

two-year report
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City of New York
John V. Lindsay
MAYOR

CRIMINAL JUSTICE COORDINATING COUNCIL
TWO-YEAR REPORT

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April 1969

CRIMINAL JUSTICE COORDINATING COUNCIL TWO-YEAR REPORT

I. INTRODUCTION

The Criminal Justice Coordinating Council, created by Mayor Lindsay in response to a recommendation by the President's Crime Commission, completed its second year in April 1969. An 18-month report on its work was issued in November 1968. This report updates previous accounts of the Council's major projects.

The Criminal Justice Coordinating Council has approximately 60 members, half from public agencies, half private citizens. All City agencies involved in the criminal justice process are represented, including the five District Attorneys, the Courts, the heads of the City, Transit, and Housing Police, and the Probation and Correction Departments. The President, Majority and Minority Leaders of the City Council, and the Comptroller also serve on the Council. Members from the private sector include community leaders, educators, and representatives of business, labor, and social agencies. In addition, each of the five Borough Presidents has designated a private citizen as a member.

The Council emphasizes action rather than studies. Its committees work to implement specific reforms in the criminal justice system through experimentation and pilot projects. Each committee is chaired by a member of the Council, although membership on the committees is not limited to Council members.

The Vera Institute of Justice is overall consultant to the Council, its committees, and constituent City agencies.

Vera, with Ford Foundation assistance, is aiding the Council to design a series of pilot projects and to develop a comprehensive plan for the administration of criminal justice as required by the Omnibus Crime Control and Safe Streets Act of 1968.

II. HIGHLIGHTS

During its first two years, the Criminal Justice Coordinating Council has laid the groundwork for a broad, coordinated attack on crime in New York City. The work of the Council has not gone unnoticed. Representatives from more than a dozen cities and the U. S. Department of Justice have attended Council meetings and studied its operations. The Council served as the model for the Criminal Justice Coordinating Committee—recently established by Mayor Walter Washington for the District of Columbia—with the endorsement of President Nixon.

The Council has actively involved more than 200 New Yorkers in the deliberations of its working committees. It has initiated more than 30 projects, partially financed by contributions of over \$3 million from the federal and state governments and over \$1 million from the private sector.

The Council has worked effectively for fundamental legal reforms to improve the administration of criminal justice in New York City. In 1968, the State Legislature passed a Council-sponsored bill authorizing the establishment of a community work release program by the City Correction Department, the first such program in the state.

In the 1969 legislative session the Council achieved two historic breakthroughs. First, it supported the Mayor's successful effort to end the 58-year-old restriction of the City Police Department to a three-platoon system.

The new law permitted the creation of a fourth police platoon during the high crime hours of 6 p.m. to 2 a.m. Three police commissioners had asked Albany for this reform annually for the last nine years.

Second, the Legislature passed a bill drafted by a special Council task force, setting up a Parking Violations Bureau in the Department of Traffic to handle all parking offenses in an administrative proceeding. This measure, removing four million violations annually from the Criminal Court calendar, will free approximately 16 judges and supporting staff for more serious criminal work.

The Council's work has also freed policemen from unnecessary duties, allowing maximum street patrol. Tens of thousands of police tours and more than \$1 million in police time have already been saved.

Five Council projects have focused on this goal. The Manhattan Bowery Project has increasingly relieved police of the burden of rounding up derelicts on skid row. The Calendar Control Project has kept police on the streets instead of in court awaiting trials which are postponed at the last moment. The Traffic Court Alert Project has saved over 6,000 police tours. At its current rate, it will eliminate the waste of 8,000 police tours annually, a saving of \$488,000. The Summons Project has saved 18,960 police tours. At its current rate, it will eliminate the waste of approximately 13,750 police tours annually, a saving of \$770,000. The Pre-Arrestment Processing Facility, now operating only in the Bronx, has saved 1,943 police tours in its first 2½ months of operation and has demonstrated the potential for significant economies in police operations as it is improved and expanded city-wide.

The Council has also worked on more effective use of police manpower through the new four-platoon system and

through experimentation with selective burglary investigations by patrolmen.

The Council has placed increasing emphasis on public education aimed at crime prevention and citizen involvement. Operation Safe City was launched in July 1968 with the initiation of the 911 emergency number. Phase II of Operation Safe City began in January 1969 with the "Support your local burglar" campaign. Phase III is the "Lock it and pocket the key" auto theft prevention campaign. In May, Phase IV will be mounted as "Lights on," with the campaign slogan "To stop a thief light a light."

Operation Safe City has won broad public support. The 911 campaign brought public awareness of the new 911 emergency number to 95 percent, 35 percent above the highest recognition ever achieved by the former emergency number. The "Support your local burglar" campaign distributed over ten million copies of the ten rules of burglary prevention and placed counter cards in more than 60,000 retail stores throughout the City. Several thousand citizens, working through the Police Department's Community Relations Bureau, spearheaded this distribution in the largest volunteer effort of its kind in City history. Major financial support for these campaigns has come from the New York Telephone Company, Con Edison, the casualty and auto insurance industry, and the Fund for the City of New York. The Council will broaden Operation Safe City in the coming months.

The Council's 18-Month Report noted that it works "to implement specific reforms in the criminal justice system through experimentation and pilot projects, rather than through general long-term studies." This has continued to be the guiding strategy of the Council, and its establish-

ment as a successful process for change has perhaps been the most important achievement of the first two years. Nearly every Council project began as a small pilot project in one precinct or one borough. Wherever feasible, Council committees pre-test projects with one- or two-day experiments, often on a more limited scale. For example, the Community Patrol Committee, during its project development phase, sent young men to observe street activity in Harlem for several nights and then assigned the youths to two nights on limited patrol. Next, in a one-week experiment, 42 Harlem youths spent two days in training followed by five days on patrol. Using the material gathered from this preliminary effort, the Committee designed and proposed a large-scale pilot project.

The Council's goal is actual change in the criminal justice system, rather than lengthy analysis of problems. Every Council study emphasizes the practical problems of implementation. After two years the Council has left almost no studies on the shelf; most of its recommendations have been accepted and put into effect.

The pilot project approach, first developed by the Vera Institute of Justice and endorsed by the Mayor's Law Enforcement Task Force in 1966, has provided necessary flexibility, adjusting projects to the pressures and complexities revealed by test operation. The Council has been able to restructure pilot projects where the anticipated results were not forthcoming and some other project design appeared more likely to achieve the original goals. This has been especially true in the court system with its complex operating problems. For example, the 24-Hour Arraignment Court, tested for six months in 1967, and the Calendar Control Project, tested for six months in 1968, were both discontinued. The 24-Hour Arraignment Court has been replaced by an expanded Night Court system which pro-

vides a more efficient allocation of court resources. The analysis begun with that experiment is continuing and has recently led to the opening of the experimental Pre-Arrestment Processing Facility in the Bronx. The Calendar Control Project proved too limited an approach to problems of court delays and scheduling. The Council is now at work on a broader and bolder Master Calendar Office which would schedule cases for all parts of criminal court.

For the first time in New York City history, the Council has provided a focus of responsibility for the entire criminal justice system. The Mayor's Law Enforcement Task Force pointed out in 1966:

As things now stand, there is no one person responsible for viewing the criminal process in all of its scattered parts and combating the natural forces of provincialism among the various individual agencies and departments. Effective law enforcement in the long-run does not depend on the work of any one agency, such as the police, the prosecutor, or the courts, but rather on the functioning of all of these agencies as part of a single integrated system.

The Council has begun to develop this "single integrated system." The Mayor, serving as Council Chairman, has taken executive responsibility for the performance of the criminal justice network in New York City.

With federal crime control funds, made available through the State Crime Control Planning Board, the Council is hiring a full-time staff and broadening the consultant services of the Vera Institute of Justice. The Council will also create a Criminal Justice Information Bureau to serve as a central agency for data collection and analysis. The new bureau will not duplicate the work of operating agencies in collecting and processing basic data. Rather

it will work to strengthen this capacity in each agency, while unifying procedures and standards, ensuring the exchange of relevant information, and preparing composite statistical analyses of the criminal process.

In the coming months, the Council will participate in several new efforts at reform. Mayor Lindsay has recently designated the Council as the official City planning agency under the Omnibus Crime Control and Safe Streets Act of 1968. In this role, the Council and its staff will work closely with the State Office of Crime Control Planning to develop a comprehensive plan for the improvement of criminal justice and to design specific projects for funding under the Act. The Council is one of 13 regional agencies designated by the State to perform these functions. Already the City has received almost \$500,000 through the State for projects and planning under the Act.

A second major emphasis will be on the Model Cities program. Several Council projects have been designed to meet needs in the Model Cities areas. These include the Community Service Patrol Corps, the Bronx Sentencing Project, an expanded methadone maintenance program for drug addicts, and the youth diversion project in East New York. The latter project attempts to correct youths picked up for minor offenses by strong community supervision rather than criminal prosecution. It was developed as a joint effort of the Council and the East New York Model Cities Policy Committee under a grant from the Model Cities program.

III. ONGOING COUNCIL PROJECTS

A. *Traffic Court Alert*

Now in its second year, this experiment allows the majority of police officers scheduled for Traffic Court to remain on patrol in the street. The officers are on alert status and in continuous communication with the court. Only those whose presence is actually needed are summoned to appear. Started in one borough in 1967, the project gradually expanded and has been operating city-wide since October 1968.

In the first five months of the second year—October 1968, through March 1969—6,890 officers were put on alert. Of the 6,068 available to go to court, only 2,522, or 41 percent, were required to appear. The other 59 percent were able to remain on their patrol assignments, increasing the number of policemen available on the street, and saving \$245,000. At its current rate, the project will eliminate the waste in court of 8,000 police tours a year, a saving of \$448,000.

B. *Manhattan Summons Project*

The Summons Project, now in its second year of city-wide operation, substitutes the issuance of a summons in qualified misdemeanor cases for the formal procedures of arrest and detention. In the first nine months of the second year—July 1, 1968, through March 31, 1969—the use of the summons in place of arrest increased ten percent over the previous year. Precinct desk officers, who make the final decision on whether a summons is to be issued, disqualified four percent fewer defendants.

During the same period, 16,105 summonses were issued. Each one spared a defendant charged with a minor offense

a lengthy arrest proceeding and saved the City approximately five hours of police patrol time, a total of 10,065 full police tours worth \$563,640. The Council expects an annual saving of \$770,000, representing 13,750 police tours previously wasted in processing misdemeanants.

C. *Manhattan Bowery Project*

The Manhattan Bowery Project, developed in 1966 at the request of Mayor Lindsay, is an alternative to police arrest and criminal prosecution of skid row derelicts. A 48-bed detoxification center provides care for homeless alcoholics and relieves the police of the futile task of “cleaning up” the Bowery.

The Project is run by a private, non-profit Manhattan Bowery Corporation with funds from the New York City Community Mental Health Board, the New York State Department of Mental Hygiene, and the Office of Law Enforcement Assistance of the U. S. Department of Justice. The City departments of Social Services, Police, Correction, and Hospitals provide personnel, equipment and advice. St. Vincent's Hospital offers back-up medical services.

The Project's rescue teams search the Bowery for men in distress and invite them to the center for detoxification and medical care. About 70 percent accept treatment. At the center they are deloused, showered, put to bed and medically evaluated and treated. Patients are interviewed by a caseworker and referred, if willing, to aftercare facilities, typically after five or six days at the Project. The Project uses 24 aftercare programs. Over 60 percent of the 4,000 patients admitted to the Project thus far have accepted referral.

When it became evident that many patients who refused referrals to other agencies would return to the Project for treatment, an aftercare clinic was opened. Two nurses and one caseworker staff this out-patient clinic ten hours a day, six days a week. They dispense medication, listen to problems and offer encouragement to about 100 men a day. In April 1969, St. Vincent's Hospital, in cooperation with the Project, opened a clinic to dispense emergency medical care to all Bowery men. The clinic, funded by the New York City Department of Social Services and housed on the first floor of the Men's Shelter, is visited by about 200 men a week. Half are brought in by a rescue team and half come on their own. Because of this new resource, police round-ups of Bowery derelicts have come to an end.

A report on the Project's first year is available on request.

D. Manhattan Court Employment Project

By April 1, 1969, the 18-month-old Manhattan Court Employment Project had served a total of 594 persons. The Project staff screens defendants in the Criminal Court. If the District Attorney has no objection, the Court is requested to adjourn selected cases for three months while defendants are placed in jobs or job training and receive counseling and supportive services.

The Project is now admitting ten new defendants a week. Currently, there are 207 active participants. Charges have been dismissed against 141 defendants, about 36 percent of the participants. Some 233 have been dropped from the program and referred back to the court. The Project has been working with the defendants for an average of 4½ months each. Both the Court and the District Attorney have shown increasing confidence in the Project, and are

now allowing felony defendants to participate. In its early months, the Project took only defendants charged with misdemeanors and few with more than minimal records. Forty of the 100 most recently accepted participants were charged with serious crimes, and an equal number had prior criminal records.

Most of the active participants attend weekly group counseling sessions at the Project's new clubhouse a few blocks from the Court. The club, officially opened by Mayor Lindsay on January 30, 1969, has three counseling rooms, a game room, and a library, all comfortably furnished through a donation from Playboy Enterprises. The club also serves as a gathering place for former participants who still receive counseling or assistance. The Project's nine non-professional counselors — all ex-offenders — have undergone intensive in-service training in group counseling techniques with their professional supervisors.

Sixty-three percent of all Project participants are given jobs or job training. About 300 companies and unions have agreed to hire participants referred to them. The Project's Career Development Unit educates employers to respond effectively to the problems of their new employees.

Some Project staff members are college students. They screen court records as a preliminary step in selecting participants, and gather and analyze data on the Project's work. Under a special arrangement with Antioch College, students work at the Project for up to three consecutive terms and receive academic credit.

The Project's greatest problem continues to be drug addiction. Although the screening process is devised to limit the Project to non-addicts, in many cases it is not possible to detect addiction immediately. Twenty-eight percent of the defendants taken in are later discovered to

be seriously involved with drugs. The Project's services are an unrealistic response to drug addicts, who account for the highest proportion of unsuccessful terminations.

E. Bronx Sentencing Project

Since July 1968, the Bronx Sentencing Project has been giving brief social history reports and sentence recommendations to judges sitting in adult parts in the Bronx Criminal Court. Before the Project began, more than 90 percent of adult misdemeanant cases had no pre-sentence report. The judge had only the prior criminal record and current offense to guide him in sentencing.

The Project provides immediate verified information about a defendant's job, residence, and family relationships. Where necessary, basic social history can be presented to the sentencing judge within two hours after an interview with the defendant. If more time is available, Project staff arranges referrals to narcotics treatment facilities or employment services.

As of March 28, 1969, 423 cases had been sentenced with the aid of Project reports. Non-prison recommendations (unconditional discharge, conditional discharge, fine or probation) were made in 225 cases and followed in 211, or 93.7 percent.

The Project is now preparing to expand in cooperation with the Bronx Model Cities program. From April to June 1969, under a federal planning grant from the State Crime Control Council, the Project staff will develop an experimental program in the South Bronx to provide new sentencing alternatives in the community, based upon supervision, job referral, and counseling of defendants. The new operation will be staffed largely by area residents and will involve organizations already serving the area. Staff mem-

bers are now working with a small group of defendants whose cases have been adjourned for six weeks prior to sentence. Consultants from Fordham University are designing means to measure (1) the impact of pre-sentence report procedures on sentencing decisions and patterns and (2) the effect of community counseling and referrals on recidivism.

A parallel program, supported by the Council, has been established in the same area of the Bronx by Volunteer Opportunities Incorporated (VOI). VOI plans to enlist community volunteers to supervise participants and conduct group counseling.

F. The Administration of Justice Under Emergency Conditions

Following the recommendation of the National Advisory Commission on Civil Disorders, Mayor Lindsay appointed a special committee to plan for the administration of justice under emergency conditions. Its report was completed in August 1968. In October, the Vera Institute received a federal grant to monitor the detailed implementation of the plan. Working with agencies involved in the criminal justice system, the staff has reviewed and updated the original plan and is seeking to ensure maximum coordination. Volunteers have been recruited to serve as additional prosecutors and defense attorneys. Procedures have been developed to alert them and all agency personnel if a disorder occurs. In addition, the Council staff has printed special forms, devised systems for rapid processing of prisoners, and set up an emergency center to provide public information about persons arrested, relocated, or hospitalized as a result of a disturbance.

IV. NEW OR EXPANDED PROJECTS

A. *Pre-Arraignment Processing Facility*

In 1967, after months of careful planning, a 24-Hour Arraignment Court opened in Manhattan. The Project also transferred control of the complaint room to the District Attorney, permitting defective complaints to be screened out at the earliest possible time.

Analysis of the case flow during the six-month pilot project showed that an 18-hour court would provide a more efficient use of judicial resources. Consequently, in 1968 a Night Court was opened in Brooklyn to serve Brooklyn, Queens, and Richmond. In addition, the jurisdiction of the Manhattan and Brooklyn Night Courts was expanded to include all offenses.

But the system still imposes a serious burden on police and civilian complainants. On evenings and weekends, police officers making arrests in the Bronx, Queens, and Richmond must travel considerable distances to arraignment courts in Brooklyn and Manhattan. If an officer makes an arrest in early evening, he is lost to patrol for the remainder of his scheduled tour while he goes through the lengthy court processing. If the arrest occurs late at night or during the midnight-to-8 a.m. tour, he will be unable to go to court, will have to return the next morning for the defendant's arraignment and will miss the next night on patrol, spending his tour in court instead. If he goes to court late at night and is kept overtime for the arraignment, he receives 1½ hours off for every hour of overtime. Civilian complainants in these cases have to make the same trip. District Attorneys report that many complaints are withdrawn because complainants find it difficult to go to another borough at night.

Although establishing night and weekend courts in the other boroughs would solve this problem, it would cost too much and waste the time of court personnel. As a more economical solution, in February 1969 the Council created an experimental Pre-Arraignment Processing Facility in the Bronx. All defendants arrested in that borough at night or on weekends are booked at the precinct of arrest and then taken to the Pre-Arraignment Processing Facility located centrally in the 42d Precinct. Civilian complainants are sent or transported by the police to the facility. An Assistant District Attorney assigned to the facility conducts an immediate review of the complaint. The court complaint is prepared under his direction and is sworn to by the officer or civilian complainant in front of the police superior officer. The defendant and complaint are then turned over to a police escort officer, freeing the arresting officer to return to patrol and the complainant to go home. The escort officer takes all the prisoners to Manhattan for arraignment.

Bronx arrests made after or shortly before the Manhattan Court closes at midnight are processed at the Pre-Arraignment Facility. Officers and complainants are released, and prisoners are held for arraignment in the Bronx Criminal Court.

By April 1969, the Pre-Arraignment Processing Facility had saved the equivalent of 3,297 police tours; the staff required to operate the facility served 1,354 tours of duty; thus, the Project achieved a net saving of 1,943 police tours valued by the City at \$108,859. An even greater advantage to the City and the public was increased police manpower for street patrol during the critical 4 p.m.-to-midnight hours when crime is high. Some officers working through the Bronx Pre-Arraignment Facility made and

processed two arrests in one night. Since the Project began, arrests in the Bronx have increased by 20 percent.

The Project has also spared 1,670 civilian complainants and witnesses the time-consuming inconvenience of traveling to Manhattan, encouraging citizens to cooperate in the prosecution of cases.

The Council is studying the creation of similar facilities in the other boroughs. It is also working with the Police Department to develop an experimental fingerprint transmission system linking the Bronx facility with the Police Department central identification unit. Transmission of fingerprints from precincts to headquarters generally takes up to 1½ hours. Currently the best equipment takes 14 minutes, which is too slow for the volume required. Council studies indicate that closed circuit television could transmit prints in one minute.

The Pre-Arrestment Processing Facility has benefited from a new state law authorizing the Presiding Justices to permit complaints to be sworn before officials other than court clerks. New rules permit precinct desk officers this duty, eliminating the cost of assigning a court clerk to the facility.

B. Burglary Prevention and Investigation

1. Burglary Demonstration Project

The Burglary Demonstration Project in the 110th, 46th, and 81st Precincts protects retail stores by improving preventive techniques. A survey by the Council's Security Devices Committee showed that many burglaries are crimes of opportunity, and that preventive measures by shopkeepers might reduce burglaries more effectively than preventive police patrols. In March 1969, twelve specially trained

detectives began advising store owners about security measures and devices.

Within 48 hours of a burglary in a retail store in one of the three precincts, a detective inspects the store, points out weaknesses in its security, and recommends preventive devices, taking into account the storekeeper's means and other practical problems. The detective leaves a written copy of his recommendations with the storekeeper and returns eight weeks later to see whether the retailer has followed his suggestions and how effective the improvements appear.

Upon requests from proprietors in the three demonstration precincts, the detectives also inspect premises which have not been burglarized.

The Planning and Detective Divisions of the Police Department will evaluate the Project after a six months' trial.

2. Investigation of Burglaries by Patrolmen

Normally detectives conduct all investigations of New York City burglaries. Patrolmen drive to the scene, make out the first report and refer each case to the Detective Division. Although studies reveal that, in most cases, intensive investigation of burglaries is not likely to lead to identification of a suspect, the procedure requiring two separate visits to the scene expended much time and manpower.

In a six-precinct experiment begun in January 1969, patrolmen responding to burglary reports also conduct the investigations. Detectives are called only in exceptional circumstances, as when the stolen property is extremely valuable or easily identifiable, when someone is injured, or when a witness is present.

The Project redistributes work more efficiently between detectives and patrolmen, helps alleviate the spiraling detective caseload, and broadens patrolmen's responsibilities.

C. Detention Overcrowding

In September 1968, the Commissioner of Correction brought to the attention of the Mayor a continuing and unprecedented rise in inmate population of New York City's detention facilities. A Council task force and the Vera Institute of Justice undertook a detailed analysis of the problem.

Their report, submitted in January 1969, listed two basic causes of the inmate population increase. Greater numbers of arrests had produced a sharp rise in the average monthly number of admissions to detention. Mounting delays in court proceedings had significantly lengthened the average pre-trial detention period.

The report recommended (1) increasing the use of release on recognizance for reliable defendants, based on expanded and revised investigations by the Office of Probation; (2) developing various forms of supervised pre-trial release; (3) increasing prisoners' access to telephones to facilitate the raising of bail; (4) scheduling advance plea-bargaining sessions between prosecution and defense; (5) limiting adjournments for "record and sentence" investigations to one week to eliminate delays of up to three weeks and (6) legislating limits on the length of pre-trial detention.

As a short-term remedy, the report recommended "blockbuster parts" to speed the release of prisoners. The parts, instituted in Brooklyn and the Bronx for the month of February 1969, gave priority treatment to prison cases. The Assistant District Attorney and the defense counsel

began the day by discussing possible dispositions for every case on that day's calendar. When each case was called, counsel discussed disposition with the judge. In the Brooklyn blockbuster part, the sentence was discussed as well. In no case was the Assistant District Attorney required to offer a reduction of charge or the defendant required to plead guilty, although significant plea reductions were granted in many instances.

Also in response to the Council report, the Police Department revised procedures to speed record searches and limit adjournments for record and sentence investigations to one week. The Presiding Justices of the Appellate Division ruled that Legal Aid eligibility investigations were no longer necessary, freeing the Office of Probation to spend more time on R.O.R. investigations.

D. Methadone Project

The Council, working with the Health Services Administration and the Addiction Services Agency, is sponsoring a reaseach program which will treat a broad sample of drug addicts through the use of methadone. The Project will focus on the crime-prone addict population found on the streets, in the courts, and in prison. The Vera Institute of Justice has been developing the proposal for a voluntary program in which methadone would be dispensed as part of three treatment plans: (1) maintenance of addicts on doses of methadone sufficient to block the effects of heroin, with no schedule for withdrawing them from the use of methadone; (2) methadone maintenance followed by planned withdrawal from the drug, probably in the second year of treatment; (3) the use of methadone as a detoxifying agent in order to achieve drug abstinence within a short period of time. The program will provide basic social services, vocational counseling and placement, per-

sonal counseling, referral to existing social service agencies for those participants with problems too severe or too specialized for the program to handle, and recreation space.

Project participants will be drawn from four sources: defendants referred by the courts in a procedure similar to that of the Manhattan Court Employment Project; offenders recruited at Rikers Island penitentiary and the Women's House of Detention; addicts sought out by a street rescue team similar to that used by the Manhattan Bowery Project; and addicts who seek treatment on their own.

As a major research effort in the narcotics field, the Project is being designed with the help of the U. S. Department of Justice, Federal Drug Administration, National Institute of Mental Health, the State Narcotics Control Commission, and private sources. An independent corporation similar to the Manhattan Bowery Corporation will operate the project. Former U. S. Attorney General Nicholas deB. Katzenbach will serve as chairman of the corporation board.

The Project will begin in the central Brooklyn Model Cities area and later expand into the other two Model Cities areas.

E. Family Court Law Office

In January 1969, the Council's Youth Services Committee proposed the creation of a Family Court Law Officer for a two-year demonstration period. The Project's goal is to solve legal and administrative problems resulting from the absence of a prosecuting official in the Family Court. At present, the public is not represented in many cases adjudicated in the court. In some cases, the police serve as the arresting authority and prosecutor. Cases are

often inadequately prepared and insufficiently screened before presentation.

The office, run by a Family Court Law Officer as part of the Law Department, would take charge of intake, screening, referral, preparation, and presentation of all cases. This should enable the Family Court to operate more efficiently and fairly, through development of standard procedures for screening and disposition of cases, and through representation of the public interest by a professional staff independent of the law enforcement and judicial branches.

The proposal has been approved by the Council membership, but funds have not yet been obtained.

F. Youth Diversion Project

The Council and the Central Brooklyn Model Cities Program are co-sponsoring a Project in the East New York area of Brooklyn to divert juveniles from the criminal process. Begun in January 1969, the Project is exploring ways of using community people and resources to help juveniles whose contact with the police indicates that they may be headed toward a court involvement.

Initial fact-finding has focused upon the processing of juveniles who are charged with offenses that result in a police investigation but not in an immediate arrest and court proceeding. The next step will be a small-scale pilot project diverting several youths after arrest and placing them under the supervision of community aides.

The Youth Services Agency, New York Police Department, and Vera Institute are cooperating in the experiment, which is funded by a Model Cities planning grant.

G. Legal Intern

New York University Law School has received a \$25,000 grant from the Council on Legal Education and Professional Responsibility to conduct a seven-month experimental clinical program recommended by the Criminal Justice Coordinating Council's Legal Intern Committee. Students will devote this summer and the following semester to work within the criminal justice system. They will receive pay for the summer and full academic credit for the semester.

The Legal Intern Committee has evaluated four experimental courses conducted in summer 1968 and recommended that City Law Schools develop broader programs to involve students in clinical work.

H. Computerized Court Calendaring

In October 1968 a special Task Force was appointed of the Information System Committee to develop a specific proposal for automating court calendars. The Committee's interim report, submitted in December 1968, found that 82 percent of the cases surveyed in the criminal Court were adjourned on the scheduled date, that the calendaring system was archaic and overburdened, and that resultant delays were excessive. The Task Force recommended an experiment to computerize court calendars in one borough, combined with procedural reforms, to simplify calendaring and reduce delays.

The Task Force was provided funds for consultant services and was requested to prepare a final report, due this month. The computerization experiment is expected to take 18 months to develop.

I. Master Calendar Office

The Calendar Control Project in the Bronx revealed that the complexities of court scheduling could not be dealt with piecemeal. The Council found that the case management problems of the Criminal Court required a broader approach. Therefore, the Council discontinued the Calendar Control Project and began designing a Master Calendar Office to assume case-scheduling functions for the various Criminal Court parts.

The Office would release a number of judges, prosecutors, and Legal Aid attorneys for other tasks. Under judicial supervision, it would develop and test various methods for more efficient court administration, such as split sessions, adjournments arranged in advance of the court date, and alert systems for police and complainants. The Master Calendar Office would also gather the necessary statistical information for the computerized calendar experiment.

A \$22,000 federal grant, received through the State Crime Control Planning Board, has been allocated to the Criminal Court to plan the Master Calendar Office.

J. Operation Safe City

On July 1, 1968, the City initiated the 911 police emergency number and, in cooperation with the New York Telephone Company, launched Phase I of Operation Safe City to inform the public of the number. The information campaign included television commercials, newspaper ads, and subway posters, and the distribution of one million 911 wallet cards. The old emergency number had never been known by more than 60 percent of the public. In a few months, 911 had a public recognition of 95 percent. Before 911, the police communications center received be-

tween 12,000 and 13,000 emergency calls each day. With 911, the number of daily calls jumped to 16,000.

The telephone company is planning a campaign this summer to publicize 577-7000 as a new non-emergency number to relieve some of the burden of 911.

Phase II of Operation Safe City began on January 6, 1969, with the "Support your local burglar" campaign to publicize ten rules for preventing burglaries. The Council's Security Devices Committee recommended the campaign on the basis of a nine-precinct survey showing that up to 25 percent of all burglaries can be prevented by improved security measures. The Committee developed the ten rules in cooperation with the Police Department.

Phase II used newspaper, radio and television commercials, and subway and bus posters to alert citizens to the ten rules. The mass media contributed more than \$800,000 worth of time and space from January through March. Several million copies of the ten rules were mailed out by banks, utilities, and religious and civic groups.

Counter placards, each containing 75 copies of the rules, were displayed in retail stores throughout the City. Over 2,000 citizen volunteers, working with the Police Department's Community Relations Bureau, distributed the 70,000 placards. Each precinct was divided into zones, and a local group took responsibility for soliciting merchant cooperation in each zone. This phase of Operation Safe City was conceived by Grey Advertising, Inc. Public relations was handled by Hill and Knowlton, Inc. Both firms contributed their help as a public service. Financial assistance came from the insurance industry, through the American Insurance Association, and from the Fund for the City of New York.

As a special aspect of the campaign, 10,000 houses of worship received a brochure describing measures to protect churches and synagogues from burglary and vandalism.

In April 1969, Phase III of Operation Safe City was launched — an effort to prevent car thefts, with the slogan, "Lock it and pocket the key." The campaign is based on statistics showing that 60 percent of all stolen cars are left unlocked and 40 percent have the key in the ignition.

The campaign will use mass media and millions of copies of a simple flyer. A similar effort in Queens County last summer significantly lowered the rate of auto thefts. The National Auto Theft Bureau helped develop the campaign, and the automobile insurance industry will finance it.

K. *Rehabilitation Services*

Working on the assumption that a person who has a good job is less likely to risk his economic stake in the community through a criminal act than one who is not so employed, the Council has initiated efforts to provide offenders with the basis for earning a stable livelihood. The following two programs, developed by the Department of Correction, focus on job development, job training and counseling.

1. *Work Release Program*

The Department of Correction began a pilot work release program on February 1, 1969, at the Correctional Institution for Men and the Reformatory on Rikers Island. During the final months of their sentences, 25 inmates have left the institutions for work or job training during the day, returning each evening and on weekends. The re-

leases are provided weekly group counseling and individual counseling where necessary. Of the 16 men released after participation in the program, 13 still hold the jobs in which they were placed by the Department of Correction. Participants' weekly salaries range from \$65 to \$150, and the savings available to inmates upon release range from \$150 to \$500.

The first work release center is being planned by the Department for the Central Brooklyn area, with financial support from the Model Cities program. It will accommodate approximately 45 inmates who will return to that area when released from custody.

2. VISTA-Teacher Corps Project

Since last September, 15 Teacher Corps interns have operated a school for 200 inmates of the Reformatory on Rikers Island. Eighty percent of the inmate participants advanced two grades or more in reading ability, and approximately half of the 72 inmates who took the General Education Development test qualified for a high school equivalency certificate. VISTA volunteers work with inmates before and after release to the South Bronx target area to ease problems of re-entry into the community. VISTA has placed six of the Teacher-Corps trained inmates in college programs and helped secure jobs for over half of the 183 inmates after release. The Department of Correction is working with Teacher Corps and VISTA to extend the program.

L. Federal Crime Control Grants

The Omnibus Crime Control and Safe Streets Act of 1968 provides general assistance grants to states and localities to improve law enforcement. Eighty-five percent of

the funds go through state-wide planning boards, with 15 percent available directly to cities. The Act requires that states initiate a comprehensive planning process as the basis for federal funding.

In New York Governor Rockefeller created the State Crime Control Planning Board as the state-wide planning agency. The Board divided the State into 13 regions and asked Mayor Lindsay to designate the planning body for New York City. The Mayor selected the Criminal Justice Coordinating Council to perform this function.

The first funds under the Act were made available in September 1968 through a special section providing immediate grants for riot control and community relations activities. New York City received four grants totalling \$192,000 for the following purposes:

1. *Administration of Justice Under Emergency Conditions.* Monitoring by the Vera Institute of the detailed implementation of the City's plan.

2. *Minority Recruitment.* Analysis by the RAND Corporation of the Police Department's minority recruitment problem and development of specific recommendations for an improved program.

3. *Police-Youth Dialogues.* Forty weekend sessions bringing police line officers and ghetto youths together for athletics and discussions.

4. *Guidelines for Demonstrations.* Development of guidelines for police handling of demonstrations and picketing, concentrating on First Amendment problems, and preparation of a script for a training film on these situations.

The Council received \$290,000, its first federal funds for comprehensive planning, from the State Crime Control

Planning Board in April 1969. The total includes small planning grants for the Master Calendar Office and the Bronx Sentencing Project and funds to expand the consultant services supplied by the Vera Institute. The rest of the money will be used to hire a full-time staff for the Council and to establish a Criminal Justice Information Bureau to provide comprehensive management information and contribute to the development of a coordinated, inter-agency information system.

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