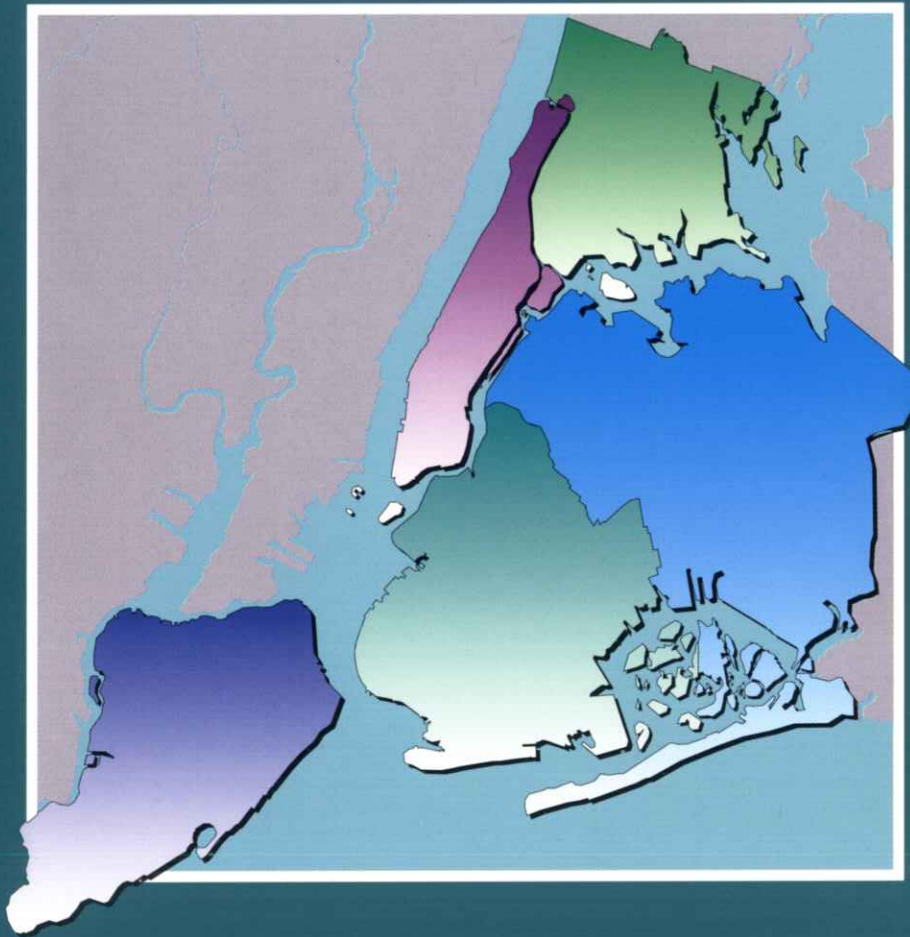


The Vera Institute Atlas of Crime and Justice in New York City



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**The Vera Institute
Atlas of Crime and Justice
in New York City**

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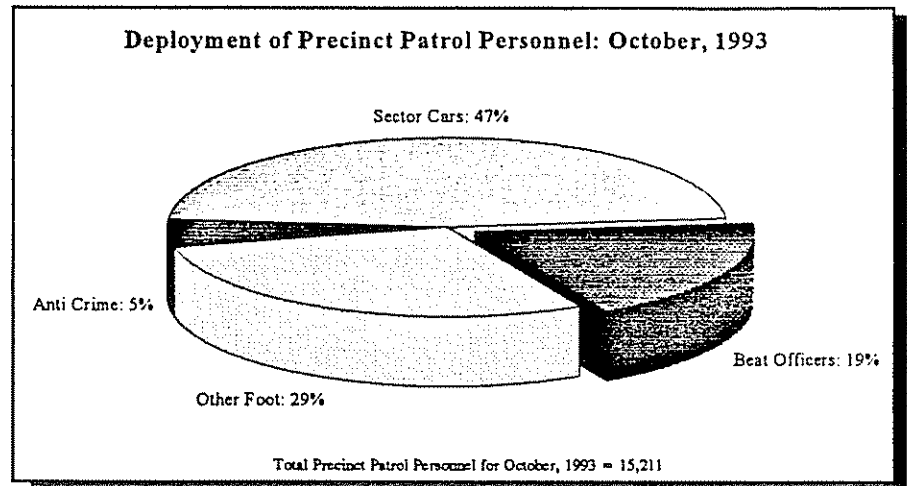
The Vera Institute Atlas of Crime and Justice in New York City
Addendum

Acknowledgments

Page 3. Credit is extended to Migdalia Maldonado (Assistant District Attorney, Civil Rights Bureau, Kings County District Attorney's Office) for her assistance during the project. Her name was inadvertently omitted from the acknowledgments.

Policing

Section 9, page 33. The New York Police Department does not report deployment in the categories used by the Citizens Budget Commission. The department's categories for reporting deployment data are reflected, with current data, in the accompanying chart.



Arrest

Section 10, page 37. 1. The figure reported for arrests made in 1992 (189,000) refers only to arrests made by the NYPD. When arrests by other police are included, the 1992 arrest figure is 265,350. Other police include the Transit, Housing, and Port Authority police and all non-federal police such as the Long Island Railroad, New York State, and Health and Hospitals Corporation police. 2. Total felony arrests for all agencies for January to March of 1993 versus January to March of 1992 declined: -10.3 percent (32917 vs 36698). Total felony arrests (NYPD) for January to March of 1993 versus January to March of 1992 also declined: -8.8 percent (28152 vs. 30883).

Parole

Section 17, page 54. The first two sentences should read: "State inmates are eligible for parole after they have served their minimum term which is typically 1/3 or 1/2 of the maximum term. The only inmates eligible before their minimum terms are those who successfully complete 'shock incarceration' and those who qualify for medical parole."

November 19, 1993.

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Preface

It is difficult to get a clear picture of crime in New York. Reports of individual tragedies are unfortunately easy to find, but it is hard to find straightforward information about the extent and patterns of crime in the city and how these have been changing. One day we read that crime is rising; the next week we hear that crime has been falling for years. Both reports may be true—the statisticians may be counting different things or looking in different places within the city—but the distinctions are easily lost and our understanding muddled.

We need something better. Whether we are working as public servants or just trying to live here, we would certainly gain if we shared with other New Yorkers a clear picture of the problems of crime and justice that confront us.

In the fall of 1991, the Vera Institute proposed to then Deputy Mayor Milton Mollen that the Institute produce a digest of information on crime and criminal justice in New York City. Our hope was that a collection of basic statistics would help ground discussions of crime among elected officials, department chiefs, program planners, and budget officials at the local, state, and national levels. The idea was to present data in an attractive, understandable form without a lot of interpretation. We wanted to establish a common basis for discussion of the problems rather than promote any particular solutions.

In the spring of 1992, Deputy Mayor Mollen gave the project his support, and that support has continued under his successor, Fritz W. Alexander II. Their investment in this project, despite the relentless crises that have competed for their attention over the last 18 months, is a measure of their commitment to serious work on these issues over a long term.

Our digest of basic statistics became an atlas in the winter of 1992-93, when Lola Odubekun began to analyze data for this book. Throughout her work, Dr. Odubekun carried a determination to place the facts and figures of crime within the broader social context of the city—an approach that fit well with the city's expanding commitment to community-oriented policing, prosecution, defense, adjudication, and correc-

tions. The result is a collection of maps and supplementary charts that provide an unprecedented quantity of information about crime and justice in their social context at a neighborhood level.

Since 1961, the Vera Institute has provided a home for innovation, research, and practical improvement in criminal justice and related fields in New York City. Yet the publication of the *Atlas* is a new kind of venture for Vera, and we would appreciate your assessment of its value. Information about what you find useful or unnecessary, or about how you use the *Atlas*, would be most welcome.

Christopher Stone
Deputy Director
Vera Institute of Justice

Acknowledgments

In addition to the talented and hardworking project staff, several other people were helpful to the development of this publication.

The citywide community policing survey, which was conducted in May 1993, and is the data source for the “beat maps,” was a result of the ongoing community policing work of Michael J. Farrell (Associate Director, Vera Institute of Justice) and his colleagues at the New York Police Department.

Several individuals were particularly helpful at all stages of the research; they were willing to answer questions and provide information, often at only a moment’s notice. They are: Dr. Mary Eckert, Associate Director for Research, and Dr. Freda Solomon, Deputy Research Director, at the New York City Criminal Justice Agency; Philip G. McGuire, Director of the New York Police Department, Crime Analysis Unit; Lt. William Chimento, New York Police Department; Dr. Joseph J. Salvo, Director of the Population Division, Department of City Planning; Francis P. Vardy, Esther Padlowski, and Dr. Alfred M. Fuerst, also of the Department of City Planning; and Dr. Marjorie Wiener Research Scientist in the Population Research Unit, Department of Correction.

A number of people took the time to share their insights on the city’s criminal justice system, were extremely helpful in providing resource materials, and facilitated our access to data. They include: Martin Becker (Director of Criminal Justice Information Systems, Office of the Deputy Mayor for Public Safety); Stanley Bravo (Project Manager, Department of Correction); Barbara Broderick (formerly of the Division of Parole now Executive Director, Division of Probation and Correctional Alternatives); Robert Gangi (Executive Director, Correctional Association of New York); Sally Hillsman (Vice-President, National Center for State Courts); Susan Herman (Associate Director, Victim Services Agency); Michael Jacobson (Commissioner, Department of Probation); the Honorable Robert Keating (Administrative Judge of the New York City Criminal Court); Felix Lam (Office of Management and Budget); Katherine Lapp (Chief of Staff and Special Counsel, Office of the Deputy Mayor for Public Safety);

Jerome McElroy (Executive Director, Criminal Justice Agency); Susan Powers (Deputy District Attorney, Kings County); Karl Rheinsons (MIS Director, Department of Probation); Paul Shechtman (Counsel to the District Attorney, New York County); Amy Singer (Deputy Commissioner for Program Services, Department of Correction); Mindy Tarlow (Deputy Director, Office of Management and Budget); Gene Therriault (Executive Secretary, Data Protection Review Board, New York State Department of Health); Deborah Thompson (Office of Management and Budget); Jeremy Travis (Deputy Commissioner for Legal Matters, New York Police Department); Richard Wolf (Executive Director, Board of Correction); and Hee Sun Yu (Associate Director, Victim Services Agency).

Several other people went out of their way to offer information or to satisfy requests for data in a timely fashion. Thanks are extended to all those listed for their invaluable cooperation. Richard Abbruzzese; Freda Adler; Steve Belenko; James Bennett; Marjorie Berman; Mark Brennan; Frank Buccellato; James Capiwano; Marjorie Cantor; Marjorie Cohen; Patrick Colgan; Mary Conroy; Denise Cote; Henry Donnelly; Theodora Egeonu; Joan Gabbadon; Kelly Gannon; Patricia Gatlin; Captain Joseph Godino; William Gonzalez; Judith Greene; David Grogan; David Heller; T. Sean Herbert; Chief Marron Hopkins; Olive Idehen; Nathan Kantrowitz; Robert Kay; Tom Kilpatrick; Clifford Kirsch; Patsy Klaus; Dan Klotz; David Lamphere; Grace Lum; Sonia Martinez; Mike McEneny; Gail Miller; Michael Miller; Chip Mount; Professor Gerhard O. Mueller; Scott Oakley; Vera Olichney; Nicholas Pacura; Roger Parris; Marilyn Potter; Ira Rubin; Thomas Reppetto; Lt. Eugene Roach; Sheila Royo; Lt. Gregory Ruppelli; Richard Rosen; Barry Ruback; Mary Lou Russell; Phyllis Schultze; Carol Shapiro; Karen Sonneburg; Annette Soper; John Shoenberger; Robert Spratt; Michele Sviridoff; Barbara Treen; Margaret Tvelia; Alice Valasquez; Howard Vigoretta; and Dan Weiller.

Special acknowledgment is given to Drs. Ellen Chayet, Ronald V. Clarke, Todd Clear, Jerome McElroy, and Sally Hillsman, and to Michael Smith, Director,

Vera Institute of Justice and Professor Michael Tonry, for their comments and suggestions on drafts of the *Atlas*. In addition, although I cannot list them individually, I thank all the colleagues and associates who demonstrated an interest in and encouragement of the goals of this work.

Most importantly, I am very grateful to Christopher Stone, Deputy Director of the Vera Institute, for offering me the challenge of charting this course. His

critiques and observations, coming from a native New Yorker with local criminal justice experience, were always instructive. Chris's warm collegiality, his delighted interest in the project and energetic assistance at crucial stages, made the production of the *Atlas* a truly pleasant collaboration.

Lola E. Odubekun
Project Director

Mapping Crime and Justice in Context

The Vera Institute Atlas of Crime and Justice in New York City displays a collection of crime and justice data within the city's social context. A series of maps present crime data within relatively small geographic areas, rather than in tables of citywide statistics. Charts show data in more detail and over time. The format is intended to provoke questions, inform debate, and encourage readers to incorporate their knowledge of the city's social environment in evaluating crime data and planning responses to crime.

The *Atlas* presents data at the level of the city's 59 community districts, 75 police precincts, 179 zip codes, and 2,216 census tracts. The *Atlas* also contains the first published maps showing police deployment across the 1,311 beats created by the New York City Police Department in 1992 for its community policing strategy. In addition to data on crime and justice, other social indicators, such as unemployment, are displayed by neighborhood. The locations of relevant social service agencies are also shown on some maps.

The Criminal Justice System

There was a time when the entire criminal justice system in New York City was embodied in one person, the "schout fiscal," who served as sheriff to the 270 Dutch settlers of New Amsterdam in 1625. The schout performed a range of order maintenance functions including arrest, prosecution and execution of sentence, and was also responsible for safeguarding the interests of the West India Company.

The criminal justice system we know today began to appear in the nineteenth century with the creation of District Attorneys' offices (1818), jails (1830), the police force (1844), specialized courts (including a juvenile court in 1838), the Legal Aid Society (1896), and the probation department (1901). This development has continued throughout this century as these agencies have changed and as new ones have arrived, including the New York State Division of Parole (1930), the Office of the Criminal Justice Coordinator (1967, now the Deputy Mayor for Public Safety), the Special Narcotics Prosecutor (1971), and the Victim Services Agency

(1978). Some agencies are headed by independently elected officials, others are responsible to the mayor, while still others are part of state government.

Today, the criminal justice system employs about 60,000 people in New York City, and many more in the upstate prisons. In addition to the New York City Police Department there are three other large police forces covering the transit system, public housing, and public schools; there are also several smaller police forces, such as that of the sanitation department. Six separate agencies operate the city jails, juvenile detention facilities, juvenile reform institutions, probation, state prison and parole; the large and complex court system is part of a statewide structure of trial and appellate courts. In the current fiscal year, taxpayers will pay about \$5 billion to operate and maintain the criminal justice system for New York City.

The Social Context of the City

The current geographic boundaries of New York City were formed in the 1898 merger of Brooklyn, Queens, and Staten Island with Manhattan and the Bronx. In 1900, the census counted the city's population as 3,225,324.

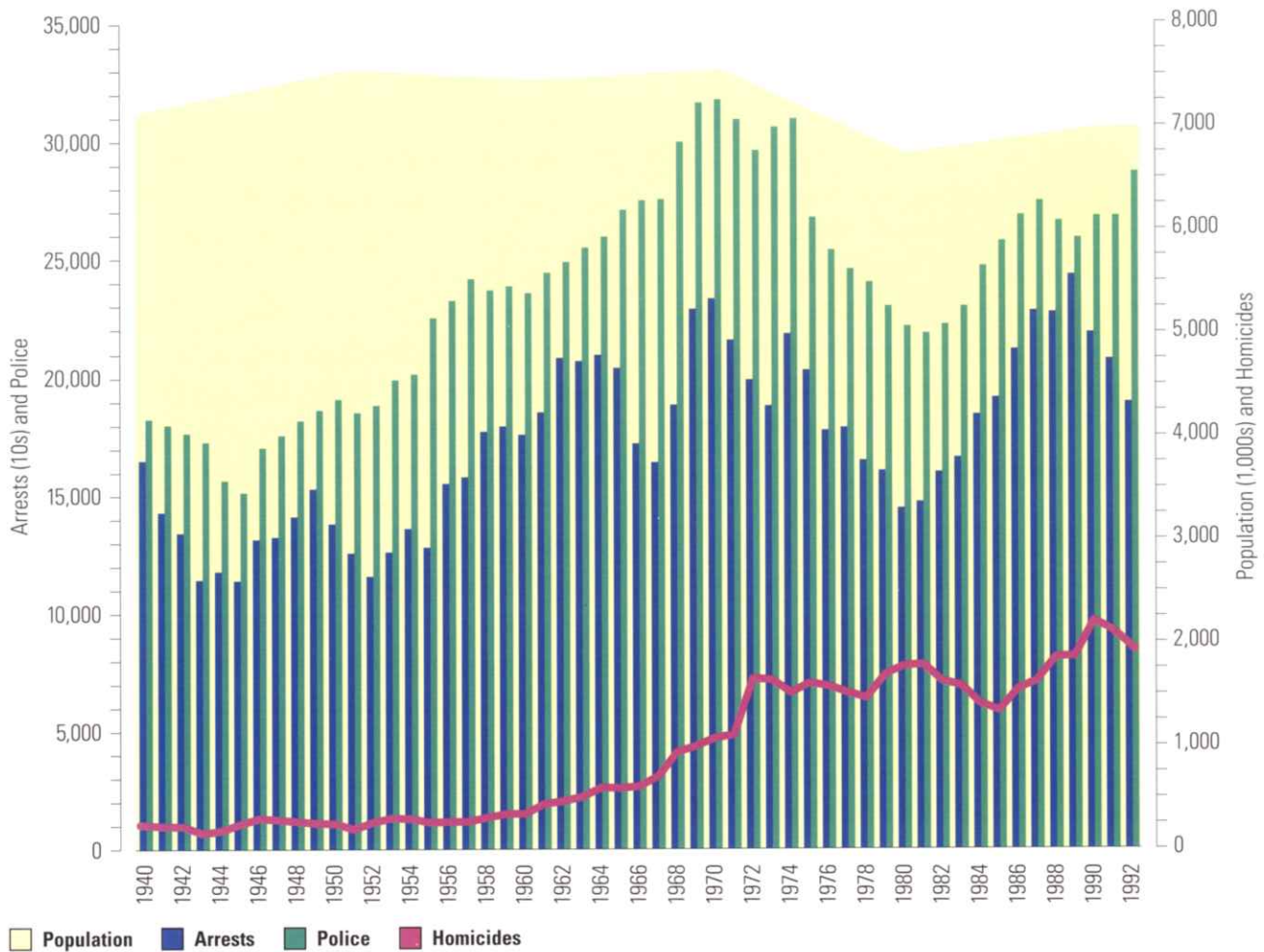
Today, the city is home to approximately 7.3 million people. According to the 1990 census, Brooklyn, with a population of 2.3 million, is the largest and most ethnically diverse borough, followed in size by Queens (1.9 million), Manhattan (1.4 million), the Bronx (1.2 million) and Staten Island (approximately 380,000).

In a city this size, the relationship between crime and the quality of life is particularly difficult to trace. Statistics describing the city as a whole do not capture the experiences of its individual residents. Recognizing this, scholars are increasingly calling for new databases "that measure the problems that citizens really care about . . . [and] whether the problems are getting better."¹ This *Atlas* begins to meet that challenge by examining crime together with other features of the social landscape at a neighborhood level.

The associations between crime and other social indicators are complex. Recent research shows, for

¹Kelling, 1990.

Selected Crime and Justice Indicators: 1940-1992



Sources: New York City Police Department; New York City Department of City Planning

Fifty Years of Crime and Justice

Crime and social conditions are dynamic and different factors may have different effects on crime over the years. Although the population of New York City has declined slightly over the last fifty years, the numbers of police have risen, fallen, and risen again. Changes in the numbers of arrests, from year to year, have not always followed changes in the numbers of police, particularly in the last few years with the expansion of community policing. For these years arrests show a gradual decline though the strength of the police force increases. A complete accounting for crime would have to evaluate the individual and combined effects of a number of factors in the social environment and how they change over time.

example, that the physical condition of a neighborhood, patterns of household composition and levels of unemployment, can each have varying effects on types and levels of crime.² Due to difficulties in isolating their individual and interactive effects, however, their roles are poorly understood. Similarly, the forces shaping the decisions of criminal justice officials are difficult to isolate. The work of prosecutors, judges, and others responsible for criminal justice decision-making, is often described in strict, legal terms—as if the broad results of their actions were solely dictated by law. Recent studies in New York State and elsewhere show, however, that other factors such as population size, ethnic composition, and the degree of urbanization in an area, all influence the ways in which officials exercise their discretion in making decisions.³

Data Sources

The kinds of data presented here have only recently become available at neighborhood levels. The crime data presented in the maps were collected by the New York City Police Department and compiled for precinct level analysis by the New York City Department of City Planning. This year, for the first time, the Department of City Planning has also compiled census data at a precinct level so that the two can be compared. In some cases, however, the maps depict crime and related data within inconsistent local boundaries. There is no complete directory of social services in the city, so for these locations the *Atlas* relies on *The Source Book* (1992-1993 edition), published by the City of New York and the

United Way, and supplemented from other lists where indicated.⁴

Specific sources for the data shown in the maps and charts are listed in the Appendix. Four additional maps in the Appendix may be used to identify specific neighborhoods and to compare the relative size of the boundaries within which data are displayed. Throughout the *Atlas*, crime is reported in absolute numbers rather than rates because the population of many individual neighborhoods varies widely during each day.

In this first effort to map crime and justice issues in the City of New York, some areas have been addressed in greater detail than others. The materials here give particular attention to domestic violence, guns, drugs, and community policing. The *Atlas* does not cover organized crime, white collar crime, crimes against the environment, public corruption, or the federal justice system which is principally responsible for these areas.

A growing number of official compilations of data present crime and justice information without excessively technical language and dense statistical tables. The *Report to the Nation on Crime and Justice* (1988), prepared by the U.S. Department of Justice's Bureau of Justice Statistics, and the *Digest of Information on Crime and Justice in England and Wales* (1991), produced by the British Home Office, are notable examples. They succeed in presenting crime data clearly and vividly, making it more accessible to criminal justice professionals and non-professionals alike. We hope the *Atlas*, on a smaller scale, does as much.

²Sullivan, 1989; Skogan, 1990.

³Nelson, 1992; Myers and Talarico, 1987.

⁴*The Source Book* is a joint publication of the City of New York and the United Way. Listings are updated each year from agency responses to a questionnaire.

Crime in Context

Crime occurs where people live and work: in neighborhoods bustling with commerce and street life and in quiet residential locations. It takes place at all hours of the day and night.

Officials only include crime in statistics when victims or witnesses report it to the police or when police discover it themselves. We focus here on reported “Index crime” as defined by the Federal Bureau of

Crime, Residential Population, and Household Income

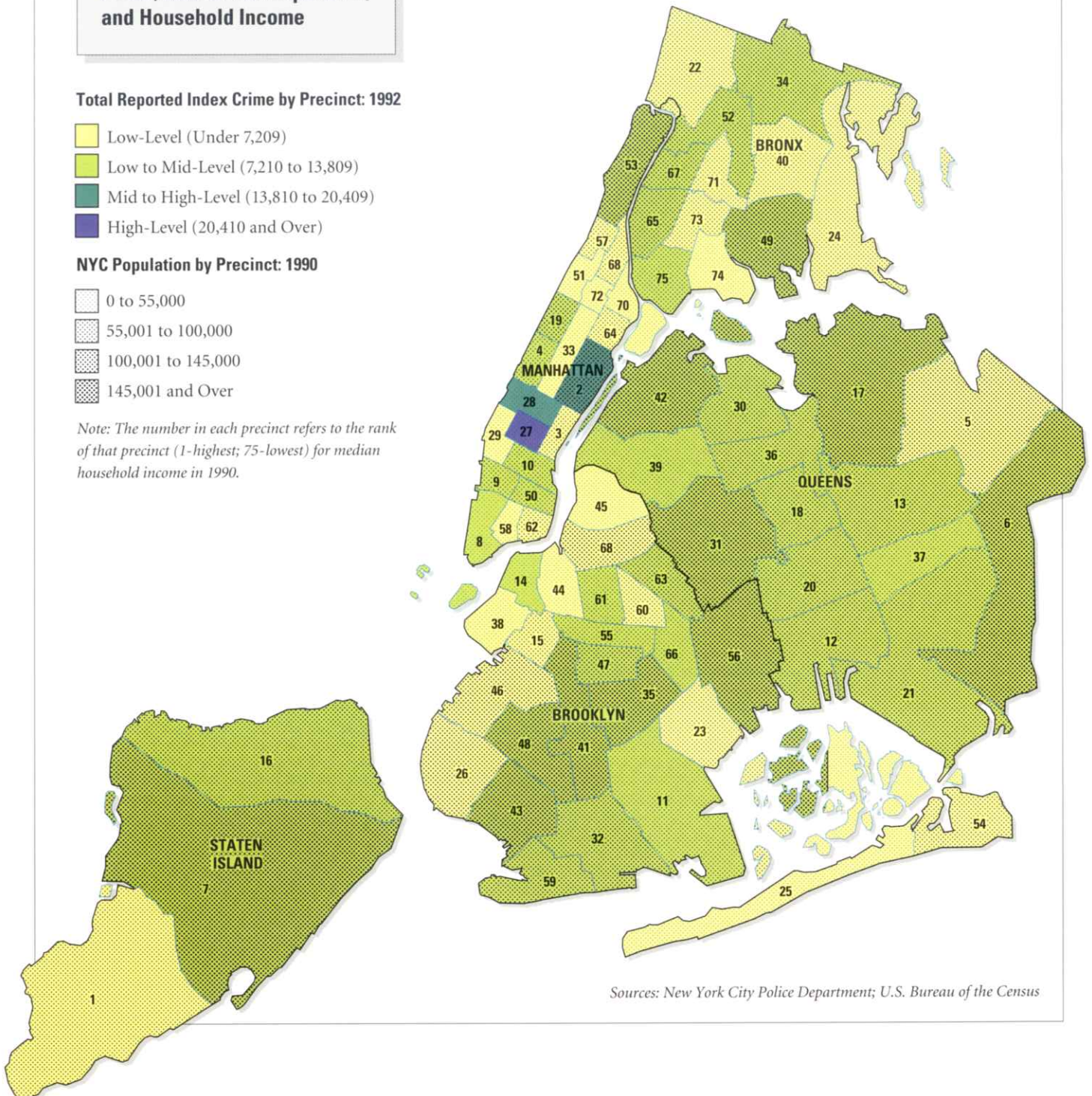
Total Reported Index Crime by Precinct: 1992

- Low-Level (Under 7,209)
- Low to Mid-Level (7,210 to 13,809)
- Mid to High-Level (13,810 to 20,409)
- High-Level (20,410 and Over)

NYC Population by Precinct: 1990

- 0 to 55,000
- 55,001 to 100,000
- 100,001 to 145,000
- 145,001 and Over

Note: The number in each precinct refers to the rank of that precinct (1-highest; 75-lowest) for median household income in 1990.

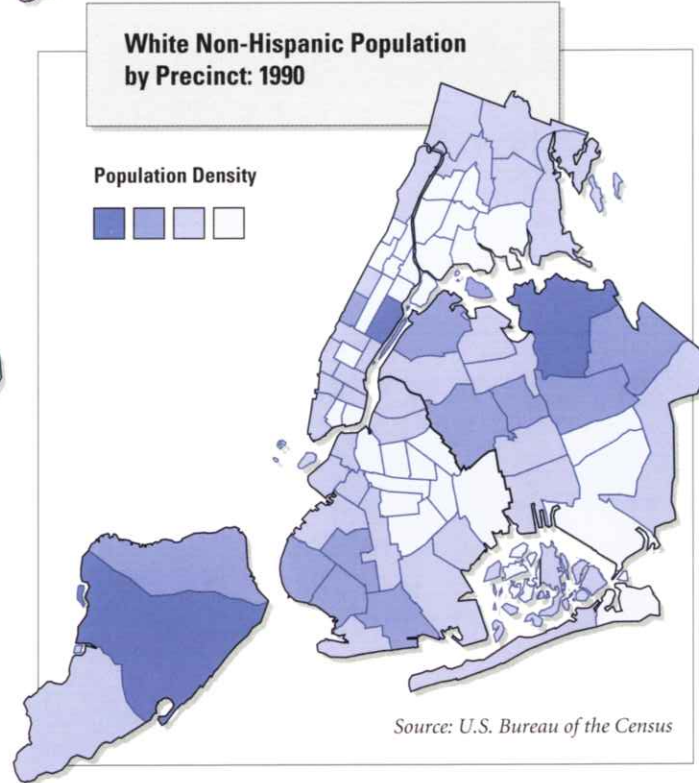
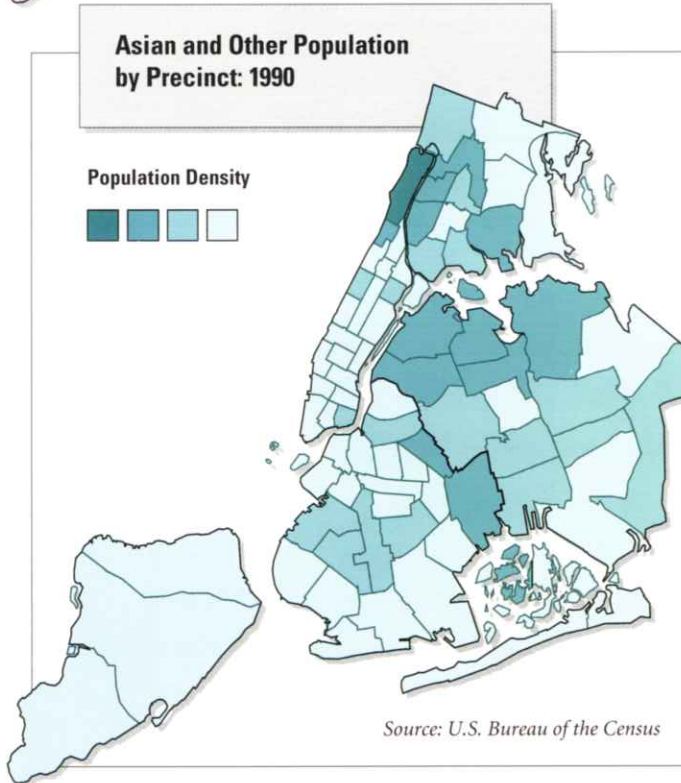
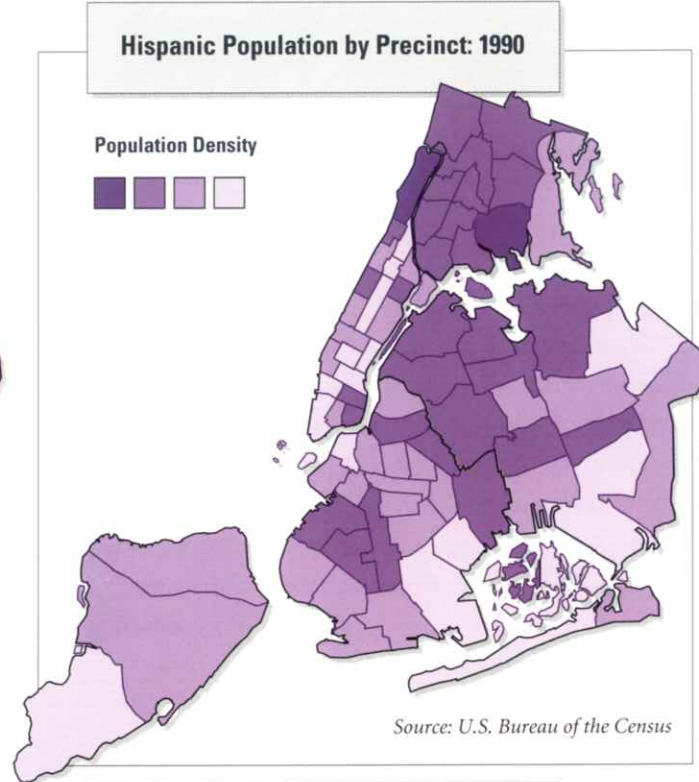
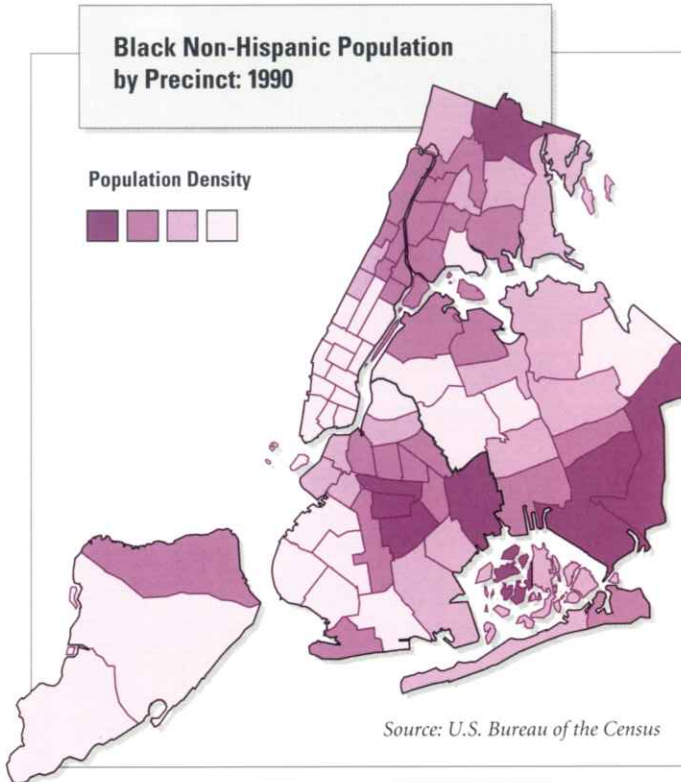


Sources: New York City Police Department; U.S. Bureau of the Census

Investigation (FBI): murder and nonnegligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson.¹

Some neighborhoods are heavily populated and

cosmopolitan; others have fewer people and are more ethnically homogeneous. Neighborhoods also differ in the income and occupations of their residents. These factors all relate in some way to crime.



¹Arson was added by congressional mandate but many agencies still do not include it in their Crime Index counts.

Counting Crime for Comparisons

The primary source of crime data in the city is the New York City Police Department, whose monthly tabulations indicate the total number of crime complaints made by the public to the police and the total number of arrests made by the police.

The Police Department has two ways of reporting crime. The first follows the New York State Penal Law definitions. The department adheres to guidelines issued by the New York State Division of Criminal Justice Services (DCJS), on classifying and counting crimes defined under the penal law. The second is based on a national standard known as the Uniform Crime Reporting (UCR) program which specifies standardized crime definitions that cooperating agencies follow in submitting data to the FBI; this allows for crime comparisons among states that have different penal law crime definitions.¹

In 1992, New York City ranked eighteenth in the rate of Index crime among the nation's 25 largest cities, an improvement on its seventh-place standing in 1970 and ninth-place standing in 1980.



National Comparisons: Index Crimes per 100,000 Population for 25 Largest U.S. Cities: 1992*



*Ranking excludes Chicago because the data supplied to the FBI for 1992 did not comport with UCR guidelines.

Source: New York City Police Department as per Uniform Crime Reports

¹The New York State Penal Law and UCR definitions for offenses are similar with the exceptions of larceny and assault.

Index Crime

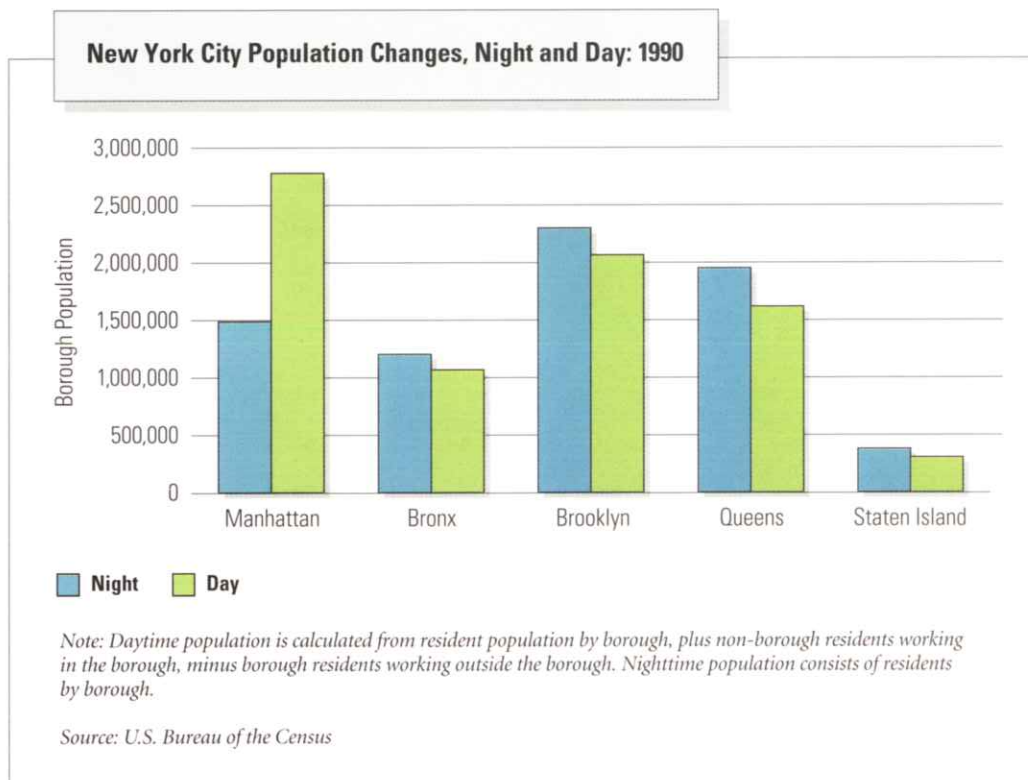
The Federal Bureau of Investigation collects and compiles crime data from the 16,000 city, county, and state law enforcement agencies across the country that are part of the UCR program. The UCR classification scheme divides crimes into two groups. The first group, commonly known as Index or Part I offenses, are those considered serious enough to warrant consistent collection and reporting. The offenses in this group are murder and nonnegligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and (since 1979) arson.² All other offenses are known as Part II offenses.

The Problem with Crime Rates within New York City

Converting crime counts into “crime rates” is almost useless for understanding crime at the neighborhood level. Crime rates are calculated by dividing the amount of reported crime by the number of people living in an area. During the day, however, residents move

from neighborhood to neighborhood to go to work or school, to shop, or for recreation; visitors and workers from outside the city are also present. Daytime populations, particularly in Manhattan, do not reflect the resident populations upon which crime rates are based.

An example is the Garment District and surrounding area in Manhattan, which has a low residential population but a high amount of reported crime. This gives it an extraordinarily high crime rate: the highest in the city for 1991 and 1992. This neighborhood, which includes Madison Square Garden, Grand Central Station, the Empire State Building, Times Square, part of the Broadway theater district, several post offices, houses of worship, a high school, and numerous high fashion retail outlets, attracts vast numbers of visitors and workers every day. The crime rate per 100,000 people present during the day would probably not be the highest in the city, but there is no reliable count of daytime populations by neighborhood from which one could calculate such a crime rate.



²Arson was added by congressional mandate but many agencies still do not include it in their Crime Index counts.

Types of Crime

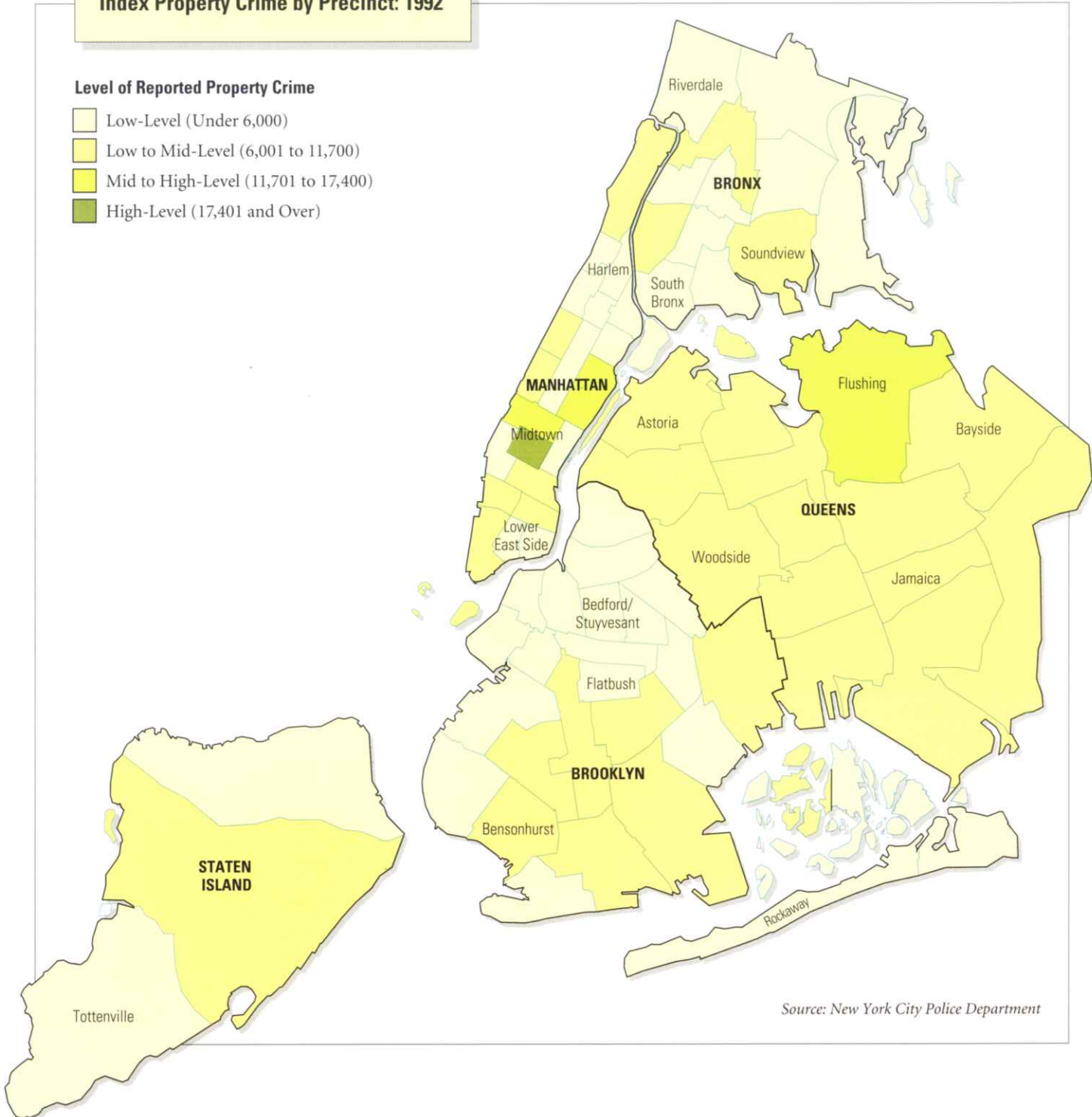
In many neighborhoods, overall counts of Index crimes essentially indicate the extent of property crime since the number of reported burglaries, larcenies, and motor vehicle thefts (property crimes) is so much greater than the number of crimes against the person.

The neighborhoods with the highest levels of property crime in 1992 were Manhattan's midtown business district, the high-priced residential neighborhoods of Manhattan's Upper East Side, and some fairly affluent neighborhoods in Queens.

Index Property Crime by Precinct: 1992

Level of Reported Property Crime

- Low-Level (Under 6,000)
- Low to Mid-Level (6,001 to 11,700)
- Mid to High-Level (11,701 to 17,400)
- High-Level (17,401 and Over)



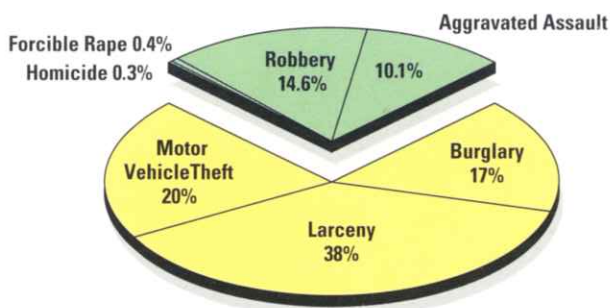
Source: New York City Police Department

Crimes against the person may have a greater impact on the quality of life in a community than property crime, yet neighborhoods with high levels of total Index crime rank among the lowest in the incidence of crimes against the person: murder and nonnegligent

manslaughter, forcible rape, robbery, and aggravated assault. The neighborhoods showing the highest reported levels of crimes against the person in 1992 were East New York and Bedford Stuyvesant in Brooklyn.

Index Crimes Against the Person by Precinct: 1992

Index Crime by Type: 1992



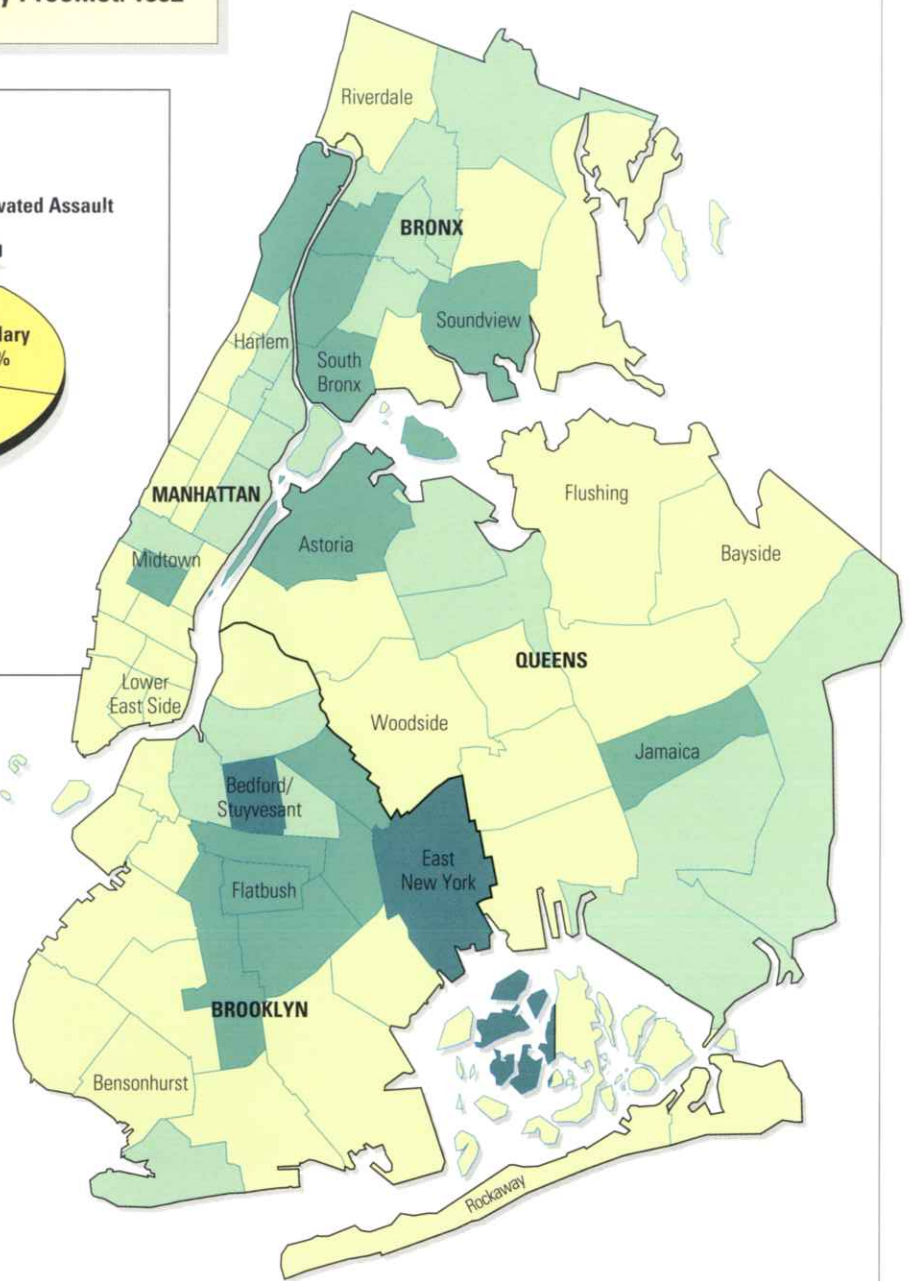
Crime Total = 626,182

■ Property Crimes ■ Crimes Against the Person

Source: New York City Police Department

Level of Reported Violent Crime

- Low-Level (Under 2,000)
- Low to Mid-Level (2,001 to 2,900)
- Mid to High-Level (2,901 to 4,250)
- High-Level (4,251 and Over)



Source: New York City Police Department

Crime Over Time

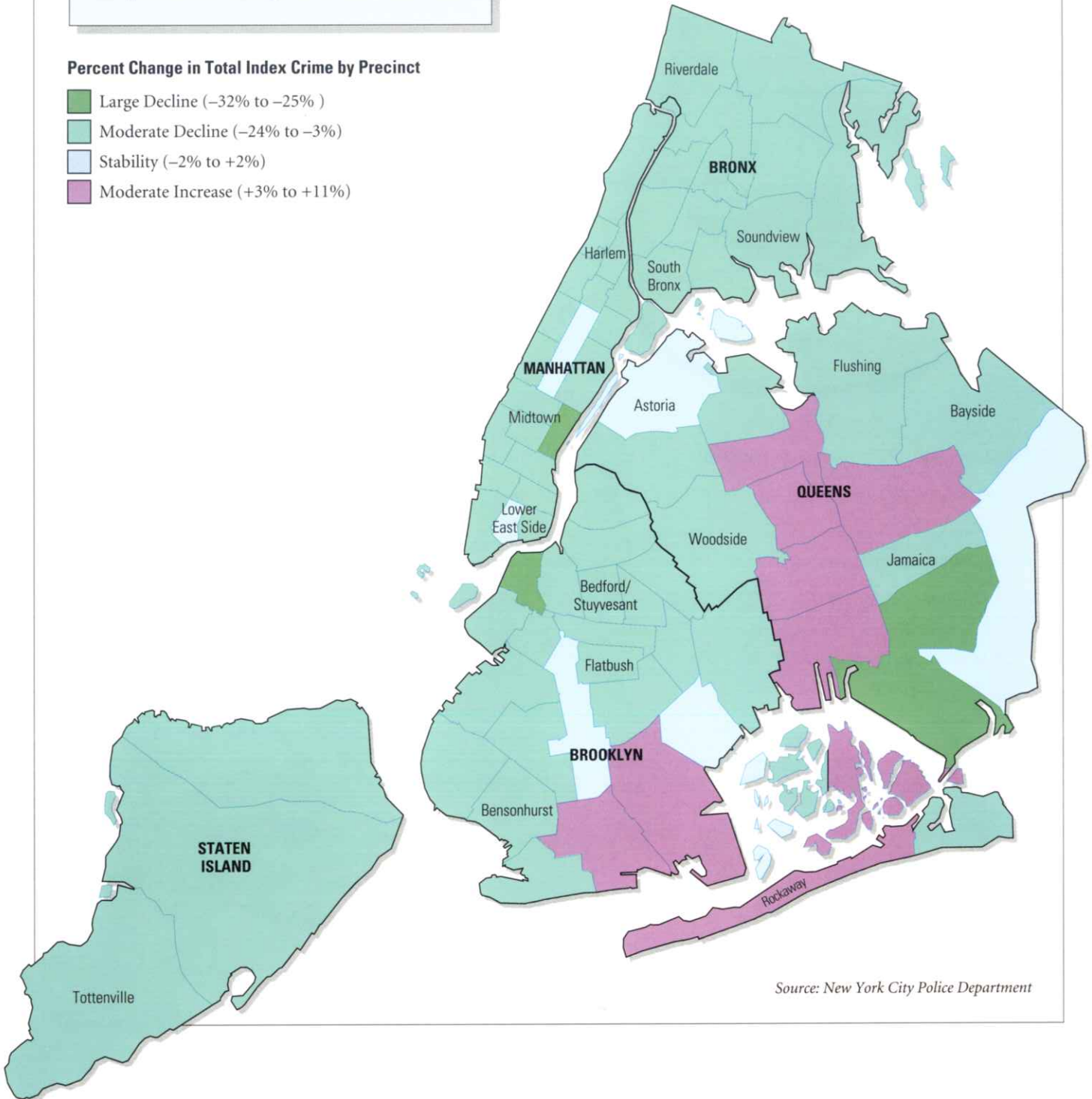
Changes in crime reported for the city as a whole mask the differences on the neighborhood level at which people experience crime. The map reflects the varying changes in neighborhood crime over time. It

does not reflect the social dynamics that affect personal safety and make areas like Sheepshead Bay in Brooklyn (for which the data show the greatest increase in crime for the period) still far safer than most of the city.

Neighborhood Change in Crime: 1989-1992

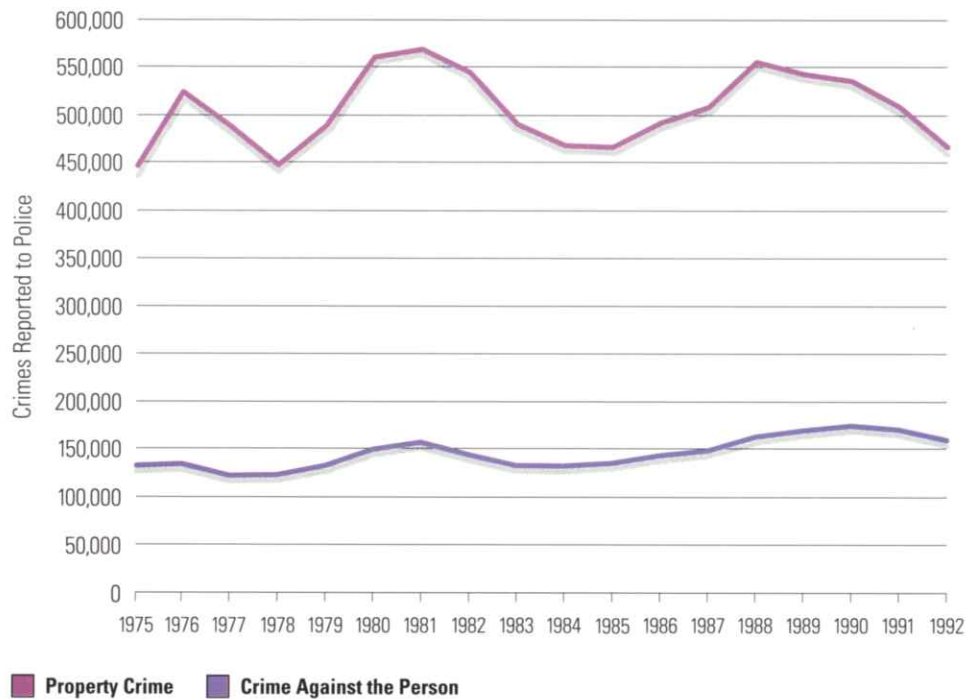
Percent Change in Total Index Crime by Precinct

- Large Decline (-32% to -25%)
- Moderate Decline (-24% to -3%)
- Stability (-2% to +2%)
- Moderate Increase (+3% to +11%)



Source: New York City Police Department

New York City Index Crime: 1975-1992



Source: New York City Police Department

The Safer 90s?

After rising for almost a decade, the number of crimes reported to the police in New York City is dropping. Total crime declined 7.8 percent between December 1991 and December 1992; the decrease for total Index crimes, however, is largely a function of the reduction in property crimes.

Assault and the Limits of Official Statistics

Criminal events form part of the fabric of daily life, but their occurrence is often lost in the routine collection of official statistics. Assaults within households or intimate friendships, in particular, are not easily

documented; as a result, police data on serious assaults certainly undercount their actual incidence.¹ Vulnerable victims suffer repeated harms without redress when abuse goes unreported. Ironically, however, patterns

Aggravated Assaults by Precinct: 1992

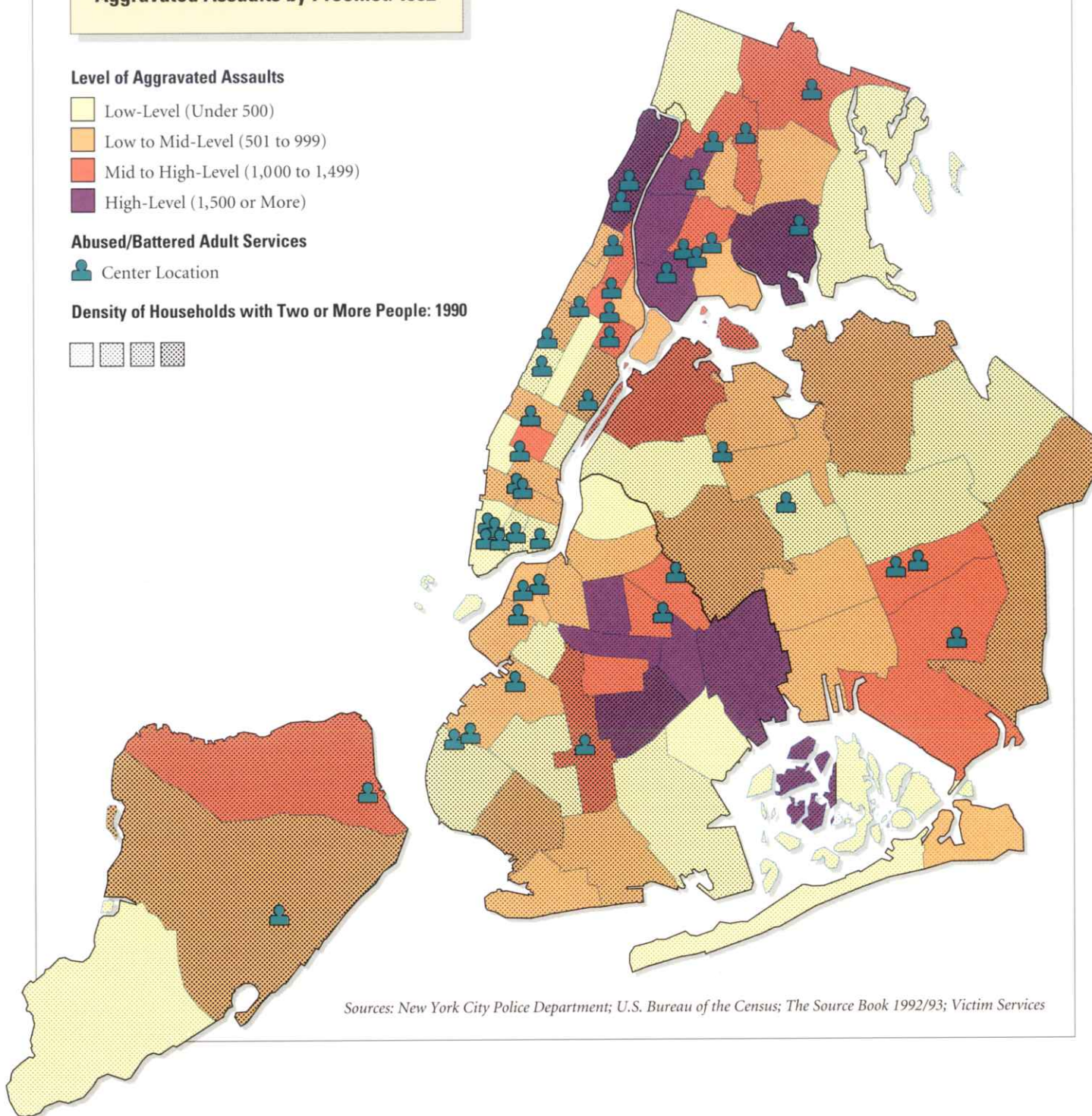
Level of Aggravated Assaults

- Low-Level (Under 500)
- Low to Mid-Level (501 to 999)
- Mid to High-Level (1,000 to 1,499)
- High-Level (1,500 or More)

Abused/Battered Adult Services

- Center Location

Density of Households with Two or More People: 1990



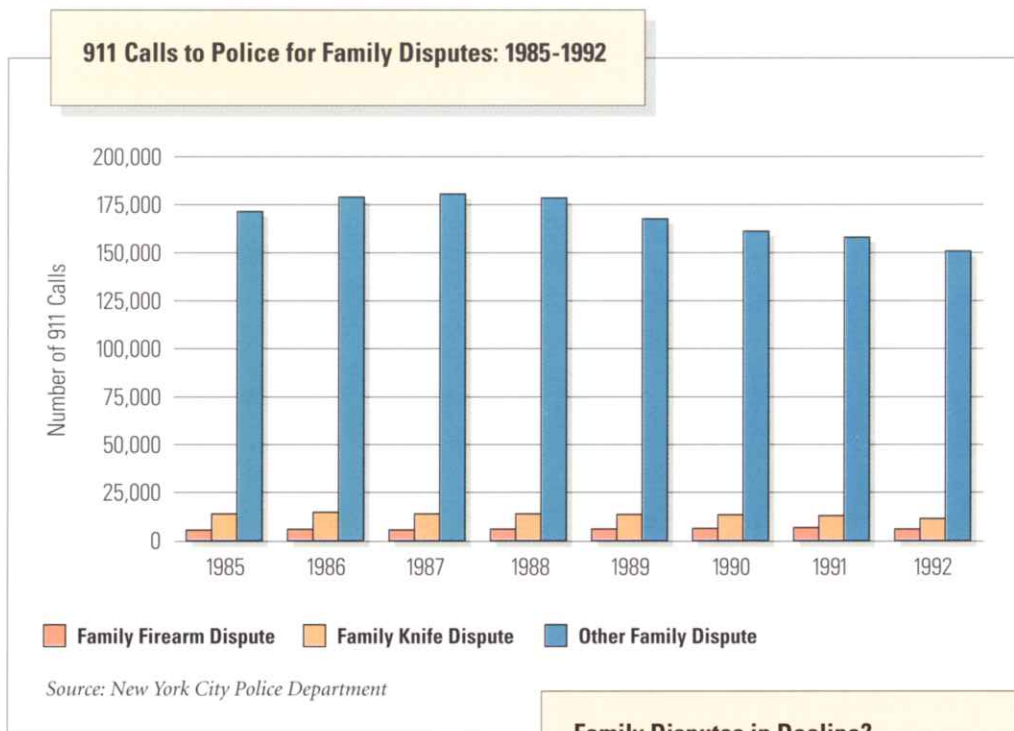
Sources: New York City Police Department; U.S. Bureau of the Census; The Source Book 1992/93; Victim Services

¹A 1990 report of the New York State Governor's Task Force on Rape and Sexual Assault cites findings from campus based surveys showing that many students lack an understanding of, or deny, what constitutes rape. Among other suggestions, the Task Force recommended early intervention for both victims and sex offenders to interrupt the potential cycle of abuse (Governor's Task Force on Rape and Sexual Assault, 1990:4-5).

of abuse are sometimes known to social service agencies but are neither reported to police nor stopped.²

Official tabulations of reported assaults often fail to distinguish those involving domestic violence. Recent efforts to improve data collection on this kind of crime have been difficult to implement. For example, pilot

research by the Victim Services Agency in a single police precinct in 1987 found that police were using their new codes for family disputes in only 63 percent of calls in which complainants described a domestic fight.³ Such undercounting can have serious implications when decisions are made about where to site victim services.



Family Disputes in Decline?

One of the largest categories of calls to the police request assistance in a domestic dispute. Concern about domestic violence in the 1970s and 1980s led the New York City Police Department in 1984 to begin to distinguish 911 calls for family disputes from those for other disputes and fights. The vast majority of callers report domestic disputes without mention of any weapon being used. The number of these calls recorded by the police grew over the first three years of reporting, but has declined each year since 1987.

²A cooperative research study into the dynamics of family and intimate violence in Atlanta, Georgia, notes that: "Incidents of nonfatal and fatal family and intimate violence may be more appropriately viewed in the context of a series of violent events rather than as isolated events" (Saltzman and Mercy, 1993). In addition, the researchers found that a perpetrator or victim might be known to several different agencies providing health or social services, but that the magnitude of risk to the victim was not fully apparent because the lack of communication among agencies meant they did not share information.

³Victim Services Agency, 1993. Unpublished study.

Unreported Crime and Victimization Surveys

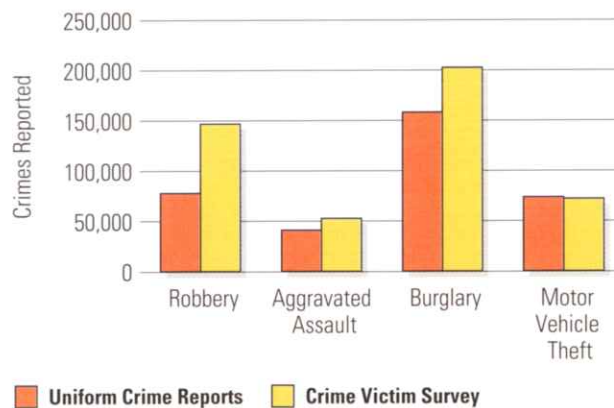
Many people have property taken from their homes or cars, are injured in fights, and have money or possessions taken from them by force, but never report these events to the police. In some cases, those harmed do not think of these incidents as crimes and do not want an official response. In other cases, however, the victims choose not to report them because they are afraid, because the trouble of doing so outweighs any potential advantages, or for other reasons. A recent report on bias-related violence in New York State notes, for example, that a substantial number of crimes involving expressions of racial, religious, and other bias are not reported to police.⁴ Criminologists refer to the number of all crimes not reported to the police as the “dark figure.”

Crime victimization surveys, which are essentially self-reports by citizens about crimes they have experienced, can provide valuable information about the dark figure. At the national level, the Bureau of the Census regularly conducts a *National Crime Victimization Survey* on behalf of the Bureau of Justice Statistics.⁵ The data collected are used for state-level analysis so the survey’s results cannot be used to describe individual cities. The U.S. Department of Justice last sponsored crime surveys for individual cities, including New York, in 1974.

The New York City crime victimization survey showed that the city had the lowest victimization rate of the 13 cities surveyed at the time. The ratio of reported crime to total crime based on the survey in New York City was 1 to 2.1. This means that for every ten crimes reported to the police, twenty-one were actually committed.

Comparisons of crime data from the *Uniform Crime Reports* and the *National Crime Victimization Survey* are instructive when the crime definitions in the two are close, although such comparisons are never perfect since the different ways of collecting data and the different samples affect their comparability. The UCR, for example, includes crimes against visitors and commuters, who are not included in the victimization surveys.

Victimization Survey vs Reports to Police: 1974



Sources: U.S. Department of Justice; New York City Police Department

⁴Governor’s Task Force on Bias-Related Violence, 1988.

⁵The *National Crime Survey* (NCS) was renamed the *National Crime Victimization Survey* (NCVS) in 1990 (Bureau of Justice Statistics, 1992). It is the model for crime victimization surveys around the world.

Disorder and Crime

Over the last decade, researchers have explored the extent to which serious crime follows social disorder such as public drinking, vandalism, drug use, abandoned buildings, litter, and trash.¹ Their studies suggest that the

extent of disorder is highly correlated with the incidence of robbery, theft, and burglary and that disorder may mediate the association between crime and poverty, instability, and neighborhood racial composition.

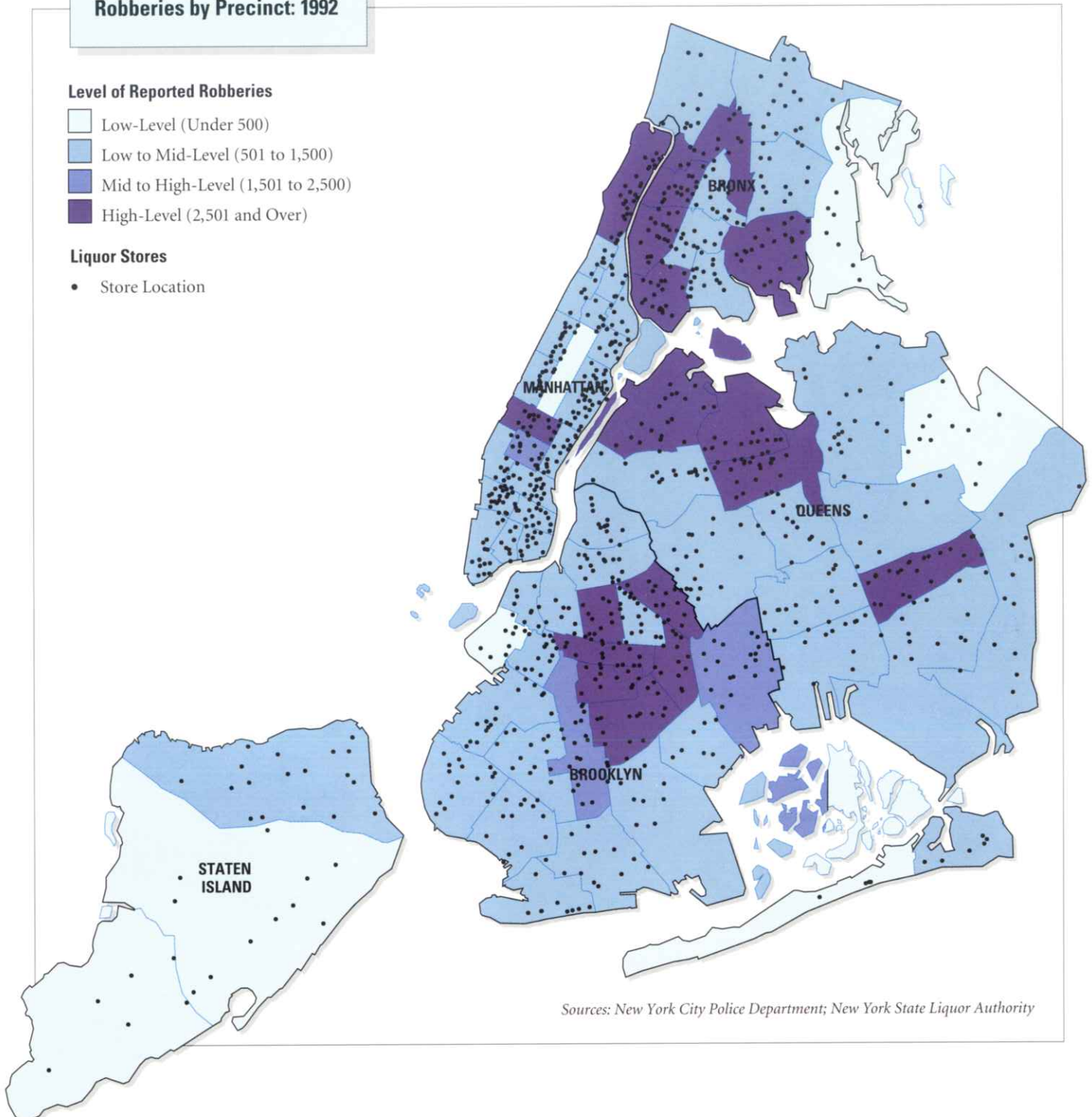
Robberies by Precinct: 1992

Level of Reported Robberies

- Low-Level (Under 500)
- Low to Mid-Level (501 to 1,500)
- Mid to High-Level (1,501 to 2,500)
- High-Level (2,501 and Over)

Liquor Stores

- Store Location



Sources: New York City Police Department; New York State Liquor Authority

¹“Disorder not only sparks concern and fear among neighborhood residents; it may actually increase the level of serious crime. Disorder erodes what control neighborhood residents can maintain over local events and conditions. It drives out those for whom stable community life is important . . . threatens house prices and discourages investment. In short, disorder is an instrument of destabilization and neighborhood decline” (Skogan, 1990:3).

Murder and Guns

In 1992, there were 1,995 reported homicides in New York City, 77 percent of which were committed with a gun. The number of homicides involving firearms in the city rose steadily from 1985 through

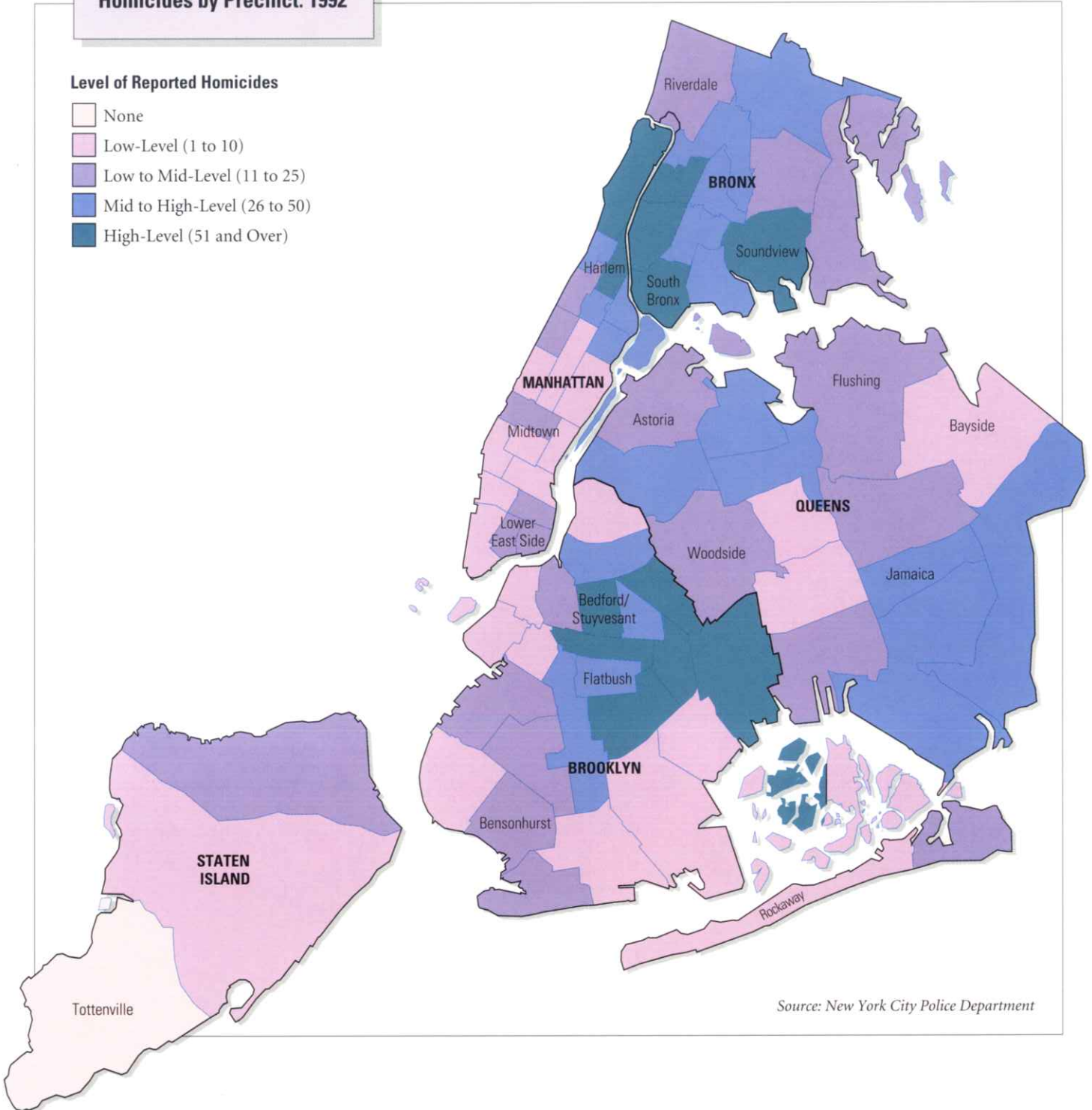
1991, then fell slightly in 1992.

In 1992, New York City ranked sixth of the ten largest U.S. cities (and tenth of the 25 largest) in its rate of murder and nonnegligent manslaughter.¹

Homicides by Precinct: 1992

Level of Reported Homicides

- None
- Low-Level (1 to 10)
- Low to Mid-Level (11 to 25)
- Mid to High-Level (26 to 50)
- High-Level (51 and Over)



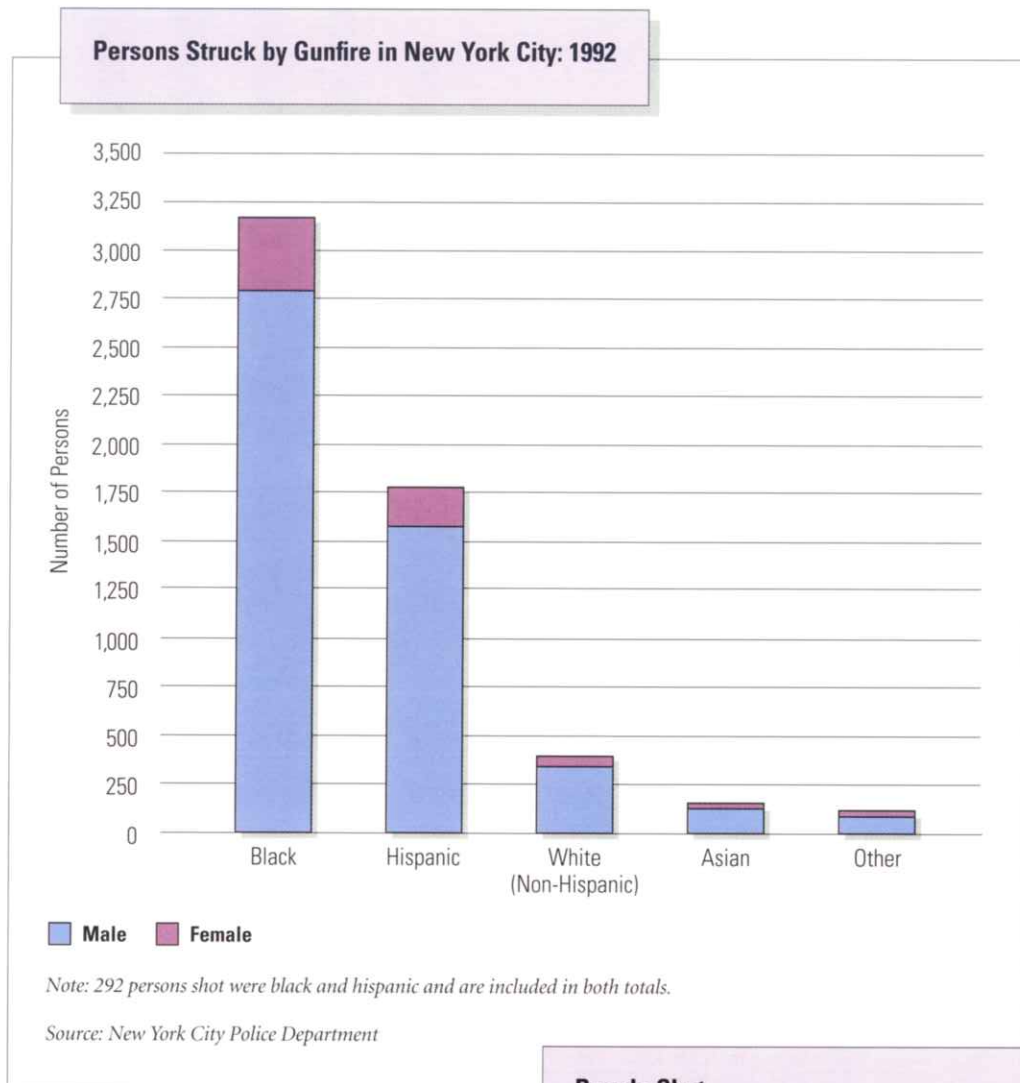
Source: New York City Police Department

¹ Both rankings exclude Chicago, which did not supply data to the FBI in compliance with UCR reporting guidelines. Had Chicago been included, it would have ranked ahead of New York in both lists.

Crime as a Health Risk

In recent years, medical professionals have included homicides in tabulations of health statistics. A recent report by the United Hospital Fund² shows that in 1992, homicide was the leading cause of death (after AIDS) for males aged 25 to 44 in New York City.

For females aged 25 to 44 homicide ranked fourth after AIDS, malignant neoplasms (cancers), and heart diseases. Drug dependence was the fourth leading cause of death for males 25 to 44 and fifth for females in the same age bracket.

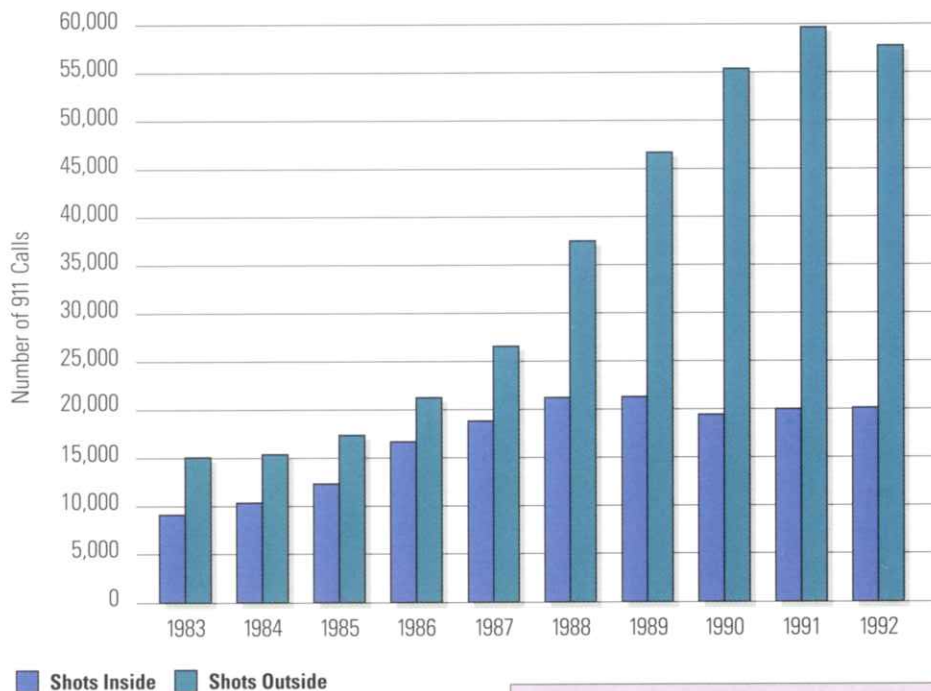


People Shot

The gender and ethnic distributions of people shot in 1992 reveal how heavily the risk of being shot weighs on black males.

² Health Care Annual, 1992.

911 Calls to Police for "Shots Fired": 1983-1992

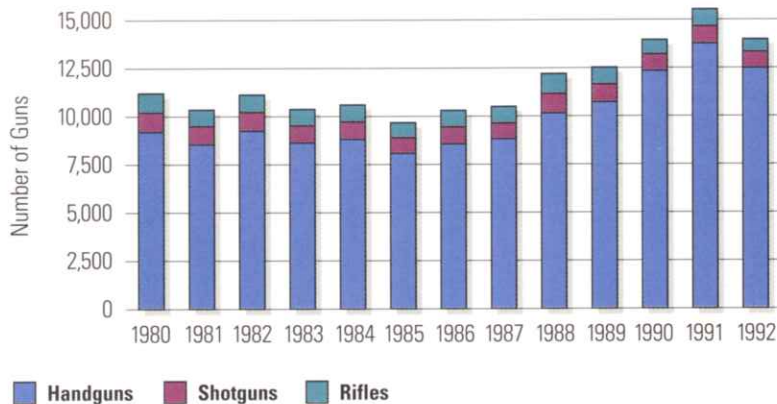


Source: New York City Police Department

Shots Fired

The sound of gunfire in a neighborhood is often cited by residents as a sign of deteriorating quality of life. The number of calls to the police reporting gunfire outside rose consistently from 1983 (when the police began counting them) through 1991, dropping slightly in 1992.

Guns Received by NYPD Ballistics Section: 1980-1992

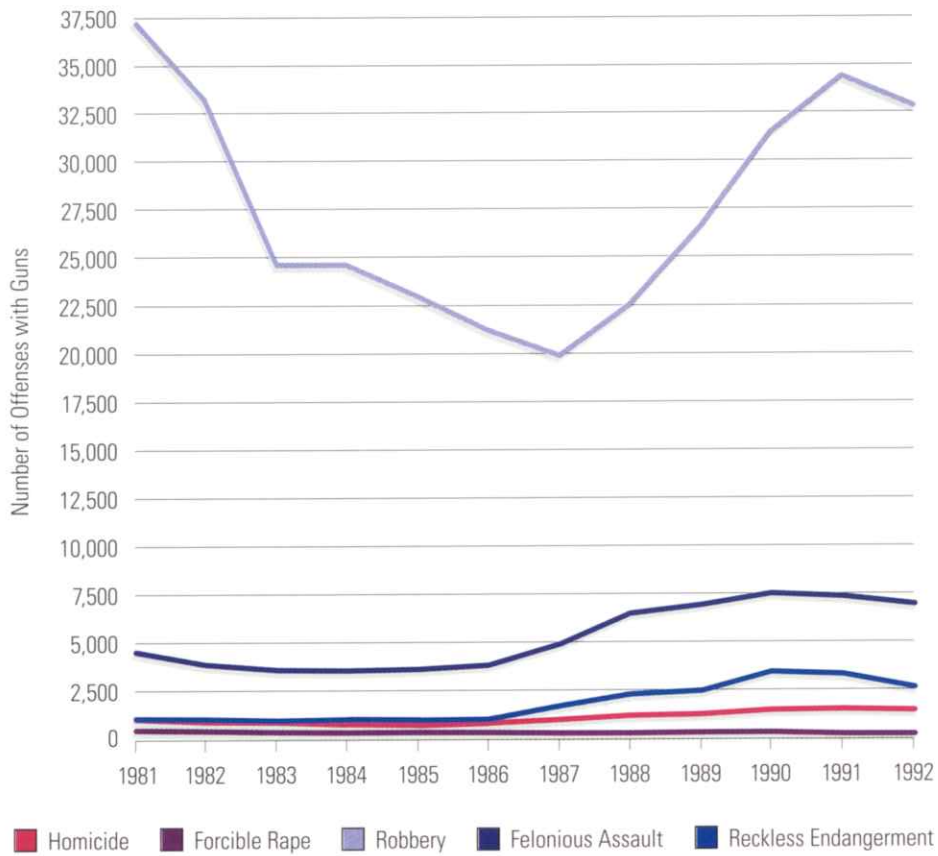


Source: New York City Police Department

Guns Seized

All guns obtained by the police are examined by the Police Department's ballistics section. In many cases where a firearm was used, however, no weapon is recovered by the police.

Violent Offenses Committed with Firearms: 1981-1992



Source: New York City Police Department

Armed and Dangerous

Although guns are commonly thought to be more widely available today than a decade ago, statistics on their use in the course of crimes in New York City paint a more complicated picture. The number of reported assaults with guns has doubled since 1983, yet the number of reported robberies committed with guns is lower today than it was in 1981 or 1982. Still, armed robberies with guns have risen dramatically since 1987, beginning to fall again in 1992.

Gentrification and Crime

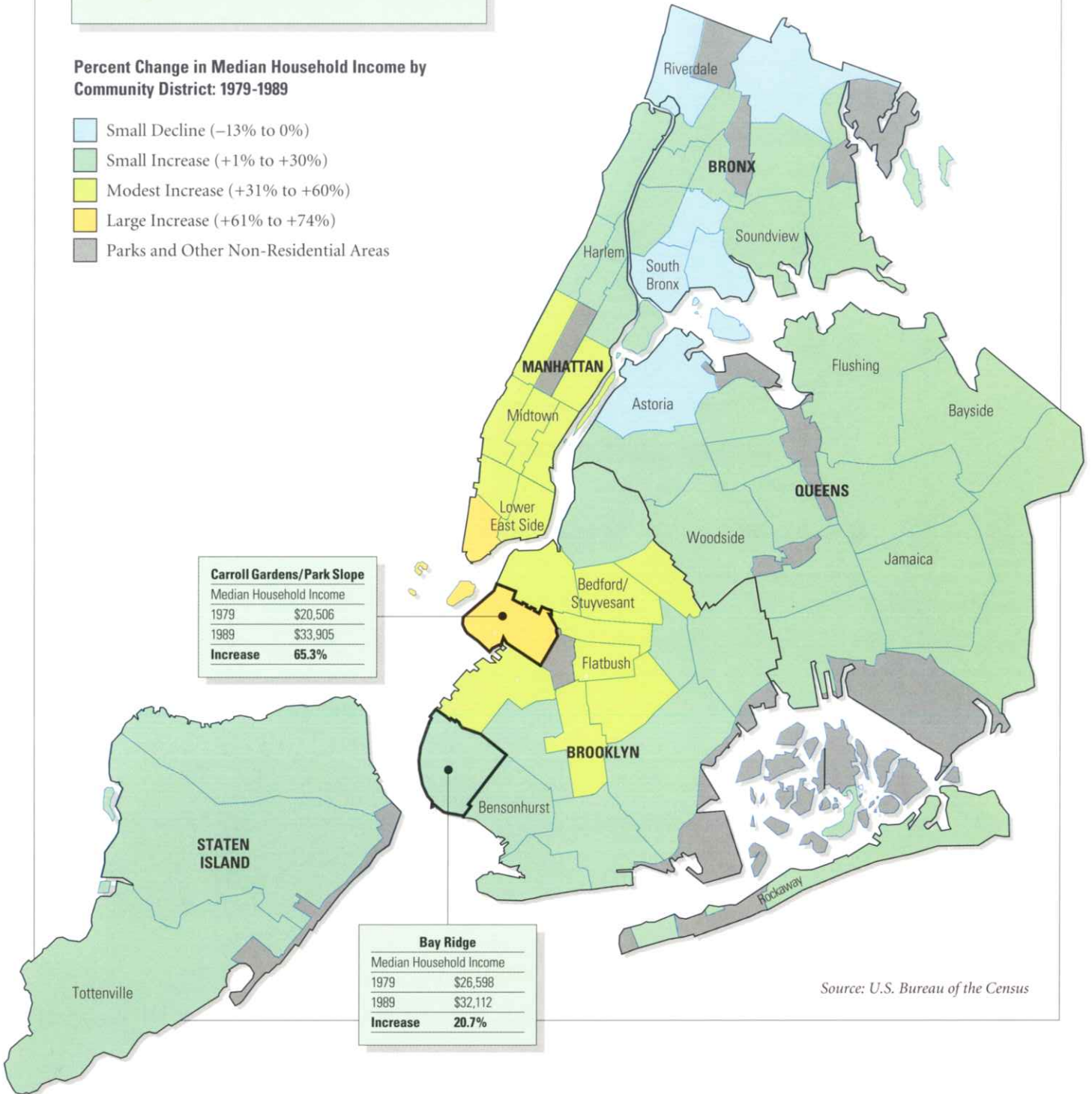
Neighborhoods with high income levels tend to exhibit low levels of violent crime, but a steep rise in the income of a neighborhood may be accompanied by an increase in violent crimes. This is illustrated here

through a comparison of crime in two areas that had equally high incomes in 1990, after one of the areas had many of its working class families replaced by young professionals in the 1980s.

Change in Household Income in the 1980s

Percent Change in Median Household Income by Community District: 1979-1989

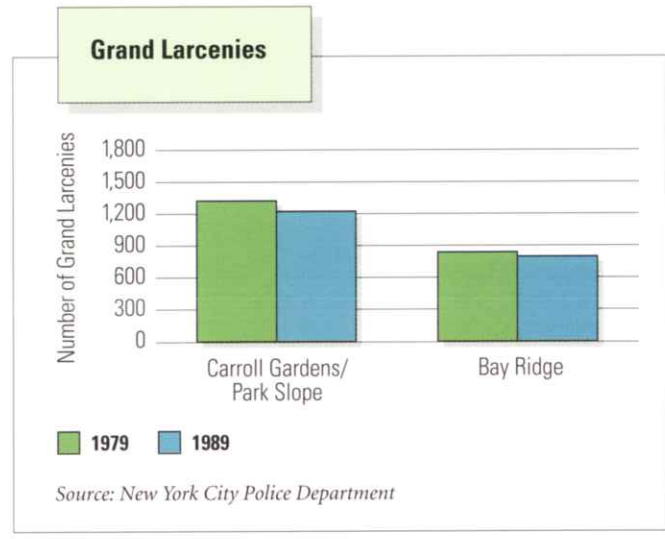
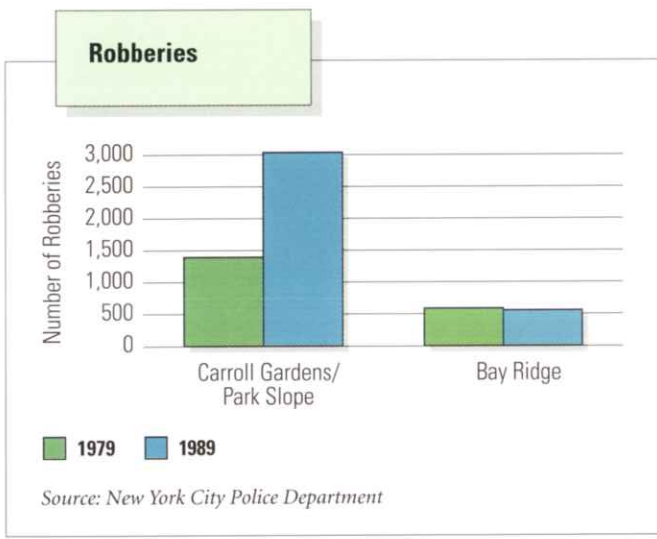
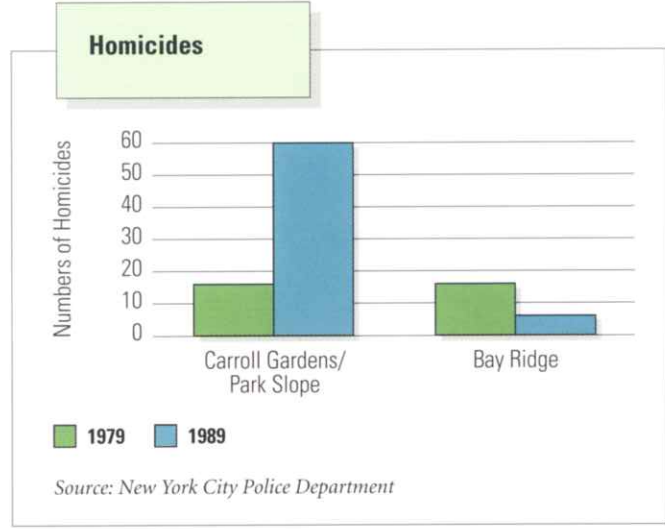
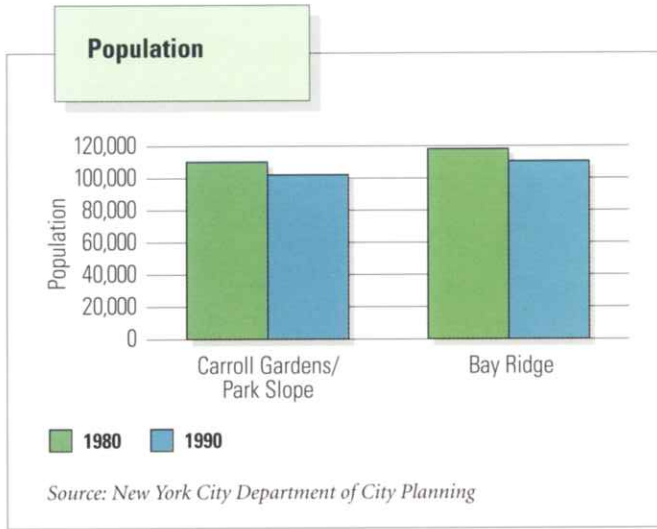
- Small Decline (-13% to 0%)
- Small Increase (+1% to +30%)
- Modest Increase (+31% to +60%)
- Large Increase (+61% to +74%)
- Parks and Other Non-Residential Areas



Source: U.S. Bureau of the Census

Over the 1980s, median household income in Brooklyn's Carroll Gardens and Park Slope neighborhoods grew at roughly two and a half times the rate in most of the city. By the end of the decade, median household income in those neighborhoods was among the highest in Brooklyn, roughly equal to that in Bay Ridge. Household income in Bay Ridge, however, had remained relatively stable through the decade.

Despite the similarities in income at the end of the decade, the incidence of violent crime was very different. As the Park Slope and Carroll Gardens neighborhoods changed, homicide and robbery soared, while the incidence of these crimes actually dropped in economically stable Bay Ridge. Property crime, by contrast, fell slightly in all these neighborhoods.



Victim Services and Compensation

In New York City, all victims of crime are entitled to services and, in some cases, compensation, whether or not an arrest is made. Some services, such as shelter from domestic violence, are available even if a victim

chooses not to report the crime to police.

Direct services such as counseling, shelter, and added security, are obtained through not-for-profit organizations, principally the Victim Services Agency.

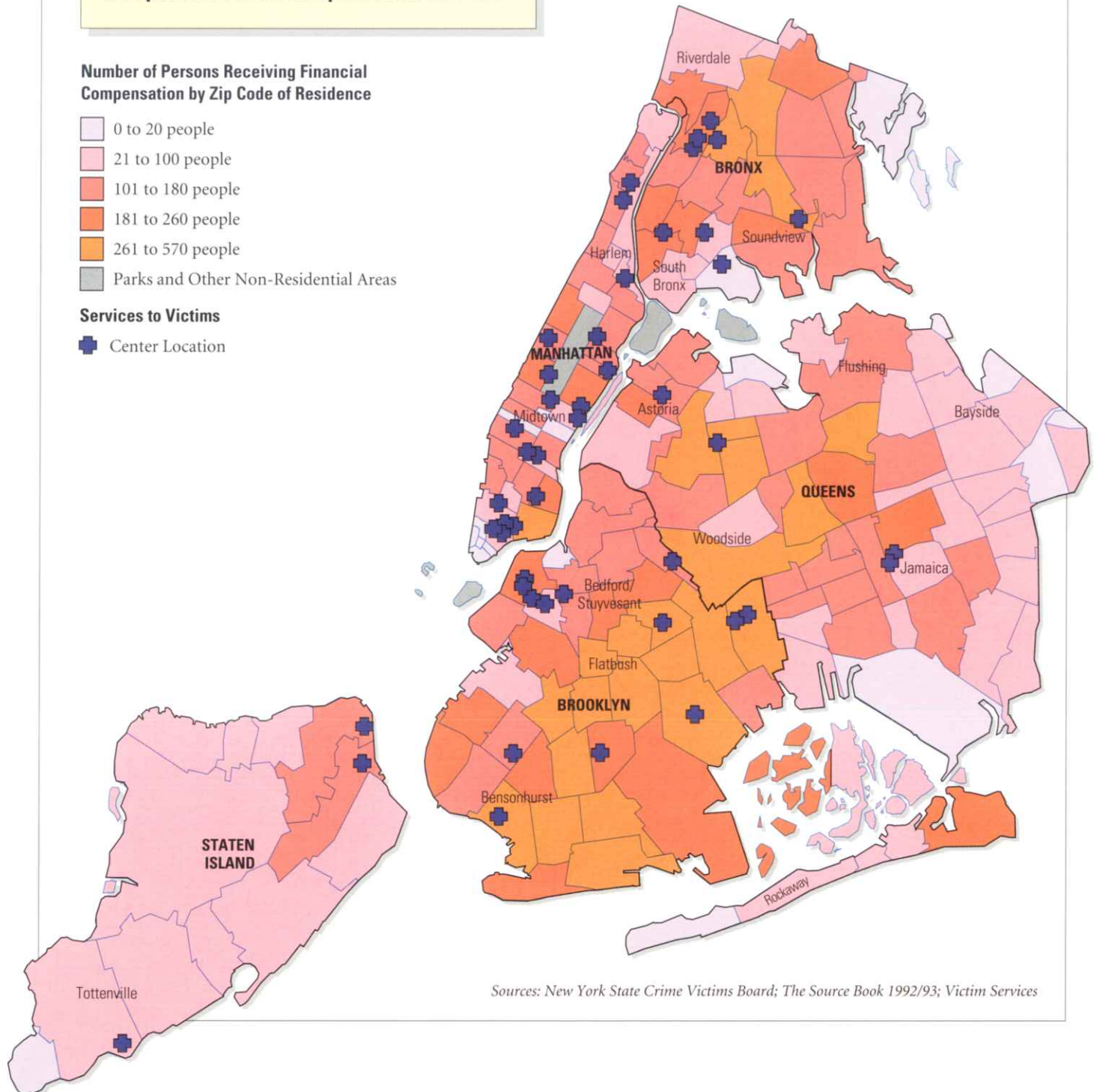
Recipients of Victim Compensation: 1990-1992

Number of Persons Receiving Financial Compensation by Zip Code of Residence

- 0 to 20 people
- 21 to 100 people
- 101 to 180 people
- 181 to 260 people
- 261 to 570 people
- Parks and Other Non-Residential Areas

Services to Victims

- + Center Location



Sources: New York State Crime Victims Board; The Source Book 1992/93; Victim Services

In addition, victims can obtain financial compensation from the state government through the Crime Victims Board. To receive an award, however, a victim must apply and the application must be granted. The board's

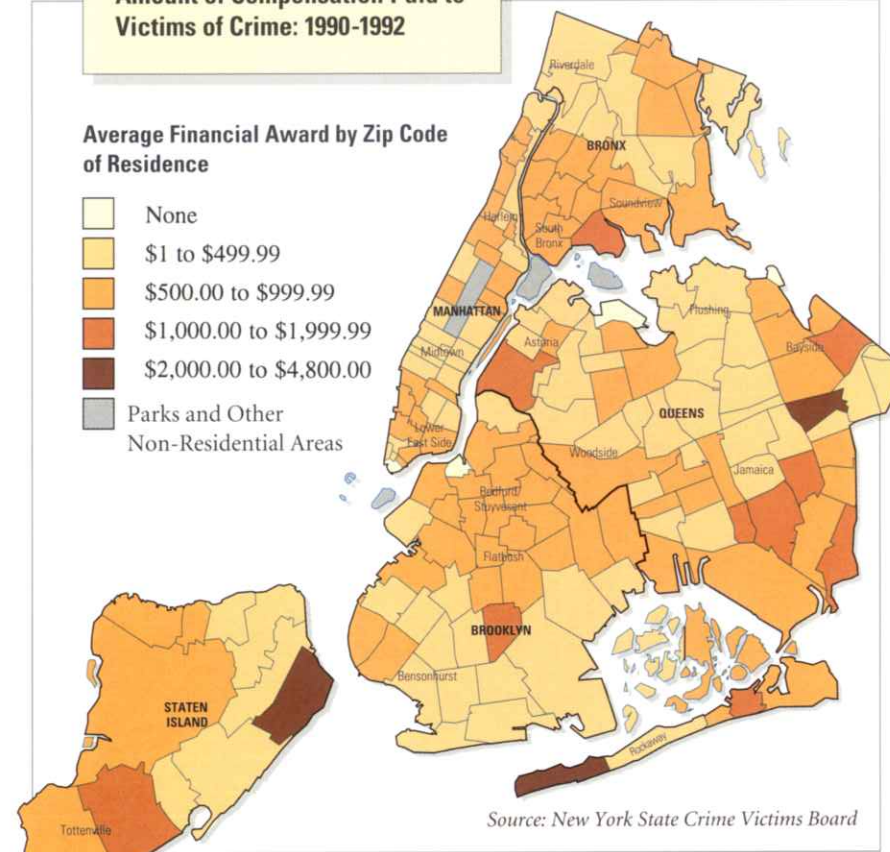
most recent report shows that 59 percent of the applications made were denied.¹

In New York City only about 7 percent of victims apply for compensation.

Amount of Compensation Paid to Victims of Crime: 1990-1992

Average Financial Award by Zip Code of Residence

- None
- \$1 to \$499.99
- \$500.00 to \$999.99
- \$1,000.00 to \$1,999.99
- \$2,000.00 to \$4,800.00
- Parks and Other Non-Residential Areas



Source: New York State Crime Victims Board

The Process of Justice

No precise data exist on the proportion of crimes resulting in a conviction, but researchers know that the percentage is quite small.

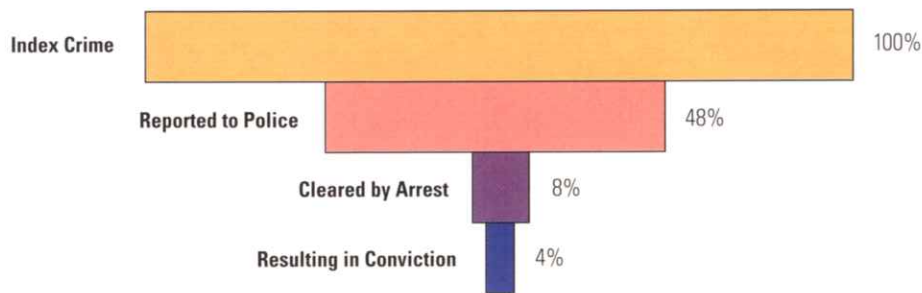
Estimates from a variety of sources over the last several years suggest that approximately 4 percent of Index crimes in New York City result in a conviction.

- The 1974 Victimization Survey for New York City found that 48 percent of Index crimes were reported to police. Although no more recent data exist for New York City, the national rate at which these crimes are reported has remained relatively constant over the last two decades.

- Data for 1992 show that about 1 in 6 Index crimes reported are "cleared by arrest" of at least one suspect.

- A random sample of 1989 arrests in New York City shows that approximately half of arrests for Index crimes lead to conviction.

Index Crimes Resulting in a Conviction



Sources: U.S. Department of Justice (for Percent Reported); New York State Division of Criminal Justice Services (for Percent Cleared by Arrests); New York City Criminal Justice Agency (for Percent Resulting in Conviction)

¹Crime Victims Board 1990-91 Annual Report.

Policing

Police precincts in New York City are different sizes and serve different numbers of people, so the numbers of police assigned to patrol vary from one precinct to another. Patrol strength is one of several factors affecting the level of crime in any location, but it may take a large addition of police officers to deter a modest

amount of crime. Research conducted twenty years ago in Manhattan found a net decline of 23.7 crimes per week in the face of a 40 percent increase in police strength in the 20th Precinct. Auto theft, grand larceny, and robbery, were among the crimes reduced.¹

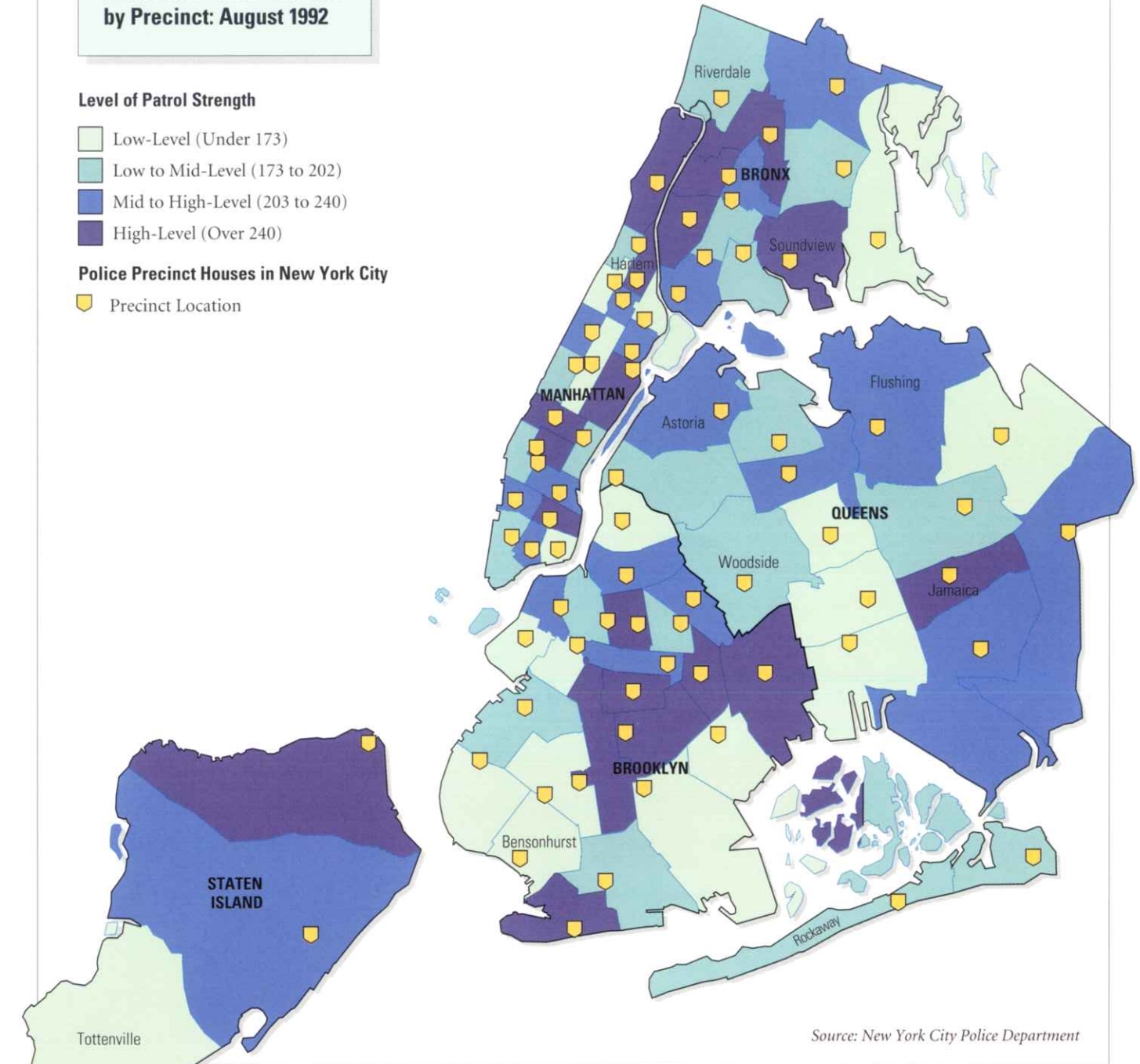
Uniformed Police Officers by Precinct: August 1992

Level of Patrol Strength

- Low-Level (Under 173)
- Low to Mid-Level (173 to 202)
- Mid to High-Level (203 to 240)
- High-Level (Over 240)

Police Precinct Houses in New York City

- Precinct Location



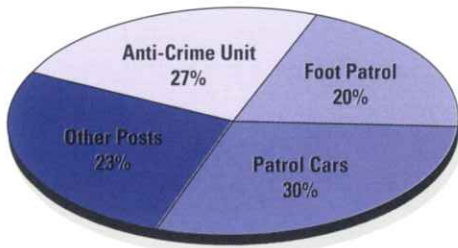
Source: New York City Police Department

¹ Press, 1971.

Police Work

The 36,000-person New York City Police Department included 28,613 uniformed officers at the end of 1992. The average daily enforcement strength of the police department in 1992 was 9,911.

Deployment of Patrol Officers by Assignment: 1992



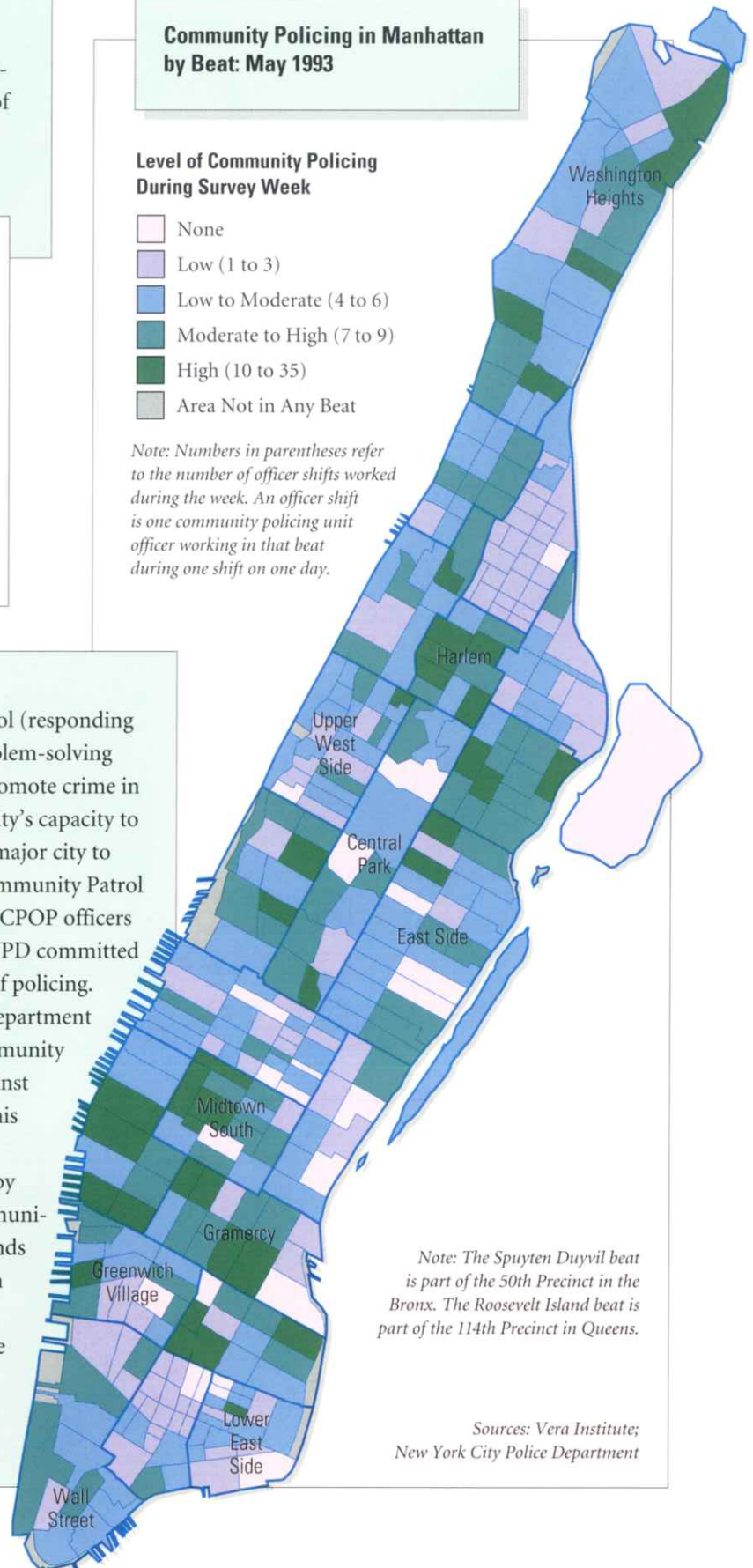
Source: Citizens Budget Commission

Community Policing in Manhattan by Beat: May 1993

Level of Community Policing During Survey Week



Note: Numbers in parentheses refer to the number of officer shifts worked during the week. An officer shift is one community policing unit officer working in that beat during one shift on one day.



Note: The Spuyten Duyvil beat is part of the 50th Precinct in the Bronx. The Roosevelt Island beat is part of the 114th Precinct in Queens.

Sources: Vera Institute; New York City Police Department

Community Policing

Community Policing is a shift from reactive patrol (responding to crime scenes and making arrests) to proactive problem-solving (working to identify and eliminate conditions that promote crime in a neighborhood and helping to develop the community's capacity to prevent crime and disorder). New York was the first major city to undertake the shift when the NYPD launched the Community Patrol Officer Program (CPOP) in 1984. By 1987 about 800 CPOP officers were assigned to permanent beats and in 1991 the NYPD committed itself to department-wide adoption of this new style of policing.

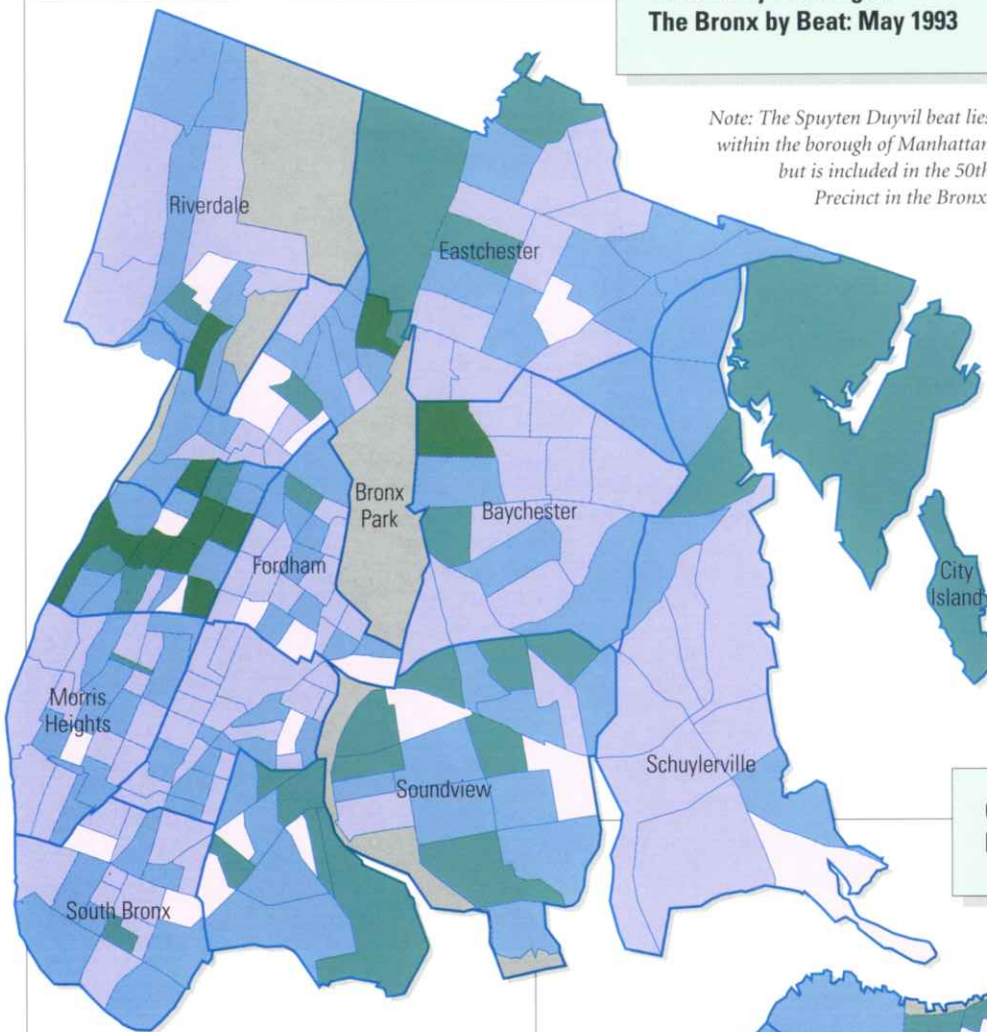
In May 1993, the Vera Institute and the Police Department conducted the first census of officers assigned to community policing units. This census can serve as a baseline against which to view the Department's implementation of this aspect of its plan, scheduled to take several years.

The number of officers working in a beat is not, by itself, a sufficient measure of the strength of the community policing effort. Effective community policing depends on more than the number of officers deployed in each beat. Recent research suggests that the building of mutual trust between police and communities and the mobilization of non-police resources for enhancing the quality of life are also crucial to the success of community policing.²

²Rosenbaum, 1988; McElroy, et al., 1993.

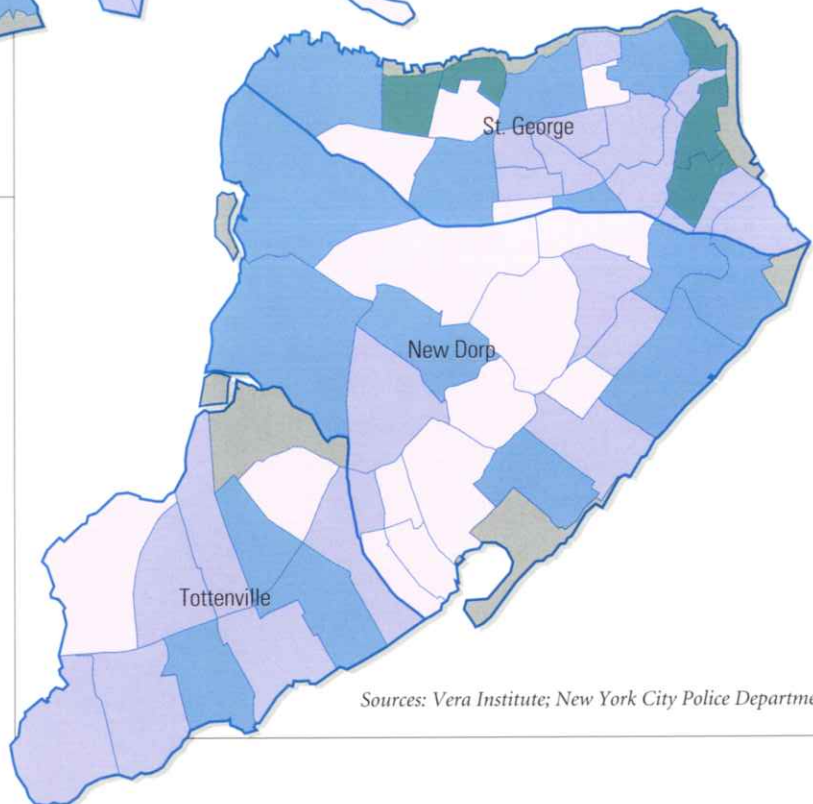
**Community Policing in
The Bronx by Beat: May 1993**

*Note: The Spuyten Duyvil beat lies
within the borough of Manhattan
but is included in the 50th
Precinct in the Bronx.*



Sources: Vera Institute; New York City
Police Department

**Community Policing in Staten
Island by Beat: May 1993**



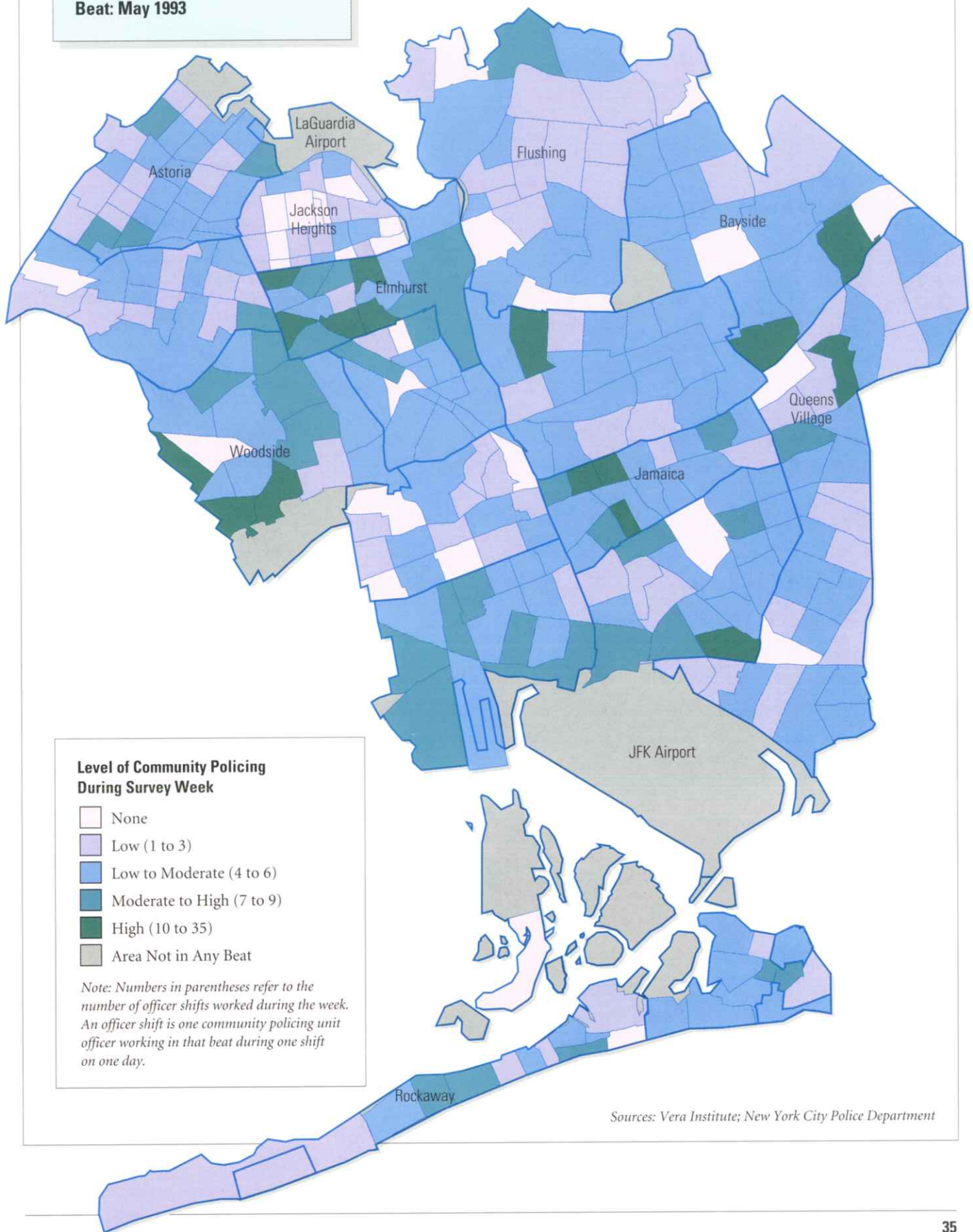
Sources: Vera Institute; New York City Police Department

**Level of Community Policing
During Survey Week**

- None
- Low (1 to 3)
- Low to Moderate (4 to 6)
- Moderate to High (7 to 9)
- High (10 to 35)
- Area Not in Any Beat

Note: Numbers in parentheses refer to the number of officer shifts worked during the week. An officer shift is one community policing unit officer working in that beat during one shift on one day.

Community Policing in Queens by Beat: May 1993



Sources: Vera Institute; New York City Police Department

Community Policing in Brooklyn by Beat: May 1993

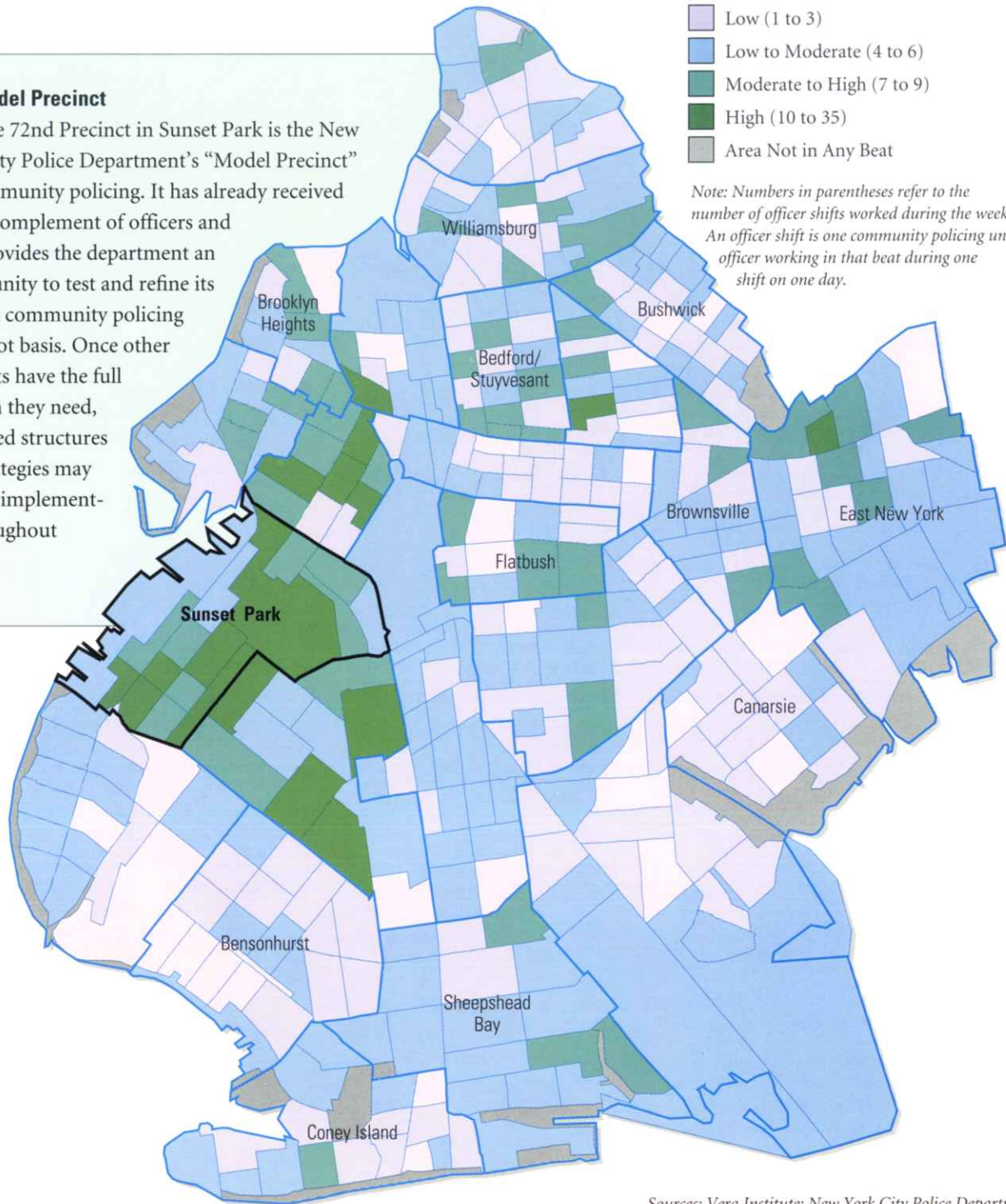
The Model Precinct

The 72nd Precinct in Sunset Park is the New York City Police Department's "Model Precinct" for community policing. It has already received its full complement of officers and thus provides the department an opportunity to test and refine its plan for community policing on a pilot basis. Once other precincts have the full strength they need, improved structures and strategies may then be implemented throughout the city.

Level of Community Policing During Survey Week

- None
- Low (1 to 3)
- Low to Moderate (4 to 6)
- Moderate to High (7 to 9)
- High (10 to 35)
- Area Not in Any Beat

Note: Numbers in parentheses refer to the number of officer shifts worked during the week. An officer shift is one community policing unit officer working in that beat during one shift on one day.



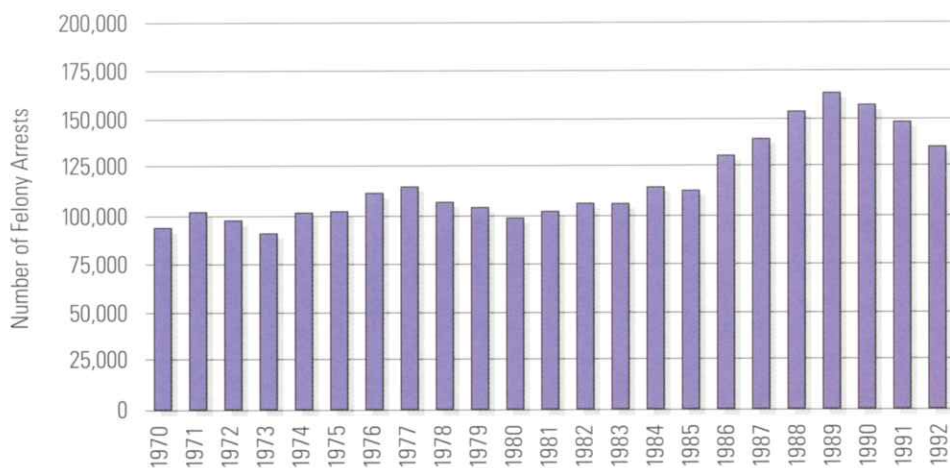
Sources: Vera Institute; New York City Police Department

Arrest

Local police departments in New York City arrested approximately 189,000 people in 1992. For a child growing up in urban America, the odds of being stopped by police before the age of 18 have been estimated at about

one in three.¹ Self-report surveys, sometimes criticized as unreliable, consistently show that far more people from all walks of life than are arrested admit to having engaged in criminal behavior.²

Felony Arrests in New York City: 1970-1992

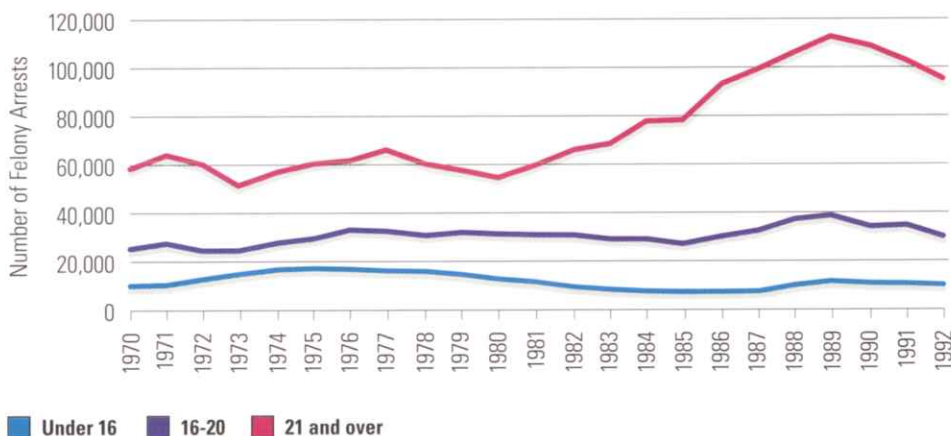


Sources: New York City Police Department; Criminal Justice Coordinating Council

Felony Arrests

The number of felony arrests has been falling steadily since 1989. Felony arrests in the first three months of 1993 were 5.4 percent below the number for the same period a year earlier.

Felony Arrests by Age: 1970-1992



Sources: New York City Police Department; Criminal Justice Coordinating Council

Age and Crime

Reports of juveniles with guns may be proliferating, but the proportion of juveniles arrested for serious crimes has not increased much over the last two decades. Rather, those 21 years and older make up the vast majority of those arrested on felony charges.

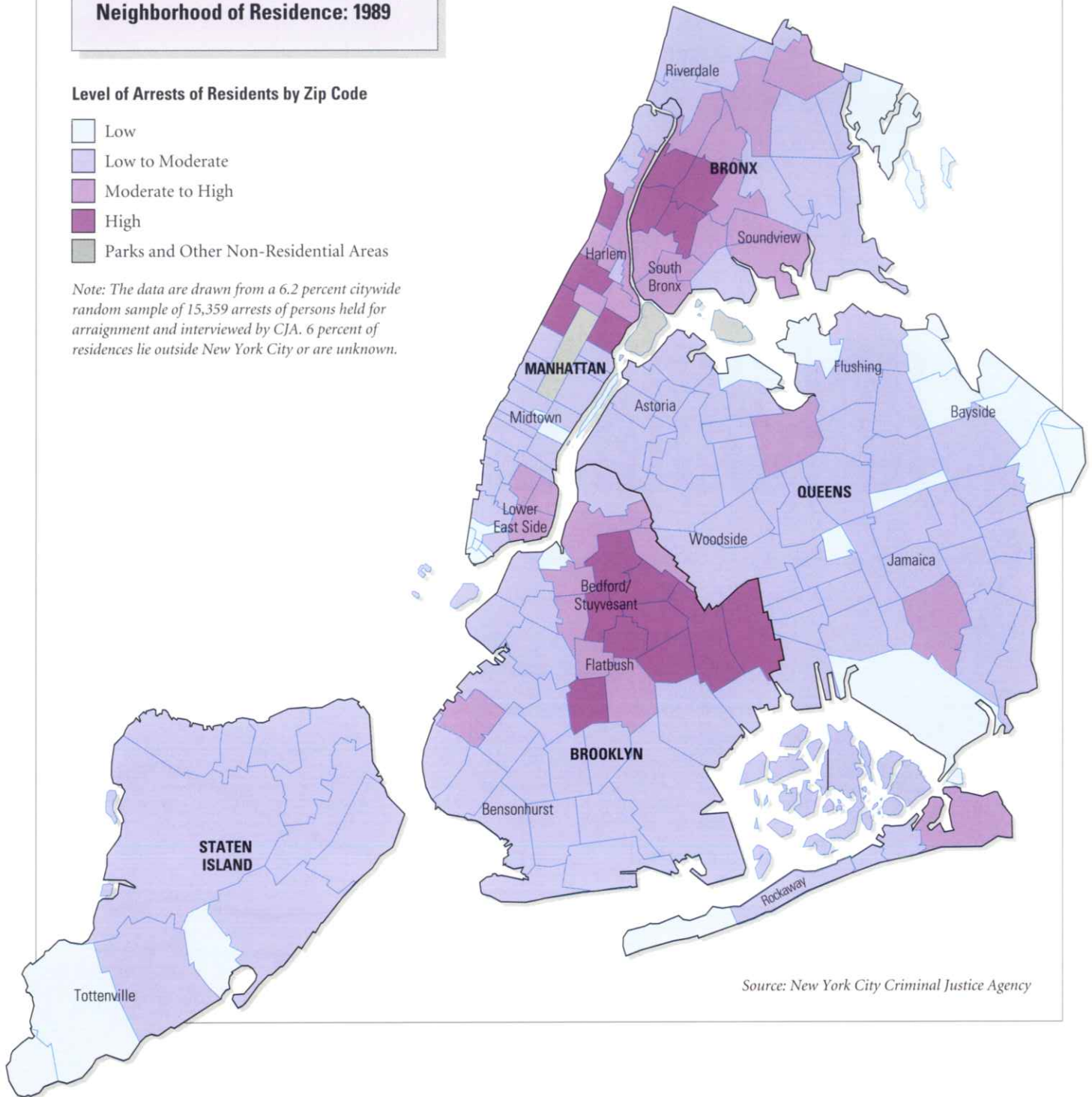
¹ Krisberg, 1993, p. 56.
² See Clear and Cole (1986) for a review.

Distribution of Persons Arrested by Neighborhood of Residence: 1989

Level of Arrests of Residents by Zip Code

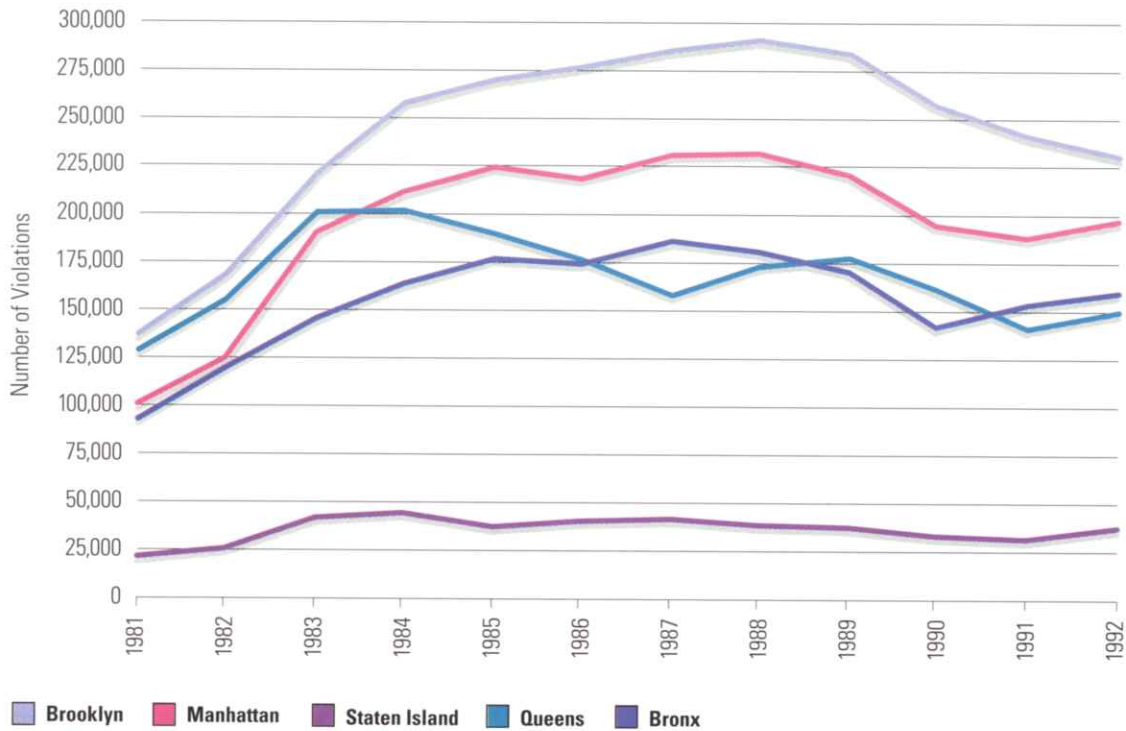
- Low
- Low to Moderate
- Moderate to High
- High
- Parks and Other Non-Residential Areas

Note: The data are drawn from a 6.2 percent citywide random sample of 15,359 arrests of persons held for arraignment and interviewed by CJA. 6 percent of residences lie outside New York City or are unknown.



Source: New York City Criminal Justice Agency

Arrests and Summonses for Hazardous Traffic Violations by Borough: 1981-1992



Note: The NYPD defines a hazardous violation as any one of the following: intoxicated/impaired driving; alcohol impaired driving; reckless driving; backing unsafely; defective brakes; following too closely; improper passing; failure to keep right; failure to give a pedestrian right-of-way; failure to give vehicle right-of-way; disobeying a traffic sign; failure to stop at the signal; improper turn; unlicensed operating (of a vehicle).

Source: New York City Police Department

Traffic Offenders

Traffic violations usually result in a summons rather than an arrest, but a series of recent deaths has increased public awareness of the danger posed by these offenses. The numbers of arrests and summonses has been growing slightly in every borough except Brooklyn, where the number continues to decline.

Drugs

Most use and sale of illegal drugs occurs in private locations and, being difficult to detect, does not result in arrest. Consequently, patterns of arrest reveal more about police activity and strategy than they do about drug use itself.

Recent research indicates that the association

between drugs and other crime varies with the type and number of drugs used, the length of use, and the user's life circumstances including age, gender, wealth, employment status and prospects, and prior arrests.¹

Drug use is often part of a web of social problems in an individual's life, but its effects are not limited to the

Drug Enforcement and Treatment

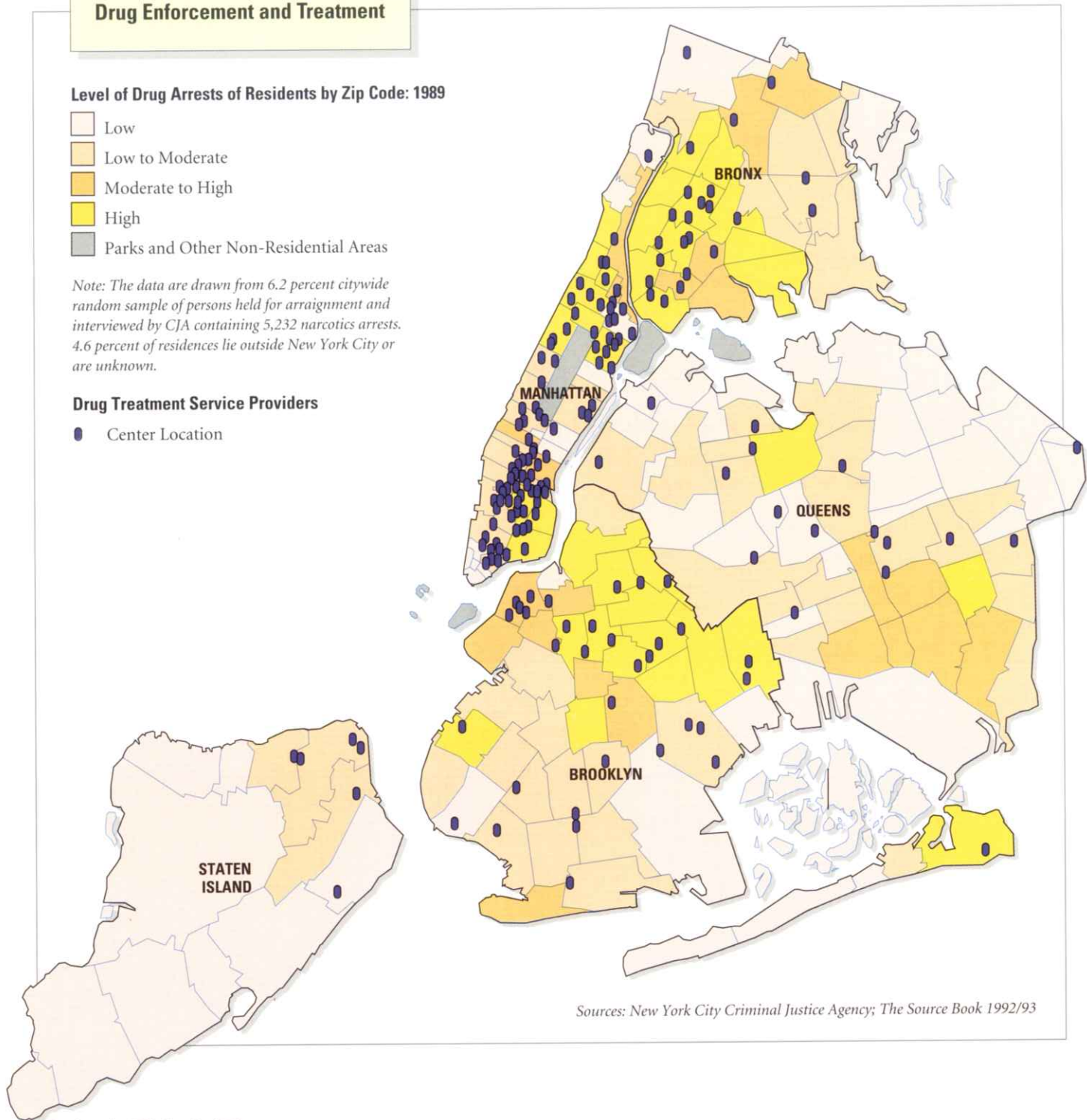
Level of Drug Arrests of Residents by Zip Code: 1989

- Low
- Low to Moderate
- Moderate to High
- High
- Parks and Other Non-Residential Areas

Note: The data are drawn from 6.2 percent citywide random sample of persons held for arraignment and interviewed by CJA containing 5,232 narcotics arrests. 4.6 percent of residences lie outside New York City or are unknown.

Drug Treatment Service Providers

- Center Location



Sources: New York City Criminal Justice Agency; The Source Book 1992/93

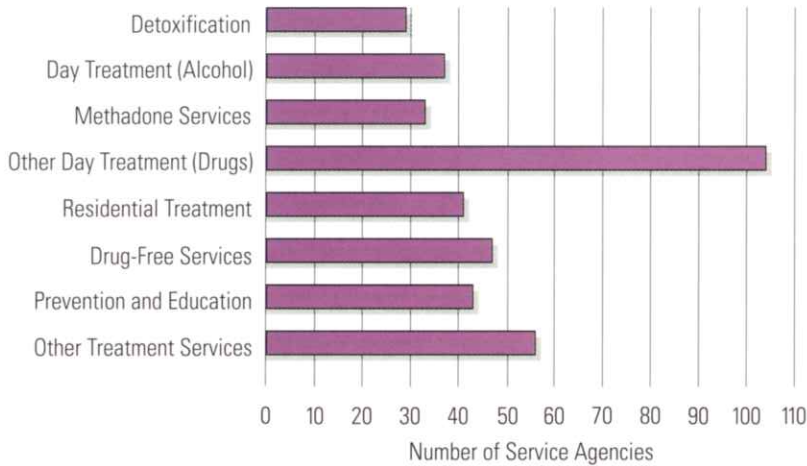
¹ Frank et al., 1992; Currie, 1993.

user. Drug use within a family often impacts others in the household, particularly children. An increase in the number of women using cocaine during pregnancy and after the birth of a child is reflected in a 650 percent increase in the volume of child abuse and neglect cases filed in the New York City Family Court over the 1980s.²

What has been termed the “spatial concentration”

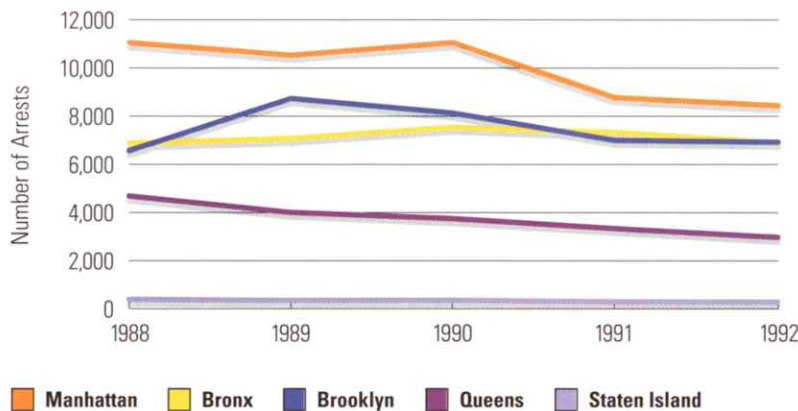
of drug use combined with other social problems points to the value of approaching crime and quality-of-life problems together.³ Treatment services have become important parts of such approaches in New York City, where a range of services from counseling and methadone maintenance to drug-free therapies are offered all over the city.

Number of Addiction Treatment Services by Type: 1992



Source: *The Source Book 1992/93*

Arrests for Felony Drug Sale Offenses: 1988-1992



Source: *New York State Division of Criminal Justice Services*

²Babies born to women admitting cocaine use increased from 625 in 1985 to 3,168 in 1989. More recent figures for 1991 show 2,239 births (Frank et al., 1992). Data from New York City Family Court is from Unified Court System, 1991.

³See Ards and Mincy, 1991.

City Jails

The New York City Department of Correction operates 16 jails (most of them on Rikers Island), 17 detention centers (some in the city courts), and three secure hospital wards; the department has a staff of almost 14,000, including 11,820 uniformed correction officers. The city also owns two institutions near the Canadian bor-

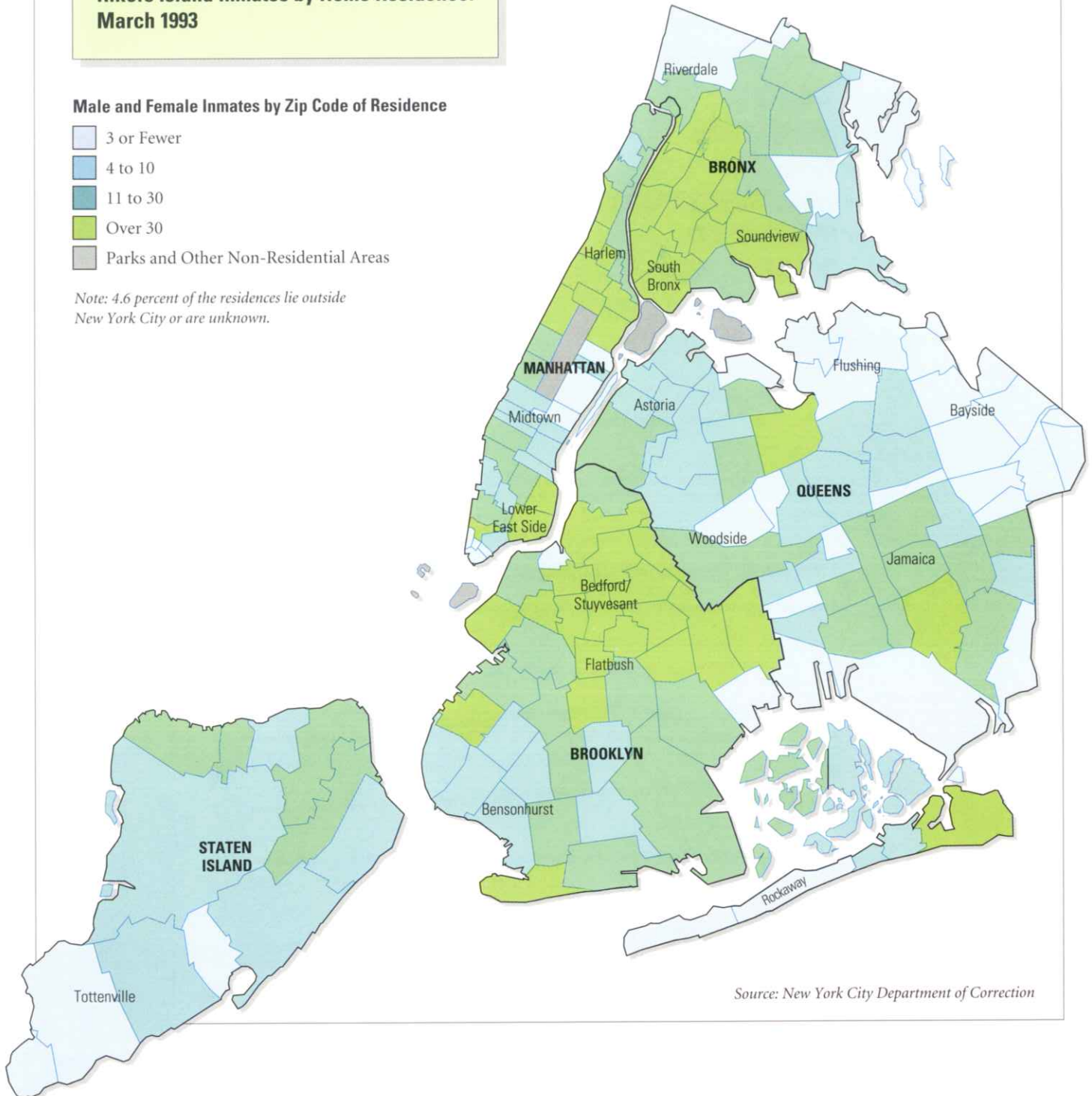
der, but these are now operated as prisons by the state. In the last two years, in addition to ending its use of these two upstate facilities, the city has closed two barges and two ferries that had been used as jails, and it has returned two shelters, that had been converted into jails, to the Human Resources Administration. These

**Rikers Island Inmates by Home Residence:
March 1993**

Male and Female Inmates by Zip Code of Residence

- 3 or Fewer
- 4 to 10
- 11 to 30
- Over 30
- Parks and Other Non-Residential Areas

Note: 4.6 percent of the residences lie outside New York City or are unknown.



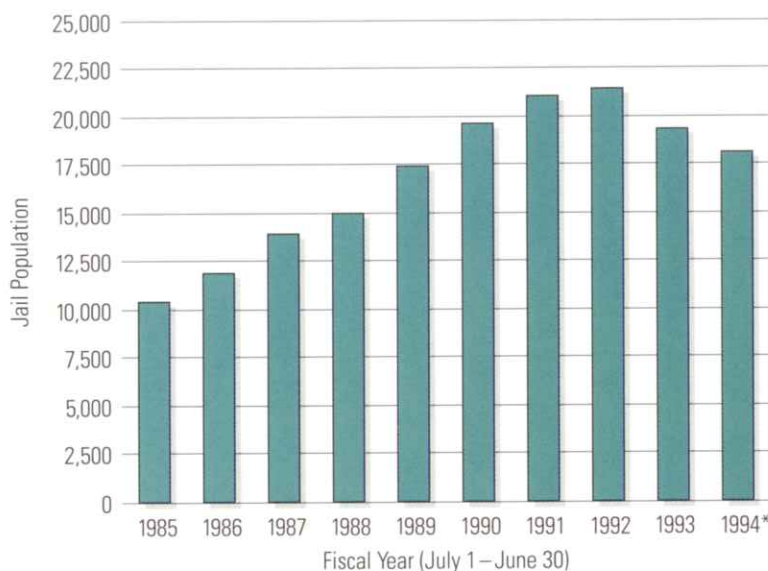
Source: New York City Department of Correction

closings have been possible because the inmate population has been falling for the last two years. In August 1993, the jail population was down to 17,812.

All inmates receive a physical health screening upon admission, including testing for HIV, AIDS, tuberculosis, and drug use, as well as psychological and

educational evaluations. Defendants detained awaiting trial or sentence are entitled to have three visits each week; inmates convicted and sentenced are permitted two. Inmates received an average of 2.1 visits each month in 1992, partly because of the time and trouble it takes the visitors to actually see the people they wish to visit.¹

Average Daily Population of New York City Jails: 1985-1994



*1994 figure is for period through August 1993.

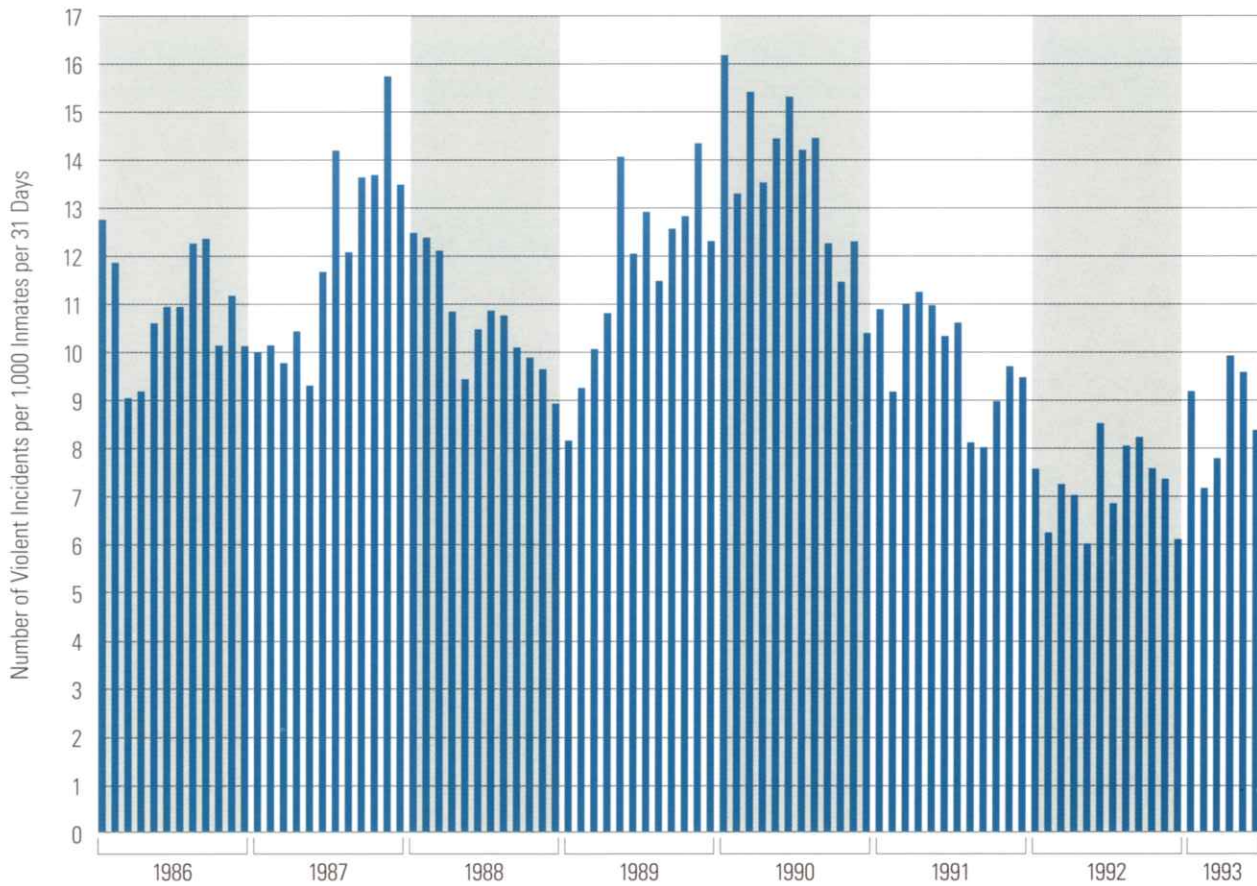
Source: New York City Department of Correction

Jails Versus Prisons

Jails house defendants awaiting trial, convicted offenders sentenced to less than a year of incarceration, and persons sentenced to more than a year of incarceration who are awaiting transfer to state prison. The New York City Department of Correction operates the city jails. Prisons house convicted offenders sentenced to periods of incarceration greater than a year. The New York State Department of Correctional Services operates prisons throughout the state. In August 1993, 69 percent of the 64,501 inmates in the state prisons were from New York City.

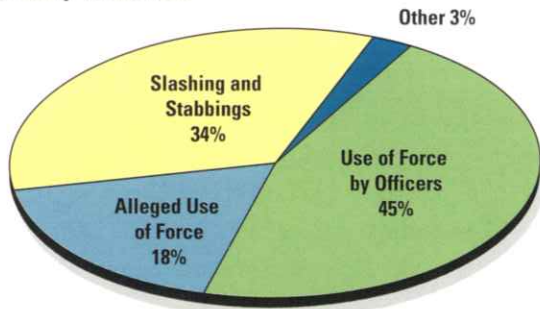
¹ Mead, 1993; Treen, 1976.

Rate of Violent Incidents in New York City Jails by Month: 1986-1993



Source: New York City Board of Correction

Violent Incidents in City Jails by Type of Incident: January - June 1993



Total Incidents = 1,365

Source: New York City Board of Correction

Violence in the Jails

The New York City Board of Correction monitors various aspects of the operation of the Department of Correction, including violent incidents within the jails as reported by the department and by inmates. Because the definitions used by the department change from time to time, the Board of Correction keeps two sets of figures. The figures for violent incidents over time continue to rely on definitions used in the mid-1980s. The more detailed figures for 1993 use the current definitions and therefore include slightly more incidents. Assaults within jails are rarely treated as crimes by the rest of the criminal justice system.

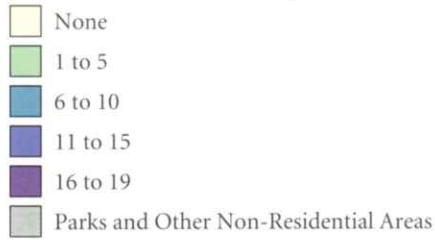
Women in Jail

Women made up 8.8 percent of the inmates in August 1993. Incarcerated women are more likely than

their male counterparts to be primary or sole caretakers of children prior to their incarceration.

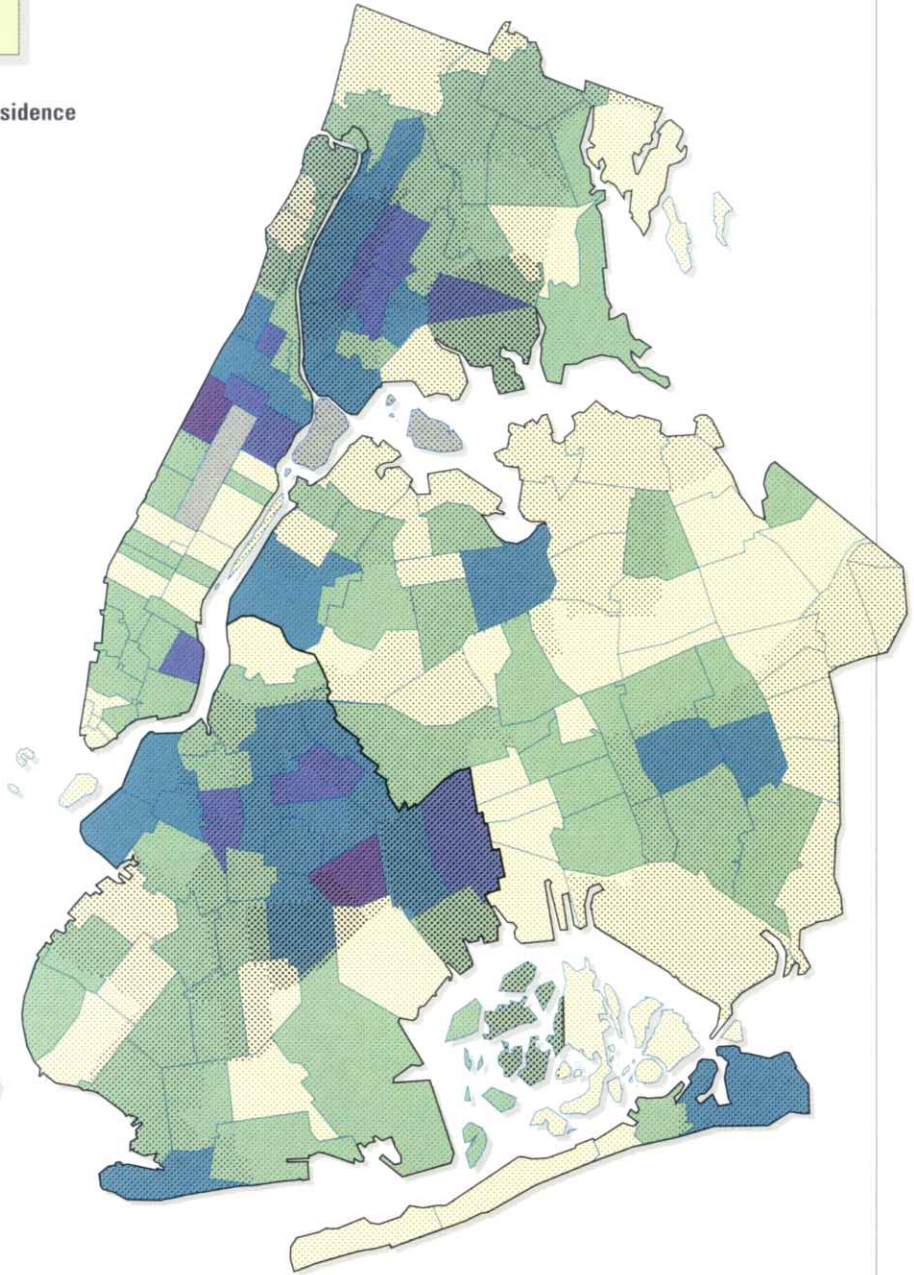
Women Inmates on Rikers Island by Home Residence: March 1993

Number of Female Inmates by Zip Code of Residence



Note: 3.2 percent of the residences lie outside New York City or are unknown.

Density of Female-Headed Households with Related Children Under 18 by Precinct: 1990



Sources: New York City Department of Correction; U.S. Bureau of the Census

Prosecution

The district attorneys in each county are independently elected and establish their own policies. These policies are then interpreted and executed in individual cases by hundreds of assistant district attorneys. In addition to the five county District Attorneys, the city has a Special Narcotics Prosecutor whose office handles

cases in all boroughs, although most of these are prosecuted in Manhattan.

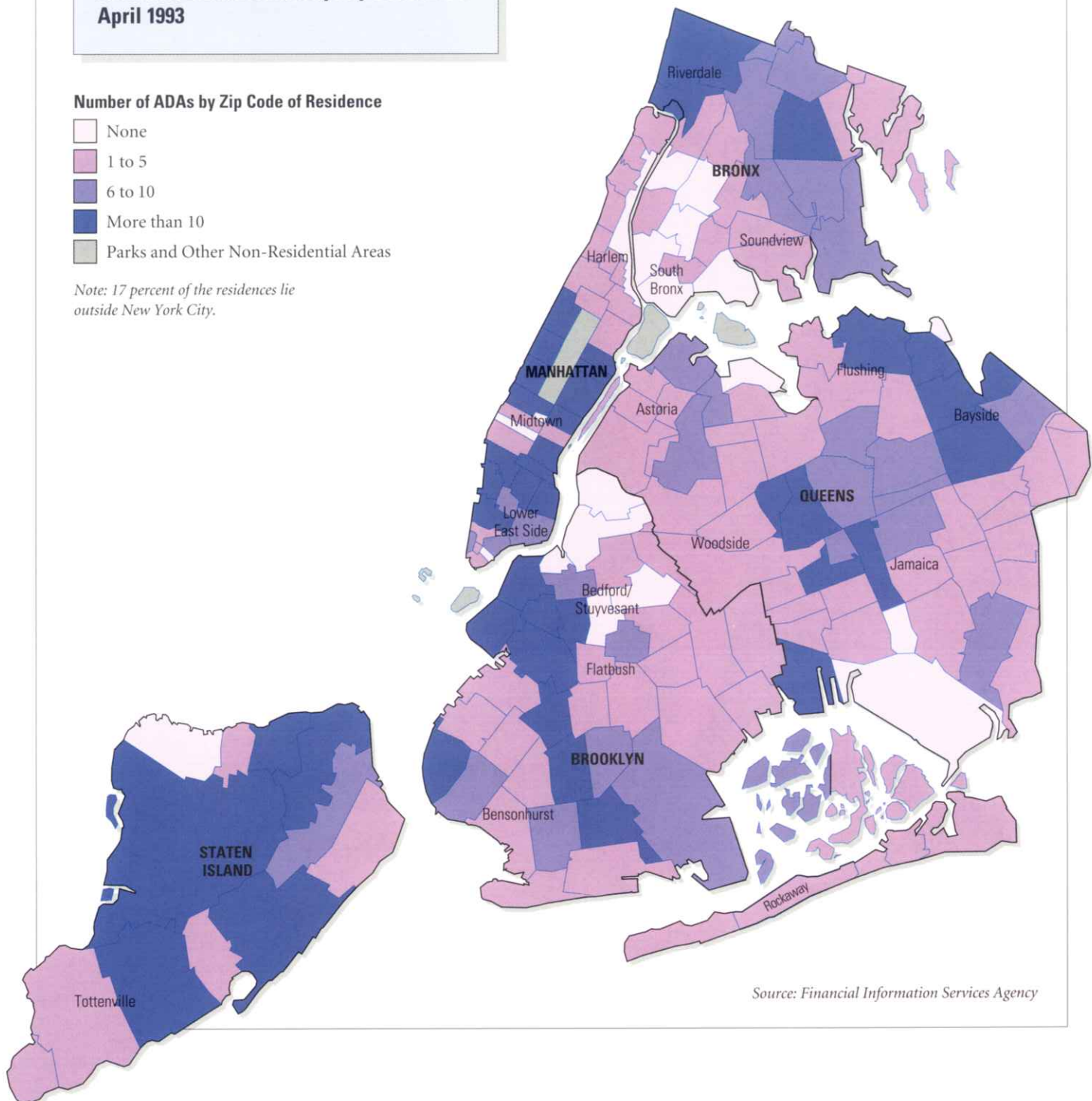
Assistant DAs are required by law to live within New York City, except those employed by the Manhattan District Attorney who have no residency requirement.

**Assistant District Attorneys by Residence:
April 1993**

Number of ADAs by Zip Code of Residence

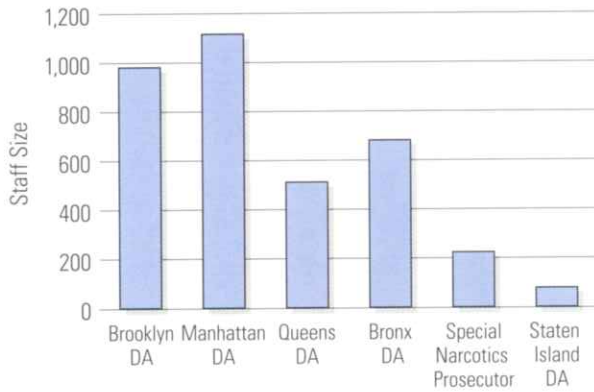
- None
- 1 to 5
- 6 to 10
- More than 10
- Parks and Other Non-Residential Areas

Note: 17 percent of the residences lie outside New York City.



Source: Financial Information Services Agency

Authorized Staff Size of District Attorney's Offices: Fiscal Year 1994

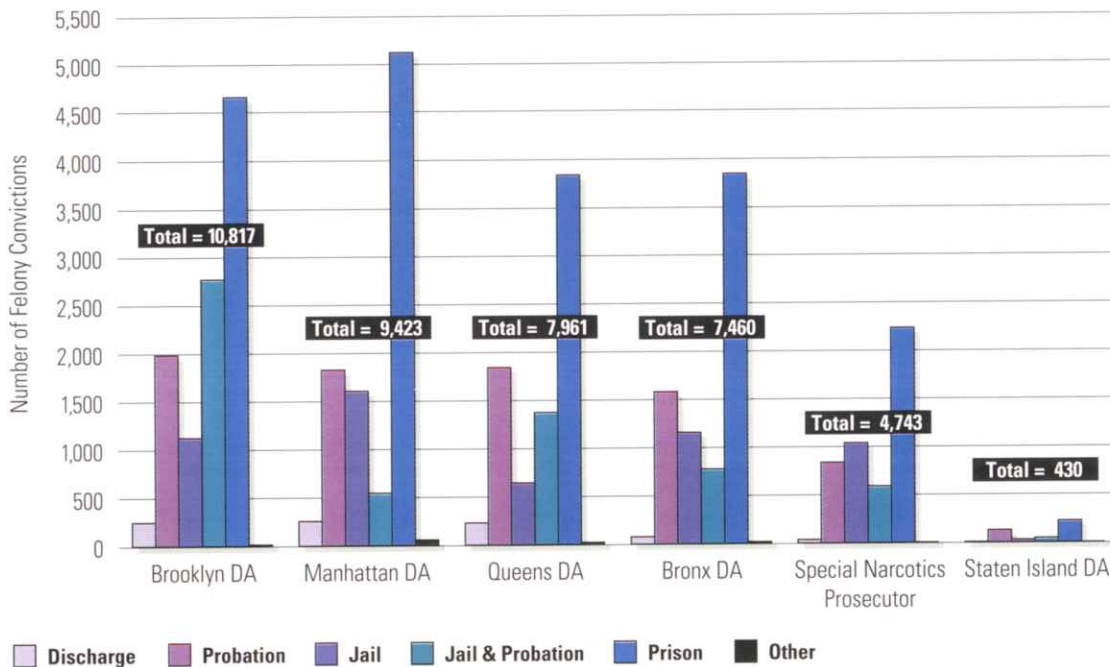


Source: New York City Office of Management and Budget

Plea and Sentence Bargaining

New York law and practice gives prosecutors substantial control over sentencing when defendants plead guilty. Because more than 90 percent of convictions are obtained through plea and sentence bargains, prosecution policies shape the sentencing patterns in each borough. Although the mix of cases and defendants may vary from borough to borough, broad differences in the use of prison, jail, and split sentences tend to reflect prosecutorial policies.

Convictions in Felony Cases by Prosecutor and Sentence Imposed: 1992



Source: New York State Division of Criminal Justice Services

Trial by Jury

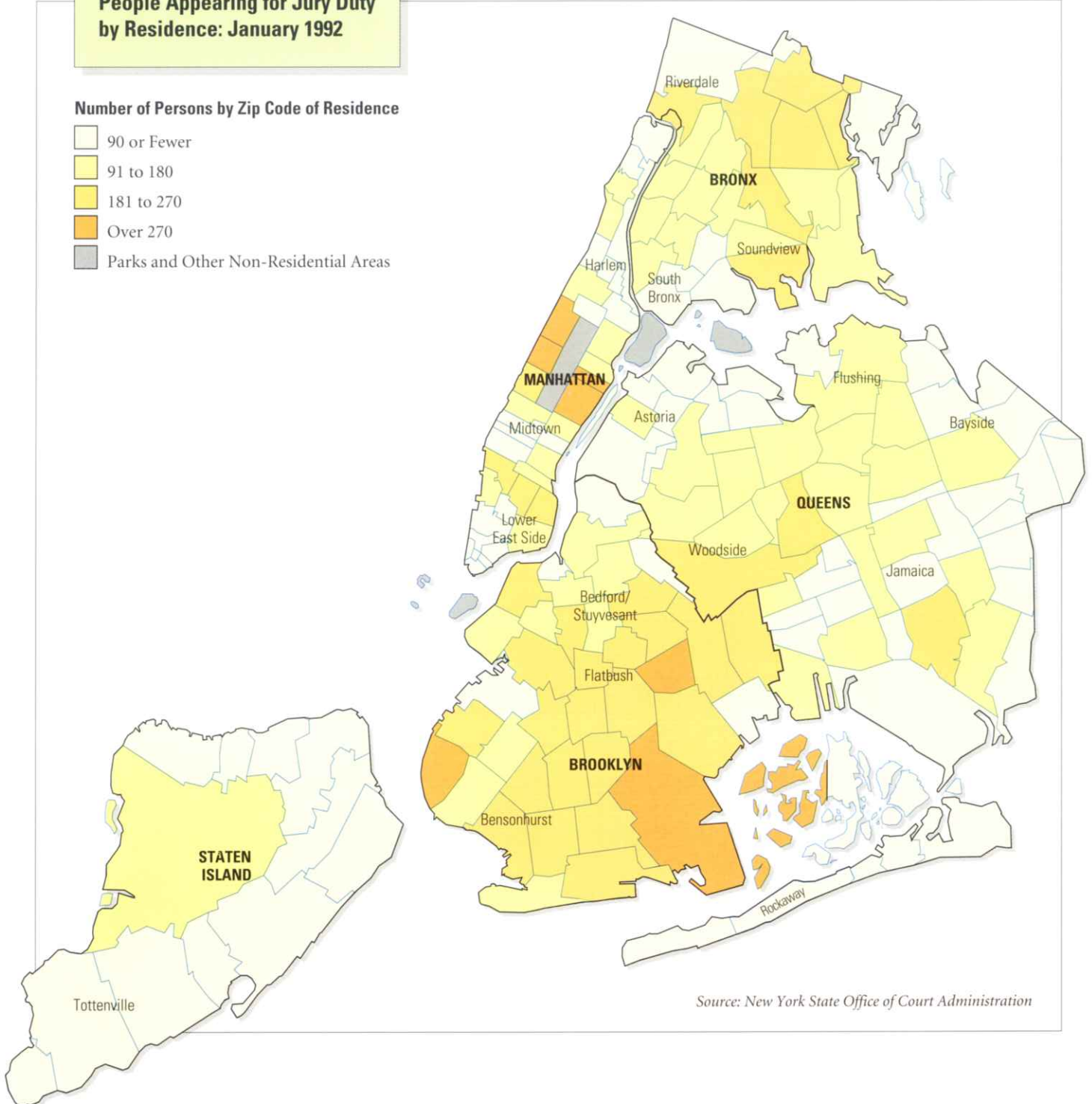
In 1992, only 5.1 percent of completed felony cases involved a jury trial. Nevertheless, anyone charged with a criminal offense and facing more than six months in jail is entitled to a trial by jury. In New York City, jurors

are selected from among people who respond to a notice summoning them for jury duty. The notices are sent to registered voters, licensed drivers and income tax payers, so people not on these lists are not called.

People Appearing for Jury Duty by Residence: January 1992

Number of Persons by Zip Code of Residence

- 90 or Fewer
- 91 to 180
- 181 to 270
- Over 270
- Parks and Other Non-Residential Areas

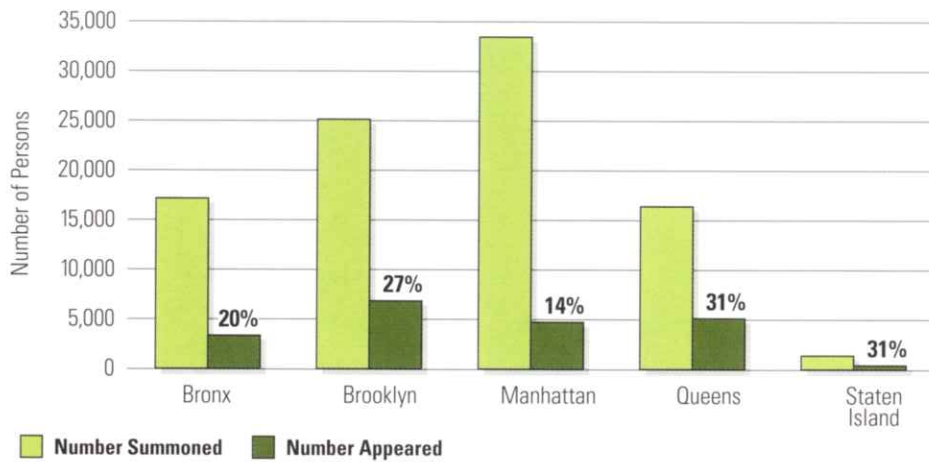


Source: New York State Office of Court Administration

The jurors sitting in judgment in these cases are selected from panels that are supposed to represent the population of their county. Some people receiving jury notices are exempt from service by law and many

others simply fail to respond to the notice. As a result, those who do participate as potential jurors are drawn unevenly from New York City's different neighborhoods.

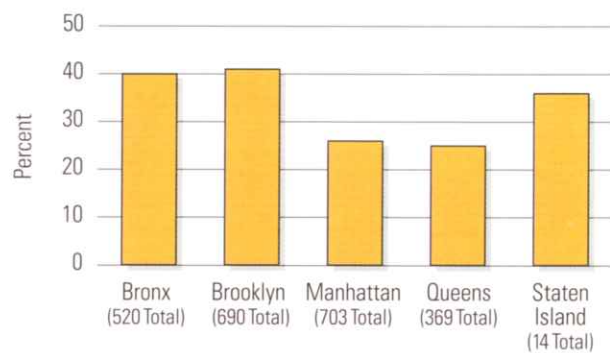
Persons Summoned and Appearing for Jury Duty: January 1992



Note: Percent is of total summoned from borough.

Source: New York State Office of Court Administration

Felony Jury Trials Ending in Acquittals: 1992*



*Excludes 148 jury trials presented by the Special Narcotics Prosecutor.

Source: New York State Division of Criminal Justice Services

Judges

The judges who preside over criminal cases in New York City include Criminal Court Judges, Supreme Court Judges, and Judges of the Court of Claims. Several Criminal Court Judges preside over

felony cases as Acting Supreme Court Judges.

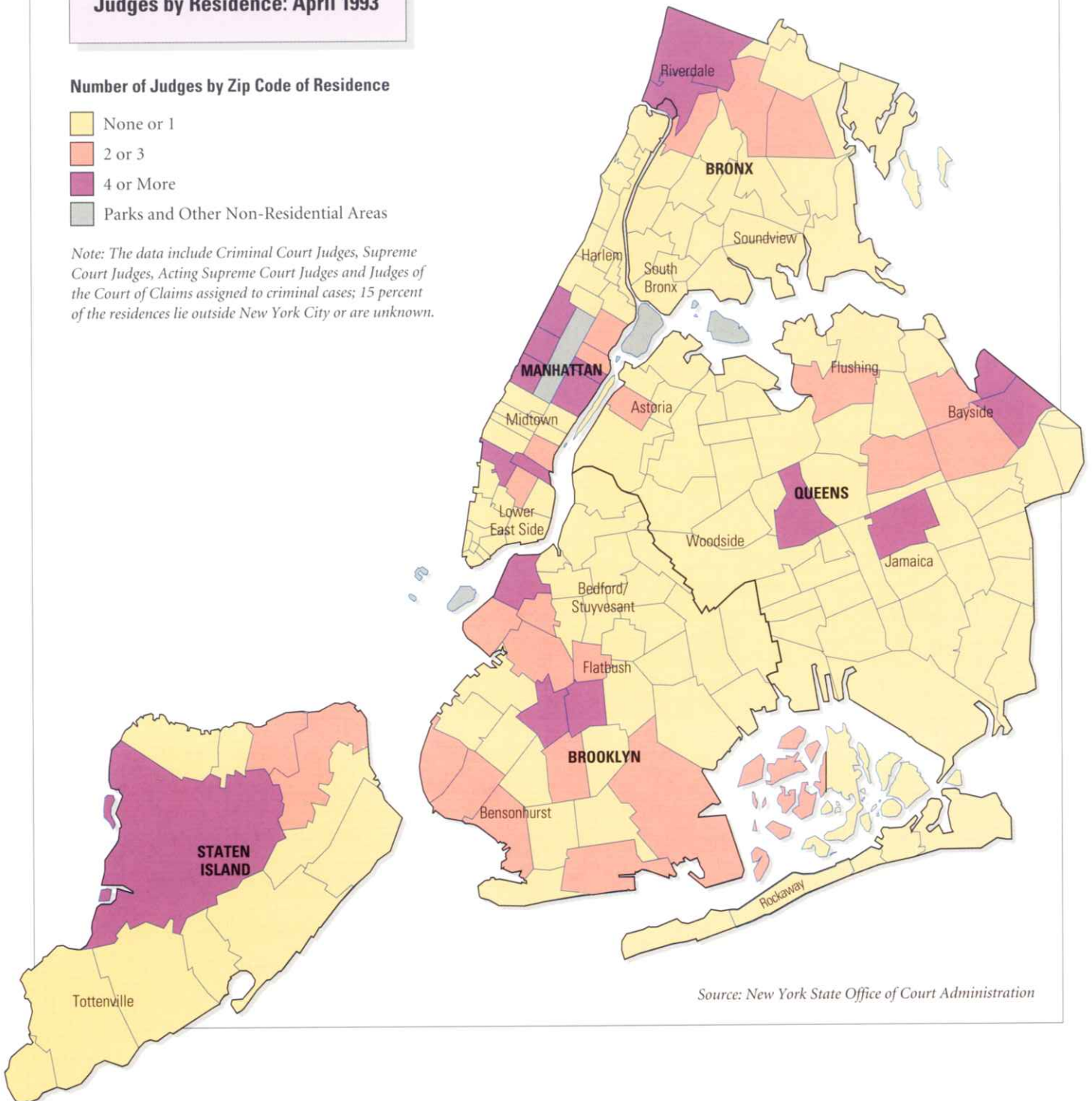
Criminal Court Judges are required by law to reside in New York City. Judges of the Supreme Court and Court of Claims have no city residency requirement.

Judges by Residence: April 1993

Number of Judges by Zip Code of Residence

- None or 1
- 2 or 3
- 4 or More
- Parks and Other Non-Residential Areas

Note: The data include Criminal Court Judges, Supreme Court Judges, Acting Supreme Court Judges and Judges of the Court of Claims assigned to criminal cases; 15 percent of the residences lie outside New York City or are unknown.

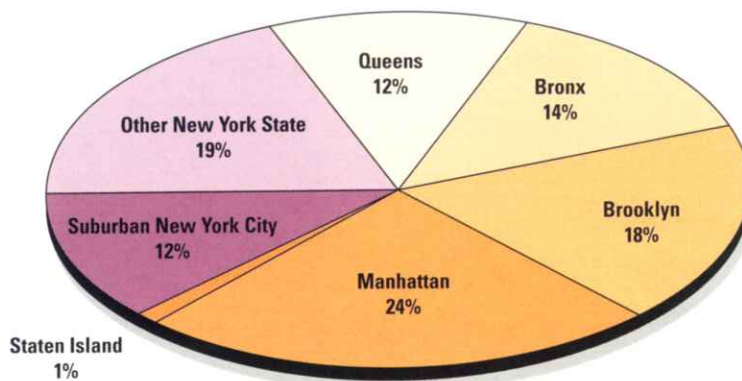


Source: New York State Office of Court Administration

Although there are relatively few criminal trials in New York City courts and the judge's role in sentencing has been restricted by mandatory sentencing legislation, judges retain some discretion in sentencing and

give justice its public expression. In 1992, the judges sitting in the Supreme Court in New York City sentenced an average of 80 people to state prison each day that court was in session.

New York State Prison Inmates by Place of Sentence: August 1993



Total Number of Inmates = 64,501

Source: New York State Division of Criminal Justice Services

Community Corrections

Many people convicted of crimes in New York City serve their punishment in the community under the supervision of a probation officer. In 1992, the New York City Probation Department supervised 80,228 offenders, 74 percent of whom had been convicted of

felonies. In addition, the Probation Department supervised 3,950 young people judged by the Family Court to be juvenile delinquents.

With adult supervision caseloads averaging 160 per officer in 1992, the Probation Department is

People Placed on Probation: 1990-1991

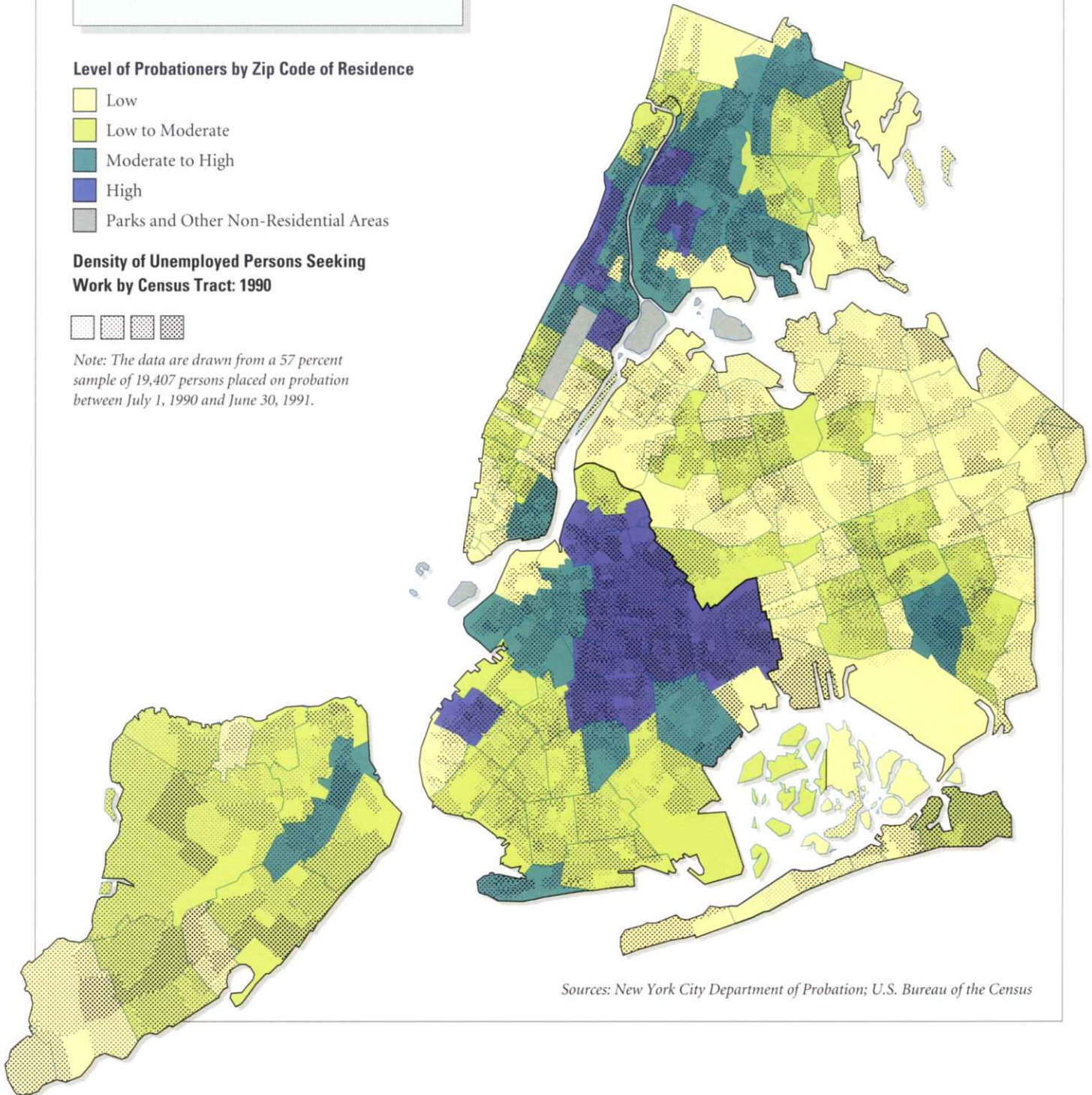
Level of Probationers by Zip Code of Residence

- Low
- Low to Moderate
- Moderate to High
- High
- Parks and Other Non-Residential Areas

Density of Unemployed Persons Seeking Work by Census Tract: 1990



Note: The data are drawn from a 57 percent sample of 19,407 persons placed on probation between July 1, 1990 and June 30, 1991.



Sources: New York City Department of Probation; U.S. Bureau of the Census

experimenting with new forms of supervision and group counseling to make their work more effective. Many offenders are sentenced to one of a variety of alternative-to-incarceration (ATI) programs often in addition to probation. These ATIs, operated by

not-for-profit organizations, provide a range of employment, educational, addiction treatment, and counseling services for offenders who would otherwise be incarcerated.

Alternative-to-Incarceration Programs in New York

Four separate government agencies are responsible for ATI programs in New York City, operating the programs themselves or contracting with not-for-profit organizations.

The New York City Department of Probation operates an *Intensive Supervision Program* and the *Edgecombe Day Center*. The New York City Department of Correction (DOC) operates male and female *work release* programs and the *Individualized Monitoring and Supervision* program—an alternative to pretrial detention in which DOC staff monitor defendants in their homes by means of electronic ankle bracelets.

Most ATI programs in New York City, however, are operated by not-for-profit organizations and funded by either or both of the Office of the Deputy Mayor for Public Safety and the State Division of Probation and Correctional Alternatives. The largest of these organizations is the Center for Alternative Sentencing and Employment Services, Inc. (CASES), operating both the *Community Service Sentencing Project* in which misdemeanor offenders perform 70 hours of service on work crews supervised by CASES staff and the *Court Employment Project* in which felony offenders are supervised in individualized daily programs of counseling, education, recreation, and job training.

The Osborne Association, Inc., operates the *El Rio* drug treatment program, providing holistic and traditional drug-free treatment for crack/cocaine involved defendants, often in conjunction with other ATI programs. The Osborne Association also provides sentencing advocacy, supervision, and referral for indigent defendants facing incarceration and represented by private attorneys appointed by the court.

Other not-for-profit organizations operating ATI programs include the *Criminal Justice Agency*, the *Fortune Society*, the *National Center for Institutions and Alternatives*, *Project Greenhope*, and the *Women's Prison Association*.

Residential treatment programs often serve as alternatives to incarceration for defendants addicted to drugs. In some boroughs, the staff of *Treatment Alternatives to Street Crime* (TASC) make referrals to these programs for defendants facing incarceration. The Brooklyn, Queens, and Manhattan District Attorneys, as well as the Special Narcotics Prosecutor, operate *Drug Treatment Alternatives to Prison* (DTAP) projects that refer defendants to these residential programs and monitor their progress in treatment.

Parole

Most prison inmates become eligible for parole (supervised release from prison into the community) after having served two-thirds of the minimum sentence imposed. Those sentenced to life must serve their full

minimum terms before they are eligible.

Parolees who violate parole may be required to return to prison or may be placed in the the 67-day High Impact Incarceration (HIIP) Program.¹

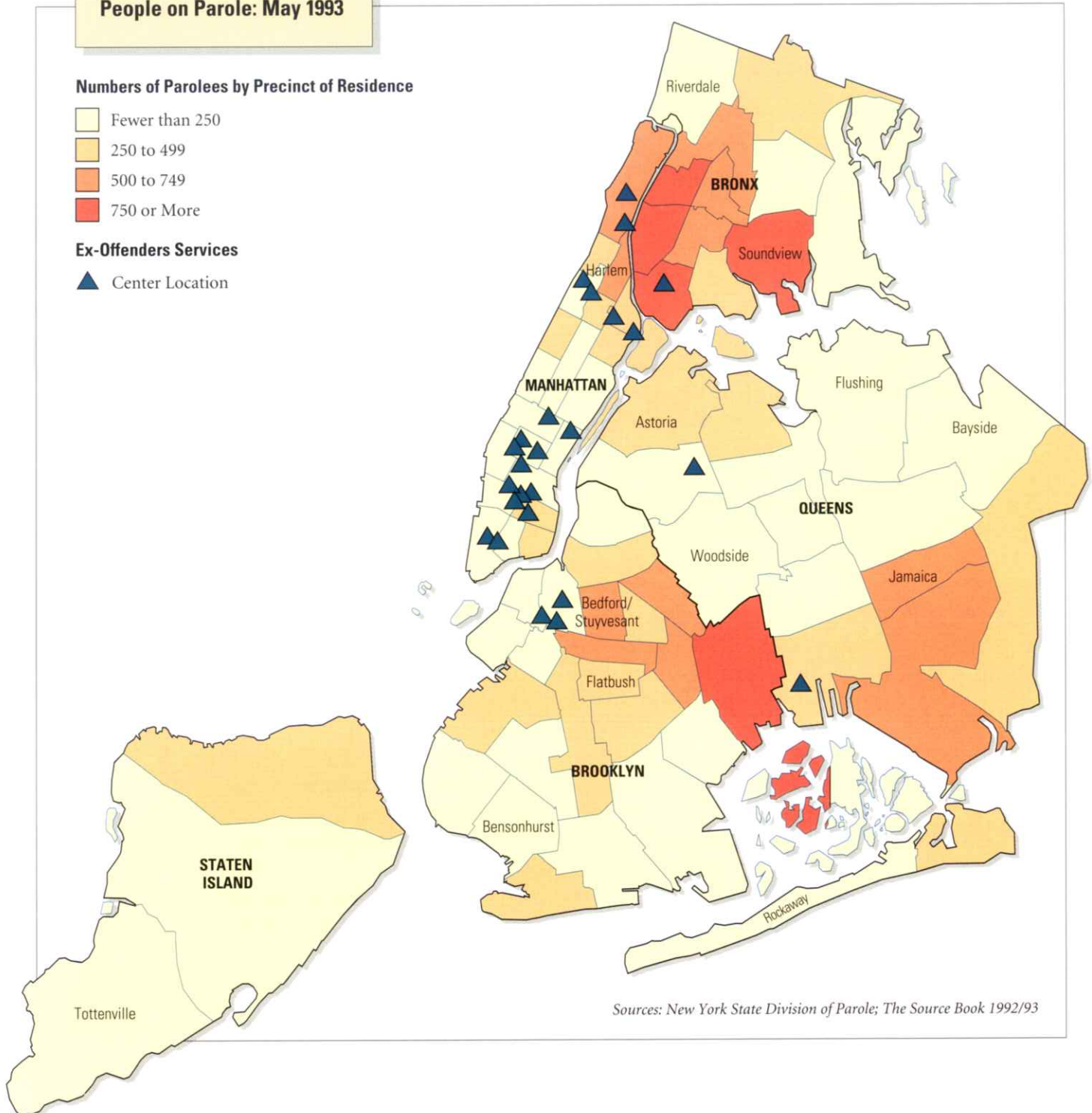
People on Parole: May 1993

Numbers of Parolees by Precinct of Residence

- Fewer than 250
- 250 to 499
- 500 to 749
- 750 or More

Ex-Offenders Services

- ▲ Center Location



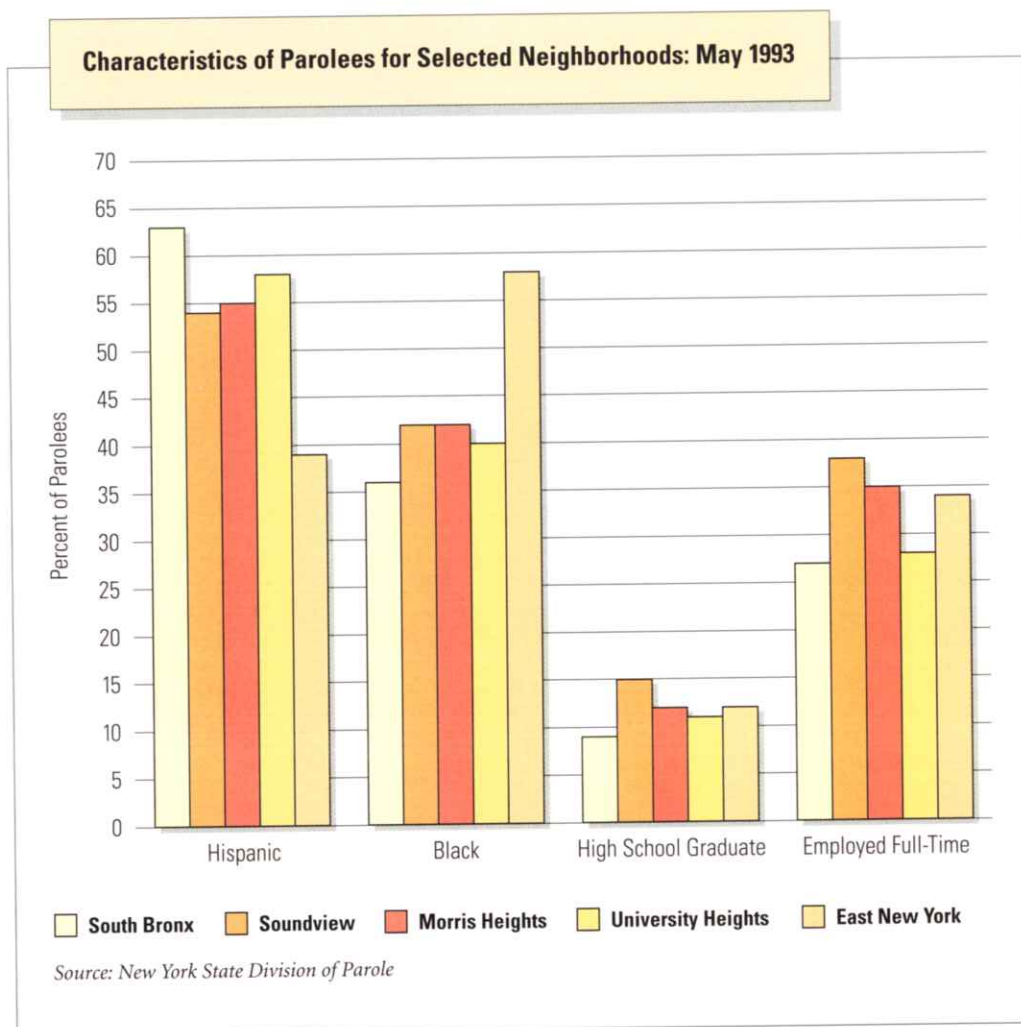
Sources: New York State Division of Parole; The Source Book 1992/93

¹ HIIP was developed in 1990 as a means to reduce jail crowding. The program combines military drills, substance abuse education, vocational training, and daily living skills counseling for city sentenced jail inmates and parole violators.

The five neighborhoods with the greatest number of active parolees are the South Bronx, Soundview, Morris Heights, University Heights, and East New York. Former inmates, now on parole in these communities, are among those leading efforts to address the “Direct Relationship” between their communities and the state prison system.²

They face substantial obstacles. The *Community District Needs* reports for Fiscal Year 1994³ indicate that these communities are struggling with a host of prob-

lems. Some contain fairly high populations of families receiving public assistance (41 percent in the South Bronx and 37 percent in University Heights, for example) and recently have experienced large influxes of immigrants. The reports for communities in the Bronx cite the need to address problems stemming from the rapidly growing population of school age children. Pressing problems cited range from inadequate health care facilities to the need for adequate housing, employment opportunities, and improved infrastructure.



² *New York Times*, 1992; Greenhaven Chapter NAACP (undated).

³ New York City’s community boards assess the state and need of their districts each year and present *Statements of Community District Needs* to the city government. These needs assessments are published by the city and stated needs are considered during the annual city budget process.

Juvenile Justice

From age 16, people arrested are considered adults and prosecuted in the criminal courts, but juveniles (those under 16) may also be prosecuted as adults. New York has one of the nation's strictest laws regarding juveniles;

it requires them to be charged as adults for most serious felonies, unless the criminal courts waive jurisdiction. Children 14 and 15 years old charged with arson, kidnapping, rape, robbery, serious assault, and burglary

Juvenile Offenders by Residence and Selected Services: 1992

Juveniles Arrested and Charged as Adults by Zip Code of Residence

- None
- 1 to 20
- 21 to 40
- 41 to 60
- 61 to 81
- Parks and Other Non-Residential Areas

Density of Residents Aged 12-16 by Precinct

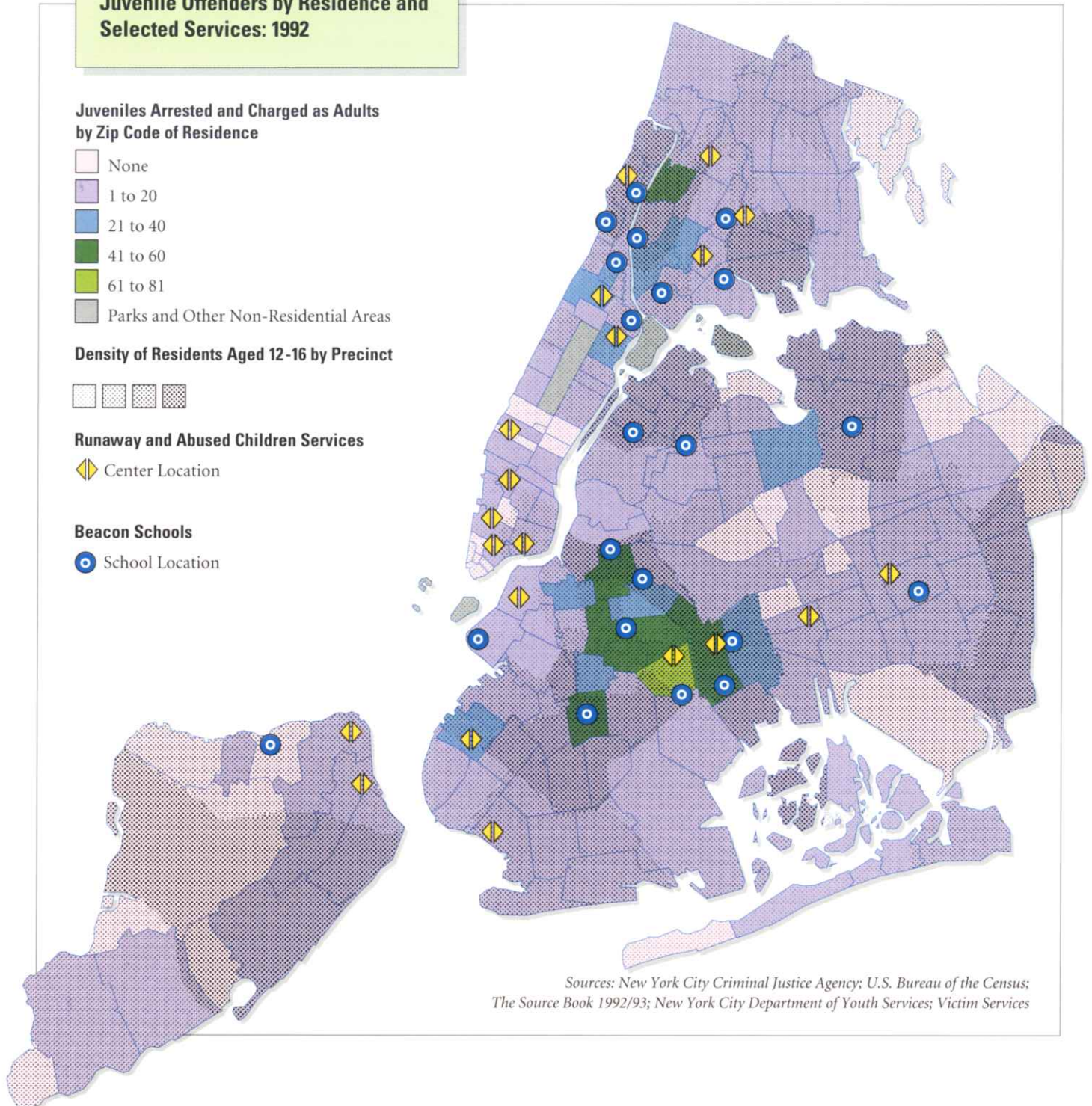
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Runaway and Abused Children Services

- Center Location

Beacon Schools

- o School Location



Sources: New York City Criminal Justice Agency; U.S. Bureau of the Census; The Source Book 1992/93; New York City Department of Youth Services; Victim Services

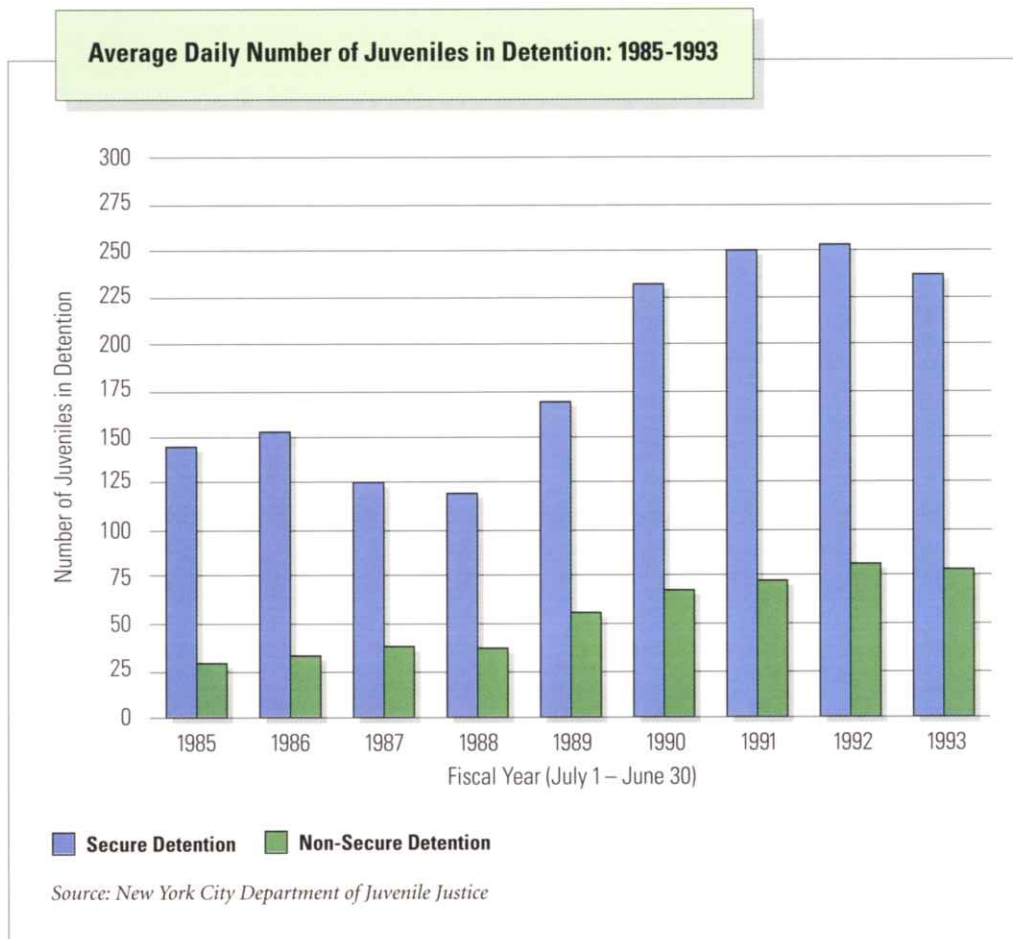
can be prosecuted as adults as can 13-year-olds charged with murder. The frequency with which these juvenile offenders are actually prosecuted as adults varies with the practices of the individual District Attorneys.

The Department of Juvenile Justice, which oversees the city's youth detention, aftercare, diversion, and prevention programs, is trying to reduce its reliance on the secure confinement of juvenile offenders,¹ in favor of non-secure facilities (like group homes and family boarding houses) that maintain juveniles' links to their families and communities while providing structured settings for education and social services. Despite this effort, the average daily population of non-secure

detention has remained at about one-third that in secure detention since 1988.

Of the juveniles in detention in Fiscal Year 1992 over 90 percent were minorities (63.7 percent black and 30.8 percent Latino).

The Beacon School program is an effort by the New York City Department of Youth Services to enhance community support services for young people and to prevent crime. The Beacon Schools are actually school-based community centers, managed by not-for-profit, community-based organizations; each has its own mix of activities and services available after school and into the early evening.²

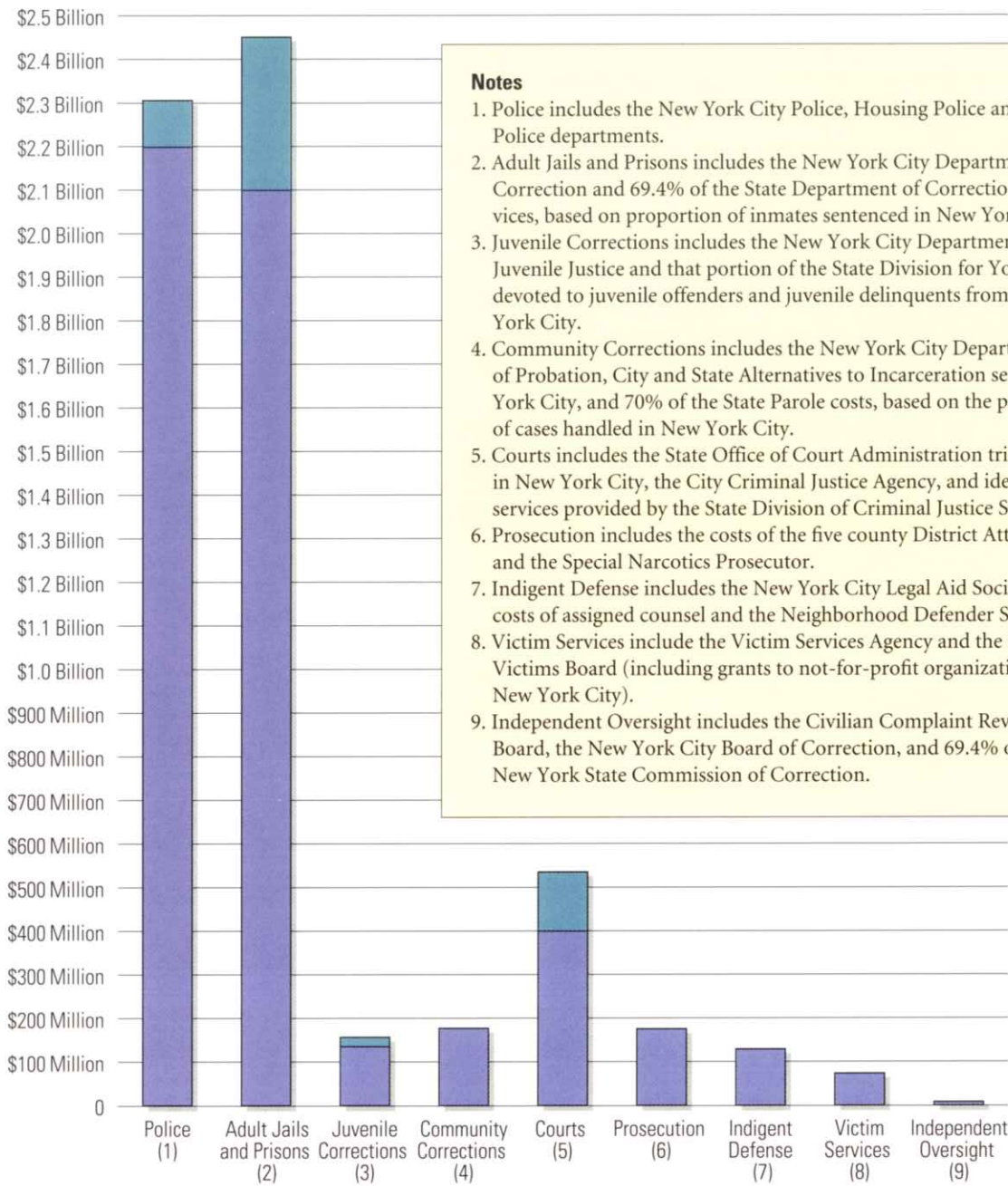


¹The only secure juvenile facility in New York City, the Spofford Juvenile Center in the Bronx, is to be replaced by two smaller facilities that are currently under construction.

²Beacon Schools are part of the city's Safe Streets, Safe City program. Its main premise is that long-term crime prevention must entail a broad range of educational, vocational, recreational, and substance use counseling initiatives in addition to a strong neighborhood based police presence. The program includes a variety of initiatives at all levels of the criminal justice system and in the social and health services, to support community policing efforts on crime prevention and to enhance the quality of life for New York City residents (New York City, 1991).

Costs

Costs of Criminal Justice for New York City: Fiscal Year 1994



- Notes**
1. Police includes the New York City Police, Housing Police and Transit Police departments.
 2. Adult Jails and Prisons includes the New York City Department of Correction and 69.4% of the State Department of Correctional Services, based on proportion of inmates sentenced in New York City.
 3. Juvenile Corrections includes the New York City Department of Juvenile Justice and that portion of the State Division for Youth devoted to juvenile offenders and juvenile delinquents from New York City.
 4. Community Corrections includes the New York City Department of Probation, City and State Alternatives to Incarceration serving New York City, and 70% of the State Parole costs, based on the proportion of cases handled in New York City.
 5. Courts includes the State Office of Court Administration trial courts in New York City, the City Criminal Justice Agency, and identification services provided by the State Division of Criminal Justice Services.
 6. Prosecution includes the costs of the five county District Attorneys and the Special Narcotics Prosecutor.
 7. Indigent Defense includes the New York City Legal Aid Society, the costs of assigned counsel and the Neighborhood Defender Service.
 8. Victim Services include the Victim Services Agency and the Crime Victims Board (including grants to not-for-profit organizations in New York City).
 9. Independent Oversight includes the Civilian Complaint Review Board, the New York City Board of Correction, and 69.4% of the New York State Commission of Correction.

■ Operating Costs ■ Capital Costs

Note: The costs shown here combine city and state expenses for the fiscal year for justice services in New York City (excluding federal law enforcement and judicial administration).

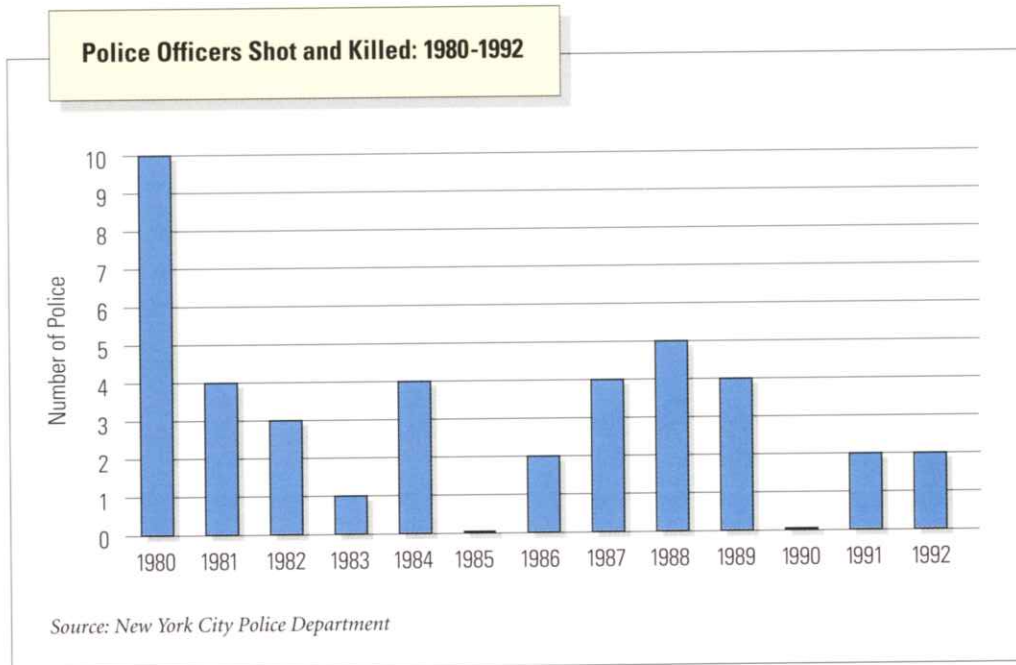
Sources: New York City Office of Management and Budget; New York State Division of the Budget; New York State Assembly Committee on Ways and Means

The costs of criminal justice services in New York City are split between the state and city governments. Most expenses appear in the operations budgets, but in some areas—notably jails and prisons—there are substantial capital costs as well.

Researchers use a variety of methods to estimate the costs of individual programs or policies within the criminal justice system. For example, the cost of prosecuting robbery cases in 1981 was estimated to range from \$851.08 for the prosecution of a pair of suspects who pleaded guilty the day after their arrest, to \$32,627.42 for a long felony trial of a single defendant.¹

The price of incarcerating offenders is generally estimated by dividing the total cost of the prison system by the number of inmates. While these estimates are crude, they assist local and state governments to take account of the costs of the justice system in shaping criminal justice policy.

Beyond the heavy financial burden of the justice system are the personal costs. Work in this field can be challenging and personally fulfilling, but is often stressful and disenchanting. The human problems one encounters are severe, the working conditions are often poor, and the personal risks are great.

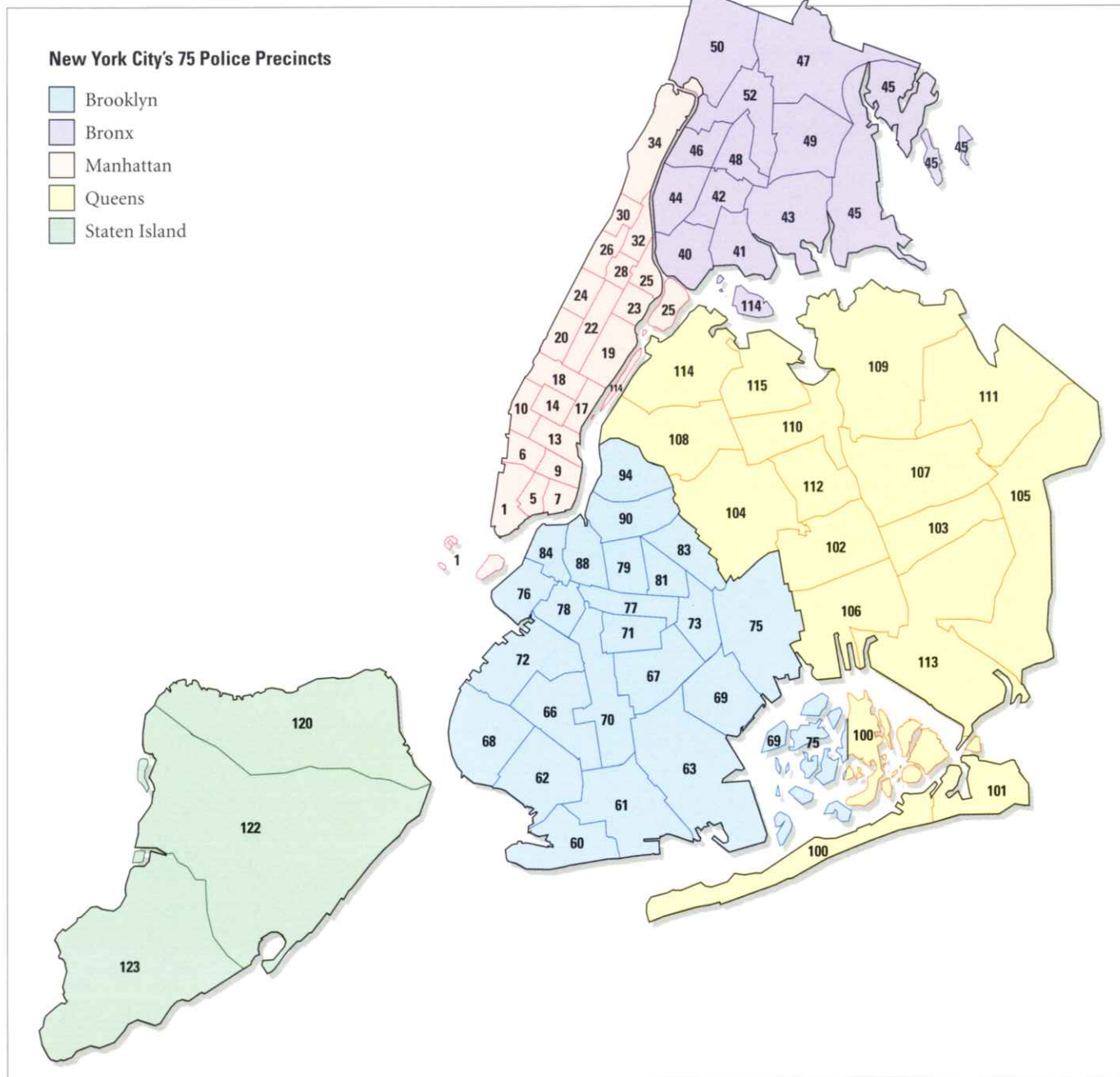


¹Criminal Justice Coordinating Council, 1981.

References

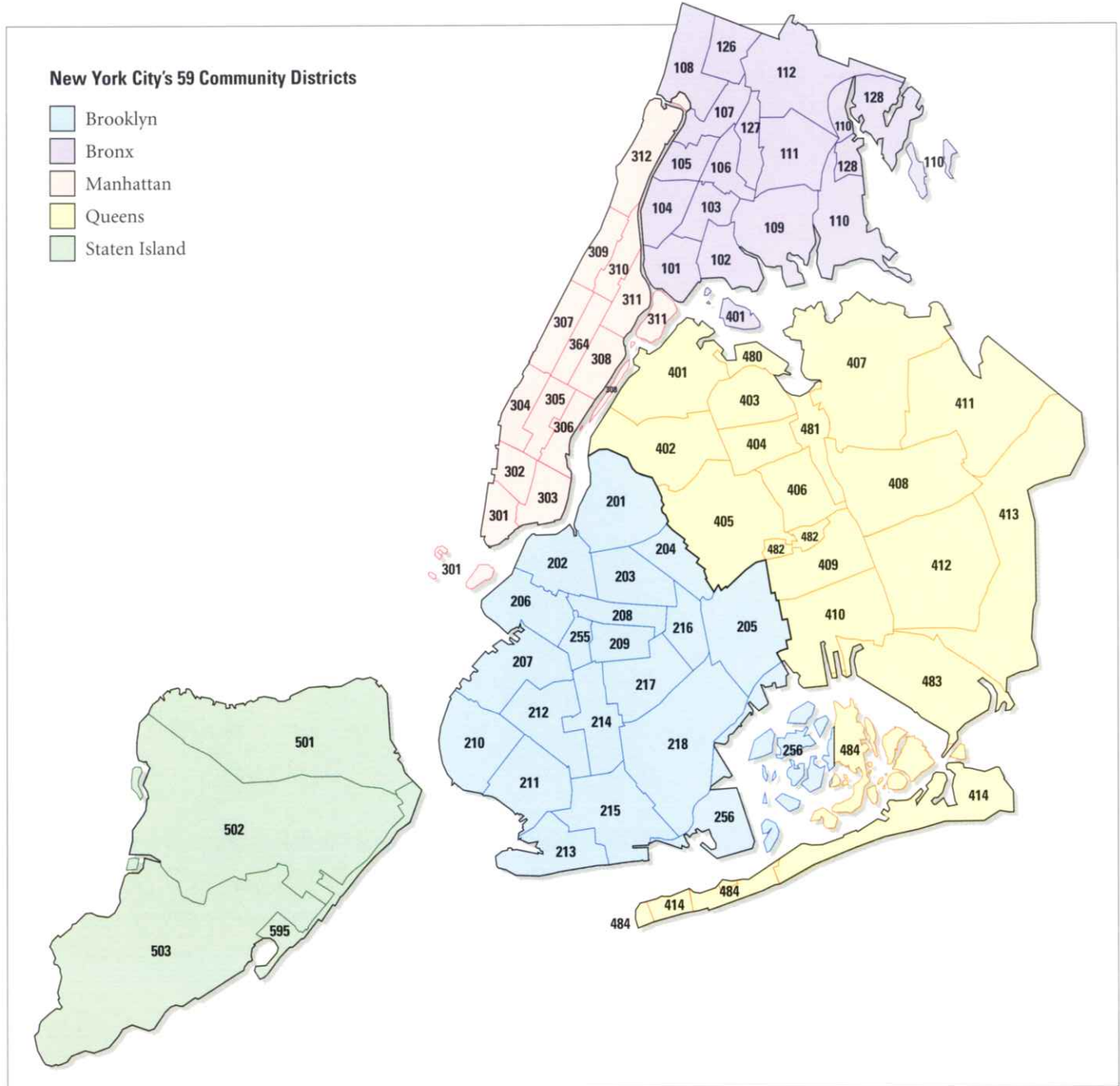
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Police Precincts



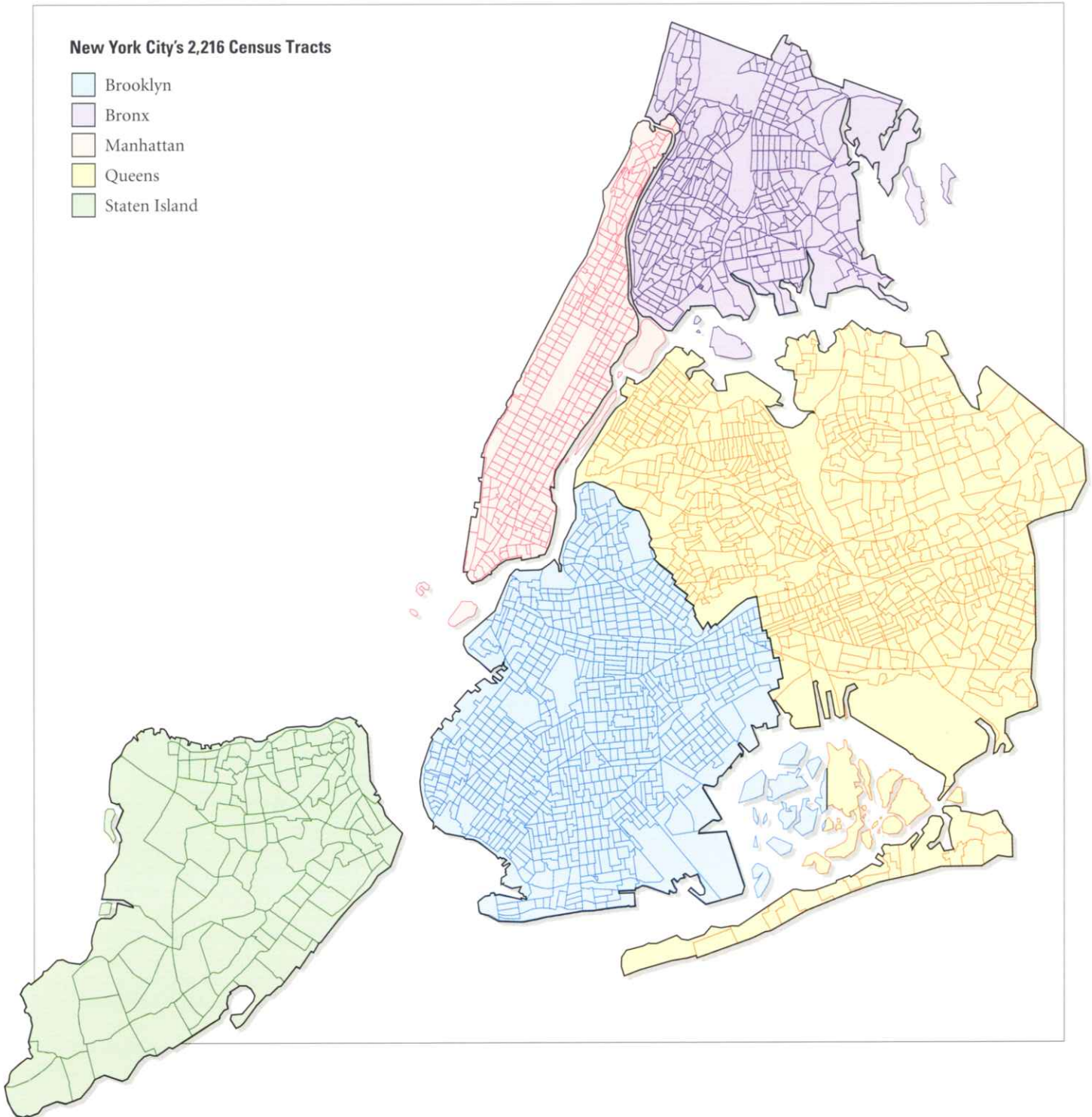
Location	Precinct	District	Location	Precinct	District	Location	Precinct	District	Location	Precinct	District
Manhattan			East Side	19	308	Bronx	Riverdale	50	108		
Tribeca, Wall Street	1	301	West Side	20	307	South Bronx	40	101	Bedford Park	52	107
Chinatown/Little Italy	5	303	Central Park	22	364	Hunts Point	41	102	Brooklyn		
Greenwich Village	6	302	Upper East Side	23	311	Tremont	42	103	Coney Island	60	213
Lower East Side	7	303	Upper West Side	24	307	Soundview	43	109	Sheepshead Bay	61	215
East Village	9	303	East Harlem	25	311	Morris Heights	44	104	Bensonhurst	62	211
Chelsea	10	304	Morningside Heights	26	309	Schuylerville	45	110	Flatlands/Mill Basin	63	218/256
Gramercy	13	303	Central Harlem	28	310	University Heights	46	105	Boro Park	66	212
Midtown South	14	305	Harlem	30	309	Eastchester	47	112	East Flatbush	67	217
Midtown	17	305	Harlem	32	310	Fordham	48	106	Bay Ridge	68	210
Midtown North	18	306	Washington Heights	34	312	Baychester	49	111			

Community Districts



Location	Precinct	District	Location	Precinct	District	Location	Precinct	District	Location	Precinct	District
Canarsie	69	256/484	Brownsville/			Jamaica	103	412	Astoria	114	401
Kensington	70	214	Bed-Stuy	81	203	Woodside	104	405	Jackson Heights	115	403/480
Flatbush	71	209	Bushwick	83	204	Queens Village	105	413	Staten Island		
Sunset Park	72	207	Brooklyn Heights	84	202	Ozone Park	106	410	St. George	120	501
Brownsville	73	216	Fort Greene	88	202	Fresh Meadows	107	408	New Dorp	122	502
East New York	75	205	Williamsburg	90	201	Long Island City	108	402	Tottenville	123	503
Carroll Gardens/ Red Hook	76	206	Greenpoint	94	201	Flushing	109	407			
Crown Heights	77	208	Queens			Elmhurst	110	404			
Park Slope	78	255	Rockaway	100	484	Bayside	111	411			
Bedford/Stuyvesant	79	203	Far Rockaway	101	414	Forest Hills	112	406			
			Richmond Hill	102	409	S. Jamaica	113	412			

Census Tracts



Sources

Agencies cited on maps and charts provided data for the *Atlas* in response to a request for specific information. Additional sources and notes for individual maps and charts are detailed below.

Page 7, Chart *Selected Crime and Justice Indicators: 1940-1992*. NYPD. *New York City Police Department Annual Report*. Reports for the Years 1940-1992.

Page 11, Maps on Race/Ethnic Categories by Precinct: 1990. The Department of City Planning used responses from questions 4 and 7 of the 1990 census short form to create mutually exclusive race and Hispanic origin categories. The "Black Non-Hispanic" group includes all those who checked "Black" on question 4; the "White Non-Hispanic" group includes all those who checked "white" on question 4; the "Hispanic" group includes those who checked question 7 as well as those in other groups indicating Hispanic origin, regardless of race; the "Asian and Other" group includes all those not grouped as White non-Hispanic, Black non-Hispanic, or Hispanic.

Page 12, Chart *National Comparison: Index Crimes per 100,000 Population for 25 Largest U.S. Cities: 1992*. Uniform Crime Reports, 1992 Preliminary Annual Release, as published in: NYPD. 1992. "Statistical Report Crime Index Trends." Office of Management Analysis and Planning, Crime Analysis Unit.

Page 13, Chart *New York City Population Changes, Night and Day: 1990*. U.S. Bureau of the Census. *Annual Report on Social Indicators*. 1992. New York City Department of City Planning. The following are UCR definitions of "Index Crime": **Murder and nonnegligent manslaughter**, as defined in the Uniform Crime Reporting Program, is the willful (nonnegligent) killing of one human being by another. The classification of this offense, as for all other Crime Index offenses, is based solely on police investigation as opposed to the determination of a court, medical examiner, coroner, jury, or other judicial body. Not included in the count for this offense classification are deaths caused by negligence, suicide, or accident; justifiable homicides; and attempts to murder or assaults to murder, which are scored as aggravated assaults. **Forcible rape**, as defined in the Program, is the carnal knowledge of a female forcibly and against her will. Assaults or attempts to commit rape by force or threat of force are also included; however, statutory rape (without force) and other sex offenses are excluded. **Robbery** is the taking or attempting to take anything of value from the care, custody, or control of a person or persons by force or threat of force or violence and/or by putting the victim in fear. **Aggravated assault** is an unlawful attack by one person upon another for the purpose of inflicting severe or aggravated bodily injury. This type of assault is usually accompanied by the use of a weapon or by means likely to produce death or great bodily harm. Attempts are included since it is not necessary that an injury result when a gun, knife, or other weapon is used which could and probably would result in serious personal injury if the crime were successfully completed. The Uniform Crime Reporting Program defines **burglary** as the unlawful entry of a structure to commit a felony or theft. The use of force to gain entry is not required to classify an offense as burglary. Burglary in this Program is categorized into three subclassifications: forcible entry, unlawful entry where no force is used, and attempted forcible entry. **Larceny-theft** is the unlawful taking, carrying, leading, or riding away of property from the possession or constructive possession of another. It includes crimes such as shoplifting, pocket-picking, purse-snatching, thefts from motor vehicles, thefts of motor vehicle parts and accessories, bicycle thefts, etc., in which no use of force, violence, or fraud occurs. In the Uniform Crime Reporting Program, this crime category does not include embezzlement, "con" games, forgery, and worthless checks. Motor vehicle theft is also excluded from this category inasmuch as it is a separate Crime Index offense. **Motor vehicle theft**: defined as the theft or attempted theft of a motor vehicle, this offense category includes the stealing of automobiles, trucks, buses, motorcycles, motorscooters, snowmobiles, etc. The definition excludes the taking of a motor vehicle for temporary use by those persons having lawful access.

Arson is defined by the Uniform Crime Reporting Program as any willful or malicious burning or attempt to burn, with or without intent to defraud, a dwelling house, public building, motor vehicle or aircraft, personal property of another, etc. Only fires determined through investigation to have been willfully or maliciously set are classified as arson. Fires of suspicious or unknown origins are excluded.

Page 7, Chart *New York City Index Crime: 1975-1992*. NYPD. *Statistical Report: Complaints and Arrests*. Office of Management Analysis and Planning, Crime Analysis Unit. Reports for the Years 1975-1992.

Page 18, Map *Aggravated Assaults by Precinct: 1992*. In addition to listings from *The Source Book 1992/93*, some locations of services to battered adults are found in *Victim Services/Travelers Aid Internal Resource Directory*, May 1992.

Page 20, Chart *Victim Survey vs Reports to Police: 1974*. (1) NYPD. 1975. *Statistical Report: Complaints and Arrests*. Office of Management Analysis and Planning, Crime Analysis Unit. (2) U.S. Department of Justice. 1976. *Criminal Victimization Surveys in Chicago, Detroit, Los Angeles, New York, Philadelphia: A Comparison of 1972-1974 Findings*. Law Enforcement Assistance Administration.

Page 26, Map *Change in Household Income in the 1980s*. *Annual Report on Social Indicators*. 1992. New York City Department of City Planning.

Page 27, Charts *Population, Homicides, Robberies, Grand Larcenies*. *Annual Report on Social Indicators*. 1992. New York City Department of City Planning.

Page 30, Map *Recipients of Victim Compensation: 1990-1992*. In addition to listings from *The Source Book 1992/93*, some locations of services to victims are found in *Victim Services/Travelers Aid Internal Resource Directory*, May 1992.

Page 31, Chart *Index Crimes Resulting in a Conviction*. (1) U.S. Department of Justice. 1976. *Criminal Victimization Surveys in Chicago, Detroit, Los Angeles, New York, Philadelphia: A Comparison of 1972-1974 Findings*. Law Enforcement Assistance Administration. (2) New York State Division of Criminal Justice Services. *Crime and Justice Annual Report 1991* (for Percent Reported).

Page 32, Map *Uniformed Police Officers by Precinct: August 1992*. Unpublished communication from NYPD to Office of the Deputy Mayor for Public Safety, dated September 2, 1992.

Page 33, Chart *Deployment of Patrol Officers by Assignment in 1992*. Horton, Citizens Budget Commission, 1993.

Page 37, Charts *Felony Arrests in New York City: 1970-1992* and *Felony Arrests by Age: 1970-1992*. Data 1970-1975 from Criminal Justice Coordinating Council. 1982. *Crime in New York City*. Data 1976-1992 from NYPD. *Statistical Report: Complaints and Arrests*. Office of Management Analysis and Planning, Crime Analysis Unit. Reports for the Years 1976-1992.

Page 39, Chart *Arrests and Summonses for Hazardous Traffic Violations by Borough: 1981-1992*. NYPD. *Statistical Report: Complaints and Arrests*. Office of Management Analysis and Planning, Crime Analysis Unit. Reports for the Years 1981-1992.

Page 52, Map *People Placed on Probation: 1990-1991*. Unemployed—All civilians 16 years old and over are classified as unemployed if they (1) were neither "at work" nor "with a job but not at work" during the reference week, and (2) were looking for work during the last 4 weeks, and (3) were available to accept a job. Also included as unemployed are civilians who did not work at all during the reference week and were waiting to be called back to a job from which they had been laid off.

Page 56, Map *Juvenile Offenders by Residence and Selected Services: 1992*. In addition to listings from *The Source Book 1992/93*, some locations of services to runaway and abused children are found in *Victim Services/Travelers Aid Internal Resource Directory*, May 1992.

