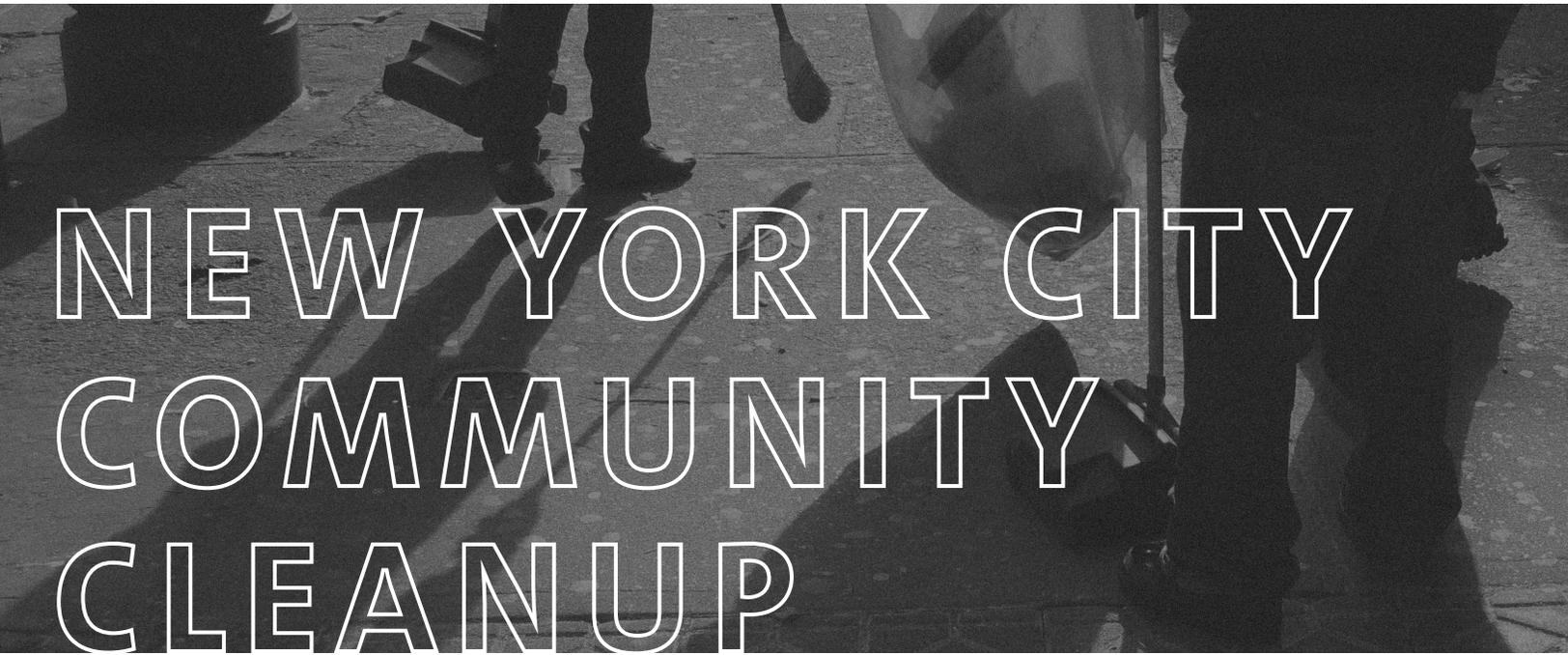


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NEW YORK CITY  
COMMUNITY  
CLEANUP

The Impact of a Program for Low-Level Offenders

*Written by*

Bryn A. Herrschaft

*Acknowledgements*

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## EXECUTIVE SUMMARY

This research report presents the results of three separate research projects designed to gain a deeper understanding of a community service program for low-level offenders in three boroughs of New York City (Brooklyn, Manhattan, and Queens). The research projects included a randomized controlled trial to test the impact of reminder messages about community service reporting; a participant survey to gauge respondents' perspectives about community service generally and in the NYC Community Cleanup program; and interviews with District Attorneys' offices in the three target boroughs to understand the policy context in which NYC Community Cleanup operates. Key findings include:

- **Randomized Controlled Trial of Reminder Messages:** Results indicated that offenders were more likely to report to their first scheduled day of community service when they had received a reminder message (via text message or phone) prior to their report date (79%) than when they did not receive a reminder message (57%).
- **Service Needs for Offenders Sentenced to Community Service:** Results indicated that there may be a significant need for services for low-level offenders sentenced to community service. In particular, many offenders reported issues with employment (55% were currently unemployed), and substance abuse (20% reported using at least one illegal drug every day in the past 30 days).
- **Perceptions of Community Service by Participants:** The vast majority of respondents (87%) were unwilling to acknowledge that their crimes had caused harm to a specific community in New York City, but they also appeared to view community service as a good way to pay back the community for any general harm they may have caused nonetheless (75%). In addition, almost two-thirds of participants (66%) strongly agreed that they understood why they were sentenced to community service, and 61% indicated that they felt good about helping a neighborhood through community service.
- **Compliance and Threat of Sanctions:** An overwhelming majority of respondents reported that they were extremely likely to complete their community service (90%) and that whatever punishment they received in the event they failed to complete their sentence would be “extremely bad” (61%) or “somewhat bad” (33%) for them.
- **Perceptions of NYC Community Cleanup:** The majority of respondents strongly agreed with statements indicating a favorable experience with NYC Community Cleanup. Over half of the respondents (58%) strongly agreed that the specific work they were doing would make a positive difference in the neighborhood and that sites they were working on needed the help (56%) and looked much better when the job was completed (70%). Those who had community service experiences prior to their participation in NYC Community Cleanup indicated that they felt more favorably about their experience with Cleanup, but also had generally positive experiences with community service in the past as well.
- **Perspective of the District Attorneys' Offices:** Overall, NYC Community Cleanup experienced a warm reception by the offices in at least two of the boroughs in which it operates. District attorney interviews were not able to be completed in the third borough.

The project appears to be much more accessible and reliable than other community service providers. Additionally, NYC Community Cleanup is heralded by DA staff as pro-active; District Attorneys' staff perceived that Cleanup is not just interested in providing offenders a community service site to clean, but also effectively engages offenders in meaningful projects to provide a positive experience for participants as well as for the community.

## **CHAPTER 1. INTRODUCTION**

Community service has been in use since the late 1960s as an intermediate sanction for low-level offenders. Community service generally serves as an alternative to fines, which most low-level offenders may not be able to pay, and to short-term jail sentences (Anderson, 1998). Community service is also a sanction that elicits wide public support (Tonry, 1996). The limited research on the effectiveness of community service has shown mixed results. Some studies have shown that individuals who complete community service are less likely to re-offend (Bouffard & Muftic, 2007). Other studies have shown no effects on re-offending (Wheeler & Rudolph, 1989). Apart from their effects on the individuals who perform community service, from the perspective of the system, community services serves as a less expensive sentencing option than jail or probation. Community service also offers a means to reduce conditions of physical disorder in neighborhoods. Indeed, many studies have pointed to the high annual dollar value of community service labor to local neighborhoods (Henry & Kralstein, 2011).

Although community service has been in use for over 40 years, and many community service programs operate around the United States, little research has examined the perceived value of community service programs to justice and community stakeholders, and the perceptions of the offenders who participate, in terms of procedural justice, compliance, and overall satisfaction. Community service has sometimes been criticized for having relatively lower compliance rates than other alternative sanctions like fines and restitution. However, recent research suggests that completion rates are favorable and that community stakeholders and offenders view community service as a positive, effective sentence that benefits local communities (Bazemore & Karp, 2004; Caputo, 1999).

This report features a multi-method approach to examining a community service program in New York City. NYC Community Cleanup is a project of the Center for Court Innovation, implemented in collaboration with the Mayor's Office of the Criminal Justice Coordinator. This study seeks to document the value of the program to justice stakeholders, specifically the District Attorneys' offices in the three boroughs in which Cleanup operates (Brooklyn, Manhattan, and Queens). The effects of Cleanup's efforts to quickly engage participants and ensure initial reporting to work sites as well as offenders' perceptions of the program itself were also focal points of this research.

### **Background on NYC Community Cleanup**

In operation since 2009, NYC Community Cleanup is a citywide initiative designed to serve communities with visible signs of disorder. Community Cleanup began as an effort to utilize the model of targeted community payback pioneered by three community courts in New York City – the Midtown Community Court, the Red Hook Community Justice Center, and Bronx Community Solutions. Researchers have documented that these projects have changed local sentencing practices, repaired conditions of neighborhood disorder, and increased defendant perceptions concerning the fairness of court procedures (Frazer, 2006; Hakuta, et al, 2008; Henry & Kralstein, 2011; Katz, 2009; Sviridoff, et al, 2001). Community Cleanup operates as a project of the Center for Court Innovation with funding from the Mayor's Office of the Criminal Justice Coordinator.

NYC Community Cleanup puts low-level offenders (generally arrested for misdemeanors) to work repairing conditions of disorder in neighborhoods around Brooklyn, Manhattan, and Queens. The goals of this initiative were to create meaningful community service work projects to emphasize offender accountability and to respond to neighborhood problems. Community Cleanup emphasizes visible restitution projects to show residents that justice is at work in their communities. The program makes frequent presentations at local churches, schools, and community meetings, and disseminates information via its website, which contains an interactive map showing before and after photos of previous projects.

Using data from a variety of sources, Community Cleanup identifies communities that are struggling with signs of disorder. Staff focuses on outreach to community boards and precinct councils helps to determine priorities. Community Cleanup then focuses its efforts on taking care of chronic and emerging neighborhood problems, including painting over graffiti, sorting recyclables, sweeping streets, cleaning up local parks, and taking care of blighted waterfront areas. Residents of these areas are also able to call a 1-800 number or visit the Cleanup website to suggest ideas for possible projects.

After identifying local problems, Community Cleanup sends out supervised work crews comprised of individuals ordered to perform community service by judges in Brooklyn, Manhattan, and Queens. All work crews are highly visible, wearing identifying attire and advertising their presence to the community. Cleanup will also send crews to assist block associations, community groups, and local business improvement districts with locally planned cleanup efforts. All Cleanup participants will be offered linkages to social services including drug treatment, job training, and counseling. Participants who do not complete community service mandates will be referred back to the court for re-sentencing.

As this report indicates, Community Cleanup has received generally positive reviews from both the low-level offenders it serves and from justice stakeholders involved with the program. While formal Cleanup operations will cease on June 30<sup>th</sup>, 2012 due to funding constraints, the Center's community service programming, operating out of community courts throughout the city, will continue to utilize strategies and techniques developed through Cleanup in implementing judicial mandates to community service.

### **About this Report**

This report brings together three separate research projects. The first research project involved a randomized controlled trial of the impact of reminder messages on reporting rates for the first scheduled day of community service. Half of the study subjects received a reminder message and half did not. The second project involved a survey concerning participant perceptions of how they were treated, of the usefulness of their particular community service assignment, and of community service in general. The third project involved interviews with the district attorneys' offices in each of the three boroughs from which Community Cleanup accepts participants.

## CHAPTER 2. RANDOMIZED CONTROLLED TRIAL OF COMMUNITY SERVICE REMINDER MESSAGES

In 2010, a total of 225 defendants who were sentenced to community service through NYC Community Cleanup were administered a brief survey in the criminal courthouse where they were sentenced (Brooklyn, Manhattan, or Queens). The survey consisted of questions designed to gauge their opinions on the fairness of the court process and of their community service sentence as well as their feelings on restoring the community through their service prior to their actual participation in the Cleanup program.

Of those who participated in the survey, defendants were randomly selected to either receive a reminder message (via text message, voicemail, or direct telephone contact) by staff at Community Cleanup or no reminder message. This study was designed to determine whether defendants were more likely to arrive at their first scheduled day of community service if they received a reminder message the day before.

*Profile of Survey Respondents:* The average age of participants in this study was 27 years old. The majority were male (74%), single (67%), and did not have children (64%). Over half of the respondents reported that they had earned at least a high school diploma and over a quarter said that they were working full-time. The majority of respondents were from Manhattan (61%), with 24% from Queens and 15% from Brooklyn. Individuals were sentenced to an average of two days of community service and about half of the participants reported that this had been their first criminal conviction (51%). The most frequent charges reported by survey participants were drug possession, theft, disorderly conduct, subway farebeating, and assault.

*Perceptions of Procedural & Restorative Justice:* Participants were provided a four-point Likert scale, ranging from “strongly agree” to “strongly disagree” and Table 2.1 presents the percentage of respondents who “strongly agreed” with each of 10 statements. Participants were asked to rate the degree to which they agreed with statements assessing their experiences with the courts (Statements 1-3), their opinions about community service and its potential benefit to the community (Statements 4-7), and their beliefs about the impact of their crime on the community (Statements 8-10). Results are presented for the total sample as well as for each borough individually (although borough-specific differences were minimal). Reported findings focus on the “strongly agree” category to address the general respondent bias on surveys of this nature to show modest agreement with statements whenever in doubt.

- Perceptions of the Court Experience: Overall, a majority of participants had positive perceptions of the in-court experience. Less than half of the participants (43%) strongly agreed that the punishment of community service they received was fair, but almost two-thirds of the sample (60%) still strongly agreed that the court had treated their case fairly. The majority of participants (76%) also strongly agreed that that they understood the court process. This classic type of finding shows high ratings of perceived “procedural” fairness, even if ratings of the case outcome (i.e. distributive fairness) were mixed.

- Perceptions of Community Service: The majority of defendants (71%) strongly agreed that they understood why they were sentenced to community service. Only 59% of defendants strongly agreed that their community service would be useful in improving the neighborhood and only 53% thought community service was a good way to pay the community back for committing a crime. However, 60% of participants strongly agreed that they felt good about their involvement in mandated community service.
- Impact of Crime on the Community: Only slightly more than half of the participants (54%) strongly agreed that it was wrong to commit the crime for which they were convicted and only 14% of participants felt that the crime they committed had hurt someone. In response to whether community service made them think about how their actions affected others, only slightly more than half (51%) strongly agreed.

**Table 2.1 Percent of Participants Who Strongly Agreed with Statements on Procedural & Restorative Justice**

	<b>Manhattan</b> (N=101)	<b>Queens</b> (N=39)	<b>Brooklyn</b> (N=24)	<b>Total</b> (N=163)
1. The sentence I received is fair punishment for what I did.	48%	33%	38%	43%
2. The court treated me fairly.	64%	56%	50%	60%
3. I understand the court process that occurred during my case.	78%	72%	79%	76%
4. I understand why I received community service.	73%	69%	67%	71%
5. Community service work is useful to make the neighborhood nicer.	62%	49%	61%	59%
6. Community service work is a good way to pay back for having committed a crime.	65%	49%	75%	53%
7. I feel good about helping a neighborhood by doing community service.	66%	46%	68%	60%
8. It is wrong to commit the crime that I did.	54%	53%	58%	54%
9. I hurt people when I committed that crime.	14%	21%	4%	14%
10. This community service helps me think about how my actions affected others.	52%	41%	63%	51%

*Reminder Call Results:* Only 28 participants received a reminder message in the form of a text message, voicemail, or direct telephone contact (14% of the entire sample) rather than the intended 50%.<sup>1</sup> The majority of these participants were from Manhattan. Despite the lack of implementation fidelity to the reminder study protocol in Brooklyn and Queens, it is doubtful that those who should have, but did not receive a reminder, varied from others in any distinctive way beyond either the docket number assigned or the follow-through of the Cleanup staff member who was supposed to

<sup>1</sup> The random assignment protocol assumed that even and odd docket numbers would be relatively equally assigned. However, rather than this relatively equal anticipated distribution, it is possible that even and odd docket numbers were not equally distributed and were skewed towards the control group. It does not seem statistically credible that such an occurrence could fully explain the disproportion between treatment and control group cases in Brooklyn and Queens.

convey the message. Overall, however, 111 participants reported for their first day of community service (59%) and 75 of those participants successfully completed their community service (40%).

Table 2.2 presents a comparison of individuals who received a reminder call to those that did not receive a reminder call in terms of reporting to the first day of community service. Defendants who received a reminder message had a show-up rate of 79% while defendants who did not receive a reminder message had a show-up rate of only 57%, a statistically significant difference. When comparing defendants who received a reminder message to those that did not in Manhattan only, where study implementation was strongest, the results remained statistically significant with 75% of those who received a message reporting to the first day of community service, versus 58% for those who did not receive a call.

**Table 2.2 Comparison of Individuals Reporting to First Community Service Based on Reminder Call Status**

	<b>Received a Reminder Call<sup>a</sup></b> (N=28)	<b>Did Not Receive A Reminder Call</b> (N=168)
Reported to Community Service on First Scheduled Day	79%	57%**
Reported to Community Service on First Scheduled Day – Manhattan ONLY	75%	58%**

\*\*p<0.01

<sup>a</sup> Reflects participants who received a text message, voicemail, or spoke directly to a member of Community Cleanup

## CHAPTER 3. COMMUNITY CLEANUP PARTICIPANT SURVEY

In the spring of 2011, a somewhat longer participant survey instrument was implemented with 134 NYC Community Cleanup participants. The survey was administered at work sites to individuals who had already begun to perform their required community service assignment. Survey topics included participants' current experience with NYC Community Cleanup, previous experience and attitudes about community service in general, and attitudes about the value of their current work assignment.

Over the course of four months, trained interns reported to Cleanup work sites and approached participants to see if they would like to participate in a voluntary interview (no incentives were offered). Interns brought interview participants to a semi-private space around the work site, requested informed consent, and followed an IRB-approved protocol designed to ensure the confidentiality of responses to interview questions. Interview questionnaires included questions related to demographic information & prior substance abuse, prior social service utilization including drug treatment, and perceived threat of punishment for failure to complete their sentence.

A total of 134 interviews with Community Cleanup participants were conducted in the boroughs of Brooklyn, Manhattan, and Queens. Descriptive statistics are reported for most questions. A full copy of the Community Cleanup survey can be found in Appendix A.

### WORK SITES & COMMUNITY SERVICE PROJECTS

Interns had the most success interviewing participants at sites in Manhattan and Queens. Participants from Queens work sites accounted for 52% of the interviews, Manhattan participants accounted for 31% of the interviews, and Brooklyn accounted for 17% of the interviews. Participants were engaged in trash pick-up (30%), cleanup at buildings, parks, and vacant lots (23%), graffiti removal (12%), food bank organization (12%), painting (10%), work at a local church (2%), and other work not specified (11%).

### PROFILE OF SURVEY RESPONDENTS

Table 3.1 presents demographic data for the survey respondents. The majority of the individuals interviewed were male (78%) and identified as either black (38%) or Hispanic (30%). The mean age of respondents was 29 years old and the majority of respondents reported that they were never married (80%). Only 38% of the respondents reported having children and, of those who reported they had children, only 28% reported that they had primary care responsibilities for their children under the age of 18.

The majority of respondents had obtained a high school diploma or GED (67%) while 27% of respondents reported that they were currently in school (either for high school classes, vocational training, or college courses). Over half of the sample reported that they were currently unemployed (55%) and only 37% of respondents reported that they had been employed for 12 months or more in the year prior to the interview. The average number of days of community service that respondents had been sentenced to was five days, but a small percentage of respondents were sentenced to over 10 days of community service. Respondents reported that they had completed an average of three days of community service already at the time of their interview.

**Table 3.1 Respondent Demographics (N=134)**

<b>Gender</b>	
Male	78%
Female	21%
<b>Race/Ethnicity</b>	
Black/African-American	38%
Hispanic/Latino	30%
White	16%
Other	13%
<b>Mean Age</b>	
	<b>29</b>
18-29 years old	62%
30-39 years old	24%
40-49 years old	9%
50 years & older	5%
<b>Family Situation – Marital Status</b>	
Never Married	80%
Married	9%
Separated	8%
Divorced	4%
<b>Family Situation - Children</b>	
Have Children	38%
Mean # of Children	1
Primary Care Responsibilities*	28%
<b>Education</b>	
High School Diploma/GED	67%
Currently in School	27%
<b>Employment</b>	
<i>Mean Months Employed in Past Year</i>	<i>7</i>
0 to 6 months	50%
7 to 11 months	12%
12 months or more	37%
<i>Currently Unemployed</i>	<i>55 %</i>
<b>Current Community Service Sentence</b>	
Mean # of Days in Sentence	5
Mean # of Days Completed	3

Note: N=134, but some questions involved no response from participants which will account for any missing data

\*Primary care responsibilities was applicable only to individuals with children and was defined as “children live with you most of the time, you feed and clothe them, and that you are not paid (excluding child support) for this”

SUBSTANCE USE, MENTAL HEALTH, and PRIOR SERVICE UTILIZATION

Respondents were asked about their substance abuse and mental health history and history of accessing social services in the 30 days prior to the interview. These questions were designed to gauge the kinds of service referrals that it might be useful to make available. Tables 3.2 and 3.3 present information on respondents’ substance use in the past 30 days, mental health needs, past participation in drug treatment as well as their participation in the last 30 days in a variety of social services.

**Table 3.2 Respondent Substance Use and Treatment History (N=134)**

	None	A few times	Once or twice a week	Every day
<b>In the past 30 days, how often have did you:</b>				
Drink any alcoholic beverage	34%	33%	31%	2%
Drink 4 or more alcoholic beverages in the same day	62%	22%	13%	1%
Use marijuana	61%	8%	11%	19%
Use cocaine (including powder, crack, or free-base)	97%	2%	1%	1%
Use heroin	98%	0%	0%	1%
Use a drug to help withdraw from heroin (methadone, etc)	99%	0%	1%	0%
<b>Current State of Mental Health</b>				
Excellent	43%			
Very Good	26%			
Good	18%			
Fair	11%			
Poor	2%			
<b>Treatment History</b>				
Ever received outpatient drug treatment	16%			
Ever received residential drug treatment	11%			
Ever received mental health treatment	15%			

The majority of respondents did not report problematic drinking behavior, with only 2% reporting that they had drunk an alcoholic beverage every day in the last 30 days and 1% reporting that they had drunk more than 4 alcoholic beverages every day in the last month. The majority of respondents reported that they had not used illegal drugs in the past 30 days. However, a higher proportion of respondents reported that they had used marijuana at least a few times in the past 30 days (37% for combined categories) and almost one-fifth (19%) reported using marijuana every day in the past 30 days. A total of 20% of respondents reported using at least one illegal drug every day in the past 30 days, but only 11% indicated that they had ever received residential drug treatment and only 16% indicated that they had ever received outpatient drug treatment.

The majority of respondents reported that they considered their mental health to be good, very good, or excellent (87%), 13% of respondents reported that their mental health was only fair or poor.

**Table 3.3 Respondent Engagement in Social Services (N=134)**

<b>In the past 30 days, have you received:</b>	
Employment Services	52%
Public healthcare assistance (Medicare, Medicaid)	50%
Legal assistance	33%
Educational services (adult education, GED, etc)	28%
Public financial assistance (welfare, disability, etc)	27%
Assistance in finding a place to live	27%
Assistance obtaining documents for employment*	24%
Other financial assistance (short-term loan, housing, etc)	22%
Support for emotional issues	20%
Support for drug or alcohol use	16%

*\*Birth certificate, social security card, photo ID, or other identification necessary to obtain employment*

Slightly over half of respondents (52%) reported that they received employment services in the past 30 days while half (50%) reported receiving some form of public healthcare assistance. Approximately one-third of respondents (33%) reported having received legal assistance and 28% reported receiving educational services. Slightly over one-quarter of respondents (27%) reported receiving public financial assistance or assistance in finding a place to live. Only 16% reported receiving support for drug or alcohol use in the past 30 days.

PERCEPTIONS OF COMMUNITY SERVICE

Respondents were asked some general questions about their perceptions of the harm caused by their crimes as well as their perceptions of community service, perceived threat of punishment for failure to complete community service, and likelihood of completing their community service sentence.

Table 3.4 presents participants’ perceptions of the harm caused by their crime and the extent to which community service repairs that harm.

**Table 3.4 Respondent Perceptions of Harm Caused by Crime & Reparation Through Community Service**

<b>STATEMENT</b>	<b>Definitely</b>	<b>Maybe</b>	<b>Not At All</b>
1. Do you think the crimes like the one you were convicted of caused harm to a specific victim?	8%	12%	80%
2. Do you think crimes like the one you were convicted of caused harm to a community in New York City?	5%	8%	87%
3. By doing community service, do you feel you’ve paid the community back for the harm you may have caused?	54%	18%	28%
4. In general, do you think community service is a good way for those who committed misdemeanor crimes to pay back the community for any harm they may have caused?	75%	16%	8%

The majority of respondents did not think that their crime had caused specific harm to a particular victim (80%) or to any community in New York City (87%). However, over half of the respondents (54%) believed that community service had “definitely” paid the community back for the harm they may have caused. This may indicate that respondents were unwilling to acknowledge that their

specific crimes had caused harm to a community, but in a more general sense, they did view their community service experience as a way to pay back the community for the crimes they committed. Almost three-quarters of respondents (75%) felt that community service was definitely a good way for misdemeanor offenders to pay back the community for the harm they caused.

Table 3.5 presents respondents' attitudes and perceptions of community service in general. The majority of respondents appear to view community service as a fair and favorable punishment that benefits the community.

**Table 3.5 Respondent Attitudes & Perceptions of Community Service**

STATEMENT	STRONGLY AGREE	SOMEWHAT AGREE	SOMEWHAT DISAGREE	STRONGLY DISAGREE
1. I understand why I was sentenced to community service.	66%	14%	7%	13%
2. I prefer community service to a fine.	58%	12%	7%	22%
3. I prefer community service to a few days in jail.	87%	4%	1%	8%
4. The required number of days of community service was fair for the crime of which I was convicted.	43%	18%	8%	31%
5. I feel good about helping a neighborhood through community service.	61%	25%	5%	8%
6. People who commit minor crimes should NOT be used to do this type of menial labor.	25%	14%	18%	43%
7. Community service helps me understand how my actions can negatively affect people in a neighborhood.	34%	22%	10%	33%
8. I should be able to serve my sentence in private, not in public.	32%	23%	16%	27%
9. Community service helps me realize I am part of a community.	43%	20%	11%	25%
10. The government should find another way to get this work done rather than use minor offenders.	28%	16%	16%	39%
11. I resent being made to do this work.	20%	18%	19%	41%

Most respondents understood why they were sentenced to community service (66% strongly agree with this statement) and strongly favored community service to other punishments including fines (58%) and jail (87%). However, less than half of the respondents (43%) strongly agreed that the number of days they were sentenced to was fair for the crime, although an additional 18% somewhat agreed. Over half of the respondents (86%) at least somewhat agreed that they felt good about helping a neighborhood through community service and over one-third (34%) strongly agreed (with another 22% somewhat agreeing) that community service helped them understand how their actions negatively affected people in a neighborhood. Almost one-half of respondents (43%) strongly agreed that community service helps them realize that they are part of a community, and almost 40% strongly disagreed that the government should find another way to get this work done. However,

38% reported that they at least somewhat agreed that they resented being made to do community service work.

**Table 3.6 Respondents' Likelihood to Complete Sentence & Perceived Threat of Punishment**

STATEMENT	Extremely Likely	Somewhat Likely	Not Likely At All
1. How likely would you say you are to complete all of the days of community service?	90%	8%	2%
2. If you did not complete all of the required days of community service, how likely do you think it is that the judge would find out?	92%	7%	1%
3. If you did not complete all of the required days of community service, how likely do you think each of the following outcomes would be?:			
<i>Nothing would happen.</i>	12%	15%	72%
<i>I would have to appear again before the judge.</i>	85%	10%	5%
<i>The judge would give me another chance to complete community service.</i>	29%	46%	23%
<i>The judge would make me pay a fine instead of community service.</i>	16%	40%	43%
<i>The judge would send me to jail for less than 10 days</i>	26%	31%	40%
<i>The judge would send me to jail for more than 10 days</i>	23%	16%	57%
	<b>Extremely Bad</b>	<b>Somewhat Bad</b>	<b>Not Bad at All</b>
4. Considering what you think the most likely outcome would be if you did not complete all of the required community service: How bad would that be?	61%	33%	6%
	<b>Strongly Agree</b>	<b>Strongly Disagree</b>	
5. Thinking about your current community service experience overall, you have been treated fairly.	83%	0%	

Table 3.6 presents respondent's self-reported likelihood of completing their sentence and how likely they believed it was that they would be punished for failing to complete their required sentence. The majority of respondents reported that they were extremely likely to complete their community service sentence (90%) and that it would be extremely likely for a judge to find out that they did not complete their sentence (92%). Respondents reported that it would not be likely at all that nothing would happen if they did not complete their required days of community service (72%). An overwhelming majority believed it was extremely likely that they would have to appear before a judge (85%) if they did not complete their sentence. Less than one-third of respondents believed it would be extremely likely that the judge would give them another chance to complete community service (29%). For the most likely outcome that respondents expected, an overwhelming majority of respondents believed that the outcome would be either somewhat bad for them (33%) or extremely bad (61%). Overall, the majority of respondents strongly agreed that they had been treated fairly during this community service experience.

## PERCEPTIONS OF NYC COMMUNITY CLEANUP

Table 3.7 presents the respondents' perceptions of the NYC Community Cleanup model specifically. Respondents were asked a set of questions designed to gauge how they perceived the Community Cleanup model, specifically the travel time and required work (Statements 1-3), crew supervisors (Statements 4-6), benefit of work to the site and community (Statements 7-12, 19, & 20), break times (Statements 13-15), vest requirements (Statements 16 & 17), and fairness of time credit (Statement 18).

Almost half of the respondents (49%) strongly agreed that the travel time between their home and the van was reasonable, although 38% reported that they traveled between 30 minutes and one hour and 28% more than one hour between their home and the van.

Respondents felt favorably about the type of work, crew supervisors, break policies, and other Cleanup policies. Less than one-fifth of the respondents (16%) strongly agreed that the type of work expected of them was unreasonable and the majority of respondents (55%) strongly agreed that the length of the workday was reasonable. An overwhelming majority of respondents strongly agreed that crew supervisors explained everything they had to do (93%) and treated them with respect (88%). Only 3% of respondents strongly agreed that they did not know whom to ask if they had questions.

The majority of respondents strongly agreed that they had been given reasonable lengths of time for lunch (76%) and enough opportunities to use the restroom (85%). Only 12% of respondents strongly agreed that they had not been given enough breaks from the work to rest. Less than one-quarter of respondents (24%) strongly agreed that it was unfair that all participants got the same amount of community service credit even when some of the crew members work harder than others. Thirty-eight percent of respondents strongly agreed that wearing the required NYC Community Cleanup vest made them feel like part of a team, but an almost equal percentage (39%) strongly agreed that the same vest made them feel like a criminal.

Almost half of the respondents (46%) strongly agreed and 9% somewhat agreed that they were working in a neighborhood they were unfamiliar with even though one of the goals of community service is to re-invest offenders in their own neighborhoods. However, the majority of respondents (58%) still strongly agreed that the work they were doing would make a positive difference in the neighborhood and an additional 19% somewhat agreed. Only 22% of respondents strongly agreed that the job they were doing was just "make-work" that would not make any difference in the neighborhood.

The majority of respondents (64%) strongly agreed that they understood why they were assigned to work at the particular site and 56% strongly agreed that the site they were working on really needed the work they were doing. Almost three-quarters (70%) reported that they strongly agreed that the site looked much better afterwards. However, almost half of the respondents (46%) strongly agreed and 17% somewhat agreed that they could think of other sites that would benefit more from the community service work.

**Table 3.7 Respondent Perceptions of Community Cleanup**

<b>STATEMENT</b>	<b>STRONGLY AGREE</b>	<b>SOMEWHAT AGREE</b>	<b>SOMEWHAT DISAGREE</b>	<b>STRONGLY DISAGREE</b>
1. The travel time between home and the van is reasonable.	49%	25%	8%	18%
2. The type of work that is required of me is unreasonable.	16%	15%	25%	43%
3. The length of the workday is reasonable.	55%	19%	11%	15%
4. The Crew Supervisors clearly explained everything I have to do.	93%	5%	2%	0%
5. The Crew Supervisors treat me with respect.	88%	10%	0%	2%
6. If I have any questions, I do not know whom to ask.	3%	3%	9%	84%
7. I understand why I am assigned to work at this particular site.	64%	14%	6%	15%
8. The site(s) I am working on really needs the work I am doing.	56%	21%	10%	11%
9. I can think of other sites that would benefit more if community service was done there instead.	46%	17%	12%	22%
10. The work I am doing will make a positive difference in the neighborhood.	58%	19%	8%	13%
11. The work is in a neighborhood I am unfamiliar with.	46%	9%	11%	33%
12. The site(s) I am working on looks much better afterward.	70%	19%	4%	5%
13. I am given a reasonable length of time for lunch.	76%	16%	2%	4%
14. I was given enough time and opportunities to use the restroom.	85%	8%	2%	4%
15. I was not given enough breaks from the work to rest.	12%	13%	15%	58%
16. Wearing this NYC CC vest makes me look like a criminal.	39%	11%	16%	34%
17. Wearing this NYC CC vest makes me feel like I am part of a team.	38%	24%	10%	26%
18. Some of us on the crew work harder than others, so it's unfair that we all get the same amount of community service credit.	24%	19%	17%	37%
19. I feel good about cleaning things up at this site.	43%	31%	8%	16%
20. I feel the job we're doing is just "make-work" that won't make any difference in the neighborhood.	22%	19%	13%	45%

Additionally, participants were asked an open-ended question to make suggestions for how their Community Cleanup experience could have been improved. Researchers coded these responses into categories. About 20% of respondents did not provide any suggestions while 17% of respondents said that they would make no changes to the current program model. Table 3.8 provides the top 10 suggestions provided by respondents to improve the Community Cleanup experience.

**Table 3.8 Top Suggestions for Improving the Community Cleanup Experience**

<b>SUGGESTION</b>	
Choose locations where community service would actually benefit the community and provide more opportunities to interact with the community.	16%
Improve number of breaks and lunches offered	6%
Require less hours in the community service work day	6%
Changes in available work projects (more inside projects, no painting, more site choices)	5%
Better organization and orientation to the program	5%
Improve staff and supervisor attitudes towards participants	5%
Offer transportation incentives (metrocards, etc).	4%
Change uniform and vest requirements	4%
Change start time and late policy	4%
Change work assignment policy & allow participants to choose work sites	3%

#### PERCEPTIONS OF PRIOR COMMUNITY SERVICE EXPERIENCES

Respondents were asked questions pertaining to previous experiences with community service. These questions applied to 53 respondents (37%). Only 6% of these respondents reported that they had previously been assigned to NYC Community Cleanup while others reported that they had been assigned to agencies such as the Department of Transportation, Department of Parks and Recreation, and Department of Sanitation (see Appendix B). In general, the majority of respondents that had previously been assigned to community service reported a favorable experience. For example, only 8 participants (15%) strongly agreed that the type of work that was required of them was unreasonable. The majority of respondents strongly agreed with statements about crew supervisors being respectful (70%) and clearly explaining the work to be done (66%). Only 11% of respondents strongly agreed that they did not know who to ask if they had a question.

#### COMPARING COMMUNITY CLEANUP TO PREVIOUS COMMUNITY SERVICE EXPERIENCES

NYC Community Cleanup participants who had a previous community service experience appeared to feel more favorably about NYC Community Cleanup than their prior experience with community service (see Table 3.9). Eighty-seven percent strongly agreed that they were treated with respect during NYC Community Cleanup compared to 70% for a previous community service experience. Participants were also more positive about the benefit of community service to the neighborhood during their work with NYC Community Cleanup. A higher percentage of participants reported that their work made a positive difference in the neighborhood (57% vs. 45%) and that sites looked much better afterwards during NYC Community Cleanup (68% vs. 57%). These comparative results, however, should be interpreted with caution, due to the passage of time between the prior community service experience their current Cleanup experience.

**Table 3.9 Comparison of Perceptions of Community Cleanup & Prior Community Service  
(N = 53)**

	<b>STRONGLY AGREE</b>	
	<i>Cleanup</i>	<i>Prior</i>
A. The type of work that was required of me was unreasonable.	15%	15%
B. The Crew Supervisors clearly explained everything I had to do.	89%	66%
C. The Crew Supervisors treated me with respect.	87%	70%
D. If I had questions, I did not know whom to ask.	4%	11%
E. The site(s) I worked on really needed the work I was doing.	53%	42%
F. I can think of other sites that would benefit more if community service was done there instead.	42%	40%
G. The work I did made a positive difference in the neighborhood.	57%	45%
H. The work was in a neighborhood I was unfamiliar with.	40%	25%
I. The site(s) I worked on looked much better afterward.	68%	57%
K. I felt good about cleaning things up at the site(s).	42%	34%
L. I felt the job we did was just “make-work” that didn’t make any difference in the neighborhood.	15%	19%

\*Question J was eliminated due to the fact that all Community Cleanup participants wear a vest

## CHAPTER 4. DISTRICT ATTORNEY INTERVIEWS

Programs do not exist in a vacuum. The context in which programs operate is important in understanding the results that they achieve. In each of the three boroughs in which NYC Community Cleanup operates, individuals who are sentenced to community service are assigned to community service providers by a specialized unit within the District Attorney's Office. Researchers interviewed staff members in the Manhattan and Queens District Attorney's Offices following two years of NYC Community Cleanup operation.<sup>2</sup> Interview questions focused on the process by which participants were assigned and referred to specific community service providers and the policy and process of compliance reporting from these providers. Staff members were then asked about their specific experience with Community Cleanup including how the project differed from other community service providers, what they liked most about the project, and what they would suggest for improvement.

### COMMUNITY SERVICE PROVIDERS & ASSIGNMENT STRATEGIES

The District Attorney's offices in both Manhattan and Queens reported that they utilize multiple city agencies, including the Department of Transportation, the Department of Sanitation, and the Department of Parks, in addition to Community Cleanup, for offenders sentenced to community service. The Queens District Attorney's Office also uses the New York Hall of Science in Cunningham Park Hall, run by the Department of Parks as a community service site, for individuals who may be unable to complete manual labor.

In Manhattan, most of the community service providers offer opportunities for outdoor labor, but the District Attorney also works with providers, including Community Cleanup, that offer alternative service opportunities, like desk work for individuals who may be disabled or who cannot participate in physical labor. Both Manhattan and Queens try to diversify the type of work as much as possible. Due to the extremely high volume of participants sentenced to community service, the offices normally do not exclude any available community service providers from their eligible pools for low retention or compliance rates.

In both boroughs, staff from the District Attorney's office stated the importance of assigning individuals to work sites within a reasonable distance from their home address. However, Queens often has the most difficulty achieving this objective since the borough is so big and not all work sites are reasonably accessible to all participants. Based on the survey results for Community Cleanup participants (see previous chapter), it appears that the threshold for travel time between the home address and location of the work van becomes unreasonable somewhere between 30 minutes and an hour.

In addition to location, each borough has other unique assignment procedures. Since Manhattan deals with a very high volume, they typically assign offenders based on the spaces available with a particular service provider. For example, if Community Cleanup has 5 available spaces, the next 5 offenders on the community service list will be assigned to that program. The District Attorney's office is mindful of trying to assign offenders to providers as equally as possible so that no one provider is overly burdened. Queens uses a number of factors in deciding where to assign offenders,

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<sup>2</sup> The District Attorney's Office in Brooklyn was unable to identify a convenient time for an interview during the period of research.

including conviction charge. Participants with violent or drug charges cannot be assigned to the Hall of Science for example, and more serious cases are often assigned to the providers with a track record of thorough supervision, like Community Cleanup. The Queens DA's office will not assign women to community service with the Department of Transportation, because there is no access to a restroom facility while offenders are cleaning the highway.

### COMPLIANCE REPORTING BY PROVIDERS

Compliance reporting often determines the success of community service programs. Both the Manhattan and Queens DA's offices utilize a standardized compliance reporting procedure. In Queens, the DA's office uses a system that generates a list for each provider of who is assigned and how many days each offender must complete. These lists are distributed to providers via email on a daily basis. Providers can then use the same system to generate a list of those who reported for their scheduled days and either email or fax it back to the Queens District Attorney's Office. Depending on the technological capacity of each provider, this procedure is usually followed on a daily basis, but return lists demonstrating compliance may be sent on a weekly basis by providers who do not readily have access to fax or email. This same management information system also generates for each participant, a printable outline of the assigned provider/work site, directions, documentation of their sentence, and the rules and regulations of the provider prior to their first report to the location. The Queens DA's Office reports 70-75% overall compliance rate with community service across all providers.

In Manhattan, each provider is responsible for sending a standardized sign-in sheet to the DA's office by the next business day. The sheet includes all individuals who were expected to report to community service that day. Each participant signs the sheet when they first report to the work site and supervisors sign the sheet for each participant that successfully completes the 8 hours of service for the day.

### COMPLIANCE REPORTING TO THE COURTS

Each borough has a significantly different process for reporting compliance to the courts. In Queens, every defendant's case is adjourned to a specialized compliance part after sentencing. Offenders who successfully complete their community service sentence (full compliance) do not technically have to report for an additional court appearance (though office staff encourage them to appear). Compliant cases are then marked off the calendar and closed as complete.

However, for non-compliance, offenders must appear in person before a clerk in the compliance part, who has the discretion to give offenders a second chance to complete their sentence. The goal is to give participants no more than 2 opportunities to complete their sentence. If there is continued non-compliance, the case is sent back before the criminal court judge who imposed the initial sentence. Some participants may be given a fine or other alternative sanction. Others can be given a violation of conditional discharge and a sentence of 15 days in jail, but this is rare. Only one of the 5 judges actually uses this option in the borough of Queens. Barring special circumstances, the majority of offenders receive additional conditions and additional days added to their community service sentence. Staff at the Queens District Attorney's Office report that they desire to hold people accountable, but that only the court has role of exercising judicial leverage to hold non-compliant offenders completely responsible for their actions.

The Manhattan DA's office may work with offenders who are partially non-compliant to help them complete their community service prior to their compliance check-in date. For example, if someone has a family emergency and does not report, but calls the office, staff will work with that participant to reschedule and make up the hours. However, a lot of participants wait until they are very close to their check-in date before sharing information on any extenuating circumstances. In these cases, office staff can still report to the judge that the participant has scheduled to make up the time they have missed during their compliance check-in. Staff in the Manhattan office reported that they do whatever they can to give people a second chance and keep them from experiencing additional punishment.

In Manhattan, DA's office staff provides compliance information to the court for each offender by the compliance check-in date, approximately 61 days after sentencing. At the compliance check-in hearing, offenders report before the sentencing judge. For offenders who are in full compliance and on track to complete their community service, they are told that they are expected to complete their sentence following the check-in appearance. For offenders who are partially compliant, meaning they have completed some of their scheduled days of community service, but missed others, the judge has the option to extend their community service sentence, impose an alternative sanction, or send them back to community service for a second chance. If an offender is completely non-compliant and has not completed any of their scheduled days of community service, the judge also has the option of imposing their original jail sentence (some community service sentences in Manhattan come with a jail alternative) or utilizing another alternative sanction. The DA's office then receives a report of outcomes for all offenders who appear before the judge, but ultimately, there is nothing that the district attorney staff can do in cases of noncompliance, since the judge has the ultimate authority in deciding the appropriate actions and punishment.

#### OPINIONS OF NYC COMMUNITY CLEANUP

Staff in each office were asked about their satisfaction with Community Cleanup as a service provider and if they would recommend any changes to the program.

In Queens, DA's office staff reported that Community Cleanup was reliable with paperwork and compliance reporting and was highly efficient. The DA's office reported that Community Cleanup has the highest retention rate of all providers in the borough (79%) and that Cleanup staff are always willing to accommodate the needs of DA's office staff. They also reported that Cleanup staff provided meaningful, not just punitive, community service opportunities. Community Cleanup also sets itself apart from other community service providers by employing a social worker and texting participants to remind them of their first report dates (see reminder message study above). Community Cleanup was also the only provider that uses a van to get participants to work sites and provides lunch to all offenders. Queens staff stated that they wished that Community Cleanup could achieve a higher capacity and obtain more funding so that the DA's office could transfer all of the community service responsibilities in Queens to Cleanup.

In Manhattan, DA's office staff reported that they liked sending people to Community Cleanup and that the offenders seemed to enjoy completing their community service with the program. Community Cleanup was reported to be reliable, accessible, and in constant communication with staff in the DA's office. According to staff, Community Cleanup was invested in not only providing a site for participants to clean, but in providing the best experience possible for the participant as

well as in the neighborhood and the community. The Manhattan DA's office reported that Cleanup staff assisted the DA's office in finding alternatives for individuals who cannot complete service tasks that involve physical labor. DA's office staff appreciated that Community Cleanup was willing to work collaboratively with staff. Like Queens, Manhattan staff also stated that they wished Community Cleanup was a bigger program, so that the DA's office could assign more individuals to Cleanup.

Overall, both the Manhattan and Queens DA's offices were extremely satisfied with NYC Community Cleanup as a community service provider. The sole improvement suggested by staff in both offices was to increase the capacity of and funding for the Community Cleanup program so that it could take more offenders and handle more of the individuals sentenced to community service on a regular basis.

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**Research Intern: Ask the participant each question on the remainder of the survey.**

9. How old are you?  
Answer: \_\_\_\_\_[years]
10. What race or ethnicity do you identify with most? *[Check only one response.]*  
1  African American/Black 4  White  
2  Hispanic 5  Other \_\_\_\_\_  
3  Asian
11. Did you ever receive a high school diploma or GED?  
1  Yes 2  No
12. Thinking back over the past year, during that time about how many months would you say you were employed? *[Record a number from 0-12]*  
Answer: \_\_\_\_\_ [months]
13. Are you currently employed?  
1  Yes 2  No
14. *[Ask if "yes" to Question 13. If "no," fill in a zero.]*  
How many hours per week do you currently work?  
Answer: \_\_\_\_\_ [hours]
15. During the past month, what was your total income from all sources?  
Answer: \_\_\_\_\_ [dollars]
16. Are you currently in school?  
1  Yes 2  No
17. *[Ask "if yes" to Question 16.]*  
What type of school are you currently attending?  
1  High school courses 4  College Courses  
2  GED course 5  Some other type of school  
3  Vocational training
18. What is your current marital status?  
1  Married 4  Widowed  
2  Separated 5  Never Married  
3  Divorced
19. How many children do you have?  
Answer: \_\_\_\_\_ [children]

20. Do you have primary care responsibilities for any children under the age of 18? By primary care responsibilities, we mean that the children live with you most of the time, you feed and clothe them, and that you are not paid (excluding child support) for this?  
 1  Yes                      2  No
21. How many DAYS of community service does your current sentence require?  
 Answer:  [days]
22. How many DAYS of community service have you completed, including today?  
 Answer:  [days]
23. How long does it take for you to travel from your home to the van?  
 1  Less than 30 minutes                      3  More than one hour  
 2  From 30 minutes to one hour
24. I would like to know your opinion of your CURRENT community service experience with NYC Community Cleanup. I am going to read you a series of statements and I want you to tell me if you agree strongly, agree somewhat, disagree somewhat, or disagree strongly with each. When answering, please keep in mind not just today but ALL of the days of community service that you have completed with NYC Community Cleanup as part of your CURRENT sentence. Please answer honestly; there is no right or wrong answer. I will not share your answers with anyone running community service. [Read each statement followed by the answer options.]

	Agree strongly	Agree somewhat	Disagree somewhat	Disagree strongly
A. The travel time between home and the van is reasonable.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
B. The type of work that is required of me is unreasonable.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
C. The length of the workday is reasonable.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
D. The Crew Supervisors clearly explained everything I have to do.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
E. The Crew Supervisors treats me with respect.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
F. If I have any questions, I do not know whom to ask.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
G. I understand why I am assigned to work at this particular site.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
H. The site(s) I am working on really needs the work I am doing.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
I. I can think of other sites that would benefit more if community service was done there instead.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>

J.	The work I am doing will make a positive difference in this neighborhood.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
K.	The work is in a neighborhood I am unfamiliar with.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
L.	The site(s) I am working on look much better afterward.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>

		Agree strongly	Agree somewhat	Disagree somewhat	Disagree strongly
M.	I am given a reasonable length of time for lunch.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
N.	I was given enough time and opportunities to use the restroom.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
O.	I was not given enough breaks from the work to rest.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
P.	Wearing this NYC CC vest makes me look like a criminal.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
Q.	Wearing this NYC CC vest makes me feel like I am part of a team.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
R.	Some of us on the crew work harder than others, so it's unfair that we all get the same amount of community service credit.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
P.	I feel good about cleaning things up at this site	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
S.	I feel the job we're doing is just "make-work" that won't make any difference in this neighborhood.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>

25. I have some more questions about community service. For each of these, please indicate whether you think the answer is definitely, maybe or not at all. Please remember that there are not right or wrong answers. We just want to know what you think.

A. Do you think crimes like the one you were convicted of caused harm to a specific victim?  
 1  Definitely      2  Maybe      3  Not at All

B. Do you think crimes like the one you were convicted of caused harm to a community in New York City?  
 1  Definitely      2  Maybe      3  Not at All

C. By doing community service do you feel you've paid the community back for any harm you may have caused?

1  Definitely      2  Maybe      3  Not at All

D. Maybe not in your case but just in general, do you think community service is a good way for those who committed misdemeanor crimes to pay back the community for any harm they may have caused?

1  Definitely      2  Maybe      3  Not at All

26. I am going to read you a series of statements and I would like for you to tell me if you agree strongly, agree somewhat, disagree somewhat, or disagree strongly with each. Again, please answer honestly. I will not share your answers with anyone running community service.

	Agree strongly	Agree somewhat	Disagree somewhat	Disagree Strongly
A. I understand why I was sentenced to community service	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
B. I prefer community service to a fine.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
C. I prefer community service to a few days in jail.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
E. The required number of days of community service was fair for the crime of which I was convicted.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
F. I feel good about helping a neighborhood through community service.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
G. People who commit minor crimes should NOT be used to do this type of menial labor.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
H. Community service helps me understand how my actions can negatively affect people in a neighborhood.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
H. I should be able to serve my sentence in private, not in public.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
I. Community service helps me realize I am part of a community.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
J. The government should find another way to get this work done rather than use minor offenders.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
K. I resent being made to do this work.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>

27. How likely would you say you are to complete all of the days of community service that your sentence requires?

1  Extremely likely 2  Somewhat likely 3  Not likely at all

28. If you did not complete all of the required days of community service, how likely do you think it is that the judge would find out?

1  Extremely likely 2  Somewhat likely 3  Not likely at all

29. If you did not complete all of the required days of community service, how likely do you think each of the following outcomes would be?

	Extremely Likely	Somewhat Likely	Not Likely at All
A. Nothing would happen.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
B. I would have to appear again before before the judge.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
C. The judge would give me another chance to complete the community service.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
D. The judge would make me pay a fine Instead of the community service	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
E. The judge would send me to jail for less than 10 days.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
F. The judge would send me to jail for more than 10 days.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>

30. Considering what you think the most likely outcome would be if you did not complete all of the required community service: How bad would that be?

1  Extremely bad                      2  Somewhat bad                      3  Not bad at all

31. Thinking about your current community service experience overall, would you strongly agree, somewhat agree, somewhat disagree, or strongly disagree with this statement:

In this community service experience, I have been treated fairly.

1  Strongly Agree                      3  Somewhat Disagree  
 2  Somewhat Agree                      4  Strongly Disagree

32. To make this community service experience better, what do you think should be done?

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33. Now I am going to ask you about any services or assistance you feel you need. After I read each item, please tell me whether you have felt you needed this service in the past 30 days. Please answer honestly as we want to know what types of services community service participants may need.
- A. Public financial assistance, such as welfare or disability benefits?  
1  Yes                      2  No
- B. Other kinds of financial assistance, such as a short-term loan or housing deposits?  
1  Yes                      2  No
- C. Public healthcare assistance, such as Medicare or Medicaid?  
1  Yes                      2  No
- D. Legal assistance?  
1  Yes                      2  No
- E. Educational services, such as adult education or GED classes?  
1  Yes                      2  No
- F. Employment services or help with finding a job?  
1  Yes                      2  No
- G. Obtaining documents necessary for employment, such as your birth certificate, social security card or photo identification.  
1  Yes                      2  No
- H. Finding a place to live?  
1  Yes                      2  No
- I. Support or someone to talk to about emotional issues?  
1  Yes                      2  No
- J. Support for a drug or alcohol use problem?  
1  Yes                      2  No
34. In general, would you say your current emotional or mental health is excellent, very good, good, fair, or poor?  
1  Excellent   2  Very good                      3  Good                      4  Fair                      5  Poor
35. Have you ever received treatment for a mental health issue?  
1  Yes                      2  No

36. Now I am going to ask you some questions about drugs and alcohol that you may have used in the past 30 days. Please answer honestly and keep in mind that we intend to keep your answers completely confidential.

	0 times	A few times	Once or twice per week	Every day
A. In the past 30 days, how often did you drink any type of alcoholic beverage?	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
B. In the past 30 days, how often did you drink 4 or more alcoholic beverages on the same day?	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
C. In the past 30 days, how often did you use marijuana?	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
D. In the past 30 days, how often did you use cocaine, including powder, crack or free-base?	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
E. In the past 30 days, how often did you use heroin?	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
F. <b>[If used heroin]</b> In the past 30 days, how often did you use any drug to help you withdraw from heroin, such as methadone or buprenorphine?	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
F. <b>If used,</b> was the drug prescribed to you by a doctor? 1 <input type="checkbox"/> Yes                      2 <input type="checkbox"/> No				

37. Have you ever received any residential drug treatment, meaning that you stayed overnight at a place that assisted you with a drug problem?  
1  Yes                      2  No

38. Have you ever received any outpatient drug treatment, meaning that you went some place during the day that assisted you with a drug problem?

39. Have you been assigned to community service in the past?  
1  Yes (*If yes, continue with the remaining interview questions*)  
2  No (*If No, say, "This is the end of the survey. Thank you for participating"*).



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K. I felt good about cleaning things up at the site(s). 1  2  3  4

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L. I felt the job we did was just “make-work” that didn’t make any difference in the neighborhood. 1  2  3  4

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44. Is there anything else you would like to tell me about your community service experience?

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Thank You for Your Participation!!!

**APPENDIX B**

**Table 5.1 Respondents' Perceptions of Prior Community Service Work (N=53)**

<b>STATEMENT</b>	<b>STRONGLY AGREE</b>	<b>SOMEWHAT AGREE</b>	<b>SOMEWHAT DISAGREE</b>	<b>STRONGLY DISAGREE</b>
A. The type of work that was required of me was unreasonable.	15%	19%	13%	38%
B. The Crew Supervisors clearly explained everything I had to do.	66%	9%	0%	4%
C. The Crew Supervisors treated me with respect.	70%	8%	0%	6%
D. If I had questions, I did not know whom to ask.	11%	8%	6%	60%
E. The site(s) I worked on really needed the work I was doing.	42%	23%	4%	17%
F. I can think of other sites that would benefit more if community service was done there instead.	40%	19%	8%	15%
G. The work I did made a positive difference in the neighborhood.	45%	15%	8%	17%
H. The work was in a neighborhood I was unfamiliar with.	25%	6%	9%	45%
I. The site(s) I worked on looked much better afterward.	57%	15%	4%	10%
J. I was given a vest or other identifying clothing to wear.	47%	4%	0%	32%
K. I felt good about cleaning things up at the site(s).	34%	26%	6%	19%
L. I felt the job we did was just "make-work" that didn't make any difference in the neighborhood.	19%	8%	13%	42%