

**The Criminal Justice  
Reform Act Evaluation:  
Trends in Criminal Summonses  
Pre-Implementation  
2003-2016**

**A REPORT OF  
THE MISDEMEANOR JUSTICE PROJECT  
JOHN JAY COLLEGE OF CRIMINAL JUSTICE**

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**JOHN  
JAY** COLLEGE  
OF  
CRIMINAL  
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**The Criminal Justice Reform Act Evaluation: Trends in Criminal Summonses Pre-Implementation, 2003-2016**

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## EXECUTIVE SUMMARY

The Criminal Justice Reform Act (CJRA) was passed by the New York City Council and signed into law by Mayor Bill de Blasio in June 2016. The CJRA is a set of legislative and policy changes that move summonses for five types of lower-level offenses (including public consumption of alcohol, public urination, littering, unreasonable noise, and all NYC Parks Rules offenses) from the criminal courts to the civil courts. The majority of criminal summonses issued in 2016 were for one of these five offenses. The CJRA is intended to prevent negative outcomes (especially warrants issued for failure to respond to a summons) and possible collateral consequences that individuals may experience as a result of a criminal summons for these lower-level offenses.

The CJRA went into effect on June 16, 2017, one year after it was signed into law. This pre-implementation report examines baseline trends in the issuance and outcomes of criminal summonses in New York City in the time period preceding the implementation of CJRA. These analyses reveal four notable trends in criminal summonses between 2003 and 2016:

- (1) There was more than a 50% decline in the number of criminal summonses issued to individuals in New York City, from a high of over 606,000 issued in 2006, to a low of just over 271,000 issued in 2016. A portion of this decline is the result of a reduction in the simultaneous issuance of multiple summonses to a single individual (from 23% of all incidents in 2003 to below 6% in 2016).
- (2) The proportion of criminal summonses issued for offenses that are eligible for a civil summons post-CJRA implementation has increased over time. In 2016, over 136,000 criminal summonses were issued for a CJRA eligible charge, which is more than 52% of all criminal summonses docketed with the courts that year.
- (3) Summonses issued for charges that are CJRA eligible were less likely to be dismissed and more likely to result in a guilty disposition than summonses issued for other charges. In 2016, summonses for CJRA eligible charges were 40% less likely to be dismissed than non-CJRA eligible summonses (26% vs. 43%) and were 36% more likely to result in a disposition of guilt than summonses issued for non-CJRA eligible charges (30% vs. 22%).
- (4) Criminal summonses issued for a CJRA eligible charge were more likely to result in a warrant than summonses for a non-CJRA eligible charge. Among criminal summonses issued in 2016, CJRA eligible summonses were 40% more likely to result in a warrant than summonses for charges that are non-CJRA eligible (49% of CJRA eligible summonses vs. 35% of non-CJRA eligible summonses).

These baseline analyses suggest that the CJRA is likely to have a significant impact on the volume and outcomes of criminal summonses in the Criminal Courts in New York City. The CJRA is also likely to reduce individual contact with the criminal justice system, especially by reducing the number of warrants resulting from a failure to appear for a criminal summons hearing.

## INTRODUCTION

The Misdemeanor Justice Project (MJP) is pleased to publish this report focused on establishing the pre-implementation baseline for an evaluation of the Criminal Justice Reform Act. The Misdemeanor Justice Project (MJP) is a research initiative housed at John Jay College of Criminal Justice. The MJP is dedicated to promoting a better understanding of the criminal justice system's response to lower-level offenses from arrest to disposition. We have published reports examining trends in misdemeanor arrests, criminal summonses, pedestrian stops, the mobility of individuals arrested for misdemeanors, and trends in pretrial detention.<sup>1</sup>

The MJP was selected by the Mayor's Office of Criminal Justice to conduct an independent evaluation of New York City's Criminal Justice Reform Act. The MJP's evaluation of the CJRA includes quantitative analyses of criminal summons data from the Office of Court Administration and civil summons data from the Office of Administrative Trials and Hearings. The evaluation also includes a qualitative analysis conducted by Dr. Carla Barrett, which examines the implementation of CJRA at the OATH civil court sites, including perceptions of the ease of use and procedural justice of the new adjudication process among system users.<sup>2</sup>

This is the first report to focus on the evaluation of the CJRA. This report examines trends in the issuance and outcomes of criminal summonses in the 14-year period (2003-2016) preceding the implementation of the CJRA. The analyses presented in this report are intended to provide a better understanding of the issuance and outcomes of criminal summonses citywide and specifically of the five criminal offenses that have moved into the civil courts as a result of the CJRA. In addition to the CJRA eligible offenses, this report examines a group of comparable non-CJRA eligible offenses. We hope these baseline findings can inform policymakers, researchers, and members of the public of the potential impact of the CJRA on the issuance and outcomes of summonses in New York City. Future reports will examine how trends in the issuance and outcomes of summonses vary pre- and post-CJRA implementation by summons type (criminal and civil), charge, precinct, and demographic groups.

In the following section of this report, we present background information on the policy implementation of the CJRA and the criminal summons process. We believe this context is helpful in understanding the remarkable changes in summonses issuance and the potential impact of the legislation. Next, we outline overall trends in criminal summonses issued in New York City over the study period. Finally, we examine CJRA eligible summonses and non-CJRA eligible summonses by charge, precinct, demographic group, final disposition, and warrant issuance.

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<sup>1</sup> Please see <http://misdemeanorjustice.org> for electronic versions of all MJP reports.

<sup>2</sup> A final report on the qualitative findings of the CJRA evaluation will be published in May 2019.

# OVERVIEW OF CRIMINAL SUMMONSES AND THE CRIMINAL JUSTICE REFORM ACT

## Criminal Summonses in New York City

A summons is an appearance ticket issued for an alleged lower-level violation of a law, statute, or regulation. A summons is an accusatory instrument handwritten by a law enforcement official. The summons serves as an appearance ticket given to the defendant instructing him or her to appear in court on a specific date and time, and is also filed with the criminal court to commence the case. When a summons is issued, it should contain the date, time, and location of a court hearing at which the case will be disposed.<sup>3</sup>

In New York City, there used to be one summons form with three different sections (A for parking violations, B for moving violations, and C for criminal violations). Parking and moving violations were subsequently given their own forms. C-summonses over time became the colloquialism used for summonses written for criminal offenses. They are given for violations and certain misdemeanors, sometimes referred to as “quality of life” offenses. Criminal summonses are written for some “non-fingerprintable” violations of administrative code (AC), penal law (PL), parks rules (PRR), vehicle and traffic law (VTL), and others law titles.<sup>4</sup> Criminal summonses may be issued to an individual or a corporation by over 50 certified agencies including the New York City Police Department, New York City Fire Department, New York City Parks Enforcement, Tax Enforcement, Taxi and Limousine Commission, and Environmental Control. Officers of the New York City Police Department (NYPD) issued 97.5% of the criminal summonses given to individuals over the study period.<sup>5</sup>

Criminal summons cases are heard in the Criminal Court of the City of New York either in one of the borough Summons Courts,<sup>6</sup> Midtown Community Court in Manhattan, or Red Hook Community Justice Center in Brooklyn.<sup>7</sup> Criminal summonses can result in

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<sup>3</sup> For two Criminal Court summons charges, a summons recipient may plead guilty and pay a fine by mail in lieu of going to court. These charges are public consumption of alcohol (AC 10-125) and public urination (AC 16-118 6).

<sup>4</sup> Please see Appendix A for a list of the Law Titles under which summonses were issued and the number of summonses issued under each Law Title.

<sup>5</sup> Please see Appendix B for a full listing of agencies that issued a criminal summons during the study period. These data exclude summonses docketed at both community courts, as information on the issuing agents is not available in the DCRIMS database.

<sup>6</sup> There are Summons Courts in the Bronx, Manhattan, Queens, and Staten Island. Summonses issued in Brooklyn are heard in a separate courtroom in the Manhattan Summons Court.

<sup>7</sup> Midtown Community Court processes summonses issued in the 10<sup>th</sup>, 14<sup>th</sup>, 18<sup>th</sup>, and 20<sup>th</sup> police precincts; Red Hook Community Justice Center processes summonses issued in the 72<sup>nd</sup>, 76<sup>th</sup>, and 78<sup>th</sup> precincts.

criminal convictions and penalties. Additionally, a failure to appear in response to a criminal summons can result in a bench warrant being issued for an individual's arrest.

## **The Criminal Justice Reform Act (CJRA)**

The CJRA was enacted on June 13, 2016 and went into effect on June 13, 2017. The CJRA is a set of legislative and policy changes that create the presumption, absent certain exclusionary factors,<sup>8</sup> that some lower-level offenses will result in a civil rather than a criminal summons.<sup>9</sup> The CJRA is intended to prevent negative outcomes that individuals may experience as a result of a criminal summons, including open warrants and potential collateral consequences for housing, employment, or immigration. It also constrains the financial penalties associated with these offenses by creating standardized fine amounts per violation. The CJRA identified public consumption of alcohol, public urination, littering, unreasonable noise, and all NYC Parks Rules offenses as charges that are eligible for a civil summons.

The civil summonses designated in the CJRA are returnable to the City's administrative law court, the Office of Administrative Trials and Hearings (OATH), rather than to criminal court. Individuals found in violation at OATH do not face criminal conviction and failing to appear at civil court does not result in the issuance of a warrant. In addition to standardizing the fines associated with each offense, the CJRA created the option for individuals found in violation of a CJRA civil summons to complete community service in lieu of paying monetary fines.

This pre-implementation report focuses exclusively on criminal summonses heard in the New York City's Criminal Courts. Future evaluation reports will analyze both criminal and civil summonses issued for CJRA designated charges.

### **About the Criminal Summons Data Analyzed in this Report**

The criminal summons data analyzed in this report was provided by the Office of Court Administration (OCA). These OCA summons data comes from three sources. First, all summonses docketed at one of the borough courts are recorded in the Summons Automated Management System (SAMS). Criminal summonses docketed at the two community courts are recorded in the Distributed Criminal Records and Information Management System (DCRIMS). Both the SAMS and DCRIMS data includes variables on the summons issuance (date, charge, borough, and precinct), summons recipient<sup>10</sup>

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<sup>8</sup> These exclusionary factors are described in more detail on page 26 of this report.

<sup>9</sup> For more information on CJRA, please see the Mayor's Press Release: <http://www1.nyc.gov/office-of-the-mayor/news/530-16/mayor-de-blasio-signs-criminal-justice-reform-act>.

<sup>10</sup> The race and ethnicity of the summons recipient is not analyzed in this report, as it was not systematically recorded over the study period (75% of summonses records are missing race data). Revisions to the summons form as well as the CJRA legislation are expected to enhance data collection of

(age and sex), and summons outcomes (disposition, sentence, and warrant status). The warrant data indicate whether a warrant has been issued and vacated on a specific summons, and whether a warrant is currently open on that summons.<sup>11</sup> We additionally received a dataset with a smaller set of variables for summonses that were identified as defective before being docketed.

This report focuses exclusively on criminal summonses issued to individuals, and therefore excludes the 5.7% of summonses that were issued to corporations over the study period. Additionally, the majority of this report provides analyses at the summons level. An individual may receive two or more summonses at separate times over the study period, and may therefore be included multiple times in this summons level analysis. Additionally, multiple summonses can be co-issued to the same individual for the same incident. The SAMS data, for summonses docketed at the borough courts, includes information that allows researchers to aggregate summonses to the incident level (which allows us to examine co-issued summonses). Therefore, we provide incident level analyses of summons issuance and warrants in this report. Because data on incident level co-issuance is only available in the SAMS data, the incident level analysis provided in this report excludes summonses docketed at the community courts.

This report examines trends in criminal summonses before the CJRA was implemented, with a focus on analysis of summonses by charge. This retrospective analysis examines issuance and outcomes among two groups of summonses: those that were issued under a charge that is eligible for a civil summons post-CJRA (termed “CJRA eligible”) and summonses that were issued under a charge that was not impacted by the CJRA legislation (termed “non-CJRA eligible”). CJRA-eligible charges include public consumption of alcohol (AC 10-125 b), public urination (AC 16-118 6; HC 153.09), littering/spitting (AC 116-118 1a-b), excessive noise (AC 24-218), and all NYC Park Rules offenses (all PRR codes).

We also disaggregated the remaining summonses for three criminal summons charges that were not included in the CJRA legislation for comparison: disorderly conduct (PL 240.20), riding a bicycle on the sidewalk (AC 19-176), and marijuana possession (PL 221.05). Disorderly conduct and riding a bicycle on the sidewalk were selected as comparison charges because they were the most frequently issued non-CJRA eligible summonses for most of the study period.<sup>12</sup> Marijuana possession was selected as a third

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race on summons form, which will allow for analysis of summons issuance counts and rates by race in later CJRA Evaluation reports.

<sup>11</sup> The OCA summons data does not allow us to disaggregate warrants issued for a failure to appear and the small proportion of warrants issued for failure to complete a sentence. Analyses in this report include both of these warrant sources. The data on open and vacated warrants is current as of the date of the OCA data extraction (April 25, 2017).

<sup>12</sup> Trend analysis of issuance by charge reflects that the NYPD began issuing moving violations rather than criminal summonses for riding a bicycle on a sidewalk in 2014.

comparison charge because of its high issuance in 2015 and 2016.<sup>13</sup> All remaining summonses are aggregated into one of four charge categories: other Penal Law Codes; other Administrative Codes; Vehicular and Traffic Law offenses; and Other Law Title (including Health Codes, Tax Law Codes, and General Business Law Codes).

Finally, we also provide analysis of summons issuance rates for the New York City population by demographic groups (by sex and age group) and by borough. Rates allow for analysis of issuance trends taking into account the changing population base for each demographic and geographic region over the study period. We extracted population counts from U.S. Census Bureau databases from the American FactFinder website for the years 2000 and 2010. Linear interpolation was used to calculate the population base for the years between the end points. For 2011-2016, we used the American Community Survey (ACS) annual population counts by an age range (e.g. 20 to 24 years). We used the single-year age distribution of the last Decennial Census to estimate a single-year population count from age ranges provided by the ACS. Rate calculations in this report are based on population estimates for all individuals over the age of 16 years-old, as this is the age of criminal responsibility in New York State during the study period.

Note that borough-level rates are based on estimates of the residential population rather than daytime population. Some estimates indicate that Manhattan's population approximately doubles during the daytime, while the outer boroughs all experience decreases in daytime population. In addition, as indicated in MJP's previous report *Mapping Mobility of Individuals Arrested for Misdemeanors in New York City, 2006-2014*, individuals frequently have contact with law enforcement in boroughs that are not their home boroughs. We note this limitation but believe it is important to include borough level rates to account for population increases in the borough over the study period.

### **The Criminal Summons Process<sup>14</sup>**

The criminal summons process can be complex. The following section describes the intricacies of the process and various outcomes (see Figure 1). First, the agencies that issue summonses drop them off at the Central Receiving Unit. This unit separates the summonses by county and appearance date. This unit also looks for defects in summonses that may prevent them from being docketed. A summons may be found **defective** for a number of reasons; typically, if the summons was filled out incompletely, such as leaving out the date or time to appear in court. Defective summonses do not get docketed and a letter is sent to the recipient of the summons

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<sup>13</sup> Trend analysis reflects the NYPD's change in enforcement strategy for marijuana possession in November 2014, in which officers began issuing summons rather than arrests for possession of small amounts (25 grams or less) of marijuana.

<sup>14</sup> This overview of the summons process is adapted from the MJP's *The Summons Report: Trends in the Issuance and Disposition of Summonses in New York City, 2003-2013*, <http://misdemeanorjustice.org/wp-content/uploads/2016/08/The-Summons-Report-2003-2013.pdf>. For additional information on criminal summonses, please see the Criminal Court of the City of New York Annual Reports: <http://www.nycourts.gov/COURTS/nyc/criminal/annual-reports.shtml>

indicating that they do not have to appear in court. Defective summonses comprise a small portion (6%) of all summonses filed with the criminal courts over the study period.

Next, if the summons is not defective, it is either scanned into the Summons Automated Management System (SAMS) for the five borough courts or entered into a criminal justice database called Distributed Criminal Records and Information Management System (DCRIMS) for the two community courts. After it is docketed, a summons is then forwarded to the pertinent court. The summonses then go through a review process called Summons All Purpose Part-Dismissed (SAP-D), where the Supervising Judge reviews the summons for legal sufficiency. If the summons is found **legally insufficient** during the SAP-D process, the recipient of the summons is sent a letter indicating that the individual does not need to appear in court. Red Hook Community Justice Center does not engage in the SAP-D review. Further, Midtown Community Court began conducting SAP-D reviews in 2009 and Staten Island instituted SAP-D reviews in 2016. The other boroughs conducted the SAP-D process throughout the study period.

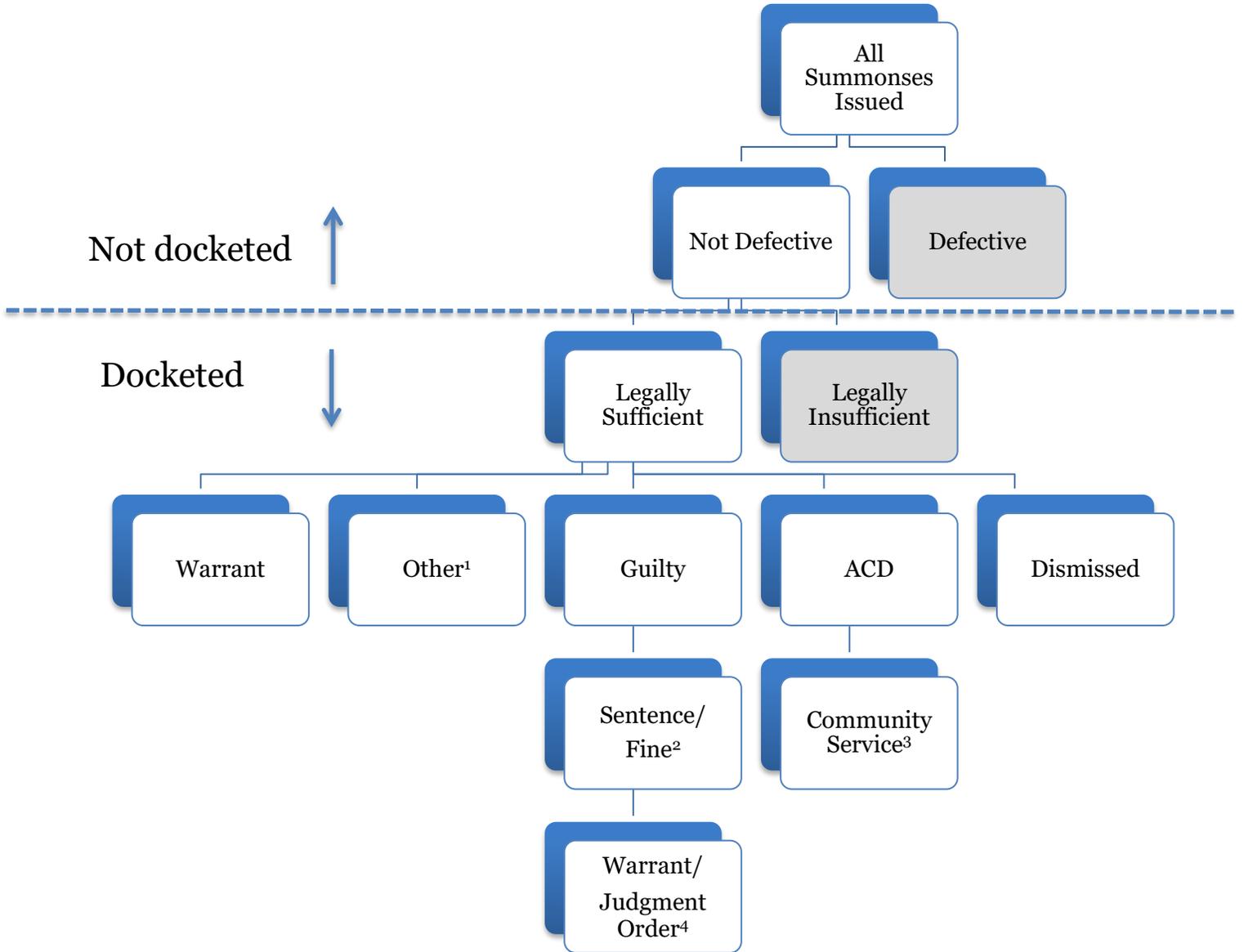
If a summons is not found defective or legally insufficient then it is scheduled for an arraignment. If an individual does not respond to the criminal summons by the required date, a **warrant** is ordered. If an individual comes to the scheduled arraignment, a number of different outcomes may occur. The summons can be **dismissed** or be adjourned in contemplation of dismissal (**ACD**), where if the individual avoids additional contact with the criminal justice system for some set amount of time, typically six months, the case is dismissed. In community courts, a disposition of ACD can also result in a community service requirement. At this stage of initial court appearance, a summons may also be dismissed as legally insufficient.<sup>15</sup> The individual can also plead **guilty**<sup>16</sup> and be sentenced, usually for a fine. If the individual does not pay the fine within the allotted time, a warrant or a civil judgment is ordered. **Other** dispositions are rare and include but are not limited to acquittals and resentences. When a warrant is ordered, it is usually for a failure to appear in court rather than for not paying a fine. After a warrant is ordered, it can remain open or be vacated. If vacated, the summons can result in one of the above dispositions including dismissal, adjournment in contemplation of dismissal, or other.

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<sup>15</sup> This is done mainly in Red Hook Community Justice Center (and previously Staten Island) where the review is not done prior to the hearing. In our analyses, we combine these legally insufficient cases into dismissals because the community courts do not specify dismissal types while the boroughs do.

<sup>16</sup> An individual can plead not guilty and then be found guilty or acquitted, but this is rare. Most individuals plead guilty when responding to a criminal summons.

**Figure 1:**  
**Flow Chart of the Criminal Summons Process**



<sup>1</sup> Other includes acquittals, resentences, etc.

<sup>2</sup> Multiple sentences and fines for a single summons are possible.

<sup>3</sup> A disposition of ACD-Community Service is only given out in the community courts (Midtown and Red Hook).

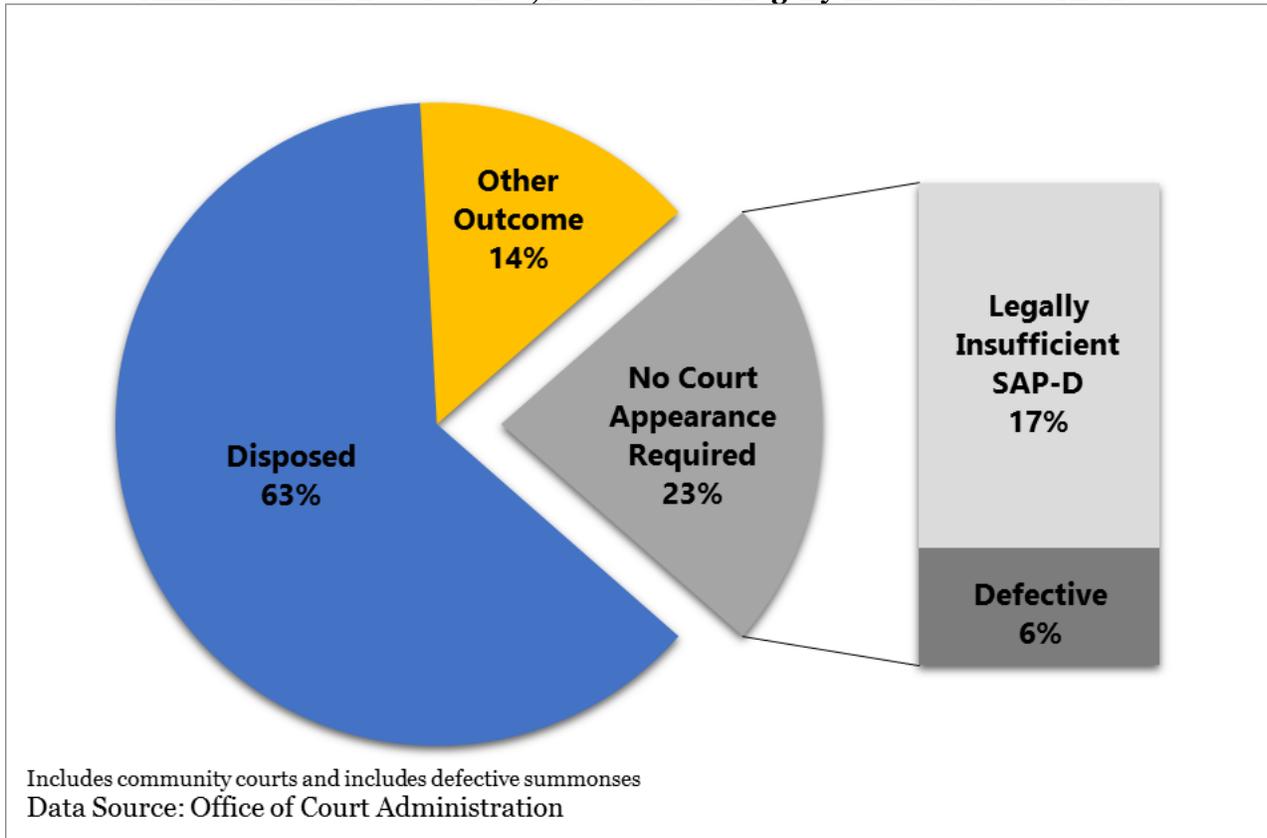
<sup>4</sup> A warrant or civil judgment order is possible if a sentence/fine is not served/paid.

## AGGREGATE TRENDS IN CRIMINAL SUMMMONS OUTCOMES

This section provides an overall picture of the outcomes of the nearly 6.9 million criminal summonses issued to individuals in New York City between 2003 and 2016. This analysis reveals that nearly a quarter of these summonses were determined to be defective or legally insufficient before arraignment; only one in five summonses resulted in a finding of guilty; and over one in three summonses resulted in a warrant being issued for failing to appear or failing to respond to a sentence.

**Figure 2:**

**Criminal Summons Outcomes, Defective and Legally Insufficient at SAP-D**



As indicated in Figure 2, nearly one in four criminal summonses (22.9%) were identified as defective or legally insufficient during the SAP-D review process before arraignment. In these cases, the recipient will receive a letter indicating this finding and noting that appearance in court is not required. About two thirds of criminal summonses (62.7%) were ultimately disposed (at initial arraignment or following a warrant being issued), while 14.3% have an open warrant, are pending, or have an unknown outcome.

**Figure 3:**

**Criminal Summons Outcomes, Dispositions**

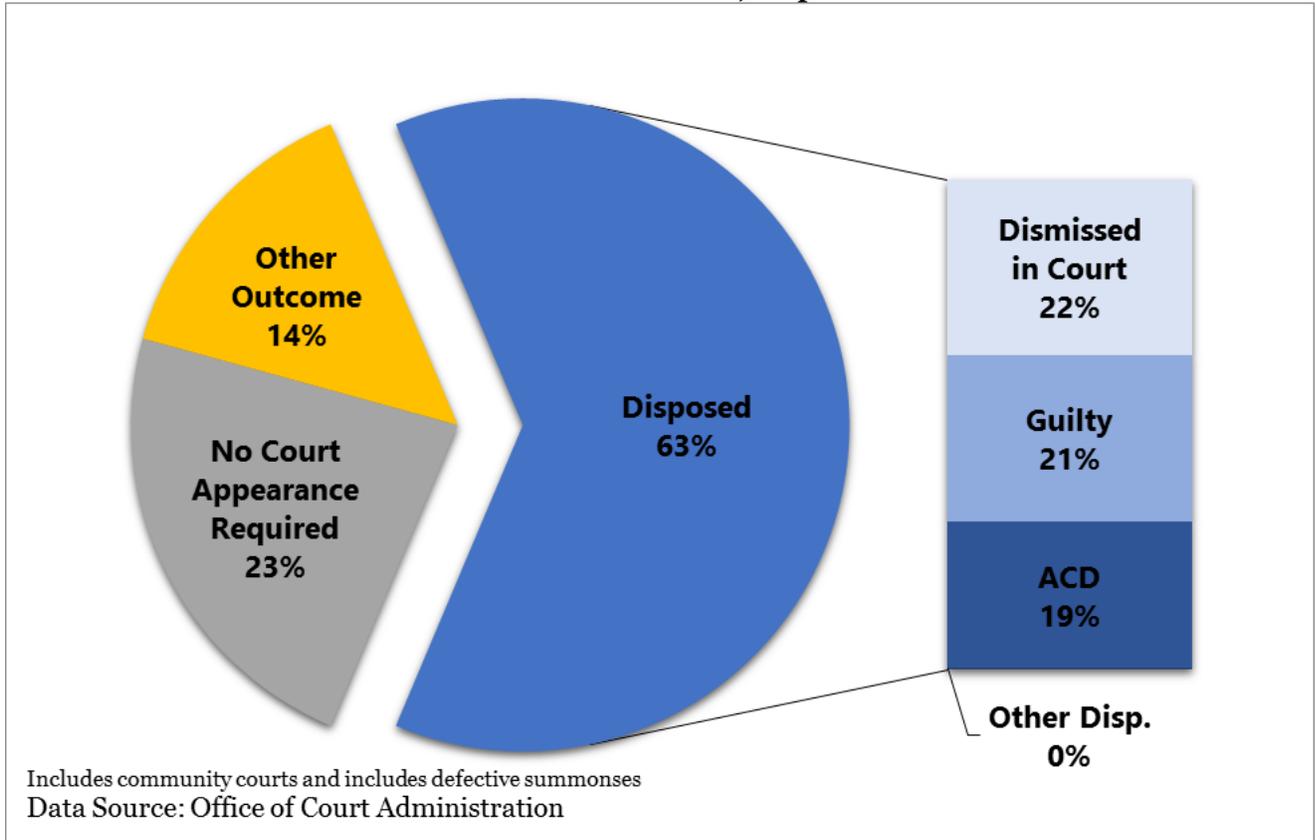


Figure 3 displays outcomes for criminal summonses with a disposition. Summonses were nearly equally likely to result in a disposition of Dismissal in Court (22.3%), Adjourment in Contemplation of Dismissal (18.8%), or Guilty (21.3%). When considering dismissals at SAP-D review, we see that the most common outcome of a criminal summons was a dismissal. Nearly 40% (22.3% in court and 17.3% in the SAP-D review) of all criminal summonses issued during the study period were dismissed, and another 18.8% were eligible for dismissal via an ACD. Only 21.3% of all criminal summonses issued during the study period resulted in a disposition of guilty.

**Figure 4:**

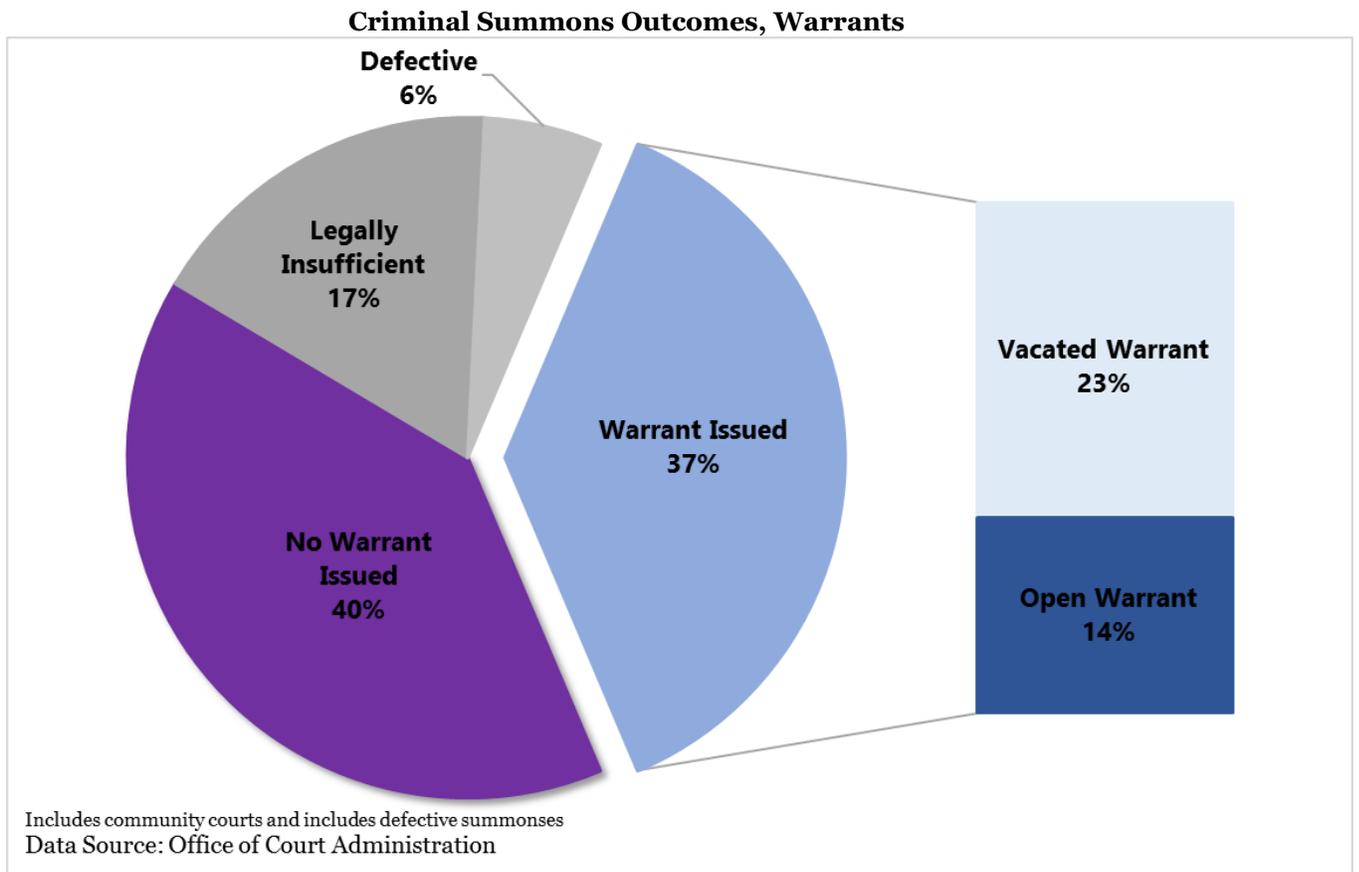


Figure 4 reports the percentage of criminal summonses that resulted in a warrant over the study period. More than one in three criminal summonses (37.2%) issued between 2003 and 2016 resulted in a warrant being ordered. As of April 25, 2017, the date the data was extracted, 14.2% of criminal summonses had an open warrant. The 23.0% of summonses determined to be defective or legally insufficient are not eligible for a warrant, and there was no warrant issued for 39.9% of criminal summonses during the study period.<sup>17</sup>

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<sup>17</sup> Note that the study period precedes the recent policy change regarding vacating warrants for criminal summonses. In August of 2017, the district attorneys from Brooklyn, the Bronx, Manhattan, and Queens announced that their offices would vacate warrants for criminal summons that were more than a decade old. This collectively resulted in the clearance of over 644,000 warrants across the four boroughs. See <https://www.nytimes.com/2017/08/09/nyregion/644000-old-warrants-scrapped-for-crimes-like-public-drinking.html> for more detail.

## TRENDS IN THE ISSUANCE OF CRIMINAL SUMMONSES

This section provides an overview of trends in the issuance of criminal summonses in New York City from 2003 to 2016. As reflected in the figures below, there was a pronounced decline in the count and rate of criminal summonses issuance in New York City during the study period. Additionally, the proportion of criminal summons incidents in which multiple summonses were co-issued to the same individual at the same incident declined between 2003 and 2016.

**Figure 5:**

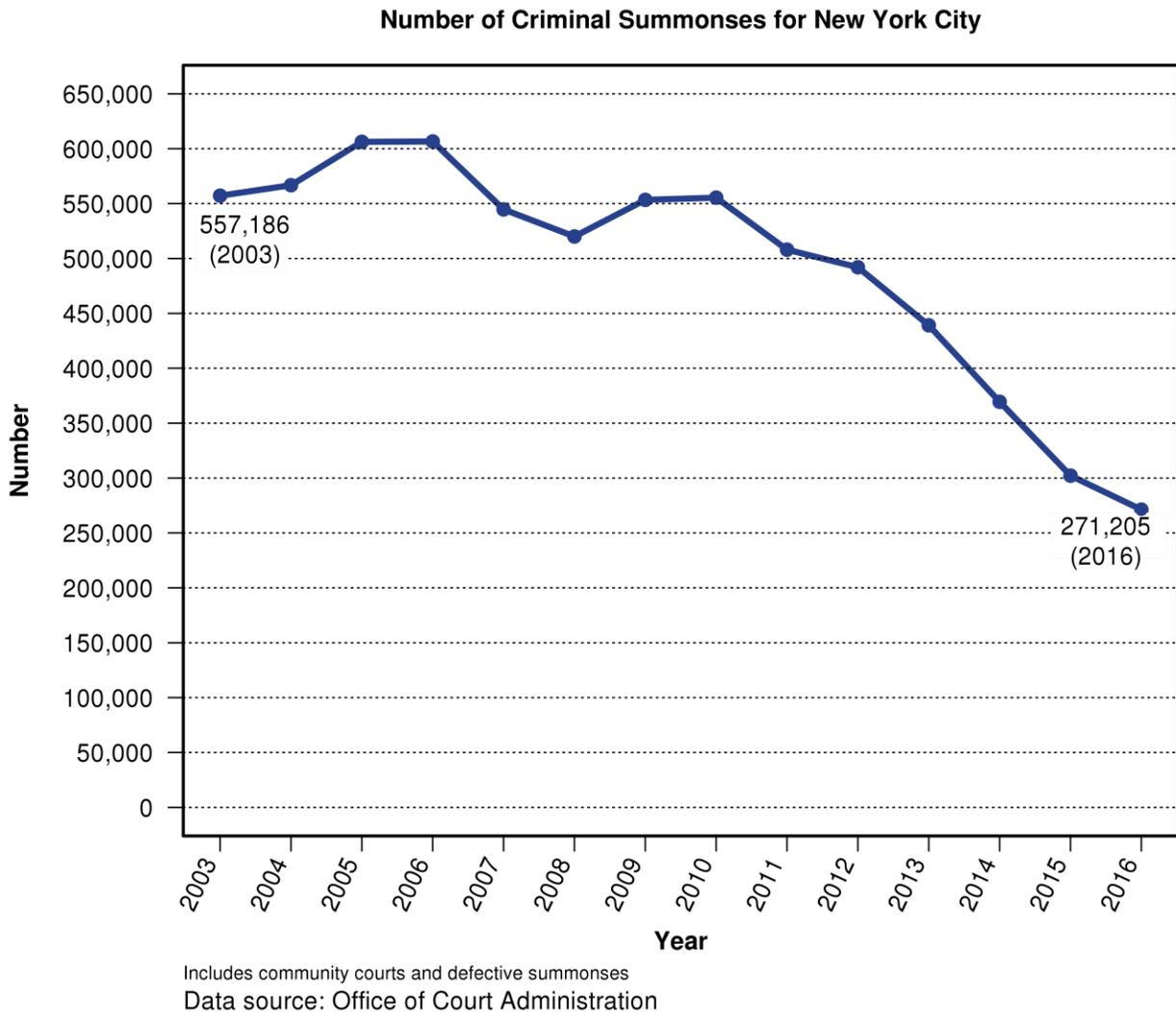


Figure 5 reports the total count of criminal summonses issued to individuals in New York City between 2003 and 2016. There were 557,186 criminal summonses issued in 2003, and the number increased in the subsequent three years to a peak of 606,593 summonses in 2006, followed by a notable decline to a low in 2016 of 271,205

summons. There was a 55.2% decline in the number of summonses issued between the peak issuance in 2006 and the low in 2016.

**Figure 6:**

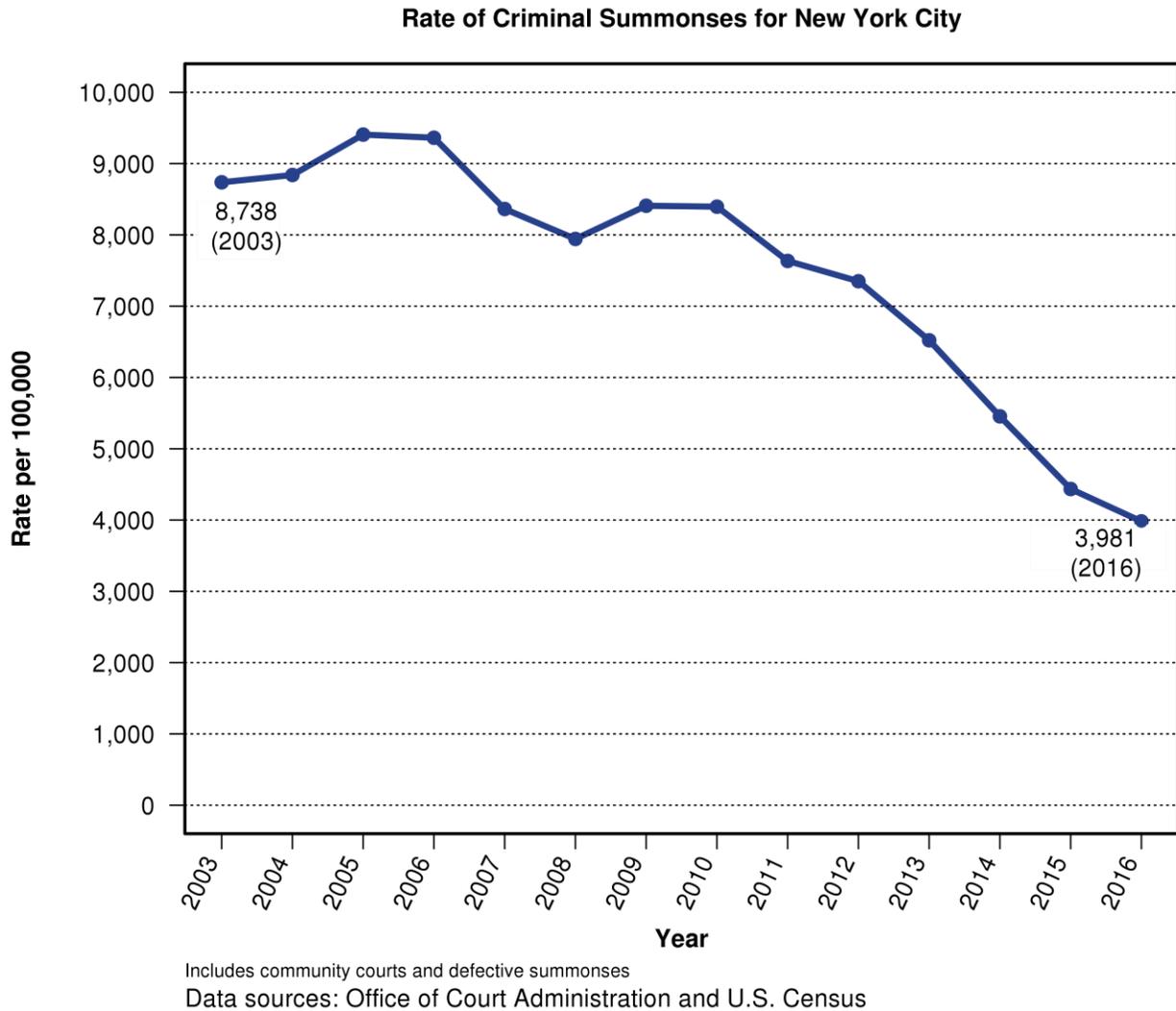
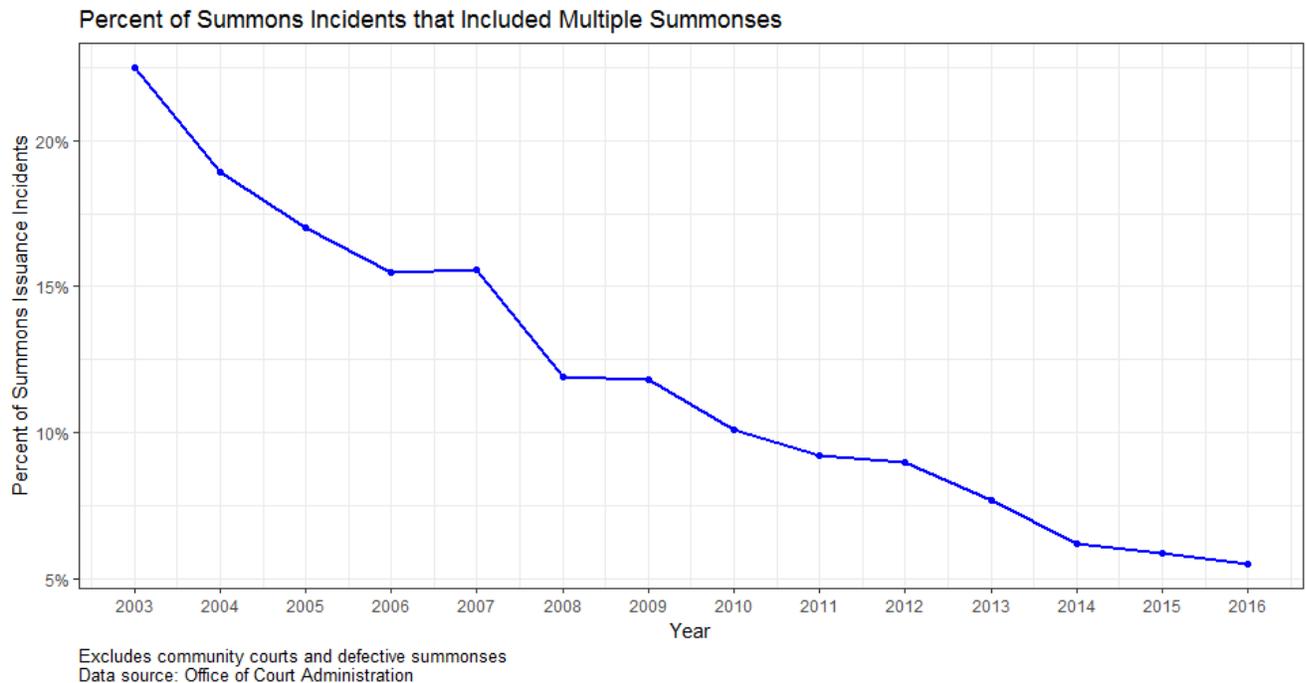


Figure 6 depicts the issuance rate of criminal summonses, based on summons issuance counts by year and Census estimates of the annual New York City population base of individuals over the age of 16 years-old. This figure demonstrates that the number of criminal summonses issued per New York City resident declined significantly during the study period, from a high of 9,406 summonses issued per 100,000 residents in 2005 to a low of 3,981 summonses in 2016. There was a 57.7% decline in the summons issuance rate between the peak rate in 2005 and the low in 2016.

## Incident Level Trends in Summons Issuance

The following section examines trends in the co-issuance of multiple criminal summonses to an individual during a single incident. Incident level data is only available in the SAMS data. Summonses that were docketed at Midtown Community Court or Red Hook Community Justice Center were excluded from the co-issuance analysis. These analyses also do not include defective summonses.

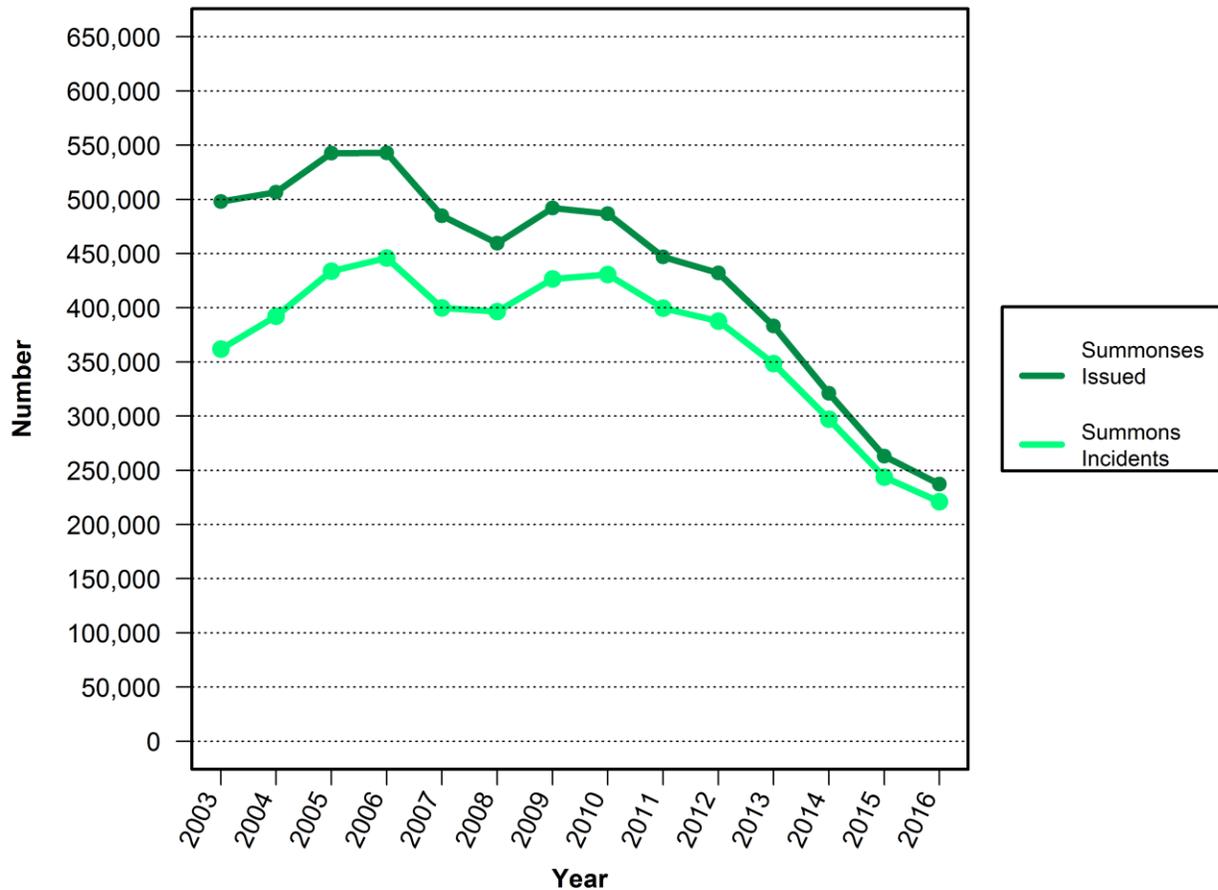
**Figure 7:**



As Figure 7 indicates, there was a steady decline in the proportion of incidents in which two or more summonses were co-issued to an individual at the same time. In 2003, 22.5% summons incidents resulted in the issuance of multiple summonses. This proportion declined to a low of 5.5% in 2016. This reflects a 75.6% decline in the proportion of incidents that involved the issuance of multiple summonses over the study period.

**Figure 8:**

**Number of Criminal Summonses and Criminal Summons Incidents for New York City**



Excludes community courts and defective summonses  
Data source: Office of Court Administration

Figure 8 illustrates the number of criminal summonses and the number of summons incidents over the study period.<sup>18</sup> In 2003, there were 361,852 summons incidents during which 497,979 summonses were issued. This number declined to 220,919 summons incidents during which 237,204 summonses were issued in 2016. The gap between the count of summonses and incidents shrunk over the study period as the mean number of summonses issued per incident declined from 1.38 to 1.07 summonses (a 22.0% decline).

<sup>18</sup> This analysis reflects summons counts in the SAMS data only, and is therefore a sub-population of the total summonses reported in Figure 5.

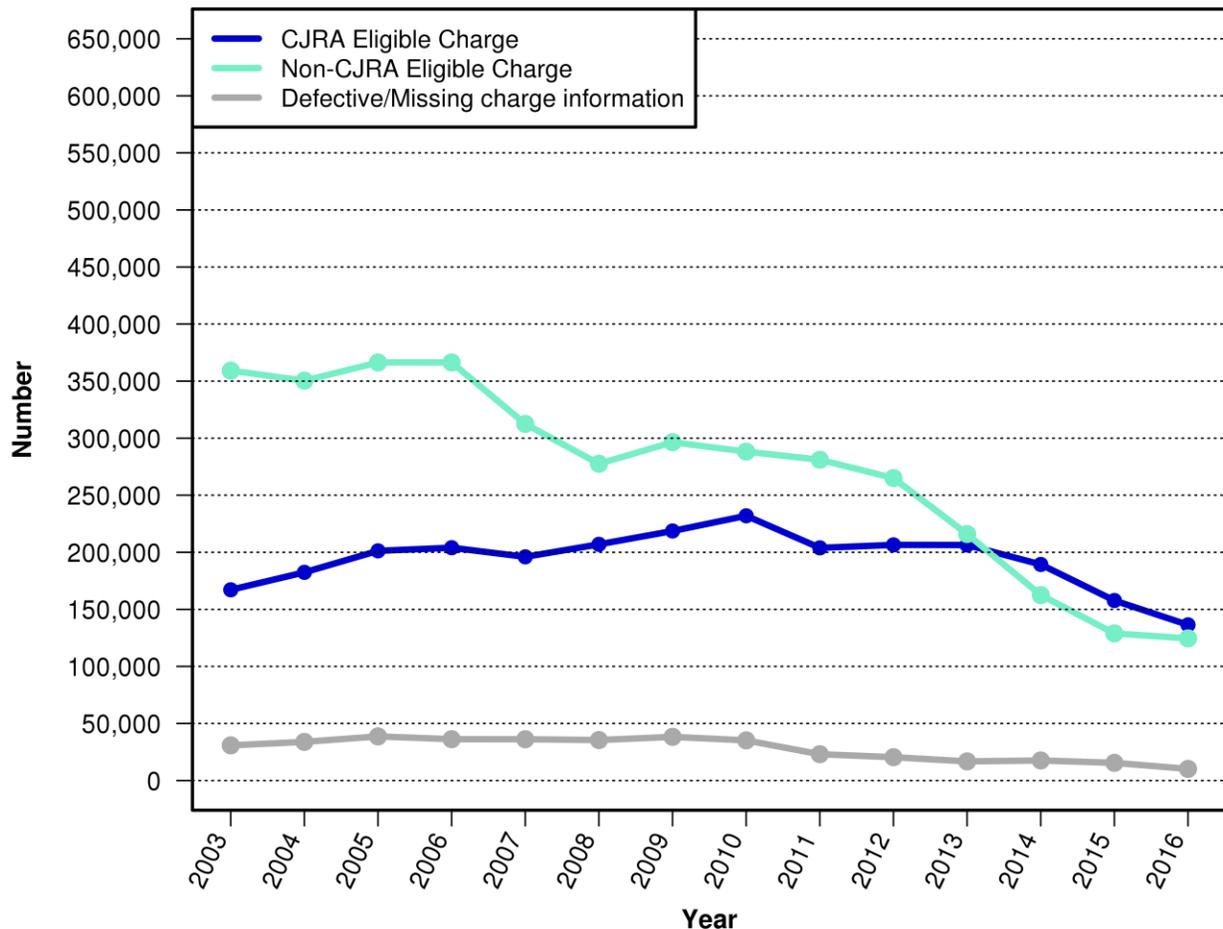
## TRENDS IN THE ISSUANCE OF CRIMINAL SUMMONSES BY CHARGE

This section provides analyses of trends in the issuance of criminal summonses by charge. These analyses reveal that the proportion of criminal summonses that were issued for CJRA eligible charges increased as the overall number of summonses issued declined. This section also disaggregates trends in summons issuance for CJRA eligible charges and comparison categories and examines trends in the charges of co-issued summonses.

### Trends in Summons Issuance by CJRA Charge Eligibility

Figure 9:

Number of Criminal Summonses for New York City by CJRA Eligibility



Includes community courts and includes defective summonses  
Data source: Office of Court Administration

Figure 9 depicts the number of criminal summonses issued for CJRA eligible and non-CJRA eligible charges.<sup>19</sup> In 2003, there were 359,206 summonses issued for a non-CJRA eligible charge and only 167,139 summonses issued for a CJRA eligible charge. Summons issuance for non-CJRA eligible charges peaked in 2006, with 366,355 summonses issued, and issuance for CJRA eligible charges peaked in 2010 with 231,984 summonses. By 2016, summons counts had declined to 124,566 summonses issued for a non-CJRA eligible charge and 136,423 summonses issued for a CJRA eligible charge. While the number of summonses issued for both eligible and non-eligible charges declined over the study period, the number of summonses issued for non-eligible charges decreased more dramatically. Between 2003 and 2016, the proportional decline in summons issuance was 3.5 times greater for non-CJRA eligible charges (65.3% decline) relative to the decline in summons issuance for CJRA eligible charges (18.4% decline). The number of criminal summonses issued for CJRA eligible charges surpassed the number issued for non-CJRA eligible charges in 2014, and remained consistently higher through 2016. In 2016, the majority of criminal summonses (52.3% of summonses with a known charge category) were issued for a CJRA eligible charge.

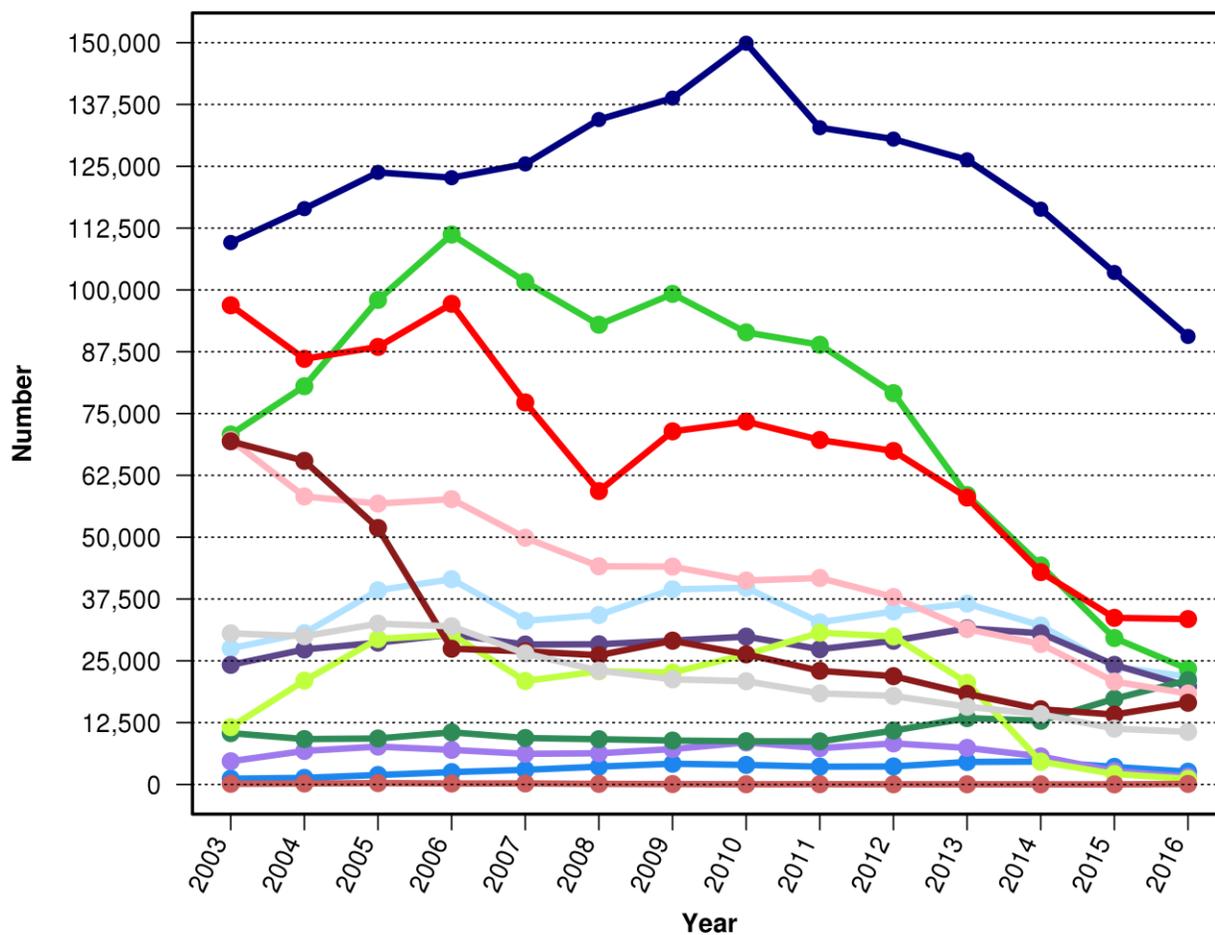
### **Trends in the Issuance of Criminal Summonses by Specific Charge Categories**

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<sup>19</sup> The charge for 5.6% of criminal summonses over the study period are unknown, due primarily to missing charge information for defective summonses.

**Figure 10:**

**Number of Summonses by Charge Category for New York City**



Includes community courts and excludes defective summonses

Data source: Office of Court Administration

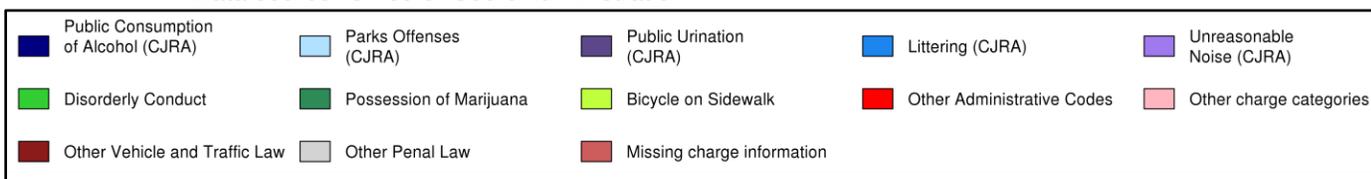


Figure 10 reports the number of criminal summonses issued for each charge category.<sup>20</sup> The issuance counts for the majority of charges declined between 2003 and 2016, but the decline was less pronounced for CJRA eligible charges relative to other charge categories. Summonses for public consumption of alcohol were consistently issued at

<sup>20</sup> Aggregate charge categories exclude summonses counted under a CJRA eligible or comparison charge. The other Administrative Code category excludes summonses issued for public consumption of alcohol (AC 10-125 b), public urination (AC 16-118 6), littering/spitting (AC 116-118 1a-b), excessive noise (AC 24-218), and bicycle on sidewalk (AC 19-176). The other Penal Law category excludes marijuana possession (PL 221.05) and disorderly conduct (PL 240.20). The other charge categories excludes the Health Code violation for public urination (HC 153.09).

the highest volume over the study period, followed by disorderly conduct and the aggregated category of other Administrative Codes.

There were 109,585 criminal summonses issued for public consumption of alcohol in 2003. This count peaked in 2010, with 149,883 summonses and then declined to 90,595 summonses in 2016. Among CJRA eligible charges, the next highest volume summons charge was parks offenses. There were 27,519 summonses issued in 2003 for parks offenses, and this number peaked in 2010 at 39,772. The number of summonses issued for parks offenses then dropped to a low of 21,806 summonses in 2016. The next high volume charge category was public urination, for which 24,182 summonses were issued in 2003. This number peaked in 2013 at 31,566 summonses and then declined to a low of 19,851 summonses in 2016. Both littering and unreasonable noise were issued at a significantly lower volume than the other CJRA eligible charges throughout the study period. There were 4,688 summonses issued for unreasonable noise in 2003. This count for summonses for unreasonable noise peaked in 2010 at 8,488 summonses, and then declined to 1,586 in 2016. Unlike the four other CJRA charges, the volume of summonses issued for littering increased over the study period. There were 1,165 summonses issued for littering in 2003. This count increased to a peak of 4,618 in 2014, and then declined to 2,585 summonses issued for littering in 2016.

Among the three comparison charges, disorderly conduct was the highest volume charge category over the study period. There were 70,771 summonses issued for disorderly conduct in 2003, and 111,200 summonses issued for this charge at its peak in 2006. The number of criminal summonses issued for disorderly conduct declined sharply after this 2006 peak to a low of 23,343 summonses in 2016. The next high volume comparison charge over the study period was riding a bicycle on the sidewalk. There were 11,581 summonses issued for this charge in 2003. This count peaked in 2011 to a high of 30,682 and then declined to a low of 1,135 summonses issued for riding a bicycle on the sidewalk in 2016. The sharp decline beginning in the volume of summonses issued for riding a bicycle on the sidewalk in recent years reflects a policy change in which this behavior was given a moving violation rather than a criminal summons beginning in 2014. In contrast to the declining issuance trends among many of the charge categories, the number of summonses issued for possession of marijuana began at 10,373 summonses in 2003 and was highest in 2016, at 21,093 summonses issued. This increase in summons issuance for this charge reflects an NYPD policy change in November 2014, which encouraged the issuance of criminal summonses rather than arrests for possession of small amounts of marijuana.

Among the four aggregated charge categories, the largest number of summonses was issued under the other Administrative Codes category throughout the study period. The count of summonses issued for other Administrative Codes was highest in 2003 at 96,893 summonses, and was lowest in 2016 at 33,443. The number of criminal summonses issued for Vehicle and Traffic Law (VTL) offenses was highest in 2003 at 69,388 and was lowest in 2015, with 14,131 summonses. There were 16,517 criminal summonses issued for VTL offenses in 2016. Aggregating together all other Penal Law charges, there were 30,555 summonses issued in 2003, and a peak volume of 32,515 summonses in 2005. The number of summonses for other Penal Law charges declined

to a low of 10,644 in 2016. The largest number of criminal summonses issued under other charge categories was 69,645 in 2003, and this count declined to a low of 18,391 in 2016.

**Figure 11:**

**Percent of Summonses by Charge Category for New York City**

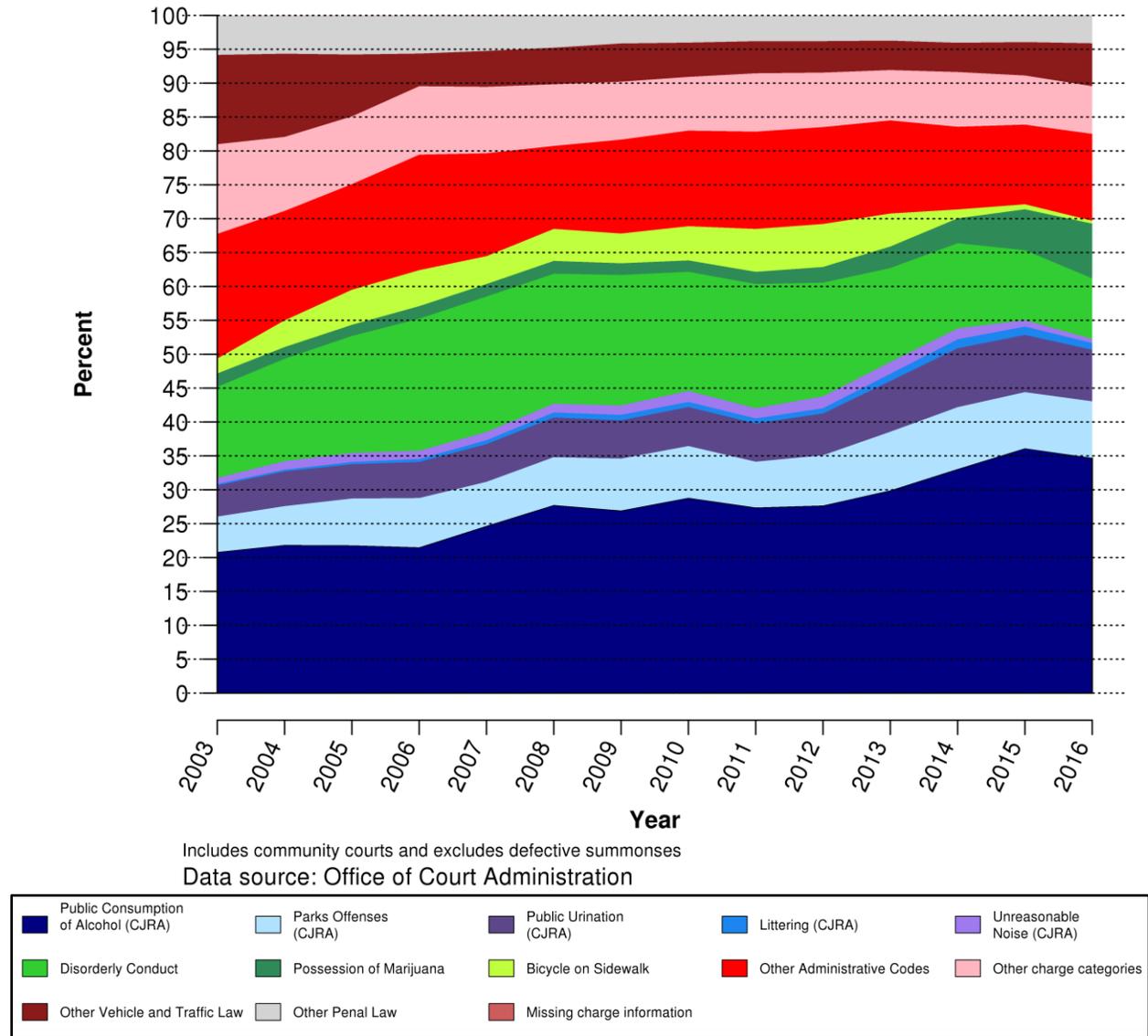


Figure 11 reports the percentage of criminal summonses issued for each charge category as a portion of the total criminal summonses issued each year. This figure reflects many of the same trends indicated in Figure 10, including the high representation of public consumption of alcohol and disorderly conduct charges among criminal summonses. The percentage of summonses issued for public consumption of alcohol increased from 20.8% in 2003 to 34.7% in 2016. The proportion also increased for parks offenses (5.2% in 2003 to 8.4% in 2016), public urination (4.6% in 2003 to 7.6% in 2016), and littering

(0.2% in 2003 to 1.0% in 2016). The only CJRA eligible charge that did not increase proportionally between 2003 and 2016 was unreasonable noise, which dropped from 0.9% in 2003 to 0.6% of all summonses in 2016. The percentage of summonses issued for CJRA eligible charges (aggregating the bottom five charges in Figure 11) was 52.3% of all docketed criminal summonses in 2016.

In contrast, the proportion of summonses that were issued for two of the three comparison charges and all of the aggregated charge categories declined over the study period. The percentage of summonses issued for disorderly conduct declined from 13.4% in 2003 to 8.9% in 2016, and the percent issued for riding a bicycle on the sidewalk declined from 2.2% in 2003 to 0.4% in 2016. The proportion of criminal summonses issued for marijuana possession increased over the study period, from 2.0% of all summonses in 2003 to 8.0% in 2016.<sup>21</sup> The proportional representation of all four aggregated charge categories declined over the study period. The percentage of summonses issued for other Administrative Code charges declined from 18.4% in 2003 to 12.8% in 2016, other Penal Law charges declined from 5.8% in 2003 to 4.1% in 2016, VTL offenses declined from 13.2% in 2003 to 6.3% in 2016, and other charge categories declined from 13.2% in 2003 to 7.0% in 2016.

### **Trends in Co-Issued Summonses by Charge**

This section examines trends in the charges of criminal summonses that were co-issued during a single summons incident.<sup>22</sup> Trends in the charges of co-issued summonses are relevant to the CJRA evaluation. While the CJRA creates a presumption that civil summonses should be issued for eligible charges, the NYPD policy for summons issuance identifies four exclusionary criteria that allow an officer to issue a criminal summons for a CJRA eligible charge. These criteria include the recipient being identified as an OATH recidivist,<sup>23</sup> the recipient having an open warrant, the issuing officer articulating a legitimate law enforcement reason to issue a criminal summons (which is approved by a supervisor), or the CJRA eligible summons is being co-issued with another offense that requires an appearance in criminal court. The NYPD's first quarter data on criminal and civil summons issuance following CJRA implementation indicates that co-issuance was the most commonly cited reason for issuance of a criminal summons for a charge that is eligible for a civil summons under CJRA.<sup>24</sup> The

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<sup>21</sup> This greater representation of summonses for possession of marijuana in 2015 and 2016 reflects an NYPD policy change in November 2014, in which officers were expected to issue a criminal summonses rather than make arrests for possession of small amounts of marijuana.

<sup>22</sup> Incident level data is not available in the DCRIMS data, so summonses docketed at Midtown Community Court and Red Hook Community Justice Center were excluded from the co-issuance analysis.

<sup>23</sup> The policy defines an OATH recidivist as an individual who: (1) has two or more felony arrests in the past two years, (2) has three or more unanswered civil summonses returnable to OATH in the past eight years, or (3) is on parole or probation.

<sup>24</sup> For details, please see the NYPD's Criminal and Civil Court Summons Reports: <https://www1.nyc.gov/site/nypd/stats/reports-analysis/c-summons.page>

co-issuance analysis detailed below may be informative in anticipating what charges are most likely to co-occur with CJRA eligible summons after implementation.

**Figure 12:**

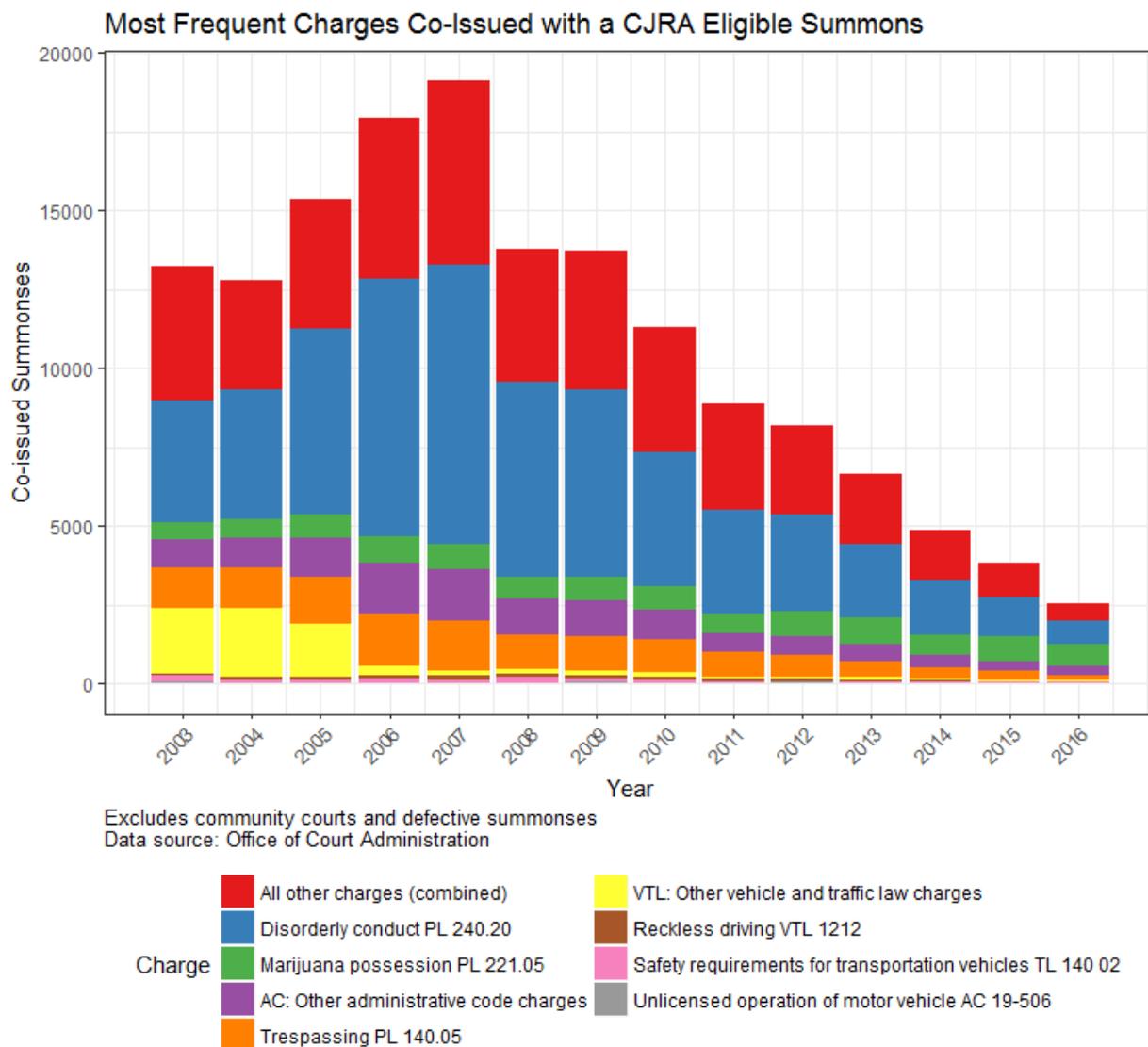


Figure 12 displays the count and relative proportion of charges that were most often co-issued with a CJRA eligible summons. This analysis focuses on the non-CJRA eligible charges that were co-issued with a summons for one of the five CJRA behaviors. In 2003, 13,213 criminal summonses were issued for a non-CJRA eligible charge and were co-issued with a summons for a CJRA eligible charge. By 2016, this number declined to 2,549 summonses. Among this subset of co-issued summonses, the charges that were most frequently co-issued with a CJRA eligible summons in 2016 were disorderly conduct (28.3%), marijuana possession (28.1%), other Administrative Code charges (9.8%), and trespassing (7.0%).

# TRENDS IN CRIMINAL SUMMONS ISSUANCE BY DEMOGRAPHICS

This section provides analyses of criminal summons issuance by the demographic characteristics of the recipient. Across all charges, summonses are consistently issued to males at a higher rate than they are issued to females. There are some notable age and sex differences in the types of CJRA eligible and non-CJRA eligible charges for which summonses are issued.

## Trends in Summons Issuance by Sex

**Figure 13: Rate of Total and CJRA Eligible Summons Issuance by Sex**

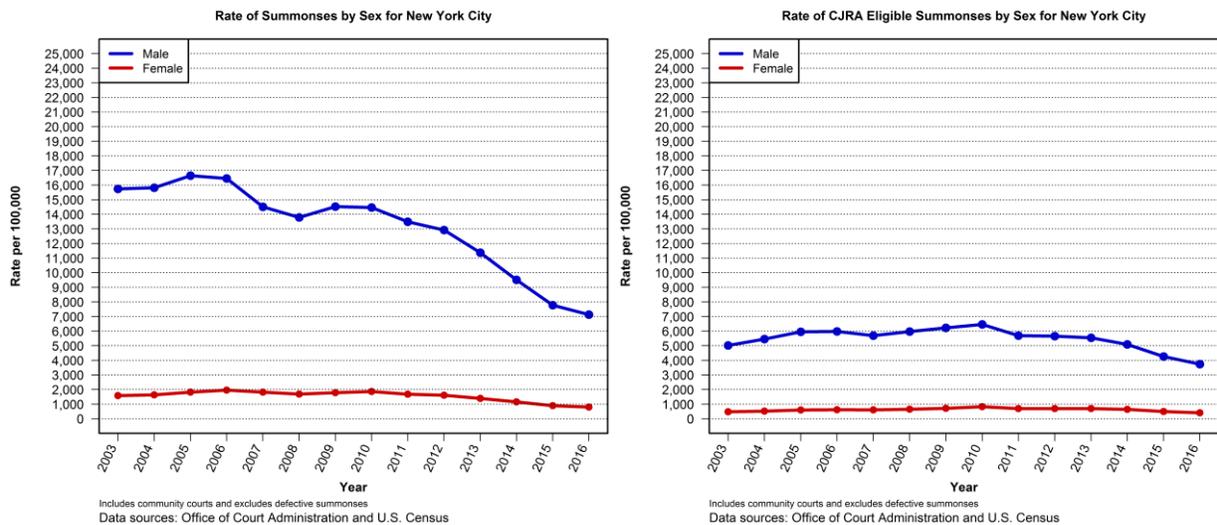


Figure 13 reports the issuance rate for criminal summonses by sex, accounting for the population base. The figure on the left displays the overall issuance rates for all summonses and the figure on the right displays the issuance rates for only CJRA eligible summonses. As illustrated in both figures, criminal summonses were issued to males at notably higher rates than females throughout the study period.

In 2003, there were 15,902 total summonses issued per 100,000 males over the age of 16 in New York City, and 1,591 issued per 100,000 females. The issuance rate for males peaked in 2010, when 14,525 summonses were issued per 100,000 males over the age of 16. This rate was 1,869 summonses for females in 2010. In 2016, the issuance rate for males had declined to 7,236 summonses and the rate for females was 798. The sex difference in criminal summons issuance was highest in 2003, with 10 times greater issuance among males relative to females, and lowest in 2010 when issuance to males was 7.8 times greater than issuance to females. Issuance rates were 9.1 times greater for males than for females in 2016.

The issuance rates for CJRA eligible summonses display similar trends by sex. In 2003, the issuance rate for males for CJRA eligible summonses was 5,023, while the issuance rate for females was 480. By 2016, the CJRA eligible issuance rate had declined to 3,740 for males and 405 for females. The differences in issuance rates by sex for CJRA eligible summonses varied over the study period, from a high of 10.5 times greater issuance in 2003 to a low of 7.8 times greater issuance in 2010. CJRA eligible issuance rates were 9.2 times greater for males than females in 2016.

**Figure 14: Percent of Summonses by Charge Category for Males and Females**

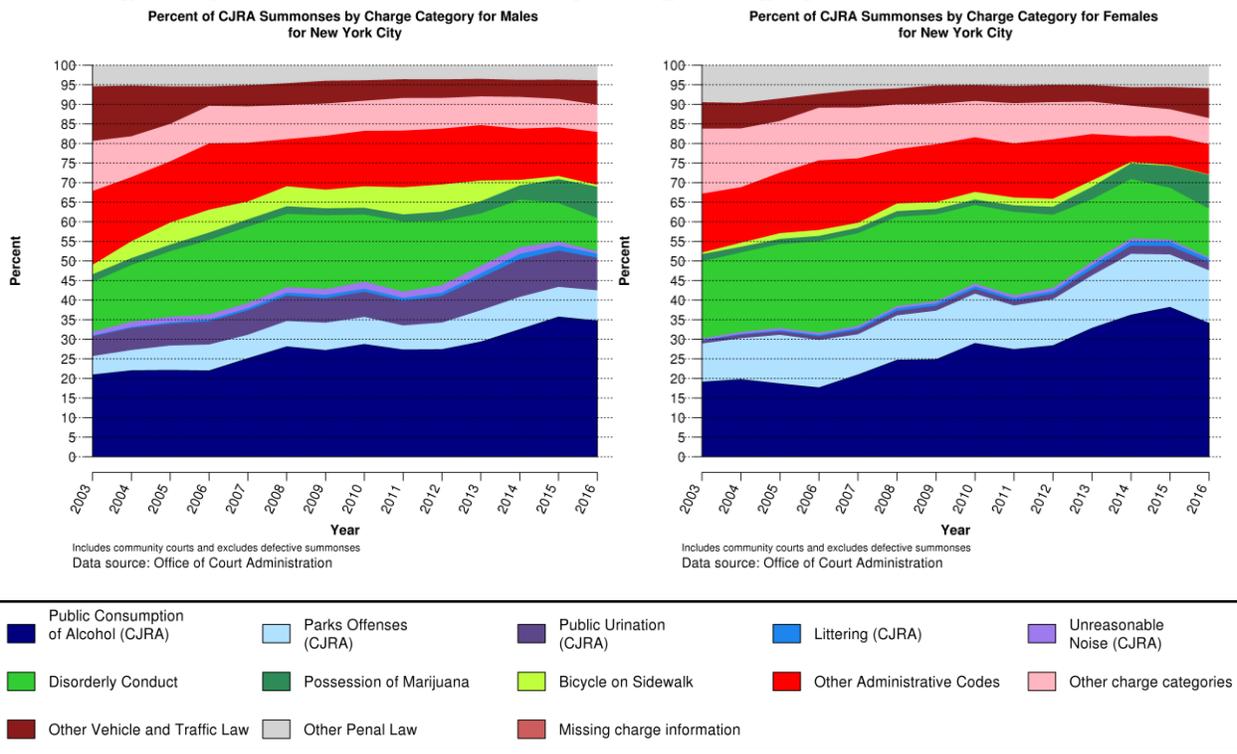


Figure 14 illustrates the percentage of summonses issued to males (on the left) and females (on the right) for each charge category.<sup>25</sup> The most common charge for summons issuance for both males and females is public consumption of alcohol. In 2003, 21.0% of summonses issued to males and 19.2% of summonses issued to females were for public consumption of alcohol. In 2016, the percentage of summonses issued for public consumption had grown to 34.8% of all summonses issued to males and 34.2% of summonses issued to females. There are also notable differences in the charges for which males and females are issued summonses. A greater proportion of summonses issued to males are for public urination. Five percent of all summonses issued to males in 2003 and 8.2% of all summonses issued to males in 2016 were for public urination

<sup>25</sup> We do not display sex issuance rate figures by CJRA eligibility in the interest of space. The sex differences in issuance rates for CJRA eligible summonses follow the same trend of notably higher issuance among males compared to females as displayed in Figure 13.

(in contrast, only 0.7% of summonses issued to females in 2003 and 2.1% in 2016 were for public urination). A comparatively greater proportion of summonses issued to females were for parks offenses (13.4% to females in 2016 compared to 7.7% to males) and disorderly conduct (12.5% to females in 2016 compared to 8.5% to males).

### **Trends in Summons Issuance by Age**

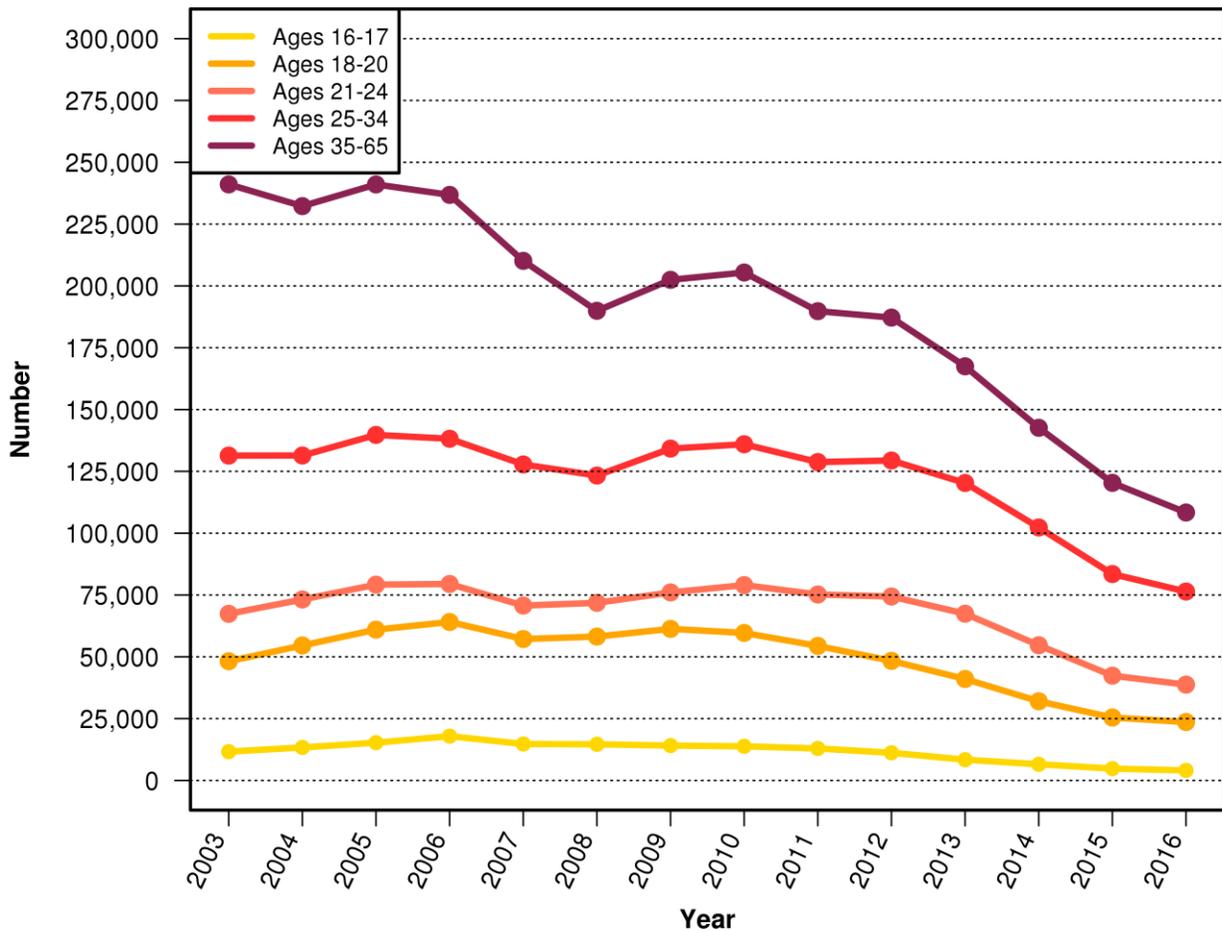
This section examines trends in the summons issuance rate by the age groups of 16-17 year-olds, 18-20 year-olds, 21-24 year-olds, 25-34 year-olds, and 35-65 year-olds. These age groupings were selected based on age-related criminal justice policy, including the age of criminal responsibility in New York during the study period, the anticipated age of criminal responsibility as described in New York State's Raise the Age legislation, and the legal drinking age. These groupings also reflect research on developmental patterns in criminal justice involvement (especially lower rates of criminal justice contact among individuals 35 and older).<sup>26</sup> These figures reveal declining issuance rates for each age group over the study period as well age-related trends in summons issuance by charge and CJRA eligibility.

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<sup>26</sup> Just 1.1% of summonses were issued to individuals 66 and older over the study period. Because of the low issuance volume and rate, trend lines for this age group are not displayed.

Figure 15:

Number of Summonses by Age for New York City



Includes community courts and excludes defective summonses  
Data sources: Office of Court Administration and U.S. Census

Figure 15 illustrates the number of criminal summonses issued by age group. In terms of summons counts, the largest number of summonses was issued to the oldest age group (35-65 year-olds), followed by 25-34 year-olds, 21-24 year-olds, 18-20 year olds, and the lowest number issued to 16-17 year olds. This pattern is expected given that that the oldest age groups comprise more ages and capture more individuals. Among the 16-17 year-old age group, there were 24,132 summonses issued in 2003, this rose to a peak of 37,188 in 2006, and then decreased to a low of 8,739 in 2016. Among the 18-20 year-old age group, there were 48,202 summonses issued in 2003, this increased to a peak of 64,097 issued in 2006, and then decreased to a low of 23,626 in 2016. Among the 21-24 year-old age group, there were 67,383 summonses issued in 2003, this grew to a peak of 79,453 in 2006, and then decreased to a low of 38,746 in 2016. Among the 25-34 year-old age group, there were 131,383 summonses issued in 2003, this rose to a peak of 139,739 in 2005, and then decreased to a low of 76,396 in 2016. Among the age group of 35-65 year olds, the peak in summons issuance was in 2003, when 241,054 criminal

summonses were issued. Issuance for this age group declined to a low of 108,354 summonses in 2016.

**Figure 16: Rate of Total and CJRA Eligible Summons Issuance by Age**

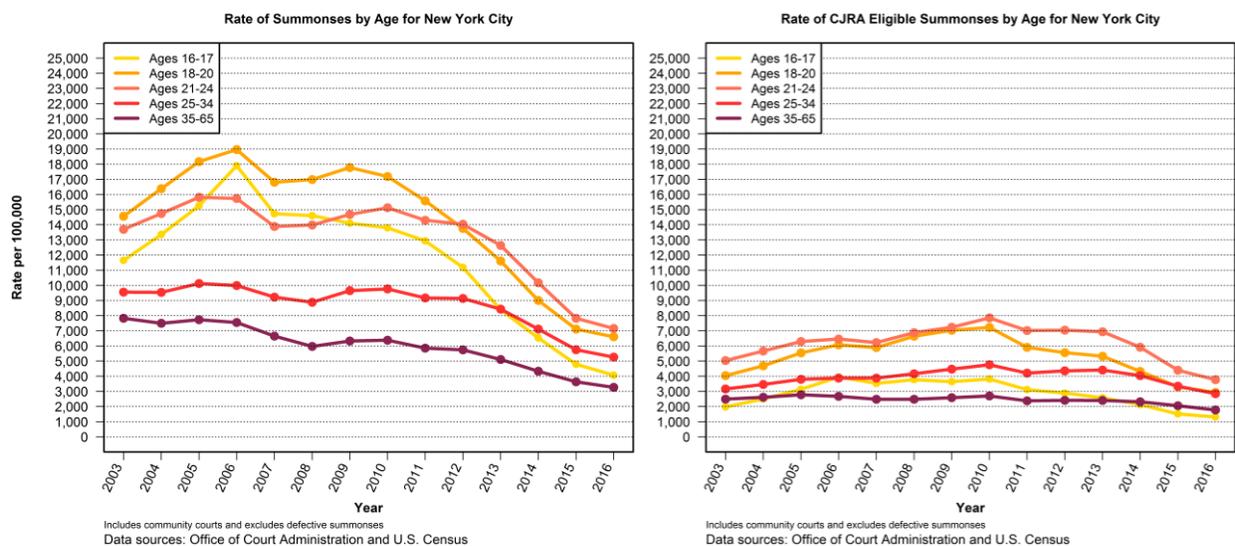


Figure 16 reports the issuance rate for criminal summonses by age group, accounting for the population base of NYC residents in each age group. The figure on the left displays the overall issuance rates for all summonses and the figure on the right displays the issuance rates for only CJRA eligible summonses.

In examining the issuance rates for all summonses, the age groups of 18-20 year-olds and 21-24 year-olds have the highest issuance rates over the study period. While the age group 16-17 year-olds had the third highest issuance rate over most of the study period, their issuance rate dropped below the 25-34 year-olds in 2015. In 2016, the criminal summons issuance rate was highest for 21-24 year-olds (7,159 summonses issued per 100,000 residents), followed by the 18-20 year-olds (6,606), the 25-34 year-olds (5,267), the 16-17 year-olds (4,070), and finally the 35-65 year-olds (3,270).

When we examine issuance rates for CJRA eligible summonses only, different age trends emerge. The 21-24 year-old age group has the highest issuance rate for this subset of summonses throughout the study period. Additionally, the issuance rate for the oldest age group (35-65 year-olds) surpasses the issuance for the youngest age group (16-17 year-olds) for this subset of summonses in 2014. In 2016, the issuance rate for summonses issued for CJRA eligible charges was highest among the age group of 21-24 year-olds (3,772 summonses issued per 100,000 residents), followed by the 18-20 year-olds (2,938), the 25-34 year-olds (2,853), the 35-65 year-olds (1,776), and finally the 16-17 year-olds (1,318).

The differences between age trends for overall summons issuance and CJRA eligible summonses are largely driven by the higher issuance of summonses for public

consumption of alcohol among older age groups (a CJRA eligible charge), and the proportionally higher issuance of disorderly conduct and possession of marijuana summonses among the younger age groups (both non-CJRA eligible charges), as described in the section below.

### Trends in Summons Charge Category by Age

This section examines trends in the proportion of summonses issued for each charge category by age group. We describe trends for the most frequently represented charges for each age group and note changes in the representation of some charges over time and across age groups. These figures reflect a notable age trend in the proportion of criminal summonses issued for a CJRA eligible charge by age group. In 2016, 54% of summonses issued to individuals 21-65 years-old were for CJRA eligible charges, while only 32% of summonses issued to 16-17 year-olds and 44% of summonses issued to 18-20 year-olds were issued for CJRA eligible charges.<sup>27</sup>

**Figure 17: Percent of Summonses by Charge Category for 16-17 and 18-20 year-olds**

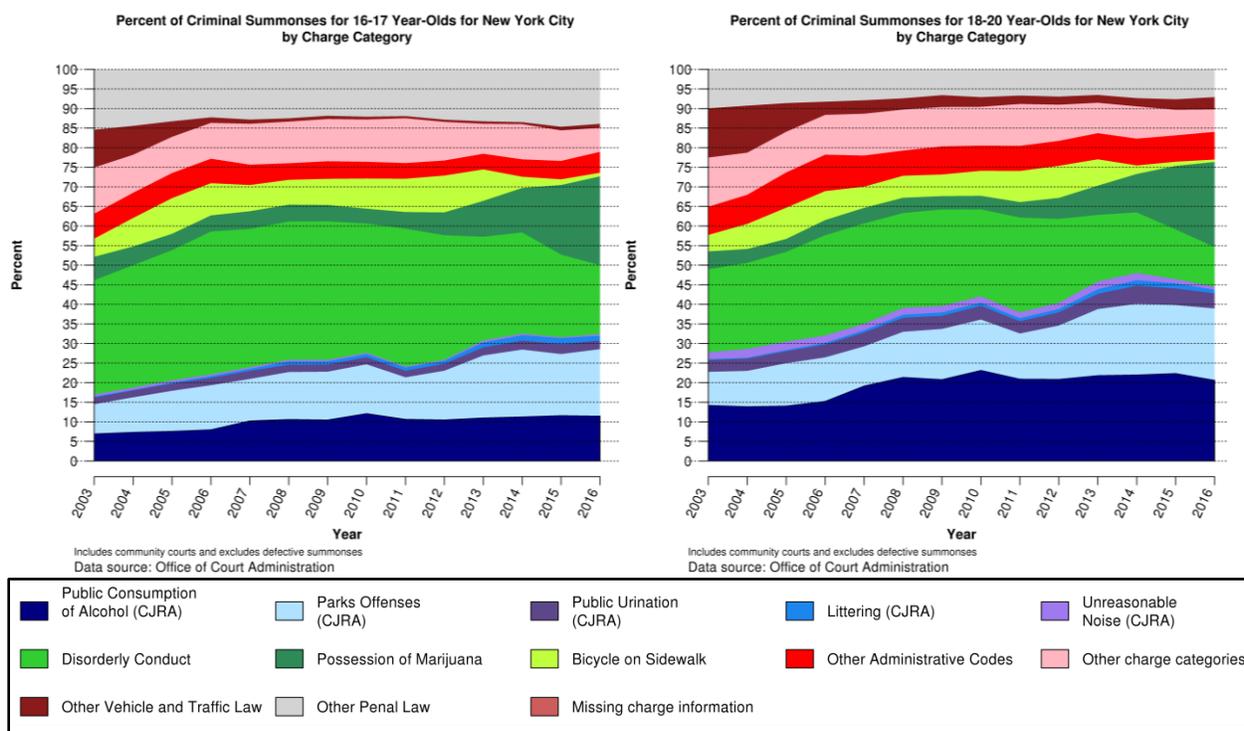


Figure 17 reports the percentage of summonses issued for each charge category by the two youngest age groups. The figure on the left displays the percentage of summonses issued for each charge category among individuals 16-17 years-old and the figure on the right displays the percentages among individuals 18-20 years-old. In 2003, the most

<sup>27</sup> See Appendix C for a table reporting the count and percentage of summonses issued for each charge categories by age group in 2016.

frequently occurring charge among these two age groups include disorderly conduct (29.2% to individuals 16-17 years-old and 21.2% to individuals 18-20 years-old). Disorderly conduct was a consistently high issuance charge throughout the study period, and comprised 17.6% of summonses issued to 16-17 year olds and 10.1% of summonses issued to 18-20 year olds in 2016. The percent of summonses issued for public consumption of alcohol was relatively low and stable over the study period. In 2016, 11.5% of summonses issued to 16-17 year-olds and 20.7% of summonses issued to 18-20 year-olds were for public consumption of alcohol. The percent of summonses issued to both age groups for possession of marijuana increased over the study period. In 2003, 6.0% of summonses issued to individuals 16-17 years-old and 4.6% of summonses issued to individuals 18-20 years-old were for marijuana possession. This percent increased to 22.7% of summonses among 16-17 year-olds and 21.7% of summonses among 18-20 year-olds in 2016.

**Figure 18: Percent of Summonses by Charge Category for 21-24 and 25-34 year-olds**

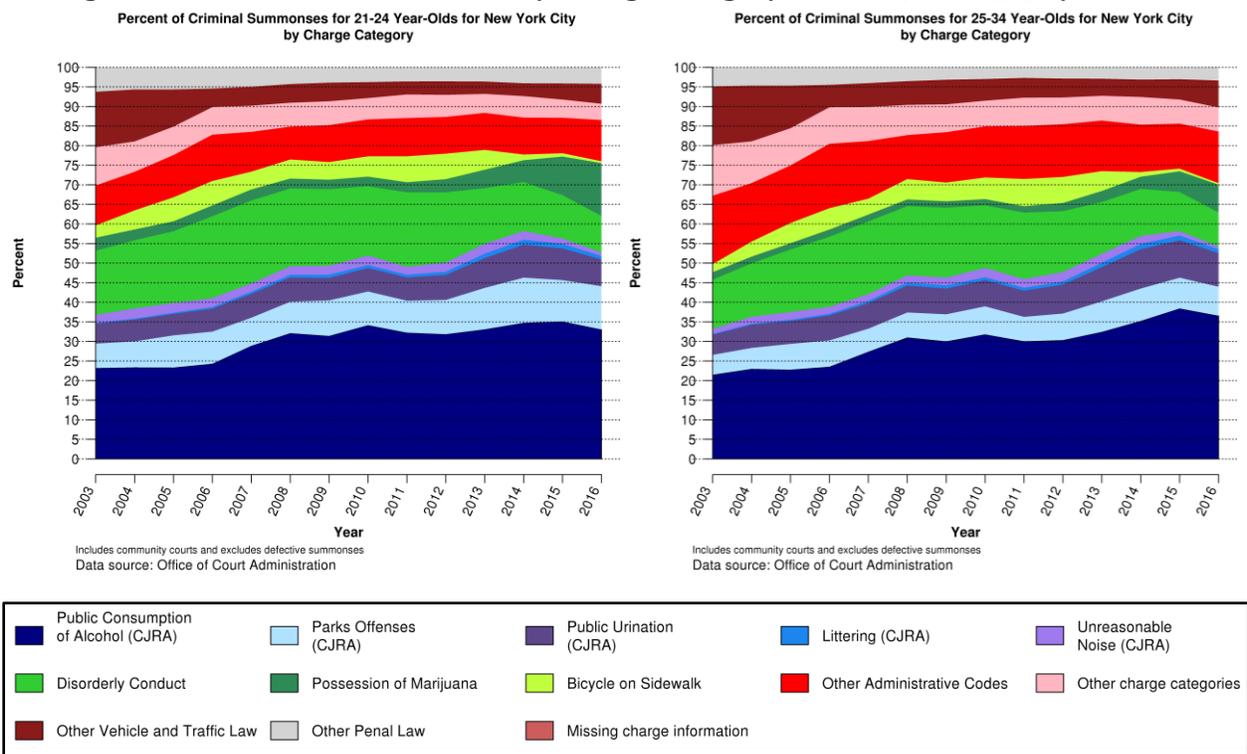


Figure 18 reports the percentage of summonses issued for each charge category by the middle two age groups. The figure on the left displays the percentage of summonses issued for each charge category among individuals 21-24 years-old and the figure on the right displays the percentages among individuals 25-34 years-old. The proportion of summonses issued for public consumption of alcohol was high for both 21-24 year-olds (23.2% in 2003 and 33.0% in 2016) and for 25-34 year-olds (21.5% in 2003 and 36.6% in 2016), and increased over the study period. The proportion of summonses issued for disorderly conduct was high compared to other charges for both 21-24 year-olds (16.4% in 2003 and 9.3% in 2016) and for 25-34 year-olds (12.6% in 2003 and 8.7% in 2016),

but declined over the study period. Among 21-24 year-olds, the proportion of summonses issued for marijuana possession increased from 3.3% in 2003 to 13.5% in 2016. Among 25-34 year-olds, the proportion of summonses issued for marijuana possession increased from 1.9% in 2003 to 7.1% in 2016.

**Figure 19: Percent of Summonses by Charge Category for 35-65 year-olds**

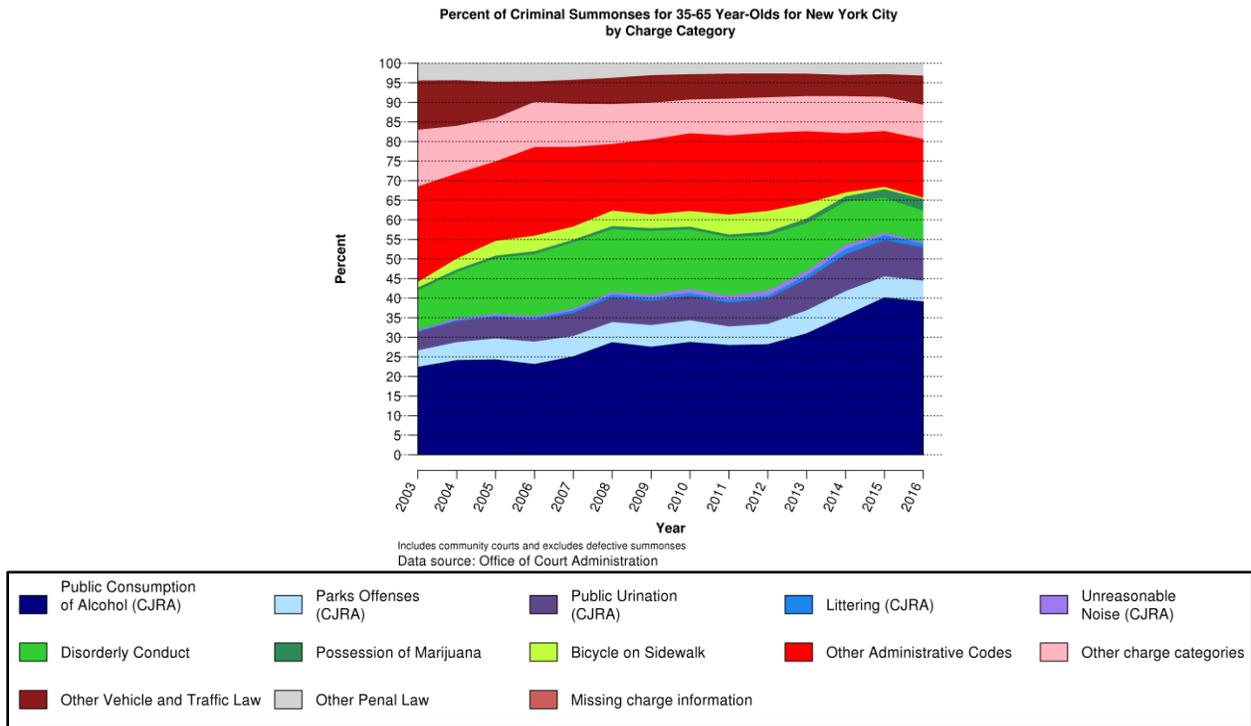


Figure 19 reports the percentage of summonses issued for each charge category among individuals 35-65 years-old. Public consumption of alcohol was the most frequent summons charge for this age group across the study period, and representation of this charge grew from 22.4% of all summonses in 2003 to 39.1% in 2016. The percentage of summonses issued for other Administrative Code offenses was higher among 35-65 year-olds relative to the younger age groups (24.4% in 2003 and 15.0% in 2016). The percentage of summonses issued to 35-65 year-olds for disorderly conduct varied over the study period, beginning at 10.1% in 2003, peaking in 2007 at 16.9% in 2007 and then gradually declining to 8.0% in 2016.

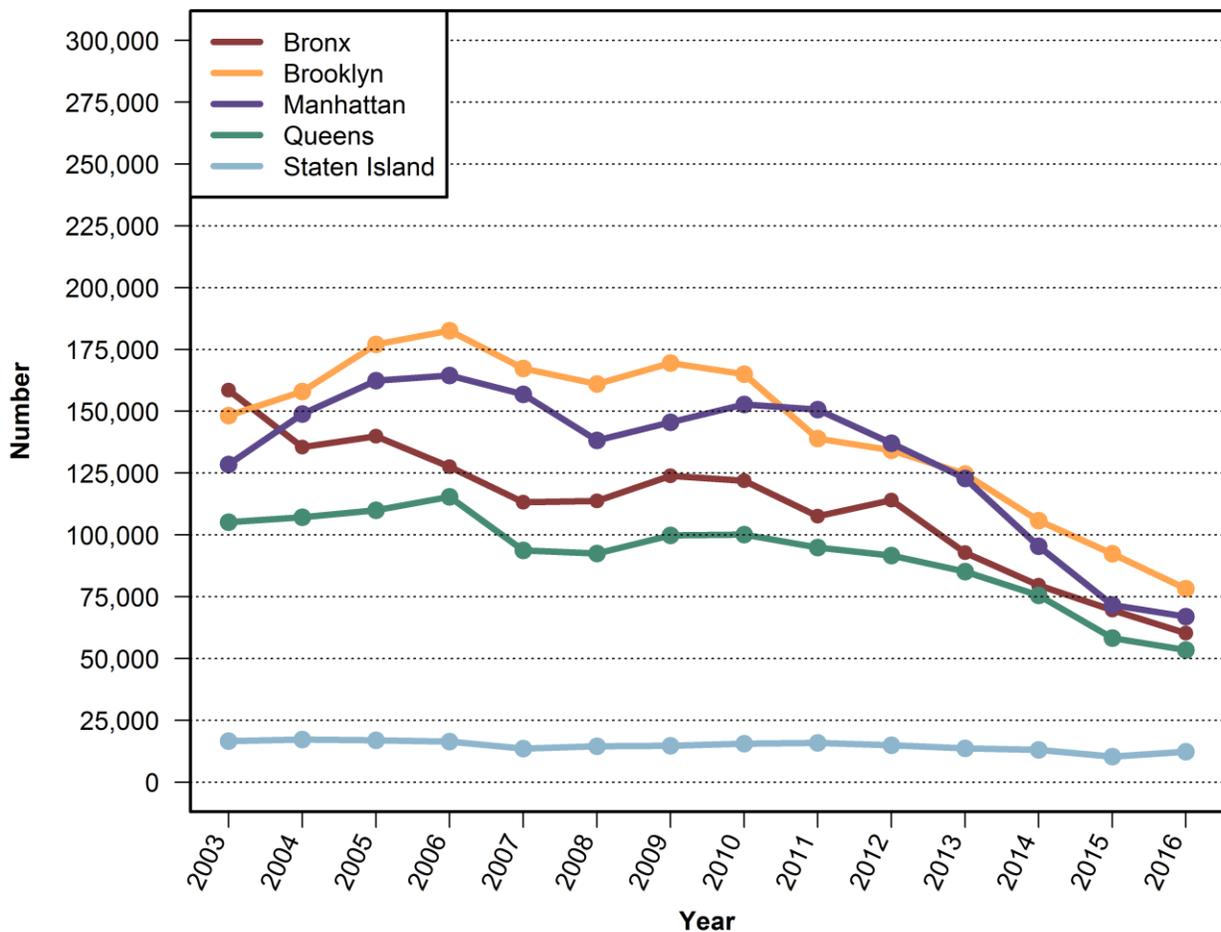
# TRENDS IN THE ISSUANCE OF CRIMINAL SUMMONSES BY GEOGRAPHY

## Criminal Summons Issuance by Borough

This section describes borough differences in issuance number and rate. Comparisons between overall trends in issuance number and issuance rates by borough reveal variability between these two metrics in terms of identifying high issuance boroughs. Brooklyn is the highest issuance borough by count, while the Bronx has the highest issuance rate when taking population base into account. Comparisons between the issuance rate overall and the rate for CJRA eligible summonses suggest that there are not notable differences in issuing trends for CJRA versus non-CJRA eligible summonses by borough.

Figure 20:

Number of Summonses by Borough for New York City



Includes community courts and defective summonses  
Data source: Office of Court Administration

As illustrated in Figure 20, Brooklyn had the largest number of criminal summonses issued for nearly all years, followed by Manhattan, the Bronx, Queens, and then Staten Island. In 2003, there were 158,576 summonses issued in the Bronx, followed by 148,312 summonses issued in Brooklyn, 128,506 summonses issued in Manhattan, 105,161 issued in Queens, and 16,630 issued in Staten Island. In 2016, the number of summonses issued in the Bronx dropped to 60,290, 78,220 in Brooklyn, 66,938 in Manhattan, 53,450 in Queens, and 12,307 in Staten Island. While there was a significantly lower number of criminal summonses issued in Staten Island compared to the other boroughs over the study period, this borough did not experience the sharp decline in summons issuance demonstrated in the other boroughs between 2006 and 2016.

**Figure 21: Summons Issuance Rate by Borough, Total and CJRA Eligible Summonses**

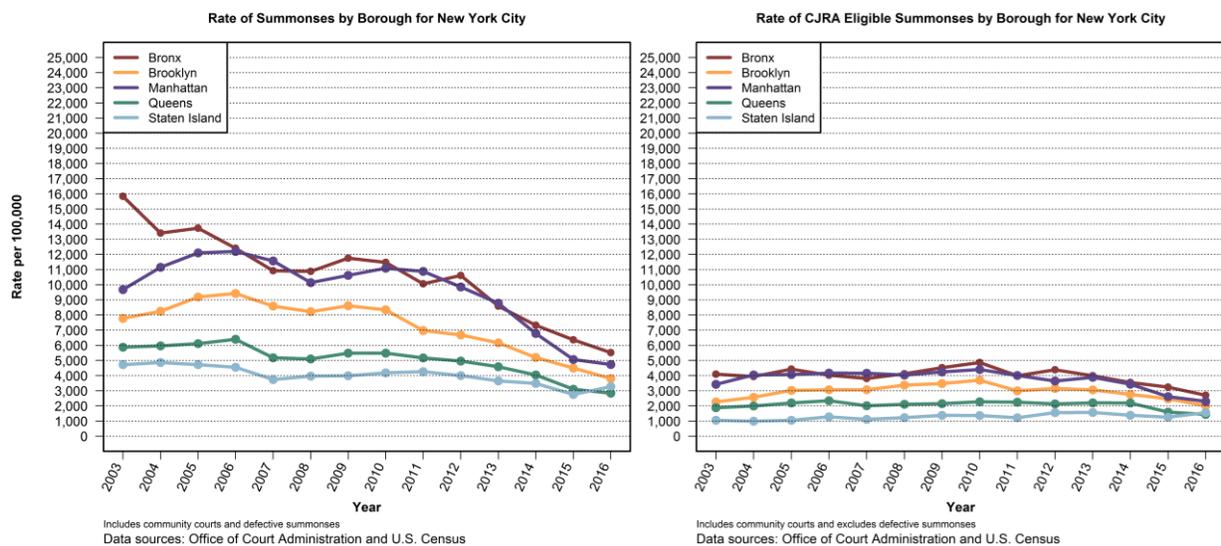


Figure 21 reports criminal summons issuance rates by borough. The figure on the left displays the issuance rates for all summonses and the figure on the right displays the issuance rates for only CJRA eligible summonses. These figures display the same general trends, except that issuance rates are lower for all boroughs when examining exclusively CJRA eligible summonses.

In both figures, the Bronx has the highest issuance rate at the start and the end of the study period. The issuance rate in the Bronx was 15,832.9 overall (4,096.2 for CJRA eligible summonses) in 2003, and declined to 5,514.6 overall (2,701.7 for CJRA eligible) in 2016. The issuance rate for Manhattan was 9,681.9 (3,425.8 for CJRA eligible) in 2003 and declined to 4,735.9 overall (2,301.5 for CJRA eligible) in 2016. In Brooklyn, the issuance rate was 7,781.7 for all summonses in 2003 (2,264.8 for CJRA eligible) and declined to 3,811.4 (2,021.9 for CJRA eligible) in 2016. The issuance rate in Queens was 5,874.0 for all summonses (1,886.0 for CJRA eligible) in 2003 and declined to 2,846.0 (1,438.3 for CJRA eligible) in 2016. The issuance rate in Staten Island was the lowest of the five boroughs in 2003 (4,726.3 overall and 1,055.8 for CJRA eligible), but increased to 3,275.1 overall (and 1,556.5 for CJRA eligible) in 2016, which surpassed the issuance rate in Queens.

## **CJRA Eligible Criminal Summons Issuance by Precinct**

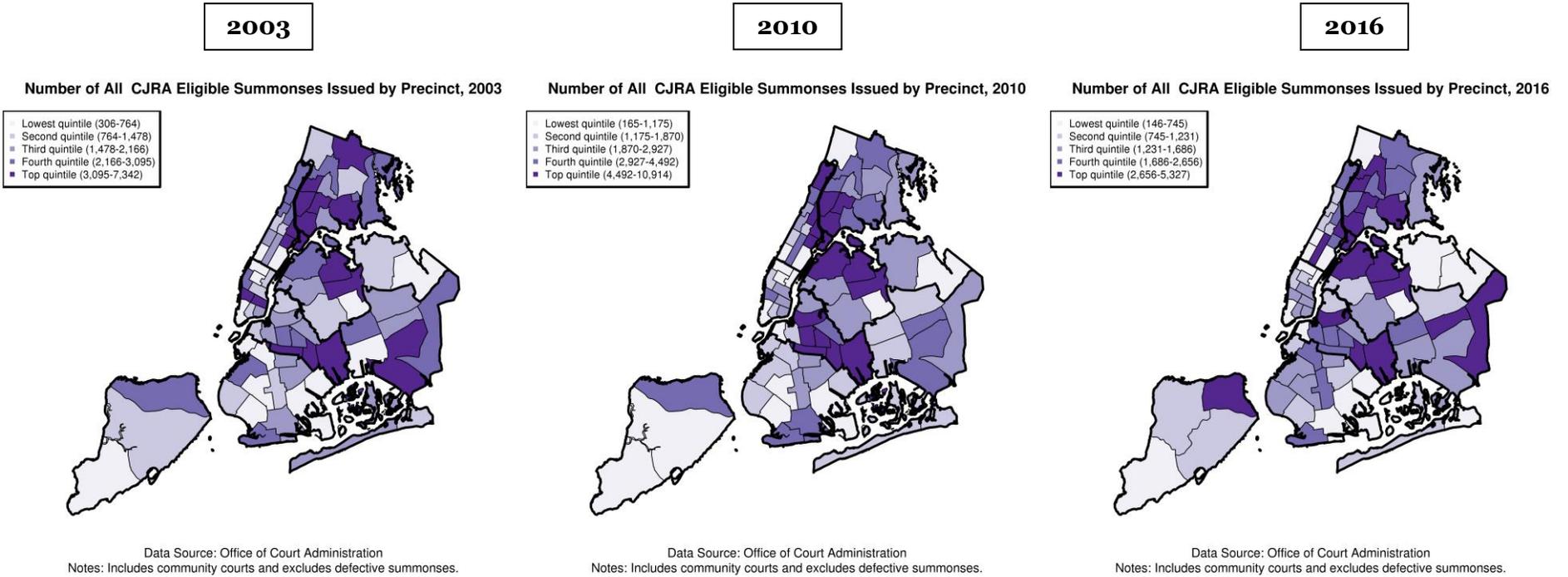
This section provides precinct-level maps reporting the number of CJRA eligible criminal summonses issued within each NYPD precinct.<sup>28</sup> The precincts are grouped into quintiles by issuance number per year.<sup>29</sup> The bottom 20% of precincts by issuance count of CJRA eligible criminal summons are shaded in a light white and the top 20% of precincts by CJRA eligible issuance count are shaded in a dark purple. A table detailing CJRA eligible issuance counts by precinct is included in Appendix F. For comparison to overall trends for all summonses, please see Appendix D for precinct maps illustrating overall issuance counts and Appendix E for a table reporting overall issuance counts by precinct.

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<sup>28</sup> A map illustrating the boundaries and number of each precinct is provided in Appendix D.

<sup>29</sup> This analysis includes all criminal summonses for which precinct of issuance data is available. Therefore, the analysis is not exclusive to summonses issued by the NYPD, and includes the 2.5% of summonses issued by officers of other agencies.

**Figure 22: Precinct Maps, CJRA Eligible Criminal Summons Issuance Count**



In 2003, the lowest number of CJRA eligible summonses issued in a single precinct was 306 summonses issued in Precinct 123, while the highest number of summonses issued in a single precinct was 7,342 summonses in Precinct 44. Collectively, the 15 precincts in the bottom quintile accounted for 4.7% (7,610 summonses) of all CJRA eligible summonses issued citywide in 2003, while the 16 precincts in the highest issuing quintile accounted for 43.0% (69,448 summonses) of all CJRA eligible summonses issued citywide.<sup>30</sup>

In 2010, the lowest number of CJRA eligible summonses issued in a precinct was 165 summonses issued in Precinct 10, while the highest number was 10,914 summonses issued in Precinct 23. Collectively, the 15 precincts in the bottom quintile accounted for 4.7% (10,524 summonses) of all CJRA eligible summonses issued citywide in 2010, while the 16 precincts in the highest issuing quintile accounted for 44.6% (99,661) of all CJRA eligible summonses issued citywide.

In 2016, the lowest number of CJRA eligible summonses issued in a precinct was 146 summonses issued in Precinct 33, and the highest number was 5,327 summonses issued in Precinct 23. Collectively, the 16 precincts in the bottom quintile accounted for 5.2% (6,906 summonses) of all CJRA eligible summonses issued citywide in 2016, while the 16 precincts in the highest issuing quintile accounted for 43.6% (57,619 summonses) of all CJRA eligible summonses issued citywide.

As with the overall issuance trends, the number of CJRA eligible criminal summonses issued by precinct substantially decreased over the study period, most notably between 2010 and 2016. This decline is reflected in the reduced summons counts for each quintile in the legend across years. Despite this overall decline in issuance over the study period and variability in issuance within precincts over time, these precinct maps display some consistency in which precincts were among the highest issuance precincts for CJRA eligible summonses over the study period. Precincts in Upper Manhattan, the South Bronx, and Eastern Brooklyn were consistently in the top quintile in terms of issuance counts. There was also some variation in precinct issuance over time, including a decrease in issuance among precincts surrounding Central Park in 2016 and a high issuance count in the most northern precinct (Precinct 120) in Staten Island in 2016.

### **Legally Insufficient CJRA Eligible Summonses by Precinct**

The following section provides precinct-level maps reporting the percentage of CJRA eligible criminal summons issued within each NYPD precinct that were docketed with the court (i.e. excluding defective summonses) and were dismissed as legally insufficient during SAP-D review or in court.<sup>31</sup> Defective summonses were excluded from this analysis due to missing charge information, which does not allow defective summonses

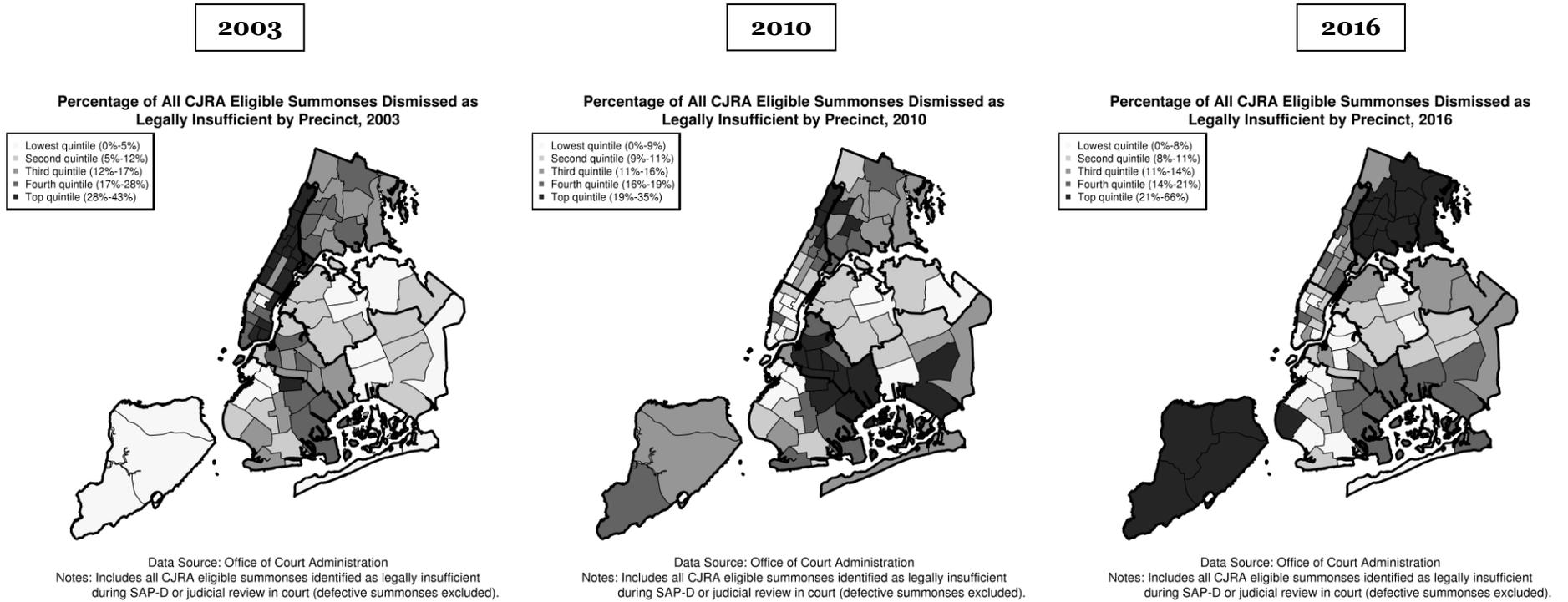
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<sup>30</sup> The denominator used to calculate the percentages excludes summonses where the precinct of issuance was missing.

<sup>31</sup> A map illustrating the boundaries and number of each precinct is provided in Appendix D.

to be disaggregated by CJRA charge eligibility. The precincts are grouped into quintiles by the percentage of CJRA eligible summonses issued in that precinct that were determined to be legally insufficient. The bottom quintile of all precincts in terms of percent legally insufficient is shaded in a light white and the top 20% of precincts by percent legally insufficient is shaded dark black. A table detailing the percentage of CJRA eligible summonses identified as legally insufficient by precinct is included in Appendix F. For comparison to overall trends for all summonses, please see Appendix D for precinct maps illustrating the percentage identified as defective or legally insufficient for all summonses and Appendix E for a table reporting the percentage defective or legally insufficient for all summonses by precinct.

**Figure 23: Precinct Maps, Percent of CJRA Eligible Summonses Dismissed as Legally Insufficient**



In 2003, the precinct with the lowest percentage of CJRA eligible summonses that were dismissed as legally insufficient in 2003 was Precinct 72 (0.1%) and the precinct with the highest percentage dismissed was Precinct 32 (43.3%). Collectively, the average percentage of summonses that were dismissed as legally insufficient among the 15 precincts in the bottom quintile was 3.0%. Among the 16 precincts in the top quintile in terms of the percentage of summonses that were dismissed as legally insufficient, the average was 36.4%.

In 2010, the precinct with the lowest percentage of CJRA eligible summonses that were dismissed as legally insufficient in 2003 was Precinct 76 (0.3%) and the precinct with the highest percentage dismissed was Precinct 81 (35.0%). Collectively, the average percentage of summonses that were dismissed as legally insufficient among the 15 precincts in the bottom quintile was 5.2%. Among the 16 precincts in the top quintile in terms of the percentage of summonses that were dismissed as legally insufficient, the average was 24.5%.

In 2016, the precinct with the lowest percentage of CJRA eligible summonses that were dismissed as legally insufficient in 2003 was Precinct 72 (0.4%) and the precinct with the highest percentage dismissed was Precinct 121 (66.5%). Collectively, the average percentage of summonses that were dismissed as legally insufficient among the 16 precincts in the bottom quintile was 5.5%. Among the 16 precincts in the top quintile in terms of the percentage of summonses that were dismissed as legally insufficient, the average was 33.6%.

The percentage of issued CJRA eligible criminal summonses that were dismissed as legally insufficient varied significantly by precinct and over the study period (from a low of 0.1% to a high of 66.5%). In 2003, precincts in Upper Manhattan, the Upper West Side, the Lower East Side, and sections of Northern and Eastern Brooklyn were in the top quintiles in terms of the percentage of issued summonses that were dismissed as legally insufficient. In 2010, over half of the precincts in the highest quintile for legally insufficient summonses were in Brooklyn, while the top quintile precincts in 2016 were largely in the Bronx and Staten Island.<sup>32</sup>

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<sup>32</sup> Staten Island instituted SAP-D reviews for legal sufficiency in 2016.

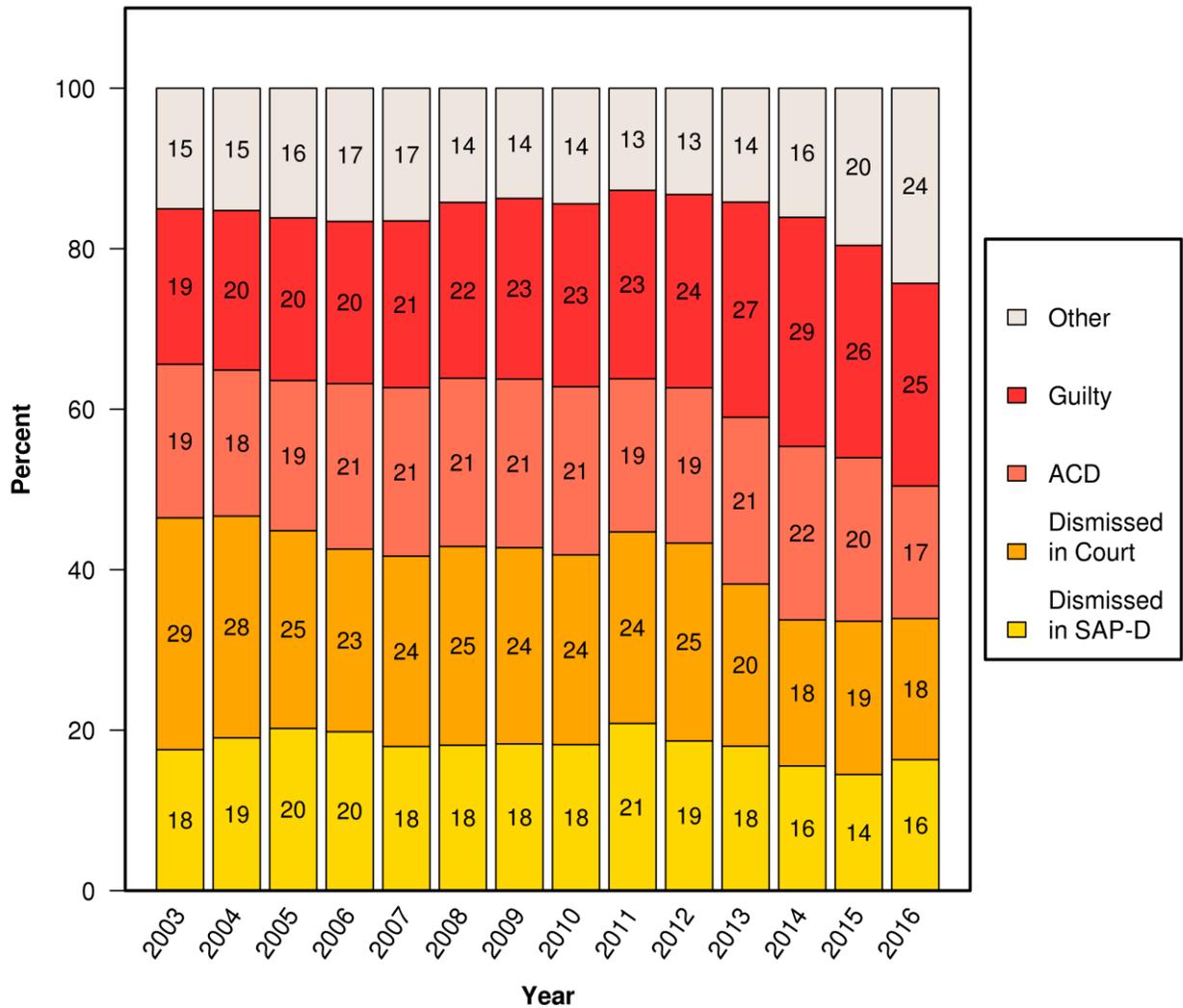
# TRENDS IN CRIMINAL SUMMONSES DISPOSITIONS AND SENTENCES

This section examines trends in dispositions for all docketed summonses and compares dispositions for CJRA eligible and non-CJRA eligible charges. We also provide analysis of the sentence outcomes among summonses that resulted in a disposition of guilty and examine the median time to disposition for docketed summonses.

## Trends in Criminal Summons Dispositions

Figure 24:

Dispositions by Year for New York City



Includes community courts and excludes defective summonses  
 Data source: Office of Court Administration

Figure 24 reports the dispositions for docketed criminal summonses over the study period.<sup>33</sup> In 2003, the most common disposition was dismissed in court, followed by adjournment in contemplation of dismissal (ACD), guilty, and dismissed in SAP-D. In 2016, the most common disposition was guilty, followed by dismissed in court, ACD, and dismissed in SAP-D. The proportion of summonses resulting in a guilty disposition has increased over the study period (from 19.4% in 2003 to 25.2% in 2016), while the proportion dismissed in court has declined (from 28.9% in 2003 to 17.6% in 2016). When the two types of dismissals (dismissals during SAP-D and dismissals in court) are combined, a dismissal is the most common outcome for docketed criminal summonses, throughout the study period. For example, 46.5% of docketed summonses issued in 2003 and 33.9% of summonses issued in 2016 were ultimately dismissed (during SAP-D or in court).

In terms of dispositions by count, in 2003 there were 101,963 summonses issued that resulted in a disposition of guilty, while 65,958 summonses resulted in a disposition of guilty in 2016. In 2003, there were 100,865 summonses that resulted in a disposition of ACD in 2003, which fell to 43,186 in 2016. In 2003, a total of 244,635 summonses issued were dismissed (92,562 during SAP-D review and 152,073 in court). In 2016, there were 88,623 summonses that resulted in a dismissal (42,656 during SAP-D review and 45,967 in court).

**Figure 25: Dispositions for CJRA Eligible and Non-CJRA Eligible Criminal Summonses**

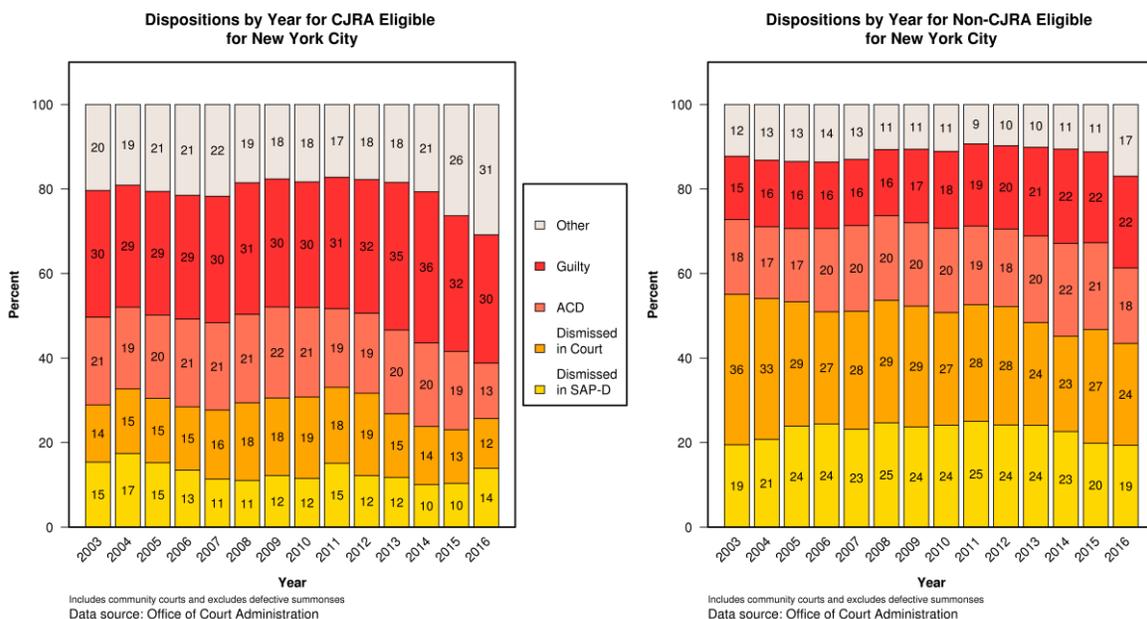


Figure 25 reports the dispositions for criminal summonses by year and CJRA charge eligibility. The figure on the left displays dispositions for summonses issued for a CJRA eligible charge and the figure on the right displays dispositions for summonses issued

<sup>33</sup> The category of other includes a small proportion of summonses with a disposition of acquittal or resentenced, as well as summonses pending a disposition and/or with an open warrant.

for a non-CJRA eligible charge. A comparison of these two figures illustrates notable differences in disposition trends between these two summons charge categories.

Summonses for CJRA eligible charges were more likely to result in a guilty disposition and less likely to result in a dismissal than summonses for non-CJRA eligible charges throughout the study period. Summonses issued in 2016 for CJRA eligible charges were 36% more likely to result in a disposition of guilt than summonses issued for non-CJRA eligible charges. In 2016, 30.4% of criminal summonses issued under a CJRA eligible charge resulted in a disposition of guilty, compared to only 21.7% of non-CJRA eligible charges. Additionally, summonses issued in 2016 for CJRA eligible charges were 40% less likely to be dismissed than non-CJRA eligible summonses. Among docketed summonses issued in 2016, only 25.7% of CJRA eligible summonses were dismissed (either during SAP-D or in court), compared to 43.5% of non-CJRA eligible summonses.

Additional figures disaggregating dispositions by charge and by jurisdiction are available in the Appendix. Please see Appendix G for disaggregated figures reporting dispositions for summonses issued for each CJRA eligible charge and comparison charges, as well as a table reporting the count of dispositions by charge in 2016. Please see Appendix H for disaggregated figures for dispositions by jurisdiction (including by county and community court).

Figure 26:

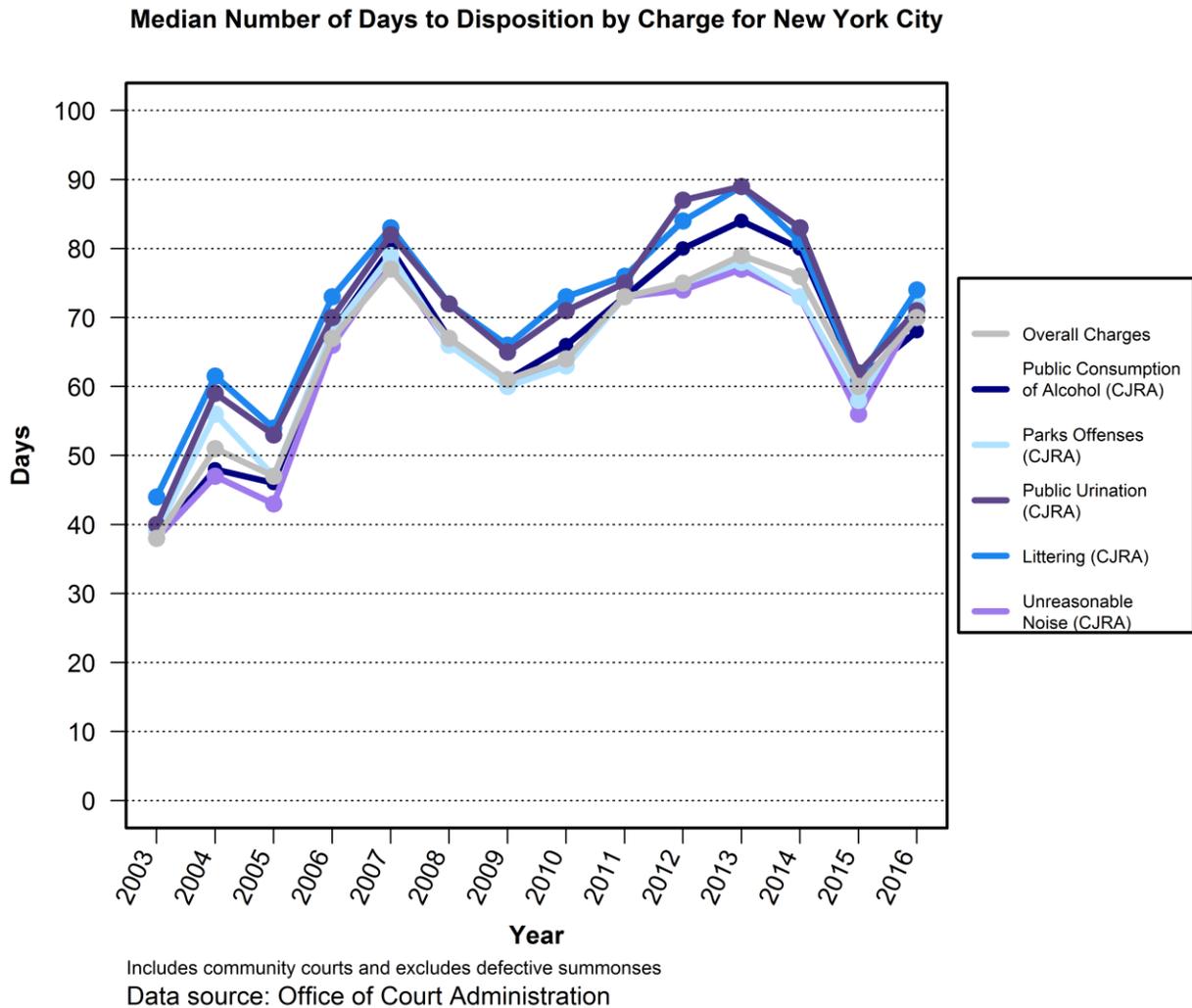


Figure 26 reports the median time to disposition for all criminal summonses and for each CJRA eligible charge. The median time to disposition varies by year but generally increased over the study period. In aggregating all criminal summonses, the median time increased from 38 days in 2003 to 70 days in 2016. While public urination and littering summonses tended to have slightly longer median time to dispositions than other charges, there were very few notable differences across charges in terms of time to disposition.

## Trends in Criminal Summons Sentences

**Figure 27: Sentences for CJRA Eligible and Non-CJRA Eligible Criminal Summons**

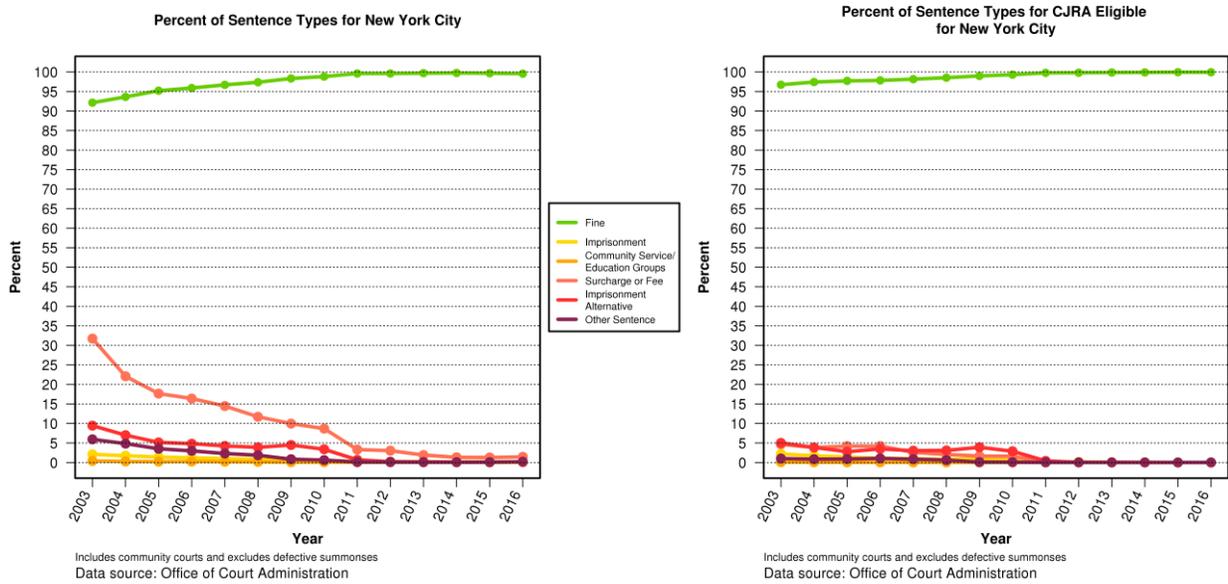
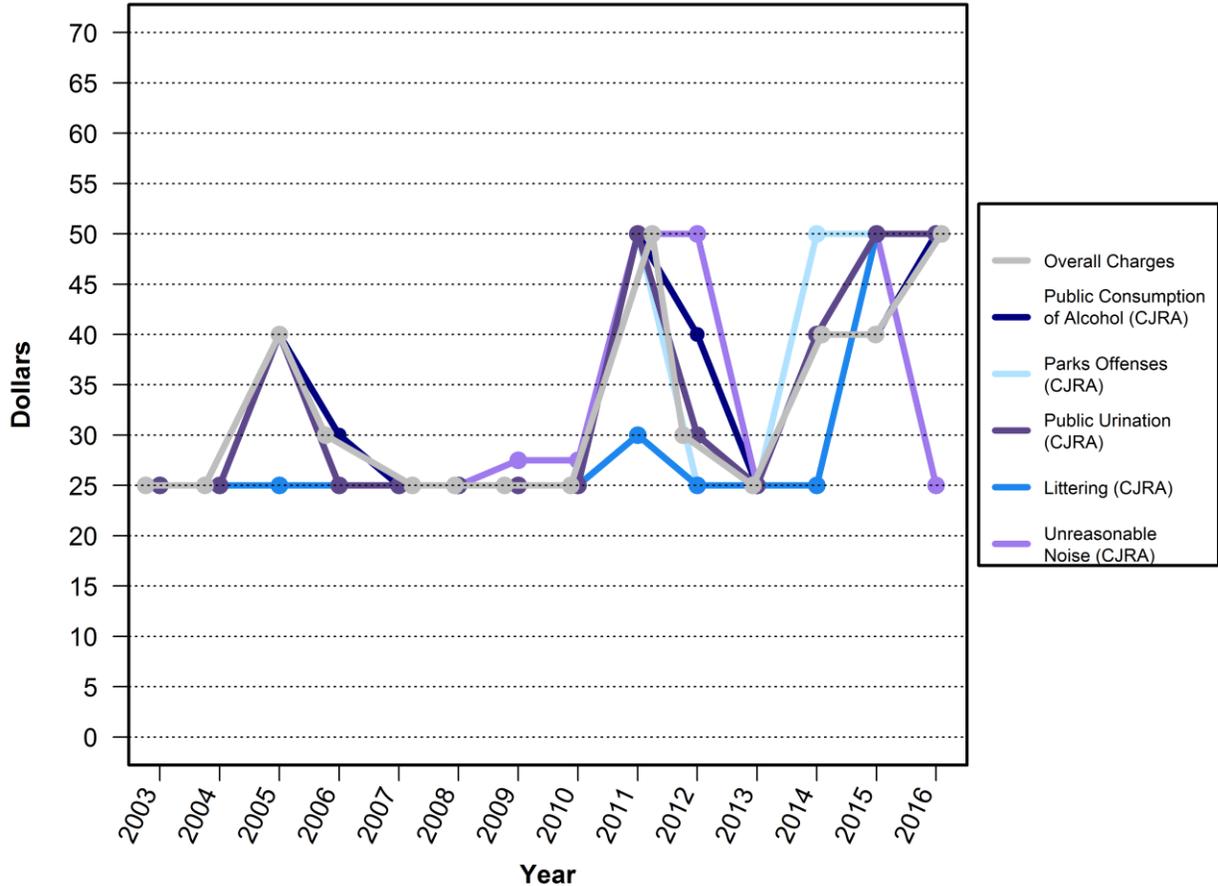


Figure 27 reports sentences for criminal summonses with a disposition of guilty. The figure on the left reports sentences for all criminal summonses, while the figure on the right reports sentences for the subset of criminal summonses issued under a CJRA eligible charge. Because there can be multiple sentences associated with a single summons, these percentages are not cumulative. A fine is consistently the most common sentence for a criminal summons and increased in frequency over the study period. By 2016, nearly 100% of criminal summonses with a disposition of guilt resulted in a fine. The trends in sentences for all summonses and CJRA eligible summonses were similar, with the exception that CJRA eligible summonses were less likely to result in a sentence of surcharge or fee relative to criminal summonses for other charges.

Figure 28:

Median Fine Amount by Charge for New York City



Includes community courts and excludes defective summonses  
Data source: Office of Court Administration

Figure 28 reports the median fine amount for all criminal summonses combined and for each CJRA eligible charge. The median fine amount for all criminal summonses increased from \$25 in 2003 to \$50 in 2016. The median fine amount for each CJRA eligible charge similarly varied between \$25 and \$50 throughout the study period.

## TRENDS IN OPEN AND VACATED WARRANTS FOR CRIMINAL SUMMONSES

The following section examines trends in warrant issuance counts at both the summons and incident level as well as trends in the proportion of criminal summonses resulting in a warrant. We also examine how these trends differ between CJRA eligible and non-CJRA eligible charges over the study period.

**Figure 29:**

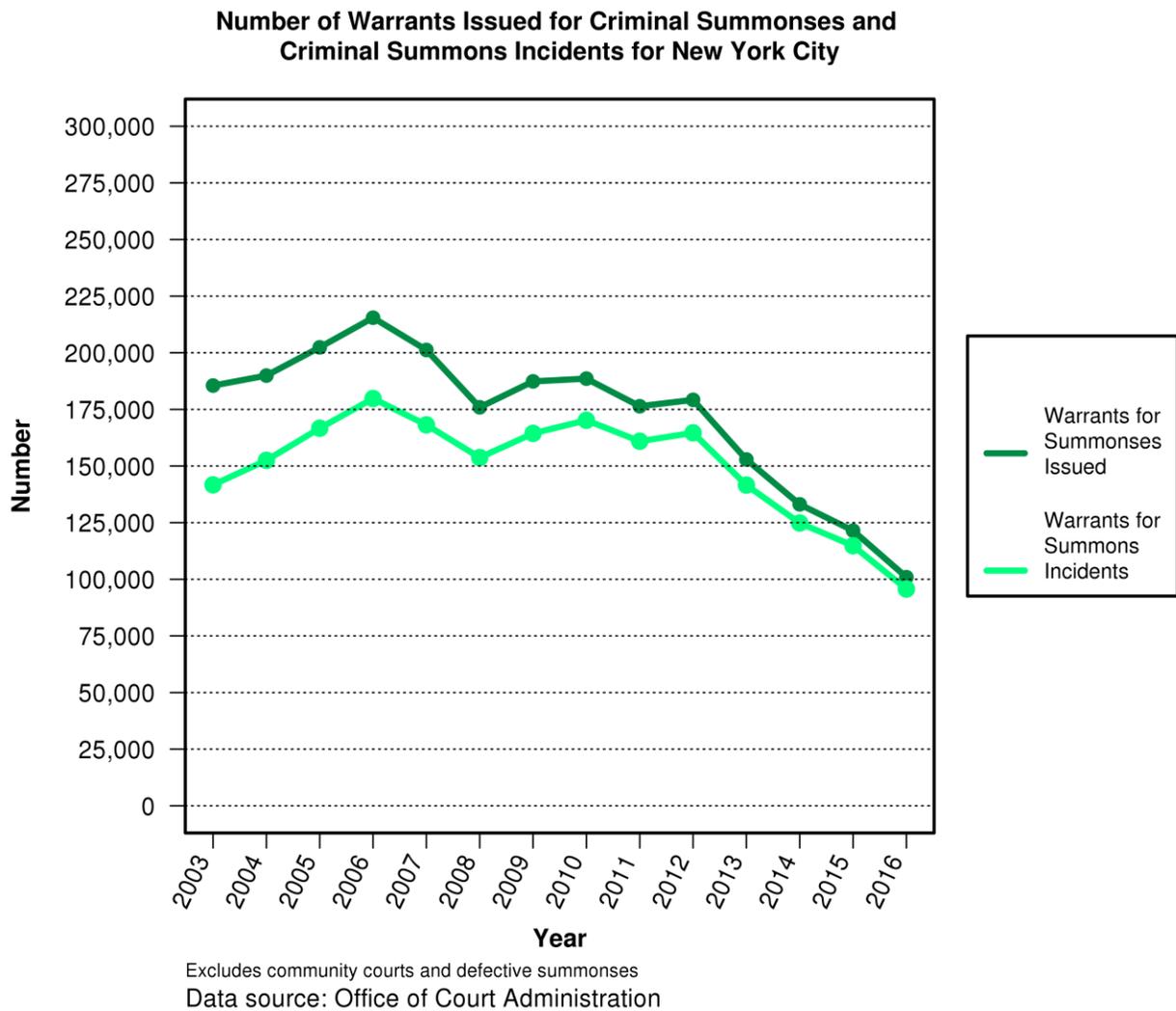


Figure 29 reports the count of summonses that had a warrant ordered (open or vacated) as well as the count of summons incidents where one or more summonses associated with that incident had a warrant. In 2003, there were 185,513 criminal summonses that resulted in a warrant. When warrants are aggregated to the incident-level, we see that there were 141,697 incidents in which one or more summonses resulted in a warrant in 2003. In 2016, 100,921 criminal summonses resulted in a warrant. At the incident-level,

there were 95,688 incidents in which one or more summonses issued in 2016 resulted in a warrant. The reduction in the gap between the count of warrants at the summons and incident level over time reflects the reduction in the number of multiple-summons incidents between 2003 and 2016.

**Figure 30:**

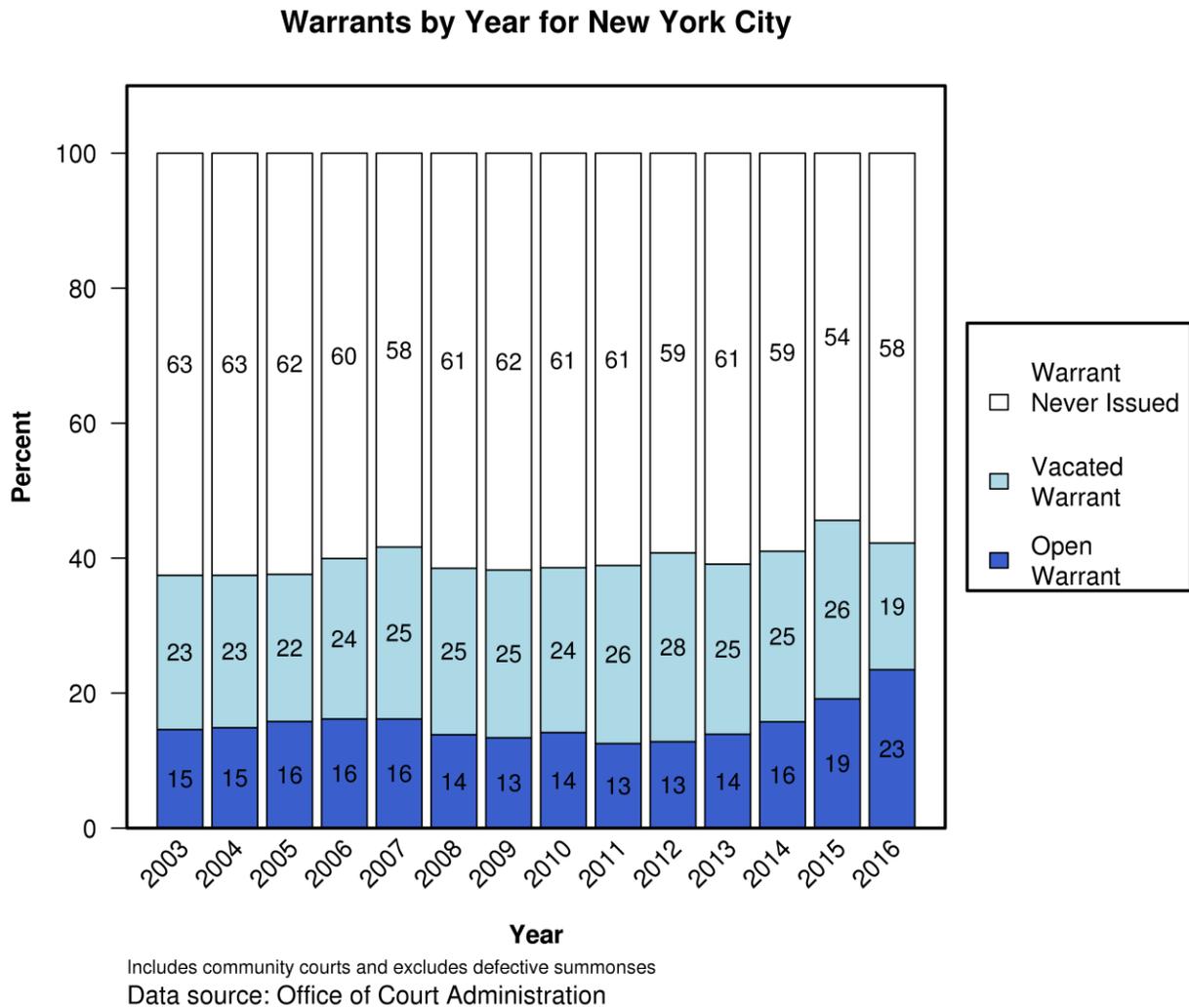


Figure 30 reports the proportion of summonses resulting in a warrant (and the current warrant status) by year. Thirty-seven percent of criminal summonses issued in 2003 resulted in a warrant being issued, and 14.6% of these summonses had an open warrant as of April 2017. In terms of counts, there were 76,897 open warrants and 61,317 vacated warrants for summonses issued in 2003. Forty-two percent of criminal summonses issued in 2016 resulted in a warrant being issued, with 23.5% of summonses having an open warrant as of April 2017. This translates to 61,317 summonses with open warrants and 49,059 with vacated warrants among summonses issued in 2016. The proportion of criminal summonses resulting in a warrant was relatively stable over the study period, with some peaks in the percentage of summonses resulting in a warrant surpassing 40%

in both 2007 and again in 2015. Over 2.5 million (2,567,049) criminal summonses resulted in a warrant being issued over the study period.

**Figure 31: Warrants for Criminal Summonses Total and CJRA Eligible Summonses**

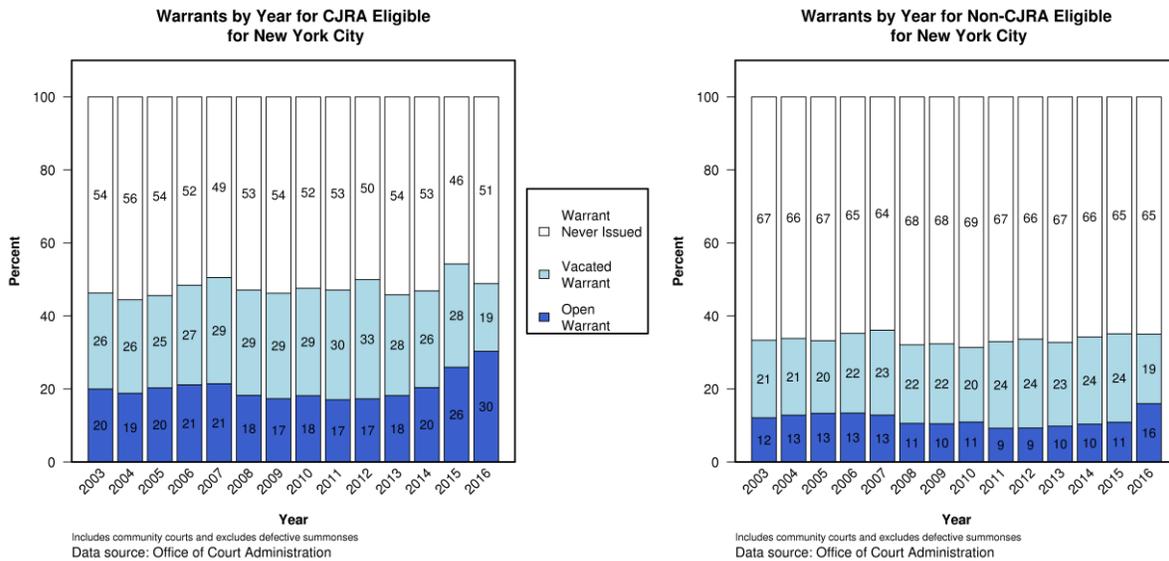


Figure 31 reports the proportion of summonses resulting in a warrant by CJRA charge eligibility. The figure on the left displays the proportion of summonses resulting in a warrant for CJRA eligible summonses and the figure on the right displays the proportion of summonses resulting in a warrant for non-CJRA eligible summonses. There are notable disparities in the risk of a summons resulting in a warrant by CJRA eligibility status. Among criminal summonses issued in 2016, CJRA eligible summonses were 40% more likely to result in a warrant than summonses for charges that are non-CJRA eligible. In 2016, nearly half of all summonses (48.9%) issued under a CJRA eligible charge resulted in a warrant being issued compared to 35.0% of criminal summonses issued under a non-CJRA eligible charge.

Additional figures disaggregating warrant status by charge and by jurisdiction are available in the Appendix. Please see Appendix I for figures reporting warrants for summonses issued for each CJRA eligible charge and comparison charges, as well as the count of warrants by charge in 2016. Please see Appendix J for figures for warrants by jurisdiction (including by county and community court).

## CONCLUSION AND IMPLICATIONS

This report documents dramatic changes in New York City for one high volume enforcement activity: the issuance of criminal summonses. In the past 14 years, we have witnessed a 51% decrease in the number of criminal summonses issued to individuals, from over 557,000 summonses issued in 2003 to a low of about 271,000 summonses issued in 2016. The issuance rates among younger age groups, especially individuals 16 to 20 years-old, were most impacted by this decline. This decline in overall issuance is partially due to a reduction in co-issuance, in which two or more summonses are issued for different charges to the same individual at the same incident.

We observed some changes in the dispositions associated with criminal summonses within this context of declining issuance, most notably an increase in the proportion of summonses that resulted in a disposition of guilty (from 19% in 2003 to 25% in 2016) and a decline in the proportion of summonses that are dismissed in court (from 29% in 2003 to 18% in 2016). Taking both SAP-D and in court dismissals into account, 34% of summonses docketed in 2016 were ultimately dismissed. A consistent and high proportion of criminal summonses resulted in a warrant over the study period, and this proportion has increased slightly from 38% of summonses in 2003 to 42% in 2016.

Further, the focus of this report was on providing a baseline for the evaluation of the CJRA. In this section we summarize how key findings detailed in this report relate to potential implications for anticipating the impact of the CJRA on the issuance and outcomes of criminal and civil summonses in New York City. In addition to the overall decline in issuance of criminal summonses detailed above, an increasing proportion of summonses were issued for CJRA eligible charges. In 2016, over half of all criminal summonses issued to individuals were for CJRA eligible charges. *Because the CJRA targets high volume summons charges, the move to issuing civil summonses for these charges will likely dramatically reduce the criminal summons caseload in the New York City Criminal Courts.*

The charges for which criminal summonses were issued differ by age group. In 2016, 54% of summonses issued to individuals 21-65 years-old were for CJRA eligible charges, while only 32% of summonses issued to 16-17 year-olds and 44% of summonses issued to 18-20 year-olds were CJRA eligible. *This suggests that the younger age groups will likely be less impacted by the CJRA than individuals 21 years-old and above.*

Over the study period, more than one third of all criminal summonses issued to an individual resulted in a warrant being issued. Summonses issued for CJRA eligible charges were more likely to result in a warrant than other charges throughout the study period. Among all summonses issued to individuals in 2016, CJRA eligible criminal summonses were 40% more likely to result in a warrant than summonses for other charges (49% vs. 35%). *By moving summonses for these lower-level charges out of the criminal court, the CJRA will likely significantly reduce the number warrants being issued for individuals due to a failure to appear for or respond to the sentence of a criminal summons.*

This report serves as the baseline report in a series of four scheduled reports for the quantitative component of the CJRA evaluation (to be conducted through June 2019). We hope it will serve as a resource for policymakers, researchers, and members of the public to enhance understanding of this high volume enforcement activity and the context within which the CJRA legislation emerged. The subsequent CJRA evaluation reports will examine the immediate (6 months post-implementation) and longer-term (1 year and 1.5 years post-implementation) impact of the CJRA on summons issuance and outcomes in New York City. These reports will analyze both OATH civil summons data and OCA criminal summons data to examine how the CJRA impacted summons issuance rates, including by charge, demographic groups, and summons type (civil versus criminal). The evaluation will also provide comparisons of the outcomes for criminal and civil summonses, including dispositions, legal sufficiency, and failure to appear rates. Finally, the evaluation will analyze the utilization and impact of specific programming at OATH sites, including Help Center utilization and impact and Community Service participation and completion rates.

## APPENDIX

### Appendix A. Summons Issuance by Law Title Prefix

This table reports the number and percent of criminal summonses issued for charges under each law title prefix, aggregating all summonses issued to individuals between 2003 and 2016.

<b>Summons Charge Law Title</b>	<b>Number</b>	<b>Percent</b>
AC	3,292,976	50.6 %
PL	1,534,110	23.6 %
PRR	464,274	7.1 %
VTL	431,597	6.6 %
HC	357,865	5.5 %
ABC	114,008	1.8 %
TL	73,334	1.1 %
TR	68,547	1.1 %
TAX	46,574	0.7 %
TAR	27,098	0.4 %
GB	21,127	0.3 %
ECL	16,992	0.3 %
ACA	11,566	0.2 %
RNY	10,482	0.2 %
LIR	8,496	0.1 %
PHL	7,920	0.1 %
NAV	2,865	0 %
TBR	2,697	0 %
ED	2,605	0 %
MTA	2,241	0 %
MD	2,211	0 %
WCL	1,361	0 %
AM	779	0 %
NYC	172	0 %
EX	84	0 %

RR	79	0 %
PRL	71	0 %
SSC	24	0 %
PPL	17	0 %
LAB	11	0 %
CON	5	0 %
EL	5	0 %
BL	4	0 %
CPL	3	0 %
RP	2	0 %
SW	2	0 %
CR	1	0 %
DOM	1	0 %
GML	1	0 %
JUD	1	0 %
NA's	5,559	0.1 %

**Data Source:** Office of Court Administration

**Notes:** Includes community courts and excludes defective summonses.

## Appendix B. Issuing Agency of Criminal Summonses

This table reports the number and percent of criminal summonses issued to individual by each issuing agency, aggregating all summonses issued between 2003 and 2016.

<b>Summons Issuing Agency</b>	<b>Number</b>	<b>Percent</b>
New York Police Department	6,318,508	97.5 %
Triboro Bridge & Tunnel Authority	37,113	0.6 %
Department of Environment Conservation	23,303	0.4 %
Metro North Police Department	22,906	0.4 %
Port Authority Police Department, N.Y.-N.J.	14,914	0.2 %
New York Fire Department	14,253	0.2 %
Parkchester South	6,435	0.1 %
NYC Health and Hospitals Corporation	6,264	0.1 %
LIRR: MTA Police Department	6,147	0.1 %
Taxi and Limousine Commission	5,209	0.1 %
Human Resources Administration	3,105	0 %
NYC Sheriff's Office	2,485	0 %
New York State Police	2,387	0 %
New York Park Police	2,017	0 %
NYC Department of Business Services	2,006	0 %
NYS Department of Taxation and Finance	1,789	0 %
Starrett City Security	1,631	0 %
U.S. Park Police	1,413	0 %
Department of Buildings	1,207	0 %
Parkchester North	1,068	0 %
NYC Health Department	934	0 %
Board of Education	848	0 %
Riverbay Co-op City	793	0 %
MTA Police Department	775	0 %
Offtrack Betting Corporation	691	0 %
Department of Social Services	567	0 %
American Society for the Prevention of Cruelty to Animals Police	478	0 %
Amtrak Police Department	405	0 %
Department of Parks and Recreation	308	0 %

NYC Finance Administration	305	0 %
Department of Agriculture and Markets	215	0 %
Lefrak City Security	149	0 %
Division of Fire Prevention	133	0 %
NYC Department of Sanitation Police Department	100	0 %
MET: NYC Health and Hospitals Corp	75	0 %
Marine and Aviation Police Department	71	0 %
Hunts Point Industrial Park Police	61	0 %
Waterfront Commission	45	0 %
Columbia Presbyterian Medical Center	28	0 %
Delano Village Security	20	0 %
Traffic Control Bureau	18	0 %
Franklin Plaza Apartments	14	0 %
Board of Elections	12	0 %
Department of Ports& Terminals	10	0 %
Department of Transportation	8	0 %
Manhattan Psychiatric Center	7	0 %
Commuter Railroad Police Department	6	0 %
Department of Labor	4	0 %
Belmont Race Track	1	0 %
BLV: NYC Health and Hospitals Corp	1	0 %
New York Veterans Medical Center	1	0 %
Aqueduct Race Track	0	0 %
NYS Attorney General	0	0 %
Big Six Towers Public Safety	0	0 %
Parkchester Unspecified	0	0 %
NA's	7	0 %

**Data Source:** Office of Court Administration

**Notes:** Excludes community courts and includes defective summonses.

## Appendix C. Summons Charge by Age Group, 2016

This table reports the number and percent of criminal summonses issued in 2016 for each charge category by age group.

	<b>16-17</b>	<b>18-20</b>	<b>21-24</b>	<b>25-34</b>	<b>35-65</b>	<b>Total</b>
Public Consumption of Alcohol (CJRA)	1,008	4,888	12,797	27,910	42,367	88970
	11.5%	20.7%	33.1%	36.6%	39.2%	
Parks Offenses (CJRA)	1,486	4,307	4,288	5,663	5,730	21474
	17.0%	18.2%	11.1%	7.4%	5.3%	
Public Urination (CJRA)	192	909	2,630	6,524	9,183	19438
	2.2%	3.9%	6.8%	8.5%	8.5%	
Littering (CJRA)	108	223	354	764	1,092	2541
	1.2%	0.9%	0.9%	1.0%	1.0%	
Unreasonable Noise (CJRA)	37	181	348	525	475	1566
	0.4%	0.8%	0.9%	0.7%	0.4%	
Disorderly Conduct	1,536	2,390	3,617	6,668	8,658	22869
	17.6%	10.1%	9.3%	8.7%	8.0%	
Possession of Marijuana	1,982	5,132	5,223	5,402	3,163	20902
	22.7%	21.7%	13.5%	7.1%	2.9%	
Bicycle on Sidewalk	81	147	185	294	409	1116
	0.9%	0.6%	0.5%	0.4%	0.4%	
Other Administrative Codes	466	1,669	4,071	10,074	16,191	32471
	5.3%	7.1%	10.5%	13.2%	15.0%	
Other Charge Categories	535	1,353	1,617	4,697	9,475	17677
	6.1%	5.7%	4.2%	6.2%	8.8%	
Other Vehicle and Traffic Law	89	740	1,972	5,250	8,054	16105
	1.0%	3.1%	5.1%	6.9%	7.4%	
Other Penal Law	1,215	1,665	1,616	2,536	3,387	10419
	13.9%	7.1%	4.2%	3.3%	3.1%	
<b>Total</b>	<b>8735</b>	<b>23604</b>	<b>38718</b>	<b>76307</b>	<b>108184</b>	<b>255548</b>
	<b>3.4%</b>	<b>9.2%</b>	<b>15.2%</b>	<b>29.9%</b>	<b>42.3%</b>	

**Data Source:** Office of Court Administration

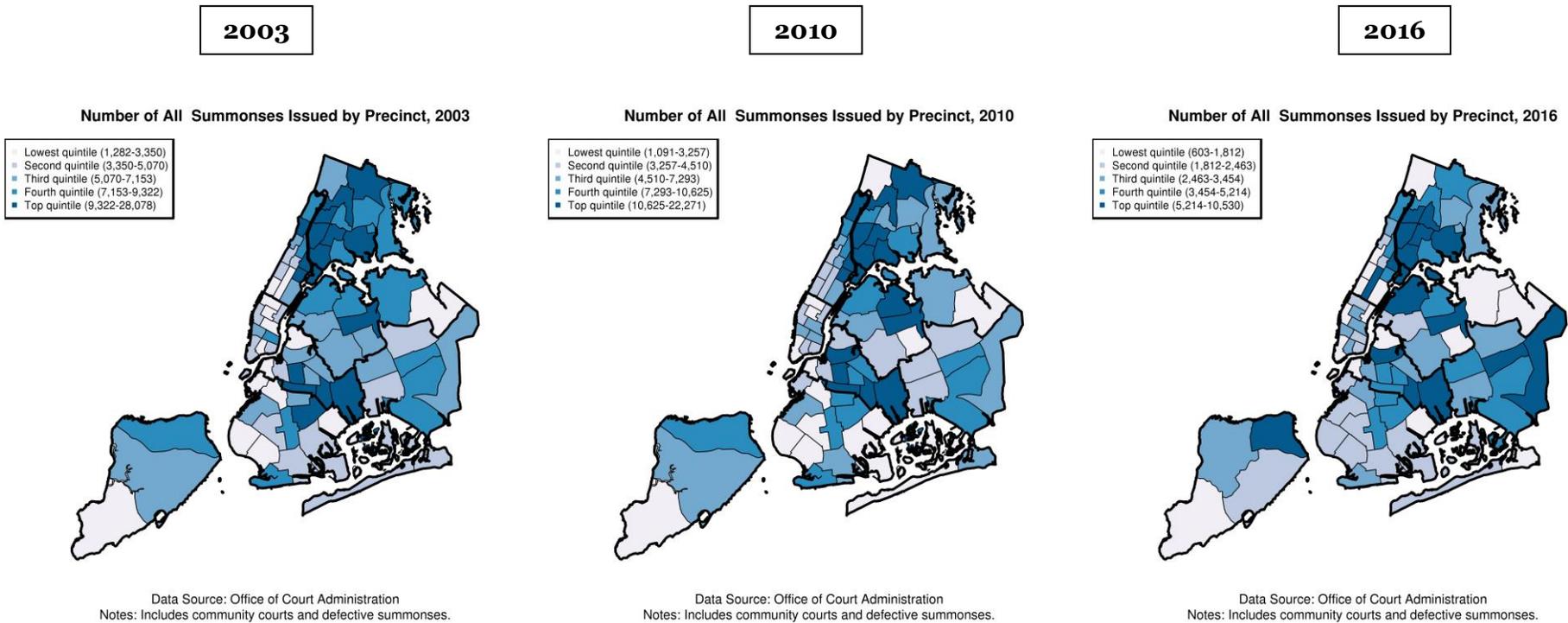
**Notes:** Includes community courts and excludes defective summonses

## Appendix D. Precinct Maps

### Total Summons Issuance by Precinct

The maps below illustrate the total number of criminal summonses issued within each NYPD precinct in 2003, 2010, and 2016. The precincts are grouped into quintiles by issuance number per year. The bottom 20% of precincts by issuance count of criminal summons are shaded in a light white and the top 20% of precincts by issuance count of criminal summonses are shaded in a dark blue. Note that the threshold of summons issuance counts for inclusion in each quintile (indicated in the legend) varies by year, and reflects the overall trend of declining summons issuance over the study period. See Appendix E for a table reporting issuance counts by precinct.

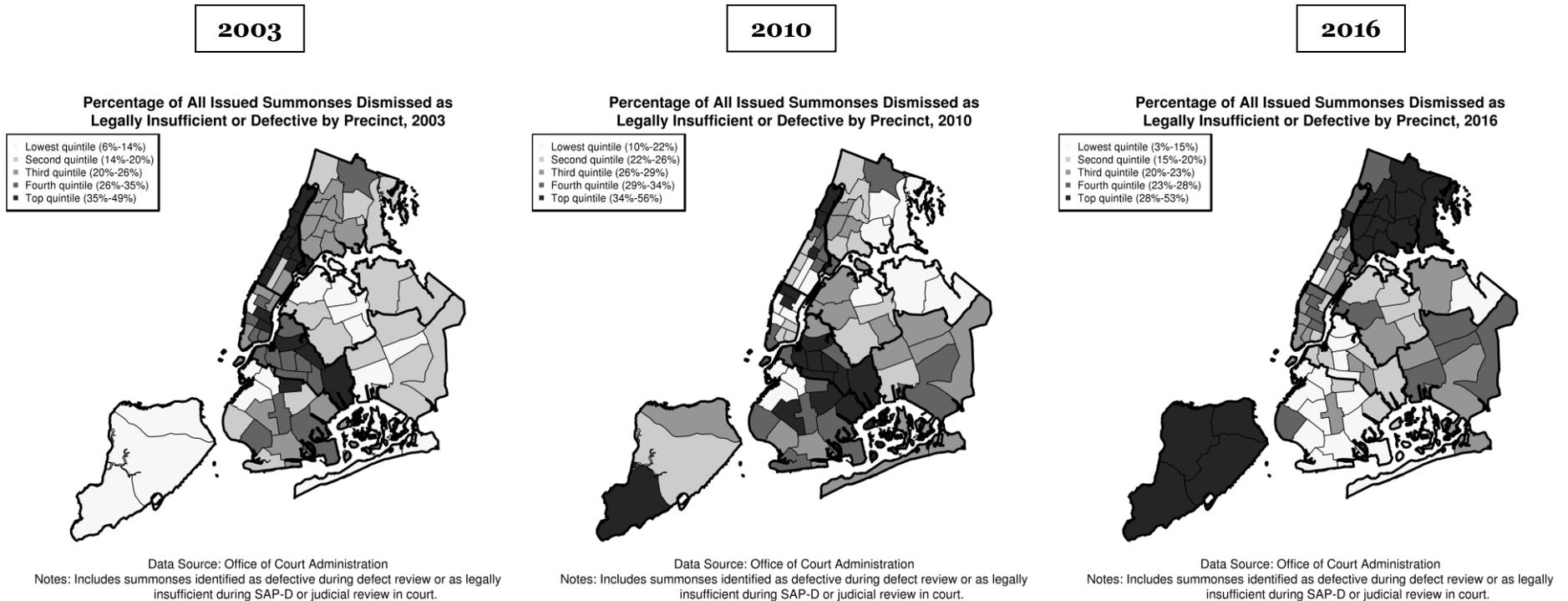
**Figure 32: Precinct Maps, Total Summons Issuance**



## Percent Defective or Legally Insufficient by Precinct

The maps below illustrate the percentage of criminal summonses issued within each NYPD precinct that were determined to be defective or were dismissed as legally insufficient during SAP-D review or in court (for 2003, 2010, and 2016). The precincts are grouped into quintiles by the percentage of summonses issued in that precinct that were determined to be defective or legally insufficient. The bottom quintile of all precincts in terms of percentage defective or legally insufficient is shaded in a light white and the top 20% of precincts by percentage defective or legally insufficient is shaded dark black. See Appendix E for a table reporting the percentage of summonses determined to be defective or legally insufficient by precinct of issuance.

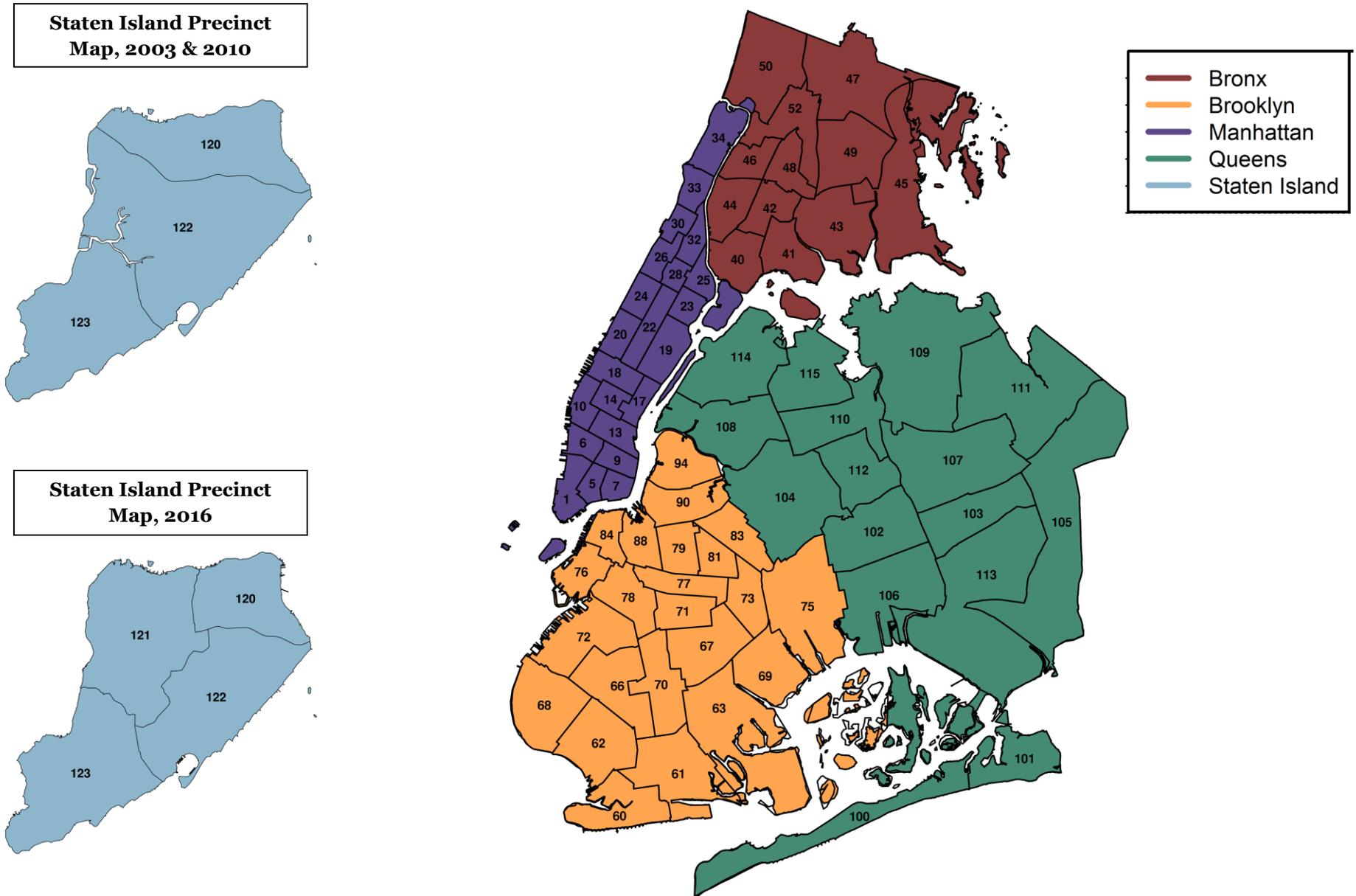
**Figure 33: Precinct Maps, Percent of All Summonses Dismissed as Legally Insufficient or Defective**



## Precinct Number Reference Map

The map below illustrates the boundaries of each NYPD precinct and can serve as a reference for interpreting the information reported in the precinct level tables in Appendix E and Appendix F.

**Figure 34: Precinct Number Reference Map**



Appendix E. Total Criminal Summons Issuance and Percent Defective or Legally Insufficient by Precinct: 2003, 2010, and 2016

This table reports the number of criminal summonses issued within each precinct as well as the percentage of those summonses that were determined to be defective or legally insufficient, for the years 2003, 2010, and 2016.

<b>Total Criminal Summons Issuance and Percent of All Summonses Dismissed as Legally Insufficient or Defective by Precinct</b>						
<b>Precinct</b>	<b>Total Issued 2003</b>	<b>% Def./Insuf. 2003</b>	<b>Total Issued 2010</b>	<b>% Def./Insuf. 2010</b>	<b>Total Issued 2016</b>	<b>% Def./Insuf. 2016</b>
1	3,514	23.0	2,439	30.2	1,719	22.6
5	2,626	34.5	3,833	23.1	2,869	20.4
6	5,504	32.6	6,514	21.6	2,995	22.7
7	4,164	33.4	4,087	25.3	1,920	16.4
9	7,153	38.3	4,725	24.8	1,931	23.5
10	4,554	11.5	3,755	19.3	1,798	20.1
13	2,870	35.1	5,931	19.1	3,366	27.9
14	2,660	31.2	2,616	55.7	3,176	27.6
17	4,547	25.9	3,930	17.5	858	19.6
18	1,583	21.0	1,091	47.8	2,147	27.7
19	6,975	24.6	6,843	19.6	1,282	22.5
20	2,804	38.1	4,460	23.3	654	13.6
22	2,167	14.6	4,492	16.2	5,513	15.2
23	11,078	42.1	14,027	33.1	3,471	21.8
24	4,851	44.3	3,788	24.2	759	25.0
25	9,869	43.1	15,158	29.8	6,248	25.3
26	3,704	39.9	3,687	22.6	1,225	16.5
28	4,410	41.6	6,710	37.4	1,929	22.6
30	6,567	49.0	6,211	30.1	1,866	27.9
32	8,666	47.7	10,172	33.6	3,899	18.8
33	9,322	46.5	9,155	37.6	2,700	32.6
34	8,381	43.9	11,305	34.2	4,039	28.1
40	19,442	22.0	22,271	24.1	10,530	29.2
41	9,098	20.4	10,625	22.0	3,657	31.6

<b>42</b>	9,995	22.3	11,697	26.6	5,302	29.0
<b>43</b>	14,329	23.5	8,883	20.7	5,896	28.4
<b>44</b>	28,078	21.8	11,659	27.1	6,029	32.1
<b>45</b>	8,589	16.5	6,455	21.1	2,683	28.2
<b>46</b>	15,534	25.8	9,000	29.1	6,978	28.7
<b>47</b>	17,376	27.8	11,590	29.5	4,534	28.5
<b>48</b>	8,821	25.0	7,293	25.0	5,352	31.3
<b>49</b>	7,833	19.6	6,599	20.1	3,438	30.8
<b>50</b>	5,798	19.9	3,058	22.9	603	24.2
<b>52</b>	13,413	22.9	12,399	23.2	4,919	31.3
<b>60</b>	7,607	18.7	7,470	33.3	3,289	13.8
<b>61</b>	4,155	21.3	5,412	28.2	1,939	13.9
<b>62</b>	1,402	28.1	2,619	26.6	2,461	11.4
<b>63</b>	4,253	26.4	1,963	29.5	2,124	13.7
<b>66</b>	3,350	24.6	2,161	34.1	1,963	12.2
<b>67</b>	9,613	19.7	9,052	35.5	4,836	14.9
<b>68</b>	1,798	19.9	2,634	29.9	2,063	23.8
<b>69</b>	2,576	23.4	3,136	33.9	1,562	16.9
<b>70</b>	7,220	26.5	7,378	30.0	4,971	22.8
<b>71</b>	6,303	39.5	7,446	29.7	3,791	18.1
<b>72</b>	6,443	9.8	4,939	16.6	2,334	3.4
<b>73</b>	16,120	28.4	16,071	39.0	5,595	19.8
<b>75</b>	16,202	38.8	17,273	43.0	8,822	18.6
<b>76</b>	1,342	11.3	3,525	9.9	2,081	5.3
<b>77</b>	12,051	33.8	12,371	37.8	3,973	12.6
<b>78</b>	1,282	11.8	2,806	12.0	2,923	3.5
<b>79</b>	9,811	28.6	16,488	40.3	3,910	13.1
<b>81</b>	6,185	32.2	8,350	44.1	3,550	20.0
<b>83</b>	7,023	35.4	7,702	30.4	2,596	16.4
<b>84</b>	2,953	27.9	2,461	33.7	1,460	15.8
<b>88</b>	4,880	29.2	3,977	37.5	2,689	16.9
<b>90</b>	6,396	38.6	12,140	37.0	5,275	7.9
<b>94</b>	2,979	33.1	3,257	26.5	1,786	14.0
<b>100</b>	3,967	9.2	3,135	29.2	1,959	14.8
<b>101</b>	4,843	12.0	5,105	28.5	1,568	22.4

<b>102</b>	5,505	13.8	3,812	28.1	3,465	20.3
<b>103</b>	9,249	10.3	9,802	26.7	6,405	23.0
<b>104</b>	5,730	18.1	4,409	22.2	2,555	19.7
<b>105</b>	6,574	14.3	5,832	27.3	6,414	24.0
<b>106</b>	4,871	12.2	4,037	22.5	2,841	23.9
<b>107</b>	3,906	16.3	4,004	27.7	2,473	27.3
<b>108</b>	5,912	14.6	4,791	25.6	1,930	23.0
<b>109</b>	8,579	15.2	5,310	21.4	1,411	22.8
<b>110</b>	10,241	10.3	11,110	21.7	5,639	18.3
<b>111</b>	3,340	14.4	1,762	20.6	962	15.2
<b>112</b>	5,070	9.3	2,725	28.0	620	15.6
<b>113</b>	8,833	14.0	8,073	30.9	4,695	21.6
<b>114</b>	8,876	12.6	10,493	26.1	5,685	18.6
<b>115</b>	9,208	11.9	15,143	18.5	4,305	18.6
<b>120</b>	8,329	9.3	9,250	27.2	6,057	53.4
<b>121</b>	NA	NA	NA	NA	2,467	51.7
<b>122</b>	6,000	8.0	4,510	23.9	2,265	45.0
<b>123</b>	2,239	6.4	1,726	36.0	1,348	29.6

**Data Source:** Office of Court Administration

**Notes:** Includes community courts and defective summonses. Percentages report all summonses identified as defective or as legally insufficient during SAP-D or judicial review in court.

Appendix F. CJRA Eligible Summons Issuance and Percent Dismissed as Legally Insufficient by Precinct: 2003, 2010, and 2016

This table reports the number of criminal summonses issued for a CJRA eligible charge within each precinct and the percentage of summonses issued for a CJRA eligible charge that were determined to be legally insufficient, for the years 2003, 2010, and 2016.

<b>Total CJRA Eligible Summons Issuance and Percent of CJRA Eligible Summonses Dismissed as Legally Insufficient by Precinct</b>						
<b>Precinct</b>	<b>CJRA Issued 2003</b>	<b>% Insuf. 2003</b>	<b>CJRA Issued 2010</b>	<b>% Insuf. 2010</b>	<b>CJRA Issued 2016</b>	<b>% Insuf. 2016</b>
1	516	21.1	585	4.8	724	7.3
5	806	30.4	1,312	5.5	1,256	11.1
6	3,658	26.1	3,938	17.2	1,620	13.9
7	1,738	34.6	1,870	10.3	1,393	7.8
9	3,696	33.7	2,287	8.4	1,289	9.2
10	2,171	5.3	1,846	5.2	954	3.9
13	1,052	23.5	2,311	6.8	1,531	11.9
14	597	4.2	298	5.4	1,162	4.7
17	1,451	28.3	719	5.0	364	10.4
18	420	6.0	165	10.3	188	9.0
19	665	36.2	1,087	8.6	558	15.1
20	543	39.8	619	7.8	257	8.6
22	1,968	13.0	3,894	13.0	4,568	12.2
23	3,695	37.0	5,853	18.4	2,028	12.3
24	1,663	39.9	1,500	8.7	326	13.8
25	3,095	39.1	7,141	16.9	3,456	12.9
26	1,434	39.3	1,903	11.0	830	6.5
28	1,290	35.3	1,638	18.0	1,072	11.8
30	2,873	35.1	2,658	17.3	879	18.4
32	2,504	43.3	4,492	21.5	2,236	11.1
33	2,451	42.9	3,043	23.2	981	14.1
34	3,002	39.8	4,996	25.2	2,099	19.5
40	5,282	20.8	10,914	16.9	5,327	22.2
41	1,555	15.8	3,958	17.0	1,500	25.3
42	3,171	12.5	6,540	20.9	3,050	24.4

<b>43</b>	4,409	19.0	4,373	16.0	3,265	21.9
<b>44</b>	7,342	16.8	5,043	13.9	2,450	26.4
<b>45</b>	2,166	13.3	2,477	11.6	1,287	24.9
<b>46</b>	5,799	23.1	4,276	19.4	3,933	22.4
<b>47</b>	3,870	17.0	4,170	18.8	1,771	24.1
<b>48</b>	2,040	19.2	2,927	13.7	2,232	24.9
<b>49</b>	1,092	16.0	2,133	13.4	1,691	25.0
<b>50</b>	1,290	15.5	681	10.6	146	13.0
<b>52</b>	2,972	15.4	4,054	11.9	2,777	22.8
<b>60</b>	2,635	11.9	3,504	18.4	1,872	10.5
<b>61</b>	1,833	5.5	3,101	9.5	734	7.9
<b>62</b>	499	13.0	912	16.1	1,223	7.6
<b>63</b>	332	20.5	569	17.9	292	19.9
<b>66</b>	605	10.9	727	11.0	1,243	9.3
<b>67</b>	1,478	19.4	2,633	25.2	880	15.8
<b>68</b>	764	8.9	1,292	9.8	1,278	22.8
<b>69</b>	398	17.6	1,175	20.9	708	15.7
<b>70</b>	1,302	13.3	2,535	19.3	2,392	12.8
<b>71</b>	2,085	27.8	2,859	24.4	1,581	12.0
<b>72</b>	2,834	0.1	1,512	1.4	1,485	0.4
<b>73</b>	5,171	14.8	7,111	24.4	3,194	17.0
<b>75</b>	3,752	15.5	6,003	28.8	4,921	15.8
<b>76</b>	553	0.9	1,725	0.3	1,160	1.6
<b>77</b>	3,886	11.7	5,483	24.0	2,230	10.8
<b>78</b>	641	0.6	1,647	0.6	1,902	0.6
<b>79</b>	3,080	16.4	8,034	24.4	2,377	7.7
<b>81</b>	2,449	18.0	4,514	35.0	2,013	17.3
<b>83</b>	1,499	14.8	4,054	18.7	1,242	10.7
<b>84</b>	1,022	10.4	1,090	15.7	630	9.4
<b>88</b>	1,884	18.6	1,845	21.1	1,920	13.4
<b>90</b>	1,877	21.2	6,927	20.3	4,132	5.4
<b>94</b>	1,112	11.2	2,067	19.2	946	8.2
<b>100</b>	1,788	3.5	1,377	13.1	1,217	7.4
<b>101</b>	1,380	2.8	1,868	11.7	588	15.5
<b>102</b>	2,815	4.2	1,371	9.2	2,007	10.6

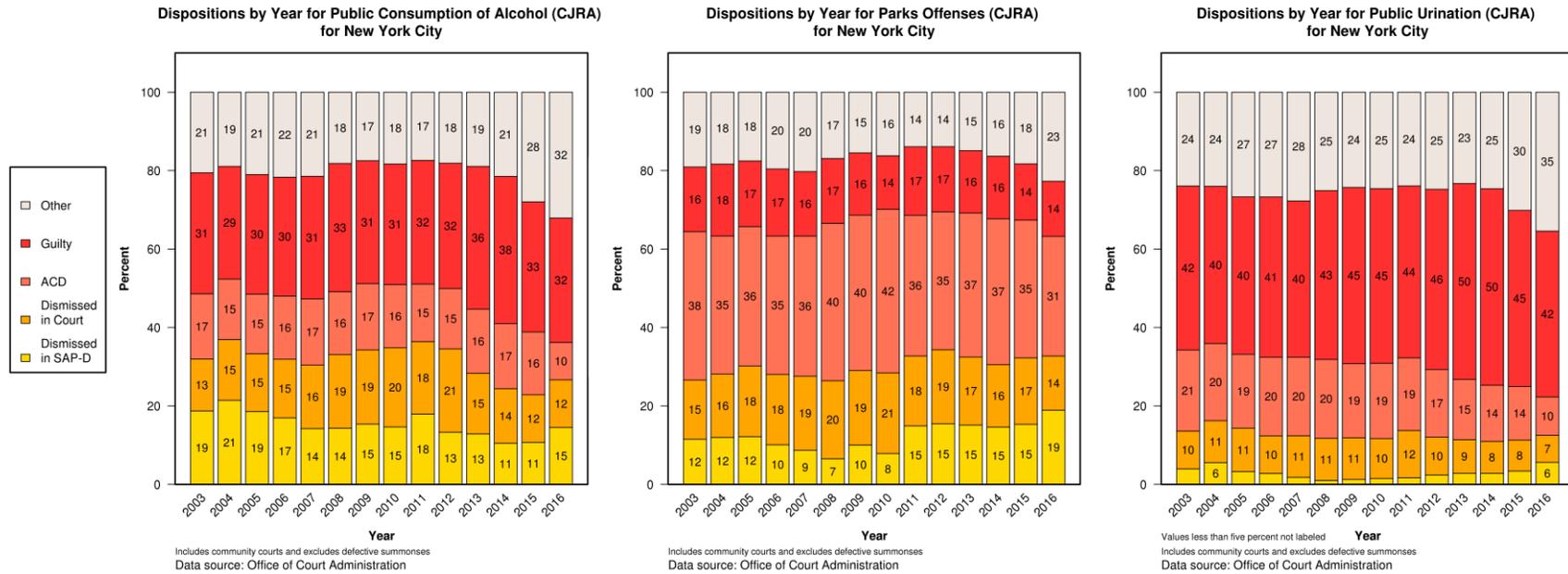
<b>103</b>	2,160	5.0	3,281	12.7	2,836	9.7
<b>104</b>	1,103	7.3	1,999	8.9	1,501	8.8
<b>105</b>	2,431	3.7	2,274	15.3	2,957	13.3
<b>106</b>	626	4.0	1,317	7.2	1,265	14.9
<b>107</b>	1,753	7.0	1,650	10.1	1,090	9.0
<b>108</b>	1,714	6.2	2,097	9.8	788	10.5
<b>109</b>	1,459	3.3	2,156	8.7	534	11.8
<b>110</b>	5,727	3.0	6,187	6.0	4,078	8.8
<b>111</b>	393	9.4	1,018	6.1	345	12.5
<b>112</b>	516	5.0	832	8.7	287	4.5
<b>113</b>	3,406	6.4	3,459	19.6	1,678	13.9
<b>114</b>	2,991	4.8	4,603	10.1	3,006	11.5
<b>115</b>	3,489	3.6	5,820	4.3	2,707	7.1
<b>120</b>	2,527	4.7	3,857	13.9	3,412	65.8
<b>121</b>	NA	NA	3	33.3	1,125	66.5
<b>122</b>	888	3.2	809	13.6	1,043	62.4
<b>123</b>	306	3.3	410	17.6	225	55.1

**Data Source:** Office of Court Administration

**Notes:** Includes community courts and excludes defective summonses. Percentages report all CJRA eligible summonses identified as legally insufficient during SAP-D or judicial review in court.

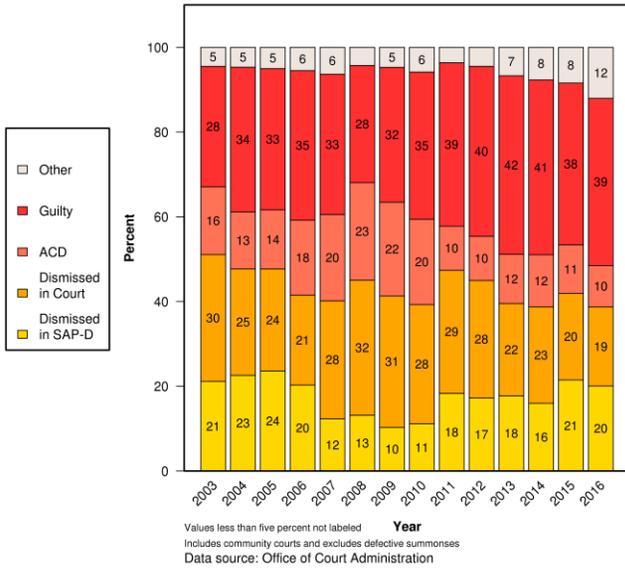
## Appendix G. Dispositions for CJRA Eligible and Comparison Charges

### Dispositions for CJRA Eligible Charges, 2003-2016

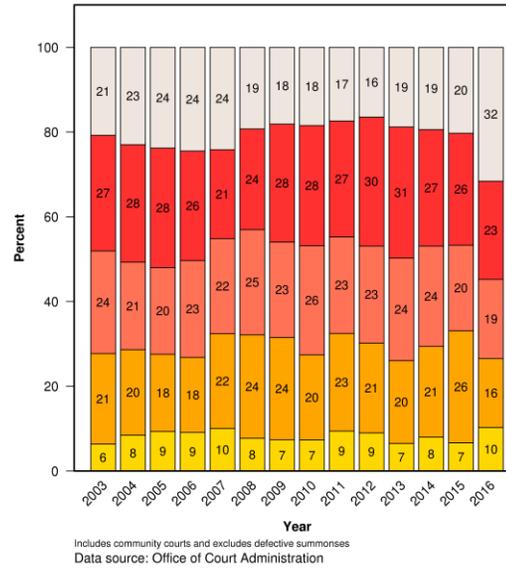


# Dispositions for CJRA Eligible Charges, 2003-2016 (Continued)

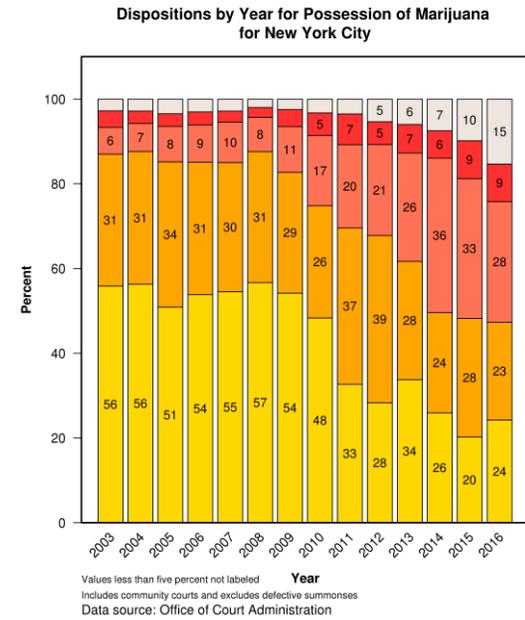
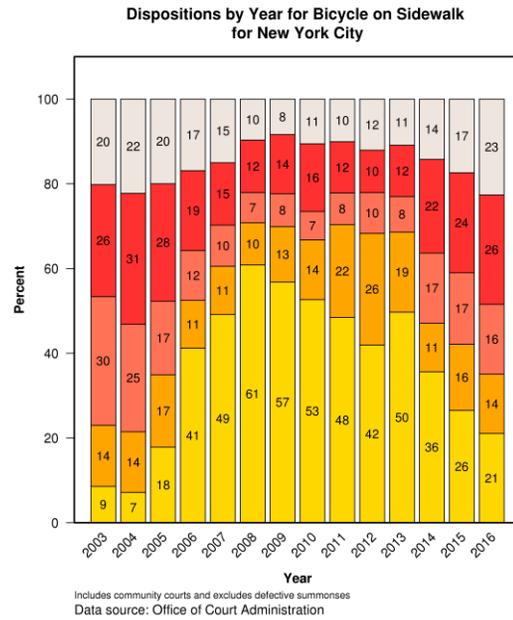
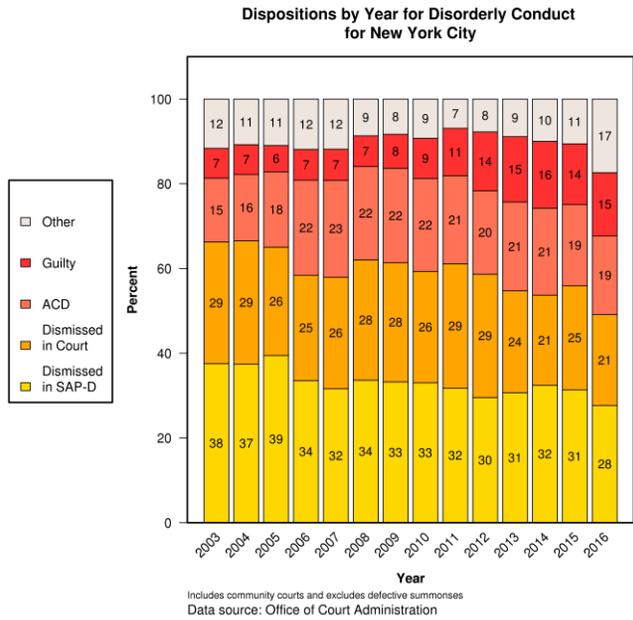
**Dispositions by Year for Unreasonable Noise (CJRA) for New York City**



**Dispositions by Year for Littering (CJRA) for New York City**



# Dispositions for Non-CJRA Eligible Comparison Charges, 2003-2016



## Dispositions by Charge Category for 2016 (count and row percentages)

This table reports the disposition for criminal summonses issued in 2016, disaggregated by summons charge category.

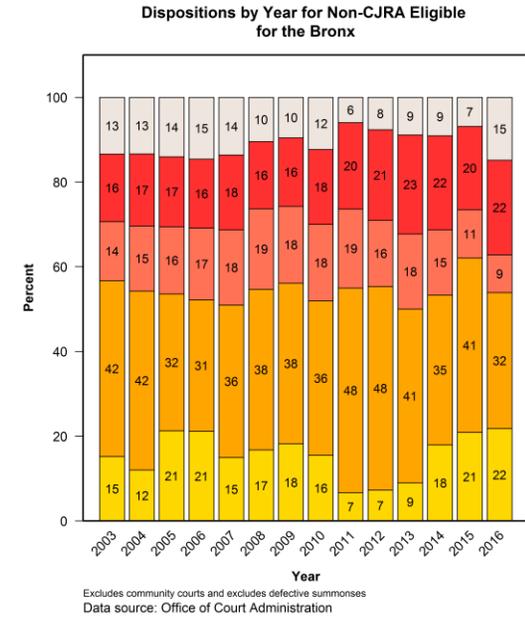
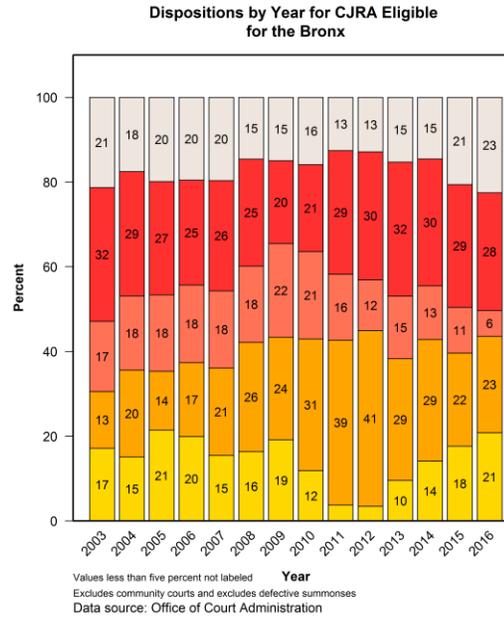
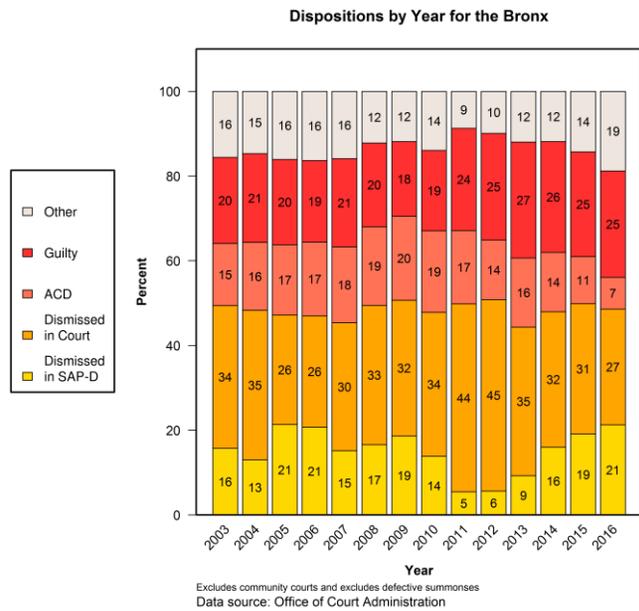
	ACD	Dismissed in Court	Dismissed in SAP-D	Guilty	Total
Public Consumption of Alcohol (CJRA)	8,627	11,008	13,140	28,750	61525
	14.0%	17.9%	21.4%	46.7%	31.2%
Parks Offenses (CJRA)	6,656	3,011	4,124	3,060	16851
	39.5%	17.9%	24.5%	18.2%	8.5%
Public Urination (CJRA)	1,946	1,365	1,115	8,393	12819
	15.2%	10.6%	8.7%	65.5%	6.5%
Littering (CJRA)	483	421	265	599	1768
	27.3%	23.8%	15.0%	33.9%	0.9%
Unreasonable Noise (CJRA)	155	296	318	626	1395
	11.1%	21.2%	22.8%	44.9%	0.7%
Disorderly Conduct	4,332	5,016	6,455	3,486	19289
	22.5%	26.0%	33.5%	18.1%	9.8%
Possession of Marijuana	6,004	4,871	5,109	1,870	17854
	33.6%	27.3%	28.6%	10.5%	9.0%
Bicycle on Sidewalk	187	159	239	293	878
	21.3%	18.1%	27.2%	33.4%	0.4%
Other Administrative Codes	6,814	8,662	4,458	8,853	28787
	23.7%	30.1%	15.5%	30.8%	14.6%
Other Charge Categories	3,928	4,807	3,142	3,172	15049
	26.1%	31.9%	20.9%	21.1%	7.6%
Other Vehicle and Traffic Law	1,773	4,108	1,200	5,739	12820
	13.8%	32.0%	9.4%	44.8%	6.5%
Other Penal Law	2,195	2,155	3,054	1,071	8475
	25.9%	25.4%	36.0%	12.6%	4.3%
<b>Total</b>	<b>43,100</b>	<b>45,879</b>	<b>42,619</b>	<b>65,912</b>	<b>197,510</b>

**Data Source:** Office of Court Administration

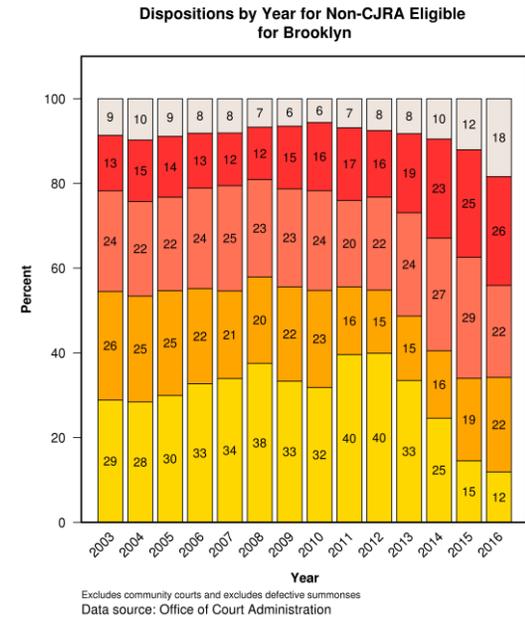
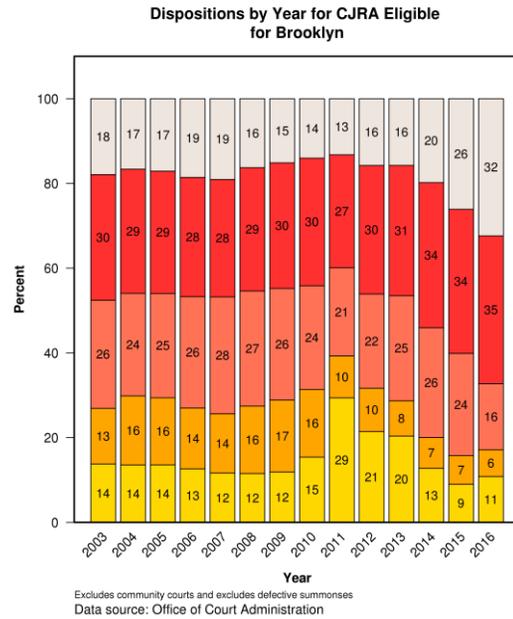
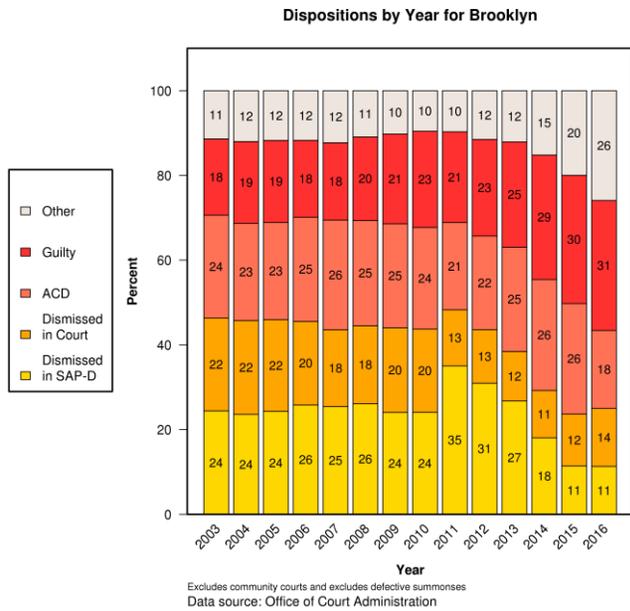
**Notes:** Includes community courts and excludes defective summonses.

## Appendix H. Dispositions by Jurisdiction, Overall and by CJRA Eligibility

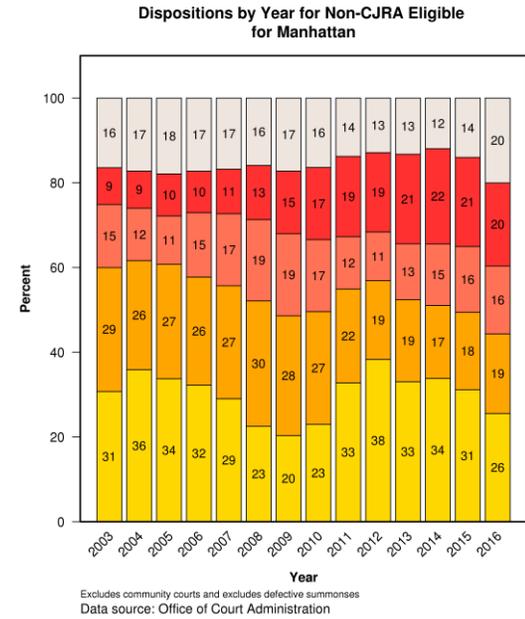
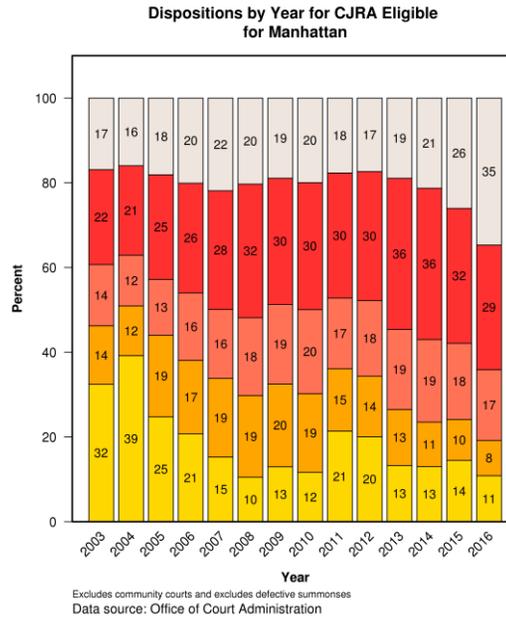
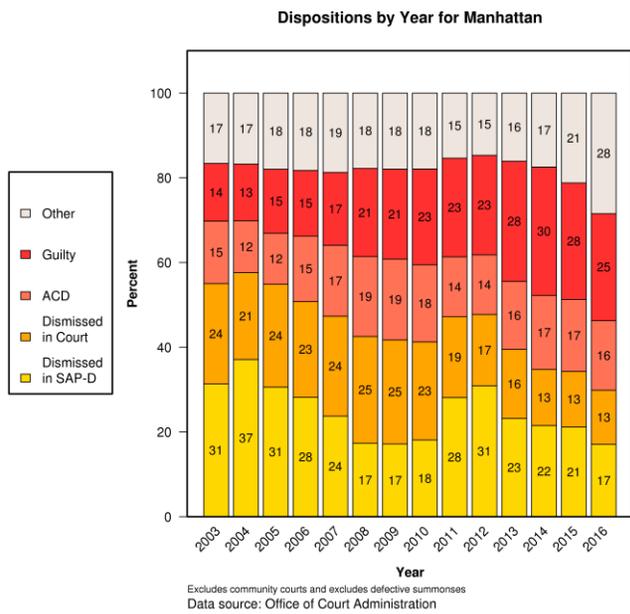
### Dispositions for the Bronx, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



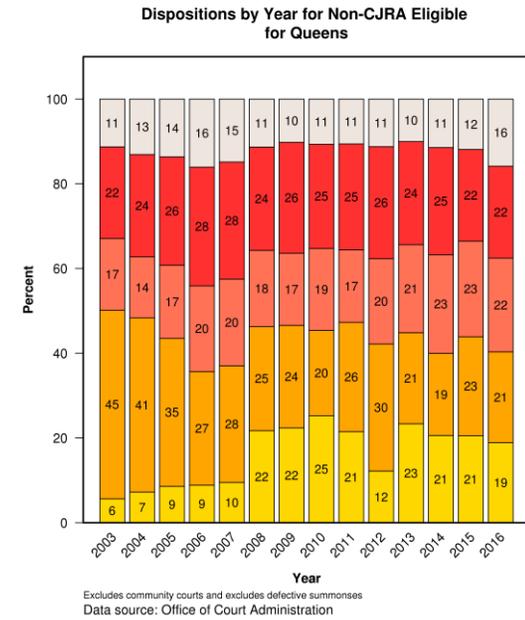
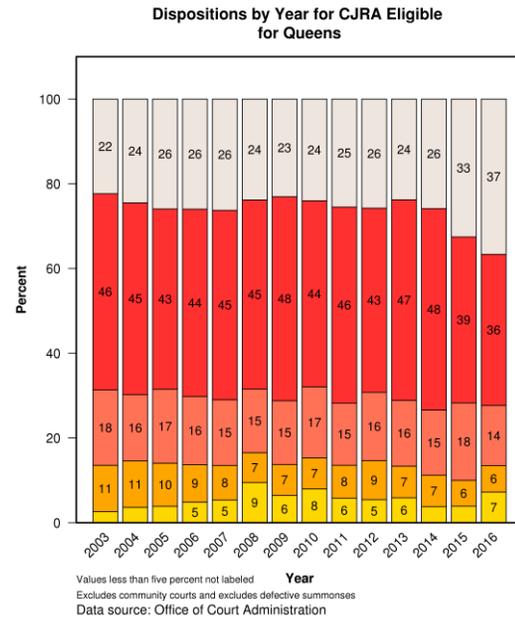
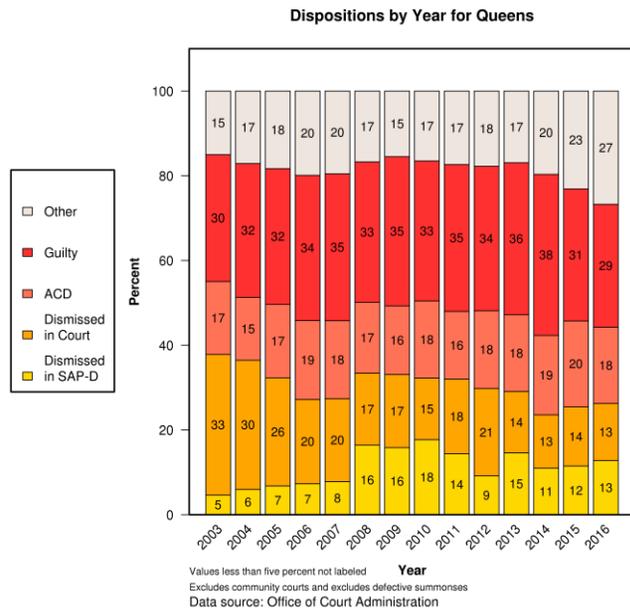
# Dispositions for Brooklyn, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



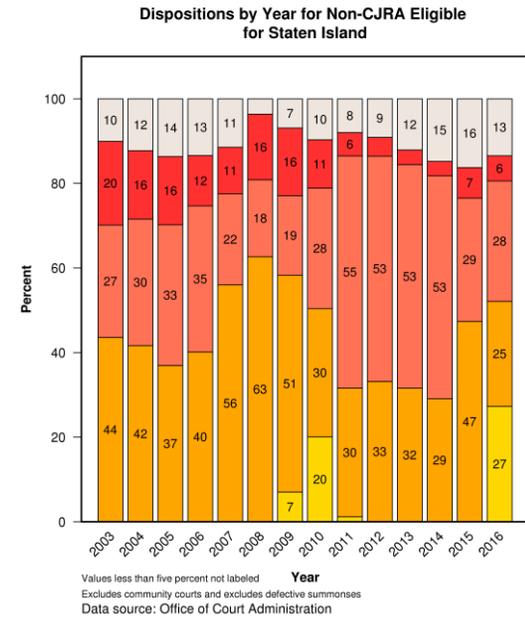
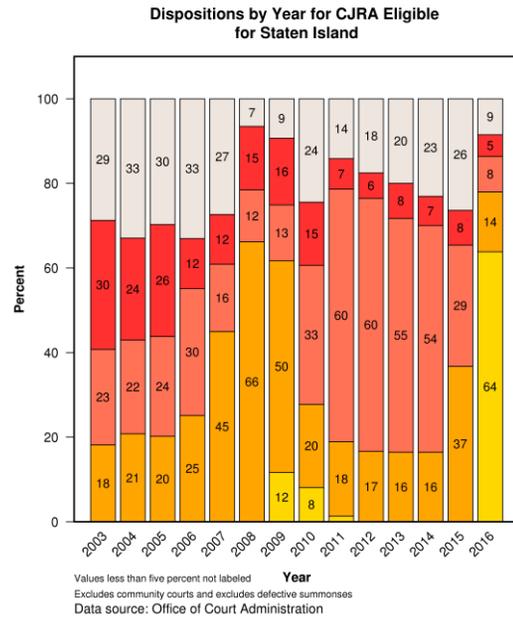
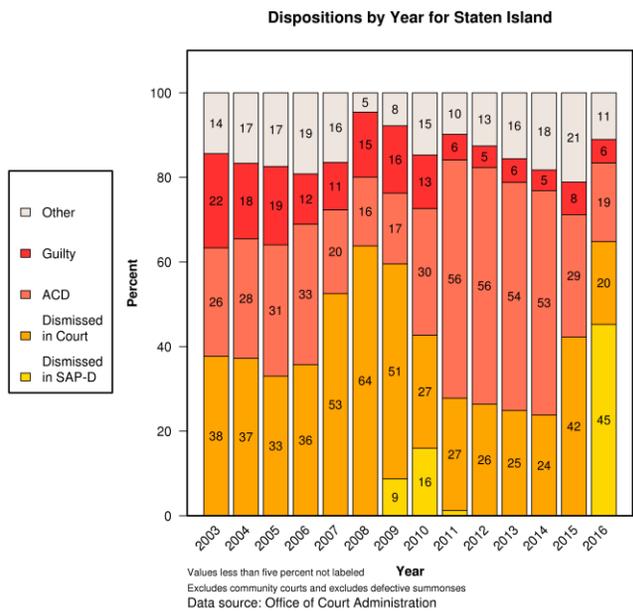
# Dispositions for Manhattan, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



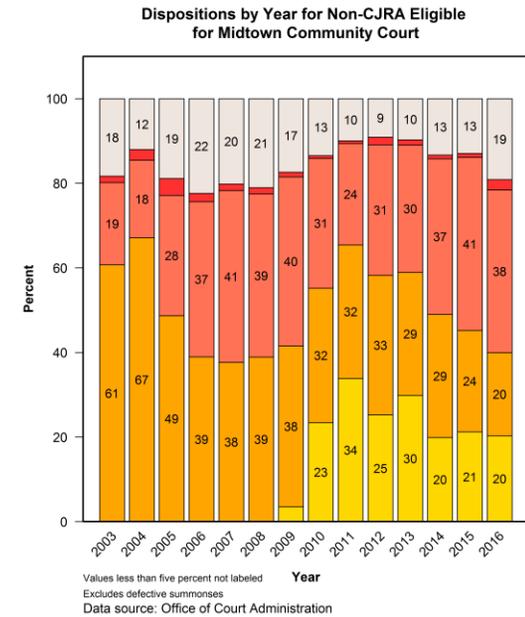
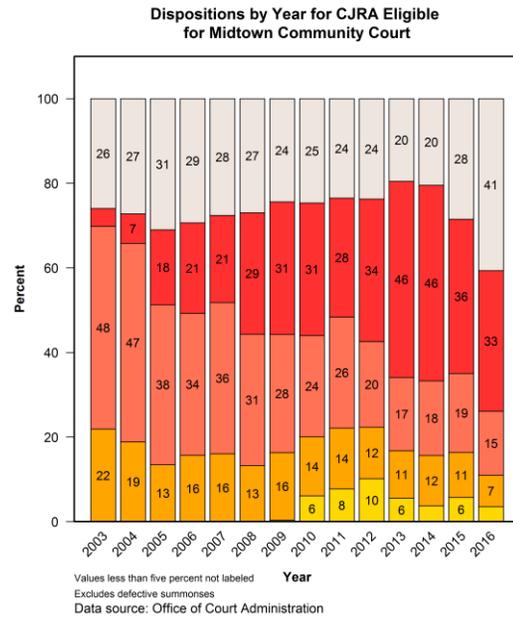
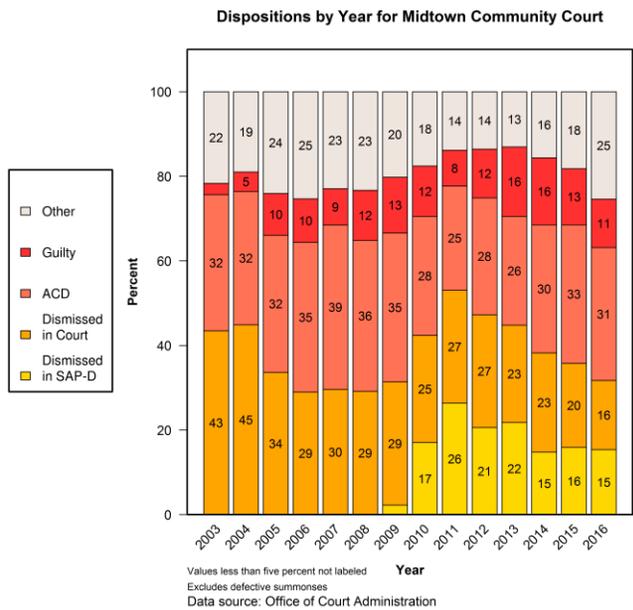
# Dispositions for Queens, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



# Dispositions for Staten Island, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses

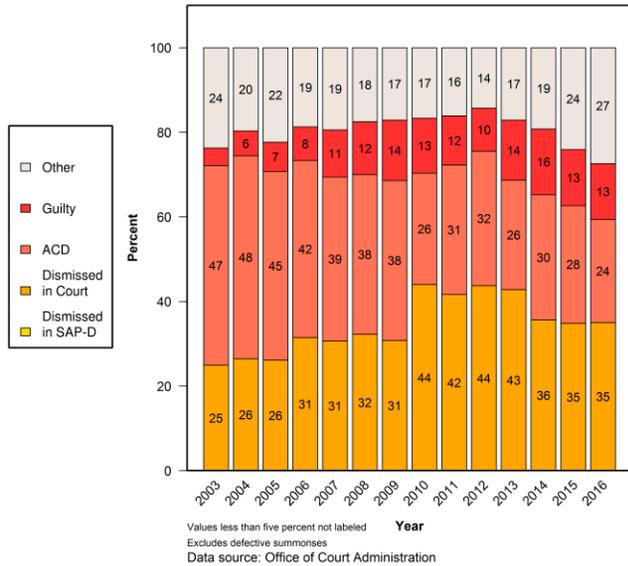


# Dispositions for Midtown Community Court, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses

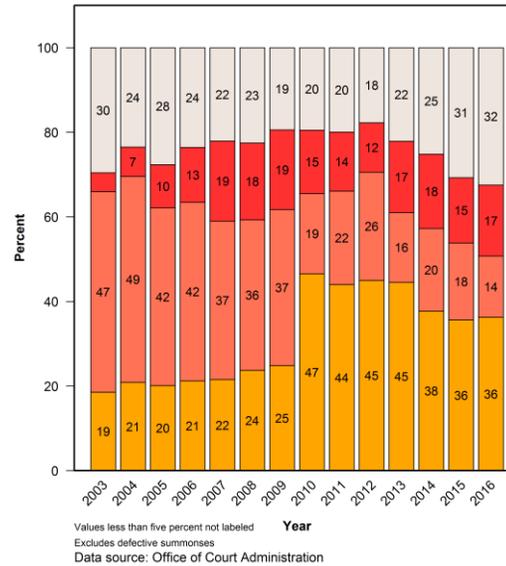


# Dispositions for Red Hook Community Justice Center, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses

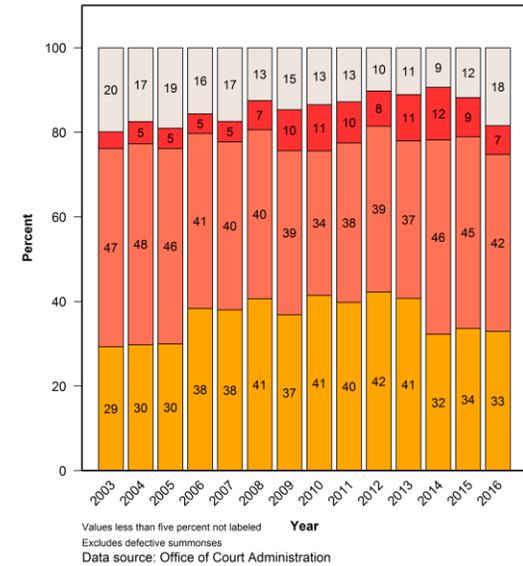
Dispositions by Year for Red Hook Community Justice Center



Dispositions by Year for CJRA Eligible for Red Hook Community Justice Center

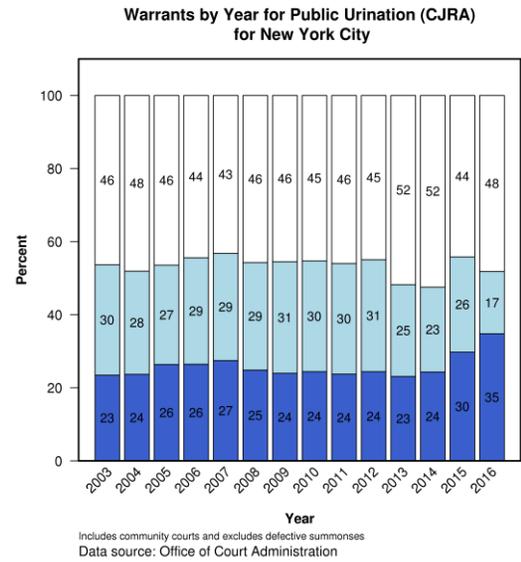
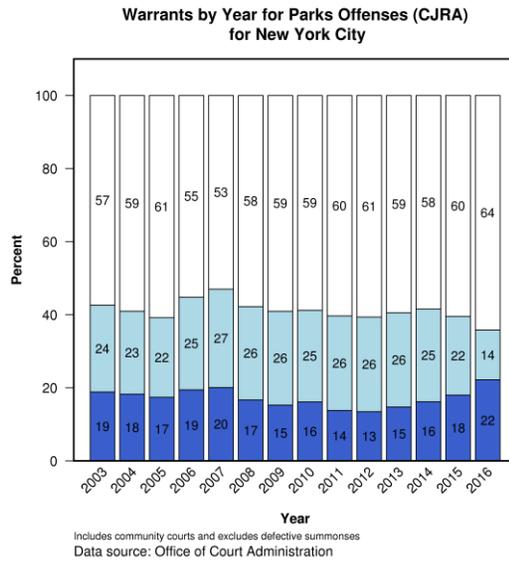
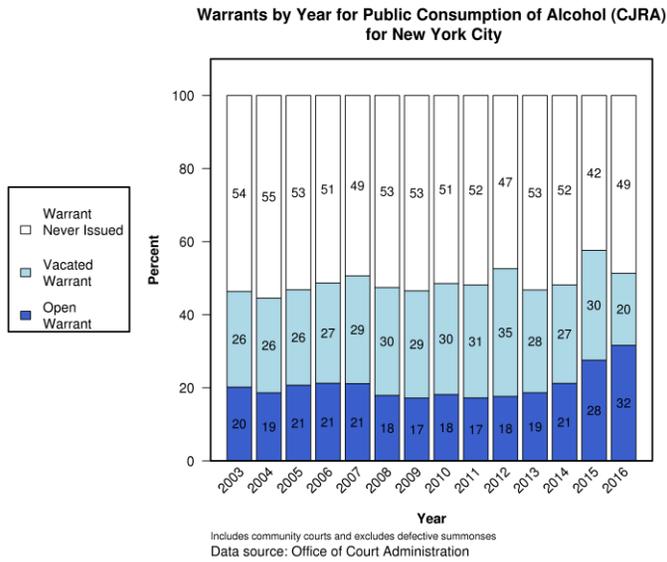


Dispositions by Year for Non-CJRA Eligible for Red Hook Community Justice Center

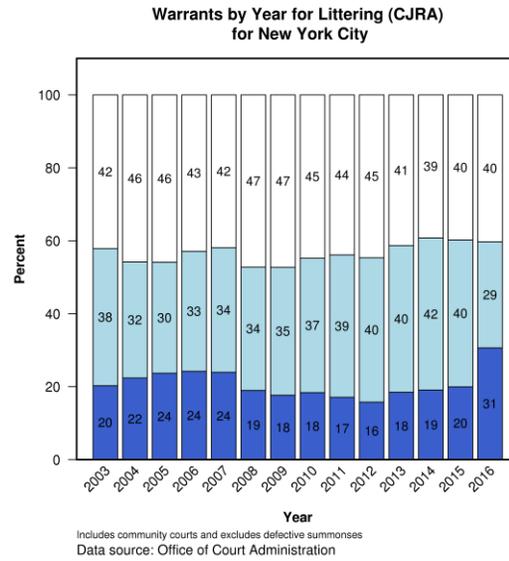
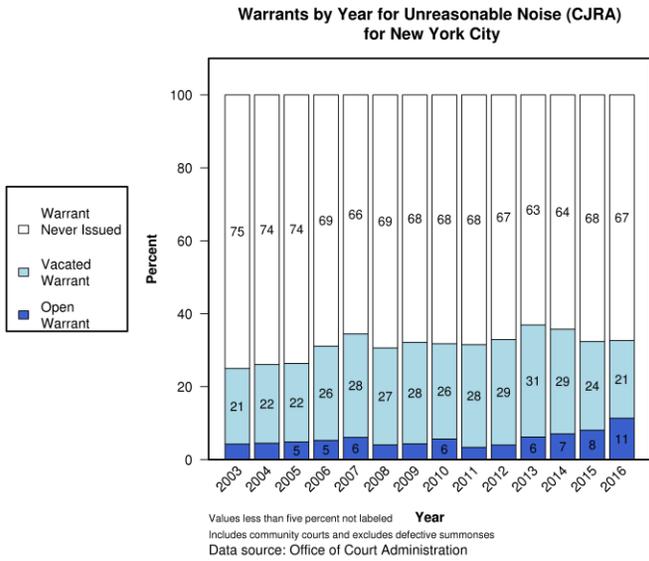


## Appendix I. Warrants for CJRA Eligible and Comparison Charges

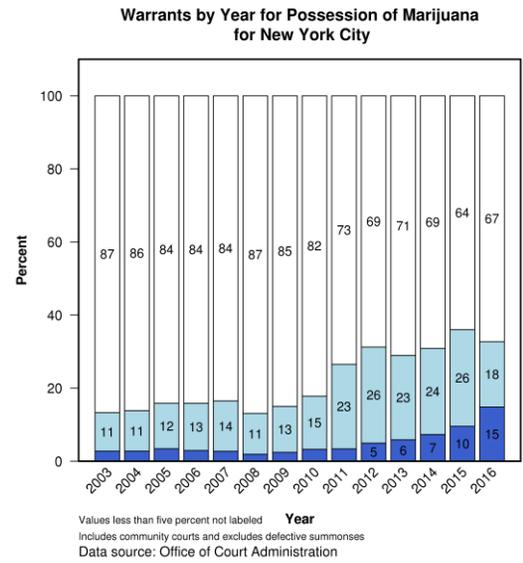
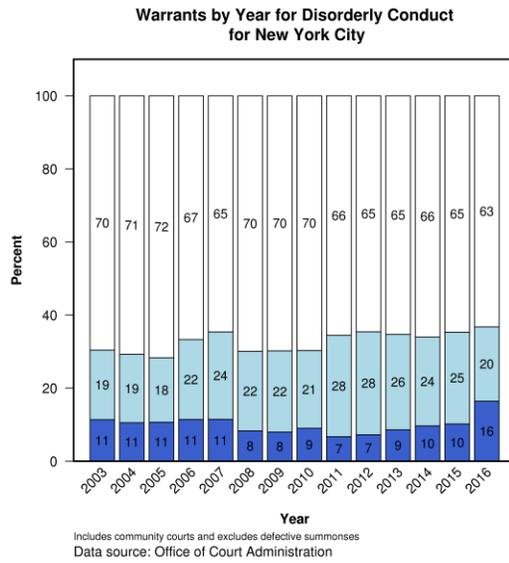
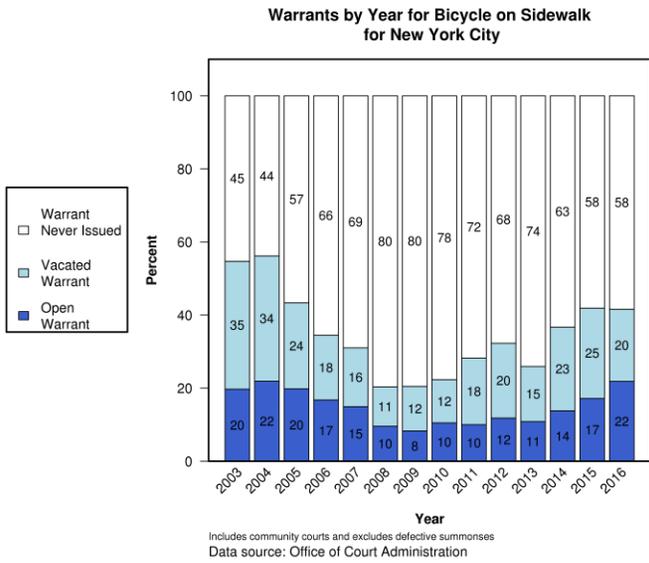
### Open and Vacated Warrants for CJRA Eligible Charges, 2003-2016



# Open and Vacated Warrants for CJRA Eligible Charges, 2003-2016 (Continued)



# Open and Vacated Warrants for Non-CJRA Eligible Comparison Charges, 2003-2016



## Open and Vacated Warrants by Charge Category for 2016 (count and row percentages)

This table reports the warrant status for criminal summonses issued in 2016, disaggregated by summons charge category.

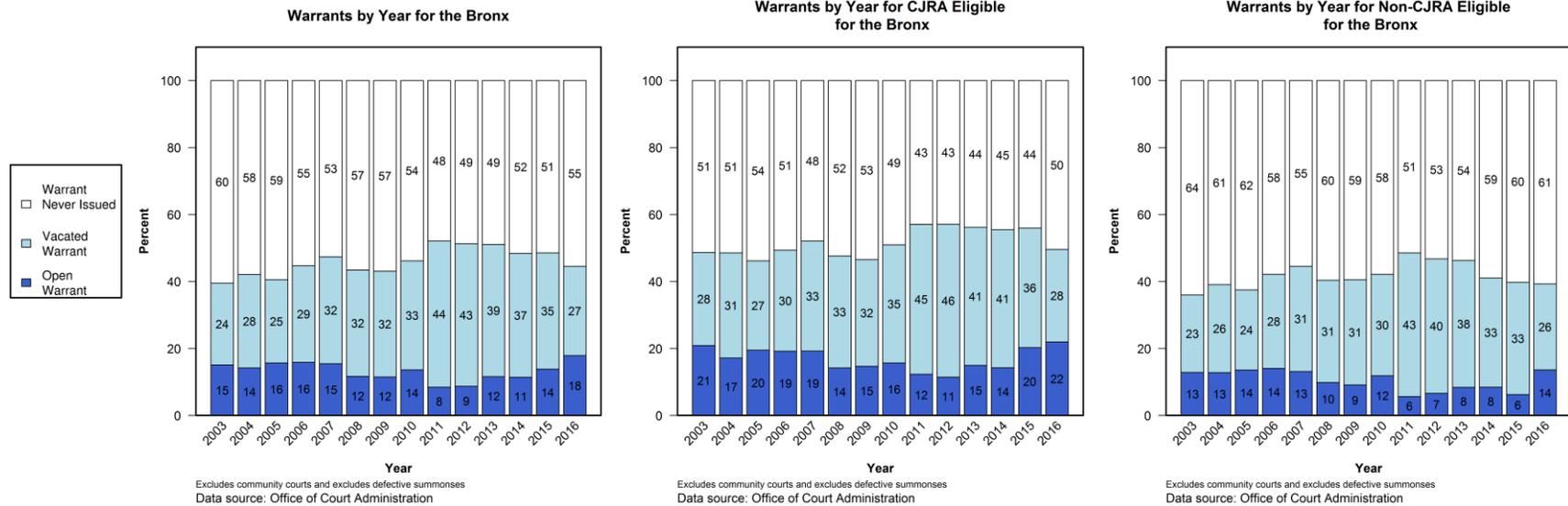
	No warrant	Open warrant	Vacated warrant	Total
Public Consumption of Alcohol (CJRA)	44,086	28,636	17,873	90,595
	48.7%	31.6%	19.7%	34.7%
Parks Offenses (CJRA)	13,999	4,838	2,969	21,806
	64.2%	22.2%	13.6%	8.4%
Public Urination (CJRA)	9,566	6,906	3,379	19,851
	48.2%	34.8%	17.0%	7.6%
Littering (CJRA)	1,041	792	752	2,585
	40.3%	30.6%	29.1%	1.0%
Unreasonable Noise (CJRA)	1,068	180	338	1,586
	67.3%	11.3%	21.3%	0.6%
Disorderly Conduct	14,764	3,835	4,744	23,343
	63.2%	16.4%	20.3%	8.9%
Possession of Marijuana	14,193	3,125	3,775	21,093
	67.3%	14.8%	17.9%	8.1%
Bicycle on Sidewalk	663	248	224	1,135
	58.4%	21.9%	19.7%	0.4%
Other Administrative Codes	22,782	4,078	6,583	33,443
	68.1%	12.2%	19.7%	12.8%
Other Charge Categories	11,863	3,088	3,440	18,391
	64.5%	16.8%	18.7%	7.0%
Other Vehicle and Traffic Law	10,148	3,440	2,929	16,517
	61.4%	20.8%	17.7%	6.3%
Other Penal Law	6,537	2,092	2,015	10,644
	61.4%	19.7%	18.9%	4.1%
<b>Total</b>	<b>150,710</b>	<b>61,258</b>	<b>49,021</b>	<b>260,989</b>

**Data Source:** Office of Court Administration

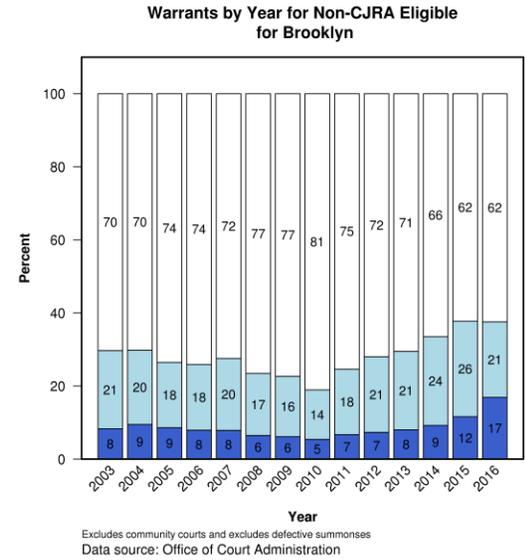
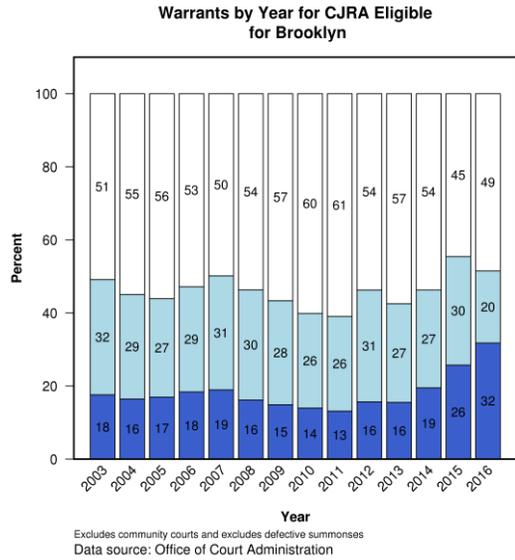
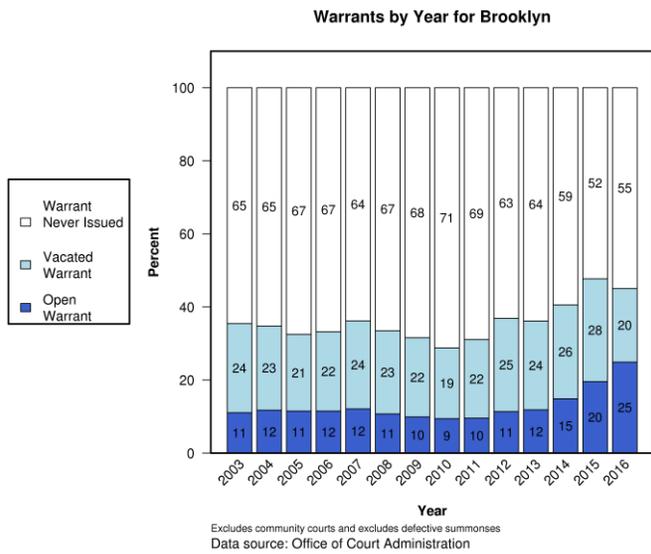
**Notes:** Includes community courts and excludes defective summonses.

## Appendix J. Warrants by Jurisdiction, Overall and by CJRA Eligibility

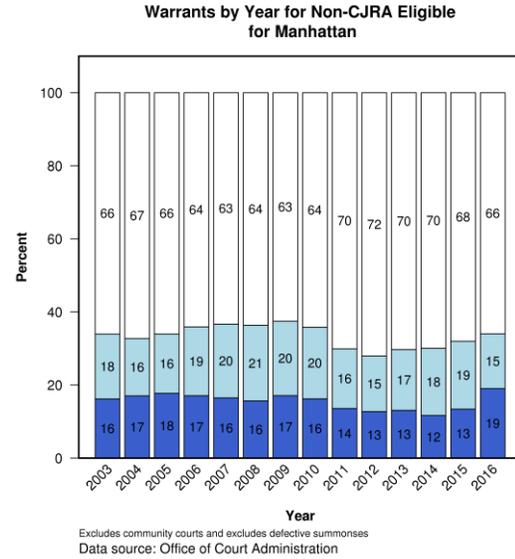
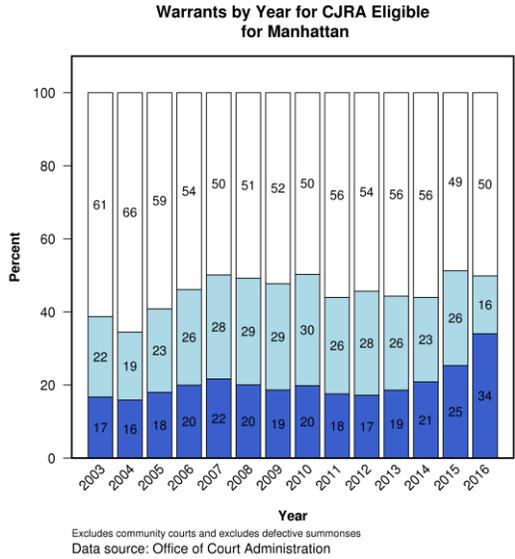
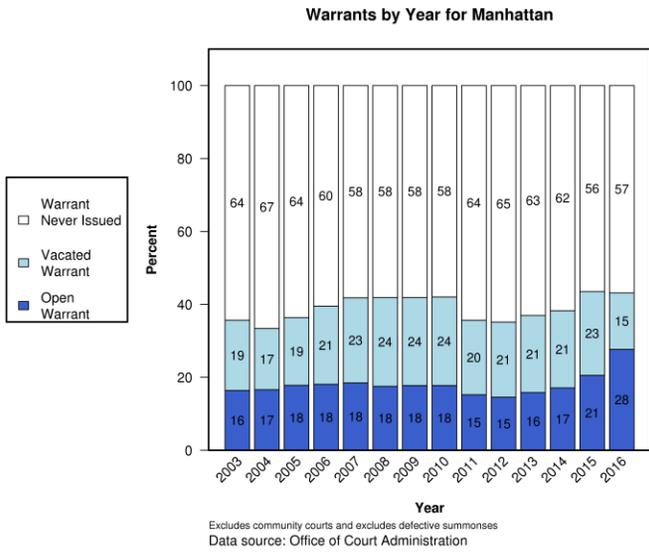
### Warrants for the Bronx, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



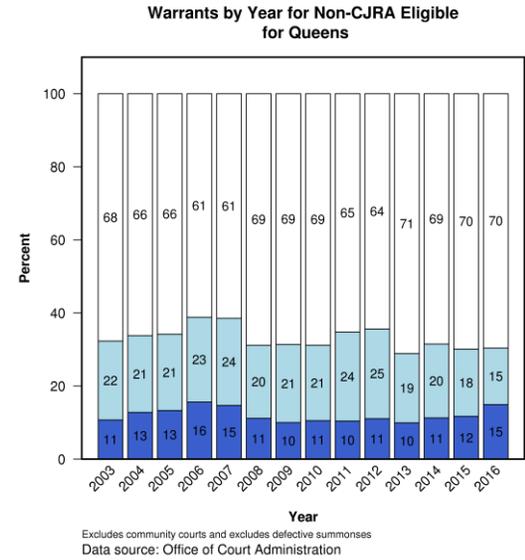
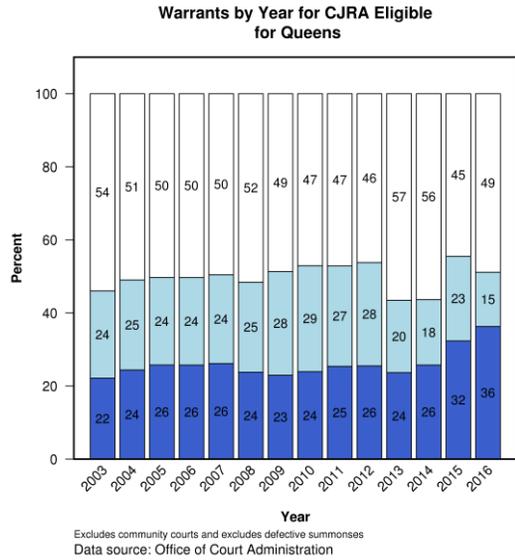
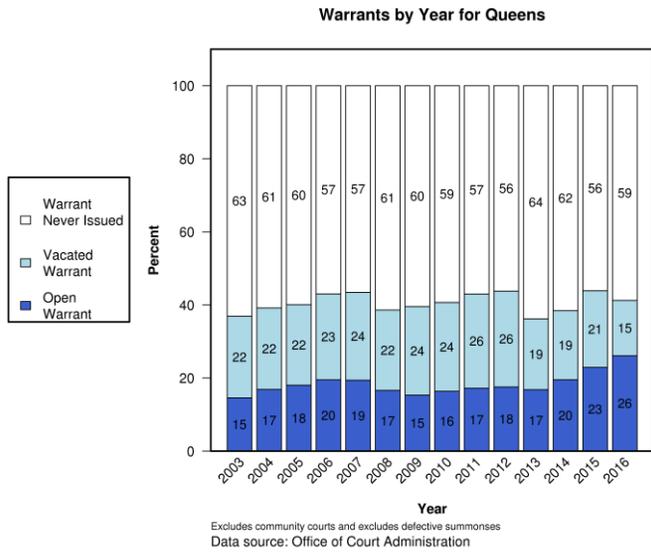
# Warrants for Brooklyn, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



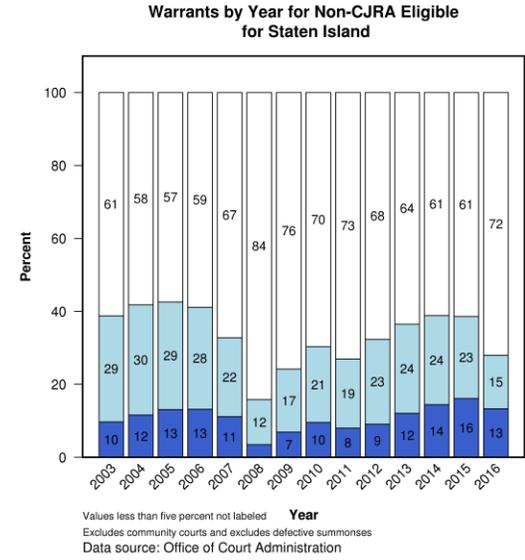
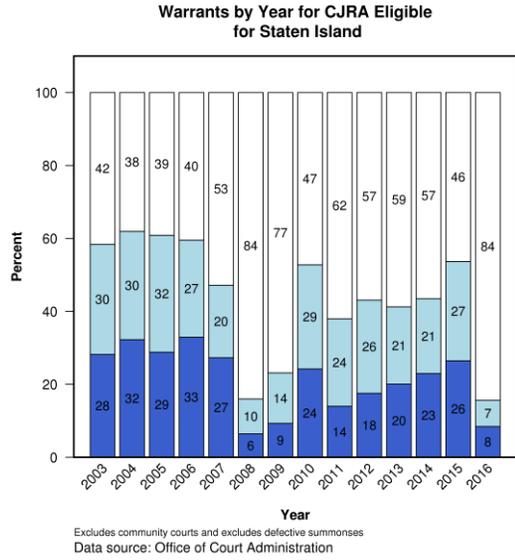
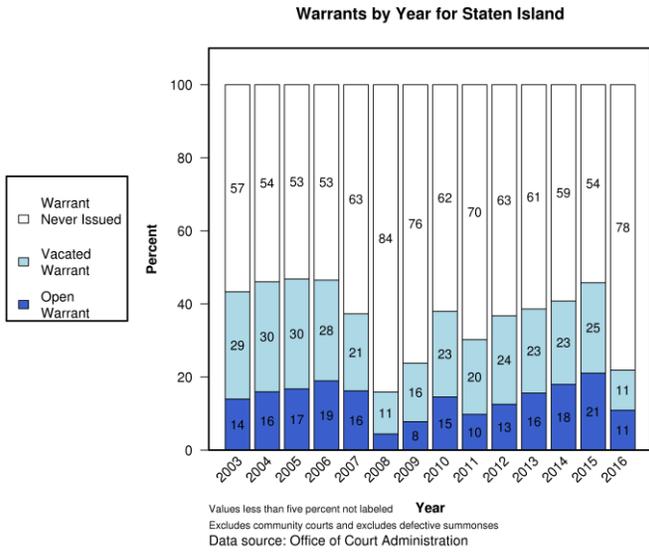
# Warrants for Manhattan, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



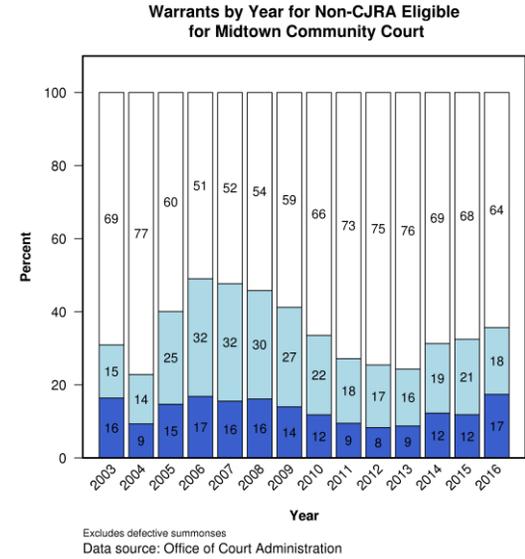
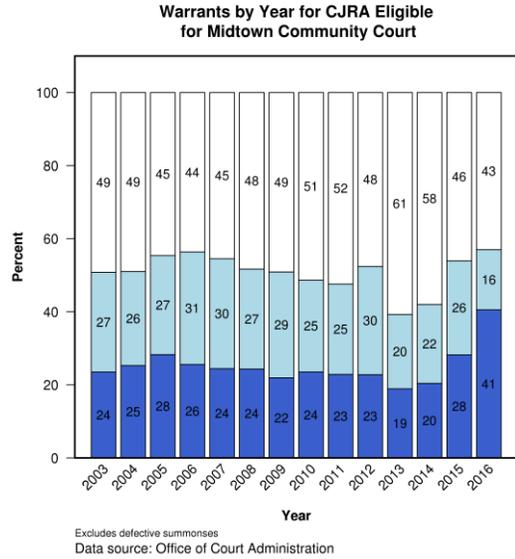
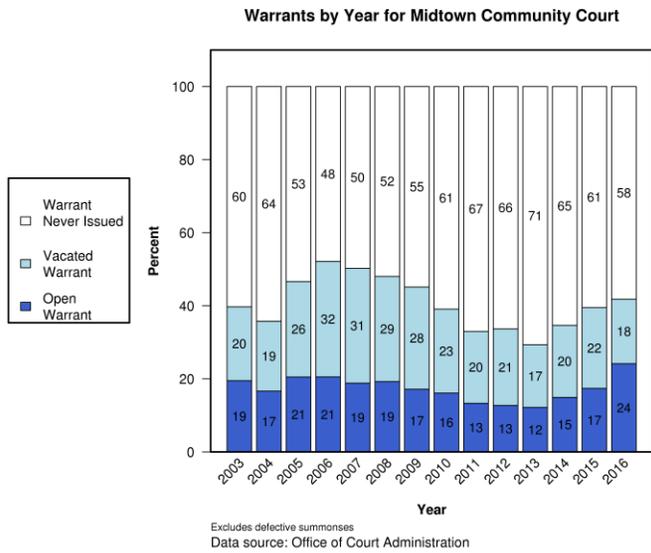
# Warrants for Queens, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



# Warrants for Staten Island, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



# Warrants for Midtown Community Court, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses



# Warrants for Red Hook Community Justice Center, 2003-2016: All summonses, CJRA Eligible Summonses, and non-CJRA Eligible Summonses

