

FIVE YEARS OF JURY REFORM: WHAT  
JURORS ARE SAYING

Final Report on Juror Concerns to the Unified  
Court System

Julia Vitullo-Martin  
Brian Maxey  
Chris Cesarini

Vera Institute of Justice  
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## Executive Summary

Charged by Chief Judge Judith Kaye with determining how New York might attain more representative jury pools and a more efficient and effective jury system, the 30-member Jury Project released a report in 1994 proposing some 80 reforms, many since implemented.

Responding to one of the report's recommendations, the Vera Institute of Justice developed an OmbudService operated by the Citizens Jury Project, a citizen-to-citizen effort, to address the concerns of jurors and improve jury service. In April 1995, with funding from the New York Community Trust and the Commonwealth Fund, the OmbudService instituted a 24-hour telephone assistance line and began staffing help booths in the juror assembly rooms of the courthouses. After five years as a demonstration project, the OmbudService moved to a new permanent home, the Fund for Modern Courts, in spring 2000.

This report discusses substantive jury reforms and juror evaluations of reforms in five courthouses in Manhattan and Brooklyn from April 1995 through March 2000.

Its findings are based on comments from over 7,700 jurors:

1. Most jurors say conditions are improving, though the proportion of happy jurors is far higher in Manhattan than in Brooklyn.
2. Juror comments that conditions are better are often offset by criticism of the poor physical conditions of the courts and their poor daily maintenance.
3. Many New Yorkers, particularly parents, sole proprietors, and self-employed workers, say jury service is a burden.
4. The pretrial period of summoning and orientation is inefficient and wasteful of juror time.
5. Incivility of clerks, court officers, judges, and lawyers was a serious problem when reform began in 1995. It remains a problem.
6. Many disabled jurors are discouraged by their treatment by court officers and clerks, and hampered by the physical conditions of service.

The report proposes ten recommendations that would improve jury service:

1. Reward cheerful, efficient clerks.
2. Retrain court officers to regard efficient, congenial interactions with jurors as part of their job.
3. Do whatever is necessary to curb abuses of jurors by judges.
4. Reconsider all regulations regarding juror education and deliberation.
5. Monitor juror exit questionnaires by courthouse for specific complaints.
6. Upgrade court technology and systems.
7. Expand and upgrade state and county informational phone lines.
8. Return the maintenance and capital rehabilitation of the courthouses to the state, or establish a 501-C-3 board, like that of the Metropolitan Museum of Art, to oversee the buildings.
9. Treat the courthouse as part of the community.
10. Reassess and reform the culture of law.

*Jurors are all too often treated, not as necessary, but as a necessary evil by the lawyers, judges, court officers and clerks who inhabit the system every day. We insiders need to put ourselves in the shoes of these outsiders, to accommodate their schedules and to treat them with the respect, consideration and courtesy they deserve. Otherwise, we will never improve the public's perception that jury service is to be avoided or evaded at all costs, and to be endured rather than enjoyed when avoidance does not work. Unless we do something to change that perception, the day will come when the inviolate right to trial by jury will be violated because there will not be enough jurors. It is that simple.*

*The Jury Project: Report to the Chief Judge of the State of New York, March 31, 1994*

This paragraph sounds the war cry of jury reform in New York State. Its words recognize both the high purpose of the jury—the inviolate right to trial by jury of every citizen—and its inefficient, indifferent administration by those to whom it had been entrusted. The public perception that jury duty was to be avoided at all costs translated into the refusal of increasing numbers of New Yorkers to return qualification questionnaires or to show up for jury duty. The ancient right of trial by jury was, as a practical matter, being eroded.

The jury was in particular peril in New York City, the country's business capital, which has long had a trial calendar far out of proportion to its population and, therefore, to its pool of available jurors. Of the state's 1.8 million juror days in 1994, 1.2 million (66 percent) were served in New York City—despite the city's having only 40 percent of the state's population. Further, no other area in the state had so high a proportion of residents who were either statutorily disqualified or exempt.

Into this breach came the Jury Project report—one of the finest reports ever in New York State's long distinguished history of commission reports that resulted in substantial government reforms. The 30-member panel of judges, attorneys, educators, businesspeople, and jurors had been appointed by Chief Judge Judith Kaye in the summer of 1993 to analyze New York's judicially run jury system. Judge Kaye's charge to them the panel was to think about how New York might attain (1) truly representative jury pools, (2) an efficient and effective jury system, and (3) a positive jury experience for those citizens summoned to serve.

The panel's report proposed a complex series of some 80 reforms—many since implemented—to restore the jury to its former eminence (Appendix A). This report analyzes the substantive reforms as well as citizen experience with the reforms in Manhattan and Brooklyn over the five years since the Jury Project report.

## Implementing the Jury Project's Two Major Goals

The panel's two most ambitious goals were to spread the burden of jury duty more fairly, and to end the use of civil voir dire (jury selection) as a settlement tool. Both of these contentious goals were realized, the former more successfully than the latter.

## **Spreading the burden of jury duty**

Even though the jury is to the judicial branch of government what elections are to the executive and legislative branches, the modern jury in many states carried the presumption that not all citizens were expected to serve. In New York this very undemocratic presumption (after all, are some citizens exempted from voting?) had a long history. The *Columbia Law Review* noted disapprovingly in 1930 that “most of the more educated classes” had been relieved from jury duty.

By the 1990s, such “relief” had reached an absurd extreme. Some 26 professions were exempt, by far the most in the country. Privileged occupations deemed too important to be distracted by jury service included not only the conventionally exempt groups like lawyers, physicians, and police officers (as many states had done), but also podiatrists, embalmers, optometrists, Christian Science practitioners, volunteer firemen, and people who fit artificial limbs.

*This system of disqualification and exemption made no sense whatever in a state bearing both a disproportionate share of litigation and a chronically low supply of jurors.* The juror shortage was an extraordinarily vivid example of the economic principle that many shortages are artificially induced. Persuaded by Judge Kaye, the legislature passed a law in December 1995 abolishing all occupational exemptions and raising juror pay gradually from \$15 then to \$40 today. For many New Yorkers, the pay increase made the difference between an intolerable financial sacrifice and an acceptable one.

Everyone would now serve and be paid better while serving. (More conservative than Judge Kaye on this point, the Jury Project panel had proposed that judges retain their exemption.) After a brief outcry from formerly exempt groups, everyone pretty much settled into serving. Today, occupational exemption is barely an issue.

*Universal service proved to be not only good for democratic participation but good for the operations of the courts.* It set several problems on the path to solution. First, lawyers and judges who had regarded themselves as professionally knowledgeable about jury duty quickly found themselves knowledgeable in an entirely new and personal way as they too endured the wasted time, inefficient procedures, and daily incivilities of the system. Long-urged reforms they had once either disregarded or thought impractical moved to the top of their personal agenda. The ancient principle of whose ox is being gored proved its policy effectiveness once again.

Second, making New York State’s previously exempt million-plus citizens eligible for service enlarged the pool substantially, statistically decreasing any individual’s chance of being called too frequently. This increase in supply permitted the once reluctant jury commissioners to move forward with reducing the number of days of service required, as recommended by the panel.

Third, universal service meant the abolition of New York’s unique permanent qualified list (PQL), which had operated in every county except Erie. For years jury commissioners had maintained a standing pool of qualified jurors who were called to serve every two years in certified juror shortage areas such as Manhattan and the Bronx and four years everywhere else. Only death, disqualification, or a move out of the county released jurors from the list. Almost as annoying to PQL jurors as their

own frequent service was the reality that many of their neighbors never served. This was because only enough names were added each year to replace those lost to death or disqualification.

The Jury Project argued that this system unduly burdened permanently qualified jurors, while perpetuating any bias that happened to exist in the original lists. Despite predictions that abolition would result in chaos, the death of the PQL seems to have had only beneficial effects for jurors and for the courts. (Because the Bronx has an ongoing juror shortage, it has been allowed to maintain its PQL.)

Fourth, universal service also prodded jury commissioners to resign themselves to the panel's recommendation that New York State follow the many other states that use a standard of one-day-or-one-trial. Every county outside New York City has since adopted one-day-or-one-trial, and both Brooklyn and Manhattan have decreased routine nontrial service to two days for most jurors.

### **Curbing the abuses of civil voir dire**

Unlike either federal judges or their colleagues in other states, most New York State Supreme Court judges do not supervise civil voir dire for the cases they will try. Reform in this difficult, murky area has proved inconsistent. Yet without true judicial supervision of civil voir dire, the panel's proposed administrative reforms will probably never be fully implemented.

*The panel recommended judicial supervision by trial judges, which would bring New York State into line with common practice.* Proponents said—and we agree—that this would expedite jury selection. Opponents—including some judges—argued that this would lead to increased civil case backlogs by cutting into the time judges now devote to trials and motions. (While many civil judges oppose supervision of voir dire, many support it, according to the New York County Lawyers Association, which interviewed 40 randomly chosen criminal and civil Supreme Court justices for the Jury Project. Roughly half of the civil judges polled favored adopting the federal voir dire system, in which the judge both presides over and conducts jury selection.)

*Instead of full judicial supervision, the inferior reform of Judicial Hearing Officers (JHOs) has been implemented in both Brooklyn and Manhattan.* This reflects a panel recommendation, perhaps proposed in despair, that the Office of Court Administration (OCA) experiment with a “loosely supervised system” in which JHOs would monitor several voir dire at once.

*The problems are several.* First, while JHOs are often former judges, they do not actually try the case. Thus the normal link between voir dire and trial is missing.

Second, the system is indeed loosely supervised. JHOs seldom oversee a complete voir dire. Rather, they move from room to room, often spending just a few minutes in a single selection. Many jurors are unsure about quite who the JHOs are. And when the JHOs are not present, the lawyers resume their unsupervised voir dire, as before the reform.

Third, JHOs often repeat the same speech and instructions jurors have already been given during their orientation—a set of instructions that the lawyers may then proceed to repeat. As one juror asked, “Did someone type up a speech and gave it to

every clerk, judge, and lawyer who addresses us? By the time you hear it for the fifth time, you really don't care about the Magna Carta and trial by your peers."

Fourth, the panel recognized that converting to a one-day-or-one-trial system would require that judges and attorneys—but particularly judges—scrutinize carefully any juror claims of hardship or bias. For most jurisdictions one-day-or-one-trial goes hand in hand with judicial supervision of voir dire. Judges tend to be more adept than attorneys at persuading potential jurors to accept service. This may be one reason that Manhattan and Brooklyn still require longer service than upstate.

Juror perception that their time was wasted during selection was the most common complaint received on the panel's juror hotline—mentioned by over half of the 1,333 callers. Complaints about wasted time and indifference in civil voir dire have persisted over the full five years of our data as well.

What the panel calls "lawyer-driven voir dire" has allowed the development of many practices that are onerous for jurors, such as the notorious jury stacking. In these instances dozens of civil cases get sent out for jury selection when no judges are available to try them, sometimes for weeks or months. Jury stacking was an intolerable waste of resources, to use the panel's words, with or without its frequent companion problem of lawyers using the threat of trial to force a settlement.

Once lawyers had the voir dire results in hand, they could try to negotiate a settlement, while jurors waited around for a trial that might never happen. (From 1988 to 1992, the panel found that 40 to 50 percent of civil cases that made it to voir dire were settled before trial began.)

The Administrative Board of the Courts has moved to curtail jury stacking by ordering that a civil jury be disbanded if the trial fails to begin five days from the date jurors were sworn. This has been an important, though not flawless, reform. It is generally followed, but lawyers occasionally try to slip by, requiring constant vigilance on the part of jury commissioners.

Court officials have followed the panel's recommendation to experiment with such reforms as uniform voir dire rules, including time limits on attorney questioning and adoption of the "struck" system, in which a group of 25 jurors is questioned together. Attorney complaints—initially vociferous—about uniform rules have eased.

### **Stalled reforms**

Some reforms in both civil and criminal court have just plain stalled. To produce earlier settlements, the panel proposed that a \$1,000 civil voir dire fee be assessed and split between the parties before jury selection, and that settlement conferences be required immediately before voir dire. The voir dire fee—controversial because opponents say it would hamper access to the courts by low-income litigants—was never approved. The mandatory settlement conference before voir dire has, however, been implemented—and that is of some significance.

The panel's only proposed significant change in criminal voir dire—reducing the number of peremptory challenges by one-third—has not been adopted because of the united opposition of many prosecutors and defense attorneys.

The panel recommended replacing mandatory sequestration of felony juries with

judicial discretion. This is largely a New York City issue. Over 80 percent of the \$4 million budgeted for sequestering 1,400 juries in 1994 was for New York City.

*Worse, mandatory sequestration, in and of itself, raises issues about unrepresentative juries because certain groups (women, disabled people, and members of some religions) disproportionately request to be excused.* Mandatory sequestration is unknown in the other 49 states and 94 federal judicial districts, and no one has ever shown that it is effective here. Over the fierce opposition of the court officers union, the legislature agreed to an experiment that ends April 1, 2001, allowing judicial discretion in non-violent felony trials. (Mandatory sequestration remains for certain violent felonies.)

*Finally, what is to be said about the pathetic physical condition of so many courthouses?* Maintenance of courthouses—incrementally but not thoroughly improved over the last few years—should be rethought entirely. As the panel said so tersely, “the public picture of the majesty of justice is peeling paint, broken toilets and dirty rooms.” (Again this is a special problem in New York City. Nearly 80 percent of jurors who complained to the panel were from New York City.)

Jurors take the majesty of justice seriously. Why shouldn't those civil servants who maintain and repair the courthouses take it just as seriously? If those in charge cannot or will not care for the courthouses properly—whether for financial or political reasons—then the courthouses should be turned over to those who will. This may mean having the state again assume responsibility for cleaning and maintaining the courthouses or it may mean devising an entirely new system of ownership, such as the kind of board that maintains the Metropolitan Museum of Art.

## The Citizens Jury Project

The 1994 Jury Project had called for an ombudsman to assist jurors with complaints, particularly about employers who violate state law by penalizing their employees who serve. (This problem appeared less often than anticipated—perhaps because the abolition of all exemptions meant that bosses and supervisors could no longer easily evade jury service themselves.) In response the Vera Institute of Justice developed an OmbudService run by the Citizens Jury Project, a citizen-to-citizen, not-for-profit project that worked to improve conditions of jury duty.

The Citizens Jury Project developed several means of assisting jurors and making jury service more pleasant. In April 1995, with funding from the New York Community Trust and the Commonwealth Fund, the OmbudService began operating a 24-hour assistance phone line, returning the calls daily, and began staffing a help booth at 60 Centre Street. The OmbudService announced—for reasons of tact—that staff would be listening to “juror concerns and complaints.” But all the project really heard in the early months were complaints. Hundreds of them. Every day. About all sorts of things. And not always delivered in a friendly manner.

Gradually the OmbudService expanded its help booth services to the major jury assembly rooms in Manhattan and Brooklyn. Its on-site staff checked the condition of each juror assembly room, and ran interference for jurors with special problems.

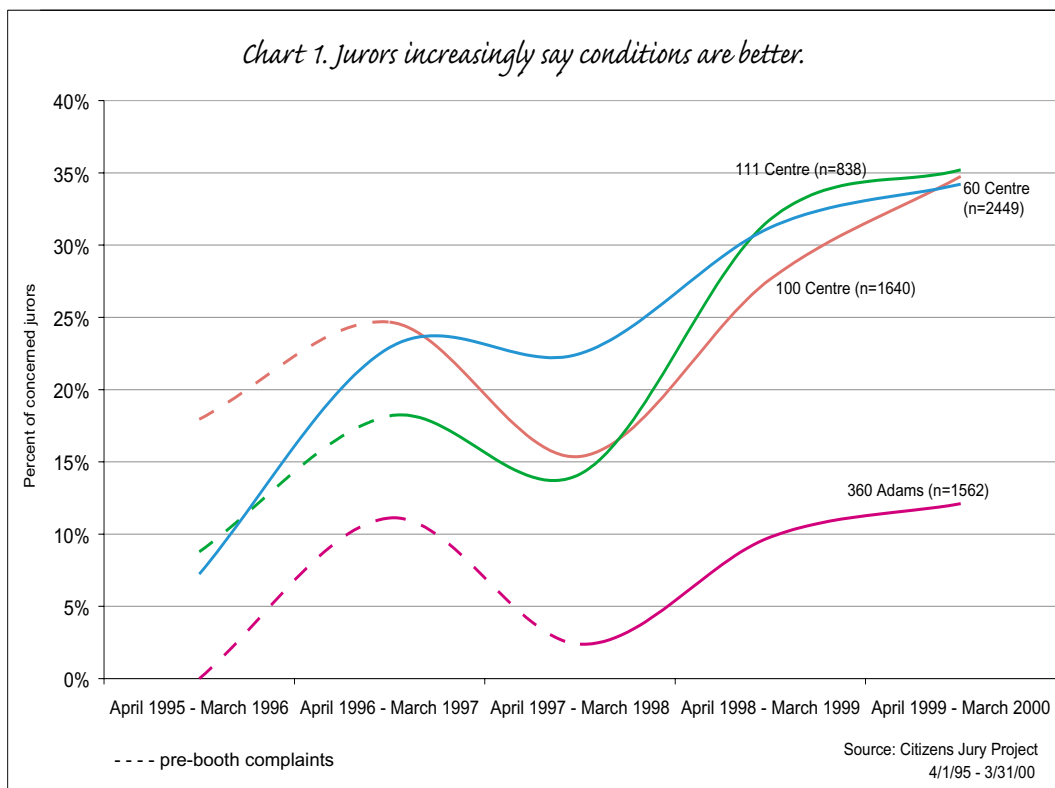
It provided books and magazines donated by major publishers. Because the lack of decent coffee and snacks made juror service far more unpleasant than it needed to be, the project instituted a coffee and espresso service, and published the “Jury is Out to Lunch” guide to downtown Manhattan and downtown Brooklyn.

### What Concerned Jurors Are Saying

Many jurors said that, irritated as they were by whatever they were complaining about—dirty bathrooms, slow elevators, rude court officers, inefficient procedures, lack of coffee—they were even more annoyed at the realization that these things were fixable. “Listen, in my business...” the typical juror would begin. OmbudService staff answered questions, listened to and recorded comments, and worked to resolve complaints from any juror who approached the booth, called the hotline, or e-mailed the web site, which was posted in early 1997. The data from the 7,700 concerned jurors, as they are called in this report, are shown in the charts and tables below, which reflect comments to the four OmbudService booths and the on-line OmbudService site. All charts and tables exclude from total juror concerns data on disqualifications, which are shown in Appendix C.

These concerned jurors are not a random sample drawn from the full pool of New York jurors. Rather, much like the jurors who wrote and called the Jury Project panel, they are jurors who chose to express their views and complaints. These jurors are New Yorkers, and they express their views firmly and cogently.

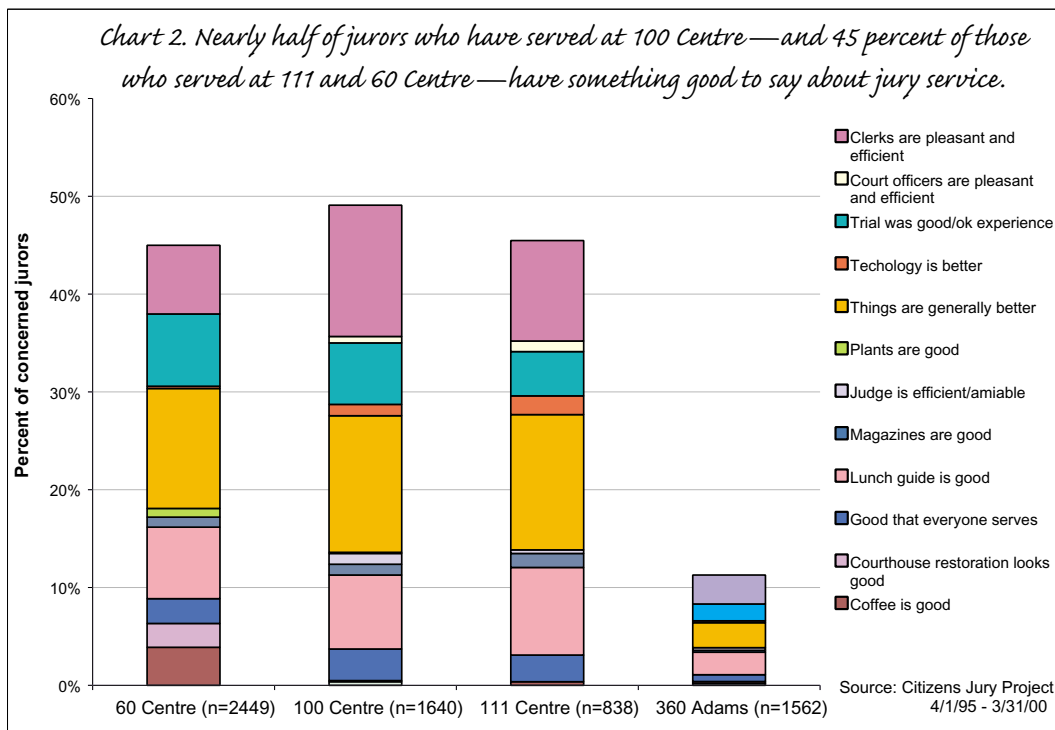
*Jurors increasingly say conditions are better, though the percent of happy jurors is far higher in Manhattan than in Brooklyn. (Chart 1) Since we began tracking juror*





comments appreciative of reform in January 1997—we received few before then—we have seen a long-term though not steady increase in praise of the jury system .

Nearly everyone recognizes how important happy jurors are to the American



system of justice—unhappy jurors will have trouble being fair and effective. As one long-time juror said after commenting on general improvements, “I used to sit here angry and bitter at the system and the way I was being treated. And then I’d get picked and I would try to be a fair and impartial juror—but was I?”

Over one-third of commenting jurors at the three Manhattan courthouses regularly say conditions are better. Only the operation at Brooklyn’s 360 Adams attracts little approval, never having more than 13 percent of jurors saying something good.

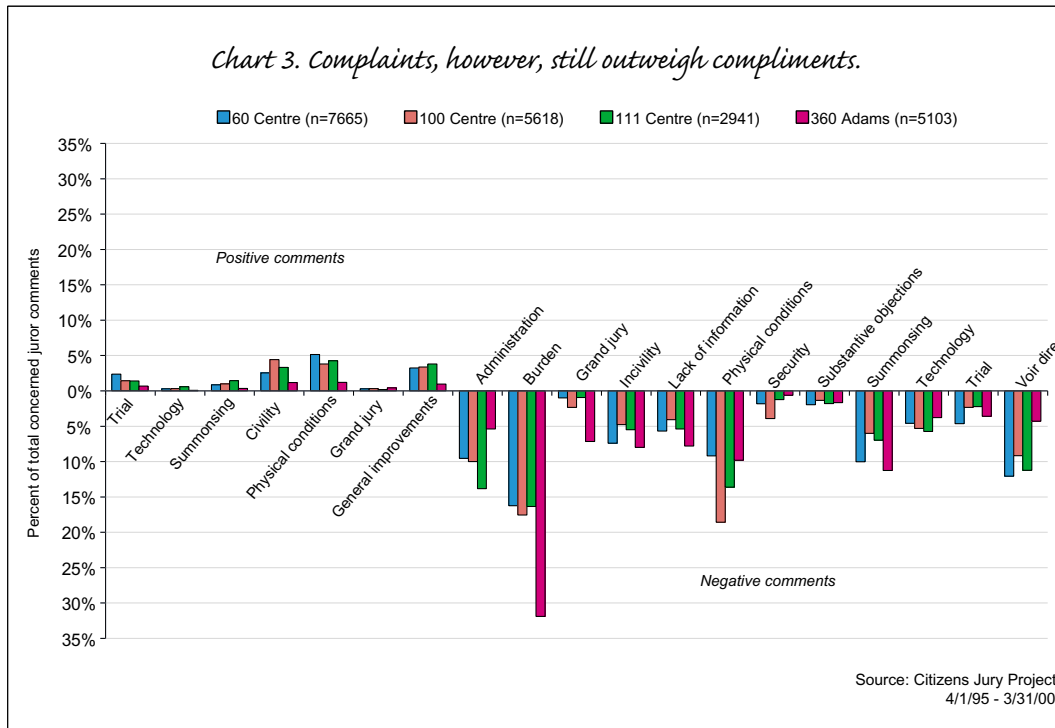
Nearly half of all jurors who served at 100 Centre Street over the five years of jury reform have something good to say about their service, as do 45 percent of those who served at 111 Centre and 44 percent at 60 Centre (Chart 2).

Jurors comment that things are better overall, that the clerks are pleasant and efficient, and for trial jurors, that the trial was a good experience. Chart 2 highlights a fact known to all court officials, the Jury Project panel, and us: The jury clerks are the front troops of the judiciary. They represent the courts to the citizenry. When they are cheerful, organized, and efficient, they produce happy jurors. When they are sullen, disorganized, repetitive, and contemptuous of juror time, they produce very unhappy jurors indeed.

The best jury clerks do their jobs with humor and style, two qualities admired by New Yorkers. They often compensate for problems elsewhere in the system—chancy elevators, arrogant judges, vermin-infested hallways. When handled by urbane, good-

tempered clerks, these conditions can seem more amusing than insulting. In the presence of rude clerks, however, jury service can turn dismal indeed.

Good clerks are nowhere more important than in criminal court, where physical conditions of service are often deplorable, and the substantive issues concern base

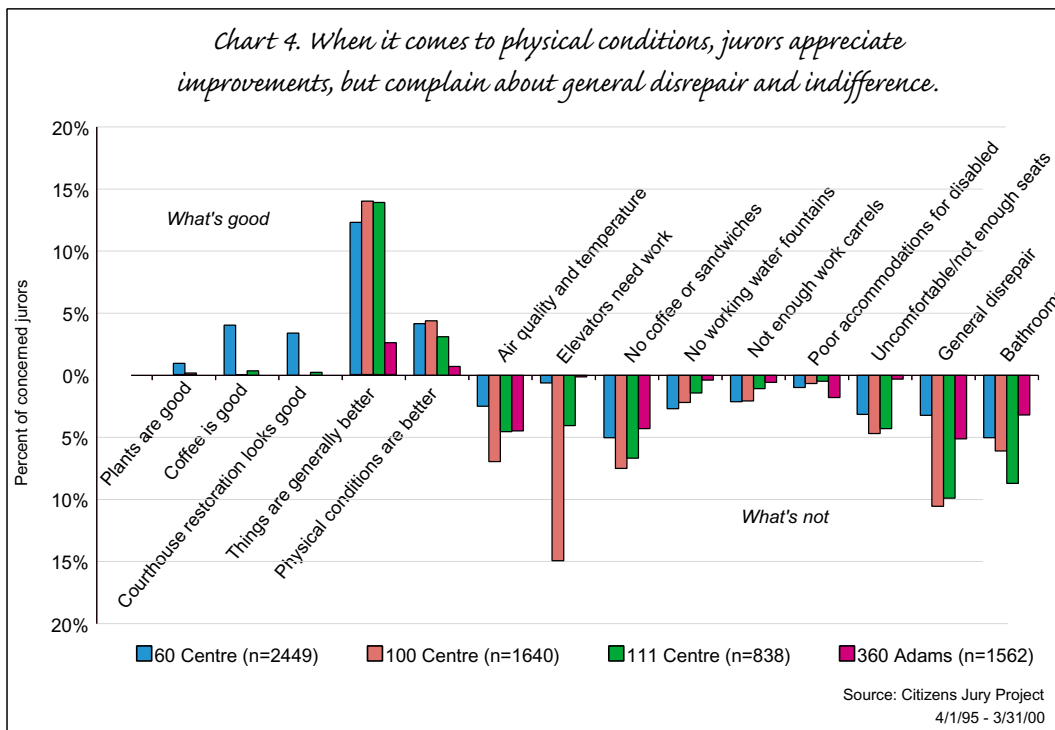


human behavior. As one juror, a victim of crime, said, “Serving in criminal court is a frightening experience. They violate your privacy. They ask you how you voted and where your children go to school. They take your name and address. All with the defendant sitting there.” The affable and reassuring jury clerk at 100 Centre Street, added the juror, made up for some of this.

Though jurors increasingly report that conditions are better, such comments are not the rule. Complaints about administration and summoning, the burdens of jury service, abuses and inefficiencies during voir dire, and poor physical conditions dominate (Chart 3).

*Juror comments that conditions are better are often offset by criticism of the poor physical condition of the courts and their even worse daily maintenance. Jury service is the most common vehicle through which law-abiding citizens encounter the judicial system. Courthouses present the physical face of justice to citizens. That face is often decrepit and slovenly.*

Courthouses are not overseen or maintained by the judiciary or the state. Rather, since 1987 responsibility for capital facilities and maintenance has been in the hands of the counties. Thus New York City, via each of its five boroughs (counties), is responsible for cleaning and maintaining the courthouses discussed in this report. The courthouses are a financial burden for the city, which is only reimbursed by the state for 13 percent of its expenditures on maintenance.



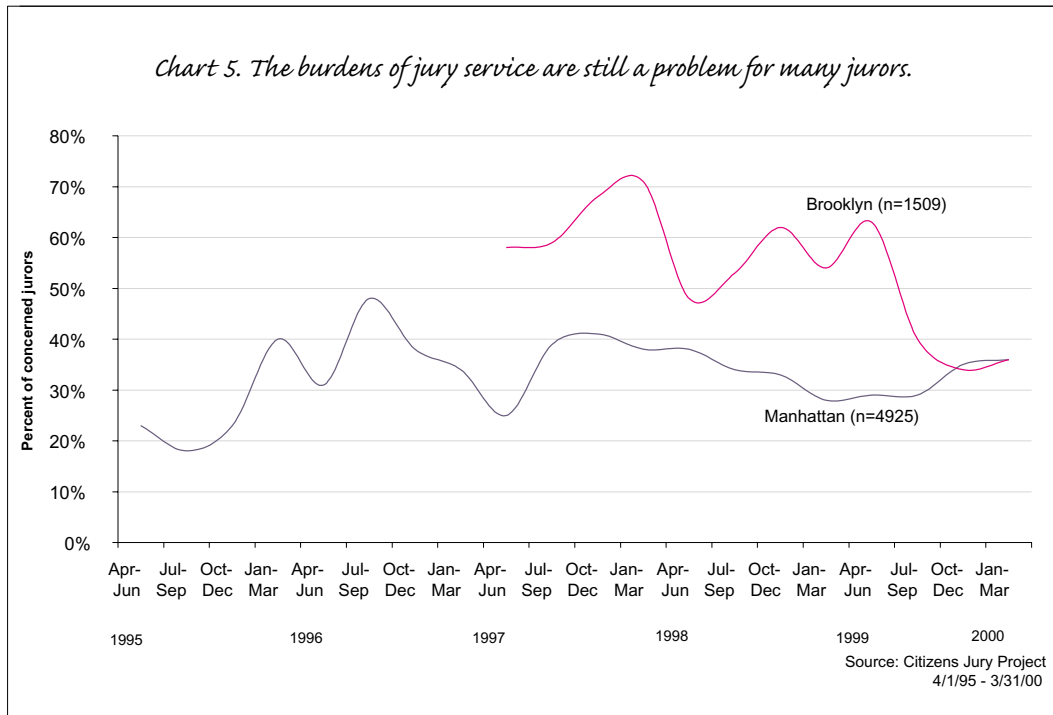
Juror-citizens express outrage and shock at the dirt, noise, and poor maintenance (Chart 4). “This is the majesty of justice?” asked a juror at 100 Centre. While some jury assembly rooms—such as those at 60 Centre and 71 Thomas—are cleaner and better maintained than they were several years ago, other assembly rooms and courthouses do not meet minimum standards of routine private maintenance (Appendix B). Complaints about poor air quality, elevators, and general disrepair at 100 Centre Street are angry and frequent. The presence of defendants—often handcuffed—in elevators, hallways, and bathrooms continues to distress many. (Court officials insist this never happens, but it does.)

*Many New Yorkers say jury service is a burden.* The 1994 Jury Project panel understood that its call for universal service would have to be partnered with increased discretion for jury commissioners to give appropriate deferrals and exemptions. Senior citizens, for example, who were physically or mentally unable to serve or who would be seriously inconvenienced should seek an exemption—which, said the panel, the jury commissioner “should readily grant.” The panel called for similar discretion—as well as readiness and generosity—in granting exemptions to parents.

The panel bravely wrote, “We are impressed with the ability of jury commissioners and their staffs to assess these situations accurately and fairly, and we have little doubt that they will carry out this expanded task diligently.” When parents cannot make alternate arrangements, said the panel, commissioners should “look favorably on a hardship request.” In most instances, they have. But in both Manhattan and Brooklyn, an unlucky juror can end up face-to-face with a hostile clerk.

Commissioners need to draw their guidelines as clearly and compassionately as possible—and then make sure that the staff handling hardship requests and excusals are of the right temperament.

The burdens of jury service had been most serious in Brooklyn, a borough that has many immigrants, many families—sometimes extended families—with young children, and many small business people. The Brooklyn attitude, as expressed by



a clerk, was that “our job is to provide the bodies, not to decide whether or not they’re qualified.” The result has often been near-abusive treatment of jurors with personal and family burdens, particularly foreign-born jurors. Procedures for reviewing exemption requests for old age, illness, elder or child care, and financial loss should be closely examined, as should procedures for non-English speakers.

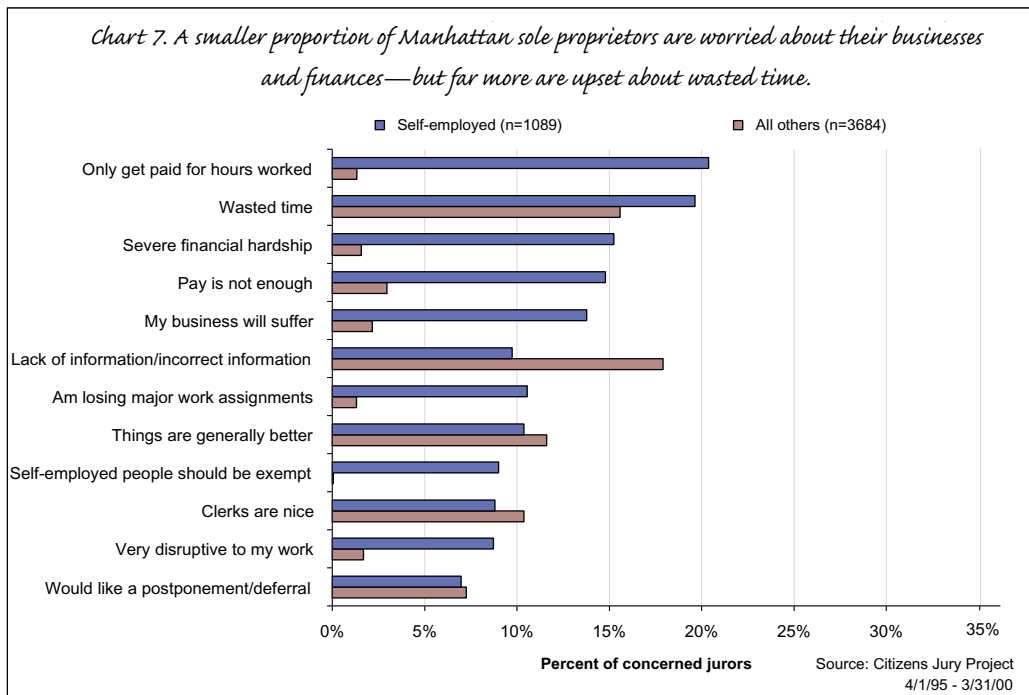
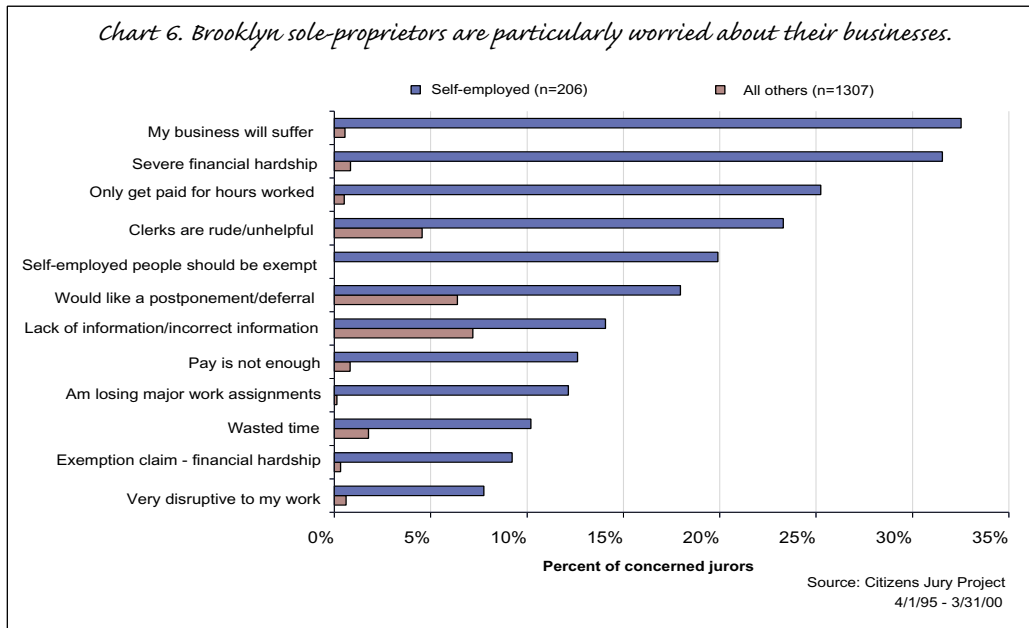
Over the last few months, Brooklyn officials set in motion several attempts to correct these problems—apparently successfully. The data show a steep decline in juror complaints about burdens in Brooklyn (Chart 5).

For reasons of compassion and fairness, the courts and jury commissioners should rethink current procedures for excusals and deferrals. But there is a far greater problem, one well-articulated by a juror who said, “If you’re going to be a weasel about serving, it’s probably good that you’re not going to be on the jury—you’re probably an unjust person.” The goal of the courts is to achieve just and representative juries. Overly aggressive summoning combined with punitive noncompliance procedures and indifference by clerks to the burdens of jury service can undermine this goal while imposing true hardship on far too many citizens.

Of all the jury reforms in the legislative package passed in 1996, probably the most controversial was the abolition of all professional exemptions. New York State had exempted 26 professions, by far the most in the country and affecting more than a million residents. Today every profession serves, including judges, lawyers, physicians, police officers, ministers, podiatrists, embalmers, optometrists, volunteer

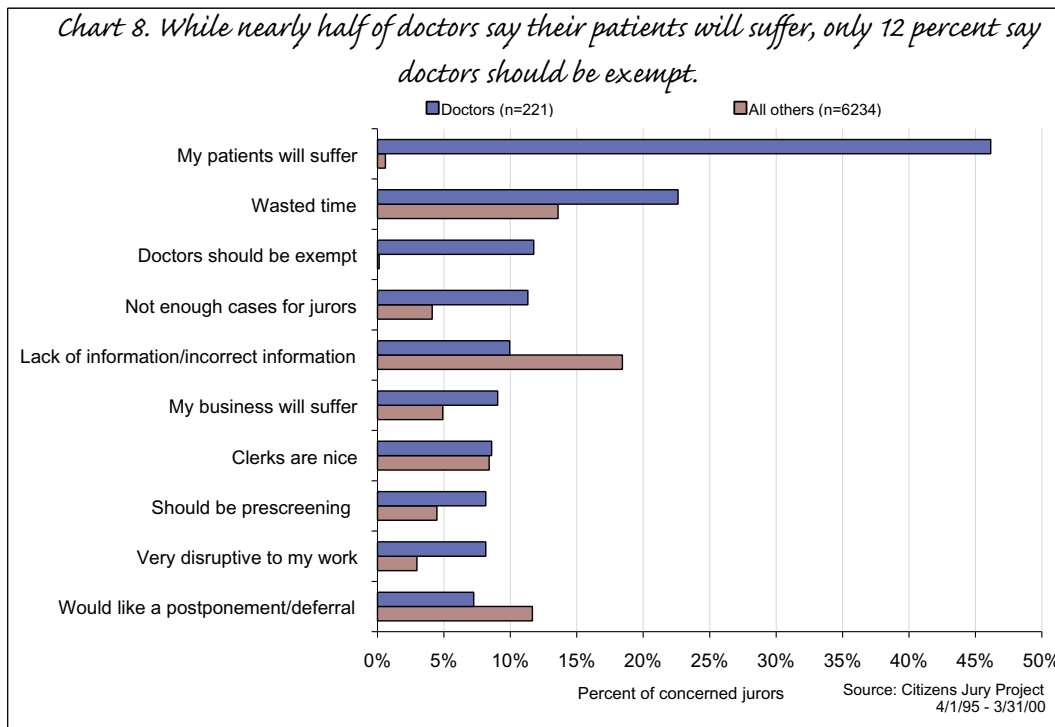
firefighters—and all other previously exempt trades. Although the abolition of professional exemptions has been well received by most jurors, it has caused serious hardship for some. Financial hardship is onerous for many, especially for the increasing number of workers who are self-employed, proprietors of small businesses, or hourly workers. As the economy’s long-term secular trend towards self-employment continues, this problem is likely to worsen.

*Self-employed jurors feel unusually burdened by jury duty.* Sole proprietors often face enormous economic hardship in serving. They tend to hold the courts to their



own standards and make comments such as, “If I ran my business like this I’d be out of business, which would be really bad for the government—to be out of business, right?” In addition to urging efficiency and better management (“Management. It’s all about management.”), sole proprietors also urge that the courts rethink how they do business—experimenting with more flexible hours, night and weekend trials, call-in systems, etc.

A second hardship faces physicians, particularly surgeons and residents, who



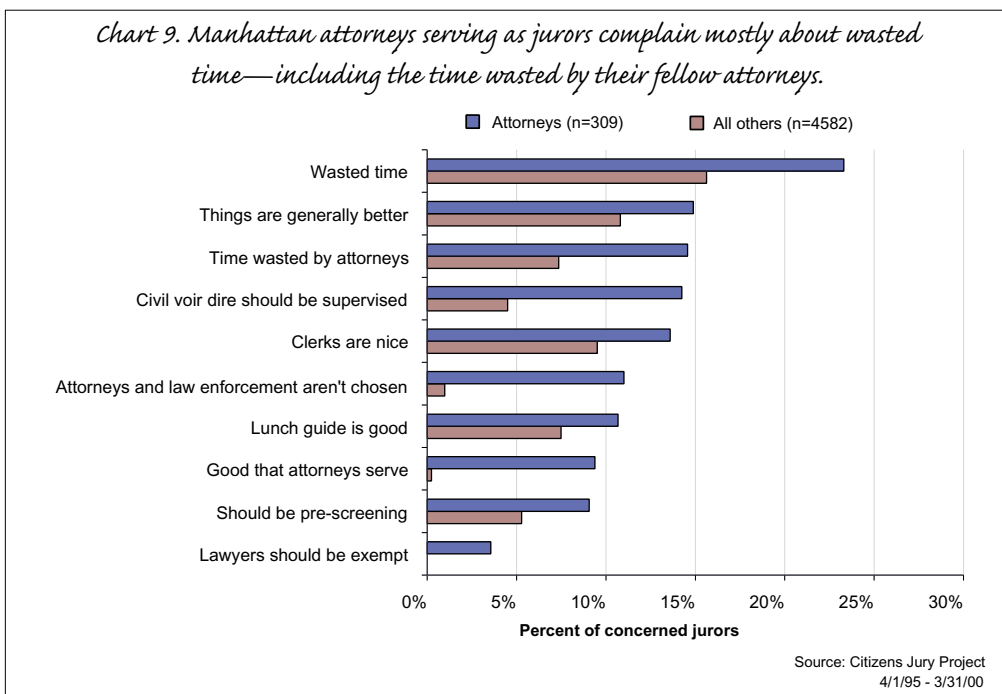
tend to have difficult, inflexible schedules. Physicians are not, however, demanding exemptions. While nearly half of physicians are worried that their patients will suffer, only 12 percent say that physicians should be exempt from service. Like other jurors, they urge the courts to become more efficient and flexible so that they will be able to serve without jeopardizing their patients. Nearly 23 percent complain of wasted time, and 12 percent say there were not enough cases for jurors.

Like all other New Yorkers, lawyers and judges now serve. Initially service was not warmly embraced by the legal profession. A week after all professional exemptions were abolished in 1996, a plaintiff’s attorney stopped by the OmbudService booth, furious. “Are they all out of their minds in Albany?” he asked. “Lawyers are never going to let other lawyers, much less judges or docs, serve on a jury. If they did, they could be sued for malpractice. This is just a major waste of time in the name of some specious high-sounding principle.”

A year later he was outside the criminal courthouse sporting the blue-and-white “Juror” button. He looked sheepish. He’d just been selected for a jury. He was quite proud. “Both sides thought I could be fair,” he said.

Attorneys are not, however, without their complaints.

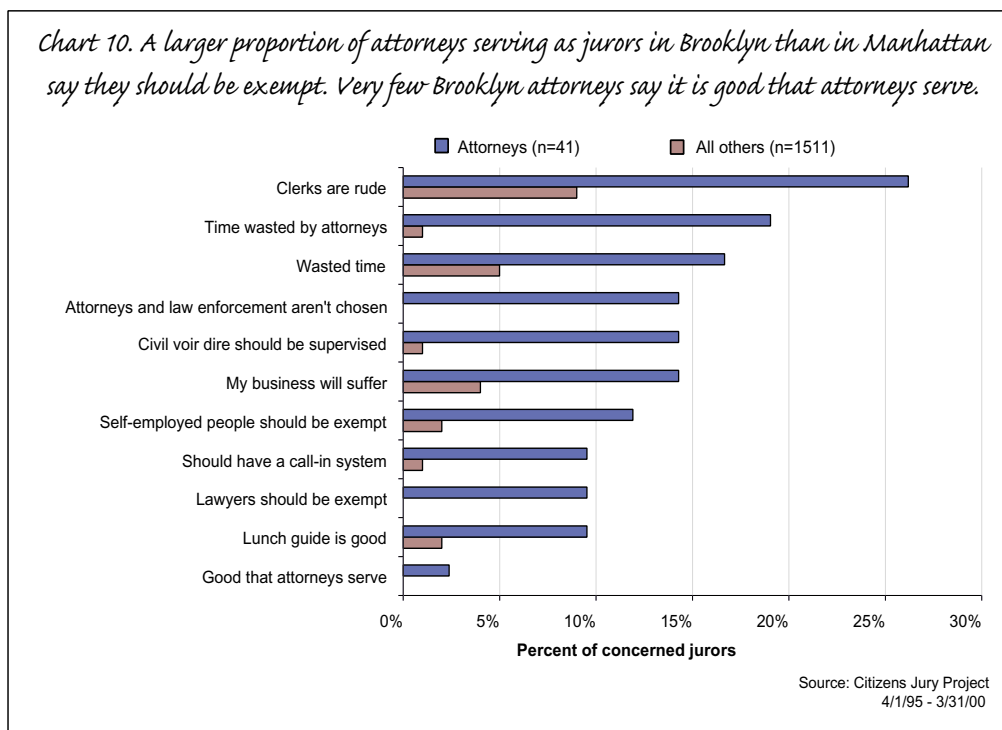
*Chart 9. Manhattan attorneys serving as jurors complain mostly about wasted time—including the time wasted by their fellow attorneys.*



Manhattan attorneys serving as jurors complain disproportionately about wasted time, including time wasted by their colleagues (Chart 9). This is probably well and good, since lawyers should themselves be an impetus toward efficiency and further reform in the courts. Only 3 percent of Manhattan attorneys in our database object to having lawyers serve.

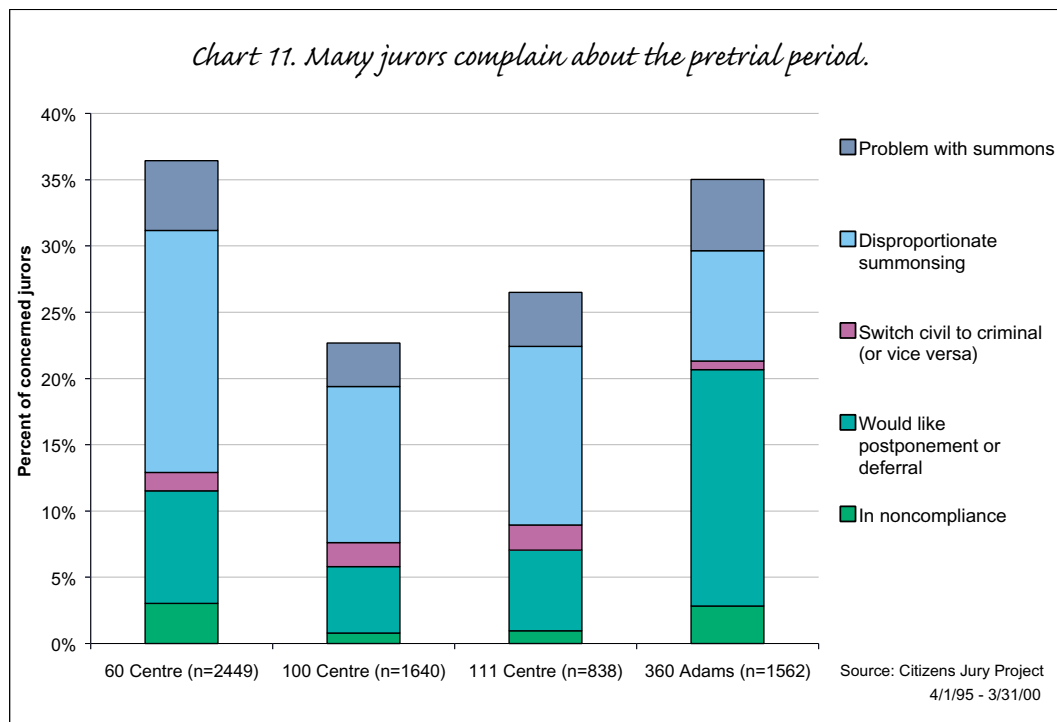
Brooklyn lawyers are another story. Nearly 10 percent of Brooklyn lawyers in our database think they should be exempt. Their biggest complaint is that clerks

*Chart 10. A larger proportion of attorneys serving as jurors in Brooklyn than in Manhattan say they should be exempt. Very few Brooklyn attorneys say it is good that attorneys serve.*



are rude. (While 26 percent of Brooklyn lawyers say the Brooklyn clerks are rude, few Manhattan attorneys say Manhattan clerks are rude. Indeed, almost 14 percent singled out the clerks as pleasant.) As in Manhattan, a large proportion (19 percent) of lawyers complain about wasted time in general, and another 15 percent about time wasted by attorneys.

*The entire pretrial period of summoning and orientation for jurors is inefficient and wasteful of their time. The inefficiencies of the system are very troublesome* (Chart

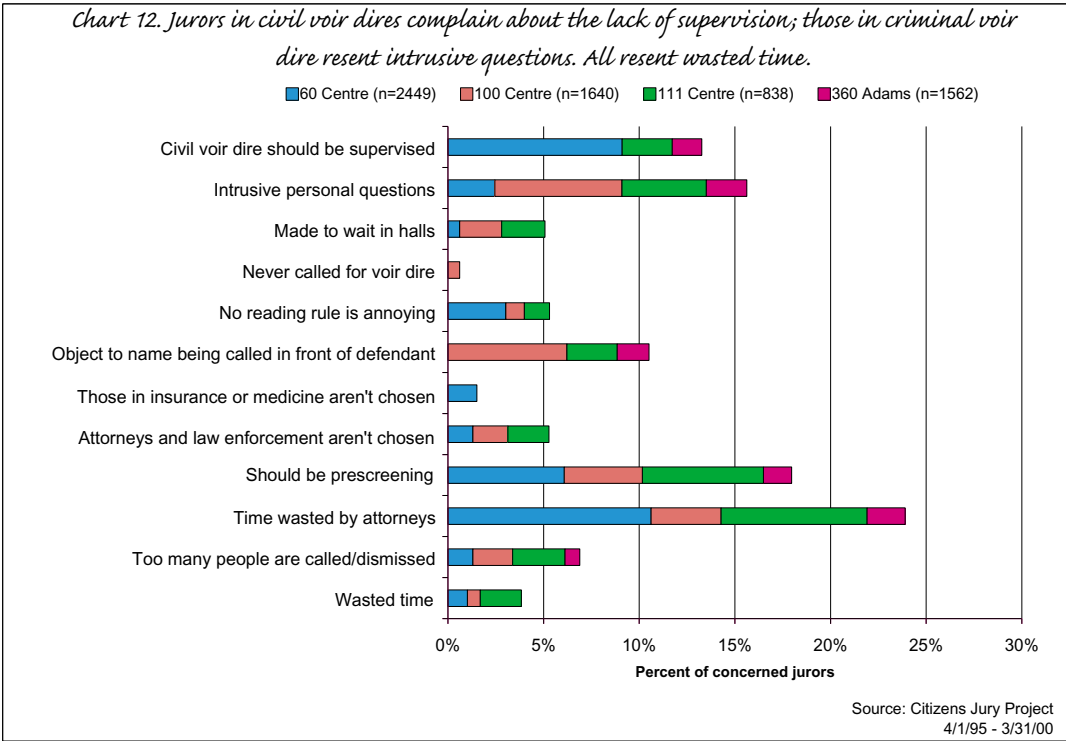


11). Clerks know this, and some try to counteract juror anger at the large amount of wasted time by putting up signs that say, “While you’re waiting you’re also serving.” New Yorkers are not soothed. The recently implemented reforms have resulted in historically high juror yields—higher yields than have really been needed by the courts. Indeed, increasing numbers of jurors complain that they were not sent out on even one voir dire.

*Few subjects set off jurors as thoroughly and deeply as voir dire. As the Jury Project noted, “jurors do not like being asked what they regard as intrusive and irrelevant questions by lawyers. They resent what they perceive as condescension from practically everybody who is officially associated with the court system—court officers, clerks and attorneys. They become furious when unsupervised lawyers and court personnel fail to appear on time, take long lunches, disappear without explanation and end the day early.”*

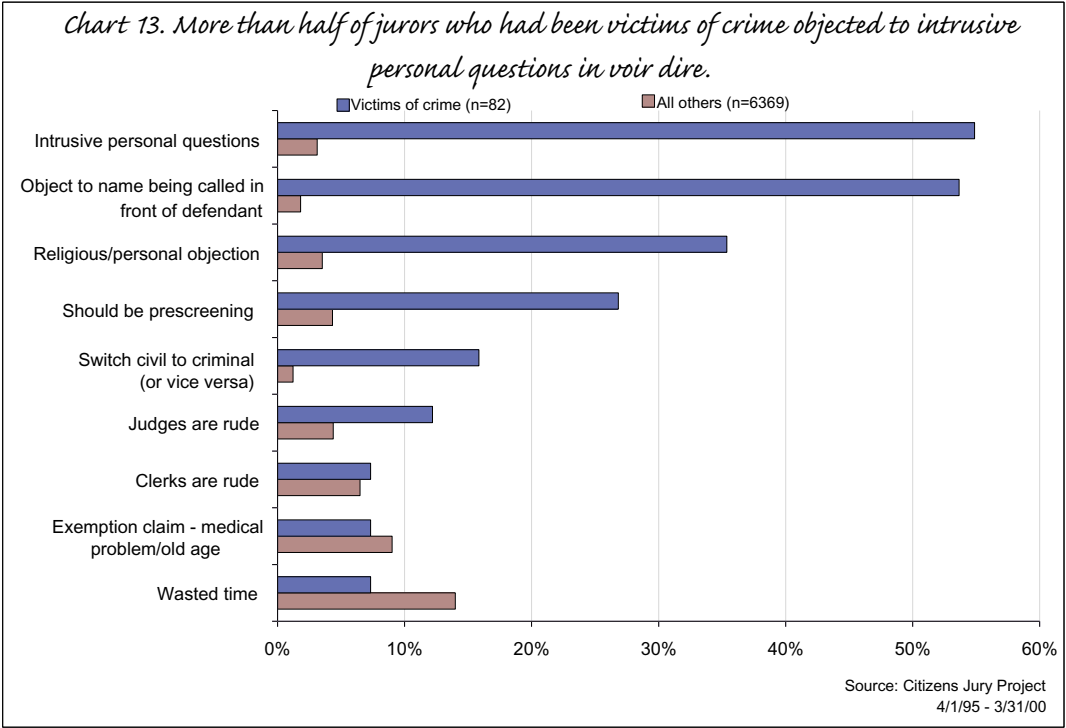
Civil and criminal voir dire present quite different problems Juror complaints about civil voir dire tend to center first on the lack of judicial supervision and second on the evils they see as following from this—intrusive and repetitive questioning,





no reading rule, windy speeches, one or both sides trying the case, unconscionable delays, dismissal of jurors based on consent between the unsupervised lawyers, etc. (Chart 12). (One juror asked: “When am I going to get my chance to serve? You called me down here. Put me on a jury or let me go.”)

Jurors in criminal voir dire complain disproportionately about intrusive personal questions and about their name being called in front of the defendant (Chart 13).

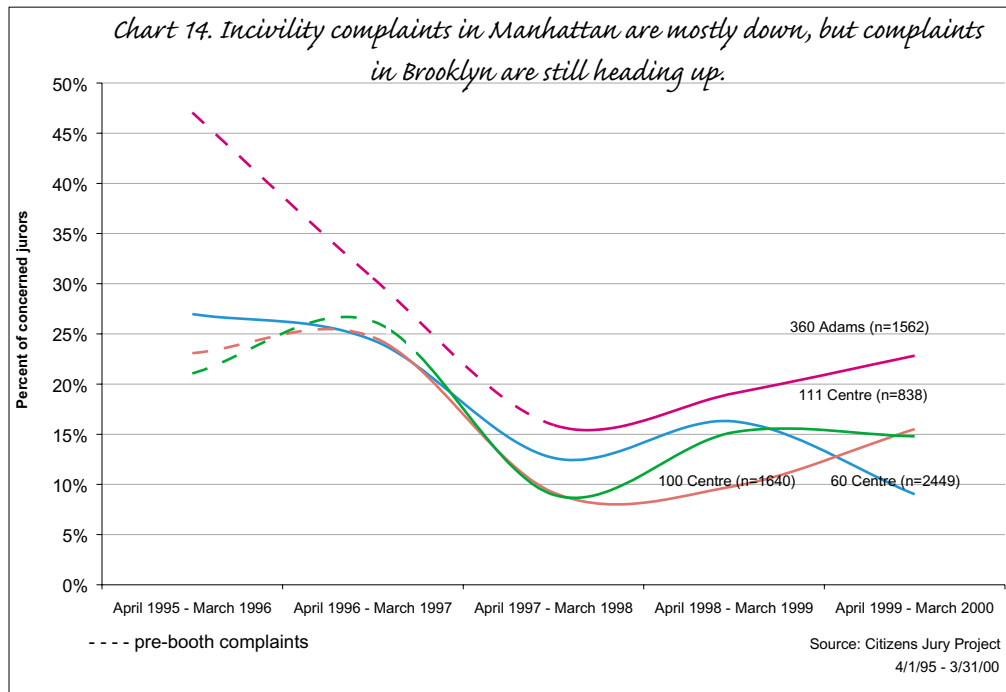


The most distressed jurors tend to be former victims of crime—nearly 55 percent of whom object to intrusive personal questions. Slightly fewer object to their name being called in front of the defendant. Almost 28 percent argue that prescreening would have spared them this ordeal. (Many former victims of crime asked to be switched to civil court; many others do not understand that this is an option.)

*What is to be done about civil voir dire?* The problem identified by the 1994 Jury Project as the most serious—the use of juries as a settlement tool—will persist so long as judges are routinely absent. The criminal courts also have an interest here since this abuse not only wastes jurors but diverts jurors needed in criminal courts to civil—where they are wasted and then lost to the system for several more years.

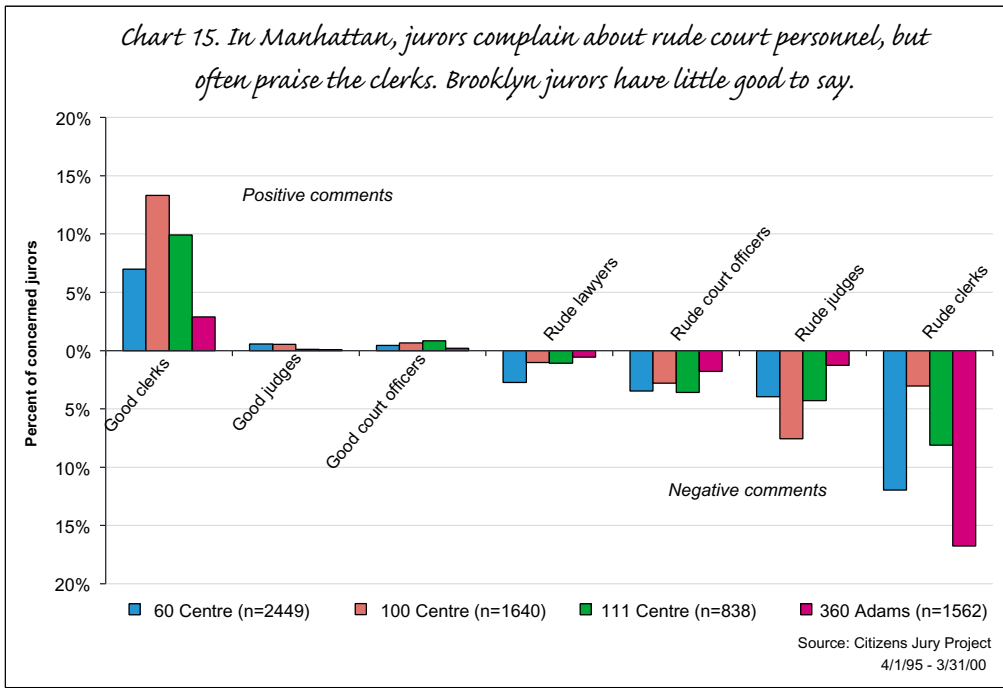
The Jury Project pointed out that if judicial supervision “is fair enough to satisfy the rigorous constitutional demands applicable to the criminal process—where a defendant’s liberty is at stake—it surely passes muster in civil cases too.”

Some judges handle voir dire far better than others. Juror complaints consistently single out a few judges. This is an area in which the courts should consider further

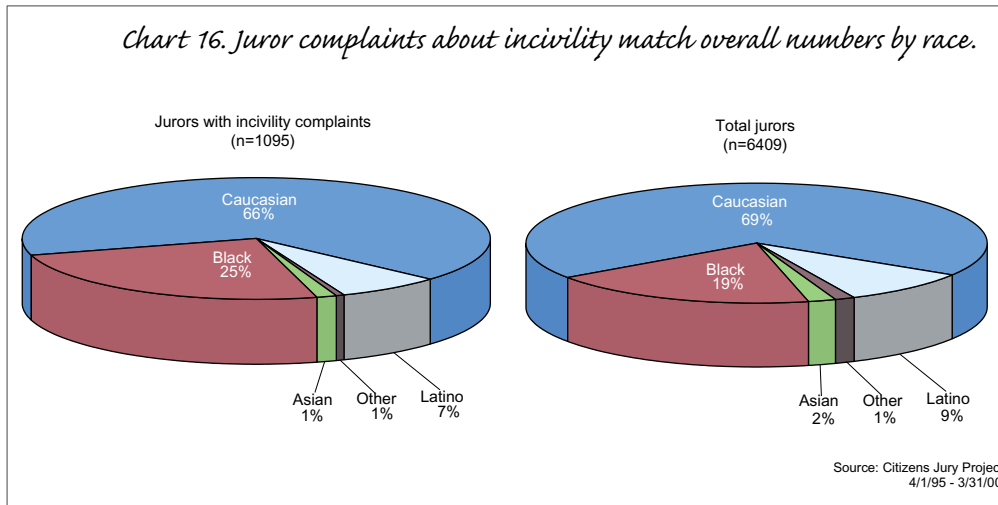


training and diligent oversight.

*Incivility by court personnel remains a problem, especially in Brooklyn.* Many court improvements are countered by bad conditions that have persisted. While jurors praise clerks (particularly at 100 Centre) they also tend to limit their praise to one or two clerks at each courthouse—nearly always the same ones. In addition, complaints about rude court officers and a few rude judges persist. As one juror said, “This is a fabulous thing we have in the jury, but rude bureaucrats and arrogant judges and lawyers are running it into the ground. It’s only fair that since they asked us to give up a chunk of our lives they be nice.”



*Complaints about incivility do not break down along racial lines.* Incivility does not seem to be racially driven. Juror complaints about incivility almost match overall juror proportions by race—jurors of all races complain about rudeness in close proportion to their overall numbers. This is somewhat surprising because jurors of all races regularly query what look like racially influenced practices. After a criminal voir dire, both black and white jurors commented that the defense lawyer repeatedly asked black jurors if they knew anyone who had been arrested. He asked white jurors if they had doctors or lawyers in their families.



*Many disabled jurors are discouraged by their treatment by court officers and clerks, and hampered by the physical conditions of service.* The wheelchair-bound citizen who hopes to serve may find the path impeded by physical impediments in the courthouses. Few courthouses accommodate disabled jurors well, and some offer downright hostile physical conditions (Appendix B). No courthouse has good signage. As a disabled lawyer-juror noted, “Even for a person who has been in a wheelchair for awhile and is accustomed to looking for such entrances, the courthouse wheelchair entrances are hard to find.”

It is a given that grand, historic court entrances remain inaccessible to wheelchairs. Yet even the alternate entrances—usually in the back of the courthouse—are often either blocked or unfinished. A handicapped juror at 60 Centre, for example, who heads to the rear entrance after heeding the obscure front sign, will find that the ramp is often crowded with vehicles and large recycling carts. (“Why would someone think there is a door down there when there are cars and carts parked on the ramp?” asked a disabled juror.) The door at the base of the ramp opens outward, making it very difficult to negotiate.

The ramp inside the entrance is extremely steep. There is an elevator before the steep ramp, but it is locked. Court officers rarely permit handicapped jurors to use it.

Most of the courts’ handicapped entrances are locked at 5 p.m. Said one juror, “If any door is to be designated the last one locked, it should be the handicapped access door.”

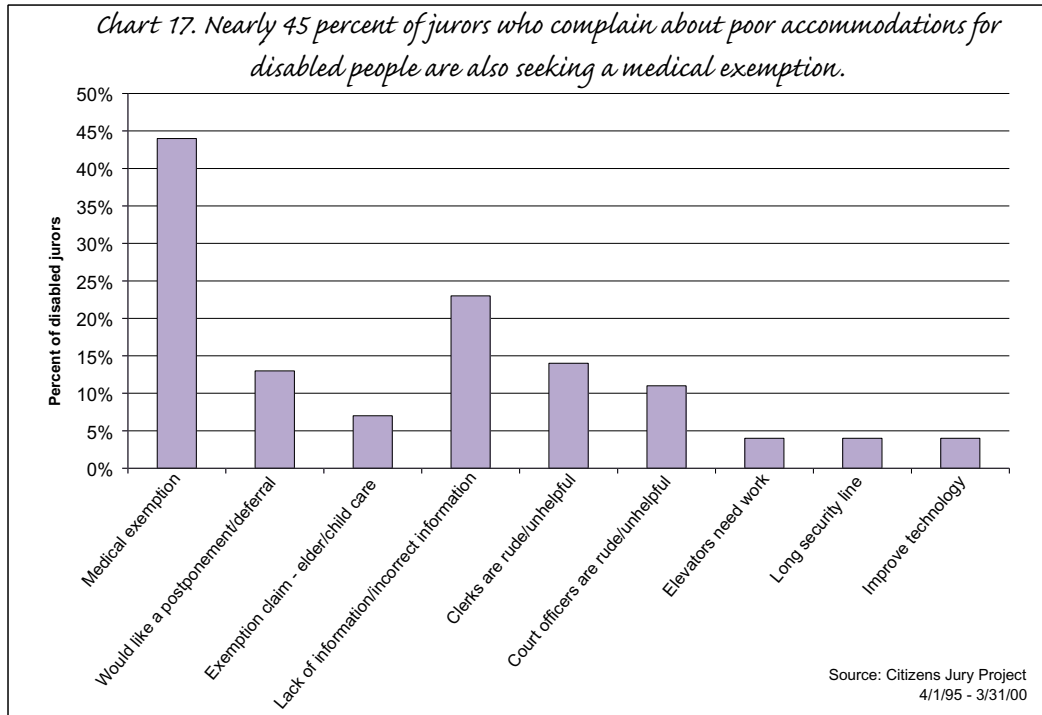
The privately owned building at 71 Thomas is the courts’ most handicapped-accessible building and the one to which Manhattan’s chief jury clerk will assign any juror who makes known a disability. Yet entrance is difficult even at 71 Thomas. The outside door is not automatic and very difficult to open. Plus it opens outward, requiring that the wheelchair back up. A wheelchair-bound juror reported, “I often had to knock on the door and wave until a court officer noticed me and helped.” Since the clerk’s office has designated 71 Thomas as the most appropriate courthouse for disabled jurors, the courts should either have an automatic door installed or post a court officer at the entrance, or both.

Many internal doors—to assembly rooms, voir dire rooms, and bathrooms—are either too narrow to begin with or made narrow by practice. Most double doors, such as the central doors to jury rooms, usually have one door open and one locked shut. Few handicapped-accessible phone booths are available, and even fewer handicapped-accessible water fountains.

When disabled jurors who call the number printed on the summons are directed—as they are supposed to be—to Chief Jury Clerk Vincent Homenick or his assistant, Michela Harvey, in Manhattan, and to Chief Jury Clerk Loretta Argiro in Brooklyn, they are courteously and efficiently treated. We have not had a single complaint from disabled jurors helped by the chief clerks, who invariably arrange for appropriate help—sign language interpreters, listening devices, and in Manhattan only, real-time captioning and Braille material.

Brooklyn has far fewer resources assigned to helping disabled jurors than Manhattan. It has no real-time captioning device and only one listening device. Nor does Brooklyn follow the Manhattan practice of providing all jury clerks with a memo explaining services to disabled jurors.

In both Manhattan and Brooklyn, the disabled juror who does not call ahead may find service difficult and unpleasant. Nearly 15 percent of disabled jurors complain about rude clerks (Chart 17) and 12 percent about rude court officers.

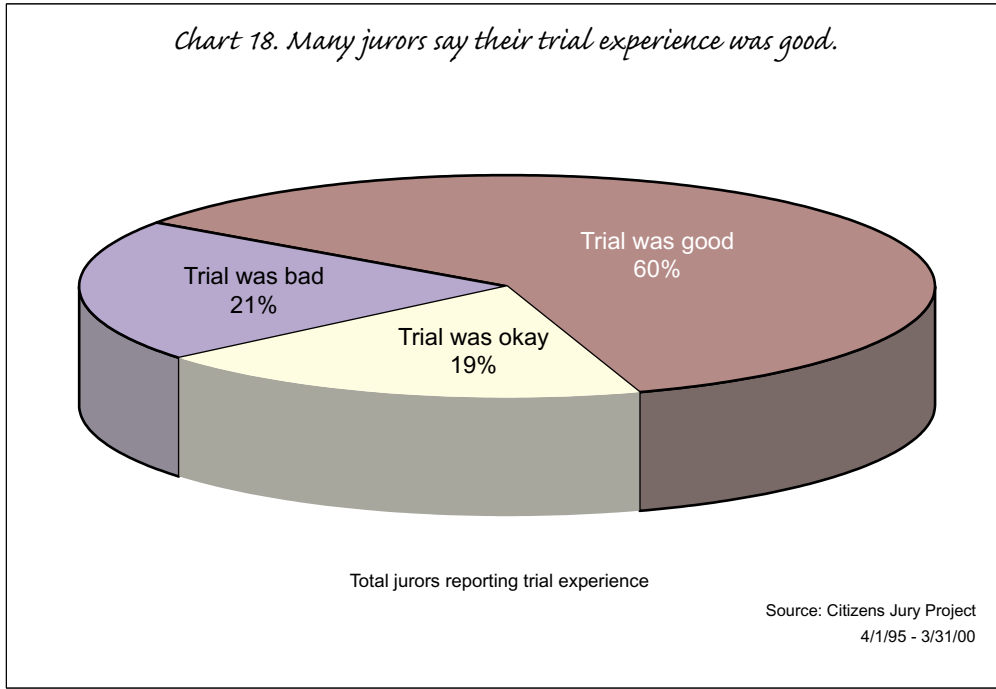


The complexity and chaos of the courts moving jurors from one assembly room to another can be particularly trying for disabled jurors. Said one, “I’m old and frail. They have no business taking you from one building to the next, and up and down stairs. We started at 60 Centre. No air conditioning. People sitting on the floor. They moved us to 80. Filthy carpeting and filthy bathrooms. The next day we were moved from 80 back to 60, and had to go up and down steps. Then they made us wait in the hallway.”

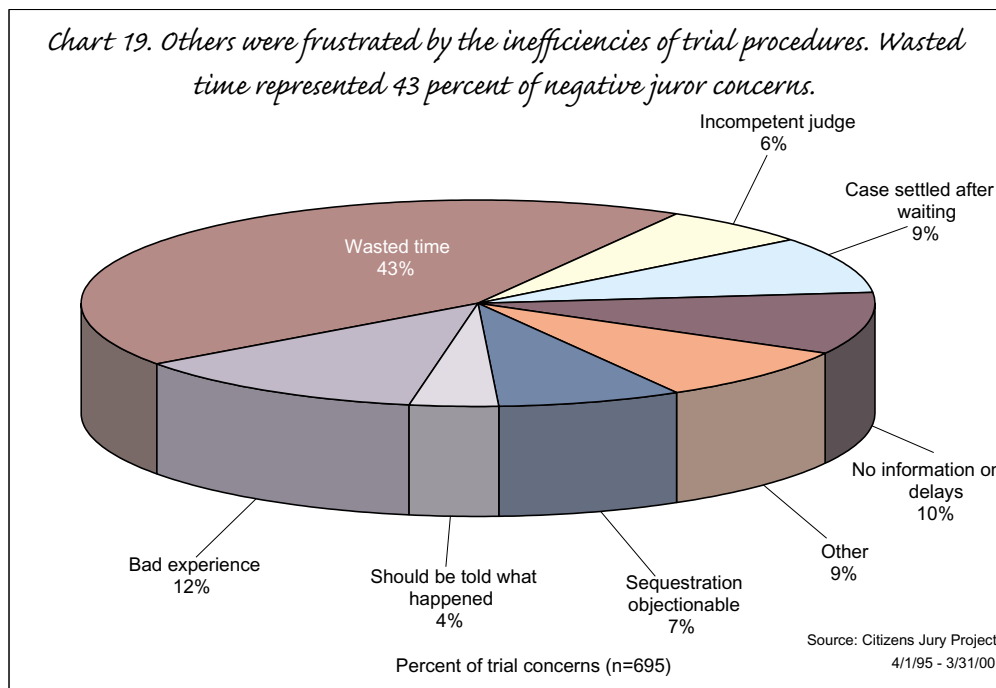
Rude court officers and the length of security lines, particularly at 100 Centre, have produced many juror complaints over the years. But security can be an especially difficult obstacle for disabled jurors. A juror at 100 Centre complained, “There should be a separate line or at least efficient processing of disabled jurors. The woman in front of me had a cane and could hardly stand. She waited for 25 minutes and then encountered a brusque clerk.” At 60 Centre, a juror noticed “a blind man with a wooden cane, and a woman who was both blind and hearing-impaired. The security people were unbelievably rude to them.”

At a minimum, court officers should periodically scan long lines for disabled and elderly jurors in order to move them to the front of the line. No New York juror would object.

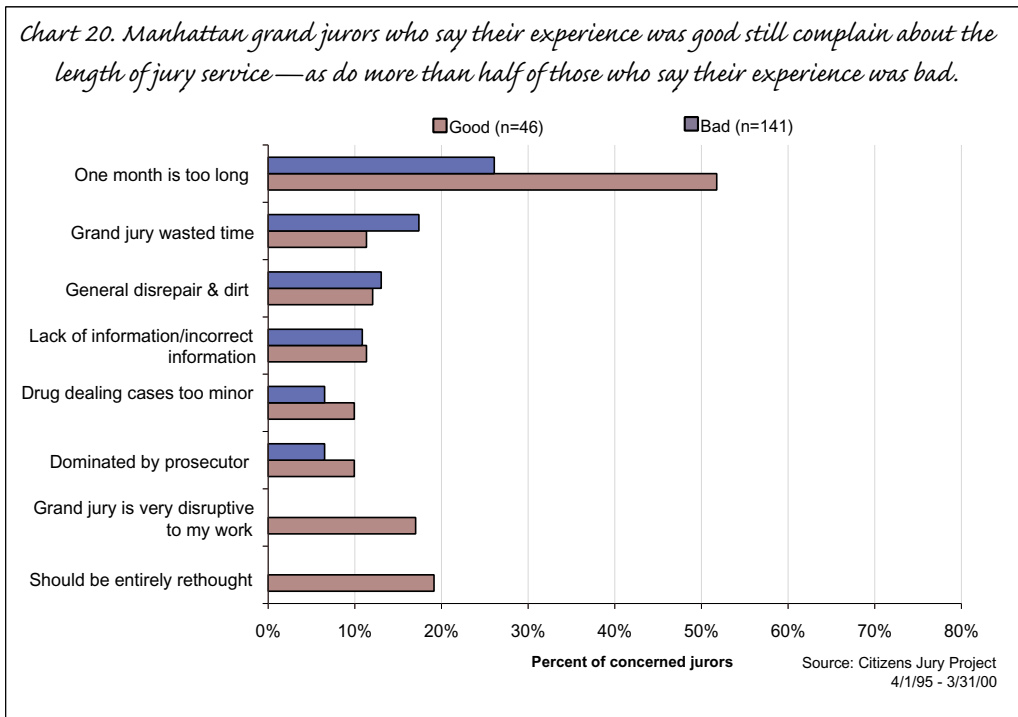
While 60 percent of jurors say their trial experience was good, many are frustrated by the inefficiency of trial procedures. Like everyone who has studied the American jury, we have found that those who actually serve on trial juries are pretty happy. Only 21 percent of interviewed jurors who served on a trial said they had a bad experience. These data are in line with most studies of trial experience.



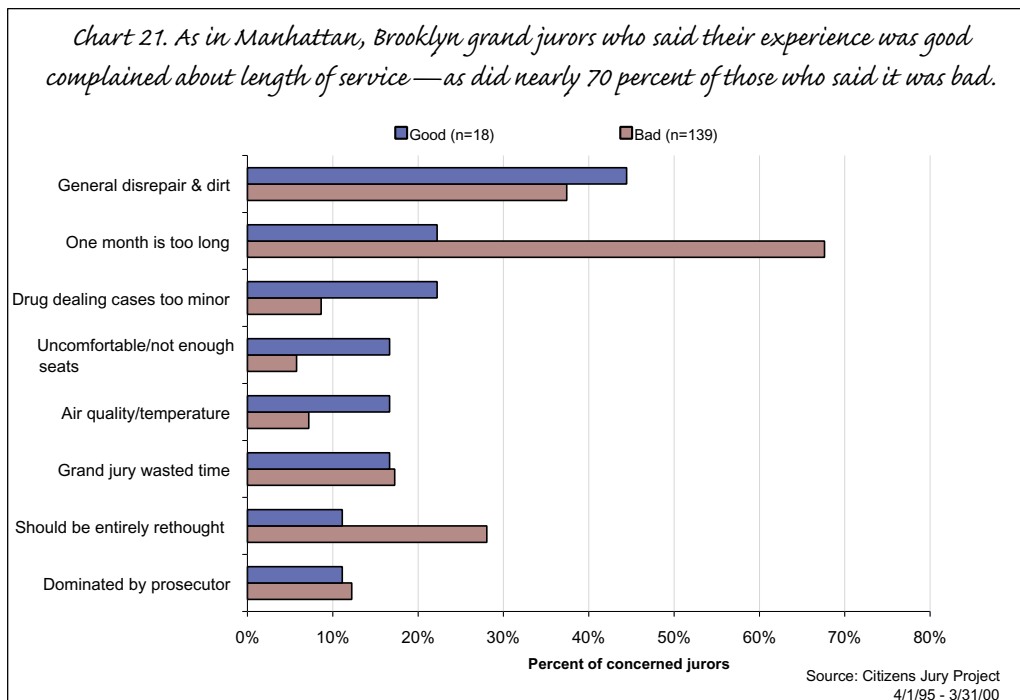
Although most trial jurors said the trial was a good or okay experience, the balance of their concerns were complaints, such as no information about delays, wasted time, sequestration, or an incompetent judge.



Even Manhattan jurors who say their grand jury experience was good complain about the length of service, disproportionate summoning, and wasted time. This project concerned the petit jury primarily, but many grand jurors sought us out with their comments.



The top concerns among Brooklyn jurors who say their grand jury experience was good are general disrepair of the courthouse, length of service, and the number of minor drug cases they had to hear. Unlike Manhattan jurors—only 12 percent of whom complained about general disrepair—nearly one-third of Brooklyn jurors complained about dirt and general disrepair.



## Juror Concerns

Since April 1995, OmbudService representatives interviewed over 7,700 jurors and compiled more than 20,000 distinct juror concerns. These are summarized and presented in the tables according to courthouse.

### **Summary of concerns—60 Centre Street**

The courthouse at 60 Centre, built in 1929, looks and feels like a courthouse—it boasts a magisterial and imposing entrance, a handsome lobby lit by Tiffany chandeliers, and an ornate rotunda opening to a skylight. This is what justice should look like. Jurors enjoy coming here.

The top appreciative comment at 60 Centre is that things are generally better, followed by good comments about the trial experience. Praise for the lunch guide is third, and praise for clerks fourth.

The fifth cites the coffee service, which is unique to this courthouse. Jurors who have served once at 60 Centre frequently complain during subsequent jury duty at other courthouses about the lack of coffee. Implementing coffee service elsewhere has proved to be an intractable problem. The state Commission for the Blind and Visually Handicapped insists that it is their legal prerogative to provide coffee—it is by no means clear that this is true—but they have failed to do so. The jurors at 100 and 111 Centre are without coffee, and complain about it, particularly since the lack of coffee highlights other problems, such as the slow and unpleasant elevators (see below).

The sixth appreciative comment praises the courthouse restoration, which is indeed splendid. Jurors also like the magazines (provided by the clerks and the Citizens Jury Project) and the plants (provided by the Green Guerillas).

The top critical concern at 60 Centre is wasted time, followed by the familiar lack of information. Jurors want the entire process to move more efficiently, and they want to know more—and to know it sooner.

The third concern—time wasted by attorneys—is particularly onerous at 60 Centre, where attorneys are pretty much unsupervised despite the presence of judicial hearing officers (JHOs). Jurors repeatedly comment that they don't object to doing jury duty, but do object to sitting around doing nothing. If they are going to give their time to serve, they should be able to serve well. The problem is that JHOs do not truly supervise civil voir dire—no judge does. Jurors see this as enough of a problem that the lack of judicial supervision turns up as the fourth top complaint.

Outright rudeness is far less serious than when jury reform started in 1995, yet complaints about rude clerks is the sixth concern. Since complaints that clerks are unhelpful is the twelfth concern, it is clear that the problem is real.

The theme is familiar: New Yorkers are happy to serve and appreciate good clerks and improved physical conditions, but expect far more efficiency from the courts—and less misuse of their time. As the 1994 Jury Project report said, “Our failure to use jurors efficiently is the principal reason why, for most citizens, jury duty is synonymous not with a meaningful opportunity to perform an important public service, but rather with aggravation and endless waiting.”



**Top Juror Concerns—60 Centre Street  
4/1/95 - 3/31/00  
(Total Concerns=7,808)**

Top 10 Appreciative Concerns	Count
Things are generally better	300
Trial was a good or OK experience	181
Lunch guide is good	179
Clerks are pleasant and efficient	172
Coffee is good	95
Courthouse restoration looks good	60
Good that attorneys serve	42
Good that everyone serves	31
Magazines are good	25
Plants are good	22
Top 20 Critical Concerns	Count
Wasted time	349
Lack of information/incorrect information	335
Time wasted by attorneys	260
Civil voir dire should be supervised	223
Disproportionate summoning	159
Rude clerks	157
Should be pre-screening	149
Exemption claim - elder/childcare	131
Exemption claim - medical problem/old age	129
Bathrooms are in bad shape	128
Pay is not enough	122
Clerks are unhelpful	122
Only get paid for hours worked	121
No coffee/sandwiches/juice	111
Severe financial hardship	100
Petit service is too long	99
Process does not start on time	96
Not enough cases for jurors	96
My business will suffer	96
Rude judges	95

**Breakdown of concerns**

Jurors like coming to 60 Centre. The building looks like a courthouse, and its restoration is appreciated. Yet while the physical conditions at 60 Centre are unusually pleasant, jurors complain about maintenance problems, particularly about the bathrooms. They are well maintained by the Work Employment Program workers but are often out of repair. The office of Superintendent Walter Ford simply does not consider juror bathrooms and juror assembly rooms high priorities. He works for the city and neither he nor his custodians report to Office of Court Administration. Getting bathrooms repaired usually requires multiple phone calls, and the assembly room is

often quite dirty by the end of the week.

Although the assembly room is handsome and comfortable when uncrowded, it often becomes overcrowded—and therefore stuffy and noisy—during peak times.

<b>60 Centre: Physical conditions</b>	<b>Count</b>
Bathrooms are in bad shape	128
No coffee/sandwiches/juice	111
Not enough/uncomfortable seats	92
General disrepair	85
No working water fountains	67
Air quality/temperature	62
Not enough work carrels	53
Noise	42
Poor accommodations for disabled	24
Elevators need work	15
They should provide lockers/storage areas	15
Bad coffee	13
No place to smoke	12
Need an area for cellular phones	11

Most summoning and orientation complaints center on disproportionate summoning, unfair summoning, and inefficient procedures. Since celebrities are often assigned to 60 Centre, their prompt dismissal or excessively deferential treatment annoys some jurors.

<b>60 Centre: Summoning</b>	<b>Count</b>
Would like a postponement/deferral	213
Disproportionate summoning	176
Petit service is too long	99
In non-compliance	74
Problems with name or address	67
Celebrities are excused	50
Not fair - some people never called	46
Received multiple summonses	44
Switch civil to criminal (or v.v.)	33
Jury pool too homogeneous	26
Unreadable summons	22

Complaints about lack of information are heavy.

<b>60 Centre: Lack of information</b>	<b>Count</b>
Lack of information/incorrect information	335
No advance notice	62
Needed directions to the courthouse	32
Needed information ahead of time	30

For many jurors, the solution to problems of inefficiency and waste lies with technology: improve the computers and software that summon jurors, update the outdated informational and understaffed phone system, use computers to handle both roll calls and random assignment to voir dices, and provide outlets and modems for juror computers. Let jurors work at the courthouses as easily and efficiently as anywhere else—home, car, cybercafe.

<b>60 Centre: Technology</b>	<b>Count</b>
Should have a call-in system	94
Improve technology	71
Informational phone lines always busy	60
Need phone lines for computers	34
No computer roll call during voir dire	30
Need more phones	16
No emergency phone number	14
Video is weak	14
Faulty phone-in system during trial	11
Should have video/movie/TV/exercise room	10

Inefficiencies in the system need to be corrected for many reasons, not least because jury service is an economic and professional burden for many, leading inevitably to a certain amount of stress and ill temper. Many jurors have arranged their work and private lives to juggle employment, child care, and elder care. They work nights to support their families, they work at home to be with their children, they work part-time to maintain a flexible schedule. The courts, however, are far from flexible.

<b>60 Centre: Financial burden</b>	<b>Count</b>
Pay is not enough	122
Only get paid for hours worked	121
Severe financial hardship	100
Exemption claim - financial hardship	49
Employers should pay salary	16

<b>60 Centre: Employment burden</b>	<b>Count</b>
My business will suffer	96
Very disruptive to my work	82
Am losing major work assignments	74
My patients will suffer	50
Concern of unhappiness by employer	43
Student feels entitled to exemption	43
Self-employed people should be exempt	41
Works nights	21
My students will suffer	10

60 Centre: Health burden	Count
Exemption claim - medical problem/old age	129
Elderly should not have to serve	30

The number of people citing a family burden is a little disproportionate. Summoned jurors seeking family-based postponements are finding their way to the fourth floor assembly room when they should have been directed by court officers in the security line to go to Room 139.

60 Centre: Family burden	Count
Exemption claim - elder/childcare	131
Need to pick up children	35
Works at home to be with children/parent	11

Although jurors have many good things to say about personnel at 60 Centre, complaints about rude clerks, judges, court officers, and lawyers persist. We know from our database that nearly all the complaints center on a few people—witness the contrasting appreciative comments about many of the clerks above. Nonetheless the number of complaints loom glaringly.

Comments about rude lawyers are high, perhaps because they are on their own and free to waste juror time. Said a juror, “People making upwards of \$450 an hour should be respectful of the time of those making \$15.”

60 Centre: Incivility	Count
Rude clerks	157
Clerks are unhelpful	122
Rude judges	95
Rude lawyers	66
Rude court officers	65
General incivility	31
Court officers are unhelpful	16

Similarly, some jurors complain about security—its inefficiencies and petty humiliations. Court officers can be amazingly quick-tempered without being efficient.

60 Centre: Security	Count
Long security line	63
Court officers are unhelpful	41
Airports & banks do this efficiently	19
Jurors should have separate entrance	13
Should have metal detectors	11

Civil voir dire is an ongoing problem. Since the expansion in the numbers and duties of the judicial hearing officers (JHOs), complaints about voir dire have decreased. Many jurors, however, feel the JHOs are not an adequate substitute for sitting judges, thus continued comments that civil voir dire should be supervised. Also, some JHOs treat jurors harshly, prompting complaints about judge incivility shown in Chart 12. The procedures of voir dire are not yet smooth or efficient. Jurors complain not only about abusive voir dire but bizarre voir dire. One lawyer asked a set of jurors: “If there’s a ridiculous law, would you follow it?” Jurors who said yes were pushed further: “If the law says black is red and red is black, would you follow it?” Many jurors are excused during these unsupervised voir dire. One juror noted, “If it were my family involved in this tragedy, I would want some of the people who were dismissed to serve.”

<b>60 Centre: Voir Dire</b>	<b>Count</b>
Time wasted by attorneys	260
Civil voir dire should be supervised	223
Should be pre-screening	149
No reading rule is annoying	74
Intrusive personal questions	60
Refuse to choose attorneys or law enforcement	32
Too many people are called/dismissed	32
Wasted time	25
Refuse to choose anyone in insurance	22
Made to wait in halls	15
Refuse to choose doctors/nurse	15

Despite the many problems of civil juries, most jurors who actually served on a jury regarded it as a good experience.

<b>60 Centre: Trial</b>	<b>Count</b>
Trial was a good or OK experience	129
Waiting too long for trial to start	81
Wasted time	71
OK experience	52
Bad experience	40
Jury disbanded, case settled after waiting	40
Lack of information regarding delays	27
Sequestration difficult/unfair/outrageous	18
Lawyers are late	16
Frivolous case	15
Judge was incompetent	15
Should be told what happened	14
Judge is efficient/amiable	10

## **Summary of Concerns—100 Centre Street**

As at 60 Centre, complaints at 100 Centre focus on waste and inefficiency in summonsing and juror selection. But unlike 60 Centre, where jurors are fairly happy with the building and its maintenance, 100 Centre attracts complaints about its physical conditions, particularly the elevators, sense of general disrepair, and poor bathrooms. A juror said, “The disgraceful physical conditions just fuel the general malevolence of sitting around waiting for something to happen.”

Jurors also complain disproportionately about rude judges—about being kept waiting in hallways, treated derisively by the judge, and made to shuffle in and out many times during voir dire.

The saving grace at 100 Centre is the attitude of the desk personnel—the cheerful, funny, and efficient jury clerks stave off much anger and frustration. Jurors frequently comment that were it not for the clerks they would be very hostile indeed.

Nonetheless, the top complaint overall was wasted time. In practice this is not unrelated to the complaint about rude judges. Many judges at 100 Centre routinely keep jurors waiting and then treat them harshly when they get to the courtroom. Judges at 100 are also known for demanding “fresh jurors,” only those jurors who have just arrived. Jurors may be called out on a selection panel on their first day and then sit for two days. And since jurors at 100 are subject to the difficulties of criminal voir dire—intrusive personal questions, for example, in the presence of the defendant—the overall experience is often not happy. “The criminal did the crime, but jurors do the time,” one said.

The second most frequent complaint was about the elevators—an ongoing problem that not only makes some jurors fearful and outraged but also leads to other complaints, such as bad air in the assembly room and lack of coffee and sandwiches on the jurors’ floor. Jurors feel trapped by the elevators in the squalid assembly room, unable to go outside for 15 minutes and enjoy the fresh air as they can at 60 Centre.

Equally bad, the security line tends to be long and the court officers unhelpful or rude. Court officers deal with many members of the public beyond jurors, and do not treat jurors with the courtesy jurors feel would be appropriate. As a court officer said to an annoyed juror, “This may be your civic duty to you, but to me, you’re just one more guy coming in my building along with the felons.”

<b>Top Juror Concerns—100 Centre Street 4/1/95 - 3/31/00 (Total Concerns=5453)</b>	
<b>Top 10 Appreciative Concerns</b>	
Things are generally better	229
Clerks are pleasant and efficient	220
Lunch guide is good	124
Trial was a good or OK experience	67
Good that everyone serves	32
Physical conditions are better	36
Good that attorneys serve	19
Video good	19
Magazines are good	18
Grand jury experience was good	17
<b>Top 20 Critical Concerns</b>	
Wasted time	262
Elevators need work	246
General disrepair	169
Lack of information/incorrect information	141
Rude judges	122
No coffee/sandwiches/juice	120
Air quality/temperature	114
Intrusive personal questions	109
Only get paid for hours worked	104
Object to name being called in front of defendant	102
Long security line	101
Bathrooms are in bad shape	99
My business will suffer	94
Pay is not enough	94
Not enough cases for jurors	90
Process does not start on time	88
Severe financial hardship	86
Would like a postponement/deferral	82
Should have a call-in system	80
Exemption claim - elder/childcare	72
Not enough/uncomfortable seats	72

### **Breakdown of concerns**

Physical problems at 100 Centre are daunting. The building was designed to be intimidating and it is. Set back from the street, it looms huge, imposing, and unwelcoming. The security line is often very long because of the many different functions in the building, the elevators are slow and perceived to be dangerous, and the assembly room is often crowded and uncomfortable. More often than not, air quality is bad. Because jurors must use the elevators, they are more aware of the building's other drawbacks: no good coffee, no good food, and no place to smoke—but plenty of noise and dirt.

100 Centre: Physical conditions	Count
Elevators need work	246
General disrepair	169
No coffee/sandwiches/juice	120
Air quality/temperature	114
Bathrooms are in bad shape	99
Not enough/uncomfortable seats	72
No working water fountains	36
Not enough work carrels	34
Noise	25
They should provide lockers/storage areas	23
No place to smoke	16
Poor accommodations for disabled	11

Complaints about summoning center on disproportionate and unfair summoning, plus requests to switch from criminal court to civil.

100 Centre: Summoning	Count
Disproportionate summoning	85
Would like a postponement/deferral	82
Not fair - some people never called	35
Petit service is too long	33
Switch criminal to civil	30
Received multiple summonses	28
Problems with name or address	22
In non-compliance	13
Jury pool too homogeneous	12

100 Centre: Lack of information	Count
Lack of information/incorrect information	141
No advance notice	32
Needed information ahead of time	28
Needed directions to the courthouse	24

A common proposed solution to both wasted time and lack of information is technology in its many forms.

100 Centre: Technology	Count
Should have a call-in system	80
Improve technology	66
Should have video/movie/TV/exercise room	34
Need phone lines for computers	32
Informational phone lines always busy	22
Need more phones	16
No computer roll call during voir dire	14
Video is weak	10



At 100 Centre, complaints about the burden of jury service tend to be about employment and business. As always, these concerns often correlate with anger about wasted time and inefficiency.

100 Centre: Financial burden	Count
Only get paid for hours worked	104
Pay is not enough	94
Severe financial hardship	86
Exemption claim - financial hardship	28
Employers should pay salary	23
Need car fare	13

100 Centre: Employment burden	Count
My business will suffer	94
Am losing major work assignments	62
Very disruptive to my work	54
My patients will suffer	41
Self-employed people should be exempt	41
Concern of unhappiness by employer	30
Student feels entitled to exemption	23
Works nights	10

100 Centre: Family burden	Count
Exemption claim - elder/childcare	72
Need to pick up children	20
Works at home to be with children/parent	11

100 Centre: Health burden	Count
Exemption claim - medical problem/old age	67
Elderly should not have to serve	27

Despite the poor physical conditions, people portray 100 Centre as an amiable place. We received disproportionately few complaints about rudeness—except about judges—despite the very difficult conditions under which court personnel work.

100 Centre: Incivility	Count
Rude judges	122
Rude court officers	39
Rude clerks	29
Clerks are unhelpful	22
General incivility	20
Rude lawyers	17

Poor physical conditions strain both jurors and court personnel. The security line, which handles most of the building’s users, is often too long—particularly in bad weather, when it slinks around the courthouse.

100 Centre: Security	Count
Long security line	101
Jurors should have separate entrance	48
Court officers are unhelpful	29
Airports & banks do this efficiently	24
Should have metal detectors	11

Jurors at every courthouse complain about the voir dire process, but the complaints at 100 Centre can be particularly intense. The frequency of intrusive personal questions combined with the presence of the defendant is very upsetting to jurors.

100 Centre: Voir dire	Count
Intrusive personal questions	109
Object to name being called in front of defendant	102
Should be pre-screening	67
Time wasted by attorneys	60
Made to wait in halls	36
Too many people are called/dismissed	34
Refuse to choose attorneys or law enforcement	30
No reading rule is annoying	16
Wasted time	11
Never called for voir dire	10

Despite the building’s physical problems, most jurors who have served on trials say they had a good experience.

100 Centre: Trial	Count
Trial was a good or OK experience	67
Bad experience	24
Wasted time	19
Sequestration difficult/unfair/outrageous	17
Waiting too long for trial to start	15
Judge was incompetent	12
Lack of information regarding delays	11
Judge is efficient/amiable	10

## Summary of concerns—111 Centre Street

As a product that it is of the bad architectural taste of the 1960s, 111 Centre has a great deal to overcome. Nonetheless, jurors appear reasonably cheerful about their service, in large part because of a couple of good clerks.

<b>Top Juror Concerns—111 Centre Street</b> <b>4/1/95 - 3/31/00</b> <b>(Total Concerns=2941)</b>	
<b>Top 8 Appreciative Concerns</b>	
Things are generally better	116
Clerks are pleasant and efficient	86
Lunch guide is good	75
Trial was a good or OK experience	34
Good that everyone serves	21
Video good	16
Magazines are good	12
Court officers are pleasant and efficient	10
<b>Top 20 Critical Concerns</b>	
Wasted time	173
Lack of information/incorrect information	113
General disrepair	83
Bathrooms are in bad shape	74
Time wasted by attorneys	64
Not enough cases for jurors	61
Process does not start on time	58
No coffee/sandwiches/juice	56
Pay is not enough	53
Should have a call-in system	53
Should be pre-screening	53
Would like a postponement/deferral	52
Only get paid for hours worked	48
Exemption claim - elder/childcare	40
Religious/personal objection	40
My business will suffer	39
Improve technology	39
Air quality/temperature	38
Severe financial hardship	37
Intrusive personal questions	37

### Breakdown of concerns

The building, which has the standard government-issue look, is neither attractive nor well maintained. Nor does it look like a courthouse. It looks like a badly built office building in poor repair. As at 100 Centre, deficient elevators exacerbate other problems, such as the lack of functioning water fountains and the absence of a good coffee and sandwich vendor.

111 Centre: Physical conditions	Count
General disrepair	83
Bathrooms are in bad shape	74
No coffee/sandwiches/juice	56
Air quality/temperature	38
Elevators need work	34
Not enough/uncomfortable seats	32
No working water fountains	12
Not enough work carrels	10
No place to smoke	10

Complaints about summoning and orientation are relatively few, but complaints about lack of information are high.

111 Centre: Summoning/rules	Count
Would like a postponement/deferral	52
Disproportionate summoning	36
Petit service is too long	30
Received multiple summonses	16
Switch civil to criminal (or v.v.)	15
Not fair - some people never called	14
Problems with name or address	11
Jury pool too homogeneous	10
Celebrities are excused	10

111 Centre: Lack of information	Count
Lack of information/incorrect information	113
No advance notice	16
Needed directions to the courthouse	14
Needed information ahead of time	10

Complaints about financial and family burdens are few.

111 Centre: Family burden	Count
Exemption claim - elder/childcare	40
Need to pick up children	13

<b>111 Centre: Employment burden</b>	<b>Count</b>
My business will suffer	39
Am losing major work assignments	27
My patients will suffer	26
Very disruptive to my work	24
Self-employed people should be exempt	20
Concern of unhappiness by employer	15
Doctors should be exempt	14

<b>111 Centre: Financial burden</b>	<b>Count</b>
Pay is not enough	53
Only get paid for hours worked	48
Severe financial hardship	37
Exemption claim - financial hardship	10

<b>111 Centre: Health burden</b>	<b>Count</b>
Exemption claim - medical problem/old age	33
Elderly should not have to serve	12

Court personnel—judges, clerks, and court officers—attract complaints at III, even as jurors regularly single out two clerks for praise.

<b>111 Centre: Incivility</b>	<b>Count</b>
Rude judges	36
Rude clerks	35
Clerks are unhelpful	31
Rude court officers	27
General incivility	11
Rude lawyers	10

<b>111 Centre: Security</b>	<b>Count</b>
Court officers are unhelpful	12
Jurors should have separate entrance	10
Long security line	10

<b>111 Centre: Voir dire</b>	<b>Count</b>
Time wasted by attorneys	64
Should be pre-screening	53
Intrusive personal questions	37
Too many people are called/dismissed	23
Civil voir dire should be supervised	22
Object to name being called in front of defendant	22
Made to wait in halls	19
Refuse to choose attorneys or law enforcement	18
Wasted time	18
No reading rule is annoying	11

<b>111 Centre: Technology</b>	<b>Count</b>
Should have a call-in system	53
Improve technology	39
No computer roll call during voir dire	18
Need more phones	13
Should have video/movie/TV/exercise room	12
Need phone lines for computers	10

**Summary of concerns—360 Adams Street**

Brooklyn is the only site where critical comments are barely tempered by praise, although a few jurors have recently been saying that things have improved.

<b>Top Juror Concerns—360 Adams</b> <b>4/1/95 - 3/31/00</b> <b>(Total Concerns=4254)</b>	
<b>Top 6 Appreciative Concerns</b>	
<b>Count</b>	
Clerks are pleasant and efficient	46
Things are generally better	40
Lunch guide is good	36
Trial was a good or OK experience	18
Grand jury experience was good	16
Good that everyone serves	10
<b>Top 20 Critical Concerns</b>	
<b>Count</b>	
Would like a postponement/deferral	292
Exemption claim - medical problem/old age	290
Lack of information/incorrect information	258
Exemption claim - elder/childcare	187
Rude clerks	145
Need to pick up children	120
Wasted time	105
Severe financial hardship	105
Clerks are unhelpful	103
My business will suffer	95
One month is too long	92
General disrepair	79
Only get paid for hours worked	75
Air quality/temperature	71
Not enough/uncomfortable seats	66
Pay is not enough	64
Religious/personal objection	64
No coffee/sandwiches/juice	59
Concern of unhappiness by employer	56
General disrepair & dirt	48
Needed information ahead of time	48
Bathrooms are in bad shape	48

### Breakdown of concerns

Though physical conditions in Brooklyn are worse than in any Manhattan courthouse, proportionately fewer Brooklyn jurors complain. (Manhattan jurors complain about the elevators, particularly at 100 Centre, general disrepair, poor air quality, and lack of coffee.)

360 Adams: Physical conditions	Count
General disrepair	79
Air quality/temperature	71
Not enough/uncomfortable seats	66
No coffee/sandwiches/juice	59
Bathrooms are in bad shape	48
Poor accommodations for disabled	30
Noise	15
Not enough work carrels	10
Bad coffee	10

Lack of information is an enduring problem. Many Brooklyn jurors do not understand the process of jury duty, such as how many days they will be serving or what they should expect to happen in the empaneling rooms. Jurors complain that the juror handbook, provided by the court, is unclear about important information. Though some technical information is read by the clerks over the loudspeaker, the sound is often excessively loud, and jurors have a difficult time understanding what is being said. When jurors ask questions, they are often reprimanded by short-tempered clerks.

Because of glitches in the computer system, many jurors receive multiple summonses, some for two different courthouses in the same week. Others are called to serve less than two years from their previous service. These problems are easily resolved in Room 156 but, more often than not, jurors have trouble finding their way there.

360 Adams: Summoning	Count
Would like a postponement/deferral	292
In non-compliance	45
Problems with name or address	45
Disproportionate summoning	34
Received multiple summonses	33
Petit service is too long	10

360 Adams: Lack of information	Count
Lack of information/incorrect information	258
Needed information ahead of time	48
No advance notice	28
Needed directions to the courthouse	10



Business and financial worries are often expressed, especially by those who own or work for small businesses. Sole proprietors say that jury duty is a severe hardship because their businesses must close while they serve. Many ask that the sole proprietor exemption be reinstated. A high proportion of Brooklyn jurors have elder or child care responsibilities. The actual proportion may not be that different in Manhattan, but Manhattan clerks tend to handle the problem more sympathetically.

<b>360 Adams: Family burden</b>	<b>Count</b>
Exemption claim - elder/childcare	187
Need to pick up children	120
Works at home to be with children/parent	14

<b>360 Adams: Financial burden</b>	<b>Count</b>
Severe financial hardship	105
Only get paid for hours worked	75
Pay is not enough	64
Exemption claim - financial hardship	35
Employers should pay salary	24

<b>360 Adams: Employment burden</b>	<b>Count</b>
My business will suffer	95
Concern of unhappiness by employer	56
Student feels entitled to exemption	45
Very disruptive to my work	42
Self-employed people should be exempt	41
Am losing major work assignments	29
My patients will suffer	18
Works nights	17

<b>360 Adams: Health burden</b>	<b>Count</b>
Exemption claim - medical problem/old age	290
Elderly should not have to serve	33

<b>360 Adams: Technology</b>	<b>Count</b>
Improve technology	32
Should have a call-in system	26
Should have video/movie/TV/exercise room	20
The PA system should extend out into the hallways	19
Informational phone lines always busy	18
No computer roll call during voir dire	15

The problem of rude court employees remains serious in Brooklyn. Clerks and officers tend to be far brusquer in Brooklyn than Manhattan, though Brooklyn jurors seem to tolerate behavior that would not be accepted by Manhattan jurors.

<b>360 Adams: Incivility</b>	<b>Count</b>
Rude clerks	145
Clerks are unhelpful	103
General incivility	33
Rude judges	27
Rude court officers	20
Rude lawyers	12

Parts of this report sound critical of lawyers, but we recognize that they are struggling within the same difficult system as jurors. The hope is that they will bring to bear their experience as both to prod reform. A defense lawyer serving as a juror in Manhattan commented on a products liability case he had handled in Brooklyn: “No one seemed to know we were coming. We were finally given our jurors after a long wait. We marched them downstairs. No one accompanied the jurors except us—no court officer, no clerk. We found a judge, but the judge already had a trial. It was up to us to find another one. We needed to find a courtroom all over again every day for jury selection. Logistically we could never begin before eleven and often not until noon.”

A Brooklyn lawyer serving as a juror said, “There has to be coordination between the lawyers and the courts. Otherwise it’s always going to be waste, waste, waste.”

<b>360 Adams: Voir dire</b>	<b>Count</b>
Intrusive personal questions	33
Time wasted by attorneys	31
Object to name being called in front of defendant	26
Civil voir dire should be supervised	24
Should be pre-screening	23
Too many people are called/dismissed	12

<b>360 Adams: Trial</b>	<b>Count</b>
Waiting too long for trial to start	44
Lack of information regarding delays	28
Trial was a good or OK experience	18
Wasted time	18
Jury disbanded, case settled after waiting	11
Judge was incompetent	10

Brooklyn grand jury service is particularly onerous—full days instead of Manhattan’s half days for one month. Length of service provokes complaints from grand jurors.

<b>360 Adams: Grand jury</b>	<b>Count</b>
One month is too long	92
General disrepair & dirt	48
Should be entirely re-thought	42
Wasted time	26
Very disruptive to my work	25
Dominated by prosecutor	19
Drug dealing cases too minor	16
Grand jury experience was good	16
Refuse to choose attorneys or law enforcement	13
My fellow jurors are disrespectful/indifferent/lazy	11
Unfair that I have to serve grand jury again	10
We weren't given enough information or training	10

## Ten Changes That Could Make a Difference

The first five-year phase of jury reform in New York State has been startlingly successful—so much so that many New Yorkers have trouble even remembering the recent past. The era of summoning jurors through permanent qualified lists, for example, is barely a memory, like the shockingly low juror pay of \$15 a day. New Yorkers vaguely remember that in the old days they complained more about jury duty, but the specifics have started to fade.

Many reforms introduced the obvious to a system that had long gone its own way, often in opposition to federal practice and the practices of other states—not to mention a sense of fair play. Such local phenomena as the permanent qualified list, unsupervised civil voir dire, and mandatory sequestration of jurors for all felony trials were unique to New York State. If these deeply entrenched practices can be reformed, much more can be done.

Here are ten recommendations for change that we think could make a difference.

1. *Reward cheerful, efficient clerks.* Hire, train, and promote jury clerks based on their treatment of jurors, that is, on their intelligence, productivity, patience, and good temper. The assembly room clerks are the front troops of the judiciary. The clerks in Manhattan's Room 139 and Brooklyn's Room 224 are the system's gatekeepers and standard bearers, the ones to whom jurors needing deferrals or exemptions come. Clerks present the judiciary's administrative face to the public. That face should be pleasant and competent.

2. *Reorient court officers to regard efficient, congenial interactions with jurors as part of their job.* Court officers are the first representatives of the courts that jurors encounter. They have a hard job, but enough of them do it sufficiently well to demonstrate that it can be done. Yet many court officers have a very limited view of their official duties, refusing to see helping jurors as part of their official duties. Many refuse to give jurors directions or to help those in distress.

3. *Do whatever is necessary to curb abuses of jurors by judges.* Yes, judges are elected officials and report to no one but the people. So yes, there is deep, bitter irony in the fact that some judges routinely abuse jurors. The Office of Court Administration cannot correct all abuses, but it can and should relentlessly enforce its own regulations. Some judges, for example, routinely hold jurors while completing unrelated court business. Others delay jury selection to obtain fresh jurors when previously excused but qualified jurors are available. Many judges keep jurors waiting in the hallways without chairs or good ventilation for hours at a time.

4. *Reconsider all regulations regarding juror education and deliberation.* Jurors are citizens exercising their democratic right to participate in the judiciary. Yet, unlike voters, jurors are highly restricted in the information they are given and are highly constrained in their interactions both with the participants in the trial and with one another. Should jurors be permitted to take notes? Ask questions? Discuss the case with one another? Have a copy of the judge's charge with them during deliberations? All such matters should be carefully reexamined and reconsidered, as they have been in many other states.

5. *Monitor juror exit questionnaires for complaints about specific problems in specific courthouses.* These questionnaires are a wealth of information. They should be analyzed frequently and deeply. The results should be disseminated widely to the public and the press. As problems are uncovered, including with court personnel, they should be addressed. The data and technology are available to halt recurring problems once and for all.

6. *Upgrade court technology and systems.* The world has been revolutionized by technology over the last five years—the courts should be revolutionized as well. Schedules should be run on computer calendars so that resources are known—voir dire rooms, courtrooms, judges, court reporters. The courts should have flexible hours, including nights and weekends. Jury assembly rooms should have Internet connections so that jurors can continue to work as they wait.

7. *Expand and upgrade state and county informational phone lines.* Install sufficient lines to handle calls. (Lines are now chronically busy.) Advertise 1-800-NYJUROR so that jurors understand they can reschedule their service to a convenient date. As the court becomes more technologically adept, this will not be a burden for clerks.

8. *Return the maintenance and capital rehabilitation of the courthouses to the state, or establish a 501-C-3 board, like that of the Metropolitan Museum of Art, to oversee the buildings.* The current situation is a disaster, with the face of justice becoming shoddier by the day with no solution in sight.

9. *Treat the courthouse as part of the community.* In many towns throughout the country the courthouse is the town's most magnificent building—centrally located, beautifully landscaped, lovingly maintained—and the center of communal activities. Located though they usually are in vital neighborhoods, New York courthouses tend to be isolated and cut off from their surroundings. How much better would it be for citizens—and for their respect for the law—if citizens regarded the courthouses as community facilities, where they might attend talks, seminars, social events, and exhibitions.

10. *Reassess the culture of law.* We end with a recommendation that emerged from the Jury Project. All the improvements in jury service will count for little if the system continues to be profligate with juror time. As Judge Kaye noted in 1996, “new furnishings and new rules—while essential and enormously helpful—do not alone transform a culture in need of change. We need to work together to make the goals of the jury program a reality. There are simply too many juror complaints about late starts, long waits without information and the frustration of never actually getting to serve on a jury because of challenges or because the case is settled before.” Reforming the culture of law to make it attentive to juror needs will be the most important improvement of all.

**Appendix A**  
**Progress on New York State Jury Reform, 1994 - 2000**

1994 JURY PROJECT RECOMMENDATION	STATUS	COMMENTS
<p><b>1. OPPORTUNITY FOR SERVICE</b></p> <p>The opportunity for jury service should not be denied or limited on the basis of race, national origin, gender, age, religious belief, income, or occupation.</p>	Ongoing	
<p><b>2. JURY SOURCE LIST</b></p> <p>Amend Judiciary Law to add to the Office of Court Administration's (OCA) master jury source list the names of persons receiving assistance from the Department of Social Services or benefits from New York State Unemployment Insurance</p> <p>Update OCA's master source list annually, using U.S. Postal Service forwarding lists &amp; Department of Motor Vehicles &amp; Department of Taxation &amp; Finance forward revised information to OCA</p> <p>Require New York State resident taxpayers to identify all adult residents in their households on their income tax forms</p> <p>Add a voluntary question about a juror's racial or ethnic background to the jury questionnaire</p> <p><b>Abolish the practice of summoning jurors from permanent qualified lists</b></p> <p>Monitor questionnaires returned by postal service as undeliverable to see if a disproportionate number are from particular zip codes</p> <p>Recruit volunteers for jury service &amp; enlist the aid of local bar associations to help with outreach, particularly among minorities</p>	<p>Completed</p> <p>Completed</p> <p>Incomplete</p> <p>Completed</p> <p>Completed</p> <p>No action</p> <p>Ongoing</p>	<p>The National Change of Address list is forwarded to the courts twice a year. The state Department of Taxation &amp; Finance forwards new lists annually.</p> <p>Abolished in 61 of New York's 62 counties. With its chronic juror shortages, the Bronx is the only exception.</p> <p>One example is the annual Juror Appreciation Week.</p>
<p><b>3. TERM OF &amp; AVAILABILITY FOR JURY SERVICE</b></p> <p><b>Convert to the shortest possible term of service, with one trial or one day the goal</b></p>	Incomplete	<p>All but 4 of New York's 62 counties have one day/one trial. The counties of New York, Kings, Queens &amp; the Bronx have substantially reduced their terms to mainly serving on only one trial (civil cases averaging 3-5 days &amp; criminal trials averaging 5-10 days) or, for those not selected for a trial, dismissal after 2-3 days.</p>

**Highlighted text** indicates major reform recommendations discussed in the report.

<p><b>4. EXEMPTION, EXCUSAL &amp; DEFERRAL</b></p> <p><b>Eliminate all professional exemptions</b></p> <p>Grant jury commissioners authority over broad non-permanent excusals, including mental or physical incapacities &amp; family or financial hardships</p>	<p>Completed</p> <p>Completed</p>	<p>Effective January 1, 1996</p>
<p><b>5. ADMINISTRATION OF THE JURY SYSTEM</b></p> <p>Provide that all county jury boards consist of the Presiding Justice of the Appellate Division, the Administrative Judge of the Judicial District, &amp; an elected Supreme or County Court Judge</p>	<p>Incomplete</p>	
<p><b>6. NOTIFICATION &amp; SUMMONSING PROCEDURES</b></p> <p>Convert to a one-step summonsing &amp; qualification system</p> <p>Convert to computerized qualification questionnaires</p>	<p>Incomplete</p> <p>Partial change</p>	<p>Most counties continue to use a questionnaire separate from the summons.</p> <p>New York County is testing a summons scanning system at 60 Centre to eliminate the taking of attendance &amp; to print rosters &amp; proofs of service.</p>
<p><b>7. VOIR DIRE</b></p> <p>Modify criminal voir dire:</p> <p>(a) Screen complete arrays for obvious cause challenges or inability to serve at the outset of questioning</p> <p>(b) Hold all criminal voir dire on the record</p> <p><b>Conduct pilot projects in which civil voir dire are supervised by either trial judges responsible for their own cases or judicial hearing officers</b></p> <p>Adopt uniform statewide rules for civil voir dire that:</p> <p>(a) Mandate written jury questionnaires to cover background information &amp; to pre-screen jurors for cause</p> <p>(b) Convert to the “struck” method of selection for voir dire</p> <p>(c) Impose time limits on attorney questioning</p> <p>(d) Limit examination during voir dire to relevant material</p> <p>(e) Adopt the “non-designated alternate” system</p> <p>Protect juror privacy during &amp; after voir dire</p>	<p>Completed</p> <p>Completed</p> <p>Completed</p> <p>Completed</p> <p>Partial change</p> <p>Completed</p> <p>Completed</p> <p>Incomplete</p> <p>Ongoing</p>	<p>Judge selects method of jury selection.</p> <p>The trial judge has discretion.</p> <p>Requires consent of both parties. During the first quarter of 1999, 12 percent of Manhattan trials &amp; 9 percent of trials statewide used non-designated alternates.</p> <p>All juror questionnaires used for voir dire are returned to jurors.</p>

<p><b>8. PEREMPTORY CHALLENGES</b></p> <p><b>Reduce number of peremptory challenges</b></p> <p>(a) In criminal cases:  Class A felonies – from 20 to 15 per side  Class B &amp; C felonies – from 15 to 10 per side  Class D &amp; E felonies – from 10 to 7 per side  From 2 per alternate to 1 per alternate  In all multidefendant cases, one additional defense peremptory for each additional defendant</p> <p>(b) in civil cases:  from 3 per party to 3 per side  from 1 per alternate to 1 per 2 alternates</p> <p>Judges should have authority to increase the number of peremptory challenges in appropriate cases</p>	<p>No change</p> <p>Completed</p> <p>Partial change</p>	<p>The court may grant an equal number of additional peremptory challenges to both sides in a civil case, before the examination of jurors.</p>
<p><b>9. JUROR USE</b></p> <p>Encourage civil settlements prior to voir dire by</p> <p>(a) Requiring mandatory settlement conference prior to sending a case out for jury selection</p> <p>(b) Requiring a voir dire fee of \$1000 to be split equally by each side</p> <p>(c) Provide for pre-judgement interest in tort cases that are not settled at or before the pre-trial conference.</p> <p>Promulgate a rule that limits the number of civil juries that can be selected and held for trial.</p> <p>(a) For each civil part, there cannot be at any one time more than one jury on trial, one jury picked and waiting, and one jury being picked.</p> <p>(b) <b>Disband civil jury if trial has not begun within five days from the date the jurors are sworn</b></p> <p>Every county should implement a telephone call-in system as soon as possible, within 3 years; lines should be sufficient to accommodate anticipated volume of calls, so jurors do not spend hours dialing busy phone numbers</p> <p>No juror should be sent out for a second voir dire until all jurors have been sent out for a first voir dire</p>	<p>Completed</p> <p>Not done Not done</p> <p>Ongoing</p> <p>Completed</p> <p>Incomplete</p> <p>Completed</p>	<p>The juror fee statewide is \$50 per party.</p> <p>Implemented statewide</p> <p>Varies widely by county</p>



<p><b>10. JURY FACILITIES</b></p> <p>Provide adequate &amp; suitable environment for jurors</p> <p>Have courthouses comply with New York State Handicapped Access requirements</p> <p>Increase funds for court maintenance</p> <p>Return responsibility for cleaning, maintaining &amp; repairing courthouses to the state</p> <p>Encourage creative subcontracting, such as use of parolees to perform routine courthouse maintenance work</p> <p>Encourage use of outside funding sources to improve juror amenities</p>	<p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>Incomplete</p> <p>Ongoing</p> <p>Ongoing</p>	<p>Responsibility is left to each county.</p> <p>Each county remains responsible.</p> <p>Courthouses in New York City use cleaning staff from city's Work Experience Program.</p>
<p><b>11. JUROR COMPENSATION</b></p> <p>Increase daily juror fee to \$40 &amp; abolish separate reimbursement for transportation costs</p> <p>Employers with more than 10 employees should continue to pay juror fee for first 3 days of service</p> <p>Guarantee prompt payment of juror fees</p> <p>Create OCA ombudsman</p> <p>Encourage construction of courthouse childcare facilities</p>	<p>Completed</p> <p>Completed</p> <p>Incomplete</p> <p>Ongoing</p> <p>Incomplete</p>	<p>Implemented on February 15, 1998</p> <p>Varies. The state comptroller is implementing "quick pay voucher" system.</p> <p>Citizens Jury Project is physically present in 4 courthouses &amp; offers statewide service by phone &amp; on-line.</p>

<p><b>12. JUROR ORIENTATION &amp; INSTRUCTION</b></p> <p>Ensure that jury summons contains all necessary information, including directions to courthouse, available parking, explanation of compensation, etc.</p> <p>Send compensation form with summons</p> <p>Use cable TV/local access channels to provide juror orientation</p> <p>Revise juror orientation video &amp; require its use in all courthouses</p> <p>Revise pattern jury instructions to be understandable</p> <p>Implement mandatory education programs on importance of jury service for students of all ages</p> <p>Increase public service announcements, seminars, &amp; employer education programs promoting jury service</p>	<p>Ongoing change</p> <p>Completed</p> <p>Ongoing</p> <p>Completed</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>	<p>All downstate counties, with few exceptions (eg., Richmond County) are beginning to implement new summons to be matched with scanning technology for processing. New York county is currently testing this technology. All counties are including the recommended information.</p> <p>New York &amp; Erie counties use internet web sites. The Unified Court System (UCS) has a site &amp; toll-free phone number (1800NYJUROR).</p> <p>Revised June 24, 1996; should be revised again</p> <p>The courts have an information packet &amp; video available for schools.</p> <p>UCS conducts public hearings &amp; publishes Jury Pool News.</p>
<p><b>13. JURY DELIBERATION</b></p> <p>Continue to give judges discretion to allow juror note taking</p> <p>Give judges discretion to supply a copy of the charge to jurors during deliberations</p>	<p>Completed</p> <p>Incomplete</p>	
<p><b>14. SEQUESTRATION OF JURORS</b></p> <p>Abolish mandatory sequestration, giving judges discretion to sequester in appropriate cases</p>	<p>Incomplete</p>	<p>The state is conducting an experiment allowing judges to use discretion in non-violent felony trials until April 1, 2001. Sequestration is still mandatory for certain violent felonies.</p>
<p><b>15. STANDARDS</b></p> <p>Jurors shall at all times be treated with courtesy &amp; respect by judges, attorneys, &amp; court personnel</p> <p>Commissioner of Jurors &amp; court personnel shall regularly examine their practices to ensure efficiency &amp; convenience for jurors</p>	<p>Ongoing</p> <p>Ongoing</p>	<p>Jury clerks have 14 hours of courtesy training each year.</p> <p>Varies statewide.</p>

## Appendix B Physical Conditions

### 60 Centre Street

#### 60 Centre: Front of courthouse

<b>General conditions</b>	A clean stately look—what one would expect of a courthouse
<b>Appearance</b>	Clean and well-kept
<b>Signs and maps</b>	Signs pointing to wheelchair entrances (arrows pointing to the Pearl Street side of the courthouse)
<b>Entrance</b>	Majestic steps leading to the main entrance at the top; well-kept; 2 side doors plus one revolving door set in the center; doorway to the right for attorneys and court personnel
<b>Disabled access</b>	No ramps; signs at foot of steps indicating the entrance for disabled people is on Pearl Street—though entrance is still under construction

#### 60 Centre: Back of courthouse/alternate entrance

<b>General conditions</b>	Courtyard between 60 Centre & 500 Pearl Street recently refurbished but back entrance itself unfinished
<b>Appearance</b>	None of the grandeur of the front
<b>Signs and maps</b>	None
<b>Entrance</b>	A few descending steps; side door to the left is 35" wide and one revolving door (boarded up)
<b>Disabled access</b>	Ramps, but primarily a loading area and place for cars to park; left door is wide enough (35") but only opens outward; inside ramp far too steep; convenient elevator at entrance is locked

#### 60 Centre: Lobby/security

<b>General conditions</b>	One line for public and jurors
<b>Lines</b>	4 magnetometers (3 doorway scanners & 1 conveyor)
<b>Signs and maps</b>	Two directories at very front of line—one for NY County, which includes room numbers for jury assembly & jury postponement or disqualification, and another for NY Supreme Court judges
<b>Fire safety information</b>	Exit signs are posted at end of the line
<b>Fixtures/lighting</b>	All fixtures are in good shape and very beautiful (refurbished Tiffany) but made dreary by security machinery
<b>Daycare facility</b>	None

#### 60 Centre: Elevators

<b>General conditions</b>	No juror-specific elevators; clean office-type elevators; poor lighting inside; weird buttons; doorways are 34" wide
<b>Number</b>	8 working in total (6 split to the right and left of the entrance and 2 to the rear of the courthouse)
<b>Speed</b>	Good working order—short ride to the 4 <sup>th</sup> floor
<b>Signs and maps</b>	None about jury service inside elevators
<b>Fire safety information</b>	Posted outside elevators

<b>60 Centre: Hallways</b>	
<b>General conditions</b>	Abundance of attorneys milling around; TAP court is one hallway to the left of the entrance to room 452
<b>Walls</b>	In good shape
<b>Signs and maps</b>	Clear signs directing jurors to the main assembly; other informational signs are weak—small signs for bathrooms
<b>Fire safety information</b>	4 exits per floor; all clearly marked
<b>Carpets/floors</b>	Clean marble floors
<b>Windows</b>	Relatively clean; good source of light
<b>Noise</b>	Noisy; sound carries; often many people in the halls, including cell phone users
<b>Coffee/sandwiches/juice</b>	Coffee cart—coffee is OK though not Starbucks
<b>Disabled access</b>	Small signs for bathroom at elevators
<b>Modem outlets</b>	One pay modem outlet from Bell Atlantic
<b>Pay phones</b>	11 in immediate area of jury assembly room
<b>Fixtures/lighting</b>	All in pretty good shape, though two fixtures have bare bulbs
<b>Seating</b>	4 benches in the hallway leading to the main assembly plus some cushioned chairs
<b>Air quality/temperature</b>	Good air circulation and open windows
<b>Water fountains</b>	Do not work; one near the entrance to the jury assembly covered with cardboard—would be wheelchair-accessible if worked

<b>60 Centre: Stairways</b>	
<b>General conditions</b>	All clean and well lit
<b>Number on each floor</b>	4

<b>60 Centre: Assembly room</b>	
<b>General conditions</b>	Pleasant appearance
<b>Walls</b>	All in beautiful shape—wood paneling and historic murals
<b>Signs and maps</b>	Subway map and sign directing attorneys to the jury facilitator in the foyer but nothing for jurors  Clerks' desk: a small sign set low on clerks' desk reads "If you are hearing impaired or in need of special accommodation please see the jury clerk immediately" and phone number to the clerks' office is posted
<b>Carpets/floors</b>	Carpet could use a cleaning
<b>Windows</b>	All in good shape; new blinds soften the light
<b>Plants</b>	Plants on the windowsills give room a homey feeling
<b>Noise</b>	General traffic noise but the general murmuring sound is tempered by the carpeting
<b>Disabled access</b>	Main double doorway is 60" wide but when one door is shut it reduces the entrance to a 30" wide space; one video monitor at the front of the room is close captioned
<b>Work carrels</b>	8 university-style work carrels in good shape along back wall; 16 electrical outlets
<b>Seating</b>	Cushioned chairs and benches; tight leg room
<b>TV</b>	4 but for orientation video only
<b>Modem outlets</b>	None
<b>Fixtures/lighting</b>	Good, very open high-ceiling room with good natural light
<b>Magazines</b>	None
<b>Water fountains</b>	Operating condition: good Quality of water (taste): good Cleanliness: could be cleaner but OK Disabled accommodation: not suitable
<b>Locker/storage areas</b>	None
<b>Air quality/temperature</b>	Often hot, stuffy

**60 Centre: Designated attorney work area – None**

## 60 Centre: Designated juror work area – None

### 60 Centre: Juror lounge

<b>General conditions</b>	Small
<b>Walls</b>	In good shape
<b>Signs and maps</b>	Practically none, bulletin board with news articles about jury reform
<b>Fire safety information</b>	No signs
<b>Carpet/floors</b>	Clean linoleum
<b>Windows</b>	1 small window
<b>Plants</b>	1 floor pot with struggling ivy and one empty floor pot; fluorescent light dominates; one small window
<b>Noise</b>	Quiet; room is isolated
<b>Coffee/sandwiches/juice</b>	2 machines, one Coke machine with bottled water & one candy machine with cookies, chips, pretzels
<b>Disabled access</b>	Wheelchair won't fit—tables take up much of the room
<b>Work carrels</b>	10 electrical outlets but 4 are hidden by benches and chairs
<b>Seating</b>	Cushioned chairs and 8 square tables grouped together at the center of the room to form one large table that seats 10—also 2 wooden benches available; crowded spacing
<b>TV</b>	Yes, with sound
<b>Modem outlets</b>	None
<b>Fixtures/lighting</b>	OK
<b>Magazines</b>	Yes
<b>Water fountains</b>	None
<b>Locker/storage areas</b>	None
<b>Air quality/temperature</b>	Good, cooler than the assembly room

### 60 Centre: Bathrooms – Men

<b>General conditions</b>	Smells of cleaning agent (ammonia)
<b>Doors</b>	Good shape—door handle was recently replaced
<b>Floors</b>	Dry floors (an attendant outside)
<b>Walls</b>	All clean tiling (all medium-sized tiles)
<b>Windows</b>	2 windows, one open, fine
<b>Stalls</b>	3 stalls and 3 urinals in good working order
<b>Toilets</b>	Fine
<b>Disabled access</b>	Yes, but difficult to enter through the door with wheelchair because of handle—door does not open in and out; doorway is 36" wide
<b>Sinks</b>	5 sinks—1 that totally works, 2 with cold water only and 2 not working at all
<b>Liquid soap</b>	Dispensers but empty
<b>Paper towels</b>	Yes, but three dispensers and only one full
<b>Trash receptacle</b>	Yes
<b>Air quality/temperature</b>	OK, one window open

### 60 Centre: Bathrooms – Women

<b>General conditions</b>	Windows open
<b>Doors</b>	Main door is exposed around door jam
<b>Floors</b>	Clean, stall floors dry
<b>Walls</b>	Clean marble
<b>Windows</b>	1 large one, open
<b>Stalls</b>	4 (1 wheelchair-accessible)—doors and locks OK
<b>Toilets</b>	OK, clean
<b>Disabled access</b>	Low sinks but faucets are not disabled friendly
<b>Sinks</b>	Low sinks but faucets are not disabled friendly
<b>Liquid soap</b>	Yes
<b>Feminine hyg. products</b>	No dispenser, but disposals in all stalls
<b>Paper towels</b>	Yes
<b>Trash receptacle</b>	One by door
<b>Air quality/temperature</b>	Cold

**60 Centre: Voir dire rooms**

<b>General conditions</b>	4 stuffy rooms
<b>Walls</b>	Ok but fluorescent is harsh and tiring on the off-white walls
<b>Signs and maps</b>	None
<b>Carpet/floors</b>	Yes, clean
<b>Windows</b>	Large frosted glass windows barring any natural light
<b>Plants</b>	None
<b>Disabled access</b>	Chairs can be moved around; tight fit
<b>Fixtures/lighting</b>	Fluorescent
<b>Seating</b>	Cushioned chairs; tight fit
<b>Air quality/temperature</b>	Warm and stuffy

## 100 Centre Street

### 100 Centre: Front of courthouse

<b>General conditions</b>	Dirty, dulled, and some littered
<b>Appearance</b>	Needs a good steam cleaning signs about the 3 entrances
<b>Signs and maps</b>	None
<b>Access</b>	Few steps but some look decrepit Heavy doors that can be restricted or locked by officers. (2 double doors—72" width/36" when one door is locked—and a centered revolving door at both front entrances)
<b>Disabled access</b>	Ramp at side to south entrance; doors are heavy

### 100 Centre: Back of courthouse/alternate entrance

<b>General conditions</b>	One entrance with 2 doors and one revolving door in the center
<b>Appearance</b>	No lines, clear and open area and one officer at a desk to the right; no magnetometers
<b>Signs and maps</b>	To left and right of rear entrance are arraignment courtrooms with signs about childcare facilities available at 111 Centre Street
<b>Access</b>	6 steps; same type of heavy doors as at the front (36" wide)
<b>Disabled access</b>	No ramps; not for disabled access

### 100 Centre: Lobby/security

<b>General conditions</b>	On first day of service jurors use same line as the public. Once selected for trial, jurors are given ID. Line in the morning is long, takes extra ½ hour; north entrance is quickest  Cafeteria in center of building; newsstand in tight small space—many jurors do not see cafeteria or newsstand  17 pay phones in lobby (8 accessible to wheelchairs)
<b>Lines</b>	Tend to be long; 2 conveyors & 6 doorway scanners, not all in use
<b>Signs and maps</b>	No real juror info; jurors shepherded to elevators from the line
<b>Fire safety information</b>	Good signs at the elevators; 2 staircases off the north and south entrance to the 2 <sup>nd</sup> floor, but not clearly marked
<b>Disabled access</b>	Poor
<b>Fixtures/lighting</b>	Dull fluorescent
<b>Daycare facility</b>	No (the info about the facilities at 111 Centre Street is available only at the rear entrance)

### 100 Centre: Elevators

<b>General conditions</b>	Slow & crowded; attorneys, defendants, and families of defendants join jurors
<b>Number</b>	16 (2 elevator banks on either side of the building)
<b>Speed</b>	Some are very slow (width is 46"); ride varies—some doors close slowly; some elevators don't level with the floor; some are missing floor buttons; some won't stop on certain floors, etc.
<b>Signs and maps</b>	None
<b>Fire safety info</b>	Information outside elevators

### 100 Centre: Hallways

<b>General conditions</b>	Grungy-looking halls, defendants & family of defendants mingle
<b>Walls</b>	Dark marble walls
<b>Signs and maps</b>	Signs directing jurors to assembly room (1 faded fill-out-your summons sign for the old summons should be replaced)
<b>Fire safety information</b>	Outside elevators
<b>Carpets/floors</b>	Marble floors that look dirty
<b>Windows</b>	Only by the elevator banks and in need of cleaning
<b>Plants</b>	None
<b>Noise</b>	Main assembly doors squeak (need occasional oil)
<b>Coffee/sandwiches/juice</b>	None
<b>Disabled access</b>	No, doors are wheelchair-accessible but heavy & only open out
<b>Modem outlets</b>	No
<b>Pay phones</b>	Yes, many
<b>Fixtures/lighting</b>	OK but still very dark ambience
<b>Seating</b>	Yes, wood benches up and down the hallway
<b>Air quality/temperature</b>	Poor circulation; warm and stuffy; fatiguing
<b>Water fountains</b>	2 boarded-up fountains—one appears to be wheelchair-accessible

### 100 Centre: Stairways

<b>General conditions</b>	Limited access—signs warn “no reentry on this floor”
<b>Number on each floor</b>	4

### 100 Centre: Assembly room

<b>General conditions</b>	Large room but poor air circulation; main double doorway to the assembly room is 72” wide but one door is locked and the door that is not only swings out (actually a 36” entrance)
<b>Walls</b>	A lot of bare forlorn space
<b>Signs and maps</b>	Some subway maps but not well positioned (one behind the clerks’ desk and the other leaning against a back wall); a fill-out-your-summons sign for the old summons  Sign prohibiting eating, drinking, and smoking plus sign with clerks’ phone number at main desk  Poster for treating a choking victim
<b>Carpets/floors</b>	Linoleum floors
<b>Windows</b>	Yes but the ceiling is lower and the natural light does not cut the fluorescent lighting as well as at 60 Centre; windows need cleaning
<b>Plants</b>	None
<b>Noise</b>	Doors to main assembly squeak and need oil
<b>Coffee/sandwiches/juice</b>	None
<b>Work carrels</b>	6 carrels, no electrical outlets
<b>Seating</b>	Cushioned chairs; chairs close but row spacing looks good
<b>TV</b>	For orientation video only
<b>Modem outlets</b>	None
<b>Pay phones</b>	3 off assembly and OK for wheelchair but this hallway is tight
<b>Fixtures/lighting</b>	Fluorescent
<b>Magazines</b>	Yes
<b>Water fountains</b>	None
<b>Locker/storage areas</b>	70 coat pegs along walls above seating
<b>Air quality/temperature</b>	Stuffy and warm



### 100 Centre: Designated juror work area

<b>General conditions</b>	Small room off the main assembly with work carrels
<b>Walls</b>	OK
<b>Signs and maps</b>	Jury project framed posters
<b>Fire safety information</b>	None
<b>Carpets/floors</b>	Yes and in pretty good shape
<b>Windows</b>	2 dirty windows; one pane is boarded up and blocked by a broken chair placed on the ledge
<b>Plants</b>	None
<b>Noise</b>	3 pay phones directly outside could disturb working jurors
<b>Disabled access</b>	None
<b>Work carrels</b>	14 carrels, 28 electrical outlets
<b>Seating</b>	Cushioned chairs, spacing OK
<b>Modem outlets</b>	None
<b>Pay phones</b>	None
<b>Fixtures/lighting</b>	Fluorescent
<b>Magazines</b>	None
<b>Water fountains</b>	None
<b>Locker/storage areas</b>	14 coat pegs on wall above work carrels but not really accessible
<b>Air quality/temperature</b>	Stuffy and warm

### 100 Centre: Designated attorney work area—None

#### 100 Centre: Juror lounge

<b>General conditions</b>	OK but little signage/bare walls
<b>Walls</b>	OK
<b>Signs and maps</b>	Poster for treating a choking victim
<b>Carpet/floors</b>	Floors OK—look cleaner than main assembly
<b>Windows</b>	2—natural light cuts fluorescent lighting better than in main assembly
<b>Plants</b>	No, but this looks like it would be a good room for some
<b>Noise</b>	Hallway traffic filters in; clerk announcements come over speaker
<b>Coffee/sandwiches/juice</b>	2 machines Coke/snacks—bottled water available
<b>Disabled access</b>	Pay phone for wheelchair bound
<b>Work carrels</b>	None
<b>Seating</b>	Cushioned chairs; good space; large table in the center of the room that seats 8; and plenty of walking room around table
<b>TV</b>	Yes, with sound
<b>Modem outlets</b>	None
<b>Pay phones</b>	7 in total—4 wooden booths (pretty beaten up/one missing its seat) and 3 wall phones.
<b>Fixtures/lighting</b>	Fluorescent
<b>Magazines</b>	No
<b>Water fountains</b>	Operating condition: OK Quality of water: cold Cleanliness: could be cleaner Disabled accommodation: None—this is a tall fountain
<b>Locker/storage areas</b>	11 coat pegs
<b>Air quality/temperature</b>	Stale odor

### 100 Centre: Main assembly and hallway bathrooms – Men

	<b>Assembly</b>	<b>Hallway</b>
<b>General conditions</b>	OK, located at the back of the assembly room	Litter, broken dispenser—looks like someone beat the place up
<b>Doors</b>	All doors work and lock except for one completely locked stall	OK with locks and handles
<b>Floors</b>	Dry but looks a little grungy	Wet and dirty (drying urine)
<b>Walls</b>	OK	Wall tiles OK but stall doors have graffiti
<b>Windows</b>	Yes	Yes, frosted glass
<b>Stalls</b>	3 stalls, 1 not working/locked	Graffiti
<b>Toilets</b>	2 working toilets plus 4 urinals	4 urinals and 3 toilets—all work
<b>Disabled access</b>	No	1 stall, 1 urinal
<b>Sinks</b>	2 sinks	2, one has cold water only; faucets don't turn on together
<b>Liquid soap</b>	No	Yes
<b>Paper towels</b>	Yes	Yes
<b>Trash receptacles</b>	Overflowing	Overflowing
<b>Air quality/temperature</b>	Warm and stuffy	Warm and stuffy

### 100 Centre: Main assembly and hallway bathrooms – Women

	<b>Assembly</b>	<b>Hallway</b>
<b>General conditions</b>	Disgusting	OK
<b>Doors</b>	OK	OK
<b>Floors</b>	Scraps on floor	OK
<b>Walls</b>	OK tile	OK tile
<b>Windows</b>	Yes	One broken that couldn't close all the way
<b>Stalls</b>	4	4
<b>Toilets</b>	4	4 (1 for disabled)
<b>Disabled access</b>	No	1 stall
<b>Sinks</b>	3	2
<b>Liquid soap</b>	Yes	Yes
<b>Feminine hygiene products</b>	None	None
<b>Paper towels</b>	Dispenser stocked and also some on window sill	None in this dispenser—only a roll on window sill
<b>Trash receptacles</b>	1	1
<b>Air quality/temperature</b>	Warm and stuffy	Hot, stuffy & smoky—even with window open

## 111 Centre Street

### 111 Centre: Front of courthouse

<b>General conditions</b>	Ugly
<b>Appearance</b>	Sterile, hostile, partially fenced
<b>Signs and maps</b>	"Must show ID" for attorney/personnel entrance
<b>Access</b>	Level with sidewalk  Doors: 2 sets of double doors (one door locked in each set)—one for attorney/court personnel and the other for public  Width 72" (36" with one door locked)
<b>Disabled access</b>	Ramps not needed; doors hard to open if in a wheelchair, but court officers available

### 111 Centre: Back of courthouse/alternate entrance

<b>General conditions</b>	Same as above
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### 111 Centre: Lobby/security

<b>General conditions</b>	Not bad—officers were courteous
<b>Lines</b>	2 conveyors at each entrance and 2 doorway scanners
<b>Map &amp; signs</b>	Bulletin board at end of line giving floors for jury assembly rooms
<b>Disabled access</b>	No signs but this is a small lobby with plenty of security and a good field of vision for the court officers to assist disabled people
<b>Fixtures/lighting</b>	Good natural light; windows all around the lobby
<b>Daycare facility</b>	Yes, for litigants

### 111 Centre: Elevators

<b>General conditions</b>	Good condition; attorneys and litigants mix; 4 pay phones in the lobby—2 off either side of the elevators near the central staircase but not clearly noticeable
<b>Number</b>	6
<b>Speed</b>	Doors opening and closing fine; good ride but too few elevators for such a large building—heavy juror traffic in the morning
<b>Signs and maps</b>	No
<b>Fire safety information</b>	Yes, at each elevator wall

### 111 Centre—3<sup>rd</sup> floor: Hallways

<b>General conditions</b>	Wide, clean and windowed; attorneys and litigants mix
<b>Walls</b>	Black marble walls
<b>Signs and maps</b>	Where to go is clearly marked from elevators to main hallway; also a sign telling juror to fill out their summonses and have a seat
<b>Fire safety information</b>	At elevators
<b>Carpets/floors</b>	Clean marble floors
<b>Windows</b>	Yes, but could use cleaning
<b>Plants</b>	No, but good light for plants in hallway
<b>Noise</b>	General traffic
<b>Coffee/sandwiches/juice</b>	None
<b>Modem outlets</b>	None
<b>Pay phones</b>	None
<b>Fixtures/lighting</b>	Plenty of natural lighting from windows
<b>Seating</b>	Wooden benches available all along the hallway walls
<b>Air quality/temperature</b>	All good
<b>Water fountains</b>	Operating condition: 1 to right of assembly room in good condition Quality of water (taste): warm dull taste Cleanliness: could be cleaner Disabled accommodation: None

<b>111 Centre—3<sup>rd</sup> floor: Stairways</b>	
<b>General conditions</b>	Clearly marked
<b>Number on each floor</b>	2 off to the side of each elevator bank

<b>111 Centre—3<sup>rd</sup> floor: Assembly room</b>	
<b>General conditions</b>	Small; not a good place for wheelchair
<b>Walls</b>	OK—marble walls
<b>Signs and maps</b>	At the entrance: “Fill out your summons and have a seat”  At main desk: small sign (“If you are hearing impaired or in need of special accommodations please see the jury clerk immediately”); a larger sign (“Please do not approach this desk during roll call”); another large sign (“We are not authorized to grant deferments or exemptions”); a sign with the clerks’ phone number  Downtown maps & lunch guide hanging on wall
<b>Carpets/floors</b>	Clean linoleum
<b>Windows</b>	None
<b>Plants</b>	None—no windows
<b>Noise</b>	General traffic
<b>Coffee/sandwiches/juice</b>	2 machines, one Coke machine with bottled water available & one candy machine with cookies, chips, pretzels
<b>Disabled access</b>	Poor—not a great room for a wheelchair—very narrow aisle
<b>Work carrels</b>	None
<b>Seating</b>	Cushioned seats but not bolted down as on 11th floor; tight spacing
<b>TV</b>	2 for orientation video
<b>Modem outlets</b>	None
<b>Pay phones</b>	Yes, 5 and one is wheelchair-accessible
<b>Fixtures/lighting</b>	Fluorescent
<b>Magazines</b>	No
<b>Water fountains</b>	Operating condition: partially broken (button works but knob does not—the clerks announce this as part of their orientation) Quality of water (taste): OK Cleanliness: OK Disabled accommodation: no
<b>Locker/storage areas</b>	No
<b>Air quality/temperature</b>	Small room, stuffy and warm when full

<b>111 Centre—3<sup>rd</sup> floor: Designated juror work area</b>	
<b>General conditions</b>	This is the center room of three provided for jurors off the main assembly area; doorway width 35”
<b>Walls</b>	Painted off-white; back wall is half wood paneling
<b>Signs and maps</b>	No
<b>Carpets/floors</b>	Dirty blue
<b>Windows</b>	None
<b>Plants</b>	None—no windows
<b>Noise</b>	Right off the main assembly; doorways are open—sounds from main assembly carry inside
<b>Disabled access</b>	Poor
<b>Work carrels</b>	12 carrels, 32 electrical outlets
<b>Seating</b>	Cushioned chairs; good maneuvering space but only for a few jurors
<b>Modem outlets</b>	None
<b>Pay phones</b>	None
<b>Fixtures/lighting</b>	Fluorescent
<b>Magazines</b>	Yes, magazine racks
<b>Water fountains</b>	None
<b>Locker/storage areas</b>	Yes, one wall with a bag rack and 40 coat pegs
<b>Air quality/temperature</b>	Small warm and stuffy room

**111 Centre—3<sup>rd</sup> floor: Designated attorney work area—None**

**111 Centre—3<sup>rd</sup> floor: Juror lounge**

	<b>Lounge close to clerks' office</b>	<b>Lounge close to entrance</b>
<b>General conditions</b>	Small room with file cabinet & boxes; doorway width 35"	Small room; doorway width 35"
<b>Walls</b>	Off-white paint	Off-white plus wood paneling
<b>Carpet/floors</b>	Dirty blue carpet	Dirty blue carpet
<b>Windows</b>	No	No
<b>Plants</b>	No	No
<b>Noise</b>	Doorways are open & sound carries in from assembly room	Doorways are open & sound carries in from assembly room
<b>Coffee/sandwiches/juice</b>	None	None
<b>Work carrels</b>	8 electric outlets; small center table seats 6	8 electric outlets; small 4 person table
<b>Seating</b>	Cushioned chairs; spacing OK	Cushioned chairs, small couch; better spacing than other lounge
<b>TV</b>	None	Yes, with sound
<b>Modem outlets</b>	None	None
<b>Pay phones</b>	None	None
<b>Fixtures/lighting</b>	Fluorescent	Fluorescent
<b>Magazines</b>	None	None
<b>Water fountains</b>	None	None
<b>Locker/storage areas</b>	None	None
<b>Air quality/temperature</b>	Stuffy and warm	Stuffy and warm

**111 Centre—3<sup>rd</sup> floor: Main assembly and hallway bathrooms – Men**

	<b>Assembly</b>	<b>Hallway</b>
<b>General conditions</b>	Better than hallway	A little beat-up looking
<b>Doors</b>	Off pink color	OK
<b>Floors</b>	All OK	Dry but some small tiling with many crevices to trap dirt
<b>Walls</b>	Light blue tiling	Medium-sized blue tiling
<b>Windows</b>	No	No
<b>Stalls</b>	Grungy	Graffiti on doors but locks work
<b>Toilets</b>	2	2 urinals & 2 toilets all working
<b>Disabled access</b>	No	Yes, one stall and one sink
<b>Sinks</b>	3 w/ separate hot & cold faucets (1 hot faucet does not work)	3 sinks w/ separate hot & cold faucets
<b>Liquid soap</b>	Yes, but only one dispenser	Yes, but only one dispenser
<b>Paper towels</b>	Yes	Yes
<b>Trash receptacles</b>	Yes	Yes
<b>Air quality/temperature</b>	Stale odor	Stuffy and warm, smells like cleaning agent

### 111 Centre—3<sup>rd</sup> floor: Main assembly and hallway bathrooms – Women

	Assembly	Hallway
<b>General conditions</b>	Not clean; broom handle keeps door open; dirty tile grout	Dirty looking and feeling; dirty tile grout
<b>Doors</b>	OK	OK
<b>Floors</b>	Dirty	Dry with some litter
<b>Walls</b>	Tile has yellow grout	Tile needs work—grout is yellow
<b>Windows</b>	No	No
<b>Stalls</b>	3 stalls with OK doors	3 stalls with OK doors
<b>Toilets</b>	2 OK and 1 broken	3 (1 handicap)
<b>Disabled access</b>	No	1 sink and 1 stall
<b>Sinks</b>	3 sinks	3 sinks (1 handicap accessible)
<b>Liquid soap</b>	Yes	Out of liquid in jury room, had two bars of soap (Yuck!)
<b>Feminine hygiene products</b>	None	No dispenser, but 1 disposal in wheelchair-accessible stall
<b>Paper towels</b>	Yes	Yes
<b>Trash receptacles</b>	Yes	Yes
<b>Air quality/temperature</b>	Smells like air freshener	Smells stale and bad

### 111 Centre—3<sup>rd</sup> floor: Voir dire rooms

<b>General conditions</b>	5 small rooms
<b>Walls</b>	Off-white painted walls
<b>Signs and maps</b>	None
<b>Carpet/floors</b>	Clean linoleum
<b>Windows</b>	None
<b>Plants</b>	None
<b>Fixtures/lighting</b>	Fluorescent
<b>Seating</b>	20 cushioned theater type seats; tight spacing—small room
<b>Air quality/temperature</b>	Small, warm and stuffy rooms

### 111 Centre—11<sup>th</sup> floor: Hallways

<b>General conditions</b>	Attorneys and litigants passing in the hallways. Otherwise, hallways are wide, clean and windowed.
<b>Walls</b>	Black marble walls
<b>Signs and maps</b>	Where to go is clearly marked from elevators to main hallway; good sign telling juror to fill out their summonses and have a seat
<b>Fire safety information</b>	At elevators
<b>Carpets/floors</b>	Clean marble floors
<b>Windows</b>	Yes, but could use cleaning
<b>Plants</b>	No, but good light for plants in hallway
<b>Noise</b>	General traffic
<b>Coffee/sandwiches/juice</b>	None
<b>Disabled access</b>	None
<b>Modem outlets</b>	None
<b>Pay phones</b>	None
<b>Fixtures/lighting</b>	Plenty of natural light from the windows, good artificial light as well
<b>Seating</b>	Wooden benches available all along the hallway walls
<b>Air quality/temperature</b>	All good
<b>Water fountains</b>	Operating condition: 1 to the right of the assembly room in good condition Quality of water (taste): warm dull taste Cleanliness: could be cleaner Disabled accommodation: no

### 111 Centre—11<sup>th</sup> floor: Stairways

<b>General conditions</b>	Clearly marked
<b>Number on each floor</b>	2 that are off to the side of each elevators bank

### 111 Centre—11<sup>th</sup> floor: Assembly room

<b>General conditions</b>	Large room; entrance has good recycling and trash receptacles
<b>Doorways</b>	Assembly entrance: 36" wide; lounge doorways: 36" wide
<b>Walls</b>	Half wood paneling (lower) and half painted (upper)
<b>Signs and maps</b>	<p>Inside the assembly room: a sign saying "Waiver of fees—jurors may waive their right to be paid juror fees. The monies will instead be placed in a special fund to be used exclusively for improving juror assembly areas"</p> <p>At main desk: large sign saying "Please do not approach this desk during roll call," another saying "We are not authorized to grant deferments or exemptions," a sign with the clerks' phone number</p> <p>Downtown maps on the wall to the left of the main desk</p>
<b>Carpets/floors</b>	Clean linoleum
<b>Windows</b>	No
<b>Plants</b>	No
<b>Noise</b>	general traffic
<b>Coffee/sandwiches/juice</b>	2 machines, one Coke machine with bottled water available & one candy machine with cookies, chips, pretzels
<b>Disabled access</b>	Better room for someone in a wheelchair; chairs are bolted to ground providing definite wide aisle space
<b>Work carrels</b>	No
<b>Seating</b>	Cushioned seats are bolted down; good aisle spacing & leg room
<b>TV</b>	3 or orientation video
<b>Modem outlets</b>	No
<b>Pay phones</b>	Yes, 6 but not wheelchair-accessible
<b>Fixtures/lighting</b>	Fluorescent
<b>Magazines</b>	Yes
<b>Water fountains</b>	<p>Operating condition: OK</p> <p>Quality of water (taste): OK</p> <p>Cleanliness: could be cleaner</p> <p>Disabled accommodation: no, tall fountain</p>
<b>Locker/storage areas</b>	Yes, 40 pegs and overhead rack in the snack machine alcove but some pegs directly above the water fountain
<b>Air quality/temperature</b>	Very open; good circulation—temperature good

### 111 Centre—11<sup>th</sup> floor: Designated juror work area

<b>General conditions</b>	Doorway width 36"
<b>Walls</b>	Off-pink color and some plaster cracking on back wall
<b>Signs and maps</b>	No
<b>Carpets/floors</b>	Carpet needs cleaning
<b>Windows</b>	None
<b>Plants</b>	None
<b>Noise</b>	Off main assembly & the doorways are open—sounds carry in
<b>Work carrels</b>	12 carrels, 24 electrical outlets
<b>Seating</b>	All cushioned chairs; good spacing
<b>Modem outlets</b>	None
<b>Pay phones</b>	None
<b>Fixtures/lighting</b>	Fluorescent
<b>Magazines</b>	None
<b>Water fountains</b>	No
<b>Locker/storage areas</b>	None
<b>Air quality/temperature</b>	Stuffy and warm

### 111 Centre—11<sup>th</sup> floor: Designated attorney work area — None

### 111 Centre—11<sup>th</sup> floor: Juror lounge

	Middle room	Room closest to main entrance
<b>General conditions</b>	Side room with TV	Reading room
<b>Walls</b>	Off-pink color	Off-pink color
<b>Signs and maps</b>	"Help keep carpet clean by not eating or drinking in this room"	None
<b>Carpet/floors</b>	Carpet could be cleaned	Carpet could be cleaned
<b>Windows</b>	None	None
<b>Plants</b>	None	None
<b>Noise</b>	Doorways are open and right off main assembly room—sound carries in	Doorways are open and right off main assembly room—sound carries in
<b>Coffee/sandwiches/juice</b>	None	None
<b>Work carrels</b>	4 electric outlets, some small end tables	2 carrels; small wooden table that seats 6; 10 electrical outlets
<b>Seating</b>	Cushioned chairs & 2 small couches; spacing OK	Cushioned chairs 1 wooden bench; spacing OK
<b>TV</b>	Yes, with sound	None
<b>Modem outlets</b>	None	None
<b>Pay phones</b>	None	None
<b>Fixtures/lighting</b>	Fluorescent	Fluorescent
<b>Magazines</b>	None	None
<b>Water fountains</b>	None	None
<b>Locker/storage areas</b>	None	None
<b>Air quality/temperature</b>	Warm and stuffy	Warm and stuffy

### 111 Centre—11<sup>th</sup> floor: Main assembly and hallway bathrooms – Men

	Assembly	Hallway
<b>General conditions</b>	Small for such a large room	
<b>Doors</b>	OK	OK
<b>Floors</b>	Floors dry but a leak under 1 urinal—plastic jug beneath it	Dry but some small tiling with many crevices to trap dirt
<b>Walls</b>	Light blue tiling	Medium-sized blue tiling
<b>Windows</b>	None	None
<b>Stalls</b>	OK	OK
<b>Toilets</b>	3 urinals and 3 stalls	2 urinals and 2 toilets all working
<b>Disabled access</b>	None	1 stall and 1 sink
<b>Sinks</b>	3 with separate hot & cold faucets and all work	3 sinks with separate hot & cold faucets (1 wheelchair-accessible)
<b>Liquid soap</b>	Yes, but empty	2 full dispensers
<b>Paper towels</b>	Yes	Yes
<b>Trash receptacles</b>	Yes	Yes
<b>Air quality/temperature</b>	Not a great smell	Warm, stuffy, smells like cleaning agent



## 111 Centre—11<sup>th</sup> floor: Main assembly and hallway bathrooms – Women

	<b>Assembly</b>	<b>Hallway</b>
<b>General conditions</b>	Dirty, litter on floor	Stinky with litter on counter & floor; mirror dirty & floor grungy
<b>Doors</b>	OK	OK
<b>Floors</b>	Dirty tiles	Dirty tiles
<b>Walls</b>	Tile with yellow grout	Tile with yellow grout
<b>Windows</b>	No	No
<b>Stalls</b>	2 stalls, the doors stick	3
<b>Toilets</b>	2	3
<b>Disabled access</b>	No	1 sink and 1 stall
<b>Sinks</b>	2	3 (1 for disabled)
<b>Feminine hyg. products</b>	No dispensers, no disposals in stalls	No dispensers, one disposal in stall for disabled
<b>Liquid soap</b>	Yes	Yes
<b>Paper towels</b>	Yes	Yes
<b>Trash receptacles</b>	Yes, overflowing	Yes
<b>Air quality/temperature</b>	OK	Smelly

## 360 Adams Street

### 360 Adams: Front of courthouse

<b>General conditions</b>	Looks like a government building—large, imposing, dull
<b>Appearance</b>	Clean
<b>Signs and maps</b>	Juror entrance closed “please use revolving door”
<b>Access</b>	Large steps
<b>Disabled access</b>	Ramps; doors in middle of platform, double-deep set of doors, not automatic, need assistance to open

### 360 Adams: Back of courthouse

<b>General conditions</b>	Clean but dark
<b>Appearance</b>	Not inviting
<b>Signs and maps</b>	Building # and small handicap sign; information on where to go inside but not outside
<b>Access</b>	Narrower steps than front; 2 swinging & 1 revolving set of doors
<b>Disabled access</b>	No ramps but small sign, 7 inches square; handicap symbol, “use north entrance” with arrow that points around building

### 360 Adams: Lobby/security

<b>General conditions</b>	Confusing
<b>Lines</b>	Magnetometers: upstairs—4 standing, 3 usually used in morning, 2 used later in day, 1 conveyer always used, and, downstairs—1 standing and 1 conveyer used at all times
<b>Signs and maps</b>	No map of building; sign for jury room at entrance to 261; small directional signs by info desk, but not in sight of security lines
<b>Fire safety information</b>	At elevators & jury room—fire exit easily accessible from Rm. 261
<b>Fixtures/lighting</b>	Well-lit windowed area
<b>Daycare facility</b>	No

### 360 Adams: Elevators

<b>General conditions</b>	Everyone—parties, lawyers, jurors—in elevators
<b>Number</b>	6
<b>Speed</b>	Operates OK and smooth ride
<b>Signs and maps</b>	Need sign to elevator in jury room (most asked question by far)
<b>Fire safety information</b>	2 maps at elevators; easy access to outside
<b>Disabled access</b>	No

<b>360 Adams: Hallways</b>	
<b>General conditions</b>	Grand jury attorneys and witnesses in hallway; public bathrooms at opposite end of the hallway from the jury assembly room
<b>Walls</b>	Clean marble
<b>Signs and maps</b>	No signs directing to bathrooms; elevator and escalator signs are too few and too small; no speakers in hallway
<b>Fire safety information</b>	Fire exit signs, fire alarm, but no map
<b>Carpets/floors</b>	Clean linoleum
<b>Windows</b>	Only in front entrance; cleaned regularly
<b>Plants</b>	None
<b>Noise</b>	General constant murmur
<b>Coffee/sandwiches/juice</b>	Vendor— papers, candy, etc.; 4 vending machines—soda, water/juice/ ice cream/ coffee at far end of hallway
<b>Disabled access</b>	Sign indicating direction to disabled accessible bathroom; one wheelchair-accessible pay phone
<b>Modem outlets</b>	None
<b>Pay phones</b>	4 in hall outside jury room, more down hall by lawyers room
<b>Fixtures/lighting</b>	Fluorescent
<b>Seating</b>	Seats by lawyers' room and grand jury room, not for jurors
<b>Air quality/temperature</b>	Good
<b>Water fountains</b>	None

<b>360 Adams: Designated attorney work area</b>	
<b>General conditions</b>	Located across from newsstand in main hallway; office-like atmosphere; tables, chairs, bank of payphones; wooden benches outside; clients waiting for attorneys

<b>360 Adams: Stairways</b>	
<b>General conditions</b>	Clean
<b>Number on each floor</b>	One on either side of the lobby

<b>360 Adams: Assembly room</b>	
<b>General conditions</b>	Clean but bland with three clocks
<b>Walls</b>	Pictures on walls, some signs, 7 scenes of Brooklyn
<b>Signs and maps</b>	Signs to lounge & empanelling rooms but no signs to bathrooms
<b>Carpets/floors</b>	Clean linoleum tiles
<b>Windows</b>	None in main room
<b>Plants</b>	None
<b>Noise</b>	Main room generally quiet
<b>Disabled access</b>	Poor
<b>Work carrels</b>	None
<b>Seating</b>	Benches with cushions on bottom only; 3 aisles not enough—too many people in a row; rows too close, little leg room
<b>TV</b>	6 closed-caption TVs on ABC
<b>Modem outlets</b>	None
<b>Pay phones</b>	In lounge and outside in hallway
<b>Fixtures/lighting</b>	Sufficient
<b>Magazines</b>	Minimal
<b>Water fountains</b>	None
<b>Locker/storage areas</b>	None
<b>Air quality/temperature</b>	OK

<b>360 Adams: Juror lounge</b>	
<b>General conditions</b>	Crowded, 2 clocks in jurors' lounge; also a smokers' lounge—30+ seats, 1 small but noisy exhaust fan
<b>Walls</b>	Bland institutional
<b>Signs and maps</b>	Sign asking jurors with complaints about physical conditions to call NY JUROR # is hidden by vending machine
<b>Carpet/floors</b>	Linoleum tile, ugly, but clean
<b>Windows</b>	Yes, all along where back wall would be but need cleaning
<b>Plants</b>	None
<b>Noise</b>	General constant murmur
<b>Coffee/sandwiches/juice</b>	1 soda and 1 snack machine
<b>Disabled access</b>	None
<b>Work carrels</b>	None
<b>Seating</b>	Cushioned chairs but close permanent seating
<b>TV</b>	2 closed caption
<b>Modem outlets</b>	None
<b>Pay phones</b>	2 booths that smell like urine. 6 phones on wall.
<b>Fixtures/lighting</b>	Fluorescent
<b>Magazines</b>	None
<b>Water fountains</b>	Operating condition: bar for physically disabled doesn't work Quality of water (taste): no way Cleanliness: by bathrooms, smelly uncomfortable place Disabled accommodation: disabled accessible but space is tight
<b>Locker/storage areas</b>	None
<b>Air quality/temperature</b>	Hot and stuffy; smoky smell emanating from smokers lounge

<b>360 Adams: Bathrooms – Women</b>	
<b>General conditions</b>	Smelly and run down
<b>Doors</b>	Good and main doorway 35" wide
<b>Floors</b>	Tiled, dirty
<b>Walls</b>	Tiled, institutional color
<b>Windows</b>	None
<b>Stalls</b>	4 doors and locks OK
<b>Toilets</b>	4 OK
<b>Disabled access</b>	1 wheelchair-accessible stall and sink
<b>Sinks</b>	5 (including wheelchair-accessible sink)
<b>Liquid soap</b>	Yes
<b>Feminine hyg. products</b>	No dispensers or stall disposals
<b>Paper towels</b>	OK
<b>Trash receptacle</b>	OK
<b>Air quality/temperature</b>	Smells like an old bathroom

<b>360 Adams: Bathrooms – Men</b>	
<b>General conditions</b>	Smelly
<b>Doors</b>	Good and main doorway 35" wide; main doorway leading to bathrooms and water fountain is 60" wide
<b>Floors</b>	Tiled but grungy
<b>Walls</b>	Larger pink tile
<b>Windows</b>	None
<b>Stalls</b>	2 doors and locks OK but toilet paper holders in disrepair
<b>Toilets</b>	2 toilets OK and 3 urinals
<b>Disabled access</b>	1 wheelchair-accessible stall, urinal and sink
<b>Sinks</b>	4 (including wheelchair-accessible sink)
<b>Liquid soap</b>	Yes, but one dispenser empty
<b>Paper towels</b>	OK
<b>Trash receptacle</b>	Overflowing
<b>Air quality/temperature</b>	Overused smell

**360 Adams: Voir dire rooms**

<b>General conditions</b>	7 rooms off lounge area; also in this area: office of jury facilitator, bathrooms and water fountain; rooms are windowless and tight; doorways have a 36" width
<b>Walls</b>	Off-white
<b>Signs and maps</b>	Signs directing disabled jurors to the bathrooms at other end of hall
<b>Carpet/floors</b>	All floors are clean linoleum
<b>Windows</b>	None
<b>Plants</b>	None
<b>Disabled access</b>	Only the sign directing disabled jurors to bathrooms
<b>Fixtures/lighting</b>	Fluorescent—some rooms seem dim
<b>Seating</b>	Each room has 20 cushioned chairs
<b>Air quality/temperature</b>	Warm

**APPENDIX C**  
**Top Juror Concerns—All Manhattan Courts**  
**4/1/95 - 3/31/00**  
**(Total Concerns=16,042)**

Top 10 Appreciative Concerns	Count
Things are generally better	558
Clerks are pleasant and efficient	478
Lunch guide is good	378
Trial was a good or OK experience	282
Coffee is good	100
Things are generally better	87
Good that everyone serves	84
OK experience	66
Courthouse restoration looks good	62
Good that attorneys serve	57
Top 25 Critical Concerns	Count
Wasted time	784
Lack of information/incorrect information	589
Time wasted by attorneys	384
Would like a postponement/deferral	347
General disrepair	337
Bathrooms are in bad shape	301
Elevators need work	295
No coffee/sandwiches/juice	287
Only get paid for hours worked	273
Pay is not enough	269
Should be pre-screening	269
Rude judges	253
Civil voir dire should be supervised	250
Disproportionate summonsing	249
Not enough cases for jurors	247
Exemption claim - elder/childcare	243
Process does not start on time	242
My business will suffer	229
Exemption claim - medical problem/old age	229
Should have a call-in system	227
Severe financial hardship	223
Rude clerks	221
Air quality/temperature	214
Intrusive personal questions	206
Not enough/uncomfortable seats	196

## APPENDIX D

### DISQUALIFICATIONS

The number of New Yorkers citing disqualifications or requesting exemptions or postponements has skyrocketed, in part because of the reforms, and partly because of the new lists employed by the commissioners of jurors.

A serious problem is the number of non-English-speaking people who are regularly summoned. Many clerks view non-English speakers as virtual scofflaws, and are unsympathetic. In Brooklyn, clerks routinely give non-English speakers, including elderly ones, postponements to allow time to learn English. The problem is less serious in Manhattan, so long as the juror finds either 60 Centre Street or one of several considerate clerks in the assembly rooms.

60 Centre: Disqualifications	Count
Doesn't speak English	195
Not a citizen	123
Not a resident of the county	90
I'm late	87
Former felon	16

100 Centre: Disqualifications	Count
Doesn't speak English	65
I'm late	29
Not a citizen	20
Not a resident of the county	13

111 Centre: Disqualifications	Count
Doesn't speak English	40
I'm late	25
Not a citizen	23
Not a resident of the county	14

360 Adams: Disqualifications	Count
Doesn't speak English	228
I'm late	149
Not a citizen	89
Former felon	32
Not a resident of the county	15