



CRIMINAL JUSTICE PLAN FOR NEW JERSEY— APPLICANTS GUIDE 1978

New Jersey State Law Enforcement Planning Agency

Dissemination Document No. 28

New Jersey State Library

State of New Jersey

BRENDAN T. BYRNE
Governor

STATE LAW ENFORCEMENT PLANNING AGENCY

Governing Board

JOHN J. DEGNAN
Chairman

STANLEY C. VAN NESS
Vice Chairman

RICHARD J. HUGHES
Chief Justice

WILLIAM D. ANDERSON
JOHN F. CRYAN
CHRISTOPHER DIETZ
WILLIAM F. FAUVER
KENNETH A. GIBSON
GERALD GOLDMAN
WILLIAM J. HAMILTON, JR.

EDWARD G. HOFGESANG
VINCENT J. INFINITO
PAUL KIERNAN, SR.
ANN KLEIN
BENJAMIN H. MABIE
RAYMOND MASS
CARMEN A. ORECHIO

CLINTON L. PAGANO
BARRY T. PARKER
MARGARET H. PERRYMAN
CHARLES A. RIZZI
ARTHUR SANTUCCI
PATRICIA Q. SHEEHAN
ARTHUR J. SIMPSON, JR.

JOHN J. MULLANEY
Executive Director

(The 1978 Plan for Criminal Justice/Applicants Guide was prepared entirely by the SLEPA staff. Special acknowledgement is extended to former Attorney General William F. Hyland who served as Chairman of the Governing Board during the development of the Plan and to all officials, institutions and agencies who willingly provided statistical data and guidance for program development. Thanks also is extended to private social service agencies and all others who shared information for the preparation of this Plan. This document is published and disseminated under U.S. Department of Justice Grant No. 78 PF-AX-0034 in accordance with the ongoing dissemination responsibility assigned to SLEPA by Public Law 94-503.)

BRENDAN T. BYRNE
GOVERNOR

JOHN J. MULLANEY
EXECUTIVE DIRECTOR



GOVERNING BOARD
WILLIAM F. HYLAND
CHAIRMAN

State of New Jersey

STATE LAW ENFORCEMENT PLANNING AGENCY

3535 QUAKER BRIDGE RD.
TRENTON, NEW JERSEY 08625
TELEPHONE 609 292-5670

November 1, 1977

TO: The Honorable Brendan T. Byrne, Governor of New Jersey; The Honorable Richard J. Hughes, Chief Justice of the Supreme Court of New Jersey; The Honorable Matthew Feldman, President of the New Jersey Senate; The Honorable William J. Hamilton, Speaker of the New Jersey General Assembly; and the Honorable Chief Executives of New Jersey's 567 municipalities and 21 counties.

This document represents the approved 1978 Criminal Justice Plan for New Jersey and the Applicants Guide. It is prepared as part of the application for federal funds under the Crime Control Act of 1976 (Public Law 94-503) as administered by the Law Enforcement Assistance Administration within the U.S. Department of Justice. Now in its tenth year of publication, this plan, prepared in its entirety by Agency staff, reflects the input received by the Agency from State and local criminal justice agencies, as well as other sources.

The Plan outlines major needs and problems, standards and goals and establishes future program directions.

This document is also presented to officials of the criminal justice system in New Jersey, as well as to citizens engaged in prevention, juvenile justice activity and other endeavors related to the broad field of criminal justice as defined by the Crime Control Act.

John J. Mullaney
Executive Director

TABLE OF CONTENTS

CRIMINAL JUSTICE PLAN FOR NEW JERSEY

INTRODUCTION	1
PROBLEM ANALYSIS	2
STANDARDS AND GOALS	59
STATEMENT OF PRIORITIES	76
ANNUAL ACTION PLAN	78

APPLICANTS GUIDE

ORGANIZATION AND FUNCTIONS OF SLEPA	124
GENERAL INFORMATION FOR APPLICANTS	125
Types of Grants	
Criteria	
Eligibility	
a. Planning	
b. Action	
APPLICATION PREPARATION INSTRUCTIONS	126
Attachment One: Description of Project	126
a. Statement of Problem	
b. Goals	
c. Objectives	
d. Project Activities	
e. Project Management	
f. Personnel	
g. Brief Personnel Biographies or Job Specifications	
h. Participating Agencies/Relationship to Local Plan	
i. Project Evaluation	
j. Assumption of Costs	
k. Civil Rights Compliance	
Attachment Two: Budget Detail/Budget Explanation	128
Cash Match	
Allowable Costs	
Unallowable Costs	
Budget Categories	
a. Salaries and Wages	
b. Purchase of Services	
c. Travel, Transportation, Subsistence	
d. Consumable Supplies	
e. Facilities, Office Space, Utilities, Equipment Rental	
f. Equipment	
g. Indirect Costs	
SLEPA Forms in use	142
DEFINITIONS	Back Cover

Criminal Justice Plan for New Jersey 1978

INTRODUCTION

This publication combines selected sections of New Jersey's 1978 comprehensive criminal justice plan developed for funding under the Crime Control Act of 1976 and the Juvenile Justice and Delinquency Prevention Act of 1977. Sections of the Plan which have not changed significantly from 1977 or are written for compliance purposes under Guidelines developed by the Law Enforcement Assistance Administration have not been printed this year. In addition, the Applicants Guide, normally printed separately, has been incorporated into this combined document.

The complete Plan follows a planning process model, including an analysis of crime and criminal justice problems in the State; the examination of resources available to meet these crime and criminal justice problems; the identification of gaps between the problems and the resources; the setting of standards, goals and objectives for reducing crime and improving the performance of the criminal justice system (closing the gaps); and the development of programs to be implemented in order to bring about the desired improvements. The two major steps of the planning process not appearing in this published version of the Plan are the analysis of crime and the analysis of available resources. The document begins with identified major crime and criminal justice problems needing resolution and proceeds to standards, goals, objectives and action programs.

PROBLEM ANALYSIS

The objective of this part of the Plan is to conduct a comprehensive study of the criminal justice system problems in the State as perceived by the experts who administer the system.

Valuable insights into the myriad of complex problems and needs were provided by the many institutions and agencies which comprise the State's criminal justice system. At the forefront are the 23 local criminal justice planning units which were particularly helpful in identifying local level crime problems and patterns. Through their efforts, and with guidance from their criminal justice planning boards which are comprised of local experts in the local units' systems, this Plan is a reflection of their assessment of crime problems and needs. It should be mentioned that input into this section was gleaned from not only the local planning units but from other local communities and many State agencies which expressed concern for the state of criminal justice in New Jersey.

Through these combined efforts, and with the expertise of the Agency staff, this section identifies the gaps, where existing resources are not addressing the crime problem adequately and where system performance falls short of established standards. The Agency Governing Board participates in the analysis of problems and approves the goals, priority objectives and action programs that appear in the

next several sections of the Plan, all of which follow logically from the problem statements appearing below.

The problem statements are arranged in the same functional groupings as last year, from the enactment of legislation through the necessary support services, prevention, detection, deterrence, apprehension, diversion, adjudication and institutional and non-institutional rehabilitation. Within each functional area the adult system problems are followed by the juvenile problems. Listed at the end of each major problem, are the State agencies and units of local government that identified the existence of that problem as a priority. Immediately preceding each such citation is an indication of whether or not the particular problem is addressed by an action program in this Plan.

The solutions to many of the problems cited in this section involve the coordination of resources among the various components of the criminal justice system. Through careful analysis of the needs and resources by the Agency Governing Board and staff, the limited funds available have been allocated to meet priority objectives, whose attainment is expected to have the widest impact on the problems discussed. "The Annual Action Program" section of this document details the allocation of limited Federal funds to supplement existing State and local resources.

A. LEGISLATION, SUPPORT SERVICES AND PREVENTION

LEGISLATION

The administration of criminal justice is dynamic—continually striving to improve the quality of service delivered to the public. Indications for necessary change come from several sources, also on a continuous basis. In most cases the call for change comes from within, as a result of the constant monitoring of the operation of the many criminal justice agencies upon whose cooperation the delivery of justice depends. At other times public opinion and special study groups provide the impetus for change.

Legislation is just one of the ways to attempt to bring about improvement, albeit a very important way since so much of the criminal justice system is governed by statutory and case law. Court rules, executive and administrative orders and internal agency procedures are some of the other ways to bring about change.

The criminal justice system has been in a constant state of flux over the last several years. Some of the factors that have brought about very significant changes have been the increasing incidence of crime, the recognition that antiquated practices in many areas were unable to cope with the growing crime problem, Supreme Court decisions of wide impact, public opinion and the recent availability of federal funding support. Because of the fact that change is continuous and present in almost every facet of the criminal justice system, it is difficult to list and describe all areas that possibly need new legislation. The following are only a few examples of areas requiring legislative attention:

- Legislation is pending for the revision of both the New Jersey and federal criminal codes and each should have a wide impact. The impact on New Jersey of a changed federal code will probably require a task force study.
- In 1975, Governor Brendan Byrne appointed an advisory committee, comprising over 50 people knowledgeable in the area of criminal justice and representing State and local agencies and public and private interest groups, to draft criminal justice standards and goals. With the aid of special staff at the State Law Enforcement Planning Agency over 300 standards were recommended to the Governor on June 24, 1977. It is estimated that over 30 standards will require some form of legislative action before they can be implemented.

A brief description of all the standards in conjunction with established goals can be found in the Standards and Goals section of the Plan immediately following this section.

- Many statutes now on the books in New Jersey have lost their effectiveness and applicability to our present society. A disproportionate amount of police and court time continues to be spent processing perpetrators of certain crimes, for example, use of marijuana, minor gambling and sex-related offenses between consenting adults. Alternative methods of dealing with these offenses would both greatly relieve the court caseloads and free police time for investigation of more serious crime.
- While "home rule" is a firmly entrenched tradition in New Jersey, it should not preclude consideration of proposals to consolidate local criminal justice services where significant economic and operating efficiencies can be realized. For example, the report of the National Advisory Commission on Criminal Justice Standards and Goals recommends that all police departments with less than ten officers should be consolidated with other departments. Similarly, a study by the National Center for State Courts in conjunction with the Administrative Office of the Courts recommends that municipal courts should be consolidated according to districts so they could operate on a full-time basis. Part-time adjudication coupled with high court caseloads has helped cause prolonged holding periods and overcrowding of many county detention facilities.
- It is increasingly difficult to locate citizens from every walk of life who are willing and able to serve as jurors, due to the economic hardships suffered through jury service. The current remuneration was established in 1953 and is not in line with the existing inflationary economy. There is a need to pass legislation to increase service pay for jurors.
- Federal law prohibits the importing of firearms; however, it does not prohibit the importing of parts. As a result, parts are brought into this country which are assembled into 2.5 million weapons a year. According to the Handgun Control Project of the U.S. Conference of Mayors, two-thirds of the 20,000 murders committed annually are gun-inflicted, and 71% of the murders committed with handguns are against family members, close friends or acquaintances. Legislation is also needed in this area.

LEGISLATION — JUVENILE

Legislative provisions which affect juveniles who come into contact with the juvenile justice system have been written into several chapters of the New Jersey Statutes. Some of them were adopted recently to correspond with changing concepts in the juvenile justice system. Other statutory provisions do not coincide with current practices within the system or are ambiguous and have been applied differently. Some of them may be considered to be no longer applicable.

Existing Juvenile Justice Statutory Provisions

A revised Juvenile and Domestic Relations Court Law went into effect March 1, 1974. It significantly altered the way juveniles charged with and adjudicated for the commission of illegal acts are handled. Its primary impact was on juveniles who engage in behavior which would not be subject to legal action if committed by an adult. The commission of such status offenses—"incorrigibility", "running away", "truancy"—had formerly exposed juveniles to the possibility of confinement in county detention and state correctional facilities.

Under the revised statute this possibility has been eliminated. Juveniles in need of supervision (JINS) when held in a facility prior to disposition must be in open shelters and cannot be institutionalized on a post-dispositional basis in facilities maintained for the confinement of delinquents. The law prohibits the predispositional holding of juveniles with adults. It also limits the time a juvenile can spend in a correctional institution to up to three years unless the offense committed is some form of homicide. In any case the disposition can be for no longer than the term an adult would serve for the same offense.

Shelters and Detention Centers

Legislation defining the purposes and procedures for the creation of facilities which now house juveniles awaiting trial long preceded the 1974 Juvenile Code. These statutory provisions provide for both county youth houses and county shelters. Neither coincides precisely with the roles detention and shelter care facilities now fulfill, although the county shelter programs more closely meet the requirements of the statutes. Most of the detention facilities were actually created under the county shelter authorization and are in some instances confusingly called shelters although their purpose is to detain juveniles charged with the commission of delinquency offenses. There are also other facilities such as county homes and county schools, the creation of which is authorized by statute, but which may no longer meet the needs of juveniles involved in or on the periphery of the juvenile justice system.

Post-Adjudication Responsibility for Temporary Custody

A large percentage of juveniles in many juvenile detention and shelter care facilities are not awaiting court adjudication or a dispositional hearing. They are waiting for the State's Division of Youth and Family Services, under whose supervision they have been ordered by the Juvenile and Domestic Relations Court Judge, to place them in a residential facility or other appropriate alternative. Morris County surveyed its JINS shelter population and found that during 1975, 73% of the total care days were on a post-dispositional basis. In the detention center during the first ten months of 1975, 87% of the days were for post-dispositional care. The law clearly provides that detention and shelter are for the temporary care of juveniles *pending* court disposition.

Separate statutory provisions also require that the State maintain shelters, for the temporary care and supervision of children who are placed in its care, custody or guardianship, during the interim between that placement and the time a suitable alternative is found. N.J.S.A. 30:4C-26.1-3. Several counties have initiated litigation against the Department of Human Services to compel State subsidization at an adequate level for those juveniles on a post-dispositional basis under its care. The Governor's Adult and Juvenile Justice Advisory Committee has recommended that the State be responsible for providing care in this situation.

Programming in Detention and Shelter Facilities

The Department of Human Services has compiled a Manual of Standards for Shelter Care and one is being prepared for detention practices. There is little else to insure uniformity and quality of programming within the facilities. The statutory provisions creating them are outdated in their recommendations or so broad as to be meaningless.

The purpose of a youth house is "to provide for the education and the moral and intellectual improvement of persons committed thereto. The board of trustees *may*, (emphasis added), subject to the approval of the board of chosen freeholders, prescribe a course of education and manual instruction and training for persons committed to the youth house, giving special attention to courses in industrial training and agriculture." N.J.S.A. 9:11-4.

The legislation establishing children's shelters says simply that, "The board of chosen freeholders . . . may establish . . . a home . . . for the purposes of caring for the children of the county whose cases are pending before the Juvenile and Domestic Relations Court . . ." N.J.S.A. 9:12A-1. There is no clear statement in either of the statutes as to where precisely the responsibility lies for funding an educa-

tion program for juveniles in temporary custody.

A lower court decision in 1972 (*Board of Education, Passaic v. Board of Education, Wayne*, 120 N.J. Super. 155 (1972)), held that if the county had an education program, then it, not the sending districts, was responsible for supporting it. State law does provide "Every parent, guardian or other persons having custody and control of a child between six and sixteen shall cause such child regularly to attend the public school . . . or to receive equivalent instruction elsewhere than at school". N.J.S.A. 18A:38-25. Until quite recently not all detention facilities had education programs. There is still a substantial gap, in some instances, between the education which would be available in public school and what a child can receive in a detention or shelter care facility. Legislation is presently being developed which will pinpoint this educational responsibility. The Governor's Committee proposes that the Department of Education establish guidelines for education programs and that local school districts fund them.

Disparity among facilities extends to recreation, social services and disciplinary measures as well. Detention facilities are inspected annually by staff of the Department of Corrections. Such on site visits focus substantially on the facilities' compliance with building and health codes. There is also general statistical information included on the present and past year's population and some discussion of programming. Because of the size of the staff of this inspection unit and the fact that its responsibilities extend to all county correctional facilities, no more than an annual visit can be done. Recommendations are made and forwarded to the facility and a follow-up visit by staff may be made. Legal action may be instituted against a particular county if there are violations. This has never been done; yet there have been critical and long-term problems in centers ranging from a dilapidated physical plant to the lack of an education program to severe overcrowding.

State Law Enforcement Planning Agency funds have provided a staff person within the Department of Corrections to work with detention and shelter educators to raise the quality of educational programming in these facilities. There needs to be, however, more frequent involvement in other aspects of detention programming as well, to insure that it is suitable. Standards should be implemented as they have been for shelter facilities. These should be accompanied by some mechanism less time consuming than court litigation, such as an administrative hearing, as a means to remedy violation of standards for detention and shelter facilities.

Municipal Youth Guidance Councils

There is statutory provision for the establishment of municipal youth guidance councils, bodies whose functions are to act as a community resource to as-

sist in the coordination of services and activities affecting youth. Adjustment committees may be established as a component of the guidance council. They are somewhat akin to juvenile conference committees, although their use is not nearly as widespread. They are confined primarily to Bergen County. Adjustment committees are not subject to the same amount of court control that exists over juvenile conference committees as referrals may be funnelled directly from police departments or schools. Overall there should be a review undertaken of all statutory provisions relating to the juvenile justice system with the intent to eliminate or revise all outdated and clearly ambiguous legislation.

Legislative Support for Diversion

In the 16 counties where a Juvenile and Domestic Relations Court intake screening unit is operating, juveniles are sent to shelter or detention either after an initial court hearing or are placed as the result of an intake officer's review. Other counties have various methods, with most relying on the police officer who takes the juveniles into custody to make the initial placement decision. This is followed by a hearing the next morning as provided by R.5:8-2(d). Counties without intake units do not afford their juveniles charged with JINS and delinquent acts the same opportunities for the specialized screening. There are also fewer possibilities for diversion for those juveniles in jurisdictions without intake units.

One of the diversion mechanisms utilized by intake officers has been the youth service bureau. This type of community-based project which provides direct and referral services for juveniles has been strongly supported by their local units of government. But for most, local assumption of total project costs after three to four years of State Law Enforcement Planning Agency support has not been possible because of fiscal constraints. The Governor's Advisory Committee has recognized the funding problems affecting both intake and youth service bureaus and has recommended legislation to encourage the development and support of these programs on a statewide level. The New Jersey State Association of Youth Services has advocated this concept and there has been indication that some State funds, although of a very limited nature, might be made available.

Juvenile Court Judges

The number of Juvenile and Domestic Relations Court Judges is determined by statute according to the size of the general population of the county. In the less populated counties, therefore, there are fewer judges. Juveniles who are referred on to court may wait days, weeks or months for their adjudications, depending in large measure on the number of judges sitting on juvenile matters. Particularly in

those counties clustered in the southern part of the State, a higher proportion of juvenile complaints are pending for longer periods of time than in the more highly populated urban counties. In September of 1976, as an example, the highest number of juvenile delinquent complaints listed as pending on the no counsel calendar for three to six months as well as the highest number of both no counsel and counsel JINS complaints pending for the same period of time was in Gloucester County. It appears that the backlog of cases is due to the shortage of judges, but it may also be the result of other factors. However, there should be a flexible means of appointing more juvenile judges for those counties where the juvenile docket is disproportionately high. This is also discussed as a problem under Adjudication.

Separation of Juveniles from Adults in Correctional Institutions

For those juveniles who are sentenced to a correctional institution, some may be placed with only juveniles; others may be incarcerated with adults in either the Youth Correctional Institution Com-

plex or the Clinton Reformatory. In early 1976, there were over 400 juveniles confined in adult institutions. Although such confinement is strictly prohibited on a predispositional basis it is permitted after a juvenile has been adjudicated. The United States Congress has shown support of a policy separating juvenile from adult offenders through the initial passage and reauthorization of the Juvenile Justice and Delinquency Prevention Act.

Any state which chooses to participate in the Act must set out a plan to terminate the mixing of juvenile and adult offenders. A review of New Jersey case and statutory law reveals some ambiguity in the State's policy. Although age limits set by legislation clearly permit juveniles and adults to reside together in correctional institutions, statutory language and the holding in one case which has not been overturned, appear to support the segregation of adults and juveniles.

Legislation should be developed to prohibit the mixing of adults and juveniles in correctional institutions on a post-dispositional basis. This has been recommended by the Governor's Adult and Juvenile Justice Advisory Committee.

PLANNING AND EVALUATION

The enactment of necessary legislation does not guarantee its successful implementation. It is often difficult to have change accepted and operationalized. Effective implementation requires a dedication toward attainable and meaningful goals and it is for this reason that planning is a critical phase prior to implementation.

Once the changes are operationalized, it is necessary to examine whether or not pre-determined goals have been reached and what the impact of changed procedure has been. Evaluation is the mechanism that provides the necessary feedback and indicates whether a redirection of procedures or objectives is needed.

Planning

The State Law Enforcement Planning Agency has been at the forefront in encouraging and supporting planning efforts at both the State and local levels. Local criminal justice planning units have been funded, with the technical assistance of Agency planning staff, throughout the State.

In the 1976 Plan, in response to planning needs expressed by various State agencies, a program was created to establish, within the State agencies, staff to plan for long-term operational change unencumbered by the pressures of immediate crises decisions. Additional objectives of the program have included incorporation within the State criminal justice agencies of reports necessary for main-

tenance of accountability and for program evaluation. To date, the Administrative Office of the Courts has received funding for the development and system design for a unified, State-financed judiciary and the Division of State Police has received funding for improvement of management resources.

With the assistance of LEAA discretionary funding, the Department of Corrections and the Department of Law and Public Safety have initiated projects to develop planning/management/evaluation capabilities. In the Department of Corrections, a unit has been established to serve as the planning resource for the Department and supervise the implementation of the State Correctional Master Plan.

The unit will coordinate the operations of the Correctional Information System and Offender-Based State Correctional Information System in order to assure availability of accurate and timely statistical data upon which to base planning and policy decisions.

Court Planning

The Crime Control Act of 1976, Public Law 94-503, contained numerous amendments designed to increase the participation of the Judiciary of the States in the LEAA program. The most significant of these amendments can be found in Section 203 (c) of the Act, which reads as follows:

The Court of last resort of each State . . . may es-

establish or designate a judicial planning committee for the preparation, development, and revision of an annual State judicial plan

Consistent with Section 203 (d) of the Act and *N.J. Const.* (1947), Art. VI, Section III, par. 3, the Judicial Planning Committee (JPC) would have three main functions: 1) make recommendations to the Supreme Court concerning the improvement of courts in this State; 2) define, develop and coordinate programs and projects for the improvement of courts in this State; 3) develop an annual State Judicial Plan for the improvement of the courts in this State, which after being approved by the Chief Justice and the Supreme Court would be included in the Criminal Justice Plan for New Jersey. In many respects, the functions of the JPC vis-a-vis the courts would be similar to those of the State planning agency vis-a-vis the entire criminal justice system. Accordingly, based upon the recent amendments, the Judiciary intends to develop a planning process whereby the JPC would assist the Chief Justice and the Supreme Court in identifying the needs of the judicial system, prioritizing those needs, and then defining and developing programs to address those priorities, subsequently incorporating them into the annual Judicial Plan.

Evaluation

Because in recent years there has been a significant amount of change in criminal justice, the need for determining the impact of this change has received increasing attention. In addition to the evaluation efforts mentioned above for specific departments and agencies, the State Law Enforcement Planning Agency also received LEAA discretionary funding for the establishment of an Evaluation Team. The Team has conducted intensive evaluation of the following program areas: "Crime Specific-Rape", "Establishment of Public Housing Security Units", "Coordinated State and Countywide Police Legal Advisory Units", "Youth Service Bureaus", "Improvement of Police Services to Juveniles", "State Correctional Treatment of Special Offender Types" and "Local Correctional Institution Rehabilitative System Management and Service Delivery." The reports generated by the Team are being disseminated to criminal justice system agencies as well as to the public.

The need for planning and evaluation services continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State Agencies cited this as a need: Monmouth County, Middlesex County, Passaic County, Somerset County, Gloucester County, Cumberland County, Ocean County, Union County, Burlington County, Morris County, Trenton, the Administrative Office of the Courts, the Department

of Law and Public Safety and the Department of Corrections.

When individuals and agencies respond to these needs for services, a program may be implemented without sufficient planning and analysis to determine its most productive role in the juvenile justice system. The vastly fragmented and dissimilar collection of data makes it extremely difficult to gather useful data for planning purposes. Community-based facilities, family counseling, juvenile court intake, family court, youth service bureaus, volunteers in probation and the deinstitutionalization of juveniles within the correctional system are examples of some of the concepts which have been considered for implementation within the juvenile justice system. There is no doubt that all of them have validity for a certain segment of the juvenile population and/or serve particular functions. But a program should not begin without a sufficient understanding of its potential impact upon a particular point in the juvenile justice system.

There have been some efforts in New Jersey on both a local and State level to analyze the needs of the system and to respond more accurately to those needs. The Division of Youth and Family Services with a State Law Enforcement Planning Agency grant is pursuing a needs assessment of its population in residential care and is offering assistance to service providers to make their programs more suitable for that population. Several counties have begun to organize youth services coordinating councils which are looking at their juvenile populations as well as existing resources. The State Law Enforcement Planning Agency has completed its first stage of evaluation of police-juvenile and community youth services programs.

Through Juvenile Justice and Delinquency Prevention Act funds the State Law Enforcement Planning Agency was able to establish a program area to enable the county criminal justice planning units to add a juvenile justice planning staff person. Seven county units added such a staff person under the 1976 Plan. Under the 1977 Plan five additional counties and Newark and Jersey City were able to augment their planning capacities. There is growing sophistication in the field of juvenile justice planning and evaluation and with the probability of available funding sources diminishing, these tools will have to be utilized to make the best use of existing resources.

The above problems and needs are addressed in the Annual Action Program and were cited by the Administration Office of the Courts and the following local jurisdictions: Burlington County, Essex County, Middlesex County, Ocean County, Passaic County and Union County.

PLANNING AND EVALUATION—JUVENILE

As in the adult system, planning and evaluation are indispensable tools in the development of an effective and just juvenile justice system. Despite their obvious importance, not enough attention has been paid to either planning or evaluation in the design of programs at all levels of the juvenile justice system.

Planning and evaluation for the majority of projects is most often more effectively done at the local level.

Yet even where local criminal justice planning units do exist, the primary thrust of the planning effort has been on the adult criminal justice system. Throughout the criminal justice system, the problems of adults have obscured the equally urgent needs of dealing with the juvenile offender. There needs to be a special emphasis on planning for the juvenile justice system in counties and municipalities.

RESEARCH AND INFORMATION SYSTEMS

To make rational planning and program decisions, research and accurate information are required. Too often key personnel are required to make decisions which are based on inadequate information because data are not attainable with present resources or cannot be gathered in time to make informed decisions.

There is a need for the various system components to develop their own research units staffed by professionals and drawing on the advice and assistance of leading scholars and experts in relevant disciplines. Research programs in these agencies must be coordinated with each other and consolidated whenever feasible in order that comprehensive improvements can be made to the entire criminal justice system.

Unfortunately, efforts have been inadequate to date in New Jersey to provide these comprehensive system improvements. Uncoordinated data collection, retrieval and dissemination among the separate components of the criminal justice system continues to hamper effective and efficient operations, particularly at the management and planning levels. Lack of effective methods of communication and information sharing between jurisdictional levels particularly plague the courts and correctional systems.

The magnitude of the problem for information processing and research can be illustrated by reviewing some of the major activities of the criminal justice system in the State. According to the 1975 UCR Report there were 376,139 Part I offenses and 340,824 arrests were made for all offenses. The courts were asked to handle 541,876 new cases during the court year 1975-76 which were added to a backlog which has grown by 18% from the 1971-72 period. The average daily population in the 21 county jails was 3,880.5 in 1975 and the State prison complex had a population of 3,235 as of the end of 1975.

Comprehensive Data System

The New Jersey Criminal Justice Information System Master Plan has been developed to guide

the development of State-level information systems. The Master Plan also recommends that each county develop its own plan to insure the compatibility of information systems at the local level and mesh with State systems.

The State's centralized Uniform Crime Reporting Unit of the Comprehensive Data System is mandated by law to collect crime data related to specific offenses and arrests. A revised method of internal crime reporting is offered to reporting agencies to assure that crime data are complete and accurate. Through the discretionary grant program of the Law Enforcement Assistance Administration, New Jersey is modifying and extending the existing unit. There still is a need, however, to provide an expanded feedback capability within the Uniform Crime Reporting Unit to analyze crime trends and return the information to the reporting agency. A rapid statewide response system should be developed to make optimum use of existing law enforcement resources.

Formalized information systems are lacking or need major improvements in many prosecutors' offices within the State as cited by several county criminal justice planning units. In the large city assembly line criminal courts, even conviction rate information has been largely unavailable and/or unreliable. The State is now addressing this problem through its participation in the Law Enforcement Assistance Administration-funded Offender Based Transaction Statistics and Computerized Criminal Histories (OBTS/CCH) component of the Comprehensive Data System. The OBTS/CCH is the tracking system which follows the offender as he passes through the phases of the State's criminal justice system. Agency funding has also initiated a correctional information system which makes available population reports, including a 1982 population projection and reports of admissions, departures and parolees. In addition, Agency funds have provided for the development of county and statewide judicial management information systems to deal with the problem of generating reports and statistical information on cases being processed.

The Comprehensive Data System has been of sig-

nificant assistance in the development of this year's comprehensive Plan. A major contribution of the Data Analysis Center has been the preparation of crime trend analyses for the Index offenses. Technical assistance was also provided in completion of various portions of the problem analysis section of this Plan. Another major contribution of the CDS, through the OBTS/CCH, has been the system flow charts provided for the development of the section of this Plan entitled "Resources, Manpower, Organizational Capabilities, and Systems Available to Meet Crime Problems." It is anticipated that the CDS will become even more valuable in the development of future State comprehensive Plans when the system will be able to provide case flow information by county and activity years for comparison.

The State Law Enforcement Planning Agency has been a major resource in finding solutions to some of the problems listed above. In New Jersey, rapid and accurate response to requests for research and information has been an important factor in attempting to increase the effectiveness of the criminal justice system. Beginning in the early years of the Agency's existence and continuing to the present, steps have been taken with Agency funding to remedy inadequate manual methods of information gathering, storage, retrieval and dissemination for the various segments of the criminal justice system. For instance, systems analysis studies were funded to determine more efficient means of operating manual information systems.

In addition, through the provision of more than \$2 million in funding to the Department of Law and Public Safety, Division of Systems and Communica-

tions, a Statewide Communications and Information System has been developed and extended to all areas of the State, thus providing statewide access to every law enforcement agency. A total of 64 terminals process an average of 118,827 patrol inquiries per month resulting in over 3,000 positive responses (hits) concerning outstanding warrants, stolen vehicles, or other property. Additional terminals are needed to augment the existing regional and large department access into the system. The ability of this system to respond in seconds has and will continue to help protect the lives and safety of our police officers.

Although the efforts of SLEPA, LEAA and the Division of Systems and Communications have been very substantial over the past few years in establishing the CDS, much more remains to be accomplished. Information on recidivism will be developed in the near future; statistics on juvenile offenders are not part of the CDS; only the most serious charge is known via the OBTS-CCH system; only those fingerprinted can be put on the system—these are among some of the more serious gaps which need to be filled.

The problems and needs included in this section on Research and Information Systems were cited by the following State Agencies and local jurisdictions: Department of Law and Public Safety (Division of Systems and Communications, Division of State Police), Essex County, Union County, Passaic County, Morris County, Ocean County, Somerset County, Cumberland County, Middlesex County and Mercer County.

RESEARCH AND INFORMATION SYSTEMS—JUVENILE

The development of research topics and information systems, both critical to effective planning and evaluation, are ironically hampered to a certain extent by the very philosophy of the juvenile justice system. The confidentiality of the identity of the juvenile and the preservation of the privacy of the juvenile court proceeding have traditionally been hallmarks of this system. New Jersey statutes and Rules of Court have traditionally limited the circulation of court, probation and other law enforcement agency records as well as the release of information concerning a court proceeding. Recently, however, legislation has been initiated, as the result of recommendations made by a Supreme Court Task Force on Juvenile Justice, which will make these records more readily accessible to officials and will give more discretion to the juvenile judges to release names of adjudicated offenders.

Information Systems

An increased effort to obtain information on the

characteristics of juveniles in the system must be made. Without information on the ages, offenses, sex, geographical location of juveniles who commit status and delinquent offenses, no rational system of programming will evolve. This information can be, and has been to a limited extent, obtained with special care taken to observe safeguards related to its collection. The greatest problem in collecting data is that it is not centralized except at the points of arrest and court referral. Even at these two points the available information is limited.

The data collected at the arrest level provides the age, sex and race of alleged offenders but there is no way of identifying which of the arrested juveniles were referred to court even at the offense level. The statistics which are collected at the court level provide only information about numbers of juveniles heard by the juvenile court. No specific adjudication information is available so that if arrest data indicated 50 juveniles referred to court for homicide charges, there is no way of knowing which

of the group were adjudicated and the resulting dispositions.

The only way possible to gather the bulk of the relevant information is on an individual agency basis: to go directly to the records of the police department, the court clerk, the probation department, the detention and shelter care facilities. However, data is kept haphazardly and inconsistently and because of rules of confidentiality it is often difficult to obtain. Even if the data is readily available, the collection process is often tedious and laborious and above all, time consuming. In light of the time restrictions imposed on research projects, the delay in collecting the information can impair the extent and quality of that research.

Information on the impact that increased case-loads and other changes in the system have on its various components is also critical to effective planning. Efficient case management could result in a more cost effective juvenile justice system.

The Prosecutors Association has recommended the creation of a centralized information bank which would contain statistical data on juveniles processed by the court. The Association sees this information as being useful in promoting the proper and efficient disposition of juvenile causes as well as being helpful in analyzing the effectiveness of the juvenile justice system. Proper precautions will of course have to be taken to maintain confidentiality rights for juveniles in order to prevent a conflict with existing court rules.

The above problems and/or needs were cited by the following local jurisdictions: Hudson County, Middlesex County, Passaic County and Union County.

Research

Although some research has been done by the Division of Youth and Family Services on the characteristics of its juvenile population and its concomitant residential needs, the placement of court referred juveniles continues to be an area which could sustain substantial inquiry, especially in light of the large numbers of children who are placed out-of-state.

Because females, in the past, have been involved to a much lesser extent than males in the juvenile justice system, their particular problems have been overlooked. It is noteworthy that females commit only a small proportion of all offenses as compared to males except when it comes to running away. In 1974, 54% of all runaways were female. The State Training School for Girls was closed in September 1974 because its population had substantially de-

creased. Female juveniles are now committed with males to the Training School located at Jamesburg where programming has not been adequate for their needs. There has been substantial difficulty in uncovering specialized research and information to guide efforts to develop programs for the female juvenile delinquent population.

There has been a growing recognition that many juveniles who become involved in delinquent and JINS offenses also have serious learning problems. In one detention center, a sampling of 24 detainees who were 16 and 17 years old showed that five could not read at all and the remaining 19, the main reading level was fifth grade. The range for those youngsters was first to tenth grade with only five over the fifth grade level. The New Jersey Juvenile Justice and Delinquency Prevention Advisory Committee has identified this area as a priority for its study and at one of its meetings called together representatives of the education and juvenile justice systems to discuss the issues involved.

Other populations whose needs may require special attention include the incarcerated mentally retarded juvenile, the sex offender, arsonist and the violent child. The specialized needs of these juveniles are not met by the residential treatment programs or institutions which are currently available within the State. This has been identified as a problem by the Department of Education.

The Citizens Committee for Children of New Jersey is undertaking a comprehensive survey of juveniles in detention and shelter care facilities in Bergen, Burlington, Essex, Hudson, Monmouth and Union Counties. Supported through State Law Enforcement Planning Agency funds, the study will examine the characteristics of juveniles in these facilities noting age, sex, race, family income level and educational classifications. These characteristics will be looked at in light of several other variables including lengths of stays; difference between shelter and detention populations; readmissions and disposition after holding. The study will particularly focus on those juveniles who are waiting long periods of time in shelter and detention for long term residential facilities.

Probation Information

Nearly a third of the juveniles adjudicated by the court are placed under probation supervision, yet little information is available about the needs of this population. Passaic County has instituted a Probation Management Information System which will serve as a model in the collection of probation data. This problem was cited by the Administrative Office of the Courts.

MANPOWER DEVELOPMENT

Police Training

Basic Training

New Jersey is one of the few states in the country which requires basic training for police recruits in skills and knowledge necessary to perform police duties. Unfortunately, the basic training may take place up to 18 months after the recruit has already begun working as a police officer. There is a need for pre-appointment training as recommended by the Governor's Standards and Goals Advisory Committee.

Through the New Jersey Police Training Commission, 15 training academies provide up to 16 weeks of training in the technical aspects of police duties as well as in the dynamics of human behavior, social subcultures, inter-personal communication and community relations. To date, over 16,000 police recruits have received training in these academies. Some of the SLEPA supported police training efforts have included police command seminars, supervision of police seminars, Operation Combine, legal workshops, labor management relations workshops, investigative training and organized crime seminars.

There is a continuing need, however, to revise the curriculum to ensure the adequacy of its length, content and presentation. The Police Training Commission is utilizing State Law Enforcement Planning Agency funding to accomplish this goal.

In-Service Training

The State has not enacted legislation to provide appropriate in-service training for the veteran police officer and in many areas this training is either non-existent or inadequate. A survey conducted by the Police Training Commission showed that out of 24 police departments in Burlington County, only five indicated that departmental in-service training is conducted on a regular basis. Consequently, many of the officers are not familiar with the latest equipment, innovations in the field of law enforcement and changes in law and procedure.

Federal funds have been used, however, to support in-service training programs in various locations throughout the State. SLEPA funds have also supported the Instructor Training and In-Service Development program of the New Jersey Division of State Police. The State Law Enforcement Planning Agency has supported in-service training efforts covering such course areas as: criminal law; ethics; field reporting; community relations crime prevention; arrest, search and seizure; investigative procedures; court presentations; crisis intervention and unusual events training (riots, floods, hostage and rescue situations, snipers). Approximately 2,000 officers

have received more than 85,000 hours of in-service training through Agency funding. However, there remains a need to expand and improve the training opportunities offered. As the demand for police roles in fundamental patrol operations and calls for service increases, the need for additional training increases as well.

The need for in-service training for police officers continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State agencies cited this as a need: Atlantic County, Burlington County, Camden County, Cumberland County, Gloucester County, Middlesex County, Monmouth County, Ocean County, Somerset County, Union County, Jersey City, Trenton and the Department of Law and Public Safety.

Court Personnel

Education and training should serve to advance the administration of justice and to stimulate and effect substantial improvements in the court system. Initial efforts in the realm of judicial education have confirmed that there exists a great need to continue the training of New Jersey's judicial and court support personnel. Furthermore, it has become apparent that this need will be best met through the implementation of a consolidated training effort, administered by a centralized Judicial Training Coordinator located in the Administrative Office of the Courts. Prior to the training coordinator's existence, education programs came into operation through happenstance, without significant systemization and planning. The coordinator has enhanced the planning capability in the educational process and the concern for short and long term planning has served to avoid duplication of effort and expenditures. The long range training plan emphasizes effective administrative techniques, changes in procedural and substantive law and specialized areas such as juvenile adjudication, pre-and post-trial dispositional alternatives and constitutional limitations.

Programs designed to improve professional competence and strengthen the judicial system must include advanced and specialized training as well as courses suited to the needs of the newly appointed judge. With respect to continuing judicial education, reference is made to the American Bar Association's "Standards Relating to Court Organization," ABA Standard 1.25 which reads as follows:

Continuing Judicial Education. Judges should maintain and improve their professional competence by regular continuing professional education. Court systems should operate or support judges' participation in training and education, including programs of

orientation for new judges and refresher education in developments in the law and in technique in judicial and administrative functions for experienced judges. Where it will result in greater convenience or economy, such programs should be operated jointly by several court systems, or regionally or nationally. Provision should be made to give judges the opportunity to pursue advanced legal education and research.

Newly appointed judges need orientation to their role, which is novel even for lawyers with long experience as advocates. They also need training in the administrative and other responsibilities of judicial office, which are quite unlike the ordinary professional experience of lawyers. At the same time, experienced judges need refresher courses; the rate of legal change has become so rapid that few can stay abreast simply on the strength of their own efforts. Experienced judges also need training in new techniques in court administration and performance of judicial duties, thereby sharing advances and simplifications in these functions.

With respect to supporting personnel, *ABA Standard 1.44* provides:

Continuing Education for Court Staff. All staff members of the court system should maintain and improve their professional competence by regular, continuing education. Court systems should operate or support programs of orientation for new court staff and refresher and developmental programs for experienced staff. Where greater convenience and economy can be achieved, such programs should be operated jointly by several court systems, or regionally or nationally.

The need for comprehensive and continued training of new and veteran staff personnel is often overlooked, but the facts that staff officials serve as the immediate representatives of judges in positions of administrative responsibility. With this in mind, the necessity for their proper orientation and ongoing development is a reality which cannot be ignored.

Special emphasis has been placed on the critical need for judicial training through the development in 1971 and the expansion in following years of a consolidated training program undertaken by the Administrative Office of the Courts with the assistance of Agency funds. Personnel from the Administrative Office of the Courts have utilized the training programs offered by the Institute for Juvenile Justice and the National College for State Judiciary to help train court professionals and supporting judiciary personnel. Orientation programs for newly appointed municipal court judges as well as the establishment of the Office of Judicial Education are examples of efforts made possible through the State Law Enforcement Planning Agency. In addition to the judiciary, courses have been made available to probation officers, court administrators, court reporters, interpreters and court clerks.

The need for specialized training of court profes-

sionals and supporting judicial personnel continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. Passaic County and the Administrative Office of the Courts have cited this as a need.

Training for Local Corrections

Although the State Law Enforcement Planning Agency has developed a program for the provision of basic as well as advanced training for local correctional personnel, there remains a problem of fulfilling the need for a wide range of standardized, ongoing training at the local level. Professional training is essential for efficient operation of the jails, including management of the inmates and programs within them. Sheriffs' officers must also deal with the inmate hostility and tension which accompanies crowding and sub-standard conditions in the correctional institutions. In Morris County, for example, the maximum jail capacity is 123 inmates, which includes both persons sentenced and those awaiting judicial processing. The daily population is well over 100, with ten to twelve more inmates being added each weekend to serve weekend sentences for minor violations. This situation precipitates strained relations between inmates and security officers, making the need for professional correctional training all the more urgent.

This problem has been a high priority of the State Law Enforcement Planning Agency and has been addressed through a program which provided funds for the creation of the Correction Officer Training School under the aegis of the Department of Corrections. On July 1, 1974, the State assumed the cost of training State correctional personnel. To facilitate training for local corrections staff, the Training School program was decentralized in 1975 to provide classes at two regional training sites in Essex County and Glassboro as well as the central academy in Trenton. In addition to course offerings, emphasis was placed on developing the capability of local institutions to provide improved in-house staff training. This was accomplished through specialized training for the training officers and the provision of audio-visual equipment and instructional materials to local institutions.

During Fiscal Year 1976, a total of 126 county correction officers participated in seven basic training cycles, consisting of 120 hours of training. One week of advanced training was given to 18 county correction officers and 31 county administrative personnel participated in five specialized training courses.

The need for provision of professional training and education to local correction officers continues to be a priority of the State Law Enforcement Planning Agency and is being addressed through funds remaining under previous years' plans. The following

local jurisdictions cited this as a need: Camden and Morris Counties.

Education Programs

In order to function most effectively, criminal justice personnel should have a broad background in vocational skills as well as knowledge of the humanities, communications skills and other college level disciplines. It is desirable for college educated professionals to fill a variety of important positions in the criminal justice system.

Although their duties may differ, personnel in all parts of the criminal justice system (police, courts, prosecution and corrections) must attain high levels of excellence in the performance of their respective activities. Because personnel in the criminal justice system can have such a tremendous impact on the lives of other people, it is essential that they receive education of the best quality. College level courses, seminars, institutes and conferences can improve one's understanding of his role in the criminal justice system. It is almost universally agreed that academic courses in the humanities can improve one's understanding of others, and nowhere is this more critical than in the interpersonal relationships and interactions between criminal justice personnel and the citizenry they serve.

State Law Enforcement Planning Agency funding assistance in this area was initiated in the 1971 Plan. Projects to support degree programs at Paterson State, Trenton State, Glassboro State and Stockton State Colleges were among the first funded. These projects represented a five year commitment which the State Law Enforcement Planning Agency has met. This area continues to be of importance to the criminal justice system and should be maintained by the colleges. Emphasis has also been given to supporting regionalized or statewide training activities, focused on areas of operations that require current knowledge and job-related skills. In recent Plans, funds were provided for criminal justice agencies or institutions of higher education to develop and implement in-service professional development programs, seminars, workshops or courses for criminal justice personnel. Limited funds were available to permit attendance at special LEAA operated seminars, institutes, workshops and projects where LEAA specifically requested state planning agencies to make funds available for interest groups to attend an activity. In addition, funds were allocated for the New Jersey Police Training Commission to improve the quality of basic training for law enforcement personnel in the State.

Police — In-Service

Basic police training and general police experience do not develop the levels of expertise which are required to investigate successfully sophisticated

criminal activities, organized criminal conspiracies, and covert narcotics transactions. The demand for training continues beyond current capacity. More sessions as well as additional types of course offerings are needed to meet this demand.

The critical crime problem throughout the State continues to grow and clearly dictates a need for a continually updated investigative program to give law enforcement at municipal, county and state levels the capability to cope with the ever-increasing trend in sophisticated, organized criminal activity. In this area, the New Jersey State Police organized crime and narcotics training programs continue to be a primary source of training for law enforcement officers throughout the State. These training programs include the Criminal Investigation Training Program, the Organized Crime Seminar, the Basic Narcotic Investigators School and the Advanced Narcotic Course. To date, 9,162 police officers have been trained in these courses of which 5,792 were municipal police. Of this total, over 2,500 detectives received training in organized crime and narcotics investigation. These classes have been well received by the personnel involved as well as their supervisors. As a result of one Organized Crime Seminar information was developed on a stock fraud scheme in which the Securities Exchange Commission took action. This one action alone has recouped, through civil litigation, \$150,000 into the federal treasury.

The crime statistics reported both nationally and in New Jersey over the past several years have indicated an increase in sex crimes and especially rape, an area of significant concern. Police not only have the task of solving these crimes, but also that of reducing the trauma of the victim. Many crimes in this area fail to result in convictions because the victim either fails to report the crime or is reluctant to testify against the accused once he is apprehended and also because investigations are sometimes mishandled. A multi-discipline education with a strong psychological foundation is required for the investigator and analyst working in this area.

It is reasonable to assume that if some of the mishandled cases were investigated properly more arrests and convictions would result. Also, when the case is handled properly it is less traumatic for the victim and the psychological damage that results from these types of offenses can be reduced. Therefore, a trained cadre of police and analysts operating throughout the State would result not only in a reduction of the psychological trauma to sex crime victims but also in the number of persons victimized.

The formal training offered thus far by the State Law Enforcement Planning Agency funded Sex Crimes Analysis and Investigation Training Program has been extremely well received. The Sex Crime Analysis training is mandatory for Agency funded sex crime analysis units and thus far over 50 police officers have received this training. Feedback from

agencies which have participated shows that the expertise acquired as a result of attendance is adding to the degree of efficiency in sex crime investigations and significantly reducing trauma associated with victims of sexual assaults. This type of response is a clear indication of the necessity for continued training in sex crime analysis and investigation.

Several rape cases have been cleared by arrest as a direct result of the exchange of *modus operandi* information that took place in the classroom. Since graduation many students have been in contact with the various experts utilized in the instruction for further information to assist them with difficult investigations and in the development of analysis units. Another result of the program has been that a number of former students have set up mini-training programs of their own at local and county levels. This has resulted in the information reaching a much greater number of officers than was originally projected.

The Sex Crime Investigation and Analysis Training Program classes have more pending applications than vacancies. This trend toward over-subscription is expected to continue for the next year and then begin to level off as the need for this specialized training is filled.

The State Law Enforcement Planning Agency has also funded training seminars for police chiefs for improved management capabilities as well as training in narcotics and organized crime investigations for police officers. There is a need for additional management expertise in police departments through additional training seminars in order to facilitate modern administrative techniques. One possible way of providing this training would be for police agencies to hire a management expert who could provide counseling in improving the management of police departments. This person could also train various police personnel from multi-police departments who could then return and train others in their departments.

Economic crime and official corruption have also become areas of major concern to the citizens and criminal justice personnel of the State of New Jersey. The public demands that corrupt officials, people engaged in welfare and Medicaid frauds as well as the controllers of illegitimate business enterprises and other "white-collar" criminals be brought to justice. This has placed a heavy burden on law enforcement personnel who are still, to a large extent, untrained in the techniques and tactics necessary to investigate and prosecute these types of crimes effectively.

Prosecution

At the present time, there are approximately 450 attorneys involved in the prosecution of the criminal business of the State. This number includes county prosecutors and assistant prosecutors as well as

deputy attorneys general in the Division of Criminal Justice. As the Office of the County Prosecutor in the various counties has grown, and will continue to grow, from part-time professional staffing to full-time professional staffing, there has been a large turn-over (in excess of 25%) of assistant prosecutors. Although approximately 450 attorneys have attended the prosecutors training courses conducted in the past four years, this high turn-over rate will probably continue for the foreseeable future and thereby necessitate continued large scale training for beginners.

The need for educational and professional development for criminal justice personnel continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State Agencies cited this as a need: Essex County, Gloucester County, Cumberland County, Atlantic City/County, Union County and the Department of Law and Public Safety.

Criminal Justice Personnel Recruitment

The improvement and expansion of recruitment practices are of fundamental importance to the criminal justice system. It is the quality of recruits that determines the quality of criminal justice services over a period of time. A more systematic and integrated recruitment effort, including improved incentives, is required for those components of the system which have pressing personnel needs.

Recruitment Standards

There are other existing recruitment difficulties in New Jersey's criminal justice system caused, in part, by the large number of small police departments. Even though many of the factors causing recruitment problems are beyond the control of agencies like the State Law Enforcement Planning Agency, they still represent serious impediments in hiring qualified personnel into police work. Police recruitment is subject to statutory requirements concerning age, citizenship, residency and freedom from conviction on any indictable offense or offense involving moral turpitude. Low salaries also inhibit the recruitment of many qualified persons. Some of these standards may hamper recruiting efforts by disqualifying possible worthy candidates. Although valid personnel standards are needed throughout the criminal justice system, the most immediate and critical problems in this area are with regard to the police.

Civil Service, which sets standards regarding education levels, height, weight, vision and medical qualifications, has attempted to ease requirements to facilitate recruitment of qualified police personnel. At present, candidates in Civil Service municipalities must possess a high school diploma or a high school

equivalency certificate. A municipality, however, may obtain a waiver allowing candidates with a minimum of tenth grade education to apply for the entrance examination. The entrance examination includes a written test geared to high school graduates, a physical performance test and a qualifying medical examination. To be more certain that local police officers possess the qualities necessary for police work, it is essential that valid standards relating to education, mental, moral and physical fitness be examined.

As a specific example, the New Jersey Department of Civil Service has visual and auditory standards for Police Officers. The minimum standards are based on judgments of police consultants and Civil Service examiners. However, the level of visual and auditory ability required for adequate job performance has not been empirically established. This makes it difficult to justify current standards when they are challenged by rejected applicants. These types of problems need to be examined in the future and more scientific testing methods established to insure fairness in judging applicants for police work.

Minority Recruitment

The administration of criminal justice should not only be fair, but the public being served should perceive it as being fair. Expansion of minority participation in the system will advance this goal. An active minority recruitment program is one means of responding to this need. The State has attacked this problem by starting "walk-in" testing for police officer and corrections officer positions with the assistance of Agency funding.

For years, the New Jersey Department of Civil Service administered a Police Officer Performance Test consisting of various exercises (e.g. pushups, situps, etc.) which obviously were not actual samples of police officer activities. As part of its overall effort to increase the job relatedness of all its tests, the Department developed and implemented a "work-sample" physical performance test for police officers in 1974. In addition, the minimum height and weight requirements, which were considered by many to be artificial employment barriers, were abolished. Despite its efforts to develop a more job related physical performance test, the Department is still experiencing problems informing minorities and women of these efforts and encouraging them to take the test.

There are a substantial number of people in the State who do not speak or understand English. Many of these foreign speaking people come to New Jersey to find jobs and make new lives. When these people have an encounter with the criminal justice system, whether as an offender, a victim, a witness, or a person in need of assistance, their situation is often frustrating, because they are unable to communicate in English. If there were more multi-lingual personnel

attracted to the criminal justice system, this situation would be less likely to occur.

Testing

The individual oral examination is currently one of the criteria used to select criminal justice personnel. Because of the subjectivity inherent in this technique, measurement error necessarily exists. Further, it is clear that such a technique explores only a few of the critical administrative knowledges, skills, and abilities required by the jobs. Real work samples cannot be and are not evaluated. In summary, the oral examination simply does not measure numerous critical facets of the job.

While extensive studies have not been made on the current selection procedure, some court decisions have negated Civil Service test results because of the "unreliability" of the oral examining procedure. Further, it is obvious that a selection technique which is subjective and which measures a very limited percentage of the qualities of the applicant cannot hope to produce validities comparable to those gained through a selection process which measures a large percentage of the applicant's qualities (i.e. the assessment center method). An assessment center is a method, not a place. It involves multiple evaluation techniques, including various forms of job-related simulations, and may sometimes include interviews and psychological tests. Common job simulations include management games, group discussions, simulations of interviews with subordinates or clients, fact-finding exercises, oral presentation exercises and written-communications exercises. The exercises are selected to bring out behavior related to the dimensions identified by research as important to job success in the target-level positions for which the participants are being considered.

The assessment center method, while by no means a perfect predictor, appears to produce validities above those normally associated with tests or panel interviews. In addition, one study in this area, the Huch Study for Michigan Bell Telephone, concluded that an assessment center method is equally valid for all applicant groups, including minorities and women. And finally, the assessment center method provides for feedback on performance for candidates, thus making it an effective staff development tool.

There is also a problem of duplication of effort on the part of Civil Service municipalities in conducting background investigations and psychological examinations of eligible candidates for police positions. Often one person will be on eligible rosters for more than one police department. Because a single agency does not conduct these two screening steps, a candidate undergoes several background investigations and psychological examinations. This is, of course, a waste of municipal resources.

The Department of Civil Service develops and implements basic policy in the area of personnel administration. With SLEPA funding since 1972, the Department has developed walk-in examinations for State and county correction officers and has instituted a new physical performance test for police officer candidates. Other important developments in the recruitment process have included a reduction in the time period between application and issuance of eligible rosters and the designing of more job-related examinations. Additionally, efforts have been made to attract qualified female and minority candi-

dates for criminal justice positions consistent with affirmative action plans. The Department considers the increase in minority and female representation in the recruitment and selection system as an ongoing responsibility.

The need for the recruitment, selection and upgrading of criminal justice personnel is one that is ongoing and continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The Department of Civil Service has cited this as a need.

MANPOWER DEVELOPMENT — JUVENILE

Generally, personnel who are involved in working within the juvenile justice system—from the police officer who takes a child into custody to the line officer who supervises the child in a residential facility—do not receive adequate training to enable them to cope effectively with the particular problems of juveniles. In many instances the person who is drawn to a position within the juvenile justice system may not be prepared to handle the responsibilities of the job. Better qualified individuals, because of minimal educational requirements and low salaries, are not attracted to those same positions.

Training and Selection

Although there is some initial training in juvenile justice which occurs at the time someone enters a position within the juvenile justice system, ongoing education is sporadic. An occasional conference may be held but there is no regular education program for police officers, attorneys or child care workers or administrators in institutions or residential facilities. Judges may attend general conferences throughout the year which include some presentation of Juvenile and Domestic Relations Court matters. Probation officers have access to several training courses available through the Administrative Office of the Courts.

Police officers have first contact with juveniles and are clothed with a great deal of discretionary authority. The great percentage of juveniles are not handled initially by a juvenile officer (the number of juvenile officers is far too low in comparison with the number of juvenile arrests), but by patrol officers who may have had only the minimum six hours of basic training in handling juveniles. It is not hard to react inappropriately to typical adolescent behavior or to exacerbate an already emotionally charged situation if one does not have any understanding of the behavior involved and no training in how to handle it. For this reason, the State Police Academy with support from the State Law Enforcement Planning Agency has begun a series of training sessions for local police officers who handle juveniles.

Generally, attorneys who are primarily from the Office of the Public Defender and prosecutors in the juvenile court are new lawyers who use their experience in juvenile court to move into trial work in the adult criminal justice system. In most counties the full-time people are supplemented by rotating public defenders and prosecutors or in the case of the public defender, pool attorneys who are engaged in private practice. Considering the unique philosophical attributes of the juvenile justice system, some specialized training should be required. Seton Hall Law School has implemented such a training program for students interested in pursuing prosecution or defense work in the juvenile court. It is hoped that the curriculum model developed through the aid of the State Law Enforcement Planning Agency funds will be used by prosecutor and public defender offices. The Governor's Adult and Juvenile Justice Advisory Committee has recommended that both the prosecutors' and public defenders' offices have at least one attorney who handles juvenile matters full-time. The Prosecutors' Association also made this recommendation as part of an overall analysis of the juvenile justice system presented in May of 1977.

Judges who sit on matters affecting juveniles charged with delinquent and status offenses should possess specialized backgrounds to enable them to make effective decisions on appropriate dispositions for adjudicated juveniles. They should continue to receive formalized training such as is given by the National College program in order to increase their exposure to the kinds of programs available for juveniles and to theories about the research being conducted on the juvenile justice system population.

Line officers in detention centers, residential treatment facilities and juvenile correctional institutions need only a minimum education to be eligible for their positions. Salaries are low and turnover is high. The responsibilities entrusted to a person in these roles are immense. A supervisor has constant contact with juveniles and is the first one exposed to a crisis situation. It is unreasonable to expect individuals to cope effectively and humanely in these situations without proper training and education. It is

also unfair to expect individuals to remain in such a position if they do receive proper training and assume a large amount of responsibility but are still paid low salaries.

Other individuals who work within the juvenile justice system such as intake officers, probation and parole officers, teachers and other professionals in residential facilities and juvenile conference committee members and other volunteer personnel need to receive continuing education on the special needs of the juveniles with whom they work.

At the same time there should be an upgrading of the selection criteria for individuals employed in the juvenile justice system, particularly those who work in juvenile facilities. Civil Service requirements and salary ranges should be revised to attract more qualified individuals. The juvenile justice system has little chance of becoming responsive and just if the

individuals responsible for its functioning do not receive additional on-the-job training, supervision and adequate salaries.

Grants from the State Law Enforcement Planning Agency have expanded the availability of training programs, particularly for detention and shelter care workers, police officers, residential facility personnel and the judiciary. But these training sessions have just begun to meet the enormous needs of the system.

The above problems and needs were cited by the Administrative Office of the Courts, the Department of Education, Department of the Public Advocate, Department of Law and Public Safety, Department of Human Services and the following local jurisdictions: Atlantic County, Camden County, Cumberland County, Essex County and Morris County.

PREVENTION — JUVENILE

Although the concept of prevention could be applied across the juvenile justice system indicating the attempt to forestall further involvement at any point, for purposes of this section it will be limited to efforts geared to avoiding initial contact with the police. From the point a juvenile is taken into custody efforts to prevent further involvement will be discussed under Diversion. Adult prevention problem analysis can be found in the Adult Detection, Deterrence and Apprehension Section.

The prevention of a youth's introduction into the juvenile justice system is probably tied to effective parenting, a strong network of community services and a responsive school system. Different communities have increasingly recognized the importance of one or more of these factors and they have become the bases for innovative projects. Such activities include special parent effectiveness training sessions for parents of juveniles referred to court, youth service bureaus and alternative school programs.

Community Support

It is not uncommon to find among youth who are taken into custody by the police that many come from disorganized home situations, perhaps with only one parent or where adults other than parents provide supervision and guidance. When the family cannot provide such adequate supervision and guidance, services within the community should be able to fill the gap. It is when both the family and the community fail that the court must intervene to make provision for the resocialization of the child. Often the problem is not that community services are unavailable or inaccessible. It may be that the family is not aware of the existing services or does not, for some other reason, seek them out.

It is evident, however, that most communities need to coordinate and/or build up the services available within them to serve both the youth and his or her family. Juvenile crime is rising faster than adult crime in both violent and non-violent offenses. Over the five year period between 1971 and 1975 juvenile arrests increased 52% and 49% in each category as opposed to 21% and 44% for adults. Community leaders in many municipalities in New Jersey have become aware of problems among their youth manifested through drug and alcohol abuse, running away and a sharp increase in acts of vandalism.

As part of an evaluation study of the Improvement of Police Services to Juveniles Program during December 1, 1975—August 31, 1976, undertaken by the State Law Enforcement Planning Agency, statistics gathered during that period showed that of those juveniles who were taken into custody and referred to a counselor for intake, 39% came from homes where either there was only one parent, a relative or guardian or foster parents. In a similar study done of the Community Youth Service Programs, covering January 1, 1976 to July 31, 1976, of the juveniles referred to youth service bureaus in 28 communities from the juvenile justice system, 48% were in this type of family situation. In 40% to 50% of both populations, conflicts with family members and family dysfunction were noted by social workers as being the juveniles' most significant problems.

The potential for modifying conditions which can contribute to delinquent behavior is greatest when addressed as early as possible and prior to any justice system involvement. Communities' social environments can play an important part in motivating law-abiding behavior. At the same time, a non-supportive environment can encourage the growth of delinquent behavior. There should be, within a

community, a network of service providers equally accessible to all juveniles and their families. Services would include individual and family counseling, vocational skills training and job placement, educational supports such as GED programs and tutorial services, health and legal services.

Since it is inconsistent with rights of privacy and liberty, there is no way to compel a family to seek help for its problems or to persuade a family that the reason for the erratic behavior of the child may lie in the family's own inability to function properly. Even if the realization is there, families are more likely to try to "work it out themselves" or send the child only to some service rather than subject themselves to possible ridicule or stigma by going for psychological or other forms of counseling.

Therefore, it is most critical to have not only a network of appropriate services available but a broad education and public relations program encouraging families to take advantage of the services offered. It is vital, of course, that the costs of such services be geared to the ability of families to pay for them. Such a network of services could span the needs of juveniles and their families at every point in the juvenile justice system as well as on a purely prevention basis.

The critical nature of the need for coordinated and accessible community services for juveniles and their families prompted the State Law Enforcement Planning Agency to become involved in providing funds for this effort in 1970. There are now more than 30 projects serving over 7,000 juveniles yearly throughout the State, although they are primarily clustered in the northern region, serving the highly urban and densely populated areas.

The Community Youth Services Program area was originally two separate areas but has merged into a unified funding commitment to support innovative projects which expand and coordinate services within communities. The projects provide direct and referral services for youth and in many cases, their families. The projects generally provide the services free of charge and offer anything from tutoring and vocational counseling to family, group and individual therapy. Referrals are made for various services including recreation, medical and legal assistance. Beyond the direct and indirect services, these "youth service bureaus" also, to a limited extent, effect coordination of existing services and have helped initiate new projects to fill needs of the population they service.

A total of 21 youth service bureaus have been funded by the State Law Enforcement Planning Agency. This includes two countywide bureaus, Union County and Atlantic County, and four regional bureaus. One regional bureau serves Livingston, Glen Ridge, Montclair and Verona; a second serves Union City, West New York, Weehawken, Hoboken, North Bergen, Kearny, Secaucus and Bayonne; a

third serves Keyport, Hazlet, Matawan Township, Matawan Borough and Union Beach; and a fourth, Essex Fells, Fairfield, Roseland and Caldwell. Other community service projects include Newark's "North Ward Educational and Cultural Center" which provides therapeutic, educational and social services and Perth Amboy's Community Juvenile Delinquency Prevention Center sponsored by the Puerto Rican Association for Human Development.

This area is also responsive to the recommendations of the Governor's Adult and Juvenile Justice Advisory Committee for community involvement in delinquency prevention through the development of youth service bureaus. These include the prevention of delinquency, diversion of juveniles from the justice system; provision of a wide range of services to youth through advocacy and brokerage, offering crisis intervention as needed; modification of the system through program coordination development and advocacy; youth development; and community involvement to include training of community residents in the recognition and handling of youth problems. Other standards include agency capability to determine the problems and needs of each youth referred to the bureau in order to develop with the youth and his parents a treatment plan for meeting the needs identified.

The need to have a unified system of services for juveniles who are on the periphery of the justice system has been recognized through the funding of projects in this area. The network which has been created, however, is still a fragmented one.

The above problems and needs are addressed in the Annual Action Program and were cited by the following local jurisdictions: Atlantic County, Camden City/County, Cumberland County, East Orange, Gloucester County, Hudson County, Mercer County, Middlesex County, Monmouth County, Newark, Passaic County, Trenton and Union County.

School System

A responsive school system, one geared to absorb and deal effectively with children whose behavior and/or academic achievement varies considerably from that of the majority of the school population, is also a prime preventive force in keeping juveniles from becoming involved in delinquent and pre-delinquent behavior. There is substantial interest in the relationship between school failure and delinquency which has been generated particularly among members of the juvenile court judiciary. On the national level, Congressional legislation was introduced in the spring of 1977 to hold a national conference on learning disabilities and juvenile delinquency.

The recent program evaluation by the State Law Enforcement Planning Agency, mentioned previously, showed that of the total number of juveniles referred to counseling intake by the police over 50%

had a history of school related difficulties. This was also true of the population referred to the youth services projects by some component of the juvenile justice system. The New Jersey Department of Education reports that over 50% of the delinquent population have some learning disability.

Many school systems in New Jersey have few alternatives but suspension or expulsion to offer those students failing in the traditional school setting. Either because of lack of resources or administrative control, many schools lack alternative education models that could be used to retain as many students as possible within the school framework. It is clear that alternatives other than expulsion, suspension or referral to the criminal justice system are needed to handle the disruptive and truant students. The school system should reach out to services within the community and tie into them to help provide the resources to keep juveniles in the school system.

The Governor's Adult and Juvenile Justice Advisory Committee recommends several standards applicable to the schools' responsibilities in providing effective education for all children, including those who are pre-delinquent, disruptive and/or truant. Those standards specifically state:

Standard—Schools should recognize that they have a responsibility to provide all children, regardless of socio-economic status, cultural background or geographic location, the educational opportunity which will prepare them to function politically, economically and socially in society. Local school districts should accept the responsibility for ensuring that all pupils are provided with effective educational agencies. In particular, schools have a responsibility to develop educational experiences and supportive services for the pre-delinquent, disruptive and/or truant student.

Standard—Schools have the responsibility to develop mechanisms to provide education for all

types of students and should actively encourage the retention of all pupils, especially those who desire to withdraw from the school system.

Discussions among school administrators and State Law Enforcement Planning Agency staff have also pointed to the paucity of alternatives for school principals to utilize in the handling of disruptive or truant students and those who engage in vandalism. The complaint to the police departments or suspension and expulsion seem to be the traditional mechanisms used. Congress, through the passage of the Juvenile Justice and Delinquency Prevention Act, recognized the increasing problems within schools and the direct impact that these have on the criminal justice system.

The development of new and innovative programs within school systems has been recognized as a high priority by the State Law Enforcement Planning Agency and is supported with funds made available through the Juvenile Justice and Delinquency Prevention Act. Six projects were started with these funds when they were first made available to New Jersey in 1975. Projects ranged from in-school programs with special emphasis on counseling and supportive services to an alternative school with various approaches to learning and cultural experiences. Under the 1976 Plan the six projects were continued. It was anticipated that one new project would be initiated with funds from the 1977 award and that six projects would also be continued. It is the intention of the State Law Enforcement Planning Agency to develop innovative model projects which can be replicated in other school districts.

The above problems and needs are addressed in the Annual Action Program and were cited by the Department of Education and the following local jurisdictions: Atlantic County, East Orange, Middlesex County, Monmouth County, Morris County and Plainfield.

B. DETECTION, DETERRENCE AND APPREHENSION

Police Patrol Effectiveness

During the fiscal crisis of the past several years, layoffs of police officers have brought to the forefront the problem of how to make the best use of existing manpower. Coupled with a drastically increasing police department workload and rising crime and urbanization rates, the need for efficient allocation of resources to satisfy increasing demands for police services has become crucial. Patrol time must be extended in spite of limited manpower, and

methods must be devised to determine where the patrol time will be best spent.

The urban areas of the State have a demonstrated need for a crime analysis capability to aid in manpower allocation. In the smaller police departments this can be accomplished manually, while some of the larger departments can analyze crime occurrence more efficiently with the aid of computers. State Police statistics indicate that in 1975 there were approximately 17,000 municipal police officers in New Jersey, with 31 local police departments hav-

ing a larger than 100 uniformed member force.

The examination of crime patterns and trends permits the deployment (both prepositioning and repositioning) of patrols according to projected need and also indicates the desirability of forming specialized tactical units to concentrate on specific crimes and/or specific geographic areas. Some of the factors that need to be studied are crime types, modes of operation, time and location of occurrence, target/suspect/victim characteristics and physical evidence at the scene. An added benefit of computer capability is direct access into the computerized State-wide Communications and Information System (SCIS), which provides rapid response to police inquiries in such areas as wanted persons and stolen vehicles and firearms.

The State Law Enforcement Planning Agency has addressed the problem of optimizing existing police resources through the development of a number of projects. Funds have made possible the civilianization of clerical and dispatching tasks, thus freeing sworn personnel for street duty. Many communities have received funding to purchase field dictating and telephone recording equipment. The field dictating equipment also releases the patrol officer from desk duties, while the telephone recording equipment is used to play back calls to make sure patrols are sent to the right locations.

In addition, the Agency has made funding available for demonstration projects for the creation of special tactical enforcement units which are deployed according to computerized projections of crime occurrence prepared by crime analysts. Resulting benefits are police presence when and where needed, more rapid response to calls for assistance, increased opportunity for apprehension and conviction and increased public confidence in police services.

The need for increasing police patrol effectiveness continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions cited this as a need: Atlantic County, Camden County, Gloucester County, Monmouth County, Newark, Paterson, Plainfield, Trenton and Union City.

Specific Crime Problems — Rape & Robbery

The crime of rape is the fastest growing reported crime in America, is the most under reported and has the lowest proportion of cases closed by virtue of arrest and conviction. Rape is also one of the most feared crimes because of the physical danger and resulting psychological damage.

According to the New Jersey Uniform Crime Reports, the volume of reported forcible rape offenses increased 40% from 1971 through 1976. The number of rapes reported represent only a small fraction of

the actual number of rapes believed to be occurring. Rape represented the greatest percentage increase in 1972 among the crimes of violence.

Under previous Plans, the State Law Enforcement Planning Agency used a three-pronged approach to the problem of rape, aimed at increasing the rate of reporting, improving services to the victim and increasing the conviction rate through improved investigation and prosecution techniques. The philosophy behind establishment of a county-wide sex crime analysis unit within the prosecutor's office was one of offering a highly specialized service to all municipalities within the county that would be impractical to implement at the local police department level. Local departments do not have the time or resources to maintain an intelligence bank, provide victim services and conduct investigations at the sophisticated level demanded by the occurrence of such a crime as rape.

Program efforts were focused on the prosecutorial aspects of the rape case and the development of guidelines for police training, education of the public in ways of reducing vulnerability to sexual assault, publicizing the existence of a specialized unit, maintaining an accurate modus operandi file, providing victim services to include medical, psychological and legal services and conducting a thorough investigation of the crime to include the proper handling of evidence.

The evaluation report prepared by the State Law Enforcement Planning Agency Evaluation Unit indicates that good cooperation exists between local police departments and the rape units established with federal funds. For example, quick notification to rape unit personnel by local police is clearly an essential prerequisite to the provision of proper victim services. Evaluation data indicate, that in an overwhelming majority of rape cases the local police are the source of initial contact for all three rape units funded. The next phase of evaluation should include case tracking to provide conviction rate data.

Beginning with the 1977 Plan, the target crime emphasis has shifted to the crime of robbery, which has been given priority by New Jersey criminal justice personnel. The State has experienced a 7.7% increase in the number of reported robberies in a two year span, 1973 to 1975. Nearly one-third of the 16,273 robberies involved the use of a gun and well over one-half of them involved some sort of dangerous weapon. Almost 60% of all robberies occurred in the six New Jersey cities of over 100,000 population, which contain only 15% of the State's inhabitants. The property loss due to robbery amounted to 6.5 million dollars in 1975.

It is impossible to measure the impact of robbery by only analyzing the numbers of crimes and property loss figures cited above. The fear and anxiety of being a robbery victim are intangibles which are very difficult to measure. Robberies occur on the street,

in residences, in commercial establishments and in vehicles. The most common robberies are committed in commercial store-type establishments and on the street; oftentimes in public places. Even more significantly, robbery accounted for over half of the violent Index offenses (murder, forcible rape, robbery, atrocious assault) and was the motive for every fifth person's murder. For additional information on robbery, refer to the Crime Analysis section.

The police of New Jersey were successful in solving 25% of the robbery offenses reported to them in 1975. Various specialized units existing in areas outside New Jersey, however, have demonstrated clearance rates in excess of 40%. Because of the assaultive threat and exorbitant dollar loss caused by robbery there is a need to establish such specialized units. The program will be designed to impact on the target crime of robbery through the utilization of existing police crime analysis capabilities, special patrol techniques, intensive follow-up investigations, police legal advisors, crime prevention techniques and general public education.

The need for the crime specific priority targets remains a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions cited the area as a need: Burlington Co., East Orange, Gloucester Co., Jersey City, Monmouth Co., Morris Co., Newark, Paterson, Trenton, and Union Co.

Housing Security Units

A significant percent of crimes have been occurring in and around senior citizen and public housing complexes. Senior citizens report incidents of being mugged enroute to and from home, being assaulted in elevators, lobbies, hallways and other public areas of the housing complexes. Purse snatchings, muggings and robberies cause these citizens to be fearful of the street whether during day or night. The residents as a result remain confined to their buildings and to their apartments within their respective buildings. The fact that most police departments are operating with less than full capacity has enhanced the opportunity for street crimes against senior citizens. High rise buildings have a higher crime rate and a larger rate of vandalism than most sections of a city. Residents have a feeling of insecurity and helplessness. As a result, they do not attempt to stop or prevent the antisocial or criminal activities of others when this behavior does not affect them directly.

Within many of these complexes, residents are exposed not only to the resident criminal but the incoming professional criminal as well. In several buildings where lock devices exist, they are often inoperable or are weak and easy to manipulate. Monitoring and other security devices are non-existent or

minimally functionable. The projects contain many hidden spaces, such as laundry facilities and stairwells, which are difficult to secure. The criminal element takes advantage of all these situations to gain entry and remain undetected.

The task of patrolling highly populated public housing projects has presented local police departments, which employ conventional methods of mobilized patrol, with several problems. Some of the most serious include:

1. The physical nature of most housing projects is not conducive to regular patrol car coverage since high rise complexes and multi-family housing units prohibit the access of automobiles. The innate structure of housing projects with hard-to-patrol areas such as hallways, elevators and basements, prevents observation by passing patrol vehicles.
2. The general public demand for police service affects the amount of patrol time available to public housing residents.
3. Due to manpower shortages, police departments are unable to assign additional foot patrol officers to public housing areas, although a number of police departments have been able to increase foot patrols in some areas with the implementation of the State's Safe and Clean Neighborhoods Program.
4. The peak hours of activity when police service is requested in the public housing projects coincide with the peak hours of the regular police patrol units. Housing units subsequently suffer because police departments do not have the manpower necessary to perform vertical or foot patrols during these critical hours.
5. Public housing projects contain a proportionately higher percentage of senior citizens in residence who require increased security efforts because of their vulnerability to crime.

The State Law Enforcement Planning Agency determined that the architectural design of public housing projects, municipal police patrol techniques and the composition of the population were the most significant factors in creating crime problems in public housing. The Agency recognized the growing demand and need for tighter security measures within public housing units and in 1971 established the first public housing security unit. This direction was taken because a strategy was needed for improving the overall security in public housing rather than simply improving physical security features and educating the residents in crime hardening activities. The security units work cooperatively with and under the supervision of the municipal police departments which have jurisdiction in their area. These units provide public housing residents with their own security force which is responsible for patrolling public housing projects. In Plainfield, for example, the use of better public lighting and closed circuit television

showed a significant impact in deterring crime.

The following table reflects the number of incidents that occurred in the Agency-funded housing projects between November 17, 1975, and April 30, 1976, thus presenting the pattern of activity of each security unit:

Project Site	Number	Percent
Camden	71	(1)
Elizabeth	670	(9)
Jersey City	3,690	(47)
Orange	266	(3)
Trenton	3,181	(40)
Total N and %	7,878	(100)

The housing security units in Jersey City and Trenton contributed disproportionately to the total number of incidents, partially because Jersey City and Trenton have a large population.

An Agency evaluation of the security units funded in public housing complexes revealed that 50% of the housing security units' time is spent in responding to reported crime incidents. The balance of the time is spent in responding to residents' calls for service (information/advice). It was discovered that the peak time for service calls and reported crime was between 4 P.M. and midnight. Most of the reported crimes were committed in stairways-hallways, apartments and on-grounds in descending order of occurrences. Adult females were reported to be the victims of most of the crimes. Residents and victims were most likely to discover and report Part I crimes while security personnel discovered the majority of disorderly conduct and all other offenses.

Each of the units, although operating with variations in patrol size, shift hours and patrol methods, has been able to create an improved feeling of security among public housing residents as evidenced by opinions expressed in recent surveys taken at the particular housing projects. In addition to the housing units evaluated by this Agency, Passaic City, Long Branch, North Brunswick and West New York also received support for public housing units.

The need for Public Housing Security Units continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions cited this as a need: Atlantic City, Camden City/County, East Orange, Monmouth County, Newark and Trenton.

Community Involvement in Crime Prevention

Law enforcement personnel are finding that traditional approaches to reducing crime (arrest, prosecution, punishment, rehabilitation) are not sufficient. Therefore, crime prevention techniques are being

used more frequently and proving to be successful. Crime is the problem of every citizen, and it is incumbent upon all persons to have some knowledge of how to avoid becoming victims of crime. Success is dependent on coordinated and comprehensive efforts involving the police and the community.

Apathy on the part of citizens and indifference to the problems of the criminal justice system have an adverse effect on crime prevention. The most visible component of the system and the most frequently contacted is the police. Police become an effective preventive agent against crime to the extent that the public views their activities as a positive and beneficial part of the community. This role of prevention can be enhanced by improving the image of the police through greater understanding of their purposes and activities, and by encouraging general confidence by all citizens in the ability of the police to be a preventive community resource. Concomitant with improvement of public attitudes toward police is an increased commitment on the part of police departments and individual police officers to improve their crime prevention function.

Presently, in New Jersey, there are a multitude of crime prevention techniques being used to lessen the burden on an already overworked criminal justice system. Some of these efforts, funded by the State Law Enforcement Planning Agency, have included specialized crime prevention units in high crime areas, public education projects on how to avoid becoming crime victims, hardening of crime "targets" to make them less susceptible to criminals and public housing projects to reduce crime incidences through the presence of security forces. However, since recent statistics have reflected an increase in criminal activity, expanded efforts are needed to bring about a reduction in criminal activity. Crime targets should be hardened in order to increase the difficulty of committing criminal acts. The lack of public awareness and physical security make the commission of various crimes too easy. Motor vehicle theft can be made more difficult with the installation of security alarm devices as well as by the removing of the key from the car and locking the doors when leaving. Larcenies can be prevented simply by securing personal items and making entry into residences more difficult. It is also important that citizens participate in events sponsored by local police departments in identification of valuables and in learning various crime prevention techniques. Crimes such as rape, robbery, breaking and entering, larceny-theft and motor vehicle theft can be reduced through effective crime prevention techniques.

The following table illustrates the magnitude of reported property crime in New Jersey and the overwhelming need for rendering its commission more difficult:

The New Jersey Governor's Adult and Juvenile Justice Advisory Committee has developed standards

aimed at providing a comprehensive approach to crime prevention. Standards have been developed for: establishing a uniform statewide building and community security code; enforcing building security codes; developing crime prevention efforts through the use of mass media; improving methods for identification and recovery of stolen property; reducing property insurance rates for people who participate in "Operation Identification" and security survey programs; establishing regional crime prevention bureaus and activities; developing, training and technical assistance for crime prevention; and establishing a clearinghouse for crime prevention materials and information.

Through support by the State Law Enforcement Planning Agency, as of June 1, 1977, there are 27 crime prevention units that are operating in local police departments. These units provide education, security surveys, block watcher programs and personal property identification programs. It is estimated that approximately 1.8 million people have received services in jurisdictions which have these crime prevention units.

The need for community involvement in crime prevention activities continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State agencies cited this as a need: Atlantic County, Burlington County, Camden County, Gloucester County, Middlesex County, Monmouth County, Ocean County, Passaic County, Jersey City, Newark, Trenton, Union City and the Department of Community Affairs, Division of Aging.

Organized Crime

The nature and magnitude of organized crime activities requires the development and implementation of a statewide concentrated effort, utilizing local, county and State resources in order to abate organized crime inroads into society and commercial interests. Preventing the further incursion and expansion of organized criminal activities is inherently difficult because organized criminal groups offer goods and services that many people desire even though declared illegal. It is crucially important

that all citizens be aware how the costs of organized crime are passed on to them through higher taxes and larger bills for goods and services. For this reason, efforts to familiarize the citizenry with the adverse effects of organized crime are an integral part of public education and community relations programs.

Major efforts to control organized crime have been undertaken and continue to be a high priority. Previous State Law Enforcement Planning Agency funding has provided general intelligence, investigative and prosecution capabilities. An organized crime task force was funded for the Division of State Police resulting to date in over 1,300 raids with 4,655 arrests made and confiscation of over \$7 million in property and contraband. It has become increasingly apparent that specialized resources must be utilized in order to impact on several of the more sophisticated areas of organized crime involvement.

One such specialized area of concern is arson. The crime of arson is estimated to cost the U.S. taxpayers in excess of one billion dollars each year and most cases go undetected. In New Jersey, approximately 35% of the fires are listed as being of undetermined origin or suspicious in nature and 7% are found to be arson. During 1975, 147 persons died in fires and the total property damage exceeded \$50,000,000. Although these figures are extremely high, it should be noted that only half of the municipalities in New Jersey provided data related to arson.

The State Law Enforcement Planning Agency funded Statewide Arson Network has become a definite asset in the investigation of arsons. The system continues to be called upon by an increasing number of agencies and has proven that members of organized crimes are often involved in the act of arson either for direct monetary gain or to put competition out of business. There is an increasing demand from counties for investigation units on a regionalized basis.

Loansharking is another area of concern. The serious aggravating effects of organized crime's involvement with loansharking were best summarized by Professor Henry S. Ruth, Jr. of the University of Pennsylvania Law School, before the Senate Select Committee on Small Business in May of 1968.

STATE OF NEW JERSEY PROPERTY CRIME TRENDS

January-December Percent Change 1976 Over 1975

INDEX OFFENSES	Jan.-Dec. 1975	Jan.-Dec. 1976	Percent Change
Breaking & Entering	111,264	110,431	- 0.7
Larceny-Theft	195,374	219,333	+ 12.3
Motor Vehicle Theft	39,304	37,487	- 4.6
Total for Above Offenses	345,942	367,251	+ 6.2

"If all loansharks were independent entrepreneurs, perhaps the degree of concern would be much less. However, with organized crime involved in so many different kinds of crime and acquiring so much power, the activity in each kind of crime bolsters the success in other criminal enterprises. Organized crime uses loansharking in tandem with its gambling and other operations. In addition, the debtor-victim becomes a pawn in furthering other criminal activity of the organization and in broadening the legitimate business base of organized crime's holdings."

There is no question that loansharks are the primary source of financing of narcotics and other drug traffic, as well as organized burglary rings of all types. As damaging as the financing of these kinds of activities is, the inroads organized crime has and continues to make into legitimate businesses and labor organizations through loansharking are far more dangerous. The loanshark is extremely anxious to accommodate the impecunious corporation or partnership. There are several reasons for this accommodation. By gaining control of a company in legitimate business, he obtains important benefits beyond mere financial reward. Organized crime is constantly looking for a "cover" which will serve to conceal its criminal activity. Known criminals are most anxious to appear as employees on the payroll of an established company and thereby show some source of income. This affords them protection against the I.R.S. or similar agencies in State government. Once the organized crime affiliated loanshark has taken over a legitimate business, the ability of organized crime members to become "non-working" salaried employees is clear.

Another damaging liability of the loansharking racket is that borrowers are often coerced into performing criminal acts or becoming parties to criminal conspiracies. Truckers can be forced to ship and store stolen property. Owners of small businesses find their stores being used for bookmaking and lottery bank drops. Embezzlement is at times the result of involvement with a loanshark. Entry into the back rooms of brokerage houses whereby organized crime can steal or process already stolen securities is accomplished through the indebtedness of a key employee of the firm to a loanshark. Usually this indebtedness is caused by the employee's playing the market with company money and losing it. The sale of counterfeit securities and other security frauds are also perpetrated in this fashion. Loansharking is also a major inroad in the field of labor racketeering. Through the involvement of workers with the loanshark, votes in the election of union officials and on negotiated contracts can be manipulated by members of organized crime intent upon obtaining a monopolistic strangle-hold in a particular industrial or business sector. The close connection between loansharking and the multi-million dollar cargo theft

problem has been disclosed in recent federal studies.

Cargo theft, another area of organized criminal activity, is better highlighted by a recent study of organized crime which ranks truck hijacking and dock thefts as number three on the list of key activities of organized crime. Cargo theft has become a serious problem in many jurisdictions especially those which have large seaports, airports and concentrated rail and truck centers. The value of lost cargo has been estimated at between \$250 million and \$3 billion annually. Accurate figures are difficult to arrive at since many actual thefts are reported as other losses. The actual cargo value loss represents only a fraction of the total loss to society. There are several ancillary losses experienced by the transportation industry, such as insurance costs, which are passed on to consumers in terms of price increases. The business community also finds itself the victim of ancillary losses. The economic disadvantage caused by delayed or lost sales is severe. This is especially true when the goods stolen are of a seasonal nature, for it is impossible to recoup these losses. It is becoming more and more difficult for businesses which rely upon common carriers to ship goods that are considered theft prone. The business community is also exposed to unfair competition when these stolen goods find their way to the market at far cheaper prices than those that arrive through legitimate channels. As a result of these losses many businesses must relocate in order to survive. The effect on the local area's economic life is self-evident. Eventually all of these ancillary losses result in the higher price for goods and services paid by the consumer. Everyone is affected, and when looked at nationwide the total economic loss is astronomical.

It is difficult to define this problem in New Jersey without strong reference to both New York and Philadelphia. This State is the natural corridor for the shipment of goods between these two points. The organized crime families of both New York and Philadelphia which engage in this criminal activity have substantial operations in New Jersey. They recognize no formal jurisdictional line other than their own and in fact deliberately cross legal jurisdictional lines to thwart effective investigation and prosecution. Shipments are often originally intrastate in nature; the intercession of the FBI is not always possible. Many of the loads also find their way to mob-controlled businesses within New Jersey and local police departments usually find the stolen trailers emptied and abandoned far from the jurisdictions in which they were stolen. For all these reasons the need for an organization with statewide authority is evident. A statewide agency which has the established contacts with both State and federal agencies is best able to coordinate the joint investigations required if any success in this area is to be achieved. The New Jersey State Police is best suited to fulfill both these requirements.

A third specific area is auto theft. The Uniform Crime Reports of New Jersey indicate that over the past eight years the percentage of vehicles being recovered has decreased from an 83% recovery rate in 1967 to a 65% recovery rate in 1975. The total value of the unrecovered property in 1975 was about \$21 million.

The successful culmination of an auto theft investigation is the recovery of an intact vehicle which is subsequently returned to either the insurance company or to the uninsured motorist. However, intelligence and statistical data indicate a diversion by organized auto theft groups to the vehicle stripping or dismantling-type operation which accounts, in part, for the declining recovery rate of intact vehicles in New Jersey. Although the breaking of an organized group engaged in stripping operations results in a substantial recovery of stolen property, that property is generally comprised of one or two particular parts of the vehicle such as transmissions or motors. Although the total value of the recovered property is high, it is obvious that the monetary loss to the insurance companies and uninsured motorists is staggering. Increased losses by insurance companies produce higher insurance rates which affect the entire motoring public.

Labor racketeering has also been a priority organized criminal activity focussed on by the Agency. A labor racketeering unit was funded by SLEPA and has conducted 239 investigations. State police officials believe that organized crime infiltration has occurred and continues to occur in labor unions and labor consultant agencies. Once in such influential positions, racketeers are able to gain favors from public officials in regard to public contractors from whom they buy their construction materials and subcontractors they hire. When in control of a union, criminals are free to extort money from welfare and pension funds for illegal purposes. Also, the State Police believe that some of the larger refuse companies and many of the piers in New Jersey are under control of racketeers.

New Jersey's intelligence network for investigation, detection and prosecution of organized crime and white collar crime is not sufficient to meet the demands for its services. Also, communications between federal, State and local law enforcement agencies which is vital to the overall effectiveness of the intelligence and operational functions of these agencies needs to be improved. A comprehensive statewide system permits the collection and analysis of data on State and national figures engaged in organized criminal activities. The State Law Enforcement Planning Agency has supported white collar and corruption investigation units statewide which have helped New Jersey make these high priority targets for the State.

Gambling

On November 2, 1976, the citizens of New Jersey adopted a referendum permitting the Legislature to authorize the introduction of casino gambling within the geographical boundaries of Atlantic City and provided that all net revenues be dedicated to the reduction of property taxes for senior citizens and those who are disabled.

A legislative committee has been formed and has hired special counsel to assist it in the review of the various enabling legislation options under development.

The Governor must protect the welfare of the citizens of the State, monitoring the broad impact and detecting negative influences which casino gambling may have in order to undertake promptly corrective measures. It is essential to identify the extent to which organized crime elements have the potential to become involved in the casino industry. There will be a need to detect, at the earliest possible time, the presence of organized crime and devise strategies to reduce and/or eliminate its control and influence in both casino gambling and related ancillary industries.

The Law Enforcement Assistance Administration has awarded a grant to the Governor's Office for the development of an Office of Casino Gambling, headed by a director who reports to the Governor and acts on his behalf in coordinating the State's efforts to regulate casino gambling. The Office will assist the Governor in devising strategies that will identify organized crime, corruptive and other influences detrimental to the public welfare.

Problems associated with the introduction of casino gambling in Atlantic City were cited by Atlantic County.

Anti-Fencing Units

As the rate of breaking and entering, larceny/theft and robbery offenses rises, there is a greater amount of stolen property that is re-sold or fenced. During the period of 1972-1976 the number of breaking and entering offenses rose 20% and larceny/theft rose 80%. Once the offense is committed the criminal quickly seeks to dispose of the stolen merchandise by selling it. This objective is generally achieved by selling the property to the local fencing operators who then resell the property. Anti-fencing operations should be established in strategic locations easily accessible to those with stolen property; thus allowing law enforcement officials to increase the number of arrests, recover stolen property and aid in the gathering of criminal intelligence concerning possible future criminal operation.

The need for an Anti-Fencing Unit has been cited by Somerset County.

White Collar Crime

White collar crime can be committed by, and perpetrated against, corporations, partnerships, professional firms, non-profit organizations, governmental units and/or their executives, principals and employees as well as such individuals as customers, clients and suppliers.

Employee Theft

Crime against business has become a major concern of law enforcement officials in recent years. Businesses have the most to fear, from a financial viewpoint, from their own employees. They steal far more than do the customers. Employees at all levels have been found stealing on the job, sometimes in collusion with others, for their own use and/or sale. Authorities have indicated that employees are responsible for anywhere from fifty to ninety percent of losses by retailers.

Computer Fraud

Computer capability can be misused and is, with increasing frequency, utilized as a powerful partner in crime. Dollar loss per incident has been as high as \$5 million.

Computer-related crimes may cut across a broad spectrum of company activity, because data bases often contain information encompassing the full scope of business operations. As a result, computer abuse can take the form of embezzlement, misappropriation of computer time, program theft and illegal acquisition of confidential information.

Consumer Fraud

There are several hundred different schemes that have been utilized to prey on consumers. Among the many schemes which have defrauded consumers are: phony charities, unnecessary home or auto repairs, false advertising, fake contests and price-fixing conspiracies.

The emergence of frauds can often be anticipated by a review of national problems or crises. For example, the energy crisis is expected to be accompanied by possible promotion and sale of worthless fuel-saving devices, diluted gasoline or inferior insulation.

Welfare Fraud

The increasing incidence of welfare fraud has prompted intensive scrutiny and investigation by law enforcement and regulatory agencies. This crime represents a theft of the taxpayers' public monies as well as theft from those individuals entitled to government assistance. The administration of government funds is a public trust which must be protected by law enforcement.

Organized Crime Involvement

In New Jersey, the Attorney General, through the State Enforcement Bureau of the Division of Criminal Justice, has observed changes in the more traditional organized crime activities which indicate that a point has been reached where white collar crime has become a primary field of activity. For example, there is increasing evidence that principals of corporations, as a result of extortion by organized crime figures, have resorted to such offenses as tax fraud, consumer fraud, securities fraud or Medicaid fraud in order to comply with organized crime pressure.

Governor Byrne has stressed the importance of dealing with the white collar criminal, noting that this type of offender is particularly destructive to the economy and to tax collections and must be dealt with harshly. The Governor has established a Supervisory Council on White Collar Crime to assist New Jersey's prosecutors in combatting the latest techniques used for shoplifting, embezzlement, infiltration of computer operations, Medicaid fraud and insurance company fraud.

In addition, the Law Enforcement Assistance Administration has awarded funds to the State Department of Law and Public Safety to mount an aggressive attack against white collar criminals with the goal of reducing the incidence of these crimes and weakening organized crime's influence in legitimate businesses. Through the efforts of the Statewide Official Corruption Control Bureau in the Division of Criminal Justice funded by an LEAA discretionary grant, a major campaign is being conducted in the State to control official corruption. Eradication of official corruption has been one of the priorities of the current State administration in order to restore confidence in our public institutions. Official corruption also costs the taxpayers a substantial dollar loss and a concerted effort needs to be continued by all law enforcement personnel in the State to alleviate this loss.

The need for specialized investigation of organized crime continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following State agency and local jurisdictions cited this as a need: The Department of Law and Public Safety and the Counties of Passaic and Somerset.

Police Communications

A common communication tie among all police is essential for the apprehension of criminals and the protection of public and police officer safety. Adequate communication between citizens and the police and between the police and other criminal justice agencies is also essential. Where communication is limited, response time to emergencies becomes protracted, which decreases the opportunity for apprehension and increases the peril to the life

and property of citizens. Under the present, at times inadequate method, a radio alarm conveyed from one jurisdiction to another might travel at a slower rate than the fleeing felon. A need exists to establish a statewide frequency allocation plan whereby mobile to mobile, mobile to base, or base to base transmissions can be established among nearby municipalities.

The development of radio communications for law enforcement agencies has in the past been the result of coping with individual agency needs rather than proceeding according to a statewide plan. As a result, several types of communication problems are evident throughout the State. First, there is no statewide police emergency radio communications network to form a common tie among all police departments. Second, there is no logical allocation of frequencies. Ideally, neighboring departments should have equipment operating on compatible (nearby on the spectrum) frequencies to allow communication without overloading channels. Overloaded channels force departments to compete with each other for air time by increasing wattage. At present, many neighboring municipalities are either on incompatible or overloaded frequencies.

A third problem is the use of inadequate equipment, causing patrol officers to lose communication contact with the department dispatcher in certain geographic spots or while the officer leaves his automobile.

The State Law Enforcement Planning Agency has provided funding support in several ways to solve the above described problems in many jurisdictions. Better communication between the citizens and the police has been made possible with the 911 emergency telephone systems. In-car/out-of-car radios have been purchased to provide a constant mode of communication between patrols and the dispatch room. Based on a thorough needs assessment by the Agency Police Communications Specialist, obsolete and inadequate equipment has been replaced by new equipment. Compatibility with nearby municipalities and logical frequency allocation have become important considerations.

Many improvements have come about in the dispatching function as well. In some instances a central unit was set up to serve as dispatcher for a designated region. This has been found to be the most cost effective and frequency conserving configuration. Civilian dispatchers have been hired and trained in order to free officers for patrol duty. Dispatch rooms have been modernized with new equipment including call play-back capability and response time monitoring.

With close to 600 law enforcement agencies in the State, the demand for the types of improvements mentioned above continues to be high. Also needed is a master plan analyzing frequency and system configurations statewide to permit future develop-

ments to be efficient and cost effective. As a first step in the establishment of common statewide tactical frequencies, a users' task force was formed in late 1976, representing the various segments of law enforcement.

The need for Police Communications continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local and state agencies cited this as a need: Atlantic County, Camden County, Cumberland County, Elizabeth, Hudson County, Mercer County, Middlesex County, Monmouth County, Morris County, Newark, Ocean County, Passaic County, Trenton and Department of Law and Public Safety.

Police Laboratory Services

The precision with which the police detective conducts field investigations is facilitated by access to scientific methods for collection, preservation and analysis of evidence. A need for lab services was demonstrated by the fact that over the last seven years New Jersey has experienced over a nine percent increase in population, accompanied by a 136% crime index increase, which has generated over a 300% increase in cases investigated utilizing forensic techniques. Agency funds have supported the establishment of regional forensic laboratories but there remains a need for additional services to accommodate the demands of all the municipal police departments within the State.

The following chart illustrates the demand for lab services and shows the increase in laboratory case-loads:

In 1969, the State Police began an ambitious program of expanding laboratory services to serve law enforcement needs throughout the State. The program was designed to meet the present and future needs of the law enforcement community in the scientific field calling for the expansion of the Central Laboratory and the establishment of three regional laboratories. The purpose of the program was to see that services of the forensic science laboratory be made more accessible to the agencies it serves with the placement of such laboratories at strategic locations throughout the State. With the completion of this program no police agency in New Jersey will be more than 30 miles from an adequately staffed and equipped laboratory. The immediacy of scientific services is now vital to effective and efficient day-to-day police operation due to the ever increasing importance placed on scientific evidence by the judiciary. The presence of the laboratories also enhances the training of police who are now able to discuss crime scene examinations with trained forensic chemists and police officers.

To date, the Central Laboratory and Regional North and South Laboratories have been completed.

Gross under-evaluation of the demand for laboratory services was made at the outset of the program. Workload demand has caused large backlogs which, in turn, cause substantial delays in the judicial process. Complaints which have been received do not concern technical assistance received, but the time it takes to provide service.

Many things are being done by the State Police to bring this problem under control. Overtime programs are being utilized, but are very costly. Re-

LABORATORY CASELOAD VOLUMES

Fiscal Year	State Police	Other Agencies	Total Cases
1968	1,181	3,651	4,832
1969	1,713	4,217	5,930
1970	2,764	6,888	9,652
1971	4,035	9,359	13,394
1972	4,970	10,394	15,364
1973	4,758	14,822	19,580
1974	4,240	18,836	23,076
1975	3,628	19,641	23,269
1976	3,574	17,293	20,867*

*Although the volume of laboratory caseloads received for analysis decreased in 1976, the workload of the laboratories increased. The figures do not reflect the growing backlog of cases which has resulted, in part, from the requirement that a greater number of tests be performed on certain types of evidence.

PERCENTAGE OF DISTRIBUTION

Fiscal Year	State Police	Other Agencies
1968	24.9	75.1
1969	28.9	71.1
1970	28.6	71.4
1971	30.1	69.9
1972	32.3	67.7
1973	24.3	75.7
1974	18.3	81.6
1975	15.6	84.4
1976	17.1	82.9

search is being done to try to perfect more efficient methods of analysis. These efforts, however, are not meeting the demands of the cases requiring judicial processing. The need to follow the original plan of establishing the Regional East lab at Sea Girt, New Jersey is increasingly evident. This laboratory would serve one of the fastest growing areas within the State which includes Monmouth, Ocean and Middlesex Counties. These three counties have an estimated 180 contributors to the laboratory system. The total crime index for these three counties for 1975 was 69,658 index offenses (Monmouth 23,953, Ocean 14,488 and Middlesex 31,217). Monmouth was up 32% over 1973, Ocean was up 40% over

1973, and Middlesex was up 37% over 1973. As the index increases, so does the demand for laboratory services. If all indications are correct this area will more than double in workload within the next five years.

The need for police laboratory services continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The Department of Law and Public Safety has cited the need for additional crime laboratories.

Disposal of Firearms and Explosives

Loss of life and property is increasing from the unlawful use of explosives. Currently there is no central agency other than the military that can respond to the need to remove, deactivate or destroy an explosive device that, left unattended, could cause loss of life and destruction of property. An explosive ordinance disposal unit to provide a response capability on a statewide basis could be established in an agency such as the State Police.

Inquiries to the office of the Attorney General have resulted in the opinion that independent of expressed State Police authorization, no power of disposition of firearms exists with local or county officials. Support for this opinion is found in the conditions for disposal, and in the requirement for inventory control. Since only the Division of State Police maintains statewide firearms records, it is that body which must be held responsible for maintaining records of inventory and disposition. If disposition were permitted indiscriminately at the county or municipal level, it would be virtually impossible for State Police to maintain such records.

In the past, the ballistics laboratory of the Division of State Police has provided a firearm disposition service for State Police stations and other agencies who have requested it. Even on a part-time basis, the destruction of firearms has involved considerable time which had to be taken away from normal laboratory duties, while the demand for lab work has also been escalating steadily. During 1975, over 6,400 firearms were disposed of by ballistics personnel and the current trend indicates a steady increase. A survey in 1976 indicated that there were in excess of 40,000 firearms on hand and it is anticipated that an additional 15,000 firearms will be received annually for disposal.

The problem of disposing of firearms and explosives was cited as a need by the Department of Law and Public Safety.

Fugitive Search

In order for the criminal justice system to function effectively, fugitives charged with or convicted of criminal offenses cannot be allowed to remain free

and possibly commit repeat offenses. The number of reported crimes in New Jersey continues to increase each year, and the burdens of the State law enforcement agencies increase accordingly. As a result of the ever growing demand for increased and diversified police services, very little is done to detect and apprehend fugitives from justice. Apprehensions which occur are usually a result of police-fugitive contacts that are unrelated to fugitive investigation.

Due to the geographic location of New Jersey, the State has the uniqueness of being the crossroad between the major metropolitan centers of the east coast. Fugitives are among those transients who utilize the State's highway systems. The fact that fugitives from all over the country are apprehended each year on the New Jersey Turnpike as a result of fugitive-trooper contacts supports this statement.

In New Jersey, there is no established procedure for the collection and dissemination of intelligence information concerning fugitives. In many instances, police-fugitive contacts go undetected. In extreme cases, fugitives are arrested for crimes and released on bail or personal recognizance while on fugitive status. Contact between an unsuspecting police officer and a fugitive constitutes a danger to the life and safety of the officer and the danger to citizens is ever present when fugitives remain at large.

The few operational facilities designed to detect and apprehend fugitives in the State of New Jersey are limited to scope and operate on a part-time basis. These organizations are usually multi-functional, and their primary functions are unrelated to fugitive investigation. When fugitive searches are conducted by these organizations, progress is often retarded by problems created by jurisdictional boundaries. A recently tabulated list of wanted fugitives in the State of New Jersey exceeds 17,000 of whom approximately 140 are escapees from institutions of the State Department of Corrections and over 900 are missing from parole supervision. Nearly 2,800 of the wanted persons had committed Part I offenses as follows:

Homicide	86
Rape	106
Robbery	531
Atrocious Assault	594
Larceny/Theft	484
Breaking and Entering	732
M.V. Theft	257
Total	2,790

The following chart gives the number of fugitives wanted by the 21 counties in New Jersey and other appropriate agencies as of December 31, 1976.

FUGITIVES SOUGHT FOR CRIMES

Atlantic County	68
Bergen County	546
Burlington County	302

Camden County	971
Cape May County	63
Cumberland County	66
Essex County	1,754
Gloucester County	61
Hudson County	701
Hunterdon County	70
Mercer County	1,202
Middlesex County	872
Monmouth County	660
Morris County	268
Ocean County	257
Passaic County	272
Salem County	38
Somerset County	125
Sussex County	10
Union County	511
Warren County	3

Note: These figures include wanted persons in the NCIC system only and do not include approximately 9,000 persons wanted for non-support, obstruction of justice, etc.

Recognizing the fact that prison escapes and flights from prosecution represent a clear and present danger to society, it is apparent that the establishment of a statewide centralized fugitive data center and a Major Crime Fugitive Squad must be considered a priority in order to ameliorate the conditions which presently exist. This need is addressed in the Annual Action Program. The State Department of Law and Public Safety cited this as a need.

Police Legal Advisor

All too often criminal offenders are not successfully prosecuted because the arresting officers or investigating detectives make mistakes that deal with requirements of the law. The Agency has funded police legal advisors under previous Plans, using the county prosecutor's office to provide direct legal aid to local police departments which lack such services. Attorneys can enhance the probability of successful prosecution of individual cases. They orient municipal police officers in the areas of arrests and evidence collection and help guarantee that defendants are properly charged at the booking stage of the criminal process. This assistance also improves the efficiency of police officers who are frequently affected by the development of new and amended legislation and court decisions. A similar service is provided to the State Police through the Division of Criminal Justice.

The need for police legal advisors will be addressed in the Annual Action Program in connection with the need for case screener/evaluators in Prosecutors' Offices. This need has been cited by Cumberland County.

C. DIVERSION AND ADJUDICATION

DIVERSION

Expanded and improved efforts in detection and apprehension by police agencies will result in greatly increased court work loads and ultimately increased populations at the State's correctional institutions.

There are individual offenders whom it may be unnecessary to process completely through the criminal justice system. Many times the offer of dismissal of charges goes a long way towards encouraging an individual's active participation in a rehabilitative program. There is, therefore, an urgency to develop diversionary projects in New Jersey which remove from processing through the criminal justice system those for whom alternative programs would be more beneficial. For the purpose of this Plan, diversion includes those activities designed to divert persons from further processing within the criminal justice system at various stages.

Diversion occurs most frequently between the time a person is detected as a possible criminal law violator (prior to arrest) and the time that person is sentenced (following adjudication). Although diversion from the criminal justice process is commonly understood as a system alternative between arrest and incarceration, the first opportunity for diversion actually rests in the decision-making power of the police officer. Two general areas where the discretion of the police officer is vital to the concept of diversion are drug offenses and juvenile delinquency problems. Closer working relationships should be developed between municipal police and treatment agencies that will encourage police referral of potential offenders, on a voluntary basis, to treatment as an alternative to arrest and system processing.

Drug-related offenses continue to weigh heavily on increased court case loads and corrections populations. For many of the individuals involved, the criminal justice system is ill-equipped to provide effective drug-use treatment programs or referrals for those in need of medical and mental health care which might more effectively relieve these anti-social problems.

Pre-Trial Services

In New Jersey, the term "pre-trial intervention" is used to describe a formalized program for selecting adult defendants from the criminal process, after filing of a complaint but before trial or entry of a plea and for enrollment into a program of supervision, counseling and referral services. The defendants are enrolled in accordance with New Jersey Court Rule 3:28 by which the court and the prosecutor must: 1.) agree that the defendant in question is not likely to commit criminal or disorderly acts in the future; 2.)

remove the defendant from the ordinary course of prosecution by postponing further criminal proceedings for periods of three months to one year; and 3.) dismiss charges against the defendant upon his or her successful completion of the program. Pre-trial intervention (PTI) is considered a vital part in the criminal justice process by providing those selected offenders who have not irreversibly committed themselves to criminality a more humane opportunity for re-integration into society. The Administrative Office of the Courts has a PTI Services Coordinator to aid with PTI problems.

While the primary focus of PTI is on defendant rehabilitation, the secondary effect of reducing the workload of the courts and directly related agencies is crucially important. It can be estimated that ten percent of defendants received for prosecution who would otherwise be indicted will instead be enrolled in PTI, thereby assisting in the relief of presently over-burdened criminal calendars in order to focus expenditures of criminal justice resources on matters involving serious criminality and severe correctional problems. As the crime rate increases, it becomes apparent that existing prison facilities cannot house the number of offenders being processed through the system. In Burlington County, for example, there was a 54.9% increase in the number of arrests between 1970 and 1975, resulting in a burden on the county's criminal justice system. Similarly, the workload of the Somerset County criminal justice system has experienced extensive growth over the past few years. From 1972 to 1975, the number of Part I offenses committed increased from 5,578 to 8,082—an increase of 45%. This has brought about a serious strain on the county court system. Between 1973 and 1975, the number of complaints referred to the prosecutor's office increased 38%. The number of defendants indicted increased 37.8%. These examples are representative of a situation that prevails throughout the State.

The State Law Enforcement Planning Agency has recognized this problem as one demanding priority consideration and has provided funding since 1970 for the development of the PTI concept in 12 counties. In 1975, the Supreme Court found the existing PTI programs successful and decided that they should become an integral part of the State criminal justice system. The cumulative effect of the 1977 State Law Enforcement Planning Agency PTI program will be that pre-trial intervention services will be available in each of the State's 21 counties.

Funds have also provided for unified pre-trial services programs to address the problems associated with lack of uniformity in bail and release on recognizance (ROR) systems. For example, the Mercer

County project combined bail processing, ROR and ten percent cash bail with conditional bail release under Rule 3:26-1 and pre-trial intervention under Rule 3:28. This type of project provides for centralized screening and interviewing, recordkeeping and client counseling, referral and follow-up.

The concepts of release on recognizance or bail reduction are encouraged by the Administrative Office of the Courts for statewide use. These systems should demonstrate that by recommending a defendant for release pending trial based on the extent of his "ties to the community" the following aims can be accomplished: (a) the rate of failure to appear for hearing or trial should not increase; (b) access to pre-trial release for indigents should become more equitable; and (c) the degree of unnecessary social and financial hardship for the families of defendants should diminish as a result of fewer and shorter incarcerations during the pre-trial period.

The need for pre-trial services continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State Agencies cited this as a need: Essex County, Passaic County, Somerset County, Ocean County, Atlantic City/County, Union County, Camden City/County, Burlington County, Morris County, Newark and the Administrative Office of the Courts.

Diversion of Adult Substance Offenders

Alcohol

New Jersey has adopted legislation, which went into effect in May, 1977, to decriminalize public intoxication and to divert individuals committing alcohol-related offenses to treatment where feasible. This legislation will have a dramatic impact upon both the criminal justice system and health service delivery systems. Unless there are adequate detoxification, treatment and rehabilitation programs and facilities there can be no viable court diversion or civil commitment procedure in this area.

The State Law Enforcement Planning Agency has attacked the problem of diverting alcohol abusers through the development of alcohol detoxification and short-term treatment projects in a number of counties and municipalities. Initial efforts were directed toward supplying such operational costs as staff, facility rentals, upkeep and medical services. Referrals were received from social as well as criminal justice agencies and included self-referrals. A programmatic exception was a project implemented by the Hackensack Municipal Court which allowed alcoholic defendants the choice of a jail term or the acceptance of a probationary period of participation in the supervised program of counseling and referral to detoxification and treatment agencies.

In later years, the Agency limited the client group served to include only those offenders referred by the

courts under N.J. Rule 3:26-1, which allows the release of the alcoholic defendant on bail or release on recognizance (ROR) pending admission to a detoxification program; Rule 3:28, which provides for postponement of court proceedings and possible dismissal of charges; and from probation.

Notwithstanding the newly adopted legislation decriminalizing alcohol abuse, there continues to be a need to address problems of persons arrested for other offenses committed by alcohol abusers.

Under the 1977 and 1978 Plans, funding is provided for development of non-medical social detoxification programs. Costs for this program are to be assumed by those agencies whose major responsibility is health care and by those governmental agencies utilizing these services.

Drugs

Statistics have indicated that there is an ever-increasing involvement of drug abusers with the criminal justice system. In Morris County, for example, Uniform Crime Reports and the County Narcotics Task Force show that from 1970 to 1975, there was a 71% increase in the number of persons arrested on drug charges.

The State Law Enforcement Planning Agency has, since 1970, addressed the problems created by the dramatic increase in the use of narcotics and dangerous substances and also addressed the need to develop an alternative to heroin use for severely addicted adults that would provide an acceptable synthetic drug such as methadone and a program for treatment and detoxification. Methadone has been administered through a statewide network of clinics. Other drug treatment programs initiated with Agency support make available multi-modality treatment services, drug free residential communities, and day-care and outreach centers.

Funding of central intake units has provided the courts and criminal justice agencies with an evaluation mechanism to identify and divert the drug offender from the criminal justice system.

The vocational adjustment unit program was developed to evaluate and treat young adult abusers having a poor vocational orientation.

Mental Health

Many offenders released from State and county correctional institutions have been found to be in need of improved mental health treatment services. For example, in Mercer County, approximately 100 of a total of 500 county parolees were identified by district parole staff as "mentally or emotionally unstable or in need of guidance and counseling beyond the capability of a parole officer." Mercer County received a grant to provide comprehensive mental health care services on an out-patient basis to ap-

proximately 100 offenders released to the community.

The need for community resource systems to treat drug and alcohol offenders continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action

Program. The following local jurisdictions cited this as a need: Middlesex County, Essex County, Somerset County, Gloucester County, Cumberland County, Ocean County, Atlantic City/County, Union County, Burlington County, Morris County, Monmouth County, Plainfield, Newark, Trenton and East Orange.

DIVERSION-JUVENILE

Juveniles who come into contact with the police because of possible involvement in delinquent or status offenses may be diverted from court processing or, subsequent to adjudication, may be diverted from institutionalization. This section will focus on diversion prior to adjudication.

Police

The initial contact of a juvenile with the criminal justice system usually involves the police. This contact and the way in which it is handled is of critical importance. Among those juveniles who have contact with the police, there are many for whom complete processing through the criminal justice system is unnecessary. Of crucial importance is the capacity of police departments to develop and utilize consistent and formalized guidelines in handling juveniles. This is especially true in view of the fact that the major point of diversion for juveniles is within the police department itself. Police personnel need to develop insights into the special needs and problems of juvenile offenders. They must also have detailed familiarity with existing resources in the community to meet the needs of juveniles. Police departments must be equipped to provide professional short-term services such as counseling, especially in situations where crisis intervention is necessary.

Over half of the juveniles in 1975 who came into contact with the police were released to their home. Less than one percent of those taken into custody were referred to a welfare agency. Twenty-six percent of the arrests in 1975 were for minor offenses such as malicious mischief, runaway and disorderly conduct and the majority of youth were age 16 or under. Generally, these juveniles would be amenable to some form of voluntary informal counseling intervention.

Few communities have the resources to work with these juveniles and fewer police officers are trained to make appropriate referrals to the resources that do exist.

The Police Training Commission mandates that all police officers receive a minimum of 280 hours of training. Of this, only six hours are mandated by the commission to be in the area of youth and juvenile relations. There are no uniform standards to guide a police officer in making referral decisions or in making the initial determination to forward a case to court or even when to arrest a juvenile.

Because of the seriousness of these problems and their effect upon the criminal justice system, the State Law Enforcement Planning Agency has designated the improvement of police services to juveniles as a special program area. This program area is designed to offer police departments the capability to provide services on a voluntary basis to those juveniles who have had contact with the juvenile justice system and for whom court referral is not appropriate. These include counseling and referral services provided by professionally trained social workers.

Projects of this nature have been funded since 1972 and in the 1973 Plan a greater emphasis was placed on the expansion of services to youthful offenders including professional counseling and referral. A total of 35 communities have been funded to implement juvenile aid bureaus with a professional counseling unit since 1972. Fourteen of these programs are still operating but are no longer funded with State Law Enforcement Planning Agency funds. Ten of the programs continued the counseling services. There are 14 projects still operating with State Law Enforcement Planning Agency funds and servicing more than 4,000 juveniles per year with counseling referrals and other social services.

The State Law Enforcement Planning Agency has also funded a project to provide 20 training sessions in the area of juvenile justice to 400 police officers through a grant made to the Department of Law and Public Safety. Each training session encompasses a total of 50 hours and covers topics such as the history and philosophy of the juvenile court, causes of delinquency, abused and neglected children and group therapy.

A serious need still remains within many police departments to provide for the effective handling of juveniles. The Governor's Adult and Juvenile Justice Advisory Committee as well as the Prosecutors Association have urged the implementation of standards which would provide for uniform guidelines in this area, including any pre-complaint screening and referral decisions as well as record keeping. The Advisory Committee also recommends that at least one officer in each department be designated to handle juvenile matters. Out of 11 counties comprising 71% of the State's total population, the State Law Enforcement Planning Agency found that during 1975, the ratio of juvenile police officers to the full-time police force ranged between two percent and five percent, while the ratio of juvenile arrests ranged

from 24% to 51%.

The above problems and/or needs for continued support in improving police juvenile relations are addressed in the Annual Action Program and have been cited by the Department of Education and the following local jurisdictions: Atlantic County, Burlington County, Camden County, Cumberland County, Gloucester County, Jersey City, Mercer County, Middlesex County, Monmouth County, Newark, Ocean County and Trenton.

Court Intake and Screening

The number of juveniles arrested in New Jersey increased from 123,224 in 1974 to 126,517 in 1975. The total number of complaints filed with the Juvenile and Domestic Relations Court increased 11% from 73,841 in 1974 to 82,583 in 1975 and the juvenile involvement in Part I crime increased 6.2% from 33,940 to 36,032.

With juvenile delinquency complaints increasing from 30,000 to 75,000 during the last decade within the State, the need to resolve minor complaints through pre-judicial methods has intensified. At the same time, it has become clear that a large number of complaints filed with the Juvenile and Domestic Relations Court can be handled effectively without a formal court hearing. Intake units in operation for at least a year show diversion rates approaching 40% of total complaints filed with the court. Juveniles are either referred to juvenile conference committees or participate in intake conferences which usually result in a referral to a community resource.

A community which has developed a sophisticated network of services providing ample support to juveniles and their families to prevent involvement in the juvenile justice system, should be able to adapt the resources easily to encompass the population diverted from the system. Basically, the same type of services—counseling and other forms of therapy; vocational training and employment opportunities; tutoring and recreational activities—are needed for the diverted youth.

As discussed previously, most communities do not have these services available. If they are available, they are not accessible to a part of the population or there may be a lack of coordination.

Juvenile Conference Committees

The receipt of services may further be limited because intake officers will only utilize those resources with which they are familiar and in which they have confidence. If a county has few juvenile conference committees, then obviously, fewer referrals can be made to this resource. As of May 1976, there were a total of 369 juvenile conference committees. Although a few counties such as Bergen and Monmouth have a large number proportionate to their

juvenile justice population, others such as Hudson and Ocean do not in comparison to the number of juvenile complaints processed through the court.

In many counties juvenile conference committee coordinators have recently increased both the quality and number of committee members. The coordinators are usually on the intake staff or else work very closely with the staff. In the past there has not been a uniform program of supervision over the activities of the committees. This membership varies considerably as the court rules require that the members "to the maximum feasible extent shall represent the various socio-economic, racial and ethnic groups in the community or communities to be served by it". Guidelines prepared in May 1976 by the Conference Committee of Juvenile Court Judges encourage that an attorney be designated as chairperson of the committee, but no other recommendations as to specific representatives are suggested.

The conference committees hear a wide variety of cases from malicious damage offenses to truancy and they may make recommendations that include referrals for psychological help or other mental health services. The guidelines suggest that conference members participate in annual or semi-annual conferences for purposes of orientation and training. Several of these have been held over the last few years in Morris and Essex Counties. Other kinds of training, on a more individualized basis have also been provided but there is no uniform training program.

Guidelines for Operation

The concept of Juvenile and Domestic Relations Court intake screening has grown rapidly during the last two years since the recognition of the effectiveness of the Morris County model. The intake units have all developed with individual variations in staff background and expertise, relationship to the county probation department and policies affecting procedural handling of juvenile complaints. To a large degree, these variations will be eliminated through the adoption of guidelines promulgated by the New Jersey Supreme Court. But there will still need to be supervision over the units to insure they are operating within the guidelines established as well as technical assistance available to enable the units to meet any problems encountered. There need to be procedures to insure that juveniles' rights are carefully guarded throughout the diversion process, making sure that all decisions made by the juvenile and his or her family are made with a full understanding of the consequences.

Generally, the juveniles who are "diverted" from the system as opposed to those who are "prevented" from entering the system, probably have had a longer prior history of involvement with the law and may have more disorganized families. It is probably true

that many may need resources that provide stronger support than those available for juveniles on the very periphery of the system.

Since 1974, the Supreme Court, through the Administrative Office of the Courts, has strongly encouraged the development of screening and diversion units within each Juvenile and Domestic Relations Court jurisdiction. The intent is to implement these on a statewide basis. The State Law Enforcement Planning Agency sees this development as a priority and has helped to initiate intake units in 15 counties as of May 1977.

The first unit begun with Federal funds was in Morris County in 1971. Under both the 1973 and 1974 Plan, intake units were started in Bergen, Essex, Hudson, Mercer and Passaic Counties. The Essex County Intake Unit was begun with a Law Enforcement Assistance Administration discretionary grant and later assumed by the County. With 1975 Plan funds the units expanded to Atlantic, Burlington, Camden and Middlesex Counties. Continuation funds were provided to the units funded under the 1973 and 1974 Plans.

Under the 1976 Plan units began in Monmouth, Ocean, Cape May and Gloucester Counties and it was anticipated that the remaining counties Cumberland, Hunterdon, Sussex, Salem and Warren would receive initial funding with 1977 monies.

As formal intake/screening units have not yet been established in all counties, it is likely that a large number of juveniles are being processed through the system who, like their counterparts in other counties, could as effectively be served through diversion. For this reason, this program area continues to be a priority and will be until units have been established in each county of the State.

The above need for juvenile court intake screening is addressed in the Annual Action Program and was cited by the Administrative Office of the Courts and the following jurisdictions: Atlantic County, Burlington County, Cumberland County, Essex County, Middlesex County, Monmouth County, Ocean County and Union County.

ADJUDICATION

In instances where diversion of criminal offenders is not possible, the next step within the criminal justice system is the continuation of the adjudication process.

Municipal Court Administration and Management

New Jersey municipal courts are the busiest courts in the State. For many residents, they are the point of first contact with the judiciary; and, in most instances, the only contact they may have during their lifetime. The 526 municipal courts in New Jersey represent the outer periphery of the State court system. Because these courts are generally the court of first impression, they are the subject of increasing concern. The concerns are many and varied, but the crux of the problem is the enormous and diverse caseload volume to be handled with inadequate and fragmented resources. Modern court management techniques are difficult to implement without adequate resources, causing continuing inefficiencies in terms of time, cost and quality of service in case processing. Some specific results of inadequate resources include delays in the return of court transcripts and an inability to determine how often a case has been brought to court and why. The lack of resources to provide more training for judges contributes to administrative problems.

In the past 25 years, the total work of the municipal court system has increased sixfold from 559,497 cases in 1950 to the present total of nearly 4 million.

In 1975-1976, municipal courts handled some 3,826,998 complaints, and collected \$42,231,038 in fines, costs and forfeitures. Notwithstanding the great volume of cases processed through municipal courts, and the resultant enormous presence of that court in our society, they are generally understaffed, lack sufficient number of court administrators, are inadequately housed and function without sufficient hardware or equipment to handle the caseload properly and professionally.

As an example of increasing municipal court caseload the City of Camden has experienced a drastic transition. The critical factors associated with this transition have been the increase in criminal behavior and the economic and social changes that have accompanied this increase. In 1968, the crime rate was 3,626.2 per 100,000 people in Camden, whereas in 1974 there were 10,724 crimes committed resulting in a crime rate of 10,049.7. This represents a 177% increase over the six year period. This high crime rate resulted in an extreme caseload and administrative problems for Camden's Municipal Court. In 1975, there were 107,612 complaints filed in Municipal Court of which 10,450 were criminal.

Other problems are caused by the present inadequate method of producing transcripts in municipal courts, such as inadequate attention concerning the privacy, security and confidentiality of records, the lack of control in reducing delay occasioned by late transcript filing and improper deposits and the additional expense per transcript.

Also on the State level, in recent years, there has

been much interest and activity from municipal courts for implementation of modern technological advancements in such areas as automated records retention and retrieval systems, and improved office equipment. There is a need to identify and implement standards in these areas to address such questions as what size courts require such technology and what type of equipment is best suited for individual courts. This study should also survey the present use of computer systems now in use in the various courts and develop standards for use in all other courts or combinations thereof.

The original project funded under the municipal court program area was introduced in the 1972 Plan for the purpose of providing Newark with a professional court administrator, attorney services to handle cases not assigned to the prosecutor, defense counsel for indigents, pre-trial bail and diversion screening and a family and neighborhood dispute service. This project began in 1973; was again funded in 1974 and was provided final funding in the 1975 Plan. A similar project replicating the Newark experience for the Jersey City Municipal Court utilized 1972 funds. In addition to most of the activities described above, badly needed facility renovations were included in the Jersey City grant. Jersey City continued its project with 1974 funds. State Law Enforcement Planning Agency participation in these projects was terminated following funding in 1975.

In the 1975 Plan, components of the projects implemented in Newark and Jersey City were introduced to other large volume municipal courts. Also included were funds for court record and management projects. Grants funded in 1975 provided for the sharing of equipment in several Burlington County communities and the regionalizing of defender services in several Atlantic County communities. The State Law Enforcement Planning Agency has encouraged the concept of shared services.

The 1976 Plan included allocations to continue a project begun in Camden, to continue a regionalized court project and to continue or replicate several defense or prosecution projects for municipal courts, dispute centers and records management projects.

The need for improved municipal court management continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State Agencies cited this as a need: Ocean County, Atlantic City/County, Camden City/County, Burlington County, Morris County, Monmouth County, Middlesex County, the City of Trenton, the City of Newark, The Department of the Public Advocate, and The Administrative Office of the Courts.

Victims, Witnesses and Jurors

"Victimization" does not necessarily end with the

commission of an offense against the particular victim. The impact of a court proceeding upon a particular victim who is also a witness with the attendant delays, loss of wages and transportation problems is often greater than the impact of the offense itself. The functioning of the criminal justice system, if it appears insensitive and inequitable, can result in a diminution in the trust and confidence of the very persons who seek relief therefrom.

The victim is often the most neglected party in the criminal justice process following the victimization. On the other hand, the cooperation of the victim is critical to the success of that process and the lack of proper services and attention can cause the victim to lose respect for the various institutions of criminal justice and lose the desire to cooperate.

Victims often do not report the crime because they view the event as a "private matter," especially in the case of such crimes as rape or serious assault. Some of the other factors that bear on whether a crime is reported are victim-offender relationship, insurance coverage, fear of reprisal, attitude toward the police and courts and a general feeling of helplessness (e.g. "even if they catch the criminal, he will get off"). Some of these factors can and should be alleviated. For those victims who do report a crime and testify against the offender, the court process is often a frustrating one. Victims are worn out by plea bargaining and a feeling of being "left out". While offender rights are being protected, the victim feels very much outside of the criminal justice process. The victim often has no knowledge of the state of his case, in many instances receives no timely notification of the disposition of the case and has no opportunity to participate in the process.

Three related but separable needs emerge from the above cited problem—emergency services to victims, dissemination of information, and treatment equitable and sensitive to the needs of victims, witnesses and jurors.

The State Law Enforcement Planning Agency has supported the establishment of victim assistance centers. The centers provide both direct emergency services, such as crisis counseling, transportation and aid in filing for benefits and insurance, as well as referral and transportation to other agencies providing such services as emergency medical care and senior citizen aid.

The victim assistance center also partially addresses the informational need by contacting victims in connection with court cases in which they are involved as victims/witnesses regarding case status and the location and time of hearing and trial. An area of informational need shared by jurors as well as victims and witnesses is the explanation of the various steps of the court process and the rights and responsibilities of the parties involved in the proceedings. The State Law Enforcement Planning Agency is addressing this need by providing juror films and

orientation lectures to keep the participants well informed.

In addition to items already mentioned in connection with emergency services and the provision of information, the need to make juror, victim, witness participation more convenient and equitable involves better scheduling techniques to reduce waiting time, postponements, unnecessary appearances and the consequent financial hardship and personal inconvenience. Jurors quite often spend unproductive time waiting to be assigned to a case.

The need for providing improved services to victims, witnesses and jurors continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions cited this as a need: Middlesex County, Passaic County, Somerset County, Gloucester County, Atlantic City/County, Union County, Mercer County, Camden City/County, Burlington County, Hudson County, Morris County, Jersey City, Union City, the City of Plainfield and the City of Newark.

Prosecutor's Office Management Improvement

In New Jersey the primary duties of the prosecutor are stated in *N.J.S.A. 2A: 158-5, to wit:* . . . "He shall use all reasonable and lawful diligence for the detection, arrest, indictment and conviction of the offenders against the laws." The prosecutor wields much discretionary power. He decides whether to conduct investigations and how thoroughly they are to be conducted; he decides whether to bring an alleged offender before a grand jury; he controls what evidence a grand jury hears; he may decide to reduce the charge to a lesser offense in return for a plea of guilty. None of these discretionary powers were conceived as shortcuts to expedite workload at the expense of justice, but the quality of county law enforcement in New Jersey is, nonetheless, affected by both the quality and workload of the prosecutor's office. (See chart on next page for summary of 1976 workload).

Workload Management

Along with the steady increase in crime, the workload within prosecutors' offices has increased substantially in recent years and some of the offices lack adequate resources to cope with this situation.

All of the varied operations of a prosecutor's office are complex and necessitate sound management practices. Special precautions must be taken to insure that accuracy and completeness are preserved. To help improve management, funding was provided in 1975 for full-time administrators to serve as professional office managers in the Camden, Passaic and Union County Prosecutor's Office. Prosecutors

in these counties are relieved of non-prosecutorial tasks (budget preparation, supervision of clerical staff, etc.) so that their efforts can be directed solely to the prosecution of cases.

Passaic and Union County Prosecutor's Office. Prosecutors in these counties are relieved of non-prosecutorial tasks (budget preparation, supervision of clerical staff, etc.) so that their efforts can be directed solely to the prosecution of cases.

A well-designed prosecutor's statistical system can also help achieve more efficient resource allocation, improve operation processing and professionalize management control. Such a system can help solve the problems of cases never prosecuted due to misfiling, prolonged delays and mismanagement. The Department of Law and Public Safety, several local planners and the County Prosecutor's Association have identified the need for county prosecutors to have improved data systems and case tracking systems. The SLEPA-supported pilot prosecutor/court information systems and the OBTS/CCH activity supported with discretionary funds should address these pressing needs. The current approach of the Agency is the inclusion of the prosecutor's management information component within a larger information system that can address the data needs of other agencies in addition to those of the prosecutor's office.

Case Screening/Evaluation

The National District Attorneys' Association defines "screening" as "the process whereby a prosecuting attorney examines the facts of a situation presented to him, and then exercises his discretion to determine what further action, if any, should be taken." Further, . . . "while fewer than 10% of all criminal offenders continue to be disposed of by way of a trial, their cases lay upon the trial dockets glutting the system for months and even years prior to disposition. This is because most offenders are processed as if their case would be disposed of by a trial. These cases, therefore, pass through unimportant or unnecessary steps before disposition. As a result, the time and effort of judges, district attorneys, defense counsel, and police are wasted. Each case which is mistakenly introduced into the system drains the resources which could be better applied to those cases which require the criminal justice process."

Screening, particularly at the prosecution level, is essential in order to realize the more efficient utilization of the limited resources presently available to the criminal justice system. The need for such an exercise of discretion is clear. Screening serves as a necessary mechanism in disposing of those offenders who should be dealt with outside the criminal justice system rather than prosecuted.

In January of 1976, the Hudson County Prosecu-

	1976 Total Number of Complaints*	1976 Total Number of Complaints Presented to Grand Jury**	1976 Total Number of Cases Tried***	Number of Full-Time Assistant Prosecutors	Number of Part-Time Assistant Prosecutors
Aggregate Statewide Total	73,321	47,775	3,643	339	34
Percentage of Statewide total in high law enforcement activity areas (Camden Co., Essex Co., Hudson Co., Mercer Co., Passaic Co. and Union Co.)	45%	53%	58%	68%	0%
*Total number of complaints received from the Municipal Courts during 1976 (regardless of their disposition)					
**Total number of complaint cases presented to the Grand Jury (ies) during 1976 (regardless of their disposition)					
***Total number of cases tried during 1976 (count trials started — regardless of whether they went to a verdict)					

tor's Office implemented such a system of prosecutorial case screening at the municipal court level with Agency funds. Subsequent to its implementation, many of the problems of the previous inefficient system have been addressed and overcome. Definite policies and guidelines are being implemented so that the public interest and justice is better served by the early use of the Prosecutor's discretionary authority. From January 1976 through December 1976, 2,167 cases have been presented to the Grand Jury. Of these cases 1,370 have been indicted. This shows a greater percentage of indictments by the Grand Jury than in the past.

Other jurisdictions have also received case screener/evaluator projects. Recently, case screening projects have been modified to provide local police departments with such legal services as reviewing arrests and search warrants for legal sufficiency and explaining changes in law with an impact on police procedures. It is hoped that this legal advice will result in a higher percentage of arrests leading to conviction and less thrown out for legal insufficiency or procedural error. Since this area has already proven itself, SLEPA will withdraw from the area in the 1978 Plan.

Career Criminal Prosecution Units

Due to an ever-increasing volume of criminal cases pending disposition by the criminal justice system, there is great pressure to accept pleas and impose sentences which, in a number of cases, are not commensurate with the danger imposed on the community by the habitual offender. In Passaic County, for example, criminal offenses and resulting court volume has steadily increased over the years. The Crime Index in 1975 showed 28,591 known offenses, a 23% increase over 1972. For the county court term ending August 31, 1975, 562 trials were concluded, an increase of approximately 40% over

the three year period. For the same municipal court term, almost 20,000 criminal complaints were filed, an increase of approximately 14% over three years.

A most serious problem facing law enforcement officials is the fact that the resources available to alleviate the strain of such criminal case volume have not increased at a concomitant rate. One management strategy for effective use of limited resources is to give priority to prosecution and adjudication on the merits of serious charges against those who habitually commit dangerous and violent crimes. The rationale of this strategy is that a limited number of persons account for a disproportionate number of serious, violent crimes because of their recidivist behavior. The Passaic and Hudson County Prosecutor's Offices, for example, in a study of high misdemeanor caseloads, have concluded that an estimated 50% of the defendants formally charged with homicide, forcible rape, aggravated assault, robbery or burglary had two or more previous arrests and one or more previous convictions for high misdemeanors. LEAA supported projects in this area have shown good success in terms of high conviction rates and long average prison sentences.

The need for providing prosecutor's office management improvement continues to be a high priority for the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions cited this as a need: Middlesex County, Essex County, Burlington County, Hudson County, Passaic County, Somerset County, Gloucester County, Cumberland County, Ocean County, Atlantic City/County, Union County, Mercer County and Morris County.

Utilization of Technological Resources Within the State Court System

Nowhere is the administration of justice more on display than in the processing of criminal cases.

Delay in the processing of criminal cases is certainly one of the most serious law enforcement problems today. For the defendant, delay sometimes means months and even years of uncertainty, while charges hang unresolved over his head. For society, delay means wrongdoers are not brought to justice promptly and that the correction process is not put into operation when it counts. For law enforcement agencies, delay means possible loss of evidence and loss of drive. Conversely, as stated by the Administrative Office of the Courts, the best way to deter crime is to assure potential criminals that they face arrest, prompt prosecution and commensurate punishment. When criminals no longer fear effective law enforcement, crime rates go up and criminals find more victims.

Some of the principal causes of delay are the lack of manpower, funds, and modern management tools to handle the crushing volume of cases. There is a current need for a central source to which courts can turn for accurate and reliable information upon which administrative decisions can be made to improve the processing of cases at each level of the judiciary. Increased availability and use of computerized court information systems in recent years has led the Administrative Office of the Courts to re-examine the types of information it collects and reports, and the data collection, processing, and reporting techniques it employs. Much of the current statistical output is produced in highly summarized form which is not necessarily the most relevant to the informational needs of judicial and non-judicial users of judicial information. Additional effort must be taken to define the informational requirements of the State judiciary, as well as the content, depth, method and frequency of reporting judicial data in the county and municipal courts.

Few courts have the capacity to collect and store all of the statistical data necessary for current management and future planning. As a result, court administrators are forced to rely on other less reliable sources. Consequently, in the opinion of the Administrative Office of the Courts, inadequate planning contributes to and even perpetuates delay and congestion in our courts. More "hard case data" is needed, if the causes of delay are to be identified and eliminated.

Recognizing this need, the Judicial Management Information System (JMIS) is in the process of developing a network of computerized data systems which will enable the Judiciary to track more swiftly and accurately the progress of cases through various stages of the judicial process in order to reduce delays in the disposition of cases and allocate cases on the most rational and efficient basis possible. Several of the systems such as the Appellate Division Case Management and Automatic Docketing System, have already produced valuable information, but more definitive information is needed to evaluate the or-

ganization, practices and procedures of the courts.

The JMIS program began with a 1969 pilot project in one county. It was continued in 1971 and 1972. In 1973 funds were made available to nine counties to develop county judicial management information systems. Funds were also made available to the Administrative Office of the Courts for a statewide judicial management information system. Planning year 1974 funds were provided for further development of the original nine counties, a tenth county and an Appellate Court Management Information System under the supervision of the Administrative Office of the Courts.

In 1975, funds were made available to the Administrative Office of the Courts to develop a Supreme Court Management Information System, to continue to supervise the development of county judicial management information systems and to participate in the System for Electronic Analysis and Retrieval of Criminal Histories (SEARCH) Judicial Information Systems Project.

Original funding was for developmental purposes which were substantially achieved. Eight of the original nine counties have operational court management information systems, as does Burlington County. With State Law Enforcement Planning Agency funding, self-sufficiency was attained and a capability for in-house modification has been attained in most instances. The Administrative Office of the Courts continues its statewide system and has developed an Appellate System. Although much progress has been made, the need for the Administrative Office of the Courts to collect more data continues to be a priority. The JMIS needs to be expanded to include all courts in the State, so that the ultimate goal of unification can be achieved administratively as well as jurisdictionally.

Similarly, there is need to develop a viable Probation Management Information System (PMIS) in New Jersey. The availability of data concerning program operations and personnel information is a prerequisite to effective and efficient program management. In areas such as probation, pre-trial intervention and juvenile intake, reporting methods have to be revolutionized in order to ensure the collection of relevant statistical information. The type of data that is conducive to sophisticated research simply cannot be collected under the present system. Accordingly, the 1976 Plan allocated \$50,000 for the development of PMIS in New Jersey.

Additionally, the Administrative Office of the Courts is committed to making computer-aided transcription a reality in New Jersey. In excess of 2.5 million pages of original transcript are processed annually through the judicial system by both official and free-lance reporters. The cost to the public in terms of both money and unreasonable delay is staggering. It is estimated the more than 1.2 million original pages of transcript are processed each year

in the Appellate Division alone, at a total cost to litigants and taxpayers of more than \$5 million. The need to continue and expand computer-aided transcription in our State is readily justified.

Some other technical improvements which have been funded include experimental microfilm projects, compatible with county judicial management information system projects, automatic filing equipment related to court improvement, and videotape equipment to be utilized in conjunction with court videotape projects.

The need for the utilization of technological resources within the State court system continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State Agencies cited this as a need: Middlesex County, Gloucester County, Union County, Camden City/County and the Administrative Office of the Courts.

Public Advocate

Case assignments for the Office of the Public Defender, which has been reassigned under the Department of the Public Advocate, have continued to increase. The case backlog is approximately 9.47 months at the trial court level and 10.57 to 11.2 months at the appellate court level. To combat this problem, the Agency has awarded funds to increase the staff of the Office of the Public Defender in an effort to reduce case backlog which threatened to limit the effectiveness of the criminal justice system. Because of an increasing demand for services, efforts must be continued if the backlog is to be eventually reduced to a satisfactory level.

One example of the problem caused at the local level by the small size of the Public Defender's staff can be seen in Passaic County. Over a five year period ending August 31, 1975, an average of 1,000 defendants were sentenced to jail annually on criminal offenses in municipal courts throughout the County. The Public Defender's Office in New Jersey is mandated by statute to provide legal representation to any person charged with a violation of any law, ordinance or regulation of a penal nature, where there is a likelihood that if convicted, that individual would be subject to imprisonment. However, due to limited State resources, no funding is specifically provided to allow for adequate municipal court coverage by the County Public Defender. There is a need

to provide adequate staff to assure the availability of defense counsel to municipal court defendants charged with offenses which may result in incarceration and other severe penalties.

Special support staff within the Public Advocate's Office is also needed to assist in resolving specific issues. The Office of the Public Advocate has responsibilities to several other criminal justice agencies; these responsibilities involve research and recommendations on a variety of policy matters. For example, concerns raised by the Correctional Master Plan Policy Council required the development of position statements by the Office of the Public Defender. The Public Advocate's responsibilities in dealing with inmate advocacy are discussed in the Problem Analysis of State Correctional Support Programs. A similar situation existed by virtue of the assignment of liaison personnel to the New Jersey Adult and Juvenile Justice Advisory Committee. Additionally, present limited staff capability inhibits the study of substantive issues over and beyond the defense of indigents. The Public Advocate needs research and support staff to take a proactive position to help resolve major criminal issues and to formulate ongoing advocacy projects.

Child Advocacy

The defender's activities should go beyond defending a juvenile on specific charges through the usual court process. An effort should be made to represent children brought into the process, as a class. The Public Advocate should undertake a program to insure more adequate, systematic concern for children being processed within the criminal justice system. The provision of basic rights to children in custody, the provision of opportunities similar to those of adult offenders in custody and the right of youngsters with deep psychological problems to receive appropriate treatment might be typical examples of representation. The Agency funded Child Advocacy Project is currently addressing this continuing need.

The need for improving the services provided by the Office of the Public Advocate continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. Passaic County and the Department of the Public Advocate have cited this as a need.

RELATED COURT PROBLEMS

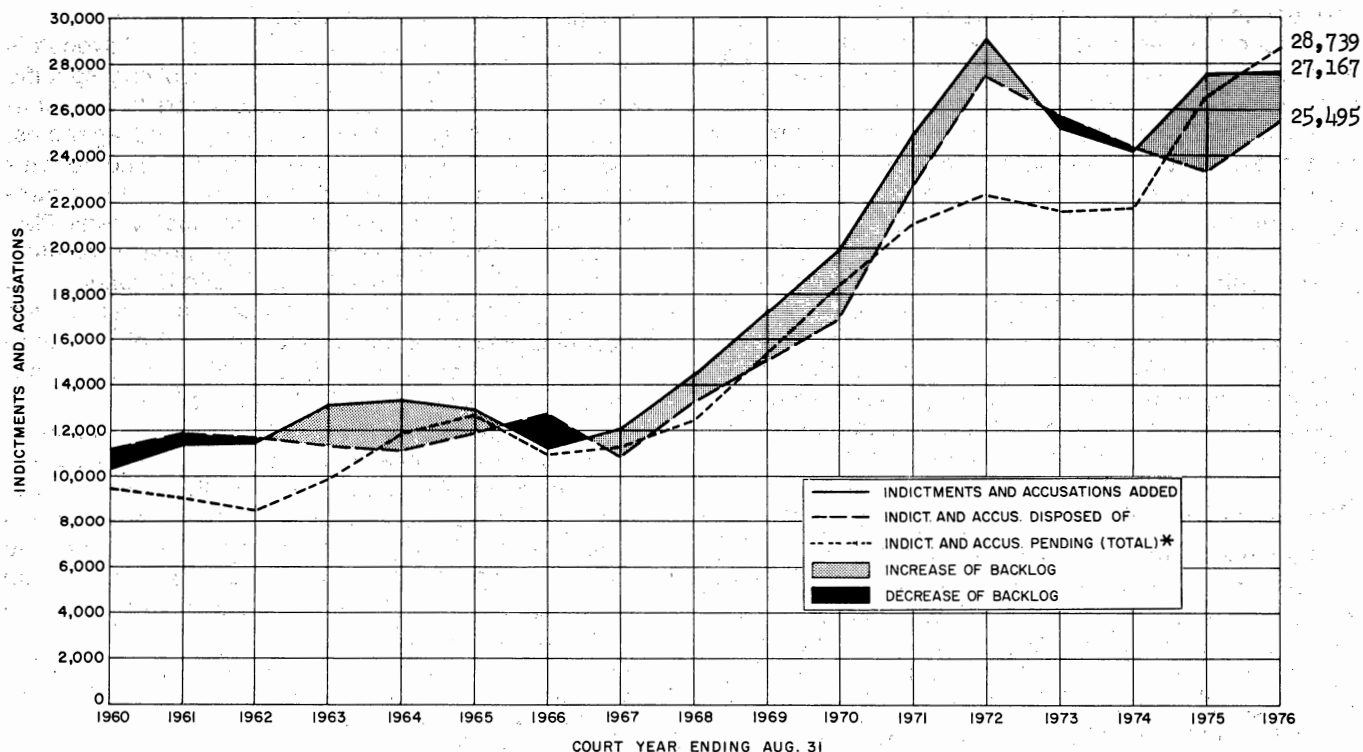
Speedy Trials

Court congestion and delays in processing cases continue to plague the administration of justice. Since 1966, the number of cases added to the calendars of New Jersey's trial and appellate courts has risen steadily. In the five-year period 1972-1976,

cases added rose 27% with a concomitant increase of 18% in the backlog.

Criminal cases continue to consume a larger share of the time and energies of the court system (see Chart A) both because of a higher crime rate and because of the privileges and protections afforded by recent decisions of the United States Supreme

CHART A
LAW DIVISIONS OF THE SUPERIOR AND COUNTY COURTS CRIMINAL CASES
(INDICTMENTS AND ACCUSATIONS)



* AS REPORTED IN ANNUAL REPORTS FOR EACH COURT YEAR. NOT CHANGED FOR "RECOUNTS" AS A RESULT OF PHYSICAL INVENTORIES IN THE COUNTIES.

NOTE: COMPARABLE DATA FOR PRIOR YEARS NOT AVAILABLE.

NOTE: EFFECTIVE APRIL 1967, AN INDICTMENT OR ACCUSATION IS REPORTED AS DISPOSED OF EVEN THROUGH SENTENCE IS PENDING.

Court. On the civil side, the frequency of resort to courts to adjudicate disputes has been accompanied by more cases involving new and complex legal issues in environmental protection, consumer protection and other fields—issues which frequently require protracted litigation.

Delay in the processing of criminal cases raises serious questions regarding a defendant's constitutional right to a speedy trial. Although delay is at times used as a defense tactic that provides an opportunity for such pre-trial maneuvers as plea negotiation, lengthy pre-trial delay can be prejudicial against a defendant, especially if he is unable to preserve his defense. Society also has an interest in seeking prompt case disposition, since delay between the commission of a crime and punishment may reduce the desired deterrent effect.

The sixth amendment to the U.S. Constitution guarantees that defendants have a right to a speedy trial, although precise limits which define that right are not clear. If the speedy trial right is defined in terms of a specific time interval, it is important to

identify the point at which counting time for trial begins. It is equally important to determine what periods, if any, should be excluded. It is generally accepted that allowing time extensions solely in response to trial docket pressures is undesirable and should not be practiced. Continuances should, of necessity, be restricted.

Notwithstanding a predetermined time interval, many states, including New Jersey, have traditionally required a defendant to demand his right to a speedy trial. The American Bar Association has rejected the requirement of demand for a variety of reasons, one being that it is inconsistent with the public interest in prompt dispositions. There may also be situations where it is unfair to require a demand. According to the American Bar Association, delay prior to trial should not be tolerated merely because a defendant does not consider it in his best interest to seek a speedy trial.

The necessity for specified time limits and the demand requirement in defining one's right to a speedy trial have become questionable in light of

recent court rulings. The U.S. Supreme Court, in *Barker v Wingo* 407 U.S. 514 (1972) rejected inflexible approaches such as fixed time periods in defining one's right to a speedy trial. It also rejected the necessity for a defendant to demand a speedy trial. The court concluded in its decision:

"a defendant's constitutional right to a speedy trial cannot be established by any inflexible rule but can be determined only on an ad hoc balancing basis, in which the conduct of the prosecution and that of the defendant are weighed."

The U.S. Supreme Court, in *Barker*, listed four factors which should be considered in determining if the right to a speedy trial has been denied: length of delay, reason for delay, defendant's assertion of his right and prejudice to the defendant. Thus, the court placed the primary burden to assure that cases are promptly brought to trial upon courts and prosecutors. It prescribed a balancing test in which the conduct of both the prosecutor and the defendant are weighed.

The controversial issue of appropriate consequences for the denial of speedy trial remains largely unsettled. Most states which designate acceptable time periods for bringing a case to trial provide for the release of the defendant upon expiration of such a time limit. The American Bar Association takes the position that "the only effective remedy for denial of speedy trial is absolute and complete discharge." The ABA explains that the right to speedy trial would be meaningless if the prosecution were free to commence prosecution again for the same offense.

Solutions for the court's criminal case backlog problems are by no means simple. At the end of the 1974-1975 court year, over 4,000 cases were pending ranging in age from six months to one year; over 1,200 were 12-18 months old; 493 were 18-24 months old and 576 had been pending for two years or longer. Working within the present manpower and facility constraints faced by the courts, part of the solution to reducing court backlog and, in turn, assuring speedy trials lies in reducing the number of cases requiring trial through methods such as screening, diversion, negotiated guilty pleas or decriminalization of certain crimes. Removing cases by these means would allow more time to be devoted to dealing with defendants charged with violent crimes.

In spite of all the difficulties in establishing a speedy trial requirement, prompt disposition of criminal matters remains a worthwhile goal to achieve. The setting of a time limit, such as 90 days from indictment to trial as recommended by the Governor, would enable the system to measure its success in providing prompt trials, although time limits are unnecessary in defining a defendant's constitutional right to speedy trial. An interim measure aimed at satisfying the public's interest could be the scheduling of cases involving violent crimes on a priority

basis in addition to jail cases, which is the present practice. Regardless of what immediate steps are taken, policy decisions and standards are needed to provide a framework for speedy trial considerations.

Improvement of Judicial Facilities

Courthouses and courtrooms which will meet the future needs of the judicial system are essential to create the proper physical environment for the prompt administration of justice. The unique space requirements of such facilities include proper arrangements for jurors, traffic to and between courtrooms and offices, control of prisoners and so forth.

As part of its overall plan to develop a system and design for a unified and state financed judicial system, the Administrative Office of the Courts is presently surveying all judicial facilities throughout New Jersey. Preliminary reports point out the fact that many of the existing facilities are rapidly deteriorating and can no longer accommodate the growing number of judicial personnel.

In order to prevent future problems in this area, a set of guidelines has to be developed for the benefit of criminal justice and architectural personnel alike, so that the basic needs for court facilities can be documented for future courthouse construction. The National Clearinghouse for Criminal Justice Planning and Architecture has already developed an entire series of monographs on this subject, but further analysis is needed in order to compare those guidelines with presently existing facilities in New Jersey.

Sentence Disparity

Uncertainty and disparity in sentencing is another serious problem facing the Judiciary today. Its effects can be felt throughout the entire criminal justice system. In the courts, appeals based on excessive sentences appeared in 23.52% of all cases filed with the Appellate Division during the 1975-1976 court year. In the correctional community, the task of offender rehabilitation is made more difficult because of negative attitudes and resentment toward sometimes widely disparate sentences. The public also loses confidence in a system which does not deliver even-handed justice.

The Administrative Office of the Courts has developed a program to offer judges assistance in this area. Through the utilization of computerized technology, all matters of record before sentencing judges will be analyzed in order to determine their influence on actual sentencing decisions. However, such a study is only the beginning and effective implementation and expansion of this program is needed to enable the Administrative Office of the Courts to design, test and refine the sentencing

module. Moreover, if the Model Penal Code is enacted, amendments will have to be made. Consideration should also be given to expanding this concept to juvenile cases in order to assist judges in making discretionary decisions at that level as well.

Judicial Information Services

In an effort to facilitate the exchange of information among the various components of the criminal justice system, the Bar and the public, the Administrative Office of the Courts has utilized SLEPA funds to establish a centralized Judicial Information Services Unit. The principal responsibility of this Unit is to assist the Judicial Branch of Government in its effort to promote public understanding of court policy and problems confronting the court system at large.

Specific activities of Judicial Information Services include: assisting the Administrative Director in the preparation and publication of his Annual Report to the Supreme Court; offering assistance on other reports and publications issued to advance the work of the Judiciary; providing internal counseling on matters relating to public impact on operations of the judicial system; coordinating the preparation and issuance of information from the Judicial Branch to the press and ultimately the general public; and serving as staff coordinator to the Supreme Court Committee on Relations with the Media. The need for these activities continues.

Consolidated Pre-trial Services

During 1976, the Administrative Office of the Courts requested and received funding for a Consolidated Pre-trial Services Unit. Under the direction of a Chief of Pre-trial Services, pre-adjudicatory service systems have now been consolidated under a single umbrella-type organizational model. Structurally, the supervisory scope of Pre-trial Services includes: (1) Pre-trial Intervention; (2) Juvenile Intake and Municipal Court Family Dispute Centers; (3) Bail Services; (4) Volunteers in Probation; and (5) Ancillary Probation Legal Assistance.

With the eventual expansion of Pre-trial Services and Juvenile Intake Units to each of New Jersey's 21 counties, the need to coordinate diversionary programs continues.

Probation Training

Through the Office of Probation Training, a variety of on-the-job training courses are available to probation personnel throughout the State. From September 1, 1975 to August 31, 1976, a total of 189 staff members completed orientation courses for newly ap-

pointed probation officers and investigators. An additional 75 officers completed the advanced course in Skills and Methods. Twenty officers completed the Group Counseling Course.

During the year, Probation Officers Orientation Course was revised and expanded to 10 full days with a greater emphasis placed on the enrolled officers' participation. In addition, two on-the-job training workshops were developed: (1) Presentence Investigation Writing (18 officers participated); and (2) Caseload Management (35 officers participated). Research was conducted to implement new courses in Family Crisis Intervention, Prejudicial Conferences Administration and Title IV-D Child Support Act training. In addition to courses conducted at the Probation Training Center, Probation Training sponsored the attendance of probation staff at several institutions, seminars and workshops, including the Summer School of Alcohol Studies at Rutgers and Advanced Training at Rutgers Graduate School of Social Work.

As innovative ideas develop and new people are brought into the system, the need to orient, train and educate highly motivated professionals in the field of probation continues to be essential.

Jury Management and Control

Each year in New Jersey, as well as in other jurisdictions throughout the country, thousands of citizens are called for jury duty. Most have little prior knowledge of their prospective duties and unfortunately many of them return home dissatisfied with the whole experience. One of the chief complaints is that a great deal of juror time is wasted waiting to be called for duty in a particular case. Other areas of dissatisfaction range from total confusion to inadequate juror facilities.

Recognizing this problem, the Law Enforcement Assistance Administration has recently funded a series of projects relative to juror utilization and management. One of these demonstration projects is currently being developed in Middlesex County in order to analyze the needs and shortcomings of the New Jersey system. There will be a need to study the Middlesex experience in terms of its statewide implications and a need to implement its desirable elements.

The need for support of Statewide court activities continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions along with the Administrative Office of the Courts cited this as a need: Gloucester County and Hudson County.

ADJUDICATION — JUVENILE

The adjudication process in the Juvenile and Domestic Relations Court has changed substantially

in the last nine years since the United States Supreme Court decision of *In re Gault*, 387 U.S. 1

(1967) which endowed the juvenile appearing in that court with a number of rights of due process.

Defense and Prosecution

In New Jersey, the Gault decision translated into the provision of counsel, by Court Rule, for those juveniles for whom institutional commitment may result (R. 5:9-1b). These cases are on the "counsel mandatory calendar". The regular appearance of both prosecution and defense counsel in the juvenile court has created a more adversarial environment with the attendant trial procedures.

Both the offices of the Public Defender and the county prosecutor's offices often place their newly admitted attorneys in the Juvenile and Domestic Relations Courts. The overall problem of insufficient numbers of staff personnel extends to juvenile court prosecution and defense capabilities as well. In some instances there may be rotation of attorneys within the office to handle juvenile matters. More specialization has been developed in the juvenile area in some offices. An example is Essex County's Office of the Public Defender where there are a number of staff attorneys who do juvenile work only. The Prosecutors' Association has recommended that one attorney be responsible for juvenile matters in each county office. This problem is discussed more fully under Manpower Development.

The placing of JINS complaints on the "counsel mandatory calendar" might be a contradiction to those who strictly interpret the court rule provision for the designation of counsel. Court Rule 5:9-1(b) permits the court to provide for counsel anytime when in the opinion of the judge the matter "may result in the institutional commitment of the juvenile." The provision of counsel, therefore, apparently turns on the interpretation of "institutional commitment". Some judges understand this to mean a disposition to a State correctional institution only. Others look to any possibility of residential placement outside the home as warranting the protection of counsel. The Governor's Adult and Juvenile Justice Advisory Committee recommends that no juvenile be placed outside the home without representation by counsel.

Detention and Shelter

Approximately 16,000 juveniles were held in either detention or shelter facilities to await a court adjudication in 1976. According to the Task Force on the Juvenile Code, the 1976 figures show that shelter admissions have increased and that although detention admissions have decreased slightly, the lengths of stay have increased. The average stay in both detention and shelter care varies from one day to several months with the longer stays generally attributed to the wait for a Division of Youth and Family Services placement. Juveniles who wait in the facilities pending placement may require intensive treatment. The delay in placing them may aggravate the existing

problems and make the youth more difficult to deal with by the time he or she is finally situated.

As the result of difficulties in placing juveniles, delays in adjudication hearings and perhaps improper screening decisions, some detention facilities have been severely overcrowded. Where ordinarily a single room would have a capacity for two individuals, in some cases three or even four have occupied the same space. This has been alleviated to a certain extent by some counties transferring juveniles to facilities in neighboring counties.

The extent and quality of programming within each facility varies considerably. This is true of both detention and shelter facilities although it is not as variable among shelter programs as standards have been promulgated and implemented to govern activities within these facilities. Although there is a need to monitor the continued implementation of these standards, of particular concern is the need for adequate education programming. There is no clear cut mandate as to whom is responsible for financing and supervising education programs in the temporary facilities as discussed under Legislation. There are also needs for recreation activities, social services and community linkages, particularly for juveniles placed in shelter facilities.

The implementation of detention facility standards accompanied by frequent inspection and assistance to insure that the standards are met is crucial. The Governor's Advisory Committee has set out comprehensive standards for all aspects of detention operations.

The improvement of the quality of services available to juveniles in temporary custody continues to be a high priority for State Law Enforcement Planning Agency funds. It will, therefore, be part of the Annual Action Program under the 1978 Plan. During the last five years projects have been developed in ten of the 18 county juvenile detention facilities.

Under the 1974 Plan, Atlantic County continued its professional staffing grant and Union and Passaic Counties continued their education projects. Also during the 1974 Plan year, Essex County continued its education and recreation programs. Education and volunteer service projects were started in Camden and Gloucester Counties and a social services program began in the Mercer County Detention Facility. Camden, Gloucester, Cumberland and Mercer Counties continued their programs under the 1975 Plans, while the Salem County JINS Shelter enriched its program with an initial grant. In addition, Atlantic County received funds to continue its JINS program initially started with discretionary monies, as well as funds to continue a diagnostic unit within its detention/rehabilitation center. The Somerset County JINS Shelter also received funds to help continue the program.

Under the 1976 Plan the Salem, Atlantic and Somerset shelter projects were continued. Essex,

Monmouth, Passaic, Mercer, Hudson and Middlesex Counties received funds to continue education and social service activities begun through a discretionary award.

Also under the 1976 Plan, Cumberland, Camden, Mercer and Gloucester Counties received continuation grants to improve services and activities within their detention facilities. Monmouth County received an initial grant to improve the educational program in its facility. Also, it was expected that the Division of Youth and Family Services would receive funds to augment a monitoring unit for the inspection of shelter care facilities.

It was anticipated in 1977 that Salem, Essex, Passaic, Monmouth, Hudson and Middlesex Counties would receive funds to continue their shelter projects. Bergen, Ocean, Morris and Cape May Counties would receive initial State Law Enforcement Planning Agency funding to improve the programming within their shelter facilities.

In addition, under the 1977 Plan, Monmouth County continued its detention project with Middlesex and Burlington Counties receiving initial funding to improve services at their detention facilities. Also in 1977 the Division of Youth and Family Services shelter monitoring unit was to be continued.

The State received funds in 1976 and 1977 to provide educational consultation to teachers and superintendents in both detention and shelter facilities. The staff person provides training workshops, technical assistance and publishes a newsletter which incorporates ideas and suggestions for teachers as well as an exchange of information of what teachers are doing in the programs. The continuing lack of programs in some facilities, the variations among services within all facilities along with the special situation of juveniles in a temporary holding situation compel the continuation of this program area to meet these needs.

The above problems and needs are addressed in the Annual Action Program and were cited by the Department of the Public Advocate, Department of Human Services and the following local jurisdictions: Burlington County, Camden County, Gloucester County, Mercer County, Monmouth County and Passaic County.

Diagnostic Reports

Under R. 5:9-8 a judge may order a predisposition report on any adjudicated juvenile. The report has been standardized by the Administrative Office of the Courts and is fairly comprehensive, including family profile, school background, a discussion of prior history and assessment of a juvenile's personality. In many instances a psychological or psychiatric report will be requested also and will be attached to the predisposition document. Many times, however, the psychological or psychiatric report will be couched in technical jargon that is difficult to interpret and will be of little use to the judge in making a dispositional determination.

A study conducted by the State Law Enforcement Planning Agency showed however, that on the whole, judges were satisfied with the diagnostic reports they received. There was a problem, however, where in some counties the court has had to rely on expensive private resources to provide work-ups which are not provided through community mental health centers because other priorities have made the waiting lists too long.

There was a consensus among the judges that the closing of Menlo Park which had been used as an inpatient diagnostic facility had left a gap in the system. There is no current provision which fills the need to have some juveniles diagnosed in a closed setting.

Juvenile Court Caseloads

Between 1967 and 1976 the total number of full-time Juvenile and Domestic Relations Court Judge positions increased from 26 to 30. These positions have been legislated for ten counties. In the remaining 11, judges of the county district or county court sit to hear juvenile matters. During the same period total juvenile complaints filed have increased from 30,000 to over 80,000. About two-thirds of the time of Juvenile and Domestic Relations Court Judges is spent on juvenile matters, the remainder of their time is devoted to domestic relations disputes. The county district court and county court judges sometimes divide their time between juvenile and other judicial matters.

Statistics forwarded by the Juvenile and Domestic Relations Courts to the Administrative Office of the Courts seem to indicate that a very limited amount of time is spent on handling delinquency and JINS matters. (See the accompanying table from the 1975-1976 Annual Report of the Administrative Director of the Courts.) There may be some discrepancy in the number of cases as there evidently was variation in how the different judges defined a "case". However, the tables which are included in the earlier "Resources" section and which show the disposition of delinquency and status complaints show that a total of 49,371 delinquent and 6,055 status complaints were disposed of in 1975-1976 through a court hearing. According to an Administrative Office of the Court official, this would be a more accurate count of cases.

A possible shortage of juvenile judges is indicated in several counties where juveniles spend long periods of time in detention awaiting their adjudication hearings as opposed to the population who are awaiting placement by the Division of Youth and Family Services. Also, possibly due to the insufficient number of judges, in some counties preliminary detention and shelter hearings which are mandated for the next morning after holding, are not held for 24 hours or more, particularly if the juvenile is taken into custody during the weekend. There needs to be further study of the possible need for more full-time judges to hear juvenile matters.

PROCEEDINGS IN THE JUVENILE AND DOMESTIC RELATIONS COURTS
JUVENILE DELINQUENT COMPLAINTS AND JUVENILES IN NEED OF SUPERVISION ("JINS")
September 1, 1975 to August 31, 1976

County	Juvenile Delinquent Complaints						Total Juvenile Delinquent Bench Hours	Juvenile in Need of Supervision ("JINS")						Total "JINS" Bench Hours	Combined Juvenile Delinquent and "JINS" Bench Hours	Combined Juvenile Delinquent and "JINS" Bench Hours
	Preliminary & Detention Hearings		Dispositional Hearings					Preliminary & Detention Hearings		Dispositional Hearings						
			Representation by Counsel Mandatory		Representation by Counsel Not Mandatory					Representation by Counsel Mandatory		Representation by Counsel Not Mandatory				
Cases	Bench Hours	Cases	Bench Hours	Cases	Bench Hours	Cases	Bench Hours	Cases	Bench Hours	Cases	Bench Hours	Cases	Bench Hours			
Atlantic	705	79.6	844	212.0	1,327	228.8	520.4	455	52.7	64	25.7	287	66.7	145.1	665.5	610.1
Bergen	678	189.5	1,005	466.1	2,217	523.5	1,179.1	456	101.9	208	91.5	691	181.2	374.6	1,553.7	1,682.6
Burlington	927	120.1	1,419	285.8	1,033	178.8	584.7	544	66.6	37	8.4	72	10.6	85.6	670.3	788.8
Camden	1,369	318.6	985	372.0	598	153.8	844.4	218	51.7	38	14.2	322	95.0	160.9	1,005.3	1,120.4
Cape May	1,016	140.0	519	99.6	245	17.8	257.4	40	2.8	1	0.2	3	0.2	3.2	260.6	246.9
Cumberland	858	107.7	768	303.7	1,925	267.6	679.0	133	17.4	7	1.3	51	10.1	28.8	707.8	782.1
Essex	2,952	627.8	12,708	3,150.2	1,443	359.7	4,137.7	77	18.8	256	47.0	132	26.9	92.7	4,230.4	4,584.8
Gloucester	423	130.7	748	343.1	612	139.6	613.4	189	66.0	42	17.8	193	50.2	134.0	747.4	1,787.1
Hudson	1,354	223.0	6,098	1,032.0	3,190	501.0	1,756.0	606	86.7	48	10.2	114	17.5	114.4	1,870.4	1,801.6
Hunterdon	116	43.6	319	75.3	99	24.6	143.5	3	0.4	0	0.0	0	0.0	0.4	143.9	162.5
Mercer	2,402	334.0	1,641	194.1	1,739	282.6	810.7	496	81.5	42	8.7	203	48.7	138.9	949.6	1,187.3
Middlesex	1,172	205.0	1,096	689.0	3,505	952.9	1,846.9	298	49.6	0	0.0	3	0.7	50.3	1,897.2	1,849.5
Monmouth	3,219	225.9	925	371.9	4,154	732.3	1,330.1	412	61.6	2	0.4	161	37.9	99.9	1,430.0	1,773.1
Morris	211	55.3	542	223.0	351	101.5	379.8	86	16.5	97	28.3	160	37.8	82.6	462.4	542.9
Ocean	290	58.7	215	91.5	1,184	295.7	445.9	121	19.6	4	1.5	61	12.9	34.0	479.9	612.2
Passaic	730	64.6	3,959	353.6	1,975	161.6	579.8	107	15.9	203	23.5	432	44.4	83.8	663.6	1,019.8
Salem	256	44.4	267	86.5	247	35.5	166.4	88	19.4	47	13.5	92	10.3	43.2	209.6	182.4
Somerset	96	23.5	774	217.0	874	141.1	381.6	8	3.1	146	30.1	56	10.4	43.6	425.2	529.9
Sussex	99	38.1	127	51.2	387	94.2	183.5	6	2.1	26	8.5	100	25.0	35.6	219.1	258.2
Union	959	182.2	3,253	1,124.3	2,087	356.4	1,662.9	321	76.3	119	47.2	109	22.1	145.6	1,808.5	1,932.3
Warren	378	68.2	504	106.4	344	56.8	231.4	16	3.7	2	0.4	19	5.0	9.1	240.5	235.3
TOTAL	20,210	3,280.5	38,716	9,848.3	29,536	5,605.8	18,734.6	4,680	814.3	1,389	378.4	3,261	713.6	1,906.3	20,640.9	--
TOTAL 1 YEAR AGO	23,021	3,583.1	37,685	10,170.2	39,847	7,358.8	21,112.1	5,900	1,006.3	1,871	470.9	5,587	1,100.5	2,577.7	23,689.8	23,689.8

Source: Weekly reports of the Judges.

D. INSTITUTIONAL AND NON-INSTITUTIONAL REHABILITATION

INSTITUTIONAL REHABILITATION

Following adjudication, efforts to rehabilitate constitute the next step in the processing of a convicted offender. One alternative type of criminal rehabilitation presently used within our society is "institutional rehabilitation."

As a result of poor conditions, out-dated operational procedures and facilities and inmate violence in correctional institutions, a mutual feeling has evolved on the part of prison authorities and inmates that a review of correctional standards in the institutions is needed. Restrictions placed on inmates must be fair, humane and promote responsible use of rights under the law while providing a nonviolent and corrective atmosphere.

There are few effective treatment projects for drug addicts, chronic alcoholics and other such special offenders within correctional institutions. Many of these offenders spend time in correctional institutions and are released with the same problems that caused them to enter the institution in the first place.

Within detention and correctional institutions, a process of contamination occurs through which first offenders become more knowledgeable about the specifics of criminal activity and may be further drawn toward developing a criminal mentality by association with habitual offenders.

Local Corrections Programming

The local jails face critical problems of overcrowding and inadequate physical facilities. In addition, the jails operate with staffs that are too small and without sufficient professional training.

The local correctional facilities face a number of unique problems—many of which stem from the special character of the inmate population. There is a diversity in the seriousness of the offenses committed as well as the age and sex of the population. Both those individuals who are awaiting trial and those who have been convicted are housed in the facilities. Since space in the jails is often in short supply, it is impossible to separate the various offenders.

Because of its diversity, the inmate population in local jails requires a wide range of services. These services are lacking in a number of the jails. For example, the Burlington County Jail does not have a social service component. Between 1968 and 1975, the jail's average daily population rose 84%, thus making the need for such services acute.

Camden County has expressed a need for educational and vocational testing for inmates. Currently, there is no vocational or educational needs assessment of the inmate population, which Camden County feels severely impedes the inmate upon release and attempted reintegration into the community. With the aid of diagnostic evaluation and counseling, the inmate has a better idea of the way in which he may benefit from his various occupational skills or educational background upon release.

The Cumberland County Jail has no system to provide counseling, referral services, vocational/educational programs or classification services to inmates.

The State Law Enforcement Planning Agency, in addressing the problems of the local correctional facilities, has focused on the need for modernization of management philosophy and techniques and improvement of the decision-making process through classification of inmates. It became evident that there was a great necessity for assessment of existing programs to meet these needs, and a screening/selection process to ensure that the inmates' identifiable needs would be met either through service programs available within the institution or external programs operated by community agencies. Two additional elements included the development of service delivery programs and an evaluation design to provide data for administrative decision-making and building model jail programs.

Further Agency efforts increased planning in local corrections through the funding of applications which also included a capacity to develop a jail population management program. This activity is an initial step toward "total system planning" and provides the jail administrators and criminal justice planners with information needed for designing jail projects. Agency attention has also been given to the initiation of a family counseling program as a component of total jail programs.

The cumulative effect of the Agency's planning in this area from 1972 through 1976 has been the establishment of programs for the improved handling of defendants and sentenced inmates in 15 of the State's 21 counties. Agency efforts will continue to be focused on the development of the jail administrator's capacity to manage effectively the services and programs in the local institutions. Classification systems must be developed as a first step toward initiating programs in the remainder of the State.

The need for local corrections programming continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed through the utilization of previous years' funds as well

as in the Annual Action Program. The following local jurisdictions cited this as a need: Monmouth County, Middlesex County, Essex County, Somerset County, Gloucester County, Cumberland County, Camden City/County and Burlington County.

Renovation and Construction of Jail Facilities

A serious hindrance to the successful operation of rehabilitation efforts in the county jail is the potentially dangerous problem of overcrowding. As the inmate population increases, relations between inmates and security officers becomes strained and feelings of tension increase. In addition, inmates who have committed lesser offenses are forced into contact with those considered "hard-core", which may contribute to recidivism.

Renovation of existing facilities as well as new construction is needed to increase jail capacity and alleviate problems associated with insufficient space in the facilities.

This problem was cited by the following local jurisdictions: East Orange, Ocean County, Passaic County and Morris County.

State Correctional Support Programs

The rapidly changing nature of modern corrections has created a myriad of problems for correctional administrators and a need for projects designed to develop and test new procedures, provide compliance with court mandates and establish planning and evaluation capabilities.

The State Law Enforcement Planning Agency has utilized the concept of pilot project funding as a method of reaching problems as they arise in the institutions. There is a continuing need to test projects which may be assimilated as part of an overall program to improve the quality of support services in the institutional facilities.

Disciplinary Hearings for Inmates

Recent court decisions, *Wolff v. McDonnell* in 1974, which indicated the inmates charged with serious misconduct require certain due process protections, and *Avant v. Clifford*, which mandates that the inmate must be guaranteed a hearing before an impartial committee or hearing officer, brought to the forefront the problem of creating a viable disciplinary hearing mechanism that would ensure the constitutional and statutory rights of inmates. The State Law Enforcement Planning Agency initiated a disciplinary hearing project in response to the problem. More than 2,000 hearings have been held at two of the prisons which have created disciplinary committees.

Legal Services for Inmates

There are approximately 6,000 individuals incarcerated in State penal and correctional institutions. Among these prisoners, numerous legal problems relating to conviction, confinement and civil problems exist. As legal problems remain unresolved, inmate anxieties are aggravated, institutional tension is increased and hostile attitudes toward the institution, the courts and the criminal justice process result. In addressing this problem, the State Law Enforcement Planning Agency implemented a legal information station at the Rahway State Prison which handles more than 600 cases per year.

Inmate Advocacy

There are presently approximately 4,500 inmates in county facilities with sentences ranging up to a year, while 3,500 inmates in municipal facilities have been incarcerated for a period of one day to one month. Conditions in these facilities are generally poor. The State Office of Inmate Advocacy has determined the following areas to be the more serious in terms of percentage of complaints received and their uniformity throughout the State in county facilities: medical care, First Amendment rights, physical conditions, discipline, brutality and psychiatric treatment. As a followup to the complaint, an investigation takes place and a report is issued to the appropriate county officials.

The State Law Enforcement Planning Agency provided the funding to establish the pilot program which has and will continue to determine the magnitude of the need of county and municipal inmates for legal aid and, where possible, aid in bringing about settlement regarding harmful practices. The project maintains a liaison with the jail inspection team of the Department of Corrections.

Youthful Offender Parole Revocation

In 1972, in the case of *Morrissey v. Brewer*, the Supreme Court mandated the right of due process for State prison parolees. Prior to this mandate, alleged parole violators were not afforded counsel at their final parole revocation hearings. As a result of representation on an experimental basis by public defenders at the youth correctional complex, it was found that the hearings at the reformatories are more than twice as numerous as those held at the State Prisons. Thus, youthful parole violators are seen by the Public Defender's Office to be in need of these services as much as the State Prison inmates.

In order to insure that every youthful alleged parole violator would have proper counsel and could present a competent defense, the State Law Enforcement Planning Agency has initiated a project for the development of statewide youthful offender parole revoca-

tion representation. In Fiscal Year 1976, representation services were provided for more than 650 parolees at the reformatory level.

The development of state correctional support programs continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed through the utilization of previous years' funds as well as in the Annual Action Program. The Department of the Public Advocate cited this as a need.

State Correctional Education Programs

The majority of inmates in the State correctional system have been identified as lacking the requisite academic and vocational educational levels that would enable them to compete effectively for jobs upon release. This is exemplified by the following chart which outlines the average reading skills for each of the correctional institutions:

Institution	Average Reading Level	Age Range of Population
Training School—Skillman	4.8	9-13
Training School—Jamesburg	4.8	12-18
Correctional Institution—Annandale	4.2	15-30
Correctional Institution—Bordentown	5.2	15-30
Correctional Institution—Clinton	5.6	16+
Yardville Youth Reception Center	6.0	15-30
Rahway State Prison	6.5	18+
Trenton State Prison	4.2	18+
Leesburg State Farm	7.0	18+
Adult Diagnostic Treatment Center	4.6	18+

Data obtained from the Evening Vocational Counseling Program study, funded by the Department of Health, Education and Welfare, indicate that the vast majority of the inmate population is either unskilled or semi-skilled. Most inmates have held one job for an average of less than six months and have been transient employees. The factors of academic underachievement, vocational skill deficiencies and poor motivation for employment interact and contribute to this transitory pattern of employment.

In order to combat this problem, it is necessary to devise and implement programs in academic and vocational education that are relevant to each inmate, that are not limited to traditional methods or materials, that develop mental processes and that are taught in a highly specialized manner.

Since 1972, the Garden State School District has developed, with the support of the State Law Enforcement Planning Agency, programs with the major goal of returning offenders to the community with sufficient skills to enable them to survive economically

and socially. Efforts have been made to improve institutional education programs in the following general areas:

1. Development of testing, evaluation and prescriptive capabilities;
2. Establishment of Adult Basic Education Programs, via learning centers;
3. Development of vocational education programs in all institutions;
4. Establishment of support service programs in counseling, evaluation and appraisal;
5. Establishment of a higher education master plan and guidelines; and
6. Development of inmate placement system.

The School District has established programs reflecting all six areas in each of the State Correctional Institutions.

During the 1975-76 school year, 1,155 inmates were enrolled in adult basic education programs. Statistics reveal that, within a six month period of enrollment, inmates are able to gain growth competencies of 7.0 to 9.0, as measured by a standardized achievement test. In the area of General Educational Development (G.E.D.), 1,000 inmates have been enrolled in classes. Of this group, 63% have successfully completed the high school equivalency examination.

State Law Enforcement Planning Agency funds have been utilized to train inmates in 11 areas of vocational education. Two mobile trailers have made it possible to provide training in small engine repair and auto mechanics. Medical-surgical technicians training has been implemented within the three State prisons. The vocational careers program offers a total vocational training series for inmates at the Bordentown Reformatory. Counseling, assessing vocational aptitude, training and placement are the primary components of the program.

In all of the vocational training series, the School District trained more than 2,000 inmates during the 1975-76 Fiscal Year in at least entry level skills. Nearly 50% of the inmates enrolled in these programs have received certificates of completion.

The continuous assessment program has been implemented in the reformatories and prisons, for the purpose of providing program placement assessment and follow-up counseling sessions.

The paraprofessional program, developed on the premise that many inmates have specific skills and talents which can be utilized both for their own personal benefit and for the benefit of other inmates, has proven to be successful. Selected inmates are placed in positions of teacher aide, library aide, clerical aide, job developer and research assistant in the institutions. There are presently over 150 inmate paraprofessionals.

Library services have been provided to all correctional institutions through Agency funding. A coor-

dinator position was established to further organize and develop a comprehensive program enabling the School District to utilize existing audio-visual equipment to its fullest potential and assist librarians, teachers and other institutional staff in developing needed audio-visual programs.

The Learning Evaluation and Remediation Negates Educational Disabilities project (Project LEARNED) provides a program of diagnosis/prognosis for an estimated 72% of the inmate population of the reformatories and training schools who have learning disabilities. The program also provides training for the teachers in the institutions who lack competency in techniques of individualized instruction. Approximately 2,270 inmates are included in the client population for program services.

The Garden State School District was evaluated in July, 1976, in terms of its overall effectiveness during its first three years of operation. This evaluation addressed specific program areas in terms of impact on inmates. School District Central Office program management, communications, and administrative organization were examined fiscally and programmatically. In general, the evaluation revealed that the School District has made a considerable impact on institutional education programs.

However, there is a necessity to continue efforts to address the educational and skill deficiencies of inmates, and to continue to research and evaluate all Garden State School District programs to determine effectiveness. The projects need to be evaluated in terms of impact on the inmates, appropriateness of objectives and need for project continuation or improvement.

The need for correctional education programs continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following State Agencies cited this as a need: the Department of Corrections and the Department of Education.

State Correctional Treatment Programs

On April 15, 1975, there were 5,647 inmates in the Prison Complex, the Youth Correction Institutions and the Correctional Institution for Women. Of this group, 2,186 or 39% had a history of heroin use, 476 or eight percent had a history of other drug use, and 1,190 or 21% had an alcohol problem. In the prisons, 38% had a history of heroin use, nine percent had a history of other drug use and 23% had an alcohol problem. In the Youth Correctional Institutions, 41% had a history of heroin use, five percent had a history of other drug use and 19% had an alcohol problem. In the Correctional Institution for Women, 28% had a history of heroin use, 28% had a history of other drug use and 16% had an alcohol problem.

Special Offender Treatment Teams

The initial response to this problem by the State Law Enforcement Planning Agency was, in a program developed in 1974, the creation of special offender treatment teams to provide a wider range of services to inmates, including the drug and alcohol abusing, recalcitrant and emotionally disturbed inmate population.

As of June 30, 1975, special offender treatment teams were functioning in each of the three State prisons and at Clinton. During the period from January 1975 to January 1976, a total of 36,000 client contacts for all forms of treatment were made.

Community Treatment Services

In the 1975 Plan, the State Law Enforcement Planning Agency placed further emphasis on treatment team pre-release referral of offenders to community treatment programs. However, there have been problems with developing a smooth process of referral. A project entitled "Community Treatment Services" (CTS) was funded to improve the quality of diagnostic release planning and assessment services and follow-up information available to releasing authorities. For the period from July 1, 1976 through December 31, 1976, 294 assessments were submitted to the State Parole Board. During this same period, 83 inmates for whom CTS recommended treatment were released. Approximately 83% of these individuals actually entered a community-based drug treatment program.

Administrative Segregation

As an expansion of the State correctional treatment program, the 1977 Plan included a program specifically designed for inmates assigned to administrative segregation units. The program contains elements of education, treatment and social work applicable to inmates who must be handled on a one-to-one basis.

The Vroom Readjustment Unit (VRU) houses inmates with special problems who require a high level of custodial supervision. Three groups are served by this facility: protective custody cases; members of Muslim sects who are being isolated for their own protection; and administrative segregation cases.

Of the 80 individuals housed in the VRU, 66% are incarcerated for charges of assault and battery or murder, 19% for charges of armed robbery, nine percent for property and drug offenses and six percent for sexual offenses. In reviewing special problem areas, it has been determined that 83% have assaultive history prior to incarceration, 46% have a history of heroin use, five percent have a history of alcohol abuse and 43% have a history of psychiatric hospitalizations.

The nature of the problems of these inmates as

well as the physical restrictions of the building seriously impede the provision of services to the population, thus making the need for further development of specialized treatment services crucial.

Classification Systems

Classification systems to use as a basis for determining the psychological state, the degree of supervision required and the type of housing and program participation best suited for the inmate are not adequate in the adult correctional institutions. With an average caseload of 110 inmates per social worker, the social worker spends approximately 39% of work-time in direct contact with inmates and 61% of

work-time in follow-up and other administrative activities. The 39% of time spent in direct contact reflects 15% of time in counseling activities and 24% of time in responding to regular institutional problems experienced by inmates. These demands on the social workers' time prevent them from adequately providing services in the area of classification counseling.

The need for correctional treatment programs continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed through the utilization of previous years' funds as well as in the Annual Action Program. The Department of Corrections cited this as a need.

INSTITUTIONAL REHABILITATION — JUVENILE

A very small percentage of juveniles who are adjudicated delinquent are sent to correctional institutions as in 1975 this was three percent. However, based on preliminary 1976 figures, the percentage appears to be rising.

Separation of Juvenile and Adult Populations

Approximately 400 juveniles at any one time are mixed with adults up to age 30 in the Youth Correctional Institutional Complex and with adults of all ages at the Correctional Institution for Women. There is complete contact in all aspects of the incarceration experience. New Jersey has chosen to accept funds under the Juvenile Justice and Delinquency Prevention Act which requires that juveniles must not have regular physical contact with adults who have been charged or convicted of criminal offenses and who are in correctional facilities. To meet the mandate of the Act, the Department of Corrections has established a three year timetable projected to conclude December 31, 1979 during the course of which projects will be established to accommodate juveniles who must be separated from adult offenders.

As this is one of the requirements of the Juvenile Justice and Delinquency Prevention Act as well as recognized to be an important step in providing specialized services to juveniles, the State Law Enforcement Planning Agency has established a program area to support activities to achieve the goal of separation. A specific program area makes available Juvenile Justice and Delinquency Prevention Act funds to the Department of Corrections to implement the plan for separation. A Youth Administrative Unit has been working to develop applications for residential and non-residential projects for this purpose.

It was anticipated that during Plan Year 1976 that at least two residential projects and a specialized parole project would be created to accommodate

approximately 120 youngsters who would ordinarily have been incarcerated with adults in the Youth Correctional Institutional Complex. Through the 1977 Plan Year, several additional residential facilities are to be established to accommodate an additional group of juveniles.

A unit under the Commissioner of the Department of Corrections was initiated with 1976 funds to monitor the implementation of the separation in accordance with the timetable and plan. This group also insures that the deinstitutionalization of status offenders continues. Deinstitutionalization is a mandate of the Juvenile Justice and Delinquency Prevention Act but it was legislated in New Jersey prior to the Federal Act's passage.

Specialized Treatment

Within some correctional institutions, both those that incarcerate juveniles as well as those that hold both adult and juvenile populations, one of the primary problems is the lack of differentiated services which are available to the juveniles committed. Offenders confined to the Training Schools at Jamesburg and Skillman and to the Youth Correctional Institution Complex, are exposed to a number of education, social, psychological and other therapeutic services. There have also been a few efforts to devise special programs including one for passive juvenile boys at Jamesburg and as part of the Youth Correctional Institutions Complex two groups for whom the guided group interaction approach is used. But these efforts serve only a fraction of the incarcerated population. On the whole, the juvenile with severe learning handicaps, the sex offender, the mentally retarded juvenile, the violent or psychotic youth receive primarily the same programs.

The development of a wide range of education and social services and treatment methods within the State correctional institutions are needed to meet

the variety of problems and needs of those juveniles. Because of the high incidence of learning problems among juvenile delinquents, innovative education programs should be particularly emphasized. The Garden State School District, within the Department of Education, is responsible for the quality of programming within these facilities and has initiated activities, some with financial support from the State Law Enforcement Planning Agency, to increase the institutions' capacities to enable juveniles to acquire learning skills.

The young women who are committed to the Training School at Jamesburg not only do not have specialized services, but there are insufficient female staff to supervise them. At one point male line officers and kitchen staff were temporarily assigned to the female juveniles. By early 1976, a year and a half after the Training School for Girls closed down, the female population had doubled causing severe overcrowding. The problems prompted hearings by the State Legislature and resulted in a series of recommendations.

The institutional experience can be an isolated one, with little or no preparation for after the juvenile leaves the institution. Ongoing contact with families is not always the case; an exception is at the Training School at Skillman where juveniles may go home weekends. Skillman also provides a variety of differentiated therapeutic services for its population. Each juvenile is carefully screened to determine in which program he will be involved. Each cottage in

which the boys are housed has its own specialized routine and therapeutic approach. Skillman also has a substantial number of volunteers who bring specialized talents into the institution and who assist in activities ranging from tutoring to recreation. Programs such as these should be initiated in every institution for juvenile delinquents.

Classification

In its Juvenile Justice Strategy, the New Jersey Prosecutors' Association points out that there is wide disparity among counties in their use of institutionalization as a disposition. As suggested by the Prosecutors' Association, there is a need to develop uniform standards for the determination of eligibility for institutionalization.

Also, a classification system should exist within the juvenile correctional institutions to insure that juveniles are placed in programs suited to their needs. This system assumes a wide variety of programming and facilities to accommodate the needs.

The Governor's Adult and Juvenile Justice Advisory Committee recommends many of the needs stated above as well as recommending the creation of a separate Division of Juvenile Services within the Department of Corrections which would have liaison services with each juvenile court. The recommendations also specify the nature of social, educational, vocational and health services to be developed within the institutions.

NON-INSTITUTIONAL REHABILITATION

In spite of the increasing awareness of the failure of large, centralized, institutional corrections facilities to, in and of themselves, rehabilitate offenders, insufficient resources have been committed to strengthening present non-institutional programs or to developing new and more effective programs as alternatives to incarceration. Non-institutional rehabilitation should encompass (1) programming which provides alternatives to the use of present large institutions, including residential and non-residential community based projects, (2) programs to facilitate re-entry into the community from institutions which give guidance and support during this difficult adjustment period and, finally, (3) programs which support and enhance rehabilitative efforts begun in other phases of the criminal justice system.

Too little attention has been given to the immediate needs of the individual entering into post-adjudicatory supervision or in the difficult adjustment period of re-entering the community from incarceration. Because of lack of planning for these periods and the paucity of appropriate resources, as well as the lack of coordination with such community resources as are available, such factors as suitable residence,

reconciliation with family and treatment of such basic problems as drug abuse and alcoholism are often neglected.

Post-Adjudicatory and Post-Release Community Services

The most effective form of adult, non-institutional rehabilitation has been the offering of comprehensive vocational services, accompanied by necessary counseling, treatment and other supportive social services, both to post-adjudicatory and post-institutional offenders. In the past, however, these efforts on the local community level have been fragmented, not coordinated with the few community resources available and poorly funded in both the private and public sectors. For example, job development attempts have often been repetitive or competitive, rather than coordinated throughout the entire system. When blocked from earning legitimate money an ex-offender is likely to return to crime as a source of income. In Newark, for example, each year the State correctional institutions release approximately 800 ex-offenders back to the city. Fifty-eight percent are

unskilled or semi-skilled and 90% are recidivists. The average number of Newark parolees is 1,400 per year. The Newark District Parole Office estimates that over 300 are unemployed, serious offenders. The Essex County Corrections Center returns over 600 offenders to Newark each year; of these, at least 25% are unable to obtain employment. There are over 600 adult probationers in Newark, with a recidivism rate of 1.04 arrests per year per person, accompanied by a high unemployment rate.

In Passaic County, statistics reveal that over the last three years an average of 1,200-1,400 adults were placed under probation supervision by the courts while county jail commitments have been in excess of 6,000 over the same period. State institutional commitments have averaged 435 per year. In Burlington County, approximately 1,200 to 1,300 adult offenders are under active community supervision of probation and parole agencies at any given time. This situation persists throughout the State. Of the total parole population (8,397 as of December 31, 1976) approximately 45% are employed, 25% are unemployed and 30% are unemployable. As mechanisms that permit pre-trial release are increasingly utilized, as well as placement on probation and institutional pre-release for work, study, or family care, the number of potential clients needing assistance has increased to nearly 40,000.

In response to the need for identifying those jobs and vocational counseling and evaluative activities which have proven impact and providing this information to the socially and economically disadvantaged offender, the State Law Enforcement Planning Agency has established a comprehensive program to improve assistance to this population.

Manpower Service Centers

This program has assisted in the rehabilitation of the ex-offender through the improvement of the adequacy and functioning of manpower service delivery programs. The goals have been to: provide access to vocational/educational programs for the offender, ex-offender and ex-drug addict; identify those factors which have an impact on the special needs of the client group; provide the machinery for a comprehensive, coordinated manpower program; and increase the level of community involvement in assisting the ex-offender. The vocational service center was implemented to maximize employment assistance to offenders and reduce duplication of effort and costs. A direct benefit of the vocational service center program for the local jurisdiction is an improved capability to manage its ex-offender service delivery program. The State Law Enforcement Planning Agency encourages the participation of the various governmental and private agencies providing offender assistance within a county or local jurisdiction

in the development of a comprehensive service delivery program.

Community Resource Specialists

This program was designed to place community resource specialists in all nine district parole offices to assist parole officers by acting as liaison with community resource agencies, administering the emergency mini-grant program and locating (and providing if necessary) academic and vocational training slots for parolees. In Fiscal Year 1976, the total amount of funds made available for the issuance of mini-grants (up to \$25 per grant) for such purposes as emergency food, shelter and transportation for inmates having served their maximum sentences was \$15,000. A total of \$24,000 was made available to purchase vocational and educational training for parole clients.

Parole Manpower Vocational Service Center

In 1976, the State Law Enforcement Planning Agency developed a manpower service center program design in which a MSC unit would be established within selected district parole offices as an expansion of the activities conducted by the parole resource specialist. The Parole Manpower Vocational Service Center program is an alternative attempt to avoid the common problems associated with prior attempts to establish manpower services as an integral part of the criminal justice system. For example, establishing credibility with the system as a "brother" agency has been an insurmountable obstacle to prior project development. The local projects have been unable to obtain funding on their level and to develop cooperative agreements among the various service agencies. In addition, local-based programs result in duplicity of effort because of client mobility (geographically as well as within the segments of the criminal justice system). The Parole Manpower Vocational Service Center program makes use of the district parole offices which presently have the responsibility of ensuring the provision of manpower services to parolees. These offices have in their favor the benefits of an existing statewide administrative structure and established lines of communication within as well as with other agencies.

The need for community programs to assist adult offenders and releasees continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed through the utilization of previous years' funds as well as in the Annual Action Program. The following local jurisdictions and State Agencies cited this as a need: Monmouth County, Passaic County, Somerset County, Gloucester County, Cumberland County, Atlantic City/County, Union County, Burlington County, Plainfield, Newark and the Department of Corrections.

Community-Based Facilities and Programs as Alternatives to Incarceration

Post-Adjudicatory

The problem of severe over-crowding in the State's correctional institutions, coupled with the failure of these institutions to rehabilitate successfully the offender, has made the development of community-based correctional facilities a crucial need. The community-based center provides the court with an alternative to incarceration for those non-dangerous offenders who are better served by remaining in the community, where family ties may remain unbroken and the opportunity for offender re-integration into the community is increased.

Funding efforts of the State Law Enforcement Planning Agency have made possible the establishment of residential juvenile treatment facilities, under the direction of the Department of Corrections, which provide the court with an alternative to sentencing the 14-16 year old male juvenile delinquent to the Training School for Boys. Three juvenile treatment centers reached operational status through the utilization of Agency funds. Located in Camden, Paterson and Plainfield, the centers serve Camden, Passaic, Union, Middlesex and Somerset Counties. The centers offer guided group interaction, individual counseling and casework services, vocational guidance, family counseling and remedial education programs.

Post Institutional

Studies indicate that one of the major aggravating factors in the problem of recidivism is the initial release period of an ex-offender. Financial insolvency, educational/skill deficits and family or peer identity problems precipitate severe tensions and make adjustment to a socially acceptable, productive life style difficult. The State Law Enforcement Planning Agency has responded to this problem through the creation of the adult pre-release service center which attempts to bridge the gap between the structured prison experience and the problems of life on the streets. Center activities include "half-way out" pre-release testing for inmates who need a more highly structured program than routing parole supervision; a residential setting for work release, academic and vocational training release, furlough release and release for referral to community agencies for out-patient medical, dental, psychological and other treatment services; individual and group counseling; maintenance of a job bank; and client follow-up.

New Jersey P.L. 1969, c.22, as amended by State Assembly bills No. 3239 and No. 3291, recognized

the need for providing pre-parole rehabilitative work opportunities for inmates of State correctional institutions and authorized the Commissioner of Corrections to designate as a place of confinement any suitable community-based residential treatment facility providing for the care, custody, subsistence, education, training and welfare of inmates. The authorization specifically included placement within private, non-profit community-based centers. This provision was primarily intended to afford the female offender the opportunity for graduated re-entry into the community. Resources currently available house only males which means that none of the 230 females on minimum custody could be placed in existing facilities. This type of activity also is a possible solution to the overcrowding in the correctional institutions. There are currently 5,100 standard bed spaces in the State's correctional institutions. It is estimated that by continuing existing sentencing patterns, an additional 2,434 bed spaces will be needed by 1980. As of January, 1977 there were 6,465 inmates housed in correctional institutions administered by the N.J. Department of Corrections. Of this population, 4,122 are on maximum or medium custody, 466 are housed in the training schools and the remaining 1,877 are on minimum custody. When compared to a previous count taken in May, 1976 (5,630), an increase in population of 835 in an eight month period is evident. Several hundred inmates sentenced to State institutions are being held in county facilities awaiting placement. At the present time, approximately 700 State Correctional Institution inmates are close enough to their release date to qualify for community placement. The State Law Enforcement Planning Agency is making provisions for purchasing the services of such residential community resource programs.

The need for community-based facilities and programs as alternatives to incarceration continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed through the utilization of previous years' funds as well as in the Annual Action Program. The following local jurisdictions and State Agencies cited this as a need: Passaic County, Cumberland County, Atlantic City/County, Hudson County and the Department of Corrections.

PAROLE

Decision-Making

The New Jersey State Parole Board is composed of a chairman and two associate members who are

responsible for deciding individual cases and formulating paroling policy. The Board has jurisdiction over inmates in the State Prison Complex, and also over persons serving sentences of one year or more in the county correctional facilities of Essex, Hudson, Middlesex and Mercer counties.

The Board considers, on the average, 2,500 cases per year. There are three decision options in the paroling process: an inmate may be granted parole, scheduled for a rehearing or required to serve the maximum sentence, less commutation time, without further parole consideration.

In August, 1975, the State Office of Fiscal Affairs, in a "Program Analysis of the New Jersey Parole System", stated that an examination of the State Parole Board's decision-making process reveals that the Board does not have specific criteria or standards for parole decision-making, resulting in a process which is neither objective nor accountable. The Office recommended that, in order to ensure rational, equitable parole decisions, the Board must establish criteria to provide standards for the Board and the potential parolee and serve as a more adequate means for evaluating parole decisions against the objectives of the State Parole System.

The State Parole Board is working toward development of an operational guideline for parole decision-making. The proposed tentative guidelines will articulate a rational and equitable parole decision-making process. The guidelines are based on research conducted by the Criminal Justice Research Center, Inc. regarding the State Parole Board. The work completed outlines how the proposed guidelines should be implemented and suggests a course of action for completion of final guidelines. There is a need for the State Parole Board to continue work on the guidelines with a view toward implementation.

Sentencing

Sentencing policy usually implies parole policy. At one extreme, indeterminate sentences rely heavily on release decisions while, at the other extreme, uniform, determinate sentencing requires no decision-making at the time of release. New Jersey has traditionally taken an intermediate position in which a sentence is usually expressed as a range of time, the judge is required to justify the sentencing decision and the discretion of the Parole Board is relied upon for an early release decision. This position renders the need for an objective, legally defensible parole decision-making process even more critical.

In recent years, there has been much dialogue concerning sentencing philosophies and the importance of parole. The federal government is considering the elimination of parole. In New Jersey, the Special Study Committee on Parole Reform of the

New Jersey Association on Correction would limit the discretion of the Parole Board by presuming offenders who are eligible for parole are releasable unless shown otherwise (presumptive parole), thus putting the burden of proof on the Parole Board. The Correctional Master Plan Policy Council also recommended reducing discretion in parole release by the adoption of presumptive parole at first eligibility, thus emphasizing the reintegration of the offender into society. The Council also recommended that least restrictive sentencing be used, with incarceration seen as the last resort when no other alternative will suffice.

Supervision

The Bureau of Parole employs approximately 300 people, of whom about two-thirds are professionals and the remaining third are paraprofessional and clerical employees. There are nine district parole offices to which parolee assignments are made on a strict geographical basis. This system does not take into consideration the need to achieve the best match of parolee needs with parole officer skills and qualifications. In an attempt to ameliorate this problem, a team approach, including three to four officers per team, is utilized in some districts.

The workload of parole staff is generally defined in terms of caseload ratios. In 1975, caseloads of officers ranged from 45 to 76. In addition to case supervision, parole officers must complete many reports. In State FY1975, an overburdening 59,254 written reports were completed by parole officers. This workload constitutes a severe strain on Bureau of Parole resources (The National Council on Crime and Delinquency, for example, recommends a caseload of 35 parolees per officer).

The Agency has funded a number of projects to support the parole service function in the State. Specialized caseloads were funded dealing with narcotics users and inmates released at the expiration of their maximum term. Although the latter were not part of the parole population, they were deemed to need special assistance in re-orienting to community life. Later, a staff person, specializing in community resources and not directly responsible for a caseload, was added to each district office to help all parole officers in each district secure community services for clients.

In addition, a volunteer legal assistance program (VIPP) was funded to serve the legal needs of parolees. The Agency-funded manpower service centers also provide services to parolees.

The problems associated with improvement of parole decision-making and services were cited by the State Parole Board and the Department of Corrections.

NON-INSTITUTIONAL REHABILITATION — JUVENILE

Non-institutional rehabilitation resources available to the adjudicated juvenile include residential and non-residential services provided through the Division of Youth and Family Services; straight probation supervision or probation services coupled with a condition of participation in a residential program run by the Department of Corrections or involvement in some community service and parole supervision.

Probation

Probation supervision is the most common disposition utilized by the judge of the Juvenile and Domestic Relations Court. During the period September 1975 to August 1976 almost one-third of the adjudicated juveniles were placed on probation. Despite the obvious importance of probation as a juvenile court disposition, many probation departments have insufficient resources to deal with the demands made upon them. Many departments have insufficient numbers of personnel to supervise probationers and are unable to provide ongoing specialized services including counseling and job training to youth.

As with many juveniles who become involved with the criminal justice system, probationers may often have family problems which could further compound the difficulties which initially brought them before the court. Family counseling services are needed as part of the rehabilitation process. However, for the most part these services are not available. Likewise, a need exists for additional social and psychological resources because the present networks for assisting those with problems such as alcoholism, drug addiction and mental illness or inadequate housing, poor health and unemployment are greatly strained. Very often the services which are available in the community are rather limited and those which do exist are generally not accessible to juveniles on probation.

Thus, the probation officer's role is a complex one. Probation officers must supervise probationers and attempt to provide the individualized services to meet particular problems. They are also very much involved in preparing and writing disposition reports to assist juvenile court judges in making appropriate dispositions. Caseloads are high, affecting the quality of both the supervision and predisposition investigation responsibilities of probation officers. Caseloads range, in general, from approximately 50 to over 80 juveniles for each officer, depending on the county. During Court Year 1975-1976 the number of predisposition reports completed numbered 7,270.

Because of the importance of probation, many attempts have been made to make services readily

available to probationers. This has been done through the development of projects for volunteers in probation, specialized caseloads and the development of educational and vocational resources within probation departments. The State Law Enforcement Planning Agency has recognized this area as a high priority through its program area Improvement of Juvenile Probation Services. Projects funded in 1976 included a program which provided training in the form of group workshops for the parents of juvenile offenders in Bergen County; a program for juveniles on probation ordered to receive psychological and/or psychiatric treatment in Burlington County, Somerset County and Ocean County; Camden County implemented a program which provides counseling, educational services and job placement for juvenile probationers; Cumberland County continued a program which provided counseling and supportive services to families through the county probation department.

Funding has also been available for volunteers in probation programs. Citizen volunteers have been trained and utilized to counsel juvenile probationers in order to add support to the probation caseload. Nineteen counties presently have volunteers in probation projects and 14 of these counties have received or are presently receiving State Law Enforcement Planning Agency funds. Twelve of these programs which were implemented with State Law Enforcement Planning Agency funds have been continued and are presently functioning with funds from the respective counties. The remaining two programs are operating with continuation grants from the State Law Enforcement Planning Agency.

Community Facilities

The Department of Corrections runs several community treatment centers. Judges may place juveniles in these programs as a condition of probation. Four conform to the guided group interaction model of therapy and have very selective admission criteria. The other three centers offer services to the 14-16 age group with a wider range of characteristics but for a long time there was difficulty in filling these facilities. There appears to be a problem where a State-run facility limits its population to the juveniles in the jurisdiction where it is located. It may be that the program is totally accepted by the court as a local facility. A day treatment program similar in concept to the residential centers has apparently been functioning well in Camden County. The Juvenile Justice and Delinquency Prevention Advisory Committee has recommended that more of these day programs be established as alternatives to incarceration.

The implementation of these projects has been noteworthy in improving and expanding the services available through probation. However, a great need still exists to provide probation departments with the necessary resources to meet the highly individualized needs of juveniles placed on probation.

Among the Governor's Adult and Juvenile Justice Advisory Committee recommendations concerning probation are that each probation department have a separate unit responsible for providing services to juveniles and that a service plan be developed for each juvenile which has been mutually agreed upon and signed by the juvenile, his or her legal guardian and the probation department. The standards provide that the juvenile unit should develop an appropriate network of community supervising program services.

The above problems and needs are addressed in the Annual Action Program and were cited by the Administrative Office of the Courts and the following local jurisdictions: Atlantic County, Camden County, Cumberland County, Hudson County, Middlesex County, Monmouth County, Morris County and Somerset County.

Residential and Day Treatment

For juveniles adjudicated by the court who can no longer remain with their families on a full-time basis, there needs to be a range of residential and closely supervised non-residential programs. In some instances a family crisis might precipitate the need for temporary residential placement for the juvenile. A juvenile shelter care facility would not be appropriate as the parents do not want to sign a complaint against the juvenile.

What would be needed is a homelike setting within the same community as the child's own home. While the juvenile is separated from the home environment, both parents and child can receive needed services. The temporary reprieve from close physical contact may result in a better family environment to which the juvenile can return.

At the next level of need are those juveniles for whom placement out of the home is not called for and yet who need more supervision and structure than is available in the home. They would be suitable for day treatment programs which would be the result of a court ordered disposition to be under the care of the Division of Youth and Family Services just as would be a residential placement. Day treatment would be appropriate for juveniles who have been previously placed or even institutionalized as well as for those who have not yet been residentially placed. Other residential structures which should be part of the network would include specialized foster care, independent living arrangements, group homes, residential treatment centers and small psychiatric settings.

Approximately 110 private and State-run group

homes and residential centers are utilized by the Division of Youth and Family Services for juveniles placed under its care as a result of a court adjudication. These juveniles numbered approximately 1,100 in 1975. Overall residential placements increased nine percent from 9,267 in 1973 to 10,139 in 1975. Forty percent of the facilities in which Division of Youth and Family Services' children are placed are outside the State, some as far away as Idaho. A Division Residential Census Report for December 1976 showed that a third of the Division of Youth and Family Services residential caseload was in those facilities. These figures are for the entire caseload, not specifically those who were placed under supervision based on an adjudication. The differentiation is not now made on the Division of Youth and Family Services records.

The reason given for the large proportion of juveniles sent out-of-State is that these "hard to place" juveniles are not accepted by in-State facilities which contend they cannot handle the severely disturbed youngster. This problem has been acknowledged by the Division and its Bureau of Residential Services has been working to resolve it. Technical assistance is being offered to New Jersey facilities to help them develop their programming so that it will be compatible with the needs of juveniles now being sent out-of-State.

Some juveniles spend an inordinate length of time in detention or shelter facilities awaiting placement. Many are subsequently sent out-of-State. The wait may be because the juvenile is rejected by facilities to which he or she is referred; because there is no bed available in a suitable facility or because there is difficulty in obtaining educational funding from the juvenile's school district in order to provide a sufficient funding package for residential placement.

Not only juveniles under the care of the Division of Youth and Family Services are in need of residential and closely supervised day treatment, but there are juveniles under the jurisdiction of the Divisions of Mental Health and Retardation as well as the Department of Corrections who it appears could be placed in the same settings. At this time, personnel within the Department of Human Resources from the Divisions of Mental Health and Youth and Family Services are beginning to look at their populations to determine what the most appropriate settings should be.

The very fact of the physical distance between the out-of-State facilities and New Jersey has made it difficult to gauge both the progress of the child as well as the quality of the services provided. During the last year a series of evaluations of all facilities, both within New Jersey as well as out-of-State, have begun to assess the standard of services provided. This assessment has resulted in the termination of referrals to some facilities. There may also be problems in keeping abreast of the way juveniles are

handled on a day-to-day basis in these facilities, as it may be possible that procedures of the out-of-State facility could have a New Jersey status offender spending time in a locked facility. There needs to be regular and frequent review of out-of-State facilities to determine whether the quality of services is acceptable.

At times, in the unrestrictive environment of New Jersey residential facilities, a juvenile may become violent and staff will not be able to contain the behavior without outside police intervention. If the behavior continues, the facility may have to sign a complaint against the juvenile and have him or her held in a detention facility. It has been recognized that this is not a suitable alternative but there are really no other resources for this situation. Even the detention facility may refuse to accept the juvenile if the juvenile originally was not committed from the particular county. Perhaps there needs to be provision for a short-term secure environment for juveniles who cannot be contained in a residential facility, who are a danger to themselves and the other juveniles. Safeguards would have to be built in to insure that juveniles would not remain for an unreasonable length of time in the secure setting or that it would become a "dumping ground" for any juvenile a facility did not want to handle.

Although group homes serve an established need, they generally confine their intake to juveniles who have not had previous placement in institutions or residential facilities. A juvenile who is paroled from an institution may not be ready to return to the original home environment. A juvenile who no longer needs the structure of a residential treatment facility may remain in the facility and may regress in his or her behavior.

Group home living arrangements should be established for these youngsters. Similarly, day treatment programs could be developed for the same population where the family environment is suitable. It might be appropriate for a particular residential center staff to extend its responsibilities to continue to supervise the juveniles in the transitional environments.

For all juveniles who are in residential placement, there should be a periodic review and recall before the court or court sponsored body. Juveniles in residential placement can remain indefinitely until age 18 (N.J.S.A. 2A:4-62(b)) as opposed to the three year limitation on most correctional commitments (N.J.S.A. 2A:4-61(h)).

The need for additional residential and non-residential resources for juveniles adjudicated by the court has been identified as a significant priority for the expenditure of block grant funds. Since 1970, the State Law Enforcement Planning Agency has been involved in providing financial support in the development of these projects. At the present time, the Agency is supporting a needs assessment study

to characterize juveniles who need residential placement to better plan for this population. Funds have initiated group homes primarily for status offenders as well as residential treatment facilities.

The development of the group homes began in 1972 when the Division of Youth and Family Services was awarded funds for a staff member to develop operating procedures for establishing and operating a network of group care homes. In 1972 the Agency in cooperation with the Division of Youth and Family Services, provided start up funds for 11 group homes and one emergency shelter. The homes were designed to provide a homelike program for both short and long-term placements for juveniles who could not remain in their natural homes and were involved in JINS complaints and minor delinquency acts.

During 1974, continuation grants were given to ten group homes and three new programs in Union, Essex and Morris Counties were provided start up funds. Two group homes were forced to close due to programmatic and fiscal problems. By the end of the 1974 Plan, a network of 11 group homes serving 110 children was developed with State Law Enforcement Planning Agency assistance.

In the 1975 Plan year, \$75,000 was awarded to the Division of Youth and Family Services for the planning, coordination and development of a comprehensive spectrum of residential and day treatment programs for delinquent and disturbed children. In 1975, six group homes previously funded were provided continuation grants and one new program in Jersey City was awarded start up funds.

The Jersey City Volunteers of America home was continued under the 1976 Plan. In addition a home was developed in conjunction with the State's Ewing Residential Facility as a transitional program for youngsters who no longer need the facility's structure but who are not yet ready to return home.

A short-term crisis home network in Bergen County was established in 1975 and continued in 1976. Juveniles are voluntarily placed in the homes while they and their families receive mental health services. In many cases, the services may be provided to the families without placing the juvenile outside the home.

The group homes presently have a utilization rate of approximately 80% and the programs are becoming self-sufficient through the Division of Youth and Family Services board rate payments. The combination of the State Law Enforcement Planning Agency established homes and the previously existing Division of Youth and Family Services and private group homes provide the State with over 300 group home care beds.

In 1972, the community-based residential treatment centers were funded from several different program areas. Two centers were funded as drug treatment programs and four were funded as residential treatment centers. The centers were designed

to house up to 25 youths each and provide extensive social and educational services with treatment staff on duty 24 hours a day. The residential center gives substantially more support to the clients than do the group homes.

In 1973, seven residential centers were given grant awards. Five programs were given continuations and two new programs were funded. In 1974, continuation funds were provided to five centers. No new residential treatment centers were funded under the 1974 Plan. One residential center closed at the direction of the project's Board of Directors.

During 1975 continuation grants were awarded to two centers and one program previously funded by a discretionary grant was continued with 1975 action funds. Under the 1976 Plan a program for males begun with discretionary funds was continued and a residential facility for girls was also continued. It was anticipated that during 1977 two residential programs for the "hard to place" population would be funded.

The needs for residential and day treatment services are addressed in the Annual Action Program and were cited by the Department of Human Services and the following local jurisdictions: Atlantic County, Burlington County, Camden County, Cumberland County, East Orange, Essex County, Gloucester County, Hudson County, Jersey City, Monmouth

County, Newark, Somerset County and Union County.

Parole

Parole supervision suffers from many of the problems affecting the probation system—high case-loads and to a limited extent, a duality of function. The transition from institutionalization to parole supervision is generally abrupt with the parole officer not having much knowledge of the juvenile's activities and problems while institutionalized. Parole supervision is divided between the Department of Corrections and the Division of Youth and Family Services with the latter assuming authority over juveniles under 14 although there is some flexibility.

The State Law Enforcement Planning Agency provided money to the Division of Youth and Family Services for the creation of a parole demonstration project. Parole officers involved maintained contact with juveniles throughout their institutional experience, instead of working with them solely upon release from the institution.

Once released from an institution parolees should be tied into existing community services such as mental health programs and youth service bureaus. These agencies also might begin contact with a juvenile prior to his or her release.

STANDARDS AND GOALS

The State Law Enforcement Planning Agency is required by LEAA Guidelines to incorporate into the annual comprehensive plan the criminal justice standards and goals developed within the State. From April 1975 until June 1977 a 53 person advisory committee appointed by the Governor reviewed the National Advisory Commission volumes, the American Bar Association standards and other recognized efforts and deliberated on the development of New Jersey Standards and Goals. On June 24, 1977 the Governor's Adult and Juvenile Justice Advisory Committee submitted to the Governor its final recommendations for standards to be adopted by the State.

This section of the 1978 Plan lists the titles of the recommended standards with brief explanatory notes where appropriate. Each standard is numbered following the title using the numbering system de-

vised for the standards and goals effort. Goal statements have been developed by the Agency within the four categories and sub-parts utilized in the preceding Problem Analysis section. The entire report of the Governor's Adult and Juvenile Justice Advisory Committee has been printed in a separate volume which includes the complete standards as well as commentary and background material.

Action program areas in this Plan are referenced back to this section where the program relates to the implementation of one or more of the standards. Plans for the implementation of standards which are not directly related to SLEPA funding will be developed by whatever mechanism the Governor selects following the publication of the complete set of standards and goals recommendations in the fall of 1977.

A. LEGISLATION, SUPPORT SERVICES AND PREVENTION

LEGISLATION

GOAL: To develop uniform statewide standards for delivery of police services through a cooperative effort among State, county and municipal agencies.

Standards: *Organization of Municipal Police Services (A1.1)*

Recommends legislation to mandate that every municipality have access to 24 hour patrol, investigation and support services for law enforcement. Those municipalities unable to provide 24 hour police services should do so through agreement contract with a neighboring jurisdiction, county or region.

State Financial Assistance for Areawide Police Services (A1.2)

Commission on Local Police Services (A1.3)

Recommends legislation to establish a commission to consolidate state level assistance for municipal police agencies, to develop statewide standards for personnel and operations, and to provide statewide law enforcement planning and technical assistance.

GOAL: To improve the effectiveness and efficiency of police services through upgraded recruitment, selection, training and promotion of police personnel.

Standards: *Authority to Establish Uniform Statewide*

Personnel Standards (A2.2)

Recommends that the Police Training Commission or a Commission on Local Police Services should establish standards for recruitment, selection, training and promotion of police officers.

Financial Incentives to Police Agencies for Compliance With Personnel Standards and State Financing of Police Academies (A2.3)

Preparatory Training for Police Officers; Private Security Guards; Selection Training and Assignment of Special Police Officer Reserves; Probationary Period and Field Training for Police Recruits; and In-Service Training (A2.14-2.18)

These standards recommend legislation for mandatory: basic training of police officers prior to assignment to field duties; field training for new recruits; in-service training for all police officers; training for special police and private security guards.

GOAL: To define and structure the role of police officers and agencies through the development of policies, procedures, rules and statutory reform.

Standard: *Statutory Reform (A3.2)*

Recommends that a Commission on Local Police Services continually evaluate statutes relating to police authority and annually recommend to the legislature needed additions, deletions and clarification.

GOAL: To prevent crime through target hardening programs which will make the commission of crimes more difficult.

Standard: *Establishment of a Uniform Statewide Building and Community Security Code (A4.1)*

Identification and Recovery of Stolen Property (A4.4)

Recommends that legislation covering the sale, transfer and possession of used merchandise be amended to improve identification and recovery of stolen property.

GOAL: To establish and reaffirm prosecution and defense ideals which foster high quality performance and skilled representation necessary for their functions to be effective.

Standards: *The Prosecutor's Investigative Role (A5.3)*

Outlines the prosecutor's investigative role and recommends granting him subpoena power.

Salaries of Assistant Prosecutors; Full-Time Devotion to Duty; Tenure (A5.5)

Gives authority to prosecutor to appoint tenured assistants and requires full-time devotion to duty from prosecutors.

Regulation Concerning Political Activities (A5.6)

Regulates and in some cases prohibits political activity.

Duty to Improve the Law (A5.29)

Suggests that the prosecutor has a duty to improve the law.

Communication (A5.34)

States that confidential, prompt and effective communication with a lawyer should be guaranteed by statute or rule of the court.

Referral Service for Criminal Cases (A5.35)

Recommends a publicized referral service to assist persons who need help in retaining private counsel.

Prohibited Referrals (A5.36)

Sets forth instances where the acceptance of a referral by a lawyer would constitute unprofessional conduct.

GOAL: To create a fully unified, State funded court system with uniform statewide standards for personnel, training, facilities, allocation of resources and productivity.

Standards: *Unified Court System (A6.1)*

Recommends that the courts be organized into a unified system financed by the State and administered by the Chief Justice. The Supreme Court should make rules governing the administration of the court system in areas such as standards for selection, training and compensation of judicial

and nonjudicial personnel; court facilities; and allocation of resources.

Superior Trial Courts (A6.3)

Recommends that all trial courts be unified under a single trial court.

Superior Court Family Division (A6.4)

Recommends that within the Superior Trial Court there should be a division to handle all matters relating to the family.

Appointment of Judgeships and Transfer of Judges (A6.5)

Recommends that appointment of judgeships whether by county or judicial vicinage be based on weighted caseloads rather than population. Reimbursement for transfer of judges from one county to another should include the total cost of judges.

Municipal Courts (A6.6)

Recommends that municipal courts be centralized into a division of the Superior Trial Court with subdivisions in each county.

Court System Financing and Budgeting (A6.7)

Recommends that the State assume responsibility for financing all courts and that the courts prepare their own budgets without revision by the executive branch.

GOAL: To promote the highest quality of justice through selection of judges based on merit, training and education.

Standard: *Advice and Consent by the Legislature (A7.4)*

Recommends that the Legislature abolish the practice of senatorial courtesy and exercise its role of advice and consent in the selection of judges based on merit.

GOAL: To balance the prompt and efficient processing of criminal cases with the constant concern for the rights of the accused and the needs of society.

Standard: *Limitation of Grand Jury Function (A9.1)*

Recommends limiting the function of the grand jury to investigative purposes and indictment in exceptional circumstances through a constitutional amendment.

GOAL: To reduce disparities and injustice through improved sentencing and parole decision making.

Standards: *General Principles: Statutory Structure (A10.1)*

Recommends that all crimes should be classified according to gravity of offense and that a wide range of sentencing alternatives should be available to the court. Also recommends against the legislation of mandatory sentences.

General Principles (A10.2)

Recommends that the sentencing system should call for the least restrictive alternative.

Sentencing Guidelines (A10.3)

should be established to aid judges in their decision.

Sentencing Councils (A10.4)

should be established but the choice of sentence remains with the judge.

Appeals (A10.5)

Recommends that rules should be promulgated for the appeal of a sentence.

GOAL: To develop a corrections system which successfully reintegrates offenders into society while protecting the welfare of society.

Standards: *Corrections: General Principles; Procedures for Implementing General Principles (A11.1 and A11.2)*

Recommends that the statutory sentencing structure be amended to place all offenders sentenced to over six months in the custody of the Commissioner of the Department of Corrections. The Department of Corrections should purchase and assume ownership of county correctional institutions, workhouses, penitentiaries and jail annexes. The State should create through purchases and construction regional correctional institutions and pre-release residential facilities.

Job Opportunities for Offenders and Ex-Offenders (A11.18)

Recommends that legislation be enacted which prohibits barriers to employment of convicted

persons based solely on a past conviction. Incentives should be provided to encourage employers to hire ex-offenders.

State Standards for County Jails (A11.24)

Recommends legislation to give the Department of Corrections the power to enforce minimum standards in county jails.

LEGISLATION — JUVENILE

GOAL: To facilitate legislative response where necessary to improve the juvenile justice system, encourage community involvement in meeting the needs of juveniles and protect the rights of juveniles.

Standards: *Youth Service Bureau Funding (J2.7)*

Recommends legislation to encourage local establishment of youth service bureaus and provide funding through a matching grant program.

State Inspection of Juvenile Detention/Shelter Facilities (J3.17)

Recommends announced and unannounced inspections periodically and at least every six months and the promulgation of reports to the public and appropriate governing authority.

Redefining the Jurisdiction of the Juvenile Court (J4.1)

Recommends juvenile court jurisdiction over status offenses be eliminated and that parents participate in dispositional plans on a voluntary basis.

SUPPORT SERVICES (INCLUDES PLANNING AND EVALUATION AND RESEARCH AND INFORMATION SYSTEMS FOR ADULT AND JUVENILE SYSTEMS)

GOAL: To develop uniform statewide standards for the delivery of police services through a cooperative effort among State, county and municipal agencies.

Standards: *Minimum and Model Standards for Police Services (A1.4)*

should be established by a Commission on Local Police Services.

Implementation and Enforcement of Police Standards (A1.5)

States that responsibility for implementing standards should be the responsibility of police chief executives and their respective governing bodies. The Commission on Local Police Services should monitor progress toward meeting minimum standards and issue reports to local governments and

mass media on their progress. Certification of police agencies should be based upon compliance with minimum standards.

GOAL: To define and structure the role of police officers and agencies through the development of policies, procedures and rules.

Standards: *Establishment of Model Policy, Procedure and Rule Manuals (A3.1)*

for use by police agencies, which should be a continuous process by the Commission on Local Police Services.

Agency Policy and Procedure (A3.3)

Statements which identify agency priorities and provide police officers with guidance in their day-to-day activities should be developed by every police chief executive.

Establishment of a Clearinghouse for Crime Prevention Materials and Information (A4.8)

GOAL: To develop a corrections system which successfully reintegrates offenders into society while protecting the welfare of society.

Standards: *Evaluation and Designation of Existing State Facilities (A11.3)*

into three categories: high security central prison, regional correctional facility and pre-release residential center.

Cooperation and Coordination within the Correctional System (A11.16)

Correctional Staff (A11.20)

Recommends that the Department of Corrections establish job related uniform standards for the selection, training, promotion and salaries of correctional personnel working in institutions, parole and community-based programs.

Evaluating the Performance of the Correctional System; and Program Evaluation (A11.21 and 11.22)

Recommends that the Department of Corrections

employ several types of evaluation including recidivism and degree of success in reintegrating offenders, program impact on offenders, progress of individual offenders and cost effectiveness comparisons among various programs.

Planning and Organization (A11.23)

Recommends that the Department of Corrections continue to develop an integrated process of long, intermediate, and short-range planning for operations and administration.

GOAL: To develop planning and evaluation capabilities in all components of the criminal justice system and other peripheral social systems impacting on the criminal justice system.

Standards: *Evaluation of Youth Service Bureau Effectiveness (J2.6)*

Recommends ongoing evaluation of each bureau.

Juvenile Detention and Shelter Facility Planning and Evaluation (J3.18)

Recommends principles be considered in evaluating present facilities and planning renovations or new construction.

MANPOWER DEVELOPMENT

GOAL: To improve the effectiveness and efficiency of police services through upgraded recruitment, selection, training and promotion of police personnel.

Standards: *General Principle of Police Personnel Standards (A2.1)*

States that effective and efficient police work requires police officers who are emotionally stable, intelligent, representative of the community to be policed, of good character and aware of the social and psychological dynamics of human behavior.

General Police Recruiting (A2.4)

Recommends that police agencies upgrade efforts to recruit police applicants from all aspects of society especially women, minorities and the college educated.

Police Salaries (A2.5)

Recommends that local governments maintain salary structures which attract and retain qualified personnel for police work.

Police Selection Standards (A2.6)

Recommends that job-related selection standards be developed in areas such as character, personality profile and education.

The Selection Process (A2.7)

Recommends that every police agency employ a formal process for selecting police officers which meets minimum standards including a written test on mental ability and aptitude, an oral interview, a physical examination, psychological examination or test and an in-depth background investigation prior to appointment.

Development and Validation of a Selection Scoring System (A2.8)

For selecting police officers, physical, mental, psychological, achievement and background factors should be weighed.

Development of Job-Related Ability and Personality Inventory Test for Police Applicants (A2.9)

Psychological Testing, Examinations and Observation (A2.10)

Oral Interviews (A2.11)

Recommends development of a uniform statewide process for interviewing police applicants to be used by all police agencies.

Background Investigation (A2.12)

Recommends development of a comprehensive

process which can be used by all police agencies for investigation of police applicant background.

Review of Selection Decisions (A2.13)

Recommends a process for ensuring that applicants have an avenue for seeking review of selection decisions.

Instruction Quality Control and Planning and Evaluation of Training Programs (A2.19 and 2.20)

Recommends that every police training entity upgrade its efforts at self evaluation. Evaluation information on instructors, program content and curriculum should be used in planning future training programs.

Development of Job-Related Scoring Systems for Selecting Personnel for Promotion and Specialized Assignment (A2.21)

Development of Job-Related Tests for Selecting Officers for Specialization and Promotion (A2.22)

Model Standards for the Promotion, Training and Education of Officers of Superior Rank (A2.23)

should balance the needs for education, training and work experience.

Model Standards for Selection for Specialized Assignment (A2.24)

should take into account needs for education, training and work experience.

Educational Incentives for Police Officers (A2.25)

such as work scheduling, incentive pay, location of classes and financial assistance should be provided by every police agency to encourage police officers to achieve a college education.

Personnel Evaluation for Promotion and Advancement (A2.26)

should be an ongoing process in all police agencies to identify personnel with superior capabilities.

Training and Technical Assistance for Crime Prevention (A4.7)

should be developed in New Jersey by the Police Training Commission.

GOAL: To establish and reaffirm prosecution and defense ideals which foster high quality performance and skilled representation necessary for their functions to be effective.

Standards: *Assuring High Standards of Professional Skill (A5.2)*

Sets professional, non-partisan conditions for appointment of prosecutorial staff.

Inter-Relationship of Prosecution Offices within State (A5.4)

Discusses the need for adequate manpower and support services for prosecutor's offices.

Training and Education (A5.14)

Recommends training and education programs for prosecutors and prosecution staff.

Public Defender, Selection, Term, Salaries, Organization (A5.31)

Recommends training and education programs for public defenders and staff, underscores N.J.S.A. 2A:158 A.1 and stresses need for adequate funding.

GOAL: To create a fully unified, state funded court system with uniform statewide standards for personnel, training, facilities, allocation of resources and productivity.

Standards: *Non-Judicial Personnel of the Courts (A6.8)*

Recommends that the Supreme Court establish standards for the selection, classification, training, promotion and compensation of non-judicial personnel. The Department of Civil Service should implement these standards and administer the personnel system under the supervision of the Chief Justice.

Compensation and Retirement of Judicial and Non-Judicial Personnel (A6.9)

Levels of compensation for non-judicial personnel should be sufficient to attract and retain competent staff. Continued employment of judicial and non-judicial personnel over 70 years of age should be contingent upon passing an annual mental and physical examination.

Continuing Education of Court Staff (A6.10)

should be fostered by the court system.

GOAL: To promote the highest quality of justice through selection of judges based on merit, training and education.

Standards: *Judicial Nominating Process; Judicial Selection Committees; and Judicial Appointments Committee (A7.1, 7.2 and 7.3)*

Reaffirm the current State Bar Association role in assessing the qualifications of prospective judicial nominees with some changes. The changes include a recommendation that future governors nominate only those individuals who are approved by the Bar and also recommend lay and judicial representation on Bar selection and appointments committees as well as paid staff to assist the committees.

Qualifications of a Judge (A7.5)

Recommends that criteria for selecting judges should be job-related and not political. Decision makers should consider the nominee's moral character, emotional stability, maturity, physical health, demeanor, education and work experience.

Assessment of the Need to Fill Judicial Vacancies and to Provide Support Services (A7.6) should be made prior to appointment.

Establishment of a State Judicial College (A7.7) should include a multi-disciplinary faculty and course offerings at regional locations. Each judge should be required to participate in at least 12 hours of classroom education per year.

Judicial Orientation Training (A7.8) should be expanded and be provided prior to assuming judicial responsibilities.

National Level Education Programs (A7.9) should be sponsored in State as well as sending judges to out-of-state locations.

Judicial Education Curriculum (A7.10) Recommends that judicial education be oriented directly toward the judicial function and include areas of judicial practice, social science and law.

Individualized Education Methodology (A7.11) should be developed to enable individual judges or groups of judges to study subjects in-depth and at their own pace. Such methodologies should include automated legal research, video and audio tapes, programmed instruction and sabbatical leave.

Judicial Education, Planning and Evaluation (A7.12) should be based upon comprehensive research.

GOAL: To improve the delivery of probation services.

Standards: *Training Programs Should Be Developed by the Division of Probation Services (A10.14)*

Staff Responsibilities (A10.10) should include supervision, support services and other duties as ordered by the court.

MANPOWER DEVELOPMENT — JUVENILE

GOAL: To promote improved selection, training and manpower development policies and practices for juvenile justice system personnel that take into account skills relevant to juvenile work and that upgrade the system.

Standards: *Juvenile Officer Selection and Training (J1.5)*

Recommends that a minimum of 40 hours of in-service training in youth-related and juvenile justice system-related topics be required for juvenile officers in addition to periodic in-service training in juvenile matters.

Intake Staff Training (J1.11)

Recommends State level training in basic procedures and advanced specialized training at the State or local level.

Juvenile Detention and Shelter Personnel Planning (J3.16)

Recommends personnel policies and procedures.

Specialized Training for Public Defenders Assigned to Handle Juvenile Matters and Support Staff (J4.22)

Recommends establishment by the State of an entry-level training program for attorneys representing juveniles in court matters and requires public defenders and professional support staff to participate in on-going, in-service training in juvenile-related topics.

Juvenile Probation Officer Selection (J5.20)

Recommends qualifications for probation officer staff.

PREVENTION — JUVENILE

GOAL: To foster community responsibility for and involvement in the prevention of delinquency and development of programs to meet the needs of juveniles.

Standards: *The Responsibility to Provide Every Student with Appropriate Educational Experiences (J2.8)*

Suggests all schools have this responsibility, particularly for the pre-delinquent, disruptive and/or truant student. Recommends educational programs and services to be made available.

The Retention of Students in School (J2.9)

Recommends schools encourage the retention of students through development of alternative educational programs and dropout prevention programs. Recommends students not be allowed to drop out prior to undergoing vocational testing and counseling and that no student be excluded from class without his or her attendance being required elsewhere.

Vocational Education and Preparation (J2.10)

Stresses the importance of vocational education

and recommends such programs be available to all students whose formal education will culminate in a high school diploma.

Use of School Facilities (J2.11)

Recommends school facilities be made available to the community as resources for delinquency prevention programs.

Justice and Democracy in the School (J2.12)

Advises that school policies, practices, rules, procedures, and programs should reflect justice and democracy.

School And Juvenile Justice System Cooperation (J2.13)

Recommends positive cooperation and establishment of policies for referral.

Purpose, Goals and Objectives of Youth Service Bureaus (J2.1)

Recommends goals and calls for the setting of priorities.

Decision Structure of Youth Service Bureaus (J2.2)

Recommends an independent advisory board comprised of juvenile justice policy makers, citizens and youth representation.

Youth Service Bureau Target Groups (J2.3)

Recommends preventive and diversionary referrals with particular emphasis on juvenile justice system referrals. Outlines referral procedures.

Youth Service Bureau Functions (J2.4)

Suggests appropriate functions, stresses use of existing services and service referral.

Youth Service Bureau Staffing (J2.5)

Recommends staff qualifications and stresses involvement of paraprofessionals, youth, indigenous community members, volunteers and consulting professionals.

Use of Recreation to Prevent Delinquency (J2.14)

Recommends community recreational programs to serve youth and to involve them in planning and organizing recreation programs.

Expansion of Job Opportunities for Youth (J2.15)

Recommends employers and unions make particular effort to expand opportunities for economically and educationally disadvantaged youth.

After-School and Summer Employment (J2.16)

Recommends emphasis on the 14-15 year olds.

B. DETECTION, DETERRENCE AND APPREHENSION

GOAL: To develop uniform statewide standards for the delivery of police services through a cooperative effort among State, county and municipal agencies.

Standards: *Organization of Municipal Police Services (A1.1)*

Recommends the development of countywide or regional investigative and support services to supplement the services of municipal police agencies.

State Financial Assistance for Areawide Police Services (A1.2)

to foster consolidation, contracting and regionalization of patrol, investigation and/or support services.

Relations with Police and Probation Departments (A5.9)

Recommends development of cooperation among prosecutors, police and probation staffs.

GOAL: To prevent crime through target hardening programs which will make the commission of crimes more difficult.

Standards: *Enforcement of Building Security Codes (A4.2)*

as recommended in Standard A4.1 should be done through security surveys conducted by fire officials, building inspectors and/or crime prevention officers.

Mass Media Crime Prevention (A4.3)

Recommends that liaison be established between law enforcement officials and the mass media to utilize public service time for airing crime prevention messages to show citizens how to help themselves.

Property Insurance Rate Reductions for Participation in Operation Identification and Security Survey Programs (A4.5)

Establishment of Regional Crime Prevention Bureaus and Activities (A4.6)

C. DIVERSION AND ADJUDICATION

DIVERSION

GOAL: To reduce overcrowding of the criminal justice system through the development of uniform programs and procedures for diversion and pre-trial release of accused where appropriate.

Standards: *Summons in Lieu of Continued Detention Following Arrest or in Lieu of Warrant (A8.1)*

Recommends law enforcement officers be required to issue a summons in lieu of an arrest warrant or in lieu of continued detention following arrest in certain situations.

Pre-trial Release (A8.5)

Recommends defendants be released prior to trial whenever possible, either on their own recognizance, upon deposit of a sum of money, assumption of an obligation to pay a sum of money in the event of non-appearance or on agreement of third persons to ensure the defendant's appearance when required.

Alternatives to Pre-trial Detention (A8.6)

Recommends a variety of alternatives to detention be utilized and that judicial officers, in determining the appropriate form of release, employ the least restrictive condition or conditions that will reasonably ensure the defendant's appearance.

Procedures Relating to Pre-trial Release and Detention Decisions (A8.7)

General Criteria for Diversion (A8.8)

Recommends factors to be considered in determining when diversion is appropriate.

Use of Diversion (A8.9)

Recommends the State develop and implement formally organized programs of diversion on a statewide, uniform basis.

Procedure for Diversion Programs (A8.10)

Recommends diversion decision and referral procedures.

Pre-trial Services Agency (A8.11)

Recommends establishment of a pre-trial services agency within the Administrative Office of the Courts, to be responsible for planning, operation and evaluation of pre-trial services.

Comprehensive Pre-trial Process Planning (A8.12)

Recommends the Pre-trial Services Agency undertake such planning and suggests the types of information to be collected to accomplish this function.

DIVERSION—JUVENILE

GOAL: To minimize the intrusion of juveniles in the juvenile justice system through the development of formalized diversion mechanisms and alternatives to justice system processing at the pre-adjudicatory level.

Standards: *Police Discretionary Authority in Handling Juveniles (J1.1)*

Recommends development of a State manual and individual departmental manuals to provide statewide uniform guidelines to structure use of discretion in juvenile matters.

Police Pre-Adjudication Alternatives (J1.2)

Recommends diversion as an accepted and in many cases preferred alternative to adjudication and suggests procedures for diversion decisions.

Juvenile Officer Responsibility (J1.3)

Recommends responsibility for juvenile matters be assumed in all law enforcement agencies on a 24-hour basis. Requires all departments to designate at least one officer as a juvenile officer.

Juvenile Bureaus (J1.4)

Recommends law enforcement agencies establish juvenile bureaus and outlines functions, staff and

appropriate emphasis.

Police Juvenile Recordkeeping (J1.6)

Recommends a separate system for compiling information and standardized recordkeeping procedures.

Diversion at the Court Level (J1.7)

Recommends court intake service units in each Juvenile and Domestic Relations Court.

Court Intake Services (J1.8)

Recommends statewide coordination of intake services and lists the functions court intake should serve.

Intake Unit Operations (J1.9)

Recommends uniform statewide guidelines for intake operations.

Intake Unit Personnel (J1.10)

Recommends staff qualifications.

Juvenile Conference Committees (J1.13)

Recommends expansion and evaluation of conference committees and provides guidelines for choosing candidates, referral procedures and training.

ADJUDICATION

GOAL: To create a fully unified, State funded court system with uniform statewide standards for personnel, training, facilities, allocation of resources and productivity.

Standards: *Supreme Court and Superior Appellate Court (A6.2)*

Recommends maintaining the same appellate process as present except that, if the court system is unified, appeals from the Municipal Division should go to another division of the Superior Trial Court.

The Function of the Prosecutor (A5.1)

Establishes the prosecutor as the chief law enforcement official in the county and broadly outlines responsibilities.

Discretion in the Charging Decision (A5.7)

Acknowledges discretionary leeway in the charging decision.

Discretion as to Non-Criminal Disposition (A5.8)

The discretionary decision should be an informal one based on familiarity with available resources.

Relations with Police and Probation Department (A5.9)

The prosecutor should strive for cooperation with police and probation departments.

Prompt Disposition of Criminal Charges (A5.10)

Conflicts of Interest (A5.11)

Conflicts of interest in appearance or reality must be avoided by prosecutors.

Availability for Plea Discussions (A5.12)

Supports the policy of plea negotiation and sets down certain general conditions of the plea discussion.

Filing Procedures and Statistical Systems (A5.13)

Recommends efficient filing and statistical systems in prosecutor's offices sufficient to permit evaluation and monitoring of the performance of their offices.

Opening Statement (A5.15)

Stipulates an acceptable opening statement according to professional codes.

Selection of Jurors (A5.16)

Standard is concerned with restricting the investigation of jurors by prosecutors.

Relations With Jury (A5.17)

Suggests proper prosecutor's demeanor with jury members and places restrictions on communication.

Presentation of Evidence (A5.18)

Broadly outlines considerations of impermissibility in the presentation of evidence.

Relations with Prospective Witnesses (A5.19)

A witness should be properly cautioned and should not be compensated except for expenses.

Examination of Witnesses (A5.20)

Broadly outlines criteria for fair interrogation of all witnesses by the prosecutor.

Relations with Expert Witnesses (A5.21)

A prosecutor should explain role but expert must remain independent of prosecutor's influence.

Argument to the Jury (A5.22)

Standard cautions prosecutors to keep argument objective and only argue that which can be supported with evidence.

Facts Outside the Record (A5.23)

Prosecutor must not refer to facts outside the record.

Disclosure of Evidence and Discovery (A5.24)

Instructs prosecutor of duty to prompt and adequate disclosure.

Exploitation of Office (A5.25)

Sentencing (A5.26)

Recommends that informed judgment and complete data should guide sentencing decision.

Courtroom Decorum (A5.27)

Professional etiquette and decorum should be strictly adhered to by prosecuting attorney.

Calendar Control (A5.28)

Trial calendars should be controlled by the court.

Role of Defense Counsel (A5.30)

The standard states the importance of defense counsel and generally sets forth his role.

Inmate Counsel (A5.32)

Counsel should be available to inmates at all critical times.

Public Activity (A5.33)

The standard recommends that professionalism, mutual respect and integrity govern relationships between law enforcement agencies and the public defender.

Relationship with Client; Control and Direction of Case (A5.37)

Sets forth professional responsibility to client and specifies that in case of disagreement on a serious matter a confidential record should be

made of the issues and conclusion reached.

Conflict of Interest (A5.38)

Sets forth conditions for defense counsel which conflict of interest may inhere.

Prompt Action to Protect the Accused (A5.39)

Advice and Service on Anticipated Unlawful Conduct (A5.40)

A lawyer's duty is to advise his client to comply with the law and he may not agree in advance of a crime to serve as counsel.

Duty to Keep Client Informed (A5.41)

Obligations to Client and Duty to Court (A5.42)

A lawyer's obligations are the same whether he is privately retained, court appointed or as part of the public defender system.

Duty to Investigate (A5.43)

Prompt, thorough investigation is the duty of the lawyer.

Illegal Investigation (A5.44)

A lawyer must not knowingly use illegal means to obtain evidence.

Advising the Defendant (A5.45)

The role of counsel is that of advising the defendant on matters of law and property.

Guilty Plea when Accused Denies Guilt (A5.46)

A lawyer may not participate in plea negotiation if facts conflict with guilty verdict.

Duty to Explore Disposition Without Trial (A5.47)

Possibilities for diversion should be explored whenever appropriate.

Courtroom Conduct (A5.48)

A lawyer should respect authority of the court and comply with all orders and directions of court.

Selection of Jurors (A5.49)

Questions to jurors must be restricted to that which is directly relevant to challengers.

Relations with Jury (A5.50)

Jurors should be treated with respect and communication with jurors is prohibited.

Opening Statement (A5.51)

Opening statement should be restricted to issues in case and admissible evidence.

Presentation of Evidence (A5.52)

Presentation of evidence is restricted to that which is admissible and when in doubt should be withheld until ruling is obtained.

Examination of Witnesses (A5.53)

Interrogation of witnesses should be fair, objective and respectful by all defense attorneys.

Argument to Jury (A5.54)

Argument to jury must be based only on facts on record.

Organization of Probation Services (A10.6)

Recommends that all probation shall be under auspices of the Administrative Office of the Courts.

Appointment of Probation Director (A10.7)

shall be made by the Administrative Office of the Courts with approval of Chief Justice.

Probation Services Regions (A10.8)

Recommends all field services be divided into regions which report to the Division of Probation Services.

Offices of Probation Services (A10.9)

Recommends at least one probation office in each county and that in high density areas branch offices should be established.

Guidelines for Probation Supervisor (A10.11)

should be prescribed by judiciary.

Violation of Probation (A10.12)

Recommends authorization by the court to resentence consistent with guidelines established by the Supreme Court.

Revocation of Probation (A10.13)

Only permissible after disposition of criminal charges.

GOAL: To balance the prompt and efficient processing of criminal cases with the constant concern for the rights of the accused and needs of society.

Standards: *Criteria for Prosecutorial Screening (A8.2)*

Recommends prosecuting attorneys have the discretion to screen out inappropriate cases prior to indictment and prescribes criteria to be considered.

Procedure for Prosecutorial Screening (A8.3)

First Appearance (A8.4)

Recommends that every arrested defendant not released be taken before a judge without unnecessary delay and in no instance later than 48 hours after arrest.

Probable Cause Hearing (A9.2)

Recommends probable cause hearings be held under the jurisdiction of a consolidated centralized court.

Speedy Trial Time Limits (A9.3)

Recommends resources be made available to permit disposition of all criminal cases within appropriate time limits and, given the necessary resources, the trial of all criminal cases within 90 days of arrest if detained or within six months in all other cases. An incarcerated defendant who

through no fault of his own has not been brought to trial within 90 days of arrest should be released on conditions he is able to meet.

Propriety of Plea Discussions and Plea Agreements (A9.4)

Permits plea discussions where it appears the interest of the public in the effective administration of justice would thereby be served and suggests the types of agreements that may be sought.

Acceptability of a Guilty Plea (A9.5)

Recommends a plea of guilty or *non vult* not be accepted prior to determining it is voluntary, knowledgeable and accurate and provides factors to consider in making such determinations.

Responsibilities of the Trial Judge (A9.6)

Recommends responsibilities of the trial judge in receiving plea agreements.

Pleading by Defendant Alternatives (A9.7)

Provides that a defendant may plead not guilty, guilty or *non vult*.

Representation by Counsel During Plea Negotiations (A9.8)

Prohibits plea negotiations without the presence and assistance of defense counsel.

Pleading to Other Offenses (A9.9)

Suggests that upon entry of a plea of guilty or *non vult* or after conviction on a plea of not guilty, defendant may plead guilty or *non vult* to other offenses.

Plea Withdrawal (A9.10)

Allows the defendant to withdraw a plea of guilty or *non vult* whenever it is proved necessary to correct a manifest injustice.

Effect of Withdrawn or Refused Plea on Subsequent Proceedings (A9.11)

Recommends withdrawn or refused pleas of guilty or *non vult* not be admissible in evidence against the defendant.

Consideration of Plea in Final Disposition (A9.12)

Suggests charge or sentence concessions may be granted to defendants who plead guilty or *non vult* but that sentences not be imposed in excess of that which would be justified where the defendant has chosen to plead not guilty.

Recording the Proceedings and the Agreement of Guilty Pleas (A9.13)

Recommends guilty pleas and agreements be placed on the record in open court.

GOAL: To develop a system to meet the needs and to protect the rights of victims of crime.

Standards: *Establishment of Victim Assistance Centers (A12.1)*

Should be established throughout the State.

Purpose and Functions of Victim Assistance Centers (A12.2)

Recommends that victim assistance centers educate the public and criminal justice system concerning the needs of victims; assess the needs of victims and find services to satisfy those needs; and establish relationships with public and private agencies to provide assistance to victims.

Types of Needs to be Addressed and Services to be Provided by Victim Assistance Centers (A12.3)

Includes: clothing, food, money, trauma counseling, medical care, child care and convalescent care.

ADJUDICATION—JUVENILE

GOAL: To improve the system of detention and shelter care through the development of programs and procedures designed to ensure detention or shelter care is used only when, and for as short a time period as necessary in accordance with specific criteria applied in a uniform manner statewide; and that the rights of detained juveniles are protected and their needs met.

Standards: *Detention and Shelter Admissions Screening (J1.12)*

Recommends intake staff operating under the authority of a judge provide this function on a 24-hour, seven days a week basis.

Police Procedures Relating to the Detention or Release of Juveniles (J3.1)

Recommends departmental manuals include

regulations governing release procedures and lists juvenile officer duties in regard to the interim status of an accused juvenile.

Criteria for the Interim Detention and Shelter Care of Juveniles (J3.2)

Alternatives to Detention and Shelter Care (J3.3)

Recommends release pending a court hearing be the preferred course of action; however, where a juvenile cannot be unconditionally released, conditional or supervised release resulting in the least necessary interference with the liberty of the juvenile should be favored over more intrusive alternatives. A list of alternatives ranging from release to partial detention is included.

Use of a Summons in Lieu of an Arrest Warrant or

in Lieu of Continued Detention Following Custody (J3.4)

Detention and Shelter Admission Process (J3.5)

Recommends no juvenile be admitted without court authorization and prescribes procedures to govern the admission process from arrival through interview and medical examination.

The Detention Hearing and Continued Review of Detention Decisions (J3.6)

Recommends detention hearings within 24 hours of admission, probable cause determinations and continued review hearings every 14 days and adjudicatory hearings within 30 days if detained.

Post-Dispositional Detention/Shelter Care (J3.7)

Recommends immediately upon disposition the State should be responsible for providing post-dispositional care for juveniles ordered out of home placement. Prohibits holding juveniles receiving non-correctional dispositions in detention pending such dispositions.

Rights of Detained Juveniles (J3.8)

Recommends juvenile courts and detention and shelter facilities adopt policies and procedures to ensure the rights of detained juveniles are observed. Lists rights of such juveniles and prescribes administrative remedies to ensure proper redress where rights are abridged.

Responsibilities of Detained Juveniles (J3.9)

Outlines responsibilities and recommends their inclusion into facility manuals.

Access to the Public (J3.10)

Recommends procedures to guarantee detained juveniles the right to have access to the public, including correspondence, telephone calls and visits.

Searches of Juveniles (J3.11)

Recommends procedures to govern searches and the adoption of a plan for searches by each detention and shelter facility.

Rules of Conduct and Disciplinary Procedures for Juveniles in Detention and Shelter Care (J3.12)

Grievance Procedure for Juveniles in Detention and Shelter Care (J3.13)

Detention and Shelter Care Education Programs (J3.14)

Visits to Detention and Shelter Facilities (J3.15)

Recommends each juvenile or family court judge, county prosecutor and assistant prosecutor assigned to juvenile matters visit each detention and shelter facility within 60 days of appointment or assignment and twice yearly thereafter. Also recommends defense counsel visit each juvenile cli-

ent at least once every 14 days.

GOAL: To promote a juvenile judicial process based on principles of fundamental fairness and due process.

Standards: *Notification of Rights (J4.2)*

Requires juveniles be provided with written notification of their rights and outlines such rights.

The Juvenile's Right to Counsel (J4.3)

Requires all adjudicatory hearings to be held with counsel and states that juveniles have a right to independent counsel, to be publicly appointed if the juvenile and his or her parents are indigent.

Notification of Complaint and Need for Counsel (J4.4)

Requires notification of the complaint, rights, possible consequences and need for counsel, either at the start of the initial detention hearing if detained or in all other cases through written notification as soon as possible.

Juvenile Court Calendaring (J4.5)

Recommends time limits for processing juvenile cases and policy considerations for calendaring.

Discovery and Disclosure (J4.6)

Recommends practices in juvenile matters be identical to criminal court practices.

Motion Practice (J4.7)

Recommends court rules governing motion practice in juvenile court.

Referral to Criminal Court (J4.8)

Recommends procedures to govern waiver hearings and details criteria for referral decision.

Requisites for Adjudication Proceedings (J4.9)

Requires a written complaint and presence of parties for beginning adjudicatory hearings. Where parents are hostile or nonsupportive or fail to appear, recommends appointment of guardian ad litem.

Acceptance of an Admission to a Delinquency Complaint (J4.10)

Plea Withdrawal (J4.11)

Recommends juveniles be allowed to withdraw an admission and where it is withdrawn a different judge should usually preside at the subsequent adjudicatory hearing.

The Adjudicatory Hearing (J4.12)

Recommends hearings conform to due process requirements, details rights applicable at the hearing and allows participation of parents or other persons at judge's discretion.

The Juvenile Prosecutor (J4.13)

Recommends at least one assistant prosecutor be

assigned to juvenile matters in each county, to be assigned full-time; selected on the basis of education, experience and competence and provided with orientation and training.

The Juvenile Prosecution Unit (J4.14)

Recommends a separate juvenile unit be established where resources permit and provides staffing guidelines.

Duties and Responsibilities of Juvenile Prosecutors (J4.15)

Counsel for Juveniles and Families in Court Proceedings (J4.16)

Recommends every juvenile defendant be represented by counsel and doubt as to conflict between juvenile and his or her parents be resolved by appointment of separate counsel for each.

General Duties and Responsibilities of Counsel for Juveniles (J4.17)

Duties and Responsibilities of Counsel for Juveniles During the Initial, Pre-Adjudication and Adjudication Stages (J4.18)

Duties and Responsibilities of Counsel for Juveniles During the Disposition Stage (J4.19)

Legal Representation of Juveniles After Disposition (J4.20)

Providing Defense Services for Juveniles (J4.21)

Recommends at least one attorney in each public defender's office be assigned to juvenile matters on a full-time basis; where resources permit, a separate juvenile public defender office should be maintained.

GOAL: To foster improved dispositional practices and promote expanded availability of dispositional programs to ensure decisions are based on individualized need and constitute the most appropriate disposition in each case.

Standards: *Purpose of Delinquency Dispositions (J5.1)*

Recommends the purpose should be to provide rehabilitation through reformation, reintegration and education in an effort to restore delinquent youth to a position of responsible citizenship.

Diagnostic Evaluations (J5.2)

Recommends the court may order diagnostic

evaluations on an out-patient basis or on an in-patient basis only after hearing with counsel.

Pre-Disposition Conferences (J5.3)

Encourages pre-disposition conferences between prosecution and defense parties to discuss and arrive at a mutually acceptable disposition.

Dispositional Hearing (J5.4)

Recommends hearings be held within 14 days of adjudication if detained and within 21 days in all other cases and provides guidelines for such hearings.

Dispositions Available to the Court for Juveniles Adjudicated Delinquent (J5.5)

Recommends dispositions be grouped into nominal, conditional and custodial categories and calls for expansion of alternatives such as restitution, community service, community supervision and intermittent confinement.

Imposition of Disposition (J5.6)

Recommends procedures for the imposition of disposition.

Out of Home Placement Procedures (J5.7)

Recommends judicial review of out of home voluntary placement plans and judicial hearings if continuances are sought.

Procedures for Disposition of Mentally Ill or Mentally Retarded Juveniles (J5.8)

Procedures for Disposition of Abused, Neglected or Abandoned Juveniles (J5.9)

Recommended procedures include: court hearings for involuntary removal of children to involve legal representation for both child and parents, a six-month limit on an order for temporary custody and a bifurcated hearing process.

Termination of Parental Rights (J5.10)

Recommends the Division of Youth and Family Services formulate guidelines regarding acceptable levels of care a family should maintain for its children and provide services where families fall below minimal levels. Where home life continues to be below minimal levels, court intervention is recommended to remove the child from the home leading to either return of the child to the family, upon improvement of home situation, termination of parental rights, adoption or long-term foster care contracts.

D. INSTITUTIONAL AND NON-INSTITUTIONAL REHABILITATION

INSTITUTIONAL REHABILITATION

GOAL: To develop a corrections system which successfully reintegrates offenders into society while protecting the welfare of society.

Standards: *High Security Central Prisons (A11.4)*

Recommends that maximum security prisons be used for housing only those individuals who present high security risks. A full range of rehabilitative programs should be available in high security prisons.

Regional Correctional Institutions (A11.5)

Recommends the building of regional correctional institutions and designating county correctional institutions, acquired by the State, as regional correctional institutions.

Classification of Sentenced Adult Offenders (A11.7)

Recommends a set of procedures for improving the classification process within the Department of Corrections.

Reintegration of Adult Offenders (A11.8)

Emphasizes the need for increasing efforts to reintegrate offenders from the correctional system into the community.

Correctional Institution Programs and Services;

and Education Programs (A11.9 and 11.10)

Recommends that central and regional correctional institutions have the following programs:

continuing assessment of the offender's needs and progress; remedial, learning disability and academic education; in-house and community vocational training; work release and job placement; alcohol and drug treatment; counseling, treatment and therapy for situational and psychological problems; and recreation.

Prison Industries (A11.11)

Recommends expanding prison industries into more service areas. Greater coordination between correctional programs is needed. Prison industries should create a work environment which simulates the community work environment.

Release Programs (A11.12)

Recommends development of work, education, vocational training and furlough release programs from regional correctional institutions and pre-release residential facilities as part of a program to reintegrate offenders into the community.

Classification in County Jails (A11.25)

Recommends that all county jails develop a comprehensive classification system for determining the appropriate level of confinement and program needs of inmates.

INSTITUTIONAL REHABILITATION — JUVENILE

GOAL: To provide for the separation of juvenile from adult offenders in correctional institutions and programs through the establishment of a separate entity to be responsible for all juvenile correctional institutions, programs and services, and to promote the development and expansion of specialized programs and services to meet the individual needs of juveniles requiring incarceration.

Standards: *Purpose of Juvenile Corrections (J5.22)*

States the purpose should be to promote rehabilitation through reformation, reintegration and education in an effort to restore delinquent youth to a position of responsible citizenship.

Separation of Juvenile Offenders (J5.23)

Prohibits detaining or confining juveniles with adults and recommends New Jersey take immediate

action to provide for the separation of juvenile offenders from the adult offender population.

Creation of a Separate Division of Juvenile Services (J5.24)

Calls for the creation of this division under the Department of Corrections, to have responsibility for all juvenile correctional facilities and programs, including parole.

Duties and Responsibilities of the Division of Juvenile Services (J5.25)

Responsibility for Juvenile Corrections (J5.26)

Recommends a joint responsibility of the Division of Juvenile Services and the community to provide adequate services for delinquent juveniles and assist in their reintegration with the community.

Rights of Incarcerated Juveniles (J5.27)

Development of Correctional Liaison Services (J5.28)

Recommends correctional liaison services be developed and maintained between the Division of Juvenile Services and each juvenile court, to be responsible for providing information regarding available programs and services within the Division.

Development of Post-Dispositional Correctional Intake Services (J5.29)

Recommends establishment of such services to provide evaluation, assessment and assignment of juveniles committed to the care and custody of the Division of Juvenile Services, in lieu of the reception and classification process.

Volunteer Program for Juvenile Corrections (J5.30)

Recommends development of a citizen involvement and volunteer services program.

Standards for Public and Private Agencies Providing Services to Juveniles Adjudicated Delinquent (J5.31)

Recommends the Division of Juvenile Services develop and disseminate standards for the operation of agencies providing services to juveniles committed to the care and custody of the Division.

Juvenile Correctional Institutions (J5.32)

Defines such institutions and recommends a maximum capacity of 100. Existing facilities should be redesigned so that resident interaction is limited to a population of no more than 100 juveniles. Living units of 20 juveniles are also recommended.

Emphasis on Female and Male Juvenile Offenders (J5.33)

Recommends correctional programs and policies should be relevant to the needs of both sexes and all community programs and services be made available to male and female offenders on an equal basis.

Institutional Environment (J5.34)

Recommends correctional policies and practices preserve the individual identity of the juvenile and resemble normal community settings as closely as possible.

Individual Treatment Plans (J5.35)

Recommends treatment plans to guide each juvenile's correctional program, to be reassessed a minimum of once every two months.

Development of a Unit Management System of Providing Professional Services (J5.36)

Recommends staff be organized in teams, to be available to juvenile offenders during after-school and evening hours and other times when juveniles are free during the day.

Education Programs in Juvenile Correctional Institutions (J5.37)

Recommends individualized education programs and that regulations for curriculum, financing and staffing applicable to a local school district be held applicable to the Division of Juvenile Services.

Vocational Programs in Juvenile Correctional Institutions (J5.38)

Recommends pre-vocational and vocational training programs in each juvenile correctional institution.

Rehabilitative Services in Juvenile Correctional Institutions (J5.39)

Recommends voluntary rehabilitative services be made available to meet the needs of juveniles in correctional institutions and that such juveniles should have access to all services to which non-adjudicated juveniles have access.

Health Services in Juvenile Correctional Institutions (J5.40)

Recommends institutional health services be designed to promote the physical and mental well-being of juveniles placed therein, discover those in need of short-term or long-term treatment, contribute to their rehabilitation and facilitate continuity of care following release.

NON-INSTITUTIONAL REHABILITATION

GOAL: To develop a corrections system which successfully reintegrates offenders into society while protecting the welfare of society.

Standards: *Unified Parole Authority (A10.15)* recommended for the entire State.

Note: This is in conflict with Juvenile Standard on Parole.

Parole Application (A10.16)

extends to all facilities where sentence is more than one year.

Parole Decision Guidelines (A10.17)

should be established for determining presumptive release as well as penalties for violation.

Presumptive Parole (A10.18)

is recommended and inmate would be told of his release date within 30 days of inception.

Presumptive Release Guidelines (A10.19)

Presumptive release may be altered only according to guidelines.

Parole Supervision Guidelines (A10.20)

Ordinarily the term of supervision would not exceed two years.

Marshalling Resources (A10.21)

Recommends that all available resources should be marshalled to help reintegrate parolee.

Parole Revocation Guidelines (A10.22)

Recommends that due process procedures in connection with revocation should be established. Return to prison should be the last alternative.

Decision to Revoke Parole (A10.23)

can only occur after criminal charges are disposed of.

Pre-release Residential Facilities (A11.6)

Recommends the creation of a network of pre-release residential facilities to facilitate reintegration of the offender into the community.

Conditions of Parole Plans (A11.13)

Recommends that parole plans be developed for each inmate prior to release. The plans should provide for participation in community based programs, decreasing levels of supervision and indicate performance objectives to be achieved by the offender.

Parole Administration (11.14)

Recommends pre-service and in-service training for parole officers, reducing the amount of paper work for parole officers and establishment of written guidelines for classification of parolees.

Parole Classification, Supervision and Services (A11.15)

Recommends classifying all parolees prior to release in terms of types of services needed and required level of supervision. The Bureau of Parole should develop an equitable system for assignment of cases.

Marshalling and Coordinating Community Resources (A11.17)

Recommends involving employment, educational, social welfare, law enforcement and other relevant community organizations and groups in efforts to reintegrate offenders into the community.

Corrections Responsibility for Citizen Involvement (A11.19)

Recommends creation of a multipurpose public information unit within the Department of Corrections to inform the general public on correctional issues in order to gain public support for correctional programs and to secure citizen involvement in correctional programs.

NON-INSTITUTIONAL REHABILITATION — JUVENILE

GOAL: To ensure the post-adjudicative and post-dispositional treatment of juveniles corresponds to their needs by encouraging expanded use of a variety of community supervision, residential and day treatment programs that promote rehabilitation through reformation, reintegration and education.

Standards: *Organization and Nature of Probation Services for Juveniles (J5.12)*

Recommends a separate juvenile unit in each probation department, to be responsible for intake, pre-dispositional reports and post-dispositional supervision.

Pre-Dispositional Reports (J5.13)

Outlines appropriate information to be included in reports and retrieval methods.

Court Intake Service (J5.14) (refers to J1.7-1.13)

Formulation of a Probation Plan (J5.15)

Recommends a plan be developed and agreed upon by the juvenile, probation officer and parents for each juvenile placed on probation.

Level of Probation Services (J5.16)

Recommends juveniles receive the level of services stipulated in the probation plan, either in the community or through purchase of services or re-

turn of the case to the court for further consideration.

Juvenile Probation Caseload Management (J5.17)

Recommends classification categories based on varying needs for supervision.

Authority of Juvenile Probation Officers (J5.18)

Recommends dispositional conditions not be modified without court authorization and that probation officers have peace officer powers except for the carrying of firearms.

Noncompliance with Court Orders (J5.19)

Recommends due process procedures govern the probation violation hearing process.

Dual Jurisdiction and the Interstate Compact (J5.21)

Recommends that whenever an adjudicated delinquent is found to be under the jurisdiction of more than one court, the matter should be returned to the court of original jurisdiction with a recommendation as to whether the jurisdiction of one or more of the courts should be terminated.

Development of a Statewide System of Community Residential and Day Treatment Programs for Delinquent Juveniles (J5.11)

Recommends the State establish a network of such programs, to include a variety of facilities and programs for the aggressive, acting out and/or hard to place juvenile.

Paroling Authority for Juveniles (J5.41)

Recommends establishment of a juvenile parole/aftercare authority separate and distinct from the paroling authority for adults.

Guidelines for Release (J5.42)

Recommends guidelines be established for determining release dates of juveniles and providing for their participation in the decision-making process.

Parole/Aftercare Services (J5.43)

Recommends creation of a bureau within the Division of Juvenile Services to be responsible for administering parole/aftercare planning and services.

Aftercare Release Planning (J5.44)

Recommends such planning be initiated as soon as the juvenile is admitted to a correctional institution and continue through the juvenile's stay. The standard also recommends what aftercare release planning should involve.

The Aftercare Plan (J5.45)

Recommends development of an aftercare plan mutually agreed upon by the juvenile and the aftercare planner and approved by the parole/aftercare authority to provide for the juvenile's reintegration into the community.

Juvenile Parole/Aftercare Worker Duties and Responsibilities (J5.46)

Violation of Parole/Aftercare Conditions (J5.47)

Recommends procedures dealing with violation of parole/aftercare conditions conform to due process protections.

STATEMENT OF PRIORITIES

The priorities established for the 1978 Plan are the result of a long and concerted effort on the part of local criminal justice planning agencies, State agency planners, State and local criminal justice operating agencies, the State Law Enforcement Planning Agency Governing Board and staff and private interest groups and individuals. The priorities-setting process begins with the input received from the sources mentioned above and culminates with the decision of the SLEPA Governing Board to allocate funds to those action programs which are considered to be high priority areas. A complete description of these program areas can be found in the "Annual Action Program" section of the Plan.

The input received is in every case endorsed by the local government chief executive body or State department head and consists of problem analysis, needs assessment and a listing of suggested projects for implementation, ranked in order of priority. This input is also endorsed by the planning boards of local units of government which are comprised of elected officials, operating criminal justice agency heads and private citizen representatives. The staff of the State Law Enforcement Planning Agency then coordinates this input with adopted State standards and goals, evaluation information regarding currently operational criminal justice programs, State/local funding ratio requirements, high population jurisdiction funding guidelines, the volume and trend of crime and guidelines requiring a funding balance among the major criminal justice system components. The result of this effort is a statement of the statewide problems, goals and objectives and proposed programs. Since funds are invariably insufficient to meet all perceived needs, a statewide prioritization becomes necessary. The Agency Governing Board is involved in this prioritization process, the result of which is the "Annual Action Program" Section of the Plan.

There are presently 19 local criminal justice planning units funded by SLEPA through the use of Part B funds. These units represent over 83% of the State's population and are located primarily in high crime areas. The breakdown of local criminal justice planning agencies funded is four city units, one city/county unit and 14 county units. These local units are: required to develop a comprehensive plan every three years for their own jurisdiction, gather data, contact private agencies, analyze and solve

problems, implement a plan and provide input in the annual Criminal Justice Plan for New Jersey. The list of local criminal justice planning units funded by SLEPA is as follows: Atlantic County, Burlington County, Camden City/County, Cumberland County, Essex County, Gloucester County, Hudson County, Jersey City, Mercer County, Middlesex County, Monmouth County, Morris County, Newark, Ocean County, Passaic County, Paterson, Somerset County, Trenton and Union County.

In addition to the local criminal justice planning units, the following State Agencies have provided input into this year's Criminal Justice Plan for New Jersey: The Department of Corrections, Department of Human Services (Division of Youth and Family Services), Department of Education (Garden State School District, Division of Planning), Department of Health (Division of Narcotic and Drug Abuse Control, Division of Alcoholism), Department of Civil Service, Department of Law and Public Safety (Office of the Attorney General, Division of State Police, Division of Criminal Justice including Prosecutor Supervisory Section, Police Training Commission, Division of Systems and Communications), Department of Public Advocate (Office of the Public Defender), Department of Community Affairs (Division on Aging) and the Judiciary (within the Administrative Office of the Courts input is received through Court Planning, Probation Services, Pre-Trial Services, Judicial Management Information Systems and the State, County and Municipal Courts).

Local private agencies coordinate their information with the State agencies and the local criminal justice planning units. These private agencies have a close working relationship with the State agencies and the local criminal justice planning units, in both day-to-day operations and long range criminal justice planning.

The listing of objectives for this year's Plan can be found in the Annual Action Program section of the Plan by individual program area. The chart which follows summarizes the allocations of Part C, Crime Control Act funds among the various components of the criminal justice system. Since Part E funds are restricted to corrections use and the Juvenile Justice and Delinquency Prevention Act funds are limited to the juvenile justice area, they are not included in this analysis.

ALLOCATIONS TO SUBSTANTIVE AREAS OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

SUMMARY OF PART C ALLOCATIONS

Program #	Police	Courts	Corrections	Drug Abuse	Juv. Del.	General Crime Prev.
A-1	\$ 32,900	\$	\$ 32,900	\$	\$	\$
A-2	319,050					
A-3	170,600	76,975	37,425		80,130	
A-4	13,150	13,150	13,150			
A-5		265,000				
A-7					701,950	
A-8					404,700	
B-1	40,000					250,000
B-2	260,000					
B-3						220,000
B-4						250,000
B-5	523,900					
B-6	500,000					
B-7	360,750					
B-8	210,000					
C-1					418,400	
C-2			160,000	229,850		
C-3		340,000				
C-4		165,000				
C-5		90,000				
C-6			260,000			
C-7			384,000			
C-8		212,850				
C-9		270,000				
C-10		219,000				
C-11		266,800				
D-1			330,035			
D-2					197,800	
D-3			138,535			
D-6			242,000			
D-7			231,000			
TOTALS	\$2,430,350	\$1,918,775	\$1,829,045	\$229,850	\$1,802,980	\$720,000

Percent of Part

C Funds	27.21%	21.48%	20.48%	2.58%	20.19%	8.06%
(\$8,931,000)						

The above chart was prepared under the following assumption: that the classification, "General Crime Prevention," is taken literally and that programs or portions of programs that are included in Juvenile Delinquency, Drug Abuse or other areas are classified as "specific" crime prevention programs properly in the major category and not in the "general" heading. Courts designation includes prosecution and defense.

THE ANNUAL ACTION PROGRAMS

The chart below is a cross reference of the 1978 Action Programs to the 1977 Programs including the allocations to each program showing the source of funds (Crime Control Act Part C or E; Juvenile Justice and Delinquency Prevention Act) and the distribution between state and local units of government. Assignments by Operations Unit desks follows.

1978 Program Number	Program Title	State	Local	1977 Program Number
A-A	Juvenile Justice & Delinquency Prevention Act Planning & Administration \$310,350 (JJDP)	\$186,210	\$124,140	A-A
A-1	Continuation of State Level Program Monitoring & Evaluation Capability (Part C)	65,800		A-1
A-2	In-Service Training for Police Officers (Part C)		319,050	A-2
A-3	Educational & Professional Development for Criminal Justice Personnel (Part C)	221,430	143,700	A-3
A-4	Recruitment, Selection & Upgrading of Criminal Justice Personnel (Part C)	39,450		A-4
A-5	Specialized Training of Court Professionals & Supporting Judicial Personnel (Part C)	180,000	85,000	A-5
A-6	Supportive Services for the Retention of Students in Local Public Schools (JJDP)		163,000	A-7
A-7	Community Youth Services \$701,950 (Part C) \$250,000 (JJDP)		951,950	A-8
A-8	Community Day & Residential Treatment Program for Juveniles \$404,700 (Part C) \$155,400 (JJDP)	29,635	530,465	A-9
B-1	Increase Police Patrol Effectiveness (Part C)		290,000	B-1
B-2	Crime Specific Priority Targets (Part C)		260,000	B-2
B-3	Public Housing Security & Senior Citizen Target Hardening Projects (Part C)		220,000	B-3
B-4	Police/Community Crime Prevention Efforts (Part C)	25,000	225,000	B-4
B-5	Increased Police Efficiency by Improved Communications (Part C)	87,000	436,900	B-6
B-6	Specialized Investigation of Organized Crime (Part C)	350,000	150,000	B-8
B-7	State Crime Laboratory Expansion Program (Part C)	360,750		B-9
B-8	Major Crime Fugitive Unit (Part C)	210,000		B-10
C-1	Improvement of Police Services to Juveniles \$418,400 (Part C) \$100,000 (JJDP)		518,400	C-1
C-2	Community Treatment Programs for Adult Offenders (Part C)		389,850	C-2

1978 Program Number	Program Title	State	Local	1977 Program Number
C-3	Improvement & Expansion of Juvenile & Domestic Relations Court Intake Screening \$340,000 (Part C) \$50,000 (JJDP)		390,000	C-3
C-4	Municipal Court Management & Improvement Program (Part C)		165,000	C-4
C-5	Improvement of Services & Information Programs for Victims, Witnesses, Jurors (Part C)		90,000	C-5
C-6	Pre-Trial Services Program (Part C)		260,000	C-6
C-7	Improvement of Juvenile Probation Services \$384,000 (Part C) \$50,000 (JJDP)		434,000	C-7
C-8	Prosecutor's Office Management Improvement (Part C)		212,850	C-8
C-9	Utilization of Technological Resources Within the State Court System (Part C)	200,000	70,000	C-9
C-10	Office of the Public Advocate Activities (Part C)	219,000		C-10
C-11	Continued Support of Statewide Court Activities (Part C)	266,800		C-11
D-1	Local Correctional Institution & Jail Programs (Part C)		330,035	D-1
D-2	Improvement of Detention & Shelter Care Practices \$197,800 (Part C) \$29,200 (JJDP)	15,000	212,000	D-2
D-3	State Correctional Support Programs \$138,535 (Part C) \$107,600 (Part E)	246,135		D-3
D-4	State Correctional Education Programs (Part E)	305,700		D-4
D-5	State Correctional Treatment Programs (Part E)	48,700		D-5
D-6	Community Programs to Assist Adult Offenders & Releasees \$242,000 (Part C) \$300,000 (Part E)	300,000	242,000	D-6
D-7	Community Based Adult Facilities & Programs Providing Alternatives to Incarceration \$231,000 (Part C) \$250,000 (Part E)	250,000	231,000	D-7
D-8	Alternatives to Enable Separation of Juvenile from Adult Offenders in State Correctional Institutions & To Insure Deinstitutionalization of Status Offenders (JJDP)	961,050		D-9
TOTAL		\$4,567,660	\$7,444,340	

PROGRAM ASSIGNMENTS BY OPERATIONS DESK

Adult Corrections and Rehabilitation

C-2
C-6
D-1
D-3
D-4
D-5
D-6
D-7

Courts & Ancillary Services

A-3
A-4
A-5
C-4
C-5
C-8
C-9
C-10
C-11

Juvenile Justice & Delinquency Prevention

A-A
A-6
A-7
A-8
C-1
C-3
C-7
D-2
D-8

Police

A-2
B-1
B-2
B-3
B-4
B-5
B-6
B-7
B-8

Program A-1 is administered by the Planning Unit.

A. LEGISLATION, SUPPORT SERVICES AND PREVENTION

PROGRAM AREA AA: Juvenile Justice and Delinquency Prevention Act Planning and Administration

Objectives:

To provide for the development of a comprehensive plan for juvenile justice within the State.

To provide for the administration of funds received to carry out the objectives of the juvenile justice plan.

To aid the collection of statistical information on a county basis for both local and State planning purposes.

To assist the criminal justice planning units in the development of expanded research, planning and coordination efforts in the juvenile justice system.

To continue 14 juvenile justice research components within county and city criminal justice planning units.

General Strategy for Implementation:

In order to prepare a statewide plan for juvenile justice consistent with the requirements of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, much specific information, including statistics on the population in the juvenile justice system, has to be compiled. The State Law Enforcement Planning Agency has added staff members to concentrate on juvenile justice planning as well as to oversee the administration of juvenile justice funds.

On the local level, under the 1976 Plan, six counties participated in the juvenile justice planning program, hiring either full-time or part-time planners or researchers to gather juvenile justice data, to develop uniformity in the collection of the data, to coordinate local input and to plan for programs which are responsive to the needs of the juvenile justice system within the counties. Under the 1977 Plan it was anticipated that an additional six county and two city units would receive initial juvenile justice staffing grants.

In order to coordinate the juvenile justice planning grants awarded under the 1978 Plan with the planning units funded under Part B of the Crime Control Act, an effort will be made to run juvenile justice grants during the same time period (January 1—December 31, 1978) as Part B grants.

Those counties which have 1976 and 1977 juvenile justice planning grants that will continue to operate during a part of 1978 will be eligible to receive continuation grants which will extend that planning capability to December 31, 1978.

Subgrant Data:

The State Law Enforcement Planning Agency will retain 60% of the funds reserved for planning and administration purposes.

Only those county jurisdictions with State Law Enforcement Planning Agency supported criminal justice planning units and the Newark and Jersey City units will be eligible to apply for the full year or partial year continuation funding for juvenile justice planning grants based on a 40% pass through of the total funds. The pass through represents the same proportion available to the units through Part B Planning funds under the Crime Control Act. Total amounts available to the State and local units would be:

State: \$186,210

Local: \$124,140

Budget:

	LEAA	State	Percentage of Match
Total JJDP			
Block Support	\$310,350	\$34,484	10%

PROGRAM A-1: Continuation of State Level Program Monitoring and Evaluation Capability

Relationship to Problem Analysis:

The reactive nature of the criminal justice system requires frequent operational changes. It is desirable for this change to come about as a result of logical planning rather than spontaneous decisions caused by crisis situations. Following planning, the implementation of change requires sound management. After a revised procedure is instituted, evaluation feedback is necessary to gauge its impact and to indicate the need for further redirection of goals or activities.

Many State and local units of the criminal justice system do not have the necessary planning/management/evaluation capacity at a time when diminishing available resources (including LEAA funds) make this capacity even more critical.

Objectives:

To develop capability within major State criminal justice agencies to assess the effectiveness of operational components for purposes of modifications to achieve efficiency and to justify budget requests objectively for State and federal support.

To continue within major State criminal justice agencies the administrative capability to account effectively and expeditiously for fiscal and programmatic aspects of diverse activities and to initiate the required reports for maintenance of accountability.

To provide staff expertise required to plan for long term operational change unencumbered by the pressures of immediate crises reactions.

General Strategy for Implementation:

Criminal justice agencies have begun to build their capacity to evaluate and monitor their operations and programs. Previously, criminal justice management has often lacked the resources to collect data, engage in systematic analysis, improve program development and measure program effectiveness.

Program monitoring and evaluation units within the criminal justice system will be continued to identify long-term objectives and to design manage-

ment systems to achieve these objectives. These units engage in coordinated planning. Their functions include gathering and analyzing data, setting priorities and analyzing needs and problems for the purpose of developing a comprehensive plan of action for the participating agencies within departments, evaluating alternative programs, making staffing recommendations and conducting monitoring activities.

This type of activity building decreases dependence on outside expertise. Management objectives would be reached more effectively if the planning is done by individuals directly responsible to management and who are intimately acquainted with the specific problems within a given criminal justice agency.

Projects will be continued in those instances where justification can be produced in terms of scope of activity, general resources available, number and types of projects currently administered, research planned and monitoring and evaluation objectives to be attained.

The State Law Enforcement Planning Agency will provide technical assistance in the area of application preparation and program development.

Subgrant Data:

State agencies will be the only eligible applicants. Proposals for initial or continuation funding will be considered on the basis of demonstrated need. Subgrants will range between \$25,000 and \$40,000 with smaller grants possible to supplement ongoing efforts. The 1978 allocation will be supplemented with 1977 funds and discretionary funds to support projected continuation needs, contingent on successful completion of the initial grants.

Budget:

	LEAA	State, Local or or Other	Percentage of State/Local Match
Part C			
Block Support	\$ 65,800	\$ 7,312	10%

PROGRAM A-2: In-Service Training-Patrol Officers

Relationship to Problem Analysis:

The lack of adequate in-service training remains a serious problem within New Jersey. Presently, there is no State requirement for in-service training for

police officers. Since 1967, legislative authority has been granted to establish standards and minimum curriculum requirements for in-service training but no State funds have been appropriated for this purpose. It is difficult to overstate the importance of

continuous training in an area where investigative techniques and service to the public must be constantly improved and where new court decisions and legislation have a significant impact on such routine activities as proper search, arrest, evidence collection and presentation, surveillance, investigation and suspect interrogation.

In an attempt to address the lack of police in-service training funds were provided in the 1976 Plan to implement six in-service projects to provide over 1,000 police officers with 40 hours of training. The program area was continued in 1977 and in this Plan year it is anticipated that four additional projects will be implemented.

Objective:

To provide approximately 1,200 patrol officers with 40 hours of annual in-service training to acquaint the officer with improved patrol methods.

General Strategy for Implementation:

Under this program area projects will be developed to provide one week (40 hours) of full-time training for as many patrol officers as possible. These projects will be designed to provide training to all patrol officers in the selected communities. The training should be designed to meet the current needs arising from changes in policy, the introduction of new techniques and the noticeable weaknesses of the particular class of students. Applications should include a description of the process which will be utilized for determining the training needs of the class.

Some subjects to be considered in the in-service training course are: Criminal Law; Ethics; Field Reporting; Community Relations; Crime Prevention; Arrest, Search and Seizure; Investigative Procedures; Patrol Procedures; Proper Use of Force; Safety in Pursuit Driving; Court Presentations; Juvenile Offenders; Crisis Intervention; and Unusual Events.

It is suggested that the training programs be structured to encourage maximum participation from attendees. Various teaching methods should be considered, for example: formal classroom training, pre-testing and post-testing, visual aids, field training and other methods as mandated by the particular needs of the class of students. It is anticipated that these in-service patrol training programs will be continued with local funds after the initial SLEPA funding.

All projects will be required to submit evaluation data including reactions from those being trained. The evaluation should show how responsive the training program is to the perceived needs of those being trained, how job-related the training is and

what impact the training activity has on those being trained and the impact on the activities of the police department. Projects will be required to keep data on the number of individuals trained, the length of training, the content of the training, the types of training materials used and the method of training utilized. For those groups who have previously received minimal or no training, an indication should be given of how training needs were analyzed and how the training program was developed in response to those needs. Evaluation data will indicate in what way training courses are kept current and related to present job requirements. Evaluation data should also include what changes in training content are indicated. Evaluation instruments will be developed to measure the retention of training by those individuals who have participated. In some instances it may be possible to measure the job-relatedness of training after several months and after the individuals have returned to their operational duties.

Subgrant Data:

There will be seven in-service training projects implemented. The maximum for each subgrant will be approximately \$55,000. Priority considerations will be given to regional projects, particularly county-wide efforts. Applications will be reviewed from other police agencies that demonstrate the ability to provide the type of training required.

Grant funds may be used for the following purposes:

a) Direct training costs—This includes the cost of books, supplies, films or other items justified as needed for training. Funds may also be used for instruction where it does not supplant existing staff assigned for this purpose.

b) Indirect training costs—Grant funds may be used to help defray the per diem cost of replacing a duty officer on training. Applications that do not include personnel costs will be given priority consideration. The use of funds for this purpose if accepted will be on a straight salary basis (no overtime rate) and will be completely documented with time and attendance records evidencing the trainee's attendance in training and the substitute covering the trainee's post. It is anticipated that training grants will be for one year only.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$319,050	\$35,450	10%

PROGRAM A-3: Educational and Professional Development for Criminal Justice Personnel

Relationship to Problem Analysis:

Although their duties may differ, personnel in all parts of the criminal justice system must attain high levels of excellence in the performance of their respective duties. Because personnel in the criminal justice system can have such a tremendous impact on the lives of other people, it is essential that they receive education and training of the best quality. Training seminars, institutes and conferences can improve one's understanding and performance of his role in the criminal justice system.

This program continues to support a large number of training and education sessions in a wide range of topics and a variety of modes in order to remain flexible to training needs as they become evident. The current emphasis is on upgrading the performance skills of professionals employed by criminal justice agencies through in-service training, including specialized and advanced level skills training.

Objectives:

To continue upgrading the performance of criminal justice personnel by providing specialized training experiences. Based on prior years experience, it is estimated that 4,300 members of the criminal justice system will receive some form of training.

To provide training for criminal justice specialists where previous training efforts have been minimal or non-existent.

To develop at least 20 programs focusing on areas of operation requiring current knowledge and highly developed skills.

General Strategy for Implementation:

Applications for projects submitted under this program area will be assigned to the particular SLEPA program desk that is relevant to the training subject matter. That desk (Police, Adult Corrections and Rehabilitation, Juvenile Justice and Delinquency Prevention, or Courts and Ancillary Services) will be responsible for the technical completeness of the application and for monitoring projects that are funded.

As part of the application, agencies seeking training and professional development funds will be required to detail their plans for long-range, comprehensive training programs. They must demonstrate that the proposed training function is part of a coordinated, planned effort. They will be required to outline how the proposed training interfaces with other training projects which may be available. Special priority will be given to training for criminal

justice positions where training has been minimal in the past.

SLEPA will encourage the development of interdisciplinary training councils to establish priorities and to begin structuring comprehensive criminal justice training. Some in-service training activities may be developed and implemented by a college or university serving as a central resource. Coordination of training at the State level will be encouraged; if necessary, assistance will be provided in establishing training coordinator positions within major State agencies.

The development of executive and organizational skills at the management and supervisory level will be encouraged as will a system of "training trainers" to provide in-service training to other members of their departments or agencies.

Self instructional type courses and collegiate credit courses will continue to be excluded.

There will be four basic areas of funding:

I. **Police.** Funds will be provided for the continuation of Police Training Commission activities, as well as State Police, including the Trainer Training Project. Specific skill training at the local level will also be supported.

II. **Adult Corrections and Rehabilitation.** Local and State training projects for correctional personnel will be funded. Types of training programs may include but will not be limited to supervision, management and administrative development and specific skills improvement.

III. **Courts.** Program Area A-5 addresses the training need of the judiciary and supporting judicial personnel. This section will concentrate on professional development for prosecutors and public defenders. Applications may include but will not be limited to advanced prosecutors training, child abuse seminars, homicide seminars, financial transaction seminars, sex crime prosecution, public defender professional development and training for public defender support personnel.

IV. **Juvenile Justice and Delinquency Prevention.** Numerous training conferences have been held in the past for individuals responsible for assisting juveniles. These seminars, workshops and conferences have reached juvenile aid officers, juvenile conference committee members, juvenile shelter workers and others. Funds will be provided to continue to upgrade skills at a regional or statewide level. One project will involve the training of law students in both the defense and prosecution of juveniles.

Subgrant Data:

Funds already allocated in the 1977 Plan will be available to some extent, to support training projects in all four functional areas. 1978 funds will be available as follows:

Police training projects will be allocated \$170,600.

Adult Corrections and Rehabilitation State and local projects will be allocated \$37,425.

Prosecution and defender training projects will receive \$76,975.

Juvenile Justice and Delinquency Prevention train-

ing projects will receive \$80,130.

It is anticipated that a total of 20 projects will be funded. Efforts will continue to be made to insure that a balanced training program is achieved.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C Block Support	\$365,130	\$ 40,570	10%

PROGRAM A-4: Recruitment, Selection and Upgrading of Criminal Justice Personnel

Relationship to Problem Analysis:

The improvement and expansion of recruitment practices are of fundamental importance to the criminal justice system. It is the quality of recruits that determines the quality of criminal justice services over a period of time. A better planned, proactive effort is required for those components of the system which have pressing personnel needs. This effort should focus on attracting qualified candidates, while also expanding minority participation through the elimination of all arbitrary barriers, both real and apparent. While earlier program years concentrated on recruitment and selection practices, the current program emphasizes the improvement of promotional decision-making techniques.

Objectives:

To implement an assessment center for evaluating the promotion potential of administrative and policy making municipal police officials.

To reduce any cultural bias that may exist in current promotional testing procedures.

To establish the assessment center as a viable testing procedure, thereby producing a model to be used for promotional testing in other criminal justice position titles.

General Strategy for Implementation:

The Department of Civil Service began Phase I of an assessment center with 1977 funds. The traditional oral testing process had been challenged on the grounds of being overly subjective and therefore non-competitive. The job-related, performance-based assessment center provides suitable candidates for promotion to supervisory positions and will

overcome objectionable features of the traditional oral examination.

The assessment center is essentially an examination procedure stressing work simulations. Candidates are required to demonstrate their proficiency in job-related simulations (group discussions, oral presentations, background interviews, "in-basket" exercises, etc.). Their performances are rated by an assessment team comprised of experienced police administrators. Once established, an assessment center could evaluate between 50 and 100 candidates a year.

To develop this examination technique, during Phase I, the Department of Civil Service isolated common job elements, developed appropriate exercises and selected and trained assessors. During Phase II, assessment center testing will be put into operation.

The Department of Civil Service will document experience with this new criminal justice promotional technique.

Subgrant Data:

The New Jersey Department of Civil Service will be the sole applicant. A promotional assessment center project, originally conceived as a one year project, will receive funds for a final continuation.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C Block Support	\$ 39,450	\$ 4,384	10%

PROGRAM A-5: Specialized Training of Court Professionals and Supporting Judicial Personnel

Relationship to Problem Analysis:

Education and training should serve to advance the administration of justice and to stimulate and effect substantial improvements in the court system. Initial efforts in the realm of judicial education have confirmed that there exists a great need to continue the training of New Jersey's judicial and support personnel. Furthermore, it has become apparent that this need will be best met through the implementation of a consolidated training effort, administered by a centralized Judicial Training Coordinator located in the Administrative Office of the Courts.

The rate of legal change has become so rapid that few can stay abreast simply on the strength of their own efforts. Even experienced judges need training in new techniques in court administration and performance of judicial duties, thereby sharing advances and simplifications in these functions. Long range training plans should, therefore, include initial orientation sessions for newly appointed personnel, in-service training to acquaint court personnel with changes in law and procedure, as well as specialized training in selected areas of need.

Objectives:

To increase the effectiveness of the courts in dealing with crime by upgrading the skills of judges and court support personnel.

To assist the judiciary in staying current with the increasing volume of changes in the law by providing at least 20 specialized training activities, conferences, seminars and courses.

To provide special training programs for new members of the judiciary.

To continue the development of a New Jersey Judicial College.

To provide county probation personnel with a variety of training activities to improve skills, thereby improving client services.

General Strategy for Implementation:

Past SLEPA funding has provided the Administrative Office of the Courts, in conjunction with the Supreme Court Committee on Judicial Seminars, with the opportunity to establish a consolidated and comprehensive judicial education program. The Office of Judicial Education will continue to oversee all aspects of the continuing special training program for Superior Court, County Court and Municipal Court judges, Supreme Court and Appellate Division law clerks and other judiciary support personnel. The Office of Probation Training within the Administrative

Office of the Courts will supervise the ongoing effort to upgrade skills within the county probation departments.

Training projects are repeated frequently to serve incoming members of the judiciary and to provide training for those not previously afforded these opportunities. There is a continual need to increase the training offerings and to broaden the content of the training. Improvement in administrative techniques, as well as specified procedural and substantive law are areas of interest to be covered. Refresher education is also planned.

Support personnel will be provided with orientation courses as well as refresher and developmental courses for more experienced staff. As in the past, about 20 in-and-out-of-state training seminars, workshops, lectures and courses will be scheduled.

The Office of Judicial Education has additional duties to those involved in planning, coordinating and evaluating seminars. This office oversees court interpreters, distributes supplements to the criminal law digest and disseminates a monthly bulletin to keep judges and other court personnel informed of important administrative decisions on the State level.

The Office of Judicial Education will continue to re-direct emphasis from a programmed series of training conferences and seminars toward a well structured College for Continuing Judicial Education in the State. The College will provide the Judiciary with a unique resource, directly responsive to the needs perceived by the New Jersey Judiciary.

The Administrative Office of the Courts' Office of Probation Training will continue to coordinate probation training activities within the 21 county departments. This office will plan, coordinate and evaluate orientation training, skills and methods of training, and administrative and supervisory training. This office responds to training needs as perceived by the individual probation departments and the judiciary.

Subgrant Data:

The Administrative Office of the Courts will be the sole applicant for grants to improve training for the judiciary. Probation training will be coordinated through the Administrative Office of the Courts, utilizing waived local level funds totaling \$85,000.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$265,000	\$ 29,445	10%

PROGRAM A-6: Supportive Services for the Retention of Students in Local Public Schools

Relationship to Problem Analysis:

Many school systems in New Jersey have few alternatives but suspension or expulsion for those students who are not adjusting to a traditional school setting. A large percentage of juveniles who have contact with the police have had some prior history of school problems.

Either because of lack of resources or administrative priorities, many schools have not developed alternative education models which could be used to retain as many students as possible within the school. It is clear that alternatives other than expulsion, suspension or referral to the criminal justice system are needed to serve students who are difficult or disruptive. The school system should develop relationships with agencies within the community and use community resources to help provide the needed services to keep juveniles in the school system. This coordination of school and community resources should also be developed and expanded to help reduce the costly incidence of vandalism.

Objectives:

To increase to ten the number of school districts where projects have been developed through assistance from this program area.

To increase to 300 the number of students receiving services as a result of this program area.

To provide projects within local school districts to help reduce vandalism, disruptive behavior, arbitrary suspension and truancy and which should be designed to encourage a positive learning environment for all students.

To create programs of community involvement within public schools to provide alternatives for those juveniles who would otherwise be suspended or expelled from the ongoing school program.

To provide supportive services within local school districts that would encourage the educational progress of those unclassified students having difficulty adjusting in the traditional school setting.

To develop model projects which can be replicated in other school districts.

General Strategy for Implementation:

As funds for these projects are extremely limited, applications will be accepted from those school districts which can substantiate a critical need for implementation of student retention projects.

Information on truancy, expulsion and suspension rates, as well as juvenile delinquency rates, where applicable, should be included in defining the prob-

lem. Of paramount importance is the support of the local school board in the project and its willingness to initiate and oversee the project.

Innovative and experimental approaches are encouraged. Projects should be designed to work with students who have histories of suspension, truancy, vandalism, and who are experiencing adjustment problems within the traditional school program. Students eligible for these projects are those who have not received a State educational classification for which they are already receiving special education programming. Emphasis should be on supportive programming that uses a child's own experiences as part of the learning process and which helps to improve the child's self image. Projects which provide a teacher-student ratio of ten to one or less, appear to be most appropriate for those students having adjustment problems.

Whenever possible, the project should utilize community resources as an extension of the classroom activities. Such resources could include local businesses for job placement, recreation activities and cultural programs. Cooperation with community agencies should be obtained at the outset of proposal development. Where appropriate, they should be involved in the actual discussion of project goals and activities. The increased communication with local youth serving agencies will better equip both the schools and community in identifying problems and offering services. This cooperation should enhance efforts to reduce vandalism and other school-related community problems.

Grants will not be made to existing projects looking for alternate funding sources. Efforts will be made toward developing model projects that could be implemented in other schools with similar problems and characteristics. It is anticipated that information concerning successful projects will be disseminated to other school districts for replication.

Funding will be on a yearly basis for a period of three years contingent on an acceptable evaluation at the conclusion of the grant period and the availability of funds. There should be a clear indication that costs of the project will be assumed gradually by the local school district.

Subgrantees will be required to submit data on numbers of students served by a specific project as well as the significant results of project activities. Data which substantiates the fulfillment of program objectives must be maintained. Information should include grade level performance, truancy and suspension rates for project participants. Assistance in developing projects will be provided by State Law Enforcement Planning Agency program analysts and

personnel from already existing projects. Staff members from the State Department of Education are also available for consultation and technical assistance.

Subgrant Data:

Two previously funded projects will be continued and three new projects within local school districts

will be funded at a range of \$15,000 to \$40,000.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total JJDP Act Funds	\$163,000	\$18,111	10%

PROGRAM A-7: Community Youth Services

Relationship to Problem Analysis:

Juvenile crime is rising faster than adult crime in the categories of both violent and non-violent offenses. Community leaders in many municipalities in New Jersey have become aware of problems among their youth manifested through drug and alcohol abuse and running away. Of particular concern is the high incidence of acts of vandalism.

The community which offers a supportive environment to its youth can do much to prevent and alleviate their problems. Services within such an environment should be readily accessible, particularly at a point before a juvenile has become involved in the justice system to any great extent.

Most communities need to coordinate and/or build up the available services to better serve the needs of both the youth and his or her family.

Objectives:

To continue 16 community youth service projects and to establish three additional projects in the community that provide advocacy, crisis intervention counseling and other needed services to approximately 20,000 delinquent or delinquent prone youth.

To coordinate and utilize existing social, medical and rehabilitative services and encourage system change/modification for improving services to youth and preventing delinquency.

To establish specific referral relationships with police, juvenile court intake units, probation and local schools.

To develop an intervention plan with the youth for each individual referred including counseling, recreation, vocational and educational services and information and referral.

To develop an information (tracking) system which enables Agency personnel to follow the treatment progress of each client, whether being serviced in-house or by an outside agency.

General Strategy for Implementation:

The need for community-based non-residential

treatment and support projects for trouble-prone youth has been underscored by various groups and studies. The State Law Enforcement Planning Agency hopes to meet this need by increasing the availability of such projects across the State.

Subgrantees will be expected to provide services through the establishment of projects oriented toward both the youth service bureau concept, as well as other activities providing community support services to prevent juvenile delinquency. Projects should not duplicate available services.

The services for youth which will be provided by youth service bureau type projects either directly and/or by purchase of services are extremely varied. The number and nature of services will differ from community to community, depending upon the extent of existing community resources. A specific treatment modality which meets stated goals and objectives and allows for tracking and follow-up of each referred juvenile must be described. Basic service capabilities should include, but not be limited to, counseling (personal, parent/family, educational, vocational), remedial education, social and recreational activities and information and referral. Information and referral services are basic to the project regardless of its nature and extent. The development of a resource directory is a prerequisite to the coordination and integration of services.

The number and types of services which can be provided by a bureau are limited only by the imagination of the local officials and personnel implementing the project and by the willingness of public and private agencies and organizations to commit themselves to a coordinated, cooperative effort. Specialized services/activities should be provided to meet the unique needs of the clients. Experience has shown that the successful adjustment of a youth in a given project is often linked to the family and the home environment. The family functions as a system and the whole unit must be dealt with in order to effect change within any part of this system. Services directed solely toward youth must ultimately involve the parents and/or siblings of the juvenile if long term results are to be anticipated. There is a need to in-

sure understanding of, cooperation with, and reinforcement by family members, of any diversionary program. The need exists to provide social services to families as a whole, rather than only to the juvenile.

If the bureau is to be effective, it is essential that it be responsive to and a part of the community it serves. The process of ascertaining the needs of youth and the community must not only include input from local agencies and organizations but also from youth and the community/citizens it will serve. Therefore, it is expected that an advisory board will be established prior to the development of the application to allow for its input. The advisory board should be a part of the organizational flow chart of the project to allow for continued community involvement during the operation of the project.

In order to be compatible with the overall goals and objectives of the State Law Enforcement Planning Agency, a bureau must receive referrals from all branches of the juvenile justice system. In addition, it is expected that projects will serve referrals from appropriate non-criminal justice agencies (schools, Division of Youth and Family Services, local welfare agencies, etc.), parents, concerned citizens and self referrals. Referral policies, procedures and agreements must be evidenced prior to the funding of a project.

The staffing pattern of a project will depend upon the nature and extent of its services. Sufficient full-time professional experienced staff should be employed to insure the capacity to respond to complex personal crises of youth, to interact with agencies and organizations of the community, and to provide leadership to assure the smooth operation of the project. As mentioned previously, the use of community people as staff and volunteers is highly desirable. In-service training and special institutes should be available to the bureau staff and volunteers to increase their skills.

Although the establishment of youth service bureaus has been emphasized in this program area, funds are available for innovative ideas which will provide help, guidance, counseling and other supportive services to youth and their families in a community setting. Demonstration projects that will provide a springboard for the development of new methods of reducing juvenile delinquency are encour-

aged. However, these projects should not be geared primarily to funding recreational activities but should also provide a wide range of educational, social and psychological services to juveniles. All funded projects must demonstrate that they will become an integrated part of the community's youth services system and not be an isolated agency project that would be discontinued when federal funding is no longer available.

The New Jersey Governor's Adult and Juvenile Justice Advisory Committee, in recognition of the effectiveness of present youth service bureaus, recommends their establishment throughout the State and "strongly urges the appropriation of State funds on a matching grant basis for the support and development of youth service bureaus." One group working to gain State support is the New Jersey State Association of Youth Services. This professional association of youth service bureaus and youth service bureau type projects is working to encourage the growth and development of services to youth and the community of people that serve youth.

Staff is available to assist applicants in the development of their applications. They will also continue to maintain contact with subgrantees during the operation of the project via regular visits to provide technical assistance, information and recommendations for the smooth operation of an effective project.

Subgrant Data:

Up to 16 grants ranging from \$15,000 to \$80,000, will be available for continuation of previously funded projects which have demonstrated success by meeting stated goals. Three new projects ranging from \$85,000 - \$100,000 will be funded.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part C			
Block Support	\$701,950	\$77,995	10%
JJDP			
Act Funds	250,000	27,778	10%
Program Total	\$951,950	\$105,773	

PROGRAM A-8: Community Day and Residential Treatment Program for Juveniles

Relationship to Problem Analysis:

New Jersey has an insufficient variety and number of community oriented residential and non-residential services for youth under the care of the Division of

Youth and Family Services. Some juveniles spend months and occasionally over a year in detention and shelter care facilities awaiting a suitable residential placement. In many instances this placement is out of New Jersey.

In 1976 one-third of the juveniles in residential placement were sent to out-of-state facilities, some to programs in Idaho, Texas and Florida. The primary reason given for this is that these "hard to place" youngsters are not accepted by in-State facilities because of the difficulties in controlling their behavior.

There are youngsters who may no longer need the structure of the residential placement they are in but who are not yet ready to return to the home environment; there are also juveniles being paroled from institutions who still need more support than is available from their families alone. For these and other groups of children, there needs to be a multiplicity of residential and non-residential services to provide the individualized support necessary for each juvenile.

Objectives:

To provide homelike placements and community treatment services for juveniles who cannot be served in the traditional foster home setting and who should not be placed in an institutional facility.

To help maintain a level of at least 12 operational community group care homes initiated with State Law Enforcement Planning Agency funds which serve up to 120 juveniles.

To expand the total number of operational community residential treatment facilities to ten, serving from 200-375 juveniles.

To upgrade the program and services within public and private institutions and residential facilities for juveniles.

To establish non-residential services as an alternative to residential placement.

To reduce commitments to State training schools of children who can be treated in the community.

To provide treatment resources within the State for the "hard to place" juveniles who are currently receiving residential services in other states.

General Strategy for Implementation:

In 1978, this program area will continue and expand the Agency's effort to provide community based alternative residential and non-residential projects for juveniles who should remain in the community rather than be sent to an institutional facility. The planning and implementation for this program area is carried out in close cooperation with the Division of Youth and Family Services, as well as the State's Juvenile and Domestic Relations Courts.

Community based residential treatment center and day treatment projects for either JINS or delinquents can be funded under this program area. Residential facilities making application for funds must be recommended and the treatment plan of the project approved by the Division of Youth and Family Services. The facilities shall meet the guidelines established by the Bureau of Residential Services of that

Division. Agency funds can be used for operating costs but the facilities must be provided by the applicants. Financial assistance for facilities is available in some cases from the Division of Youth and Family Services. It is expected that upon the termination of Agency funding residential treatment centers and group homes will be self supporting through the Division of Youth and Family Services' monthly board payments.

Group homes are designed to maintain a small, homelike setting which provides both short and long term placements for adolescents who cannot remain in their natural home. While social work services are provided, youngsters attend local schools and use community services as much as possible. Grants for group homes are limited to one year. Only under unusual and extreme circumstances will second year continuation grants be awarded.

Grants will be available for the continuation and development of residential treatment centers. Residential treatment centers normally house a minimum of 15 youth and provide substantially more support than group homes. More extensive social and educational services are provided and in most cases staff are on duty 24 hours. Services and programs are directed toward the more difficult to control adolescent whose behavior is more typical of those committed to correctional institutions or placed in facilities outside of New Jersey.

Funds will be available for innovative non-residential treatment programs structured to provide comprehensive services for JINS and/or delinquent youth referred by the Juvenile and Domestic Relations Court or the Division of Youth and Family Services. These projects may either be implemented through an existing residential facility or sponsored independently of such a program. Services should be structured to serve those clients who might have to enter residential or institutional care where in-home or other supportive services not available. Services could include medical and dental treatment, psychological evaluation and treatment, career development/vocational counseling and placement and intensive work with family units. Existing community resources should be utilized to provide recreational and cultural activities whenever possible. When appropriate projects should involve the family or family members in supportive group sessions and work to assure the development of individualized plans for service based on the unique and special problems of each youth and his or her family.

Non-residential treatment projects developed with Agency funds shall meet the guidelines established by the Division of Youth and Family Services, Child Licensing Unit, for the operation of day treatment projects. Grant awards for non-residential projects will be limited to two years. Only under unusual and extreme circumstances will third year continuation grants be awarded.

Subgrant Data:

In 1978, funds will be provided for the continuation of four existing projects and for the development of two new projects. Grant awards to group homes will be limited to no more than \$30,000. Grant awards to residential treatment facilities will range between \$25,000 and \$200,000, depending upon the nature of the treatment program. Grant awards to non-residential treatment programs will range between \$10,000 and \$50,000, depending upon the number of clients to be served and the extent of the treatment program.

Up to \$29,635 will be made available to the Division of Youth and Family Services for the continuation of its project to provide technical assistance for program development and the upgrading of existing residential facilities.

Group homes and residential treatment centers will be funded to jurisdictions in accord with specific needs for service as justified by the Division of Youth

and Family Services. Residential and day treatment projects will be funded in jurisdictions that evidence the greatest need for service, substantially documented community and public agency support and a potential for assumption of ongoing costs. Preference will be given to cooperative efforts by the State and local governments to develop residential and day treatment services for the juvenile who would have been considered "hard to place".

Budget:		State Local or Other	Percentage of State/Local Match
LEAA			
Part C			
Block Support	\$404,700	\$44,967	10%
JJDP			
Act Funds	155,400	17,267	10%
Program Total	\$560,100	\$62,234	

B. DETECTION, DETERRENCE AND APPREHENSION

PROGRAM B-1: Increase Police Patrol Effectiveness

Relationship to Problem Analysis:

During the fiscal crisis of the past several years, layoffs of police officers have brought to the forefront the problem of how to make the best use of existing manpower. Coupled with a drastically increasing police department workload and rising crime and urbanization rates, the need for efficient allocation of resources to satisfy increasing demands for police services has become crucial. Patrol time must be extended in spite of limited manpower, and methods must be devised to determine where the patrol time will be best spent.

The urban areas of the State have a demonstrated need for a crime analysis capability to aid in manpower allocation. The examination of crime patterns and trends permits the deployment (both prepositioning and repositioning) of patrols according to projected need and also indicates the desirability of forming specialized tactical units to concentrate on specific crimes and/or specific geographic areas.

Another area which needs continued attention is the civilianization of some tasks in order to free sworn personnel for patrol duty.

Objectives:

To achieve an increase in the number of apprehensions and on-scene arrests through more effective deployment of police resources.

To maximize efficiency in the delivery of patrol services by concentrating resources on the funda-

mental police responsibility of reducing and preventing criminal activity.

To provide special units within police agencies to respond to analytical projections of crime occurrence.

General Strategy for Implementation:

The allocation of police officers should be based on a continuing analysis of crime occurrence and the efficient use of resources which provide a police presence when needed. In order to meet this need, police manpower resources must be allocated or re-allocated by careful analysis of the time and place of expected demands.

The development and utilization of a methodology for allocating police manpower resources will provide police management with a useful quantitative technique to assist making objective resource allocation decisions. Computer projects in this program area will be utilized for police resource deployment by a data collection and analysis system to determine the proportional manpower distribution from pertinent data by area and time.

In 1978, only computer projects previously funded will receive continued support so that their full potential for analysis and implementation may be developed.

Due to fiscal concerns regarding the high cost of computer maintenance, consideration was given in 1977 to continue a manual crime analysis project initially funded in 1976. This project

ated in an effort to determine if manual crime analysis will result in significant and effective manpower redeployment. The degree of success will determine if additional projects of this type will be included in future planning.

One previously funded demonstration project involving a tactical enforcement unit, allocated by a crime analysis unit within the police department will be continued so that a data base may be established to measure if a significant reduction in street crime has been achieved.

Application goals and objectives must contain a projection of man-hours to be reallocated to patrol related activities.

In the effort to increase police response capabilities without involving the standard practice of hiring additional personnel, police administrators must decide which functions do not require the presence of a sworn officer and designate them as civilian positions. In this manner agencies may utilize sworn personnel in assignments where their efforts can have a direct effect on crime reduction.

Therefore, projects employing civilians to replace police officers must deploy such officers to street duty. Projects will be eligible for one year of funding except in municipalities demonstrating a need for more than one grant to determine if the program has significantly increased patrol force resources.

Applications in this program area must include an evaluation component that will exemplify how patrol

force operations are enhanced through project activities.

In 1978, it is anticipated that cities which continue or institute projects under this program will significantly increase the resources assigned to the patrol function resulting in increased clearance rates of index offenses.

Subgrant Data:

A total sum of \$200,000 will be available for the continuation of computer projects that have received less than three years of funding. No new computer projects will receive consideration in 1978.

The City of Orange will be given special consideration for a continuation of the Crime Specific Patrol Force. Maximum funding for this project will not exceed \$50,000.

One new civilianization of non-enforcement and support police services projects will be eligible for funding in 1978 at a maximum of \$40,000.

Budget:

	LEAA	State, Local, or Other	Percentage of State/Local Match
Total Part C Block Support	\$290,000	\$32,223	10%

PROGRAM B-2: Crime Specific Priority Targets

Relationship to Problem Analysis:

The State has experienced a 7.7% increase in the number of reported robberies in a two year span, 1973 to 1975. Nearly one-third of the 16,273 robberies involved the use of a gun and well over one-half of them involved some sort of dangerous weapon. Almost 60% of all robberies occurred in the six New Jersey cities of over 100,000 population, which contain only 15% of the State's inhabitants. The property loss due to robbery amounted to 6.5 million dollars in 1975. Robbery accounted for over half of the violent Index offenses (murder, forcible rape, robbery, and assault) and was the motive for every murder.

New Jersey were successful in reducing the number of offenses reported to them by utilizing the specialized skills of the units existing in areas with demonstrated clearance rates. The cause of the assaultive offenses caused by robbery was the lack of specialized units. These units have been

established in the cities of Trenton and Jersey City. These units will be evaluated to determine the impact on the target crime and surrounding geographical area. In 1978, it is anticipated that these two units will receive Agency fiscal support at a reduced level and one new unit will be implemented in a city demonstrating a robbery related problem.

Objectives:

To establish and continue robbery investigative units in order to meet the following objectives:

1. To stabilize the rate of robbery in the cities by utilizing police resources consisting of crime analysis, patrol, follow-up investigations, public education and prosecution.
2. To increase the previous years' clearance by arrest rate by 10% of reported robberies in project areas by effective apprehension and prosecution.
3. To analyze robbery trends and disseminate information to supportive patrol resources.

General Strategy for Implementation:

This program area is designed to impact the target crime of robbery by utilizing various resources available and to form a specialized robbery unit. The approach should be multi-faceted and consist of the following components:

- Crime Analysis
- Patrol
- Intensive follow-up investigations
- Public Education
- Prosecutor liaison

The crime analysis should be accomplished by utilizing existing resources. Crime analysis should play a major role in designing the program initially, and should be utilized for continuing direction as the project progresses. Funds should not be utilized for extensive hardware or software modifications, but may be utilized for the employment of a crime analysis specialist.

Patrol activities should be coordinated with activities of the unit and information should be disseminated to the entire patrol force. Crime analysis reports should be available to patrol commanders. The reports should be utilized to assist in the manpower allocation decisions and to develop targets for the specialized unit.

Intensive follow-up investigations may be accomplished by the specialized unit personnel, however, lengthy investigations should not be the responsibility of the unit. Surveillance activities should not be a major component of the project. National evaluations have shown that surveillances consume a large amount of manpower that in most cases is better utilized in other areas.

All unit members should be trained in crime prevention and a liaison should be developed between the robbery unit and a crime prevention unit if one exists. The existing crime prevention unit should play a major role in assisting the prevention efforts of the robbery unit.

A county prosecutor will be assigned to offer legal advice and to assist in the prosecution in unit cases. The prosecutor must devote 100% of all activities to cases developed by the specialized unit. An office must be provided for the prosecutor at the project location.

A clear operational plan indicating unit responsibility

ities and a formal chain of command must be established prior to the submission of an application in this program area. Funds in this program area can be utilized for limited personnel costs.

A portion of this plan should indicate the type of training and amount of training proposed. It is suggested that all patrol officers receive roll call training concerning project activities. Unit members should receive additional training in the speciality of robbery.

It is expected that local units of government will totally assume the cost of these demonstrative projects within two years.

It is expected that the evaluations of the projects will include the following factors:

Effort—The amount and types of input directed toward the project activities. Factors such as man-hours, deployment patterns, crime analysis and other related activities should be included.

Effect—The impact of the activities on the goals and objectives.

End Results—Measurements of the effect the unit has on the municipality.

The evaluation component should be directly related to the project's objectives and specific data should be captured in order to provide information regarding the specific targets.

Subgrant Data:

The two grants initiated in 1977 will be continued for a maximum of \$75,000 per project to include funds for the evaluation.

One new grant will be awarded to a city with a population of over 100,000 to initiate a robbery investigation project. Priority consideration will be given based on the occurrence of robberies and the ability to implement the project. The maximum amount of funds for the new project will be \$110,000.

Budget:

	LEAA	State Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$260,000	\$28,889	10%

PROGRAM B-3: Public Housing Security and Senior Citizen Target Hardening Projects

Relationship to Problem Analysis:

A substantial number of muggings, larcenies, robberies and incidents of vandalism continue to occur in and around public housing complexes. Many of

these housing projects contain a high proportion of both juveniles and senior citizens and most were built without sufficient consideration given to the security of persons and property. The architectural designs make traditional police patrol

ineffective. Evaluation has shown the special housing security unit to be a viable alternative to regular police protection.

In an attempt to address the criminal activity problems in public housing the Agency has provided funds to establish eight public housing security units since 1970. The eight units employing 114 personnel provide direct police service to approximately 37,000 residents of public housing. In this plan year it is anticipated that the new units implemented in 1976 and 1977 will receive final funding.

In order to reduce the victimization of senior citizens living in high density public housing the Agency has provided funds to control the access of strangers into the building. Projects utilizing closed circuit television have proven successful and new projects will be considered in 1978.

Objectives:

To encourage the reporting of potential crime and vandalism situations in an effort to reduce their occurrences in public housing projects.

To increase the opportunity for public housing residents to live in safe and secure conditions as measured through victimization studies.

To institutionalize enforcement services in public housing areas as an integral component of local police service, with emphasis on senior citizen housing projects.

General Strategy for Implementation:

Funds will be available to support previously funded housing security units that are responsible for the policing of public housing projects. Types of patrol, patrol force strength and other pertinent data will be based on the respective unit's specific problems and their eligibility for funds will be based on subgrant data.

Each unit will be required to coordinate activities with the police department having jurisdiction in the housing projects. It is strongly recommended that the housing officers be supervised by a superior line officer from the municipal police department. This will help to insure the close contact with the local police department that is needed for the successful operation of this type project. Additionally, the municipal police officer can serve as both supervisor and training officer.

Agency evaluations of existing security units indicate that the housing guards have the power to arrest, full

is suggested that this is a project component. Planning Agency's personnel from the four available for technical implementing new proj-

vision projects, a security at senior

citizen public housing projects, will be continued this year. Two initial demonstration projects utilizing closed-circuit television surveillance have been implemented in senior citizen housing projects in Plainfield and North Bergen.

Data collected for the Plainfield project indicated that there have been virtually no incidences of crime since the closed-circuit television system was installed in one of Plainfield's senior citizen public housing projects. An integral part of this system is 24-hour monitoring of the system. This has been accomplished by utilizing residents as security aides, and will be a requirement for all surveillance projects. Projects which entail the "target hardening" concept are conducive for senior citizen projects, because of the particular mobility and nature of senior citizens.

A third approach for this area will be the continuation of demonstration projects now being developed for implementation in senior citizen housing by the county offices on aging in cooperation with the Department of Community Affairs, Division on Aging. This project will include the approaches listed above and will include public education, crime prevention programs, police and community training relating to geriatrics.

An evaluation design has been developed by the Agency's Evaluation Team that assesses the efficiency and effectiveness of public housing security units. The Evaluation Team has completed the first in a series of reports that examine the activities of security units in five jurisdictions. The continued evaluation effort will address the activities of the housing security units to be continued in 1978. Each unit will be required to participate in this evaluation effort.

Subgrant Data:

The public housing security units established in 1976 will be eligible for third year final continuation grants for a maximum of \$30,000 each.

Five senior citizens closed-circuit television surveillance projects will be implemented at a maximum of \$10,000 each.

The subgrantees implementing senior citizen projects in 1977 in cooperation with the Department of Community Affairs will be eligible for a total of \$50,000 to continue these demonstration projects.

Priority will be given to high density, high crime rate housing projects with crime rates that exceed the norm for the respective municipalities. No funds will be provided for regular police salaries in the public housing security units. (However, regular police participation in this project is essential).

Eligibility for grants requires a detailed plan of assumption of cost intention.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C	\$220,000	\$24,445	10%

PROGRAM B-4: Police/Community Crime Prevention Effort

Relationship to Problem Analysis:

Law enforcement personnel are finding that traditional approaches to reducing the opportunity to commit crime, such as foot and mobile police patrol, are not sufficient. Crime prevention techniques are, therefore, being used by police departments more frequently as a supplemental crime reduction technique.

Crime analysis indicates that many property crimes can be prevented through "target hardening", (e.g. better locks, neighborhood block associations and other activities). There is a need to raise public awareness concerning crime prevention efforts by the police, to enlist the public's cooperation and to educate citizens in ways to protect themselves and their property.

In 1973, the Agency funded the first formally structured crime prevention units under the target hardening program area.

The results of the crime prevention units established in 1973 and continued in 1974 demonstrated that a good crime prevention program is also an effective police-community relations approach. In 1975, the community relations program area was restructured into a crime prevention program that utilizes combined police-community efforts. The program was continued in 1976 and 1977. To date approximately 35 crimes prevention projects have been implemented. In 1978, it is anticipated that 11 additional projects will be implemented.

Objectives:

To establish 11 crime prevention units to encourage citizen participation in crime prevention projects.

To reduce residential and commercial breaking, entering and larceny in each participating jurisdictions by 5%, and to achieve a reduction in property losses to victims.

To complete 2,000 residential and commercial security surveys.

General Strategy for Implementation:

Every unit should consist of at least one full-time police officer (salary to be provided with local funds), and one full-time civilian employee who will serve as a security specialist. The unit will advise citizens on how best to secure their property and will work with various civic groups to "harden" both residential and business potential crime targets.

Based on the assessment of the importance of intensive training in crime prevention techniques and the quality of the National Crime Prevention Institute's Crime Prevention Theory-Practice Course, unit personnel will be expected to attend this course at

the University of Louisville. In the event that similar training becomes available in New Jersey, the local training will be substituted.

As stated in the "Task Force Report-Police of the President's Commission on Law Enforcement and the Administration of Justice", the only alternative to persuasion and public education in the crime prevention field is legislation that compels manufacturers and owners of personal property and real estate to maintain certain basic security standards. It is suggested that each subgrantee review its own municipal security codes and propose the enactment of new security codes, where applicable.

An additional activity of projects funded under this program will be the analysis of specific crime data and *modus operandi*. In reviewing specific reports for crimes such as breaking and entering, larceny, robbery and car theft crime prevention personnel should be able to analyze crime patterns to be utilized in manpower deployment.

Emphasis will be placed on crime prevention projects in senior citizen communities. New approaches to the senior citizen's problems are encouraged and will be given priority consideration.

A statewide crime prevention effort will be continued to maximize the effectiveness of the local units implemented throughout the State. Emphasis will be placed on increased public awareness and involvement in crime prevention efforts.

The Police Desk has developed a monthly evaluation report for this program area that each subgrantee will be required to maintain. This evaluation instrument will quantify the spectrum of services as well as the results as outlined in the objectives.

Attention will be given to breaking and entering rates, total property losses to victims and the numbers of security surveys conducted in the year.

Subgrant Data:

Up to 12 municipalities will be eligible for projects. Consideration will be given to combinations of units of government with consolidated units. No police salaries will be provided with grant funds. The maximum amount for each subgrant will be \$20,000. Funds totalling \$25,000 will be available for a statewide crime prevention program.

Grantees are expected to assume project costs after one year of grant support.

BUDGET:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C	\$250,000	\$27,778	10%
Block Support			

PROGRAM B-5: Increased Police Efficiency by Improved Communications

Relationship to Problem Analysis:

Efficient communication between citizens and the police and among the police themselves is of obvious critical importance in the detection, deterrence and apprehension of criminals as well as for the protection of public and police officer safety. The development of radio communications, however, has in the past been the result of coping with individual law enforcement agency needs, rather than proceeding according to a logical statewide plan. As a result, three types of problems exist to varying degrees throughout the State. First, on the State level, there is no statewide police emergency network to provide a common tie among all police. Second, on the local level, a constant mode of communication between the dispatcher and the police officers is at times lacking. Rapid communication between the citizens and the police is a further local problem. Third, there are not enough sources of unbiased technical assistance in the area of communications system revision.

In an attempt to address these concerns, a comprehensive program has been designed to allow for technical assistance concerning all phases of police communications by Agency staff, and a task force appointed by the Attorney General to study statewide tactical frequencies, and fiscal support for a limited number of communication projects. The emphasis for project funding will be countywide central dispatch operations.

Objectives:

To improve citizen access and to reduce the time it takes for response to calls for service in 35 jurisdictions.

To utilize radio frequencies more effectively and increase electronic engineering technological capabilities by providing professional technical assistance in the development of improved communications systems in at least 35 jurisdictions.

To improve the administrative and personnel requirements in the dispatch process and records required to operate a telecommunication center and system by providing professional technical assistance in the development thereof in at least 35 jurisdictions.

To improve the capabilities of police units in the field to communicate with their headquarters thereby increasing safety and efficiency of operations.

To complete a project to study statewide tactical and data information systems to provide the capability of communications at the scene of disorders and disasters.

General Strategy for Implementation:

During 1978, countywide central dispatch projects will be given priority consideration for funding.

This program provides financial support to centralized dispatch centers for projects designed to improve police radio communications, improve citizen access into the police and to reduce police response time. Projects include, but are not limited to: constant police communications via portable "take along" radios in place of vehicle mobile units and development of communications systems including the establishment and expansion of central dispatch networks encompassing entire counties.

Funding has been provided to the Office of Frequency Coordinator New Jersey State Police to furnish assistance in the proper allocation and assignment of police radio frequencies to those agencies requiring new Federal Communications Commission licenses or renewal or modification to same.

In 1978, the office of the State Radio Frequency Coordinator will be eligible to receive a limited amount of funds to continue the full-time coordination services.

The State Division of Systems and Communications has made available a Communications Specialist to provide technical assistance in the area of police communications planning and problem solving to those agencies within the State requiring such assistance. This assistance will include the following:

1. Study and evaluation of present communication capabilities and existing problems.
2. Report and recommendation for improvements and/or problem solutions.
3. Preparation of competitive specifications for communications equipment.
4. Any needed follow-up to resolve the problem or system deficiencies.

With the assistance of a grant to the Division of Systems and Communications, technical assistance in system planning and design will be available to the State Law Enforcement Planning Agency. During 1978, it is anticipated that approximately 35 jurisdictions will receive indepth technical assistance from the Communications Engineer.

A major problem that communities in the State of New Jersey encounter is that in the event of a disaster, man-made or natural, it is impossible to communicate with units from other jurisdictions responding to render assistance because of incompatibilities in radio channels and equipment. A committee representing state and local police administrators has been formulated to provide planning to permit common radio channels and procedures to be followed

at the scene of a disaster or disorder.

Implementation of this project to study statewide tactical frequencies is projected to be completed in 1978. Funds will be allocated to the task force to continue researching existing systems, clerical support and the development of priorities and a master plan, and provide for the implementation of the system.

It is anticipated that in 1979, funds from this program area will be allocated for the implementation of statewide tactical frequencies as recommended by the task force. Any project which proposes a change in operating radio equipment will be special conditioned to insure the municipality retains the older radios. This will permit future flexibility in the event that a statewide tactical frequency is developed.

In order to provide the staff of the State Law Enforcement Planning Agency the information required to evaluate each system's minimum requirements, the following guideline procedures have been developed to be completed prior to grant application submission:

A. The applicant shall submit to the Agency:

1. A concept paper with the following minimum considerations:

- a - Citizen access.
- b - System configurations and proposals.
- c - Administrative and personnel procedures.
- d - Training.
- e - Evaluation process.

2. Concurrence of the majority of the prospective participative police departments.

3. Completion of the engineering evaluation questionnaire concerning existing systems.

B. After review of the above listed requirements a member of the staff of the State Law Enforcement Planning Agency and the Communications Specialist shall be assigned to assist the applicant in the preparation of a comprehensive telecommunications plan. This plan will make detailed recommendations in the improvement of the total telecommunications capabilities, administrative, procedural and systems engineering requirements of the applicant.

Subgrant Data:

Priority consideration will be given to those projects that are countywide central dispatch approaches. Two counties will be eligible for approximately \$150,000 per project.

Second priority will be given to those regional or areawide central dispatch approaches consisting of three or more jurisdictions and a population base of 20,000.

Third priority will be given to jurisdictions with populations in excess of 20,000 that can demonstrate a need for communications improvement to solve a problem where it is not possible or practical to consolidate or join an existing network.

The State Frequency Coordinator will be eligible for a continuation grant of \$40,000. Funds will be utilized for engineering assistance, clerical support and transportation.

The Communications Specialist will be eligible for a continuation grant of \$32,000. Funds will be utilized for engineering assistance, clerical support and transportation.

Up to \$130,000 will be made available to local units of government to implement the statewide tactical frequency. (Phase II)

Up to \$15,000 will be available to continue research and implementation strategies in the statewide frequencies program.

All prospective subgrantees must provide information containing a plan for the jurisdiction to augment the grant with local funds to insure an improved communications system if the amount deemed necessary exceeds the grant award.

All prospective subgrantees must utilize the technical resources of the State radio frequency coordinator and the State Law Enforcement Planning Agency Staff in the assessment of the existing communications system.

Budget:	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C	\$523,900	\$58,212	10%
Block Support			

PROGRAM B-6: Specialized Investigation of Organized Crime

Relationship to Problem Analysis:

The nature and magnitude of organized crime activities requires a statewide concentrated effort, utilizing local, county and State resources in order to abate organized crime inroads into society. Several specific areas of organized criminal activity are described in the Problem Analysis section of this document. Combatting any of these areas involves two separate problems. First, criminal sophistication

requires a specialized investigation/prosecution capability, including a central intelligence component. Second, there is a need to make the public aware of the costs passed on to consumers/taxpayers as a result of organized crime in order to enlist the cooperation of as many citizens as possible in resisting the serious threat organized crime presents in a law-abiding society.

In response to these problems, funds were allocated in previous years to form an arson unit and

labor racketeering unit. In 1978, the investigation efforts aimed at arson and labor racketeering will continue. An analysis has indicated that the statewide arson investigation effort should be expanded into specific local areas indicating significant arson problems. In 1978, three countywide arson investigation units will be initiated.

Objectives:

To maintain the capabilities of State level law enforcement agencies within the State of New Jersey to detect, investigate and apprehend individuals involved in the specific crime related areas of arson and labor racketeering.

To improve the arson investigation capabilities in three selected counties by initiating specialized countywide investigation units.

General Strategy For Implementation:

Funds for the Labor Racketeering Unit will be made available to maintain the present structure of five Division detectives and two civilian intelligence abstract clerks. In the Arson Unit, funds will support a total of nine State Police detectives.

During previous years, funds were awarded to increase the size of the Arson and Labor Racketeering Units of the New Jersey State Police. This increase assisted in the growth of the units in order to gather intelligence information, maintain centralized files, to disseminate such information to other State and local law enforcement agencies and to conduct field investigations at any location in New Jersey.

The investigators assigned to this unit have initiated investigations, gathered evidence and arrested members of organized crime arson rings. In addition, members of the Arson Unit are collecting, analyzing and disseminating arson related information to other law enforcement agencies.

The Statewide Arson Network System and the Labor Racketeering Unit will provide a central intelli-

gence bank and will facilitate the deployment of manpower and resources. The information contained in the system and the unit itself is available to assist local units when requested.

The local effort toward investigating arson will be addressed in 1978 by making funds available in three counties to investigate suspicious fires. A minimum of one investigator will receive training and necessary equipment to become a local specialist in arson investigation.

An increased local arson investigation capability will be addressed in this program area. The emphasis of funding will be at the county prosecutor level to insure the availability to necessary legal and technical expertise. Funds may be utilized for personnel, necessary equipment and training to insure the high level of expertise necessary for consideration as an expert in court cases.

An evaluation of the program's usefulness and needs will be ascertained by the number of investigations made, arrests effected and requests made for intelligence and assistance. Comparison will then be made with data for the time period prior to project expansion.

Subgrant Data:

A total of \$350,000 will be made available to the Department of Law and Public Safety, Division of State Police, to continue the activities of the Labor Racketeering Unit and the Arson Unit.

A total of \$150,000 will be made available to initiate three grants in selected county prosecutor's offices.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C	\$500,000	\$55,556	10%
Block Support			

PROGRAM B-7: State Crime Laboratory Expansion Program

Relationship to Problem Analysis:

The proper collection, preservation, examination and presentation of physical evidence is a crucial aspect of successful law enforcement. Evidence is the key ingredient in making good arrests lead to convictions. Efficiency in this area requires the strategic location and professional functioning of forensic labs.

The State Police maintains and operates forensic laboratory services at three locations in New Jersey, serving all law enforcement agencies. Experience

indicates, however, that expansion of these services is needed to meet a continued high demand.

Objective:

To staff, equip and operationalize the regional State Police Laboratory at Sea Girt, New Jersey.

General Strategy for Implementation:

Although 1976 funds were allocated for the construction of the State Police laboratory in Sea Girt,

difficulties that were experienced prevented construction and the funds were utilized to continue existing laboratory service at Hammonton, Little Falls and West Trenton. It is anticipated that funding in 1977 will support the construction of the laboratory in Sea Girt with construction scheduled to be completed in 1978.

During the first half of 1978, chemists and other required staff are expected to be hired. Personnel will receive training in order to be available as the laboratory building is completed. The laboratory equipment will be ordered and installed on a phased-in basis to coincide with completion of the facility.

In 1978 funds will provide for 15 professional, three administrative and six support personnel. Funds also will be utilized for the purchase of the required equipment to operate this laboratory.

The Sea Girt facility will provide more accessibility to the contributing agencies in the area of Monmouth, Middlesex and Ocean Counties. No contributing agency will have to travel farther than 30 miles to a laboratory, thus realizing a savings in man-hours and mileage, to submit evidence for examination. A reduction in turn around time for examinations will be a major advantage of this laboratory. An estimated

doubling of the population with an equal increase in index crime within the next five years for this area provides the necessity for this laboratory expansion in Sea Girt.

Evaluation of this program will be a comparison of the number of cases being examined by the new laboratory compared with the decrease of cases examined in the West Trenton laboratory. The decrease of turn around time compared to the present average of the West Trenton laboratory will indicate the effectiveness of the Sea Girt laboratory and its effect on the West Trenton facility.

Subgrant Data:

The Division of State Police will be the only eligible applicant.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$360,750	\$40,084	10%

PROGRAM B-8: Major Crime Fugitive Unit

Relationship to Problem Analysis:

In order for the criminal justice system to function effectively, fugitives charged with or convicted of criminal offenses cannot be allowed to remain free and possibly commit repeat offenses. As a result of the growing demand for police services, not enough is done to detect and apprehend fugitives from justice. Apprehensions which occur are usually a result of police-fugitive contacts that occur by chance, unrelated to fugitive investigations.

In New Jersey, there is no established procedure for the collection and dissemination of intelligence information concerning fugitives. The few operational agencies involved in the detection and apprehension of fugitives operate on a part-time basis, since their primary functions are unrelated to fugitive search. There exists a need for a central data bank including information on fugitives from all law enforcement agencies in the State and also for a patrol unit to seek out and apprehend fugitives and to assist local police departments in their fugitive investigations.

Objective:

To increase the number of fugitives arrested and returned to appropriate jurisdictional control as compared with the previous year.

General Strategy for Implementation:

In 1977 a special unit was developed to address the problem of fugitives in the State of New Jersey.

This unit is composed of six police investigators. Their duties include conducting limited investigations and apprehensions, and establishment of a Statewide Intelligence Network. Civilian support personnel will continue to record, analyze, collate and retrieve collected data at a central intelligence bank to augment the role of the investigators.

A statewide fugitive intelligence network consisting of State and local law enforcement agencies will be utilized for collection and distribution of information concerning fugitives. This network will serve as a clearinghouse concerning activities of fugitives throughout the State.

Investigators assigned to this unit will collect intelligence on major crime fugitives throughout the State. The unit will coordinate its efforts with all intra-state, interstate and Federal agencies concerned with fugitive apprehension. This unit will continue to conduct seminars for local law enforcement agencies to provide instruction in intelligence processes, information gathering and sharing. The subgrantee will maintain data on fugitive apprehensions that are made as a direct result of project activities.

Subgrant Data:

Because of the nature of the program, there will be only one eligible subgrantee, the Division of State Police within the Department of Law and Public Safety.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$210,000	\$23,334	10%

C. DIVERSION AND ADJUDICATION

PROGRAM C-1: Improvement of Police Services to Juveniles

Relationship to Problem Analysis:

The initial contact for a juvenile with the criminal justice system usually involves the police. The way this contact is handled including the decision to handle informally or to sign a complaint against the juvenile is important and should be accomplished by police personnel who have developed insight into the special needs and problems of juvenile offenders. Formalized and consistent guidelines governing the decisions are also critical.

Police officers should have familiarity with existing resources in the community to meet juveniles' needs. Police departments should be capable of providing professional short-term services such as counseling, on request, especially in situations where crisis intervention is necessary. These should be available, particularly, to those juveniles for whom further processing through the system is unnecessary. In 1975 over half of the juveniles having contact with the police were released.

Objectives:

To develop and implement projects within police departments that will promote a fair, consistent and understanding approach in the handling of juveniles.

To establish separate juvenile aid bureaus as part of local police departments.

To have available counseling and referral services on a voluntary basis within the juvenile aid bureau for those juveniles who have had police contact but have no complaints signed against them.

To prevent future police involvement by those young people who participated in the counseling services.

To establish five new projects within police departments to serve a minimum of 1,000 juveniles per year.

To establish a cumulative total of 50 projects within police departments to serve a minimum of 7,500 juveniles per year.

General Strategy for Implementation:

The primary objective of this program area is to enable police departments to have available readily accessible services for those juveniles who have police contact. These are either short-term counseling services or referrals to agencies within the community which provide a complete range of professional services. These services must be voluntarily requested by the juvenile and parent or guardian. Counseling and referral services are provided by professionally trained counselors responsible for the identification of specific juvenile problems. Juveniles are usually informed about the availability of services through police officers in the juvenile aid bureau.

Each project funded will be required to maintain statistics to determine the effectiveness of the juvenile bureau. In line with the Standards and Goals Advisory Committee's recommendations these statistics should ascertain the success of the bureau by the number of young people successfully deterred from delinquent behavior and/or further system involvement. These statistics should give the number of juveniles involved in counseling who committed repeat offenses in comparison to the number of juveniles not involved in counseling who committed repeat offenses. In addition, all funded projects may be required to participate in evaluation efforts conducted by the State Law Enforcement Planning Agency.

Applications are encouraged from local units of government and combinations of such units to improve juvenile aid bureaus through the implementation of projects that will service those juveniles not referred to court. This program area does not include funds for police salaries, police equipment and police-juvenile relations projects in the schools.

Funding consideration will be given to the following:

1. The establishment of juvenile aid bureaus in communities with at least 40 sworn police officers where a substantial number of juveniles

are being handled by the police whose other normal duties may not assure the proper handling of juvenile offenders. This unit must include a social service component to provide crisis intervention and counseling and make referrals for those juveniles in need of services where such services are requested.

2. The expansion of present juvenile aid units in communities with at least 60 sworn police officers in order to incorporate a wider variety of services for juvenile offenders. These services are to be provided by social caseworkers or other professional staff and will include counseling and referrals.
3. The establishment of a regional juvenile bureau for several police departments having at least 40 sworn police officers among them in order to provide small communities with alternative services in the handling of juvenile offenders. These services are to be provided by a full-time social worker whose responsibilities include counseling and referrals for those juveniles in need of such services.

All police departments are encouraged to formulate police guidelines on the handling of juvenile offenders for police department personnel. These guidelines should include policies concerning community referrals and detention and court referral procedures. It is anticipated that these guidelines will cover the wide range of police alternatives and

criteria for the selection of appropriate handling of juveniles. All guidelines must be approved by the office of the Attorney General.

Police departments are also encouraged to develop training programs on juvenile matters for police personnel. This training should include a review of juvenile policy and methods of handling juvenile offenders. Specialized training for police officers is recommended to introduce new techniques in the handling of juveniles as well as changes in policy and law in juvenile matters.

Subgrant Data:

Up to nine projects will be awarded second or third year continuation funding.

Up to five new projects will be funded at up to either \$25,000 or \$50,000 for each project depending on the need, population and existing services.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$418,400	\$46,489	10%
JJDP			
Act Funds	100,000	11,112	10%
Program Total	\$518,400	\$57,601	

PROGRAM C-2: Community Treatment Programs for Adult Offenders

Relationship to Problem Analysis:

In previous Plans, this program has addressed the problems associated with diverting alcohol abusers through the development of alcohol detoxification and short-term treatment projects. In addition, the program has focused on the problems created by the dramatic increase in the use of narcotics and dangerous substances, as well as the problems associated with the lack of needed mental health treatment services for offenders released from State and county correctional institutions.

The 1978 Plan concludes direct programming support of drug and alcohol treatment projects including the mental health pilot programs. This program area has demonstrated and established residential and out-patient drug and alcohol treatment programs, including the methadone maintenance program. Most recently, alcohol detoxification and short-term residential treatment projects have been established to service offenders diverted from the courts under pre-trial intervention and from probation. To facilitate referral of clients, the position of liaison to the courts has been established in several jurisdic-

tions. An indirect result of these program accomplishments has been focusing on the need for improving substance abuse identification, evaluation and referral for treatment services within the established criminal justice programs. Continued support for the drug and alcohol programs will therefore be built into the other correctional program areas, e.g., jail service programs, institutional classification projects, and liaisons to pre-trial intervention units and probation departments.

The vocational adjustment units, which were originally intended to service drug treatment programs, have been found to be a useful service resource for probation departments and local school systems. The VAU concept proves the need for a pre-vocational training phase in client treatment as these projects serve to equip clients with the necessary basic skills and motivation to enable entry into formal vocational training, schools, and eventually job placement.

Objectives:

To provide continuation funding of five alcohol

detoxification projects.

To provide detoxification services for a total of 650 offenders formally referred from the courts and probation.

To provide short-term treatment services for 120 offenders formally referred from the criminal justice system.

To support two Vocational Adjustment Units to serve 130 substance abuse clients and probationers through evaluation of academic and vocational skill potential, development of acceptable work habits and attitudes and achievement of academic, vocational or employment placement for each client.

General Strategy for Implementation:

Vocational Adjustment Unit:

The vocational adjustment unit (VAU) program should be designed to complement and re-enforce therapeutic techniques utilized in residential and out-patient treatment programs. Treatment referrals to the VAU may be separated into three general groups for programmatic purposes within the unit: youthful drug/alcohol offenders with behavioral problems requiring a structured daycare program, clients demonstrating stabilized behavior who require work habit and skills development and clients undergoing specific diagnostic evaluation to determine suitability for vocational adjustment and for development of individualized treatment plans. The modified daycare program would combine the therapeutic treatment process with vocational adjustment to develop those qualities which can generate a positive attitude toward self, i.e., achievement through improved work habits, understanding and recognition of authority levels and acceptance of positive values.

The functional components of a vocational adjustment unit are as follows:

1. Diagnostic evaluation. Referral agencies should provide the VAU with client profiles describing social and family history, educational level, work experience and an in-depth treatment progress report. The VAU will measure academic and vocational skills in addition to attitudinal and preference ratings. The diagnostic evaluation should be completed within five working days after the client is received by the unit.

2. Work adjustment should emphasize personal development of work habits and skills rather than vocational training. A vertically structured shop environment will be provided in which clients may progress through succeeding levels of work complexity and responsibility. A basic shop can provide work experience at the following levels: laborer, technician, line supervisor, recordkeeper, sales person and property controller. As the client experiences each level, supportive counseling should be provided both by regular group sessions and individual contacts

with staff. The normal time duration for this phase of the program will average 16 weeks.

3. Each client accepted into the program will be provided an individual treatment plan subject to regularly scheduled formal staff review and adjusted as necessary. Reports of significant client contacts by professional staff are to be entered into client folders promptly. A post program assessment of client progress and needs should be conducted and compared to the initial assessment to determine the impact of the treatment program on the client.

4. The basic staff of a VAU project may consist of a coordinator, psychologist, workshop supervisor/counselor, treatment counselor and secretary/bookkeeper. It is important that the project coordinator have experience in both administrative and vocational counseling skills.

Alcohol Component:

Applications for alcohol programs will be limited to 24 hour operational non-medical detoxification and treatment units for the purpose of providing services to court referred male/female alcoholic offenders in need of treatment. Alcohol projects will be funded based on a pre-determined number of client slots for a maximum residency period of ten days for detoxification and 30 days for short-term treatment. Detoxification is intended to stabilize the alcoholic offender's condition to a point where the client can be motivated to begin an initial phase of rehabilitation. Applicants must document a local capacity for a comprehensive treatment delivery system that will include the following components: residential intermediate care, out-patient clinics designed for aftercare and a follow-up capability for evaluating treatment impact.

Each project funded will be required to maintain data and reporting consistent with the following components of program evaluation:

1. Client Admission

Tabulate the number of referrals by source of referral. Include an update of client demographic data (e.g., age, sex, ethnicity, educational level, employment status, etc.) and compare the client group with the target population described in the initial application.

2. Client Processing

- A. Provide statistical data that demonstrates services rendered directly by the project to each client such as intake, evaluation, detoxification, medical, counseling, crisis intervention, psychiatric consultation and psychological evaluation. This component requires maintaining client files which will include, as applicable, individual treatment plans and modifications and client progress and performance measures.

- B. List the number and types of outside referrals and placements, (e.g., welfare, job placement, voca-

tional training, educational resources).

3. Client Status Reports

A. Reports will include participation and performance information, as required by referral source. List the number of clients completing program requirements, active in treatment, re-admitted, self withdrawn and rejected/terminated by project staff.

B. Indicate average length of involvement in treatment by the categories listed above.

C. Number of clients re-arrested during one year post treatment period for drug use, abuse or possession who were enrolled (for at least a two week period of treatment involvement) in the project and the re-arrest rates for clients completing program requirements or withdrawing without staff consent.

4. Evaluation Statement

A. Determine accuracy of referral and placement decisions through follow-up.

B. Discuss methods used to choose content and evaluate quality of treatment.

Subgrant Data:

Total funds in the amount of \$229,850 will be provided for final continuation of three detoxification projects (\$95,000 total) and two new projects at approximately \$65,000 each.

Final funding of \$160,000 will support continuation of the East Orange VAU, \$80,000, and New Brunswick VAU, \$80,000.

Budget:

	LEAA	State Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$389,850	\$43,317	10%

PROGRAM C-3: Improvement and Expansion of Juvenile and Domestic Relations Court Intake Screening

Relationship to Problem Analysis:

The total number of juvenile delinquency complaints filed with the court during the last decade has risen from 30,000 to 75,000. The need to resolve minor complaints through pre-judicial methods has therefore intensified and at the same time it has become clear that a large number of complaints can be handled without a court hearing. The development of Juvenile and Domestic Relations Court intake units has been a response to these needs. In most jurisdictions where intake units exist, approximately 40% of the complaints have been handled pre-judicially. This has given the court more time to deal with serious juvenile offenders.

Objectives:

To aid in the development of Juvenile and Domestic Relations Court Intake Units in all 21 counties by 1979 which will enable the court to screen 110,000 projected complaints filed annually against juveniles charged with delinquent and JINS offenses.

To reduce significantly the number of complaints forwarded to the juvenile court judge through referrals by the intake units to community resources including juvenile conference committees, youth service bureaus, social, medical, mental health, vocational and educational agencies and through the use of intake conferences.

To increase significantly the amount of time available to the court to service the serious juvenile offenders through the diversion of minor JINS and

delinquency complaints from the court by the intake units.

To reduce the number of juveniles inappropriately placed in detention and shelter care through a review of all admissions by the intake units to insure strict adherence to statutory requirements regulating such custody.

General Strategy for Implementation:

Funds in this program area will be used to continue to expand the State's network of juvenile intake units to provide complete intake coverage for every county in the State. The juvenile intake units are under the direct authority of the Juvenile and Domestic Relations Court judges and coordinated statewide through the Administrative Office of the Courts. The New Jersey Supreme Court is presently in the process of establishing guidelines for the statewide network of intake units. Juvenile intake units screen each complaint to determine proper course and either forwards the complaint to court or diverts it to a juvenile conference committee or to a pre-judicial conference. The units also assume the responsibilities of supervising admissions into detention and shelter care and oversees the juvenile conference committee organization and procedures and conducts intake conferences. The funds will be for units which screen and divert juvenile complaints only. Some counties, through the use of local funds, may expand the capability of the intake units to include domestic relations complaints. It is anticipated that the intake units will eventually absorb the entire

preliminary review of both juvenile and domestic relations complaints.

The organization and supervision of juvenile conference committees has been incorporated as a responsibility of intake units. Juvenile conference committee coordinators will not be funded apart from the intake units. The use of intake conferences will continue, and exploration of various other forms of crisis intervention counseling for juveniles and their families will be encouraged.

Generally, funding for an intake unit will continue on a yearly basis up to three years, subject to the availability of funds, with the project costs gradually being assumed by the county. Standardized guidelines for the operation of juvenile intake units are being developed by the Administrative Office of the Courts and all intake units will adopt their procedures to conform to these guidelines as approved.

Subgrant Data:

Funds will be available to the counties to continue up to 12 intake units ranging from \$10,000 to \$80,000.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C Block Support	\$340,000	\$37,778	10%
JJDP Act Funds	50,000	5,556	10%
Program Totals	\$390,000	\$43,334	

PROGRAM C-4: Municipal Court Management and Improvement Program

Relationship to Problem Analysis:

For many residents New Jersey's 526 municipal courts are the point of first contact with the judiciary; and, in most instances, the only contact they may have during their lifetime. Notwithstanding the great volume of cases processed through municipal courts, and the resultant enormous presence of that court in our society, they are often understaffed, lack sufficient numbers of court administrators, are inadequately housed and function without sufficient hardware or equipment to handle the caseload properly and professionally.

Projects funded under previous plans in this program area have concentrated on professional court administration, attorney services to handle cases not assigned to the prosecutor, defense counsel for indigents, pre-trial bail and diversion screening and family and neighborhood dispute processing. The current approach continues the emphasis on family and neighborhood dispute centers, to adjust cases informally where notice in lieu of formal complaint is appropriate, thereby allowing the court more time to deal with the most serious cases.

Objectives:

To provide professional court administration within several municipal courts, thereby improving case flow and reducing delay.

To improve court efficiency by continuing municipal court centers to resolve family and neighborhood disputes; significant diversion of appropriate cases will result and the public will receive needed mediation services.

General Strategy for Implementation:

SLEPA has supported the establishment of family and neighborhood dispute settlement centers within high volume municipal courts. These centers provide an alternative to a formal municipal court proceeding. In addition to diverting a substantial number of cases from the formal calendar, these units provide a way for those involved in disputes to achieve a resolution without the necessity of incurring official sanctions. The centers strive to prevent a certain amount of crime, by providing a settlement resource. In some instances, the resolution of a minor irritation may deter possible criminal activity. A further advantage of these units is that by diverting relatively minor matters from the court, more attention can be concentrated on serious criminal complaints. Experience has shown that these teams are cost effective in that they conserve valuable bench time.

Cases are screened by project staff, usually with the cooperation of the municipal court clerk. If the case can be processed informally, (according to pre-established guidelines), the individual bringing the matter to the attention of the court is given the option of making a formal complaint or taking advantage of the services of the project. If the latter option is exercised, a convenient hearing date is set. Most hearings are held in the evening hours, and often bilingual hearing officers are available. During the hearing, which is conducted by a trained counselor, the nature and cause of the dispute are discussed in an effort to develop a solution. In some cases, crisis counseling suffices; in other instances, referrals are made to appropriate community agencies. If it appears that the matter cannot be solved by the hear-

ing center, the case is referred to the municipal court. Information obtained at unsuccessful hearings is not made part of the record at the time of a subsequent court hearing.

Initial assessments of these projects confirm their value as an additional court resource. SLEPA will encourage the development of these projects, particularly in those instances where the court volume is high or when jurisdictions combine to share a dispute center.

SLEPA will continue to support the establishment of municipal court administrator positions in high volume courts. Where workloads warrant these positions, valuable bench time can be conserved by providing full-time administrators to handle the non-legal business of the courts. Many of these over-worked courts have not had the opportunity to develop sound management systems. Once again, special emphasis will be given to those jurisdictions where administrative services may be shared.

Subgrant Data:

Funds, up to \$35,000, will be made available to continue existing family and neighborhood dispute settlement centers through a second (final) year of funding.

One new project to improve court management, and to improve the municipal court diversion process will be considered. Priority will be given to jurisdictions planning to cooperate with surrounding municipalities in providing services.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$165,000	\$18,334	10%

PROGRAM C-5: Improvement of Services and Information Programs for Victims, Witnesses, Jurors

Relationship to Problem Analysis:

The impact of a court proceeding upon a particular victim who is also a witness, with the attendant delays, loss of wages and transportation problems, can be a significant burden in addition to the offense itself. The functioning of the criminal justice system, therefore, often results in a diminution in the trust and confidence of the very persons who seek relief therefrom. Consequently, there is a need to reduce the waiting time and personal and financial hardship for victims, witnesses and jurors appearing in court. There is also a need to provide emergency assistance to crime victims.

In order to encourage the full cooperation of victims, witnesses and jurors in the adjudicatory process, it is important to make them feel that they are indeed important participants in that process. One way to accomplish this is through the provision of timely information regarding roles and responsibilities, the times and places of court proceedings, as well as up-to-date information regarding case status and disposition.

Objectives:

To improve witness/victim reporting of crime and subsequent cooperation with prosecution efforts.

To provide counseling, referral and direct emergency services to 1,000 victims of crime.

To improve juror orientation to their responsibilities and duties and to the technicalities and procedures of actual trials.

To decrease unnecessary waiting time and delays encountered by jurors, victims and witnesses.

To improve utilization of juror time.

General Strategy for Implementation:

Victim assistance centers will be supported under local auspices. Counselors will interview crime victims and determine if short-term assistance is appropriate and can be provided. This assistance may take the form of help in preparing paperwork, crisis counseling, referring victims to community agencies and escorting individuals in need to hospitals, courts or local services. When necessary, the counselors will expedite needed service delivery from community resources. On special occasions, direct emergency assistance, such as emergency medical treatment, will be arranged. Special attention will be paid to elderly victims and witnesses and victims of violent crime. When necessary, these services will be provided by bilingual staff. Victims will receive information about the criminal justice process and their role within that process.

County projects will be supported to improve the efficiency of juror selection and management. Attention will be paid to providing better informed and motivated jurors in a more cost efficient manner than is now the case. Studies for this purpose are excluded from consideration for funding; action projects which may include "one day—one trial" systems, telephone on-call projects and projects which implement the recommendations of the LEAA funded Juror Utilization Study in Middlesex County may be

considered. The goal of these projects will be to make jury duty more rewarding at the same time ensuring that the needs of the court are fully met.

As funds become available, innovative projects will be supported which address the needs of citizen participants in the criminal justice process. Projects will be evaluated on the basis of improvements to the adjudication process itself, as well as on the basis of benefits provided to victims, witnesses and jurors. Efforts will be made to reduce waiting time and personal inconvenience. An important dimension of witness and juror projects will be the reinforcement of positive attitudes toward the criminal justice system.

Subgrant Data:

Local projects initiated with 1977 funds will be eligible for second (final) funding. Up to \$30,000 will be available for these projects.

Budget:

	LEAA	State, Local or other	Percentage of State/Local Match
Total Part C Block Support	\$90,000	\$10,000	10%

PROGRAM C-6: Pre-Trial Services Program

Relationship to Problem Analysis:

There are individual offenders whom it may be unnecessary to process completely through the criminal justice system. Many times the offer of dismissal of charges goes far towards encouraging an individual's active participation in a rehabilitative program. There is, therefore, an urgency to develop diversionary projects in New Jersey which remove from processing through the criminal justice system those for whom alternative programs would be more beneficial.

This program continues to address the problems associated with developing a formalized procedure for selecting adult defendants, from the criminal process, into the Pre-trial Intervention Program. In New Jersey, the term "pre-trial intervention" is used to describe a formalized program for selecting adult offenders from the criminal process, after filing of a complaint but before trial or entry of a plea, into a program of supervision, counseling and referral services. Under New Jersey Court Rule 3:28, upon successful completion of the program (which may take from three months to one year), the courts may dismiss charges against the defendant. The program also focuses on the pre-trial service problems created as a result of the lack of uniformity in bail and release on recognizance (ROR) systems.

The Pre-trial Intervention component of the Pre-trial Services Program will be completed upon the implementation of the 1978 Plan. As of June 1977, PTI projects were operating in 18 of New Jersey's 21 counties. The problem of establishing a uniform system of bail, approved by the New Jersey Supreme Court, remains and will become the major area of concern in pre-trial services.

Objectives:

To finalize funding of the statewide pre-trial inter-

vention program through the continuation support of four PTI projects.

To assist the courts in achieving a total enrollment capacity for pre-trial diversion from the present annual capacity (June 30, 1977) of 4,000 to a minimum of 5,000 clients by June 30, 1979.

To maintain a minimum success rate (dismissal of charge) at a minimum of 70% of those defendants enrolled in the PTI program.

To demonstrate a recidivist rate, based upon re-arrest, not exceeding 10% of clients during a three year period following their dismissal from the program.

To develop local bail projects in accordance with the guidelines set by the New Jersey Supreme Court.

General Strategy for Implementation:

All applications under this program area must contain endorsements by the Administrative Office of the Courts, and the assignment judge(s) of the jurisdiction serviced by the grant. Pre-trial intervention (R.3:28) applications must include the prosecutor's endorsement and the expanded bail project should include endorsement by the probation department and/or trial court administrator.

Each PTI project is required to maintain the following statistical information for both indictable and non-indictable cases:

The number of potential clients interviewed and subsequently rejected or accepted and formally enrolled under R.3:28.

The number of enrolled participants and the percentage of cases leading to dismissal of charge(s).

The reason for termination of each unsuccessful participant.

The type and extent of supportive service rendered to each client by project staff.

The type, scope and effectiveness of outside agency service delivery through continued contact

with referred cases.

Follow-up data on dismissed clients for a period of one year following successful program completion (e.g., continued employment, non-reversion to substance abuse, etc.).

Re-arrest and conviction data for dismissed clients for a period of three years following successful program completion.

Proposed projects which include bail and/or pre-trial service components should maintain additional information as follows:

1. The number of defendants interviewed for bail consideration.
2. The number of release recommendations made to the court and the percentage of these defendants released, tabulated by type of release.
3. The number of clients for whom release was gained who failed to appear for court.

Each PTI project will additionally be required to maintain information consistent with evaluation requirements of the Administrative Office of the Courts and to include such information in quarterly and final narrative reporting to SLEPA.

Subgrant Data:

The 1978 Plan will provide final continuation funding for the following PTI projects up to the amount indicated: Somerset County, \$40,000; Ocean County, \$40,000; Union County, \$60,000; and Burlington County, \$40,000.

The remaining monies, \$80,000 are made available for the funding of local projects implementing bail reform and other non-monetary forms of pre-trial release.

Any application considered for funding under this program area will be subject to programmatic and/or fiscal modifications that may be necessary to ensure conformance to forthcoming State Supreme Court and Administrative Office of the Courts rules and guidelines.

Budget:

	LEAA	State, Local or other	Percentage of State/Local Match
Total Part C Block Support	\$260,000	\$28,889	10%

PROGRAM C-7: Improvement of Juvenile Probation Services

Relationship to Problem Analysis:

Probation supervision is the most common disposition utilized by the judges of the Juvenile and Domestic Relations Court. Almost one-third of the adjudicated juveniles were placed on probation during court year 1976. Despite the obvious importance of probation as a juvenile court disposition, many departments suffer from a shortage of personnel and a lack of services to deal adequately with the many problems juveniles may encounter such as family deterioration, alcoholism, drug addiction, poor health and unemployment.

Probation officers must supervise probationers and attempt to provide the individualized services to meet particular problems. Yet they are also involved in preparing disposition reports. Caseloads are very high, affecting the quality of both the supervision and predisposition investigation responsibilities of probation officers. Because of the importance of probation there is a need to increase the capacities of local probation departments to better enable them to provide necessary services to juveniles placed on probation.

Objectives:

To improve probation practices by expanding the range and quality of services available to juveniles on probation through the development of three new probation projects.

To develop and implement innovative services within probation departments that will provide specialized services to probationers and their families.

To increase the percentage of probation experiences terminating in good adjustment discharges for those probationers participating in a project's activities when compared to those juveniles under regular supervised probation.

To establish volunteer projects in two of the three counties not having a volunteer program.

To establish additional probation projects in four other counties to service a minimum of 1,500 juvenile probationers per year.

General Strategy for Implementation:

Applications for 1978 are encouraged from county governments interested in experimenting with innovative experiences for juvenile probationers which provide specialized services for these juveniles and their families. These services should include the utilization of mental health agencies or social services for those juveniles demonstrating a need for these types of assistance. Applications are also encouraged from county governments to utilize well trained citizen volunteers to assist probation officers in supervising juvenile probationers. Grants will also be available to develop day long supervised treatment units. Participation in these projects would be a condition of probation for those juveniles who would otherwise be committed to a correctional facility and

they should utilize work experience enhanced by intensive counseling.

Projects funded in 1976 which might be used as models for applicants include training in the form of group workshops for the parents of juvenile offenders in Bergen County; programs for juveniles on probation ordered to receive psychological and/or psychiatric treatment in Burlington County, Somerset County and Ocean County; Camden County implemented a project to provide counseling, educational services and job placement for juvenile probationers; Cumberland County continued counseling and supportive services to families through the county probation department. Funding has also been available for volunteer programs which recruit and train citizens to counsel juvenile probationers in order to add support for the probation caseload.

Projects funded will be subject to programmatic modifications that may be necessary to be in conformity with Supreme Court and Administrative Office of the Courts rules and guidelines and they will also be expected to follow the evaluation guidelines determined by the Administrative Office of the Courts. Each project funded will be required to maintain statistics to determine its effectiveness.

All subgrantees will be required to report on the number of young people participating in the project successfully prevented from further system involvement when compared with those young people under regular supervised probation. The subgrantee will also be expected to utilize technical assistance offered by the Administrative Office of the Courts in preparing an evaluation.

Funding consideration will particularly be given to the following:

1. The establishment or expansion within probation departments of intensive service techniques which result in innovative projects.
2. The establishment of Adolescent Treatment

Units that provide community based, outpatient mental health treatment services for juvenile probationers as an integral part of the probation experience.

3. The establishment of a citizen volunteer project in those counties that presently do not have staff specifically assigned to coordinate volunteers. These projects must be in accordance with the Guidelines for the Development and Management of Volunteer Probation Programs developed by the Administrative Office of the Courts.

As a general policy, projects in this area will not be funded for more than three years. Projects for volunteers in probation will not be funded for more than two years. Continuation funding is also dependent on the availability of funds on a year to year basis.

Subgrant Data:

Up to seven probation projects will be considered for continuation funding.

Up to three new projects designed to improve probation services will be funded at up to \$25,000 for Volunteers in Probation and up to \$80,000 for other types of probation projects depending on the need, population and existing services.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$384,000	\$42,667	10%
JJDP			
Act Funds	50,000	5,556	10%
Program Total	\$434,000	\$48,223	

PROGRAM C-8: Prosecutor's Office Management Improvement

Relationship to Problem Analysis:

Along with the steady increase in crime, the workload within prosecutors' offices has increased substantially in recent years and some of the offices have insufficient resources to cope with this situation. While there is increasing public concern for the expeditious processing of criminal cases, there is also a need to preserve accuracy and completeness in each case. At the same time, recent court decisions have made the process of prosecution more complex and modern management practices must be applied to case processing in order to accomplish both of these goals.

SLEPA has funded office managers in several

counties as well as early case assessment projects. There is now a shift in emphasis toward concentrating prosecutorial resources on the prosecution of career criminals.

Objectives:

To continue the process of early case assessment when the public interest so indicates (in two counties). A decrease of 10% in "downgrades" over a comparable period before the start of the project should result. The elimination of "borderline" cases should also increase the successful prosecution rate compared to a comparable period before the grant.

To reduce the detention time of persons accused of criminal activity by enabling the prosecutor to

expedite decisions regarding cases in counties with screening units.

To provide prosecutorial interfacing with pre-trial intervention programs.

To reduce court and public defender workloads in those counties served by case screener/evaluator projects.

To prepare case screening operating manuals.

To provide local police with continuous technical assistance in legal aspects of police work in those counties served by the case screener units.

To coordinate prosecutorial efforts to identify and prosecute the offender who habitually commits violent crimes by establishing career criminal units in two counties.

To reduce pre-trial, trial and sentencing delays in those counties served by career criminal units.

To provide technical assistance to those counties planning replication of career criminal units.

General Strategy for Implementation:

County "Career Criminal Prosecution Units" will be formed to identify and prosecute dangerous repeat offenders. These units will attempt to reduce the number of violent crimes in a given jurisdiction by concentrating on the prosecution of individuals with the propensity for committing murder, rape, arson, armed robbery, serious assault and other "fear producing" crimes. The Institute for Law and Social Research (INSLAW), a non-profit, LEAA supported research corporation, has developed data in several jurisdictions indicating that a disproportionate amount of serious crime is committed by relatively few "career criminals". Prosecutors may, therefore, be justified in focusing resources on the prosecution of recidivists.

It is anticipated that a significant reduction will be made in serious, assaultive crimes by refining the identification process and by expediting the prosecution process. These units will consist of experienced assistant prosecutors who will concentrate on cases where the alleged offender meets certain criteria including a past history of assaults, more than one open charge, resistiveness to past rehabilitation efforts, etc. County prosecutors in New Jersey use the expression "impact" crimes to describe serious offenses. Special efforts will be made to reduce this type of crime by swift, sure prosecution of a class of offenders identified as "career criminals". Career criminal units will improve evidence collection, case preparation and the prioritizing of cases. These units will establish guidelines to reduce the incidence of delays to ensure "speedy trials". The prosecutors assigned to these cases will be involved in the case from the screening process through to sentencing. Justification for establishing these units will include factors such as population, crime rates and numbers of crimes committed by career criminals. Endorsement by the Prosecutor's Supervisory Section, N.J.

Department of Law and Public Safety is a funding prerequisite.

This program area, which first appeared in the 1975 Plan, supported the establishment of county-level evaluator/screener projects. The objective of these early case assessment projects was to refine the deliberate process of assessing citizen and police complaints and making a determination as to which cases should be prosecuted, which cases might require further preparation and which cases might not, in the interest of the defendant and the public, require further prosecution. The thrust of the SLEPA projects was to initiate the screening process as early as possible to prevent unnecessary processing and to improve the case preparation process. Reports received to date indicate that these projects are meeting or exceeding original objectives and that a substantial number of cases previously prosecuted are being "weeded out" in accordance with criteria that the prosecutor establishes for his office. When the screener determines the relative strengths or weaknesses of a case for his own office he also provides legal assistance to the police, an important secondary function of these projects. By eliminating inappropriate cases, there has been a substantial impact on the workload of the public defender, the courts and the grand jury.

Case evaluators are developing manuals for guidance of their own offices and as models for other offices to replicate. These projects were originally planned for two years of SLEPA funding. With 1978 Plan funds, ongoing projects will receive second (final) funding; it is anticipated that similar projects will be undertaken with local resources in the future.

Technical assistance for these county prosecutor projects will be provided by the Prosecutor's Supervisory Section, New Jersey Department of Law and Public Safety.

Subgrant Data:

Final continuation funding will be provided for three case evaluator/screener projects and prosecutor's office manager projects initiated with 1977 funds.

Two counties will receive support for career criminal projects, ranging in size from \$50,000 to \$60,000. These new projects will receive two years of funding.

The Prosecutor's Supervisory Section of the Division of Criminal Justice will assist in the selection of participating counties for these projects.

Budget:

	LEAA	State, Local or other	Percentage of State/Local Match
Total Part C Block Support	\$212,850	\$23,650	10%

PROGRAM C-9: Utilization of Technological Resources within the State Court System

Relationship to Problem Analysis:

Delay in the processing of criminal cases is certainly one of the more serious law enforcement problems today. Some of the principal causes of delay are the lack of manpower, funds and modern management tools to handle the crushing volume of cases. One such management tool is a central source to which courts, prosecution and defense can turn for reliable information upon which to base administrative decisions to improve case processing.

In the opinion of the Administrative Office of the Courts, more "hard case data" is needed, if specific causes of delay are to be identified and eliminated. Recognizing this need, the Judicial Management Information System (JMIS) is in the process of developing a network of computerized data systems which will allow a more swift and accurate tracking of the progress of cases through various stages of the judicial process in order to reduce delays in the disposition of cases and allocate cases on the most rational and efficient basis possible. The JMIS needs to be expanded to include all courts in the State, so that the ultimate goal of unification can be achieved administratively as well as jurisdictionally.

This program also addresses other technological needs of the courts.

Objectives:

To generate data required for the development of comprehensive, uniform, reliable and timely statistics, planning and research data and court administrative and management information on a statewide basis.

To interface the Statewide Judicial Information System with county projects.

To continue to develop a Probation Management Information System to assist the Judiciary in standardizing probation procedures with resulting improvements in probation services to clients.

To develop a statewide automated legal research system in New Jersey to reduce court delay by minimizing research time.

General Strategy for Implementation:

Funding support will be continued for county level comprehensive criminal justice information systems. A model developed in one county will be completed, documented and transferred to other counties on the basis of volume, need and local support. These comprehensive systems will not only serve the information needs of the court, but the prosecutor, public defender, probation and county jail. Local projects

will interface with statewide criminal justice information systems. Projects will not receive SLEPA support beyond the developmental and transfer phases.

The Administrative Office of the Courts will continue the development of a Probation Management Information System (PMIS). This system will generate reports on caseload information for all sections of the probation system, personnel reports, as well as statistical and analytical reports. PMIS will develop information accounting for individuals sentenced and placed on probation, the demographic characteristics of probationers (in anticipation of developing a classification system), as well as sentencing trends. The system will also contain information about probation officer skills, caseload size and types of caseloads. An attempt will be made to develop predictive data to assist in determining the type of supervision needed. Attempts will also be made to cross tabulate recidivism with probationer characteristics. Relevant juvenile intake data and pre-trial intervention data will be collected as part of this project. The system will provide the Administrative Office of the Courts with information needed for comparison, analysis and planning.

The Administrative Office of the Courts will continue the development of an automated legal research system. This project began as a pilot project in four localities; initial evaluation justifies an expansion into a statewide service for prosecutors, and defenders as well as the courts. Terminals will be housed in centralized locations to permit access by all components of the criminal justice community. It is anticipated that this project will have a direct impact on the reduction of court delay—a primary SLEPA objective.

The automation of research is a necessity in the legal profession because of the proliferation of written material which must be constantly referenced by all active practitioners. Our "common-law system" depends on the utilization of past precedent in deciding current cases; the research function of the attorney is paramount. At this time, the enormity of the data base is such that there is an unacceptable delay in the preparation phase before the attorney can even begin the case-related research. A further benefit of automated legal research in terms of time delay is that judicial time now wasted, as a result of inadequate briefs, will be reduced.

In an effort to maximize the utilization of limited judicial resources, the Administrative Office of the Courts continues to develop a state level Judicial Management Information System. Although the original JMIS and the modular systems already developed will be assumed with State resources, there is a need to expand to include all courts in the State

as funds become available. Such an expansion of data availability will further the Judiciary's goal of unification. There is a continuing need to provide coordination and supervision of the county systems. Inasmuch as local and State court administrators are dependent upon the availability of reliable and timely data, the continued development of information systems is a primary concern of the Administrative Office of the Courts.

The Administrative Office of the Courts began development of a computer-aided transcription project. As funds become available, SLEPA will support the implementation of this activity. The present cost of transcription, in terms of money and delay is considerable. The prompt preparation of accurate transcripts is essential if there is to be any substantial backlog reduction.

If possible, support will be made available to transfer videotaping techniques now under development.

Subgrant Data:

Funds in 1978 will be combined with funds allocated in the 1977 Plan to continue on-going projects.

A total of \$70,000 in local level funds will be provided to continue county comprehensive criminal justice systems servicing the courts, prosecutor, public defender, probation and county jail.

A total of \$200,000 will be made available to the Administrative Office of the Courts to continue the Judicial Management Information System, the Probation Management Information System and the Automated Legal Research project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$270,000	\$30,000	10%

PROGRAM C-10: Office of the Public Advocate Activities

Relationship to Problem Analysis:

Case assignments for the Office of the Public Defender have continued to increase. The case backlog is approximately nine months at the trial court level and 11 months at the appellate court level. To combat this problem, the Agency has awarded funds to increase the staff of the Office of the Public Defender, but because of an increasing demand for services, efforts must be continued if the backlog is to be eventually reduced to a satisfactory level.

In addition to indigent defense, the Department of the Public Advocate has responsibilities with respect to several other criminal justice agencies. These responsibilities involve research and recommendations on a variety of procedural and policy matters. Special support staff within the Public Advocate's Office is needed for resolving these types of issues. As a specific example, the processing of juveniles through the criminal justice system has received considerable scrutiny and has undergone significant change in recent years. The Public Advocate needs adequate resources to examine the impact of changed procedures and to provide child advocacy when appropriate.

Objectives:

To continue a comprehensive child advocacy project within the Office of the Public Advocate to promote new court rules, legislative enactments, executive directives and procedural changes where necessary.

To provide a comprehensive plan for child advocacy within the Office of the Public Defender.

To promote child advocacy in the State by partici-

pating in 50 investigations annually.

To aid the Public Defender Trial Regions and Appellate Section in the identification and resolution of major, unusual and/or complex legal issues.

To centralize the function of providing assistance and advice to other criminal justice agencies in policy planning.

To reduce processing delays for criminal cases in the appellate system.

General Strategy for Implementation:

The child advocacy project staff, comprised of attorneys and field representatives, will be continued. This team is responsible for surveying the New Jersey juvenile justice system for the purpose of identifying problem areas. As problems arise, thorough investigations are made and if necessary, corrective administrative action is recommended. When possible, reforms are effected by negotiation in preference to direct legal action; however, the unit institutes suit if necessary. The staff conducts approximately 50 investigations annually into such areas as improper incarceration, confidentiality of juvenile court records and provision of proper facilities. The project reports a pattern of 90% success in resolving juvenile justice problems. The Child Advocacy staff works cooperatively with the New Jersey Department of Corrections.

The Office of the Public Defender will also continue a Special Projects unit. This team, consisting of attorneys, was originally funded by SLEPA in response to a need identified by the Public Defender to centralize its research function and to assist other sections of the Office of the Public Defender in identifying and resolving major legal issues. This team also

conducts policy related research to assist other criminal justice agencies.

During the first grant year, project staff filed briefs and participated in oral arguments in cases concerning the admission of polygraph evidence and the constitutionality of procedures utilized in existing and future pre-trial intervention programs. Another major case entered involved the issue of self-defense or provocation in murder cases. In addition to involvement in specific cases, the staff serves as a resource to the trial and appellate sections of the Public Defender staff.

The appellate backlog reduction project which began with funds allocated in the 1977 Plan will be continued. Staff will concentrate on prioritizing aging and urgent cases in addressing the backlog problem which has resulted from an unprecedented caseload increase. The present backlog of 990 cases would require more than ten months to reduce in order to become current even without any new cases being

added. The continuation of this staff will have a marked impact on the basic SLEPA court priority of reducing delay and congestion.

Subgrant Data:

Originally intended as two year projects, the child advocacy project and the special projects unit will be continued for a third (final) year with 1978 funds. An appellate backlog reduction project will receive continuation funds.

The Office of the Public Advocate will be the sole applicant.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$219,000	\$ 24,334	10%

PROGRAM C-11: Continued Support of Statewide Court Activities

Relationship to Problem Analysis:

The following statewide court activities have been identified as problem areas in need of improved techniques and resources:

- Court congestion and delays in processing cases, which may cause a violation of a defendant's constitutional right to a speedy trial;
- Deteriorating physical facilities that can no longer accommodate the growing number of judicial personnel and courtroom space;
- Uncertainty and disparity in sentencing offenders which may cause both the public and the offender to lose confidence in a criminal justice system which does not deliver even-handed justice;
- The ongoing need for judicial information services to promote public understanding of court policy and problems;
- The need for coordination of pre-trial services which include pre-trial intervention, juvenile intake, municipal court family dispute centers and bail services;
- The need for training probation officers in order to enable them to provide better services;
- Efficient juror utilization and management.

Objectives:

To continue to provide the Judiciary with a Judicial Information Service to engender greater community support and understanding of the judicial branch of government.

To continue to support a statewide review of court

facilities and to produce guidelines for the design of new court facilities.

To continue to supervise the uniform statewide development of intake and pre-trial intervention projects.

To continue a State level project to improve the sentencing process by establishing more realistic sentencing criteria/guidelines.

General Strategy for Implementation:

The Administrative Office of the Courts' Office of Pre-Trial Services will continue to coordinate the development of all pre-adjudicatory service systems throughout the State. Within the policy guidelines established by the New Jersey Supreme Court, the Office of Pre-Trial Services supervises county pre-trial intervention projects, thereby ensuring uniformity, cost effectiveness and overall fairness throughout the State. Similar coordinating practices are employed in transferring juvenile intake models statewide. Project staff also supervise the orderly development of bail projects, municipal court family and neighborhood dispute settlement centers and probation volunteer projects. Project personnel monitor and evaluate all county level diversion projects, provide technical assistance to individual projects and will revise and update standards and goals for county-level projects.

The Administrative Office of the Courts will be supported in the expansion and broadening of the current sentence disparity project. In an effort to deal with the problems of vastly disparate sentences, the Administrative Office of the Courts has developed

a program to provide assistance to sentencing judges, utilizing computer technology to weigh several hundred variables and their relevance to sentencing decisions. The Administrative Office of the Courts is planning an expansion of the project to provide similar assistance to judges making these decisions at the juvenile court level and possibly the municipal court level. The Administrative Office of the Courts is preparing for guideline changes which may come about should a Model Penal Code be enacted. Other important measurements the project staff is preparing to develop include sentencing impact on rehabilitation, sentencing decisions as they relate to recidivism and hopefully, a design to measure general deterrence.

A judicial facilities project will be continued within the Administrative Office of the Courts to assist in the establishment of guidelines for courtroom facility planning and design. A survey of all judicial facilities within the State will be completed and recommendations made for the upgrading of present facilities. Standards for new facilities will be developed.

A centralized judicial information services project will be continued within the Administrative Office of the Courts as a source of reliable data about the Judiciary to various components of the criminal justice system, the Bar and the public. Staff will serve as the coordinator to the Supreme Court Committee on Relations with the media. A daily comprehensive news summary will continue. A variety of

reports, handbooks and other publications are prepared to advance the work of the judiciary.

As funds become available, the Administrative Office of the Courts will begin planning for needed projects such as a transcript control project, a central appellate information back project, a standards and goals update and a municipal court field representative project.

Subgrant Data:

The Administrative Office of the Courts will be the sole applicant and will receive 1978 funds to continue the following projects up to the maximum amounts listed.

- A grant of \$80,000 will continue support for the judicial facilities project.
- An additional year of funding will be made available to expand the sentence disparity project. Up to \$70,000 will be allocated for this purpose.
- The office of judicial information services will be continued with \$50,000.
- The consolidated pre-trial services project will be continued with \$125,000.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$266,800	\$ 29,645	10%

D. INSTITUTIONAL AND NON-INSTITUTIONAL REHABILITATION

PROGRAM D-1: Local Correctional Institution and Jail Programs

Relationship to Problem Analysis:

This program continues to address the problems of the local correctional facilities, including the need for modernization of management philosophy and techniques; improvement of decision-making through classification; and problems associated with the lack of formal educational and vocational testing as well as counseling and referral services.

The purpose of the 1978 Program Area will be to build a correctional service delivery system having the capacity to meet inmate and administrative needs identified under the 1976 and 1977 Plans as being necessary for the effective implementation of jail programs. Each SLEPA funded jail program, by June 30, 1979, should contain a classification system, an inmate social service unit, a psychological treat-

ment program and a comprehensive data gathering capability for on-going assessment of inmate needs and evaluation of the jail program.

Objectives:

To continue seven projects designed to provide social casework, psychological treatment and classification services for approximately 16,500 local correctional and jail inmates.

To continue one project specifically designed to provide legal assistance to 150 inmates.

To initiate one new jail project to provide family counseling and vocational programming.

To maintain the number of pre- and post-release referrals to community service agencies at 7,000 and to continue a follow-up survey on the progress of

these referrals at three months and six months following referral.

General Strategy for Implementation:

Applicants are advised that the following elements are considered essential to a jail program. Should the existing jail program contain portions of these elements, a description of such activities is required in the application:

1. Expansion of the inmate classification system to provide a realistic decision-making resource for effective jail management. To accomplish this goal, the following needs must be met:
 - a. Data must be gathered from external sources and from such internal reports as can be developed from interviews, testing and follow-up information required to update case records.
 - b. A method of realistically assessing needs of the offender in terms of risk, psychological treatment, vocational and academic education and social adjustment must be developed. Such a decision-making structure may be composed of a committee, team or unit but must be provided with procedures for balancing decisions relating to programming, custody, personal security and resource allocations of the institutions.
 - c. Decisions must be consistent with individual dignity and based on objective judgments. The offender should be provided maximum involvement in determining the nature and direction of the programmatic decision provided and a mechanism to appeal such decision.
2. A rehabilitation system should be developed and adequately staffed with provision for training in its use. A basic staff orientation program should encompass judicial decision-makers, staff of community support programs, institutional staff and the offenders—both detained and committed. Opportunity for staffing should be provided for experienced correctional personnel with advanced academic credentials to fill correctional counselor positions.
3. A bank of service delivery programs consisting of internally developed programs when necessary and referrals to community service delivery agencies whenever possible should be established. Such programs must provide greater emphasis on involvement of the female offender both within the institution and in the pre-release work/study/family care approaches. Applications must contain documentation describing agreements reached with service agencies and types of services available and procedures for client follow-up.
4. Each application must contain, as comprehensive

as possible, a data survey and analysis of present offender population trends, the correctional alternatives to incarceration available and projections for the use of such alternatives based on an estimated impact of changing judicial practices.

Applicants should consider a project position which may be identified as a classification officer, in both continuation and initial applications. This person should ideally have background experience from the criminal justice system and be capable of statistical analysis. The following activities will be within the area of responsibility for this person:

- a. Developing of such forms and data gathering procedures as are necessary to implement the proper management.
 - b. Analyzing trends in the jail population make-up for the purpose of predicting future jail populations and allocating jail resources.
 - c. Administering the inmate classification system.
 - d. Evaluating the effectiveness of those programs designed to impact on the offender.
 - e. Anticipating changing institutional problems and needs.
5. The family counseling unit will provide for no more than two staff members for the larger institutions and one staff person for the smaller (100 beds or less) jails. The unit will receive cases from the intake interviewers and other staff when requested by the defendant or sentenced offender. Guidelines must be developed by the applicant governing the family contact program.

Subgrant Data:

Final continuation funding will be provided for the following projects within the amounts indicated: Essex Jail, \$20,000; Essex Correctional Center Legal Program, \$50,000 and Group Living Experience, \$20,000; Somerset Jail, \$25,000; Gloucester Jail, \$30,000; and the Burlington Jail, \$30,000.

Continuation funding will be provided for the Cumberland Jail, \$33,000 and the Camden Jail, \$78,000.

A total funding of \$40,500 is available to initiate one new project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C Block Support	\$330,035	\$ 36,671	10%

PROGRAM D-2: Improvement of Detention and Shelter Care Practices

Relationship to Problem Analysis:

Juveniles may remain in detention or shelter care facilities pending court adjudication or awaiting residential placement from a few days to several months. The extent and quality of programming in these facilities varies considerably although shelter care activities are regulated somewhat by standards established by the Department of Human Services. Although detention standards have not yet been developed, the Department of Corrections has the responsibility to monitor all detention facilities in the State.

Educational instruction is often inadequate because of the highly individualized needs of the juvenile. There is no clear mandate designating responsibility of the educational program in a temporary facility. Social and recreational activities need to be available to mitigate the custodial nature of the settings, particularly in detention centers.

Objectives:

To increase the range of existing educational, recreational, volunteer and social service projects within county detention and shelter care facilities that serve a potential annual population of approximately 16,000 juveniles.

To increase to 13 the number of detention facilities where projects have been developed and expanded through assistance from this program area.

To increase to 15 the number of shelter care facilities where projects have been improved through assistance from this program area.

To assist detention and shelter facilities to meet standards of operation and administration.

To assist the Department of Human Services in its inspection responsibilities for shelter facilities.

General Strategy for Implementation:

Funds will be available for both detention and shelter care facilities although programming may differ slightly in each. The funding of shelter care activities will be done in coordination with the Department of Human Services which is responsible for the evaluation of both the physical and programmatic aspects of facilities in accordance with the Manual of Standards promulgated by the Department. Because of the greater measure of freedom that a juvenile in a shelter has, the range of activities is wider. There may be more outside community involvement and, therefore, there is a likelihood of a larger volunteer services component in shelter programming.

Emphasis will be placed on funding projects in both shelter and detention facilities which enrich educational, recreational, volunteer and social services programs. Experience with education projects in detention and shelter facilities indicates that a program which transcends a traditional academic approach and which utilizes an "affective" learning process would appear to be an appropriate teaching method in a temporary holding facility. These projects could be based on the child's past experiences and should be designed toward promoting a positive self image.

All programming should be supportive and should not have long term rehabilitation as its goal. There should be emphasis on maintaining the short term nature of the holding. Project objectives should include efforts to bring about the prompt discharge of juveniles to permanent placements.

Social workers may be hired to provide services to juveniles to help them adjust to their situations within the shelter and detention facilities as well as to act as liaisons between the centers and other agencies such as the court and the Division of Youth and Family Services. They or other staff may also be involved in the development of volunteer participation in the centers, to provide additional activities within the facilities as well as to coordinate programming within the community. Volunteers may be utilized especially to provide tutoring assistance to juveniles held in shelter facilities since many attend public schools. Surveys taken of juveniles in both detention and shelter facilities showed poor achievement in school and a high incidence of truancy to be common among youth held in these facilities.

Funds will be available to help provide programming to conform to standards established for detention and shelter care facilities by the Departments of Corrections and Human Services. Grants to enhance detention programs are continued generally on a yearly basis for a period of three years as long as they demonstrate their effectiveness and continue to fill a need within the facilities. Grants to shelter care facilities will be on a yearly basis for a period of two years. It is anticipated that after the demonstration period counties will assume all project costs. Continued funding is based on the year to year availability of funds.

Assistance in developing projects will be provided by State Law Enforcement Planning Agency program analysts who have worked with similar activities, personnel from already existing projects as well as staff from the Departments of Corrections and Human Services.

Subgrant Data:

Monies will be available to continue second and third year funding for up to 13 county detention and shelter care projects and to begin up to two new projects.

A \$15,000 grant will be made available to the Department of Human Services to increase its capabilities for the monitoring and evaluation of shelter care facilities.

Grant funds for the enrichment of detention programming will be available in amounts up to approximately \$30,000.

Grants to shelter care facilities will primarily

provide staff support for educational and social service activities and will not exceed \$20,000.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part C			
Block Support	\$197,800	\$ 21,978	10%
JJDP			
Act Funds	29,200	3,245	10%
Program Total	\$227,000	\$ 25,223	

PROGRAM D-3: State Correctional Support Programs

Relationship to Problem Analysis:

The changing nature of the correctional system has resulted in a myriad of problems for correctional administrators. As an example, court decisions requiring due process for inmates charged with serious misconduct have brought to the forefront the problems associated with creating a viable disciplinary hearing mechanism to ensure their constitutional and statutory rights. Also, numerous legal problems relating to conviction, conditions of confinement, parole and civil rights have surfaced among the individuals incarcerated in State correctional institutions, creating the need for both advocacy and legal aid to resolve these matters.

The purpose of this program area is to provide a resource for State level corrections to respond quickly to the rapidly emerging needs of modern corrections. Programs under development, such as the Disciplinary Hearing Officer Project, Grievance Handling Project at Leesburg Prison, Assistance for Institutional Management, and the Planning, Management and Evaluation Unit are examples of the variety of concepts applicable to this program area. These projects are not considered under the 1978 Plan, as sufficient continuation funding remains available under the 1977 Plan.

Two Department of the Public Advocate projects are included in this program area. Both projects, one providing Inmate Advocacy for local jails and correctional institutions and the other providing assistance to parolees in final parole revocation hearings, serve to improve the correctional process by clarifying inmate rights issues and ensuring due process compliance.

The Youthful Parole Revocation Project was developed under Program D-8, "Improvement of Parole Decision-Making" and is transferred to this Program Area under the 1978 Plan.

Objectives:

To continue a program of inmate advocacy at the local level of corrections through investigation of inmate complaints and through inspection of jail and correctional facilities for compliance with mandates as prescribed by law.

To continue the Youthful Parole Revocation Project and thereby provide representation for 650 youthful offenders.

To initiate new correctional support projects according to a prioritization of needs and the availability of funds.

General Strategy for Implementation:

All applications for funding under this program area must address the following criteria:

1. Identification of the existing staff resources committed to the project.
 - a. The staff positions and the amount of time allocated to the project.
 - b. Existing programs and procedures that address the project.
2. The physical space required to implement the project and the availability and specific location of such space.
3. A clear definition of authority and responsibility both within the project and within the departmental organization.
4. A phased schedule for planned activities during the grant period indicating:
 - a. Regularly scheduled operational and reporting activities including the type of information to be included in reports and the relationship of such information to the purpose of the project.
 - b. All initially funded projects will provide a phased start-up schedule specifically includ-

ing consideration for the time required to hire staff and to purchase equipment.

The following additional criteria must be considered in applications for funding of specific projects as indicated:

Inmate Advocacy Project

Staffing for the County/Municipal Inmate Advocacy Project will be maintained at the level of two attorneys, one field representative and two clerks.

The results of investigation and of general information gathering will be reviewed by the Assistant Deputy Public Defender II who will, in turn, contact appropriate officials to first attempt administrative resolution and, should negotiations fail, follow through with litigation.

Youthful Parole Revocation Project

The following project statistics for evaluation of this project will be collected. The applicant is advised to include a methodology for ongoing evaluation of the project to be included in the application:

1. Case history data (demographic information)
2. Number of investigation reports
3. Number of cases and types for each institution
4. Attorney's caseload and time spent directly on cases
5. Training of project staff
6. Number of parolees who waived their right to a hearing
7. Disposition of cases based on the following decisions:
 - a. Number continued on parole
 - b. Number rescinded revocation
 - c. Number returned for adjustment
 - d. Number sustained revocation
 - e. Number revoked

f. Number revoked for absenteeism

Support projects funded under this program are considered pilot demonstration projects and it is anticipated that funding will not exceed three grants whether monies are received from LEAA, SLEPA or a combination of both. Project phasing during the first grant period should include start-up and first operational phases.

The second grant period should include the evaluation and model adjustment phase.

The third grant includes the major productive operational phase and the final evaluation and report phases.

Subgrant Data:

The Department of Corrections and the Department of the Public Advocate are the only eligible applicants.

Final continuation funding to the Department of the Public Advocate is provided for the Youthful Parole Revocation Project and for the Local Inmate Advocacy Project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part C			
Block Support	\$138,535	\$ 15,393	10%
Part E			
Block Support	\$107,600	\$ 11,956	10%
Program Total	\$246,135	\$ 27,349	

PROGRAM D-4: State Correctional Education Programs

Relationship to Problem Analysis:

The majority of inmates in the State correctional system have been identified as lacking the requisite academic and vocational education levels that would enable them to compete effectively for jobs upon release.

Problems are associated with the determination of individual academic and vocational needs, the provision of these services to the inmates, as well as the evaluation of the effectiveness of the services provided.

The 1978 program will continue assessment and evaluation of both academic and vocational programs utilizing both examination of curriculum and follow-up histories of inmates completing courses both during the remainder of their institutional stay and upon release on parole. The need for more productive use of inmate time and labor will require study of institutional maintenance work, utilization of

external industry on-the-job training and State Use Industries.

Objectives:

To continue an annual research program in which follow-up data will be collected and analyzed on 4,000 clients who have participated in educational programs. The study will include clients both during the remainder of their stay within institutions and then upon their release to the community under parole supervision and will utilize the data base developed under the 1977 Plan to determine both project impact and specific program planning questions.

To provide each inmate entering a State Correctional Institution with educational testing, an individualized instructional plan and follow-up counseling sessions.

To analyze and evaluate existing educational programs and to formulate recommendations for contin-

uance, improvement and/or redirection of ineffective or under-utilized program components, as well as to develop new programs.

To provide vocational awareness and training to a minimum of 400 inmates.

To assist in implementing the model correctional education program which is planned for completion by December 31, 1977.

General Strategy for Implementation:

Applications for funding must address, but are not limited to, the following general criteria:

1. Emphasis will be placed on literacy, mathematics and learning disability testing, evaluation and individually prescribed programming. The learning centers will implement remedial programs and will also provide specialized academic support to inmates entering vocational training shops.
2. Social and coping skills, such as consumer and family life education will be included in both academic and vocational curriculum design. Emphasis will be placed on improving motivational and career counseling to increase inmate participation in programs by relating the potential benefits of education and training to the inmate's life situation upon release to the community. It is necessary that curriculum design provide methodology for encouraging the client in establishing goals and objectives, and developing an ability to defer achievement of goals, thereby reducing need for immediate satisfaction. Project curriculum and the manner in which the above considerations will be met are to be included in each application.
3. Each vocational project application must contain a current vocational needs assessment of the inmate population, a job market analysis of existing or emerging occupations, potential restrictions to offender employment and a performance analysis which documents the skills and knowledge needed to acquire the occupation.

Vocational projects should be designed to allow a period of work sampling and should indicate the horizontal and vertical training and job placement options available to the inmate upon completion of the course, either at the institution or upon release to the community.

4. Applications for vocational projects will contain an analysis of work activities within the institution and will consider the area of prison industry on-the-job training as follow-up work experience to the formal vocational training.
5. The Garden State School District Research and Evaluation Unit will be continued to develop and test educational evaluation models which will be applied to measure the effectiveness of the State Correction Program.

Subgrant Data:

The Department of Corrections shall be the eligible applicant for institution based projects. The Department of Education will be the eligible applicant for research, evaluation and other system-wide projects operating from the Garden State School District Central Office.

The following projects are provided final continuation funding within the amounts indicated: Research and Evaluation Unit, \$50,000; Mobile Pre-Vocational Program, \$50,000; the LSP Educational Assessment Program, \$65,000, and the Mobile Learning Center, \$40,700.

The Continuous Assessment Program (CAP) will receive up to \$100,000 in continuation funding.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part E			
Block Support	\$305,700	\$33,967	10%

PROGRAM D-5: State Correctional Treatment Programs

Relationship to Problem Analysis:

On April 15, 1975, there were 5,647 inmates in the State Prison Complex, the Youth Correctional Institutions and the Correctional Institution for Women. Of this group, 2,186 or 39% had a history of heroin use, 476 or eight percent had a history of other drug use and 1,190 or 21% had an alcohol problem. Since that time, this problem has been addressed through: special offender treatment teams, including team

pre-release referral of offenders to community treatment programs; administrative segregation units containing elements of education, treatment and social work applicable to inmates who must be handled on a one-to-one basis; and classification systems developed to determine the psychological state, degree of supervision and the type of housing and program participation best suited for the inmate.

The 1978 Program will utilize 1977 Plan funds to continue the Administrative Segregation and Classi-

fication Counselor Programs. This program area will focus on screening inmates, assessing the need for substance abuse treatment programs and providing formal treatment/referral plans to the classification committees and to the State Parole Board.

Objective:

To increase the referral of State inmates requiring treatment for alcoholism or drug addiction to community treatment programs by improving diagnostic, release planning and follow-up information available to releasing authorities.

General Strategy for Implementation:

Application for funding under the 1978 Plan must contain the following provisions:

Community Treatment Services Project. This project will be implemented as a cooperative effort of the Department of Corrections and the Department of Health.

Although the proposed elements of client diagnosis and the provision of release planning information to institutional and releasing authorities have been an integral part of the institutional Special Offenders Treatment Teams Project, there have been problems with effecting a smooth process for referral of releasees to community-based treatment projects. This project, while operating as an adjunct to the Treatment Team project, will relate directly to the inmate having a history of substance abuse, will provide in-

mate screening, diagnosis, treatment plans and will make referral recommendations to be implemented upon the inmates' release. Follow-up of the clients' progress in treatment will be accomplished in conjunction with the regular parole program.

This program area will utilize the model for intensive evaluation as developed by the SLEPA Evaluation Team and the subgrantee is advised to review the section for evaluation as contained in this Plan (See Provision for Evaluation Section). Some modification of the evaluation guide may be necessary due to the varied program emphases as described in the proposed projects, therefore the applicant is advised to consult with SLEPA staff, concerning necessary modifications, during the development of the application.

Subgrant Data:

The Department of Corrections is the sole eligible applicant. Funding within the maximum amount of \$48,700 will be provided for final continuation of the Community Treatment Services Unit.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part E			
Block Support	\$48,700	\$5,412	10%

PROGRAM D-6: Community Programs to Assist Adult Offenders and Releasees

Relationship to Problem Analysis:

Too little attention has been given to the immediate needs of the individual entering into pre- and post-adjudicatory supervision or during the difficult adjustment period of re-entering the community from incarceration. Because of lack of planning for these periods and the paucity of appropriate resources, as well as the lack of coordination with such community resources as are available, such factors as suitable residence, reconciliation with family and treatment of such problems as drug abuse and alcoholism are often neglected.

To meet these offender problems, the Vocational Service Center (VSC) has been developed within a variety of host agencies such as probation, parole and non-profit private corporations. The VSC are provided with a core administration unit client evaluation and referral staff, and also utilize the services of on-loan staff from other interested agencies serving client needs. A direct benefit of the Vocational

Service Center program for the local jurisdiction is the improved capability to manage its ex-offender service delivery program.

The purpose of this program is to meet the social coping skills and economic needs of those offenders released to the community under the broad range of supervisory status, e.g., pre-trial intervention, probation, work release and parole. These mechanisms for release are apt to become hollow euphemisms of corrections if the needs of offenders to live in a lawful manner are not addressed. Although these services do not guarantee rehabilitation, they may be, in many cases, the deciding factor should an ex-offender attempt to lead a crime-free life.

Objectives:

To provide three State District Parole Offices with an expanded range of client support services such as vocational evaluation and career counseling, referral

to community treatment agencies for drug and alcohol problems, and job placement services. A minimum of 800 parolees will receive these services.

To initiate five vocational service center projects providing pre- and post-release counseling and job bank services at the local level of corrections. A minimum of 500 releasees from the courts via conditional bail, pre-trial intervention and probation as well as from county jails will receive assistance.

To continue the isolation and identification of those factors which relate most effectively to job placement, placement with career advancement opportunities and successful reintegration into society through an intensive client follow-up program involving a minimum of 400 clients annually.

General Strategy for Implementation:

The following information is considered an essential component of those applications for manpower service center projects:

1. Identification of existing resources in the geographical area to be served by the projects that have, as their prime responsibility, the provision of such services as vocational testing and evaluation, career counseling, vocational training and job placement. Indicate the capacity and number of clients served by these resource agencies.

2. Functional description of the local and State criminal justice agencies releasing offenders to the geographical area to be served and the specific nature and extent of supervisory constraints, if any, placed on the released offenders.

3. A survey of the ex-offender population within the project area, determining the number of potential clients, categorized as applicable, and describing in quantifiable terms the types of specific manpower needs. This survey should identify sources of information, such as criminal justice agencies, and indicate the survey methodology utilized.

4. Documentation of the extent that existing service agencies are available to service the needs of this client group, including an assessment of the status of such service agencies.

5. A program design for client evaluation, referral, placement and follow-up assessment.

6. The following objectives are to be accomplished during the initial program development phase and are to be documented in the applications for the vocational service centers:

- a. An agreement whenever possible that the MSC would function as a liaison among the various service agencies and between these agencies and the criminal justice system;

- b. Identification of the sources and extent of financial and non-financial assistance available to service agencies;

- c. Design for an on-going evaluation device to: 1) improve project operations, and 2) assess identifiable client success factors.

7. Applicants are advised to consult with SLEPA staff, prior to the development of a formal application, for technical assistance in program design including project functions and activities and methodology for data collection.

Subgrant Data:

The 1978 Plan provides Part C funds for application by local units of government and Part E funds for application by the Department of Corrections.

Part E funds in the amount of \$300,000 are provided for final continuation funding of the State Parole Manpower Service Centers.

Part C funds in the total amount of \$287,000 will be provided for the following projects within the amounts indicated: Plainfield Post Release Counselor, \$35,000; Union County Job Bank, \$50,000; Burlington County Vocational Service Center, \$55,000; Somerset County Pre-Post-Release Counselor, \$31,883; and the Gloucester County Vocational Adjustment Unit and Job Bank, \$55,000.

Budget:

	LEAA	State, Local or Other	Percentage Of State/Local Match
Part C			
Block Support	\$242,000	\$26,889	10%
Part E			
Block Support	300,000	33,334	10%
Program Total	\$542,000	\$60,223	

PROGRAM D-7: Community Based Adult Facilities and Programs Providing Alternatives to Incarceration

Relationship to Problem Analysis:

The problem of severe overcrowding in the State's correctional institutions, coupled with the failure of these institutions to rehabilitate the offender successfully has made the development of community-based correctional facilities a crucial need.

The goal of this pilot program is directed toward utilizing short-term residential facilities as alternatives to unnecessary incarceration and as pre-release facilities to reduce the actual prison time served by inmates when the safety of the community no longer remains a major consideration for incarceration. This program provides for forms of cus-

todial sentences which do not require the prison setting.

Objectives:

To provide graduated community re-entry to approximately 220 offenders released from State correctional institutions by continuing the adult Pre-Release Service Center established under the 1975 Plan.

To maintain a population of at least 45 residents and 25 out-patient clients in the service center and to provide each resident with continued employment and other support services necessary for re-integration.

To purchase client slots within community residential treatment programs on a pre-release basis, thereby providing short-term reintegration support for approximately 25 male and female inmates of State correctional institutions.

To provide the court with an additional alternative to incarceration by continuing two adult community-based residential centers to serve at least 200 offenders who would otherwise have been sentenced to a correctional facility.

General Strategy for Implementation:

Applications are to be designed to provide the court and correctional institutions with treatment alternatives to incarceration for offenders potentially benefiting from a semi-custodial, treatment oriented setting based on the premise that such a setting would provide more rehabilitative and less disruptive in terms of continued employment, family contact and the availability of problem oriented counseling. The following must be provided for either by the center or through community agency referral:

1. Educational, vocational and recreation programs;

2. Job development and placement services;
3. Treatment programs for problems associated with alcoholism, drug addiction and mental or physical health;
4. Counseling programs for problems arising from marital, employment, financial or social responsibilities.

Each community-based facility will require the endorsement (including a quantified statement of need) of the assignment judge and the county chief probation officer.

Subgrant Data:

The State Department of Corrections is the sole eligible applicant for Part E funds used to support this program area. The following projects will be considered for continuation funding within the amounts indicated: Passaic County Adult Service Center, \$150,000; Coordination Purchase of Bed-space, \$100,000.

Local Part C funds of \$231,000 will be used to fund the following continuation alternative facility projects within the amounts indicated: Atlantic County, \$125,000; Hudson County, \$50,000. A new project will be considered for funding in an amount not to exceed \$56,000.

Budget:		State, Local or other	Percentage of State/Local Match
	LEAA		
Part E			
Block Support	\$250,000	\$27,778	10%
Part C			
Block Support	\$231,000	\$25,667	10%
Program Total	\$481,000	\$53,445	

PROGRAM D-8: Alternatives to Enable Separation of Juvenile From Adult Offenders in State Correctional Institutions and to Insure Deinstitutionalization of Status Offenders

Relationship to Problem Analysis:

As required by New Jersey's participation in the Juvenile Justice and Delinquency Prevention Act, a plan must be developed and implemented to provide for the separation of juvenile from adult offenders in State correctional institutions. In early 1976, over 400 juveniles were confined with adults in either the Youth Correctional Institutional Complex or the Correctional Institution for Women at Clinton.

The act also requires the deinstitutionalization of status offenders. This occurred through legislative

mandate in New Jersey in 1974. However, continued compliance with deinstitutionalization of status offenders can be assured only through careful monitoring and the availability of appropriate programming for this population.

Objectives:

To review the status of juvenile commitments to the Youth Correctional Institution Complex and Correction Institution at Clinton and to continue to plan for the development and evaluation of projects to encompass this population.

To continue to develop projects which will bring to approximately 250 the number of program slots for juveniles who would otherwise be mixed with adults in the State's correctional institutions.

To continue a monitoring capability to insure appropriate commitments to juvenile detention and State correctional facilities and the timely implementation of the plan to separate juvenile from adult offenders.

To decrease by approximately 250, the number of juveniles who had contact with adults in State correctional institutions in January of 1977.

General Strategy for Implementation:

Grants available from this program area will be awarded to the Department of Corrections. They will provide for projects which further the implementation of the requirements to separate juvenile from adult offenders and to deinstitutionalize status offenders. The projects will include administration, research, planning and monitoring capabilities as well as the development of direct treatment services for the two target populations. Activities will include intensive therapy, group counseling, education, vocational instruction and placement and recreation.

Direct service projects established to further the implementation of the plan to separate juveniles from adults must be specific as to the characteristics of the population to be served. The selection process for the project participants should also be clearly defined. Juveniles who participate in the projects must be those who are committed to the Youth Correctional Institution Complex or the Correctional Institution for Women at Clinton.

Juveniles may be transferred to the projects from the Yardville, Annandale or Clinton institutions and their satellites where they may have already served part of their sentences or they may be placed in the projects immediately upon commitment by the court.

Each project description should include how the particular project relates to the separation plan as a whole to insure that the project is furthering the goal to separate juveniles from adults. Projects may be developed within the existing institutions to effect separation as well as created outside the institutions themselves. Services as part of the projects should meet the individualized needs of the population, particularly in the areas of educational and vocational skills.

Through the provision of programming under the 1978 Plan in this area, the number of juveniles having regular contact with adults in State correctional facilities should be less than half the approximately 400 estimated in 1976. This assumes that the rate of commitment of juveniles to the Youth Correctional and Clinton Institutions remains stable over the period planned for the implementation of the separation. Any significant acceleration in the number of juveniles committed to these institutions would have

to result in plan and timetable revisions.

The Youth Administrative Unit will continue to coordinate the development of the projects to implement the separation, assessing the remaining needs of the population yet to be provided for through specific projects and developing projects for that population. The unit will insure that the individual goals and objectives of each project are met.

The Monitoring Unit will continue to oversee compliance with the Juvenile Justice and Delinquency Prevention Act's requirements to deinstitutionalize status offenders and to separate juveniles from adults in correctional institutions. The Unit will determine whether projects are being implemented in accordance with the separation timetable and whether the numbers of juveniles mixed with adults in correctional institutions decreases at a level proportionate to the number of slots being created to provide for the separation.

The projects in this area will be monitored by the Department of Corrections, as well as members of the State Law Enforcement Planning Agency Juvenile Justice and Delinquency Prevention staff. Both the achievement of overall goals of complete separation and deinstitutionalization will be assessed as well as specific goals attached to individual projects.

Information to be requested from project personnel for monitoring and evaluation purposes will include total numbers of juveniles involved; characteristics breakdown including sex, age and race of offenders, offense upon which adjudication was based, offense history and short and long-term treatment goals with periodic progress reports on the status of these goals. Information gleaned from the quarterly narrative, site visits and Youth Administrative Unit staff will shape the directions to be pursued in developing and/or continuing projects which will further the goals of separation and deinstitutionalization.

Subgrant Data:

Funds will be made available to the Department of Corrections for the following purposes:

\$60,000 - For the continuation of the Youth Administrative Unit.

\$35,000 - For the continuation of the Monitoring Unit.

\$240,000 - To continue two residential projects.

\$20,000 - To continue a parole project.

\$196,000 - To develop an intensive treatment unit.

\$30,000 - To continue a group home.

\$50,000 - To develop a group home.

\$330,050 - To develop residential projects.

Budget:

	LEAA	State, Local or other	Percentage of State/Local Match
JJDP Funds			
Block Support	\$961,050	\$106,784	10%

**APPLICANTS
GUIDE
1978**

ORGANIZATION AND FUNCTION OF THE STATE LAW ENFORCEMENT PLANNING AGENCY

The State Law Enforcement Planning Agency (SLEPA) was created by an executive order of the Governor of the State of New Jersey in August of 1968 in compliance with the Omnibus Crime Control and Safe Streets Act of 1968. Actual operation of the agency began in early 1969 with the major task being the development of a comprehensive plan for the improvement of the criminal justice system. This planning phase continued through 1970 when the focus of the Agency turned toward the implementation of programs and the increased emphasis on monitoring and evaluating projects.

Organizationally, SLEPA is located in the Governor's Office and is administered by the Executive Director who reports to the Governing Board. The Deputy Director is responsible for the coordination of the overall operations of the three major units. The Board is appointed by the Governor to represent various components of the criminal justice system and the general public.

SLEPA is charged with three main responsibilities: The annual development and updating of the comprehensive plan, the review of applications from units of government; the fiscal and program monitoring of funded projects. To fulfill these functions, SLEPA is divided into three units, each administered by an Assistant Director.

The Planning Unit has the prime responsibility of collecting data, coordinating the local planning and State planning efforts, disseminating information to the public, the actual drafting of the comprehensive plan and the agency's evaluation effort.

Applicants for funds deal with the Operations Unit which provides technical assistance for the development of fundable projects, reviews applications, monitors and provides technical assistance to ongoing projects, evaluates projects for possible re-funding, and makes recommendations to the Governing Board for the final decision on funding.

Once a project has been funded, the Administration Unit prepares the necessary documents for the contract, releases funds after review of reports submitted by a subgrantee, coordinates the fiscal reporting to the State and federal governments, and conducts interim and final audits.

Technical Assistance

Technical assistance to subgrantees is an ongoing activity of the State Law Enforcement Planning Agency. Since the planned delivery of technical assistance is an essential ingredient of effective plan implementation, this Agency offers a broad-based strategy encompassing 1) an explanation of

the Crime Control Act and State Law Enforcement Planning Agency programs; 2) assistance in the development of comprehensive planning techniques, including the creation of local criminal justice planning units; 3) the identification of effective crime control methods and programs within the prevention, police, court and corrections disciplines; 4) assistance in the preparation of requests for action funds; 5) an explanation of the various federal and State administrative regulations affecting program implementation; 6) a full range of post grant award services including financial monitoring, a review of project activities, site visits and project audit and evaluation and 7) a technical assistance plan designed to provide a formal and clearly defined mechanism for directing a resource to an identified point of need.

The Technical Assistance Plan can provide an agency or subgrantee with proven professional expertise, publications, training, existing equipment or guidance that will direct a client to the potential goods or services. The technical assistance process is designed to incorporate a wide range of Agency input while at the same time isolating administrative accountability to monitor activities for the delivery of services within reasonable time frames; and to evaluate the quality of the assistance rendered. The Plan's emphasis will utilize in-State resources where possible and apply past experience to present problems. Both proactive and reactive determinations of areas of need are within the context of the Plan and will be pursued as an integral and important component of the State Law Enforcement Planning Agency service.

Administrative Mechanism — Technical Assistance Plan

All requests for program related technical assistance should be directed to the Assistant Director — Operations. Requests for assistance in areas related to fiscal and contract matters should be addressed to the Assistant Director — Administration. Clients are requested to complete the SLEPA Form 110 when requesting technical assistance from the Agency.

The Technical Assistance Specialist will acknowledge receipt of a request, activate the evaluation process, follow-up and secure an assessment of the quality of the request. A technical assistance review panel will examine requests for technical assistance and assess the best means of response through identified resources. Applications will be studied to determine the need for and the availability of the

technical assistance requested. Requests that cannot be met through resources within the State will be endorsed by the Agency and forwarded to LEAA for action. If technical assistance is inappropriate or unavailable, the applicant will be so notified. Applicants receiving technical assistance will be required to complete a Technical Assistance Assessment

form upon completion of the technical assistance activity. The form is used to assess the quality of the assistance and to see if the assistance meets the needs of the client.

Copies of the complete Technical Assistance Plan are available from the Agency upon request.

GENERAL INFORMATION FOR APPLICANTS

I. TYPES OF GRANTS:

A. Grants administered directly by SLEPA

Planning: Federal funds provide support to local criminal justice planning units. No more than 90% of the total project will be paid for by federal funds.

Action: Program areas under which applications for action projects may be made are grouped under the following general categories:

A. Legislation, Support Services and Prevention — This category includes activities which are related to the legislative process; are related to the general process of program development, planning, evaluation and system "overhead"; are basically of a research nature; deal primarily with information systems and data collection; are aimed at crime prevention used in its broad context, whether undertaken by criminal justice or noncriminal justice agencies; or represent efforts aimed at the prevention of juvenile delinquency.

B. Detection, Deterrence and Apprehension — Included in this category are those activities involving direct law enforcement functions.

C. Diversion and Adjudication — Included here are activities designed primarily to divert persons from further processing within the criminal justice system following initial contact as well as efforts related to the adjudicative process.

D. Institutional and Non-Institutional Rehabilitation — This category includes programs which operate within an institutional setting as well as rehabilitative efforts which take place outside the conventional institutional setting.

For descriptions of specific programs under which application for funds may be made, refer to the "Annual Action Programs" section of this document.

Local Block Grants: Any jurisdiction or combination with a total of 250,000 population or more is eligible to apply for funds under a comprehensive Local Block Grant Plan. Detailed procedures have been established and may be requested by writing to the Agency.

JJDP: Federal funds are available for juvenile justice programming. Action projects as well as grants

for the criminal justice planning units may be supported by these funds. The planned use of JJDP action funds has been incorporated within selected program areas found in the "Annual Action Programs" section of this document.

B. Other LEAA Programs

1. Law Enforcement Education Program (LEEP)
2. Law Enforcement Assistance Administration Discretionary Grants.
3. National Institute for Law Enforcement and Criminal Justice Research Grants.
4. National Institute for Juvenile Justice Delinquency Prevention.

II. CRITERIA:

Planning: The intent of awarding planning grants in New Jersey is to develop and implement within local units of government a comprehensive planning capability for the entire criminal justice system and thereby serve as an input to the state comprehensive plan for criminal justice. In addition, the development of comprehensive plans at the local level will facilitate application for action funds by presenting needs, problems, and priorities in a rational manner.

Action: The intent of awarding action grants is to meet the needs and problems in law enforcement and the administration of justice encompassing the functional categories of prevention, apprehension, adjudication and rehabilitation.

III. ELIGIBILITY:

Planning: The policy of the Agency Governing Board is to provide the broadest possible geographic coverage planning funds will permit. Consistent with this policy, has been the encouraged local assumption of planning unit operations within cities of under 250,000 population and the recent addition of several county level planning units. Specific local eligibility for planning funds is determined annually by the Governing Board based on such criteria as population, crime rate and law enforcement activity intensity.

To qualify for planning funds, an otherwise eligible

locality must complete the following:

1. The locality must form a Criminal Justice Planning Board.
2. The local unit of government must designate a full time Criminal Justice Planner.
3. The unit of government must designate a project director and fiscal officer.
4. The unit of local government must furnish the Agency with an application for funds in a form approved by the Governing Board.
5. The application itself must fully explain the methodology to be used in achieving the objectives of the planning program.
6. Three copies of the application should be prepared by the local unit of government and submitted to SLEPA.

Action: Any State agency or local unit of government eligible under the current year programs for action grants may apply for action funds if it meets the following:

1. Within the State comprehensive plan are program approaches aimed at controlling or reducing criminal behavior or improving and upgrading the criminal justice system and its personnel. Only applications for action funds designed to implement and carry out projects which fall within the objectives of these programs will be considered by SLEPA for funding.
2. The implementing agency, if not a State agency or local unit of government, must be represented and supported by a State agency or local unit of government before application for action funds can be submitted. The signature of the Mayor, Chief Executive or State Department Head is required on all applications as an endorsement and evidence of support for the projects.
3. The applicant must provide assurance that the legal matching requirement percentage of the total project cost will be supplied by the applicant.

IV. APPLICATION PREPARATION INSTRUCTIONS

The Omnibus Crime Control and Safe Streets Act has been amended to require that State Planning Agencies complete their review process of applications within a 90-day period from the time an application is received. For purposes of this requirement, the 90-day review period will commence only when the application in question is in compliance with LEAA and SLEPA guidelines as set forth in the 1978 *Applicants Guide*.

Prior to the submission of a formal application, it is strongly advised that a letter of intent accompanied by a brief project description be filed with the appropriate desk (police, courts, corrections, JJDP) within the SLEPA Operations Unit.

No later than three months prior to the expiration of a grant period the applicant must submit a continuation application to SLEPA for the subsequent year if additional funds are being requested.

The required application format is outlined on page two of the application (SLEPA 101). Each of the five attachments presented therein must be completed as part of any formal application. Instructions for Attachment Three "Non-Supplanting Certification," Attachment Four "Negative Environmental Impact Statement" and Attachment Five "A-95 Clearing-house Review Procedures" appear within the application itself and should need no further explanation. Attachments One and Two constitute the major components of the application. In an effort to promote a high level of consistency and as an aid in the development of applications by prospective subgrantees, the following instructions and guidelines are offered for the completion of each attachment. While content may vary by type of project, the format which follows must appear within every application.

Attachment One: Description of Project

Each of the following sections must be included as part of this attachment:

A. Statement of Problem

Define the problem or need as you see it. The following questions may be used as a guide:

1. What specific problem(s) will the project address? (Example: an increasing incidence of breaking and entering, a low clearance rate or mounting public complaints).
2. What is the *scope* of the problem?
 - a. Geographical
 - Is it concentrated in one neighborhood or several with similar characteristics?
 - Is it a region-wide problem, or does it appear in two or more adjacent towns?
 - Is it a statewide problem for which you may have a model solution?
 - b. Socio-cultural
 - What population group is affected by this problem or need?
 - In what way is this population group involved — as causing the problem, as victim, as responsible for providing a service?
 - c. Organizational
 - Are other agencies affected by the need or problem?
 - In what way do such agencies feel the impact of the stated problem?
3. What is the *magnitude* of the problem?
 - All available, pertinent statistical data (e.g. arrest rates, agency referrals, caseloads, clearance rates, etc.) should be included. Also, any other indicators that further define the problem should be described.
4. How has the municipality, county or State agency dealt with this problem in the past? What were the limitations in that approach? Describe factors which limited the unit of government's handling of the problem to date.

5. Why must the problem be addressed at this time?

B. Goals

When the problem has been identified and the need documented, the particular proposal for attacking the problem(s) should be stated. This is the heart of the application, the content of which enables the reviewer to assess the probability that the measures proposed will produce the desired impact or results. The following framework may serve as a guide with regard to definition of terms and contents:

A **goal** may be defined as a general statement of an undesirable condition to be improved, or a desired state of affairs toward which to stride.

Criminal justice goals can fall into broad types.

For example:

1. Crime specific—the reduction of property crime, and
2. System improvement—the provision of alternative diagnostic, treatment, and rehabilitation services for the first time juvenile offenders.

C. Objectives

An **objective** is a **specific** statement of a **measurable** end condition to be achieved within a **stated** period of time. Examples:

1. Crime specific—The reduction of breaking and enterings in the 20-block South End neighborhood by 3% over the next 12 months; improvement of the apprehension rate by 2%.
2. System improvement—The diversion of 15 girls, aged 11-18, from institutionalization, by providing a community-based home with supportive diagnostic, treatment and vocational services.

D. Project Activities

Having specified the Goals and Objectives, state the method of approach or Project Activities you propose to use. For example, having identified the problem of breaking and enterings, the causes might have been defined as a combination of poor patrol methods, slow response time, lack of coordination between patrol and detective divisions, and public apathy. The approach might be Team Policing (i.e., a multi-expertise group of patrol, investigative and community relations officers assigned to the problem neighborhood, fully responsible for all operations during the project period).

On the basis of progress to date (past progress, for prior funded or ongoing projects, preliminary arrangements for new projects), this section should address key project elements, such as: (1) sequence and time schedule involved, (2) resources required (i.e., staff, training, support services, public relations, etc.) and (3) the expected outcome or impact from the project in terms of explicit needs, goals and objectives.

Examples of the type of information sought would include but not be limited to the following:

1. A project schedule detailing what will be accomplished at each phase, including the division of labor and the estimated time intervals involved;

2. A description of criteria to be used in deciding when to advance from phase to phase;

3. A description of equipment to be purchased as a part of the project, including its proposed use and the manner in which it will enhance project capabilities;

4. A description of any special or technical assistance from outside the applicant agency which will be required to complete the actual work, including the manner in which this assistance is to be utilized;

5. An outline of available resources;

6. A description of the specific gains, benefits, improvements, increased efficiencies, changes or other planned impact on the existing problem area or operating system that are expected to occur as a direct result of the project (i.e., workloads to be handled, persons to be treated, type of clientele to be served, new services to be provided, new systems capabilities to be established).

While not a requirement, applicants may wish to consider the development of a detailed Work Plan. The purpose of a Work Plan is to help applicants pre-plan realistically by breaking down major elements and phases identified as Project Activities into more detailed steps or "milestones" within a specific time frame. Experience has shown that it is careful attention (or lack of it) to just such detailed operational procedures that has been a major factor in determining the smooth implementation or ongoing difficulties of a funded project. The Work Plan is designed to elicit the applicant's knowledge of local conditions and implementing agency procedures that might affect project implementation, particularly in the crucial start-up phase. Additionally, the Work Plan provides the applicant and the funding agency with a realistic basis for project monitoring and required progress reporting once the project is funded.

E. Project Management

Describe the proposed duties and responsibilities of the Project Director (if appropriate). Indicate to whom the Director reports and the manner in which project accountability will be maintained.

F. Personnel

If the project requires the employment of full or part-time personnel, indicate the positions to be filled and the duties or responsibilities of each. If training is involved, indicate the number of persons (by position) to be trained.

G. Brief Personnel Biographies or Job Specifications

Include a detailed resume or biography for each person selected to work on the project. If personnel are not selected at time of submission, describe position qualifications.

H. Participating Agencies/Relationship to Local Plan

List all State or local jurisdictions, agencies or organizations directly participating in the project. Describe the responsibilities of each and include letters of intent.

Indicate the relationship between the proposed project and other components of the overall plan for criminal justice improvement within the applicant jurisdiction. Also indicate the ranking originally assigned to the proposed activity within the list of priority projects (if any) submitted by the local jurisdiction for inclusion into the Criminal Justice Plan for New Jersey. If the project's priority ranking has changed since that time, explain how and why.

I. Project Evaluation

Presented within this section should be the evaluation methodology to be used by the applicant in answering the following types of questions about the project: Did the project accomplish what it said it would? What impact, expected or unexpected, did it have? What were the key factors that made the project a success or failure? How should the project be modified?

The elements of the evaluation design which should be addressed in each application are outlined as follows:

1. **DEFINITION OF PROGRAM OBJECTIVES**—The evaluation design should contain an explicit restatement of the end(s) for which the project is designed (e.g., effectively remove from further juvenile justice contact those youth whose problems could more appropriately be handled by direct 'social' service staff or other appropriate community resources).
2. **STATEMENT OF ASSUMPTIONS**—Every program makes assumptions as to the nature of the problem it addresses (e.g., there are individual juvenile offenders who are unnecessarily processed through the juvenile justice system for whom referral to direct 'social' services would be more appropriate). These assumptions have significance for the mode in which the problem will be addressed.
3. **CRITERIA FOR GOAL ATTAINMENT**—Establish criteria (indicators or measures) that will demonstrate the degree to which stated goals and objects were achieved (e.g., an increase in the number of juvenile offenders removed from and/or provided alternatives to further juvenile justice involvement).
4. **DATA COLLECTION**—In view of the listed indicators, what records must be kept, for what period and by whom?
5. **DATA ANALYSIS**—Within this section, outline the methods of analyses which will be utilized to assess the extent of relationships between the variables (e.g., time series analysis, pre

and post comparisons and/or comparison groups).

The above outline may be used by the applicant for developing the evaluation component tailored specifically to the evaluation needs of the proposed project.

Certain program areas are selected for intensive evaluation by the State Law Enforcement Planning Agency. Projects funded under the program areas that are selected for evaluation will be expected to conform with the established evaluation design.

J. Assumption of Costs

If the project will last more than one year, describe how the applicant agency plans to assume the total costs of the program (after a limited period of SLEPA assistance). The specific steps and plans to be taken to achieve the assumption should be included in the application.

K. Civil Rights Compliance

If an Affirmative Action Plan is not complete or it is not required for the jurisdiction, provide the explanation in this section. Civil rights compliance and investigations will be conducted in the manner as outlined in the regulations covering "Nondiscrimination in Federally assisted Crime Control and Juvenile Delinquency Programs" and other appropriate regulations.

Attachment Two: Budget Detail/ Budget Explanation

Estimated cost details of the project's budget should be itemized on Attachment Two. Additional pages should be used to provide narrative justification for all budget items. Costs should be broken down as indicated within the column headings appearing on Attachment Two. All projects funded with FY 75 LEAA funds and after will adhere to the following matching formula: 90% federal funds and 10% cash match. Note that particular items of cost may appear as 100% federal, while others may be funded with a combination of federal, State and/or local money.

CASH MATCH

The Act includes two important fiscal conditions affecting subgrantee matching funds. These amendments became effective with FY 1974 funds and have been extended to subsequent block grant appropriations, as well.

The first of these is the "hard match" provision, of the Act, which states:

"The non-federal funding of the cost of any program or project . . . shall be of money appropriated in the aggregate, by State or individual units of government for the purpose of the shared funding of such programs or projects."

In essence, all requests for funds starting with the

FY 75 block grant appropriation must include cash as the required matching share. In-kind goods and services are not acceptable as a matching contribution.

In order to meet the "hard match" requirement, funds must be for the express purpose of matching federal LEAA funds. These new funds for law enforcement purposes must be specifically earmarked for the project in the budget of the jurisdiction being funded. Private or Model Cities fund sources may be used as hard cash match. Identification requires an earmarking in some document associated with the appropriation or budget process, which by local government law or practice binds local units to use the funds for the purposes of the Act. This cash must be supplied during the life of the project which may carry over into a new fiscal year.

The simplest way to follow this change is through a sample project funding. If the total project cost (non-construction project) is \$100,000, the following breakdown would be made:

\$ 90,000	LEAA funds	(90%)
\$ 10,000	Cash match	(10%)
<u>\$100,000</u>	Total project cost	<u>100%</u>

The second fiscal amendment is the State "buy-in" provision of the Act, which states:

"With respect to such programs or projects the State will provide in the aggregate no less than one-half of the non-Federal funding."

The New Jersey Legislature has appropriated sufficient funds in the budget to cover the "buy-in" provision. It is important to note that municipalities and counties benefit from the "buy-in" provision, since the State funds are used to meet part of the hard cash match requirement. Using the same example above, a non-construction project to a local unit of government would be as follows:

\$ 90,000	LEAA funds	(90%)
5,000	State Buy-In	(5%)
<u>5,000</u>	Local Cash	<u>(5%)</u>
<u>\$100,000</u>	Total project cost	<u>100%</u>

Note that the cash match requirement of 10% of the total project cost is met in part through the State buy-in (5% of the total project cost or one-half of the matching share) leaving only 5% to be provided through local cash appropriation. Subgrantees applying for funds under the Juvenile Justice and Delinquency Prevention Act of 1974 will be required to put up a 10% match without any contribution through State Buy-In.

Local applicants should refer to Section XIII of this Guide for instructions issued by the N.J. Department of Community Affairs, Division of Local Government Services, outlining the proper procedures for budgeting and accounting for hard cash match monies.

ALLOWABLE COSTS

The allowability of charges made to funds granted

under the Act shall be determined in accordance with the general principles of allowability and standards for selected cost items set forth in General Services Administration Federal Management Circular FMC 74-4 entitled "Principles for Determining Costs Applicable to Grants and Contracts with State and Local Government;" "Office of Management and Budget Circular A102" entitled "Uniform Administrative Requirements for Grants In-Aid to State and Local Governments;" and the LEAA Financial Guide. These documents appear in previous editions of the *Applicants Guide* and are available upon request.

Costs allowable only with specific prior approval of LEAA include:

1. Automatic Data Processing—Prior approval is required only for the acquisition of equipment, whether by outright purchase, rental purchase agreement or other method of purchase.
2. Professional (including contract and consultant) services—Prior approval is required where costs for arrangements with individuals will exceed \$135 per day.
3. Confidential Expenditures—Prior approval is required. Confidential expenditures include payment to informants, purchase of materials as evidence (such as narcotics), or other uses as may be required by law enforcement personnel working in an undercover capacity.
4. Medical Research—Prior approval is required for any medical research not specifically documented in the *New Jersey Plan for Criminal Justice*.
5. Foreign Travel—Any travel outside of the United States and its territories and possessions or Canada must receive specific prior approval.
6. Sole Source Procurement—On all sole source procurements over \$2,500, a justification for the use of this method must be contained within the application. When the amount involved exceeds \$5,000 prior approval from LEAA is required.

UNALLOWABLE COSTS

1. Personnel Costs—Expenditure of more than one-third of the costs of any action grant for compensation of regular criminal justice personnel (police, prosecutors, public defenders, judges, probation officers, and all correctional personnel). The costs of consultants and/or private or educational institution contractors providing services to a subgrantee are excluded. Also, this limitation does not apply to Part B Planning grants.
2. Land Acquisition—Federal funds granted for renting, leasing, or constructing facilities may not include land acquisition. Land acquisition, if necessary, should be included within the subgrantee matching share.
3. Compensation of Federal Employees—Salary payments, consulting fees, and travel costs (in-

cluding subsistence and lodging) of full-time federal employees are unallowable.

4. Bonuses or Commissions—Payment to any individual for the purpose of obtaining approval of an application for federal assistance is unallowable.

All allowable items of cost will be reviewed by SLEPA to determine acceptability. Costs generally allowable, may be rejected if in SLEPA's determination such costs are deemed excessive or not integral to the success of the project for which said costs are requested.

BUDGET CATEGORIES

Budget categories appearing on the application form are listed and explained below. Note that applicants should use only whole dollars when itemizing costs.

A. Salaries and Wages

List each position for which funds are requested indicating the percentage of time to be spent on the project and the total annual salary of each. For continuation applications, list under "Current Annual Salary" the equivalent annual salary paid to the same individual on the immediate preceding grant. Employee benefits, such as retirement, FICA and health insurance should be shown separately.

The project must be divided into two categories. The first group would include all regular criminal justice personnel. The total cost of compensating this group out of federal (SLEPA) funds may not exceed one-third of the total SLEPA grant. (This requirement may be waived by SLEPA on a case-by-case basis).

The second group would include all other personnel costs "whose primary responsibility is to provide assistance, maintenance or auxiliary services or administrative support to the regular operational components". There is no limitation placed on the proportion of these salary costs.

To illustrate this requirement: Salaries for police and other regular law enforcement and criminal justice personnel on a project for which an applicant requests \$60,000 of SLEPA funds may not exceed \$20,000 (1/3 of \$60,000). However, salaries for other personnel may be in addition to the \$20,000.

With respect to ongoing SLEPA funded projects, federal funds may be used to provide no more than 50% of any salary increases from one grant period to another. The subgrantee is not required to apply this special matching requirement to new project personnel. To illustrate: a subgrant project conducted in a particular law enforcement agency involves an outlay of \$5,000 from federal funds to increase the compensation of existing project personnel and an outlay of \$20,000 for new project personnel. The special matching requirement will be deemed to have been met if subgrantee funds of at least \$5,000 are

provided during the project period to increase the compensation of existing project personnel.

It is essential that subgrantees adequately forecast salary requirements (including base salaries and anticipated increments) when submitting applications to SLEPA. All requests for salary increases, not provided within the approved project budget, will be reviewed on a case by case basis. Approval of such requests will be based upon reasonableness, consistency with local policy and availability of funds within the project budget. In no case will the amount of the original subgrant award be increased.

Line items appearing within the application under Category A, Salaries and Wages must be paid in accordance with established state or local employment procedures. Under no circumstances will payment of gross wages to project personnel be accepted.

B. Purchase of Services

1. Individual Consultants. List by name or type the consultant to be selected, and show the total estimated costs. As a general rule, a maximum of \$135 per day (8-hour day) including fringe benefits may be charged.

SLEPA reserves the right to approve or disapprove consultant services prior to commitment for such services.

2. Contracting or Service Organizations and Associations. With respect to such services, the arrangement must be formal and consistent with Federal, State and Local procurement regulations. Selection of contractors should involve securing of competitive bids or proposals from a group of qualified organizations. On all sole source contracts over \$2,500, justification for use of this method must be included in the application.

A detailed cost estimate should be shown in the Budget Explanation, including the scope of services to be performed, professional qualifications, and the basis for calculating fees including the estimated number of man days required, rate travel, overhead, profit charges etc. Prior to obtaining the services of any organization, a copy of the proposed contract must be submitted to the State Law Enforcement Planning Agency for review and approval. The proposed contract will not be reviewed for legal sufficiency, but rather to insure that the scope of services to be provided is consistent with overall project goals and objectives. The proposed contract should be submitted along with the Consultant Report Form (SLEPA 109).

3. Costs incurred for outside professionals for staff training including costs for travel, transportation and subsistence for these professionals and will be included under Instructional Costs. Provide

details that show the basis for the amount requested.

Travel costs incurred for grant personnel to attend training seminars and or instructional sessions will be reflected in budget category C (travel). Also included in that budget category will be registration in the amount of \$10.00 or less. Registration fees exceeding \$10.00 will be reflected in Category B under Instructional Costs.

4. Other costs for professional services i.e., psychological/social services. Show rates and method for calculating budget request.

C. Travel, Transportation, Subsistence

Show travel costs by estimating the number of trips, multiplied by the estimated cost per trip. Where possible, show the proposed destination and purpose of the trip(s). In the absence of a locally approved rate, costs for travel and subsistence should be budgeted in accordance with State regulations, e.g. \$14 per mile, maximum of \$14.00 per day for three meals, maximum of \$28.00 per day room costs when engaged in regular official travel in the conduct of State business. When attending a convention or conference and when overnight lodging is necessary, the following rates apply: Maximum of \$36.00 for lodging, \$14 per day for three meals. (Full details should be obtained from the State of New Jersey Travel Regulations.)

Applicants desiring to use travel rates in excess of the State maximums must submit such requests in writing to SLEPA. Written approval from SLEPA must be received prior to the expenditure of funds for travel costs. Justification must include assurances that travel rates being requested are consistent with rates normally authorized by the applicant unit of government. Copies of any documentation outlining and authorizing local travel rates should be included in the request.

D. Consumable Supplies

Estimate the cost of materials directly required by the project, such as office supplies, postage, printing and other expendable materials needed during the course of normal operation of the project.

E. Facilities, Office Space, Utilities, Equipment Rental

Estimate the cost of construction, office space rental, furniture or equipment rental, maintenance costs, equipment maintenance contracts, utilities, telephone, etc. Show the cost per square foot for office space.

Note that rent may not be charged for the use of public buildings, however, actual costs that can be accounted for may be used.

Rental space, including space for file, conference, mail, supply, reproduction, and storage rooms should not exceed 150 square feet per employee.

Costs should be consistent with prevailing rates in the area and should not exceed \$7 annually per square foot.

Costs for rearrangements and alterations in excess of \$1,500 must be justified in the application to show that:

1. The building involved is in reasonably good condition with a life expectancy of five or more years,
2. The costs are true rearrangement or renovation costs as distinguished from new construction or expansion of an existing building,
3. Total costs do not exceed 25% of the current value of the building.

Any project or component thereof which involves the erection, acquisition, expansion or repair of new or existing buildings or other facilities is deemed a construction project subject to a special matching ratio of 50/50 (Part C funds) rather than 90/10. Refer to the LEAA Financial Guide, Chapter 4, Paragraph 5 for a complete description of the identification of construction costs.

F. Equipment

It is requested that all SLEPA subgrantees search and examine existing excess federal property prior to the issuance of purchase orders. This action is suggested in the Federal Property Management Regulations. One or both of the forms shown in the Forms section of this document must be submitted, in accordance with the instructions included.

SLEPA may approve the purchase of equipment deemed appropriate and essential to the successful operation of projects under the State Plan. Requests for equipment should contain adequate cost specifications, including equipment type, quantity and estimated cost. An inventory of all equipment purchased with grant funds or through the federal excess property program must be submitted to SLEPA within 90 days upon termination of each grant. Property inventory forms are available from SLEPA.

In preparing requests for acquisition of equipment, the following general cost allowability principles should be kept in mind:

1. Federal Management Circular FMC 74-4 prohibits the purchase of automatic data processing equipment without specific approval by the grantor agency (LEAA).
2. Equipment should be requested only after determination by responsible officials that no other identical or similar equipment owned by the applicant is available for project use.
3. SLEPA funds will not be authorized to provide reimbursement for the purchase price of equipment already owned by the applicant.
4. If equipment purchased is used commonly for two or more Federal grant programs or for a

Federal grant program and a non-federally supported State or local government activity, appropriate proration of cost to each activity involved must be effected.

5. All equipment specifications, requests for proposals, and bid awards will be made no later than ninety (90) days after the release of initial grant funds. Failure to do so may result in termination of the grant award.
6. All contracts shall contain a performance clause fixing a specific date for work completion.

A detailed explanation of equipment utilization should be included in the application. If training in the use of equipment is necessary a schedule of training, including length of training, trainees and instructors should be presented.

Applicants should become familiar with Office of Management and Budget Circular A102, Appendix N, Property Management Standards. This guideline outlines subgrantee responsibilities in developing and maintaining adequate property records, internal control systems and periodic physical inventory checks.

Further specific guidelines governing equipment purchases may be issued by the various desks within the Operations Unit. Applicants for radio communications equipment should follow the requirements available upon request.

G. Indirect Costs

These costs are limited to the applicant's match and are not chargeable to the SLEPA share. Refer to item "K", part 1 in Section B for a more complete discussion of limitations.

Application Authorization

The final page of the application requires the signature of the applicant unit of government's chief executive officer or the individual authorized to enter the Unit of Government into a contractual agreement. Signature indicates that the information provided within the application is accurate and complete and that the applicant intends to comply with all conditions applicable to grants awarded pursuant to the Crime Control Act. An explanation of each guideline is offered below.

CIVIL RIGHTS COMPLIANCE

Applicants are required to comply with the Equal Employment Opportunity Guidelines issued by LEAA and appearing in the Federal Register, 28 C.F.R. 42.301 et seq., Subpart E. These guidelines provide recognition of the fact that "full and equal participation of women and minority individuals in employment opportunities in the criminal justice system is a necessary component of the Safe Street Act's program to reduce crime and delinquency in the United States."

In accordance with LEAA guidelines development of an Equal Employment Opportunity Program is re-

quired of all applicants meeting the following criteria: Each recipient of LEAA assistance within the criminal justice system (project implementing agency not overall unit of government) which has 50 or more employees *and* which has received subgrants of \$25,000 or more since enactment of the Safe Streets Act in 1968 *and* which has a service population with a minority representation of three percent or more.

Where a recipient has 50 or more employees, and has received subgrants of \$25,000 or more, and has a service population with a minority representation of less than three percent, such recipient must develop an equal employment opportunity program relating to employment practices affecting women.

Applicants affected by these guidelines will be required to formulate, implement and maintain a written Equal Employment Opportunity Program (Affirmative Action Plan) relating to employment practices affecting minority persons and women. "Minority persons" shall include persons who are Negro, Oriental, American-Indian, or Spanish-surnamed Americans. "Spanish-surnamed Americans" means those of Latin American, Cuban, Mexican, Puerto Rican or Spanish origin. In developing the Equal Employment Opportunity Program in accordance with LEAA Guidelines the applicant must take into consideration the relevant labor market as a basis to provide for full and equal participation of women and minority individuals.

Equal Employment Opportunity Programs should include as a minimum:

1. An evaluation of the following factors cross classified by race, ethnicity and sex:
 - a. Analysis of present representation of women and minority persons in all job categories;
 - b. Analysis of all recruitment and employment selection procedures;
 - c. Analysis of seniority, promotion and transfer procedures;
 - d. Analysis of external factors such as available housing and transportation which may inhibit minority employment.
2. A written Program which includes:
 - a. A job classification table indicating numbers of employees, numbers of employees in each classification cross classified by race, ethnicity and sex including rates of pay;
 - b. Disciplinary actions by race, ethnicity and sex, including sanctions imposed;
 - c. Number of entrance applicants by race, ethnicity and sex and resulting new hires by race, ethnicity and sex;
 - d. Number of transfer or promotion applicants by race, ethnicity and sex and number promoted or transferred by race, ethnicity and sex;
 - e. Number of employees terminated by race, ethnicity and sex and identification of volun-

- tary or involuntary terminations;
- f. Available labor market characteristics;
- g. Detailed narrative of existing employment policies, including:
 - (1) Necessary steps needed to be taken to assure full and equal employment opportunity.
 - (2) Recruitment program, if necessary.
- h. Plan for dissemination of EEO program;
- i. Designation of personnel for implementation and maintenance of the program.

Affected applicants must have on file a certificate no more than 2 years old with SLEPA indicating the existence of such an EEO program. The written EEO program need not be filed with SLEPA but must be made available for subsequent review and audit. The certification format is shown below.

CERTIFICATION OF EQUAL EMPLOYMENT OPPORTUNITY PROGRAM

I, _____ (Mayor, Chief Executive, State Department Head) certify that the _____ (criminal justice agency) has formulated an equal employment opportunity program in accordance with 28 CFR 42.301, et seq., subpart E, and that it is on file in the office of _____ (name), _____ (address), _____ (title), for review or audit by officials of the cognizant state planning agency or the Law Enforcement Assistance Administration, as required by relevant laws and regulations.

(signed) Title

A-95 CLEARINGHOUSE REVIEW

In accordance with the provisions of the Intergovernmental Cooperation Act of 1968, applicants are required to comply with Project Notification and Review System as outlined in Office of Management and Budget Circular A-95, and the LEAA Regulations. Prospective applicants for SLEPA funds are required to notify both the State and areawide planning and development clearinghouses, utilizing the multi-purpose federal form SF424 *prior* to their submission to the funding agency. However, concurrent submission of an application to the clearinghouses and the funding agency is permissible if the appropriate clearinghouses agree to concurrent review, documentation must be submitted with the application indicating such agreement. Applications for continuation grants are subject to review upon request of the clearinghouses. Documentation must be submitted indicating that the applicant has notified the clearinghouse in accordance with A-95 Revised and that the clearinghouse did not request review.

Executive Order No. 35 issued by Governor Cahill created the following clearinghouse system:

A. *State Clearinghouse*: Division of State and Regional Planning of the Department of Community Affairs, P.O. Box 2768, Trenton, N.J. 08625.

B. *Metropolitan Clearinghouses*:

1. Tri-State Regional Planning Commission, 1 World Trade Center South, 82nd Floor, New York 10048—Bergen, Essex, Hudson, Middlesex, Monmouth, Morris, Passaic, Somerset and Union Counties.
2. Delaware Valley Regional Planning Commission, 1819 John F. Kennedy Blvd., Penn Towers Building, Philadelphia, Pennsylvania 19103—Burlington, Camden, Gloucester and Mercer Counties.
3. Wilmington Metropolitan Area Planning Coordinating Council, 2062 New Castle Avenue, New Castle, Delaware 19720—Salem County.
4. Atlantic County Planning Board, 25 Dolphin Avenue, Northfield, New Jersey 08225—Atlantic County.
5. Cumberland County Planning Board, 800 Commerce Street, Bridgeton, New Jersey 08302—Cumberland County.

C. *Non-Metropolitan Clearinghouses*:

1. Cape May County Planning Board, County Court House, Cape May Court House, New Jersey 08210—Cape May County.
2. Hunterdon County Planning Board, Flemington, New Jersey 08822—Hunterdon County.
3. Ocean County Planning Board, 119 Hooper Avenue, Toms River, New Jersey 08753—Ocean County.
4. Sussex County Planning Board, Administration Building, 39 High Street, Newton, New Jersey 07860—Sussex County.
5. Warren County Planning Board, Oxford and Hardwick Streets, Belvidere, New Jersey 07823—Warren County.

The responsibilities of these clearinghouses are:

- a. to receive from prospective applicants within their jurisdiction all notices of intent to apply for federal aid under programs covered by OMB Circular A-95;
- b. to determine the State, regional or local interests in the project in light of the comprehensive development plans and policies of the agencies represented by the clearinghouse;
- c. to arrange conferences between the applicant and the appropriate agencies to identify and resolve conflicts pursuant to the application;
- d. to prepare evaluative comments to be submitted with the final applications; and
- e. to issue letters of clearance attesting that the applicant has complied with the provisions of the A-95 Project Notification and Review System.

State, metropolitan and non-metropolitan clearinghouses may have a period of thirty days after receipt of the project notification in which to distribute the notification to their respective reviewing agencies.

Within this thirty-day period, the clearinghouses will solicit the comments of the reviewing agencies. Based on these comments, they will notify the applicant that (a) the project does not apparently conflict with the development programs and policies of the agencies within the clearinghouse's jurisdiction, in which case the applicant may complete and submit the application directly to SLEPA; or (b) issues or conflicts have arisen pursuant to the application which will require additional review and discussion.

In cases where conflicts arise, the application will enter an indeterminate period, during which time the clearinghouse will attempt to resolve the conflict, either through informal meetings with the applicant or through formal conferences. If the conflicts cannot be resolved through discussions during the indeterminate period, a clearinghouse may exercise its option to review the applicant's formal application for thirty days. During this final review period, the clearinghouse will prepare formal comments to be returned to the applicant for submission with the application to SLEPA.

Applicants must complete Attachment Five included in the application to indicate full compliance with the A-95 review process.

SLEPA staff will give due consideration to all clearinghouse comments submitted with applications. Also, SLEPA will notify the appropriate clearinghouse of substantive action—approvals, amendments, rejections—taken on applications. These notifications of action taken will be channeled through the Central Receiving House (New Jersey Bureau of the Budget).

V. STAFF SCREENING:

A. Funding decisions for all grants will be made solely on the basis of the formal application submission prepared on the official agency forms (SLEPA 101).

B. A formal application consists of the following:

1. Three copies of the application (SLEPA 101), all with original signatures presented in the proper format and including Attachments One through Five and the Application Authorization page.
2. Two certified copies of a resolution of the local governing body (illustrated on SLEPA 102), duly signed and sealed, approving the applicant's participation with the State of New Jersey in the SLEPA programs. All resolutions must be submitted in the form as indicated in this Guide.
3. In the case of State agencies, all applications must be reviewed by the Bureau of the Budget as outlined in Budget Circular 74-5. Applications will be handstamped by the Budget Bureau as evidence that this review has been completed. Budget Circular 74-5 is reprinted as Section XIV of this Guide.

C. The Omnibus Crime Control and Safe Streets Act has been amended to require that State Planning

Agencies complete their review process of applications within a 90-day period from the time an application is received. For purposes of this requirement, the 90-day review period will commence only when the application in question is in compliance with LEAA and SLEPA guidelines as set forth in the *Applicants Guide*.

Any submission that does not comply with LEAA and SLEPA application requirements as set forth in this Applicants Guide will not be accepted as an application for purposes of the 90-day review requirement. An application filed in compliance with these guidelines will be acted upon within 90 days.

D. Every application received will be dated and logged into the incoming mail book. Action grant applications will then be referred to the Operations Unit of SLEPA; Planning Grant Applications to the Planning Unit.

E. The project controller assigns each application a project number and this number is logged in the project control log. Two copies of the application are filed in the Administration file, and two copies are referred to the Assistant Director.

F. The Assistant Director completes a preliminary screening process, and if the application is not within the purview of the comprehensive plan, the applicant is so advised in a letter of acknowledgement. Any deficiencies are itemized and the application is assigned to a unit staff member to follow through with the applicant until the application is technically correct.

G. Applications for funding which are subject to review by the Judicial Planning Committee should be submitted to the Administrative Office of the Courts simultaneous with submission to SLEPA. These applications include all court implemented projects including but not limited to areas such as: Pre-Trial Intervention, Juvenile Court, Municipal Court, and Probation projects.

H. All applications requesting funding for Juvenile Justice and Delinquency Prevention Projects will be submitted by SLEPA to the JJDP Advisory Committee for its review and comment.

I. A technically correct application is then forwarded to the Application Review Committee composed of the Executive Director, Deputy Director, the Assistant Director-Planning, the Assistant Director-Operations, and the Assistant Director-Administration. The Committee meets for the final review of the application to determine the staff recommendations to the SLEPA Governing Board.

J. Staff recommendations will be based upon the relative merits of applications, within any one program category, in contributing to the goal under which submitted, and with due regard for a distribution of funds that will assist those jurisdictions with the most serious crime problems.

VI. APPLICATION REVIEW AND AWARD:

A. Applications for projects specifically outlined

in an approved plan will be reviewed and acted upon by the Application Review Committee, and will not require Governing Board approval.

B. The Governing Board will review all other action grant applications which have been recommended for funding.

C. The Board will approve action grants at a regularly scheduled meeting based on the following criteria:

1. Conformity to the purposes of the Act and its regulations and guidelines, i.e. LEAA Financial Guide, federal circulars.
2. Compliance and coordination with New Jersey's current comprehensive law enforcement plan.
3. The estimated impact on the support of the State's priority programs.
4. The degree of probable constructive contribution to the improvement of the State of New Jersey's criminal justice system.
5. The likelihood of achieving stated grant objectives.
6. The amount of estimated benefit derived versus the cost incurred as compared to similar projects and to those other action grant applications being considered.
7. The degree of innovation displayed.

D. When a decision is reached, the applicant is so notified by letter. If the decision is favorable, a subgrant award (SLEPA 103) form is executed. The applicant for the signature of the Chief Executive Officer or the individual authorized to enter the unit of government into a contractual agreement.

VII. APPEAL PROCEDURES:

Upon receipt of notification of denial, the applicant has twenty (20) days after receipt to request in writing that an appeal be held on the denial. SLEPA Form 104 (Notice of Appeal) is forwarded to the applicant for the signature of the Chief Executive Officer or the individual authorized to enter the unit of government into a contractual agreement.

The Board Chairman of SLEPA or any authorized officer thereof, will convene the Governing Board to hold a hearing at the next regularly scheduled Board meeting providing at least thirty (30) days have elapsed after the SLEPA Form 104 has been returned to the SLEPA offices. Such hearings or investigations will be held at such times and places as designated following appropriate written notice to such applicant or subgrantee.

The hearing shall not be bound by the rules of evidence whether statutory, common law, or adopted by Rules of Court. The Governing Board may in their discretion exclude any evidence if they find that its probative value is substantially outweighed by the risk that its admission will either (1) necessitate undue consumption of time, or (2) create substantial danger or undue prejudice or confusion. In that event, they will accept for filing a written offer or

proof which may also argue relevancy to the issue at hand.

The Governing Board will render its decision and so inform the appellant immediately following the hearing. There shall be ten (10) days after the hearing to file written exceptions, objections and replies to the findings of the Governing Board.

The findings of fact and determinations made by the Governing Board of SLEPA shall be final and conclusive, unless the Governor shall, within thirty (30) days of the Governing Board decision, reverse that decision.

VIII. SUSPENSION OR TERMINATION OF GRANT:

Determination for suspension or termination of funds will initiate with SLEPA and will be based upon the subgrantee's inability to perform in accordance with the conditions of the grant award; upon the unsatisfactory or non-filing of cost statements and/or the unsatisfactory or non-filing of quarterly reports as required under the grant conditions.

SLEPA will notify the subgrantee by letter advising of SLEPA's initial determination and citing the reasons for such termination or suspension of funds. This will be followed immediately by a letter to the subgrantee, with copies to the Project Director and the Financial Officer, detailing the exact discrepancies with regard to the grant award.

Reinstatement of funding may be approved by SLEPA after satisfactory compliance by the subgrantee.

IX. SUBGRANTEE OFFICIAL FILE:

Subgrantees are required to combine all files into a manageable holding system, to assure that the following documents are included and are available for review by Agency Program Analysts and Auditors.

- a. Copy of approved Application for Subgrant
- b. Copy of award letter
- c. Copies of all Project Modification Requests and related written approvals from the SLEPA
- d. Copies of all Fiscal Reports
- e. Copies of all Subgrant Progress Reports
- f. Copies of any required prior approvals
- g. Personnel information
 - Copies of all necessary payroll evidence
 - Copies of all necessary staff assignment forms
 - Copies of all necessary time reports and certifications
- h. Consultants and Contract Services
 - Copies of all necessary contracts and bid documents where appropriate
 - Copies of all necessary prior approvals
 - Copies of all invoices
 - Copies of all payments
- i. Equipment
 - Copies of all purchase orders
 - Copies of all receiving documents
 - Copies of all invoices

- Copies of all bid or competitive quotations information
- Copies of all paid vouchers
- Copies of all inventory data
- Copies of all in-kind certification forms
- j. Supplies & Operating Expenses
 - Copies of all space contracts and/or certificates
 - Copies of all bid information
 - Copies of all purchase orders
 - Copies of all invoices
 - Copies of all payments
- k. Renovation and Alteration and Construction
 - Copies of all necessary approvals
 - Copies of all bids
 - Copies of all contracts
 - Copies of all records of project completion
 - Copies of all payments
- l. Travel
 - Copies of all travel authorization
 - Copies of all travel vouchers
 - Copies of all payments
- m. Banking information
 - Cash verification
 - Receipts documentation
 - Check register
 - Cancelled checks
 - Bank statements

X. REPORTING PROCEDURES:

A. Quarterly Narrative Reports: Subgrantees are required to submit quarterly narrative reports (SLEPA 106) for the duration of the project period to SLEPA, describing the project activities and progress made during the reporting period. Quarterly narratives are required on a calendar year basis (i.e. January 1-March 31, April 1-June 30, July 1-September 30, and October 1-December 31) for all subgrants.

If a subgrant begins less than one month before termination of a calendar quarter, a narrative report is not due for that quarter. Activities for this shortened period should be accounted for in the subsequent quarterly report. (e.g. Contract date is March 2, 1977, quarterly narrative due June 30, 1977, covering all activities from March 2 to June 30).

Two copies of all quarterly narrative reports should be submitted to SLEPA within 30 days of the end of the calendar quarter.

B. Final Narrative Reports: Upon termination or completion of a subgrant, a final narrative report (SLEPA 106), in addition to the scheduled quarterly report, will be required by SLEPA and will be submitted within 30 days of the termination or completion date of the project. This report should contain a complete description of the project including goals, problems, results, recommendations, and an evaluation of effectiveness. If a publication results from the grant and contains an overview of the projects goals and objectives, then this report could be accepted as the final narrative report. Subgrantees

should remember that this report will be one of the criteria upon which any application for an action grant, based on or related to the planning grant, will be judged.

Two copies of all final narrative reports should be submitted to SLEPA.

XI. TIMING OF STATE AND/OR LOCAL CONTRIBUTIONS:

State and local contributions need not be made in exact proportion with and time concurrence of withdrawal and expenditure of federal funds. During the first months of program or project operation, for example, the subgrantee may spend a greater proportion of its matching funds to meet program expenses than may be required by the applicable statutory ratio, or it may spend a larger proportion of federal funds. However, the full subgrantee matching share must be contributed by the end of the period that federal funds are available for obligation or expenditure under a given subgrant and in no event later than the date at which the complete federal award has been expended.

XII. SUBGRANTEE FISCAL RESPONSIBILITY:

The subgrantee shall be responsible for maintaining a bookkeeping system, records and files to account for all grant monies spent and all matching funds contributed to the project.

SLEPA is in no way specifying a definite system, but it will expect subgrantees to develop one that conforms to good accounting practices.

SLEPA has members of its staff with fiscal responsibility who will be available to subgrantees to provide technical assistance with respect to fiscal administration of the subgrants.

A. Special consideration should be given to the following general conditions pertaining to the administration of subgrants:

1. Fiscal Control and Fund Accounting. Procedures will be established which assure proper disbursement of, and accounting for grant funds and required non-federal expenditures.
2. Accounting Procedures. Accounting procedures must provide for an accurate and timely recording of receipt of funds by source of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to subgrant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate.
3. Retention of Records. Financial records of the grantee and its subgrantees and contractors, including books of original entry, source documents supporting accounting transactions, the general ledger, subsidiary ledgers, personnel and payroll records, cancelled checks, and

related documents and records must be retained for a period of at least three years. The retention period starts from the date of the receipt of the final expenditure report.

Records must be retained beyond the three year period if an audit is in progress and/or findings of a completed audit have not been resolved satisfactorily. If an audit is completed and the findings are resolved prior to the three year period, records will be retained until the end of the three year period. If the three year period has passed and no audit has been initiated, the records will be retained in accordance with other State and local law. If State or local law requires a longer period of record retention, the subgrantee must abide by the most restrictive regulations.

If after the three year period no audit has been initiated and State or local law does not require record retention beyond the three year period, subgrantees must receive prior approval from SLEPA before disposing of any grant records.

4. **Fund Payment.** All payments made to the subgrantee under this grant will be recorded by the subgrantee in accounting records separate from all other fund accounts, including funds derived from other grant awards. Amounts paid shall be available for expenditure by the subgrantee in accordance with the provisions of the subgrant throughout the project period subject to such conditions as the State Law Enforcement Planning Agency may prescribe.
5. **Use of Grant Funds.** Funds granted may be used only for the purposes required to carry out the approved project and identified in the approved project budget. Any deviation in the total project budget of \$100 or more within or between budget categories requires prior written approval of SLEPA.

Subgrantees may, without prior SLEPA approval deviate from a budget category when the change, either between or within the category does not exceed \$100. The subgrantee is required to notify agency bookkeeping staff of this change on the remarks section of the *Cash Request Report*. Deviations from the approved project budget within a budget category exceeding \$100 must be requested in letter form prior to the expenditure of funds. When the deviations exceed \$100 and are between budget categories, the SLEPA form #108 (Budget Revision/Grant Extension Request) must be submitted requesting prior approval.

Once approval is granted to deviate from the approved project budget in excess of \$100, the requested operating budget becomes a new

base against which the \$100 flexibility can be applied.

6. **Project Income.** All interest or other income earned by the grantee with respect to grant funds or as a result of conduct of the grant project (sale or publications, registration fees, service charges on fees, etc.) must be accounted for.
7. **Obligation of Grant Funds.** Grant funds may not, without advance written approval by SLEPA, be obligated prior to the effective date or subsequent to the termination date of the grant period. Obligations outstanding as of the termination date must be liquidated within 90 days. Such obligations must be related to services provided within the grant period or to goods as specified in the approved project budget. Subgrantees will be required to submit additional monthly Detailed Cost Statements during the time period in which obligated funds are being liquidated.
8. **Return of Unobligated Funds.** Funds that remain unobligated at the end of the fiscal budget period shall be returned to SLEPA within sixty (60) days after the end of such budget period.
 - B. Consideration should also be given to the following Agency policies concerning budgetary and payment procedures.
 1. Grants are awarded for a one-year period or a part thereof.
 2. The starting date for the grant period is established by SLEPA at the time of approval of the application.
 - C. **Cost Allowability**—Refer to Federal Management Circular FMC 74-4.
 - D. **Fiscal Reporting Requirements.** The grantee must maintain a generally accepted accounting system which provides, as a minimum:
 1. A separate account for the grant project (this means a separate appropriation account for State agencies) with separate accountability of receipts, expenditures, and balances for each Fiscal Budget Period.
 2. Itemization of all supporting records of grant receipts, expenditures and State/local contributions in sufficient detail to show exact nature for each Fiscal Budget Period.
 3. Provision of data and information for each expenditure and State/local contributions with proper reference to a supporting voucher or bill properly approved.
 4. Maintenance of payroll authorizations and vouchers.
 5. Maintenance of a time-reporting system for personnel charged to the grant and also covering State/local contributed services. (If your present system of reporting does not adequately provide for this, obtain copies of SLEPA Form 105 from the Agency.)

6. Maintenance of adequate records supporting charges for fringe benefits.
7. Maintenance of adequate inventory records for equipment bought, rented and contributed.
8. Provisions for payment by check.

E. It is suggested that prior to the obligation of funds for property (furniture, equipment, etc.) that the subgrantee make an effort to acquire needed property through the Federal Excess Property Program.

Procedures for Excess Property — When the location and identification numbers for excess personal property are not known, a general request to the General Services Administration to search its catalogs is made via ADM Form 5 "Request for Location Of Excess Personal Property". The quantity unit description (each dozen, etc.), and a description sufficiently detailed to enable GSA to identify the equipment desired are entered on the form. Three copies of the form, with a narrative explaining the relevance of each requested item, are submitted to the program analyst.

Any request for excess property will be made through SLEPA on Form ADM 5 with assurance that the unit of government will accept responsibility for the cost of transportation, accountability, insurance where applicable, proper care and maintenance.

In making this request for federal excess personal property on the Transfer Order Form SF-122, it is understood that the following conditions apply and that there will be compliance with all other applicable regulations, both current and future, as established by the Federal government and the State Law Enforcement Planning Agency. The narrative attached to each form SF-122 explains in detail the relevance of each item requested to the goals of the subgrant.

Title to all personal property shall remain with the State Law Enforcement Planning Agency, and may be transferred to the subgrantee at its discretion.

The subgrantee is responsible for the payment to LEAA of 25% of the original acquisition cost of any excess property transferred to the subgrantee. The use of grant funds for payment of the fee is allowable.

After receiving the excess property, the subgrantee will send a check for 25% of the original Federal acquisition cost of only the property received. The check(s) will be made payable to the LEAA and sent with two copies of the SF-122 directly to:

LEAA
Office of the Comptroller
Accounting Division
633 Indiana Avenue N.W.
Washington, D.C. 20531

The subgrantee must indicate on the check or as an attachment the grant number and the statement "excess program".

One copy of the check and one copy of the SF-122 will also be sent by the receiving agency to SLEPA.

The subgrantee is responsible for accountability, management maintenance, and protection from loss, damage, theft, and unauthorized use. The subgrantee is also responsible for making shipping arrangements and the costs required for initial acquisition, maintenance, and storage pending final disposition. If the property is transferred to another agency, it will be the next recipient's responsibility for the cost of such shipment and he may be charged only for actual packing and loading costs.

The subgrantee covenants and agrees to save harmless the federal government and its agencies from all liabilities and costs resulting from suits related to the use of property acquired under this program.

The subgrantee will prepare the Report of Excess Personal Property, SF-120 when there is no longer a need for any property item and submit three (3) copies to the program analyst at SLEPA.

XIII. BUDGETING AND ACCOUNTING REGULATIONS FOR LOCAL UNITS OF GOVERNMENT PARTICIPATING IN THE STATE LAW ENFORCEMENT PLANNING AGENCY PROGRAM:

The following memorandum issued by the Director, Division of Local Government Services, Department of Community Affairs should be adhered to when budgeting funds received through grant awards from SLEPA.

After meeting with officials of the State Law Enforcement Planning Agency, the Director of Local Government Services hereby prescribes the following budgeting and accounting regulations for grants allocated to counties and municipalities by the above-named agency.

1. *All State Law Enforcement Planning Agency grants shall be processed through the budget of the local unit at the time of the adoption of the budget or by a budget amendment utilizing N.J.S. 40A:4-87. No such grants shall be accounted for through the "Trust Fund" as a dedication by rider.*
2. *All such grants shall be designated in the budget as follows:*

REVENUE: State Law Enforcement Planning Agency Grant — Subgrant No.

APPROPRIATION: Unclassified:
State Law Enforcement Planning Agency Grant — Subgrant No.

3. The appropriation shall be a separate line item without a designation as to "Salaries and Wages" and "Other Expenses" and shall not be made a part of any existing appropriation.
4. The revenue when anticipated at the time that the budget of the local unit is introduced, shall be a "Special Item of Revenue with Prior Written Consent of the Director of Local Government services."
5. Commencing with the 1974 budget, all SLEPA grants will require a 5% "hard cash match." This 5% cash requirement of the local unit cannot be taken from any other appropriation but must be "new" money.

It is hereby recommended to all local units of government considering submission of applications to the State Law Enforcement Planning Agency for a 1974 grant to provide an appropriation entitled, "Matching Funds for Grants" in the 1974 budget under the classification of "Unclassified."

6. In the event that a local unit has not provided an appropriation and did not consider applying for any SLEPA grant, but now has an opportunity to do so, then the local unit will, by necessity, have to provide for the hard cash match by the adoption of an emergency resolution.
7. When a local unit has provided for the "hard cash match" in the budget and an application is approved by the State Law Enforcement Planning Agency which was not included in the budget, as adopted, the local unit must adopt an amending resolution to include the revenue and offsetting appropriation and also denote that the hard cash match is available. (See attached sample resolution).
8. Since the State Law Enforcement Planning Agency grants in most instances cover a fiscal year other than as provided by statute for New Jersey local units, the Division is allowing the appropriation as budgeted to be set up as a "Reserve" from which commitments and charges can be made beyond the calendar year. The revenue anticipated can be fully realized with any amount not received set up as a receivable and pledged to surplus. However, it is the determination of the Director that the portion of non-cash surplus attributed to the receivable will not be allowed to be anticipated in the following year's budget as surplus with prior written consent of the Director of Local Government Services.

ENFORCEMENT PLANNING AGENCY PROGRAM:

The following memorandum issued by the Director, Bureau of the Budget, should be adhered to when budgeting funds received through grant awards from SLEPA.

Effective July 1, 1973, the following procedures shall be followed in accounting for Federal and State funds transferred for Federal Law Enforcement Projects.

1. The State Law Enforcement Planning Agency (SLEPA) will prepare the Annual Plan in accordance with and at times required by directives issued by the Law Enforcement Assistance Administration (LEAA). The completed Plan along with a Budget Bureau Form BB-4 (Application for Non-State Funds) will be submitted to the SLEPA Governing Board for review and approval.
2. The Plan and Form BB-4 as approved by the Governing Board will be forwarded to the Budget Bureau for review and approval.
3. The Budget Bureau will return a copy of the approved Form BB-4 to SLEPA with an authorization for SLEPA to submit the Plan to the Federal Government for approval.
4. After notice of Plan approval is received from the Federal Government, SLEPA is thereby authorized to administer the Plan, not to exceed the limitations set forth in the approved Plan and Form BB-4.
5. Each Sub-grantee agency shall submit to the Budget Bureau for approval a Grant Application (SLEPA Form #101 with Attachments One and Two) for each sub-grant request. The Budget Bureau will review and forward approved Grant Applications to SLEPA.
6. After review and approval of individual sub-grant requests by SLEPA and its Governing Board, the applicant agency will be notified of such approval by SLEPA.
7. Upon receipt of notification of approval of a sub-grant, the recipient agency shall:
 - (a) Submit to Division of Budget and Accounting, Accounting Bureau, a written request to establish two separate accounts for each sub-grant which involves both Federal and State funds. If only Federal funds are involved, one account will be requested for each sub-grant. The account structure shall be as follows:

	Program Agencies	Non-Program Agencies
For Federal Funds	XXXXX-XXX-2XX-0XX	XXX-2XX-0XX
	or	or
	XXXXX-XXX-2XX-5XX	XXX-2XX-5XX

XIV. BUDGETING AND ACCOUNTING REGULATIONS FOR STATE AGENCIES PARTICIPATING IN THE STATE LAW

**FORM OF RESOLUTION PROVIDING FOR THE INSERTION OF ANY SPECIAL
ITEM OF REVENUE IN THE BUDGET OF ANY COUNTY OR MUNICIPALITY
PURSUANT TO N.J.S. 40A:4-87 (CHAPTER 159, P. L. 1948)**

WHEREAS, N.J.S. 40A:4-87 provides that the Director of the Division of Local Government Services may approve the insertion of any special item of revenue in the budget of any county or municipality when such item shall have been made available by law and the amount thereof was not determined at the time of the adoption of the budget, and

WHEREAS, said Director may also approve the insertion of an item of appropriation for equal amount.

Section 1

NOW, THEREFORE, BE IT RESOLVED that the *jurisdiction* hereby requests the Director of the Division of Local Government Services to approve the insertion of an item of revenue in the budget of the year 19__ in the sum of \$_____ which item is now available as a revenue from *State Law Enforcement Planning Agency Subgrant No.* _____ pursuant to the provisions of statute, and

Section 2

BE IT FURTHER RESOLVED that a like sum of \$ _____ be and the same is hereby appropriated under the caption of

State Law Enforcement Planning Agency Subgrant No.

(In some cases where there is appropriate provision for the municipality's share of any amounts made available to existing statutes, the following Section 3 must be adopted as part of the resolution. In some cases where no appropriation for the municipality's share has been provided, the resolution captioned 3a will be required:)

Section 3

BE IT FURTHER RESOLVED that the sum of \$ _____ representing the amount required for the municipality's share of the aforementioned undertaking appears in the budget of the year 19__ under the caption of *Matching Funds for Grants* _____, and is hereby appropriated under the caption of *State Law Enforcement Planning Agency Subgrant No.*

Section 3a

BE IT FURTHER RESOLVED that the sum of \$ _____ be anticipated from the proceeds of an emergency resolution heretofore adopted providing for the municipality's share of the said project or undertaking and the appropriation of the last named sum shall be added to and be supplementary to the appropriation provided in Section 2 hereof.

Adopted this ____ day of _____ 19 ____
and certified as a true copy of an original.

Clerk

Approved _____, 19 ____

DIRECTOR, DIVISION OF LOCAL GOVERNMENT SERVICES

Note: — This form must be filed in duplicate where special items of revenue are made available by any statute or authorization. In cases where Section 3 is used the "caption" on the last line must be the same as the "caption" on the last line of Section 2. 3a will apply where no appropriation is provided for the municipal share and the emergency resolution must accompany this resolution.

For State Funds XXXXX-XXX-1XX-0XX XX-1XXX-0XX
 or or
 XXXXX-XXX-1XX-5XX XXX-1XX-5XX

- (b) Upon receipt of account number(s), transmit the following to SLEPA for the Federal share of the grant: a Request for Transfer of Appropriation, Form AA-5 ("Transfer from" section left blank) and a SLEPA Form #107 (Detailed Cost Statement, Cash Report/Cash Request Form) prepared in accordance with SLEPA instructions.
 - (c) If all or a portion of matching funds for the sub-grantee Agency are to be provided from the State funds appropriated in account 190-1XX-000, prepare a Request for Transfer of Appropriation to cover the amount required for either the grant period or fiscal year, whichever is less. The sub-grantee will forward the Request for Transfer of Appropriation (unsigned) to SLEPA.
8. Upon receipt of the Request(s) for Transfer of Appropriation, SLEPA shall:
- (a) Complete the "Transfer from" section and approve the Request for Transfer of Appropriation involving Federal funds for the grant request.
 - (b) When required, review and approve a Request for Transfer of Appropriation if all

or a portion of matching funds for the recipient agency are to be provided from State funds appropriated in account 190-1XX-000.

- (c) Forward documents covered in (a) and (b) above to the Budget Bureau.
- 9. The Budget Bureau shall review and process all documents received, obtain necessary approvals and provide approved copies of related documents to the affected organizations—in accordance with established procedures.
 - 10. Each sub-grantee agency, upon receipt of SLEPA Funds, should administer those funds in accordance with Circular Letter #74-4, "Administration of Projects Funded by State and Non-State Fund Sources."
 - 11. Upon receipt of Federal funds, SLEPA will prepare a Transmittal of Income Form and forward it to the Department of the Treasury; thus reducing the account receivable on the appropriation ledger sheets.
 - 12. Unexpended or unencumbered State matching funds at the end of the fiscal year will be transferred back to account 190-1XX-000 by the recipient agency. Any continuation of a project into the new fiscal year will necessitate the re-establishment of funds in the project account as outlined in steps 7 and 8.

SLEPA FORMS IN USE

SLEPA Form #	Title	Use
101	GRANT APPLICATION (submit 3 copies with original signatures)	Applicants use to request a grant for any project. Federal Standard Form 424 must be included with appropriate program number(s) as follows: 16.501 Law Enforcement Assistance Discretionary Grants. 16.502 Law Enforcement Assistance — LEAA Block Grants Parts B, C & E. 16.516 Law Enforcement Assistance — Juvenile Justice and Delinquency Prevention — Formula Allocation to the States. 16.517 Law Enforcement Assistance — JJDP Special Emphasis Prevention and Treatment.
102	RESOLUTION FORM (submit 2 certified copies with original signatures)	Applicant unit of local government must pass resolution in this form and submit with application.
103	SUBGRANT AWARD (Both copies must be returned after being signed)	Contract form executed by SLEPA and mailed to subgrantee for signatures.
104	NOTICE OF APPEAL (Complete one copy and return to SLEPA)	Provided to an applicant who wishes to appeal a denial for funding.
105	INDIVIDUAL TIME AND SALARY REPORT (Kept on file by subgrantee per instructions)	Provided to subgrantee upon request for use.
106	QUARTERLY NARRATIVE REPORT (submit 2 copies)	To be used by subgrantees when reporting project activities.
107	DETAILED COST STATEMENT, CASH REPORT, CASH REQUEST (Combined form. Submit in triplicate with original signatures)	1. Cash Request section is completed to obtain initial cash to begin project. 2. Succeeding periods, per instructions, all three sections must be completed.
108	BUDGET REVISION/GRANT EXTENSION REQUEST (Submit in triplicate with original signatures)	To be used by subgrantees when requesting budgetary changes between categories in the amount of \$100 or more and/or when requesting extension of the project beyond the approved grant period.
109	CONSULTANT REPORTING FORM (submit 2 copies)	To be completed by subgrantees prior to engaging the services of a consultant.
110	REQUEST FOR TECHNICAL ASSISTANCE FORM	To be completed by subgrantees requesting technical assistance.
111	REPORT OF PROGRAM INCOME (submit in triplicate)	To report program income.
SF122	TRANSFER ORDER EXCESS PERSONAL PROPERTY	To be prepared for the transfer of federal surplus equipment from the Holding Agency to the subgrantee.
ADM-5	REQUEST FOR LOCATION OF EXCESS PERSONAL PROPERTY	To request excess personal property.

STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY
GRANT APPLICATION

(Under Public Laws 90-351 and 93-415 as amended)

Three copies required with original signatures

SECTION A

For SLEPA Use Only

PROJECT NUMBER

DATE RECEIVED

FUNDING SECTION NUMBER

SUBGRANT PERIOD

GRANT NUMBER

DATE APPROVED

1. Type of Grant ☐ Planning ☐ Action ☐ Juvenile Justice Act Funds
2. Type of Application ☐ Initial ☐ Revision of Grant or Project # _____ ☐ Continuation of Grant # _____
3. Short, Descriptive Project Title _____
4. Applicant Unit of Government _____
(STATE AGENCY, COUNTY OR MUNICIPALITY)
5. Implementing Agency _____
6. Project Address _____
7. Project Duration From _____ To _____
(REQUESTED STARTING AND CONCLUDING DATES)
8. Program Area (Number and Title) _____
(FOR ACTION GRANTS ONLY)
9. SLEPA Plan year under which this application is being made: 19____.
10. Project Director
Name _____ Title _____
11. Contact Person (Person directly responsible for project operations)
Name _____ Title _____
Address _____ Telephone Number _____
12. Financial Officer of Unit of Government (if other, specify)
Name _____ Title _____
Address _____ Telephone Number _____
13. Description of Project (describe in detail on ATTACHMENT ONE)
14. Budget (see instructions — provide itemization as called for on ATTACHMENT TWO)

TOTAL BUDGET COSTS SUMMARY			SLEPA Approved	
Source of Funds	%	Amount	%	Amount
SLEPA (Federal)				
NOT APPLICABLE TO JJDP				
State Buy-In				
State, local required cash				
TOTAL	100%		100%	

16. Estimate below the amount of SLEPA funds which will be required to continue this project for the next two years. (This assumes a satisfactory evaluation and that funds will be available and should not be construed as a commitment for future funding).

1st continuation \$ _____

2nd continuation \$ _____

SLEPA Budget Approval: _____

INSTRUCTIONS

Each of the following attachments must be included as part of the application: (Note: If this is not an initial application for this project, refer to the continuation application information at the bottom of this page before proceeding).

ATTACHMENT ONE: Description of Project

Each of the following sections must be included as part of this attachment:

- | | |
|-----------------------|--|
| A. The Problem | G. Brief Personnel Biographies or |
| B. Goals | Job Specifications |
| C. Objectives | H. Participating Agencies/Relationship |
| D. Project Activities | to Local Plans |
| E. Project Management | I. Project Evaluation |
| F. Personnel | J. Assumption of Costs |
| | K. Civil Rights Compliance |

ATTACHMENT TWO: Budget Detail/Budget Explanation

ATTACHMENT THREE: Non-Supplanting Certification

ATTACHMENT FOUR: Negative Environmental Impact Statement

ATTACHMENT FIVE: A-95 Clearinghouse Review Procedures

REFER TO THE CURRENT APPLICANTS GUIDE FOR DETAILED INSTRUCTIONS OUTLINING THE COMPLETION OF ATTACHMENTS ONE AND TWO ABOVE. INSTRUCTIONS FOR ATTACHMENTS THREE AND FOUR ARE CONTAINED WITHIN THIS APPLICATION AND CAN BE FOUND ON EACH RESPECTIVE ATTACHMENT.

CONTINUATION APPLICATION. In the case of a continuation application, the applicant must present an overview of the activities funded with the previous year's grant, and an assessment of project results supported by data. This overview should be developed in line with the stated goals and objectives of the previous project, and should be presented in addition to each of the Attachments referred to above. Continuation applications should be submitted approximately three months prior to expiration of the preceding project.

ATTACHMENT TWO

SECTION A – ITEM 14. BUDGET DETAIL (Estimate)
WHOLE DOLLARS ONLY

COST ELEMENT	SLEPA (FEDERAL) SHARE	REQUIRED HARD CASH MATCH		PROJECT TOTAL
		STATE BUY-IN PROVISION	STATE/LOCAL CASH	
A. Salaries and Wages				
1. Regular criminal justice personnel: Refer to explanation in current Applicants Guide.				
Position % of time Current Annual Salary				

2. All other staff:				
Position % of time Current Annual Salary				

Sub-Total Salaries	\$ _____	\$ _____	\$ _____	\$ _____
Fringe Benefits (Detail in Budget Explanation)	\$ _____	\$ _____	\$ _____	\$ _____
Total Salaries	\$ _____	\$ _____	\$ _____	\$ _____

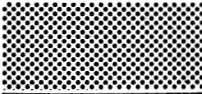
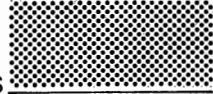
Applicant

ATTACHMENT TWO (Continued)

SECTION A – ITEM 14. BUDGET DETAIL (Estimate)
WHOLE DOLLARS ONLY

COST ELEMENT	SLEPA (FEDERAL) SHARE	REQUIRED HARD CASH MATCH		PROJECT TOTAL
		STATE BUY-IN PROVISION	STATE/LOCAL CASH	
B. Purchase of Services				
1. Individual consultants (list by individual or type with fee basis and amount of time devoted).				
2. Contracting or Service Organizations and Associations (list each by type with fee basis and amount of time devoted).				
3. Instructional costs for training seminars, etc.				
4. Other costs for professional services, i.e., psychological/social services.				
Total Purchase of Services	\$ _____	\$ _____	\$ _____	\$ _____
C. Travel, Transportation, Subsistence (itemize)				
Total Travel	\$ _____	\$ _____	\$ _____	\$ _____

SECTION A – ITEM 14. BUDGET DETAIL (Estimate)
WHOLE DOLLARSONLY

COST ELEMENT	SLEPA (FEDERAL) SHARE	REQUIRED HARD CASH MATCH		PROJECT TOTAL
		STATE BUY-IN PROVISION	STATE/LOCAL CASH	
D. Consumable Supplies, Postage, Printing, Etc. (Itemize)				
Total Consumable Supplies	\$ _____	\$ _____	\$ _____	\$ _____
E. Facilities, Office Space, Utilities, Equipment Rental (Itemize)				
Total Facilities	\$ _____	\$ _____	\$ _____	\$ _____
F. Equipment (Itemize)				
Total Equipment	\$ _____	\$ _____	\$ _____	\$ _____
G. Indirect Costs				
Total Indirect	\$ 	\$ 	\$ _____	\$ _____
Total Project Costs	\$ _____	\$ _____	\$ _____	\$ _____

ATTACHMENT THREE

INSTRUCTIONS

Federal regulations require certification to the effect that federal funds have been used to increase State or local funds that would, in the absence of such federal aid, be made available for law enforcement and criminal justice. Certifications are required at the commencement and conclusion of the grant period.

- (1) Insert in the first blank in the body of the text, the title of the certifying body or individual, for example (Freeholder Director of Morris County) (Mayor of Trenton) (Commissioner, Department of Health)*
- (2) Insert the dates of the grant period in the second set of blanks.
- (3) Check the appropriate boxes, "two", "three", "four", or "five" years, depending upon the length of the averaging period selected by the subgrantee.

Where the certification cannot be made and there is a projected or actual, reduced, or unchanged local investment in law enforcement and criminal justice, enter in the space provided on the form an explanation demonstrating that the subgrantee's reduced or unchanged commitment would have been necessitated even if federal financial support under Title I of the Act had not been made available.

Subgrantee records in support of the certification should contain estimates of total funds annually made available for law enforcement and criminal justice for the year of certification and the years used to determine average annual increment. These records should identify the source or basis of such estimates.

Where subgrantees are "combinations of local units" certifications should cover the combined law enforcement and criminal justice expenditures of the participating units.

NON-SUPPLANTING CERTIFICATION

The _____ herewith certifies that federal funds will be used to increase State and/or local funds that would, in the absence of such federal aid, be made available for law enforcement and administration of criminal justice, and that expenditures for law enforcement and administration of criminal justice, for the period _____ to _____ will be or were at least as great as for the preceding year plus the average annual increment in such expenditures for the past () two () three () four () five years.

(Detail below the prior annual expenditures and the current budgeted amounts for law enforcement and administration of criminal justice. Use the number of base years checked above)

19 _____ \$ _____

19 _____ \$ _____

19 _____ \$ _____

19 _____ \$ _____

19 _____ \$ _____

* Those units of government applying for Juvenile Justice and Delinquency Prevention funds should respond only to the following:

The _____ certifies that federal funds will be used to supplement and increase the level of state, local and other non-federal funds that would, in the absence of such federal aid, be made available for programs provided for under the Juvenile Justice and Delinquency Prevention Act and will in no event replace such state, local, and other non-federal funds.

SIGNATURE OF MAYOR, FREEHOLDER DIRECTOR, CHIEF EXECUTIVE/STATE DEPARTMENT HEAD ON PAGE 101 P. 14 "APPLICATION AUTHORIZATION" CONSTITUTES CERTIFICATION OF THE ACCURACY AND CORRECTNESS OF THE ABOVE INFORMATION.

ATTACHMENT FOUR

STATE OF NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

NEGATIVE ENVIRONMENTAL IMPACT STATEMENT

The National Environmental Policy Act of 1969 Section 102 (2) (c) (P.L. 91-190) and Guidelines issued by the Council on Environmental Quality (CEQ) require that prior to "major Federal actions" significantly affecting the quality of the human environment an assessment of environmental consequences shall be made in the form of an environmental statement.

In compliance with NEPA and CEQ regulations and in an effort to measure the environmental impact of all potential subgrants, the New Jersey State Law Enforcement Planning Agency is requiring each applicant to submit, together with the original application, a Negative Impact Statement.

In preparing the Negative Impact Statement, the applicant should present responses in sufficient detail to indicate a valid assessment of all known possible environmental consequences of the proposed action. Particularly detailed environmental assessments should accompany those applications involving (1) the construction, renovation, or modification of facilities, (2) the use of herbicides and pesticides, and (3) the utilization of community-based residential centers. (Simple "No" answers are not acceptable.)

The following questions should be answered and forwarded to the State Law Enforcement Planning Agency as part of the grant application. (Add additional pages if needed.)

Project Title: _____

1. Will the project lead to a significant increase in air pollution?
2. Will the project lead to a significant increase in water pollution?
3. Will the project lead to a significant increase in the ambient noise level for a substantial number of people?
4. Will the project lead to poor land use, soil erosion or soil pollution?
5. Will the project destroy or derogate from an important recreation area?

Project Title: _____

ATTACHMENT FOUR (cont'd.)

6. Will the project substantially alter the pattern of behavior of wildlife or interfere with important breeding, nesting, or feeding grounds?

7. Will the project disturb the ecological balance of land or water area?

8. Will the project have a significant effect upon areas of historical significance, cultural significance, education, or scientific significance?

9. Will the project have an adverse aesthetic or visual effect?

10. Will the project have a detrimental effect on the safety of the community?

For SLEPA Use:

Approved: _____ Date: _____
SLEPA

Approved: _____ Date: _____
LEAA Regional Office

SIGNATURE OF MAYOR, FREEHOLDER DIRECTOR, CHIEF EXECUTIVE/STATE DEPARTMENT HEAD ON PAGE 101 P. 14
"APPLICATION AUTHORIZATION" CONSTITUTES CERTIFICATION OF THE ACCURACY AND CORRECTNESS OF THE
ABOVE INFORMATION.

A-95 CLEARINGHOUSE REVIEW PROCEDURES
ATTACHMENT FIVE

1. This application has been submitted to the following clearinghouses:
(Copy of completed Standard Form 424 must be attached)

a. State Clearinghouse: _____
Date Submitted

- b. Check appropriate Clearinghouse:

- ☐ Tri-State Regional Planning Commission
☐ Delaware Valley Regional Planning Commission
☐ Wilmington Metropolitan Area Planning Coordinating Council
☐ _____ County Planning Board
(Name of County)

c. Date submitted to Clearinghouse checked above: _____

2. Number Assigned: _____

3. Action taken by Clearinghouses:

- a. Concurrent review has been granted ☐ (Documentation attached from appropriate Clearinghouses)
b. This is a continuation grant on which review was not requested. ☐ (Documentation attached from appropriate Clearinghouses)
c. Clearinghouse process has been completed. ☐

comments included ☐

none received ☐

SIGNATURE OF MAYOR, FREEHOLDER DIRECTOR, CHIEF EXECUTIVE/STATE DEPARTMENT HEAD ON
PAGE 101 P. 14 "APPLICATION AUTHORIZATION" CONSTITUTES CERTIFICATION OF THE ACCURACY AND
CORRECTNESS OF THE ABOVE INFORMATION.

SECTION B

Conditions Applicable to Grants Awarded Under Parts B, C, and E of Title I, P.L. 90-351 as amended by Title I, P.L. 93-83 and Juvenile Justice and Delinquency Prevention Act of 1974, P.L. 93-415 as amended.

1. General Administrative Conditions:

a. It is expressly agreed that this project will meet the requirements of the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351, Stat. 197) as amended and the Juvenile Justice Delinquency Act of 1974 (P.L. 93-415) as amended hereafter referred to as the Act, and all administrative regulations established by the Federal Law Enforcement Assistance Administration (LEAA) and the New Jersey State Law Enforcement Planning Agency (SLEPA).

b. The subgrant award shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under the Act. (ii) Conditions Applicable to the Fiscal Administration of Grants under the Act and (iii) Any Special Conditions contained in the grant award.

c. The subgrant award may be terminated or fund payment discontinued by the State Law Enforcement Planning Agency when in its opinion a substantial failure to comply with the provisions of the Act or any regulations (SLEPA or Federal) promulgated thereunder, including these subgrant conditions has occurred.

d. In addition, the subgrant may be cancelled under the following conditions:

(1) If a project has not commenced within 60 days after the contractually determined date of implementation (day one of the subgrant period appearing on Subgrant Award, SLEPA 103), the subgrantee will report by letter the steps taken to initiate the project, the reasons for delay, and the expected date.

(2) If, after 90 days following the contractually determined starting date the project is not operational a further statement on implementation delay will be submitted by the subgrantee to SLEPA. Upon the receipt of the 90-day letter SLEPA may cancel the project, and redistribute the funds to other project areas. SLEPA, where warranted by extenuating circumstances, may request approval from the LEAA Regional Office to extend the implementation date of the project past the 90-day period.

e. Where activities supported by this grant produce original books, manuals, films or other copyrightable material, the grantee may copyright such, but SLEPA reserves a royalty-free, non-exclusive and irrevocable license to reproduce, publish, and use such materials, and to authorize others to do so. SLEPA also reserves the right to require the grantee not to publish, and the grantee thereupon shall refrain from publishing, any material, whether copyrighted or not, that SLEPA shall designate. However, such right shall not be exercised unreasonably. Any

publication by the grantee shall include, on the title page, a standard disclaimer of responsibility by SLEPA for any opinions or conclusions contained therein.

f. If any discovery or invention arises or is developed in the course of or as a result of work performed under this grant, the grantee shall refer the discovery or invention to SLEPA, which will determine whether or not patent protection will be sought, how any rights therein, including patent rights, will be disposed of and administered, and the necessity of other action required to protect the public interest in work supported with federal funds, all in accordance with the Presidential Memorandum of October 10, 1963, on Government Patent Policy.

g. Discrimination will be prohibited in that:

(1) No person shall, on the grounds of race, creed, color or national origin, be excluded from participation in, be refused the benefits of, or be otherwise subjected to discrimination under grants awarded pursuant to the Act or under any project, program or activity supported by this grant. The grantee must comply with the provisions and requirements of Title VI of the Civil Rights Act of 1964 and regulations issued by the Department of Justice and the Law Enforcement Assistance Administration thereunder as a condition of award of federal funds and continued grant support. As required by Section 518 (b) of the Act, this grant condition shall not be interpreted to require the imposition in grant-supported projects of any percentage ratio, quota system, or other program to achieve racial balance or eliminate racial imbalance in a law enforcement agency.

(2) There shall be no discrimination against any employee engaged in the work required to produce the services covered by this subgrant or against any applicant for such employment because of sex, race, creed, color, national origin or ancestry. This provision shall include, but not be limited to the following: employment upgrading; demotion; transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training including apprenticeship.

(3) The parties to this subgrant do hereby agree that the provisions of N.J.S.A. 10:2-1 through 10:2-4, dealing with discrimination in employment on public contracts, and the Rules and Regulations promulgated pursuant thereto, are hereby made a part of this sub-grant and are binding upon them.

h. In reference to title to property acquired in whole

or in part with grant funds, subgrantees must comply with the standards set forth in Attachment FMC 74-7 pertaining to property management standards and LEAA guidelines with respect to excess property.

i. All interest or other income earned by the grantee with respect to grant funds or as a result of conduct of the grant project (sale of publications, registration fees, service charges on fees, etc.) must be accounted for and reported to the Agency on the appropriate form.

j. All income from other sources, such as contributions, donations or funds from other grant programs, must be accounted for and reported to the Agency.

k. With respect to indirect costs charged by local government subgrantees, as match, no charges on the basis of previously established fixed rates or negotiated lump sum amounts may be allowed without prior submission to and approval by LEAA, except that flat amounts not in excess of 10% of direct labor costs or 5% of total project costs may be allowed by SLEPA as a predetermined rate based on general experience with respect to minimum overhead support levels required for governmental agency operation. (Where flat rates are accepted in lieu of actual indirect cost, subgrantees may not also charge expenses normally included in overhead pools, e.g., accounting services, legal services, building occupancy and maintenance, etc., as direct costs.)

l. Under the terms and conditions of the Federal Freedom of Information Act (5 U.S.C. 552), subject only to the exceptions set forth below, all identifiable plans, applications, grant or contract awards, reports, books, papers or other documents maintained by the subgrantee under this grant that are pertinent to activities supported by Title I funds shall be made promptly available upon request to any person for inspection and copying. The subgrantee is, however, under no obligation to compile or procure a record or other document in response to a request, nor to undertake to identify for someone who requests records the particular material being requested where a reasonable description is not afforded.

Material Exempted from Disclosure

Records and Documents, or parts thereof, need not be made available under this section if they are:

(1) specifically exempted from disclosure by State law;

(2) related to operations of criminal justice agencies that are sensitive or confidential to such a degree that disclosure would not be in the interest of the public;

(3) internal communications related to the subgrantee decision making process, such as preliminary drafts, memoranda between staff officials, opinions and interpretations prepared by staff per-

sonnel or consultants, or records or minutes of deliberations of staff groups or executive sessions of the supervisory board;

(4) investigatory files compiled for law enforcement purposes;

(5) trade secrets or commercial or financial information that is privileged or confidential under State law;

(6) related solely to the internal personnel rules and practices of the subgrantee;

(7) personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy.

Inspection and copying of records and documents may be made subject to reasonable rules and procedures relating to time, place, and fees for copies to the extent authorized by State law. Any information released by the subgrantee to the general public concerning subgrants awarded by SLEPA must include reference to the fact that SLEPA was the grantor and that the federal support came from LEAA.

m. Before approving subgrant programs involving construction, renovation, purchasing or leasing of facilities SLEPA shall consult with the State Liaison Office for historic preservation to determine if the undertaking may have an effect on properties listed in the National Register of Historic Places. If the undertaking may have an adverse effect on the listed program properties SLEPA must notify and receive LEAA approval before proceeding with the program.

n. In accordance with the Uniform Relocation Assistance and Real Property Acquisition Policy Act of 1970 (P.L. 91-646; 84 Stat. 1894), Title I funds used to pay all or part of the cost of any program or project which will result in displacement of any person shall provide that:

(1) Relocation services and payments will be provided.

(2) The public has been adequately informed of relocation payments and services.

(3) When at all practicable, at least 90 days notice of relocation will be given.

(4) Comparable replacement housing is available and a specific plan formulated to deal with relocation problems.

(5) The relocation is realistic and adequate to provide orderly relocation.

o. In accordance with the provisions of the Clean Air Act (42 U.S.C. 1857) as amended by P.L. 91-604, the Federal Water Pollution Act (33 U.S.C. 1251 et seq) as amended by P.L. 92-500 and Executive Order 11738, grants, subgrants or contracts cannot be entered into, reviewed or executed with parties convicted of offenses under these laws.

p. SLEPA or any of its duly authorized representatives, shall have access for purpose of audit and examinations to any books, documents, papers, and

records of the subgrantee, and to relevant books and records of subgrantees and contractors, as provided in Section 521 of the Act in addition to the official subgrantee file.

q. The applicable sections of the Hatch Act (Title V, Chapter 15, Section 1501) pertaining to the political activities of certain State and local employees shall be adhered to.

r. Whoever embezzles, willfully misapplies, steals or obtains by fraud any funds, assets, or property which are the subject of a grant or contract or other form of assistance pursuant to this title, whether received directly or indirectly from the Administration, shall be fined not more than \$10,000 or imprisoned for not more than five years, or both. Whoever knowingly and willfully falsifies, conceals or covers up by trick, scheme, or device, any material fact in any application for assistance submitted pursuant to this title or in any record required to be maintained pursuant to this title shall be subject to prosecution under the provisions of Section 1001 of Title 18, United States Code. Any law enforcement program or project underwritten, in whole or in part, by any grant, or contract or other form of assistance pursuant to this title, whether received directly or indirectly from the Administration shall be subject to the provisions of Section 371 of Title 18, United States Code.

s. LEAA regulations on confidentiality of research and statistical data, which are contained in 28 CFR Part 22, implement Section 524(a) of the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Section 524(a) provides that:

Except as provided by Federal law other than this title, no officer or employee of the Federal Government, nor any recipient of assistance under the provisions of this title, shall use or reveal any research or statistical information furnished under this title by any person and identifiable to any specific private person for any purpose other than the purpose for which it was obtained in accordance with the title. Copies of such information shall be immune from legal process, and shall not, without the consent of the person furnishing such information, be admitted as evidence or used for any purpose in any action, suit, or other judicial or administrative proceedings.

These regulations require that a privacy certificate be submitted as part of any application for a project in which data identifiable to a private person will be collected for research or statistical purposes. A certificate must, therefore, be submitted in connection with research/statistical projects and with those "action" projects which include an evaluation component involving the collection of data identifiable to a private person. A certificate would not be required in projects in which data is to be collected in non-identifiable, statistical form only. The suggested for-

mat and information to be contained as part of the privacy certification is available upon request.

t. As required in the Juvenile Justice and Delinquency Prevention Act of 1974, procedures will be followed to insure that programs funded by LEAA or OJJDP shall not disclose program records containing the identity of individual juveniles except with the consent of the service recipient or legally authorized representative. Under no circumstances may project reports or findings available for public dissemination contain the actual names of individual service recipients.

2. Fiscal Conditions:

a. Procedures will be established which assure proper disbursement of, and accounting for grant funds and required non-federal expenditures (if any) that meet the requirement of the State of New Jersey to the federal government as specified in the Act.

b. Accounting procedures provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to subgrant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate.

c. Grant funds may not, without advance written approval by the SLEPA be obligated prior to the effective date or subsequent to the termination date of the grant period. Such obligations must be related to goods or services provided and utilized within the grant period.

d. Financial records of the grantee and its subgrantees and contractors, including books of original entry, source documents supporting accounting transactions, the general ledger, subsidiary ledgers, personnel and payroll records, cancelled checks, and related documents and records must be retained for a period of at least three years. The retention period starts from the date of the submission of the final expenditure report or, for grants which are renewed annually from the date of the submission of the annual expenditure report.

Records must be retained beyond the three year period if an audit is in progress and/or the findings of a completed audit have not been resolved satisfactorily. If an audit is completed and the findings are resolved prior to the three year period, records will be retained until the end of the three year period. If the three year period has passed and no audit has been initiated, the records will be retained in accordance with other State and local law. Access to the records will be allowed for purposes of a federal audit.

If after the 3 year period no audit has been initiated and State or local law does not require record retention beyond the three year period, subgrantees must receive prior approval from SLEPA before disposing of any grant records.

e. Subgrant expenditures must be reduced by applicable credits which refer to those receipts or reduction of expenditure-type transactions which offset or reduce expense items allocable to grants as direct or indirect costs. Examples of such transactions are: purchase discounts; rebates or allowances, recoveries or indemnities on losses; sale of publications, equipment and scrap; income from personal or incidental services; and adjustments of overpayments or erroneous charges.

Applicable credits may also arise when Federal funds are received or are available from sources other than the grant program involved to finance operations or capital items of the grantee. This includes costs arising from the use or depreciation of items donated or financed by the Federal Government to fulfill matching requirements under another grant program. These types of credits should likewise be used to reduce related expenditures in determining the rates or amount applicable to a given grant.

f. Subgrantees should follow State procurement practices and procedures as defined in Chapt. 198, Laws of 1971, "Local Public Contracts Law" and any amendments attached thereto, except where inconsistent with Attachment O, A102. OMB circular A102 prescribes minimum standards required of all subgrantee procurement methods.

g. Requests for proposal or invitations for bid issued by the grants or a subgrantee to implement the grant or subgrant project are to provide notice to prospective bidders that the LEAA organizational conflict of interest provision is applicable in that contractors that develop or draft specifications, requirements, statements of work and/or RFP's for a proposed procurement shall be excluded from bidding or submitting a proposal to compete for the award of such procurement. See LEAA Guideline Manual M7100.1A, Chapter 3, paragraph 49e.

h. The conditions for grant assistance to any applicant, when an award is made and grant funds are

accepted thereunder, will become a binding contractual commitment of the subgrantee. The applicant should satisfy itself that it has read, understands, and is willing to comply with these grant conditions and the rules and regulations incorporated therein concerning administration of grants established by the Law Enforcement Assistance Administration and the State Law Enforcement Planning Agency.

i. It is the policy of the Law Enforcement Assistance Administration that the locations of meetings for LEAA funded projects be determined on a cost/benefit basis. That is, meeting sites selected by grantees or recommended by contractors should represent those most cost-advantageous not only to LEAA but also to those State and local agencies which support grant efforts by releasing employees from duty in order that they may participate in project activities.

In selecting or recommending sites for project meetings, grantees and contractors should use the official duty station of participants as the basis for identifying an optimal location in terms of travel and per diem costs. This is not to say that all meetings must be held at the same location. As a general rule, however, average costs for all meetings during the project period should approximate the costs of meetings conducted at such an optimal location.

In instances where meeting sites are predetermined by the nature of the project or where it can be specifically shown that significant program benefits will be derived from selection of a particular location despite some additional cost, the general rule may be infrequently waived by the government project monitor with the concurrence of the responsible office head.

As a general rule, locations which reasonable persons would refer to as "resort areas" will not be selected for LEAA fund gatherings except where all participants reside within the specific geographic area and the site can be proved to be most cost-advantageous to the government.

APPLICATION AUTHORIZATION

Authorization to submit application to the State Law Enforcement Planning Agency for a project entitled:

at an estimated total project cost of \$ _____.

The undersigned agrees upon approval of this project on behalf of the unit of government or State Agency to comply with the "Conditions Applicable to Grants Awarded" (Section B of this Application). Further, the undersigned certifies that the information contained in the "Non-Supplanting Certification" and the "Negative Environmental Impact Statement" is complete and accurate and A-95 Clearinghouse Procedures have been submitted. The undersigned also certifies that the following procedures covering "Civil Rights Compliance," where required, have been undertaken and completed:

Civil Rights Compliance

- | | | |
|---|---------------------------------|--------------------------------|
| 1. An Equal Employment Opportunity Program (Affirmative Action Plan) covering the employment practices of the implementing agency has been executed and is available for review. | YES
☐ | NO
☐ |
| 2. The required certificate indicating existence of a written Equal Employment Opportunity Program has been filed with the State Law Enforcement Planning Agency either with this application or with a previously approved application involving the same implementing agency. | YES
☐ | NO
☐ |

Date certificate filed _____

REFER TO THE APPLICANTS GUIDE FOR A DETAILED EXPLANATION OF BOTH CIVIL RIGHTS AND A-95 CLEARINGHOUSE REQUIREMENTS.

This application consists of the following attachments in addition to this form:

Section A

- Attachment 1: Description of Project
- Attachment 2: Project Budget
- Attachment 3: Non-Supplanting Certification
- Attachment 4: Negative Environmental Impact Statement
- Attachment 5: A-95 Clearinghouse Review Procedures

Section B

Conditions Applicable to Grants Awarded

Signature: _____

Name: _____

Title: _____

Mayor, Freeholder-Director, Chief Executive Officer, State Department Head

Unit of Government: _____

RESOLUTION APPROVING PARTICIPATION WITH THE STATE OF NEW JERSEY IN A STATE LAW ENFORCEMENT PLANNING AGENCY PROGRAM.

WHEREAS, the State Law Enforcement Planning Agency (SLEPA) is responsible for implementation of Title 1 of the "Omnibus Crime Control and Safe Streets Act of 1968 (as amended) and the Juvenile Justice and Delinquency Prevention Act of 1974 in New Jersey; and

WHEREAS, the _____ wishes to apply to SLEPA for funds in connection with a project entitled _____; and
(LOCAL AGENCY RESPONSIBLE FOR PROJECT) (SHORT DESCRIPTIVE TITLE FROM ITEM 3, SLEPA FORM 101)

WHEREAS, the _____ has reviewed said application and finds approval thereof to be in the best interests of the municipality/county; and
(GOVERNING BODY/BOARD OF FINANCE OF GOVERNMENT UNIT)

WHEREAS, said project is a joint project between the State of New Jersey (SLEPA) and _____ for the purposes therein described;
(NAME OF UNIT OF GOVERNMENT)

NOW, THEREFORE, BE IT RESOLVED by the _____
(GOVERNING BODY/BOARD OF FINANCE OF GOVERNMENT UNIT)

(1) that as a matter of public policy _____ wishes to participate with the State of New Jersey (SLEPA) to the greatest extent possible; (2) that the Executive Director of SLEPA be and he is requested to accept said application on behalf of the municipality/county; and (3) that the appropriate fiscal officer will accept the funds in connection with said project from SLEPA and make disbursements in accordance with said application.
(UNIT OF GOVERNMENT)

CERTIFICATION OF RECORDING OFFICER

This is to certify that the foregoing Resolution is a true and correct copy of a resolution finally adopted at the meeting of the _____ held on the _____ day of _____, 19____ and duly recorded in my office; that all requirements of law pertaining to the conduct of said meeting and the passage of this resolution were observed; and that I am duly authorized to execute this certificate.
(GOVERNING BODY/BOARD OF FINANCE OF UNIT OF GOVERNMENT)

DATED this _____ day of _____, 19____.

(SIGNATURE OF CERTIFYING OFFICER)

SEAL

(TITLE OF CERTIFYING OFFICER)

NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

SUBGRANT AWARD

PROJECT TITLE	PROJECT NUMBER
IMPLEMENTING AGENCY/PROJECT DIRECTOR	SUBGRANT AMOUNT Federal State Buy-In _____ Total
SUBGRANTEE UNIT OF GOVERNMENT	DATE OF AWARD

In accordance with the provisions of Part B, C and E Title I, of the Omnibus Crime Control Act (P.L. 90-351) and the Juvenile Justice and Delinquency Prevention Act (P.L. 93-415) as amended and based on the appended application, the State Law Enforcement Planning Agency hereby awards to the above named Subgrantee a(n) _____ subgrant in the amount specified, for the purposes set forth in the approved application.

This subgrant is subject to the General Conditions set forth in the Federal Management Circulars 73-2, 74-4 and A-102; the General Conditions for _____ subgrants promulgated by the State Law Enforcement Planning Agency (copy of which is attached hereto); all applicable Statutes of the State of New Jersey; the requirements of the federal government (U.S. Department of Justice) and the State Law Enforcement Planning Agency; and the requirements of the State of New Jersey for State and local financial accounting. It is subject also to any special conditions attached to this subgrant.

This Subgrant Award incorporates all conditions and representations contained or made in applicant's application form 101 hereto attached.

In compliance with Section 301 (c) of the Act, and in consideration of Section 303 (2) of the Act, the subgrantee hereby attests and affirms that it is the intention of the office of the chief elected official of the applicant unit of government to seek and assure that the required "hard cash match" funds in the amount of _____ will be designated, appropriated and expended for the project for which support is requested, within the duration of the subgrant period.

The subgrant shall become effective, as of the date of the award, upon return of the duplicate copy of this award, duly executed by the Chief Executive (Mayor, Freeholder-Director, or State Department Head) of the Subgrantee unit of government and will cover the period indicated below subject to revision by the State Law Enforcement Planning Agency.

FOR THE SUBGRANTEE:

FOR THE STATE OF NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

SIGNATURE OF MAYOR/FREEHOLDER DIRECTOR,
CHIEF EXECUTIVE OFFICER,
STATE AGENCY HEAD (SIGNATURE INDICATES
AGREEMENT TO ATTACHED CONDITIONS, IF ANY)

EXECUTIVE DIRECTOR, SLEPA

TYPED NAME OF OFFICIAL AND TITLE

SUBGRANT AWARD DATA

☐ This award is subject to special conditions (attached)

Subgrant Number : _____

Date Application Received: _____

_____ to _____
SUBGRANT PERIOD

STATE LAW ENFORCEMENT PLANNING AGENCY

NOTICE OF APPEAL

Unit of Government: _____

Title of Application: _____

_____ Project Number _____

Date of Application Submission: _____

SLEPA Program Number: _____

It is hereby requested that a formal hearing be held pertinent to the denial of funding of the above identified application, in accord with the established procedures for appeal.

Name: _____

Signature: _____

Title: _____

Mayor, Freeholder Director, Chief Executive Officer,
State Department Head.

Date: _____

**STATE LAW ENFORCEMENT
PLANNING AGENCY
Trenton, New Jersey 08625
INDIVIDUAL TIME AND SALARY REPORT**

1. Applicant		2. Report Period (Month)	
3. Project Title		4. Grant No.	
5. Name	6. Employee No.	7. Social Security No.	
8. Title	9. Project Assignment		

DAILY TIME RECORD

DATE OF MONTH	TOTAL HOURS WORKED	HOURS WORKED ON PROJECT	DATE OF MONTH	TOTAL HOURS WORKED	HOURS WORKED ON PROJECT	DATE OF MONTH	TOTAL HOURS WORKED	HOURS WORKED ON PROJECT
1			11			21		
2			12			22		
3			13			23		
4			14			24		
5			15			25		
6			16			26		
7			17			27		
8			18			28		
9			19			29		
10			20			30		
						31		

10. Salary	HOURLY RATE	WEEKLY RATE	11. Monthly Total	TOTAL HOURS WORKED	HOURS WORKED ON PROJECT

APPORTIONMENT OF COMPENSATION

Charged to	Salary	Benefits	Total
State/ Local			
Federal (SLEPA)			

CERTIFIED AND SUBMITTED AS TRUE AND CORRECT

12. Individual's Signature

13. Supervisor Project Director's Signature

INDIVIDUAL TIME AND SALARY REPORT INSTRUCTIONS

This form is to be used for personnel involved in funded grant projects and is to be held by the subgrantee with other accounting records until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, whichever is sooner.

An individual must use this Form 105

- ☐ if the agency does not regularly use a standard time record and the individual is paid full-time with FEDERAL funds.
- ☐ if the individual is paid part-time with FEDERAL funds.
- ☐ if the individual's time is recorded as part-time in kind local share.
- ☐ if the individual's time is recorded as full-time in kind local share.

ITEM NUMBER

1. Name of agency, city or town which received the grant award.
2. Month for which the daily time is reported.
3. Title of awarded project.
4. Designated grant number.
5. Employee's name whose daily time record appears on the form.
6. Employee's identification number (if appropriate).
7. Employee's social security number.
8. Employee's regular title or job position.
9. Employee's job assignment as directly related to project activities.

DAILY TIME RECORD

Each work day should show the total number of hours worked in the first column and in the second column the total number of hours worked on project activities, e.g., a full-time project assignment would show 8 hrs. and 8 hrs., a part-time project assignment would show 8 hrs. and 4 hrs. or 8 hrs. and 2 hrs., etc.

10. Employee's salary should be designated as either the hourly or weekly rate.
11. Designate the hours worked for the whole month as total hours worked and total hours worked on project.

APPORTIONMENT OF COMPENSATION

This will summarize the monthly salary and fringe benefits dollar value for use in gathering information for the regular quarterly narrative report.

12. Employees whose time records are recorded on this form must sign and certify the correctness of the report.
13. The employee's supervisor should also sign to verify the accuracy of the report.

STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY
QUARTERLY NARRATIVE REPORT
(Submit in Duplicate)

For SLEPA Use Only

Date Rec'd. _____

Analyst _____

Chief _____

Refer to _____

Comments Attached ☐

IMPLEMENTING AGENCY _____

SUBGRANT NO. _____

STREET ADDRESS _____

PHONE NO. _____

CITY _____

ZIP NO. _____

PROJECT TITLE _____

For Quarter:

- ☐ January 1 to March 31
- ☐ April 1 to June 30
- ☐ July 1 to September 30
- ☐ October 1 to December 31
- ☐ Other/Final Report _____

Project Duration (if SLEPA approved extension,
use latest date)

From _____

To _____

1. GOALS (List the goals from the body of the grant application).

2. OBJECTIVES (List the objectives from the body of the grant application).

3. ACTIVITIES (Specific activities related to achievement of goals and objectives)

a.

b.

c.

d.

e.

f.

4. SUMMARY OF PROJECT PROGRESS (Relate to goals, objectives and activities, highlighting significant accomplishments and problems. Quantify where possible).

5. EQUIPMENT RECEIVED DURING QUARTER:

6. PROJECT DIRECTOR'S COMMENTS:

TYPED NAME AND SIGNATURE OF PROJECT DIRECTOR

DATE

**STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY**

**DETAILED COST STATEMENT – CASH REPORT/CASH REQUEST
(SUBMIT IN TRIPLICATE)**

1. Unit of Government _____

2. Implementing Agency _____

3. Project Address: _____

4. Subgrant # _____

5. Project Duration:
From _____
To _____

6. Date of this Report: _____

7. Report # _____

8. Report for month of _____ 19 _____

a. Other period: _____

9. Remarks: _____

BUDGET CATEGORIES	SECTION 1 APPROVED PROJECT BUDGET			SECTION 2 THIS REPORT PERIOD'S EXPENDITURES			SECTION 3 CUMULATIVE EXPENDITURES			SECTION 4** CURRENT UNPAID OBLIGATIONS		
	SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH	
		STATE BUY-IN PROVISION	*____STATE ____LOCAL		STATE BUY-IN PROVISION	*____STATE ____LOCAL		STATE BUY-IN PROVISION	*____STATE ____LOCAL		STATE BUY-IN PROVISION	*____STATE ____LOCAL
A. Salaries & Wages												
1. Regular criminal justice personnel												
2. Other Staff												
3. Fringe Benefits												
B. Purchase of Services												
C. Travel, etc.												
D. Consumable Supplies												
E. Facilities, etc.												
F. Equipment												
G. Indirect Cost												
TOTALS												

*CHECK THE APPROPRIATE SOURCE OF MATCH FUNDS.

**REQUIRED ON ALL REPORTS. AMOUNTS MUST BE ENTERED ON REPORT FOR LAST PROJECT MONTH IF ADDITIONAL EXPENDITURES ARE ANTICIPATED.

SLEPA FORM 107 (REV. 11/76)

Implementing Agency _____ Subgrant # _____

Project Title _____

CASH REPORT

	SLEPA FUNDS (ONLY)	STATE BUY-IN FUNDS (ONLY)	STATE SHARE (ONLY)
1. Project Status: ☐ Ready to begin ☐ In operation ☐ Completed			
2. Cash on hand — beginning of period	\$ _____	_____	_____
3. ADD: cash received during period	_____	_____	_____
cash in-transit	_____	_____	_____
4. SUBTOTAL: Cash available during period	_____	_____	_____
5. DEDUCT: cash disbursed during period	_____	_____	_____
6. SUBTOTAL: cash on hand	_____	_____	_____
7. DEDUCT: current unpaid obligations	_____	_____	_____
8. BALANCE: unobligated cash on hand	\$ _____	_____	_____

CASH REQUEST

9. Anticipated expenditures* of cash during the period of _____ *(DO NOT INCLUDE OBLIGATIONS FROM #7 ABOVE)	\$ _____	_____	_____
10. DEDUCT: unobligated cash on hand	_____	_____	_____
11. Cash requested from SLEPA	\$ _____	_____	_____

FAILURE TO SUBMIT FORM 100 SIGNED (Space labeled
"Payee Signature") WILL DELAY ADVANCES.

SUBGRANTEE CERTIFICATION: I certify that this information is taken from the Books of Account and that
such costs are valid and consistent with the terms of the Grant.

PROJECT DIRECTOR

FINANCIAL OFFICER

Contact for information and corrections _____
Name _____ Telephone _____

FOR SLEPA USE:

12. Cumulative funding, including line 11 above \$ _____

Reviewed: _____ Approved: _____

Posted: _____

Remarks: _____

INSTRUCTIONS FOR DETAILED COST STATEMENT, CASH REPORT, CASH REQUEST SLEPA FORM 107

The purpose of these instructions is to explain the procedures to be followed by each subgrantee in reporting to SLEPA on:

- The expenditure of funds in connection with the activities under each subgrant.
- Cash activity during the report period and the resulting cash status.
- The funds required in the immediate future to begin, continue or complete the approved activities under each subgrant.

The subgrantees are to use a revised three-part form in reporting to SLEPA. The sections of this report are:

- Detailed Cost Statement
- Cash Report
- Cash Request

The procedure for completing each section is covered in these instructions:

I. Frequency and Dates for Reporting

The required reporting frequency is on a calendar month basis for all sub-grants throughout the project duration, also including any grant extension period.

All reports are due 5 working days after the end of the reporting period, in triplicate.

Reports must be submitted for each active subgrant, even if additional funds are not being requested.

II. Detailed Cost Statement

The purpose of the Detailed Cost Statement is to provide SLEPA with necessary information on the expenditure of federal funds and matching State and/or local funds in connection with each subgrant. This report also is to provide SLEPA with necessary information on expenditures by approved cost categories and to compare expenditures to the approved project budget.

The information submitted in the Detailed Cost Statement, as well as the supporting accounting records, is subject to both federal and State audit for accuracy, completeness and compliance with the terms of the subgrant award.

The following explanations are to assist in the preparation of the Detailed Cost Statement.

1. The Approved Project Budget amounts must agree with the budget application approved by SLEPA. Any pending requests for budget modifications are not to be included until they are approved in writing by SLEPA.

2. Budget categories for reporting expenditures are the same as those on the project budget.

3. This report must show the expenditure in each category of SLEPA funds, State Buy-in funds, State Share, and subgrantee funds.

4. The section on cumulative expenditures must show all expenditures by cost category and by source of funds, since the beginning of the project.

5. The section on current unpaid obligations must show all unpaid obligations, by cost category and by source of funds, during the current report period.

The following guidelines should be considered when reporting unpaid obligations:

Category A, Salaries—Employee salaries earned but not paid during the report period are unpaid obligations.

Category A, Fringe Benefits—Any charges for fringe benefits not paid at the end of the report period are considered unpaid obligations.

Categories B, D, E and F—Unpaid obligations in these categories can be represented by signed purchase orders or contracts, especially when an encumbrance of funds is involved. Also, unpaid obligations must reflect any costs of services or goods received, but not paid at the end of the report period.

Category C, Travel—Unpaid obligations exist in the travel category when actual expenses have been incurred but not paid at the end of the report period.

6. Expenditures must be made from the source of funds (i.e. SLEPA, State Buy-In, State Share, Local) identified in the approved budget. As the end of the project period approaches, an analysis of the actual and projected expenditures by fund source should be made to insure that statutory minimum match funds will be expended. For example, in a 90/10 subgrant, a minimum of 10% of the total actual and projected expenditures must be from matching fund sources.

III. Cash Report

The purpose of the cash report is to provide SLEPA with necessary information on the receipt and disbursement of funds, and on existing cash balances.

Cash balances must be kept as close as possible to actual cash needs for the succeeding period.

The following explanations refer to items on the Cash Report form.

1. Cash on hand—beginning of the period. This amount must agree with the SLEPA, State Buy-In, and State Share cash on hand (item #6) on the previous report. (State Share pertains ONLY to State Agency grants.)

2. SLEPA, State Buy-in and State Share cash

received during the period. Consideration must be given to funds in-transit. This would include those funds requested on the prior months report but not yet received.

3. SLEPA, State Buy-in and State Share cash disbursed during the period. The amount (item #5) must agree with the reported expenditures of SLEPA State Buy-in and State Share funds reported on the accompanying Detailed Cost Statement.

4. Current unpaid obligations (item #7). This amount must agree with the reported current unpaid obligations of SLEPA, State Buy-in and State Share funds reported on the accompanying Detailed Cost Statement.

The last report submitted in the program period must include any unpaid obligations. These unpaid obligations will be reported as expenditures as they occur during the ninety (90) liquidation period following the project termination.

IV. Cash Request

The Cash Request is the basis for SLEPA disbursement of both Federal, State Share and State Buy-in funds to subgrantees. To insure that adequate funds are provided to cover the needs of the project, but that cash balances are not in excess of the project needs, subgrantees must report to SLEPA on their anticipated expenditure of funds. This information after cash on hand is deducted, will be the basis for cash disbursements from SLEPA.

It is necessary that all subgrantees estimate their expenditures of SLEPA, State Buy-in and State Share funds in the following manner:

1. Initial funding (SLEPA, State Share and State

Buy-in). Expenditures should be estimated for the first two months of the project. That is, for a project initially funded in June, expenditures should be estimated for June and July.

2. Subsequent funding—Expenditures should be estimated for the next two months. For example, on the Request submitted by July 5 which covers June activity, expenditures should be estimated for July and August. Similarly the August 5 request would have expenditures estimated for August and September.

3. Anticipated expenditures should not include the amount for unpaid obligations reported in the Cash Report section, allowances for unpaid obligations are considered when determining the unobligated cash balance.

4. The unobligated cash on hand is to be deducted from the anticipated expenditures.

V. Certification

Each report is to be certified by the Project Director and the Finance Officer designated in the approved project application. This certification covers all three sections of the report.

VI. Address for Submitting Reports

The report is to be sent to the following address:

Fiscal Officer
SLEPA
3535 Quakerbridge Road
Trenton, New Jersey 08625

STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY

BUDGET REVISION/GRANT EXTENSION REQUEST
(Submit in Triplicate)

BUDGET CATEGORIES	APPROVED PROJECT BUDGET			PROPOSED TRANSFERS			REQUESTED OPERATING BUDGET		
	SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH	
		STATE BUY-IN PROVISION	STATE/LOCAL CASH		STATE BUY-IN PROVISION	STATE/LOCAL CASH		STATE BUY-IN PROVISION	STATE/LOCAL CASH
A. Salaries & Wages									
1. Regular criminal justice personnel									
2. Other Staff									
Fringe Benefits									
B. Purchase of Services									
C. Travel, etc.									
D. Consumable Supplies									
E. Facilities, etc.									
F. Equipment									
G. Indirect Cost									
TOTALS									

1. Unit of Government _____

2. Implementing Agency _____

3. Project Address: _____

4. Subgrant # _____

5. Project Duration:
From _____
To _____

6. Date of Request: _____

7. GRANT EXTENSION REQUEST

From _____

To _____

8. Subgrantee Certification:

Signature _____

PROJECT DIRECTOR

Signature _____

FINANCIAL OFFICER

FOR SLEPA USE

Approved: _____

Date: _____

Remarks: _____

INSTRUCTIONS

As stated in the General Conditions attached to all SLEPA grants, the subgrantee is permitted to transfer funds between or within budgetary categories, provided the transfer does not affect any category by an amount in excess of \$100. Any transfer of funds between categories that will exceed \$100 limitation requires prior written approval from SLEPA on this form (SLEPA 108). Any change made to the budget allotment within the discretionary limits of the grantee should be explained on the remarks section of the cash request report which reflects the changes.

The following explanations are to assist in the preparation of the Budget Revision/Grant Extension Request.

1. Budget categories for reporting expenditures are the same as those on the project budget.
2. This request must show proposed changes in each category of SLEPA funds and required cash.
3. When completing the Budget Revision/Grant Extension Request, the columns under the heading *Approved Project Budget* should be used to depict the *present operating budget*. The present operating budget should be either that budget initially approved by the SLEPA Governing Board or, if prior revision(s) have been requested, the latest approved budget modification.
4. Columns headed *Proposed Transfers* are to be used to reflect dollar amounts and categories to be affected by the fund transfer (example: Category A +\$100; Category B -\$100). Changes in the subgrantee share as well as requested transfers of SLEPA funds must be reflected. Note that transferred amounts should total zero.
5. Columns headed *Requested Operating Budget* should reflect the newly proposed budget in its entirety. The total budgeted under SLEPA share should agree with the amount budgeted under *Approved Project Budget*.
6. Upon receipt of written approval of the Grant Revision and/or Extension Request, the proposed budget will become the project's new operating budget. New budgets amounts should be reflected on the subsequent Detailed Cost Statement. Do not report proposed changes prior to receipt of the written approval by SLEPA.

BUDGET REVISION NARRATIVE: Subgrantees should add as many continuation pages as necessary to relate the proposed changes to project activities and complete the required justification and explanation of those changes. Explain the sources to be utilized for any additional matching contributions. Enumerate those proposed changes of expenditure items that require prior approval, as specified in Bureau of Budget *Circular 74-4*, *LEAA Financial Guide*, and *SLEPA Applicants Guide*, so prior approval may be considered at the time the request for budget revision is made.

Line items within categories which will be affected by the proposed fund transfer should be detailed in the narrative. Purchase of additional goods or services resulting from the budget modification should be itemized and explained. Goods or services to be deleted or continued at a reduced level in order to accommodate the proposed fund transfer should also be itemized and explained.

GRANT EXTENSION NARRATIVE: If a request for grant extension will also involve budget modification, instructions for the budget revision narrative should be followed. Additionally, the extension request must be forwarded to SLEPA prior to termination of the approved subgrant period. In an effort to aid analysis of the extension request, subgrantees are also encouraged to include in the narrative a projection of expenditures through the final approved month of the project. Such a projected cost schedule will provide SLEPA and the subgrantee with a financial basis for determining the length of the extension period.

STATE LAW ENFORCEMENT PLANNING AGENCY

CONSULTANT REPORTING FORM

Title of Grant _____

Subgrant No. _____

Unit of Government _____

Project No. _____

Grant Period _____

_____ to _____

Telephone
Number _____

Project Director _____

Address _____

CONSULTANT

Telephone
Number _____

Agency Name _____

Address _____

Telephone
Number _____

Consultant Contact Person _____

Consultant Contract Attached
for SLEPA Approval

Yes ☐

No ☐

If both answers No,

Consultant Contract Previously
submitted for SLEPA Approval

Yes ☐

No ☐

please explain

Consultant Contract Period: _____ to _____

Consultant Contract Amount: \$ _____

This form to be completed and submitted to the State Law Enforcement Planning Agency by the Subgrantee prior to engaging the services of a Consultant.

**TRANSFER ORDER
EXCESS PERSONAL PROPERTY**

1. ORDER NO.

2. DATE

3. TO: **GENERAL SERVICES ADMINISTRATION**

4. ORDERING AGENCY (Full name and address)

5. HOLDING AGENCY (Name and address)

6. SHIP TO (Consignee and destination)

7. LOCATION OF PROPERTY

8. SHIPPING INSTRUCTIONS

9. ORDERING AGENCY APPROVAL

10. APPROPRIATION SYMBOL AND TITLE

SIGNATURE

DATE

TITLE

11. ALLOTMENT

12. GOVERNMENT B/L NO.

13. PROPERTY ORDERED

GSA AND HOLDING AGENCY NOS. (a)	ITEM NO. (b)	DESCRIPTION (Include noun name, FSC Group and Class, Condition Code and, if available, Federal Stock Number) (c)	UNIT (d)	QUANTITY (e)	ACQUISITION COST	
					UNIT (f)	TOTAL (g)
		List Full Information				
XXXXXXXXXX	XXXX	XXXXXXXXXXXXXXXX Last Item XXXXXXXXXXXXXXXX	XXXX	XXXXXXXXXX	XXXXXXXXXX	XXXXXXXXXX

Applicant's Name
Address
Telephone No.
Date

Program Analyst (Name)

Est. Shipping Cost:

\$

Approved

The project listed on this document is for use by an LEAA Project Grantee in direct support of Subgrant No. _____ which expires on _____.

Title to the listed property shall be vested in SLEPA and may be transferred to the subgrantee at its discretion.

This transaction is in accordance with the procedures outlined in the Federal Property Management Regulations.

For N. J. SLEPA

Date

N. J. State Representative, LEAA

Date

FOR GSA USE ONLY	AGENCY AND LOCATION				FSC	COND- TION	SOURCE CODE	TITLE	DATE
	AGENCY	STATE							

Page _____ of _____

Date: _____

The New Jersey State Law Enforcement Planning Agency, funded by the Department of Justice through the Law Enforcement Assistance Administration, requests on behalf of the above subgrantee that the General Services Administration check available federal excess property for the items listed below. We have reviewed each item and find it relevant and necessary to the successful operation of the subgrant. Please contact the first person mentioned above by _____, 19____ and return a copy of this completed form to this agency at the above address.

Item No.	Qty.	Unit	Description	Avail. Y/N	Cond. Code	Holding Agency Name, Address, Phone

INSTRUCTIONS FOR COMPLETING
"REQUEST FOR LOCATION OF EXCESS PERSONAL PROPERTY" FORM:

TO: As shown. For further information call the General Services Administration at 212-264-2620.

FROM: Enter requesting agency's name and address.

CONTACT/PHONE: Enter the name and telephone number of the person in the requesting agency to be contacted.

DATE: Enter the date the form is being submitted to GSA.

This section will be completed by the implementing state/local agency.

CONTACT DATE: Enter the date requested for response by GSA.

ITEM: Number each different item of equipment sequentially.

QUANTITY: Enter quantities for each item.

UNIT: Enter standard unit for each item, i.e., ea for each, dz for dozen, etc.

DESCRIPTION: Give complete description of each item requested.

This section will be completed by the Federal General Services Administration, Excess Personal Property Division, and the entire form will then be returned to you.

NOTE: If additional space is needed to complete the front of this form, kindly submit additional forms.

Request # _____

Functional Category _____

REQUEST FOR TECHNICAL ASSISTANCE

1. Name of Organization – Address:
2. Specific Problem to be Addressed:
3. Type of Assistance Needed: (Training, publications, studies, conferences, on site consultation, etc.)
4. Expertise, Qualifications, Special skills required if need is for Professional Service:
5. Estimated number of Technical Assistance person days needed: _____
6. Date when Assistance Needed: _____
7. Organizations, if any, whose concurrence or cooperation is required:
8. Expected results:
9. Recommendations for Organizations or Sources of Assistance:
10. Funds available if assistance requires payment for service:
11. Your Agency Contact Person for Technical Assistance:
Name:
Address:

Phone:

STATE LAW ENFORCEMENT PLANNING AGENCY

MONTHLY REPORT OF PROGRAM INCOME

Subgrantee

Subgrant No.

Amount of Program Income Earned for this Period

Amount Previously Reported

Total Program Income Earned to Date

Less: Expenditures made over and above the Subgrant Budget paid with Program Income Fund

A. Salaries and Wages

1. Regular Criminal Justice Personnel

2. Other Staff

Fringe Benefits

B. Purchase of Services

C. Travel

D. Consumable Supplies

E. Facilities

F. Equipment

G. Indirect Cost

Amount of Program Income Available

*

=====

*All Program Income not utilized for grant purpose during the grant period will be applied as a reduction of total project costs after the termination of the grant.

Subgrantee Certification

Project Director

Financial Officer

SLEPA 111

DEFINITIONS

Act—Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351, 82 Stat. 197) as amended.

Action Grant—A specific project approach, utilizing block grant funds, aimed at controlling or reducing criminal behavior or improving and upgrading the criminal justice system and its personnel.

Agency—The State Law Enforcement Planning Agency (SLEPA).

Calendar Year—Refers to the standard calendar year, January 1 to December 31.

Consultant—A person, group or firm which provides professional advice or services for remuneration.

Discretionary Grant—A project funded with monies controlled exclusively by LEAA and used to advance national priorities, draw attention to programs not emphasized in State Plans, and provide special impetus for reform and experimentation within the system of criminal justice.

Fiscal Year—Refers to the federal fiscal year, October 1 of one year to September 30 of the next.

Governing Board—A body appointed by the Governor which has responsibility for reviewing, approving and maintaining general oversight of the State Plan and its implementation of action priorities, of subgrants or allocations to localities, and of other planning agency functions.

Hard Cash Match—Earmarked monies appropriated for the express purpose of matching federal funds.

H.E.W.—The United States Department of Health, Education and Welfare.

JJDP Act—Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415, 88 Stat. 1109).

JJDP Special Emphasis Grants—Discretionary funds available to public and private agencies for specifically announced program objectives in juvenile justice and delinquency prevention.

JJDP Funds—Planning and Action funds available for juvenile justice and delinquency prevention.

Law Enforcement—Used to describe the entire criminal justice system (police, courts, corrections, prosecution and defense). The phrases "criminal justice" and "criminal justice system" are synonymous with "law enforcement".

Law Enforcement Assistance Administration (LEAA)—The division of the Justice Department that administers the provisions of the Omnibus Crime Control Act of 1968 as amended.

LEEP—The Law Enforcement Education Program is administered by LEAA. The purpose of LEEP is to upgrade the performance of those engaged in the administration of criminal justice by encouraging attendance at colleges offering courses generally related to their vocational development. Eligible institutions are awarded funds with which to provide grants and loans to both in-service and pre-service students.

Local Units of Government—Consists of the 21 counties, the 567 municipalities, and combinations of one or more the preceding.

Negative Environmental Impact Statement—Declaration required of all applicants in an effort to measure the environmental impact of potential subgrants as required under the National Environmental Policy Act of 1969.

Part B Funds—Applies to planning funds available to local planning units, and those monies used for the operation of the State Planning Agency.

Part C Funds—Action funds available for implementing projects throughout the criminal justice system.

Part E Funds—Action funds for use in corrections projects only.

Planning Grant—A specific project approach, utilizing Part B grant funds, designed to develop within eligible units of government a comprehensive criminal justice planning capability, promoting realistic and effective improvements in existing law enforcement and crime control systems.

Program Year—Refers to the approved period for operation of a project.

Public Agency—A duly elected political body or subdivision thereof. It includes any agency emanating from such political body or subdivision.

State Agency—A public agency having as its jurisdiction the entire State.

State Buy-In—Federal provision requiring the State to provide no less than one-half of the required non-federal funding of any Part C action program or project.

Subgrantee—Any local unit of government or state office or agency awarded funds by a State Planning Agency for planning programs under Part B of the Act or action programs under Part C or Part E of the omnibus Crime Control and Safe Street Act or the Juvenile Justice and Delinquency Prevention Act.

Subgrantee Official File—An accumulation of recommended data necessary for proper control of project records.

NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

JOHN J. MULLANEY
Executive Director

HAROLD F. DAMON
Deputy Director

ADMINISTRATION UNIT

RONALD D. SOST
Assistant Director

Frederick P. Schrenk
Chief Fiscal Officer
Michael J. Boccanfuso
Assistant Fiscal Officer
Vincent M. Pennacchi
John J. Roman
Technical Specialist
Venita Broughton
Research Assistant

Auditing Section

Robert J. Caccese
Supervisor
Kathleen Coury
George J. Gallon
Catherine L. Keegan
Ann L. Osborn
Cynthia R. Mitchell
Anthony C. Sajeski

Bookkeeping Section

David Hiestand
Accountant III
Raymond E. Elmer
Ervin J. Kovacs
Gert T. Kowalski
Joyce L. Brooks
June Connor

Office Administrations & Supplies

Martin J. Wallace
Supervisor
Luke J. Horvath
Assistant

OPERATIONS UNIT

BERNICE L. MANSHEL
Assistant Director

Adult Corrections & Rehabilitation

Ulric A. Brandt
Chief
Ernestine Ross
Charles Leone
Curtis A. Woods

Police

Alvin J. Beveridge
Chief
Alan P. Beck
Karl Koehler
Edward Rowland

Courts/ Ancillary Services

John H.C. West
Chief
Felix M. Cabarle
Giles T. Dunn
William Bostic

Juvenile Justice & Delinquency Prevention

Terry L. Edwards
Chief
Wilma Solomon
Planning Supervisor
Arnold Cohen
Dennis O'Hara
Margaret Williams
Rosemary Dempsey
Martha A. Lackey

PLANNING UNIT

DONALD J. APAI
Assistant Director

Planning Section

Stephen B. Faluvegi
Supervising Planner
Planners
Robert A. Muller
Lorrie Wendruff
Karen Walsh

Evaluation Team

Mark Geller
Principal Researcher
Elinor Zimmerman
Ann Sarli
Bridget Stecher

SECRETARIAL STAFF

Verna N. Byrne, *Executive Secretary*

Julie M. Anderson
Melissa K. Cantwell
Diane Cardaciotto
Francine J. Carmody
Karen Costello
Ann DeMuzio
Roseann M. DiGaetano

Lillian Edolo
Marie Evans
JoAnn Haney
Dolores A. McPhillips
Denise M. Segretario
Sharon M. Senzick