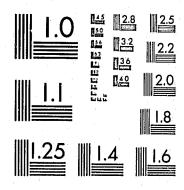
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NATIONAL BUREAU OF STANDARDS-1963-A

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National Institute of Justice United States Department of Justice Washington, D. C. 20531

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DISPARITY IN THE STATE FUNDING

OF PUBLIC DEFENSE PROGRAMS

OUTSIDE THE CITY OF NEW YORK

A Preliminary View of the Problems of the Target Crime Initiative Program

Donna Hall Director of Technical Assistance

U.S. Department of Justice National Institute of Justice

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Prepared for the New York State Association of Counties Seventh Annual Legislative Conference Hilton Hotel Albany, New York March 6-8, 1983

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INTRODUCTION

In 1978, a two million dollar discretionary LLEA grant known as the Career Criminal Prosecution Program was awarded to thirteen New York State district attorneys to give priority emphasis to the investigation, apprehension, prosecution and conviction of alleged "career criminals."

The design of the Career Criminal Program was to create a special class of defendants subjected to a special class of prosecutors and a special brand of prosecution. Career Criminal defendants were to be promptly identified and their cases quickly investigated. They were then supposed to be subjected to full prosecution and eventual conviction. Limitations on plea bargaining and the severest enhancements were to be applied to these cases. Assistant district attorneys were required under the grant to limit their caseloads to the prosecution of alleged Career Criminals. Such assistant district attorneys were involved in early case screening and evaluation. The most senior prosecutors in a district attorney's office were required to engage in vertical prosecution and enforce a policy of no plea or sentence bargaining except in exceptional circumstances.

People's witnesses were to be coordinated under the program, and the utilization of federally funded Career Criminal personnel for this task was permissible.

According to the grant, "the objective of the Career Criminal Prosecution Program [was] to strengthen and coordinate prosecutorial capability to give priority emphasis to the investigation, apprehension, prosecution, and conviction of career criminals...[and] insure and expedite full prosecution...by early identification after apprehension, prioritization of case processing, vertical prosecution, and ultimate conviction of those identified as Career Criminals."

Had those goals been realistic, they should have been simple to reach. They were set in the context of a system where public defense services suffered from the following disadvantages:

... Public defense attorneys could not limit their caseloads to Career Criminal cases.

. .

^{* &}quot;Parity Per Case" is the fair distribution of state funds to the prosecution and defense according to the respective number of cases each handles.

- ... Due to lag time in the appointment of counsel, public defense attorneys couldn't get into cases, even serious cases, quickly. Problems of early entry, then and now, abound.
- ...Without adequate resources, the "most senior" defenders simply could not limit their representation to Career Criminal cases.
- ... Though the Career Criminal grant provided fulltime prosecutorial positions, public defense services in a number of the impacted jurisdictions had only parttime attorneys available.
- ... Vertical defense or continuity of representation was certainly not possible in each of the Career Criminal jurisdictions
- ... Public defense services in three of the impacted jurisdictions had no investigative resources what soever.
- ... The defense had, then and now, increased requirements for representation of Career Criminal defendants that the prosecution did not have: case preparation for enhancement hearings, defendant presentence memoranda, out-of-state investigations regarding predicate felonies, etc.

This state of affairs set the stage for the impact of the Career Criminal Program in New York. By removing Career Criminal cases from the normal channels of prosecution when the public defense system could not accommodate such removal, the design of the Career Criminal Program permitted its success, if indeed there was any, to be based upon the extent to which it could capitalize on administrative and structural injustice.

As a result of that injustice, the Defenders Association started an investigation of disparity in state financing of defense services. This document, which analyzes current disparity in the Governor's proposed Target Crime Initiatives Program, is another in a series of examinations of this problem.

OVERVIEW OF STATE FUNDING PROGRAMS

Historically, the State has funded public defense and prosecution through three programs - the State Felony Program; the Major Violent Offense Trial Program; and the Major Offense Prosecution Program. The State Felony Program is the largest and oldest. It is actually a conglomeration of three programs known in turn as the "State Felony Program" (formerly the Dangerous Drug Control Program), the Emergency Felony Program, and the Special Narcotics Program. The State Felony Program's evolution parallels the passage of the Rockefeller drug laws in 1973 when, anticipating a substantial increase in felony trials as a result of penal law amendments, the State authorized 100 percent reimbursement for costs related to any additional court parts opened in response to the law.

The Major Violent Offense Trial Program has its origins in the enactment of Chapter 481 of the Laws of 1978. Chapter 481 enhanced sentencing provisions for violent felony offenders (VFO), restricted plea bargaining in VFO cases, and created two new categories of offenders called "juvenile offenders" and "armed felony offenders." Its purpose was to a) allow for vertical representation of counsel; b) absorb the potential increased workload created by the predicted increased trial rate; and c) reduce delay in case disposition.

In contrast to the previously mentioned programs, funds for the Major Offense Prosecution Program did not originate in response to any particular legislation. The program actually had its beginnings in 1978 with a \$2 million discretionary LEAA grant previously discussed and known as the Career Criminal Prosecution Program. Unlike the State Felony Program and the Major Violent Offense Trial Program, the Career Criminal Program did not include a defense component. Although the New York State Defenders Association urged LEAA officials to assess the adverse impact the program had upon defense services, such pleas went unheard. The lack of a defense component in the Career Criminal Program was continued when the state took over the funding of the

New York State Division of Criminal Justice Services, <u>Semi-Annual Report - Violent Felony and Juvenile Offenses</u> In New York State - August 1981, p.1.

Career Criminal Program in the latter months of 1980. However, in 1981 with the creation of the Major Offense Prosecution Program, the state included a defense component.

Since that time, the Public Defense Backup Center has been concerned with the inadequacy of the state financing of the public defense component.

The unique histories of these programs are mimicked by their unique funding schemes. None of the programs have funding schemes based upon sound fiscal policy. In fact, there is no fiscal policy running throughout any of these programs other than the consistent underfunding of defense services. The Special Felony Program and the Major Violent Offense Trial Program are both plaqued with unjustified inconsistencies in their funding patterns. The defense components of Onondaga and Erie Counties are uniquely underfunded in both these programs. While the defense components of most counties receive approximately 40 percent of the county's funds, the defense components in Erie and Onondaga receive only between 19 and 29 percent allocated to their respective counties. There is not now, nor has there ever been, any rationale given for this difference. Furthermore, the effect of this disparity has never been measured by the State.

The charts and graphs which follow display disparity occurring in these programs. In order to document these differences as disparity, we had to first find a legitimate basis upon which funds should be distributed. The comparative caseloads between defense and prosecution programs within a county appeared to be the logical choice. Since the Major Offense Prosecution Program is the only program with comparative caseload information, these data are used as a basis for our determination of Parity Per Case funding for all these programs.

The Major Offense Prosecution Program entails greater consistency in its funding scheme; the funding is consistently unfair to defense services. Here, the defense components receive, almost universally, 17 percent of the monies allocated to their respective counties. In contrast, their caseloads would mandate that they receive between 29 and 47 percent of the funds, with variance due to the caseload of the particular county involved.

The funding disparity in these programs is carried over to the newly proposed Target Crime Initiative Program (see Chart No. 2). Ironically, the newly incorporated

counties (Dutchess, Niagara and Oneida) are also plagued with the funding disparities of the Major Offense Prosecution Program.

In summary, public defense services in New York State have been grossly underfunded in the State programs. At a minimum, the State should develop a rational funding scheme for these programs. Parity Per Case financing presents at least a starting point for such a scheme.

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A SUMMARY OF STATE FUNDING OF DEFENSE & PROSECUTION PROGRAMS FOR THE FISCAL YEARS 1980-1983

CHART 1

	MVOTP	STATE FELONY			MOPP		
	Prosecution	Defense	Prosecution	Defense	Prosecution	Defense	
FUNDING	actual/parity ^l	actual/parity	actual/parity	actual/parity	actual/parity	actual/parity	
Albany 80-81 81-82 82-83			90,655/80,679 83,922/79,099 89,443/80,745	42,640/52,616 46,764/51,587 49,842/58,540	140,616/98,123 147,940/99,722	21,500/53,993 24,080/72,298	
3roome 81-82 82-83					125,008/86,685 140,009/98,188	25,551/63,874 28,618/70,439	
Chemung 81-82 82-83					83,938/62,045 95,364/75,316	17,591/39,486 19,702/39,750	
Erie 80-81 ² 81-82 ₃ 82-83 ³	251,028/190,722 .256,458/196,847 .274,523/210,725	102,160/162,466 108,072/167,683 115,708/179,506	296,068/210,065 322,112/228,545 343,470/243,715	92,942/178,945 101,119/194,686 107,855/207,610	222,253/160,347 248,922/179,588	44,992/106,898 50,391/119,725	
Monroe 80-81 81-82 82-83	129,038/119,844 139,376/128,863 149,203/143,281	95,018/104,212 101,541/112,054 108,702/114,624	273,119/276,367 309,853/307,478 330,638/346,363	243,567/240,319 264,997/267,372 292,815/277,090	189,600/121,992 212,352/147,189	38,472/106,080 52,589/117,752	
Nassau 80-81 81-82 82-83			308,057/411,301 335,163/447,487 357,374/458,063	275,725/172,481 299,980/187,656 319,762/219,073	227,566/191,381 254,860/207,311	44,072/80,257 51,600/99,149	
Onondaga 80-81 81-82 82-83	153,090/101,568 162,978/108,444 174,470/116,633	38,760/90,282 41,860/96,394 44,800/102,637	146,417/95,832 159,294/104,261 169,872/111,698	34,600/85,185 37,644/92,677 40,121/98,295	145,605/92,794 163,078/104,421	29,672/82,483 33,233/91,890	

6

	MVOTP		STATE FELC	ЖХ	MOPP	
Prosecuti	on	Defense	Prosecution	Defense	Prosecution	Defense
FUNDING	actual/parity	actual/parity	actual/parity	actual/parity	actual/parity	actual/parity
Orange 81-82 82-83			-		110,738/85,951 124,027/92,525	22,712/47,499 25,437/56,939
Rockland 81-82 82-83				<u> </u>	113,682/88,493 127,324/108,484	23,272/48,461 26,050/44,890
81-82 82-83					48,805/32,287 56,674/40,667	10,671/27,189 11,952/27,959
Suffolk 80-81 81-82 82-83	261,792/274,343 276,463/303,020 295,903/327,313	162,192/149,641 191,841/165,284 205,295/173,885	369,945/385,805 402,487/419,746 429,165/451,781	226,299/210,439 246,212/228,953 262,624/240,008	251,918/195,975 282,146/221,526	50,952/106,895 57,066/117,686
Jlster 81-82 82-83					90,606/67,171 105,070/92,912	19,311/42,746 21,628/33,786
Westchester 80-81 81-82 82-83	476,856/455,942 471,852/445,861 505,265/496,979	313,982/334,896 301,500/327,491 323,033/331,319	420,545/415,241 457,526/451,762 488,021/501,790	299,696/305,000 326,061/331,825 348,295/334,526	243,463/168,748 272,679/208,084	49,232/123,947 55,140/131,128

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NOTES TO CHART 1

Parity funding is computed through an examination of caseload statistics. The caseload statistics are derived from the Major Offense Prosecution Program, alone, as it is the only program capable of providing such data. The data are applied to the Major Offense Trial Program and Special Felony Program since it is the best estimate of serious felony caseolads. The parity funding formula is as follows:

No. of cases represented by the (funded) Defense Entity

X Total Budget = Defense Parity Budget

No. of Defense Cases and No. of Prosecution Cases

No. of Prosecution Cases

X Total Budget = Prosecution Parity Budget

No. of Defense Cases and No. of Prosecution Cases

CHART 2

THE PROPOSED TARGET CRIME INITIATIVE FOR THE FISCAL YEAR 1983-84

	PROSECUTION ,	DEFENSE
COUNTY	actual/parity ¹	actual/parity
ALBANY	251,026/191,226	78,838/138,638
BROOME	147,843/104,145	31,014/74,712
CHEMUNG	100,699/79,059	21,278/42,918
DUTCHESS ²	82,000/60,651	18,000/39,349
ERIE ³	1,008,207/722,525	291,904/577,586
MONROE	732,863/675,154	482,414/540,123
NASSAU	708,936/746,561	394,676/357,051
NIAGARA ⁴	124,500/90,976	25,500/59,024
ONEIDA ⁵	82,000/60,651	18,000/39,349
ONONDAGA	537,204/352,719	125,908/310,393
ORANGE	130,966/98,081	27,472/60,357
ROCKLAND	134,448/116,130	28,134/46,452
STEUBEN	59,845/43,113	12,908/29,640
SUFFOLK	1,066,502/1,060,654	557,624/563,472
ULSTER	110,949/98,492	23,358/35,815
WESTCHESTER	1,340,816/1,267,185	771,159/844,790

The M.O.P.P. parity funding, for the Erie County defense program, is calculated with consideration of only the assigned counsel caseload as it is the sole defense participant in the program. In contrast, the M.V.O.T.P. and S.F.P. parity funding reflects the caseloads of both the assigned counsel panel and the legal aid society.

The defense attorney type information for Erie County in 1983 was frequently missing; consequently, we applied 1982 M.O.P.P. caseload statistics to the 1983 programs.

NOTES TO CHART 2

The parity budgets are based upon 1982-83 M.O.P.P. caseload figures. The formula is found in footnote 1 of chart 1.

Parity funding for the new counties was determined by averaging the 1982-83 M.O.P.P. defense-prosecution caseloads for all counties outside of the city of New York.

The Erie County budget is adjusted to reflect the defense programs involved. It is based upon M.O.P.P. caseload data and is as follows:

Defense Assigned Counsel Caseload (A.C.)

X % of 1982-83 All State

Parity

A.C. Caseload & D.A. Caseload

Funding allocated to Erie Co. Pros. & Defense which was allocated through M.O.P.P.

Total T.C.I. funds for X prosecution & defense in Erie County

A.C. Caseload & LAS Caseload

A.C. & LAS & D.A. Caseload

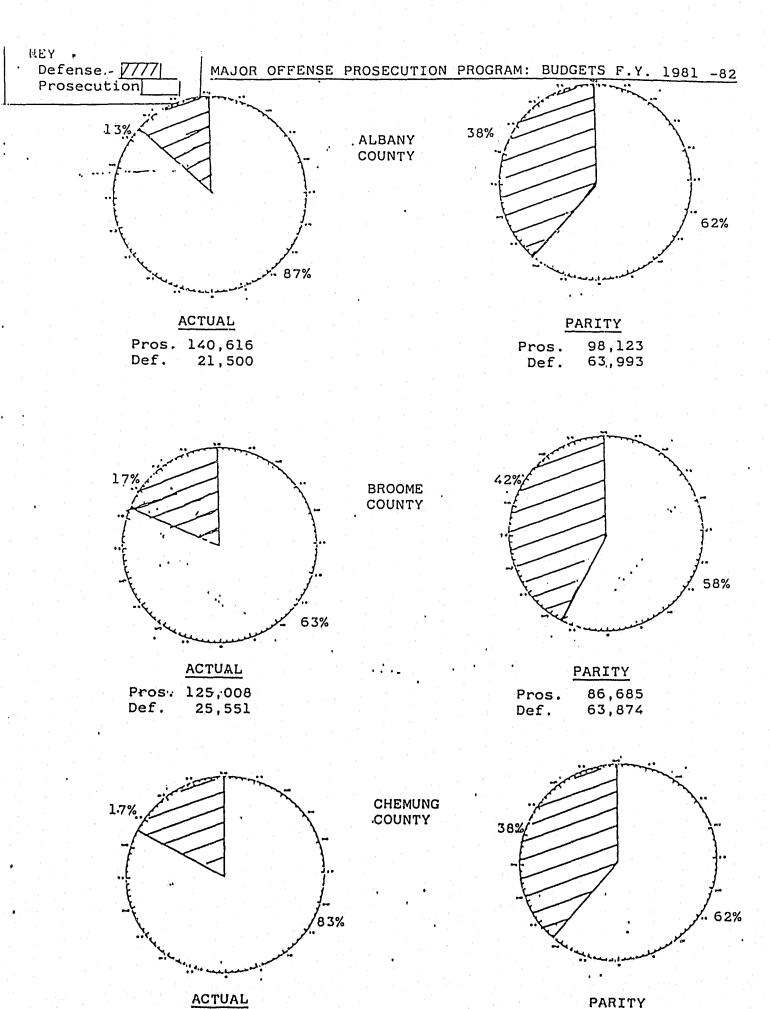
X % of 1982-83 All State Funding allocated to Erie Pros. and Defense which was allocated through M.V.O.T.P. and S.F.P.

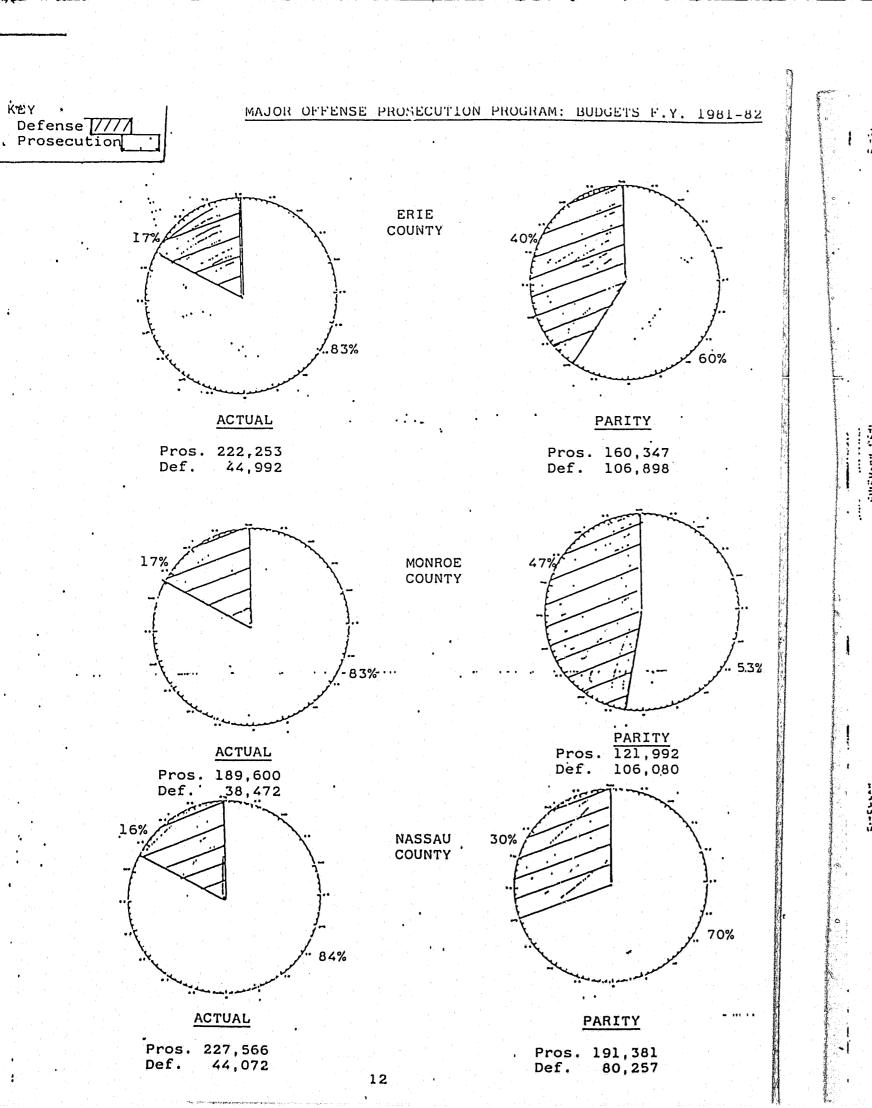
Total TCI funds for Pros. and Defense in Erie Co.

Prosecution
Parity = (TCI defense & prosecution) - parity defense

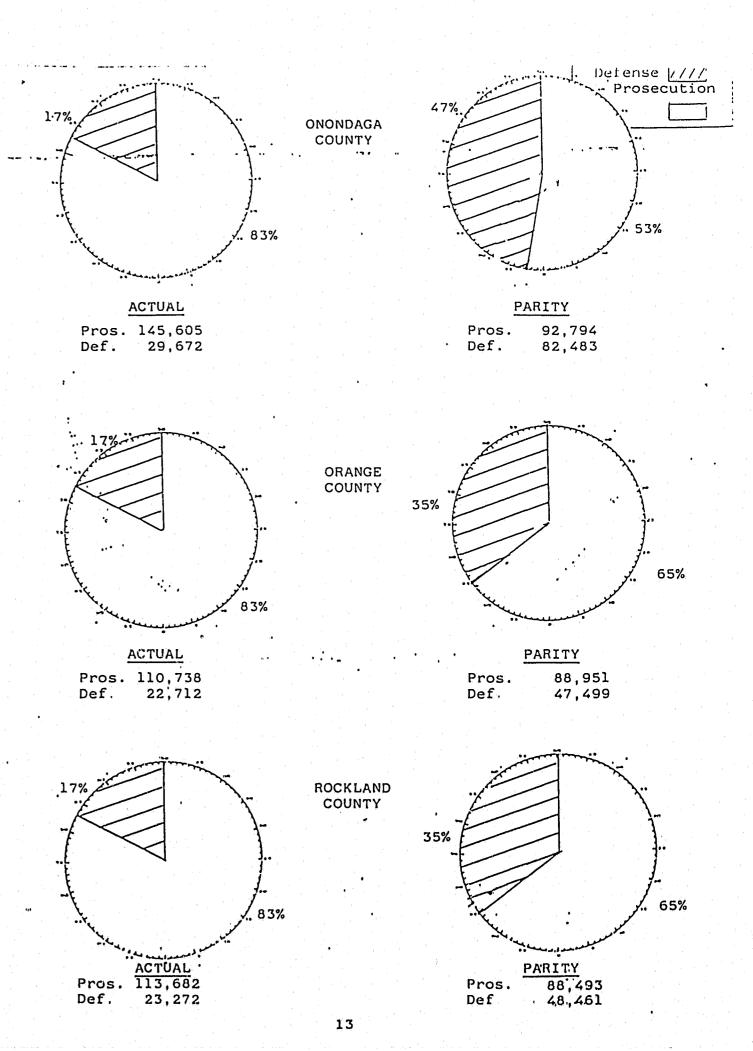
See footnote no. 2.

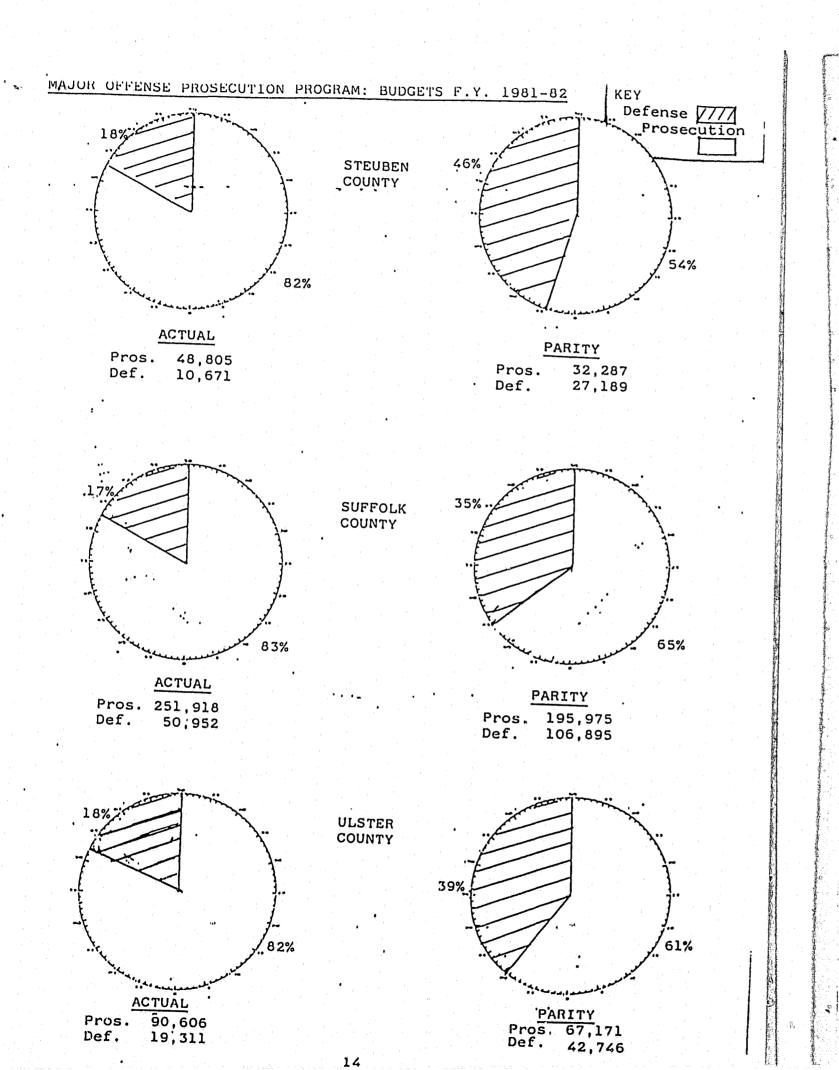
See footnote no. 2.

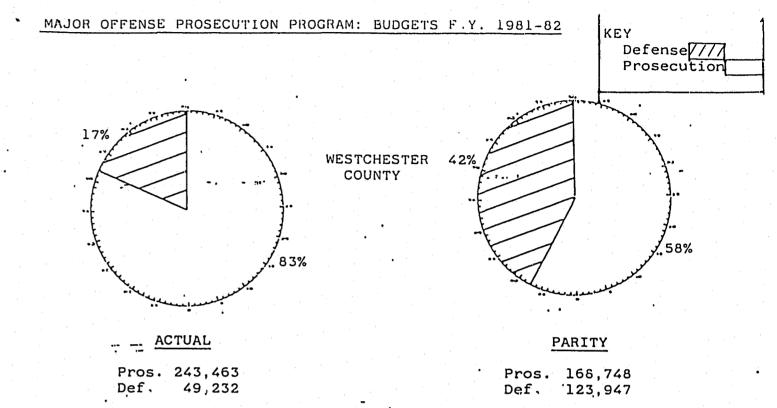


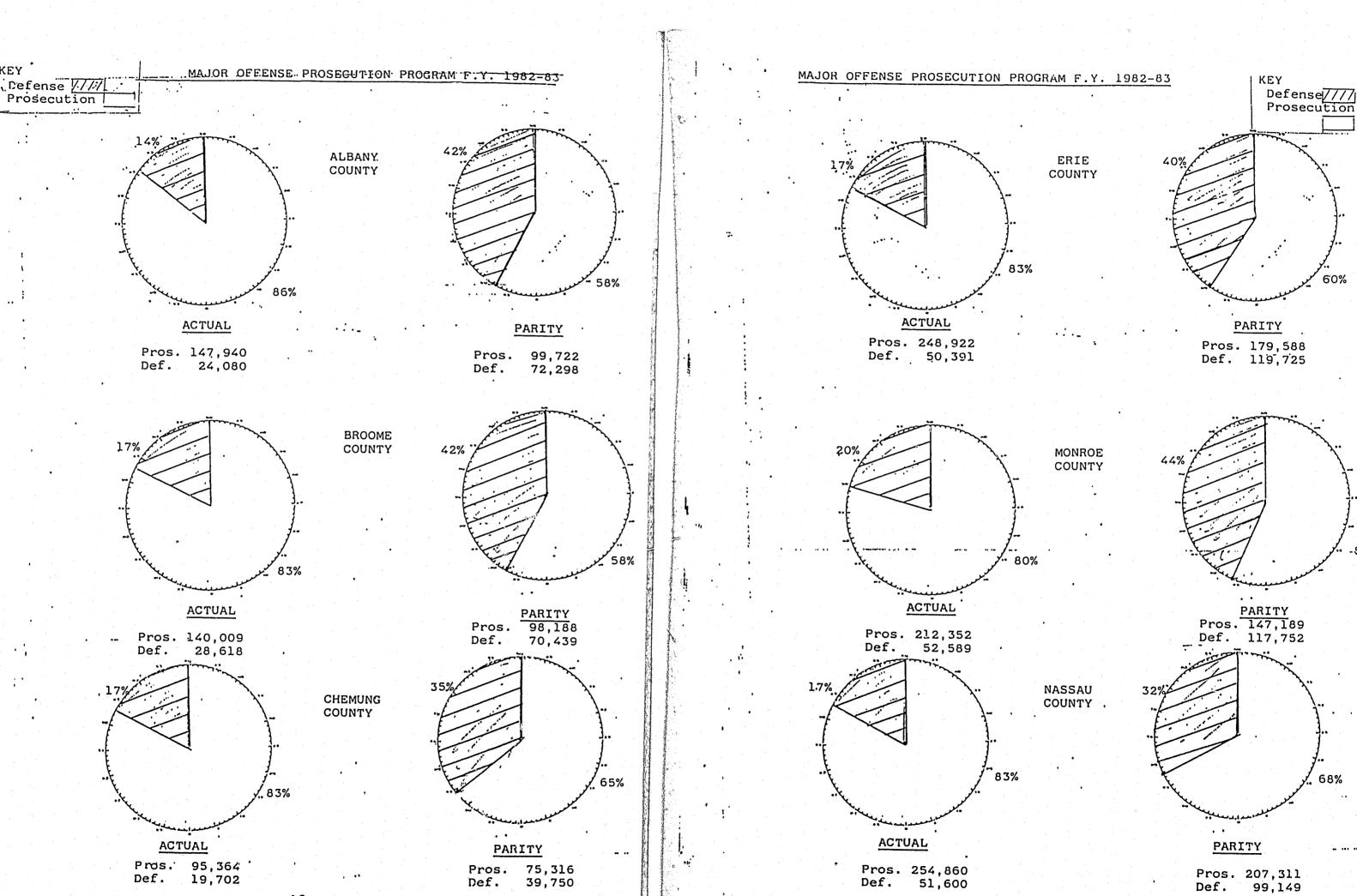


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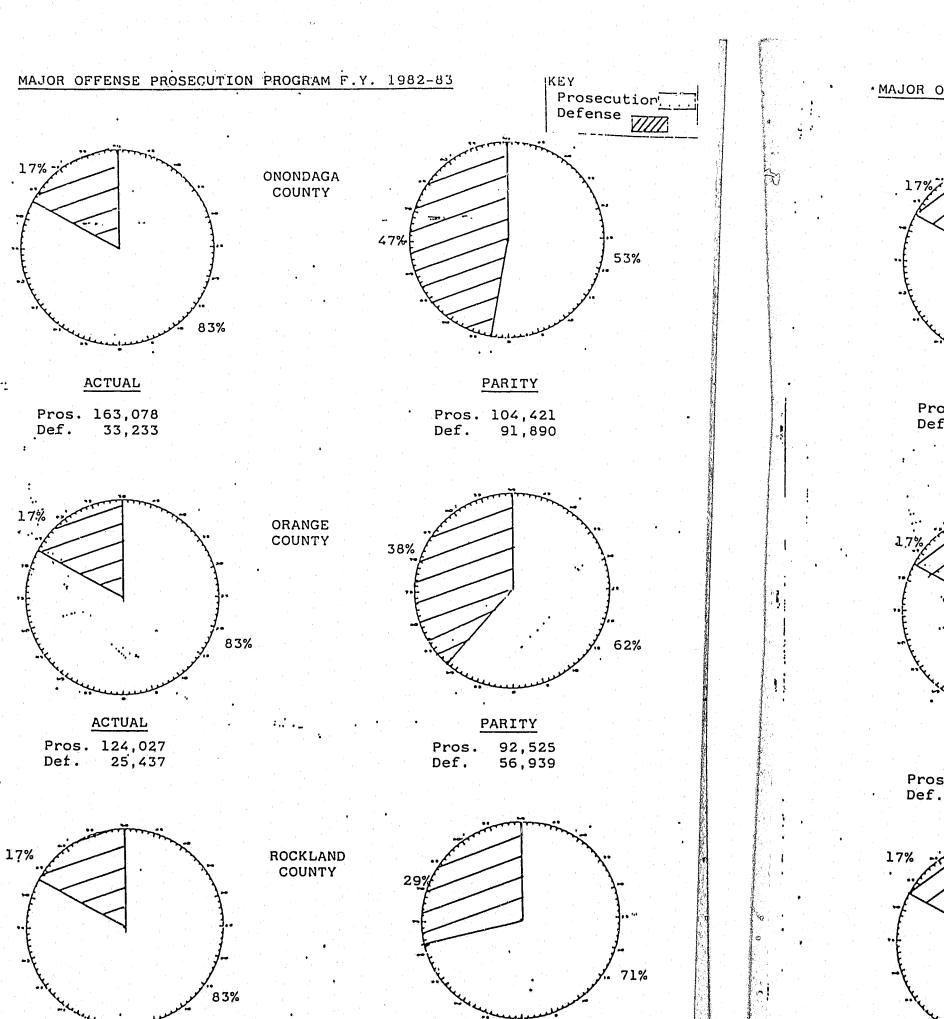






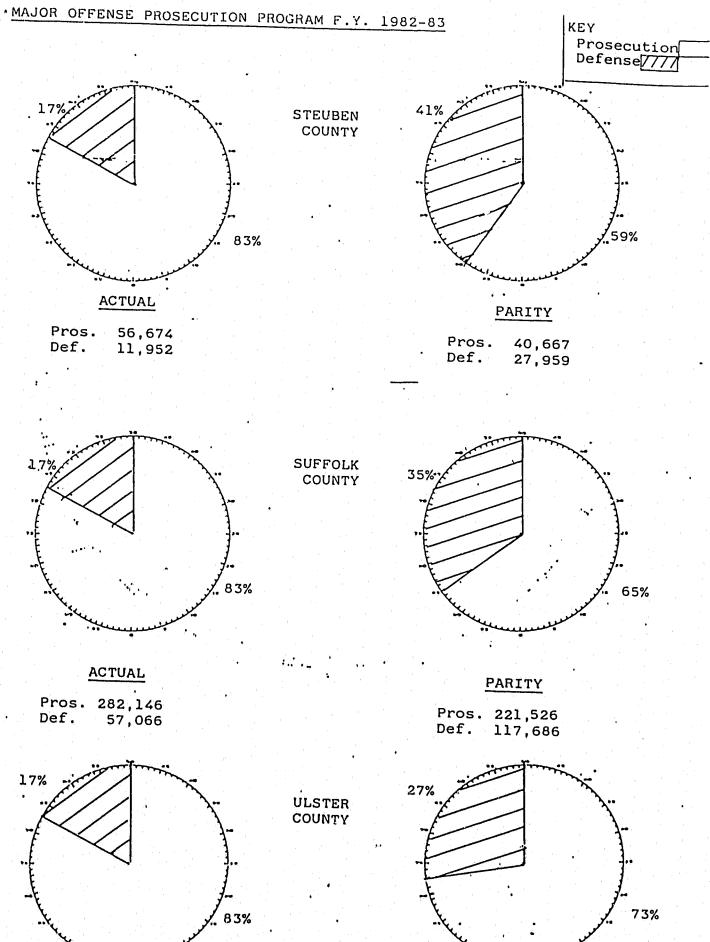
16

`KEY



PARITY

ACTUAL .



MAJOR OFFENSE PROSECUTION PROGRAM F.Y. 1982-83

KEY
Defense
Prosecution

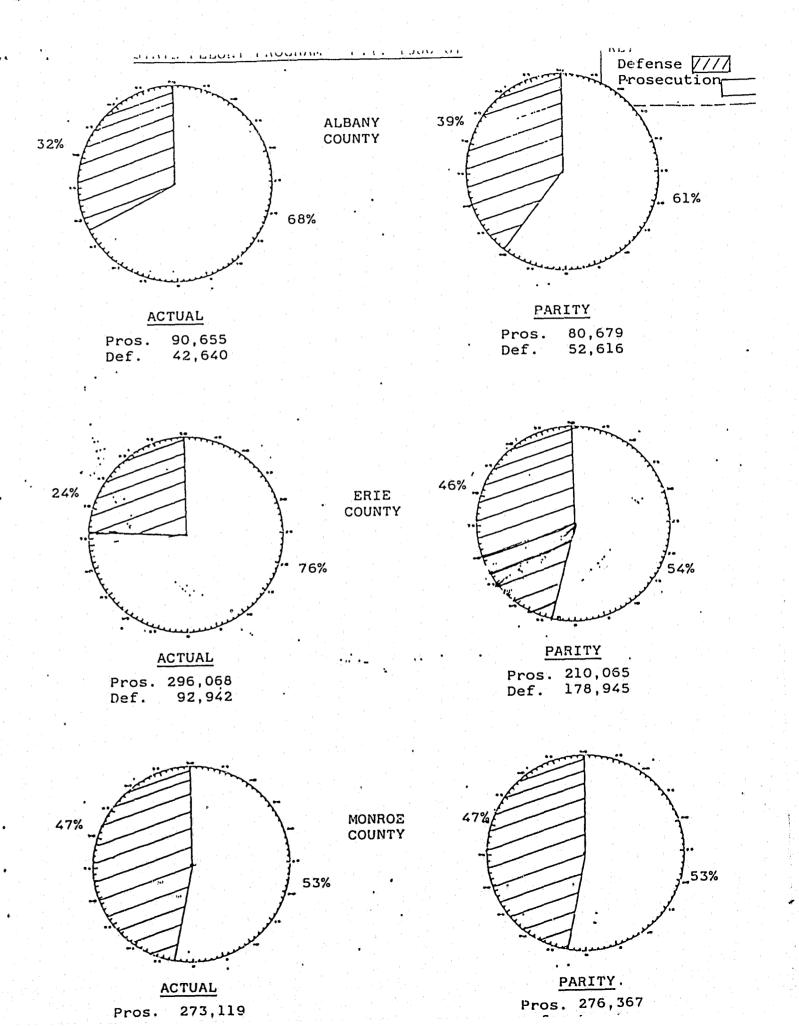
WESTCHESTER
COUNTY

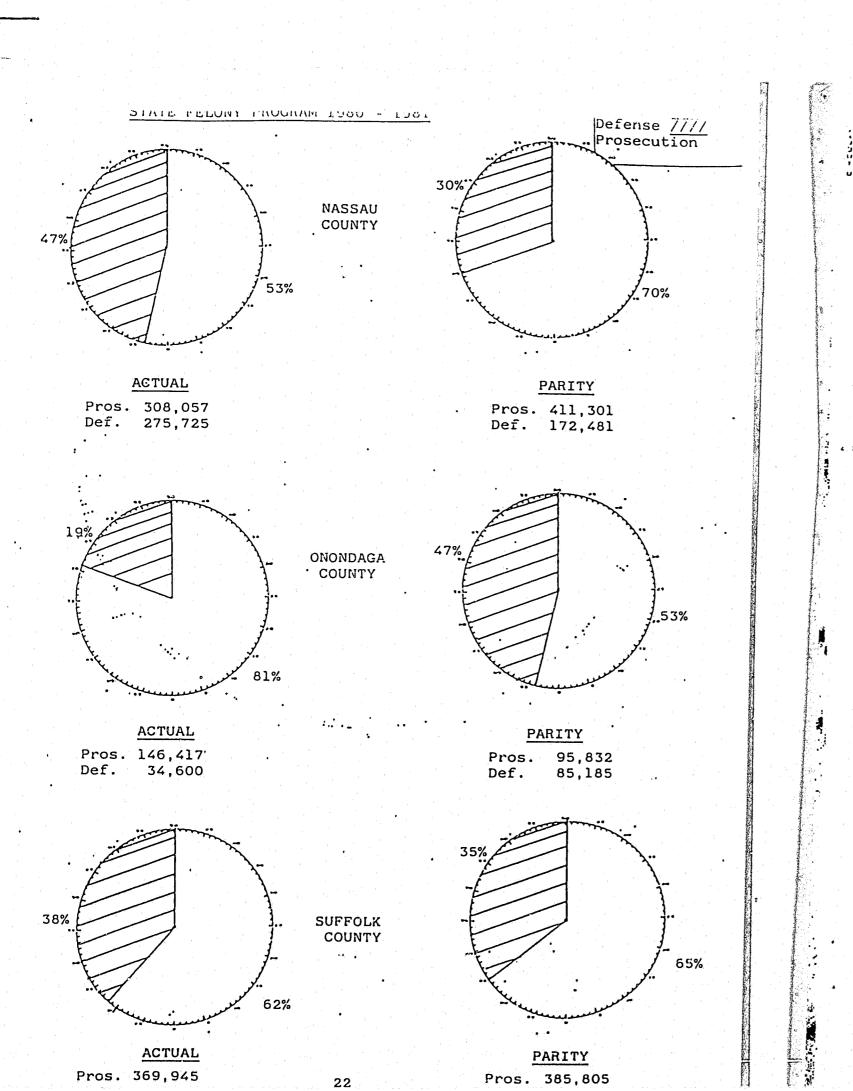
61%

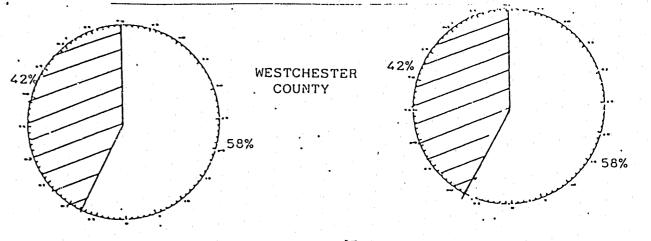
ACTUAL

Pros. 272,679 Def. 55,140 Pros. 208,084 Def. 131,128

PARITY



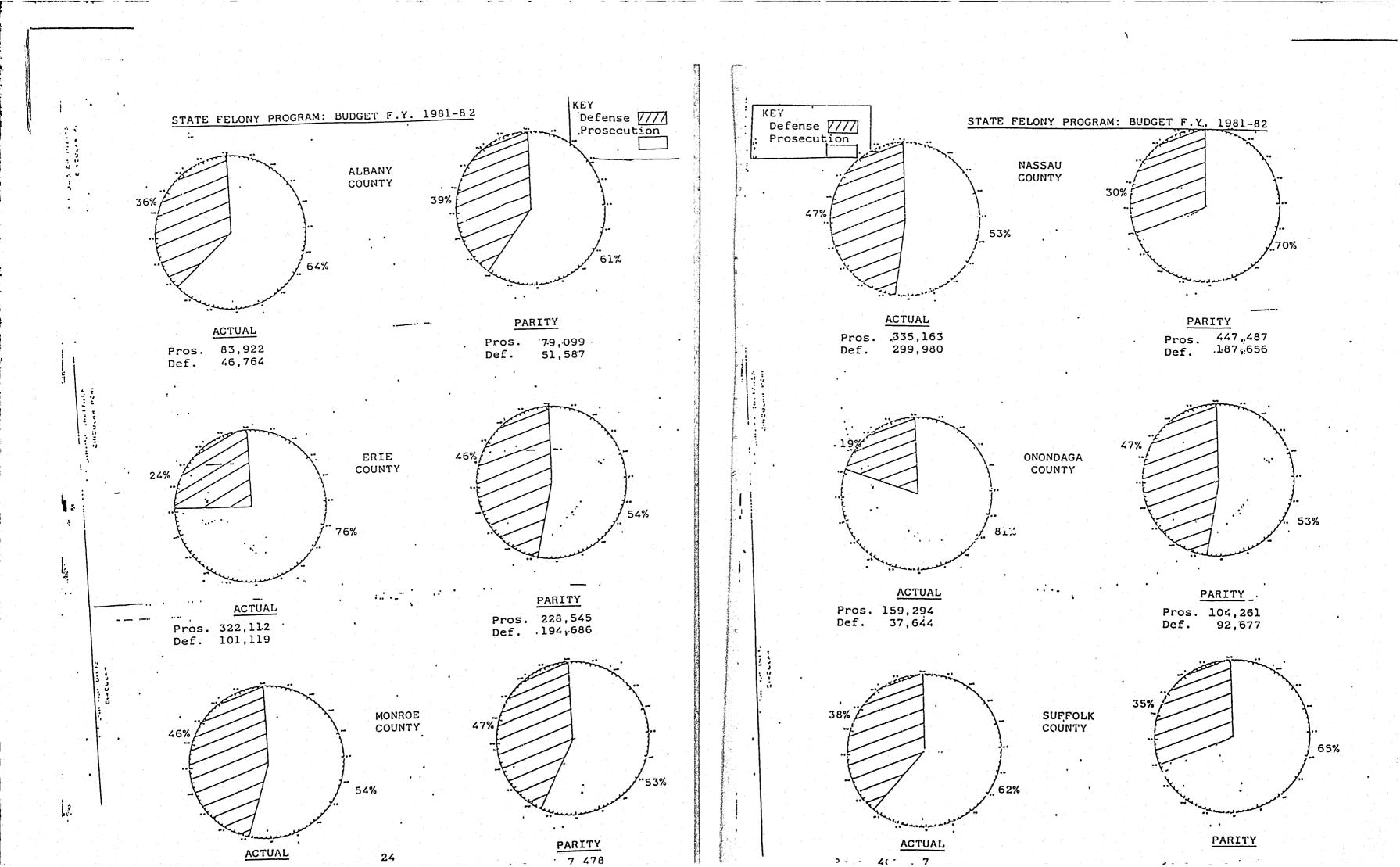


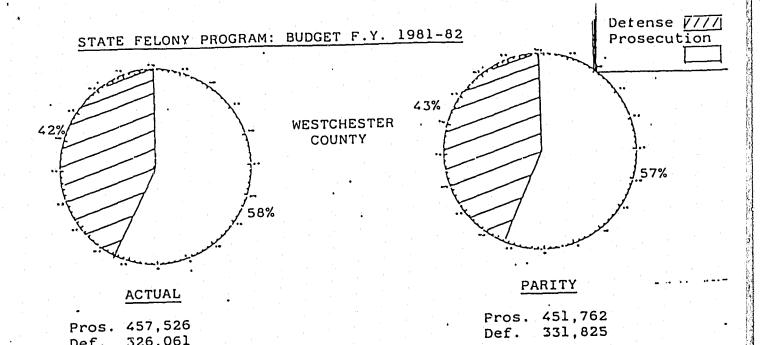


ACTUAL

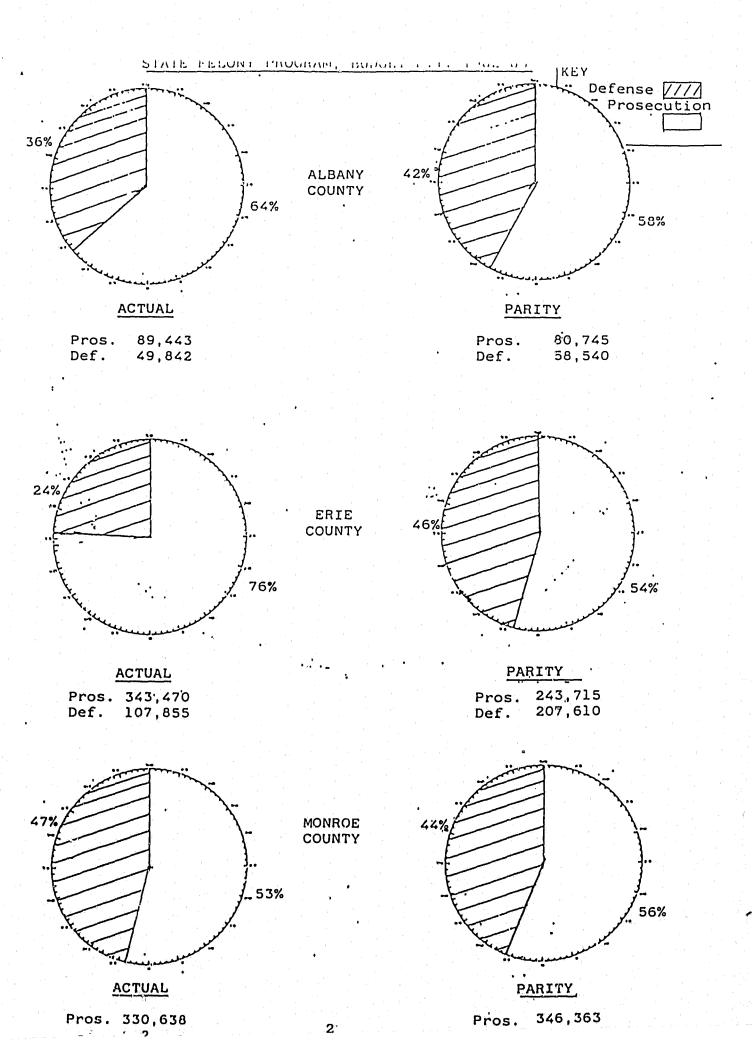
Pros. 420,545 Def. 299,696

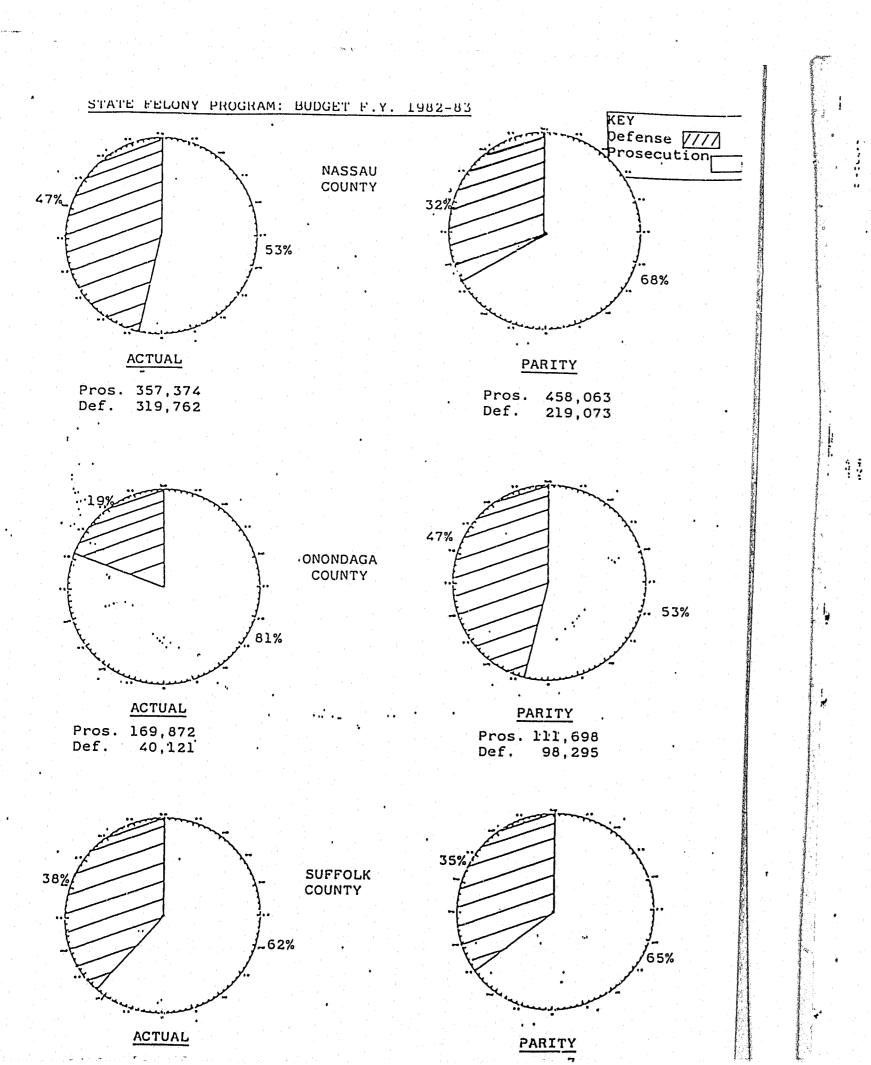
PARITY
Pros. 415,241
Def. 305,000

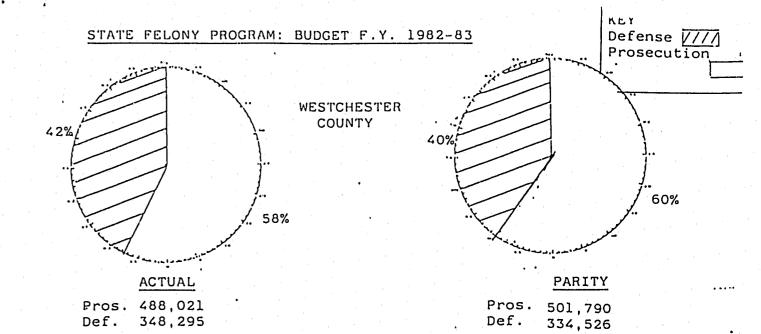


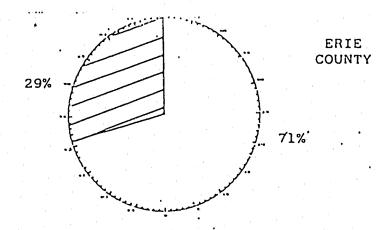


Pros. 457,526 Def. 326,061



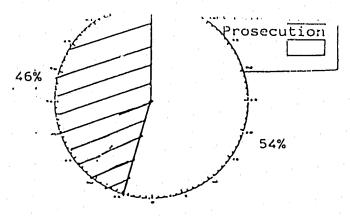






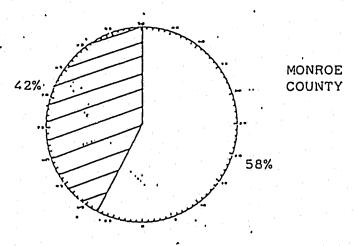
ACTUAL

Pros. 251,028 Def. 102,160



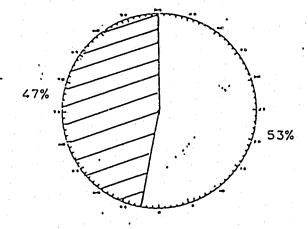
PARITY

Pros. 190,722 Def. 162,466



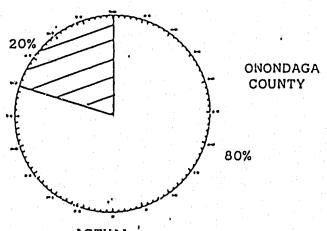
ACTUAL

Pros. 129,038 Def. 95,018



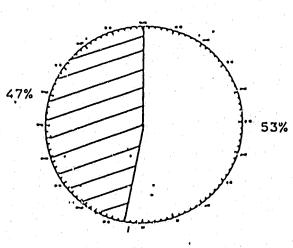
PARITY:

Pros. 119,844 Def. 104,212



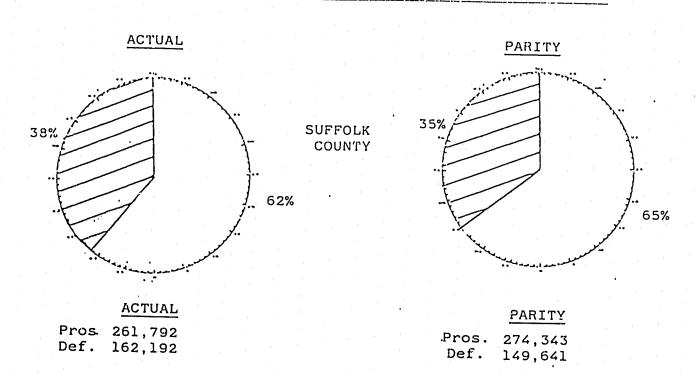
ACTUAL :

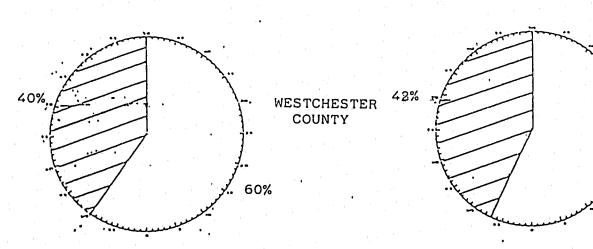
Pros. 153,090 Def. 38,760



PARITY

Pros. 101,568 Def. 90,282





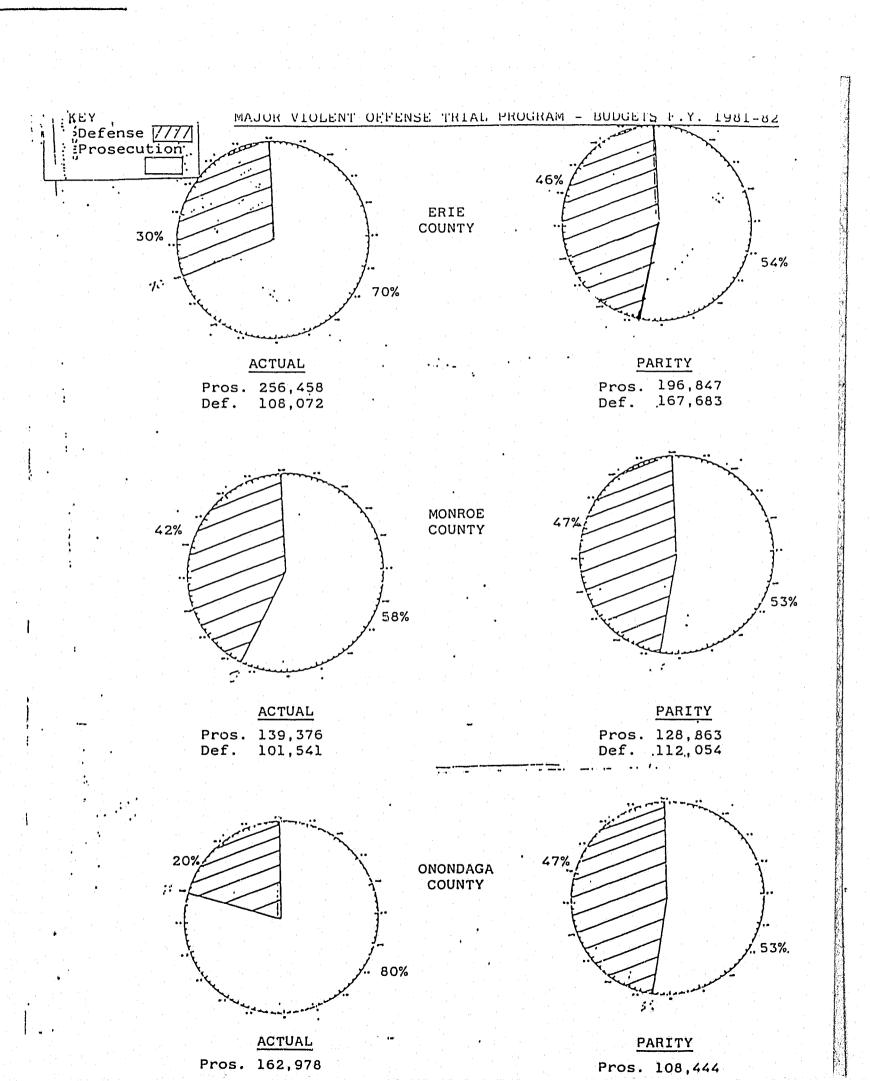
ACTUAL

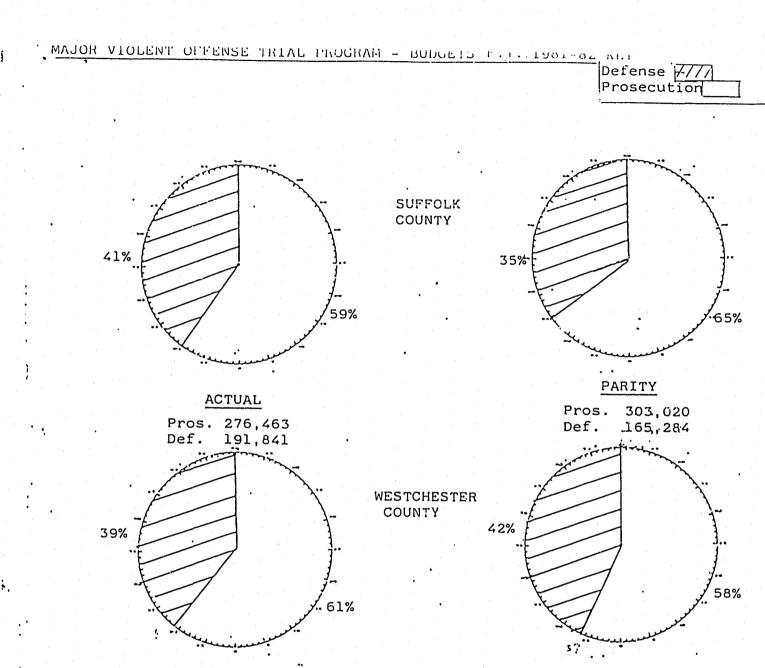
Pros. 476,856 Def. 313,982

PARITY

58%

Pros. 455,942 Def. 334,896





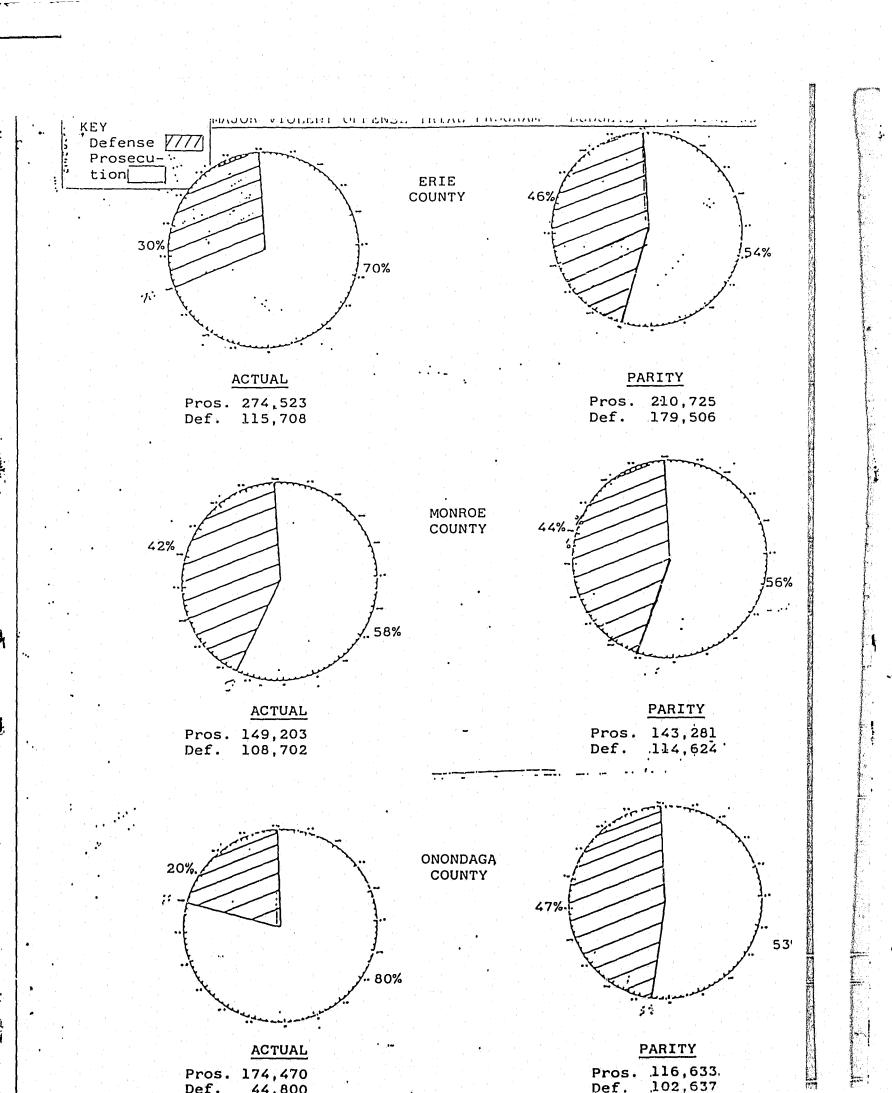
PARITY

Pros. 445,861...

Def. ...327,491

ACTUAL

Pros. 471,852 Def. 301,500



KEY Defense //// Prosecution

MAJOR VIOLENT OFFENSE TRIAL PROGRAM - BUDGETS F.Y. 1982-83

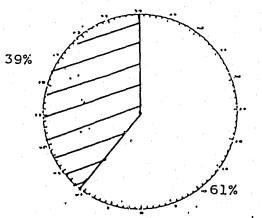
41% ACTUAL

SUFFOLK COUNTY

Pros. 295,903 Def. 205,295

Pros. 327,313 Def. 173,885

PARITY

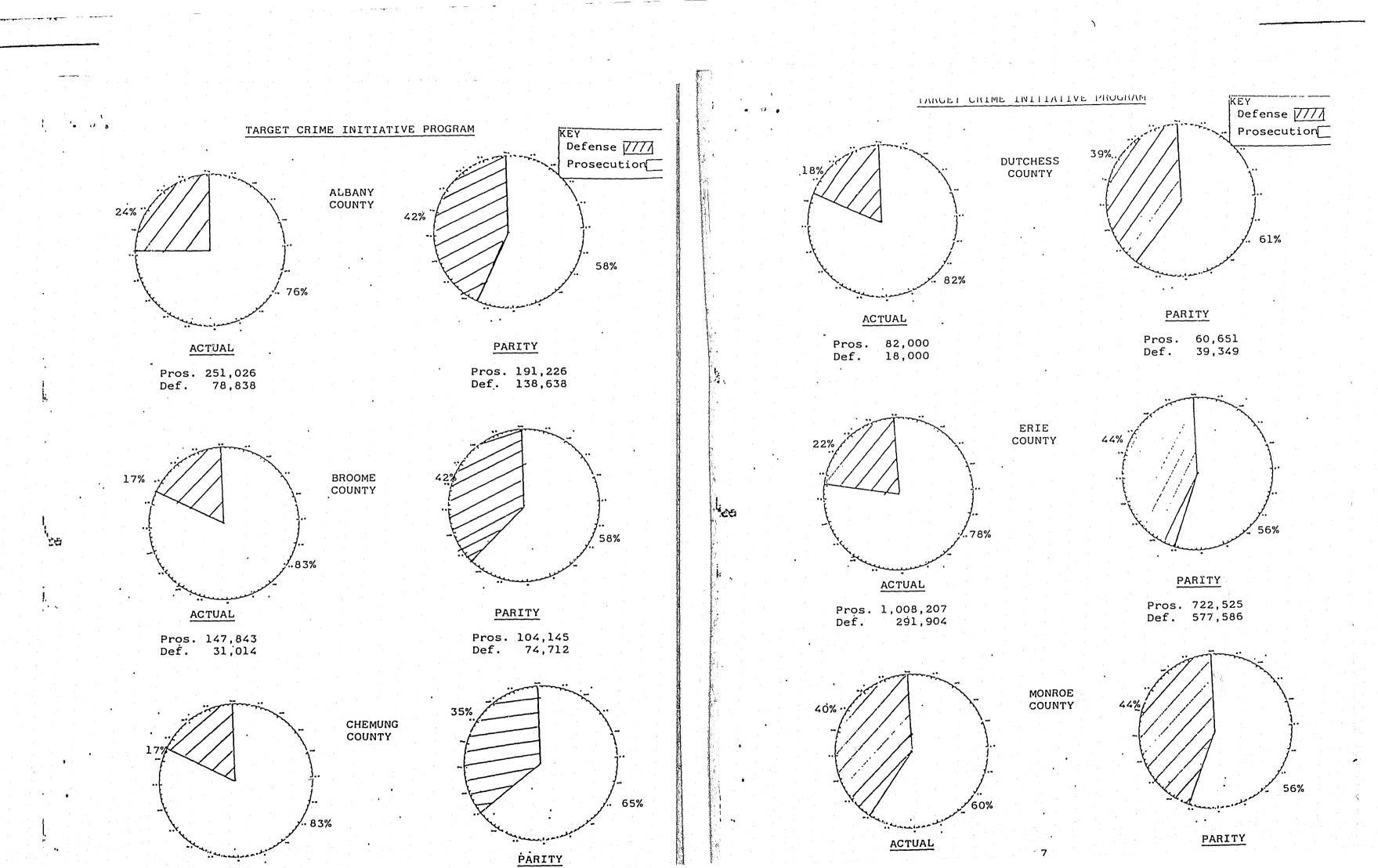


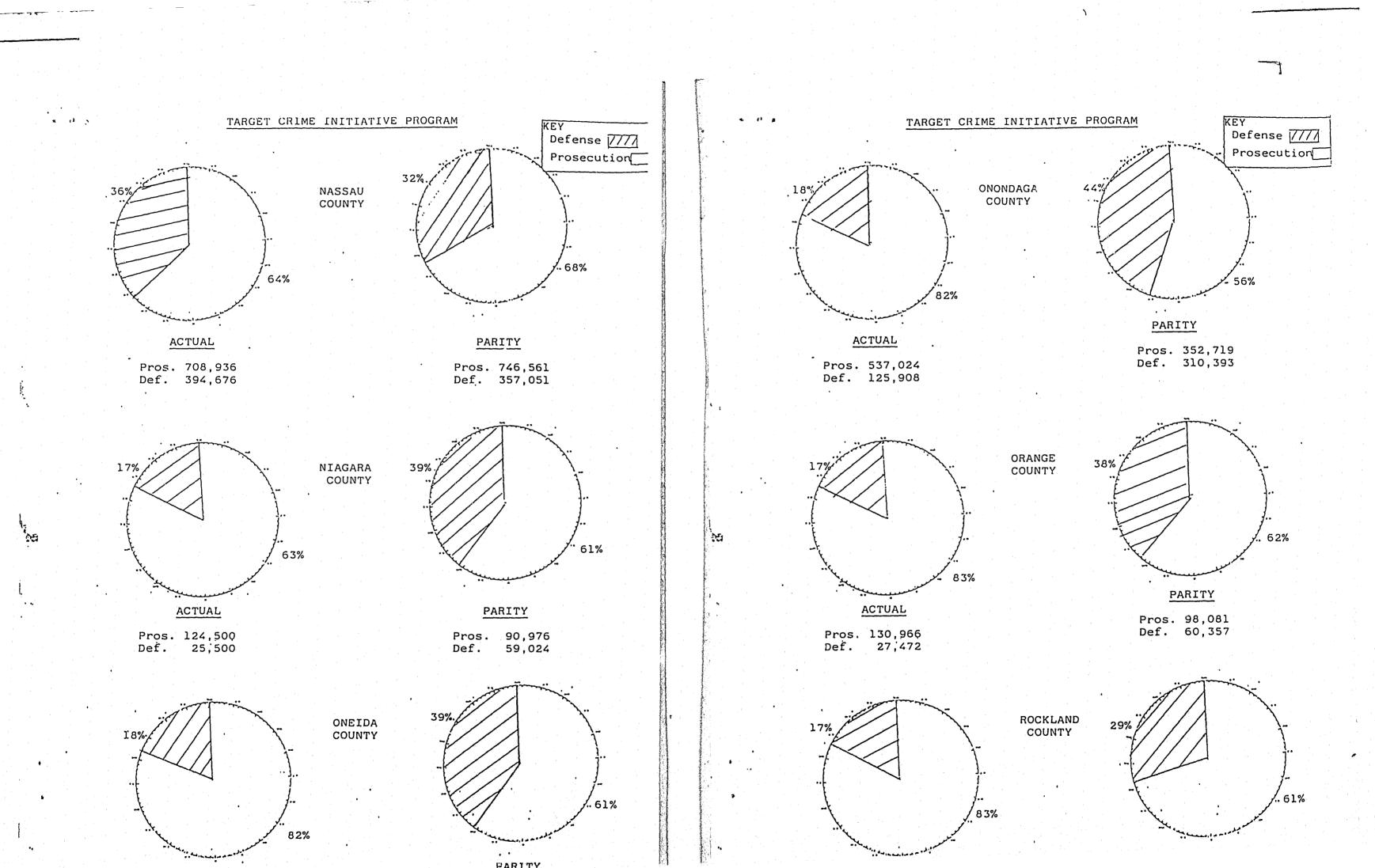
WESTCHESTER COUNTY

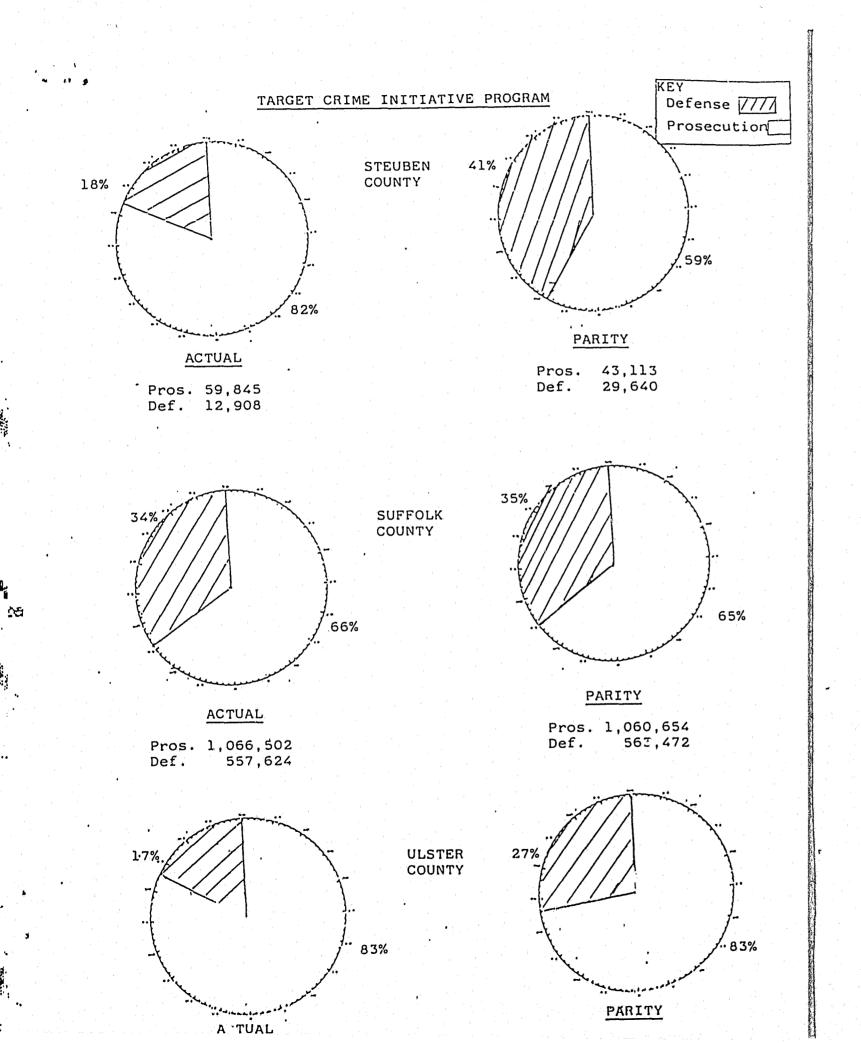
ACTUAL 505,265 323,033 Pros. Def.

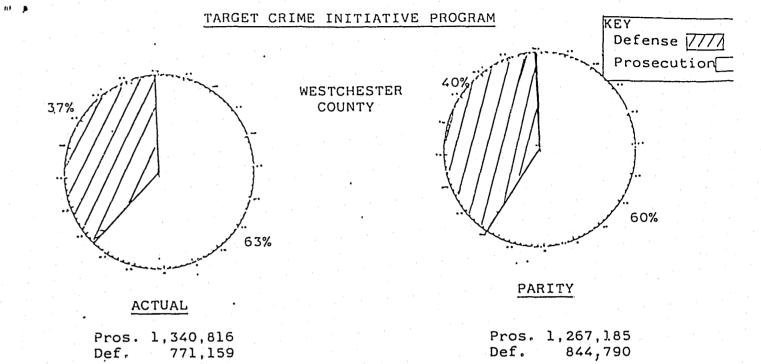
Pros. 496,979 Def. 331,319

PARITY









COUNTY INDEX

<u>Key</u>:

MOPP = Major Offense Prosecution Program
SFP = State Felony Program
MVOTP = Major Violent Offense Trial Program
TCIP = Target Crime Initiative Program

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Albany	MOPP MOPP SFP SFP SFP *TCIP	1981-82 1982-83 1980-81 1981-82 1982-83 1983-84	11 16 21 24 27 36
Broom	MOPP MOPP *TCIP	1981-82 1982-83 1983-84	11 16 36
Chemung	MOPP MOPP *TCIP	1981-82 1982-83 1983-84	11 16 36
Dutchess	*TCIP	1983-84	37
Erie	MOPP MOPP SFP SFP SFP MVOTP MVOTP MVOTP *TCIP	1981-82 1982-83 1980-81 1981-82 1982-83 1980-81 1981-82 1982-83	12 17 21 24 27 30 32 34 37
Monroe	MVOTP	1981-82 1982-83 1980-81 1981-82 1982-83 1980-81 1981-82 1982-83	12 17 21 24 27 30 32 34 37
Nassau	MOPP MOPP SFP SFP SFP *TCIP	1981-82 1982-83 1980-81 1981-82 1982-83 1983-84	12 17 22 25 28 38

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	MVOT'P 1980-81 MVOTP 1981-82 MVOTP 1982-83 *TCIP 1983-84	30 32 34 39
Orange	MOPP 1981-82 MOPP 1982-83 *TCIP 1983-84	13 18 39
Rockland	MOPP 1981-82 MOPP 1982-83 *TCIP 1983-84	13 18 39
Steuben	MOPP 1981-82 MOPP 1982-83 *TCIP 1983-84	14 19 40
Suffolk	MOPP 1981-82 MOPP 1982-83 SFP 1980-81 SFP 1981-82 SFP 1982-83 MVOTP 1980-81 MVOTP 1981-82 MVOTP 1982-83 **TCIP 1983-84	14 19 22 25 28 31 33 35 40
Ulster	MOPP 1981-82 MOPP 1982-83 *TCIP 1983-84	14 19 40
Westchester	MOPP 1981-82 MOPP 1982-83 SFP 1980-81 SFP 1981-82 SFP 1982-83 MVOTP 1980-81 MVOTP 1981-82 MVOTP 1982-83 *TCIP 1983-84	15 20 23 26 29 31 33 35 41

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