

**Gathering Intelligence:
Race and Field Interviews
by the Police in Rochester, New York.**

**New York Civil Liberties Union-
Genesee Valley Chapter**

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Introduction

The Problem of Racial Profiling

In spring of 2001 representatives of the Genesee Valley Chapter of the New York Civil Liberties Union (NYCLU) contacted the researcher about their interest in investigating the potential problem of racial profiling in the Rochester Police Department. This interest grew out of awareness of anecdotal reports and systematic research in other parts of the country that had identified racial profiling problems. Much of that evidence is reported in the 1999 ACLU publication "Driving While Black: Racial Profiling on our Nation's Highways."¹

A United States Department of Justice publication acknowledges that interest in racial profiling exploded in the early 1990's although concerns with the subject go much farther back in time.² In recent years press reports and editorials have been so common that terms like "driving while black" have entered the popular lexicon.

Substantial anecdotal evidence has been used to support allegations of race-based differential treatment by some police officers and in some police departments. Concern over the problem is echoed in survey data showing that many African Americans believe racial profiling by the police is widespread.³

Definition and Measurement Issues

Popular interest in the issue of racial profiling has focused the attention of researchers and policy makers on problems surrounding the definition and measurement of the phenomenon. The United States Department of Justice has produced a guide that includes a recommended definition and recommended approaches to data collection. It defines racial profiling as "any police-initiated action that relies on race, ethnicity or national origin rather than the behavior of an individual or information that leads the police to a particular individual who has been identified as being, or having been, engaged in criminal activity."⁴

The Police Executive Research Forum, an organization interested in promoting police professionalism, suggests an even broader definition. In fact, the organization prefers the term "racially biased policing" and suggests that it occurs "...when law enforcement inappropriately considers race or ethnicity in deciding with whom or how to intervene in an enforcement capacity."⁵

Efforts to study the problem of racial profiling have most commonly focused on traffic stops. For example, research along the I-95 corridor in Maryland⁶ and in New Jersey⁷ has found that state police stopped Black drivers and subsequently searched them at higher than expected rates based on the racial distribution of drivers on the highway.

There have been fewer studies of the problem in other-than traffic stops, although the importance of such studies is widely acknowledged.⁸ In one report New York's Attorney General investigated "stop and frisk" practices in New York City. He found evidence of racial bias in the activity of the Street Crimes Unit even after controlling for the race of the population and the levels of crime in the neighborhoods involved.⁹

As the New York City study indicates, the focus on traffic stops that has characterized studies of some state police agencies is not necessarily appropriate for a study of urban police practices. This is true for this study of practices in the Rochester Police Department (RPD). Like other major city police agencies, RPD does relatively few traffic stops compared with its other activities. Furthermore, other agencies, particularly the State Police and Monroe County Sheriff's Department, do most of the traffic enforcement on local highways.

Alternatives to using data on traffic stops were considered for this analysis. It was decided that the most suitable alternative was the use of Field Interviews. In other jurisdictions there has been some efforts to investigate racial profiling using pedestrian stops rather than traffic stops. Furthermore, the Field Interview process shares some important characteristics with traffic stops. They are both low-level interactions between citizens and police that are not based on direct involvement in serious crime and they both produce written documents describing the interaction. In data from Field Interviews racial profiling might be suggested by differences in the rate at which FIFs are written on Whites and Blacks (that are not explained by crime rates or the distribution of the population) or by differences in the reasons FIFs are written on Whites and Blacks.

The Data

The data used in this analysis are from all Field Interview Forms (FIFs)¹⁰ filed by members of the Rochester Police Department in June, July and August 2000. According to Rochester Police Department General Order 570 Field Interview Forms are used "to report and record non-custodial police interviews and observations as investigative and/or intelligence information." A copy of the form, general order and related New York statutory law is attached (see appendix A, B & C). The forms thus provide information on police activity in which information about individuals was collected but those individuals were not arrested for any crime.

The data, which do not include personal identifiers, were provided by the Rochester Police Department. The data set contained a limited number of variables¹¹ that included, location, date and time, context of the activity prompting the FIF and demographic characteristics of the person about whom the FIF was written.

Analysis

How many FIFs are written?

A total of 5017 FIFs¹² are contained in the data for the three month period (June, July and August 2000) covered in this analysis. Of those, 244, did not contain information about individual persons and, therefore, appeared to be generated by investigations that did not involve contact with identifiable individuals.¹³ The remaining 4773 reports contained information about individuals. In accord with the nature of the field interview process, it is presumed (but not verifiable with the data) that that vast majority of these resulted from direct contact between the police officer who wrote the report and the person named in the FIF.

The 4773 reports collected information on a total of 3798 individuals.¹⁴ This indicates that one FIF was written for every 46 city residents and one person was FIF'd for every 58 residents¹⁵ during the three month period.

Estimating Annual Numbers and Rates

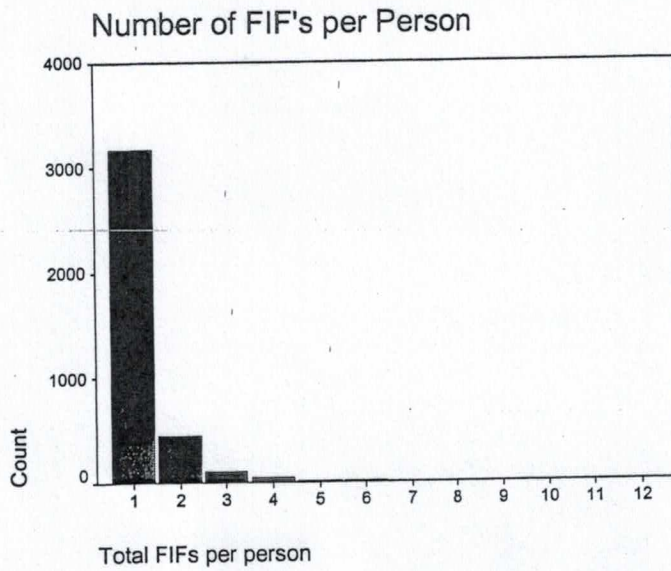
Estimating annual numbers and rates of FIF's must be done with caution because the three months data may not represent patterns throughout the year. At the rate recorded for these three months of data one would expect as many as 20,000 FIFs to be completed in a year. However, at the minimum, seasonal variation should be expected. A more conservative approach which uses the current numbers for half the year and then expects only 50% of that number for half the year yields an expected number of approximately 14,000 FIFs written annually.¹⁶

Even greater caution must be exercised in estimating the number of persons FIF'd in a year. Although most people received only one FIF during the study period (see below), the number of new people being FIF'd each month falls off as would be expected. Following that curve provides an estimate of 8664 different individuals being FIF'd in a 12 month period.¹⁷

The estimates above suggest that in a year there will be one FIF written for every 16 City residents and that one person for every 25 residents will be FIF'd.

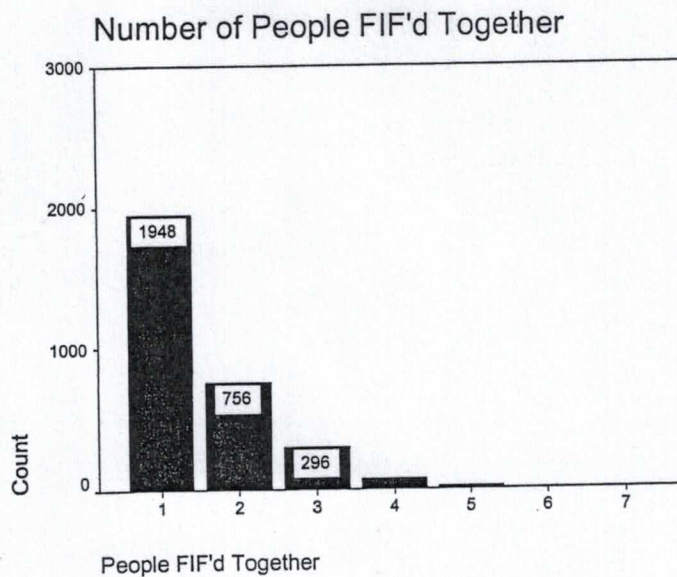
Multiple FIFs for Individuals

Of the 3798 people on whom FIFs were written in the study period, 83% had only 1 FIF during the study period. An additional 12% had 2 FIFs. Three individuals had 10 FIFs and 2 fell into the highest category with 12 FIFs during the 3 month period.



Multiple People FIF'd Together

The reports also represent a total of 3094 instances or events at which FIF's were written. Of those events, 1948 or 63% resulted in only 1 person being FIF'd. In 24% of the events two people were FIF'd, and three people were FIF'd in 10% of events. Seven is the highest number of people FIF'd in a single event and that occurred only twice in the data.

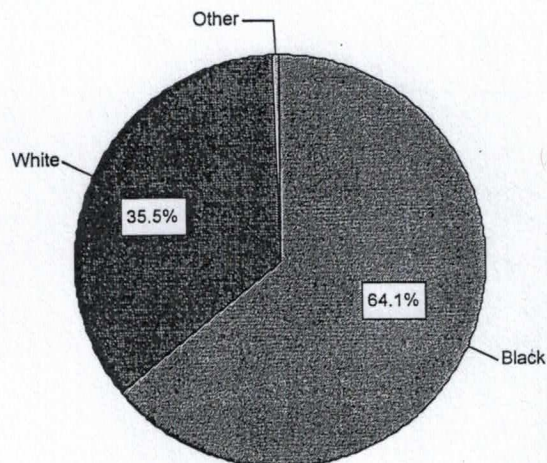


Who gets FIF'd?

Race

In the FIFs, race and ethnicity are determined by the reporting officer. In 64% of FIFs the race is recorded as Black. In 35% the race is White. Asians and American Indians together account for less than 1 percent of FIFs. These figures are identical even when the small number of multiple FIF cases are taken into account.

Race in FIFs



Ethnicity

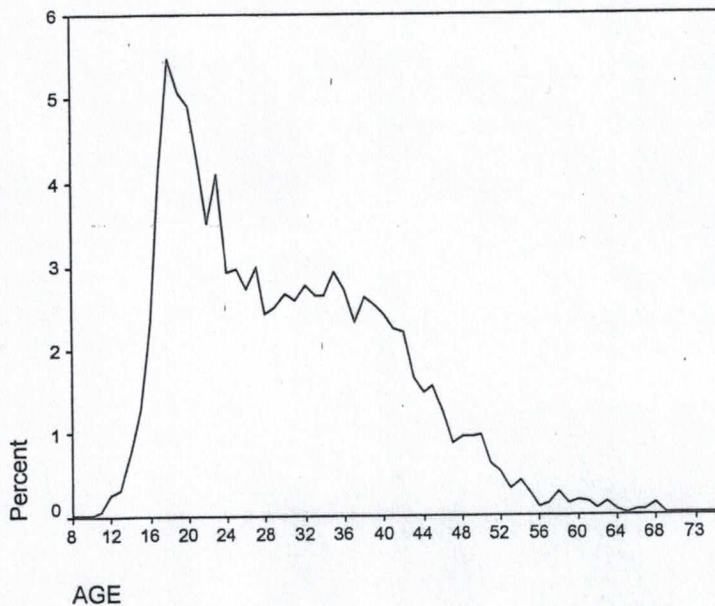
Ethnicity is also determined by the reporting officer. In this sample of FIFs, 8.6% of subjects are reported to be Hispanic.

Gender

For all persons receiving FIFs in the study period, 80.2% are listed as male and 19.8% are female. There are, however, differences by race with a somewhat higher proportion of Whites (24.5%) than Blacks (17.2%) being Female.

Age

The most common age among those FIF'd is 18.¹⁸ The median age is 28 years. The distribution by age is presented below.



In this distribution, however, there are also significant differences by race. Blacks in the data are younger (with a mode of 18 and median of 26) than Whites (with a mode of 35 and median of 32).

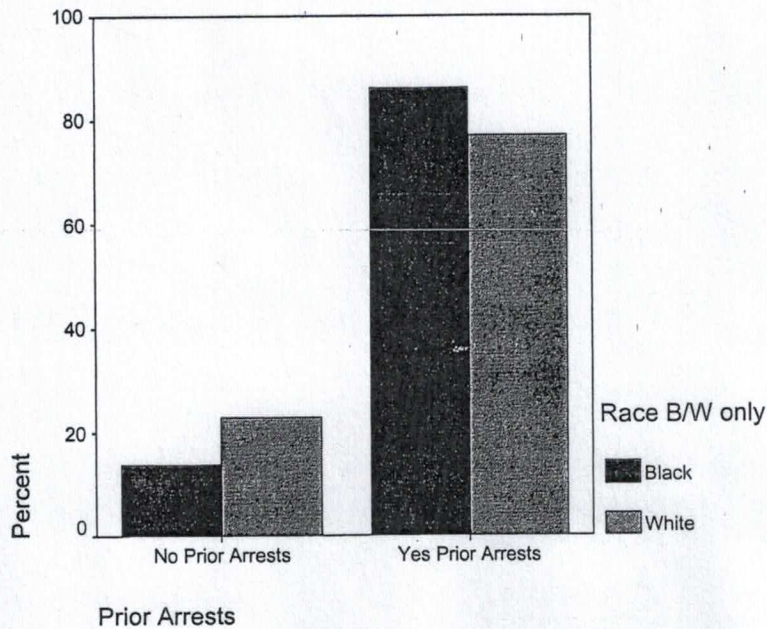
Focusing on Young Black Males

When age, sex and race are considered together, 997 Black males aged 15-24 and 330 White males in the same age group received FIFs in the study period. Using 2000 Census data as a base indicates that during the study period 1 young Black male was FIF'd for every 6 young Black men in the City of Rochester and, 1 young White male was FIF'd for every 23 young White men in the city,

As we did with the overall data, expected rates for the year for these groups can be calculated by projecting the three months of data on an exponential curve.¹⁹ That analysis shows that the expected annual rate of being FIF'd is 1 out of 2 for young Black males and 1 out of 11 for young White males, using Rochester census figures as a base.²⁰

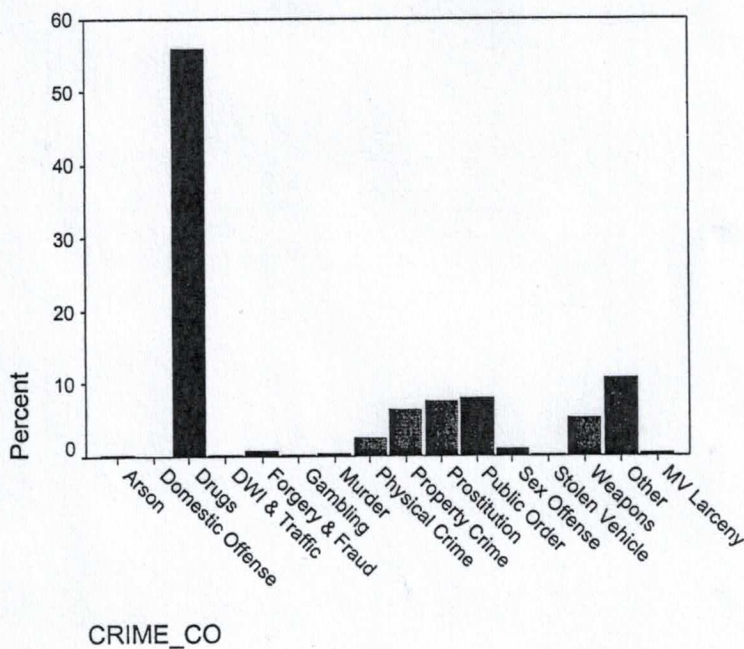
Prior Arrests

The data also provide information about whether the person being FIF'd has a record of arrest with the Rochester Police Department (although the nature and number of offenses, or disposition of the cases can't be determined). In all, 80% of persons FIF'd had a record of prior arrest. For Black males it was 86.8% and for White males it was 73.3%.



Why do people get FIF'd?

The data provide limited information about the reason the FIF is written. The most useful information is based on selection of the crime context in which the FIF was written as reported by the reporting officer. By far the most common context in which FIF's are written is "drugs."²¹ That accounted for 2637 or 55.9% of all reports. The next highest category was "other" with 10 % and that was followed closely by "public order" and "prostitution."



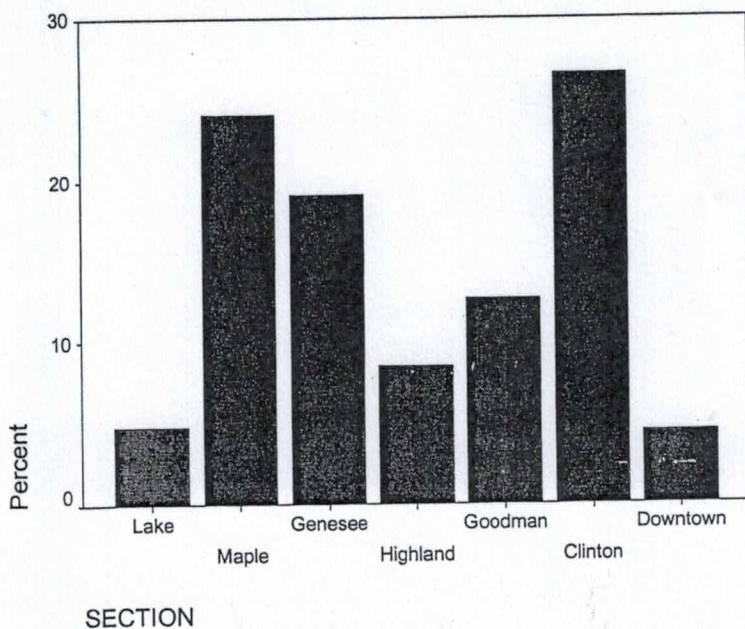
With regard to race, there are similarities across Blacks and Whites on the crime context of the FIF. For Whites 51.4% of FIFs are accounted for by drugs. For Blacks the percentage is 58.5. The biggest differences come for prostitution which accounts for 3.9% of the FIF's completed on Blacks but 14.4% of the FIFs completed on Whites. When females are considered alone, 16.9% of FIF's done on Blacks are related to prostitution while 32.8% of FIFs done on Whites are related to Prostitution.

A second variable also identifies whether an automobile was involved or not. Vehicles were involved in 26% of all FIFs. That figure was somewhat higher when Whites were FIF'd (33%) than when Blacks were FIF'd (22%).

Where are FIFs Written?

The data provide the location where the FIF was completed in terms of police section, police beat and street address. Clinton, Maple and Genesee Sections have the highest number of FIFs accounting for over two-thirds (67.4%) of the total. They also account for 65.5% of the people receiving FIFs. Of the busiest 10 carbeats in terms of FIFs, 3 each are in Genesee and Maple sections and 2 each are in Clinton and Goodman sections.

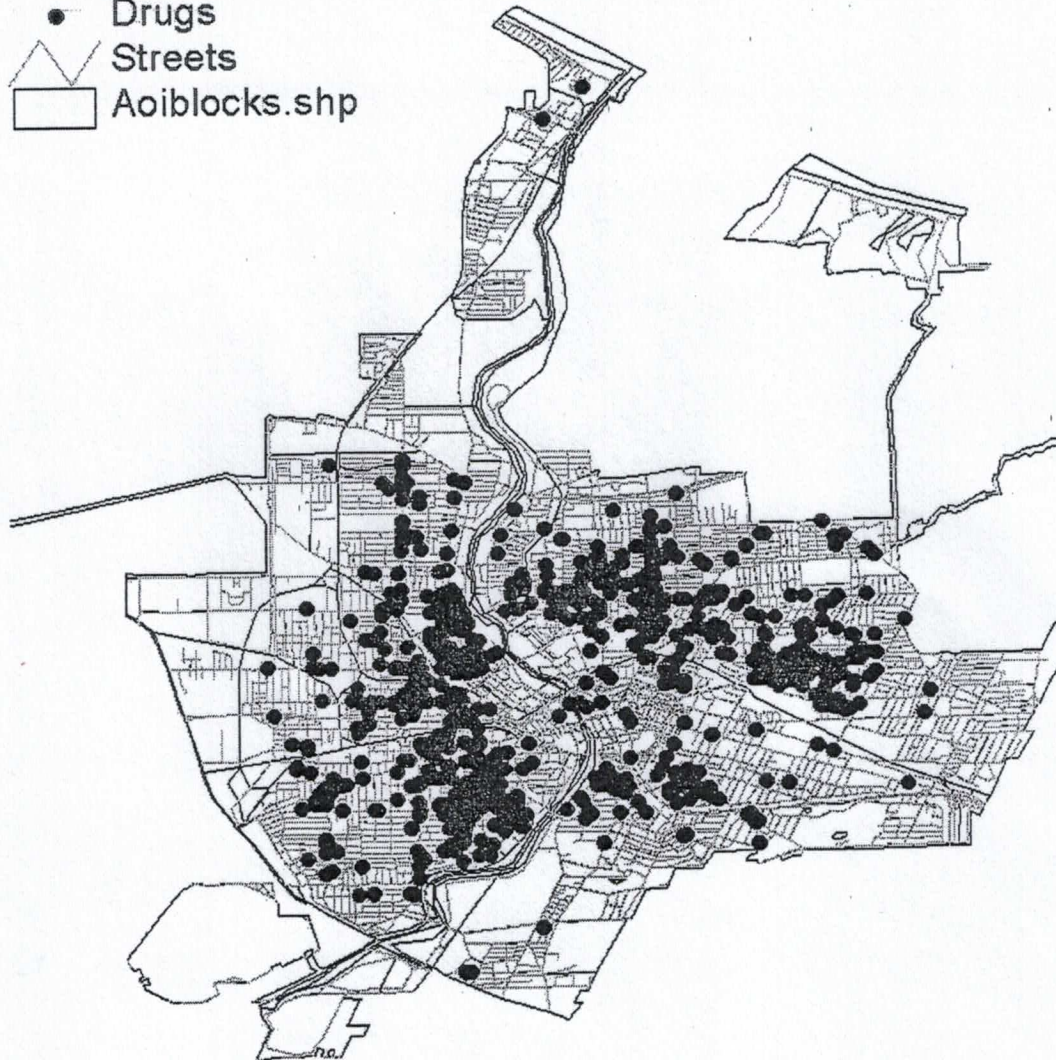
With regard to race, Maple Section has a higher proportion FIFs done on Whites than expected (46% White versus 54% Black) and Genesee Section has a higher proportion of FIF's done on Blacks than expected (92% Black versus 8% White).



Distribution of FIFs For Drugs

Crimes

- Drugs
- Streets
- Aoiblocks.shp



2 0 2 4 Miles

MAP 2

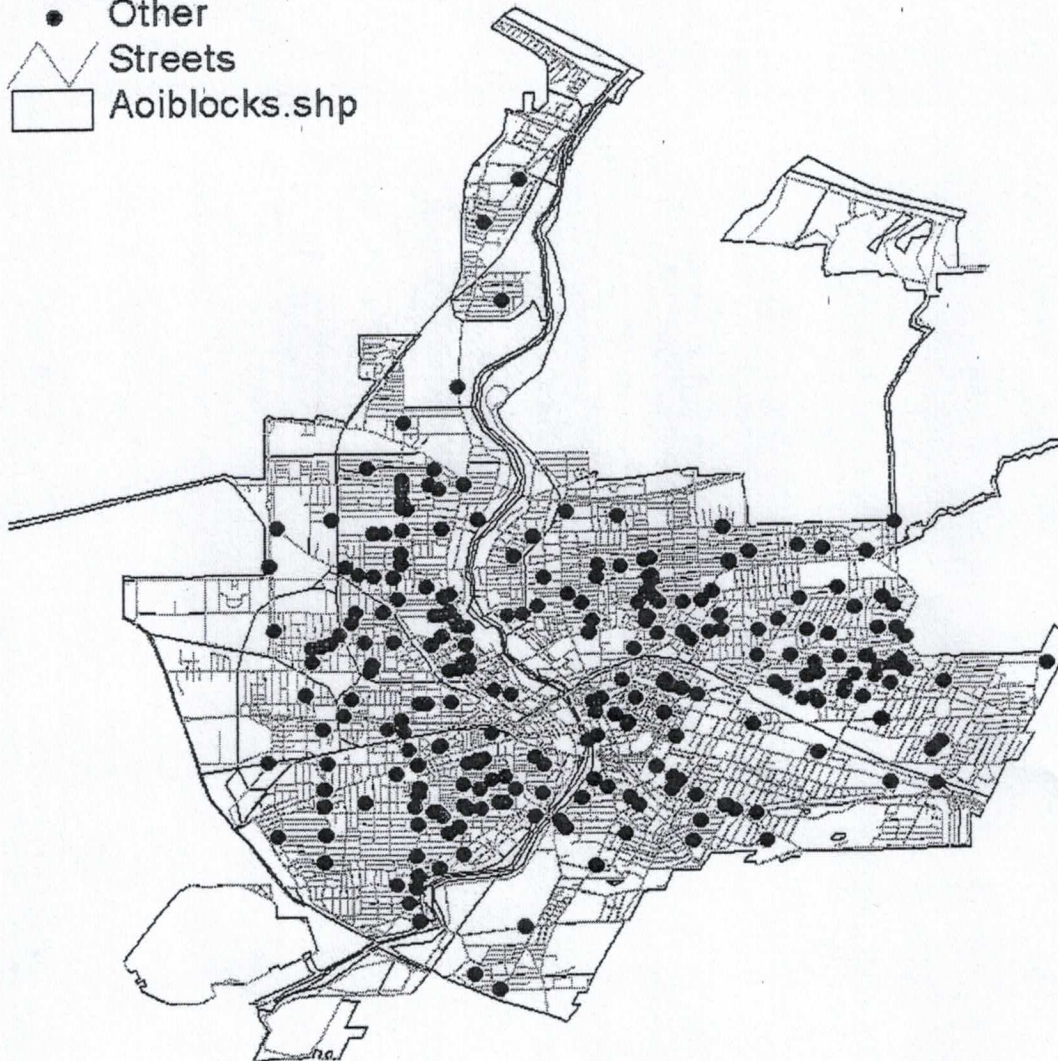
Distribution of FIFs For Other

Crimes

• Other

Streets

Aoiblocks.shp



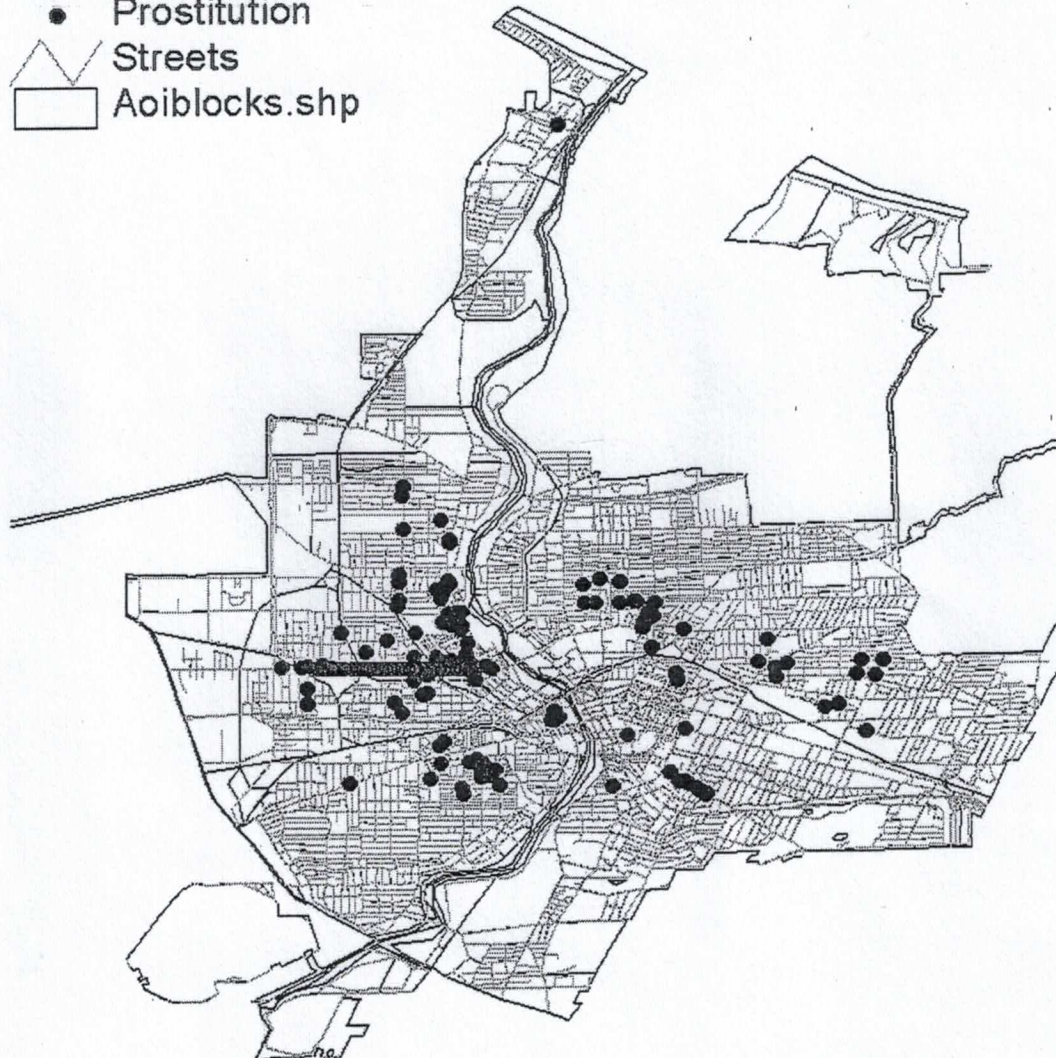
2 0 2 4 Miles

MAP 3

Distribution of FIFs For Prostitution

Crimes

- Prostitution
- Streets
- Aoiblocks.shp



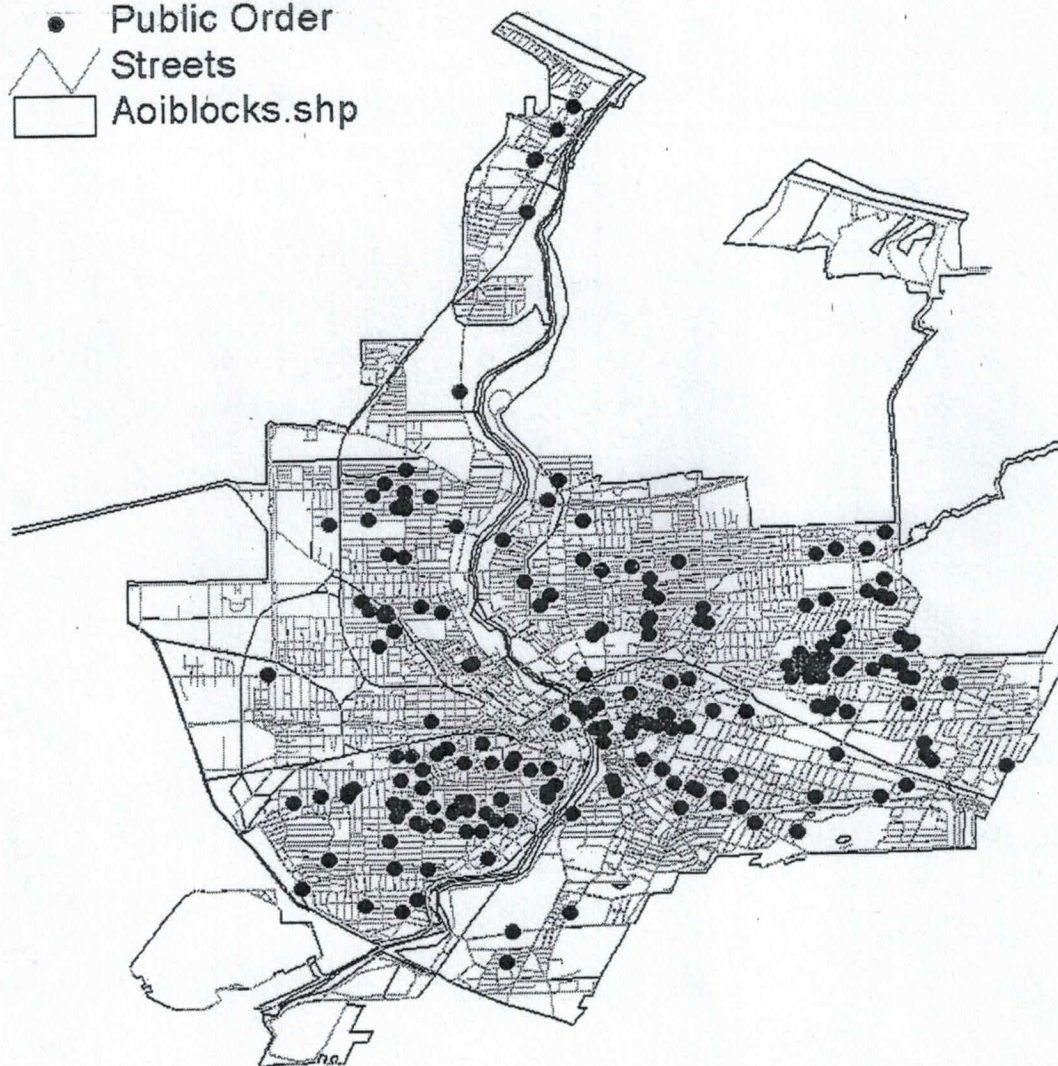
2 0 2 4 Miles

MAP 4

Distribution of FIFs For Public Order

Crimes

- Public Order
- Streets
- Aoiblocks.shp



2 0 2 4 Miles

MAP 5

Additional Analyses

Below are summaries of a variety of other issues examined with the FIF data.

Differences between FIFs completed in the Crescent and outside of the Crescent

Certain high crime neighborhoods in Rochester have been identified using the geographic term Crescent.²⁶ In this analysis the police divisions known as Clinton Section, Maple Section and Genesee Sections were combined as a proxy for the crescent. As noted above, these sections also account for two-thirds of all FIFs. Of the FIF's completed in the crescent subjects were Black in 67.5% of cases. Outside the crescent 58.6% of subjects were Black. Outside the crescent 77.7% of FIF's were written on people with records of arrest. Inside the crescent the figure was 84.6%. There were no other significant differences among the variables.

People FIF'd Together

As noted above 63% of all FIF's were written on a single person and an additional 24% involved two people. People FIF'd together were younger (median age 27 versus 32) and less likely to have an arrest record (63.4% versus 86.7%) than people FIF'd alone. People FIF'd together were also more likely than individuals (30.3% versus 21.9%) to be in a vehicle.

People with Multiple FIFs during the 3 month period

Only 16% of the individuals FIF'd during the study period had more than one FIF and less than 1% had five or more. Individuals with the highest number of FIFs are most likely to be White and Female and to have been FIF'd in Maple Section. Prostitution was listed as the crime context for the FIFs for fully a third of the 30 people with 5 or more FIFs during the three months. The 6 individuals with 10 or more FIFs are all white women in their 30s who were FIF'd in the area of Lyell Avenue area in connection with prostitution.

Car Stops

The data do not report on car stops per se but a reasonable proxy can be found in the officers reporting of whether or not a vehicle was involved in the context leading to the FIF. As noted above 26% of all FIFs involved a vehicle. Among Whites FIF'd,

33.4% of cases involved a vehicle while when Blacks were FIF'd 22% of cases involved a vehicle.

There are also differences in the context of FIFs involving vehicles for Blacks and Whites. When Whites are FIF'd, Drugs provide the context of 62% of FIFs involving vehicles and 46% of those not involving vehicles. When Blacks are FIF'd the percentage of reports of vehicle and non-vehicle related cases involving drugs is about the same at about 59%.

Summary and Conclusions

Summary

The salient points of the analysis of three months of FIF data are presented below:

1. A large number of FIFs are written thus yielding high estimates of annual rates of FIFs.
2. The rates are much higher for Blacks, particularly young Black males than for any other demographic group.
3. Most FIFs involve 1 person only and most people who are FIF'd are FIF'd only once in the period of the study.
4. Those FIF'd have very high rates of records of prior arrest.
5. FIF's are also written most frequently in the parts of the City of Rochester which have high rates of serious crime.
6. "Drugs" is cited by officers writing FIFs as the most common context prompting the reports.

Conclusion

Taken together these findings of this analysis of FIFs do not provide support for the view that racial profiling or racially biased policing is a problem in the Rochester Police Department. There is no evidence in the data that Blacks and Whites are treated differently in the contexts of FIFs. The groups are not FIF'd for substantially different reasons or in substantially different locations.

The greatest difference linked to race appears to be in the rates at which FIFs are written on Blacks and on Whites. These differences, however, appear to be explained by the residential distribution of Blacks and Whites across the community and by the distribution of crime. Writing FIFs is concentrated in Rochester neighborhoods where

high numbers of Blacks live and where there are high rates of crime. Furthermore, those selected to be FIF'd are very likely to have records of prior arrests with the Rochester Police.

Although these data cannot answer questions about the conduct of individual officers they can address issues of organizational policy and practice. On those issues the data do not identify the differential treatment of individuals due to their race as a problem in the Rochester Police Department.

Issues beyond the data

Analysis of the FIFs raises a variety of issues that cannot be fully addressed in the data. Among them:

1. The true rate of people FIF'd and the true rate of young black men FIF'd for the entire year versus the estimates are empirical questions for which the data are available. The estimates in this study should be examined for accuracy against the actual data for the year.
2. Drugs are mentioned most frequently as the context in which the FIF is written. It would be useful to know more specifically how the FIF relates to drugs. For example, is the FIF prompted by a specific drug related investigation or is "drugs" a more general context not linked to an investigation? In the later case, what behavior or circumstances prompts a drug related FIF? Information from the narrative portion of the FIF is probably needed to investigate these and related questions.
3. A very large portion of those FIF'd have a record of arrest with the Rochester Police. This raises significant questions. First, it could indicate a high level of accuracy among the police in identifying and monitoring those with criminal histories. On the other hand it may also reflect a very high rate of possession of criminal records among minority males in some neighborhoods. Without information on the distribution of criminal records it is impossible to tell which of these conditions is more accurate. The distinction between them could raise important policy questions about how criminal records are attained by different demographic groups and in different neighborhoods. The issue is further complicated by the fact that the data do not provide information on the offense level (violation, misdemeanor, felony), specific charges or outcome of prior arrests.
4. Another question raised by this analysis but beyond the data is whether there are consequences to being FIF'd and what they might be. Possible consequences may occur at the individual level in that levels of contact with the police may affect the likelihood of being arrested. Thus individuals in areas where police are active in conducting FIFs may be more likely to accrue a criminal record for minor offenses than individuals where police are less active. Accumulation of an arrest record may in turn have additional consequences in such areas as educational achievement and

employment. There may also be consequences at other levels including consequences for police-community relations in the minority community.

5. Attention to the possible consequences of being FIF'd will also raise the question of how those consequences are weighted against the benefits achieved by conducting field interviews at the current level. Answering this would require an internal assessment in the Rochester Police Department as to how FIF's are used, and the accessibility and value of the information collected.
6. Finally, this analysis raises questions about how we understand the problem of racial profiling itself. Studies of racial profiling have argued the importance of looking at a range of police citizen interactions. The research, however, has focused primarily on highway stops and subsequent searches. These studies are based on the view that population data and crime or traffic offense data can be used to determine an expected rate at which minorities will be stopped by the police. The difference between the expected and observed rate is the potential realm of racial profiling. This method, however, depends on the existence of diversity in the settings under study. Where there is little or no diversity the usual methods of investigation cannot yield evidence of racial profiling by the police. In those circumstances it may be more important to consider what social processes create and sustain neighborhoods of high concentrations of racial minorities and high concentrations of crime and, in turn, to consider how police practices that are not linked to bias may contribute to or mitigate the problems of those communities.

Endnotes

¹ American Civil Liberties Union, *Driving While Black: Racial Profiling on Our Nation's Highways*. New York: ACLU, 1999.

² Ramirez, D., McDevitt, J. and Farrell, A. *A resource Guide on Racial Profiling Data Collection Systems*. Washington: US Dept. of Justice, 2000.

³ Gallup Poll, Dec. 9, 1999.

⁴ Ramirez et al., p. 3.

⁵ Fridell, L., Lunney, R., Diamond, D., and Kubu, B. *Racially Biased Policing: A Principled Response*. Wash.D.C.: Police Executive Research Forum, 2001.

⁶ See, Lamberth J. *Driving While Black: A Statistician Proves that Prejudice Still Rules the Road*. Washington Post. August 16, 1999.

⁷ Verniero, P. and Zoubek, P. *New Jersey Attorney General's Interim Report of the State Police Review Team Regarding Allegations of Racial Profiling*. New Jersey Attorney General's Office, 1999.

⁸ See Rameriz et al., p. 13.

⁹ Spitzer, E. *Stop and Frisk Practices: a Report to the People of New York*. Albany: Office of the Attorney General. 1999.

¹⁰ For convenience the abbreviation FIF is used throughout this report and to FIF and FIF'd are used as verbs indicating the writing of an FIF.

¹¹ The exact variables include race, ethnicity, crime context, alternate crime context, ID number, date, case number, street address, beat number, vehicle information, brief narrative remarks, whether a person was known to be on probation or parole, time and date of birth. ID number is only present where a record of prior arrest exists. Alternate crime context was filled-in in only a small number of cases. Narrative comments coincide almost completely with the 14 categories provided as a check under context. of FIF. In all 85% of cases listed the parole or probation variable as unknown and only 4.5% listed probation and 10.6% as parole. The large percentage of unknowns and the small percentage of probation were interpreted as evidence that the data for that variable would not be useful.

¹² For this purpose an FIF is considered a report on 1 person. Thus each case in the data represents a report on an individual. The FIF form allows for as many as three individuals to be listed on a single form. In the electronic recording of the data each of those individuals would be reported as a separate case. A total of nine cases were eliminated in the data-cleaning process as double-punched duplicate cases.

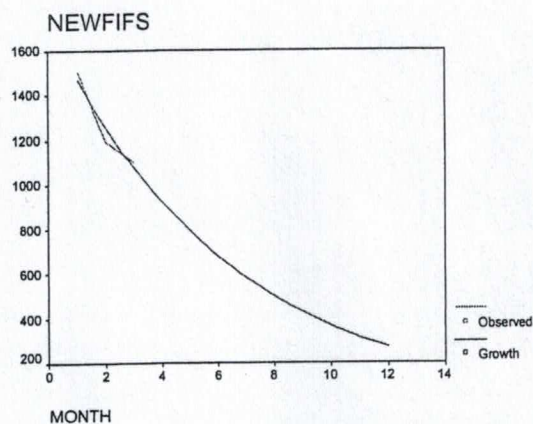
¹³ These may be linked to investigations of conditions or circumstances where information on an individual was not collected. These cases were excluded from further analyses.

¹⁴ Individuals were recognized using a unique ID number for those with criminal records and by combining birth date, time and location of FIF event for others.

¹⁵ Based on US Census for 2000 which lists the Rochester population as 219,773. It is important to note that the data do not allow identification of persons FIF'd who are not residents of Rochester. The rates are raised to the extent those FIF'd are not from the City.

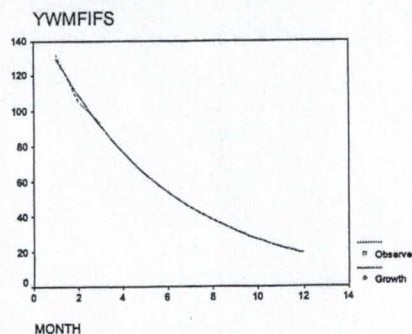
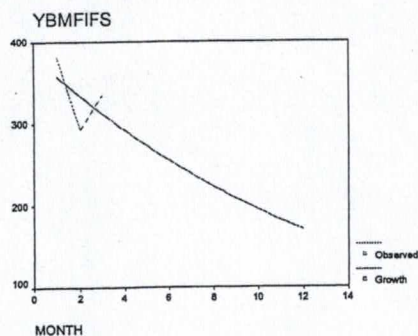
¹⁶ All of these estimates appear to be quite conservative. According to a letter from Mayor William Johnson to Scot Forsyth on October 3, 2000, in 1999 there were a total of 26,141 FIFs completed by members of the Rochester Police Department.

¹⁷ This is due to a) the supply of possible new candidates for FIFs diminishes over time and b) and the probability of repeat FIFs increases over time. The number of new individuals FIF'D each month is 1503, 1194, 1104 and the projected numbers using an exponential curve are, 923, 791, 678, 581, 498, 427, 366, 313, 269.



¹⁸ Age is calculated based on birth date as reported to the police officer and recorded on the FIF.

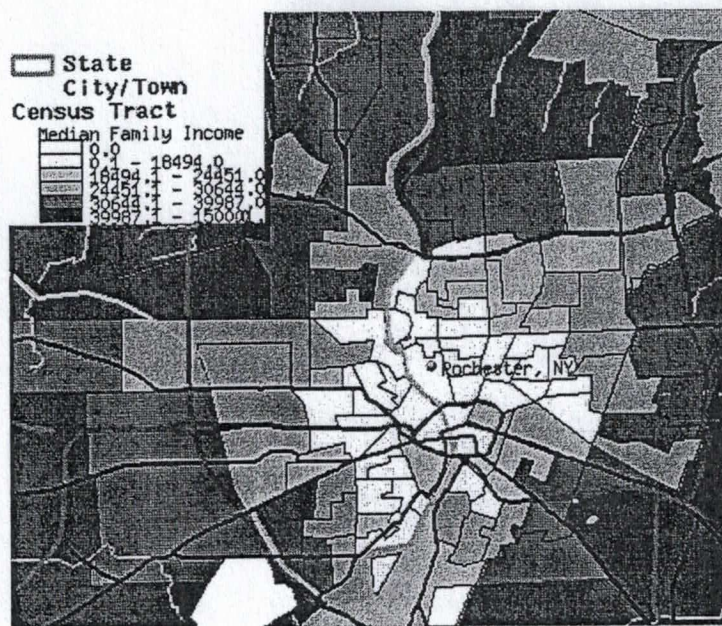
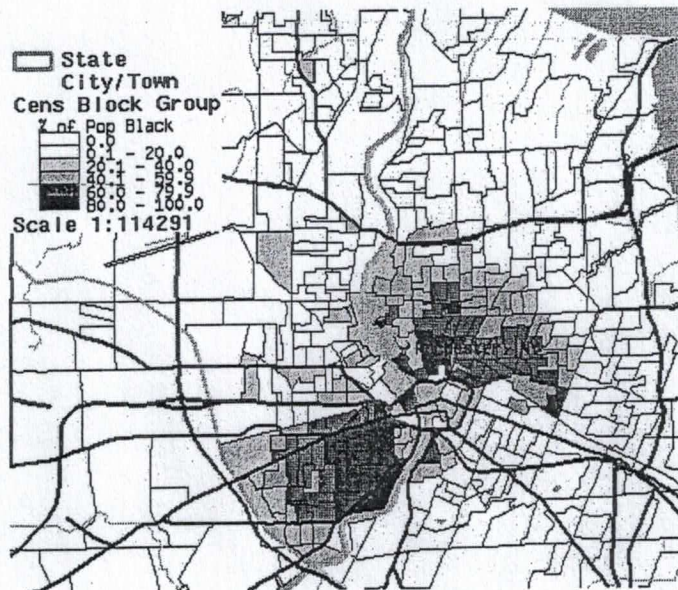
¹⁹ For months 1-3 the actual numbers of FIFs for separate young black males are 381, 293, 333. The projected monthly numbers are 288, 270, 252, 236, 220, 206, 193, 180, and 168. For months 1-3 the actual numbers for young White males are 132, 105, 93. The projected numbers are 77, 57, 49, 40, 33, 27, 22, 18, 15.



²⁰ The method discussed above is quite conservative. These estimates are also for the city as a whole. We would expect substantially higher estimates in some neighborhoods. Neighborhood by neighborhood analysis was not done because it would require the assumption that only residents living in the neighborhood were subject to being FIF'd in that neighborhood.

²¹ There is also a brief space for narrative comments. However, these comments nearly always simply duplicate the crime context. For example when the context is checked as "drugs" 99.1% of the time the comments also say "drugs."

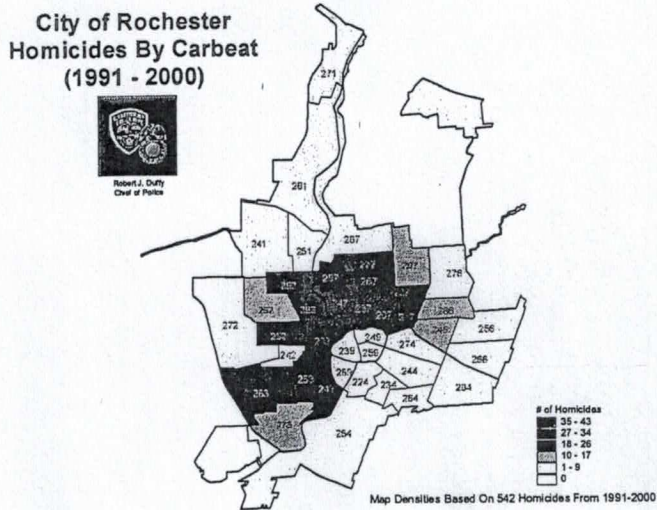
²² Race data are based on 2000 Census. Income data for 2000 have not yet been released, 1995 income data show that lower incomes are found in the same area as the highest percentage of Black residents. See below.



²³ It is widely acknowledged that the distribution of drug use and drug users would not reflect this geographic or demographic concentration. However, these concentrations are commonly seen in the distribution of retail drug markets in metropolitan areas.

²⁴ See map 2.

²⁵ For example, analysis of homicides from 1991-2000 shows that 68.6% of them happened in the police sections used as a proxy for the crescent area in this analysis. The following map is provided with the permission of the Rochester Police Dept. Homicide provides the most useful measure of serious crime because it is the most independent of police activity unlike prostitution arrests or drug arrests which depend heavily on enforcement practices of the police.



²⁶ The crescent area has been described as a crescent shaped area running from southwest of downtown north and across to the north east of downtown Rochester. This is described using crime and poverty data in Mayor William Johnson's 2001 State of the City Address. The number of FIFs completed here is consistent with the data on serious crime and may also reflect the distribution of resources to address crime. The area is also the part of the city to which the most patrol officers are assigned. The information on patrol officer per section was by RPD and is as follows: Lake 33, Genesee 55, Highland 51, Goodman 38, Clinton 93, Maple 67, Downtown 32, Total 369.

Appendix A.

Rochester Police Department General Order



effective date: March 9, 1998	subject: FIELD INTERVIEW FORM (FIF)	G.O. 570
rescinds: G.O. 570 October 14, 1994	reference standard(s): CALEA: 41.2.3, 42.2.1, 42.2.3, 82.1.5, 82.2.1-5, 82.3.5 NYS: 50.5, 7; 55.5	

I. POLICY

- A. The Field Interview Form or FIF (RPD 1193) will be used to report and record non-custodial police interviews and observations as investigative and/or intelligence information.
- B. If information received becomes so complex/critical in nature that the person giving the information becomes a Departmental informant who requests something in return for the information (i.e. reduction of charges, money, etc.), all dealings with the person must be documented and procedures as outlined in General Order 414, Compensated Confidential Informants, will be followed.

II. PROCEDURES

- A. Members will:
 - 1. Complete an FIF concerning any lawful stop in accordance with CPL Section 140.50 and/or observations of an intelligence-related nature (i.e. information which deals directly with an ongoing crime TREND or which could have direct bearing on a future incident). The FIF WILL NOT be the method of reporting crimes which will be recorded on the Crime Investigation Report or an Investigative Action Report, as per General Orders 465 and 480.
 - 2. Submit forms for supervisory review by the end of that tour of duty.

NOTE: When observations are made off-duty, an FIF will be submitted as soon as possible or during the member's next scheduled tour of duty.

B. Supervisors will:

1. Review the submitted FIF to ensure that the data contained on the form is complete.
2. Distribute the FIF as follows:
 - a. Ply 1 to the Crime Analysis Section.
 - b. Ply 2 to the Section/Unit Investigative Coordinator.
 - c. Ply 3 to the Special Investigation Section.

C. Section/Unit Investigative Coordinators will:

1. Distribute and make available to all Section/Unit personnel any informational bulletin generated by the Crime Analysis Section pertaining to the completed FIFs.
2. Copy and distribute to any Section/Unit any FIF containing information pertinent to that Section/Unit.

D. The Crime Analysis Section will:

1. Maintain a central file of FIF information received and assist any member in accessing said information upon request.
2. Scan FIFs into the Department's Report Image System and enter information into the CLUES database for access by all members.
3. Prepare reports concerning specific investigations or regarding statistical concerns, upon request only.
4. Communicate any relevant information to affected Sections/Units immediately via informational bulletins.
5. Distribute any pertinent information to other law enforcement agencies at the weekly Coordinator's Meeting.
6. Dispose of or retain all information filed according to current retention schedules.

Appendix

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G.O. 570 APPENDIX
FIF (RPD 1193) Form Completion

- BOX 1 Location of FIF - Address of actual interview or premises observed.
- BOX 2 Car Beat - Where the observation or interview occurred.
- BOX 3 Day of Week, Month, Date, Year and Time of FIF - Day, month, date, year, and time of observation (military time).
- BOX 4 CR # - CR # of the assignment. In the case of an interview of four persons or more, one CR number may be used to record up to nine persons (three FIFs) involved in the observation/interview.
- BOX 5 Context of FIF - Select a maximum of two categories that best describe the type of activity related to the FIF.

SUBJECT BLOCK

Up to three persons may be recorded on the FIF. In the case of an observation or interview of more than three persons, additional FIFs must be completed.

- BOX 6 Name - Name, directory style (last, first, middle) of person observed or interviewed or the name of the premise observed.
- BOX 7 Address - Address (home, business or other) of person or location of premise.
- BOX 8 DOB - Date of birth (month/day/year) if known, or approximate age.
- BOXES 9-17 Enter all information as observed by the member.
- BOX 18 RPD # - Assigned criminal record folder number. Members will make inquiry via telephone or radio as to whether a criminal record is on file, as well as the existence of any "wants" or warrants outstanding on the person(s) interviewed.
- BOX 19 Clothing, Distinguishing Jewelry - Describe clothing worn and any distinguishing jewelry.
- BOX 20 Physical Oddities - Distinguishing physical characteristics, e.g. scars, tattoos, etc.
- BOX 21 Moniker/Alias - Any/all nicknames ("street names") or additional names used.
- BOX 22 Place of Birth - City and state, or if outside the U.S., city/town and country.
- BOX 23 Parole/Probation - Check box if the person is on parole or probation.
- BOX 24 Alien - Indicate (Y or N) whether the person is an alien, a citizen of a foreign country living in the U.S.
- BOX 25 Driver/Passenger - For observations or interviews in which a person is in a vehicle, check the appropriate box.

VEHICLE BLOCK

- BOXES 26-33 Enter all information as observed and verified by DMV registration check. If plates are illegal, note.
- BOX 34 Exterior - Circle any that apply. May be further explained in narrative, if necessary.
- BOX 35 Windows - Circle any type that applies. If a choice is made, circle location(s) of window type. May be further explained in narrative, if necessary.
- BOX 36 Other Identifying Marks/Characteristics - Except as noted in Boxes 34 or 35, anything unusual about the vehicle's appearance which might help to make it identifiable (e.g., extensive damage, stickers, body alterations, etc.).
- BOX 37 Narrative - Record any information related to the person interviewed or the premises observed, any information leading up to or causing the interview and any information the member feels is pertinent to the interview or observation that is not already recorded in other areas of the FIF.
- If additional narrative space is required, an Addendum Report will be used.
- BOX 38 Reporting Officer/ID # - Print name (including first name or initial) and ID # of member completing the report.
- BOX 39 Car # - Assigned car number of member completing report.
- BOX 40 Section - Assigned section of reporting member.
- BOX 41 Supervisor's Review/Approval/ID # - Signature and ID # of supervisor after review and approval of report completeness and content.
- BOX 42 Xc To: - Indicate if a copy should be forwarded to any section(s)/unit(s) of the Department, other than the Crime Analysis Section and Special Investigation Section.

Attachment

rochester police department

RPD #1192 (5/97)

Appendix C.

CPL 140.50. Temporary questioning of persons in public places; search for weapons

1. In addition to the authority provided by this article for making an arrest without a warrant, a police officer may stop a person in a public place located within the geographical area of such officer's employment when he reasonably suspects that such person is committing, has committed or is about to commit either (a) a felony or (b) a misdemeanor defined in the penal law, and may demand of him his name, address and an explanation of his conduct.
2. Any person who is a peace officer and who provides security services for any court of the unified court system may stop a person in or about the courthouse to which he is assigned when he reasonably suspects that such person is committing, has committed or is about to commit either (a) a felony or (b) a misdemeanor defined in the penal law, and may demand of him his name, address and an explanation of his conduct.
3. When upon stopping a person under circumstances prescribed in subdivisions one and two a police officer or court officer, as the case may be, reasonably suspects that he is in danger of physical injury, he may search such person for a deadly weapon or any instrument, article or substance readily capable of causing serious physical injury and of a sort not ordinarily carried in public places by law-abiding persons. If he finds such a weapon or instrument, or any other property possession of which he reasonably believes may constitute the commission of a crime, he may take it and keep it until the completion of the questioning, at which time he shall either return it, if lawfully possessed, or arrest such person.

Addendum

After reviewing the body of the report the NYCLU Legal Committee requested that this additional analysis be conducted. The question raised dealt with the relationship between arrests and FIFs for the police sections.¹ Specifically the issue was to examine whether crime (other than homicide) was distributed differently than FIFs. In this analysis arrests were used as a proxy measure of crime, although the limitations of this are noted.

In these analyses arrests were totaled as well as subdivided by offense category. The categories include Part 1 Crimes (Murder, Robbery, Rape, Aggravated Assault, Burglary, Motor Vehicle Theft, Larceny, and Arson), Drug Arrests, Prostitution Related Arrests, Criminal Mischief Arrests, DUI Arrests, Disorderly Conduct Arrests and All Other Arrests.

The percentage of total arrests and arrests for each category as well as the percentage of all FIFs are presented by section below. The data reveal that the number of FIFs and the number of arrests are highly correlated to one another. The chart below shows the Pearson's Correlations for FIFs and Arrests across the 7 police sections. Correlations can range from -1 to +1 with +1 representing both variables as increasing or decreasing together perfectly and -1 representing moving in direct opposite directions. All correlations are strong and positive. The only exception is that prostitution arrests do not occur where Part 1 arrests occur or where the bulk of all FIFs are written.

	1	2	3	4	5	6	7	8	9
1. Part 1	1.0								
2. Drugs	.67	1.0							
3. Prostitution	.16	.60	1.0						
4. Criminal Mischief	.88	.91	.47	1.0					
5. DUI	.44	.82	.89	.72	1.0				
6. Dis. Conduct	.83	.81	.15	.81	.47	1.0			
7. All Other	.93	.86	.48	.98	.72	.82	1.0		
8. Total Arrests	.90	.92	.49	.69	.75	.86	.99	1.0	
9. FIFs	.34	.91	.68	.98	.82	.58	.60	.69	1.0

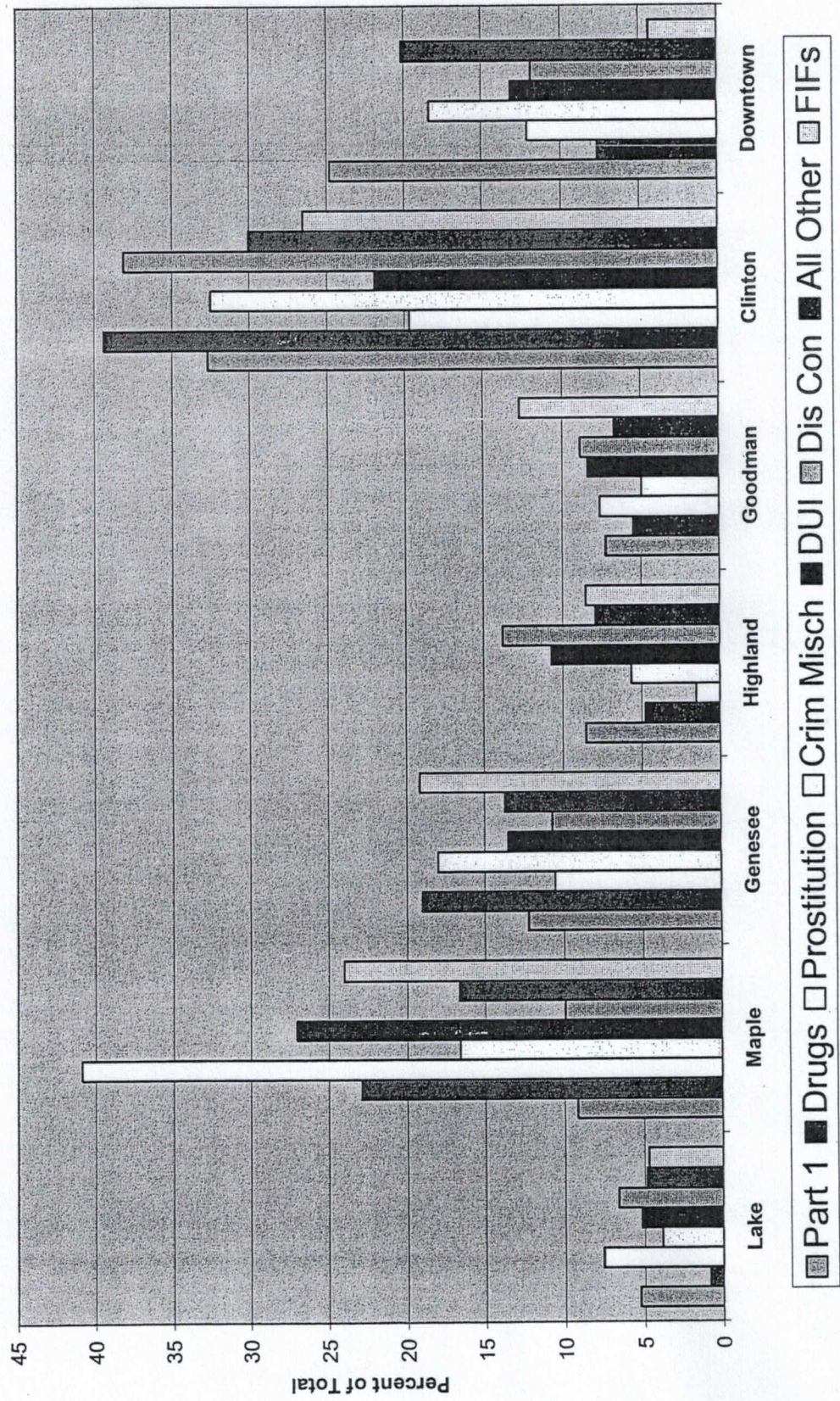
These findings are also represented on the following chart. The chart shows the percentage of all arrests (according to category) and FIFs that occur in each section. Again, proportions of FIFs and arrests are roughly similar with the exception of prostitution related arrests in Maple Section and higher than expected proportions of DUI and Disorderly Conduct Arrests in Clinton Section.

¹ The Rochester Police Department cautions that the number of arrests for the Downtown Section may be misleading since some arrests are reported as downtown when subjects from anywhere in the city are taken into custody at the headquarters downtown. Arrest figures for the 3 months matching FIF data re included below.

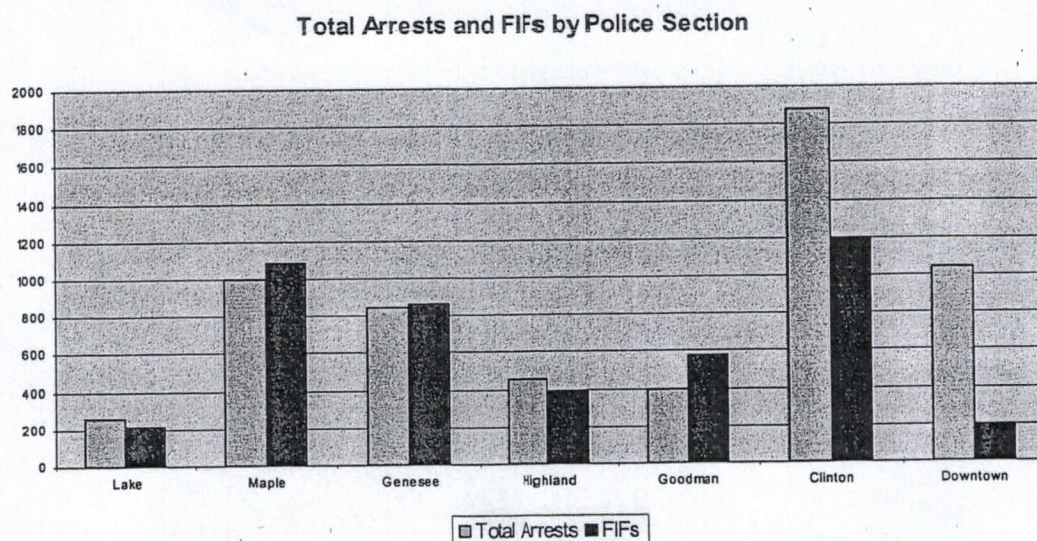
Percent of Total

Location	Part 1	Drugs	Prostitution	Crim Misch	DUI	Dis Con	All Other	FIFs
Lake	~12%	~5%	~3%	~1%	~1%	~1%	~1%	~1%
Maple	~40%	~27%	~18%	~15%	~10%	~10%	~10%	~10%
Genesee	~21%	~16%	~14%	~12%	~9%	~9%	~9%	~9%
Highland	~16%	~11%	~10%	~9%	~8%	~8%	~8%	~8%
Goodman	~12%	~11%	~10%	~9%	~8%	~8%	~8%	~8%
Clinton	~37%	~32%	~28%	~25%	~22%	~20%	~20%	~20%
Downtown	~21%	~18%	~17%	~16%	~15%	~14%	~14%	~14%

Legend:
 ■ Part 1
 ■ Drugs
 ■ Prostitution
 ■ Crim Misch
 ■ DUI
 ■ Dis Con
 ■ All Other
 ■ FIFs



The chart below shows the total number of Arrests and FIFs per section.



These figures produce the following ratios of Arrests to FIFs:

	Ratio
Lake	1.20
Maple	0.92
Genesee	0.97
Highland	1.19
Goodman	0.68
Clinton	1.57
Downtown	5.27
Totals	1.30

These analysis indicate that the numbers of Arrests and FIFs are highly correlated across the police sections (with the exception of Downtown as noted above). The findings are not inconsistent with the findings in the body of the report.