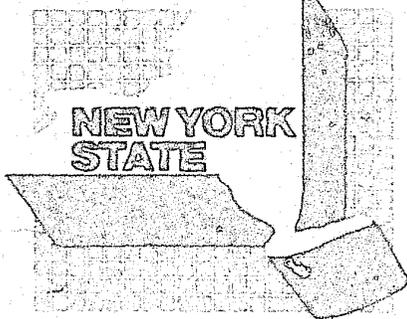


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DIVISION OF  
CRIMINAL  
JUSTICE  
SERVICES



# ANNUAL REPORT 1985 and 1986

U.S. Department of Justice  
National Institute of Justice

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## ENHANCING PUBLIC SAFETY

109237

MO, GOVERNOR

URLANDER, DIRECTOR OF CRIMINAL JUSTICE AND COMMISSIONER

## ACKNOWLEDGEMENT

The Division of Criminal Justice Services has benefited greatly from the important achievements of Richard J. Condon, whose competence and forward-looking management of the agency allowed for significant advancements in public safety. After serving as Commissioner of the Division from April 1983 through June 1986, Richard Condon assumed the position of First Deputy Commissioner of the New York City Police Department, where he continues to devote his considerable talent and energies to serving the people of this State.



**Richard J. Condon**  
**Commissioner, New York State Division of Criminal**  
**Justice Services, April 1983 to June 1986.**

159237

To the Governor, Members of the Legislature, and Citizens of the State of New York:



**Lawrence T. Kurlander**  
Director of Criminal Justice and Commissioner,  
New York State Division of Criminal Justice Services

I am pleased to present the Annual Report of the New York State Division of Criminal Justice Services. This report sets forth the accomplishments of the Division's public servants during the years 1985 and 1986. I am confident that the work of our organization reflects this Administration's firm commitment to enhancing public safety and improving the quality of life for all New Yorkers.

The Division's employees carry out diverse responsibilities 24 hours per day, 7 days each week, with everyone making a valuable contribution toward fulfillment of the agency's mission. Many of our employees devote their efforts towards supporting the prevention and investigation of crime and the prosecution of offenders. Some are engaged in developing policies and program initiatives to improve the functioning of New York State's complex criminal justice system. Still others provide support services in such areas as finance, personnel, administration, and affirmative action, each of which are essential to the efficient functioning of the Division of Criminal Justice Services.

As this report shows, important advancements have been made in a variety of areas including efforts to address the problem of missing children, promote drug law enforcement, enhance law enforcement training and assistance, and improve criminal justice information systems.

The Division of Criminal Justice Services is particularly proud of the exciting advances in information processing technologies that have expanded our options for creative problem solving. The improvement and coordination of information systems is fundamental to this Administration's vigorous program of criminal justice reform. The Systems Improvements for Enhanced Community Safety Program (SIFECS) is a cooperative and comprehensive effort to design and implement technological information systems changes that are responsive to the varied needs of State and local criminal justice agencies. The success of SIFECS is indicative of the enormous capacity of State and local agencies working together to provide for public protection.

Our efforts to match the demands of the future with modern technology are nowhere more evident than in the plans for a state-of-the-art Statewide Automated Fingerprint Identification System (SAFIS). Using advanced technology, SAFIS will revolutionize the way law enforcement agencies solve cases by enabling them to identify suspects from fingerprints left at crime scenes. We expect the community protection potential of SAFIS to result in the solution of up to 10,000 new crimes annually when fully operational.

Our commitment to public safety requires leadership and innovation in the field of criminal justice. As we face the challenge of the approaching 21st century, the staff of the Division will continue to apply their imagination, energy, and expertise, constantly striving to put new ideas and technology to work in the fight against crime.

NCJRS

FEB 18 1988

ACQUISITIONS

*Lawrence T. Kurlander*

LAWRENCE T. KURLANDER  
Director of Criminal Justice  
and Commissioner

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# JUSTICE IN NEW YORK STATE: TRENDS IN CRIME AND PUNISHMENT

The graphs and charts presented in this section provide a comprehensive visual picture of the level of crime and criminal justice activity in New York State. The major statistical indicators presented have been drawn from the statistical data bases maintained by the Division of Criminal Justice Services (DCJS).

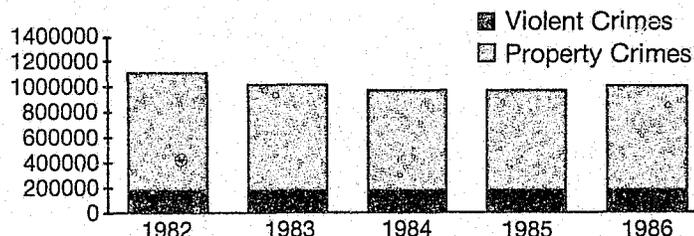
## Reported Index Crime

The index crime offenses (murder, non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft) are those employed by the Federal Bureau of Investigation's Uniform Crime Reporting (UCR) Program to estimate the volume of crime and crime rates in the United States. These offenses were selected to measure crime levels because of their seriousness, frequency of occurrence, and likelihood of being reported to law enforcement agencies. Index crimes known to the police are reported to the New York State UCR Program by all law enforcement agencies in the State.\*

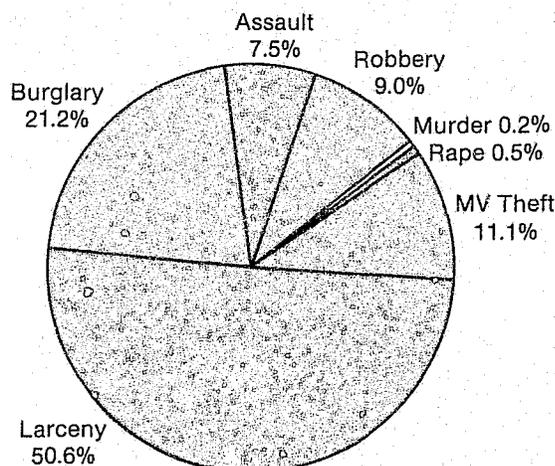
- ⊙ Index crimes decreased 9.6 percent from 1982 to 1986.
- ⊙ During the period from 1982 to 1986, violent crimes increased 0.4 percent overall.
  - Robbery decreased 15.0 percent and murder decreased 5.1 percent.
  - Aggravated assault increased 28.1 percent and forcible rape increased 5.3 percent.
- ⊙ Property crimes decreased 11.5 percent from 1982 to 1986.
  - The most substantial decrease was seen for burglary, 25.9 percent. Motor vehicle theft declined 17.6 percent and larceny decreased 1.9 percent.
- ⊙ In 1985, violent index crimes (murder, rape, robbery, aggravated assault) accounted for 16.7 percent of the index offenses known to the police.
- ⊙ In 1986, violent index crimes accounted for 17.1 percent of the index offenses known to the police.
- ⊙ Property crimes (burglary, larceny, motor vehicle theft) totaled 83.3 percent of all reported index crimes in 1985 and 82.9 percent in 1986.
- ⊙ The property crime of larceny comprised 50.5 percent of the index crimes reported during 1985. This figure remained relatively stable at 50.6 percent in 1986.

\*"Violent" index crimes are actually "victim confrontation" crimes and are not necessarily a "violent felony offense" as defined in the New York State Penal Law.

1982-1986 Reported Index Crimes  
New York State



1986 Reported Index Crimes by Offense  
New York State



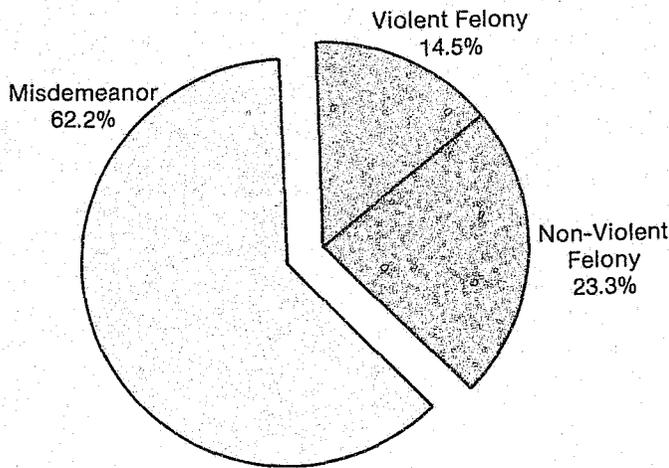
## Arrests

An arrest occurs when a person is taken into custody by authority of law for the purpose of charging that person with the commission of an illegal act or acts. All adult arrests in New York State for fingerprintable felony and misdemeanor offenses are reported to DCJS by law enforcement agencies.

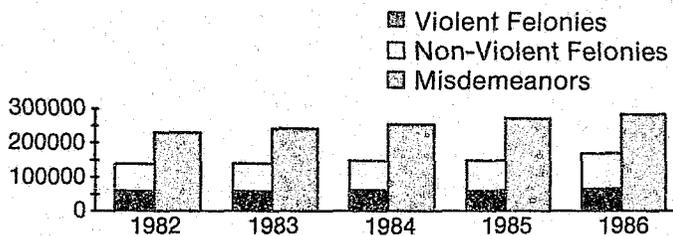
- ⊙ In 1986, there were 454,605 felony and misdemeanor arrests reported to DCJS. This represents a 21.5 percent increase from the 374,295 reported in 1982.
  - 14.5 percent of arrests were for violent felonies, 23.3 percent were for non-violent felonies, and 62.2 percent were for misdemeanor offenses.
- ⊙ Arrests rose steadily between 1982 and 1986, with the greatest annual increase reported in 1986 (7.8 percent).
- ⊙ Felony and misdemeanor arrests each increased by approximately 21 percent between 1982 and 1986. Arrests for violent felony offenses increased 12 percent.
- ⊙ Between 1985 and 1986, there was a greater increase in arrests for felonies (13.7 percent) than misdemeanors (4.5 percent). This is partly due to the large rise in felony drug arrests (39.2 percent) reported between 1985 and 1986.

- During the period from 1982 to 1986, felony arrests comprised almost 38 percent of the total arrests reported. Approximately 15 percent of all arrests were for violent felonies.

**1986 Arrests  
New York State**



**1982-1986 Arrests  
New York State**

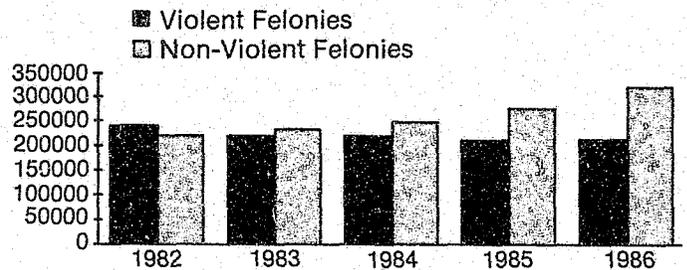


**Felony Indictments**

An indictment is a formal accusatory instrument filed with a superior court by a grand jury. It charges one or more defendants with the commission of one or more offenses, at least one of which is a crime. The indictment is the basis for prosecution and is used primarily to prosecute felony offenders. Indictments are reported to DCJS by the district attorney in each county and the State's special prosecutors.

- From 1982 to 1986, felony indictments in New York State increased from 46,665 to 54,247, a gain of 16.2 percent.
- Felony drug indictments, which more than doubled during this period, were largely responsible for the overall increase in felony indictments.
- In 1986, violent felony indictments were down 10.6 percent from 1982.
- Violent felony indictments constituted 51.1 percent of the total indictments in 1982 compared to 39.4 percent in 1986.

**1982-1986 Felony Indictments  
New York State**

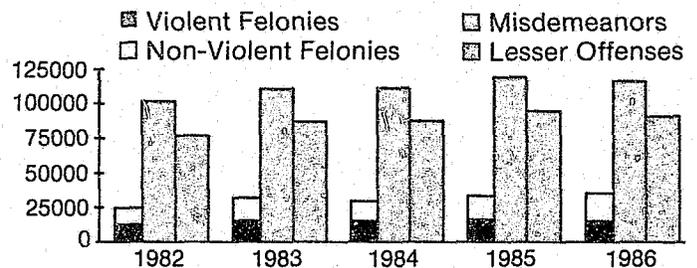


**Dispositions—Criminal Justice Processing**

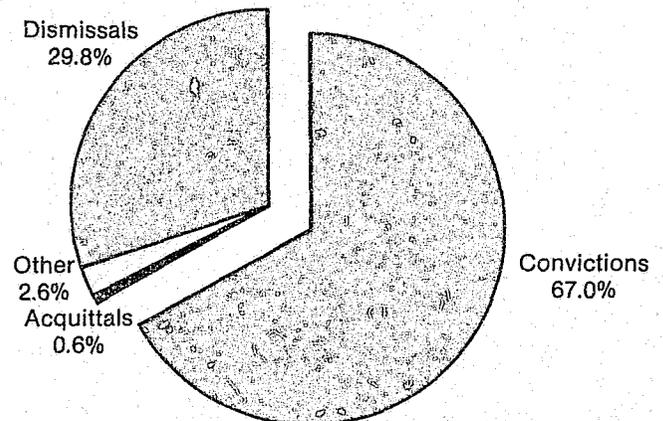
Several types of dispositions may result from the processing of felony and misdemeanor arrests. These include conviction, acquittal, dismissal, or "other" dispositions such as prosecution declined or those abated by the death of a defendant.

- In 1986, approximately two-thirds of the known dispositions of felony and misdemeanor arrests were convictions, 29.8 percent were dismissals, 0.6 percent were acquittals, and 2.6 percent were "other" dispositions. These data remained relatively unchanged from 1985.
- In 1986, dispositions of misdemeanor arrests were slightly more likely to be convictions (69.0 percent) than known dispositions of felony arrests (63.8 percent).
- Between 1982 and 1986, approximately 13 percent of the convictions obtained were for felony offenses. Almost half of the total convictions were at the misdemeanor level and the remaining 37 percent were for lesser (non-criminal) offenses.

**1982-1986 Convictions  
New York State**



**1986 Dispositions  
New York State**



## Sentences

The sentencing outcome of those persons convicted of an offense may include incarceration (in certain instances incarceration is mandatory). Incarcerative sentences include sentences to prison, a local jail facility, and split sentences involving some combination of jail and probation. Non-incarcerative sentences include probation, fines, and "other" sentences such as conditional and unconditional discharge.

- In 1986, there were 107,086 incarcerative sentences imposed, compared with 72,119 in 1982.
- The percentage of sentences imposed which involved some form of incarceration rose from 34.6 percent in 1982 to 43.1 percent in 1986.
- In 1986, sentences to jail comprised the largest proportion (76.8 percent) of incarcerative sentences, while more than half (50.3 percent) of the non-incarcerative sentences were fines.
- In 1986, prison sentences constituted 43.4 percent of the sentences imposed for felony convictions as compared to 41.6 percent in 1985. Probation was imposed in 24.4 percent of the sentences for felonies during 1986 as compared to 26.8 percent in 1985.

- For 1986, convictions involving misdemeanor or lesser offenses were most likely to result in a jail sentence (36.6 percent) or a fine (33.5 percent).

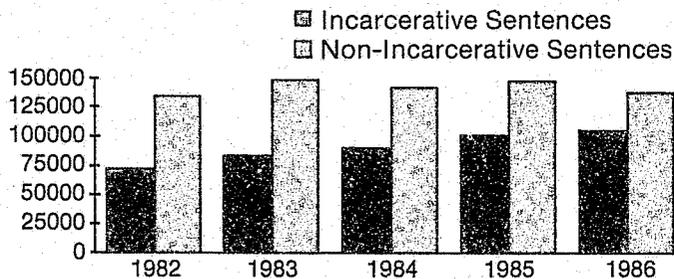
## Summary

Reported index crimes decreased 15.8 percent between 1982 and 1986. Preliminary 1986 data suggest that a slight upward trend in crime in 1985 has continued into 1986. This crime trend has occurred nationwide. Research suggests that recent increases in reported crime can be attributed to a number of factors such as the greater willingness by victims of some crimes (especially domestic violence and robbery) to report their victimization to the police, changing demographic patterns, and a reported increase in the use of Crack cocaine during 1986.

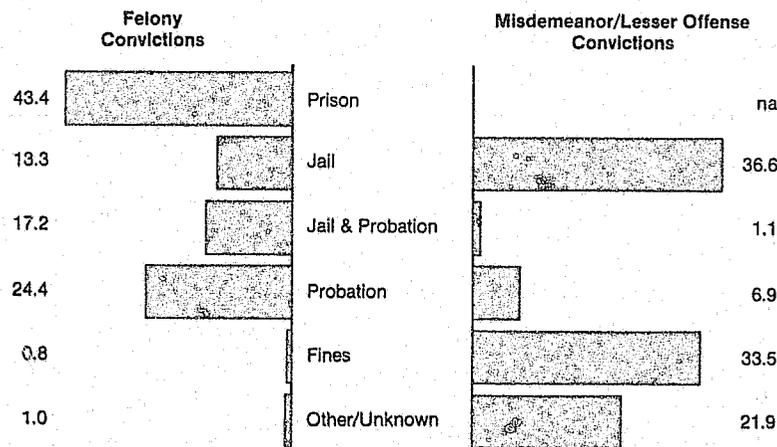
As the number of reported index crimes decreased, arrests for felony and misdemeanor offenses increased 34.5 percent between 1982 and 1986. These arrest statistics are indicative of the strong response of the criminal justice system to public concerns about crime. However, enhanced law enforcement efforts statewide coupled with the rigorous prosecution of offenders have placed considerable strain on courts, probation, jails, prisons, and parole. This strain is most evident in the State prison and county jail systems, which are presently confronted with a severe overcrowding crisis.

New York State is faced with a tremendous challenge. It must ensure both the public safety and just treatment of its citizens, but must do so without exorbitant costs to the taxpayers. It is likely that the costs of fighting crime will continue to increase. More personnel, more facilities, and more programs are necessary. Through innovative policies and programs and the effective management of resources, New York State is prepared to meet this challenge.

1982-1986 Sentences  
New York State



1986 Sentences by Conviction Type  
New York State



# ANALYSIS FOR INNOVATIVE PUBLIC POLICY

From the definition of a problem, through the consideration of policy options, to the implementation and evaluation of new programs, criminal justice policymaking decisions rest on numerous beliefs and assumptions about social conditions, criminal behavior, and the operation of the criminal justice system. Responsive criminal justice policy development requires a foundation of valid information about crime and the administration of justice. DCJS provides objective analyses to meet critical planning needs and is especially well situated to address statewide and systemwide issues. Information contributing to the development of viable, effective criminal justice policies is made available to decisionmakers through statistical services, research, evaluation, and policy analysis.

## Statistical Services

Knowing the frequency of crime incidents, the nature of arrest offenses, how arrests are processed by the criminal justice system, and the characteristics of persons arrested is critical for informed policymaking, planning, and program development. Since 1975, the Division has been responsible for the collection, analysis, and dissemination of criminal justice data in New York State. Over 1,000 technical assistance requests are received by the Division each year from policymakers, planners, researchers, practitioners, and the public at large. Several analytical information systems are maintained, and a survey research program is planned, to provide timely and effective responses to issues confronting the criminal justice system in New York State.

**Uniform Crime Reporting Program.** The Division of Criminal Justice Services has been responsible for the management of the New York State Uniform Crime Reporting (UCR) Program since 1975. Data on crimes and arrests are reported to the UCR Program by all law enforcement agencies in New York State. These data, which are used primarily to measure the frequency of crimes and crime trends at the State, county, and local levels, are presented in the *Crime and Justice Annual Report* and a variety of shorter publications.

Planning is underway for a major project to modernize the New York State UCR Program beginning in 1987. With the redesign of this program, agencies will report information on each crime and arrest rather than aggregate data. The conversion of the UCR Program to this "unit-based" format will make this information system compatible with other statistical systems at DCJS and with the system structure proposed for the national UCR Program. The quality and scope of crime and arrest data will be significantly enhanced with the implementation of this new system.

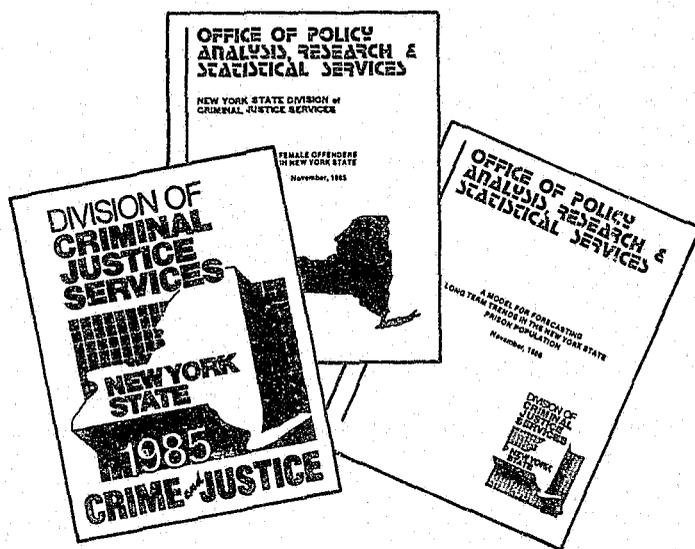
In 1987, the Division will undertake a program to collect and analyze data on the incidence of bias crime in New York State. The program will generate information on the overall scope and nature of this problem for use in developing policy at both the State and local level. Initially, aggregate counts of reported bias incidents directed against persons and property in New York State will be collected from each law enforcement in the State through the existing Uniform Crime

Reporting (UCR) Program. For the long-term, a bias crime component will be incorporated into the redesign of the UCR Program in 1987.

**Arrests and Processing Trends.** The Arrests and Processing Trends File, which is extracted semi-annually from the Division's Computerized Criminal History (CCH) system, contains data on every person arrested and charged with fingerprintable felony and misdemeanor offenses in New York State during the last 15 years. These data, which are collected from police, prosecutors, courts, and correctional agencies, allow DCJS to track offense processing through the criminal justice system. In aggregate, the data describe patterns and trends in the processing of offenders through the State's criminal justice system. Several types of publications are released annually that describe how the criminal justice system in New York State deals with persons arrested.

During 1986, the Division released three publications that described the processing of drug offenders arrested for the possession or sale of marihuana and controlled substances in New York State: *Criminal Possession of Controlled Substances: Analysis of Criminal Justice Processing*; *Criminal Sale of Controlled Substances: Analysis of Criminal Justice Processing*; and "Criminal Justice Processing of Marihuana: New York State- 1985." These analyses provided baseline information for decision makers considering possible changes in policies and practices.

**Indictment Statistical System.** The Division has maintained the Indictment Statistical System since 1973. This system contains indictment and felony prosecution data reported by prosecutors and gives the Division the capability of examining



DCJS publishes reports for use by criminal justice practitioners and policy makers.

the case processing of persons indicted in New York State. Indictment and felony prosecution statistics from this system are reported in both quarterly and annually mandated reports.

**County Profiles System.** The County Criminal Justice Profiles System, which became fully operational in late 1986, brings together data from a variety of sources to provide a comprehensive picture of criminal justice activities at the State, regional, and county levels. These activities span the system's major processing points, beginning with the number of index crimes known to the police and ending with the number of offenders under parole supervision. Relevant demographic and socioeconomic data are also included in the data base.

**Survey Research.** The Division has been planning the creation of a survey research program to establish an ongoing capability to design, administer, and analyze surveys and public opinion polls that focus specifically on criminal justice issues. Such a capability does not currently exist in either the private or public sector. New York State residents will be surveyed annually about their perceptions of crime and attitudes toward criminal justice policies in the State. Surveys which focus on specific issues and concerns will also be conducted. This survey capability will improve the quality and scope of information available to policymakers, which is essential if New York State is to remain a leader in the development of informed and innovative criminal justice policy.

## Research and Evaluation

Agency researchers conduct literature reviews, empirical research, and computer simulations to assess the assumptions underlying criminal justice planning and policy development. In addition, DCJS routinely provides technical assistance to other agencies and researchers in both government and academic settings. Such assistance involves the review and interpretation of research reports, preparation of data files, and consultation regarding research design and methodology.

Since DCJS is a central repository for criminal justice statistics and also maintains a statewide Computerized Criminal History (CCH) data base, the Division's researchers are uniquely situated to address statewide and systemic issues. The Division has embarked on a long-term core research program designed to develop and expand the capability to assess the potential systemwide consequences of criminal justice policies and program initiatives. A key component of that effort was the development of empirically-based computer simulation models. In selecting long-term research projects, highest priority was given to statewide and systemwide research that would contribute to the systems modeling effort, while also producing information that would be more immediately useful. Major accomplishments in 1985 and 1986 included the following:

**Demographically-driven prison population projection model.** Policymakers use this model to evaluate alternative assumptions about demographic trends, arrest rates, conviction rates, charge degradation, case processing time, probabilities of imprisonment, time served in prison, and parole revocation rates. Program initiatives, changes in law, and changes in policies and procedures can be simulated to the extent that the probable effects of such changes on the above parameters can be estimated. Besides yielding prison population forecasts, the model provides the foundation for building more complete policy simulation models, and the data analyses necessary to support projections have yielded considerable information

about trends in criminal justice system processing. Before the model was developed, it was widely assumed that the prison population would peak and begin declining as the "baby boom" generation matures. Simulation studies using the DCJS model demonstrated that demographic trends are unlikely to provide such relief in New York State; given current practices, prison populations are projected to continue increasing throughout the remainder of this century.

**Comprehensive study of felony arrest trends in New York State.** This study prompted the development of a 15-year "trends file," which has become a widely used resource for producing criminal justice statistics, supporting prison population projections, and conducting research analyses. The findings of this study established that about half of the change in arrest counts from 1970 through 1974 was due to demographic changes and that half was due to other factors. In addition, it was found that the annual number of felony arrests involving predicate felons has been increasing rapidly, while arrests of nonpredicates have remained more stable. A follow-up study showed that this increase was due to growth in the pool of predicates at risk for rearrest which, in turn, resulted from an increase in the probability of felony conviction among non-predicates. The number of felony arrests involving predicate offenders has strong implications for criminal justice planning, because the probability of a felony conviction given a felony arrest, the probability of imprisonment given a felony conviction, and the average minimum prison sentence are all higher for predicates than for nonpredicates. DCJS arrest trend studies have contributed to a better understanding of the factors affecting felony arrest trends and lay the groundwork for improving felony arrest projections and methodologies.

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*The Division has embarked on a long-term core research program designed to develop and expand the capability to assess the potential systemwide consequences of criminal justice policies and program initiatives.*

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**Estimates of the potential impact of laws, programs, and policies.** The Division's researchers routinely develop estimates of the potential impact on the prison population of proposed changes in the Penal Law and the Criminal Procedure Law. In addition, impact estimates were developed for several major program proposals, including establishing presumptive parole, crediting "good time" against minimum prison sentences, granting certain exceptions to mandatory imprisonment for nonviolent predicate offenders, and implementing a Statewide Automated Fingerprint Identification System.

**Studies of the relationship between drugs and crime.** One study examined the overall arrest histories of offenders who were 30 years old in 1985 and found that the relationship between arrests for drug crimes and arrests for other crimes, as reflected in official records, parallels the findings of other studies that rely on self-report. Another study, undertaken in cooperation with Narcotic and Drug Research, Inc., and funded by the National Institute of Justice, is taking a closer look at the various ways in which drug use and drug trafficking contribute

to homicides. In addition to providing statistics on drug-related homicides, the latter study is designed to assess the feasibility of including such information in routine reporting systems.

**Series of felony prosecution studies.** Researchers observed case processing practices and interviewed prosecutors in ten counties outside New York City. In order to examine the relationships among office characteristics, case characteristics, and case outcomes, researchers developed a method for linking arrest and prior history data contained in DCJS criminal history files with indictment and disposition data reported to DCJS by prosecutors. The analyses suggested three major conclusions: (1) the probability of a felony conviction given a felony arrest varies considerably from one county to another; (2) the primary determinant of this net felony conviction rate is the proportion of felony cases selected for prosecution in upper court; and (3) the factors most strongly correlated with the proportion of cases prosecuted in upper court are the overall caseload and the proportion of cases that involve predicate offenders. Continuing research in this area is designed to determine the extent to which the preliminary findings generalize to the remaining counties in New York State, and to evaluate alternative explanations for the relationships that have been observed. Besides having direct implications for State funding for prosecution programs, the findings will contribute information useful for refining prison population projections and other impact estimates.

**Contribution to the design of the Statewide Automated Fingerprint Identification System.** Researchers conducted numerous analyses of criminal histories and designed a simulation model to assist in determining the optimum criteria for including offenders in the Statewide Automated Fingerprint Identification System (SAFIS) "latent cognizant file," against which latent crime scene fingerprints would be searched.

As a result of these efforts, researchers at DCJS have developed major computer simulation capabilities and special purpose data files, as well as methods, procedures, and software for efficiently combining information from different data sets. In the process, staff have accumulated considerable knowledge about criminal careers and criminal justice system processing in New York State.

Building on these achievements, the DCJS research agenda for the immediate future includes expanding systems modeling capabilities, evaluating adult probation supervision (a joint study with the Division of Probation and Correctional Alternatives), and continuing the series of studies examining the factors affecting felony case processing decisions. Additional research agenda items include expanding the study of drug related homicides to include other violent crimes, studying the causes of racial disparity in the New York State prison population, and evaluating the impact of SAFIS on crime and the criminal justice system.

## Policy Analysis

A primary role of the Division is to provide public officials with practical recommendations for the prevention and reduction of crime, promoting the orderly and equitable administration of justice, and assuring proper treatment of crime victims. The statistical systems and research endeavors of DCJS are designed to derive the timely and accurate information needed to support the formulation of sound criminal justice policies. Based upon empirical assessments of current system

performance and projections of future trends, staff advise decisionmakers how they might best address emerging issues of concern.

On major planning and analysis activities, DCJS staff collaborate with the other Executive branch agencies which comprise the Criminal Justice Sub-Cabinet, as well as other local and statewide governmental and private organizations. Under the guidance of the Director of Criminal Justice, DCJS provides staff support to the Sub-Cabinet and annually coordinates the preparation of program and legislative recommendations for consideration by the Governor.

Through systematic policy analysis and program development activities, DCJS attempts to translate contemporary research findings into meaningful programs with tangible social benefits. The following projects illustrate the breadth of the agency's contributions to innovative policy development.

**Legislative Monitoring.** Division staff provide technical support to the Office of the Director of Criminal Justice and all units within DCJS through monitoring and reporting upon the legislative process. A computerized information system is used to facilitate the general information exchange needed to permit the analysis of proposed legislation.

Staff review legislation introduced, obtain relevant bill copy and supporting sponsors' memoranda, then route these materials to the Executive staff as appropriate. This process is designed to keep management informed of legislative developments which may interest or concern them, as well as allow for earlier intervention in the legislative process. Staff track and report upon relevant bills reaching committee calendars, action taken by committees on these bills, and the status of relevant legislation reported from the committees. Staff undertake critical analyses and prepare substantive commentary on important pieces of legislation.

**Police Use of Deadly Force.** In December 1984, following several incidents in New York State involving police use of force, Governor Cuomo asked the Division to conduct a comprehensive review of the use of force by police. The Governor requested that the report examine written standards for the use of deadly force by police, suggest strategies to avoid its use, recommend improvements in police training, and consider methods to assure the public that cases where force is used will be fairly investigated and prosecuted.

In May 1985, a report containing 35 recommendations touching on every component of the Governor's request was issued and sent to each police chief in New York State. It strongly urged all police departments in the State to establish open and impartial mechanisms for the review of citizen complaints regarding alleged improper police practices. The report also called upon police administrators to undertake steps to increase minority representation on police forces. Some police departments have already taken positive steps in both of these areas.

The report also recommended that the Governor establish a commission, with full subpoena power, to investigate the role of State agencies and State funds in the area of the police use of force. On June 5, 1985, Governor Cuomo appointed a five-person New York State Commission on Criminal Justice and the Use of Force to investigate police and prosecutorial practices relating to the use of force by police. The Commission's recommendations will furnish a blueprint for continued improvement in the quality of police work in New York State.

**Female Offenders.** Although the proportion of women involved in New York State's criminal justice system is small, the absolute numbers of female arrests, convictions, and incarcerations have increased in recent years. A report issued by the Division in November 1985, examines the trends and patterns in female criminality and in the processing of women through the criminal justice system for the period 1970 to 1984. Adult women, 16 years of age or older, were the subject of this study.

Women entering the criminal justice system at the arrest stage are profiled through an analysis of trends in female arrest rates by age, race, and region. In addition, a comparison of trends in male and female crime is made and trends in the types of crime committed by women are examined. Processing trends for women in the criminal justice system are described through presentation of information regarding conviction rates, charge reduction, sentence type, and rates of incarceration.

The increase in the volume of female inmates entering the correctional system has generated the need for increased program development and planning efforts for this offender population. In response to this need, the DCJS study examined the characteristics and specialized needs of the female correctional population to identify program and policy issues and to provide direction for future research.

The study finding that female offenders have a lower rate of return compared with male offenders within the New York State prison system resulted in the recommendation that planners concerned with the size of the female prison population must look for solutions at the front end of the criminal justice system. Specifically, programs and policies designed to keep women out of institutions will have a greater impact on reducing the size of this population than efforts directed at lowering their rate of return. The study also recommended further examination of the appropriateness of incarceration as a mandatory penalty in all second felony cases as currently required by law. The study suggested that sentences given to women convicted of violent felonies against spouses or paramours, particularly in cases where the victim precipitated the offense should be examined, as experience has shown that such offenders are unlikely to recidivate. Also identified was the need for adequate community-based alternatives aimed at reducing the number of women in jail.

**Fines in Sentencing.** In February 1985, DCJS published a report which examined the use of fines in sentencing in New York State. In response to a lack of information regarding this sentencing option, staff undertook the study to determine the extent to which fines were imposed in New York State. The report, *Fines in Sentencing in New York State*, reviewed historical and contemporary perspectives regarding the use of fines, examined the constitutional issues, analyzed the results of a survey of court personnel attitudes about fine use, described alternative fine models, reviewed fine collection and enforcement mechanisms, and analyzed disposition data to determine the conviction charges for which fines were most frequently imposed. The report concluded that there was no need to change New York State's current fine system.

**Persons in Need of Supervision Intake Project.** DCJS and the Division of Probation and Correctional Alternatives undertook a joint study of the potential for diverting Persons in Need of Supervision (PINS) at probation intake. This joint study was conducted in anticipation of the introduction in the Legislature of a PINS diversion program bill. The purposes of the study were to examine the existing PINS intake practices in

New York State, to assess the capacity of local probation departments to implement a policy of mandatory diversion, and to develop recommendations for the consideration of legislators who were involved in the development of the mandatory diversion legislation.

Three major conclusions were reached as a result of a mail survey of local administrators and intake officers, and site visits involving eight local probation departments:

- ⊙ Local probation agencies varied extensively in terms of intake practice, available resources, and relationships with other agencies. Counties were found to be unevenly prepared to implement a policy of mandatory diversion of PINS.
- ⊙ Attitudes toward mandatory diversion, expressed by both probation administrators and intake officers, were generally positive. However, there was some resistance to the idea and some skepticism about whether changing the law would produce the desired changes in practice.
- ⊙ Interagency coordination and planning for the delivery of services to potential PINS and their families varied considerably by county. In many cases, it probably did not exist at a level necessary to quickly implement a mandatory diversion law.

A report, *PINS Intake Project Final Report*, submitted for use in the legislative policymaking process, provided information on which these conclusions were based and included a series of recommendations to facilitate successful implementation of mandatory diversion.

**Double Ceiling.** The overcrowding crisis in New York State's local jails prompted the State Commission of Correction to request the assistance of the Division to review the issues surrounding the use of double ceiling in county jails. "Double ceiling" refers to the practice of housing two inmates in a cell designed for one person. The resulting study briefly examined the United States Supreme Court rulings on double ceiling, reviewed the double ceiling and multiple occupancy housing experiences of a select group of states, summarized findings from the research literature, and reviewed the New York State experience with double ceiling. While double ceiling is constitutionally permissible, the report concluded that this practice is not a desirable approach to resolving the overcrowding crisis in local jails. The report suggested that before the Commission of Correction reconsidered its policy against double ceiling, it should determine the ability of facilities to conform to documented standards, that there are countywide measures to reduce jail overcrowding, and that other options are not workable. The findings of this study were used by the Commission to reinforce its policy restricting the use of double ceiling.

**Community Supervision by Technology: Electronic Monitoring Devices.** In 1985, the Division prepared a report examining the recent application of electronic monitoring technology across the nation. Faced with overcrowded corrections systems, various communities explored the option of house arrest augmented by electronic surveillance. The technology was advanced as an innovative way to ease the nation's severe jail and prison overcrowding pressures. This was an important consideration in New York, since the number of offenders housed in State and local penal institutions had risen to historic dimensions.

Even though the concept of electronically tracking probationers had been discussed for years, the actual use of electronic monitoring devices for community supervision purposes was relatively new. The report reviewed nine operational programs nationwide and their experience with electronic monitoring programs. It also examined the legal, social, and technical issues generally confronted by communities as they considered implementation of this type of community surveillance program.

Analysts concluded that use of these devices was relatively inexpensive when compared with jail or prison costs, but more expensive than regular probation supervision costs. The report also recommended that the State examine application of the monitoring technology for several major categories of offenders and law enforcement staff: probationers, particularly more serious D and E felons; pre-trial releasees; State inmates on work and temporary release; non-violent second felony offenders; selected parolees; and correctional support staff, to provide an added degree of safety for staff working alone with a hostile inmate population.

**New York State Criminal Justice Expenditures.** Difficult decisions must be made by executive and legislative officials in the distribution of public dollars among competing priorities such as health care, public education programs, or improved public safety measures. Effective allocation of limited resources is facilitated by provision of comprehensive expenditure data to decisionmakers.

The Division annually produces a report entitled, *New York State Criminal Justice Expenditures*. To present a "snap-shot" of criminal justice spending, data are collected identifying criminal justice expenditures throughout New York State for State, county, city, town, and village governments. Information concerning the number of personnel employed by the State and by localities for selected criminal justice activities is also reported.

A unique feature of this publication is the reporting of criminal justice expenditure information in functional categories including: police, sheriffs, corrections, probation, the courts, prosecution, and defense for both State and local governments. Additional categories for State spending include Division of Parole, Crime Victims Board, Division for Youth, and the Division of Criminal Justice Services.

**Statewide Automated Fingerprint Identification System.** A report was prepared in April 1985 that assessed the potential impact of the planned Statewide Automated Fingerprint Identification System on various components of the criminal justice system. The primary purpose was to determine whether the system will create a need for significant expansion of prison capacity. Estimates of the effects on jail and probation populations were also derived.

Officials from several states, major metropolitan regions, and Canada that currently operate automated systems were contacted to determine the applicability of their experiences to New York State. In addition, many of New York State's police administrators were questioned about their departments' practices regarding the collection and processing of latent fingerprints left by criminals at crime scenes.

It was concluded that a fully operational automated system can potentially lead to the arrest of more than 10,000 offenders annually who would have remained undetected otherwise. A greater than average proportion of these offenders will receive incarcerative sentences, because almost all those identified will have prior arrest records. Although the majority of the

offenders will be responsible for burglaries and other property crimes, murderers, rapists, and armed robbers will also be identified.

The study cautioned that the empirical projections were based on the expectation that New York's police departments, in the aggregate, will become significantly more active in processing crime scenes for latent prints. The report also indicated that an automated system will permit more accurate identification of offenders in custody who use aliases, resulting in informed bail and sentencing decisions and facilitating the clearance of outstanding warrants. This will help prevent the inadvertent release of dangerous criminals. More efficient use of police investigative resources, the earlier detection of serial crime patterns, and greater recovery of stolen property were also cited as likely system benefits.

**Project HALT.** The Homicide Assessment and Lead Tracking (HALT) system is an investigative tool intended to aid local police personnel in identifying and investigating cases of serial murder or other violent crime. The concept for HALT was developed at DCJS in September 1984. Program funding was secured and staff was hired in January 1986. The HALT program was moved to the Division of State Police in September 1986.

This program uses computer technology to identify patterns of serial crime occurring across jurisdictions. Local investigators will submit detailed information regarding all non-domestic homicides to project HALT. This information will be entered into a computer system programmed to compare specific characteristics of a particular case with all other cases on file. If significant similarities exist among two or more cases, the computer search will identify those cases as appropriate for closer examination. This will provide local police agencies with key information necessary to successfully complete their investigations into these violent crimes. The HALT system has been developed to be compatible with a national system being implemented by the Federal Bureau of Investigation.

**New York State Policy Study Group on Terrorism.** In June 1984, DCJS, under the auspices of the Criminal Justice Institute, established the New York State Policy Study Group on Terrorism. Members of the group include representatives of Federal, State, and local agencies involved in the field of counter-terrorism. The initial objectives of the group included assessing the level of threat that terrorism poses for New York State and determining the available resources and capabilities for responding to this problem. The group also focused on facilitating information sharing among various agencies involved in counter-terrorism activities and developing cooperative relationships necessary for strategic planning efforts.

During 1985-1986, the Policy Study Group on Terrorism engaged in a broad range of activities. Based on a review of existing policies and relevant case studies, the group formulated recommendations for enhancing emergency communications in New York State, providing security advice to localities faced with extraordinary events, controlling the manufacture and sale of firearms that are undetectable by standard metal detection devices, and expanding jury pools to limit changes of venue in trials where extensive security precautions must be undertaken.

In February 1986, the Policy Study Group on Terrorism also sponsored a national conference to discuss correctional issues revolving around the incarceration of terrorists. This conference brought experts and practitioners from across the country to share information and ideas on this newly emerging correctional problem.

**Governor's Law Enforcement Forums.** In 1985 and 1986, the Governor's Law Enforcement Forums, organized by DCJS, brought together the leadership of different components of the criminal justice system to discuss criminal justice reforms. Experienced and knowledgeable representatives of the criminal justice community were urged to bring their suggestions and recommendations to the attention of the Governor. The Law Enforcement Forums offered an opportunity for participants to

establish relationships with their colleagues and discuss matters of mutual interest or concern.

The forums were effective in identifying issues and fostering understanding of the problems facing New York's criminal justice community. Many of the recommendations made by the attendees were used in preparing the Governor's 1986 and 1987 criminal justice program initiatives.



Thomas Rocco

**Governor Mario M. Cuomo addressing the 1986  
Governor's Law Enforcement Forum.**

# ADVANCES IN TECHNOLOGY: MANAGING INFORMATION

## Identification and Criminal History

The primary mandate of the Division's Bureau of Identification and Criminal History Operations is to effect the positive identification of an individual by the search and comparison of fingerprints in a timely and accurate manner, and to rapidly provide user agencies with information regarding the individual's identity and prior criminal history. Both manual and automated processes are employed to carry out this function.

As established by law, fingerprints must be submitted to DCJS whenever an individual is arrested, incarcerated, or applies for certain jobs and licenses. A set of fingerprints, received via a facsimile machine or through the mail, is searched and compared to fingerprints contained in a central base file of approximately 4.2 million individuals to determine if a positive identification can be made. The agency which submitted the prints is advised of the individual's identity, previous criminal history, and criminal justice status. These services are provided on a 24-hour per day, seven day per week basis.

In 1986, the Division responded to 813,500 fingerprint supported identification requests for criminal history record information, as compared to 692,900 during 1984. This was a 17 percent increase in services over a two-year period. Non-fingerprint supported requests totaled 444,900 in 1986, compared to 416,300 in 1984 — a seven percent increase. Two-thirds of the fingerprint supported requests were submitted by Federal, State, and local criminal justice agencies when Criminal History Record Information (CHRI) of a defendant was required for consideration at key decision points in the criminal justice process.

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*In 1986, the Division responded to 813,500 fingerprint supported identification requests for criminal history record information. . .*

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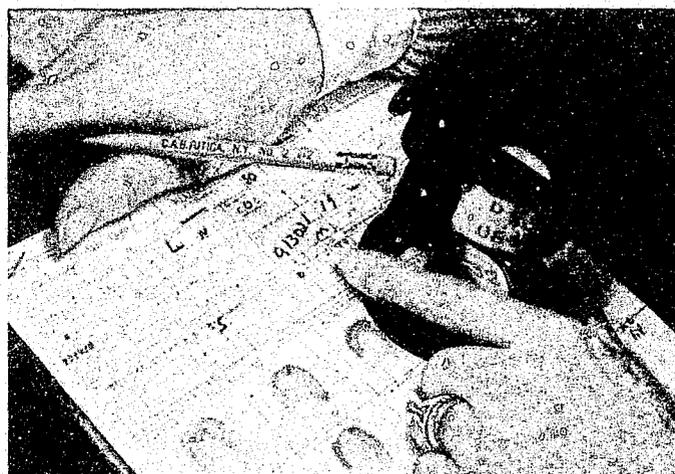
The remaining one-third of the fingerprint supported requests pertained to persons who applied for jobs, licenses, or permits where submission of fingerprints to the Division, as authorized by Federal, State, and local law, is a prerequisite to establishing their qualifications. Workload pertaining to applicants for employment and licenses has increased dramatically over the past several years. The number of applicant fingerprint inquiries received for processing during 1986 was approximately 85 percent greater than the number received during 1980.

The Division's Criminal History Operations Unit is also responsible for sealing CHRI events in accordance with the requirements of the Criminal Procedure Law. In 1986, 185,902 CHRI events were sealed as compared to 151,085 in 1984 — a 23 percent increase.

The public's concern for the safety and welfare of those citizens who are most vulnerable to exploitation and abuse prompted the passage of both State and local legislation

requiring criminal history background checks on individuals who would be in contact or working with these citizens. The Division was given the responsibility for processing the fingerprint cards and reporting to the hiring or licensing agency any criminal activity found which could prevent the individual from working in a particular field.

Fingerprinting of school bus drivers for the purpose of determining previous criminal activity which could preclude the individual from being employed in such a position is required by law in New York State. New York City has enacted local legislation calling for fingerprint background checks on all daycare employees to prevent individuals with known crimes of violence and abuse from working with children. Onondaga County enacted local legislation regarding background checks on home health care aids for the elderly. Other localities throughout the State have enacted similar types of legislation.



Fingerprint classification process in progress.



Receiving fingerprints via a facsimile machine for identification



**Monitoring telecommunications lines used for transmission of criminal history data throughout the State.**

### **Statewide Automated Fingerprint Identification System**

A number of recent developments in computer and image processing technology have resulted in a dramatic change in both the cost and effectiveness of automated fingerprint processing systems. The new technology dramatically reduces the manual effort required to analyze and encode data on fingerprints and eliminates the need to maintain an active file of millions of fingerprint cards.

In January 1986, Governor Cuomo proposed the acquisition of a Statewide Automated Fingerprint Identification System (SAFIS) for New York State. The 1986-87 Budget included \$2.2 million to support initial development of the system. The system will involve a centralized base file of criminal fingerprints maintained at DCJS, a communications network for the transmission of fingerprint card data to DCJS, the computer technology employed from local police departments, and a series of remote terminals and smaller systems for latent comparisons.

The initial stage of the project was devoted to the development of a detailed system description and the establishment of requirements of the statewide system. This stage culminated with the release of the SAFIS Request for Proposal (RFP) in September 1986. A detailed evaluation plan for the proposals was developed late in 1986, along with a sophisticated benchmark test for the evaluation of bidder equipment.

SAFIS is a unique blend of State and local agencies working together to make optimum use of technology to fight crime. Criminal investigations will be revolutionized by this system. The organizational structure developed for the SAFIS procurement provides for a heavy involvement of personnel from external criminal justice user agencies along with Division staff. Experts with a diverse mixture of technical, operational, and law enforcement backgrounds have been selected for the SAFIS procurement. As a result of this heavy user involvement, a better system will be developed and user agencies will have a solid grasp of the concepts embodied in SAFIS.

The computer technology employed in this type of system allows files to be searched much faster than can be done manually. The increased performance is most startling in the

latent fingerprint identification area. Searches that would take months or even years manually can now be conducted in a matter of minutes through the use of complex mathematical equations and powerful computer systems. The accuracy of fingerprint searches with SAFIS is greatly enhanced by the large amount of information stored by the system. Fewer and better quality suspects are generated by this type of system.

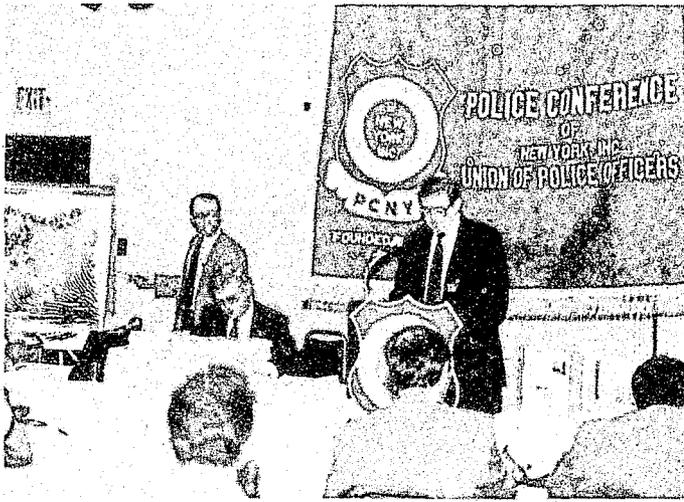
SAFIS provides a tool to identify a suspect from a fragmentary latent print in minutes. Unsolved crimes can be cleared, perpetrators arrested and convicted, and stolen property recovered. If no identification is made, the latent print will be stored in the unsolved latent data base for subsequent comparison against fingerprint impressions of newly arrested criminal offenders.

Latent comparisons and identifications will be made either by direct remote access by large police departments with trained latent fingerprint technicians or by transmitting the latent fingerprint impression to DCJS for comparison. This approach has a number of advantages. First, it will make use of existing fingerprint experts in larger local police departments, thereby reducing the increased need for trained latent fingerprint technicians at DCJS. Second, it ensures that the latent impressions are compared against the largest population of known criminals available. Third, it provides positive incentives for local police to use the system, since they would be directly involved in its operation and would share the credit for the crimes solved.

Implementation of the SAFIS system will have a significant impact on the criminal justice system in New York State. The greatest impact on the law enforcement community will be in offering a system where latent fingerprints become a more practical tool for solving crimes. The major areas of anticipated impact on the solution of crimes include:

- More efficient use of police investigative resources.
- Solution of an estimated 10,000 new crimes each year.
- Discovery of serial crime patterns.
- Increased recovery of stolen property.
- Quicker identification of crime scene fingerprints.
- Increased emphasis by police on crime scene examination.
- Improvement in the accuracy of the DCJS tenprint fingerprint identification processing system.
- Increase in the number of crime scene fingerprints processed at DCJS and at remote stations.

The 1987 calendar year promises to be exciting and demanding. The SAFIS proposals are due in March 1987. The evaluation phase, which includes the performance of the benchmark tests, will end with the announcement of the winning vendor and the beginning of the contract negotiation. File conversion, the transfer of much of the existing fingerprint information to a base file with SAFIS format, will begin soon after contract negotiations are completed. The envisioned SAFIS installation sequence will be to implement the latent fingerprint operations first, followed by the gradual phase in the tenprint processing system.



**Director of Criminal Justice and Commissioner Kurlander addressing the Police Conference of New York, Inc. regarding important technological advances to be achieved through acquisition of the Statewide Automated Fingerprint Identification System.**

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*SAFIS is a unique blend of State and local agencies working together to make optimum use of technology to fight crime. Criminal investigations will be revolutionized by this system.*

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The SAFIS system will provide a great leap forward in the ability of law enforcement agencies throughout the State to solve crimes and enhance public safety.

**SAFIS is:**

- \* **FAST**— Reducing fingerprint examination, search, retrieval, and analysis time.
- \* **ACCURATE**— Performs complex fingerprint searches using hundreds of pieces of information.
- \* **COMPREHENSIVE**— Enables fingerprint searches to be performed against large fingerprint files.

**Systems Improvements for Enhanced Community Safety**

In 1983, Governor Cuomo identified the improvement and coordination of criminal justice information systems as a primary objective in his overall program of criminal justice reform. Information management and the administration of a coordinated criminal justice system go hand-in-hand. Comprehensive, accurate, and timely data are necessary for a responsible and responsive criminal justice system, a system capable of dealing with current crises and anticipating future needs.

To meet the Governor's mandate, the Criminal Justice Information Systems Improvement Project Task Force was established in 1983. With the active participation of criminal justice practitioners and guidance from State and local policy-makers, the Task Force began to review and evaluate the various systems in the State. Through the combined efforts of State and local criminal justice agencies and the Task Force, cooperation between agencies was strengthened as never before, and a comprehensive list of recommendations for improving information systems was developed.

To implement the recommendations of the Task Force, the 1985-86 Executive Budget presented a multi-year program for criminal justice systems reform called Systems Improvements for Enhanced Community Safety (SIFECs). This plan received legislative approval and the enthusiastic support of the criminal justice community.

The SIFECs program involves nearly 1,000 State and local criminal justice agencies in achieving the following goals:

- Automating and streamlining the administration of criminal justice.
- Improving the quality of criminal justice information.
- Promoting the exchange of data among criminal justice agencies.

These goals involve strengthening systemwide services, increased automation of the criminal justice functions of State agencies, and support of automation at the local level.

The infusion of technology and information science into State and local systems is central to the criminal justice system. SIFECs reforms create the potential for new information technologies to affect traditional choices, practices, and operating relationships in criminal justice.

The implementation phase of the SIFECs project is solving the information management problems that, in the past, have detracted from the ability of the criminal justice system to meet its goals. Dedication to improving the content and management of information is showing results. The success of the SIFECs implementation effort is reflected in the following accomplishments made during 1985 and 1986.

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*Comprehensive, accurate, and timely data are necessary for a responsible and responsive criminal justice system, a system capable of dealing with current crises and anticipating future needs.*

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**Data Standards**

Standard data definitions for the more common inmate/defendant data elements were established through the joint efforts of several State and New York City agencies. In the future, this standardization effort will be expanded to cover both arrest and court processing. Standardization will allow for inter-agency transfer of critical criminal justice information and the development of responsible policy and programming.

Standard procedures and forms to document the warrant investigation and execution process were designed and implemented in over 100 law enforcement agencies throughout the State. The manual warrant system was further enhanced by the

development of a microcomputer-based automated warrant tracking system (WHAMS) which was operational in nine law enforcement agencies by the end of 1986. This system is being expanded to include interfaces with the courts and with the statewide wanted system.

A standard arrest report was designed and will be tested by law enforcement agencies across the State. In addition, a daily population count system was developed for use by local correctional facilities and the State Commission of Correction. This system provides timely information on trends in the jail population in New York and eases overcrowding in local jails by expediting the substitute jail order process.

### Automation

The Department of Correctional Services and the Division of Parole acquired a shared, dedicated mainframe computer which allows the agencies to interface with one another and with other criminal justice agencies. Automation was also introduced or improved in several other criminal justice agencies. For example, by the end of 1986 the following systems were implemented: a microcomputer-based jails management system (JMS) in 16 local correctional facilities, a prosecution DWI case tracking system in ten counties, and a County Automated Probation Information System (CAPIS) in 12 counties.

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*SIFECS reforms create the potential for new information technologies to affect traditional choices, practices, and operating relationships in criminal justice.*

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### Accurate and Timely Information

Criminal history information is the single, most widely used information in criminal justice. Uses of this information span the criminal justice process, from arraignment to classification of inmates in prison. Timely and accurate criminal history information is critical to an effective criminal justice process. Recognizing this, the SIFECS program has included both short and long-term efforts to improve the system.

Verification of disposition data currently on file was completed in 1986. Collection of missing disposition data will continue as a multi-year project involving the close cooperation of the Office of Court Administration and the Division.

A multi-year effort to redesign the statewide criminal history system has begun. With the close cooperation of criminal justice agencies, this project promises to improve significantly the quality and timely delivery of criminal history data.

A statewide Corrections history program for the exchange of inmate behavior data was initiated in 1986, and is scheduled for field testing by early 1988. This system will allow more accurate classification of inmates and identify individuals that require special treatment or handling.

### Data Communications

A four-phase plan for the design and implementation of a statewide dedicated criminal justice data communications network (CRIMNET) was approved for implementation in 1986. The first phase of CRIMNET, the installation of high-speed data communication pathways to replace individual long distance circuits is almost complete. This project will greatly reduce ongoing data communications costs for State and local criminal justice agencies.

Implementation of the second phase of CRIMNET is scheduled for 1987. This phase will provide intelligent switching equipment to allow the exchange of information between all of the criminal justice computers in Albany and the various local and regional information centers.

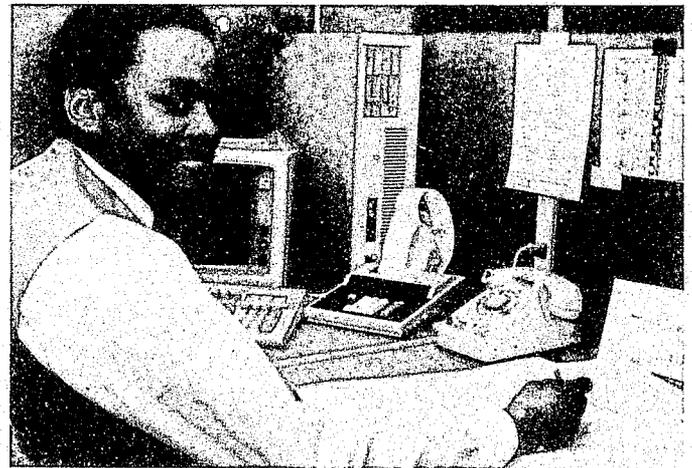
### New Directions

In 1987, the SIFECS project will be moving into the areas of prosecution and public defense and will be continuing work on a joint venture with the judiciary.

Until recently, SIFECS has focused almost exclusively on the operational needs of agencies that deal with the adult criminal population. As a result of continuing study, two major new directions of SIFECS have been identified: juvenile justice information, and research and policy planning.

The area of juvenile information systems has long been neglected. Because of privacy concerns and special legal requirements surrounding the sharing of information about children who violate the law, this has been, and will continue to be, one of the most difficult areas of information systems reform.

The research and policy planning area is of vital importance to decision makers. Decision makers need useful, accurate data to evaluate their options and make critical choices. In 1987, SIFECS will be evaluating the ability of the current information systems to meet the needs of policymakers and planners.



**Improving the quality of criminal justice information.**

# LAW ENFORCEMENT ASSISTANCE

## Local Assistance Police Programs

In 1981, New York State was experiencing a record level of serious crime, especially in the major metropolitan areas. At the same time, many local police agencies faced serious financial constraints, making it difficult to deploy additional manpower. The Major Offense Police Program (MOPP) was established at that time to provide additional police personnel to the largest cities in the State and counties where the population is greatest and the incidence of crime is highest.

## 1985 Population and Crime Statistics Offenses Reported/Known to Police Agencies Major Offense Police Program

Locality	Population	Total Index Crime	Robbery	Burglary
New York City	7,183,984	602,945	79,616	125,210
City of Buffalo	339,890	24,054	1,390	6,625
City of Rochester	243,212	22,490	1,071	5,833
City of Syracuse	164,659	12,050	551	3,741
Nassau County	1,341,784	46,496	1,573	9,456
Orange County	274,232	10,018	328	2,816
Rockland County	265,008	8,287	160	2,013
Suffolk County	1,318,722	50,247	1,434	12,466
Westchester County	869,222	33,387	1,545	7,080
<b>MOPP TOTAL</b>	<b>12,000,713</b>	<b>809,974</b>	<b>87,668</b>	<b>175,240</b>
% of State Total	67.51%	81.86%	97.84%	80.08%
New York State	17,773,683	989,405	89,603	218,844

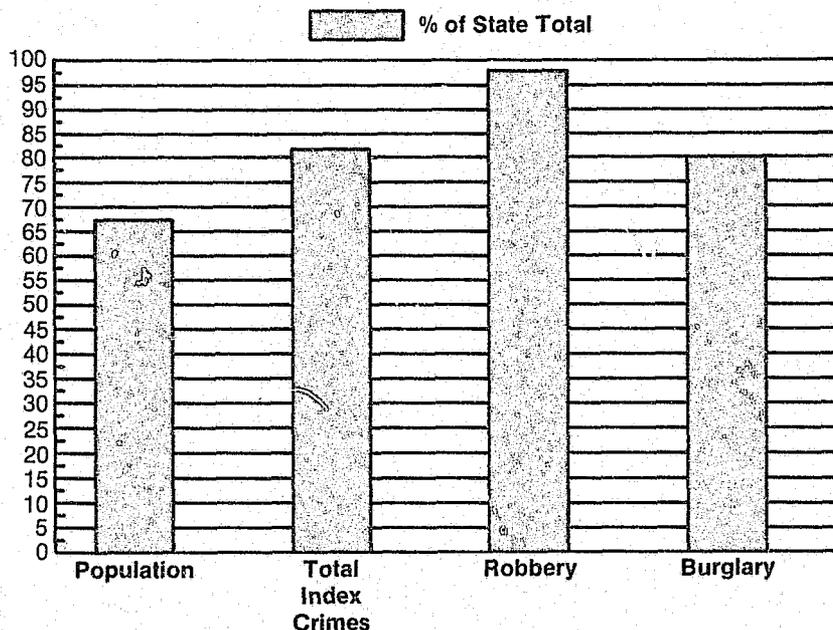
**SOURCE:** New York State Division of Criminal Justice Services  
1985 CRIME AND JUSTICE ANNUAL REPORT



Reviewing MOPP program budgets.

Since 1982, New York State has continued to provide local assistance to those areas experiencing the most serious crime problems, and has expanded its efforts with five additional programs: the New York City Transit Police Strike Force, the Transit Crime Interdiction Program, the Special Warrant Enforcement Enhancement Program, the 12 Most Wanted Program, and the District Attorney Extradition Fund. Combined, these programs provided over \$35 million in State local assistance funds in 1985 and 1986 to 38 law enforcement units and supported over 440 police officer and civilian positions. Division staff provided administration, technical assistance, and coordination to the various components of MOPP, as well as the five other local assistance programs. These programs have demonstrated considerable success in contributing to the safety and well-being of New Yorkers.

## STATISTICS FOR MOPP LOCALITIES 1985



## FUNDING HISTORY — MAJOR OFFENSE POLICE PROGRAM

Locality	Oct/1981- Mar/1982	1982/1983	1983/1984	1984/1985	1985/1986
New York City	\$ 2,818,600	\$ 5,615,557	\$ 5,952,557	\$ 6,369,236	\$ 6,624,005
Buffalo	360,000	720,000	763,200	816,624	849,289
Rochester	256,000	512,000	542,719	580,709	603,937
Syracuse	202,000	404,000	428,240	458,216	476,545
Westchester	256,000	512,000	542,720	580,711	603,939
Suffolk	350,000	700,000	742,000	793,940	824,833
Nassau	260,000	520,000	551,221	589,806	613,398
Rockland	149,990	299,885	317,979	340,238	353,847
Orange	137,200	274,400	290,864	311,224	323,673
Albany	50,000				
State Police	250,000	500,000	530,000	567,100	
MOPP Sub Total	\$ 5,089,790	\$10,057,842	\$10,661,500	\$11,407,804	\$11,273,466
Transit Police*			3,500,000	3,745,000	\$ 4,745,000
S.W.E.E.P.**				2,500,000	\$ 2,500,000
<b>Grand Total</b>	<b>\$ 5,089,790</b>	<b>\$10,057,842</b>	<b>\$14,161,500</b>	<b>\$17,652,804</b>	<b>\$18,518,466</b>

\* New York City Transit Police Strike Force and Transit Crime Interdiction Program

\*\*Special Warrant Enforcement Enhancement Program

### Major Offense Police Program

The main component of our police assistance efforts is the MOPP program, which makes New York State a national leader in providing State funds to assist local law enforcement agencies in targeting career criminals and narcotics traffickers. While some states participated in similar programs through the Federal Law Enforcement Assistance Administration, the loss of Federal funds effectively eliminated statewide career criminal apprehension programs in many jurisdictions. New York State, in contrast, provided approximately 11.3 million dollars in 1985 and 11.6 million in 1986 through the MOPP program to the nine localities experiencing the greatest volume of serious crime in New York State.

This funding provided for the hiring of almost 200 additional police officers and ten support personnel, and the purchase of equipment in the cities of New York, Buffalo, Rochester, and Syracuse, and the counties of Suffolk, Nassau, Westchester, Rockland, and Orange.

Special MOPP police units augment local law enforcement efforts to target career felony offenders and help fight narcotics trafficking. The primary goal of the program is to develop successful prosecutions against repeat and violent felony offenders by reinforcing these cases with increased investigative resources where necessary and by assisting the prosecutor in obtaining the most appropriate conviction and sentence.

Program activities varied in response to the differing crime problems in the MOPP jurisdictions. The major metropolitan areas often focused their efforts on either known felony recidivists or the serious crimes of robbery and burglary. The cities of New York, Rochester, and Syracuse, and Nassau County have created target lists of career criminals who receive special case handling by the Detective Bureau when they are arrested for felony offenses. The City of Buffalo created

Burglary, Robbery, and Sex Offense task forces to also target known career criminals. When these offenses and offenders are reported to the police, special MOPP units are dispatched to assist in the investigation, secure all available evidence and witnesses, and follow the cases through the courts to insure successful prosecution.

In response to different regional crime patterns, several MOPP localities requested assistance in targeting narcotics offenders. For example, the district attorneys in Rockland and Orange counties direct the activities of county-wide task forces of local police and county investigators. Westchester, Nassau, and Suffolk Counties and the City of Syracuse used a portion of their MOPP allocations to supplement existing narcotics investigation units through additional personnel and/or "buy money." In all, MOPP supported twenty narcotics investigator positions, two assistant district attorneys, and two support positions. More than \$642,000 in "buy money" was provided through MOPP in 1985 and 1986 to purchase illegal drugs in the course of undercover narcotics investigations. The use of MOPP personnel, buy money, and electronic surveillance equipment resulted in the arrest of 1,542 people for drug offenses in 1985 alone.

A new mechanism for collecting disposition data from the Division's Computerized Criminal History (CCH) data system was developed in 1986 as part of the Division's administration of the MOPP Program. The new system provides a higher percentage of final dispositions, better data reliability, and eliminates the use of local personnel for data collection. The standardization of disposition data across MOPP localities will allow more definitive reporting of program outcomes in the future. In addition, the use of CCH/OBTS data will permit examination of other research issues related to the specialized processing of cases involving career criminals.

### **MOPP Funds at Work**

A joint investigation by the Nassau County Police and the Federal Drug Enforcement Administration led to the arrest of five major organized crime figures, the seizure of \$5,900,000 in cash, ten kilos of heroine, ten kilos of cocaine, several cars, and a house. The continuing investigation and prosecution of this case is being carried on by the Federal government.

A MOPP investigation in November 1985 led to the arrest of one Turkish and two Colombian immigrants who sold one kilogram of cocaine to undercover officers of the Nassau County Police Department. These arrests led to a further investigation in California where a joint investigation with Nassau County, Los Angeles Police, and Federal Drug Enforcement Administration personnel culminated in the arrest of four Colombian nationals for the sale of five kilograms of cocaine. A follow-up residential search uncovered an additional 29 kilograms of cocaine and \$100,000 in U.S. currency. Two days later, a subsequent arrest of two other individuals was made in Los Angeles with the seizure of 45 additional kilograms of cocaine and another \$100,000 in U.S. currency.

### **Transit Police Strike Force**

The Transit Police Strike Force was created in April 1983 with the stated goal of "improving the identification, apprehension, and prosecution of violent repeat offenders on the New York City subway system." In 1985, and again in 1986, over \$3 million was appropriated for this program. The Strike Force generates a target list of violent or repeat offenders operating on the transit system. This list includes the names and aliases of target offenders and a description, picture, criminal history, modus operandi, and list of associates for each offender.

The New York City Transit Police Target list was merged with the New York City Police Department's Career Criminal List in 1985. All offenders arrested by the New York City Transit Police are checked against the combined target list at the time of arrest. If an arrest is made, even for a minor offense, the officer takes the suspect into custody rather than issuing a desk appearance ticket. In this manner, identified targets are removed from the transit system. If the target offender is arrested for a felony, detectives from the Major Case or Robbery Squads are called in to conduct case enhancement activities.

During calendar year 1985, the Transit Police Strike Force arrested a total of 1,504 persons as target offenders or for committing one of the five target offenses on the transit system. Of these, 673 cases were augmented by the Strike Force's Major Case Squad or Robbery Squad. A total of 670 of these 673 offenders were arraigned on felony charges by the five district attorneys serving New York City. Cases involving the remaining 831 target offenders were not augmented for a variety of reasons, including: the misdemeanor level of the arrest charges, the lack of a willing complainant, the fact the arrest was made by another agency, the juvenile age status of the subject, or the failure to match target list name search owing to the offender's use of an unknown alias at the time of arrest. The Transit Police Strike Force also augmented cases involving 45 non-target offenders.

The Apprehension (Larceny) Unit of the Transit Police Strike Force consists of 20 detectives who target pickpockets and those who prey upon sleeping victims. Because most of this

unit's arrests are for misdemeanor offenses, these arrests are not augmented. The Apprehension Unit arrested 326 offenders in 1985, bringing the total number of arrests made by the Transit Strike Force to 1,830.

### **Transit Crime Interdiction Program**

In April 1985, a comprehensive Transit Crime Interdiction Program was created at the request of Governor Cuomo. The allocation of the Transit Police Strike Force was supplemented by \$1 million in State funds to establish a decoy unit to combat violent crime in New York City's transit system. The Decoy Unit is comprised of 27 officers who ride the transit system disguised as potential victims to lure offenders who would commit such offenses as robbery, purse snatching, sex crimes, or jostling. Based upon crime analysis and information developed in felony arrest situations, the decoy officer assumes the mode of dress of those citizens most likely to be victimized.

This additional effort to target the recidivist or career criminal is also proving successful. Nearly 600 felony arrests were made by this unit during the first nine months of operation. Of the 512 adults arrested in 1985 by this unit, 74 percent had prior arrest records.

### **Special Warrant Enforcement Enhancement Program**

Governor Cuomo and the New York State Legislature established the Special Warrant Enforcement Enhancement Program (SWEEP) in September 1984 to address a growing backlog of outstanding criminal warrants. SWEEP provides two and a half million dollars in State funds annually for additional enforcement personnel in the localities with the most severe felony warrant backlogs. These personnel are assigned to enhance existing warrant enforcement efforts and apprehend felony fugitives. In addition to increasing enforcement personnel, SWEEP seeks to counter the backlog of outstanding felony warrants by improving warrant management systems in local police agencies. In calendar year 1985, a total of 30 law enforcement agencies participated in SWEEP, while in 1986, a total of 28 agencies participated.

In 1985, SWEEP cleared 7,984 warrants: 2,866 for violent offenses, 2,837 for felonies, and 2,281 for misdemeanors. Warrant clearances included the arrest of the wanted person, the voluntary surrender of the wanted person to the court, the lodging of the warrant against the wanted person being held in a correctional facility, the recalling of the warrant by the issuing court, and other exceptional circumstances such as the death or deportation of the wanted person.

The Court Reconciliation Project was undertaken to verify that the active warrant files maintained by the New York City Police Department matched those of the Office of Court Administration. All warrants issued from 1977 to 1985 were checked and those deleted from the Office of Court Administration warrant file or listed as recalled were then removed from the Police Department's Central Warrant File. During 1985, a total of 13,927 additional warrants were vacated during this reconciliation process. In all, nearly 22,000 invalid warrants were removed from the State's Warrant System, while over 32,000 enforceable misdemeanor warrants were added as a result of this project.

### **12 Most Wanted Program**

In May 1984, Governor Mario M. Cuomo announced the implementation of the State's 12 Most Wanted Program. Jointly administered by DCJS and the Division of State Police,

the 12 Most Wanted Program is designed to help law enforcement agencies locate and apprehend offenders with outstanding violent felony warrants. Bulletins carrying the description and photographs of felons wanted for crimes such as murder, rape, and armed robbery are distributed statewide.

This program is unique in the type and amount of resources dedicated to the apprehension of violent fugitives. Unlike the programs operated by other states which coordinate local investigations of wanted suspects, New York's 12 Most Wanted Program dedicates actual investigative resources to the capture of wanted felons. The State Police Violent Felony Warrant Squad conducts investigations on New York's 12 Most Wanted criminals.

The 12 Most Wanted Program also promotes public cooperation in reporting the whereabouts of these wanted persons. A toll-free, 24-hour hot-line number is available to receive phone calls from citizens with information on these fugitives.

The Division compiles the 12 Most Wanted Bulletin and distributes over ten thousand copies to law enforcement and criminal justice agencies. In addition, copies are sent to the media to publicize the descriptions and pictures of the State's 12 Most Wanted fugitives. A total of 20 individuals were identified as "most wanted" and 11 were located during 1985 and 1986.

Candidates for the 12 Most Wanted Program are solicited from county and local police agencies and submissions are reviewed by DCJS and the Division of State Police. The decision to place individuals on the 12 Most Wanted Bulletin is based upon the seriousness of the crime, the merits of the investigation, and the willingness on the part of the district attorney to extradite the defendant.

#### **SWEEP District Attorney Extradition Fund**

In August 1986, a pilot project was established to assist district attorneys statewide by providing funding assistance for the extradition of violent fugitive felons. A total of \$20,000 was set aside from FY 1986/87 Special Warrant Enforcement Enhancement Program (SWEEP) funds to provide matching funds to supplement local monies available for extraditions. Reimbursement under this program was limited to SWEEP cases involving the crimes of murder, kidnapping, assault first degree, rape, and violent sex offenses involving child victims.

The District Attorney Extradition Fund provided matching funds for extraditions in nine SWEEP cases to district attorneys' offices in the counties of New York, Queens, Kings, Erie, and Orange. These SWEEP cases involved extraditions for four murders, one rape first degree, one sodomy first degree with a child victim, two serious assaults, and a kidnapping.

#### **Target Crime Initiative Program**

Governor Cuomo established the Target Crime Initiative (TCI) program in April 1983. Three existing prosecution programs were merged to eliminate duplication of services and enhance the State's anti-crime efforts. Local law enforcement agencies are assisted in their efforts to protect the public by providing them with targeted State resources for the apprehension, prosecution, and conviction of repeat and violent offenders.

Specific program objectives include:

- Maintaining an enhanced level of resources within local criminal justice agencies.

- Increasing the number of indictments against serious and repeat offenders.
- Limiting the caseload of TCI attorneys.
- Increasing the rate and level of convictions for TCI defendants.
- Increasing the number and length of prison sentences for those convicted.
- Eliminating plea bargaining except under extraordinary circumstances.

Categories of offenders to be targeted using TCI supported resources have been prioritized as follows: repeat offenders as defined by the county who are charged with a violent felony classification of robbery, rape, burglary, homicide, or aggravated assault; violent felony offenders; repeat offenders charged with a non-violent felony offense; and all other felony offenders.

During FY 1985/86, the TCI unit administered \$47,651,244 in local assistance monies to support local prosecution, defense, sheriffs, corrections and probation departments, as well as police crime laboratories.

The most populous counties receive TCI funds for prosecutors, public defense attorneys, custody and transportation of inmates, probation services, and crime labs. Smaller counties receive funds for prosecution and defense. Each component is obligated by contract to facilitate the processing of serious felony cases and reduce the caseloads of TCI participants.

Counties have the flexibility within program guidelines to target resources on the most serious crime problems in their areas. Distribution of these funds is based on an analysis of county crime rates and the rate of serious felony arrests and subsequent indictments.

Over \$138 million has been awarded to local agencies since the program's inception. Program data provide an indication of the prominent role that TCI has had in the local criminal justice system. TCI funds constituted almost 14.5 percent of the participating district attorneys' resources and slightly more than 24.5 percent of the defense agencies' monies.

The following is a breakdown of program funds by function and region for FY 1985/86:

<b>FUNCTION</b>	<b>FY/85-86 ALLOCATION (DOLLARS)</b>	<b>PERCENTAGE OF PROGRAM FUNDS</b>
Prosecution	\$24,478,648	51.4
Defense	15,857,020	33.3
Corrections	2,548,162	5.3
Probation	2,351,175	4.9
Laboratory	1,410,667	3.0
Sheriff	1,005,572	2.1
<b>TOTAL*</b>	<b>\$47,651,244</b>	<b>100.0%</b>
<b>REGION</b>		
NYC	32,507,124	68.2
Suburban	7,701,850	16.2
Upstate	7,442,270	15.6
<b>TOTAL</b>	<b>\$47,651,244</b>	<b>100.0%</b>

\*Excluding statewide unallocated funds and Assets/Forfeiture

With the creation of TCI, the Governor also announced the expansion of the program into nine additional counties over a three-year period. This expansion brought the number of

participating counties to 27 and the total number of program components to 73. Counties receiving TCI funds accounted for approximately 97 percent of all violent felony arrests made within New York State during the period 1980-1985.

Program funds also support a staff enhancement effort devoted to the prosecution of serious offenders and the maintenance of public safety in communities throughout New York State. Statewide, during FY 1985/86, TCI funds were used to support a total of 1,252 positions (including 47 part-time) in participating counties. Approximately 62 percent, or 770 of these positions, were professional titles: 386 assistant district attorneys, 207 defense attorneys, 32 laboratory scientists/technicians, 58 probation officers, and 87 corrections and sheriff officers.

During FY 1985/86, counties participating in the TCI Program accounted for 86.9 percent (43,596) of all felony indictments reported statewide, 88.1 percent (41,587) of all statewide felony dispositions, and 88.2 percent (36,806) of the total statewide convictions of felony indictments. Twenty-seven percent (11,755) of all felony indictments filed in the TCI counties during this period were designated as TCI.

#### Assets/Forfeiture Program

The Division administers the Assets/Forfeiture Program created by Chapter 669 of the Laws of 1984. This legislation enables law enforcement agents and prosecutors to seize both the proceeds and instrumentalities of a crime, and by so doing, reduce the incentive to commit crime. One million dollars was appropriated for the implementation of this program in FY 1984/85. In accordance with the legislation, the funds were equally distributed to the eighteen prosecutors who applied.

From October 1, 1984, through March 31, 1986, there were a total of 703 cases initiated by the participating counties, of which 259 were drug-related. A total of \$3,993,714 was forfeited as of March 31, 1986. Of this amount, \$1,333,328 was from drug-related activity. Among the assets forfeited were cash, bank accounts, automobiles, real property, and jewelry.

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#### Emergency Felony/Special Narcotics Program

The Special Narcotics and Emergency Felony programs are the remaining elements of the former State Felony Court Program which was modified by the creation of TCI on April 1, 1983. Also administered by Division staff, these two programs operate in New York City and are designed to reduce felony case backlogs, eliminate unjust court delays, and enhance the prosecution of drug traffickers. New York City provides matching funds for these programs. A total of 27 additional court parts are fully staffed and funded through this State and City partnership. In addition to prosecutors and staff of the New York City Special Narcotics Prosecutor, these programs provide public defense attorneys, corrections officers, probation officers, and crime laboratory equipment and personnel.

The budgets for these programs totalled \$8,807,200 in FY 1985/86 and \$8,968,300 in FY 1986/87. Each year \$750,000 was used by the Special Narcotics Prosecutor to facilitate investigatory activities and to make "street buys." These programs are vital components of the combined State and City effort to stem the flow of narcotics and process felony cases through the courts.

#### New York State Drug Enforcement Task Force

On August 14, 1986, Governor Cuomo announced the creation of a New York State Drug Enforcement Task Force comprised of law enforcement and prevention experts from Federal, State, and local agencies. The Task Force, chaired by Director of Criminal Justice and Commissioner, Lawrence T. Kurlander, was directed by the Governor to coordinate and initiate narcotics investigations and prosecutions against large-scale drug traffickers, develop effective legislation against drug dealing and money laundering, and utilize all available resources in a major campaign to prevent drug abuse.



Director of Criminal Justice and Commissioner Kurlander advises Governor Cuomo during Congressional drug hearings.

To meet these objectives, the Task Force created four committees: Operations, Training, Legislation, and Program and Policy Development. The committees carry out the following efforts:

- ⊙ Create at least four regional, operational offices of the Drug Enforcement Task Force, using Federal, State, and local police personnel to investigate and apprehend drug traffickers.
- ⊙ Train local police and sheriffs in narcotics interdiction.
- ⊙ Prepare a package of bills to increase penalties for the sale and possession of multiple vials of Crack and to add judicial resources to hear narcotics cases in New York City.
- ⊙ Draft additional legislation to penalize money laundering, facilitate field tests for drugs, and penalize drug dealers who sell narcotics to undercover officers on school grounds.

- Hold public hearings on ways to prevent drug abuse in and near schools.
- Seek all available Federal funding for enforcement, prevention, education, and treatment efforts in New York State.

During 1986, preliminary work was undertaken by the four committees.

### Operations

The Operations Committee developed a plan, approved by the Task Force, to create regional operational units in Albany, Rochester, Syracuse, and Buffalo, with satellite offices in Binghamton, Middletown, and Watertown. These regional units would be under the overall supervision of a Policy Board including: the Director of Criminal Justice, the Superintendent of State Police, the Special Agent-in-Charge of the New York office of the Federal Drug Enforcement Administration (DEA), and representatives of the New York State Association of Chiefs of Police and the New York State Sheriffs' Association.

Each of the regional subdivisions will have 15 to 20 officers supervised by a DEA agent, with a State Police officer as backup. A regional planning board including DEA, State Police, and sheriff and police chief representatives will resolve issues in each region.

Police agencies will be responsible for the base salary and fringe benefits of personnel assigned to the Task Force, while the State will furnish the operational funds, including office space, equipment, investigative expenses, and overtime. The proceeds of assets seized and forfeited under Federal law in Task Force cases will also be used to support these enforcement subdivisions.

Arrangements were made for the establishment of the Capital District Regional Enforcement Task Force. This first regional task force is expected to begin operations early in 1987, following training provided by DEA. Ten local police agencies and sheriffs' departments assigned full-time officers to this task force. In addition, more than thirty local police agencies have assigned liaison officers to serve as a crucial intelligence link and to provide operational support when needed. Plans are underway to organize the regional drug enforcement task forces in other areas of the State.

These regional drug enforcement task forces will be an important element of the State's war on drugs. They will work on the mid-level and upper-level drug trafficking organizations which are responsible for much drug distribution. By joining forces in a coordinated effort, police agencies can share intelligence, conduct multi-jurisdictional investigations, and concentrate on the most serious drug dealers.

### Legislation

The members of the Legislation Committee helped draft legislation in two important areas: to increase penalties for the sale and possession of Crack, and to control money laundering. In addition, the Legislation Committee initiated work to enhance New York's laws against the manufacture, sale, and possession of drug paraphernalia.

Crack is a concentrated, highly-addictive and extremely dangerous form of cocaine. Sale and abuse of this drug has been blamed for increasing numbers of violent crimes in neighborhoods of New York City and other areas around the State. Legislation drafted by the Drug Enforcement Task Force, in

conjunction with the New York State Crime Lab Advisory Committee, would make the sale of small quantities of high-purity cocaine, as defined with the help of the lab officials, a Class A-II felony, punishable by a minimum prison term of three years to life. Possession of high-purity cocaine would be a Class D felony, with a possible prison sentence of up to seven years.

The money laundering statute developed in 1986 by the Task Force for submission during the 1987 legislative session will provide prosecutors with a new tool to attack the profits of drug trafficking and other organized criminal activity. The law is aimed at drug dealers, bookmakers, and other criminals who "launder" large amounts of illegally-earned cash. The proposed statute makes it a crime to exchange monetary instruments for other monetary instruments or "equivalent property," when the exchange is done with the intent to conceal the criminal source of the funds, the intent to assist in the commission of a crime, or knowledge that the exchange will further criminal activity or profiteering. Enhanced punishment is provided when the money laundering is linked to the criminal sale of drugs. This legislation provides substantial financial penalties as a deterrent to money laundering and to the criminal activity which underlies it.

The Legislation Committee also monitors developments in the United States Congress and the New York State Legislature. Late in 1986, the President signed into law the Federal Anti-Drug Abuse Act of 1986. This legislation provides substantial grants annually to State and local agencies for drug enforcement, education, prevention, and treatment. New York State is eligible to receive almost \$12 million in enforcement funds alone, to be administered by the Division with the assistance of the Task Force.

### Training

During 1986 two training programs were sponsored by this Committee. Eighty-six sheriffs deputies from around the State participated in a seminar on investigating clandestine cocaine laboratories. The program explained how to identify and investigate drug processing labs and how to safely dismantle them when discovered.

A train-the-trainer course in Highway Drug Interdiction Techniques was given to 32 drug enforcement officers and certified police trainers from around the State. The Division's Bureau for Municipal Police shared the cost for this program and facilitated arrangements. Police officers were given the legal and investigative tools to safely and lawfully identify and interdict illegal drugs being transported on the State's highways. These experts will, in turn, train police officers in their training zones.

The Training Committee is developing a program to train police officers and investigators in the legal, practical, investigative, and technical aspects of electronic surveillance. This program will further enhance the ability of the New York's law enforcement community to control drug trafficking.

### Program and Policy Development

A primary focus of the Program and Policy Development Committee is the need to reduce the demand for drugs, particularly by young people. The Committee is developing projects that will help use the resources of New York's police agencies in drug abuse education and prevention.

The Program and Policy Development Committee sponsored a public forum in Rochester, New York, to consider services and resources available for drug abuse education, prevention, treatment, and law enforcement in the Rochester area. Recommendations were solicited for enhancing the role of State agencies and policies in controlling drug trafficking and reducing the demand for drugs, particularly by school-aged children. The Task Force plans to hold additional forums around the State and then make recommendations to the Governor based on these sessions.

In addition, the Program and Policy Development Committee will prepare an informational packet on the issues related to drug trafficking; explore the availability of alternative sanctions for lower-level drug sellers or possessors; develop a statewide program to train law enforcement officials in drug education and prevention, to be funded with Federal anti-drug monies; and work with the State Education Department to develop model substance abuse policies for local schools.

### **Mobile Radio District Program**

The Mobile Radio District (MRD) Program was created to standardize law enforcement radio configurations and to ensure reliable radio communications within each department, between neighboring departments, and between agencies on a statewide basis. The program is intended to reduce response time by police agencies, provide greater coordination among police agencies including sheriffs' departments and State and local police, reduce radio interference, and provide better overall police services to citizens and communities. Law enforcement agencies that are located within a mobile radio district share common frequencies, participate in joint dispatching operations, and share other services.

Realizing the critical role police communications plays in law enforcement, the State took action during 1985 to complete the Statewide Mobile Radio District Program ahead of schedule. A local assistance appropriation of \$3,771,000 was made during 1985 to complete mobile radio districts in Sullivan, Ulster, Westchester, Orange, Putnam, Dutchess, and Rockland counties. In addition, municipal police agencies in East Fishkill, Lockport, and Lewiston had major communications improvements made to their systems. By the end of 1986, all of these projects had progressed to the point where planning and design was completed and contractual agreements were under preparation.

During 1986, over \$5 million was appropriated to provide for the completion of MRD's in all remaining districts of the State. It is expected that by 1989, full implementation of the plan for statewide mobile radio district coverage will be achieved.

### **Law Enforcement Assistance Network**

The Law Enforcement Assistance Network (LEAN), established in 1984, was a multi-faceted program to promote and facilitate the sharing of specialized equipment and skills among the State's law enforcement and investigative agencies. LEAN acted as a clearinghouse for information, and purchased specialized equipment which was logistically placed for general accessibility. In the clearinghouse function, 373 agencies identified 11,000 items to be referenced on a computerized database.

During 1986, LEAN provided funding for the purchase of mechanical robots, portable infrared heat-seeking viewers, night vision goggles, and critical incident management simulation

boards. LEAN also assisted in making targeted training available for law enforcement personnel. Information from many sources on relevant training courses was computerized and made available to inquiring agencies, and a training calendar of all in-state courses was published and disseminated quarterly to law enforcement agencies. In accord with the goal of providing training to law enforcement personnel, LEAN was involved in promoting quarterly teleconferences on timely law enforcement topics, co-sponsored by the Federal Bureau of Investigation and Kansas City Police Department.

### **Soft Body Armor Reimbursement Program**

The safety of police officers is a high priority of the Cuomo Administration. Since 1981, and continuing under the direction of Governor Cuomo, New York State has sought to encourage and support police departments throughout the State in acquiring and using soft body armor (bullet-proof vests).

The Soft Body Armor Program, which originated in the Department of Labor, was transferred to DCJS in 1985. This program provides State reimbursement to municipal corporations and public authorities for the cost of purchasing custom-fitted ballistic soft body armor for eligible police officers. The Division's Bureau for Municipal Police serves as the liaison between the State and local law enforcement agencies to oversee the reimbursement process.

As a result of the high priority placed on the protection of police officers, program rules were expanded to allow for the reimbursement of State agencies, and more recently (November 1986), to provide for approval of soft body armor worn by New York City police officers.

### **Management Analysis**

Law enforcement administrative and technical services, such as staff consultation and surveys, are provided by the Division to police agencies throughout New York State upon request of agency administrators. Staff consultation involves informal discussions or conferences between an administrator of a department and Division staff. Limited surveys consist of an analysis of a single or limited number of functions within a police agency. A comprehensive survey consists of an extensive review and analysis of the administration and operational functions provided by a police agency.

During 1985 and 1986, the Division offered these services to existing law enforcement agencies and municipalities considering the establishment of a police department. These services have assisted numerous agencies with the continuing task of reviewing and upgrading the many facets of administration requiring managerial attention and have assisted administrators in combining new ideas, concepts, and methods through a professional and objective analysis.

### **New York State Law Enforcement Accreditation Program**

In his January 1986 State-of-the-State Message, Governor Cuomo directed the establishment of a Committee on State Accreditation of police agencies. The stated purpose of this committee was to explore the feasibility of implementing a program of accreditation that provides for standardization of practices and improves the professionalism of policing in New York State. The Division, in cooperation with the New York

State Association of Chiefs of Police and the New York State Sheriffs' Association, formed the Law Enforcement Accreditation Project (LEAP) Planning Committee, which began its work in August 1986. In December 1986, support staff was hired for the program. It is anticipated that the Planning Committee will issue recommendations by the end of 1987.

### Highway Safety Equipment Maintenance Center

Over 3,000 pieces of alcohol and speed detecting equipment have been provided to local police and sheriffs through Federal funds from 1976 to 1985. A Highway Safety Equipment Maintenance Center was established in 1976 to calibrate and repair this equipment and service over 5,000 devices a year. In addition, agency staff provide expert testimony about repairs and calibrations for court purposes. The Highway Safety Equipment Maintenance Center also evaluates new breath test products which are continually being approved for use in New York State.

Through the ingenuity of DCJS employees, testing equipment that could have cost New York State thousands of dollars was developed at a fraction of the retail cost by using discarded computer components. The equipment is used to increase reliability, decrease down time, and extend life expectancy of municipal police department equipment sent for repairs and/or calibration.

### Accident Reconstruction

DCJS has developed the expertise for professional accident reconstruction. This service is available upon request of any district attorney's office or police agency for serious automobile accidents where criminal negligence may be a factor. Since January 1, 1983, approximately 150 such investigations have been conducted. Also, staff provide expert courtroom testimony needed for accident reconstruction and cases involving the use of radar and/or breath testing equipment.

### Police and Peace Officer Registry

The Police Officer Registry was created by legislation enacted in 1979. Employers are required to provide DCJS with certain information concerning the police officers they employ.

The registry can be used to determine if the training requirements for police officers have been met.

The Peace Officer Registry, established in 1980, requires employers to provide the Division with specific information concerning peace officers they employ. Like the police officer registry, it can be used to determine if training requirements for peace officers have been met. It is also used to assist the State Police in determining the status of peace officers who wish to purchase a handgun without first obtaining a pistol permit.

### Audio-Visual Library

A library of films is maintained by DCJS for use by law enforcement agencies, community groups, and schools throughout the State. The library also contains video tape training programs that can be selected from a catalog and then duplicated at the Division on tapes provided by the requesting organization. The resources of the Audio-Visual Library are widely used.



Training officers on how to reconstruct the scene of a serious automobile accident.

# PREPARING LAW ENFORCEMENT PROFESSIONALS

## Police Training

The ultimate goal of the law enforcement component of our criminal justice system is to ensure, as far as possible, the security of the citizens of New York State. This is a complex and multi-faceted mandate. Police officers are expected and required to handle any situation in an effective, safe, and humane manner. A responding officer must possess the technical skills to rectify the situation and the behavioral skills to reassure and calm those involved. A primary mission of the Division is to assist local law enforcement agencies in achieving this goal by preparing individual officers for the challenge through training and education.

### Basic Course for Police Officers

The Division, through the Bureau for Municipal Police, engages in a substantial effort to improve and strengthen the basic training of entry-level police officers. It is the responsibility of the Division to develop satisfactory standards for police training and assure that the standards are rigorously observed.

To create a more responsive course of study for basic training, comprehensive curriculum refinement was initiated during 1985. The ultimate goal of this endeavor is to establish a validated, job-related basic training program. Toward that objective, the following operations have been initiated:

- ① Administration of a job inventory to determine the frequency and critical nature of those tasks performed by law enforcement officers in New York State.
- ② Development of a list of Required Worker Behavior Statements (RWBS) that details what police officers and sheriffs' deputies need to know to perform those tasks.
- ③ Development of training objectives designed to measure whether or not officers are learning the relevant RWBS's.
- ④ Development of a curriculum based upon the skills that police officers and sheriffs' deputies will need to master in order to perform effectively in the field.
- ⑤ Development of a comprehensive examination process to test the recruits' abilities upon completion of training.

This job/task analysis will be the foundation for validated, job-related standards and training programs. This will be a very important step toward standardization of training, as well as protection for the police community in general. When completed, New York State will have a truly job-related course of study for entry-level police officers which will be legally defensible both as an officer retention and training vehicle.

Since mandatory basic police training was instituted, it has been expanded and refined. On January 1, 1986, the Basic Course for Police Officers was expanded to a 400-hour minimum in required topics from the previous minimum requirement of 285 hours. Expansion of such topics as Firearms Training, Arrest Techniques, Emergency Vehicle Operation, Accident Investigation, and Domestic Violence and the addition

of topics such as Justification in the Use of Physical and Deadly Force, and Officer Stress Awareness were in keeping with the needs of today's police officers.

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### Course in Police Supervision

The course in police supervision is a 140-hour program provided to all first-line police officers. Prior to November 1986, this course required a minimum of 70 hours. Based on the recommendations of a 1985 study, revisions were made to the curriculum and the minimum required hours were increased to effect a more comprehensive program.

The Bureau for Municipal Police conducted a pilot program of the new course, sponsored by the Bethlehem Police Department, in April and May, 1986. The purpose of the pilot program was to test the recommendations made by the committee. The course materials were refined based on the results of the pilot program and subsequently promulgated in the form of a train the trainers manual and student guide for local administration.

### Critical Incident Management Training

During 1986, the Division embarked on a critical incident management training project. Designed to train police supervisors, managers, and other first responders, the program uses model city simulation boards complete with communications systems. Each simulation board covers 80 square feet and is representative of the various topography found in New York State. The training revolves around realistic scenarios depicting hazardous material spills, airplane crashes, fires, and other potentially critical incidents. Police supervisors and others are trained in response techniques which result in maximum safety and minimum damage. This important training has now become part of the mandated Course in Police Supervision and is found in many of the curricula for the Basic Course for Police Officers.

### Telecommunications Training Course

A statewide group of eight communication experts were gathered together by the Division to construct a curriculum for the training of telecommunications personnel. This group decided that the instruction should include 12 hours on general orientation, 18 hours on telephone, seven hours on radio, 15 hours on related topics, and 11 hours of role playing, for a total of 63 hours of instruction.

A successful pilot program was administered in the western part of the State during November 1985. To further improve the delivery of this training program, the Division purchased a

Telecommunicator Training Simulator for both radio and telephone training. This simulator is available upon request for use in related police training schools around the State.

### Canine Training Standards

Police canine training was the subject of extensive research and evaluation during 1985 and 1986. The Division determined the need to conduct an in-depth examination of the current canine training practices used by the State's law enforcement community.

The Division, through the National Association of State Directors of Law Enforcement Training, conducted a nationwide survey to determine canine training accomplishments in other states. Concurrently, an examination of in-state law enforcement agencies was also conducted. The outcome of the nationwide survey and in-state examination indicated that New York State needed to develop canine training standards.

A police canine standards development committee was established in 1985. The committee produced a standard proposal which was extensively reviewed by law enforcement practitioners from across New York State and approved in November 1986.

The standards consist of four basic components:

- Guidelines for a minimum acceptable curriculum that can be certified.
- Minimum qualifications that a canine trainer must possess before his training program can be certified.
- An outline for the minimum acceptable level of performance required of the canine/handler teams to successfully complete training.
- Guidelines for reevaluation and in-service training.

In an effort to improve canine training, many departments across the State are adjusting their programs to conform with these new standards.

### Instructor Development Course

The goal of the 80-hour Instructor Development Course is to assist instructor candidates in developing the ability to research, prepare, and communicate their professional knowledge to others. The potential police trainer is given a thorough foundation in learning theories with practical experience in the development of communication and classroom skills. Emphasis is placed on the development and enhancement of competency in practical and tested instructional skills and techniques. Training materials focus on setting instructional objectives, planning of training, the factors which influence adult learning and which modify behavior, the development of communications skills, the instructional process, and the methods of evaluating course effectiveness. The Instructor Development Course is held at various locations around the State throughout the year.

### Monitoring of Training Programs

Historically, it has been a responsibility of the Bureau for Municipal Police to make administrative visits and inspections of approved basic police training schools. The visits and inspections of schools, also known as monitorings, are conducted at least once during the school's term. The monitorings are completed through both unannounced visits and after prior arrangements had been made with school directors.

At the training sites, Division personnel review the administration, the learning environment, instructors' qualifications, and students' participation. These four primary areas of concern are rated and a total overall assessment is made of the school. When a course evaluation checklist is completed, including any additional comments, suggestions, or recommendations, copies are sent to the zone coordinators, school director and, when appropriate, the director's supervisor.

### Police Crime Scene and Evidence Specialist Course

A need was recognized for a comprehensive program to train New York State law enforcement personnel in the critical importance of initial crime scene matters. An advisory panel of six recognized professionals of varied disciplines was convened to develop a written curriculum containing complete lesson outlines, clear instructional objectives, and suggested reference materials to enhance this two-week course. Emphasizing the vital necessity to recognize physical evidence and understand its forensic value, this training also provides practical exercises in crime scene photography and procedures for latent fingerprinting and diagramming.

### Evaluation and Redesign of Certified Training Courses

Statewide training standards have been or will be developed for a variety of training courses such as Firearms Training, Impact Device Training, and Mounted Police Officer Training. These standards are being established due to growing concern regarding law enforcement liability, which is believed to be directly associated with training. Also, the establishment of training standards will ensure consistent and high quality training.

### Peace Officer Training

Standardized training for all peace officers in New York State became mandatory on September 1, 1980. The law requires 35 hours of training for all full-time peace officers and 10 hours of training for all part-time peace officers who are appointed after that date. The curricula for these programs were developed by the Municipal Police Training Council and subsequently promulgated by the Governor. In addition, the law mandates that all peace officers who are authorized to carry or use firearms in any phase of their official duties must receive the same firearms and deadly physical force training as police officers receive in their basic training, regardless of when the peace officers were appointed.

Although the employer is charged with the responsibility of providing this training, the Division assists the employer in developing an acceptable program or in locating a certified program that is being presented by another agency. In some instances, reference materials for peace officers attending these programs are also provided. In calendar year 1986, 370 training courses were held and 7,610 officers completed the training. In calendar year 1985, 369 training courses were held and 7,405 officers completed the training.

Looking to the future, the Division has proposed legislation to remove the training requirement distinctions between full-time and part-time peace officers by mandating 35 hours of training for all classes of peace officers, and to require employers of peace officers to report the completion of annual weapons

training to the Division. Legislation has also been proposed to increase the minimum number of training hours for peace officers from 35 to 70.

## Highway Safety

The Division of Criminal Justice Services provides local police and county sheriff officers with training programs designed to aid in efforts to reduce the number and severity of pedestrian and vehicle accidents throughout New York State.

Fifteen highway safety training courses for law enforcement personnel have been developed and implemented by DCJS and approximately 26,000 persons were trained from January 1, 1983 to December 31, 1986. The Division conducts over 400 schools and graduates over 6,500 officers annually.

The Impaired Driver Recognition Program developed by the Division is intended to provide police officers with more accurate and reliable methods of detecting, testing, and processing Driving While Intoxicated (DWI) violators. Students are shown videotapes and must identify those driving errors most commonly associated with DWI. In addition, students are trained in improved sobriety testing which uses "Horizontal Gaze Nystagmus" and proper procedures for courtroom testimony.



Radar traffic enforcement training.

## Continuing Legal Education

The Division's Bureau of Prosecution Services provides centralized research and educational services to prosecution and public defense offices.

For the last several years, the focus of the services provided by the Division has been directed increasingly toward prosecutors. The Criminal Justice Appellate Reference Service has, since its inception, provided appellate representation solely for prosecutors' offices. Training programs have concentrated on the prosecution function, as the public defense programs administered by the Division have provided comparable services for the defense bar. This trend culminated in 1986 with a decision to modify the program name from the Bureau of Prosecution and Defense Services to the Bureau of Prosecution Services. The change re-emphasizes the Division's commitment to supporting the important work of prosecutors in New York State.

Educational resources designed to provide prosecutors with the specialized information and skills required for effective criminal advocacy are offered by the Division. These resources include training programs and reference publications to meet a broad range of needs and are described below.

### Basic Course for Prosecutors

The tenth annual Basic Course for Prosecutors was presented in Albany and New York City during 1985; the eleventh presentation of the Basic Course took place in those cities in 1986. For one week in each location, over 200 recently appointed assistant district attorneys, as well as other law enforcement professionals received a comprehensive introduction to the theory and practice of criminal law.

The program faculty consisted of experienced prosecutors, judges, and private practitioners who presented lectures on the full range of criminal law subjects from arrest to appeal. In addition to discussions of legal issues such as suppression of evidence and pretrial discovery, lectures dealt with practical aspects of litigation including trial preparation, jury selection, and closing argument.

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A new feature of the 1986 Basic Course for Prosecutors was a joint presentation on the prosecution function by a senior assistant district attorney, a judge, and a defense attorney to provide a range of insights into the many roles of the prosecutor. Another innovation included in the 1986 program was the introduction of trial practice workshops. Course participants were placed in small groups under the direction of an experienced prosecutor and asked to present opening and closing statements based on case materials prepared by Division staff. In addition, participants were able to examine and cross-examine witnesses portrayed by professional actors. Participants could, thus, put into practice the lessons learned during course lectures.

To complement the lectures and workshops, those attending the Basic Course for Prosecutors were provided with revised editions of the *Basic Course Manual*. In addition, course participants were given six reference pamphlets prepared by the Division's attorneys and other authors on major legal issues.

### Investigation and Prosecution of Organized Crime

The Division joined with the Statewide Organized Crime Task Force in 1985, and again in 1986, to sponsor a three-day conference held at Cornell Law School on the investigation and prosecution of organized crime. The conference program featured lectures and small group discussions on specialized investigative techniques and legal strategies. Participating attorneys and investigators had the opportunity to take part in a simulated racketeering probe to apply the skills and knowledge acquired during the conference.

### Organized Crime Control Act

During 1986, the Division presented a program on New York State's Organized Crime Control Act in conjunction with

the Statewide Organized Crime Task Force. The one-day course was held in New York City and Albany, with subsequent presentations scheduled for White Plains and Rochester. The program provided prosecutors and law enforcement officials with an authoritative introduction to the provisions of the Organized Crime Control Act, as well as to its use as an important new instrument for combating organized criminal activity.

### **Criminal Law Review**

The *Criminal Law Review* is published by the Division to provide criminal law practitioners with a concise analysis of recent appellate court cases. This publication contains digests of decisions by the United States Supreme Court, the New York Court of Appeals, and the New York State Supreme Court, Appellate Division. To ensure the timely contribution to the criminal justice system, monthly publication began in 1986. The *Criminal Law Review* is provided free of charge to more than 10,000 judges, prosecutors, lawyers, and criminal justice professionals in New York State.

### **Basic Course Manual**

The two-volume *Basic Course Manual* published by the Division covers a complete range of criminal law subjects. The manual was revised and updated in 1985, and again in 1986, to reflect the continuing changes in criminal law. Extensive chapters are included on such areas as accusatory instruments, preparation for trial, examination of witnesses, objections, and narcotics offenses. The manual has become a fundamental research tool in the libraries of prosecutors around New York State. In addition to its distribution at the Basic Course for Prosecutors, the *Basic Course Manual* is provided free of charge to prosecuting attorneys.

### **Reference Publications**

The Division publishes a series of pamphlets that contain comprehensive examinations of important areas of criminal practice. Topic areas covered have included "The Criminal Discovery in New York State," and "Self-Incrimination Evidence." These publications are written by Division staff, judges, and district attorneys, and are updated regularly. Distributed at training programs, the pamphlets are also supplied free of charge to prosecutors by mail order. They have become standard reference documents in many prosecutors' offices.

# LEGAL ADVOCACY AND SUPPORT

## Appellate Reference Service

The basic function of the Criminal Justice Appellate Reference Service (CJARS) is the preparation of appellate briefs for district attorneys' offices. Individual cases are assigned to staff attorneys who are then responsible for handling the case until determination in the highest court where the case is heard. This process includes research, brief writing, and oral argument of the appeals before the Appellate Division courts and the Court of Appeals.

The support services provided by the Division through CJARS strengthen the effectiveness of prosecutors in the small offices which rely on these services. Many prosecutors' offices,

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*The work of the Division in pursuing appeals to the Court of Appeals which might not otherwise reach that level makes a major contribution to the clarification and development of the criminal law.*

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particularly in the less populated counties, are unable to commit prosecutorial staff to the time consuming process of research and preparation of appellate briefs and oral argument. The appellate brief service permits the smaller district attorneys' offices to concentrate their resources in the investigation and trial of criminal cases. In 1985 and 1986, the Division, through CJARS, prepared 57 appeals with highly successful results.

The work of the Division in pursuing appeals to the Court of Appeals which might not otherwise reach that level makes a major contribution to the clarification and development of the criminal law. The Division will continue this effort to provide a centralized office capable of assisting understaffed district attorneys' offices and enhancing prosecutorial effectiveness.

## Public Defense Programs

### The Defenders Association

The New York State Defenders Association is a not-for-profit corporation primarily comprised of public defense attorneys, legal aid attorneys, and assigned counsel. The Division has administered State funding of the Association's Public Defense Backup Center since 1981 to provide broad-based, defender support services on a statewide level. Legal research and consultation relating to public defense is provided by the Public Defense Backup Center.

The Association prepares "Amicus Curiae" briefs involving issues affecting the public defender system. The Public Defense Backup Center provides a referral service to help defenders obtain expert witnesses, investigators, interpreters, and attorneys with particular expertise. Briefs and other material are collected and disseminated to provide defense attorneys with legal research capabilities. Other activities and services include: evaluative seminars, video court simulations, research and data retrieval covering various aspects of the criminal justice system, and written reviews of the delivery of public defender services in various jurisdictions.

The Public Defense Backup Center is also active in legislative analysis and monitoring of criminal justice and defense related bills during the legislative session. Research is continuing on public defense legislation, matters concerning claims of persons wrongly convicted of crimes, and sentencing guidelines. Staff work closely with the New York State Senate and Assembly Codes Committees.

A selection of various training publications are available to augment periodic training programs held throughout the State. In addition to these publications, the Association publishes *The Defender*, a bi-monthly magazine, which includes interviews, articles of interest, case reviews, legislative updates, and notices of Association activities.

### Prisoners' Legal Services

Prisoners' Legal Services of New York (PLS) provides legal assistance to those inmates of New York State correctional facilities who have no other legal representation, are financially unable to retain counsel, and cannot obtain legal assistance from any other legal service organization. Prisoners' Legal Services has been supported by the State since 1978, with funds administered by DCJS.

With a central office in New York City, PLS maintains six field offices, located in Albany, Buffalo, Ithaca, Plattsburgh, Poughkeepsie, and New York. Cases handled by PLS are grouped into three general categories: post-conviction matters, such as sentence computation and determination of parole eligibility; institutional problems, such as disciplinary procedures and living conditions; and a wide range of civil and domestic law problems, such as matrimonial actions and custody proceedings.

Legal assistance offered through PLS includes advice and counsel, investigation of complaints, negotiation with other parties, preparation of legal documents, administrative proceedings, and litigation on behalf of the inmate. These legal services have generally succeeded in providing for reasonable and satisfactory resolution of inmate problems and grievances.

Prisoners' Legal Services also serves the State's court system to the extent that it screens complaints from its inmate clients and diverts potential litigation which is deemed to be without merit. A quarterly publication, *Pro Se*, which is intended to keep inmates apprised of the latest developments in prisoner-related litigation, is issued by PLS.

In 1976, when PLS was established, there were approximately 17,000 inmates in the State system. This number had risen by August 1986 to over 37,000. At the same time, requests for PLS assistance also grew. Staff enhancements have enabled PLS to handle a larger, more varied caseload with less delays. The PLS operating budget for fiscal year 1986/87 was \$2,679,300.

### Indigent Parolee Program

New York State has a strong commitment to providing defense services to the indigent. The Indigent Parolee Program was established to provide State aid to counties to help them meet their responsibility for the legal representation of indigent parolees by private, appointed attorneys and public defense programs, pursuant to Section 259(i) of the Executive Law and

Article 18-B of the County Law. The often urgent need of indigent parole violators for competent legal help is met through this program. By encouraging defense attorneys to provide such assistance, this State aid effort also contributes to a more efficient parole revocation process, the elimination of delays, and a reduction in unnecessary incarceration of alleged violators.

The number of parole violations has increased dramatically in recent years as the State Division of Parole has increased its efforts to protect the public from crimes committed by parolees. Legal services for individuals involved in parole revocations are provided according to a plan that is executed by either the county executive or the board of supervisors of each county or by the governing city in which a county is wholly contained. The plan describes whether the legal assistance will involve the services of a public defender, a private legal aid

bureau or society, or an administrator of a bar association appointed-counsel plan. The Division of Criminal Justice Services is responsible for the administration of these funds through a system of reimbursement to the counties.

The Division of Criminal Justice Services has contracted with the Legal Aid Society of New York City and Monroe, Nassau, and Wyoming counties on a fixed budget rather than reimbursement on a case-by-case basis. These localities are now able to more efficiently manage heavy indigent parolee caseloads through their respective Public Defense and Legal Aid Bureaus by providing capable and readily available legal representatives.

With the exception of New York City and Monroe, Nassau, and Wyoming counties, all other counties in the State are reimbursed according to the number of indigent parolees represented in accordance with statutory fee allowances.

# COMMUNITY EFFORTS TO REDUCE CRIME

## Crime Prevention

Citizen participation and cooperation are invaluable law enforcement tools in fighting crime. Motivating communities to prevent crime is long-term mandate of the Division. The first priority is to train and serve New York State's law enforcement community in support of local crime prevention efforts. Staff work closely with both law enforcement and community representatives to increase public awareness of and involvement in crime prevention. Technical assistance is provided to individual local programs, and specialized training and resources are offered to enhance these efforts.

Experience in community crime prevention programs has shown that the most lasting positive results are achieved when prevention efforts are made by the people who inhabit the area affected by the crime. The growth of alliances is fostered among existing community organizations, elected officials, the private sector, and law enforcement in their shared responsibility for the control of crime. Citizen participation in crime prevention results in improved crime reporting, increased understanding of the criminal justice system, increased return of stolen property to owners, and more willingness to bear witness in court.



**McGruff, the Crime Dog urges people to "Take a Bite Out of Crime."**

Governor Cuomo proclaimed October 1985 and October 1986 as Crime Prevention Month in New York State. In response to the Governor's proclamation, fourteen radio stations statewide, one in each major radio market, participated in Crime Prevention Month by featuring special call-in contests. Listeners shared tips about their own strategies for safety and won prizes provided by the Division to stations. A total of 20,000 calls were received and 2,000 prizes were awarded during the month for both years.

A statewide toll-free hotline is used extensively by those seeking information and publications. During 1985 and 1986, over 7,200 calls were received on the hotline from callers seeking technical assistance, information about crime prevention measures, pamphlets and brochures for local distribution, and specific referral to other organizations with similar experience.

## Public Education

Information can help citizens quell their fear of crime and reduce the possibility of victimization. Broadcast and print media have been used to carry important messages about what can be done to improve personal and home security. For example, New York State as an affiliated member of the National Crime Prevention Campaign, uses McGruff, the Crime Dog, to urge people to "Take a Bite Out of Crime." In addition, public service announcements prepared by the Ad Council were disseminated statewide to New York's 76 television stations.

Brochures are provided free of charge to individuals and organizations throughout the State in support of local crime prevention. Nearly two million brochures about subjects such as rape prevention, babysitters' safety guidelines, con artists, and crime prevention for elderly people were printed and distributed statewide. Films are loaned at no cost to police agencies and community groups in an effort to gain further support of local outreach and educational efforts.

Crime prevention officers and community practitioners are kept informed about programs, services, and available resources by the bi-monthly publication *Crime Prevention Update*. Over 6,000 readers receive the newsletter, mostly by request.

In September of each year, a school issue of the newsletter emphasizes crime prevention for children, teachers, parents, and school officials. Every public and private school receives this special issue. Many school districts are turning to successful crime prevention programs for help in providing classroom training on child sexual assault prevention, as newly required by the New York State Board of Regents for every child in grades kindergarten through sixth.

## Governor's Conference on Crime Prevention

The Governor's Conference on Crime Prevention provides advanced training for crime prevention officers and an annual forum for police and neighborhood organization representatives to work together. Conference participants and nationally drawn speakers use the annual conference to exchange information and learn of successful neighborhood strategies for dealing with such problems as drug trafficking, child molestation, burglary, and robbery. Annual awards are made for the outstanding community crime prevention program, police department crime prevention unit, community practitioner, crime prevention officer, and business assisting crime prevention programs.

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## Legislative Crime Prevention Programs

In 1977, the Division was charged with responsibility for overseeing the first local crime prevention programs funded by the New York State Legislature with an appropriation of \$200,000. Since that time, funding and programs have increased dramatically. In 1985, the Legislature provided \$2.6 million dollars for 98 new local crime prevention programs, while over \$3 million dollars was awarded to 134 new programs in 1986. Many of the programs established in earlier fiscal years are still active.

## Neighborhood Preservation Crime Prevention Act

Through the Neighborhood Preservation Crime Prevention Act (NPCPA), funds are awarded for neighborhood crime prevention projects on a competitive, merit basis. Projects must be based on substantial participation of people who live, work, or attend school in the area being served. The activities funded by NPCPA are designed to address local crime problems that are opportunistic in nature, and to heighten community awareness and participation in crime prevention.

Examples of the crime prevention programs include senior escort programs, civilian patrols, child safety programs, community education, substance abuse prevention efforts, neighborhood watch, and home security improvement projects. Voluntarism is emphasized and coordination with the local police agency is a key element of successful local efforts.

In 1985 and 1986, the Division's responsibilities grew to involve a major contract management effort. The volume of NPCPA applications received during this period from not-for-profit organizations rose significantly, and \$4.4 million in State funds was put to work in neighborhood and communities statewide. Organizations were assisted with contract budgeting and accounting. As a result, grantees were better able to budget and employ sound fiscal practices during the course of their projects and to concentrate on program activity. NPCPA application and evaluation criteria will undergo substantial change in 1987 to update and improve the way programs are considered for funding.

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## Law Enforcement Training

Since crime prevention fosters a proactive approach to policing, the Division offers specialized and decentralized week-long training in Basic Crime Prevention for in-service officers and a three-day school for recruit officers. Over 2,000 municipal, county, and State law enforcement officers have been trained.

The week long Basic Crime Prevention course trains in-service officers in methods for establishing and running crime prevention programs in their communities. New recruits participate in the three-day condensed Crime Prevention course which is presented as a component of the basic police recruit school program.

## New York Neighborhood Watch

The Division supports a statewide Neighborhood Watch program. Neighborhood Watch is an organized effort by concerned residents to look out for each other's safety and to help law enforcement officers protect people and their homes against criminals.

This program brings citizens and the police together in a common cause—safe homes and neighborhoods. Local businesses also participate in Neighborhood Watch programs. Working together, concerned residents learn how to safeguard each other's homes and businesses and reduce the risk of crime. Program participants become more alert to unusual or

suspicious circumstances, individuals, or vehicles. They learn that it is better to call the police when they see something suspicious, even if it proves unfounded, rather than to keep quiet and risk letting a neighbor be victimized.



Staff provide technical assistance to enhance the implementation and operation of individual programs. Complete program packages that include program guides, brochures, warning stickers, telephone emergency stickers, invitation post cards to announce neighborhood meetings, membership cards, and road signs are also available to requesting agencies.

## Operation I.D.

Operation I.D. is a statewide property identification program coordinated by DCJS. This effort is designed to discourage burglary and theft from homes and businesses by engraving property with an easily traced identification number.

Local law enforcement agencies provide individuals with their own personal I.D. number that identifies the agency and the property owner. An electric engraving device is used to mark valuables. In addition, a property record is provided for listing marked valuables along with warning decals to be placed at entrances to participating homes and businesses.

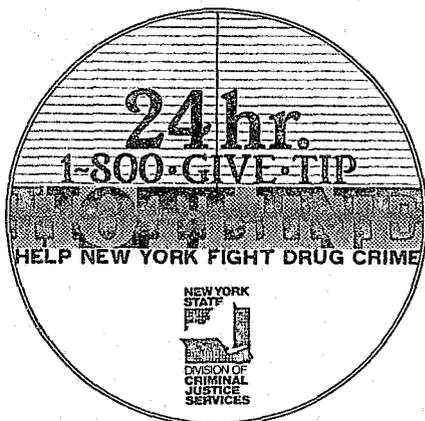
Operation I.D. increases the criminal's risk of being caught with property that has been engraved. If a criminal knows that valuables in a home or business have been marked with an Operation I.D. number, chances are an easier victim will be sought instead. Operation I.D. is a basic step that a citizen can take in the fight against crime.

All support materials for this program are supplied to local police agencies, including engravers, brochures, warning stickers, sequentially numbered cards, and program guides.

## Give-Tip Hotline

Through an editorial published in the Harlem-based *Amsterdam News*, the Chairman of the Board of that newspaper proposed an initiative to help combat the growing epidemic of illegal drug abuse in New York City. The "Drop a Dime" concept advanced by the publication was embraced by the Governor and formulated into a statewide initiative based within the Division.

Known as GIVE-TIP, the program is designed to encourage citizens to report information about unlawful controlled-substance activities in their respective neighborhoods by dialing toll-free 1-800-GIVE-TIP and divulging their information to Division staff covering the hotline 24-hours a day. Callers, who might otherwise be distrustful of law enforcement or fearful of reprisals from those dealing in drugs or involved in drug-related crime, may choose to remain anonymous. Tips received over the hotline are referred to appropriate Federal, State, or local law enforcement agencies for investigation consideration.



During 1986, 2,258 calls were logged over the GIVE-TIP hotline, representing an increase of 16 percent over the 1,898 calls logged during 1985. Approximately two-thirds of the calls were from New York City, and one-third were from the remaining areas of the State.

In July 1986, operators began to record the number of logged calls which included Crack as the drug being trafficked. A total of 526 incidences of Crack activity were reported as of the end of 1986.

### FIND-KID Hotline

A toll-free telephone hotline, 1-800-FIND-KID, was installed within the Division's Bureau of Identification and Criminal History Operations in December 1984. The 24-hour hotline is used by criminal justice and non-criminal justice agencies authorized by law to inquire against the statewide Missing Children Register. Non-criminal justice agencies which may come into contact with suspected missing children include public and private child care agencies, family day care homes, day care centers, head start programs, and school districts. The hotline is also used by the general public to report sightings of missing children.

During 1986, 2,756 calls were received over the FIND-KID hotline. This represents a tenfold increase over the 256 calls received over the hotline during 1985. While much of the hotline activity consisted of requests for information concerning publications, referral services, and services offered by the Division, many calls were received from distraught parents of missing children seeking assistance.

The FIND-KID hotline is staffed 24 hours a day; however, trained staff are available only during the hours of 8 am. to 5 pm. During 1987, efforts will be devoted to training staff who work other shifts in the proper protocols of hotline intake.

### Missing Children Register

The tide of national public concern for missing and exploited children turned in 1982, as the result of grassroots parental action in response to several highly publicized cases of child abduction. Driven by youth protection movements and other child advocate forces, the Federal Missing Children Assistance Act was passed that year, and Congress mandated the Federal Bureau of Investigation to become actively involved in missing children cases through use of both its investigative resources, and its National Crime Information Center computer to maintain a national file of missing children. Federal efforts were further bolstered in 1984 with the creation of the National Center for Missing and Exploited Children.

New York State responded to the problem of missing and exploited children by establishing, through an amendment of the Executive Law, a central statewide Missing Children Register based at the Division. The Register is a computer file containing information regarding children under 16 years of age who are reported missing to law enforcement agencies in New York State by persons responsible for their care. Law enforcement agencies are required by law to report missing children cases to the statewide Register within 48 hours of receiving such notification. The 24-hour hotline, 1-800-FIND-KID, is operated by the Division for use by non-criminal justice agencies authorized by law to inquire against the Register, and for use by the public to report sightings of missing children. Law enforcement agencies access records on the Register through the New York Statewide Police Information Network.

During 1985, the Missing Children Register received 17,232 reports of children missing from New York State, with 99.2 percent of these cases canceled by May 1986. The number of reports received during 1986 was 16,658. On December 31, 1986, there were 734 active cases on the Register. Regional percentages were consistent from year to year, with approximately 30.0 percent of the cases reported originating from New York City, 27.0 percent from suburban New York City, and 43.0 percent from the balance of the State.

Reports of missing pre-school aged children (age five and under) were comparatively rare, accounting for only 1.0 percent of cases statewide during 1985 and 1986. Youths six to 12 years of age made up approximately 14.0 percent of cases reported each year. The overwhelming majority, approximately 85.0 percent of the cases reported to the Register, concerned youths 13 to 15 years of age. Over half (approximately 56.0 percent) of these cases involved 13 to 15 year old females.

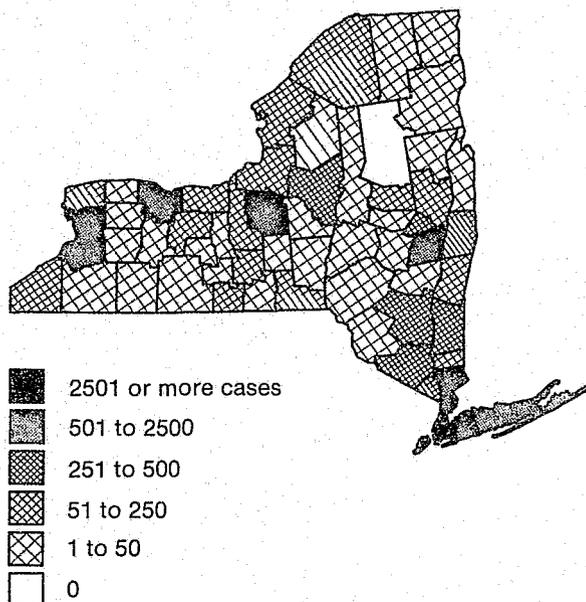
The Division released its first report on the status of missing children in December 1986: *Children Reported Missing in New York State—1985*. The table below illustrates the monthly reporting volume to the Missing Children Register during 1986. In addition, the figure illustrates the geographic distribution of missing children cases reported to the Register during 1986.

### MONTHLY REPORTING VOLUME TO THE NEW YORK STATE MISSING CHILDREN REGISTER 1986

Month	Cases Reported	Cases Cancelled	End-of-Month
			Cases Active
JANUARY	1,240	1,464	974
FEBRUARY	1,038	1,066	946
MARCH	1,466	1,554	858
APRIL	1,603	1,649	812
MAY	1,788	1,704	896
JUNE	1,644	1,664	876
JULY	1,427	1,464	839
AUGUST	1,253	1,203	889
SEPTEMBER	1,351	1,401	839
OCTOBER	1,600	1,585	854
NOVEMBER	1,208	1,265	797
DECEMBER	1,040	1,103	734

In cooperation with the Police Juvenile Officers' Advisory Committee, Division staff developed a *Missing Children Investigation Procedural Guide* which is intended to provide law enforcement agencies with a fundamental approach to be used in the investigation of missing children complaints.

## Cases Reported to the New York State Missing Children Register — 1986



The Division and the New York State Thruway Authority work together to place posters and flyers of missing children in restaurants and rest areas along the entire span of the Thruway. The posters and flyers show pictures of missing children, personal descriptive data, and the hotline telephone numbers for FIND-KID and the National Center for Missing and Exploited Children. Another publicity initiative involves the "Guide-A-Ride" program in New York City, where posters of missing children are posted at bus stops.

Chapter 880 of the Laws of 1986 amended Section 837 of the Executive Law to create a statewide Missing and Exploited Children Clearinghouse within the Division. The Clearinghouse, which will become effective in January 1987, will subsume the functions of the existing Missing Children Register and expand the efforts of New York State in the publicity, identification, and recovery of missing children.

### Juvenile Justice Programs

New efforts in the areas of juvenile delinquency prevention, treatment, and juvenile justice were begun by the passage of the Federal Juvenile Justice and Delinquency Prevention Act (JJDP) in 1974. Based on this legislation, Federal support assists State and local governments and the private sector in dealing with juvenile justice problems.

The Division applies to the Federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) for the formula grants and, in turn, awards grant contracts to State, local, and private agencies. As the oversight agency for the administration of juvenile justice funds, the Division is responsible for the coordination of juvenile justice and delinquency prevention programs in New York State, as well as many programs with multiple funding sources on the local level. Through the funding of projects with other State agencies, a multi-disciplinary and multi-agency approach to juvenile justice issues has been established. The dynamic programs funded by the Division with

JJDP monies underscore the Governor's commitment to services for court-related and at-risk youth and their families, the vigorous prosecution of criminals, and the provision of services to victims of crime.

Division staff provide technical assistance to local and State coordinators in developing applications for funding, review applications for appropriateness to State and Federal guidelines, assess contract compliance and the attainment of goals and objectives, offer ongoing technical assistance, and make site monitoring visits to assess project implementation and operations. Staff assist in the integration of new programs into the community and in the institutionalization of successful projects and work closely with State and local planners on an ongoing basis to shape programs that will best meet the needs of children and families involved with the juvenile justice system.

The 1985 *New York State Comprehensive Juvenile Justice Plan*, prepared by the Division and approved by OJJDP, outlines six priority areas for funding:

- ⊗ Delinquency prevention/diversion.
- ⊗ Services and program development for detained and incarcerated youth.
- ⊗ Dispositional alternatives for juveniles.
- ⊗ Court processing of juveniles.
- ⊗ Monitoring compliance with the mandates of the JJDP Act.
- ⊗ Systems planning and interagency coordination.

Federal funds received by New York State amounted to \$2.9 million in Federal fiscal year 1985, and \$2.7 million in Federal fiscal year 1986. Of the approximately 150 projects funded during these calendar years, over half provided direct services to youth, and approximately one third of these were geared to the serious and/or violent juvenile delinquent or offender. An estimated 23,000 youth were served over these two years, with approximately 1,200 of these being serious or violent offenders.

Programs funded by the Division have generated national interest and have established New York as a leader in the juvenile justice area. Among the innovative programs funded are projects that treat juvenile sex offenders, provide aftercare services to children returning to the community from residential placement, address the needs of children from violent families, train facility staff and residents in the management of aggression, provide a network of comprehensive services to youth at intake in probation departments, and provide services to youth who are prostituting and being victimized on the streets.

Examples of the innovative juvenile justice programs funded by the Division include:

**Division for Youth Family Services Project:** This project strengthens the families of delinquent youth returning to their home communities from residential facilities by identifying local service providers who can offer appropriate services to targeted families, and by formalizing the implementation of family services as an integral part of the Division For Youth rehabilitation process.

**City of Schenectady—Sexual Exploitation of Youth:** This project provides a system of services to assist in meeting the physical and emotional needs of sexually exploited youth involved in prostitution.

Clients are treated as victims with all their legal rights protected. Prevention and diversion services are provided, as well as crisis intervention and ongoing supportive services that include crisis counseling, access to medical care, shelter and financial support, needs assessment, referrals, and ongoing counseling for up to 40 prostituting, sexually exploited youth.

**Suffolk County—Community Service Alternative Sentencing for Juveniles:** Youngsters are placed at various worksites for periods of time prescribed by the Family Court as a condition of probation, and are provided with needed support and counseling services.

**Department of Social Services—Independent Living Aftercare Project:** This project provides intensive aftercare services to those adolescents being discharged or aging out of the foster care system in order to assist them in making a successful adjustment to community life. Demonstration projects are used as a basis for policy and regulatory changes.

**Herkimer/Oneida Counties—Oneida County Youth Coalition Preventive Services Projects:** This project establishes a county-wide coordinated public/private planning process for the provision of preventive services to those juveniles at risk of entering the juvenile justice system including, but not limited to PINS, JD's and JO's.

**New York City—Vocational/Educational Services for Sentenced Adolescents:** Aftercare services are provided on a pre-release basis for sentenced adolescent inmates in an effort to significantly reduce the number of ex-offender youths who are sentenced for committing additional crimes. Services provided include inmate assessment, employability workshops, counseling and referral, job placement, basic skills, and training opportunities.

The JJDP Act mandates that each state participating in the Act report on its progress in achieving compliance with those sections of the Act dealing with the removal of status offenders and non-offenders from juvenile detention and correctional facilities and the separation of juveniles from adult criminal offenders. In 1985, as in the previous four years, the Federal Office of Juvenile Justice and Delinquency Prevention found New York State to be in full compliance with deinstitutionalization and separation requirements.

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*Programs funded by the Division have generated national interest and have established New York as a leader in the juvenile justice area.*

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A significant accomplishment during 1986, was the revitalization of the State's Juvenile Justice Advisory Group, appointed by Governor Cuomo consistent with the mandates of the JJDP Act. All grant applications for JJDP funds are submitted to this group for approval. In addition, the Juvenile Justice Advisory Group is responsible for participating in the development of the *Comprehensive Juvenile Justice Plan*, and for reporting to the Governor annually on its activities.

Members of the Juvenile Justice Advisory Group include: locally elected officials; representatives from units of local government such as corrections, probation, and law enforcement personnel; family court judges; representatives from public and private agencies concerned with delinquency prevention or treatment such as welfare, social services, mental health, education, and youth services agencies; and youth members.

## Federal Programming

### Justice Assistance

The Federal Justice Assistance Act of 1984 established a block grant program under which states apply for Federal funds to support programs in 18 designated areas of law enforcement and justice administration. The Governor's Office, in consultation with the Legislature, reviewed the criminal justice needs of New York State and identified areas critical to the safety and security of its citizens. High among these priority areas were: protection of innocent children from abuse and sexual abuse; controlling the sale and manufacture of narcotics, with emphasis on curbing the spread of Crack; and combatting organized crime and public corruption so that the integrity of our system and faith in government can be maintained.

Specific priorities for funding outlined by the Governor and the State Legislature included: information systems improvements, narcotics enforcement, apprehension and prosecution of violent offenders, enhanced child abuse prosecution, integrated criminal apprehension, prosecution of white collar and organized crime, assistance to victims of crime, and pretrial services.

Justice Assistance Act funds became available to the Division in Federal fiscal year 1985. New York State's first allocation was a grant of \$3,396,000. Approximately 39 percent of this total was awarded to local government programs as required by Federal regulations with these Federal funds matched by the State on a dollar for dollar basis.

Thirty-four Justice Assistance Act projects were funded during 1986. The number of projects and dollar amounts in each category are:

Justice Assistance Act Projects	Number of Grantees	Funding
Narcotics Enforcement	6	\$1,657,683
Information Systems	5	22,385
Violent Predator Task Force	7	1,013,618
Child Abuse Prosecution	5	342,064
Integrated Criminal Apprehension	2	18,827
Prosecution of White Collar and Organized Crime	3	200,133
Pretrial Services	5	117,575
Assistance to Victims of Crime	1	23,715
<b>TOTAL</b>	<b>34</b>	<b>\$3,396,000</b>

Examples of programs that received Justice Assistance Act funds are:

**New York State Police Enhanced Narcotics Enforcement Program:** The State Police Narcotics Unit is addressing the critical problem of drug trafficking in New York State. The primary goal is the suppression of drug trafficking through aggressive investigations, arrest, and the seizure of drugs and illicit assets of drug distribution. A special centralized command structure

has been developed to improve coordination of efforts across the State.

**Albany County Narcotics Enforcement:** This project suppresses drug trafficking through the aggressive prosecution of narcotics arrests and the seizure of drugs and illicit assets of drug distribution. The District Attorney has established a drug enforcement unit within his office, and an Assistant District Attorney is assigned exclusively to this function.

**Erie County Comprehensive Assault, Abuse, and Rape Prosecution Unit:** This program is devoted to the prosecution of cases of sexual assault, child abuse, and sexual abuse. It operates as a sub-unit of the Major Offense/Career Criminal Prosecution Bureau.

**Suffolk County Enhancement of Child Abuse Prosecution:** This program ensures that appropriate services are delivered to the victims of child abuse and that reliable evidence required for conviction is obtained and preserved.

**Rockland County White Collar/Organized Crime Investigative and Prosecutorial Unit:** The goal of this project is the identification, apprehension, and prosecution of individuals engaged in white collar and organized crime. The unit improves the gathering of intelligence by interviewing informants and witnesses, and obtaining subpoenas for banking and business records.

**Nassau County Criminal Tax Unit:** A tax unit has been established within the Nassau County District

Attorney's Office to prosecute tax fraud committed by professional criminals.

**New York City City-Wide Violent Predator Task Force:** The five New York City district attorneys, the New York City Police Department, and the Special Prosecutor's Office are focusing on the enhanced prosecution of violent and repeat offenders. The program focuses on 16 to 24 year old offenders who have committed robbery, street larcenies, burglary, assault, or narcotics offenses.

New York State's 1986 Federal allocation of Justice Assistance Act funds, expected early in 1987, will be \$2,694,000, a reduction from the \$3,396,000 received for Federal fiscal year 1985. Those programs which have demonstrated effectiveness will be considered for second year funding.

### Victims Assistance

The Victims Assistance Program component of the Federal Victims of Crime Act of 1984 was administered by the Division during Federal fiscal year 1985. New York State received \$2,767,000 in these funds, which were subgranted in their entirety to the New York State Crime Victims Board for distribution, with the Division having general oversight and reporting responsibilities. This significant initiative provided services to victims of sexual assault, spousal abuse, and child abuse. In Federal fiscal year 1986, the Legislature transferred administration of these funds over to the Crime Victims Board.

# ENHANCING THE QUALITY OF WORKLIFE AT DCJS

## Affirmative Action

Affirmative Action considerations are an integral part of all agency activities performed in the furtherance of our mission and in meeting our responsibilities to the State's citizens. The Division of Criminal Justice Services is committed to developing avenues of entry and mobility for minorities, women, individuals having disabilities, and Vietnam Era Veterans.

To effectuate this policy, the Division has designed a plan which conforms with all relevant Federal and State non-discrimination and affirmative action regulations. A full-time Affirmative Action Officer is responsible for day-to-day implementation of necessary programs and policies. The Affirmative Action Office is provided with all agency resources necessary for the execution of its program responsibilities. Moreover, all managers, supervisors, and employees make consistently diligent efforts to implement this policy in day-to-day program and employment decisions.

The Affirmative Action Office continued to focus on ways to make the Division's work force more diverse during 1985 and 1986. The activities of the agency's Affirmative Action Officer and Director of Personnel were directed in the areas of recruitment and hiring, review of qualifications of upcoming examinations, conduct of relevant training programs, and the scrutiny of employment practices by program managers to assure the equitable treatment of all agency employees.

During both years, examination qualifications were reviewed to assure the appropriateness of each requirement. Emphasis was placed on making qualifications more consistent with actual duties.

The development of transitional positions also remained a priority. The Division continued to exercise all possible options to help employees to advance themselves. One specific consideration has been to continue to reclassify existing vacancies to the entry level of traineeships until the positions revert to their original status. This action provided the agency with additional career ladders, while minimizing extra expense and extensive recruitment efforts.

To increase the representation of protected class employees on Civil Service eligible lists, the Division advocated the use of the training and experience rating option for certain examinations. This test mechanism appears to minimize possible disparate impact that written and oral exams may have on protected class members.

These activities, as well as any other relevant steps, will be continued in order to hire and maintain protected class members in the New York State work force.

## Health Related Seminars

The Division of Criminal Justice Services is concerned about the physical and mental health of our employees. A broad array of courses is offered which assist employees in taking care of themselves and their families. Most courses are held during the lunch hour to enable as many people as possible to attend.

During 1985 and 1986, classes were offered on cardiopulmonary resuscitation (CPR), Fresh Start (a stop smoking

program), cancer prevention, and stress management. A series of other courses is planned for 1987.

## Labor/Management Committees

An active, ongoing Labor/Management group comprised of representatives of management, CSEA, and PEF is at work within the Division. Issues discussed and resolved at its meetings range from individual employee problems through quality of working life and the building environment. Subcommittees have also been established to handle issues such as employee recognition and development of an agency smoking policy. The committee process is characterized by a sense of trust and cooperation as it is recognized that the solution of outstanding problems is of mutual benefit to both management and staff.

## Employee Assistance Program

The Employee Assistance Program (EAP) is a cooperative effort to provide support and referral services to DCJS employees and their families who have problems on or off the job. The Executive Department, the Division of Criminal Justice Services, CSEA, and PEF mutually agree that behavior and medical problems such as alcoholism, drug abuse, or financial difficulties can repeatedly affect job performance and are treatable.

The EAP program is free, voluntary, and confidential. It is the purpose of this program to identify problems at the earliest possible stage, motivate the employee to seek help, and direct the employee toward the best assistance possible.

A six member Labor/Management committee supervises a volunteer coordinator, who meets with troubled employees and refers them to appropriate community organizations or social service agencies. Sometimes the Coordinator serves as a friendly listener, allowing the employee to ventilate tensions. More frequently, the EAP Coordinator connects the employee with specialized or professional groups, such as Alcoholics Anonymous, the Legal Aid Society, the Emergency Food Task Force, and the Child Guidance Center. In 1985 and 1986, the program's Coordinator interviewed a total of 142 employees and made 131 referrals.

The EAP Committee and Coordinator also sponsor and present programs to promote wellness in the workplace and encourage personal development. An average of 76 employees participate daily in an aerobic walking program during their lunch periods or work breaks. A calisthenics-aerobic workout and trimup exercises, using video tape instruction, are also available several times every week. One of the most popular presentations was a puppet show on crime prevention by the Guilderland Police for Division employees and their children. EAP has also sponsored presentations on Social Security benefits, planning for retirement, and personal financial management.

## **Employee Recognition Programs**

In 1985, an Employee Longevity Award Program was established to recognize individuals with 25, 30, 35, and 40 or more years of State service. An Employee Recognition Award Program was added in 1986. Through this program, a \$50 U.S. Savings Bond and a certificate is awarded to an employee of the Division every three months in recognition of contributions to the agency.

A three-member committee comprised of the presidents of the local CSEA and local PEF chapters and the Director of Human Resources Management convene quarterly to review nominations and to make recommendations to the Commissioner for awards.

## **Training/Education Opportunities**

The Division of Criminal Justice Services is committed to assisting employees in making the most of their abilities. To further this goal, a tuition reimbursement program was created

as a supplement to existing State and union programs. Employees who are working towards an associate's, bachelor's, or master's degree may apply for funding.

Courses are offered on techniques for taking oral and written tests, as well as refresher seminars on such subjects as math and English. In conjunction with this, individual tutoring is available upon request and is provided on a volunteer basis by other employees of the agency.

## **Women's Advisors Group**

In accordance with Governor Mario M. Cuomo's Executive Order No. 5, the Division of Criminal Justice Services has established a Women's Advisors Group. Meetings of the DCJS Women's Advisors Group are held monthly and are open to all agency employees. These meetings include speakers from public and private organizations who address participants on a variety of subjects related to professional development, career advancement, and personal growth.

# PUBLICATIONS AND INFORMATION

## Criminal Justice Clearinghouse

The Criminal Justice Clearinghouse is responsible for directing interested parties to appropriate sources of information on criminal justice both inside and outside of the agency. In addition, the Clearinghouse is responsible for a variety of publications, the most important of which are *The Directory of New York State Criminal Justice Information Sources*, a guide to research reports published by criminal justice organizations operating in New York State, and the *Directory of New York State Criminal Justice Agencies*, which provides a comprehensive listing of major criminal justice agencies in the State.

## Library/Resource Center

The Division's Library/Resource Center collection includes some 16,000 law and criminal justice books, 3,000 reports on microfiche, 400 periodical titles, and basic reference books. Any employee is welcome to use the collection and to take advantage of the information services provided. A full-time librarian and a library aide staff the Library/Resource Center and assist employees in their research. The Library/Resource Center also has cooperative inter-library loan agreements with a number of other libraries.

In addition to the print materials, the Library/Resource Center has a microfiche reader and a personal computer which serves as a link to remote bibliographic data bases and a legal research service.



Compiling information for distribution through the Criminal Justice Clearinghouse.

## DCJS PUBLICATIONS 1985 and 1986

*Appellate Practice*, March 1982, updated August 1986.

*Attachment and Waiver of Right to Counsel During Interrogation and at Lineup*, (legal memorandum) 1982; revised 1986.

*Basic Course for Prosecutors*, 1986 (\$30.00).

*Basic Crime Prevention*, (training material).

*Children Missing in New York—1985*, December 1986.

*The Classification and Housing of Inmates in County Correctional Facilities*, (annual).

*Complete Search Warrant, Annotated*, 1983; supplemented 1986 (\$4.00).

*Comprehensive Juvenile Justice Plan*, (annual).

*County Criminal Justice Profiles*, (annual).

*County Development of Alternatives to Incarceration Service Plans (Pursuant to Chapters 907 and 908, Laws of 1984) First Annual Report*, March 1985.

*Crime and Justice 1985*, (annual) (\$5.00).

*Crime Prevention Update*, (bi-monthly newsletter).

*Criminal Discovery in New York State*, revised 1986 (\$4.00).

*Criminal Justice Information Systems Improvements: A Mid-Year Progress Report on the Systems Improvements for Enhanced Community Safety Program*, September 1986.

*Criminal Justice Legislative Summary: New York, 1985*, November 1985 (\$5.00).

*Criminal Justice Processing-Misdemeanor Offenders Disposed in 1982*, February 1985.

*Criminal Law Review*, (monthly).

*Criminal Lawyer's Summation Manual*, 1983; supplemented 1986 (\$4.50).

*Criminal Possession of Controlled Substances: Analysis of Criminal Justice Processing*, September 1986.

*Criminal Sale of Controlled Substances: Analysis of Criminal Justice Processing*, August 1986.

*Criminal Victimization of Older New Yorkers*, 1986.

*Demographically Disaggregated Male Felony Arrest Trends: New York State (1970-1984)*, September 1986.

*Directory of New York State Criminal Justice Agencies: Third Edition*, September 1986 (\$6.00).

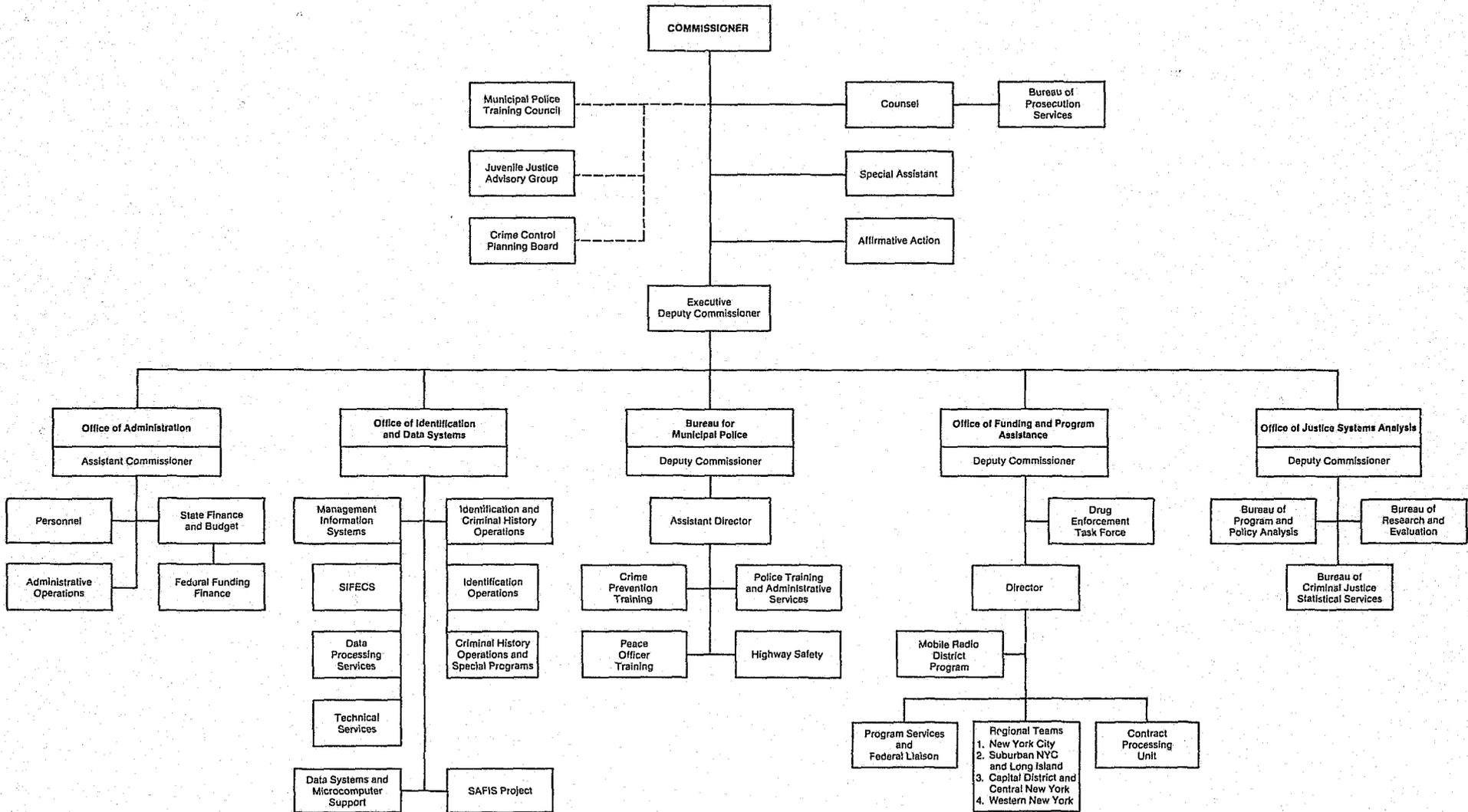
*Directory of New York State Criminal Justice Information Sources: Second Edition*, September 1985.

*Felony Processing Report: Indictment through Disposition*, (quarterly).

*Female Offenders in New York State*, November 1985 (\$3.10).

- Fines in Sentencing in New York State*, February 1985 (\$4.25).
- Height, Weight and Physical Fitness Standards for Police Officer Candidates*, revised 1985.
- Improved Field Sobriety Testing Program*, 1985.
- Instructors' Guide to Domestic Violence*, 1985.
- Law Enforcement—Film Library*, April 1986 (catalog).
- Law Enforcement—Videotape Library*, April 1986 (catalog).
- Law Governing Insanity*, (legal memorandum) 1982; revised 1986.
- The Law of Criminal Contempt*, (legal memorandum) 1982; revised 1985.
- Major Offense Police Program Annual Report*.
- New York Law Governing Arson*, (legal memorandum) 1982; revised 1986.
- New York State Criminal Justice Expenditures—1980 through 1984*, November 1986 (\$3.60).
- New York State Criminal Justice Processing: Felony Offenders Disposed in 1983*, June 1986.
- New York State Criminal Justice Processing: Misdemeanor Offenders Disposed in 1983*, June 1986.
- Onondaga County Crime Victim's Services Handbook*, 1985.
- Peace Officer Supplementary Materials*, 1985 (training materials).
- PINS Intake Project Final Report*, March 1985.
- Plan for Regionalized Criminal Justice Information Management*, January 1986.
- Police Consolidation Overview and Feasibility Report Procedure*, 1985.
- Police Training Films*, 1985 (catalog).
- Police Use of Deadly Force in New York State*, May 1985.
- Practice of Criminal Law Under the CPLR*, (legal memorandum) 1984; revised 1985.
- Predictive Attribute Analysis: A Technical Report on the Validity and Reliability of the Method*, February 1985.
- Predictive Attribute Analysis with Validation Extensions—User's Guide for the PAAVE Computer Program*, February 1985.
- Programmed Penal Law Instruction*, revised September 1986.
- Proper Boundaries of Cross-Examination Under the Sandoval Decision*, (legal memorandum) 1978; revised 1986.
- Rehabilitative Services in the Division for Youth: Issues in Program Placement and Transfer*, April 1985 (\$2.25).
- Request for Proposal for a Statewide Automated Fingerprint Identification System (SAFIS)*, September 1986.
- Restitution: A Historical and Legal Review*, February 1985 (\$2.60).
- Restitution 1985: An Analysis of Restitution Reported Under Chapter 965 of the Laws of 1984*, May 1986.
- Rockland County Crime Victim Services Handbook*, 1985.
- Self-Incrimination Evidence*, 1985; revised 1986 (\$5.00).
- Sex Offenses*, 1986 (\$5.00).
- Spontaneous Utterance*, (legal memorandum) 1986.
- Systems Improvements for Enhanced Community Safety: New York State Division for Youth: State I Report*, July 1986. *Plan for Criminal Justice Data Communications Network: Crimnet*, April 1986. *Progress Report to the Governor and the Legislature on Criminal Justice Information System Improvement Projects*, January 1986. *Prosecution: State I Report*, June 1986.
- Violent Felony and Firearm Offenses in New York State*, (annual) (\$4.00).

# ORGANIZATIONAL STRUCTURE



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