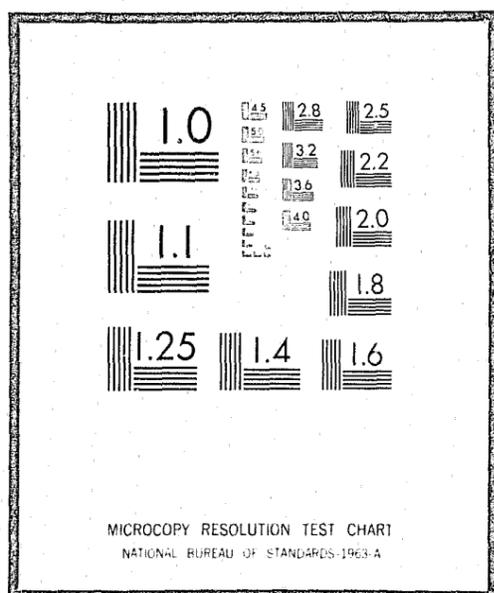


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LOCAL CRIMINAL JUSTICE
APPROPRIATIONS
IN
MONROE COUNTY, NEW YORK
1960-1973

Information Paper #4

Grant 72-NI-02-0001

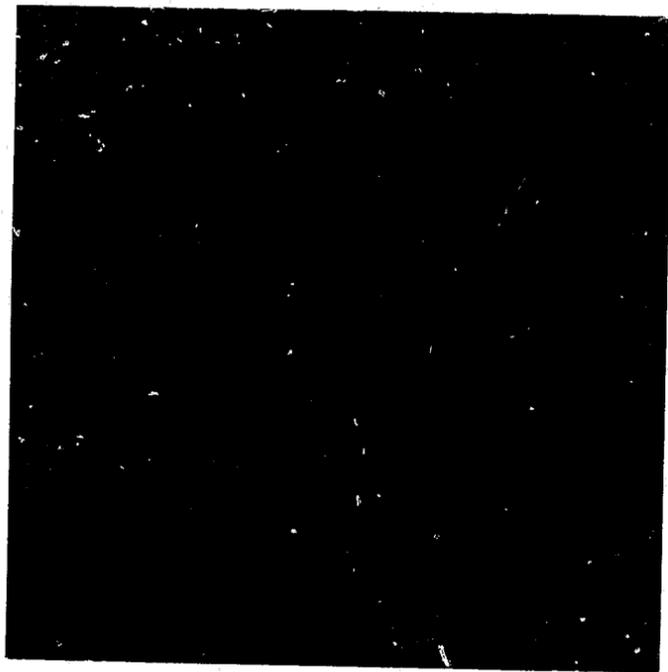
October 30, 1973

Graduate School of Management
Rochester-Monroe County
Criminal Justice Pilot City Program

University
of
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Information Paper #4

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October 30, 1973

Prepared by

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ABSTRACT

This information paper, one in a series being prepared by the Pilot City staff for dissemination to the community, updates previously compiled data on local appropriations for criminal justice. It is hoped that the baseline data presented will provide a perspective of the local criminal justice system which can serve as a reference framework for identifying problem areas and ordering priorities.

This paper presents budget data for three points in time, from thirty-one local governments in Monroe County, showing funds appropriated for local agencies directly involved with processing the criminal offender. The data indicate that although local appropriations for criminal justice activities have quadrupled from 1960 to 1973, the proportion of criminal justice appropriations to total appropriations is the same today as in 1960. At the same time, our analysis has shown a sharp increase over the past year in the proportion of total local appropriations expended for criminal justice.

In developing the material for this paper, the Pilot City staff would like to acknowledge the assistance rendered by the village clerks; county, city, and town officials; and the Citizen's Tax League and the Center for Governmental Research Inc. who supplied special data from their studies regarding fringe benefits for police. We would also like to thank Judy Tsai of our office who assisted in the data collection.

The preparation of this document was supported by Grant 72 NI-02-0001 from the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration, United States Department of Justice. Statements or conclusions contained in this paper do not necessarily indicate the concurrence of the Institute.

Publication #12
Information Paper #4

In May, 1973, the Pilot City Program released its first information paper, Local Criminal Justice Appropriations in Monroe County, New York, which presented an overview of public appropriations for criminal justice services on the village, town, city, and county level for the years 1960 and 1972. The first paper indicated dollar amounts, together with a breakdown of appropriations by function and locality. We intend to extend the analysis in this paper by including updated budget information concerning these appropriations.

In Monroe County, as in other areas of the United States, while state and federal agencies provide some services at the local level, the major portion of criminal justice costs are a responsibility of the local governments. This report has been prepared to highlight the scope and distribution of local government appropriations for local criminal justice activities. The information is based on budgeted appropriations for the years 1960 (60-61), 1972 (72-73), and 1973 (73-74).¹ Figures from these years were selected for three reasons: first, one can look at changes over time; second, since 1960 was a census year, it will enable us, in subsequent reports, to analyze trends in population characteristics together with trends in criminal justice; and third, the latter years, 1972 (72-73) and 1973 (73-74) are the most

¹ The fiscal year for the County and 19 towns is the calendar year; the fiscal year for the City runs from July 1 - June 30; and the fiscal year for 9 of the villages from June 1 - May 31. The Village of Churchville's fiscal year runs March 1 - February 28.

recent ones for which all necessary budget information is available.

Budget data, as contained in this report, will be updated when the 1974-75 budgets are adopted.

As shown in Table 1, during the past year, local appropriations for criminal justice activities increased by 11.6% from 30.4 to 34 million dollars. During this same period, total local appropriations (exclusive of appropriations for schools) only increased 5%, indicating that there has been not only an absolute increase but also a relative increase in the amount appropriated by local communities for criminal justice. In 1972, criminal justice appropriations accounted for 9.0% of total appropriations; today it accounts for 9.6%.

A close look at Table 1 reveals that the City of Rochester was the locality most responsible for this relative increase in criminal justice appropriations, with a \$1.8 million boost in this category over the past year. An even closer look at Tables 4 and 5 reveals that of the additional \$1.8 million, almost all was appropriated for law enforcement.

A bit more insight is gained if one compares budget data from 1960 with current data and notes the changes over the past fourteen years. Table 1 illustrates that in the 14 year period 1960 (60-61) to 1973 (73-74), local appropriations for criminal justice activities have quadrupled, increasing from 8.5 to 34 million dollars. During this same period, however, total local appropriations (exclusive of appropriations for schools) increased at the same pace. The result is that today, relative to total appropriations, the local community appropriates almost

TABLE 1: COMPARISONS OF LOCAL CRIMINAL JUSTICE APPROPRIATIONS TO TOTAL APPROPRIATIONS¹ 1960 (60-61), 1972 (72-73), 1973 (73-74)

	Towns	Villages	City	County	TOTAL
1960 Total Local Appropriations	\$10,004,636 ²	\$2,438,706	\$38,189,213	\$ 35,939,040	\$ 86,571,595
1960 Criminal Justice Appropriations	815,453	172,247	4,610,609	2,964,536	8,562,845
Percent Criminal Justice Appropriations to Total	8.2	7.1	12.1	8.2	9.9
1972 Total Local Appropriations	34,890,183 ²	7,282,560	86,851,682	208,043,610 ³	337,068,035
1972 Criminal Justice Appropriations	3,540,118	468,997	14,531,875	11,902,902	30,443,892
Percent Criminal Justice Appropriations to Total	10.1	6.4	16.7	5.7	9.0
1973 Total Local Appropriations	38,861,018 ²	8,098,255	94,486,993	211,872,303 ³	353,318,569
1973 Criminal Justice Appropriations	4,169,501	518,440	16,336,536	12,946,065	33,970,542
Percent Criminal Justice Appropriations to Total	10.7	6.4	17.3	6.1	9.6
1960 - 1973 Percentage Increase in Total Appropriations	288	232	147	490	308
1960 - 1973 Percentage Increase in Criminal Justice Appropriations	411	201	254	337	297
1972 - 1973 Percentage Increase in Total Appropriations	11.4	11.2	8.8	7.8	4.8
1972 - 1973 Percentage Increase in Criminal Justice Appropriations	17.8	10.5	12.4	8.8	11.6

¹ Does not include school district appropriations.

² Includes the amount to be raised by taxes for Special District Accounts (appropriations not available).

³ Adjustments have been made to the County budget figures for total appropriations to include Pure Waters, and to exclude all but Monroe County's contribution to the Genesee/Finger Lakes Regional Planning Board.

the same proportion for criminal justice as in 1960. In 1960, as in 1973, criminal justice appropriations accounted for approximately 10% of total local appropriations.

As Table 2 indicates, prior to 1972, total local criminal justice expenditures increased on the average at an annual rate of 11.1% while total budgeted appropriations increased at an average annual rate of 12%. However, between 1972 and 1973, criminal justice appropriations increased by 11.6% while total appropriations increased by a mere 4.8%. These figures indicate a relatively increased emphasis on budgeting for criminal justice services.

TABLE 2: AVERAGE ANNUAL CHANGES IN APPROPRIATIONS

	1960 (1960-61)	1972 (1972-73)	1973 (1973-74)	Average Annual % Change 1960-1972	% Change 1972-1973
Total Criminal Justice Appropriations	\$ 8,562,845	\$ 30,443,892	\$ 33,970,542	11.1	11.6
Total Appropriations	\$86,871,595	\$337,068,035	\$353,318,569	12.0	4.8

Table 1 also shows the proportion of criminal justice to total appropriations by the City, County, and towns and villages as a group. While the City of Rochester and the 19 towns are allocating a larger percentage of their appropriations to criminal justice activities, the County of Monroe and the ten villages are allocating a smaller percentage than in 1960. It is stressed, however, that these ratios are partially a function of total appropriations. The County had one of the largest percentage increases in criminal justice

appropriations per se. Compared to other municipalities, however, the County's total appropriations grew at the fastest pace during this period, partially due to the fact that it had several functions transferred to it from other municipalities and also assumed new county-wide services.

Table 3 compares the distribution of local criminal justice appropriations by functional categories for 1960, 1972, and 1973. As evident in the table, the largest long-term increases in appropriations, as well as in the relative proportion of total criminal justice appropriations, occurs in courts followed by corrections and law enforcement. Over the past year, the greatest increase occurred in law enforcement.

TABLE 3: DISTRIBUTION OF LOCAL CRIMINAL JUSTICE APPROPRIATIONS

	1960 (60-61)		1972 (72-73)		1973 (73-74)		Increase in Appropriations 1960-1973 %	Increase in Appropriations 1972-1973 %
	\$ (millions)	%	\$ (millions)	%	\$ (millions)	%		
Law Enforcement	6.40	75	21.36	70	24.34	72	+280	+14.0
Corrections	1.25	15	5.11	17	5.36	16	+329	+ 4.9
Courts	.91	11	3.97	13	4.27	13	+369	+ 7.6
TOTAL	8.56	100*	30.44	100	33.97	100*	+297	+11.6

*Due to rounding does not add exactly to 100%.

Tables 4, 5, 6, following, provide details on criminal justice appropriations by year, function, and governmental jurisdiction. It is pointed out that of the thirty-one local governments in Monroe County (County, City, 19 towns, and 10 villages), almost all appropriate funds for criminal justice services.

TABLE 4: 1973-74 LOCAL APPROPRIATIONS FOR CRIMINAL JUSTICE

	Towns (1973)	Villages (1973-74)	City (1973-74)	County ⁴ (1973)	Total
<u>Law Enforcement</u>					
Police ¹	\$3,762,331 ²	\$473,182 ³	\$15,886,538 ⁵	\$ 3,798,721	\$23,920,772
Constables & School Crossing Guards, Police Training ⁷ Police Radio ⁹ Public Safety Lab Regional Crime Lab	47,204 ⁶	32,053 ⁶	81,342 ⁸	102,086 123,450 33,157	-79,257 81,342 102,086 123,450 33,157
TOTAL	\$3,809,535	\$505,235	\$15,967,880	\$ 4,057,414	\$24,340,064
<u>Courts & Related Functions</u>					
Criminal Courts ¹⁰ Public Defender District Attorney Law Library Commissioner of Jurors Grand Jury ¹² Family Court ¹²	\$ 359,966 ⁶	\$ 12,845 ⁶	\$ 368,656 ¹¹	\$ 701,756 470,646 990,530 12,463 168,946 152,730 1,028,978	\$ 1,443,223 470,646 990,530 12,463 168,946 152,730 1,028,978
TOTAL	\$ 359,966	\$ 12,845	\$ 368,656	\$ 3,526,049	\$ 4,267,516
<u>Corrections</u>					
Adult Probation County Jail & Penitentiary ¹² Family Court Probation ¹² Monroe County Intoxication Diversion		\$ 360 ¹³		\$ 817,295 3,338,857 1,028,978 177,472	\$ 817,295 3,339,217 1,028,978 177,472
TOTAL		\$ 360		\$ 5,362,602	\$ 5,362,962
GRAND TOTAL	\$4,169,501	\$518,440	\$16,336,536	\$12,946,065	\$33,970,542

See Table 8 for Explanatory Notes.

TABLE 5: 1972-73 LOCAL APPROPRIATIONS FOR CRIMINAL JUSTICE

	Towns (1972)	Villages (1972-73)	City (1972-73)	County ⁴ (1972)	Total
<u>Law Enforcement</u>					
Police ¹	\$3,193,573 ¹⁴	\$449,352 ¹⁵	\$13,993,350 ¹⁶	\$ 3,215,465	\$20,851,740
Constables & School Crossing Guards, Police Training ⁷ Police Radio ⁹ Public Safety Lab	33,522 ¹⁷	5,246 ¹⁷	140,000 73,488 ¹⁸	96,147 159,493	178,768 73,488 96,147 159,493
TOTAL	\$3,227,095	\$454,598	\$14,206,838	\$ 3,471,105	\$21,359,636
<u>Courts & Related Functions</u>					
Criminal Courts ¹⁰ Public Defender District Attorney Law Library Commissioner of Jurors Grand Jury ¹² Family Court ¹²	\$ 313,023 ¹⁷	\$ 14,039 ¹⁷	\$ 325,037 ¹⁹	\$ 653,567 438,249 930,839 19,169 143,498 142,043 994,168	\$ 1,305,666 438,249 930,839 19,169 143,498 142,043 994,168
TOTAL	\$ 313,023	\$ 14,039	\$ 325,037	\$ 3,321,533	\$ 3,973,632
<u>Corrections</u>					
Adult Probation County Jail & Penitentiary Family Court Probation ¹² Monroe County Intoxication Diversion		\$ 360 ¹³		\$ 813,187 3,102,909 994,168 200,000	\$ 813,187 3,103,269 994,168 200,000
TOTAL		\$ 360		\$ 5,110,264	\$ 5,110,624
GRAND TOTAL	\$3,540,118	\$468,997	\$14,531,875	\$11,902,902	\$30,443,892

See Table 8 for Explanatory Notes.

TABLE 6: 1960-61 LOCAL APPROPRIATIONS FOR CRIMINAL JUSTICE²⁰

	Towns (1960)	Villages (1960-61)	City (1960-61)	County (1960)	Total
<u>Law Enforcement</u>					
Police ¹	\$794,825	\$160,832	\$4,290,658 ²¹	\$1,042,120	\$6,288,435
Constables & School Crossing Guards	10,534	6,971			17,505
Police Training			44,400		44,400
Police Radio ²²			49,118		49,118
TOTAL	\$805,359	\$167,803	\$4,384,176	\$1,042,120	\$6,399,458
<u>Courts & Related Functions</u>					
Criminal Courts	\$ 10,094	\$ 4,143	\$ 112,609	\$ 227,626	\$ 354,472
District Attorney				180,311	180,311
Law Library				10,165	10,165
Commissioner of Jurors				51,275	51,275
Grand Jury				31,488	31,488
County Clerk & Court Clerk				82,757	82,757
Children's Court				199,418 ²³	199,418
TOTAL	\$ 10,094	\$ 4,143	\$ 112,609	\$ 783,040	\$ 909,886
<u>Corrections</u>					
County Jail		\$ 301 ²⁴		\$ 177,494	\$ 177,795
County Penitentiary				363,226	363,226
Penitentiary-Farm				130,968	130,968
Penitentiary - Power House				97,170	97,170
Adult Probation			\$ 113,824	171,100	284,924
Children's Court Probation				199,418 ²³	199,418
TOTAL		\$ 301	\$ 113,824	\$1,139,376	\$1,253,501
GRAND TOTAL	\$815,453	\$172,247	\$4,610,609	\$2,964,536	\$8,562,845

See Table 8 for Explanatory Notes.

For example, all 19 of the towns have justice courts and seven towns (Brighton, Gates, Greece, Irondequoit, Ogden, Webster, and Wheatland) maintain police departments. Of the ten villages, three (East Rochester, Fairport, and Honeoye Falls) have justice courts, and Brockport, East Rochester, and Fairport have police departments. The City of Rochester has a Criminal Branch of City Court and the Rochester Police Department. The County has over 14 criminal justice agencies encompassing the areas of police, courts, and corrections, and including the County Sheriff's Office, the County Court, the District Attorney, and Adult and Family Probation Departments.

Responsibility for criminal justice functions has remained relatively stable over time, with minimal transfer of functions among governmental jurisdictions. Since 1960, one village (Webster) transferred the police function to the town; one village (Honeoye Falls) and one town (Chili) transferred the police function to the County; one new town police department was added (Wheatland); and the City Police Radio and City Court Probation were transferred to the County. Additionally, the County developed new services, such as the Public Safety Laboratory and the Intoxication Diversion Program. It appears that no criminal justice functions were transferred to the state level -- although it is noted that state aid for local criminal justice activities has substantially increased.

In reading this paper and in examining Tables 4, 5, and 6, it is pointed out that only those agencies directly involved in processing criminal offenders are included. Although legally having

civil jurisdiction only, Family Court and Family Court Probation is included since the major portion of their activities involves the juvenile justice system.

While some agencies (such as narcotics guidance councils, Youth Board, Medical Examiner, Department of Social Services, Department of Mental Health, etc.) may be directly involved with criminal justice -- in the sense that some of the recipients of their services may be criminal offenders -- they have not been included here since their services are available to the general population.¹ It is also noted that building operation and maintenance costs are not included; nor are any capital account appropriations. In most municipalities these costs are grouped in one budget account and are not distributed to specific agencies. Personnel fringe benefits, however, have been included. Where the budgeted appropriations for a criminal justice agency did not include fringe benefits, these were estimated and added to the appropriate account. Money from federal revenue sharing, which often is budgeted separately, has been included wherever this information was available.

As mentioned earlier, the data here only cover appropriations by local governments. Therefore, services of agencies such as the State Parole Board, the Appellate Division of the Supreme Court, or the United States District Court are not included. Since the focus is on local

¹Where a special program is specifically directed toward offenders, such as the Department of Mental Health's Intoxication Diversion Program for chronic police case inebriates, it has been included.

appropriations for local criminal justice services, the data do not include special local crime control programs which are funded by the state and federal governments. These have been discussed in a previous Pilot City report, The First Five Years of the Safe Streets Act; Law Enforcement Assistance Administration Grants in Monroe County, New York, from 1968 to July 1, 1973, in which it is pointed out that Monroe County received \$5,429,019 in L.E.A.A. funding in 1972, and \$1,745,823 in the first six months of 1973.

We should also note a recent trend in expenditures for criminal justice planning on both the city, county, and regional level. Although these expenses (see Table 7) are not entirely budgeted for locally¹, they represent an increased awareness of the need for planning in this area.

TABLE 7: CRIMINAL JUSTICE PLANNING

	1972 (72-73)	1973 (73-74)
City Crime Control Program	\$ 92,500	\$105,469
Genesee/Finger Lakes Regional Planning Board	\$ 44,798	\$ 45,988
County Crime Control Program	\$ 42,000	\$ 46,000
Court Crime Control Coordinator	\$150,000	\$180,000

¹All of these planning programs have been supported, either in part or in full, by federal crime control grants.

TABLE 8: FOOTNOTES AND EXPLANATORY NOTES FOR TABLES 4, 5, and 6

Personnel fringe benefit costs represent a significant amount of total appropriations for criminal justice agencies.

With the exception of the 1972 and 1973 budgets of Monroe County, however, none of the other budgets for either 1960 (60-61), 1972 (72-73), or 1973 (73-74) allocated fringe benefit appropriations to the appropriate agency account. Rather, fringe benefits for all personnel were grouped into a separate, undistributed account.

Where fringe benefit data were not available, the Pilot City staff developed a rough estimate by sampling individual accounts and calculating an overall average fringe benefit rate. The rates used are documented below. It is noted that care was taken to distinguish between police and non-police benefit rates, which differ. In some instances, as noted below, fringe benefit data was provided from studies undertaken by other agencies.

1. Often, police budgets did not distinguish between sworn officers and school crossing guards. Therefore, salaries for school crossing guards may be included in some of the police appropriations. Police vehicles have also been included here.
2. Figure from Citizen's Tax League. Includes Brighton, Greece, Gates, Ogden, Wheatland, Webster, and Irondequoit.
3. Includes East Rochester, Brockport, Fairport. Fringe added at same rate as 1972-73.
4. Fringe benefits are built into the budget.
5. 11% of Personnel Appropriations added for fringe benefits beyond State Retirement. Also includes \$612,000 pension fund appropriations.
6. 26% of Personnel Appropriations added for fringe benefits.
7. Police training costs figured at 20% of the Fire-Police Training Expenses.
8. Fringe added at same rate as 1972-73.
9. 50% Public Safety Communications.
10. Includes the 22 town and village justice courts, the Criminal Branch of City Court, and the entire County Court.
11. 34% of Personnel Appropriations added for fringe benefits.
12. The Family Court budget includes expenses for both court and probation services. We have estimated that 50% of the budget was allocated for Family Court Probation.

Table 8: Continued

13. For the East Rochester lock-up.
14. 24% of Personnel Appropriations added for fringe benefits.
15. Total, including fringe benefits, provided by the Citizen's Tax League.
16. Includes fringe benefit figures provided by Center for Governmental Research Inc. Also includes \$525,000 pension fund appropriations.
17. 19% of Personnel Appropriations added for fringe benefits.
18. Includes fringe benefit figures provided by the Center for Governmental Research Inc.
19. 25% of Personnel Appropriations added for fringe benefits.
20. 11% of Personnel Appropriations added for fringe benefits.
21. Includes 1/2 salary of Commissioner of Public Safety and Police Pension Fund of \$465,000.
22. 1/2 of Police-Fire Radio.
23. 1/2 of Children's Court budget allocated to courts and 1/2 to Children's Court Probation.
24. Local lock-ups.

END

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