



The Community Corrections Fines & Fees Study

Part II: Online Survey of Supervision Officers Final Report

Prepared for Arnold Ventures



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Introduction

The Community Corrections Fines and Fees Project (CCFF) is a multi-state, multi-method project that seeks to examine the impact of monetary sanctions on probation and parole experiences. To understand the role that community supervision officers have in the collection of fines and fees, we conducted online surveys within each of the study states. The purpose of the survey was to explore the role officers have in the collection, enforcement, and supervision of fines and fees, as well as to gauge their beliefs and attitudes on fines and fees. Broadly, officers were asked for information on the following topics:

- Personal beliefs regarding their authority, clients' needs, supervision conditions, agency goals/objectives, and supervision practices.
- Personal beliefs regarding the assessment of monetary sanctions, collection practices, and fairness.
- The amount of time spent on common supervision activities (locating supervisees, conducting risk/need assessments, filling out paperwork, contacting or visiting supervisees, etc.), including activities directly associated with monetary sanctions.
- Beliefs regarding the collection of fines and fees from offenders, agency collection practices, and how this affects their daily job duties and responsibilities.
- Agency, employment, position, and caseload characteristics.
- Agency assessment and collection practices for monetary sanctions.
- Agency goals and objectives.
- Job duties/requirements and responsibilities.

This report presents a snapshot of findings from Indiana, Massachusetts, Michigan, Pennsylvania, Texas, and Virginia. Each state has different policies and practices which govern the assessment, collection, and enforcement of fines and fees. Additionally, some states include probation only whereas other states include probation and parole. As such, we present our findings separately and

include a section for each state. At the end of the report, we offer some comparisons and policy implications as well as areas for future research.

Methods

Project Distribution

To administer the survey, each state team created a Qualtrics account. The Indiana University (IU) Social Science Research Commons designed the survey for data collection in Qualtrics and imported all questions selected by the team. Once this was finished, the IU team then shared the final survey with the University of Cincinnati (UC) team via Qualtrics. Within Qualtrics, the UC team created and shared unique copies of the IU survey with each of the other CCFE states. This was done because the language of the survey was tailored to the norms of each state. State teams were given the ability to distribute the survey to their participating CCFE sites in the manner that worked best for their partners. Some sites chose to send individual survey links to each jurisdiction (Pennsylvania, Texas, Indiana). Others (Virginia, Michigan, Massachusetts) chose to send one survey link to everyone eligible to participate. Some states sent the survey link to key agency contacts (i.e., the director, chief officer, judge, etc.), who then forwarded the link to the other officers in their department. Others were provided with email addresses for all eligible officers in participating jurisdictions and sent individual emails to each officer. The dissemination method was decided based on the preferences of the state research team and their agency partners. Regardless of which method was used to distribute the survey, respondents from all states participated anonymously. Officers were able to start, stop, and return to the survey at their convenience. Each state team also received approval from their university IRB prior to distributing the survey. Officers who clicked on the survey link for their state were

first presented with a consent form that informed them of the purpose of the study and that by continuing the survey they were agreeing to participate in the CCFF Study.

COVID-19 Adjustments

CCFF researchers initially planned to send out the online survey in early 2020, with a data collection period of at least 6 weeks. The survey was completed in late 2019, and plans were made to launch in early 2020 once IRB approval was granted at each site. The IU team obtained approval and distributed the survey to their participating jurisdictions beginning in late January 2020 and ending in early March 2020. This directly preceded the escalation of the COVID-19 pandemic across the United States. Statewide shutdowns began in March 2020, in an attempt to contain rising COVID-19 infection rates. Shutdowns occurred in all 6 CCFF states, severely impacting operations in all participating CCFF jurisdictions. While agencies focused on managing the COVID-19 crisis and its effect on offender supervision efforts, the distribution of the CCFF online survey to sites in the remaining 5 states was put on hold. In the interim, the research team added several questions to the survey to ascertain changes to correctional practices that may have occurred in response to COVID-19 requirements, especially regarding monetary sanction assessment and collections. Only once most of the states re-opened for business did data collection resume. Consequently, the online survey was not sent out to agencies in the remaining five states until September 2020.

Response & Completion Rates

Table 1 displays the total number of supervision officers who participated in the survey within each state. It also displays response rates and completion rates calculated by dividing the total number of officers who agreed to participate and completed the survey by the total number

of officers who were eligible to participate. Response rates ranged from 30% in Michigan to 81% in Texas, while completion rates ranged from 21% in Michigan to 73% in Texas.

Table 1. <i>Online Survey Response and Completion Rates</i>			
State	Total Possible (n)	Response Rate (%)	Completion Rate (%)
Indiana	213	44%	34%
Massachusetts	449	36%	26%
Michigan	99	30%	21%
Pennsylvania	325	79%	68%
Texas	70	81%	73%
Virginia	231	58%	54%

Online Survey Results: Indiana

A. Indiana Data Collection Procedure

There are 91 probation agencies, 10 parole districts, and 89 counties with community corrections agencies in Indiana. To identify potential agencies to participate in the CCFF Study, the Indiana team first consulted with an executive board member of the Probation Officers Professional Association of Indiana (POPAI) to learn which counties may be interested in participating in a study on fines and fees, kept reliable records (not necessarily digital), and had enough staff to help with our requests (e.g., respond to email, provide office space to review paper records). Based on this information, a list was made of possible counties, which Indiana staff then reached out to by calling and/or emailing agency heads. In the end, three county probation agencies (one urban, one suburban, and one rural), three parole regions, and two community corrections agencies (one urban, one suburban, and one rural) were selected for inclusion in the CCFF study, for a total of eight agencies. Six Indiana agencies agreed to participate in the CCFF survey described here. For Indiana agencies, the following procedure was followed to distribute the survey to supervision officers. First, the director of each agency was sent an email explaining the purpose of the survey. For five of the six agencies, the director then provided a list of emails for each of their eligible staff members. Qualtrics was used to generate an email to each person on that list with an individual link to the Qualtrics survey. In addition to this initial email, a reminder email was sent through Qualtrics after one week if the individual had not yet begun (or completed) their survey. For the remaining agency, the director sent an email to their staff members with an anonymous link to the survey. In addition to the initial email, a reminder email was sent by the director to their staff members after one week. In all, 103 of 264 officers responded to the survey and 72 of those 103 responses were complete (25 were partially complete and 6 were totally incomplete).

B. Indiana Online Survey Participant Demographics

Table 2 displays demographics for the total sample of Indiana respondents. Note that the statistics displayed only represent responses for individuals who chose to submit information about their personal characteristics ($n \leq 3$), – respondents could decline to submit demographic information but still complete the survey. Most participants in Indiana were female (62%), had obtained a 4-year college degree (83%), White (91%), Non-Hispanic (99%), and 38 years old on average ($sd=12.5$). Most respondents were employed as supervision officers in a non-supervisory role (82%). About also 53% reported supervising clients on a specialty caseload.

Table 2.	
<i>Indiana Demographic Characteristics</i>	
	Non-Missing %
Gender	
Male	37.7
Female	62.3
Race	
White	91.3
Black or African American	5.8
Multi-Racial	2.9
Ethnicity	
Hispanic	1.4
Non-Hispanic	98.6
Educational Attainment	
Some college but no degree	2.8
2-year degree	1.4
4-year degree	83.1
Graduate or professional degree	12.7
Employment Characteristics	
Officer (Non-Supervisor)	82.2
In current role at least 5 years	38.2
Supervise Specialized Caseload	52.9
	Mean (<i>sd</i>)
Age	38.0 (12.5)

C. How Officers Collect Fines/Fees in Indiana

Typical Work Week

In examining the various roles officers can take, the online survey asked respondents to report the average percentage of time they commit to eight tasks in a typical work week. Table 3 illustrates the average percentage of time spent on each during a typical work week for officers in Indiana. On average, officers reported spending about 30% of their time each week talking with clients in their office and 24% of their time completing paperwork. In Indiana, respondents reported a low percentage (3%) of their time was spent discussing fees. Additionally, officers reported spending about 11% of their time on “other” tasks, which included: administrative duties, case planning, making referrals, crisis intervention, answering calls and emails, contacting other agencies and treatment providers, attending trainings and meetings, traveling, and case reviews.

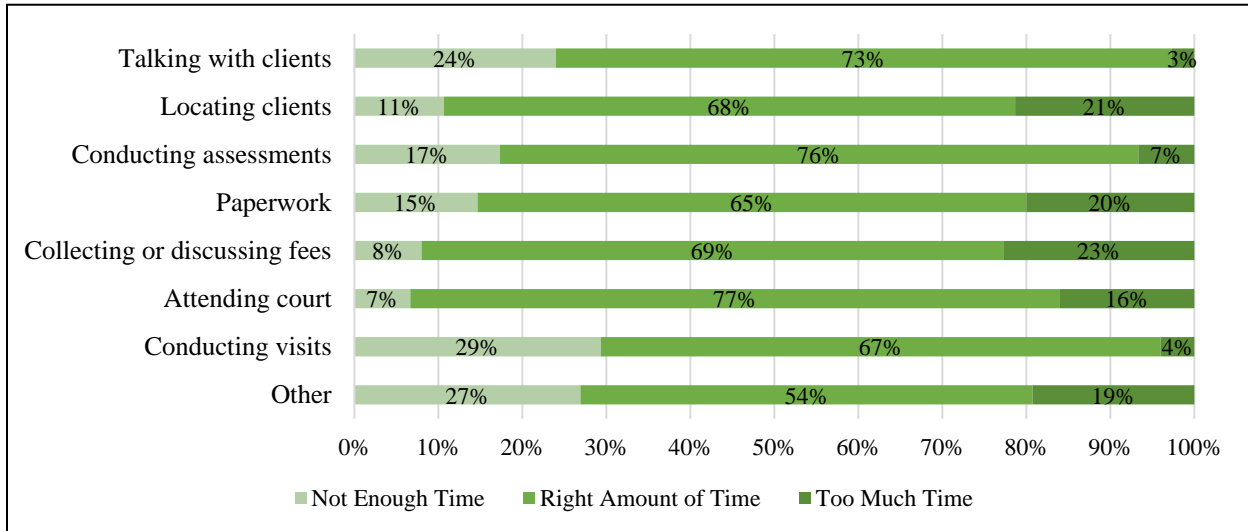
Task	Average % of Time	Min	Max
Talking with client in office	30.4	0	80
Collecting or discussing fees	3.0	0	25
Paperwork	23.5	0	100
Other	11.5	0	100
Attending court	6.2	0	75
Conducting assessments	7.9	0	50
Locating clients	7.2	0	40
Conducting visits	10.4	0	80

Views on Time Spent on Tasks

Figure 1 highlights officers' feelings about the amount of time they spend on each task. For the most part, the majority of officers felt that they spent the “right amount of time” on each task. But 29% of respondents felt there was not enough time spent on conducting visits and 24% of

respondents felt there was not enough time spent on talking with clients. Also of note, 23% of officers felt there was too much time spent on collecting or discussing fees.

Figure 1. Indiana Officers' Feelings About the Amount of Time Spent on Tasks During an Average Work Week



Authority in the Collection of Fines and Fees

Participants were asked how much authority they have in relation to the fees imposed by their agency on their clients. Specifically, we asked respondents about their authority to determine (1) whether clients are charged a specific fee, (2) how often clients should be charged a specific fee, (3) the amount of a specific fee, (4) whether a specific fee should be collected from clients, (5) how much money should be collected from clients, (6) when money should be collected, (7) whether clients' uncollected fees should be turned into sanctions, and (8) whether clients' uncollected fees should be turned into civil judgement. Response options for questions within this section were "none at all," "very little," "some," or "a great deal."

Figure 2 illustrates respondents' opinions of their level of authority to impose fees and additional conditions on their clients in Indiana. Indiana officers report minimal authority to impose fees. The majority (91%) believed they have little to no authority deciding if clients should be charged a specific fee, fee amounts (95%), and how often clients should be charged a specific

fee (91%). About half of officers (45%), however, reported they have some or a great deal of authority to impose additional conditions beyond the standard ones. Additionally, Figure 3 shows that most respondents believe they have no or limited authority to determine the amount (67%) or occurrence (84%) of fee collection. However, just over half (52%) indicated they had some or a great deal of authority to decide when collection should happen.

Figure 2. Indiana Officer Authority to Decide...[Imposition]

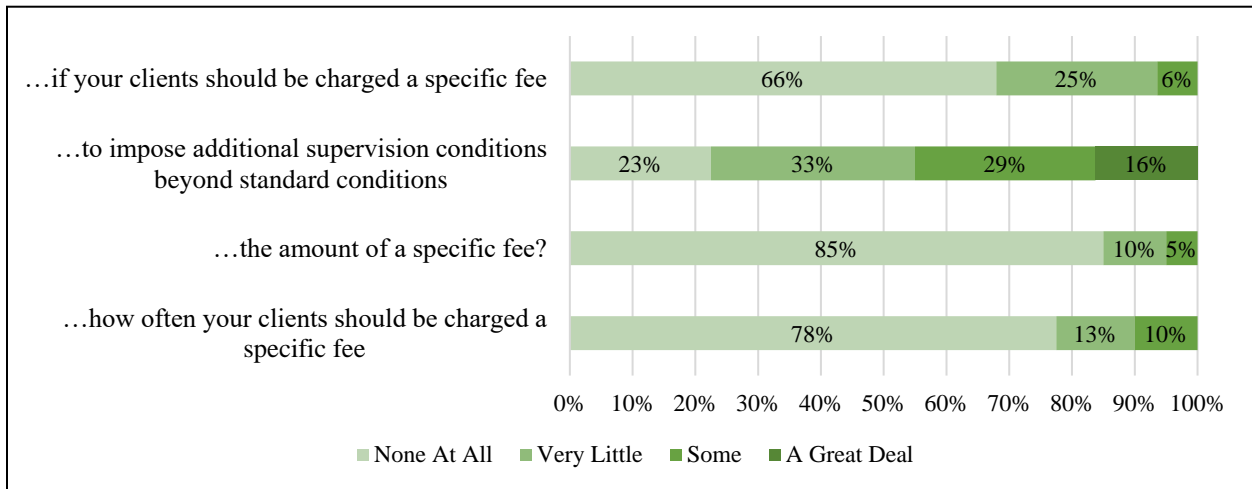
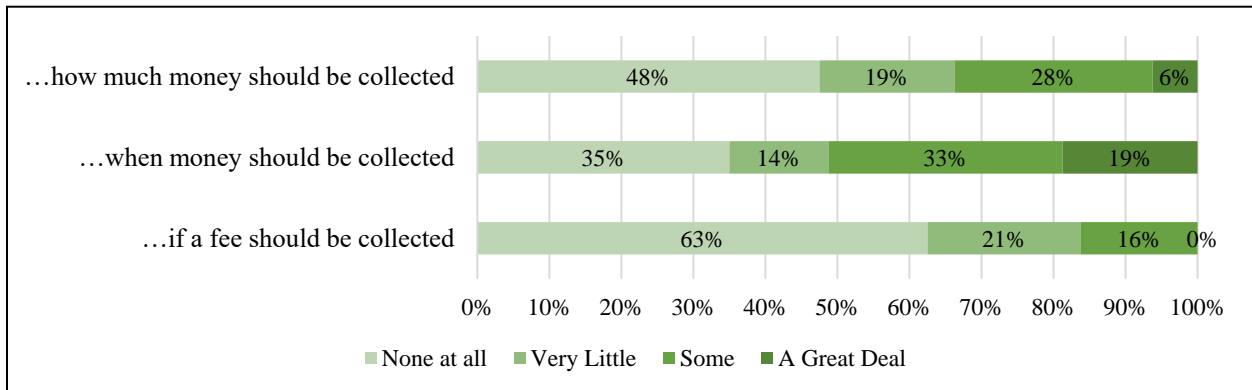


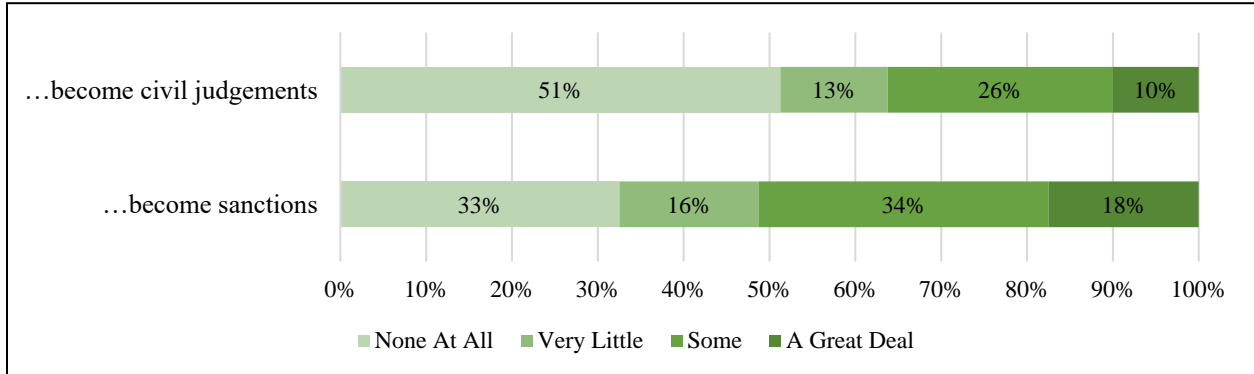
Figure 3. Indiana Officer Authority to Decide... [Collection]



The remaining questions in the survey regarding officer authority concerned actions taken with uncollected fees. As shown in Figure 4, 64% of officers reported they have no or very little authority to decide if uncollected fees become civil judgements. Officers were divided regarding

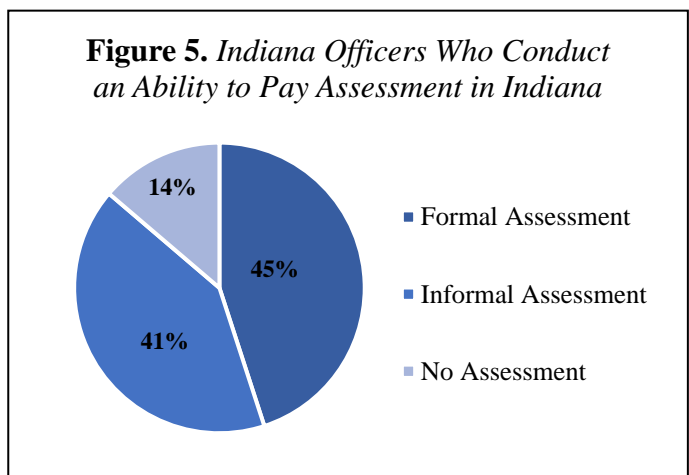
their authority to issue sanctions for uncollected fees. Fifty-two percent felt they had some or a great deal of authority to issue sanctions, while 49% reported they had no or very little authority.

Figure 4. Indiana Officer Authority to Decide if Uncollected Fees...



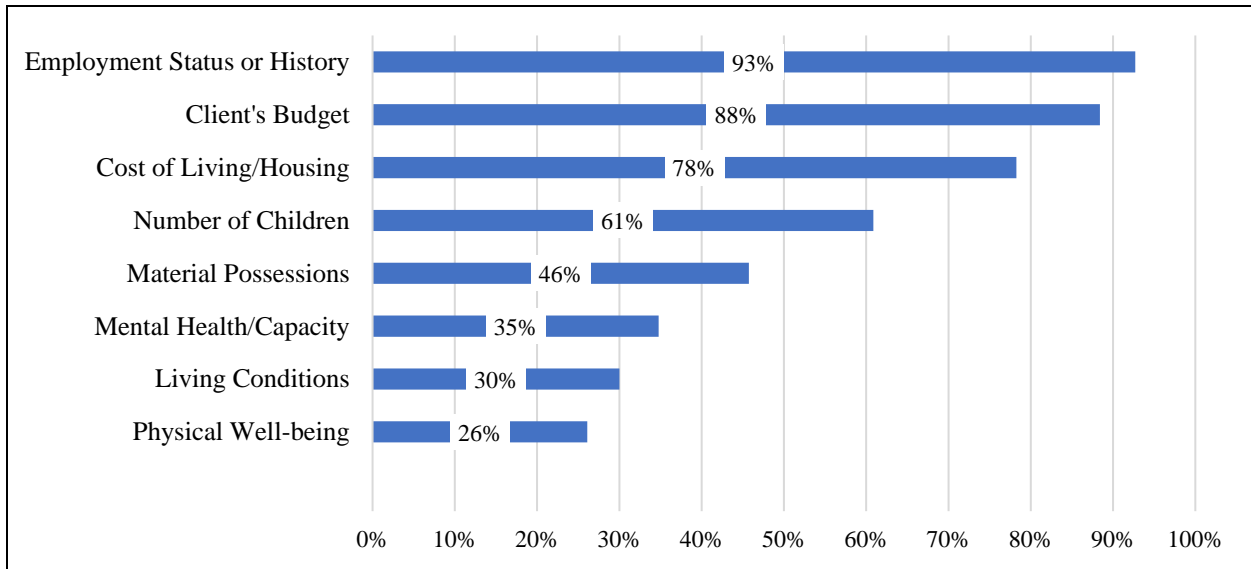
Assessments and Financial Waivers

Officers may conduct assessments to determine their client’s ability to pay monetary sanctions and screen for potential barriers to making payments. Survey respondents were therefore asked if they conducted assessments with their clients to determine their ability to pay



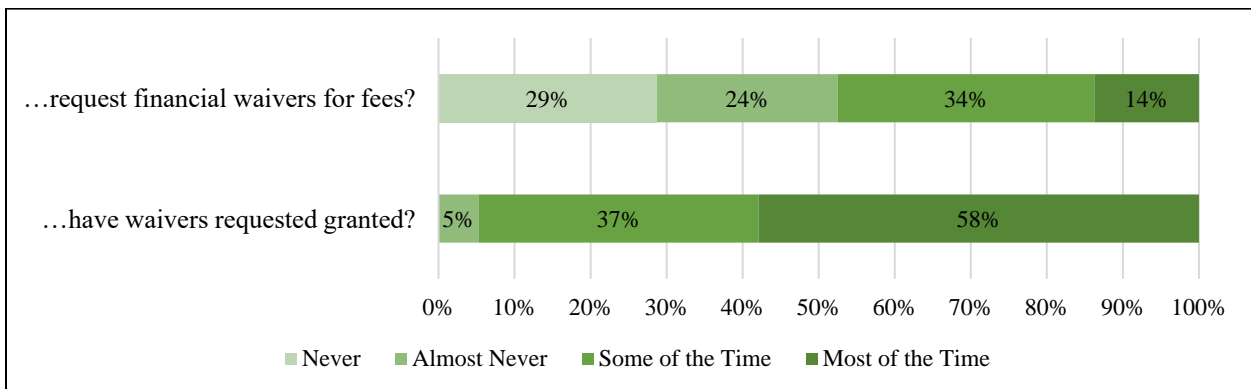
their fees. Figure 5 illustrates responses to this question. Among Indiana officers, 14% indicated they do not perform any assessment to ascertain a client’s ability to pay. Among those who assess for the ability to pay, 45% use a formal assessment, and 41% use an informal assessment. Subsequent questions in this survey section asked respondents that use an assessment of what specific criteria they utilize to determine their client’s ability to pay their fees. The structure of this question asked respondents to “select all that apply.” Responses are listed in Figure 6.

Figure 6. Factors Used to Assess Ability to Pay in Indiana



More than 75% of Indiana officers reported using a client's employment status, employment history, budget, and/or cost of living to determine their ability to pay. Just over half also reported using a client's number of children (61%), and just under half reported using material possessions (46%), to make an ability to pay determination.

Figure 7. How Often do Indiana Officers...



Finally, survey respondents were asked about the frequency with which they request financial waivers, and if such waivers are granted. Responses are illustrated in Figure 7. Among the survey participants, 29% indicated they never request financial waivers, while an additional 24% indicated they *almost* never request them. Overall, just over half the sample (53%) did *not*

report requesting financial waivers regularly for their clients. Among officers who did report requesting waivers, the majority (95%) indicated that waivers they requested were granted some (37%) or most (58%) of the time, while the remaining participants (5%) indicated that waivers, they asked for were almost never granted.

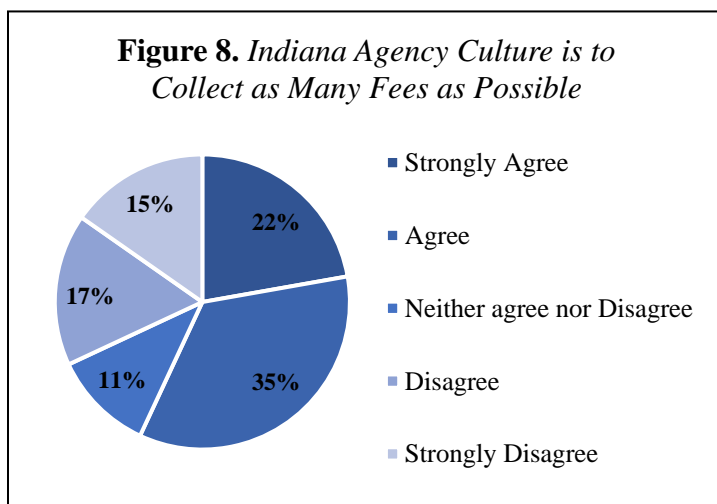
D. Officer Beliefs About Fees

Agency Culture

The central measure for fee support revolved around the following prompt, “*We understand there are often several agencies that are all trying to collect financial obligations such as fines, fees, and restitution from your clients. For example, probation or*

parole agencies, courts, jails, and treatment facilities all may be trying to collect money. In this section, we are interested in learning about how you feel about fees for just your agency.” The prompt also specified we were not asking about fines or restitution. The survey then broke down into eleven sub-questions asking participants to indicate their agreement to various statements regarding fee amounts, imposition, fairness, and nonpayment consequences. Statements began with “*I believe fees charged by my [agency] ...*,” and respondents could endorse each statement on a five-point Likert scale ranging from strongly disagree to strongly agree.

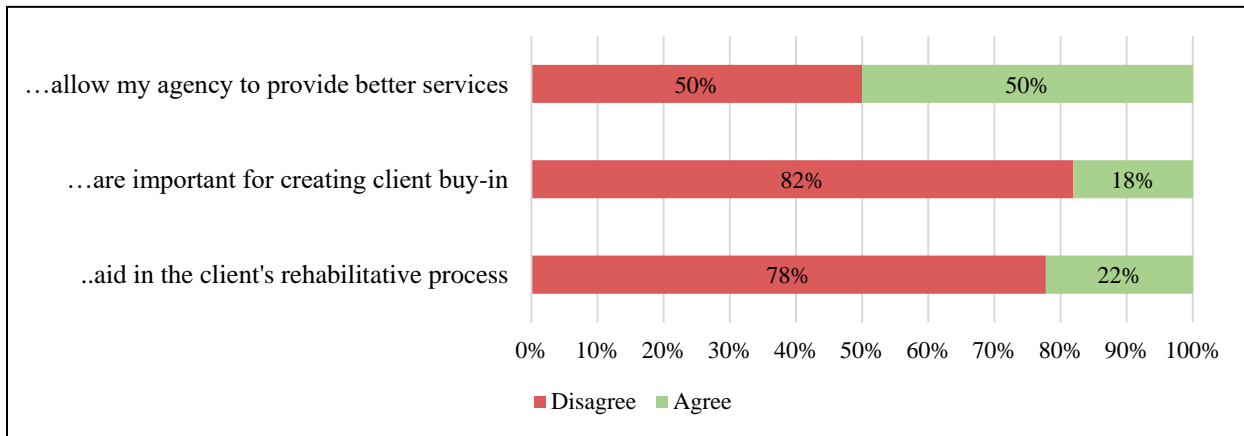
Officers were then asked about their personal beliefs surrounding the collection and use of fees in their agency. Fifty-seven percent of officers strongly agreed or agreed that their agency culture was to collect as many fees as possible.



Fine/Fee Purposes

Officers were asked if fees helped their agency provide better services, create client buy-in, or aided the rehabilitative process. As illustrated in Figure 9, officers were evenly split (50/50) when asked if they believed fees helped agencies provide better services. However, most respondents did not believe fees helped with client’s buy-in (82%) or rehabilitative process (78%).

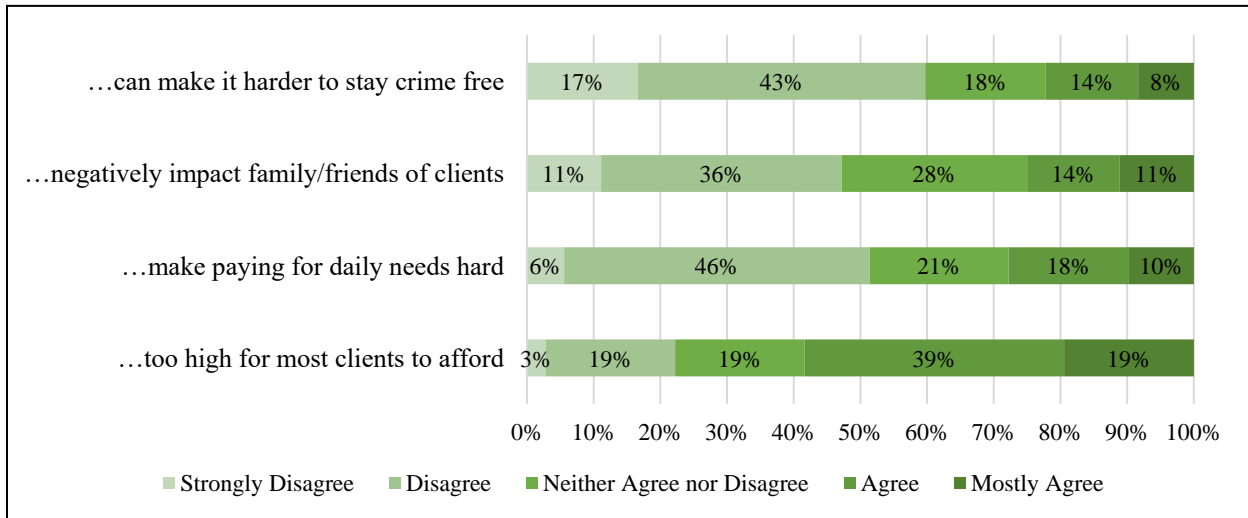
Figure 9. According to Indiana Officers, Fees...



Impacts of Fines/Fees

Figure 10 illustrates survey responses to four questions asked regarding the impact officers may believe fees have on their clients. The figure illustrates somewhat split responses but for most questions, apart from the last one, officers tended to disagree with the statement or did not have an opinion on it. Most officers agreed with the last statement “fees charged by my agency are too high for most clients to afford.”. It is interesting that in their previous statements officers did not think fees caused barriers in paying for daily needs, but at the same time agreed that fees were too high.

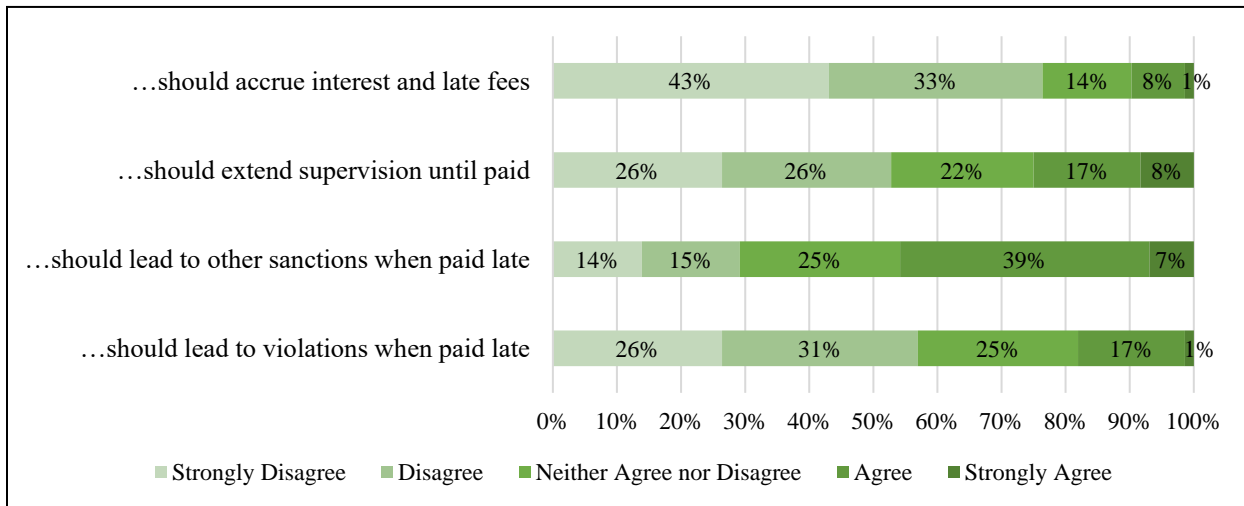
Figure 10. Indiana Responses to "Fees Charged by My Agency..." [Negative Beliefs]



Nonpayment Consequences

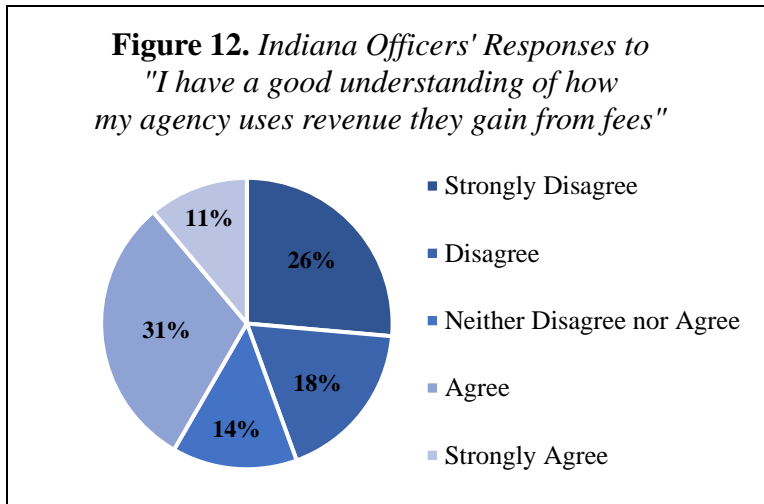
Figure 11 illustrates survey responses to four questions regarding nonpayment consequences that officers were asked to provide an opinion on. The first statement asked officers if fees should accrue interest and additional late fees; most officers (76%) disagreed or strongly disagreed with this sentiment, while only 9% agreed or strongly agreed. Further, officers were asked if supervision should be extended until fees were paid and about half (52%) agreed or strongly agreed with this statement. Officers were also asked if nonpayment should lead to other sanctions when paid late, and about half (46%) of officers agreed or strongly agreed with these statements. In contrast, when asked if late payment of fees should lead to violations, over half of the respondents (57%) strongly disagreed or disagreed with the idea while only 18% agreed or strongly agreed that late payments should receive a violation.

Figure 11. Indiana Responses to "Fees Charged by My Agency..." [Nonpayment Consequences]



E. How Do Agencies Utilize Fines/Fees and Enforce Nonpayment in Indiana?

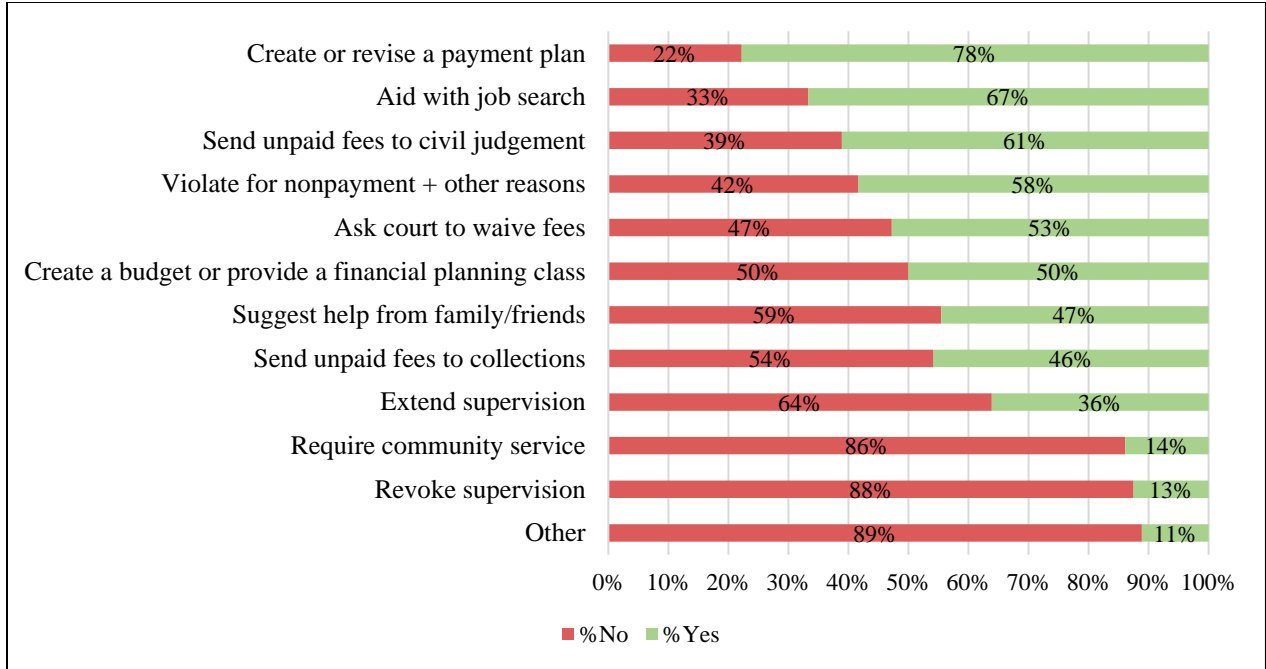
Officers were also asked about their understanding of how their agencies utilized fines and fees, and how they addressed nonpayment. Respondents were nearly evenly split when asked if they had a good understanding of



how their agency used fees. Forty-two percent agreed or strongly agreed with this statement while 44% disagreed or strongly disagreed. Figure 13 shows common responses to nonpayment that Indiana officers reported using. Frequent actions taken included: creating or revising a payment plan (78%), aiding with job searching (67%), sending unpaid fees to civil judgments (61%), violating for nonpayment plus other reasons (58%), asking the court to waive fees (53%), and creating a budget or providing a financial planning class (50%). Additionally, officers reported using an "other" response about 11% of the time. These included: revoking earned privileges,

sending a memo to the judge, and problem-solving with clients to suggest ways they can meet their financial obligations.

Figure 13. *Common Actions Indiana Supervision Officers and Agencies Take for Fee Nonpayment*



Online Survey Results: Massachusetts

A. Massachusetts Data Collection Procedure

In September and October of 2020, the research team administered a research survey to all Massachusetts probation officers. Using a master email list from the Massachusetts Probation Service (hereafter MPS), researchers invited officers to participate in the survey containing questions about their roles, experiences, and attitudes pertaining to fines and fees. Officers were informed of the survey and encouraged to participate prior to its distribution by the MPS deputy commissioner. Officers were eligible to participate if they supervised adult probationers and worked for the district or superior court. Exactly 449 probation officers met these eligibility requirements and received three email invitations to complete the survey over the course of two weeks. Reminders were sent about every 4 days to officers who had not yet completed the survey.

The research team elicited and compiled the survey responses using Qualtrics. Of the 449 eligible probation officers, 298 began the questionnaire and 185 submitted their responses, yielding a submission rate of 62.1% and a response rate of 41.2%. Of the submitted questionnaires, 23 (12%) of officers declined to not participate by selecting that option on the survey, and of the remaining 162, a further five (3%) offered no responses to any items on the questionnaire. Ultimately, 157 (85%)

Table 4.	
<i>Massachusetts Demographic Characteristics</i>	
	Non-missing %
Gender	
Male	43.5
Female	53.5
Race	
White	88.7
Black or African American	7.6
Other	2.8
Multi-Racial	<1%
Ethnicity	
Hispanic	5.5
Non-Hispanic	94.6
Educational Attainment	
Some college but no degree	<1%
2-year degree	<1%
4-year degree	43.2
Graduate or professional degree	55.1
Employment Characteristics	
Officer (Non-Supervisor)	68.8
In current role at least 5 years	51.3
Supervise Specialized Caseload	54.8
	Mean (<i>sd</i>)
Age	47.2 (9.2)

returned questionnaires were deemed suitable for inclusion in the final sample, with 151 officers completing the survey.

B. Massachusetts Online Survey Participant Demographics

Demographic characteristics of officer respondents in Massachusetts are presented in Table 4. The demographics reported here do not include respondents who chose not to report their personal information (n≤15). Age ranged from 27 to 70 years old with the mean age being 47 years old in Massachusetts (with a standard deviation of 9.2 years). This sample also was mostly female (54%), White (89%), Non-Hispanic (95%), and had obtained a graduate or professional degree (55%). Additionally, 69% of the sample were officers (not supervisors), and about 51% had been in their current position for at least five years. A further 55% reported supervising individuals on specialized caseloads.

C. How Officers Collect Fines/Fees in Massachusetts

Typical Work Week

Table 5 illustrates the average percentage of time spent on each task listed during a typical work week for officers in Massachusetts. Officers report spending almost 20% of their time each week on average doing paperwork, and about 19% talking with clients in their office. Additionally,

officers reported 18% of their time was spent attending court each week. On average, officers indicated that only a small percent of their weekly time (6%) was spent collecting or

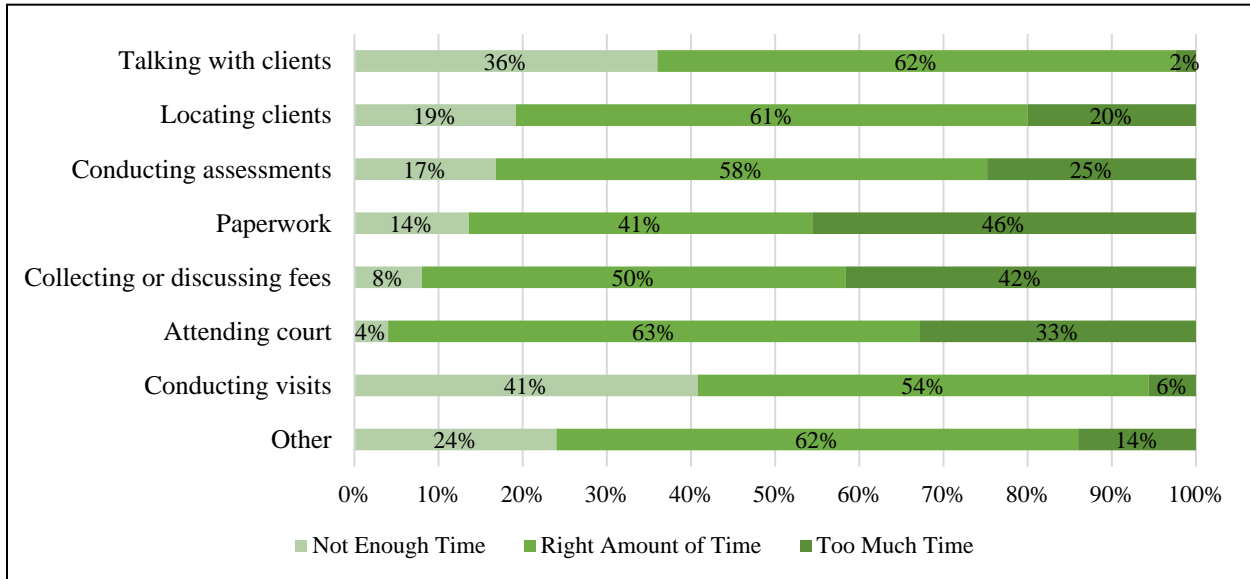
Task	Average % of Time	Min	Max
Paperwork	19.6	0	100
Talking with client in office	19.0	0	75
Attending court	18.2	0	55
Other	11.4	0	100
Conducting assessments	10.9	0	40
Locating clients	8.8	0	50
Collecting or discussing fees	6.4	0	50
Conducting visits	5.8	0	25

discussing fees. Yet, looking at the ranges at least one person indicated that they spend up to 50% of their time on this task. Additionally, officers reported spending about 11% of their time on “other” tasks, which included: communicating with treatment providers, case reviews, administrative duties, phone calls, court preparation, obituaries, restraining orders, searching, and preparing files, responding to emails, GPS, and SCRAM device work, attending training, and providing referrals.

Views on Time Spent on Tasks

Following the previous section, which sought to understand an officer’s typical work week, respondents were asked to indicate how they felt about the amount of time they reported spending per week on each task listed. The response options for each question in this section were “*I feel this is not enough time to spend on this task*”, “*I feel this is the right amount of time to spend on this task*”, or “*I feel too much time is spent on this task*”. Each task is reported in Figure 14, along with the percentage of respondents that indicated how they felt about time spent on each task. Overall, most respondents felt that the right amount of time was spent on many of the tasks, with the slight exception of paperwork. A large proportion of respondents (46%) thought “too much time” was spent on paperwork. Also, of interest, 42% of respondents felt “too much time” was spent on collecting and discussing fees. Forty-one percent felt there was not enough time spent on conducting visits.

Figure 14. Massachusetts Officers' Feelings About the Amount of Time Spent on Tasks During an Average Work Week



Authority in the Collection of Fines and Fees

Participants were asked how much authority they have in relation to the fees imposed by their agency on their clients. Specifically, we asked respondents about their authority to determine (1) whether clients are charged a specific fee, (2) how often clients should be charged a specific fee, (3) the cost of a specific fee, (4) whether a specific fee should be collected from clients, (5) how much money should be collected from clients, (6) when money should be collected, (7) whether clients' uncollected fees should be turned into sanctions, and (8) whether clients' uncollected fees should be turned into civil judgement. Response options for questions within this section were "none at all," "very little," "some," or "a great deal."

Figure 15. Massachusetts Officer Authority to Decide...[Imposition]

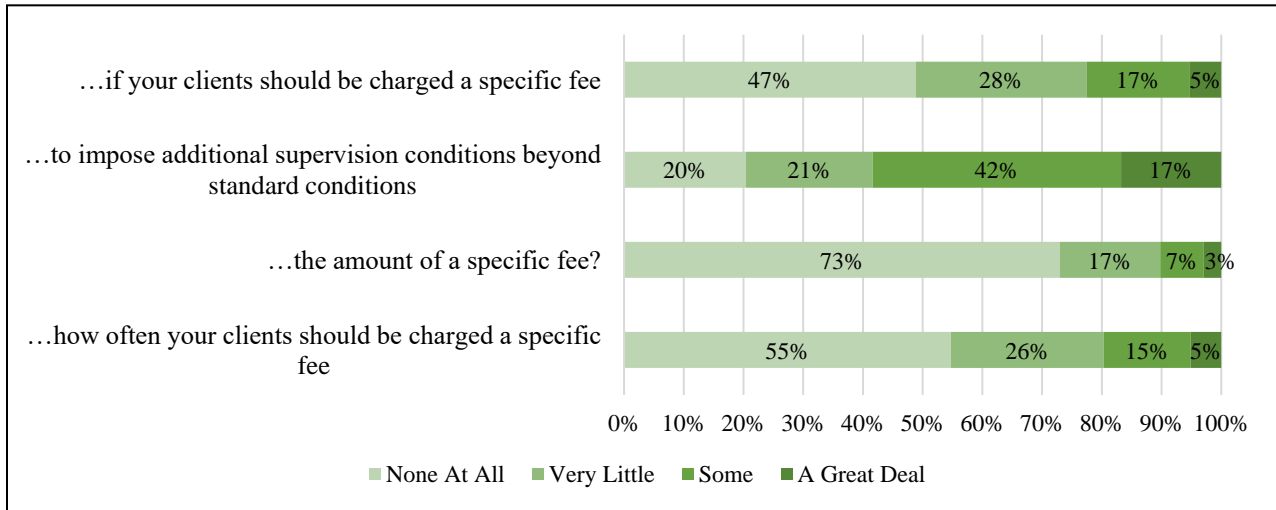


Figure 16 illustrates respondents’ opinions of their level of authority to impose fees and additional conditions on their clients within Massachusetts. The results obtained suggest that the respondents believed they have no authority in determining the amount of a specific fee (73%), how often clients should be charged a specific fee (55%), or if the clients should be charged a specific fee (47%). A slight majority of officers (59%), however, reported they have some authority to impose additional conditions beyond the standard ones. Additionally, Figure 16 shows that most respondents believe they have no or limited authority around collection practices.

The remaining questions in the survey regarding officer authority concerned actions taken with uncollected fees. As shown in Figure 17, 77% of officers reported they have no authority to decide if uncollected fees become civil judgements; an additional 12% said they had very little authority. However, officers reported more authority to issue sanctions for uncollected fees. Forty-five percent of the respondents felt they had some authority whereas an additional 12% felt they had a great deal of authority to give sanctions for uncollected payments.

Figure 16. Massachusetts Officer Authority to Decide...[Collection]

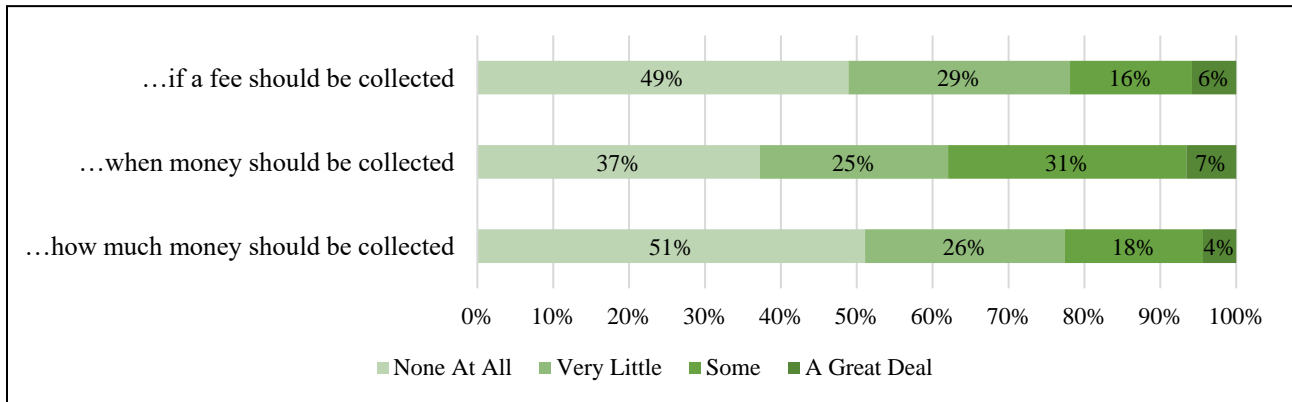
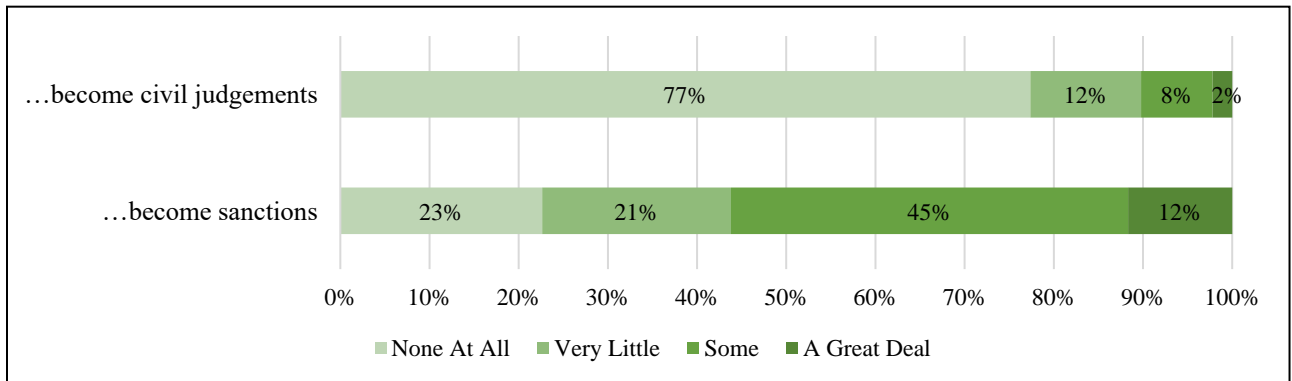


Figure 17. Massachusetts Officer Authority to Decide if Uncollected Fees...



Assessments and Financial Waivers

Officers may conduct assessments to determine their client’s ability to pay monetary sanctions and screen for potential barriers to making payment. Just over half (55%) of respondents stated that they used a formal assessment to determine their ability to pay. Another 27% stated they used informal assessments whereas 18% did not use any sort of assessment.

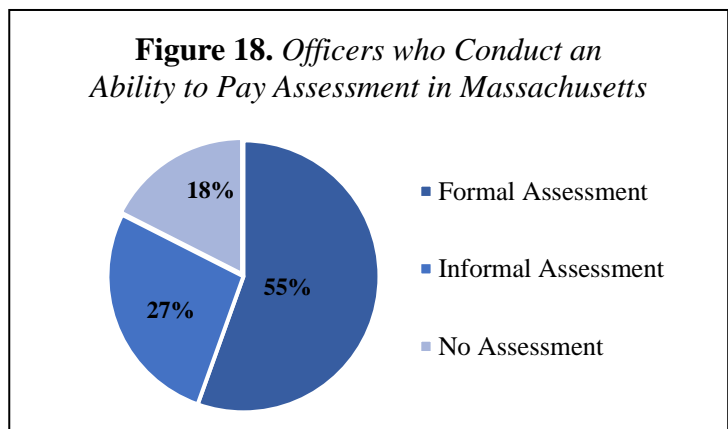
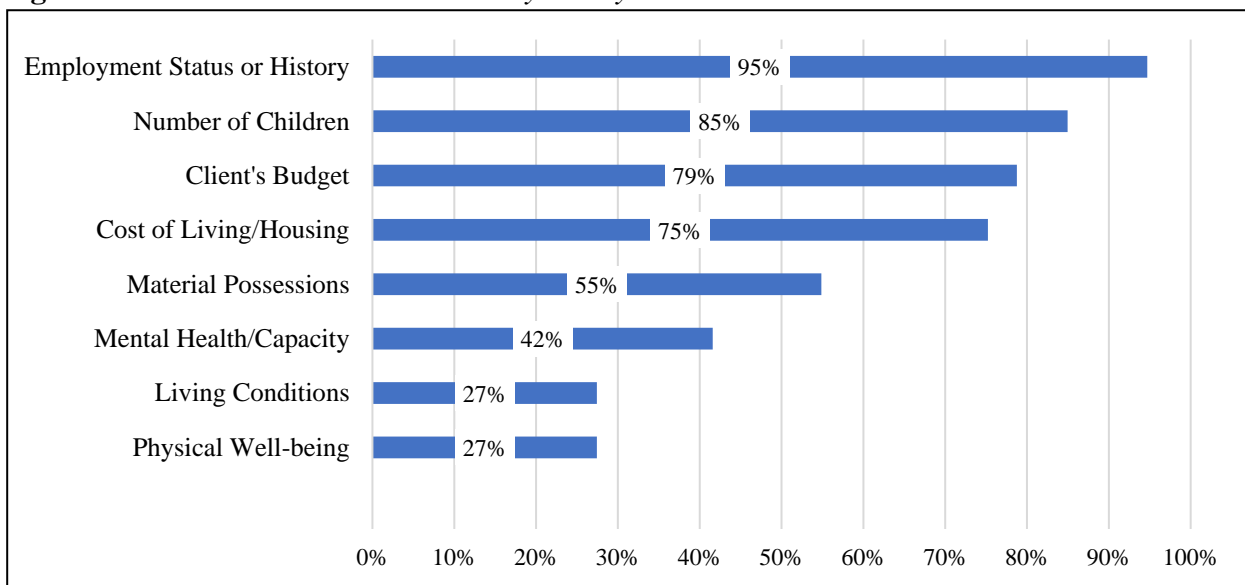


Figure 19 identifies the factors that officers used to consider the ability to pay in Massachusetts. Employment status or history was the top factor followed by the number of

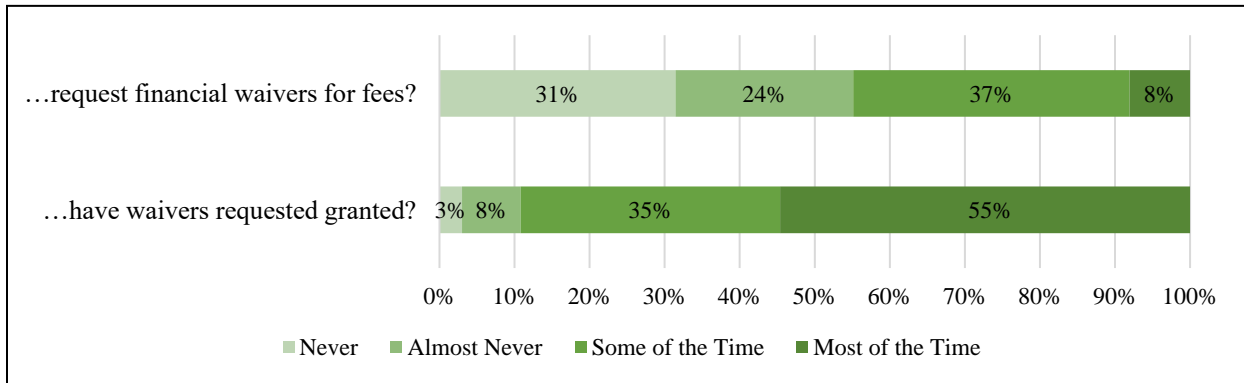
children, the client’s budget, and their cost of living/household expenses. Twenty percent of respondents said they included “other” factors. These others included: access to transportation, spousal income, public assistance, child support and alimony, monetary assets (stocks, bonds, account balances, etc.), custodial status, disability income, homelessness, dependents, probation success, pension/retirement savings, substance abuse issues, family support and finances, recent income earnings, indigency.

Figure 19. Factors Used to Assess Ability to Pay in Massachusetts



Survey respondents were also asked about the frequency with which they request financial waivers, and if such waivers are granted. Responses are illustrated in Figure 20. Overall, responses were split on whether respondents requested waivers. Forty-five percent reported they request financial waivers for fees some or most of the time but more (55%) reported that they almost never or never make these requests. When waivers are requested, most respondents (90%) said the requests were granted either most or some of the time.

Figure 20. How Often do Massachusetts Officers...

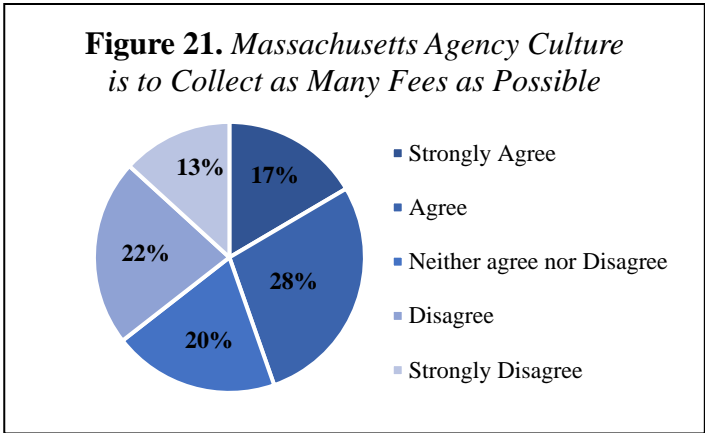


D. Officer Beliefs About Fees

Agency Culture

The central measure for fee support revolved around the following prompt, “*We understand there are often several agencies that are all trying to collect financial obligations such as fines, fees, and restitution from your clients. For example, probation or parole agencies, courts, jails, and treatment facilities all may be trying to collect money. In this section, we are interested in learning about how you feel about fees for just your agency. We are not asking about fines or restitution in this section.*” The survey then broke down into eleven sub-questions asking participants to indicate their agreement to various statements regarding fee amounts, imposition, fairness, and nonpayment consequences. Statements began with “*I believe fees charged by my [agency] ...*” Respondents could endorse each statement on a five-point Likert scale, ranging from strongly disagree to strongly agree.

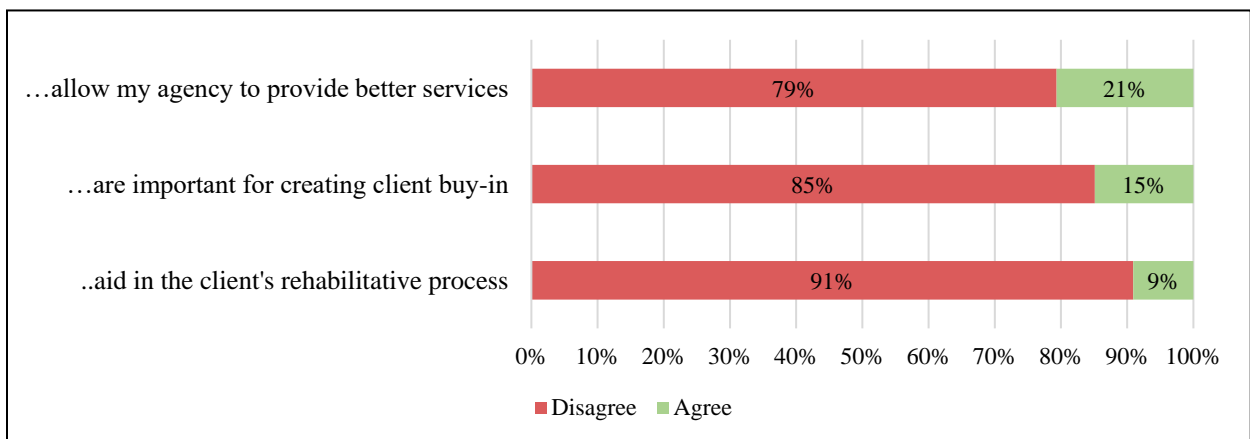
Massachusetts officers were asked about their personal beliefs surrounding the collection and use of fees in their agency. Approximately 45% of officers strongly agreed or agreed that their agency culture was to collect as many fees as possible. Yet, 35% disagreed or strongly disagreed with this sentiment.



Fine/Fee Purposes

Officers were asked if fees helped their agency provide better services, create client buy-in, or aided the rehabilitative process. As illustrated in Figure 22, officers overwhelmingly disagreed with all three statements. Most respondents did not believe fees allowed their agency to provide better services (79%), helped with client buy in (85%), or aided the client’s rehabilitative process (91%).

Figure 22. According to Massachusetts Officers, Fees...

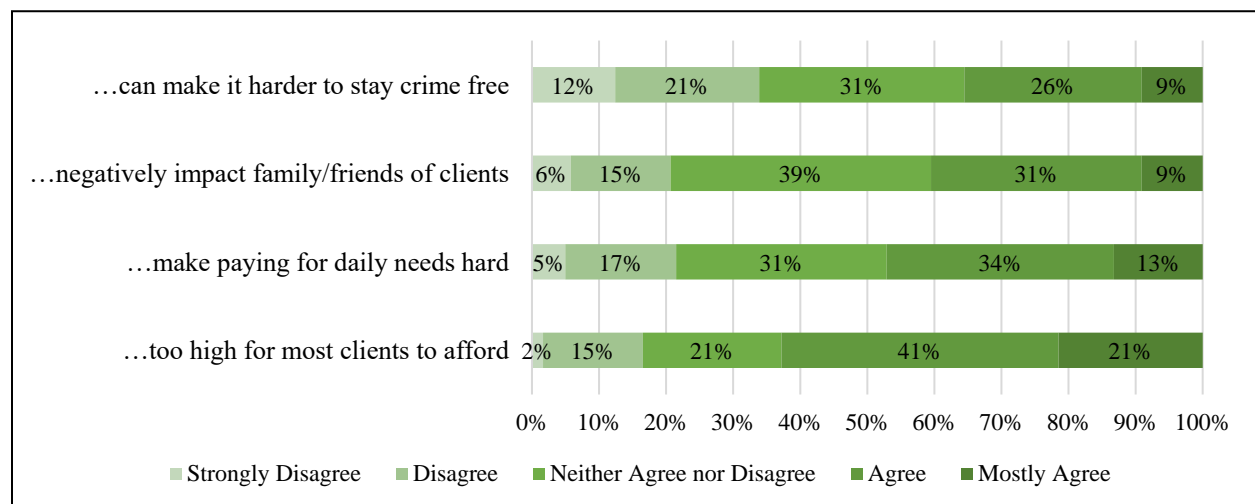


Impacts of Fines/Fees

Figure 23 illustrates survey responses to four questions asked regarding potential negative impacts officers may believe fees have on their clients. In responding to the first three statements,

officers appear conflicted, with responses varying widely. The first statement asked officers to indicate their agreement with the assertion that charging fees could make it harder for their clients to stay crime free. Responses were split with just over a third agreeing, or strongly agreeing (35%), just under a third neither agreeing or disagreeing (31%), and a third disagreeing or strongly disagreeing (33%). The second statement claimed that fees negatively impacted probation clients' family and friends. For this statement, respondents were nearly evenly split between agreeing or strongly agreeing (40%) and neither agreeing nor disagreeing (39%); 21% disagreed or strongly disagreed. The third statement asserted that fees made it difficult for clients to pay for their daily needs. Responses followed a similar pattern to the first two statements, but slightly more agreed or strongly agreed (47%) with the statement than those who said they neither agreed nor disagreed (31%); 22% disagreed or strongly disagreed. Comparatively, most officers agreed with the final statement, which asked if they believed fees assessed by their agency were too high for most of their clients to afford. In response 62% of respondents agreed or strongly agreed with this statement, while only 17% disagreed or strongly disagreed that fees were too high; 21% neither agreed nor disagreed.

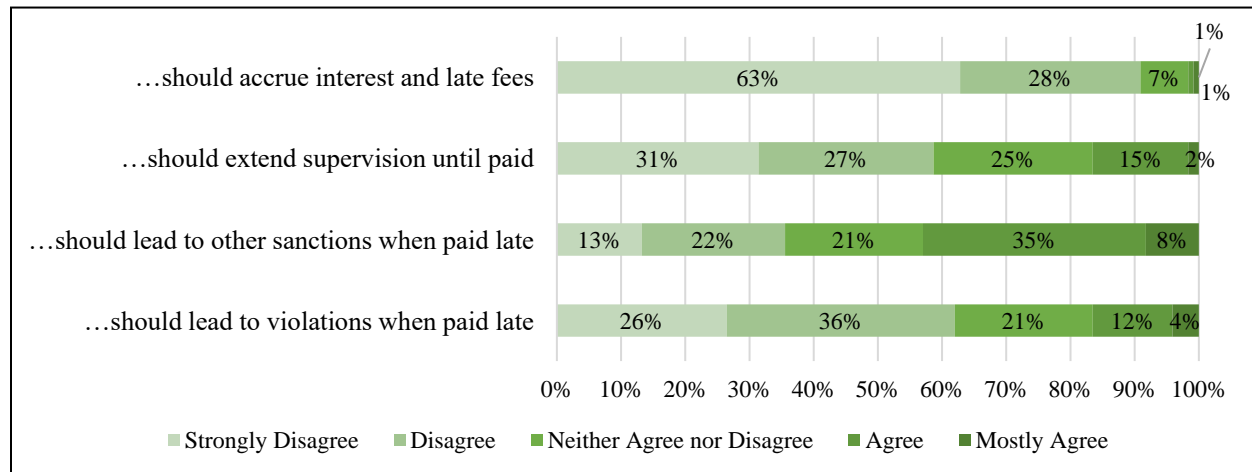
Figure 23. *Massachusetts Responses to "Fees Charged by My Agency..." [Negative Beliefs]*



Nonpayment Consequences

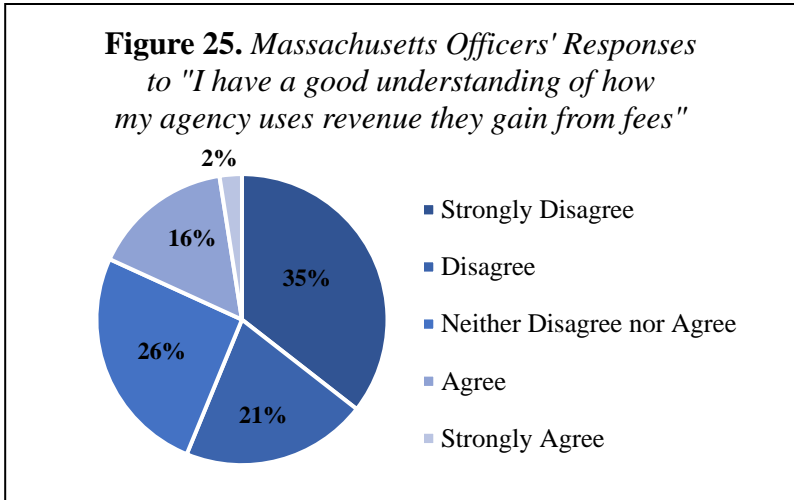
The next set of statements, illustrated in Figure 24, highlight officers' beliefs regarding consequences for nonpayment. The first statement shows most (91%) strongly disagreed or disagreed that fees should accrue interest and late fees. There was more variation in responses for the other statements. As to the statement that supervision should be extended until fees were paid, over half (58%) strongly disagreed or disagreed, 25% neither agreed nor disagreed, and 17% agreed or strongly agreed. More officers agreed or strongly agreed (43%) than disagreed or strongly disagreed (35%) that late payments should lead to sanctions. However, most respondents strongly disagreed or disagreed (62%) that late payments should lead to violations. So, there was some support for sanctions, but not formal violations.

Figure 24. *Massachusetts Responses to "Fees Charged by My Agency..." [Nonpayment Consequences]*



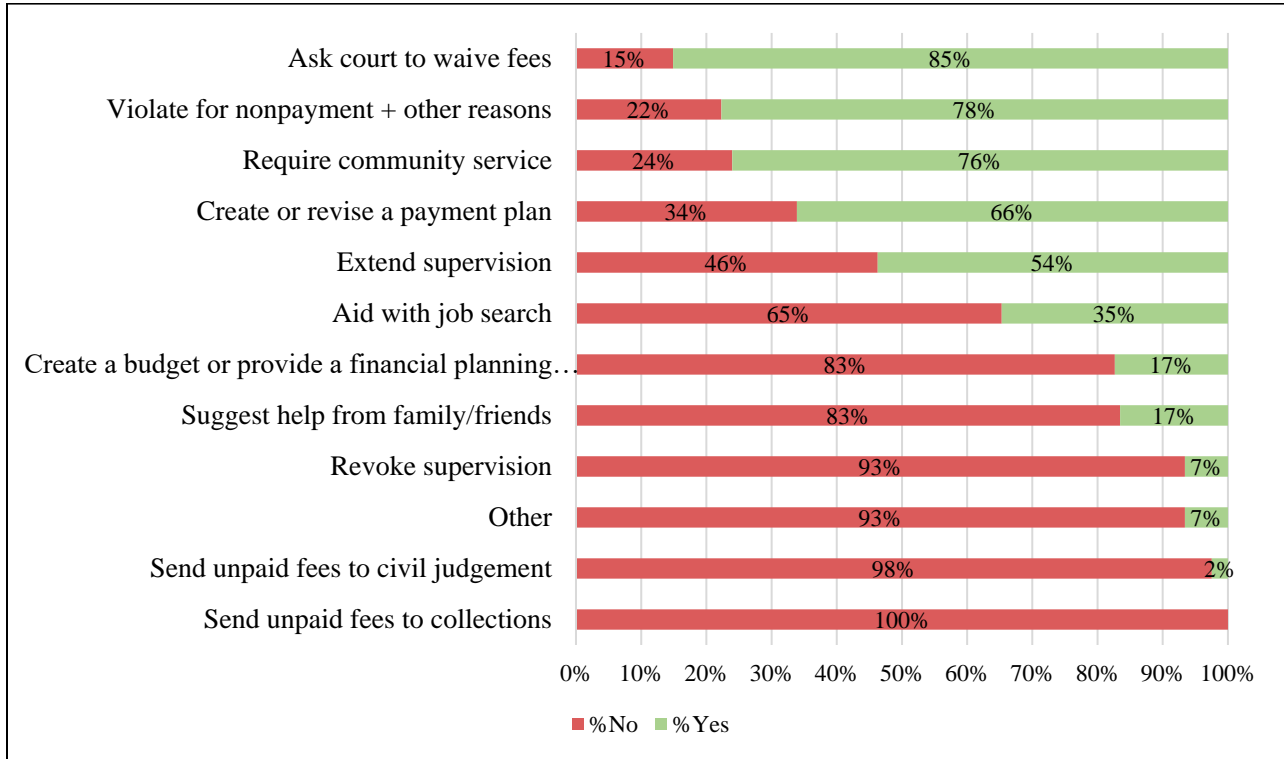
E. How Do Agencies Utilize Fines/Fees and Enforce Nonpayment in Massachusetts?

As seen in Figure 25, a smaller percentage of officers felt they had a good understanding of how their agency used the revenue from fees. However, most either strongly disagreed (35%) or disagreed (21%), with having an understanding of where revenue went.



As shown in Figure 26, when asked what actions they or their department take if clients do not pay their fees, officers tended to agree that they imposed more formal than informal responses. Most respondents reported asking the court for waivers in response to nonpayment (85%). No respondents reported sending unpaid fees to collections (likely due to being prohibited by policy from doing so). Most respondents also did not report sending unpaid fees to civil judgements (98%) nor revoking supervision (93%) for nonpayment. Similarly, most respondents did not report creating a budget or providing a financial planning class to their clients (83%), nor did they suggest their clients seek help from family or friends (83%). However, many officers reported violating clients for nonpayment plus other reasons (78%), requiring community service (76%), and creating or revising payment plans (66%). Just over half (54%) reported extending supervision due to nonpayment. Additionally, about 7% of officers reported “other” actions for nonpayment. These included: speaking to the court, holding an administrative hearing, asking for proof of payment of child support and program fees, and suggesting the defendant file a motion to request fee dismissal.

Figure 26. *Common Actions Massachusetts Supervision Officers and Agencies Take for Nonpayment*



Online Survey Results: Michigan

A. Michigan Data Collection Procedure

Many probation and parole offices in Michigan are very small, having only a single agent or part-time coverage from an agent who splits their time between several offices. For this reason, we decided to expand our outreach statewide in order to get a more accurate assessment of the experiences of probation officers and their practices. The Michigan team sent the online survey to at least one individual supervision officer at 17 local probation and parole agencies, as well as over 92 agents from the Michigan Department of Corrections (MDOC), which oversees felony parole and probation. MDOC's jurisdiction is statewide. The local agencies which received the survey invitation encompass several counties located in southeast Michigan, where much of the state's population is concentrated.

The survey was first distributed to the probation and parole supervisors at each local agency for approval and dissemination. Then the survey was sent primarily via anonymous links to the individual probation and parole officers within the agencies. The first email was sent in late September 2020, and two automated Qualtrics reminder emails were sent during 2020. The survey was open for a total of approximately 8 weeks. We received 32 responses overall, with only one response from an MDOC parole agent. The other 31 responses were received from the local probation officers across the state of Michigan. Two individuals out of the 32 respondents declined to participate in the survey, and 9 responses were incomplete.

B. Michigan Online Survey Participant Demographics

Demographic characteristics of Michigan officer respondents are presented in Table 6. Although 30 individuals completed the survey, 9 respondents (30%) declined to provide most demographic information.

In Michigan, officer age ranged from 24 to 60 years old with a mean age of 40 and a standard deviation of 11.3 years. The sample was primarily female (86%), non-Hispanic White (95%), and most had a four-year college degree (86%). Additionally, most of the sample (71%) were officers (not supervisors) and had been in their current position for at least five years (61%). About three quarters (71%) supervised individuals from specialized caseloads.

Table 6.	
<i>Michigan Demographic Characteristics</i>	
	(Non-Missing%)
Gender	
Male	14.3
Female	85.7
Race	
White	95.2
Black or African American	4.8
Ethnicity	
Hispanic	5.0
Non-Hispanic	95.0
Educational Attainment	
4-year degree	85.7
Graduate or professional degree	14.3
Employment Characteristics	
Officer (Non-Supervisor)	71.4
In current role at least 5 years	60.7
Supervise Specialized Caseload	72.7
	Mean (<i>sd</i>)
Age	40.1 (11.3)

C. How Officers Collect Fines/Fees in Michigan

Typical Work Week

In examining the various roles officers can take, the online survey asked them to report the average percentage of time they commit to eight tasks in a typical work week. Table 7 illustrates the average percentage of time spent on each task during a typical work week for officers in Michigan. Officers report spending about 43% of their time on average each week talking with clients in their office, but estimates ranged widely; least one person reported spending 90% of their time just talking with clients. On average, officers reported spending 20% of their time on paperwork and about 12% of their time conducting assessments. Officers estimated only about 3% of their time is spent collecting or discussing fees. The range of time spent on collecting or discussing fees was 0 to 15 percent of their time so still rather low compared to other tasks. About 5% of officers' time was reported as spent on "other" tasks, which included: drug testing clients, departmental operations, talking with other agencies, visiting clients in jail, and following up with treatment providers.

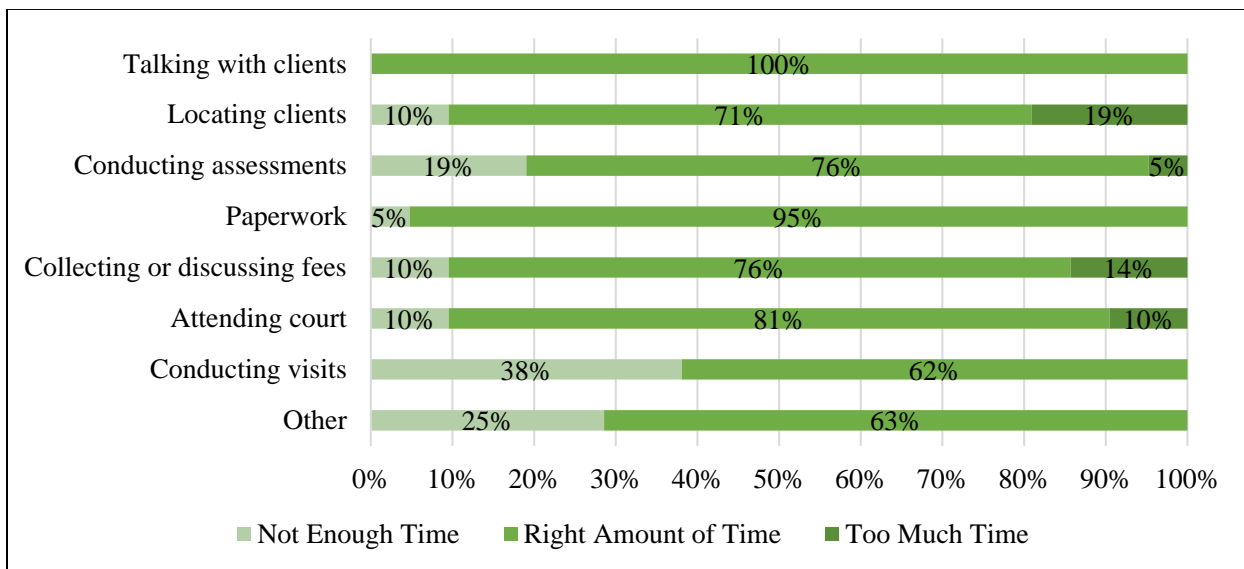
Task	Average % of Time	Min	Max
Talking with client in office	43.0	15	90
Collecting or discussing fees	2.6	0	15
Paperwork	20.0	5	50
Other	5.0	0	33
Attending court	9.4	0	20
Conducting assessments	11.7	0	50
Locating clients	7.7	0	30
Conducting visits	0.8	0	10

Views on Time Spent on Tasks

Online survey respondents were asked to indicate how they felt about the amount of time

they reported spending per week on each task listed. The response options for each question in this section were “*I feel this is not enough time to spend on this task*”, “*I feel this is the right amount of time to spend on this task*”, or “*I feel too much time is spent on this task*”. Each task is reported in Figure 27 along with the percentage of respondents that selected each option indicating how they felt. Most notably, all the respondents believed they spent the ‘right amount’ of time talking with clients. Overall, there was high agreement (72%-100%) that the right amount of time was spent on all the tasks. Concerning fee collections and discussions, 76% of respondents felt they spent the right amount time on this task, while 10% thought they did not spend enough time and 14% felt they spent too much time.

Figure 27. *Michigan Officers' Feelings About the Amount of Time Spent on Tasks During an Average Work Week*



Authority in the Collection of Fines and Fees

Participants were asked how much authority they have in relation to fees imposed by their agency on their clients. Specifically, we asked respondents about their authority to determine (1) whether clients are charged a specific fee, (2) how often clients should be charged a specific fee, (3) the cost of a specific fee, (4) whether a specific fee should be collected from clients, (5) how

much money should be collected from clients, (6) when money should be collected, (7) whether clients' uncollected fees should be turned into sanctions, and (8) whether clients' uncollected fees should be turned into civil judgements. Response options for questions within this section were "none at all," "very little," "some," or "a great deal."

Figure 28. Michigan Officer Authority to Decide...[Imposition]

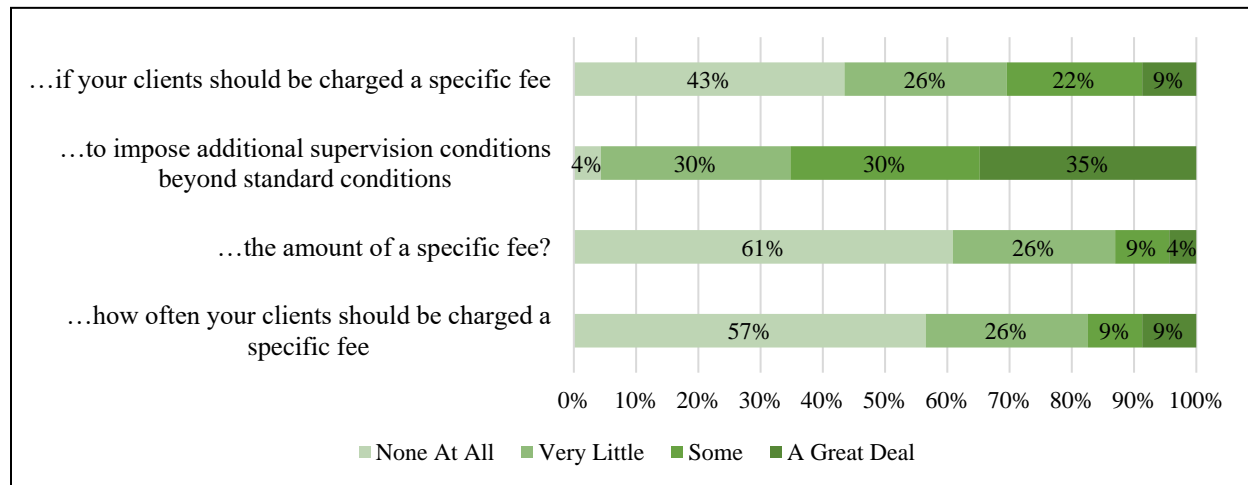
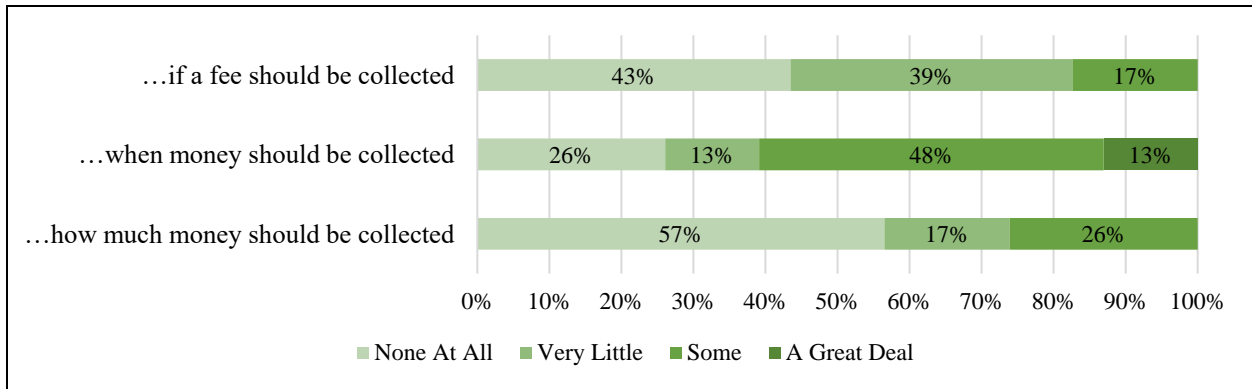


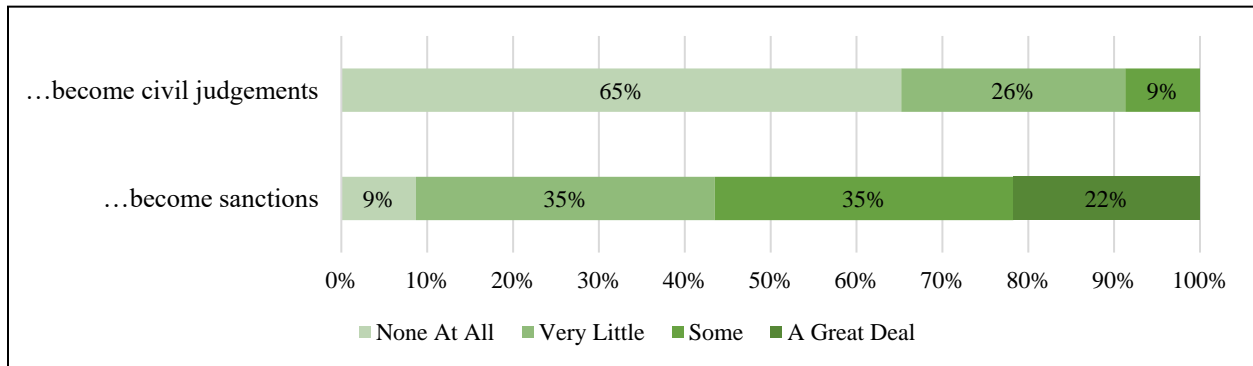
Figure 29 illustrates respondents' opinions of their level of authority to impose fees and additional conditions on their clients within Michigan. The results obtained suggest that the respondents believed they have little to no authority determining the amount of specific fees (87%), how often clients should be charged a specific fee (83%), or if the clients should be charged a specific fee (69%). However, many officers (65%) reported they have some or a great deal of authority to impose additional conditions beyond the standard ones. Additionally, Figure 29 shows that most respondents believe they have no or limited authority as to whether a fee should be collected (82%) or how much should be collected (84%). In contrast, nearly two-thirds of respondents (61%) stated they have some to a great deal of authority to decide *when* fees should be collected.

Figure 29. Michigan Officer Authority to Decide...[Collection]



Additionally, Figure 30 shows most Michigan officers believed they possessed no or very little authority to determine if uncollected fees become civil judgements (91%). Officers are more split regarding their authority to determine if uncollected fees become sanctions, with 44% indicating they have very little or no authority, but 57% indicating they had some or a great deal.

Figure 30. Michigan Officer Authority to Decide if Uncollected Fees...



Assessments and Financial Waivers

Just over half of the respondents said they did not complete an assessment to determine their client's ability to pay their fees. For those who did use an assessment, 39% used an informal assessment and only 9% reported using a formal assessment.

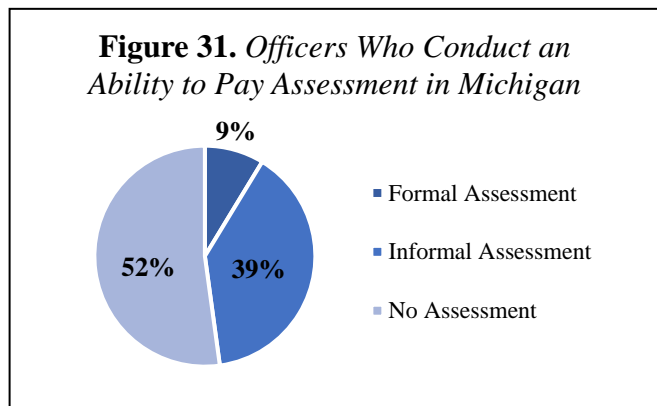
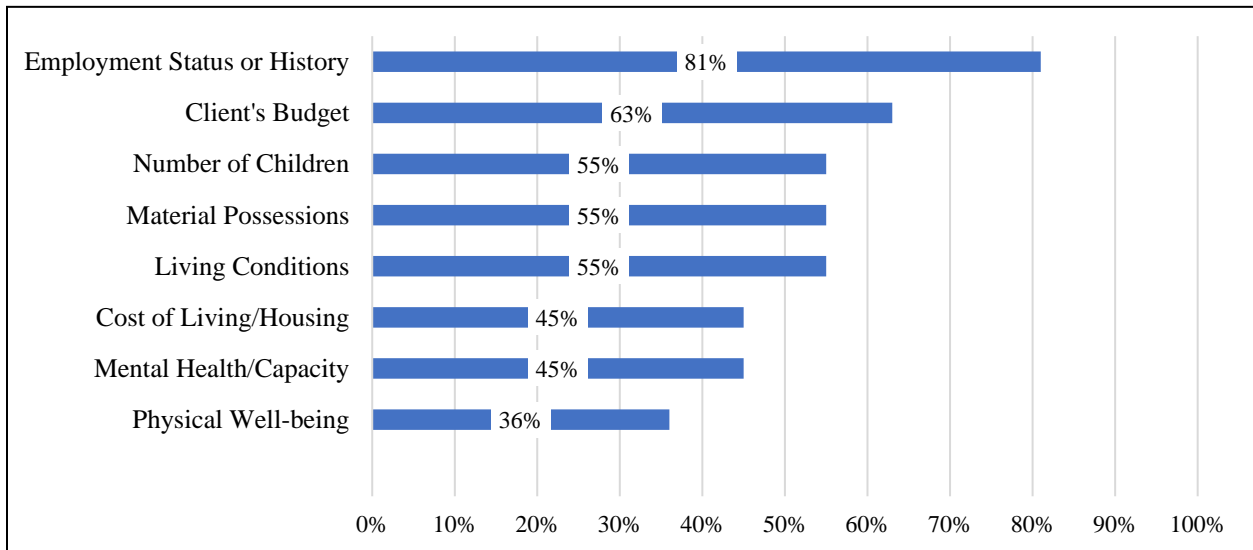


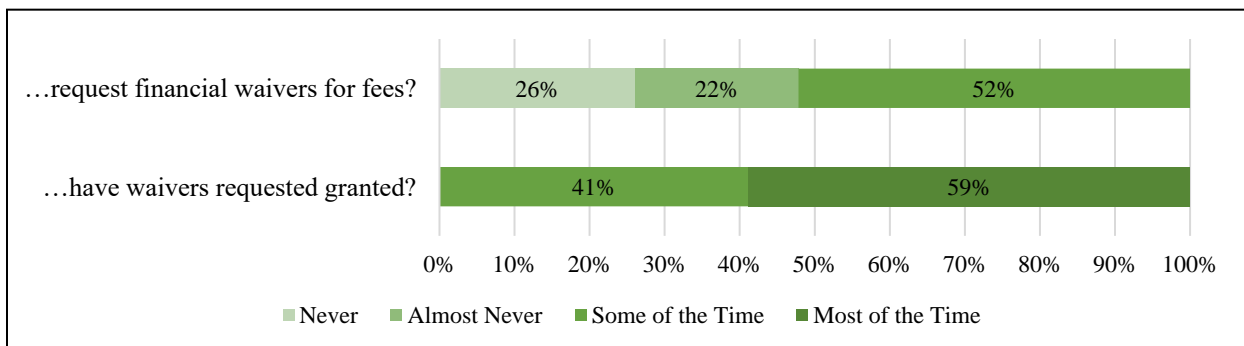
Figure 32 highlights the factors that officers may use to assess their client’s ability to pay fees in Michigan. The top factors considered were employment (81%), the client’s budget (63%), number of children (55%), material possessions (55%), and living conditions (55%).

Figure 32. Factors Used to Assess Ability to Pay in Michigan



Finally, survey respondents were asked about the frequency with which they request financial waivers, and if such waivers are granted. Responses are illustrated in Figure 33. Many officers request a waiver some of the time (52%) with the rest either never requesting waivers (26%) or almost never requesting one (22%). However, when waivers are requested, there seemed to be high agreement that they were accepted either most of the time (59%) or some of the time (41%).

Figure 33. How Often do Michigan Officers...

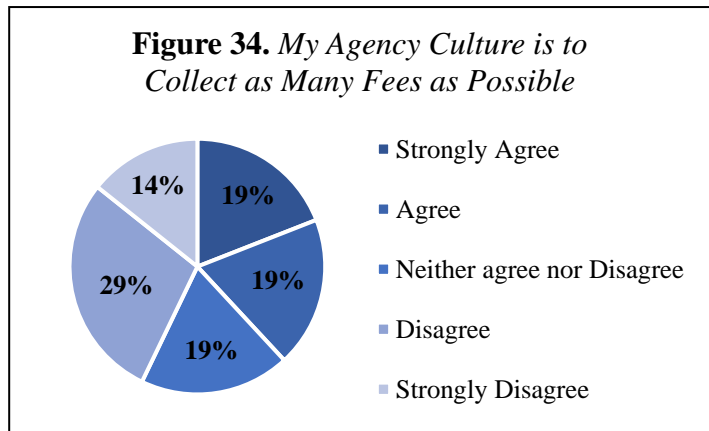


D. Officer Beliefs About Fees

Agency Culture

The central measure for fee support revolved around the following prompt, “*We understand there are often several agencies that are all trying to collect financial obligations such as fines, fees, and restitution from your clients. For example, probation or parole agencies, courts, jails, and treatment facilities all may be trying to collect money. In this section, we are interested in learning about how you feel about fees for just your agency. We are not asking about fines or restitution in this section.*” The survey then broke down into eleven sub-questions asking participants to indicate their agreement to various statements regarding fee amounts, imposition, fairness, and nonpayment consequences. Statements began with “*I believe fees charged by my [agency] ...*” Respondents could endorse each statement on a five-point Likert scale, ranging from strongly disagree to strongly agree.

Officers were then asked about their personal beliefs surrounding the collection and use of fees in their agency. Twenty-nine percent of officers surveyed in Michigan disagreed with the statement that their agency culture was



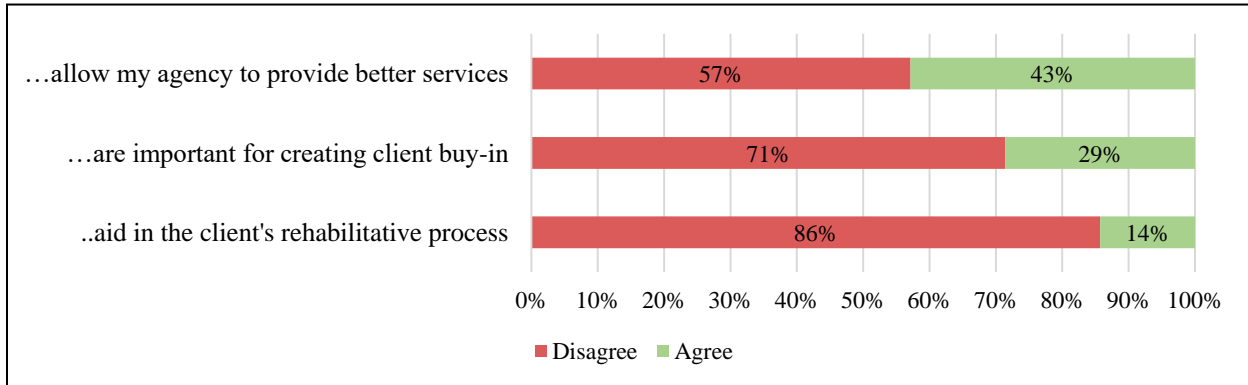
to collect as many fees as possible. The rest of the responses were almost divided evenly.

Fine/Fee Purposes

Officers were asked if fees helped their agency provide better services, create client buy-in, or aided the rehabilitative process. As illustrated in Figure 35, officers were split when asked if they believed fees helped agencies provide better services; a slight majority (57%) agreed.

However, most respondents did not believe fees helped with client’s buy-in (71%) or rehabilitative process (86%).

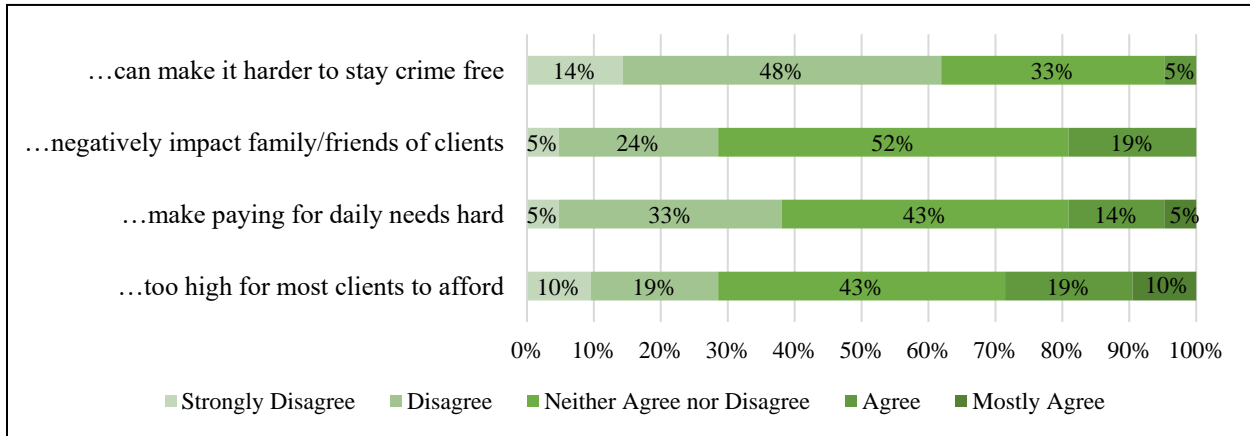
Figure 35. *According to Michigan Officers, Fees...*



Impacts of Fines/Fees

Figure 36 illustrates survey responses to four questions asked regarding potential negative impacts officers may believe fees have on their clients. Most officers in Michigan disagreed or strongly disagreed (62%) that fees can make it harder to stay crime free. Only 5% agreed with this assertion and none mostly agreed. However, officers were more conflicted on the rest of the questions in this section. When asked whether fees negatively impacted family/friends of clients, 52% of the respondents neither agreed nor disagreed, while 29% disagreed or strongly disagreed, and 19% agreed (none strongly agreed). Similarly, most respondents (43%) neither agreed nor disagreed that fees made paying daily needs hard, and that fees were too high for most clients to afford.

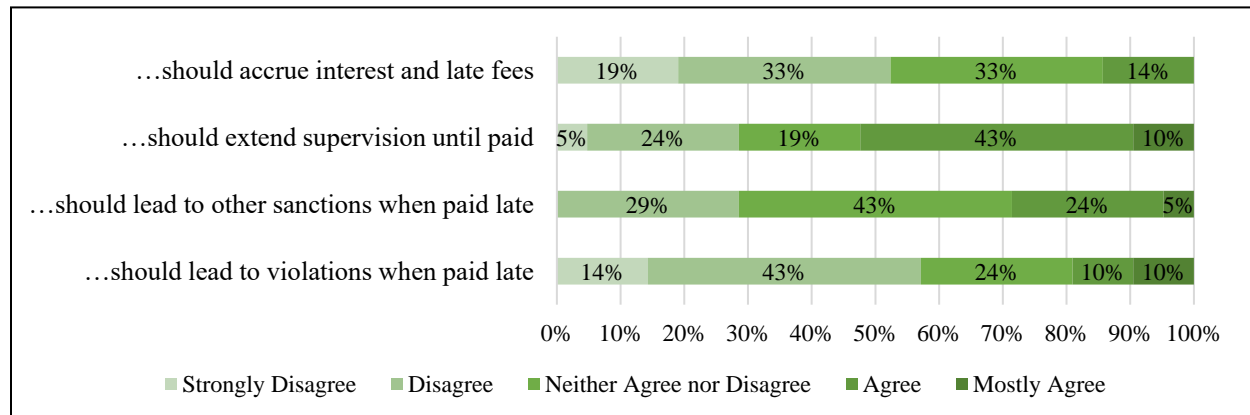
Figure 36. Michigan Responses to "Fees Charged by My Agency..." [Negative Beliefs]



Nonpayment Consequences

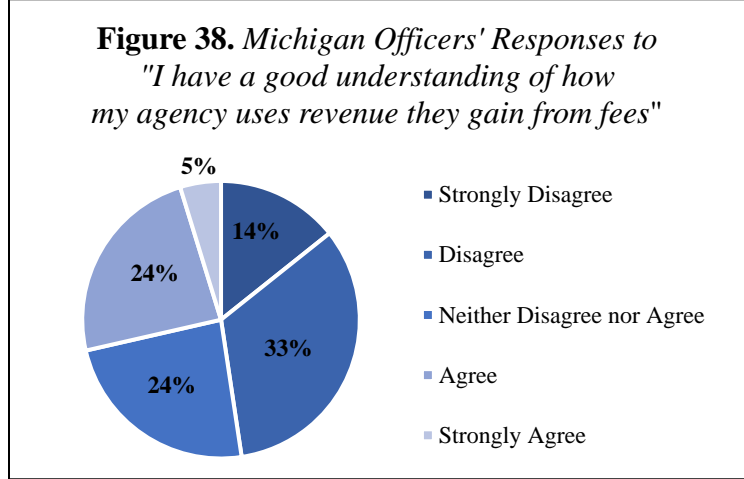
Figure 37 provides findings on four questions regarding officer's beliefs regarding consequences for nonpayment. The first statement asked officers if fees should accrue interest and additional late fees; 52% disagreed or strongly disagreed while 14% agreed (none strongly agreed) with this viewpoint. A majority (53%) agreed or strongly agreed that periods of supervision should be extended until payments are complete. Yet, 57% of respondents disagreed with the statement that late payments should lead to violations. Officers were more conflicted regarding whether late payment should lead to other sanctions; 43% neither agreed nor disagreed, while 29% disagreed, and 29% agreed or strongly agreed.

Figure 37. Michigan Responses to "Fees Charged by My Agency..." [Nonpayment Consequences]



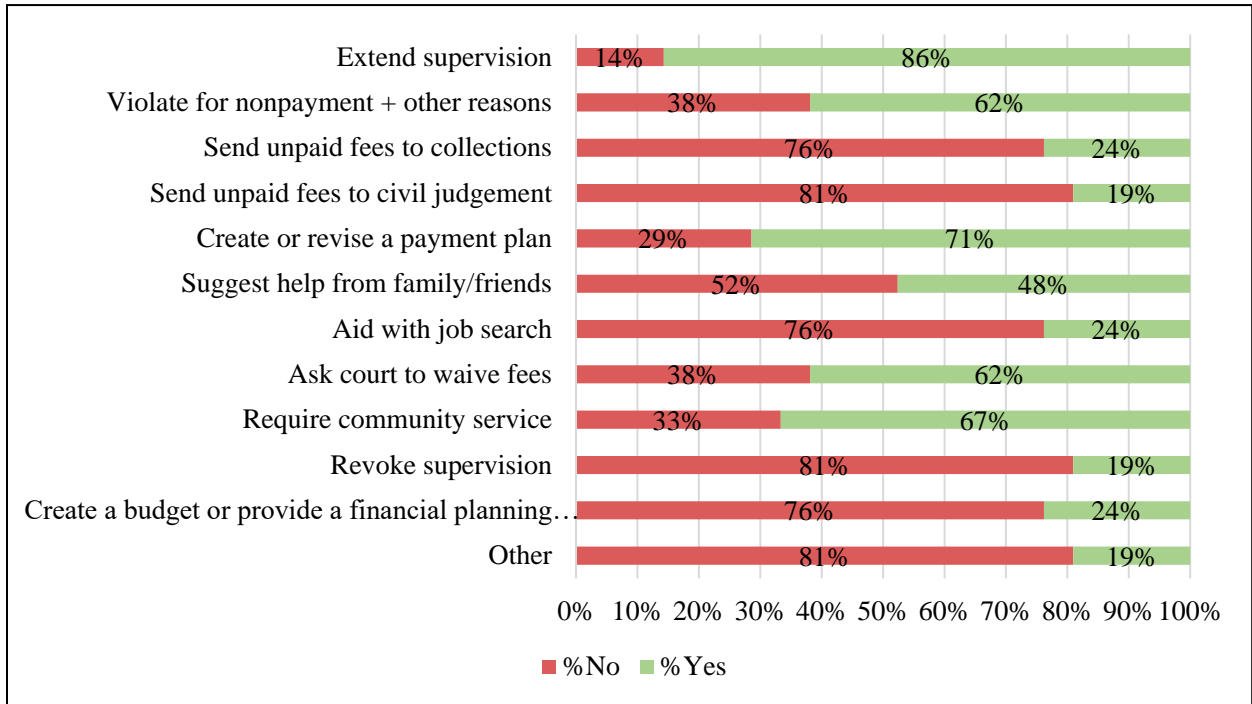
E. How Do Agencies Utilize Fines/Fees and Enforce Nonpayment in Michigan?

As seen in Figure 38, responses were split on whether officers had a good understanding of how their agency used the revenue from fees; 33% disagreed with this, 24% agreed and 24% neither disagreed nor agreed.



As shown in Figure 39, when asked what actions POs or their department take if clients do not pay their fees, POs reported that they take a variety of actions in response to nonpayment. Most commonly officers reported that they extend supervision (86%), create or revise a payment plan (71%), and require community service (67%). Interestingly, an equal percentage reported asking the court to waive fees (62%) and violating for nonpayment plus other reasons (62%). Officers did not report sending unpaid fees to civil judgment (81%), revoking supervision (81%), or sending unpaid fees to collections (76%). Many officers also did not create a budget/provide a financial planning class or aid with job searches, 76% each. A further 19% of officers reported using "Other" actions in response to nonpayment. These included: providing community service or work opportunities (\$15 for every hour worked goes to balance) and considering individual circumstances.

Figure 39. *Common Actions Michigan Supervision Officers and Agencies Take for Fee Nonpayment*



Online Survey Results: Pennsylvania

A. Pennsylvania Data Collection Procedure

Pennsylvania administered the online supervision officer survey to the three county supervision agencies that had partnered with the Pennsylvania research team on the *CCFF* project. In Pennsylvania, community corrections is administered at the county level, granting agency leadership discretion to set policy and practice at the local level and within general state-level guidelines. The Pennsylvania sample includes agencies from varied geographic locations and population densities: one was in an urban county, one in a suburban county, and the final in a county featuring small urban center and suburban/rural surroundings. Thus, the sample is inclusive of the perspectives of officers working within three distinct environments of geography and supervision practice.

The general survey distribution process was similar in all three county agencies. The Pennsylvania team worked with a single point of contact in each agency – either an agency Chief or designated senior administrator – who communicated directly with eligible officers on our behalf. This process was arranged and mutually agreed upon by all involved parties during initial planning conversations about the project. The anonymous survey was distributed via email using communication approved by the Institutional Review Board at Drexel University. The survey was hosted on Qualtrics and was open for completion for approximately seven weeks at all county agencies.

In County 1, the research team sent survey recruitment messaging directly to the agency Chief, who forwarded messages to all eligible officers on the research team’s behalf. This Chief sent a follow-up message to remind officers to participate approximately three weeks after the initial message. There were a total of 92 partial and full responses from this agency. The response rate for full and complete survey responses was 86% (n=81).

In County 2, the research team sent survey recruitment messaging directly to the Chief's designated senior administrator, who forwarded messages to officer supervisors on their behalf. The supervisors, in turn, sent the survey to their eligible officers. The administrator sent a follow-up message to remind officers to participate approximately one week after the initial message. We received a total of 120 partial and full responses from this agency. The response rate for full and complete survey responses was 81% (n=108).

The probation and parole agency in County 2 only imposes and collects electronic monitoring fees for individuals under their supervision who are assigned that specific condition. All other financial obligations – including monthly supervision fees, fines, and other costs – are imposed and collected by the courts. Thus, survey responses to questions about financial obligations imposed and collected by officers' agencies are indicative of electronic monitoring fees. Survey responses to questions about the totality of financial obligations are reflective of the total financial burden borne by individuals under supervision imposed by the courts, probation, and other criminal justice agencies.

In County 3, the research team sent survey recruitment messaging directly to the Chief's designated senior administrator, who forwarded messages to officers on the research team's behalf. The administrator sent a follow-up message to remind officers to participate approximately one month after the initial message. There was a total of 44 partial and full responses from this agency. The response rate for full and complete survey responses was 33% (n=32). Overall, Pennsylvania had 221 completed surveys.

B. Pennsylvania Online Survey Participant Demographics

Table 8 displays demographics for the total sample of Pennsylvania respondents. Note that the statistics displayed only represent responses for individuals who chose to submit information

about their personal characteristics – respondents could decline to submit demographic information but still complete the survey ($n \leq 37$). In Pennsylvania, the age of the POs ranged from 22 to 65 years old with the mean age of 39 years (with a standard deviation of 9.9 years). This sample also consisted of 48% females, 96% non-Hispanic, and 90% White individuals. Seventy percent of respondents had a four-year college degree. Additionally, 79% of the sample were officers (not supervisors) and approximately 75% had been in their current position for at least five years. About 47% of respondents from Pennsylvania indicated that they supervised clients on a specialized caseload.

Table 8.	
<i>Pennsylvania Demographic Characteristics</i>	
	Non-Missing %
Gender	
Male	51.6
Female	48.4
Race	
White	89.6
Black or African American	8.2
Asian	<1%
Multi-Racial	1.6
Ethnicity	
Hispanic	3.6
Non-Hispanic	96.4
Educational Attainment	
High school or GED equivalent	<1%
Some college but no degree	<1%
4-year degree	70.0
Graduate or professional degree	28.6
Employment Characteristics	
Officer (Non-Supervisor)	79.3
In current role at least 5 years	74.8
Supervise Specialized Caseload	47.4
	Mean (<i>sd</i>)
Age	39.6 (9.9)

C. How Officers Collect Fines/Fees in Pennsylvania

Typical Work Week

In examining the various roles officers can take, the online survey asked them to report the average percentage of time they commit to eight tasks in a typical work week. Table 9 illustrates the average percentage of time spent on each during a typical work week for officers in Pennsylvania. Officers report spending approximately 19% of their time conducting office visits and 15% of their time on average each week talking in their office with their clients. Officers in Pennsylvania do not spend a considerable amount of time collecting fees, reporting they spend only 4% of their time on this task. Interestingly, officers reported the highest percentage of their time (21%) is spent on other activities not included on this list. About one third (32%; n=83) of Pennsylvania officers specified duties they regularly complete in this category.

Task	Average % of Time	Min	Max
Other	21.7	0	100
Conducting visits	18.9	0	80
Talking with client in office	15.5	0	80
Paperwork	15.2	0	88
Locating clients	10.2	0	52
Attending court	9.9	0	100
Conducting assessments	6.3	0	25
Collecting or discussing fees	4.0	0	60

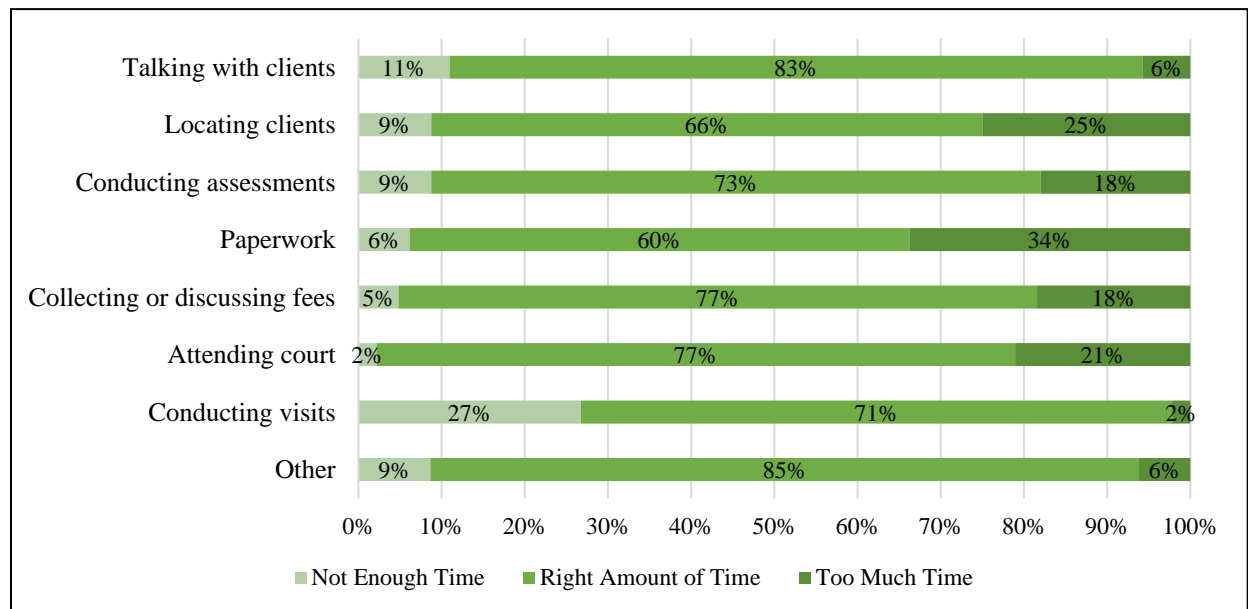
These included: communicating with treatment providers and community stakeholders, speaking with client family members or other loved ones, attending meetings and trainings, scheduling appointments, email, phone calls, updating files and records, data entry, preparing reports, reviewing notes, conducting background checks and pre-sentence investigations, administrative and supervisor tasks, creating educational materials, serving warrants and violation

notices, fingerprinting, SORNA (sex offender) registration, detaining offenders, jail visits, assisting external agencies, and drug testing.

Views on Time Spent on Tasks

Following the previous section, which sought to understand an officer’s typical work week, respondents were asked to indicate how they felt about the amount of time they reported spending per week on each task listed. Each task is reported in Figure 40 along with the percentage of respondents that indicated how they felt about it. Most respondents (60-85%) believed they spent the right amount of time on each task. Less than a quarter of Pennsylvania respondents thought there was not enough time for the tasks listed, except for conducting visits, which about 27% of officers reported feeling there was not enough time spent. As it relates to “too much time,” 34% of respondents thought there was too much time on paperwork and 25% thought they spent too much time locating clients. Less than a quarter of respondents reported spending too much time on all other tasks listed.

Figure 40. *Pennsylvania Officers' Feelings About the Amount of Time Spent on Tasks During an Average Work Week*



Authority in the Collection of Fines and Fees

Participants were asked how much authority they have in relation to fees imposed by their agency on their clients. Specifically, we asked respondents about their authority to determine (1) whether clients are charged a specific fee, (2) how often clients should be charged a specific fee, (3) the cost of a specific fee, (4) whether a specific fee should be collected from clients, (5) how much money should be collected from clients, (6) when money should be collected, (7) whether clients' uncollected fees should be turned into sanctions, and (8) whether clients' uncollected fees should be turned into civil judgement. Response options for questions within this section were "none at all," "very little," "some," or "a great deal."

Figure 41 illustrates respondents' opinions of their level of authority to impose fees and additional conditions on their clients within Pennsylvania. The results indicate that 82% of respondents believed they have little to no authority in deciding if a client should be charged a specific fee. Further, 91% of respondents believe they have very little or no authority at all in determining the fee amount that should be imposed on a client. An additional 87% of officers report they have very little or no authority in determining how often clients should be charged for a specific fee. In comparison, a majority (59%) of officers describe having some or a great deal of authority in determining additional conditions to impose on clients beyond standard conditions of supervision.

Figure 41. Pennsylvania Officer Authority to Decide...[Imposition]

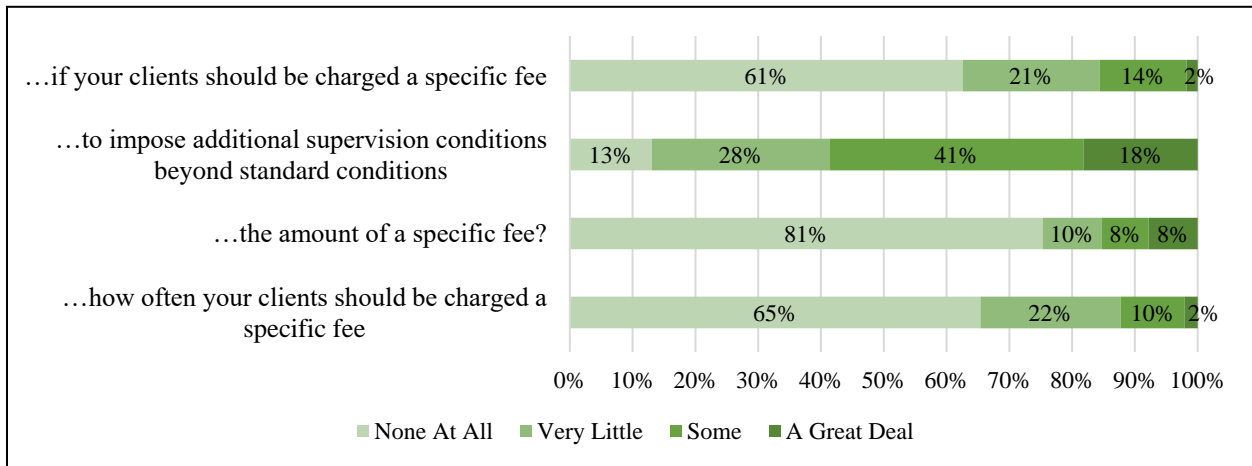
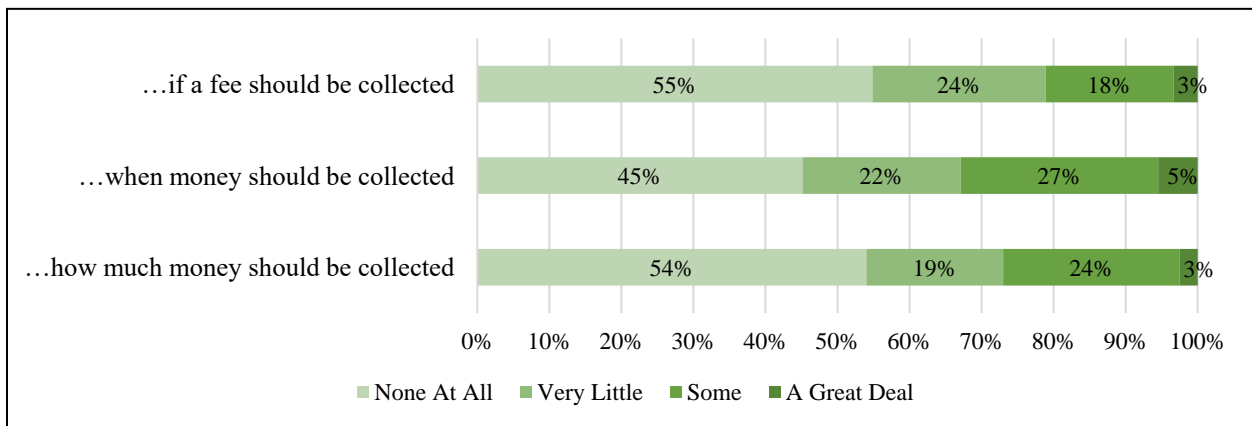


Figure 42 describes the opinions of the officers surveyed regarding their level of authority to collect fees from their clients within Pennsylvania. The results obtained suggest that most respondents believe they have little to no influence over if a fee should be collected (79%) and how much (73%) money for a fee should be collected from their clients. Officers also reported having little to no authority (67%) regarding when to collect payment for a fee.

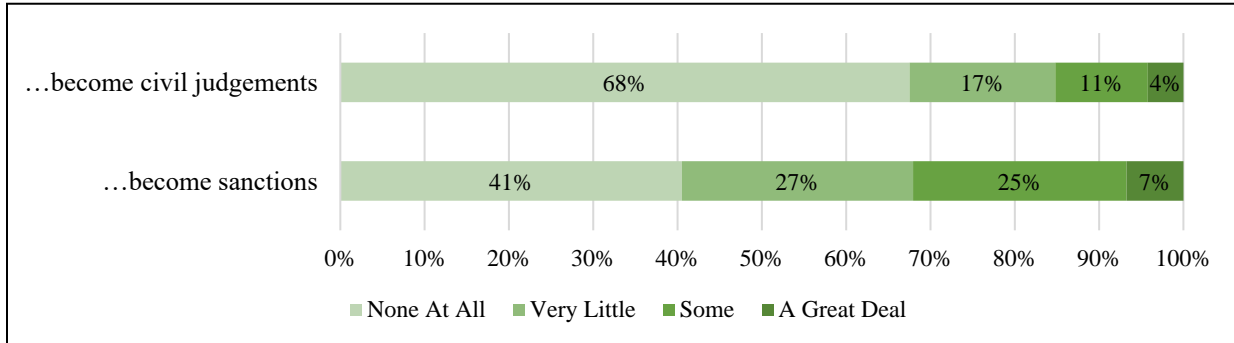
Figure 42. Pennsylvania Officer Authority to Decide...[Collection]



As shown in Figure 43, most officers reported not having authority to decide if uncollected fees become civil judgements. Only 15% report they have a great deal or some authority regarding this activity. Many officers also believed they did not have authority to issue sanctions for

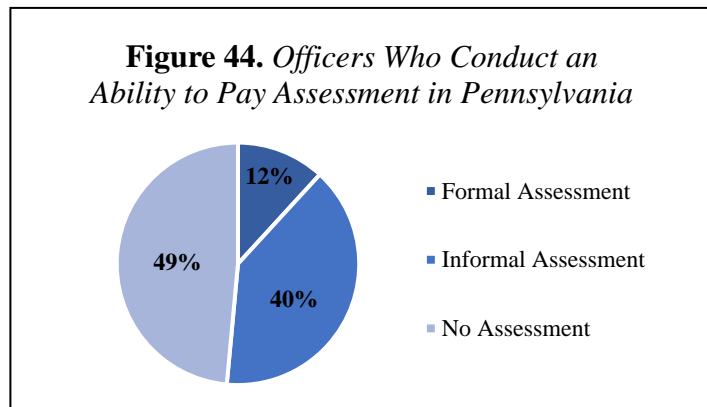
uncollected fees. Only 25% thought they had some authority and less (7%) reported having a great deal authority to decide if uncollected fees should become sanctions.

Figure 43. Pennsylvania Officer Authority to Decide if Uncollected Fees...



Assessments and Financial Waivers

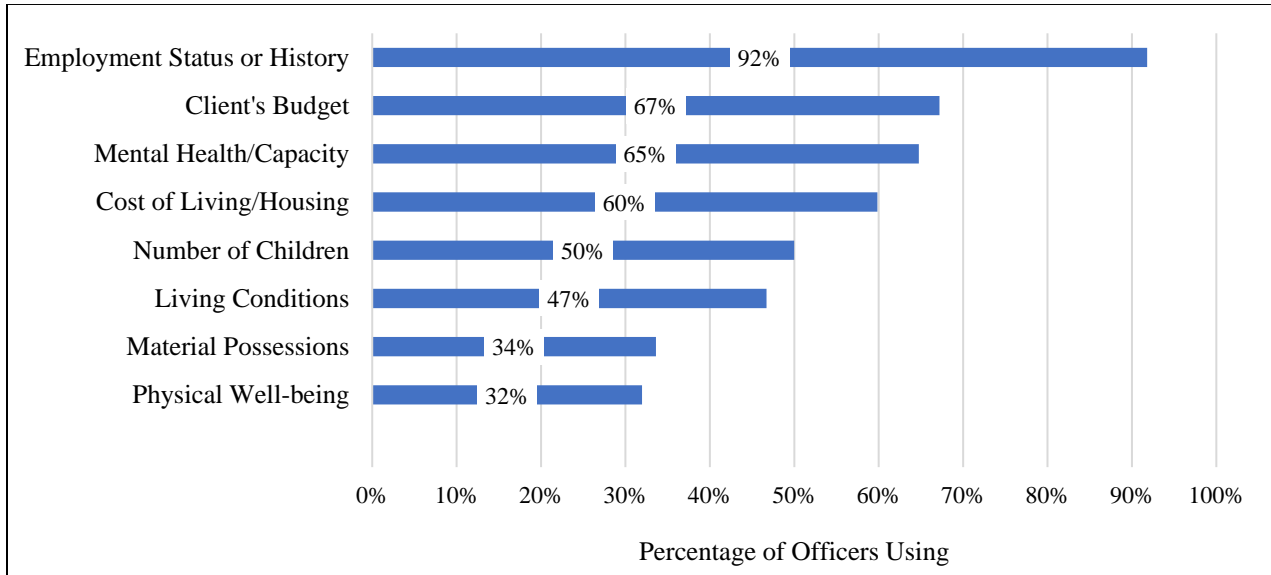
Officers may conduct assessments to determine their client’s ability to pay monetary sanctions and screen for any potential barriers to making payments. Survey respondents were therefore asked if they conducted



assessments with their clients to determine their ability to pay their fees. Figure 44 illustrates responses to this question. Among Pennsylvania officers, 49% indicated they do not perform any assessment to ascertain a client’s ability to pay. Among those who do conduct an ability to pay assessment, 12% use a formal assessment, and 40% use an informal assessment. Subsequent questions in this survey section asked respondents that use an assessment, what criteria they use to determine their client’s ability to pay their fees. The structure of this question asked respondents to “select all that apply.” Responses are listed in Figure 45. More than 92% of Pennsylvania officers reported using a client’s employment status or history to determine their

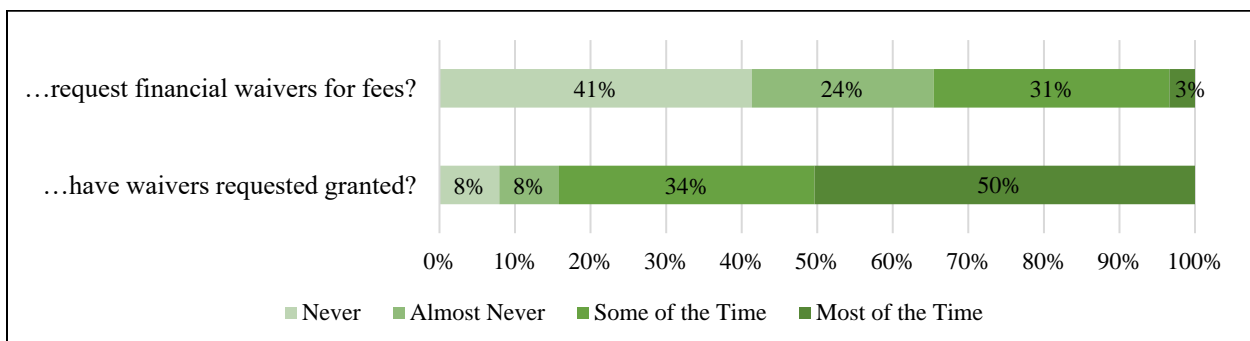
ability to pay. The next highest considerations were a client’s budget (67%), the client’s mental/health capacity (65%), and their cost of living/housing expenses (60%).

Figure 45. Factors Used to Assess Ability to Pay in Pennsylvania



Finally, survey respondents were asked about the frequency with which they request financial waivers for their clients’ fees, and if such waivers are granted. Responses are illustrated in Figure 46. Among the survey participants, 65% indicated they never or almost never request financial waivers; 31% requested them some of the time. Among officers who did report requesting waivers, half indicated that waivers they requested were granted most of the time and an additional 34% reported they were granted some of the time; only 16% said they were never or almost never granted.

Figure 46. How Often Do Pennsylvania Officers...

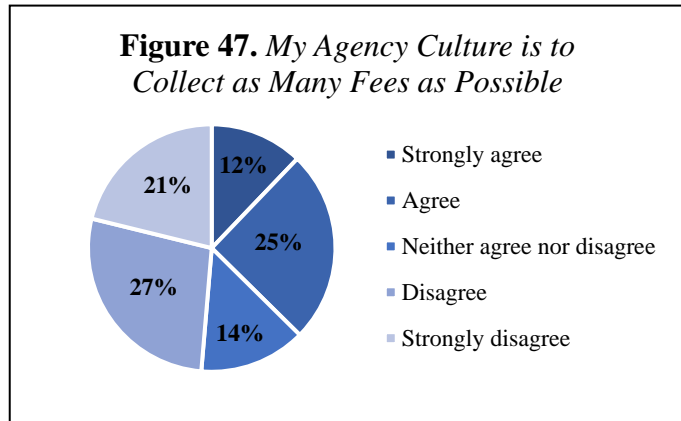


D. Officer Beliefs About Fees

Agency Culture

The central measure for fee support revolved around the following prompt, “*We understand there are often several agencies that are all trying to collect financial obligations such as fines, fees, and restitution from your clients. For example, probation or parole agencies, courts, jails, and treatment facilities all may be trying to collect money. In this section, we are interested in learning about how you feel about fees for just your agency. We are not asking about fines or restitution in this section.*” The survey then broke down into eleven sub-questions asking participants to indicate their agreement to various statements regarding fee amounts, imposition, fairness, and nonpayment consequences. Statements began with “*I believe fees charged by my [agency] ...*” Respondents could endorse each statement on a five-point Likert scale, ranging from strongly disagree to strongly agree.

Officers were then asked about their personal beliefs surrounding the collection and use of fees in their agency. Responses to this question were split. Approximately 25% of officers surveyed in Pennsylvania believed their agency



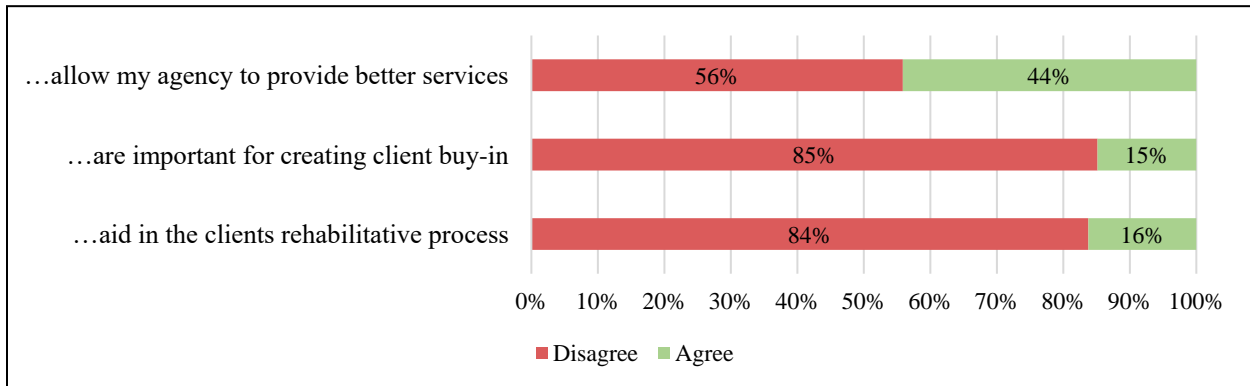
culture was to collect as many fees as possible. Yet, 27% disagreed with this sentiment. Only 12% strongly agreed with this statement whereas 21% strongly disagreed.

Fine/Fee Purposes

Officers were asked if fees helped their agency provide better services, create client buy-in, or aided the rehabilitative process. As illustrated in Figure 48, officers were split when asked

if they believed fees helped agencies provide better services. About 56% disagreed with this sentiment while 44% agreed. However, many respondents did not believe fees helped with client’s buy-in (85%) or rehabilitative process (84%).

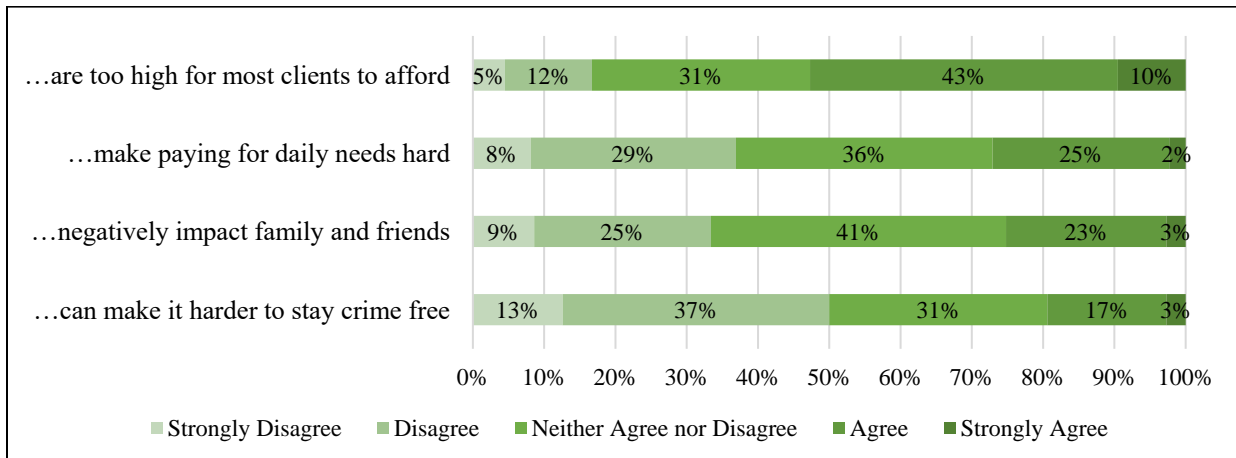
Figure 48. *According to Pennsylvania Officers, Fees...*



Impacts of Fines/Fees

Figure 49 illustrates survey responses to four questions asked regarding negative impacts officers may believe fees have on their clients. Officers appeared conflicted, with nearly a third or more of respondents neither agreeing nor disagreeing with each of the statements listed. Most officers agreed or strongly agreed that fees charged were too high for clients to afford (53%). Half of the Pennsylvania officers surveyed also disagreed or strongly disagreed that fees can make it harder to stay crime free. Responses to the other statements were more evenly split.

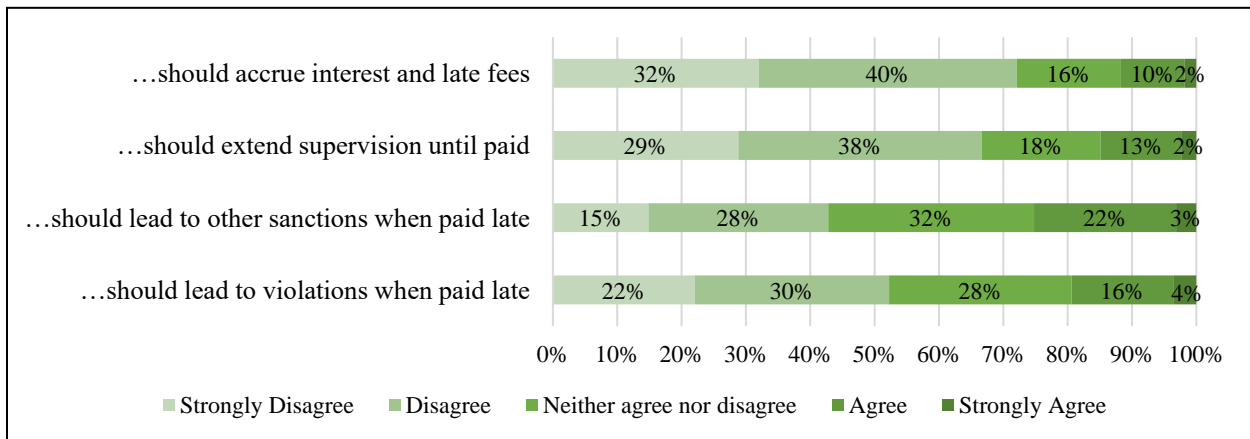
Figure 49. *Pennsylvania Responses to "Fees Charged by My Agency..." [Negative Beliefs]*



Nonpayment Consequences

Figure 50 illustrates survey responses to four questions regarding nonpayment consequences for which officers were asked to provide an opinion. The first statement asked officers if fees should accrue interest and additional late fees; most officers (72%) disagreed or strongly disagreed with this sentiment, while only 12% agreed or strongly agreed. Further, officers were asked if fees should extend supervision until paid or lead to violations when paid late. Again, most officers either strongly disagreed or disagreed (67% and 52%, respectively) with these statements. Officers were split on if they believed late payments should lead to other sanctions. About 25% agreed or strongly agreed, 32% neither agreed nor disagreed, and 43% strongly disagreed or strongly disagreed.

Figure 50. *Pennsylvania Responses to "Fees Charged by My Agency..." [Nonpayment Consequences]*

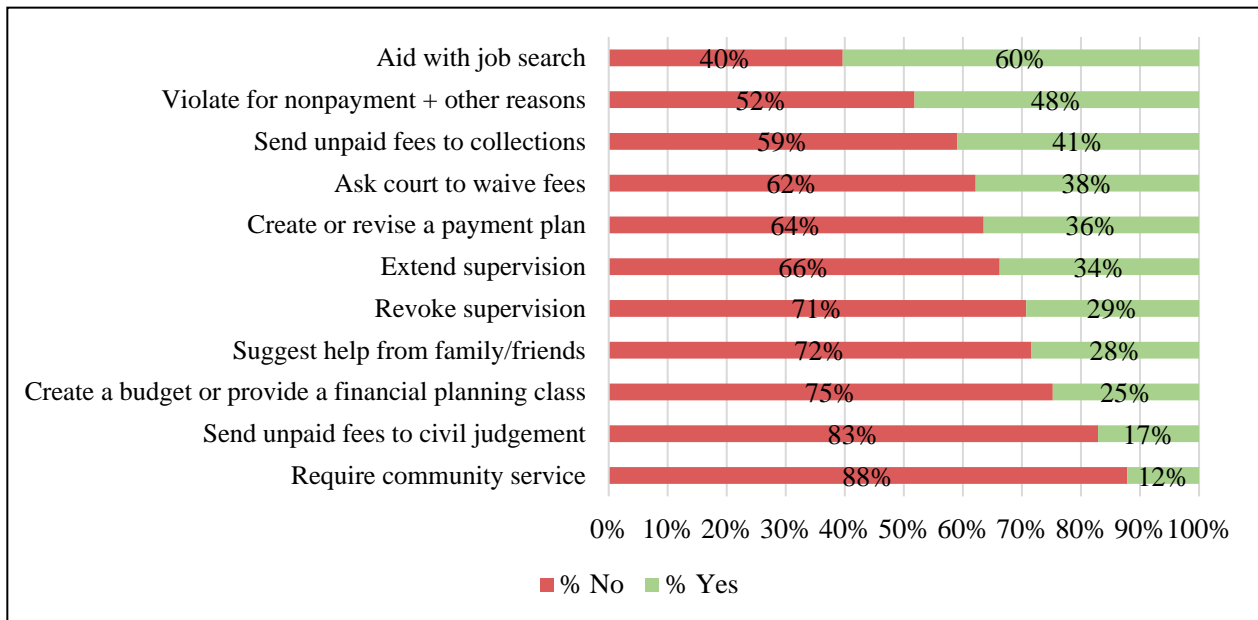


E. How Do Agencies Utilize Fines/Fees and Enforce Nonpayment in Pennsylvania?

When officers in Pennsylvania were asked about their understanding of how their agencies utilized fines and fees, most responded that they did not have a good understanding either by strongly disagreeing (23%) or disagreeing (33%) with this statement. An additional 28% neither agreed nor disagreed (see figure 51).

As shown in Figure 52, when asked what actions POs or their department take if clients do not pay their fees, the majority of POs reported that they did not take most of the actions listed. Most commonly officers reported that they aid with job searches (60%), though close to half (48%) said they violate for nonpayment plus other reasons (48%) and 41% said they send unpaid fees to collections.

Figure 52. Actions Pennsylvania Officers Take for Fee Nonpayment



Online Survey Results: Texas

A. Texas Data Collection Procedure

In total, there are 122 probation agencies in Texas, serving 254 counties. Three Texas probation agencies participating in the *CCFF* Study initially agreed to send the online survey examined here to their supervision officers. However, in the wake of COVID-19 only two ultimately granted our request to send out the survey. Thus, this survey was administered to two Texas probation agencies encompassing 5 counties. In Texas probation is highly localized. Within state guidelines, county leadership possesses discretion to determine policy and practice for probation operations. To capture this diversity in administration, the counties in our sample were selected to represent the varied geographic and population diversity present in Texas. Specifically, the officers administered this survey reside in 5 counties part of either the Northwest or Central regions of Texas and include urban, suburban, and rural areas (as classified by the US census).

To distribute the survey to supervision officers in Texas, a two- step process was followed. First, the director of each agency was sent an email by the *CCFF* study team explaining the purpose of the survey and encouraging officers to submit responses. The director then forwarded this email to all officers that they supervised and encouraged the officers to participate. In addition to this initial email, a reminder email was sent every two weeks. At one agency, reminder emails were sent to the director, who then forwarded them to officers. At the second agency, researchers were provided with emails for all possible participants, and Qualtrics was configured to automatically send a reminder email only to those that had not completed the survey every two weeks. The survey was open for responses from September to November, 2020, just over 7 weeks. In all, 59 of 70 officers responded to the survey. Two declined to participate, thus 57 responses were collected. Some respondents only partially completed the survey (n=6), so 51 complete responses were collected.

B. Texas Online Survey Participant Demographics

Of the officers who submitted the survey from Texas, about 32% were from County 1 and 68% were from County 2. Table 10 displays demographics for the total sample of Texas respondents. Note that the statistics displayed only represent responses for individuals who chose to submit information about their personal characteristics – respondents could decline to submit demographic information but still complete the survey ($n \leq 5$).

Table 10.	
<i>Texas Demographic Characteristics</i>	
	Non-Missing (%)
Gender	
Male	31.3
Female	68.8
Race	
White	84.8
Black or African American	10.9
Other	4.4
Ethnicity	
Hispanic	13.0
Non-Hispanic	87.0
Educational Attainment	
4-year degree	86.0
Graduate or professional degree	14.0
Employment Characteristics	
Officer (Non-Supervisor)	64.3
In current role at least 5 years	75.0
Supervise Specialized Caseload	61.8
	Mean (<i>sd</i>)
Age	42.8 (10.4)

Most participants in Texas were female (69%), White (85%), non-Hispanic (87%), and had obtained a 4-year college degree (86%). Respondents were 43 years old on average ($sd=10.4$ years). Most respondents were employed as supervision officers in a non-supervisory role (64%) and had been employed in this role for at least 5 years (75%). Many respondents also reported supervising specialized probation caseloads (62%).

C. How Officers Collect Fines/Fees in Texas

Typical Work Week

Probation and parole officers can have varying responsibilities and caseloads, and the content and context of an officer's job can affect how they perceive fines, fees, and supervisees. For example, it is possible that some staff are more empathetic towards clients that they interact with more.

In examining the various roles officers can take, the online survey asked them to report the average percentage of time they commit to eight tasks in a typical work week. Table 11 illustrates the average percentage of time spent on each during a typical work week for officers in Texas. Officers report spending about 26% of their time on average each week talking with clients in their office. Officers also describe spending a considerable amount of time collecting fees (18%) and completing paperwork (17%) during their work week. Notably, survey participants indicated that the percentage of time they spend collecting fees on average during a work week is equal to time spent attending court, conducting assessments, and locating clients, combined. Many of the individuals who reported completing "other" tasks regularly operate in a supervisory role, and therefore described spending more time completing administrative tasks, training other officers, auditing and reviewing information from subordinates, and in meetings as opposed to interacting with clients or collecting fees directly.

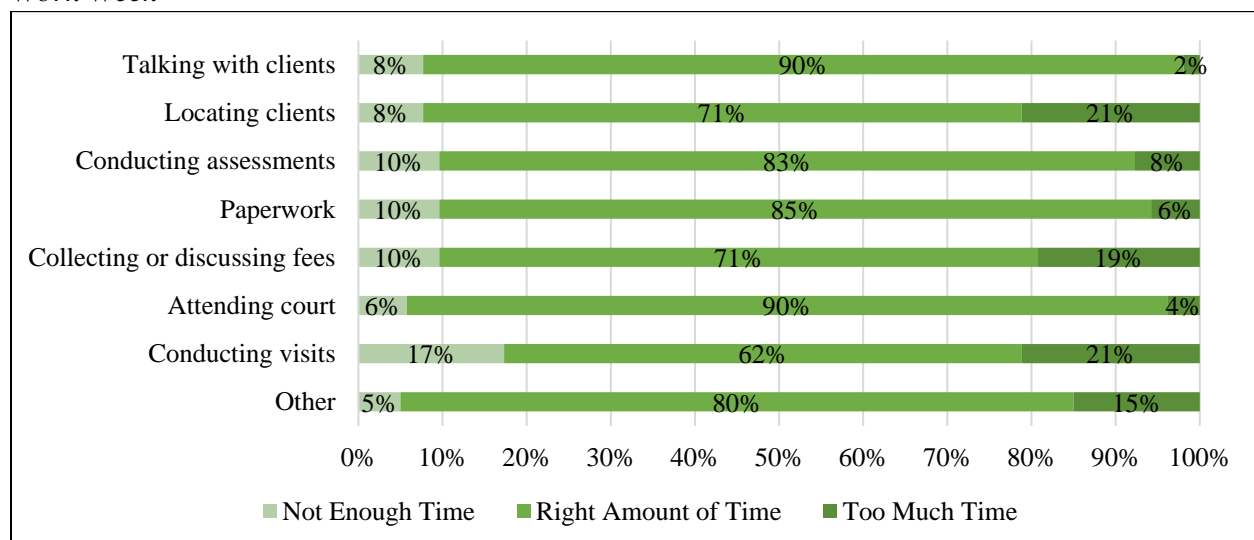
Task	Average % of Time	Min	Max
Talking with client in office	25.6	0	100
Collecting or discussing fees	18.4	0	75
Paperwork	17.0	0	95
Other	13.9	0	100
Attending court	7.4	0	63

Conducting assessments	6.0	0	25
Locating clients	5.8	0	25
Conducting visits	5.7	0	40

Views on Time Spent on Tasks

Following the previous section, which sought to understand an officer’s typical work week, online survey respondents were asked to indicate how they felt about the amount of time they reported spending per week on each task listed. The response options for each question in this section were “*I feel this is not enough time to spend on this task*”, “*I feel this is the right amount of time to spend on this task*”, or “*I feel too much time is spent on this task*”. Each task is reported in Figure 53, along with the percentage of respondents that indicated how they felt about time spent on each task. Overall, most officers (62% - 90%) felt that they spent the ‘right amount of time’ on each task listed. Regarding fees, almost 19% of respondents believed they spend too much time collecting or discussing fees that their clients owe. Comparably, 10% believed they did not spend enough time discussing or collecting fees, while 71% believed they spent the right amount of time. Similarly, 21% of survey participants felt they spend too much time conducting visits and locating clients.

Figure 53. *Texas Officers' Feelings About the Amount of Time Spent on Tasks During an Average Work Week*



Authority in the Collection of Fines and Fees

Participants were asked how much authority they have in relation to fees imposed by their agency on their clients. Specifically, we asked respondents about their authority to determine (1) whether clients are charged a specific fee, (2) how often clients should be charged a specific fee, (3) the cost of a specific fee, (4) whether a specific fee should be collected from clients, (5) how much money should be collected from clients, (6) when money should be collected, (7) whether clients' uncollected fees should be turned into sanctions, and (8) whether clients' uncollected fees should be turned into civil judgement. Response options for questions within this section were “*none at all,*” “*very little,*” “*some,*” or “*a great deal.*”

Figure 54 illustrates respondents' opinions of their level of authority to impose fees and additional conditions on their clients within Texas. The results obtained suggest that 79% of respondents believed they have little to no authority in deciding if a specific type of fee should be collected from a client. Further, 86% of respondents believe they have very little or no authority at all in determining the fee amount that should be collected from a client. An additional 82% of officers report they have very little or no authority in determining how often a specific fee should be collected. This is likely because fees required from supervision clients are usually decided by law, policy, or judicial discretion rather than officer preference. In comparison, a majority (about 68%) of officers describe having some or a great deal of authority in determining additional conditions to impose on clients beyond standard conditions of supervision.

Figure 54. Texas Officer Authority to Decide...[Imposition]

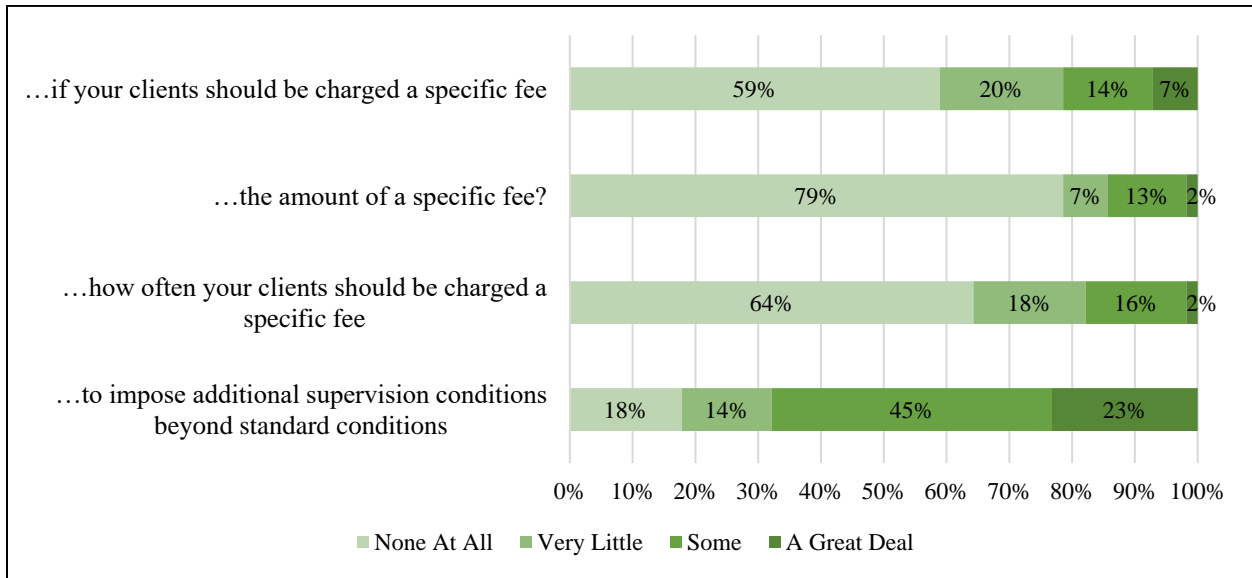
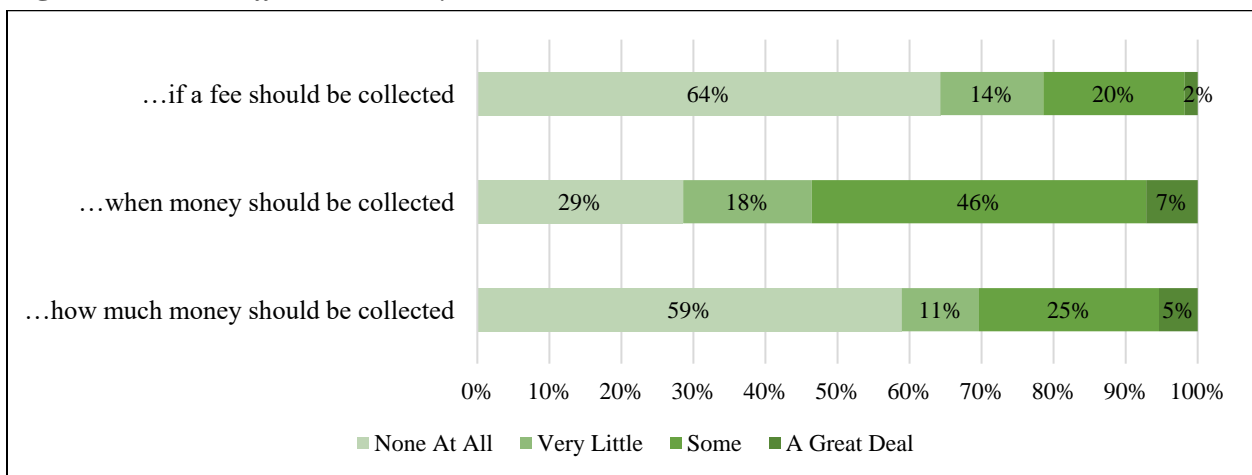


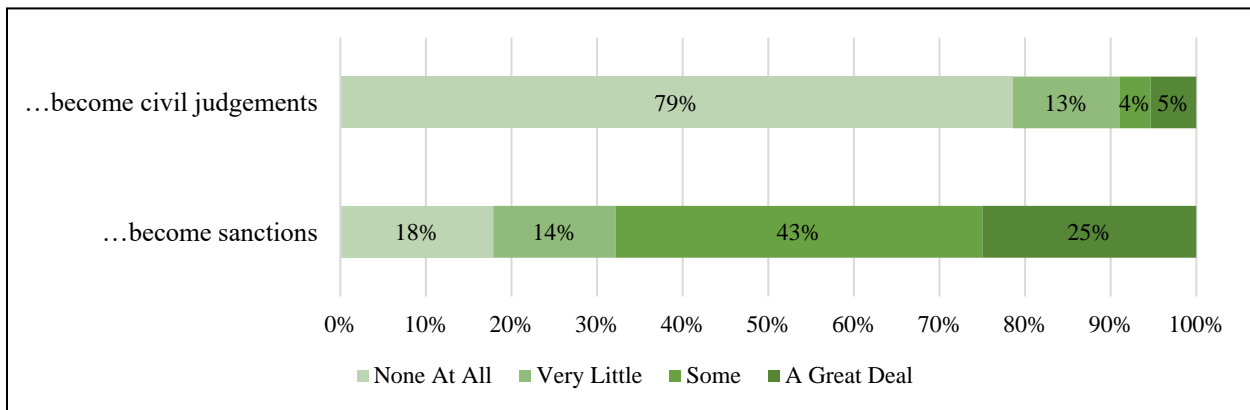
Figure 55 describes the opinions of the officers surveyed regarding their level of authority to collect fees from their clients within Texas. The results obtained suggest that most respondents believe they have little to no influence over whether a fee should be collected (78%) and how much money should be collected (70%) payment for a fee should be collected from their clients. However, 53% believed they had some or a great deal of authority to decide when payment should be collected.

Figure 55. Texas Officer Authority to Decide...[Collection]



The remaining questions in the survey regarding officer authority concerned actions taken with uncollected fees. As shown in Figure 56, 68% of officers surveyed believed they had some or a great deal of authority in determining if uncollected fees become sanctions, while only 9% believed they had some or a great deal of authority in deciding if uncollected fees result in civil judgement. This lack of authority by parole and probation officers in determining if uncollected fees result in civil judgment are likely a result of state specific policies or laws that govern the process for converting unpaid fees into a civil judgment.

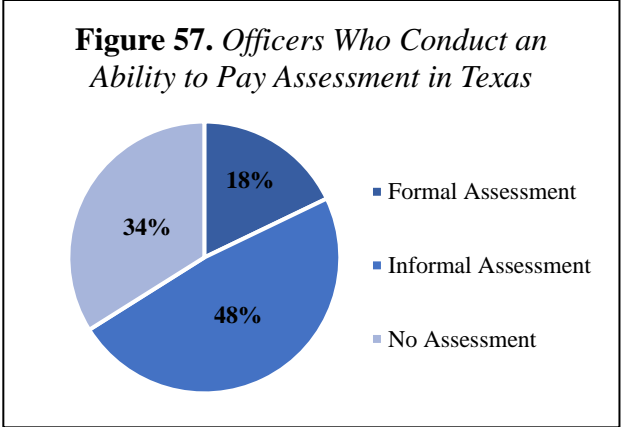
Figure 56. Texas Officer Authority to Decide if Uncollected Fees...



Assessments and Financial Waivers

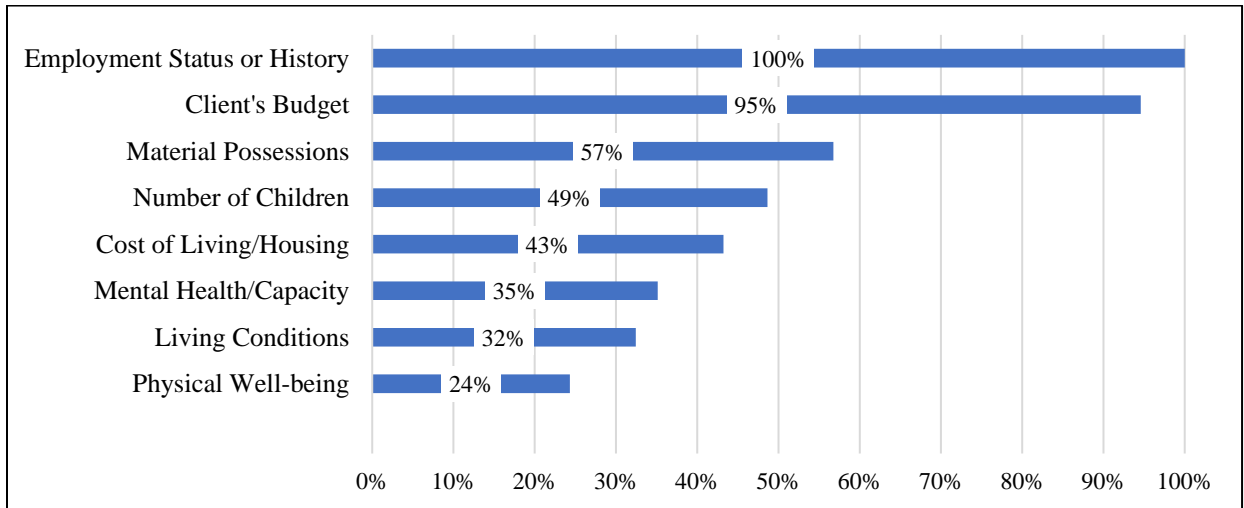
Officers may conduct assessments to determine their client’s ability to pay monetary sanctions and screen for potential barriers to making payment. Survey respondents were therefore asked if they conducted assessments with their clients to determine their ability to pay their fees. Figure 57 illustrates responses to this question. Among Texas officers, almost 34% indicated they do not perform any assessment to ascertain a client’s ability to pay. Among those who do conduct an ability to pay assessment, 18% use a formal assessment, and 48% use an informal assessment. Subsequent questions in this survey section asked respondents that use an assessment what criteria

they use to determine their client’s ability to pay their fees. The structure of this question asked respondents to “select all that apply.” Responses are listed in Figure 58. More than 90% of Texas officers reported using a client’s employment status or history and/or budget to



determine their ability to pay. About half also reported using a client’s material possessions (57%) and/or number of children (49%) to make an ability to pay determination.

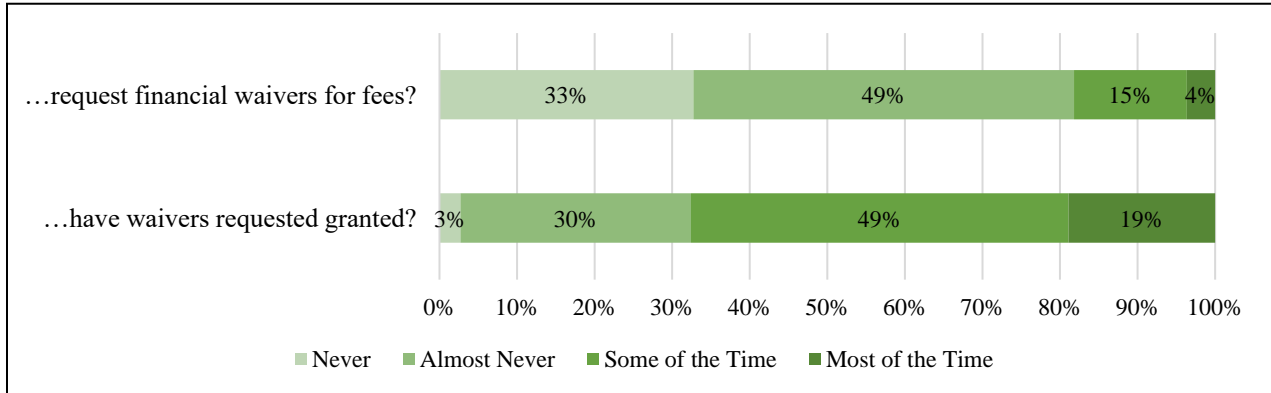
Figure 58. Factors Used to Assess Ability to Pay in Texas



Finally, survey respondents were asked about the frequency with which they request financial waivers, and if such waivers are granted. Responses are illustrated in Figure 59. Among the survey participants, 33% indicated they never request financial waivers, while an additional 49% indicated they almost never request them. Overall, about 82% of the sample did not make a regular practice of requesting financial waivers for their clients. Among officers who did report requesting waivers, the majority (68%) indicated that waivers they requested were granted some

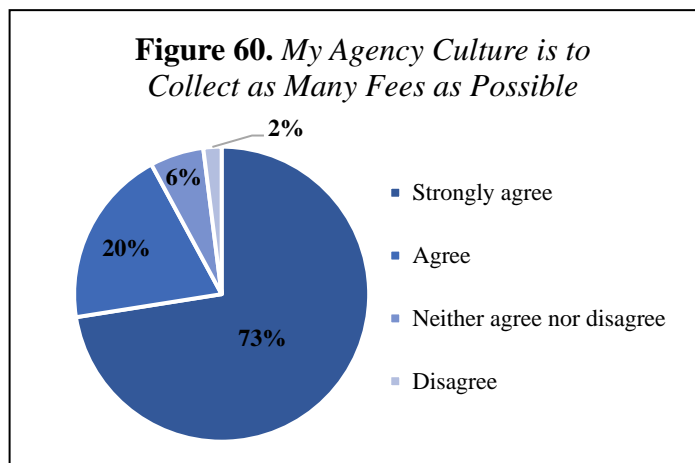
(49%) or most (19%) of the time, while the remaining participants indicated that waivers they asked for were almost never (30%) or never (3%) granted.

Figure 59. How Often do Texas Officers...



D. Officer Beliefs About Fees

The central measure for fee support revolved around the following prompt, “We understand there are often several agencies that are all trying to collect financial obligations such as fines, fees, and restitution from your clients. For example, probation or parole agencies,



courts, jails, and treatment facilities all may be trying to collect money. In this section, we are interested in learning about how you feel about fees for just your agency. We are not asking about fines or restitution in this section.” The survey then broke down into eleven sub-questions asking participants to indicate their agreement to various statements regarding fee amounts, imposition, fairness, and nonpayment consequences. Statements began with “I believe fees charged by my [agency]...” Respondents could endorse each statement on a five-point Likert scale, ranging from strongly disagree to strongly agree.

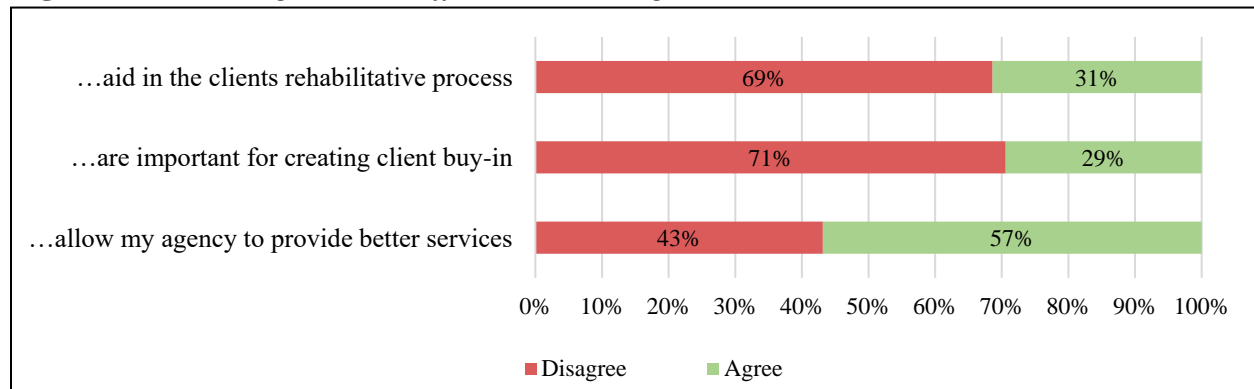
Agency Culture

Officers were also asked about the emphasis that their agency places on fee collection. Most individuals in the sample (93%) strongly agreed or agreed that the culture in their agency was to collect as many fees as possible.

Fine/Fee Purposes

Further, officers were asked if fees contributed to three theoretically important roles—aiding in rehabilitation, creating client buy-in, or allowing agencies to provide better services and facilities. The respondent’s agreement with these options is illustrated in Figure 61. Officers largely disagreed that fees aided clients in their rehabilitative process or in creating buy-in. A slim majority, 57%, believed fees allowed agencies to provide better services.

Figure 61. *According to Texas Officers, Collecting Fees...*

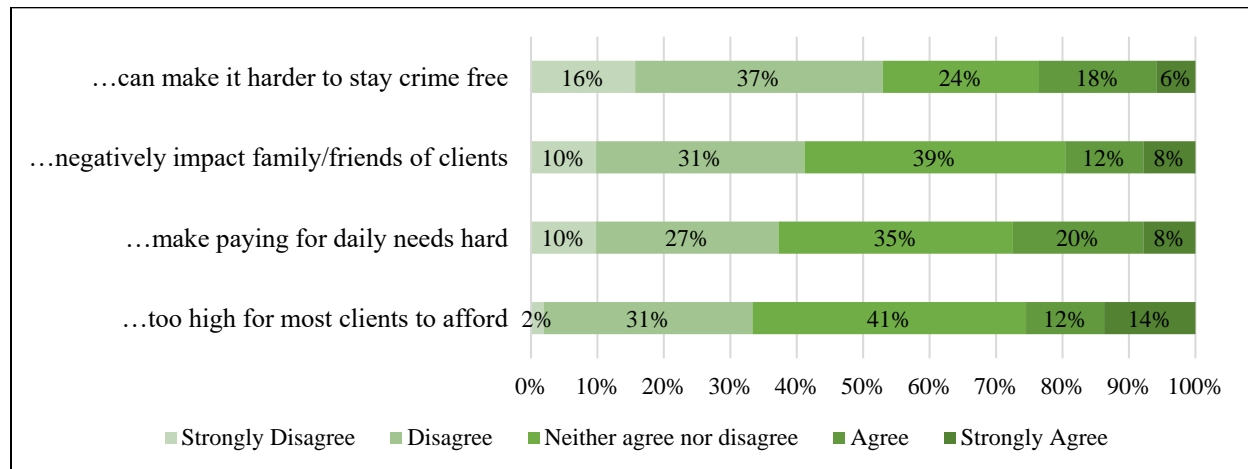


Impacts of Fines/Fees

Figure 62 illustrates survey responses to four questions asked regarding negative impacts officers may believe fees have on their clients. The first asked officers to indicate their agreement with the assertion that fees charged by their agency could make it harder for their clients to stay crime free. A slight majority of officers (53%) disagreed or strongly disagreed with this statement, while just under a quarter (24%) indicated they agreed or strongly agreed instead. The second statement claimed that fees negatively impacted probation clients’ families and friends. Officers were split in their responses to this statement but leaned towards ‘no.’ Almost half (41%) of

respondents indicated they disagreed or strongly disagreed with this statement, while 20% agreed or strongly agreed, and 39% neither agreed nor disagreed. The third statement asserted that fees made it difficult for clients to pay for their daily needs. Officers were split fairly evenly in their responses to this statement; just over a third of respondents disagreed or strongly disagreed (37%), while just under a third (28%) agreed or strongly agreed, and the remaining third (35%) neither agreed nor disagreed. Finally, officers were asked if they believed fees assessed by their agency were too high for most of their clients to afford. Officers were again split on this issue, with 33% strongly disagreeing or agreeing, 26% agreeing or strongly agreeing, and the remaining 41% neither agreeing nor disagreeing.

Figure 62. *Texas Responses to "Fees Charged by My Agency..." [Negative Beliefs]*

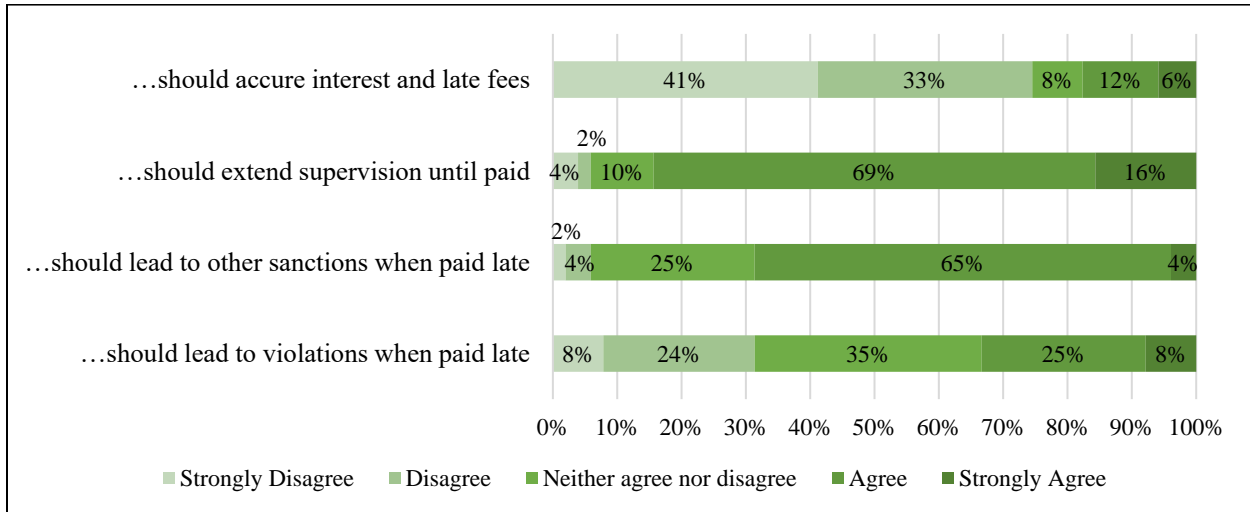


Nonpayment Consequences

Finally, Figure 63 illustrates survey responses to four questions regarding nonpayment consequences for which officers were asked to provide an opinion. The first statement asked officers if fees should accrue interest and additional late fees; most officers (74%) disagreed or strongly disagreed with this sentiment, while 18% agreed or strongly agreed. Further, officers were asked if fees should be extended until paid or lead to other sanctions when paid late. Most officers who participated in the survey agreed or strongly agreed with these statements (85% and 69%

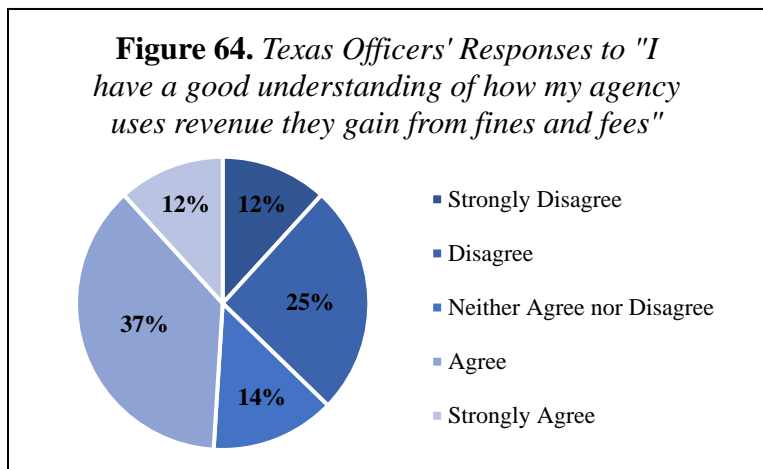
respectively). On the final question, which asked if late payment of fees should lead to violations, responses were nearly evenly split. One third of respondents (33%) agreed or strongly agreed with the idea, 32% disagreed or strongly disagreed, and 35% neither agreed nor disagreed.

Figure 63. *Texas Responses to "Fees Charged by My Agency..." [Nonpayment Consequences]*



E. How Do Agencies Utilize Fines/Fees and Enforce Nonpayment in Texas?

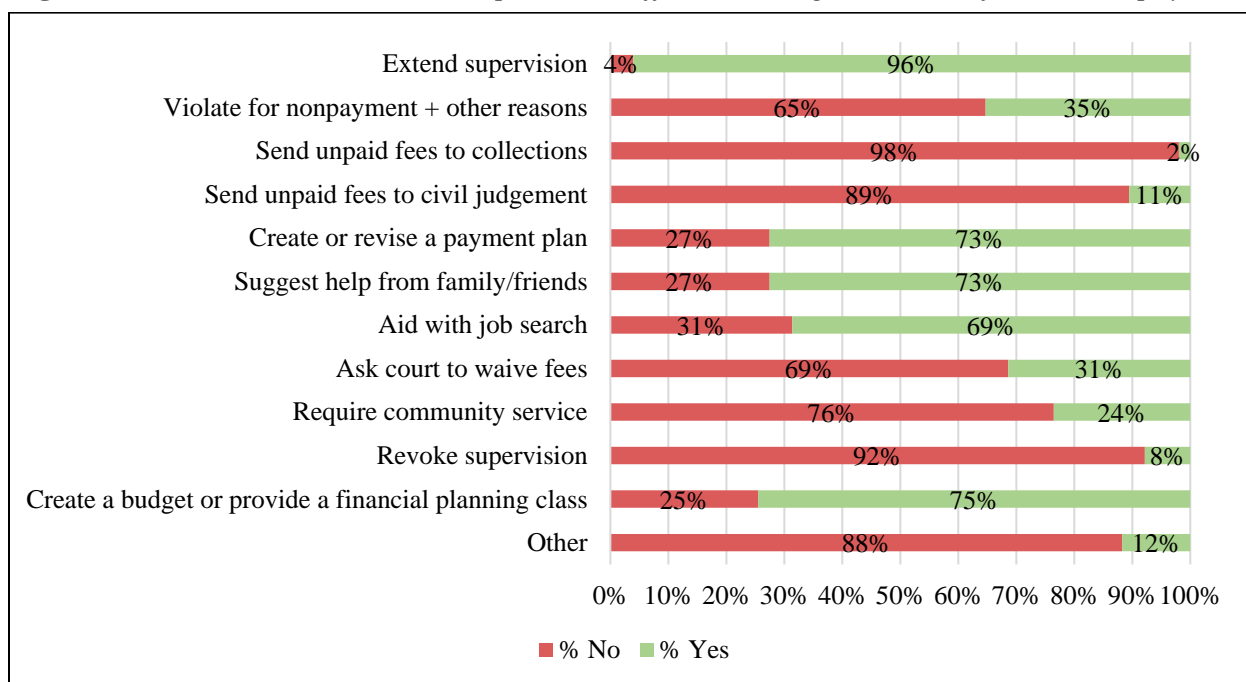
As seen in Figure 64, nearly half (49%) of Texas officers indicated they strongly agreed or agreed that they have a good understanding of how their agency uses revenue gained from fees. A further 37% strongly disagreed or disagreed with this sentiment.



As shown in Figure 65, when asked what actions POs or their department take if clients do not pay their fees, POs reported that they take a variety of actions in response to nonpayment. Most commonly officers reported that they extend supervision (96%), create a budget or provide a

financial planning class (75%), create or revise a payment plan (73%), and suggest clients ask for help from family or friends (73%). The least common responses included revoking supervision (8%) and sending unpaid fees to civil judgement (11%). A small number of respondents also reported requiring several “other” actions in response to nonpayment: an administrative hearing, jail time, increased reporting, screening, or moving clients to a higher risk caseload, or sending unpaid fees to collections.

Figure 65. *Common Actions Texas Supervision Officers and Agencies Take for Fee Nonpayment*



Online Survey Results: Virginia

A. Virginia Data Collection Procedure

Virginia has 37 local community corrections agencies that oversee individuals who have a misdemeanor probation term.¹ The Virginia team received a list of probation officer emails from 35 (of the 37) agencies who agreed to participate in the study, and drafted a survey invite to go directly to probation officers. In September and October of 2020, the survey was distributed using Qualtrics to 236 officers working in 35 participating agencies across Virginia. The Virginia team had the agency director send an email encouraging their staff to fill out the survey. Two reminders were sent approximately two weeks apart, and an additional email was sent to individuals who had started but did not complete the survey. In all, 140 responses were received (121 completed and 19 partial responses) from 34 agencies.

B. Virginia Online Survey Participant Demographics

Table 12 displays demographics for the total sample of Indiana respondents. Note that the statistics displayed only represent responses for individuals who chose to submit information about their personal characteristics – respondents could decline to submit demographic information but still complete the survey ($n \leq 17$). Most participants in Virginia were female (73%), had obtained a 4-year college degree (63%), and were White (67%), Non-Hispanic (93%), and 41 years old on average ($sd=11$ years). Most respondents were employed in non-supervisory officer roles (77%), and just over half had been employed in this role for at least 5 years (56%). Many respondents reported supervising specialized caseloads (63%).

¹ The Virginia Department of Corrections oversees people who are on felony probation.

Table 12.	
<i>Virginia Demographic Characteristics</i>	
	Non-Missing %
Gender	
Male	27.9
Female	72.1
Race	
White	67.3
Black or African American	26.0
Other	1.9
Multi-Racial	4.8
Ethnicity	
Hispanic	7.4
Non-Hispanic	92.6
Educational Attainment	
High school or GED equivalent	<1%
Some college but no degree	4.3
2-year or technical degree	4.3
4-year degree	62.9
Graduate or professional degree	27.6
Employment Characteristics	
Officer (Non-Supervisor)	77.0
In current role at least 5 years	56.3
Supervise Specialized Caseload	62.7
	Mean (<i>sd</i>)
Age	41.5 (11.0)

C. How Officers Collect Fines/Fees in Virginia

In Virginia, some agencies do not impose or collect supervision fees. Consequently, a screening question was added to the survey for Virginia respondents that asked, “*Does your office impose and collect probation supervision fees?*” When participants answered ‘no’ to this question, all questions & prompts concerning fees were automatically skipped. Consequently, in the following results, when questions concerning fees are discussed, these individuals were excluded from the analyses. Twenty-one percent of officers in the Virginia sample (n=26) stated their office did not collect supervision fees, and therefore did not answer the fee-related questions. Questions asking officers about time they spent on tasks during a typical work week, and their views about those tasks were asked to all officers.

Typical Work Week

In examining the various roles officers can take, officers were asked to report the average percentage of time they commit to eight tasks in a typical work week. Table 13 illustrates the average percentage of time spent on each task during a typical work week for officers in Virginia. Officers report spending about 21% of their time on average each week on paperwork compared to just 17% of their time on talking with clients in their office. Yet, there is quite a range in the amount of time talking with clients as at least one individual reported spending 75% of their time in this way. Roughly the same amount of time (approximately 11%) was spent on officers attending court, conducting assessments, and locating clients. Only a small percentage of officers' time (4%) was spent collecting and discussing fees. Even looking at the ranges, collecting/discussing fees only comes to a maximum of 15% of one's time. Officers reported spending about 5% of their time on "other" tasks. These included: administrative/supervisor work, applying for and monitoring grants, attending trainings and meetings, conducting drug screens, contacting treatment providers and community stakeholders, email, phone calls, monitoring GPS, recruiting/interviewing for the Intensive Pretrial Program and Veteran's Docket, monitoring restitution payments, sending referrals, updating and closing cases, translating for Spanish speaking offenders, assisting other agencies, running background checks, and talking with attorneys.

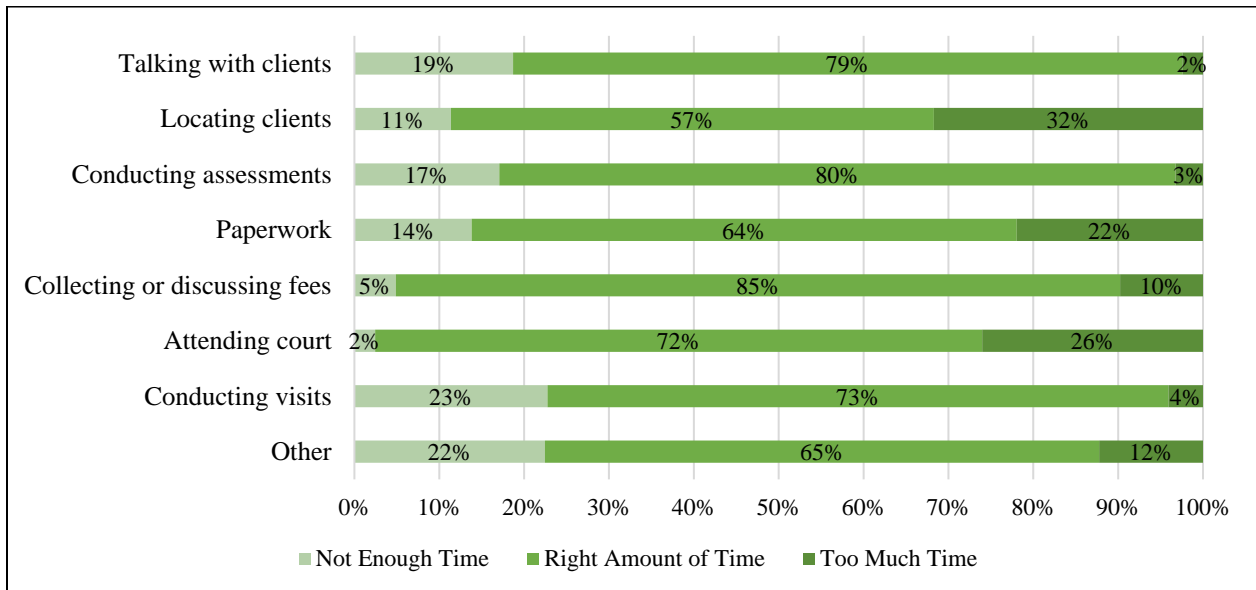
Task	Average % of Time	Min	Max
Talking with client in office	16.5	0	75
Collecting or discussing fees	4.0	0	15
Paperwork	21.1	0	80
Other	5.1	0	69
Attending court	11.6	0	40

Conducting assessments	11.1	0	50
Locating clients	11.6	0	50
Conducting visits	0.7	0	35

Views on Time Spent on Tasks

Following the previous section, which sought to understand an officer’s typical work week, officers were asked to indicate how they felt about the amount of time they reported spending per week on each task listed. Each task is reported in Figure 66 along with the percentage of respondents that indicated how they felt about the time spent on each task. Most of the officers felt the right amount of time was spent on each task. When officers reported not having enough time, 23% said not enough time was spent on conducting visits, 19% said not enough time was spent on talking with clients, and 17% said not enough time was spent on conducting assessments. Those indicating “too much time” was spend on certain tasks focused on locating clients (32%), attending court (26%), and completing paperwork (22%).

Figure 66. Virginia Officers' Feelings About the Amount of Time Spent on Tasks During an Average Work Week



Authority in the Collection of Fines and Fees

Participants were asked how much authority they have in relation to fees imposed by their agency on their clients. Specifically, we asked respondents about their authority to determine (1) whether clients are charged a specific fee, (2) how often clients should be charged a specific fee, (3) the cost of a specific fee, (4) whether a specific fee should be collected from clients, (5) how much money should be collected from clients, (6) when money should be collected, (7) whether clients' uncollected fees should be turned into sanctions, and (8) whether clients' uncollected fees should be turned into civil judgement. Response options for questions within this section were "none at all," "very little," "some," or "a great deal."

Figure 67 illustrates respondents' opinions of their level of authority to impose fees and additional conditions on their clients within Virginia. The results obtained suggest that respondents believed they have little to no authority in deciding if a clients should be charged a specific type of fee (65%), the amount of a specific fee (74%), and how often clients should be charged a fee (75%). However, when asked about the authority they had to impose additional conditions, officers were more split. About 40% reported they had little to no authority in deciding to impose additional conditions, but 61% indicated they had some or a great deal of authority to do this.

Figure 67. Virginia Officer Authority to Decide...[Imposition]

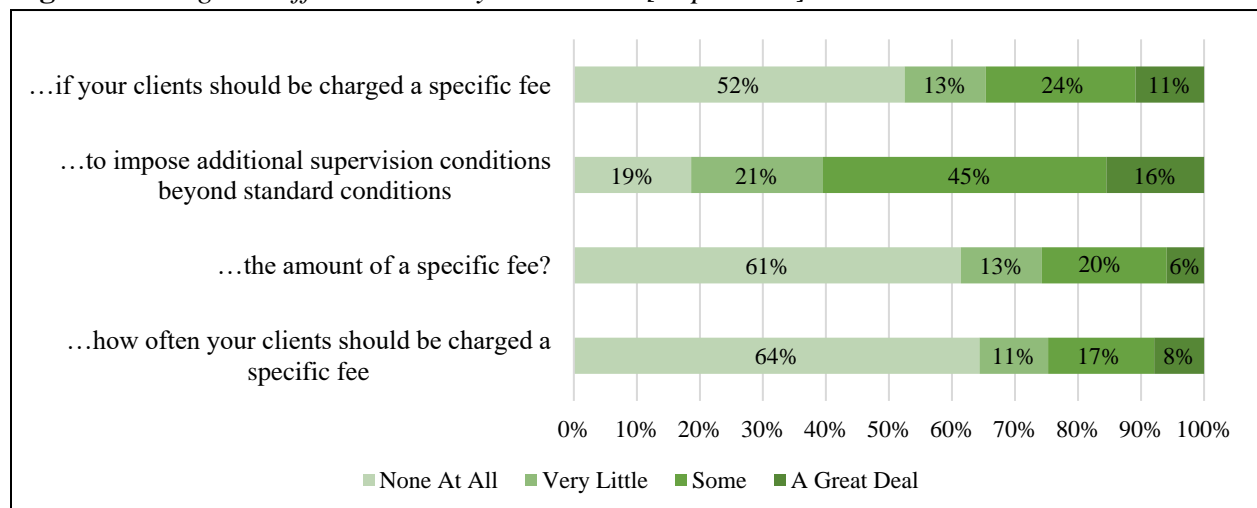
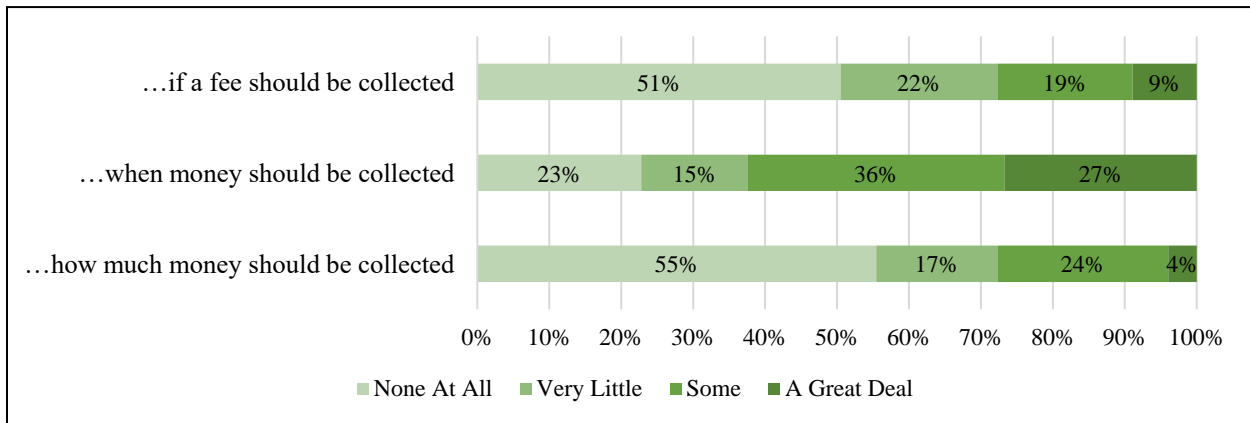


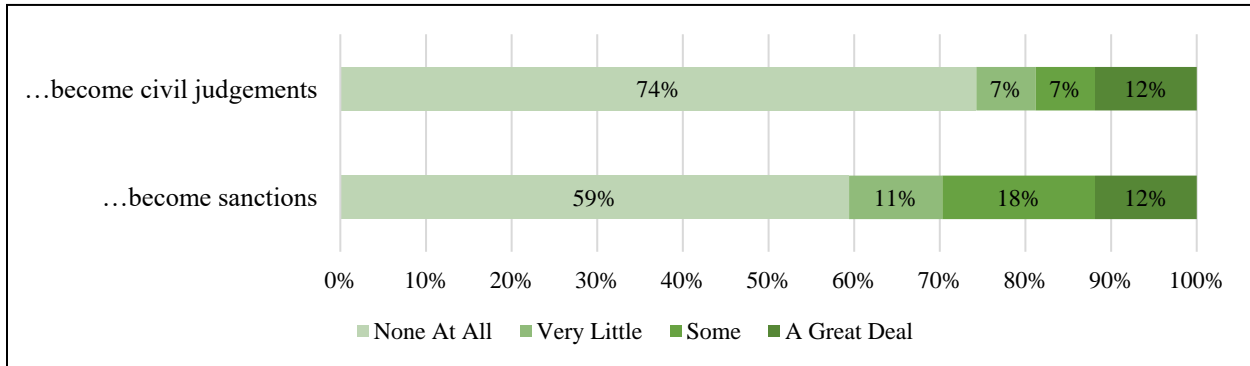
Figure 68 describes the opinions of the officers surveyed regarding their level of authority to collect fees from their clients within Virginia. The results obtained suggest that most respondents (73%) believe they have little to no influence over if a fee should be collected, and how much money should be collected from their clients (72%). However, responses were more mixed regarding authority over when money should be collected. About 38% report having little to no authority regarding when to collect payment for a fee, while 36% report having some authority and 27% report having a great deal.

Figure 68. Virginia Officer Authority to Decide...[Collection]



As shown in Figure 69, most officers indicated they had little to no authority to decide if uncollected fees become civil judgments (81%); only 12% thought they had a great deal of authority on this. Most respondents (59%) also reported having no authority to determine if uncollected fees become sanctions. However, 18% reported some authority and 12% believed they had a great deal of authority to determine if uncollected fees became sanctions.

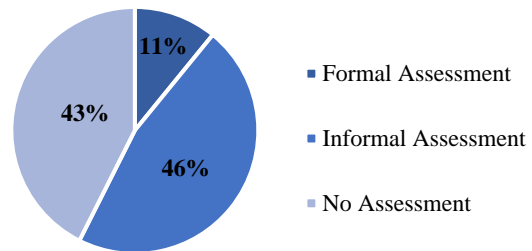
Figure 69. Virginia Officer Authority to Decide if Uncollected Fees...



Assessments and Financial Waivers

Officers may conduct assessments to determine their client’s ability to pay monetary sanctions and screen for potential barriers to making payments. Survey respondents were therefore asked if they conducted assessments with their clients to determine their ability to

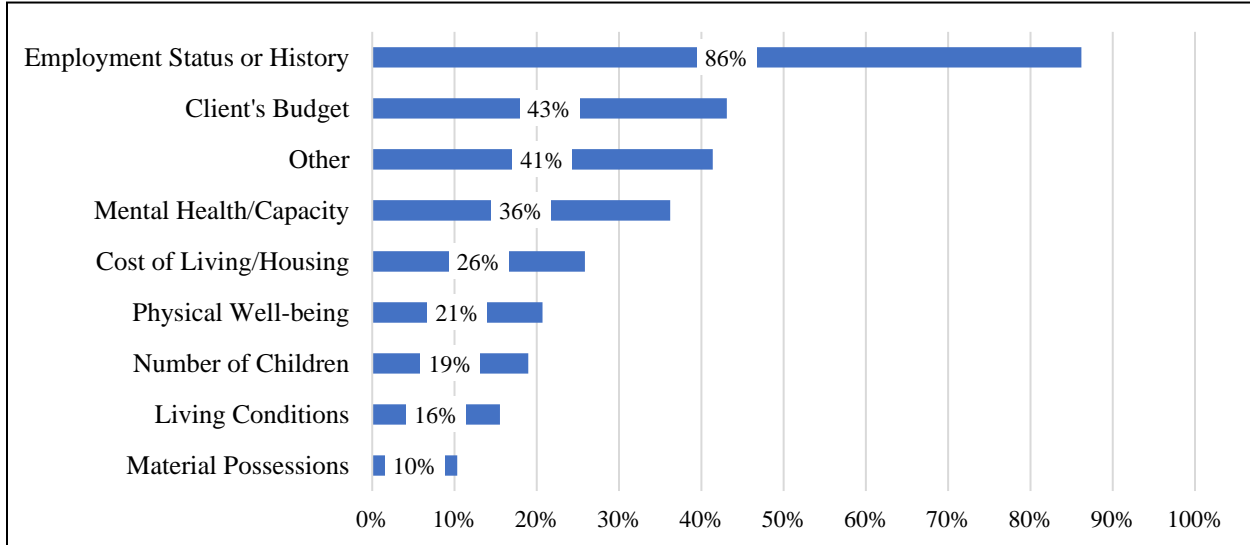
Figure 70. Officers Who Conduct an Ability to Pay Assessment in Virginia



pay their fees. Figure 70 illustrates responses to this question. Among Virginia officers, 43% indicated they do not perform any assessment to ascertain a client’s ability to pay. Among those who do conduct an ability to pay assessment, 46% use an informal assessment, and only 11% use a formal assessment. Subsequent questions in this survey section asked respondents that use an assessment what criteria they use to determine their client’s ability to pay their fees. The structure of this question asked respondents to “select all that apply.” Responses are listed in Figure 71. The highest factor used was employment status or history with 86% of officers in Virginia indicating this choice. The next highest but somewhat lower included the client’s budget (43%) and other factors (41%). Examples of other factors included: government/public assistance (SNAP, social

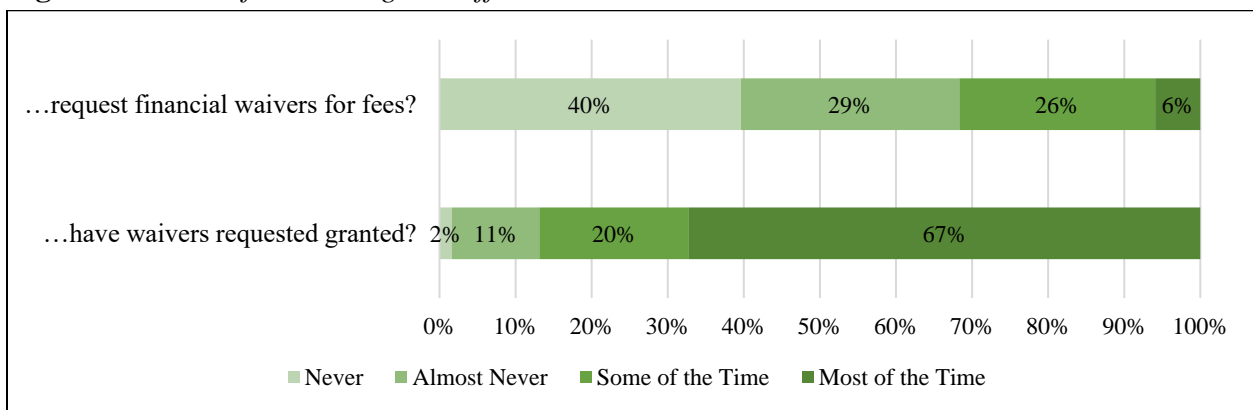
security, food stamps, etc.), disability benefits, Medicaid status, unemployment, homelessness, and indigency.

Figure 71. Factors Used to Assess Ability to Pay in Virginia



The survey respondents were also asked about the frequency with which they request financial waivers, and if such waivers are granted. In Virginia, 69% reported that they never or almost never requested a waiver for fees; while 32% indicated that they requested waivers some or all the time. When waivers were requested, however, many felt they were accepted most of the time (67%) or some of the time (20%). Responses are illustrated in Figure 72.

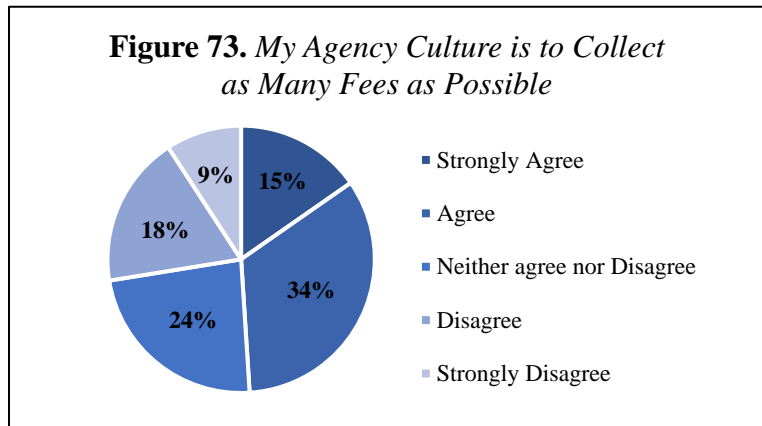
Figure 72. How Often do Virginia Officers...



D. Officer Beliefs About Fees

The central measure for fee support revolved around the following prompt, “*We understand there are often several agencies that are all trying to collect financial obligations such as fines, fees, and restitution from your clients. For example, probation or parole agencies, courts, jails, and treatment facilities all may be trying to collect money. In this section, we are interested in learning about how you feel about fees for just your agency. We are not asking about fines or restitution in this section.*” The survey then broke down into eleven sub-questions asking participants to indicate their agreement to various statements regarding fee amounts, imposition, fairness, and nonpayment consequences. Statements began with “*I believe fees charged by my [agency]*” Respondents could endorse each statement on a five-point Likert scale, ranging from strongly disagree to strongly agree.

Officers were then asked about their beliefs surrounding the collection and use of fees in their agency. Approximately 34% of officers surveyed in Virginia expressed that their agency culture



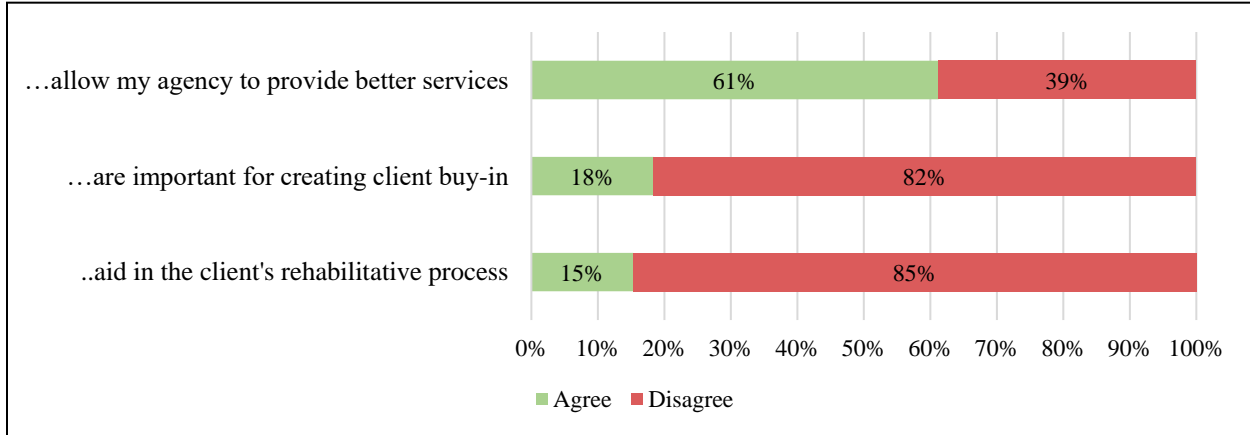
was to collect as many fees as possible; another 15% strongly agreed with this sentiment. Twenty-four percent were unsure – marking neither agree nor disagree—while 27% disagreed or strongly disagreed with this statement.

Fine/Fee Purposes

Officers were asked if fees helped their agency provide better services, create client buy-in, or aid in the rehabilitative process. As illustrated in Figure 74, most officers agreed (61%) that

fees helped their agencies provide better services. However, most respondents did not believe fees helped with client's buy-in (82%) or the rehabilitative process (85%).

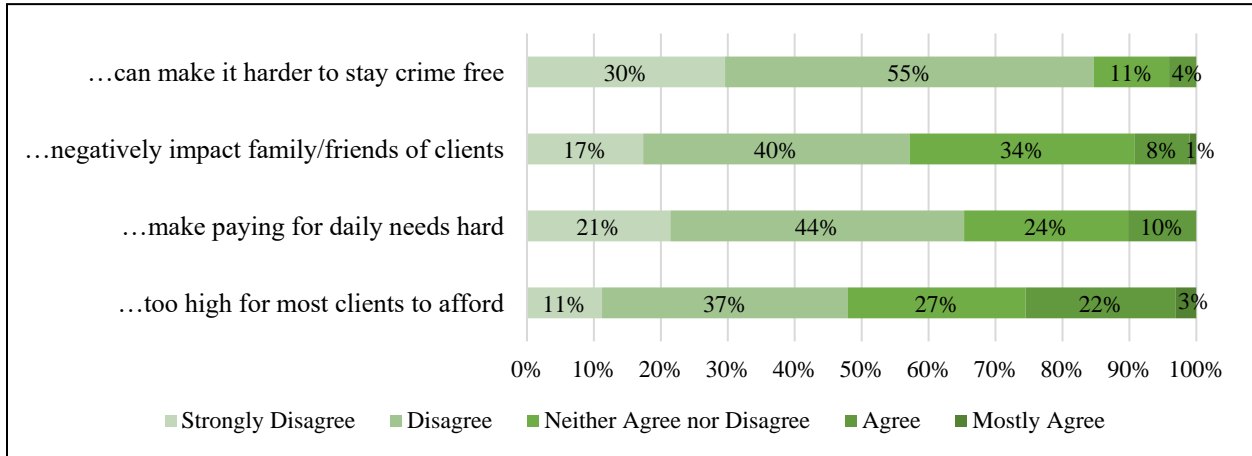
Figure 74. *According to Pennsylvania Officers, Fees...*



Impacts of Fines/Fees

Figure 75 illustrates survey responses to four questions asked regarding the negative impacts officers may believe fees have on their clients. Officers almost universally disagreed (85%) that fees charged can make it harder to stay crime-free. When asked whether fees negatively affect family/friends of the clients; 57% reported they disagreed or strongly disagreed with the statement, while 34% neither agreed nor disagreed. Most officers (65%) also disagreed or strongly disagreed that fees made it difficult for individuals to pay for their daily needs. Regarding whether fees were too high for most clients to afford, 48% disagreed or strongly disagreed with this statement, 25% agreed or strongly agreed, and 27% neither agreed nor disagreed.

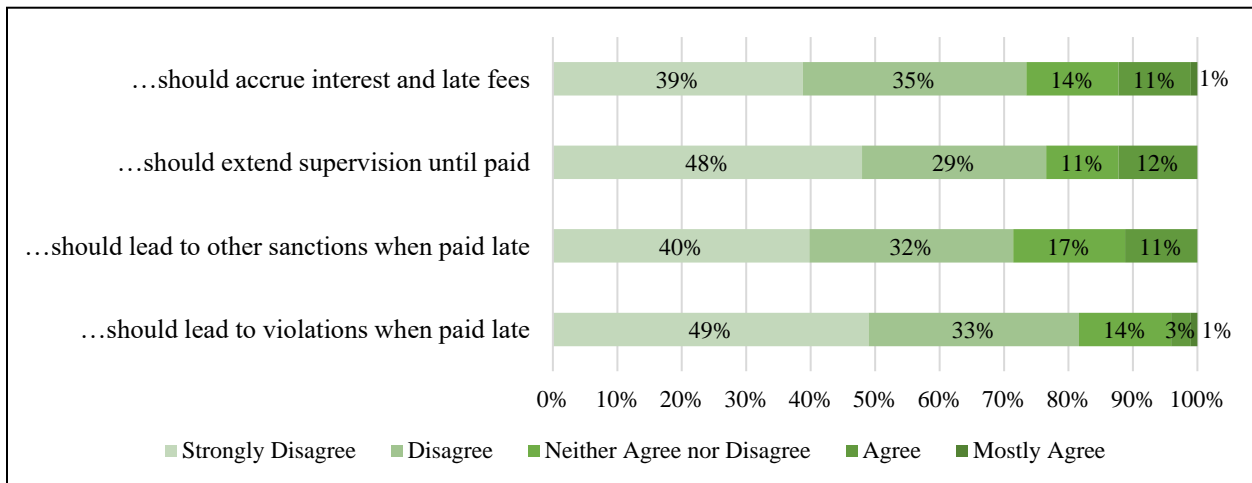
Figure 75. Virginia Responses to "Fees Charged by My Agency..." [Negative Beliefs]



Nonpayment Consequences

Figure 76 illustrates survey responses to four questions regarding nonpayment consequences that officers were asked to provide an opinion on. Most respondents did not agree with the statements listed. Most officers strongly disagreed or disagreed that nonpayment should result in the accrual of interest or late fees (74%), extension of supervision until fees were paid (77%), or lead to sanctions (72%) or violations (82%) when paid late.

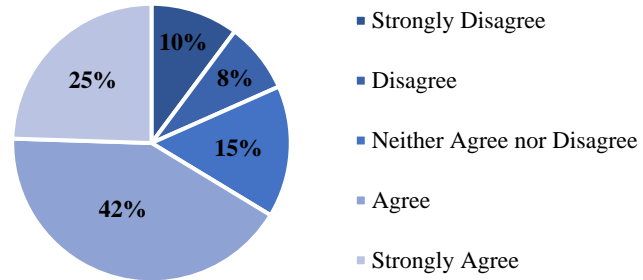
Figure 76. Virginia Responses to "Fees Charged by My Agency..." [Nonpayment Consequences]



E. How Do Agencies Utilize Fines/Fees and Enforce Nonpayment in Virginia?

Officers were also asked about their understanding of how their agencies utilized fines and fees, and how they addressed nonpayment. Two-thirds of respondents (67%) indicated they agreed or strongly agreed they had a

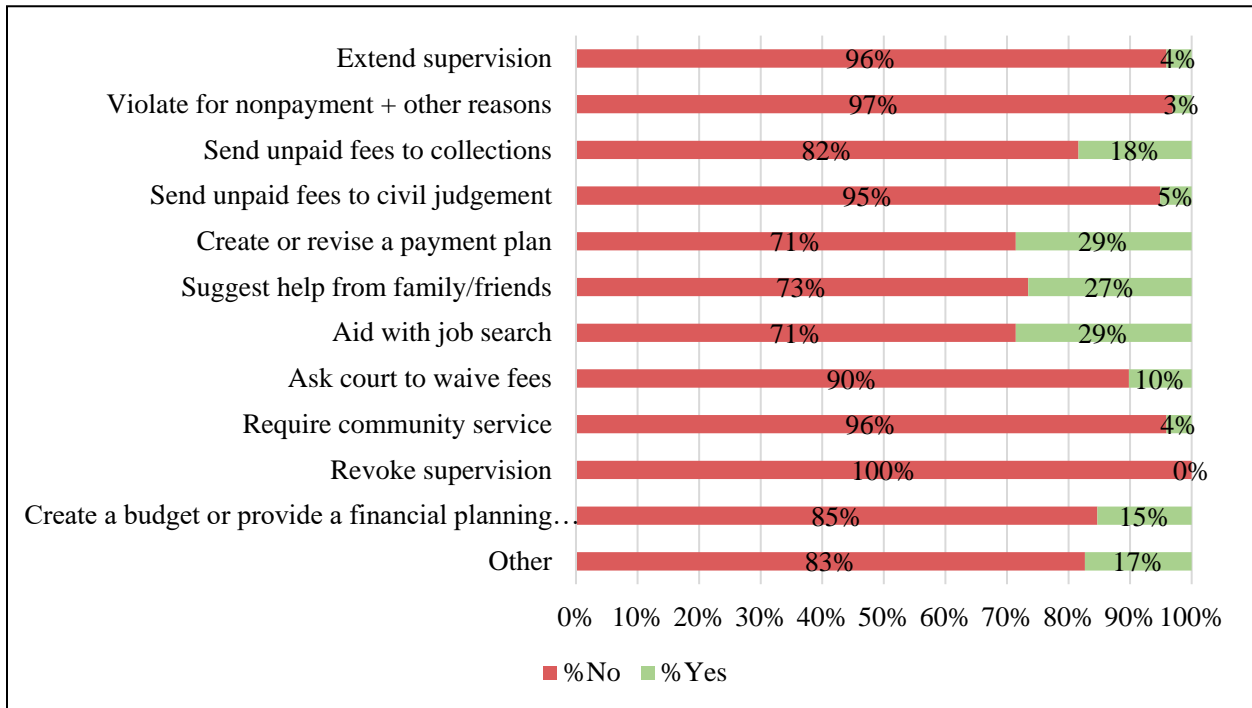
Figure 77. *Virginia Officers' Responses to "I have a good understanding of how my agency uses revenue they gain from fees"*



good understanding of how their agencies used the revenue gained from fees. Only 18% indicated disagreement with the statement.

As shown in Figure 78, when asked what actions POs or their department take if clients do not pay their fees, few POs reported that they take any actions in response to nonpayment. Instead, most officers reported not taking any of the actions. Of note, 100% of the officers marked no on whether they revoke supervision for nonpayment. Additionally, most officers reported they did not extend supervision (96%), violate for payment plus other reasons (97%), or require community service (96%) in response to nonpayment. There were a small number of officers who reported creating a payment plan (29%), aiding in client job searches (29%), and suggesting the client's friends/family to help pay fees (27%). Further, about 17% of officers indicated they utilize "other" responses to nonpayment. These included: mailing a reminder letter and sending a delinquent payment notice via mail. Of note, officers stated that unpaid balances do not impact probation completion. If a balance remains at the time of case closure, it is sometimes collected through a county tax-debt program, where the remainder is deducted from tax refunds each year.

Figure 78. Common Actions Virginia Supervision Officers and Agencies Take for Fee Nonpayment



Discussion

Comparison of State Results

The purpose of this report and survey was to explore officer attitudes, beliefs, and behaviors concerning monetary sanctions. The format of this report illustrates how such factors compare and vary across multiple states. Officers describe policies and practices surrounding monetary sanction collection and enforcement that differ across states. Thus, it is not ideal to combine state information for analytical purposes. By looking at each state separately we can instead examine how officer beliefs and practices may differ across state jurisdictions.

States differed in the amount of time officers reported collecting or discussing fees with clients during a typical work week. On the high end, Texas officers reported spending 18% of their time on average collecting or discussing fees with clients. On the lower end, officers in Indiana and Michigan only report spending about 3% of their time on this activity.

There seemed to be strong agreement across states that officers believe they have little to no authority in deciding if clients should be charged a certain fee. The majority of officers in each state expressed this belief. See Table 14 below for more detail.

Table 14. <i>Percentage of Officers Reporting No or Very Little Authority in Deciding which Probation and Parole Clients Should be Charged a Fee</i>						
	Indiana	Massachusetts	Michigan	Pennsylvania	Texas	Virginia
%	91.3	75.2	69.6	81.2	78.5	65.4

In terms of assessing ability to pay, most states report either not doing assessments or doing informal assessments. In Massachusetts 55% of respondents and in Indiana 45% of respondents reported conducting informal assessments. See Table 15 for an illustration.

Table 15.
Ability to Pay Assessments by State

State	No Assessment	Informal Assessment	Formal Assessment
Indiana	14%	41%	45%
Massachusetts	18%	27%	56%
Michigan	52%	39%	9%
Pennsylvania	49%	40%	12%
Texas	34%	48%	18%
Virginia	43%	47%	11%

Table 16 shows the top 3 factors that officers in each state reported using to determine probation and parole clients' ability to pay. There was some consistency across states in the factors considered. Employment was the number one factor considered in every state, followed by client's budget in all the states but Massachusetts. The third top factor officers considered varied among states.

Table 16.
Top 3 Factors in Informal Assessment

State	Top 1	Top 2	Top 3
Indiana	Employment	Client's budget	Cost of living
Massachusetts	Employment	Number of children	Client's budget
Michigan	Employment	Client's budget	Number of children
Pennsylvania	Employment	Client's budget	Mental health
Texas	Employment	Client's budget	Material possession
Virginia	Employment	Client's budget	Other*

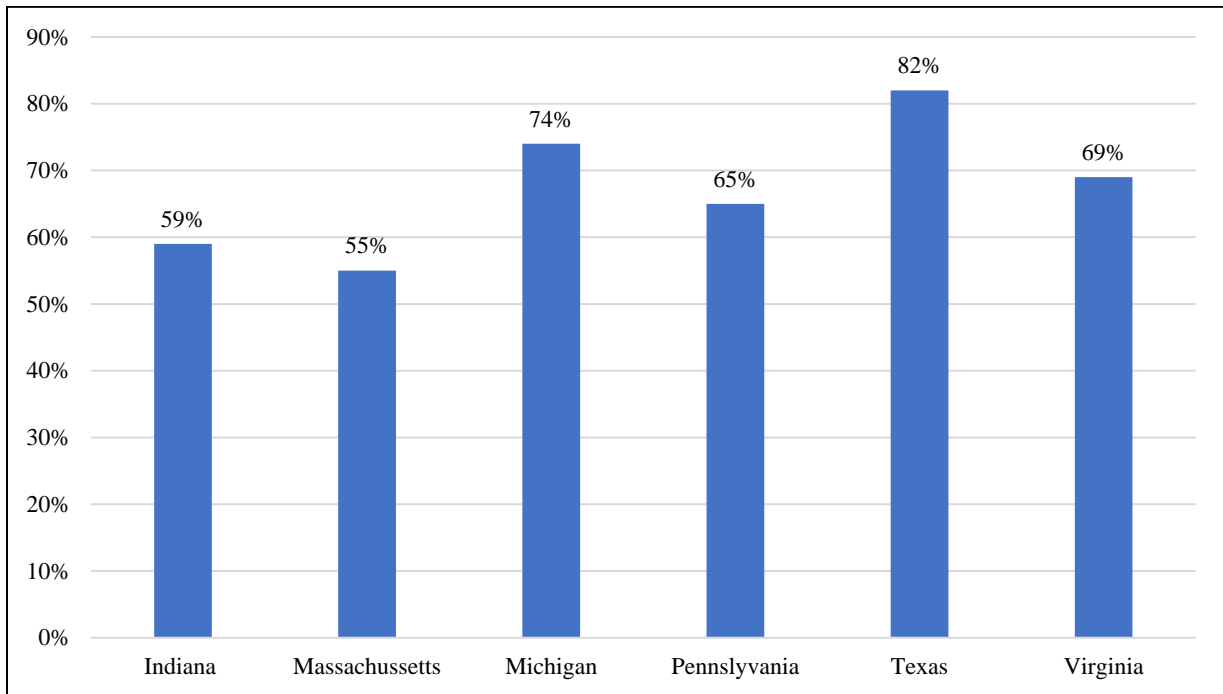
Note:

**Other may have included receiving public assistance or disability status*

Waivers were mostly uncommon among the states. A high percentage of respondents stated that they almost never or never requested waivers (see Figure 79). However, when asked whether waivers requested were granted, responses were commonly split between officers who reported waivers were granted most or some of the time. Therefore, it appears that across every

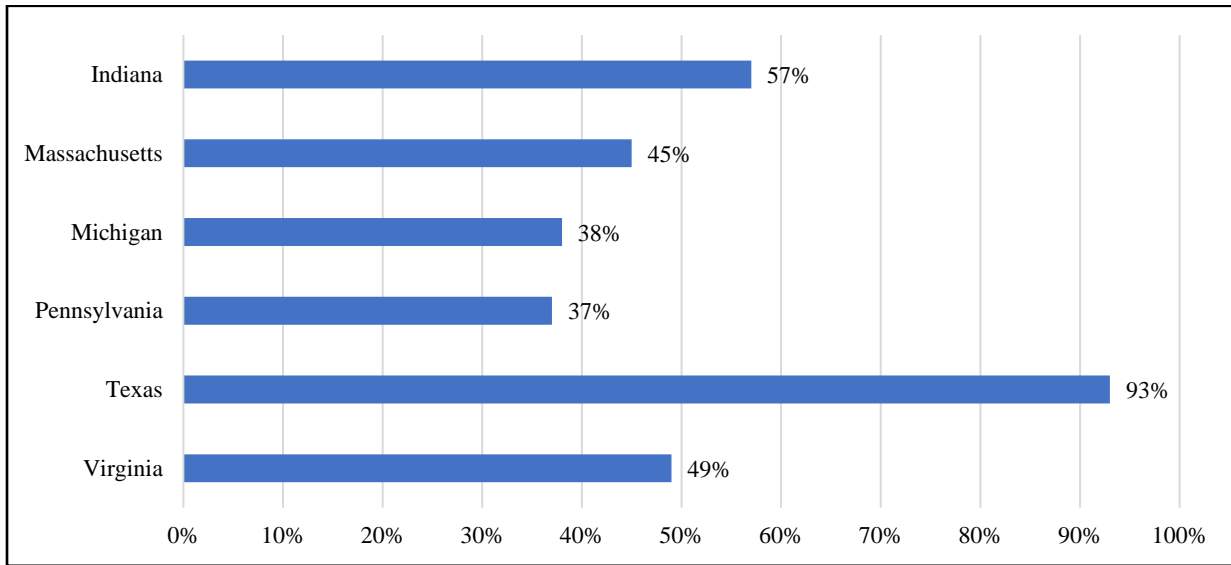
state, most officers report not requesting waivers often. However, when they do request waivers, officers believe they are usually granted. This may be due to officers requesting waivers only in severe instances where judges are unlikely to reject them. Exploring how often waivers are requested, what types of cases waivers are requested for, and outcomes of waiver requests are areas for future research.

Figure 79. *Percentage of Respondents Reporting They "Almost Never" or "Never" Request Financial Waivers*



There was some variation across states regarding whether officers believed their agency had a culture of aggressive fee collection. Texas officers concurred most strongly that their agency culture involved trying to collect as many fees as possible. Nearly all (93%) of Texas respondents agreed with this sentiment, as did a smaller majority of Indiana officers (57%). Comparatively, less than half of officers felt this way in Michigan (37%), Massachusetts (45%), Pennsylvania (37%), and Virginia (49%). See the figure below for an illustration.

Figure 80. *Percentage of Respondents Who Agreed Their Agency Culture Involves Trying to Collect as Many Fees as Possible*



There was little consistency both within and across states in officers’ responses to statements suggesting fees were a burden for individuals on supervision. For example, 63% of Massachusetts, 59% of Pennsylvania, and 58% of Indiana officers who responded agreed that fees were too high for their probation and parole clients to afford. However, less than half (47%) of Massachusetts, Pennsylvania (27%), and Indiana (28%) respondents believed fees made it difficult for clients to pay for their daily needs. Less than one-third of Texas, Michigan, and Virginia respondents agreed with the same two statements. More detail about officer responses across states to statements that fees represent a burden to clients are outlined in Table 17 below. Such response patterns may indicate officers feel conflicted about fees. Many officers could also believe that while fees are too high to be affordable, they are not high enough to be detrimental to their client’s overall well-being.

Table 17.
Percent of Respondents Agreeing That Fees...

	Indiana	Massachusetts	Michigan	Pennsylvania	Texas	Virginia
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...Make Paying for Daily Needs Hard	28	47	19	26	28	10
...Make it Harder to Remain Crime Free	22	35	5	52	24	4
...Are Too High for Most to Afford	58	62	29	20	26	25
...Negatively Impact Family/Friends of Clients	25	40	19	27	20	9

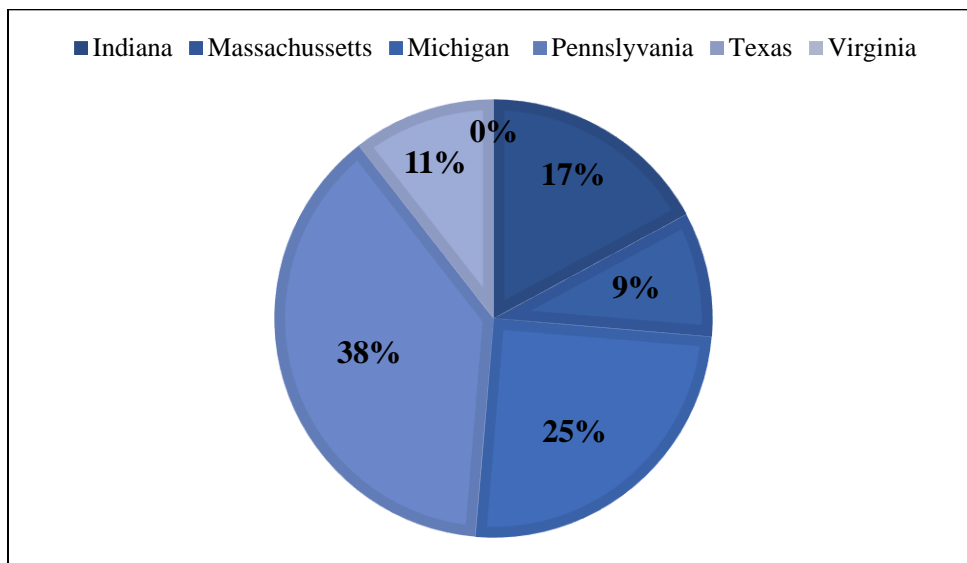
Finally, the majority of respondents from most states agreed that nonpayment of fees should not lead to a violation. Over 80% of respondents in Virginia agreed with this sentiment. More than half of respondents from Indiana (57%), Massachusetts (62%), Michigan (57%), and Pennsylvania (52%) also did not believe nonpayment of fees should lead to a violation. Texas officers reported more divided beliefs, with responses split fairly evenly between those who agreed and disagreed. Only 31% of Texas officers said fee nonpayment should not lead to a violation.

There were many different consequences that might be used in each state as identified in the report. Table 18 compares the percentage of officers who reported using common sanctions for nonpayment in each state.

Table 18. <i>Types of Sanctions for Nonpayment</i>				
State	Extend Supervision Term	Violate for nonpayment + other conditions	Send Fees to Collections	Send to Civil Judgements
Indiana	36%	58%	46%	61%
Massachusetts	54%	78%	2%	0%
Michigan	62%	62%	24%	29%
Pennsylvania	34%	48%	41%	17%
Texas	96%	35%	2%	11%
Virginia	4%	3%	18%	5%

A minority of respondents from each state reported using revocation as a consequence for nonpayment. On the low end, 0% of Virginia officers reported revoking probation for nonpayment. On the high end, 29% of Pennsylvania officers reported that revocations are one possible outcome of nonpayment. Less than one-fifth (7-19%) of officers in other states reported using revocation for nonpayment.

Figure 81. *Percentage of Respondents Who Report Using Revocation as a Consequence for Nonpayment*



Limitations

Some limitations do exist. The findings should not be used to generalize across states or within the states for a few reasons. First, completing this survey was voluntary. Those who chose to complete the survey may meaningfully differ from nonrespondents. For example, they could have stronger views about monetary sanctions. Second, some states also had better response rates than other states. For example, Michigan's response was lower than Pennsylvania's. Third, this survey was limited to select jurisdictions who participated in the CCF study. Not all probation or parole agencies within the state were invited to participate. Lastly, different sample sizes and types were recruited across the states. For example, Massachusetts sampled from all probation

officers in the state, whereas Virginia sampled all misdemeanor probation officers. For these reasons, responses may not be generalizable to other jurisdictions or across states. Regardless of these limitations, this study is one of the first to examine monetary sanctions in probation and parole across multiple states. Our efforts are therefore a good first step to gain insight into, and explore variation in, common practices concerning monetary sanctions in community corrections. To that end, we offer some comparisons of key responses concerning officer beliefs about fines and fees here.

Conclusion

In conclusion, this survey explores officer responses concerning beliefs and practices in the collection of fines and fees across multiple states. The results speak to several areas of future research that build on these findings. One area of future research could be to conduct qualitative interviews with probation and parole officers that dig deeper into the sentiments uncovered in this report. Survey findings do not allow for detailed explanations or expansion of the findings reported here. Qualitative interviews with probation and parole officers could obtain more information on the role of discretion in the collection and enforcement of monetary sanctions. Additional research could also be conducted on investigating departmental policies and procedures concerning collection and enforcement. In many cases, officers' beliefs and certainly behaviors, may be influenced by departmental policies in use. Finally, observational studies could be conducted to explore how beliefs influence behaviors in the administration of monetary sanctions. Other opportunities for future data collection include distributing this survey to other jurisdictions within these states as well as to additional states.