



# **PROCESS EVALUATION OF THE PHILADELPHIA COMMUNITY COURT**

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Draft Report

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## INTRODUCTION

In January 2007, the Pennsylvania Commission on Crime and Delinquency awarded a contract to the National Center for State Courts to conduct a comprehensive evaluation of the Philadelphia Community Court. The Philadelphia Community Court (PCC) was established in February 2002 to provide a comprehensive response to quality-of-life crimes in ten Philadelphia Police Districts, covering Center City, University City, and sections of North and South Philadelphia. Using a problem-solving approach, the PCC combines criminal justice and social service agencies under one roof to address the underlying issues or problems that led to contact with the criminal justice system and to increase compliance with sanctions. The Philadelphia Community Court is a partnership of the City of Philadelphia, First Judicial District, District Attorney, Defender Association, Police Department, University City District, Department of Behavioral Health, and the Center City District.

The overall evaluation has a number of objectives:

- (1) Conduct a process evaluation of the PCC;
- (2) Conduct an outcome/impact evaluation of the PCC;
- (3) Conduct a cost-benefit analysis of the PCC;
- (4) Identify best practices for community courts based on the PCC experience;
- (5) Develop a performance measurement system for the PCC; and,
- (6) Assess the feasibility of replicating the PCC model in other areas of Philadelphia and the state of Pennsylvania.

This report addresses the first objective and first phase of the project, the process evaluation. The purpose of the process evaluation is to document the history, structure, and procedures of the program and to assess the extent to which the Community Court was implemented with fidelity to the program-as-planned as well as key elements of the community court model and principles of problem-solving courts. However, any evaluation of a community court must keep in mind that these programs are somewhat distinctive among problem-solving courts in their strong emphasis on responding to the unique nature of the neighborhoods that they serve and, therefore, there will be variations in the model across sites.

The methodology for the process evaluation included a review of program documentation provided by the PCC, analysis of quantitative data from the PCC's internal database (FIR) and the City's Pre-Trial Arraignment System (PARS), and interviews with internal and external stakeholders conducted during site visits in June 2007 and April 2008. A list of the individuals interviewed and their agency/organization affiliation is included in Appendix A.

In addition, to better understand the context of the Philadelphia Community Court and its impact on the neighborhoods and citizens it serves, the National Center subcontracted with the Anthropology Department at John Jay College to conduct

ethnographic research in the area. The John Jay College research team performed a similar analysis for the evaluation of the Midtown Community Court in the mid-1990s. The ethnographic component of the evaluation was designed to provide insight into the daily lives of street offenders and share their opinions and perspectives on the Community Court and its impact on the neighborhood and individual behaviors. The approach and methodology for conducting this component of the evaluation is described in detail in Appendix B. In brief, the research team used Respondent Driven Sampling (RDS) to recruit a statistically representative sample of potential offenders/community court clients by taking advantage of intra-group social connections to build a sample pool. In the end, the research staff recruited a sample 210 people – 107 sex workers and 103 people who had been arrested for drinking in public – to participate in interviews conducted at the Arch Street United Methodist Church, located across the street from the Philadelphia Community Court in October 2007. Selected results of the ethnographic study are integrated into appropriate sections of this report, and the complete analysis is presented in its entirety in Appendix B.

## **I. PLANNING AND DEVELOPMENT OF THE COMMUNITY COURT**

In the 1990s, the Center City District of Philadelphia began experiencing an increase in the number of what are generally termed “quality-of-life” crimes, such as vandalism, prostitution, disorderly conduct, and minor thefts. City and justice system officials recognized that because of jail and prison overcrowding, insufficient alternative sentencing options, and the need to focus limited resources on more serious crimes, quality-of-life crimes were a low priority for law enforcement and had become virtually decriminalized. As described in early community court planning documents, offenders arrested for quality of life crimes were routinely released on non-cash bail, frequently failed to appear for their next court dates, and often committed additional crimes. Those defendants who did appear in court were generally given straight probation and, therefore, were quickly back on the street with minimal supervision, because of the lack of jail and prison space and any other appropriate sentencing alternatives. At the same time, it was also recognized that the underlying causes of many quality of life crimes were behavioral in nature. According to statistics provided by the Pew Foundation and cited by the Coordinating Office for Drug and Alcohol Abuse Programs (CODAAP, now known as the Addiction Services Division of the Department of Behavioral Health) in program planning documents, it is estimated that at least 80 percent of individuals who commit these types of minor offenses have drug and alcohol involvement and an overlapping 20 percent have mental health treatment needs. If left unaddressed, these underlying problems likely contribute to a cycle of re-offending and “revolving-door” justice. Finally, it was concluded that the net effect of the increase in quality of life crimes and the insufficient law enforcement and judicial system response was to discourage businesses from locating in Center City and dissuade citizens from doing business there.

Interest in creating a community court to address these challenges began in the mid-1990s when city leaders and members of the business community in Philadelphia became aware of the success of New York’s Midtown Community Court in addressing similar problems, reducing quality of life crimes, and increasing confidence in the criminal justice system. The Executive Director of the Center City District, accompanied by an Assistant District Attorney and other city leaders, visited the Midtown Community Court in order to assess its feasibility for Philadelphia and to determine the necessary ingredients to successfully establish a community court in Philadelphia. A Steering Committee was established by the City Center District (CCD), consisting of business and residential groups, social service agencies, and representatives of the local criminal justice system, beginning what would become an approximately seven year process of information-gathering, planning, and development, from the exploration of the idea in 1994-1995 to the implementation of the Community Court in 2002. The business and residential groups were represented by John Binswanger, President of The Binswanger Company, Michael Dean, Esquire, a partner in Wolf, Block, Schorr & Solis-Cohen, Patricia Harner of the Rittenhouse/Fitler Square Townwatch, Daniel Segal, Esquire, a partner in Hangley, Aronchick, Segal & Pudlin, and Jon Sirlin, Esquire, counsel to the Apartment Association of Greater Philadelphia.

It is not unusual for community courts and other problem-solving courts to engage in a relatively extensive planning process prior to implementation. By definition, problem solving

courts represent a dramatic shift from business-as-usual. It takes time to build a collaborative environment across agencies and service providers with different perspectives, interests, and roles in the criminal justice system and achieve consensus on the goals and objectives of the program as well as the routine of day-to-day operations. Community courts are especially complex because of the variety of stakeholders involved and the need for extensive involvement of the community in the initial stages of planning and development.

The planning process for the PCC involved a series of meeting with representatives from the community. The CCD held a meeting on June 30, 1998, with representatives of residential associations in Center City to provide an overview of the Community Court initiative. The organizations invited included the Police District Advisory Committee, Center City Residents Association, Society Hill Civic Association, Pine Street Townwatch, Northern Liberties Townwatch, Washington Square West Civic Association, Queen Village Neighbors Association, Old City Civic Association and Logan Square Neighbors Association. As a follow-up, a CCD representative offered to meet with the boards of each of the organizations to further explain the purpose of the Court. Presentations were made to the boards/membership of the Society Hill Civic Association, and the Center City Residents' Association, both of which voted to support the project.

As the boundaries of the Philadelphia Community Court (PCC) expanded to include additional police districts – and neighborhoods, the PCC created the Community Advisory Panel, with representatives from community organizations in each of the ten police districts. The first meeting of CAP was held March 10, 2005.

Unlike other community courts, the impetus for the PCC did not come from the court system, but rather the Center City District. In fact, although there were two judges on the initial Steering Committee, it is not clear how actively involved the court system was in the early planning stages or how supportive it was of the concept. However, in the late 1990s, the individual who would eventually become the Community Court Coordinator began to meet with the Steering Committee and individual members of the judiciary to move the process forward. The development of the initial Memorandum of Understanding (MOU) among the various agencies and the Operational Plan took three and a half years before being completed in July 2001, according to the Community Court Coordinator. One stakeholder remarked described the process as “tortuous.” Another stakeholder noted the challenge of trying to bring the various stakeholders to the table without the active involvement and support of the leadership of the court system.

This contrasts with other community courts that were established with the full and active involvement of the courts from the earliest planning stages. The peripheral rather than central role of the court system in the genesis of the PCC has had a lasting impact on the way the PCC is perceived within the Municipal Court as a whole.

One of the primary concerns of the court system during this process was ensuring an adequate number of cases to justify the assignment of a full-time judge. To address this issue, a decision was made to increase the number of police districts included in the catchment area, from the original five districts—the 6<sup>th</sup> and 9<sup>th</sup> in the Center City District as well as the 3<sup>rd</sup>,

17<sup>th</sup>, and 23<sup>rd</sup> -- to ten districts, adding the 1<sup>st</sup>, 4<sup>th</sup>, 16<sup>th</sup>, 18<sup>th</sup>, and 22<sup>nd</sup>. In addition, it was decided that the Community Court would, at least initially, handle trials for all summary offenses, including those for summary offenses committed outside of the delineated catchment areas; that is non-community court cases. Despite the fact that this was considered a temporary arrangement at the time and contingent on the caseload, the inclusion of non-community-court cases on the calendar of the PCC continues to this day.

Of course, the court system was not the only entity with concerns about various aspects of the proposed community court's purpose, jurisdiction and operations. For example, while some in the Police Department were described as interested in the concept because of frustration with the cycle of arresting/citing the same, often young, individuals for the same offenses again and again, the program would require the police to renew and refocus their efforts on minor offenses. Because of the "revolving door" nature of the system prior to the PCC, police were described as reluctant to even make an arrest on these types of offenses. One stakeholder also described some officers as simply more interested in pursuing more serious and "exciting" offenses. To address these concerns, meetings were held with police officers in the various districts to educate them on the goals and objectives of the program, the importance of enforcing quality of life offenses, the potential benefits, and the procedures for bringing offenders to the Court and other operations. These sessions were conducted by Court Coordinator and the current Police Liaison for the PCC, Jerry Phillips, a retired police department supervisor in the 9<sup>th</sup> District, who began working with the planning process 18 months before the Court opened. Mr. Phillips also served as the initial supervisor of the PCC holding area. As an incentive to the police, the PCC developed a weekly report for the districts which superimposes the number of arrests in each district on a map of the ten districts.

The planning process also involved locating an appropriate facility for the Court. With \$1.2 million in funding from the Legislature, the Court was able to secure and renovate space in a building at 1401 Arch Street in Philadelphia. The Court is located on the second floor of the building, which also houses probation and pre-trial services. The space includes a reception area, police holding area, a courtroom and robing room for the judge, and offices for personnel, including program managers and community service and social services staff. In the last year, the Court was able to obtain child care services for PCC participants from another agency, Self, Inc., located in an adjacent building. In return for these services, the PCC makes contributions of diapers and other incidentals. The main concern expressed by staff about the PCC's facilities is the lack of adequate space to provide more services on-site; for example GED classes, AA/NA meetings, and counseling sessions.

In July of 2001, the Philadelphia Court of Common Pleas, the Philadelphia Municipal Court, the District Attorney, the Defender Association of Philadelphia, the Philadelphia Police Department, the Philadelphia Sheriff's Office, and the Center City District entered into a Memorandum of Understanding (MOU) and agreed to an Operational Plan for the Philadelphia Community Court. The Operational Plan defined the following objectives for the Community Court:

- (1) Reduce the number of quality of life crimes;

- (2) Develop a system of supervised community service so those who are convicted can repay the communities they have harmed;
- (3) Influence the nature and degree of recidivism among those who commit quality of life crimes by addressing their underlying behavioral problems through social services;
- (4) Reduce the volume of cases in the criminal justice system by assigning low level offenders to diversionary programs; and
- (5) Effectively punish repeat offenders and bring offenders before the Court for punishment or treatment in classes of low level crimes.

According to the Operational Plan, to meet the stated objectives, the Community Court would:

*Provide a venue where quality of life offenses could be heard and disposed expeditiously; establish sentencing options that emphasize community service to be carried out immediately and actively monitored to increase the likelihood of completion; and place social service assessment, treatment, and case management services on site.*

On February 2, 2002, seven months after agreement to the MOU and Operational Plan, the Community Court began operations. According to various stakeholders, the presiding judge was not identified until shortly before the court opened. In an interview, that judge said she was handed the MOU and Operational Plan and asked to sit on the court. It was mostly on-the-job training, although the judge did visit and observe the Red Hook Community Justice Center in Brooklyn, New York after she began presiding over the court.

The Community Court has now been in operation for more than six years. As of the end of 2007, the Community Court has heard a total of 45,872 new cases since its implementation in 2002, including 37,209 summary offenses and 8,273 misdemeanors. Participants had completed 340,590 hours of community service, valued at more than \$1,875,800, and the Court had collected more than \$1,439,800 in fines and costs. Almost \$26,000 in restitution had been paid to victims. As would be expected, the program has changed and developed over time. It has undergone changes in judges and staff, although it still retains a number of personnel that were present at the start and some who were even involved in the planning process. Due primarily to the expansion of the original boundaries, the caseload quickly achieved a level to justify and sustain a full-time judge for five days a week. Most notably, the program has formed partnerships with more outside agencies and added a number of ancillary services and programs for the clients. These and other developments as well as continuing challenges are discussed in subsequent sections of the report.



## II. ORGANIZATIONAL STRUCTURE

### Staff Roles and Responsibilities

There are eight different agencies involved in the daily operations of the Community Court. The following describes the responsibilities of the primary positions.

The **Community Court Coordinator**, a Center City District employee, is responsible for coordinating the activities of all of the agencies participating in the Court. The Coordinator manages the budget for the program and coordinates efforts to secure additional funding for the Court through grants and other funding opportunities. The Coordinator also serves as a spokesperson for the program, works with the PCC Oversight Committee, participates in community outreach activities, compiles information/data on program operations and outputs, and produces a quarterly newsletter which reports on the activities of the Court.

The **Program Manager**, a Center City District employee, is responsible for the delivery of all the non-treatment services of the Community Court, including educational programs, employment and job training assistance, and efforts to aid the homeless. The Program Manager also coordinates mental health services. The PCC offers a wide range of social services to clients, and the Program Manager's role entails identifying programs and resources in outside agencies and community organizations and establishing relationships so that referrals can be made. Day-to-day activities of the Program Manager include conducting social service assessments, meeting with clients to discuss their needs and make referrals, managing the criminal justice interns, and supervising the part-time data entry clerk.

The **Community Service Coordinator**, a First Judicial District employee, is responsible for identifying appropriate community service sites and working with the on-site supervisors, making client assignments, and monitoring completion of the required hours. Day-to-day activities include checking on the status of community service for clients appearing in court for status listings, meeting with clients after their court appearance to inform them of the requirements and make assignments, and ensuring that data on community service is entered into the Court's internal database (FIR).

The **Resource Coordinator**, a First Judicial District employee, is the self-described "stage manager" for the Court, and is responsible for making copies of all citations for the summary offense cases on first listing, explaining the purpose of community court and the options, and triaging the clients for medical and drug/alcohol problems as well as other non-treatment issues. The Resource Coordinator makes this information and recommendations on dispositions and sentences available to the judge and the assistant district attorney.

The **Police Liaison**, an employee of the Center City District, is responsible for coordination, training, and ongoing communication with the Police Department regarding the program. The Police Liaison also manages the Volunteer Intern Program and

criminal justice volunteer interns from Temple University and other sources. Day-to-day activities include printing citations, distribution of statistics on arrests by district, addressing and consulting with other staff on problematic cases that come to the court, and covering for other staff as needed.

The Addiction Services Division of the Department of Behavioral Health, formerly known as the Coordinating Office for Drug and Alcohol Abuse Programs or CODAAP, subcontracts with the Philadelphia Health Management Corporation's (PHMC) Forensic Intensive Recovery (FIR) Program to provide four full-time social service staff for the Court. The Social Services unit is primarily responsible for delivery of drug and alcohol treatment services to clients. This involves performing initial screenings, administering drug and alcohol evaluations, making recommendations on treatment level based on the evaluations, securing insurance coverage, and providing case management services for clients who are referred to treatment. Staff from the unit also conducts Treatment Readiness class five days a week and an Anger Management class two days a week.

The **Clinical Coordinator** supervises the social services staff, which includes a **Clinical Evaluator**, **Case Manager**, and **Behavioral Health Educator**, and oversees the overall operations of the unit. Among the Clinical Coordinator's day-to-day tasks are reviewing treatment recommendations to ensure that they are at the appropriate level of care, coordinating insurance coverage, overseeing the case management function, coordinating the statistics maintained by the unit on the number of evaluations completed, treatment recommendations, status of clients referred to treatment, and other information, and, when required, covering for staff that are unavailable.

The **Public Health Nurse**, a PHMC employee, is responsible for screening clients for medical and mental health issues when referred by other members of the staff, delivering emergency care, making referrals for treatment and other services, and assessing the client's ability to perform community service when there are questions. The Nurse also meets with all sex workers, who are assumed to be at high risk for HIV-AIDS and STDs, to provide education and information on high risk behaviors. In addition, the Nurse assists with the administration of social service assessments.

The **Assistant District Attorney**, an employee of the District Attorney's Office, prosecutes both misdemeanor and summary offenses in the Court. The **Assistant Public Defender**, an employee of the Defender Association, represents all misdemeanor offenders in the Court. The Assistant Public Defender interviews each misdemeanant individually and explains the purpose of the community court and the offender's options. The Public Defender triages the misdemeanor clients for medical and drug/alcohol problems as well as other non-treatment related issues.

In addition to the Resource Coordinator and Community Service Coordinator, the First Judicial District also provides the judge, two courtroom clerks, and court officer/crier to the PCC. In addition to the Court Coordinator, Program Manager, and

Police Liaison, the Center City District also provides an administrative assistant, receptionist, and part-time data entry clerk to the PCC.

The Court Coordinator described the process of managing a program with personnel from so many different agencies as challenging but doable. While the Court Coordinator oversees the operations of the entire program, the team members also have supervisors at their own agencies. As a result, in day-to-day operations, lines of authority may be blurred and the process for resolving issues may be unclear. The Court has established an Oversight Committee, composed primarily of the supervisors of the various agencies, which meets monthly to discuss policy-level matters. The Court Coordinator will also consult with individual supervisors when issues arise.

There were mixed reviews of overall staff relations with some describing cliques within the program and other unspecified conflicts. On the other hand, others described a “courtroom of cooperation” and cited multiple examples of staff members working together to address and resolve issues in individual cases. There was general and genuine appreciation for the different expertise and skills that individuals brought to the program. The staff interviews also revealed a high level of commitment to the objectives of the Court and satisfaction with what the program was able to achieve, especially in comparison to the traditional criminal justice process. In the last year, the Court Coordinator has reinstituted weekly staff meetings to discuss operational issues and other program concerns. Again, while there were some mixed reviews of the effectiveness of the staff meetings, described as devolving into complaint sessions by a few, there was support for continuing this process.

### **Judicial Assignment**

Assignment of judges to the Community Court has been somewhat problematic since the beginning of the program. As discussed previously, there were concerns during the planning and implementation process about whether the caseload would warrant the assignment of a full time judge. This and other concerns resulted in it being unclear which judge would even preside over the court until shortly before the court opened for business. The original plan envisioned having one dedicated judge for the court, and the first judge did preside over the court from its start in February 2002 until August 2005. Eventually, however, the PPC developed a rotation of three judges, with two “regular” PCC judges sitting for ten to twelve week cycles, and different judges cycled in for a four week term. One rationale for having a different judge cycle into the program is that it provides an opportunity for other members of the judiciary to become familiar with the court and the objectives of the program. While the rotation system provides for some consistency in judges, it also results in a number of different judges presiding over the court over the time and some uncertainty about the third judge in the rotation. It was reported that the PCC ceased operations for a few weeks in late 2006 because there was not a judge available. It was also reported in April 2008, that seven different judges had presided over the PCC in the previous six months.

Most of the stakeholders interviewed voiced the opinion that the community court should have one dedicated judge in order to promote more consistency in court proceedings, decision-making, and procedures. The rotation system was described as creating some problems in regard to staff expectations, staff resources, staff work and approach on certain offenses. Some of the concerns were practical. For example, the judges vary in the time they spend interacting with each client and, in general, how quickly they move the docket along. It was reported that some judges finish the docket by noon, while others may run to 3:30 pm. This impacts the time and ability of some staff to perform and complete their out-of-court work; for example, following-up with clients, contacting service providers, and completing paperwork and data entry. The issue is not that staff would like one “fast” judge; indeed, they recognize the importance of the judge engaging the clients and spending sufficient time with them. Rather, it is about having a reasonable expectation about the daily schedule so that work can be completed in a high-volume court. Of course, the length of the docket also impacts clients who, having reported for court at 8:30 am, may spend an unknown number of hours waiting for their case to be called. While it may be beneficial for offenders to hear the judge interact with other clients and impose sentences and, therefore, gain a better understanding of the community court, one staff member commented on having to “deal with the people in the back of the courtroom.”

Judges may also vary in the types of cases/circumstances in which they refer clients for evaluations and certain services. For example, one judge routinely refers clients for social service assessments while others do so less frequently. In addition, an individual judge’s approach to cases can have wider ramifications. One example cited in interviews concerned charges that are perceived to be related to homelessness, such as unlawful use of a shopping cart. One judge was described as not taking these charges seriously and likely to dismiss. As a result, the police are charging offenders with retail theft rather than a shopping cart violation.

At a different level, having one judge assigned to the court is viewed as an opportunity to develop some consistent judicial involvement and leadership of the program as a whole. In a one-judge system, some stakeholders believe there would be more of an incentive for that judge to “buy into” the program, become familiar with the treatment and ancillary services available, and obtain specialized training in the principles of problem-solving justice and related topics, such as the addiction and recovery. In problem-solving courts, the judge generally acts as the “team leader, but this is difficult under a system of rotating judges. However, it should be noted, that one judge has instituted Monday morning meetings with the Program Manager, Clinical Coordinator, Resource Coordinator, and Public Defender to review problematic cases that are scheduled for the week and establish common expectations for what will happen in court. These “staffings” were viewed as useful by those who participate. A number of stakeholders also noted the importance of having a judge who brings energy to the proceedings and truly engages the clients.

According to stakeholders, one obstacle to the implementation of a one-judge system is the perception of the assignment and the program as a whole among the larger

the leadership of the court system and the larger judiciary. Assignment to the community court was variously described as a “more of a punishment,” “not choice” and “not having many advantages.” Another said there was little incentive for judges to stay. Two stakeholders described the community court as the “step-child” of the system. In addition Judges who are assigned to PCC have a longer daily calendar than in Municipal Court, have only a robing room instead of chambers, and do not enjoy the collegial atmosphere of the Municipal Court. It should be noted, however, that both judges who were interviewed for this evaluation, while acknowledging the perceived status of the assignment and other issues, appeared to value the program and stated that they liked being able to actually help people and the community. One said that she liked interacting with the clients, felt good when they accomplished something in the program, and enjoyed being able to use other skills, in addition to legal, in approaching the cases. She also expressed the view that the community court was more “useful” than the other specialty courts because it touched so many more people.

### **Management Information System**

The original Operational Plan for the Community Court envisioned that a dedicated, automated management information system would be designed specifically for the program. Funding, in the form of a \$165,000 grant from the Bureau of Justice Assistance, was obtained to develop the system. However, the Police Department made their participation in the program contingent on including summary cases in the City’s existing Pre-Trial Arraignment System (PARS), a system that tracks cases from arrest to arraignment, but which did not include information on summary offenses at that time. Consequently, the funding was used to upgrade PARS. The Community Court subsequently chose to use a modified version of the database developed for the Forensic Intensive Recovery (FIR) program, a division of the Philadelphia Health Management Corporation (PHMC) which is under subcontract with the Addiction Services Division of the Department of Behavioral Health to provide social service staff to the Community Court. FIR then became the basis for the PCC’s Management Information System (MIS).

The modified FIR database is primarily a clinical case management system used to track the number of client screenings, drug and alcohol evaluations, social service assessments, mental health referrals, classes attended, treatment recommendations, treatment status, and community service, among other data. The data is entered by the social service staff and community service staff, including a part-time data entry clerk, with some help from interns.

FIR was modified for the PCC to record some legal information on participants such as dispositions and sentences, court costs, and fines, and legal history. While this information may have been recorded systematically early on, it has not been entered into FIR on a routine basis since sometime in 2006 (or perhaps earlier) except in the form of case notes. There is no capacity to enter this data in real time in the courtroom. Instead, the case files are sent back to the Criminal Justice Center where the criminal justice data is entered by the Coding Unit into the First Judicial District’s mainframe system, the Common Pleas Case Management System (CPCMS).

FIR provides a data base for the PCC in the sense that some information is entered about every PCC case. However, the information recorded in FIR about each case has not been consistent, with much information ending up in large text fields.

Thus, it is not possible to query FIR for reliable, systematic legal information, making it difficult to generate standardized, systematic information about participants. Rather, staff need to read case notes maintained in FIR, that will vary in completeness and content, to report information to the court or other external entities. In order for FIR to live up to its potential as a reliable database, legal fields (e.g., offense, offense history, sentence) should be fully populated and less reliance should be made on case notes (essentially a text field) to record important case events and information about the offender.

Although the PCC has explored the idea of having disposition/sentence data as well as client demographic information routinely downloaded from CPCMS into FIR in order to have a more complete database, such exchanges of data are typically not easily accomplished, and efforts have been complicated by the state's implementation of a new criminal case management system in recent years. Nonetheless, progress toward this goal has been made. At this writing, data elements that should be transferred have been identified, the Court of Common Pleas has approved the required breach in its firewall, PHMC has installed a dedicated server to receive the data, a data transfer schema has been developed, and a successful test transfer of the data from CPCMS to FIR has been conducted. However, PHMC is undergoing a network-wide SQL upgrade that is prohibits this project moving forward with this project until late January 2009.

Under the proposed system, data would be downloaded from CPCMS on all CC cases from that day's lists to the FIR database. Data reaching as far back as the establishment of CPCMS will be downloaded retroactively for past PCC participants.

A number of stakeholders cited the continued need for the PCC to have its own, comprehensive management information system. Perhaps one positive outcome of having to divert the original funding from that purpose is that the Community Court is now in a much better position to assess its information needs for day-to-day operations, program evaluation, and performance measurement than it would have been in the early days of operation. The FIR system appears to serve the needs of staff to easily access information on certain elements of program operations, track certain components of client progress, and produce summary reports on activity. However, it is an incomplete database and must be supplemented by other sources to obtain a complete picture of program operations and client outcomes. More importantly, it does not allow for the judge and other team members to have simultaneous access to pertinent information for decision-making purposes. This is in sharp contrast to the Midtown Manhattan Community Court, where real-time information about offenders is provided to judges prior to sentencing (Sviridoff, Rottman, Ostrom, and Curtis, 2000).

### III. POLICIES, PROCESSES, AND PROCEDURES

#### Jurisdiction and Eligibility

To be eligible for Community Court, the arrest must occur within the boundaries of the ten designated Police Districts (1<sup>st</sup>, 3<sup>rd</sup>, 4<sup>th</sup>, 6<sup>th</sup>, 9<sup>th</sup>, 16<sup>th</sup>, 17<sup>th</sup>, 18<sup>th</sup>, 22<sup>nd</sup> and 23<sup>rd</sup>) and involve a non-traffic summary offense or one of 11 specified misdemeanor offenses. Table 1 shows the population and square mileage covered by each included district. A map of the districts is included in Appendix C.

<b>TABLE 1 PHILADELPHIA COMMUNITY COURT POPULATION BY POLICE DISTRICT</b>			
<b>Police District</b>	<b>Population</b>	<b>Square Mileage</b>	<b>Population per Square Mile</b>
1	35,687	7	5,327.00
3	30,840	1	22,271.80
4	49,669	4	12,938.80
6	27,707	2	12,730.10
9	44,784	2	25,934.80
16	37,958	2	16,149.10
17	45,275	2	22,484.80
18	78,731	3	22,708.60
22	45,018	2	23,195.10
23	25,069	1	17,908.40
<b>Total</b>	<b>420,738</b>	<b>26</b>	<b>16,182</b>

Data from the 2000 Census, broken down by district using P-Census Software by the Philadelphia Police Department's Crime Mapping and Analysis Unit.

Summary offenses are, by statutory definition, not criminal and include minor offenses such as disorderly conduct, obstructing the highway, harassment, and first-offense shoplifting. Summary offenses are generally enforced by a citation issued by law enforcement and punishable by a fine; however, there may be an arrest on a summary offense, and it is possible to receive up to 90 days in jail. Because they are not classified as criminal offenses, there is no right to an attorney for court proceedings. The Community Court received all summary offenses until July 1, 2007 when offenses involving "underage drinking" were removed from PCC jurisdiction and returned to the Municipal Court.

In addition to non-traffic summary offenses, the following misdemeanor offenses may be heard in Community Court upon approval by the District Attorney's Charging Unit:

1. Criminal Mischief, Vandalism and Graffiti
2. Theft from Auto
3. Obstructing Highway/Panhandling/Prostitution

4. Disorderly Conduct
5. Possession of Instrument of Crime of Graffiti
6. Theft of Services (e.g., fare jumping, unpaid taxi and meal fees)
7. Possession of Drugs and Drug Paraphernalia
8. Thefts—Including Retail Theft
9. Defiant Trespass
10. Possession of an Instrument of Crime
11. Attempt, Conspiracy, or Solicitation to commit any of above listed offenses.

## **Intake and Referral to Court**

**Summary Offenses.** For summary offenses, potential clients are taken to the appropriate police district for processing prior to being referred to the community court. Originally, if processing was completed *between* 4 a.m. and 2 p.m., the client was transferred to the community court holding area immediately by police officers. If case processing was completed *between* 2 p.m. and 4 a.m., the client was released and provided a subpoena to appear at the community court on the next business day.

In an effort to increase the number of cases being diverted to community court, the 2 p.m. cutoff was extended to 3 p.m. in April 2002. While the purpose of this change was to increase the number of cases to appear at community court, the increase never materialized. Additionally, both the judges as well as police officers were uncomfortable with the change, especially given the lack of increased cases. This change was abandoned relatively quickly and the cutoff time was set back to 2 p.m.

**Misdemeanor Offenses.** For misdemeanants, the process is similar to that of summary offenses; however each case is reviewed by the District Attorney's Charging Unit prior to a bail hearing in order to determine whether the case is eligible for community court. The District Attorney's criteria for rejection of otherwise eligible misdemeanors are unwritten, however, based on information from interviews, they include any offense that involves violence, a prior conviction for a violent felony, or prior incarceration for a misdemeanor, the last described as rare in Philadelphia. The PCC currently receives no information on the number of cases rejected or the reasons for the decision, although the perception is that few cases are rejected and, as described by one stakeholder, community court is the "default" option.

Upon arrival at the district, misdemeanants are interviewed by Pre-Trial Services and arraigned via closed circuit television while still at the police district. The client is given a subpoena to appear the following business day in Community Court. Unlike summary offenses where there is no right to an attorney, misdemeanants are provided the opportunity to speak with a public defender upon arrival at the PCC.



## **Pre-Court Process**

The subpoena for community court requires that the client appear at 8:30 am; however, clients are not allowed into the building and courtroom until 8:50 am. A few stakeholders expressed concern about the lines that form outside of the facility in the morning and people waiting in all types of weather for the court to open. This issue also arose in the ethnographic study, where the lines were described as a frequent complaint among those interviewed by the research team. In these accounts, the lines that seemed to characterize getting into and through the court discouraged some people from attending their scheduled appearances. Several respondents said that they grew impatient with the lines and simply walked away from their court date.

When the court opens, all clients check in at the receptionist desk on the second floor and then go into the courtroom. Clients will include those reporting to court on a new case (first appearance in the court) as well as those reporting for a “status” listing on completion/compliance with the sentence in a previous case. After this point, the pre-court process for summary offenses and the process for misdemeanors are different and are described separately below.

**Summary Offenses.** The Resource Coordinator, Court Crier, and Courtroom Clerk make a copy of the check-in sheet. The Community Service Coordinator will call the cases that are there for a status hearing if there is a need to obtain information about completion of the required community service hours. That information is then provided to the Resource Coordinator. The Resource Coordinator makes copies of all citations for the new summary offense cases; calls all non-custody cases out of the courtroom to explain the purpose of community court and the options; and triages the clients for medical and drug/alcohol problems as well as other non-treatment issues. The Program Manager triages in-custody cases as they arrive at the court and makes recommendations to the Resource Coordinator. Potential participants are also screened prior to the court hearing by the social services staff to determine if there is a need for drug and/or alcohol treatment or other services. The information from these initial evaluations and a recommended disposition for each client is compiled by the Resource Coordinator and made available to the judge and assistant district attorney.

**Misdemeanor Offenses.** The Public Defender will review the names on the check-in sheet. For misdemeanor clients scheduled for a status hearing, the Public Defender will check the FIR database to determine the number of community service hours that have been completed. The Public Defender will follow up with the clients and, if there are inconsistencies between what the client reports and the information in FIR, the client will meet with the Community Service Coordinator to resolve the matter. For new cases, the Public Defender interviews each misdemeanant individually and explains the purpose of the community court, the services available, and the offender’s options; that is, either plead guilty and accept the community court alternative program or request a trial date at the Municipal Court. The Public Defender triages the misdemeanor clients for medical and drug/alcohol problems as well as other non-treatment related issues.

Potential participants are also screened prior to the court hearing by the social services staff to determine if there is a need for drug and/or alcohol treatment or other services.

## **Court Hearings**

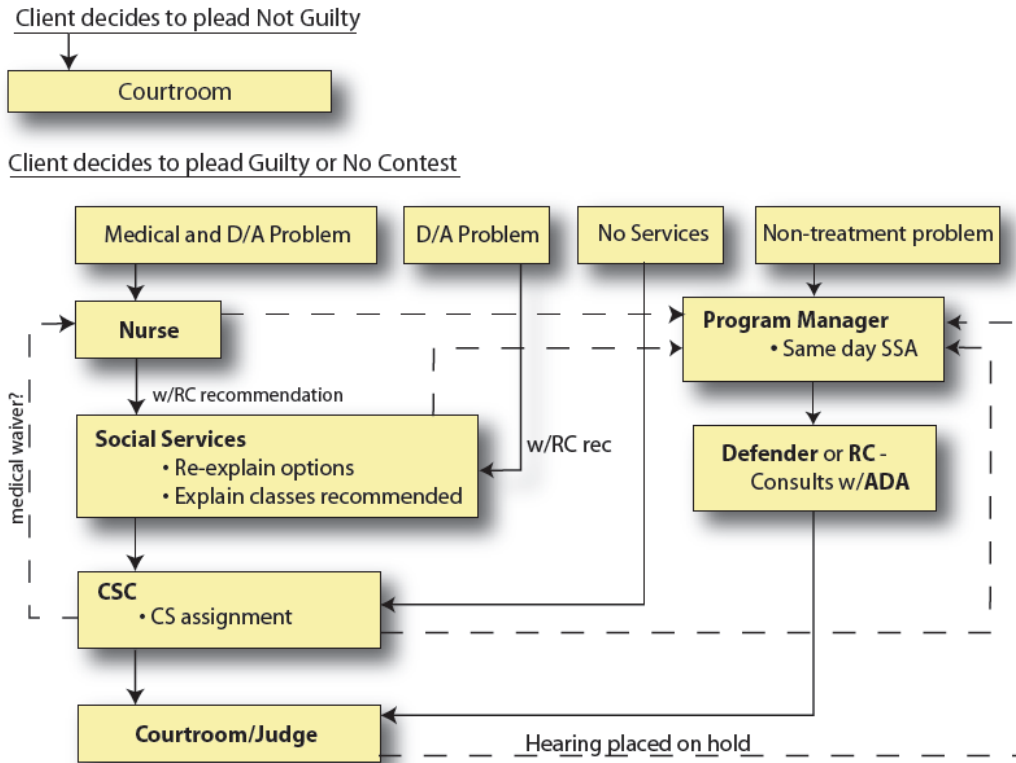
The court session generally begins around 10:00 am. There are three listings of cases: PCC summary offenses, PCC misdemeanor offenses, and non-PCC summary offense trials. Generally, cases are called in the following order: (1) cases with private counsel; (2) cases where law enforcement officers must testify; (3) trials; (4) misdemeanors; (5) summary first appearances; and (6) status hearings. However, according to some stakeholders, the order can vary by judge. For example, one judge stated that priority is given to cases where children have been brought to court and are at the child-care facility.

If the client agrees to plead guilty or no contest (summary offense) or agrees to accept the community court alternative (misdemeanors), the judge will impose a community court disposition and sentence. The sentence may include community service, fines/court costs, services such as counseling or treatment readiness or anger management class, or some combination of these. The court may mandate some of the services while others may be voluntary. The court may also refer the client for an in-depth drug and alcohol evaluation and/or social service assessment. There are four general types of misdemeanor dispositions: (1) Status disposition with a sentence of 36 hours of community service and assignment to the treatment readiness class; (2) Accelerated Rehabilitative Disposition (ARD), generally reserved for misdemeanant with either no prior record or an old prior offense, with no set sentence; (3) Disposition pursuant to Section 17 of the Drug, Device and Cosmetic Act in which the judge will refer misdemeanant clients for a drug and alcohol evaluation, and the sentence will be determined based on the evaluation; and (4) Stipulated Trial with referral for a drug and alcohol evaluation. Cases may also be dismissed pursuant to Rules 88 or 145 of the Rules of Criminal Procedure.

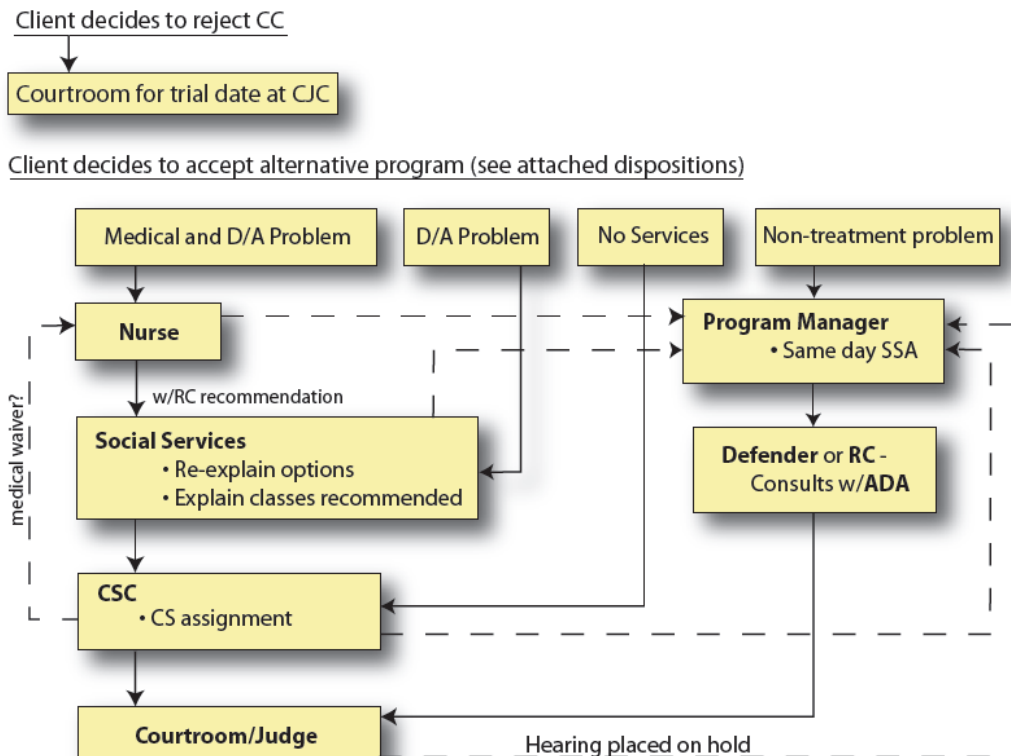
After they leave the hearing, social services staff will conduct an intake interview with the clients for the purpose of reviewing the sentence, explaining the services available, conducting evaluations, and, if the sentence includes assignment to a program/class, making an assignment. This is one area where staff noted that real-time entry of information in the courtroom would be beneficial. When clients leave court, they are sometimes confused about their sentence or the process in general, and the social services staff, who are not in court, do not have immediate access to the information. If the client has received community service as part of the sentence, they will also meet the Community Service Coordinator to receive an assignment.

Figures 1 and 2 depict the process of screening and referral for summary and misdemeanor clients, respectively.

**FIGURE 1**  
**PROCESS FOR SUMMARY OFFENSES IN COMMUNITY COURT**



**FIGURE 2**  
**PROCESS FOR MISDEMEANOR OFFENSES IN COMMUNITY COURT**



If a client pleads not guilty to the summary offense, the case will be set for trial in the Community Court. The judge estimated that only three of every ten trials are ready to go on the scheduled date. One respondent commented that law enforcement officers are not showing up for trials and another that retailers never show up. According to some of those interviewed, clients that are found guilty at trial are generally given the same sentence that they would have received if they had originally pled not guilty or no contest. In some instances, the judge may add an additional day of community service to the sentence. The main difference between pleading guilty and being found guilty at trial is that, in the latter, successful completion of all of the terms of the sentence will not result in the withdrawal of charges and expungement of the record. If a client pleads not guilty to a misdemeanor offense, the client will be given a trial date at the Criminal Justice Center.

Conducting trials at the PCC for either summary or misdemeanor offenses was not envisioned during the planning process. Rather, the planned process was for clients who pled not guilty to be scheduled for trial at the Criminal Justice Center (CJC) and to be dealt with in the “normal” Municipal Court process. In accordance with the original plan, misdemeanants who plead not guilty are, and have always been, tried at the CJC. However, as discussed previously, initial concerns about whether the PCC caseload would warrant a full-time judge resulted in a decision to hold all trials for summary

offenses at the PCC, including those for summary offenses committed outside of the delineated catchment areas. Despite the fact that the caseload of the PCC is now at a sustainable level, the non-community-court summary offenses continue to be tried at the PCC. The reason given for the continuance of this policy is that there is not an available calendar at the Municipal Court, and the Trial Commissioner who handles the initial hearings on summary offenses does not have the authority to try cases. As a result, the daily calendar at the Community Court is mixed and includes both community court cases and non-community court cases.

Due to this mix of cases, it is difficult during proceedings for anyone to discern when the Municipal Court “process” gives way to the Community Court “process.” During observations that extended over several days and several judges, the NCSC team failed to observe a formal announcement by the Court Crier or any other court personnel that would signify the change in dockets.

In many (but not all) cases, new PCC participants are provided an overview of the PCC process by Resource Coordinator before they appear in front of the bench, which may assist them to distinguish the two types of proceedings. However, in terms of case processing and sentencing, we observed nothing that distinguished PCC cases from the Municipal Court cases that were also heard by the PCC. Rather, it appeared that all of the cases were treated as if they were Community Court cases. This state of affairs distracts from the distinctiveness of the PCC and makes it difficult to communicate important and unique (to the PCC) messages to participants, whether the message is about giving back to the community through community service or strengthening deterrence of future offending by increasing the certainty of punishment.

The ethnographic study did not explicitly ask whether respondents understood the difference between the Community Court and other courts that existed in Philadelphia. However, from the interviews, it seemed clear that few of them saw any difference at all, except that the Community Court was located in a different building.

The seeming inability of respondents to distinguish the PCC from the Municipal or other courts was not due to their ignorance about the existence of the PCC because respondents were generally aware of the existence of the PCC. Only a few respondents said that they did not know that the Philadelphia Community Court existed. One third of the respondents (n=69) said that they had never been to the Community Court, while 38 said that they had been there only once. Even though most respondents (n=128) had never had a case there, it seems clear that the Community Court was known to many drinkers and sex workers: 91 subjects said that “all” or “most” of their friends knew about the court; only 18 said that “none” of their friends knew about it.

### **Post-Court Process**

Clients are given a return date for a status hearing to review their compliance with the terms of the sentence. However, there is a procedure in place that allows a client to avoid the status listing if all conditions of their sentence, including community service,

finances, classes, and other mandated requirements, have been completed 30 days in advance of the scheduled hearing. Clients are given written instructions on the process for waiver of appearance, referred to as “Need Not Appear” or NNA, at sentencing. Clients can notify the court, via the receptionist, that they have completed the requirements, and fax or mail documentation of the payment of fines/costs. In turn, the receptionist can check the FIR and CPCMS databases to verify completion of community service and mandated services or check with the Community Service Coordinator and/or Clinical Coordinator. The Assistant District Attorney approves all waivers of appearance and notice is given to the Public Defender. The cases are administratively rescheduled for a completion hearing where the case file is closed.

If clients have not completed the terms of their sentence by the time of their status hearing, the judge may impose a sentence which may include a term of probation or incarceration or the judge may defer the case to allow the client to complete their mandated requirements---community service or paying fines, costs, or restitution. However, according to respondents, cases are generally deferred and set for another status hearing. In some instances, the clients may be given additional community service hours to complete. Several stakeholders expressed concern that there were seemingly no consequences or penalties for non-compliance. Some stated that Court should use harsher and more immediate sanctions with offenders who do not complete their sentences, instead of allowing them to return multiple times. One respondent stated: “At some point, jail has to be an option.” According to another respondent, individuals arrested on summary offenses who are non-compliant can be sent to jail if they have at least ten bench warrants. If there are less than ten warrants, they may be put in jail until the next hearing unless they make bail. Other respondents were concerned about the impact of status offenses on the overall volume of cases on the calendar.

If a misdemeanor defendant fails to appear at any required hearing, the Court issues a letter advising them that they have seven days to appear at the Court. If the defendant fails to appear, a bench warrant will be issued. Although not current court practice, the PCC intends to resume their prior practice of issuing similar letters for summary offenders. According to the Court Coordinator, the letter will state that the participant has one more court date scheduled and if the participant fails to appear at this hearing, their guilty plea will be accepted.

### **Offender Perceptions of Court Processes, Policies and Procedures**

In the ethnographic study, among those respondents who were aware of the Philadelphia Community Court, who had been there themselves, or who had friends or associates who had been there, there were a variety of opinions about how they and their acquaintances had been “treated.” Some reported that that they and their acquaintances had been treated “fairly” (n=27), while an equal number said that they had been treated “unfairly” or “harshly” (n=27). Among those who reported that the court had treated them fairly, several mentioned that if they had gone to a different court, the outcome might have been jail rather than the fine and community service they received at the community court. And they clearly preferred to avoid jail. For example, a 25-year old

African American male drinker who had been arrested three times said that he had been to the Philadelphia Community Court twice.

Shoplifting. I went there for stealing a fucking newspaper a couple a years ago. They gave me community service. They could be lockin' motherfuckers up, for real. They let you ride, with that community service. [So community service is better than the jail-time?] It's a joke. (685)

A similar theme of easier treatment at the Community Court was echoed by a 27-year old sex worker, who said that she had “absolutely not” changed the way that she worked as a result of her experience with the Community Court, but that she and other sex workers believe that the court is “fair” because

He [the judge] drops a lotta stuff, but you usually get stuck with something, but he knocks things off. If you did it, you did it, you know, you gotta pay the price, most people realize that. (564)

One drinker who said that he had been to the Community Court three years earlier, noted that he and his associates thought that the Community Court “was all bull-crap,” and yet, because they generally had not received jail time, “most of 'em, they act like, ‘Well, I coulda’ got more, so...,’ they are reasonably satisfied.”

In addition to the generally lighter sentences that some subjects said were handed out by the Community Court as compared with other courts in Philadelphia, another advantage, according to some subjects, was that the Community Court was more flexible in sentencing than other courts. For example, a 46-year old African American drinker from Center City who said that he spends “\$15 to \$20 a day” on alcohol, noted that his most recent arrest had been in August, 2007, for “public drunkenness.” He said that he had been arrested a total of 5 times for a variety of charges, but for his most recent arrest, he went to “day court” (the Community Court), where he got a “fine [\$100] and community service [40 hours]” for his second visit to the court (the first public drunkenness charge resulted in a fine of \$75 and 20 hours of community service). Despite the increased penalties he received, his opinion about the court was that it was fair, and more important, it would “work with” defendants like himself who appreciated the flexibility in sentencing that he experienced at the court:

All [my friends and associates know about the Community Court]. [They say] that it's really fair. It is really fair. It's really, like, prompt. To me, it's really fair. They all say it's fair because they give you that shot, to do, like, a 'lil less and pay the fine. Even if you don't have the money to pay, you'll get an extra 10 hours of community service. So they work with you, yeah. They real fair, yeah. [The assistance they offer at the Community Court is useful] because they give you a lotta referrals to some other things, about Alcohol Anonymous, whatever, and stuff like that. Referrals to where you can go do your community service, how you can do it. And

then, plus, how you can break your payments down, or whatever, and stuff, if you really don't have the money. (36)

Most subjects who said that the Community Court was “unfair” did not elaborate very much on what they meant by that, but aside from the widespread perception that the criminal justice system is stacked against poor people and that there was little that they could do to fight their case in court, some respondents complained about their inability to pay fines that were imposed by the court, and they saw that as unfair.

#### **IV. CASELOAD CHARACTERISTICS**

As of the end of 2007, the Community Court has heard a total of 45,872 new cases since its implementation in 2002, including 37,209 summary offenses (81%) and 8,273 misdemeanors (19%). The data presented here is confined to the last three complete years of operation of the program, 2005 to 2007, in order to provide the most accurate picture of current volume and trends. Table 2 shows the number of misdemeanor and summary offenses for the three year period.

**TABLE 2  
MISDEMEANOR AND SUMMARY OFFENSES – 2005 TO 2007**

<b>YEAR</b>	<b>MISDEMEANOR</b>	<b>PERCENT OF TOTAL</b>	<b>SUMMARY OFFENSE</b>	<b>PERCENT OF TOTAL</b>	<b>TOTAL CASES</b>
<b>2005</b>	1,667	19%	7,218	81%	8,885
<b>2006</b>	1,607	16%	8,163	84%	9,770
<b>2007</b>	1,971	23%	6,708	77%	8,679
<b>TOTAL</b>	5,245		22,089		27,334

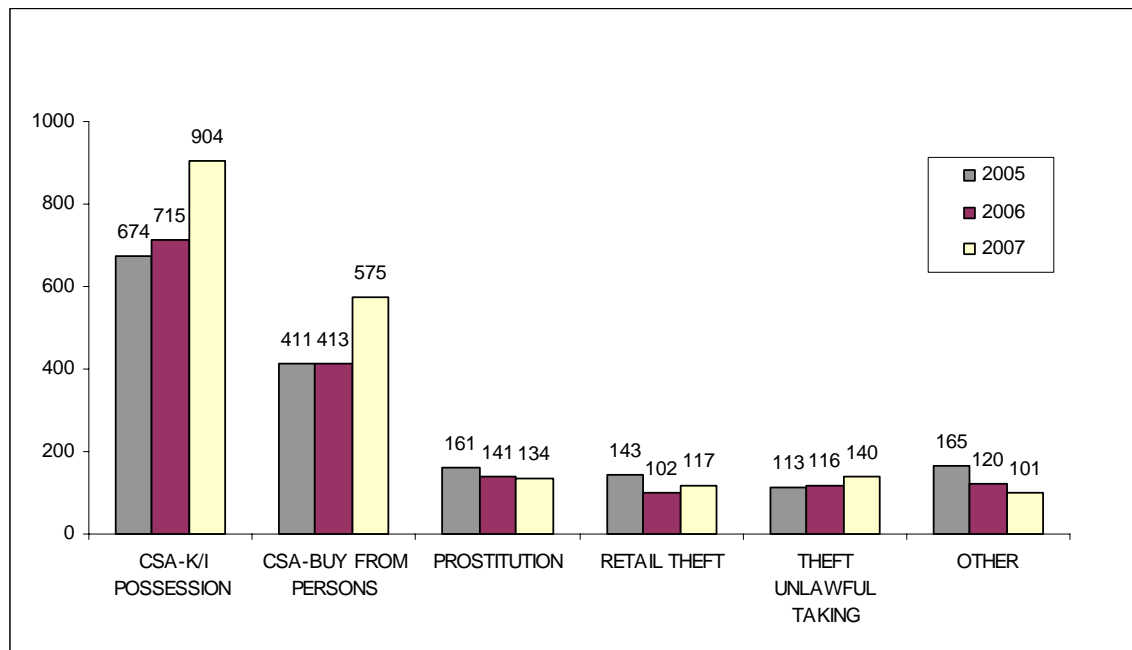
The total number of cases has fluctuated over the last three years, declining 11 percent in 2007 as compared to 2006, and returning to 2005 levels. The 2007 decrease only involved summary offenses, which were down 18 percent, or 1,445 offenses, from 2006. The number of misdemeanors actually increased by 18 percent and represented a greater proportion of the total cases, almost a quarter of the total, as compared to previous years. This is primarily attributable to an increase in the number Controlled Substance Act violations, including possession and purchase of drugs. Although some of the 2007 decrease in the number of summary offenses may be due to the decision in mid-2007 to return “underage drinking” cases to the Municipal Court, the data shows that the decline occurred across charge types. Some stakeholders noted the removal of the underage drinking cases from the PCC, but expressed the view that a recent increase in the number of charges related to homelessness is filling any gap in the volume of summary offenses. The data and timeframe are too limited to draw any conclusions about trends, however,



because arrests can be affected by any number of factors, including random variations over time.

Figure 3 shows the comparative composition of the misdemeanor caseload from 2005 to 2007 by charge. The increase in Controlled Substance Act violations in 2007 is evident if the chart. Other case types have been fairly stable over time.

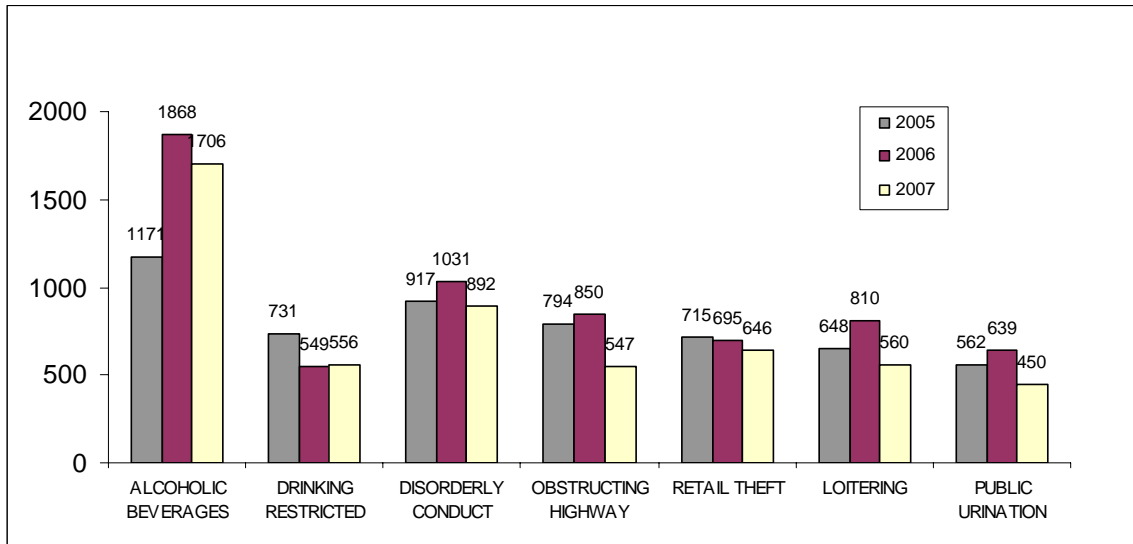
**FIGURE 3**  
**MISDEMEANORS BY CHARGE – 2005 TO 2007**



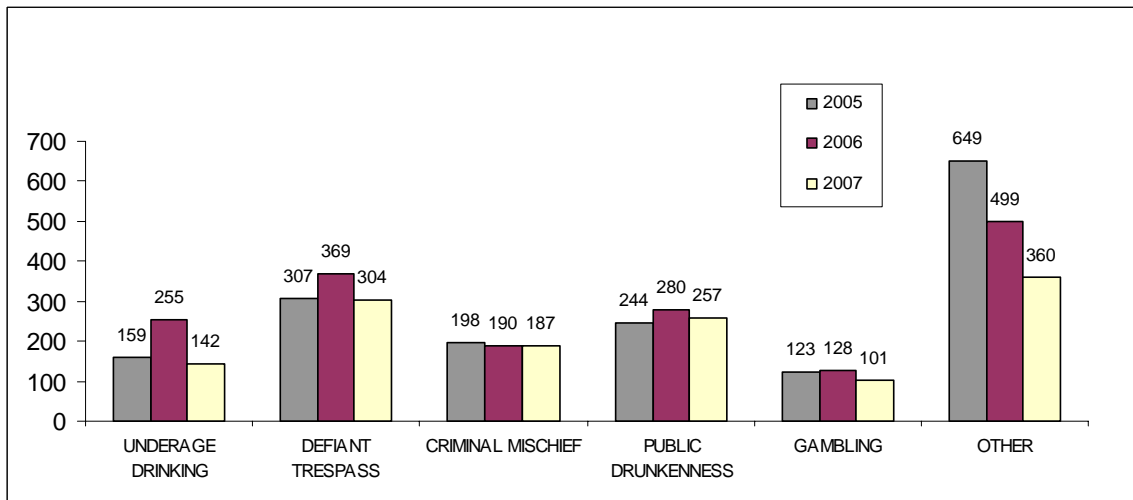
CSA = Controlled Substance Act

Figures 4 and 5 show the most common summary offense charges and other summary offense charges, respectively, for the period 2005 to 2007. As the chart makes clear, offenses related to alcohol are a significant portion of the total. Approximately 25 percent of the charges in 2007 can be categorized as “alcoholic beverages” and another 8 percent as “drinking restricted,” fully one third of the cases. The second most common offense is disorderly conduct, which was approximately 13 percent of the total summary offenses in 2007.

**FIGURE 4**  
**MOST COMMON SUMMARY OFFENSE CHARGES – 2005 TO 2007**



**FIGURE 5**  
**OTHER COMMON SUMMARY OFFENSE CHARGES – 2005 TO 2007**



As the figures show, with the exception of a few categories where there was relative stability, the number of summary offenses declined from 2006 to 2007. In the “other” category, one offense that decreased significantly was “alcohol in a motor vehicle,” which went from 86 arrests in 2006 to just 11 offenses in 2007.

Intake on misdemeanor offenses appears to be fairly consistent across the years examined, while the summary offenses fluctuate over a broader range and show some spikes in spring and summer months. This is not surprising given the nature of many

summary offenses and the fact that people tend to be more active, out-of-doors, and visible during these seasons.

Of course, the number of new summary and misdemeanor cases does not reflect the total workload of the Court. As described in Section III, both misdemeanor and summary offense clients will return to the Court for a status hearing unless they complete all the terms of their sentence 30 days prior to their scheduled status hearing date and are notified that their appearance is waived (“need-not-appear”). Clients can also appear for multiple status hearings if they fail to complete their sentences, but are given more time to do so by the judge. For example, a client may not have completed payment of court costs and fines or restitution. Several stakeholders expressed the view that status listings were “clogging up” the calendar, making it either difficult for the judge to spend sufficient time with each client or resulting in long dockets. According to the Community Court Coordinator, President Judge Presenza of the Municipal Court issued new protocols in June 2007 to help address the problem of excessive status hearings.

## **V. SANCTIONS**

### **Community Service**

A specified number of days of community service is part of the majority of sentences in community court when the offender pleads guilty. The emphasis on performing community service is in line with the stated objectives of the PCC and its sanctioning philosophy; that is, to hold offenders accountable and to make visible restitution to the community. Most community service assignments are for three or four days. The work may involve cleaning streets, sidewalks, parks, alleyways, etc., graffiti and sticker removal, tree planting, and other similar tasks.

Following sentencing in the court, the client meets with the Community Service Coordinator and completes a one-page information form and is given an assignment. The form requests basic demographic information and asks about previous arrests or charges for violent offenses and sex offenses, medical conditions, and participation in treatment programs. According to the Coordinator, transportation, child-care, and mental health issues are the main factors that can complicate the assignment process. If these matters are issues or there are other “red flags” due to the nature of prior offenses or other factors, the community service assignment may be put on hold until the next listing or the Coordinator may consult with the presiding judge on the community service provision of the sentence. Assignments are made to non-profit organizations which are responsible for on-site supervision of the work of the clients and reporting the days/hours completed to the Community Service Coordinator.

There are currently 15 regular community service sites and several auxiliary sites. Sites have changed over time, and one aspect of the Coordinator’s job is to identify and recruit new sites. The primary sites for community service are located in the Center City District and the University City District. There are also two secondary sites--South

Philadelphia and North Philadelphia. Ethnicity, race, socioeconomic status, and neighborhood may influence the community service placement, and having primary and secondary sites allows these factors to be accommodated and for clients to be comfortable working in the area. The Coordinator also tries to find suitable sites/assignments for those clients who have mental or physical disabilities or who are homeless. Sites may also express a preference about which types of offenders are assigned to them.

Clients receive an “appointment card” which lists the location, reporting time, and hours assigned and a two page information and regulations form. The goal is to have clients begin their community service assignment as soon as possible. However, the data available from the FIR database does not provide a reliable estimate of the average and median time from sentencing to start of community service because of the presence of a number of extreme values and some negative values.

The Coordinator tracks the number of community service hours assigned and complete, and this information is entered into the FIR database. It was reported that, as of April 2008, there was an overall 60 percent completion rate. Data from the FIR database for the period 2005 through 2007 indicated a 71 percent completion rate, with participants completing a median of 24 hours of community service. As of the end of 2007, a total of 340, 590 hours of community service have been completed by Community Court clients since the beginning of the program. Table 3 shows the monetary value of the completed community service by year as calculated based on the prevailing minimum wage for each year.<sup>1</sup> Completed hours rose dramatically in the third year of operations, have remained high, and increased by 10 percent from 2006 to 2007. At the end of 2007, the value of the community service was calculated to be more than \$1.8 million.

<b>TABLE 3</b>		
<b>MONETARY VALUE OF COMMUNITY SERVICE BY YEAR</b>		
<b>YEAR</b>	<b>NUMBER OF COMPLETED COMMUNITY SERVICE HOURS</b>	<b>MONETARY VALUE</b>
2002	18,410	\$94,811.50
2003	35,400	\$182,310.00
2004	69,470	\$357,770.50
2005	67,603	\$348,155.45
2006	71,138	\$366,360.70
2007	78,569	\$526,407.80
<b>Total</b>	<b>340,590</b>	<b>\$1,875,815.95</b>

<sup>1</sup> The minimum wage during the period 2002 to 2006 was \$5.15 per hour. As of January 1, 2007, the minimum wage increased to \$6.25 per hour and again to \$7.15 per hour as of July 1, 2007.

Interviews were conducted with two of the directors of organizations that provide opportunities for community service. Both were very supportive of the Community Court and its objectives and described their experience with the program in very positive terms. One described it as a “win-win” situation for both the community, in terms of the various cleaning and improvement efforts that are completed, and the clients, who, in their view, do not need to be incarcerated. Both reported that they had 10 to 15 community court clients a week—hundreds every year--- and have had few, if any, problems or concerns over time. If there is an issue with a client, the client is sent back to the PCC and the Coordinator is notified. One reported that they have never needed to call law enforcement about a client, and noted that even if three or four “mess up” during a year, the benefits greatly exceed any negatives. When asked about whether their communities knew about the Community Court and its objectives, both expressed the view that there was not a high level of awareness of the court in the community, although both noted that the clients do wear an orange vest that identifies them as being from the PCC.

Some interesting reactions to performing community service were captured in the ethnographic study. That analysis notes that one complaint voiced by several subjects was that the court was unfairly extracting unpaid labor from them. For example, one sex worker from North Philadelphia said that she and other sex workers felt that the treatment that they received at the Community Court was “unfair,” but when pressed about what was unfair, she noted that “we ain't gettin' paid for community service.” The researchers go on to state that “the idea that community service represented the extraction of ‘unpaid’ labor from them by the city was a theme that several cynical respondents sounded: rather than seeing community service as a sentence imposed upon them as individuals, some saw it as a ploy by a cash-strapped city to “get over” and avoid paying for menial, but essential jobs that would otherwise be paid for out of the city budget.”

### **Restitution**

In general, the offenses eligible for Community Court do not involve physical violence against others and most do not involve a victim. However, it was recognized that, in some instances, such as theft and criminal mischief, there can be monetary damage to individuals as well as organizations or agencies. Much as the community service sanction is designed to provide a form of restitution to the neighborhoods served by the Court, it was considered equally important, and in line with the Court’s emphasis on offender accountability, to require monetary restitution to victims if requested by the District Attorney’s Office. As with most restitution programs, the Community Court developed a mechanism for payment of restitution that ensures that there is no direct contact between the offender and the victim. The protocol requires that the offender make payment by a money order made out to the Center City District. The money orders are collected at the Court by PCC staff and deposited into a CCD account. When full payment has been received, CCD issues a check in the name of the victim. PCC staff contacts the victim and tells them they can pick up the check at the Court.

At the end of 2007, the total amount of compensation collected by the Community Court since its inception approached \$26,000. Data provided by the PCC, indicates that payments vary widely across cases, from a low of \$14 to a high a \$2,666.

### **Fines and Court Costs**

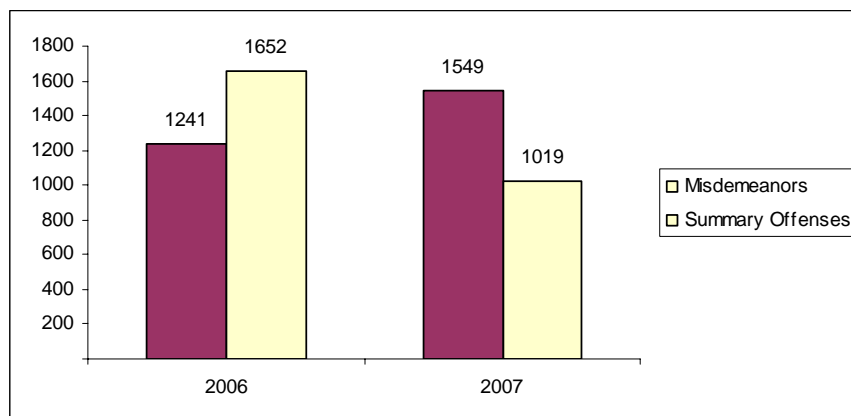
At the end of 2007, the total amount of fines and court costs collected by the Community Court was \$1,439,894. The record on collecting fines and costs was viewed by some stakeholders as indicating the cost effectiveness of the program, especially in light of the record of other municipal courts in collecting fines and costs.

## **VI. SERVICES**

In addition to sanctions, providing treatment and other services to address the underlying causes of criminal behavior is an essential component of the Community court's comprehensive approach to quality-of-life crimes. The PCC has always offered a fairly broad range of treatment and social services to offenders who plead guilty to summary and misdemeanor offenses. In the last several years, however, substantial efforts have been made to expand the types of non-treatment services the program provides, including enhanced efforts focused on the homeless, clients with mental illness, and clients at-risk for HIV-AIDS.

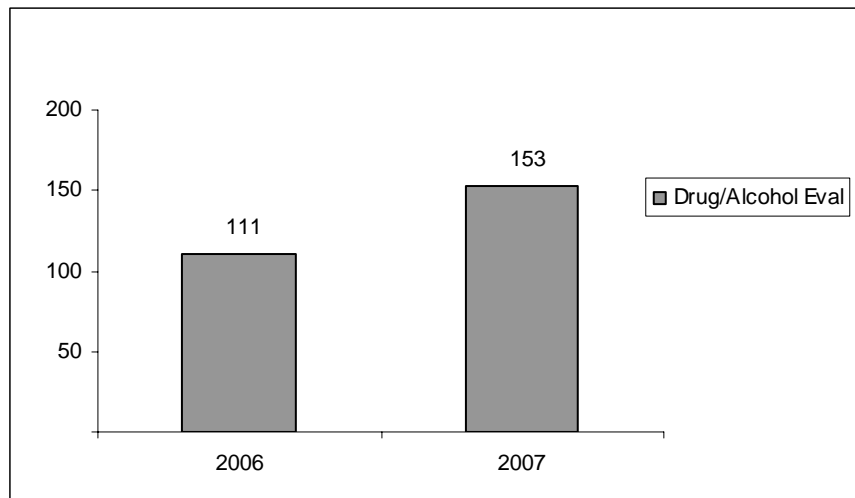
As described previously, misdemeanor clients referred by the Public Defender and summary offense clients referred by the Resource Coordinator are screened prior to the court hearing by the social services staff. The purpose of this initial screening is to determine if there is a need for drug or alcohol treatment or other services. A one-page screening tool has been developed for this purpose. The information gathered and recommendations as to the services and assessments that should be included in the sentence are made available to the judge. Figure 6 shows the number of misdemeanor and summary offense clients screened in 2006 and 2007.

**FIGURE 6**  
**NUMBER OF CLIENTS SCREENED, 2006 -2007**



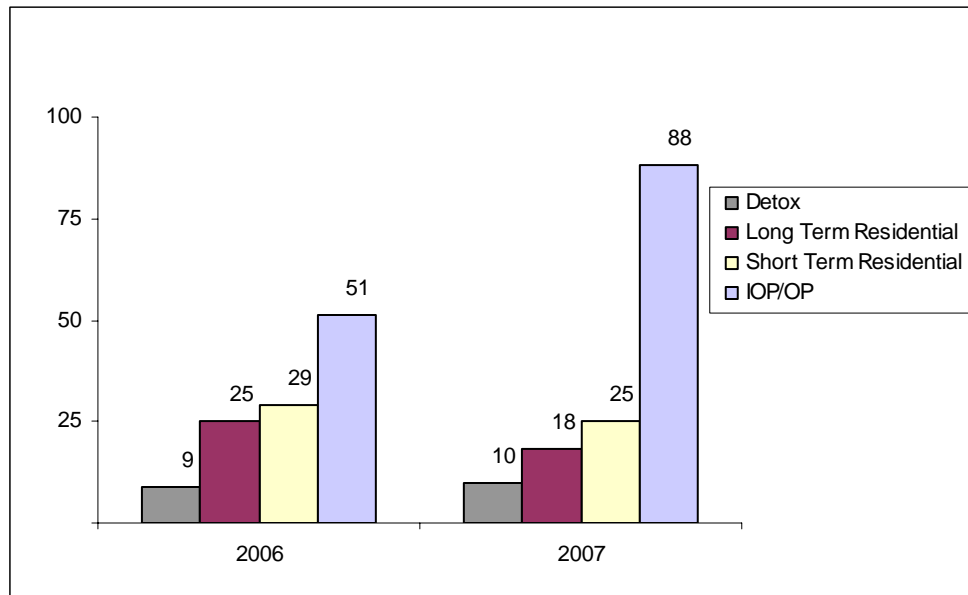
As part of the sentence, the judge may include a referral for a full drug and alcohol assessment. These assessments are conducted on site by an Evaluator/Case Manager, utilizing the ASI (Addiction Severity Index) and FIR Chemical Dependency Evaluation form. According to the Clinical Coordinator, the staff conducts 10 to 20 drug and alcohol assessments per month. The assessment will be completed on the same day as the referral from court, or, at the latest, the next day depending on the length of the court calendar. If the assessment has to be rescheduled for the next day, the client will be given tokens for public transportation to return to the PCC. If a client does not show up for the assessment, they are given a second opportunity. They will be given a third opportunity to be assessed if the judge so orders. Currently, most evaluations are for misdemeanor clients. Figure 7 shows the number of drug and alcohol assessments conducted in 2006 and 2007. There was a 38 percent increase in the number of evaluations completed from 2006 to 2007. In the first five months of 2008, 71 drug and alcohol evaluations were completed, putting the program on pace to match or exceed 2007 totals.

**FIGURE 7**  
**NUMBER OF DRUG AND ALCOHOL ASSESSMENTS, 2006 -2007**



It currently takes ten days to analyze the results of the assessment and make recommendations. This represents an improvement compared to the two-week average reported last year. The Clinical Coordinator reviews all recommendations to ensure they are at the appropriate level of care. The levels of care available are detox, long-term residential, short-term residential, out-patient, and intensive out-patient care. A Section 17 disposition requires enrollment in long-term care. Figure 8 shows the recommendations on level of care for both 2006 and 2007. Out-patient treatment is the most frequent recommendation, accounting for 62 percent of the recommendations in 2007 and 45 percent in 2006.

**FIGURE 8**  
**RECOMMENDATIONS ON LEVEL OF CARE, 2006 -2007**



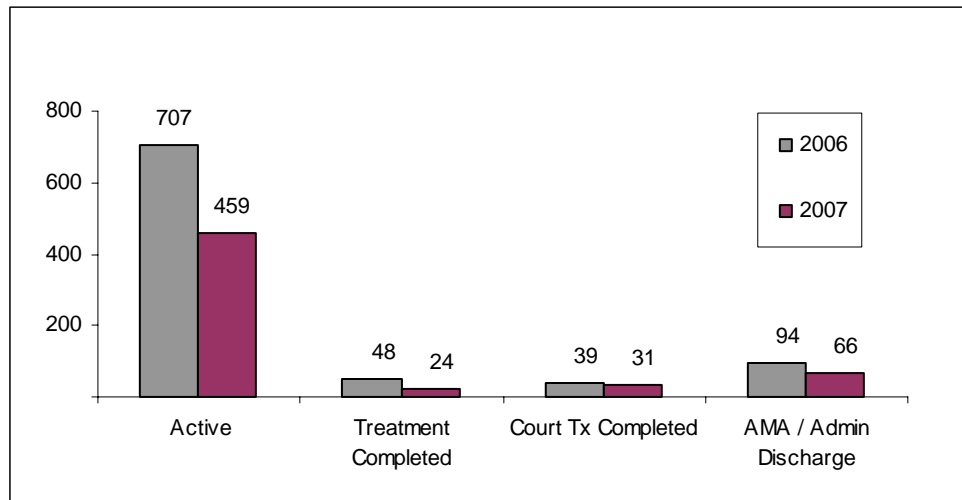
The Clinical Coordinator enters the assessment recommendations on a standard form and coordinates the process of obtaining insurance coverage. If the client does not have private insurance, the request goes to Behavioral Health Special Initiatives (BHSI) or to Community Behavioral Health if the client is on Medicaid. If the client is a veteran, the Veterans Administration (VA) will be contacted. It generally takes three to four days to obtain approval, and providers send approval by email. Once coverage is secured, the staff identifies an appropriate program, ideally close to the client's home. The Clinical Coordinator reported that there is always a delay in finding placements/services. The Case Manager will call the client to inform them of their appointment with the program and follow up with a letter with the same information. The Case Manager will also confirm that the client kept the appointment. If the client is referred for in-patient care, they will be picked up at the PCC and transported to the facility.

The Case Manager has an average of 50 clients to monitor. Providers are required to submit a monthly *Clinical Progress Report*, a one-page form that asks for ratings of the clients cooperation with staff, motivations towards recovery, attitude, adjustment, attendance (if out-patient), schedule for NA/AA meetings and individual therapy/counseling, and urinalysis results. The Case Manager makes detailed notes on each client every month and spends an average of 45 to 60 minutes meeting with the client each month.

Figure 9 shows the status of clients referred to treatment at the end of 2006 and 2007.



**FIGURE 9**  
**TREATMENT STATUS AS OF THE END OF 2006 AND 2007**



### **Non-Treatment Services**

In addition to the Drug and Alcohol Assessments and subsequent treatment recommendations and referrals, the Social Service staff, Public Defender, or Resource Coordinator may determine that a client needs non-treatment services and recommend that the judge order a Social Service Assessment. The judge may also decide to order a social service assessment after talking with the client in court, or clients may self-identify as being in need of services. The PCC has developed a two-page form for this purpose, and either the Program Manager or the Public Health Nurse administers the assessment. The use of social service assessments is part of the PCC's initiative to perform more outreach to ancillary service providers and provide more non-treatment services to clients. Clients are assessed for a variety of needs/services: housing, job training and/or placement, literacy classes, other education, welfare, medical, shelter (homeless) and so forth. The Program Manager is responsible for assisting the clients to locate the community resources that fit their needs. Referrals are made for employment assistance, vocational/job training programs, medical insurance, and a variety of other forms of assistance. Staff will even assist clients to obtain social security numbers, birth certificates, or other forms of identification. In 2007, 120 social service assessments were completed. In the first five months of 2008, 85 were completed. This puts the Court on pace to approach or exceed 200 social service assessments by the end of the calendar year.

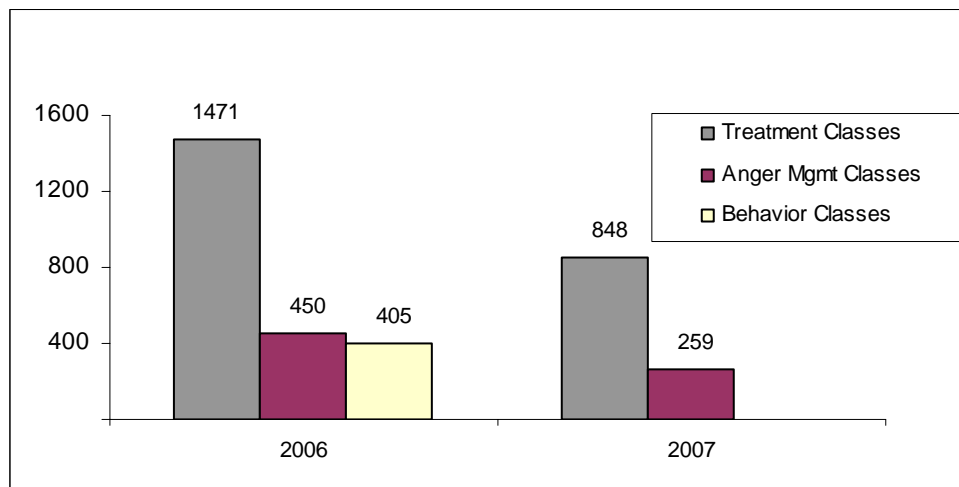
### **On-Site Classes**

The PCC currently offers two on-site classes which are conducted by members of the Social Services Unit. If the initial screening indicates a need for drug or alcohol treatment, the judge may order the client to attend a *Drug Treatment Readiness Class*. This class is conducted on-site, five days a week, by the Behavioral Health Educator.

The class focuses on basic drug and alcohol education, recognition of problematic chemical abuse, availability of treatment, and recovery. Clients sentenced to take the class may or may not be ordered to undergo a full drug and alcohol evaluation. Based on the recommendations of the Evaluator/Case Manager, the judge may order that the client attend an *Anger Management Class*. This class is conducted on-site, two days a week, by the Behavioral Health Educator.

Prior to the underage drinking cases being transferred to the Municipal Court in July of 2007, the PCC offered a weekly *Underage Drinking Class*, and, until January of 2007, a *Behavior Modification Class*. The latter was discontinued because it was determined that it would be more helpful to clients, and more effective for staff, to focus on the social service assessment process and referrals to ancillary services. Figure 10 shows the total attendance at each class for 2006 and 2007. The number of clients who attended the treatment readiness class decreased by 42 percent from 2006 to 2007. The number of clients who attended the anger management class decreased by 32 percent. Data for the first five months of 2008 suggests that attendance at the treatment readiness class will exceed 2007 totals by the end of the year, but that attendance at the anger management class may show another year of decline.

**FIGURE 10**  
**ATTENDANCE AT ON-SITE CLASSES, 2006 -2007**



### **Mental Health Services**

In response to a perceived increase in the number of clients who have mental health issues or a dual-diagnosis, the PCC has stepped up its efforts to respond more effectively to these clients. Generally, the on-site nurse, who has a background in psychiatric nursing, will help to identify clients who are in need of services or may require involuntary commitment. Clients are assessed for mental health issues using the *Mini-Mental State Exam* (MMSE), a recognized 30 point test that takes approximately 10 minutes to administer. The Program Manager coordinates mental health services and mental health crisis intervention and maintains contact with the Mental Health

Association and other related agencies. Staff noted that one barrier to securing mental health services is that the publicly funded insurance provider, BHSI, is more oriented to coverage of drug and alcohol treatment services. The number of referrals for mental health services increased from 32 in 2006 to 94 in 2007, an almost 200 percent increase. In the first five months of 2008, on average, six clients per month were being referred for mental health services.

The PCC has also sought to have a mental health caseworker from the Department of Behavioral Health assigned to the court, but to-date there has not been an agreement. However, the Department did conduct cross-training on mental health issues for PCC staff in May 2007 and agreed to provide backup support in this area. The PCC is actively seeking external funding for case management services for mental health cases. It was reported that the police have been receiving training on mental health problems and crisis intervention, which may help to establish some common ground on understanding and responding to these issues.

### **Services to the Homeless**

Similar to the situation with mental health, a perceived increase in the number of clients who are homeless caused the PCC, and more specifically the Program Manager, to reach out to more agencies and organizations involved in this issue, including homeless shelters, the Office of Supportive Housing, and Project Home. The Program Manager reviews all citations that have a “homeless” address or have charges that reflect homelessness, such as violations of sidewalk ordinances or loitering, in order to be able to track these cases and identify clients in need of services. A representative from the homeless advocacy organization “Project Home” is available to the PCC upon request. From the beginning of 2006 to May 2008, the staff has made 33 shelter referrals.

### **Health Services**

Even in the planning stages, the PCC recognized that many of the offenders who would be involved in the program would have unmet health care needs and be at-risk for other medical problems. As noted in program materials, many of the charges for which eligible offenders are brought to the Court are closely associated with sexually-transmitted diseases, abuse, other violence, and chronic physical and mental disorders. From the beginning, the PCC has had a Public Health Nurse on site to provide screening, emergency care, treatment, health education, immunizations, and referrals for continued care.

Although the Nurse provides services to an array of clients, one focus has been clients who are charged with prostitution and are at risk for HIV/AIDS and other sexually-transmitted diseases. Procedures call for all sex workers to meet with the Public Health Nurse for education on related health issues, discuss high risk behaviors and safety plans, and, as warranted, obtain referrals for additional examination and treatment. Recently, the program has expanded its efforts in this area by securing services from the BEBASHI Program. The BEBASHI Program, funded by Pfizer Pharmaceuticals, is a full service HIV/AIDS case management agency based in Philadelphia which has a special

interest in serving low-income people of color. Two BEBASHI case managers make monthly visits to the court to establish individual counseling with interested clients who have been identified by the Program Manager. Clients enter into a six-month program with BEBASHI which focuses on addressing the needs that put a client at risk for HIV/AIDS, including safe housing, mental health care, and job training/readiness. In addition, the program offers free HIV testing and counseling on HIV/AIDS and STD transmission and avoidance of risk.

The importance of including health care and education in the array of services offered to clients is shown in the ethnographic study. The majority of respondents said that they had recently seen a doctor in the last year (189 of the 210), most often for a “checkup” or an “HIV test.” Some stigmatized health-related behaviors did not elicit the uniform responses that the researchers might have expected. For example, when asked about condom use, only 36% of the respondents (n=75) claimed that they used them “all of the time.” Not surprisingly, a significant number of respondents (n=29) said that they had previously contracted a sexually-transmitted infection, like gonorrhea, syphilis, chlamydia, Hep-C, and HIV. Among the other health problems cited by respondents were included chronic diseases like asthma, diabetes, high blood pressure, and a variety of psychiatric diagnoses. Despite the apparent abundance of health problems cited by respondents, many of them had recently seen a doctor, with their last visit measured in months rather than years, but significantly, most of the respondents also seemed isolated from social service providers who might be in a position to help manage some of their chronic problems. Most said that they had never been approached by a social service agency offering assistance (n=156). When that did happen, drug treatment was often the service that was offered, and it was most often offered by some kind of court or the foster care system.

In addition to the array of services described above, the PCC has also established a Clothing Bank for those clients who appear at court in need of basic items. Clothing is donated by members of the PCC staff as well as non-profit organizations.

### **Offender Perceptions of Services**

The ethnographic study offers a glimpse into offender perceptions of the usefulness of the services provided by the Community Court. However, in recruiting subjects into the study, the research team sought *active* offenders, and thus, it seems unlikely that people who had desisted from criminal activities as the result of their experience(s) with the Philadelphia Community Court would have been recruited into the study sample or that the court would have much of a history of successfully offering help to them. As poignantly noted by one female sex worker with multiple arrests for prostitution and robbery: “Yeah, they’ll help you [the court]. But that help is only helpful sometimes, if you want it to be helpful.” Still, 47 subjects said that assistance offered through the Community Court had been useful to themselves or their friends (or *could* be useful), and there were a few respondents who represented potential success stories, like a male drinker who had been arrested “at least four times” for “robbery and disorderly

conduct," and "at least twice, for public drunkenness." When asked whether the help that was offered through the Community Court had been useful, he responded:

I don't get high anymore. Right now I been goin' to outpatient treatment... And I'm currently a student at community college. Yes, I'd say [the court's assistance was helpful] ...it's helped me turn myself around, get back on my feet, back on solid ground. (41)

Yet, what may objectively appear by the courts to be "useful" assistance, may not necessarily be perceived in the same positive light by those who use the system, despite positive behavioral changes they might have reported. This is clearly illustrated by the comments made by a female sex worker whose community court sentence was "an Anger Management class" [due to shoplifting]. She noted that, as a result of her experience with the court, "I watch my mouth -- it's not even worth it -- now people look at me sideways, I don't even care, you know? I let it go." Yet when asked if the assistance offered by the court was "useful in any way," her response was, "Not really."

There were a number of subjects who said that the assistance that was offered at the Community Court had not been helpful to them or their friends (n=39). For example, one male drinker, with a long arrest record (reportedly "80" arrests, most recently, "two weeks" prior to the interview), expressed frustration with a system that purported to help. Another male drinker with a long history of arrests for drugs and alcohol (30 in total reported) depicted his inability to rehabilitate himself as the fault of a system which makes it difficult for someone to succeed.

Like they don't offer you no, like, *programs* or nothin' like that. Especially if you're not workin', like, often, how you gonna pay that...that court fee. And then they lock you back up when they *know* you're not workin' and you're on Welfare. [Yet, it's] not so easy [to get over on the system]. 'Cause they're...they're an authority figure. You know, and you're tryin' to get over and get yourself cleaned up. (24)

Among the subjects who reported utilizing services available through the Community Court, drug or alcohol treatment was most frequently mentioned (n=13). Yet the substance abuse treatment that was cited by some as being helpful did not seem to be nearly enough to make a real difference, as illustrated in the comments made by one drinker who expressed frustration with the court and his own failed efforts to avoid what had become a vicious cycle:

I try to use less drugs, because I really don't wanna go back to jail. Once, they sent me to a drug program, but they didn't really send me long enough. I stayed there for sixty days. (23)

One sex worker who had been arrested twice, most recently three months prior to the interview, noted that her experience at the court had changed her, but she also sounded ambivalent about her experience with the Community Court: on one hand, she

did not seem to like the frequent visits to her probation officer and the community service sentence she had to complete, but she recognized that both of those factors had allowed her to reduce her drug use and thereby reassert greater control over her life:

I got caught with drugs, you know, when I was prostitutin' and they gave me six months to a year. I have to go to community services every day and then go report to the P.O. over there at 14th & Archer, over there. [Has the court has been useful?] I go to rehab to get my life together. If I didn't use drugs, I wouldn't be out there prostituting to try and make money to get the drugs, you know? And sometimes the drugs eat you up. Yes. It's useful. It keeps...makin' me not have to do certain things. I haven't stopped doin' it completely, but I'm slowed down at it, 'cause most of my time goes to community services and stuff like that. (50)

A female drinker, despite arrests for "public drunkenness, twice," also reported the benefits from help she'd gotten when the court provided her with access to much needed resources to deal with her drinking.

Yeah [help was useful] because they give you a lotta referrals up to some other things, [like] Alcohol Anonymous, whatever, and stuff like that. ... Then, plus, how you can break your payments down, or whatever, and stuff, if you really don't have the money. (36)

Another drinker who said that the drug treatment offered by the Community Court was helpful, did not talk about it as an effective way for him to confront his substance use problems, but rather, as a way to avoid the stiffer penalties that he might have otherwise faced for his crimes:

[Was the assistance at the court was useful?] I think so, I think it is. 'Cause they had me; when I came in there for [drug] possession, they combined [the charges] all together, and then I had to see the counselor here to go to a program or somethin'. And then they also gave me community service, I had to do a certain number of hours. (47)

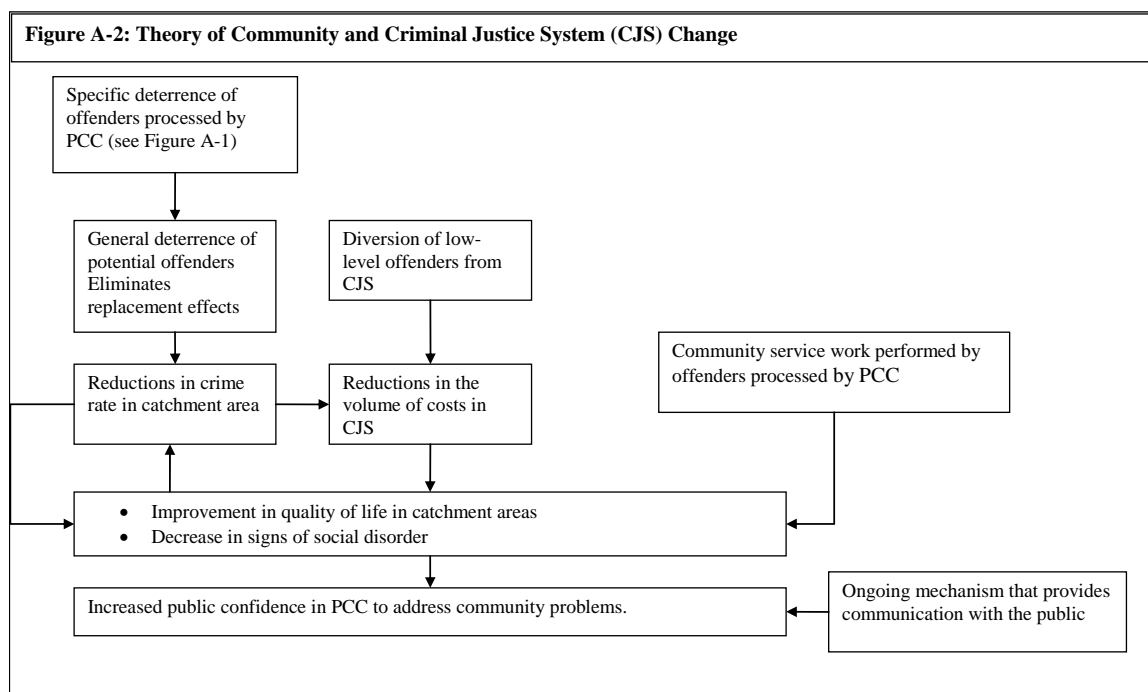
In addition to drug treatment, there were several other "services" mentioned by a few subjects that were available through the Community Court, including housing and job training. For example, one female sex worker with "about seven [arrests]," convicted "twice [for] prostitutin'," also reported assistance from the community court, in finding temporary housing. "Yeah [the court's assistance was useful]. That's how I got in the shelter where I'm at." A male drinker who said that he had been to the Philadelphia Community court "two times" not only reported that he was no longer "drinkin' in public," but that the court had "offered to send me to get some computer training, and job placement."

## VII. COMPARISON TO KEY ELEMENTS OF COMMUNITY COURTS

In order to provide some perspective on the descriptions and discussions contained in previous sections of this report and highlight some additional issues, the following compares various practices in the Philadelphia Community Court to a set of common practices and key elements of community courts delineated in a 2004 article, *Problem Solving Courts: Models and Trends*, written by Pamela Casey and David Rottman of the National Center for State Courts. The key elements were based on a systematic review of literature describing the objectives and practices of operational, documented community courts across the nation. The key elements are not intended to be strict standards for operation, but only a framework for analysis. There is no fixed model or formula for community courts.

### Dual Commitment to Changing the Lives of Individual Offenders and the Quality of Life in Communities

The Community Court's commitment to changing the lives of offenders as well the quality of life in the neighborhoods that it serves is evident in its stated goals and objectives. It is also evident in the sentences imposed by the Court, which combine treatment and services and sanctions, with a strong emphasis on community service. The logic model below describes the theory of how individual offender change and community change are linked.



### Increased Court Time and Resources Devoted to “Minor” Misdemeanors

As discussed in Section I, one of the primary reasons for exploring the feasibility of establishing a community court in Philadelphia was the perception that quality-of-life

crimes were a low priority for law enforcement and had, in essence, become virtually decriminalized. Offenders who were arrested for quality-of-life crimes were routinely released on non-cash bail and frequently failed to appear for their next court dates. Those defendants who did appear in court were generally given straight probation and, therefore, were quickly back on the street with minimal supervision.

Clearly, the Community Court represents an improvement over this scenario. Procedures are in place for the timely appearance of both summary and misdemeanor offenders in the Court. As one respondent noted, the immediacy of referral and appearance in the court sends the message that “something is happening now, rather than later.” Offenders are held accountable for their offenses, however minor, through the imposition of sanctions at the first appearance, including community service, fines and costs, and, as warranted, restitution to the victim. Clients return to court for status listings to monitor completion of requirements. In addition to court resources, offenders who plead guilty in the PCC have access to an array of treatment and social services.

### **Community Service and Other Alternative Sanctions Replace Jail and Fines**

Community service is part of the sentence in virtually all PCC cases. There are currently 15 regular community service sites and several auxiliary sites, and there is reportedly no problem securing assignments for clients. The Community Service Coordinator works with clients who have special issues—mental health, homeless, medical—to find suitable assignments and tries to accommodate those clients who have concerns, based on race, ethnicity, or other factors, about the neighborhood in which they work.

The Court does not use incarceration as a sanction, but it will impose court costs and fines. The outcome evaluation component of this project will address how the use of incarceration and costs/fines in community court compares to Municipal Court; however, in general, it was reported that incarceration is rarely used in summary offense cases in Philadelphia. One respondent noted that while misdemeanor cases disposed under Section 17 of the Drug, Device and Cosmetic Act in the PCC receive a drug and alcohol evaluation and treatment services, those cases receive jail time in Municipal Court.

Clients may also be ordered to pay restitution if a victim (individual or agency) is involved in the offense, and the District Attorney requests restitution in the case.

### **Access to a comprehensive package of treatment and social services through a mix of government and nonprofit agencies.**

Through its now long-standing partnership with Addiction Services Division of the Department of Behavioral Health, the Community Court has been able to maintain a well-functioning and on-site drug and alcohol treatment program since its implementation. The Social Services Unit has the capacity to conduct comprehensive drug and alcohol assessments in a timely manner. Standard instruments are used for the evaluations, including the Addiction Severity Index (ASI) which is noted for having an



extensive body of research establishing its validity, reliability, and utility for diverse populations. Treatment referrals include detox programs, intensive outpatient and outpatient care, and short- and long term residential care. Although staff reported some delay in securing placements and accessing services, it was not described as a significant problem. Case management protocols are in place, and it appears that clients are effectively monitored.

The Community Court has recognized the need to respond more broadly and effectively to an increasing number of clients who have mental health issues. Mental health services have always been made available, primarily through the Court's Nursing Center, which is staffed via PHMC by a Public Health Nurse who has a background in psychiatric nursing. However, the Court has expanded its efforts in this area in the last several years. Efforts to secure case management services has not met with success so far, however, the Court has applied for a federal grant for this purpose. Staff has received cross-training and now has back-up services from the Department of Behavioral Health. The Program Manager has actively pursued relationships with other agencies and organizations that can serve as a resource in the area, such as the Mental Health Association. Similar efforts have been made to address the needs of the homeless. The Program Manager has reached out to the shelter system, Project Home, and homeless advocacy organizations. The PPC now has a homeless advocate available upon request for court sessions.

The PPC also provides referrals for a variety of other non-treatment services. Using a standard form, clients are assessed for a broad range of needs/services: housing/shelter, job training and/or placement, literacy classes, other education, medical insurance, welfare, medical insurance, IDs, and others. The Program Manager is responsible for assisting the clients to locate the agency and community resources that fit their needs. For example, GED classes are provided through the Probation Department.

The program has always recognized that, because of the nature of the offenses that come to the court, a significant portion of the clients would be at-risk for HIV-AIDS and other sexually-transmitted diseases. Educational/safety planning services and treatment referrals for these clients, primarily sex workers, are provided through the Nursing Center. Recently, the Court has expanded its efforts in this area with the addition of services from BEBASHI, a full service HIV/AIDS case management agency based in Philadelphia. BEBASHI offers a six month program which focuses on addressing the needs that put a client at risk for HIV/AIDS and offers free HIV testing and counseling on HIV/AIDS and STD transmission and avoidance of risk.

The Court does appear to have access to a comprehensive package of treatment and social services and is increasingly engaging a variety of government and nonprofit agencies and organizations to provide those services. However, the some respondents would like to provide more services on-site. Drug testing, GED classes, AA/NA meetings, and counseling were specifically cited, but, in general and if space allowed, a number of respondents would like to see the PCC become more of full-service center. Some staff would like to see more options for client who require assistance with

transportation to access services, including the possibility that the program would provide its own transportation via providing client transportation to the program would also like to see provide its own transportation to services that are off-site. Currently, clients are provided tokens for public transportation to some services or to return to the PCC for evaluations and other matters.

### **Immediacy in Start of Community Service and Treatment Programs**

The goal of the community service program is to have clients begin their assignment as soon as possible. Clients meet with the Community Service Coordinator after their first appearance in Court and receive an assignment. Originally, the program envisioned that clients would start the next day after their appearance in court; however, due to a lack of clear data on this measure, the average amount of time between appearance in court and the start of work could not be reliably calculated. Data indicate that 25 percent of PCC clients commence community service assignments within 7 days of conviction, 50 percent within 33 days, 75 percent within 112 days, and 95 percent within 226 days.

The PCC is very interested in reducing the interval between sentencing and the commencement of community service. The court faces a couple of obstacles to accomplish this. First, high caseloads, in part due to the non-PCC cases assigned to the court, force status hearings to be scheduled as much as 90 days into the future. Despite staff efforts to encourage timely completion of this part of their sentence, defendants presume that they have until their next court date to complete community service. Second, sanctions are rarely imposed for failure to complete community service according to schedule. The judges have been reluctant to impose an additional penalty (such as additional CS) on defendants who appear at their status hearings without having completed their CS. Instead, they generally admonish the client and give him a new court date.

Of course, the goal of the program is to also have clients begin treatment as soon as possible. Drug and alcohol assessments are usually conducted the same day or the day following appearance in court. The time between evaluation and treatment recommendations has reportedly been reduced from 14 to 10 days in the last year. The process of obtaining insurance coverage adds some time to the process, although it was estimated that approval was generally obtained within three or four days. Staff reported that there were delays in securing placements for services. Unfortunately, FIRS data were incomplete and did not permit calculation of the time period between sentencing and the commencement of treatment.

### **Offender Compliance with Sentence Conditions Strictly Monitored**

Procedures are in place to monitor the completion of community service hours and payment of fines, costs, and restitution. Clients who provide documentation that they have completed the terms of their sentence 30 days prior to their status listing will receive a waiver of appearance if approved by the Assistant District Attorney. If clients have not completed the terms of their sentence by the time of their status hearing, the judge may impose a sentence which may include a term of probation or incarceration or

the judge may defer the case to allow the client to complete their mandated requirements--community service or paying fines, costs, or restitution.

Case managers in the Social Services unit monitor the progress of clients who are referred to treatment services. The case manager checks to make sure that initial appointments are kept, receives monthly progress reports from the providers, meets with each client and prepares case notes on a monthly basis.

### **Noncompliance with Sentence Conditions Strictly Sanctioned**

Overall, noncompliance with sentence conditions is not strictly sanctioned. If clients have not completed the terms of their sentence by the time of their status hearing, the judge may impose a sentence which may include a term of probation or incarceration or the judge may defer the case to allow the client to complete their mandated requirements. However, according to respondents, cases are generally deferred and set for another status hearing. In some instances, the clients may be given additional community service hours to complete, but incarceration is not used as a sanction. The lack of real consequences and penalties for non-compliance is a concern for some stakeholders.

### **Extensive inventory of information on defendants gathered through expanded intake interviews and access to other criminal justice databases.**

The Community Court collects and records a variety of information on clients through its pre-court screening process, and, when referred, drug and alcohol evaluations and social service assessments. The Court also has access to the Common Pleas Court Case Management System (CPCCMS) and can check state-level and national criminal history databases. As discussed in Section II of this report, however, the issue for the Community Court is not the capacity of the program to collect information, but the lack of an integrated case management system that allows for immediate and shared access to that information. The FIR system serves the purpose of documenting the treatment, social services, and community service components of the Court and tracking the progress of cases on these elements. However, it does not allow for adequate documentation and tracking of the court process. While plans called for a routine transfer of data from the CPCCMS to address this gap, this has not occurred.

### **Mechanisms that Provide Ongoing Communication with the Community**

Some stakeholders expressed the view that the Community Court has more of a connection with both the larger community and their clientele now than in the past. This was attributed to the program's increased attention to non-treatment services and efforts to provide other assistance, such as the child care center. Examples of the Court Coordinator, Program Manager and other members of the PCC staff meeting with or speaking to community groups and agencies were also cited.

The PCC created a Community Advisory Panel (CAP) with representatives from community organizations in each of the court's ten police districts (e.g., the Center City Residents Association). The first meeting of the CAP occurred on March 10, 2005. The CAP meets every two months. According to CAP members interviewed by project staff, PCC staff typically present statistical information about PCC operations and as well as crime in the catchment area of the court at each meeting. In turn, CAP members make recommendations to the PCC with regards to strategies for improving court operations and addressing emerging crime issues.

The Community Court also publishes a quarterly electronic newsletter, the *Community Court Quarterly*. It includes an update on the number of new cases heard, the number of individuals evaluated and receiving services, the hours of community service performed and the monetary value of those services, the amount of fines, costs, and restitution collected, the number of individuals completing court mandated treatment and long-term treatment, and the number of visits to the nurse. The figures reflect the period from the implementation of the program to date. It may also include information on specific PCC programs, profiles of staff, profiles of clients, and other information on developments and activities.

## **VIII. RECOMMENDATIONS**

Twenty recommendations were derived from the process evaluation research. Each recommendation consists of a brief statement of what is recommended and an elaboration on what should be done to realize the recommendation.

### **Organization and Management:**

#### **1. Strengthen the Authority of the Court Coordinator.**

*What should be done:* An inter-organizational protocol should be drafted and signed by all agencies and entities stationing staff at the PCC. The PCC is an admirable joint venture by private and public organizations but the current arrangements do not provide the court coordinator with sufficient authority to ensure the efficient operations of the PCC. The protocol should clearly specify the roles of staff assigned to the PCC, their home agency supervisors, and the court coordinator. The protocol also should set out the process to be followed to resolve disputes that arise between PCC management and staff located in the Court in a manner that involves, where appropriate, the direct reports of staff located at the PCC. Consideration should be given to including the views of the court coordinator in performance evaluations for all staff located in the PCC.

#### **2. Steps should be taken to secure continuity in the vital position of police liaison.**

*What should be done:* The position of police liaison is critical to the functioning of the PCC in areas beyond the relationship between the police and the PCC. The role of the police liaison is far broader than the title might suggest. The current police liaison is in many ways the institutional memory of the PCC and extensive reliance is placed on his judgment and contacts in the day to day operations of the PCC. Succession planning is needed to ensure that future incumbents of that position have the depth of knowledge and stature within the Philadelphia justice system to perform the role.

3. **An annual staff retreat should be established for all personnel assigned to the PCC.**

*What should be done:* Holding an annual retreat, which would require closing the PCC for a day, would be one step toward building a common staff identity among staff with so many diverse employers. A professional facilitator with no ties to the PCC or Philadelphia Municipal Court should be hired to create an agenda and ensure a smooth and productive discussion of areas of common concern.

4. **Monthly staff meetings should be convened by the court coordinator with an agenda agreed upon in advance.**

*What should be done:* Monthly meetings would bring greater structure to the communications that are needed to ensure that the PCC is operating at maximum efficiency and effectiveness. Among other roles, the meetings would review the status of actions decided at the prior monthly meeting, giving continuity to management efforts to improve the operations of the PCC.

5. **The PCC should establish a distinctive presence on the Municipal Court and Center City Business Association web-sites.**

*What should be done:* The PCC currently does not emerge as a distinctive entity in the operations of either organization. Too little information is available as a result to the public, media, and groups interested in the mission of the PCC.

6. **As plans are made for the future of the PCC consideration should be given to expanding the range of social and educational services that can be offered within the court building.**

*What should be done:* Consistent with the availability of space in or near the PCC facility, a one-stop facility should be created to house representatives of as many providers of services to defendants as possible. This includes private and public entities providing programs on employment, health problems, education needs, social services, and treatment. In other community courts, the access this provides to potential clients has motivated agencies and groups to make significant investments in the success of the court.

### **Calendaring:**

- 7. The PCC calendar should be divided into two time slots, with some defendants ordered to appear at 8:30 am and others at 10 am.**

*What should be done:* The process evaluation team noted the long lines outside of the building in the hour prior to opening the doors of the PCC. The situation was particularly acute when snow or rain was falling. One basis for such a division might be the scheduling of status hearings at the later time. This would reduce the length of lines waiting to enter the building and convey to those waiting to enter the orderly and respectful image that the PCC strives to provide.

- 8. The rate at which scheduled trials are dismissed for lack of witnesses should be reduced.**

*What should be done:* Working with the police liaison and others, the court coordinator should identify ways to make court appearances to testify a higher priority among police witnesses. This recommendation is offered in full recognition of the many competing and often critical demands on the time of police officers. The proportion of cases being dismissed for lack of a witness merits study to identify ways in which the frequency of such dismissals could be reduced. The study might usefully compare the dismissal rates at PCC and in the other courtrooms in the Municipal Court to determine if any distinctive features of the PCC are affecting the proportion of witnesses who appear to testify.

### **In the Courtroom:**

- 9. An architect or designer should be hired to recommend ways in which defendants and others in the courtroom waiting for a case to be called can both see and hear proceedings.**

*What should be done:* The presence of necessary support pillars makes it very difficult to observe court proceedings for anyone in the seating area. Similarly, the acoustics and public address system make it difficult to hear what is being said. The use of television screens might provide a way to allow defendants and spectators in the courtroom to follow what is taking place. Problem-solving courts typically seek to use the time a defendant is waiting for their case to be called as an opportunity for education.

- 10. A set of graduated sanctions for non-compliance that includes jail time should be developed and made available to all judges presiding at the PCC.**

*What should be done:* The recommended sanctions should be based in part on data collected on the frequency of return appearances, waivers of appearances

granted, and the nature of sanctions imposed. Such information is not available from current sources at the PCC. One objective of this recommendation is to encourage greater consistency in the sentencing practices of the various judges presiding at the PCC in any given period and over time as new judges rotate into an assignment there.

**11. As resources allow, the Community Court should pursue the development of an integrated case management system that is tailored to the PCC's specific needs and provides information on all of its components and processes.**

*What should be done:* The PCC currently is able to specify the information it needs on a daily basis. However, the current system requires a significant amount of data entry from paper records and creates redundancies. For example, the tracking of community service assignments and completion of hours is currently accomplished via faxes from/to on-site supervisors and the court coordinator. This information is then entered into FIR. A secure, web-based data collection form should be developed which would allow for on-site supervisors with Internet access to electronically enter information into the PCC's information system. It also is timely to review the case management systems being used in other community courts as a source of possible solutions and enhancements to what is available at the PCC. At the same time, PCC management should talk with judges currently and previously assigned to the PCC for ideas on the kinds of information that they believe would make it easier to find the appropriate sentence for a defendant.

**12. The PCC should adopt a set of guidelines for all judges presiding at the PCC to follow in the conduct of court proceedings.**

*What should be done:* While respecting the autonomy all judges enjoy in the way their courtroom sessions are conducted, guidelines are needed to make it likely that the PCC operates in a consistent manner from one day or one week to the next. One guideline should be that all judges presiding at PCC hold a morning staff meeting once a week to discuss problematic cases, a practice put in place by one of the judges presiding at the PCC. Over time, the guidelines and the guidelines for graduated sanctions should provide the basis for a standard approach to how the PCC operates followed by all judges assigned there.

**13. The quality of the judge's accommodation at the PCC should be enhanced.**

*What should be done:* Acknowledging space limitations in the building, steps should be taken wherever possible to enhance the quality of the judge's accommodations at the PCC. That is both appropriate and a way of making the PCC a more attractive assignment.

- 14. All judges presiding at the PCC during a given quarter should be given at least one opportunity to meet with one another to discuss the most appropriate way of handling cases that come before the Court.**

*What should be done:* As the assignments to the PCC are set for a period of time, the court coordinator should invite all of the assigned judges to a meeting outside of regular court hours. This will be an additional demand on the time of the judges, but if successful the meetings will enhance the experience of being a judge at the PCC and promote a common understanding of the mission and operations of the court. These meetings could be supplemented by arranging for new judges at the PCC to have the support of a “mentor judge” drawn from the ranks of judges with previous experience at the PCC. An alternative approach would be to seek judicial mentors from other community courts, such as the Midtown Manhattan, Red Hook, and Hartford Community Courts, to consult with over the telephone.

- 15. Hearings for PCC cases should be differentiated from other cases being heard in the PCC courtroom.**

*What should be done:* To the observer, it is unclear when the calendar for the PCC begins and when it ends. All judges sitting at the PCC should be encouraged to frequently reference the “Community Court” when addressing defendants and clients assigned there. The Court Crier should clearly indicate when the first and last Community Court cases are heard.

- 16. Conduct research to evaluate the effectiveness of the large numbers of court appearances scheduled for a “status listing” to determine that practice’s contribution to the overall mission of the PCC.**

*What should be done:* In some but not all days, a substantial amount of time spent on both PCC and other cases is devoted to “status listings” in which defendants return to report on progress in making payments on fines and fees imposed by the court. While this practice promotes judge to defendant interaction, it is time to evaluate the extent to which it contributes to the overall mission of the PCC: Does the increased number of court appearances per defendant contribute to greater compliance with the orders of the PCC?

#### **Judicial Assignments:**

- 17. A new system for assigning judges to the PCC should be negotiated.**

*What should be done:* A new system for assigning judges is needed to approximate the standard situation at other community courts where one judge presides to ensure consistency and continuity in relation between the judge and defendant during the life of a case or in subsequent cases.



**18. At least one judge at the PCC should serve as its ambassador to the community.**

The PCC serves multiple constituencies in terms of geography, organizations participating in the work of the PCC, and concerned community groups. A judge is uniquely capable of serving as an ambassador for the PCC at various meetings. Ideally, the judge with the primary responsibility for presiding at the PCC should be encouraged to serve as an ambassador for the Court, making periodic presentations to important community and government groups.

**Other:**

**19. Use the criteria of procedural fairness to guide the conduct of proceedings at the PCC.**

*What should be done:* There is a growing consensus that the advantage problem-solving courts enjoy in compliance and recidivism rates over regular courts hearing the same kinds of offenses is due in large measure to their ability to promote a greater sense of procedural fairness. The operations and procedures of the PCC should be reviewed in light of principles used by social psychologists to understand why people comply with and are satisfied with court orders. The field of procedural fairness stresses defendants' concern that decisions be made in a manner that signifies they experienced (a) respect, (b) neutrality, (c) participation, and (d) trustworthiness from authorities. Where those four elements are present, compliance with court orders is high.

**20. A study is needed of at least one month duration to determine the length of time between assignment to community service and when it begins and ends.**

*What should be done:* Where patterns are found in which the objective of immediacy is not being met, corrective steps should be taken. The main barrier to implementing this recommendation is the limitations of the current information systems available to the judges, staff, and management of the PCC. Data on community service (beginning and end dates, hours actually performed) was often missing or incomplete in the FIRS data base.

# Appendix A: Evaluation of the Philadelphia Community Court:

A Study of Active Offenders' Attitudes, Orientations and Behaviors

John Jay College of Criminal Justice

July 2008

### *Background to the study*

The John Jay College research team was charged with gaining a better understanding of the attitudes, orientations and behaviors of the population of offenders that was likely to be represented as defendants at the Philadelphia Community Court. The research team was led by Ric Curtis, Chair of the Department of Anthropology, who has more than 25 years of experience conducting both qualitative and quantitative research studies. Of particular relevance to this project was the research that he conducted in the mid-1990s on the community-level effects of the Midtown Community Court in Manhattan.<sup>2</sup> In that study, approximately one year of systematic observations were conducted in the catchment area served by the Midtown Community Court and in-depth ethnographic interviews were conducted with a variety of misdemeanor offenders (including illegal vendors, sex workers, drug users and dealers, and gamblers) to capture changes in their attitudes, orientations and behaviors as a result of the Midtown Court's introduction and sustained presence. This study hoped to capitalize on the experience that Dr. Curtis had gained through his experience evaluating the Midtown Community Court, but it differed in at least three important ways: 1) the Philadelphia Community Court had been operational for several years, and thus, asking respondents to recall how their attitudes, orientations and behaviors had changed since the court had opened was likely to be problematic, 2) the area served by the Philadelphia Community Court was substantially larger (nearly half of Philadelphia) as compared with the walk-able area served by the Midtown Community Court, and 3) the budget for this component of the research was modest, and the research team did not live or work in Philadelphia; thus, the amount of time that could realistically be devoted to data collection and analysis was limited as compared with the Midtown Court study.

Because of the differences outlined above, a team of researchers was assembled to focus attention on alternative approaches that would yield results comparable to the data generated by the Midtown Court study. The other members of the John Jay College research team for this project included, Richard Mack, Jr., Ph.D., an urban anthropologist and ethnographer from Philadelphia who helped Dr. Curtis lead the field research team. Dr. Mack's valuable contacts and insights into the street scene in Philadelphia allowed the researchers to better understand what they were told, and to assess the veracity of the accounts provided by research subjects. Kirk Dombrowski, Ph.D., is an expert in Social Network Analysis (SNA), and his advice and guidance in carrying out the research plan, and in leading the analysis of the quantitative and network data, was critical to success of the project. In addition, the research team relied on the invaluable assistance of several graduate students at John Jay College to collect and analyze the data. Michael Pass, Geoff Rab, and Lawrence Kelly conducted interviews with research subjects in Philadelphia; without them, the project would have no data to report. Marialuz Bribiesca and Amalia Paladino were responsible for coding the data, entering it into the database designed by Dr. Dombrowski, and helping with the analysis. Vincenzo Sainato was instrumental in helping with cleaning up the database and in the analysis of the quantitative data. Finally, Dr. Lisa Robbins-Stathas, assisted with a review of the narrative data provided by research subjects, and in the write-up and editing of the final report.

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<sup>2</sup> Sviridoff M, D Rottman, B Ostrom, R Curtis. 1997. *Dispensing Justice Locally: The Implementation and Effects of the Midtown Community Court*. National Institute of Justice. New York: Harwood Academic Publishers.

It was initially expected that direct observation in the field, as is often standard with ethnographic approaches, would allow the research team to collect data about variations in conditions over time, see things that research subjects overlooked, and learn what they would not talk about in interviews. While direct observation is a key ingredient of ethnography and offers researchers invaluable opportunities to gain entry to the study population and see things from a perspective that not enjoyed by survey researchers, it is also very time consuming. For this project, with limited resources, direct observation was unlikely to generate robust numbers of contacts with potential research subjects or produce copious amounts of useful data given the limited number of days that could potentially be spent in the field.

### *Methodology*

To compensate for this limitation, the researchers proposed to use a novel approach that they had pioneered in previous research.<sup>3</sup> The research team made an initial assumption about some of the offenders that was based upon evidence provided by our collaborative partners: that some offenders knew each other and formed networks. This assumption led the project to adopt a subject recruitment strategy called “Respondent Driven Sampling” (see below) that sought to capitalize on the connections between the offenders, and to use them to recruit each other to the study – and we set a goal of recruiting and interviewing 200 subjects – rather than relying upon the traditional, painstakingly time-consuming ethnographic method of subject recruitment that typically generates small samples.

To identify which types of offenders might be networked, and thus, optimal for this study, the researchers reviewed the Philadelphia Community Court’s records for 2006 (see Appendix AA). In 2006, there were 9,012 “Summary Arrests” and 1,126 “Misdemeanor Arrests” that were processed by the Philadelphia Community Court. Among the types of offenders who were likely to be networked were included people arrested for public drinking, prostitution, gambling, and illegal vending. Of these, the largest single category was “Alcoholic Beverages” (2,408). Arrests for prostitution (122) seemed, at first, rather modest by comparison, but other categories (like “loitering” (806) and “obstruction of highway” (814)) were often used by the police to arrest sex workers. Thus, prostitution-related arrests were far more numerous than reflected by the narrowly-defined categories, and after those arrested for public drinking, they were likely the second most numerous category of offender seen by the Philadelphia Community Court. Gamblers (121) and Vendors (47) were substantially fewer in number than public drinkers and sex workers, thus it seemed logical to concentrate on the two largest categories of networked offenders to concentrate on for the purposes of the project. The project set a goal of recruiting at least 100 sex workers and 100 public drinkers.

### *RDS methods and techniques*

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<sup>3</sup> For example, in 2005, Dr. Curtis employed RDS methods to recruit 200 “drug dealers and users in Rochester, NY, for a project entitled “Controlling Drug Markets And Related Harms In Rochester: An Action-Research Project,” funded by the City of Rochester, and he participated in the CDC-funded “National HIV Behavioral Surveillance: Drug Injectors in New York City” that used RDS methods to recruit and interview more than 500 subjects.

Respondent Driven Sampling (RDS) is a methodology that is used to recruit statistically representative samples of hard-to-reach groups by taking advantage of intragroup social connections to build a sample pool.<sup>4</sup> RDS is much like the well-known and often-used recruitment strategies of “snowball sampling”<sup>5</sup> and “chain-referral sampling”<sup>6</sup>, but unlike these methods whose primary utility is generating a large number of research subjects, RDS also provides a powerful set of analytic/statistical tools for creating weighted population estimates which are at least as powerful and robust as those generated through more common probabilistic statistics.<sup>7</sup>

An additional benefit is that RDS has been shown to improve upon previous chain referral and snowball sampling methods by employing a systematic recruiting scheme and mathematical modeling techniques during data analysis in order to mitigate, estimate, and correct for biases, including those due to 1) selection of the initial sample, 2) volunteerism (higher levels of participation from cooperative and interested participants), 3) problems related to the how chain referral takes place (e.g., problems with inaccurate contact information and differential recruitment), and 4) homophily (the tendency of seeds and subsequent referrals to recruit those like themselves).<sup>8</sup> As recruitment chains go through many waves of referral, the biasing effects of initial seed selection are minimized.<sup>9</sup>

RDS, like similar recruitment strategies, has proved extremely useful in quickly recruiting large numbers of people from hidden populations, but it also allows researchers to describe the salient characteristics of the population and, in some instances, make population estimates. Instead of making estimations directly from the sample to the population, RDS outlines a methodology for making indirect estimates by way of the social networks connecting the population.<sup>10</sup> Because of these advantages over other recruitment strategies, RDS has increasingly been used nationally and internationally in studies of hard-to-reach groups, including injection drug users, commercial sex workers, and men who have sex with men<sup>11</sup>, and the John Jay research team reasoned that RDS had great potential for this study.

The basic mechanics of RDS recruitment are fairly straightforward: a small number of initial research subjects (called “seeds”) are recruited, interviewed by the researchers,

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<sup>4</sup> Abdul-Quader, A., Heckathorn, D., McKnight, C., Bramson, H., Nemeth, C., Sabin, K., Gallagher, K., Des Jarlais, D. 2006. Effectiveness of respondent-driven sampling for recruiting drug users in New York City: findings from a pilot study. *Journal of Urban Health* 83(3):459-76; Heckathorn, D. 1997. Respondent driven sampling: A new approach to the study of hidden populations. *Social Problems*, 44 (2), 174-199; Heckathorn, D. 2002. Respondent-Driven Sampling II: Deriving Valid Population Estimates from Chain-Referral Samples of Hidden Populations. *Social Problems* 49(1): 11-34; Heckathorn, D., Semaan, S., Broadhead, R. S., & Hughes, J. J. 2002. Extensions of respondent driven sampling: A new approach to studying injection drug users aged 18-25. *AIDS and Behavior*, 6 (1), 55-67; Robinson, W., Risser, J., McGoy, S., Becker, A., Rehman, H., Jefferson, M., Griffin, V., Wolverton, M., Tortu, S. 2006. Recruiting injection drug users: a three-site comparison of results and experiences with respondent-driven and targeted sampling procedures. *Journal of Urban Health* 83 Suppl. 7:29-38.

<sup>5</sup> Goodman, L. 1961. Snowball Sampling. *The Annals of Mathematical Statistics*, Vol. 32, No. 1, pp. 148-170.

<sup>6</sup> Erickson, B. H. 1979. Some problems of inference from chain data. *Sociological Methodology* 10:276-302.

<sup>7</sup> Heckathorn, D. 2002; Salganik, M., & Heckathorn, D. 2004. Sampling and estimation in hidden populations using respondent-driven sampling. *Sociological Methodology*, 34 (1), 193-240 .

<sup>8</sup> Heckathorn, D. 2002.

<sup>9</sup> Heckathorn, D. 2002; Salganik, M., & Heckathorn, D. 2004

<sup>10</sup> Salganik, M., & Heckathorn, D. 2004

<sup>11</sup> Abdul-Quader, et al. 2006; Simic, M., Johnston, L., Platt, L., Baros, S., Andjelkovic, V., Novotny, T., Rhodes, T. 2006. Exploring barriers to 'respondent driven sampling' in sex worker and drug-injecting sex worker populations in eastern Europe. *Journal of Urban Health* 83 Suppl. 7:6-15.

and paid for their time and effort (\$20 in this case). Following their interviews, the seeds are given 3 sequentially numbered coupons and instructed to pass them along to friends or associates who are like themselves (in this case, others who were sex workers or public drinkers). If recruitment chains do not develop as expected, additional seeds may be recruited as replacements. The numbers on the coupons allow the researchers to identify each research subject (names are not used), prevent duplication, identify who recruited each participant, and keep track of subsequent recruitment patterns using the RDS “Coupon Manager” software that is downloadable for free at [www.respondentdrivensampling.org](http://www.respondentdrivensampling.org). When coupons are redeemed by eligible research subjects, their recruiter is compensated (\$10) for each coupon redeemed. The eligible subjects referred by the seeds comprise the first wave of the sample and they are each given three coupons to recruit the next wave of study participants. Study participants are recruited in this fashion until the desired sample size is reached.

In addition to the advantages described above that RDS offers, there were three additional reasons why RDS was envisioned as a superior strategy for conducting research with this population:

1. The issue of trust and building rapport with research participants is often thought to require time to negotiate, but many research projects that had used the RDS peer-driven network recruiting method appeared to have easily overcome the issue of building rapport. Using RDS, the researchers are always introduced to each new unnamed research subject by a friend or associate who can describe the non-threatening nature of participation in the study beforehand, and vouch for the researchers’ good faith, thereby facilitating subject recruitment.
2. The potential savings of time (and hence, money) that RDS affords the data collection phase of a project<sup>12</sup> was attractive given the limited resources available for this component of the overall project. Using traditional ethnographic methods or recruiting eligible respondents from field sites where misdemeanor offenders were said to be prevalent was likely to take much longer and recruit far fewer study participants than RDS methods, which have been shown to recruit large numbers of study participants in a very short amount of time.<sup>13</sup>
3. RDS can begin recruitment anywhere within a pool of eligible subjects, and it can reliably produce a representative sample of the population regardless of the starting points. As Heckathorn (1997:176) notes, “RDS produces samples that are independent of the initial subjects from which sampling begins. As a result, it does not matter whether the initial sample is drawn randomly.”

### *Subject Recruitment*

RDS recruitment works with populations that are networked, but its success hinges upon people giving the numbered coupons to others in their network who are then recruited into the study. The design of the coupons can sometimes be critical to the probability that research subjects will hold onto them and then give them to others. To enhance this probability, researchers recommend that coupons mimic paper money in

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<sup>12</sup> Abdul-Quader et al., 2006; Robinson et al. 2006.

<sup>13</sup> Abdul-Quader et al., 2006; Robinson et al. 2006; Wang J, Falck RS, Li L, Rahman A, Carlson RG. 2006. Respondent-driven sampling in the recruitment of illicit stimulant drug users in a rural setting: Findings and technical issues. *Addictive Behavior* Aug 8; [Epub ahead of print].

size, appearance and “feel” because they believe that people intrinsically value items that seem like money and are less likely to throw them away. The coupon that the project used (see below) was slightly larger than a dollar bill, and printed on bright yellow paper (see Appendix AB).

### *Informed Consent*

All potential research subjects were first asked to consent to participate in the study. To preserve their confidentiality (participation could not be anonymous because RDS relies on research subjects referring each other to the study) research subjects were allowed to orally waive written documentation of their informed consent to participation in the study. They were allowed to do this because the research team believed that the main threat to their confidential participation was the existence of written documentation of their participation in the study, such as would be created by signing a traditional informed consent form. Further, the researchers believed that the study presented no more than minimal risk of harm to participants beyond the risk that they already faced, and involved no procedures for which written consent was normally required outside of the research context. Potential participants were read the “Documentation of Consent and Waiver of Written Consent” (see Appendix AC). All recordings of interviews began with oral consent to the waiver of written informed consent with participants being identified only by their unique identifier number. Tracking of research subjects for payment of interviews and referral fees was done via paper forms designed for this purpose (Appendix AD).

### *The Questionnaire*

There is much that the researchers would like to know about the attitudes, orientations and behaviors of sex workers and public drinkers, especially as it relates to the Philadelphia Community Court, but given the relatively large number of research subjects that the project targeted and the limited amount of time to conduct the study, the research team used a brief questionnaire that attempted to gain a broad view of their lifestyles with additional questions that focused on their experiences with the police and the courts. The interviews for sex workers (55 questions, plus follow-ups; Appendix AE) covered the following domains: 1) *demographic characteristics* (including race/ethnicity, age, living situation), 2) *market involvement* (including age of initiation, location of work, and number of customers), 3) *network size and characteristics* (including information about pimps and customers), 4) *health and social service history and needs* (including information about STIs and drug use history), 5) *experience with the police* (including number of arrests and types of charges), and 6) *experience with the courts* (including number of appearances, charges, positive or negative outcomes, and subsequent behavioral or attitudinal changes). The questions asked of public drinkers (45 questions, plus follow-ups; Appendix AF) were essentially the same as those asked of the sex workers, but rather than asking about sex work as their source of income, it asked about “hustling” and other types of work. It also asked about their drinking behavior (what kind of alcohol, when and where they drink, with whom, etc.).

### *The Interview Site*

The Arch Street United Methodist Church (55 North Broad Street), located across the street from the Philadelphia Community Court, was gracious in offering the researchers a site where the study could be conducted. The basement of the church had a large area where prospective interviewees could wait, and several small offices off the large room provided private spaces where the researchers were able to complete the individual interviews. One limitation faced by the research team was that the church was only open from 10am – 3pm, so it was necessary to complete as many interviews as possible within that window of opportunity.

### *The Data Collection Process*

On the first day of data collection, October 1, 2007, the research team sought to begin the process by recruiting 3-4 “seed” cases via referral at the Philadelphia Community Court. But public defenders that worked there, who were unfamiliar with the project and the processes that the researchers intended to follow, were uneasy about referring any of their eligible clients to the researchers, and they declined to make any initial referrals. The researchers, however, were allowed to recruit in various waiting areas within the court, and within 10 minutes, they managed to recruit one sex worker and two people who had been arrested for public drinking. These initial recruits were asked to walk across the street to the United Methodist Church, and within several minutes, the researchers were busy conducting interviews with them. These initial interviews took about 20 minutes to complete, and they soon returned with acquaintances that they referred to the project. By the end of the first day, 17 interviews had been completed, 8 with drinkers and 9 with sex workers.

The number of people who showed up to get interviewed quickly ballooned: on the second day, 27 interviews were completed, 31 on the third day, and 42 of the fourth day. On the fifth day, when the research team arrived at 9:30am, there was already a large crowd of people with coupons in hand waiting in front of the church for their opportunity to get interviewed. The scene was chaotic and when a fight broke out between two men in the crowd, the project closed for the remainder of the week (after only 8 interviews had been completed that day) to develop a better method of managing the crowd that showed up for the interviews that remained ( $n=75$ ). The following week, with a strictly managed waiting list and small groups of subjects brought into the church basement, the project completed the remaining interviews in two days. Ultimately, it took only seven days to complete 210 interviews. Because drinkers were recruited at a much faster pace than sex workers, the last day of interviewing was restricted to sex workers.

One of the biggest problems encountered in the field was having enough cash on-hand to pay research subjects for interviews (\$20) and referrals (\$10). Though the project had enough money to pay for all of the interviews and referral fees, the researchers were initially reluctant to carry large amounts of cash in their pockets, and they anticipated withdrawing money from ATM machines as needed. But given the large number of prospective research subjects that showed up to get interviewed, the researchers quickly found that they exceeded the maximum daily amount that could be withdrawn from an ATM machine (\$500) before everyone could be interviewed. Thus, while ATMs offered greater safety, they limited the number of interviews that could be conducted on a daily basis. A further complication was that ATMs only dispense twenty-dollar bills, but the project required many ten-dollar bills to pay for referrals. An extra trip to a bank teller



was necessary to make change. Finally, after several withdrawals from Philadelphia ATMs, the bank suspected that the researcher's card had been stolen and they froze the card. These lessons taught the research team to anticipate how much money and what denominations would be needed on a daily basis.

### *Data Analysis*

In all, three distinct forms of data were collected in the project: statistical and coded data in the form of a questionnaire, narrative and quantitative data in the form of open ended questions whose answers have been transcribed, and network data derived from the sampling chains themselves. This report provides descriptive statistics of the study population that will answer some of the basic questions that the researchers posed about the impact of the Philadelphia Community Court on offenders. In subsequent scholarly papers that are in preparation by the research team, the questionnaire/quantitative data will be analyzed using standard statistical analysis techniques, including regression (least squares) analysis among continuous variables<sup>14</sup> such as age, the amount of money spend on alcohol and drugs, number of arrests, number of appearances at court, etc. This analysis will be carried out via SPSS software, where multiple fields of data can be modeled according to single and multiple regression techniques. This analysis will complement the descriptive statistics and uncover potential relationships among various social factors, while the large sample size should ensure that any relationships discovered will have high confidence intervals. These relationships will also, subsequently, be explored via other data forms, most especially narrative forms of qualitative data as well (see below).

In subsequent publications the narrative/qualitative data will be analyzed using Atlas.ti software. This software allows for the searching and coding of large texts according basic meaning units, and helps to uncover (through propinquity and patterned use) relationships among meaning units<sup>15</sup> while providing the opportunity for user created "relational" searches.<sup>16</sup> In this way, it aids in producing conceptual maps of key terms and concepts used by the research population.<sup>17</sup> In addition, relationships among variables suggested by regression analysis (discussed above) can be checked for local understanding by exploring textual interrelations of the suggested topics. The reverse may be true as well, where textual affiliations may suggest potential relationships among variables that could be explored more fully via statistical analysis—thus together providing a dialogue between qualitative and quantitative data sets.

The network data produced by the RDS sampling method has been analyzed with the RDStat program (available free on the website) to provide information on network strength, density, and homophily, though additional analyses with RDSAT program.

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<sup>14</sup> Freedman, D.A. 2005. *Statistical Models: Theory and Practice*, Cambridge University Press.; Cohen, J., Cohen P., West, S.G., & Aiken, L.S. 2003. *Applied multiple regression/correlation analysis for the behavioral sciences*. (3rd ed.) Hillsdale, NJ: Lawrence Erlbaum Associates.

<sup>15</sup> Patrizi, P. 2005. Deviant Action and Self-Narration: A Qualitative Survey thourh Atlas.ti *Journal for the Theory of Social Behavior* 35(2): 171-188

<sup>16</sup> Alexa, M. and C. Zuell. 2000. Text Analysis Software: Commonalities, Differences and Limitations. *Quality and Quantity* 34: 299-321.

<sup>17</sup> Bruner, J. 1997. A Narrative Model of Self-Construction. In J.G. Snodgrass and R.Thompson (eds.), *The Self across Psychology: Self-Recognition, Self-Awareness and Self-Concept*, Annals of the New York Academy of Science, vol. 818. New York: New York Academy of Science, pp. 145-161.

### Findings from RDS Recruitment

Using RDS methods, the research staff recruited a sample 169 drinkers and sex workers, but the project interviewed 210 individuals. The subjects that were not recruited via RDS methods included, primarily, female sex workers that were interviewed on the final day of interviewing. Because the project was able to recruit so many more (predominately male) drinkers than (predominately female) sex workers, by the final day of interviewing, the project had reached its target number of drinkers (100), but a significant number of sex worker interviews needed to be added to the sample. To complete as many interviews as possible before the end of the data collection period, the researchers interviewed a significant number of sex workers on the final day regardless of whether they were referred by another research subject. As a result, the 169 subjects in the RDS data base (93 males and 76 females) are fewer than the total number of individual interviews completed by the project, but they are sufficient in number to produce interesting findings about the sample. The degree to which the sample mirrors those who are represented at the Philadelphia Community Court would, of course, be strengthened by larger numbers of research subjects, but the recruitment process reached at least 7 waves, and this constitutes more waves than is typically required using this methodology to achieve a representative sample (See Appendix AG, for a diagram of the RDS recruitment networks). The confidence intervals that were calculated for the various analyses of the RDS data (generally, below .05) suggest that the project succeeded in recruiting representative samples from the two populations, and they provide a solid foundation for the presentation of findings from the interviews.

The RDS data provides several interesting findings (see Appendix AH). First, even though there were clearly more drinkers than sex workers available for recruitment (subjects could recruit either one for the project), and hence, the project interviewed only sex workers on the final day of data collection, women had a very high degree of homophily (.4), that is, they were far more likely to recruit other women than men were likely to recruit men (see Appendix AH, Table 1). And not surprisingly, women (primarily sex workers) were estimated to have larger networks than men (primarily drinkers). When examining the RDS data by gender and race/ethnicity (see Appendix AH, Table 2), the findings for women show that homophily was even more skewed for white women: that is, white women were very likely to recruit other white women to the study, while Black women were considerably less likely to recruit other Black women. But if white women tended to stick together, white men did not, and of the 10 white men in the sample, none of them recruited other white men.

The mean age of subjects in the sample was about 40, but examining the RDS recruitment data for subjects above and below 40 years of age shows that the number of men (primarily drinkers) was skewed above 40, while the number of women (primarily sex workers) was skewed below 40 years of age (see Appendix AH, Table 3). One interesting finding was that men that were under 40, recruited evenly across age and gender categories, while males that were over 40 years old recruited disproportionately from among their own gender and age categories (see Appendix AH, Table 4). This may reflect the increased isolation that single males experience as they age, a trend that may also be reflected in estimated network sizes of males and females: males over 40 years old were estimated to have the smallest networks (5.6) while women over 40 were estimated to have the largest (8.2).

### *Interview Data: Demographics of the sample*

Among the 210 interviews that were completed, 102 were with drinkers (including 9 females) and 108 were with sex workers (including 11 males) (see Appendix AI, Table 1). The sample was nearly 75% Black (and African American) (n=149), with the majority of the remainder, white (n=52). The absence of significant representation by other groups (only 4 Latinos) suggests that there is largely a bifurcated population of drinkers and sex workers in Philadelphia. But there were differences between the drinkers and the sex workers: drinkers were 82% Black (84/102), while the sex workers were only 60% Black (and 36% white). In terms of education, many had completed 12 years, but nearly half did not finish high school (n=92). A few subjects had some college.

### *Residence Patterns*

The majority of the subjects were from Pennsylvania (n=149). Aside from the generic "Philadelphia," "North Philly" was the most frequently mentioned place (n=15), but a considerable number of subjects were from "other counties" in Pennsylvania (n=18) and from *out-of-state* (n=35), while only a handful were born outside of the U.S. (n=5).

In terms of their current residence (see Appendix AI, Table 2), respondents were spread throughout Philadelphia, but about one quarter of them said that they lived in a "shelter" and another 32 said that they were "homeless." Among those who provided an area of the city where they currently live, the most frequent response, again, was "North Philadelphia (n=30)." Among those who said that they lived with someone else, a relative, especially a sister, was often mentioned. A large number of respondents (n=87) had been living in their current address for less than 5 years, but 25% of the sample (n=52) had been living there for less than one year.

### *Income and Expenses*

Sex workers derived much of their income from the sex business, but many cited additional sources of income as well. Drinkers, on the other hand, did not have a primary source of income (see Appendix AI, Table 3). Indeed, "public assistance," "welfare," or "SSI" were the most frequently cited sources of income for drinkers (n=33), though 20 said that they had legitimate employment. Half of the drinkers (n=52) said that they had minor "hustles" to make money, like distributing flyers or cleaning the windows of cars, though several (n=13) said that they sold drugs to make money. And most of them had been hustling for many years, typically starting in their early teenage years between ages 12-15. While most drinkers made money on a regular basis, surprisingly few (n=29) said that they hustled/worked between 4-7 days per week. The majority, it seemed, hustled just enough to get by. Estimates of how much money they earned on a daily basis through hustling/working were extremely varied, but generally ranged from the high tens to low hundreds of dollars.

Spending money revealed clear trends among respondents (see Appendix AI, Table 4), with necessities like "food," "rent," and "clothing" among the most often cited; childcare was a prominent expense among women. Insofar as the spending habits of drinkers and sex workers subjects were not among the central interests of the project, the researchers did not deeply probe the issue of how subjects spent their money. One rather

surprising finding, however, was that a number of subjects cited their cell phone bills as an important expense.

### *Drug and Alcohol Use*

Poly drug use was prevalent among both drinkers and sex workers (see Appendix AI, Tables 5-9). By definition, drinkers used alcohol, but more than half of the sex workers (n=57) also reported using alcohol. In addition, 43% of the sample said that they smoked marijuana, 32% said that they smoked crack, 31% said that they used cocaine, 20% said that they used pharmaceuticals (e.g., Xanax, Klonopin, Oxycontin and Zoloft), and 11% said that they used heroin. Self reports by drinkers and sex workers about how much they spent on drugs and alcohol varied considerably (see Appendix AI, Table 10), but nearly 20% said that they spent more than \$100 per day on drugs. More often among crack smokers, the response was, “as much as I can afford.” It was impossible to verify how much money the research subjects actually spent on a daily basis, but if it were anywhere near what some of them estimated, then their engagement with the informal economy would have to be substantial to sustain that level of consumption.

### *Health and Social Services*

The majority of respondents said that they had seen a doctor in the last year (n=198), most often for a “checkup” or an “HIV test” (see Appendix AI, Table 11). Some stigmatized health-related behaviors did not elicit the uniform responses that might have been expected. For example, when asked about condom use, only 36% of the respondents (n=75) claimed that they used them “all of the time.” Not surprisingly, a significant number of respondents, including 42 of the 108 sex workers, said that they had previously contracted a sexually-transmitted infection, like gonorrhea, syphilis, chlamydia, Hep-C, and HIV (see Appendix AI, Table 12). Among the other health problems cited by respondents were included chronic diseases like asthma, diabetes, high blood pressure, and a variety of psychiatric diagnoses. Despite the apparent abundance of health problems cited by respondents, many of them had recently seen a doctor, with their last visit measured in months rather than years, but significantly, most of the respondents also seemed isolated from social service providers who might be in a position to help manage some of their chronic problems. Most said that they had never been approached by a social service agency offering assistance (n=156). When that did happen, drug treatment was often the service that was offered, and it was most often offered by some kind of court or the foster care system.

### *Drinking in Public*

Many drinkers described well-developed daily routines, including drinking and drug use routines that allowed them to live without frequently experiencing problems to disrupt those patterns. Most drinkers said they did not really have trouble with the people in their neighborhood or with the police because they generally did not drink outside, but since they had been arrested for drinking in public, it obviously had happened at least once. When asked, “Where do you hang out” with friends and associates, many drinkers provided evidence that not all their drinking was conducted behind closed doors and a variety of public places were identified, including “under the highway,” “in the

neighborhood,” “in the parks,” and “on the street.” Among those who were homeless, drinking “in the shelter” was also mentioned.

Estimates by drinkers about the amount of money they spent daily on alcohol varied substantially, but there were a surprising number of large estimates, like thirty, forty or fifty dollars. If drinkers were buying expensive liquor, this might be the case, but it would be difficult to consume 30 dollars of cheap alcohol each day. It is, perhaps, significant to note that when asked what they “like” to drink, some drinkers talked about expensive liquors, but when asked what kind of alcohol they actually buy, the typical purchase was a 40.oz bottle of malt liquor. Indeed, the researchers observed a considerable number of public drinkers each morning when they traveled to the research site, and they were almost invariably drinking from 40.oz bottles. Regardless of the actual amount of money that drinkers spent on a daily or weekly basis for alcohol, it was clear that many of them were drunk much of the time.

### *Sex Work in Philadelphia*

There appeared to be two broad groups of sex workers represented in the sample: those that had significant drug habits and worked on the street, and those who had curbed their drug use (methadone was popular among this group) and more often worked via clientele, escort service or phone service. There was also considerable variation in the number of years that the sex workers had been in the business, but there were a large number of them (n=20) in their thirties and forties whose participation in street-level sex markets began over the last few years. The project did not collect data on the number of female sex workers that were pregnant at the time of the interview or who brought infants or very young children to the interview – most of them appeared to be staying at a nearby shelter – but members of the research team noted that there were an extraordinary number of them.

Some respondents said that they knew “hundreds” of other sex workers, evidence that the population of sex workers in Philadelphia is likely very large, but many respondents (n=17) said that they only knew a modest number of others who were in the business. In their estimations, Black and Hispanic women dominated the market, though many (n=40) mentioned that boys and men were also present.

One somewhat surprising finding, especially given the drug habits that some of the sex workers reported, was that very few of them said that they worked seven days per week. And none of the sex workers reported that they had a “pimp.” This suggests that the amount of money they made in the street-level sex markets was enough to sustain a modest drug habit, but perhaps, insufficient to support both themselves and a pimp. When asked where they find customers, most responded “in the street,” but “clubs or bars,” through “referrals,” and “over the internet” were also mentioned. Most sex workers said that they saw a small number of clients per day (2-5), with a few of them being “steadies” that they saw fairly often. “Cars” and “hotels” were among the frequently mentioned places where clients were taken for sex, though some sex workers said that they took clients to their own rooms. Among the men who were sex workers, those who said that they had some college education also said that they *only* did their work via the Internet. As one of them noted, “I never go outside, except to meet somebody and then to bring them back.” Although the amount of money made through sex work sometimes seemed inflated, typically they said that they made from \$50-\$200 per day.

There were several prostitution “strolls” in Philadelphia that were repeatedly mentioned by sex workers, especially “Kensington,” “Rittenhouse Square Park,” “Pine Street,” “Old City near the waterfront,” and “Chinatown near the bus station.” They seemed to use these sites almost interchangeably, often as a way to avoid the police, several said. Among sex workers who used phone services or escort services, the majority of them lived with a “boyfriend,” some type of reciprocal arrangement with a man, or in their own apartment. Several sex workers said that they lived with family members, but their family did not know that they were actively working in the sex business. Like the drinkers it is, perhaps, significant to note that their participation in street-level sex markets did not, in their opinions, appear to have led to problem with members of the community *or* the police. Sex workers reported that they did not experience problems with people who live in the neighborhood, but that competition between sex workers and “dates” who did not want to pay were occasionally sources of trouble. To protect themselves from danger, sex workers reported carrying, and sometimes using, a number of weapons, including mace, knives and guns. One surprising omission from their accounts of how they protected themselves, however, was any mention of friends or associates who acted a “lookouts” while they were working; this suggests that street-level sex markets in Philadelphia are substantially integrated into neighborhoods, but that they are also fragmented and disorganized.

#### *Police Involvement*

Drinkers and sex workers both reported numerous encounters with the police, but surprisingly 28% of the drinkers and 42% of the sex workers reported that they “never” have “run-ins” with the police (see Appendix AI, Table 13). Yet more than half of the sample (57%) said that they had been arrested at least once in the last two years (see Appendix AI, Table 14). The charges that drinkers and sex workers reported included a wide variety of other offenses like robbery, assault, larceny, breaking-and-entering, shoplifting, even attempted murder. The numbers speak to the high-frequency relationship that many of them had with law enforcement and the criminal justice system, but it also seemed clear that many older respondents, especially among the men, were aging out of this stage of their lives, and many noted that they had “slowed down a little bit” over the years. But while their interactions with the police and the courts might have slowed down as compared with the past, they had not ground to a halt, and when asked about the last time that they had been arrested, most respondents described it in months rather than years. And while most people said that they were arrested in Philadelphia, especially in the neighborhoods where they lived, 17 subjects reported that their last arrest was outside of Philadelphia, in nearby places like Camden and Bucks County (see Appendix AI, Table 15).

#### *Court Involvement*

Many respondents reported that, over the years, they had multiple cases (see Appendix AI, Table 16) in a variety of courts in Philadelphia, including the Philadelphia Community Court, the Criminal Justice Center (CJC), and the court “at City Hall.” The study did not ask whether respondents understood the difference between the Community Court and other courts that existed in Philadelphia, but it seemed clear that very few of them saw any difference at all, except that the Community Court was located in a

different building. When asked where their most recent case had been heard (see Appendix AI, Table 17), only 24 respondents (11%) said that it was at the Philadelphia Community Court. The most frequent site mentioned was the Criminal Justice Center (CJC), where 44% (n=92) of the most recent cases had been heard. When asked if they had ever had a case at the Philadelphia Community Court (see Appendix AI, Table 18), 129 subjects (61%) said “no,” and only 33% (n=69) said “yes.” A few subjects said that did not know that the Philadelphia Community Court existed.

### *Experiences with the Community Court and Changes in Attitudes, Orientations and Behaviors*

Even though most subjects never had a case at the Philadelphia Community Court, it seems clear that it was known to many drinkers and sex workers: of the 69 subjects who had a case at the court, only 10% (n=20) said that “none” of their friends knew about it, while 28% (n=59) said “all” of their friends knew about the court (see Appendix AI, Table 19). Like other courts, one frequent complaint lodged against the Community Court was that the lines that seemed to characterize getting into and through the court discouraged some people from attending their scheduled appearances. Several respondents said that they grew impatient with the lines and simply walked away from their court date.

The project recruited active drinkers and sex workers, so it was no surprise that among the 69 subjects who had been to the Community Court at least once, 22 (32%) were frank in telling the researchers that the court had no impact upon their drinking behavior or patterns of sex work, but 41 of them (60%) said that they did change in some way (see Appendix AI, Table 20). This finding is tempered by the suspicion that some subjects offered socially desirable responses to this question. For example, one drinker who said that he had been arrested “about five or six times” and that his last arrest had been three months earlier, noted that he had only been to the Community Court once, for a “loitering” charge in 2006. But when asked how he had changed as a result of that experience, he said that he was a “more respective (sic) person...towards the officers of the City....and myself.” Another drinker who had been to the Community Court three years earlier for “drinking in public” and “loitering” said that to avoid the police and courts, he tried to “stay to myself” and “not get drunk.” But even though he said that he had changed his behavior and that “I don't try to get drunk, and I'm very like mindful of the people I hang with or the people that's in my company,” his current court case (not at the Community Court) for drug possession and an “open container of alcohol” suggested otherwise.

Most of the drinkers who said that their recent interactions with police and the courts had led them to alter their behavior described moving from public to private domains to continue drinking and using drugs. For example, one drinker who said that he no longer drank outside as an outcome of his experience with the Community Court, was not troubled by the prospect of doing community service as part of his sentence, but the “court costs” they imposed on him and his friends (i.e., those who have no money) was a reason to avoid drinking outside:

Oh, yes, I've changed, it ain't worth no \$146 dollars! I sit right in front a my door, in the house [to drink]. You better know that's right, if that don't

make a person change, they gotta problem. Mostly *all* of [my friends know about the court], 'cause mostly all of 'em done *been* there. They the ones that *warned* me. But...you know, I didn't think I was gonna be the one they came after. [But the fine], that's what gets 'em, Community Services ain't nothin'. (05)

But many drinkers that were homeless did not have a private place where they could drink. For them, avoiding the police and the courts was a bit more challenging, and they were forced to constantly move their activities in time and space to avoid problems. As one drinker explained:

I went in and I seen the judge; they gave me a citation, a fine, and they gave me Community Service. Now, [to avoid the police] I try to not frequent that area where they target at, that's what I do. Try to change my location, and my hustle, you know, whatever. And the drinkin', yeah. It's called stickin' and movin'. (36)

In some cases, the changes appeared to be more than simply the displacement of problematic behaviors from public to private domains, especially for those who had been to the Community Court more than once. These respondents generally said that, "I don't hang out on the street anymore," "I keep quiet," "I stay inside," and clearly, they wanted to avoid the Community Court as much as possible, but they genuinely seemed more disconnected from the streets and their problematic associates than had been the case before their visits to the Community Court.

Among those who seemed chastened by their visit to the court was a 39-year old African American sex worker from North Philadelphia who said that she had lived "on the street" for the last five years. She said that she had not been arrested for prostitution (she picked up customers in bars and clubs and did not work the street), but rather, had been arrested for "fightin' and drinkin'" and had appeared at the Community Court three months earlier. She received a sentence of "community service" and said that she had altered her behavior to avoid returning: "Cause I ain't tryin' to go back. [I'm] tryin' to not walk down the street wit' a open beer."

A male sex worker who said that he had a long history of arrests for prostitution, drinking in public, urinating in public, smoking crack and a variety of other offenses, noted that, in the past, he generally avoided going to court at all, but that he had recently been to the Community Court "three or four times." The last time that he went there, he said that "they gave me a fine," for "some stupid stuff." And yet, despite saying that he usually did not go to court after his many arrests in the past, he also said that he had begun to change the way that he conducted himself, noting that, "I don't street-walk no more. I'm scared. I don't wanna go to jail. I'm gettin' too old." Perhaps he was simply aging out of crime, but the increased attention that the Community Court gives to those who are repeat offenders suggests that other factors may also be responsible.

Since the project recruited active drinkers and sex workers, drinking and/or using drugs was expected, but many subjects said that the increased scrutiny of their lives by the Community Court had made it very difficult to continue drinking and using drugs in ways that they had in the past. One drinker, for example, noted that he had stopped



carrying “paraphernalia on me” and stopped “smokin' out in public.” He added that, “I’m on probation and I don’t go around with the stuff,” and he went on to explain that he had,

...three retail and one possession [charge related to drugs]. Those four cases, I got a year probation for each one of ‘em. Plus, fined \$710, which I have to pay something every week, or once a month, at least. That was in 2005. Now, I keep a low profile. (47)

Some respondents reported changes in how they “work” or conduct themselves as an outcome of their experiences with the court, but their own reported arrest record did not necessarily validate that view. For example, one male drinker with a long arrest record (arrested “eighty” times) talked about his desire to get a job and stop doing drugs and drinking, but he also said that he had been shot and arrested only “two weeks” prior to being interviewed. Like other respondents who had been through the court system in Philadelphia, his view was that the system was unlikely to help him.

Two weeks ago, I got shot at Broad and Dolphin Street. I had two bags a rocks and I swallowed ‘em, so they hit me with destruction of evidence... Yeah, I put ‘em all down my throat.

I changed the way [I hustle] since I got shot... [but the court’s assistance was] unhelpful. ‘Cause we don’t ask ‘em...after we come out from incarceration, why won’t y’all help us with jobs, ‘cause a lot of us don’t have the skills, you know? And the judge agreed wit’ us, especially me. And my PO said, ‘Okay, I’m a help him get in electrician school. He still hasn’t lived up to his end of the bargain.” (33)

Finally, there was a clear difference along gender lines between the sample of drinkers (the majority of whom were male) and the sample of sex workers (primarily female) in their narratives about whether they had changed as a result of their experience(s) at the Community Court. Female sex workers with children, for example, often found themselves far more entangled with the criminal justice and child welfare systems than males, and these additional burdens and the greater leverage that the city had over them as compared with the men, appears to have led them to prioritize and make decisions based upon different contingencies. One female sex worker, previously arrested twice for shoplifting, indicated that she’d changed, but in her view, “I didn’t change for *that*, [the Community Court] I got *kids*.”

#### *Perceptions of fairness at the Community Court*

Of the 69 respondents who had a case at the Philadelphia Community Court, the researchers heard a variety of opinions about how they and their acquaintances had been “treated” there (see Appendix AI, Table 21). Many offered no opinion on this topic, but slightly more than a quarter of them (26%) said that they had received “fair” treatment, while one fifth (20%) said that they had received “unfair” or “poor” treatment. Among those who reported that the court had treated them fairly, several mentioned that if they had gone to a different court, the outcome might have been jail rather than the fine and

community service they received at the community court. And they clearly preferred to avoid jail. For example, a 25-year old African American male drinker who had been arrested three times said that he had been to the Philadelphia Community Court twice.

Shoplifting. I went there for stealing a fucking newspaper a couple a years ago. They gave me community service. They could be lockin' motherfuckers up, for real. They let you ride, with that community service. [So community service is better than the jail-time?] It's a joke. (685)

A similar theme of easier treatment at the Community Court was echoed by a 27-year old sex worker, who said that she had “absolutely not” changed the way that she worked as a result of her experience with the Community, but that she and other sex workers believe that the court is “fair” because

He [the judge] drops a lotta stuff, but you usually get stuck with something, but he knocks things off. If you did it, you did it, you know, you gotta pay the price, most people realize that. (564)

One drinker who said that he had been to the Community Court three years earlier, noted that he and his associates thought that the Community Court “was all bull-crap,” and yet, because they generally had not received jail time, “most of 'em, they act like, ‘Well, I coulda’ got more, so...,’ they are reasonably satisfied.”

In addition to the generally lighter sentences that some subjects said were handed out by the Community Court as compared with other courts in Philadelphia, another advantage, according to some subjects, was that the Community Court was more flexible in sentencing than other courts. For example, a 46-year old African American drinker from Center City who said that he spends “\$15 to \$20 a day” on alcohol, noted that his most recent arrest had been in August, 2007, for “public drunkenness.” He said that he had been arrested a total of 5 times for a variety of charges, but for his most recent arrest, he went to “day court” (the Community Court), where he got a “fine [\$100] and community service [40 hours]” for his second visit to the court (the first public drunkenness charge resulted in a fine of \$75 and 20 hours of community service). Despite the increased penalties he received, his opinion about the court was that it was fair, and more important, it would “work with” defendants like himself who appreciated the flexibility in sentencing that he experienced at the court:

All [my friends and associates know about the Community Court]. [They say] that it's really fair. It is really fair. It's really, like, prompt. To me, it's really fair. They all say it's fair because they give you that shot, to do, like, a 'lil less and pay the fine. Even if you don't have the money to pay, you'll get an extra 10 hours of community service. So they work with you, yeah. They real fair, yeah. [The assistance they offer at the Community Court is useful] because they give you a lotta referrals to some other things, about Alcohol Anonymous, whatever, and stuff like that. Referrals to where you can go do your community service, how you can do it. And

then, plus, how you can break your payments down, or whatever, and stuff, if you really don't have the money. (36)

Most subjects who said that the Community Court was “unfair” did not elaborate very much on what they meant by that, but aside from the widespread perception that the criminal justice system is stacked against poor people and that there was little that they could do to fight their case in court, some respondents complained about their inability to pay fines that were imposed by the court, and they saw that as unfair. Another complaint voiced by several subjects was that the court was unfairly extracting unpaid labor from them. For example, one 39-year old African American sex worker from North Philadelphia said that she and other sex workers felt that the treatment that they received at the Community Court was “unfair,” but when pressed about what was unfair, she noted that “we ain't gettin' paid for community service.” The idea that community service represented the extraction of “unpaid” labor from them by the city was a theme that several cynical respondents sounded: rather than seeing community service as a sentence imposed upon them as individuals, some saw it as a ploy by a cash-strapped city to “get over” and avoid paying for menial, but essential jobs that would otherwise be paid for out of the city budget. Another drinker who expressed annoyance with the “court costs” fine and the community service that he was required to perform, put it this way:

That's exactly what it is, community court. Basically, for 24 hours of community service, [I] was cleanin' up in Center City. And \$146 fine...for a dollar-and-a-quarter can a beer. [*laughter from interviewer*] Yeah, that's how I felt about it... They gotta get rich some kinda way. (05)

#### *Assistance offered through the Community Court*

In recruiting subjects into the study, the research team sought *active* offenders, and thus, it seems unlikely that people who had desisted from criminal activities as the result of their experience(s) with the Philadelphia Community Court would have been recruited into the study sample or that the court would have much of a history of successfully offering help to them. As poignantly noted by one female sex worker with multiple arrests for prostitution and robbery: “Yeah, they'll help you [the court]. But that help is only helpful sometimes, if you want it to be helpful.” Still, of the 69 respondents that had a case at the Philadelphia Community Court, 44% (n=30) said that assistance offered through the Community Court had been useful to themselves or their friends (or *could* be useful) (see Appendix AI, Table 22), and there were a few respondents who represented potential success stories, like a male drinker who had been arrested “at least four times” for “robbery and disorderly conduct,” and “at least twice, for public drunkenness.” When asked whether the help that was offered through the Community Court had been useful, he responded:

I don't get high anymore. Right now I been goin' to outpatient treatment... And I'm currently a student at community college. Yes, I'd say [the court's assistance was helpful] ...it's helped me turn myself around, get back on my feet, back on solid ground. (41)

Yet, what may objectively appear by the courts to be "useful" assistance, may not necessarily be perceived in the same positive light by those who use the system, despite positive behavioral changes they might have reported. This is clearly illustrated by the comments made by a female sex worker whose community court sentence was "an Anger Management class" [due to shoplifting]. She noted that, as a result of her experience with the court, "I watch my mouth -- it's not even worth it -- now people look at me sideways, I don't even care, you know? I let it go." Yet when asked if the assistance offered by the court was "useful in any way," her response was, "Not really."

A considerable number of the 69 subjects (41%) said that the assistance that was offered at the Community Court had not been helpful to them or their friends. For example, one male drinker, with a long arrest record (reportedly "80" arrests, most recently, "two weeks" prior to the interview), expressed frustration with a system that purported to help. Another male drinker with a long history of arrests for drugs and alcohol (30 in total reported) depicted his inability to rehabilitate himself as the fault of a system which makes it difficult for someone to succeed.

Like they don't offer you no, like, *programs* or nothin' like that. Especially if you're not workin', like, often, how you gonna pay that...that court fee. And then they lock you back up when they *know* you're not workin' and you're on Welfare. [Yet, it's] not so easy [to get over on the system]. 'Cause they're...they're an authority figure. You know, and you're tryin' to get over and get yourself cleaned up. (24)

Among the subjects who reported utilizing services available through the Community Court, drug or alcohol treatment was most frequently mentioned (n=13). Yet the substance abuse treatment that was cited by some as being helpful did not seem to be nearly enough to make a real difference, as illustrated in the comments made by one drinker who expressed frustration with the court and his own failed efforts to avoid what had become a vicious cycle:

I try to use less drugs, because I really don't wanna go back to jail. Once, they sent me to a drug program, but they didn't really send me long enough. I stayed there for sixty days. (23)

One sex worker who had been arrested twice, most recently three months prior to the interview, noted that her experience at the court had changed her, but she also sounded ambivalent about her experience with the Community Court: on one hand, she did not seem to like the frequent visits to her probation officer and the community service sentence she had to complete, but she recognized that both of those factors had allowed her to reduce her drug use and thereby reassert greater control over her life:

I got caught with drugs, you know, when I was prostitutin' and they gave me six months to a year. I have to go to community services every day and then go report to the P.O. over there at 14th & Archer, over there. [Has the court has been useful?] I go to rehab to get my life together. If I didn't use drugs, I wouldn't be out there prostituting to try and make

money to get the drugs, you know? And sometimes the drugs eat you up. Yes. It's useful. It keeps...makin' me not have to do certain things. I haven't stopped doin' it completely, but I'm slowed down at it, 'cause most a my time goes to community services and stuff like that. (50)

A female drinker, despite arrests for "public drunkenness, twice," also reported the benefits from help she'd gotten when the court provided her with access to much needed resources to deal with her drinking.

Yeah [help was useful] because they give you a lotta referrals up to some other things, [like] Alcohol Anonymous, whatever, and stuff like that. ... Then, plus, how you can break your payments down, or whatever, and stuff, if you really don't have the money. (36)

Another drinker who said that the drug treatment offered by the Community Court was helpful, did not talk about it as an effective way for him to confront his substance use problems, but rather, as a way to avoid the stiffer penalties that he might have otherwise faced for his crimes:

[Was the assistance at the court was useful?] I think so, I think it is. 'Cause they had me; when I came in there for [drug] possession, they combined [the charges] all together, and then I had to see the counselor here to go to a program or somethin'. And then they also gave me community service, I had to do a certain number of hours. (47)

In addition to drug treatment, there were several other "services" mentioned by a few subjects that were available through the Community Court, including housing and job training. For example, one female sex worker with "about seven [arrests]," convicted "twice [for] prostitutin'," also reported assistance from the community court, in finding temporary housing. "Yeah [the court's assistance was useful]. That's how I got in the shelter where I'm at." A male drinker who said that he had been to the Philadelphia Community court "two times" not only reported that he was no longer "drinkin' in public," but that the court had "offered to send me to get some computer training, and job placement."

#### *"Getting Over" on the Community Court*

Unlike other courts where there is a perception that defendants can sometime remain somewhat anonymous individuals whose adherence to the sentences that they are given is not closely tracked by the criminal justice system, of the 69 respondents who had a case at the Philadelphia Community Court, 71% said that "getting over" on the court was "not easy," "hard," or "very hard," while only 19% said that it was "somewhat easy," "easy, or "very easy" (see Appendix AI, Table 23). Perhaps because of their difficulty in *gaming* the system at the Community Court, most subjects gave very terse answers to whether it was possible to do so. For example, one female sex worker who was sentenced by the Community Court to "probation" clearly did not believe that it was easy to avoid the court's penalties. As she noted, "They put me on a year's probation for

assault. So it ain't too easy [to get over]." A female drinker who was placed on probation by the Community Court said that she now actively tries to avoid the police and going back to court:

I would say...not so easy [to get over on the court] because they check the information you give 'em. Like, you doin' your community time -- the first time -- and you gotta get a slip with the number of hours signed by that person or company, non-profit organization. And they can ask you at any time for a urinalysis, you know, if you was gettin' high. (47)

Similarly, a male drinker, who had been sentenced by the Community Court earlier in the year, receiving "...a [\$148] fine, and 24 hours' community service" [for] "trespassing," and "drinkin' in public," said that it was impossible to avoid a sentence given out by the Community Court, "because it still hangs over your head until you pay it."

A few subjects said that hiring a private lawyer was another way to beat charges at the Community Court, but most did not have the resources to do that. In addition, only 3 subjects said that it was possible to "get over" by "lying," but otherwise, it was hard to beat the system at the Community Court. One female drinker, convicted "twice for drinkin' and twice for possession of narcotics...marijuana," pointed out that there is a strategy to "getting over" on the system:

It's about lyin'. And, you know, I believe they know...you lyin'. It's just the fact that you can manipulate through your community service hours and whatever, and stuff like that. (36)

It is significant to note that her account about *gaming* the system did not describe escaping the charges, but rather, trying to play the system to manipulate the sentence that she received.

## **Conclusion**

To gain a better understanding of the attitudes, orientations and behaviors of the population of offenders that was likely to be represented as defendants at the Philadelphia Community Court, the John Jay College research team used “Respondent Driven Sampling” to recruit a sample of 210 active offenders: 102 people who had been arrested for drinking in public and 108 sex workers.

### *Demographics of the sample*

The sample of 210 respondents was predominantly Black (and African American) for the drinkers, and somewhat more heterogeneous among the sex workers. Few respondents had their own place to live, and many said that they lived “in the street” or “in a shelter.” “Public assistance” was the most frequently cited source of income, aside from sex work, and the majority, it seemed, hustled just enough to get by. Poly-drug use was common among both drinkers and sex workers, and included, in order of prevalence, marijuana, crack, cocaine, a variety of pharmaceuticals, and heroin. Self reports by drinkers and sex workers about how much they spent on drugs and alcohol varied considerably, but many described daily routines. There appeared to be two broad groups of sex workers represented in the sample: those that had significant drug habits and worked on the street, and those who had curbed their drug use and more often worked via clientele, escort service or phone service. There were several prostitution “strolls” in Philadelphia seemed to be used interchangeably, especially “Kensington,” “Rittenhouse Square Park,” “Pine Street,” “Old City near the waterfront,” and “Chinatown near the bus station.”

### *Criminal Justice Involvements*

The number of times that drinkers and sex workers reported that they had been arrested or had been to court was considerable, and included a wide variety of offenses like robbery, assault, larceny, breaking-and-entering, shoplifting, even attempted murder. For most respondents, their last arrest was described in months rather than years, and they reported multiple cases in Philadelphia courts, including the Philadelphia Community Court, the Criminal Justice Center, and the court “at City Hall.”

Only 69 of the 210 respondents (33%) had ever had a case at the Philadelphia Community Court. Some subjects said that did not know that the Philadelphia Community Court existed at all. Yet even though most subjects never had a case at the Philadelphia Community Court, it seems clear that it was known to many drinkers and sex workers: of those who had a case at the court, only 10% said that “none” of their friends knew about it, while 28% said “all” of their friends knew about the court. Still, five years into operation, the Community Court does not seem to have substantially differentiated itself from other courts in Philadelphia, and awareness of its existence and how it differed from other courts among these kinds of offenders was lower than what might have been expected. Indeed, among the respondents who had been to the Community Court, few seemed to see any difference between the Community Court and other courts that existed in Philadelphia, except that the Community Court was located in a different building. And like other courts, one complaint lodged against the Community Court was that the lines that seemed to get into and through the court discouraged some

people from attending their scheduled appearances. Several respondents said that they grew impatient with the lines and simply walked away from their court date.

#### *Perceptions about the Community Court*

Among the 69 respondents who had ever had a case at the Philadelphia Community Court, slightly more than a quarter of them (26%) said that they had received “fair” treatment, while one fifth (20%) said that they had received “unfair” or “poor” treatment, the remainder offered no opinion. Several subjects mentioned that if they had gone to a different court, the outcome might have been jail rather than the fine and community service they received at the community court. In addition to the generally lighter sentences that some subjects said were handed out by the Community Court as compared with other courts in Philadelphia, another advantage, according to some subjects, was that the Community Court was more flexible in sentencing than other courts. Most subjects who said that the Community Court was “unfair” did not elaborate very much on what they meant by that, but aside from the widespread perception that the criminal justice system is stacked against poor people and that there was little that they could do to fight their case in court, some respondents complained about their inability to pay fines that were imposed by the court, and they saw that as unfair. The majority of the respondents (71%) who had been there, said that “getting over” on the Philadelphia Community Court was difficult, and perhaps because of this difficulty in *gaming* the system, most of them gave very terse answers to whether it was possible to do so. A few subjects said that hiring a private lawyer was another way to beat charges at the Community Court, but most did not have the resources to do that.

#### *Changes in attitudes, orientations and behaviors*

The project recruited active drinkers and sex workers, so it was no surprise that among the 69 subjects who had been to the Community Court at least once, 32% were frank in telling the researchers that the court had no impact upon their drinking behavior or patterns of sex work, but 60% said that they did change in some way. This finding is tempered by the suspicion that some subjects offered socially desirable responses to this question. Some of the drinkers and sex workers said that they had changed the way that they “worked” or spent their time as a result of their experience at the court, but their continued offending tends to suggest otherwise. Most of the drinkers who said that they had changed their behaviors noted that their recent interactions with police and the courts had led them to move from public to private domains to continue drinking and using drugs, and this may indicate that the Community Court had some deterrent effect, especially among those who had been there more than once. And there was a clear difference along gender lines between the sample of (primarily male) drinkers and the sample of (primarily female) sex workers in their narratives about whether they had changed as a result of their experience(s) at the Community Court. Female sex workers with children, for example, often found themselves far more entangled with the criminal justice and child welfare systems than males, and these additional burdens and the greater leverage that the city had over them as compared with the men, appears to have led them to make greater changes than the men.

#### *Services offered through the Community Court*



The researchers did not expect that active offenders would exhibit a history of taking advantage of assistance offered through the Community Court, yet of the 69 respondents who said that they had a case at the Philadelphia Community Court, 44% said that assistance they had been offered had been useful to themselves or their friends (or *could* be useful), but 41% reported that assistance offered through the court had not been helpful. Still, there were a few respondents who represented potential success stories among the active offenders in the sample. Among the subjects who reported utilizing services accessed through the Community Court, drug or alcohol treatment was most frequently mentioned, yet the substance abuse treatment that was cited by some respondents as being helpful did not seem to be nearly long enough to make a real difference. And some respondents, it seems, were not interested in quitting drugs at all, but rather, using the drug treatment option as a way to avoid more serious penalties and/or reduce one's level of drug dependence. In addition to drug treatment, there were several other "services" mentioned by subjects that were available through the Community Court, including housing and job training, but only a few seem to have taken advantage of them.

## APPENDIX AA

Summary Arrests - 2006		Misdemeanor Arrests - 2006	
Alcoholic Beverages	2408	Drug offenses	841
Disorderly Conduct	1131	Prostitution	122
Underage Drinking	857	Retail Theft	72
Obstruction of Highway	814	Theft	47
Loitering	806	Theft/RSP	5
Retail Theft	668	Contempt of Court	4
Public Urination	635	Criminal Mischief	0
Defiant Trespass	378	Defiant Trespasser	0
Public Drunkenness	269	Possession of Offensive Weapon	0
Criminal Mischief	170	Resisting Arrest	0
Theft of Services	123	Theft of Services	0
Gambling	121	Other	27
Failure to Disperse	96		
Theft	91	Total	1126
Alcohol Beverage (inside auto)	78		
Cutting Weapons	56		
Vending Prohibited	47		
Harassment	45		
Smoking Prohibited	43		
Use of Container	15		
Violation City Ordinance (general)	14		
Graffiti	8		
Distribution of Handbill	5		
All other offenses	134		
Total	9012		

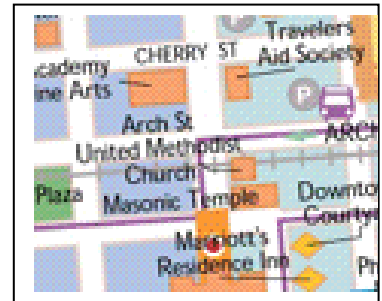
APPENDIX AB

Nº 00001

# Philadelphia Street Study

You can earn \$20 – \$50 if you are eligible!

**Arch St. United Methodist Church**  
**55 North Broad St.**  
**Monday/Tuesday/Wednesday**  
**October 1<sup>st</sup> - 24<sup>th</sup>, 2007**  
**10:00AM – 3:00 PM**



## **APPENDIX AC: Informed Consent Script**

### **A. PURPOSE OF THE STUDY**

You are invited to participate in a study about the Philadelphia Community Court. The information I will give you can help you make a good choice about joining the study.

The purpose of the study is to learn about the impact that the Philadelphia Community Court might have on the people who are seen by the court. The purpose of the study is to evaluate the effectiveness of the court and improve it.

You are invited to be part of this study because you said you have been arrested at least once in Philadelphia for drinking in public or prostitution and you are at least 18 years of age.

The National Center for State Courts is conducting this study, and this part of it is being done by researchers from John Jay College in New York City.

### **B. PROCEDURES**

If you agree to take part, you will participate in a 20-25 minute interview about drinking or sex work (or both) in Philadelphia and your experiences with the court system. We will write down your answers and digitally record them. You may refuse to answer any questions at any time for any reason. If you refuse to answer a question or do not want to participate any further, you will not be penalized in any way.

I will ask all the questions. We will not collect your name or other identifying information on any interview form.

Since we are interested in interviewing people like yourself who are knowledgeable about drinking in public and sex work in Philadelphia, after your interview, we will explain how you can help us recruit other people to participate in the study. If you do not want to participate any further, you will not be penalized in any way.

### **C. RISKS**

There are minimal risks from being in this study. All answers you give will be kept private and confidential. They will not be given to the police.

### **D. BENEFITS**

Benefits you may get from being part of this study include referrals to local social service programs that can offer help for a wide variety of needs; health, housing, and employment, to name a few.

Another benefit is that this study will help the city of Philadelphia learn more about how to improve the court system and its ability to help people.

### **E. COMPENSATION**

To account for your time in answering questions, we will pay you \$20 at the end of the interview.

If you agree to participate in helping the project recruit additional people to interview, you will be paid \$10 for each eligible person that you recruit who completes the interview.

#### F. PERSONS TO CONTACT

This study is run by Ric Curtis, a professor at John Jay College. His phone number is (212) 237-8962. You may call him with any questions about your participation.

If you have questions about your rights as a study participant or if you feel that you have been harmed, you may contact Fred Cheesman at the National Center for State Courts, our boss on this study. His phone number is (757)-259-1872.

#### G. PRIVACY STATEMENT

Your participation in this study is completely confidential. Only the number on your coupon will be attached to your responses. No one except the study staff at John Jay College will have access to anything you tell us. The report that we write about what we find will not be written in a way that would let someone who reads it figure out who you are.

While your responses are confidential, there is a very slight chance that an unauthorized person may get access to them. To prevent this from happening, you will not be asked to give your name to any member of the study team. And any answers that you give us on surveys or in interviews will be kept in a locked file cabinet at the study office, to which only specific study staff will have access.

#### H. VOLUNTARY PARTICIPATION AND WITHDRAWAL STATEMENT

This study is VOLUNTARY. You are not giving up any legal claims or rights because of your participation in this study. If you do join, you are free to quit at any time.

#### I. AGREEMENT

Are you willing to be in this study?

**APPENDIX AD: RDS Tracking**

**Coupon Management**

**Respondent ID:** \_\_\_\_\_

Date of Interview: \_\_\_\_\_

Birthplace: \_\_\_\_\_

Age: \_\_\_\_\_

Gender:            M            F            Other

Ethnicity:            Black            White            Latino            Other

Features:  
1. \_\_\_\_\_  
2. \_\_\_\_\_  
3. \_\_\_\_\_

Network Size:

Males: \_\_\_\_\_

Females: \_\_\_\_\_

Coupons Given:  
  
\_\_\_\_\_  
  
\_\_\_\_\_  
  
\_\_\_\_\_

## Coupon Redemption

**Respondent ID:** \_\_\_\_\_

**Date of Interview:** \_\_\_\_\_

**Coupons Offered:**

**Redeemed and paid on:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Refusals:**

**Males:**

**Black:** \_\_\_\_\_

**White:** \_\_\_\_\_

**Latino:** \_\_\_\_\_

**Other:** \_\_\_\_\_

**Females:**

**Black:** \_\_\_\_\_

**White:** \_\_\_\_\_

**Latino:** \_\_\_\_\_

**Other:** \_\_\_\_\_

**Reasons for refusals:**

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_

## Payment Vouchers

<p style="text-align: center;">Initial Interview</p> <p>Coupon # _____</p> <p>Date: _____</p> <p>Authorized Signature _____</p>
<p style="text-align: center;">Coupon Redemption</p> <p>Coupon # _____</p> <p>Date: _____</p> <p>Authorized Signature _____</p>
<p style="text-align: center;">Coupon Redemption</p> <p>Coupon # _____</p> <p>Date: _____</p> <p>Authorized Signature _____</p>
<p style="text-align: center;">Coupon Redemption</p> <p>Coupon # _____</p> <p>Date: _____</p> <p>Authorized Signature _____</p>



## APPENDIX AE: SEX WORKER QUESTIONNAIRE

Coupon # \_\_\_\_\_

1. How many years of school did you complete? \_\_\_\_\_
2. Where are you from? \_\_\_\_\_
3. Where do you live? \_\_\_\_\_
4. Who else do you live with? \_\_\_\_\_
5. How long have you lived there? \_\_\_\_\_
6. Who pays the rent/bills? \_\_\_\_\_
7. How long have you been in the life? \_\_\_\_\_
8. How old were you when you first started? \_\_\_\_\_
9. Do you work on or off the streets these days?      Off    On    Both
10. How many days/nights did you work last week? \_\_\_\_\_
11. How do you get the customers? (*street pimp club/bar referral other*)
12. How many customers do you see in one day? \_\_\_\_\_
13. Who are your customers? (*profession, ethnicity, age, residence, marital status, etc.*) \_\_\_\_\_
14. How many of these would you refer to as steadies? \_\_\_\_\_
15. Where do you go with the customers?      *cars parks/alleys hotels*  
*brothel/parlor bars own room client's residence*  
*other* \_\_\_\_\_
16. What prices are charged? \_\_\_\_\_  
\_\_\_\_\_
17. About how much money do you make each day/night? \_\_\_\_\_

18. What's the first thing you pay/buy when you get your money?

\_\_\_\_\_

19. Do you have any other source of income?    Yes    No

*If yes, what is this source?* \_\_\_\_\_

20. What are your main expenses?    *rent    food    clothes    other* \_\_\_\_\_

21. Do you owe anyone money?                      Yes    No

*If yes, how much, for what and to who do you owe?*

\_\_\_\_\_

22. Tell me about the tracks/strolls. Do you usually work the same track/stroll?

Yes    No

*If yes, where?* \_\_\_\_\_

*If not, how often and why do you change it around?*

\_\_\_\_\_

23. How often do you have trouble with people in the neighborhood where you work?

*(boyfriends, residents, store owners, dealers/gangsters, cops, johns)*

*Tell me what happened the last time.*

\_\_\_\_\_

24. How often have you been in a verbal or physical fight with others in the life?

\_\_\_\_\_

*With who?              Dates    pimps    sex workers    residents    the police*

*Other* \_\_\_\_\_

*Tell me about your most recent fight.*

\_\_\_\_\_

25. How do you protect yourself against beatings, theft, or other forms of assault?

\_\_\_\_\_

26. Do you have a man (a pimp)? Yes No

*If you do, can you tell us about him/her? (physical description, ethnicity, age, other)*\_\_\_\_\_

27. How many others work for him/her? \_\_\_\_\_

28. Can you tell us about them? (gender, age, ethnicity, other).

\_\_\_\_\_

29. How many other pimps do you know? \_\_\_\_\_

30. How many other people do you know who do what you do? \_\_\_\_\_

*Can you tell us about them? (gender, age, ethnicity, other)*

\_\_\_\_\_

*How many of these are boys?* \_\_\_\_\_

*How many of these are transgenders?* \_\_\_\_\_

31. How often do you use condoms? Always Usually Sometimes Seldom Never

32. Have you ever had a sexually transmitted disease (STD)? Yes No

*If yes, what STD(s)?*\_\_\_\_\_

33. When was the last time you saw a doctor? \_\_\_\_\_

*For what?*\_\_\_\_\_

34. What health problems, if any, do you have?\_\_\_\_\_

\_\_\_\_\_

35. What drugs do you take? Alcohol cigarettes weed cocaine crack heroin  
pharmaceuticals other\_\_\_\_\_

36. How much do you spend on drugs per day? \_\_\_\_\_

37. Have you talked with any professionals about your problems? Yes No

38. Has any social service agency tried to contact you? Yes No

*If yes, who?* \_\_\_\_\_

*What services did they offer?* \_\_\_\_\_

*Did you accept help from them?* Yes No

39. How often do you have run-ins with the police? \_\_\_\_\_

40. How many times have you been arrested? \_\_\_\_\_

41. When was the last time that you were arrested? \_\_\_\_\_

*Where?* \_\_\_\_\_

42. What were the charges? \_\_\_\_\_

43. What do you do to avoid the police? \_\_\_\_\_

44. How many times have you been convicted? \_\_\_\_\_

45. For what kind of offenses? \_\_\_\_\_

46. How many times have you been to court? \_\_\_\_\_

*For what charges?* \_\_\_\_\_

47. What courthouse did you go to last time? \_\_\_\_\_

*Tell me what happened.* \_\_\_\_\_

48. Have you even been to the Philadelphia Community Court? Yes No

*If yes, how many times?* \_\_\_\_\_

*For what charges?* \_\_\_\_\_

49. When was the last time that you went to the Community Court? \_\_\_\_\_

50. Have you ever been sentenced by the Community Court? Yes No

*If yes, tell me what happened the last time that you were sentenced.* \_\_\_\_\_

\_\_\_\_\_

51. Have you changed the way that you work as the result of your experiences at the Community Court? Yes No

*If yes, tell me how?* \_\_\_\_\_

\_\_\_\_\_

52. How many of your associates/friends know about the Community Court?

All Most Some Few None

53. What do your associates/friends say about how they were treated at the Community Court? \_\_\_\_\_

\_\_\_\_\_

54. Is the assistance that they offer there useful? Yes No

*If yes, how is it useful?* \_\_\_\_\_

\_\_\_\_\_

55. How easy is it to “get over” on the process?

Very Easy Somewhat Easy Not so Easy Hard Very Hard

*How do they do this?* \_\_\_\_\_

\_\_\_\_\_

## APPENDIX AF: DRINKER QUESTIONNAIRE

Coupon # \_\_\_\_\_

56. How many years of school did you complete? \_\_\_\_\_

57. Where are you from? \_\_\_\_\_

58. Where do you live? \_\_\_\_\_

59. Who else do you live with? \_\_\_\_\_

60. How long have you lived there? \_\_\_\_\_

61. Who pays the rent/bills? \_\_\_\_\_

62. How do you get money? \_\_\_\_\_  
\_\_\_\_\_

63. Do you have a hustle? Yes No

*If yes, can you tell us what you do?* \_\_\_\_\_

64. How old were you when you first started? \_\_\_\_\_

65. How many days/nights did you hustle last week? \_\_\_\_\_

66. About how much money did you make last week? \_\_\_\_\_

67. What's the first thing you pay/buy when you get your money?  
\_\_\_\_\_

68. Do you have any other source of income? Yes No

*If yes, what is this source?* \_\_\_\_\_

69. What are your main expenses? *rent food clothes other* \_\_\_\_\_

70. Do you owe anyone money? Yes No

*If yes, how much, for what and to who do you owe?*  
\_\_\_\_\_

71. How are you supposed to pay back the money? (*kind of installments*)

\_\_\_\_\_

72. How often do you have trouble with people in the neighborhood where you spend time? (*residents, store owners, dealers/gangsters, cops,*) \_\_\_\_\_

*Tell me what happened last time.*

\_\_\_\_\_

73. How many other people do you know who do what you do? *Can you tell us about them?* (*gender, age, ethnicity, other*) \_\_\_\_\_

\_\_\_\_\_

74. Where do you hang out or spend time with these others? \_\_\_\_\_

\_\_\_\_\_

75. When was the last time you saw a doctor? \_\_\_\_\_

*For what?* \_\_\_\_\_

76. What health problems, if any, do you have? \_\_\_\_\_

\_\_\_\_\_

77. What kind of alcohol do you drink? \_\_\_\_\_

78. What size container do you typically buy? \_\_\_\_\_

79. How much money do you spend on alcohol each day? \_\_\_\_\_

80. What drugs do you take? *cigarettes weed cocaine crack heroin*

*pharmaceuticals other* \_\_\_\_\_

81. How much do you spend on drugs per day? \_\_\_\_\_

82. Have you talked with any professionals about your problems?      Yes    No

83. Has any social service agency tried to contact you? Yes No

*If yes, who?* \_\_\_\_\_

*What services did they offer?* \_\_\_\_\_

*Did you accept help from them?* Yes No

84. How often do you have run-ins with the police? \_\_\_\_\_

85. How many times have you been arrested? \_\_\_\_\_

86. When was the last time that you were arrested? \_\_\_\_\_

*Where?* \_\_\_\_\_

87. What were the charges? \_\_\_\_\_

88. What do you do to avoid the police? \_\_\_\_\_

89. How many times have you been convicted? \_\_\_\_\_

90. For what kind of offenses? \_\_\_\_\_

91. How many times have you been to court? \_\_\_\_\_

*For what charges?* \_\_\_\_\_

92. What courthouse did you go to last time? \_\_\_\_\_

*Tell me what happened.* \_\_\_\_\_

93. Have you even been to the Philadelphia Community Court? Yes No

*If yes, how many times?* \_\_\_\_\_

*For what charges?* \_\_\_\_\_

94. When was the last time that you went to the Community Court? \_\_\_\_\_

95. Have you ever been sentenced by the Community Court? Yes No

*If yes, tell me what happened the last time that you were sentenced.* \_\_\_\_\_

\_\_\_\_\_



96. Have you changed the way that you work as the result of your experiences at the  
Community Court? Yes No

*If yes, tell me how?* \_\_\_\_\_  
\_\_\_\_\_

97. How many of your associates/friends know about the Community Court?

All Most Some Few None

98. What do your associates/friends say about how they were treated at the  
Community Court? \_\_\_\_\_  
\_\_\_\_\_

99. Is the assistance that they offer there useful? Yes No

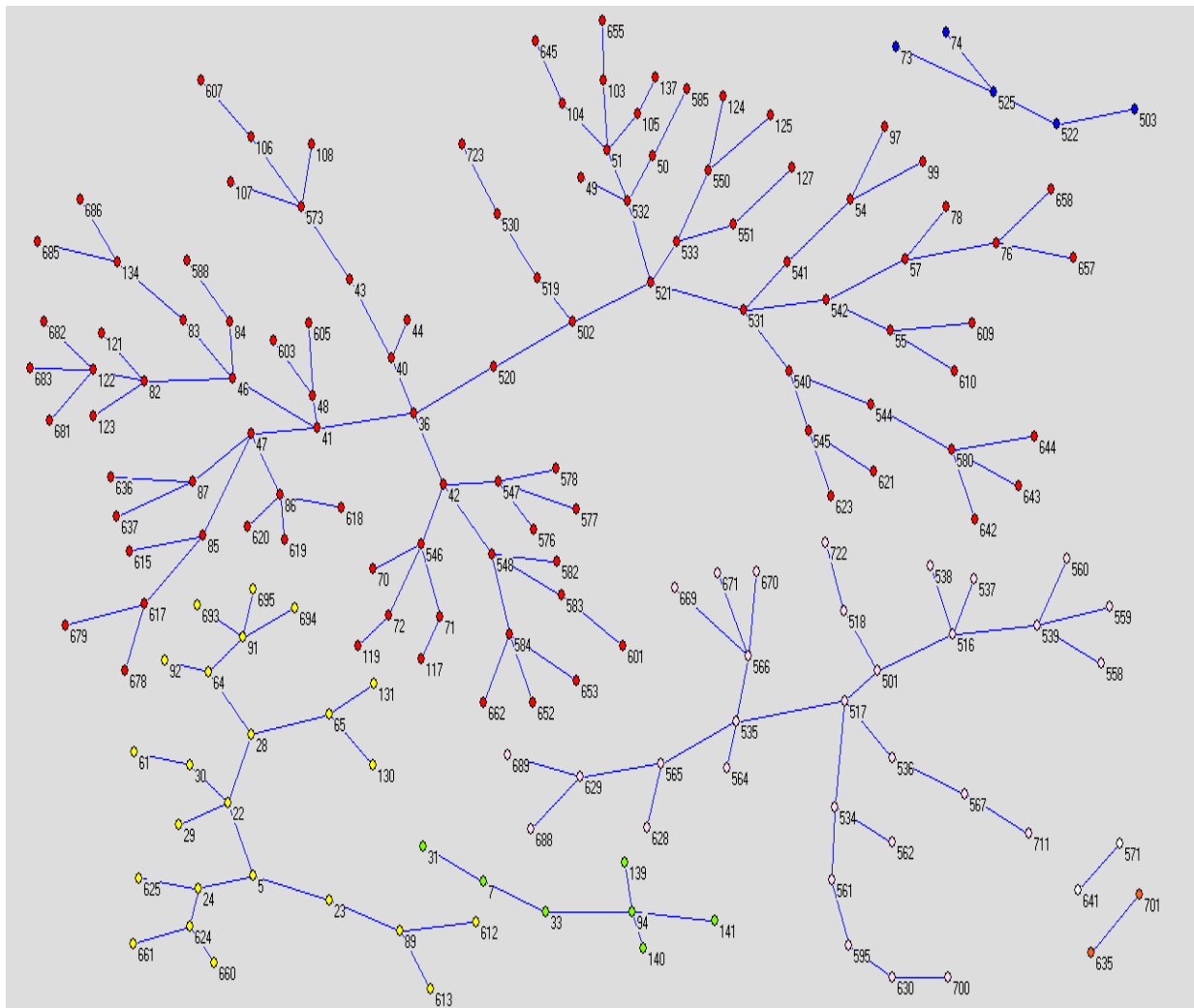
*If yes, how is it useful?* \_\_\_\_\_  
\_\_\_\_\_

100. How easy is it to “get over” on the process?

Very Easy Somewhat Easy Not so Easy Hard Very Hard

*How do they do this?* \_\_\_\_\_  
\_\_\_\_\_

## APPENDIX AG: RDS Recruitment Networks



## APPENDIX AH: RDS Recruitment Data

Table 1

### Population estimates: Male/Female

	Female	Male	Total
<b>Total Distribution of recruits</b>	76.0	93.0	169.0
<b>Estimated Population Proportions</b>	0.39	0.61	1.0
<b>Sample Population Proportions</b>	0.5	0.5	1.0
<b>Recruitment Proportions</b>	0.45	0.55	1.0
<b>Equilibrium Sample Distribution</b>	0.456	0.544	1.0
<b>Mean Network Size, N (adjusted)</b>	7.419	5.673	
<b>Mean Network Size, N (unadjusted)</b>	24.687	56.195	
<b>Homophily (Hx)</b>	0.402	0.218	
<b>Affiliation Homophily (Ha)</b>	0.33	0.33	
<b>Degree Homophily (Hd)</b>	0.105	-0.107	
<b>Population Weights</b>	0.78	1.22	
<b>Recruitment Component (RCx)</b>	0.911	1.089	
<b>Degree Component (DCx)</b>	0.856	1.12	
<b>Standard Error of P</b>	0.052	0.052	

Table 2

### Population estimates: Gender and Race/ethnicity

	Black Female	Black Male	White Female	White Male	Other Female	Other Male	Total
<b>Total Distribution of recruits</b>	41.0	79.0	31.0	10.0	4.0	4.0	169.0
<b>Estimated Population Proportions</b>	0.189	0.595	0.103	0.049	0.017	0.047	1.0
<b>Recruitment Proportions</b>	0.243	0.467	0.183	0.059	0.024	0.024	1.0
<b>Mean Network Size, N (adjusted)</b>	7.922	5.75	6.937	8.526	5.625	2.549	
<b>Homophily (Hx)</b>	0.178	0.187	0.443	-1.0	-1.0	0.213	
<b>Standard Error of P</b>	0.036	0.053	0.033	0.014	0.007	0.032	

## APPENDIX AH: RDS Recruitment Data

Table 3

### Population estimates: Gender and Age

	Female -40	Female 40+	Male -40	Male 40+	Total
<b>Total Distribution of recruits</b>	44.0	32.0	36.0	57.0	169.0
<b>Estimated Population Proportions</b>	0.236	0.159	0.231	0.374	1.0
<b>Recruitment Proportions</b>	0.26	0.189	0.213	0.337	1.0
<b>Mean Network Size, N (adjusted)</b>	8.177	6.97	5.619	5.747	
<b>Homophily (Hx)</b>	0.287	0.305	0.269	0.025	
<b>Standard Error of P</b>	0.034	0.044	0.062	0.046	

Table 4

### Recruitment by Gender and Age (Recruitment Count)

Person who Recruited	Recruits				
	Female -40	Female 40+	Male -40	Male 40+	Total
<b>Female -40</b>	23.0 0.469	7.0 0.143	8.0 0.163	11.0 0.224	49.0 1.0
<b>Female 40+</b>	7.0	10.0	3.0	5.0	25.0
<b>Male -40</b>	0.28 9.0	0.4 9.0	0.12 9.0	0.2 9.0	1.0 36.0
	0.25	0.25	0.25	0.25	1.0
<b>Male 40+</b>	5.0 0.085	6.0 0.102	16.0 0.271	32.0 0.542	59.0 1.0

## APPENDIX AI

**Table 1**

**Race/Ethnicity by Type of Offender**

	Drinker	Sex Worker	Total
African-American	84	65	149
White	13	39	52
Hispanic/Latino	2	2	4
Native American	1	0	1
Mixed	2	2	4
Total	102	108	210

**Table 2**

**Where individual lives by Type of Offender**

Location	Drinker	Sex Worker	Total
Central Philly	4	3	7
Northeast Philly	4	9	13
North Philly	17	13	30
South Philly	7	9	16
Southwest Philly	3	3	6
West Philly	7	5	12
Unspecified Philly	9	10	19
Other PA County	3	5	8
Homeless	19	13	32
Shelter	21	31	52
Streets	4	4	8
Other	4	2	6
Missing	0	1	1
Total	102	108	210

## APPENDIX AI

**Table 3**

**How Drinkers Get Money**

Day Labor	1
Disability	3
Illegitimate Work	13
Legit Job	20
Military	4
Odd Jobs	14
Other	7
Other Public Assistance	22
SSI	5
Welfare	6
MISSING	7
Total	102

**Table 4**

**Primary Expenses by Type of Offender**

Primary Expenses	Drinker	Sex Worker	Total
Alcohol	4	1	5
Beauty/Toiletries	0	1	1
Cell Phone	3	2	5
Child Care	2	2	4
Cigarettes	1	0	1
Clothing	4	1	5
Food	6	12	18
Drugs	2	2	4
Multiple Substances	3	1	4
Multiple Not Including Substances	42	53	95
Multiple Including Substances	17	12	29
Rent	7	8	15
Other	3	2	5
Not Applicable	2	5	7
Various Bills/Utilities	2	2	4
MISSING	4	4	8
Total	102	108	210

## APPENDIX AI

**Table 5**

Marijuana Use by Gender				
		Male	Female	Total
No	Count	55	63	118
	% within MARI	46.6%	53.4%	100.0%
	% within GENDER	52.9%	59.4%	56.2%
	% of Total	26.2%	30.0%	56.2%
Yes	Count	48	42	90
	% within MARI	53.3%	46.7%	100.0%
	% within GENDER	46.2%	39.6%	42.9%
	% of Total	22.9%	20.0%	42.9%
MISSING	Count	1	1	2
	% within MARI	50.0%	50.0%	100.0%
	% within GENDER	1.0%	.9%	1.0%
	% of Total	.5%	.5%	1.0%
Total	Count	104	106	210
	% within MARI	49.5%	50.5%	100.0%
	% within GENDER	100.0%	100.0%	100.0%
	% of Total	49.5%	50.5%	100.0%

## APPENDIX AI

**Table 6**

**Crack Use by Gender**

		Male	Female	Total
No	Count	70	71	141
	% within CRACK	49.6%	50.4%	100.0%
	% within GENDER	67.3%	67.0%	67.1%
	% of Total	33.3%	33.8%	67.1%
Yes	Count	33	34	67
	% within CRACK	49.3%	50.7%	100.0%
	% within GENDER	31.7%	32.1%	31.9%
	% of Total	15.7%	16.2%	31.9%
MISSING	Count	1	1	2
	% within CRACK	50.0%	50.0%	100.0%
	% within GENDER	1.0%	.9%	1.0%
	% of Total	.5%	.5%	1.0%
Total	Count	104	106	210
	% within CRACK	49.5%	50.5%	100.0%
	% within GENDER	100.0%	100.0%	100.0%
	% of Total	49.5%	50.5%	100.0%



## APPENDIX AI

**Table 7**

**Cocaine Use by Gender**

		Male	Female	Total
No	Count	64	78	142
	% within COCAINE	45.1%	54.9%	100.0%
	% within GENDER	61.5%	73.6%	67.6%
	% of Total	30.5%	37.1%	67.6%
Yes	Count	39	27	66
	% within COCAINE	59.1%	40.9%	100.0%
	% within GENDER	37.5%	25.5%	31.4%
	% of Total	18.6%	12.9%	31.4%
MISSING	Count	1	1	2
	% within COCAINE	50.0%	50.0%	100.0%
	% within GENDER	1.0%	.9%	1.0%
	% of Total	.5%	.5%	1.0%
Total	Count	104	106	210
	% within COCAINE	49.5%	50.5%	100.0%
	% within GENDER	100.0%	100.0%	100.0%
	% of Total	49.5%	50.5%	100.0%

## APPENDIX AI

**Table 8**

**Pharmaceutical Use by Gender**

		Male	Female	Total
No	Count	80	87	167
	% within PHARM	47.9%	52.1%	100.0%
	% within GENDER	76.9%	82.1%	79.5%
	% of Total	38.1%	41.4%	79.5%
Yes	Count	23	18	41
	% within PHARM	56.1%	43.9%	100.0%
	% within GENDER	22.1%	17.0%	19.5%
	% of Total	11.0%	8.6%	19.5%
MISSING	Count	1	1	2
	% within PHARM	50.0%	50.0%	100.0%
	% within GENDER	1.0%	.9%	1.0%
	% of Total	.5%	.5%	1.0%
Total	Count	104	106	210
	% within PHARM	49.5%	50.5%	100.0%
	% within GENDER	100.0%	100.0%	100.0%
	% of Total	49.5%	50.5%	100.0%

## APPENDIX AI

**Table 9**

### Heroin Use by Gender

		Male	Female	Total
No	Count	95	90	185
	% within HEROIN	51.4%	48.6%	100.0%
	% within GENDER	91.3%	84.9%	88.1%
	% of Total	45.2%	42.9%	88.1%
Yes	Count	8	15	23
	% within HEROIN	34.8%	65.2%	100.0%
	% within GENDER	7.7%	14.2%	11.0%
	% of Total	3.8%	7.1%	11.0%
MISSING	Count	1	1	2
	% within HEROIN	50.0%	50.0%	100.0%
	% within GENDER	1.0%	.9%	1.0%
	% of Total	.5%	.5%	1.0%
Total	Count	104	106	210
	% within HEROIN	49.5%	50.5%	100.0%
	% within GENDER	100.0%	100.0%	100.0%
	% of Total	49.5%	50.5%	100.0%

## APPENDIX AI

**Table 10**

**Amount of Money Spent on Drugs by Gender**

Amount Spent on Drugs		Male	Female	Total
0	Count	6	11	17
	% within SPEND DRUGS	35.3%	64.7%	100.0%
	% within GENDER	5.8%	10.4%	8.1%
	% of Total	2.9%	5.2%	8.1%
>\$10	Count	24	22	46
	% within SPEND DRUGS	52.2%	47.8%	100.0%
	% within GENDER	23.1%	20.8%	21.9%
	% of Total	11.4%	10.5%	21.9%
\$10-20	Count	24	17	41
	% within SPEND DRUGS	58.5%	41.5%	100.0%
	% within GENDER	23.1%	16.0%	19.5%
	% of Total	11.4%	8.1%	19.5%
\$21-50	Count	14	19	33
	% within SPEND DRUGS	42.4%	57.6%	100.0%
	% within GENDER	13.5%	17.9%	15.7%
	% of Total	6.7%	9.0%	15.7%
\$51-99	Count	3	4	7
	% within SPEND DRUGS	42.9%	57.1%	100.0%
	% within GENDER	2.9%	3.8%	3.3%
	% of Total	1.4%	1.9%	3.3%
\$100+	Count	19	21	40
	% within SPEND DRUGS	47.5%	52.5%	100.0%
	% within GENDER	18.3%	19.8%	19.0%
	% of Total	9.0%	10.0%	19.0%
Not Applicable	Count	4	1	5
	% within SPEND DRUGS	80.0%	20.0%	100.0%
	% within GENDER	3.8%	.9%	2.4%
	% of Total	1.9%	.5%	2.4%
MISSING	Count	10	11	21
	% within SPEND DRUGS	47.6%	52.4%	100.0%
	% within GENDER	9.6%	10.4%	10.0%
	% of Total	4.8%	5.2%	10.0%
Total	Count	104	106	210
	% within SPEND DRUGS	49.5%	50.5%	100.0%
	% within GENDER	100.0%	100.0%	100.0%
	% of Total	49.5%	50.5%	100.0%

## APPENDIX AI

**Table 11**

### Last Doctor Visit by Gender

Last Doctor Visit		Male	Female	Total
Within Last Week	Count	14	36	50
	% within DOCTOR	28.0%	72.0%	100.0%
	% within GENDER	13.5%	34.0%	23.8%
	% of Total	6.7%	17.1%	23.8%
Within Last Month	Count	42	41	83
	% within DOCTOR	50.6%	49.4%	100.0%
	% within GENDER	40.4%	38.7%	39.5%
	% of Total	20.0%	19.5%	39.5%
Within Last 6 Months	Count	28	18	46
	% within DOCTOR	60.9%	39.1%	100.0%
	% within GENDER	26.9%	17.0%	21.9%
	% of Total	13.3%	8.6%	21.9%
Within Last Year	Count	11	8	19
	% within DOCTOR	57.9%	42.1%	100.0%
	% within GENDER	10.6%	7.5%	9.0%
	% of Total	5.2%	3.8%	9.0%
More than 1 Year	Count	6	3	9
	% within DOCTOR	66.7%	33.3%	100.0%
	% within GENDER	5.8%	2.8%	4.3%
	% of Total	2.9%	1.4%	4.3%
I Don't Know	Count	3	0	3
	% within DOCTOR	100.0%	.0%	100.0%
	% within GENDER	2.9%	.0%	1.4%
	% of Total	1.4%	.0%	1.4%
Total	Count	104	106	210
	% within DOCTOR	49.5%	50.5%	100.0%
	% within GENDER	100.0%	100.0%	100.0%
	% of Total	49.5%	50.5%	100.0%

## APPENDIX AI

**Table 12**

**Sex Worker Sexually Transmitted Infections by Gender**

		Male	Female	Total
Gonorrhea	Count	1	14	15
	% within WHAT STI	6.7%	93.3%	100.0%
	% within GENDER	9.1%	14.4%	13.9%
	% of Total	.9%	13.0%	13.9%
syphilis	Count	0	5	5
	% within WHAT STI	.0%	100.0%	100.0%
	% within GENDER	.0%	5.2%	4.6%
	% of Total	.0%	4.6%	4.6%
Chlamydia	Count	1	11	12
	% within WHAT STI	8.3%	91.7%	100.0%
	% within GENDER	9.1%	11.3%	11.1%
	% of Total	.9%	10.2%	11.1%
Crabs	Count	1	0	1
	% within WHAT STI	100.0%	.0%	100.0%
	% within GENDER	9.1%	.0%	.9%
	% of Total	.9%	.0%	.9%
HIV	Count	0	4	4
	% within WHAT STI	.0%	100.0%	100.0%
	% within GENDER	.0%	4.1%	3.7%
	% of Total	.0%	3.7%	3.7%
Trichomonosis	Count	0	2	2
	% within WHAT STI	.0%	100.0%	100.0%
	% within GENDER	.0%	2.1%	1.9%
	% of Total	.0%	1.9%	1.9%
Multiple	Count	2	5	7
	% within WHAT STI	28.6%	71.4%	100.0%
	% within GENDER	18.2%	5.2%	6.5%
	% of Total	1.9%	4.6%	6.5%
Not Applicable	Count	4	52	56
	% within WHAT STI	7.1%	92.9%	100.0%
	% within GENDER	36.4%	53.6%	51.9%
	% of Total	3.7%	48.1%	51.9%
MISSING	Count	2	4	6

	% within WHAT STI	33.3%	66.7%	100.0%
	% within GENDER	18.2%	4.1%	5.6%
	% of Total	1.9%	3.7%	5.6%
Total	Count	11	97	108
	% within WHAT STI	10.2%	89.8%	100.0%
	% within GENDER	100.0%	100.0%	100.0%
	% of Total	10.2%	89.8%	100.0%

## APPENDIX AI

**Table 13**

### Run-Ins with the Police

Frequency		Drinker	Sex Worker	Total
Never	Count	28	45	73
	% within RUN INS	38.4%	61.6%	100.0%
	% within TYPE	27.5%	41.7%	34.8%
	% of Total	13.3%	21.4%	34.8%
Seldom	Count	42	36	78
	% within RUN INS	53.8%	46.2%	100.0%
	% within TYPE	41.2%	33.3%	37.1%
	% of Total	20.0%	17.1%	37.1%
Sometimes	Count	12	9	21
	% within RUN INS	57.1%	42.9%	100.0%
	% within TYPE	11.8%	8.3%	10.0%
	% of Total	5.7%	4.3%	10.0%
Often	Count	5	0	5
	% within RUN INS	100.0%	.0%	100.0%
	% within TYPE	4.9%	.0%	2.4%
	% of Total	2.4%	.0%	2.4%
Always	Count	8	14	22
	% within RUN INS	36.4%	63.6%	100.0%
	% within TYPE	7.8%	13.0%	10.5%
	% of Total	3.8%	6.7%	10.5%
Missing	Count	7	4	11
	% within RUN INS	63.6%	36.4%	100.0%
	% within TYPE	6.9%	3.7%	5.2%
	% of Total	3.3%	1.9%	5.2%
Total	Count	102	108	210
	% within RUN INS	48.6%	51.4%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	48.6%	51.4%	100.0%



## APPENDIX AI

**Table 14**

**Date of Last arrest**

When		Drinker	Sex Worker	Total
In Last Week	Count	3	1	4
	% within LAST ARREST	75.0%	25.0%	100.0%
	% within TYPE	2.9%	.9%	1.9%
	% of Total	1.4%	.5%	1.9%
In Last Month	Count	5	6	11
	% within LAST ARREST	45.5%	54.5%	100.0%
	% within TYPE	4.9%	5.6%	5.2%
	% of Total	2.4%	2.9%	5.2%
In Last 6 Months	Count	20	7	27
	% within LAST ARREST	74.1%	25.9%	100.0%
	% within TYPE	19.6%	6.5%	12.9%
	% of Total	9.5%	3.3%	12.9%
In Last Year	Count	3	3	6
	% within LAST ARREST	50.0%	50.0%	100.0%
	% within TYPE	2.9%	2.8%	2.9%
	% of Total	1.4%	1.4%	2.9%
Last 1-2 Years	Count	32	39	71
	% within LAST ARREST	45.1%	54.9%	100.0%
	% within TYPE	31.4%	36.1%	33.8%
	% of Total	15.2%	18.6%	33.8%
In Last 5 Years	Count	11	16	27
	% within LAST ARREST	40.7%	59.3%	100.0%
	% within TYPE	10.8%	14.8%	12.9%
	% of Total	5.2%	7.6%	12.9%
Last 10+ Years	Count	14	8	22
	% within LAST ARREST	63.6%	36.4%	100.0%
	% within TYPE	13.7%	7.4%	10.5%
	% of Total	6.7%	3.8%	10.5%
Not Applicable	Count	9	22	31
	% within LAST ARREST	29.0%	71.0%	100.0%
	% within TYPE	8.8%	20.4%	14.8%
	% of Total	4.3%	10.5%	14.8%
I Don't Know	Count	1	1	2
	% within LAST ARREST	50.0%	50.0%	100.0%
	% within TYPE	1.0%	.9%	1.0%
	% of Total	.5%	.5%	1.0%

MISSING	Count	4	5	9
	% within LAST ARREST	44.4%	55.6%	100.0%
	% within TYPE	3.9%	4.6%	4.3%
	% of Total	1.9%	2.4%	4.3%
Total	Count	102	108	210
	% within LAST ARREST	48.6%	51.4%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	48.6%	51.4%	100.0%

## APPENDIX AI

**Table 15**

### Location of Last Arrest

Location		Drinker	Sex Worker	Total
Central Philly	Count	6	2	8
	% within WHERE ARREST	75.0%	25.0%	100.0%
	% within TYPE	5.9%	1.9%	3.8%
	% of Total	2.9%	1.0%	3.8%
Northeast Philly	Count	1	4	5
	% within WHERE ARREST	20.0%	80.0%	100.0%
	% within TYPE	1.0%	3.7%	2.4%
	% of Total	.5%	1.9%	2.4%
North Philly	Count	8	12	20
	% within WHERE ARREST	40.0%	60.0%	100.0%
	% within TYPE	7.8%	11.1%	9.5%
	% of Total	3.8%	5.7%	9.5%
Northwest Philly	Count	2	2	4
	% within WHERE ARREST	50.0%	50.0%	100.0%
	% within TYPE	2.0%	1.9%	1.9%
	% of Total	1.0%	1.0%	1.9%
South Philly	Count	2	6	8
	% within WHERE ARREST	25.0%	75.0%	100.0%
	% within TYPE	2.0%	5.6%	3.8%
	% of Total	1.0%	2.9%	3.8%
Southwest Philly	Count	0	1	1
	% within WHERE ARREST	.0%	100.0%	100.0%
	% within TYPE	.0%	.9%	.5%
	% of Total	.0%	.5%	.5%
West Philly	Count	4	1	5
	% within WHERE ARREST	80.0%	20.0%	100.0%
	% within TYPE	3.9%	.9%	2.4%
	% of Total	1.9%	.5%	2.4%
Unspecified Philly	Count	49	48	97
	% within WHERE ARREST	50.5%	49.5%	100.0%
	% within TYPE	48.0%	44.4%	46.2%
	% of Total	23.3%	22.9%	46.2%
City Hall	Count	2	2	4
	% within WHERE ARREST	50.0%	50.0%	100.0%
	% within TYPE	2.0%	1.9%	1.9%
	% of Total	1.0%	1.0%	1.9%

Other PA County	Count	3	1	4
	% within WHERE ARREST	75.0%	25.0%	100.0%
	% within TYPE	2.9%	.9%	1.9%
	% of Total	1.4%	.5%	1.9%
Other State	Count	9	4	13
	% within WHERE ARREST	69.2%	30.8%	100.0%
	% within TYPE	8.8%	3.7%	6.2%
	% of Total	4.3%	1.9%	6.2%
Not Applicable	Count	9	22	31
	% within WHERE ARREST	29.0%	71.0%	100.0%
	% within TYPE	8.8%	20.4%	14.8%
	% of Total	4.3%	10.5%	14.8%
MISSING	Count	7	3	10
	% within WHERE ARREST	70.0%	30.0%	100.0%
	% within TYPE	6.9%	2.8%	4.8%
	% of Total	3.3%	1.4%	4.8%
Total	Count	102	108	210
	% within WHERE ARREST	48.6%	51.4%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	48.6%	51.4%	100.0%

## APPENDIX AI

**Table 16**

### Number of Times in Court by Offender

		Drinker	Sex Worker	Total
0	Count	15	22	37
	% within TIMES COURT	40.5%	59.5%	100.0%
	% within TYPE	14.9%	20.4%	17.7%
	% of Total	7.2%	10.5%	17.7%
1	Count	11	21	32
	% within TIMES COURT	34.4%	65.6%	100.0%
	% within TYPE	10.9%	19.4%	15.3%
	% of Total	5.3%	10.0%	15.3%
2	Count	10	17	27
	% within TIMES COURT	37.0%	63.0%	100.0%
	% within TYPE	9.9%	15.7%	12.9%
	% of Total	4.8%	8.1%	12.9%
3	Count	14	8	22
	% within TIMES COURT	63.6%	36.4%	100.0%
	% within TYPE	13.9%	7.4%	10.5%
	% of Total	6.7%	3.8%	10.5%
4	Count	7	5	12
	% within TIMES COURT	58.3%	41.7%	100.0%
	% within TYPE	6.9%	4.6%	5.7%
	% of Total	3.3%	2.4%	5.7%
5	Count	5	4	9
	% within TIMES COURT	55.6%	44.4%	100.0%
	% within TYPE	5.0%	3.7%	4.3%
	% of Total	2.4%	1.9%	4.3%
6	Count	3	7	10
	% within TIMES COURT	30.0%	70.0%	100.0%
	% within TYPE	3.0%	6.5%	4.8%
	% of Total	1.4%	3.3%	4.8%
7	Count	3	2	5
	% within TIMES COURT	60.0%	40.0%	100.0%
	% within TYPE	3.0%	1.9%	2.4%
	% of Total	1.4%	1.0%	2.4%
8	Count	5	3	8
	% within TIMES COURT	62.5%	37.5%	100.0%
	% within TYPE	5.0%	2.8%	3.8%

	% of Total	2.4%	1.4%	3.8%
10	Count	2	5	7
	% within TIMES COURT	28.6%	71.4%	100.0%
	% within TYPE	2.0%	4.6%	3.3%
	% of Total	1.0%	2.4%	3.3%
11-20	Count	8	7	15
	% within TIMES COURT	53.3%	46.7%	100.0%
	% within TYPE	7.9%	6.5%	7.2%
	% of Total	3.8%	3.3%	7.2%
21-50	Count	6	1	7
	% within TIMES COURT	85.7%	14.3%	100.0%
	% within TYPE	5.9%	.9%	3.3%
	% of Total	2.9%	.5%	3.3%
More than 50	Count	2	0	2
	% within TIMES COURT	100.0%	.0%	100.0%
	% within TYPE	2.0%	.0%	1.0%
	% of Total	1.0%	.0%	1.0%
MISSING	Count	10	6	16
	% within TIMES COURT	62.5%	37.5%	100.0%
	% within TYPE	9.9%	5.6%	7.7%
	% of Total	4.8%	2.9%	7.7%
Total	Count	101	108	209
	% within TIMES COURT	48.3%	51.7%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	48.3%	51.7%	100.0%

## APPENDIX AI

**Table 17**

### Last Court Visited

		Drinker	Sex Worker	Total
Philadelphia Community Court	Count	16	8	24
	% within COURTHOUSE	66.7%	33.3%	100.0%
	% within TYPE	15.7%	7.4%	11.4%
	% of Total	7.6%	3.8%	11.4%
Criminal Justice Center	Count	41	51	92
	% within COURTHOUSE	44.6%	55.4%	100.0%
	% within TYPE	40.2%	47.2%	43.8%
	% of Total	19.5%	24.3%	43.8%
City Hall	Count	6	4	10
	% within COURTHOUSE	60.0%	40.0%	100.0%
	% within TYPE	5.9%	3.7%	4.8%
	% of Total	2.9%	1.9%	4.8%
Juvenile/Domestic	Count	2	2	4
	% within COURTHOUSE	50.0%	50.0%	100.0%
	% within TYPE	2.0%	1.9%	1.9%
	% of Total	1.0%	1.0%	1.9%
Other PA County	Count	6	8	14
	% within COURTHOUSE	42.9%	57.1%	100.0%
	% within TYPE	5.9%	7.4%	6.7%
	% of Total	2.9%	3.8%	6.7%
Other State	Count	6	4	10
	% within COURTHOUSE	60.0%	40.0%	100.0%
	% within TYPE	5.9%	3.7%	4.8%
	% of Total	2.9%	1.9%	4.8%
Other	Count	8	2	10
	% within COURTHOUSE	80.0%	20.0%	100.0%
	% within TYPE	7.8%	1.9%	4.8%
	% of Total	3.8%	1.0%	4.8%
Not Applicable	Count	12	22	34
	% within COURTHOUSE	35.3%	64.7%	100.0%
	% within TYPE	11.8%	20.4%	16.2%
	% of Total	5.7%	10.5%	16.2%
I Don't Know	Count	1	1	2
	% within COURTHOUSE	50.0%	50.0%	100.0%
	% within TYPE	1.0%	.9%	1.0%
	% of Total	.5%	.5%	1.0%

MISSING	Count	4	6	10
	% within COURTHOUSE	40.0%	60.0%	100.0%
	% within TYPE	3.9%	5.6%	4.8%
	% of Total	1.9%	2.9%	4.8%
Total	Count	102	108	210
	% within COURTHOUSE	48.6%	51.4%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	48.6%	51.4%	100.0%



## APPENDIX AI

**Table 18**

		Had a Case at PCC		
		Drinker	Sex Worker	Total
No	Count	57	72	129
	% within PCC	44.2%	55.8%	100.0%
	% within TYPE	55.9%	66.7%	61.4%
	% of Total	27.1%	34.3%	61.4%
Yes	Count	40	29	69
	% within PCC	58.0%	42.0%	100.0%
	% within TYPE	39.2%	26.9%	32.9%
	% of Total	19.0%	13.8%	32.9%
Not Applicable	Count	0	3	3
	% within PCC	.0%	100.0%	100.0%
	% within TYPE	.0%	2.8%	1.4%
	% of Total	.0%	1.4%	1.4%
MISSING	Count	5	4	9
	% within PCC	55.6%	44.4%	100.0%
	% within TYPE	4.9%	3.7%	4.3%
	% of Total	2.4%	1.9%	4.3%
Total	Count	102	108	210
	% within PCC	48.6%	51.4%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	48.6%	51.4%	100.0%

## APPENDIX AI

**Table 19**

**How Many Friends Know about PCC**

		Drinker	Sex Worker	Total
None	Count	9	11	20
	% within FRIENDS PCC	45.0%	55.0%	100.0%
	% within TYPE	8.8%	10.2%	9.5%
	% of Total	4.3%	5.2%	9.5%
Few	Count	7	5	12
	% within FRIENDS PCC	58.3%	41.7%	100.0%
	% within TYPE	6.9%	4.6%	5.7%
	% of Total	3.3%	2.4%	5.7%
Some	Count	6	7	13
	% within FRIENDS PCC	46.2%	53.8%	100.0%
	% within TYPE	5.9%	6.5%	6.2%
	% of Total	2.9%	3.3%	6.2%
Most	Count	14	21	35
	% within FRIENDS PCC	40.0%	60.0%	100.0%
	% within TYPE	13.7%	19.4%	16.7%
	% of Total	6.7%	10.0%	16.7%
All	Count	35	24	59
	% within FRIENDS PCC	59.3%	40.7%	100.0%
	% within TYPE	34.3%	22.2%	28.1%
	% of Total	16.7%	11.4%	28.1%
I Don't Know	Count	13	22	35
	% within FRIENDS PCC	37.1%	62.9%	100.0%
	% within TYPE	12.7%	20.4%	16.7%
	% of Total	6.2%	10.5%	16.7%
MISSING	Count	18	18	36
	% within FRIENDS PCC	50.0%	50.0%	100.0%
	% within TYPE	17.6%	16.7%	17.1%
	% of Total	8.6%	8.6%	17.1%
Total	Count	102	108	210
	% within FRIENDS PCC	48.6%	51.4%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	48.6%	51.4%	100.0%

## APPENDIX AI

**Table 20**

**PCC Led to Behavioral Changes?**

		Drinker	Sex Worker	Total
No	Count	14	8	22
	% within CHANGE WAYS	63.6%	36.4%	100.0%
	% within TYPE	35.9%	27.6%	32.4%
	% of Total	20.6%	11.8%	32.4%
Yes	Count	22	19	41
	% within CHANGE WAYS	53.7%	46.3%	100.0%
	% within TYPE	56.4%	65.5%	60.3%
	% of Total	32.4%	27.9%	60.3%
Not Applicable	Count	1	0	1
	% within CHANGE WAYS	100.0%	.0%	100.0%
	% within TYPE	2.6%	.0%	1.5%
	% of Total	1.5%	.0%	1.5%
MISSING	Count	2	2	4
	% within CHANGE WAYS	50.0%	50.0%	100.0%
	% within TYPE	5.1%	6.9%	5.9%
	% of Total	2.9%	2.9%	5.9%
Total	Count	39	29	68
	% within CHANGE WAYS	57.4%	42.6%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	57.4%	42.6%	100.0%

## APPENDIX AI

**Table 21**

**Perceptions of Fairness at PCC**

		Drinker	Sex Worker	Total
Fair	Count	14	4	18
	% within TREAT PCC	77.8%	22.2%	100.0%
	% within TYPE	35.0%	13.8%	26.1%
	% of Total	20.3%	5.8%	26.1%
Unfair	Count	7	2	9
	% within TREAT PCC	77.8%	22.2%	100.0%
	% within TYPE	17.5%	6.9%	13.0%
	% of Total	10.1%	2.9%	13.0%
Poorly	Count	3	2	5
	% within TREAT PCC	60.0%	40.0%	100.0%
	% within TYPE	7.5%	6.9%	7.2%
	% of Total	4.3%	2.9%	7.2%
Other	Count	1	1	2
	% within TREAT PCC	50.0%	50.0%	100.0%
	% within TYPE	2.5%	3.4%	2.9%
	% of Total	1.4%	1.4%	2.9%
I Don't Know	Count	9	7	16
	% within TREAT PCC	56.2%	43.8%	100.0%
	% within TYPE	22.5%	24.1%	23.2%
	% of Total	13.0%	10.1%	23.2%
Not Applicable	Count	2	2	4
	% within TREAT PCC	50.0%	50.0%	100.0%
	% within TYPE	5.0%	6.9%	5.8%
	% of Total	2.9%	2.9%	5.8%
MISSING	Count	4	11	15
	% within TREAT PCC	26.7%	73.3%	100.0%
	% within TYPE	10.0%	37.9%	21.7%
	% of Total	5.8%	15.9%	21.7%
Total	Count	40	29	69
	% within TREAT PCC	58.0%	42.0%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	58.0%	42.0%	100.0%

## APPENDIX AI

**Table 22**

Perceptions of “Usefulness” of PCC		Drinker	Sex Worker	Total
No	Count	13	15	28
	% within USEFUL	46.4%	53.6%	100.0%
	% within TYPE	32.5%	51.7%	40.6%
	% of Total	18.8%	21.7%	40.6%
Yes	Count	20	10	30
	% within USEFUL	66.7%	33.3%	100.0%
	% within TYPE	50.0%	34.5%	43.5%
	% of Total	29.0%	14.5%	43.5%
I Don’t Know	Count	2	0	2
	% within USEFUL	100.0%	.0%	100.0%
	% within TYPE	5.0%	.0%	2.9%
	% of Total	2.9%	.0%	2.9%
Not Applicable	Count	2	0	2
	% within USEFUL	100.0%	.0%	100.0%
	% within TYPE	5.0%	.0%	2.9%
	% of Total	2.9%	.0%	2.9%
MISSING	Count	3	4	7
	% within USEFUL	42.9%	57.1%	100.0%
	% within TYPE	7.5%	13.8%	10.1%
	% of Total	4.3%	5.8%	10.1%
Total	Count	40	29	69
	% within USEFUL	58.0%	42.0%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	58.0%	42.0%	100.0%

## APPENDIX AI

**Table 23**

**Perceptions about “Getting Over” on PCC**

		Drinker	Sex Worker	Total
Very Hard	Count	4	9	13
	% within GET OVER	30.8%	69.2%	100.0%
	% within TYPE	10.0%	31.0%	18.8%
	% of Total	5.8%	13.0%	18.8%
Hard	Count	6	10	16
	% within GET OVER	37.5%	62.5%	100.0%
	% within TYPE	15.0%	34.5%	23.2%
	% of Total	8.7%	14.5%	23.2%
Not Easy	Count	15	5	20
	% within GET OVER	75.0%	25.0%	100.0%
	% within TYPE	37.5%	17.2%	29.0%
	% of Total	21.7%	7.2%	29.0%
Somewhat Easy	Count	5	2	7
	% within GET OVER	71.4%	28.6%	100.0%
	% within TYPE	12.5%	6.9%	10.1%
	% of Total	7.2%	2.9%	10.1%
Easy	Count	3	0	3
	% within GET OVER	100.0%	.0%	100.0%
	% within TYPE	7.5%	.0%	4.3%
	% of Total	4.3%	.0%	4.3%
Very Easy	Count	2	1	3
	% within GET OVER	66.7%	33.3%	100.0%
	% within TYPE	5.0%	3.4%	4.3%
	% of Total	2.9%	1.4%	4.3%
I Don't Know	Count	1	0	1
	% within GET OVER	100.0%	.0%	100.0%
	% within TYPE	2.5%	.0%	1.4%
	% of Total	1.4%	.0%	1.4%
Missing	Count	4	2	6
	% within GET OVER	66.7%	33.3%	100.0%
	% within TYPE	10.0%	6.9%	8.7%
	% of Total	5.8%	2.9%	8.7%
Total	Count	40	29	69
	% within GET OVER	58.0%	42.0%	100.0%
	% within TYPE	100.0%	100.0%	100.0%
	% of Total	58.0%	42.0%	100.0%

## **APPENDIX B**

<b>Appendix B: Persons Interviewed for PCC Process Evaluation</b>		
<b><u>Interviewee</u></b>		<b><u>Position/Affiliation</u></b>
Sarah	Allen	Public Defenders Association, assigned to PCC
Bill	Babcock	Community Court Coordinator
Randy	Bergener	Resource Coordinator, PCC
Terry	Bigley	Common Pleas Case Management System
Dexter	Bryant	Dexter Bryant-Director of Operations-University City District
Donna	Cartwright	Healthcare for Homeless Program, Philadelphia Health Management Corporation
John	Delaney	Deputy District Attorney
Rudolfo	Fernandez	Manager of Specialty Courts, Philadelphia Municipal Court
Biagio	Genovesi	Director of Community Service, PCC
Joel	Gray	Case Manager, PCC
Honorable Deborah S.	Griffin	Municipal Court Judge, assigned PCC rotation
Barry	Grossbach	Representative to Community Advisory Committee, University City District
Bill	James	Supervising District Attorney
Jen	Juchiewicz	Assistant DA, assigned to PCC
Alexander	Klein	Member of Community Advisory Board
Captain Brian	Korn	Commanding Officer, 6th Police District, Philadelphia Police Department
Paul	Levy	Director, City Center District
Kate	Lunger	Program Manager, PCC
Madelin	Martinez	PCC Clinical Coordinator, Philadelphia Health Management Corporation
Honorable Ronald B.	Merriweather	Municipal Court Judge, previously assigned PCC rotation
Terry	Molloy	Receptionist, PCC
Sandy	Orlin	PCC Director of Nursing-Homeless, Philadelphia Health Management Corporation
David	Petroski	Philadelphia Police Department, assigned to PCC
Jerry	Philip	PCC Police Liason
Honorable Louis	Presenza	President Judge, Philadelphia Municipal Court
Kathleen	Rapone	Deputy Court Administrator, First Judicial District of Pennsylvania
John	Reed	Behavioral Health Educator, PCC
Stuart	Schuman	Public Defenders Association
Honorable Karen Y.	Simmons	Municipal Court Judge, assigned PCC rotation
Mark	Squilla	Community Service Supervisor, Burke Community Fund
Roseanne	Unger	Deputy Director, Philadelphia Community Court
Captain Dennis	Wilson	Commanding Officer, 9 <sup>th</sup> Police District, Philadelphia Police Department
Beth	Zielenbach	Public Defenders Association, assigned to PCC