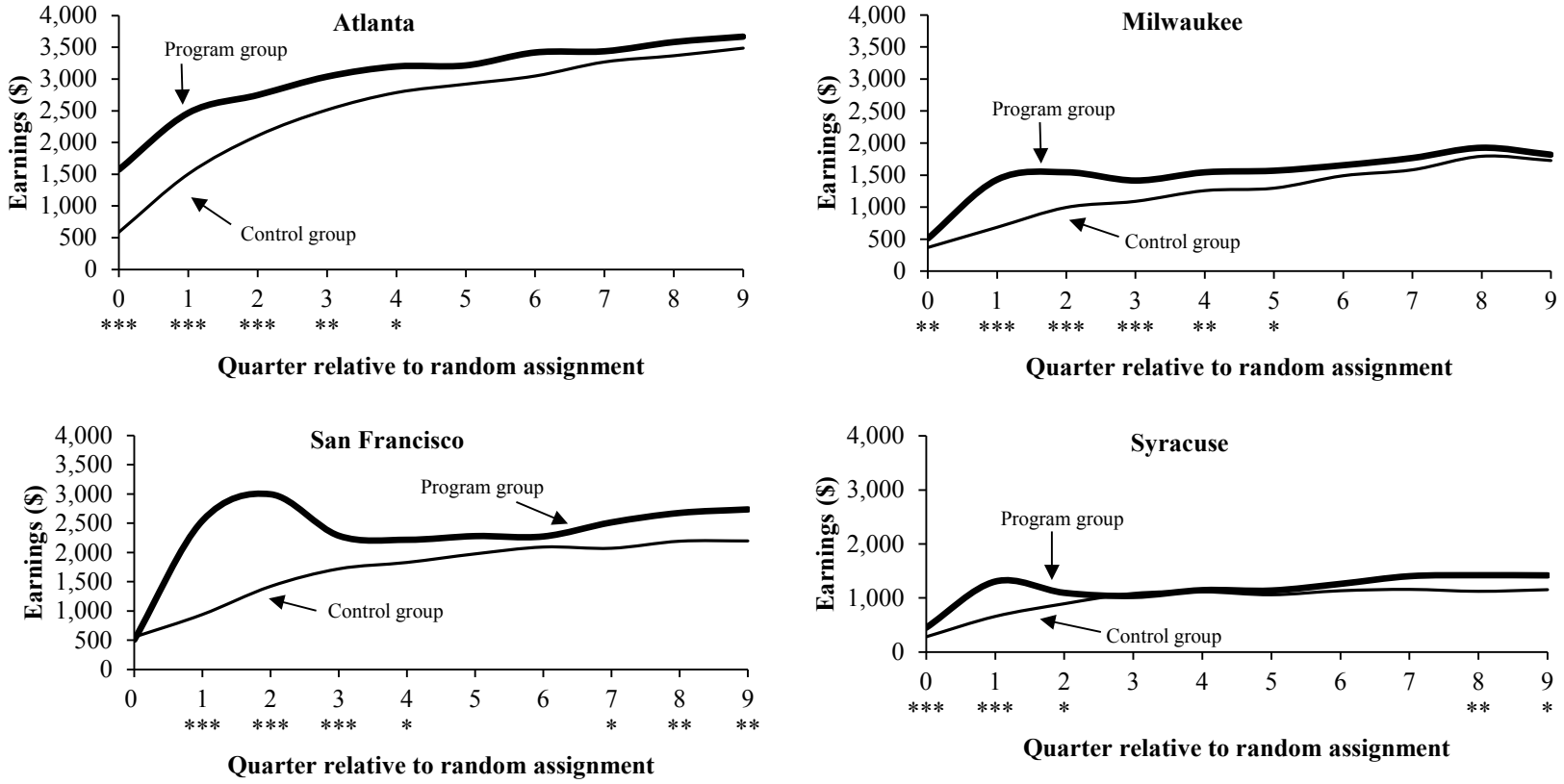
Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

When comparing impacts among sites, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts among the sites is statistically significant. No statistically significant differences among sites were observed for this measure.

This pooled measure of earnings during the final year of the follow-up period is the confirmatory measure for the employment and earnings domain. Individual site results are provided here for interpretation of the overall confirmatory finding.

Figure 2.4

Earnings Over Time: Noncustodial Parent Sites



SOURCE: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

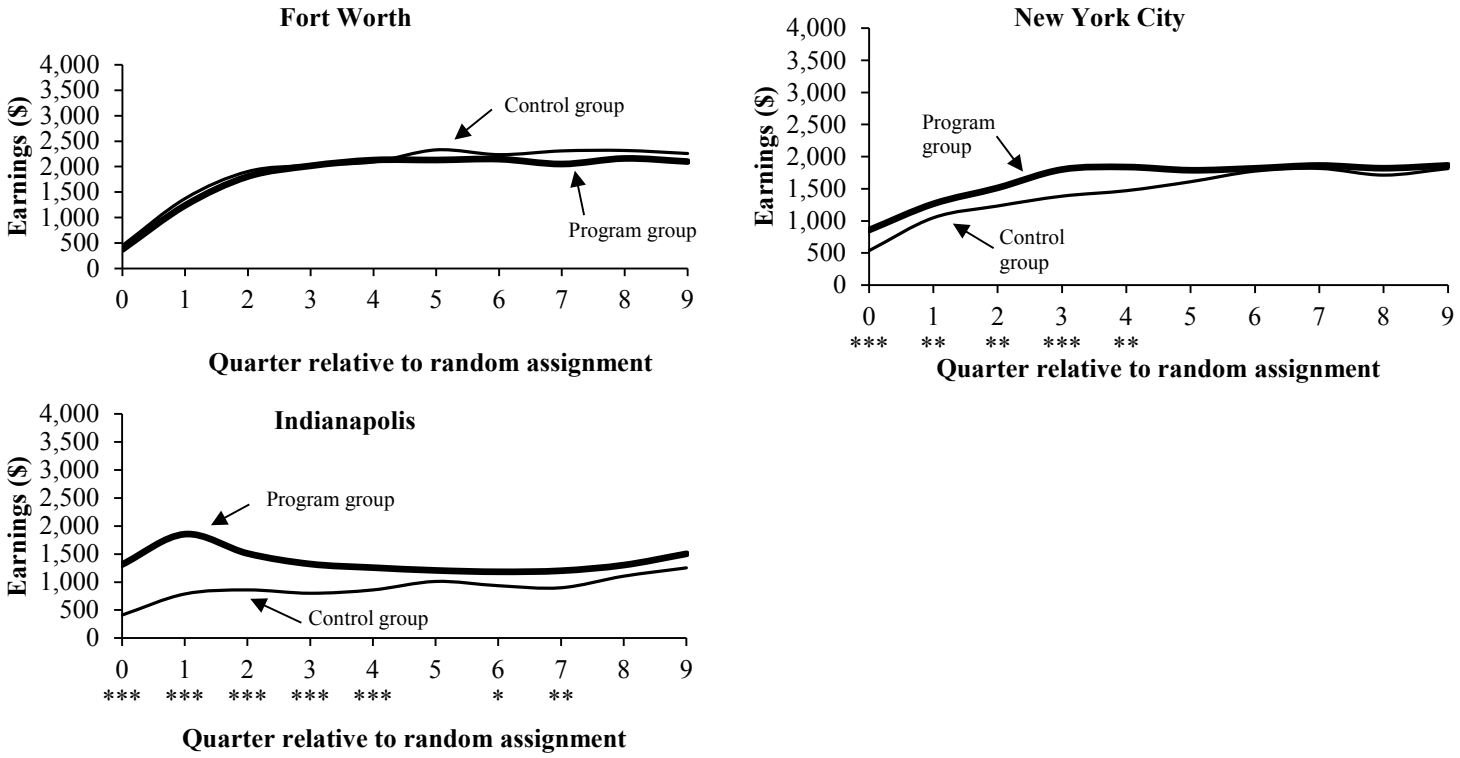
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Figure 2.5

Earnings Over Time: Sites Targeting Formerly Incarcerated Individuals



SOURCE: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Three of the four programs that had longer-term impacts on employment outcomes had close connections with the child support agencies in their jurisdictions. The San Francisco program produced positive and significant impacts on a range of employment-related outcomes. The program experienced challenges in implementing its transitional jobs model, and did not place the majority of participants into transitional jobs. However, one aspect of the model, run by the child support enforcement agency, was well implemented: the child support agency offered specific system enhancements, including reducing the amount of child support a program group participant was ordered to pay as long as he or she was in good standing and participated in the program's services, or was employed. The reduced orders may have helped mitigate disincentives to work that are sometimes associated with lack of engagement in the formal labor market among men who owe large amounts of child support.[6]

The child support agency was also a partner of two of the other programs that demonstrated longer-term impacts on employment-related outcomes. The child support agencies in Atlanta and Indianapolis worked in close collaboration with the ETJD programs there, but the child support system enhancements for program group members were not as extensive in those programs as they were in the San Francisco program. It is not clear why the involvement of the child support agency would have affected the impacts on employment at those two sites. The child support agency was not a major partner of the Syracuse program.

- **Earnings and employment impacts do not differ substantially among important subgroups of the ETJD sample. There were almost no statistically significant differences in impacts between subgroups based on recent employment, noncustodial parent status, education, age, or time of study enrollment.**

The evaluation team examined whether impacts varied for subgroups of the ETJD population that were defined using baseline data collected when participants entered the study (or data from administrative records from the period before participants were randomly assigned). Appendix Table A.1 shows final-year impacts separately for two subgroups of participants defined by the primary population their programs targeted: noncustodial parents or formerly incarcerated people. These two populations overlap but each faces some unique challenges, and it is possible that transitional jobs may work better for one group than for the other. In fact, impacts on earnings and employment were significantly, and substantially, larger for the programs targeting noncustodial parents. However, additional analysis suggests that this pattern probably does not reflect the target population per se: Appendix Table A.2 shows that impacts among noncustodial parents across all programs (including those that targeted formerly incarcerated individuals) are not sig-

[6]Cancian, Heinrich, and Chung (2013).

nificantly different from those for sample members who are not noncustodial parents. The impacts for programs targeting formerly incarcerated people were depressed by the results from Fort Worth and New York City. As discussed earlier, neither of those programs generated statistically significant impacts on longer-term employment outcomes, but the reasons may not be related to the population they targeted.

Appendix A also shows final-year impacts separately for subgroups of participants who were and were not employed in the year before they entered the study, who did and did not have high school diplomas when they entered, who were 18 to 24 and who were 25 and older, and who joined the study in Year 1 and Year 2. All employment and earnings outcomes in Appendix Tables A.1 through A.6 were measured using administrative data. Briefly:

- Appendix Table A.3 shows impacts among study participants who worked in the year before they enrolled in the study and among those who did not. Recent employment can signal to employers that an individual is more employable. The hypothesis behind this subgroup analysis is that participants who were less connected to the labor market might benefit more from transitional jobs than those who had worked recently (and who therefore already had recent experience and skills to draw upon when seeking employment). This analysis was limited to the four programs targeting noncustodial parents.[7] In both the program and control groups, study participants with recent work experience had better longer-term employment and earnings *outcomes* than those who did not. However, there were no statistically significant differences in *impacts* between the two subgroups.

- Appendix Table A.4 shows impacts among participants who did not have high school diplomas when they entered the study and among participants who did. As the program and control group outcomes in the table confirm, high school graduates tended to have higher earnings than nongraduates. The impacts on earnings over the full 30-month follow-up period and on employment in the final year of the follow-up period appear to be somewhat larger among nongraduates than among graduates, but the estimates of impacts on earnings in the final year for the two groups are not significantly different from one another. However, the difference

[7] Although 20 percent of individuals at sites targeting former prisoners had worked at some point in the year before they entered the study, all spent the majority of the year incarcerated and out of the labor market. This subgroup analysis is therefore limited to the programs targeting noncustodial parents, the vast majority of whom were not incarcerated in the year before they entered the study and were therefore potentially able to participate in the labor market.

in impacts on employment during the last year of the follow-up period among the two groups was statistically significant, with greater impacts (8 percentage points) among those who did not have high school diplomas than among those who did have high school diplomas (3 percentage points). There were no statistically significant differences in impacts on measures of child support or criminal justice between high school graduates and nongraduates.

- Appendix Table A.5 shows final-year impacts among participants who were 18 to 24 years old when they enrolled in the study and participants who were 25 or older. The idea underlying this subgroup analysis is that young adults who are neither in school nor working are typically more difficult to engage in program services than older adults, are less likely than older adults to pay child support, and have higher rates of recidivism if they are involved in the criminal justice system. Therefore, younger adults may have different experiences with transitional jobs programs. They may benefit more from them because they are at higher risk. Alternatively, older adults may benefit more because they are easier to engage in services and have reached a point in their lives when they may be more receptive to services.[8] The impacts among older study participants appear to be substantially larger than those among younger participants for each of the five measures of earnings and employment shown in the table. Again, however, the difference in impacts between subgroups was not statistically significant, meaning that these differences could be due to chance. The small size of the 18-to-24-year-old subgroup (812 study participants) substantially limits the statistical precision of this analysis.

- Impacts were also examined among participants who enrolled during the first year of the study and those who enrolled during the second year. The ETJD programs may have strengthened over time, which could translate into stronger impacts among those who enrolled later. Appendix Table A.6 shows that while impacts were slightly larger among those who enrolled in the second year, once again the differences between impact estimates are not statistically significant.

- **On average, there were few impacts on measures of material hardship, health, emotional well-being, or social support at the end of the follow-up period. However, a reduction in the receipt of food stamps and an increase**

[8]Uggen (2000).

in employer-sponsored health insurance may be tied to the increases in employment discussed earlier.

Given that the impacts on employment and earnings at the end of the follow-up period were generally modest in size, one might not expect to see large effects on measures of personal well-being at that point. Many of these outcomes were also measured 12 months after random assignment, closer to the time when program group members had been working in transitional jobs. At that point several of the programs produced impacts on important indicators of well-being.[9] In addition, at two of the ETJD sites (Atlanta and San Francisco), an even earlier survey was administered during the time when many program group members were still working in transitional jobs. Data from that survey also showed significant impacts on some measures of well-being.[10]

Table 2.3 shows that there were few differences between the program and control groups in measures of material hardship 30 months after random assignment. Notably, a large proportion of participants in both the program and control groups reported experiencing one or more financial shortfalls (approximately 60 percent in both groups), with approximately 40 percent in each group reporting an inability to pay their rent or mortgage, and more than a third of each group reporting that their utility or phone service had been disconnected in the past year.

Table 2.3 also shows that the program group was about 5 percentage points less likely than the control group to have received Supplemental Nutrition Assistance Program benefits (also known as food stamps) in the month before the survey. It is possible that program group members were less likely to be eligible for food stamps due to their slightly higher employment and earnings in the last quarter of the follow-up period.

Table 2.4 shows the ETJD programs' effects on measures of health, well-being, and social support. Just under three-quarters of study participants in both research groups reported being in good health (or better), and a similar proportion in both groups reported being pretty happy or very happy at the time of the 30-month survey. Nonetheless, participants in both groups reported having experienced serious psychological stress in the past month. A greater proportion of the control group than the program group reported high psychological stress (13 percent of the program group versus 15 percent of the control group).

[9]Redcross et al. (2016).

[10]Redcross et al. (2016).

Table 2.3

Impacts on Material Hardship: All Sites

Outcome (%)	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Experienced a financial shortfall in the past 12 months	58.4	58.4	-0.1	[-2.3, 2.2]
Could not pay rent or mortgage	40.2	40.5	-0.4	[-2.7, 1.9]
Evicted from home or apartment	7.7	7.8	-0.1	[-1.4, 1.1]
Utility or phone service disconnected	34.6	36.5	-1.9	[-4.1, 0.4]
Could not afford prescription medicine	31.2	31.5	-0.3	[-2.4, 1.8]
Received food stamps in the past month	33.2	38.1	-4.9***	[-7.0, -2.7]
Did not have enough food in the past month	27.8	27.8	0.0	[-2.1, 2.1]
Lived in emergency or temporary housing in the past month	5.3	5.3	0.0	[-1.1, 1.1]
Sample size	2,636	2,547		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

About half of the participants in each study group reported having health insurance in the month before the survey, but members of the program group were significantly more likely to receive that insurance through an employer (17 percent of the program group versus 13 percent of the control group). Results presented earlier in this chapter suggested that ETJD increased employment in somewhat higher-quality jobs, which is consistent with this finding that ETJD increased the likelihood of having health insurance through an employer.

Table 2.4

Impacts on Health, Well-Being, and Social Support: All Sites

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Is currently in good, very good, or excellent health (%)	73.9	71.9	2.0	[0.0, 3.9]
Had health insurance coverage in the past month (%)	52.8	51.3	1.5	[-0.8, 3.8]
Health insurance coverage was employer-based	16.7	13.0	3.7***	[2.1, 5.4]
Is currently happy (%)				
Very happy	19.8	20.0	-0.2	[-2.0, 1.7]
Pretty happy	55.6	53.6	1.9	[-0.4, 4.2]
Not too happy	24.6	26.4	-1.8	[-3.7, 0.2]
Experienced serious psychological distress in the past month[a] (%)	13.4	15.1	-1.6*	[-3.2, 0.0]
Emotional support network score[b]	3.7	3.6	0.1	[0.0, 0.1]
Sample size	2,636	2,547		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences

[a]Percentage of respondents indicating serious psychological distress is based on the Kessler-6 (K-6) scale. A score of 13 or higher on the K-6 scale is used here to define serious psychological distress. The K-6 assesses how often during the past month a respondent felt so sad that nothing could cheer him or her up, nervous, restless or fidgety, hopeless, that everything was an effort, or worthless. As a result of minor differences between the scale used to administer the K-6 in the 12-month survey and the standard K-6 scale, the percentages presented in this table may slightly underestimate the incidence of serious psychological distress in this sample.

[b]Scores on the Emotional/Informational Social Support subscale from the RAND Medical Outcomes Study range from 1 (weak emotional support network) to 5 (strong emotional support network). The Emotional/Informational Social Support instrument assesses how often respondents have someone: they can count on to listen to them when they need to talk; to give them information to help them understand a situation; to give them good advice about a crisis; to confide in or talk to about themselves or their problems; whose advice they really want; to share their most private worries and fears with; to turn to for suggestions about how to deal with a personal problem; or who understands their problems. For additional documentation please see Sherbourne and Stewart (1993) and Moser et al. (2012).

The measures in Tables 2.3 and 2.4 were examined by site and some interesting patterns emerged. These findings are presented in Appendix Figures J.1, J.2, and J.3. Notably, the San Francisco program substantially reduced financial shortfalls and increased employer-provided health insurance, two important measures of economic well-being. As discussed earlier, that program produced increases in employment and earnings in the last year of the follow-up period and, in addition, program group members' child support orders were modified downward as an incentive to participate in the program.[11]

See Appendix Tables B.4, C.4, D.4, E.4, F.5, G.5, and H.5 for impacts on measures of material hardship at each of the sites and Appendix Tables B.5, C.5, D.5, E.5, F.6, G.6, and H.6 for measures of health, well-being, and social support.

[11]As will be discussed in the next chapter, San Francisco program group members did not pay more child support than their control group counterparts in the last year of the follow-up period, even though they had higher earnings.

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Chapter 3

Impacts on Child Support and Family Engagement

As discussed in Chapter 1, the Enhanced Transitional Jobs Demonstration (ETJD) programs — particularly those that targeted noncustodial parents — aimed to increase the payment of child support, an outcome that is typically tied to employment since most child support is deducted directly from workers' paychecks. This chapter presents impacts after 30 months on child support payments in the four ETJD programs targeting noncustodial parents. As in Chapter 2, this chapter first discusses findings from a confirmatory analysis and then discusses findings from exploratory analyses, including differences in impacts among sites and subgroups. The chapter also discusses measures of engagement between noncustodial parents and their children.

Confirmatory Analysis

The confirmatory measure chosen for the child support domain was the amount of formal child support paid in the final year of the follow-up period.[1] This measure was selected because these payments should have occurred after the vast majority of ETJD program group participants left their subsidized jobs, meaning that any differences in child support payments between the program and control groups during this final year would probably not be due to subsidized earnings directly.

- **On average, the four ETJD programs targeting noncustodial parents did not have a statistically significant impact on the amount of child support paid during the final year of the follow-up period.**

Table 3.1 shows impacts on the confirmatory measure of longer-term child support payments for the four ETJD programs targeting noncustodial parents. During the final 12 months of the follow-up period (between 18 and 30 months after random assignment), administrative child support data show that program and control group members paid similar amounts of child support: Program group members paid $1,309 on average and control group members paid $1,266 on average. The difference between these amounts ($43) is neither substantively nor statistically significant, which means that on average the ETJD programs targeting noncustodial parents did not result in longer-term, sustained impacts on child support payment amounts.

[1]Formal child support was selected rather than informal because the ETJD models focused on moving participants into the formal labor economy; exploratory measures of informal child support are presented later in the chapter.

Table 3.1

Confirmatory Impact Measure for the Child Support Domain: Noncustodial Parent Sites

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Child support paid during the last year of the follow-up period ($)	1,309	1,266	43	[-121, 207]
Sample size	1,999	1,967		

SOURCE: MDRC calculations based on child support data.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Exploratory Analysis

- **On average, the ETJD programs targeting noncustodial parents increased the percentage of participants who paid formal child support during the last year of the follow-up period, and the number of months of formal child support they paid.**

Table 3.2 shows impacts on several exploratory child support measures. The top panel shows results measured with administrative records and the bottom panel shows data from the 30-month survey. As shown in the top panel, the programs targeting noncustodial parents increased the percentage of participants who paid formal child support during the last year of the follow-up period by 6 percentage points (from 56 percent of the control group to 62 percent of the program group), a statistically significant difference. There was also a statistically significant impact on the frequency of payment: Program group participants paid child support for an average of 4.4 months during the last 12 months of the follow-up period, compared with an average of 3.8 months in the control group (an increase of about 16 percent).

As shown in the bottom panel, on average the ETJD programs did not have a statistically significant impact on the percentage of noncustodial parents who reported providing informal or

Table 3.2

Impacts on Child Support and Family Relationships: Noncustodial Parent Sites

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data				
Amount of formal child support paid in the last year of the follow-up period ($)	1,309	1,266	43	[-121, 207]
Paid any formal child support in that last year[a] (%)	61.9	55.6	6.3***	[3.9, 8.7]
Months of formal child support paid in that last year	4.4	3.8	0.6***	[0.3, 0.8]
Among those who paid formal child support:				
Months from random assignment to first payment[b]	4.5	6.8	-2.3	
Sample size	1,999	1,967		
Self-reported outcomes based on survey data (%)				
Currently a noncustodial parent of a minor-age child	65.9	65.3	0.6	[-2.1, 3.3]
Provided informal cash support or noncash support in the past month	48.9	49.0	-0.1	[-3.0, 2.8]
Informal cash support	38.1	35.9	2.3	[-0.6, 5.1]
Noncash support	45.3	46.2	-0.9	[-3.8, 2.0]
Owing child support affects willingness to take jobs	22.4	21.1	1.4	[-1.5, 4.3]
Incarcerated for not paying child support	3.0	3.6	-0.6	[-1.7, 0.5]
Sample size	1,743	1,680		

SOURCES: MDRC calculations based on child support agency data and responses to the ETJD 12-month and 30-month surveys.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Measures of formal child support include all payments made through the state's child support collection and disbursement unit, including funds from employer withholding and other sources (for example, tax intercepts).

[b]This measure is calculated among those who paid child support during the follow-up period; it is therefore considered nonexperimental and is not tested for statistical significance.

noncash support, or the percentage who reported being incarcerated for not paying child support (3 percent to 4 percent in both research groups reported being incarcerated for nonpayment). It is interesting to note that the increase in the proportion of parents paying formal support does not appear to have caused a decrease in the proportion who reported providing informal support, which can sometimes occur. Nearly half of both research groups reported providing some form of informal support during the month before the 30-month survey, with over one-third of sample members providing informal cash support and 45 percent providing noncash support.[2]

- **During each quarter of the follow-up period, ETJD increased the percentage of program group members who paid child support. ETJD also increased the average amount of child support paid during some early quarters, when many program group members were working in transitional jobs. However, the impact on the amount paid per quarter faded over time.**

Figure 3.1 shows formal child support payment rates and average payment amounts for the program and control groups in the quarter of random assignment and each of the nine quarters of the follow-up period. This figure provides additional information and context for understanding the confirmatory measure discussed earlier. As the top panel of the figure shows, on average the four ETJD programs targeting noncustodial parents increased the percentage of program group members who paid any child support during every quarter of the follow-up period relative to the control group. The impact was largest in the early quarters, when program group members were most likely to be in transitional jobs, and lessened over time, though it remained statistically significant in all quarters.

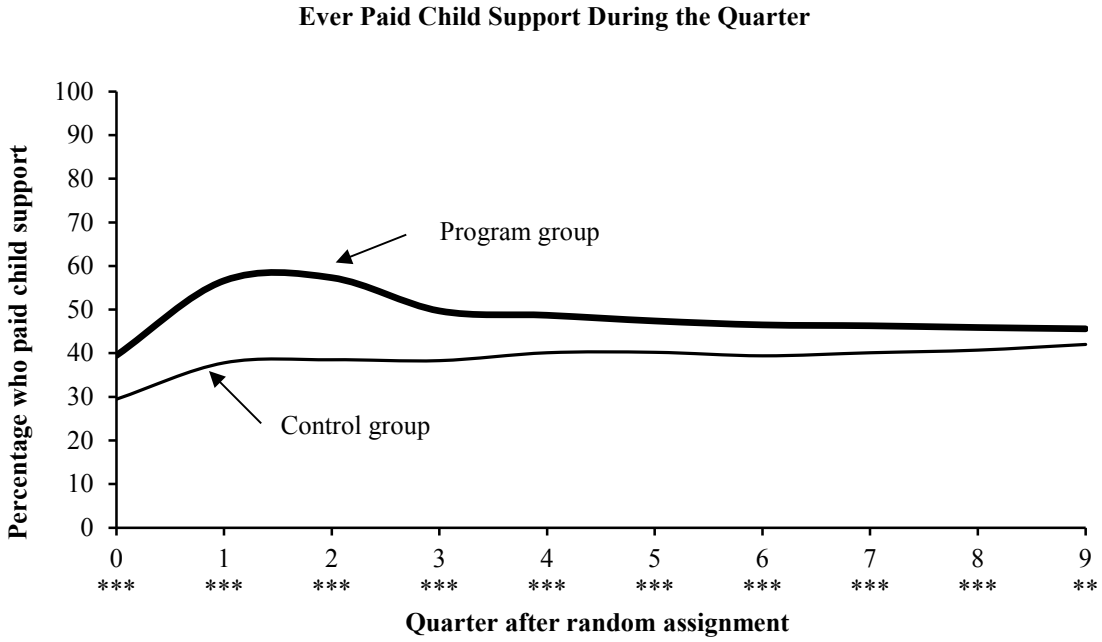
The bottom panel of Figure 3.1 shows that increases in the amount of child support paid per quarter were concentrated in the early part of the follow-up period, when program group members were most likely to be working in transitional jobs, with a statistically significant impact of $149 of formal child support paid on average in Quarter 1 after random assignment and $111 in Quarter 2. The impacts on the amount of child support paid declined after that.

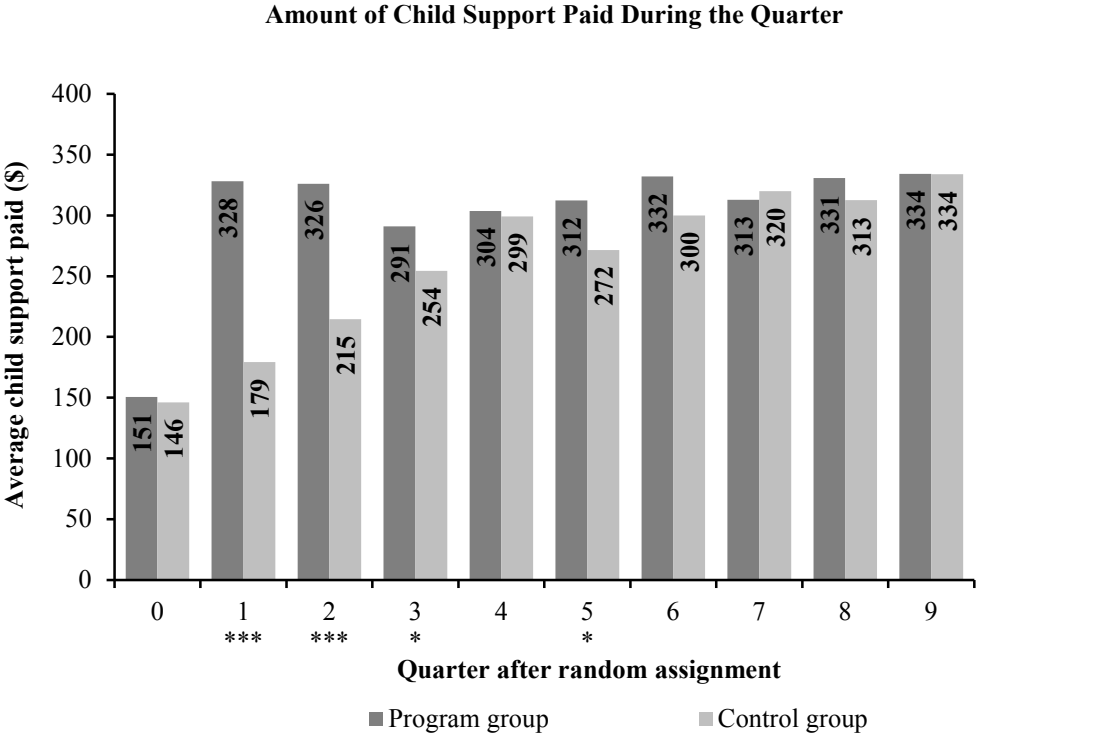
That the programs increased the percentage of noncustodial parents who paid child support during the later quarters without a corresponding statistically significant increase in the average amount of child support paid indicates that although more noncustodial parents in the program group were paying at least some child support, program group *payers* paid less than control group *payers*. One possible explanation for this pattern is that program group members in San

[2]Informal child support is measured based on reports from the noncustodial parent. Custodial parents were not interviewed and thus there are no measures of informal child support from their perspectives.

Figure 3.1

Child Support Payment Over Time: Noncustodial Parent Sites





(continued)

Figure 3.1 (continued)

SOURCE: MDRC calculations based on child support agency data.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Francisco had their child support orders reduced (to around $50 per month in most cases) as one of the ETJD program's enhancements, on the theory that lower, more easily achievable order amounts might encourage employment by mitigating a disincentive to work associated with higher child support order amounts.[3] It is possible that the child support agency did not immediately increase child support orders to their former levels after program group members found unsubsidized jobs and left the program. A similar mechanism may have been present to a lesser degree at other sites, but none of the other programs routinely modified orders for participants. As shown in Figure 3.2, the pattern is most pronounced in San Francisco, where the impact on the percentage paying child support in the last year of the follow-up period is the largest of any site (11 percentage points), yet the impact on the amount of child support paid during the final year is not statistically significant.

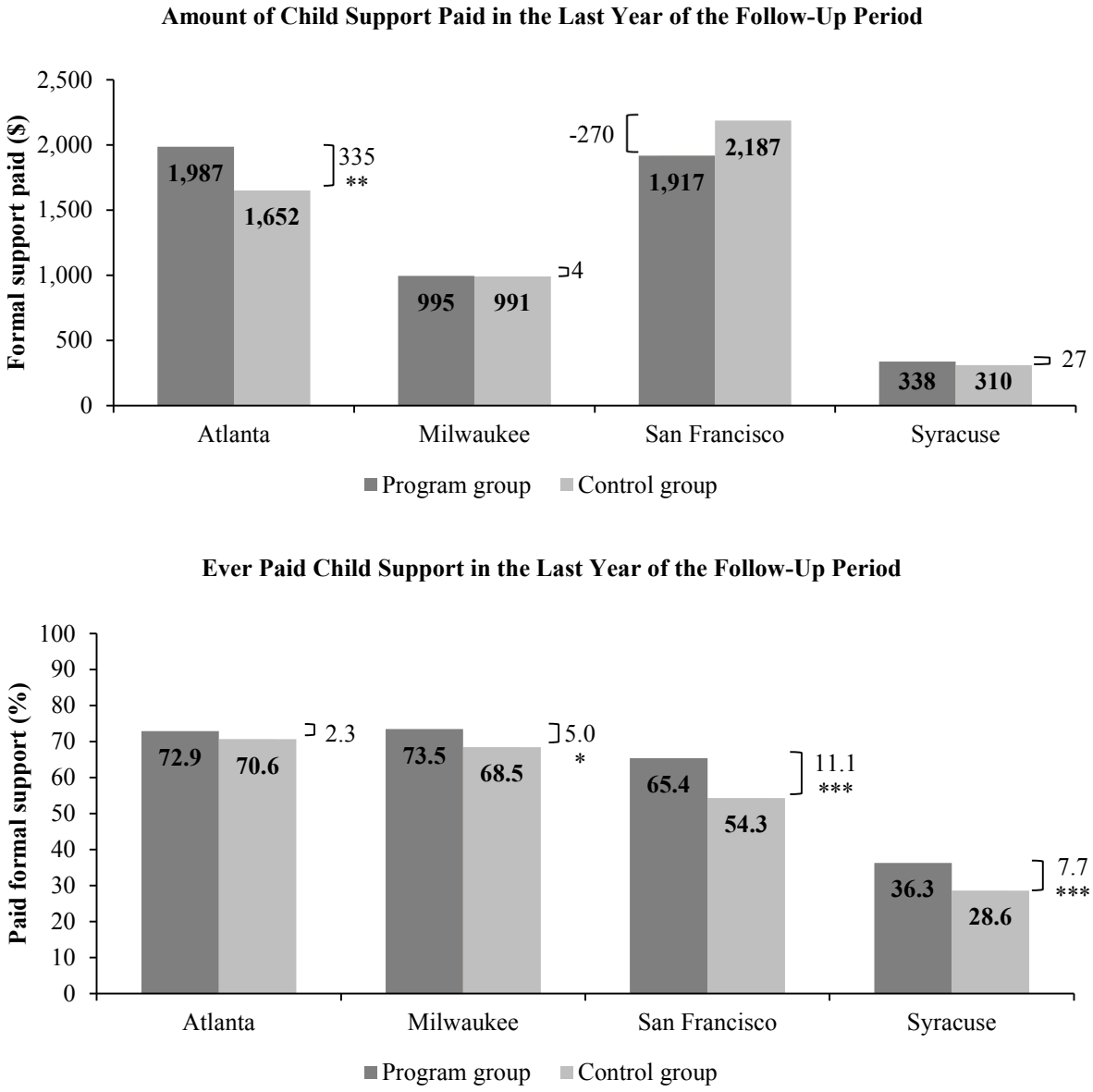
- **Only one program — the one in Atlanta — had a statistically significant impact on child support payment amounts during the last year of the follow-up period. The other three noncustodial parent programs increased the proportions of parents paying child support during the final year, but not the amounts paid.**

The top panel of Figure 3.2 shows average child support payment amounts during the last year of the follow-up period for the program and control groups, by site. While the differences in impacts among the sites are not statistically significant, and thus should be interpreted with caution, some patterns are worth noting. Program group members in Atlanta paid an average of $1,987 in child support during the final year while control group members paid an average of $1,652; the difference of $335 is statistically significant. None of the other three programs targeting noncustodial parents had significant impacts on child support payment amounts during the final year. The bottom panel of Figure 3.2 shows the percentage paying child support during the last year of the follow-up period, again by site. On this measure the Atlanta ETJD program did not produce statistically significant impacts. This pattern of findings suggests that program group

[3]Cancian, Heinrich, and Chung (2013).

Figure 3.2

Payment of Child Support in the Last Year of the Follow-Up Period: Noncustodial Parent Sites



SOURCE: MDRC calculations based on child support agency data.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.
When comparing impacts among sites, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts among the sites is statistically significant. No statistically significant differences among sites were observed on these measures.

payers in Atlanta paid more than control group *payers*. The Milwaukee, San Francisco, and Syracuse ETJD programs all produced statistically significant impacts on the percentages paying child support but not on average payment amounts. As noted above, the impact on the payment rate is particularly large in San Francisco.

Figure 3.3 shows the average amount of child support paid by the program group and the control group in each quarter of the full follow-up period, by site. Program group members in Atlanta and Milwaukee paid more child support than their control group counterparts early in the follow-up period, when many program group members were working in subsidized jobs. In Atlanta, the impacts on child support payments persisted throughout the follow-up period, though the impacts were generally smaller in later quarters. The impact on payments largely faded by the end of the first year in Milwaukee. In Syracuse, there was almost no impact on child support payments during the follow-up period, even when program group members were working in transitional jobs. Similarly, in San Francisco, there was no consistent impact on the amount of child support paid, even though there were impacts on the percentage paying child support throughout most of the follow-up period (see Appendix Figure D.3); this pattern is probably explained by the routine modification of child support orders for the program group, as discussed earlier.

- **Impacts on child support payments do not differ substantially among subgroups of the ETJD sample.**

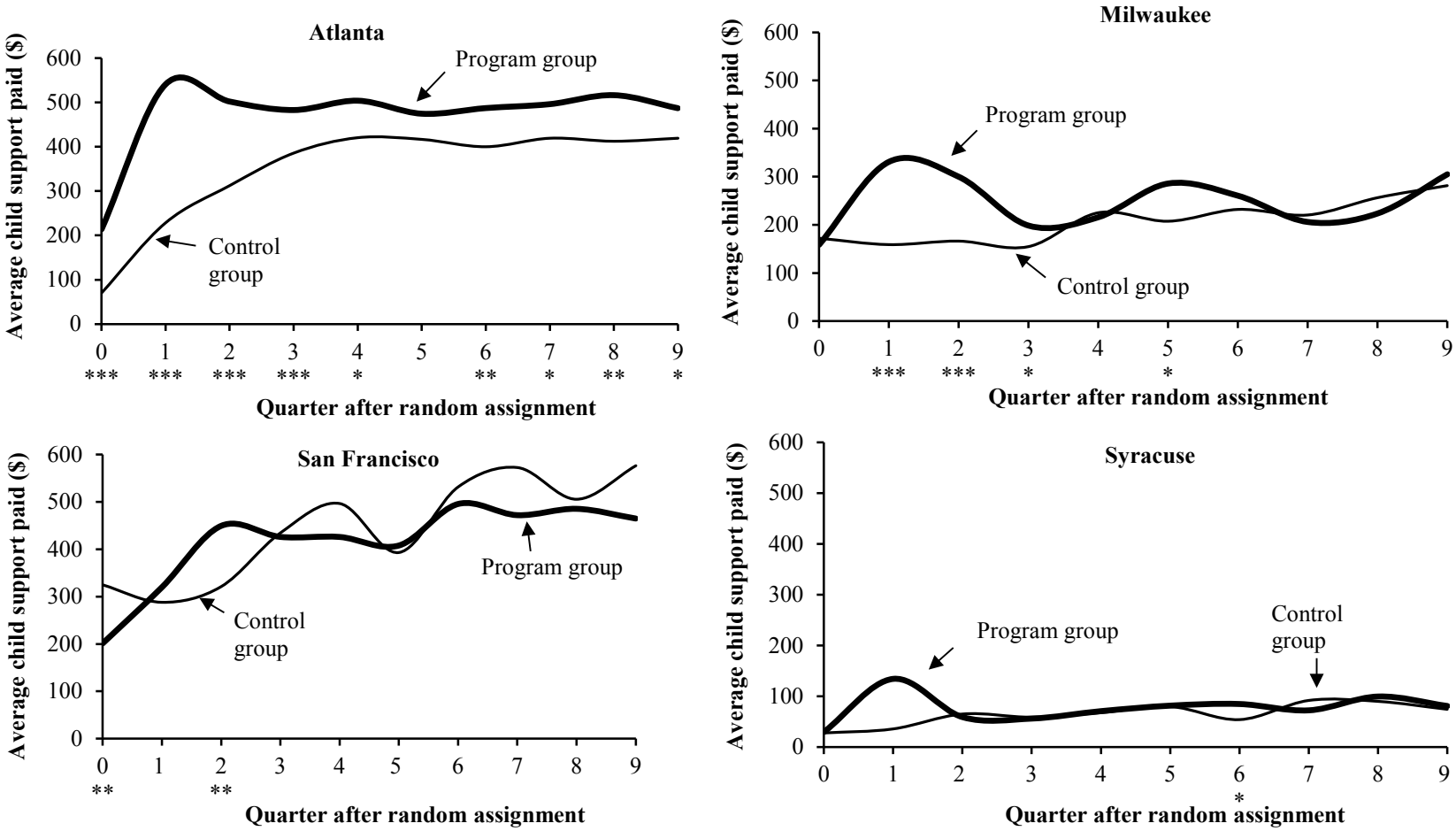
Appendix Tables A.4 through A.6 present impacts on child support payments for subgroups of the ETJD sample defined by education, age, and time of study enrollment. As the tables show, the impacts on child support payments tend to be consistent with the earnings impacts described earlier, and do not differ substantially between subgroups of participants. For example, earnings and child support payments appeared higher for older sample members (those over 25) than their younger counterparts (18- to 24-year-olds), but the differences in impacts between these two subgroups are not statistically significant. Similarly, those with a high school diploma have slightly higher earnings and child support payments, on average, than their counterparts with no credential, but there is no statistically significant difference in impacts between the two subgroups in the last year of the follow-up period.

- **The ETJD programs targeting noncustodial parents had few significant impacts on measures of family engagement.**

Figures 3.4 through 3.6 show several measures of family engagement. In general, the ETJD programs did not provide extensive services designed to promote engagement between noncustodial parents and custodial parents, or between parents and children. Nevertheless,

Figure 3.3

Amount of Child Support Paid Over Time: Noncustodial Parent Sites

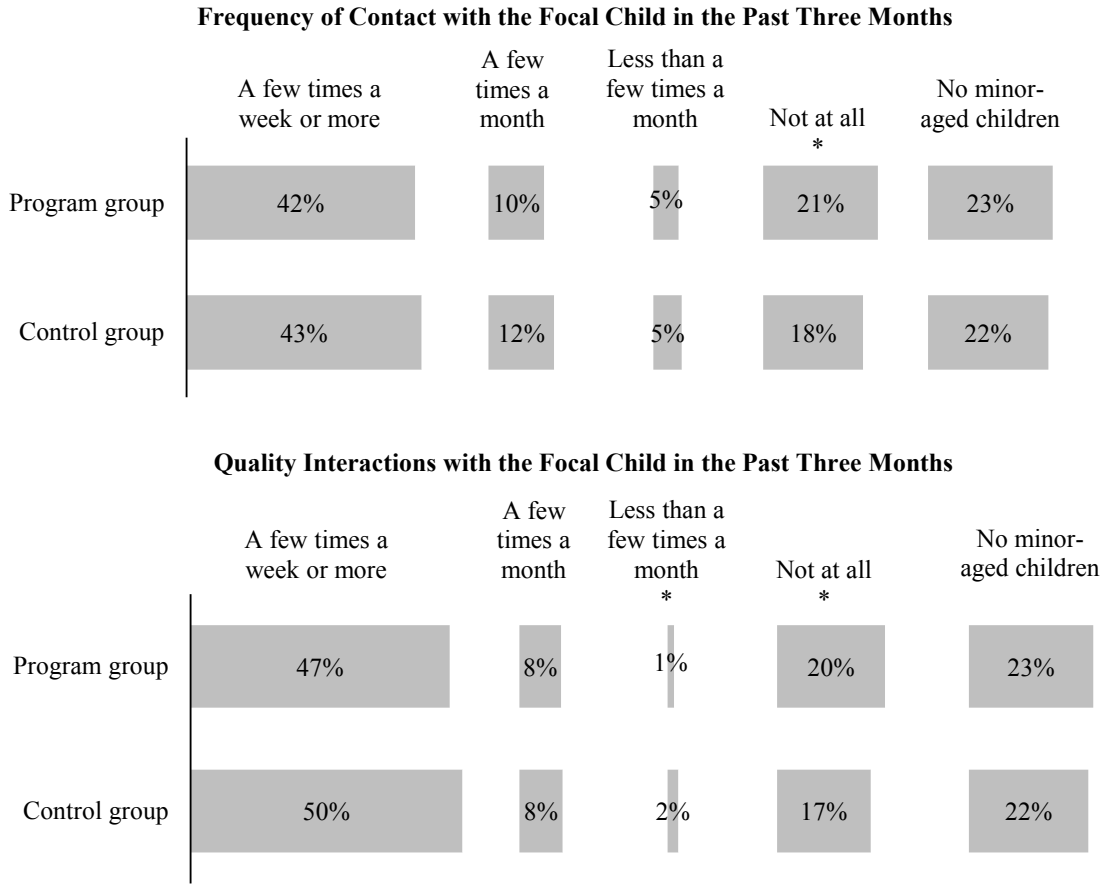


SOURCE: MDRC calculations based on child support agency data.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Figure 3.4

Contact and Interactions with the Focal Child: Noncustodial Parent Sites



SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

The definition of a minor-age child varies by state, from under 18 years to under 21 years old.

The focal child is defined as the youngest minor-age child living outside of the sample member's household; if the sample member reports no minor-age children living outside of his or her household, the focal child is the youngest minor-age child residing within the household.

A "contact" is defined as spending one or more hours a day with the focal child.

Quality interactions vary with the age of the child. They include feeding, bathing, performing other chores or providing care, providing transportation, playing or other leisure activities, reading or discussing books or stories, helping with or discussing schoolwork, talking about friends, discussing problems or relationships, and dealing with the child when the child did something wrong.

Categories will not sum to 100 as questions regarding quality interactions were not asked of minor-aged children ages 19 or older. Such children represented 1.5 percent of both the program group and control group.

Figure 3.5

Closeness to the Focal Child: Noncustodial Parent Sites

SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

The definition of a minor-age child varies by state, from under 18 years to under 21 years old.

The focal child is defined as the youngest minor-age child living outside of the sample member's household; if the sample member reports no minor-age children living outside of his or her household, the focal child is the youngest minor-age child residing within the household.

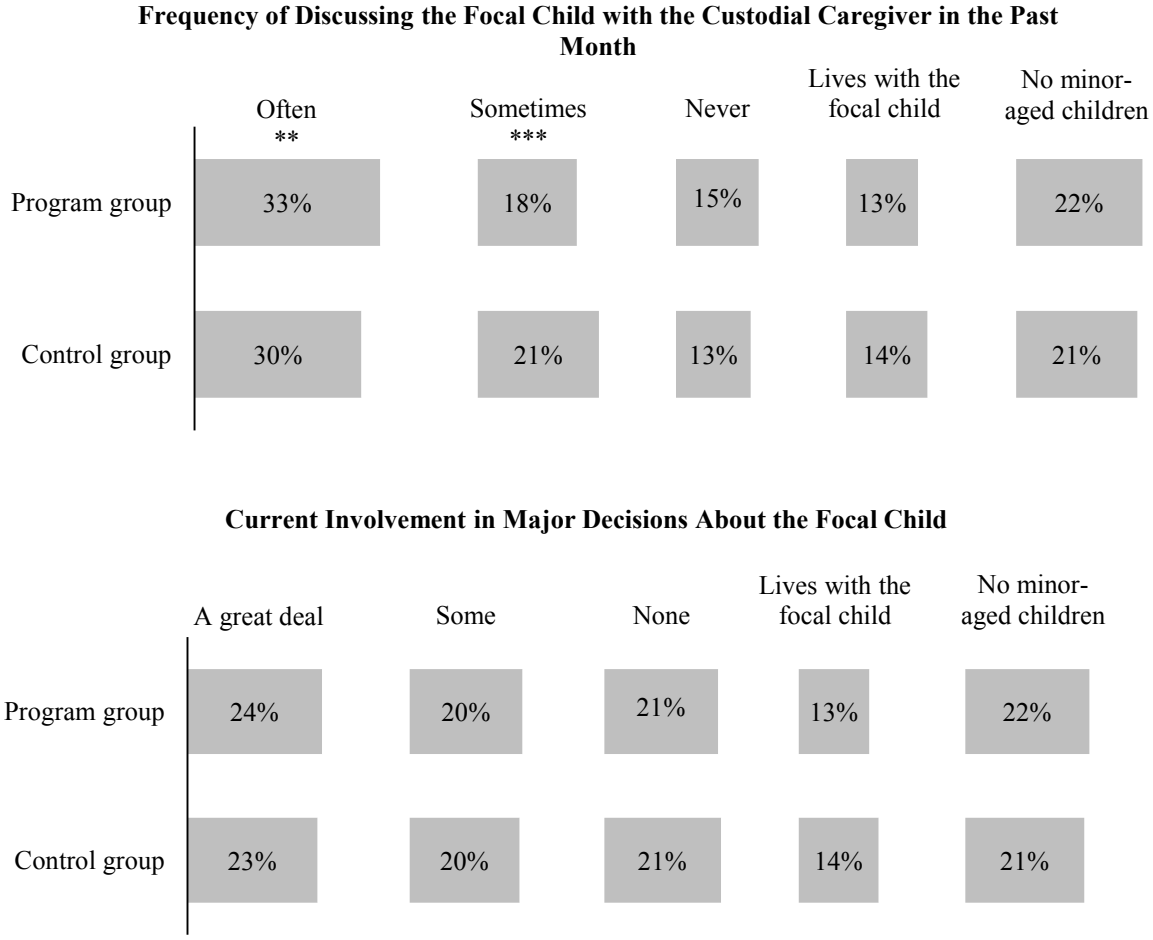
because child support and family engagement are often closely related,[4] the programs could have had indirect impacts on these outcomes.

Figures 3.4 and 3.5 focus on the amount of contact and the overall relationship between an ETJD participant and the "focal child," defined as the youngest minor-age child living outside of the noncustodial parent's home, or — if no minor-age child was living outside of the home — the youngest minor-age child residing in the home. As the figures show, nearly one-fourth of

[4]See Amato and Gilbreth (1999) and Nepomnyaschy (2007).

Figure 3.6

Involvement in Parenting Decisions for the Focal Child: Noncustodial Parent Sites



SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

The definition of a minor-age child varies by state, from under 18 years to under 21 years old.

The focal child is defined as the youngest minor-age child living outside of the sample member's household; if the sample member reports no minor-age children living outside of his or her household, the focal child is the youngest minor-age child residing within the household.

Major decisions include decisions about such things as the focal child's education, religion, and health care.

If the respondent lives with the focal child, then the respondent was not asked about involvement in parenting decisions for the child. "Lives with the focal child" is presented as a category.

sample members had no minor-age children (because, for example, their youngest children may not have been minors any longer at the time of the survey).[5]

As shown in the top panel of Figure 3.4, most of the noncustodial parents who had minor-age children reported having fairly frequent contact with those children. For example, about two-thirds of the parents reported having contact a few times a month or more in the previous three months.[6] Program group parents were slightly more likely to report not seeing their children at all; it is not clear why the ETJD programs would produce such an effect.

The bottom panel of Figure 3.4 focuses on "quality interaction" between the noncustodial parent and the focal child. "Quality interaction" is defined differently based on the age of the child but could include, for example, feeding, bathing, playing, helping with schoolwork, or discussing problems with the child. Again, most parents reported frequent quality interactions and the program group was slightly more likely to report no quality interactions. It is somewhat surprising that the percentage of parents who reported frequent quality interactions is larger than the percentage who reported frequent contact (see the top panel of Figure 3.4). This difference may relate to the definition of "contact" used in that measure: spending one or more hours a day with the focal child. It is possible, for example, that a parent could discuss a problem with a child in a phone call that lasted less than one hour.

Figure 3.5 reports the results of a question that asked the noncustodial parent to characterize the closeness of his or her relationship with the focal child. Most parents reported that they were "very close or quite close" to their children, and there were no significant differences between the program group and the control group.

Figure 3.6 focuses on the interactions between noncustodial parents and custodial parents. The top panel shows how often the noncustodial parent and the custodial parent discussed the focal child. Program group parents were slightly more likely than control group parents to report that they had such discussions "often." This effect could be related to the increase in the number of noncustodial parents who paid child support (discussed above). The bottom panel of Figure 3.6 shows the extent to which noncustodial parents were involved in major decisions about the focal child (defined as decisions about things like education, health care, and religion). Most of the noncustodial parents who had minor-age children living outside their home reported either some or a great deal of involvement, and there were no statistically significant differences between the program group and the control group.

[5]About one in seven ETJD sample members lived with the focal child. Those parents are included in the results shown in Figures 3.4 and 3.5.

[6]This figure is calculated by adding together the percentages of parents who saw their children a few times a week and a few times a month, and dividing by the overall percentage who had any minor-age children.

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Chapter 4

Impacts on Recidivism

As discussed in Chapter 1, the programs in the Enhanced Transitional Jobs Demonstration (ETJD) — particularly those that targeted people returning to the community from prison — sought to decrease recidivism. The causal link between employment and recidivism is complex, but employment services often play a central role in programs designed to improve outcomes for people reentering their communities.[1] This chapter presents the impacts, after 30 months, of the three ETJD programs targeting formerly incarcerated people on measures of recidivism including arrest, conviction, and incarceration in jail and prison. As in Chapters 2 and 3, the chapter first discusses findings from a confirmatory analysis and then discusses findings from exploratory analyses. Finally, the chapter discusses differences across sites in these measures, and differences in impacts between subgroups at higher and lower risk of recidivism.

Confirmatory Analysis

The confirmatory measure chosen for the criminal justice domain was whether participants had any criminal justice event during the 30-month follow-up period, with an "event" being defined as any arrest, conviction, or return to incarceration in either jail or prison. Table 4.1 shows this confirmatory measure for the three ETJD programs targeting formerly incarcerated people.

- **On average, the three ETJD programs targeting formerly incarcerated individuals did not have a statistically significant impact on whether participants had a criminal justice event in the 30 months after they entered the program.**

Roughly 60 percent of program and control group members across the three ETJD sites had a criminal justice event during the 30-month follow-up period. This rate of recidivism for recently released former prisoners is consistent with national averages.[2]

Exploratory Analysis

- **On average, the three ETJD programs targeting formerly incarcerated individuals modestly reduced felony convictions and incarceration in**

[1]Duran, Plotkin, Potter, and Rosen (2013).

[2]Durose, Cooper, and Snyder (2014).

Table 4.1

Confirmatory Impact Measure for the Criminal Justice Domain: Sites Targeting Formerly Incarcerated Individuals

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Arrested, convicted, or admitted to jail or prison (%)	58.9	60.4	-1.5	[-4.3, 1.3]
Sample size	1,498	1,488		

SOURCE: MDRC calculations based on criminal justice data.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

prison during the 30-month follow-up period. Impacts on other measures of recidivism were not statistically significant.

As shown in Table 4.2, most of the exploratory measures of recidivism did not show statistically significant impacts. However, there was a statistically significant reduction in the proportion of individuals admitted to prison. As a result, program group members were incarcerated for an average of 65 days during the follow-up period, compared with 84 days for the control group, a difference of 19 days. There was also a small but statistically significant reduction in the proportion of sample members convicted of felonies during the follow-up period. Modest differences between the program and control groups in arrests, convictions, and admissions to prison for new crimes and parole violations were promising but not statistically significant.

Overall rates of new violent crime convictions were low for both program and control group members (7 percent for both groups). The majority of prison reincarcerations happened because of violations of parole or probation rules rather than new convictions (a little over 20 percent of each group was admitted to prison for violations).

- **The Indianapolis program was the only one that reduced the broadest measure of recidivism during the 30-month follow-up period.**

Table 4.2

Impacts on Criminal Justice Outcomes: Sites Targeting Formerly Incarcerated Individuals

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data				
Arrested, convicted, or admitted to jail or prison (%)	58.9	60.4	-1.5	[-4.3, 1.3]
Arrested (%)	42.7	45.5	-2.8	[-5.7, 0.2]
Convicted of a crime (%)	33.0	35.8	-2.7	[-5.6, 0.1]
Convicted of a felony	15.9	18.4	-2.5*	[-4.8, -0.2]
Convicted of a misdemeanor	19.7	19.3	0.4	[-2.0, 2.8]
Convicted of a violent crime (%)	6.6	6.6	-0.1	[-1.6, 1.5]
Incarcerated (%)	54.7	55.4	-0.6	[-3.5, 2.2]
Incarcerated in jail	52.4	51.6	0.8	[-2.1, 3.6]
Incarcerated in prison	28.0	32.2	-4.2***	[-6.9, -1.6]
Prison admission reason (%)				
Admitted to prison for a new crime	9.8	11.2	-1.4	[-3.3, 0.4]
Admitted to prison for a parole or probation violation	20.2	22.4	-2.2	[-4.6, 0.2]
Total days incarcerated	123	147	-23***	[-36, -11]
Jail	59	63	-4	[-11, 3]
Prison	65	84	-19***	[-28, -10]
Sample size	1,498	1,488		

SOURCE: MDRC calculations based on criminal justice data.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.

Figure 4.1 presents impacts on having a criminal justice event during the 30-month follow-up period, for each site separately. The Indianapolis program reduced this broad measure of recidivism by about 6 percentage points: 67 percent of the program group had a criminal justice event compared with 74 percent of the control group. There was no statistically significant reduction in recidivism in Fort Worth, and the New York City program led to a small increase in this measure of recidivism. The difference in impacts among sites is statistically significant.[3]

One theory of transitional jobs programs for formerly incarcerated people is that participation in program services, including subsidized employment, may keep people active and away from situations that would lead to additional contact with the criminal justice system.[4] If this theory were true, then programs with an emphasis on rapid engagement and high levels of participation should be more successful at reducing recidivism. As shown in Figure 1.2 of this report (and described in the ETJD interim report),[5] Indianapolis had the highest rate of participation in subsidized employment among the three programs targeting formerly incarcerated people (100 percent of program group members worked in subsidized jobs versus 79 percent of program group members in New York City and 39 percent in Fort Worth) and put participants to work the quickest.[6] As described in more detail in the ETJD interim report, the Indianapolis program also featured peer mentoring for all participants and a daily "Circle of Trust" wherein participants collectively shared and discussed experiences and solutions to challenges they faced. It is possible that these features contributed to stronger interpersonal ties and feelings of community that also could have resulted in reduced recidivism.

Another factor in interpreting the differences in the impacts among programs is that in New York City, the control group had access to another program that offered services similar to those provided by the ETJD program (including subsidized employment). This program, the Center for Employment Opportunities (CEO), is a large not-for-profit organization previously shown to be effective at reducing recidivism in a rigorous random assignment study.[7] As shown earlier in this report, the impact on services received by program group members compared with control

[3]The p-value for this test of differences in impacts among sites is $p = 0.017$.

[4]Redcross, Millenky, Rudd, and Levshin (2012).

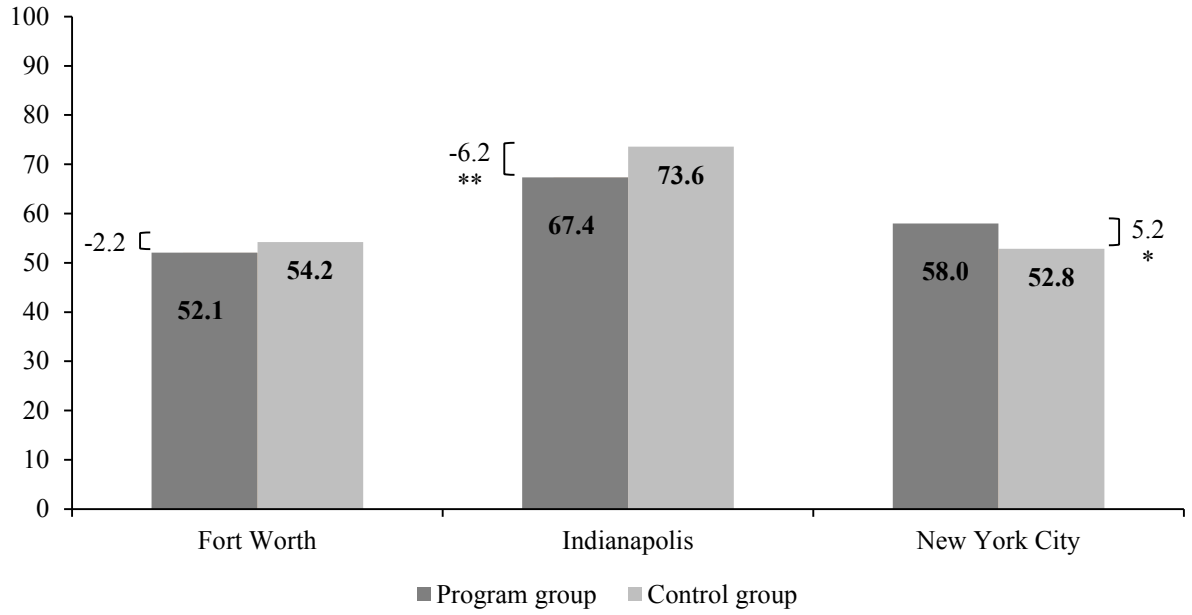
[5]Redcross et al. (2016).

[6]It is important to note that some earlier programs with high levels of participation in transitional jobs did not reduce recidivism. For example, in the Transitional Jobs Reentry Demonstration, in three of the four programs studied, program group member participation in transitional jobs was 87 percent or higher, with none of these three programs producing a statistically significant reduction in recidivism at the end of a two-year follow-up period. Conversely, the Center for Employment Opportunities, a transitional jobs program that produced significant reductions in recidivism, had a transitional jobs participation rate of about 71 percent. See Redcross et al. (2010), Jacobs (2012), and Redcross et al. (2012).

[7]Redcross et al. (2012).

Figure 4.1

Percentage Arrested, Convicted, or Admitted to Jail or Prison, by Site ††



SOURCE: MDRC calculations based on criminal justice data.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.
When comparing impacts among sites, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts among the sites is statistically significant. Statistically significant differences among sites are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

group members in New York City was just 14 percentage points, an impact less than half the size of those in Indianapolis and Fort Worth.[8] Furthermore, the evaluation team obtained administrative data showing that nearly 40 percent of the control group in New York City worked in subsidized jobs and received services at CEO.

In addition, the Indianapolis program limited eligibility for ETJD to those scoring moderate or high on the Indiana Risk Assessment (assessing risk of recidivism). Perhaps as a result, the recidivism rate among control group members in Indianapolis (74 percent) was around 20

[8]See Figure 1.3 in Chapter 1.

percentage points higher than that of control group members in New York City (53 percent) or Fort Worth (54 percent).[9] Previous studies of prisoner reentry programs — including the study of the CEO program mentioned earlier in this section — have demonstrated that intensive services like transitional jobs are most beneficial for people at higher risk of recidivism.[10] The fact that the Indianapolis ETJD program had high rates of program participation, successfully implemented its model,[11] and served a higher-risk population may have contributed to its positive impacts on recidivism.

- **The Indianapolis ETJD program reduced arrests, prison admissions, and the number of days incarcerated in prison. The other two programs that targeted formerly incarcerated people did not produce consistent impacts on these outcomes.**

To further explore the site-level story described in the previous section, Table 4.3 presents ETJD's impacts on exploratory measures of recidivism for each site separately. As shown in the table, the Indianapolis program led to statistically significant reductions in arrests, prison admissions, and the number of days incarcerated in prison. Recidivism was relatively high for both research groups in Indianapolis: More than 73 percent of the control group was arrested over the 30-month follow-up period, compared with 67 percent of the program group. The other sections of Table 4.3 show that there were no significant impacts on criminal justice outcomes in Fort Worth, and impacts in New York City were inconsistent (increases in arrests and incarceration in jail and reductions in prison admissions). The righthand column of Table 4.3 shows daggers indicating which of the differences in impacts among sites is statistically significant, with one dagger indicating significance at the 10 percent level, two daggers indicating significance at the 5

[9]Although the Fort Worth and New York City programs also set additional eligibility criteria for entry into ETJD beyond those required by the U.S. Department of Labor, these criteria were either broad (in the case of the Fort Worth program) or designed to target those who were somewhat ready to work (in the case of the New York City program). See Chapters 6 and 8 of this study's interim report (Redcross et al., 2016) for more details on these eligibility requirements. The differences in control group recidivism rates could also be due to Indianapolis' overall criminal justice environment. For example, Indianapolis may police more heavily and police officers there may be more likely to make arrests than police officers in Fort Worth or New York City, or parole officers may supervise parolees more intensely or be more likely to cite them for violations. But regardless of the cause, the end result is that ETJD population in Indianapolis was at a higher risk of having an interaction with the criminal justice system.

[10]Zweig, Yahner, and Redcross (2010); Latessa (2008).

[11]All participants received services and worked in transitional jobs, but certain components of the model were not well implemented at RecycleForce's partner organizations, which together served around 25 percent of ETJD participants in Indianapolis. Some of those participants ultimately received the services through RecycleForce. See Redcross et al. (2016).

Table 4.3

Impacts on Criminal Justice Outcomes, by Site: Sites Targeting Formerly Incarcerated Individuals

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Difference Among Site Impacts[a]
Fort Worth					
Arrested, convicted, or admitted to jail or prison (%)	52.1	54.2	-2.2	[-7.1, 2.8]	††
Arrested (%)	45.0	46.5	-1.4	[-6.4, 3.5]	
Convicted of a crime (%)	34.3	35.6	-1.3	[-6.1, 3.5]	
Convicted of a felony	21.5	20.7	0.8	[-3.4, 5.0]	
Convicted of a misdemeanor	19.0	19.0	-0.1	[-4.1, 4.0]	
Convicted of a violent crime (%)	5.5	6.5	-1.0	[-3.5, 1.4]	
Incarcerated (%)	47.1	46.6	0.5	[-4.5, 5.5]	††
Incarcerated in jail	42.2	41.3	1.0	[-4.0, 5.9]	††
Incarcerated in prison	27.6	29.4	-1.8	[-6.4, 2.8]	
Prison admission reason (%)					
Admitted to prison for a new crime	15.9	14.1	1.8	[-1.9, 5.4]	
Admitted to prison for a parole or probation violation	14.6	17.7	-3.1	[-6.9, 0.7]	††
Total days incarcerated	101	104	-3	[-21, 15]	†
Jail	45	40	5	[-4, 14]	
Prison	57	65	-8	[-21, 5]	

(continued)

Table 4.3 (continued)

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Difference Among Site Impacts[a]
Indianapolis					
Arrested, convicted, or admitted to jail or prison (%)	67.4	73.6	-6.2**	[-10.7, -1.7]	††
Arrested (%)	46.4	51.0	-4.6	[-10.3, 1.1]	
Convicted of a crime (%)	36.2	40.4	-4.2	[-9.8, 1.4]	
Convicted of a felony	20.3	25.2	-4.9	[-9.8, 0.1]	
Convicted of a misdemeanor	18.4	18.5	-0.1	[-4.7, 4.5]	
Convicted of a violent crime (%)	7.5	6.7	0.8	[-2.3, 3.9]	
Incarcerated (%)	66.1	72.5	-6.4**	[-11.1, -1.7]	††
Incarcerated in jail	64.3	68.8	-4.5	[-9.4, 0.3]	††
Incarcerated in prison	31.3	39.9	-8.6***	[-13.5, -3.8]	
Prison admission reason (%)					
Admitted to prison for a new crime	7.8	10.3	-2.5	[-5.5, 0.4]	
Admitted to prison for a parole or probation violation	24.7	30.3	-5.6**	[-10.1, -1.0]	††
Total days incarcerated	161	209	-48***	[-75, -21]	†
Jail	72	86	-14	[-28, 0]	
Prison	90	121	-31***	[-49, -12]	

(continued)

percent level, and three daggers indicating significance at the 1 percent level. There were significant differences among the programs' impacts on several measures of arrests and incarceration.

- **Impacts on recidivism were strongest among higher-risk sample members for all three programs targeting formerly incarcerated people.**

Research has shown that best practices in reducing recidivism are based on "risk-need-responsivity" principles, which suggest that services should be appropriate to an individual's

Table 4.3 (continued)

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Difference Among Site Impacts[a]
New York City					
Arrested, convicted, or admitted to jail or prison (%)	58.0	52.8	5.2*	[0.3, 10.0]	††
Arrested (%)	38.0	39.8	-1.7	[-6.5, 3.0]	
Convicted of a crime (%)	29.5	32.4	-2.9	[-7.4, 1.5]	
Convicted of a felony	7.2	10.5	-3.3*	[-6.2, -0.4]	
Convicted of a misdemeanor	21.2	20.4	0.8	[-3.2, 4.7]	
Convicted of a violent crime (%)	7.2	6.4	0.8	[-1.8, 3.4]	
Incarcerated (%)	52.1	47.3	4.8	[0.0, 9.6]	††
Incarcerated in jail	51.6	45.1	6.4**	[1.6, 11.3]	††
Incarcerated in prison	25.9	26.7	-0.8	[-5.1, 3.6]	
Prison admission reason (%)					
Admitted to prison for a new crime	5.8	9.1	-3.3**	[-6.0, -0.6]	
Admitted to prison for a parole or probation violation	22.0	18.8	3.3	[-0.8, 7.3]	††
Total days incarcerated	115	124	-9	[-29, 11]	†
Jail	64	63	0	[-12, 13]	
Prison	51	61	-10	[-22, 3]	
Sample size	1,507	1,494			

SOURCE: MDRC calculations based on criminal justice administrative records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.
[a]When comparing impacts among sites, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts among the sites is statistically significant. Statistically significant differences among sites are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

needs and risk of recidivism.[12] Specifically, intensive services should not be provided to people at low risk of recidivism; instead they should be reserved for people assessed to be at higher risk of recidivism using validated risk-assessment tools. As noted earlier, previous rigorous research supports these risk-need-responsivity guidelines and has found that transitional jobs programs can be more effective at reducing recidivism among those who are at a higher risk of recidivism.[13] To test this theory, a subgroup analysis was conducted to assess whether the ETJD programs targeting formerly incarcerated people had different effects on criminal justice outcomes for participants at higher and lower risk for reoffending.[14] Table 4.4 shows that reductions in recidivism were concentrated among those at higher risk, and that impacts on criminal justice measures differed significantly between those at higher risk and lower risk. Higher-risk program group members were 12 percentage points less likely to be incarcerated in prison than higher-risk control group members, while there was no statistically significant difference in rates of incarceration in prison between lower-risk program and control group members.

It is important to note that the sample in Indianapolis may be dominating the sample from the other two sites in this pooled analysis because Indianapolis served more high-risk individuals. Thus, site-specific subgroup analysis based on risk may be more informative regarding ETJD's effects for those at higher and lower risk of recidivism. Appendix Tables F.3, G.3, and H.3 present site-specific impact results for these subgroups at each of the sites separately. The findings confirm that the impacts on certain measures of recidivism are somewhat stronger among those at highest risk at each of the sites. In general, ETJD's findings are consistent with previous research showing that intensive transitional jobs program services can reduce recidivism for those at the highest risk of recidivism.

Impacts on criminal justice outcomes were also examined for subgroups based on age, education, and time of entering the study. As shown in Appendix A, there are no statistically significant differences in impacts for any of these subgroups.

[12]Petersilia (2004); Solomon et al. (2008).

[13]Zweig, Yahner, and Redcross (2010).

[14]See Appendix L for a discussion of the methods used to determine risk of reoffending.

Table 4.4

Impacts on Criminal Justice Outcomes, by Recidivism Risk: Sites Targeting Formerly Incarcerated Individuals

Outcome	Lower Risk				Higher Risk				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Arrested, convicted, or admitted to jail or prison (%)	52.4	52.2	0.3	[-3.1, 3.6]	78.9	84.2	-5.2*	[-9.8, -0.6]	
Arrested (%)	37.3	39.1	-1.8	[-5.1, 1.6]	60.3	64.1	-3.8	[-9.9, 2.3]	
Convicted of a crime (%)	28.1	29.8	-1.7	[-4.9, 1.5]	49.0	53.5	-4.5	[-10.7, 1.7]	
Convicted of a felony	13.2	14.9	-1.7	[-4.1, 0.8]	23.8	29.1	-5.3	[-10.8, 0.2]	
Convicted of a misdemeanor	16.9	15.9	0.9	[-1.7, 3.6]	29.3	28.9	0.4	[-5.2, 6.0]	
Convicted of a violent crime (%)	5.9	5.8	0.2	[-1.5, 1.9]	8.4	9.3	-0.9	[-4.5, 2.7]	
Incarcerated (%)	47.9	46.8	1.2	[-2.2, 4.6]	76.5	81.1	-4.5	[-9.5, 0.5]	
Incarcerated in jail	45.7	43.4	2.3	[-1.0, 5.6]	73.8	76.1	-2.4	[-7.6, 2.9]	
Incarcerated in prison	25.0	26.5	-1.5	[-4.5, 1.5]	37.2	49.1	-11.9***	[-17.8, -6.0]	†††
Prison admission reason (%)									
Admitted to prison for a new crime	8.9	10.1	-1.2	[-3.2, 0.8]	12.4	14.8	-2.4	[-6.4, 1.7]	
Admitted to prison for a parole or probation violation	17.8	17.7	0.1	[-2.5, 2.7]	27.7	36.1	-8.3**	[-13.9, -2.8]	††
Total days incarcerated	101	111	-10	[-24, 3]	194	254	-60***	[-94, -27]	††
Jail	48	48	0	[-7, 7]	94	110	-16	[-34, 2]	
Prison	53	63	-10*	[-19, -1]	101	142	-41***	[-64, -19]	††
Sample size	1,142	1,109			365	385			

(continued)

Table 4.4 (continued)

SOURCE: MDRC calculations based on criminal justice administrative records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

See Appendix L for details on how risk of recidivism was defined.

[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Chapter 5

Cost Analysis

This chapter presents estimates of the costs of operating the Enhanced Transitional Jobs Demonstration (ETJD) programs and the costs of services that program group and control group members received outside of the ETJD programs. The net cost of ETJD programs provides an estimate of how much more was spent on program group members than control group members. The chapter begins with a brief description of the method used in the cost analysis. It concludes with a comparison between net costs and important outcomes.

Method

The cost analysis compares the expenditures for serving the program group with expenditures for serving the control group. These are one-year cost estimates, reflecting service participation sample members reported in the survey administered 12 months after random assignment. Most of the program group services presented in this chapter were funded by the Department of Labor ETJD grant, though other sources may have funded some of the non-ETJD services. All costs have been adjusted to 2016 dollars for this analysis.

Main Components of the Cost Analysis

Figure 5.1 depicts the main cost components for both the program and control groups. It shows that the total cost for each program group member (Box C) is made up of ETJD program costs (Box A) and expenditures for services received outside of ETJD (Box B). Box E represents the total cost that accrued for each control group member. The net cost of ETJD (Box F) is the cost per program group member over and above the cost per control group member.

ETJD Program Costs (Box A)

To estimate the ETJD program costs, the evaluation team collected expenditure reports from each program. A period was selected approximately one year after the program began operations to avoid including costs associated with start-up activities and to include a period when the program was operating at full capacity.[1] ETJD expenditures were divided into the costs of operations, the support services, and the subsidized wages.

[1]Each program received between $5.6 million and $5.7 million and was expected to serve at least 500 participants. However, the per-person cost for ETJD is less than the total grant divided by the number of participants served for several reasons. First, efforts were made to exclude research-related expenses (that is, (continued)

- **Operating costs** included all staff salaries, fringe benefits, overhead, administrative costs, and payroll costs, including payroll taxes and workers' compensation. Some ETJD programs paid other organizations to provide services such as education, training, legal services, and counseling services, and these costs are included in this category.

- **Support services** were provided to participants to help them attend the program and work at their jobs. For example, most programs provided participants with bus passes or reimbursed them for other transportation costs. Many programs reimbursed participants for work-related expenses (for example, the cost of work uniforms and tools) and some gave participants incentive payments to encourage them to participate in the program or meet program milestones.

- **Wages** were the subsidized wages and fringe benefits paid to program group members.

To estimate the cost of program operations and support services, the analysis calculated an average monthly cost per program group member. This monthly cost was multiplied by the average number of months that participants spent in ETJD over the year following random assignment. Data on the average subsidized wages came from administrative records provided to the research team.

Non-ETJD Costs (Boxes B and D)

ETJD programs may encourage participants to receive outside services. For example, some may make referrals to education and training services paid for by school districts, community colleges, or American Job Centers funded by the Workforce Innovation and Opportunity Act. In addition, some program group members sought out services on their own.

The cost of services provided to control group members represents what government entities at all levels would have spent on program group members in the absence of the ETJD

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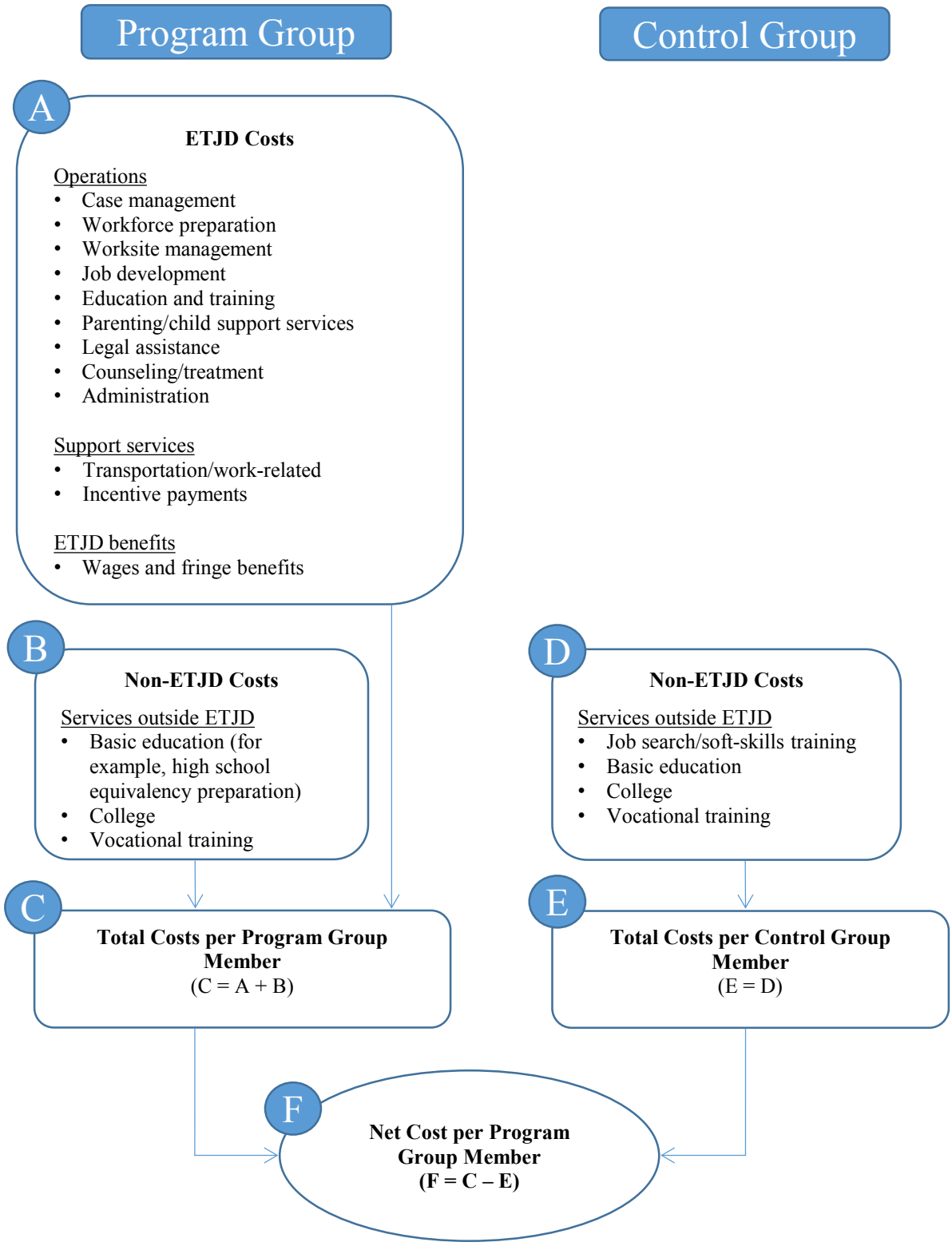
expenses required to accommodate research requirements and requests). Second, some grant funding was used during the six-month planning period before the program began operating. Third, the period selected for the cost analysis was a period in which the programs were operating at full capacity. During the period selected they were able to operate more efficiently than they were in the early period when they were recruiting participants, or than they were in the last year of the grant when they were no longer enrolling new participants. Finally, the costs reflect services provided to participants over the first year of their involvement, and some participants may have stayed in the program for longer than one year.

Figure 5.1

Cost Components



programs. The cost components for the control group consist of expenditures by outside agencies for providing job-search services, education, training, and in some cases transitional jobs).

Information on the extent to which program group and control group members made use of non-ETJD services comes from the participant survey administered 12 months after random assignment. The survey asked respondents to estimate the number of weeks they spent in the following activities. Weekly unit costs (the estimated costs of serving one person for one week) were constructed for each of these activities based on information available from published sources.

- **Job-search, job-readiness, and career-planning services** included receiving help with job searching, job referrals, developing a résumé, filling out job applications, preparing for job interviews, job-readiness training, and planning for future career or educational goals. Cost estimates came from a national study of WIA Adult and Dislocated Worker programs.[2]

- **Basic education** included participation in English as a Second Language classes, adult basic education classes, classes to prepare for a high school diploma, and high school equivalency classes, including those leading to a General Educational Development (GED) certificate. Basic education costs were calculated by state using data from the U.S. Department of Education's Office of Career, Technical, and Adult Education's National Reporting System.

- **College** included attending courses at community, two-year, and four-year colleges. Costs were estimated using data from the U.S. Department of Education's National Center for Education Statistics' Integrated Postsecondary Education Data System (IPEDS).

- **Vocational training** included training for a specific job, trade, or occupation. Survey respondents named the training provider where they received the training and a cost was applied based on the type of institution that provided the training (for example, private school, adult school, or community college).[3]

[2]Mastri and McCutcheon (2015).

[3]The cost of private-school training was estimated using data from IPEDS on the cost of for-profit providers offering the types of training that sample group members may have taken during this period (based on information gathered during site visits). These types included trucking, automotive, welding, maintenance, cosmetology, culinary, and heating, ventilation, and air conditioning (HVAC) training. Data on the cost of (continued)

In addition to the job-search, education, and training costs, at two sites (New York City and Milwaukee), control group members participated in subsidized employment offered by other programs available in the community. In New York City, data show that around 16 percent of program group members and 36 percent of control group members received subsidized jobs from the Center for Employment Opportunities (CEO), a nonprofit organization in New York City. These subsidized wages and associated program costs are included in New York City's non-ETJD costs.[4] In Milwaukee, the state of Wisconsin operated a program called the Transitional Jobs Demonstration Project from September 2010 to June 2013, and the city operated a program called the Transform Milwaukee Jobs Program in 2014. About 19 percent of program group members and 22 percent of control group members received subsidized jobs through these programs. The costs of these other programs are not included in the Milwaukee analysis because the program and control group participation rates were nearly the same.

Limitations of the Analysis

The cost analysis has several limitations worth noting. First, with the exception of participation in job searching and vocational training, the survey did not ask where participants received services nor the types of institutions that they attended. The analysis assumed that participants received basic education at adult schools and college instruction at community colleges.

As noted above, for the job-search component, the analysis used estimates from a national study of the public workforce system's Adult and Dislocated Worker programs to estimate the cost of services received by the control group. Because program group members received job-search assistance from the ETJD programs, an assumption was made that they did not receive additional services outside of the ETJD programs. Additionally, the cost obtained from the national study reflects a range of job-search services, and it is not known which services control group members received, nor the number of times they received those services in a given week. The analysis took the average cost of the full range of job-search services reported in the national study and applied it to an estimate of the average number of weeks control group members received the services.[5]

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adult schools came from the U.S. Department of Education's Office of Career, Technical, and Adult Education's National Reporting System and data on the cost of community colleges came from IPEDS. Note that some reported training was provided by the employer or paid for by the ETJD program; no cost estimate was applied to either type (though ETJD training was included in the ETJD cost estimates).

[4]CEO matched its subsidized wage payroll data with ETJD sample member information. Program costs were estimated using data from an earlier cost analysis of CEO (Redcross et al., 2009).

[5]The per-person cost estimates from Mastri and McCutcheon (2015) were $16 for a resource-room visit, $13 for a structured assessment, $38 for a job-club meeting, $54 for a workshop, and $143 for a one-on-one (continued)

ETJD Costs

As described above, the costs of providing ETJD program services are divided into three categories: (1) the operating costs of the ETJD program, which includes all staff salaries, fringe benefits, overhead, administrative costs, and payroll costs; (2) the support services provided to program group members; and (3) the subsidized wages.

As shown in Table 5.1, the costs of providing ETJD services ranges from about $7,000 in Milwaukee to about $11,100 in Indianapolis. Note that the Indianapolis program's operating expenses were substantially higher than those of programs in other cities, as they included some of the costs of running RecycleForce, a social-enterprise business that brought in revenue from recycling sales.[6] The total cost, taking that revenue into account, is about $7,800, which is equivalent to the other ETJD programs' costs.

While the estimated ETJD cost per person did not differ substantially across programs (after taking revenue into account in Indianapolis), some programs spent more on operations while others spent more on support services or wages. For example, the cost of operations ranged from a low of about $3,600 in Atlanta to a high of $6,600 in Fort Worth.

Support-service costs ranged from about $120 in Milwaukee to close to $1,000 in San Francisco. The programs that had higher support-service costs (those in Fort Worth, New York City, and San Francisco) provided incentive payments or stipends to participants who attended program activities, obtained employment, or maintained employment.

The wages shown are those paid to participants or, in some cases, paid to employers to reimburse them for the wages they paid to participants. The wages ranged from about $1,100 in Fort Worth (where relatively few program group members worked in transitional jobs) and $1,200 in New York City (where participants only worked part time), to about $4,600 in Indianapolis (where all program group members worked and many were allowed to stay in subsidized jobs for longer than planned).

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counselor meeting. The average of $53 (or $55 in 2016 dollars) was applied to the estimated number of weeks that control group members received job-search services.

[6]For more information on RecycleForce and the Indianapolis ETJD program's implementation, see Redcross et al. (2016), Chapter 7. For more information on the costs of RecycleForce, see Foley, Farrell, Webster, and Walter (forthcoming).

Table 5.1

Estimated ETJD Costs per Program Group Member
(in 2016 Dollars)

Site	Operations	Support Services	Wages	Total
Atlanta	3,556	437	3,153	7,146
Fort Worth	6,567	709	1,065	8,341
Indianapolis	6,322	138	4,597	11,057
Milwaukee	5,034	119	1,818	6,971
New York City	5,917	956	1,228	8,101
San Francisco	5,207	982	2,272	8,461
Syracuse	5,541	251	1,557	7,349

SOURCE: MDRC calculations based on fiscal data, participation data, and wage data from the ETJD management information system.

NOTE: Estimates reflect adjustment for inflation.

Net Costs

Table 5.2 presents the gross cost per program group member in one column and the gross cost per control group member in a second. A third column shows net costs, obtained by subtracting control group gross costs from program group gross costs. For program group members, the gross costs include the costs of ETJD programs presented in Table 5.1 plus the cost of services that were not funded by ETJD. The cost per control group member includes the costs of non-ETJD services only.

For most of the sites, the cost of non-ETJD services per program group member did not differ substantially from the cost per control group member. Atlanta and New York City had higher control group costs relative to the program group non-ETJD costs, while Fort Worth had higher program group costs relative to the control group. These variations reflect differences in how the programs operated. In Atlanta, the control group was more likely to attend college,

Table 5.2

Estimated Net Costs per Program Group Member (in 2016 Dollars)

Component	Program Group	Control Group	Net Cost
Atlanta			
ETJD	7,146	0	7,146
Non-ETJD			
Job search	0	457	-457
Education (ESL, ABE, GED)	155	228	-73
Community college	546	932	-386
Vocational training	359	370	-11
Total non-ETJD costs	*1,060*	*1,987*	*-927*
Total costs	**8,206**	**1,987**	**6,219**
Fort Worth			
ETJD	8,341	0	8,341
Non-ETJD			
Job search	0	322	-322
Education (ESL, ABE, GED)	880	225	655
Community college	664	478	186
Vocational training	146	107	39
Total non-ETJD costs	*1,690*	*1,132*	*558*
Total costs	**10,031**	**1,132**	**8,899**
Indianapolis			
ETJD	11,057	0	11,057
Non-ETJD			
Job search	0	289	-289
Education (ESL, ABE, GED)	624	581	43
Community college	591	642	-51
Vocational training	473	158	315
Total non-ETJD costs	*1,688*	*1,670*	*18*
Total costs	**12,745**	**1,670**	**11,075**

(continued)

Table 5.2 (continued)

Component	Program Group	Control Group	Net Cost
Milwaukee			
ETJD	6,971	0	6,971
Non-ETJD			
Job search	0	399	-399
Education (ESL, ABE, GED)	800	1,034	-234
Community college	1,446	1,141	305
Vocational training	153	126	27
Total non-ETJD costs	*2,399*	*2,700*	*-301*
Total costs	**9,370**	**2,700**	**6,670**
New York City			
ETJD	8,101	0	8,101
Non-ETJD			
Job search	0	449	-449
Education (ESL, ABE, GED)	644	579	65
Community college	236	290	-54
Vocational training	369	417	-48
CEO transitional employment	754	1,910	-1,156
Total non-ETJD costs	*2,003*	*3,645*	*-1,642*
Total costs	**10,104**	**3,645**	**6,459**
San Francisco			
ETJD	8,461	0	8,461
Non-ETJD			
Job search	0	508	-508
Education (ESL, ABE, GED)	1,173	503	670
Community college	594	575	19
Vocational training	308	288	20
Total non-ETJD costs	*2,075*	*1,874*	*201*
Total costs	**10,536**	**1,874**	**8,662**

(continued)

Table 5.2 (continued)

Component	Program Group	Control Group	Net Cost
Syracuse			
ETJD	7,349	0	7,349
Non-ETJD			
Job search	0	345	-345
Education (ESL, ABE, GED)	787	710	77
Community college	401	340	61
Vocational training	126	62	64
Total non-ETJD costs	*1,314*	*1,457*	*-143*
Total costs	**8,663**	**1,457**	**7,206**

SOURCES: Calculations for ETJD costs are based on fiscal data, participation data, and wage data from the ETJD management information system. Calculations for non-ETJD costs are based on data from the National Center for Education Statistics' Integrated Postsecondary Education Data System; the Office of Career, Technical, and Adult Education's National Reporting System; the ETJD 12-month survey; and Mastri and McCutcheon (2016).

NOTE: Estimates reflect adjustment for inflation.

which made the control group's cost for non-ETJD services higher than that of the program group. As noted above, some program group and control group members in New York City received subsidized wages from an alternative program offered by CEO. Because more control group members participated in this alternative program than program group members, the non-ETJD costs are higher for the control group. Fort Worth's higher non-ETJD costs for program group members relative to the control group resulted from referrals the ETJD program made to education and training activities that were funded by other sources. For example, the program offered GED preparation classes, but the classes were paid for by the school district and not by the ETJD program, and thus are reflected in the non-ETJD costs.

On average, the net costs ranged from about $6,200 in Atlanta to about $11,100 in Indianapolis. The lower-net-cost programs — those in Atlanta, Milwaukee, and New York — had the highest control group costs among the seven sites. The higher-net-cost programs — those in Fort Worth, Indianapolis, and San Francisco — had higher-than-average ETJD costs and lower-than-average control group costs. As noted above, Indianapolis operated a recycling business and had higher costs from the business, though it had revenue from the business that could offset its higher costs.

Was ETJD Cost-Effective?

There are several approaches that could be used to assess whether ETJD was cost-effective. A simple cost-effectiveness analysis examines the relative costs of achieving the same outcome, typically a nonmonetary outcome, across similar programs. This type of analysis can help administrators assess whether a particular program is less or more cost-effective in delivering the same outcome than others. A limitation of this type of analysis is that it assumes that the programs are primarily interested in affecting one outcome. As outlined in Chapter 1, ETJD sought to affect multiple outcomes. All ETJD programs sought to increase earnings, but the four ETJD programs targeting noncustodial parents also sought to increase child support payments, and the three ETJD programs targeting formerly incarcerated individuals sought to reduce recidivism.

Another approach to assess a program's cost-effectiveness is to conduct a benefit-cost analysis. This approach provides an overall accounting of the financial gains and losses produced by the program from the perspectives of the participants, the government, and society. A full benefit-cost analysis examines additional measures that go beyond the measures presented in this report, including the potential savings associated with recidivism and the costs and benefits associated with increased earnings, including effects on taxes and fringe benefits. A companion document presents the results of a benefit-cost analysis of the ETJD program in Indianapolis.[7]

A simpler approach is to compare the net costs with the main outcomes affected by the program. Table 5.3 shows the net costs for each program alongside the impacts on the confirmatory outcomes over the full follow-up period available (approximately three years for earnings and child support payments and 30 months for criminal justice events). In addition, it shows impacts on child support after 12 months for the three programs targeting formerly incarcerated individuals and impacts on the broad measure of recidivism after 12 months for the four programs targeting noncustodial parents. (These exploratory analyses are presented in italics and shaded.)[8]

At all sites, the net cost per person exceeded the increase in earnings. Among the four programs targeting noncustodial parents, those in Atlanta and Milwaukee produced statistically significant impacts on child support payments over three years and the Atlanta program reduced recidivism in the first year. Among the programs targeting people returning home from prison, the one in Indianapolis produced a reduction in recidivism over 30 months and an increase in

[7]Foley, Farrell, Webster, and Walter (forthcoming).

[8]Impacts on recidivism were not measured beyond 12 months at the sites targeting noncustodial parents. Similarly, impacts on child support payments were not measured beyond 12 months at the sites targeting formerly incarcerated individuals.

child support payments in the first year. As noted earlier, a companion document examines the costs and benefits of the Indianapolis program.

Table 5.3

Net Costs Compared With Confirmatory Outcomes (in 2016 Dollars)

		Impacts on Confirmatory Outcomes		
	Net Costs ($)	Earnings ($)	Child Support Payments[a] ($)	Criminal Justice Event[b] (%)
Noncustodial parent sites		10 quarters	10 quarters	*12 months*
Atlanta	6,219	4,866***	1,220***	*-4.3**
Milwaukee	6,670	3,106***	488***	*0.8*
San Francisco	8,662	6,000***	-306	*-2.1*
Syracuse	7,206	1,990**	92	*-1.5*
Sites targeting formerly incarcerated individuals		10 quarters	*4 quarters*	30 months
Fort Worth	8,899	-1,222	*-95*	-2.2
Indianapolis	11,075	4,369***	*383***	-6.2**
New York City	6,459	2,177*	*19*	5.2*

SOURCES: Calculations for ETJD costs are based on fiscal data, participation data, and wage data from the ETJD management information system. Calculations for non-ETJD costs are based on data from the National Center for Education Statistics' Integrated Postsecondary Education Data System; the Office of Career, Technical, and Adult Education's National Reporting System; the ETJD 12-month survey; and Mastri and McCutcheon (2016). Calculations for ETJD impacts are based on quarterly wage records, child support agency data, and criminal justice data.

NOTES: [a]Child support payments were not a confirmatory outcome for the three sites targeting former prisoners. However, administrative child support records representing four quarters of follow-up were collected for these sites for exploratory analyses included in this project's interim report. The results of these earlier exploratory analyses are presented here in italics and shaded to distinguish them from confirmatory outcomes. Impacts on child support payments are among individuals identified as noncustodial parents when they enrolled in the study.

[b]Criminal justice events were not a confirmatory outcome for the four sites targeting noncustodial parents. However, administrative criminal justice records representing 12 months of follow-up were collected for these sites for exploratory analyses presented in this project's interim report. The results of these earlier exploratory analyses are presented here in italics and shaded to distinguish them from confirmatory outcomes. For Atlanta, Milwaukee, and Syracuse, "criminal justice event" includes any arrest, conviction, or admission to prison. For San Francisco, "criminal justice event" includes any arrest or conviction. For the three sites targeting formerly incarcerated individuals, "criminal justice event" includes any arrest, conviction, admission to prison, or admission to jail. Reductions in criminal justice events that are negative in their numeric value (for example, in Indianapolis, an impact of -6.2 percentage points on criminal justice events) represent desirable outcomes from a policy perspective.

Chapter 6

Conclusion

The Enhanced Transitional Jobs Demonstration (ETJD) set out to test whether a new generation of transitional jobs programs could achieve better results than earlier programs that had been rigorously evaluated. At the outset, the U.S. Department of Labor (DOL) provided guidance on the required components of a transitional jobs program, which included subsidized employment for a minimum of four months, job-readiness services, and assistance with job searching and job placement. ETJD grantees were given relatively wide latitude in proposing enhancements and, in general, their approaches were designed to address what they interpreted as the shortcomings of previous transitional jobs models. Enhancements fell into one or more of the following areas: changes to the structure of the transitional jobs, expanded services and other forms of support specific to the target population, and child support system-initiated enhancements for program group members.

Were the ETJD Programs Really "Enhanced"?

- **Most ETJD programs were able to implement the enhanced transitional jobs models they proposed.**

All of the ETJD programs experienced operational challenges but, for the most part, they were able to implement the enhanced models they proposed. There were some exceptions, however: The program in Milwaukee was not able to offer occupational training to many participants as originally planned, and the San Francisco program struggled to place people into different types of transitional jobs based on each individual's assessed job readiness. (As a result, fewer than half of the program group members in San Francisco worked in transitional jobs.) A third program, the one in Fort Worth, was only able to place about 39 percent of program group members into transitional jobs, but it does not appear that this low percentage was the result of implementation problems. The Fort Worth program sought to place disadvantaged job seekers into subsidized jobs in the private sector, and other programs of that nature have produced similar placement rates.[1]

Finally, in both Milwaukee and New York City, about 80 percent of the control group reported receiving employment services in the community. In New York City, 36 percent of the control group (compared with 16 percent of the program group) worked in transitional jobs at the Center for Employment Opportunities, a highly regarded transitional jobs program for people

[1]See, for example, Glosser, Barden, and Williams (2016).

returning to the community from prison. While this finding is not directly related to program implementation, it does influence these programs' ability to produce impacts. In a randomized controlled trial, it is generally more difficult for a program to generate impacts on its intended outcomes when many members of the control group receive services that are similar to those being tested, regardless of how well the experimental program is implemented.[2]

Were the ETJD Programs More Effective Than Earlier Transitional Jobs Models?

- **On average, the ETJD programs modestly increased participants' earnings in the last year of the follow-up period; studies of earlier models did not find this result. Four of the seven ETJD programs improved participants' longer-term employment outcomes.**

As a whole, the ETJD programs produced a statistically significant increase in earnings in the last year of the follow-up period (Months 18-30), a result that was generally not found in earlier studies.[3] When examined separately, four of the seven programs increased earnings, employment, or both in the final year. Notably, the three programs that did not have relevant statistically significant impacts on longer-term employment or earnings (those in Fort Worth, Milwaukee, and New York City) were distinctive for the reasons discussed above: In Milwaukee and New York the control groups received high levels of services, and the program model in Fort Worth was quite different from the others in ETJD.[4] The model in Fort Worth resulted in little impact on employment, even during the first year, whereas other transitional jobs programs almost always increase employment early on due to the provision of the temporary jobs.

The inconsistent employment impacts naturally raise questions about the strength of the job-development component of these programs. All ETJD programs were required to offer robust job-development services designed to help participants move from the transitional jobs to unsubsidized employment. In ETJD, this program component was not considered an enhancement to the basic model because job development was a typical part of transitional jobs programs that were tested earlier. The programs in ETJD that appeared to have "stronger" job

[2]Caution should be exercised in interpreting the impacts from the pooled results, as results from New York City and Milwaukee — where there were not strong service contrasts between program and control groups — reduce the average impact in the pooled analysis.

[3]It is important to note that the pooled sample size in ETJD (about 7,000) is much larger than the sample size in earlier studies. It is not clear whether the overall ETJD impact on earnings in the final year (about $700) would have been statistically significant with a smaller sample. However, there were also impacts at several individual sites, with smaller sample sizes.

[4]No formal robustness checks were conducted as part of this analysis.

development (according to MDRC's implementation research) were not generally those with the biggest impacts on employment or earnings. Further, the job development in ETJD programs was generally similar to earlier models that have been studied. The transitional jobs programs that have been studied have trouble placing most participants in unsubsidized jobs.[5] This fact suggests that it is difficult to implement job development effectively for populations with significant barriers to employment. It is also possible that job development does not affect the hiring practices of private-sector employers, no matter how strong it is.

Impacts in the other two primary domains — child support and criminal justice — were mixed. There were no significant impacts on the confirmatory measure in each domain, but there were impacts on other important measures, and at particular sites, as discussed below.

Which ETJD Models Were the Most Effective?

Unfortunately, it is difficult to draw cross-cutting lessons about which models or approaches are most effective. For example, the two programs with the most consistent positive effects — Indianapolis and San Francisco — targeted different groups, used different models, and had different levels of implementation success.

- **The San Francisco program produced positive, persistent impacts on employment, earnings, and the percentage of participants paying child support. However, it seems unlikely that the subsidized jobs led to those impacts. One possible explanation for the impacts is a child support agency enhancement.**

San Francisco produced sustained increases in longer-term employment and earnings and a large increase in the percentage of participants who paid child support. The program also reduced the prevalence of financial hardships and increased the proportion of sample members with employer-provided health insurance. Implementation analysis indicates that the program's transitional job services are not likely to have caused those impacts directly because, as noted earlier, the program struggled to operate its model. But the program's child support agency enhancement — which reduced the amounts participants had to pay in exchange for their participation in program services and the subsidized jobs — operated as intended. That enhancement may have made formal employment more attractive to noncustodial parents by bringing the amounts they had to pay more in line with what they believed they could reasonably afford. It is important to note that because the enhancement reduced the amounts parents had to pay, increases in the proportion of parents paying child support did not result in higher total amounts paid, on average. This pattern of impacts persisted long after participants had left the program, suggesting that the child support

[5]Redcross et al. (2009); Redcross et al. (2010).

agency did not routinely reset the amounts parents had to pay to the levels in place before they joined the program. It is not clear whether the agency kept those levels in place because the revised amounts ended up being consistent with the wages program group members earned in unsubsidized jobs or because the administrative process used to set payment amounts back to their original levels took a long time to catch up after people left the program.

- **The Indianapolis program produced sustained reductions in recidivism and longer-term impacts on employment. The program served a particularly high-risk population and was more expensive to operate than the others.**

The Indianapolis program served a population that was both more disadvantaged and at higher risk of further involvement in the criminal justice system than the populations at other ETJD sites. The program produced meaningful, moderate, and sustained reductions in recidivism and had impacts on employment and earnings that lasted throughout the 30-month follow-up period. The impacts on recidivism are consistent with previous research, which found that intensive services, including transitional jobs programs, can be effective at reducing recidivism among those at highest risk. The program was more expensive than the other ETJD programs (probably because of its intensity), but it was also cost-effective, producing benefits that outweighed its costs from the societal perspective.[6]

What Are the Implications of ETJD for Policy, Practice, and Research?

Transitional jobs continue to play an important role in U.S. workforce policy. The Workforce Innovation and Opportunity Act (WIOA), the law that governs the nation's public workforce system, identifies transitional jobs as an allowable activity. Local WIOA programs may use up to 10 percent of their funding to support transitional jobs for participants who are chronically unemployed or who have inconsistent work histories; individuals who have served time in prison ("ex-offenders") are listed as a potential target group. Transitional jobs are also funded by some state Temporary Assistance for Needy Families (TANF) programs, which often partner with local WIOA programs. The ETJD project offers a number of lessons for WIOA and TANF administrators and other policymakers and practitioners:

[6]Foley, Farrell, Webster, and Walter (forthcoming).

- **In the short term, transitional jobs programs are quite likely to generate large increases in employment and earnings when they target chronically unemployed people.**

Like earlier studies, this evaluation shows that if transitional jobs programs target people who are unlikely to work on their own, those programs can produce very large short-term increases in employment and earnings. However, such increases were not seen at every site. As noted earlier, the one program that attempted to place participants into private-sector jobs did not increase overall employment, even early in the follow-up period. This result suggests that transitional jobs programs targeting very disadvantaged workers will almost certainly need to rely on nonprofit or public-sector placements if they hope to put most participants to work and substantially increase employment.

- **Most participants were still struggling in the labor market when the follow-up period ended. This fact suggests a need for new approaches that can achieve larger and longer-lasting impacts.**

ETJD's results provide confirmatory evidence that transitional jobs programs can improve longer-term employment and earnings outcomes. However, the longer-term impacts were modest in size and, perhaps more important, relatively few participants found stable, well-paying jobs. At the end of the follow-up period, only about one-third of study participants were employed full time. If the goal is to substantially improve participants' labor-market outcomes, new models will need to be developed and tested. In particular, it may be worthwhile to design models that combine subsidized employment with skills training that responds to employers' needs in specific sectors. Those approaches have had some success improving longer-term employment outcomes for low-income men, but they tend to screen participants aggressively and do not often serve the kinds of very disadvantaged people (mostly men) who were targeted in ETJD.[7]

- **Transitional jobs programs can reduce recidivism for high-risk individuals who were recently released from prison, but this result is not guaranteed.**

Even modest reductions in recidivism can make transitional jobs cost-effective; program costs would be more than repaid through increased earnings and reduced criminal-justice-system costs. Incarceration is detrimental to individuals and their families and leads to poor short- and long-term outcomes, and programs that are able to break the cycle of recidivism are few and far between. Like earlier studies of transitional jobs programs, ETJD has illustrated that transitional

[7]Hendra et al. (2016).

jobs programs have promising potential in this area, when they are well managed and when they target those at higher risk.

Of the eight transitional jobs programs for individuals returning from prison that have been rigorously evaluated in recent years, the two that were effective at reducing recidivism (Indianapolis's RecycleForce in ETJD and New York City's Center for Employment Opportunities in the U.S. Department of Health and Human Services' Hard-to-Employ Demonstration and Evaluation Project) had common elements. Both were mature programs that worked exclusively with the target population for many years before being evaluated. By the time the programs were evaluated, the basic components of the model were well established, relationships with partners in the criminal justice system were strong, and the programs' components were structured and systematic. In other words, the programs understood their target populations and knew how to run their transitional jobs programs. In addition, in both the Center for Employment Opportunities and RecycleForce, program staff members were responsible for supervising participants at work, providing the programs with some control over the work experience.[8] Many of the other programs that were evaluated in earlier studies and in ETJD either had little experience with recently incarcerated people, or were just starting to operate transitional jobs on a large scale, or both.[9]

- **Transitional jobs programs can improve child support payment outcomes. The specific pattern of impacts will depend on the program model.**

As expected, the ETJD programs targeting noncustodial parents increased child support payments during the period when many participants were working in transitional jobs. On average, those four programs did not significantly increase the amount of child support that participants paid in the last year of the follow-up period (even though earnings modestly increased over that time, as described earlier), but they *did* increase the proportion of parents who paid any child support during that final year. This pattern was at least partly caused by the San Francisco program which, as noted earlier, produced a large increase in the proportion of parents paying support while having no impact on total payments (because of its incentive policy of routinely reducing the amounts parents had to pay in exchange for program participation). Moreover, the San Francisco child support policy may have contributed to the program's sustained impacts on employment and earnings. Some child support agencies may find this trade-off to be worthwhile, depending on their goals and priorities.

[8]Redcross, Millenky, Rudd, and Levshin (2012).

[9]Jacobs (2012); Redcross et al. (2010).

- **Policymakers and practitioners should clarify the goals of subsidized employment programs.**

Subsidized jobs have historically been used as a mechanism to put money in people's pockets during periods of economic instability and high unemployment. This study confirms that transitional jobs can provide income for those who are unemployed. Even when the overall labor market is strong, there are populations that persistently struggle to find and hold jobs. When transitional jobs were offered to those groups in ETJD, individuals readily accepted them and were willing to work, even in relatively low-paying and low-skilled jobs. This finding is noteworthy, and provides evidence that subsidized jobs are a sure mechanism for getting money into the pockets of those struggling either persistently or temporarily in the labor market. This additional income not only supports these individuals, it provides support to their families and children — through child support payments deducted from their paychecks or directly by putting food on the table. At the same time, individuals may benefit from other services that they might not be willing to engage in without the more salient benefit of a paid job.

That said, if the goal of a subsidized jobs program is to improve individuals' longer-term employment outcomes, the ETJD results provide somewhat less definitive guidance. ETJD's impacts on employment outcomes were better than results from previous transitional jobs evaluations serving similar populations, but the gains were not large or consistent. Because the more effective ETJD programs served different target populations and had different enhancements, it is difficult to conclude that any specific model or enhancement produced the strongest results.

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Appendix A

Subgroup Analyses

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Appendix Table A.1

Impacts on Employment and Earnings, by Sites' Target Populations

Outcome	Noncustodial Parent Sites				Sites Targeting Formerly Incarcerated Individuals				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Total earnings in the 30-month follow-up period ($)	20,056	16,096	3,960***	[2,874, 5,047]	16,050	14,246	1,804***	[696, 2,912]	††
Total earnings in the last year of the follow-up period ($)	9,254	8,194	1,060***	[451, 1,668]	6,993	6,832	161	[-459, 782]	†
Ever employed in that last year (%)	67.9	63.2	4.7***	[2.4, 7.1]	59.6	56.6	3.0*	[0.1, 5.9]	
Quarters employed during that last year	2.1	1.9	0.2***	[0.1, 0.3]	1.6	1.6	0.1	[0.0, 0.2]	†
Employed in all quarters of that last year (%)	33.9	29.6	4.3***	[2.0, 6.5]	21.2	21.1	0.1	[-2.2, 2.5]	††
Sample size	2,011	1,986			1,507	1,493			

SOURCE: MDRC calculations based on quarterly wage data from the National Directory of New Hires.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.
Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.
[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Appendix Table A.2

Impacts on Employment and Earnings Among Noncustodial Parents and Others: All Sites

Outcome	Noncustodial Parent				Not a Noncustodial Parent				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Total earnings in the 30-month follow-up period ($)	19,131	15,752	3,379***	[2,454, 4,304]	16,040	13,844	2,196**	[723, 3,670]	
Total earnings in the last year of the follow-up period ($)	8,677	7,924	753**	[235, 1,272]	7,134	6,622	512	[-304, 1,328]	
Ever employed in that last year (%)	66.1	61.8	4.3***	[2.2, 6.4]	59.5	55.9	3.6	[-0.2, 7.5]	
Quarters employed during that last year	1.9	1.8	0.2***	[0.1, 0.2]	1.6	1.6	0.1	[0.0, 0.2]	
Employed in all quarters of that last year (%)	30.6	27.4	3.1***	[1.2, 5.1]	22.1	21.6	0.5	[-2.7, 3.6]	
Sample size	2,642	2,619			876	860			

SOURCE: MDRC calculations based on quarterly wage data from the National Directory of New Hires.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.
Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.
[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Appendix Table A.3
Impacts on Employment and Earnings by Employment Status in the Year Before Entering the Study: Noncustodial Parent Sites

Outcome	Did Not Work in the Year Before Entering the Study				Worked in the Year Before Entering the Study				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Total earnings in the 30-month follow-up period ($)	15,157	10,628	4,529***	[3,204, 5,853]	25,108	21,647	3,461***	[1,724, 5,198]	
Total earnings in the last year of the follow-up period ($)	6,865	5,623	1,242***	[472, 2,012]	11,715	10,808	906	[-44, 1,856]	
Ever employed in that last year (%)	56.9	50.6	6.3***	[2.7, 9.9]	79.4	75.8	3.6*	[0.5, 6.6]	
Quarters employed during that last year	1.6	1.4	0.2***	[0.1, 0.3]	2.5	2.3	0.2***	[0.1, 0.3]	
Employed in all quarters of that last year (%)	24.4	21.0	3.4*	[0.4, 6.4]	43.6	38.4	5.2**	[1.7, 8.8]	
Sample size	1,026	996			985	990			

SOURCE: MDRC calculations based on quarterly wage data from the National Directory of New Hires.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.
Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.
[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Appendix Table A.4

Impacts on Employment and Earnings, Child Support, and Criminal Justice Outcomes, by Level of Education

Outcome	Does Not Have a High School Diploma				Has a High School Diploma				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Employment and earnings: all sites									
Total earnings in the 30-month follow-up period ($)	15,147	10,789	4,359***	[3,139, 5,578]	19,695	17,028	2,667***	[1,636, 3,698]	†
Total earnings in the last year of the follow-up period ($)	6,697	5,423	1,274***	[581, 1,966]	9,034	8,452	582*	[7, 1,157]	
Ever employed in that last year (%)	61.1	53.6	7.5***	[3.8, 11.3]	65.9	63.4	2.5*	[0.3, 4.7]	†
Quarters employed during that last year	1.7	1.5	0.2***	[0.1, 0.3]	1.9	1.8	0.1**	[0.0, 0.2]	
Employed in all quarters of that last year (%)	24.9	21.8	3.1	[-0.1, 6.2]	30.0	28.1	1.9	[-0.2, 4.0]	
Sample size	875	880			2,392	2,238			
Child support: noncustodial parent sites									
Total child support paid in the 30-month follow-up period ($)	2,240	2,113	127	[-518, 772]	3,127	2,929	198	[-121, 518]	
Amount of formal child support paid in the last year of the follow-up period ($)	1,015	1,032	-17	[-356, 322]	1,315	1,402	-88	[-260, 85]	
Paid any formal child support in that last year (%)	55.8	46.9	8.9***	[4.1, 13.7]	64.4	59.1	5.3***	[2.3, 8.3]	
Sample size	507	519			1,317	1,180			

(continued)

Appendix Table A.4 (continued)

Outcome	Does Not Have a High School Diploma				Has a High School Diploma				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Criminal justice: sites targeting formerly incarcerated individuals									
Arrested, convicted, or admitted to jail or prison (%)	64.5	64.6	-0.2	[-5.8, 5.5]	55.6	57.6	-2.0	[-5.4, 1.4]	
Convicted of a crime (%)	36.1	41.4	-5.3	[-11.4, 0.8]	31.8	32.8	-1.0	[-4.4, 2.4]	
Incarcerated in jail or prison (%)	60.8	59.6	1.2	[-4.6, 7.0]	51.2	52.6	-1.4	[-4.9, 2.1]	
Total days incarcerated	145	177	-31*	[-61, -2]	115	132	-16*	[-31, -2]	
Sample size	331	332			1,027	1,003			

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, child support agency records, and criminal justice agency records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.
Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.
[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Appendix Table A.5

Impacts on Employment and Earnings, Child Support, and Criminal Justice Outcomes, by Age

Outcome	18 to 24 Years Old				25 Years Old or Older				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Employment and earnings: all sites									
Total earnings in the 30-month follow-up period ($)	11,592	8,857	2,735***	[1,260, 4,211]	19,275	16,098	3,177***	[2,309, 4,045]	
Total earnings in the last year of the follow-up period ($)	5,280	4,678	602	[-246, 1,449]	8,700	7,974	727**	[243, 1,211]	
Ever employed in that last year (%)	60.1	58.4	1.6	[-3.9, 7.2]	64.9	60.7	4.2***	[2.3, 6.2]	
Quarters employed during that last year	1.6	1.6	0.0	[-0.1, 0.2]	1.9	1.8	0.2***	[0.1, 0.2]	
Employed in all quarters of that last year (%)	19.4	19.8	-0.4	[-4.7, 4.0]	29.7	26.8	2.9***	[1.1, 4.7]	
Sample size	406	406			3,112	3,073			
Child support: noncustodial parent sites									
Total child support paid in the 30-month follow-up period ($)	1,502	1,387	115	[-433, 662]	3,145	2,735	410**	[100, 720]	
Amount of formal child support paid in the last year of the follow-up period ($)	696	752	-56	[-345, 232]	1,360	1,308	52	[-124, 228]	
Paid any formal child support in that last year (%)	61.0	50.6	10.3*	[1.4, 19.3]	62.0	55.9	6.0***	[3.5, 8.5]	
Sample size	156	146			1,843	1,821			

(continued)

Appendix Table A.5 (continued)

Outcome	18 to 24 Years Old				25 Years Old or Older				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Criminal justice: sites targeting formerly incarcerated individuals									
Arrested, convicted, or admitted to jail or prison (%)	71.6	71.4	0.1	[-6.5, 6.8]	56.3	58.1	-1.8	[-4.9, 1.3]	
Convicted of a crime (%)	39.3	46.2	-6.9	[-14.7, 0.9]	32.0	33.7	-1.7	[-4.8, 1.4]	
Incarcerated in jail or prison (%)	68.0	66.0	2.0	[-4.9, 8.9]	52.1	53.2	-1.0	[-4.2, 2.1]	
Total days incarcerated	173	214	-40*	[-77, -3]	113	133	-20**	[-33, -6]	
Sample size	248	257			1,250	1,231			

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, child support agency records, and criminal justice agency records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Appendix Table A.6

Impacts on Employment and Earnings, Child Support, and Criminal Justice Outcomes, by Time of Entry into the Program

Outcome	Year 1				Year 2				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Employment and earnings: all sites									
Total earnings in the 30-month follow-up period ($)	17,481	14,407	3,075***	[2,028, 4,121]	19,334	16,150	3,184***	[2,010, 4,358]	
Total earnings in the last year of the follow-up period ($)	7,651	7,151	500	[-78, 1,079]	8,993	8,050	943**	[281, 1,605]	
Ever employed in that last year (%)	63.3	60.0	3.3**	[0.7, 5.9]	65.6	60.7	4.9***	[2.2, 7.5]	
Quarters employed during that last year	1.8	1.7	0.1**	[0.0, 0.2]	1.9	1.8	0.2***	[0.1, 0.2]	
Employed in all quarters of that last year (%)	26.9	25.3	1.6	[-0.7, 3.9]	30.1	26.7	3.5**	[1.1, 5.9]	
Sample size	1,804	1,781			1,714	1,698			
Child support: noncustodial parent sites									
Total child support paid in the 30-month follow-up period ($)	2,895	2,633	261	[-161, 684]	3,146	2,632	515**	[118, 911]	
Amount of formal child support paid in the last year of the follow-up period ($)	1,202	1,246	-45	[-263, 174]	1,415	1,290	125	[-121, 372]	
Paid any formal child support in that last year (%)	61.5	55.4	6.1***	[2.8, 9.5]	62.2	55.9	6.3***	[2.9, 9.7]	
Sample size	1,008	992			991	975			

(continued)

Appendix Table A.6 (continued)

Outcome	Year 1 Program Group	Year 1 Control Group	Year 1 Difference (Impact)	Year 1 Ninety Percent Confidence Interval	Year 2 Program Group	Year 2 Control Group	Year 2 Difference (Impact)	Year 2 Ninety Percent Confidence Interval	Difference Between Subgroup Impacts[a]
Criminal justice: sites targeting formerly incarcerated individuals									
Arrested, convicted, or admitted to jail or prison (%)	59.7	58.9	0.9	[-3.0, 4.7]	58.1	61.8	-3.7	[-7.7, 0.3]	
Convicted of a crime (%)	32.1	35.6	-3.5	[-7.4, 0.4]	34.2	36.0	-1.8	[-5.9, 2.4]	
Incarcerated in jail or prison (%)	55.4	54.1	1.2	[-2.7, 5.1]	54.4	56.4	-1.9	[-6.0, 2.2]	
Total days incarcerated	116	140	-25**	[-42, -7]	133	152	-19*	[-38, 0]	
Sample size	789	776			709	712			

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, child support agency records, and criminal justice agency records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
Rounding may cause slight discrepancies in calculating sums and differences.
Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.
[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

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Appendix B

Supplementary Tables and Figures for Atlanta

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Appendix Table B.1

Impacts on Employment and Earnings: Atlanta

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data[a]				
Total earnings during the 30-month follow-up period ($)	30,329	25,588	4,741***	[2,000, 7,482]
Total earnings in the last year of the follow-up period ($)	14,098	13,168	930	[-595, 2,456]
Ever employed in that last year (%)	79.1	74.1	5.0*	[0.8, 9.3]
Quarters employed during that last year	2.6	2.4	0.2**	[0.0, 0.4]
Employed in all quarters of that last year (%)	48.9	45.0	3.9	[-1.2, 9.0]
Sample size	501	495		
Self-reported outcomes based on survey data				
Ever employed in the last year of the follow-up period (%)	91.7	84.4	7.3***	[3.6, 11.0]
Employed at the time of the 30-month survey (%)	76.0	71.8	4.1	[-0.9, 9.1]
Employed and earning more than $10 per hour	43.7	34.8	8.9**	[3.0, 14.8]
Hours worked per week at the time of the 30-month survey (%)				
More than 20 hours	71.4	64.3	7.1**	[1.8, 12.5]
More than 34 hours	59.3	53.0	6.3*	[0.6, 12.1]
Type of employment at the time of the 30-month survey (%)				
Not currently employed	26.7	31.6	-4.9	[-10.3, 0.6]
Permanent	61.9	53.8	8.1**	[2.1, 14.1]
Temporary, including day labor and odd jobs	10.5	14.1	-3.6	[-7.7, 0.5]
Other	0.9	0.5	0.4	[-0.7, 1.4]
Among those currently employed at the time of the 30-month survey:[b]				
Hours worked per week	40.2	40.3	-0.1	
Hourly wage ($)	12.3	11.8	0.5	
Sample size	409	393		

(continued)

Appendix Table B.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[b]These measures are calculated among those employed at the time of the survey; they are therefore considered nonexperimental and are not tested for statistical significance.

Appendix Table B.2

Impacts on Child Support and Family Relationships: Atlanta

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data				
Amount of formal child support paid in the last year of the follow-up period ($)	1,987	1,652	335**	[94, 577]
Paid any formal child support in that last year[a] (%)	72.9	70.6	2.3	[-2.4, 7.0]
Months of formal child support paid in that last year	6.0	5.4	0.5*	[0.0, 1.0]
Among those who paid formal child support:				
Months from random assignment to first payment[b]	2.6	5.7	-3.1	
Sample size	501	495		
Self-reported outcomes based on survey data (%)				
Currently a noncustodial parent of a minor-age child	64.2	59.5	4.7	[-0.6, 10.0]
Provided informal cash support or noncash support in the past month	48.8	47.4	1.3	[-4.3, 7.0]
Informal cash support	37.4	33.5	3.9	[-1.5, 9.3]
Noncash support	43.9	42.9	1.1	[-4.5, 6.6]
Owing child support affects willingness to take jobs	27.6	22.2	5.5	[-0.4, 11.3]
Incarcerated for not paying child support	6.0	7.7	-1.7	[-4.7, 1.2]
Frequency of contact with the focal child in the past 3 months[c]				
A few times a week or more	32.4	35.1	-2.7	[-8.2, 2.9]
A few times a month	12.2	14.4	-2.3	[-6.4, 1.9]
Less than a few times a month	4.9	8.4	-3.5*	[-6.5, -0.5]
Not at all	23.1	15.7	7.4**	[2.7, 12.1]
No minor-aged children	27.4	26.4	1.0	[-3.8, 5.8]
Sample size	409	392		

(continued)

Appendix Table B.2 (continued)

SOURCES: MDRC calculations based on child support agency data and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Measures of formal child support include all payments made through the state's child support collection and disbursement unit, including funds from employer withholding and other sources (for example, intercepted tax refunds).

[b]This measure is calculated among those who paid child support during the follow-up period; it is therefore considered nonexperimental and is not tested for statistical significance.

[c]The focal child is defined as the youngest minor-age child living outside of the sample member's household; if the sample member reports no minor-age children living outside of his or her household, the focal child is the youngest minor-age child residing within the household. A contact is defined as spending one or more hours a day with the focal child.

Appendix Table B.3

Impacts on Criminal Justice Outcomes: Atlanta

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Self-reported outcomes based on survey data[a]				
Incarcerated (%)	13.7	16.3	-2.5	[-6.7, 1.6]
Incarcerated for not paying child support (%)	6.0	7.7	-1.7	[-4.7, 1.2]
Total days incarcerated	14.0	10.4	3.6	[-3.4, 10.5]
On parole or probation since entering the study (%)	26.3	23.2	3.1	[-1.7, 8.0]
Received a technical violation of parole or probation (%)	3.2	2.0	1.2	[-0.7, 3.1]
Received a sanction for a technical parole violation (%)	2.3	1.7	0.5	[-1.1, 2.2]
Sample size	409	392		

SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Measures include occurrences at any point between random assignment and the time of the 30-month survey.

Appendix Table B.4

Impacts on Material Hardship: Atlanta

Outcome (%)	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Experienced a financial shortfall in the past 12 months	60.6	56.3	4.3	[-1.5, 10.1]
Could not pay rent or mortgage	43.1	40.8	2.3	[-3.5, 8.1]
Evicted from home or apartment	8.4	8.7	-0.3	[-3.6, 3.0]
Utility or phone service disconnected	32.1	30.3	1.8	[-3.6, 7.3]
Could not afford prescription medicine	41.0	33.3	7.7**	[2.0, 13.4]
Received food stamps in the past month	21.9	27.3	-5.4*	[-10.4, -0.5]
Did not have enough food in the past month	32.2	24.3	7.9**	[2.6, 13.3]
Lived in emergency or temporary housing in the past month	2.5	3.8	-1.2	[-3.3, 0.8]
Sample size	409	393		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table B.5

Impacts on Health, Well-Being, and Social Support: Atlanta

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Is currently in good, very good, or excellent health (%)	77.4	78.9	-1.5	[-6.3, 3.4]
Had health insurance coverage in the past month (%)	45.2	41.7	3.5	[-2.3, 9.3]
Health insurance coverage was employer-based	28.8	26.1	2.6	[-2.6, 7.9]
Is currently happy (%)				
Very happy	25.4	26.2	-0.9	[-6.0, 4.3]
Pretty happy	53.9	55.8	-1.9	[-7.8, 3.9]
Not too happy	20.8	18.0	2.8	[-1.8, 7.4]
Experienced serious psychological distress in the past month[a]	11.4	11.5	-0.1	[-3.9, 3.6]
Emotional support network score[b]	3.5	3.6	0.0	[-0.20, 0.10]
Sample size	409	393		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

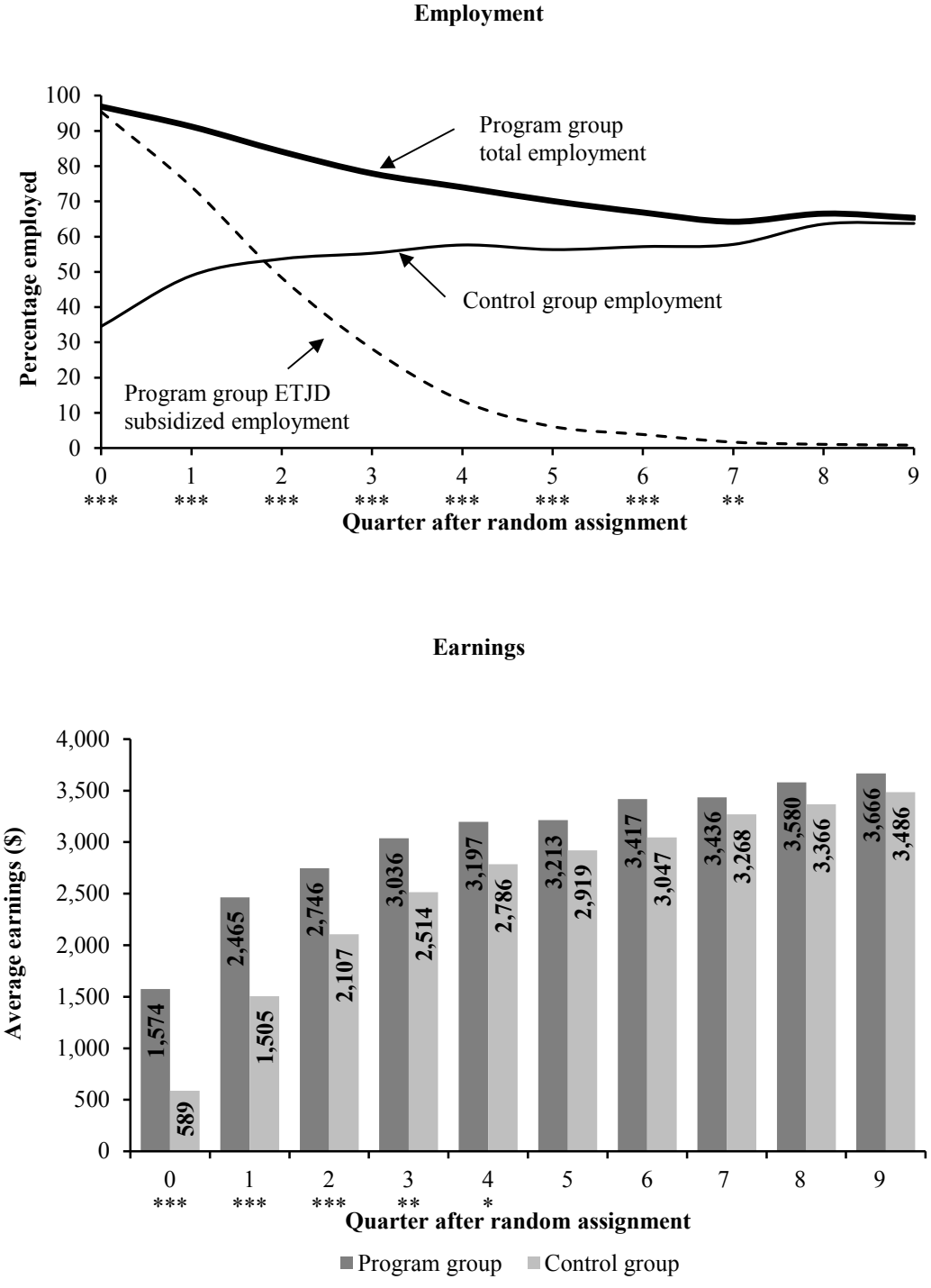
Rounding may cause slight discrepancies in calculating sums and differences.

[a]Percentage of respondents indicating serious psychological distress based on the Kessler-6 (K-6) scale. A score of 13 or higher on the K-6 scale is used here to define serious psychological distress. The K-6 assesses how often during the past month a respondent felt so sad that nothing could cheer him or her up; nervous; restless or fidgety; hopeless; that everything was an effort; or worthless. As a result of minor differences between the scale used to administer the K-6 in the 12-month survey and the standard K-6 scale, the percentages presented in this table may slightly underestimate the incidence of serious psychological distress in this sample.

[b]Scores on the Emotional/Informational Social Support subscale from the RAND Medical Outcomes Study range from 1 (weak emotional support network) to 5 (strong emotional support network). The Emotional/Informational Social Support instrument assesses how often respondents have someone: they can count on to listen to them when they need to talk; to give them information to help them understand a situation; to give them good advice about a crisis; to confide in or talk to about themselves or their problems; whose advice they really want; to share their most private worries and fears with; to turn to for suggestions about how to deal with a personal problem; or who understands their problems. For additional documentation, please see Sherbourne and Stewart (1993) and Moser et al. (2012).

Appendix Figure B.1

Employment and Earnings Over Time: Atlanta



(continued)

Appendix Figure B.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

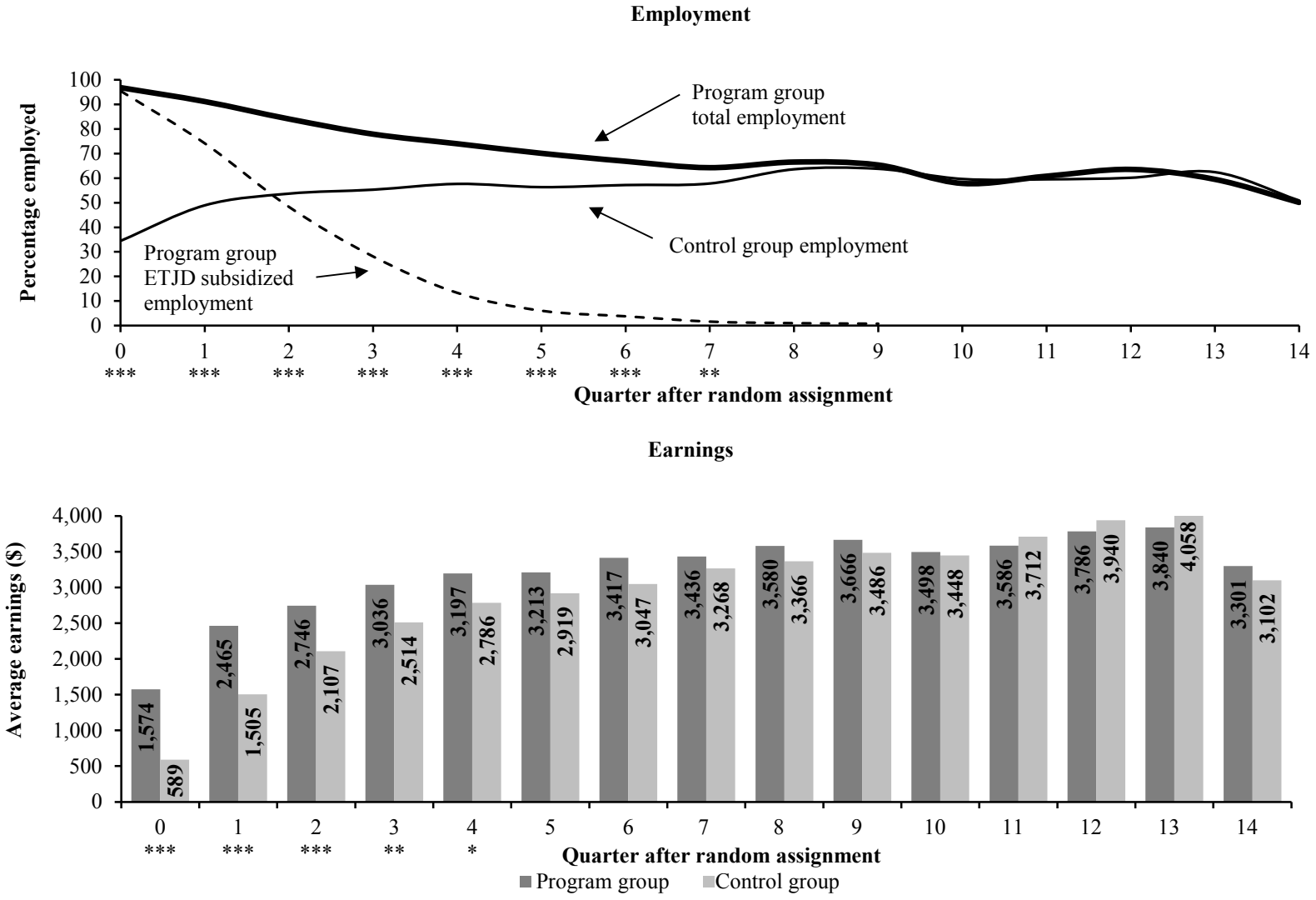
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix Figure B.2

Employment and Earnings Over Time (Extended Follow-Up): Atlanta



(continued)

Appendix Figure B.2 (continued)

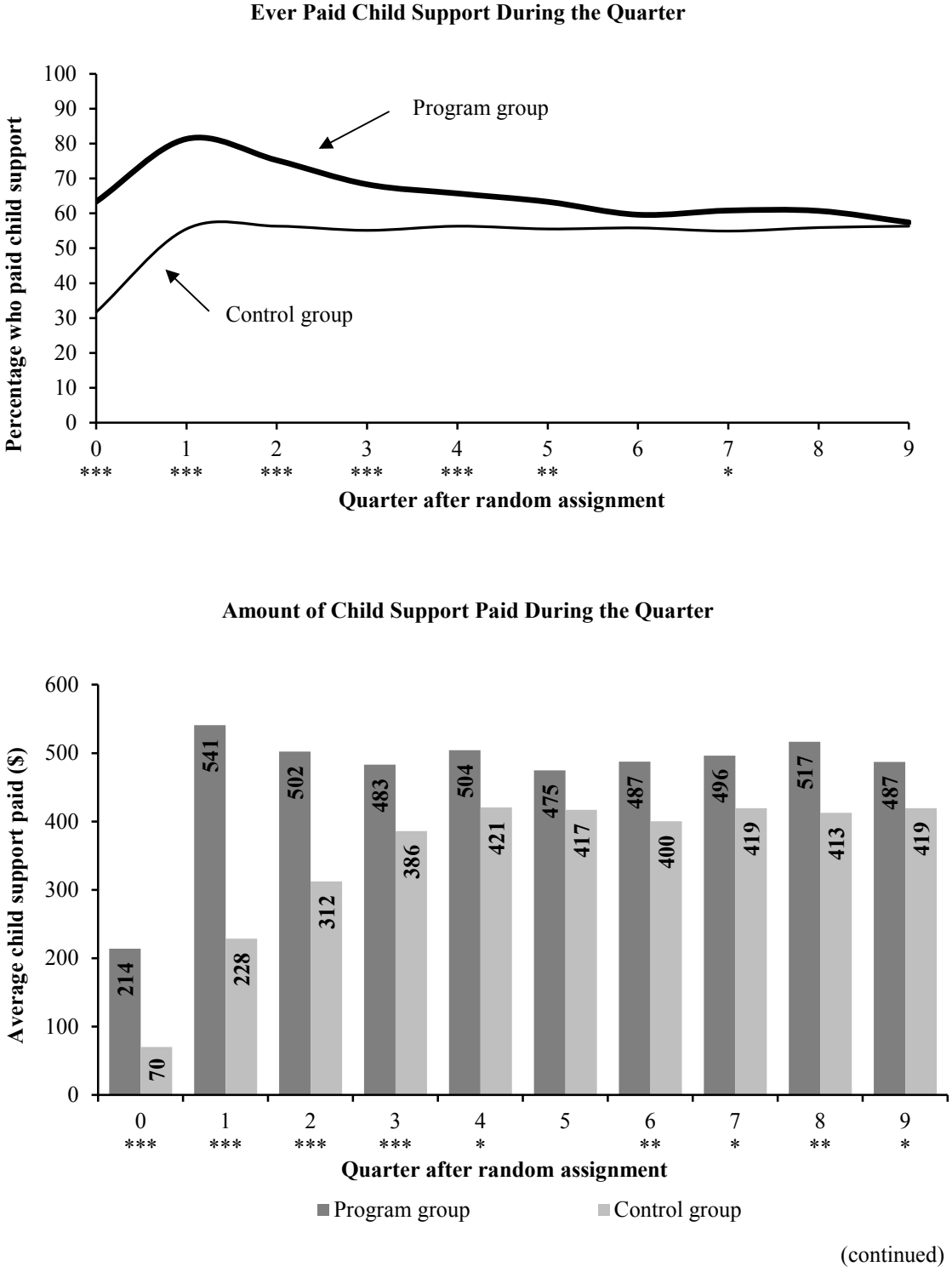
SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 14 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix Figure B.3

Child Support Payment Over Time: Atlanta



(continued)

Appendix Figure B.3 (continued)

SOURCE: MDRC calculations based on child support agency data.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

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Appendix C

Supplementary Tables and Figures for Milwaukee

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Appendix Table C.1

Impacts on Employment and Earnings: Milwaukee

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data[a]				
Total earnings during the 30 months of follow-up ($)	15,159	12,284	2,875***	[1,292, 4,459]
Total earnings in the last year of the follow-up period ($)	7,160	6,592	567	[-364, 1,499]
Ever employed in that last year (%)	71.6	69.2	2.5	[-2.1, 7.1]
Quarters employed during that last year	2.1	1.9	0.2*	[0.0, 0.3]
Employed in all quarters of that last year (%)	31.5	27.7	3.8	[-0.8, 8.4]
Sample size	502	501		
Self-reported outcomes based on survey data				
Ever employed in the last year of the follow-up period (%)	80.8	79.6	1.2	[-3.4, 5.9]
Employed at the time of the 30-month survey (%)	52.4	52.8	-0.5	[-6.3, 5.4]
Employed and earning more than $10 per hour	20.7	18.9	1.8	[-2.9, 6.6]
Hours worked per week at the time of the 30-month survey (%)				
More than 20 hours	43.0	40.5	2.5	[-3.3, 8.3]
More than 34 hours	33.5	31.5	2.0	[-3.6, 7.6]
Type of employment at the time of the 30-month survey (%)				
Not currently employed	51.8	51.3	0.6	[-5.6, 6.7]
Permanent	32.6	33.8	-1.2	[-6.9, 4.6]
Temporary, including day labor and odd jobs	15.3	15.0	0.3	[-4.1, 4.8]
Other	0.3	0.0	0.3	[-0.2, 0.7]
Among those currently employed at the time of the 30-month survey:[b]				
Hours worked per week	35.2	34.8	0.4	
Hourly wage ($)	11.2	10.5	0.7	
Sample size	401	382		

(continued)

Appendix Table C.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

[a]Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[b]These measures are calculated among those employed at the time of the survey; they are therefore considered nonexperimental and are not tested for statistical significance.

Appendix Table C.2

Impacts on Child Support and Family Relationships: Milwaukee

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data				
Amount of formal child support paid in the last year of follow-up ($)	995	991	4	[-163, 172]
Paid any formal child support in that last year[a] (%)	73.5	68.5	5.0*	[0.3, 9.7]
Months of formal child support paid in that last year	4.5	4.1	0.3	[-0.1, 0.8]
Among those who paid formal child support:				
Months from random assignment to first payment[b]	4.2	7.6	-3.4	
Sample size	502	501		
Self-reported outcomes based on survey data (%)				
Currently a noncustodial parent of a minor-age child	70.3	70.2	0.1	[-5.0, 5.2]
Provided informal cash support or noncash support in the past month	55.5	54.9	0.6	[-5.1, 6.3]
Informal cash support	43.1	40.9	2.2	[-3.5, 8.0]
Noncash support	52.4	52.3	0.1	[-5.6, 5.7]
Owing child support affects willingness to take jobs	17.9	17.7	0.2	[-4.8, 5.3]
Incarcerated for not paying child support	3.1	3.4	-0.3	[-2.4, 1.8]
Frequency of contact with the focal child in the past 3 months[c]				
A few times a week or more	44.7	47.6	-2.9	[-8.7, 2.9]
A few times a month	10.6	12.0	-1.4	[-5.2, 2.4]
Less than a few times a month	3.3	4.9	-1.6	[-4.0, 0.8]
Not at all	21.7	16.7	5.0*	[0.2, 9.7]
No minor-aged children	19.7	18.8	0.9	[-3.3, 5.1]
Sample size	401	382		

(continued)

Appendix Table C.2 (continued)

SOURCES: MDRC calculations based on child support agency data and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Measures of formal child support include all payments made through the state's child support collection and disbursement unit, including funds from employer withholding and other sources (for example, intercepted tax refunds).

[b]This measure is calculated among those who paid child support during the follow-up period; it is therefore considered nonexperimental and is not tested for statistical significance.

[c]The focal child is defined as the youngest minor-age child living outside of the sample member's household; if the sample member reports no minor-age children living outside of his or her household, the focal child is the youngest minor-age child residing within the household. A contact is defined as spending one or more hours a day with the focal child.

Appendix Table C.3

Impacts on Criminal Justice Outcomes: Milwaukee

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Self-reported outcomes based on survey data[a]				
Incarcerated (%)	28.2	22.0	6.2**	[1.3, 11.2]
Incarcerated for not paying child support (%)	3.1	3.4	-0.3	[-2.4, 1.8]
Total days incarcerated	47.6	43.4	4.2	[-12.7, 21.0]
On parole or probation since entering the study (%)	29.1	25.7	3.5	[-1.4, 8.3]
Received a technical violation of parole or probation (%)	9.1	8.2	0.9	[-2.4, 4.2]
Received a sanction for a technical parole violation (%)	6.4	6.5	-0.1	[-3.0, 2.8]
Sample size	398	382		

SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Measures include occurrences at any point between random assignment and the time of the 30-month survey.

Appendix Table C.4

Impacts on Material Hardship: Milwaukee

Outcome (%)	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Experienced a financial shortfall in the past 12 months	71.7	69.9	1.8	[-3.7, 7.2]
Could not pay rent or mortgage	53.2	52.8	0.4	[-5.6, 6.4]
Evicted from home or apartment	7.5	7.6	0.0	[-3.2, 3.1]
Utility or phone service disconnected	47.5	45.5	2.0	[-4.0, 8.0]
Could not afford prescription medicine	37.9	35.2	2.6	[-3.2, 8.4]
Received food stamps in the past month	56.8	59.6	-2.8	[-8.6, 3.1]
Did not have enough food in the past month	31.7	33.2	-1.5	[-7.2, 4.2]
Lived in emergency or temporary housing in the past month	5.7	4.6	1.1	[-1.5, 3.8]
Sample size	401	382		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table C.5

Impacts on Health, Well-Being, and Social Support: Milwaukee

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Is currently in good, very good, or excellent health (%)	60.9	64.3	-3.4	[-9.1, 2.2]
Had health insurance coverage in the past month (%)	63.9	65.5	-1.7	[-7.4, 4.1]
Health insurance coverage was employer-based	9.2	8.8	0.4	[-3.1, 3.9]
Is currently happy (%)				
Very happy	18.0	13.7	4.3	[0.0, 8.6]
Pretty happy	51.6	53.7	-2.1	[-8.0, 3.9]
Not too happy	30.4	32.6	-2.2	[-7.7, 3.2]
Experienced serious psychological distress in the past month[a]	17.5	19.7	-2.3	[-6.9, 2.3]
Emotional support network score[b]	3.6	3.5	0.1	[0.0, 0.2]
Sample size	401	382		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

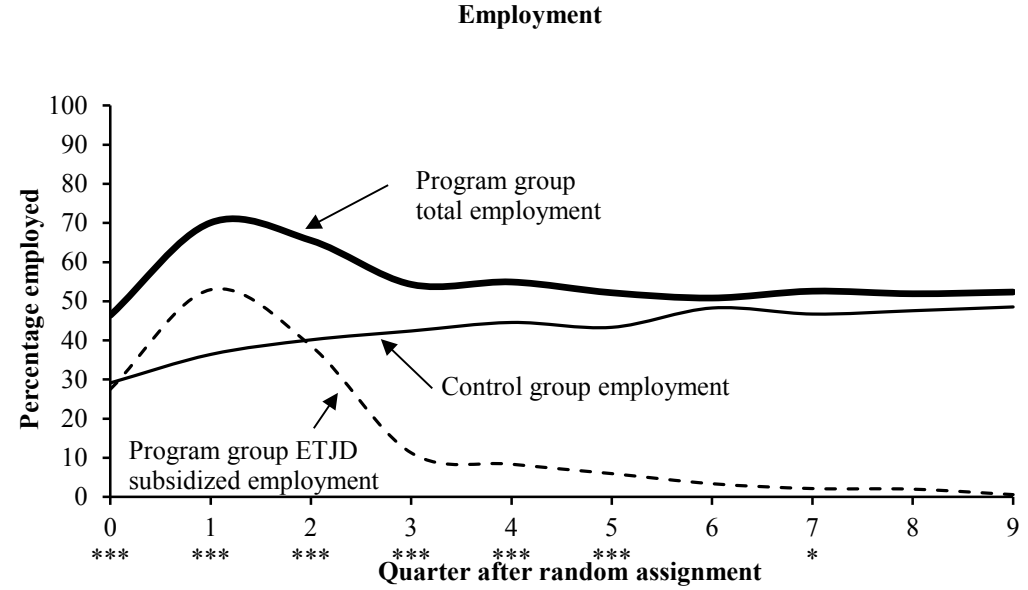
Rounding may cause slight discrepancies in calculating sums and differences.

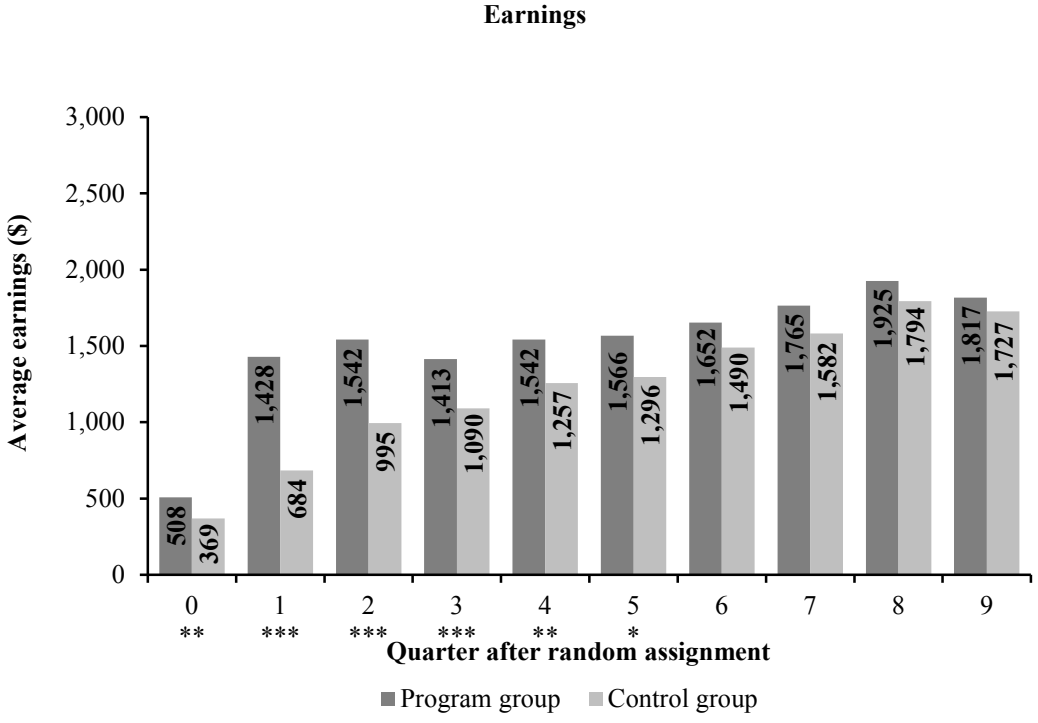
[a]Percentage of respondents indicating serious psychological distress based on the Kessler-6 (K-6) scale. A score of 13 or higher on the K-6 scale is used here to define serious psychological distress. The K-6 assesses how often during the past month a respondent felt so sad that nothing could cheer him or her up; nervous; restless or fidgety; hopeless; that everything was an effort; or worthless. As a result of minor differences between the scale used to administer the K-6 in the 12-month survey and the standard K-6 scale, the percentages presented in this table may slightly underestimate the incidence of serious psychological distress in this sample.

[b]Scores on the Emotional/Informational Social Support subscale from the RAND Medical Outcomes Study range from 1 (weak emotional support network) to 5 (strong emotional support network). The Emotional/Informational Social Support instrument assesses how often respondents have someone: they can count on to listen to them when they need to talk; to give them information to help them understand a situation; to give them good advice about a crisis; to confide in or talk to about themselves or their problems; whose advice they really want; to share their most private worries and fears with; to turn to for suggestions about how to deal with a personal problem; or who understands their problems. For additional documentation please see Sherbourne and Stewart (1993) and Moser et al. (2012).

Appendix Figure C.1

Employment and Earnings Over Time: Milwaukee





(continued)

Appendix Figure C.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

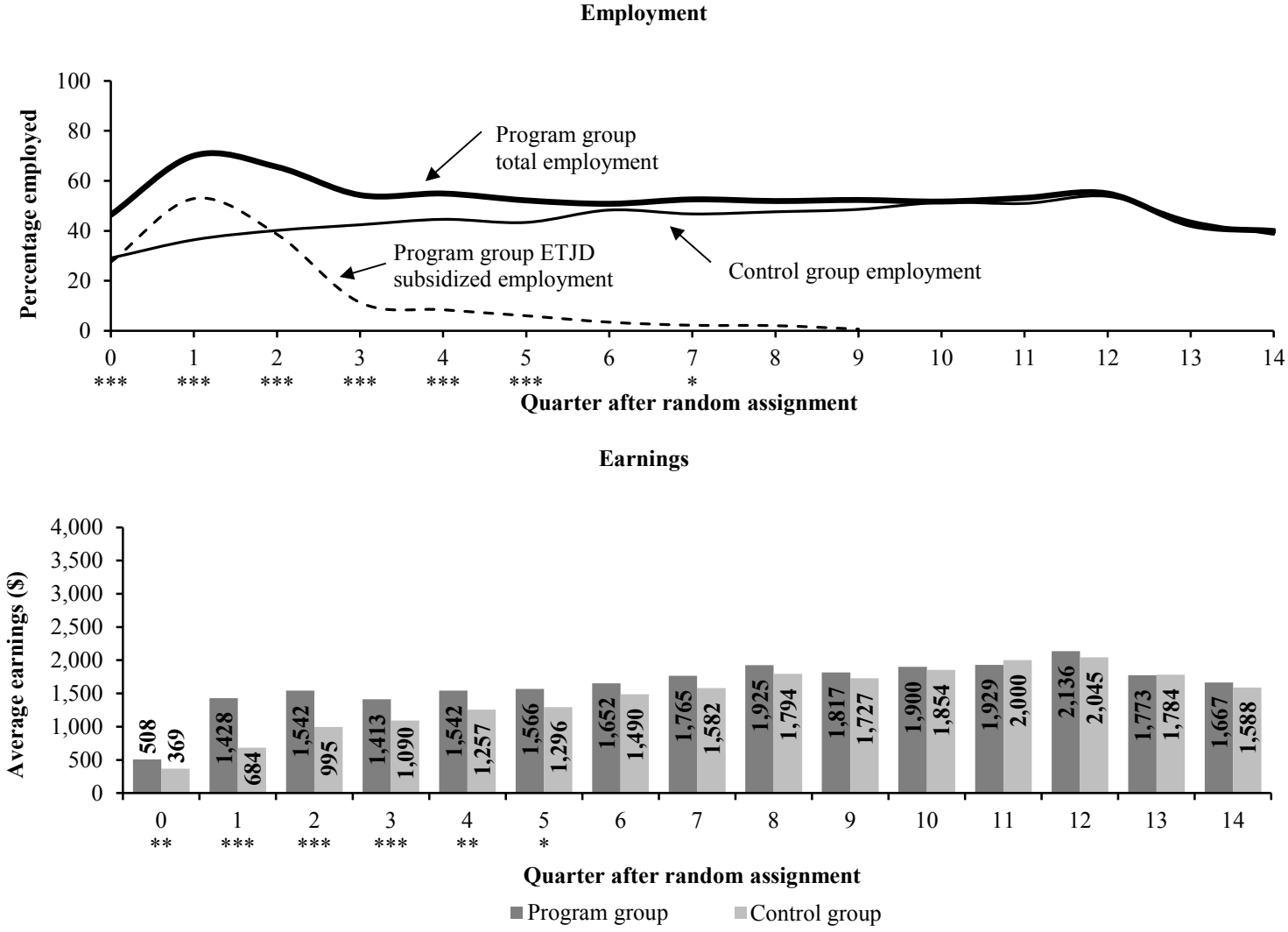
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix Figure C.2

Employment and Earnings Over Time (Extended Follow-up): Milwaukee



(continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

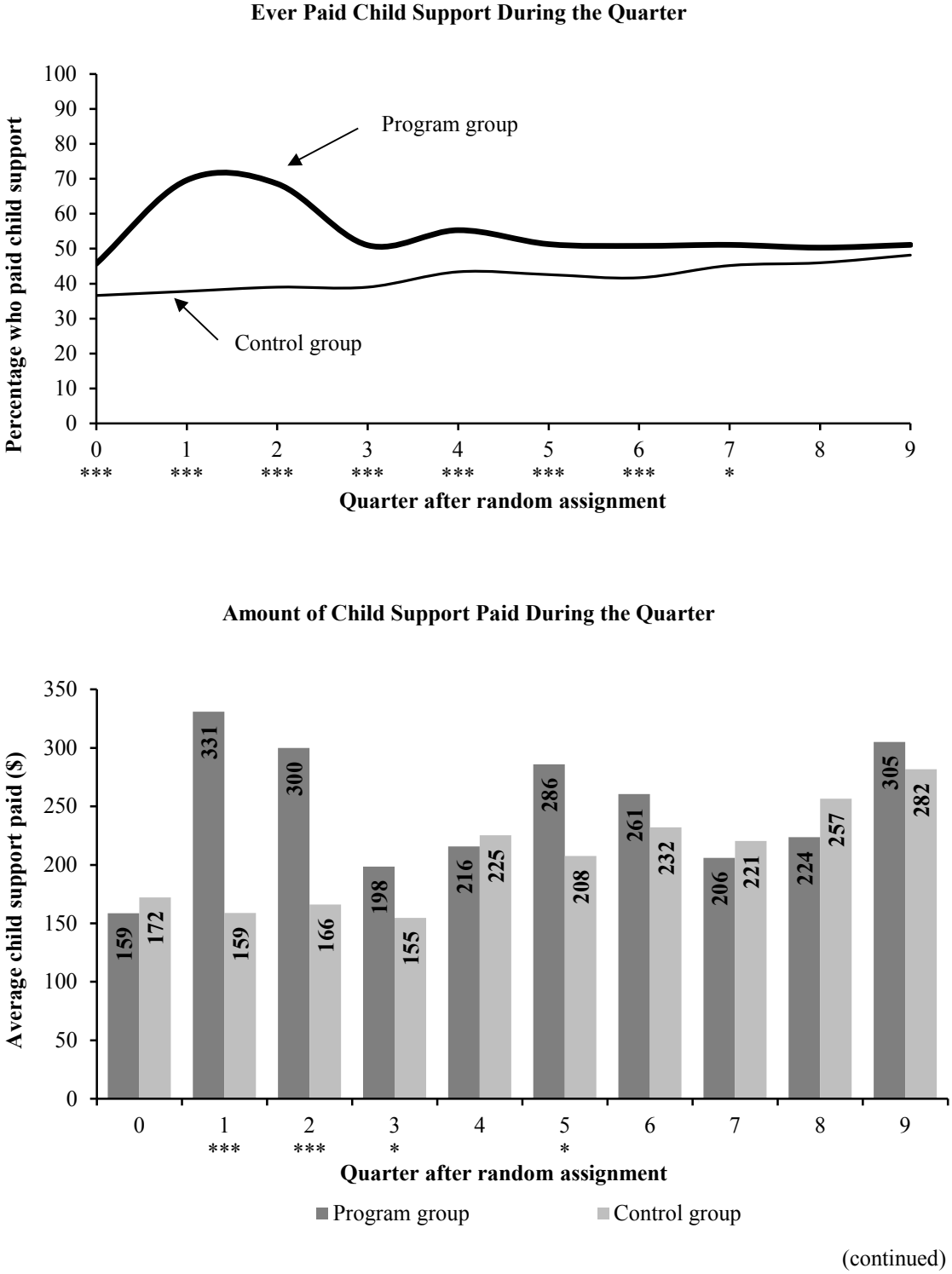
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 14 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix Figure C.3

Child Support Payment Over Time: Milwaukee



(continued)

Appendix Figure C.3 (continued)

SOURCE: MDRC calculations based on child support agency data.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

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Appendix D

Supplementary Tables and Figures for San Francisco

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Appendix Table D.1

Impacts on Employment and Earnings: San Francisco

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data[a]				
Total earnings during the 30 months of follow-up ($)	23,058	16,984	6,074***	[3,480, 8,667]
Total earnings in the last year of the follow-up period ($)	10,211	8,551	1,660*	[227, 3,094]
Ever employed in that last year (%)	61.5	53.9	7.6**	[2.7, 12.6]
Quarters employed during that last year	1.9	1.6	0.3***	[0.1, 0.5]
Employed in all quarters of that last year (%)	32.6	25.1	7.5***	[3.0, 12.1]
Sample size	502	492		
Self-reported outcomes based on survey data				
Ever employed in the last year of the follow-up period (%)	70.6	66.1	4.5	[-1.4, 10.4]
Employed at the time of the 30-month survey (%)	51.5	45.7	5.8	[-0.6, 12.2]
Employed and earning more than $10 per hour	41.6	34.9	6.7*	[0.2, 13.2]
Hours worked per week at the time of the 30-month survey (%)				
More than 20 hours	42.0	32.3	9.8***	[3.6, 16.0]
More than 34 hours	32.4	21.6	10.8***	[5.0, 16.5]
Type of employment at the time of the 30-month survey (%)				
Not currently employed	53.1	56.9	-3.8	[-10.5, 2.8]
Permanent	35.8	27.2	8.6**	[2.4, 14.8]
Temporary, including day labor and odd jobs	10.8	15.3	-4.5	[-9.1, 0.0]
Other	0.4	0.6	-0.3	[-1.2, 0.6]
Among those currently employed at the time of the 30-month survey:[b]				
Hours worked per week	35.1	32.1	3.0	
Hourly wage ($)	15.2	14.8	0.4	
Sample size	335	320		

(continued)

Appendix Table D.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[b]These measures are calculated among those employed at the time of the survey; they are therefore considered nonexperimental and are not tested for statistical significance.

Appendix Table D.2

Impacts on Child Support and Family Relationships: San Francisco

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data				
Amount of formal child support paid in the last year of the follow-up period ($)	1,917	2,187	-270	[-867, 327]
Paid any formal child support in that last year[a] (%)	65.4	54.3	11.1***	[6.0, 16.1]
Months of formal child support paid in that last year	4.8	4.2	0.6**	[0.1, 1.1]
Among those who paid formal child support:				
Months from random assignment to first payment[b]	5.3	6.0	-0.7	
Sample size	490	473		
Self-reported outcomes based on survey data (%)				
Currently a noncustodial parent of a minor-age child	47.6	54.6	-6.9*	[-13.1, -0.7]
Provided informal cash support or noncash support in the past month	33.2	40.5	-7.2*	[-13.3, -1.2]
Informal cash support	25.6	30.5	-4.9	[-10.7, 0.9]
Noncash support	30.7	38.4	-7.7**	[-13.7, -1.8]
Owing child support affects willingness to take jobs	24.8	25.4	-0.6	[-8.4, 7.3]
Incarcerated for not paying child support	0.7	0.2	0.4	[-0.5, 1.3]
Frequency of contact with the focal child in the past 3 months[c]				
A few times a week or more	42.7	43.7	-1.0	[-7.4, 5.4]
A few times a month	6.3	10.4	-4.0*	[-7.8, -0.3]
Less than a few times a month	3.8	2.5	1.2	[-1.2, 3.6]
Not at all	11.3	13.0	-1.7	[-6.2, 2.8]
No minor-aged children	35.9	30.3	5.5	[-0.2, 11.3]
Sample size	335	320		

(continued)

Appendix Table D.2 (continued)

SOURCES: MDRC calculations based on child support agency data and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Measures of formal child support include all payments made through the state's child support collection and disbursement unit, including funds from employer withholding and other sources (for example, intercepted tax refunds).

[b]This measure is calculated among those who paid child support during the follow-up period; it is therefore considered nonexperimental and is not tested for statistical significance.

[c]The focal child is defined as the youngest minor-age child living outside of the sample member's household; if the sample member reports no minor-age children living outside of his or her household, the focal child is the youngest minor-age child residing within the household. A contact is defined as spending one or more hours a day with the focal child.

Appendix Table D.3

Impacts on Criminal Justice Outcomes: San Francisco

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Self-reported outcomes based on survey data[a]				
Incarcerated (%)	13.1	11.2	1.9	[-2.4, 6.2]
Incarcerated for not paying child support (%)	0.7	0.2	0.4	[-0.5, 1.3]
Total days incarcerated	10.2	12.2	-2.1	[-10.1, 6.0]
On parole or probation since entering the study (%)	19.6	17.9	1.7	[-3.3, 6.7]
Received a technical violation of parole or probation (%)	1.6	5.4	-3.7**	[-6.1, -1.3]
Received a sanction for a technical parole violation (%)	1.1	2.8	-1.7	[-3.6, 0.1]
Sample size	335	320		

SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Measures include occurrences at any point between random assignment and the time of the 30-month survey.

Appendix Table D.4

Impacts on Material Hardship: San Francisco

Outcome (%)	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Experienced a financial shortfall in the past 12 months	45.1	56.4	-11.3***	[-17.8, -4.8]
Could not pay rent or mortgage	32.3	39.9	-7.6**	[-13.9, -1.3]
Evicted from home or apartment	6.8	6.9	-0.1	[-3.4, 3.3]
Utility or phone service disconnected	22.3	28.3	-6.0*	[-11.7, -0.4]
Could not afford prescription medicine	19.6	27.3	-7.6**	[-13.1, -2.1]
Received food stamps in the past month	38.0	43.0	-5.0	[-11.2, 1.2]
Did not have enough food in the past month	32.6	35.6	-3.0	[-9.1, 3.2]
Lived in emergency or temporary housing in the past month	6.1	8.2	-2.2	[-5.6, 1.2]
Sample size	335	320		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table D.5

Impacts on Health, Well-Being, and Social Support: San Francisco

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Is currently in good, very good, or excellent health (%)	68.0	63.3	4.7	[-1.5, 10.8]
Had health insurance coverage in the past month (%)	63.8	57.7	6.1	[-0.2, 12.5]
Health insurance coverage was employer-based	20.3	12.1	8.2***	[3.3, 13.1]
Is currently happy (%)				
Very happy	21.0	21.3	-0.4	[-5.7, 5.0]
Pretty happy	59.3	51.6	7.7*	[1.2, 14.2]
Not too happy	19.8	27.1	-7.3**	[-12.8, -1.8]
Experienced serious psychological distress in the past month[a]	9.8	13.8	-4.0	[-8.2, 0.1]
Emotional support network score[b]	3.5	3.5	0.0	[-0.2, 0.2]
Sample size	335	320		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

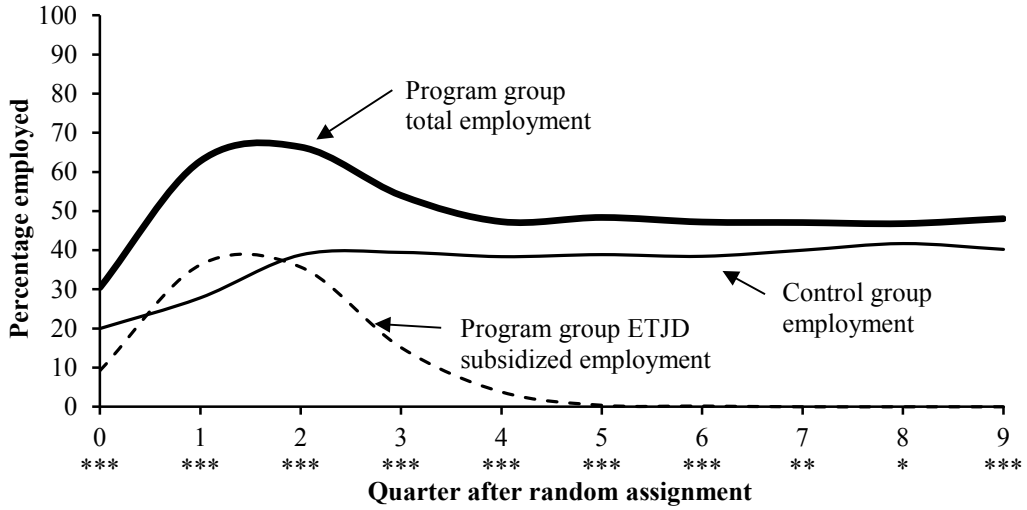
[a]Percentage of respondents indicating serious psychological distress based on the Kessler-6 (K-6) scale. A score of 13 or higher on the K-6 scale is used here to define serious psychological distress. The K-6 assesses how often during the past month a respondent felt so sad that nothing could cheer him or her up; nervous; restless or fidgety; hopeless; that everything was an effort; or worthless. As a result of minor differences between the scale used to administer the K-6 in the 12-month survey and the standard K-6 scale, the percentages presented in this table may slightly underestimate the incidence of serious psychological distress in this sample.

[b]Scores on the Emotional/Informational Social Support subscale from the RAND Medical Outcomes Study range from 1 (weak emotional support network) to 5 (strong emotional support network). The Emotional/Informational Social Support instrument assesses how often respondents have someone: they can count on to listen to them when they need to talk; to give them information to help them understand a situation; to give them good advice about a crisis; to confide in or talk to about themselves or their problems; whose advice they really want; to share their most private worries and fears with; to turn to for suggestions about how to deal with a personal problem; or who understands their problems. For additional documentation please see Sherbourne and Stewart (1993) and Moser et al. (2012).

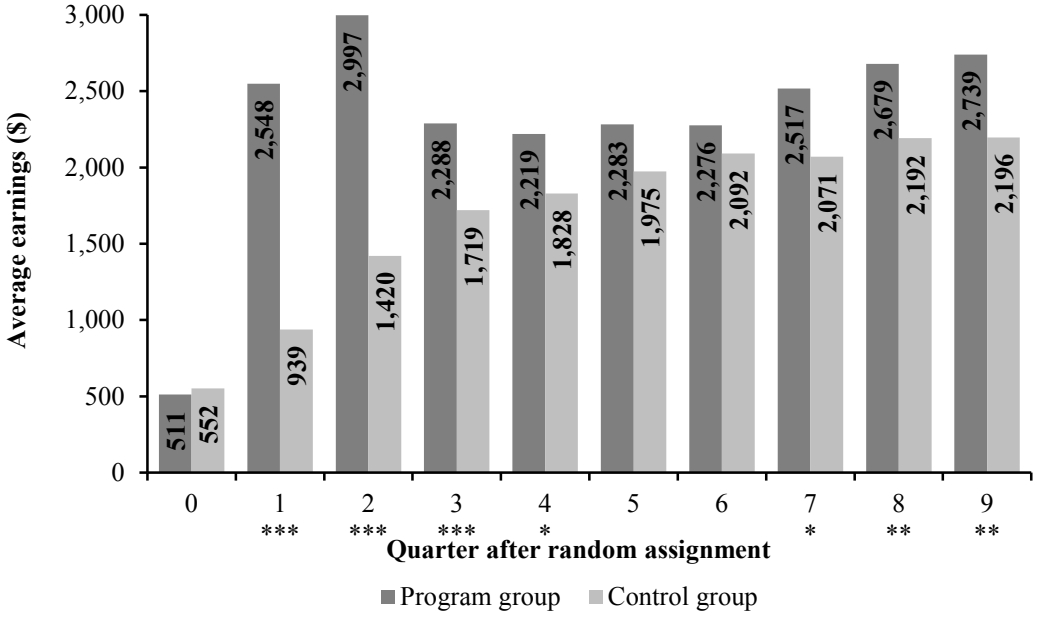
Appendix Figure D.1

Employment and Earnings Over Time: San Francisco

Employment



Earnings



(continued)

Appendix Figure D.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

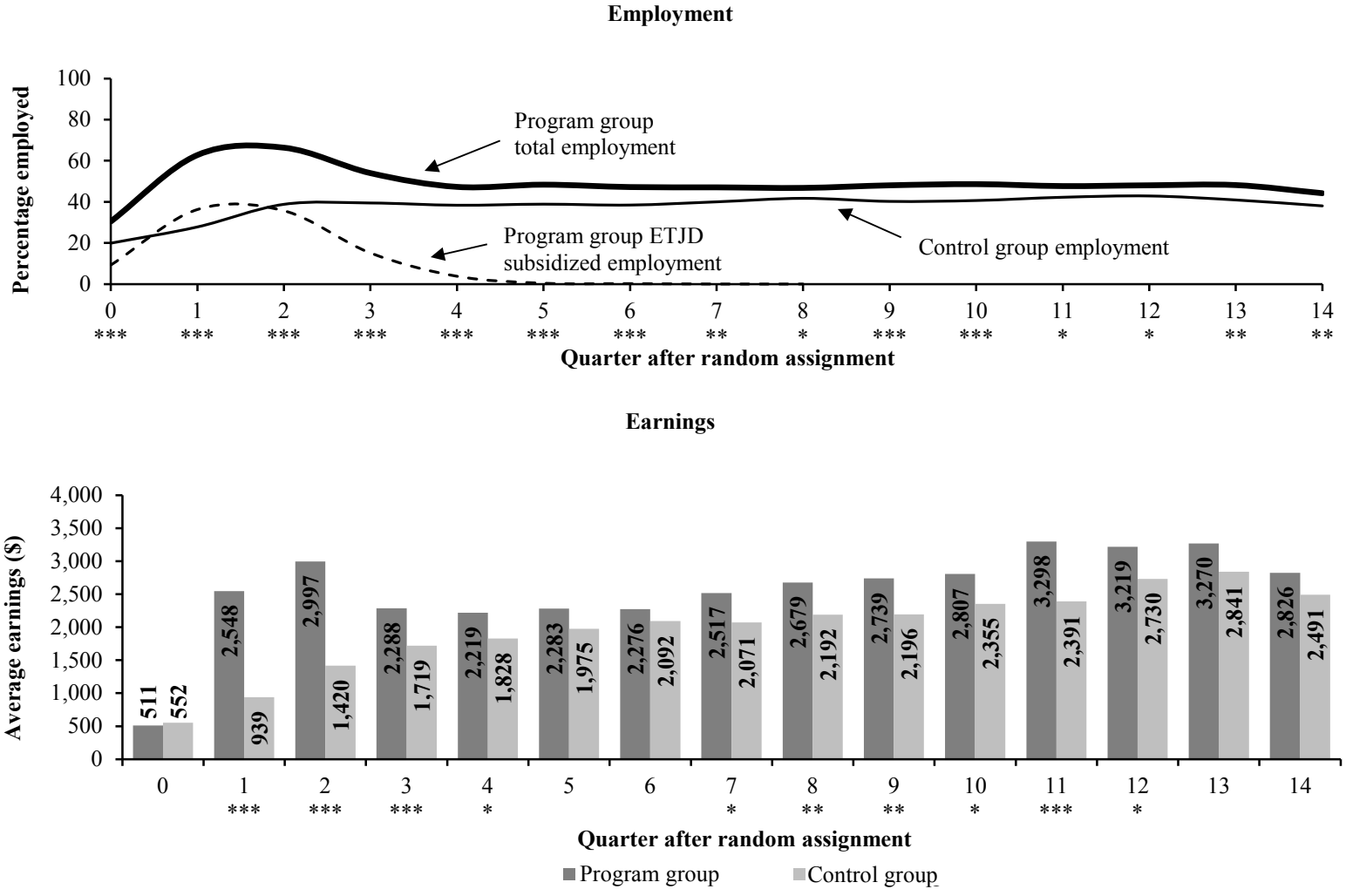
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix Figure D.2

Employment and Earnings Over Time (Extended Follow-Up): San Francisco



(continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

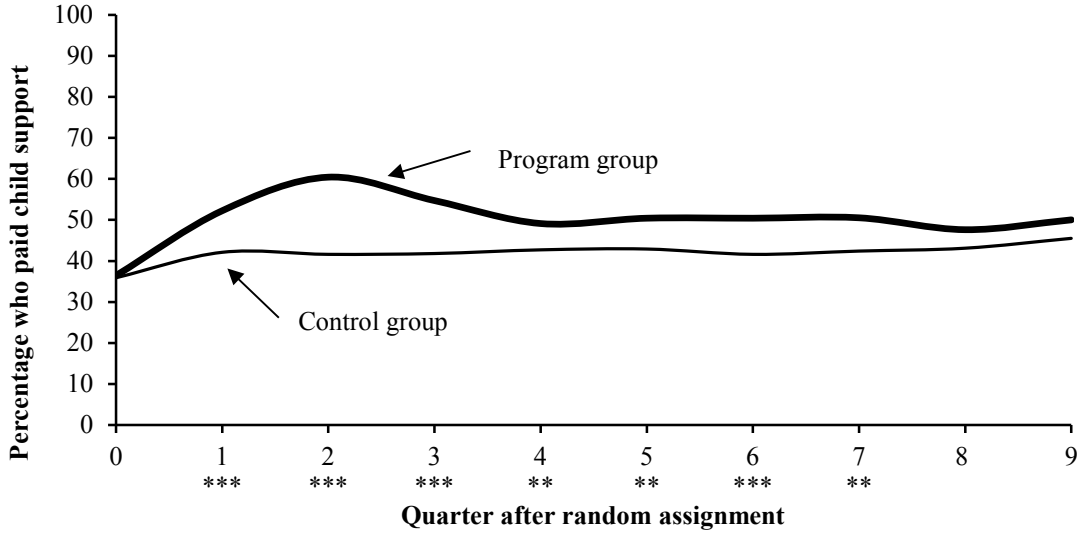
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 14 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

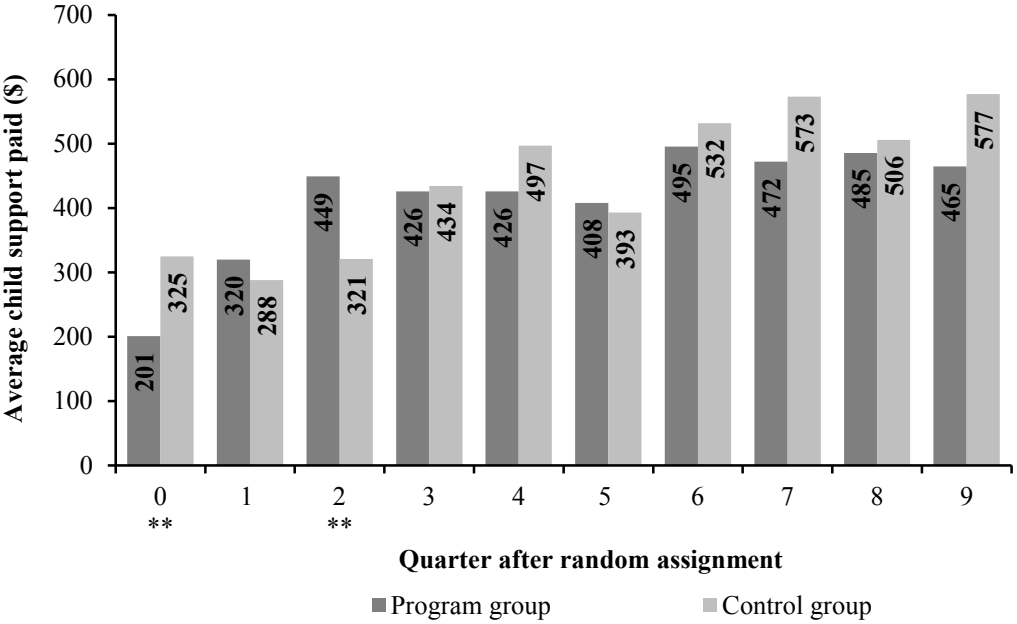
Appendix Figure D.3

Child Support Payment Over Time: San Francisco

Ever Paid Child Support During the Quarter



Amount of Child Support Paid During the Quarter



(continued)

Appendix Figure D.3 (continued)

SOURCE: MDRC calculations based on child support agency data.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

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Appendix E

Supplementary Tables and Figures for Syracuse

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Appendix Table E.1

Impacts on Employment and Earnings: Syracuse

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data[a]				
Total earnings during the 30 months of follow-up ($)	11,691	9,694	1,998**	[552, 3,444]
Total earnings in the last year of the follow-up period ($)	5,513	4,582	931*	[114, 1,747]
Ever employed in that last year (%)	59.4	55.7	3.7	[-1.2, 8.6]
Quarters employed during that last year	1.6	1.5	0.1	[0.0, 0.3]
Employed in all quarters of that last year (%)	22.3	21.1	1.3	[-2.8, 5.3]
Sample size	506	498		
Self-reported outcomes based on survey data				
Ever employed in the last year of the follow-up period (%)	78.0	66.1	11.9***	[6.6, 17.2]
Employed at the time of the 30-month survey (%)	51.1	42.0	9.1**	[3.2, 15.0]
Employed and earning more than $10 per hour	20.0	15.4	4.6	[-0.1, 9.3]
Hours worked per week at the time of the 30-month survey (%)				
More than 20 hours	40.8	33.7	7.2**	[1.4, 13.0]
More than 34 hours	28.9	24.0	4.9	[-0.5, 10.2]
Type of employment at the time of the 30-month survey (%)				
Not currently employed	53.4	61.3	-7.9**	[-13.9, -1.8]
Permanent	33.2	27.3	6.0*	[0.3, 11.6]
Temporary, including day labor and odd jobs	13.4	11.5	1.9	[-2.2, 6.1]
Other	0.0	0.0	0.0	[0.0, 0.0]
Among those currently employed at the time of the 30-month survey:[b]				
Hours worked per week	34.4	34.1	0.3	
Hourly wage ($)	10.5	10.7	-0.1	
Sample size	375	361		

(continued)

Appendix Table E.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[b]These measures are calculated among those employed at the time of the survey; they are therefore considered nonexperimental and are not tested for statistical significance.

Appendix Table E.2

Impacts on Child Support and Family Relationships: Syracuse

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data				
Amount of formal child support paid in the last year of the follow-up period ($)	338	310	27	[-78, 132]
Paid any formal child support in that last year[a] (%)	36.3	28.6	7.7***	[2.9, 12.5]
Months of formal child support paid in that last year	2.4	1.7	0.7***	[0.3, 1.1]
Among those who paid formal child support:				
Months from random assignment to first payment[b]	7.5	8.6	-1.2	
Sample size	506	498		
Self-reported outcomes based on survey data (%)				
Currently a noncustodial parent of a minor-age child	79.7	75.1	4.5	[-0.4, 9.4]
Provided informal cash support or noncash support in the past month	55.8	51.3	4.4	[-1.5, 10.4]
Informal cash support	44.6	37.6	7.0**	[1.2, 12.8]
Noncash support	52.8	49.2	3.5	[-2.4, 9.5]
Owing child support affects willingness to take jobs	21.2	19.9	1.3	[-4.3, 6.8]
Incarcerated for not paying child support	1.7	2.7	-0.9	[-2.8, 0.9]
Frequency of contact with the focal child in the past 3 months[c]				
A few times a week or more	47.3	44.9	2.4	[-3.6, 8.5]
A few times a month	10.6	10.6	0.0	[-3.9, 3.8]
Less than a few times a month	6.6	4.3	2.4	[-0.5, 5.2]
Not at all	26.1	26.5	-0.4	[-5.8, 5.1]
No minor-aged children	9.3	13.7	-4.4*	[-8.1, -0.7]
Sample size	375	361		

(continued)

Appendix Table E.2 (continued)

SOURCES: MDRC calculations based on child support agency data and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Measures of formal child support include all payments made through the state's child support collection and disbursement unit, including funds from employer withholding and other sources (for example, intercepted tax refunds).

[b]This measure is calculated among those who paid child support during the follow-up period; it is therefore considered nonexperimental and is not tested for statistical significance.

[c]The focal child is defined as the youngest minor-age child living outside of the sample member's household; if the sample member reports no minor-age children living outside of his or her household, the focal child is the youngest minor-age child residing within the household. A contact is defined as spending one or more hours a day with the focal child.

Appendix Table E.3

Impacts on Criminal Justice Outcomes: Syracuse

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Self-reported outcomes based on survey data[a]				
Incarcerated (%)	30.2	37.5	-7.2**	[-12.7, -1.7]
Incarcerated for not paying child support (%)	1.7	2.7	-0.9	[-2.8, 0.9]
Total days incarcerated	57.3	76.5	-19.2*	[-38.3, -0.1]
On parole or probation since entering the study (%)	32.9	33.2	-0.3	[-5.8, 5.2]
Received a technical violation of parole or probation (%)	10.8	13.5	-2.7	[-6.7, 1.3]
Received a sanction for a technical parole violation (%)	9.6	10.8	-1.3	[-5.0, 2.4]
Sample size	371	355		

SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Measures include occurrences at any point between random assignment and the time of the 30-month survey.

Appendix Table E.4

Impacts on Material Hardship: Syracuse

Outcome (%)	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Experienced a financial shortfall in the past 12 months	65.3	68.1	-2.8	[-8.6, 3.0]
Could not pay rent or mortgage	47.3	46.0	1.3	[-4.8, 7.5]
Evicted from home or apartment	8.2	10.9	-2.7	[-6.3, 0.9]
Utility or phone service disconnected	41.2	51.2	-10.0***	[-16.1, -3.9]
Could not afford prescription medicine	29.2	33.2	-4.0	[-9.7, 1.7]
Received food stamps in the past month	47.0	56.1	-9.1**	[-15.3, -2.9]
Did not have enough food in the past month	28.8	31.2	-2.4	[-8.0, 3.2]
Lived in emergency or temporary housing in the past month	3.1	4.5	-1.4	[-3.8, 1.0]
Sample size	375	361		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table E.5

Impacts on Health, Well-Being, and Social Support: Syracuse

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Is currently in good, very good, or excellent health (%)	73.8	65.6	8.2**	[2.7, 13.7]
Had health insurance coverage in the past month (%)	66.7	63.2	3.5	[-2.3, 9.4]
Health insurance coverage was employer-based	10.8	5.3	5.4***	[2.1, 8.7]
Is currently happy (%)				
Very happy	14.1	13.2	0.9	[-3.4, 5.1]
Pretty happy	59.3	58.1	1.2	[-4.8, 7.3]
Not too happy	26.6	28.7	-2.1	[-7.6, 3.3]
Experienced serious psychological distress in the past month[a]	17.5	20.0	-2.5	[-7.2, 2.3]
Emotional support network score[b]	3.7	3.6	0.1	[0.0, 0.2]
Sample size	375	361		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

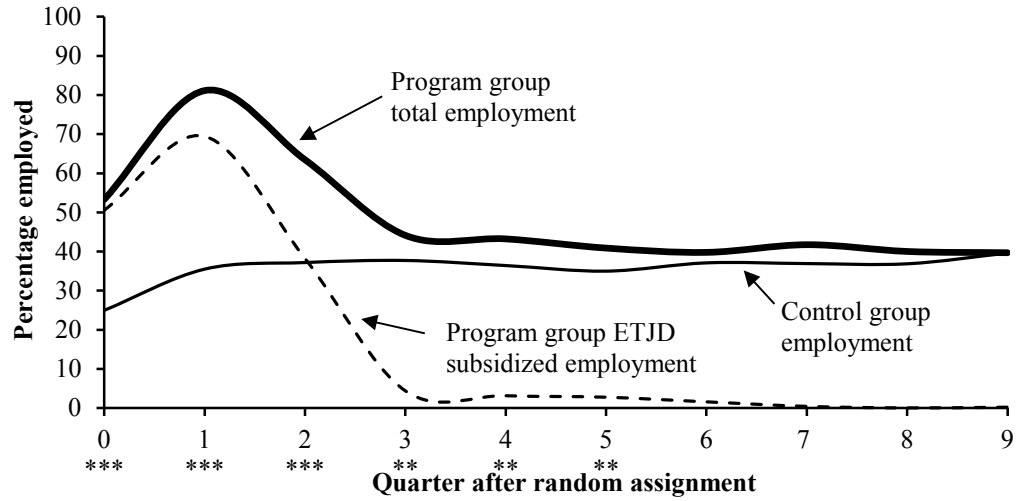
[a]Percentage of respondents indicating serious psychological distress based on the Kessler-6 (K-6) scale. A score of 13 or higher on the K-6 scale is used here to define serious psychological distress. The K-6 assesses how often during the past month a respondent felt so sad that nothing could cheer him or her up; nervous; restless or fidgety; hopeless; that everything was an effort; or worthless. As a result of minor differences between the scale used to administer the K-6 in the 12-month survey and the standard K-6 scale, the percentages presented in this table may slightly underestimate the incidence of serious psychological distress in this sample.

[b]Scores on the Emotional/Informational Social Support subscale from the RAND Medical Outcomes Study range from 1 (weak emotional support network) to 5 (strong emotional support network). The Emotional/Informational Social Support instrument assesses how often respondents have someone: they can count on to listen to them when they need to talk; to give them information to help them understand a situation; to give them good advice about a crisis; to confide in or talk to about themselves or their problems; whose advice they really want; to share their most private worries and fears with; to turn to for suggestions about how to deal with a personal problem; or who understands their problems. For additional documentation please see Sherbourne and Stewart (1993) and Moser et al. (2012).

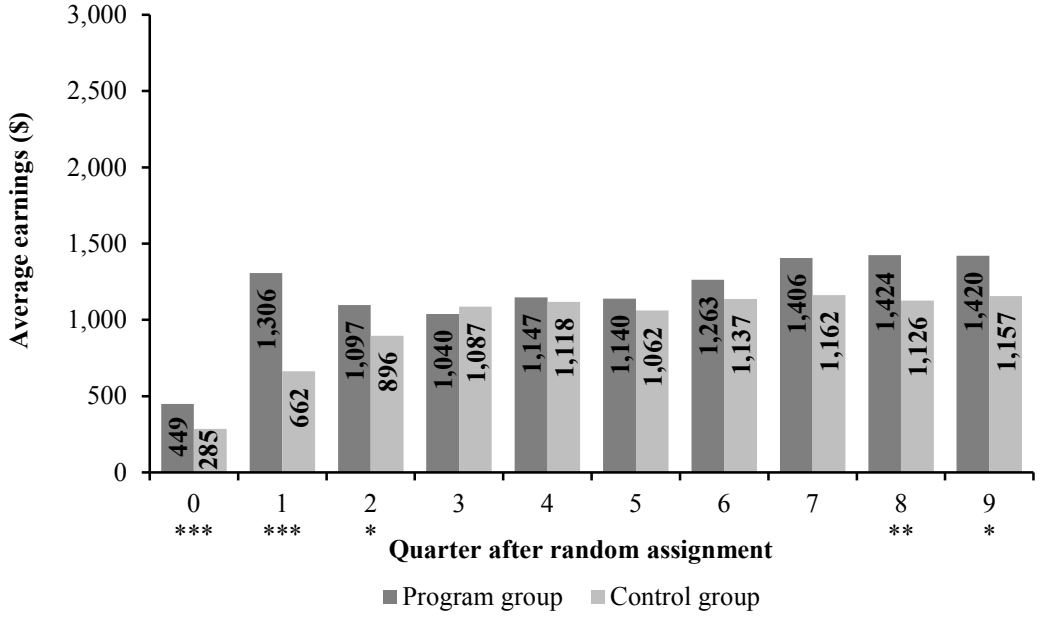
Appendix Figure E.1

Employment and Earnings Over Time: Syracuse

Employment



Earnings



(continued)

Appendix Figure E.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

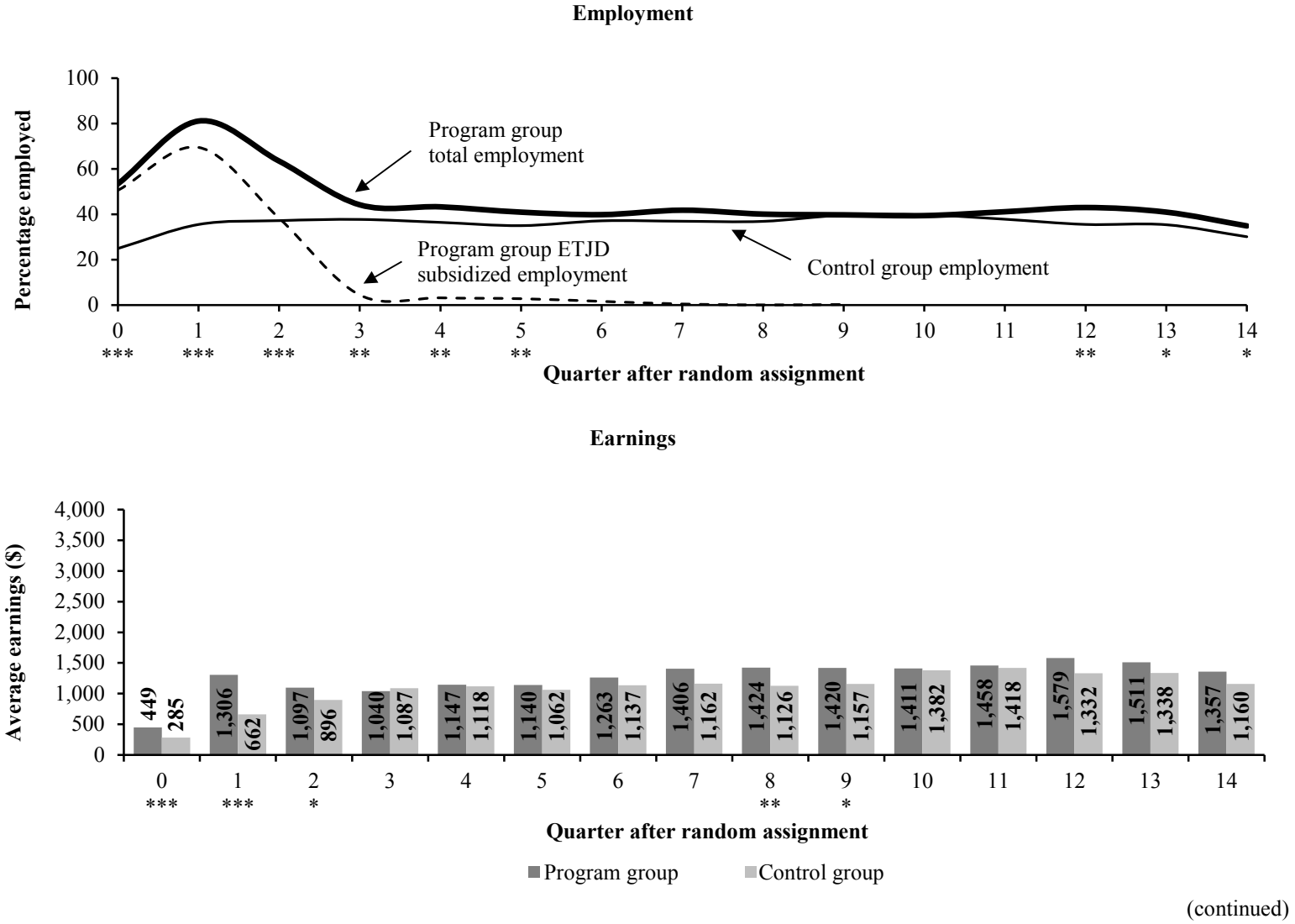
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix Figure E.2

Employment and Earnings Over Time (Extended Follow-Up): Syracuse



(continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

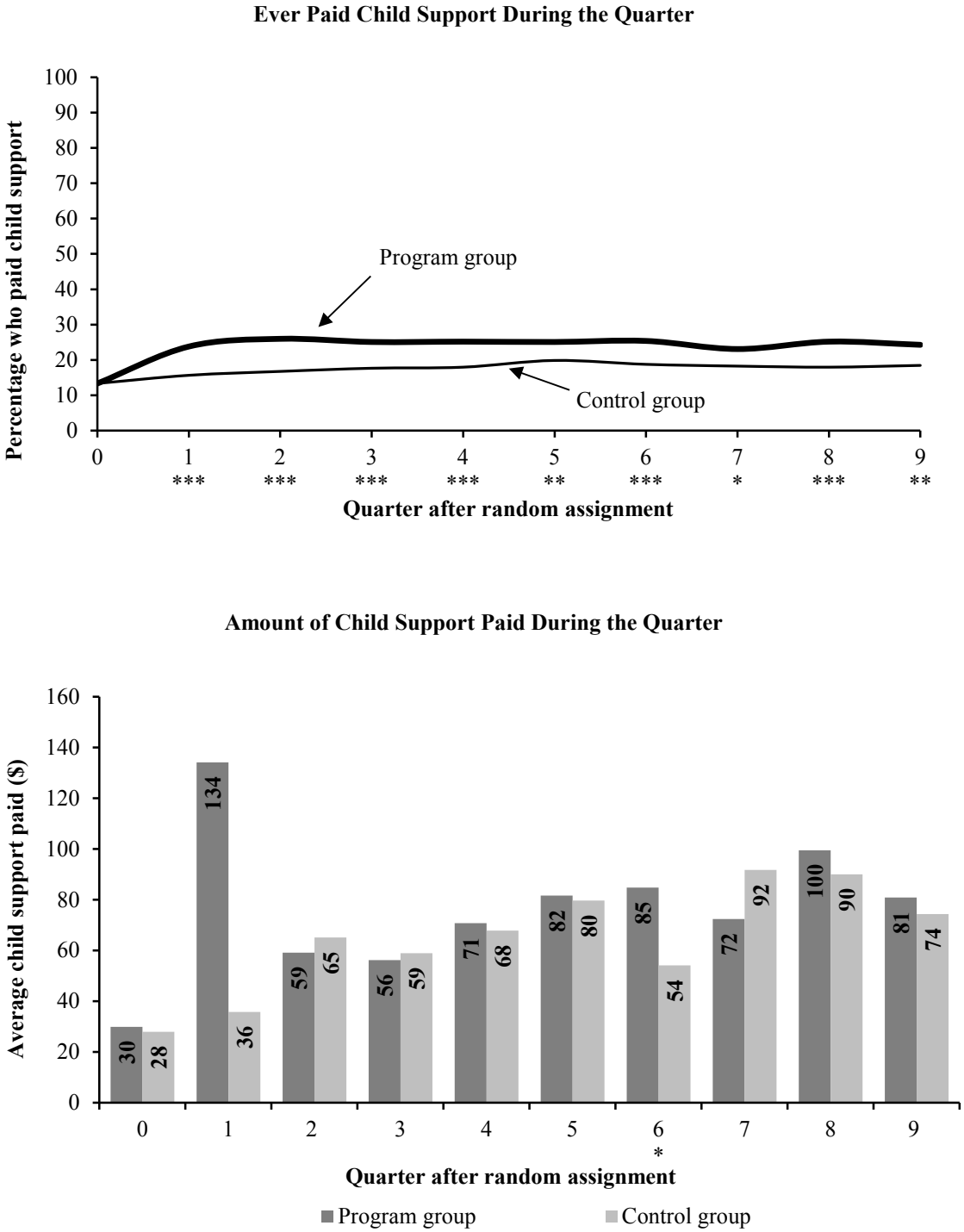
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 14 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix Figure E.3

Child Support Payment Over Time: Syracuse



(continued)

Appendix Figure E.3 (continued)

SOURCE: MDRC calculations based on child support agency data.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

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Appendix F

Supplementary Tables and Figures for Fort Worth

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Appendix Table F.1

Impacts on Employment and Earnings: Fort Worth

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data[a]				
Total earnings during the 30 months of follow-up ($)	18,154	19,298	-1,143	[-3,488, 1,201]
Total earnings in the last year of the follow-up period ($)	8,465	9,122	-657	[-1,975, 660]
Ever employed in that last year (%)	57.5	60.7	-3.2	[-8.2, 1.9]
Quarters employed during that last year	1.7	1.8	-0.1	[-0.3, 0.1]
Employed in all quarters of that last year (%)	25.8	28.7	-2.9	[-7.4, 1.7]
Sample size	503	495		
Self-reported outcomes based on survey data				
Ever employed in the last year of the follow-up period (%)	72.3	72.5	-0.2	[-5.5, 5.1]
Employed at the time of the 30-month survey (%)	53.5	49.9	3.6	[-2.4, 9.5]
Employed and earning more than $10 per hour	30.7	27.9	2.8	[-2.7, 8.4]
Hours worked per week at the time of the 30-month survey (%)				
More than 20 hours	48.0	45.2	2.7	[-3.2, 8.7]
More than 34 hours	44.1	40.2	3.8	[-2.0, 9.7]
Type of employment at the time of the 30-month survey (%)				
Not currently employed	50.1	54.9	-4.8	[-10.9, 1.4]
Permanent	41.9	35.5	6.4*	[0.3, 12.4]
Temporary, including day labor and odd jobs	8.0	9.3	-1.3	[-4.8, 2.2]
Other	0.0	0.3	-0.3	[-0.7, 0.2]
Among those currently employed at the time of the 30-month survey:[b]				
Hours worked per week	42.4	42.3	0.2	
Hourly wage ($)	12.8	13.1	-0.3	
Sample size	384	381		

(continued)

Appendix Table F.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[b]These measures are calculated among those employed at the time of the survey; they are therefore considered nonexperimental and are not tested for statistical significance.

Appendix Table F.2

Impacts on Criminal Justice Outcomes: Fort Worth

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data				
Arrested, convicted, or admitted to jail or prison (%)	52.1	54.2	-2.2	[-7.1, 2.8]
Arrested (%)	45.0	46.5	-1.4	[-6.4, 3.5]
Convicted of a crime (%)	34.3	35.6	-1.3	[-6.1, 3.5]
Convicted of a felony	21.5	20.7	0.8	[-3.4, 5.0]
Convicted of a misdemeanor	19.0	19.0	-0.1	[-4.1, 4.0]
Convicted of a violent crime (%)	5.5	6.5	-1.0	[-3.5, 1.4]
Incarcerated (%)	47.1	46.6	0.5	[-4.5, 5.5]
Incarcerated in jail	42.2	41.3	1.0	[-4.0, 5.9]
Incarcerated in prison	27.6	29.4	-1.8	[-6.4, 2.8]
Prison admission reason (%)				
Admitted to prison for a new crime	15.9	14.1	1.8	[-1.9, 5.4]
Admitted to prison for a parole or probation violation	14.6	17.7	-3.1	[-6.9, 0.7]
Total days incarcerated	101	104	-3	[-21, 15]
Jail	45	40	5	[-4, 14]
Prison	57	65	-8	[-21, 5]
Sample size	503	496		

SOURCE: MDRC calculations based on criminal justice data.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table F.3

Impacts on Criminal Justice Outcomes, by Recidivism Risk: Fort Worth

Outcome	Lower Risk				Higher Risk				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Arrested, convicted, or admitted to jail or prison (%)	45.9	44.5	1.3	[-4.5, 7.2]	72.4	81.5	-9.0*	[-18.0, 0.0]	
Arrested (%)	38.9	36.0	2.9	[-2.8, 8.5]	65.2	75.8	-10.5*	[-20.2, -0.8]	†
Convicted of a crime (%)	28.8	27.1	1.7	[-3.7, 7.0]	51.2	60.1	-8.9	[-19.5, 1.6]	
Convicted of a felony	16.2	14.7	1.6	[-2.8, 5.9]	37.8	38.4	-0.6	[-11.0, 9.8]	
Convicted of a misdemeanor	16.1	15.3	0.8	[-3.6, 5.2]	28.0	29.8	-1.8	[-11.8, 8.2]	
Convicted of a violent crime (%)	4.6	6.1	-1.4	[-4.1, 1.3]	7.9	8.2	-0.3	[-6.0, 5.4]	
Incarcerated (%)	40.5	38.6	1.9	[-3.9, 7.7]	68.4	68.9	-0.5	[-10.5, 9.6]	
Incarcerated in jail	36.1	34.6	1.5	[-4.1, 7.2]	63.0	59.2	3.9	[-6.5, 14.3]	
Incarcerated in prison	22.2	23.9	-1.7	[-6.7, 3.3]	44.7	45.2	-0.5	[-11.2, 10.2]	
Prison admission reason (%)									
Admitted to prison for a new crime	11.8	10.0	1.7	[-2.0, 5.5]	28.7	26.1	2.6	[-6.9, 12.1]	
Admitted to prison for a parole or probation violation	12.0	15.0	-2.9	[-7.0, 1.2]	23.1	25.0	-2.0	[-11.3, 7.3]	
Total days incarcerated	74	77	-4	[-22, 15]	188	184	5	[-45, 54]	
Jail	32	32	0	[-9, 9]	83	63	21	[-6, 47]	
Prison	42	45	-3	[-16, 9]	105	121	-16	[-52, 21]	
Sample size	383	367			120	129			

(continued)

Appendix Table F.3 (continued)

SOURCE: MDRC calculations based on criminal justice records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

See Appendix L for details on how risk of recidivism was defined.

[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Appendix Table F.4

Impacts on Child Support Among Participants Who Were Noncustodial Parents When They Entered the Study: Fort Worth

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Self-reported outcomes based on survey data (%)				
Currently a noncustodial parent of a minor-age child	71.2	72.3	-1.1	[-10.2, 8.1]
Required to pay formal child support in the past month	50.9	55.0	-4.1	[-13.9, 5.8]
Paid formal child support in the past month	24.1	22.3	1.8	[-7.0, 10.6]
Provided informal cash support or noncash support in the past month	38.2	41.4	-3.2	[-13.4, 6.9]
Informal cash support	26.9	28.4	-1.5	[-11.0, 8.0]
Noncash support	37.6	39.2	-1.5	[-11.6, 8.5]
Sample size	124	140		

SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table F.5

Impacts on Material Hardship: Fort Worth

Outcome (%)	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Experienced a financial shortfall in the past 12 months	55.1	55.6	-0.5	[-6.8, 5.9]
Could not pay rent or mortgage	33.9	38.4	-4.4	[-10.5, 1.7]
Evicted from home or apartment	6.6	9.8	-3.2	[-6.7, 0.2]
Utility or phone service disconnected	34.0	37.1	-3.1	[-9.1, 2.9]
Could not afford prescription medicine	36.2	36.8	-0.6	[-6.7, 5.6]
Received food stamps in the past month	13.5	12.8	0.7	[-3.6, 5.0]
Did not have enough food in the past month	20.2	21.5	-1.3	[-6.4, 3.9]
Lived in emergency or temporary housing in the past month	5.0	5.0	0.1	[-2.8, 3.0]
Sample size	384	381		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table F.6

Impacts on Health, Well-Being, and Social Support: Fort Worth

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Is currently in good, very good, or excellent health (%)	77.1	73.0	4.2	[-0.9, 9.3]
Had health insurance coverage in the past month (%)	39.7	35.5	4.2	[-1.9, 10.2]
Health insurance coverage was employer-based	20.3	17.6	2.7	[-2.3, 7.7]
Is currently happy (%)				
Very happy	19.9	24.1	-4.2	[-9.2, 0.7]
Pretty happy	56.8	49.1	7.8**	[1.8, 13.7]
Not too happy	23.3	26.8	-3.5	[-8.8, 1.7]
Experienced serious psychological distress in the past month[a]	16.0	16.7	-0.6	[-5.1, 3.8]
Emotional support network score[b]	3.8	3.7	0.2*	[0.0, 0.3]
Sample size	384	381		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

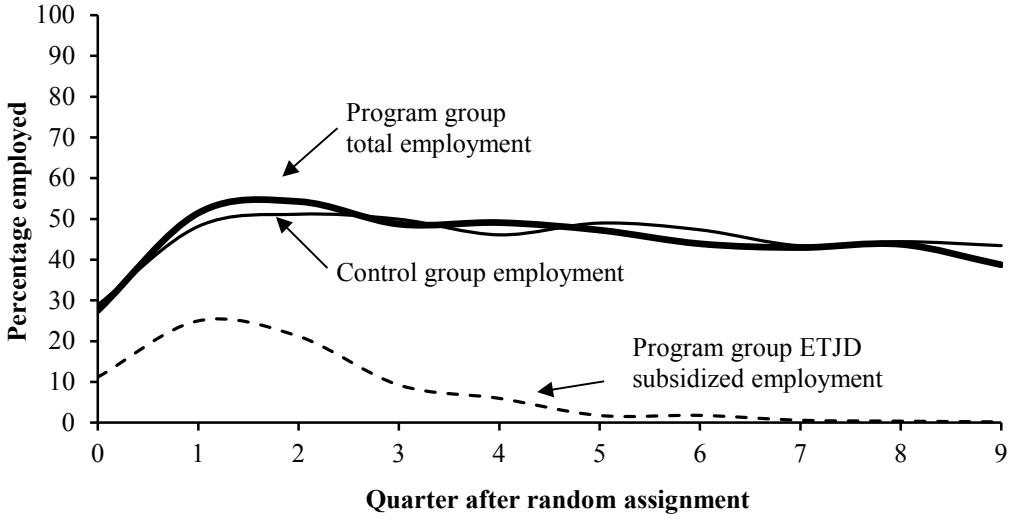
[a]Percentage of respondents indicating serious psychological distress based on the Kessler-6 (K-6) scale. A score of 13 or higher on the K-6 scale is used here to define serious psychological distress. The K-6 assesses how often during the past month a respondent felt so sad that nothing could cheer him or her up; nervous; restless or fidgety; hopeless; that everything was an effort; or worthless. As a result of minor differences between the scale used to administer the K-6 in the 12-month survey and the standard K-6 scale, the percentages presented in this table may slightly underestimate the incidence of serious psychological distress in this sample.

[b]Scores on the Emotional/Informational Social Support subscale from the RAND Medical Outcomes Study range from 1 (weak emotional support network) to 5 (strong emotional support network). The Emotional/Informational Social Support instrument assesses how often respondents have someone: they can count on to listen to them when they need to talk; to give them information to help them understand a situation; to give them good advice about a crisis; to confide in or talk to about themselves or their problems; whose advice they really want; to share their most private worries and fears with; to turn to for suggestions about how to deal with a personal problem; or who understands their problems. For additional documentation please see Sherbourne and Stewart (1993) and Moser et al. (2012).

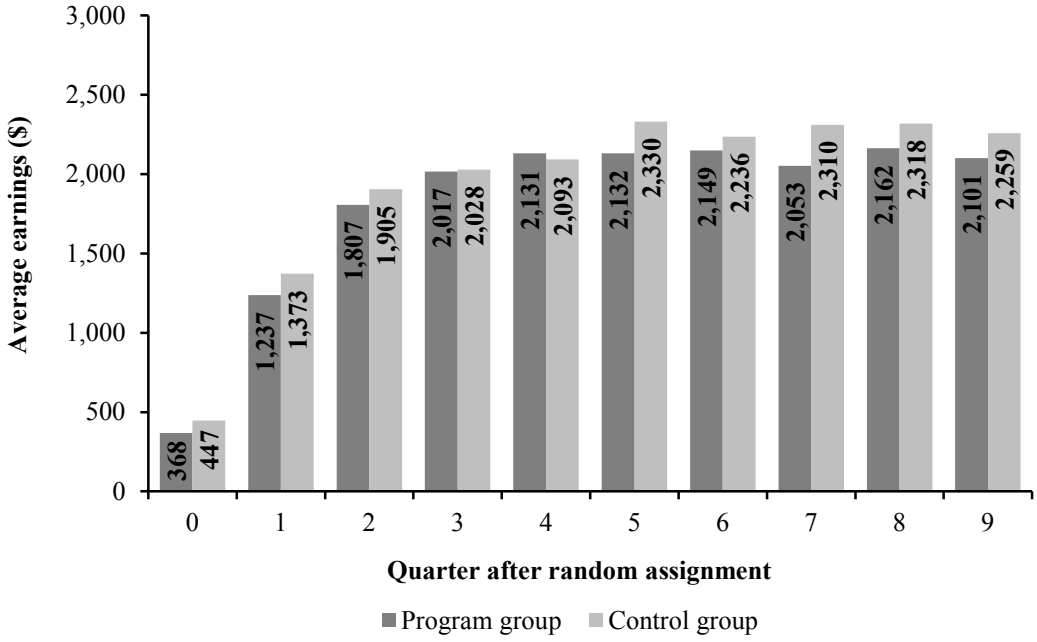
Appendix Figure F.1

Employment and Earnings Over Time: Fort Worth

Employment



Earnings



(continued)

Appendix Figure F.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

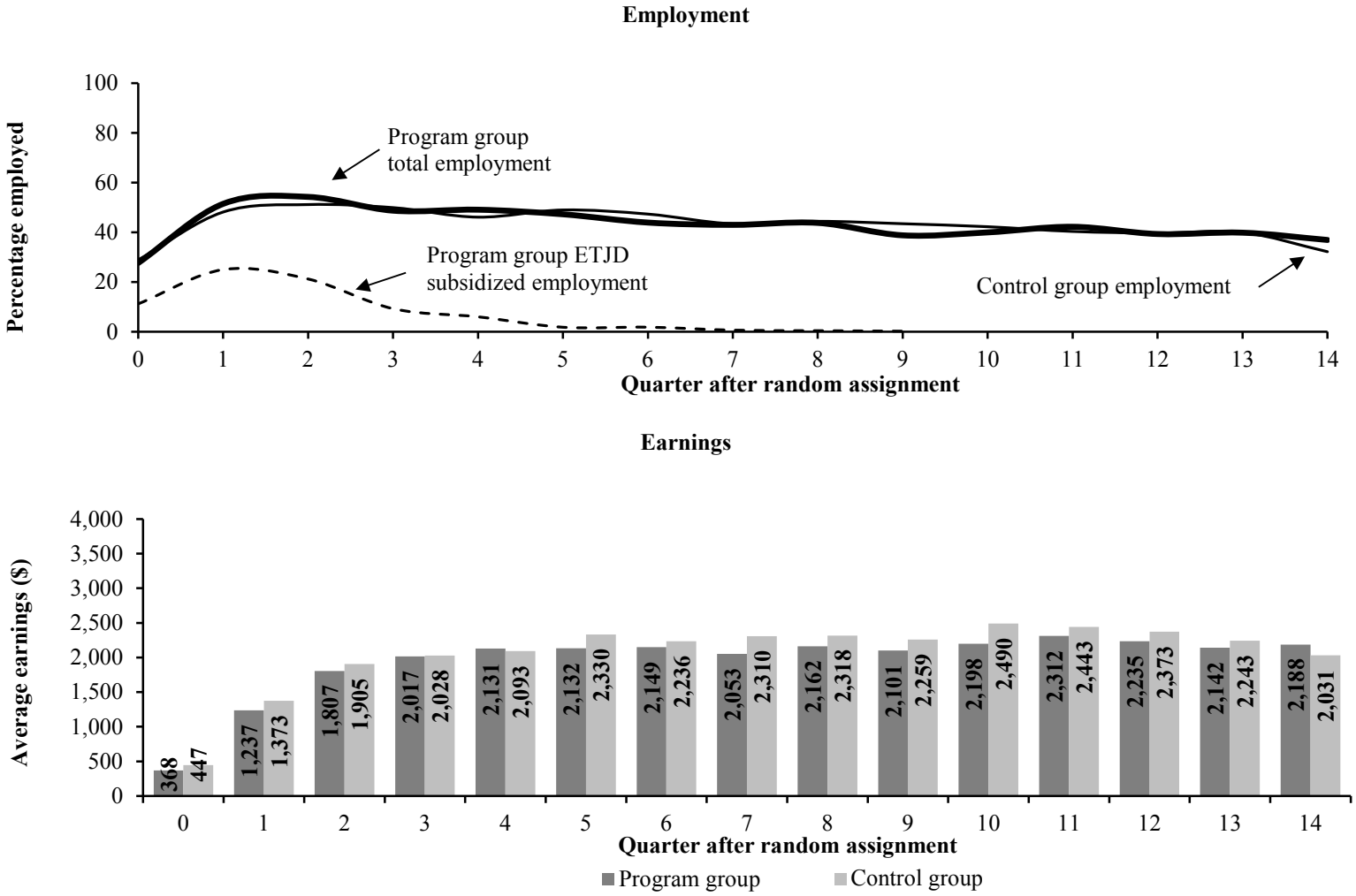
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix Figure F.2

Employment and Earnings Over Time (Extended Follow-Up): Fort Worth



(continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 14 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix G

Supplementary Tables and Figures for Indianapolis

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Appendix Table G.1

Impacts on Employment and Earnings: Indianapolis

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data[a]				
Total earnings during the 30 months of follow-up ($)	13,680	8,905	4,775***	[3,455, 6,094]
Total earnings in the last year of the follow-up period ($)	5,202	4,186	1,016**	[261, 1,771]
Ever employed in that last year (%)	64.7	55.7	9.0***	[3.9, 14.1]
Quarters employed during that last year	1.6	1.3	0.3***	[0.1, 0.4]
Employed in all quarters of that last year (%)	13.8	10.5	3.3	[-0.1, 6.6]
Sample size	500	497		
Self-reported outcomes based on survey data				
Ever employed in the last year of the follow-up period (%)	71.3	65.5	5.8*	[0.1, 11.4]
Employed at the time of the 30-month survey (%)	51.2	42.4	8.8**	[3.0, 14.7]
Employed and earning more than $10 per hour	23.3	16.2	7.0**	[2.3, 11.8]
Hours worked per week at the time of the 30-month survey (%)				
More than 20 hours	43.1	37.3	5.8*	[0.0, 11.6]
More than 34 hours	35.9	29.1	6.8**	[1.3, 12.3]
Type of employment at the time of the 30-month survey (%)				
Not currently employed	53.6	61.8	-8.2**	[-14.2, -2.2]
Permanent	33.1	24.7	8.4**	[2.9, 14.0]
Temporary, including day labor and odd jobs	13.3	13.2	0.0	[-4.1, 4.2]
Other	0.0	0.3	-0.3	[-0.7, 0.2]
Among those currently employed at the time of the 30-month survey:[b]				
Hours worked per week	37.5	38.0	-0.6	
Hourly wage ($)	11.6	11.3	0.3	
Sample size	391	379		

(continued)

Appendix Table G.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[b]These measures are calculated among those employed at the time of the survey; they are therefore considered nonexperimental and are not tested for statistical significance.

Appendix Table G.2

Impacts on Criminal Justice Outcomes: Indianapolis

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data				
Arrested, convicted, or admitted to jail or prison (%)	67.4	73.6	-6.2**	[-10.7, -1.7]
Arrested (%)	46.4	51.0	-4.6	[-10.3, 1.1]
Convicted of a crime (%)	36.2	40.4	-4.2	[-9.8, 1.4]
Convicted of a felony	20.3	25.2	-4.9	[-9.8, 0.1]
Convicted of a misdemeanor	18.4	18.5	-0.1	[-4.7, 4.5]
Convicted of a violent crime (%)	7.5	6.7	0.8	[-2.3, 3.9]
Incarcerated (%)	66.1	72.5	-6.4**	[-11.1, -1.7]
Incarcerated in jail	64.3	68.8	-4.5	[-9.4, 0.3]
Incarcerated in prison	31.3	39.9	-8.6***	[-13.5, -3.8]
Prison admission reason (%)				
Admitted to prison for a new crime	7.8	10.3	-2.5	[-5.5, 0.4]
Admitted to prison for a parole or probation violation	24.7	30.3	-5.6**	[-10.1, -1.0]
Total days incarcerated	161	209	-48***	[-75, -21]
Jail	72	86	-14	[-28, 0]
Prison	90	121	-31***	[-49, -12]
Sample size	491	491		

SOURCE: MDRC calculations based on criminal justice data.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table G.3

Impacts on Criminal Justice Outcomes, by Recidivism Risk: Indianapolis

Outcome	Lower Risk				Higher Risk				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Arrested, convicted, or admitted to jail or prison (%)	61.0	67.9	-6.9**	[-12.5, -1.2]	85.7	90.8	-5.1	[-12.0, 1.8]	
Arrested (%)	36.1	42.3	-6.3	[-13.3, 0.7]	67.4	69.1	-1.7	[-11.8, 8.3]	
Convicted of a crime (%)	26.6	32.9	-6.3	[-12.9, 0.3]	55.6	56.1	-0.5	[-11.1, 10.1]	
Convicted of a felony	14.8	20.9	-6.1*	[-11.8, -0.5]	31.3	34.4	-3.2	[-13.0, 6.6]	
Convicted of a misdemeanor	14.8	15.4	-0.7	[-5.9, 4.5]	25.7	24.9	0.9	[-8.4, 10.1]	
Convicted of a violent crime (%)	7.3	6.5	0.8	[-2.9, 4.5]	7.8	7.5	0.3	[-5.3, 5.8]	
Incarcerated (%)	60.4	67.2	-6.9*	[-12.7, -1.1]	82.2	88.6	-6.4	[-14.1, 1.3]	
Incarcerated in jail	58.3	63.9	-5.7	[-11.6, 0.2]	81.1	84.2	-3.1	[-11.4, 5.2]	
Incarcerated in prison	30.7	36.0	-5.2	[-10.8, 0.3]	33.5	50.8	-17.3***	[-27.1, -7.4]	†
Prison admission reason (%)									
Admitted to prison for a new crime	6.3	8.7	-2.4	[-5.6, 0.7]	12.6	14.6	-2.1	[-9.1, 5.0]	
Admitted to prison for a parole or probation violation	24.6	27.8	-3.2	[-8.4, 2.0]	25.1	36.9	-11.8**	[-21.2, -2.3]	
Total days incarcerated	158	190	-33*	[-64, -1]	169	265	-97***	[-155, -39]	
Jail	69	77	-8	[-24, 9]	78	112	-34*	[-64, -5]	
Prison	88	110	-23*	[-44, -2]	98	151	-53**	[-93, -13]	
Sample size	382	366			118	131			

(continued)

Appendix Table G.3 (continued)

SOURCE: MDRC calculations based on criminal justice records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

See Appendix L for details on how risk of recidivism was defined.

[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Appendix Table G.4

Impacts on Child Support Among Participants Who Were Noncustodial Parents When They Entered the Study: Indianapolis

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Self-reported outcomes based on survey data (%)				
Currently a noncustodial parent of a minor-age child	73.1	72.1	1.0	[-6.6, 8.6]
Required to pay formal child support in the past month	45.8	35.8	10.0*	[1.5, 18.5]
Paid formal child support in the past month	24.8	19.1	5.6	[-1.6, 12.9]
Provided informal cash support or noncash support in the past month	46.7	44.3	2.4	[-6.3, 11.1]
Informal cash support	36.1	34.5	1.6	[-6.9, 10.0]
Noncash support	42.9	41.9	1.0	[-7.6, 9.5]
Sample size	197	169		

SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table G.5

Impacts on Material Hardship: Indianapolis

Outcome (%)	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Experienced a financial shortfall in the past 12 months	60.4	55.1	5.3	[-1.0, 11.6]
Could not pay rent or mortgage	38.7	31.6	7.1*	[1.0, 13.2]
Evicted from home or apartment	11.8	6.9	4.9**	[1.1, 8.7]
Utility or phone service disconnected	37.7	31.5	6.3*	[0.2, 12.4]
Could not afford prescription medicine	33.8	36.2	-2.4	[-8.5, 3.7]
Received food stamps in the past month	16.3	22.0	-5.7*	[-10.7, -0.7]
Did not have enough food in the past month	25.3	26.3	-1.0	[-6.7, 4.7]
Lived in emergency or temporary housing in the past month	5.0	4.9	0.1	[-2.8, 3.1]
Sample size	391	379		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table G.6

Impacts on Health, Well-Being, and Social Support: Indianapolis

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Is currently in good, very good, or excellent health (%)	75.8	78.1	-2.3	[-7.2, 2.6]
Had health insurance coverage in the past month (%)	32.0	32.6	-0.6	[-6.5, 5.3]
Health insurance coverage was employer-based	13.3	12.2	1.1	[-3.2, 5.4]
Is currently happy (%)				
Very happy	13.6	16.3	-2.6	[-6.9, 1.6]
Pretty happy	57.9	56.5	1.4	[-4.5, 7.3]
Not too happy	28.4	27.2	1.2	[-4.1, 6.6]
Experienced serious psychological distress in the past month[a]	13.6	12.7	0.9	[-3.1, 4.9]
Emotional support network score[b]	3.7	3.7	0.0	[-0.1, 0.1]
Sample size	391	379		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

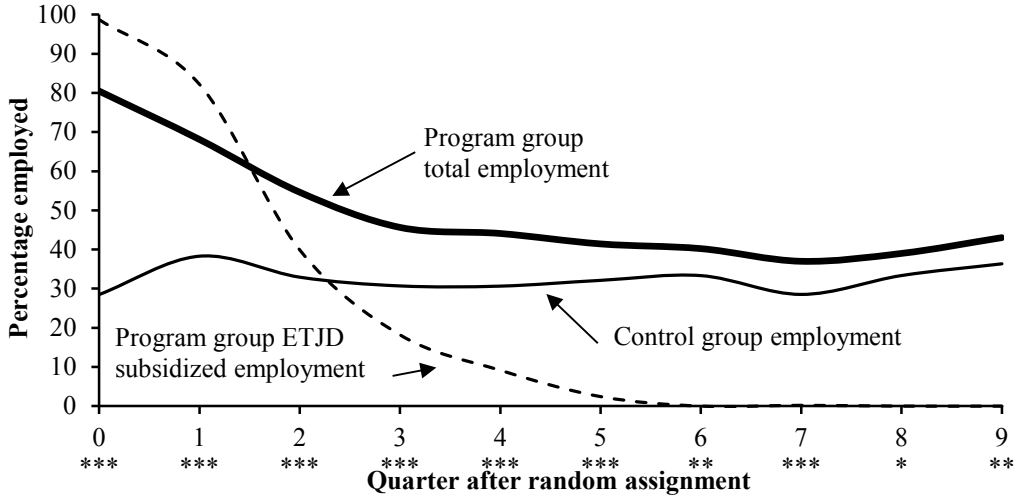
[a]Percentage of respondents indicating serious psychological distress based on the Kessler-6 (K-6) scale. A score of 13 or higher on the K-6 scale is used here to define serious psychological distress. The K-6 assesses how often during the past month a respondent felt so sad that nothing could cheer him or her up; nervous; restless or fidgety; hopeless; that everything was an effort; or worthless. As a result of minor differences between the scale used to administer the K-6 in the 12-month survey and the standard K-6 scale, the percentages presented in this table may slightly underestimate the incidence of serious psychological distress in this sample.

[b]Scores on the Emotional/Informational Social Support subscale from the RAND Medical Outcomes Study range from 1 (weak emotional support network) to 5 (strong emotional support network). The Emotional/Informational Social Support instrument assesses how often respondents have someone: they can count on to listen to them when they need to talk; to give them information to help them understand a situation; to give them good advice about a crisis; to confide in or talk to about themselves or their problems; whose advice they really want; to share their most private worries and fears with; to turn to for suggestions about how to deal with a personal problem; or who understands their problems. For additional documentation please see Sherbourne and Stewart (1993) and Moser et al. (2012).

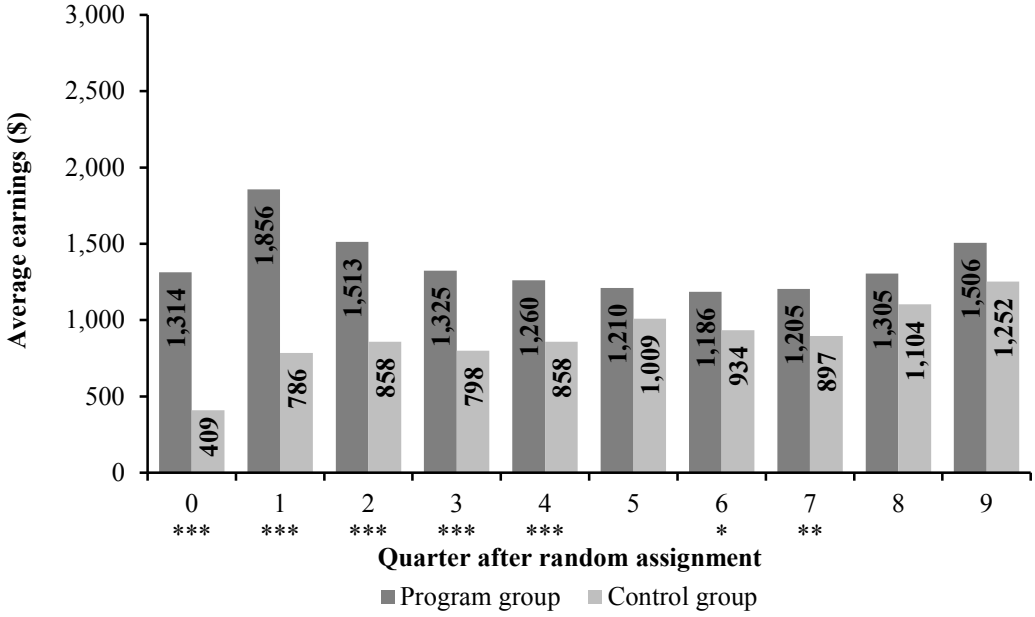
Appendix Figure G.1

Employment and Earnings Over Time: Indianapolis

Employment



Earnings



(continued)

Appendix Figure G.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

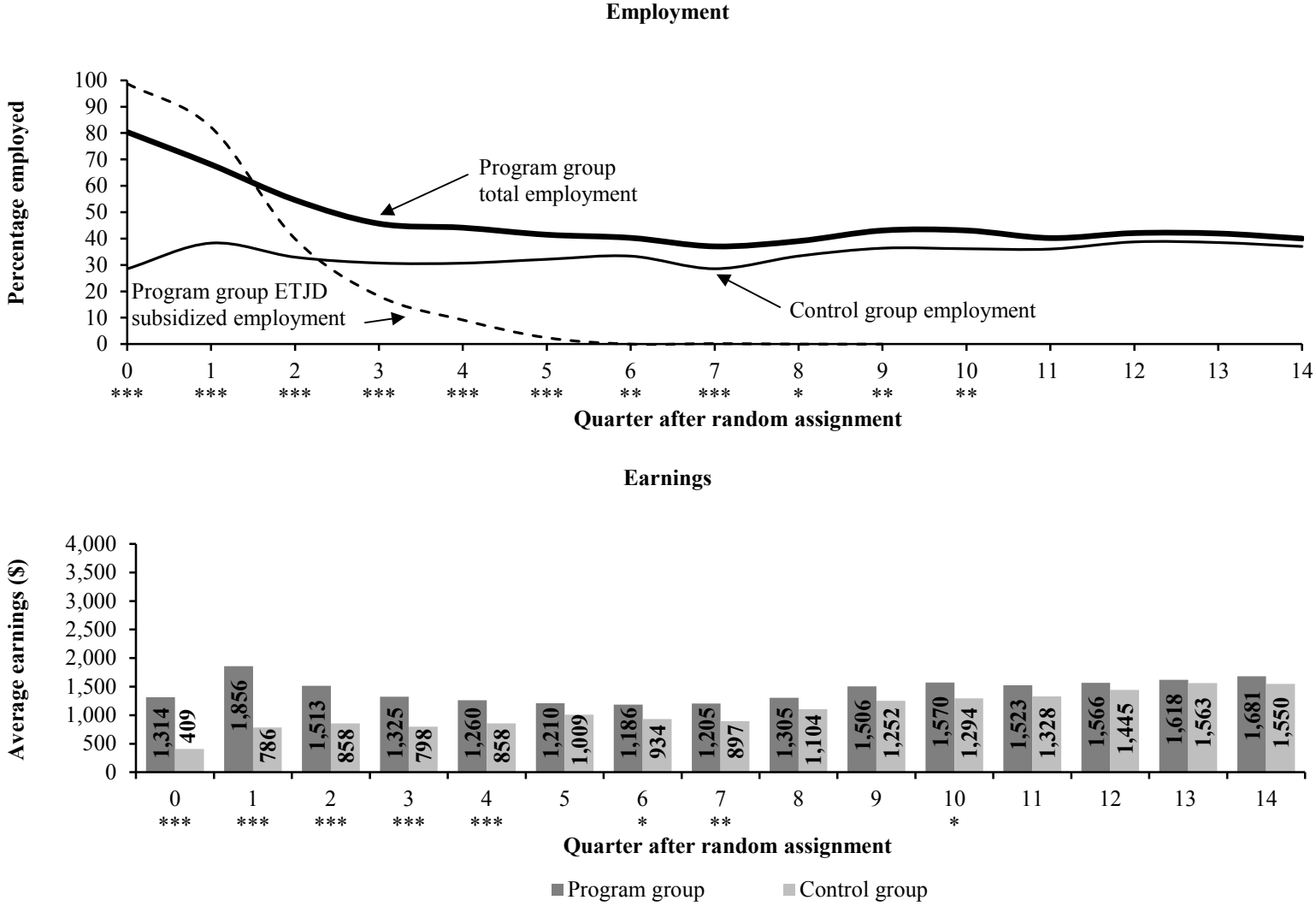
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Although the Indianapolis ETJD program reported ETJD subsidized employment and earnings to the unemployment insurance system, ETJD subsidized employment rates among program group members based on payroll records appeared higher than total employment reported in unemployment insurance wage records during the quarter of random assignment. It is possible that timing differences in reporting and payroll periods contributed to this discrepancy.

Appendix Figure G.2

Employment and Earnings Over Time (Extended Follow-Up): Indianapolis



(continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 14 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Although the Indianapolis ETJD program reported ETJD subsidized employment and earnings to the unemployment insurance system, ETJD subsidized employment rates among program group members based on payroll records appeared higher than total employment reported in unemployment insurance wage records during the quarter of random assignment. It is possible that timing differences in reporting and payroll periods contributed to this discrepancy.

Appendix H

Supplementary Tables and Figures for New York City

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Appendix Table H.1

Impacts on Employment and Earnings: New York City

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data[a]				
Total earnings during the 30 months of follow-up ($)	16,442	14,411	2,031*	[106, 3,956]
Total earnings in the last year of the follow-up period ($)	7,371	7,124	247	[-824, 1,318]
Ever employed in that last year (%)	56.8	53.4	3.5	[-1.6, 8.5]
Quarters employed during that last year	1.6	1.6	0.0	[-0.2, 0.2]
Employed in all quarters of that last year (%)	24.3	23.9	0.4	[-3.9, 4.7]
Sample size	504	501		
Self-reported outcomes based on survey data				
Ever employed in the last year of the follow-up period (%)	78.2	73.6	4.7	[-0.8, 10.1]
Employed at the time of the 30-month survey (%)	53.5	49.6	3.9	[-2.4, 10.2]
Employed and earning more than $10 per hour	35.4	27.3	8.0**	[2.0, 14.1]
Hours worked per week at the time of the 30-month survey (%)				
More than 20 hours	45.4	42.1	3.2	[-3.1, 9.5]
More than 34 hours	40.4	33.8	6.5*	[0.4, 12.6]
Type of employment at the time of the 30-month survey (%)				
Not currently employed	49.8	52.7	-2.9	[-9.4, 3.6]
Permanent	44.9	37.4	7.5*	[1.2, 13.8]
Temporary, including day labor and odd jobs	4.9	9.9	-5.0**	[-8.4, -1.5]
Other	0.4	0.0	0.4	[-0.2, 1.0]
Among those currently employed at the time of the 30-month survey:[b]				
Hours worked per week	39.6	37.2	2.4	
Hourly wage ($)	14.2	13.0	1.3	
Sample size	342	331		

(continued)

Appendix Table H.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

[a]Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

[b]These measures are calculated among those employed at the time of the survey; they are therefore considered nonexperimental and are not tested for statistical significance.

Appendix Table H.2

Impacts on Criminal Justice Outcomes: New York City

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Outcomes based on administrative data				
Arrested, convicted, or admitted to jail or prison (%)	58.0	52.8	5.2*	[0.3, 10.0]
Arrested (%)	38.0	39.8	-1.7	[-6.5, 3.0]
Convicted of a crime (%)	29.5	32.4	-2.9	[-7.4, 1.5]
Convicted of a felony	7.2	10.5	-3.3*	[-6.2, -0.4]
Convicted of a misdemeanor	21.2	20.4	0.8	[-3.2, 4.7]
Convicted of a violent crime (%)	7.2	6.4	0.8	[-1.8, 3.4]
Incarcerated (%)	52.1	47.3	4.8	[0.0, 9.6]
Incarcerated in jail	51.6	45.1	6.4**	[1.6, 11.3]
Incarcerated in prison	25.9	26.7	-0.8	[-5.1, 3.6]
Prison admission reason (%)				
Admitted to prison for a new crime	5.8	9.1	-3.3**	[-6.0, -0.6]
Admitted to prison for a parole or probation violation	22.0	18.8	3.3	[-0.8, 7.3]
Total days incarcerated	115	124	-9	[-29, 11]
Jail	64	63	0	[-12, 13]
Prison	51	61	-10	[-22, 3]
Sample size	504	501		

SOURCE: MDRC calculations based on criminal justice data.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table H.3

Impacts on Criminal Justice Outcomes, by Recidivism Risk: New York City

Outcome	Lower Risk				Higher Risk				Difference Between Subgroup Impacts[a]
	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval	
Arrested, convicted, or admitted to jail or prison (%)	50.7	43.5	7.2**	[1.4, 13.0]	80.9	79.5	1.4	[-7.1, 9.9]	
Arrested (%)	30.2	29.8	0.4	[-5.0, 5.8]	62.8	68.0	-5.1	[-15.2, 5.0]	
Convicted of a crime (%)	22.3	21.2	1.1	[-3.8, 6.0]	52.0	64.3	-12.3*	[-22.7, -1.9]	†
Convicted of a felony	6.7	7.9	-1.2	[-4.3, 1.9]	8.6	18.1	-9.4**	[-16.8, -2.1]	†
Convicted of a misdemeanor	13.8	11.2	2.6	[-1.3, 6.5]	44.5	46.7	-2.2	[-12.7, 8.4]	
Convicted of a violent crime (%)	5.1	4.2	0.9	[-1.7, 3.4]	13.9	12.4	1.5	[-5.7, 8.7]	
Incarcerated (%)	44.5	37.5	7.0**	[1.3, 12.8]	75.7	75.8	-0.1	[-9.2, 9.0]	
Incarcerated in jail	43.8	35.0	8.8**	[3.1, 14.5]	75.9	74.2	1.7	[-7.5, 10.9]	
Incarcerated in prison	19.8	19.0	0.8	[-3.9, 5.5]	45.3	48.3	-3.0	[-13.7, 7.7]	
Prison admission reason (%)									
Admitted to prison for a new crime	4.9	6.6	-1.7	[-4.5, 1.1]	8.6	16.5	-7.9*	[-15.0, -0.7]	
Admitted to prison for a parole or probation violation	16.4	12.7	3.7	[-0.5, 7.9]	39.8	35.7	4.1	[-6.2, 14.5]	
Total days incarcerated	88	88	1	[-20, 22]	198	228	-30	[-80, 20]	
Jail	45	44	1	[-11, 14]	121	120	1	[-31, 33]	
Prison	43	44	0	[-14, 13]	77	108	-31	[-62, 1]	
Sample size	382	371			122	130			

(continued)

Appendix Table H.3 (continued)

SOURCE: MDRC calculations based on criminal justice records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

See Appendix L for details on how risk of recidivism was defined.

[a]When comparing impacts between two subgroups, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Appendix Table H.4

Impacts on Child Support Among Participants Who Were Noncustodial Parents When They Entered the Study: New York City

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Self-reported outcomes based on survey data (%)				
Currently a noncustodial parent of a minor-age child	71.3	69.0	2.3	[-7.1, 11.7]
Required to pay formal child support in the past month	24.2	22.2	2.0	[-6.5, 10.5]
Paid formal child support in the past month	12.8	12.9	-0.2	[-6.8, 6.4]
Provided informal cash support or noncash support in the past month	53.8	58.4	-4.6	[-14.8, 5.6]
Informal cash support	42.4	48.5	-6.1	[-16.3, 4.1]
Noncash support	50.1	56.9	-6.8	[-17.0, 3.4]
Sample size	143	125		

SOURCE: MDRC calculations based on responses to the ETJD 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table H.5

Impacts on Material Hardship: New York City

Outcome (%)	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Experienced a financial shortfall in the past 12 months	47.2	44.5	2.7	[-3.8, 9.2]
Could not pay rent or mortgage	29.8	31.0	-1.2	[-7.1, 4.8]
Evicted from home or apartment	4.2	2.8	1.4	[-1.0, 3.8]
Utility or phone service disconnected	26.1	29.0	-2.9	[-8.7, 3.0]
Could not afford prescription medicine	18.4	16.6	1.8	[-3.1, 6.6]
Received food stamps in the past month	34.3	41.4	-7.0*	[-13.4, -0.7]
Did not have enough food in the past month	23.9	21.5	2.4	[-3.0, 7.8]
Lived in emergency or temporary housing in the past month	9.9	6.9	2.9	[-0.7, 6.5]
Sample size	342	331		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Appendix Table H.6

Impacts on Health, Well-Being, and Social Support: New York City

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Is currently in good, very good, or excellent health (%)	83.4	80.5	2.9	[-1.9, 7.6]
Had health insurance coverage in the past month (%)	57.0	64.0	-7.0*	[-13.3, -0.8]
Health insurance coverage was employer-based	11.6	8.3	3.4	[-0.4, 7.2]
Is currently happy (%)				
Very happy	27.9	25.2	2.8	[-2.9, 8.4]
Pretty happy	49.2	51.0	-1.9	[-8.3, 4.6]
Not too happy	22.9	23.8	-0.9	[-6.3, 4.5]
Experienced serious psychological distress in the past month[a]	8.0	9.5	-1.6	[-5.2, 2.0]
Emotional support network score[b]	3.9	3.9	0.0	[-0.2, 0.1]
Sample size	342	331		

SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

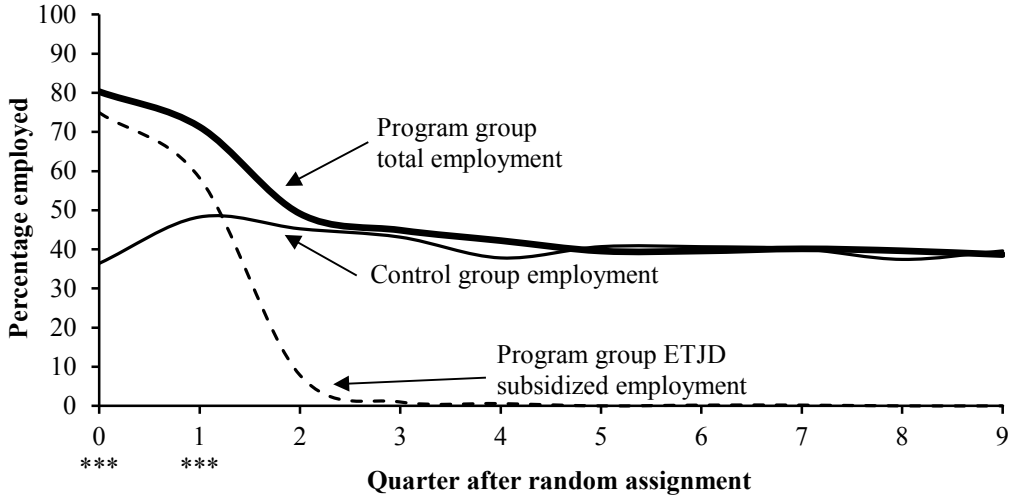
[a]Percentage of respondents indicating serious psychological distress based on the Kessler-6 (K-6) scale. A score of 13 or higher on the K-6 scale is used here to define serious psychological distress. The K-6 assesses how often during the past month a respondent felt so sad that nothing could cheer him or her up; nervous; restless or fidgety; hopeless; that everything was an effort; or worthless. As a result of minor differences between the scale used to administer the K-6 in the 12-month survey and the standard K-6 scale, the percentages presented in this table may slightly underestimate the incidence of serious psychological distress in this sample.

[b]Scores on the Emotional/Informational Social Support subscale from the RAND Medical Outcomes Study range from 1 (weak emotional support network) to 5 (strong emotional support network). The Emotional/Informational Social Support instrument assesses how often respondents have someone: they can count on to listen to them when they need to talk; to give them information to help them understand a situation; to give them good advice about a crisis; to confide in or talk to about themselves or their problems; whose advice they really want; to share their most private worries and fears with; to turn to for suggestions about how to deal with a personal problem; or who understands their problems. For additional documentation please see Sherbourne and Stewart (1993) and Moser et al. (2012).

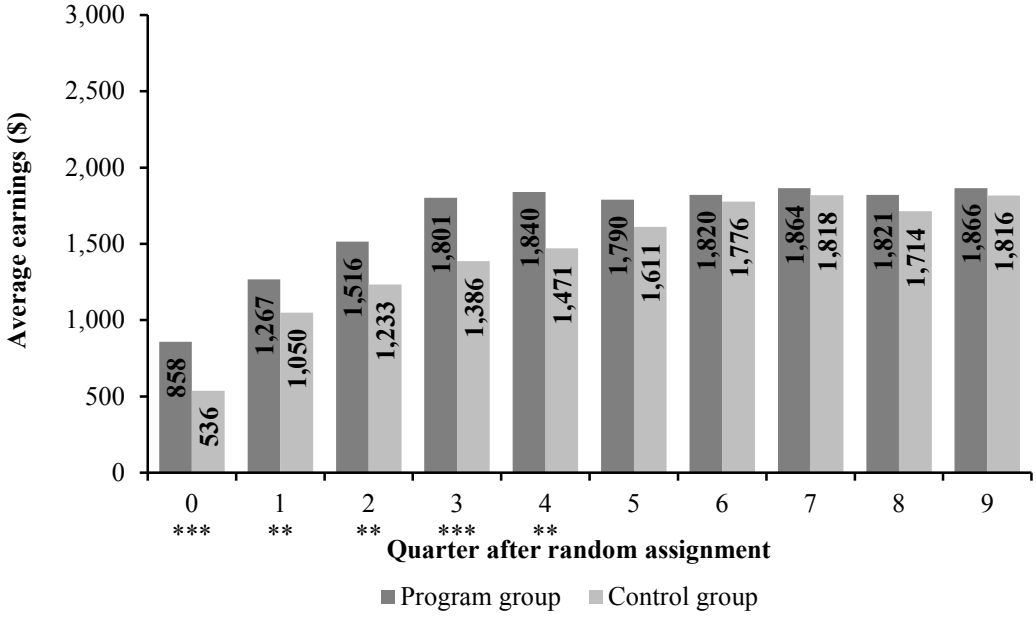
Appendix Figure H.1

Employment and Earnings Over Time: New York City

Employment



Earnings



(continued)

Appendix Figure H.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

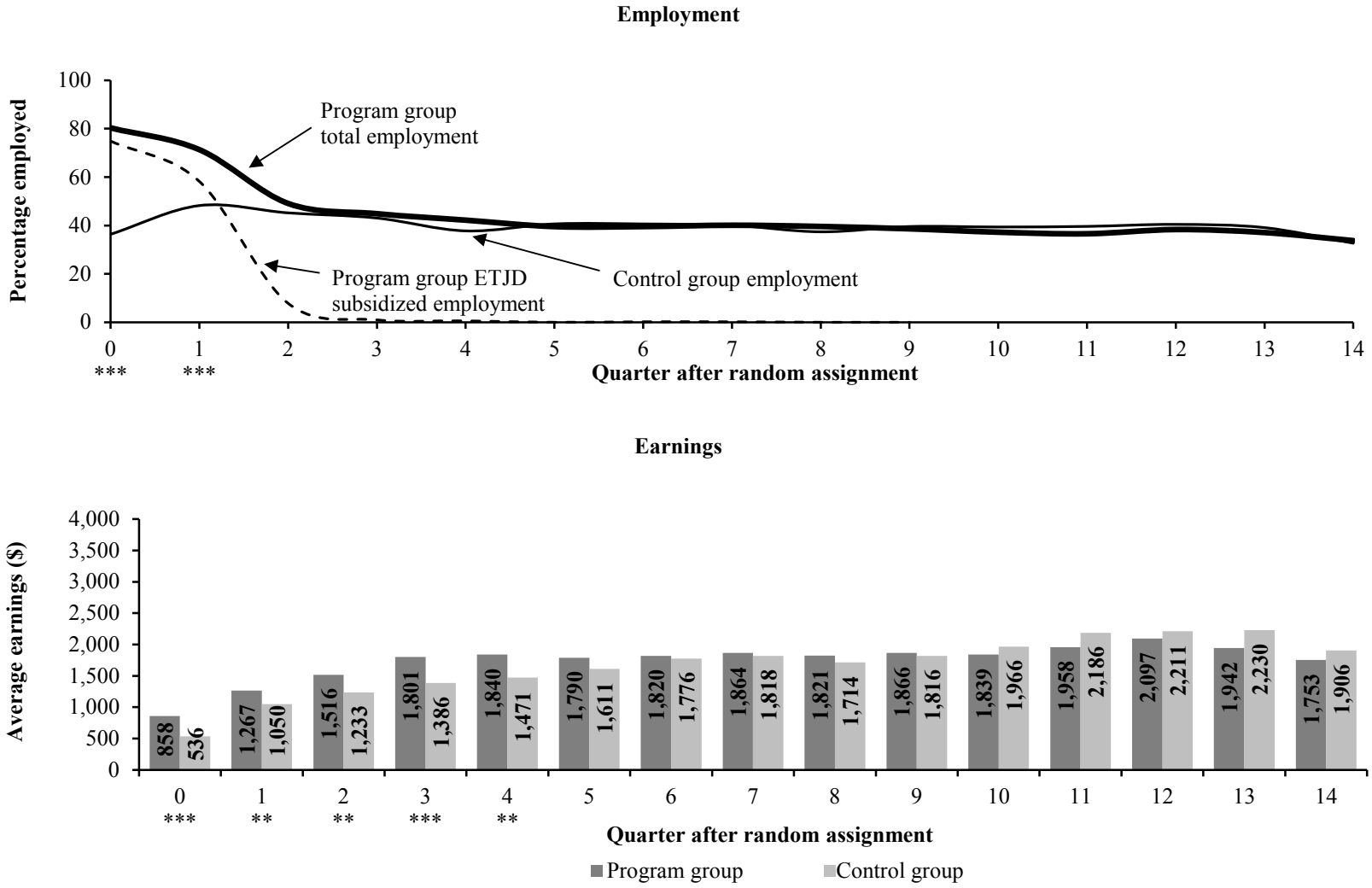
NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 9 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix Figure H.2

Employment and Earnings Over Time (Extended Follow-Up): New York City



(continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 14 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix I

Baseline Characteristics of the Study Sample

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Appendix Table I.1

Characteristics and Employment Histories of Sample Members: Noncustodial Parent Sites

Characteristic	Program Group	Control Group
Male (%)	93.1	93.3
Age (%)		
18-24	7.8	7.3
25-34	33.0	32.3
35-44	34.4	35.4
45 or older	24.9	25.0
Average age	37.6	37.6
Race/ethnicity (%)		
Black, non-Hispanic	81.5	83.3
White, non-Hispanic	5.9	5.1
Hispanic	7.8	7.9
Asian, non-Hispanic	1.4	1.3
Other/multiracial	3.3	2.4
Educational attainment (%)		
No high school diploma or equivalent	27.9	30.6
High school diploma or equivalent	66.8	65.0
Associate's degree or equivalent	2.9	2.2
Bachelor's degree or higher	2.4	2.2
Marital status (%)		
Never married	67.2	65.1
Currently married	8.0	8.7
Separated, widowed, or divorced	24.8	26.1
Veteran (%)	5.4	4.2*
Has a disability (%)	5.9	4.9
Housing (%)		
Rents or owns	44.3	46.5
Halfway house, transitional house, or residential treatment facility	3.6	3.8
Homeless	7.3	8.5
Staying in someone else's apartment, room, or house	44.7	41.2

(continued)

Appendix Table I.1 (continued)

Characteristic	Program Group	Control Group	
Employment history			
Ever worked (%)	95.2	96.0	
Among those who ever worked:			
Worked in the past year (%)	49.7	50.2	
Average hourly wage in most recent job ($)	11.23	11.20	
Ever worked for the same employer for 6 months or more (%)	80.4	78.6	
Months worked in the previous 3 years (%)			***
Did not work	13.8	13.8	
Fewer than 6 months	22.8	33.2	
6 to 12 months	32.2	24.9	
13 to 24 months	14.4	13.8	
More than 24 months	16.8	14.2	
Sample size	2,011	1,987	

SOURCES: MDRC calculations based on baseline survey data and ETJD management information system data.

NOTE: Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Appendix Table I.2

Child Support and Criminal Justice Characteristics of Sample Members: Noncustodial Parent Sites

Characteristic	Program Group	Control Group
Parental and child support status		
Noncustodial parent (%)	100.0	100.0
Has any minor-age children (%)	93.3	93.2
Among those with minor-age children:		
Average number of minor-age children	2.5	2.5
Living with minor-age children (%)	16.5	19.7**
Has a current child support order (%)	86.4	86.3
Has an order only for child support debt (%)	12.8	12.6
Criminal history		
Ever convicted of a crime[a] (%)	76.8	76.0
Ever convicted of a felony[b]	49.9	48.5
Ever convicted of a misdemeanor[b]	63.7	62.9
Ever incarcerated in prison[c] (%)	41.0	39.5
Among those ever incarcerated in prison:		
Average years in prison[d]	3.8	3.8
Years between most recent release and program enrollment[e] (%)		
Less than one year	33.9	32.5
One to three years	18.2	16.8
More than three years	47.9	50.6
Average months since most recent release[e]	59.6	64.9
On community supervision at program enrollment[f] (%)	54.3	48.9*
Sample size	2,011	1,987

(continued)

Appendix Table I.2 (continued)

SOURCES: MDRC calculations based on baseline survey data, ETJD management information system data, and criminal justice administrative records.

NOTES: Measures are self-reported unless otherwise noted.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

[a]Includes convictions in the state in which the program operated as recorded in administrative records. Does not include federal convictions or convictions from other states.

[b]Administrative records from Wisconsin were not available on this subject. Therefore this measure reflects data only from Atlanta, San Francisco, and Syracuse.

[c]For Atlanta, Milwaukee, and Syracuse, this measure includes participants' reports of incarceration in state or federal prison and prison incarceration as recorded in administrative records from the state in which the program operated. For San Francisco, this measure only includes participants' reports of incarceration. Administrative prison records from California were not available on this subject at the time of this report.

[d]Includes time spent in state prisons in the state in which the program operated, according to administrative records. Does not include time spent in federal prisons or prisons in other states. Administrative prison records from California were not available on this subject at the time of this report, so this measure only reflects data from Atlanta, Milwaukee, and Syracuse.

[e]Most recent release can be from prison or jail.

[f]Includes parole, probation, and other types of criminal justice or court supervision.

Appendix Table I.3

Additional Characteristics of Sample Members at Enrollment: Noncustodial Parent Sites

Characteristic	Program Group	Control Group	
Number of minor-age children (%)			
None	6.7	6.8	
1	32.0	31.5	
2	25.3	25.4	
3 or more	35.9	36.3	
Among participants with child support orders:			
Average age of youngest child (years)	8.8	8.9	
Ever convicted of a violent crime[a] (%)	35.8	35.1	
Ever incarcerated in prison[b] (%)	41.0	39.5	
Among those ever incarcerated in prison:			
Total time incarcerated in prison[c] (%)			
Less than 2 years	37.4	41.3	
2 to 4 years	25.7	23.4	
More than 4 years	36.9	35.4	
Most recently released from:[d] (%)			
State prison	76.4	80.2	
County/city jail	16.2	13.7	
Federal prison	7.4	6.1	
Among those who ever worked:			
Hourly wage in most recent job (%)			
$0.01 - $7.25	14.2	13.7	
$7.26 - $9.99	34.5	34.1	
$10.00 - $14.99	36.1	37.3	
$15.00 or more	15.2	14.8	
Had income at enrollment[d] (%)	24.2	22.1	
Receipt of public assistance (%)			***
No public assistance	43.5	33.1	
Food stamps (SNAP)	47.7	51.8	
General assistance or welfare	2.9	6.6	
Other government assistance program/multiple programs	5.9	8.5	

(continued)

Appendix Table I.3 (continued)

Characteristic	Program Group	Control Group
Family assists with: (%)		
Place to live	34.5	36.6
Financial support	8.1	8.5
Transportation	3.3	3.3
Job	0.6	1.1
Multiple forms of support	4.9	4.5
None	48.5	46.0
Medical benefits[d] (%)		
None	72.4	70.8
Medicaid	20.0	21.8
Medicare	2.0	2.2
Private health insurance	1.1	1.1
Other	4.5	4.0
Previous alcohol-abuse or drug-use treatment[d] (%)	31.0	32.3
Receiving alcohol-abuse or drug-use treatment at enrollment[d] (%)	4.9	5.4
Ever received mental health treatment (%)	13.1	13.0
Sample size	2,011	1,987

SOURCES: MDRC calculations based on baseline survey data, ETJD management information system data, and criminal justice administrative records.

NOTES: Measures are self-reported unless otherwise noted.

SNAP = Supplemental Nutrition Assistance Program.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

[a]Includes convictions in the state in which the program operated as recorded in administrative records. Does not include federal convictions or convictions from other states. Administrative records from Wisconsin were not available on this subject. Therefore this measure reflects data only from Atlanta, San Francisco, and Syracuse.

[b]For Atlanta, Milwaukee, and Syracuse, this measure includes participants' reports of incarceration in state or federal prison and prison incarceration as recorded in administrative records from the state in which the program operated. For San Francisco, this measure only includes participants' reports of incarceration. Administrative prison records from California were not available on this subject at the time of this report.

[c]Includes time spent in state prisons in the state in which the program operated, according to administrative records. Does not include time spent in federal prisons or prisons in other states. Administrative prison records from California were not available on this subject at the time of this report, so this measure only reflects data from Atlanta, Milwaukee, and Syracuse.

[d]This baseline measure had very low response rates in San Francisco. Therefore, this table reflects data only from Atlanta, Milwaukee, and Syracuse.

Appendix Table I.4

Characteristics and Employment Histories of Sample Members: Sites Targeting Formerly Incarcerated Individuals

Characteristic	Program Group	Control Group	
Male (%)	94.0	94.1	
Age (%)			
18-24	16.6	17.4	
25-34	34.7	35.2	
35-44	25.7	24.7	
45 or older	23.0	22.7	
Average age	35.6	35.3	
Race/ethnicity (%)			
Black, non-Hispanic	66.7	68.1	
White, non-Hispanic	17.2	15.3	
Hispanic	14.1	14.9	
Asian, non-Hispanic	0.1	0.3	
Other/multiracial	1.9	1.4	
Educational attainment (%)			
No high school diploma or equivalent	24.6	24.8	
High school diploma or equivalent	72.0	71.7	
Associate's degree or equivalent	2.1	2.2	
Bachelor's degree or higher	1.3	1.2	
Marital status (%)			
Never married	70.3	70.2	
Currently married	8.9	9.0	
Separated, widowed, or divorced	20.8	20.9	
Veteran (%)	3.8	3.7	
Has a disability (%)	3.4	2.8	
Housing (%)			*
Rents or owns	12.1	11.5	
Halfway house, transitional house, or residential treatment facility	27.1	24.0	
Homeless	6.3	5.2	
Staying in someone else's apartment, room, or house	54.5	59.3	

(continued)

Appendix Table I.4 (continued)

Characteristic	Program Group	Control Group
Employment history		
Ever worked (%)	80.7	81.5
Among those who ever worked:		
Worked in the past year (%)	20.3	19.5
Average hourly wage in most recent job ($)	10.11	10.10
Ever worked for the same employer for 6 months or more (%)	74.0	71.8
Months worked in the previous 3 years (%)		
Did not work	46.0	47.2
Fewer than 6 months	31.1	29.9
6 to 12 months	13.8	12.1
13 to 24 months	6.3	7.1
More than 24 months	2.7	3.7
Sample size	1,508	1,494

SOURCES: MDRC calculations based on baseline survey data and ETJD management information system data.

NOTE: Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Appendix Table I.5

Child Support and Criminal Justice Characteristics of Sample Members: Sites Targeting Formerly Incarcerated Individuals

Characteristic	Program Group	Control Group
Parental and child support status		
Noncustodial parent (%)	41.8	42.4
Has any minor-age children (%)	51.8	51.1
Among those with minor-age children:		
Average number of minor-age children	2.1	2.1
Living with minor-age children (%)	14.2	13.7
Has a current child support order (%)	15.6	14.8
Has an order only for child support debt (%)	0.8	0.7
Criminal history		
Ever convicted of a crime[a] (%)	96.1	96.6
Ever convicted of a felony	90.5	91.5
Ever convicted of a misdemeanor	66.1	64.3
Ever incarcerated in prison (%)	100.0	100.0
Average years in jail and prison[b]	4.7	4.9
Average months since most recent release[c]	1.4	1.5
Status at program enrollment (%)		
Parole	74.5	76.6
Probation	12.6	11.2
Other criminal justice/court supervision	10.4	8.8
None of the above	2.5	3.3
Sample size	1,508	1,494

SOURCES: MDRC calculations based on baseline survey data, ETJD management information system data, and criminal justice administrative records.

NOTES: Measures are self-reported unless otherwise noted.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

[a]Includes convictions in the state in which the program operated as recorded in administrative records. Does not include federal convictions or convictions from other states.

[b]Includes time spent in state prisons and local jails in the state in which the program operated according to administrative records. Does not include time spent in federal prisons or prisons in other states.

[c]Most recent release can be from prison or jail.

Appendix Table I.6

Additional Characteristics of Sample Members at Enrollment: Sites Targeting Formerly Incarcerated Individuals

Characteristic	Program Group	Control Group
Number of minor-age children (%)		
None	48.2	48.9
1	22.8	22.5
2	14.6	14.6
3 or more	14.3	14.1
Among participants with child support orders:		
Average age of youngest child (years)	9.6	9.6
Ever convicted of a violent crime[a] (%)	49.2	49.6
Total time incarcerated in jail or prison[b] (%)		
Less than two years	33.1	29.6
Two to four years	26.9	29.2
More than four years	39.9	41.2
Most recently released from (%)		
State prison	89.0	90.2
County/city jail	4.7	4.9
Federal prison	6.3	4.9
Among those who ever worked:		
Hourly wage in most recent job (%)		
$0.01 - $7.25	22.2	23.6
$7.26 - $9.99	37.4	38.6
$10.00 - $14.99	30.1	26.4
$15.00 or more	10.4	11.4
Had income at enrollment (%)	4.0	3.7
Receipt of public assistance (%)		
No public assistance	69.5	67.5
Food stamps (SNAP)	21.9	25.3
General assistance or welfare	4.5	3.9
Other government assistance program/multiple programs	4.1	3.4

(continued)

Appendix Table I.6 (continued)

Characteristic	Program Group	Control Group
Family assists with: (%)		
Place to live	54.6	56.2
Financial support	7.6	8.1
Transportation	4.5	5.0
Job	0.5	0.4
Multiple forms of support	3.0	2.9
None	28.9	27.1
Medical benefits		
None	70.3	70.1
Medicaid	20.8	21.6
Medicare	0.3	0.1
Private health insurance	0.8	0.8
Other	7.9	7.4
Previous alcohol-abuse or drug-use treatment (%)	48.3	48.2
Receiving alcohol-abuse or drug-use treatment at enrollment (%)	24.7	25.9
Ever received mental health treatment (%)	11.1	7.5***
Sample size	1,508	1,494

SOURCES: MDRC calculations based on baseline survey data, ETJD management information system data, and criminal justice administrative records.

NOTES: Measures are self-reported unless otherwise noted.
SNAP = Supplemental Nutrition Assistance Program.
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.
[a]Includes convictions in the state in which the program operated as recorded in administrative records. Does not include federal convictions or convictions from other states.
[b]Includes time spent in state prisons and local jails in the state in which the program operated according to administrative records. Does not include time spent in federal prisons or prisons in other states.

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Appendix J

Selected Measures of Well-Being, by Site

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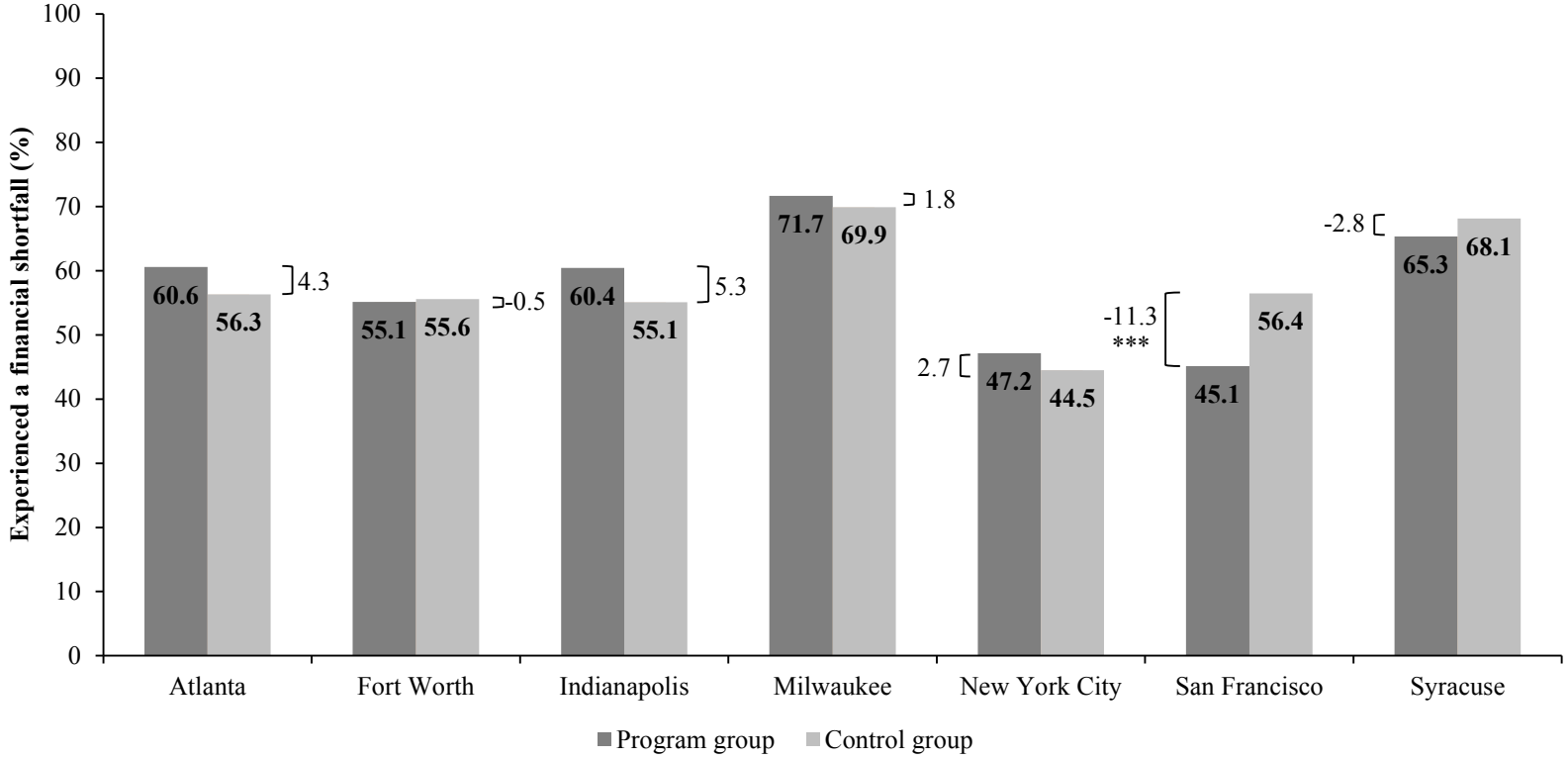
Figure J.1

Experienced a Financial Shortfall in the Past 12 Months, by Site ††



SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

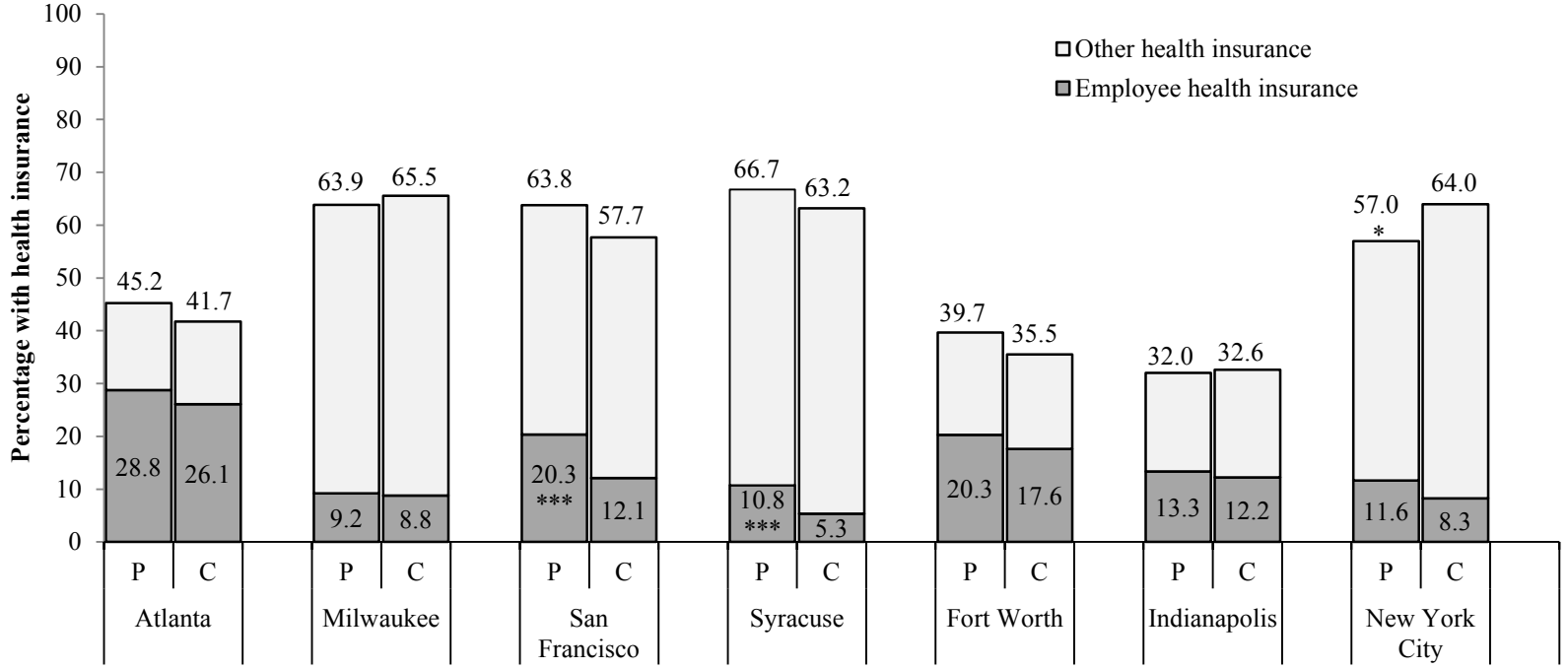
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

When comparing impacts among sites, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts among sites is statistically significant. Statistically significant differences among sites are indicated as: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Figure J.2

Health Insurance in the Last Month, by Site



SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: P = "program group," C = "control group."

Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

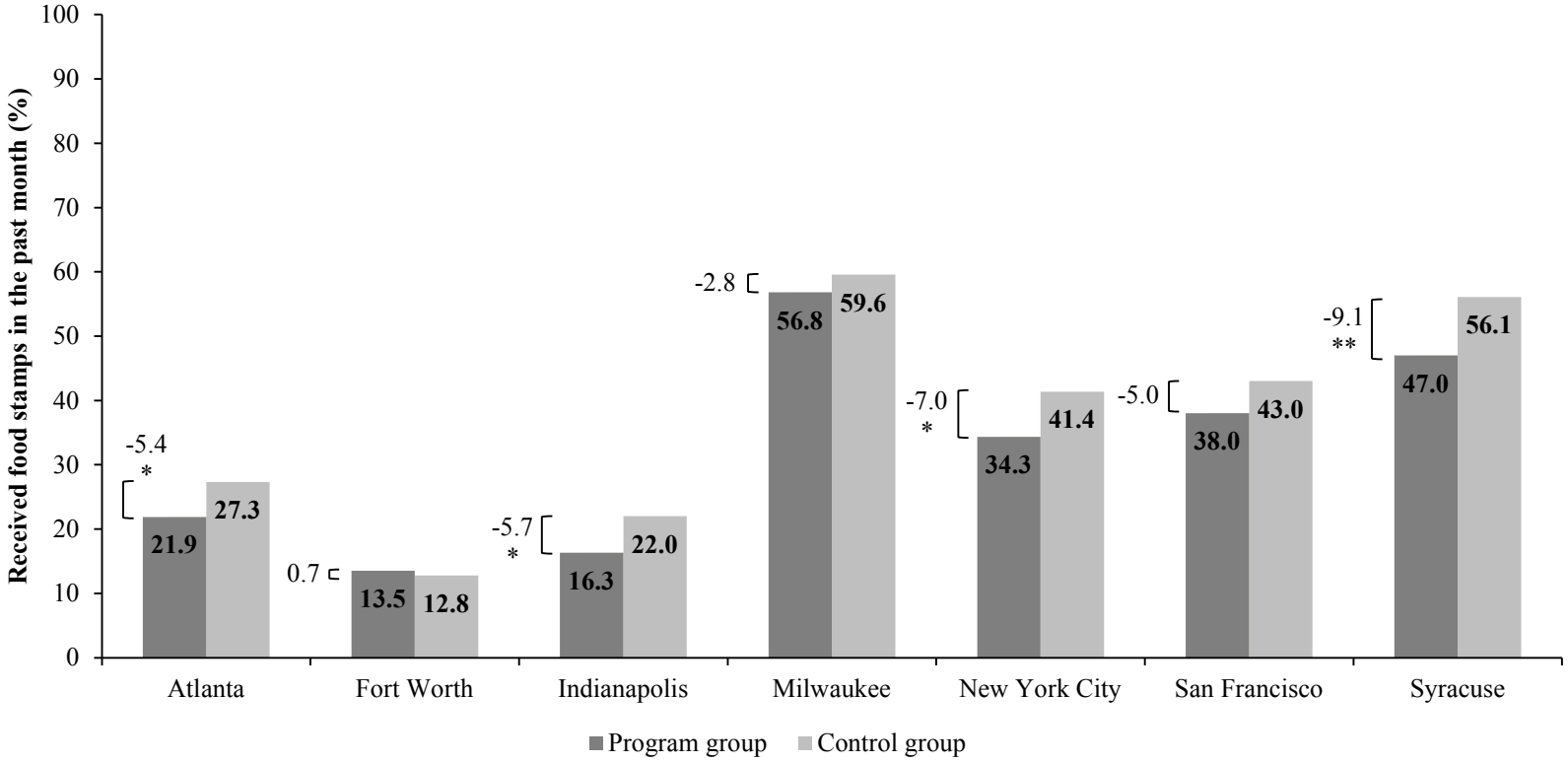
Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

When comparing impacts among sites, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts between sites is statistically significant. No statistically significant differences among sites were observed for this measure.

Figure J.3

Food Stamp Receipt Over the Past Month, by Site



SOURCE: MDRC calculations based on responses to the 30-month survey.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics. Analyses of survey-based outcomes incorporate weights that correct for survey nonresponse, which take into consideration information on the full sample's pre-random assignment characteristics. Unweighted analyses (not shown) yielded nearly identical results.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

When comparing impacts among sites, an H-statistic is generated. The H-statistic is used to assess whether the difference in impacts among the sites is statistically significant. No statistically significant differences among sites were observed for this measure.

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Appendix K

Survey Response Bias Analysis

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This appendix assesses the reliability of the impact results captured by the Enhanced Transitional Jobs Demonstration (ETJD) 30-month survey for each of the seven program locations discussed in this report: Atlanta, Milwaukee, San Francisco, Syracuse, Fort Worth, Indianapolis, and New York. It also examines whether the program impacts for the survey respondents can be considered to represent the impacts for the full research sample. First, the appendix describes how the survey was administered, including survey response rates for the full research sample and the program and control groups in each city. Next, it examines the differences between survey respondents and nonrespondents, then compares the differences between the program and control groups among the survey respondents. Finally, it compares the administrative data outcomes of the respondent sample with those of the full research sample, both for the pooled research samples used throughout the report and within each city. The appendix concludes that there is no substantial concern about bias arising from survey nonresponse.

Survey Administration and Response Rates

The ETJD 30-month survey was administered by Decision Information Resources in Atlanta and San Francisco and by Abt SRBI in Fort Worth, Indianapolis, Milwaukee, New York City, and Syracuse. Interviewers from the survey firms began interviewing sample members as early as 30 months after they enrolled into the study.[1] For example, if a sample member were randomly assigned into the study in January 2013, a survey firm would begin attempting to reach this sample member for the 30-month survey at the end of June 2015. Nearly all respondents (96 percent) were interviewed within the target window of 30 to 36 months after they enrolled in the study.[2] Some respondents were interviewed while they were incarcerated. Abt SRBI succeeded in gaining access to prisons and jails where ETJD sample members from five cities were incarcerated: Fort Worth (62 facilities), Indianapolis (12 facilities), Milwaukee (9 facilities), New York (1 facility: Rikers Island), and Syracuse (1 facility: Onandaga County Jail). Decision Information Resources did not gain access to prisons and jails.

Table K.1 shows the response rate for each city and the percentage of responses that were "on time" (defined as completing the survey interview between 27 and 33 months after a person entered the study), overall and for the program and control groups. Response rates lower than the goal of 80 percent are not de facto evidence of nonresponse bias. However, higher response rates are desirable as they decrease the likelihood that "missing" data (data from nonrespondents that cannot be collected) are missing at random. That is, since certain social and demographic

[1]Due to delays in receiving approval from the U.S. Office of Management and Budget (OMB), interviews of sample members who joined the study during the first four months of enrollment did not begin until around 34 months after they enrolled in the study. For all sample members who joined the study later than the first four months, interviews began at 30 months after enrollment.

[2]The remaining 4 percent were interviewed in Month 37 or 38 after study enrollment.

characteristics are generally associated with responding to surveys (for example, being older, being female, being employed, having a stable living situation, etc.), it is likely that survey respondents generally differ from nonrespondents to some degree. However, these differences are not necessarily problematic as long as the differences between respondents and nonrespondents are similar among both program and control group members. An imbalance in response rates could lead to an imbalance in the characteristics of program group respondents compared with control group respondents. Table K.1 shows that overall response rates of the program and control groups were similar in each city.

Comparisons Between Respondents and Nonrespondents Within the Research Sample

To test whether survey respondents were different from nonrespondents, a series of statistical tests (t-test and chi-square) were conducted for selected baseline characteristics: sample members' ages, genders, and races/ethnicities; whether they had ever worked; whether they had worked in the previous year; their number of previous convictions; and the quarter when they were randomly assigned. For programs targeting noncustodial parents (those in Atlanta, Milwaukee, San Francisco, and Syracuse), a statistical test was also conducted on the variable of whether they had ever been incarcerated in prison; for programs targeting formerly incarcerated people (those in Fort Worth, Indianapolis, and New York) a test was conducted on the variable of whether they were noncustodial parents.

It is not uncommon to find baseline characteristics that predict response status. These associations may indicate some level of nonresponse bias, but this bias would primarily affect level estimates rather than impact estimates. Generally, survey respondents tended to be faring better than nonrespondents, so their responses may overstate outcome levels to some degree. Because this phenomenon affects both the program and control groups, however, impact estimates are less likely to be biased than level estimates.

As shown in Table K.2, in each city there were statistically significant differences between respondents and nonrespondents in at least one baseline characteristic:

- **Atlanta:** Respondents were slightly older than nonrespondents.
- **Milwaukee:** Respondents were slightly older than nonrespondents, more likely to be female, more likely to be black and less likely to be Hispanic, less likely to have worked in the year before they enrolled in the study, and less likely to have been incarcerated in prison before they enrolled in the study.
- **San Francisco:** Respondents were more likely to be female, more likely to be black, and more likely to have ever worked before they enrolled in the study.

- **Syracuse:** Respondents were older than nonrespondents, more likely to be female, more likely to have ever worked before they enrolled in the study, and less likely to have been incarcerated in prison before they enrolled in the study.
- **Fort Worth:** Respondents were more likely to be black and were slightly more likely to have enrolled in the study later on.
- **Indianapolis:** Respondents were less likely to be noncustodial parents.
- **New York City:** Respondents were slightly older than nonrespondents, and were somewhat more likely to have enrolled in the study later on.

Comparisons Between the Research Groups in the Survey Respondent Sample

The primary concern when estimating program impacts from surveys is whether there are differences between the survey respondents in the program group and the survey respondents in the control group. To test whether program group respondents differed from control group respondents, the same series of statistical tests were conducted as discussed in the previous section. As shown in Table K.3, in all cities except for San Francisco, there were no statistically significant differences in baseline characteristics between program group respondents and control group respondents. In San Francisco, there was only one small difference: program group respondents were slightly more likely to have ever worked before they enrolled in the study (99 percent) than control group respondents (97 percent). Overall, these findings that the baseline characteristics of program group respondents and control group respondents did not differ substantially within each city provide little evidence of survey response bias, and yield confidence in the survey results.

Comparisons Between the Research Sample and the Respondent Sample

Another way to assess possible bias from survey response rates is to examine differences between the full research sample and the respondent sample in impacts estimated using administrative data. If the differences between the program and control groups in the respondent sample are not similar to those observed for the full research sample, it may indicate that the respondent sample is not representative of the full research sample and that survey estimates may be biased.

Table K.4 compares the impacts among the full research sample and the respondent sample for outcomes in the three main domains (earnings and employment, criminal justice, and child support) for the pooled samples presented throughout the report (all ETJD sites, sites targeting

formerly incarcerated individuals, and sites targeting noncustodial parents) and for each city.[3] Respondent sample and full research sample outcome levels were nearly equivalent for child support outcomes and criminal justice outcomes, and differences between program group and control group outcomes were also similar. In the pooled sample of all ETJD sites the respondent sample had slightly higher earnings and employment rates than the full research sample, but the impacts on earnings and employment among both groups were positive and statistically significant. The impact on employment during the final year of the follow-up period was similar among both groups (5 percentage points among respondents and 4 percentage points among the full research sample). The impact on earnings in the final year of the follow-up period was larger among the respondent sample than the full research sample. This larger earnings impact was particularly pronounced in Atlanta, though San Francisco and Indianapolis also saw larger earnings impacts among the respondent sample than among the full research sample. In New York City, the impacts on incarceration were statistically significant among the respondent sample (where the program group was more likely to be incarcerated) but not among the full research sample. In San Francisco, the impacts on employment during the final year of the follow-up period were statistically significant among the full research sample but not among respondents. Aside from these differences, the impact results at each site among the respondent sample and the full research sample were similar. Since there were only fairly small differences in impacts between the respondent and full research samples overall, there is no reason for substantial concern about bias arising from survey nonresponse.

[3]Estimates shown may differ slightly from those in the main body of the report due to minor specification issues.

Appendix Table K.1

ETJD 30-Month Survey Response Rates

City	Response Rate (%)		
	Program Group	Control Group	Total
Atlanta (sample size = 996)	81.8	79.4	80.6
Milwaukee (sample size = 1,003)	79.9	76.4	78.2
San Francisco (sample size = 995)	66.7	65.1	65.9
Syracuse (sample size = 1,004)	74.1	72.9	73.5
Fort Worth (sample size = 999)	76.3	76.8	76.6
Indianapolis (sample size = 998)	78.0	76.5	77.3
New York (sample size = 1,005)	68.1	66.1	67.1

SOURCE: MDRC calculations based on the ETJD 30-month survey.

Appendix Table K.2

Selected Baseline Characteristics of ETJD 30-Month Survey Respondents and Nonrespondents, by City

Characteristic	All Sample Members	Respondents	Nonrespondents
Atlanta			
Age	39.8	40.1	38.5**
Female (%)	6.3	6.9	4.2
Race/ethnicity (%)			
White, non-Hispanic	4.3	4.1	5.2
Black, non-Hispanic	91.3	91.8	89.6
Hispanic	2.5	2.5	2.6
Other	1.8	1.6	2.6
Ever worked (%)	99.3	99.6	97.9
Worked in the past year (%)	60.9	61.3	59.1
Number of previous convictions[a]	2.4	2.4	2.4
Ever incarcerated in prison[b] (%)	33.6	33.5	34.2
Quarter of random assignment	5.6	5.5	5.7
Sample size	996	803	193
Milwaukee			
Age	35.1	35.4	34.0**
Female (%)	2.7	3.1	1.4*
Race/ethnicity (%)			**
White, non-Hispanic	2.5	2.4	2.8
Black, non-Hispanic	93.1	94.2	88.9
Hispanic	3.2	2.3	6.5
Other	1.2	1.0	1.8
Ever worked (%)	92.0	92.4	90.9
Worked in the past year (%)	52.0	50.4	58.0**
Number of previous convictions[c]	2.8	2.8	2.8
Ever incarcerated in prison[d] (%)	54.6	52.6	62.1**
Quarter of random assignment	5.8	5.8	6.0
Sample size	1,003	784	219

(continued)

Appendix Table K.2 (continued)

Characteristic	All Sample Members	Respondents	Nonrespondents
San Francisco			
Age	40.1	40.5	39.5
Female (%)	12.0	13.7	8.6**
Race/ethnicity (%)			***
White, non-Hispanic	3.3	2.3	5.4
Black, non-Hispanic	67.5	70.7	61.3
Hispanic	19.4	19.7	18.8
Other	9.8	7.4	14.6
Ever worked (%)	97.5	98.2	96.2*
Worked in the past year (%)	40.5	40.2	41.0
Number of previous convictions[e]	5.8	5.9	5.5
Ever incarcerated in prison (%)	28.3	27.1	30.7
Quarter of random assignment	5.6	5.7	5.5
Sample size	995	656	339
Syracuse			
Age	35.4	36.0	33.7***
Female (%)	6.3	7.2	3.8**
Race/ethnicity (%)			
White, non-Hispanic	11.7	11.2	12.8
Black, non-Hispanic	77.8	78.7	75.1
Hispanic	6.5	5.8	8.3
Other	4.1	4.2	3.8
Ever worked (%)	93.6	94.6	91.0*
Worked in the past year (%)	38.0	39.4	33.8
Number of previous convictions[f]	3.5	3.6	3.4
Ever incarcerated in prison[g] (%)	44.1	39.8	56.0***
Quarter of random assignment	5.4	5.4	5.4
Sample size	1,004	738	266

(continued)

Appendix Table K.2 (continued)

Characteristic	All Sample Members	Respondents	Nonrespondents
Fort Worth			
Age	38.3	38.3	38.4
Female (%)	10.1	10.9	7.7
Race/ethnicity (%)			***
White, non-Hispanic	32.5	29.0	43.8
Black, non-Hispanic	51.9	55.8	39.1
Hispanic	14.2	13.9	15.0
Other	1.5	1.3	2.1
Ever worked (%)	92.8	93.1	91.9
Worked in the past year (%)	12.2	12.6	11.1
Number of previous convictions[h]	5.2	5.2	5.0
Noncustodial parent (%)	35.1	34.9	35.9
Quarter of random assignment	5.2	5.3	4.9**
Sample size	999	765	234
Indianapolis			
Age	33.6	33.7	33.2
Female (%)	4.0	4.2	3.5
Race/ethnicity (%)			
White, non-Hispanic	15.1	14.0	18.7
Black, non-Hispanic	81.5	82.8	76.9
Hispanic	1.9	1.8	2.2
Other	1.5	1.3	2.2
Ever worked (%)	83.4	84.2	80.6
Worked in the past year (%)	26.1	27.0	22.9
Number of previous convictions[i]	3.2	3.2	3.1
Noncustodial parent (%)	50.5	47.9	59.5***
Quarter of random assignment	5.0	4.9	5.1
Sample size	998	771	227

(continued)

Appendix Table K.2 (continued)

Characteristic	All Sample Members	Respondents	Nonrespondents
New York City			
Age	34.5	35.1	33.1***
Female (%)	3.7	4.2	2.7
Race/ethnicity (%)			
White, non-Hispanic	1.2	0.9	1.8
Black, non-Hispanic	68.9	70.0	66.7
Hispanic	27.4	26.4	29.4
Other	2.5	2.7	2.1
Ever worked (%)	66.9	68.6	63.4
Worked in the past year (%)	10.2	9.5	11.7
Number of previous convictions[f]	5.6	5.5	5.6
Noncustodial parent (%)	40.8	40.2	42.0
Quarter of random assignment	5.4	5.7	5.0***
Sample size	1,005	674	331

SOURCES: MDRC calculations based on baseline survey data, ETJD management information system data, and criminal justice administrative records.

NOTES: Measures are self-reported unless otherwise noted.

Statistical significance levels for differences between respondents and nonrespondents are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

[a]Includes convictions in the state of Georgia as recorded in administrative records. Does not include federal convictions or convictions from other states.

[b]Includes self-reports of incarceration in state or federal prison and prison incarceration as recorded in Georgia administrative records.

[c]Includes convictions in the state of Wisconsin as recorded in administrative records. Does not include federal convictions or convictions from other states.

[d]Includes self-reports of incarceration in state or federal prison and prison incarceration as recorded in Wisconsin administrative records.

[e]Includes convictions in the state of California as recorded in administrative records. Does not include federal convictions or convictions from other states.

[f]Includes convictions in the state of New York as recorded in administrative records. Does not include federal convictions or convictions from other states.

[g]Includes self-reports of incarceration in state or federal prison and prison incarceration as recorded in New York administrative records.

[h]Includes convictions in the state of Texas as recorded in administrative records. Does not include federal convictions or convictions from other states.

[i]Includes convictions in the state of Indiana as recorded in administrative records. Does not include federal convictions or convictions from other states.

Appendix Table K.3

Selected Baseline Characteristics of ETJD 30-Month Survey Respondents, by Research Group and City

Characteristic	All Respondents	Program Group	Control Group
Atlanta			
Age	40.1	40.5	39.7
Female (%)	6.9	6.1	7.6
Race/ethnicity (%)			
White, non-Hispanic	4.1	4.1	4.1
Black, non-Hispanic	91.8	90.7	92.8
Hispanic	2.5	3.2	1.8
Other	1.6	2.0	1.3
Ever worked (%)	99.6	99.5	99.8
Worked in the past year (%)	61.3	63.3	59.2
Number of previous convictions[a]	2.4	2.5	2.3
Ever incarcerated in prison[b] (%)	33.5	34.6	32.3
Quarter of random assignment	5.5	5.5	5.6
Sample size	803	410	393
Milwaukee			
Age	35.4	35.5	35.4
Female (%)	3.1	3.2	2.9
Race/ethnicity (%)			
White, non-Hispanic	2.4	3.3	1.6
Black, non-Hispanic	94.2	93.4	95.0
Hispanic	2.3	2.3	2.4
Other	1.0	1.0	1.1
Ever worked (%)	92.4	91.0	93.7
Worked in the past year (%)	50.4	49.1	51.7
Number of previous convictions[c]	2.8	2.9	2.7
Ever incarcerated in prison[d] (%)	52.6	53.9	51.2
Quarter of random assignment	5.8	5.8	5.8
Sample size	784	401	383

(continued)

Appendix Table K.3 (continued)

Characteristic	All Respondents	Program Group	Control Group
San Francisco			
Age	40.5	40.8	40.1
Female (%)	13.7	14.3	13.1
Race/ethnicity (%)			
White, non-Hispanic	2.3	3.6	0.9
Black, non-Hispanic	70.7	70.5	70.8
Hispanic	19.7	18.1	21.3
Other	7.4	7.8	6.9
Ever worked (%)	98.2	99.1	97.2*
Worked in the past year (%)	40.2	37.6	43.0
Number of previous convictions[e]	5.9	6.1	5.7
Ever incarcerated in prison (%)	27.1	28.7	25.6
Quarter of random assignment	5.7	5.7	5.6
Sample size	656	335	321
Syracuse			
Age	36.0	35.7	36.3
Female (%)	7.2	8.5	5.8
Race/ethnicity (%)			
White, non-Hispanic	11.2	11.2	11.3
Black, non-Hispanic	78.7	77.9	79.6
Hispanic	5.8	5.1	6.6
Other	4.2	5.9	2.5
Ever worked (%)	94.6	93.6	95.6
Worked in the past year (%)	39.4	37.9	41.1
Number of previous convictions[f]	3.6	3.6	3.6
Ever incarcerated in prison[g] (%)	39.8	40.0	39.7
Quarter of random assignment	5.4	5.4	5.4
Sample size	738	375	363

(continued)

Appendix Table K.3 (continued)

Characteristic	All Respondents	Program Group	Control Group
Fort Worth			
Age	38.3	38.3	38.2
Female (%)	10.9	10.4	11.3
Race/ethnicity (%)			
White, non-Hispanic	29.0	30.6	27.4
Black, non-Hispanic	55.8	55.0	56.6
Hispanic	13.9	13.4	14.5
Other	1.3	1.0	1.6
Ever worked (%)	93.1	93.2	92.9
Worked in the past year (%)	12.6	12.8	12.3
Number of previous convictions[h]	5.2	5.2	5.2
Noncustodial parent (%)	34.9	32.6	37.3
Quarter of random assignment	5.3	5.4	5.2
Sample size	765	384	381
Indianapolis			
Age	33.7	34.3	33.2
Female (%)	4.2	4.9	3.4
Race/ethnicity (%)			
White, non-Hispanic	14.0	14.6	13.5
Black, non-Hispanic	82.8	82.1	83.6
Hispanic	1.8	2.1	1.6
Other	1.3	1.3	1.3
Ever worked (%)	84.2	83.6	84.7
Worked in the past year (%)	27.0	26.9	27.1
Number of previous convictions[i]	3.2	3.1	3.2
Noncustodial parent (%)	47.9	50.4	45.3
Quarter of random assignment	4.9	4.9	5.0
Sample size	771	391	380

(continued)

Appendix Table K.3 (continued)

Characteristic	All Respondents	Program Group	Control Group
New York City			
Age	35.1	35.1	35.2
Female (%)	4.2	3.8	4.5
Race/ethnicity (%)			
White, non-Hispanic	0.9	0.6	1.2
Black, non-Hispanic	70.0	69.3	70.7
Hispanic	26.4	26.3	26.6
Other	2.7	3.8	1.5
Ever worked (%)	68.6	65.9	71.3
Worked in the past year (%)	9.5	10.4	8.5
Number of previous convictions[f]	5.5	5.6	5.5
Noncustodial parent (%)	40.2	42.0	38.4
Quarter of random assignment	5.7	5.7	5.6
Sample size	674	343	331

SOURCES: MDRC calculations based on baseline survey data, ETJD management information system data, and criminal justice administrative records.

NOTES: Measures are self-reported unless otherwise noted.

Statistical significance levels for differences between program and control group members are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

[a]Includes convictions in the state of Georgia as recorded in administrative records. Does not include federal convictions or convictions from other states.

[b]Includes self-reports of incarceration in state or federal prison and prison incarceration as recorded in Georgia administrative records.

[c]Includes convictions in the state of Wisconsin as recorded in administrative records. Does not include federal convictions or convictions from other states.

[d]Includes self-reports of incarceration in state or federal prison and prison incarceration as recorded in Wisconsin administrative records.

[e]Includes convictions in the state of California as recorded in administrative records. Does not include federal convictions or convictions from other states.

[f]Includes convictions in the state of New York as recorded in administrative records. Does not include federal convictions or convictions from other states.

[g]Includes self-reports of incarceration in state or federal prison and prison incarceration as recorded in New York administrative records.

[h]Includes convictions in the state of Texas as recorded in administrative records. Does not include federal convictions or convictions from other states.

[i]Includes convictions in the state of Indiana as recorded in administrative records. Does not include federal convictions or convictions from other states.

Appendix Table K.4

Impacts on Employment and Earnings Among Survey Respondents and the Full Sample

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
All ETJD sites				
Total earnings in the last year of the follow-up period ($)				
Research sample	8,298	7,597	701***	[262, 1,140]
Respondent sample	8,996	7,822	1,174***	[664, 1,684]
Ever employed in that last year (%)				
Research sample	64.4	60.4	4.0***	[2.2, 5.9]
Respondent sample	68.6	63.7	4.9***	[2.8, 7.0]
Sample size				
Research sample	3,518	3,479		
Respondent sample	2,636	2,549		
Noncustodial parent sites				
Amount of formal child support paid in the last year of the follow-up period ($)				
Research sample	1,309	1,266	43	[-121, 207]
Respondent sample	1,304	1,227	77	[-74, 227]
Paid any formal child support in that last year (%)				
Research sample	61.9	55.6	6.3***	[3.9, 8.7]
Respondent sample	64.8	57.3	7.5***	[4.8, 10.2]
Sample size				
Research sample	1,999	1,967		
Respondent sample	1,516	1,446		
Sites targeting formerly incarcerated individuals				
Arrested, convicted, or admitted to jail or prison (%)				
Research sample	58.9	60.4	-1.5	[-4.3, 1.3]
Respondent sample	58.0	58.6	-0.6	[-3.8, 2.6]
Convicted of a crime (%)				
Research sample	33.0	35.8	-2.7	[-5.6, 0.1]
Respondent sample	32.4	36.2	-3.8*	[-7.1, -0.5]
Incarcerated in jail or prison (%)				
Research sample	54.7	55.4	-0.6	[-3.5, 2.2]
Respondent sample	53.8	53.8	0.0	[-3.3, 3.2]
Sample size				
Research sample	1,498	1,488		
Respondent sample	1,113	1,088		

(continued)

Appendix Table K.4 (continued)

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Atlanta				
Total earnings in the last year of the follow-up period ($)				
Research sample	14,098	13,168	930	[-595, 2,456]
Respondent sample	14,577	12,599	1,978**	[346, 3,611]
Ever employed in that last year (%)				
Research sample	79.1	74.1	5.1*	[0.8, 9.3]
Respondent sample	81.8	75.7	6.1**	[1.5, 10.7]
Amount of formal child support paid in that last year ($)				
Research sample	1,987	1,652	335**	[94, 576]
Respondent sample	2,088	1,652	436***	[170, 703]
Paid any formal child support in that last year (%)				
Research sample	72.9	70.6	2.3	[-2.4, 7.0]
Respondent sample	76.5	73.3	3.2	[-1.9, 8.2]
Sample size				
Research sample	501	495		
Respondent sample	410	393		
Milwaukee				
Total earnings in the last year of the follow-up period ($)				
Research sample	7,160	6,592	567	[-364, 1,499]
Respondent sample	7,537	6,888	648	[-427, 1,723]
Ever employed in that last year (%)				
Research sample	71.6	69.2	2.5	[-2.1, 7.1]
Respondent sample	74.0	70.5	3.5	[-1.6, 8.6]
Amount of formal child support paid in that last year ($)				
Research sample	995	991	4	[-163, 172]
Respondent sample	1,058	1,008	50	[-146, 246]
Paid any formal child support in that last year (%)				
Research sample	73.5	68.5	5.0*	[0.3, 9.7]
Respondent sample	76.0	69.3	6.7**	[1.5, 11.9]
Sample size				
Research sample	502	501		
Respondent sample	401	383		

(continued)

Appendix Table K.4 (continued)

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
San Francisco				
Total earnings in the last year of the follow-up period ($)				
Research sample	10,211	8,551	1,660*	[227, 3,094]
Respondent sample	10,771	8,640	2,131**	[384, 3,879]
Ever employed in that last year (%)				
Research sample	61.5	53.9	7.6**	[2.7, 12.6]
Respondent sample	62.6	58.1	4.5	[-1.6, 10.7]
Amount of formal child support paid in that last year ($)				
Research sample	1,917	2,187	-270	[-867, 327]
Respondent sample	1,689	2,043	-354	[-905, 197]
Paid any formal child support in that last year (%)				
Research sample	65.4	54.3	11.1***	[6.0, 16.1]
Respondent sample	67.8	53.9	13.9***	[7.6, 20.1]
Sample size				
Research sample	502	492		
Respondent sample	333	319		
Syracuse				
Total earnings in the last year of the follow-up period ($)				
Research sample	5,513	4,582	931*	[114, 1,747]
Respondent sample	5,936	4,906	1,030*	[39, 2,021]
Ever employed in that last year (%)				
Research sample	59.4	55.7	3.7	[-1.2, 8.6]
Respondent sample	64.7	59.9	4.8	[-0.9, 10.5]
Amount of formal child support paid in that last year ($)				
Research sample	338	310	27	[-78, 132]
Respondent sample	362	317	45	[-82, 172]
Paid any formal child support in that last year (%)				
Research sample	36.3	28.6	7.7***	[2.9, 12.5]
Respondent sample	37.9	29.5	8.4**	[2.8, 14.0]
Sample size				
Research sample	506	498		
Respondent sample	375	363		

(continued)

Appendix Table K.4 (continued)

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Fort Worth				
Total earnings in the last year of the follow-up period ($)				
Research sample	8,465	9,122	-657	[-1,975, 660]
Respondent sample	9,272	9,288	-16	[-1,490, 1,458]
Ever employed in that last year (%)				
Research sample	57.5	60.7	-3.2	[-8.2, 1.9]
Respondent sample	60.7	62.9	-2.2	[-7.8, 3.5]
Arrested, convicted, or admitted to jail or prison (%)				
Research sample	52.1	54.2	-2.2	[-7.1, 2.8]
Respondent sample	51.9	55.0	-3.1	[-8.7, 2.5]
Convicted of a crime (%)				
Research sample	34.3	35.6	-1.3	[-6.1, 3.5]
Respondent sample	34.6	38.4	-3.8	[-9.4, 1.7]
Incarcerated in jail or prison (%)				
Research sample	47.1	46.6	0.5	[-4.5, 5.5]
Respondent sample	47.5	48.2	-0.8	[-6.5, 5.0]
Sample size				
Research sample	503	496		
Respondent sample	384	381		
Indianapolis				
Total earnings in the last year of the follow-up period ($)				
Research sample	5,202	4,186	1,016**	[261, 1,771]
Respondent sample	5,660	4,144	1,516***	[628, 2,404]
Ever employed in that last year (%)				
Research sample	64.7	55.7	9.0***	[3.9, 14.1]
Respondent sample	68.8	56.3	12.5***	[6.8, 18.2]
Arrested, convicted, or admitted to jail or prison (%)				
Research sample	67.4	73.6	-6.2**	[-10.7, -1.7]
Respondent sample	68.5	75.2	-6.7**	[-11.8, -1.6]
Convicted of a crime (%)				
Research sample	36.2	40.4	-4.2	[-9.8, 1.4]
Respondent sample	37.2	43.5	-6.2	[-12.7, 0.2]

(continued)

Appendix Table K.4 (continued)

Outcome	Program Group	Control Group	Difference (Impact)	Ninety Percent Confidence Interval
Indianapolis (continued)				
Incarcerated in jail or prison (%)				
Research sample	66.1	72.5	-6.4**	[-11.1, -1.7]
Respondent sample	67.3	73.4	-6.1*	[-11.4, -0.8]
Sample size				
Research sample	500	497		
Respondent sample	390	380		
New York City				
Total earnings in the last year of the follow-up period ($)				
Research sample	7,371	7,124	247	[-824, 1,319]
Respondent sample	9,116	8,204	912	[-506, 2,330]
Ever employed in that last year (%)				
Research sample	56.8	53.4	3.5	[-1.6, 8.5]
Respondent sample	64.9	60.6	4.3	[-1.8, 10.4]
Arrested, convicted, or admitted to jail or prison (%)				
Research sample	58.0	52.8	5.2*	[0.3, 10.0]
Respondent sample	53.8	43.4	10.4***	[4.5, 16.3]
Convicted of a crime (%)				
Research sample	29.5	32.4	-2.9	[-7.4, 1.5]
Respondent sample	25.8	27.1	-1.3	[-6.5, 4.0]
Incarcerated in jail or prison (%)				
Research sample	52.1	47.3	4.8	[0.0, 9.6]
Respondent sample	46.7	38.0	8.7**	[2.9, 14.5]
Sample size				
Research sample	504	501		
Respondent sample	343	331		

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, child support agency records, and criminal justice agency records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Employment rates and earnings include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

Appendix L

The Analytic Approach to Determining Impacts Among Recidivism-Risk Subgroups

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The methodological approach used for determining whether impacts vary with study participants' risk of recidivism draws on the approach described in Zweig, Yahner, and Redcross (2010).[1] It focuses on formerly incarcerated individuals' probability of rearrest, reconviction, and reincarceration in the 30 months following random assignment.[2] The research goal is to differentiate formerly incarcerated individuals into lower-to-moderate-risk and higher-risk subgroups, depending on their risk of recidivism as predicted before study participation, and then to examine the impact each Enhanced Transitional Jobs Demonstration (ETJD) program targeting formerly incarcerated individuals had on each subgroup's recidivism.

Given the random assignment research design of the evaluation, the observed and unobserved baseline characteristics of study sample members assigned to the control group should reflect, on average, those of sample members assigned to the program group. The evaluation capitalizes on the opportunity presented by experimental data to estimate the risk of recidivism among formerly incarcerated individuals in the program group, using characteristics measured before program participation, based on observations of such risk in the control group. It then classifies participants into lower-to-moderate-risk and higher-risk subgroups based on these risk scores and evaluates the impact of the Fort Worth, Indianapolis, and New York City ETJD programs on recidivism within each subgroup.

Toward this end, the analytic strategy is threefold. The first step is to examine the predictive associations between all baseline characteristics and recidivism in the year after random assignment for each site. The candidate covariates (predictors) were the covariates used for the full sample impact models presented through this report.[3] For this analysis, a bootstrap validation procedure was employed to derive the best-fitting, most parsimonious model to predict recidivism risk (1) among the pooled sample from the three sites targeting formerly incarcerated individuals (Fort Worth, Indianapolis, and New York City) and (2) at each of the these three sites. The bootstrap procedure was implemented as follows:

1. Generate 100 bootstrap samples (sample with replacement) from the control group data.

[1]The Zweig, Yahner, and Redcross approach is a modified version of the procedure described in Kemple and Snipes (2001).

[2]Recidivism in this analysis is defined as having any criminal justice event in the 30 months following random assignment. This measure of "any criminal justice event," featured elsewhere in this report, is derived from state and local criminal justice records covering arrests, convictions, jail admissions, and prison admissions.

[3]The two work-experience covariates — (1) having ever worked and (2) having worked in the year before random assignment — were combined into a single work-experience variable with three categories: (1) never worked, (2) worked earlier than the year before random assignment but not during the year before random assignment, and (3) worked during the year before random assignment. These changes were made to simplify model estimation.

2. Estimate the model from each bootstrap sample using stepwise selection.

3. Estimate model optimism by comparing model performance with the bootstrap sample and the original sample.[4]

The final model covariates are determined by examining the covariates selected in each of the bootstrap models. If a variable is "truly" representative of the model it will occur in the majority of the bootstrap models (in at least 50 of the 100 models). Overall accuracy is indicated by a summary of the bootstrap model optimism estimates. Model performance is assessed using the "c" statistic (the area under the receiver operating characteristic curve, or "AUC"), which provides an overall measure of how well the model correctly classifies the outcome.[5]

The results showed that the models were able to accurately predict recidivism about 72 percent of the time in the pooled sample, about 70 percent of the time in Fort Worth, 68 percent of the time in Indianapolis, and 72 percent of the time in New York City, and that the potential bias due to overfitting in each case was small.[6]

The analysis culminated by identifying participants' ages and numbers of previous convictions as important predictors of recidivism in the pooled sample's model and in all three sites' models; months incarcerated before a person entered the study as important predictors of recidivism in the pooled-sample, Fort Worth, and New York City models; quarter of random assignment as an important predictor of recidivism in the Fort Worth model; and gender and site as important predictors of recidivism in the pooled sample's model.[7] At each of the three sites and

[4]An important threat to the validity of the predictions for new subjects is overfitting: the possibility that a given model is not generalizable due to specifics and idiosyncrasies in the sample. Overfitting leads to an optimistic impression of model performance for the purposes of generating predictions in new subjects.

[5]AUC is problematic when comparing competing model specifications (Hand, 2009; Hand and Anagnostopoulos, 2013), but it is used here to compare one model across data sets (bootstrap sample versus original sample).

[6]In the pooled sample from the three sites targeting formerly incarcerated individuals, on average, the AUC for the bootstrap samples (corrected for optimism) was 0.72, ranging from 0.69 to 0.76 with a mean optimism correction of 0.04. In Fort Worth, on average, the AUC for the bootstrap samples (corrected for optimism) was 0.70, ranging from 0.65 to 0.76 with a mean optimism correction of 0.02. In Indianapolis, on average, the AUC for the bootstrap samples (corrected for optimism) was 0.68, ranging from 0.59 to 0.75 with a mean optimism correction of 0.02. In New York City, on average, the AUC for the bootstrap samples (corrected for optimism) was 0.72, ranging from 0.66 to 0.78 with a mean optimism correction of 0.02.

[7]Age appeared in all 100 bootstrap models for the pooled sample, Fort Worth, and New York, and in 99 of the 100 bootstrap models for Indianapolis. Number of previous convictions appeared in all 100 of the bootstrap models for the pooled sample, Fort Worth, and New York, and in 94 of the 100 bootstrap models for Indianapolis. Months incarcerated (including months in both prison and jail) appeared in all 100 of the bootstrap models for Fort Worth, 97 of the 100 bootstrap models for New York, and 87 of the 100 bootstrap models for the pooled sample. Quarter of random assignment appeared in 70 of the 100 bootstrap models for Fort Worth. Gender

within the pooled sample, older sample members were less likely to reoffend than younger sample members, all else being equal. Also, sample members with more previous convictions were more likely to reoffend than those with fewer previous convictions. In Fort Worth, New York City, and the pooled sample, sample members who had spent more months incarcerated were more likely to reoffend that those who had spent fewer months incarcerated. In Fort Worth, sample members who entered the study later were more likely to reoffend than those who entered earlier. In the pooled sample, women were less likely to reoffend than men, and individuals in Indianapolis were more likely to reoffend than individuals in Fort Worth and New York City.[8]

The second step is to estimate the probability (risk) of recidivism for the full sample, by applying the estimated regression coefficients from the bootstrapping model parameters to both the program group and the control group at each site and within the pooled sample. For each study participant at a site and within the pooled sample, a risk-of-recidivism score is generated and used to create subgroups of lower-to-moderate-risk and higher-risk offenders.[9] The distribution of risk scores for the control group was examined to identify the seventy-fifth-percentile scores at each site and within the pooled sample. Participants with risk scores lower than the seventy-fifth percentile at their site are said to be at lower to moderate risk of reoffending within that site, while those with risk scores above the seventy-fifth percentile at their site are said to be at higher risk. Similarly, participants with risk scores lower than the seventy-fifth percentile in the pooled sample (the combined sample from all three sites targeting formerly incarcerated individuals) are said to be at lower to moderate risk of reoffending within the pooled sample, while those with risk scores above the seventy-fifth percentile in the pooled sample are said to be at higher risk.

The third and final step is to analyze the impact of each ETJD program targeting formerly incarcerated people within each subgroup by estimating a series of regression models. Each outcome model uses the same predictors as those in the model estimating risk scores but includes an additional variable measuring ETJD program group status. From each model's output, adjusted outcomes are generated for the program and control participants to show the size of the ETJD program's impact, while determining the significance of the impact by the p-value associated with the program variable's coefficient in each outcome model. This analysis is performed for each of the three individual sites and for the pooled sample.

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appeared in 81 of the 100 bootstrap models for the pooled sample. Site (an indicator for ETJD program site) appeared in all 100 bootstrap models for the pooled sample.

[8]As discussed in more detail in Chapter 4 of this report, this finding is consistent with the Indianapolis program serving a higher-risk population than those served by the programs in Fort Worth and New York City.

[9]So that results can be more easily interpreted and presented for use by practitioners, the study takes a subgroup-based approach rather than using the continuous risk-score index.

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Appendix M

Extended Follow-Up

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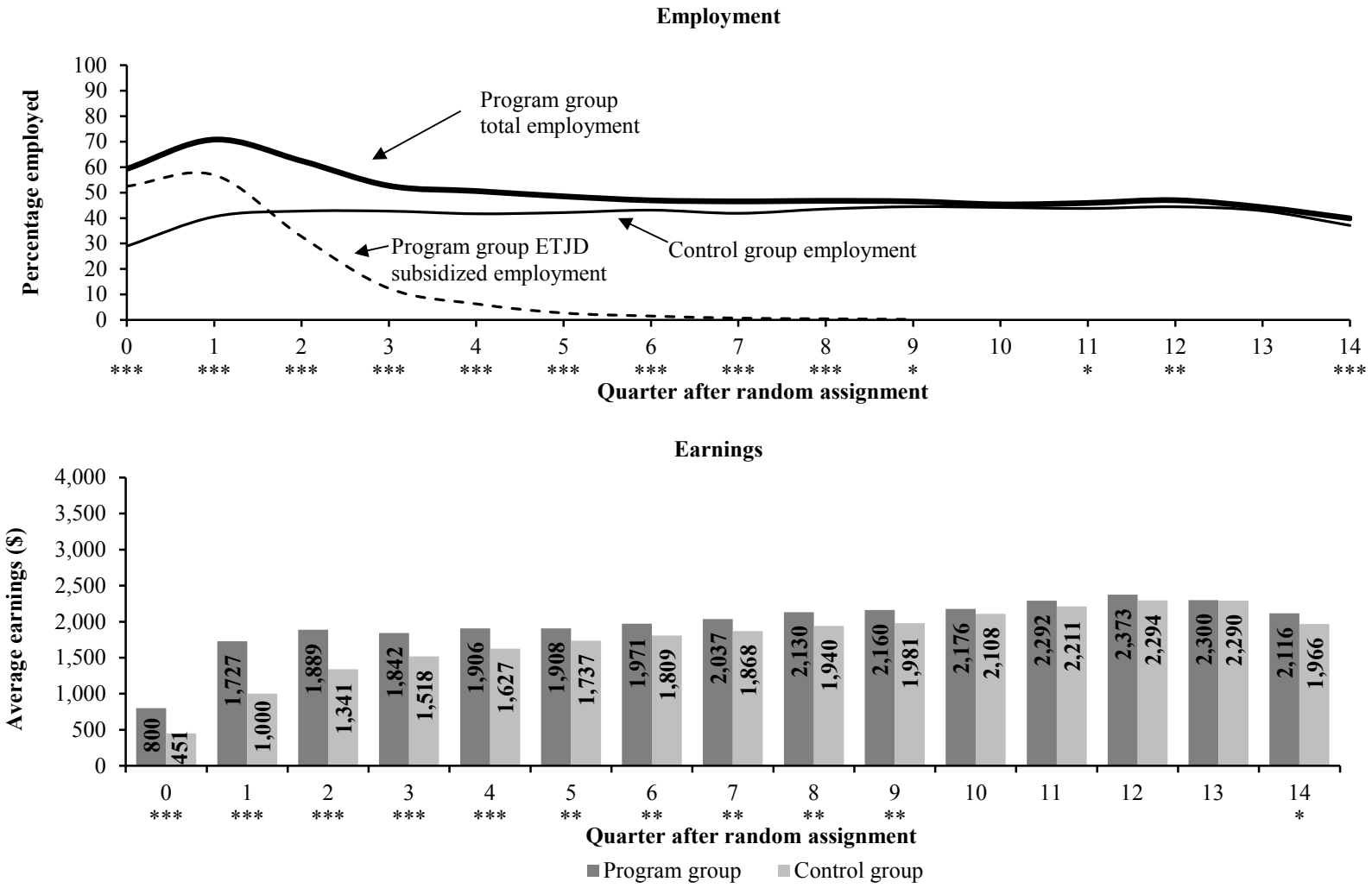
Appendix Figure M.1

Employment and Earnings Over Time (Extended Follow-Up): All Sites



(continued)

Appendix Figure M.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and program payroll records.

NOTES: Results in this figure are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as: *** = 1 percent; ** = 5 percent; * = 10 percent.

Employment rates and earnings in the quarter of random assignment through Quarter 5 after random assignment include both ETJD subsidized jobs and jobs covered by unemployment insurance and reported to the National Directory of New Hires. Employment rates and earnings in Quarters 6 through 14 after random assignment include only jobs covered by unemployment insurance and reported to the National Directory of New Hires.

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