

A REPORT OF
THE VERA INSTITUTE OF JUSTICE

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I. HISTORY AND BACKGROUND

For the past decade, the Vera Institute of Justice has sought to develop innovative programs of criminal justice reform in New York City. Its efforts grew from the initiative of one person, a concerned citizen with no formal knowledge of the criminal justice field and no background in it, except for a devotion to the sources and contents of American liberties and an ability to see when someone was being treated unfairly.

This citizen was Louis Schweitzer, a retired chemical engineer and businessman who died in September 1971. It was in 1960 when Louis Schweitzer first learned about the problem of the poor person in jail. He found the poor were jailed for extended periods of time simply because they could not afford bail. Mr. Schweitzer felt that an individual so detained was being deprived of his rights under the Eighth Amendment to the Constitution: "Excessive bail shall not be required..." To some persons without money, Mr. Schweitzer reasoned, any bail at all could be excessive. Also, lengthy detention struck him as a violation of the Sixth Amendment's speedy trial guarantee. Poverty, under such a system, became a punishable offense.

These injustices seemed to him more than the American system, with its affirmations of equality for everyone, should tolerate. Against this background, the

Vera Foundation, named for his mother, was incorporated in 1961 with an endowment of \$70,000 to examine the criminal justice system and develop a method for improving the bail bond system.

About this time, Mr. Schweitzer met a young magazine editor, Herbert Sturz, and the two struck an immediate and lasting friendship. Mr. Sturz became the Director of Vera, which in its first months was a one-desk operation in an alcove off Mr. Schweitzer's secretary's office.

The decision to incorporate Vera was a pragmatic one; a mechanism was needed to permit the Foundation either to become a granting agency or to allow it to operate programs itself. A not-for-profit corporation seemed to be the most sensible set-up.

The original Board of Trustees was composed of members of the Schweitzer family who drew upon the help of an Advisory Board consisting of jurists, lawyers and other individuals interested in reform of the criminal justice system.

Initially, Vera considered providing funds to a university or a private or public agency to develop an alternative to money bail, but no agency that was both competent and interested could be found. Thus, it was decided -- almost as a last resort -- that Vera itself would work toward reform of the system. It would try

to reach into the bail-setting apparatus in order to make it function more fairly on behalf of the defendant and, in the process, help restore guarantees of individual rights.

This early decision implied a commitment to a sustained private effort which would work within the existing public structures to develop techniques for promoting change. Vera's activities were thus conceived from the beginning as reformist, and as dependant on the cooperation of the responsible authorities.

The Manhattan Bail Project, Vera's first undertaking, reflected these objectives. It was conceived as both a research and demonstration project.

Discussions with City officials, starting with Mayor Robert Wagner, began in the early spring of 1961. The Mayor warmly endorsed the idea of a private agency attempting to bring about change in the bail system and referred the Vera staff to Chief Judges Abraham Bloch and John Murtagh, of the Magistrates Court and the Court of Special Sessions respectively. The judges were also receptive to Vera's effort to help improve a system they recognized was far from satisfactory.

The support of other agencies in New York City was also sought. These included the New York City District Attorney's office, the Police Department, the Corrections Department and the Office of Probation; also private reform and welfare agencies such as the National

Council on Crime and Delinquency, which provided a one-year salary grant to a Vera researcher, the Community Council of Greater New York and the Legal Aid Society. Discussions were also held with law professors, defendants and bail bondsmen.

The Manhattan Bail Project, through an interview verification procedure developed by Vera staff, recommended to the court that defendants with roots in the community be "released on their own recognizance" -- without money bail -- pending trial. Operations began in Manhattan's Criminal Court in October 1961.

By 1964 the Project was judged to be successful and New York City's Office of Probation took over the "release on recognizance" investigations from Vera and extended the service to the other four boroughs of the City. Over the three-year experimental period, 98.4 percent of the 3,500 persons released showed up for trial. Since the incorporation of the Bail Project into the criminal justice system in 1964, the use of "release on recognizance" has grown significantly. Presently, over 50 percent of all individuals who obtain pre-trial release, obtain it without having to post bail.

The Manhattan Bail Project served as a model for the 1964 National Conference on Bail and Criminal Justice (which was co-sponsored by the U.S. Department of Justice and Vera), and led directly to passage by Congress of the Federal Bail Reform Act of 1966.

The Manhattan Bail Project led to other efforts to change New York's criminal justice system.

The first to evolve from Vera's work on bail was the Manhattan Summons Project which functioned in the period immediately after arrest but before arraignment. It developed procedures for release of the accused at the precinct level thus bypassing the bail decision altogether.

In 1966, the Vera Foundation was reconstituted as the Vera Institute of Justice, to lay the base for an expanded program. Burke Marshall, former Assistant United States Attorney General for Civil Rights became Chairman of Vera's Board of Trustees and Mr. Schweitzer continued as President. The people Vera sought as Trustees were those whose character and judgment were outstanding and whose knowledge of criminal justice processes was respected.

Work on the Summons Project revealed that in 1964 nearly a third of all the arrests in New York City were for offenses related to drunkenness. In an attempt to deal with this problem, Vera developed the Manhattan Bowery Project. The aim of this program has been to divert skid row derelicts from the arrest-court-jail cycle into a treatment facility which would provide 24-hour inpatient medical assistance as well as follow-up outpatient nursing and rehabilitation services. Arrests of derelicts in the Bowery precincts have dropped substantially, thus relieving

the criminal justice system of what is in fact a social problem, while providing these persons with more humane and effective treatment than is obtained in the arrest-jail processing.

As the decade progressed, Vera became involved in a range of projects that intervened at various points in the criminal justice process. In addition to Bail and Summons, Vera intervened before arrest (the Bowery Project), after arrest but before trial (the Manhattan Court Employment Project), and after conviction but before sentencing (the Bronx Sentencing Project). Vera also sponsored a project aimed at diverting hard core drug users (Addiction Research and Treatment Corporation Project) as well as an experiment that substituted community involvement for institutional treatment of a juvenile (the Neighborhood Youth Diversion Program).

The close relationships Vera developed with New York's Police Department, with the courts, and the Mayor's Office, have also led to opportunities for innovation and experimentation within the criminal justice agencies themselves -- especially in the Police Department and the courts.

Exposure to nearly every facet of New York's criminal justice machinery helped Vera workers to see at first-hand how the parts of that machinery worked -- or often did not work.

In 1967 Mayor John V. Lindsay established an agency to help deal with the underlying problem of coordination between criminal process agencies. The Criminal Justice Coordinating Council was designed along lines recommended that year by the President's Commission on Law Enforcement and Administration of Justice.

The new Council was designed to perform basic coordinating and liaison functions in budget planning; in establishing priorities among programs of the various criminal justice agencies; in improving the flow of information; and in sponsoring change throughout the system.

It was perhaps natural for the new Criminal Justice Coordinating Council to turn to Vera for assistance in the area where Vera had been working -- planning for change. Vera received contracts from the City to serve as consultant to the Council, starting at \$150,000 per year from 1967 through 1969, and increasing to \$330,000 per year from 1969 through 1971. These contracts enabled Vera to enlarge its planning operations and to develop still closer working relations with criminal justice agencies.

Vera also received crucial support and assistance almost from the beginning from the Ford Foundation, where key staff members developed an early interest in Vera's work. Ford experts gave important advice during the

preliminary stages of Vera's planning and the Foundation made grants totaling \$380,000 to underwrite Vera activities in 1962 and 1963. These were followed by a major five-year supporting grant of \$1.1 million in 1966 which was renewed in 1971 for a second five years for a total of \$1.5 million.

This support, together with Mr. Schweitzer's annual matching contribution of \$25,000 which was formalized in 1966, has helped insure the independence of Vera's staff and has kept them free to develop new ideas. Vera's overall policies are set by its Board of Trustees; its actual work program is developed and supervised by a full-time in-house staff. Few constraints, if any, exist in determining either the direction or structure of Vera programs; the Institute's charter is sufficiently broad to allow Vera flexibility in determining the scope of its operations.

By choosing to work in specific areas and toward limited objectives and showing generally a low profile, Vera has found that it can act as a catalyst and "broker" in bringing different groups together in a common effort. To achieve its goals for change the Institute works with government agencies at the city, state and federal levels and also with private organizations such as universities, foundations, hospitals and corporations.

II. FINANCING

One factor vital to Vera has been the availability of private funding over an extended period. The major grants provided by the Ford Foundation since 1966 have permitted Vera to maintain an independent core staff and have helped to assure the continuity of its activities in the face of annual budget squeezes at the municipal, state and federal levels. The Ford support has allowed Vera to develop different approaches to criminal justice reform, and in doing so, to take the time to turn an idea into a carefully planned experiment. Few restrictions have been placed on the use of these funds, thus providing Vera with flexibility in meeting start-up and cash flow needs of demonstrations as well as Vera-created projects that have been integrated into the criminal justice system.

The Ford Foundation has also provided other grants to Vera. A \$100,000 grant for the development of innovative projects to deal with health and urban problems was made in 1971 and a proposal to support the technical assistance program has been submitted for consideration.

Private financing has provided Vera with leverage in attracting public funds for planning and demonstration purposes. It has been Vera's policy to use its private funds as seed money in seeking financial support from city, state and federal governments for both the short-term funding of demonstration projects and for the permanent financing of programs that prove successful. The accompanying

chart shows that from 1969 to 1972, over \$18 million in project grants and contracts has been generated largely as a result of Ford Foundation's support.

Recent demonstrations have been funded by the City's Criminal Justice Coordinating Council under monies provided by the Law Enforcement Assistance Act. The matching contributions required under these grants and others are met, for the most part, through funds provided under Vera's technical assistance contract with the City.

Despite its ability to obtain private and public financing, the fact remains that Vera is not an endowed organization and, therefore, depends on outside funding sources to support its work.

One problem facing Vera, particularly at the state and municipal levels, is that payment for work performed is far from prompt. As Vera has expanded its operations, cash flow has become a sticking point and has often placed a drain on available capital in order to keep projects going. At any given time, between \$250,000 to \$500,000 is on loan to programs and repayment to Vera often takes as long as six months and, in some cases, not until after the grant has terminated.

III. CHARACTERISTICS OF PROFESSIONAL STAFF

Vera's core staff consists of a small in-house planning staff, usually numbering between five to seven

persons and three or four supervisors, and an average of seven or eight project directors, most of whom began as Vera planners. In addition, between 60-100 people are employed in projects directly administered by Vera and another 500-600 people are employed in Vera-created programs which have been separately incorporated.

No systematic effort to recruit planners or project directors is undertaken. Recruitment is carried forth on an informal basis: most people apply directly or are referred by City agencies or private individuals. There are no restrictions as to professional skills, experience or age; rather, hiring policies reflect quite closely Vera activities at any given time. In the early 1960's, because of Vera's emphasis on court-related projects, its core staff consisted primarily of young lawyers. As the focus of its activities has expanded into other areas of criminal justice reform, particularly diversion programs, the staff has been supplemented by people whose skills lie in public administration and job development.

In recruiting staff, Vera looks for resourceful and energetic persons who have the ability to "connect" ideas and their implications as well as handle themselves with tact and resourcefulness in stress situations. Hiring and maintaining a quality staff has never presented serious problems. This is probably due in some degree to Vera's track record; its ability to work within the system and

get things done. People are also attracted to Vera because of the opportunity to develop a plan, put the funding together, and play a key role in its implementation. Vera has found that a program is more securely grounded in the real world when a planner knows he will one day be responsible for carrying out his own ideas. Furthermore, the notion of planners-turned-project directors is a means of continually refreshing the organization with new staff as Vera expands operations.

The one area where Vera has relied rather heavily on outside assistance is in the research design of its programs. For the past few years Dr. Hans Zeisel of the University of Chicago Law School has helped structure much of this work. In some cases, the research has been developed internally. In others, sub-contracts have been entered into with various universities. At present, Harvard Law School, Yale Medical School and the Columbia University School of Social Work are jointly evaluating the Addiction Research and Treatment Corporation methadone maintenance project. In addition, Columbia University is under contract to evaluate the Neighborhood Youth Diversion Program in the Bronx.

Vera's pay scales are competitive with government agencies and most non-profit research organizations. The typical starting salary for a planner with a law degree or M.A. is between \$15,000 to \$17,000, with junior planners beginning around \$12,000 or \$13,000. For a project director

or senior planning specialist, salaries range between \$18,000 to \$22,500, depending on the individual's experience.

IV. WORK PROGRAM AND IMPLEMENTATION

In its attempt to improve both the fairness and efficiency of the criminal justice system, Vera seeks to identify problems in what are often narrow areas and then works with the appropriate agencies to help bring about change. Though Vera relies on the ideas and cooperation of other agencies, most decisions affecting its work program are made independently of funding opportunities or outside pressures.

Vera's main objective has been the development and integration of successful pilot projects into the criminal justice system of New York City, thereby providing new approaches for old problems. Some experiments have not worked perfectly, but the majority have resulted in the more efficient administration of justice and in more humane ways of dealing with accused and convicted persons.

Vera does not have a master plan for total system reform; rather, its work plan is guided by two basic goals--greater efficiency and the diversion of persons from the system. Every plausible alternative is examined.

The Institute's interest in the problems of pre-trial release has not been limited to New York City; Vera has

assisted in establishing projects similar to the Bail and Summons in many cities around the country. In addition, Vera is presently examining the impact of preventive detention legislation that went into effect in the District of Columbia in February 1971. In conjunction with Georgetown Law School's Institute of Criminal Law and Procedures, Vera has been studying the effect of this legislation on persons accused of crimes in the nation's capital.

Vera's emphasis on diversion projects is applied to all stages of the criminal justice process, from youthful offenders to skid-row alcoholics. The concept of supported work for offenders evolved as a natural consequence of diversion projects. The hypothesis here is that many people who have been involved with the criminal justice system and who have been unable to secure and hold steady employment can become productive and remain crime-free if given an opportunity to work in low-stress environments and provided with such support services as counselling, group therapy and skill training.

Vera's first supported work program, Project Renewal, was designed for participants of the Manhattan Bowery Project. The success of this project and similar ones have led Vera to believe not only that supported work programs are feasible and necessary in the rehabilitation of many addicts, alcoholics and offenders, but that such programs could provide humane and positive alternatives -- in some situations -- to the welfare system.

As can be seen below, in addition to Project Renewal, three other supported work projects, operating within both the public and private sectors, are in the experimental phase and six new ones are on the drawing board.

Supported Work

Project Renewal: Begun in 1970 with City funds, this program provides a supported work setting for Bowery alcoholics. Under a contract with the Human Resources Administration, the project began with 10 men who were responsible for maintaining 30 to 40 vest pocket parks scattered throughout the city. This year, the contract was expanded to include 60 parks. Seventeen men, who jointly support and share a home in Brooklyn, are now in the program. Developed and formerly administered by Vera, the project is now under the direction of the Manhattan Bowery Project.

Three of the original 10 men are still with the program and have been promoted to staff jobs. Each of these men had been a skid-row alcoholic for periods ranging from 10 to 16 years.

Pioneer Messenger Service: Employing a traditional business model with defined job responsibilities,

pay incentives and opportunities for promotion, this project got underway in the Spring of 1971 with funds from the U.S. Department of Labor. Pioneer now employs 40 ex-addict messengers who service over 200 businesses and organizations in midtown Manhattan. As in other Vera supported work programs, employees are provided with group and individual counselling and educational and recreational activities.

During its first eight months, the Pioneer Messenger Service delivered over 27,000 messages, and only one was lost. Three messengers have been promoted to full time staff positions and one of the original dispatchers is now an assistant project director.

Off Track Betting: Through the cooperation of the OTB management and the City, Vera in November 1971 staffed an Off Track Betting Corporation branch in midtown Manhattan with 24 men and women from various methadone programs and drug-free communities. These men and women act as selling agents and cashiers under the regular management of OTB supervisory personnel. All but four salaries are covered by the OTB corporation and the remaining operational funds are provided through a grant from the City's Criminal Justice Coordinating Council.

Water Blasting: Also in November 1971 using a technique designed to clean masonry surfaces of buildings, volunteers from the Pioneer Messenger Service cleaned the south Rotunda of the Municipal Building at Foley Square and the Bethesda Fountain Plaza in Central Park. On the basis of these demonstrations, the City's Department of Public Works is hiring 18 ex-offenders to continue this work under federal funds provided through the Emergency Employment Act. Winter work will include the degreasing garage floors and the cleaning of interior masonry. In warmer weather, the men will return to cleaning the exterior of buildings and other structures.

Glass Factory: In April 1972, a 20-man glassworks facility will begin operations in lower Manhattan. It will manufacture art and novelty glassware for sale on the open market. Vases and bowls which will be made from recycled bottles through a glass-pulling technique. The project will employ former convicts and heroin addicts who will learn the manufacturing technique from two Vera planners who were recently trained in Oklahoma. An order for 200 dozen pieces a week has been received from a local glassware jobber.

Central Repair Service: In conjunction with the Police Department, Vera is developing a repair service for police automobile tires. An estimated 15 ex-offenders would be employed in the first year. It is anticipated that the project would save police time and cost less than the present system.

Street Paving: Early in 1972, 24 ex-offenders will undertake emergency repair of sidewalks throughout the City as members of the Department of Highways regular work crews.

Paper Recycling: Together with the City's Sanitation Department and the Environmental Action Council, Vera is developing a project which would collect newspapers for recycling purposes. A processing plant would be established where the paper can be sorted, cleaned and baled if the volume is great enough. Eventually, it is hoped that this type of operation could be expanded to the recycling of both cans and glass containers for commercial use.

Franchises: Vera is also exploring the feasibility of sub-contracting a number of business operations including dry cleaning and food service stores.

NIMH: In addition, Vera has applied to the National Institute of Mental Health for a grant that would provide supported work for 300 ex-addicts residing in Manhattan's upper West Side.

Planning is also underway in other program areas.

Heroin Research and Rehabilitation Project

In 1970, the Mayor's Narcotics Control Council appointed Howard Samuels and Herbert Sturz as co-chairmen of a committee to study the feasibility of a heroin maintenance experiment. Since then, Vera, in conjunction with New York Medical College and Yale Medical School, has been developing a tightly controlled, limited-time heroin treatment program for 300 hard-core addicts who had previously dropped out of methadone maintenance programs. The program would offer a full range of social services and would administer heroin for a limited period of time in an effort to stabilize the addict. It would then attempt to transfer him to methadone maintenance, a drug-free therapeutic community or to a narcotic antagonist.

Pre-Trial Services Agency

In cooperation with the Police Department, Vera

is exploring ways in which stationhouse release can be expanded. Community groups would be used to provide defendants with essential supervision and services during the pre-trial period and to take responsibility for getting the defendant back to court for trial. The community groups would include churches, unions, anti-poverty agencies, narcotics treatment programs, civic clubs and settlement houses.

Technical Assistance Program

With the help of experienced Vera staff, technical assistance would be provided to jurisdictions interested in setting up criminal justice programs. The project would work with individuals at the local level to help develop priorities, and to aid in designing projects tailored to each community's needs. The project would have an intern training program for qualified individuals interested in working in the criminal justice system and for those already employed in some part of the system, but who lack the skills needed to plan and implement new projects. Plans are underway to provide technical assistance to cities in Ohio, Maryland and Massachusetts.

Staff also provide assistance to the following projects that have been developed by Vera. Many of these programs have

brought about substantial savings to the City and have been incorporated into the criminal justice system after the experimental period. In addition to Project Renewal, these programs include the Manhattan Bail and Summons Projects, the Manhattan Bowery Project, the Court Employment Project and others that were jointly planned and implemented by Vera and various criminal justice agencies.

Court Employment Project

This program began operations as part of Vera in Manhattan in 1968 under a grant from the U.S. Department of Labor and is now fully supported by City funds. (In 1971 a private non-profit corporation was formed to oversee the project). Its aim is to divert accused persons out of the criminal process -- after arrest but before trial into counselling and a job. A defendant is offered the possibility that the charges against him will be dismissed provided he is cooperative and responsive within the 90-day period granted by the court. The project has expanded operations into Brooklyn and Bronx.

During its first 40 months of operation, ending June 30, 1971, the project accepted 2,000 participants. Dismissal charges recommended by Vera and accepted by the court reached 61 percent.

The relatively low cost of the program, \$860 per participant, has also resulted in savings in detention costs.

Manhattan Bowery Project

For the last four years, this project, in conjunction with the Police Department, has diverted derelicts from the arrest-court-jail cycle to a special treatment facility in the Bowery area. Entirely supported by City funds, its aim is to provide derelicts with the chance to dry out and receive medical attention as well as food and clothing. Referrals for aftercare or rehabilitation are made if requested.

As of July 1971, the Bowery Project had admitted 10,000 patients. Arrests of derelict alcoholics has dropped 80 per cent in the 5th and 9th precincts where roundups were formerly a daily routine.

Manhattan Summons Project

Begun in 1964 with the cooperation of the Police Department and the courts, this project was designed to speed up the time-consuming and costly process in which a police officer leaves his patrol duties for as much as a complete tour of duty to escort an accused misdemeanor through

booking and arraignment procedures. Under the Summons procedures, the accused is released at the precinct level thus leaving him free to return to his home or job until his first court appearance; the police officer returns to patrol duty. Adequate controls were built into the project to assure the eventual processing of the accused.

In 1966 the Police Department took over the operation of the project and by the summer of 1967 the program had been extended to all five boroughs. In the year before the project got underway only 63 persons received summonses in New York City; in 1971, over 32,000 summons were issued for a savings to the City of \$5 million.

Pre-Arraignment Processing

Developed in 1969 in conjunction with the Police Department, the Bronx District Attorney's Office, and the Appellate Division of the State Supreme Court, this project aims to relieve the arresting officer of accompanying a defendant, who has not received a summons at the precinct, to court for arraignment. It permits the rapid completion of his clerical functions thus enabling him to return to patrol duty in one-third the time previously required.

During the year ending June 1971, the pre-arraignment facilities in the Bronx, Brooklyn and Queens processed approximately 42,000 cases for a net savings in police time of \$1.5 million.

Traffic Court Alert

Developed jointly with the Police Department, this project was designed to reduce unnecessary appearances by policemen in the Manhattan Traffic Court through a central reporting and telephone alert system. Before the program was implemented in 1967, approximately one-half of all such appearances were found to be wasteful because the defendants failed to appear, changed their pleas to guilty, or requested adjournments. Although jurisdiction has recently been shifted from the Criminal Court to the Department of Motor Vehicles and the Parking Violations Bureau, use will continue to be made of the alert procedures.

During the past three years, 32,000 police appearances, or 60% of the total were eliminated, resulting in savings to the City of over \$1.3 million.

Addiction Research and Treatment Corporation

Supported by city, state and federal agencies,

ARTC is an outpatient methadone maintenance center that provides multiple services, including medical, dental, legal, family guidance and job development, to residents of the Bedford-Stuyvesant-Fort Greene areas of Brooklyn. Through its research component, the project hopes to learn more about the characteristics of addiction and the various ways of dealing with it while providing treatment. ARTC was developed by Vera in 1969 at the request of Mayor Lindsay and other city officials. Over 100 patients have entered the program, and in 1972, it will be expanded to include the whole borough of Brooklyn. Plans are underway to open a new center in 1972, in the Harlem-East Harlem area in Manhattan.

Appearance Control Project

This program which began in June 1971 under a grant from the Criminal Justice Coordinating Council is aimed at developing mechanisms to cut unnecessary court appearances by police and civilian prosecution witnesses through a combination of advanced adjournments and telephone alerts. The potential savings to the city in police manpower in this area is between 400-500 tours of duty per day. The project began in Manhattan and has expanded its operations to the Brooklyn Criminal Court.

During the first 18 months of operations, ending June 1971, the Appearance Control Project saved 10,000 court appearances by civilian and police witnesses. Savings to the Police Department exceeded \$550,000.

Bronx Sentencing Project

Begun in 1968 under a grant from the Criminal Justice Coordinating Council the original purpose of this program was to provide Bronx Criminal Court Judges with short-form pre-sentencing reports containing objective verified information about convicted adult misdemeanors. After the first year, the program also began to test the usefulness of providing support services and counselling to defendants, after conviction but before sentencing through community organizations. Operations ended in the fall of 1971 because the utility of the short form had proven satisfactory and the State Office of Probation had adopted a variation of it.

During the projects three years of operation, non-prison recommendations were accepted by the court in 92 percent of the cases and prison recommendation in 88 percent of the cases.

Neighborhood Youth Diversion Program

The objective of this program is to divert

juveniles between 12-15 years of age out of the juvenile justice system and work with them in the community. Assistance is provided to a juvenile through a Case Staff and Forum, an extra-judiciary means of resolving juvenile problems. The Case Staff, composed of young community residents, act as big brothers and counselors to the juveniles and their families in helping to solve their problems and in obtaining needed resources. The Forum, staffed by community residents who have been trained as mediators and conciliators, provides a neighborhood setting where minor charges can be heard informally and appropriate support offered. Funded in 1970 by the City's Criminal Justice Coordinating Council, the program operates in the East Tremont section of the Bronx, a target minority area with a high juvenile crime rate.

During the first year, fewer than 10 percent of the 150 juveniles accepted by the program have been involved in further delinquent activities.

Teacher Corps FACT Program

Developed jointly by Fordham University and Vera, this program was launched in 1971 under

a two-year grant from the U.S. Department of Health, Education and Welfare. The program, which will lead to a masters degree for 35 teacher interns, is designed to expand the role of the teacher beyond the classroom and lead him to an understanding of the criminal and juvenile justice system, and to eventual community work with delinquent, pre-delinquent and drug-involved youths.

Vera demonstration projects have also had an impact outside New York City and are being increasingly adopted in other jurisdictions. A number of cities throughout the country are operating programs similar to the Bail and Summons Projects. Experiments based partly on the Bowery Project are underway in Boston, San Francisco, Syracuse, Minneapolis and Rochester. Projects modeled after the Court Employment Project are also operating in many of these same cities as well as in San Antonio, Newark, Cleveland, Baltimore, Washington and Philadelphia, and planning is being done in Miami, Syracuse, Hartford and the Virgin Islands. Vera's ability to respond to requests for assistance from other communities should be increased through the technical assistance project now in the planning stage.

V. RELATIONSHIPS TO FEDERAL, STATE AND LOCAL GOVERNMENT

As a catalyst for reform of criminal justice, Vera necessarily maintains extensive and productive relationships with all levels of government, local, state and federal. It works within the system, yet maintains its role as an independent third party.

With the U.S. Department of Justice, Vera co-sponsored the National Conference on Bail and Criminal Justice in 1964. More than 400 judges, prosecutors, defense attorneys, police officials, bondsmen, correction officers, and academicians discussed bail reform and related matters. The conference was an outstanding success, for, by the spring of 1965, 44 counties and cities were operating pre-trial release projects and 35 others had projects on the drawing boards. In addition, 21 groups of judges, lawyers, attorney generals and probation officers in various states held subsequent conferences on the bail problem, most of which were attended by Vera staff. Finally, the 1964 conference and its forerunner, The Manhattan Bail Project, led to eventual enactment of the Federal Bail Reform Act of 1966, the first change in federal bail law since the Judiciary Act of 1789.

Vera's efforts have drawn substantial support and collaboration from successive New York City mayors and police commissioners, as well as from the late Senator Robert F. Kennedy and eminent jurists. President Johnson's Commission on Law Enforcement and Administration of Justice was a significant source of research and ideas. The Institute has

also had the working partnership and financial aid of numerous government agencies.

In New York City, Vera has established firm relationships not only with the City's criminal justice agencies but with other municipal agencies, such as the Health Services and Human Resources Administrations, the Environmental Protection Administration and the Addiction Services Agency, all of which have helped facilitate Vera projects. Vera's close ties with the Police Department resulted in a police liaison office being set up within Vera in 1966. The office has helped coordinate Vera projects, and has provided the Department with an independent voice in criminal justice planning and an access to private funds for experiments that might not otherwise have been undertaken. In addition, Vera staff has been given space in the Manhattan Criminal Court from the beginning of the Bail Project in 1961. Vera's longstanding relationship with the New York and Kings County District Attorneys' offices resulted in the allocation of space for the Manhattan and Brooklyn operations of the Appearance Control Project.

At the State level, Vera works closely with the Office of Crime Control Planning, the agency responsible for developing the statewide plan for criminal justice programs and for administering federal block grants to local communities. In addition, Vera's close work with the State Department of Mental Hygiene in setting up the Bowery Project resulted in financial support to the program from

state, city and federal sources.

Vera has also formed long-term relationships with federal agencies, including the Justice Department's Law Enforcement Assistance Administration and the National Institute of Criminal Justice, both of which have supported a number of Vera research and evaluation projects. Vera has worked closely with the U.S. Department of Labor, which was the original sponsor of its Court Employment Project. Based in part on the successful demonstration of this experiment, the Labor Department is now supporting the Pioneer Messenger Service and has also provided Vera with a planning grant to explore the feasibility of similar programs in the public service area.

In attempting to effect improvement in the criminal justice system in New York City, Vera has found that municipal agencies are, by and large, remarkably receptive to new ideas as long as they are clearly presented and offer the possibility of dealing with problems in more effective ways. The quality of agencies and interagency relationships differs greatly and difficulties and pockets of concern have occasionally arisen, some justified, others not. But, by appealing to and articulating where an agency's enlightened self-interests lie, Vera has found that productive relationships can be maintained and that change can be brought about.

Vera differs from other research organizations serving the City in the criminal justice area because it is action-oriented. Its basic technique for effecting change

is the pilot project. It does not simply collect and analyze data for submission in a final report, but rather it structures and then tests an experiment aimed at solving a particular problem. If the experiment proves worthwhile, Vera then tries to secure funding for the project and have it incorporated into the system. The pilot project also enables Vera to develop new resources outside the system to provide services that otherwise might not be available. Vera negotiates its City contracts directly with the agency involved and, up until this year, these contracts were engaged on a sole-source basis. However, a change in the state law regarding City contracts over \$5,000 now requires that such contracts be approved by the Board of Estimate.

Because of the knowledge and expertise gained during the past ten years, Vera staff are often consulted on issues relating to criminal justice reform at local, state and national levels and are requested to serve on governing boards of various public, as well as, private agencies.

VI. EVALUATION OF EXPERIENCE

Perhaps Vera's most important contribution to criminal justice reform has been its success in refining the pilot demonstration project as a technique for effecting change.

The projects worked out by Vera, often with the cooperation of the City's Criminal Justice Coordinating

Council and other criminal justice agencies, proved to have many advantages and few drawbacks. Since they tended to be limited in scope and even in duration, they were not threatening to those who might be adversely affected by change. Moreover, results could be expected fairly quickly and red tape could be bypassed. No commitments to the ideas a project was trying to test were required; everything could be made to rest on the demonstration itself. Political risks were therefore minimal. Funds were not drawn away from on-going activities as private or alternate public sources could usually be found for financing promising experiments and such projects did not need to be expensive. They could also be modified or dismantled if they proved ineffective and, even in failure, the findings could be useful.

There are a number of reasons for this private-governmental cooperation. First, research, fact-finding and experimentation require the full-time efforts of a number of people. Municipal agencies tend to operate on a day-to-day crisis basis; they are chronically understaffed and understandably reluctant to divert personnel from routine but essential tasks for experimental purposes. Thus, they have been receptive to a small outside group willing to work quietly and intensively on specific problems.

Second, many irritants in the system arise not from the activities of any one agency, but from the lack of coordination among agencies. The principal mechanism for dealing with a problem that cuts across agency lines, the

interdepartmental committee, has been notoriously unsuccessful. However, as a private neutral agency, Vera has found that it can successfully bring together several agencies in a joint innovative program or experiment. And it can devote full time to bringing about the required degree of cooperation; this is Vera's business, not an extra duty added onto an already overcrowded schedule.

In addition, Vera can intercede with the City's power structure; it is not bound by chains of command. It does not seek reform by exposing inefficiency or injustice, by leveling indictments or by public confrontation with line agencies. Too often this approach hardens opposition to change or at best leaves the kind and quality of change to be made to the agency under attack. Rather, Vera starts with the hypothesis that when the need for change is documented, agencies can be persuaded to experiment, especially if outside help is provided. And Vera can often contribute the extra funds or manpower needed to make an experiment succeed that a budget-bound City department cannot justify.

Vera's efforts during the past decade have not resolved New York City's problems in the criminal justice field. Indeed, crime rose during the period, and although the percentage of detained people decreased, the total number of people detained increased, as did the average length of detention. But, a beginning has been made.

One of Vera's shortcomings has been that it has not published enough information about its activities to

provide the public and criminal justice agencies in other communities with a clear understanding of how it has gone about developing its demonstrations and how well they have worked. Efforts to make more information available will, in part, be realized through the publication of Vera's Ten Year Report which will be finished shortly, and additional efforts will be made through the new technical assistance program.

Vera obviously has a vested interest in the continuation of its work. But, for it to remain relevant, a climate favorable to criminal justice reform is needed. The assistance of government officials and agencies is not only required to support new ideas but also to finance the testing of these ideas; Vera is not an endowed organization.

Vera's structure, however, provides a great deal of flexibility in that it allows for constant renewal and continuous development of innovative programs. Much of its ability to renew has been because it has purposely not become a large research organization, but instead has remained a small result-oriented agency, watchful for areas of reform from the citizens' as well as the City's point of view and willing to work with agencies to effect these reforms. Building on the expertise it has gained during the past ten years, it would appear that at least for the foreseeable future, Vera can continue to make a useful contribution to the criminal justice system, particularly as it begin to focus more sharply on the potential of supported work programs.

VII. MODELS FOR THE FUTURE

Vera's experience as a private agency -- in helping to bring together a number of public agencies in a joint effort -- could perhaps serve as a model for effecting change in many areas of government concern.

Vera has not become a large research organization; rather, it spins off its demonstrations into public agencies or specially created single purpose non-profit corporations. Thus, its core staff is kept small and free to develop and test new ideas and approaches.

The Institute can be effective in running two projects or 10 -- for one agency or for a number of agencies at different government levels -- and it attempts to utilize academic support wherever required. Vera is a self-starter and its use of the pilot project has, in a number of cases, led to system change. Vera is aware, of course, that it does not have all the answers and stays away from formula recommendations.

In the years ahead, Vera's activities will continue to focus on increasing the fairness and efficiency of criminal processing; the diversion of persons out of the criminal justice system will receive sharp emphasis.

The Institute's experience -- and that of others -- suggests that diversion programs are crucially important: they help individuals; and they relieve the criminal justice agencies of some of the caseload generated by

the arrest process.

They also have educational value to the public when they enlist community organizations and residents as resources in the rehabilitation process. Diversion programs can lead to broader public understanding of fundamental socio-economic and racial problems responsible for much antisocial or criminal behavior.

Vera's most significant effort during the 1970's may be the diversion of persons, at every stage in the criminal justice system, into low stress employment from which they could, hopefully, move on to the "normal" work world.

TABLE 1

CHARACTERISTICS OF THE ORGANIZATION

Date established: March 22, 1961

Legal form of organization: Private not for profit corporation

Board of Directors or Trustees

No. Board of Directors: 16

Board appointed by: Members

Reappointment or replacement: Members

Board has ex-office members: Director of Vera

Purpose:

(1) to seek and further the equal protection of the laws for the indigent by research into neglected aspects of court procedures, law enforcement and the nature of crime; by freely sharing the results of such research with jurists, lawyers, correction officials and the public; and by furnishing voluntary financial assistance on a case basis to the indigent accused; and

(2) to develop and conduct exclusively educational programs for the furtherance of law, justice and civil liberties in the United States.

Significant constraints: None

Chief executive officer: designated by Board of Directors

TABLE 2
FINANCING

<u>Program or Purpose</u>	<u>1971-72</u>	<u>1970-71</u>	<u>1969-70</u>
<u>General Support Grants:</u>			
Ford Foundation	\$ 300,000	\$ 220,000	\$ 220,000
Mr. Louis Schweitzer	25,000	25,000	25,000
	<hr/>	<hr/>	<hr/>
Sub-total	\$ 325,000	\$ 245,000	\$ 245,000
<u>Project Grants:</u>			
Addiction Research and Treatment Corporation	\$1,540,367	\$1,220,659	\$1,061,717
New York City	825,750	700,000	500,000
CJCC/LEAA	-	357,100	100,000
Model Cities	-	-	150,000
Medicaid	859,523	403,976	-
CJCC/LEAA	306,228	120,308	-
CJCC/LEAA	129,081	86,052	55,279
Human Resources Administration	\$1,900,000	\$ 979,328	-
Appearance Control Project			
Bronx Sentencing Project			
Court Employment Project			

(table 2 con't)

<u>Program or Purpose</u>	<u>1971-72</u>	<u>1970-71</u>	<u>1969-70</u>
Granting or Contracting Agency			
U.S. Dept. of Labor	-	\$ 150,126	\$ 300,252
Manhattan Bowery Project			
State Dept of Mental Hygiene	\$ 31,250	125,000	125,000
NYC Community Mental Health Board	712,600	545,250	414,366
Project Renewal			
NYC Manpower and Career Development Agency	159,641	96,509	8,977
NYC Dept of Highways	2,500	2,500	-
Neighborhood Youth Diversion Program			
CJCC/LEAA	369,839	296,214	-
Pioneer Messenger Service	220,400	343,369	-
Supported Work	100,000	-	-
Off-Track Betting	100,000	-	-
Teacher Corps - FACT Program			
U.S. Dept of Health Education and Welfare	263,000	87,000	-
Innovation -Health and Urban Projects	100,000	-	-
Criminal Justice Information Bureau			
N.Y.C.	-	-	62,818
Sub-total	\$7,620,179	\$5,513,391	\$2,778,409

(table in't)

<u>Program or Purpose</u>	<u>Granting or Contracting Agency</u>	<u>1971-72</u>	<u>1970-71</u>	<u>1969-70</u>
<u>Contract Research:</u>				
Police - CJCC	N.Y.C.	\$ 285,000	\$ 330,000	\$ 330,000
Technical Assistance Contract				
ARTC - Methadone Evaluation	LEAA National Institute	275,000	162,027	105,000
Emergency Employment Planning	U.S. Dept of Labor	46,000	-	-
State Planning Grant	CJCC/LEAA	-	78,500	78,500
Bronx Sentencing Evaluation	LEAA National Institute	-	-	61,825
Cable Television Franchising	Sloan Foundation	-	-	15,200
Medical Corpsman	Field Foundation	-	-	18,000
Opinion Research Survey	Fund for the City of New York	-	-	75,000
	Sub-total	\$ 606,000	\$ 570,527	\$ 683,525
	TOTALS	\$8,551,179	\$6,328,918	\$3,706,934

Fiscal Year Ends: June 30 (Vera Proper)

Notes:

1. Amounts shown for 1971-72 are as of March 1, 1972.
2. Many project grants are not funded on a fiscal year basis. Where possible, grant awards have been spread over fiscal periods. However, the full amount of the grant award is indicated for those grants received in 1971-72 if funding will extend into the next fiscal year.

TABLE 3A
STAFF QUALIFICATION *

	<u>Current Number</u>
<u>Professional</u>	
Lawyers	2
Public Administration	4
Project Directors	8
Planners	7
Doctors	2
Sociologists	1
Psychologists	1
Other Professionals	<u>4</u>
Subtotal, Professionals	29
 <u>Clerical and Other Non-Professionals</u>	 <u>7</u>
TOTAL	<u><u>36</u></u>

* Vera Core Staff and Project Directors Only.

TABLE 3B

ACADEMIC DEGREES OF PROFESSIONAL STAFF *

<u>Academic Degrees</u>	<u>Number</u>
L.L.B.	10
M.P.A.	
M.B.A.	
M.A. (specify discipline)	5
Sociology	
Psychology	
Education (2)	
Physiology	
Ph.D. (Specify discipline)	
Medicine	2
A.B. or B.S. (no graduate degree)	10
No Degree	<u>4</u>
TOTAL	31

* Vera Core Staff and Project Directors Only.

TABLE 3C

AGE DISTRIBUTION OF PROFESSIONAL STAFF *

<u>Age Distribution</u>	<u>Number</u>
Under 30	10
30 - 39	12
40 - 49	7
	<hr/>
TOTAL	29

* Vera Core Staff and Project Directors Only.

TABLE 4

WORK PROGRAM

<u>TYPE OF STUDY</u>	<u>Client</u>	<u>Cost</u>
<u>Demonstration and Pilot Projects</u>		
1. Addiction Research and Treatment Corp.	NIMH	\$ 3,822,743
	NYC	2,025,750
	Medicaid	1,263,499
	CJCC	457,100
	Model Cities	150,000
2. Appearance Control Project	CJCC	426,536
3. Bronx Sentencing Project*	CJCC	270,412
4. Court Employment Project	NYC	2,879,328
	Labor Dept.	450,378
✓ 5. Criminal Justice Information Bureau	NYC	62,818
6. Innovation - Urban Projects	Ford Foundation	100,000
7. Manhattan Bowery Project	NYC	1,672,216
	NYS	281,250
8. Neighborhood Youth Diversion Program	CJCC	666,053
9. Off-Track Betting	CJCC	100,000
10. Pioneer Messenger Service	Labor Dept.	563,769
11. Project Renewal	NYC	270,127
12. Supported Work	CJCC	100,000
13. Teacher Corps - FACT Program	HEW	<u>350,000</u>
	Subtotal	\$15,911,979

(Table 4 con't)

<u>TYPE OF STUDY</u>	<u>Client</u>	<u>Cost</u>
<u>Policy and Program Development</u>		
✓ 1. Cable Television Franchising	Sloan Foundation	\$ 15,200
2. Emergency Employment Planning Grant	Labor Dept.	46,000
✓ 3. Medical Corpsman Practitioners	Field Foundation	18,000
✓ 4. Opinion Research Survey	Fund for the City of New York	75,000
5. Police - Criminal Justice Coordinating Council Technical Assistance Contract	NYC	945,000
✓ 6. State Planning Grant	CJCC	<u>157,000</u>
	Subtotal	\$1,256,200
<u>Program Evaluations</u>		
1. Addiction Research and Treatment Corporation	LEAA National Institute	\$ 542,027
✓ 2. Bronx Sentencing Project	" "	<u>61,825</u>
	Subtotal	\$ 603,852
		<hr/>
		<hr/>
	TOTAL	\$17,772,031

* Actual operations have ended but research on the community service model is being done by Vera staff.

TABLE 5

PUBLICATIONS AND STUDIES

- The Manhattan Bail Project: An Interim Report on the use of Pretrial Parole, 1963
- The Manhattan Bail Project, 1964
- Bail in the United States, 1964
- National Conference on Bail and Criminal Justice, 1964-65
- Pretrial Detention and Ultimate Freedom: A Statistical Study, 1964
- Bail and Summons, 1965
- Experiments in the Criminal Justice System, 1966
- New Areas for Bail Reform - A Report on the Manhattan Bail Reevaluation Project, 1967
- 24-Hour Arraignment in Manhattan: An Evaluation, 1967
- Manhattan Court Employment Project, 1967 and 1970
- Community Patrol Corps - Evaluation, 1968
- A Preliminary Study of the Operations of the Juvenile Term of the Family Court, New York County, 1968
- The Administration of Justice Under Emergency Conditions, 1969
- Report to the Mayor's Criminal Justice Coordinating Council
The New York Criminal Court; Case Flow and Congestion from 1959 to 1968, 1969
- Report to the Mayor's Criminal Justice Coordinating Council
The Problems of Overcrowding in the Detention Institutions of N.Y.C. - An Analysis of Causes and Recommendations for Alleviations, 1969
- A Study of Adjournments and Delays in Part 2A Complex of Manhattan Criminal Court, 1969
- Manhattan Bowery Corporation, 1969

(table 5 con't)

A Report on New York City Options for Cable
Television Franchises, 1969

New Health Manpower for N.Y.C. - Melinda Woodward, 1970

In Preparation:

Vera Ten Year Report

Neighborhood Youth Diversion Program - A Study
of the Community Forum.

A Report on the experience of the District of Columbia
with Preventive Detention.

or senior planning specialist, salaries range between \$18,000 to \$22,500, depending on the individual's experience.

IV. WORK PROGRAM AND IMPLEMENTATION

In its attempt to improve both the fairness and efficiency of the criminal justice system, Vera seeks to identify problems in what are often narrow areas and then works with the appropriate agencies to help bring about change.

The work undertaken by Vera in developing a pilot project involves its staff at every state of the planning and implementation process, including the monitoring of the project during its start-up and first years of operation. Once the problem has been identified, Vera explores alternative approaches, solicits the cooperation of relevant agencies at the city, state and federal levels, designs the program structure and its operations, hires staff and arranges funding. An example of how Vera creates a program is the Manhattan Bowery Project, a diversion effort for skid-row alcoholics which was implemented in 1967.

Vera first became interested in the possibility of changing the way derelicts are handled when it is discovered that most of the arrests in the City precinct chosen

to test the Manhattan Summons Project were for drunken-related offenses. As a result of this experience, the Mayor's Law Enforcement Task Force (of which Vera's director was a member) recommended in 1966 that an alternative method to the criminal processing of derelicts be explored and Vera was asked by the City to develop a proposal.

After consulting with many health and social services experts, Vera recommended that a short-term, 50-bed detoxification unit in the Bowery area be established which would provide five days of medical and health treatment.

The proposal was endorsed by the Mayor's office and Vera obtained commitments of support from a number of agencies:

- The Social Services Department agreed to provide space in the Men's Shelter on the Lower East Side to be used as a detoxification facility and to assign two (later four) case-workers to the Project;
- The Police Department agreed to assign four men and two unmarked vehicles to the Project;
- The Department of Hospitals lent beds, examining tables and other medical equipment to the Project;

-- The Department of Corrections assigned four officers to assist in the administration of the Project;

-- St. Vincent's Hospital agreed to serve as the supporting hospital and to make available its laboratory services and some of its resident physicians in order to ensure 24-hour medical coverage.

Vera's main objective has been the development and integration of successful pilot projects into the criminal justice system of New York City, thereby providing new approaches for old problems. Some experiments have not worked perfectly, but the majority have resulted in the more efficient administration of justice and in more humane ways of dealing with accused and convicted persons. Though Vera relies on the ideas and cooperation of other agencies, most decisions affecting its work program are made independently of funding opportunities or outside pressures.

Vera does not have a master plan for total system reform; rather, its work plan is guided by two basic goals -- greater efficiency and the diversion of persons from the system. Every plausible alternative is examined.

The Institute's interest in the problems of pre-trial release has not been limited to New York City; Vera has

assisted in establishing projects similar to the Bail and Summons in many cities around the country. In addition, Vera is presently examining the impact of preventive detention legislation that went into effect in the District of Columbia in February 1971. In conjunction with Georgetown Law School's Institute of Criminal Law and Procedures, Vera has been studying the effect of this legislation on persons accused of crimes in the nation's capital.

Vera's emphasis on diversion projects is applied to all stages of the criminal justice process, from youthful offenders to skid-row alcoholics. The concept of supported work for offenders evolved as a natural consequence of diversion projects. The hypothesis here is that many people who have been involved with the criminal justice system and who have been unable to secure and hold steady employment can become productive and remain crime-free if given an opportunity to work in low-stress environments and provided with such support services as counselling, group therapy and skill training.

Vera's first supported work program, Project Renewal, was designed for participants of the Manhattan Bowery Project. The success of this project and similar ones have led Vera to believe not only that supported work programs are feasible and necessary in the rehabilitation of many addicts, alcoholics and offenders, but that such programs could provide humane and positive alternatives -- in some situations -- to the welfare system.

As can be seen below, in addition to Project Renewal, three other supported work projects, operating as either a separate corporation or under the administration of Vera or an outside agency are in the experimental phase and six new ones are on the drawing board.

Supported Work

Operational Projects

Project Renewal: Begun in 1970 with City funds, this program provides a supported work setting for Bowery alcoholics. Under a contract with the Human Resources Administration, the project began with 10 men who were responsible for maintaining 30 to 40 vest pocket parks scattered throughout the city. This year, the contract was expanded to include 60 parks. Seventeen men, who jointly support and share a home in Brooklyn, are now in the program. Developed and formerly administered by Vera, the project is now under the direction of the Manhattan Bowery Project.

Three of the original 10 men are still with the program and have been promoted to staff jobs. Each of these men had been a skid-row alcoholic for periods ranging from 10 to 16 years.

Pioneer Messenger Service: Employing a traditional business model with defined job responsibilities, pay incentives and opportunities for promotion, this

volunteers from the Pioneer Messenger Service cleaned the south Rotunda of the Municipal Building at Foley Square and the Bethesda Fountain Plaza in Central Park. On the basis of these demonstrations, the City's Department of Public Works is hiring 18 ex-offenders to continue this work under federal funds provided through the Emergency Employment Act. Winter work will include the degreasing garage floors and the cleaning of interior masonry. In warmer weather, the men will return to cleaning the exterior of buildings and other structures.

Projects in planning

Glass Factory: In April 1972, a 20-man glassworks facility will begin operations in lower Manhattan. It will manufacture art and novelty glassware for sale on the open market. Vases and bowls which will be made from recycled bottles through a glass-pulling technique. The project will employ former convicts and heroin addicts who will learn the manufacturing technique from two Vera planners who were recently trained in Oklahoma. An order for 200 dozen pieces a week has been received from a local glassware jobber.

project got underway in the Spring of 1971 with funds from the U.S. Department of Labor. Pioneer, a Vera-created corporation, now employs 40 ex-addict messengers who service over 200 businesses and organizations in midtown Manhattan. As in other Vera supported work programs, employees are provided with group and individual counselling and educational and recreational activities.

During its first eight months, the Pioneer Messenger Service delivered over 27,000 messages, and only one was lost. Three messengers have been promoted to full time staff positions and one of the original dispatchers is now an assistant project director.

Off Track Betting: Through the cooperation of the OTB management and the City, Vera in November 1971 staffed an Off Track Betting Corporation branch in midtown Manhattan with 24 men and women from various methadone programs and drug-free communities. These men and women act as selling agents and cashiers under the regular management of OTB supervisory personnel. All but four salaries are covered by the OTB corporation and the remaining operational funds are provided through a grant from the City's Criminal Justice Coordinating Council.

Water Blasting: Also in November 1971 using a technique designed to clean masonry surfaces of buildings,

Central Repair Service: In conjunction with the Police Department, Vera is developing a repair service for police automobile tires. An estimated 15 ex-offenders would be employed in the first year. It is anticipated that the project would save police time and cost less than the present system.

Street Paving: Early in 1972, 24 ex-offenders will undertake emergency repair of sidewalks throughout the City as members of the Department of Highways regular work crews.

Paper Recycling: Together with the City's Sanitation Department and the Environmental Action Council, Vera is developing a project which would collect newspapers for recycling purposes. A processing plant would be established where the paper can be sorted, cleaned and baled if the volume is great enough. Eventually, it is hoped that this type of operation could be expanded to the recycling of both cans and glass containers for commercial use.

Franchises: Vera is also exploring the feasibility of sub-contracting a number of business operations including dry cleaning and food service stores.

NLMH: In addition, Vera has applied to the National Institute of Mental Health for a grant that would provide supported work for 300 ex-addicts residing in Manhattan's upper West Side.

Planning is also underway in other program areas.

Heroin Research and Rehabilitation Project

In 1970, the Mayor's Narcotics Control Council appointed Howard Samuels and Herbert Sturz as co-chairmen of a committee to study the feasibility of a heroin maintenance experiment. Since then, Vera, in conjunction with New York Medical College and Yale Medical School, has been developing a tightly controlled, limited-time heroin treatment program for 300 hard-core addicts who had previously dropped out of methadone maintenance programs. The program would offer a full range of social services and would administer heroin for a limited period of time in an effort to stabilize the addict. It would then attempt to transfer him to methadone maintenance, a drug-free therapeutic community or to a narcotic antagonist.

Pre-Trial Services Agency

In cooperation with the Police Department, Vera

is exploring ways in which stationhouse release can be expanded. Community groups would be used to provide defendants with essential supervision and services during the pre-trial period and to take responsibility for getting the defendant back to court for trial. The community groups would include churches, unions, anti-poverty agencies, narcotics treatment programs, civic clubs and settlement houses.

Technical Assistance Program

With the help of experienced Vera staff, technical assistance would be provided to jurisdictions interested in setting up criminal justice programs. The project would work with individuals at the local level to help develop priorities, and to aid in designing projects tailored to each community's needs. The project would have an intern training program for qualified individuals interested in working in the criminal justice system and for those already employed in some part of the system, but who lack the skills needed to plan and implement new projects. Plans are underway to provide technical assistance to cities in Ohio, Maryland and Massachusetts.

Staff also provide assistance to the following projects that have been developed by Vera. Many of these programs have

brought about substantial savings to the City and have been incorporated into the criminal justice system after the experimental period. In addition to Project Renewal, these programs include the Manhattan Bail and Summons Projects, the Manhattan Bowery Project, the Court Employment Project and others that were jointly planned and implemented by Vera and various criminal justice agencies.

Vera-created Special Purpose Corporations

Addiction Research and Treatment Corporation

Supported by city, state and federal agencies, ARTC is an outpatient methadone maintenance center that provides multiple services, including medical, dental, legal, family guidance and job development, to residents of the Bedford-Stuyvesant-Fort Greene areas of Brooklyn. Through its research component, the project hopes to learn more about the characteristics of addiction and the various ways of dealing with it while providing treatment. ARTC was developed by Vera in 1969 at the request of Mayor Lindsay and other city officials. Over 100 patients have entered the program, and in 1972, it will be expanded to include the whole borough of Brooklyn. Plans are underway to open a new center in 1972, in the Harlem-East Harlem area in Manhattan.

Court Employment Project

This program began operations as part of Vera

in Manhattan in 1968 under a grant from the U.S. Department of Labor and is now fully supported by City funds. (In 1971 a private non-profit corporation was formed to oversee the project). Its aim is to divert accused persons out of the criminal process -- after arrest but before trial into counselling and a job. A defendant is offered the possibility that the charges against him will be dismissed provided he is cooperative and responsive within the 90-day period granted by the court. The project has expanded operations into Brooklyn and Bronx.

During its first 40 months of operation, ending June 30, 1971, the project accepted 2,000 participants. Dismissal charges recommended by Vera and accepted by the court reached 61 percent. The relatively low cost of the program, \$860 per participant, has also resulted in savings in detention costs.

Manhattan Bowery Project

For the last four years, this project, in conjunction with the Police Department, has diverted derelicts from the arrest-court-jail cycle to a special treatment facility in the Bowery area. Entirely supported by City funds, its aim is to provide derelicts with the chance to dry out and receive medical attention as well as food and clothing. Referral for after care or rehabilitation are made if requested.

As of July 1971, the Bowery Project had admitted 10,000 patients. Arrests of derelict alcoholics has dropped 80 per cent in the 5th and 9th precincts where roundups were formerly a daily routine.

Neighborhood Youth Diversion Program

The objective of this program is to divert juveniles between 12-15 years of age out of the juvenile justice system and work with them in the community. Assistance is provided to a juvenile through a Case Staff and Forum, an extra-judiciary means of resolving juvenile problems. The Case Staff, composed of young community residents, act as big brothers and counselors to the juveniles and their families in helping to solve their problems and in obtaining needed resources. The Forum, staffed by community residents who have been trained as mediators and conciliators, provides a neighborhood setting where minor charges can be heard informally and appropriate support offered. Funded in 1970 by the City's Criminal Justice Coordinating Council, the program operates in the East Tremont section of the Bronx, a target minority area with a high juvenile crime rate.

During the first year, fewer than 10 percent of the 150 juveniles accepted by the program have

been involved in further delinquent activities.

Projects Planned and Operated by Vera and other Public
Or Private Agencies

Manhattan Summons Project

Begun in 1964 with the cooperation of the Police Department and the courts, this project was designed to speed up the time-consuming and costly process in which a police officer leaves his patrol duties for as much as a complete tour of duty to escort an accused misdemeanant through booking and arraignment procedures. Under the Summons procedures, the accused is released at the precinct level thus leaving him free to return to his home or job until his first court appearance; the police officer returns to patrol duty. Adequate controls were built into the project to assure the eventual processing of the accused.

In 1966 the Police Department took over the operation of the project and by the summer of 1967 the program had been extended to all five boroughs. In the year before the project got underway only 63 persons received summonses in New York City; in 1971, over 32,000 summons were issued for a savings to the City of \$5 million.

Pre-Arraignment Processing

Developed in 1969 in conjunction with the Police Department, the Bronx District Attorney's Office, and

the Appellate Division of the State Supreme Court, this project aims to relieve the arresting officer of accompanying a defendant, who has not received a summons at the precinct, to court for arraignment. It permits the rapid completion of his clerical functions thus enabling him to return to patrol duty in one-third the time previously required.

During the year ending June 1971, the pre-arraignment facilities in the Bronx, Brooklyn and Queens processed approximately 42,000 cases for a net savings in police time of \$1.5 million.

Traffic Court Alert

Developed jointly with the Police Department, this project was designed to reduce unnecessary appearances by policemen in the Manhattan Traffic Court through a central reporting and telephone alert system. Before the program was implemented in 1967, approximately one-half of all such appearances were found to be wasteful because the defendants failed to appear, changed their pleas to guilty, or requested adjournments. Although jurisdiction has recently been shifted from the Criminal Court to the Department of Motor Vehicles and the Parking Violations Bureau, use will continue to be made of the alert procedures.

During the past three years, 32,000 police appearances, or 60% of the total were eliminated resulting in savings to the City of over \$1.3 million.

Teacher Corps FACT Program

Developed jointly by Fordham University and Vera, this program was launched in 1971 under a two-year grant from the U.S. Department of Health, Education and Welfare. The program, which will lead to a masters degree for 35 teacher interns, is designed to expand the role of the teacher beyond the classroom and lead him to an understanding of the criminal and juvenile justice system, and to eventual community work with delinquent, pre-delinquent and drug-involved youths.

Projects Administered by Vera

Appearance Control Project

This program which began in June 1971 under a grant from the Criminal Justice Coordinating Council is aimed at developing mechanisms to cut unnecessary court appearances by police and civilian prosecution witnesses through a combination of advanced adjournments and telephone alerts. The potential savings to the city in police manpower in this area is between 400-500 tours of duty per day. The project began in Manhattan and has expanded its operations to the Brooklyn Criminal Court.

Bronx Sentencing Project

Begun in 1968 under a grant from the Criminal

Justice Coordinating Council the original purpose of this program was to provide Bronx Criminal Court Judges with short-form pre-sentencing reports containing objective verified information about convicted adult misdemeanors. After the first year, the program also began to test the usefulness of providing support services and counselling to defendants, after conviction but before sentencing through community organizations. Operations ended in the fall of 1971 because the utility of the short form had proven satisfactory and the State Office of Probation had adopted a variation of it.

During the projects three years of operation, non-prison recommendations were accepted by the court in 92 percent of the cases and prison recommendations in 88 percent of the cases.

Vera demonstration projects have also had an impact outside New York City and are being increasingly adopted in other jurisdictions. A number of cities throughout the country are operating programs similar to the Bail and Summons Projects. Experiments based partly on the Bowery Project are underway in Boston, San Francisco, Syracuse, Minneapolis and Rochester. Projects modeled after the Court Employment Project are also operating in many of these same cities as well as in San Antonio, Newark, Cleveland, Baltimore, Washington and Philadelphia, and planning is being done in Miami, Syracuse, Hartford and the Virgin Islands. Vera's ability to respond to request for assistance from other communities should be increased through the technical assistance project now in the planning stage.

also had the working partnership and financial aid of numerous government agencies.

In New York City, Vera has established firm relationships not only with the City's criminal justice agencies but with other municipal agencies, such as the Health Services and Human Resources Administrations, the Environmental Protection Administration and the Addicticn Services Agency, all of which have helped facilitate Vera projects. Vera's close ties with the Police Department resulted in a police liaison office being set up within Vera in 1966. Since that time between four to six policemen, ranging from trainees to sergeants and captains, have been assigned to Vera. The liaison office, has helped coordinate Vera projects, and has provided the Department with an independent voice in criminal justice planning and an access to private funds for experiments that might not otherwise have been undertaken. In addition, Vera staff has been given space in the Manhattan Criminal Court from the beginning of the Bail Project in 1961. Vera's longstanding relationship with the New York and Kings County District Attorneys' offices resulted in the allocation of space for the Manhattan and Brooklyn operations of the Appearance Control Project.

At the State level, Vera works closely with the Office of Crime Control Planning, the agency responsible for developing the statewide plan for criminal justice programs and for administering federal block grants to local communities. In addition, Vera's close work with the State Department of Mental Hygiene is setting up the Bowery Project resulted in financial support to the program from