

STATE LAW ENFORCEMENT PLANNING AGENCY



A PLAN FOR LAW
ENFORCEMENT AND
THE ADMINISTRATION
OF JUSTICE
IN NEW JERSEY

DISSEMINATION DOCUMENT NO. 1
JUNE 23, 1969

STATE OF NEW JERSEY

Richard J. Hughes
Governor

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Cover photo courtesy of the Senate President and the Assembly Speaker

About the cover: Each cover in this series of dissemination documents will depict an institution that makes or administers the criminal and delinquency laws of New Jersey, or a subject that relates to the broad role of government in seeing that justice is done in New Jersey.

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New Jersey,
"STATE
LAW
ENFORCEMENT
PLANNING
AGENCY"



Editor for this issue: James A. Spady

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About the editorship for each issue: The SLEPA staff is too small to include publications or graphics people. Instead, general staff members produce these dissemination documents. The editorship for each issue will devolve on the principal staff member most familiar with the subject matter of the issue. The editor for an issue structures, designs, layout, and writes that issue. In some instances there will be staff co-editors, and any paid subject-matter consultant will also be listed as a co-editor.

A PLAN FOR LAW
ENFORCEMENT AND
THE ADMINISTRATION
OF JUSTICE
IN NEW JERSEY,

*America's leadership must be guided by the
lights of learning and reason — or else
those who confuse rhetoric with reality will
gain the popular ascendancy with their
seemingly swift and simple solutions.*

— John F. Kennedy, in
a speech intended for
delivery in Dallas,
November 22, 1963.

RICHARD J. HUGHES
GOVERNOR
JAMES A. SPADY
EXECUTIVE DIRECTOR



State of New Jersey
STATE LAW ENFORCEMENT PLANNING AGENCY

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June 23, 1969

To the Honorable Richard J. Hughes, Governor of New Jersey,
the Honorable Joseph Weintraub, Chief Justice of the Supreme
Court of New Jersey, the Honorable Frank X. McDermott, President
of the New Jersey Senate, the Honorable Peter Moraites, Speaker
of the New Jersey General Assembly, and the Honorable Chief
Executives of New Jersey's 564 municipalities and 21 counties:

Pursuant to paragraph 2 (c) of New Jersey Executive Order
No. 45, dated August 13, 1968, by Governor Richard J. Hughes, this
Dissemination Document No. 1 is presented to you as the progress re-
port "to the Governor, the Legislature, the Courts, and the Chief
Executives of local government units within the State of New Jersey"
required therein with regard to the work of the State Law Enforcement
Planning Agency (SLEPA).

Within this document are materials tracing the progress of the
Agency's first nine months and sixteen days of existence. Also included
is the plan for law enforcement and the administration of criminal jus-
tice that was the principal product of the Agency's efforts during that
period.

In addition to the foregoing officials, this document is also
presented to officials of the criminal justice system of New Jersey in
all its many branches, as well as to citizens engaged in prevention,
juvenile work, and many other activities related to the broad field of
criminal justice as defined by the Omnibus Crime Control Act.

This document is published and disseminated under U.S. Justice
Department Grant No. P-030, in accordance with the ongoing dissemination
responsibilities assigned to SLEPA by Public Law 90-351 (82 Stat. 197).

STATE LAW ENFORCEMENT PLANNING AGENCY

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There is no area of public concern more vital to the people of this State than sound, efficient, and fair law enforcement. This new federal law will allow us to strengthen and modernize every area of law enforcement from the policeman right through the courts and into our penal and probation systems.

I want to state very clearly that this new Agency, which will administer extensive federal funds for a broad state-wide program to upgrade our law enforcement system in all its aspects, is a united effort on behalf of our State by all branches of government and law enforcement. The Executive, Legislative, and Judicial branches of State government, and the law enforcement profession in all its manifestations, have united in this new Agency so that together we can completely modernize our law enforcement in accordance with the best equipment, and the best scientific and organizational knowledge now in existence.

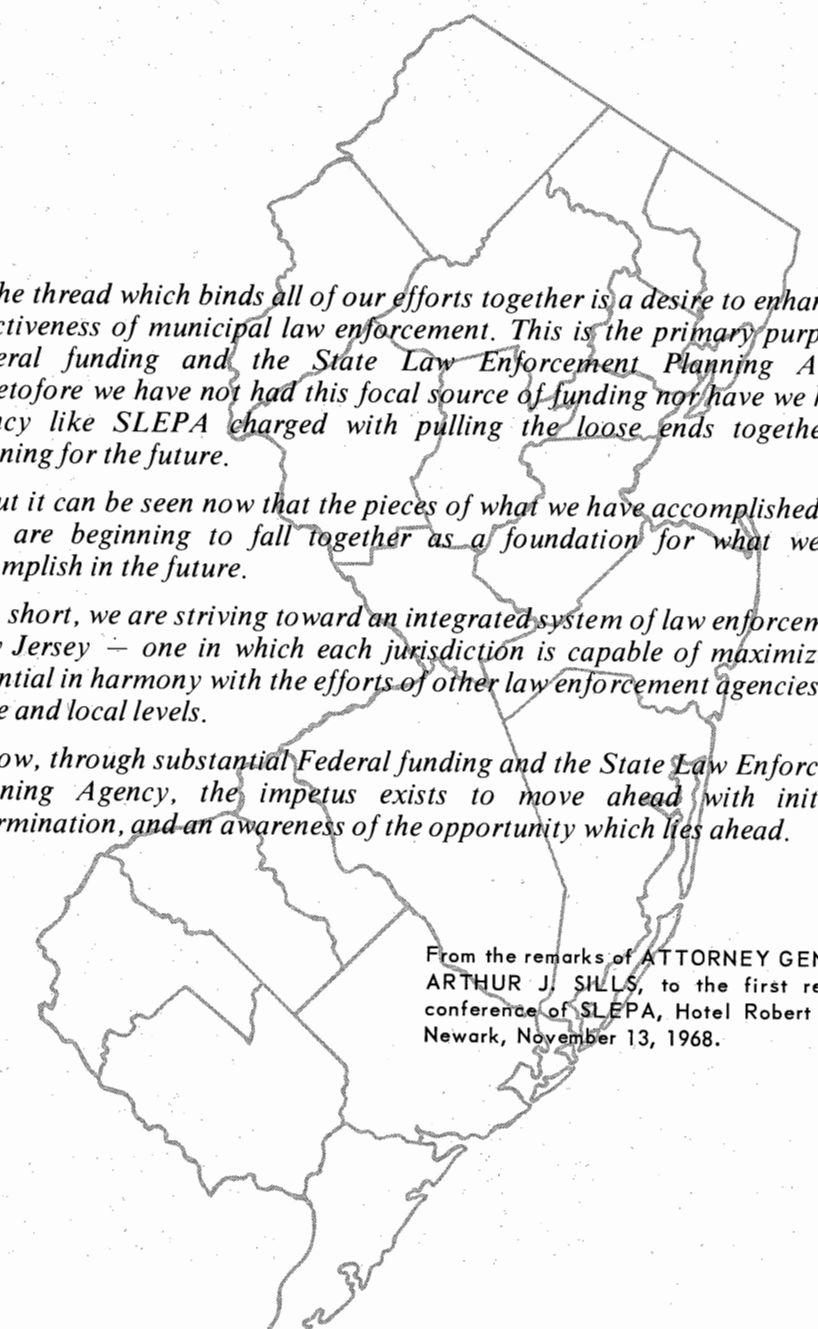
The great public servants who have agreed to serve on the Governing Board of SLEPA bring to it not only their expertise in various activities touching on the whole law enforcement system, but also a willingness to put aside the disputes of the past in the interest of building a safer, more secure society in the future. They have my deepest thanks.

From the remarks of GOVERNOR RICHARD J. HUGHES, in promulgating Executive Order No. 45 creating the State Law Enforcement Planning Agency, August 13, 1968.



RICHARD J. HUGHES
Governor

CHAIRMAN, COMMITTEE ON COMMUNITY DEVELOPMENT
AND URBAN RELATIONS, NATIONAL GOVERNORS' CONFERENCE



The thread which binds all of our efforts together is a desire to enhance the effectiveness of municipal law enforcement. This is the primary purpose of Federal funding and the State Law Enforcement Planning Agency. Heretofore we have not had this focal source of funding nor have we had an agency like SLEPA charged with pulling the loose ends together and planning for the future.

But it can be seen now that the pieces of what we have accomplished in the past are beginning to fall together as a foundation for what we shall accomplish in the future.

In short, we are striving toward an integrated system of law enforcement in New Jersey — one in which each jurisdiction is capable of maximizing its potential in harmony with the efforts of other law enforcement agencies at the State and local levels.

Now, through substantial Federal funding and the State Law Enforcement Planning Agency, the impetus exists to move ahead with initiative, determination, and an awareness of the opportunity which lies ahead.

From the remarks of ATTORNEY GENERAL
ARTHUR J. SILLS, to the first regional
conference of SLEPA, Hotel Robert Treat,
Newark, November 13, 1968.



ATTORNEY GENERAL ARTHUR J. SILLS
Chairman

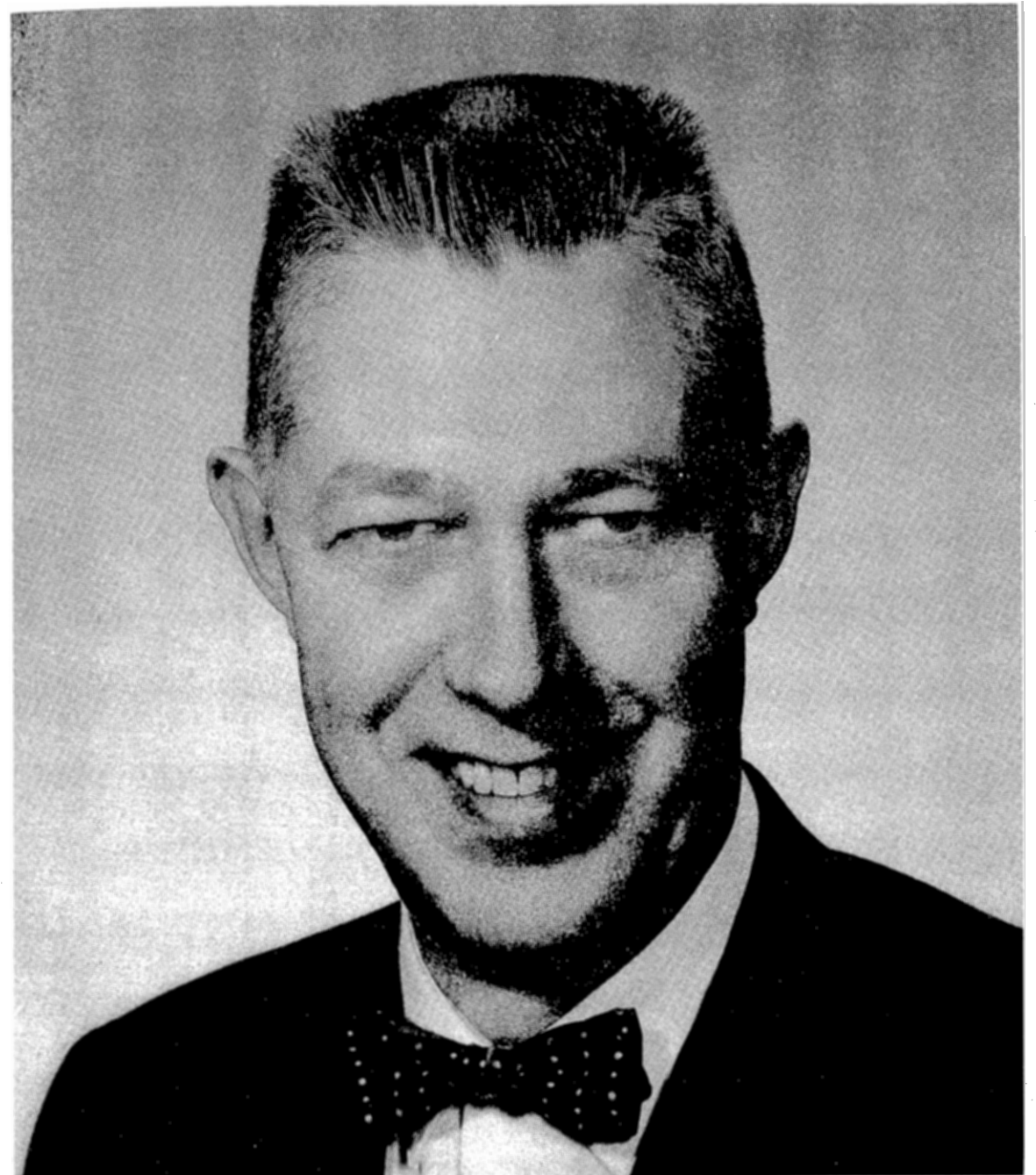
PRESIDENT, NATIONAL ASSOCIATION OF ATTORNEYS GENERAL

The mandate of the federal government under the Omnibus Crime Control Act is clearly a significant step forward in looking at and planning the attack on crime through a total system approach. My views on the need for a total system approach are well known, and I quote from a Report which sets forth those views:

Some believe the system (for administering criminal justice in New Jersey) is so ancient and accepted, it must perforce be solid, well nourished and effective. But, in fact, the system was established in another day for a peaceful rural society of friendly neighbors, while today it serves an entirely different, mobile, troubled and urban society embracing 95 per cent of New Jersey's population. The system now confronts a society of strangers and complex crime problems which did not exist during those decades long ago when the system was pieced together.

The work of the State Law Enforcement Planning Agency is implementing that total system approach. I am confident that it is a major step forward in the fight on crime.

Senator EDWIN B. FORSYTHE, quoting, in part, the Report of the Joint Legislature Committee to Study Crime and the System of Criminal Justice in New Jersey, 1969.



SENATOR EDWIN B. FORSYTHE
Vice Chairman

CHAIRMAN, SPECIAL JOINT LEGISLATIVE COMMITTEE
TO STUDY CRIME AND THE SYSTEM OF
CRIMINAL JUSTICE IN NEW JERSEY



James A. Spady
Executive Director

PREFACE

This publication includes a capsule report on the first nine months and sixteen days of the existence of the State Law Enforcement Planning Agency (SLEPA). It also includes a presentation of the crime control plan which was SLEPA's principal product during that period.

During those nine months and sixteen days there was created a plan of a kind never before attempted. In New Jersey, as in all of the other States engaged under the federal Omnibus Crime Control program, this was an entirely new challenge. Not only was there a wilderness of facts, figures, and contentions to be sifted, analyzed, and organized into a plan, but there was also a new kind of agency to be created in every detail, and in a field where there were no precedents.

But the agency — SLEPA — is, in the last analysis, only a means, not an end. As novel as its work was; as difficult as it was to take action under conditions of uncertainty for each of 286 days without precedents of any kind and under intense deadline pressures; as indispensable as the assembling and building of "in-house competence" was to success; it is nevertheless not the agency that is important, but its mission.

On the highest plane, that mission is to demonstrate that law enforcement, no less than any other governmental activity, can be improved through rational planning toward institutional change — what President Kennedy called "the lights of learning and reason".

It is our hope and trust that the first nine months and sixteen days of SLEPA's existence have been useful; that they have shown that "the lights of learning and reason" while no panacea, are the best tools we have, here as elsewhere. It is still more our hope that the ensuing four years and two months of "action" funding will redeem the promise held out by this first annual version of the plan.

To sum up what we think and hope the plan means, we return to the final lines of the Foreword of the plan itself:

This first plan cannot lead the way to a solution of all our crime problems. There is not enough money to do so, nor can all solutions be approached through the grant mechanism. But this plan can clarify the possibilities; it can fund, test, and spread the successful ones; and it can catalyze thinking and action far beyond the resources it controls directly.

That, we are confident it will do; and that, is a beginning.

The plan that is presented as Chapter V of this document, is a greatly condensed version of that which was filed in the U.S. Justice Department on May 29, 1969. This was necessary. For one thing, the full plan ran to three volumes and eighteen pounds. For another, it followed the Justice Department's requested format, which lent itself to purposes of *examination* part-by-part, rather than to *reading* as a whole.

The two volumes of appendices have been omitted. Also, the order of the four major parts has been changed to improve the flow. Also to that end, some excision and a small amount of editing has been practiced, and the graphics have been greatly supplemented and improved. In no event, however, have the program approaches of Part C been altered in any way.

We are grateful to many people and agencies for the co-operation which we acknowledge in the plan's Foreword. An especial debt of thanks, however, must be extended to the Department of Law and Public Safety, headed by Attorney General Arthur J. Sills, and to that Department's Division of State Police, headed by Colonel David B. Kelly, for use of the data and data analyses and presentations of the Uniform Crime Reporting System.

This publication was paid for by federal funds under U.S. Justice Department Grant No. P-030, and is part of the ongoing dissemination responsibility assigned to SLEPA by Public Law 90-351 (82 Stat. 197).

No consulting funds were expended by SLEPA for assistance in conceiving, structuring, writing, or producing New Jersey's crime control plan. Similarly, this present publication is solely the product of SLEPA as regards concept, layout, design, and content.

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I find the great thing in this world is not so much where we stand, as in what direction we are moving. We must set sail sometimes with the wind and sometimes against it — but we must sail, and not drift, nor lie at anchor.

OLIVER WENDELL HOLMES, 1858



The problems of crime bring us together. Even as we join in common action, we know there can be no instant victory. Ancient evils do not yield to easy conquest. We cannot limit our efforts to enemies we can see. We must, with equal resolve, seek out new knowledge, new techniques, and new understanding.

LYNDON B. JOHNSON, quoted in the frontispiece of "THE CHALLENGE OF CRIME IN A FREE SOCIETY", a report by the President's Commission on Law Enforcement and the Administration of Justice, February, 1967.

The Commission finds, first, that America must translate its well-founded alarm about crime into social action that will prevent crime. It has no doubt whatever that the most significant action that can be taken against crime is action designed to eliminate slums and ghettos, to improve education, to provide jobs, to make sure that every American is given the opportunities and the freedoms that will enable him to assume his responsibilities. We will not have dealt effectively with crime until we have alleviated the conditions that stimulate it. To speak of controlling crime only in terms of the work of the police, the courts and the correctional apparatus, is to refuse to face the fact that widespread crime implies a widespread failure by society as a whole.

The Commission finds, second, that America must translate its alarm about crime into action that will give the criminal justice system the wherewithal to do the job it is charged with doing. Every part of the system is undernourished. There is too little manpower and what there is is not well enough trained or well enough paid. Facilities and equipment are inadequate. Research programs that could lead to greater knowledge about crime and justice, and therefore to more effective operations, are almost nonexistent. To lament the increase in crime and at the same time to starve the agencies of law enforcement and justice is to whistle in the wind.

The Commission finds, third, that the officials of the criminal justice system itself must stop operating, as all too many do, by tradition or by rote. They must re-examine what they do. They must be honest about the system's shortcomings with the public and with themselves. They must be willing to take risks in order to make advances. They must be bold.

From "THE CHALLENGE OF CRIME IN A FREE SOCIETY," a report of the President's Commission on Law Enforcement and Administration of Justice, 1967.

THE WHITE HOUSE

WASHINGTON

June 20, 1968

Dear Governor Hughes:

I write to you today because as Chief Executives we share a common concern and a powerful purpose -- to wipe the stain of crime from States and cities and neighborhoods of America.

Last night I signed the Safe Streets and Crime Control Act of 1968. The heart of this new law is Title I. It gives you the unparalleled opportunity -- and confronts you with the urgent obligation -- to strengthen law enforcement and criminal justice throughout your State.

For the first time in our Nation's history, the Federal Government will be able to devote substantial resources -- \$400 million over the next two years -- to supplement the efforts of States and cities to:

- Better train, equip and pay policemen, the blue line of defense against the robber and the racketeer, the murderer and the mugger.
- Streamline and improve their over-burdened and over-taxed court systems and their outmoded correctional institutions.
- Apply the most advanced scientific techniques to prevent crime and to ferret out the criminal.

We have achieved the breakthrough. Now you must act to follow through.

The law places primary responsibility on your shoulders.

I hope that you will develop imaginative and comprehensive anti-crime blueprints and action programs with the cities and counties in your State to use wisely and efficiently and promptly the new Federal funds this act now makes available.

I urge you to examine carefully and to improve your law enforcement systems and to support the brave men who wage the hourly and daily battle against crime on the front lines of the city street, the alleys, and the local neighborhoods.

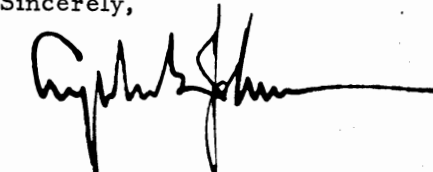
I urge you again to review your gun control laws and to speed work on the development of stringent legislation to assure that deadly weapons are kept out of the hands of the criminal, the demented, the alcoholic, and those too young to bear the terrible responsibility of owning weapons of destruction. We are moving to develop an airtight system of interstate protection. The Congress has already enacted legislation which I signed last night to control the interstate sale of hand guns which account for a majority of the firearm murders in this country. Last week I urged Congress to cover shotguns and rifles. We will appreciate any support you may feel you want to give us. We will consider further legislative gun measures once the Congress acts on this one. But we must now act to perfect this network within your State to shield our homes and families from the horrors of murder at muzzle point.

For your information, I am enclosing a copy of my statement when I signed the Safe Streets and Crime Control Act of 1968. I pledge to you the full support of all the agencies of the Federal Government in this new crime-fighting partnership which this new law makes possible. I have asked the Attorney General and my Assistant for Federal-State Relations, Governor Price Daniel, to cooperate in every way with you.

The hour is late but there is still time -- if we take full advantage of the golden opportunity which the Safe Streets Program presents to State and local officials throughout this Nation.

I ask you to enlist now in this vital effort as we seek to control crime and enlarge public safety.

Sincerely,



Honorable Richard J. Hughes
Governor of New Jersey
Trenton, New Jersey

Enclosure

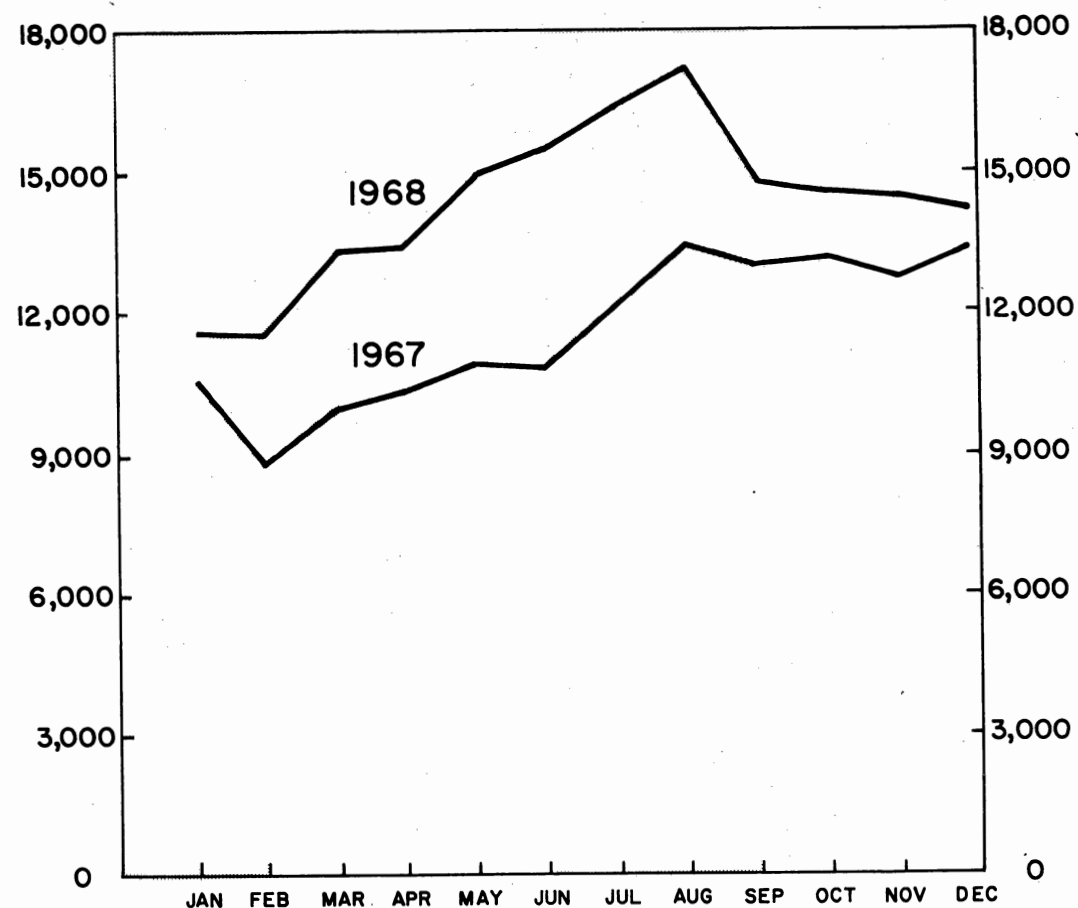
CRIME INDEX FOR THE STATE, 1968

OFFENSES	NUMBER OF INDEX OFFENSES	RATE PER 100,000 INHABITANTS	PERCENT DISTRIBUTION	PERCENT CLEARED
MURDER	355	4.9	0.2	73.2
FORCIBLE RAPE	800	11.1	0.5	58.6
Rape by Force	579			
Assault to Rape – Attempts	221			
ROBBERY	8,716	121.0	5.0	19.5
Armed – Any Weapon	5,013			
Strong Arm – No Weapon	3,703			
ATROCIOUS ASSAULT	6,660	92.5	3.9	63.0
Gun	1,068			
Knife or Cutting Instrument	2,389			
Other Dangerous Weapon	1,386			
Hands, Fists, Feet, Etc.,	1,817			
BREAKING AND ENTERING	71,445	991.8	41.5	12.2
Forcible Entry	57,406			
Unlawful Entry – No Force	7,974			
Attempted – Forcible Entry	6,065			
LARCENY \$50 and OVER	47,524	659.7	27.6	8.8
\$200 and Over	13,557			
\$50 to \$200	33,967			
AUTO THEFT	36,592	508.0	21.3	10.4
Total For New Jersey	172,092	2,389.0	100.0	13.6

CRIME TRENDS, 1967–1968, NUMBER – RATE

INDEX OFFENSES	YEAR	NUMBER OF OFFENSES	PERCENT CHANGE	RATE PER 100,000 INHABITANTS	PERCENT CHANGE
Murder	1967	274		3.9	
	1968	355	+29.6	4.9	+25.6
Forcible Rape	1967	687		9.7	
	1968	800	+16.4	11.1	+14.4
Robbery	1967	5,775		81.5	
	1968	8,716	+50.9	121.0	+48.5
Atrocious Assault	1967	6,588		93.0	
	1968	6,660	+ 1.1	92.5	- 0.5
Breaking and Entering	1967	60,603		855.1	
	1968	71,445	+17.9	991.8	+16.0
Larceny \$50 and Over	1967	35,786		504.9	
	1968	47,524	+32.8	659.7	+30.7
Auto Theft	1967	29,787		420.3	
	1968	36,592	+22.8	508.0	+ 20.9
TOTAL for NEW JERSEY	1967	139,500		1,968.3	
	1968	172,092	+23.4	2,389.0	+21.4

CHART 1
TOTAL CRIME INDEX
BY MONTH
1967 - 1968



Text of Title I

Public Law 90-351
90th Congress, H. R. 5037
June 19, 1968

An Act

To assist State and local governments in reducing the incidence of crime, to increase the effectiveness, fairness, and coordination of law enforcement and criminal justice systems at all levels of government, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Omnibus Crime Control and Safe Streets Act of 1968".

Omnibus Crime
Control and
Safe Streets
Act of 1968.

TITLE I—LAW ENFORCEMENT ASSISTANCE

DECLARATIONS AND PURPOSE

Congress finds that the high incidence of crime in the United States threatens the peace, security, and general welfare of the Nation and its citizens. To prevent crime and to insure the greater safety of the people, law enforcement efforts must be better coordinated, intensified, and made more effective at all levels of government.

Congress finds further that crime is essentially a local problem that must be dealt with by State and local governments if it is to be controlled effectively.

It is therefore the declared policy of the Congress to assist State and local governments in strengthening and improving law enforcement at every level by national assistance. It is the purpose of this title to (1) encourage States and units of general local government to prepare and adopt comprehensive plans based upon their evaluation of State and local problems of law enforcement; (2) authorize grants to States and units of local government in order to improve and strengthen law enforcement; and (3) encourage research and development directed toward the improvement of law enforcement and the development of new methods for the prevention and reduction of crime and the detection and apprehension of criminals.

82 STAT. 197
82 STAT. 198

PART A—LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

SEC. 101. (a) There is hereby established within the Department of Justice, under the general authority of the Attorney General, a Law Enforcement Assistance Administration (hereafter referred to in this title as "Administration").

(b) The Administration shall be composed of an Administrator of Law Enforcement Assistance and two Associate Administrators of Law Enforcement Assistance, who shall be appointed by the President, by and with the advice and consent of the Senate. No more than two members of the Administration shall be the same political party, and members shall be appointed with due regard to their fitness, knowledge, and experience to perform the functions, powers, and duties vested in the Administration by this title.

(c) It shall be the duty of the Administration to exercise all of the functions, powers, and duties created and established by this title, except as otherwise provided.

PART B—PLANNING GRANTS

SEC. 201. It is the purpose of this part to encourage States and units of general local government to prepare and adopt comprehensive law enforcement plans based on their evaluation of State and local problems of law enforcement.

State planning agencies.

82 STAT. 198
82 STAT. 199

Functions.

Allocation of funds.

SEC. 202. The Administration shall make grants to the States for the establishment and operation of State law enforcement planning agencies (hereinafter referred to in this title as "State planning agencies") for the preparation, development, and revision of the State plans required under section 303 of this title. Any State may make application to the Administration for such grants within six months of the date of enactment of this Act.

SEC. 203. (a) A grant made under this part to a State shall be utilized by the State to establish and maintain a State planning agency. Such agency shall be created or designated by the chief executive of the State and shall be subject to his jurisdiction. The State planning agency shall be representative of law enforcement agencies of the State and of the units of general local government within the State.

(b) The State planning agency shall—

(1) develop, in accordance with part C, a comprehensive state-wide plan for the improvement of law enforcement throughout the State;

(2) define, develop, and correlate programs and projects for the State and the units of general local government in the State or combinations of States or units for improvement in law enforcement; and

(3) establish priorities for the improvement in law enforcement throughout the State.

(c) The State planning agency shall make such arrangements as such agency deems necessary to provide that at least 40 per centum of all Federal funds granted to such agency under this part for any fiscal year will be available to units of general local government or combinations of such units to enable such units and combinations of such units to participate in the formulation of the comprehensive State plan required under this part. Any portion of such 40 per centum in any State for any fiscal year not required for the purpose set forth in the preceding sentence shall be available for expenditure by such State agency from time to time on dates during such year as the Administration may fix, for the development by it of the State plan required under this part.

SEC. 204. A Federal grant authorized under this part shall not exceed 90 per centum of the expenses of the establishment and operation of the State planning agency, including the preparation, development, and revision of the plans required by part C. Where Federal grants under this part are made directly to units of general local government as authorized by section 305, the grant shall not exceed 90 per centum of the expenses of local planning, including the preparation, development, and revision of plans required by part C.

SEC. 205. Funds appropriated to make grants under this part for a fiscal year shall be allocated by the Administration among the States for use therein by the State planning agency or units of general local government, as the case may be. The Administration shall allocate \$100,000 to each of the States; and it shall then allocate the remainder of such funds available among the States according to their relative populations.

PART C—GRANTS FOR LAW ENFORCEMENT PURPOSES

SEC. 301. (a) It is the purpose of this part to encourage States and units of general local government to carry out programs and projects to improve and strengthen law enforcement.

(b) The Administration is authorized to make grants to States having comprehensive State plans approved by it under this part, for—

(1) Public protection, including the development, demonstration, evaluation, implementation, and purchase of methods, devices, facilities, and equipment designed to improve and strengthen law enforcement and reduce crime in public and private places.

(2) The recruiting of law enforcement personnel and the training of personnel in law enforcement.

(3) Public education relating to crime prevention and encouraging respect for law and order, including education programs in schools and programs to improve public understanding of and cooperation with law enforcement agencies.

(4) Construction of buildings or other physical facilities which would fulfill or implement the purposes of this section.

(5) The organization, education, and training of special law enforcement units to combat organized crime, including the establishment and development of State organized crime prevention councils, the recruiting and training of special investigative and prosecuting personnel, and the development of systems for collecting, storing, and disseminating information relating to the control of organized crime.

(6) The organization, education, and training of regular law enforcement officers, special law enforcement units, and law enforcement reserve units for the prevention, detection, and control of riots and other violent civil disorders, including the acquisition of riot control equipment.

(7) The recruiting, organization, training and education of community service officers to serve with and assist local and State law enforcement agencies in the discharge of their duties through such activities as recruiting; improvement of police-community relations and grievance resolution mechanisms; community patrol activities; encouragement of neighborhood participation in crime prevention and public safety efforts; and other activities designed to improve police capabilities, public safety and the objectives of this section: *Provided*, That in no case shall a grant be made under this subcategory without the approval of the local government or local law enforcement agency.

(c) The amount of any Federal grant made under paragraph (5) or (6) of subsection (b) of this section may be up to 75 per centum of the cost of the program or project specified in the application for such grant. The amount of any grant made under paragraph (4) of subsection (b) of this section may be up to 50 per centum of the cost of the program or project specified in the application for such grant. The amount of any other grant made under this part may be up to 60 per centum of the cost of the program or project specified in the application for such grant: *Provided*, That no part of any grant for the purpose of construction of buildings or other physical facilities shall be used for land acquisition.

(d) Not more than one-third of any grant made under this part may be expended for the compensation of personnel. The amount of any such grant expended for the compensation of personnel shall not exceed the amount of State or local funds made available to increase such compensation. The limitations contained in this subsection shall not apply to the compensation of personnel for time engaged in conducting or undergoing training programs.

SEC. 302. Any State desiring to participate in the grant program under this part shall establish a State planning agency as described in part B of this title and shall within six months after approval of a planning grant under part B submit to the Administration through

Federal grants, amounts.

Prohibition.

Comprehensive
State plans,
requirements.

such State planning agency a comprehensive State plan formulated pursuant to part B of this title.

SEC. 303. The Administration shall make grants under this title to a State planning agency if such agency has on file with the Administration an approved comprehensive State plan (not more than one year in age) which conforms with the purposes and requirements of this title. Each such plan shall—

(1) provide for the administration of such grants by the State planning agency;

(2) provide that at least 75 per centum of all Federal funds granted to the State planning agency under this part for any fiscal year will be available to units of general local government or combinations of such units for the development and implementation of programs and projects for the improvement of law enforcement;

(3) adequately take into account the needs and requests of the units of general local government in the State and encourage local initiative in the development of programs and projects for improvements in law enforcement, and provide for an appropriately balanced allocation of funds between the State and the units of general local government in the State and among such units;

(4) incorporate innovations and advanced techniques and contain a comprehensive outline of priorities for the improvement and coordination of all aspects of law enforcement dealt with in the plan, including descriptions of: (A) general needs and problems; (B) existing systems; (C) available resources; (D) organizational systems and administrative machinery for implementing the plan; (E) the direction, scope, and general types of improvements to be made in the future; and (F) to the extent appropriate, the relationship of the plan to other relevant State or local law enforcement plans and systems;

(5) provide for effective utilization of existing facilities and permit and encourage units of general local government to combine or provide for cooperative arrangements with respect to services, facilities, and equipment;

(6) provide for research and development;

(7) provide for appropriate review of procedures of actions taken by the State planning agency disapproving an application for which funds are available or terminating or refusing to continue financial assistance to units of general local government or combinations of such units;

(8) demonstrate the willingness of the State and units of general local government to assume the costs of improvements funded under this part after a reasonable period of Federal assistance;

(9) demonstrate the willingness of the State to contribute technical assistance or services for programs and projects contemplated by the statewide comprehensive plan and the programs and projects contemplated by units of general local government;

(10) set forth policies and procedures designed to assure that Federal funds made available under this title will be so used as not to supplant State or local funds, but to increase the amounts of such funds that would in the absence of such Federal funds be made available for law enforcement;

(11) provide for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting of funds received under this part; and

(12) provide for the submission of such reports in such form and containing such information as the Administration may reasonably require.

Any portion of the 75 per centum to be made available pursuant to paragraph (2) of this section in any State in any fiscal year not required for the purposes set forth in such paragraph (2) shall be available for expenditure by such State agency from time to time on dates during such year as the Administration may fix, for the development and implementation of programs and projects for the improvement of law enforcement and in conformity with the State plan.

SEC. 304. State planning agencies shall receive applications for financial assistance from units of general local government and combinations of such units. When a State planning agency determines that such an application is in accordance with the purposes stated in section 301 and is in conformance with any existing statewide comprehensive law enforcement plan, the State planning agency is authorized to disburse funds to the applicant.

SEC. 305. Where a State fails to make application for a grant to establish a State planning agency pursuant to part B of this title within six months after the date of enactment of this Act, or where a State fails to file a comprehensive plan pursuant to part B within six months after approval of a planning grant to establish a State planning agency, the Administration may make grants under part B and part C of this title to units of general local government or combinations of such units: *Provided, however,* That any such unit or combination of such units must certify that it has submitted a copy of its application to the chief executive of the State in which such unit or combination of such units is located. The chief executive shall be given not more than sixty days from date of receipt of the application to submit to the Administration in writing an evaluation of the project set forth in the application. Such evaluation shall include comments on the relationship of the application to other applications then pending, and to existing or proposed plans in the State for the development of new approaches to and improvements in law enforcement. If an application is submitted by a combination of units of general local government which is located in more than one State, such application must be submitted to the chief executive of each State in which the combination of such units is located. No grant under this section to a local unit of general government shall be for an amount in excess of 60 per centum of the cost of the project or program with respect to which it was made.

SEC. 306. Funds appropriated to make grants under this part for a fiscal year shall be allocated by the Administration among the States for use therein by the State planning agency or units of general local government, as the case may be. Of such funds, 85 per centum shall be allocated among the States according to their respective populations and 15 per centum thereof shall be allocated as the Administration may determine, plus such additional amounts as may be made available by virtue of the application of the provisions of section 509 to the grant to any State.

SEC. 307. (a) In making grants under this part, the Administration and each State planning agency, as the case may be, shall give special emphasis, where appropriate or feasible, to programs and projects dealing with the prevention, detection, and control of organized crime and of riots and other violent civil disorders.

(b) Notwithstanding the provisions of section 303 of this part, until August 31, 1968, the Administration is authorized to make grants for programs and projects dealing with the prevention, detection, and

Grants to local
government units.

Project evaluation
by State
chief executive.

Amount.

Allocation of
funds.

Priority programs.

control of riots and other violent civil disorders on the basis of applications describing in detail the programs, projects, and costs of the items for which the grants will be used, and the relationship of the programs and projects to the applicant's general program for the improvement of law enforcement.

PART D—TRAINING, EDUCATION, RESEARCH, DEMONSTRATION, AND SPECIAL GRANTS

SEC. 401. It is the purpose of this part to provide for and encourage training, education, research, and development for the purpose of improving law enforcement and developing new methods for the prevention and reduction of crime, and the detection and apprehension of criminals.

National Institute of Law Enforcement and Criminal Justice. Establishment. Functions.

SEC. 402. (a) There is established within the Department of Justice a National Institute of Law Enforcement and Criminal Justice (hereafter referred to in this part as "Institute"). The Institute shall be under the general authority of the Administration. It shall be the purpose of the Institute to encourage research and development to improve and strengthen law enforcement.

(b) The Institute is authorized—

(1) to make grants to, or enter into contracts with, public agencies, institutions of higher education, or private organizations to conduct research, demonstrations, or special projects pertaining to the purposes described in this title, including the development of new or improved approaches, techniques, systems, equipment, and devices to improve and strengthen law enforcement;

(2) to make continuing studies and undertake programs of research to develop new or improved approaches, techniques, systems, equipment, and devices to improve and strengthen law enforcement, including, but not limited to, the effectiveness of projects or programs carried out under this title;

(3) to carry out programs of behavioral research designed to provide more accurate information on the causes of crime and the effectiveness of various means of preventing crime, and to evaluate the success of correctional procedures;

(4) to make recommendations for action which can be taken by Federal, State, and local governments and by private persons and organizations to improve and strengthen law enforcement;

(5) to carry out programs of instructional assistance consisting of research fellowships for the programs provided under this section, and special workshops for the presentation and dissemination of information resulting from research, demonstrations, and special projects authorized by this title.

(6) to carry out a program of collection and dissemination of information obtained by the Institute or other Federal agencies, public agencies, institutions of higher education, or private organizations engaged in projects under this title, including information relating to new or improved approaches, techniques, systems, equipment, and devices to improve and strengthen law enforcement; and

(7) to establish a research center to carry out the programs described in this section.

Grants, amount.

Conditions.

SEC. 403. A grant authorized under this part may be up to 100 per centum of the total cost of each project for which such grant is made. The Administration shall require, whenever feasible, as a condition of approval of a grant under this part, that the recipient contribute money, facilities, or services to carry out the purpose for which the grant is sought.

SEC. 404. (a) The Director of the Federal Bureau of Investigation is authorized to—

F.B.I. law enforcement training programs.

(1) establish and conduct training programs at the Federal Bureau of Investigation National Academy at Quantico, Virginia, to provide, at the request of a State or unit of local government, training for State and local law enforcement personnel;

(2) develop new or improved approaches, techniques, systems, equipment, and devices to improve and strengthen law enforcement; and

(3) assist in conducting, at the request of a State or unit of local government, local and regional training programs for the training of State and local law enforcement personnel. Such training shall be provided only for persons actually employed as State police or highway patrol, police of a unit of local government, sheriffs and their deputies, and such other persons as the State or unit may nominate for police training while such persons are actually employed as officers of such State or unit.

(b) In the exercise of the functions, powers, and duties established under this section the Director of the Federal Bureau of Investigation shall be under the general authority of the Attorney General.

SEC. 405. (a) Subject to the provisions of this section, the Law Enforcement Assistance Act of 1965 (79 Stat. 828) is repealed: *Provided, That—*

Repeal. 18 USC prec. 3001 note. Continuation of projects.

(1) The Administration, or the Attorney General until such time as the members of the Administration are appointed, is authorized to obligate funds for the continuation of projects approved under the Law Enforcement Assistance Act of 1965 prior to the date of enactment of this Act to the extent that such approval provided for continuation.

(2) Any funds obligated under subsection (1) of this section and all activities necessary or appropriate for the review under subsection (3) of this section may be carried out with funds previously appropriated and funds appropriated pursuant to this title.

(3) Immediately upon establishment of the Administration, it shall be its duty to study, review, and evaluate projects and programs funded under the Law Enforcement Assistance Act of 1965. Continuation of projects and programs under subsections (1) and (2) of this section shall be in the discretion of the Administration.

SEC. 406. (a) Pursuant to the provisions of subsections (b) and (c) of this section, the Administration is authorized, after appropriate consultation with the Commissioner of Education, to carry out programs of academic educational assistance to improve and strengthen law enforcement.

Academic educational assistance.

(b) The Administration is authorized to enter into contracts to make, and make, payments to institutions of higher education for loans, not exceeding \$1,800 per academic year to any person, to persons enrolled on a full-time basis in undergraduate or graduate programs approved by the Administration and leading to degrees or certificates in areas directly related to law enforcement or preparing for employment in law enforcement, with special consideration to police or correctional personnel of States or units of general local government on academic leave to earn such degrees or certificates. Loans to persons assisted under this subsection shall be made on such terms and conditions as the Administration and the institution offering such programs may determine, except that the total amount of any such loan, plus interest, shall be canceled for service as a full-time officer or employee of a law enforcement agency at the rate of 25 per centum of the total

Loans.

amount of such loans plus interest for each complete year of such service or its equivalent of such service, as determined under regulations of the Administration.

Tuition and fees. (c) The Administration is authorized to enter into contracts to make, and make, payments to institutions of higher education for tuition and fees, not exceeding \$200 per academic quarter or \$300 per semester for any person, for officers of any publicly funded law enforcement agency enrolled on a full-time or part-time basis in courses included in an undergraduate or graduate program which is approved by the Administration and which leads to a degree or certificate in an area related to law enforcement or an area suitable for persons employed in law enforcement. Assistance under this subsection may be granted only on behalf of an applicant who enters into an agreement to remain in the service of the law enforcement agency employing such applicant for a period of two years following completion of any course for which payments are provided under this subsection, and in the event such service is not completed, to repay the full amount of such payments on such terms and in such manner as the Administration may prescribe.

Service agreements.

PART E—ADMINISTRATIVE PROVISIONS

SEC. 501. The Administration is authorized, after appropriate consultation with representatives of States and units of general local government, to establish such rules, regulations, and procedures as are necessary to the exercise of its functions, and are consistent with the stated purpose of this title.

SEC. 502. The Administration may delegate to any officer or official of the Administration, or, with the approval of the Attorney General, to any officer of the Department of Justice such functions as it deems appropriate.

SEC. 503. The functions, powers, and duties specified in this title to be carried out by the Administration shall not be transferred elsewhere in the Department of Justice unless specifically hereafter authorized by the Congress.

Subpena power, etc. SEC. 504. In carrying out its functions, the Administration, or upon authorization of the Administration, any member thereof or any hearing examiner assigned to or employed by the Administration, shall have the power to hold hearings, sign and issue subpoenas administer oaths, examine witnesses, and receive evidence at any place in the United States it may designate.

80 Stat. 461. SEC. 505. Section 5315 of title 5, United States Code, is amended by adding at the end thereof—

“(90) Administrator of Law Enforcement Assistance.”

SEC. 506. Section 5316 of title 5, United States Code, is amended by adding at the end thereof—

“(126) Associate Administrator of Law Enforcement Assistance.”

Officers and employees. SEC. 507. Subject to the civil service and classification laws, the Administration is authorized to select, appoint, employ, and fix compensation of such officers and employees, including hearing examiners, as shall be necessary to carry out its powers and duties under this title.

SEC. 508. The Administration is authorized, on a reimbursable basis when appropriate, to use the available services, equipment, personnel, and facilities of the Department of Justice and of other civilian or military agencies and instrumentalities of the Federal Government, and to cooperate with the Department of Justice and such other agencies and instrumentalities in the establishment and

use of services, equipment, personnel, and facilities of the Administration. The Administration is further authorized to confer with and avail itself of the cooperation, services, records, and facilities of State, municipal, or other local agencies.

SEC. 509. Whenever the Administration, after reasonable notice and opportunity for hearing to an applicant or a grantee under this title, finds that, with respect to any payments made or to be made under this title, there is a substantial failure to comply with—

Noncompliance
Withholding of
payments.

- (a) the provisions of this title;
- (b) regulations promulgated by the Administration under this title; or
- (c) a plan or application submitted in accordance with the provisions of this title;

the Administration shall notify such applicant or grantee that further payments shall not be made (or in its discretion that further payments shall not be made for activities in which there is such failure), until there is no longer such failure.

SEC. 510. (a) In carrying out the functions vested by this title in the Administration, the determination, findings, and conclusions of the Administration shall be final and conclusive upon all applicants, except as hereafter provided.

(b) If the application has been rejected or an applicant has been denied a grant or has had a grant, or any portion of a grant, discontinued, or has been given a grant in a lesser amount than such applicant believes appropriate under the provisions of this title, the Administration shall notify the applicant or grantee of its action and set forth the reason for the action taken. Whenever an applicant or grantee requests a hearing on action taken by the Administration on an application or a grant the Administration, or any authorized officer thereof, is authorized and directed to hold such hearings or investigations at such times and places as the Administration deems necessary, following appropriate and adequate notice to such applicant; and the findings of fact and determinations made by the Administration with respect thereto shall be final and conclusive, except as otherwise provided herein.

Notice and
hearing.

(c) If such applicant is still dissatisfied with the findings and determinations of the Administration, following the notice and hearing provided for in subsection (b) of this section, a request may be made for rehearing, under such regulations and procedures as the Administration may establish, and such applicant shall be afforded an opportunity to present such additional information as may be deemed appropriate and pertinent to the matter involved. The findings and determinations of the Administration, following such rehearing, shall be final and conclusive upon all parties concerned, except as hereafter provided.

Request for
rehearing.

SEC. 511. (a) If any applicant or grantee is dissatisfied with the Administration's final action with respect to the approval of its application or plan submitted under this title, or any applicant or grantee is dissatisfied with the Administration's final action under section 509 or section 510, such applicant or grantee may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such applicant or grantee is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Administration. The Administration shall thereupon file in the court the record of the proceedings on which the action of the Administration was based, as provided in section 2112 of title 28, United States Code.

Review action.

72 Stat. 941;
80 Stat. 1323.

62 Stat. 928.
Duration of
programs.

Statistics,
etc., from
other Federal
departments.

Restriction.

Advisory com-
mittees, ap-
pointment and
compensation.

80 Stat. 499.

(b) The determinations and the findings of fact by the Administration, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Administration to take further evidence. The Administration may thereupon make new or modified findings of fact and may modify its previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact or determinations shall likewise be conclusive if supported by substantial evidence.

(c) Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Administration or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

SEC. 512. Unless otherwise specified in this title, the Administration shall carry out the programs provided for in this title during the fiscal year ending June 30, 1968, and the five succeeding fiscal years.

SEC. 513. To insure that all Federal assistance to State and local programs under this title is carried out in a coordinated manner, the Administration is authorized to request any Federal department or agency to supply such statistics, data, program reports, and other material as the Administration deems necessary to carry out its functions under this title. Each such department or agency is authorized to cooperate with the Administration and, to the extent permitted by law, to furnish such materials to the Administration. Any Federal department or agency engaged in administering programs related to this title shall, to the maximum extent practicable, consult with and seek advice from the Administration to insure fully coordinated efforts, and the Administration shall undertake to coordinate such efforts.

SEC. 514. The Administration may arrange with and reimburse the heads of other Federal departments and agencies for the performance of any of its functions under this title.

SEC. 515. The Administration is authorized—

(a) to conduct evaluation studies of the programs and activities assisted under this title;

(b) to collect, evaluate, publish, and disseminate statistics and other information on the condition and progress of law enforcement in the several States; and

(c) to cooperate with and render technical assistance to States, units of general local government, combinations of such States or units, or other public or private agencies, organizations, or institutions in matters relating to law enforcement.

SEC. 516. (a) Payments under this title may be made in installments, and in advance or by way of reimbursement, as may be determined by the Administration.

(b) Not more than 12 per centum of the sums appropriated for any fiscal year to carry out the provisions of this title may be used within any one State except that this limitation shall not apply to grants made pursuant to part D.

SEC. 517. The Administration is authorized to appoint such technical or other advisory committees to advise the Administration with respect to the administration of this title as it deems necessary. Members of such committees not otherwise in the employ of the United States, while attending meetings of the committees, shall be entitled to receive compensation at a rate to be fixed by the Administration but not exceeding \$75 per diem, and while away from home or regular place of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons in the Government service employed intermittently.

SEC. 518. (a) Nothing contained in this title or any other Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over any police force or any other law enforcement agency of any State or any political subdivision thereof.

(b) Notwithstanding any other provision of law nothing contained in this title shall be construed to authorize the Administration (1) to require, or condition the availability or amount of a grant upon, the adoption by an applicant or grantee under this title of a percentage ratio, quota system, or other program to achieve racial balance or to eliminate racial imbalance in any law enforcement agency, or (2) to deny or discontinue a grant because of the refusal of an applicant or grantee under this title to adopt such a ratio, system, or other program.

SEC. 519. On or before August 31, 1968, and each year thereafter, the Administration shall report to the President and to the Congress on activities pursuant to the provisions of this title during the preceding fiscal year.

SEC. 520. For the purpose of carrying out this title, there is authorized to be appropriated the sums of \$100,111,000 for the fiscal years ending June 30, 1968, and June 30, 1969, \$300,000,000 for the fiscal year ending June 30, 1970, and for succeeding fiscal years such sums as the Congress might authorize: *Provided, however,* That of the amount appropriated for the fiscal years ending June 30, 1968, and June 30, 1969—

(a) the sum of \$25,000,000 shall be for the purposes of part B;
(b) the sum of \$50,000,000 shall be for the purposes of part C, of which amount—

(1) not more than \$2,500,000 shall be for the purposes of section 302(b)(3);

(2) not more than \$15,000,000 shall be for the purposes of section 302(b)(5), of which not more than \$1,000,000 may be used within any one State;

(3) not more than \$15,000,000 shall be for the purposes of section 302(b)(6); and

(4) not more than \$10,000,000 shall be for the purposes of correction, probation, and parole; and

(c) the sum of \$25,111,000 shall be for the purposes of part D, of which \$5,111,000 shall be for the purposes of section 404, and not more than \$10,000,000 shall be for the purposes of section 406.

SEC. 521. (a) Each recipient of assistance under this Act shall keep such records as the Administration shall prescribe, including records which fully disclose the amount and disposition by such recipient of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, and the amount of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

(b) The Administration and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access for purpose of audit and examinations to any books, documents, papers, and records of the recipients that are pertinent to the grants received under this title.

SEC. 522. Section 204(a) of the Demonstration Cities and Metropolitan Development Act of 1966 is amended by inserting "law enforcement facilities," immediately after "transportation facilities,".

Report to
President and
Congress.

Appropriations.

Recordkeeping
requirements.

80 Stat. 1262.
42 USC 3334.

PART F—DEFINITIONS

SEC. 601. As used in this title—

(a) "Law enforcement" means all activities pertaining to crime prevention or reduction and enforcement of the criminal law.

(b) "Organized crime" means the unlawful activities of the members of a highly organized, disciplined association engaged in supplying illegal goods and services, including but not limited to gambling, prostitution, loan sharking, narcotics, labor racketeering, and other unlawful activities of members of such organizations.

(c) "State" means any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, and any territory or possession of the United States.

(d) "Unit of general local government" means any city, county, township, town, borough, parish, village, or other general purpose political subdivision of a State, or an Indian tribe which performs law enforcement functions as determined by the Secretary of the Interior.

(e) "Combination" as applied to States or units of general local government means any grouping or joining together of such States or units for the purpose of preparing, developing, or implementing a law enforcement plan.

(f) "Construction" means the erection, acquisition, expansion, or repair (but not including minor remodeling or minor repairs) of new or existing buildings or other physical facilities, and the acquisition or installation of initial equipment therefor.

(g) "State organized crime prevention council" means a council composed of not more than seven persons established pursuant to State law or established by the chief executive of the State for the purpose of this title, or an existing agency so designated, which council shall be broadly representative of law enforcement officials within such State and whose members by virtue of their training or experience shall be knowledgeable in the prevention and control of organized crime.

(h) "Metropolitan area" means a standard metropolitan statistical area as established by the Bureau of the Budget, subject, however, to such modifications and extensions as the Administration may determine to be appropriate.

(i) "Public agency" means any State, unit of local government, combination of such States or units, or any department, agency, or instrumentality of any of the foregoing.

(j) "Institution of higher education" means any such institution as defined by section 801(a) of the Higher Education Act of 1965 (79 Stat. 1269; 20 U.S.C. 1141(a)), subject, however, to such modifications and extensions as the Administration may determine to be appropriate.

(k) "Community service officer" means any citizen with the capacity, motivation, integrity, and stability to assist in or perform police work but who may not meet ordinary standards for employment as a regular police officer selected from the immediate locality of the police department of which he is to be a part, and meeting such other qualifications promulgated in regulations pursuant to section 501 as the administration may determine to be appropriate to further the purposes of section 301(b)(7) and this Act.

TITLE XI—GENERAL PROVISIONS

Separability.

SEC. 1601. If the provisions of any part of this Act or any amendments made thereby or the application thereof to any person or circumstances be held invalid, the provisions of the other parts and their application to other persons or circumstances shall not be affected thereby.

Approved June 19, 1968, 7:14 p. m.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 488 (Comm. on the Judiciary).

SENATE REPORT No. 1097 accompanying S. 917 (Comm. on the Judiciary).

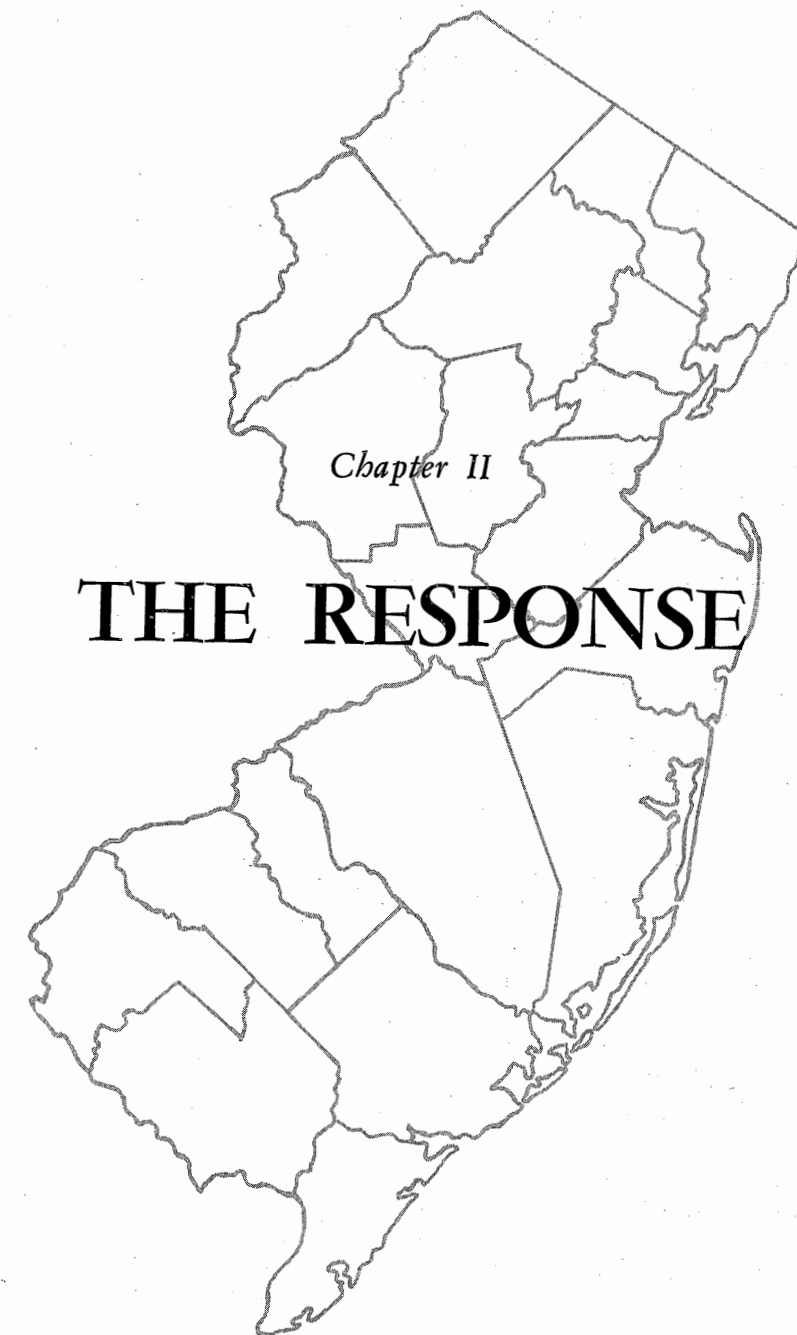
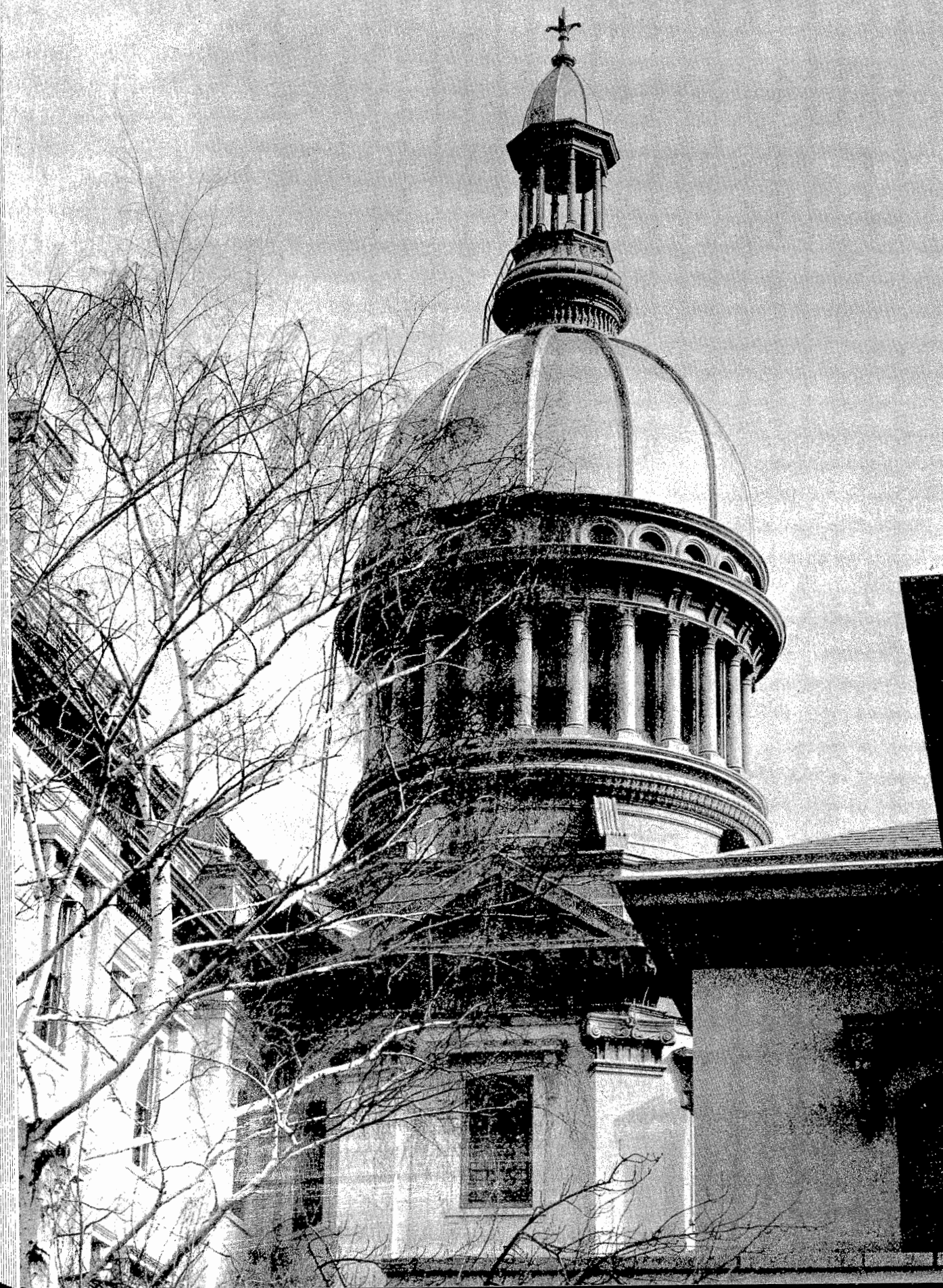
CONGRESSIONAL RECORD:

Vol. 113 (1967): Aug. 2, 3, 8, considered and passed House.

Vol. 114 (1968): May 1-3, 6-10, 13-17, 20-23, S. 917 considered in Senate.

May 23, 24, considered and passed Senate, amended, in lieu of S. 917.

June 6, House agreed to Senate amendment.



**STATE OF NEW JERSEY
EXECUTIVE DEPARTMENT**

EXECUTIVE ORDER No. 45

WHEREAS, the 90th Congress of the United States has enacted, and on June 19, 1968, the President has signed into law, legislation popularly referred to as the "Omnibus Crime Control and Safe Streets Act of 1968;" and

WHEREAS, Title I of the "Omnibus Crime Control and Safe Streets Act of 1968" authorizes grants to the states for creation of comprehensive statewide plans for improvement of law enforcement and the administration of criminal justice, and upon federal approval of such plans authorizes implementation grants to carry out their provisions; and

WHEREAS, modern, efficient, and fair law enforcement and criminal justice are of vital importance to the citizens of New Jersey; and

WHEREAS, the public interest of the citizens of New Jersey requires that the State fully implement the provisions of Title I of the "Omnibus Crime Control and Safe Streets Act of 1968" to strengthen local and State law enforcement procedures, facilities, personnel and techniques; and

WHEREAS, the "Omnibus Crime Control and Safe Streets Act of 1968" requires the Governor to designate a State agency having a specific composition of representatives empowered to apply for, receive, and administer federal grants thereunder;

NOW THEREFORE, I, Richard J. Hughes, Governor of the State of New Jersey, by virtue of the authority vested in me by the Constitution and by the statutes of this State, do hereby ORDER and DIRECT:

1. (a) There is hereby created the New Jersey State Law Enforcement Planning Agency, in the Executive Office of the Governor, and subject to the jurisdiction of the Governor.

(b) The New Jersey State Law Enforcement Planning Agency (hereinafter referred to as the "Agency") shall consist of two parts, to wit, a Governing Board, and a staff under the supervision of an Executive Director (who shall also be the Administrator).

(c) The Governing Board shall consist of members chosen by the Governor to be representative of the police, prosecutive, corrections, and court functions on the State level; the police, prosecutive, corrections, and general government functions on the local level; and the public other than law enforcement personnel. Members of the Board shall serve without

compensation, but within the limits of funds available therefor, shall be entitled to reasonable reimbursement for all necessary expenses incurred in the discharge of their duties.

(d) The Attorney General of New Jersey shall be Chairman of the Governing Board.

2. (a) The Agency shall be responsible to the Governor for the implementation of Title I of the "Omnibus Crime Control and Safe Streets Act of 1968" in the State of New Jersey.

(b) The Agency shall, at regular intervals, inform the Governor and the Legislature in writing as to developments regarding implementation of Title I of the "Omnibus Crime Control and Safe Streets Act of 1968" in the State of New Jersey.

(c) The Agency shall twice during each year summarize progress made in implementation of Title I of the "Omnibus Crime Control and Safe Streets Act of 1968" in written progress reports to the Governor, the Legislature, the Courts, and the chief executives of local government units within the State of New Jersey.

(d) The Governing Board shall maintain general oversight, review, evaluation, and approval of the law enforcement improvement activities of the Executive Director and staff pursuant to Title I of the "Omnibus Crime Control and Safe Streets Act of 1968," including development and revision of the State law enforcement plan, establishment of priorities for law enforcement improvement in the State, correlation with units of local government and law enforcement, and implementation of subgrants or allocations thereto.

(e) The Governor shall appoint the Executive Director, who shall serve at the pleasure of the Governor. Between meetings of the Governing Board, the Executive Director shall be available to the Governor for consultations or information relating to any matters concerning the work of the Agency.

(f) The Executive Director is hereby authorized, on behalf of the Agency, to call upon any department, office, division or agency of the State to supply such data, information, or assistance as shall be necessary to the discharge of the responsibilities of the Agency under this Order. Each department, office, division or agency of the State is hereby authorized and directed, to the extent not inconsistent with law, to provide such data, information or assistance to the Agency.

(g) The Executive Director may attend Cabinet conferences at the pleasure of the Governor.

(h) The Agency shall, relative to the subject matter of this Order, have the power to promulgate all necessary rules, regulations, and guidelines for local law enforcement planning applications, and for the administration of grants to local law enforcement agencies.

3. The New Jersey Council Against Crime, created under Executive Order No. 37, January 4, 1968, shall act in an advisory, a consulting, and a fact-finding capacity to the Agency, and shall, immediately after each of the Agency's said progress reports, be consulted for the advice and sense of the broader community represented by the Council Against Crime as to the prospective work of the Agency during the next ensuing report period.

4. This Order shall take effect immediately.

GIVEN, under my hand and seal this
13th day of August, in the
year of our Lord, one thousand
nine hundred and sixty-eight,
and of the Independence of
the United States, the one
hundred and ninety-third.

signed — Richard J. Hughes

GOVERNOR

Attest:

Acting Secretary to the Governor

GOVERNING BOARD OF THE NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

Chairman:

Arthur J. Sills; Attorney General of New Jersey; President of the National Association of Attorneys General.

Vice-Chairman:

Edwin B. Forsythe; Senator from Burlington County; immediate Past President of the New Jersey Senate; Chairman of the Special Joint Legislative Committee to study Crime and the System of Criminal Justice in New Jersey.

Members:

Raymond Mass; Chief of Police of Shrewsbury; President of the New Jersey Chiefs of Police Association.

Henry Garton, Jr.; Mayor of Vineland; immediate Past President, New Jersey Conference of Mayors.

Ralph Oriscello; Sheriff, Union County.

William Anderson; Chief of Detectives, Essex County Prosecutors Office.

Guy W. Calissi; Bergen County Prosecutor; immediate Past President, New Jersey Prosecutors Association.

Arnold E. Brown; Englewood attorney, Past President, Bergen County N.A.A.C.P. and CORE.

Albert S. Smith; immediate Past Speaker, New Jersey General Assembly.

Stanley C. Van Ness; Public Defender of New Jersey.

David B. Kelly; Superintendent, New Jersey State Police.

Edward B. McConnell; Administrative Director, New Jersey Courts.

Dr. Paul N. Ylvisaker; Commissioner, New Jersey Department of Community Affairs.

Dr. Lloyd W. McCorkle; Commissioner, New Jersey Department of Institutions and Agencies.

**REMARKS OF GOVERNOR RICHARD J. HUGHES
BEFORE THE HUDSON-ESSEX REGIONAL CONFERENCE
OF THE STATE LAW ENFORCEMENT PLANNING AGENCY
AT THE ROBERT TREAT HOTEL
NEWARK, NEW JERSEY
WEDNESDAY, NOVEMBER 13, 1968**

"Law and order" is a phrase that is very much on the lips and minds of all of us these days, as indeed it should be. For no civilization can grow or progress or even survive without the rule of law and without an ordered society. In the words of one of the wisest of all men, St. Thomas Aquinas, "Freedom is willing obedience to law." And certainly no free nation, no democracy could exist without a respect for law and the rights of others on the part of all its citizens. Thus, law enforcement and the maintenance of order is a prime function of government at all levels in America and to this purpose is devoted a major portion of governmental spending, particularly at the local level.

As our population grows and our society becomes more complex and our way of life changes through technical progress, the ways in which government serves the public through law enforcement must also change. And we are all well aware, and reminded repeatedly by an alarmingly increasing crime rate, that contemporary methods of law enforcement may perhaps have fallen behind the accelerating rate of urbanization and the complexity of modern life in recent years. In municipal halls, in state houses and in Washington public officials at all levels are devoting a major portion of their activities and taxing their resources and imaginations to develop improvements in the entire process of law, from the initial passage of legislation through the police and the courts and our penal and rehabilitative processes. All of this, like anything else, requires vast amounts of money — much of which will now be available from the federal government under the Safe Streets Legislation enacted some months ago. Block grants to local government will permit the examination and the improvement of the law enforcement system *as a whole*. In the past, as you know, most if not all study and innovative planning was concentrated on segments of the system, that is on the work of the police primarily or on penal programs or on parole or on the work of the courts. It is vital, for obvious reasons, that we begin to look at all parts of the system in their relationship to each other and in their function in the total program. Fortunately and thankfully this is now possible.

I am extremely proud that New Jersey was one of the first states to respond to the Safe Streets Act by creating a new agency — The State Law

Enforcement Planning Agency — tailored to its implementation. This is not the first time that New Jersey has moved quickly to provide cooperation on the state level with programs of the federal government. We were, for example, the first State in the nation to create a State Office of Economic Opportunity in 1964 and before that and since then we have always striven to take advantage of whatever assistance the federal government may offer us as promptly as it is offered. While it is, of course, nice to be able to pat ourselves on the back for being first in something, our primary motivation for such prompt response to federal programs and services is the fact that we know they can help us to meet our needs and prosper as we should. Many examples might be mentioned to show how New Jersey has benefitted from such alert response to federal programs.

I am pleased and gratified to see so many representatives of the Hudson and Essex County areas here today at this regional conference, which I understand is the first of its kind in the nation. I want you to know about SLEPA and to be familiar with its plans, but you were invited here today for a purpose even more important than that kind of introductory meeting. You are here today because those charged with carrying out SLEPA's work want to get to know you, and they want to know your problems, your ideas and your suggestions. You know, aside from its importance to the purposes of law enforcement and in addition to its significance as the first federal program to undertake a block grant approach, the Safe Streets — SLEPA Program marks the first real intergovernmental effort in that it provides for and requires a true working partnership in which the federal, the state and local governments all participate. So, we at the State level look forward to working with you and your counterparts in communities all over New Jersey. We want to develop an effective partnership, a sharing of information, and a pooling of ideas.

To my mind this entire law enforcement planning and innovation program marks the beginning of a new and wonderful revolution in the process of government. In comparison to the vast manpower and resources of the federal government, the states and, to a greater degree, individual municipalities have always been hampered by lack of money and lack of human resources in making much progress in any area of public endeavor. It always amazes me how much progress local government, at least in New Jersey, has managed to make in spite of this handicap. And the thought of how quickly and how well we can all now advance through this pooling of funds and expertise excites my imagination and encourages my sense of optimism.

We all know what great progress business has been able to make in the last two decades through the development and implementation of modern

techniques such as systems and procedures and all the advances made possible by the use of computers. What is literally a science of business has been developed and has resulted in technical and social advancements which were not dreamed of just a generation ago. Now government can begin to utilize the same kind of management science in studying its operations and in planning for and implementing change. In a way, government in the last third of the 20th century must study and modernize itself in the same way that business has studied and modernized itself in these last two decades. And we now have the tools to do the job in the same kind of intelligent, efficient and economical way.

In specific terms, what will the Safe Streets Act and SLEPA mean for New Jersey? Well, we already have a good integrated court system, a modern correction system, efficient and highly capable police forces at both the State and local levels. But, we need to modernize all the components of our entire law enforcement system — and by modernization I refer to the development of new methods and new organizational procedures as well as the utilization of new technical equipment. This is especially true at the local level and it is especially important that about 75 per cent of “action” grants under this program will be made available to local government. We in New Jersey also need to pay attention to and improve certain neglected areas that fall in between the various law enforcement disciplines — for example, we do not as of now know nearly enough about the effect of each branch of the law enforcement system on all others. For instance, what kind of procedures in discharging a man from a correctional institution will facilitate his becoming a productive citizen rather than returning to a life of crime? If we can answer that question, we can, by spending perhaps a relatively small amount of money, save society the very large sums necessary to arrest, convict and incarcerate that man again.

We need to learn where in the system and in what ways available money may well have the greatest and most productive impact, where it will make possible the most needed and most worthwhile changes, in short where it will do the most relative good. We cannot do that until we view the system as *one system*, not as separated parts as now. We need to increase our knowledge of the effect of one part of the system on another — for example, what result does the work of the public defender have upon the efficiency of our courts? It seems obvious that the police, the courts, the correctional institutions and parole and probation programs are more than related yet separate operations as they have developed historically and as we have most often viewed them in the past. They are interrelated and equally important parts of an overall single crime prevention and law enforcement effort. Yet it is not possible at the present time in our State, to cite just one example, to trace in one record

the history of an offender from the moment of his arrest through his trial and incarceration to his release from prison and his return to society. Certainly we must be able to do this, if only because we might then understand where in the overall system the critical points are, i.e., where can a relatively small amount of money be spent and yet have the greatest benefits, both in dollar terms and in human terms.

Before we can understand the whole system, we have to get the experts from the various parts together in a common effort. The Governing Board of SLEPA includes such distinguished law enforcement individuals as Commissioner Lloyd W. McCorkle of the Department of Institutions and Agencies, Edward McConnell, the Administrator of New Jersey Courts, Attorney General Arthur J. Sills, Colonel David B. Kelly, the Commander of our State Police, Chief Raymond Mass, the President of the Chiefs of Police Association, Guy Calissi, the President of the Prosecutor's Association, and Sheriff Ralph Oriscello of Union County — each man an expert in his own right, but, more than that, a representative of and spokesman for a segment of the system or a level of government so that all parts of the system and all levels of government are equally included. They are already bringing together their individual knowledge and the viewpoints of the areas they represent — they have met three times in extended Board meetings — to effect a unified and overall approach in both law enforcement planning and in the administration of grants. I am deeply grateful for their services and I know that their efforts will result in the kind of progress we desire and our needs require in the vital area of law enforcement in New Jersey. The Legislative Branch is so important in its work, probing for loopholes in the law, making the law a vibrant and flexible weapon in the ever changing fight against crime. And thus it is that in New Jersey, SLEPA includes in its membership the distinguished President Pro Tempore of the Senate, Senator Edwin Forsythe, and the Speaker of the House, Assemblyman Albert Smith.

Also, before we can improve the whole system as a system, we have to plan analytically for the whole system. This very intelligent law — the Safe Streets Act — provides for just such planning. Before the millions of dollars are made available for “action” grants, a comprehensive state-wide plan must be created — in other words the really tough problems of the relation of one part of the system to another have to be faced. Although we are all impatient for the “action” money, I think that we also realize clearly that if we are really to advance the science of the law enforcement system — i.e., police, courts, corrections, prosecution and their interrelationship to each other — we have to find out what management science would do to make them more compatible, more efficiently workable as one system.

The next five years, then, will witness a complete rethinking, overhaul and modernization of our total law enforcement system, particularly in its primary function as a service of local government. Out of this effort, I believe will also come a new approach to all the duties of government at all levels, a more lawful and more ordered society, and most importantly, safer and happier lives for all New Jerseyans. I congratulate all of the officials who will take part in this effort and I eagerly anticipate the commendable success which I know will be achieved. It is an exciting thing, I know, to be a participant in a new and worthwhile endeavor. This will be a most rewarding effort. Let us set our sights high and dedicate our energies to the task which we now begin.

SENATE, No. 968

STATE OF NEW JERSEY

INTRODUCED NOVEMBER 25, 1968

By Senator FORSYTHE

(Without Reference)

A SUPPLEMENT to "An act making appropriations for the support of the State Government and for several public purposes for the fiscal year ending June 30, 1969, and regulating the disbursement thereof," approved June 25, 1968 (P. L. 1968, c. 119).

1 BE IT ENACTED *by the Senate and General Assembly of the State*
2 *of New Jersey:*

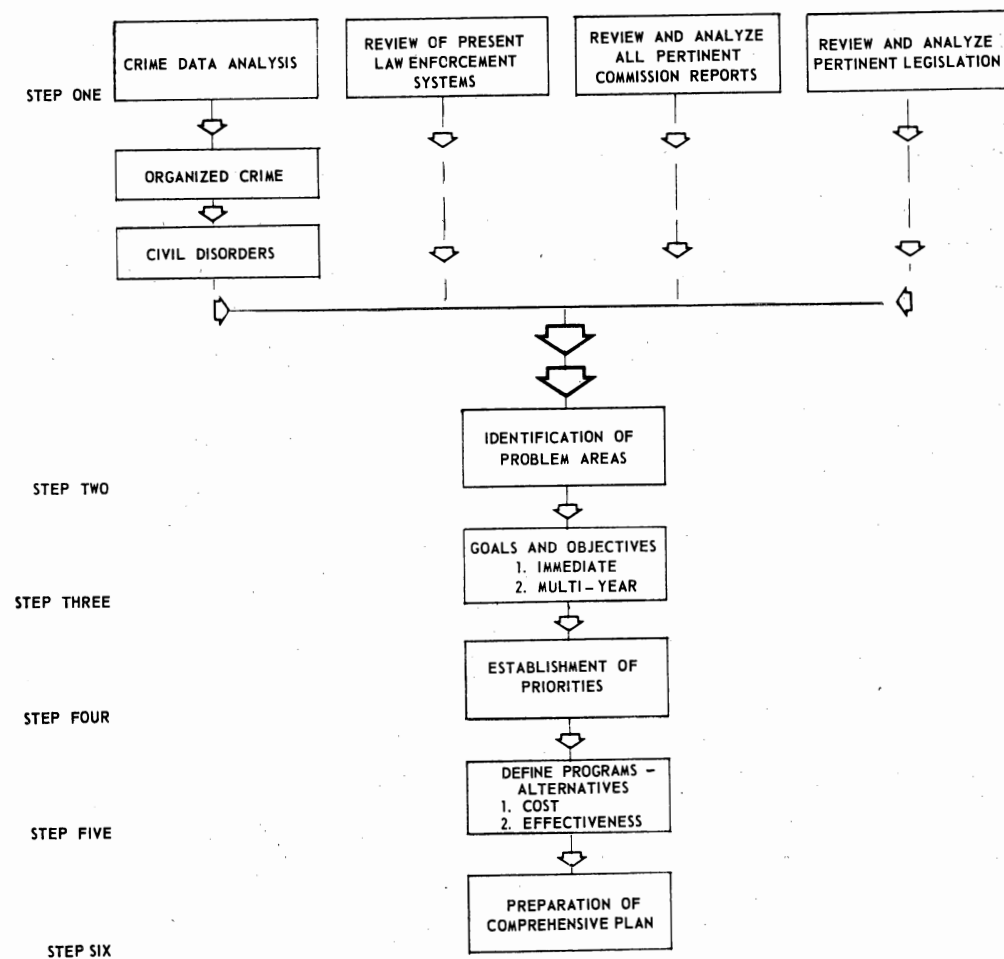
1 1. The following sums are hereby appropriated out of the
2 General Treasury, for the purposes specified:

080-100. CHIEF EXECUTIVE'S OFFICE

3	For the State's share to match Federal	
4	planning grants under the Federal	
5	Omnibus Crime Control and Safe	
6	Streets Act	\$38,078 00
7	To match Federal planning grants under	
8	the Federal Omnibus Crime Control	
9	and Safe Streets Act in lieu of	
10	regional matching funds	25,384 00
11	Total	<u>\$63,462 00</u>

1 2. This act shall take effect immediately.

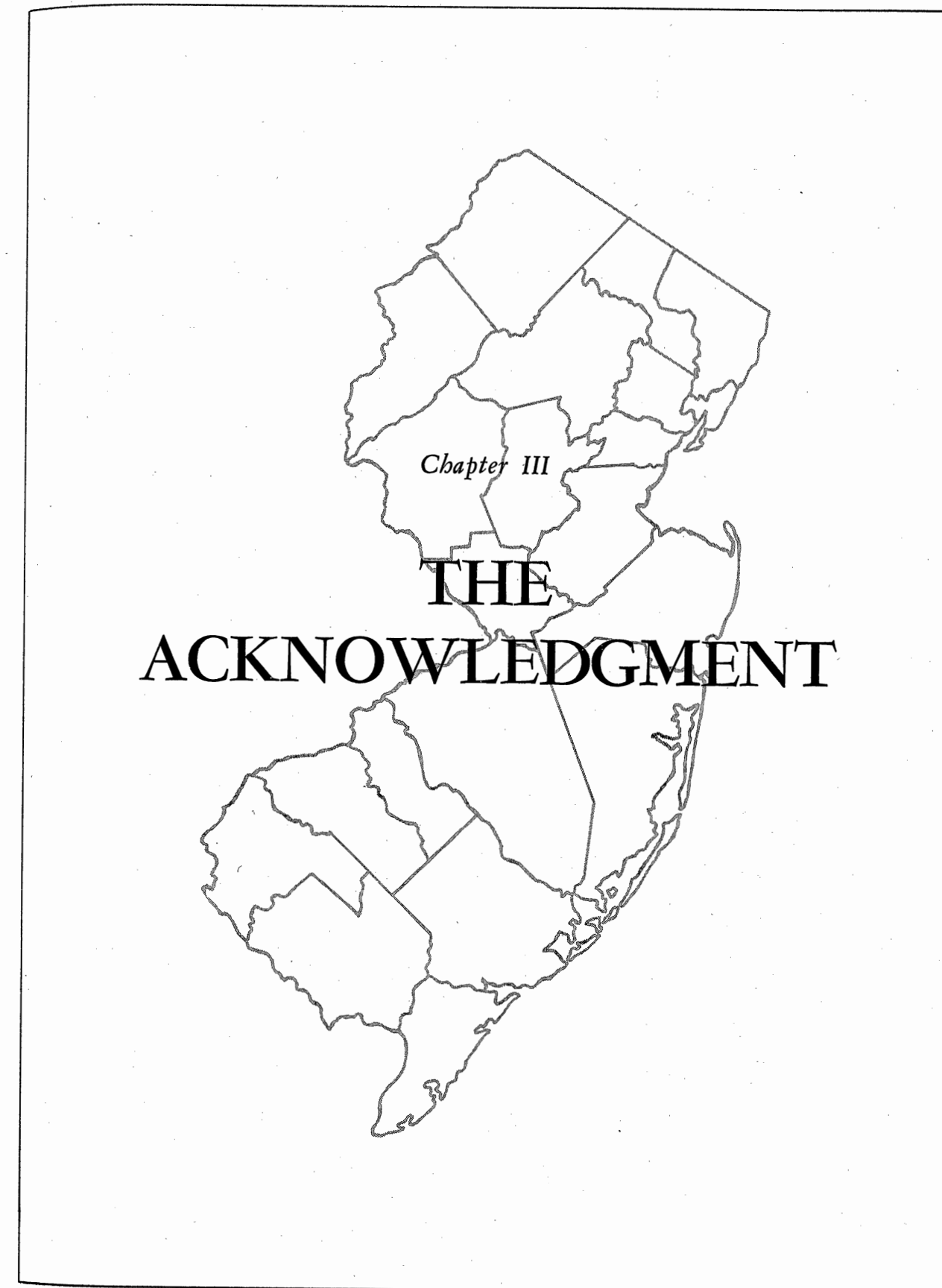
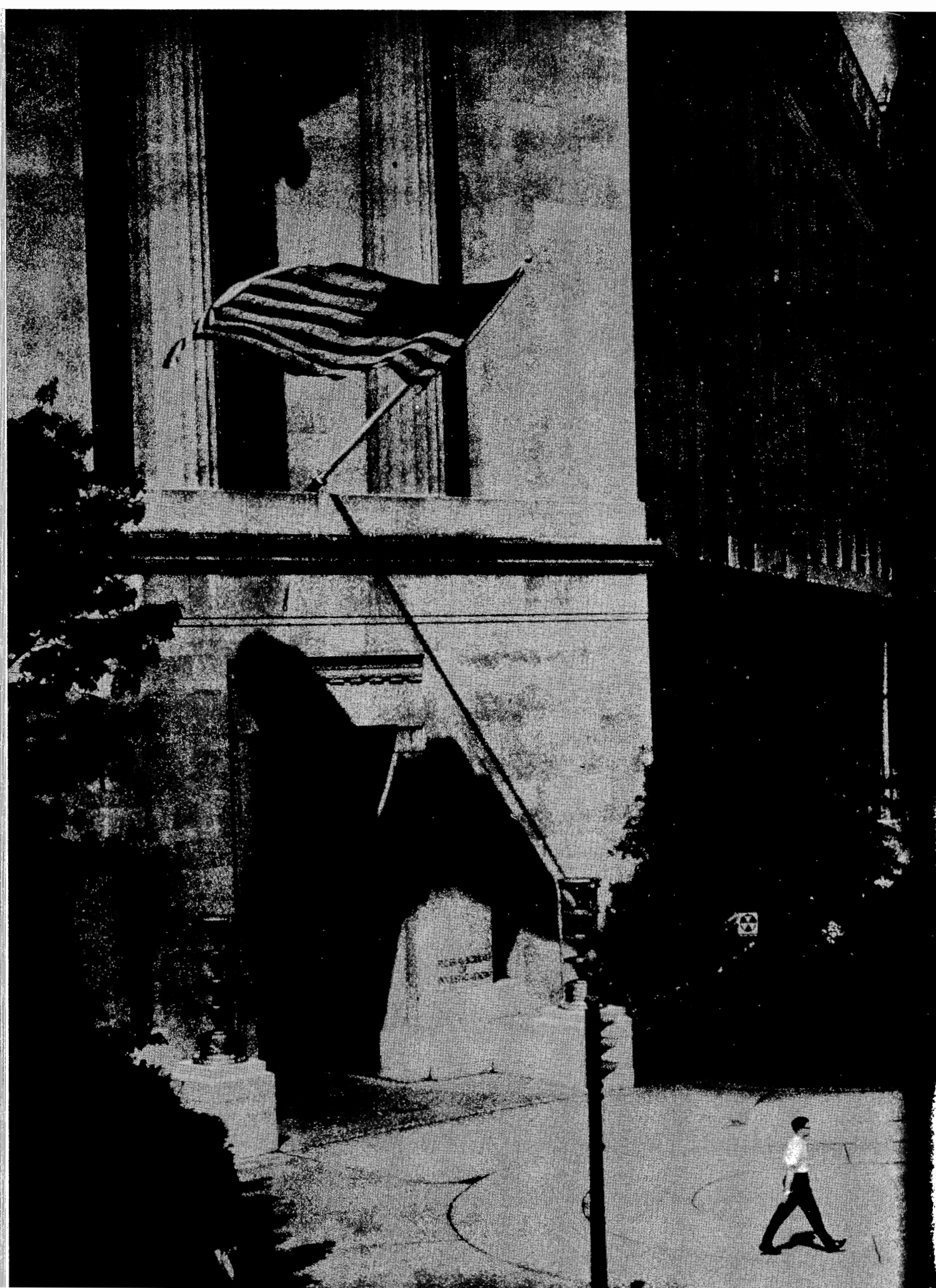
SLEPA COMPREHENSIVE PLAN DESIGN



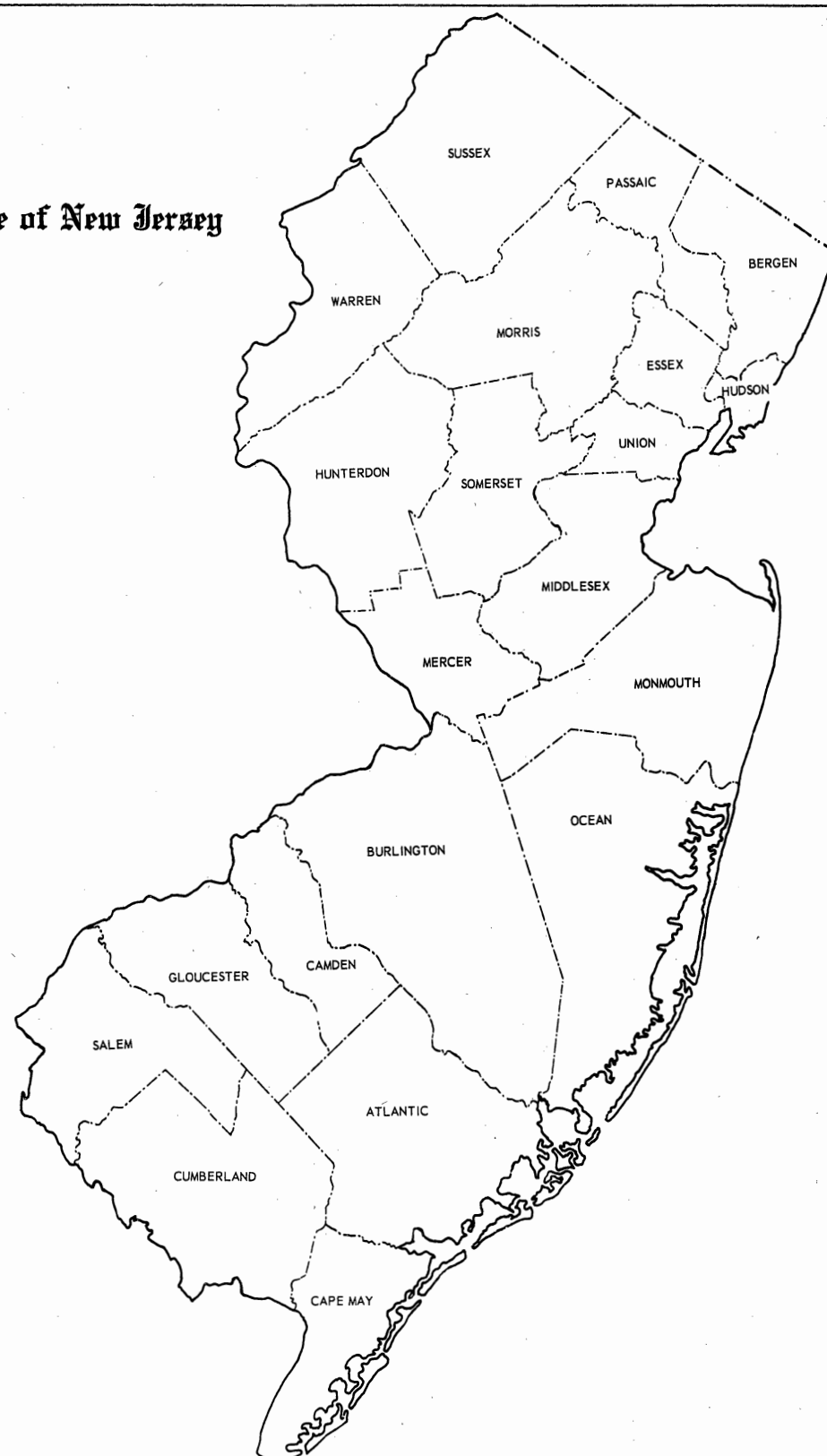
SLEPA STUDY AND PLANNING DESIGN

SUBSTANTIVE PLAN DEVELOPMENT SCHEDULE

PLAN ACTIVITIES	DEC	JAN	FEB	MAR	APR	MAY
	19 23 30	6 13 20 27	3 10 17 24	3 10 17 24 31	7 14 21 28	5 12 19 26
1. REVIEW OF PRESENT SYSTEMS AND CRIME DATA ANALYSIS						
1.1. ORGANIZED CRIME						
1.2. CIVIL DISTURBANCE						
1.3. DEFINE DATA REQUIRED						
1.4. GATHER DATA						
1.5. COLLATE AND ANALYZE DATA						
1.5.1. ANALYZE U. C. R.						
1.5.2. ANALYZE CRIME FACTORS						
1.5.3. ANALYZE LAW ENFORCEMENT SYSTEMS						
1.5.3.1. STATE POLICE						
1.5.3.2. MUNICIPAL POLICE						
1.5.3.3. COUNTY POLICE AGENCIES						
1.5.3.4. COURTS						
1.5.3.5. PROSECUTION AND DEFENSE						
1.5.3.6. CORRECTIONS AND REHABILITATION						
1.5.3.7. OTHER AGENCIES						
1.5.4. ANALYZE PRESIDENT'S CRIME COMMISSION REPORT						
1.5.5. ANALYZE ALL OTHER PERTINENT N.J. COMMISSION REPORTS & RECOMMENDATIONS						
1.6. LEGISLATION						
2. IDENTIFICATION OF PROBLEM AREAS						
2.1. STATE, COUNTY, MUNICIPAL						
3. GOALS AND OBJECTIVES						
3.1. IMMEDIATE						
3.2. MULTI-YEAR						
4. PRIORITIES, ESTABLISHMENT OF						
4.1. LAW ENFORCEMENT SYSTEMS AS A WHOLE						
4.2. MAJOR LAW ENFORCEMENT AREAS						
4.2.1. STATE						
4.2.2. COUNTY (REGIONAL)						
5. DEFINE PROGRAM ALTERNATIVES						
5.1. DEFINE COST OF ALTERNATIVES						
5.2. DEFINE EFFECTIVENESS OF ALTERNATIVES						
6. PREPARATION OF COMPREHENSIVE PLAN						
6.1. INITIAL DRAFTS						
6.2. REVIEWS AND REVISIONS						
6.3. FINAL PLAN						
6.4. SUBMISSION TO U.S. DEPT. OF JUSTICE						



State of New Jersey



Department of Justice

FOR IMMEDIATE RELEASE
MONDAY, JUNE 23, 1969

Attorney General John N. Mitchell today announced that New Jersey, North Dakota, and South Dakota were awarded grants for comprehensive improvements in their criminal justice systems.

Mr. Mitchell said New Jersey received \$708,471; North Dakota received \$100,000; and South Dakota received \$85,756 in action grant funds under the federal government's anti-crime program. The awards were made by the Law Enforcement Assistance Administration (LEAA) which was created last year by the Omnibus Crime Control and Safe Streets Act.

Fifteen states, Puerto Rico, and the Virgin Islands have now received LEAA action grants. The remaining 35 states, Guam, and Washington, D.C. are eligible for similar grants before the end of the fiscal year on June 30.

Action funds available to states and territories in fiscal 1969 total \$25 million. To qualify, each state must submit a detailed plan for improvements in police, courts and corrections.

Charles H. Rogovin, LEAA Administrator, said state plans developed in this first year of the LEAA program must be refined and expanded annually. The more detailed, second-year plans, he said, will be submitted to the LEAA in late December or early 1970.

NEW JERSEY PLAN

Mr. Rogovin said the New Jersey plan is unusually good in its assessment of criminal justice problems and in its attention to long-term objectives. He said the plan indicates the state has developed "high quality in-house competence."

Mr. Rogovin also pointed out that the New Jersey document indicates that several thousand people contributed to the planning. Every municipality and county was contacted at least once, and there were additional personal and telephone interviews with officials of the 64 largest cities, county governments and criminal justice agencies.

He said action grant allocations for states are based on population, and New Jersey's total is \$860,285. The state has already received \$151,814 under a special provision of the Safe Streets Act which provides funds for prevention and control of civil disorders. With today's award of \$708,471, New Jersey has now received its total allocation.

The funds will be spent on the following programs: "Project Alert" (civil disorders), \$151,814; public education for crime prevention, \$43,014; community participation in delinquency prevention and community-based corrections, \$190,130; improvement of police-juvenile relationships, \$95,065; specialized equipment for local police to improve the detection and apprehension of criminals, \$95,065; increased crime prevention and control through reduction of police response time, \$95,065; establishment and training of police-community relations units, \$95,065; and expanded investigation of organized crime, \$95,067.

Action grant terms require states to provide some matching funds. The federal share for the New Jersey programs totals \$860,285. Total project costs, however, would be \$1,351,562--with state and local funds providing the additional \$491,277.

NORTH DAKOTA PLAN

Mr. Rogovin noted that North Dakota, which today received \$100,000, was one of 11 states whose original allocation had been increased by the LEAA. Under the population formula on which the allocations are based, North Dakota would have received \$78,387. The LEAA used \$21,613 of its discretionary funds to increase the award to \$100,593.

Mr. Rogovin said North Dakota plans to spend today's award on the following programs: police education and training, \$25,100; law enforcement communications, \$28,400; corrections, \$8,500; prevention and control of alcoholism and crime, \$10,000; juvenile probation, \$10,000; courts, \$5,500; and evaluation of projects and contracts, \$12,500.

The federal share of the programs totals \$100,000, and the total project costs will be \$192,000. State and local funds will provide the additional \$92,000.

SOUTH DAKOTA PLAN

South Dakota, which received \$85,756 today, had previously received \$14,244 for prevention and control of civil disorders, a total fiscal 1969 allocation of \$100,000. Based on the population

formula, South Dakota's total allocation would have been \$82,824; however, LEAA discretionary funds of \$17,176 were awarded to increase the amount to \$100,000.

South Dakota plans to spend today's award as follows: officer training programs, \$33,550; equipment, \$21,956; public education and community relations, \$8,250; juvenile court center (model home and curriculum program), \$3,250; education and in-service training for law enforcement personnel, \$3,750; statewide assessment of organized crime, \$2,500; narcotics control, \$6,500; research, \$3,750; civil disorders control, \$2,250.

The federal share of the programs totals \$85,756 and the total project costs will be \$139,177. State and local funds will provide the additional \$53,421.



THE OPPORTUNITY

WHAT THE OMNIBUS CRIME CONTROL ACT SEEKS OF LOCAL OFFICIALS

The Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351) grew out of the 1967 report ("The Challenge of Crime in a Free Society", available from the U.S. Government Printing Office, Washington, D.C. 20402, for \$2.25 per copy) of the President's Commission on Law Enforcement and Administration of Justice.

That Report was a landmark in the practical history of law enforcement in this nation, not only because in the short run it clarified the issues in a field that had previously received too little serious study and analysis, but also because it led within sixteen months to Public Law 90-351, the first massive attempt to upgrade law enforcement in the history of the nation.

The President's Crime Commission laid down many principles that found their way into the statute. Among these, there are four of real importance to local officials.

First, the President's Crime Commission reaffirmed that law enforcement was a local (i.e., State, County, and Municipal) matter, as follows:

"Crime is essentially a local problem that must be dealt with by State and local officials if it is to be controlled effectively."

Second, the President's Crime Commission defined a single system of "criminal justice" that is broader than the traditional "law enforcement" system. It includes all agencies, public or private, that affect the prevention or control of crime. As a minimum it includes the police, the courts, prosecution and defence, and corrections, probation, and parole. It also includes other agencies of prevention and rehabilitation — some public, such as the schools, and some private, such as narcotics centers — that also affect the prevention and control of crime. The Commission reasoned that the system is only as strong as its weakest link, and that prevention and control of crime deserve a concerted effort with all available tools.

In this regard, the President's Crime Commission said:

"The police, the courts, the correctional system and the non-criminal agencies of the community must plan their actions against crime jointly if they are to make real headway . . ."

"Many Americans think controlling crime is solely the task of the police, the courts, and the corrections agencies. In fact,

crime cannot be controlled without the interest and participation of schools, businesses, social agencies, private groups, and individual citizens."

Third, the President's Crime Commission determined that it was time that large-scale federal assistance moneys be made available to help mount such a concerted effort, as follows:

"While the Commission is convinced State and local governments must continue to carry the major burden of criminal administration, it recommends a vastly enlarged program of Federal assistance to strengthen law enforcement, crime prevention, and the administration of justice."

Fourth, the President's Crime Commission pointed out that before a concerted effort against crime could be mounted — no matter where the money came from — there would have to be careful assessment and coordination of all possibilities at the local level. Such an effort is, of course, the very definition of planning, and the Commission contemplated that the assessment should include every possible weapon available locally, whether public or private. It said:

"The Commission recommends that in every State and city there should be an agency, or one or more officials, with specific responsibility for planning improvements in criminal administration and encouraging their implementation."

"While this report has concentrated on recommendations for action by governments, the Commission is convinced that governmental actions will not be enough. Crime is a social problem that is interwoven with almost every aspect of American life, the way schools are run, the way cities are planned, the way workers are hired. Controlling crime is the business of every American."

These are principles that subsequently shaped the Omnibus Crime Control and Safe Streets Act. What do they mean in practical terms to local officials who wish to apply to SLEPA for funds under that Act?

First, the Act is not a general assistance Act, i.e., it is not an Act intended to supply money for the operation of normal efforts or programs that are already in existence in the applicant unit. Rather, the Act and the federal guidelines require that moneys be used for new programs that improve the practice of criminal justice in the applicant unit of criminal justice. In other words, it is oriented toward improvements in the way things are done locally.

Therefore, a local official who designates someone to plan locally for criminal justice improvements is more likely to turn up solid projects that will be funded in competition with the other cities and counties of the State.

Such planning is nothing more than systematically looking at where you are, where you want to be, and how you can get from the first to the second. Projects need not be "invented" locally, they can be derived from the President's Crime Commission Report, from professional magazines and books, and from what other jurisdictions have found to be successful.

Or, projects can be derived from analysis of local problems by resident or consultant experts.

In outline, local planning procedure is simple: (1) The local jurisdiction should look at its entire criminal justice funding responsibilities broadly, to discover all problems. (2) The local jurisdiction should then assess its own assets (personnel, facilities, expertise, etc.) available against each problem. (3) Then, possible new (i.e., locally new), solutions to each problem should be listed. (4) Finally, a limited number of priority problems should be chosen for action, based on the needs underlying those problems, the locally available assets, and the relative merits of the proposed solutions.

SLEPA will shortly send to you — as Dissemination Document No. 3 — a local planning manual, outlining specific techniques and sources for planning for change and improvement.

Second, the Act requires that each State's SLEPA create a plan that includes program approaches — i.e., general objectives under which local units can design their own specific projects — covering a broad range of criminal justice subjects. The Federal Guidelines defined ten such subject categories, and they can be found as titles *a* through *j*, bracketing the 73 program approaches listed in the pages immediately following this page (pages 48-66). It should be kept clearly in mind that all 73 of these listed program approaches are not current, i.e., are not currently fundable. Only approaches in the list preceded by an asterisk are current. As time goes on, greater federal funds will become available, allowing more and more of the 73 program approaches to be made currently available for funding.

Furthermore, the Federal Guidelines require that funding of local governments be balanced among those various categories according to a breakdown reviewed ahead of time by the Federal government. In other words, the money must be offered by SLEPA in fixed categories.

Therefore, a local official who plans broadly — at least as broadly as those ten categories — against crime, stands a much greater chance to find a category in which he can win the competition for funds. In addition, he is of

course at the same time preparing for a broader, more meaningful, attack on crime in his jurisdiction, and that is of course the Federal government's purpose in mandating such funding balance in the first place.

So, in summary, the Omnibus Crime Control Act seeks of local officials an assessment of their problems, their goals, and their priorities, in all aspects of the criminal justice system within their funding jurisdiction. In return for well conceived projects resulting from such an assessment, it offers, with time, assistance to a large number of such cities and counties. Such an incentive system will, it is hoped, clarify the best uses of local as well as federal funds in the war against crime.

a) Upgrading Criminal Justice System Personnel

Approach

No.	Designation	Title	Subject Matter
1	a-1	Recruitment of Criminal Justice System Personnel	Provide for coordinated efforts to stimulate interest in, and recruit for careers in the criminal justice fields in order to alleviate shortages and to recruit better personnel.
2	a-2	Basic Academic Education Improvement for Criminal Justice System Personnel	Provide for basic academic educational improvement (high school graduation or its equivalent) for all criminal justice personnel.
3	a-3	Higher Education for Criminal Justice System Personnel	Provide for offering the opportunity and incentive to all criminal justice personnel who wish to further their educational development on a college level.
4	a-4	Centralized Academies for Pre-Service, In-Service, Vocational and Technical Training for Criminal Justice Personnel	Provide for the expansion and creation of centralized academies for pre-service, in-service, vocational and technical training of criminal justice personnel.
5	a-5	Criminal Adjudication Officers Training Program and Reference Materials	Provide for pre-service, in-service, vocational, and technical training, through courses, seminars and lectures for personnel of the agencies of criminal adjudication (courts, prosecution, public defender and criminal bar), and provide for appropriate published materials needed by these agencies in basic reference manuals.

Approach

No.	Designation	Title	Subject Matter
6	a-6	Decentralized Police Training Facilities	Provide for selected improvements in the curricula, methods and facilities of the regional police training academies and the mobile police training units.
7	a-7	State Commission on Police Standards	Provide for the establishment or designation of a State Commission on Police Standards to professionalize the image and practice of police work throughout the State.
8	a-8	Improvement of Local Police Salaries	Provide for the study of needs and methods of improving local police salaries.
9	a-9	Criminal Justice School	Provide for certain aspects of the development of a Criminal Justice School at Rutgers — the State University.
10	a-10	Criminal Justice Aides	Provide for the development of specifications for, and the pilot testing of the use of new sub-professionals, such as community service officers in all branches of the criminal justice system.

b) Prevention of Crime, and Public Education

Approach No.	Designation	Title	Subject Matter
11	b-1	Prevention of Crimes Through the Deterrent Effect of Improved Detection and Apprehension	Deter the perpetration of crimes by increasing the likelihood and/or swiftness, of general detection and apprehension activities.
12	b-2	Reducing Street Crimes by Increasing the Police Presence	Provide for an increase in the police presence by making more efficient allocations of existing police resources, by providing more minority group policemen in minority group neighborhoods and by providing the means for neighborhood residents to assist the police.
13	b-3	Prevention of Crime by Deterrence Through Generally Demonstrated Swift Justice	Deter the perpetration of crimes by decreasing the average period of time between apprehension of alleged offenders and the disposition of their cases.
14	b-4	Prevention of Crime Through Efforts Tending to Reduce the Recidivism Rate	Prevent the perpetration of crimes by more successfully rehabilitating offenders.
15	b-5	Prevention of Crime Through "Hardening" of Crime Targets	Provide for reducing the opportunities to commit crimes by better protecting potential crime targets such as poorly lighted streets, housing projects, unlocked parked autos, etc.

Approach No.	Designation	Title	Subject Matter
*16	b-6	Public Education on How to "Harden" Crime Targets	Educate the public in order to prevent crime by making its commission more difficult.
*17	b-7	Education About the Criminal Justice System	Acquaint the public with the structure, purposes and basic operation of the criminal justice system in order to encourage respect for the law as an institution, and to impart knowledge of the consequences of various criminal law violations.
18	b-8	Extension of the Uniform Crime Reporting System	Provide for an expanded Uniform Crime Reporting System which would collect data of such depth and immediacy as to satisfy operational and managerial police and other needs on the municipal, county and state levels.

c) Prevention and Control of Juvenile Delinquency

Approach

No.	Designation	Title	Subject Matter
*19	c-1	Community Involvement in Delinquency Prevention	Provide encouragement to actively interested citizens who can reach ghetto youngsters and offer a measure of guidance and support.
*20	c-2	Improvement of Police-Juvenile Relationships	Develop, implement and evaluate programs within police departments that will promote a fair, consistent and understanding approach in handling juvenile problems, and that will create a positive image among youngsters.
21	c-3	Diagnostic Services to Juvenile Delinquents	Provide for diagnostic services to juvenile detainees which would facilitate the medical, psychological and social examination of each juvenile in order to develop recommendations to the court for further action based on a thorough analysis of the child's needs.
22	c-4	Group Foster Homes	Provide for home-like placements for juveniles who cannot be situated in normal foster home settings, and who should not be placed in correctional facilities.
23	c-5	Emergency Shelters for Children	Provide for the development of emergency shelters for children that will temporarily care for non-delinquent juveniles who are awaiting diagnostic or treatment service or domiciliary placement.

Approach

No.	Designation	Title	Subject Matter
24	c-6	Extension of Juvenile Conference Committee	Provide for the development of a model juvenile conference committee structure which would advance this useful tool for dealing with juvenile delinquency in the community.
25	c-7	Improvement of Remedial Education Programs for Juveniles	Provide for the improvement of remedial education programs for juveniles committed to correctional institutions.
26	c-8	Coordination of Services to Juveniles	Provide for the study and creation of a means for the control and coordination of all youth service programs in New Jersey.
28	c-9	Neighborhood Family Help Centers	Provide for the development of neighborhood family help centers where people with welfare-eligible problems may receive direct assistance or referral to agencies where help may be secured in order to alleviate conditions in the family conducive to the development of juvenile delinquency.
27	c-10	Legislative Review of Laws Affecting Juveniles	Provide for the review of statutes relating to juveniles, and for the identification and drafting of revisions thereof in order to more effectively protect and assist juveniles.

d) Improvement of Detection and Apprehension of Criminals

Approach

No.	Designation	Title	Subject Matter
29	d-1	Statewide Communications and Information System	Provide for a modern state-wide communications and information storage, retrieval and dissemination system for the use of all police agencies of the state.
30	d-2	Local and Regional Communications	Provide for the study, design and implementation of local and interjurisdictional communications systems that are rapid, simple, economical and consistent with the state-wide communications and information system.
*31	d-3	Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals	Make available modern sophisticated crime detection and apprehension material to selected municipal and county police departments that can establish maximum potential benefit from such specialized equipment, and that have or can retain the personnel and support facilities necessary for its utilization.
*32	d-4	Increase Apprehension and Deterrence Effectiveness Through Reduction of Response Time	Reduce the total time it takes an officer to reach an incident or crime scene measured either from the time a crime occurs or from the time that a report requesting assistance is received.

Approach

No.	Designation	Title	Subject Matter
33	d-5	Increased Crime Laboratory Service	Provide more readily available crime laboratory services consistent with the prospective state regional crime laboratories in order to increase their effectiveness.
34	d-6	Uniform Internal Municipal Police Records Systems	Provide for the improved operational effectiveness of police organizations through uniform internal municipal police records systems.

e) Improvement of Adjudicative Activities and Law Reform

Approach No.	Designation	Title	Subject Matter
35	e-1	State-wide Uniform Crime Disposition Reporting System	Provide for research into the ramifications of a state-wide uniform crime disposition reporting system at the state level, and for the long range acceptance of such a program at the local level.
36	e-2	Reform of the Municipal Courts	Provide for a comprehensive study to evaluate the present municipal court system in New Jersey and to design alternatives.
37	e-3	Management of Court Information and Records	Provide for modern methods of management of court information and records which would increase the efficiency of the courts and the other adjudicative agencies that contribute to the court's work load.
38	e-4	Criminal Judicial Information Reporting System	Provide for a criminal judicial information reporting system which would furnish detailed statistical information on individual cases collected centrally for analysis by the Administrative Office of the Courts.
39	e-5	Management of Prosecution Information and Records	Provide for modern methods of managing information and records by prosecutor's offices.

Approach No.	Designation	Title	Subject Matter
40	e-6	Management of Public Defender's Information and Records	Provide for a study of the operations of the Public Defender's Office, including but not limited to information and records management.
41	e-7	Improvement of Bail System	Provide for a full-time staff (Bail Unit) to be responsible for implementation of existing bail policies uniformly throughout the state.
42	e-8	Criminal Law Reform	Provide for criminal law reform through facilitating the provision of staff for one or both of the legislative committees on law and public safety and for both the Juvenile Court Law Revision Commission and the Criminal Law Revision Commission of the New Jersey Legislature.
43	e-9	Basic Experiments to Reduce Delay in Criminal Adjudication	Provide for basic experiments, including demonstration projects and computer simulation of court operations, designed to reduce delay in criminal adjudication.

f) Increase in Effectiveness of Corrections and Rehabilitation

Approach No.	Designation	Title	Subject Matter
44	f-1	Rehabilitation for Short-Term Prisoners	Provide for the Development of projects in county correctional institutions that will focus a serious effort on rehabilitating convicted short-term offenders, and that will mobilize the assistance of community agencies as needed to assist individuals in custody awaiting adjudication.
*45	f-2	Community-Based Corrections	Develop a range of correctional projects based in the community, that will offer additional alternatives to the court and correctional administrators to better meet the needs of the individual while maintaining the safety of the community.
46	f-3	Vocational Training for Confined Offenders	Provide for projects that will prepare offenders in correctional confinement for employment in skills that are in demand and that command reasonable wages and offer career opportunity.
47	f-4	Vocational Training for Released Offenders	Provide for post-release job counseling and job training for offenders released from correctional institutions.

Approach No.	Designation	Title	Subject Matter
48	f-5	Joint Industry-Corrections Training	Provide for utilization of the enormous training capacity of industry for development of salable skills.
49	f-6	Special Offenders-Rehabilitation	Provide for the development of projects that will more effectively promote the rehabilitation of chronic drug addicts, alcoholics, and other such special offenders.

g) Reduction of Organized Crime

Approach No.	Designation	Title	Subject Matter
* 50	g-1	Expanded Investigation of Organized Crime	Provide better centralized investigative and intelligence activities against organized crime, including sophisticated surveillance, information storage, and communications equipment and vehicles; and including recruitment and training of specialized personnel, including special accounting and tax investigators.
51	g-2	Expanded Prosecution of Organized Crime	Provide for the recruitment and training of specialized prosecutive personnel for the Organized Crime Unit in the New Jersey Department of Law and Public Safety.
52	g-3	Businessmen's Lectures on Organized Crime	Provide for the education of businessmen as to the methods of organized crime in taking over or exploiting legitimate business.
53	g-4	State Organized Crime Prevention Councils	Provide for the creation and establishment of State Organized Crime Prevention Councils attached to the Organized Crime Unit in the State Department of Law and Public Safety.

Approach No.	Designation	Title	Subject Matter
54	g-5	Increasing Local Capability Against Organized Crime	Provide for increasing local capability against organized crime through the recruitment and training of special investigative personnel, the development of intelligence gathering, storage and retrieval capability, the development of special prosecutive capabilities, and the development of local programs for the dissemination of information about the nature and methods of organized crime.
55	g-6	Non-Criminal Organized Crime Controls	Provide for the organization and training of a coordinating unit centered in the New Jersey State Police, for informing the various quasi-enforcement agencies (sales tax, health, liquor authorities, etc.) of trends in organized crime activity, and for monitoring information these agencies may gather.

h) Prevention and Control of Riots and Civil Disorders

Approach

No.	Designation	Title	Subject Matter
56	h-1	Arbitration and Fact Finding Service on Civil Disorders	Provide for the creation of an agency to arbitrate community disputes and thus induce disputing groups to negotiate grievances before serious civil disorders result.
57	h-2	Establishment of Local Information and Rumor Clearance Offices	Provide for the establishment of local information and rumor clearance offices in order to allay the rumors that help to cause mistrust during the time prior to a civil disturbance.
58	h-3	Development of a Neighborhood Action Task Force	Provide for the development, training and maintenance of Neighborhood Action Task Forces, comprised of community leaders, as a means of forestalling incipient civil disorders.
*59	h-4	Project "Alert"	Provide special equipment to make available to different police and other commands a clear radio channel, reserved for emergency use, and to allow for radio communications between different units at a riot site having different normal frequencies.

i) Improvement of Community Relations

Approach

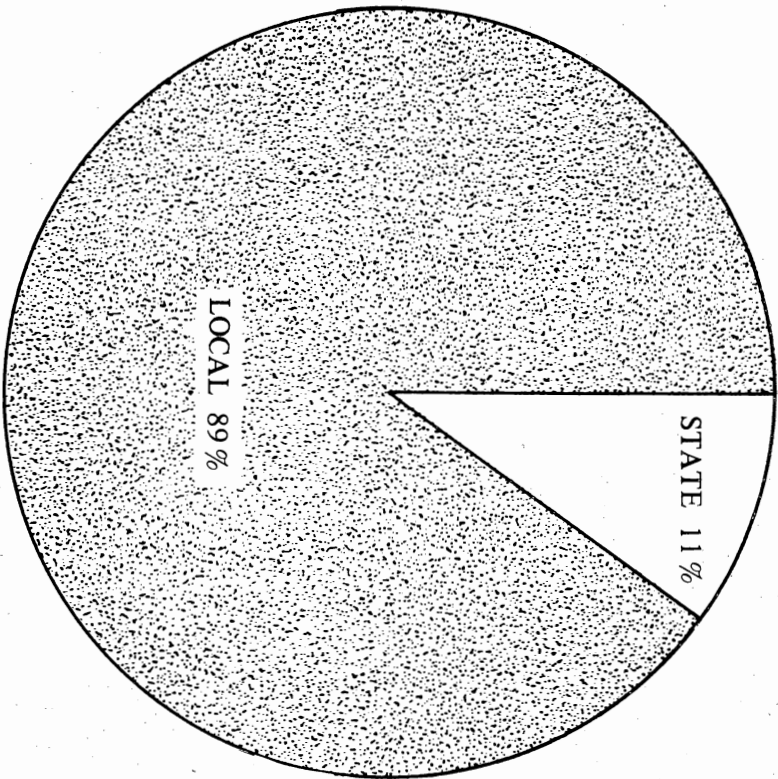
No.	Designation	Title	Subject Matter
60	i-1	Formal Training Program to Create Police Legal Advisors	Provide for the development of a formal training program to create police legal advisors in municipal police departments.
61	i-2	Community Relations Training for Criminal Justice Personnel	Provide for training programs designed to increase the knowledge and understanding on the part of police, courts and corrections personnel, of the culture, language, needs and problems of those members of the public (particularly minority groups) with whom they interact.
62	i-3	Community Information About the Police	Provide for the education of the public about the nature and purposes of the criminal justice system, particularly the police, in order to build empathy and understanding.
63	i-4	Informal Police-Community Contacts	Provide for the development of informal police-community contacts which would bring together policemen and citizens in ways that deaccentuate their roles.
64	i-5	Police-Community Working Cooperation	Provide for police-community working relationships on useful community projects.

Approach				
No.	Designation	Title	Subject Matter	
65	i-6	Recruitment, Selection and Training of Minority Group Police Officers	Provide for the development of projects to increase minority group representation on police forces through innovative recruitment, selection and training of minority group police officers.	
66	i-7	Urban Community Justice Centers and Service Bureaus	Provide for the development of projects designed to inform and counsel members of the poverty community regarding their legal rights, and to furnish them directly related services such as referral to social agencies.	
*67	i-8	Establishment and Training of Community Relations Units in Local Police Departments	Establish community relations as an integral part of police work by departmental commitment to such policies; and, increase community confidence in the operations of the law enforcement system.	

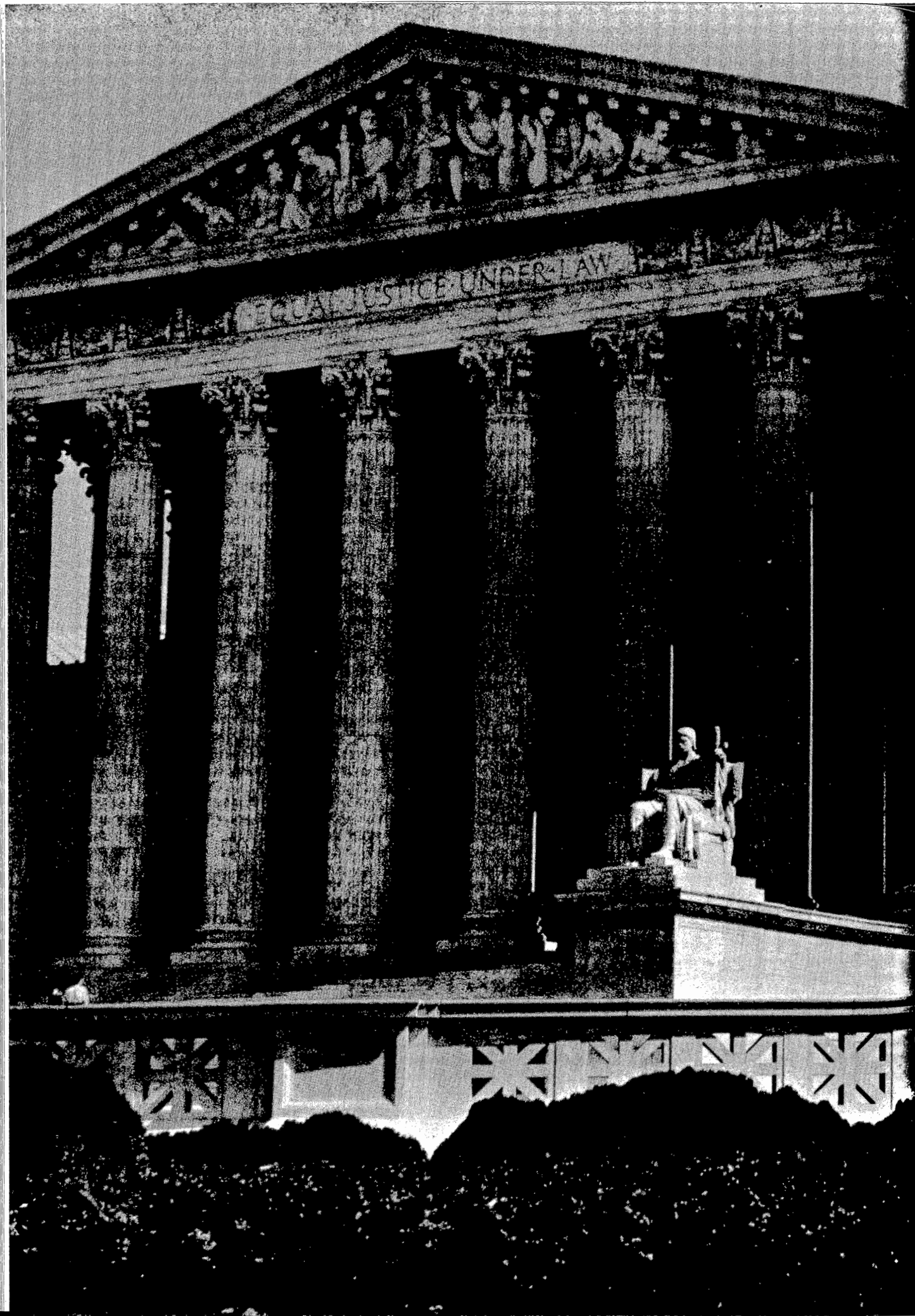
j) Research, Development, and Evaluation				
Approach				
No.	Designation	Title	Subject Matter	
68	j-1	A Systems Analysis of the Criminal Justice System from Arrest Through Sentencing or Acquittal	Provide for a systems analysis of the flow of offenders through the Criminal Justice System in order to restructure the paperwork and flow of work and information, introduce greater efficiency, reduce backlogs, and provide better information and control.	
69	j-2	Development of a Design for a Criminal Justice Information System	Provide for the development of a design for a state-wide criminal justice information system which will expand the projected state-wide communication and information system to include other criminal justice agencies, as well as the police.	
70	j-3	Criminal Justice Institute	Provide for the initial planning of an institution which can collect and analyze data pertaining to all aspects of the criminal justice systems, train personnel in new, multi-disciplinary approaches, and act as the prime depository and dissemination source for research and development in criminal justice in New Jersey.	
71	j-4	Specific Problem Oriented Research	Provide for in-depth research and analysis leading to program design recommendations in areas where specific research findings are needed and are not presently available.	
72	j-5	Experimental and Demonstration Projects	Provide for experimental and demonstration projects which will test and evaluate new methods and programs in the area of criminal justice.	

k) Broadening Involvement in the Improvement of Criminal Justice

Approach No.	Designation	Title	Subject Matter
73	k-1	Citizen Involvement in the Criminal Justice System	Provide for the development of broad citizen involvement and participation in the efforts of the criminal justice system.



STATE - LOCAL BREAKDOWN OF ACTION FUNDS
FISCAL 1969



Chapter V

THE NEW JERSEY PLAN

*A Plan for Law Enforcement and
the Administration of
Justice in New Jersey*

*This is an abridged and edited version of the Plan.
Additional graphics have been included.*

This first plan will be made much more complete and specific in subsequent annual versions. Also, Dissemination Documents over the next year will take up and elaborate subjects within this plan e.g. county corrections, a state-wide information network, the juvenile system, and others.

To those who say that law and order is the code word for racism, here is a reply: Our goal is justice — justice for every American. If we are to have respect for law in America, we must have laws that deserve respect. Just as we cannot progress without order, we cannot have order without progress.

RICHARD M. NIXON, Presidential Nominee, in his acceptance address to the Republican National Convention, August 8, 1968.

Foreword

On August 13, 1968 the Omnibus Crime Control and Safe Streets Act of 1968 was funded by Congress; and that same day Governor Richard J. Hughes created, by Executive Order 45, a State Law Enforcement Planning Agency for New Jersey, as required by that Act.

That Agency (SLEPA) applied for initial planning funds (15% of New Jersey's fiscal 1969 planning allocation) as soon as the federal application procedures came into being. In late October of 1968 these initial planning funds were received in New Jersey, allowing the SLEPA Governing Board to begin staffing shortly thereafter.

The first tasks undertaken with these initial planning funds were the further organization of the Agency, the conducting of six criminal justice conferences (mentioned below) in various parts of the State, and the preparation and filing on December 17, 1968 of a detailed application for the balance of fiscal 1969 planning funds.

On December 19, 1968, SLEPA then began the process of creating New Jersey's first state-wide criminal justice plan, encompassing all aspects of crime prevention; all aspects of detection and apprehension of criminals; all aspects of adjudication including courts, prosecution, public defense, and the criminal bar; all aspects of corrections and rehabilitation; and the special subjects of organized crime and civil disorders. The plan was due in the United States Justice Department on June 19, 1969 and was in fact filed there on May 29, 1969.

The original federal guidelines required the development of multi-year programs, and the establishment of multi-year priorities. Less than half-way through the planning period (February 28, 1969) the new administration in the Justice Department promulgated new guidelines requiring

the establishment of priorities for only the first year's (fiscal 1969) funding, rather than multi-year priorities. This was intended to simplify what was becoming a very difficult task for such a short period of time.

The New Jersey SLEPA was well along the way toward identification of its needs, problems, and programs to meet those needs, when the new guidelines were promulgated. Accordingly, there are seventy-three broad program approaches in this plan, as compared to ten or twenty in the first year plans of most other states.

Therefore, in terms of number and comprehensiveness of programs, the New Jersey plan can be considered to be a multi-year plan.

However, in terms of identification of priorities among the programs, New Jersey SLEPA decided to follow the new guidelines and identify only its first year (fiscal 1969) priorities. This was done so that a more thorough study and selection of multi-year priorities could be reserved for after the first plan was filed. This means that only ten of the seventy-three programs contained herein will be funded with fiscal 1969 funds, and that the other sixty-three will be considered for identification as funding priorities in the succeeding four years (fiscal 1970-73) of the Act's five year term.

One of the next major tasks facing SLEPA is therefore to begin a very detailed process, through questionnaires, interviews, and hearings of identifying the fiscal 1970 through 1973 priorities from among both the present seventy-three programs and other programs still to be designed. Thus with the basic structure of the plan now in being, it is thought that in the months remaining before the second (revised) plan is filed, SLEPA can do a thorough job in determining longer range priorities, and in further development and supplementation of the sixty-three programs

contained in this plan that were not selected for initial funding.

Clearly the second year (fiscal 1970) is nearly upon us; and Congress can be expected to appropriate the funds by late summer. Present expectations are that Congress will appropriate between \$200 and \$300 million nationally, meaning \$5-7 million for New Jersey in fiscal 1970 on a population-allocation basis. This would be eight times the fiscal 1969 action grant level of \$860,000. Thus the entire fiscal 1969 action grant to New Jersey would be equal to only about a month and a half of the probable fiscal 1970 action grant level.

If in each of the Act's four remaining fiscal years this same level of \$5-7 million is allocated to New Jersey, it would mean \$25-30 million in action funds to implement this and successor plans over the five years. However, it is not unreasonable to expect substantial expansion in funding level beyond fiscal 1970's expected level, so that the above estimate may be conservative.

It is because the next, multi-year, set of priorities may control such large sums of money, that SLEPA will conduct the aforesaid very thorough inquiry into what those priorities should be.

Since the fiscal 1969 funds are becoming available only at the very end of the fiscal year, and since the Justice Department will allow the fiscal 1969 funds to be spent during fiscal 1970, it will be seen that fiscal 1969 funds will merge into the fiscal 1970 funds. For that reason it is important to keep the imminence of the larger sum in mind when considering both the number and the extent of funding of the programs designated herein as fiscal 1969 priorities.

States will now await advice from the Justice Department as to when the second (revised) plan must be filed, and what its guidelines will be. In any event, it is expected that fiscal 1970 priorities will be ready in New Jersey at or shortly after the time that fiscal 1970 level funds are appropriated and made available to the State. Multi-year priorities beyond fiscal 1970 will be ready at the same time, or shortly thereafter.

* * *

A broad effort was made to involve, even in this hectic first year, a wide range of people and opinion in formulation of the plan.

Six regional conferences were held in the various

parts of the State in November and December of 1968. Operating personnel from the various branches of the criminal justice system, general government officials, and citizens involved in criminal justice or community relations, were invited. Approximately 1500 attended. New York and Philadelphia television covered the first two meetings. The New York broadcast was syndicated nationally as the first such conference in the nation. At each conference, audience participation seminars on each major criminal justice topic were taped. These tapes formed a first data base for SLEPA staff personnel.

SLEPA has contacted nearly one-thousand separate New Jersey entities aside from the foregoing conferences. Every New Jersey municipality and county has been contacted at least once. In keeping with the Omnibus Crime Control Act emphasis on city crime, the 64 cities over 25,000 in population were given further contacts. In addition to the contacts with county general governments, each county sheriff, county chief probation officer, and county prosecutor, was separately contacted. Further, the twenty-five State agencies having any bearing on criminal justice were contacted. A sampling of the vast number of relevant private agencies was contacted. Liaison was established with Rutgers and other State colleges.

Apart from the foregoing written contacts, about 600 interviews were conducted with representatives of the foregoing agencies. Approximately 300 agencies were interviewed by telephone, and another 300 were interviewed in person by the planning staff and by the field staff. The regional advisory boards of SLEPA were asked for memoranda on the problems and proposals in their regions.

From these tapes (36 hours), telephone interviews, personal interviews, memoranda, and local ideas, came the basis for an understanding of what was wanted and needed. From study of the "Report for Action" by the Governor's Select Commission on Civil Disorders, "A Survey of Crime Control and Prevention in New Jersey" by the Commission to Study the Causes and Prevention of Crime in New Jersey, the Report of the Special Joint Legislative Committee to Study Crime and the System of Criminal Justice in New Jersey, "The Challenge of Crime in a Free Society" by the President's Commission on Law Enforcement and Administration of Justice, the

Report of the National Advisory Commission on Civil Disorders, and numerous operating annual and staff reports, came the basis for a focus on this data. From about 200 written proposals, one-third of which were in highly developed form, came some idea of what were believed on the operating level to be the possible solutions to the problems.

The resultant product reflects all of that. It also reflects the collective wisdom of numerous public officials and private citizens, especially the members of the Governing Board. And it reflects the scientific attitudes of modern systems analysts and computer experts, who were asked by SLEPA to take first steps toward identifying the information handling, storage, and retrieval needs of prosecutors' offices, the courts, and the police.

We are confident this is a good first plan. We are even more confident that it can and will be improved in coming years, and more important, that the action funds it controls will materially

improve the criminal justice system of the State.

* * *

The criminal justice system in New Jersey is, in many respects, very good. In several fields New Jersey has attained national leadership — the "Highfields" project in rehabilitation and the development of the Uniform Crime Reporting system are only two examples of many. But there is much to be done.

This first plan cannot lead the way to a solution of all our crime problems. There is not enough money to do so, nor can all solutions be approached through the grant mechanism. But this plan can clarify the possibilities; it can fund, test, and spread the successful ones; and it can catalyze thinking and action far beyond the resources it controls directly.

That, we are confident it will do; and that, is a beginning.

It is probably impossible to overemphasize the importance of basic alterations in the social and economic order that are needed in order to combat crime. A precondition to a meaningful transformation of the ghetto is fair dealing and compassion of society for its outcasts. Antisocial behavior is produced by discrimination, indifference, and unjust distribution of wealth. Many drug addicts, drunks, and vagrants are treated as criminals not because they harm us, but because they challenge our values. It certainly is not new to say that environmental factors play the crucial part in determining whether individuals obey the law and carry the responsibilities of the democratic society, or whether they are demoralized and inclined toward antisocial, lawless behavior.

The problem with which one must deal, therefore, is whether the experiences of the individual lead him to find that he can meet his basic needs so that he can work out a constructive peaceful life in harmony with society, or whether his basic needs are neglected and violated to the point where he becomes destructive toward people and property, and drifts into a life of crime and violence. The elements which play a determining part are the stability and strength of the family, or the lack of it; contact with adults who establish constructive human relationships and support democratic values, or who by their behavior demoralize the young so that they cannot establish good person-to-person relations. And, lastly, one should not overlook the importance of contacts with other youth who have interests, motivations, and experiences which are constructive and lawful; or with young leaders, gangs, and institutions which exist by reason of antisocial and predatory activities.

ANDREW R. TYLER, Civil Court Judge,
New York City, in GOVERNING THE
CITY, The Academy of Political Science,
1969.

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PAUL YLVISAKER: *I suggest that the weakest link in the governmental mechanism is the bureaucratic element. * * * As old-time bureaucrats and old-line advisers to the prince, we have perpetuated certain myths — especially the theory of public administration that maintains that everything must focus on the top of the chain of command, and then by a series of regulations and hierarchical processes you get a job done. This ignores the reciprocal nature of modern power.*

DANIEL BELL: *The operating problem is, however, somewhat different from the structural one. One needs centralization in order to define policy, to get money, to explore ramifications for the whole society. But once you have policy, funding, and standards, how do you decentralize operations?*

PAUL YLVISAKER: *Two different kinds of power are involved. One — the old medieval power in which one could act unilaterally — is not being centralized. But the other — the ability to influence by inducing cooperation or compliance — is increasing at both the national and international levels.*

*The classic conception of how to handle the arrangements of cities is rather medieval * * * to design rational planning processes, to draw relatively static solutions. The Homesteading Act had a touch of genius; it set certain ground rules, certain parameters, and then let society go to it. We may not be able to repeat this practice in an urban age, but we are going to have to come up with an analogue. You must establish ground rules and parameters consistent with some concept of where society should be going, and still maintain freedom and decentralization.*

From Working Session Number One, **THE COMMISSION ON THE YEAR 2000**; The American Academy of Arts and Sciences, October 22 - 24, 1965.

Administrative Mechanism For Implementing The Plan

AGENCY ORGANIZATION

FORMATION OF THE AGENCY

On January 4, 1968, in anticipation of the eventual passage in Congress of the Omnibus Crime Control and Safe Streets Act of 1968, the State of New Jersey, acting through Governor Richard J. Hughes, created the New Jersey Council Against Crime by Executive Order Number 37. The primary purpose of the Council Against Crime, as stated in the Executive Order Number 37, was to do all studies, reviews, surveys, and preparations necessary for the subsequent swift and effective implementation in New Jersey of legislation then before Congress (Title I of the Omnibus Crime Control and Safe Streets Act of 1968). In the months before the President signed into law the Omnibus Crime Control and Safe Streets Act of 1968, the New Jersey Council Against Crime, working as a committee of the whole and as subcommittees, performed very valuable work in organizing and clarifying the structure of the issues and problems and possible approaches toward solutions that faced the New Jersey system of criminal justice.

In response to the enactment of the Omnibus Crime Control and Safe Streets Act of 1968, and in conformity with the provisions contained therein, the State of New Jersey, on August 13, 1968, through Executive Order No. 45, issued by Governor Richard J. Hughes, formed the State Law Enforcement Planning Agency (SLEPA). The Agency is under the direct jurisdiction of the Governor, existing as part of his executive office, and is charged with the responsibility of developing a comprehensive state-wide plan for the improvement of law enforcement and criminal justice throughout the State; designing, developing and correlating programs and projects for the State and units and combinations of units of general local

government for improvement in law enforcement and criminal justice; and establishing priorities for law enforcement and criminal justice throughout the State. The Agency will receive and administer allocated funds to achieve these objectives. Twice during each year, the Agency will summarize progress made in implementation of the Omnibus Crime Control and Safe Streets Act of 1968 in a written report to the Governor, legislature, courts, and chief executives of local government units within the State.

THE GOVERNING BOARD

Executive Order No. 45 establishes a State Law Enforcement Planning Agency Governing Board consisting of a Chairman and thirteen members. The Executive Director of the State Law Enforcement Planning Agency acts in accordance with policy directives of the Board in matters relating to law enforcement improvement activities. Composition of the State Law Enforcement Planning Agency's Governing Board is based upon the relevant law enforcement, general governmental, and other interests of State and local units of government and the general public. Where possible, members were selected who were the elected spokesmen of the various law enforcement and general governmental associations, to increase the representative character of the Governing Board.

The Attorney General of New Jersey, Arthur J. Sills, who is the State's chief legal officer and President of the National Association of Attorneys General, is designated ex officio Chairman of the Governing Board in Executive Order No. 45. The Board, by its own action, has elected State Senator Edwin B. Forsythe as Vice Chairman. Members and their areas of representation as of the date of New Jersey's initial application for full planning

funds (December 17, 1968) are as follows:

- William D. Anderson, Chief of Detectives in the Essex County Prosecutor's Office.
- Arnold E. Brown, Attorney; Former New Jersey Assemblyman.
- Guy W. Calissi, Bergen County Prosecutor; President, New Jersey Prosecutors Association.
- Edwin B. Forsythe, President, New Jersey Senate; Chairman, Special Joint Legislative Committee to Study Crime and the System of Criminal Justice in New Jersey.
- Henry Garton, Jr., Mayor, Vineland, New Jersey; President, Conference of Mayors.
- David B. Kelly, Superintendent, New Jersey State Police.
- Raymond Mass, Chief of Police, Shrewsbury, New Jersey; President, New Jersey Chiefs of Police Association.
- Edward B. McConnell, Administrative Director, New Jersey Courts.
- Dr. Lloyd W. McCorkle, Commissioner, New Jersey Department of Institutions and Agencies.
- Ralph Oriscello, Sheriff, Union County.
- Arthur J. Sills, Attorney General of New Jersey; President, National Association of Attorneys General.

- Albert S. Smith, Speaker, New Jersey General Assembly.
- Stanley C. Van Ness, Public Defender of New Jersey.
- Dr. Paul N. Ylvisaker, Commissioner, New Jersey Department of Community Affairs.

Some members of the Governing Board, because of their primary agency affiliations, reflect both State and local governmental interests. The Department of Community Affairs, for example, is a State agency engaged in planning to devise, stimulate and organize local, community centered programs, and therefore, its Commissioner is by design sensitive to the needs of the local community. Others, such as the Administrative Director of the Courts, have integrated administrative responsibilities for an aspect of law enforcement at all levels of government: state, county and municipal.

The Governing Board includes political Independents as well as members of both major political parties of the State. The members of the Board are divided among Democrats, Republicans, and Independents so that there is no party majority on the Board. There are elected and non-elected persons among both the Democrats and the

PREVENTION COMMITTEE

Dr. Paul N. Ylvisaker, Chairman
Arnold E. Brown
Henry Garton, Jr.

ADJUDICATION COMMITTEE

Edward B. McConnell, Chairman
Guy W. Calissi
Stanley C. Van Ness

LEGISLATION COMMITTEE

Edwin B. Forsythe, Chairman
Albert S. Smith
Stanley C. Van Ness

FINANCE COMMITTEE

Henry Garton, Chairman
Edwin B. Forsythe
William D. Anderson

APPREHENSION COMMITTEE

Raymond Mass, Chairman
David B. Kelly
William D. Anderson

REHABILITATION COMMITTEE

Dr. Lloyd W. McCorkle, Chairman
Ralph Oriscello
Arnold E. Brown

ORGANIZED CRIME COMMITTEE

David B. Kelly, Chairman
Raymond Mass
Guy W. Calissi

CONSULTANTS COMMITTEE

Guy W. Calissi, Chairman
Dr. Lloyd W. McCorkle
Edwin B. Forsythe

Republicans on the Board. The Board Chairman is a Democrat, and the Board Vice Chairman is a Republican. All three branches of State government — Executive, Legislative, and Judicial — are represented. All three levels of government — state, county, and municipal — are represented. General government, operating law enforcement, and general citizenry are all represented. Each of prevention, apprehension, adjudication, and rehabilitation is represented. From the adversary criminal trial system each of courts, public defense, the criminal bar, and prosecution is represented. Both of the major racial groups making up New Jersey citizenry are represented in proportion to the demography of the state.

The deliberations and procedures of the Board are in accordance with Roberts' Rules of Parliamentary Law. The functioning of the Board is controlled by a set of by-laws. Regular meetings of the Board are held as called by the Board Chairman to reflect significant stages in the staff's work. Written notice calling all meetings is sent by the Executive Director of the State Law Enforcement Planning Agency to each member of the Board at least three days prior to the meeting. A majority of the membership of the Board constitutes a quorum and the votes necessary to transact business are a majority of the membership present. A record of the roll call vote is kept as part of the minutes. The meetings are recorded on magnetic tape.

The Board has resolved itself into committees for sub-division of its work. The Committee of the Whole (constituting members of the Board present at a meeting, and at least a quorum) determines all matters concerning Board policy.

BROAD-BASED ADVISORY BODY

The composition of the State Law Enforcement Planning Agency Governing Board was determined in large measure by federal guidelines requiring that certain interests be reflected in certain proportions on the policy-making board that would supervise the implementation in a State of Title I of the Omnibus Crime Control and Safe Streets Act of 1968. Accordingly, Executive Order Number 45, which creates SLEPA, redefines the role of the New Jersey Council Against Crime as SLEPA's advisory and consulting body. The Council is a relatively large and broadly based body, and its consultation on the sense of the broader

community which it represents is very valuable. The following is a list of the members of the Council Against Crime, and their primary area of representation:

- Thomas W. Button, Past President, New Jersey Jaycees.
- Jameson W. Doig, Ph.D., Professor, Woodrow Wilson School, Princeton University.
- Jacob J. Duszynski, Freeholder Director, Hudson County.
- Millicent Fenwick, President, Morrow Association on Correction.
- Miss Regina M. Flynn, Superintendent, State Home for Girls.
- John J. Gibbons, Esquire, Past President, New Jersey State Bar Association.
- John J. Heffernan, President, New Jersey Patrolmen's Benevolent Association.
- Ralph G. James, Past President, New Jersey League of Municipalities; Mayor, Wildwood, New Jersey.
- Robert H. Jamison, Past President, New Jersey Sheriffs Association.
- Walter H. Jones, Attorney, (Member, The National Emergency Committee, and Chairman of the Bergen County Council, President's National Council on Crime and Delinquency).
- Leo Kaplowitz, Prosecutor, Union County.
- David B. Kelly, Superintendent, New Jersey State Police.
- James W. Kelly, Jr., Mayor, East Orange; Past President, New Jersey Conference of Mayors.
- Herbert T. Kinch, Jr., Chief of Police, Rahway, New Jersey.
- Mrs. Robert Klein, President, League of Women Voters of New Jersey.
- Arthur S. Lane, Former Judge, U.S. District Court for the District of New Jersey; Chief Counsel — Johnson and Johnson.
- Dr. John P. Loftus, Dean Seton Hall Law School.
- Charles LoPresti, Past President, New Jersey State Association of Chiefs of Police; Chief of Bergen County Police.
- Professor Jack A. Mark, Professor, Rutgers University; Holder of Police Training Chair at Rutgers.

- Edward B. McConnel; Administrative Director of the Courts.
- Dr. Lloyd W. McCorkle, Commissioner, New Jersey Department of Institutions and Agencies.
- Robert S. Newman, President, Probation Association of New Jersey; Principal Probation Officer Monmouth County.
- Samuel Perry, Executive Sperry and Hutchinson Company; former Olympic Star; Councilman, Passaic, New Jersey.
- H.I. Romnes, Chairman of the Board, American Telephone and Telegraph.
- Arthur J. Sills, Attorney General of New Jersey.
- William F. Tompkins, Esquire, Newark, New Jersey; former Assistant Attorney General of the United States; former U.S. Attorney for the District of New Jersey.
- Bernard B. White, President, Morris White Fashions.
- Dr. Paul N. Ylvisaker, Commissioner, Department of Community Affairs.

REGIONAL ADVISORY BOARDS

On October 4, 1968, the SLEPA Governing Board divided the twenty-one counties of the State of New Jersey into eight planning regions, comprising between two and four whole counties apiece.

The basis for the grouping of counties into regions was the concurrence of two separate studies conducted by SLEPA into the question of whether or not such communities of interest did in fact exist.

The first study was conducted by State Police personnel, and attempted to identify contiguous counties having similar kinds and incidence of crime. The second study was conducted by personnel of the Division of State and Regional Planning, in the Department of Community Affairs, and attempted to identify contiguous counties having similar demographic, geographic, transportation, industrial, and other similar characteristics.

Upon the basis of the near total agreement between the results of the two studies, the Governing Board at the aforesaid meeting determined a division of the State into the eight regions shown on the map adjacent this page.

The Governing Board further determined that in each planning region there should be an advisory board reflecting certain delineated interests, chaired by a prominent impartial citizen appointed by the Governor. The interests selected for representation were general government, community relations, general planning, prosecution, education, corrections, general citizenry, and police. The region chairman selects the region board members, and he is afforded additional discretionary appointments to reflect a given region's extra kinds or emphasis in law enforcement interests.

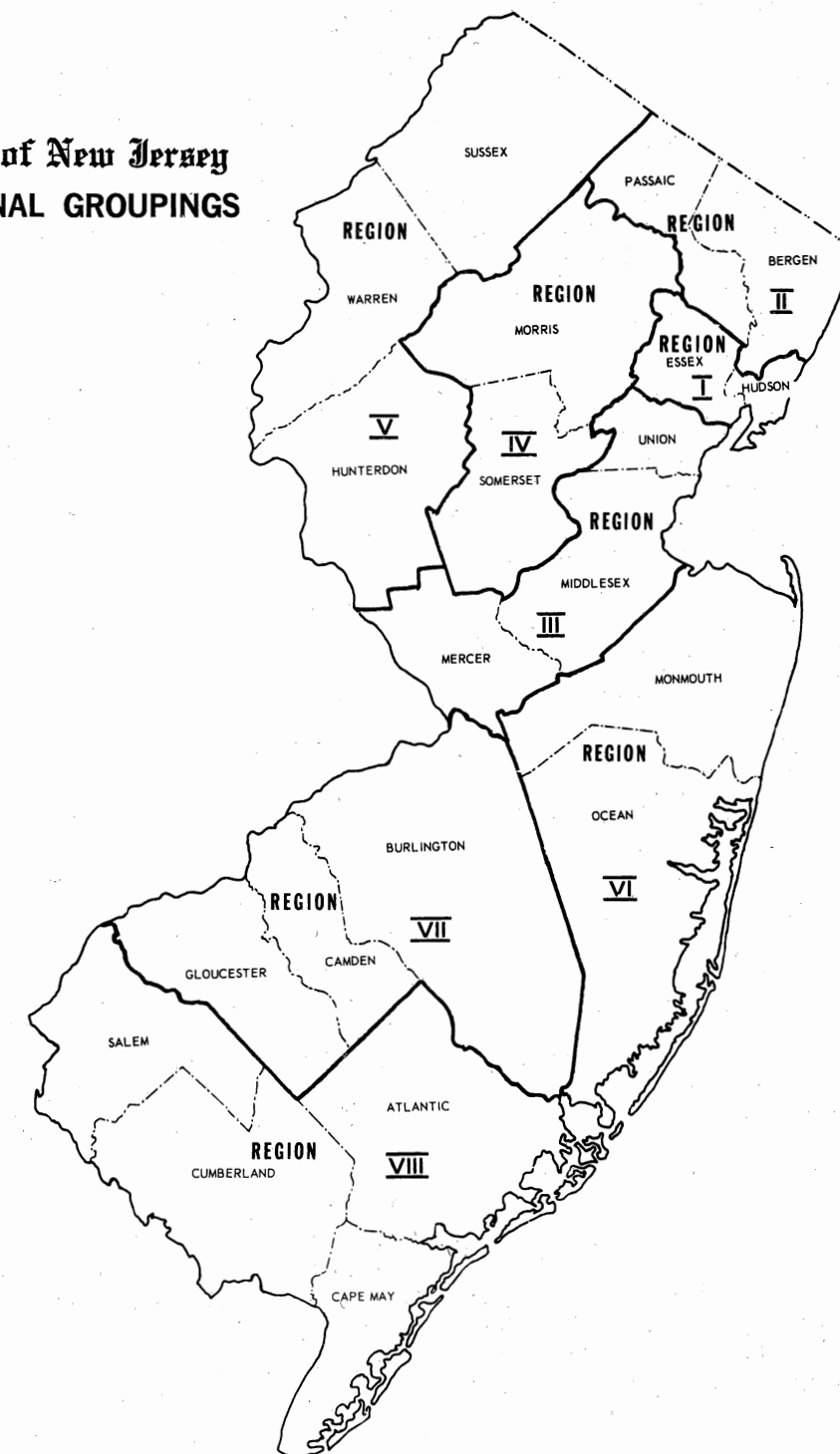
To give extra emphasis to the problems of urban criminal justice, the region chairman is required to accept the nomination to his board of the Mayor's choices in each of the seven largest cities of the State. Six of the Mayors are entitled to appoint two representatives of any kind to the regional board encompassing their city, while the Mayor of Newark is entitled to appoint four representatives.

The regional advisory boards are to act as a permanent point of contact for SLEPA as to needs of their region. In the current planning operation, each of the eight region chairmen were requested in January of 1969 to identify the problems, alternative proposed solutions, and priorities, of their region (through board members having operating expertise) in each of prevention, apprehension, adjudication, and rehabilitation.

A most important role of the region advisory boards is to act as an integrated, "criminal justice" body having a local orientation. SLEPA can find local "operating" viewpoints in any city of the State, and regularly does so. But only in the regional advisory boards can SLEPA find *locally* the interdisciplinary, or "criminal justice" viewpoint that the Omnibus Crime Control and Safe Streets Act of 1968 requires. Since the SLEPA Governing Board must take a state-wide viewpoint, it is very valuable to have locally based "criminal justice" viewpoints developed by the region boards. With time, the region boards will develop, through experience as a board, both local planning data and insights, as well as the necessary criminal justice viewpoint.

The advice of the region boards will be sought with regard to both planning and action grants within the region. SLEPA form 101 (the basic grant application form; appended and explained hereafter in this part, under Sub-Grant Application

State of New Jersey REGIONAL GROUPINGS



and Review Procedures) provides for the involvement of the region advisory boards in the grant application process, so that regional as well as state-wide factors are weighed in the review of each grant request.

PRINCIPAL STAFF POSITIONS

The Executive Director and Administrator is responsible to the Governing Board for the carrying out of the policy directives of the Governing Board, to the Governor for all administrative matters, and to both for the implementation of Title I of the "Omnibus Crime Control and Safe Streets Act of 1968" in New Jersey. Toward that end it is his responsibility to assemble, organize, and train a staff; to conceive, structure, and program the staff work plan; and to interpret the policy of the Board, the work of the staff, and the guidelines of the U.S. Justice Department, to one another, to the Governor, and to the public.

Presently, the planning function is nearly the total concern of the SLEPA Staff and this is reflected in the staff pattern. As fiscal 1970 is entered (July 1, 1969), however, the staff will assume the responsibility for the detailed audit, quality control, review, evaluation, and general administration of a large number of complex and far-flung sub-grants made by SLEPA to State and local government with fiscal 1970 "action" funds. In the fiscal 1970 year these sub-grants may total (with matching components) approximately ten million dollars. As mandated by law, the planning function will at that time continue, but on an abated scale, and most present planning personnel will transfer their newly developed intimate knowledge of the plan and the state's law enforcement system and needs into the administration of "action" grants which will be based upon the plan.

The staff pattern as it presently exists in the intense planning phase will first be described immediately hereafter, and then the general outline of how that pattern is expected to change some months hence when major grant administration responsibilities are taken up, will be set forth.

Intense Planning Phase.

Planning is conducted under the direct supervision of the Executive Director, who is

advised and assisted in this regard by the Assistant Administrator for Planning. Planning responsibility consists broadly of the preparation of yearly updated state-wide comprehensive law enforcement plans. More particularly, planning responsibility entails study, analysis, and program development for each aspect of the criminal justice system. In that regard, it is most important that planning give adequate emphasis to the interrelationship between the various aspects of the criminal justice system (prevention, apprehension, adjudication, rehabilitation). Toward that end, there are within the planning staff, six Chief Program Analysts, who, with subsidiary Program Analysts, represent planning competence in each of six criminal justice headings. Also within the planning staff are two Research Assistants, who provide library and literature support.

The six Chief Program Analysts are assigned functional planning responsibilities designed to cover the whole spectrum of the criminal justice system, yet to focus intense attention on each major aspect of that system. Description of these six positions, and subsidiary staff positions, follows.

- The Chief Program Analyst — Prevention is responsible for creating programs that will build community involvement into the comprehensive plan, and that will provide ways of making criminal justice more effective through education, and through improved working relationships between law enforcement agencies and the public. Attention is focused on reviewing and proposing delinquency prevention and control programs for the determination of where the effective use of additional financial resources will have the greatest and most lasting impact. He is assisted by the Field Analyst — Prevention, who provides active field liaison to, and feed-back from, the various communities and citizen-groups of the state.

- The Chief Program Analyst — Local Apprehension is responsible for creating programs that will increase police and other apprehension-agency effectiveness on the local level. Involved is a close examination of the organizational structure and management procedures of local police agencies, as well as the needs of those agencies in terms of education, training, equipment, facilities, basic operating procedures and staff resources.

- The Chief Program Analyst — State Apprehension is responsible for creating programs that will increase the effectiveness of those agencies

of apprehension that have state-wide jurisdiction; and also to pay special attention to state-wide programs for the benefit of local apprehension agencies, such as information gathering and dissemination systems, crime statistics, state-wide standards and training, state-wide communications, centralized and regionalized crime laboratory facilities, and other like services.

Since state-wide and local apprehension activities are complementary to one another, the two Chief Program Analysts in that functional area share the services of the Program Analyst — Apprehension, and also that of the Field Analyst — Apprehension, who continually monitors the needs and view of local apprehension agencies.

- The Chief Program Analyst — Adjudication is responsible for creating programs for the interrelated set of agencies that center their activities upon the criminal courts. In addition to the workings and needs of the courts themselves, such programs must consider the activities and interrelated effects of the various prosecutive personnel, the personnel both of the Public Defender and of private defense organizations, the members of the criminal bar, and certain aspects of the probation agencies. He is assisted by the Program Analyst — Adjudication.

- The Chief Program Analyst — Rehabilitation is responsible for creating programs that will rehabilitate individuals who have been adjudged to be in violation of the criminal law. Institutional and after-care services in both state and county correctional facilities, as well as probation programs, are scrutinized to determine where additional resources may best be used. The various public and private agencies concerned with all phases of corrections, including with regard to special offenders such as alcoholics and drug abusers, are within his responsibility. He is assisted by the Program Analyst — Rehabilitation.

- The Chief Program Analyst — Organized Crime is responsible for the development of strategies to prevent and uncover organized criminal activities. Particularly emphasized is the conception of plans for coordination between the various branches of government, and means of making the public more knowledgeable as to the menace of organized crime.

The Research Assistants collect, analyze, store, and retrieve on request, published papers, reports, information and data from federal, state, and local

agencies in any aspect of the criminal justice spectrum. In addition, they constantly restructure data and information on hand to render it more significant or more useful.

Fiscal and other administrative services are performed within SLEPA under the supervision of the Manager of Fiscal and Administrative Services, who is responsible for the maintenance of internal and external order and control in both fiscal (including all auditing, payroll, counsel on federal fiscal procedures, and the like), and general administrative matters.

Grant Administration Phase

Planning will of course continue after the intense grant administration phase has been entered, since the statute requires annual revisions of the plan, both to advance its level of development and to reflect what has been learned from the experience with "action" grants during the year. The number of planning staff positions will, however, be sharply decreased for two reasons. One, less planning effort will be required, and two, many of those who created the plan and are intensely familiar with the agency, the program, and the plan, will switch over to staff the new positions required to administer many complex and far-flung action grants. These two factors should balance one another, so that total staff size should stay about the same.

In the intensive grant administration phase there will be a Deputy Director, an Associate Director for Research and Evaluation, an Assistant Director for Grant Administration, an Assistant Director for Comprehensive Planning, and an Assistant Director for Field Planning and Technical Services. Each of these positions will be filled internally from among those who worked on the plan, and who are most familiar with it. Accordingly, no increase in staff is anticipated as a result of these realignments. Rather, these new positions merely reflect the transition from a largely internal agency concerned with creating a document, to a largely external agency concerned primarily with providing technical services to local officials, reviewing and negotiating local applications, and administering, evaluating, and auditing local grants.

PRINCIPAL STAFF QUALIFICATIONS

- The Executive Director and Administrator counts himself as a generalist, but the hard way —

by encompassing several specialties. His background includes an engineering degree at Stevens Institute of Technology (1955); Juris Doctor degree from Columbia University Law School (1960); Littauer Fellow in public administration at the Kennedy School, Harvard; project engineer in electronics and aerospace engineering; department head for a division of one of the five largest chemical corporations; lawyer with two New York City law firms; Legislative Assistant to a New York City Councilman; member of the Bergen County (New Jersey) Planning Board; Counsel to the Assistant Majority Leader of the New Jersey Senate; Administrative Assistant to the Governor of New Jersey; National Chairman of the Stevens Fund; first Secretary of the A.B.A.'s Committee on Civil Rights and Responsibilities; first President of the American Society of Criminal Justice Planners; recipient of the 1968 Stevens Alumni Award; listed in 1967 "Outstanding Young Men of America; listed in "Who's Who in the East".

- *The Assistant Administrator for Planning* is a college graduate with ten years of varied federal, state, and local planning and program development on the social systems side. Most recently he was Senior Research and Evaluation Specialist in the Newark Model Cities program, where he was involved in the law enforcement and community relations aspects of the Model Cities planning for New Jersey's largest city. Prior to that he was Senior Consultant (Program Development) at the New York University Center for the Study of Unemployed Youth. He has also been involved in human resources program development projects in Detroit, Boston, and federal O.E.O.

- *The Manager of Fiscal and Administrative Services* holds a college degree in accounting. In New Jersey State government since 1965, he has served in state executive positions of a financial and budgetary nature. He has 25 years prior business experience of a financial nature, including 14 years from internal auditor through treasurer, corporate secretary, and financial vice-president of a Cuban-based sugar refining corporation.

- *The Chief Program Analyst — Prevention* expects to receive the Ph.D. degree this year from New York University, with a doctoral thesis in the field of community attitudes toward law enforcement personnel and services. He has been a Research Assistant (consultant) to the New Jersey Police Training Commission, and a Research

Associate for the Governor's Commission to Study the Causes and Prevention of Crime in New Jersey. At an earlier stage in his career he worked in the field of rehabilitation, and was Assistant Superintendent at the Ocean (New Jersey) Residential Group Center, a guided group interaction facility.

He is assisted by the *Field Analyst — Prevention*, who holds a Master's degree and has been a "Head Start" teacher and a Program Analyst and Deputy Director with the Atlantic County Community Action Program.

- *The Chief Program Analyst — Local Apprehension* is a candidate for the Bachelor's degree from the John Jay College of Criminal Justice. He has twelve years experience in local police work, and most recently was an instructor of supervisory level local police officers in the award winning New Jersey Mobile Training Project funded by the Office of Law Enforcement Assistance and administered by the New Jersey Police Training Commission. He is a graduate of the F.B.I. National Academy and numerous training courses in all aspects of police work.

- *The Chief Program Analyst — State Apprehension* attended central Michigan College, and has completed various police science courses at institutes, colleges, and Universities. He is a veteran of sixteen years of all phases of New Jersey State Police duty, including the most recent three years as an assistant planning officer in the State Police Planning Bureau.

The two apprehension chief program analysts have in common two assistants. *The Program Analyst — Apprehension* is a member of Phi Beta Kappa who most recently was a Research Assistant at the New Jersey Police Training Commission. *The Field Analyst — Apprehension* has a background of over twenty-five years in police work, including the career summits of Major (chief operations officer) of the New Jersey State Police, and Deputy Police Commissioner of the Millburn (New Jersey) Police Department. He is a graduate of the F.B.I. National Academy.

- *The Chief Program Analyst — Adjudication* has not been retained as yet. The activities in adjudication planning are currently discharged by *the Program Analyst — Adjudication* with the assistance of other law trained members of the staff. A college and law school graduate, he most recently was the Deputy Director of the Union

County Legal Services Project.

- *The Chief Program Analyst — Rehabilitation* holds a Master's degree in Public Administration (corrections) and has over 15-years experience in all phases of the New Jersey correctional system, including the most recent three years as a senior program developer in the planning bureau of the State Division of Correction and Parole.

He is assisted by the *Program Analyst — Rehabilitation*, who holds a Master's degree, and has institutional and project management experience in New Jersey corrections, as well as in the Peace Corps and in the teaching profession.

- *The Chief Program Analyst — Organized Crime* is a college graduate who is a retired F.B.I. agent of 22-years service. For many years he was the Senior Resident Agent in the Trenton F.B.I. Office, and since Trenton is the Capital City, is quite familiar with state-level anti-organized crime resources centered on State Police activities out of Trenton. He was Vice-Chairman of the Governor's Commission to Study the Causes and Prevention of Crime in New Jersey.

SUB-GRANT APPLICATION AND REVIEW PROCEDURES

The Omnibus Crime Control and Safe Streets Act of 1968 requires (82 Stat. 205) in Section 303 thereof, and particularly in 303:(1), (3), and (7) thereof, that each State Law Enforcement Planning Agency 1) develop administrative procedures for entertaining applications from units of local government under the current State comprehensive plan, 2) include a mechanism for review of the applications, and 3) include a mechanism for the administrative appeal of a decision not to pass favorably upon an application (sub-grant denial) or a decision not to re-fund an existing project (sub-grant termination).

The definitions set forth in Section 601 of the Omnibus Crime Control Act (82. Stat. 209) are adopted for review and appeal purposes.

APPLICATION PROCEDURE

Applications for planning grants (Title I, Part B, Public Law 90-351) or action grants (Title I, Part C, Public Law 90-351), from units of local government to SLEPA, may be submitted with or

without prior consultation with SLEPA or the relevant Regional Advisory Board. SLEPA staff is available however, for such consultation.

Sample application forms are appended to this section. Four copies of the application are to be submitted to SLEPA; and two of those copies will be forwarded by SLEPA to the relevant regional advisory board. The regional advisory board appends comments and a priority rating to each application copy. The priority rating is from the regional, not the State-wide viewpoint, and of course the two may differ. The regional advisory board has 35 days within which to mail one application copy back to SLEPA with regional comments and priority ratings thereupon. The other copy is kept for regional files.

The application may be for initial planning or action funds, for a revision of a prior application, or for a continuation of an existing project.

The application may also be from an agency of State government, and the remainder of this discussion of application review and appeal procedures will apply equally to State and local applications except for regional board involvement.

As soon as is practical, SLEPA passes on the merits of the application. After the 35 day period, SLEPA may pass upon an application for which no Regional comments have been received. The application is reviewed in three stages by a SLEPA staff reviewer, by the SLEPA Executive Director or his designate, and by the SLEPA Governing Board designee (the Application Review Committee). The last of these three stages constitutes a decision on the merits of the application.

When such a decision is reached, the applicant is notified thereof on SLEPA form 102, with a copy to the relevant Regional Advisory Board.

If the decision is favorable, the applicant is also given the State of New Jersey's Vendor Invoice form and a copy of a Grant Agreement, both as attachments to form 102. The Vendor Invoice form is required by the State Department of the Treasury and constitutes a demand upon the State for funds. It is completed by the applicant and returned with the completed Grant Agreement to SLEPA. Funding is then effected. Appropriate performance and budget forms are employed during the period of the grant project to keep control for purposes of grant evaluation, review,

State of New Jersey STATE LAW ENFORCEMENT PLANNING AGENCY APPLICATION FOR CRIMINAL JUSTICE IMPROVEMENT GRANT (UNDER PART B OR PART C, TITLE I, PUBLIC LAW 90-351)	For SLEPA Use Only	
	REGION	FUNCTIONAL CATEGORY
	PROJECT NUMBER	DATE RECEIVED
	TRANSACTION NUMBER	DATE APPROVED
SECTION A (TO BE COMPLETED BY PROJECT DIRECTOR - SEE INSTRUCTIONS)		

- Project Title _____
- Type of Application ☐ Planning ☐ Action ☐ Revision ☐ Continuation
- Applicant Unit of Government _____
- Location of Project _____
- Project Duration From _____ To _____
- Program Area (see instructions) _____
- Description of Project (describe in detail on ATTACHMENT ONE)
- Budget (see instructions - provide itemization as called for on ATTACHMENT TWO)

TOTAL ESTIMATED COST						
SOURCE OF FUNDS	FIRST YEAR		SECOND YEAR		THIRD YEAR	
	%	AMOUNT	%	AMOUNT	%	AMOUNT
SLEPA						
STATE						
LOCAL						
OTHER						
TOTAL	100		100		100	

- Specify How Non-Slepa Share will be provided _____
- Project Director _____
 Name _____ Title _____
 Address _____ Telephone Number _____
- Financial Officer _____
 Name _____ Title _____
 Address _____ Telephone Number _____

SLEPA 101

SECTION B (To be completed by the official responsible for project--see instructions)

- Authorization to proceed with this law enforcement project is requested. If this is an action project, it is expressly agreed that this project is consistent with New Jersey's Comprehensive Law Enforcement Plan established under Part B, Public Law 90-351 for Fiscal Year 19____. If this is an action or a planning project, it is expressly agreed that this project will meet the requirements of Part B or Part C, as applicable, Title I, of Public Law 90-351, and all administrative regulations established by the federal law Enforcement Assistance Administration and the New Jersey State Law Enforcement Planning Agency.
- Acceptance of conditions - The undersigned agrees, on behalf of the applicant agency, that:
 - Any grant awarded pursuant to this application shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under Part B or Part C as applicable, Title I, Public Law 90-351, (ii) Conditions Applicable to the Fiscal Administration of Grants under Part B or Part C, as applicable of, Title I, Public Law 90-351, and (iii) Any Special Conditions contained in the grant award.
 - Any grant received as a result of this application 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 Public Law 90-351 or any regulations (SLEPA or federal) promulgated thereunder, including these Grant Conditions, has occurred.
 - Reports will be submitted whenever requested by SLEPA.
 - Fiscal control and fund accounting procedures will be established which assure proper disbursement of, and accounting for, grant funds and required non-federal expenditures that meet the requirement of the State of New Jersey to the federal government as specified in Title I, Part C, of the Omnibus Crime Control and Safe Streets Act of 1968.
 - Applicant will make available and expend from non-federal sources as needed, adequate resources for meeting matching requirements specified in Title I, Part C, Omnibus Crime Control and Safe Streets Act of 1968.
 - Funds awarded pursuant to this application will be used to supplement and not supplant funds otherwise made available for law enforcement purposes, and to the extent possible, will be used to increase such funds. (The test of not supplanting funds, to which the Applicant hereby agrees, shall be that SLEPA funds are not substituted for local funds directly, and also that expenditures for law enforcement for the annual period covered, are at least as great as for the preceding year plus the average annual increment in such expenditures for the past 2,3,4, or 5 years.) A further statement will be executed by the applicant, attesting that funds have not in fact been so supplanted, either at the end of the project or at some time intermediate the commencement and termination of the project, at the request of SLEPA. Applicant hereby acknowledges specific agreement to this paragraph.

 (Signature, same signature as at end of this form)

SLEPA 101.2

g. The provisions and requirements of Title VI of the Civil Rights Act of 1964 and all regulations issued by the Department of Justice (28 CFR Part 42) issued pursuant to that Title, to the extent that no persons shall, in regards to race, color or national origin, be excluded from participation in, or denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant received federal assistance originating from the United States Department of Justice, will be adhered to.

h. It is the intent of Applicant that (if this be an action grant application), after a reasonable period of time, the cost of continued support of the project will be completely absorbed into the Applicants own budget.

i. Funds awarded pursuant to this application will be used for the program described by applicant herein, or in any amendment thereto duly filed with and approved by SLEPA.

j. Any action grant funds expended for the compensation of personnel as part of the program described by applicant herein, exclusive of funds spent for training, will be matched by applicants extra expenditures for increase personnel compensation of equal amount.

k. If copyrightable or patentable subject matter is produced by a sub-grantee through the sub-grant project, the applicant herein will notify SLEPA and request advice as to federal policy thereon, before undertaking to copyright or patent such matter.

l. Accounting procedures will 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 grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, which ever is sooner.

3. This application consists of the following attachments in addition to this form:

Attachment 1: Description of Project

Attachment 2: Project Budget

By:

Name: _____

Signature: _____

Title: _____

Mayor, Freeholder-Director, State Department Head

Project Number _____

Applicant _____

SECTION C (TO BE COMPLETED BY REGIONAL ADVISORY BOARD)

1. Significance of Project in Region (Describe on ATTACHMENT THREE)

2. Recommended Regional Priority

Suggested for Project (Circle One) 1 2 3 4 5 6 7 8 9 10

3. Name _____ Title _____

Signature _____ Date _____

SECTION D (TO BE COMPLETED BY STATE LAW ENFORCEMENT PLANNING AGENCY)

1. Significance of Project in State Program (Describe in detail on ATTACHMENT THREE)

2. Priority Assigned to Project (Circle One) 1 2 3 4 5 6 7 8 9 10

3. Approved by State Law Enforcement Planning Agency

(a) Staff Reviewer

Name _____

() Yes Signature _____ Date _____

() No

(b) Executive Director

Signature _____ Date _____

() Yes

() No

(c) Slepia Governing Board

Name _____

Signature _____ Date _____

() Yes

() No

Applicant

PART A - ITEM 8. DESCRIPTION OF PROJECT

92

Applicant

PART A - ITEM 9. FIRST YEAR BUDGET DETAIL (Estimate)

(IF ADDITIONAL SPACE IS NEEDED USE BUDGET EXPLANATION PAGE)

SLEPA - 101.6

ATTACHMENT TWO (Continued)

COST ELEMENT	FEDERAL SHARE	STATE / LOCAL SHARE	PROJECT TOTAL
D. Office Supplies, Postage, Printing, Etc. (Itemize)			
Total Office Supplies	\$ _____	\$ _____	\$ _____
E. Facilities, Office Space, Utilities, Equipment Rental (Itemize)			
Total Facilities	\$ _____	\$ _____	\$ _____
F. Equipment (Itemize)			
Total Equipment	\$ _____	\$ _____	\$ _____
G. Indirect Costs			
Total Indirect	\$ _____	\$ _____	\$ _____
H. Total Project Costs	\$ _____	\$ _____	\$ _____

SLEPA - 101.7

ATTACHMENT TWO (Continued)

BUDGET EXPLANATION (Use if additional space needed)

SLEPA 101-8

Project Number

Applicant

ATTACHMENT THREE

PART C - ITEM 1. SIGNIFICANCE OF PROJECT IN REGIONAL / STATE PROGRAM NEEDS.

SPEPA 101-9

STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY
Trenton, New Jersey

INSTRUCTIONS FOR COMPLETING FORM SLEPA 101
APPLICATION FOR CRIMINAL JUSTICE IMPROVEMENT GRANT

Local units of government must submit four copies of the completed application to the State Law Enforcement Planning Agency, two of which will be provided by SLEPA to the Regional Advisory Board encompassing their area. Information about the program and assistance in filling out an application may be obtained by contacting:

State Law Enforcement Planning Agency
447 Bellevue Avenue
Trenton, New Jersey 08618
Telephone (609) 292-5800

State Agencies must submit three copies to the State Law Enforcement Planning Agency.

Listed below are detailed instructions for filling out an application for a project grant. The numbers and headings of the instructions correspond with those on the application form. Please follow all instructions carefully.

SECTION A.

All items in SECTION A and ATTACHMENTS 1 and 2 should be completed by the Project Director (the person in the agency using the money, and who will be responsible for administering the project).

1. PROJECT TITLE.

The title of the project should be short and descriptive of the work to be done.

2. TYPE OF APPLICATION.

a. A *planning* application is one that describes a project that is designed to answer a question in the field of criminal justice.

b. An *action* application is one that is designed to improve the practice of criminal justice.

c. A *Revision* application involves a change in a previously approved project and is required under the following conditions:

- (1) When an increase in the SLEPA share is requested.
- (2) When the total budget for the grant period is increased or decreased by 10 per cent or \$1,000, whichever is less.
- (3) When a substantial change is desired in the nature or scope of the project. A separate letter of explanation should accompany a revision application.

d. A *Continuation* application is one that is submitted for a second or subsequent year. Applications for such grants must be submitted at least two months before the end of the current project grant period.

3. APPLICANT UNIT OF GOVERNMENT.

The State, a County or a Municipality. The criteria in deciding is, who normally funds the work of the agency that will use the grant. Private agencies must be sponsored by a unit of government that will supply or guarantee any matching funds required by law.

4. LOCATION OF PROJECT.

If appropriate, identify the location at which the project will be conducted.

5. PROJECT DURATION.

Show the expected starting and completion dates of the total project period.

6. PROGRAM AREA.

For *Action* grants, indicate number of the Program Approach in the current State Plan under which you seek funding, by placing that number (for example A-1, B-6, or whatever) in the indicated space. By Federal law, you are eligible for consideration for funds only if the Program Approach you select is stated in the current State Plan as having been allocated current funds. Moreover, your specific project (item 7 below) *must* fit under and be consistent with the selected Program Approach in order to be eligible for funding.

IMPORTANT: For *planning* grants (see 2a above) the maximum SLEPA share is 90% regardless of the subject matter of law enforcement planning involved. For *action* grants (see 2b above) the maximum SLEPA share is stated in the body of each currently fundable Program Approach in the State Plan.

7. DESCRIPTION OF PROJECT.

This section is the most important part of the application, because it not only describes what will be done and who will do it, but justifies the need for the project. The information requested in sections a to j below must be described in detail on ATTACHMENT 1 (add sheets as necessary). Please follow the same order in describing the project.

a. **The Problem.** Describe the nature and scope of the existing problem, including the present status of activities by the applicant or other law enforcement agencies regarding the problem. This section should clearly justify the reasons why the project is needed. If this is a continuation project, describe results of previous project grant.

b. **Goals and Objectives.** This section should be limited to a precise statement of the specific project goals, objectives, and accomplishments sought that will help to solve or overcome the problem(s) described above.

c. **Project Activities.** Show a clear, detailed statement of the proposed step-by-step project activities, broken down into phases or tasks. Where appropriate, include a "work schedule chart", showing the amount of time necessary to complete each task.

d. **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.

e. **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.

f. **Brief Personnel Biographies.** Include a brief resumé or biography for each person selected to work on the project.

g. **Participating Agencies.** List all participating state or local jurisdictions, agencies or organizations, and describe the responsibilities of each.

h. **Project Evaluation.** Describe the method by which the project will be evaluated at the end of the first year of operation (or at the end of the project whichever is earlier) to determine if goals and objectives (above) have been attained.

i. **Alternative Methods.** If applicable, list any alternative methods that could be used for solving the problem and the reason(s) for selecting the method proposed in this application.

j. **Assumption of Costs.** If the project will last more than one year, describe how the applicant agency plans to eventually assume the total costs of the program (after a limited period of SLEPA assistance).

8. BUDGET.

Estimated cost details of the first year's budget should be itemized on ATTACHMENT 2. If additional space is needed, use Budget Explanation. Costs should be broken down by

SLEPA, State or local share. Some costs may be 100% SLEPA, while others may be part SLEPA and part State and/or local.

The allowability of charges made to funds granted under Part C of Title I of the Act (i.e. "action" funds) shall be determined in accordance with the general principles of allowability and standards for selected cost items set forth in Bureau of the Budget circular No. A-87 entitled "Principles for Determining Costs Applicable to Grants and Contracts with State and Local Government," dated May 9, 1968. Circular A-87 is included in SLEPA Dissemination Document No. 2, or can be separately requested from SLEPA. Except where inconsistent with SLEPA regulations or Circular A-87, local procedures and practices will apply to local grant funds, and State procedures and practices will apply to State grant funds. To avoid disallowance of any cost as a proper charge against grant funds, the budget should not include, and expenditures should not be made for any item which is not allocable or allowable under the terms of Circular A-87 or other applicable SLEPA regulations.

Accounts and records of the State and local sub-grantees must be accessible to authorized Federal and State officials for the purpose of audit and examination. The principles are set forth in Bureau of the Budget Circular A-73, "Audit of Federal Grants-In-Aid to State and Local Governments", dated August 4, 1965. Circular A-73 is included in SLEPA Dissemination Document No. 2, or can be separately requested from SLEPA.

a. **Salaries and Wages.** List each position that will be involved, indicating the percent of time and monthly salary of each. Employee benefits, such as retirement, FICA, health insurance, vacation, should be shown separately.

The costs of any Salaries and Wages for training should be identified separately in ATTACHMENT 2, Budget Explanation.

Section 301 (d) of the Act (P.L. 90-351) specifies that no more than one-third of the federal portion of any action grant may be expended for compensation of personnel, except for compensation of those engaged in training programs, and further provides that amounts so expended from the federal portion of grant funds for personnel compensation . . . "shall not exceed the amount of State or local funds available to increase such compensation".

The one-third limitation will be administered on a state-wide, total action program, basis. This means that a local sub-grantee could exceed one-third if SLEPA determines that the total state-wide average is still below one-third. For that reason,

more than one-third salary or wages should not be included in an action grant application unless permission from SLEPA in writing is received in advance.

However, the "shall not exceed" action requirement quoted above, must be met at the sub-grantee level in each instance, without any state-wide averaging. That requirement will be deemed to have been met if sub-grantee expenditures to increase compensation of personnel during the sub-grant period at least equals the personnel compensation charged to Federal funds under its sub-grant. Thus, if a sub-grant project conducted in a particular law enforcement agency involves a personnel compensation outlay of \$5000 from Federal funds, the sub-grantee will have been deemed to have met the matching requirement if local or State funds of \$5000 were made available during the project period to increase total personnel compensation outlays by the sub-grantee agency.

b. **Consultants.** List by name or type of consultant to be selected, and show the total estimated costs. A detailed cost estimate should be shown in ATTACHMENT 2, Budget Explanation, including the scope of services to be performed and the basis for calculating fees including the estimated number of man days required, rate, travel, overhead, profit charges, etc.

The Act requires that no more than one-third of total planning funds be utilized for consultant services. This limitation will be administered on a state-wide, total planning program basis. This means that a local sub-grantee could exceed one-third if SLEPA determines that the total state-wide average is still below one-third. For that reason, more than one-third consultant services should not be included in a planning grant application unless permission from SLEPA in writing is received in advance.

c. **Travel.** Show travel costs by estimating the number of trips, multiplied by the estimated cost per trip. If possible, show the proposed destination or purpose of the trip(s). Use State rates for travel and subsistence.

d. **Office 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.** Estimate the cost of construction, office space rental, furniture or equipment rental, maintenance costs, utilities, telephone, etc. Show the cost per square foot for office space.

f. **Equipment.** Bureau of the Budget Circular A-87 prohibits the purchase of equipment without specific approval by the U.S. Justice Department unless the need for such equipment has been

approved and included in the State Plan. Show the type of equipment, quantity and estimated cost.

g. **Indirect Costs.** Indirect costs of overhead, etc., may be allowed on a flat-rate amount of 10% of direct labor costs or 5% of total project costs, or an actual cost basis.

9. TOTAL ESTIMATED COSTS.

First year budget costs are derived from the totals shown on ATTACHMENT 2. Second and third year budgets, if any, are to be estimated totals only, making allowances for changing conditions such as personnel merit increases. Federal, State and local costs should be broken down by percentage and amount.

10. NON-SLEPA SHARE.

Explain the source of required non-SLEPA matching funds. For example: "from applicant's general fund," or "applicant's services in kind," etc.

11. PROJECT DIRECTOR.

Show the name, address, title and telephone number of the person in the applicant agency who will have supervisory responsibility for administering the project.

12. FINANCIAL OFFICER.

Show the name, address, title and telephone number of the person in the applicant agency who will have financial responsibility for the project. The Financial Officer should be someone other than the Project Director.

SECTION B.

All items in Section B are to be completed and signed by the authorized official responsible for the project (i.e., Mayor, Freeholder-Director, State Department Head, etc.). Note: The same official must sign at item f, as well as at the end of section B.

SECTION C.

To be completed by the appropriate Regional Advisory Board on local applications. Leave blank on State level applications.

Item 1. Show on ATTACHMENT 6, the significance of the project in regional program needs, and how the project fits into the statewide law enforcement plan.

Item 2. The Regional Advisory Board should rank all projects from its Region.

Item 3. Signature of the Regional Advisory Board Chairman. This should be affixed, and one Regional copy of the application should be returned to SLEPA within 35 days of initial receipt from SLEPA. The other copy should be kept in Regional files.

SECTION D.

To be completed by the State Law Enforcement Planning Agency.

and audit. These forms are completed by the grantee upon the request of SLEPA.

APPEAL PROCEDURES

When the decision on the application is unfavorable, SLEPA form 102 transmitted to the applicant includes a description of appeal procedures and an explanation of the reason for denial.

Reference should be made to the appended chart entitled "Sub-Grant Application Review and Appeal Procedures" for illustration of all aspects of grant administration procedures including appeal. The appeal procedures are as follows.

Upon receipt of notification of denial, the applicant has twenty (20) days after receipt to request in writing that an appeal hearing be held on the denial.

The Executive Director of SLEPA, or any authorized officer thereof, shall direct upon the approval of the Board Chairman or Governor that a Hearing Officer (who can be a SLEPA staff member, or a Governing Board member, or some other qualified person) hold the hearing within thirty (30) days after receipt of the request and such hearings or investigations shall be held at such times and places as designated following appropriate written notice to such applicant or sub-grantee.

The hearing shall not be bound by the rules of evidence whether statutory, common law, or adopted by Rules of Court. The Hearing Officer may in his discretion exclude any evidence if he finds that its probative value is substantially outweighed by the risk that its admission will either (i) necessitate undue consumption of time or (ii) create substantial danger of undue prejudice or confusion. In that event he shall accept for filing a written offer of proof which may also argue relevancy to the issue at hand.

The Hearing Officer shall forward his recommended report containing his recommended findings of fact and conclusions of law to the Governing Board of SLEPA sitting as an Appeals Committee with copies to the Executive Director of SLEPA and to the applicant.

There shall be ten (10) days to file exceptions, objections, and replies to the recommended report and to present in writing argument for consideration by the Governing Board.

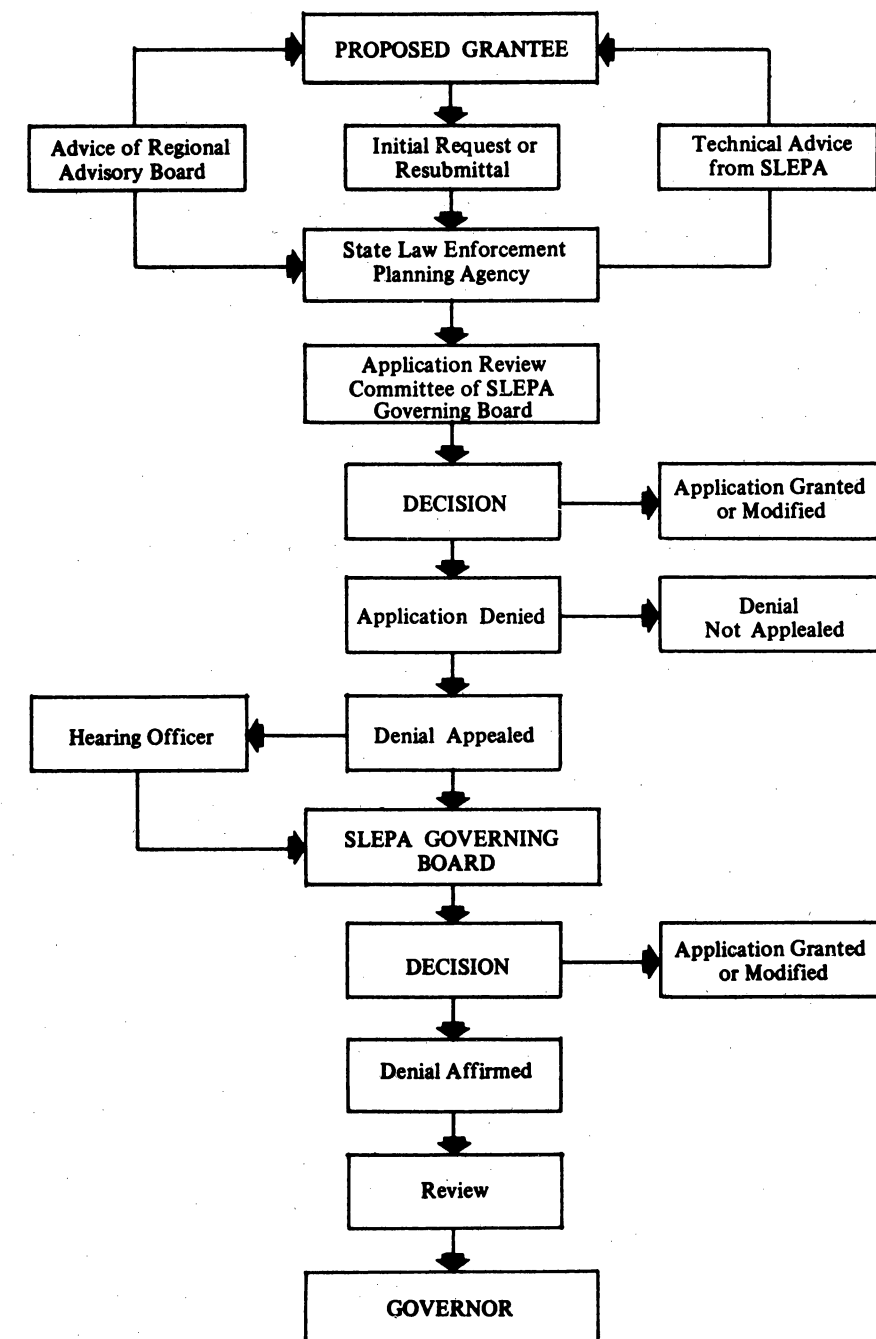
The Governing Board shall thereupon adopt, reject or modify the recommended report and decision within thirty (30) days of submission by the Hearing Officer.

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.

The final custodians of the American idea are the American people — not the experts, not the creative thinkers, not even the politicians certified by combat. I may persuade you that we need stronger government, but until the nation is persuaded, my notion will be unreal. To make things happen they must be made to happen in the American mind, and no man makes up his country's mind — our people do that for themselves.

MCGEORGE BUNDY, in the 1968
Godkin Lecture, John F. Kennedy
School of Government, Harvard.

SUB-GRANT APPLICATION REVIEW AND APPEAL PROCEDURES



RELATIONSHIP TO RELATED PLANS

Each of the State Agency heads having a strong concern with law enforcement (law and public safety, police, corrections, juvenile and community affairs, and courts) is represented on the SLEPA Governing Board, which automatically affords a degree of coordination between the planning efforts of SLEPA and planning efforts of those State agencies. In addition, in the case of corrections and police, the SLEPA staffing pattern includes men who have, in the immediate past, extensive experience in those agencies, including in their planning and program development arms. It can be expected that coordination on the State level will be effective.

In addition to the Omnibus Crime Control Act programs, the only previously existing law enforcement planning that is conducted by local governments in New Jersey is that done by formal departmental planning units, and that conducted under Model Cities auspices. Some planning is however conducted for the local level by integrated agencies such as the courts.

Coordination with formal local departmental law enforcement planning units is especially encouraged, and in fact much planning assistance has been received from such units in the larger cities. However, coordination with local governments not having such formal units is also encouraged. SLEPA has sought and received such planning assistance through direct contacts with local officials, and through the six planning conferences in 1968 in all parts of the State, which drew approximately 1500 law enforcement and general government officials. It is thought that every local agency in New Jersey having planning units, planning competence, or planning interest, has been reached.

Coordination with Model Cities agencies, the other main source of local law enforcement planning, is well underway. In February of 1969 all the States' Model Cities directors, and all the directors of cities preparing with State funds to become Model Cities, were invited to a conference with SLEPA staff. The program was explained, and liaison was established. The law enforcement sections of Model Cities' plans, some of which are in only draft form, have been reviewed during SLEPA's planning operation. Since federal guidelines indicate the Model Cities' monies are excepted from that rule that other federal monies

cannot be employed to match Omnibus Crime Control funds, SLEPA expects to work closely with the Model Cities' agencies when funding action projects in their cities.

In addition, SLEPA has made great efforts to seek out opportunities to coordinate ongoing planning with other agencies. Liaison has been established with computer consultants studying the State Department of Law and Public Safety, and through it much of the criminal justice system of the State. Coordination is anticipated with local urban renewal agencies to stimulate research and design in the concept of defensible space and security systems in public and non-profit housing areas. Coordination is also anticipated with the State Department of Education in the design of curricula touching upon the criminal justice system. SLEPA will offer its help to the Juvenile Court Law Revision Commission, and the Criminal Law Revision Commission.

The Juvenile Delinquency Prevention and Control plans under Public Law 90-445 will be, by designation of the Governor, administered by the New Jersey Department of Community Affairs.

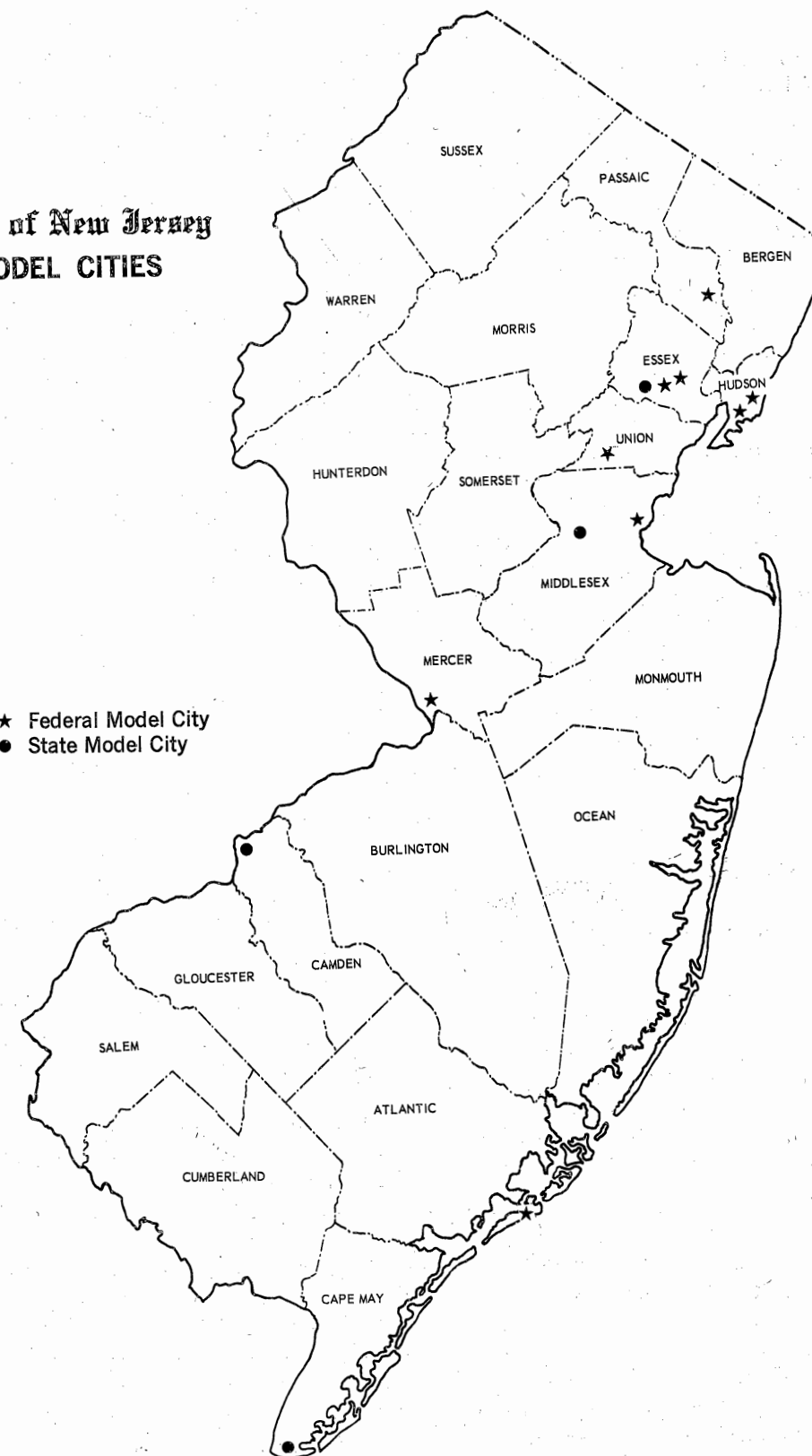
TECHNICAL ASSISTANCE

Ongoing technical assistance will be provided to sub-grantees (state and local governments) for programs under the Omnibus Crime Control Act, by:

- The New Jersey Division of Budget and Accounting on matters of financing and contract procedures;
- The New Jersey Department of Community Affairs in planning areas dealing with Model Cities' programs, Community Action programs, and other subject areas, such as manpower, housing, community relations and comprehensive health;
- The New Jersey Department of Education in curriculum design and program implementation for education related programs;
- The Department of Institutions and Agencies in the field of corrections and rehabilitation;
- The Department of Law and Public Safety in law enforcement systems including police, prosecution and organized crime, and legal advice;
- The Office of the Public Defender in matters

State of New Jersey MODEL CITIES

- ★ Federal Model City
● State Model City



pertaining to legal defense of indigent criminal defendants;

- The New Jersey Police Training Commission on the development and training of law enforcement personnel;
- The New Jersey Administrative Office of the Courts on court related matters; and
- Other departments and agencies of state government will be available as specific needs are identified.

ASSUMPTION OF COSTS

Section 303 (8) of the Act requires that the state and units of general local government demonstrate a willingness to assume the costs of improvements funded under the Act after a reasonable period of federal assistance. Therefore each sub-grant application (SLEPA Form 101), contains, and the subsequent sub-grant agreement will contain, a resolution of intent by the sub-grantee to absorb the funded program into its regular budget. Such resolution of intent will be required with the understanding that there are limitations upon the ability of state agencies and local units of government to make extended financial commitments.

NON-SUPPLANTING REQUIREMENT

In compliance with the requirement of Section 303 (10) of the Act that federal funds made available under Title I be used so as "not to supplant State or local funds" a written certification will be required from state agencies and local government units receiving sub-grant awards. Such certification is incorporated in prescribed sub-grantee application forms (SLEPA Form 101), and will be required annually from sub-grantee agencies.

The certification will include the statement that sub-grantee expenditures for law enforcement, for the annual period covered, are at least as great as for the preceding year plus the average annual increment in such expenditures for the past 2,3,4, or 5 years (the length of the averaging period to be left to sub-grantee option). Where the certification cannot be made, and there is a reduced or unchanged local investment in law enforcement, there will be an explanation demonstrating that the

sub-grantee's reduced or unchanged commitment would have been necessitated even if federal financial support under Title I had not been made available. Suitable reporting forms will be developed and employed wherever necessary to monitor sub-grantee adherence to the certification.

LOCAL PARTICIPATION

PLANNING FUNDS

SLEPA has made available to local units (municipalities and counties) in each of the States eight regions, 40% of SLEPA's total planning budget of \$634,747, or \$253,844, for local comprehensive planning. SLEPA is thereby making available to units of local government 51.7% of SLEPA's fiscal 1969 planning budget, for a total of \$328,045, of which \$253,844 is for comprehensive (general) law enforcement planning, and \$74,201 is for project studies of primary local benefit. Of the \$328,045, a total of \$32,804 represents the required 10% non-federal matching share which has been donated to local units of government by the State.

The \$253,844 comprehensive planning portion is apportioned among the State's eight law enforcement planning regions on a straight population basis, as follows:

Region I	—	\$56,209
Region II	—	48,690
Region III	—	51,746
Region IV	—	19,518
Region V	—	\$7,281
Region VI	—	21,416
Region VII	—	33,620
Region VIII	—	15,364

In determining which cities are "prominent regional crime cities" that should be funded from the regional planning allocation, several criteria are applied. First, each such city must at least be in the top 35 cities in the State as regards Index Crime Rate (Index Crimes per 100,000 population), which is almost precisely equal to being above the average Index Crime Rate for all municipalities of the State. Second, each such city must be among the more prominent such "crime centers" in a region. This means that the city is looked at for its impact in its own setting, i.e. against its own regional baseline, in addition to having to first qualify as above average on a state-wide basis. In other words a city

that is, say 30th state-wide, can be a very prominent crime center in a rural area, while a city that is 30th in a highly urban area may be considered crime-free compared to neighbor cities ranking in the top five or ten. Third, as among "prominent" crime centers of a region, the regional planning allocation is divided on a population basis. Fourth, where no city in a region qualifies as a "crime center" at all (above average state-wide), the counties of the region share in the regional planning allocation on a population basis; and similarly where no city in a county qualifies as a "crime center" at all, that county receives its population share of the region's planning allocation. Fifth, judgment is applied to consider planning competence, so that a sensible result is achieved in all instances.

ACTION FUNDS

The SLEPA Governing Board has determined to employ informal allocation criteria in complying with the federal requirement that each agency "assure appropriately balanced allocations of action funds between the State and the units of general local government in the State and among such units."

Regarding fiscal 1969 action funds the Governing Board has decided to allocate 88.9% of available funds to units of general local government, reserving 11.1% to the State. In regard to fiscal 1970 action funds the Governing Board has as yet made no determination, but in no event will the allocation to local units of general government be less than 75%, nor will the allocation to State government be more than 25%.

Regarding allocation among local units of general government, the Governing Board has determined to strive for a balanced distribution among the cities and counties of various sizes, which may of course reflect in part the need for improvement in their respective local law enforcement systems and capabilities.

This will be accomplished by respecting a relatively even balance between population proportion and Index Crime Rate proportion for a first rough order of magnitude on proper allocation for a unit of local government, or combination of

units. Such a unit or combination must of course also meet all the qualitative criteria for funding, such as relative excellence of the application, relative innovative content balanced with practicality of the proposed project, high priority in the current plan, relative excellence of operating personnel, and so on. Questions regarding the precise allocation within the proper order of magnitude are decided by factors relating to the project and its sponsor (e.g. feasible levels of funding for the kind of project in question, or relative needs and abilities of the applicant).

Urban crime problems, and interjurisdictional crime problems, will be given the emphasis and priority called for by the Act.

UTILIZATION OF EXISTING FACILITIES

All steps necessary have been taken to insure that existing facilities will be fully utilized under the plan. A number of program approaches are intended to encourage sharing.

For example, an important program approach anticipates the development of a statewide communication and information system to coordinate all local and state police systems. The system will eventually be capable of interfacing with related systems, such as, NCIC, NYSIS, NESPAC, LETS, and the proposed MASPAC. Also under consideration is a system of decentralized crime laboratory facilities in support of local law enforcement agencies; a shared emergency number ("911"); shared local and regional communications; and shared police record keeping. The implementation of these program approaches is described in Section d herein ("Improvement of Detection and Apprehension of Criminals"). For the integration of court systems Section e herein ("Improvement of Prosecution and Court Activities, and Law Reform"). For numerous instances of sharing of educational facilities, Section a herein ("Upgrading Criminal Justice System Personnel") should be consulted. "Project Alert" is an outstanding example of sharing of facilities, which has already been funded, and can be found under Section h herein ("Prevention and Control of Riots and Civil Disorders").

All the great urban problems which are created by congestion of population lie here, right around us, where we are. That is what is infinitely interesting about New Jersey. We have got the problems of the country in such a form that they are raised to their highest degree of difficulty and complexity.

Very well — what is the moral? That we in New Jersey have got to show the country how these problems are to be met and settled. New Jersey is the fighting center of the most important social questions of our time.

WOODROW WILSON, Governor of New Jersey,
in a speech in Newark, January 25, 1911.

Criminal Justice Needs, Problems, And Priorities

This part will set forth a variety of needs, problems, and priorities of the New Jersey criminal justice system.

The needs and problems were developed through an analysis of the tape recordings of the State Law Enforcement Planning Agency's six regional conferences with general government and criminal justice personnel, an analysis of the numerous proposed programs received from units of State and local government, an analysis of regional advisory board statements of regional needs and problems, a literature survey, and an extensive number of interviews of officials from throughout the State. These sources are more fully described in the foreword of this document.

The statement of needs and problems is necessarily broken down into subject headings. Frequently a particular need or problem could be classified under any of several headings. It is therefore important to read this part as a whole.

The priorities were developed from the needs and problems by reviewing the foregoing materials from local and State sources, and by applying logic and judgement. As is pointed out in the foreword, the present plan was created under a shortened set of federal guidelines promulgated for the purpose of shortening the time required to produce the first State plan. One prime characteristic of those shortened guidelines is that they require priorities only for fiscal 1969 action funds, and allow those priorities to be tentatively set on the usual basis of logic and judgement, rather than on the detailed analytical basis (e.g. cost-benefit analysis) previously required.

Immediately following the filing of this first plan (May, 1969) the State Law Enforcement Planning Agency will begin the detailed, analytical process of refining priorities for fiscal 1970 and beyond, through questionnaires, interviews, and studies directed toward that end.

PROFILE OF NEW JERSEY

New Jersey is in many ways a very unusual State. The fifth smallest State in area, it is nevertheless the eighth largest in population. It is the most urbanized State in the nation in terms of density — an estimated 959.3 persons per square mile. And yet it includes areas devoted to truck farms, fox country, pine barrens, mountain lakes, and seashore.

To additionally complicate this picture, the State lies in the road and rail routes between the South and West on one hand, and New York and New England on the other. Also the State borders New York City (pop. 7,781,984) on the east, and Philadelphia (pop. 2,002,512) on the west. These two giant cities exert a strong metropolitan influence on northeastern and southwestern New Jersey.

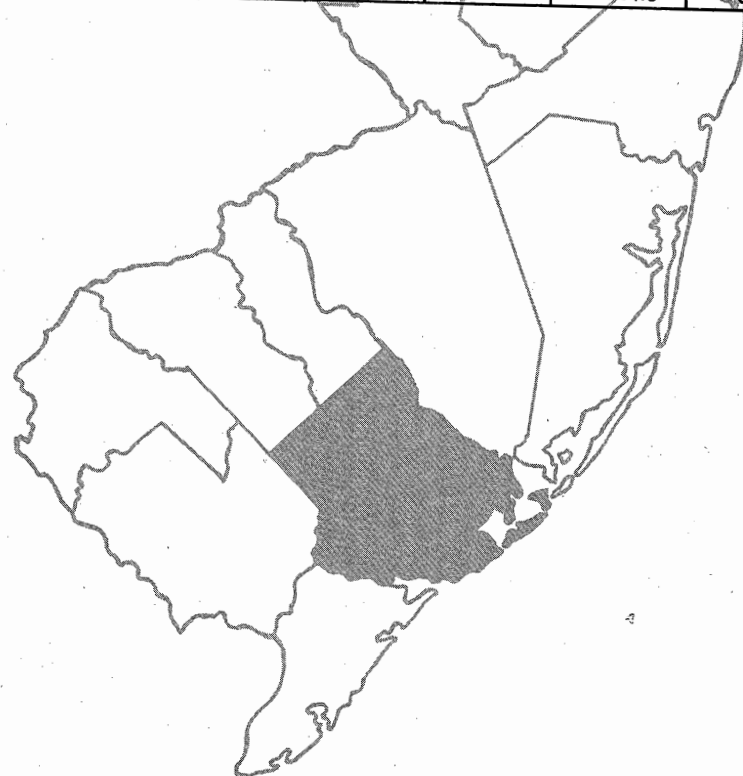
There are twenty-one counties in New Jersey, ranging from 54,840 to 966,560 in population. There are 567 municipalities encompassing the State's entire land area, with an aggregate estimated 1968 population of 7,203,510. Since 1960 the State has grown by an estimated 1,136,730 persons, or 18.7 percent, placing New Jersey tenth nationally in growth rate. Six of New Jersey's twenty-one counties have grown more than one-third in population since 1960. More than fifty of the State 567 municipalities have grown more than 60% during that period.

From all demographic standpoints New Jersey is unique. And yet, it shares, perhaps in heightened form, the character of the Boston to Washington, D.C. "Megalopolis" of which it is a part, and which it serves as a connecting corridor. New Jersey is therefore a laboratory for urban and suburban America.

The following charts will further develop this profile of New Jersey.

ATLANTIC COUNTY PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Absecon City	5.87	4,320	5,640	30.6	735.9	960.8	Suburban	902
Atlantic City	11.92	59,544	62,960	5.7	4,995.3	5,281.9	Urban	26,670
Brigantine City	6.31	4,201	5,230	24.5	665.8	828.8	Suburban	354
Buena Boro	7.90	3,243	3,580	10.4	410.5	453.2	Rural Center	
Buena Vista Township	41.33	3,915	5,110	30.5	97.4	123.6	Rural	1,565
Corbin City	8.92	271	280	3.3	30.4	31.4	Rural	17
Egg Harbor City	11.09	4,416	4,970	12.5	398.2	448.2	Rural Center	1,418
Egg Harbor Township	66.54	5,593	7,120	27.3	84.1	107.0	Rural	1,433
Estell Manor City	53.12	496	580	16.9	9.3	10.9	Rural	19
Folsom Boro	8.79	482	710	47.3	54.8	80.8	Rural	251
Galloway Township	91.75	5,634	7,230	28.3	61.4	78.8	Rural	1,717
Hamilton Township	115.05	6,017	6,800	13.0	52.3	59.1	Rural	2,702
Hammonton Town	40.48	9,854	12,220	24.0	243.4	301.9	Rural Center	3,957
Linwood City	4.14	3,847	5,450	41.7	929.2	1,316.4	Suburban	894
Longport Boro	0.44	1,077	1,090	1.2	2,447.7	2,477.3	Suburban	61
Margate City	1.49	9,474	10,620	12.1	6,358.4	7,127.5	Suburban	609
Mullica Township	54.72	2,944	3,670	24.7	53.8	67.1	Rural	221
Northfield City	3.56	5,849	8,410	43.8	1,643.0	2,362.4	Suburban	831
Pleasantville City	5.80	15,172	15,970	5.3	2,515.9	2,753.4	Suburban	3,409
Port Republic City	8.14	561	650	15.9	68.9	79.9	Suburban	12
Somers Point City	4.08	4,504	7,270	61.4	1,103.9	1,781.9	Suburban	1,007
Ventnor City	1.99	8,688	9,650	11.1	4,365.8	4,849.2	Suburban	795
Weymouth Township	12.12	778	820	5.4	64.2	67.7	Rural	19
TOTAL	565.55	160,880	186,030	15.6	284.5	328.9	-	48,863



BERGEN COUNTY PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Allendale Boro	2.80	4,092	5,850	43.0	1,461.4	2,089.3	Suburban	680
Alpine Boro	5.86	921	1,190	29.2	173.8	203.1	Suburban	106
Bergenfield Boro	3.04	27,203	30,080	10.6	9,067.7	9,894.7	Urban	3,791
Bogota Boro	0.70	7,965	9,270	16.4	11,378.6	13,242.9	Urban	581
Carlstadt Boro	4.20	6,042	7,090	17.3	1,438.6	1,688.1	Suburban	10,115
Cliffside Park Boro	1.00	17,642	18,740	6.2	17,642.0	18,740.0	Urban	1,689
Closter Boro	3.17	7,767	9,000	15.9	2,450.0	2,839.1	Suburban	1,638
Cresskill Boro	2.00	7,290	8,360	14.7	3,645.0	4,180.0	Suburban	900
Demarest Boro	2.10	4,231	5,240	23.8	2,014.8	2,495.2	Suburban	197
Dumont Boro	1.80	18,882	20,630	9.3	10,490.0	11,461.1	Urban	892
East Paterson Boro	2.50	19,344	20,840	7.7	7,737.6	8,336.0	Urban	6,811
East Rutherford Boro	3.70	7,769	9,980	28.5	2,099.7	2,697.3	Suburban	9,640
Edgewater Boro	0.70	4,113	5,340	29.8	5,875.7	7,628.6	Urban	3,436
Emerson Boro	2.35	6,849	8,210	19.9	2,914.5	3,493.6	Suburban	965
Englewood City	4.90	26,057	27,190	4.3	5,317.8	5,549.0	Urban	10,593
Englewood Cliffs Boro	1.80	2,913	5,120	75.8	1,618.3	2,844.4	Suburban	7,220
Fairlawn Boro	5.30	36,421	39,150	7.5	6,871.9	7,386.8	Suburban	10,226
Fairview Boro	0.90	9,399	10,930	16.3	10,443.3	12,144.4	Urban	3,454
Fort Lee Boro	2.50	21,815	32,730	50.0	8,726.0	13,092.0	Urban	3,605
Franklin Lakes Boro	9.40	3,316	6,260	88.8	352.8	666.0	Suburban	485
Garfield City	2.10	29,253	31,040	6.1	13,930.0	14,781.0	Urban	9,136
Glen Rock Boro	2.80	12,896	13,490	4.6	4,605.7	4,817.9	Suburban	922
Hackensack City	4.00	30,521	36,050	18.1	7,630.3	9,012.5	Urban	19,913
Harrington Park Boro	2.04	3,581	4,420	23.4	1,755.4	2,166.7	Suburban	80
Hasbrouck Heights Boro	1.50	13,046	14,220	9.0	8,697.3	9,480.0	Urban	1,440
Haworth Boro	1.97	3,215	3,730	16.0	1,632.0	1,893.4	Suburban	135
Hillsdale	2.90	8,734	10,700	22.5	3,011.7	3,689.7	Suburban	762
Hohokus Boro	1.80	3,988	4,510	13.1	2,215.6	2,505.6	Suburban	242
Leonia Boro	1.50	8,384	9,250	10.3	5,589.3	6,166.7	Suburban	439
Little Ferry Boro	1.50	6,175	9,200	49.0	4,116.7	6,133.3	Urban	2,455
Lodi Boro	2.20	23,502	27,790	18.2	10,682.7	12,631.8	Urban	6,199
Lyndhurst Township	4.70	21,867	24,180	10.6	4,652.6	5,144.7	Suburban	4,731
Mahwah Township	25.70	7,376	10,640	44.3	287.0	414.0	Rural	7,346
Maywood Boro	1.30	11,460	12,030	5.0	8,815.4	9,253.8	Urban	2,506
Midland Park Boro	1.69	7,543	8,440	11.9	4,463.3	4,994.1	Suburban	1,758
Montvale Boro	4.00	3,699	6,790	83.6	924.8	1,697.5	Suburban	1,922
Moonachie Boro	1.60	3,052	3,360	10.1	1,907.5	2,100.0	Suburban	3,798
New Milford Boro	2.20	18,810	21,390	13.7	8,550.0	9,722.7	Urban	743
North Arlington Boro	2.50	17,477	19,310	10.5	6,990.8	7,724.0	Urban	2,160
Northvale Boro	1.30	2,892	4,990	72.5	2,224.6	3,838.5	Suburban	1,458
Norwood Boro	2.90	2,852	4,090	43.4	983.4	1,410.3	Suburban	838
Oakland Boro	9.10	9,446	13,510	43.0	1,038.0	1,484.6	Suburban	1,071
Old Tappan Boro	3.90	2,330	3,310	42.1	597.4	848.7	Suburban	290
Oradell Boro	2.55	7,487	8,620	15.1	2,936.1	3,380.4	Suburban	1,759
Palisades Park Boro	1.30	11,943	13,830	15.8	9,186.9	10,638.5	Urban	3,442
Paramus Boro	10.20	23,238	27,440	18.1	2,278.2	2,690.2	Suburban	23,184
Park Ridge Boro	2.58	6,389	8,500	33.0	2,476.4	3,294.6	Suburban	1,092
Ramsey Boro	5.90	9,527	12,380	29.9	1,614.7	2,098.3	Suburban	1,753
Ridgefield Boro	2.60	10,788	12,250	13.6	4,149.2	4,711.5	Urban	5,319
Ridgefield Park Boro	2.00	12,701	15,120	19.0	6,350.5	7,560.0	Urban	2,308
Ridgewood Township	5.90	25,391	26,880	5.9	4,303.6	4,555.9	Suburban	3,853
River Edge Boro	1.90	13,264	14,070	6.1	6,981.1	7,405.3	Urban	1,125
River Vale Township	4.40	5,616	8,220	46.4	1,276.4	1,868.2	Suburban	249
Rochelle Park Township	1.10	6,119	6,810	11.3	5,562.7	6,190.9	Urban	1,783
Rockleigh Boro	1.00	430	460	7.0	430.0	460.0	Suburban	1,259
Rutherford Boro	2.60	20,473	21,500	5.0	7,874.2	8,269.2	Urban	3,182
Saddle River Boro	4.90	1,776	2,260	27.3	362.4	461.2	Suburban	281
Saddle Brook Township	2.70	13,834	16,640	20.3	5,123.7	6,163.0	Urban	4,389
South Hackensack Township	0.50	1,841	2,370	28.7	3,682.0	4,740.0	Urban	5,326
Teaneck Township	5.90	42,085	44,010	4.6	7,133.1	7,459.3	Urban	5,476
Tenafly Boro	4.40	14,264	15,250	6.9	3,241.8	3,465.9	Suburban	1,532
Teterboro Boro	1.20	22	20	-9.1	18.3	16.7	Urban	13,111
Upper Saddle River Boro	5.10	3,570	6,360	78.2	700.0	1,247.1	Suburban	456
Waldwick Boro	2.40	10,495	12,640	20.4	4,372.9	5,266.7	Suburban	1,227
Wallington Boro	1.00	9,261	10,910	17.8	9,216.0	10,910.0	Urban	1,455
Washington Township	2.87	6,654	9,970	49.8	2,318.5	3,473.9	Suburban	312
Westwood Boro	2.40	9,046	11,180	23.6	3,769.2	4,658.3	Suburban	2,878
Woodcliff Lake Boro	3.75	2,742	4,690	71.0	731.2	1,250.7	Suburban	192
Woodridge Boro	1.10	7,964	8,560	7.5	7,240.0	7,781.8	Urban	6,264
Wyckoff Township	7.51	11,205	14,940	33.0	1,492.0	1,989.3	Suburban	1,466
TOTAL	235.68	780,255	913,520	17.1	3,319.1	3,876.1	-	242,041

BURLINGTON COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Bass River Township	79.65	737	740	0.4	9.3	9.3	Rural	18
Beverly City	0.54	3,400	3,720	9.4	6,296.3	6,888.9	Suburban	824
Bordentown City	0.92	4,974	5,420	9.0	5,406.5	5,891.3	Suburban Center	2,218
Bordentown Township	7.41	5,936	7,160	20.6	801.1	966.3	Suburban	542
Burlington City	3.06	12,687	13,690	7.9	4,146.1	4,473.9	Suburban Center	7,071
Burlington Township	14.02	6,291	10,520	67.2	448.7	750.4	Suburban	2,207
Chesterfield Township	22.12	2,519	3,260	29.4	113.9	147.4	Rural	120
Cinnaminson Township	7.39	8,302	15,450	86.1	1,123.4	2,090.7	Suburban	1,264
Delanco Township	2.16	4,011	4,390	9.4	1,856.9	2,032.4	Suburban	495
Delran Township	6.85	5,327	8,980	68.6	777.7	1,310.9	Suburban	776
Eastampton Township	5.73	1,402	2,610	86.2	244.7	455.5	Rural	29
Edgewater Township	2.86	2,866	6,790	136.9	1,002.1	2,374.1	Suburban	288
Evesham Township	29.65	4,548	9,750	114.4	153.4	328.8	Rural	673
Fieldsboro Boro	0.30	583	630	8.1	1,943.3	2,100.0	Suburban	112
Florence Township	9.68	8,127	8,990	10.6	839.6	928.7	Suburban	2,447
Hainesport Township	6.68	3,271	3,580	9.4	489.7	535.9	Suburban	226
Lumberton Township	13.29	2,833	3,820	34.8	213.2	287.4	Rural	539
Mansfield Township	22.71	2,084	2,560	22.8	91.8	112.7	Rural	118
Maple Shade Township	3.72	12,947	15,760	21.7	3,480.4	4,236.6	Suburban	2,674
Medford Township	40.32	4,844	7,020	44.9	120.1	174.1	Rural	1,272
Medford Lakes Boro	1.22	2,876	4,190	45.7	2,357.4	3,434.4	Suburban	-
Moorestown Township	15.18	12,497	14,680	17.5	823.3	967.1	Suburban	7,061
Mount Holly Township	2.91	13,271	14,990	13.0	4,560.5	5,151.2	Rural Center	3,306
Mount Laurel Township	22.05	5,249	8,940	70.3	238.0	405.4	Rural	1,324
New Hanover Township	21.85	28,528	51,400	80.2	1,305.6	2,352.4	-	7,695
North Hanover Township	17.31	2,796	3,390	21.2	161.5	195.8	Rural	59
Palmyra Boro	1.92	7,036	7,730	9.9	3,664.6	4,026.0	Suburban	1,367
Pemberton Boro	0.71	1,250	1,750	40.0	1,760.6	2,464.8	Rural Center	289
Pemberton Township	64.51	13,726	17,880	30.3	212.8	277.2	Rural	447
Riverside Township	1.54	8,474	9,620	13.5	5,502.6	6,246.8	Suburban	2,699
Riverton Boro	0.70	3,324	3,900	17.3	4,748.6	5,571.4	Suburban	1,626
Shamong Township	46.61	774	970	25.3	16.6	20.8	Rural	9
Southampton Township	42.61	3,166	4,120	30.1	74.3	96.7	Rural	266
Springfield Township	29.58	1,956	2,530	29.3	66.1	85.5	Rural	103
Tabernacle Township	48.39	1,621	2,090	28.9	33.5	43.2	Rural	39
Washington Township	107.12	541	640	18.3	5.1	6.0	Rural	631
Westampton Township	11.04	1,114	2,160	93.9	100.9	195.7	Suburban	432
Willingboro Township	7.86	11,861	36,410	207.0	1,509.0	4,632.3	Suburban	2,822
Woodland Township	95.38	1,904	2,170	14.0	20.0	22.8	Rural	5
Wrightstown Boro	1.75	4,846	5,530	14.1	2,769.1	3,160.0	Rural Center	769
TOTAL	819.30	224,499	329,930	47.0	274.0	384.3	-	54,862

CAMDEN COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Audubon Boro	1.52	10,440	11,430	9.5	6,868.4	7,519.7	Suburban	2,198
Audubon Park Boro	0.15	1,713	1,780	3.9	11,420.0	11,866.7	Urban	-
Barrington Boro	1.66	7,943	9,710	22.2	4,784.9	5,849.4	Suburban	2,422
Bellmawr Boro	3.02	11,853	15,430	30.2	3,924.8	5,109.3	Suburban	965
Berlin Boro	3.56	3,578	4,730	32.2	1,005.1	1,328.7	Suburban	997
Berlin Township	3.27	3,363	4,700	39.8	1,028.4	1,437.3	Suburban	771
Brooklawn Boro	0.53	2,504	2,760	10.2	4,724.5	5,207.5	Suburban	389
Camden City	8.70	117,159	117,230	0.1	13,466.6	13,474.7	Urban	45,356
Cherry Hill Township	24.51	31,522	59,180	87.7	1,286.1	2,414.5	Suburban	14,970
Chesilhurst Boro	1.89	384	770	100.5	203.2	407.4	Rural	4
Clementon Boro	2.01	3,766	4,990	32.5	1,873.6	2,482.6	Suburban	976
Collingswood Boro	1.99	17,370	18,540	6.7	8,728.6	9,316.6	Urban	1,454
Gibbsboro Boro	2.15	2,141	2,720	27.0	995.8	1,265.1	Suburban	628
Gloucester City	2.40	15,511	16,640	7.3	6,462.9	6,933.3	Urban	1,975
Gloucester Township	23.48	17,591	24,670	40.2	749.2	1,050.7	Suburban	2,691
Haddon Township	2.75	17,099	18,640	9.1	6,217.8	6,778.2	Suburban	1,245
Haddonfield Boro	2.60	13,201	14,400	9.1	5,077.3	5,538.5	Suburban	3,278
Haddon Heights Boro	1.52	9,260	9,930	7.2	6,092.1	6,532.9	Suburban	521
Hi-Nella Boro	0.22	474	720	51.9	2,154.5	3,272.7	Suburban	32
Laurel Springs Boro	0.43	2,028	2,620	29.2	4,716.3	6,093.0	Suburban	117
Lawnside Boro	1.45	2,155	2,710	25.8	1,486.2	1,869.0	Suburban	97
Lindenwold Boro	3.89	7,335	9,380	27.9	1,885.6	2,411.3	Suburban	142
Magnolia Boro	0.99	4,199	5,820	38.6	4,241.4	5,878.8	Suburban	268
Merchantville Boro	0.63	4,075	4,000	-1.8	6,468.3	6,349.2	Suburban	2,890
Mount Ephraim Boro	0.97	5,447	6,150	12.9	5,615.5	6,340.2	Suburban	657
Oaklyn Boro	0.72	4,778	5,290	10.7	6,636.1	7,347.2	Urban	562
Pennsauken Township	10.21	33,771	38,720	14.7	3,307.6	3,792.4	Suburban	14,590
Pine Hill Boro	4.11	3,939	4,840	22.9	958.4	1,177.6	Suburban	52
Pine Valley Boro	0.77	20	20	-	26.0	26.0	Suburban	41
Runnemede Boro	2.12	8,396	11,630	38.5	3,960.4	5,485.8	Suburban	780
Somerdale Boro	1.42	4,839	7,080	46.3	3,407.7	4,985.9	Suburban	442
Stratford Boro	1.47	4,368	9,690	124.9	2,930.6	6,591.8	Suburban	689
Tavistock Boro	0.44	10	10	-	22.7	22.7	Suburban	65
Voorhees Township	11.91	3,784	5,650	49.3	317.7	474.4	Rural	254
Waterford Township	34.38	3,809	4,640	21.8	110.8	135.0	Rural	381
Winslow Township	58.07	9,142	10,740	17.5	157.4	184.9	Rural	1,277
Wood-Lynne Boro	0.25	3,128	3,350	7.1	12,517.0	13,400.0	Urban	172
TOTAL	222.16	392,035	471,310	20.2	1,764.7	2,121.5	-	104,348

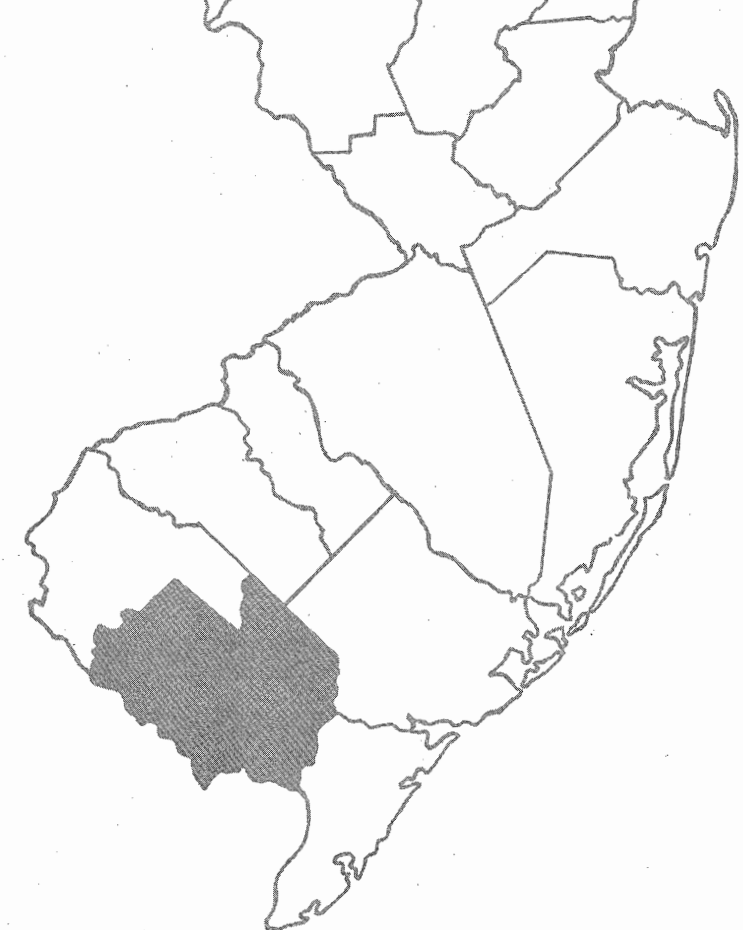
**CAPE MAY COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Avalon Boro	5.80	695	1,030	48.2	119.8	177.6	Suburban	381
Cape May City	2.50	4,477	4,780	6.8	1,790.8	1,912.0	Rural Center	811
Cape May Point Boro	0.30	263	290	10.3	876.7	966.7	Rural	3
Dennis Township	65.10	2,327	2,610	12.2	35.7	40.1	Rural	106
Lower Township	29.79	6,332	8,290	30.9	212.6	278.3	Rural	597
Middle Township	73.89	6,718	7,650	13.9	90.9	103.5	Rural	1,107
North Wildwood City	1.80	3,598	3,820	6.2	1,998.9	2,122.2	Suburban	795
Ocean City	5.60	7,618	7,930	4.1	1,360.4	1,416.1	Suburban	2,008
Sea Isle City	3.00	1,393	1,610	15.6	464.3	536.7	Suburban	166
Stone Harbor Boro	1.10	834	890	6.7	758.2	809.1	Suburban	232
Upper Township	64.53	2,539	3,030	19.3	39.2	47.0	Rural	442
West Cape May Boro	1.30	1,030	1,160	12.6	792.3	892.3	Suburban	25
West Wildwood Boro	0.40	207	230	11.1	517.5	575.0	Suburban	-
Wildwood City	1.20	4,690	4,750	1.3	3,908.3	3,958.3	Suburban	3,061
Wildwood Crest Boro	1.03	3,011	3,560	18.2	2,923.3	3,456.3	Suburban	536
Woodbine Boro	8.00	2,823	3,210	13.7	352.9	401.3	Rural Center	548
TOTAL	265.34	48,555	54,840	12.9	183.0	206.7	-	10,818



**CUMBERLAND COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Bridgeton City	6.50	20,966	23,580	12.5	3,225.5	3,627.7	Urban	9,323
Commercial Township	34.00	3,244	3,930	21.1	95.4	115.6	Rural	643
Deerfield Township	16.70	2,053	2,470	20.3	122.9	147.9	Rural	91
Downe Township	55.80	1,870	1,990	6.4	33.5	35.7	Rural	173
Fairfield Township	43.00	3,916	4,600	17.5	91.1	107.0	Rural	209
Greenwich Township	19.00	1,086	1,230	13.3	57.2	64.7	Rural	16
Hopewell Township	31.40	3,586	4,370	21.9	114.2	139.2	Rural	17
Lawrence Township	35.60	2,639	2,920	10.6	74.1	82.0	Rural	144
Maurice River Township	94.70	3,105	3,460	11.4	32.8	36.5	Rural	676
Millville City	44.30	19,096	22,890	19.9	431.1	516.7	Rural Center	10,463
Shiloh Boro	1.30	554	610	10.1	426.2	469.2	Rural	8
Stow Creek Township	18.80	1,010	1,160	14.9	53.7	61.7	Rural	55
Upper Deerfield Township	31.80	6,040	7,300	20.9	189.9	229.6	Rural	1,249
Vineland City	69.50	37,685	47,260	25.4	542.2	680.0	Rural Center	15,267
TOTAL	502.40	106,850	127,770	19.6	212.7	254.3	-	38,334



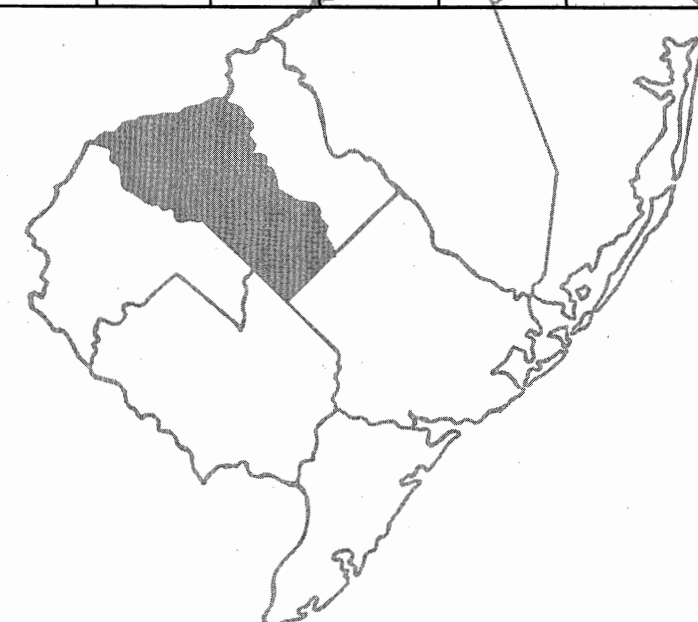
ESSEX COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Belleville Town	3.30	35,005	38,620	10.3	10,607.6	11,703.0	Urban	9,356
Bloomfield Town	5.40	51,867	54,780	5.6	9,605.0	10,144.4	Urban	15,372
Caldwell Boro	1.20	6,942	9,840	41.7	5,785.0	8,200.0	Suburban	1,553
Cedar Grove Township	4.50	14,603	17,870	22.4	3,245.1	3,971.1	Suburban	2,319
East Orange City	4.00	77,259	78,280	1.3	19,314.8	19,572.5	Urban	18,584
Essex Fells Boro	1.30	2,174	2,470	13.6	1,672.3	1,900.0	Suburban	73
Fairfield Boro	10.40	3,310	6,420	94.0	318.3	617.3	Suburban	5,674
Glen Ridge Boro	1.30	8,322	8,810	5.9	6,401.5	6,776.9	Suburban	657
Irrington Town	2.80	59,379	64,100	8.0	21,206.8	22,892.9	Urban	11,567
Livingston Township	14.00	23,124	29,000	25.4	1,651.7	2,071.4	Suburban	7,167
Maplewood Township	4.00	23,977	25,110	4.7	5,994.3	6,277.5	Suburban	4,613
Millburn Township	10.00	18,799	21,580	14.8	1,879.9	2,158.0	Suburban	6,139
Montclair Town	6.20	43,129	44,540	3.3	6,956.3	7,183.9	Suburban	7,055
Newark City	24.14	405,220	399,500	-1.4	16,786.2	16,549.3	Urban	197,869
North Caldwell Boro	2.90	4,163	5,310	27.6	1,435.5	1,831.0	Suburban	690
Nutley Town	3.40	29,513	32,480	10.1	8,680.3	9,552.9	Suburban	10,239
Orange City	2.20	35,789	35,030	-2.1	16,267.7	15,922.7	Urban	9,045
Roseland Boro	3.50	2,804	3,840	36.9	801.1	1,097.1	Suburban	1,946
South Orange	2.70	16,175	17,590	8.7	5,990.1	6,514.8	Suburban	2,501
Verona Boro	2.80	13,782	15,640	13.5	4,922.1	5,585.7	Suburban	2,146
West Caldwell Boro	5.30	8,314	11,650	40.1	1,568.7	2,198.1	Suburban	2,511
West Orange Town	12.10	39,895	44,090	10.5	3,297.1	3,643.8	Suburban	7,146
TOTAL	127.44	923,545	966,560	4.7	7,246.9	7,584.4	-	324,222



GLOUCESTER COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Clayton Boro	8.02	4,711	5,160	9.5	587.4	643.4	Rural Center	355
Deptford Township	17.36	17,878	23,330	30.5	1,029.8	1,343.9	Suburban	1,155
East Greenwich Township	11.78	2,722	3,340	22.7	231.5	283.5	Rural	63
Elk Township	20.19	2,635	2,810	6.6	130.5	139.2	Rural	-
Franklin Township	54.13	7,451	8,920	19.7	137.7	164.8	Rural	275
Glassboro Boro	9.23	10,253	12,750	24.4	1,110.8	1,381.4	Rural Center	3,043
Greenwich Township	9.60	4,065	5,660	39.2	423.4	589.6	Rural	2,874
Harrison Township	19.64	2,410	2,720	12.9	122.7	138.5	Rural	141
Logan Township	24.11	1,924	2,040	6.0	79.8	84.6	Rural	382
Mantua Township	19.29	7,991	9,290	16.3	414.3	481.6	Rural	425
Monroe Township	46.50	9,396	11,150	18.7	202.1	239.8	Rural	1,056
National Park Boro	0.99	3,380	3,820	13.0	3,414.1	3,858.6	Suburban	30
Newfield Boro	1.74	1,299	1,410	8.5	746.6	810.3	Rural Center	451
Paulsboro Boro	2.00	8,121	8,900	9.6	4,060.5	4,450.0	Suburban	2,732
Pitman Boro	2.35	8,644	9,710	12.3	3,678.3	4,131.9	Suburban	2,461
South Harrison Township	15.81	974	1,170	20.1	61.6	74.0	Rural	8
Swedesboro Boro	0.77	2,449	2,670	9.0	3,180.5	3,467.5	Rural Center	1,423
Washington Township	22.29	4,923	11,970	143.1	220.9	537.0	Suburban	478
Wenonah Boro	1.08	2,100	2,580	22.9	1,944.4	2,388.9	Suburban	188
West Deptford Township	15.92	11,152	13,620	22.1	700.5	855.5	Suburban	1,001
Westville Boro	1.04	4,951	6,230	25.8	4,760.6	5,990.4	Suburban	1,998
Woodbury City	2.13	12,453	13,650	9.6	5,846.5	6,408.5	Suburban Center	3,321
Woodbury Heights Boro	1.18	1,723	3,010	74.7	1,460.2	2,550.8	Suburban	880
Woolwich Township	21.45	1,235	1,290	4.5	57.6	60.1	Rural	149
TOTAL	328.60	134,840	167,200	24.0	410.3	508.8	-	24,889



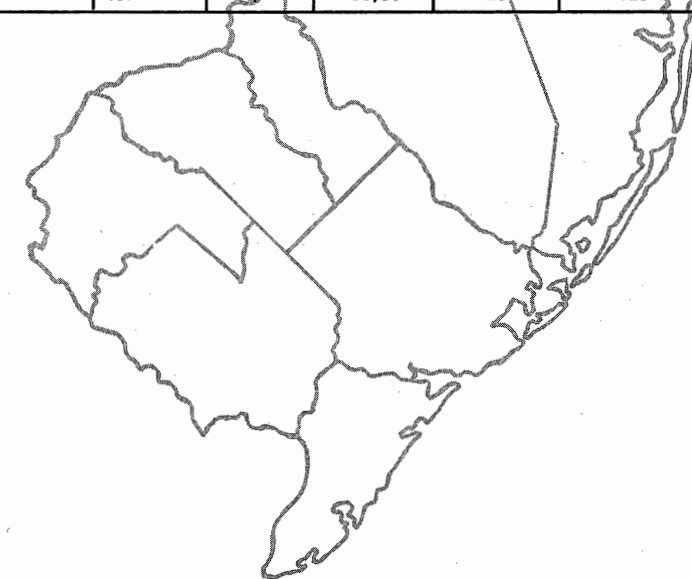
HUDSON COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Bayonne City	4.30	74,215	74,000	- 0.3	17,259.3	17,209.3	Urban	15,530
East Newark Boro	0.10	1,872	1,730	- 7.6	18,720.0	17,300.0	Urban	1,817
Guttenberg Town	0.20	5,118	5,420	5.9	25,590.0	27,100.0	Urban	1,423
Harrison Township	1.20	11,743	11,650	- 0.8	9,785.8	9,708.3	Urban	16,753
Hoboken City	1.30	48,441	45,820	- 5.4	37,262.3	35,246.2	Urban	23,379
Jersey City	13.50	276,101	269,900	- 2.2	20,451.9	19,992.6	Urban	71,556
Kearny Town	9.30	37,472	37,230	- 0.6	4,029.2	4,003.2	Suburban	27,745
North Bergen Township	5.10	42,387	43,840	3.4	8,311.2	8,596.1	Urban	22,039
Secaucus Town	6.10	12,154	13,680	12.6	1,992.5	2,242.6	Suburban	7,289
Union City	1.40	52,180	52,570	0.7	37,271.4	37,550.0	Urban	12,292
Weehawken Township	0.70	13,504	13,120	- 2.8	19,291.4	18,742.9	Urban	2,485
West New York Town	0.90	35,547	38,270	7.7	39,496.7	42,522.2	Urban	10,130
TOTAL	44.10	610,734	607,230	0.6	13,848.8	13,769.4	-	212,438



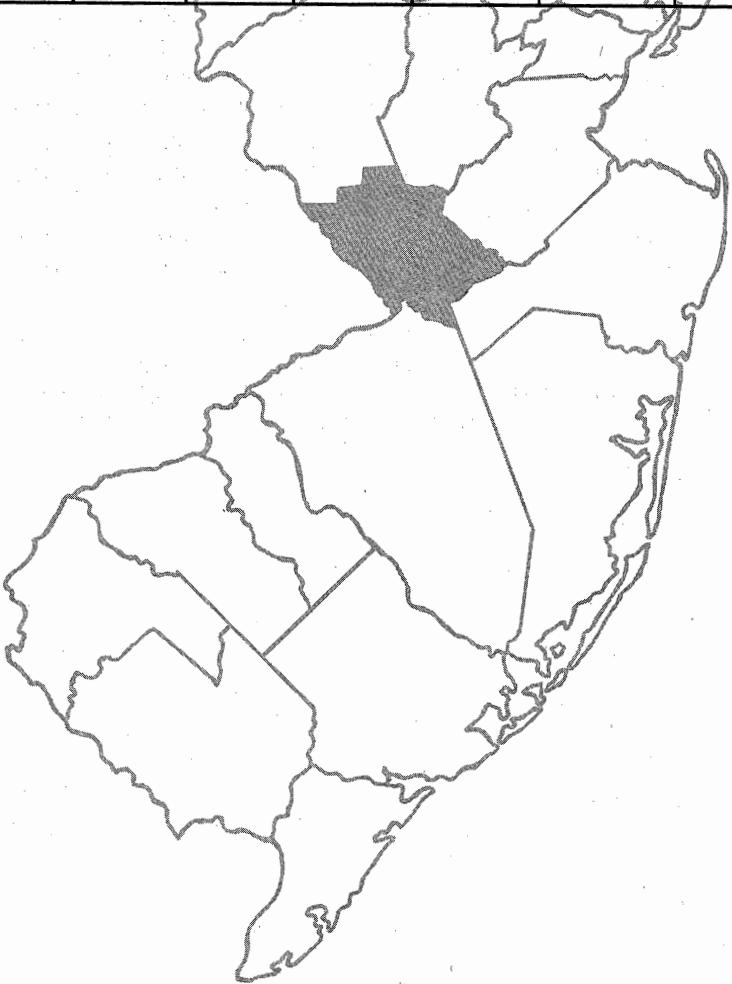
HUNTERDON COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Alexandria Township	28.20	1,629	1,920	17.9	57.8	68.1	Rural	-
Bethlehem Township	21.38	1,090	1,250	14.7	51.0	58.5	Rural	62
Bloomsbury Boro	1.00	838	920	9.8	838.0	920.0	Rural Center	223
Califon Boro	0.90	777	990	27.4	863.3	1,100.0	Rural Center	139
Clinton Town	1.34	1,158	1,490	28.7	864.2	1,111.9	Rural Center	752
Clinton Township	34.12	3,770	4,860	28.9	111.2	142.4	Rural	168
Delaware Township	36.90	2,495	3,140	26.4	67.3	85.1	Rural	23
East Amwell Township	27.80	1,981	2,440	23.2	71.3	87.8	Rural	28
Flemington Boro	1.30	3,232	4,060	25.6	2,486.2	3,123.1	Rural Center	4,077
Franklin Township	23.30	1,777	2,120	19.3	76.3	91.0	Rural	58
Frenchtown Boro	1.10	1,340	1,470	9.7	1,218.2	1,336.4	Rural Center	579
Glen Gardner Boro	1.46	787	850	8.0	539.0	582.2	Rural	137
Hampton Boro	1.36	1,135	1,330	17.2	834.6	977.9	Rural Center	62
High Bridge Boro	2.40	2,148	2,480	15.5	895.0	1,033.3	Rural Center	661
Holland Township	22.70	2,495	3,490	39.9	109.7	153.7	Rural	272
Kingwood Township	35.60	1,841	2,160	17.3	51.7	60.7	Rural	87
Lambertville City	1.10	4,269	4,590	7.5	3,880.9	4,172.7	Rural Center	1,135
Lebanon Boro	0.88	880	960	9.1	1,000.0	1,090.9	Rural Center	274
Lebanon Township	32.00	2,841	3,420	20.4	88.8	106.9	Rural	62
Milford Boro	1.30	1,114	1,370	23.0	856.9	1,053.8	Rural Center	1,506
Raritan Township	38.40	4,545	6,710	47.6	118.4	174.7	Rural	229
Readington Township	47.80	6,147	7,340	19.4	128.6	153.6	Rural	537
Stockton Boro	0.60	520	580	11.5	866.7	966.7	Rural	114
Tewksbury Township	31.80	1,908	2,530	32.6	60.0	79.6	Rural	79
Union Township	20.36	1,717	1,880	9.5	84.3	92.3	Rural	90
West Amwell Township	21.90	1,683	2,180	29.5	76.8	99.5	Rural	20
TOTAL	437.00	54,107	66,530	23.0	123.8	152.2	-	11,374



MERCER COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
East Windsor Township	15.60	2,298	7,410	222.5	147.3	475.0	Rural	4,005
Ewing Township	15.13	26,628	34,240	28.6	1,759.9	2,263.1	Suburban	10,224
Hamilton Township	39.38	65,035	82,520	26.9	1,651.5	2,095.5	Suburban	11,701
Hightstown Boro	1.23	4,317	6,000	39.0	3,509.8	4,878.0	Rural Center	1,745
Hopewell Boro	0.75	1,928	2,220	15.1	2,570.7	2,960.0	Rural Center	436
Hopewell Township	58.00	7,818	10,290	31.6	134.8	177.4	Rural	902
Lawrence Township	21.87	13,665	18,780	37.4	624.8	858.7	Suburban	3,280
Pennington Boro	.99	2,063	2,230	8.1	2,083.8	2,252.5	Suburban	493
Princeton Boro	1.76	11,890	12,990	9.3	6,755.7	7,380.7	Suburban	4,862
Princeton Township	16.25	10,411	13,510	29.8	640.7	831.4	Suburban	1,366
Trenton City	7.50	114,167	109,600	- 4.0	15,222.3	14,613.3	Urban	41,652
Washington Township	20.70	2,156	3,170	47.0	104.2	153.1	Rural	315
West Windsor Township	26.84	4,016	6,570	63.6	149.6	244.8	Rural	2,567
TOTAL	226.00	266,392	309,530	16.2	1,178.7	1,369.6	-	83,548



MIDDLESEX COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Carteret Boro	4.50	20,502	24,650	20.2	4,556.0	5,477.8	Urban	6,197
Cranbury Township	13.10	2,001	2,530	26.4	152.7	193.1	Rural	2,331
Dunellen Boro	1.00	6,840	7,830	14.5	6,840.0	7,830.0	Urban	2,331
East Brunswick Township	21.50	19,965	31,410	57.3	928.6	1,460.9	Suburban	4,638
Edison Township	30.20	44,799	67,990	51.8	1,483.4	2,251.3	Suburban	23,445
Helmetta Boro	0.80	799	1,000	28.4	973.8	1,250.0	Suburban	201
Highland Park Boro	1.80	11,049	14,940	35.2	6,138.3	8,300.0	Urban	2,021
Jamesburg Boro	0.90	2,853	4,670	63.7	3,170.0	5,188.9	Suburban	759
Madison Township	37.69	22,772	41,160	80.7	604.2	1,092.1	Suburban	1,217
Metuchen Boro	2.80	14,041	17,130	22.0	5,014.6	6,117.9	Suburban	6,785
Middlesex Boro	3.60	10,520	14,190	34.9	2,922.2	3,941.7	Suburban	2,191
Milltown Boro	1.60	5,435	6,690	23.1	3,396.9	4,181.3	Suburban	2,410
Monroe Township	41.80	5,831	7,150	22.6	139.5	171.1	Rural	86
New Brunswick City	5.50	40,139	45,520	13.4	7,298.0	8,276.4	Urban	21,646
North Brunswick Township	11.30	10,099	16,690	65.3	893.7	1,477.0	Suburban	10,855
Perth Amboy City	4.60	38,007	40,610	6.8	8,262.4	8,828.3	Urban	15,442
Piscataway Township	18.90	19,890	34,030	71.1	1,052.4	1,800.5	Suburban	5,707
Plainsboro Township	11.70	1,171	1,840	57.1	100.1	157.3	Rural	601
Sayreville Boro	16.30	22,553	31,250	38.6	1,383.6	1,917.2	Suburban	10,018
South Amboy City	1.30	8,422	10,170	20.8	6,478.5	7,823.1	Urban	1,658
South Brunswick Township	41.40	10,278	13,040	26.9	248.3	315.0	Rural	4,147
South Plainfield Boro	8.20	17,879	21,720	21.5	2,180.4	2,648.8	Suburban	5,572
South River Boro	2.80	13,397	16,630	24.1	4,784.6	5,939.3	Suburban	2,462
Spotswood Boro	2.30	5,788	7,510	29.8	2,516.5	3,265.2	Suburban	1,173
Woodbridge Township	23.20	78,846	97,740	24.0	3,398.5	4,212.9	Urban	20,382
TOTAL	308.79	433,876	578,090	33.2	1,405.0	1,872.1	-	154,275



MONMOUTH COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

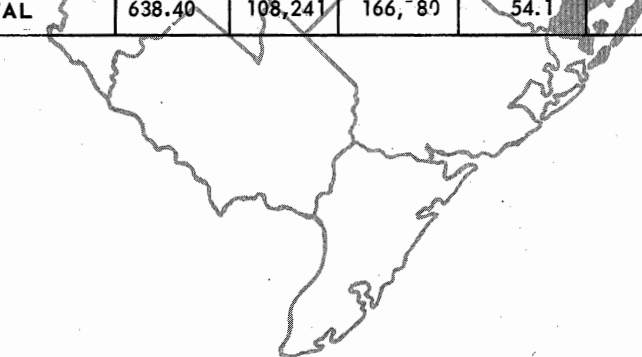
Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Allenhurst Boro	0.30	795	830	4.4	2,650.0	2,766.7	Suburban	149
Allentown Boro	0.90	1,393	1,720	23.5	1,547.8	1,911.1	Rural Center	139
Asbury Park City	1.50	17,366	20,090	15.7	11,577.3	13,393.3	Suburban Center	8,078
Atlantic Highlands Boro	1.20	4,119	5,270	27.9	3,432.5	4,391.7	Suburban	628
Avon-by-the-Sea Boro	0.40	1,707	1,860	9.0	4,267.5	4,650.0	Suburban	382
Belmar Boro	0.90	5,190	5,720	10.2	5,766.7	6,355.6	Suburban	1,262
Bradley Beach Boro	0.70	4,204	4,860	15.6	6,005.7	6,942.9	Suburban	727
Brielle Boro	1.80	2,619	4,490	106.2	1,455.0	2,494.4	Suburban	445
Colts Neck Township	31.60	2,177	3,400	29.8	68.9	107.6	Rural	478
Deal Boro	1.20	1,889	2,170	14.9	1,574.2	1,808.3	Suburban	302
Eatontown Boro	5.90	10,334	22,300	115.8	1,751.5	3,779.7	Suburban	2,703
Englishtown Boro	0.60	1,143	1,390	21.6	1,905.0	2,316.7	Rural Center	603
Fair Haven Boro	1.60	5,678	6,210	9.4	3,548.8	3,881.3	Suburban	210
Farmingdale Boro	0.50	959	1,250	30.3	1,918.0	2,500.0	Rural Center	2,602
Freehold Boro	1.70	9,140	11,190	22.4	5,376.5	6,582.4	Suburban Center	3,823
Freehold Township	38.30	4,779	9,880	106.7	124.8	258.0	Rural	1,682
Hazlet Township	5.58	15,334	20,090	31.0	2,748.0	3,600.4	Suburban	942
Highlands Boro	1.10	3,536	3,890	10.0	3,214.5	3,536.4	Suburban	420
Holmdel Township	17.90	2,959	4,830	63.2	165.3	269.8	Rural	6,802
Howell Township	63.20	11,153	17,400	56.0	176.5	275.3	Rural	710
Interlaken Boro	0.30	1,168	1,250	7.0	3,893.3	4,166.7	Suburban	11
Keansburg Boro	1.02	6,854	7,900	15.3	6,719.6	7,745.1	Suburban	658
Keyport Boro	1.40	6,440	8,290	28.7	4,600.0	5,921.4	Suburban	2,063
Little Silver Boro	2.80	5,202	5,980	15.0	1,857.9	2,135.7	Suburban	530
Loch Arbour Village	0.07	297	290	-2.4	4,242.9	4,142.9	Suburban	228
Long Branch City	5.10	26,228	34,470	31.4	5,142.7	6,758.8	Suburban Center	5,279
Manalapan Township	32.10	3,990	11,350	184.5	124.3	353.6	Rural	217
Manasquan Boro	1.70	4,022	4,440	10.4	2,365.9	2,611.8	Suburban	898
Marlboro Township	30.20	8,038	9,980	24.2	266.2	330.5	Rural	628
Matawan Boro	2.26	5,097	9,480	86.0	2,255.3	4,194.7	Suburban	1,329
Matawan Township	5.45	7,359	14,590	98.3	1,350.3	2,677.1	Suburban	2,013
Middletown Township	38.20	39,675	50,650	27.7	1,038.6	1,325.9	Suburban	3,473
Millstone Township	37.36	2,550	2,960	16.1	68.3	79.2	Rural	115
Monmouth Beach Boro	1.10	1,363	1,780	30.6	1,239.1	1,618.2	Suburban	148
Neptune Township	8.00	21,487	27,290	27.0	2,685.9	3,411.3	Suburban	4,721
Neptune City Boro	0.90	4,013	4,990	24.3	4,458.9	5,544.4	Suburban	1,344
New Shrewsbury Boro	16.21	7,313	8,410	15.0	451.1	518.8	Rural Suburban	551
Ocean Township	11.03	11,622	17,190	47.9	1,053.7	1,558.5	Suburban	1,727
Oceanport Boro	3.10	4,937	7,770	57.4	1,592.6	2,506.5	Suburban	10,778
Red Bank Boro	1.80	12,482	14,150	13.4	6,934.4	7,861.1	Suburban Center	7,455
Roosevelt Boro	1.94	764	810	6.0	393.8	417.5	Rural	-
Rumson Boro	5.30	6,405	7,310	14.1	1,208.5	1,379.2	Suburban	338
Sea Bright Boro	0.60	1,138	1,280	12.5	1,986.7	2,133.3	Suburban	336
Sea Girt Boro	1.29	1,798	1,970	9.6	1,393.8	1,527.1	Suburban	228
Shrewsbury Boro	2.30	3,222	3,670	13.9	1,400.9	1,595.7	Suburban	1,209
Shrewsbury Township	0.09	1,204	1,310	8.8	13,377.8	14,555.6	Suburban	83
South Belmar Boro	0.30	1,537	1,600	4.1	5,123.3	5,333.3	Suburban	128
Spring Lake Boro	1.30	2,922	3,160	8.1	2,247.7	2,430.8	Suburban	475
Spring Lake Heights Boro	1.40	3,309	4,476	35.1	2,363.6	3,192.9	Suburban	350
Union Beach Boro	1.80	5,862	6,910	17.9	3,256.7	3,838.9	Suburban	723
Upper Freehold Township	47.10	2,363	2,860	21.0	50.2	60.7	Rural	77
Wall Township	31.01	11,929	16,450	37.9	384.7	530.5	Rural Suburban	2,070
West Long Branch Boro	2.90	5,337	6,010	12.6	1,840.3	2,072.4	Suburban	929
TOTAL	474.31	334,401	449,860	34.5	701.0	948.5	-	84,199

MORRIS COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Boonton Town	2.70	7,981	9,660	21.0	2,955.9	3,577.8	Suburban Center	3,787
Boonton Township	8.49	1,998	2,620	31.1	235.3	308.6	Suburban	865
Butler Boro	1.97	5,414	6,750	24.7	2,748.2	3,426.4	Suburban	1,246
Chatham Boro	2.30	9,517	10,430	9.6	4,137.8	4,534.8	Suburban	1,657
Chatham Township	9.00	5,931	7,750	30.7	659.0	861.1	Suburban	228
Chester Boro	1.62	1,074	1,400	30.4	663.0	864.2	Rural Center	385
Chester Township	28.68	2,107	3,520	67.1	73.5	122.7	Rural	452
Denville Township	12.80	10,632	13,470	26.7	830.6	1,052.3	Suburban	2,276
Dover Town	2.30	13,034	15,940	22.3	5,667.0	6,930.4	Suburban Center	16,211
East Hanover Township	8.21	4,379	6,310	44.1	533.4	768.6	Suburban	1,516
Florham Park Boro	7.60	7,222	8,450	17.0	950.3	1,111.8	Suburban	3,321
Hanover Township	10.80	9,329	11,160	19.6	863.8	1,033.3	Suburban	11,163
Harding Township	16.70	2,683	3,470	29.3	160.7	207.8	Rural	219
Jefferson Township	44.30	6,884	10,990	59.6	155.4	248.1	Suburban Rural	382
Kinnelon Boro	18.97	4,431	6,430	45.1	224.9	339.0	Suburban	215
Lincoln Park Boro	6.43	6,048	8,360	38.2	846.0	1,300.2	Suburban	715
Madison Boro	4.00	15,122	17,260	14.1	3,780.5	4,315.0	Suburban	1,677
Mendham Boro	6.70	2,371	3,240	36.7	353.9	483.6	Suburban	200
Mendham Township	17.60	2,256	3,090	37.0	128.2	175.6	Suburban Rural	180
Mine Hill Township	2.80	3,362	3,850	14.5	1,200.7	1,375.0	Suburban	21
Montville Township	18.93	6,772	10,280	51.8	370.1	543.1	Suburban	2,377
Morris Township	15.80	12,092	17,580	45.4	765.3	1,112.7	Suburban	621
Morris Plains Boro	2.50	4,703	6,120	30.1	1,881.2	2,448.0	Suburban	3,720
Morristown Town	2.00	17,712	21,190	19.6	8,856.0	10,595.0	Suburban Center	11,836
Mountain Lakes Boro	3.00	4,037	4,510	11.7	1,345.7	1,503.3	Suburban	364
Mount Arlington Boro	2.70	1,246	1,950	56.5	461.5	722.2	Suburban	55
Mount Olive Township	31.60	3,807	6,550	72.1	120.5	207.3	Suburban Rural	296
Netcong Boro	0.80	2,765	3,090	11.8	3,456.3	3,862.5	Suburban Center	875
Parsippany-Troy Hills Township	25.30	25,557	51,650	102.1	1,010.2	2,041.5	Suburban	5,305
Passaic Township	16.50	5,537	7,190	29.9	335.6	435.8	Suburban	772
Pequannock Township	6.60	10,553	14,040	33.3	1,529.4	2,127.3	Suburban	1,386
Randolph Township	21.06	7,295	11,390	56.1	346.7	540.8	Suburban	422
Riverdale Boro	1.80	2,596	3,010	15.9	1,442.2	1,672.2	Suburban	955
Rockaway Boro	2.02	5,413	6,700	23.8	2,679.7	3,316.8	Suburban	1,813
Rockaway Township	44.88	10,356	14,830	43.2	230.7	330.4	Suburban	452
Roxbury Township	21.00	9,983	13,980	40.0	475.4	665.7	Suburban	2,351
Victory Gardens Boro	0.14	1,085	1,240	14.3	7,750.0	8,857.1	Suburban	-
Washington Township	45.10	3,330	5,620	68.8	73.8	124.6	Rural	555
Wharton Boro	2.00	5,006	6,180	23.5	2,503.0	3,090.0	Suburban	1,191
TOTAL	477.70	261,620	361,250	38.1	547.7	756.2	-	82,062

OCEAN COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Barnegat Light Boro	0.62	287	370	28.9	462.9	596.8	Suburban	32
Bay Head Boro	0.65	824	850	3.2	1,267.7	1,307.7	Suburban	125
Beach Haven Boro	1.00	1,041	1,200	15.3	1,041.0	1,200.0	Suburban	511
Beachwood Boro	2.80	2,765	3,610	30.6	987.5	1,289.3	Suburban	91
Berkeley Township	37.56	4,272	5,720	33.9	113.7	152.3	Suburban Rural	617
Brick Township	26.40	16,299	25,430	56.0	617.4	963.3	Suburban	2,549
Dover Township	44.03	17,414	30,340	74.2	395.5	689.1	Suburban Rural	6,815
Eagleswood Township	17.10	766	800	4.4	44.8	46.8	Rural	52
Harvey Cedars Boro	0.79	134	170	26.9	169.6	215.2	Suburban	46
Island Heights Boro	0.63	1,150	1,200	4.3	1,825.4	1,904.8	Suburban	41
Jackson Township	100.80	5,939	14,140	138.1	58.9	140.3	Rural	441
Lacey Township	86.47	1,940	2,970	53.1	22.4	34.3	Rural	733
Lakehurst Boro	1.16	2,780	3,400	22.3	2,396.6	2,931.0	Rural Center	1,409
Lakewood Township	25.80	16,020	24,470	52.7	620.9	948.4	Suburban	5,009
Lavallette Boro	0.57	832	830	- 0.2	1,459.6	1,456.1	Suburban	122
Little Egg Harbor Township	48.20	847	1,840	117.2	17.6	38.2	Rural	107
Long Beach Township	4.20	1,561	2,180	39.7	371.7	519.0	Suburban	196
Manchester Township	82.30	3,779	7,580	100.6	45.9	92.1	Rural	221
Mantoloking Boro	0.44	160	190	18.8	363.6	431.8	Suburban	47
Ocean Township	19.97	921	1,290	40.1	46.1	64.6	Rural	129
Ocean Gate Boro	0.50	706	800	13.3	1,412.0	1,600.0	Suburban	17
Pine Beach Boro	0.75	985	1,210	22.8	1,313.3	1,613.3	Suburban	48
Plumsted Township	40.70	3,281	4,140	26.2	80.6	101.7	Rural	203
Point Pleasant Boro	3.60	10,182	13,540	33.0	2,828.3	3,761.1	Suburban	1,326
Point Pleasant Beach Boro	1.50	3,873	4,260	10.0	2,582.0	2,840.0	Suburban	1,119
Seaside Heights Boro	0.25	954	1,000	4.8	3,816.0	4,000.0	Suburban	316
Seaside Park Boro	0.60	1,054	1,130	7.2	1,756.7	1,883.3	Suburban	54
Ship Bottom Boro	0.71	717	820	14.4	1,009.9	1,154.9	Suburban	276
South Toms River Boro	1.40	1,603	3,400	112.1	1,145.0	2,428.6	Suburban	159
Stafford Township	45.90	1,930	4,160	115.5	42.0	90.6	Rural	460
Surf City Boro	0.90	419	530	26.5	465.6	588.9	Suburban	222
Tuckerton Boro	3.80	1,536	1,740	13.3	404.2	457.9	Rural Center	361
Union Township	36.30	1,270	1,470	15.7	35.0	40.5	Rural	170
TOTAL	638.40	108,241	166,780	54.1	168.5	261.2	-	24,024



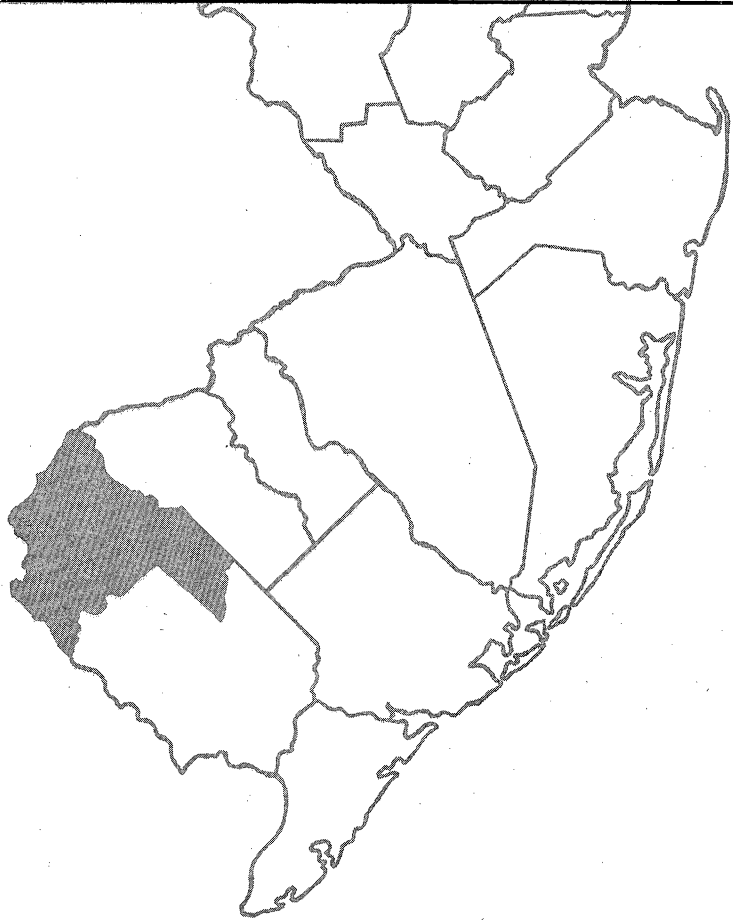
PASSAIC COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Bloomingtondale Boro	9.10	5,293	7,070	33.6	581.6	776.9	Suburban	640
Clifton City	11.20	82,084	86,210	5.0	7,328.9	7,697.3	Urban	31,509
Haledon Boro	1.30	6,161	7,160	16.2	4,739.2	5,507.7	Suburban	1,965
Hawthorne Boro	3.60	17,735	19,640	10.7	4,926.4	5,455.6	Suburban	5,449
Little Falls Township	2.80	9,730	12,590	29.4	3,475.0	4,496.4	Suburban	7,377
North Haledon Boro	3.40	6,026	7,700	27.8	1,772.4	2,264.7	Suburban	368
Passaic City	3.20	53,963	57,800	7.1	16,863.4	18,062.5	Urban	25,393
Paterson City	8.30	143,663	149,570	4.1	17,308.8	18,020.5	Urban	52,329
Pompton Lakes Boro	3.50	9,445	11,590	22.7	2,698.6	3,311.4	Suburban	2,399
Prospect Park Boro	0.40	5,201	5,450	4.8	13,002.5	13,625.0	Suburban	508
Ringwood Boro	27.30	4,182	6,700	60.2	153.2	245.4	Rural	143
Totowa Boro	3.90	10,897	12,050	10.6	2,794.1	3,089.7	Suburban	5,775
Wanaque Boro	8.20	7,126	8,610	20.8	869.0	1,050.0	Suburban	1,151
Wayne Township	24.50	29,353	47,030	60.2	1,198.1	1,919.6	Suburban	12,434
West Milford Township	78.50	8,157	12,980	59.1	103.9	165.4	Rural	745
West Paterson Boro	3.00	7,602	11,660	53.4	2,534.0	3,886.7	Suburban	1,570
TOTAL	192.20	406,618	463,810	14.1	2,175.6	2,413.2	-	149,755



SALEM COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Alloway Township	33.52	2,226	2,540	14.1	66.4	75.8	Rural	57
Elmer Boro	0.72	1,505	1,640	9.0	2,090.3	2,277.8	Rural Center	314
Elsinboro Township	13.04	1,220	1,400	14.8	93.6	107.4	Rural	30
Lower Alloway Creek Township	45.70	1,293	1,460	12.9	28.3	31.9	Rural	3
Mannington Township	40.22	2,024	2,290	13.1	50.3	56.9	Rural	618
Oldmans Township	19.40	2,913	2,270	-22.0	150.2	117.0	Rural	322
Penns Grove Boro	0.78	6,176	6,390	3.5	7,917.9	8,192.3	Suburban	1,259
Pennsville Township	23.95	10,417	13,830	32.8	434.9	577.5	Rural Suburban	649
Pilesgrove Township	34.91	2,519	3,090	22.7	72.2	88.5	Rural	142
Pittsgrove Township	44.50	3,785	4,480	18.4	85.1	100.7	Rural	254
Quinton Township	24.61	2,440	2,860	17.2	99.1	116.2	Rural	76
Salem City	2.85	8,941	9,750	9.0	3,137.2	3,421.1	Rural Center	3,764
Upper Penns Neck Township	18.15	7,595	8,380	10.3	418.5	461.7	Suburban Rural	8,500
Upper Pittsgrove Township	39.19	2,715	3,120	14.9	69.3	103.3	Rural	80
Woodstown Boro	1.48	2,942	3,450	17.3	1,987.8	2,331.1	Rural Center	431
TOTAL	343.02	58,711	66,950	14.0	171.2	200.4	-	16,499



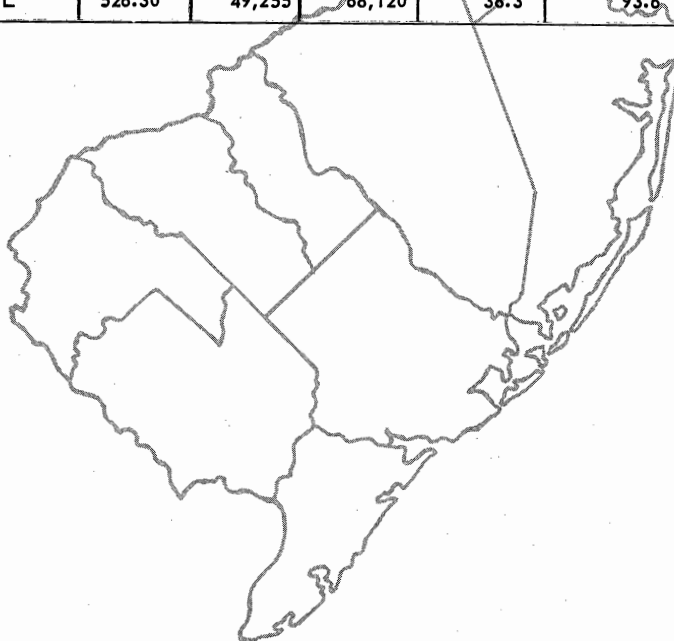
SOMERSET COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Bedminster Township	26.70	2,322	2,570	10.7	87.0	96.3	Rural	187
Bernards Township	24.40	9,018	13,200	46.4	369.6	541.0	Suburban	1,606
Bernardsville Boro	13.10	5,515	6,760	22.6	421.0	516.0	Suburban	1,170
Bound Brook Boro	1.60	10,263	11,680	13.8	6,414.4	7,300.0	Suburban Center	6,337
Branchburg Township	20.20	3,741	5,400	44.3	185.2	267.3	Rural	404
Bridgewater Township	32.84	15,789	26,740	69.4	480.8	814.3	Suburban	6,537
Far Hills Boro	5.00	702	780	11.1	140.4	156.0	Suburban	118
Franklin Township	46.40	19,858	30,550	53.8	428.0	658.4	Suburban	1,913
Green Brook Township	4.70	3,622	4,460	23.1	770.6	948.9	Suburban	875
Hillsborough Township	54.70	7,584	10,840	42.9	138.6	198.2	Rural	536
Manville Boro	2.50	10,995	13,870	26.1	4,398.0	5,548.0	Suburban Center	5,198
Millstone Boro	0.60	409	550	34.5	681.7	916.7	Suburban	411
Montgomery Township	32.26	3,851	5,690	47.8	119.4	176.4	Rural	1,105
North Plainfield Boro	2.90	16,993	23,430	37.9	5,859.7	8,079.3	Suburban	2,045
Peapack-Gladstone Boro	5.90	1,804	2,000	10.9	305.8	339.0	Suburban	343
Raritan Boro	2.06	6,137	7,170	16.8	2,979.1	3,480.6	Suburban	2,566
Rocky Hill Boro	0.64	528	840	59.1	825.0	1,312.5	Suburban	21
Somerville Boro	2.20	12,458	15,180	21.8	5,662.7	6,900.0	Suburban Center	6,352
South Bound Brook Boro	0.90	3,626	4,660	28.5	4,028.9	5,177.8	Suburban	612
Warren Township	19.30	5,386	7,920	47.0	279.1	410.4	Suburban	628
Watchung Boro	6.20	3,312	4,430	33.8	534.2	714.5	Suburban	2,279
TOTAL	305.10	143,913	198,720	38.1	471.7	651.3	-	41,243



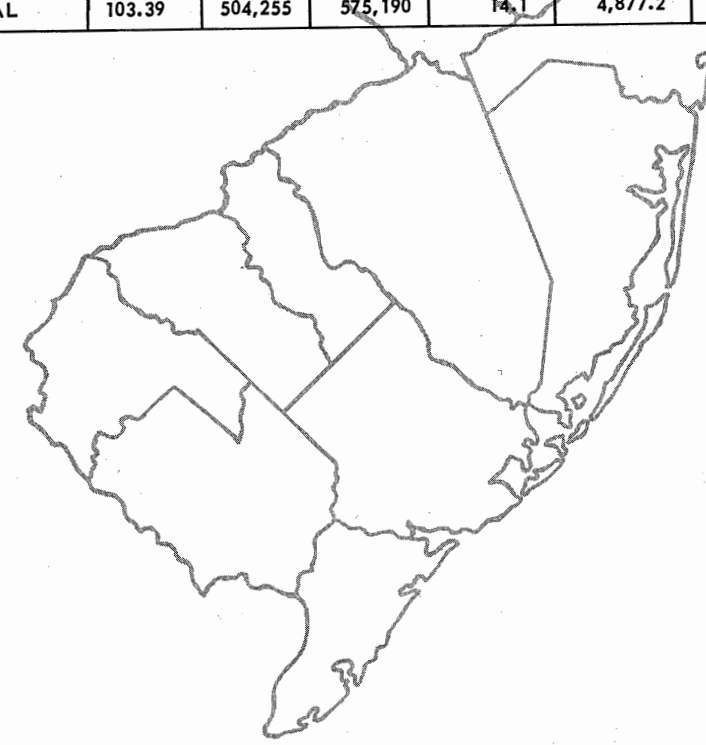
SUSSEX COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Andover Boro	2.00	734	860	17.2	367.0	430.0	Rural Center	311
Andover Township	20.40	2,177	2,810	29.1	106.7	137.7	Rural	188
Branchville Boro	0.50	963	1,040	8.0	1,926.0	2,080.0	Rural Center	707
Byram Township	20.60	1,616	3,010	86.3	78.4	146.1	Rural	18
Frankford Township	34.80	2,170	2,560	18.0	62.4	73.6	Rural	83
Franklin Boro	4.40	3,624	4,240	17.0	823.6	963.6	Rural Center	852
Fredon Township	18.30	804	1,320	64.2	43.9	72.1	Rural	49
Green Township	16.50	854	1,340	56.9	51.8	81.2	Rural	27
Hamburg Boro	1.20	1,532	2,000	30.5	1,276.7	1,666.7	Rural Center	1,290
Hampton Township	24.70	1,174	1,880	60.1	47.5	76.1	Rural	62
Hardyston Township	32.60	2,206	2,990	35.5	67.7	91.7	Rural	148
Hopatcong Boro	10.80	3,391	4,770	40.7	314.0	441.7	Suburban	81
Lafayette Township	18.30	1,100	1,410	28.2	60.1	77.0	Rural	89
Montague Township	44.60	879	1,240	41.1	19.7	27.8	Rural	74
Newton Town	3.00	6,563	8,190	24.8	2,187.7	2,730.0	Rural Center	2,227
Ogdensburg Boro	2.10	1,212	2,210	82.3	577.1	1,052.4	Rural Center	193
Sandyston Township	42.10	1,019	1,140	11.9	24.2	27.1	Rural	25
Sparta Township	38.80	6,717	10,120	50.7	173.1	260.8	Rural	987
Stanhope Boro	2.00	1,814	2,940	62.1	907.0	1,470.0	Suburban	394
Stillwater Township	28.04	1,339	1,830	36.7	47.8	65.3	Rural	49
Sussex Boro	0.90	1,656	1,920	15.9	1,840.0	2,133.3	Rural Center	554
Vernon Township	67.90	2,155	3,750	74.0	31.7	55.2	Rural	220
Walpack Township	23.86	248	360	45.2	10.4	15.1	Rural	13
Wantage Township	67.90	3,308	4,190	26.7	48.7	61.7	Rural	122
TOTAL	526.30	49,255	68,120	38.3	93.6	129.4	-	8,763



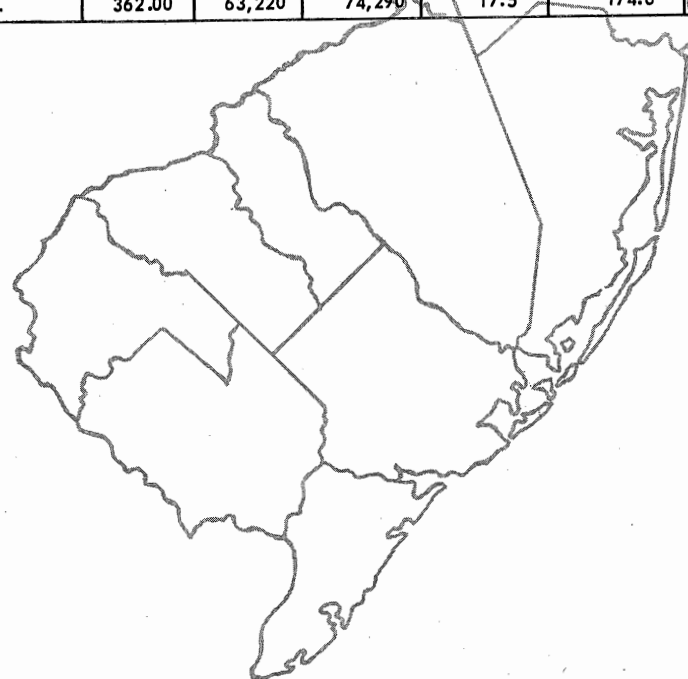
UNION COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Berkeley Heights Township	6.30	8,721	12,490	43.2	1,384.3	1,982.5	Suburban	2,224
Clark Township	4.68	12,195	19,180	57.3	2,605.8	4,098.3	Suburban	7,167
Cranford Township	4.90	26,424	28,930	9.5	5,392.7	5,904.1	Suburban	6,029
Elizabeth City	11.69	107,698	118,670	10.2	9,212.8	10,151.4	Urban	47,157
Fahwood Boro	1.29	7,963	9,290	16.7	5,687.9	7,201.6	Suburban	488
Garwood Boro	.70	5,426	6,010	10.8	7,751.4	8,585.7	Suburban	2,299
Hillside Township	2.70	22,304	23,550	5.6	8,260.7	8,722.2	Suburban	12,175
Kenilworth Boro	2.10	8,379	9,340	11.5	3,990.0	4,447.6	Suburban	6,707
Linden City	10.95	39,931	45,030	12.8	3,646.7	4,112.3	Urban	31,023
Mountainside Boro	4.10	6,325	8,020	26.8	1,542.7	1,956.1	Suburban	3,849
New Providence Boro	3.70	10,243	13,800	34.7	2,768.4	3,729.7	Suburban	8,246
Plainfield City	6.00	45,330	50,130	10.6	7,555.0	8,355.0	Urban	15,727
Rahway City	4.10	27,699	31,370	13.3	6,755.9	7,651.2	Urban	10,067
Roselle Boro	2.70	21,032	24,110	14.6	7,789.6	8,929.6	Suburban	3,587
Roselle Park Boro	1.30	12,546	15,480	23.4	9,650.8	11,907.7	Suburban	1,467
Scotch Plains Township	9.41	18,491	24,050	30.1	1,988.3	2,555.8	Suburban	2,448
Springfield Township	5.20	14,467	16,430	13.6	2,782.1	3,159.6	Suburban	6,773
Summit City	6.00	23,677	25,100	6.0	3,946.2	4,183.3	Suburban	8,403
Union Township	9.00	51,499	57,180	11.0	5,722.1	6,353.3	Suburban	28,585
Westfield Town	6.40	31,447	34,520	9.8	4,913.6	5,393.8	Suburban	3,986
Winfield Township	.17	2,458	2,510	2.1	14,458.8	14,705.9	Suburban	-
TOTAL	103.39	504,255	575,190	14.1	4,877.2	5,563.3	-	208,407



**WARREN COUNTY
PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Allamuchy Township	20.10	973	1,170	20.2	48.4	58.2	Rural	30
Alpha Boro	1.70	2,406	2,850	18.5	1,415.3	1,676.5	Rural	1,232
Belvidere Town	1.30	2,636	2,940	11.5	2,027.7	2,261.5	Rural Center	1,195
Blairstown Township	30.70	1,797	2,000	11.3	58.5	65.1	Rural	217
Franklin Township	24.10	1,729	1,950	12.8	71.7	80.9	Rural	191
Frelinghuysen Township	23.60	845	950	12.4	35.8	40.3	Rural	54
Greenwich Township	10.42	1,397	1,580	13.1	125.9	151.6	Rural	118
Hackettstown Town	3.30	5,276	9,760	85.0	1,598.8	2,957.6	Rural Center	2,980
Hardwick Township	17.80	370	420	13.5	20.8	23.6	Rural	3
Harmony Township	24.30	2,039	2,340	14.8	83.9	96.3	Rural	53
Hope Township	18.80	833	1,010	21.2	44.3	53.7	Rural	72
Independence Township	19.10	1,509	1,970	30.6	79.0	103.1	Rural	126
Knowlton Township	25.90	1,442	1,670	15.8	55.7	64.5	Rural	147
Liberty Township	12.40	760	850	11.8	61.3	68.5	Rural	124
Lopatcong Township	6.90	2,703	3,220	19.1	391.7	466.7	Rural	186
Mansfield Township	30.10	2,130	3,210	50.7	70.8	106.6	Rural	109
Oxford Township	5.70	1,657	1,740	5.0	290.7	305.3	Rural	360
Pahaquarry Township	20.30	63	70	11.1	3.1	3.4	Rural	-
Phillipsburg Town	3.70	18,502	18,510	-	5,000.5	5,002.7	Suburban	9,274
Pohatcong Township	14.08	3,543	3,960	11.8	264.4	281.3	Rural	505
Washington Boro	2.00	5,723	6,460	12.9	2,861.5	3,230.0	Rural Center	1,208
Washington Township	17.50	3,055	3,620	18.5	174.6	206.9	Rural	1,531
White Township	28.20	1,832	2,040	11.4	65.0	72.3	Rural	44
TOTAL	362.00	63,220	74,290	17.5	174.6	205.2	-	19,759



NEEDS AND PROBLEMS

CRIMINAL JUSTICE SYSTEM PERSONNEL

The effectiveness of any criminal justice system depends heavily on the quantity and quality of its personnel. Quantity depends, in large measure, upon salary, educational requirements, and other conditions of work. Quality, too, depends on these factors plus ability to advance and proper in-service training. New Jersey, as many states, has serious problems in all these areas.

Apprehension Agencies

1. THE INCREASE IN NEW JERSEY'S POPULATION COUPLED WITH THE INCREASE IN POLICE RESPONSIBILITIES HAS CREATED A NEED FOR AN INCREASE IN NEW JERSEY'S POLICE POPULATION.

Many New Jersey police departments cannot fill their authorized quotas for patrolmen. For example, the Newark Police Department, at last count, was short 190 men.¹

2. A NEED EXISTS TO PROVIDE SECURE AND FAIR SALARIES FOR ALL POLICEMEN OF THE STATE.

Police personnel frequently attribute the manpower shortage to low salaries. According to Newark policemen interviewed for a study conducted by the Governor's Select Commission on Civil Disorder, salary level was the major obstacle confronting police recruitment.² Of the eight largest police departments surveyed by the Commission to Study the Causes and Prevention of Crime in New Jersey, six indicated the present salary schedules were inadequate. A survey conducted in 1968 of 21 New Jersey municipal departments indicated an average salary range for patrolmen of \$6,831 (minimum) to \$7,896 (maximum).³

¹State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 22.

²*Ibid.*, p. 25.

³State of New Jersey, Department of Civil Service, Division of Research and Planning, *A Survey of Pay and Related Personnel Practices of Municipal Police Departments*, July, 1968, p. 1.

3. A NEED EXISTS TO EXPAND AND TO COORDINATE RECRUITMENT EFFORTS AS WELL AS TO SEARCH FOR NEW SOURCES OF MANPOWER AND NEW MEANS OF ATTRACTING MANPOWER TO POLICE DEPARTMENTS.

To alleviate the critical shortage of policemen, recruitment efforts have been in operation everywhere in the State. The Newark Police Department focused a strong recruiting program on the Negro and Puerto Rican population of the city, but the program has been unsuccessful.⁴ The Newark Police Department used among other things in its recruitment drive Civil Service announcements, signs on police vehicles and in store windows, as well as newspaper articles. But Newark did not have a full time staff assigned to recruiting. A major reason given for Newark's lack of success is that "large numbers of Newark's nonwhites view the police as a hostile oppressive force."⁵ Yet, "the most frequent recommendation of Negro community people for improving community relations is to increase the number of Negro policemen."⁶

The Frederick Douglass Recruitment Program, funded by the New Jersey Department of Community Affairs, and administered by the New Jersey Police Training Commission, also recruits policemen from Newark's innercity neighborhoods. This program prepares potential recruits for the Civil Service examinations and provides jobs in local business during this training period. Recruiting is accomplished by posters on public vehicles — not just police vehicles — announcements on a local radio station and a recruiting staff working in the neighborhoods. While this approach has met with some success, the number of men recruited still falls short of the number needed. The program has provided the Newark Police Department with 23 potential police recruits.

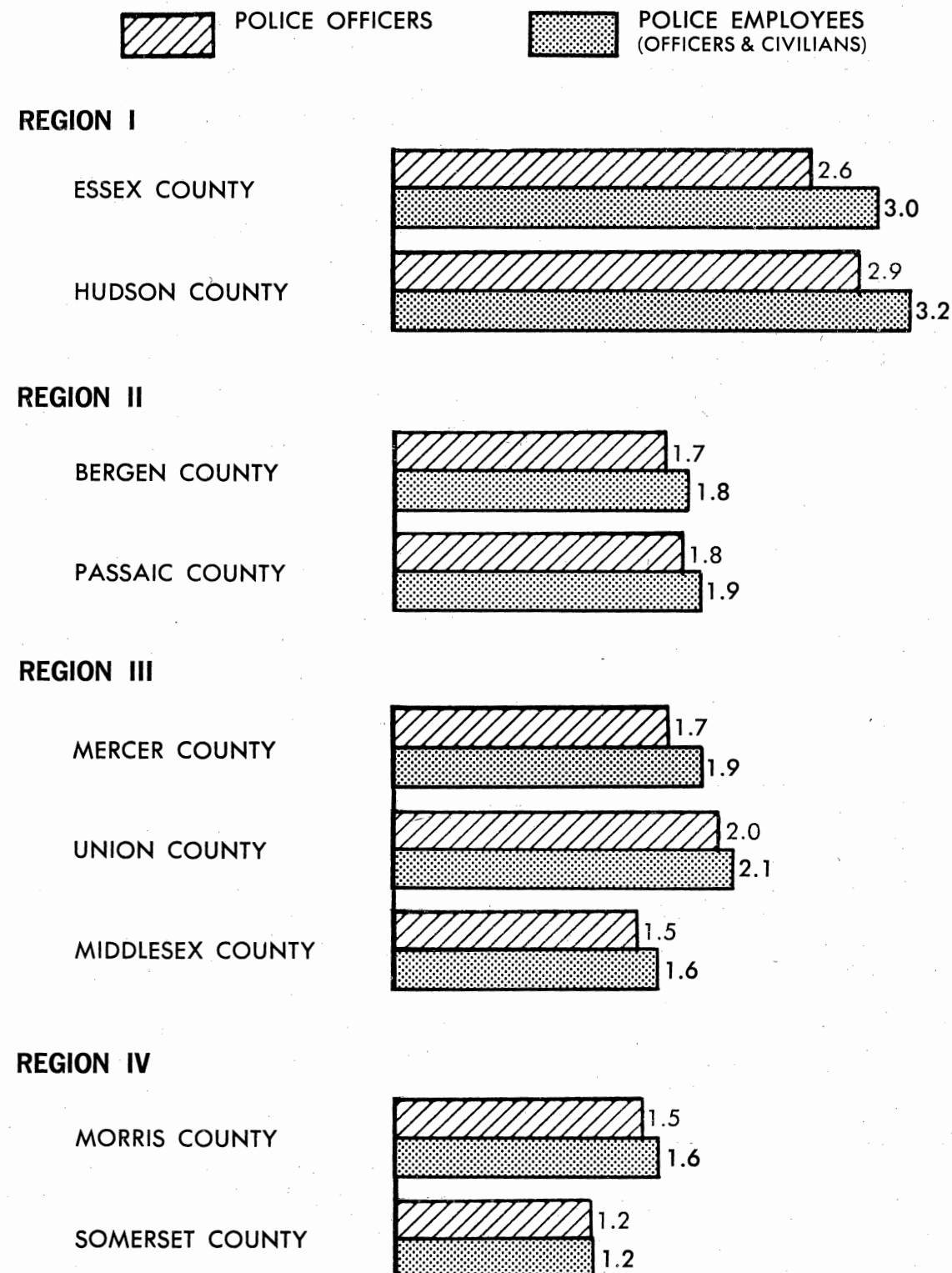
The President's Commission on Law Enforcement and Administration of Justice recommended that recruitment efforts also be

State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 25.

⁵*Ibid.*, p. 27.

⁶*Ibid.*, p. 35.

AVERAGE NUMBER OF MUNICIPAL POLICE OFFICERS AND POLICE EMPLOYEES PER 1000 POPULATION BY REGION & COUNTY **1968**



conducted at colleges. The survey conducted by the Commission to Study the Causes and Prevention of Crime in New Jersey reported, however, that none of the police agencies surveyed recruited any law enforcement personnel from colleges. Even at the present time college campuses are not used by New Jersey police to their full potential for recruiting law enforcement personnel. Police departments may consider such efforts useless in view of salary level, entry level, and alternating work shifts.

Police recruitment is subject to statutory requirements concerning age, citizenship, residency, and freedom from conviction of any indictable offense or any crime or offense involving moral turpitude. These standards may hamper recruiting efforts by disqualifying some possible worthy candidates. For example, the minimum age requirement of 21 years may force 18 year-old high school graduates who might be interested in becoming policemen to seek careers in other fields.

Additional standards are established by the Department of Civil Service. Of the 440 organized municipal police departments, 164 (37.2%) departments are under Civil Service jurisdiction. These departments employ 8,974 (69.2%) police officers. The remaining 3,981 officers are recruited outside of Civil Service, and the only statewide standards they are subject to regard age, citizenship, residency, and freedom from criminal record.

Civil Service sets standards regarding educational level, height, weight, vision, and medical qualifications and has attempted to ease requirements to facilitate recruitment. 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 a 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. Failure on the written test and insufficient education are two of the most common reasons for failing the Civil Service screening process. At the present time, it is not known what relationship exists between the examination and the actual policeman's job. It is not known whether the examination excludes potentially capable policemen. Further research is needed here.

4. A NEED EXISTS TO ESTABLISH STANDARDS FOR LAW ENFORCEMENT OFFICERS RELATING TO EDUCATIONAL, MENTAL, MORAL, AND PHYSICAL FITNESS.

Governor Hughes, in his special 1968 legislative message, "A Moral Recommitment for New Jersey", said "the establishment and maintenance of peace in our communities requires in the first instance that all local police officers are by temperament and character worthy of the community's confidence."⁷

To be more certain that local police officers possess the qualities necessary for police work, it is essential that standards relating to educational, mental, moral, and physical fitness be established. For such standards to be established, it is necessary to conduct research in identifying and measuring the relationships, if any, which exist between personal characteristics and successful police performance. Results from such research could be used to screen new applicants.

At the present time, there is no requirement regarding emotional fitness for a police officer's job. Local officials as far back as 1957, however, have suggested some type of psychiatric screening for candidates.⁸ Some New Jersey communities have recognized this need and seven require psychological testing.⁹

5. A NEED EXISTS TO EXPAND THE USE OF A PROBATIONARY PERIOD TO INSURE THE QUALITY OF POLICE OFFICERS.

No matter how carefully a department may select new policemen, it is still necessary to judge and to evaluate new policemen after they have had a chance to work in the field. A period of probation provides such time. In New Jersey, almost all the non-Civil Service police forces have a one-year probationary period.¹⁰ In other departments, an

⁷Richard J. Hughes, "A Moral Recommitment for New Jersey," Special Message of the Governor of New Jersey to the Legislature, April 25, 1968, p. 33.

⁸State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, pp. 22-23.

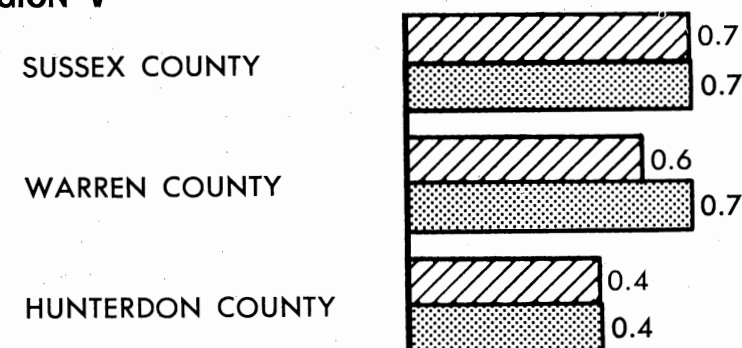
⁹*Ibid.*, p. 24.

¹⁰*Ibid.*

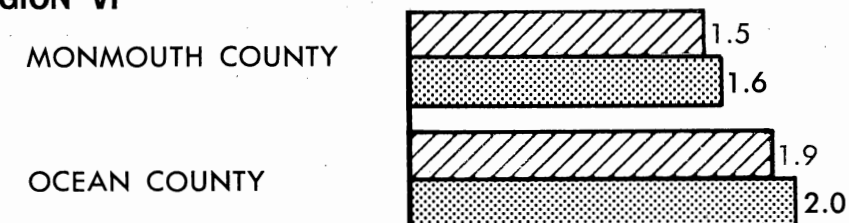
AVERAGE NUMBER OF MUNICIPAL POLICE OFFICERS AND POLICE EMPLOYEES PER 1000 POPULATION BY REGION & COUNTY (cont'd)

1968

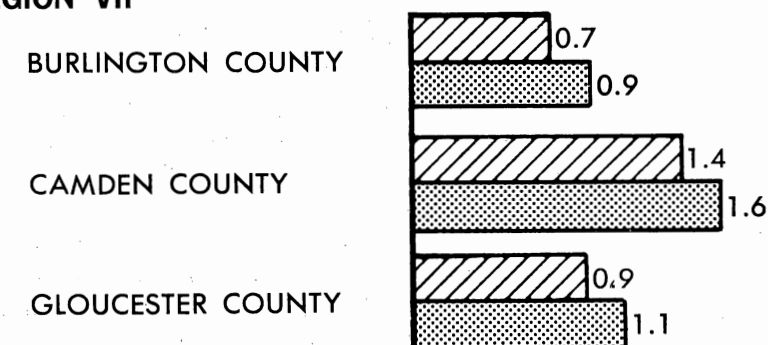
REGION V



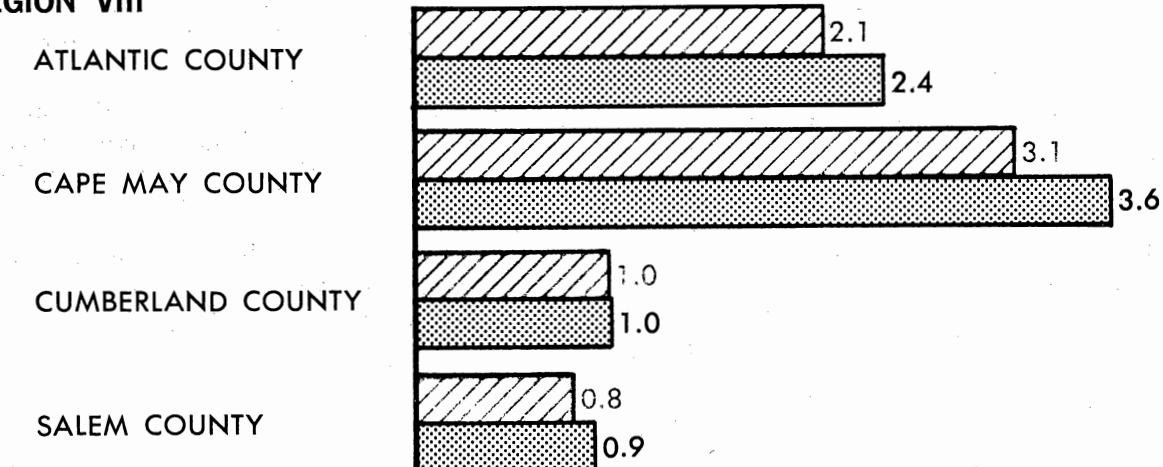
REGION VI



REGION VII



REGION VIII



entering police recruit can qualify for tenure after only 64 days of service providing he has successfully passed the mandatory training course. Police competence is more than a matter of training, and the concept of at least one year on probation would help the on-the-job screening process insure the quality of police personnel.

6. A NEED EXISTS TO PROVIDE ADEQUATE RECOGNITION OF VARYING LEVELS OF COMPETENCE, EXPERIENCE, AND EDUCATIONAL QUALIFICATIONS BOTH FOR ENTRANCE INTO A DEPARTMENT AND PROMOTION WITHIN THE DEPARTMENT.

Police departments do not provide entering recruits with positions of greater responsibility for varying levels of competence. The only way to enter a police department is as a patrolman.¹¹ Only a few departments provide salary incentives for college work. Recruiting efforts are further hampered by police promotion practices. In police departments regulated by Civil Service, candidates for promotion must pass a Civil Service examination. Test score results and seniority determine the candidate's rank on a list. In choosing a man for promotion, no discernible attempt is made to evaluate the man's overall performance.¹² If there were formal rating systems, promotions could be based on merit on the job as well as examination scores and seniority.

7. A NEED EXISTS TO EXPAND AND TO IMPROVE TRAINING AND EDUCATIONAL OPPORTUNITIES FOR POLICE OFFICERS.

The President's Commission on Law Enforcement and Administration of Justice recommends 400 hours of basic training for new police officers. Under the New Jersey Mandatory Police Training Act (July 1, 1965), all appointees to municipal and county police departments are required to complete a *minimum* of 240 hours of training. Thirteen of the fourteen New Jersey regional schools provide more than this minimum. The fourteen schools provide 318 mean hours of instruction. Only one school, however, provides more than the 400 hours of training recommended by the President's Commission on Law Enforcement and Administration of Justice.

¹¹Ibid., p. 27.

¹²Ibid.

Nevertheless, the minimum 240 hours provided in New Jersey is higher than all but three of the 31 states having statewide training commissions.

Because the Mandatory Police Training Act allows one year for recruits to fulfill their basic training, some recruits can be assigned to field duties prior to completing the mandated minimum training requirement. From July 1, 1966 to June 30, 1967, only 38% of the total number of recruits were enrolled in the fourteen regional schools during the recruits' first month of service. Also special police, who might number anywhere from 4,000 to 5,000 men and are not covered by the Mandatory Training Act, have varying degrees of police power, but none of the mandated training.¹³ The New Jersey State Police, who also are not under the Mandatory Police Training Act, offer a fourteen-week basic training program, a three-month trooper-coach program, and a two-week examination period.

The content of basic training programs should be improved, as to training curricula, instructional materials, and methods.

Although a modest range of modern teaching aids are available in the fourteen regional police training schools, lectures and discussions still occupy much of the student's time. As a result, a need exists for expanded use of field exercises (experience) to reinforce classroom work. Recruits then would have the chance to confront the problems as they exist in the street. Instructors in the fourteen regional schools are not necessarily professional educators. They have practical knowledge concerning their special fields, but occasionally lack knowledge concerning the best methods for presenting their information to recruits. Some police instructors could benefit from increased instruction in methodology.

Whether or not veteran officers receive in-service training depends on the wishes of the local police department. In-service training for veteran officers is conducted on a voluntary basis. Although there is no mandatory in-service training for municipal police beyond the recruit minimum, there is extensive in-service training being conducted throughout the State in a broad range of subjects. In 1968, the New Jersey Police Training Commission conducted a survey to obtain

¹³Staff interview with a representative of the New Jersey Police Training Commission, May, 1969.

**FULL TIME MUNICIPAL POLICE EMPLOYEES
1967—1968 BY COUNTY AND MUNICIPALITY**

COUNTY AND MUNICIPALITY	TOTAL POLICE EMPLOYEES		POLICE OFFICERS		CIVILIANS	
	1967	1968	1967	1968	1967	1968
SUSSEX COUNTY	44	49	43	48	1	1
Franklin Boro	4	4	4	4	—	—
Hardyston Township	2	2	1	1	1	1
Hopatcong Boro	6	8	6	8	—	—
Newton Town	10	11	10	11	—	—
Ogdnesburg Boro	2	2	2	2	—	—
Sparta Township	17	18	17	18	—	—
Stanhope Boro	1	2	1	2	—	—
Sussex Boro	2	2	2	2	—	—
WARREN COUNTY	48	49	42	42	6	7
Alpha Boro	1	1	1	1	—	—
Belvidere Town	3	3	3	3	—	—
Hackettstown Town	12	12	8	8	4	4
Oxford Township	1	1	1	1	—	—
Phillipsburg Town	25	24	23	21	2	3
Pohatcong Township	—	2	—	2	—	—
Washington Boro	6	6	6	6	—	—
HUNTERDON COUNTY	22	24	22	24	—	—
Califon Boro	1	1	1	1	—	—
Clinton Town	1	1	1	1	—	—
Clinton Township	2	2	2	2	—	—
Flemington Boro	6	6	6	6	—	—
Frenchtown Boro	1	1	1	1	—	—
High Bridge Boro	1	1	1	1	—	—
Holland Township	1	1	1	1	—	—
Lambertville City	5	5	5	5	—	—
Milford Boro	1	1	1	1	—	—
Raritan Township	—	1	—	1	—	—
Readington Township	2	3	2	3	—	—
Tewksbury Township	1	1	1	1	—	—
BERGEN COUNTY	1,608	1,673	1,534	1,587	74	86
Allendale Boro	12	12	9	9	3	3
Alpine Boro	5	6	5	6	—	—
Bergenfield Boro	40	47	39	46	1	1
Bogota Boro	16	17	16	17	—	—
Carlstadt Boro	18	21	18	21	—	—
Cliffside Park	32	32	32	31	—	1
Closter Boro	14	14	14	14	—	—
Cresskill Boro	14	14	14	14	—	—
Demarest Boro	7	8	7	8	—	—
Dumont Boro	30	30	30	30	—	—
East Paterson Boro	28	27	28	27	—	—
East Rutherford Boro	22	23	22	23	—	—
Edgewater Boro	19	19	19	19	—	—
Emerson Boro	13	13	13	13	—	—
Englewood City	73	75	64	64	9	11
Englewood Cliffs	18	18	18	18	—	—
Fairlawn Boro	47	49	45	47	2	2
Fairview Boro	23	24	23	24	—	—
Fort Lee Boro	50	57	49	55	1	2

**FULL TIME MUNICIPAL POLICE EMPLOYEES
1967—1968 BY COUNTY AND MUNICIPALITY (Cont.)**

COUNTY AND MUNICIPALITY	TOTAL POLICE EMPLOYEES		POLICE OFFICERS		CIVILIANS	
	1967	1968	1967	1968	1967	1968
BERGEN COUNTY (Cont.)						
Franklin Lakes Boro	7	12	7	11	—	1
Garfield City	50	50	48	46	2	4
Glen Rock Boro	23	22	23	22	—	—
Hackensack City	89	91	70	73	19	18
Harrington Park Boro	6	7	6	7	—	—
Hasbrouck Heights Boro	26	26	26	26	—	—
Haworth Boro	7	8	7	8	—	—
Hillsdale Boro	20	20	19	19	1	1
Hohokus Boro	10	10	10	10	—	—
Leonia Boro	18	16	18	16	—	—
Little Ferry Boro	12	14	12	14	—	—
Lodi Boro	36	44	35	43	1	1
Lyndhurst Township	37	38	36	37	1	1
Mahwah Township	24	23	24	23	—	—
Maywood Boro	24	21	21	19	3	2
Midland Park Boro	9	10	9	10	—	—
Montvale Boro	12	13	12	13	—	—
Moonachie Boro	6	5	6	5	—	—
New Milford Boro	28	33	25	30	3	3
North Arlington Boro	33	35	32	34	1	1
Northvale Boro	6	6	6	6	—	—
Norwood Boro	5	6	5	6	—	—
Oakland Boro	19	24	18	23	1	1
Old Tappan Boro	5	6	5	5	—	1
Oradell Boro	17	18	17	17	—	1
Palisades Park Boro	25	26	25	26	—	—
Paramus Boro	79	81	72	73	7	8
Park Ridge Boro	13	15	13	15	—	—
Ramsey Boro	19	21	19	21	—	—
Ridgefield Boro	26	27	26	26	—	1
Ridgefield Park Township	25	25	24	24	1	1
Ridgewood Township	45	44	41	40	4	4
River Edge Boro	19	19	19	19	—	—
River Vale Township	15	16	15	16	—	—
Rochelle Park Township	13	13	12	12	1	1
Rutherford Boro	41	44	40	41	1	3
Saddle Brook Township	21	20	21	20	—	—
Saddle River Boro	7	8	7	7	—	1
South Hackensack Township	13	14	13	12	—	2
Teaneck Township	77	79	71	72	6	7
Tenafly Boro	31	30	30	29	1	1
Teterboro Boro	2	2	2	2	—	—
Upper Saddle River Boro	13	9	8	9	5	—
Waldwick Boro	15	17	15	15	—	2
Wallington Boro	17	17	17	17	—	—
Washington Township	14	13	14	13	—	—
Westwood Boro	22	21	22	21	—	—
Woodcliff Lake Boro	10	12	10	12	—	—
Woodridge Boro	19	19	19	19	—	—
Wyckoff Township	17	17	17	17	—	—
PASSAIC COUNTY	837	874	779	815	58	59
Bloomington Boro	5	7	5	7	—	—
Clifton City	125	130	116	121	9	9
Haledon Boro	7	7	7	7	—	—

**FULL TIME MUNICIPAL POLICE EMPLOYEES
1967—1968 BY COUNTY AND MUNICIPALITY (Cont.)**

COUNTY AND MUNICIPALITY	TOTAL POLICE EMPLOYEES		POLICE OFFICERS		CIVILIANS	
	1967	1968	1967	1968	1967	1968
PASSAIC COUNTY (Cont.)						
Hawthorne Boro	20	22	19	21	1	1
Little Falls Township	16	18	16	18	—	—
North Haledon Boro	7	6	7	6	—	—
Passaic City	130	137	116	123	14	14
Paterson City	365	377	340	352	25	25
Pompton Lakes Boro	19	20	15	16	4	4
Prospect Park Boro	5	5	5	5	—	—
Ringwood Boro	11	11	10	10	1	1
Totowa Boro	17	16	17	16	—	—
Wanaque Boro	8	7	8	7	—	—
Wayne Township	65	72	61	67	4	5
West Milford Township	21	22	21	22	—	—
West Paterson Boro	16	17	16	17	—	—
MORRIS COUNTY	529	578	519	556	10	22
Boonton Town	18	21	17	21	1	—
Boonton Township	2	4	2	4	—	—
Butler Boro	8	6	8	6	—	—
Chatham Boro	18	18	18	18	—	—
Chatham Township	17	17	17	17	—	—
Chester Boro	2	2	2	2	—	—
Chester Township	3	3	3	3	—	—
Denville Township	24	25	23	24	1	1
Dover Town	27	27	25	25	2	2
East Hanover Township	12	15	12	15	—	—
Florham Park Boro	18	19	18	19	—	—
Hanover Township	23	24	22	23	1	1
Harding Township	5	7	5	7	—	—
Jefferson Township	19	19	19	19	—	—
Kinnelon Boro	7	7	7	7	—	—
Lincoln Park Boro	10	12	10	12	—	—
Madison Boro	30	29	29	28	1	1
Mendham Boro	4	5	4	5	—	—
Mendham Township	3	4	3	4	—	—
Mine Hill Township	4	5	4	5	—	—
Montville Township	17	18	16	17	1	1
Morris Township	30	30	29	28	1	2
Morris Plains Boro	9	12	9	12	—	—
Morristown Town	38	43	37	39	1	4
Mountain Lakes Boro	9	9	9	9	—	—
Mount Arlington Boro	4	4	4	4	—	—
Mount Olive Township	6	8	6	8	—	—
Netcong Boro	3	3	3	3	—	—
Parsippany-Troy Hills Township	57	60	56	59	1	1
Passaic Township	14	17	14	13	—	4
Pequannock Township	16	18	16	17	—	1
Randolph Township	15	17	15	17	—	—
Riverdale Boro	5	7	5	7	—	—
Rockaway Boro	8	8	8	8	—	—
Rockaway Township	16	24	16	20	—	4
Roxbury Township	16	17	16	17	—	—
Washington Township	5	6	5	6	—	—
Wharton Boro	7	8	7	8	—	—

**FULL TIME MUNICIPAL POLICE EMPLOYEES
1967—1968 BY COUNTY AND MUNICIPALITY (Cont.)**

COUNTY AND MUNICIPALITY	TOTAL POLICE EMPLOYEES		POLICE OFFICERS		CIVILIANS	
	1967	1968	1967	1968	1967	1968
ESSEX COUNTY	2,813	2,871	2,496	2,538	317	333
Belleville Town	71	81	71	77	—	4
Bloomfield Town	109	111	106	107	3	4
Caldwell Boro	22	21	22	21	—	—
Cedar Grove Township	19	20	19	20	—	—
East Orange City	169	191	157	174	12	17
Essex Fells Boro	10	11	9	10	1	1
Fairfield Boro	16	16	16	16	—	—
Glen Ridge Boro	23	24	23	24	—	—
Irvington Town	119	130	108	116	11	14
Livingston Township	43	45	42	43	1	2
Maplewood Township	57	58	56	57	1	1
Millburn Township	44	48	43	47	1	1
Montclair Town	101	102	94	96	7	6
Newark City	1,663	1,656	1,388	1,379	275	277
North Caldwell Boro	9	10	9	10	—	—
Nutley Town	59	60	59	59	—	1
Orange City	83	86	83	86	—	—
Roseland Boro	10	12	10	12	—	—
South Orange Village	46	46	46	46	—	—
Verona Boro	24	28	23	27	1	1
West Caldwell Boro	24	25	23	24	1	1
West Orange Town	92	90	89	87	3	3
HUDSON COUNTY	2,018	1,915	1,730	1,744	288	171
Bayonne City	220	224	176	178	44	46
East Newark Boro	8	9	8	9	—	—
Guttenberg Town	15	15	15	15	—	—
Harrison Township	65	67	63	65	2	2
Hoboken City	140	146	140	135	—	11
Jersey City	1,075	942	860	859	215	83
Kearny Town	119	119	118	118	1	1
North Bergen Township	112	125	102	109	10	16
Secaucus Town	29	33	28	33	1	—
Union City	104	102	93	93	11	9
Weehawken Township	47	46	43	43	4	3
West New York Town	84	87	84	87	—	—
UNION COUNTY	1,148	1,208	1,106	1,156	42	52
Berkeley Heights Township	20	23	19	21	1	2
Clark Township	30	33	30	33	—	—
Cranford Township	44	45	43	44	1	1
Elizabeth City	286	289	269	270	17	19
Fanwood Boro	16	15	16	15	—	—
Garwood Boro	11	11	11	11	—	—
Hillside Township	67	70	66	69	1	1
Kenilworth Boro	20	20	20	20	—	—
Linden City	123	125	120	122	3	3
Mountainside Boro	16	19	16	19	—	—
New Providence Boro	18	23	18	23	—	—
Plainfield City	85	107	76	94	9	13
Rahway City	63	63	61	61	2	2
Roselle Boro	42	41	41	40	1	1
Roselle Park Boro	25	26	25	26	—	—
Scotch Plains Township	29	29	28	28	1	1

**FULL TIME MUNICIPAL POLICE EMPLOYEES
1967—1968 BY COUNTY AND MUNICIPALITY (Cont.)**

COUNTY AND MUNICIPALITY	TOTAL POLICE EMPLOYEES		POLICE OFFICERS		CIVILIANS	
	1967	1968	1967	1968	1967	1968
UNION COUNTY (Cont.)						
Springfield Township	37	39	37	38	—	1
Summit City	43	43	42	42	1	1
Union Township	98	107	96	103	2	4
Westfield Town	56	56	53	53	3	3
Winfield Township	19	24	19	24	—	—
SOMERSET COUNTY	220	237	216	231	4	6
Bedminster Township	3	3	3	3	—	—
Bernards Township	9	14	9	13	—	1
Bernardsville Boro	9	10	9	10	—	—
Bound Brook Boro	17	17	17	17	—	—
Bridgewater Township	29	30	27	28	2	2
Far Hills Boro	1	1	1	1	—	—
Franklin Township	29	33	28	32	1	1
Green Brook Township	6	6	6	6	—	—
Hillsborough Township	9	12	9	12	—	—
Manville Boro	16	18	16	18	—	—
North Plainfield Boro	30	31	29	30	1	1
Peapack-Gladstone Boro	3	3	3	3	—	—
Raritan Boro	11	11	11	11	—	—
Somerville Boro	27	27	27	26	—	1
South Bound Brook Boro	8	7	8	7	—	—
Watchung Boro	13	14	13	14	—	—
MIDDLESEX COUNTY	866	947	819	890	47	57
Carteret Boro	40	41	40	39	—	2
Cranbury Township	2	3	2	3	—	—
Dunellen Boro	15	15	15	15	—	—
East Brunswick Township	36	45	34	41	2	4
Edison Township	93	101	89	96	4	5
Helmetta Boro	1	1	1	1	—	—
Highland Park Boro	25	27	24	26	1	1
Jamesburg Boro	4	5	4	5	—	—
Madison Township	54	64	53	63	1	1
Metuchen Boro	28	30	28	30	—	—
Middlesex Boro	18	22	18	22	—	—
Milltown Boro	6	6	6	6	—	—
Monroe Township	—	3	—	3	—	—
New Brunswick City	97	94	92	88	5	6
North Brunswick Township	18	19	18	19	—	—
Perth Amboy City	113	110	97	96	16	14
Piscataway Township	43	54	42	53	1	1
Sayreville Boro	41	46	40	44	1	2
South Amboy City	19	21	19	20	—	1
South Brunswick Township	20	19	19	18	1	1
South Plainfield Boro	33	38	32	37	1	1
South River Boro	25	25	25	25	—	—
Spotswood Boro	8	9	7	9	1	—
Woodbridge Township	127	149	114	131	13	18
MERCER COUNTY	552	582	505	540	47	42
East Windsor Township	12	15	8	12	4	3
Ewing Township	37	40	35	39	2	1
Hamilton Township	99	105	94	99	5	6

**FULL TIME MUNICIPAL POLICE EMPLOYEES
1967—1968 BY COUNTY AND MUNICIPALITY (Cont.)**

COUNTY AND MUNICIPALITY	TOTAL POLICE EMPLOYEES		POLICE OFFICERS		CIVILIANS	
	1967	1968	1967	1968	1967	1968
MERCER COUNTY (Cont.)						
Hightstown Boro	7	8	7	8	—	—
Hopewell Boro	1	1	1	1	—	—
Lawrence Township	32	36	31	34	1	2
Pennington Boro	1	1	1	1	—	—
Princeton Boro	27	27	26	26	1	1
Princeton Township	25	26	24	25	1	1
Trenton City	311	318	278	290	33	28
West Windsor Township	—	5	—	5	—	—
BURLINGTON COUNTY	266	282	232	242	34	40
Beverly City	5	6	1	2	4	4
Bordentown City	9	8	8	6	1	2
Burlington City	26	28	25	27	1	1
Burlington Township	12	13	12	13	—	—
Cinnaminson Township	19	19	16	16	3	3
Delanco Township	4	4	4	4	—	—
Delran Township	5	7	5	7	—	—
Edgewater Township	4	5	4	5	—	—
Evesham Township	11	11	9	10	2	1
Florence Township	13	13	10	10	3	3
Maple Shade Township	18	15	17	13	1	2
Medford Township	6	8	6	8	—	—
Medford Lakes Boro	3	5	3	5	—	—
Moorestown Township	24	25	23	23	1	2
Mount Holly Township	22	24	18	19	4	5
Mount Laurel Township	14	14	10	10	4	4
North Hanover Township	1	1	1	1	—	—
Palmyra Boro	11	12	9	10	2	2
Pemberton Boro	1	1	1	1	—	—
Pemberton Township	21	21	17	15	4	6
Riverside Township	8	9	8	9	—	—
Riverton Boro	4	4	4	4	—	—
Willingboro Township	24	27	20	22	4	5
Wrightstown Boro	1	2	1	2	—	—
CAMDEN COUNTY	639	764	578	679	61	85
Audubon Boro	14	16	14	16	—	—
Audubon Park Boro	2	3	2	3	—	—
Barrington Boro	13	13	12	11	1	2
Bellmawr Boro	14	15	12	12	2	3
Berlin Boro	4	4	4	4	—	—
Brooklawn Boro	3	3	3	3	—	—
Camden City	254	349	229	307	25	42
Cherry Hill Township	68	74	59	63	9	11
Clementon Boro	5	5	5	5	—	—
Collingswood Boro	26	25	21	20	5	5
Gloucester City	24	23	23	23	1	—
Gloucester Township	17	21	17	20	—	1
Haddon Township	20	21	20	21	—	—
Haddonfield Boro	26	26	24	26	2	—
Haddon Heights Boro	16	17	16	17	—	—
Hi-Nella Boro	1	1	1	1	—	—
Laurel Springs Boro	1	1	1	1	—	—
Lawnside Boro	5	8	4	7	1	1
Lindenwold Boro	8	12	8	10	—	2
Magnolia Boro	5	5	5	5	—	—

**FULL TIME MUNICIPAL POLICE EMPLOYEES
1967—1968 BY COUNTY AND MUNICIPALITY (Cont.)**

COUNTY AND MUNICIPALITY	TOTAL POLICE EMPLOYEES		POLICE OFFICERS		CIVILIANS	
	1967	1968	1967	1968	1967	1968
CAMDEN COUNTY (Cont.)						
Merchantville Boro	12	12	12	10	—	2
Mount Ephraim Boro	7	7	5	5	2	2
Oaklyn Boro	10	10	6	6	4	4
Pennsauken Township	45	50	39	43	6	7
Pine Hill Boro	5	5	5	5	—	—
Runnemede Boro	13	14	10	11	3	3
Somerdale Boro	5	5	5	5	—	—
Stratford Boro	7	7	7	7	—	—
Voorhees Township	5	7	5	7	—	—
Winslow Township	—	1	—	1	—	—
Wood-Lynne Boro	4	4	4	4	—	—
GLOUCESTER COUNTY	158	182	138	155	20	27
Clayton Boro	5	18	4	16	1	2
Deptford Township	12	16	12	13	—	3
East Greenwich Township	1	1	1	1	—	—
Glassboro Boro	18	18	16	16	2	2
Greenwich Township	11	12	7	8	4	4
Mantua Township	—	1	—	1	—	—
Monroe Township	15	15	11	11	4	4
Paulsboro Boro	14	14	11	10	3	4
Pitman Boro	15	16	15	16	—	—
Swedesboro Boro	5	5	5	5	—	—
Washington Township	13	13	9	9	4	4
Wenonah Boro	3	3	3	3	—	—
West Deptford Township	14	17	14	15	—	2
Westville Boro	6	6	6	6	—	—
Woodbury City	26	26	24	24	2	2
Woolwich Township	—	1	—	1	—	—
MONMOUTH COUNTY	666	709	620	660	46	49
Allenhurst Boro	9	8	7	7	2	1
Allentown Boro	—	1	—	1	—	—
Asbury Park City	48	45	48	45	—	—
Atlantic Highlands Boro	11	12	11	12	—	—
Avon-By-The-Sea Boro	8	8	8	8	—	—
Belmar Boro	19	19	19	19	—	—
Bradley Beach Boro	13	17	13	17	—	—
Brielle Boro	16	16	11	11	5	5
Deal Boro	17	16	12	12	5	4
Eatontown Boro	19	21	14	16	5	5
Fair Haven Boro	9	9	8	8	1	1
Freehold Boro	20	20	20	20	—	—
Freehold Township	4	7	4	7	—	—
Hazlet Township	9	18	9	17	—	1
Highlands Boro	6	10	6	10	—	—
Holmdel Township	4	6	4	6	—	—
Interlaken Boro	4	4	4	4	—	—
Keansburg Boro	13	14	13	14	—	—
Keyport Boro	12	13	12	13	—	—
Little Silver Boro	12	12	8	8	4	4
Long Branch City	50	51	47	48	3	3
Manasquan Boro	13	12	13	12	—	—

**FULL TIME MUNICIPAL POLICE EMPLOYEES
1967—1968 BY COUNTY AND MUNICIPALITY (Cont.)**

COUNTY AND MUNICIPALITY	TOTAL POLICE EMPLOYEES		POLICE OFFICERS		CIVILIANS	
	1967	1968	1967	1968	1967	1968
MONMOUTH COUNTY (Cont.)						
Marlboro Township	—	7	—	7	—	—
Matawan Boro	14	14	14	14	—	—
Matawan Township	29	29	28	28	1	1
Middletown Township	51	52	48	49	3	3
Monmouth Beach Boro	5	5	5	5	—	—
Neptune City	12	12	12	12	—	—
Neptune Township	42	42	42	42	—	—
New Shrewsbury Township	8	9	8	9	—	—
Ocean Township	29	30	29	30	—	—
Oceanport Boro	10	12	6	8	4	4
Red Bank Boro	35	34	34	34	1	—
Rumson Boro	14	14	14	14	—	—
Sea Bright Boro	7	7	7	7	—	—
Sea Girt Boro	10	10	7	7	3	3
Shrewsbury Boro	8	8	8	8	—	—
South Belmar Boro	4	6	4	6	—	—
Spring Lake Boro	14	15	12	13	2	2
Spring Lake Heights Boro	9	9	8	8	1	1
Union Beach Boro	10	10	9	9	1	1
Wall Township	29	31	25	26	4	5
West Long Branch Boro	10	14	9	9	1	5
OCEAN COUNTY	290	328	278	313	12	15
Bay Head Boro	5	5	5	5	—	—
Beach Haven Boro	10	11	10	11	—	—
Beachwood Boro	6	6	6	6	—	—
Berkeley Township	8	9	7	8	1	1
Dover Township	62	80	58	76	4	4
Harvey Cedars Boro	3	3	3	3	—	—
Island Heights	1	1	1	1	—	—
Jackson Township	19	22	18	21	1	1
Lacey Township	6	9	6	8	—	1
Lakehurst Boro	3	3	3	3	—	—
Lakewood Township	40	46	39	44	1	2
Lavallette Boro	8	7	8	7	—	—
Little Egg Harbor Township	—	1	—	1	—	—
Long Beach Township	17	19	17	19	—	—
Manchester Township	7	9	7	8	—	1
Mantoloking Boro	5	5	5	5	—	—
Ocean Township	4	4	4	4	—	—
Ocean Gate Boro	2	1	2	1	—	—
Pine Beach Boro	2	2	2	2	—	—
Plumsted Township	1	1	1	1	—	—
Point Pleasant Boro	18	21	17	20	1	1
Point Pleasant Beach	15	16	12	15	3	1
Seaside Heights Boro	13	12	13	10	—	2
Seaside Park Boro	13	13	13	13	—	—
Ship Bottom Boro	8	8	8	8	—	—
Stafford Township	4	5	4	5	—	—
Surf City Boro	6	6	6	6	—	—
Tuckerton Boro	4	3	3	2	1	1
ATLANTIC COUNTY	413	444	361	386	52	58
Absecon City	15	15	10	10	5	5

**FULL TIME MUNICIPAL POLICE EMPLOYEES
1967—1968 BY COUNTY AND MUNICIPALITY (Cont.)**

COUNTY AND MUNICIPALITY	TOTAL POLICE EMPLOYEES		POLICE OFFICERS		CIVILIANS	
	1967	1968	1967	1968	1967	1968
ATLANTIC COUNTY (Cont.)						
Atlantic City	225	247	190	206	35	41
Brigantine City	10	12	10	12	—	—
Egg Harbor City	6	7	6	7	—	—
Galloway Township	6	7	6	6	—	1
Hamilton Township	2	2	2	2	—	—
Hammonton Town	18	17	14	14	4	3
Linwood City	10	10	10	10	—	—
Longport Boro	9	9	9	9	—	—
Margate City	23	24	23	24	—	—
Mullica Township	1	1	1	1	—	—
Northfield City	14	15	13	14	1	1
Pleasantville City	33	36	31	34	2	2
Somers Point City	14	15	10	11	4	4
Ventnor City	27	27	26	26	1	1
CAPE MAY COUNTY	185	198	155	169	30	29
Avalon Boro	13	16	10	15	3	1
Cape May City	15	16	15	15	—	1
Lower Township	14	14	10	10	4	4
Middle Township	9	12	5	6	4	6
North Wildwood City	20	20	19	18	1	2
Ocean City	45	48	39	42	6	6
Sea Isle City	10	11	6	7	4	4
Stone Harbor Boro	13	12	8	8	5	4
West Cape May Boro	1	1	1	1	—	—
West Wildwood Boro	1	1	1	1	—	—
Wildwood City	27	30	25	30	2	—
Wildwood Crest Boro	15	15	14	14	1	1
Woodbine Boro	2	2	2	2	—	—
CUMBERLAND COUNTY	115	129	112	124	3	5
Bridgeton City	36	39	34	37	2	2
Lawrence Township	1	1	1	1	—	—
Millville City	25	29	25	28	—	1
Upper Deerfield	1	1	1	1	—	—
Vineland City	52	59	51	57	1	2
SALEM COUNTY	62	63	55	56	7	7
Penns Grove Boro	12	12	8	12	4	—
Pennsville Township	17	17	17	17	—	—
Salem City	16	17	16	13	—	4
Upper Penns Neck Township	13	13	10	10	3	3
Woodstown Boro	4	4	4	4	—	—
STATE TOTAL	13,499	14,106	12,340	12,955	1,159	1,151

information regarding in-service training programs. During the survey period, July 1, 1966 through June 30, 1967, 14,263 officers attended departmental in-service training programs conducted by 170 police agencies. 4,681 police officers attended programs sponsored by federal, state, county, and local (not including police) agencies. A total of 18,944 officers attended training programs. (The figure for officers indicates that a number of officers attended two or more types of training courses.) Approximately 40% of the police officers received training in skill oriented courses such as accident investigation, defensive tactics, drunkometer, fingerprinting, photography, firearms, and first aid. Although approximately 27% of the police officers in the State have achieved ranks of sergeant through chief of police (at the time of survey), less than 5% of the total number of officers receiving training attended administrative and supervisory courses.

The results of this survey indicate a need to coordinate the extensive in-service training effort, to develop in-service curricula aimed at developing problem solving skills, and to develop administration, management, and supervision courses for superior officers.

The importance of education, which recent Federal and New Jersey State Commissions have emphasized, has led to a burgeoning of college programs (liberal arts, business, and professional) for police personnel. Twenty New Jersey colleges now either offer or are preparing to offer courses in police administration. This sudden expansion has created a need for coordinated efforts, for qualified instructors, for the establishment of educational standards, and for the development of baccalaureate and graduate programs.

At the present time there are no baccalaureate programs in police administration in New Jersey. Only Associate in Arts and Associate in Science degrees in police administration are awarded. If an officer desires to continue beyond the Associate degree level, he can only transfer a portion of the credits he has earned to New Jersey's four-year liberal arts or business colleges. As a result, one of two things may occur. The officer either stops his education or goes to the John Jay College of Criminal Justice in the New York City University system where all his credits will probably be accepted. This situation does not encourage the average New Jersey policeman to pursue a college degree in police science and should be remedied.

Adjudication Agencies

8. THE GROWING DEMANDS ON THE ADJUDICATIVE AGENCIES OF THE CRIMINAL JUSTICE SYSTEM NECESSITATE THE EXPANSION OF STAFF.

The New Jersey court system encounters manpower shortages. Vacancies in authorized judgeships contributed to calendar congestion¹⁴ as did the inadequate number of judges. The Administrative Office of the Courts has recognized this shortage and has recommended creating 36 additional judgeships to help relieve court calendar congestion. Governor Hughes, in his Seventh Annual Message (January 14, 1969), indicated a need for prosecutors and assistant prosecutors to serve on a full-time basis.¹⁵ The Public Defender program needs more lawyers to fulfill its mission.

9. A NEED EXISTS TO PROVIDE SECURE AND FAIR SALARIES FOR MEMBERS OF THE ADJUDICATIVE AGENCIES OF THE CRIMINAL JUSTICE SYSTEM.

The President's Commission on Law Enforcement and Administration of Justice attributes the shortage of criminal lawyers to limited economic rewards and lack of security.¹⁶ The economic pinch is also felt by county prosecutors and their assistants, many of whom find it necessary to maintain private law practices to supplement their salaries. In his Seventh Annual Message, Governor Hughes recognized the need for sufficient compensation to attract attorneys to full-time positions as prosecutors.¹⁷

¹⁴State of New Jersey, Commission to Study the Causes and Prevention of Crime in New Jersey, *Staff Report: A Survey of Crime Control and Prevention in New Jersey*. March, 1968, p. 135.

¹⁵Richard J. Hughes, Seventh Annual Message of the Governor of New Jersey to the Legislature, January 14, 1969, pp. 8-9.

¹⁶The President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society* (Washington, D.C.: United States Government Printing Office, 1967), p. 151.

¹⁷Richard J. Hughes, Seventh Annual Message of the Governor of New Jersey to the Legislature, January 14, 1969, pp. 8-9.

FULL TIME STATE POLICE AND COUNTY POLICE EMPLOYEES, 1968

DEPARTMENT	OFFICERS	CIVILIAN	TOTAL POLICE EMPLOYEES
ATLANTIC COUNTY	75	16	91
BERGEN COUNTY	319	62	381
BURLINGTON COUNTY	48	47	95
CAMDEN COUNTY	142	20	162
CAPE MAY COUNTY	12	2	14
CUMBERLAND COUNTY	40	5	45
ESSEX COUNTY	317	64	381
GLOUCESTER COUNTY	16	5	21
HUDSON COUNTY	230	59	289
HUNTERDON COUNTY	5	2	7
MERCER COUNTY	53	26	79
MIDDLESEX COUNTY	150	44	194
MONMOUTH COUNTY	12	27	39
MORRIS COUNTY	60	13	73
OCEAN COUNTY	58	31	89
PASSAIC COUNTY	58	29	87
SALEM COUNTY	20	5	25
SOMERSET COUNTY	28	11	39
SUSSEX COUNTY	2	3	5
UNION COUNTY	190	40	230
WARREN COUNTY	4	2	6
TOTAL COUNTY POLICE	1,839	513	2,352
TOTAL STATE POLICE	1,311	349	1,660

10. A NEED EXISTS TO EXPAND THE EDUCATIONAL OPPORTUNITIES FOR MEMBERS OF THE ADJUDICATIVE BRANCH OF THE CRIMINAL JUSTICE SYSTEM.

Aside from their legal training and court room experience, New Jersey prosecutors and criminal defense attorneys find few provisions in the State of New Jersey for prosecutor training or continuing legal education in criminal law. According to the President's Commission on Law Enforcement and Administration of Justice, prosecutors are not necessarily prepared for their administrative and law enforcement functions: "Many young assistant district attorneys are appointed without specialized knowledge of criminal law or experience in court or in the investigation and discretionary parts of their work." Although civil law topics are covered throughout law school, usually only two or three courses (six or nine points) in law school are devoted to criminal law. The President's Commission goes on to recommend brief training programs in criminal practice to be developed by local or State bar associations.¹⁸

The President's Commission on Law Enforcement and Administration of Justice also pointed out the need for guidance of newly selected judges in the substantive criminal law, in corrections and especially sentencing, and in administration and management. New Jersey has provided a comprehensive program under the direction of the Administrative Office of Courts for county court judges. An orientation program is presented to all newly assigned judges at the time of assignment. A one-week orientation seminar is presented to these judges during their first year of service to discuss special problems. Also all newly assigned judges attend the National College of Trial Judges for a one-month period. Each fall three-day seminars are held for all county court judges.

Rehabilitation Agencies

11. A NEED EXISTS TO OVERCOME THE MANPOWER SHORTAGE IN CORRECTIONAL INSTITUTIONS.

¹⁸The President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society*, 1967, pp. 147-152.

New Jersey correctional programs suffer as well from an acute shortage of skilled manpower. It is estimated that over 25% of professional and non-professional personnel leave the State correctional system each year. This lack of a stable, permanent staff compounds the problems of many correctional institutions. In fact, the shortage of professional staff to carry on the rehabilitation mission of State correctional institution programs is noted in the last annual report of the State Division of Correction and Parole. It states:

"The direct treatment programs were again affected by the inability to recruit sufficient full-time professional staff to provide services. About 65% of the budgeted positions for social workers and psychologists remain unfilled. The bulk of psychological and psychiatric services continue to be provided by the use of consultants."

In the Division of Correction and Parole, eighteen budgeted positions for psychologists remain vacant.¹⁹

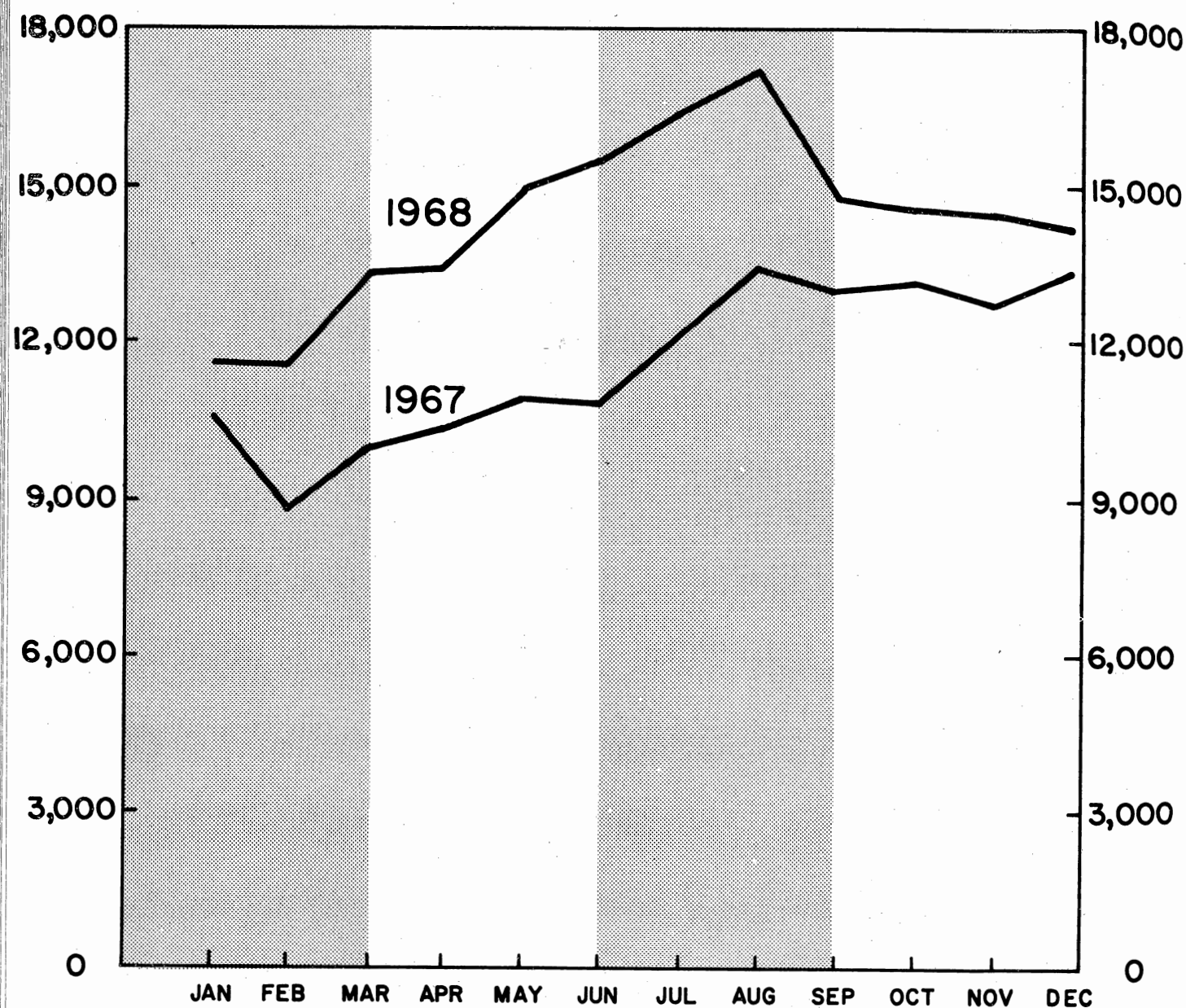
Interviews with managers of county correctional agencies, probation, county jails, and juvenile shelters reveal that they have great difficulty recruiting employees with the potential for skill development. Anti-poverty programs and training centers, mental health programs, mental retardation services, and social problem prevention campaigns tap the existing correction manpower supply. Furthermore, correctional work is viewed often as being discouraging and is reputed to involve a potential risk of physical injury. Work must be performed often under conditions that place heavy emphasis on security and discipline at a time when the public is experiencing conflicting attitudes regarding punishment and treatment. Correctional agencies need to develop a planned strategy to portray an image of correctional work that emphasizes the positive rewards.

12. A NEED EXISTS TO PROVIDE FAIR AND SECURE SALARIES TO MEMBERS OF THE REHABILITATIVE BRANCH OF THE CRIMINAL JUSTICE SYSTEM.

The Commission to Study the Causes and Prevention of Crime in New Jersey cited as a cause

¹⁹State of New Jersey, Special Joint Legislative Committee to Study Crime and the System of Criminal Justice in New Jersey, *Public Hearing*, 2d Session, March 27, 1968, p. 53.

**TOTAL CRIME INDEX
BY MONTH
1967 - 1968**



of the manpower shortage in correctional programs the fact that salaries for professional employees are not competitive with other public services nor with the private sector.²⁰

13. A NEED EXISTS TO EXPAND AND TO IMPROVE TRAINING OPPORTUNITIES FOR PERSONNEL IN THE REHABILITATIVE BRANCH OF THE CRIMINAL JUSTICE SYSTEM.

The State Division of Correction and Parole has an extremely limited budget, but it does attempt to meet the training needs of its operational staffs. According to the last Division annual report, all new employees received a one-day orientation class; one hundred and six correction officer personnel participated in week-long training school programs; eighty-one supervisory personnel were trained in management seminars; and twenty superintendents and bureau chiefs participated in executive development programs. These training activities need to be expanded to include more participants and variety of training courses. The length of time devoted to specific training missions should be increased.

Except for isolated cases where nominal in-service training efforts are made within a particular agency, planned, continuous training programs for county correctional officers and correctional officer supervisory staff are non-existent. A need exists to provide training opportunities to county correctional officers.

County probation staffs participate in training programs conducted by the Administrative Office of the Courts. All new probation officers must attend a 90-hour training course that includes special emphasis on interviewing and counseling techniques. In addition, special programs including management training are part of the on-going training effort. A need exists to expand the educational opportunities for probation staffs, particularly formal university course work.

In the preface to the proceedings for the Arden House conference held in June of 1964, Milton Rector states, "Well qualified correctional employees are not born but made. They are not

²⁰State of New Jersey, Commission to Study the Causes and Prevention of Crime in New Jersey, *Staff Report: A Survey of Crime Control and Prevention in New Jersey*, March, 1968, p. 87.

found on every street corner, but must be sought out and prepared for their arduous but rewarding careers." Mr. Rector also states that the need for training has greatly increased because of the general population growth, the continuing rise in delinquency and crime, and the public's demand that the problem be dealt with effectively.

PREVENTION OF CRIME

14. AS IN OTHER STATES OF THE UNITED STATES, AND INDEED OTHER WESTERN NATIONS, REPORTED CRIME IS ON THE INCREASE IN NEW JERSEY, AND THERE IS, THEREFORE, A NEED FOR PREVENTION AND REDUCTION OF CRIME THROUGH IMPROVEMENTS IN POLICE PRESENCE, AND IN THE EFFECTIVENESS OF APPREHENSION, ADJUDICATION, AND REHABILITATION ACTIVITIES.

Social Crime

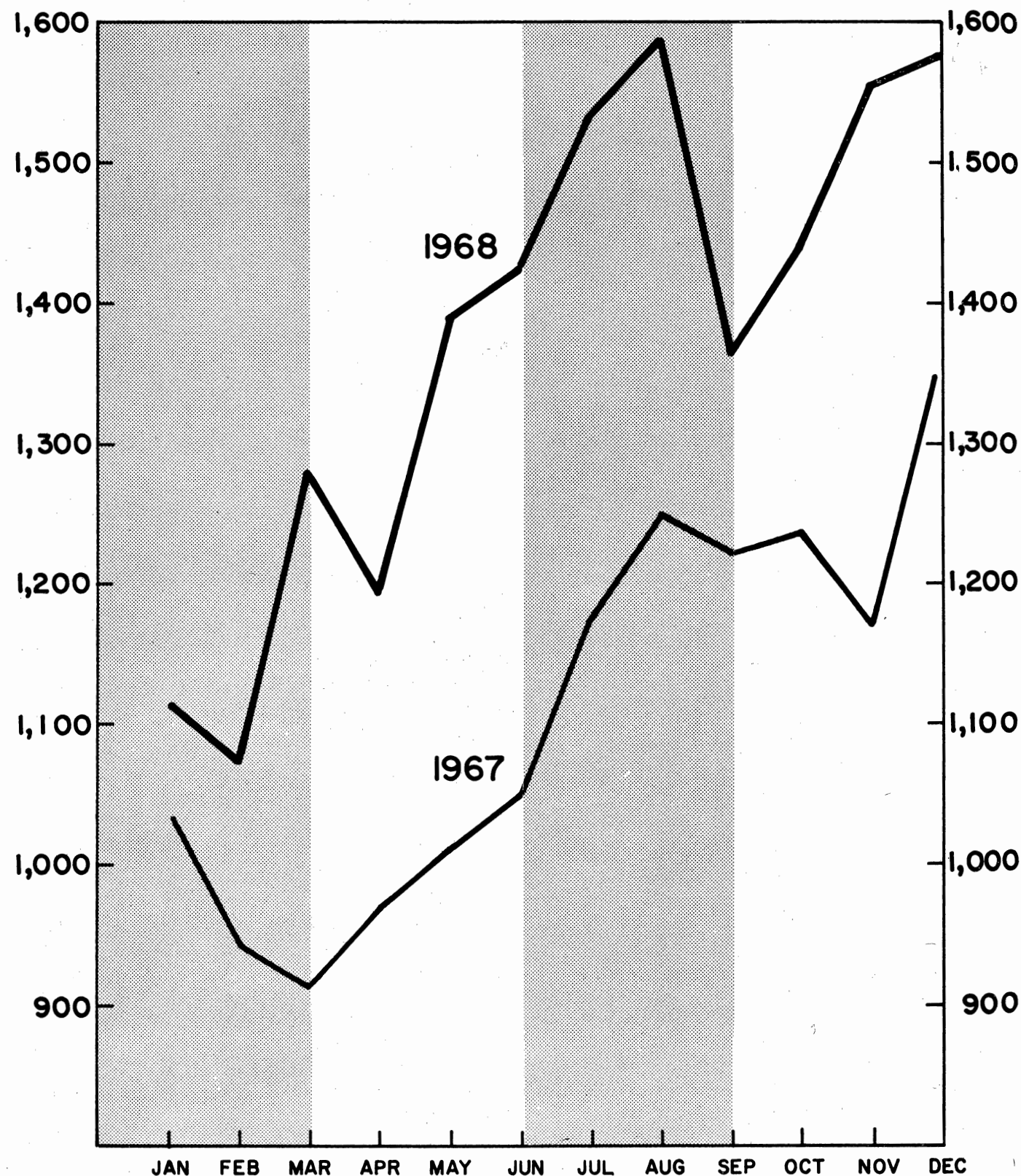
In New Jersey, law enforcement agencies are required by law to submit crime statistics to the New Jersey Uniform Crime Reporting Program that is administered by the New Jersey State Police.

A total of 172,092 Crime Index Offenses were reported to law enforcement agencies in New Jersey during the calendar year 1968. The crimes within the Index Offense group include violent crimes such as murder, forcible rape, robbery, and atrocious assault, and nonviolent crimes including breaking and entering, larceny (\$50.00 and over in value), and auto theft.

Breaking and entering, the most prevalent of all Index Offenses as shown by volume, accounted for 41.5% of the total Index.

When compared to 1967, crime figures for the calendar year 1968 disclosed a statewide rise of 23.4% in the Crime Index. Reported robbery offenses increased 50.9% over 1967. Murder rose 29.6%, rape 16.4%, atrocious assault 1.1%, breaking and entering 17.9%, larceny (theft over \$50.00) 32.8%, and auto theft 22.8%. For a detailed breakdown by county, the appended charts may be consulted.

VIOLENT CRIME BY MONTH 1967 - 1968



Organized Crime

The presence of organized crime is one of the most serious problems facing every urban State, including New Jersey. Gambling, narcotics, and loansharking operations are known to have organized crime connections. A newly emerging problem is infiltration and subversion of legitimate business and labor unions by organized crime. Organized crime is different from social crime in its methods, and accordingly entirely different law enforcement facilities and techniques are required for its control and elimination. Organized criminals have access to business-like advice and methods, rendering their prevention, detection, and apprehension a complex problem of intelligence in all its aspects and involving a wide variety of training and skills.

Civil Disorders

In the summer of 1967, New Jersey cities suffered serious civil disorders as well as minor disturbances. Violence in Newark resulted in the death of 23 persons, damage totaling \$10,251,000, and a bitter residue of fear.²¹ New Jersey's worst violence outside of Newark was experienced in Plainfield. "The police reported 46 injuries to both policemen and private citizens, and one death (Patrolman Gleason). The damage to private property, as reported by the owners of the property, was \$300,000. In addition, the city reported some damage to police and fire equipment."²² In Jersey City, "crowds gathered, a few rocks were thrown, mass arrests were made. One man died."²³ In Elizabeth rocks and bottles were thrown at police cars, store windows were broken, fires were set in trash cans.²⁴ The disturbances in Englewood

²¹National Advisory Commission on Civil Disorders, *Report of the National Advisory Commission on Civil Disorders*, March, 1968, p. 69.

²²State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 152.

²³National Advisory Commission on Civil Disorders, *Report of the National Advisory Commission on Civil Disorders*, March, 1968, p. 71.

²⁴*Ibid.*, p. 72.

followed the pattern set in Elizabeth.²⁵

15. THERE IS A NEED FOR THE PREVENTION OF CRIME BY RENDERING COMMISSION MORE DIFFICULT.

Crime "targets" should be "hardened", i.e. they should be better protected so that some crimes are prevented because their difficulty has been increased. For example it is well known that the habit of many drivers of leaving their auto unlocked is directly related to a large percentage of auto thefts. There is a need for development of methods for hardening various crime targets, and a need for public education about those methods.

16. THERE IS A NEED FOR PREVENTION OF CRIME THROUGH INCREASED KNOWLEDGE OF, AND RESPECT FOR, THE LEGAL SYSTEM.

One element in reducing crime, is the better awareness of the criminal justice system by potential offenders. There is a need for public education in this regard, and a corollary benefit would be better appreciation of all aspects of the system, not just the punitive aspects.

17. THERE IS A NEED FOR DEVELOPMENT OF BETTER, MORE DETAILED, CRIME STATISTICS, SO THAT THE CAUSES AND PREVENTION OF CRIME CAN BE MORE CLOSELY ANALYZED.

The New Jersey Uniform Crime Reporting System, because it is successful, now needs expansion to include subsidiary categories of data on the classes of offenses surveyed. Such information could include offender characteristics, victim characteristics, the crime setting, and so on. There is also a need for more frequent reporting. More detailed, more immediate reporting would provide the data base that is needed for the analysis of criminal justice effectiveness, and of crime causes and prevention.

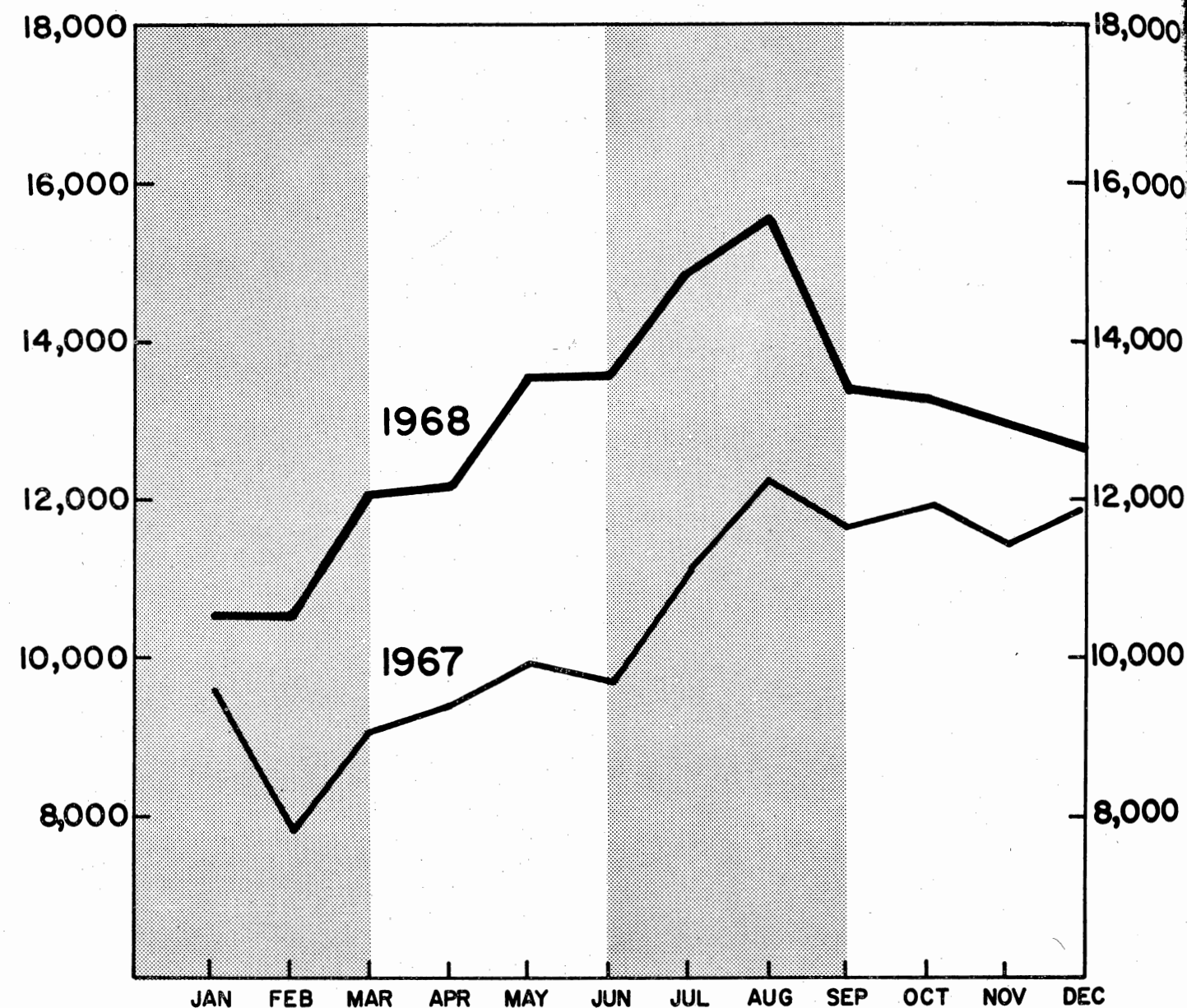
JUVENILE DELINQUENCY

Nature and Extent in New Jersey

In New Jersey a child under the age of eighteen may be considered delinquent if he violates the criminal law. A child is also considered to be delinquent if he commits any of the following acts:

²⁵*Ibid.*, p. 84.

**NONVIOLENT CRIME
BY MONTH
1967 - 1968**



habitual vagrancy, incorrigibility, immorality, knowingly associating with thieves, vicious or immoral persons, growing up in idleness or delinquency, knowingly visiting gambling places or other places if his admission constitutes a violation of law, idly roaming the streets at night, habitual truancy from school, or acting in such a way as to endanger his morals, health, or general welfare. The Juvenile and Domestic Relations Court tries to secure for each child coming under its jurisdiction the care, guidance, and control, that will be conducive to the child's welfare and the best interest of the State.²⁶ The total involvement, by arrest of persons under eighteen years of age in 1967 amounted to over 58,000 juveniles, comprising 49% of all index offense arrests and 32.5% of the total arrests for the State. There were 35,886 juvenile complaints filed in the Juvenile and Domestic Relations Courts during the 1967-68 court year, marking a 19.8% increase over the previous year. Governor Hughes noted in his 1969 message to the Legislature that:

"Among the most alarming statistics of those compiled by law enforcement agencies are those that demonstrate the increase in crimes committed by young persons. The rate of their involvement in criminal activities is estimated to be rising more than three times as quickly as the increase in population. We must therefore strengthen our efforts to reach the pre-delinquent before he settles into a lifetime pattern of criminal behavior."²⁷

The Juvenile Justice System

In 1966, the governing board of the State Department of Institutions and Agencies (the State Board of Control), asked a committee of distinguished citizens to study the Department's services to children and recommend ways services could be improved. The Report of the Committee on Children's Services, familiarly known as the Blum Report, was published in the Welfare Reporter, Volume XIX-No. 3, July, 1968. It contains a detailed accounting of problems in New Jersey's effort to cope with juvenile delinquency. The following are needs, many of which were identified by the Blum Report, that exist in

programs bearing on juvenile delinquency.

18. A NEED EXISTS FOR LEGISLATION AND PROGRAMS TO PROTECT CHILDREN FROM THE DESTRUCTIVE INFLUENCES OF AN ABUSIVE HOME ENVIRONMENT.

Child abuse, an increasingly serious problem in New Jersey, has a direct relationship to juvenile delinquency. The job of turning children who have been neglected by their parents into productive citizens is much too big to be done with the State's meager resources. The Blum Report notes that the laws dealing with child welfare make it permissible but not mandatory for the State to provide services to children who require them. If, after investigation, the Bureau of Children's Services (Department of Institutions and Agencies) determines that the welfare of a child will be endangered unless proper care or custody are provided, the Bureau *may* accept and provide such care or custody as the circumstances of such child may require. According to the Blum Report it should be mandatory for the State to protect the children when such protection and services are clearly needed. The goal of meeting the critical health and welfare needs of every child in New Jersey is not only a worthy, but an imperative step to reduce the incidence of emotional disturbance, delinquency, and crime.

19. A NEED EXISTS TO COORDINATE JUVENILE SERVICES PROGRAM DEVELOPMENT AND IMPLEMENTATION.

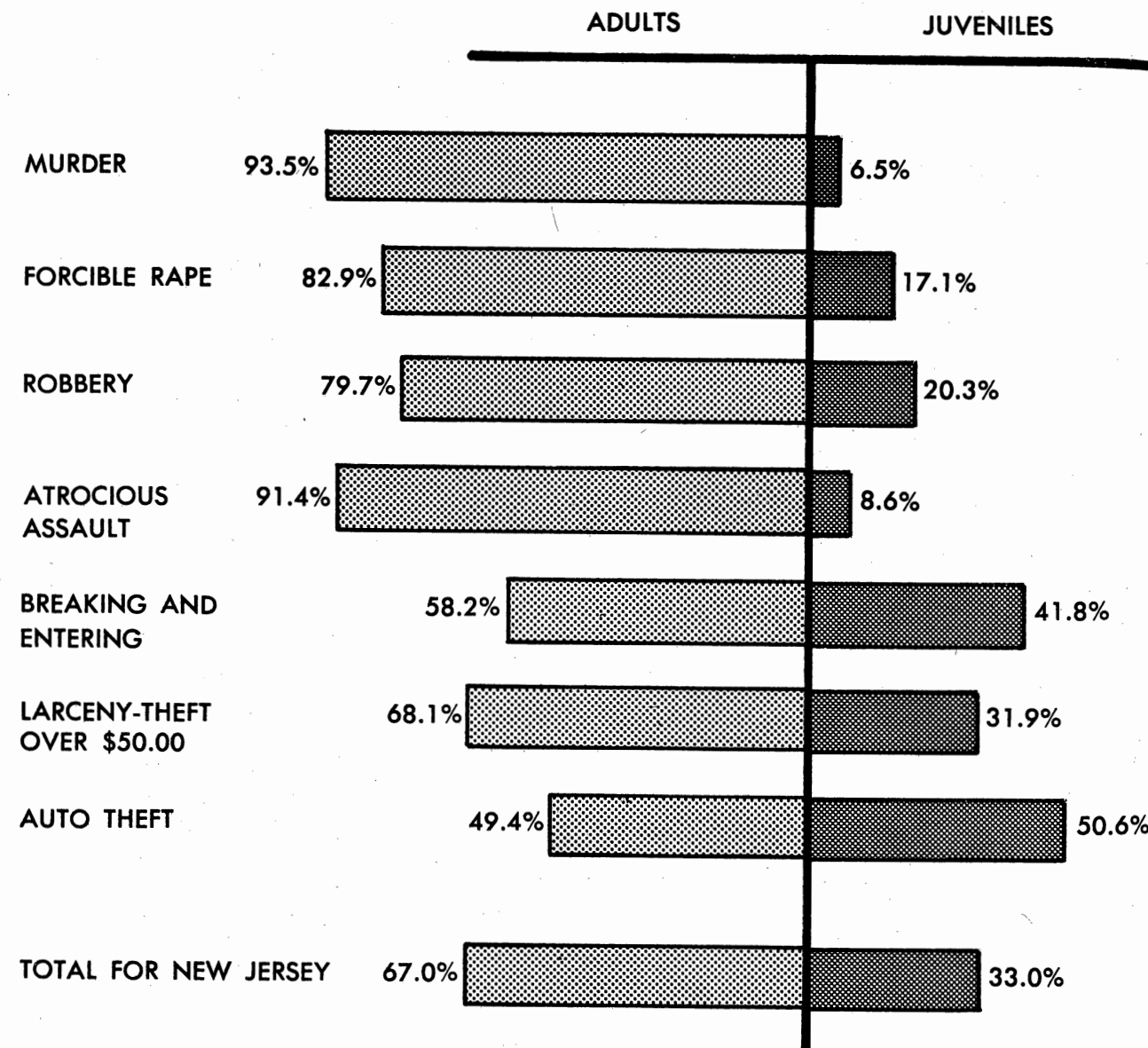
New Jersey has no single agency charged with providing services to youth. The State's effort is fragmented among agencies along functional lines and diagnostic categories. The Department of Institutions and Agencies includes divisions of Mental Retardation, Mental Health and Hospitals, Correction and Parole, and Public Welfare. Each division assumes responsibility for children on the basis of primary diagnosis. A problem arises because the various agencies are not able to accept all their referrals immediately. For example, in some instances retarded children are committed to a correctional facility because there isn't any room in a home for the mentally retarded. Children who have combinations of problems may receive no service at all or are sometimes placed in the facility with the shortest waiting list.

The Blum Report perceived a need for coordination and expressed it by recommending the

²⁶New Jersey Revised Statutes 2A:4-14.

²⁷Richard J. Hughes, Seventh Annual Message of the Governor of New Jersey to the Legislature, January 14, 1968, p. 15.

INDEX OFFENSES CLEARED BY ARREST OF ADULTS AND JUVENILES 1968



establishment of a Division of Services to Children and Youth in the Department of Institutions and Agencies. The Blum Report proposes that such an organization could evaluate available resources and plan the coordination of children's services provided by the State, assume the Bureau of Children's Services operation, provide services to children currently cared for by the Division of Correction and Parole, and provide intake and referral for all children requiring any services from the Department of Institutions and Agencies.

While the incorporation of all operational responsibilities for youth programs in one unit may not be necessary or even desirable, a mechanism beyond that built into the Department of Institutions and Agencies may be needed to coordinate planning and program development between the various agencies serving youth.

20. A NEED EXISTS FOR PROVIDING JUVENILES WITH DIAGNOSTIC SERVICES AND EMERGENCY SHELTER.

The Blum Report noted a need in New Jersey for more extensive and more easily accessible diagnostic services for children. The Division of Mental Health and Hospitals is developing a program of community mental health centers to be dispersed throughout New Jersey. The centers could evaluate all troubled and handicapped children and extend the services presently provided by the State Diagnostic Center.

There are no emergency shelters in New Jersey for children who need immediate but temporary refuge. At the present time, such care is provided either in shelters designated for juvenile court detainees or not provided at all. The mingling of nondelinquents with delinquents or the failure to care for the child, can well lead to a child's delinquency. There is a need for emergency shelters in, or adjacent to, urban centers for non-delinquent children who are awaiting diagnostic service, foster homes, or institutional placement.

21. A NEED EXISTS FOR IMPROVING REMEDIAL EDUCATION PROGRAMS.

Most children committed to the care of state correctional institutions are deficient in their level of educational achievement. It has been extremely difficult to provide trained personnel for the children's educational needs because salaries are low, working conditions are unattractive, and many people do not have the tolerance necessary to deal

with delinquent children.

The recent opening of the new State Training School for Boys relieved pressure of overcrowding upon the State Home for Boys. There is a need, however, for improvements and innovations in remedial education at such institutions, such as programmed learning devices and techniques, vocational preparation, diagnostic and training activities, and recreational programs with opportunities for competitive achievement. There is also a need for further improvement of program operations by offering salary incentives for educational specialists who can handle the emotionally disturbed, delinquent child.

22. A NEED EXISTS FOR ESTABLISHING GROUP FOSTER HOMES FOR DELINQUENTS.

With a grant from the Turrell Fund, the Bureau of Children's Services established a limited number of group foster homes for children who cannot adjust to the usual foster home setting. Frequently youngsters brought before the Juvenile Court as delinquents are committed to correctional institutions for causes that would usually result in probation or outright release if there were suitable home placements. A group foster home offers these children a measure of control in a setting that has the advantages of a home atmosphere. More group foster homes are needed so that more juveniles may be helped.

23. A NEED EXISTS FOR ESTABLISHING DISTRICT NEIGHBORHOOD FAMILY SERVICE CENTERS.

The district neighborhood family service center concept envisions one location in which people in need may come at any time to receive direct assistance, or referral to a place where assistance may be found. Such a center would house representatives from all public and private welfare (including corrections) agencies. The Department of Institutions and Agencies has submitted annual proposals since 1966 to the Department of Health, Education and Welfare for the establishment of three such demonstration neighborhood centers. The integration of welfare services could have an important impact on delinquency prevention. The neighborhood center would be open twenty-four hours a day. Located in urban community neighborhoods where the need is greatest, the center would be a source of immediate supportive

TOTAL ARRESTS BY AGE—1968

OFFENSES	10 and UNDER	11-12	13-14	15	16	17	TOTAL UNDER 18
Murder	1	1	—	2	5	15	24
Manslaughter	—	—	—	1	1	19	21
Forcible Rape	1	—	5	8	26	18	58
Robbery	16	61	177	131	173	199	757
Atrocious Assault	24	54	98	107	101	114	498
Breaking and Entering	399	721	1,710	1,158	1,116	898	6,002
Larceny and Theft	824	1,507	2,834	1,599	1,421	1,314	9,499
Auto Theft	12	83	627	785	877	643	3,027
Subtotal For Above Offenses	1,277	2,427	5,451	3,791	3,720	3,220	19,886
Other Assaults	338	506	1,079	651	742	732	4,048
Arson	54	61	76	41	20	16	268
Forgery and Counterfeiting	1	1	5	8	10	24	49
Fraud	7	10	17	7	24	45	110
Embezzlement	—	—	2	3	3	11	19
Stolen Property; Buying, Receiving, Possession	54	130	466	470	452	523	2,095
Malicious Mischief	1,020	1,185	1,956	1,003	727	564	6,455
Weapons; Carrying, Possessing, etc.	17	63	156	159	172	217	784
Prostitution and Commercialized Vice	—	—	4	2	1	5	12
Sex Offenses (Except Forcible Rape and Prostitution)	32	72	231	157	191	172	855
Narcotic Drug Laws	10	31	174	294	497	759	1,765
Gambling	—	4	23	28	26	28	109
Offenses Against Family and Children	12	25	114	56	54	41	302
Driving Under The Influence	—	—	—	2	—	41	43
Liquor Laws	8	30	233	488	884	1,252	2,895
Drunkenness	—	12	130	249	349	327	1,067
Disorderly Conduct	658	1,257	2,672	2,052	2,165	2,247	11,051
Failure To Give Good Account	8	16	76	96	99	110	405
All Other Offenses (Except Traffic)	654	995	2,283	1,917	1,715	1,502	9,066
Suspicion	72	93	201	196	204	197	963
Curfew and Loitering Law Violations	24	67	314	386	504	562	1,857
Run-Aways	134	286	1,144	966	853	543	3,926
TOTAL	4,380	7,271	16,807	13,022	13,412	13,138	68,030

TOTAL ARRESTS BY AGE—1968

18	19	20	21	22	23	24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65 and OVER	TOTAL OVER 18
20	7	21	15	13	11	17	47	36	33	30	15	8	3	1	5	282
23	23	16	16	16	9	11	58	40	35	35	21	25	12	17	6	363
41	38	47	34	26	22	21	81	49	32	11	7	6	3		1	419
193	175	168	161	150	118	92	314	142	79	52	18	8	3	1	—	1,674
131	142	148	161	157	184	149	636	455	373	279	181	111	55	25	22	3,209
669	604	488	476	372	328	264	935	437	245	165	120	48	29	19	9	5,208
928	770	624	534	436	377	345	1,105	725	481	404	293	186	132	98	90	7,528
309	225	157	144	96	60	51	184	74	49	17	17	8	1	3	1	1,396
2,314	1,984	1,669	1,541	1,266	1,109	950	3,360	1,958	1,327	993	672	400	238	164	134	20,079
709	662	711	792	721	738	793	3,161	2,370	2,042	1,673	1,039	623	320	209	164	16,727
9	10	14	10	7	9	6	23	16	12	7	11	4	2	—	3	143
22	31	62	56	50	40	38	139	98	73	47	29	16	14	2	—	717
66	115	129	173	155	193	225	951	580	620	439	249	137	56	18	15	4,121
9	10	8	8	3	13	13	41	38	23	30	20	15	6	1	2	240
458	389	331	331	203	225	215	642	319	206	129	92	37	16	11	6	3,610
218	168	97	99	76	80	58	237	138	122	97	83	37	19	5	8	1,542
201	192	204	215	187	144	156	553	326	204	141	83	66	30	11	8	2,721
14	13	22	30	38	27	14	72	38	24	12	12	3	3	2	—	324
75	98	77	92	73	77	70	221	174	133	98	84	49	37	21	33	1,412
782	842	797	717	563	398	344	897	382	193	127	54	17	6	4	8	6,131
24	29	40	63	75	84	54	351	344	316	297	215	247	172	74	84	2,469
54	65	103	80	95	98	151	628	423	360	292	159	99	33	22	5	2,667
154	149	150	261	182	225	232	880	844	855	934	820	614	442	242	150	7,134
913	703	422	53	14	17	23	42	45	55	52	48	50	37	13	12	2,499
277	211	201	286	227	215	218	882	866	1,079	1,156	1,057	1,000	777	566	491	9,509
2,494	2,093	1,648	1,584	1,201	1,058	992	3,199	2,263	2,002	1,761	1,335	981	600	350	314	23,875
209	177	155	120	79	75	81	278	165	131	102	101	114	67	76	56	1,986
1,942	1,845	1,746	1,379	1,179	1,101	1,019	3,561	2,546	2,132	1,796	1,284	795	462	261	242	23,290
54	20	22	22	18	6	11	42	17	12	8	10	6	4	3	2	257
—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
10,998	9,806	8,608	7,912	6,412	5,932	5,663	20,160	13,950	11,921	10,191	7,457	5,310	3,341	2,055	1,737	131,453

ARREST TRENDS BY AGE GROUP 1967—1968

OFFENSE CHARGED	UNDER 18 YEARS OF AGE			18 YEARS OF AGE AND OVER		
	1967	1968	PERCENT CHANGE	1967	1968	PERCENT CHANGE
Murder	13	24	+84.6	209	282	+34.9
Manslaughter	23	21	- 8.7	353	363	+ 2.8
Forcible Rape	72	58	-19.4	408	419	+ 2.7
Robbery	495	757	+52.9	1,288	1,674	+30.0
Atrocious Assault	466	498	+ 6.9	3,180	3,209	+ 0.9
Breaking and Entering	5,502	6,002	+ 9.1	4,512	5,208	+15.4
Larceny-Theft	8,146	9,499	+16.6	6,827	7,528	+10.3
Auto Theft	2,877	3,027	+ 5.2	1,391	1,396	+ 0.4
Subtotal for Above Offenses	17,594	19,886	+13.0	18,168	20,079	+10.5
Other Assaults	3,495	4,048	+15.8	16,181	16,727	+ 3.4
Arson	236	268	+13.6	112	143	+27.7
Forgery and Counterfeiting	81	49	-39.5	426	717	+68.3
Fraud	98	110	+12.2	4,161	4,121	- 1.0
Embezzlement	12	19	+58.3	234	240	+ 2.6
Stolen Property; Buying, Receiving, Possession	1,501	2,095	+39.6	2,852	3,610	+26.6
Malicious Mischief	5,337	6,455	+20.9	1,185	1,542	+30.1
Weapons; Carrying, Possessing, etc.	597	784	+31.3	1,943	2,721	+40.0
Prostitution and Commercialized Vice	1	12	+1,100.0	251	324	+29.1
Sex Offenses (Except Forcible Rape and Prostitution)	1,022	855	-16.3	1,579	1,412	-10.6
Narcotic Drug Laws	900	1,765	+96.1	4,145	6,131	+47.9
Gambling	75	109	+45.3	1,696	2,469	+45.6
Offenses Against Family and Children	307	302	- 1.6	2,378	2,667	+12.2
Driving Under Influence	31	43	+38.7	5,599	7,134	+27.4
Liquor Laws	2,276	2,895	+27.2	2,487	2,499	+ 0.5
Drunkenness	1,309	1,067	-18.5	10,391	9,509	+ 8.5
Disorderly Conduct	9,821	11,051	+12.5	23,647	23,875	+ 1.0
Failure to Give Good Account	259	405	+56.4	1,955	1,986	+ 1.6
All Other Offenses (Except Traffic)	7,013	9,066	+29.3	21,122	23,290	+10.3
Suspicion	927	963	+ 3.9	334	257	-23.1
Curfew and Loitering Law Violations	1,796	1,857	+ 3.4	-	-	-
Run-Aways	3,371	3,926	+16.5	-	-	-
Total	58,059	68,030	+17.2	120,846	131,453	+ 8.8

assistance for both children and parents.

24. A NEED EXISTS FOR POLICE DEPARTMENTS TO FORMULATE POLICE GUIDELINES FOR DEALING WITH JUVENILES. A NEED ALSO EXISTS FOR EXPANDING THE TRAINING OF LAW ENFORCEMENT OFFICERS IN THE SPECIAL CHARACTERISTICS OF ADOLESCENCE.

Most police departments in New Jersey's large urban communities have special units to handle juvenile cases. Although there has been no systematic study of unofficial police handling of juvenile offenders in New Jersey, there is evidence that the police handle a large volume of such cases. For example, in a suburban township near Trenton, a thousand cases per year were being handled unofficially by the police.²⁸ The President's Commission on Law Enforcement and Administration of Justice recommends that police departments formulate policy guidelines for dealing with juveniles.

Although juvenile control topics are discussed in relation to pertinent topics throughout the entire curriculum, the mandated training program for police recruits requires a minimum of only four hours of training in juvenile control. A study of 88 training agencies throughout the United States revealed that the average number of hours devoted to teaching juvenile control was 4.9 hours. Both of these figures are inadequate, when it is remembered that juvenile crime is growing three times as fast as the population increase in New Jersey. A community opinion survey conducted in Hamilton Township, New Jersey, ranked the most important of thirty-two police activities as talking to, advising, warning, or arresting youngsters involved in undesirable conduct. If this activity is as important as the community would believe, then sufficient training for the police must be provided.

25. A NEED EXISTS FOR EXPANDING JUVENILE CONFERENCE COMMITTEES FOR DEALING WITH JUVENILE DELINQUENCY IN THE COMMUNITY AS AN ALTERNATIVE TO COURT HANDLING.

²⁸State of New Jersey, Commission to Study the Causes and Prevention of Crime in New Jersey, *Staff Report: A Survey of Crime Control and Prevention in New Jersey*, March, 1968, p. 39.

The Juvenile Conference Committees serve as adjuncts to the county-based Juvenile and Domestic Relations Courts and are authorized by New Jersey statute. The Conference Committees look into acts that are minor and do not warrant coming before the Juvenile and Domestic Relations Court. This provides a means to correct juveniles in an informal setting without the experience of a formal court hearing and without the risk of delinquency adjudication.

The Juvenile Conference Committees could be expanded to help relieve the overburdened Juvenile and Domestic Relations Court which has had to bear the greatest increase in court cases. According to the Administrative Director of the Courts, "the greatest increase has been in juvenile and domestic relations cases, which have almost tripled."²⁹

Staff help to keep records and follow through on referrals would also enhance program effectiveness. In addition, Committee membership should also be representative of all segments of the community.

26. A NEED EXISTS TO IMPROVE AND EXPAND PRESENT JUVENILE DETENTION FACILITIES.

Thirteen of the twenty-one county jurisdictions have juvenile detention facilities. Of the thirteen, one was constructed prior to 1900 and remodeled in 1927; one was constructed in 1916 and additions added in 1957; one, now used only temporarily, was constructed in 1917. One other facility is housed in 40% of a building also utilized by the local police department for radio communications. Of the eight counties without juvenile detention facilities, four plan to construct them, and four do not have any plans at all for detention facilities.

In those counties without detention facilities, juveniles are handled in various ways. For example, four counties use the facilities of adjacent county jurisdictions on an emergency, per diem basis; one county uses jail facilities for seventeen and eighteen year-olds and does not detain juveniles under sixteen years of age; one county uses two rooms in the county jail; one county has two detention rooms in the courthouse basement; and finally, one county uses two cells adjacent to the county jail. The recommendations of the President's Commission on Law Enforcement and Administration of Justice that adequate and appropriate separate detention

²⁹Newark Star Ledger, February 16, 1969.

CRIME TRENDS, 1967—1968, NUMBER—RATE

INDEX OFFENSES	YEAR	NUMBER OF OFFENSES	PERCENT CHANGE	RATE PER 100,000 INHABITANTS	PERCENT CHANGE
Murder	1967	274		3.9	
	1968	355	+29.6	4.9	+25.6
Forcible Rape	1967	687		9.7	
	1968	800	+16.4	11.1	+14.4
Robbery	1967	5,775		81.5	
	1968	8,716	+50.9	121.0	+48.5
Atrocious Assault	1967	6,588		93.0	
	1968	6,660	+ 1.1	92.5	- 0.5
Breaking and Entering	1967	60,603		855.1	
	1968	71,445	+17.9	991.8	+16.0
Larceny \$50 and Over	1967	35,786		504.9	
	1968	47,524	+32.8	659.7	+30.7
Auto Theft	1967	29,787		420.3	
	1968	36,592	+22.8	508.0	+ 20.9
TOTAL for NEW JERSEY	1967	139,500		1,968.3	
	1968	172,092	+23.4	2,389.0	+21.4

facilities for juveniles be provided has yet to be implemented in New Jersey. If such implementation is impossible at the present, then a need arises for regionalized facilities for juveniles as an alternative.

Present facilities are inadequate to help juveniles in trouble with the law. On any given day as many as 836 juveniles are detained for an average of 15.4 days awaiting their day in court. For the uninitiated this is a time of trauma. The community's socially and/or emotionally disturbed youngsters, and its chronic trouble-makers need more official attention. Without help, a large percentage of these juveniles will again come into conflict with the law. Some will eventually find their way into state institutions.

Although the mission of the detention facility has historically been to house juveniles awaiting court disposition, it has also tried to rehabilitate the juvenile. A recent survey by the State Law Enforcement Planning Agency demonstrated that a major portion of these facilities offered little in the way of rehabilitation programs for juvenile offenders. The responsibility for rehabilitation must be shared with the community and other outside agencies. In the thirteen county detention facilities available, there are only 63 professional staff members including part-time doctors, dentists, and nurses involved in any form of treatment programs. This is a staff ratio of 1:13, far short of that advocated for therapeutic programs. Furthermore, of the 63 treatment-oriented staff members, 45 of them work at only three of the thirteen facilities. Some of the thirteen facilities offer some type of formal education; five offer social programs staffed by social workers; one has a full time psychological staff, but seven offer this service only in special situations; two have vocational testing programs, and one conducts a vocational training program. Although most of the thirteen facilities conduct intake orientation programs, only one conducts a complete psycho-diagnostic breakdown on each juvenile entering its facility. Although it is recognized that there is a limit to the services that may be rendered to juveniles prior to adjudication, a range of professional diagnostic and treatment programs should be available to those willing to be helped.

DETECTION AND APPREHENSION OF CRIMINALS

27. A NEED EXISTS TO DEVELOP

TECHNIQUES FOR ALLOCATING EXISTING POLICE DEPARTMENT RESOURCES MORE EFFICIENTLY.

At the present time the structure of the resource allocation process in New Jersey's municipal police departments has not been subjected to systematic analysis. Reliable data regarding the process of allocating resources to various duties is unavailable.

In New Jersey, as elsewhere in the United States, research into the most effective way of deploying and employing a department's patrol force is virtually non-existent.³⁰ Although recommendations have been made in New Jersey for the increased use of foot and motorcycle patrols in high crime areas and for team policing by patrol and detective personnel, no definitive studies have been made to determine what kind of patrol is most effective in different locales. In addition to determining what kind of patrol is most effective, departments need to develop statistical techniques to aid in determining how many men to assign to each shift. As a first step in the direction of determining the most efficient means of allocating resources, the New Jersey State Law Enforcement Planning Agency has undertaken a study to identify the structure of the resource allocation process in three New Jersey police departments of different sizes.

28. A NEED EXISTS FOR EFFECTIVE COMMUNICATIONS SYSTEMS.

Because the members of a police force are so widely dispersed when at work, the efficiency of police communications systems is crucial. A need exists for the improvement of communications capabilities on the local, regional, and state-wide levels.

A most troublesome problem in police radio communications is the critical shortage of radio frequencies available to the police. For example, Newark has only one usable frequency. The Newark Department did obtain an additional

³⁰State of New Jersey, Commission to Study the Causes and Prevention of Crime in New Jersey, *Staff Report: A Survey of Crime Control and Prevention in New Jersey*, March, 1968, p. 32.

TOTAL ARRESTS, 1968

OFFENSE CHARGED	NUMBER OF ARRESTS	PERCENT DISTRIBUTION	RATE PER 100,000 INHABITANTS
Murder	306	0.2	4.2
Manslaughter	384	0.2	5.3
Forcible Rape	477	0.2	6.6
Robbery	2,431	1.2	33.7
Atrocious Assault	3,707	1.9	51.5
Breaking and Entering	11,210	5.6	155.6
Larceny-Theft	17,027	8.5	236.4
Auto Theft	4,423	2.2	61.4
Subtotal for Above Offenses	39,965	20.0	554.8
Other Assaults	20,775	10.4	288.4
Arson	411	0.2	5.7
Forgery and Counterfeiting	766	0.4	10.6
Fraud	4,231	2.1	58.7
Embezzlement	259	0.1	3.6
Stolen Property; Buying, Receiving, Possession	5,705	2.9	79.2
Malicious Mischief	7,997	4.0	111.0
Weapons; Carrying, Possessing, etc.	3,505	1.8	48.7
Prostitution and Commercialized Vice	336	0.2	4.7
Sex Offenses (Except Forcible Rape and Prostitution)	2,267	1.1	31.5
Narcotic Drug Laws	7,896	4.0	109.6
Gambling	2,578	1.3	35.8
Offenses Against Family and Children	2,969	1.5	41.2
Driving Under the Influence	7,177	3.6	99.6
Liquor Laws	5,394	2.7	74.9
Drunkenness	10,576	5.3	146.8
Disorderly Conduct	34,926	17.5	484.8
Failure to Give Good Account	2,391	1.2	33.2
All Other Offenses (Except Traffic)	32,356	16.2	449.2
Suspicion	1,220	0.6	16.9
Curfew and Loitering Law Violations	1,857	0.9	25.8
Run-Aways	3,926	2.0	54.5
Total	199,483	100.0	2769.2

frequency, but it cannot be used because the frequency is too high.³¹

Another serious communications problem arises during emergency situations requiring the cooperation and support of neighboring police departments. If the radios of these neighboring departments operate on different frequencies (as has been the case in several recent New Jersey emergencies), neighboring police departments cannot communicate with each other. To overcome this, a standardized network of communications facilities is needed for use by all police departments in the State. With special Omnibus Crime Control funds (Section 307b), SLEPA has introduced ("Project Alert") the first phase of such a system. Of New Jersey's 567 municipalities, 25 are being supplied by SLEPA with standardized communication systems (auxiliary), so that neighboring departments can communicate on a common frequency. The remaining municipalities have access to a reserve portion of that system. In the event of an emergency, equipment from this system can be rushed to any place in the State.

In addition to communication problems within the department and between departments, a communications problem exists between the public and the police department. It is difficult for the public to reach the police quickly. Call boxes are locked. Dimes are needed for telephones. To make it easier for the public to reach the police department in an emergency, existing communications equipment should be modified. Until the recommendation of the President's Commission on Law Enforcement and Administration of Justice for a single emergency telephone number for the nation can be implemented, temporary emergency numbers should be established.

29. A NEED EXISTS FOR DEVELOPING EFFECTIVE STATEWIDE AND LOCAL INFORMATION STORAGE, RETRIEVAL, AND DISSEMINATION SYSTEMS, AND FOR IMPROVING INTERNAL LOCAL POLICE RECORDS SYSTEMS.

Police, even more than other agencies, are inundated with information that can only be useful

³¹State of New Jersey, Special Joint Legislative Committee to Study Crime and the System of Criminal Justice in New Jersey, *Public Hearing*, 4th Session, March 29, 1968, p. 155.

if it is properly classified, stored and retrievable. This need exists on the local, regional, and statewide levels. Some aspects of a total approach to this need can be effected on each level.

The Uniform Crime Reporting System of the New Jersey State Police provides for the standardized reporting of crime information. No provision, however, exists for uniform internal police records systems. Field studies conducted by the Commission to Study the Causes and Prevention of Crime in New Jersey found an urgent need for modernizing and streamlining municipal internal recording systems. Systems were found to be duplicative and fragmentary.³² SLEPA has taken a first step regarding internal police records keeping systems, by conducting a systems analysis on records keeping in a medium sized New Jersey municipal police department. There is a need to expand such studies, and to modernize records systems in local departments.

30. A NEED EXISTS FOR ADDITIONAL FORENSIC LABORATORY SERVICES.

The precision with which the detective branch of the police can conduct its field investigation is facilitated by its access to scientific methods for the collection, preservation, and analysis of evidence. For such activities, laboratory skills and apparatus are required. Such central forensic laboratories exist in the Federal Bureau of Investigation and at the headquarters of the State Police. These forensic laboratories are not sufficient to service over 400 municipal police departments in the State. The results of the Commission to Study the Causes and Prevention of Crime survey indicated that only two of the eight large police departments surveyed possess crime investigation laboratories. Of six departments only two have established procedures for pooling and coordinating crime laboratories in their regions.

In recent weeks the New Jersey legislature has enacted a bill providing regional crime laboratories of the State Police central laboratory. Experience with this new program will probably indicate subsidiary needs.

³²State of New Jersey, Commission to Study the Causes and Prevention of Crime in New Jersey, *Staff Report: A Survey of Crime Control and Prevention in New Jersey*, March, 1968, p. 25.

COMPARISON OF STATE ARRESTS, 1967—1968

OFFENSES	1967 ARRESTS	1968 ARRESTS	PERCENT CHANGE
Murder	222	306	+37.8
Manslaughter	376	384	+ 2.1
Forcible Rape	480	477	- 0.6
Robbery	1,783	2,431	+36.3
Atrocious Assault	3,646	3,707	+ 1.7
Breaking and Entering	10,014	11,210	+11.9
Larceny-Theft	14,973	17,027	+13.7
Auto Theft	4,268	4,423	+ 3.6
Subtotal for Above Offenses	35,762	39,965	+11.8
Other Assaults	19,676	20,775	+ 5.6
Arson	348	411	+18.1
Forgery and Counterfeiting	507	766	+51.1
Fraud	4,259	4,231	- 0.7
Embezzlement	246	259	+ 5.3
Stolen Property; Buying, Receiving, Possession	4,353	5,705	+31.5
Malicious Mischief	6,522	7,997	+22.6
Weapons; Carrying, Possession, etc.	2,540	3,505	+38.0
Prostitution and Commercialized Vice	252	336	+33.3
Sex Offenses (Except Forcible Rape & Prostitution)	2,601	2,267	-12.8
Narcotic Drug Laws	5,045	7,896	+58.5
Gambling	1,771	2,578	+45.6
Offenses Against Family and Children	2,685	2,969	+10.6
Driving Under the Influence	5,630	7,177	+27.5
Liquor Laws	4,763	5,394	+13.2
Drunkenness	11,700	10,576	- 9.6
Disorderly Conduct	33,468	34,926	+ 4.4
Failure to Give Good Account	2,214	2,391	+ 8.0
All Other Offenses (Except Traffic)	28,135	32,356	+15.0
Suspicion	1,261	1,220	- 3.3
Curfew and Loitering Law Violations	1,796	1,857	+ 3.4
Run-Aways	3,371	3,926	+16.5
Total	178,905	199,483	+11.5

31. A NEED EXISTS FOR THE INTRODUCTION OF SPECIALIZED DETECTION AND APPREHENSION EQUIPMENT INTO LOCAL POLICE DEPARTMENTS.

Mobility and sophistication of criminals today requires modern technology for their detection and apprehension. There is a need to establish which are the best kinds of equipment on a pilot basis, and to expand the best as broadly as there are personnel capable of using it efficiently.

32. A NEED EXISTS FOR REDUCTION OF POLICE RESPONSE TIME AFTER A CRIME HAS OCCURRED.

Studies show that reduction of response time relates directly to efficiency of apprehension. There is a need for proving out locally the best methods for reduction of response time.

33. A NEED EXISTS FOR GREATER COOPERATION BETWEEN NEW JERSEY'S 440 ORGANIZED POLICE DEPARTMENTS.

As of December 31, 1968, New Jersey has a total of 567 incorporated municipalities, 440 of which are served by 12,955 police officers.³³ The remaining municipalities are served by special (or non-organized) police forces or the State Police. That New Jersey has 440 separate police departments, emphasizes the need for departments to cooperate and coordinate services with each other.

Further evidence of this need is found in the fact that the great majority of New Jersey police departments are small, serving municipalities under 25,000. (Of the 567 municipalities of New Jersey, only 64 have populations over 25,000). Such small departments often lack the specialized personnel, communications and records systems, and laboratory services necessary for performing the basic police responsibilities. For instance, only 165 of the 440 departments are tied to the State Police teletype system. Of these departments only seven have the capacity to send information. Small departments are accessible only by telephone. They can call the closest State Police Station.³⁴ Small

³³Staff interview with a representative of the New Jersey State Police, April 30, 1969.

³⁴Staff interview with a representative of the New Jersey State Police, April 30, 1969.

departments have much to benefit from cooperating with neighboring departments and coordinating services.

New Jersey has established an administrative services unit within the Police Training Commission to aid local police departments who voluntarily wish to plan for the pooling of police services. The problem remains for police departments to recognize the need for such cooperative efforts and that such efforts need not supplant local interests.

34. A NEED EXISTS FOR DEFINING THE ROLE OF THE POLICE IN DIFFERENT COMMUNITIES.

Very often residents call the police for services that can only be defined peripherally as police functions. Among them are calls for ambulance services, fires, bank escorts, dogs at large, etc. During one year, a single New Jersey township police department reported the following miscellaneous responses to calls: ambulance requests, 2,389; bank escorts, 381; brush fires, 794; dogs, 577; building fires, 158. Police often handle such requests because no other organized public service agency exists to cope with such emergencies. Yet, these time consuming duties seem to duplicate the duties of hospitals, private police, fire departments or dog wardens.³⁵

The question of what policemen should do, how policemen should be spending their time, how the role of the police in different communities should be limited or broadened cannot, in our present state of knowledge, be answered definitively. At a time when police departments suffer from understaffing, it is important for departments to devote their energies to police functions and not be saddled with time consuming extra-police duties. It is necessary to define the role of police in different communities.

ADJUDICATIVE ACTIVITIES AND LAW REFORM

35. A NEED EXISTS FOR REFORM OF THE MUNICIPAL COURT SYSTEM.

City courts are plagued by huge case-loads and a

³⁵State of New Jersey, Commission to Study the Causes and Prevention of Crime in New Jersey, *Staff Report: A Survey of Crime Control and Prevention in New Jersey*, March, 1968, p. 37.

TOTAL ARREST TRENDS BY SEX, 1967—1968

OFFENSE CHARGED	MALES				TOTAL MALE PERCENT CHANGE
	UNDER 18		TOTAL		
	1967	1968	1967	1968	
Murder	10	24	190	268	+41.1
Manslaughter	19	18	331	338	+ 2.1
Forcible Rape	72	56	479	475	- 0.8
Robbery	485	734	1,733	2,360	+36.2
Atrocious Assault	393	449	3,204	3,268	+ 2.0
Breaking and Entering	5,293	5,848	9,637	10,868	+12.8
Larceny-Theft	6,932	8,041	11,993	13,867	+15.6
Auto Theft	2,783	2,972	4,126	4,323	+ 4.8
Subtotal For Above Offenses	15,987	18,142	31,693	35,767	+12.9
Other Assaults	2,960	3,351	17,575	18,318	+ 4.2
Arson	229	252	328	386	+17.7
Forgery and Counterfeiting	71	42	437	652	+49.2
Fraud	79	91	3,358	3,338	- 0.6
Embezzlement	8	16	205	216	+ 5.4
Stolen Property; Buying, Receiving, Possession	1,411	1,996	4,100	5,421	+32.2
Malicious Mischief	5,109	6,136	6,167	7,537	+22.2
Weapons; Carrying, Possession	573	758	2,439	3,359	+37.7
Prostitution & Commercialized Vice	1	3	72	105	+45.8
Sex Offenses (Except Forcible Rape & Prostitution)	611	554	2,129	1,913	- 10.1
Narcotic Drug Laws	786	1,494	4,551	7,087	+55.7
Gambling	73	108	1,639	2,447	+49.3
Offenses Against Family and Children	198	166	2,350	2,634	+12.1
Driving Under the Influence	31	41	5,362	6,754	+26.0
Liquor Laws	1,852	2,380	4,117	4,677	+13.6
Drunkenness	1,130	901	10,799	9,718	-10.0
Disorderly Conduct	8,329	9,518	28,929	30,331	+ 4.8
Failure to Give Good Account	219	356	2,070	2,232	+ 7.8
All Other Offenses (Except Traffic)	5,824	7,663	24,590	28,333	+15.2
Suspicion	737	820	1,051	1,072	+ 2.0
Curfew and Loitering Law Violations	1,542	1,601	1,542	1,601	+ 3.8
Run-Aways	1,948	2,202	1,948	2,202	+13.0
Total	49,708	58,591	157,451	176,100	+11.8

TOTAL ARREST TRENDS BY SEX, 1967—1968 (Cont.)

OFFENSE CHARGED	FEMALES				TOTAL FEMALE PERCENT CHANGE
	UNDER 18		TOTAL		
	1967	1968	1967	1968	
Murder	3	—	32	38	+ 18.8
Manslaughter	4	3	45	46	+ 2.2
Forcible Rape	—	2	1	2	+100.0
Robbery	10	23	50	71	+ 42.0
Atrocious Assault	73	49	442	439	+ 0.7
Breaking and Entering	209	154	377	342	— 9.3
Larceny-Theft	1,214	1,458	2,980	3,160	+ 6.0
Auto Theft	94	55	142	100	— 29.6
Subtotal For Above Offenses	1,607	1,744	4,069	4,198	+ 3.2
Other Assaults	535	697	2,101	2,457	+ 16.9
Arson	7	16	20	25	+ 25.0
Forgery and Counterfeiting	10	7	70	114	+ 62.9
Fraud	19	19	901	893	— 0.9
Embezzlement	4	3	41	43	+ 4.9
Stolen Property; Buying, Receiving, Possession	90	99	253	284	+ 12.3
Malicious Mischief	228	319	355	460	+ 29.6
Weapons; Carrying, Possession	24	26	101	146	+ 44.6
Prostitution & Commercialized Vice	—	9	180	231	+ 28.3
Sex Offenses (Except Forcible Rape and Prostitution)	411	301	472	354	— 25.0
Narcotic Drug Laws	114	271	494	809	+ 63.8
Gambling	2	1	132	131	— 0.8
Offenses Against Family and Children	109	136	335	335	—
Driving Under the Influence	—	2	268	423	+ 57.8
Liquor Laws	424	515	646	717	+ 11.0
Drunkenness	179	166	901	858	— 4.8
Disorderly Conduct	1,492	1,533	4,539	4,595	+ 1.2
Failure to Give Good Account	40	49	144	159	+ 10.4
All Other Offenses (Except Traffic)	1,189	1,403	3,545	4,023	+ 13.5
Suspicion	190	143	210	148	+ 29.5
Curfew and Loitering Law Violations	254	256	254	256	+ 0.8
Run-Aways	1,423	1,724	1,423	1,724	+ 21.2
Total	8,351	9,439	21,454	23,383	+ 9.0

BAIL INFORMATION, 1968

OFFENSES	RELEASED IN BOND OR BAIL	RELEASED OWN RECOGNIZANCE	COMMITTED IN DEFAULT OF BAIL	COMMITTED WITHOUT BAIL
Murder	7	3	22	207
Manslaughter	200	103	23	6
Forcible Rape	156	22	128	65
Robbery	314	58	724	348
Atrocious Assault	1,346	446	871	163
Breaking and Entering	1,655	1,026	2,015	484
Larceny - Theft	3,317	1,835	1,660	196
Auto Theft	583	268	467	96
Subtotal for Above Offenses	7,578	3,761	5,910	1,565
Other Assaults	5,497	4,702	1,783	285
Arson	53	27	38	18
Forgery and Counterfeiting	289	84	202	35
Fraud	1,840	999	625	73
Embezzlement	111	52	37	5
Stolen Property; Buying, Receiving, Possession	1,146	454	1,289	223
Malicious Mischief	634	538	214	31
Weapons; Carrying, Possessing, etc.	1,081	332	833	124
Prostitution and Commercialized Vice	127	55	87	14
Sex Offenses (Except Forcible Rape and Prostitution)	635	280	222	47
Narcotic Drug Laws	2,270	555	1,666	424
Gambling	1,738	122	139	23
Offenses Against Family and Children	579	819	472	544
Driving Under The Influence	4,019	2,092	530	108
Liquor Laws	992	1,120	141	12
Drunkenness	2,837	1,324	2,156	493
Disorderly Conduct	9,675	6,590	2,612	762
Failure To Give Good Account	526	249	429	120
All Other Offenses (Except Traffic)	8,461	7,680	2,575	662
Total	50,088	31,835	21,960	5,568

lack of sufficient court personnel. As a result, cases must be heard hurriedly and judges make split-second decisions.³⁶ In Newark (during November, 1967) because of the volume of cases, the amount of time a magistrate devoted to a case varied from 2-12 minutes.³⁷ Many municipal court judges engage extensively in private law practice and aside from their legal training, lack specialized training in judicial administration.³⁸ Also, the municipal court is not a court of record. Thus, when defendants appeal to the county court, the preceeding is a trial *de novo*.

The late Peter Murray (New Jersey Public Defender) called the municipal court "the most important court in New Jersey." He said, "it is in that court that most individuals, especially those in the areas of extreme poverty and disadvantage, learn what we mean when we use the term 'administration of justice', and it is particularly in those areas of congested population and high incidence of criminal behavior where the image of justice suffers most and, indeed, leads to the conclusion among the poor that justice is but an ideal not to be attained."³⁹ It is imperative that problems in New Jersey's municipal court system be solved.

36. A NEED EXISTS TO IMPROVE THE BAIL SYSTEM.

New Jersey has made a consistent effort to improve its bail system. Since 1963 the Attorney General of New Jersey has been actively involved in studying the bail practices in New Jersey and recommending remedial action to the Supreme

³⁶*Ibid.*, p. 55.

³⁷State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 41.

³⁸State of New Jersey, Commission to Study the Causes and Prevention of Crime in New Jersey, *Staff Report: A Survey of Crime Control and Prevention in New Jersey*, March, 1968, pp. 54-55.

³⁹State of New Jersey, Special Joint Legislative Committee to Study Crime and the System of Criminal Justice in New Jersey, *Public Hearing*, 2d Session, p. 205.

Court.⁴⁰ The Supreme Court and the Administrative Office of the Courts have encouraged changes in New Jersey's bail practices. Rules concerning bail have been modified and law enforcement officers have been authorized to issued a summons in lieu of arrest for certain non-indictable offenses.

The problems that do emerge regarding bail result from a lack of uniform implementation of existing policies. Courts may release a defendant on his own recognizance after an investigation into his stability in the community and availability for trial. In some instances courts will release defendants on their own recognizance. In some other instances courts are able to effect such a release but choose not to. In the absence of such a release, the defendant must raise bail. "If a defendant cannot raise enough cash to satisfy the bail bondsman, he must await trial in jail. The indigent goes to jail, not for any crime of which he has been convicted, but for being poor."⁴¹ This, in turn, has resulted in a pile-up of detained persons who remain in county jails as long as four months as they await grand jury action and trial. As many as from 50 to 80 percent of the county jail population consists of unsentenced persons.⁴² The problem is compounded by the failure of some county jails to separate those persons awaiting trial from those serving sentences. Jails are either too small, or personnel too scarce, for separate facilities.

The sole lawful purpose of bail is to insure that the accused appear in court at the time of trial. Bail itself, however, does not provide adequate security that released defendants will return for trial. "Since the fee to the bondsman for posting bail is not refunded to the defendant regardless of whether he appears in court, the defendant has no financial

⁴⁰Arthur J. Sills, "The Problem and Status of Bail Reform in the United States," (Report to the National Association of Attorneys General, December 31, 1964, p. 5 (Mimeographed.)

⁴¹State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 38.

⁴²State of New Jersey, Commission to Study the Causes and Prevention of Crime in New Jersey, *Staff Report: A Survey of Crime Control and Prevention in New Jersey*, March, 1968, p. 60.

ADULTS CHARGED GUILTY—NOT GUILTY, 1967—1968

OFFENSES	PERCENTAGE GUILTY		PERCENTAGE NOT GUILTY	
	1967	1968	1967	1968
Murder	70.2	60.4	29.8	39.6
Manslaughter	20.9	8.9	79.1	91.1
Forcible Rape	51.2	40.9	48.8	59.1
Robbery	71.6	67.7	28.4	32.3
Atrocious Assault	65.4	59.9	34.6	40.1
Breaking and Entering	78.2	76.2	21.8	23.8
Larceny-Theft	81.9	80.6	18.1	19.4
Auto Theft	82.4	82.0	17.6	18.0
Subtotal For Above Offenses	76.3	74.0	23.7	26.0
Other Assaults	56.0	56.2	44.0	43.8
Arson	45.7	69.0	54.3	31.0
Forgery and Counterfeiting	73.9	73.7	26.1	26.3
Fraud	61.8	66.6	38.2	33.4
Embezzlement	60.6	57.7	39.4	42.3
Stolen Property; Buying, Receiving, Possession	71.9	73.6	28.1	26.4
Malicious Mischief	67.0	70.1	33.0	29.9
Weapons; Carrying, Possession, etc.	74.6	76.8	25.4	23.2
Prostitution and Commercialized Vice	82.6	87.7	17.4	12.3
Sex Offenses (Except Forcible Rape and Prostitution)	74.2	75.6	25.8	24.4
Narcotic Drug Laws	83.3	84.0	16.7	16.0
Gambling	80.5	84.6	19.5	15.4
Offenses Against Family and Children	79.4	83.2	20.6	16.8
Driving Under the Influence	92.6	93.0	7.4	7.0
Liquor Laws	85.7	88.8	14.3	11.2
Drunkenness	90.2	88.5	9.8	11.5
Disorderly Conduct	76.8	74.7	23.2	25.3
Failure to Give Good Account	82.9	78.4	17.1	21.6
All Other Offenses (Except Traffic)	81.5	84.2	18.5	15.8
Total	76.2	76.7	23.8	23.3

incentive to return to court. The only real security is the defendant's own view of his interest and sense of responsibility."⁴³ Although the bonding company can civilly sue the defendant for the return of the defaulted money, it seems that this legal recourse would hold little incentive to a defendant who plans to jump bail.

37. A NEED EXISTS TO EXPAND THE SERVICES OF THE OFFICE OF THE PUBLIC DEFENDER.

Recognition of the accused's right to counsel resulted in the establishment of the Office of the Public Defender in 1967. By reason of statute, the Public Defender is authorized to represent defendants who are formally charged with an indictable offense at the time of arraignment. No provision, however, is made for the Public Defender to be involved before arraignment. Thus a suspect is not provided with the services of the Public Defender between the time of arrest and arraignment, a very critical time in the criminal justice process. A crucial need exists to extend the provision of the Public Defender's services.

A need also exists to expand the services of the Public Defender to include all indigent defendants in danger of loss of liberty. At the present time the Public Defender provides legal representation for any indigent defendant charged with an indictable offense. Indigent juvenile defendants are represented in the Juvenile and Domestic Relations Court when there is a possibility of confinement upon a determination of delinquency. But an indigent defendant charged with a non-indictable offense, which upon conviction can result in confinement, is not entitled to be represented by the Public Defender. Such a person can request counsel which the court has to provide. "The basic problem, however, is that an unsophisticated defendant cannot be expected to know the many reasons why professional counsel is important and helpful. It is the paradox of the right to counsel that many a defendant needs a lawyer to tell him whether he needs a lawyer."⁴⁴

The Governor's Select Commission sampled Newark's Municipal Court case records and found

⁴³State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 40.

⁴⁴*Ibid.*, p. 42.

that only 23% had lawyers.⁴⁵ While it is recognized that many of those appearing in court without legal representation may have case factors that pointed to an obvious finding of guilt, it is apparent that representation by counsel is crucial to the defendant. "Of those represented by lawyers, 29% were not found guilty. Only 13% of those not represented were not found guilty. Of those convicted 33% of those represented were given jail terms, while 50% of those not represented were committed to jail. It seems clear that a person without a lawyer is at a substantial disadvantage both in determination of guilt and in sentencing."⁴⁶

38. A NEED EXISTS TO DEVELOP MODERN INFORMATION SYSTEMS FOR THE ADJUDICATIVE AGENCIES OF THE CRIMINAL JUSTICE SYSTEM.

A major problem area affecting the administration of New Jersey's municipal and county courts includes the inaccessibility of criminal records. With the exception of municipal police department fingerprint records, previous criminal records remain inaccessible to municipal courts unless a State Bureau of Investigation or Federal Bureau of Investigation check is requested. The absence of background information concerning accused persons at the time of disposition or sentence makes it difficult for the municipal court judge to render just decisions. A private study of one New Jersey county found that files of 50 independent criminal justice agencies were duplicated, forms were non-standardized, and records issued from one agency to another created and compounded errors in administration. Criminal records were scattered in the files of 24 different law enforcement agencies, and there was no central mechanism for their exchange and retrieval.⁴⁷ A need exists to streamline and to expand existing information and record systems for the adjudicative branch of New Jersey's criminal justice system. SLEPA has taken a first step in that direction by conducting a systems analysis study on a New Jersey county information flow from arrest through sentencing or acquittal.

⁴⁵*Ibid.*, p. 41.

⁴⁶*Ibid.*

⁴⁷State of New Jersey, Commission to Study the Causes and Prevention of Crime in New Jersey, *Staff Report: A Survey of Crime Control and Prevention in New Jersey*, March, 1968, p. 73.

DISPOSITION OF PERSONS FORMALLY CHARGED, 1968

OFFENSES	CHARGED (Held For Prosecution)	GUILTY OF		Acquitted or Dismissed	Referred to Juvenile Court	Pending
		Offense Charged	Lesser Offense			
Murder	305	37	21	38	14	227
Manslaughter	385	13	3	164	20	212
Forcible Rape	484	50	40	130	65	261
Robbery	2,338	474	107	277	652	1,073
Atrocious Assault	3,713	953	369	884	497	1,319
Breaking and Entering	10,482	2,213	365	803	5,034	2,710
Larceny-Theft	13,276	4,508	454	1,197	5,602	1,909
Auto Theft	3,988	688	184	192	2,503	478
Subtotal For Above Offenses	34,971	8,936	1,543	3,685	14,387	8,189
Other Assaults	18,790	8,215	310	6,646	2,065	1,857
Arson	319	32	26	26	170	90
Forgery and Counterfeiting	757	180	53	83	40	419
Fraud	4,181	1,927	137	1,034	76	1,184
Embezzlement	256	69	17	63	19	114
Stolen Property; Buying, Receiving, Possession	5,333	1,476	249	620	1,673	1,655
Malicious Mischief	3,917	894	75	414	2,321	263
Weapons; Carrying, Possessing, etc.	3,206	918	236	349	467	1,378
Prostitution and Commercialized Vice	326	181	55	33	7	64
Sex Offenses (Except Forcible Rape and Prostitution)	2,078	550	189	239	670	518
Narcotic Drug Laws	7,665	2,813	436	621	1,464	2,823
Gambling	2,515	1,245	102	246	46	1,057
Offenses Against Family and Children	2,731	1,902	45	392	69	377
Driving Under The Influence	7,180	4,695	496	392	18	1,710
Liquor Laws	4,158	1,866	61	243	1,613	420
Drunkenness	10,026	7,956	25	1,041	515	545
Disorderly Conduct	28,263	15,757	344	5,440	4,364	2,541
Failure To Give Good Account	2,167	1,361	6	377	187	294
All Other Offenses (Except Traffic)	28,737	17,431	370	3,352	5,402	3,074
TOTAL	167,576	78,404	4,775	25,296	35,573	28,572

39. A NEED EXISTS TO SPEED THE PROCESS OF CRIMINAL JUSTICE.

Justice should be swift and certain. In one New Jersey county, "court overload led to trial delays of a year and more. The county jail was used largely for holding persons awaiting trial. In one check of 530 inmates of that county jail, only 30 were serving sentences, while 500 were either awaiting grand jury action, county court trial, or sentencing. The waiting time in jail averaged four months. Defendants on bail in the same county criminal court waited from twelve to fifteen months to have their cases heard."⁴⁸ Such delay undermines the deterrent effect of the law.

A recent survey conducted by the New Jersey State Law Enforcement Planning Agency indicated that of the 635 inmates in one county jail, only 35 were serving sentences. The remaining 600 unsentenced inmates were awaiting court processing.

According to Edward B. McConnell, Administrative Director of New Jersey Courts, the increase in court cases has grown at a rate almost five times that of the increase in the State's population. He also said average criminal cases are taking three to four months to come to trial.⁴⁹ Such delays must be reduced.

SLEPA has taken a first step in that direction by conducting a systems analysis study on forms, procedures, and information storage and retrieval in a New Jersey county court and a New Jersey county prosecutor's office.

40. A NEED EXISTS FOR IMPROVEMENT AND REFORM IN THE BODY OF CRIMINAL LAW AND IN THE MECHANISM FOR LEGISLATING THE CRIMINAL LAW.

The body of the criminal law is of fundamental importance to law enforcement. New Jersey, in recognizing the pronounced effect of the state of the criminal code upon the effectiveness of law enforcement efforts, has undertaken to reform the criminal statutes. This effort has been undertaken by the newly organized Criminal Law Revision Commission. It is hoped that anomalies, inadequacies, and ambiguities in the criminal codes will be eliminated.

⁴⁸*Ibid.*

⁴⁹Newark Star Ledger, February 16, 1969.

Legislative bills in New Jersey are, upon introduction, normally referred to the appropriate subject matter committee of the legislative house in which the bill was introduced. Presently no standing committee of the Legislature has professional staff competent to draft and review bills. Instead the Legislature relies upon the very competent, but overworked Law Revision and Legislative Services Commission, for all bills on every subject.

Consequently, all legislative bills dealing with law and public safety are referred to legislative committees that lack their own professional staff. If the bills are to receive special attention and analysis, it is necessary that the legislative committees on law and public safety have access to professional staff.

CORRECTIONS AND REHABILITATION

41. A NEED EXISTS FOR DEVELOPING A VARIETY OF COMMUNITY BASED CORRECTIONAL OPTIONS.

Traditional programs have failed to deter individuals from repeating their offenses against person and property. Accordingly, one of the more hopeful trends in correctional programming is the development of community based components that reintegrate the offender into society. The President's Commission on Law Enforcement and Administration of Justice makes a strong case for the maximum use of probation and parole. The Commission also suggests formulating alternatives to the traditional probation and correctional commitment.

The State of New Jersey pioneered in devising new approaches for youthful offenders. The Highfields program (group work with probationers in a short term, informal residential setting) was highly successful and has been expanded to four more centers. Two similar programs, Essexfields and Collegefields, grew out of the Highfields experiment, but lapsed when their funding was discontinued.

Courts need more than release, probation, or institutional confinement as sentencing options. There is a need for other alternatives closer to the community, for example, youth service centers providing both in-residence and out-patient help to individual offenders and their families; the use of

CRIME INDEX FOR THE STATE, 1968

OFFENSES	NUMBER OF INDEX OFFENSES	RATE PER 100,000 INHABITANTS	PERCENT DISTRIBUTION	PERCENT CLEARED
MURDER	355	4.9	0.2	73.2
FORCIBLE RAPE	800	11.1	0.5	58.6
Rape by Force	579			
Assault to Rape — Attempts	221			
ROBBERY	8,716	121.0	5.0	19.5
Armed — Any Weapon	5,013			
Strong Arm — No Weapon	3,703			
ATROCIOUS ASSAULT	6,660	92.5	3.9	63.0
Gun	1,068			
Knife or Cutting Instrument	2,389			
Other Dangerous Weapon	1,386			
Hands, Fists, Feet, Etc.,	1,817			
BREAKING AND ENTERING	71,445	991.8	41.5	12.2
Forcible Entry	57,406			
Unlawful Entry — No Force	7,974			
Attempted — Forcible Entry	6,065			
LARCENY \$50 and OVER	47,524	659.7	27.6	8.8
\$200 and Over	13,557			
\$50 to \$200	33,967			
AUTO THEFT	36,592	508.0	21.3	10.4
Total for New Jersey	172,092	2,389.0	100.0	13.6

community residents as staff when possible; group work with probationers in addition to the usual one-to-one approach; special caseloads matched to the probation officer's abilities; small residential centers for emergency shelter and for special treatment programs; improved work release programs.

There is a large segment of offenders who can be more effectively rehabilitated without complete custodial controls. Governor Richard J. Hughes, in his 1969 Annual Message to the Legislature, pointed out that such methods are also more economical, because "the State spends approximately \$2,100 per year for each inmate at the State Prison, \$2,900 for each inmate at the Annandale Reformatory, and \$4,900 for each inmate at the State Home for Girls, while the average annual cost of probation is estimated at approximately \$300 per probationer."⁵⁰

42. A NEED EXISTS FOR DEVELOPING REHABILITATION PROGRAMS IN COUNTY JAILS, PENITENTIARIES, AND WORKHOUSES, AND OTHERWISE IMPROVING LOCAL CORRECTIONS.

Because the county jail has little control over its intake, it has become a convenient repository for individuals in all types of problem situations where temporary security and shelter are needed. The emotionally disturbed and insane, alcoholics, drug addicts, non-support cases, people in domestic turmoil, children beyond control and without significant family or domicile — all of the misfits who society feels need an interval of separation may find their way into the custody of the county jail.

More lives are touched at the county jail level than at any other place in the correctional process. In a 1967-1968 twelve-month period, 56,659 admissions were recorded in the twenty-one county jails. of these admissions, 4,612 were juveniles under the age of eighteen. At the six county institutions for sentenced offenders, 6,002 admissions were recorded in the twelve-month period. On any one day, there is an average of 2,600 sentenced prisoners and 3,802 unsentenced prisoners in county custody. Yet, the annual total number of commitments to all State correctional

⁵⁰Richard J. Hughes, Seventh Annual Message of the Governor of New Jersey to the Legislature, January 14, 1969, p. 14.

institutions, including the training schools, is only 3,071. The correctional institutions that many counties operate do little more than hold prisoners in custody. A recent survey conducted by the State Law Enforcement Planning Agency found that most county correctional institutions have few or no rehabilitation programs. Long the stepchild of social welfare, the county jails have been hard-pressed to merely sustain their custodial function. However, there are county jail administrators in New Jersey who want to make rehabilitation a function of the county jail, who reach out for financial assistance wherever it may be found.

If available resources could be pooled, the county jail would have a broader base of financial support. Having twenty-one county jails plus six county correctional institutions results in an ineffective and inefficient duplication of effort. It would be much better to have regional facilities under the administration of the State Division of Correction and Parole and supported at least partially by State funds. This would also be consistent with the President's Commission recommendations and with planning guidelines promulgated by the United States Bureau of Prisons. Regional facilities could become diagnostic-treatment centers that offer valuable services to offenders, detainees, and the court, as well as places of custody.

43. A NEED EXISTS FOR ESTABLISHING PROJECTS THAT WILL PREPARE OFFENDERS IN STATE CORRECTIONAL INSTITUTIONS FOR EMPLOYMENT.

Progress has been made in the last five years towards improving the facilities of State-operated correctional institutions. New construction includes a Youth Reception and Correction Center, a Training School for Boys, and a new State Prison that will allow partial abandonment of the Trenton State Prison, parts of which have been operating since 1799. A number of substantial capital improvements have also been made at the other State correctional facilities. Furthermore, there has been a considerable effort to improve program effectiveness, both in terms of establishing standards and means of auditing practices.

Nevertheless, the need for modern, marketable-skills vocational training in correctional institutions remains very great. Governor Hughes, in his 1969 Annual Message to the Legislature,

COMPARATIVE ARRESTS BY REGION AND COUNTY, 1967-1968

REGION AND COUNTY	1967 TOTAL	1968 TOTAL	PERCENT CHANGE	1968 RATE PER 100,000 INHABITANTS
REGION I	42,616	44,700	+ 4.9	2,828.9
Essex County	30,418	30,460	+ 0.1	3,151.4
Hudson County	12,198	14,240	+16.7	2,345.1
REGION II	28,030	31,460	+12.2	2,306.1
Bergen County	13,189	15,984	+21.2	1,749.7
Passaic County	14,841	15,476	+ 4.3	3,336.7
REGION III	35,364	40,180	+13.6	2,726.4
Union County	12,415	13,352	+ 7.5	2,321.3
Middlesex County	12,613	15,669	+24.2	2,710.5
Mercer County	10,336	11,159	+ 8.0	3,605.1
REGION IV	12,777	13,855	+ 8.4	2,454.8
Morris County	9,364	10,350	+10.5	2,865.1
Somerset County	3,413	3,505	+ 2.7	1,763.8
REGION V	2,674	3,082	+15.3	1,475.1
Sussex County	1,130	1,366	+20.9	2,005.3
Warren County	940	1,115	+18.6	1,500.9
Hunterdon County	604	601	- 0.5	903.4
REGION VI	17,909	20,693	+ 6.0	3,356.5
Monmouth County	11,769	13,561	+15.2	3,014.5
Ocean County	6,140	7,132	+16.2	4,276.3
REGION VII	20,438	24,100	+17.9	2,488.3
Burlington County	5,870	7,379	+25.7	2,236.5
Camden County	12,125	13,670	+12.7	2,900.4
Gloucester County	2,443	3,051	+24.9	1,824.8
REGION VIII	17,814	19,723	+10.7	4,552.6
Atlantic County	8,420	9,215	+ 9.4	4,953.5
Cape May County	3,879	3,895	+ 0.4	7,102.5
Cumberland County	4,127	4,824	+16.9	3,775.5
Salem County	1,388	1,789	+28.9	2,672.1

noted that significant numbers of parolees "confront formidable obstacles to gainful employment upon their release from prison. Such obstacles only make recidivism more likely."⁵¹ The Governor noted that new behind-the-wall training programs were needed.

44. A NEED EXISTS FOR EXPANDED RESEARCH TO DEVELOP METHODS FOR EVALUATING CORRECTIONAL OPERATIONS.

An inadequacy in New Jersey correctional operations is the inability to evaluate accurately which programs are successful and which ones should be abandoned. The Division of Correction and Parole has in recent years developed a data-gathering system. The system permits analysis and graphic portrayal of inmate population movements and characteristics of admissions, including data on family, school, work experience and criminal, physical, and psychological characteristics.

The President's Commission on Law Enforcement and the Administration of Justice describes the importance of a continuing research function. It states:

"Information concerning the likelihood that the individual will return to crime is essential. Just as important as the evaluation of the individuals being treated in a correctional system is the evaluation of the treatment itself. Without objective evaluation of methods of treatment, it is difficult, if not impossible, to make rational choices about the kinds of treatment programs that should be developed or about the people to whom they should be applied.

"Most of the available information about such questions is in one of two forms: 'Rules of Thumb' that have evolved out of experience and are justified or rationalized in large on the basis of anecdotal histories of operations, and statistical tabulations of operations in which there was neither a control group nor an adequate characterization of the experimental group. There is a need to correlate both individual characteristics and type of treatment to recidivism as measured by

⁵¹Richard J. Hughes, Seventh Annual Message of the Governor of New Jersey to the Legislature, January 14, 1969, p. 15.

commission of crimes, arrest and commitments."⁵²

45. A NEED EXISTS TO DEVELOP PROJECTS THAT WILL MORE EFFECTIVELY PROMOTE THE REHABILITATION OF CHRONIC DRUG ADDICTS, ALCOHOLICS, AND OTHER SPECIAL OFFENDERS.

Alcoholics and drug addicts are two groups of offenders whose social functioning is impaired through the ingestion of habit-forming agents. There is a direct relationship between criminal behavior and the need to support such habits.

New Jersey does not have a comprehensive program for treating chronic drunkenness offenders. There has never been a conclusive research project to estimate the problem's magnitude. The legal definition of drunkenness needs reassessment. Perhaps it should be eliminated as a misdemeanor or offense. There is a need for detoxification centers, a network of after-care services, and the development of integrated research studies into the subject.

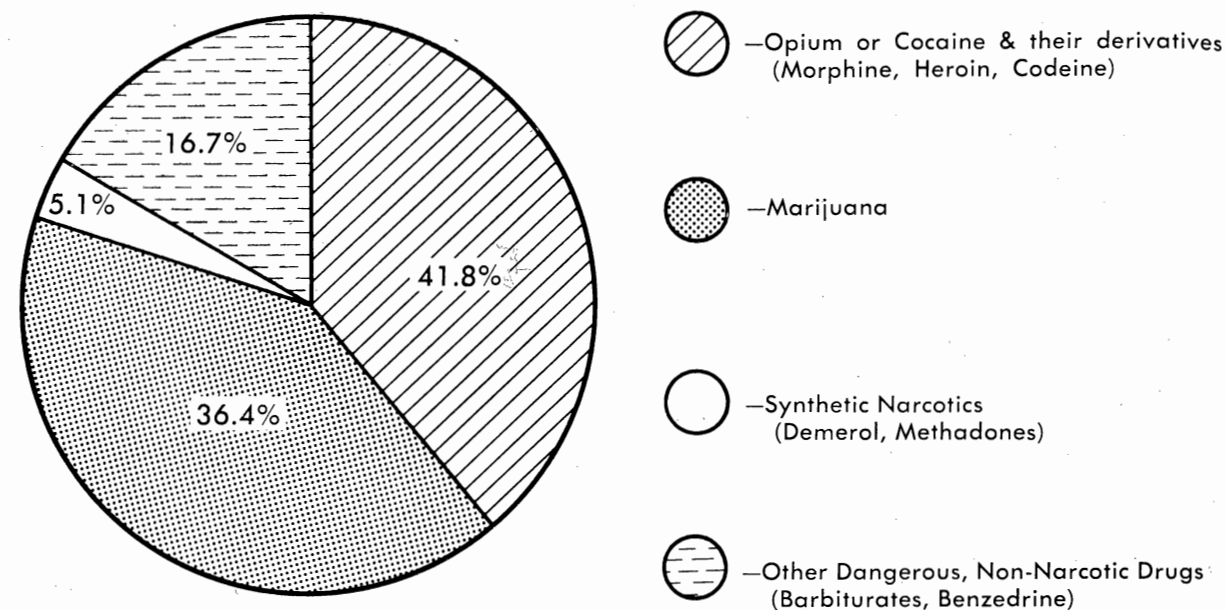
While chronic drunkenness is of great public concern, it is overshadowed by the public's intensity of feeling toward narcotics addiction. On February 11, 1969, the Federal Government's chief law enforcement officer for narcotics, John E. Ingersoll, noted that the country had failed miserably in preventing drug abuse and in rehabilitating addicts. This failure is as applicable to New Jersey as it is to the country as a whole. The use of narcotics is related to aspects of the increase of criminal activity in New Jersey.

Prevention of addiction, especially among the young, is the most promising step that can be taken in this alarming field. Education in the schools by a variety of means, including films, lecturers, student clubs, use of reformed youth addicts, should all be tried.

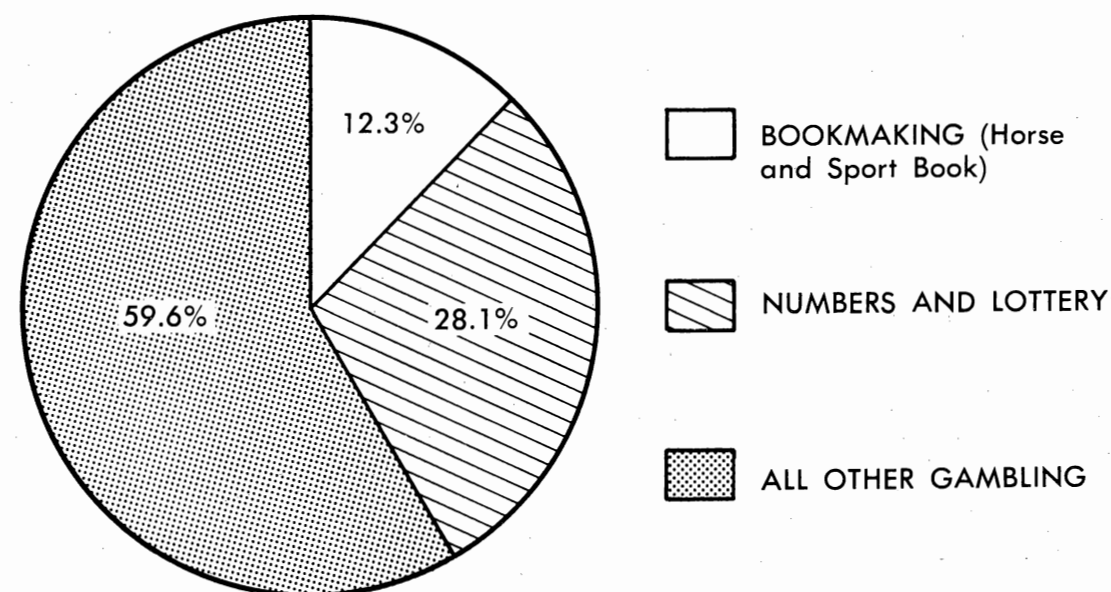
New Jersey is presently planning a treatment center for narcotics addicts to be constructed within the next three years. There is a need to develop for the new center effective treatment approaches and a cadre of trained staff. In addition, a coordinated after-care community program reaching

⁵²The President's Commission on Law Enforcement and Administration of Justice, *Task Force Report: Science and Technology*, 1967, p. 47.

ANALYSIS OF NARCOTIC DRUG LAW ARRESTS 1968



ANALYSIS OF GAMBLING ARRESTS 1968



into all areas of the State is needed to complement the new center.

ORGANIZED CRIME

46. A NEED EXISTS TO EXPAND INVESTIGATION AND PROSECUTION OF ORGANIZED CRIME.

New Jersey acquired, within the past year, important weapons against organized crime: a witness immunity statute; a wiretapping and electronic surveillance law; a state-wide Grand Jury; and an Organized Crime Unit.

There is a need, however, for expanded facilities for the investigation and prosecution of organized crime. Recently, an important cache of narcotics was discovered through use of the State's very first court-ordered wiretap under the new statute,⁵³ yet the recording had to be made with an ordinary tape recorder not designed for that purpose. Also, the detection of organized criminal activity frequently requires the careful sifting of records, documents, and business papers by accountants specially trained in this field, yet such personnel do not presently exist among the relevant State agencies. The acquisition of sophisticated surveillance equipment, and the organization and training of specialized investigation and prosecutive personnel, is therefore needed to take full advantage of the foregoing four new weapons against organized crime.

47. A NEED EXISTS TO EDUCATE AGAINST ORGANIZED CRIME, AND TO EMPLOY NON-CRIMINAL AGENCIES AGAINST ORGANIZED CRIME.

Organized crime operates against two kinds of people: those who willingly engage in an activity of organized crime (e.g., gambling), and those who do not willingly engage (e.g. infiltration of legitimate businesses). It is almost impossible to educate those who willingly engage, but there is a need to educate the others — e.g. there is a need for businessmen's lectures about and against the activities of organized crime in legitimate business. There is also a need to involve the general leadership of each community in the efforts against organized crime, by making that leadership more

⁵³N.J.S.A. 2A:156A-1.

knowledgeable and thereby giving it a greater watchdog voice in the field.

There is also a need to bring into the effort against organized crime the information gathering potential of non-criminal agencies such as Alcoholic Beverage Control, and other regulatory agencies.

48. A NEED EXISTS TO INCREASE LOCAL CAPABILITY AGAINST ORGANIZED CRIME.

The expert literature of organized crime is quite small, and the number of experts is suprisingly limited. Generally state police, and intelligence units of large cities are knowledgeable, but the average local law enforcement officials are not familiar with the methods and practices of organized crime and its control. Yet most organized crime activities are conducted on the streets, the most local level of all. A need therefore exists to bring local law enforcement into the forefront of efforts against organized crime, by increasing their capability for detection and prosecution, through improved surveillance methods and equipment, and trained experts.

CIVIL DISORDERS

Much of the cause of civil disorders lies beyond the reach of the Omnibus Crime Control Act. According to the Governor's Select Commission on Civil Disorders in New Jersey, five of the top six reasons attributed as causes of the riots by Newark ghetto residents related to areas distinct from law enforcement, and indeed were primarily related to job and housing conditions. It can be assumed that many if not all of the older cities that have experienced civil disorders did so for underlying reasons similar to those in Newark.

Thus, the Newark Model Cities Application indicated that about one-third of the housing stock — some 40,000 units — is substandard or dilapidated.⁵⁴ The prospect of urban renewal for these 40,000 units does not relieve the problem. The community fears that displaced families will have no place to go. There is adequate basis for these fears. In a study of available housing units, 4,133

⁵⁴State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 46.

VIOLENT AND NONVIOLENT CRIME FOR THE STATE, 1967—1968

	1967	1968	PERCENT CHANGE
VIOLENT CRIME			
Number	13,324	16,531	+ 24.1
Rate	188.0	229.5	+ 22.1
NONVIOLENT CRIME			
Number	126,176	155,561	+ 23.3
Rate	1,780.3	2,159.5	+ 21.3

units were found to be actually available. The study found that a substantial part of the housing outside the core area (3,233 of the 4,133 units) was priced too high for the people who would need relocation.⁵⁵ "There is now a Statewide total of 365,000 housing units of inferior quality occupied by low income families. By 1980, we will face a shortage in New Jersey of 660,000 decent living places."⁵⁶

Unemployment in New Jersey as of January, 1969, rose to 5.4% of the total work force. In New Jersey 153,000 of the total work force were unemployed. The total unemployment rate in Newark is about 4.3%, or 14,500.⁵⁷ Blacks in the city, however, suffer from an unemployment rate of 11.5%, twice as high as that of Whites (5.9%).⁵⁸ Perhaps most discouraging is the fact that currently "one-third of Newark's youth are unemployed and not in school."⁵⁹

Employment opportunities for Newark's Black population are limited. Almost 50% of Newark's Black men travel outside Newark to find work, while 38% of Newark's White men work outside the city. The figures for women are 53% and 22% respectively.⁶⁰ Of the Blacks questioned, 77% think they have less opportunity for jobs and promotions than Whites.⁶¹

49. A NEED EXISTS FOR CREATING AN AGENCY CAPABLE OF ARBITRATING DISPUTES BEFORE SERIOUS DISORDERS RESULT.

As a result of its study, the Governor's Select Commission on Civil Disorder cited as a cause of the civil disorders a general disaffection and disappointment over specific issues and a serious

⁵⁵*Ibid.*, p. 62.

⁵⁶Richard J. Hughes, "A Moral Recommitment for New Jersey," Special Message of the Governor of New Jersey to the Legislature, April 25, 1968, p. 15.

⁵⁷State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, p. 46.

⁵⁸*Ibid.*, p. 66.

⁵⁹*Ibid.*, p. 46.

⁶⁰*Ibid.*, p. 67.

⁶¹*Ibid.*, pp. 67-68.

lack of communication between the established authority and the Black community.⁶² This lack of communication results in part from the fact that there is no central complaint bureau which could investigate and solve problems when they originate.⁶³ There is a need for disputing groups to have the opportunity to discuss grievances.

50. A NEED EXISTS FOR THE CONTINUED DEVELOPMENT OF PLANS TO COPE WITH POSSIBLE DISORDERS.

The disorders that New Jersey experienced in 1967 made it clear that the State had to draw up a master plan for coping with possible large-scale disorders, and municipalities had to develop plans for their communities.

In these plans the command structure, communication provisions, and search procedures had to be delineated. This was accomplished. Commissioner Ylvisaker, of the Department of Community Affairs, pointed out, however, "that by planning one can also produce provocation of fulfillment of prophecy...." He indicated the need to avoid giving the impression of being "so sure that things are going to happen that everybody goes around making sure they [do] happen."⁶⁴

General Cantwell of the New Jersey National Guard indicated in reference to plans for civil disorders that "Although the laws appear to be adequate . . . it appears that some further study is in order to define specific responsibilities within the framework of existing structures to assure the maximum prompt response during any future emergency."⁶⁵

51. A NEED EXISTS FOR THE ESTABLISHMENT OF LOCAL INFORMATION AND RUMOR CLEARANCE CHANNELS.

⁶²*Ibid.*, p. 143.

⁶³*Ibid.*, p. 17.

⁶⁴State of New Jersey, Special Joint Legislative Committee to Study Crime and System of Criminal Justice in New Jersey, *Public Hearing*, 4th Session, March 29, 1968, p. 119.

⁶⁵State of New Jersey, Special Joint Legislative Committee to Study Crime and the System of Criminal Justice in New Jersey, *Public Hearing*, 2d Session, March 27, 1968, p. 10.

CRIME INDEX FOR POPULATION GROUPS—1968

POPULATION GROUP	TOTAL Crime Index	Murder	Forcible Rape TOTAL	RAPE by Force	Attempt Rape	Robbery TOTAL	Armed Any Weapon	Strong Arm
GROUP I 6 Municipalities over 100,000; Population — 1,164,470	58,468	198	368	294	74	5,807	3,167	2,640
Rate per 100,000 Inhabitants	5,021.0	17.0	31.6			498.7		
Percent Index Offenses Cleared	14.7	67.7	46.7			18.4		
GROUP II 17 Municipalities 50,000 to 100,000; Population — 1,099,150	29,021	29	96	73	23	980	583	397
Rate per 100,000 Inhabitants	2,640.3	2.6	8.7			89.2		
Percent Index Offenses Cleared	9.6	62.1	62.5			19.7		
GROUP III 43 Municipalities 25,000 to 50,000; Population — 1,503,800	31,723	38	103	67	36	871	565	306
Rate per 100,000 Inhabitants	2,109.5	2.5	6.8			57.9		
Percent of Index Offenses Cleared	13.5	81.6	76.7			20.0		
GROUP IV 53 Municipalities 15,000 to 25,000; Population — 1,020,180	16,301	30	60	36	24	413	255	158
Rate per 100,000 Inhabitants	1,597.9	2.9	5.9			40.5		
Percent Index Offenses Cleared	13.0	80.0	65.0			23.0		
GROUP V 194 Municipalities 5,000 to 15,000; Population — 1,799,520	26,299	37	106	69	37	466	325	141
Rate per 100,000 Inhabitants	1,461.4	2.1	5.9			26.0		
Percent Index Offenses Cleared	14.4	94.6	67.9			24.7		
GROUP VI 142 Municipalities 2,000 to 5,000; Population — 489,150	7,576	16	53	33	20	145	99	46
Rate per 100,000 Inhabitants	1,548.8	3.3	10.8			29.6		
Percent Index Offenses Cleared	18.8	75.0	67.9			33.1		
GROUP VII 112 Municipalities Under 2,000 Population — 127,240	2,704	7	14	7	7	34	19	15
Rate per 100,000 Inhabitants	2,125.1	5.5	11.0			26.7		
Percent Index Offenses Cleared	13.1	85.7	78.6			26.5		

CRIME INDEX FOR POPULATION GROUPS—1968

Atrocious Assault TOTAL	Gun	Cutting Instru- ment	Other Weapon	Hands Fists Feet etc.	Breaking and Entering TOTAL	Forcible Entry	No Force	Attempt Forcible Entry	Larceny Theft Over \$50 TOTAL	\$200 and Over	\$50 to \$200	Auto Theft
3,441	660	1,354	864	563	21,726	19,077	1,468	1,181	9,766	3,070	6,696	17,162
295.5					1,865.7				838.7			1,473.8
55.0					12.5				11.7			8.6
734	90	286	126	232	12,154	9,272	1,441	1,441	8,811	2,594	6,217	6,217
66.8					1,105.8				801.6			565.6
56.1					8.3				6.4			8.3
803	110	312	145	236	13,078	10,203	1,591	1,284	10,540	2,900	7,640	6,290
53.4					869.7				700.9			418.3
71.5					12.9				9.7			11.3
486	47	168	78	193	7,214	5,674	824	716	5,625	1,458	4,167	2,473
47.6					707.1				551.4			242.4
77.4					11.8				7.3			12.8
786	107	192	118	369	11,857	9,091	1,682	1,084	9,627	2,549	7,078	3,420
43.7					658.9				535.0			190.1
78.1					13.9				7.8			16.1
341	45	63	47	186	3,879	2,931	682	266	2,323	699	1,624	819
69.7					793.0				474.9			167.4
81.5					15.4				10.4			26.0
69	9	14	8	38	1,537	1,158	286	93	832	287	545	211
54.2					1,208.0				653.9			165.8
75.4					12.4				6.6			14.7

**1968 FULL TIME MUNICIPAL POLICE OFFICERS ASSAULTED IN LINE OF DUTY
BY POPULATON GROUP**

POPULATION GROUPS	TOTAL ASSAULTS	RATE OF ASSAULTS PER 100 OFFICERS	ASSAULTS WITH INJURY	RATE OF ASSAULTS PER 100 OFFICERS WITH INJURY
GROUP I Municipalities over 100,000	475	13.7	212	6.1
GROUP II Municipalities 50,000 to 100,000	199	11.0	122	6.7
GROUP III Municipalities 25,000 to 50,000	259	9.7	125	4.7
GROUP IV Municipalities 15,000 to 25,000	152	10.1	43	2.8
GROUP V Municipalities 5,000 to 15,000	213	7.9	95	3.5
GROUP VI Municipalities 2,000 to 5,000	58	9.5	18	3.0
GROUP VII Municipalities under 2,000	20	9.7	4	1.9
Total	1,376	10.6	619	4.8

Frequently, a civil disorder started with distorted or even unrecognizable versions of an incident, spread by word of mouth through the community, and feeding upon previously charged feelings and tensions. There is a need for established channels for providing accurate information to disprove or at least contend false rumors that can otherwise lead to civil disorders. To be most effective, such channels should include both official and community aspects.

52. A NEED EXISTS FOR THE PROVISION OF COMMAND COMMUNICATIONS CAPABILITY BETWEEN LAW ENFORCEMENT UNITS OF DIFFERENT JURISDICTIONS AT A CIVIL DISORDER SITE.

The President's Commission on Law Enforcement and Administration of Justice, and the Governor's Select Commission on Civil Disorders in New Jersey both point out the need for a single frequency for radio communications between command levels of different law enforcement units at a riot site. Using special Section 307(b) funds, the State Law Enforcement Planning Agency has begun phase one of "Project Alert," designed to place in the possession of cities around the State, radio transceivers operable on a single frequency, so that inter-jurisdictional communication at a site becomes possible on a common, clear channel. There is a need to expand the system beyond the allocations to the present 25 cities.

COMMUNITY RELATIONS

53. A NEED EXISTS FOR IMPROVING PUBLIC ATTITUDES TOWARD THE POLICE.

Essential to effective crime prevention and control efforts is a respect on the part of the general public for the policeman and his work. The citizen must feel confident that the police department is there to protect him, and must, as a result of his confidence, have no hesitation in cooperating with and assisting police officers. Yet, there is substantial evidence that the policeman is distrusted and even disdained by some. Very often the members of minority groups harbor some of this distrust. In its study of Newark, the Governor's Select Commission on Civil Disorder described "a complete breakdown in the relations between the police and the Negro community prior to the

disorders."⁶⁶ Subsequent to the disorders, Black attitudes remained negative. These negative attitudes emerged in an attitude survey conducted in Newark and neighboring communities. The following results were revealed:

When requested to evaluate the performance of the Police Department in meeting its responsibilities, "32% of the Negroes asked think the Newark police are performing poorly, while only 6% of the whites in Newark and 1% of those asked in close-by suburbs have that low an opinion of the police. At the other end of the scale, a mere 5% of the Negroes asked give the police an excellent rating, while 19% of whites and 40 % of those in adjoining communities think that highly of police performance."⁶⁷

In answer to a question regarding equal police protection, 66% of the Newark Whites asked and 62% of Whites outside Newark said that Blacks get equal police protection. Seventy percent of Newark's Blacks disagree and say Whites get better attention from the police.⁶⁸

"Almost half of the Negroes asked think the police are too brutal, but only 5% of Newark whites interviewed outside Newark share that view. Only 3% of the Negroes think that the police are too soft, but almost a quarter (23%) of the Newark whites in the sample think the police have been too lenient."⁶⁹

When asked their opinions about the causes of the riots, 49% of the Newark Blacks asked cited police brutality toward Blacks as a major cause. In contrast, only 3% of Newark's White respondents and only 4% of the White respondents living outside Newark's borders indicated police brutality as a possible cause of the riots. According to the Governor's Select Commission on Civil

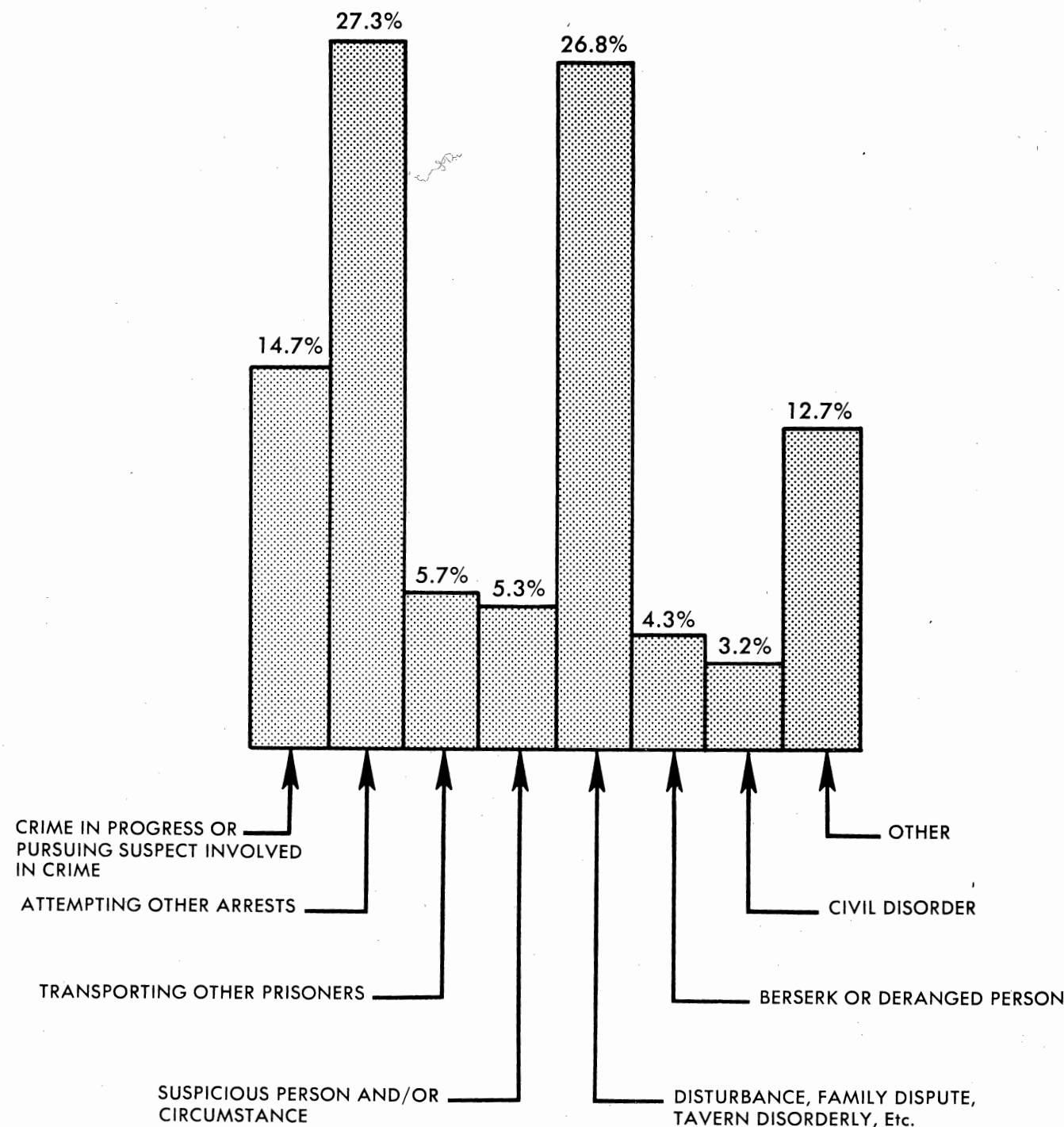
⁶⁶State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 143.

⁶⁷*Ibid.*, p. 22.

⁶⁸Opinion Research Corporation, *Negro and White Attitudes toward Problems and Progress in Race Relations*, for the Governor's Select Commission to Study Civil Disorder, January, 1968, p. 27.

⁶⁹State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 22.

POLICE ASSAULTED BY TYPE OF ACTIVITY - 1968



Disorder, "police brutality is cited as a major cause of bad relations between the community and the police."⁷⁰

Despite the negative attitudes toward the police as expressed by Negroes, 72% of Newark's Black respondents favored better police protection for Black neighborhoods. Many Whites support this action. Forty-seven percent of Newark's Whites asked and 41% of Whites outside Newark supported better police protection for Black neighborhoods.⁷¹ Although members of minority groups often distrust the police, this group indicates their great need for police protection.

The hostility toward the police as indicated by members of minority groups was not voiced by respondents to another survey. In this pilot survey of approximately 100 respondents conducted in Hamilton Township, Mercer County, New Jersey, a township without a large minority population, 85.4% of the respondents showed a positive attitude toward police. Only 12.6% of the respondents expressed negative attitudes.⁷²

54. A NEED EXISTS FOR ESTABLISHING COMMUNITY RELATIONS UNITS IN POLICE DEPARTMENTS, AND FOR INCREASING COOPERATIVE POLICE-COMMUNITY ACTIVITIES.

As a means of overcoming the hostility felt by members of minority groups toward the police, as a means of preventing situations of high tension between police and the community, and as a means of dealing with such situations when they occur, the President's Commission on Law Enforcement and Administration of Justice recommended that police departments in large communities have community relations machinery for planning, supervising, and implementing community relations programs. The seven major municipal police departments in New Jersey and one county police department were asked (by the Commission to Study the Causes and Prevention of Crime) the policy of their

⁷⁰*Ibid.*, p. 32.

⁷¹Opinion Research Corporation, *Negro and White Attitudes toward Problems and Progress in Race Relations*, p. 55.

⁷²Ralph Green, Geraldine Schaeffer, James O. Finckenauer, *Survey of Community Expectations of Police Service: A Pilot Study*, Law Enforcement Training Project, 1st Report, January, 1969, p. 20.

departments regarding community relations machinery. These departments are Newark, Trenton, Paterson, Elizabeth, Jersey City, Camden, and Atlantic City, and Bergen County. At the time the survey was conducted (1967), four departments indicated that they had comprehensive machinery for carrying out community relations programs. A headquarters staff, field units and both line and staff are responsible for carrying out such programs.

Although New Jersey police departments are evidently making some efforts to plan, supervise, and implement community relations programs, these programs tend to be separated from the general work of the police force and tend to involve only a few members of the force rather than the department as a whole. Investigation of the community relations program in one major New Jersey municipality led the Governor's Select Commission on Civil Disorder to conclude that such programs appear to suffer from the low priority they have in the department's activities.⁷³

Improving community relations should not be the exclusive business of special units. Community relations touches all aspects of police work, especially the work of the individual officer on the street. It is true that "a community's attitude toward the police is influenced most by the action of individual officers on the street."⁷⁴

One of the best ways to improve relations with the whole department is to have a variety of contacts outside of the strict street relationship of policeman to citizen. One general need here is for more kinds of informal contacts, such as is provided (for example) by the Police Athletic League. Another general need in this direction is for common police-community efforts on community betterment or other working projects.

55. A NEED EXISTS FOR INCREASING THE NUMBER OF MINORITY GROUP POLICEMEN AT ALL LEVELS WITHIN

⁷³State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 32.

⁷⁴The President's Commission on Law Enforcement and Administration of Justice, *Task Force Report: The Police* (Washington, D.C.: United States Government Printing Office, 1967), p. 178.

VIOLENT AND NONVIOLENT CRIME, REGION AND COUNTY, 1967-1968

REGION AND COUNTY	YEAR	NUMBER		RATE PER 100,000 INHABITANTS	
		VIOLENT CRIME	NONVIOLENT CRIME	VIOLENT CRIME	NONVIOLENT CRIME
<u>REGION I</u>					
ESSEX COUNTY	1967	5,161	31,687	537.4	3,299.3
	1968	7,416	40,123	767.3	4,151.1
Percent Change		+43.7	+26.6	+42.8	+25.8
HUDSON COUNTY	1967	915	9,525	150.3	1,564.6
	1968	1,304	12,511	214.7	2,060.3
Percent Change		+42.5	+31.3	+42.8	+31.7
<u>REGION II</u>					
BERGEN COUNTY	1967	659	10,433	73.1	1,157.2
	1968	626	13,881	68.5	1,519.5
Percent Change		-5.0	+33.0	-6.3	+31.3
PASSAIC COUNTY	1967	989	7,734	215.9	1,688.4
	1968	920	9,338	198.4	2,013.3
Percent Change		-7.0	+20.7	-8.1	+19.2
<u>REGION III</u>					
UNION COUNTY	1967	790	8,985	138.3	1,573.0
	1968	1,113	11,729	193.5	2,039.1
Percent Change		+40.9	+30.5	+39.9	+29.6
MIDDLESEX COUNTY	1967	471	7,784	83.2	1,374.7
	1968	680	10,095	117.6	1,746.3
Percent Change		+44.4	+29.7	+41.3	+27.0
MERCER COUNTY	1967	756	7,236	246.1	2,356.0
	1968	929	8,419	300.1	2,720.0
Percent Change		+22.9	+16.3	+21.9	+15.4
<u>REGION IV</u>					
MORRIS COUNTY	1967	248	4,430	70.7	1,263.4
	1968	255	5,178	70.6	1,433.4
Percent Change		+2.8	+16.9	-0.1	+13.5
SOMERSET COUNTY	1967	118	2,167	60.8	1,115.7
	1968	110	2,752	55.4	1,384.9
Percent Change		-6.8	+27.0	-8.9	+24.1

DEPARTMENTS IN CITIES HAVING MINORITY GROUP POPULATIONS.

According to the Governor's Select Commission on Civil Disorder, the most frequent recommendation of the Black community for improving community relations was to increase the number of Black policemen on police forces.⁷⁵

Data from the survey of the Commission to Study the Causes and Prevention of Crime is set out below and it indicates the need of police departments to recruit more minority group officers.

The seven municipal police departments and one county police department were asked (1967) to report their total number of police personnel, as well as to include the rank and number of Puerto Rican and Black members. Seven departments, excluding Newark, reported 2,239 total police personnel, of whom 192 (8.6%) were Black and 8 (.36%) were Puerto Rican. Of the 192 Black policemen, there were 2 captains, 1 lieutenant, 16 sergeants, 14 detectives, and 159 patrolmen. These seven police departments service areas with an average non-White population (1960 census) of 17.8%. Thus, Blacks and Puerto Ricans were proportionately under-represented on the police departments surveyed, indicating a problem in recruiting minority-group officers. Among the 192 Black officers, 8.3% were patrolmen. Of the total police personnel reported by rank, 1,383 or 69.7% were patrolmen. There is not only a need to recruit more minority-group officers, but also to see that there is no discrimination in promoting minority group officers into supervisory positions.

56. A NEED EXISTS TO INCREASE THE KNOWLEDGE AND UNDERSTANDING ON THE PART OF CRIMINAL JUSTICE SYSTEM PERSONNEL OF THE CULTURE, LANGUAGE, NEEDS, AND PROBLEMS OF THE MEMBERS OF THE COMMUNITY.

Another frequent recommendation of the Black community for improving community relations is for police to be better trained in handling problems in the ghetto.⁷⁶ In the mandated minimum

⁷⁵State of New Jersey, Governor's Select Commission on Civil Disorder, *Report for Action*, February, 1968, p. 35.

⁷⁶*Ibid.*

curriculum for basic training, a minimum of 14 hours is devoted to community relations subjects. Although New Jersey requires more time to be devoted to community relations training than the other 31 states having statewide police training commissions, 14 hours appears to be inadequate to cover such a vast and volatile area. The President's Commission on Law Enforcement and Administration of Justice recommended the bare minimum of 60 hours and considered 120 hours desirable. This recommendation would be most suitable in the large urban areas.

Lectures consume most of the community relations training time. Frequently these lectures are conducted by outside speakers, usually civilians. The role commanding officers play in such training is minimal.

Although subjective appraisals of such community relations training program may have been sufficient in the past, a need now exists for developing valid and reliable means for evaluating the success or failure of such training programs.

In-service training in community relations (as all in-service training) is voluntary on the part of local police departments. The local departments determine whether or not in-service training in community relations will be conducted. From July 1, 1966 through June 30, 1967, 2,174 officers of a total of 18,944 officers participated in in-service community relations programs. (Some officers may have participated in two or more training courses.) From August 28, 1967 to March 28, 1968, over 800 law enforcement officials participated in a two-week course (Operation Combine) which includes training in community relations.

57. A NEED EXISTS FOR THE EFFECTIVE HANDLING OF COMMUNITY GRIEVANCES AGAINST POLICE OR POLICE ACTIONS.

Despite effective police training, personnel screening, and supervision of conduct, complaints against police officers from citizens are bound to occur. In Newark, the Black community is of the opinion that no effective means exist for redress of grievances against the police.⁷⁷ This remains a major source of frustration in other communities as well.

The President's Commission on Law

⁷⁷*Ibid.*, p. 35

VIOLENT AND NONVIOLENT CRIME, REGION AND COUNTY, 1967-1968 (Cont'd.)

REGION AND COUNTY	YEAR	NUMBER		RATE PER 100,000 INHABITANTS	
		VIOLENT CRIME	NONVIOLENT CRIME	VIOLENT CRIME	NONVIOLENT CRIME
REGION V					
SUSSEX COUNTY	1967	33	770	50.6	1,180.3
	1968	32	913	47.0	1,340.3
Percent Change		-3.0	+18.6	-7.1	+13.6
WARREN COUNTY	1967	53	579	72.7	794.2
	1968	52	753	70.0	1,013.6
Percent Change		-1.9	+30.1	-3.7	+27.6
HUNTERDON COUNTY	1967	32	567	49.1	870.7
	1968	33	486	49.6	730.5
Percent Change		+3.1	-14.3	+1.0	-16.1
REGION VI					
MONMOUTH COUNTY	1967	611	6,775	138.9	1,540.2
	1968	662	7,966	147.2	1,770.8
Percent Change		+8.3	+17.6	+6.0	+15.0
OCEAN COUNTY	1967	252	3,022	159.6	1,913.0
	1968	329	4,097	197.3	2,456.5
Percent Change		+30.6	+35.6	+23.6	+28.4
REGION VII					
BURLINGTON COUNTY	1967	301	3,369	95.6	1,069.9
	1968	266	3,931	80.6	1,191.5
Percent Change		-11.6	+16.7	-15.7	+11.4
CAMDEN COUNTY	1967	972	9,083	211.1	1,972.5
	1968	813	9,762	172.5	2,071.2
Percent Change		-16.4	+7.5	-18.3	+5.0
GLOUCESTER COUNTY	1967	201	2,158	123.2	1,322.6
	1968	179	2,332	107.1	1,394.7
Percent Change		-10.9	+8.1	-13.1	+5.5
REGION VIII					
ATLANTIC COUNTY	1967	389	5,817	212.2	3,173.1
	1968	449	6,598	241.4	3,526.7
Percent Change		+15.4	+13.4	+13.8	+11.8
CAPE MAY COUNTY	1967	68	1,521	125.9	2,816.7
	1968	81	1,842	147.7	3,358.9
Percent Change		+19.1	+21.1	+17.3	+19.2
CUMBERLAND COUNTY	1967	194	1,617	154.8	1,290.0
	1968	192	1,961	150.3	1,534.8
Percent Change		-1.0	+21.3	-2.9	+19.0
SALEM COUNTY	1967	111	917	167.5	1,384.2
	1968	90	894	134.4	1,335.3
Percent Change		-18.9	-2.5	-19.8	-3.5

Enforcement and Administration of Justice has recommended that, "Every jurisdiction should provide adequate procedures for full and fair processing of all citizen grievances and complaints about the conduct of any public officer or employee."⁷⁸

58. THERE IS A NEED FOR A POLICE LEGAL ADVISOR IN LARGE CITY POLICE DEPARTMENTS.

The constitutional and criminal law of arrest, and of other subjects relating to police work, has become very active in recent years. It is in the interests of both the police and the community to have competent legal advice available to the police on a direct basis within large city police departments. The improved knowledge of proper procedures that would result, would lead to an increased feeling in the community that the police observe individual rights, with salutary effects on police-community relations.

RESEARCH, DEVELOPMENT, AND EVALUATION

59. A NEED EXISTS FOR DEVELOPING CRIMINAL JUSTICE RESEARCH CAPABILITY.

New Jersey, like the rest of the United States, suffers from a lack of formal research into the problems of law enforcement. Traditional answers, "armchair" research, and common sense provide the basis for many law enforcement decisions. As a result, New Jersey has also found now that one of its greatest needs is "the need to know."⁷⁹

60. A NEED EXISTS FOR RESEARCH IN THE FORM OF STUDY OF THE CRIMINAL JUSTICE SYSTEM AS A SYSTEM.

The New Jersey Criminal justice system generally operates as three separate subsystems — the police system, the court system, and the corrections system. Because these three subsystems tend to operate independently, they can conflict with each other. It is necessary to know how the overall criminal justice system operates, how the

⁷⁸The President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society*, February, 1967, p. 103.

⁷⁹*Ibid.*, p. 273.

three subsystems interact, and how the overall system can be improved.

61. A NEED EXISTS FOR DEVELOPMENT AND EVALUATION OF A DESIGN FOR A CRIMINAL JUSTICE INFORMATION SYSTEM.

In order to analyze the actual working of the criminal justice system, consistent data is needed from all aspects of the system. The Uniform Crime Reporting Program and the new Uniform Court Disposition Program are steps toward consistency of data. An ultimate purpose of these and emergent steps is the creation of a single data bank for the criminal justice system. There is a present need for an evaluation and preliminary design for such a system.

FUNDING PRIORITIES AMONG THE NEEDS

FISCAL 1969 PRIORITIES

Current federal guidelines require that this plan (filed during fiscal 1969) include priorities for the subgranting to units of local and State government of fiscal 1969 "action" funds, i.e. funds for the improvement of operating units of the criminal justice system.

Although this plan includes 73 "program approaches" (i.e. general programs under which an applicant may tailor a specific local project meeting local needs) which may be found in Part C of this plan; that relatively large number of program approaches is intended to point the way toward efforts in New Jersey under this federal program for several years, and not just for fiscal 1969. A phased approach toward implementing the plan is contemplated, with a greater number of program approaches being implemented each year as the anticipated expansion in federal funding occurs.

The Governing Board of the State Law Enforcement Planning Agency was therefore faced with a problem in having to narrow 73 program approaches addressing genuine and pressing needs of the State, down to a small enough number for the relatively low "start-up" level of 1969 action funding. Such a choice is complicated by the fact that the much larger (eight times) fiscal 1970 funding now before the U.S. Congress will allow a

much larger range of program approaches to be funded.

The Governing Board determined, as a first fiscal 1969 priority, to devote all or nearly all fiscal 1969 action funds to local as opposed to State uses. Since a State-level organized crime program was deemed to be of higher priority than a local-level program at this time, that single State-level program was included, so that overall 88.9% of federal funds are available to local units, as follows:

Title of Approach	Approach No.
"Project Alert"	h-4
"Public Education on How to 'Harden' Crime Targets"	b-6
"Education about the Criminal Justice System"	b-7
"Community Involvement in Delinquency Prevention"	c-1
"Community Based Corrections"	f-2
"Improvement of Police-Juvenile Relationships"	c-2
"Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals"	d-3
"Increased Apprehension and Deterrence Effectiveness Through Reduction of Response Time"	d-4
"Establishment and Training of Community Relations Units in Local Police Departments"	i-8
"Expanded Investigation of Organized Crime"	g-1

"Project Alert" was funded in August of 1968, with special riot control funds (Section 307b) made available by the Justice Department at that time. It received national attention as one of the best-conceived projects under that Statutory Section.

The other nine program approaches were chosen on the basis of a current appraisal of priorities for law enforcement in New Jersey, with due regard for the small amount of fiscal 1969 action funds available and the resultant preclusion of several large-scale approaches.

Prevention of crime is central to the purpose of

the Omnibus Crime Control program, so two educational programs (b-6, b-7) are included from the prevention approaches.

The prevention and control of juvenile delinquency is of primary concern to society because both crime and criminals are prevented when juvenile delinquency efforts are successful. The selected approaches (c-1, c-2) relate to two of the most important topics in that field.

Properly used, increased detection and apprehension capability can have the bonus effect of preventing crime through increased deterrence. The selected approaches (d-3, d-4) are very important because each is highly innovative, has a strong prevention (through deterrence) component, and can act as a "pilot project" that proves out concepts or ideas that are potentially very valuable.

Rehabilitation is particularly important to the extent it directly affects the prevention of crime through the reduction of recidivism. The concept of community based corrections (f-2) is an emergent one in the field, and has particularly high promise for the prevention of recidivism.

Organized crime is a paramount danger to our society, and a broad, yet coordinated effort between Federal, State, and Local units is needed. The most strategic need is for improved centralized investigative capacity (g-1); but funding of the other State and Local program approaches set forth herein are of almost equal importance to such a concerted effort, and can be expected with fiscal 1970 funds, which will be available shortly.

Finally, the control of urban crime largely depends upon the urban police, and their effectiveness depends considerably upon their acceptance in the neighborhoods. For that reason, and for reasons related to human values, the creation of police community relations units (i-8) is of very high priority.

FISCAL 1970 PRIORITIES

Current federal guidelines do not require the setting at this time of priorities beyond those controlling fiscal 1969 action funds.

It is expected that some months hence, new federal guidelines will require that fiscal 1970 priorities be established from among the program approaches of this or a successor New Jersey plan.

The New Jersey State Law Enforcement Planning Agency will shortly begin a process of local and State level inquiry, study, and analysis that will, also some months hence, produce a rigorous set of fiscal 1970 priorities. It is expected that questionnaires and interviews of local and State officials will be extensively employed in making such inquiries into priorities, and the regional advisory boards will be asked to extend their previous comments on priorities.

In the meanwhile, potential applicants are cautioned that not all the herein listed program approaches will, or can, meaningfully be funded with fiscal 1970 funds. Accordingly, caution should be exercised toward a too-early framing of an application for fiscal 1970 action funds. Such a premature application could well turn out to be under a program approach that subsequently does not become part of the 1970 priorities. In addition, federal fiscal 1970 funds will (if history is a guide) also not be appropriated and available until some months hence, lending yet another reason for applications being framed after the fiscal 1970 priorities are developed.

The fiscal 1970 priorities will be consistent with the fiscal 1969 priorities and their reasoning. It can be expected that innovative program approaches in general, approaches dealing with organized crime, approaches dealing with juvenile delinquency, approaches dealing with or having an important effect upon the prevention of crime, approaches involving training or education, approaches

involving the community, approaches that "prove out" equipment or methods, and approaches that lead to increased efficiency in existing resources, will be predominant among the fiscal 1970 priority program approaches. In addition, at least one large scale, multi-year program, probably having to do with communications and/or information handling, will be included in fiscal 1970 priorities and begun with fiscal 1970 funds.

When considering fiscal 1969 priorities and fiscal 1970 priorities, it is well to remember that fiscal 1969 funds are in effect a first installment on fiscal 1970 funds that becomes available almost at the same time. Thus fiscal 1969 and fiscal 1970 funds both become available for the first time in the Summer and Fall of 1969, and can both be spent (by special U.S. Justice Department rule) anytime during fiscal 1970. Since fiscal 1970 funds are expected to be approximately eight times fiscal 1969 funds, the fiscal 1970 priorities can be expected to include a much larger portion of the 73 program approaches included in this multi-year plan than the 10 approaches identified herein as fiscal 1969 priorities.

As the years go on under this five year federal program, many if not all of the 73 program approaches set out herein will be funded to one degree or another. Also, as the required yearly re-planning proceeds, new program approaches will be developed, and existing ones will be modified or deleted in accordance with practical results in the field.

If America is to meet the challenge of crime it must do more, far more, than it is doing now. It must welcome new ideas and risk new actions. It must spend time and money. It must resist those who point to scapegoats, who use facile slogans about crime by habit or for selfish ends. It must recognize that the government of a free society is obliged to act not only effectively but fairly. It must seek knowledge and admit mistakes.

Controlling crime in America is an endeavor that will be slow and hard and costly. But America can control crime if it will.

The concluding words of **THE CHALLENGE OF CRIME IN A FREE SOCIETY**, a Report of the President's Commission on Law Enforcement and Administration of Justice, 1967.

Initial Action Directions

This part sets forth "program approaches" designed to implement attempts to meet the needs and problems established in part B of this plan.

A "program approach" is not a specific project for action, rather it is a general approach toward a general objective, under which a variety of different specific projects could be designed by an applicant for Omnibus Crime Control funds.

Such specific projects must be included in an application for funds (described in part A of this plan) to the State Law Enforcement Planning Agency, and one test of an applicant's eligibility for funding will be consistency of the applicant's specific project with a "program approach" listed herein.

The "program approaches" following are much more than can be touched by first year (fiscal 1969) funds, and on the other hand they are not, of course, exhaustive of all possible "program approaches". The first year (fiscal 1969) priorities among these "program approaches" have already been fixed and set forth earlier in part B of this plan, along with a tentative indication of likely second year (fiscal 1970) priorities.

Of the following 73 program approaches, ten have been selected for funding with fiscal 1969 funds. These are Numbers b-6, b-7, c-1, c-2, d-3, d-4, f-2, g-1, h-4, and i-8.

The balance of the programs are intended for possible selection as priority program approaches in one or more of fiscal years 1970 through 1973 (the remaining years of the present Omnibus Crime Control Act). As a result, they are not, in general, as specific as are the fiscal 1969 priority approaches.

As they are selected for each current year's priorities, however, they will be given more detail. Also, dissemination documents in this current series

will spell out several of the most important approaches and groups of approaches.

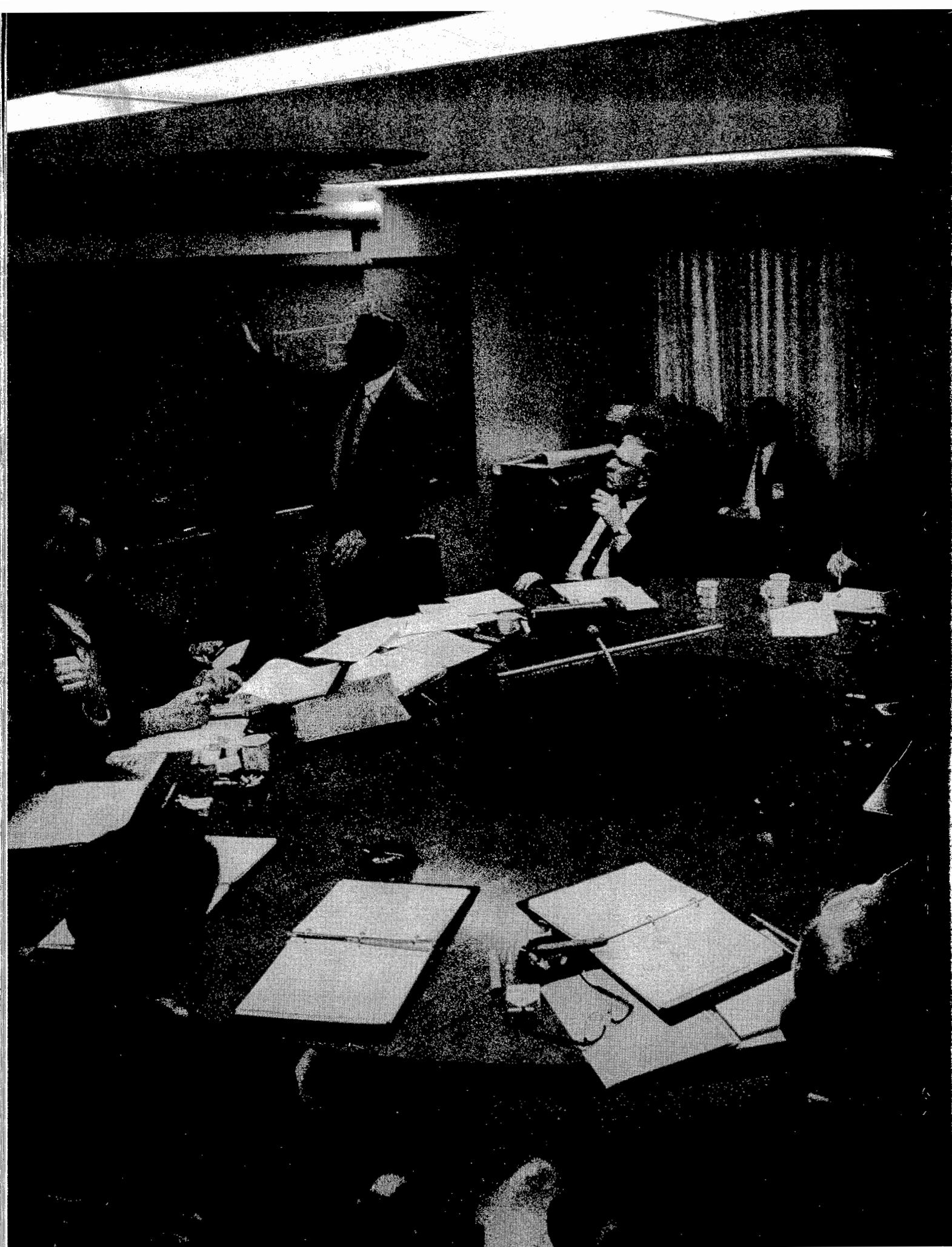
For the convenience of the reader, the 73 program approaches are listed in capsule synopses form in Chapter IV of this Dissemination Document No. 1. Reference to that list will give an easier overview of what program approaches are included in this part.

Similarly, for the purpose of framing current applications to SLEPA under this part, the reader may find it more convenient to use Dissemination Document No. 2 — A Current Guide For Action Funds — which, because it includes only the ten currently fundable program approaches, is easier to work with.

When fiscal 1970 funds are appropriated and become available to New Jersey SLEPA, new program approaches will be chosen for then current funding from among the 73 approaches herein, and another Current Guide For Action Funds — Dissemination Document No. 7 — will be distributed to Mayors, Freeholder-Directors, and others, for this same purpose of convenience in framing current applications.

For assistance from the technical standpoint, recourse can be had to the technical services facilities maintained by SLEPA. As regards the design of local projects under currently fundable program approaches, recourse should be had in the first instance to Dissemination Document No. 3 — A Guide to Planning for Action.

Because a particular need or problem can sometimes be addressed under more than one of the following eleven headings under this part, it is important to read the part as a whole. This is particularly true of the various aspects of the apprehension function, which appear under several of the headings.



Upgrading Criminal Justice System Personnel

A distinction must be drawn at the outset regarding the differences between the level and kind of educational background of the average personnel in the various branches of the criminal justice system. The Courts, the criminal Bar, the Public Defender's offices and the Prosecutors' offices are all staffed by lawyers, which, in general today, means they have post-baccalaureate academic training of a particular kind. On the other hand, the personnel in police agencies, by and large, range from below to above the high school level in academic training.

The law-trained branches of the system are therefore similar to one another in both level and kind of education, and are also each relatively internally homogeneous in these regards. The other branches of the system are internally more diverse in kind and level of education, and are generally on a less advanced level educationally.

These differing basic educational backgrounds, together with the wide diversity in the level of intellectual content in the work of the various branches of the system, render the present subject perhaps one of the most difficult, at least from the standpoint of attempts to initiate unified steps toward greater integration, cooperation, and cross-fertilization within the total criminal justice system.

So while unified approaches will be attempted wherever possible on this subject, it will frequently be necessary to draw a distinction between the law-trained branches of the system (courts, prosecution, public defense, and the criminal bar) and the others. The distinction does not cause operative difficulties, however, because it is precisely in the non-law-trained branches of the system that the greatest needs regarding personnel, particularly in recruitment practices, occur.

Improvement of recruitment practices, is of

course, fundamental because the quality of recruits by and large determines the quality of criminal justice services for a generation. Incentives are needed, particularly in the police, corrections, and probation fields, where personnel needs are very pressing, for a more systematic and integrated recruitment effort.

Training, both academic and operational, is the second major factor that affects directly the quality of criminal justice system personnel. Academic training, both for remedial and for improvement purposes, can be a powerful recruitment tool as well as a desired end in itself. Approaches toward academic training and toward operational training that apply to as many as possible of the branches of the criminal justice system should be encouraged wherever feasible. Mutual facilities for non-academic training, uniform policies toward academic training, and encouragement of the growth of a range of programs at educational institutions are examples.

The several initial program approaches which follow can be central to the further development of an adequate criminal justice personnel selection and education system for New Jersey. They are not, of course, nor are they intended to be, exhaustive of all the worthy approaches there are. Rather, they are a sound beginning.

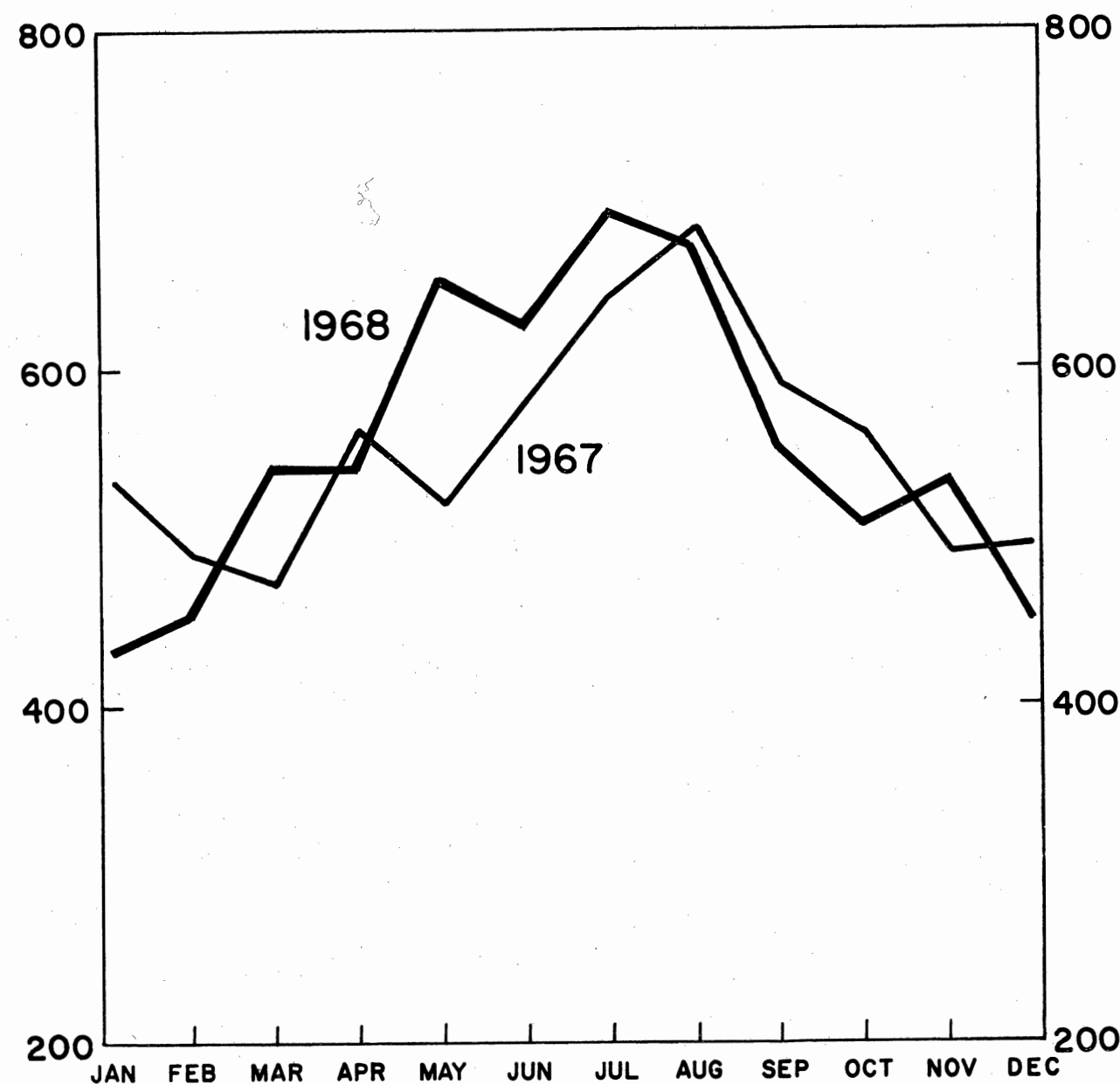
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Recruitment of Criminal Justice System Personnel (Approach No. a-1)

Objective:

IN ORDER TO UPGRADE THE LEVEL OF ENTRY INTO FIELDS THAT DO NOT REQUIRE A COLLEGE DEGREE, SUCH AS POLICE, AND TO INCREASE NEW

ATROCIOUS ASSAULT BY MONTH 1967 - 1968



RECRUITS IN FIELDS THAT DO NOT NORMALLY REQUIRE A COLLEGE DEGREE, SUCH AS CORRECTIONS AND PROBATION, A COORDINATED EFFORT SHOULD BE MADE TO APPROACH MEN GRADUATING FROM COLLEGE, OR STILL IN COLLEGE, AND INTEREST THEM IN THE FIELD OF CRIMINAL JUSTICE. SUCH COORDINATION SHOULD BE BOTH BETWEEN CRIMINAL JUSTICE AGENCIES AND BETWEEN THE FIELD OF CRIMINAL JUSTICE AND OTHER FIELDS.

TO COMB THOROUGHLY THE POTENTIAL RECRUITS EXISTING FOR A FIELD SUCH AS POLICE, THAT DOES NOT REQUIRE COLLEGE TRAINING, REGIONAL AND/OR STATEWIDE COORDINATED RECRUITMENT BY OR FOR SEPARATE OPERATING AGENCIES SHOULD BE INSTITUTED.

There are severe existing recruitment difficulties in the criminal justice system, particularly in police and corrections. All branches of the system could, however, profit from better recruitment.

To alleviate shortages, and to recruit better personnel, there should be coordinated efforts to stimulate interest in, and recruit for, criminal justice careers. Such coordination should be between agencies in the same field (e.g. police), and between agencies in related fields (e.g. police and corrections, or prosecution and public defense).

Implementation:

Provide Incentive funds (to be matched by the grantee in accordance with law) for a coordinated effort by combinations of local agencies in the same field to recruit college trained persons.

Provide incentive funds (to be matched by the grantee in accordance with law) for regional coordinated recruitment efforts by criminal justice agencies of the region, especially police agencies.

Provide incentive funds (to be matched by the grantee in accordance with law) for mutual recruitment efforts by related fields, such as police and corrections agencies.

Provide incentive funds (to be matched by the grantee in accordance with law) for establishment of an Office of Criminal Justice Recruiting possibly in the Department of Higher Education, or alternatively in another state facility, or as a

separate institute sponsored by local government. This would institutionalize the systematic coordination of efforts to interest students in the state's junior and senior colleges and law schools in the field of criminal justice, and to provide the means for close and continual liaison between the colleges, their student bodies, and criminal justice agencies having recruitment desires.

Provide incentive funds (to be matched by the grantee in accordance with law) to agencies or combinations of agencies that can propose demonstration projects to test the effect and acceptability of other presently known or unknown innovations in recruitment, e.g. the waiving of merely physical requirements (height, weight, eyesight) for police recruits, in favor of a "whole man" approach, or the use of special recruitment approaches toward minority group communities, or the creation of new kinds of criminal justice jobs outside the established categories, but logically likely to divide the labor better and act to bring more and different kinds of people into the field.

Basic Academic Educational Improvement. (Approach No. a-2).

Objective:

PROVIDING BASIC (HIGH SCHOOL) EDUCATION TO CRIMINAL JUSTICE PERSONNEL WHO DO NOT HAVE IT, NOT ONLY WOULD BUILD A FIRMER BASE FOR THE DEVELOPMENT OF ON-THE-JOB SKILLS AND INSIGHTS, AND IN-SERVICE TRAINING, BUT IT WOULD HELP RECRUITMENT EFFORTS IN GENERAL.

ALSO, IT WOULD ALLOW MANY CRIMINAL JUSTICE OFFICERS TO ULTIMATELY BECOME ELIGIBLE FOR COLLEGE-LEVEL ACADEMIC ASSISTANCE NOW BEING OFFERED BY THE OFFICE OF ACADEMIC ASSISTANCE OF THE U.S. DEPARTMENT OF JUSTICE. IT IS THEREFORE ALSO A NECESSARY RUNG PRESENTLY MISSING FROM THE GOVERNMENTAL ACADEMIC ASSISTANCE LADDER.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for agencies to encourage personnel without high school diplomas to secure the G.E.D. equivalency certificate. The

basic training could be at the selection of the officer from among existing commercial or public institutions; or, combinations of agencies could support such courses, either in the existing institutions or in new institutions of their sponsorship.

Provide incentive funds (to be matched by the grantee in accordance with law) to agencies or combinations of agencies that can propose demonstration projects for other approaches toward the subject title, e.g. basic academic correspondence courses, or conversational language instruction, and the like.

Higher Education for Criminal Justice Personnel. (Approach No. a-3).

Objective:

TO PROVIDE THE OPPORTUNITY AND INCENTIVE FOR ALL CRIMINAL JUSTICE SYSTEM PERSONNEL WHO WISH TO FURTHER THEIR EDUCATIONAL DEVELOPMENT ON A COLLEGE LEVEL, AND TO RAISE THE LEVEL OF PROFESSIONALIZATION OF CRIMINAL JUSTICE IN THE STATE.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) to encourage all criminal justice personnel having the requisite talent, to pursue college-level training in a field related to their work, including related fields of liberal arts and management, as well as strictly "police science" or similar subjects. The Omnibus Crime Control funds for New Jersey cannot possibly assume this burden directly. One way to encourage such college-level training is to pledge the credit of a financially secure entity behind the students own loan, thereby making loan funds more readily available and at a lower rate. Possibly, the credit-backing could be extended by the state, in which case the aforesaid incentive funds could be put to the use of paying bonding and operating costs for the guarantee operation.

Provide incentive funds (to be matched by the grantee in accordance with law) to departments of state government, and units of local government, to allow the setting up and initial management costs (as distinct from tuition funds themselves) of tuition refund programs for criminal justice system personnel.

Provide incentive funds (to be matched by the grantee in accordance with law) to allow the offer of academic leave to selected criminal justice personnel who have a partial college education and who demonstrate pronounced leadership and management potential in their agency, especially police, to continue their education. The cooperation of the agency is obviously required, and the matching funds of the agency would help ensure a considered choice on its part. The individuals concerned should be eligible for academic grants under the Office of Academic Assistance of the Department of Justice, and the funds (incentive and matching) would provide maintenance to enable such leave.

Provide incentive funds (to be matched by the grantee in accordance with law) for the following: development of a master state plan for the orderly growth of sound educational programs at state higher educational institutions relevant to criminal justice; efforts toward the recruitment of competent criminal justice faculty for such institutions; seminars, institutes, and conferences on criminal justice topics at state higher educational institutions; and, selected research projects in the field of criminal justice to be sponsored by state higher educational institutions. These are clearly long range objectives, and current funds can only be sufficient for beginnings. State higher educational institutions are mentioned, since the Omnibus Crime Act contemplates public bodies as applicants. Private agencies here as elsewhere can be involved on a contract, or other legally sufficient basis with a unit of government, which would be the actual applicant and which would guarantee the required matching funds.

Title of Program Approach

Centralized Academies for Pre-Service, In-Service, Vocational and Technical Training for Criminal Justice Personnel.

(Approach No. a-4)

Objective:

TO PROVIDE PRE-SERVICE, IN-SERVICE, VOCATIONAL AND TECHNICAL TRAINING FOR OTHER BRANCHES OF THE CRIMINAL JUSTICE SYSTEM ON A CENTRALIZED AND CONSISTENT BASIS, FURTHER ACADEMIES SIMILAR TO THE NEW JERSEY MUNICIPAL POLICE

TRAINING ACADEMY SHOULD BE CREATED.

Criminal justice system service, even of the simplest kind, is unlikely to be of a high quality unless the personnel receive specialized non-academic training.

The vocation, technical, and specialized areas of the various aspects of the criminal justice system should continue to be taught in the usual format prevalent in training academies, in-service programs, seminars and workshops.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) to study the feasibility of establishing a New Jersey Correctional Officers Training Academy possibly at Sea Girt, under the jurisdiction of the State Division of Correction and Parole, sharing some facilities and possibly some instruction with the New Jersey Municipal Police Training Academy. Ultimately the legislature would have to decide, on the basis of the feasibility study, whether or not to fund the actual establishment and maintenance of the new academy. SLEPA could, however, fund initial and revocable stages that nevertheless, go beyond a mere feasibility study, such as a pilot project at Sea Girt to test the workings of the actual instructional and management situation that would be involved.

Provide incentive funds (to be matched by the grantee in accordance with the law) for a feasibility study and preliminary steps toward the establishment of other academies at Sea Girt or another central facility for other branches of the criminal justice system.

Except for probation, which in New Jersey is considered part of the court system, these other branches of the criminal justice system are all principally staffed by law-trained personnel. Accordingly, these other agencies (courts, public defense, criminal bar, prosecution) may well prefer that a single New Jersey Criminal Adjudication Officers Academy be the vehicle for their pre-service, in-service, vocational, and technical training.

The cross fertilization benefits of such an arrangement can easily be seen in the experience of the British Inns of Court, where Judges and Barristers (both prosecutive and defense) regularly dine, study, and lecture, and where all Barristers

take regular turns at being prosecutor.

However, the law-trained branches of the criminal justice system may prefer their Academy to be located at a center for legal research, rather than at Sea Girt. In that instance, the cities of Newark and Camden, where Rutgers — the State University has its two law schools, could be appropriate.

The sponsor for the Criminal Adjudication Academy, could be the State Bar Association, the Institute of Continuing Legal Education at Rutgers — the State University, or some other appropriate agency.

In the absence of the successful creation of the New Jersey Criminal Adjudication Officers Academy, an alternative method of training the total criminal bar and bench (prosecution, public defense, private defense, courts) would be required. This is set forth in the program approach immediately following.

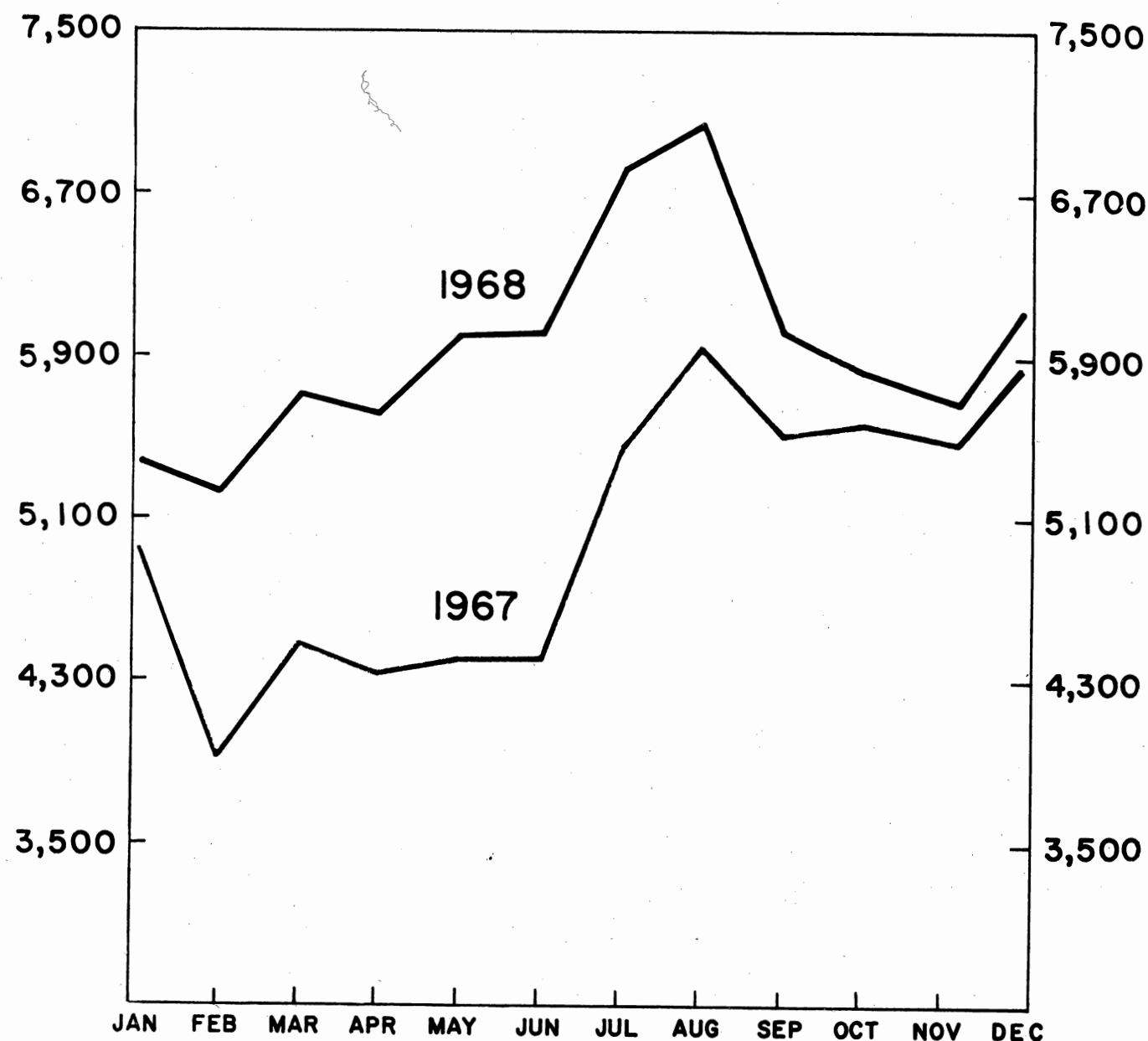
Training Program and Reference Materials. (Approach No. a-5).

Objective:

THE INSTITUTE FOR CONTINUING LEGAL EDUCATION AT RUTGERS — THE STATE UNIVERSITY PRESENTLY CONDUCTS A 90-HOUR SPECIAL COURSE FOR ATTORNEYS OF O.E.O'S LEGAL SERVICES PROJECT (ATTORNEYS FOR THE POOR). THIS KIND OF PROGRAM SHOULD BE EXTENDED TO PERSONNEL OF THE CRIMINAL ADJUDICATION SYSTEM.

THE INSTITUTE FOR CONTINUING LEGAL EDUCATION ALSO PUBLISHES "DEFENDING PERSONS ACCUSED OF CRIME", WHICH IS A VALUABLE REFERENCE. SUCH REFERENCE SOURCES ARE NEEDED FOR ALL ASPECTS OF THE CRIMINAL ADJUDICATION SYSTEM. ONLY A SEPARATE AND CENTRALIZED INSTITUTE OR ASSOCIATION CAN RESEARCH, PUBLISH, AND KEEP UP-TO-DATE, THE PREFERRED, LOOSE-LEAF, CORE-REFERENCE MATERIALS FOR AGENCIES THAT ARE THEMSELVES ENGROSSED IN DAILY WORK, AND THAT

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ARE TOO SMALL INDIVIDUALLY (SUCH AS THE INDIVIDUAL PROSECUTORS' OFFICES) TO UNDERTAKE THE TASK THEMSELVES.

Present programs for providing pre-service, in-service, vocational, and technical training to Criminal Adjudication Officers (prosecution, courts, criminal bar, public defender) are fragmentary, or are strictly on-the-job training.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) to an Institute or Association for provision to the personnel of the agencies of criminal adjudication (courts, prosecution, public defender, criminal bar) of pre-service, in-service, vocational, and technical training, through courses, seminars, lectures, and the like that impart basic work skills, or information and discussion of the implications in changes in criminal and constitutional law and procedure.

Provide incentive funds (to be matched by the grantee in accordance with law) to an Institute or Association for provision of the appropriate published materials needed by the various aforesaid agencies of criminal adjudication for basic reference manuals.

The applicant for either or both of the above approaches could be the Institute for Continuing Legal Education at Rutgers, the State Bar Association, or some other agency sponsored by the relevant public bodies in their stead.

Decentralized Police Training Facilities. (Approach No. a-6).

Objective:

TO PROVIDE IMPROVED TRAINING FOR POLICE PERSONNEL ON A DECENTRALIZED BASIS IS NECESSARY FOR A BALANCED APPROACH, AND SHOULD BE DONE.

There are fourteen regional police academies in New Jersey. Also, the Police Training Commission has pioneered the mobile training unit concept. Complementary to the centralized facilities at Sea Girt, the curricula, methods, and facilities of the regional and mobile training centers should be improved.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for selected improvements in curricula, methods and facilities at decentralized police training centers.

State Commission on Police Standards. (Approach No. a-7).

Objective:

TO PROVIDE A STATE COMMISSION ON POLICE STANDARDS, HAVING ANY REASONABLE FACSIMILE OF THE POWERS SPELLED OUT BELOW, WOULD SIGNIFICANTLY PROFESSIONALIZE THE IMAGE AND PRACTICE OF POLICE WORK THROUGHOUT THE STATE, AND SHOULD BE DONE.

Local police are the main public representatives of the criminal justice system. Upon them rests not only some of the most difficult work of the system, but also the burden of engendering continued respect for the system.

Theirs is an important mission, and they have the confidence of the general public, who are frequently neighbors. Their reputation in society must be preserved and strengthened. To do this, every policeman must be an honor to the profession, or the reputation of all policemen will be unjustly diminished.

The President's Commission on Law Enforcement and the Administration of Justice recommended, at page 218 of the task force report "The Police", that every state establish a State Commission on Police Standards.

Such a Commission could have some or any of the following powers:

To adopt regulations establishing mandatory minimum standards, relating to educational, mental, moral, and physical fitness, which shall govern the selection of police officers.

To establish mandatory minimum training standards with the authority to determine and approve curricula; to identify required preparation for instructors; and to approve facilities acceptable for police training.

To certify police officers who have acquired various levels' of education, training, and experience necessary to perform adequately the duties of the police service.

To make such inquiries and inspections as may be necessary to determine whether or not the standards established in the regulations are in fact being adhered to.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) to be used for activities tending toward the establishment or designation of a State Commission on Police Standards, such as studies of the impact of various standards, surveys of police and other opinion, and the like.

Implementation is of necessity a legislative matter ultimately. The legislature must decide whether to create or designate a State Commission on Police Standards, such as the Police Training Commission, and what its powers will be. But the legislature is more certain to act if the facts can be established clearly, and SLEPA can provide funds for that purpose.

If the aforesaid studies should indicate the desirability of phasing-in, the standards could be tightened over a period of years with adequate opportunity for existing personnel to upgrade themselves, or the standards could be applied in full form only on new recruits and in diminished form on existing personnel. The important thing is to begin; and it is as important to the local policeman, his profession, and his pay scale, as it is to society at large.

**Improvement of Local Police Salaries.
(Approach No. a-8).**

Objective:

TO PROVIDE SECURE AND FAIR SALARIES FOR ALL POLICEMEN OF THE STATE CAN ONLY BE ACCOMPLISHED THROUGH STATE OR FEDERAL SUBSIDIZATION OF INCREASES IN MUNICIPAL BUDGETS FOR THAT PURPOSE. THE STATE SHOULD ASSUME THIS BURDEN IN THE ABSENCE OF FEDERAL ACTION, WITH DUE REGARD TO THE DIFFERING CRIME INDICES AND THE DIFFERING FINANCIAL CONDITIONS OF THE VARIOUS MUNICIPALITIES OF THE STATE.

Police salaries in New Jersey are inadequate on any scale, especially when measured against the long hours, the dedication, and the physical

courage that are involved in police duties.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for any studies, or surveys of police and community opinion on the subject of state subsidization of local police salaries, that would tend to clarify the issue.

The State Law Enforcement Planning Agency is severely hampered with regard to this problem for two reasons. One, the needs for police salary subsidization are many times the amount of money available to New Jersey under the Omnibus Crime Control and Safe Streets Act. Two, that Act precludes the subsidization of salaries, except when they are part of an innovative program incidentally involving some salary monies; and then only within narrow limits and for a limited duration before the salary obligation must revert to the grantee.

Last year, when the Omnibus Crime Control and Safe Streets Act was debated in Congress, a specific provision was defeated which would have added separate police salary subsidization monies. All private and public agencies and parties who care about the quality of law enforcement should urge the President and Congress to take that subject up again this year.

In the absence of federal action, subsidization funds should be provided by the state. The involvement of SLEPA in that decision can be no more than that of an agency willing to fund any studies or surveys of police and community opinion that would clarify the issue, as set forth above.

**Criminal Justice School.
(Approach No. a-9).**

Objective:

TO PROVIDE AN ACADEMIC CENTER OF HIGH QUALITY FOR THE ACADEMIC TRAINING OF OPERATING CRIMINAL JUSTICE PERSONNEL FOR THOSE INTERESTED IN ENTERING THE CRIMINAL JUSTICE SYSTEM, AND FOR THOSE INTERESTED IN IT FOR ACADEMIC OR RESEARCH PURPOSES.

Such schools are in existence elsewhere, and it is clear that they can have a powerful effect upon the quality of personnel in, and coming into, the system. Such an institution can materially aid every other program approach set forth in this document.

It can also have an integrating effect upon the whole system by acting to "fill in the gaps" that presently exist in the criminal justice system.

This is clearly a long range goal, and one that relates directly to the "Criminal Justice Institute" set forth hereinafter under section j ("Research Development, and Evaluation") as Approach j-2.

Implementation:

To provide funds (to be matched by the grantee in accordance with law) for selected aspects in the development of a Criminal Justice School at Rutgers — the State University.

**Criminal Justice Aides.
(Approach No. a-10).**

Objective:

TO PROVIDE NEW SUB-PROFESSIONAL CATEGORIES OF PERSONNEL, THAT COULD ASSIST REGULAR PERSONNEL OF THE VARIOUS CRIMINAL JUSTICE BRANCHES, WOULD LEAD TO A BETTER DIVISION OF LABOR, AND OTHER BENEFITS, AND SHOULD BE IMPLEMENTED.

The exact boundaries of each profession are almost always historical accidents. For example, the Russian engineering profession is entirely different in structure from that in the United States. Russia has one exclusive class of personnel more highly trained than American engineering

baccalaureates, and another numerous class that are intermediate American technicians and engineers. In other words, they have no personnel corresponding to the usual American engineer.

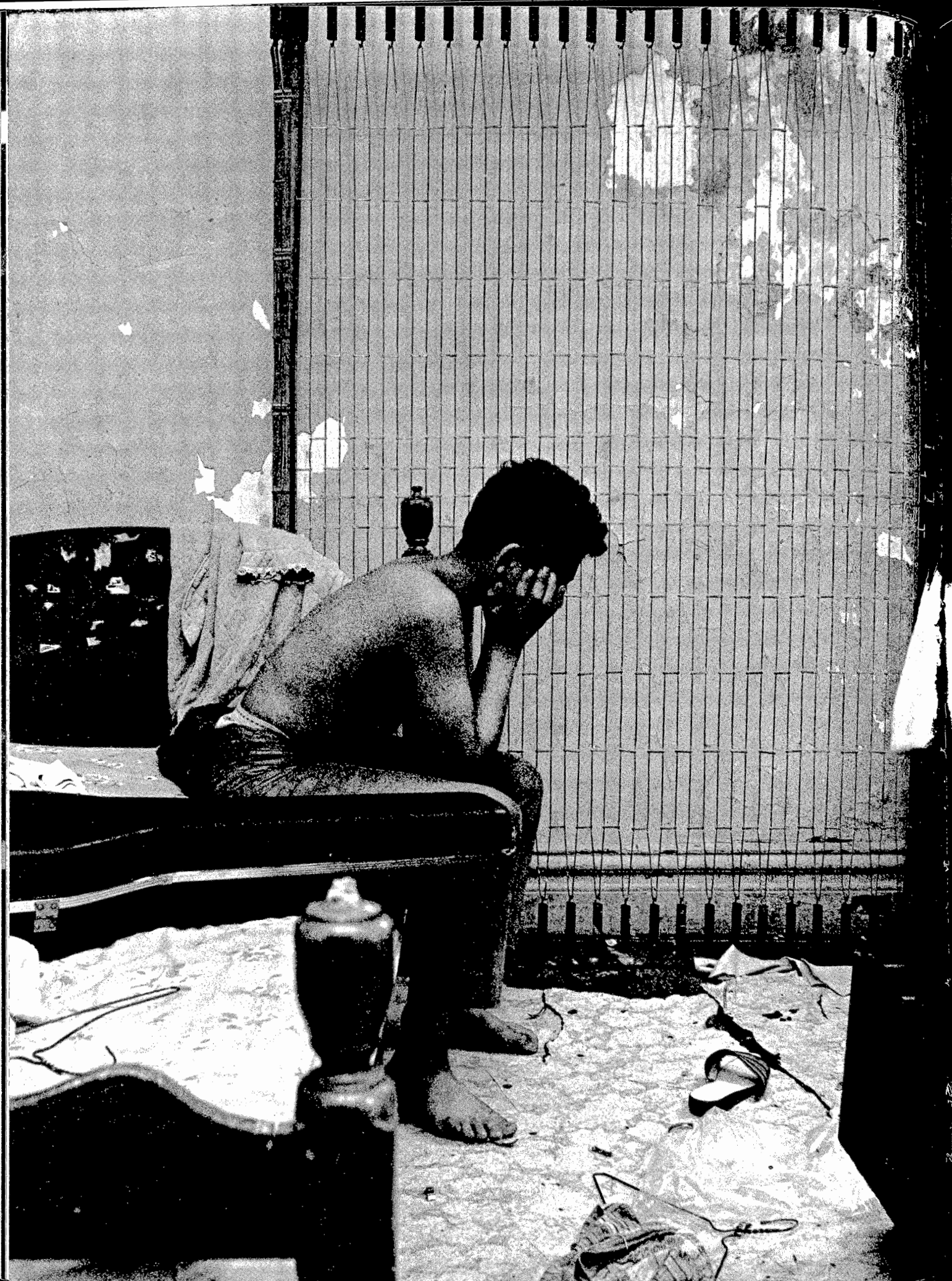
The whole nursing profession is another such accident, and indeed, American medicine suffers because there is no profession intermediate between Nursing (non-college), and Medicine (eight-years university training).

The Omnibus Crime Control Act uses the term "Community Service Officers" to support this concept of creation of a new profession in law enforcement. The broader term "Criminal Justice Aides" is used herein because much of criminal justice is conducted away from the community per se. New sub-professions are needed in nearly every branch of criminal justice (prevention, apprehension, adjudication, rehabilitation), not just police, although the need there is greatest.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the development of specifications for, and the pilot testing of, new sub-professions in any of the branches of the criminal justice system.

Provide funds (to be matched by the grantee in accordance with law) for the recruiting, organization, training, and education of community service officers, to assist in any of the activities of criminal justice system personnel.



Prevention of Crime, and Public Education

The potential improvements in crime prevention will become more obvious if the range of possible general approaches is first laid out systematically. This can be done as follows:

- The protection of individuals and property by improved deterrence, i.e. by the improved ability of the criminal justice system to detect and apprehend those who commit crimes, and to do so in a manner that imparts an image of certainty to that process.
- The creation of a deterrent effect by the swiftness of incarceration of those who are in fact guilty of crimes.
- The successful rehabilitation of incarcerated individuals and consequent reduction of the recidivism rate.
- The "hardening of crime targets" by making the objects or subjects upon which crime is perpetrated less vulnerable, e.g. better street lighting, or sounder credit card and check cashing requirements.
- The creation of viable alternatives to criminal behavior.
- The correction of social conditions that foster crime.
- The education of the public concerning the nature and rules of the criminal justice system and the alternatives to criminal behavior.

At present New Jersey has the beginnings of what could become a meaningful crime prevention system. However, not enough effort has been made to date to discover and define clearly and systematically what areas of activity constitute crime prevention, and to lay out systematically a series of programs for each area.

On the State level, the Governor, the Legislature, and several State departments and agencies have exhibited a deep interest in the problem and have

developed, instituted, and funded programs concerned with some of the aspects of crime prevention. This good beginning needs step-by-step expansion and elaboration.

In addition to initiatives on the State level, New Jersey also has an extensive network of locally-based programs that can be integrated into a thorough overall prevention program. New Jersey has 29 operating "community action" programs, nine federally-funded "Model Cities" programs, four State-funded potential "Model Cities" programs, and numerous private agency programs that have done work in crime prevention long before the federal and State governments entered the field to any considerable degree.

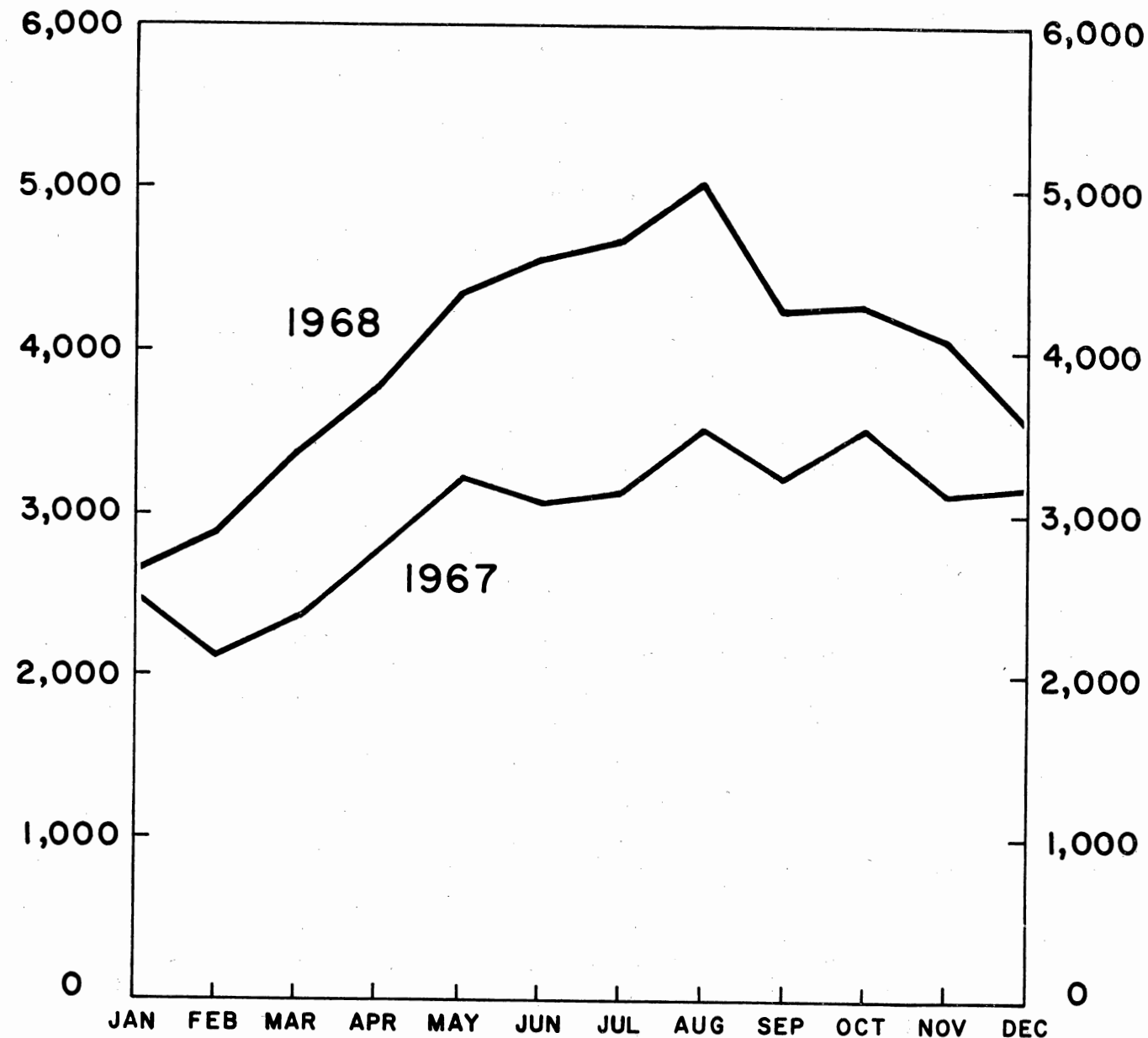
In order to develop a comprehensive crime prevention program upon the base of the foregoing already existing activities, the State Law Enforcement Planning Agency expects to fund not only State and local governments, but also (on the basis of their contracting with units of general government, who must be the actual applicants) certain non-public agencies that have demonstrated competence and staying power in the field.

The scope of the prevention program will be wide ranging, and will ultimately encompass all of the seven areas listed above. The general long term objective will be to favorably change the graph of crime incidence, i.e., to slow its increase, and hopefully, ultimately to stabilize and even reduce the crime rate. The short and intermediate range objectives will be to institute, unify, expand and multiply programs in each of the seven prevention areas.

The several initial program approaches which follow are designed to implement five of the seven "Prevention" areas set forth above.

These several initial program approaches can be central to the further development of an adequate

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crime prevention system for New Jersey. They are not, nor are they intended to be, exhaustive of all the possible worthy program approaches but rather provide a sound beginning.

* * *

**Prevention Through the Deterrent Effect of
More Certain Apprehension.
(Approach No. b-1).**

Objective:

TO PREVENT THE PERPETRATION OF CRIMES BY INCREASING THE LIKELIHOOD AND/OR SWIFTNES, OF GENERAL DETECTION AND APPREHENSION ACTIVITIES.

Implementation:

Provide funds for the program approaches listed hereafter under item "d" ("Improvement of Detection and Apprehension of Criminals") immediately following; and especially the program approaches therein regarding reduction of response time (Approach No. d-4), rapid computerized communication and information systems (Approach No. d-1 and d-2), and specialized detection and apprehension equipment (Approach No. d-3).

**Increasing the Police Presence.
(Approach No. b-2).**

Objective:

TO PROVIDE A MEASURABLE REDUCTION IN STREET CRIMES AND AN INCREASED FEELING OF SAFETY IN THE CITIZENRY BY PUTTING MORE POLICEMEN ON THE STREETS AND MAKING MORE EFFICIENT ALLOCATIONS OF EXISTING POLICE RESOURCES.

TO PROVIDE, IN MINORITY GROUP NEIGHBORHOODS, MORE MEMBERS OF THAT MINORITY GROUP AMONG THE POLICE VISIBLE ON THE STREETS.

TO PROVIDE MEANS FOR ENLISTING THE RESIDENTS OF THE NEIGHBORHOOD INTO PSEUDO-POLICE-PRESENCE ACTIVITIES IN ORDER TO EXTEND THE ALREADY STRETCHED CAPACITY OF URBAN POLICE.

Street crimes generally occur when the victim

(property or person) is alone, or at least when there are few other persons present and/or no "official" presence. There is a need for more police presence, or for substitutes for that presence, in order that more streets can be safe more hours each day.

Implementation:

Provide funds in general (to be matched by the grantee in accordance with law) for the recruitment of, and pilot development of, members of minority groups to be used specifically for patrol in high crime areas populated by that same minority group.

Provide funds (to be matched by the grantee in accordance with law) for the program approaches listed hereafter under section i ("Improvement of Community Relations").

Provide funds (to be matched by the grantee in accordance with law) on a demonstration project basis, to test the effects of better manpower allocation on patrol effectiveness, thereby putting into action what has been learned from resource allocation studies with Omnibus Crime Control and Safe Streets Act planning funds in three different sized New Jersey cities.

Provide funds (to be matched by the grantee in accordance with law), on a demonstration basis, to test the effectiveness of other known or new patrol concepts, such as greater use of small highly maneuverable patrol vehicles, in the reduction of street crimes.

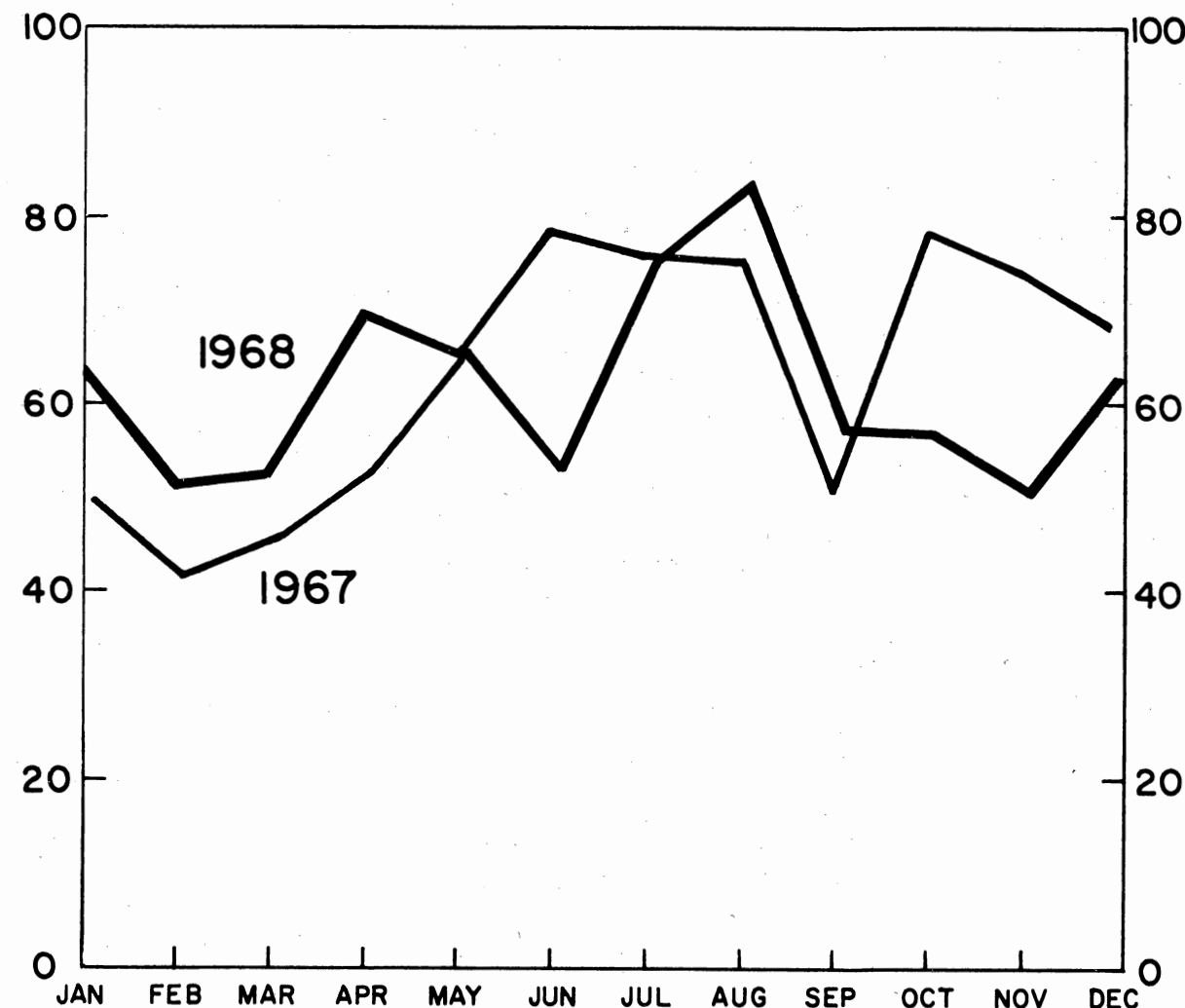
Provide funds (to be matched by the grantee in accordance with law) on a demonstration project basis, to test the feasibility and effectiveness of using trained volunteer citizen foot patrols, or auxiliary police, drawn from the immediate neighborhoods, in the reduction of street crimes. Such volunteers would assist the police by serving as additional eyes and ears for observation purposes.

**Deterrence Through Demonstrated Swift Justice.
(Approach No. b-3).**

Objective:

TO PREVENT THE PERPETRATION OF CRIMES BY DECREASING THE AVERAGE PERIOD OF TIME BETWEEN APPREHENSION OF ALLEGED OFFENDERS AND THE DISPOSITION OF THEIR CASES.

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Implementation:

Provide funds (to be matched by the grantee in accordance with law) for those program approaches listed hereafter under section e ("Improvement of Prosecution and Court Activities, and Law Reform") that pertain to reduction of court delay.

**Prevention Through Reduced Recidivism.
(Approach No. b-4).**

Objective:

TO PREVENT THE PERPETRATION OF CRIMES BY MORE SUCCESSFULLY REHABILITATING OFFENDERS.

A large percentage of crimes are committed by those who have previously been either juvenile or adult offenders. Better re-integration of these persons into society would therefore logically reduce the crime rate.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for those program approaches listed hereafter under sections c ("Prevention and Control of Juvenile Delinquency") and f ("Increase in Effectiveness of Corrections and Rehabilitation") that pertain to the reduction of the number of persons repeating their delinquent or criminal behavior.

**Prevention Through "Hardening" of Crime Targets.
(Approach No. b-5).**

Objective:

TO REDUCE THE NUMBER OF CRIMES BY REDUCING THE OPPORTUNITY TO COMMIT CRIMES BECAUSE OF BETTER PROTECTED CRIME "TARGETS".

There are many areas of daily life where conditions are allowed to exist which make it easier for crimes to be committed through leaving the "target" of the crime poorly protected. Examples are poorly lit streets and housing projects (human "targets") and unlocked parked autos (property "targets").

Implementation:

Provide funds (to be matched by the grantee in accordance with law) to study and test by a demonstration project, the effect upon crime prevention of better lighting, both in streets and in

high-crime public housing plazas, walkways, and halls.

Provide funds (to be matched by the grantee in accordance with law) for a pilot project to study the effect of increasing the number of public housing inspectors in a selected housing development on the maintenance of lighting and other safety features mentioned herein, and therefore on crime opportunities and incidence.

Provide funds (to be matched by the grantee in accordance with law) to test, on a pilot project basis, the effectiveness, in high crime areas (especially public housing), on the prevention of crimes through the use of various devices, such as silver-tape electric alarms, pressure and acoustic sensors, radar, ultrasonic, infrared, and ultraviolet beams, and closed-circuit television cameras.

**Public Education on How to "Harden" Crime Targets.
(Approach No. b-6).**

Objective:

TO SPREAD KNOWLEDGE AND USE OF CRIME TARGET "HARDENING" TECHNIQUES.

It is well known that unlocked autos are more likely to become stolen. To the degree the public can be made aware of that simple fact, will auto theft be decreased because its "target" (the auto) has been "hardened" (made less vulnerable). There are many other areas where education can directly prevent crime by making its commission more difficult.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) to test, on a pilot project basis, the effectiveness of education about how to "harden" crime targets upon the prevention of crime.

THIS PROGRAM APPROACH HAS BEEN SELECTED FOR FISCAL 1969 ACTION FUNDS.

Number of projects: Because of the limited extent of fiscal 1969 funds, commitment can presently be made only to two or three applicants. Because of the importance of education of the community to increase the effectiveness of law enforcement, this program approach and program approach No. b-7 ("Education About the Criminal

TYPE AND VALUE OF PROPERTY STOLEN AND RECOVERED, 1967—1968

TYPE OF PROPERTY	YEAR	VALUE OF PROPERTY STOLEN	VALUE OF PROPERTY RECOVERED	PERCENT OF VALUE RECOVERED
Currency, Notes, etc.	1967	\$ 7,713,153	\$1,074,838	13.9
	1968	10,494,432	1,033,569	9.8
Jewelry and Precious Metals	1967	7,819,248	364,878	4.7
	1968	9,981,534	364,001	3.6
Furs	1967	1,435,665	81,414	5.7
	1968	1,631,629	36,378	2.2
Clothing	1967	2,724,990	343,481	12.6
	1968	3,070,277	260,595	8.5
Automobiles	1967	33,426,516	26,609,480	79.6
	1968	39,887,927	30,796,817	77.2
Miscellaneous	1967	21,943,873	2,561,178	11.7
	1968	23,806,344	2,523,875	10.6
Total for New Jersey	1967	\$75,063,445	\$31,035,269	41.3
	1968	\$88,872,143	\$35,015,235	39.4

Justice System”) will be funded within a single total* for fiscal 1969 funds, so that maximum flexibility will be attained in the combined category, thereby increasing the likelihood of early implementation, and cross-fertilization between the two categories.

Example projects: Education to “harden” the targets of “social crime” including (1) the determination of the optimum means of disseminating “hardening” techniques in the “social crime” category, including but not limited to, the use of advertising in printed periodicals, the use of radio advertising, the use of and the best times and places for “hand-out” literature, (2) the determination of the “social crime” targets that can be “hardened” through citizen efforts, awareness, and precautions, including but not limited to child molestation, auto theft, assault, burglary, “mugging”, and fraud, and (3) the institution of such educational projects; and education to “harden” the targets of organized crime, including but not limited to, lectures and materials for businessmen about the infiltration techniques of organized crime.

Location of projects: Funding will be made to applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation. If possible, the chosen units of local government will be located in different parts of the State.

Length of projects: Phase one would include an evaluation of local needs, and a project design. Phase two would include operation under the design. Phase three would include an on-going evaluation of the functioning of the project and dissemination of data and recommendations to other jurisdictions. Phases one and two are tentatively set for one year total. Grants under fiscal 1969 funds (phases one and two) will be refunded for at least one year provided analysis of costs and benefits in phase three warrants.

Desired results: Improvement of community awareness of crime target “hardening” techniques, the prevention of crimes, and the development and dissemination of model programs for use by other jurisdictions.

Subgrant Data:

Estimated Total Cost	\$71,690*
Federal Share (60%)	43,014*

Anticipated range of funding for the subgrantees will be between \$11,948 and \$17,922 of which \$7,619 and \$10,754 respectively will be the anticipated Federal share.

*An effort will be made to divide available funds under approaches b-6 and b-7 on an equal basis (50% each) within the total.

**Education About the Criminal Justice System.
(Approach No. b-7).**

Objective:

TO ACQUAINT THE PUBLIC WITH THE STRUCTURE, PURPOSES, AND BASIC OPERATION OF THE CRIMINAL JUSTICE SYSTEM.

TO ENCOURAGE RESPECT FOR THE LAW AS AN INSTITUTION AND TO IMPART KNOWLEDGE OF THE CONSEQUENCES OF VARIOUS CRIMINAL LAW VIOLATIONS.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for the provision of education about the criminal justice system, its operation, and the consequences of law violation.

THIS PROGRAM APPROACH HAS BEEN SELECTED FOR FISCAL 1969 ACTION FUNDS.

Number of projects: Because of the limited extent of fiscal 1969 funds, commitment can presently be made only to a small number of applicants. Because of the importance of education of the community this program approach and program approach No. b-6 (“Public Education About How to ‘Harden’ Crime Targets”) will be funded within a single total* for fiscal 1969 funds, so that maximum flexibility will be attained in the combined category, thereby increasing the likelihood of early implementation, and cross-fertilization between the two categories.

Example projects: Training and materials for school teachers; use of criminal justice system personnel as guest-lecturers to high school students; adult-education programs; use of Bar Association members as special lecturers; coordination with Legal Services and Model Cities programs; community seminars and workshops; audio-visual presentations; and tours of criminal justice system facilities.

Location of projects: Funding will be made to applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation. If possible, at least one large, one medium-sized, and one small city in different parts of the State will be chosen.

Length of projects: Phase one would include an evaluation of local needs, and a project design. Phase two would include establishment of a program under the design. Phase three would include an on-going evaluation of the functioning of the project, and dissemination of data and recommendations to other jurisdictions. Phases one and two are tentatively set for one year total. It is presently anticipated that first year awards will be refunded for at least one year provided that analysis in phase three of costs and benefits warrants.

Desired results: Improvement of the prevention of crimes, improvement of community acceptance of law enforcement personnel and institutions, and development and dissemination of model programs for use by other jurisdictions.

Subgrant Data:

Estimated Total Cost	\$71,690*
Federal Share	\$43,014*

Anticipated range of funding for the three or four subgrantees will be between \$8,961 and \$11,948 of which \$5,377 and \$7,169 respectively will be the anticipated Federal share.

*An effort will be made to divide available funds under approaches b-6 and b-7 on an equal basis (50% each) within the total.

Expansion of the Uniform Crime Reporting System.
(Approach No. b-8).

Objective:

TO PROVIDE FOR ENCOURAGEMENT OF AN EXPANDED UNIFORM CRIME REPORTING SYSTEM IN NEW JERSEY IS CENTRAL TO BETTER ANALYSIS OF CRIME, AND SHOULD BE DONE.

On January 1, 1967, the State of New Jersey implemented a State Uniform Crime Reporting program which had been mandated by legislation on May 16, 1966. Pre-operational planning was

directed to the end of complete compatibility with the national program of Uniform Crime Reporting administered by the F.B.I. During the first operational years of 1967 and 1968, evaluation of the New Jersey program by the F.B.I. led to the elimination of their direct collection of Uniform Crime Reporting reports from the New Jersey law enforcement agencies. Commencing on January 1, 1967 crime statistics for all the law enforcement agencies in the state were contributed to the F.B.I. through the New Jersey State Police who had, by designation of the State Attorney General, administered this statewide program.

The limitations of any crime statistics program are directly related to the degree of detail and the immediacy of the information collected. Program refinements are necessary in the New Jersey U.C.R. in order to increase overall system value. The inclusion of certain elements of victim-perpetrator mobility, for instance, would provide documentation of an important contributing factor in crime. Expansion of arrest information collected would, in the area of "repeater arrests" and recidivism, provide additional behavior data for analysis.

The ultimate objective in program expansion is the daily submission of offenses, arrests and related information of a statistical and intelligence nature. The data collected should be of such depth and immediacy as to satisfy operational and managerial police and other needs on the municipal, county, and state levels.

As a result of such an expansion in the information collected, there would be provided a base for special studies and analyses; i.e., socio-economic information in the areas of education, environment and economic status, as they relate to persons who are criminally involved, would be not only recognized, but measured in degree, and related to other variables.

In order for such an expansion to be carried out, there must be expenditure of funds and/or effort on the part of local agencies, for their development of the capacity to provide what the system would require of them. There are also research and development needs at the state level.

Implementation:

Provide incentive funds (to be matched in accordance with law) to units of local government for their entry into an expanded Uniform Crime

Reporting System.

Program expansion would initially include the monthly collection of the following pertinent information concerning serious crime: Offenses by time and location of crime, weapon usage, victim information regarding injury, age, sex, race and,

for reasons of mobility, residence; and arrests by age, sex, race, residence, and prior involvement by arrest. This information would be submitted on adjusted Uniform Crime Reporting forms. Further expansion would include the statewide adoption of a "Uniform Offense and Arrest Report" by all contributing law enforcement agencies.



Prevention and Control of Juvenile Delinquency

Juvenile delinquency is the legal term applied to youngsters who commit an act that is adjudged by a court to be contrary to the good of the individual or society. Because there are numerous acts that may be termed delinquent, many youths have at one time or another performed an act for which there existed the potential for arrest if and when the circumstances were correct for detection and official intervention. Delinquency of a more persistent nature evolves from a broad range of factors that relate to the individual youth's personality, home, and neighborhood environment.

The general objectives of the initial program approaches set forth herein may be stated as follows:

- To promote the development of programs that will protect children from the destructive influences of an abusive home environment.
- To rehabilitate juvenile delinquents within the community setting wherever practical by using available agency resources.
- To enhance the likelihood of successfully rehabilitating delinquent youths through the use of diagnostic and remedial programs.
- To encourage projects that would promote fair and consistent police handling of juvenile problems, and corresponding respect for the police and their mission by juveniles.

The several program approaches which follow can be central to the further development of an adequate juvenile delinquency prevention and control system in New Jersey. They are not, nor are they intended to be, exhaustive of all the worthy program approaches presently in existence. Rather, they are intended to provide a sound beginning.

Community Involvement in Delinquency Prevention. (Approach No. c-1).

Objective:

TO PROVIDE ENCOURAGEMENT TO ACTIVELY INTERESTED CITIZENS WHO CAN REACH GHETTO YOUNGSTERS AND OFFER A MEASURE OF GUIDANCE AND SUPPORT.

A promising way to prevent delinquency is to involve the active participation of lay citizens in programs that will offer guidance and assistance to juveniles who are without the support of intact family units, or who are the victims of economic deprivation and social alienation.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) on a pilot project, demonstration basis, to involve a combination of private and public agencies in an urban setting, in order to test the effect of adult guidance and support upon youth behavior.

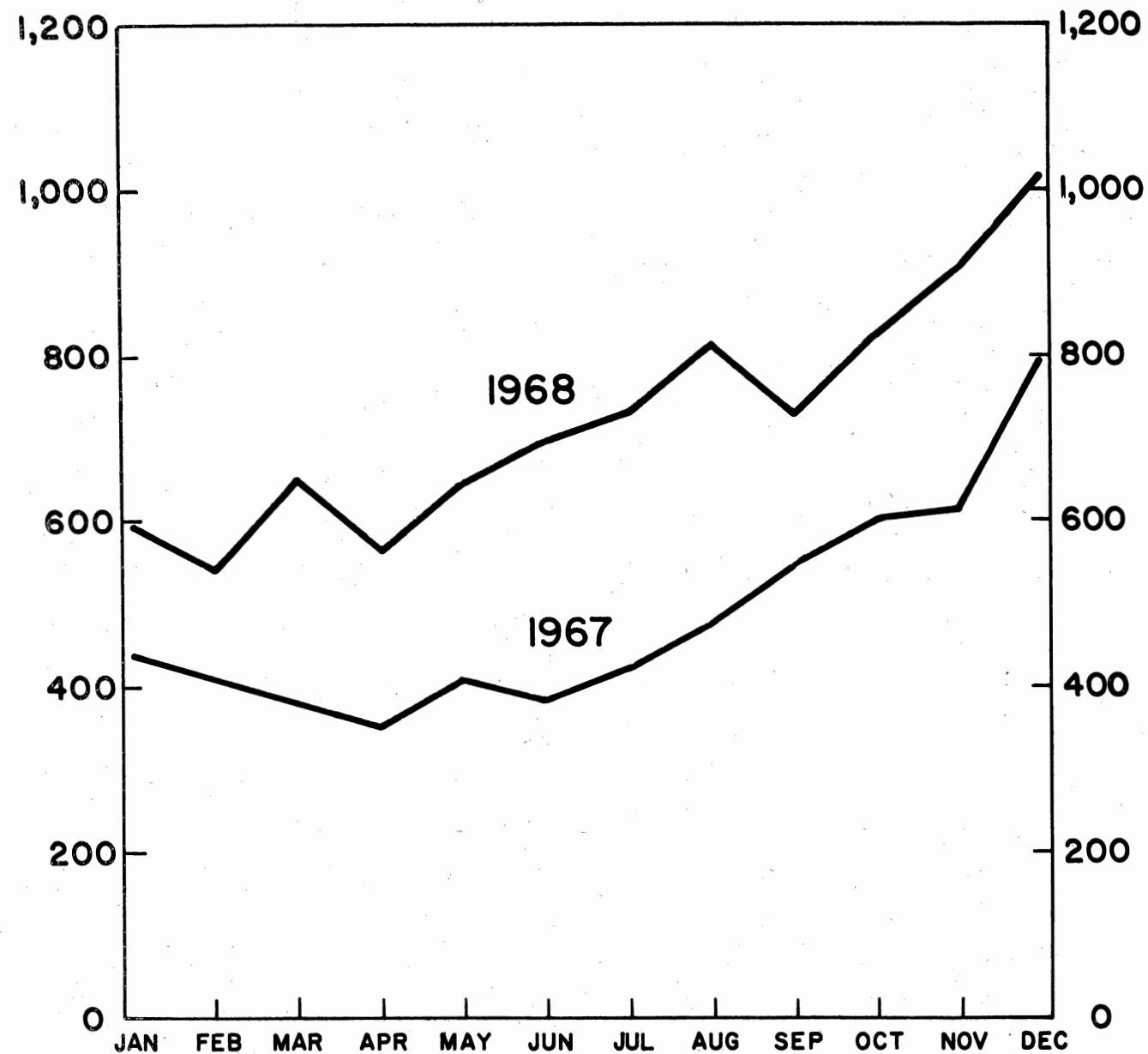
THIS PROGRAM APPROACH HAS BEEN SELECTED FOR FISCAL 1969 ACTION FUNDS.

Number of projects: Because of the limited extent of fiscal 1969 funds, commitment can presently be made only to three or four applicants. Because of the importance of community involvement in prevention and rehabilitation, this program approach and program approach No. f-2 ("Community-Based Corrections") will be funded within a single total* for fiscal 1969 funds, so that maximum flexibility will be attained in the combined category, thereby increasing the likelihood of early implementation, and cross-fertilization between the two categories.

Location of projects: Funding will be made to

* * *

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applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation. If possible, a geographic and demographic balance will be maintained among sub-grantees.

Length of projects: Phase one would include an evaluation of local needs, and a project design. Phase two would include operation under the design. Phase three would include an on-going evaluation of the functioning of the project, and dissemination of data and recommendations to other jurisdictions. Phases one and two are tentatively set for one year total. Grants under fiscal 1969 funds (phases one and two) will be refunded for at least one year provided analysis of costs and benefits in phase three warrants.

Desired results: Improvement of delinquency prevention in key cities, involvement of the community in an aspect of law enforcement, and development and dissemination of model programs for use by other jurisdictions.

Subgrant Data:

Estimated Total Cost	\$316,884*
Federal Share (60%)	\$190,130*

Anticipated range of funding for the subgrantees will be between \$39,610 and \$52,814 of which \$23,766 and \$31,688 respectively will be the anticipated Federal share.

*An effort will be made to divide available funds under approaches c-1 and f-2 on an equal basis (50% each) within the total.

Improvement of Police-Juvenile Relationships. (Approach No. c-2).

Objective:

TO DEVELOP, IMPLEMENT AND EVALUATE PROGRAMS WITHIN POLICE DEPARTMENTS THAT WILL PROMOTE A FAIR, CONSISTENT AND UNDERSTANDING APPROACH IN HANDLING JUVENILE PROBLEMS, AND THAT WILL CREATE A POSITIVE POLICE IMAGE AMONG YOUNGSTERS.

Another important means of preventing juvenile delinquency is to encourage respect among youngsters for the police and the law. The way police handle arrests of juvenile offenders in large

part sets the tone for the view neighborhood children will have of police agencies. Training and guidelines are imperative in developing consistent police techniques that will promote positive attitudes among juveniles toward the police. Contacts between police and children in an informal setting apart from the policeman's usual role helps generate an image of him as a person rather than an agent of authority.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the development of special police-juvenile programs within local police departments.

THIS PROGRAM APPROACH HAS BEEN SELECTED FOR FISCAL 1969 ACTION FUNDS.

Number of projects: Because of the limited extent of fiscal 1969 funds, commitment can presently be made only to three or four applicants.

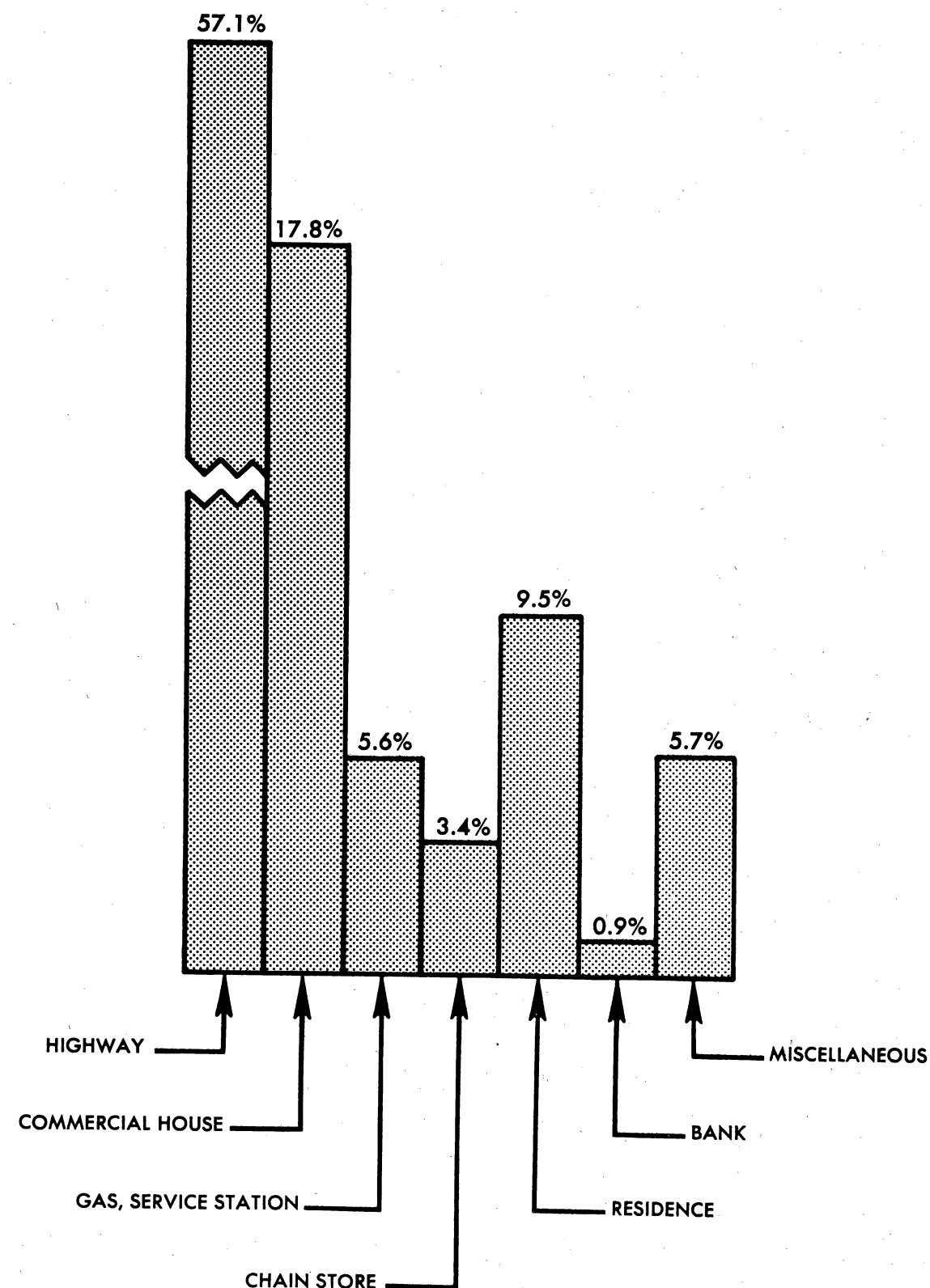
Example projects: Development and employment of police-juvenile guidelines; development and institution of special police-juvenile training programs and materials for police officers; development and institution of cooperative police-juvenile activities; development and dissemination of materials about police and police work adapted to juvenile format; and development and institution of programs for the first-hand familiarization of youth with the police as officials and as people.

Location of projects: Funding will be made to applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation. If possible, the cities chosen will represent a variety of sizes, conditions, and locations within the State.

Length of projects: Phase one would include an evaluation of local needs, and a project design. Phase two would include an on-going evaluation of the functioning of the project, and dissemination of data and recommendations to other jurisdictions. Phases one and two are tentatively set for one year total. Grants under fiscal 1969 funds (phases one and two) will be refunded for at least one year provided analysis of costs and benefits in phase three warrants.

Desired results: Improvement of police-juvenile relations in representative cities, and development

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and dissemination of model programs for use by other jurisdictions.

Subgrant Data:

Estimated Total Cost	\$158,442
Federal Share (60%)	\$95,065

Anticipated range of funding for the subgrantees will be between \$39,610 and \$52,814 of which \$23,766 and \$31,688 respectively will be the anticipated Federal share.

Diagnostic Services to Juvenile Detainees. **(Approach No. c-3).**

Objective:

TO PROVIDE FOR EXAMINATION OF EACH JUVENILE MEDICALLY, PSYCHOLOGICALLY, AND SOCIALLY, (I.E. GOING BEYOND WHAT A ROUTINE PROBATION REPORT MIGHT REVEAL); TO BEGIN TREATMENT IF PRACTICABLE; AND TO DEVELOP RECOMMENDATIONS TO THE COURT FOR FURTHER ACTION BASED ON A THOROUGH ANALYSIS OF THE CHILD'S NEEDS.

Juvenile detention shelters are operated by county government as places for the temporary residence of youngsters (up to age 18 but usually to age 16) who cannot be released pending a juvenile court hearing because of the seriousness of a delinquent act or a series of delinquent acts. In most cases, the detention centers are merely holding facilities that provide little in the way of programs designed to deal with and determine the nature of the behavior disorders or emotional problems of children under custodial control.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the establishment, on a pilot study project basis in one or two counties, of a juvenile detention center treatment team, possibly using some part time help, purchase of services, and full time social investigators, for a social investigation, thorough medical examination, psychological work-up, and educational achievement test on each juvenile received.

Group Foster Homes. **(Approach No. c-4).**

Objective:

TO PROVIDE HOME-LIKE PLACEMENTS

FOR JUVENILES WHO CANNOT BE SITUATED IN NORMAL FOSTER HOME SETTINGS, AND WHO SHOULD NOT BE PLACED IN CORRECTIONAL FACILITIES.

In areas of high crime rates juvenile detention facilities are seriously overcrowded, or non-existent. Too often, this results in juveniles being committed to correctional institutions rather than suitable homes, and the labeling process begins its downward spiral. Suitable home-like placements are difficult to find; even those community members interested in offering shelter give very low priority to socially disorganized juveniles.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) on a developmental pilot project basis, to an agency experienced with group foster homes, for purposes of developing this concept.

Emergency Shelters for Children. **(Approach No. c-5).**

Objective:

TO ENCOURAGE AS AN ALTERNATIVE TO CARE IN JUVENILE DETENTION CENTERS THE DEVELOPMENT OF SHELTERS THAT WILL TEMPORARILY CARE FOR NON-DELINQUENT JUVENILES WHO ARE AWAITING DIAGNOSTIC OR TREATMENT SERVICE OR DOMICILIARY PLACEMENT.

Non-delinquent juveniles having no domicile are frequently mixed with delinquent juveniles in juvenile detention centers simply because there is no other place for them. This can lead to the development of delinquent attitudes in the non-delinquent juveniles.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for the creation, as a pilot project, of an emergency shelter for non-delinquent youth.

Extension of Juvenile Conference Committee. **(Approach No. c-6).**

Objective:

PROVIDE FUNDS TO DEVELOP A MODEL JUVENILE CONFERENCE COMMITTEE STRUCTURE WHICH

WOULD ADVANCE THAT POTENTIALLY USEFUL TOOL FOR DEALING WITH JUVENILE DELINQUENCY IN THE COMMUNITY AS AN ALTERNATIVE TO JUVENILE COURT HANDLING.

Juvenile Conference Committees have been a part of the juvenile court process in many of New Jersey's cities with varying degrees of success. Usually composed of businessmen, professionals, clergymen, and public agency representatives, they advise and set informal conditions on the activities of juveniles referred for causes that are not serious enough for juvenile court handling.

Because such committees have no staff to keep records, or to follow-up the more persistent offenders to ensure that the wishes of the committee are being met, their effectiveness is sometimes impaired.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) on a pilot basis to a municipality for the development of a model juvenile conference committee. The pilot project would generate data establishing the degree of efficiency and effectiveness of the model committee, and would include inquiry into the effect of the availability of staff to the committee.

Improved Juvenile Remedial Education Programs.

(Approach No. c-7).

Objective:

TO PROVIDE MODERN METHODS AND TECHNOLOGY FOR THE EFFICIENT AND RAPID IMPROVEMENT OF THE LEVEL OF EDUCATION OF CORRECTIONALLY COMMITTED JUVENILES AND INCREASE THEIR CHANCES OF REHABILITATION.

Most correctionally committed juveniles evidence some degree of educational deficiency. Removal of this deficiency would materially assist rehabilitation.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) on a pilot project basis, for the educational improvement of correctionally committed juveniles through purchasing programmed learning machines and training grantee institutional staff in their use.

Programmed learning allows each individual to study at his own pace with a minimum of instructor supervision. It has proven to be an extremely effective means of rapidly raising the educational level of those tested to be deficient. State Training Schools or County Juvenile Shelters may wish to institute this approach.

Coordination of Services to Juveniles.

(Approach No. c-8).

Objective:

TO PROVIDE A CRITICAL EXAMINATION OF YOUTH PROGRAMS WITH A VIEW TOWARD DEVELOPING A MEANS TO EFFECTIVELY COORDINATE ALL ACTIVITIES IN ORDER TO ADVANCE THE PREVENTION AND CONTROL OF JUVENILE DELINQUENCY.

Because services to youth are rendered by a variety of agencies, it has been widely suggested that a mechanism to coordinate all juvenile programs is necessary to the planning and development of innovative activities that will be responsive to the needs of youth.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the study and creation of a means for the control and coordination of all Youth Services programs in New Jersey.

Neighborhood Family Help Centers.

(Approach No. c-9).

Objective:

TO PROVIDE A SINGLE LOCATION, OPEN AT ALL TIMES, WHERE PEOPLE WITH WELFARE-ELIGIBLE PROBLEMS MAY RECEIVE DIRECT ASSISTANCE OR REFERRAL TO AGENCIES WHERE HELP MAY BE SECURED IN ORDER TO ALLEVIATE CONDITIONS IN THE FAMILY CONDUCIVE TO THE DEVELOPMENT OF JUVENILE DELINQUENCY.

The efficient delivery of welfare service is a matter of concern to both agency administrators and citizen consumers. There is a need for a single location where people may go to receive either direct assistance or meaningful guidance to agencies that can help in the solution of problems.

The quality and nature of welfare services have a direct bearing upon many delinquency-prone juveniles.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) to a consortium of relevant agencies, or to an agency that can secure the relevant agencies, for staffing of a single center to provide a range of family advice and welfare service. SLEPA would provide organization and facility costs, and the relevant agencies would donate all staff services.

The ideal program coordinating all welfare services in a single facility would be a self-contained center with professional diagnostic and treatment services also available at the center location. Representatives from parole and probation, and a representative from each significant public welfare agency would be on hand at all times to counsel and advise. Professionals could be supplemented by sub-professional aides who would follow referrals through to their conclusion.

This approach should be implemented under State of local auspices as a cooperative inter-governmental, inter-agency effort, with the governmental services being provided by the cooperating agencies.

Legislative Review of Laws Affecting Juveniles.
(Approach No. c-10).

Objective:

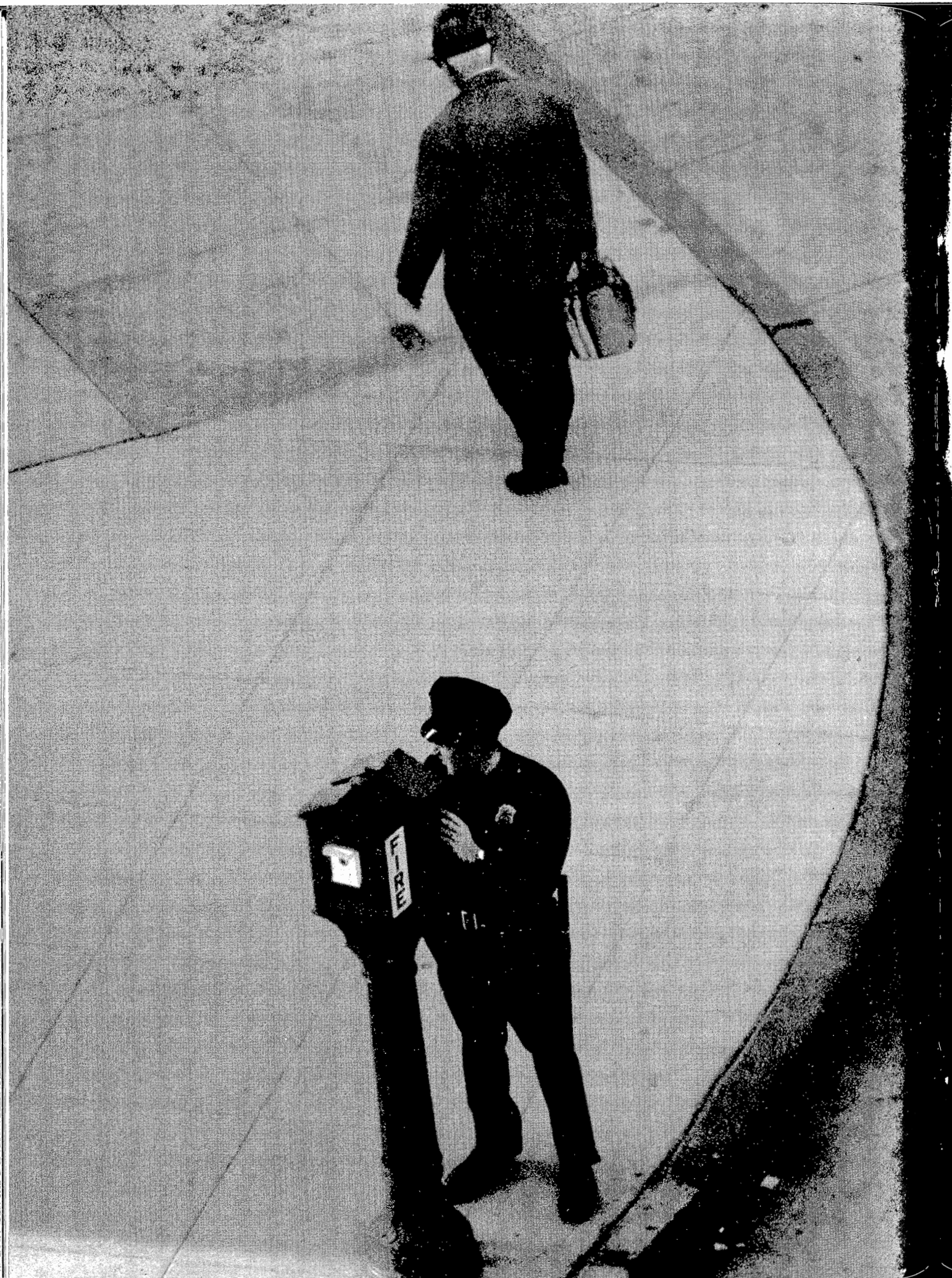
TO PROVIDE FOR THE REVIEW OF THE STATUTES RELATING TO JUVENILES, AND FOR THE IDENTIFICATION AND DRAFTING OF REVISIONS THEREOF IN ORDER TO MORE EFFECTIVELY PROTECT AND ASSIST JUVENILES WITHOUT THE MEANS TO MEET THEIR ESSENTIAL NEEDS.

It has been suggested by professionals in child welfare, by a special committee studying juvenile needs and services in New Jersey, and by others interested in human welfare programs, that some laws in force designed to direct assistance to juveniles are either not sufficiently comprehensive, or because of their permissive wording, do not achieve their intended ends.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) to any New Jersey legislative commission having jurisdiction over juvenile law revision, or to another appropriate agency, in order to study and propose improvements in the statutes affecting the rights of juveniles.

Provide (as an alternative to the above) the staff services of SLEPA personnel to the same agencies for the same purposes.



Improvement of Detection and Apprehension of Criminals

Detection and apprehension of criminals — the basic police function — is so central to the system of criminal justice in the popular mind that the very words “law enforcement” are commonly used as a synonym for the police function.

There can be no doubt that the police function of detection and apprehension is the cornerstone of the maintenance of an ordered society, and without order there can be no growth of culture, industry, or individual lives. It is therefore imperative that we improve overall methods for increasing the effectiveness of detection and apprehension in New Jersey.

However, the peculiar nature of the problem must first be understood. The police role is an “active” one, that is, police are expected to seek out offenders in an active manner. In all the rest of the criminal justice system, only the prosecutive function has such an “active” component. Courts, corrections, probation, public defense, and the criminal bar, are all “passive” in the sense that offenders are not sought out by them, but rather they await referrals from another criminal justice branch or from the offender himself.

Such an “active” role presents certain problems that complicate the police function even further. For one thing, an “active” role imposes a more nebulous standard of performance than a “passive” role. This is so because no matter how much crime is detected, there is likely to be more undetected (but how much?), and certainly there are always going to be offenders detected but not apprehended.

Inevitably then, the police become the unfair butt of society’s frustration over upward trends in detection of crime that outrun methods for equal upward trends in apprehension of criminals. It is imperative that modern methods be brought into this field as quickly as is possible.

A solid statewide crime reporting system has been instituted in New Jersey in recent years, as well as steps putting New Jersey among the leaders in the beginnings of modern computerized exchange of information between governments at all levels for detection and apprehension purposes.

Upon such a nationally prominent base there can be built long-term and short-term improvements suitable to the complex needs of detection and apprehension in this, the most urbanized of States. The several initial approaches that follow can be central to the further development of such trends in New Jersey, as well as to the development of other important aspects of detection and apprehension. They are not, of course, exhaustive however.

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Statewide Communications and Information System.

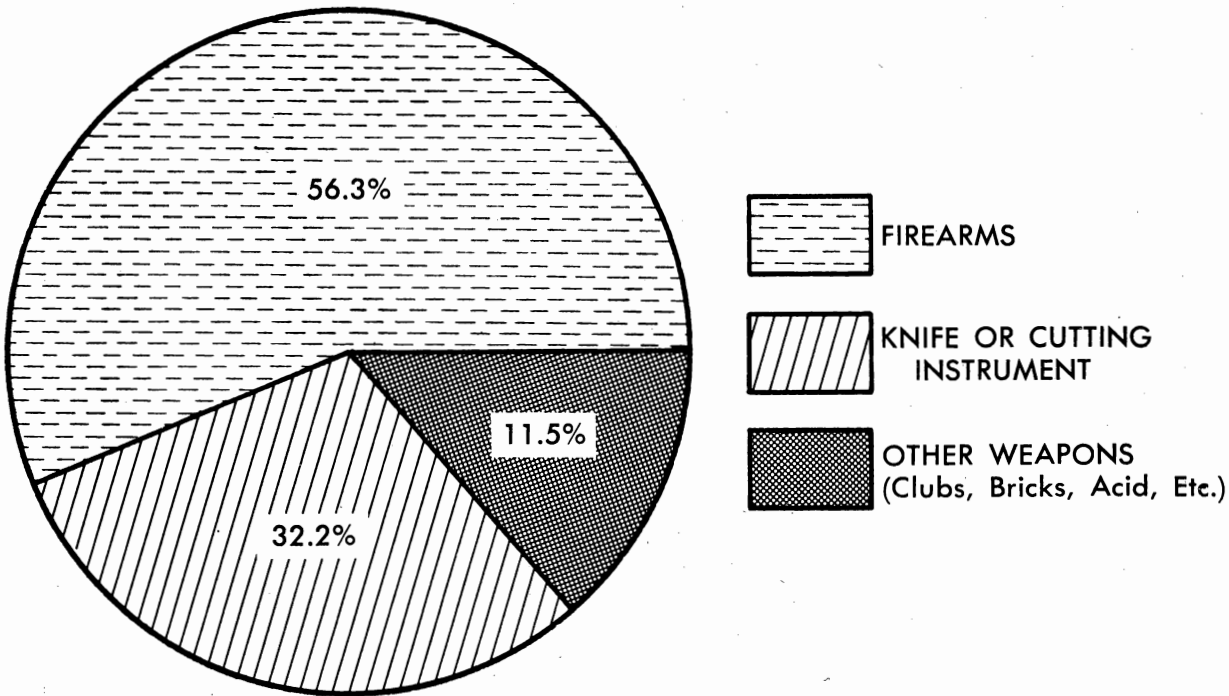
(Approach No. d-1).

Objective:

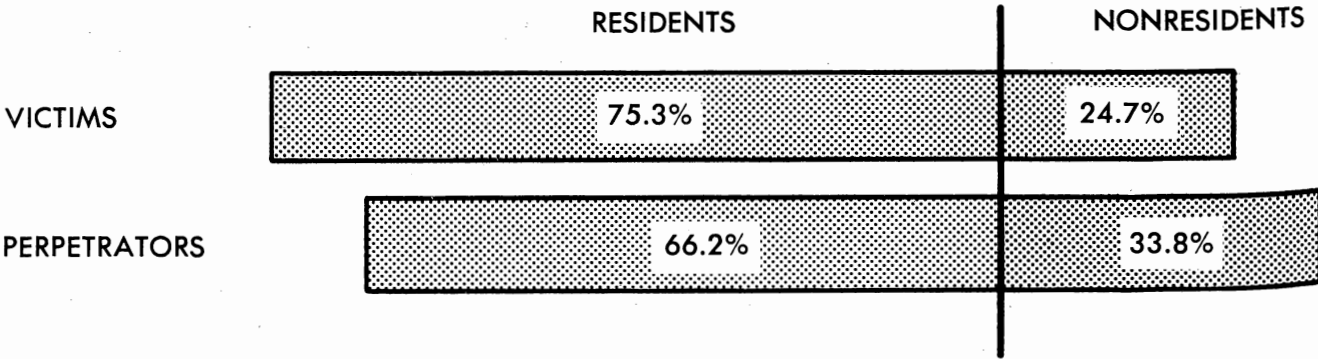
TO PROVIDE A MODERN STATEWIDE COMMUNICATIONS AND INFORMATION STORAGE, RETRIEVAL AND DISSEMINATION SYSTEM EQUAL TO THE NEEDS OF THE FUTURE AS WELL AS THE PRESENT IS CRUCIAL TO THE QUALITY OF DETECTION AND APPREHENSION IN NEW JERSEY AT ALL LEVELS OF GOVERNMENT, PARTICULARLY IF PRESENT CRIME TRENDS CONTINUE, AND IT SHOULD BE DONE.

Densely populated and serving as a corridor between major cities of the Eastern United States, New Jersey has experienced an increase in reported Index Crime of over 82% from 1960 through 1966, as shown in the appropriate issues of “Crime in the

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United States”, published by the Federal Bureau of Investigation. Since then, reported Index Crime for 1968 has increased 23.4% over 1967 as presented by the New Jersey Uniform Crime Reporting System, inaugurated January 1, 1967.

A modern information storage, retrieval and dissemination system is needed for the use of all police agencies of the state. Greater efficiency in the criminal justice system in general, coupled with the rise in detected crime, has led to the accumulation of vast centralized stores of reports and other “paperwork” records. Access to such data is absolutely vital to the criminal justice process. The crushing volume and wide use of such data demands modern systems for rapid storage, retrieval and dissemination which are not yet in being in New Jersey.

A modern inter-agency communication system is also desperately needed in New Jersey. In efforts to deal with the crime problem, police and other detection and apprehension agencies have pushed existing communication facilities beyond inherent capacity, so that a change in kind rather than in volume of communications is now required. For example, there has been an increase of four million teletype messages over the two million transmitted in 1963. Specific data on radio traffic volume are not available, however the complete crowding of frequencies is an established fact, as described in the reports of the President’s Commission on Law Enforcement and Administration of Justice.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for the necessary studies, design and aspects of the implementation of a statewide communication and information system.

Phased development of a statewide communications and information storage, retrieval, and dissemination system would proceed in accordance with the following principles:

- States should assume responsibility for assuring that areawide records and communications needs are provided, according to the President’s Commission on Law Enforcement and Administration of Justice.

- The New Jersey State Police should be the agency responsible for coordination and management of the system since there is no other in the State presently charged with maintaining or

having access to the statewide information base required for the establishment of such a system.

- The system must be developed using existing state-of-the-art techniques in order to insure maximum present benefit, yet it must be compatible with foreseeable future developments in the relevant technologies.

- The system must be capable of interfacing with related information systems of other states and inter-state regions such as NCIC, NYSIIS, NESPAC, and LETS.

- The information storage, retrieval, and dissemination system must be accessible to all appropriate state, county and local detection and apprehension agencies.

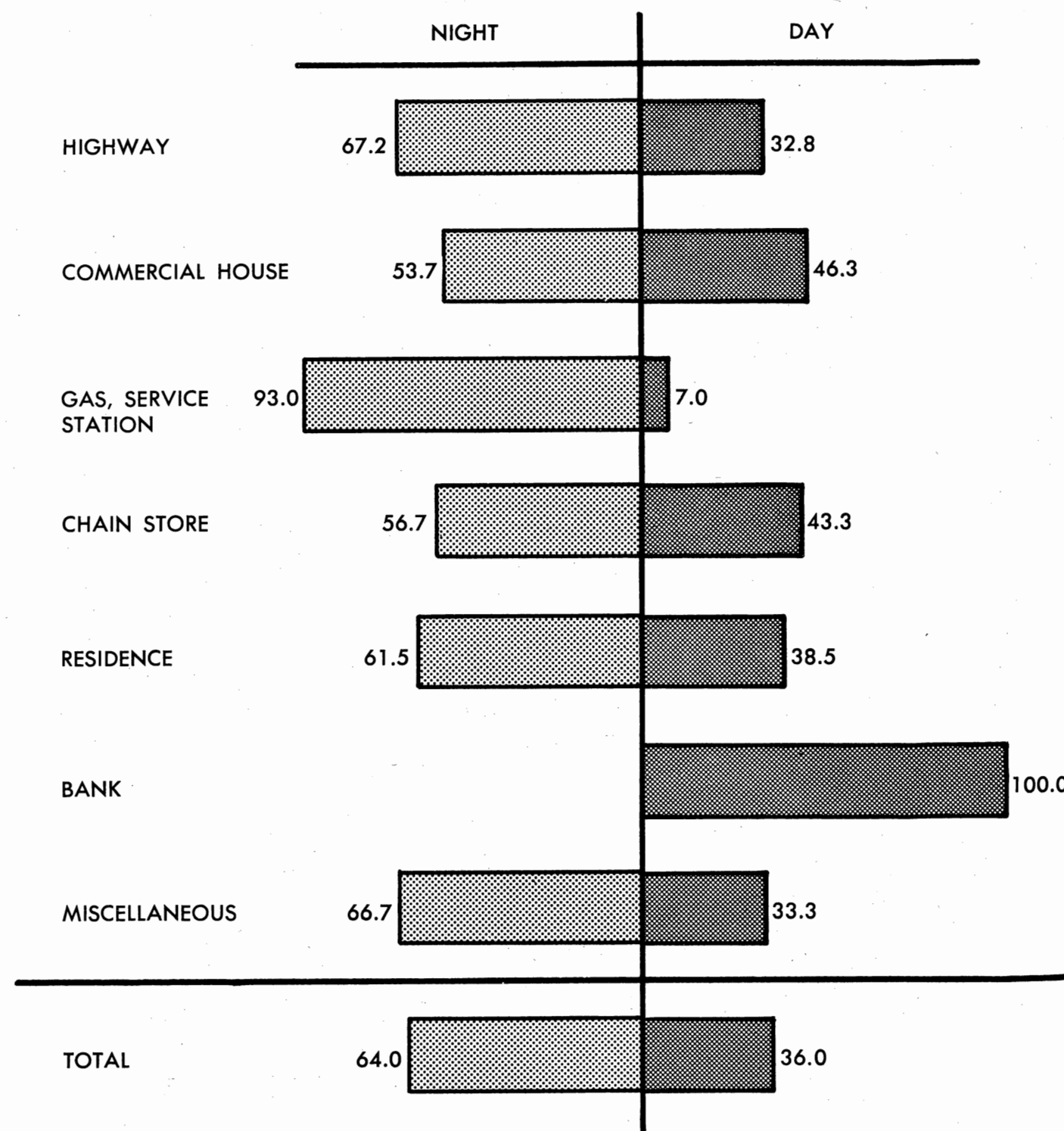
- The system must enable rapid communication among all detection and apprehension agencies at all levels of government so that the crime control effort is coordinated to make maximum use of all available facilities and services.

- The total system must be capable of modular, step-by-step implementation, so that benefits accrue step-by-step as the system is built over the years.

Regional access links into the system would be readily available to county and municipal agencies. These regional access links would connect with the statewide center located in Trenton, which in turn would have access to the statewide data bank, the national data bank (NCIC) in Washington, D.C. and the data banks of information centers in other states (e.g. NYSIIS) and inter-state regions (e.g. NESPAC). The phased implementation of the system would involve three initial regional access links, located respectively in Newark and Hackensack, serving the densely populated, high crime incident area of the northeastern counties, and in Berlin for the southwestern counties. In the final operational configuration, the system would provide service to eight regional centers located in all sectors of the state with a response time of less than one minute on all inquiries.

Eventually each of the eight regions would contain a centrally located terminal capable of regionally centralizing all information flowing between that region and the central computer located in the vicinity of Trenton. All communications between a local agency and either state or out-state and Federal agencies would be

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through the local regional terminal. Communications between local agencies and the regional center would be accomplished by telephone, police radio, teletype or special devices such as facsimile, data terminal, mobile teleprinters and, in a later phase, through closed circuit T.V.

The central information data bank in this system would be a computer of the necessary capacity with peripheral equipment capable of providing automated remote access.

To provide the high-speed data, T.V., and facsimile services, the system would include broadband communications links between the regional centers and the central computer at Trenton.

The effect on detection and apprehension of such a system could be enormous. Already NCIC (the national computer system) has demonstrated this to its users. For example, a policeman can, if he has access to a NCIC terminal, phone or radio to that terminal a request for a check on a person he has detained, or even on a license plate of a vehicle he has merely spotted. In a matter of seconds the national computer can search its records and report if the person is wanted, or if the vehicle is stolen, or whatever. This opens up whole new possibilities in police work, because rapid information checks can then be made in situations where there is not sufficient basis or opportunity for detention long enough for the old-style checks. It is impossible (and undesirable) for all information to be stored and retrieved at the national level, because access cannot be spread that broadly, for technical reasons. Regionalization is required for local involvement, and the proposed system for New Jersey would provide just such, and would usher in a new era in the detection and apprehension of criminals.

**Local and Regional Communications
(Approach No. d-2)**

Objective:

TO PROVIDE LOCAL AND INTER-JURISDICTIONAL COMMUNICATIONS SYSTEMS BETWEEN DETECTION AND APPREHENSION AGENCIES IS IMPORTANT, AND SHOULD BE DONE.

Quite aside from the need for a statewide communications and information system, but in

perfect consistency with it, there is a need for better inter-agency and inter-jurisdictional communications within a region, as well as for better communication within each municipality.

That is, as explained in the previous program approach (d-1), even after the eight regional computer access centers are operational, there will still be a need for communications between any of the numerous agencies of the region, and the regional computer access center. Furthermore, there will be the continued need for communications among the separate agencies themselves.

Furthermore, numerous local agencies recognize very well that present communications methods for either of the two aforesaid local purposes are inadequate. SLEPA has received interesting proposals from officials in rural areas and from officials in fragmented suburban areas for ways in which the inter-jurisdiction communications gap can be closed, to enable more rapid calls for help, exchange of information between a multiplicity of jurisdictions, or for other similar purposes.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for the study, design and implementation of local and inter-jurisdictional communications systems that are rapid, simple, economical, and consistent with being links into the regional computer access centers.

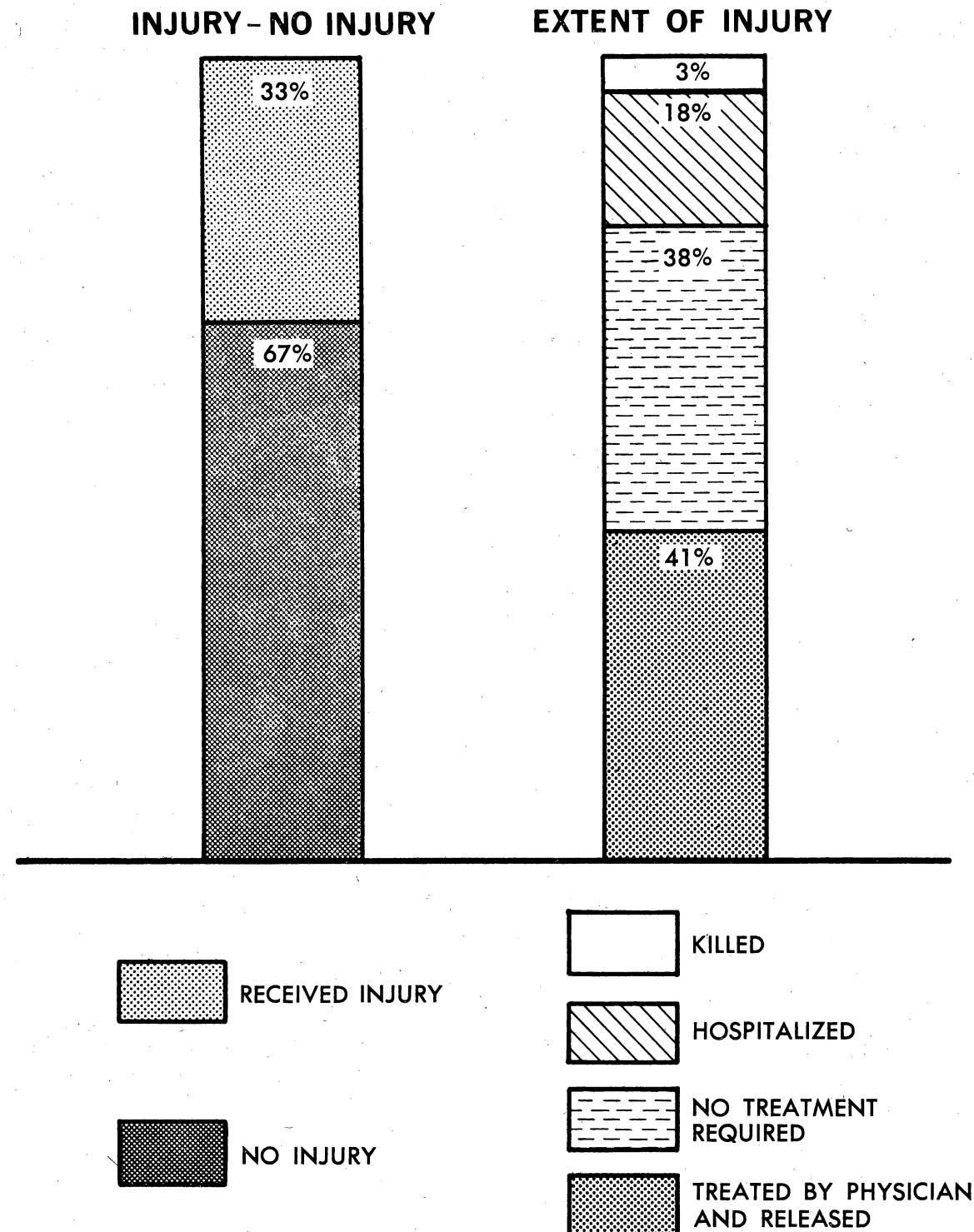
Projects that could be entertained would include a study as to the feasibility of county-wide radio communications between various rural police agencies, which have radio systems, but which operate on different frequencies.

Another possible project would design a complete new radio system for a police department, which would include a repeater system to facilitate communication between cars from any point in the community.

Another possible project would establish a county-wide radio alerting system to notify a large number of municipal police departments within the county of a major crime, civil disturbance, or natural disaster.

Other specific projects are of course possible within the stated objective.

ROBBERY VICTIMS NOVEMBER - 1968



Specialized Equipment for Local Police to Improve Detection and Apprehension (Approach No. d-3)

Objective:

TO MAKE AVAILABLE MODERN SOPHISTICATED CRIME DETECTION AND APPREHENSION MATERIAL TO SELECTED MUNICIPAL AND COUNTY POLICE DEPARTMENTS THAT CAN ESTABLISH MAXIMUM POTENTIAL BENEFIT FROM SUCH SPECIALIZED EQUIPMENT, AND THAT HAVE OR CAN RETAIN THE PERSONNEL AND SUPPORT FACILITIES NECESSARY FOR ITS UTILIZATION, WOULD BE VALUABLE FOR PURPOSES OF STATEWIDE EVALUATION AND POTENTIAL ACCEPTANCE, AND SHOULD BE DONE.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for specialized equipment for detection and apprehension, on a demonstration basis.

THIS PROGRAM APPROACH HAS BEEN SELECTED FOR FISCAL 1969 ACTION FUNDS.

Number of projects: Because of the limited extent of fiscal 1969 funds, commitment can presently be made only to a small number of applicants. The precise number will depend upon the "mix" of small and large projects applied for and funded. It is anticipated that the funding range will be \$1000 to \$25,000 per grantee depending upon the nature of the projects. Because of the great need for increase of effectiveness of detection and apprehension, it can be expected that the number of projects and subgrantees will be very substantially expanded when further funds become available.

Example projects: Operation and evaluation of intelligence gathering equipment; operation and evaluation of surveillance equipment; operation and evaluation of crime site analysis equipment; operation and evaluation of offender identification equipment; and operation and evaluation of command and control equipment.

Location of projects: Funding will be made to applicants showing a documented need for help,

demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation. If possible, a variety of kinds of cities and counties in different parts of the State will be chosen.

Length of projects: Phase one would include an evaluation of local needs, and a project design. Phase two would include acquisition and installation of equipment and methods under the design. Phase three would include operation of the equipment and methods for a statistically significant period of time. Phase four would include an on-going evaluation of the functioning of the project, and dissemination of data and recommendations to other jurisdictions. Phases one and two are tentatively set for three to nine months total (depending upon the equipment involved), and phase three is tentatively set for one year.

Desired results: Improvement of detection and apprehension in key local units, and development and dissemination of model programs for use by other jurisdictions.

Subgrant Data:

Estimated Total Cost	\$158,442
Federal Share (60%)	\$95,065

It is anticipated that there will be approximately 20 subgrantees.

Increased Apprehension and Deterrence Through Reduction of Response Time (Approach No. d-4)

Objective:

TO REDUCE THE TOTAL TIME IT TAKES AN OFFICER TO REACH AN INCIDENT OR CRIME SCENE MEASURED EITHER FROM THE TIME A CRIME OCCURS OR FROM THE TIME THAT A REPORT REQUESTING ASSISTANCE IS RECEIVED, WOULD INCREASE APPREHENSIONS AND DETERRENCE, AND SHOULD BE IMPLEMENTED.

Recent studies and surveys indicate short response time on the part of the police relates directly to a higher crime clearance rate and helps deter crime by making apprehension more certain.

Police primarily control crime by making "on view" arrests of criminals at the scene of a crime or by interception of the perpetrator after a report of an incident is received. Response time can therefore

be reduced by effective patrolling techniques, which give quicker access to the crime scene, and by improved methods of communicating with the police to report a crime.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for local programs defining, establishing, and evaluating a variety of means for reducing response time.

THIS PROGRAM HAS BEEN SELECTED FOR FISCAL 1969 ACTION FUNDS.

Number of projects: Because of the limited extent of fiscal 1969 funds, commitment can presently be made only to a small number of applicants.

Example projects: Adoption of the emergency number "911 for outside telephone booths; improvement of police resource allocations, including but not limited to, patrol allocations and strategies; improvement of command and control capabilities; use of specialized equipment, including but not limited to specialized vehicles, closed-circuit television, transceivers, and alarms; and involvement of the community in detection efforts.

Location of projects: Funding will be made to applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation. If possible, at least one large, one medium-sized, and one small city in different parts of the State will be chosen.

Length of projects: Phase one would include an evaluation of local conditions and practices, and a project design. Phase two would include institution of the project design. Phase three would include an on-going evaluation of the functioning of the project, and dissemination of data and recommendations to other jurisdictions. Phases one and two are tentatively set for one year total. Grants under fiscal 1969 funds (phases one and two) will be refunded (except equipment) for at least one year provided analysis of costs and benefits in phase three warrants.

Desired results: Improvement of response time and thereby apprehension effectiveness in key cities, and development and dissemination of model programs for use by other jurisdictions.

Subgrant Data:

Estimated Total Cost	\$158,442
Federal Share (60%)	\$95,065

Anticipated range of funding for the three or four subgrantees will be between \$39,610 and \$52,814 of which \$23,766 and \$31,688 respectively will be the anticipated Federal share.

Increased Crime Laboratory Service (Approach No. d-5)

Objective:

TO PROVIDE MORE READILY AVAILABLE CRIME LABORATORY SERVICES IS A VITAL NEED IN DETECTION AND APPREHENSION, AND SHOULD BE IMPLEMENTED.

In 1930, the State Police established a crime laboratory to utilize the scientific approach in criminal investigation. This facility rapidly became "The Crime Laboratory" for all New Jersey law enforcement agencies, and in 39 years it grew into the present Bureau of Forensic Sciences. The Bureau is staffed by 36 highly trained professionals and para-professionals and is equipped with over a quarter million dollars in laboratory equipment. In 1968, the Bureau received over 6,000 cases from New Jersey agencies, requiring over 91,000 separate examinations.

Despite the existence of these central facilities, there is a very great need for regional crime laboratories that would expand the total capacity to do scientific crime analysis, and that perhaps even more importantly would make it more readily and quickly available to every local agency in the State.

This need has been expressed to SLEPA by numerous police and prosecutive agencies around the State, both during and since SLEPA's six regional conferences, as perhaps the most important need for the solution of individual crimes.

In recent weeks, the New Jersey Legislature enacted a bill creating regional crime laboratories in New Jersey. The need therefore now shifts to other means of increasing the availability of such services to local apprehension agencies.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for means consistent with the prospective State regional crime laboratories, but tending to increase their effectiveness. One possibility is the provision of satellite vans for on-site inspections. Another possibility is the training of the required crime scene investigators.

Uniform Internal Municipal Police Records (Approach No. d-6)

Objective:

TO IMPROVE POLICE ORGANIZATION EFFECTIVENESS BY PROVIDING MUNICIPAL POLICE DEPARTMENTS WITH IMPROVED FORMS AND RECORDS KEEPING SYSTEMS, INCLUDING MECHANICAL SYSTEMS, WHICH WILL PROVIDE RAPID, ACCURATE PROCESSING, IS DESIRABLE, AND SHOULD BE IMPLEMENTED.

TO ALLOW FOR MORE COMPLETE AND ACCURATE ADMINISTRATIVE AND INSTITUTIONAL RESEARCH INTO OPERATIONS WITHIN POLICE DEPARTMENTS, IS DESIRABLE, AND WOULD RESULT FROM BETTER RECORDS KEEPING.

The efficiency of any organization, no matter what its purpose, ultimately rests on its management methods. Local police departments find it difficult to afford management consultants that could apply modern techniques to their particular operation. In the area of records keeping

there is great potential for increasing the internal efficiency of the police, and the quickness with which they can respond to demands put upon them.

Implementation:

A number of projects are possible under this program approach. Among them is the development of a more efficient reporting method that would make it possible for investigating officers to remain on patrol while preparing reports.

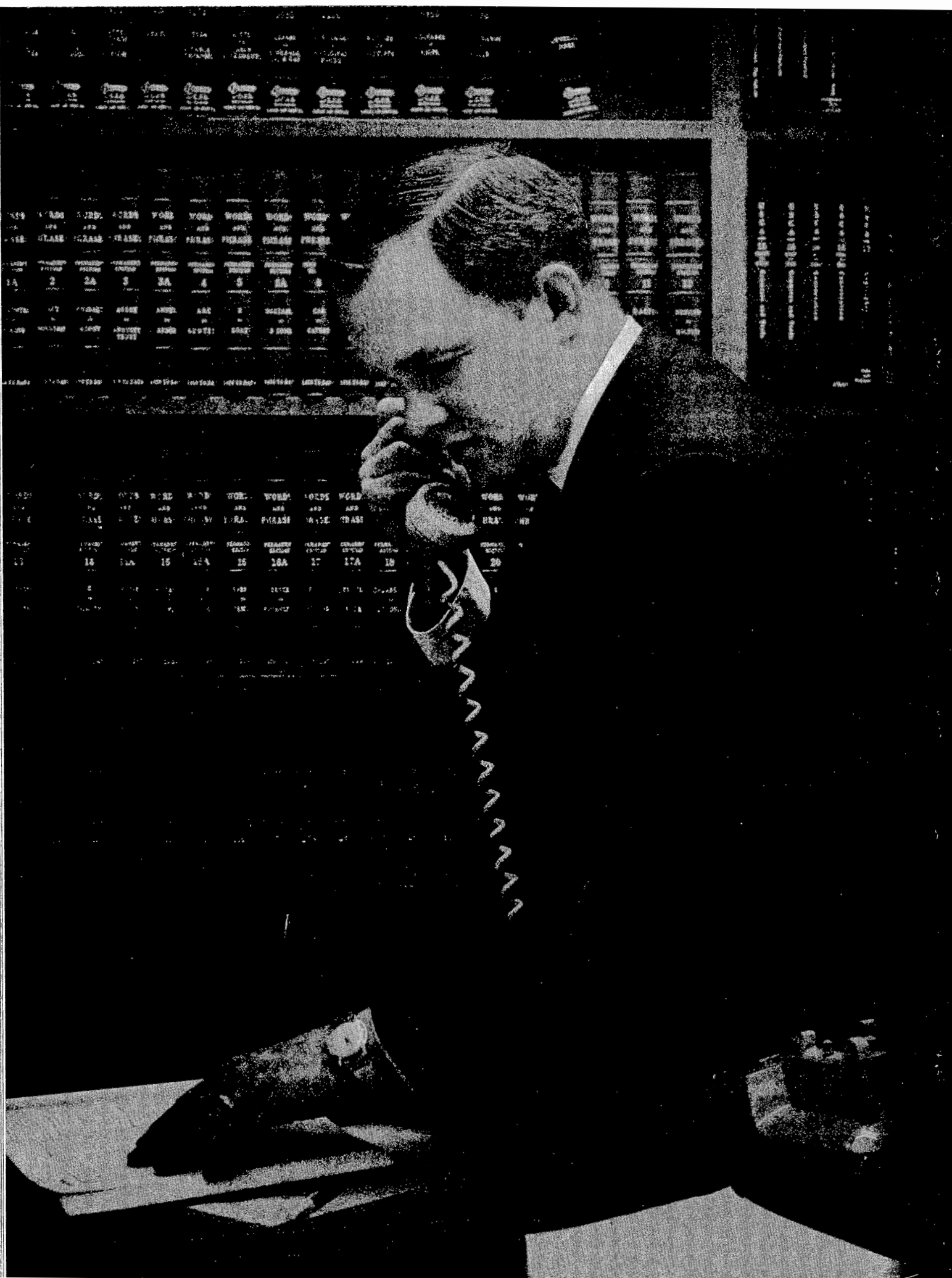
Another possible project would involve the development of an area-centralized records system for a large number of municipal police departments. Such a central records system could reduce duplication of efforts and place responsibility in one locality, thus facilitating the checking of criminal and traffic information throughout the area.

Another possible project is to establish the best systems and the degree of freed-time benefits, associated with improved patrolman reporting forms and procedures of all kinds.

Another possible project would involve experiments with the microfilming of records.

Other worthy studies and projects are possible, and their suggestion would be welcomed.

SLEPA has begun the process of determining the internal police records needs in New Jersey departments by conducting, with fiscal 1969 planning funds, a systems analysis study of the information needs and records keeping problems of a medium size New Jersey department, especially oriented toward increasing department efficiency so as to free manpower for law enforcement duties.



Improvement of Adjudicative Activities and Law Reform

The Courts are the center of the adjudicative process, and as such they have a reciprocal effect on each of prosecution, public defense, and the criminal bar, as regards procedures, workloads, and scheduling. In addition, these agencies all have in common legal training and the legal method.

There are professional-type problems existing in each of the adjudicative agencies, and each also has managerial-type problems. In addition, there are overall problems in the system of adjudicative agencies based upon the aforesaid reciprocal effects they have on one another.

All these agencies are heavily involved in paperwork, and particularly in paperwork that is intended to institute inter-agency action of some kind, and that therefore has to move about in a complicated flow pattern across agency lines. They are also all involved in detailed scheduling problems, both of their own work, and of the phasing of their work into that of the others, particularly the courts.

As in all such complex systems, the more peripheral problems must be attacked first, while the more structural problems are studied and analyzed in detail. This will be the general development herein.

It should be mentioned here that training for new judges for the criminal bar, and for members of the prosecutor's and public defender's offices, is vital to the basic health of the adjudicative system. This has already been covered in program approaches No. a-4 (New Jersey Criminal Adjudication Officers Academy) and No. a-5 (Training Program and Reference Materials) under Section a above.

The subject of law reform is very important to the criminal justice system for several reasons. Simpler, more consistent and integrated criminal laws are easier to administer by all concerned, and

are easier to explain to the citizenry. In addition, the removal of criminal laws that are no longer enforced, and the removal of unfair provisions of the criminal law, would profit the criminal justice system as a whole by increasing the respect of the public for the law as an institution and for those who administer it.

The several initial program approaches that follow can lead to further development of the adjudicative agencies of the State, but they are not intended to be exhaustive of all that might be done. Rather, they are a beginning. As the Omnibus Crime Control program grows, further program approaches will be advanced on a step-by-step basis.

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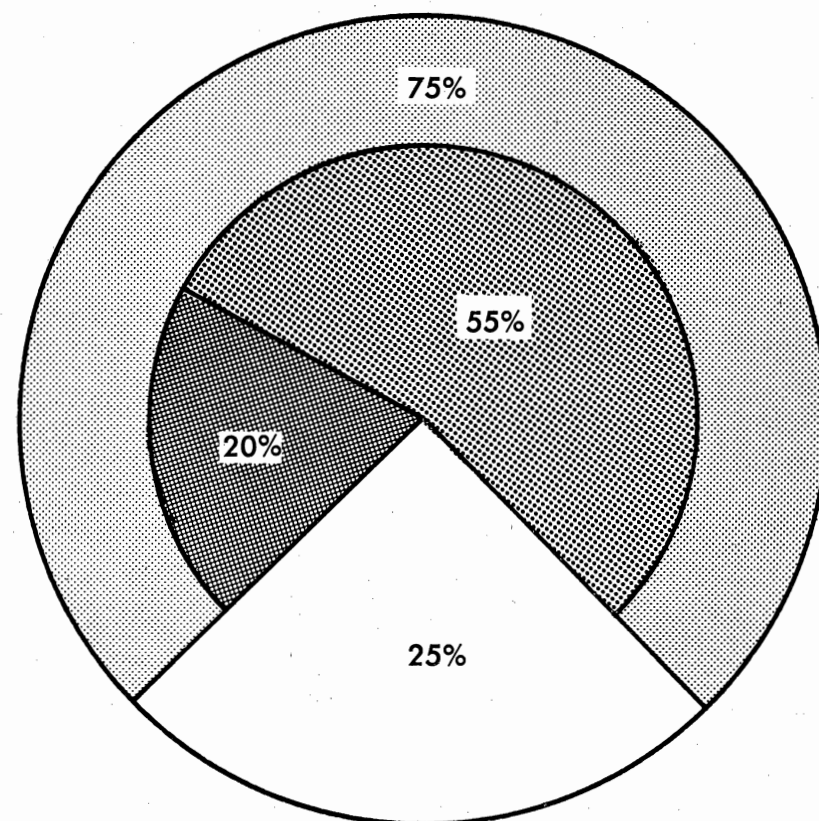
Statewide Uniform Crime Disposition Reporting System (Approach No. e-1)

Objective:

TO CONDUCT RESEARCH INTO THE RAMIFICATIONS OF A UNIFORM CRIME DISPOSITION REPORTING SYSTEM AT THE STATE LEVEL AND TO PROVIDE FOR THE LONG RANGE ACCEPTANCE OF SUCH A PROGRAM AT THE LOCAL LEVEL.

The President's Commission on Law Enforcement and Administration of Justice stated, "The receipt and analysis of crime statistics is a proper responsibility of the State." To carry this out, a state program should include all things necessary for the receipt and complete analysis of crime reports, mandatorily submitted by law enforcement agencies, and the submission of statistics to the FBI.

ROBBERY ARRESTS NOVEMBER - 1968



NO PRIOR
ARREST RECORD

PRIOR ARREST
FOR ROBBERY

PRIOR ARREST
RECORD

PRIOR ARREST
RECORD FOR OTHER
THAN ROBBERY

The State of New Jersey has carried out the first step in such a program by instituting a mandatory Uniform Crime Reporting System. The second logical step is to include court disposition into the system. When the second step is properly accomplished, New Jersey will have a comprehensive data bank, revealing what is happening in the criminal justice system. This data bank must however contain complete and accurate information if it is to serve the needs of the system in the areas of prevention, apprehension, detention, adjudication, corrections and rehabilitation. The information in it must be continually updated to include current information concerning any offender's status at any stage in his movement through the criminal justice system.

Such information is vital if there is to be a statewide information system, and it is equally vital if we are to be able to analyze the effects on an offender of precisely what happened to him in the system, i.e. the detailed effects on recidivism of all the methods of criminal justice, not just the rehabilitation agencies.

As a result of a year long study, a basic Uniform Court Disposition Reporting System was developed and introduced on a pilot basis in Mercer County on July 1, 1968.

This system establishes a standard judicial complaint form for all disorderly persons and criminal offenses. Other related forms were developed to aid the Court Clerks and County Prosecutors in meeting their statutory reporting obligations. These various forms provide the vehicle for reporting interim and final court dispositions to the State Bureau of Identification, which has the responsibility of maintaining the identification records data bank, and disseminating such information throughout the State and to the F.B.I.

The system will be advanced, step-by-step, in a multi-year phased program. It will involve informed participation by many local agencies.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the education of local agencies about the Uniform Crime Disposition Reporting System, what it will require, and what its benefits will be.

Provide funds (to be matched by the grantee in accordance with law) for research into selected

ramifications and opportunities that will occur as the system is phased in.

Reform of the Municipal Courts (Approach No. e-2)

Objective:

TO PROVIDE A COMPREHENSIVE STUDY TO EVALUATE THE PRESENT MUNICIPAL COURT SYSTEM IN NEW JERSEY AND TO DESIGN ALTERNATIVES.

Some 521 municipal courts make up the present New Jersey municipal court system (not a court of record), and because of their wide variations, they are difficult to administer effectively. For example, in the smaller courts, judges serve part-time as do clerical personnel, and most receive very small salaries. Also, 521 separate municipal courts maintain 521 separate dockets, cash books, and other records.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for a comprehensive study of the municipal court system, to evaluate that system, and to provide alternative system designs.

A change in the present structure of this statutory court system can occur only by the legislative enactment of enabling legislation. Prior to new legislation being enacted, a comprehensive study could evaluate the present system against possible alternatives as regards personnel, facilities, the operational and administrative functions, and the quality of justice.

Management of Court Information and Records (Approach No. e-3)

Objective:

TO PROVIDE FOR MODERN METHODS OF INFORMATION MANAGEMENT BY THE COURTS WOULD INCREASE THE EFFICIENCY OF THE COURTS AND THE OTHER ADJUDICATIVE AGENCIES THAT CONTRIBUTE TO THE COURT'S WORKLOAD, WOULD SPEED THE PROCESSES OF CRIMINAL JUSTICE, AND SHOULD BE IMPLEMENTED.

The court is, managerially, an institution where a

BREAKING AND ENTERING, 1968

CLASSIFICATION	NUMBER OF OFFENSES	PERCENT DISTRIBUTION	TOTAL VALUES	AVERAGE VALUES
RESIDENCE	38,788	54.3	\$16,425,712	\$423
Night	14,584	20.4	6,997,699	479
Day	16,384	22.9	6,433,941	392
Unknown	7,820	11.0	2,994,072	382
NON-RESIDENCE	32,657	45.7	13,072,307	400
Night	23,741	33.2	9,144,638	385
Day	3,359	4.7	1,808,255	538
Unknown	5,557	7.8	2,119,414	381
Total for New Jersey	71,445	—	\$29,498,019	\$413

great many papers are filed by a great many different agencies, for the purpose of instituting action. The papers relate to cases, and they relate to one another in certain logical ways. The resultant records management problems are very great.

In addition, the court is an institution where a great many events are scheduled having a very complex interrelationship to one another and to the other activities of the court. The resultant scheduling, forms, and procedures problems are very great.

SLEPA is presently conducting a systems analysis of a New Jersey County Court, and it is hoped and expected that principles will be learned there as regards forms, procedures, and records management, that can be of value elsewhere in the State. It is also hoped that a design for computer assisted court operations will emerge from that study and subsequent design studies that will build upon it.

Action funds will be needed however, to begin to put into practice what is learned about the information management problems of the courts.

Implementation:

Provide funds (to be matched by the grantee in accordanced with law) for the design and implementation, on a pilot basis, of modern methods of information management for the courts with or without computer assistance in a given instance.

**Criminal Judicial Information Reporting System
(Approach No. e-4)**

Objective:

TO ALLOW JUDGES TO BE ASSIGNED ACCORDING TO NEED; TO MONITOR COURT OPERATING COSTS; TO DETERMINE THE EFFECTIVENESS OF THE SYSTEM AS IT RELATES TO RECIDIVISM; AND TO PROVIDE INDEPTH SYSTEMS ANALYSIS OF JUDICIAL ACTIVITIES, REQUIRES THAT DETAILED STATISTICAL INFORMATION ON INDIVIDUAL CASES BE COLLECTED CENTRALLY FOR ANALYSIS, AND THIS SHOULD BE IMPLEMENTED.

Presently the Administrative Office of the Courts receives weekly reports from all judges,

except those assigned to the Appellate Division of Superior Court and municipal court judges, and monthly reports are received from all court clerks. However, these reports do not supply information on an individual case basis, making it impossible to evaluate the effectiveness of judiciary activity on the growing crime and juvenile delinquency rate.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) to set up a detailed system of reporting judicial information on cases to the Administrative Office of the Courts.

The scope of the system would include individual case reporting of all criminal cases, and appeals, in the county and appellate courts, and in the Juvenile and Domestic Relations Courts, and aggregate reporting of non-indictable offenses by the County District and Municipal Courts.

The setting up of the system would be a multi-phase operation requiring three to four years. The first year's goals would include a description and analysis of existing reporting procedures and the determination of needs for specific data; the drafting of enabling legislation and court rules; establishment of criteria in the new reporting system; and the development of forms for the system. The second year would be devoted to programming and pilot implementation of the system. Evaluation and adjustment of the system during the third year would precede operational implementation of the new system.

**Management of Prosecution Information and
Records
(Approach No. e-5)**

Objective:

TO PROVIDE FOR MODERN METHODS OF INFORMATION MANAGEMENT BY THE PROSECUTORS' OFFICES WOULD INCREASE EFFICIENCY, REDUCE DELAYS, AND AFFECT FAVORABLY THE RELATIONSHIP OF PROSECUTION FORMS AND PROCEDURES TO COURT FORMS AND PROCEDURES, AND SHOULD BE IMPLEMENTED.

A prosecutor's office is a very busy place and the information control and records keeping problems are as bad as those already described with regard to the courts. They are different however, in that the

LARCENY (Except Auto Theft)—1968

CLASSIFICATION	NUMBER OF OFFENSES	PERCENT DISTRIBUTION	TOTAL VALUES	AVERAGE VALUES
Pocket-Picking	1,391	1.3	\$ 119,875	\$ 86
Purse Snatching	3,954	3.8	229,838	58
Shoplifting	5,383	5.1	271,147	50
From Autos	20,009	19.1	3,538,451	177
Auto Parts and Accessories	20,139	19.2	1,576,582	78
Bicycles	17,247	16.4	686,718	40
From Buildings	18,400	17.5	4,508,318	245
From Any Coin Operated Machines	1,775	1.7	55,448	31
All Other	16,721	15.9	3,864,710	231
Total for New Jersey	105,019	100.0	\$14,851,087	\$141

court's problems revolve around the agencies that practice before it, while the prosecutor's office deals with ancillary "outside" functions such as investigation, and is as a result more open-ended.

SLEPA is presently conducting a systems analysis of a New Jersey County Prosecutor's Office and it is hoped and expected that principles will be learned there as regards forms, procedures, records keeping, and the structuring of operational decisions based on data, that will be of value elsewhere in the state.

Action funds will be needed however, to begin to put into practice what is learned about the information management problems of the prosecutors' offices.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the design and implementation, on a pilot basis, of modern methods of information management for prosecutors' offices.

**Management of Public Defender's Information and Records
(Approach No. e-6)**

Objective:

TO PROVIDE A STUDY OF THE PUBLIC DEFENDER'S OFFICE, INCLUDING BUT NOT LIMITED TO INFORMATION MANAGEMENT, WOULD BE TIMELY AND APPROPRIATE, AND SHOULD BE IMPLEMENTED.

The Public Defender's Office is only two years old in New Jersey, and is still developing. For that reason, however, it is all the more important to establish a logical information and records management system for this branch of the adjudicative system at this time. The Public Defender's Office has several unique characteristics that would render its information problems different from that of the prosecutors' offices. In addition, the position of the Defender as the criminal attorney for the indigent, requires the conclusion that an increase in the efficiency of operations of the Public Defender's Office is especially important to criminal justice.

Moreover, with such a study of the Defender's Office, there would be a data base from all three

institutional adjudicative branches, so that better system-wide procedures would be fostered.

In addition, because it is new and rapidly expanding, it would be very desirable to broaden the information and records study to include a study of other aspects of the operation of the Defender's Office relating to case loads, kinds of cases, financial data on defendants, and any other emergent problems of this new institution.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the study of the operations of the Public Defender's Office, including but not limited to information and records management.

**Improvement of the Bail System
(Approach No. e-7)**

Objective:

TO PROVIDE A FULL-TIME STAFF RESPONSIBLE FOR IMPLEMENTATION OF EXISTING BAIL POLICIES UNIFORMLY THROUGHOUT THE STATE.

Since 1965, the Supreme Court and the Administrative Office of the Courts have recommended and encouraged changes in the bail practices in the state, as part of the continuing effort to improve the administration of criminal justice in New Jersey. The Supreme Court modified its rules concerning bail and authorized, also by rule, law enforcement officers to issue a summons in lieu of arrest for certain non-indictable offenses.

The release of a defendant on his own recognizance or at a reduced bail is determined in New Jersey by an investigation into his stability in the community and availability for trial. The report to the Court is patterned on the point system developed by the Vera Institute of Justice.

These changes were intended to extend the scope of pre-trial liberty. However, the system is not now operating satisfactorily and falls short of providing essential justice to the individual and protection to the public, due to the lack of uniform implementation of existing policies throughout the State.

Implementation:

Provide funds (to be matched by the grantee in

accordance with law) on a pilot basis, to establish a formal Bail Unit associated with an appropriate criminal court, and to demonstrate the effect of such a unit upon the actual operation of liberalized bail practices.

In addition to collecting and verifying information for the determination of eligibility for release on personal recognizance, the Bail Unit would make an evaluation of potential risk as a means of identifying and screening out those defendants who are considered bad risks as far as the public is concerned, but who might otherwise meet criteria for pre-trial release. It is believed this type of service would reduce to a minimum the potential risks defendants pose to the community as a result of their pre-trial release.

Experience indicates greater effort needs to be made to secure compliance of released defendants with court appearance schedules. With adequate staff the Bail Unit would be in a position to assume responsibility for giving proper instructions to defendants regarding their obligations at the time of release, as well as for monitoring their availability for later court appearances.

The availability of additional personnel would also make it possible for the Bail Unit to act as a liaison between the court and the police for the purpose of encouraging greater use of the summons in lieu of arrest in non-indictable cases. If Bail Unit staff were able to initiate their investigation services at the time of arrest rather than afterwards, it would appear probable that a greater number of summonses could safely be issued by police officers than at present.

Criminal Law Reform (Approach No. e-8)

Objective:

TO PROVIDE STAFF FOR ONE OR BOTH OF THE LEGISLATIVE COMMITTEES ON LAW AND PUBLIC SAFETY WOULD MATERIALLY AID THE CREATIVE DRAFTING AND CONSIDERATION OF BILLS RELATING TO CRIMINAL JUSTICE, AND SHOULD BE DONE.

TO PROVIDE STAFF FOR THE JUVENILE COURT LAW REVISION COMMISSION AND THE CRIMINAL LAW REVISION

COMMISSION WOULD AID THE RECODIFICATION OF THE CRIMINAL LAW, AND SHOULD BE DONE.

In 1968 the New Jersey Legislature enacted two measures dealing with reform of the criminal statutory law. The Juvenile Court Law Revision Commission was created and empowered "to make a study of the statutes relating to the juvenile courts and the treatment of Juvenile offenders and, if found warranted, to prepare a proposed revision of such statutes." No specific appropriation is mentioned to enable the Juvenile Law Commission to carry out the project.

The Criminal Law Revision Commission was also created, and empowered "to study and review the statutory law pertaining to crime, disorderly persons, criminal procedure and related subject matter" — "to modernize the criminal law of this State so as to embody principles representing the best in modern statutory law, to eliminate inconsistencies, ambiguities, outmoded and conflicting, overlapping and redundant provisions and to revise and codify the law in a logical, clear and concise manner." The Legislature appropriated \$50,000 to enable the Criminal Law Commission to carry out the project.

The Law Revision and Legislative Services Commission has the mandate in both acts to insure that any proposals mechanically comply with the format of New Jersey statutes.

Basic new statutory policy (as distinct from recodification, including simplification, clarification, and modernization of existing law) is seldom provided by a law reform commission, and is instead almost always formulated by members of the legislature itself.

In New Jersey, the two houses of the Legislature have resolved themselves into subject-matter committees for the receipt, study, and initial screening of bills. The criminal justice field is within the jurisdiction of the Assembly and Senate Committees on Law and Public Safety.

While staff legislative services, including study and drafting of bills, is provided in the New Jersey Legislature, it is done by a single agency for all bills, the Law Revision and Legislative Services Commission. No standing Assembly or Senate Committees have separate staff of their own, not even a counsel.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for provision on a demonstration basis of at least one staff member to at least one of the Legislatures Committees on Law and Public Safety.

Provide technical services to either or both of the Juvenile Court Law Revision Commission and the Criminal Law Revision Commission, by SLEPA staff.

Provide funds (to be matched by the grantee in accordance with law) to supplement the staff of either of the two Law Revision Commissions.

Basic Experiments to Reduce Delay in Criminal Adjudication (Approach No. e-9)

Objective:

TO PROVIDE THE MEANS FOR REDUCING DELAY IN THE COURTS RELATED TO BASIC APPROACHES, WOULD LEAD TO SWIFTER JUSTICE, DISRUPT THE DEFENDANTS' LIFE LESS, HAVE A DETERRENT EFFECT ON OTHERS, AND INCREASE RESPECT FOR THE SYSTEM; AND IT SHOULD BE IMPLEMENTED.

In Washington, D.C. a study of Court delay showed that the average court room time for guilty felony pleas was less than one hour, while the median time from initial appearance to disposition was four months.

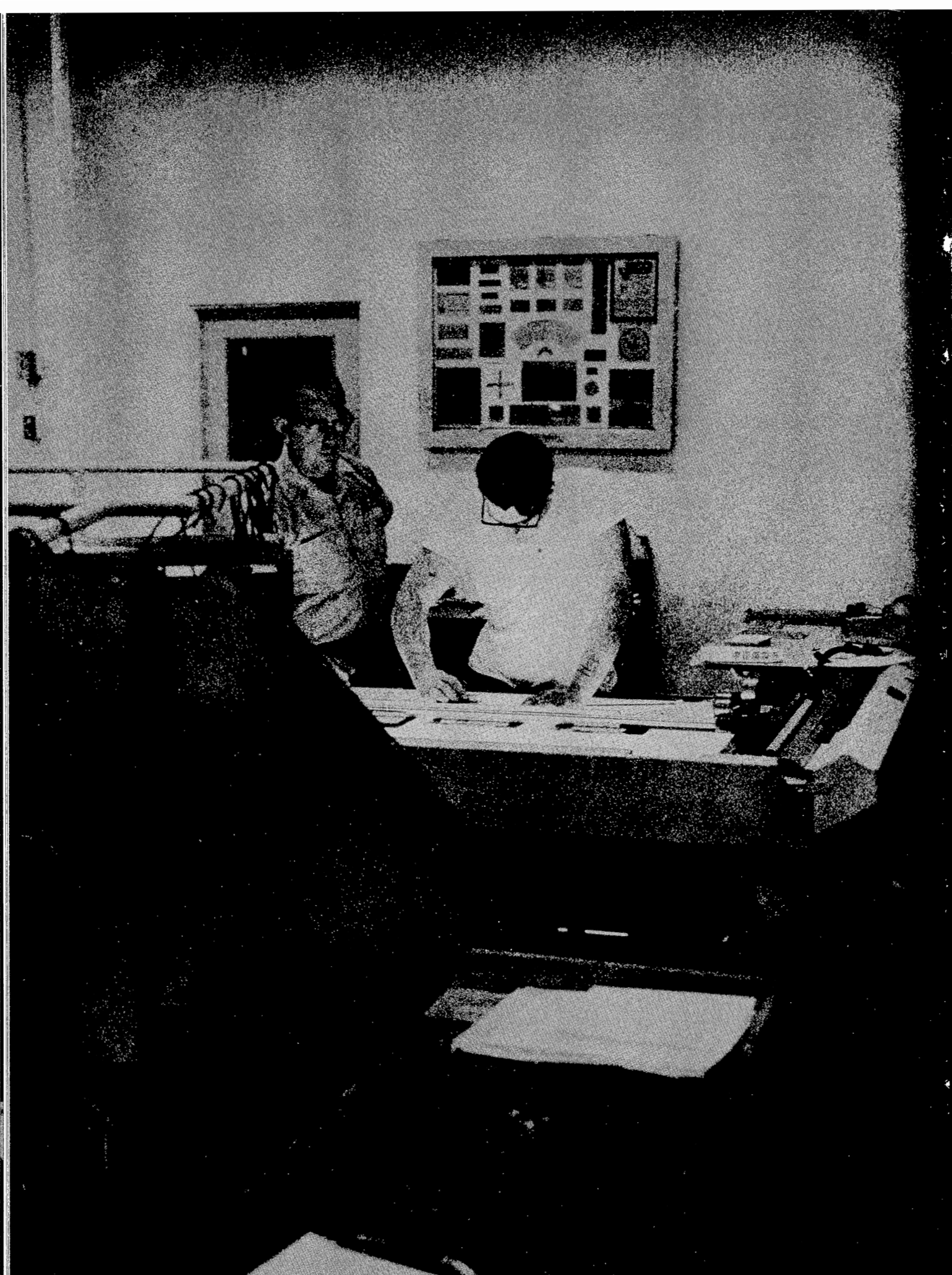
The known facts about felony cases in Washington were placed in a computer, and the operation of the system was simulated. After a number of variables in the system were tested, it appeared that the addition of a second grand jury would result in a 25% reduction in the time required for the typical felony case to move from initial appearance to trial.

Delay in the courts is not only unfair to the defendant, but it also impedes the work of the adjudicative agencies themselves, including the courts.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for demonstration projects testing the effect on court delay of basic experiments, such as the provision of a second grand jury.

Provide funds (to be matched by the grantee in accordance with law) for a computer simulation of selected New Jersey courts, to allow the systematic generation of possibilities for such basic experiments.



Increase in Effectiveness of Corrections and Rehabilitation

A large percentage of crimes are committed by persons who have already been convicted of at least one prior crime. The reduction of "recidivism" has long been one of the major goals of the criminal justice system.

While the goal has remained steady, the methods for achieving it have shifted in recent years toward innovation, and New Jersey with its "Highfields" and other projects, has been among the leaders in that regard.

The following is a list of general objectives for developing increased effectiveness in corrections and rehabilitation in New Jersey:

- To reduce crime through rehabilitation of offenders at the earliest possible point of contact in the criminal justice system.
- To develop a range of correctional alternatives that promote treatment approaches as close to the community as security and individual circumstances will allow.
- To prepare offenders, while they are in the correctional system, to develop skills that will serve as an economic alternative to crime after they are released.
- To seek more effective means of rehabilitating narcotic addicts and alcoholics.

Certain juvenile delinquency aspects of corrections and rehabilitations have already been set forth under Section c above.

The several initial program approaches that follow can be central to the further development of an improved corrections and rehabilitation system for New Jersey. They are not, of course, nor are they intended to be, exhaustive of all the worthy approaches there are. Rather, they are a beginning.

Rehabilitation for Short-Term Prisoners (Approach No. f-1)

Objective:

TO STIMULATE THE DEVELOPMENT OF PROJECTS IN COUNTY CORRECTIONAL INSTITUTIONS THAT WILL FOCUS A SERIOUS EFFORT ON REHABILITATING CONVICTED SHORT-TERM OFFENDERS, AND THAT WILL MOBILIZE THE ASSISTANCE OF COMMUNITY AGENCIES AS NEEDED TO ASSIST INDIVIDUALS IN CUSTODY AWAITING ADJUDICATION, IS BADLY NEEDED, AND SHOULD BE IMPLEMENTED.

Although more than 50,000 individuals pass through the county operated correctional facilities in New Jersey each year, there are no efforts made in most jurisdictions to reverse the behavior that brought the offender into conflict with the law. Because of competing demands on limited resources, there is little public pressure to promote other than secure holding facilities in these institutions.

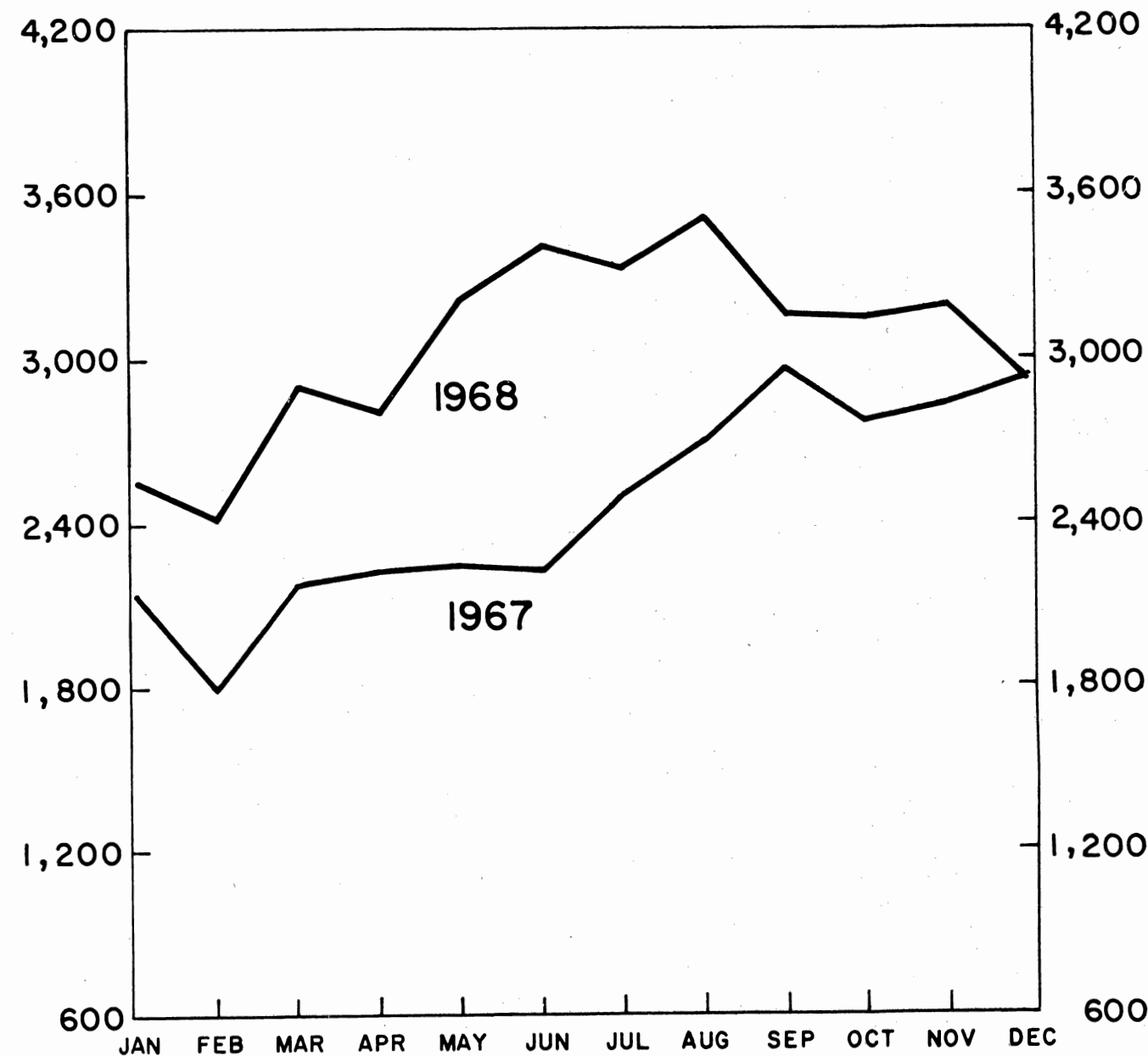
Implementation:

Provide funds (to be matched by the grantee in accordance with law) to county correctional authorities for projects having a clearly demonstrable rehabilitative value, or to develop such.

Initially, the types of projects involved would be those that can be implemented in the county jail system as it now exists. Activities could include the following: preparation of social histories on each person as he is placed in jail custody, with efforts made to assist the individual and his family with critical problems; provision of basic education opportunities to those in need, e.g., literacy training through high school equivalency; and the

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development of post-release assistance activities, particularly job placement.

These projects would be sponsored by the counties. It is anticipated that each county jail would need a Rehabilitation Director who would be responsible for the development of these rehabilitation activities. Additional staff could be retained depending upon the volume of commitments. Any grant project implementing this approach would have as a specific condition the approval of the qualifications of the Rehabilitation Director by SLEPA.

A longer range view of county correctional institution operations would include the broadening of the financial base of the institutions that house short-term offenders beyond that of the county. Such an approach could involve construction of regional facilities architecturally suited to modern programming of rehabilitation activities. The construction of one regional correctional institution (for example, serving multiple low-population counties) to serve as a model for jail operations and as a training facility for county correctional personnel could be a component of this program.

Community-Based Corrections (Approach No. f-2)

Objective:

TO DEVELOP A RANGE OF CORRECTIONAL PROJECTS BASED IN THE COMMUNITY, THAT WILL OFFER ADDITIONAL ALTERNATIVES TO THE COURT AND CORRECTIONAL ADMINISTRATORS TO BETTER MEET THE NEEDS OF THE INDIVIDUAL WHILE MAINTAINING SAFETY OF THE COMMUNITY, WOULD IMPROVE NEW JERSEY'S CORRECTIONAL SYSTEM, AND SHOULD BE IMPLEMENTED.

The most effective correctional programs are those that operate as closely to the community as security will allow, providing periods for testing behavior without the artificial restraints of institutional confinement.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the pilot testing of

projects that will correct and rehabilitate offenders outside of the correctional institutions.

THIS PROGRAM APPROACH HAS BEEN SELECTED FOR FISCAL 1969 ACTION FUNDS.

Number of projects: Because of the limited extent of fiscal 1969 funds, commitment can presently be made only to three or four applicants. Because of the importance of community involvement in prevention and rehabilitation, this program approach and program approach No. c-1 ("Community Involvement in Delinquency Prevention") will be funded within a single total* for fiscal 1969 funds, so that maximum flexibility will be attained in the combined category, thereby increasing the likelihood of early implementation, and cross-fertilization between the two categories.

Example projects: Establishment of neighborhood service-centers focusing on rehabilitation of probationers in the context of their own neighborhood and using their own neighbors as the principal means, including but not limited to, remedial education, vocational evaluation and testing, job-placement, home-finding and improvement, and consumer guidance; development of improved work-release programs; development of improved half-way houses; specialized case-loads in probation and parole; and ex-prisoners aid projects utilizing rehabilitated ex-prisoners as the agents.

Location of projects: Funding will be made to applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation. If possible, at least one large, one medium-sized, and one small city in different parts of the State will be chosen.

Length of projects: Phase one would include an evaluation of local needs, and a project design. Phase two would include establishment of programs under the design. Phase three would include an on-going evaluation of the functioning of the project, and dissemination of data and recommendations to other jurisdictions. Phases one and two are tentatively set for one year total. Grants under fiscal 1969 funds (phases one and two) will be refunded for at least one year provided analysis of costs and benefits in phase three warrants.

Desired results: Improvement of corrections,

reduction of recidivism, involvement of the community in criminal justice efforts, and development and dissemination of model programs for use by other jurisdictions.

Subgrant Data:

Estimated Total Cost	\$316,884*
Federal Share (60%)	\$190,130*

Anticipated range of funding for the subgrantees will be between \$39,610 and \$52,814 of which \$23,766 and \$31,688 respectively will be the anticipated Federal share.

*An effort will be made to divide available funds under approaches c-1 and f-2 on an equal basis (50% each) within the total.

**Vocational Training for Confined Offenders
(Approach No. f-3)**

Objective:

TO ESTABLISH PROJECTS THAT WILL PREPARE OFFENDERS IN CORRECTIONAL CONFINEMENT FOR EMPLOYMENT IN SKILLS THAT ARE IN DEMAND, AND THAT COMMAND REASONABLE WAGES AND OFFER CAREER OPPORTUNITY, IS NECESSARY IF AN ECONOMIC ALTERNATIVE TO RECIDIVISM IS TO BE ESTABLISHED, AND SHOULD BE IMPLEMENTED.

A common characteristic of the vast majority of young adults in correctional confinement is that of employment failure. In a society where acquisition of material goods is deemed a prime requisite for social status and self-respect, it is essential to acquire skills that may be used to legitimately compete for a degree of material success beyond mere survival.

There is a lack of vocational training in actually salable skills in virtually all of the state and county correctional institutions. Initial investment for the facilities, equipment and material to establish vocational training programs congruent with the demands of the industrial marketplace have been beyond the scope of available resources.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for a design, and in a subsequent year for pilot basis implementation, of modern vocational education facilities within a

selected correctional institution on each of the state and county levels.

**Vocational Training for Released Offenders
(Approach No. f-4)**

Objective:

TO PROVIDE POST-RELEASE JOB COUNSELING, AND TO PROVIDE POST-RELEASE JOB TRAINING, WOULD TAKE ADVANTAGE OF THE MOTIVATIONAL FACT THAT DELINQUENT PERSONALITIES RESPOND BEST TO PRESENT NOT FUTURE NEEDS, AND SHOULD BE IMPLEMENTED.

Assuming the failure of the present rehabilitation system to impart actually salable skills to confined offenders, there arises the need to follow the released offender into the community to provide skill training at that stage.

Just as high school students frequently cannot study simply because it is required, so it is difficult for many offenders to learn skills under duress. The psychology is very much the same, and the analogy can be extended to the common stage when the newly graduated high school student or newly released offender suddenly knows what he should have known all along: he needs the very skills he spurned.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the provision of job counseling and job training to newly released offenders.

**Joint Industry — Corrections Training
(Approach No. f-5)**

Objective:

TO TAKE ADVANTAGE OF THE ENORMOUS TRAINING CAPACITY OF INDUSTRY FOR SALABLE SKILLS, WOULD SUPPLEMENT PUBLIC FACILITIES, AND SHOULD BE IMPLEMENTED.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the development, on a pilot basis, of new joint industry-corrections

approaches, especially for work-release offenders, but also with regard to bringing selected commercial industries into selected institutions for on-the-job training or lecture and illustration training.

Provide funds (to be matched by the grantee in accordance with law) for studies and pilot projects leading toward the location of selected industries adjacent to, or in common facilities with, correctional institutions of selected nature, for the purpose of bringing jobs and manpower together.

**Special Offenders — Rehabilitation
(Approach No. f-6)**

Objective:

TO ENCOURAGE THE DEVELOPMENT OF PROJECTS THAT WILL MORE EFFECTIVELY PROMOTE THE REHABILITATION OF CHRONIC DRUG ADDICTS, ALCOHOLICS, AND OTHER SPECIAL OFFENDERS, WOULD SUPPLEMENT PREVENTION ACTIVITIES, AND SHOULD BE IMPLEMENTED.

Two types of special offenders are chronically in conflict with the law because their lives have become unmanageable through habit forming agents, narcotics and alcohol.

There has been a great deal of debate as to whether such individuals should be treated as medical problems or in the correctional system as

offenders. Incarceration in itself has proven ineffective as an influence in advancing permanent change. Both alcoholic and narcotic addicts need a period of "drying out" followed by persistent, supportive treatment efforts.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the pilot project development of rehabilitation methods for chronic narcotic, alcoholic, and other special offenders.

The State of New Jersey is presently in process of planning a new narcotics treatment center that will direct an effort toward total rehabilitation of narcotic addicts. Because completion of this facility is approximately two to three years away, there is presented an excellent opportunity to experiment with program approaches and to train staff to be skilled in operational responsibilities anticipating the opening of the new facility.

An example project under this approach would use group methods, include the offenders wives, carry over into community supervision after release, and have a research component. If such an effort were found effective, it could be implemented in county and state correctional facilities also.

It is hoped that on the difficult subject of alcoholism, a project might be initiated in a county with a large urban center as an adjunct to a city hospital facility. It could include medical treatment, problem diagnosis, and referral for community services.

Reduction of Organized Crime

One of society's most important problems is organized criminal activity. The magnitude of the situation and the growth of crime, both individual and organized, is shown by the fact that today organized crime is considered as the nation's second largest economic entity after government.

As Prohibition neared its end, there was established in 1931 a nationwide syndicate of criminals that has grown powerful in New Jersey and throughout the nation by supplying the illegal services and illicit goods desired by some of our citizens.

Within the past year, several new legal steps have been taken against organized crime in New Jersey, including the following:

- The impaneling of a grand jury with statewide jurisdiction at Trenton in February of 1969 to probe organized crime and official corruption. The presentation of evidence to this first statewide grand jury is handled by two former Federal Attorneys. They act as Co-directors of the new Organized Crime Unit, in the State Department of Law and Public Safety, which is headed by the Attorney General of New Jersey.

- New Jersey's witness immunity bill was passed in July, 1968, to compel evidence from certain witnesses in criminal proceedings and to grant immunity from prosecution to such persons.

- New Jersey's "Wiretapping and Electronic Surveillance Control Act" was approved on January 14, 1969, as a tool to combat organized crime. It will remain in effect until December 31, 1974.

- Two bills were passed by the New Jersey Legislature in 1968 providing penalties for usury (loan sharking). The first was approved in September, 1968, and provided penalties for persons loaning money and charging interest

beyond the maximum rate allowed by law, while the second was approved in November, 1968 making it a high misdemeanor to loan money and charge an interest rate of over 50% a year.

- In 1968, a four-member State Commission of Investigation was created to investigate the enforcement of New Jersey laws, including those dealing with organized crime and racketeering, as well as the conduct of public officials and matters pertaining to public peace, public safety and public justice. The sum of \$400,000 was appropriated for the first year of the Commission, which expires December of 1974.

- In September of 1968 a nine-member, non-partisan Criminal Law Revision Commission was created to modernize the criminal law of New Jersey, with a final report due by April 1, 1970. The sum of \$50,000 was appropriated to carry out the Act's purposes.

These very powerful efforts against organized crime are of course of greater weight than anything that can be done by SLEPA in this initial, relatively low level of federal funding. However, as time goes on, Omnibus Crime Control funds can become very important indeed in the area of organized crime.

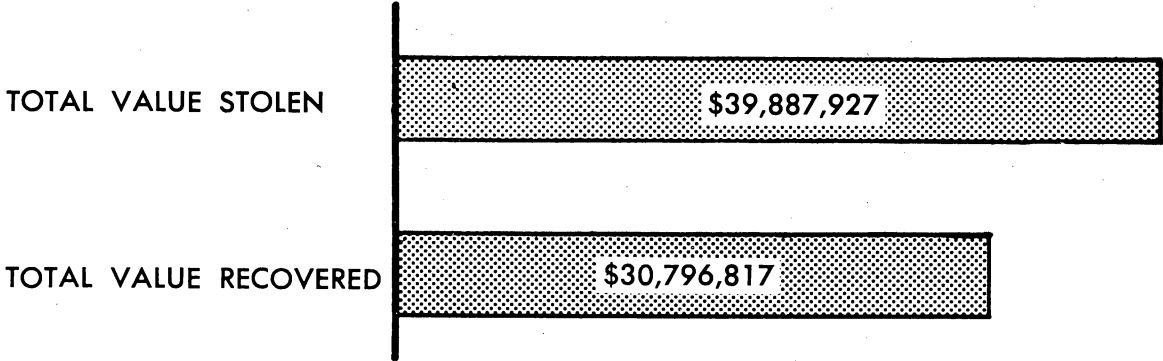
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Expanded Investigation of Organized Crime (Approach No. g-1)

Objective:

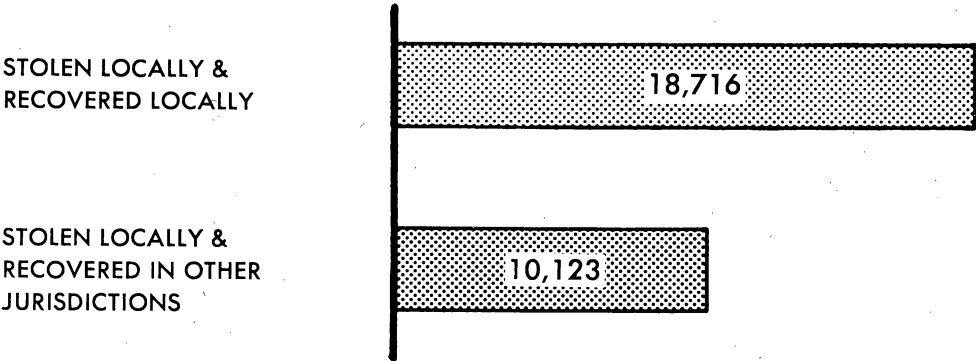
TO PROVIDE BETTER CENTRALIZED INVESTIGATIVE AND INTELLIGENCE ACTIVITIES AGAINST ORGANIZED CRIME REQUIRES SOPHISTICATED SURVEILLANCE, INFORMATION STORAGE, AND COMMUNICATIONS

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77.2 PERCENT OF STOLEN VALUE RECOVERED

AUTOMOBILES RECOVERED (MOBILITY) 1968



78.8 PERCENT OF STOLEN AUTOS RECOVERED

EQUIPMENT AND VEHICLES; AND ALSO REQUIRES SPECIAL RECRUITMENT AND TRAINING, INCLUDING SPECIAL ACCOUNTING AND TAX INVESTIGATORS, AND THESE SHOULD BE PROVIDED.

This approach unites under the concept of "investigation", two sub-approaches: the recruitment and training of special investigators, and the development of information storage and collection techniques.

Organized crime is a significant state and national problem that embraces a wide range of criminal conduct including gambling, narcotics, usury (loan sharking), prostitution, the infiltration of legitimate business and labor unions, and racketeering or organized extortion. It thrives because it is able to corrupt some segments of law enforcement; local law enforcement is fragmented among many jurisdictions; and many of the local law enforcement agencies in New Jersey do not have the personnel, monies, or expertise to attack organized crime.

Although organized crime leaders seldom themselves directly engage in the taking of bets, usury, extortion, etc., investigation can be used in an effort to tie them to these crimes directly or through conspiracy by having arranged for their commitment.

In many cases (particularly the infiltration of legitimate businesses) the investigation of organized crime activities requires highly trained personnel, including accountants and tax experts who can comb numerous records for leads. These and other trained investigative specialists do not presently exist in sufficient numbers in New Jersey. Although organized criminals derive illegal income from many sources outside of business, their conviction and incarceration can frequently be best effected in that sphere.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for expansion of State Police activities in the organized crime field, regarding special equipment for surveillance, information storage, and communications equipment and vehicles; as well as for the recruitment and training of special personnel (including attorneys, accountants, and tax investigators) to service the combined activities of the Organized Crime Unit and the Division of State Police, both of the

Department of Law and Public Safety.

The New Jersey State Police presently has in operation a firm program centered against organized crime that includes units involving Strategic Intelligence, Tactical Intelligence, Narcotics, Undercover Work, and an Organized Crime Task Force. Prosecutive liaison is maintained with the recently established Organized Crime Unit of the Attorney General's Office (Department of Law and Public Safety). Recently these agencies, working in cooperation, successfully unearthed, through New Jersey's first court-ordered wiretap, a very large narcotics "cutting" plant. Significant to the objective of this present program approach, the wiretap had to be monitored and recorded with equipment not designed for that purpose.

The provision of specialized information collection (surveillance and intelligence) equipment, special storage and retrieval equipment, and special investigative staff personnel, will materially advance the effectiveness of the State Police and the Organized Crime Unit against organized crime.

THIS PROGRAM APPROACH HAS BEEN SELECTED FOR FISCAL 1969 ACTION FUNDS.

Number of projects: Due to the nature of the subject, i.e. centralized investigation of organized crime, there will be only one subgrantee under fiscal 1969 funding. Subgrant funds will be made available to the Department of Law and Public Safety, to be administered by that Department's Division of State Police, for the implementation of this special training program and the purchase of the necessary equipment.

Example projects: Sixty percent (60%) of the single subgrantee's funds will be used by the New Jersey State Police for the recruitment and training of 29 special investigators, one accountant, and three clerical personnel, to be trained over a period of eight weeks in special surveillance techniques, and the methods of obtaining background data and intelligence on organized crime operations. Prosecutive activities will be augmented by recruiting and training two attorneys for the Organized Crime Unit, to work in conjunction with the State Police. The attorneys would receive the same period of training as the other personnel, and in the same techniques.

Forty percent (40%) of the single subgrantee's funds would be used by the New Jersey State Police for the purchase of various types of equipment including special surveillance vehicles, tape recorders, special electronic surveillance equipment, intelligence storage and retrieval equipment, portable mobile radios, typewriters, and normal and long range cameras (including infra-red).

Location of projects: The projects will be State-wide in scope, and will be administered from State Police Headquarters in West Trenton, New Jersey.

Length of projects: Phase one will include an evaluation of needs, and a project design. Phase two will include operation under the design. Phase one is anticipated to require one month or less. Phase two (recruitment, training, and purchase of equipment) is anticipated to require two to four additional months. Phase three will include an on-going evaluation of the project, and will require one year subsequent to completion of phase two. Subgrants under fiscal 1969 funds will be refunded for at least one year provided analysis of costs and benefits warrants.

Desired results: Improvement of training and equipment for centralized investigation of organized crime; improvement of prosecutive support for and liaison with centralized investigation; and improvement of intelligence gathering and files.

Subgrant data:

Estimated total cost	\$126,756
Federal share (75%)	\$ 95,067

Since this program approach anticipates only one subgrantee under fiscal 1969 funding, the entire available funds will be made available to that subgrantee.

**Expanded Prosecution of Organized Crime
(Approach No. g-2)**

Objective:

TO PROVIDE THE ORGANIZED CRIME UNIT WITH SPECIALIZED PROSECUTIVE PERSONNEL WOULD MATERIALLY ASSIST THE EXPANSION OF THAT UNIT, AND SHOULD BE IMPLEMENTED.

Special prosecutors have recently been named as part of the Organized Crime Unit of the New

Jersey Division of Law, which is under the Attorney General, and they have already begun the presentation of the results of criminal investigations conducted by the New Jersey State Police to the newly formed Statewide Grand Jury.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the recruitment and training of special prosecuting personnel for the Organized Crime Unit in the State Department of Law and Public Safety.

**Businessmen's Lectures on Organized Crime
(Approach No. g-3)**

Objective:

TO EDUCATE BUSINESSMEN AS TO THE METHODS OF ORGANIZED CRIME IN TAKING OVER OR EXPLOITING LEGITIMATE BUSINESSES, WOULD HELP PREVENT THE MOST ALARMING ASPECT OF RECENT ORGANIZED CRIME TRENDS.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for preparation of lecture materials, and other dissemination materials, to be used in briefing sessions and other means of communication with businessmen, and particularly with small businessmen in fields of business seemingly preferred by organized crime.

**State Organized Crime Prevention Councils
(Approach No. g-4)**

Objective:

TO INVOLVE THE BROADER COMMUNITY IN THE FIGHT AGAINST ORGANIZED CRIME, WITH ANCILLARY BENEFITS OF EDUCATION OF THE STATES LEADERSHIP ABOUT THIS SPECIALIZED FIELD, WOULD BE A STEP TOWARD THE CREATION OF A BROAD FRONT AGAINST ORGANIZED CRIME AND SHOULD BE IMPLEMENTED.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the organization and training of State Organized Crime Prevention Councils, attached to the Organized Crime Unit in

the State Department of Law and Public Safety.

**Increasing Local Capability Against Organized
Crime
(Approach No. g-5)**

Objective:

LOCAL LEVEL ANTI-ORGANIZED CRIME CAPABILITY IS NEEDED AND SHOULD BE PROVIDED.

Organized crime is a national, or at least a regional, phenomenon; but due to the nature and kinds of illegal activities engaged in, organized crime has a great impact upon particular local communities.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the recruitment and training of special investigative personnel (e.g., accounting investigators), the development of intelligence gathering, storage, and retrieval capability, the development of special prosecutive capabilities, and the development of local programs for the dissemination of information about the nature and methods of organized crime.

Funding will be considered for applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation.

Phase one would include an evaluation of local needs, and a project design. Phase two would include organization and training of new units, and acquisition and installation of new facilities under the design. Phase three would include an on-going evaluation of the functioning of the projects, and dissemination of data and recommendations to other jurisdictions.

The desired result would be the improvement of local capability against organized crime in key local units, and development and dissemination of model programs for use by other jurisdictions.

**Non-Criminal Organized Crime Controls
(Approach No. g-6)**

Objective:

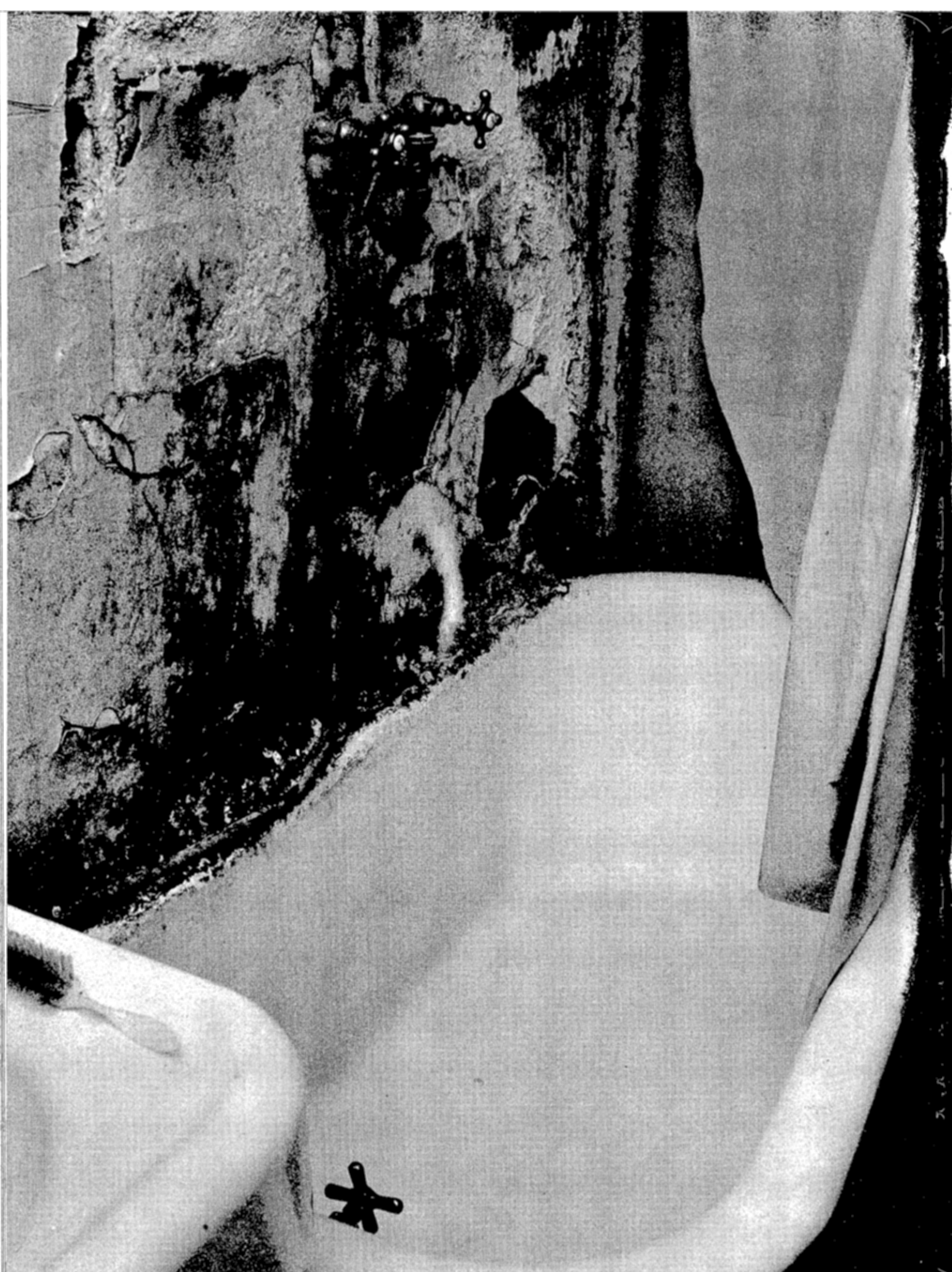
TO EXPLOIT INFORMATION GATHERING POWERS THAT ARE BEYOND THE ACCESS OF POLICE AGENCIES, A MEANS SHOULD BE CREATED FOR COORDINATING THE EFFORTS OF ALL SUCH AGENCIES AT ALL LEVELS OF GOVERNMENT.

Government at various levels in New Jersey has available regulations that can help to thwart the activities of Organized Crime, particularly as it involves the infiltration of legitimate business. By the use of regulatory powers, intelligence information as well as usable court room evidence may be obtained.

New Jersey through its sales tax and health agencies has regulations now in effect that provide State officials inspection powers of organized crime's businesses. The State liquor authorities, as well as the local liquor inspection forces, have rights of inspection of night clubs and taverns where organized crime is suspected of having an interest, or meeting, or where illicit activities are suspected of taking place.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the organization and training of a coordinating unit centered in the State Police, for informing the various quasi-enforcement agencies of trends in organized crime activity, and for constantly monitoring information these agencies may gather.



Prevention and Control of Riots and Civil Disorders

While the prevention and control of riots and civil disorders is required to be a high priority area by the Omnibus Crime Control and Safe Streets Act, unfortunately the Act does not allow attack on the root social causes of riots and civil disorders.

However in New Jersey significant steps have been taken in that direction with other resources. In 1968, the Governor of New Jersey presented a Special Message on urban needs to the Legislature outlining a program for the direct combating of these root causes, and much of the program was enacted into law and funded. In addition, the Governor presented a second Special Message on capital needs related to these root causes, and nearly \$1 billion in construction funds were approved by the Legislature and the people by referendum as a result.

There are many program areas that can be funded under the Omnibus Crime Control Act for the prevention and control of riots and civil disorders by means other than an attack on root social causes.

Many of these approaches relate also to the subject of "Improvement of Community Relations", and are treated there (Section i, following). Many other strongly relevant approaches will be found under Section b above, entitled "Prevention of Crime and Public Education."

The program approaches listed below can form a useful step forward in this field, but they are not, nor are they intended to be, an exhaustive list of all the worthy approaches possible.

Arbitration and Fact Finding Service on Civil Disorders (Approach No. h-1)

Objective:

TO CREATE AN AGENCY FOR THE ARBITRATION OF COMMUNITY DISPUTES BEFORE SERIOUS CIVIL DISORDERS RESULT AND THUS INDUCE THE DISPUTING GROUPS TO DISCUSS GRIEVANCES AT A NEGOTIATING TABLE.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the establishment of a Public Arbitration and Fact Finding Service in the Department of Community Affairs, including training of the requisite personnel.

Although racial tensions seem to arise regularly in communities throughout New Jersey, there is presently in existence no formal mechanism for the arbitration or mediation of community disputes before serious problems develop. It is possible that explosive community situations might be avoided or reduced if the disputing parties met first at a negotiating table and discussed their grievances, just as is done now in business and industry and government.

The Department of Community Affairs, in cooperation with the State Law Enforcement Planning Agency, would be able to establish an Arbitration and Fact Finding Service that could be of assistance to the State's community leaders in maintaining order. It could provide the public an opportunity also to register grievances and obtain redress from private agencies, as well as from municipal, county and state officials who might be involved in a particular complaint.

Such an arbitration office could assist community groups and local officials in identifying

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problems and potentially explosive areas; in keeping open lines of communication between opposing groups; in working with all groups to reduce racial tensions and maintain the stability of the community; in providing an area where disputes could be settled in an orderly fashion, and in attempting to solve peacefully by arbitration any disputes that might arise.

An arbitration agency of this type could provide information early to state and local government officials on rising community tensions so that steps might be taken promptly to correct these situations. If the community problems could not be corrected satisfactorily through the Arbitration and Fact Finding Service, an impartial outside mediator would be picked to handle arbitration of the dispute after a decision had been made by the Governor and Commissioner of the Department of Community Affairs that such an intervention was necessary, or upon request of both or all parties of the dispute. Upon resolution of the dispute, the mediator would be responsible for submitting to the Governor a full report containing his findings and any recommendations for further action.

Establishment of Local Information and Rumor Clearance Offices (Approach No. h-2)

Objective:

TO PROVIDE A CENTRAL SOURCE WHERE CORRECT INFORMATION COULD BE OBTAINED IN ORDER TO ALLAY THE RUMORS THAT HELP TO CAUSE MISTRUST IN THE TIME PRIOR TO A CIVIL DISTURBANCE.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the establishment of Local Information and Rumor Clearance Offices.

Lack of communication between the police and ghetto residents results in mistrust, and allows the spread of false rumors that provoke emotions and sometimes result in civil disorders. There should be established local information and rumor clearing offices where current and correct information can be obtained. These offices could be tied into the State Police Central Security Unit (Intelligence) which could be used as a collection and dissemination center for information relating to

riots and civil disorders forwarded voluntarily to it by law enforcement and other agencies.

Development of a Neighborhood Action Task Force (Approach No. h-3)

Objective:

TO DEVELOP NEIGHBORHOOD ACTION TASK FORCES, COMPRISING COMMUNITY LEADERS, AND TRAINING AND CONSTANTLY INFORMING THESE LEADERS, IN ORDER TO PROVIDE THE MEANS FOR FORESTALLING INCIPIENT RIOTS.

Respected community leaders who have a rapport with the community can, in the earliest stages, forestall civil disturbances if they know some relevant facts.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for a pilot program for the creation of a Neighborhood Action Task Force.

A system of block representatives could be established in the ghetto areas to act as a liaison between the police and the residents of the area. The area leaders would be selected by the citizens within their districts, and through conferences and seminars could be made aware of the problems existing between the police and the community.

Project "Alert" (Approach No. h-4)

Objective:

IN ORDER TO PROVIDE A "CLEAR RADIO CHANNEL", RESERVED FOR EMERGENCY USE, AND TO PROVIDE FOR RADIO COMMUNICATION BETWEEN DIFFERENT UNITS AT A RIOT SITE HAVING DIFFERENT NORMAL FREQUENCIES, SPECIAL EQUIPMENT IS NEEDED, AND SHOULD BE PROVIDED.

Both the National and State special riot reports ("Kerner", and "Lilley") recommended that the different police and other commands that converge on a major riot-torn area have some kind of radio means of communicating with one another. The

President's Crime Commission report agrees. However, different police jurisdictions employ different radio frequencies and cannot communicate with their usual equipment.

In addition, normal police radio channels become completely overloaded during a civil disorder with the result that both riot control and normal police business become impossible.

Implementation:

New Jersey has implemented phase one of "Project Alert" with Section 307 (b) funds of the Omnibus Crime Control Act, in accordance with the request of the U.S. Attorney General in August of 1968.

Portable base stations, and "handie-talkies", are being distributed to 25 New Jersey cities. A statewide frequency has been obtained so that the

equipment will allow any two departments possessing it to communicate should they be in the same riot area. Also, the State Police and National Guard can participate on the State level.

In addition, the State Police maintain the State 25 percent of the radios at depots, ready for helicopter delivery as supplementary or primary equipment.

The State of New Jersey assumed the 25 percent local matching share which meant that the local equipment was provided without cost. Therefore, the 25 percent equipment retained in emergency depots under State auspices are no incursion into the local share, i.e. the entire federal grant value is represented by the equipment (including engineering and support) in local hands.

"Project Alert" should be expanded into a broadened phase, at the appropriate time.



Improvement of Community Relations

As is true elsewhere, improvement of community relations in New Jersey has come to be defined as improving police-community relations rather than improving relations between the total criminal justice system and the community. Although the difficulties in relations between the police and the public are readily apparent and represent one of the most serious problems of the criminal justice system, the problems are not restricted to the police alone but include some important considerations for courts and corrections as well. For the present however, priority must be given to the police aspect of the problem.

Community relations units are scattered through various police departments in New Jersey. In many cases these units act independently with little or no citizen involvement, perhaps because there is little tradition for involvement of the citizenry in police work, as there is in corrections for example.

If good police-community relations are to be established it is vital that there be broad-based community involvement, planning, and coordination. Community relations programs can only be successful in conjunction with programs that lead to a broad attack on the problem of law enforcement in urban areas.

It is vital that community relations programs have strong connections with both community-based and state projects. It is also vital that there be continuity in programs, and a careful evaluation of both successes and failures.

The general objectives that are central to improvement are:

- Establishment of some kind of cooperative effort between the community and the police to improve law enforcement (and thereby establish camaraderie).
- Improvement of informal contacts between

the police and the community (and thereby depolarize roles).

- Education of the public with regard to the nature and purposes of the criminal justice system, and particularly the nature and purposes of police work (and thereby instill empathy for the citizens viewpoint).

- Education of the police with regard to the nature and differing cultures of poverty, e.g. in the case of Black neighborhoods, the nature and history of slavery and post-slavery periods, (and work (and thereby instill empathy for the police viewpoint).

- Improvement of police understanding of constitutional changes affecting law enforcement (and thereby build compliance).

The initial program approaches contained herein constitute a start toward a concerted community relations program in New Jersey.

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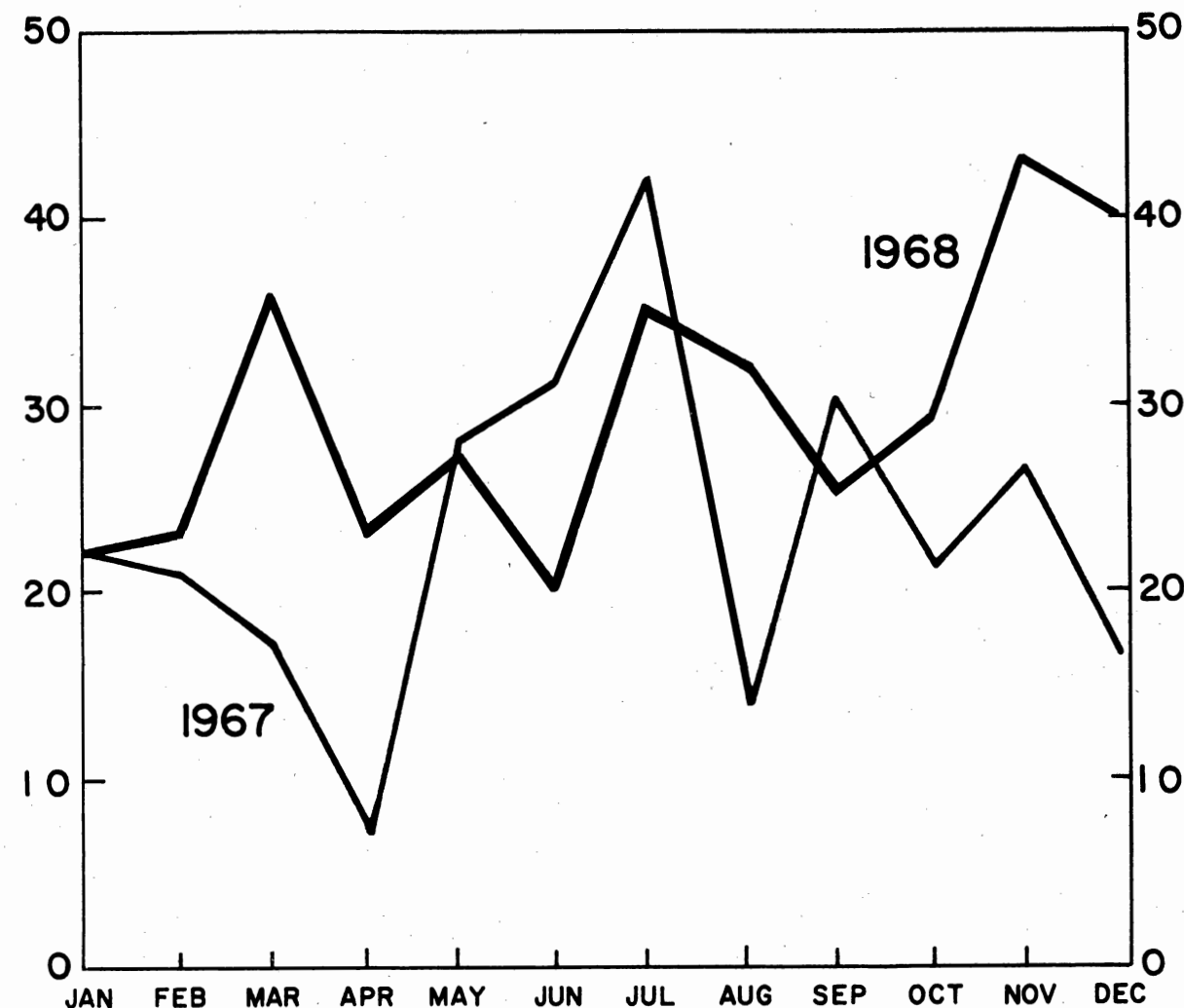
Formal Training Program to Create Police Legal Advisors (Approach No. i-1)

Objective:

TO PROVIDE SOMEONE IN EACH POLICE DEPARTMENT WHO CAN ACT AS A FOCUS OF DISSEMINATION AND EXPLANATION OF DEVELOPING POLICE LAW IS VITAL TO INDIVIDUAL JUSTICE AND ULTIMATELY TO GOOD COMMUNITY RELATIONS, AND THEREFORE SHOULD BE DONE.

The President's Commission on Law Enforcement and the Administration of Justice

MURDER BY MONTH 1967 - 1968



found that police legal services: "are inadequate at best and often non-existent. The fact is that with few exceptions State and municipal governments have not recognized the importance of staffing law enforcement agencies with law-trained personnel".

Particularly with the rapid change in constitutional law regarding both individual rights and criminal law and procedure, there is a need for a person of legal-police sophistication in every police department of a size adequate to support him. In larger departments this can be a lawyer per se, or a law-trained police officer. In small departments this person can be an officer who has the intellectual capacity to understand the subtler legal concepts and relations. In any of these cases, he should be specially trained and kept up-to-date in the specialty of police law.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for a demonstration project that would establish the position of Police Law Advisor within a municipal police department. The person so designated could be an experienced young lawyer, a retired lawyer, or a lawyer-policemen. Eventually all of these possibilities should be tried.

The grantee police department should establish a close relationship with a law school that could monitor the project and provide technical assistance. Although it should, for the foregoing reasons, be tried in cities of various sizes, the large cities of Newark and Camden are the homes of all three of New Jersey's law schools, and could be ideal sites for demonstration projects.

Community Relations Training for Criminal Justice Personnel (Approach No. i-2)

Objective:

INCREASING THE KNOWLEDGE AND UNDERSTANDING, ON THE PART OF CRIMINAL JUSTICE SYSTEM PERSONNEL, OF THE CULTURE, LANGUAGE, NEEDS AND PROBLEMS OF THOSE MEMBERS OF THE PUBLIC (PARTICULARLY MINORITY GROUPS) WITH WHOM THEY INTERACT, IS NEEDED, AND SHOULD BE IMPLEMENTED.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for projects providing police (or other criminal justice system personnel) education and training regarding relevant language, cultural, and other factors that would otherwise act as a barrier to mutual respect and cooperation.

One possible program under this approach would be the creation of a basic Spanish language and Puerto Rican culture training program for police personnel serving in areas where there is a significant Puerto Rican community.

Another possible project would provide in-service training for local police officers in the structure of local community organization and current community issues.

Another possible project would be to involve entire police departments, starting at the top, in intensive small group discussions led by trained psychologists or group workers. Neighborhood residents could be asked to participate in these group sessions.

Another possible project would be the education of police officers in the basic facts of the Black culture, particularly as it exists in the cities in an effort to build both empathy and understanding.

Another possible project would be the education of police officers about prominent figures in Negro history in the United States in a wide range of fields. The purpose of such training would be to attack the negative stereotypes of the Black as personified particularly in the ghetto dweller.

Community Information About the Police (Approach No. i-3)

Objective:

TO EDUCATE THE PUBLIC WITH REGARD TO THE NATURE AND PURPOSES OF THE CRIMINAL JUSTICE SYSTEM, AND PARTICULARLY THE NATURE AND PURPOSES OF POLICE WORK IN ORDER TO BUILD EMPATHY AND UNDERSTANDING.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for projects that would inform or educate the public with respect to the

nature and purposes of the criminal justice system, and particularly the nature and purposes of police work.

Projects under this approach, considering the size of the target population, should be mass techniques such as hand-outs, or "trailer" movie shorts donated to local movie houses, and the like. More formal educational methods such as using schools are also possible.

Tours of the police station, the local courts and lockups, etc., should also be organized for this general purpose.

Informal Police Community Contacts (Approach No. i-4)

Objective:

TO DE-POLARIZE THE ROLE-STEREOTYPE THAT THE COMMUNITY HAS OF THE INDIVIDUAL POLICEMAN, OR THE POLICE IN GENERAL, AND THAT THE POLICE HAVE OF THE COMMUNITY IN GENERAL, BY MEANS OF INFORMAL CONTACTS WHICH MIGHT SHOW THE HUMAN BEINGS BENEATH THE REQUIRED ROLE-PLAYING.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for projects that will bring the police and the community together outside their normal roles, i.e. law enforcer and law violator or potential law violator.

P.A.L. was an early example of this approach, and many new projects of this nature could be designed for the stated objective.

Police-Community Working Cooperation (Approach No. i-5)

Objective:

TO BUILD MUTUAL RESPECT BY HAVING THE COMMUNITY, ESPECIALLY COMMUNITY LEADERS, INVOLVED IN SOME KIND OF MUTUAL WORK ACTIVITIES, PREFERABLY LAW ENFORCEMENT ORIENTED, WITH THE POLICE.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the design and pilot project implementation of projects that involve the police and community members, preferably community leaders, in useful mutual work of some kind.

Recruitment, Selection and Training of Minority Group Police Officers (Approach No. i-6)

Objective:

TO MAKE LAW ENFORCEMENT CAREERS MORE ATTRACTIVE TO MEMBERS OF MINORITY GROUPS, TO ELIMINATE NON-VALID SELECTION CRITERIA, AND TO INSURE SUCCESSFUL JOB PERFORMANCE BY MINORITY GROUP OFFICERS RECRUITED THROUGH SPECIAL RECRUITMENT EFFORTS.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for innovative, but practical projects that would increase minority group representation on police forces.

Some of the projects contemplated in this program area include the establishment and use of integrated police recruiting teams to work full-time in minority group communities in the cities, to visit Army installations to take advantage of the Defense Department's early release program, and to visit Black colleges in the South in order to attract Black graduates into law enforcement.

Another possible project would involve the development and testing of culture-free police entrance and promotional examinations.

A third possible project would provide supplemental academic training to educationally disadvantaged persons seeking positions in the police-cadet programs being operated in urban police departments. Selected disadvantaged cadets would receive both police and academic training on a parallel basis with regular cadets so that when they finished the cadet program, or shortly afterward, they would be prepared to take and pass the police entrance exam.

Other projects conforming to the general objective can be proposed.

Urban Community Justice Centers and Service Bureaus (Approach No. i-7)

Objective:

TO IMPROVE THE ADMINISTRATION OF JUSTICE, AND FAVORABLY AFFECT COMMUNITY ATTITUDES BY PROTECTING THE WELFARE AND RIGHTS OF THE RESIDENTS OF URBAN COMMUNITIES.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for projects designed to inform and counsel the poverty community regarding their legal rights, and for services related directly thereto.

One project contemplated in this program would combine the resources of law schools with specially trained legal aides drawn from slum neighborhoods. Housed in storefronts and employing ghetto youths as legal corpsmen, the services offered by this group would revolve around a 24-hour switchboard service to take requests for legal first-aid.

Another project would employ Police-Community Service Bureaus for rapid and efficient police referrals to social agencies. These central storefront offices would house a staff of counselor-advocates for social problems in the neighborhood, and might make use of indigenous civilian personnel, including Spanish-speaking persons in appropriate areas.

These centers could be linked with a proposed State-wide Public Arbitration and Fact Finding Service to be used in the prevention and control of civil disorders.

Establishment and Training of Community Relations Units in Local Police Departments (Approach No. i-8)

Objective:

TO ESTABLISH COMMUNITY RELATIONS AS AN INTEGRAL PART OF POLICE WORK BY DEPARTMENTAL COMMITMENT TO SUCH POLICIES, AND

TO INCREASE COMMUNITY CONFIDENCE IN THE OPERATIONS OF THE LAW ENFORCEMENT SYSTEM.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the establishment and training of Community Relations Units in selected police departments on a pilot basis, totaling perhaps 30-40 personnel.

THIS PROGRAM APPROACH HAS BEEN SELECTED FOR FISCAL 1969 ACTION FUNDS.

Number of projects: Because of the limited extent of fiscal 1969 funds, commitment can presently be made only to a small number of applicants.

Location of projects: Funding will be made to applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation. If possible, at least one large and one small city in different parts of the state will be chosen.

Length of projects: Phase one would include an evaluation of local needs, and a project design. Phase two would include establishment and training of a Community Relations Unit under the design. Phase three would include an on-going evaluation of the functioning of the Unit, and dissemination of data and recommendations to other jurisdictions. Phases one and two are tentatively set for one year total. Grants under fiscal 1969 funds (Phases one and two) will be refunded for project extensions for at least one year provided Phase three results warrant.

Desired results: Improvement of police-community relations in key cities, and development and dissemination of model programs for use by other jurisdictions.

Subgrant Data:

Estimated Total Cost	\$158,442
Federal Share (60%)	95,065

Anticipated range of funding for the two or three subgrantees will be between \$52,814 and \$79,221 of which \$31,688 and \$47,532 respectively will be the anticipated Federal share.

Research, Development, and Evaluation

There is almost no area of government that has, on the whole, received as little research and development attention as the criminal justice system.

Basic questions abound in each of the branches; not only fundamental questions that have strong social-science components, but also operational questions that call into play the fields of management science and systems analysis.

The Omnibus Crime Control and Safe Streets Act recognizes this fundamental need in the criminal justice system by creating, at the national level, the National Institute of Law Enforcement and Criminal Justice for basic research and development, and by requiring, at the state level, that comprehensive plans include provision for research and development.

In addition to the program approaches listed hereafter, there are a number that have also been included under the foregoing parts, and that will not be repeated here. For instance, many of the program approaches listed under Section e ("Improvement of Adjudicative Activities and Law Reform"), have a strong or even exclusive research, development, or evaluative aspect.

It is of course normal for first-year programs to include strong research and development bias. In time, the programs in the foregoing parts will become more operational.

* * *

A Systems Analysis of the Criminal Justice System from Arrest Through Sentencing or Acquittal (Approach No. j-1)

Objective:
TO PROVIDE RESEARCH IN THE FORM

OF A SYSTEMS ANALYSIS OF THE CRIMINAL JUSTICE SYSTEM FROM ARREST THROUGH SENTENCING OR ACQUITTAL, SHOULD BE DONE.

At any stage of the criminal process the status of the case and the status of the defendant should be information that is readily available. The data so provided should be sufficient to identify the defendant, insure that he has counsel, and schedule his case through the various stages of the criminal proceedings. It should contain the information required for Release on Recognizance evaluations or for bail purposes and should provide the information necessary for pre-sentence reports mandated by law or by the court for convenience.

The system should be capable of routinely handling all the tasks of indexing, filing, docketing, sorting, and retrieving of the papers necessary to disposition of the case, whether they be judicially initiated or prepared by other agencies, departments and offices involved with the criminal justice machinery.

The present uncoordinated system is not responsive to the needs of the court and the total criminal justice system.

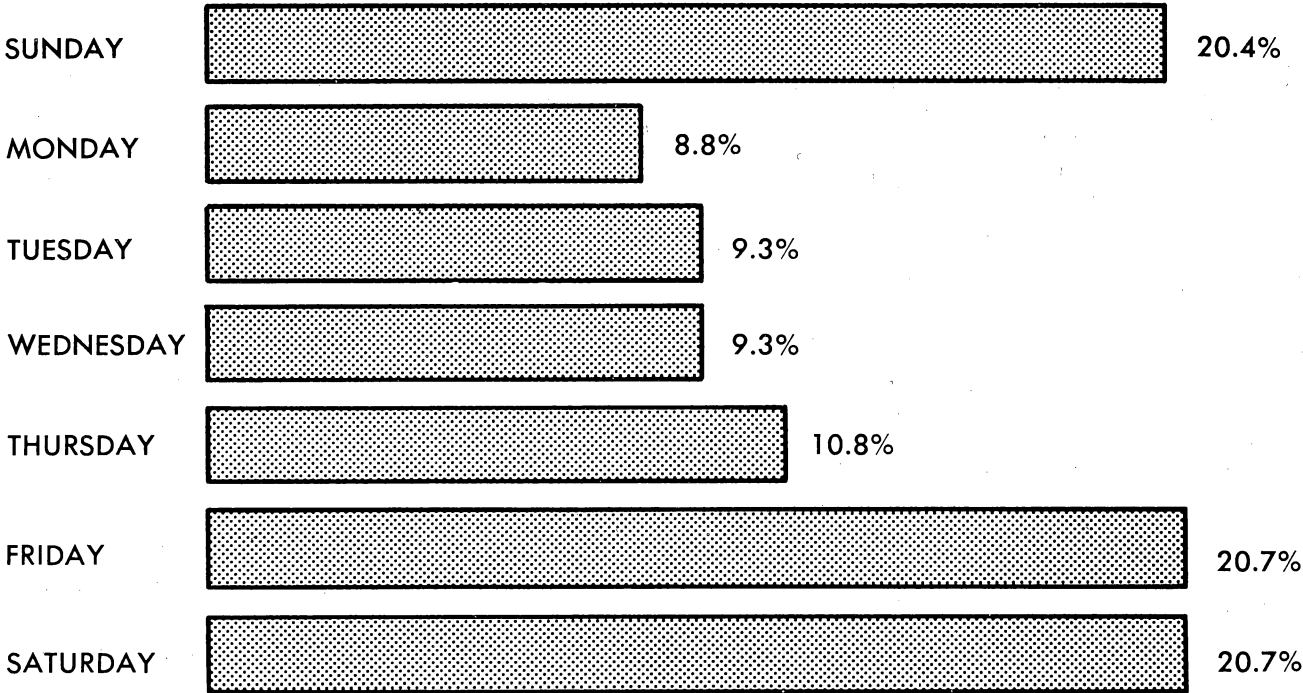
Implementation:

Provide funds for a systems analysis of the criminal justice system from arrest through sentencing or acquittal in order to restructure the paperwork and flow of work and information, so that efficiency is introduced, backlogs are reduced, and better information and control are afforded.

In order to develop a responsive system, a quantitative analysis and description of the present system must first be made to determine in precise terms the needs of the system.

Information obtained by or for any of the branches of the criminal justice system, ought to be

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available to, and in a format useable by, the other branches. In addition to operational benefits, consistent records will eventually allow computerization with attendant access advantages, and will allow more detailed and possibly meaningful criminal statistics and crime analysis.

This program approach would build upon a systems study SLEPA has conducted into the informational flow in one New Jersey County from arrest through sentencing or acquittal.

Development of a Design for a Criminal Justice Information System
(Approach No. j-2)

Objective
TO EXPAND THE PROJECTED STATEWIDE COMMUNICATIONS AND INFORMATION SYSTEM BEYOND POLICE TO OTHER CRIMINAL JUSTICE AGENCIES.

The police information system described in approach d-1 will have storage capacity sufficient to include data from the adjudicative and rehabilitative agencies as well, and the experience with the Uniform Court Disposition system and a systems analysis of the criminal justice system (approach j-1) should enable a design to be created for such inclusion.

Implementation:
Provide funds (to be matched by the grantee in accordance with law) for the initial design stages of a state-wide criminal justice information system.

Criminal Justice Institute
(Approach No. j-3)

Objective:
TO PROVIDE AN INSTITUTION WHICH CAN COLLECT AND ANALYZE DATA PERTAINING TO ALL ASPECTS OF THE CRIMINAL JUSTICE SYSTEM, TRAIN PERSONNEL IN NEW, MULTI-DISCIPLINARY APPROACHES, AND ACT AS THE PRIME DEPOSITORY AND

DISSEMINATION SOURCE FOR RESEARCH AND DEVELOPMENT IN CRIMINAL JUSTICE IN NEW JERSEY.

Implementation:
Planning will be undertaken in the first year with the assistance of universities, agencies and specialized consultants to determine the design, scope, and costs for a criminal justice school and institute.

Specific Problem Oriented Research
(Approach No. j-4)

Objective:
TO PROVIDE IN-DEPTH RESEARCH AND ANALYSIS LEADING TO PROGRAM DESIGN RECOMMENDATIONS IN AREAS WHERE SPECIFIC RESEARCH FINDINGS ARE NEEDED AND ARE NOT PRESENTLY AVAILABLE.

Implementation:
Contracts will be arranged with universities and agencies that have special competence in research, and demonstrated expertise in specified subject areas.

Experimental and Demonstration Projects
(Approach No. j-5)

Objective:
TO TEST AND EVALUATE NEW METHODS AND PROGRAMS, SMALL UNIQUE PROJECTS SHOULD BE DESIGNED WITH A HEAVY EMPHASIS ON RESEARCH AND EVALUATION. ONCE SUCH PROJECTS ARE PROVEN EFFECTIVE THEY CAN BE USED AS A BASIS FOR LARGER SCALE ACTION PROGRAMS.

Implementation:
Contracts for experimental programs and evaluation will be arranged with universities or agencies with demonstrated capacity to operate such projects and provide competent evaluation.



Broadening Involvement in the Improvement of Criminal Justice

Fighting modern crime, like fighting a modern war, must involve the whole citizenry. Gone are the days when a small corps of specialists could do it alone.

Yet the citizenry cannot do it alone either. What is required is a new combination of aroused citizenry and professionals on all levels and in all branches of New Jersey criminal justice.

Each city with major crime and delinquency problems should have a Criminal Justice Planning Agency of some kind, including criminal justice professionals from different fields and private citizens representing different interests. The purpose of such groups should not be to plan for the technical aspects of police, courts and corrections operations. Instead, these groups should advise their mayors and the public as to what the goals and priorities of the criminal justice system in that city ought to be.

In addition, private associations of citizens concerned about the criminal justice system must be encouraged. Many such associations now exist in the fields of corrections and juvenile delinquency; others should arise with particular interests in the other branches of the criminal justice system. Improvement in standards of selection, training, and performance of criminal justice personnel requires citizen involvement, or at least organized citizen concern.

The members of the various Bar Associations, as a quasi-public branch of the criminal justice system, have a unique opportunity to bridge the gap between the citizen and the professional in criminal justice. The organized Bar should concern itself with the whole system of criminal justice, from prevention through rehabilitation. The public education opportunities open to the organized Bar are enormous and should be pursued.

Labor unions and businessmen should become

involved in criminal justice activities; for example, in encouraging economic alternatives to crime and recidivism, or in developing a common front against organized crime.

Many of the program approaches set forth in the preceding parts have touched upon citizen involvement in one way or another. This part will make that need explicit. Here, it needs hardly be said, the field is almost virgin, so of course this is only a beginning.

(For purposes of funding, under provisions of the Omnibus Crime Control Act, a private agency or citizens groups would have to contract with a unit of local or state government for the relevant services, and the public body would be the actual applicant.)

* * *

Citizen Involvement in the Criminal Justice System (Approach No. k-1)

Objective:

TO ENCOURAGE BROAD CITIZEN PARTICIPATION IN THE EFFORTS OF THE CRIMINAL JUSTICE SYSTEM.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for private involvement in the advancement of the criminal justice system, in any of the applicable categories under the Omnibus Crime Control Act.

Such private involvement is the best hope of uniting business, city planning, architecture, and all the other groups who have a stake in or an influence on the city, in a coalition to take criminal justice beyond the merely professional concerns of established agencies.

Time, said St. Augustine, is a three-fold present: the present as we experience it, the past as a present memory, and the future as a present expectation. By that criterion, the world of the year 2000 has already arrived, for in the decisions we make now, in the way we design our environment and thus sketch the lines of constraints, the future is committed. The future is not an overarching leap into the distance; it begins in the present.

DANIEL BELL, Chairman, THE COMMISSION ON THE YEAR 2000; The American Academy of Arts and Sciences, 1967.

Existing Criminal Justice Systems and Interactions

DETECTION AND APPREHENSION

MUNICIPAL POLICE

Since the turn of the century, the main base for law enforcement in New Jersey's twenty-one counties has been the organized police department. Using the definition of an organized police department as one that has one or more policemen on a full-time, permanent basis, we find that New Jersey has 440 organized municipal police departments; 89 special or non-organized municipal police departments; and no local police departments in 39 New Jersey municipalities.

The size of a municipal police department and the degree of its diversification depends in part upon its population density and location in the State. In the smallest departments of five men or less, special officers must assist the regular force in patrol work at night and on weekends. While on duty, the special police officers have the full authority of regular police officers. They are appointed by the municipality's governing body on an annual basis. Most of the State's 32 one-man departments depend on special police officers, assistance from adjacent police agencies, and the New Jersey State Police if emergencies develop or special work is required.

New Jersey Revised Statutes provide that the appointment of all prospective organized municipal police officers are probationary or temporary until they complete a prescribed police training course at a school approved by the New Jersey Police Training Commission. The police candidates are allowed a one-year period to complete the training course. This training is mandatory before the officer gains permanent status.

New Jersey police systems generally operate without comprehensive, regional, functional

communications or any pooling of technological resources and services. On a day-by-day basis, 165 of New Jersey's larger police departments are tied together by the Law Enforcement Teletype System, operated by the New Jersey State Police. The Teletype System transmits statewide and regional crime alerts as they are received. Many small departments, however, are accessible only by telephone.

In 1968, the municipal police employees of New Jersey, (including civilian personnel) increased to 14,106 from 13,499 in 1967. This represented a general increase of 4.5%. The number of municipal police employees for every one thousand residents of New Jersey is 1.9 per thousand. Municipalities with over 100,000 population had the highest police employment rate for the year with an average ratio of 3.7 police employees for every one thousand residents. The remaining population had a ratio of 1.7 per thousand.

In 1967 police protection expenditures listed in the municipal budgets of New Jersey's six major cities were as follows: Camden, \$3,210,930; Elizabeth, \$2,882,379; Jersey City, \$9,318,705; Newark \$16,063,196; Paterson, \$3,706,301; and Trenton, \$3,191,849.

COUNTY LAW ENFORCEMENT

In New Jersey the county is subordinate to the State. The county has no constitutional authority and no charter. It possesses only those powers granted to it by the New Jersey Legislature. Each county falls into one of six classes, depending on its population and location. The classification of New Jersey's twenty-one counties, as determined by the Legislature, is as follows:

First class — more than 600,000 population (Bergen, Essex, and Hudson)

Second class — 200,000 to 600,000 (Burlington, Camden, Mercer, Middlesex, Morris, Passaic, and Union)

Third class — 50,000 to 200,000 (Cumberland, Gloucester, Hunterdon, Salem, Somerset, and Warren)

Fourth class — less than 50,000 (Sussex)

Fifth class — bordering the Atlantic Ocean and with more than 100,000 population (Atlantic, Monmouth, and Ocean)

Sixth class — bordering the Atlantic and with less than 100,000 (Cape May)

The governing body in each county is the board of chosen freeholders. New Jersey is the only State to use this ancient title. The board operates like the commission form of government in a city. It has both legislative and executive powers. Thus, the same group that determines policy also implements it.

Office of the County Prosecutor

The chief legal, constitutional officer of the county is the prosecutor. He is aided by a legal staff and a force of detectives and investigators, all of whom are paid by the county.

New Jersey's twenty-one county prosecutors are appointed by the Governor with the consent of the New Jersey State Senate to terms of five years (N.J.S. 2A:158-4). The responsibilities of county prosecutor's offices include (N.J.S. 158-5) detection, arrest, indictment and conviction of offenders. The prosecutor represents the State of New Jersey in cases where defendants appeal their convictions. He represents the State in appeals taken from convictions for disorderly conduct in the municipal court, as well as cases appealed to the United States District Court, United States Circuit Court of Appeals and the United States Supreme Court.

In 1967, New Jersey's twenty-one county prosecutors' offices expended a total of \$5,742,676. The total breakdown is as follows:

Atlantic	\$184,601
Bergen	510,314
Burlington	171,314
Camden	292,940
Cape May	79,605
Cumberland	66,704
Essex	1,948,096

Gloucester	99,240
Hudson	481,214
Hunterdon	37,700

Mercer	\$273,406
Middlesex	375,830
Monmouth	254,752
Morris	306,969
Ocean	171,000
Passaic	590,465
Salem	38,186
Somerset	154,318
Sussex	30,642
Union	534,450
Warren	40,480

County Detectives and Investigators

In each of the counties the prosecutor may appoint a number of qualified persons as county detectives and investigators; the number is fixed by statute. Those appointed as detectives are classified under civil service. Investigators are unclassified and serve at the pleasure of the prosecutor. Both detectives and investigators possess all the powers, rights, and obligations of police officers, constables, and special deputy sheriffs in criminal matters.

County Sheriffs

The twenty-one county sheriffs are elected for four-year terms. The sheriff and his staff are authorized by statute (N.J.S.A. 2A:3-22) to serve writs and orders of the court within his county, and administer the county jail. In a few counties, the sheriff's office is actively involved in criminal matters (i.e. investigative bureaus). The number of employees in the sheriff's office is decided by the board of freeholders upon the sheriff's recommendation. All appointments and promotions are made from a civil service list.

County Police

There are presently two county police departments (Bergen and Hudson) in the State of New Jersey. The county police have legal enforcement powers and the authority to enforce resolutions, or ordinances adopted by the county board of freeholders regarding the supervision and regulation of traffic on county roads. The county police can make criminal arrests in any part of the county in which they are appointed.

County Park Police

Eight New Jersey counties (Camden, Essex, Middlesex, Morris, Ocean, Passaic, Somerset and Union) maintain county park police departments to patrol county park lands. The county park police receive their appointments from the board of chosen freeholders, subject to Civil Service standards.

The jurisdiction of the county park police is currently limited to the county park area. Various legislation is pending, however, which would extend their authority outside of the park limit generally, and/or during times of riots or civil emergencies.

The chief and officers of the county park police have all of the powers conferred by law on police officers or constables in the enforcement of New Jersey State Laws and the apprehension of violators. (N.J.S. 40:37-95.41, 40:37-155, 40:37-203, 40:37-262).

STATE LAW ENFORCEMENT

State Police

The New Jersey State Police, organized in 1921, is a line-staff organization that is one of the eight Divisions of the Department of Law and Public Safety. The Division is commanded by a superintendent, whose staff is grouped into four broad functional areas: administration, records and identification, investigation, and operations.

The present authorized strength of the State Police Force is 348 civilians and 1,378 officers and men.

The Division maintains central headquarters at West Trenton and, in addition, is organized into five police commands: Troop A - Southern New Jersey; Troop B - Northern New Jersey; Troop C - Central New Jersey; Troop D - the New Jersey Turnpike; and Troop E - the Garden State Parkway. There are 49 State Police stations strategically located throughout New Jersey.

The State Police are authorized to enforce New Jersey laws and to furnish police protection to the inhabitants of rural sections of the State where there are no organized local police forces. The State Police may lend assistance to any other State department, or any State or local authority to detect crime, apprehend criminals, or preserve law and order.

Some functions of the State Police are:

- Traffic—Traffic patrols, accident investigation and school safety patrols in rural areas. Enforcement including use of radar, drunkometer, truck weighing and safety equipment checks.

- Crime—Investigation of crime by detection and scientific methods, including the following special units: narcotics, organized crime, central security, gambling, subversive, human relations, polygraph, and auto theft.

- General Police—Policing and patrolling rural areas and rendering assistance to local police in policing adjacent areas.

- Special Activity—Aid to police and government agencies, the enforcement of regulatory measures including Liquefied Petroleum Gas safety regulations; licensing of private detectives and railroad police; policing of State Capitol and State Office Buildings; security at State Mental institutions.

- Emergency—Protection of life and property, and assistance at the scene of accidents and catastrophes. Coordination with the Division of Civil Defense in operating the State Control Center.

- Technical Service—State Bureau of Identification for fingerprints, photographs, criminal information and scientific laboratory services. State-wide police teletype service which is an integral part of the State Police communications system. Uniform Crime Reporting System. Civil Defense training for auxiliary police. Underwater recovery service. Firearms Investigation and Identification.

The New Jersey State Police Division has two academies offering basic, advanced, and specialized training: The State Police Academy, West Trenton, and the New Jersey Police Academy, Sea Girt. In addition to training its own members of the State Police, the two academies provide courses for representatives of local police departments and members of other State agencies, such as the Departments of Defense, and Conservation and Economic Development. By Executive Order of the Governor, a Riot and Civil Disturbance School known as "Operation Combine" was established in August, 1967, to train State Police, municipal police, and the New Jersey National Guard in various phases of riot detection, prevention, and control.

On January 1, 1967, the New Jersey Uniform Crime Reporting Law became operational, under the jurisdiction of the New Jersey State Police. At present 592 municipal, county, and State law enforcement agencies report offenses committed in their various municipal jurisdictions.

On February 1, 1968, the New Jersey terminal to the National Crime Information Center in Washington, D.C., became operational. The terminal is located at the New Jersey State Police Headquarters in West Trenton. New Jersey police agencies have already entered more than 35,000 items of police information into the computerized system. More than 21,000 inquiries were made through this terminal, and positive identification data was returned in more than 4,200 cases. Communication to the New Jersey terminal by all agencies is accomplished by telephone, radio, teletype, and dedicated lines to the New Jersey Turnpike, Garden State Parkway, and the Newark Police. A dedicated line was installed recently from the New Jersey terminal to Freehold. It will service all police agencies in Monmouth County. In the future, dedicated lines will be installed to other strategically-located communication centers.

State Department of Law and Public Safety

The Attorney General, who is head of the Department of Law and Public Safety, is New Jersey's chief legal officer. He is a constitutional officer, appointed for the term of the Governor. As Attorney General, he administers the Divisions, Boards, and Bureaus of the Department of Law and Public Safety, and enforces the provisions of the Constitution and all other State laws (N.J. 52:17A-4).

The Division of Law of the Department of Law and Public Safety renders legal advice to all State departments, boards, bodies, commissions, agencies, and officers, as well as to county Boards of Election, and Boards of Taxation. All legal matters for State government, including representation in the courts, are handled by the Division of Law. The Division also enforces the provisions of the New Jersey Securities Law and the Civil Rights Law. The Criminal Investigation Section, Bureau of Claims, Bureau of Securities, Office of Consumer Protection, and the Escheats Section are all part of the Division of Law.

The Criminal Investigation Section is a coordinating body between the Attorney General and the twenty-one county prosecutors.

Investigators of the Criminal Investigation Section conduct investigations under the direction or supervision of the Director or one of the deputies assigned to the Section. The results of the investigations may be forwarded to the prosecutor for presentation to the county grand jury and subsequent prosecution, or, in some cases, deputies assigned to the Section may present the results of investigations to the county grand jury and prosecute indictments if certain statutory provisions are met (N.J.S. 52:17A-4(f); N.J.S. 2A:158-4).

The Attorney General, whenever he deems it in the public interest, may petition an assignment judge of the superior court for an order convening a State grand jury (N.J.S.A. 2A:73A-1, et seq.). A State grand jury has the same powers and duties as a county grand jury except that its jurisdiction extends throughout the State. Indictments emanating from the State grand jury may be referred to the appropriate county for prosecution by the county prosecutor, or tried by the Office of the Attorney General.

Deputies in the Criminal Investigation Section represent the State Police in the prosecution of any type of case in the Municipal court where the State Police request such representation and where there is no local municipal prosecutor. The Trial Section of the Attorney General's office represents the State Police in motor vehicle cases in municipal court where the State Police request such representation or where the magistrate requests such representation. The Trial Section also represents the State Police in the county court on appeals from the municipal court in cases of drunken driving, driving on the revoked list, or reckless driving where the original complainant is a member of the State Police or the Motor Vehicle Division. The Trial Section also prosecutes certain Title 34 violations where the defendant waives indictment and trial by jury.

The county prosecutors are obliged to make annual reports to the Attorney General on the performance of their duties and the operation of their offices. They also make any other reports that the Attorney General may require. The Attorney General is authorized to administer the affairs of any of the twenty-one county prosecutor's offices when a vacancy in the office occurs.

Police Training Commission

The Police Training Commission was created in 1961. The Commission's major activities may be classified under three broad headings: administration of a mandatory basic training program for all newly-appointed county and municipal police officers; administration of a voluntary inservice training program for veteran officers; and, cooperation and consultation with universities and colleges to establish degree programs for police personnel.

The Commission staff consists of 22 employees, 14 of whom are classified as professionals. The professional staff is composed of police and educational personnel, who have diversified backgrounds and academic credentials. The Commission State budget for the 1968-1969 fiscal year is \$245,358.

During the Commission's last report year (1967-1968), a total of 1,172 law enforcement officers were enrolled in fourteen approved schools for basic training programs. From the Commission's inception until present, 6,194 law enforcement officers have attended these schools. The Commission promulgates a standard curriculum of a minimum of 240 hours of instruction. The average number of hours offered by all the schools is 318 course hours. The Commission also certifies instructors teaching the curriculum and performs inspectional services to insure compliance with Commission regulations and procedures.

The Commission has established police libraries in each of the twenty-one counties. It researches and publishes lesson guides for instructor use; furnishes audio-visual equipment to approved schools; conducts police instructor training courses; distributes give-away training materials; publishes a monthly training publication and assists in curricula development. The Commission operates two mobile inservice training units. Each unit is equipped with an array of audio-visual equipment, including the Edex Multi-Media Teaching System. The units can accommodate thirty trainees each and are completely self-contained. Since January, 1967 when the units became operational, 1,634 police officers have attended inservice courses on supervision.

Two-year associate degree programs in police administration are now being offered at Atlantic County College, Bergen County College, Cumberland County College, Gloucester County

College, Morris County College, Rider College (Lawrenceville and Willingboro), and Rutgers University (Camden, Jersey City, Newark, New Brunswick, and Paterson). There were approximately 600-700 individuals enrolled in these programs during the 1968 fall term. The Governor signed into law (September, 1968) a college scholarship bill authorizing the Commission to award scholarships in the aggregate of \$50,000. Approximately 560 officers competed for these scholarships at a statewide competition held in October.

The Commission also operates two special projects — a police curriculum development project and a police recruitment project in Newark for members of minority groups. Both projects are funded by the New Jersey Department of Community affairs.

THE NEW JERSEY ADJUDICATION SYSTEM

Under Article VI, Section 1 of the New Jersey Constitution (effective September 15, 1948) the State's judicial power was vested in a supreme court, a superior court, county courts, and inferior courts of limited jurisdiction. There are presently throughout New Jersey twenty-one county district courts, twenty-one surrogate courts, twenty-one juvenile and domestic relations courts, and 517 municipal courts, comprising, in the aggregate, the "inferior courts of limited jurisdiction" authorized by the Constitution.

THE COURTS IN NEW JERSEY

By the Constitution, the Chief Justice is the administrative head of all courts in the State. He carries out administrative rules adopted by the supreme court which govern all New Jersey courts and appoints an Administrative Director of the Courts who serves at his pleasure.

The Administrative Office of the Courts gathers and interprets statistics concerning the status of litigation in the State judicial system. It recommends certain adjustments to alleviate present court congestion and prepares projections on future needs of the judicial system. The Office also provides inservice training for both judges and

supporting personnel, staff assistance to the several standing and special committees appointed by the supreme court, and is the secretariat for judicial conferences held throughout the year.

Other management functions of the Administrative Office cover such areas as budget, personnel, court facilities, court reports, and supervision of record-keeping by the courts.

The State provides accommodation for the supreme and superior court (appellate division and chancery division only) and the clerks thereof. The county is charged with providing court facilities for the law division of the superior court, the county court, the juvenile and domestic relations court, and county district court, and their support functions. A municipality having a municipal court must provide space for the court and any other services it requires.

By rule of court, the Assignment Judge, designated by the Chief Justice, is responsible for the administration of civil and criminal justice in all courts in his region. He is subject to the direction of the Chief Justice in administrative matters. Provision is also made for designating presiding judges to be responsible for administering each multi-judge court within a region. The judge, or presiding judge, of the municipal court is the administrative head of that court. He is subject to the rules of the supreme court and the directives of the Chief Justice, the Assignment Judge, and the Administrative Director.

County judges' compensation is determined by the New Jersey State Legislature and cannot be diminished during term of office. The Legislature provides various pension benefits for the judges of all courts. No judge of the constitutional courts may engage in the private practice of law or in any other gainful pursuit. A supreme court justice or a judge of superior court or county court must have been admitted to practice in New Jersey for ten years prior to his appointment to office.

The year 1967 is the last one for which fiscal data on the New Jersey court system is available. The State's data is based on a July 1 - June 30 fiscal year; the county and municipal information is based on a calendar year. The total expenditures for the courts by the State, counties, and municipalities was \$36,505,620 with revenues at \$27,625,766. The relative burden to total expenditures was State 19%, counties 67%, and municipalities 14%. The State appropriation for the

judiciary was only 0.69% of the total appropriation of \$1,500,256,061.

Supreme Court

The supreme court has the exclusive rule-making power regulating the administration, practice, and procedure of all courts. As a court of last resort, it exercises appellate jurisdiction in the following classes of cases:

- In causes determined by the appellate division of the superior court which involve questions under the Federal or State Constitution;
- In causes where there is a dissent in the appellate division;
- In capital causes;
- On certification to the superior court, and to the county courts and inferior courts, as provided by the rules; and,
- Such other cases as provided by law.

The supreme court may also exercise such original jurisdiction as may be necessary to the complete determination of any cause on review.

The supreme court consists of a Chief Justice and six Associate Justices, nominated and appointed by the Governor, with the advice and consent of the State Senate. The justices serve an initial term of seven years. Upon reappointment, they hold their offices, during good behavior, until they reach the mandatory retirement age of 70 years. The justices may retire at 65 if they wish.

Superior Court

The superior court is divided into an appellate division, a law division, and a chancery division.

The appellate division sits in parts of three judges each at Trenton and Newark. There are presently four parts. The court hears appeals from:

- The law and chancery division of superior court;
- County courts;
- County district courts (civil cases only);
- Juvenile and domestic relations courts;
- Final determination of State administrative agencies, including proceedings in lieu of prerogative writ as provided by the rules of the supreme court; and,

- In such other causes as provided by law.

The law division has general jurisdiction in all causes, civil and criminal, and under the rules may hear actions filed "in lieu of prerogative writ." The chancery division is divided into two parts, general equity and matrimonial. The law and chancery divisions may each exercise the powers and functions of the other division, subject to the rules of the supreme court, when the ends of justice require.

There are presently 78 judgeships authorized for superior court, plus 6 additional judgeships when certified by the Chief Justice as necessary to hear Meadowland disputes. County court judges can be temporarily assigned by the Chief Justice to sit in the superior court. The terms of appointment, tenure, and retirement of judges of superior court are the same as accorded to supreme court justices.

County Court

The law divisions of the twenty-one county courts have general jurisdiction in their respective counties over civil and criminal matters which arise within the county. Equity power may be exercised when the jurisdiction of the court is invoked to resolve the matter in controversy. Appellate jurisdiction is exercised on appeals from municipal courts within the county, from the Division of Workmen's Compensation of the Department of Labor and Industry, and as provided by statute.

The probate division has jurisdiction where probate is contested or where an interpretation is required on the terms or validity of a will, which has been admitted to probate.

By rule of court, it is mandatory that motions to suppress in criminal cases be brought in either superior court, law division, or county court, law division, regardless of which court in the county has jurisdiction of the matter being tried or to be tried.

There are presently 88 authorized county court judgeships. Judges serve five-year terms on nomination and appointment by the Governor, with the advice and consent of the New Jersey State Senate. They attain tenure after ten years and third appointment. The county clerk is the clerk of the law division and the surrogate is the clerk of the probate division.

Inferior Courts of Limited Jurisdiction

The Office of the Surrogate, juvenile and domestic relations court, county district court, and

municipal court are the four inferior courts presently in operation in New Jersey. They were created by statute pursuant to the powers granted by the New Jersey Constitution, Article VI, Section 1.

The *surrogate* is the only judicial officer in the State elected to office. He serves a five-year term at a salary that by law may be fixed by a county board of chosen freeholders. The surrogate is both clerk and judge of the court, and clerk of the probate division of county court. He has jurisdiction over wills submitted for probate, trusts, guardianships, and administration of intestate estates. He may not, however, hear any contested matters. An Office of the Surrogate exists in each county.

Exclusive jurisdiction over juvenile matters is vested in the *juvenile and domestic relations court*. The court also has exclusive jurisdiction on Uniform Support for Dependents Law complaints, filed or received. Judgments by the court which provide for support and maintenance may be docketed in superior court, thereby affecting property of the judgment debtor throughout the State. In addition, the juvenile and domestic relations court has concurrent jurisdiction with other courts relative to non-support, temporary custody of children, and child abuse.

If a juvenile is at least sixteen and less than eighteen years of age and is charged with an act considered indictable if committed by an adult, the juvenile may request that he be tried as an adult. The judge may also refer a juvenile case to the county prosecutor for criminal prosecution if the juvenile is sixteen or seventeen years of age and is a habitual offender, or, if the offense charged is of a heinous nature requiring imposition of a sentence upon conviction for the welfare of society.

There is a juvenile and domestic relations court in each of New Jersey's twenty-one counties. In thirteen counties there are specially-appointed judges, while the remaining eight counties have judges of county court hearing matters in juvenile and domestic relations court. Twenty-seven judgeships are presently authorized for the juvenile and domestic relations court. The judges' salaries are fixed by statute and are paid by the county. They serve a five-year term on appointment by the Governor, with the advice and consent of the Senate.

Each county has a *county district court* whose civil jurisdiction is limited to landlord and tenant

cases, \$1,000 in contract actions, and \$3,000 in negligence cases. Criminal jurisdiction is concurrent with that exercised by the municipal court, but is not ordinarily exercised.

In eleven New Jersey counties, the county district court is presided over by county court judges. In the other ten counties, there are specially-appointed judges. Presently there are 35 authorized county district court judgeships. Judges of the county district court are appointed by the Governor, with the consent of the State Senate, and serve a term of five years. Their salaries are fixed by statute and are paid by the county.

Each municipality may by law establish a *municipal court*. There are presently 521 such courts in New Jersey. The territorial jurisdiction of the court is limited to the area over which it presides, whether it be a single municipality or several municipalities, except in those cases covered by the Fish and Game Laws and offenses under Title 39 covering motor vehicles. Limited civil jurisdiction is conferred by statute, N.J.S.A. 2A:8-24, pursuant to approval by rule of the supreme court. Its criminal or penal jurisdiction is as follows:

- Violations of municipal ordinances;
- Violation of the "Disorderly Persons Law", as the offenses may be defined in N.J.S.A. 2A:169-1 through 2A:171-12;
- Violation of the Poor Laws, Ch. 1 and 4 of Title 44, and N.J.S.A. 2A:100-1, where the judge is an attorney, as required by the rules;
- Violation of Ch. 17 of Title 9, Children, Bastardy Proceedings;
- Offenses of a lesser grade or degree than a misdemeanor or as to which no indictment by a grand jury is required;
- The specified offenses set forth in N.J.S.A. 2A:8-22 where the judge is an attorney and the one charged waives in writing indictment and trial by jury, Rule 8:3-3(b); and,
- The jurisdiction conferred by Title 4, Agriculture and Domestic Animals; Title 12, the Navigation Laws; Title 19, Elections; Title 55, Tenement Houses and Public Housing; Title 24, Food and Drugs; Title 34, Labor and Workmen's Compensation; Title 51, Standards Weights and Measures and Containers; Title 52, State

Government, Department and Officers; and Title 54, Taxation.

Depending upon the municipality's form of government either the mayor or the governing body may appoint the municipal court judge. The judge serves a three-year term at a salary fixed by ordinance. If there is a joint court serving two or more municipalities, the appointment of the judge is by the Governor, with the advice and consent of the New Jersey State Senate. Compensation is then determined by the municipalities involved through duly adopted ordinances.

COUNSEL BEFORE THE COURT

Prosecution

The prosecutor is the chief law enforcement officer in his respective county. Each of New Jersey's twenty-one prosecutors are appointed by the Governor, with the advice and consent of the New Jersey State Senate, for a term of five years. The county prosecutor's offices are responsible for criminal investigation, trial preparation and court presentation of indictments returned by the grand jury, and special investigations. In addition, the prosecutor represents the State in appeals by defendants to the appellate division of superior court and to the New Jersey supreme court. He represents also the State in appeals taken to the county court by those convicted in the municipal courts of violating the Disorderly Persons Act and the Motor Vehicle Act.

The Attorney General administers the affairs of any of the twenty-one county prosecutor's offices when there is a vacancy in the Office of the Prosecutor; when the prosecutor requests his aid because of a conflict of interest; when an assignment judge requests assistance; when the board of chosen freeholders requests the Attorney General to assume administration in the county; or, at the Governor's request. The Criminal Investigation Section of the Division of Law, Department of Law and Public Safety, acts as a coordinating body between the Attorney General and the twenty-one county prosecutors. The Criminal Investigation Section's staff attorneys may prosecute cases at the request of the county prosecutor.

The prosecutor may maintain a private law practice, however, the prosecutor, his partners, and

his associates are all limited by rule of court in the type of practice they may have within the county where he is the prosecutor.

Formal, specialized courses are available to members of the prosecutor's staff on an infrequent basis. The inservice training programs within the Office of the Prosecutor receive great emphasis.

Defense

By court rule and case law, an accused must be advised of his right to defense counsel when he is interviewed. He is entitled to have counsel assigned if he is unable to afford counsel.

The right to counsel extends to all criminal judicial proceedings — the preliminary hearing, the trial, the appeal, the petition for post-conviction relief, and any hearing dealing with the revocation of probation.

In New Jersey, the only reason for an adult or juvenile defendant in a criminal proceeding to appear *pro se* in a matter before the court is if he waives his right to counsel. The Office of the Public Defender was established to represent indigent defendants in all indictable offenses and to represent juveniles in the juvenile and domestic relations court. The New Jersey Legal Services Project may represent indigents on non-indictable offenses, indictable offenses up to the preliminary hearing, and certain civil matters.

Office of the Public Defender

Effective on July 1, 1967, the State of New Jersey established the Office of the Public Defender to provide legal representation for any indigent defendant formally charged with an indictable offense. Chapter 43 of the Laws of 1967 provides for all necessary services and facilities of representation, including investigation and preparation for the indigent defendants. The jurisdiction was recently expanded (N.J.S.A. 2A:158A-24, Ch. 371, L. 1968) to include indigent juveniles, formally charged with the commission of an act of juvenile delinquency, whose prosecution could result in institutional commitment (in the opinion of the juvenile judge).

The services of the Office of the Public Defender are rendered in the county courts of New Jersey and the juvenile and domestic relations court. Public defender services are also provided in the State's municipal courts, where entitled by law. In addition, convicted indigent defendants are

represented by the Office of the Public Defender on appeals and, as may be needed, in other post-conviction proceedings.

The primary goal of the Office of Public Defender, as set forth by the State Legislature, is to realize the constitutional guarantees of counsel in criminal cases for indigent defendants by means of an established system, in order that no innocent person be convicted, and that the guilty be convicted only after a fair trial. Indigency is determined by an affidavit of indigency from the applicant.

The Office of the Public Defender is administered by the New Jersey State Public Defender, who is appointed by the Governor with the advice and consent of the Senate for a term of five years. The Office consists of a headquarters and twelve regional offices throughout the State.

The headquarters section is composed of the Public Defender and two Deputy Public Defenders. They help formulate overall policy and help direct the program's administration. One Deputy Public Defender is responsible for inaugurating procedures for reimbursement for services rendered the client. He is also responsible for staff training. The other Deputy Public Defender is charged with maintaining close liaison with each of the twelve regional offices. These offices cover areas comparable to the vicinages of superior court assignment judges. They supervise case load, establish and maintain volunteer attorney pools, and supervise reporting to the headquarters of cases received and their disposition. The court refers the indigent accused to the Office of the Public Defender.

The appeals section, which is supervised by a Deputy Public Defender, is located in the headquarters section at Newark, New Jersey. It handles all matters of an appellate nature arising in the regional offices. It also acts as a clearing house, furnishing data on new court decisions and new statutory regulations to all staff members.

In addition to the staff attorneys, there is a fiscal section at State headquarters and a total of 35 members on the field investigative staff.

The Office of the Public Defender has stated that whether the indigent accused is to be served by staff personnel or by trial pool counsel, the legal representatives must render the same service to the indigent as though they were privately retained,

and without regard to the use of public funds to provide such services.

Legal Services Projects

The Office of Economic Opportunity's Legal Services Projects provide legal representation to indigents charged with indictable offenses up to the preliminary hearing stage. They also represent indigents on non-indictable offenses and on civil matters. If the civil matter, however, is one of a fee-generating nature (e.g., workmen's compensation or an auto negligence claim as plaintiff) then the applicant-client uses the referral system to obtain an attorney. In the event that Legal Services cannot supply counsel on a non-indictable offense, an application can be made by the person charged to the judge of the municipal court. Counsel will then be assigned from the master list which the assignment judge maintains.

The applicant for legal assistance must swear to an affidavit of indigency. If the applicant's income exceeds O.E.O. income guidelines, a referral attorney can be obtained. He is, of course, then compensated by the applicant-client.

There are second and third-year law students presently serving Legal Services Projects in New Jersey by performing non-litigative tasks in the civil area. They interview clients, do legal research, and prepare legal memoranda for Project staff. Under the guidance of their preceptor, and with permission of the law school and the presiding judge of the county district court, third-year law students can appear for indigents in the county district court on predetermined causes.

A limited amount of summer internships are available directly with the Legal Services Projects and indirectly with the Projects through an intern program administered by the New Jersey Department of Community Affairs. In addition, VISTA and Smith Fellowships are available at no charge to the requesting organization.

CORRECTIONS IN NEW JERSEY

STATE GOVERNMENT CORRECTIONS

The Department of Institutions and Agencies is the unit of State government responsible for administering institutions and agencies designed to

meet human welfare needs. The department is governed by a voluntary board of prominent citizens, the State Board of Control, and is headed by a Commissioner who serves as a member of the Governor's cabinet. The Commissioner of Institutions and Agencies is appointed by the State Board of Control with the approval of the Governor. He serves as Commissioner for as long as the State Board of Control desires.

The Division of Correction and Parole develops programs and operates institutions and agencies directly concerned with corrections at the State level. Its components are two staff bureaus (the Bureau of Programs and the Bureau of Operations), two operational bureaus (the Bureau of Parole and the Bureau of State Use Industries), fourteen correctional institutions, ten satellite camps, and a community residential half-way house.

The Bureau of Programs develops standards for operational unit programs and assists the Division Director in devising viable correctional programs. The Bureau of Operations audits operational unit programs to evaluate effectiveness and proximity of their operations to Division standards.

The Bureau of Parole supervises all parolees, age fourteen and over from New Jersey State correctional institutions, and parolees from other State jurisdictions accepted under the terms of the Inter-State Compact for the Supervision of Parolees. Parolees under the age of fourteen are supervised by the Bureau of Children's Services, Division of Public Welfare.

The Bureau of Parole investigates requests for parole planning from in-state and out-of-state sources, develops parole placements and completes special, related investigations as requested. To implement these programs, the Bureau operates from nine district offices strategically located throughout the State; from institutional parole offices in the major correctional institutions, and from a central office in Trenton. Staff consists of 203 employees; 140 of whom are parole officers and supervisors. As of June 30, 1968 there were 5,344 cases under supervision in New Jersey from in-state and out-of-state institutions.

The Bureau of State Use Industries provides inmate production occupations for the manufacture of goods that are sold to and for the use of governmental agencies. In the fiscal year

1967-68, the Bureau operated 26 shops, accommodating 36 industries in six institutions. The industries had a gross sale volume of \$2,446,596, and realized a net profit of \$60,825.

There are 829 inmates at the prison and reformatory complexes and 41 patients at Trenton State Hospital who are employed full-time in the shops. Wages paid to inmate workers in the last fiscal year for State Use production totaled \$56,031. A voluntary citizen State Use Advisory Council serves in an advisory capacity to the Bureau's operations.

State Prison Complex

The State prison complex consists of three major institutions, Trenton Prison, Rahway Prison, and Leesburg Prison — as well as two camps — West Trenton satellite of Trenton Prison, and Marlboro Camp satellite of Rahway Prison. The prison complex population as of June 30, 1968 totaled 2,925 inmates. They were distributed accordingly:

Trenton Prison	1,223
West Trenton Unit	123
Rahway Prison	1,152
Marlboro Unit	128
Leesburg Prison	299

Trenton Prison is the receiving institution for male adults committed with fixed minimum-maximum sentences. Inmates from Trenton Prison are then classified. They either remain at Trenton Prison, or are selected for minimum security residence at the West Trenton Unit, or are sent to Rahway Prison and from Rahway Prison to the Marlboro Unit when relaxed security is warranted, or the inmates are selected to go to Leesburg Prison, presently a minimum security prison farm. A new medium security prison is now under construction at the Leesburg Prison site. It will merge administratively with the present Leesburg Prison. Initially, the new facility will house 350 inmates. Later, it will expand to 500. This should enable the partial closing of the antiquated Trenton Prison. However, a study done by the Division of Correction and Parole on projected prison populations, indicates that the State may expect an approximate prison population increase of 44% by 1980.

Trenton Prison and its satellite have 330 staff positions: 211 custody staff positions, 48 positions in the medical, social service, psychology and education areas, and 81 positions in industrial,

maintenance, trade and support activities. The Rahway Prison operations are carried out by 283 employees: 184 employees hold custodial positions, 20 hold medical, social service, psychology and education positions, and 79 hold industrial, maintenance, trade, and support positions. There are 185 employees at the Leesburg Prison: 125 employees are in custodial slots; 14 hold medical, social service, psychology and educational positions; and 46 are in industrial, maintenance, trade, and support positions.

The 1968-1969 fiscal year operating expenditures budgeted for Trenton Prison and its satellite are \$3,000,565.; the budget for Rahway Prison and its satellite is \$2,351,525.; and the Leesburg Prison operating budget totals \$628,829.

State Reformatory Complex

The State reformatory complex consists of three major institutions — the Youth Reception and Correction Center, Bordentown Reformatory, and Annandale Reformatory; five camps designated West Trenton Unit — a satellite of Youth Reception and Correction Center, the Neuro-Psychiatric Institute Unit, the New Lisbon Unit of Bordentown Reformatory, and the Stokes Forest and High Point Units of Annandale Reformatory; and, the Robert Bruce House — a community half-way house, administered by the Youth Reception and Correction Center.

As of June 30, 1968, the reformatory complex had a total population of 1,858, distributed as follows:

Youth Reception Center	134
Youth Correction Center	355
West Trenton Unit	44
Bordentown Reformatory	699
Bordentown Unit at Neuro-Psychiatric Institute	55
Bordentown Unit at New Lisbon	65
Annandale Reformatory	419
Annandale Unit at Stokes Forest	46
Annandale Unit at High Point	41

The Youth Reception and Correction Center, opened in November, 1967, receives and classifies all male reformatory commitments. It has a capacity of 296 for indeterminate sentenced inmates, offers a special residential treatment unit with a capacity of 60 beds for severely disturbed reformatory inmates, and provides a residential facility with a capacity of 518 for regular

reformatory inmates. From the Youth Reception and Correction Center, inmates may be placed in its minimum security satellite unit at West Trenton, or may remain in residence at the Correction Center, or may be sent to Annandale Reformatory with subsequent option for placement in one of Annandale's minimum security satellites, or may be sent to Bordentown Reformatory with subsequent option for placement in one of Bordentown's minimum security satellites.

Bordentown Reformatory is an institution for males, age 16 to 30, who have not previously served a sentence in a prison or penitentiary. The reformatory attempts a positive resocialization of the offender through its social education classes, group and individual psychotherapy and counseling, social casework, and work program.

Annandale Reformatory is a cottage-type institution for males, age 15 to 21, who have had no previous commitment to a reformatory or prison. The institution attempts to inculcate acceptable standards of good citizenship, good work habits, and sound social values. The treatment program consists of social and academic education, prevocational, group and individual psychotherapy and counseling, extensive recreation activities, and a comprehensive work program.

The Youth Reception and Correction Center and its satellite have 293 staff positions: 152 custody staff position, 67 positions in medical, social service, psychology and education areas, and the remaining staff positions are in industrial, maintenance, trade and support activities. Bordentown Reformatory and its satellites have 239 staff positions: 146 in custody, 29 in medical, social service, psychology and education areas, and the remaining positions in industrial, maintenance, trade and support activities. Annandale Reformatory and its satellite units have 216 positions: 125 custody staff positions, 28 medical, social service, psychology and education positions, and 63 staff positions in industrial, maintenance, trade, and support activities.

Appropriate funds for operating expenses in reformatory complex institutions for the current fiscal year are as follows: Youth Reception Center and its satellite, \$2,009,572; Bordentown Reformatory, \$2,082,342; and Annandale Reformatory, \$2,072,819. The West Trenton Unit funding and staff is included in the appropriations for the three major institutions of the reformatory complex.

The community half-way house, or Robert Bruce House, was established in 1962 upon the approval of a grant from the National Institute of Mental Health. When the Federal grant was terminated, the Robert Bruce House became administratively a part of the Youth Reception and Correction Center. The Robert Bruce House is located in downtown Newark, New Jersey. It provides a supportive environment for parolees from the reformatory complex who are without friends and relatives to assist them in their re-entry into society. The House can handle as many as 21 parolees and is staffed with a director and 4 assistants. Its operating budget for the current 1969 fiscal year is \$35,724.

Training School Complex

The training school complex consists of the new Training School for Boys, the State Home for Boys, and its satellite — the Wharton Tract Unit.

The Training School for Boys began receiving commitments in January, 1969. The facility consists of twelve brick cottages arranged in a horseshoe pattern facing an all-faith chapel. It can accommodate 200 boys between the ages of eight and thirteen, thus permitting the separation of first and very young offenders from the influence of older more sophisticated delinquents. The training school is a self-contained school, providing small academic and remedial classes, psychiatric and school services, arts and crafts, and an indoor-outdoor recreation program. It is located adjacent to the Neuro-Psychiatric Institute at Skillman.

The State Home for Boys is a cottage-type facility for juvenile male commitments between the ages of eight and sixteen. The correction program is concerned with developing good work habits, preliminary training in certain skills, and vocational and social interests. In addition, there is individual and group counseling, and formal schooling available to the inmates. The population at the State Home for Boys, as of June 30, 1968, was 395; and, in addition, there were 40 boys in residence at the Wharton Tract Satellite Unit.

The Training School for Boys' staff complement totals 143; 71 of these positions are custodial; 38 are medical, social service, psychology, and education positions; and the remainder are slated for maintenance, trade, and support activities. The State Home for Boys has 273 staff positions; 130 of which are custodial positions; 56 are medical, social

service, psychology, and education positions; and 87 are in maintenance, trade, and support activities.

It is anticipated that the annual budget for operations at the new Training School for Boys will total \$1,518,359. Operating expenses at the State Home for Boys for the current year total \$2,259,787.

State Home For Girls

The State Home for Girls in Trenton, New Jersey, is an institution for juvenile delinquent females between the ages of eight and seventeen. Population figures at the State Home for Girls as of June 20, 1968, show 126 in residence at the main institution and eight in residence at the community pre-release center. Many of the girls committed have had previous institutional or probation experience.

The staff consists of 154 employee positions. Seventy-eight are custodial positions; 28 are medical, social service, psychology, or educational positions; and 48 are maintenance, trade, and support activities. The operating budget for the State Home for Girls, including its community residence, for the current year totals \$1,209,506.

State Reformatory For Women

Clinton Farms is a cottage-type institution for females sixteen years and over. The population as of June 30, 1968, was 238, plus seven at the community center. Over one-half of the women are under 21. Their offenses range from juvenile delinquency to homicide. The reformatory operated a satellite camp located on the grounds of the Vineland State School for Regarded until recently when it was closed. There weren't enough minimum-custody inmates to maintain the camp's operation. The reformatory also operates a residential community center in the town of Clinton where women gain experience in community living while still in inmate status.

Staff positions total 215. One hundred and four are custodial; 27 are medical, social service, psychology, and education activities slots; and 107 are in industrial, maintenance, trade, and support activities. The operating budget for Clinton Farms and its satellite totals \$1,568,238.

Residential Group Centers

The Highfields-type residential group center

originated in New Jersey in 1950. Highfields, supported by private funds, occupied the residence of Charles A. Lindbergh. In 1952 the State of New Jersey took over Highfields. The Division of Correction and Parole now supports four such centers, three for boys and one for girls. All of the centers follow the same program of work, community contacts, and guided group interaction that has characterized Highfields. The only change is the location of the center and the type of work engaged in during daytime hours.

Boys at the Warren residential group center, which opened in 1960 in northern New Jersey, work at a fish hatchery operated by the State Department of Conservation and Economic Development. In 1961, Turrell, the first such residential unit for girls, was established in central New Jersey. The fourth and newest center, Ocean residential group center, was opened in southern New Jersey in 1963. Turrell girls help care for geriatric patients at Marboro State Hospital, and the boys at Ocean work at the State Game Farm.

Residents in group centers retain legal status as probationers and are responsible directly to the juvenile court. This is not the case with commitments to other Division of Correction and Parole institutions. The age grouping of 16 - 18 years has been continued from the original Highfields as have the other criteria of admission, namely: the residents should not be psychotic, mentally retarded, sexually deviate, or have any previous commitment to a State correctional institution. Their length of stay is limited to four months. New Jersey juvenile courts find the residential centers a welcome alternative to reformatory commitments for 16 and 17-year olds who have failed under the usual conditions of probation in their home communities.

The number of residents at each residential group center ranges from fourteen to twenty at any one time. Each facility has a staff of six, including a superintendent and assistant superintendent. The 1969 fiscal year operating budgets for the centers are: Highfields — \$61,515, Warren — \$63,710, Ocean — \$63,393, and Turrell — \$65,629.

Inmate Services

Satellite camps of the correctional institutions are located in places where inmate help may be utilized to the advantage of institutions and agencies other than the Division of Correction and

Parole. Inmate services to mental hospitals and retarded institutions include laundry food service, maintenance, patient care, farming. In addition, services are rendered to the Department of Conservation and Economic Development in parks and forestry projects. A regional laundry, located at Rahway Prison, and a regional bakery, located at Trenton Prison, provide services for State institutions located in these geographic areas.

Training

The Division of Correction and Parole conducts a number of training programs for its operational unit staffs. In the 1968 fiscal year, monthly one-day orientation programs for new employees reached 584 new staff members in 73 different job categories. Two six-day and one eight-day officers' training program were offered to 106 persons, and four four-day in-residence training courses for groups of supervisors were conducted for 81 supervisory personnel. There were also two two-day executive development programs that reached approximately twenty superintendents and bureau chiefs. These training courses represented 1,700 employee work-days.

In addition, there were 106 persons from institution education staffs who participated in a series of six workshops in conjunction with the New Jersey Department of Education and Montclair State College; 103 persons who took part in training persons sponsored by the Department of Institutions and Agencies; 91 persons who received special training, such as speed reading and management techniques, through the Department of Civil Service; and six persons who participated in a Civil Defense Division training program.

Inspection and Consultation Services

The Division of Correction and Parole is legally responsible for inspecting county jails, workhouses, and penitentiaries, county juvenile detention shelters, and municipal police lock-ups. The Division also inspects the physical plant and custodial operations of its own institutions. Inspections are made to insure that facilities safely contain prisoners, provide the necessary comforts, and ensure the separation of juveniles from adults, as well as males from females. During the last fiscal year, Division of Correction and Parole staff inspected all 249 of the State's municipal lock-ups; all thirteen juvenile detention homes; all five penitentiaries and workhouses, and all but four of the twenty-one county jails.

Division staff provides consultation services to local government units engaged in building or remodeling existing correctional facilities. Twenty-nine consultations were held during the last fiscal year regarding new construction and alteration of physical facilities. These services are performed by three staff members — a correction captain, a correction officer, and a senior jail inspector.

Statistical Services

The Division of Correction and Parole employs a research specialist to develop statistical data and systems for collection and dissemination of data pertinent to effective management of the Division's operating units. Updated institutional population trend tables are distributed monthly, quarterly, or semi-annually depending upon the nature and importance of the trend category being reported.

Special statistical studies completed during the last fiscal year include a study of projected populations for various offender subgroups in the State prison; the effect of the Gault decision on juvenile commitments; and the implications for management development of a survey of middle-management personnel in the Division.

In addition to the preceding discussion of Division of Corrections and Parole programs, there are corrections activities that are either not under the direct jurisdiction of the Division of Correction and Parole or are shared with other units of State government.

Board of Managers

Voluntary citizen Boards of Managers, subject to the supervision, control and ultimate authority of the State Board of Control, are vested with the responsibility of establishing policy guidelines in the management, direction, and control of the state prison complex, reformatory complex, training school complex, State Home for Girls and Reformatory for Women. Except for the State prison and minimum-maximum sentenced women at the women's reformatory, the Boards of Managers are the paroling authority.

State Parole Board

The State Parole Board, a three-member body appointed by the Governor, is administratively independent of the Division of Correction and Parole. The board determines parole for those persons serving sentences having fixed minimum-maximum terms and life sentences. It also

considers for parole certain inmates of county penitentiaries, but only if they apply for hearing after they have served at least one year of sentences greater than a year. In addition, the parole board advises the Governor in clemency matters.

Parole Services of Bureau of Children's Services

The Bureau of Children's Services, in the Division of Public Welfare, Department of Institutions and Agencies, is responsible for supervising paroled children from the juvenile institutions under age fourteen; or those between ages fourteen and sixteen who have special problems that can best be handled by this agency.

Field services of the agency are performed from 22 district offices, one in each county except Essex which has two district offices. At the end of fiscal year 1967-1969, the Bureau of Children's Services had 464 cases under parole supervision — 245 from the State Home for Boys and 219 from the State Home for Girls. Since correctional services are not divorced from general field services, it is not possible to state the budget for correctional services rendered.

Narcotics Treatment Program

A program for dealing with the narcotics problem in New Jersey was enacted by the New Jersey Legislature in 1964. The law, Chapter 226, N.J. P.L. 1964, calls for a multi-disciplinary program of prevention; of education aimed at the public, the helping professions, and addicts themselves; of vocational and social rehabilitation; and of quasi-legal and legal control in the field of drug addiction. The legislation reflects the view that treatment for drug addiction should be primarily socio-medical, rather than the more prevalent approach of punitive-penal attitudes and procedures.

The Narcotics Treatment Program was formulated and established by the Commissioner of the Department of Institutions and Agencies with advice and consultations from a Narcotics Advisory Council. It is administratively part of the Division of Mental Health and Hospitals. The Narcotics Advisory Council consists of five ex-officio and six non-governmental members who represent the interested public. Its chairman is a medical doctor.

The Act calls for one or more *in-patient residential treatment centers* to be established in State, county or municipal institutions or as new,

separate facilities. The first of these centers was opened at the New Jersey Neuro-Psychiatric Institute at Skillman on June 15, 1965. It had a 40-bed ward for men and a 12-bed ward for women. Since that time the ward for men has been expanded to accommodate 64 male patients. The center had a total of 1,760 residential admissions from June 15, 1965 to January 30, 1969. There are currently 86 budgeted positions in the 1969 fiscal year budget of \$790,336.

Most of the patients admitted for treatment have been sentenced under the Narcotic Act or the Dangerous Drug Act. These acts provide that persons using drugs illegally are disorderly persons. The magistrate on sentencing is required to give the offender the option of serving time or of volunteering for treatment. If the offender volunteers for treatment, sentence is suspended and the person is placed on probation up to three years, providing that he remains under an effective treatment program. The maximum length of sentence upon conviction as a disorderly person is six months. The law also provides for the admission of patients not under duress. As a private citizen age 21 or over or as a married person under age 21, a patient may voluntarily admit himself. He must agree to remain a minimum of 45 days. If he is under 21 years of age and unmarried, he can be admitted if his parent or legal guardian will sign the admission papers.

Those convicted on the charge of use of narcotics and dangerous drugs, who are serving sentence, may apply for resentencing. As a condition of re-sentence they may ask for admission to in-patient treatment centers. People on bail or bond who await grand jury action or trial for the use of drugs or other charges not involving acts of violence that constitute felonies or high misdemeanors may seek treatment in a residential in-patient center. They must be considered acceptable to the program by the hospital's professional staff, and they must be recommended by professional custodial persons.

In all cases the physician in charge of the residential in-patient center, with the approval of its Coordinator, may deny an admission or discharge a patient while in treatment if diagnostic screening and evaluative decisions deem the person an unsuitable candidate for the program.

The Center employs a conventional mental hospital staffing pattern. It utilizes a gas chromatography lab and thin layer chro-

matography, and provides detoxification services and methadone loading services for its maintenance research program.

Treatment in the Center begins with the rapid reduction and withdrawal of addicting drugs from the patient. Then the patient enters a carefully structured correction and rehabilitation program. It is designed to produce a more responsible attitude toward life and its problems.

The law also calls for the establishment of one or more regional, medically-oriented *aftercare clinics*. The clinics are to be operated by individual counties or by several counties on a joint-cooperative basis. Clinics have been established in each of the following communities: Elizabeth in Union County, Paramus in Bergen County, Metuchen in Middlesex County, Morristown in Morris County, Paterson in Passaic County. In addition, one clinic was approved for funding in Essex County in January, 1969.

The treatment approaches are adapted to area demography and epidemio-logical findings: Middlesex County has a combined alcohol-drug clinic; Morris County uses a social-psychiatric approach with an emphasis on preventing potential drug abusers from further abuse and addiction; Bergen County's out-patient clinic setting reaches into the community, stressing family and community involvement; Union County has an integrated probation-psychiatric approach; Passaic County utilizes the conventional mental health approach in a storefront-type setting; and Essex County will have an integrated psychiatric-probation-community agencies approach.

The community aftercare-clinics have an aggregate fiscal year budget for 1969 of \$386,685. Their total monthly case load during 1968 was 457, and they had 31 full-time and 12 part-time employees.

The expansion of State services under the auspices of the Bureau of Narcotic Addiction and Drug Abuse includes constructing a major rehabilitation center. This was approved through a bond issue which will provide six million dollars for the center, a quarantine setting without jail appurtenances. Further expansion of State services includes training a cadre of 100 intermediate school teachers who will develop a curricula on drug abuse and narcotic addiction for local schools. A special training project for pharmacists will develop a Pharmacist Speakers Bureau that can focus on

"Respect for Drugs". It will be directed by the College of Pharmaceutical Sciences, Columbia University. A pilot community rehabilitation project in Mercer County will utilize treatment concepts developed by the Addiction Service Agency, City of New York. A special training project for comprehensive prevention and rehabilitation program in Middlesex County will be sponsored by the Metropolitan Regional Council, Narcotic Addiction Committee. And a pilot pre-release project for addict inmates in the reformatory complex will be instituted.

The New Jersey Regional Drug Abuse Agency is a nonprofit corporation receiving special funds under the 1966 amendments to the Office of Economic Opportunity Act. The Department of Community Affairs is the fiscal intermediary for the federal funds. At the present time its Liberty Park Residential Rehabilitation Center has a bed capacity of 50. An expansion to increase its capacity to 255 beds is projected.

There are also three outreach centers; one is in Union City and two are in Newark. The outreach centers' program is basically voluntary. It involves a professionally-supervised therapeutic community, whose outreach centers screen the streets and refer addicts for commitment to the program. The program includes medical detoxification, urinalysis, technical job training, vocational rehabilitation, and attitudinal and sensitivity training services.

The residential and outreach centers have a total staff of 42 persons. The composite budget, as of December 31, 1968, indicates a federal share budget of \$665,751.77 and a non-federal share budget of \$80,174. In addition to the Regional Agency, O.E.O. funding for New Jersey includes addiction prevention projects in Middlesex and Monmouth Counties.

Among the *non-State supported programs* in New Jersey is New Well, a day center, self-help program in Newark with satellite units in Atlantic City and in Passaic County. New Well is privately financed with a budget of \$228,300 as of March 1, 1968. It offers detoxification, urinalysis, case funding, self-help therapy, and vocational guidance.

The Drug Addiction Rehabilitation Enterprise (DARE) is another addict and ex-addict self-help program. It has a central office, outreach unit, and residential center in Newark; a satellite outreach

unit in Asbury Park; a residential hotel operation in Island Heights; and a rural residential farm in Carlisle, Pennsylvania. The program receives private and public funds. It offers medical care, urinalysis, a modified Daytop Village approach of induction, and treatment and aftercare services in the community.

The Mount Carmel Guild Narcotic Rehabilitation Center in Newark offers a program of counseling, individual and group therapy in all areas of addict rehabilitation. This program will be included in the Mount Carmel Guild Community Mental Health Center that is now being constructed.

The St. Dismas Hospital for Drug Addicts in Paterson, New Jersey, a privately-operated residential treatment hospital, offers a religious, authoritative, and directive treatment regimen for addicts. The Bergen County Board of Chosen Freeholders has signed an exclusive contract with St. Dismas Hospital for the care and treatment of Bergen County addicts.

The Essex County Prison Addict Rehabilitation Program, sponsored by the Essex County Freeholdes, offers psychiatrically-oriented individual and group therapy for inmate addicts.

Three additional private programs are currently being organized. They include INTEGRITY, a privately funded residential house for addicts in Newark; ROAD House, a privately-funded residential house in Essex County; and Northside Chapel, a day center operation in Passaic County sponsored by religious groups.

There are, in addition, very promising prevention-type private organizations, such as the Students League Against Narcotics Temptation (SLANT) in Hudson County, which, not being corrections type programs, will not be described here.

Forensic Unit

The forensic psychiatry section is one of the seven semi-autonomous clinical sections of the Trenton State Hospital. It provides observation, examination, and treatment for patients from the entire State who require the specialized security facilities that can only be provided by this hospital section. The patient population, therefore, is limited to patients who require the most maximum security facilities because of their clinical condition, or because they have come from State

penal institutions, or have such serious charges against them, (e.g. homicide) that they require maximum security handling. The unit is administered by an assistant medical director, who is directly responsible to the medical director for the proper operation of this section.

The physical plant used by the forensic psychiatry section, unfortunately, reflects an emphasis on security common at the time the plant was built. The treatment resources of the physical plant are markedly inferior to the plant's security resources. Because the unit's population has been reduced, some space previously used in its security operation is now available for treatment programs.

A major treatment goal is to get the patient out of the grim prison-like surroundings of the forensic psychiatry physical plant as rapidly as possible. If a patient has been admitted for maximum security reasons (e.g. a transfer from another psychiatric hospital or a mental retardation institution), he is returned to his original institution as soon as the need for maximum security no longer exists. Patients admitted as having been unable to stand trial are returned to court for trial as soon as they have recovered sufficiently to be able to consult with their attorney and participate in their own defense. Inmates from the State penal system are returned to their original institution as soon as the major symptoms that required their transfer are relieved. Patients, committed under 2A:163-2 as having been found not guilty of the offense by reason of their mental condition, but still requiring hospitalization and treatment, are constantly evaluated for transfer to the civil section of Trenton State Hospital or to the psychiatric hospital serving their area of residence. Availability for the continuation of their treatment program must be reported to the committing court and permission for such a transfer obtained. Sex offenders, who are sent to the forensic psychiatry section for maximum security reasons, are returned to the jurisdiction of the Menlo Park Diagnostic Center as soon as they no longer require maximum security.

The unit has appropriate treatment programs that accomplish the above goals with varying degrees of efficacy. Group and individual psychotherapy, drug therapy, electrotherapy, occupational therapy, recreational therapy, and bibliotherapy are some of the modalities available. Advances in patient-oriented treatment are

constantly handicapped by those factors in the physical plant that foster depersonalization (steel bars, rooms that were designed as cells, prison-type locking devices, lack of privacy, etc.).

Major efforts are made to respect the patient's civil rights. Censorship of patients' mail no longer occurs, and patients are assisted in communicating with their attorneys and committing court.

Diagnostic Center Activities

The Diagnostic Center at Menlo Park, New Jersey, was established by enactment of the statute known as Chapter 118, Public Laws 1946. It administratively places the center in the Division of Mental Health and Hospitals, Department of Institutions and Agencies. The center's particular mission is to provide complete psychiatric evaluation for socially-disordered individuals. The center also administers the sex offender program that is described later.

The center offers both in-patient and out-patient services. In-patient facilities are limited to children and adolescents between the ages of eight and eighteen. Out-patient services are available to individuals of any age. Bed capacity is 93 and the maximum length of stay, which is fixed by statute, is 90 days. The average length of stay is presently 63 days.

The criteria for acceptance maintain that a problem in psychiatric diagnosis must exist and that it be exhibited by some form of antisocial behavior. The center focuses primarily on the juvenile delinquent and the criminal. Court referrals are received as are referrals from public and private agencies when it is in the public interest.

During the 1967-1968 fiscal year, 542 patients were examined in the in-patient department. Of these, 532, or 98.2% of the total number admitted during the year, were committed by various juvenile courts in the State. Five patients, or 0.9%, were private admissions; 2 patients, or 0.4% were referred by the Bureau of Children's Services; and 3 patients, or 0.5% were two-way transfers from the Division of Correction and Parole.

The traditional clinical team approach is used in in-patient department. Each patient's evaluative process is determined by a psychiatrist, a psychologist, and a psychiatric social worker who are especially assigned to the patient at the outset

of his treatment. The examination includes a complete physical, psychiatric, and neurological examination; psychological testing; and continuous contact by the social worker with the parents, referral agents, and any other community resources involved in planning for the child. During his stay, the child's education and recreation needs are met. Upon completion of observations and tests, the probation officer, or other referral agent, and school representatives join the nurse, teacher, unit supervisor, and clinical team for a final staff conference at the Diagnostic Center. The patient is then returned to the referral source with specific recommendations for future handling.

The out-patient department provides evaluations (on a daily basis) for individuals of any age, who present a problem in diagnosis and anti-social behavior in the community. During fiscal year 1968 a total of 1,476 were examined by the out-patient department. Of these, 861, or 58.3%, were committed by the various courts of the State; 329, or 22.3% were sex offenders; 44, or 2.9%, were examined for other institutions of the State — primarily the correctional institutions; 168, or 11.4%, were private patients; and finally, 74 individuals, or 5.1%, were referred to the Center for electroencephalograms.

Individuals referred to the Center by the court are committed at the discretion of the judge, except in the case of a sex offender where commitment is mandatory. The out-patient examination ordinarily involves a psychiatric examination and partial batteries of psychological tests. The Center's activity ends with the completion of the examination. A report of the Center's findings containing its diagnostic conclusions and recommendations is forwarded to the out-patient's referral agent.

Sex Offender Program

In 1949, a statute, enacted by the New Jersey State Legislature, made mandatory the screening of certain sex offenders convicted by the State. The offenders include those convicted of rape, carnal abuse, sodomy, open lewdness, indecent exposure, impairing the morals of a minor, or an attempt to commit any of the aforementioned offenses. In 1957, statute 2A:164-3 was amended to include assault with intent to commit rape, carnal abuse, or sodomy.

If the offender is convicted, he is ordered to the Diagnostic Center for analysis not to exceed 60

days. Upon completion of the offender's physical and mental examination, but in any event no later than 60 days after the date of the order, a written report of the examination results is sent to the court. If it appears that it has been determined through clinical findings that the offender's conduct is characterized by a pattern of repetitive, compulsive behavior, violence, or age disparity, it is the duty of the court to submit the offender to a program of specialized treatment for his aberrations.

The disposition made by the court of the offender, upon the written report and recommendations of the Diagnostic Center includes one or more of the following measures: The court may place the offender on probation with the requirement that he receive out-patient psychiatric treatment in a prescribed manner, or the offender may be committed to an institution, designated by the Commissioner of Institutions and Agencies, for treatment, and upon release be subject to parole supervision. When the court orders a commitment as a sex offender, the order does not specify a minimum period of detention. In no event, however, may a person be confined for a period of time greater than that provided by law for the crime which he committed. Upon commitment of a sex offender, the Commissioner of the Department of Institutions and Agencies arranges for his treatment in one of the institutions under the jurisdiction of the Department. Any person committed to confinement as a sex offender may be released under parole supervision when the State Parole Board, after recommendation by a special classification review board appointed by the State Board of Control, is satisfied that the person is capable of making an acceptable social adjustment in the community. Each chief executive officer of any institution confining a sex offender reports in writing, at least semi-annually, to the Commissioner concerning the physical and mental condition of the offender. He also recommends continued confinement for the offender or consideration for his release on parole.

Psychiatric diagnosis of persons convicted by the courts of sex-related offenses is accomplished at the Menlo Park Diagnostic Center. When an individual is diagnosed and committed as a sex offender, he is sent to the Rahway diagnostic unit, located on the grounds of Rahway Prison. He remains there until a determination is made as to which institution in the Department of Institutions

and Agencies will best fit the offender's needs. He may remain at Rahway as a resident of the Rahway treatment unit and participate in a special program for sex offenders; or, if his continued custody is an over-riding factor, he may be transferred to Trenton Prison; or, if he appears to be in need of specialized psychiatric services or mentally retarded, he may be transferred to a mental hospital or institution for the retarded.

During the 1967-1968 fiscal year, 329 convicted offenders were referred by courts to the Menlo Park Diagnostic Center for examination. Of this total, 87 (26.4%) fell under the purview of the Sex Offender Act and required a program of specialized treatment. Of the latter group, 28 (32.18%) received probation; 44 (50.57%) were committed for institutional treatment; and the remaining 15 cases were still pending court action. The committed represent 13.37% of the total of all sex offenders examined during the fiscal year.

The special classification review board is the component that reviews each sex offender's case twice per year and recommends either his continued confinement, or parole, or transfer to another institution. The board consists of five members who represent the various administrative agencies involved in treating sex offenders. A total of 644 cases were reviewed during the year for parole and transfer recommendations.

COUNTY GOVERNMENT CORRECTIONS

County government in New Jersey is responsible for administering county jails, penitentiaries and workhouses, juvenile detention centers, and for financing probation agencies.

In March, 1969, the New Jersey State Law Enforcement Planning Agency undertook a survey of county jail operations. The survey included informational inputs on facility operations in terms of staff, population, and program profiles and represents the most current picture of county jail operations.

Jails

Each of New Jersey's twenty-one counties operates a jail for housing adult prisoners over the age of eighteen, and juveniles between the ages of sixteen and eighteen. According to law, specifically 2A:44-33, juveniles must be housed in quarters that

are physically separated from adults. A few counties ignore this statute when jail facilities are overcrowded, but most counties do separate adults and juveniles in their jails. The statute also prohibits incarcerating juveniles under the age of sixteen in any prison, jail, lockup, or police station. The bases for the county jail confinement are:

- If an individual is arrested in a municipality without a police lockup and cannot be released pending a municipal court hearing because the charge is serious, or he cannot post bond;
- If he has been bound over for grand jury action by the municipal court and is unable to post bail;
- If he has been indicted by a grand jury, awaits court adjudication, and is unable to post bail;
- If he has been found guilty by the court, is awaiting sentence, and is unable to post bail;
- If he has been sentenced and awaits transfer to the receiving institution;
- If he is a prisoner whose presence is required in the county for appeal procedures;
- If he is a juvenile between 16 and 18 awaiting court action, who cannot be released because the charge is serious or because there is no other immediate place of residence available.
- If he is an adult, sentenced to serve jail time for misdemeanor type offenses;
- If he is a federal prisoner awaiting transfer to a federal institution or federal court action;
- If he is a state parole violator awaiting administrative determination by parole authorities or transfer to a State institution;
- If he is a witness who must be protected or isolated from the community pending his testimony in court.

Penitentiaries and Workhouses

Of New Jersey's twenty-one counties, Essex and Hudson counties operate penitentiaries; Mercer and Middlesex operate workhouses; and Bergen and Camden Counties operate annexes that are similar to workhouses. The county institutions incarcerate misdemeanor-sentenced adults, most of whom participate in work programs that produce goods and services to support general county operations. Rehabilitation-oriented programs are almost non-existent within the county facilities.

All county jail wardens are under the jurisdiction of the Office of the Sheriff, except in Essex, Hudson, Mercer, and Warren Counties. In those four counties, the jail administration is directly responsible to the elected board of freeholders. The penitentiary and workhouse wardens are directly responsible to the board of freeholders. The Camden County annex is under the executive direction of the county jail warden, who is responsible to the Sheriff. In Monmouth County, jail and annex facilities are combined into one operation that is administratively under jurisdiction of the Office of the Sheriff. Jurisdiction is split in only one county. The Middlesex County jail is under the authority of the sheriff, but its workhouse is administered by the board of freeholders.

Juvenile Detention Centers

Thirteen counties operate juvenile detention centers. The institutions are used for the temporary shelter of juveniles up to the age of sixteen who are awaiting juvenile court action, or awaiting transfer to a state correctional institution, or are pending a parole decision, or are in need of a sheltered situation while an agency secures a community placement. Most counties with juvenile detention centers accommodate juveniles from adjacent counties, who do not have such facilities, on a per diem basis if there is room.

Special Facilities

The Morrow Association on Correction is a private philanthropic organization. The Association's program is two-fold. It assists county jail releasees in their efforts to make a positive adjustment to the community and involves private citizens in correctional programs. The Association has chapters in seven of New Jersey's twenty-one counties and is striving for representation throughout the entire State. The interest of private citizens in providing social services to misdemeanants is a hopeful aspect of the New Jersey's county corrections system.

With the help of a current Office of Economic Opportunity grant, the Morrow Association is administering a special project in Mercer and Middlesex counties. Each inmate is interviewed soon after his admission to a county correctional institution by a professional staff composed of social workers, employment specialists, and employment center manager and case aids. If the

inmate wants help, the professional staff will make a determination, based on all available background information, as to what type of service can be initiated in his behalf. Service is not imposed on inmates who do not specifically request it.

Some county jail inmates are given only limited service if the prospect for rehabilitation seems poor. Many of the limited-service releases are referred to local job training and community action programs. If expanded service is indicated, but the prognosis for a positive response in the inmate is uncertain, then general service is given. General-service releasees receive a variety of services, but are not eligible for other benefits of the complete program.

Inmates with a high potential for rehabilitation are officially admitted to the program. Various types of service, contingent upon staff assessment of the individual need, can be provided. These services include job placement, employment counselling, vocational testing, individual counselling, group therapy, adult education, clothing, appropriate agency referral, medical, dental and psychiatric services. The final decision as to what type of services are rendered to an inmate is the responsibility of the warden's committee. The committee includes the warden of the institution, the project administrator, the special project professional staff, a representative of the county Office of the Sheriff, a representative of the community action program, the chairman of community volunteer groups, a representative of local clergy, and the case aides.

An important part of the special project is the employment center. It provides a temporary residence for men, who are selected and recommended by the warden's committee, and is similar to a family-run boarding house. Emphasis is on integrating the individual into the county as a productive citizen. The administration of the special project is by staff and case aides who carry out programs with the help of professional staff and community volunteers.

Probation

Probation in New Jersey is a function of each county. The twenty-one departments operate under the general supervision of the county courts and are, in fact, considered as agents of the courts. The county court judges are responsible for appointing probation officer staff and for setting salaries.

Because boards of freeholders must appropriate the funds for probation department operations, they exercise considerable influence on staffing and programs.

An Assistant Director for Probation, located in the State Administrative Office of the Courts, serves as technical advisor to the various probation departments, acts as consultant on probation matters to the Chief Justice and supreme court of New Jersey, coordinates programs and implementation of policy throughout the twenty-one jurisdictions, arranges for state-wide seminars and training programs, and stimulates new programs, projects, and procedures.

As of August 31, 1967, there were 483 probation officers of all ranks working in the 21 county probation departments.

In addition to supervisory activities, the probation department conducts investigations and prepares pre-sentence reports for the courts. Probation departments also collect and disburse support payments. In 1967 more than 50,000 cases were referred to the probation departments by the juvenile and domestic relations and superior courts. Although investigators and sub-professional aides are increasingly used to handle routine tasks, the support collection operations of probation still consume significant blocks of professional staff time.

MUNICIPAL GOVERNMENT CORRECTIONS

Corrections at the municipal level in New Jersey consists of the police lockup. There are 249 police lockups distributed throughout the State. Each lockup accommodates from one to over fifty prisoners. The police lockup is for the temporary detention of those who await municipal court hearing and cannot be released. They either represent a danger to themselves or others, or they are unable to post bail.

Prisoners are usually kept in the municipal police lockup for a night or a weekend, although some prisoners may be kept longer if special circumstances warrant. Since municipal lockup detention is for such a limited period, there are no correction programs or social services rendered at this level.

INTERACTION BETWEEN POLICE, COURTS, AND CORRECTIONS

INTERACTION BY THE POLICE

The police community in New Jersey recognizes that its duties and responsibilities necessitate a high degree of cooperation and interaction with many elements. The New Jersey State Police cooperate with other State, county, municipal, and private agencies. The county and municipal police, in turn, cooperate with their own concomitant sets of State and local agencies and each other.

The number of agencies the police may interact with while working out the proper prevention, apprehension, adjudication, and rehabilitation aspects of their jobs is enormous. In fact, the closer one looks at the amount of interaction police have with other agencies, the more that interaction looks like an ever-expanding geometric progression. Examples of police interaction with other agencies indicate the scope of police involvement in the community.

State Level

The activities of the New Jersey State Police lend themselves readily to interaction with State-level agencies. The State Police maintain the State Civil Defense Center for the *Department of Defense*; collect information on crimes involving migratory labor for the *Department of Labor and Industry*; provide criminal investigation service for the *Racing Commission* at New Jersey race tracks; work with the Cigarette Tax Bureau of the *Department of the Treasury*; disseminate information on high air pollution for the *Department of Health*; participate in state planning conferences held by the *Department of Community Affairs*; and assist in curricula development at Trenton State College, a part of the *Department of Higher Education*. Members of the State Police Community Relations Unit also work closely with the *Division on Civil Rights*. The State Police locate and confiscate stills and illegal alcohol for the *Division of Alcoholic Beverage Control*. If a homicide is committed, the State Police will help the medical examiner determine the cause of death. The *Office of the Medical Examiner* schedules seminars and supplies reference material to aid the State Police in their investigation of possible homicide. The *Division of Weights and Measures* maintains the scales used by the State Police in weighing trucks.

There are over 650 contributors to the State Bureau of Identification, which was established within the Division of State Police in 1930. The contributors include probation officers, parole officers, State and county institutions; sheriff's offices, prosecutor's offices, and municipal police. Criminal arrest fingerprint records, including arrest histories, and non-criminal fingerprint records are centrally processed and maintained at the Bureau. The Bureau also maintains a laundry and jewelry mark identification unit, a bureau of forensic science with laboratories, a ballistics laboratory, a firearms identification unit, and a questioned documents identification unit.

The State Police investigative section is another comprehensive component that renders services in the following areas to all law enforcement agencies: organized crime investigation; general criminal investigation; auto theft; narcotics; polygraph; private detectives; subversion; liquified petroleum gas; race track; undercover work; telephone toll unit; and human relations.

In 1966, New Jersey Legislature authorized a mandatory Uniform Crime Reporting Law (N.J.S.A. 52:17B-5.1). The Act empowers the Attorney General to collect all crime information and related arrest data. The Division of State Police was designated by the Attorney General as the agency to establish an informative system, and to collect, collate, and disseminate information generated by that system. The appearance of "Crime in New Jersey — 1967 Uniform Crime Reports" in 1968 marked the beginning of an essential crime control measure. Accurate reporting of crime, meaningful interpretation of crime statistics, and projections for future control of crime are now more feasible.

The New Jersey State Police have two academies offering basic, advanced, and specialized training for law enforcement personnel. The State Police Academy of West Trenton and the New Jersey Police Academy at Sea Girt provide preservice and inservice training for local police as a matter of routine. Members of other State agencies, such as the *Department of Defense* and the *Department of Conservation*, are also trained at these academies. In addition, the staffs of the State Police academies serve as visiting lecturers for the thirteen county police academies in the State.

In 1967, at the direction of the Governor, the State Police established a special training course

for all State, county, and municipal law enforcement officers in the field of riot detection, prevention, and control.

The *New Jersey State Motor Vehicle Division* notifies police agencies of reciprocity information changes and revisions in motor vehicles and traffic laws. The Division supplies current information on revoked driver's licenses to all units of local enforcement, and furnishes instructors for the thirteen county police academies. In turn, the municipal police may collect revoked licenses and registration certificates for the State Motor Vehicle Division. Municipal police take motor vehicle counts and speed checks for speed limit changes or traffic light installations. The local police are also a repository for all motor vehicle summonses issued within their respective boundaries. The State Police have assigned men to the Motor Vehicle Division in the title files section to check on all suspicious titles in New Jersey. If the Motor Vehicles Division is unable to locate persons with revoked drivers' licenses or registrations, the State Police will help.

Narcotics, gambling, and auto theft are three areas in which the highest degree of cooperation among State and local police forces is essential and most evident. In 1968, the State Police gave assistance to a great many local police departments in all phases of investigation.

Undercover investigations, supporting field investigations, and resulting raids on gambling were performed by the State Police to reinforce local efforts. More than 200 separate raids, resulting in 667 separate arrests, were conducted in 1968.

Undercover efforts on the part of the State Police during 1968, in cooperation with other agencies, resulted in 1,493 separate arrests of narcotic law violators and approximately \$13 million in confiscated illegal drugs.

Most State Police investigations of auto theft involved single car thefts as well as commercial auto theft cases. Many of these auto theft cases resulted in arrests for fraud, or for receiving stolen property. These arrests would not be possible without the cooperation of State and local police and the Division of Motor Vehicles.

Local Level

On the county level, the major portion of interaction by police officials occurs with the Offices of Sheriff and Prosecutor.

The Sheriff is (excepting the surrogate) the only elected law enforcement official in the State. As such, he is most sensitive to his role as emissary between the people and the systems of courts, corrections, and police. The duties of the Sheriff are varied. He provides custodial facilities for arestees awaiting adjudication and for those serving sentence after conviction. He also provides manpower and transportation for the movement of prisoners to and from municipalities.

The Office of the County Prosecutor receives assistance from local police in all investigations in preparation for trial. The county detective, a member of the Prosecutor's staff, works closely with the police in all investigations. Furthermore, in Essex and Passaic counties, the State Police assigned their own detectives to the Prosecutor's offices. They assist in gambling control and other matters as required.

Local police assist the State Police by providing arrest information, and by supplying investigative reports in all cases where the State Police have statutory jurisdiction.

In the rural areas of New Jersey, cooperative agreements regarding all police activity exist at the local and State levels. Personnel are shared in emergency situations; each town dispatches their available cars to assist their neighboring towns. During the 1967 civil disorders in New Jersey, weapons, ammunition, equipment, and personnel were supplied by surrounding towns on an assignment basis.

In addition to participating in various community functions, members of the State Police provide instruction and safety service to students and parents through the school safety patrol. The State Police also sponsor Trooper Youth Week — a one-week camping experience at the State Police Academy in Sea Girt for high school juniors. The week is designed to give students an insight into police-community relations.

Many local police departments hold open house at their headquarters during National Police Week. Special displays of police work are constructed, and guided tours of the headquarters are given to the Boy Scouts, Girl Scouts, school classes, and other interested persons.

At the suggestion of the Attorney General, many Prosecutor's offices have recently organized intra-county law enforcement squads. Generally working

under the direction of the County Prosecutor, the squads engage in gambling and narcotics investigation and undercover work. Raids or arrests resulting from their investigations are made by the regular County Prosecutor detectives.

Each municipality contributes one or more police officers to the squad. The officers are given special training at county expense, but the cost of their salaries is borne by the contributing municipalities. The squads utilize county vehicles and radio equipment.

Because the purpose of the squad is to overcome the problem of suspected gamblers or narcotic offenders recognizing local police, personnel of the squad are assigned to tasks within the county but outside their own municipalities.

INTERACTION BY THE COURTS

Interaction of the courts with various agencies depends upon the cause before the court.

In juvenile matters, the *Office of the County Prosecutor* represents the State at formal hearings. The accused is represented by either retained counsel, counsel assigned by the court, or by the *Office of the Public Defender*. The court may in any juvenile cause where the interest of justice requires, request that the *Attorney General*, the county prosecutor, the *municipal attorney*, or the *school board attorney*, as appropriate, appear and prosecute the complaint.

To protect the interests of any child or children involved in any court proceedings, the court may request reports from the *State Bureau of Children's Services*.

Parole personnel of the *Division of Correction and Parole* are often requested to advise the court of the demeanor (while on parole) of the recidivist offender. This helps the court to determine the offender's new sentence.

Although the probation department is under the supervision of the Administrative Office of the Courts, its investigative functions should be noted. By statute, a pre-sentence report from probation may be ordered by a judge in any criminal case. However, by rule of court the pre-sentence report is mandatory before sentence is imposed or probation in a criminal case heard by a judge of the superior or county court. On the basis of the pre-sentence

report, the judge decides whether justice can be served by means other than confinement. The pre-sentence report deals not only with the defendant as an offender, but contains information about the defendant in his roles as husband, employee, and neighbor. When an individual has been sentenced to institutional confinement, a copy of the pre-sentence report is forwarded to the proper correctional authorities for guidance and inclusion in the offender's file.

If there is a determination that the defendant was insane when he committed his offense, the court will order institutional treatment. If the defendant was not insane when the offense was committed but is at the time of trial, and cannot cooperate with counsel, then institutional treatment will be ordered. The treatment will continue until the defendant can stand trial.

INTERACTION BY CORRECTIONS AGENCIES

The Division of Correction and Parole and its units interact with a number of agencies and organizations on the State and local levels. The interaction is broad in scope, covering the rendering and procurement of all services, programs, and facilities possible that may improve correctional practices.

Some arrangements are firmly rooted in New Jersey law, while others have grown through the cooperative efforts of various agency administrators. Other arrangements exist because of funded program provisions.

State Level

Within the area of law enforcement, interaction with the *State Bureau of Identification* is legally sanctioned by statute (N.J.R.S. 53:1-13). The chief administrative officers of the adult correctional institutions submit identification information such as fingerprints and photographs of all released offenders to the State Bureau of Identification with a prescribed period of time.

The *Division of State Police* also has a blanket agreement with the Department of Institutions and Agencies to house and care for arrestees, if it is necessary, during riots and civil disorders. The chief of the Bureau of Parole has been appointed coordinator of this project. Channels have been opened within the institution to reach first-line employees who might be apprised, either through

inmates or visitors, of impending community disorders.

The *Department of Education* and its Division of Vocational Education audits federally-funded programs in education, vocational training, and training for correctional personnel handled by the Division of Correction and Parole.

Annual assessments are undertaken in each of the institutions by staff members of the Division of Special Services, and professional consultants from various education department workshops are available for the institutions' education departments. The Department of Institution and Agencies' *Office of the Chief Education Consultant* is a liaison post for coordination of all activity between the Division of Correction and Parole and the Department of Education.

Local Level

The Division of Correction and Parole and various operating units interact with a number of agencies on the county and local level — such as correctional facilities, educational institutions, public and private social service organizations, and various volunteer charitable organizations.

The major area of direct contact by the Division of Correction and Parole on the local level is authorized by statute (N.J.R.S. 30:1-15). The Division office inspects county jails and municipal lockups. There are currently three staff members who inspect ten State correctional institutions and their satellites; 28 county jails, annexes, and penitentiaries; 250 municipal lockups; and thirteen juvenile detention facilities. They are inspected every year. The standards advocated in the Manual on Correctional Standards by the American Correctional Association and The Standards and Guides for the Detention of Children and Youth, published in 1961 by the National Council on Crime and Delinquency, are used for evaluation. The inspectors consult with county administrators concerning the construction, management, and operation of county and municipal jail and detention facilities.

Provisions exist by statute (30:4-119) providing for the cooperation of State and local authorities to apprehend and detain parole violators and escaped prisoners. However, this is done as a matter of course because cooperative arrangements do exist in those areas surrounding correctional institutions.

INTERACTION BY OTHER AGENCIES

The *New Jersey State Rehabilitation Commission* includes corrections as a further extension of its rehabilitation services through the Vocational Rehabilitation Act Amendments of 1965 (P.L. 89-333). The Commission's involvement with corrections began in 1966 as a cooperative venture between the Division of Correction and Parole and the Commission.

The initial funding for the correctional institution projects was shouldered by the Rehabilitation Commission. The institutions provided office space and other available resources. Expansion of services is planned through a third party funding clause; each dollar expended by the Division of Correction and Parole would be matched by three from the Rehabilitation Commission. The funds expended by the Division of Correction and Parole would include cash, services, and facilities over and above the goods and services normally required.

The Rehabilitation Commission also assigns counselors to the two district parole offices in Newark and each of the institutions in the reformatory complex — the Youth Reception and Correction Center at Yardville, the Reformatory for Males at Annandale, and the Reformatory for Males at Bordentown. Upon release from the institution, the Rehabilitation Commission assigns the parolee to a district office and continues follow-up until the individual has adjusted satisfactorily to a job. During 1968, 633 offenders within the reformatory complex received either treatment or services; and 73 were referred to district rehabilitation offices for post-institutional care.

Two institutions, the Reformatory for Males at Annandale and the Reformatory for Women at Clinton, receive services for pre-released offenders from the Division of Employment Security, an arm of the *Department of Labor and Industry*. Each month members visit Clinton, Annandale, and its satellite unit for a period of four days during which testing, counseling and appropriate referrals are made. Follow-up on the inmate is carried out by the employment security field offices upon their parole from the institution. During 1968, 371 incarcerated offenders from Annandale were served.

The *Department of Conservation and Economic Development* and the State correctional system also have mutually cooperative arrangements

which benefit both agencies. Approximately 100 boys in the satellite program of the Reformatory for Males at Annandale work as aides controlling forest fires, clearing trails, and refurbishing camp sites and trail signs. In return for the services of supervision and instruction, conservation supervisors' salaries are paid by the Department of Institutions and Agencies.

The *Division of Motor Vehicles* provides driver examinations at the Reformatory for Males at Annandale every eight weeks for offenders enrolled in the driver education course. Licenses are provided free of charge upon graduation from the course. The program will soon be extended to include the Youth Reception and Correction Center at Yardville.

The *Administrative Office of the Courts* uses resources of the Division of Correction and Parole for its Central-In-Service Training Course for county probation officers. Probation officer training classes are held in the institutional settings as the Diagnostic Center at Menlo Park and each correctional institution within the State home and reformatory complexes.

On December 27, 1968, Governor Hughes signed into law a county work release bill, now known as Chapter 373, P.L. 1968. The new law extends the correctional practice of the *county jails and penitentiaries*. It permits selected prisoners to engage in work release, vocational training release, or to be released during part of each day to meet family needs.

The Act becomes operative in the county in which the county board of chosen freeholders formally acts to implement it. A staff member of the *Division of Correction and Parole* has been appointed senior procedures analyst. He consults with the county boards of freeholders, advises the county work release administrators, and audits the program's operations in accordance with the regulations of the Division of Correction and Parole.

The Division office and its staff advise other local organizations involved in corrections. During 1968 two *county community colleges* sought and received advice from the staff concerning curriculum guidelines for Associate in Arts programs for corrections. These programs provide course work for the interested college student and the on-the-job practitioner.

Cooperative arrangements also exist between the Division's operating units and various public and private community organizations. A complete degree program was inaugurated during 1968 at the State Prison at Trenton in cooperation with the *Mercer County Community College*. Fourteen inmates enrolled (each paying his own tuition at \$9.00 per credit), and completed the courses offered during the spring and summer semesters. An experimental pilot project was also inaugurated at the prison through efforts of a member of the Board of Managers and the *James Kerney Foundation*. The foundation is a private organization that provides financial assistance for prison inmates who are residents of and who are released in the greater Trenton area. An instructor from *Middlesex County Community College* taught a three-credit course in psychology to twenty-two inmates from the State Prison at Rahway. A community volunteer from the town of Rahway solicited and donated a \$10,000 computer to the State Prison at Rahway for a computer operators course.

The major portion of community involvement with corrections exists in the state home complex. Groups of college seniors studying special education practicums at *Trenton State College* work for six-week periods with girls from the State Home for Girls at Trenton. The students diagnose and recommend remedial action for specific learning disabilities. The local *Y.W.C.A.* permits one of its wings to be used as a pre-release center for working-age girls from the State Home. The girls obtain jobs, contribute toward their board, have bank accounts, and purchase their own clothing and lunches. Seminarians from *Princeton Theological Seminary* visit the State Home and hold group counseling sessions. A most noteworthy community-action program is handled by the *Community Volunteer Auxiliary*. Its 200 or more members gave a total of 67,000 hours of service in 1968. They took girls from the State Home shopping for parole clothing, acted as friendly visitors for girls who do not receive visitors, worked in the library, and helped give the institution a positive public image.

The *Princeton Area Council of Community Services* has played a major role in coordinating community services for the Training School for Boys at Skillman, which opened in late 1968. The Princeton school system operates a self-improvement program at the training school. Five

teachers and ten students devote one day each week to the training school for programs they have established in art, music, and athletics. The *Family Counseling Service of Middlesex County* also provides a referral service for parents of children in residence at the training school.

Within the reformatory complex of institutions various programs are supported by community

service organizations such as local *Alcoholic Anonymous Clubs*, church-oriented friendly-visitor projects, local *Kiwanis* service clubs, and the *Morrow Association*. The *Turrell Fund*, a private organization, subsidizes a satellite of the Clinton Reformatory. It has also offered funds to the State Home for Girls to establish a pre-release community residence in the Essex-Union County area for school-age girls.

*It was on the day, or rather the night, of the 27th of June 1787, between the hours of eleven and twelve, that I wrote the last lines of the last page in a summer-house in my garden. The air was temperate, the sky was serene, the silver orb of the moon was reflected from the waters, and all Nature was silent, I will not dissemble the first emotions of joy on the recovery of my freedom * * * but my pride was soon humbled, and a sober melancholy was spread over my mind by the idea that I had taken my everlasting leave of an old and agreeable companion * * *.*

EDWARD GIBBON, in his autobiography,

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