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December 15, 1993

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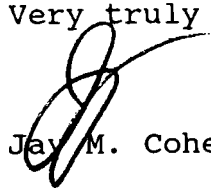
Dear Jose:

I thought you would be interested in the enclosed article regarding our proposed Community Court and Justice Center in Red Hook, Brooklyn. The article appeared in the City Section of The New York Times on December 5, 1993.

We are extremely excited about working with the New York State Court system, the public housing family and the Red Hook Community on this project. As all of us struggle to respond to the complex problems which undermine the quality of life in our neighborhoods, this Community Court and Justice Center will make the justice system more constructive, effective and accessible to the community.

Thank you very much for your help in this effort.

Very truly yours,


Jay M. Cohen

JMC/sw
enc.



John Sotomayor/The New York Times

Charles J. Hynes, Brooklyn District Attorney, said last week that the exact site of the new community-based court was still being scouted.

Community Court Planned

A community-based court, the city's latest approach to coping with misdemeanor cases, will arrive in Red Hook next spring, and it will be tailored to the particular needs of this fading waterfront community.

The first community court was set up in Manhattan eight weeks ago and deals mainly with transient criminals in the Times Square area. The Brooklyn version is also a three-year pilot project, but it is geared to hometown criminals, especially to those in and around the Red Hook Houses. Fear, drugs and guns have long been part of the landscape of these apartments.

The Brooklyn District Attorney, Charles J. Hynes, said last week that the exact site of the new court was still being scouted. Its location in Red Hook is certain, though, and it will be dedicated to Patrick Daly, a revered elementary school principal who was gunned down about this time last year as he searched for a missing student at the Red Hook Houses.

"There is no question that the shooting of Patrick Daly was the precipitous moment when we said we have to do something about the Red Hook Houses," Mr. Hynes said. "Before then we had been talking about the court and where we would put it, but the incident decided the location for us."

Like its counterpart in Manhattan, the Brooklyn court will primarily handle misdemeanors like prostitution and low-level drug possession. But it will have a wider range of services, including a night court for nonjury criminal trials and civil and family courts. The accused will be arraigned at precinct houses using

video monitors, and a team of defenders will be assigned to the court so that they will become familiar with the Red Hook area and its residents.

A goal of the community courts is to mete out public service sentences as alternatives to jail time — assigning graffiti writers to a number of hours spent cleaning up graffiti, for example.

Besides finding a building to renovate for the Brooklyn court's use, officials are looking for additional financing. Assistant District Attorney Gene Lopez said that the United States Justice Department had provided a \$150,000 grant to help organize the court, and the office has also applied for a \$125,000 grant from the New York City Housing Authority to develop construction plans.

Other public and private funds are being sought. Officials would not estimate the annual cost of running the new court; the Manhattan court's annual budget is \$1.1 million.

"We're always searching for innovative ways to address low-level persistent crimes that eat away at the quality of life at all of our developments, and this court offers a different approach," said Alan Aviles, the New York City Housing Authority's General Counsel. "We're willing to do what we can to make it work."

It is unclear how many cases outside Red Hook would be diverted to the court from the Kings County Courthouse.

Community-based courts were once the rule in New York; they disappeared in 1962 when the courts were centralized.

LYNETTE HOLLOWAY

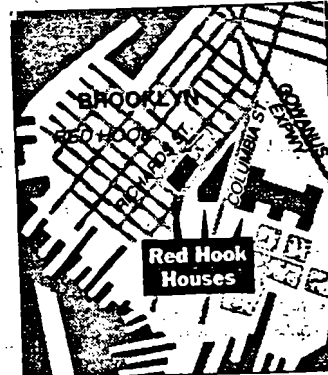
Article on proposed Red Hook Community Court and Justice Center appearing in the Dec. 5, 1993 edition of the New York Times.

CRIME REPORT

Red Hook Houses

Complaints through October.

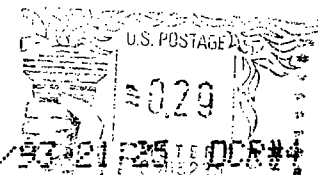
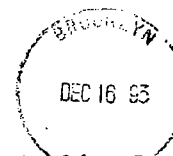
	1993	1992
Murder	1	2
Rape	7	2
Attempted rape	2	1
Robbery	44	41
Aggravated assault	95	70
Grand larceny	10	14
Reports of shots fired	17	16



Source: N.Y.C. Housing Police Dept.



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BROOKLYN NY 11256-12/16/93 21/25 DCR#4

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DIAL 911



European Official Fears Sprint Venture Might Muzzle Competition

By EDMUND L. ANDREWS

The Sprint Corporation's attempt to form a global alliance with the French and German telephone companies hit another obstacle yesterday, when a top official of the European Union sharply criticized a joint venture at the center of the deal between the European partners.

His objection raised fresh doubts about the ability of Sprint to consummate its \$4.2 billion deal with France Télécom and Deutsche Bundespost Telekom, in which the three companies hope to offer global communications services to multinational corporations.

The companies have already slipped well behind their original schedule for signing a final agreement, as they continue to wrangle over the precise terms of the deal. Last week, they missed a second self-imposed deadline, though executives still say they are close to a deal.

But in a blunt statement issued yesterday, the European commissioner for competition, Karel Van Miert, sharply criticized plans by the French and German companies to form a joint venture called Atlas and said it might stifle competition.

As envisioned, Atlas would bear much of the responsibility for marketing voice and data services in Europe and the rest of the world while Sprint assumed primary responsibility for providing service to corporations based in the United States.

Under the proposed alliance with Sprint, France Télécom and Deutsche Telekom plan to acquire 20 percent of Sprint's stock for \$4.2 billion. Sprint would then assume responsibility for marketing and providing global communications services to companies in the United States, while the French and Germans would each sell to companies within their borders. Together, the three companies' venture would serve the rest of Europe and much of the world.

Mr. Van Miert said that the French and German phone companies currently control more than 75 percent of the telephone market within their borders and that this

would hinder the development of new competition because France Télécom and Deutsche Telekom would explicitly refrain from entering each other's markets.

"The main victims will be small and medium-sized companies, whose choice of service providers will be reduced and who are not in a position to exert any downward pressure on the prices of such services," Mr. Van Miert said. "Competition will suffer a setback precisely at the time that action taken by the commission to liberalize all telecommunications services except basic voice services should begin to bear

its fruit."

The European Union is in the process of opening national telephone markets to competition, most of which are now dominated by state-owned or state-supported monopolies, and the current goal is to eliminate most regulatory barriers by 1998.

Sydney Shaw, a spokeswoman for Sprint, said yesterday that Atlas was crucial to the alliance because it would manage the French and German companies' efforts outside their own borders. If the two companies did not join forces, they would represent a less appealing partner to

Sprint.

But Ms. Shaw said the investment by France Télécom and Deutsche Telekom in Sprint was not directly dependent on the Atlas venture because the investment would be made by the individual parent companies.

Klaus Czerwinski, a spokesman for Deutsche Telekom, said the companies would scrutinize Mr. Van Miert's objections and try to modify the proposed alliance to meet the European official's concerns.

"We are optimistic," he said in a telephone interview yesterday, adding that his company felt encouraged because Mr. Van Miert appeared to have invited proposals to modify details of the Atlas alliance

and had made it clear he had no objections to Sprint's involvement.

But George Dellinger, a telecommunications analyst in Washington for NatWest Securities, said it could take years before a deal was consummated because it might take that long for the European governments to unify their various policies.

"This is going to compound the delay that is already taking place in the United States," Mr. Dellinger said, alluding to efforts by the Justice Department and the Federal Communications Commission to evaluate the Sprint deal.

"The task is really more difficult over there, just because it's so much more difficult to get the countries to agree."

Senate, by 52-1, Passes Measure Ordering Sex Abusers to Register

ALBANY, May 24 (AP) — The New York State Senate approved a bill today that would require convicted sex offenders to tell the authorities where they are living.

The measure, approved 52-1 by the Republican-controlled Senate, would require all people convicted of sex crimes to register annually with the state for at least 10 years. Those convicted of violent sex offenses, like rape, would have to let the authorities know their whereabouts every three months for life.

New Yorkers could get access to the registry through a special phone

number. In the most serious cases, the local police would be notified when a sex offender had moved into their area and they would be given the offender's photo and address, which local residents could see in the station. The police would also have the option to tell residents when a sex offender had moved near them.

The leader of the Democratic-controlled Assembly, Speaker Sheldon Silver of Manhattan, favors some type of sex-offender registry but said today that he wanted to review the wording of the bill, which was introduced by Senator Dean G. Skelos, a Republican of Nassau.

Maureen Kanka, whose daughter Megan, 7, was raped and killed last July in New Jersey, allegedly by a convicted sex offender who lived across the street, attended a news conference after the bill's passage today.

"It's been a very emotional road for us," said Mrs. Kanka, who with her husband has been campaigning for such measures across the country. "But I didn't want Megan to be another statistic."

Forty-three states have set up a registry system, and 25 have some form of community notification. But there has been a wave of legal challenges to the laws.

Senator Skelos said he was confident his bill could withstand a constitutional challenge, but the lone dissenter, Senator Franz S. Leichter, was not so sure. In addition, Senator Leichter, a Democrat from Manhattan, said, "I think it raises issues of whether it's really effective."

Date: 05/19/95 Time: 11:40

VIOLENCE AND MISCONDUCT RISE IN NEW YORK SCHOOLS

NEW YORK (MAY 19) XINHUA - INCIDENTS OF VIOLENCE AND OTHER PROBLEMS IN PUBLIC SCHOOLS OF NEW YORK CITY ROSE 27.6 PERCENT IN THE FIRST HALF OF THE SCHOOL YEAR COMPARED WITH THE SAME PERIOD LAST YEAR, LOCAL PRESS REPORTED TODAY.

THE 8,333 INCIDENTS RANGED FROM SERIOUS ASSAULTS AND ROBBERIES TO MISCONDUCT REGISTERED IN THE FIRST SEMESTER. BUT, MOST OF THE LATEST INCREASE WAS DUE TO BETTER REPORTING RATHER THAN TO A SURGE IN VIOLENCE, LOCAL EDUCATION OFFICIALS SAID.

THE PUBLIC SCHOOL SYSTEM IN NEW YORK CITY CONSISTS OF 1,095 SCHOOLS WITH ABOUT ONE MILLION STUDENTS FROM GRADE SCHOOL TO HIGH SCHOOL.

THE LATEST STATISTICS ALSO SHOW SOME HEARTENING SIGNS. FOR INSTANCE, THE NUMBER OF HANDGUNS SEIZED FROM STUDENTS DECLINED BY 41 PERCENT. THE DECREASE IN THE NUMBER OF WEAPONS SEIZED INDICATED THAT THE INCREASING USE OF METAL DETECTORS IN SCHOOLS IS BOTH DETECTING AND DETERRING. A YEAR AGO, ONLY 2 OF THE SYSTEM'S 1,095 SCHOOLS HAD WALK-THROUGH DEDECTORS; 18 HAVE INSTALLED THEM NOW.

THIS IS THE FIRST SUCH SAFETY REPORT TO INCLUDE DATA PROVIDED BY THE UNITED FEDERATION OF TEACHERS. IN THE PAST, TEACHERS HAVE COMPLAINED THAT VIOLENCE IN THE SCHOOLS WENT UNDERREPORTED.

Date: 12/22/94 Time: 08:56

President Lauds Cop as Hero in Subway Firebombing

NEW YORK (AP) President Clinton called him a hero. Mayor Rudolph Giuliani lauded his bravery. But Denfield Otto, who grabbed a fire extinguisher to battle an inferno on a crowded subway car, shrugged off the praise.

"I only did my job," Otto said.

The off-duty transit cop a shy, quiet man to his friends was going to choir practice Wednesday when the train pulled into the station and he heard a popping sound from the end of the subway car.

There was a flicker of flame and then, suddenly, a fireball that injured more than 40 of his fellow riders, some critically.

While some passengers tried to smother the fire with their coats, Otto dashed to a token booth, grabbed a fire extinguisher and ran back to fight the flames.

It was an "immediate and brave response," said Giuliani.

Clinton, who congratulated Otto by phone, called him "a hero we can all be proud of."

"Especially during this holiday season, Mr. Otto's actions remind each of us of our responsibilities to one another and embody the best in every New Yorker and every American," Clinton said in a statement.

Otto, 54, is a 25-year veteran of the transit police who came to New York 37 years ago from his native Antigua, in the West Indies. He and his wife live in Harlem and have three children and five grandchildren. He's a member of the Transit Police Choir as well as the choir at St. Philip's Episcopal Church.

Otto, wearing an old Army jacket, looked alternately dazzled and embarrassed under the glare of TV lights at a City Hall news conference. He even got a hug from the mayor.

Did he consider himself a hero?

"No, I don't," he responded with a shake of his head.

The Rev. Nathan Wright, senior priest at St. Philip's, appeared more than ready to forgive Otto for his absence at Wednesday night's choir practice.

"He has an enormously responsible and disciplined spirit," Wright said.

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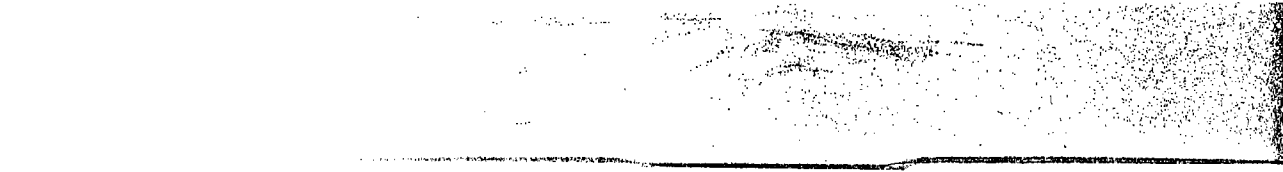
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Police Strategy No. 1:
Getting Guns off the
Streets of New York

20

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Getting Guns off the Streets of New York

Rudolph W. Giuliani
Mayor of the City of New York



William J. Bratton
Police Commissioner



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Police Strategy No. 2:
Curbing Youth Violence in
the Schools and on the
Streets

Police Strategy No. 2:

Curbing Youth Violence In The Schools and On the Streets

Rudolph W. Giuliani
Mayor of the City of New York



William J. Bratton
Police Commissioner



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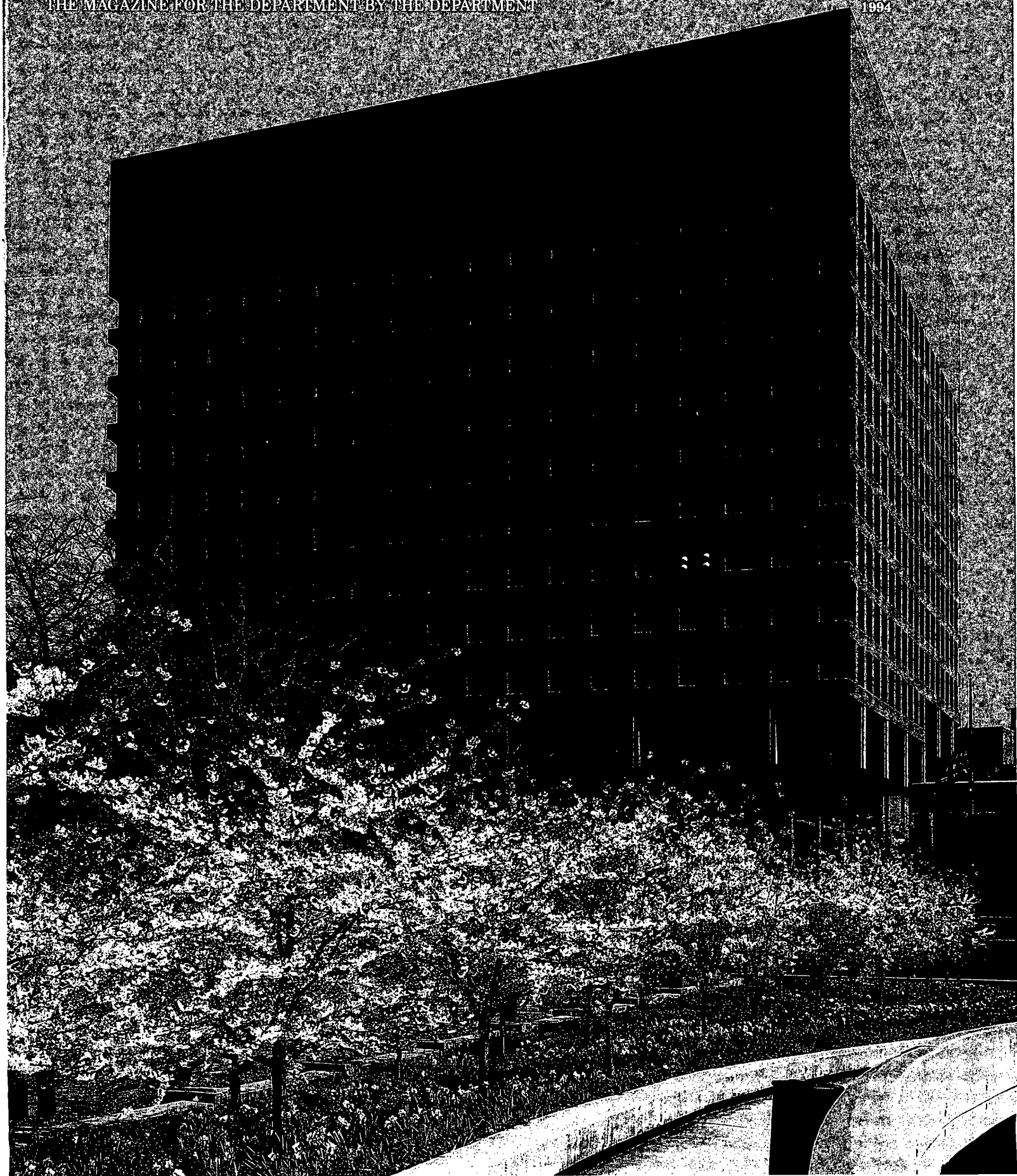
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1994





March 8, 1994

Vol. 2 No. 4

"Getting the Guns Off the Streets of New York"

The New Gun Strategy

On Monday, March 7, Mayor Giuliani and I announced the first of a number of major police strategies to reduce crime, disorder and the fear of crime in New York City. The strategy is called "Getting the Guns Off the Streets of New York," and is aimed at fighting the crime, death and destruction associated with illegal firearms. In the coming weeks, similar strategies will be put in place in the areas of school safety and youth violence, narcotics, quality-of-life violations, domestic violence, and auto-related crimes.

Taken together, these police strategies must work in concert to reduce violent crime, disorder, and fear in New York. This is part of Mayor Giuliani's larger commitment to make the city an economically vibrant center where people of all races, creeds, and ethnic origins feel free to raise and educate their children and to live in an atmosphere of civility.

Staggering Statistics

Illegal guns - particularly handguns - are an unrelenting and growing plague in New York. In briefings for commanding officers, Chief Timoney and I stressed the importance of attacking the gun problem. My message to everyone in the Police Department is: Get in the game. We're in this to win. We have to begin to knock down some of the staggering

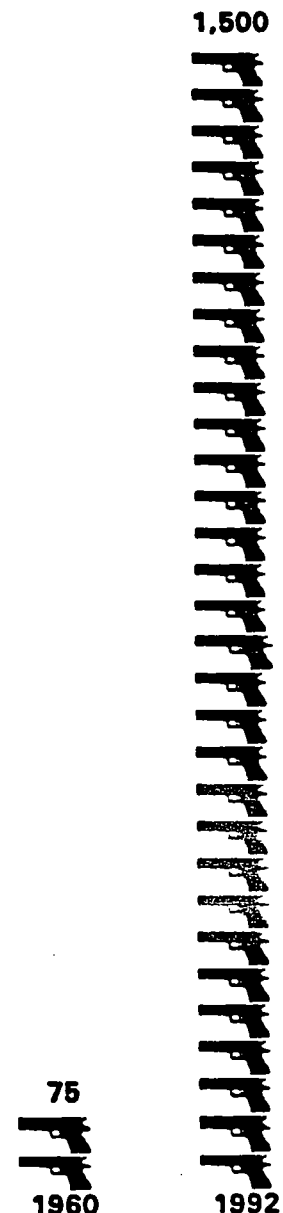
statistics associated with gun violence. In 1960, there were 75 homicides committed in the city with handguns, representing a quarter of the total number of murders for the year. In 1992, there were 1,500 homicides (a 1,900% increase in number) committed with handguns, representing three quarters of the total number of murders (a 200% increase in proportion). In 1960, handgun possession and use by young people was virtually unknown. Today, it is pervasive.

With 90% of the illegal guns in New York flowing into the city from other states, this is clearly a problem that transcends any one city's boundaries. Federal legislation and federal enforcement action are imperative. The Mayor's proposal for a national uniform licensing system for firearms, similar to that required by each state for those wishing to have a driver's license, is but one example.

More Arrests, Convictions & Jail Time

There must be far greater certainty among all citizens that illegal activity will lead to apprehension and jail. For success to be achieved in reaching this goal, it is necessary that arrests, convictions, and jail time for perpetrators increase. It is also necessary that the entire criminal justice system work together diligently to achieve this.

Homicides By Handguns 1960 vs. 1992



Between 1983 and 1993, the number of 911 calls about shots fired outside nearly quadrupled. While 1,541 people died in 1992 from gunshots, almost 4,000 more people were wounded. During the last fiscal year, patients treated for gunshot wounds cost city hospitals nearly \$12 million. And this dollar figure does not begin to capture the grief, worry, and expense suffered by the individuals who were shot and their families.

Handguns are streaming into New York from outside the state's borders. Over 90% of firearms seized in New York City were originally purchased in other states. Estimates of the number of handguns in circulation on the streets of New York vary widely, from 1-2 million. No one knows the exact number. But we do know one thing: Whatever we have been doing to reduce violent, especially handgun-related, crime has not been working.

Investigators, Patrol, Training

From now on, it will be the policy of the New York Police Department to refocus and expand investigative resources to: identify and pursue all accomplices involved in the commission of violent crimes; identify and pursue gun traffickers inside and outside New York whenever an illegal gun is used in this city; to utilize detectives in the precincts to strengthen every gun arrest made by uniformed and plainclothes police officers; and to assign case responsibility at the precinct level to encourage results-oriented police and investigative work. We will refocus patrol resources, expand the Street Crime Unit of the Patrol Services Bureau to attack specific high gun-violence areas. We will revise and expand training to teach detectives case development of gun investigations, apprehension of illegal firearms traffickers, confidential-informant registration, and search war-

rants; and to teach police officers to better recognize the signs of weapons possession and to make better cases against individuals they arrest.

Detective Squads & RIPs

Responsibility for systematically identifying, pursuing, and capturing accomplices involved in firearms-related crimes and the sellers of weapons used in those crimes will now be assigned to the units of the Detective Bureau located at the precinct level. These units will include the Robbery Identification Program (RIP) Units in the 39 precincts where they are located and the Precinct Detective Units where RIP units do not now exist.

In all cases of arrests involving firearms, these units will interview suspects to augment the case against them, to identify any accomplices, to identify the seller of the weapon, to match the modus operandi of the crime against outstanding cases and re-interview complainants from those cases, and to involve prosecutors in determining disposition of these cases. The investigative steps performed by these units will be as follows:

1. Interview the suspect(s) to obtain a statement (written if possible) concerning the possession of the weapon and identification of accomplices in all arrests involving firearms.
2. Debrief all defendants to obtain the identity of gun traffickers.
3. Develop information to identify modus operandi, patterns, and leads on outstanding complaints.
4. Conduct line-ups when possible.
5. Prepare information for search warrant applications and develop plans for warrant execution.
6. Cultivate and register confidential informants.
7. Aggressively pursue the apprehension of all accomplices.

8. Organized Crime Control and other investigative units will enhance their own firearms arrests and will follow the steps outlined above.

Joint Firearms Task Force

NYPD and ATF personnel committed to the Joint Firearms Task Force will be increased. Additionally, the FBI will assign two agents to the Task Force. NYPD detectives and ATF agents will target illegal gun traffickers locally and pursue accomplices who supply 90% of illegal guns from six states. Detectives will be deputized as U.S. Marshals so that, along with their ATF colleagues, they will be able to use federal gun statutes, wiretap provisions, and grand juries, as well as travel out of state with full police powers, to pursue gunrunners along the pipelines from key supplier states.

Warrant Division

The Warrant Division, with its 137 investigators, 41 supervisors, commanding officer, and 57 civilians, is transferred from the Office of the Deputy Commissioner, Legal Matters, to the Detective Bureau. The Detective Bureau will prioritize the outstanding warrants for firearms-related crimes, coordinate this activity with RIP and precinct detective units, and execute these warrants expeditiously.

Street Crime Unit

The 86 police officers and 12 supervisors of the Street Crime Unit will be increased by 25% and deployed in a concentrated approach in one high-crime area at a time, on a 7-day, 24-hour a day basis, to determine to what extent they can increase firearms-related arrests, reduce violent crime in those communities, and address crime displacement into neighboring areas. Precinct resources will then be used to maintain areas taken by the Street Crime Unit.

Training

Revised training will move forward on three fronts:

1. RIP unit detectives will receive a five-day course which will focus on robbery investigations, case development of gun investigations, and apprehension of illegal firearms traffickers. These detectives will be trained to be more thorough when preparing the pertinent warrant information on the On Line Booking Sheet. They also will be instructed in interviewing an interrogation techniques for debriefing prisoners held in gun-related cases. This training will be completed by July 15, 1994.

2. Precinct Detective Units will receive precinct-based training on case development of gun investigations, apprehension of illegal firearms traffickers, registration of confidential informants, and search warrants. This training will be completed by July 15, 1994.

3. Uniformed and plainclothes members of the Patrol Services Bureau will receive precinct-based training on the "Anatomy of a Gun Arrest," from the initial street encounter to courtroom testimony. This will enable police officers to find concealed weapons more effectively, safely effect arrests, and help obtain higher rates of conviction by making better presentations to prosecutors, grand juries, and judges. This training will be completed by July 15, 1994.

New Technology & Support

We are working to obtain technologically advanced equipment to match guns used in more than one outstanding crime, and to trace guns to illegal sellers throughout the country. We are also looking to the public to identify and help locate all those who possess, use, or sell illegal firearms in their neighborhoods, and to the Housing and Transit Police, to pursue a parallel gun strategy.

If approved by the New York State Legislature, the Governor's Budget provides approximately \$600,000 to purchase for the New York Police Department its first computerized system for comparing spent bullets and discharged shells. "Bullet Proof" is a computerized imaging analysis system used for examining and comparing spent bullets recovered from victims and crime scenes. "Drug Fire" is a computer which photographs, through a comparison microscope, the breech face and firing pin impressions of discharged shells.

The Federal Bureau of Alcohol, Tobacco and Firearms (ATF) is providing \$20,000 to install a computerized connection to the new ATF tracing center under construction in Martinsburg, Virginia. This information will be used by the NYPD and the ATF in pursuing gun trafficking investigations. Procurement and installation of this system is targeted for completion by April 1994.

Foremost on my agenda as Police Commissioner is the safety of police officers. Last year, 165 members of the service were involved in 85 gunfights. One member of the service, Police Officer Lopez, was killed on March 10, 1993. Sixteen others were shot and wounded the same year. By getting guns off the streets of New York, we want to save police officers' lives and spare them injury.

The NYPD will begin automation of all firearm ownership and license records in March 1994 and complete data entry one year later. Individuals in possession of suspected unlicensed firearms or of weapons suspected of being carried in violation of the Department's regulations will be checked against this database.

The Crime Stoppers program funded by the New York City Police Foundation is offering rewards up to \$1,000 for information leading to the arrest of anyone illegally possessing a firearm. Cases not resulting in immediate arrest will be referred to the RIP units and precinct detective squads for follow-up. The Crime Stoppers hotline, (212) 577-TIPS, will be publicized for those who have information about individuals with illegal guns.

WNBC-TV has promised to produce all 30-second spots for airing on their station and all others in the New York market. Negotiations are currently under way with all commercial stations to secure high-visibility slots for broadcasting these spots.

In addition, precinct commanders will work with local community groups to gain information about individuals who possess what may be illegal handguns in their neighborhoods. Gun-exchange programs, in which people who turn in firearms to the police receive a cash or other kind of reward, will continue to be encouraged. Private donors for rewards of this kind are being sought.

Operation Orders with details for the implementation of the new gun strategy will be circulating shortly.

We've opened a multi-front war on guns, with the NYPD in the vanguard. It won't be easy, but if we all commit ourselves to winning, we will.





April 8, 1994

Vol. 2 No. 6

Back to Back Plans of Attack for Youth Violence, Drugs

New Strategies Unveiled

On Wednesday, April 6, Mayor Giuliani and I made public new police strategies to curb youth violence and curtail illegal narcotics. Despite a welcome downturn in reported crimes, we know that significantly reducing violent crime and fear remains a formidable mission. My new executive leadership has taken great care to develop dynamic policies to get all of you actively involved in turning the tide against the city's foremost crime and disorder problems. The newest strategies were designed to work hand in glove with the new gun policy implemented last month.

We started with guns because guns cause three quarters of our homicides, turn young people into criminals, and threaten YOUR safety. Strategy No. 2, "Curbing Youth Violence In the Schools and On the Streets," focuses on preventing children from becoming victims of crime while apprehending and tracking juvenile felons as early as possible in their criminal careers. Strategy No. 3, "Driving Drug Dealers Out of New York," is, quite simply, a policy of NO TOLERANCE for drug distributors, buyers and users in all categories and at all times.

On April 18th, these strategies go into effect. So I wanted to devote this issue of FYI to explain how they will work and what I am asking of you.

Young Victims, Young Victimizers

Mayor Giuliani has made it clear that all available resources must be concentrated to reduce violence in

and around schools until all New York City children feel free to learn and enjoy childhood in safety. Clearly, this is not the way it is now. Between 1970 and 1986, youth violence was a slowly growing problem. During the last eight years, it has exploded.

Between 1986 and 1993, leaded-gun cases in Family Court, where defendants are 15 or younger, shot up 600 percent. Today, the 15 to 19 age group accounts for 29 percent of all gun-related arrests.

You live these statistics every day on the streets. A few days ago, a 12-year-old taking a short cut to school in Brooklyn was shot in the chest. His assailants, aged 14 and 15, face charges of attempted murder. This has got to stop.

Safer Schools, Truancy

We will attack this problem on many fronts. First, we will make schools the focal point of our efforts. During the next few weeks, precinct commanders will work with school principals to develop security plans for every public school in the city. We will also create Safe Corridors to protect school children from attacks or intimidation on their way to and from school. Borough Truancy Teams, acting on information supplied by precincts, will aggressively seek out truants, take them back to school and notify their parents. These seven teams, each headed by a sergeant, will be staffed by approx-

imately 50 specially trained Task Force officers. Beat officers as well will be encouraged to pick up truants and enter school buildings regularly, getting to know the principals, teachers and School Safety Officers.

Detectives, Youth Officers

Investigative personnel will pursue all accomplices for violent crimes committed by everyone, no matter what their age. The RIPs and precinct detective squads will not clear wolf-pack robberies with just one arrest. And we will work harder to trace criminals selling guns to minors. Additionally, we will try to involve parents and guardians in the supervision of children who are going in the wrong direction. And we will try harder to help children at risk - kids who are being abused or who live in difficult home environments. To that end, we are tripling (from 1 to 3) the number of youth officers in every precinct. They will work closely with Anti-Crime and detective squads, helping track delinquents and juvenile offenders, as well as contacting parents about Youth Referrals and Juvenile Reports.

SPECDA, Database

The Department's 75 SPECDA officers are being transferred to the Patrol Services Bureau, so they can coordinate their anti-drug, anti-gun efforts in the schools with youth officers and other precinct personnel. Meanwhile, the Youth Services Division in the office of the Deputy Commissioner, Community Affairs, will be computerizing Youth Referrals and Juvenile Reports. So, in the

future, when you arrest a young person, you'll have a much better idea of who you're dealing with. To help support these efforts, you will be receiving video training on juvenile arrest procedures and various aspects of today's youth culture.

Education, Prevention

One more thing before I move on to the drug strategy. The truancy initiative has captured widespread media coverage - some positive and some focused on the ACLU's charge that it is a "cover for a law enforcement agenda" aimed at harassing minority students. This is baloney and I said as much the day we announced the plan. The truth is police officers in this city have been picking up truants for decades. Chief of Department John F. Timoney designed the new program based on a successful model run by Sgt. Helen Rossi in Manhattan South. Her unit has picked up 4,000 to 5,000 students a year for more than ten years and received a total of THREE complaints.

Chief Timoney stressed that we are doing this to keep kids safe in school and encourage them to get an education - the same sentiment ably expressed by police officers in the field as they picked up truants with reporters in tow.

Learning From the Past

Our new narcotics strategy builds on past successes while trying to avoid the pitfalls of previous enforcement efforts. In 1984, Operation Pressure Point showed that concentrated enforcement and prosecution could rid large sections of neighborhoods of heroin traffic. In 1988, TNT showed intensive buy and buy operations could severely disrupt crack cocaine dealing, at least for a while. In 1990, Operation Take Back proved a massive uniformed presence could significantly curtail robberies in a defined geographical area. We've sifted through these initiatives to glean what worked and learn from mistakes of the past.

TNTs Get SNAGged

First, TNTs will become Strategic Narcotics and Gun teams, working all hours, 7 days a week, going after both drugs and guns by conducting aggressive buy-and-bust operations in targeted areas. Their mission is to knock out dealing locations, both inside and on the street. Target areas are up to patrol borough and precinct commanders.

In his briefing to precinct commanders, Chief of Patrol Louis R. Anemone, stressed that they will have the lead in deciding how the full array of NYPD resources will be deployed. Once an area is cleaned up, patrol commanders will make sure it stays that way by using sufficient uniformed officers and enlisting the help of citizens who live and work there.

Get In the Game

Second, we will make it the business of ALL personnel, including uniformed police officers to act on all instances of drug buying and selling they witness. SNEU officers will be permitted to work in plain clothes to make observations. Complaints about drug dealing in public areas of buildings will no longer be referred to OCCB. Sector cars or beat officers will handle these calls.

This is a sharp reversal of policies that evolved to prevent corruption. Let's be clear on this. This department has ZERO tolerance for corrupt officers and we will continue to do all we can to hunt them down and put them in jail. But I WILL NOT paralyze the entire department out of fear that a few unprincipled police officers will dishonor themselves by taking drug money - currency soaked in the blood of their brother and sister officers.

Civil Enforcement

We are also expanding civil enforcement efforts to close locations in the target areas where criminal activity is taking place, to confiscate cars used to transport drugs, to seize contraband from smoke shops and pad-

lock them, as well as start forfeiture actions against landlords who let their buildings become havens for drug dealers. A dozen new attorneys have been hired to move these closure and confiscation actions forward.

Warrants, Stronger Cases

Moreover, the Transit and Housing police, the Department of Probation, and Division of Parole will execute outstanding warrants in the targeted areas. Finally, we will make it the business of Narcotics detective units to strengthen cases against all felony drug offenders and attempt to link them with outstanding violent crimes.

R-E-S-P-E-C-T

In coming weeks, additional crime strategies will follow - on domestic violence, auto-related crimes and quality of life violations. These strategies will prompt you to interact more with citizens. In some cases, you will be seeking information; at other times, you will be asserting your enforcement powers. In both cases, it is essential that you treat citizens with respect. Even in instances when you are required to use force.

The goals we have set for these strategies on guns, drugs and youth violence are of such paramount importance that I have instructed top commanders to keep them in mind as they evaluate the job performance of captains and above.

We are putting a lot on our plates, investing considerable effort to make sure you are prepared and have state of the art technology to assist you. The mayor has given us his full support and is confident we can succeed. With these coordinated plans of action, and the dedication and talent of the men and women of the best police department in the world, it's a sure bet that we will.



PRIDE, COMMITMENT, RESPECT



April 27, 1994

Vol. 2 No. 9

"Breaking the Cycle of Domestic Violence"

Strategy Number 4

On Tuesday, April 26th, Mayor Giuliani and I strengthened the city's commitment to help thousands of crime victims - most of them women and children - leading desperate lives, fearful of violence and abuse at the hands of current or former members of their own households. "Breaking the Cycle of Domestic Violence," is the fourth of our new police strategies. We've already hit the ground running with new plans of attack for taking illegal guns out of circulation, curbing youth violence and shutting down illegal narcotics operations at all levels. Now, we've taken a hard look at procedures governing our response to domestic violence. Our new plan of action calls for members of this department - police officers, investigators and civilians - to take a more proactive role in preventing crimes of domestic violence. We will also increase our effectiveness by keeping better track of repeat calls involving members of the same household and creating a database of all Orders of Protection.

Too High a Toll

Historically, police officers often viewed domestic abuse as a private matter better left for those directly involved to work out behind closed doors. Fortunately, those days are long gone. Today we know domestic violence is a serious crime - a crime

which feeds upon itself, breeding repeat offenses and other crimes including rape, murder and child abuse. Study after study has shown the consequences of domestic violence to be as dire as they are far reaching, especially for children. Many adult batterers say domestic violence is a way of life they learned in childhood. This is too high a toll in human suffering. You, the men and women of the New York City Police Department, must remain committed to addressing EVERY instance of domestic violence, whether there is reason to believe a criminal act has occurred or a potential victim is in imminent danger.

1993 Domestic Violence Statistics

178,000 Radio Runs of Domestic Disputes

52,555 Complaints for Family Offenses

12,738 Arrests for Family Offenses

Must-Arrest Policy

The gravity of domestic violence is reflected in current department policy which, since 1979, has mandated arrests in certain cases. The Patrol Guide requires uniformed officers to investigate ALL reports of ANY offense committed between present or former members of the same family/household, including same sex partners. An arrest must be made when officers determine there is probable cause that a felony was committed, an Order of Protection was violated, a misdemeanor was committed and the victim wants an arrest or a violation has occurred in the officer's presence and the victim wants an arrest.

However, current methods of keeping statistics make it difficult to determine how well this policy is followed. For example, the department's tracking system uses 61s and on-line booking sheets, counting only the top charge. Therefore, violations of Orders of Protection and other arrests related to domestic incidents may be underreported. Nevertheless, judging by statistics we do have for 1993, it appears the must-arrest policies described in the Patrol Guide are not being followed in more than a few cases. That is cause for concern. Our new strategy tightens our tracking system and addresses other systemic shortcomings on several fronts.

The Right Track

First, police officers and station house clerks will prepare Domestic Incident Reports for ALL incidents involving members of the same family/household - even if a call is deemed unfounded or is not at first characterized as a domestic dispute. Victims will be issued a receipt to provide documentation of police response in court.

Police Officers, Detectives

One police officer from each precinct's community patrol unit will be designated as the Domestic Violence Prevention Officer. Likewise one detective from each precinct squad will be assigned as Domestic Violence Investigator. Duties of the prevention officers include maintaining a Domestic Incident Database and encouraging prosecution by helping complainants to obtain Orders of Protection and/or counseling. They will work closely with the investigators, who will, in turn, coordinate with other squad detectives to track down and arrest individuals wanted in open cases of domestic violence.

Technology

Domestic disputes are fraught with danger for responding officers, often asked to intervene in highly emotional situations with few available details. It could be a loud family squabble or a deadly assault. You don't know which until you walk through that door. We will establish a city-wide Domestic Incident Report Database. Once Enhanced 911 is in place, radio dispatchers will be able to give officers in the field more and better information when you need it most.

We are also seeking a computer link with Criminal and Family Courts to give precincts access to Orders of Protection. It sometimes takes seven to ten days for courts to deliver Orders of Protection to our Identification Section. In some cases, temporary orders have expired upon receipt.

Expanded Training

We will revise and expand training on domestic violence for uniformed officers, as well as civilians. Moreover, the Department's Domestic Violence Procedures, PG 110-38, will be revised to eliminate ambiguous language and clarify definitions. You will have clear cut instructions of what's expected of you when you handle domestic violence situations.

Partnership

As with many other complex social problems, the police cannot stem the tide of domestic violence alone. Prosecutors, judges, legislators, social service agencies and the general public must all be mobilized. With their assistance, WE CAN and WE WILL help victims of domestic violence to bring their abusers to justice and break free of the fear crippling their lives.





July 8, 1994

Vol. 2 No. 11

"Reclaiming the Public Spaces of New York"

Police Strategy No. 5

On Wednesday, July 6th, Mayor Giuliani and I made public this Department's ambitious agenda for combating the wide range of criminal behavior we commonly refer to as quality-of-life offenses: street prostitution, aggressive panhandlers, sales of alcohol to minors, graffiti vandalism, public urination, unlicensed peddlers, reckless bicyclists and car-splitting noise churned out by "boombox" cars, loud motorcycles, clubs and spontaneous street parties.

Legally, these crime and disorder problems are classified as misdemeanors and petty offenses. But in the hearts and minds of many New Yorkers, they carry felony weight. No one knows this better than you - the police officers, supervisors and precinct commanders who often hear local residents and merchants register their frustration at community meetings and on the beat.

Linchpin Strategy

Police Strategy No. 5, "Reclaiming the Public Spaces of New York," will serve as a linchpin, holding fast our overall efforts to significantly reduce crime and fear. Like our previous strategies, this plan builds on past successes and seeks to empower precinct commanders.

Moreover, we are sending a powerful message to those who respect the law, as well as those who break it. **The NYPD takes quality of life offenses seriously; we fully intend to restore the sense of order and civility New Yorkers need to com-**

fortably enjoy their streets, parks and playgrounds.

This sentiment was aptly expressed by Chief of Patrol Louis Anemone: "The words 'low level' or 'low priority' do not belong in our vocabulary when we talk about quality of life conditions," he told precinct commanders: "Our tolerance of these so-called 'minor' offenses creates the very dangerous perception that we just don't care — and that perception lays the foundation for more serious crimes."

"The words 'low level' or 'low priority' do not belong in our vocabulary when we talk about quality of life conditions,"

- Chief Anemone

Tall Order

Clearly, the mayor and the Department's top leadership understand that we are asking a lot of you. Reversing what amounts to decades of declining standards for acceptable behavior on the city's streets is, after all, a tall order. It will take years of hard work. But we will make sure you have the training, the equipment and the support you need to get the job done. This strategy takes effect July 18th. Pamphlets of the full plan will be circulating soon. By September, we expect to update pertinent sections of the Patrol Guide. The following highlights, as well as a new video, will give you an idea of what to expect and what is expected of you.

Independence

First, the 75 precinct commanders will have more latitude and direct control over resources to meaningfully address specific quality of life conditions in their respective precincts. They will be relying less on other city agencies and the Department's specialized units, such as PMD, and more on the police officers and supervisors in their commands. For example, precincts battling chronic street prostitution were formerly dependent on fewer than 200 officers from Public Morals to run decoy operations. Now, commanders will be able to routinely deploy precinct personnel, trained by PMD, as undercovers to arrest individuals who patronize prostitutes (Operation John) or arrest "johns" and seize their cars (Operation Losing Proposition) - both formidable proven deterrents.

Similarly precincts with persistent "boombox" car conditions will be given sound meters and the training to conduct Operation Soundtrap to summons motorists and seize their cars.

Limiting DATs

We are going to be more careful about who gets summonses and DATs. "We are trying to bring credibility to the summons system," explained Deputy Commissioner for Legal Matters Jeremy Travis, the plan's principal architect. This means expanding Operation N-Force, a successful pilot program launched four months ago in the 6th Precinct. Violators will be required

to produce government issued photo identification in order to be given C-summons in lieu of arrest. If they don't show up in court, warrants will be issued and enforced.

One day last week, 33 individuals, who skipped court appearances to answer summonses issued in Greenwich Village found themselves at Manhattan Central Booking. One defendant's brother told a news reporter the police officers who summonsed his brother for drinking in public should "be out there busting drug pushers." Turns out his brother had a rap sheet including four convictions for burglary AND one conviction for criminal possession of a controlled substance with intent to sell.

Additionally, we are compiling a computerized list of about 10,000 misdemeanor recidivists. Individuals with a history of five or more misdemeanor arrests within the last five years will not be eligible for DATs. Quite simply, we want summonses and DATs to be worth the paper they are written on. The time you spend issuing them is too valuable to waste.

Learning Civil-ity

The Department will continue to make the most of civil laws to put smoke shops, crack houses, illegal massage parlors and other criminal enterprises out of business. We have doubled the Police Department's Civil Enforcement Initiative to make a total of 34 attorneys available to assist precincts.

Chronic EDPs

On June 1st, we kicked off a 90-day pilot program regarding emotionally disturbed people who pose a danger to themselves or others. Our goals are twofold: provide doctors, judges and prosecutors with information they need to make decisions and reduce the amount of time you spend guarding EDPs in hospital emergency rooms. We're partners in

this program with Bellevue and Elmhurst Hospitals, the city Health and Hospitals Corporation, the state and city Offices of Mental Health and John Jay. We will closely evaluate its progress.

Moreover, we are developing a computer database of emotionally disturbed persons repeatedly taken into police custody so behavior that is either criminal or otherwise dangerous can be brought to the immediate attention of judges, prosecutors and psychiatrists.

Under-age Drinking

Precinct commanders who have identified bars, delis and clubs that persistently sell alcohol to minors will set up meetings with proprietors and representatives of the State Liquor Authority. Precinct captains and inspectors will explain the law, issue warnings and advise bar and deli owners that specially trained uniformed supervisors will be making regular inspections. Violators risk having their licenses revoked by the SLA. We will also expand our use of police cadets in sting operations.

Graffiti Vandalism

We will be making more use of night scopes to catch criminal mischief makers in the act. Additionally, Deputy Commissioner for Community Affairs Walter Alicea is organizing a conference to brainstorm ideas and duplicate successful programs (like one in the 104th Precinct) which combine education, vigorous enforcement and community service sentences for vandals.

Matter of Trust

Our decision to make uniformed supervisors routinely responsible for inspecting licensed premises represents another significant departure from policies implemented immediately following Knapp. Ironically, we are reversing these policies even as the Mollen Commission releases its final report and recommenda-

tions. We are, in fact, putting the finishing touches on our own integrity strategy. But the fact remains that this Mayor and this Police Commissioner will not let fear of corruption paralyze the greatest Police Department in the world.

Legislative Boost

Too often, police officers who earnestly try to address quality of life conditions are frustrated by a criminal justice system that fails to support your efforts. We have put together a legislative agenda to lobby for local laws against aggressive panhandling and reckless bicyclists, as well as state legislation allowing police to fingerprint unlicensed peddlers and motorists who drive with suspended licenses.

Meanwhile, we will assertively enforce existing statutes - harassment, assault, menacing, disorderly conduct and criminal mischief - to arrest aggressive panhandlers and others engaging in criminal behavior.

We know the most effective solutions to quality of life offenses combine sustained enforcement action, community involvement and a well coordinated effort by police, prosecutors, judges and other government agencies.

Finally, as the mayor and I stressed to reporters, this initiative will not take away from our strategies to get guns off the street, curb drug sales and reduce violent crime. It will, in fact, help.

As Chief of Department John F. Timoney puts it:

"If you take care of the little things, the big things will follow."



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Police Strategy No. 3:
Driving Drug Dealers Out
of New York

Police Strategy No. 3:

Driving Drug Dealers Out of New York

Rudolph W. Giuliani
Mayor of the City of New York



William J. Bratton
Police Commissioner



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Police Strategy No. 4:
Breaking the Cycle of
Domestic Violence

Police Strategy No. 4:

Breaking the Cycle of Domestic Violence

Rudolph W. Giuliani
Mayor of the City of New York



William J. Bratton
Police Commissioner



Police Strategy No. 5:

Reclaiming the Public Spaces of New York

The Honorable Rudolph W. Giuliani
Mayor of the City of New York



William J. Bratton
Police Commissioner



July 6, 1994

TABLE OF CONTENTS

4	INTRODUCTION
9	THE PROBLEM
11	CURRENT PRACTICE
12	SPECIFIC CONDITIONS
	• Peddlers, Panhandlers, and Squeegee Cleaners • Street Prostitution • Noise: "Boomboxes", "Boombox Cars", Loud Motorcycles, Car Alarms, Loud Parties, and Loud Clubs and Discos • Dangerous Mentally Ill Street People • Graffiti • Illegal Dumping • Sale of Alcohol to Minors • Traffic Conditions: Hazardous and Chronic Traffic Violations
27	POLICIES ON PROCESSING LOW LEVEL CRIMES
	• Desk Appearance Tickets • Summonses
29	STRATEGY
33	EMPOWER PRECINCT COMMANDERS TO RESPOND TO DISORDERLY AND PERSISTENT QUALITY-OF-LIFE CONDITIONS
36	REFOCUS DEPARTMENT RESOURCES
	• Public Morals Division • Borough Task Forces • Nuisance Abatement • Manhattan Traffic Area • Equipment Purchases

37 REVISE THE DEPARTMENT'S DIRECTIVES AND PROCEDURES

- Car Seizures
- Identification Requirements for Summonses and Desk Appearance Tickets
- Graffiti Reward Program
- Chronic Mentally Ill Persons
- EDP Database
- Supervisory Accountability for Warrant Checks on Desk Appearance Tickets
- Misdemeanor Recidivist List
- Patrol Guide

39 REVISE AND EXPAND TRAINING

- Success Seminars
- Decoy Operations
- Chronic Mentally Ill Persons

40 SECURE PASSAGE OF NEW LEGISLATION

41 BUILDING PARTNERSHIPS

42 EVALUATION

INTRODUCTION

A decent society is one where all people are free to pursue education, enterprise, and entertainment that create a sufficient standard of living for themselves and their families and contribute to an atmosphere of mutual respect for their fellow citizens. A decent society is a society of civility.

New Yorkers have for years felt that the quality of life in their city has been in decline, that their city is moving away from, rather than toward the reality of a decent society. The overall growth of violent crime during the past several decades has enlarged this perception. But so has an increase in the signs of disorder in the public spaces of the city.

Public spaces are among New York City's greatest assets. The city's parks, playgrounds, streets, avenues, stoops, and plazas are the forums that make possible the sense of vitality, excitement, and community that are the pulse of urban life.

Over the years, enjoyment and use of these public spaces has been curtailed. Aggressive panhandling, squeegee cleaners, street prostitution, "boombox cars," public drunkenness, reckless bicyclists, and graffiti have added to the sense that the entire public environment is a threatening place.

Mayor Rudolph W. Giuliani has called these types of behavior "visible signs of a city out of control, a city that can't protect its space or its children."

More than ten years ago, James Q. Wilson and George L. Kelling, authors of the ground breaking article, "The Police and Neighborhood Safety" in the March, 1982 issue of The Atlantic Monthly, postulated the "broken windows" thesis that unaddressed disorder is a sign that no one cares and invites both further disorder and more serious crime. By examining the Wilson-Kelling hypothesis in more than 40 cities, Wesley Skogan has found that disorder is indeed the first step in what he terms "the downward spiral of urban decay."

Fear exacerbated by disorder causes people to abandon parks, refrain from using public transportation (especially in off-peak hours), lock themselves behind closed doors, and even leave the city altogether.

Surveys conducted in 1992 and 1993 by the Commonwealth Fund and the Manhattan Institute found that:

- 59% of people who left New York City recently did so to improve their quality of life;
- 22% said that if their old neighborhood had been kept free of graffiti, litter, broken signs, and debris, it would have had a major impact on their decision to move;
- 17% said that if the Police Department had taken minor crimes and disturbances more seriously, it would have had a major impact on their decision to move; and
- 3 out of 5 people who still live in New York say that dirt, graffiti, homeless people, noise, panhandlers and beggars have reduced the quality of life for themselves and their families.

In the coming years, *Police Strategy No. 5: Reclaiming the Public Spaces of New York* will emerge as the linchpin of efforts now being undertaken by the New York Police Department to reduce crime and fear in the city. By working systematically and assertively to reduce the level of disorder in the city, the NYPD will act to undercut the ground on which more serious crimes seem possible and even permissible.

In one sense, this strategy may be viewed as a start toward reversing the trend Senator Daniel Patrick Moynihan has termed "defining deviancy down". Senator Moynihan argues that, as a society, we have become so overwhelmed by crime and disorder that we have "been re-defining deviancy so as to exempt much conduct previously stigmatized." In other words, "we are getting used to a lot of behavior that is not good for us."

In another sense, this strategy may be viewed as an effort at what Police Commissioner William J. Bratton has called "defining decency up." In concert with other public and private agencies, the courts, and all concerned and committed citizens, the NYPD will work to uphold a uniform standard of civility and mutual respect in all the neighborhoods of the city.

Although it will take time to reverse the decline in public order that has occurred over many years, the New York Police Department is

committed to undertake the following actions (some of which are already under way):

1) Precinct Commanders, for the first time, will have the authority, methods, and means to respond to an array of disorderly conditions, enabling them to deal with:

- street prostitution by conducting decoy operations using their own precinct personnel (trained by the Public Morals Division) and by initiating their own car-forfeiture operations against patrons of prostitutes (under guidelines developed by the Legal Bureau and the Public Morals Division),
- "boombox cars" or loud motorcycles by having trained personnel and the necessary equipment to conduct "Operation Soundtrap" or "Operation Cyclecheck" as frequently as needed, and
- widespread sale of liquor to minors by allowing them, for the first time since the Knapp Commission, to send specially trained uniformed supervisors into licensed establishments.

In addition, Precinct Commanders

- will no longer have to wait for a contingent from the 192-person Public Morals Division to enforce laws against patronizing a prostitute, or to conduct undercover operations against premises selling alcohol to minors,
- will no longer have to wait for the Department of Environmental Protection to address the problem of "boombox cars" or loud discos,
- will no longer have to wait for the Department of Motor Vehicles to enforce motorcycle regulations, and
- will no longer have to wait for the infrequent and lengthy process of the State Liquor Authority to take action against clubs and bars, but will, instead, be authorized to convene meetings with the owners of licensed premises, attended by Legal Bureau and SLA attorneys, to impose a compliance and inspection program.

- 2) The Civil Enforcement Initiative is being doubled, providing a total of 34 attorneys to the city's Precinct Commanders to help close illegal businesses and supply pro-active consultation to Precinct and Division Commanders to help develop innovative legal strategies to address the specific crime and quality of life problems facing each community.
- 3) The use of Desk Appearance Tickets and summonses (which allow alleged offenders to go free prior to arraignment) for "low-level" quality of life offenses is being significantly limited:
 - by expanding to a precinct per borough and, soon thereafter, making citywide Operation N-Force, a program dealing with nuisance violations now being tested in the 6th Precinct, which requires government-issued photo identification prior to writing a criminal-court summons on the streets; and
 - by not allowing individuals who have a history of misdemeanor arrests, warrants, and low-level imprisonment to receive DATs or summonses.
- 4) A citywide database of "chronic emotionally disturbed persons" is being created so that repeated outbreaks of behavior that is either criminal or otherwise dangerous can be brought to the attention of judges, prosecutors and psychiatrists.
- 5) A citywide campaign to secure public help in removing graffiti and preventing its return will be launched.
- 6) A Quality of Life Legislative Agenda is being advanced to enhance the Police Department's ability to respond effectively to disorderly conditions and "lower-grade" criminal activity which exacerbate public fear.

Taken together, these actions will significantly enhance the ability of Precinct Commanders and all police personnel to respond to conditions that impact negatively on the quality of life of neighborhoods. As importantly, these actions will support the Department's other strategies for reducing crime in the city.

Their success will be seen in three ways: in increased use of New York City's public spaces, in reduced levels of fear (as measured by public-attitude surveys), and in a broadening sense, evident in a population become more confident, that decency and civility are on the rise.

THE PROBLEM

The right of citizens to free and safe use of their public spaces has been undermined by the persistent actions of individuals engaged in certain behaviors.

- "Boombox cars" cruising New York City streets late at night, excessively loud motorcycles, and car alarms which are activated at random create annoying and sometimes unbearable disturbances for residents in their homes.
- Illegally parked cars create traffic jams and even gridlock, making use of the city's streets unnecessarily dangerous, congested, and aggravating.
- Street prostitutes beckon to motorists driving through residential neighborhoods and, when a deal is struck, conduct sex acts in the patron's parked car. Indoor houses of prostitution tend to proliferate and draw undesirables into residential and commercial neighborhoods.
- Beggars stand on street corners, often in front of all-night automatic teller machines, aggressively demanding money from passersby.
- Squeegee cleaners stake out the entrances to tunnels and highways, intimidating drivers into accepting their "services" in exchange for coerced payments.
- Graffiti vandals have transformed the boulevards and highways leading from the airports into Manhattan into an eyesore which tarnishes New York City's image to residents and visitors alike. When the walls of residential schools, stores, and apartment buildings are covered with graffiti, it conveys the sense that the streets themselves may be out of control.
- Illegal peddlers line the streets in the city's most congested commercial areas, blocking pedestrian traffic, robbing legitimate businesses of customers, and undermining the tax base of the City.
- Bicyclists (particularly messengers and delivery people) drive at reckless speeds on city streets, often running red lights or traveling against traffic, or on sidewalks where pedestrians are placed in danger.

- **Illegally loud clubs and discos create piercing noise. Sometimes, when fights between patrons break out, knives and guns are drawn, leading to injuries and even death. Loud individuals, spilling out from unruly residential parties, cause traffic jams and sometimes also lead to violence.**
- **Drunken individuals (some of them minors who have been illegally sold alcohol from licensed establishments) carouse through residential neighborhoods, urinate in public, throw empty bottles on the street, assault residents, and damage property.**

Much of this anti-social behavior is illegal, but for many years police managers have not taken aggressive action to restore order to public spaces. The reasons for this are varied.

CURRENT PRACTICE

Current police practice to deal with disorder and quality of life violations is the result of legal constraints which grew in number over recent decades; the diffusion of responsibility among numerous state and city agencies for dealing with these violations; the perception at police headquarters that the public at large want police action on other, seemingly larger problems (even though it has been understood that the public at the more local level, within particular precincts, demand action on quality of life conditions); and the general fear among police executives, politicians, and the media that dealing with many of these conditions creates a corruption hazard for the average police officer.

Over-specialization within the Police Department, inadequate resources within the precincts, and imposed reliance on outside agencies (that have not always shared identical goals and commitments) have combined to deprive Precinct Commanders of the tools and authority necessary to successfully address many of these quality of life conditions. Precinct Commanders have been forced to "wait their turn" before conducting law-enforcement operations that require collaboration with other bureaus in the Police Department or other city agencies. By the time their turn comes, the condition sometimes has worsened, metastasized into nearby areas, or even become a feeding ground for more serious crime. This often convinces neighborhood residents that police are lacking in commitment, competence, and even integrity.

Increasingly permissive and poorly monitored policies regarding issuance of summonses and Desk Appearance Tickets have enabled many offenders to flaunt the criminal justice system, thereby undermining the authority of police officers who respond to these conditions. This worsens an already high level of frustration among Police Officers which is expressed by their use of the term "Desk Disappearance Tickets" to describe the propensity of offenders not to appear up in court as required.

Recent court decisions, particularly regarding begging, and the absence of legislation authorizing the taking of fingerprints, have curtailed or undermined the effective imposition of legal standards on behavior such as begging, unlicensed driving, and illegal peddling.

Despite noteworthy successes at addressing some quality of life conditions in various precincts throughout the city, the Police

Department has not developed citywide protocols, training materials, or problem-solving workshops that would replicate and institutionalize successful techniques. Nor have the Police Department and sometimes city government empowered or encouraged Precinct Commanders to use resources within their command to develop local strategies.

For example, powerful civil remedies such as the Nuisance Abatement Law were historically underutilized. Not until 1994 was the Police Department authorized to use the Nuisance Abatement law to combat illegal businesses on a citywide basis.

Despite the existence of a vocal and engaged public demanding governmental action on these issues, the Police Department has only sporadically brought organized community groups into the implementation of comprehensive strategies.

The Police Department's practices, developed in response to the variety of quality of life conditions, can be viewed in two broad categories: practices that are responsive to specific conditions, and policies that apply to all low-level criminal behavior.

CURRENT PRACTICE: SPECIFIC CONDITIONS

Peddlers, Panhandlers, and Squeegee Cleaners

Peddlers

The New York Police Department devotes substantial resources to the problem of illegal vending — from the Peddler Task Force that primarily serves Midtown Manhattan, to Borough peddler coordinators and special units that are deployed to address concentrations of illegal vending activity in lower Manhattan, 125th Street in Harlem, Fordham Road in the Bronx, the Fulton Mall in Brooklyn, and Jamaica Avenue in Queens.

Over the past decade, the Police Department has developed escalating strategies to have an impact upon the problem. Whereas at one time most of the illegal vendors were issued summonses returnable to the Environmental Control Board, now most illegal vendors in Manhattan and the Bronx are brought to Criminal Court and their goods seized. Many illegal vendors are also charged with violations of the sales-tax law.

FACT: In 1993 there were 1,241 arrests, 6,480 summonses, 4,316 seizures and 899 sales-tax violations. For the first quarter of 1994, arrests increased 38%, summonses 40%, seizures 37%, and sales-tax violations 49%.

Most recently, the Police Department has launched a number of investigative operations targeting the manufacture and distribution of counterfeit goods, seizing \$11 million in confiscated goods, recovering \$340,000 in cash, and making over 130 felony arrests for trademark counterfeiting.

Finally, for those illegal vendors arrested and brought to the innovative Midtown Community Court, sentences of community service are being meted out. Vendors given community service are assigned to specific locations in the midtown area for a six-hour work day and perform tasks such as removing graffiti, disposing of refuse, and sweeping sidewalks and streets.

Judges in Criminal Courts apply similar community-service sentencing, assigning offenders to clean parks, shelters, and streets throughout the city.

While this combination of strategies has had a measurable impact upon the extent of illegal activity, the Police Department's efforts are severely hampered by the fact that the State Legislature has not yet authorized the police to take fingerprints of the individuals arrested. This means that every time an illegal vendor is brought before a Criminal Court judge, the judge has no official record indicating whether that individual has been arrested before. As a result, the judge cannot impose sanctions of increasing severity to reflect a longer history of illegal behavior.

Panhandlers

In the 1993 case of Loper v. New York City Police Department, the United States Court of Appeals for the Second Circuit held that the New York State statute which made it a crime to loiter, remain, or wander about a public place for the purpose of begging [Penal Law Section 240.35(1)] was unconstitutional because it violated the First Amendment rights of panhandlers.

FACT: From 1986 through June 1992, the Police Department charged only 1,113 persons with violating the begging statute.

Even so, as a result of the Loper decision, the Department can no longer enforce this law. Moreover, the Loper decision also deprives the police of the "or else" power often used by officers to change behavior without necessarily making an arrest. Individual police officers no longer have the backup authority to advise a beggar who is engaged in offensive behavior to desist "or else" face arrest.

Squeegee Cleaners

Squeegee cleaners vary in their levels of aggressiveness and intimidation, but most are liable to arrest for traffic offenses.

During a recent 60-day pilot project, half of those arrested had previous arrests for serious felonies: robbery, assault, burglary, larceny, or carrying a gun. Almost half also had arrests for drug-related offenses.

The results of this project revealed that squeegee cleaning at intersections and entry ways to bridges and tunnels can be dramatically reduced in a matter of weeks through sustained police intervention, including dislocation, issuance of summonses, and particularly arrest. Therefore, this strategy was recently implemented citywide.

Street Prostitution

If a neighborhood faces a street prostitution problem, the Precinct Commander now has three enforcement options.

- 1) The Precinct Commander can direct patrol officers to make arrests for loitering. These are difficult, time-consuming, and typically result in a time-served sentence or minimal fine which the prostitute pays as a cost of doing business, returning to the location as soon as possible.
- 2) The Precinct Commander who wishes to run a decoy operation (called "Operation John") against those who patronize prostitutes must call upon the limited resources of the Public Morals Division.

- 3) The Precinct Commander who wishes to combine a decoy operation with the forfeiture of the john's car (called "Operation Losing Proposition") must call upon the Public Morals Division and the Legal Bureau so that a lawyer can make determinations regarding applicability of the forfeiture statute.

FACT: The Public Morals Division has only 192 personnel citywide, who are responsible for enforcement of the laws regarding gambling, illegal sale of alcohol, and prostitution. As a result, Precinct Commanders who want to conduct "john" operations must wait for months while the Public Morals Division services other precincts.

FACT: According to a 1992 beat officer survey, there are 242 locations where street prostitution is prevalent throughout the city and 135 locations providing indoor prostitution. According to the Public Morals Division, 29 precincts have endemic street prostitution conditions.

FACT: In 1990, the Police Department made 7,131 arrests for loitering for the purposes of prostitution and only 174 for patronizing a prostitute. In that year, no cars of "johns" were forfeited. In 1993, the Department made 6,411 arrests for loitering for the purposes of prostitution; arrests for patronizing a prostitute had increased nearly four-fold to 614, while the number of cars seized for forfeiture had increased from zero to 180.

FACT: According to groups who work with street prostitutes, the combination of arrests of "johns" and forfeiture of their cars is having the greatest impact upon prostitution.

Despite evidence that the combination of arrest and car forfeiture appears to have the greatest impact on street prostitution, the current mandate for reliance on specialized police units (the Public Morals Division and the Legal Bureau) means that Precinct Commanders can only sporadically employ these effective techniques.

Furthermore, the Department has not developed a city-wide capability to learn from successful innovations in one precinct, borough, or community and spread those successes to other parts of the city.

For example, according to interviews with street prostitutes who work in areas within the catchment area of the Midtown Community Court, which sentences them to immediate community service, these prostitutes are moving their activities elsewhere to avoid this certain sanction which is disruptive to continued business.

The Midtown Community Court is also presented with a "Community Impact Statement" to assist that court in understanding the impact of this illegal conduct on the quality of community life. Some community groups such as RASP (Residents Against Street Prostitution) have been very effective in organizing block and tenant patrols to deter prostitution activity. Until now, the Department has had no mechanism for sharing these innovative partnerships around the city.

Noise: "Boomboxes," "Boombox Cars," Loud Motorcycles, Car Alarms, Loud Parties, and Loud Clubs and Discos

Many communities are plagued by the problem of excessive and illegal noise. This problem takes many forms, including:

- "boomboxes": radios and tape players carried by people on the streets used to play music at very high volumes;
- "boombox cars": vehicles equipped with high-power audio-amplification systems designed to play music that can be heard for blocks around; and
- car alarms: which, although designed for security purposes, frequently go off for no apparent reason.

"Boomboxes"

The Police Department's authority to deal with the problem of "boomboxes" has only recently been re-established. In 1991, the section of the Administrative Code banning "unnecessary" noise was declared unconstitutional. In 1993, a new Administrative Code section was enacted banning "unreasonable" noise, and the Police Department issued guidelines authorizing the seizure of these devices and the issuance of summonses if the boombox is played at an unreasonably loud volume.

"Boombox Cars"

The Police Department's response to the problem of "boombox cars" is much more complicated, involving a commitment of equipment, expertise, and personnel. Over the past two years, the Department developed a pilot tactic called Operation Soundtrap.

This tactic joins inspectors from the Department of Environmental Protection with beat officers from the NYPD to enforce Section 375(47a) of the Vehicle and Traffic Law, which makes it unlawful to play amplified sound from a vehicle at a level in excess of 80 decibels measured from 50 feet away. Vehicles producing noise which exceeds the lawful decibel limit are stopped, their operator issued a summons, and the vehicle is seized for evidence.

FACT: According to the Department's Beat Officer Survey, 251 locations throughout the city have a "boombox car" condition, and 170 locations have other types of noise problems.

FACT: In 1993, the Department conducted 11 Operation Soundtraps and summonsed and seized 147 vehicles.

According to anecdotal data, communities such as Greenwich Village, where Operation Soundtraps were conducted regularly in the summer of 1993, saw a reduction in "boombox car" activity. However, because of limited resources in the Department of Environmental Protection, these operations have not been conducted with the frequency that many Precinct Commanders and communities desire.

Loud Motorcycles

Loud motorcycles, specifically those whose exhaust systems produce noise in violation of the Vehicle and Traffic Law and the New York City Administrative Code, are another problem to many New York City neighborhoods. Precinct Commanders presented with this vexing problem have traditionally had few strategies available to them. Motorcycles are difficult to catch when operated at a high speed on an urban street, and once caught, the various provisions of the applicable law are unusually complicated and hard to enforce.

Because of the complexity of motorcycle noise regulations, the Police Department created a tactic called Operation Cyclecheck, a roadblock where all passing motorcycles were stopped and inspected to ensure compliance with noise and safety laws. Operation Cyclecheck was a cooperative effort with the Department of Motor Vehicles (DMV) which utilized police officers for traffic control and DMV investigators to inspect motorcycles.

Operation Cyclecheck was tried only once in 1993, on a pilot basis in Greenwich Village, with promising results: 48 motorcycles were stopped, 28 summonses were issued, 11 motorcycles were seized, and 3 motorcycle operators were arrested. There has been no effort, however, to institutionalize Operation Cyclecheck as a routine operation for Precinct Commanders freed from reliance on the Department of Motor Vehicles. Nor has there been an effort to train police officers in the appropriate laws and regulations pertaining to motorcycle noise.

Car Alarms

Many cars parked on city streets are equipped with audible burglar alarms, many of which go off for no apparent reason. Until 1993, state law allowed car-alarm manufacturers to install alarms that only shut off automatically after ten minutes — ten minutes which can seem like an eternity to the resident who can't sleep. This also meant that the police could take no action until the officer was sure that ten minutes had passed.

In 1993, however, state law changed, and the upper limit was reduced from ten to three minutes. As importantly, the City Council enacted Local Law 110 in 1993, which authorized the police to call a towing company to tow the car away if the alarm does not shut off.

Violation of this law, which took effect on March 29, 1994, carries a fine of \$175, with a maximum penalty of \$700 for each offense. An NYPD order which outlines procedures for enforcement has been issued, instructing police officers on the steps to disconnect alarms, preparation of Environmental Control Board Notices of Violation, notification of the car owner, and the towing of vehicles.

Loud Parties

Loud private parties pose a difficult problem for communities as well as for the Police Department. They present two strong conflicting interests which must be balanced: first, community residents desire a neighborhood free from excessive noise; but, second, when the excessive noise emanates from inside a residence, the right of the neighborhood to be free from excessive noise must be balanced against the individual's rights to be free from unreasonable searches and seizures prohibited by the Constitution.

Additionally, experience has shown that police actions at loud parties are dangerous and prone to confrontation for many reasons, including the presence of intoxicated party guests and the difficulty in communicating over the din. The Department has not developed guidelines to assist Precinct Commanders in responding to loud parties effectively.

Loud Clubs and Discos

Numerous New York communities are besieged by night clubs or discos that are loud, draw unruly crowds, cause traffic jams, and are often plagued by violence and drug abuse. These communities have few avenues of redress. Most of the procedures for resolving community complaints involve a number of different city and state agencies.

Enforcing noise regulations is a cumbersome and complex process. Under the New York City Administrative Code, Section 24-241.1, the noise from a commercial club must exceed 45 decibels measured inside a residence. Violations of this law are adjudicated in the Environmental Control Board, where under current conditions, much unfavorable case law has developed. Moreover, the Department of Environmental Protection has few inspectors assigned to work the late evening hours when club-noise complaints are most common.

The license-suspension and revocation procedures of the State Liquor Authority are cumbersome and time-consuming. And, if the liquor license of the club is suspended, some establishments merely switch to serving nonalcoholic beverages.

Traffic problems also involve coordination between a number of agencies — principally the Department of Transportation and the Police Department.

The fragmentation of responsibility for the problems posed by clubs and discos has meant that affected communities have suffered too long without effective relief.

Dangerous Mentally Ill Street People

If a police officer confronts a dangerous mentally ill person on the street, the officer must first determine whether the individual poses an imminent danger to himself or others and, with the assistance of Emergency Services personnel or other responding units, take the individual into custody and bring him to a designated emergency room.

Once at the emergency room, the police officer who observed the street behavior is often relieved by another officer who is assigned to guard the individual, many times waiting several hours for the mental-health examination. By this time, the crisis has often passed, the individual appears calm, and the information about the street incident is relayed to the examining doctor second-hand or not at all by the relieving officer who did not observe the original incident. The doctor therefore has little if any useful information, on which to base a decision whether to hold the individual for further observation.

In the absence of a written record of the individual's dangerous and/or threatening behavior, the criminal justice system is hampered in its ability to effectively deal with dangerous mentally ill people.

FACT: This system is a significant drain on police resources. In 1993, over 22,000 persons were taken to hospitals for examination, a 200% increase since 1980.

FACT: There is no capability within the Police Department to keep a history record of contacts with a chronically mentally-ill person to assist the medical professional or the criminal justice system in making informed judgments. The need for a database for chronic emotionally disturbed persons became vividly clear in the Larry Hogue case on the Upper West Side of Manhattan.

Furthermore, if the mentally-ill person has also committed a minor crime, the decision to bring him to an emergency room often means that the opportunity to process that individual through the criminal justice system is lost because the patrol officer understandably prefers to seek immediate medical attention. Since the criminal justice system has greater power to detain a dangerous individual for mental-health observation, the decision to use the emergency-room option often results in premature release of a mentally-ill person to the street.

A 90-day pilot program was implemented June 1, 1994 with Elmhurst and Bellevue Hospitals to expedite the treatment of emotionally disturbed persons. Developed by the New York State and New York City Offices of Mental Health, the Health and Hospitals Corporation, John Jay College, and the New York Police Department, the pilot program has two goals:

- 1) to provide valuable patient information for physicians; and
- 2) to reduce the time required to guard emotionally disturbed persons at the hospital, thereby increasing enforcement time for police officers.

In order to accomplish these objectives, police officers involved in the project provide a detailed written account of what the officer observed about the patient's behavior, what witnesses told them, and names of relatives and friends to contact. The Police Academy has conducted training sessions in the commands participating in the project to sensitize officers to the needs of mentally ill people and to ensure proper use of the new forms.

Graffiti

There has been a variety of governmental and private responses to this problem.

- The Queens Borough President appointed a multi-agency Work Study Group in 1990 to begin the process of reclaiming neighborhoods and highways from the proliferation of graffiti which had spread in Queens. The result was a multi-pronged action plan to eliminate graffiti and the appointment of the Queens Borough President's Task Force to Eliminate Graffiti comprised of committees focusing on legislation, enforcement,

education, public awareness, and community and merchant relations.

- Queens police precincts and the Queens Highway units of the NYPD significantly increased arrests since implementation, with special targeting of these cases by the Queens District Attorney's Office and the Family Court. The main goal was to send offenders to perform community service in the areas where they had committed their violations.
- The Queens Borough President's Task Force organized over 90 community-service groups in a campaign to make commercial and residential areas graffiti-free. In addition, every weekend the Department of Probation supplies between six and twelve probationers to paint over graffiti in city-owned buildings.

The 104th Precinct developed a model anti-graffiti program focusing on education (utilizing a video from the Transit Police Department Vandal Squad) for the fifth and sixth grades, featuring a lecture which emphasizes public awareness and zero community tolerance, stressing prosecution through increased arrest activity, noting alternatives to graffiti vandalism such as PAL, and enlisting the help of numerous community resources within the precinct.

The 104th Precinct achieved the following results: large increases in graffiti arrests with a large decrease in graffiti activity, 1800 hours of community service performed in cleaning 700 sites, and cooperation with security offices in the large department stores to prevent the sale/theft of graffiti instruments to minors.

- The New York City Housing Police has established an Anti-Vandalism Team consisting of three police officers in Public Service Area 5. This team focuses on graffiti in ten New York City Housing Authority developments located in upper Manhattan. Based on the success of the 104th Precinct model and the Transit Police Department Vandal Squad, this team utilizes community involvement, public awareness, and New York City Housing Authority resources to reduce vandalism to Housing Authority property.

Officers assigned to the Vandal Squad have identified graffiti tags (names) with drugs sold in the developments and utilized this information to make numerous drug arrests. The Anti-

Vandalism Team has been in operation for the past ten months and has effected over 100 arrests with 72 of them for graffiti. In locations chosen as target areas, there has been a noticeable change, which has been noted by local residents, building momentum for greater involvement.

- The Midtown Community Court has, through the alternative sentencing of defendants to community service, cleaned, repaired and repainted 81 identified locations in the midtown area previously marred with severe graffiti vandalism.

In addition to these governmental efforts, there have been a number of programs initiated by private citizens.

- We Care About New York, Inc. is a clearinghouse organization for citizen efforts to prevent littering behavior and graffiti vandalism. This group tries to mobilize grassroots groups through police precinct community councils, Community Boards, schools, block associations, tenant groups, etc. Cleanup groups range from as small as five people to as large as 4,000.

Despite all of these new laws, interagency task forces, special enforcement initiatives, and community involvement, the citywide impact upon the graffiti problem has been minimal.

FACT: In 1993, there were 910 arrests for graffiti vandalism. Under a pilot program granting rewards for information leading to the conviction of a graffiti vandal, which was conducted in two precincts for six months, the Police Department issued only one reward.

The Police Department has no systematic program for learning from and applying innovative efforts to combat graffiti. The programs that have been most successful are those that combine community action, targeted enforcement, involvement of young people, and utilization of all available civil and criminal remedies. Yet, as is the case with many problems of this kind, the Department cannot act alone, and cannot assume full responsibility for the work of developing a systematic, community-based effort that would have a visible impact upon endemic graffiti conditions.

Illegal Dumping

As striking as the problem of graffiti is to visitors to this city, the blight of illegal dumping is equally disturbing in many parts of the city. Vacant lots are strewn with illegally discarded construction debris and other rubble; dumped material may, in addition, include hazardous materials which may have long-term affects on the health of citizens in nearby areas. Illegal dumping is a citywide problem which significantly impacts the quality of life within a neighborhood.

Current law (Section 16-119 of the Administrative Code), gives police officers limited powers to seize vehicles that are used in illegal dumping. Such vehicles, if seized by the police, must be delivered to the Department of Sanitation, the agency with primary impound and forfeiture authority. At most, a police officer can make an arrest for illegal dumping (a misdemeanor), seize the vehicle as evidence and deliver the vehicle to the Department of Sanitation for forfeiture when its evidentiary purpose is accomplished. Legislative change which shifts forfeiture authority to the Police Department and which liberalizes the stringent forfeiture mechanism of the Administrative Code would provide a significant deterrent to this problem.

Sale of Alcohol to Minors

The problems posed by rowdy young people in New York's neighborhoods can often be traced to the illegal sale of alcohol to minors by various kinds of licensed establishments, including, among others, delicatessens, bars, and clubs. At the current time, the ability of government to take enforcement action against these establishments is severely limited.

FACT: The State Liquor Authority has only a few inspectors assigned to enforcement duties in the entire City of New York.

FACT: The policy of the New York Police Department prohibits uniformed supervisors from going into licensed premises to check compliance with applicable statutes; those responsibilities are left to the Public Morals Division which has limited resources and other responsibilities.

FACT: The Police Department primarily utilizes Police Cadets to effect undercover purchases of liquor, because there are so few 20-year-old police officers, as is required for enforcement of this current law.

FACT: Because of the caseload at the State Liquor Authority, the SLA generally takes several months to adjudicate a violation.

FACT: In 1993, 473 summonses were issued for sale to minors. This compares with 310 in 1992 and 269 in 1991.

As part of its Civil Enforcement Initiative, the Police Department has worked with the State Liquor Authority to develop a highly successful three-part strategy to deal with this problem:

- 1) The local precinct or division commander convenes a meeting with all licensed-premises owners in the community. At this meeting, the police commander first underscores the seriousness of the problem and commits the Department to taking vigorous enforcement actions. A representative from the State Liquor Authority is present to commit his agency to swift revocation hearings if any violations are found. Then, the businesses are trained how to check a patron's identification, using the latest technology.
- 2) Following this meeting, the Police Department conducts frequent enforcement actions, using Cadets, members of the Public Morals Division, and a uniformed supervisor who is authorized to go into the bars to check compliance.
- 3) Establishments that are found to sell to minors are swiftly brought in for hearings on the revocation of their license.

This strategy has been used with great success in the 52nd Precinct, the Bell Boulevard and Frances Lewis Boulevard sections of Queens, and Greenwich Village. The strategy has not, however, been institutionalized on a citywide basis.

Traffic Conditions — Hazardous and Chronic Traffic Violations

Throughout the city, illegally parked vehicles substantially interfere with safe and efficient vehicle and pedestrian traffic. In addition,

many vehicles are unregistered, uninsured, and being operated by persons who have no driver's license. Drag racing is also a very serious problem in several communities such as Crossbay Boulevard in Queens and Fountain Avenue and Van Dalia Avenue in Brooklyn.

- Aggressive tow projects have been instituted in all Patrol Boroughs except for Staten Island. The Department of Transportation has allocated seven tow trucks to each Patrol Borough per day to address hazardous and chronic parking conditions.
- Highway units and Borough Task Forces trained and equipped with radar have increased enforcement at drag racing locations.
- New legislation regarding Aggravated Unlicensed Operation of a Motor Vehicle was requested and passed last year, raising this offense from a traffic infraction to a misdemeanor and making it a felony to drive with ten or more suspensions. This new law has helped the Police Department and the criminal justice system in addressing this problem, but stronger measures are needed. For example, the police are not permitted to fingerprint individuals arrested under the new statute for driving with a suspended license, so the courts must adjudicate these arrests without a reliable criminal history of the defendant.

That is why Mayor Giuliani has proposed legislation to make it a felony to drive with four or more license suspensions; to allow for fingerprinting of drunk, unlicensed, or suspended drivers; and to provide enhanced penalties for these offenses.

Reckless Bicyclists

One of the hazards faced by New York City residents and visitors is created by bicyclists who recklessly ride on streets and sidewalks. Some are messengers, some are deliverers, others are recreational riders. Sometimes they merely contribute to the inconvenience of walking on already congested streets and sidewalks. But too often they create significant risk of injury to the city's pedestrians.

The Police Department's ability to respond to this quality of life condition is hampered by deficiencies in the summons system, and limited by the absence of legislation enabling the police to seize bicycles of serious violators.

The Department has attempted one pilot program to deal with the problem in the 19th Precinct on the Upper East Side. Under Operation Spoke a year ago, the precinct distributed leaflets to businesses that used bicycles. Violators then received summonses and follow-up visits to sponsoring merchants were made. Although Operation Spoke had some beneficial effect in terms of educating the businesses involved, the lack of meaningful sanctions undermined the credibility and effectiveness of the initiative.

CURRENT PRACTICE: POLICIES ON PROCESSING LOW-LEVEL CRIMES

Desk Appearance Tickets

Under Article 150 of the Criminal Procedure Law, the New York Police Department is authorized to release defendants charged with misdemeanors (and some felonies) on a Desk Appearance Ticket, with arraignment scheduled for three weeks in the future. Over the past ten years, the non-appearance rate for those defendants has remained constant — between 40 and 45%. The non-appearance rate for defendants arrested by the NYPD was 36%; by the Transit Police Department, 51%; by the Housing Police Department, 47%. Within six months, according to research by the Criminal Justice Agency, 31% of the defendants who initially failed to appear at arraignment returned to court, either through re-arrest or voluntary surrender.

While the practice of granting Desk Appearance Tickets has provided a benefit to the larger criminal justice system, which operates under a court rule holding that defendants should generally be arraigned within 24 hours, research indicates that the skip rate can be reduced by tighter eligibility requirements, higher identification standards, and supervisory screening of release decisions.

FACT: A joint effort between the Police Department and the Manhattan District Attorney's Office identified 3,290 "career misdemeanants" who had a skip rate of 77%.

FACT: According to research by the Criminal Justice Agency, 25% of defendants issued Desk Appearance Tickets gave addresses that were deemed invalid by the United States Post Office.

Summonses

A large amount of time and resources is spent on the issuance of summonses by the New York Police Department and other enforcement agencies. There are more than six different forums responsible for the adjudication of summonses written in New York City for violations of the various administrative codes and misdemeanors not covered under the Penal Law.

FACT: The New York Police Department issues over 160,000 summonses a year, or 443 per day, returnable to Criminal Court.

FACT: Over 1.6 million summonses are issued by all enforcement agencies a year, returnable to the Traffic Violations Bureau.

FACT: The New York Police Department issues approximately 20,000 summonses returnable to the Environmental Control Board per year.

Until recently, Criminal Court had a non-appearance rate of nearly 75% for summons recipients and little, if any, enforcement action was taken. In response, the Police Department, in conjunction with the Manhattan District Attorney's Office and the Office of Court Administration, launched a pilot project, called Operation N-Force, in the Sixth Precinct to test several reforms of the summons process.

This pilot project suggests that enhanced training of officers on the issuance of summonses, warrant issuance for those who do not appear, stricter identification standards, and better communication between police and the Courts can result in making the summons a more productive and useful crime-fighting tool.

STRATEGY

Beginning July 18, 1994, it will be the policy of the New York City Police Department to:

EMPOWER PRECINCT COMMANDERS TO RESPOND TO DISORDERLY AND PERSISTENT QUALITY OF LIFE CONDITIONS

- by providing attorneys to work as quality of life counsels with Precinct Commanders to aid those commanders in addressing vexing, difficult, and persistent quality of life conditions;
- by developing precinct-level expertise in decoy operations and car-forfeiture operations to conduct sustained Operation Losing Propositions against those who would patronize street prostitutes;
- by giving borough commands and precincts the equipment and resources to conduct sustained Operation Soundtraps and Operation Cyclechecks;
- by authorizing Precinct Commanders to convene meetings with all bar and club owners in neighborhoods affected by the sale of liquor to minors to explain the laws regarding underage sale and authorizing deployment of uniformed supervisors to inspect establishments that sell liquor and to conduct their own undercover operations against premises selling alcohol to minors;
- by emphasizing enforcement of existing laws against harassment, assault, menacing, disorderly conduct and damage to property which apply to panhandlers as well as all other people;

- by focusing on enforcement efforts against unlicensed vendors and requiring licensed vendors to operate within legal constraints;
- by enforcing existing anti-graffiti laws which seek sentences of community service that require violators to engage in clean-up efforts and expand penalties for repeat violators. Convene a citywide anti-graffiti conference to focus the attention of the police and other agencies on this problem and to develop a compendium of successful approaches; and
- by stepping-up enforcement efforts; issuance of summonses and arrests for repeat violators against those who urinate in public, throw empty bottles on the street or otherwise litter or are involved in even relatively minor damage to property.
- by institutionalizing the successful approaches against "squeegee cleaners" so that Precinct Commanders can take sustained actions against this behavior.

REFOCUS DEPARTMENT RESOURCES

- by concentrating the anti-prostitution efforts of the Public Morals Division of OCCB on indoor prostitution locations identified by Precinct Commanders, while providing technical support to Precinct Commanders in dealing with street prostitution conditions; and
- by applying Nuisance Abatement powers on a citywide basis, using lawyers of the expanded Civil Enforcement Division and working with the Office of the Corporation Counsel, to close down illegal indoor businesses such as smoke shops, crack houses, and illegal massage parlors.

REVISE THE DEPARTMENT'S DIRECTIVES AND PROCEDURES

- by developing legal guidelines to assist field personnel in implementation of car-forfeiture and car-seizure operations;
- by requiring government-issued photo identification for the issuance of criminal summonses on the street;
- by requiring the same level of identification for the issuance of Desk Appearance Tickets at precincts;
- by enhancing supervisory accountability for warrant checks on Desk Appearance Tickets; and
- by tripling the misdemeanor recidivist list so that Desk Appearance Tickets will not be issued to high-risk individuals, those with 5 or more misdemeanor convictions within the last five years.

REVISE AND EXPAND TRAINING

- by developing training for female undercover precinct officers to conduct "john" operations;
- by expanding the training of Borough Task Force personnel in the proper use of sound meters, both for "boombox cars" and loud clubs;
- by developing departmental expertise in enforcement of motorcycle regulations;
- by developing training for precinct uniform personnel in conducting undercover operations against premises selling alcohol to minors;

- by training officers on the issuance of summonses under the new guidelines; and
- by developing problem-solving seminars on quality of life strategies for Precinct Commanders.

SECURE PASSAGE OF NEW LEGISLATION

- to allow law enforcement to more effectively address aggressive panhandling;
- to allow recipients of criminal court summonses to plead guilty and pay a fine by mail;
- to allow for the fingerprinting of individuals arrested for illegal vending and driving with a suspended license;
- to authorize police officers to seize vehicles engaged in illegal dumping;
- to authorize police to seize the bicycles of individuals engaged in activity that violates the Administrative Code sections regulating bicycle messengers or actions that impede the movement of pedestrians on sidewalks; and
- to empower apartment residents, tenant organizations, block associations, and other community associations to seek evictions of tenants who deal drugs or engage in other unlawful activity.

Empower Precinct Commanders To Respond to Disorderly and Persistent Quality of Life Conditions

To empower Precinct Commanders to respond to persistent quality of life conditions, the Department will take the following steps:

- 1) By August 15, 1994 the Legal Bureau will expand the Civil Enforcement Initiative to the following precincts: 1st, 5th, 7th, 23rd, 25th, 28th, 32nd, 40th, 42nd, 44th, 48th, 60th, 61st, 62nd, 70th, 73rd, 75th, 81st, 100th, 101st, 103rd, 105th, 106th, 113th. Under the Civil Enforcement Initiative, attorneys are being assigned to each of the six Divisions that include these precincts, as well as to six other Divisions. The attorneys will meet with Division and Precinct Commanders to develop comprehensive strategies to address quality of life conditions. This will bring the Civil Enforcement Initiative to a total of 55 precincts throughout the City.
- 2) By August 15, 1994, the Chief of Patrol will complete a survey of all precincts to determine which communities have significant street prostitution conditions. The Public Morals Division will develop a problem-solving seminar for Precinct Commanders and other precinct personnel on how to conduct "john" operations. The Legal Bureau will provide training on the legal issues pertaining to Operation Losing Proposition. Once trained, the Precinct Commanders will be able to conduct sustained Operation Losing Propositions in their precincts.
- 3) By August 15, 1994, the Chief of Patrol will survey all precincts to determine which communities experience noise problems, including "boombox cars", motorcycles, radios, clubs, parties, and will develop a problem-solving seminar for those Precinct Commanders on how to combat those problems. Borough Task Force personnel will be used, as requested by Precinct Commanders, in Operation Soundtraps to measure "boombox cars".
- 4) By August 15, 1994, the Legal Bureau and Department of Environmental Protection will develop and test a new protocol for enforcing noise standards against clubs and discos.
- 5) By August 15, 1994 the Legal Bureau and the Chief of Patrol will develop guidelines for responding to noisy parties.

- 6) By August 15, 1994, the Legal Bureau and the Chief of Patrol will issue new guidelines for responding to car alarms.
- 7) By August 15, 1994, the Office of the Chief of Patrol will survey all precincts to determine which communities have bars, delicatessens, and other licensed premises that persistently serve alcohol to minors. The Chief of Patrol and Deputy Commissioner, Training will develop problem-solving materials for those Precinct Commanders regarding the successful initiative with the Department and the State Liquor Authority and will direct meetings in the affected precincts between the owners of these establishments and representatives of the Department and the SLA.
- 8) The Police Department's Deputy Commissioner, Community Affairs, will convene a Conference to Combat Graffiti. The DCCA will invite elected officials, community groups, and civic organizations to this conference. The DCCA will publish a "how-to" booklet on strategies to address graffiti. The policy on the rewards program will be published.
- 9) By August 15, the Department will also promulgate a new order denying eligibility for Desk Appearance Tickets to individuals arrested for graffiti vandalism.
- 10) By September 15, 1994, the Chief of Department will complete an evaluation of the 90-day pilot program, conducted with the Health and Hospitals Corporation and the city and state offices of Mental Health, for responding to chronic emotionally-disturbed persons. If successful, the program will be expanded to all HHC emergency rooms and ultimately to the city's voluntary hospitals as well.
- 11) The Chief of Patrol will continue to monitor the Department's program to respond to the problem of squeegee cleaners and will adjust tactics as needed.
- 12) By September 15, 1994, the Chief of Patrol, in conjunction with the Deputy Commissioner, Legal Matters, will develop operational protocols for Precinct Commanders to implement Operation Cyclecheck throughout the city, building on the experience of the joint operation with the Department of Motor Vehicles.

- 13) As required, Precinct Commanders will apply Operation Spoke to areas where bicyclists making deliveries for restaurants or other businesses are causing problems for motorists or pedestrians.
- 14) By August 15, 1994, the Chief of Patrol and the Deputy Commissioner, Legal Matters will develop protocols for the purchase of alcohol by undercover precinct personnel and the inspection of licensed premises by uniformed supervisors who have been selected for that purpose by Precinct Commanders.
- 15) By October 1, 1994, the Chief of Patrol will ensure that the Police Officers assigned to traffic intersections under the expanded Midtown Traffic Area take appropriate enforcement action against all traffic violations, including those involving bicyclists. Approximately 200 police officers will be assigned to these duties.
- 11) The Chief of Patrol will continue to monitor the Department's enforcement efforts against illegal vendors and will adjust tactics as needed.

Refocus Department Resources

PUBLIC MORALS DIVISION

By August 15, 1994, the Chief of Organized Crime Control will redefine the mission of the Public Morals Division in the area of street prostitution, to provide support and expertise to Precinct Commanders and training to precinct personnel while maintaining PMD's own enforcement efforts against inside prostitution locations.

BOROUGH TASK FORCES

The Chief of Patrol will ensure that Borough Task Forces are trained in the use of decibel meters to conduct Operation Soundtrap.

NUISANCE ABATEMENT

By July 29, Precinct Commanders in the 55 precincts that are participating in the Civil Enforcement Initiative will develop, in conjunction with the attorneys of the Department's Civil Enforcement Division, their lists of locations prioritized for closure.

MANHATTAN TRAFFIC AREA

As of October 1, 1994, two weeks after the Police Department is scheduled to take over traffic enforcement from the Department of Transportation, police officers posted to high-visibility intersections will enforce all traffic regulations, including those governing bicycles.

EQUIPMENT PURCHASES

The Police Department is spending drug forfeiture funds to purchase sufficient numbers of decibel meters (to address noise conditions), KEL sets (to record conversations between undercover officers and patrons of prostitutes), and nightscopes (to detect nighttime graffiti vandalism).

REVISE DEPARTMENTAL POLICIES AND PROCEDURES

CAR SEIZURES

By August 15, 1994, the Deputy Commissioner, Legal Matters, will develop legal guidelines to assist Precinct Commanders in implementation of car seizure operations.

IDENTIFICATION REQUIREMENTS FOR SUMMONSES AND DESK APPEARANCE TICKETS

By August 15, 1994, the Office of the Chief of Patrol will expand Operation N-Force to one precinct in each Patrol borough, and then by August 29, to all precincts throughout the city, thereby establishing uniform standards for identification and processing of defendants receiving criminal court summonses.

By August 15, 1994, the Criminal Justice Bureau will establish similar citywide standards for issuance of Desk Appearance Tickets, including the implementation of the expanded misdemeanor recidivist list and strengthened supervisory controls.

By August 15, 1994, the Office of Management Analysis and Planning will issue a directive denying Desk Appearance Tickets to graffiti vandals.

GRAFFITI REWARD PROGRAM

By August 15, 1994, the Office of Management Analysis and Planning will issue a new directive making the graffiti reward program citywide.

CHRONIC MENTALLY ILL PERSONS

By September 15, 1994, the Chief of Department will determine whether the pilot project with Elmhurst and Bellevue Hospitals has been effective in increasing the enforcement time of police officers and in providing physicians with the information they need to decide a course of treatment for emotionally disturbed persons brought in by police.

EDP DATABASE

By November 1, 1994, the Management Information System Division of the Police Department will make available for use by all precincts a database for storing and retrieving information being collected by police officers on emotionally disturbed persons.

SUPERVISORY ACCOUNTABILITY FOR WARRANT CHECKS ON DESK APPEARANCE TICKETS

By August 15, 1994, the Deputy Commissioner, Legal Matters will distribute new procedures and guidelines so that supervisors do not allow the issuance of Desk Appearance Tickets to ineligible defendants.

MISDEMEANOR RECIDIVIST LIST

By September 1, 1994, the Police Department and the Division of Criminal Justice Services will create an expanded list of approximately 10,000 individuals who will no longer be eligible for Desk Appearance Tickets. The list will be comprised of all individuals (excluding prostitutes) who have been convicted of at least 5 misdemeanors within the last five years.

PATROL GUIDE

By September 1, 1994, the Deputy Commissioner, Policy and Planning will re-examine all pertinent sections of the Patrol Guide to ensure consistency with Police Strategy No. 5.

REVISE AND EXPAND TRAINING

SUCCESS SEMINARS

By August 15, 1994, the Deputy Commissioner, Training will develop a series of problem-solving seminars for Precinct Commanders and their designees (especially Operations Lieutenants) to share information about successful techniques, particularly focusing on the involvement of community groups in the fight against disorderly and quality of life conditions.

DECOY OPERATIONS

By August 15, 1994, the Commanding Officer, Public Morals Division and the Deputy Commissioner, Legal Matters will offer a training module, which includes legal guidance, to Precinct Commanders and their designees (especially Operations Lieutenants and Patrol Supervisors) on decoy operations to be conducted by precinct personnel.

CHRONIC MENTALLY ILL PERSONS

The Deputy Commissioner, Training, will provide training to all relevant Patrol Supervisors, in areas where hospitals have joined in the pilot project begun at Elmhurst and Bellevue hospitals, on the use of the new form, "Report of the Police Officer's contact with Emotionally Disturbed Persons."

SECURE PASSAGE OF NEW LEGISLATION

By July 29, 1994, to enhance the Department's effectiveness in alleviating disorderly conditions, the Deputy Commissioner, Legal Matters will advance to the Police Commissioner a "Quality of Life Legislative Agenda" that will support legislation already proposed by the Mayor and/or approved by legislative authorities and supplement these where necessary to:

- 1) prohibit "aggressive" begging;
- 2) provide for defendants to plead guilty to criminal summonses by mail;
- 3) authorize fingerprinting of individuals charged with driving with suspended licenses or driving while intoxicated, and individuals charged with illegal vending;
- 4) authorize the police to seize vehicles engaged in illegal dumping;
- 5) authorize the police to seize bicycles of individuals engaged in illegal activity; and
- 6) empower residents, community organizations, and tenant groups to seek evictions of drug dealers.

BUILDING PARTNERSHIPS

The Department will seek the committed support of:

- 1) the Department of Environmental Protection to conduct joint operations and training regarding noise violations;
- 2) the Department of Motor Vehicles to develop training for precinct personnel regarding motorcycle violations;
- 3) the Office of Court Administration to support Operation N-Force's expansion throughout the City;
- 4) the District Attorney's Offices to support Operation N-Force and graffiti prosecutions and to develop, where appropriate, "community impact statements" so that courts are aware of the effect these crimes have on the quality of life;
- 5) the Health and Hospitals Corporation and the city and state offices of Mental Health in expanding the pilot program for responding more effectively to chronic emotionally disturbed persons who may be violent.
- 6) pending merger, the Transit and Housing Police, to undertake joint operations and exchange expertise, especially in those areas where each has been especially successful (for example, the Transit Police's progress against graffiti and panhandlers and the Housing Police's progress against graffiti and vandalism);
- 7) community groups, civic organizations and elected officials to collaborate on the Conference to Combat Graffiti; and
- 8) the Department of Probation to provide probationers to assist in graffiti removal and the Department of Consumer Affairs to use its enforcement powers against the illegal sale and display of graffiti material in coordination with other enforcement efforts.

EVALUATION

After deploying these strategies for a period of six months, a report on their impact will be completed by the Department, with recommendations for strategic and operational adjustments.

Office of Juvenile Justice and Delinquency Prevention

New Mexico

New Mexico

1. City and State: Clovis, New Mexico (Curry and Roosevelt Counties)
2. Title of Program: Youth Opportunities Unlimited, Inc - Diversion Program
3. Grantee Agency: Children Youth and Families Department
4. Funding Amount: \$59,694
5. Budget Period: October 1, 1993 - September 30, 1994
6. The general goal of this program is to divert juvenile offenders from secure detention. A major component of this project is a home detention program, which allows the probation department to release a child into their parent's custody, but still retain some restrictions on the youth. Also offered, is a comprehensive day treatment program targeting chronic truants and runaways who are at risk of detention.

The program serves alleged delinquents and chronic status offenders, and most referrals are made from juvenile probation and the court. In addition to providing the above services, Y.O.U. has been coordinating the State services provided to "Families in Need of Services" in the area. The program served over 600 youth in the first seven months of this program year. The State Advisory Group considers it to be a model program that can be replicated in other communities around the State.

7. Contact: Christina Pedrotti, Executive Director
Youth Opportunities Unlimited, Inc.
414 Mitchel Street
Clovis, New Mexico 88101
(505) 762-8385
8. Comment: This is a continuing program.

OJJDP Program Monitor: Mark Roscoe

NEW MEXICO

LOCATION: Los Cruces, NM

PROJECT TITLE: Las Cruces Teens, Crime and the Community

GRANTEE AGENCY: Teens, Crime and the Community

PROJECT DURATION: October 1, 1993 - September 30, 1994

FUNDING AMOUNT: \$5,000

STATUS: Las Cruces, near the White Sands Proving Ground in southern New Mexico, has for some time struggled with gang violence and under-age drinking problems. In September 1993, the Las Cruces School District undertook a TCC program as a pilot effort in three middle schools and a high school to address these problems. The goal of this program is to educate students and involve them in significant community anti-crime activities. By spring 1994, the program had so proved itself that it is now implemented system-wide. The Deputy School Superintendent has been able to assemble community teams - principals, teachers, law enforcement officers, Mayor's staff, the U. S. Army (a major local employer), and others -- to learn how to implement the program in each school. TCC is seen as a key element in the community's effort to reduce youth violence. At the national level, the Teens, Crime, and the Community program is a partnership of the National Crime Prevention Council and the National Institute for Citizen Education in the Law.

COMMENT FIELD: This new program has made it possible for members of the Las Cruces community, including law enforcement, schools, and elected officials, to join together with their youth in a dynamic partnership to create healthy communities in which young people feel valued and have a stake in making their neighborhoods safe.

POINT OF CONTACT: Frances Stevens
Las Cruces Public Schools
505 South Main
Las Cruces, New Mexico 88005
505/527-5851

Bureau of Justice Assistance

New Mexico

Location: New Mexico

Project Title: Drug Abuse Resistance Education

OJP Bureau: Bureau of Justice Assistance

Amount: \$680,000

Years in Operation: 3-years

Program Status: Formula Grant Program

Program Description: The Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program continues to be administered by the New Mexico Department of Public Safety. In 1991, Governor Bruce King expanded the program, which had been focused on enforcement activities, to encompass prevention activities, creating a unit within the Governor's Office, headed by the State's First Lady. The most prominent prevention program has been the Drug Abuse Resistance Education (DARE) program.

Formula Grant funds, along with Drug Free Schools and Communities funds, have been the primary support for the proliferation of Drug Abuse Resistance Education programs throughout New Mexico. The primary goal of the program was to support school-based education programs aimed at drug abuse prevention, with the active involvement of law enforcement personnel. Federal funding provided since 1991 has provided DARE curriculum instruction for approximately 44,386 school students throughout New Mexico, with all but one of the 88 school districts participating. Byrne funds also have supported the Governor's mandate to create a training program for DARE officers throughout the state. The State DARE Coordinator, with funding from the Department of Public Safety, has received training in Oklahoma, Texas, and Arizona, in order to establish the New Mexico State DARE Training Program staff. Currently there are ten officers comprising this staff, each a trained DARE mentor.

The high visibility and positive impact of the DARE program and training in New Mexico has been the source of many collaborative endeavors. Specifically, to address a gap in services for the State's Native American population, the Federal Law Enforcement Training Center (FLETC), the Bureau of Indian Affairs, and the New Mexico State DARE Coordinator have collaborated in providing training for Native American DARE officers from all over the United States. FLETC intends to continue this effort.

Contact Person: Mary Santonastasso, Chief, West Branch
202/514-6638

Comments:



Police Commissioner's Office

William J. Bratton
Police Commissioner



Police Department
City of New York

1 Police Plaza
New York, N.Y. 10038

Telephone: (212) 374-5410
Fax (212) 227-6861

Facsimile Message

Date: 4/18/95

Time Sent: 1255 pm

To: José Carda

Office: (202) 456-5568

Fax: (202) 456-7028

Number of Pages including cover sheet: 9

From: John Brody

Office: _____

PCM: _____

Special Instructions/Notes: _____

Thank You

**PRELIMINARY CRIME AND ARREST STATISTICS
as of April 2, 1995**

As an addendum to my weekly report to you, I have provided this preliminary information so that you will have a timely indicator of how well we are doing. It is important to note, however, that these statistics are very preliminary and in many instances will be revised. Therefore, we will not be making these preliminary data available to the public or to the media.

**City-wide
Crime Complaints**

	1995 YTD	1994 YTD	% Change
Murder	285	466	-38.84%
Rape	738	697	5.88%
Robbery	14237	18795	-24.25%
Fel. Assault	8366	8380	-0.17%
Burglary	19016	22582	-15.79%
Gr. Larceny	15235	16988	-10.32%
G.L.A.	18703	23602	-20.76%
Total	76580	91510	-16.32%

**City-wide
Arrest Statistics**

	1995 YTD	1994 YTD	% Change
Murder	259	335	-22.69%
Rape	376	321	17.13%
Robbery	5723	6043	-5.30%
Fel. Assault	5241	4488	16.78%
Burglary	2857	2221	28.64%
Gr. Larceny	1833	1307	40.24%
G.L.A.	1221	1332	-8.33%
Total	17510	16047	9.12%

**Figures are Preliminary
and Subject to Further Analysis and Revision**

PRELIMINARY CRIME AND ARREST STATISTICS
as of April 2, 1995

Brooklyn
Crime Complaints

	1995 YTD	1994 YTD	% Change
Murder	90	155	-41.94%
Rape	290	270	7.41%
Robbery	5010	6358	-21.20%
Fel. Assault	2946	2941	0.17%
Burglary	5590	7099	-21.26%
Gr. Larceny	2767	2920	-5.24%
G.L.A.	5717	7198	-20.58%
Total	22410	26941	-16.82%

Brooklyn
Arrest Statistics

	1995 YTD	1994 YTD	% Change
Murder	101	124	-18.55%
Rape	144	120	20.00%
Robbery	1916	1771	8.19%
Fel. Assault	1760	1366	28.84%
Burglary	939	675	39.11%
Gr. Larceny	464	265	75.09%
G.L.A.	464	511	-9.20%
Total	5788	4832	19.78%

Figures are Preliminary
and Subject to Further Analysis and Revision

**PRELIMINARY CRIME AND ARREST STATISTICS
as of April 2, 1995**

**Manhattan
Crime Complaints**

	1995 YTD	1994 YTD	% Change
Murder	56	96	-41.67%
Rape	142	133	6.77%
Robbery	3136	4581	-31.54%
Fel. Assault	1861	1959	-5.00%
Burglary	4334	5462	-20.65%
Gr. Larceny	7897	9148	-13.68%
G.L.A.	2543	2989	-14.92%
Total	19969	24368	-18.05%

**Manhattan
Arrest Statistics**

	1995 YTD	1994 YTD	% Change
Murder	59	63	-6.35%
Rape	60	66	-9.09%
Robbery	1353	1772	-23.65%
Fel. Assault	1271	1218	4.35%
Burglary	599	616	-2.76%
Gr. Larceny	789	687	14.85%
G.L.A.	208	208	0.00%
Total	4339	4630	-6.29%

**Figures are Preliminary
and Subject to Further Analysis and Revision**

**PRELIMINARY CRIME AND ARREST STATISTICS
as of April 2, 1995**

**Bronx
Crime Complaints**

	1995 YTD	1994 YTD	% Change
Murder	58	117	-50.43%
Rape	170	142	19.72%
Robbery	2854	3632	-21.42%
Fel. Assault	1940	1914	1.36%
Burglary	3438	4089	-15.92%
Gr. Larceny	1409	1466	-3.89%
G.L.A.	2673	3386	-21.06%
Total	12542	14746	-14.95%

**Bronx
Arrest Statistics**

	1995 YTD	1994 YTD	% Change
Murder	51	90	-43.33%
Rape	102	80	27.50%
Robbery	1169	1281	-8.74%
Fel. Assault	1271	1044	21.74%
Burglary	656	551	19.06%
Gr. Larceny	268	148	81.08%
G.L.A.	254	253	0.40%
Total	3771	3447	9.40%

**Figures are Preliminary
and Subject to Further Analysis and Revision**

**PRELIMINARY CRIME AND ARREST STATISTICS
as of April 2, 1995**

**Queens
Crime Complaints**

	1995 YTD	1994 YTD	% Change
Murder	68	88	-22.73%
Rape	124	137	-9.49%
Robbery	2995	3919	-23.58%
Fel. Assault	1374	1307	5.13%
Burglary	5072	5185	-2.18%
Gr. Larceny	2838	3126	-9.21%
G.L.A.	6934	8972	-22.72%
Total	19405	22734	-14.64%

**Queens
Arrest Statistics**

	1995 YTD	1994 YTD	% Change
Murder	41	51	-19.61%
Rape	62	47	31.91%
Robbery	1141	1082	5.45%
Fel. Assault	773	674	14.69%
Burglary	551	314	75.48%
Gr. Larceny	267	166	60.84%
G.L.A.	241	299	-19.40%
Total	3076	2633	16.82%

**Figures are Preliminary
and Subject to Further Analysis and Revision**

PRELIMINARY CRIME AND ARREST STATISTICS
as of April 2, 1995

Staten Island
Crime Complaints

	1995 YTD	1994 YTD	% Change
Murder	13	10	30.00%
Rape	12	15	-20.00%
Robbery	242	305	-20.66%
Fel. Assault	245	259	-5.41%
Burglary	582	747	-22.09%
Gr. Larceny	324	328	-1.22%
G.L.A.	836	1057	-20.91%
Total	2254	2721	-17.16%

Staten Island
Arrest Statistics

	1995 YTD	1994 YTD	% Change
Murder	7	7	0.00%
Rape	8	8	0.00%
Robbery	144	137	5.11%
Fel. Assault	166	186	-10.75%
Burglary	112	65	72.31%
Gr. Larceny	45	41	9.76%
G.L.A.	54	61	-11.48%
Total	536	505	6.14%

Figures are Preliminary
and Subject to Further Analysis and Revision

New York City COPS MORE

I. APPLICATION SUMMARY

The City of New York proposes to redeploy 1,170 sworn officers in administrative or clerical positions and replace them with non-sworn or civilian employees and pay for 255,840 overtime hours under COPS MORE to increase the presence of existing sworn officers in community policing activities, purchase hardware and customized software to enhance the Decentralized Arrest Processing System in order to streamline the arrest to arraignment process, purchase high speed processor set-ups for electronic pin mapping to automate crime mapping analysis and purchase radios to enhance communications capabilities. The total federal funds requested under this proposal are \$93,250,061. These funds will result in 3,341 full time equivalent officers engaged in community policing activities per year.

The City of New York is comprised of five boroughs or counties: the Bronx, Brooklyn (Kings County), Manhattan (New York County), Queens and Staten Island (Richmond County). The number of sworn officers performing law enforcement duties for this agency as of October 1, 1994 was 30,362. The Department protects lives and property, responds to emergency calls, prioritizes crimes in progress, investigates reported crimes, apprehends violators and addresses quality of life issues in the City. The Department also responds promptly to emergencies and disasters, maintains order at public events, demonstrations and civil disturbances, intervenes in family and public disputes, refers people in distress to appropriate social service agencies and instructs the public in crime prevention activities. The Department has created a partnership with citizens and public and private agencies to identify, aggressively attack and successfully solve problems that are engendering crime, disorder and fear. As these conditions are removed, the Department, other agencies and the public work together to prevent new problems from arising and becoming serious.

The agency serves a total population of 7.5 million residents and an additional 700,000 daily commuters. The total number of 1994 Part I Index Crimes for the agency was 530,000 (estimate based on ten month actual number of Part I Index Crimes).

The City of New York's five year community policing plan of action incorporates recommendations from the Department's six Crime Control Strategies and Re-engineering Reports.

The officers redeployed to community policing will contribute to this plan by engaging in activities related to the furtherance of community policing and the Department's Crime Control Strategies.

The NYPD has been engaged in an all-out effort to refocus the Department's resources on its core mission of fighting crime, disorder and fear. We have adopted six Crime Control Strategies dealing with guns, youth violence, drugs, domestic violence, disorder and auto crime. Each strategy includes a comprehensive analysis of how the Department has been employing its police resources and each provides a blueprint for how these resources can be better marshalled to have a real and lasting impact. For example, the Department's strategy, *Curbing Youth Violence in the Schools and on the Streets*, requires additional Youth Officers to be assigned to every precinct. These Youth Officers, along with additional Domestic Violence Officers and Investigators, will enable precinct commanders to address local crime and fear problems more efficiently and effectively. Assignments will be based on need as determined by each precinct commander.

Additional officers will also be redeployed to the precincts as part of the implementation of the Department's Quality of Life, Drug, Gun and Auto Theft Strategies. These officers will work in precincts that have a high incidence of quality of life, drug, gun and auto theft activity. They will work with precinct commanders to develop problem-solving strategies in an effort to alleviate existing problems and prevent new ones from arising.

This plan was developed in consultation with the Mayor's Criminal Justice Coordinator. The Criminal Justice Coordinator's office oversees and coordinates the various City agencies that have an impact upon public safety and advises the Mayor on Criminal Justice issues. The Coordinator is also responsible for implementation of initiatives and programs in the Criminal Justice System.

The major public safety needs that will be addressed through the redeployment of existing officers are: getting guns off the streets of New York, curbing youth violence in the schools and on the streets, driving drug dealers out of New York, reclaiming the public spaces of New York, breaking the cycle of domestic violence and reducing auto-related crime in New York City.

The program will emphasize new hires, with some flexibility for cities that want to redeploy their current force. At least 85% of the grant funds must go to hire, rehire, and train new police officers. At the Attorney General's discretion, the remainder -- up to 15% -- can be used to promote community policing in other ways: redeploying existing officers, purchasing new equipment, paying overtime, etc.

To give cities even more flexibility and make it easier for them to put more police on the street faster, we added a provision that for the first three years of the program will allow cities to use some of the money from the 85% hiring pot for innovative strategies to redeploy existing officers, so long as they can demonstrate that doing so will put more police on the street. New York City, which has already expanded its police force, will be able to purchase computer equipment and hire clerks so that more of those officers can walk a beat instead of sit behind a desk;

The Brooklyn District Attorney, Charles Hines, administers a very successful drug court program call Drug Treatment Alternatives to Prison (DTAP). DTAP couples residential drug treatment (18 months to 2 years) with tough enforcement. Second-time felony offenders facing prison terms of up to 3 years are eligible for the program. If they complete the long-term treatment program, charges against them are dropped. But if they dropout, they are sought out by special enforcement teams, returned for prosecution and sent to prison. In recent years, DTAP has had a retention rate of over 80%.

hit yarn is KO'd by panel

By JOE LAMSIET,
LAURA FAHRENTHOLD,
MIGUEL GARCILAZO
and DICK SHERIDAN

Daily News Staff Writers

A bizarre tale of a plot to lure two Queens cops into an ambush and kill them was thrown into doubt yesterday when a grand jury refused to indict three suspects.

The day began with the Police Department hailing the cops, who were supposedly marked for death because they aroused drug dealers' ire in the Rockaways.

Police said they had a report from an unidentified informant who on Jan. 31 told cops that the three men were planning to use a fake 911 call to lure Detective Elizabeth Curcio, nicknamed Blondie, and Officer Timothy Farrell into an ambush.

The plot allegedly was hatched in retaliation for the drug-busting efforts of the two cops, who together had made more than 30 narcotics arrests since October in and around the Hammel Houses project, off Rockaway Beach Blvd.

No weapons were recovered.

Two of the accused men — George Rodriguez, 20, and Jose Rodriguez, 27, who are not related — were picked up at their homes in early-morning raids by heavily armed police last Thursday. The third man, Steven Clark, 20, was arrested Monday.

"Why would I want to hurt Blondie?" asked Jose Rodriguez upon his release last night. "She's one of the best cops there."

"When I got pistol-whipped by one officer from the 100," he said, "she helped me."

Clark, who was released with Jose Rodriguez, also denied taking part in any conspiracy. He said, "I didn't give myself up because I was scared of what was going to happen. They told my mother I wanted to kill a cop."

George Rodriguez remained behind bars, serving a two-day sentence on a previous charge.

The men were accused

on crime slices bit off Apple

By DAVE EISENSTADT

Daily News Washington Bureau

WASHINGTON — House Republicans plan to put \$12.5 billion into fighting crime, but they might end up mugging New York — costing the city 3,000 new cops and millions for battered women's shelters.

"The bottom line is if the GOP crime bill becomes law, it hurts New York in the area where we can least afford harm," said Rep. Charles Schumer (D-Brooklyn).

The Republican crime bill, which would replace last year's Democratic measure, covers such pledges in the GOP "Contract With America" as limiting death row appeals and building more prisons.

But the city could lose at least \$140 million it stood to gain under last year's law.

The GOP plan collapses a series of prevention efforts, such as putting 3,000 cops on New York streets and funding women's shelters, into pools of money called block grants — but cuts them by 20%.

Under the crime law, \$829 million was headed for New York. The GOP plan would send about \$680 million.

Despite the criticism, Republicans insist they want to redo the crime bill because last year's version tied the hands of local governments.

"It's a new direction in crimefighting, it puts the responsibility for crimefighting where it belongs — in the hands of local government," said Rep. Henry Hyde (R-Ill.), who heads the House Judiciary Committee.

The GOP bill is expected to pass the House next week along a party line vote and head to the Senate for a tougher fight. The House plans to take up the controversial assault weapons ban later this year.

City hits roof on homeless of W'chester

By JOEL SIKON

Daily News City Hall Bureau Chief

Top city officials yesterday demanded that well-to-do Westchester County stop exporting its homeless to New York City — but the county refused.

City officials reacted with outrage to a Daily News report that Westchester housed homeless adults for a total of 7,799 overnight stays at two Harlem locations and a Bronx motel.

"Westchester generally is first in line to take assets, like the Yankees, but last in line to do their fair share to build low-income housing or help the homeless," said Bronx Borough President Fernando Ferrer.

"To pay to house them in New York City is outrageous — and I don't care if it's only one individual who's being housed," Ferrer said.

Public Advocate Mark Green, Manhattan Borough President Ruth Messinger and City Council Speaker Peter Vallone also denounced the practice.

Many officials seized on Westchester's conduct to deflate the glowing publicity its social services chief, Mary Glass, received after her appointment as Gov. Pataki's acting state social services chief.

And they contrasted the need for hotels with comments that "everyone has friends or relatives" they could stay with if Pataki succeeds in cutting welfare to able-bodied adults after 90 days.

Mayor Giuliani and Vallone ordered their staffs to investigate Westchester's practice and determine what, if any, fiscal effect it's having on the city.

But Giuliani stopped short of demanding an end to the across-the-border placements, saying, "Even if this was inappropriate, this is not a major problem."

"We're not talking about a large number of people. We are not talking about a huge expenditure of money, in light of all that's being spent. And we have a lot of reciprocal arrangements," he said.

Westchester's acting social services commissioner, Philippe Gille, picked up that theme, saying the county now is housing 32 people a night in the city.

He said the criticism was unfair because Westchester's caseload of 3,650 homeless adults includes 128 people who claim New York City as their last permanent address.

But advocates for the homeless said as many people with Westchester addresses could surely be found in the city's caseload.

Nudie cop must step out of uniform

By JOE LAMSIET

Daily News Staff

Just as she did for Playboy last

Shaya, who was found guilty by a department judge of misusing the uniform when she posed for Playboy in

freed a jury refused to indict.

"Presumably, the grand jury found insufficient evidence to indict," said Mary de Bourbon, spokeswoman for Queens District Attorney Richard Brown.

Meanwhile, supporters of the three outside the Queens House of Detention charged police raiders unnecessarily roughed up occupants of the men's homes in the arrests.

Clark said his brother's girlfriend, Lakisha Saunders, 19, who was four months pregnant, suffered a miscarriage after she was thrown to the floor by police.

nugie cop Carol Shaya is going to have August
to give up her uniform again. Her handcuffs, police, nightstick
This time, it will be part of a one- and bright He wore all she
month suspension of when Shaya appeared in the magazine
That was the punishment the Police without authorization, officials said.
Department imposed yesterday on She faced dismissal from the force.

Strangulation now cited in a death

A man found in a cardboard box on Staten Island did not die of exposure — as first believed — but was strangled, officials said yesterday.

The man was discovered by two Consolidated Edison employees on Monday. He was wrapped in cardboard and plastic beneath the Bayonne Bridge.

The dead man is described as white

or Hispanic, in his 30s or 40s, 5-feet-8 and 125 pounds. He was wearing a blue sweatshirt, gray slacks, white socks, black and white Converse sneakers and white long underwear.

He had tattoos on each of his shoulders. Anyone with information is asked to call (718) 987-3100 or (800) 577-TIPS.

Al Baker