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criminal justice plan for New Jersey 1977

New Jersey State Law Enforcement Planning Agency
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BRENDAN T. BYRNE
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State of New Jersey

STATE LAW ENFORCEMENT PLANNING AGENCY

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January 14, 1977

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

This document represents the approved 1977 Criminal Justice Plan for New Jersey. It is prepared as part of the application for federal funds under the Crime Control Act of 1976 (Public Law 94-503) as administered by the Law Enforcement Assistance Administration within the U.S. Department of Justice. Now in its ninth year of publication, this plan, prepared in its entirety by Agency staff, reflects the input received by the Agency from State and local criminal justice agencies, as well as other sources.

The Plan reflects the updating of existing systems, outlines major needs and problems, and establishes future program directions.

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

John J. Mullaney
Executive Director

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THE MULTI-YEAR PLAN

PLAN ORGANIZATION

The State Law Enforcement Planning Agency has, in accordance with revised Law Enforcement Assistance Administration guidelines, adopted a modified organizational framework for the 1977 Criminal Justice Plan. The first three elements of "The Multi-Year Plan" (resources and capabilities, crime analysis, and problem analysis) replace the existing systems and problems and needs sections of the Plan, incorporating and expanding on the material previously in these sections. The Agency has combined in one subsection standards with goals to assure consistency with the efforts being undertaken by the Governor's Adult and Juvenile Justice Advisory Committee. This subsection is followed by a discussion of the statewide priorities and program objectives established by the Agency and a combined subsection on the multi-year budget, financial plan, and forecast of results and accomplishments. The remainder of the Plan is comprised of "The Annual Action Program" and "Special Requirements to be Met by Comprehensive Plan." As in previous years, the Agency progress report will be submitted to the Law Enforcement Assistance Administration as a separate document.

Each of the subsections is preceded by an introduction detailing the relationship between that area and the remaining portions of the Plan. The State Law Enforcement Planning Agency's plan for participation in funding under the Juvenile Justice and Delinquency Prevention Act is interspersed among the major sections of the Plan.

Several of the above mentioned sections do not appear in the printed document.

A RESOURCES, MANPOWER, ORGANIZATIONAL CAPABILITIES AND SYSTEMS AVAILABLE TO MEET CRIME PROBLEMS OF THE ADULT JUSTICE SYSTEM

In order to lay the groundwork for the remaining portions of the comprehensive criminal justice plan, this subsection of "The Multi-Year Plan" contains a detailed description of resources, capabilities, manpower, workload and expenditure data, as well as an analysis of the various relationships existing among criminal justice agencies and with related organizations.

In an effort to make the plan document more responsive to the problems experienced by the State's criminal justice system in operating efficiently and combatting the crime problem, this subsection has been expanded to include a greater body of statistical information for use as a base against which crime and problem analysis, needs assessment, and program planning and development has been completed.

Separate handling of the adult and juvenile justice descriptions of resources, manpower and organizational capabilities has allowed for a more concentrated examination of each of the systems.

The Enforcement Function

New Jersey has 591 law enforcement agencies. These include 470 full-time municipal police departments, 53 special part-time municipal police departments, 21 prosecutors' and sheriffs' offices, two county police departments and nine county park police departments, the State Police and a number of other State agencies with varying degrees of law enforcement responsibility. The New Jersey Marine Patrol, Division of Motor Vehicles, Division of Alcoholic Beverage Control and the Palisades Interstate Park Commission are among the latter.

Municipal Law Enforcement

The organized police department, defined as one having one or more police officers on a full-time permanent basis, is the foundation for law enforcement in the State. In accordance with State statute, the governing body of each municipality is empowered to provide for the maintenance, regulation and control of local police departments; and, except as otherwise provided by law, to appoint officers and personnel, prescribe powers and duties, determine terms of office and promulgate rules and regulations for government of the department and discipline of its members.

Minimum qualifications established for police include: minimum level of training and salary, maximum hours of duty, retirement benefits, procedures for the suspension and removal of officers and minimum requirements for promotion. The following chart, compiled from the New Jersey State League of Municipalities *Municipal Salary Report* for 1975, indicates salary ranges for patrolmen in New Jersey.

In municipalities where Civil Service is in effect, local police officers are subject to regulations promulgated by the State Civil Service Commission. According to the County and Municipal Government Study Commission report entitled "Aspects of Law Enforcement in New Jersey", some 10,400 (roughly 65%) of more than 16,000 local police officers are governed by Civil Service.

New Jersey has developed a number of procedures for the selection of police officers. The State Department of Civil Service utilizes a mental ability examination and a physical performance test for ranking police applicants. The mental ability test is designed to measure those mental attributes considered necessary for adequate on-the-job performance and eliminate racially biased questions. The physical activities test is designed to determine the physical activities a police officer must be prepared to perform.

In New Jersey's 470 municipalities with organized police departments and 53 special or non-organized police departments, the size of the departments and degree of diversification depend in part on population density and location in the State. Larger agencies have a greater number of personnel with specialized training to perform specialized functions. For instance, these agencies may have specialized investigative staffs, police-community relations specialists, crime prevention units and juvenile bureaus.

SALARY RANGES OF POLICE OFFICERS IN NEW JERSEY

# of Police Depts.		Starting Salary	# of Police Depts.		Highest Salary
1975	3	Below 6,999	1975	10	Below 7,999
1974	1	7,000- 7,999	1975	12	8,000- 8,999
1975	9				
1974	3	8,000- 8,999	1974	2	9,000- 9,999
1975	35		1975	23	
1974	12	9,000- 9,999	1974	1	10,000-10,999
1975	97		1975	36	
1974	6	10,000-10,999	1974	5	11,000-11,999
1975	76		1975	56	
1975	29	11,000-11,999	1974	15	12,000-12,999
			1975	93	
1975	8	12,000-12,999	1974	5	13,000-13,999
			1975	88	
1975	1	13,000-13,999	1975	55	14,000-14,999
1975	0	14,000 and Over	1975	10	15,000 and Over

Notes: Negotiations over salaries caused delay in the adoption of 1975 salary ordinances in numerous communities. Therefore, 1974 salaries are given in some instances.
Starting salaries were not given for 131 departments.

Larger departments are also more likely to have greater depth and experience among employees, as well as higher educational attainment, as exhibited in the following table compiled in 1973 by the County and Municipal Government Study Commission:

In New Jersey, there are no statutes requiring a minimum education level for police officers. N.J.S.A. mandates that police applicants be able to read, write and speak English well and intelligibly. The Department of Civil Service as well as most police departments not under civil service jurisdiction require police applicants to have a high school degree or a G.E.D. certificate.

Special Police Officers

In accordance with N.J.S.A. 40A:14-146, municipalities appoint special police on an annual or seasonal basis. These officers have the full authority of regular police officers while on duty; however, they are not permitted to carry weapons while off duty.

The following chart represents the utilization of special police officers in the State:

Results of the Police Training Commission Survey indicate that 77.6% of the total of responding municipalities with police departments utilize the services of special police officers. Although there has been no growth in the number of special police officers in the past several years, their services are utilized extensively throughout the State on a year-round basis. A majority of communities surveyed employ special police for less than ten hours per week. However, nearly 100 municipalities employ special police on

EDUCATIONAL ATTAINMENT OF LOCAL POLICE IN NEW JERSEY: Percentage of Departments Having Officers with Training Beyond High School Level, by Size of Department

Percent of departments in each size category having:	Size of Department (number of full-time officers)						
	Fewer than 5	5-10	11-20*	21-35	36-50	51-100	More Than 100**
Some officers with post-high school education***	6%	39%	36%	54%	71%	73%	83%
No officers with post high school education***	94%	61%	60%	46%	29%	27%	8%
TOTAL	100%	100%	96%*	100%	100%	100%	91%**

* 4% No response ** 9% No response

*** Exclusive of the Basic Police Training Program

Listing of the Number of Special Police Officers by County

County	No. Munic.	Depts. Responding	Type Dept.** A	B	C	D	E	No. Reg.	No. Spec.
Atlantic	23	20	3	12	0	2	3	525	131
Bergen	70	67	21	44	1	0	1	1885	585
Burlington	40	39	6	22	1	6	4	449	236
Camden	37	35	8	22	1	2	2	922	213
Cape May	16	16	2	11	0	2	1	245	201
Cumberland	14	14	0	6	1	2	5	198	151
Essex	22	22	9	13	0	0	0	2737	406
Gloucester	24	21	1	18	1	0	1	295	161
Hudson	12	11	6	5	0	0	0	1938	130
Hunterdon	26	24	2	11	1	5	4	75	75
Mercer	13	13	7	6	0	0	0	711	217
Middlesex	25	25	12	12	0	1	0	1217	369
Monmouth	53	51	9	34	1	2	5	921	294
Morris	39	39	3	35	1	0	0	768	569
Ocean	33	31	6	21	2	1	1	605	221
Passaic	16	15	3	12	0	0	0	1026	280
Salem	15	11	1	4	1	2	3	66	53
Somerset	21	21	0	18	0	0	3	360	226
Sussex	24	24	0	12	3	1	8	118	144
Union	21	21	8	13	0	0	0	1345	313
Warren	23	22	4	7	3	3	6	83	81
	567	542	111	338	17	29	47	16489	5056*

* Fourteen municipalities that have 611 special police stated these officers are not used for any police functions.

** A. indicates full-time police department—no special officers used.
B. indicates full-time police department supplemented by the use of special officers.
C. indicates part-time police department that utilizes the services of special police officers.
D. indicates part-time police department that uses only special police officers.
E. no local police department.

Source: Police Training Commission Survey of Special Police Officers March 1976.

the average of 20 or more hours each week. The officers are involved in general police work in slightly more than half of the responding municipalities.

The following chart delineates municipal police employment and expenditures in the State's high crime/high population areas:

County Law Enforcement

In New Jersey the county is subordinate to the State, having no constitutional authority and no charter with the exception of Mercer, Atlantic, Hudson and Union Counties which adopted charters under the Optional County Charter Law, and possesses only those powers granted to it by the State Legislature. Each county falls into one of six classes, depending upon its population and location.* The classification of New Jersey's 21 counties as determined by the Legislature is as follows:

- First class—more than 600,000 population (Bergen, Essex, 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, Sussex and Warren)
- Fourth class—less than 50,000 and not bordering on the Atlantic Ocean (no counties fall within this class)
- 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)

* These groupings are based on the 1970 census figures.

The governing body in each county is the Board of Chosen Freeholders. The Board operates like the commission form of government in a city, having both legislative and executive authority. Of the four counties which adopted a new form of government after a charter study and referendum, Atlantic, Hudson and Mercer Counties adopted the County Executive Plan, while Union County chose the County Manager Plan.

Office of the County Prosecutor—The chief legal and constitutional officer of the county is the prosecutor who is supported by a legal staff and a force of detectives and investigators, all of whom are paid by the county. New Jersey's 21 county prosecutors are appointed by the Governor with the consent of the State Senate to terms of five years. (N.J.S.A. 2A: 158-4). The responsibilities of the county prosecutors' offices include detection, arrest, indictment and conviction of offenders (N.J.S.A. 2A: 158-5). The prosecutor represents the State in appeals from the municipal court for disorderly conduct convictions, as well as cases appealed to the United States District Court, United States Circuit Court of Appeals and the United States Supreme Court.

Detectives and investigators are appointed by the

MUNICIPAL POLICE EMPLOYMENT* AND EXPENDITURES IN SELECTED HIGH CRIME/HIGH POPULATION AREAS

Jurisdiction	Number of Organized Police Depts.	Sworn Police Officers	Civilians	Police Officers per Thousand Population	Expenditures for 1974	Per Capita Expenditures
Bergen Co.	69	1,968	204	2.2	$36,656,079	$40.25
Camden Co.	32	998	234	2.0	16,163,574	33.62
Essex Co.	22	3,001	393	3.2	59,951,861	64.06
Hudson Co.	12	1,936	115	3.2	34,609,046	56.58
Middlesex Co.	25	1,210	175	2.0	22,249,730	36.63
Monmouth Co.	46	1,014	186	2.1	17,411,936	36.28
Passaic Co.	16	1,035	95	2.2	17,495,116	37.12
Union Co.	21	1,336	145	2.4	23,692,478	43.03
City of Trenton	—	313	89	2.9	7,108,932	66.69
Total For All Municipalities in State	470	17,023	2,378	2.3	$308,580,783	$41.62

Sources: **Crime in New Jersey – 1975**
Division of State Police
Uniform Crime Reporting Unit
Thirty-Seventh Annual Report of the Division of Local Government Services 1974
Division of Local Government Services

* All employment statistics are for 1975 and indicate full-time personnel unless noted otherwise.

prosecutors (the number is fixed by statute). Those appointed as detectives are classified under civil service in all but one county (Somerset). 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.

The following chart indicates county prosecutor office employment and expenditures in the State's high crime/high population areas:

County Sheriffs — The 21 county sheriffs are elected for three-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 the county, and administer the county jail. In a few counties, the sheriff's office is actively involved in criminal matters (i.e., investigating bureaus).

The number of employees in the sheriff's office is decided by the board of freeholders upon the sheriff's recommendation. Appointments and promotions are made from a civil service list, except in Somerset County which is not covered by civil service regulations. The following chart indicates county sheriff department employment and expenditures in the State's high crime/high population areas:

County Police — Two counties in the State have established county police departments (Bergen and Hudson) having 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.

Major functions of the Bergen County Department are the patrolling of county parks, enforcing weight limitations and inspecting county facilities.

Nine New Jersey counties (Bergen, Camden, Essex, Middlesex, Morris, Ocean, Passaic, Somerset and Union) maintain county park police departments. Park police receive appointments from the boards of chosen freeholders, subject to civil service standards (except Somerset). The jurisdiction of the park police is generally limited to the county park area. The park police chief and officers have all of the powers conferred by law on police officers or constables in the enforcement of State law and apprehension of violators. (N.J.S.A. 40:37-95.41, 40:37-155, 40:37-203, 40:37-262).

County police employment and expenditures are delineated in the following chart:

Campus Police — The responsibilities of the campus security forces generally include directing traffic, providing access to buildings, ticketing illegally parked cars, accompanying payroll and overseeing student conduct. Campus police maintain close relationships with municipal, State, county and federal law enforcement agencies.

In 1970, a law was passed empowering the governing bodies of colleges and universities to appoint police to enforce the law on the campuses. Since

COUNTY PROSECUTOR EMPLOYMENT AND EXPENDITURES IN SELECTED HIGH CRIME/HIGH POPULATION AREAS

Jurisdiction	Staff Complement		Total Enforcement Employees	Expenditures for 1974	
	Officers	Civilians		Total	Per Capita
Bergen Co.	99	29	128	$1,930,436	$2.12
Camden Co.	68	34	102	1,811,271	3.77
Essex Co.	176	69	245	3,727,671	3.98
Hudson Co.	89	46	135	1,775,624	2.90
Middlesex Co.	77	53	130	1,806,170	2.97
Monmouth Co.	32	1	33	746,109	1.55
Passaic Co.	74	23	97	1,408,495	2.99
Union Co.	61	97	158	2,796,256	5.08
City of Trenton	—	—	—	———	—
Total For All Counties in State	909	512	1,421	$21,909,562	$2.95

Source: **Crime in New Jersey – 1975**
Division of State Police
Uniform Crime Reporting Unit
Thirty-Seventh Annual Report of the Division of Local Government Services 1974
Division of Local Government Services

COUNTY SHERIFF DEPARTMENT EMPLOYMENT AND EXPENDITURES IN SELECTED HIGH CRIME/HIGH POPULATION AREAS

Jurisdiction	Officers	Civilians	Total Employees	Expenditures For 1974	Per Capita Expenditures	Expenditures For Judicial Functions
Bergen Co.	216	32	248	$668,118	$.73	$ —0—
Camden Co.	209	21	230	414,242	.86	599,355
Essex Co.	300	80	380	2,697,666	2.88	1,932,999
Hudson Co.	108	53	161	852,750	1.39	709,300
Middlesex Co.	154	34	188	750,070	1.23	954,890
Monmouth Co.	109	5	114	260,001	.54	517,733
Passaic Co.	173	33	206	275,887	.59	767,659
Union Co.	76	107	183	281,951	.51	1,333,300
City of Trenton	——	——	——	———	———	———
Total For All Counties in State	1,971	532	2,503	$9,255,687	$1.24	$8,547,238

Sources: **Crime in New Jersey — 1975**
Division of State Police
Uniform Crime Reporting Unit
Thirty-Seventh Annual Report of the Division of Local Government Services 1974
Division of Local Government Services

COUNTY POLICE EMPLOYMENT AND EXPENDITURES IN SELECTED HIGH CRIME/HIGH POPULATION AREAS

Jurisdiction	Officers	Civilians	Total Police Employees	Expenditures For 1974	For Capita Expenditures
Bergen Co.	90	20	110	$1,569,763	$1.72
Camden Co.	15	5	20	696,615	1.45
Essex Co.	116	11	127	1,121,128	1.20
Hudson Co.	93	22	115	1,775,624	3.40
Middlesex Co.	40	2	42	641,299	1.06
Monmouth Co.	——	——	——	219,869*	.46
Passaic Co.	30	1	31	805,605	1.71
Union Co.	42	——	42	543,908	.99
City of Trenton	——	——	——	———	———
Total For All Counties in State	488	67	555	$10,762,096	$1.45

Sources: **Crime in New Jersey — 1975**
Division of State Police
Uniform Crime Reporting Unit
Thirty-Seventh Annual Report of the Division of Local Government Services 1974
Division of Local Government Services

* Represents expenditures for a State Law Enforcement Planning Agency bail project and for police radio operations.

these men and women have full police powers both on campus and on contiguous streets and highways, applications are filed with the chief of police of the municipality in which the college is located. In an instance where there is no full-time organized police department or when the college is located in more than one municipality, application is filed with the Superintendent of State Police. The chief of police or the superintendent then investigates and determines the character and competency of the applicants and forwards approval or disapproval to the college.

State college campus police are State employees recruited from Department of Civil Service lists, while private colleges establish their own hiring practices and qualifications.

Recently, State college campus police have undergone an organizational structure change providing for expanded law enforcement services, including detective bureau services, a record and identification bureau, police-community relations, a complaint and communications bureau and a patrol bureau. The State organization is a reporting agency to the uniform crime reporting system.

State Department of Law and Public Safety

The Attorney General, as head of the Department of Law and Public Safety, is the State's chief attorney. He is a constitutional officer, appointed for the term of the Governor, and enforces the provisions of the Constitution and all other State laws (N.J.S.A. 52:17A-4). He is responsible for the administration of eight major divisions, their boards and bureaus, and the State Racing Commission, Violent Crimes Compensation Board, Election Law Enforcement Commission and Executive Commission on Ethical Standards. By executive order, he chairs the Governing Board of the State Law Enforcement Planning Agency. Through the Division of Criminal Justice, the Attorney General supervises the administration of the criminal laws in each of the 21 counties. While he maintains general supervision over the conduct of the Department's business through its executives and staff, the Attorney General personally undertakes a number of matters of particular concern to the State and the public interest.

State Law Enforcement

Division of State Police

Founded in 1921, the New Jersey State Police is a line-staff organization, commanded by a superintendent, and is one of the divisions of the Department of Law and Public Safety. Division expenditures for Fiscal 1975 totaled $46,683,201. During Fiscal 1977, the Division is operating on a budget of approximately $40.4 million in federal and State funds for specific crime control programs. The State Police's primary areas of responsibility include:

Rural Policing—The State Police provide total law enforcement services to 99 municipalities which have a combined population of 450,000 residents. In addition, 117 communities with a population of approximately 500,000 have police departments with less than ten full-time officers that require part-time State Police support.

Patrol Activities—Patrols are conducted primarily as a deterrent to violators of criminal and traffic laws. Patrol personnel respond to complaints and requests for police services and conduct investigations where required. Cooperation and assistance are provided to other law enforcement agencies in matters related to protection of persons and property and maintenance of public order. Tactical patrol units are utilized in areas of high accident or crime frequency. Support is given by the Helicopter Patrol Bureau which provides aerial coverage of established patrol routes.

Interjurisdictional Crime Control—Investigations into activities that relate to organized crime, narcotics, arson, homicide, auto theft and official corruption are conducted throughout the State. This effort, which is for the most part covert in nature, seeks to reduce the illegal profit potential necessary for continued operations. In Fiscal 1975, 18,104 narcotics investigations were conducted resulting in 6,461 arrests. A total of 12,798 organized crime investigations were conducted resulting in 437 arrests.

Communications Service—Through the Division's Communications Bureau, the law enforcement community of New Jersey is provided with an efficient communications network that is linked to other interstate agencies. This system provides instantaneous responses to inquiries concerning wanted persons and stolen cars or property. Criminal histories, available through manual searches of the fingerprint records, are provided to criminal justice agencies on a need-to-know basis. A rapid retrieval system for computer access is being implemented through programs funded by the Law Enforcement Assistance Administration.

Technical Services—The State Police provides the New Jersey criminal justice system and other governmental agencies with statewide technical and scientific services. Through the central laboratory in West Trenton and regional labs in Little Falls and Hammonton, expert examinations—and when required, court testimony—are provided in the fields of chemical and physical analysis, document-voiceprint, photography, composite drawing, ballistics, latent fingerprints and laundry-jewelry mark identification. State Law Enforcement Planning Agency funding has contributed to the expansion of the central laboratory, development of the regional labs, and

has made available training for people with expertise in the area of document/voiceprint examinations, ballistics and photography to meet the ever-increasing demand for services in these areas. The Uniform Crime Reporting System, expanded with Law Enforcement Assistance Administration funds, provides the source of crime analysis for all of the State's 567 municipalities and provides those municipalities which have over 25,000 population with periodic reports on crime trends.

The Law Enforcement Assistance Administration also provided for the establishment of a Bicentennial Planning and Coordination Unit to determine problems and needs for the bicentennial period in New Jersey. The planning and cooperation required to meet law enforcement needs provide the impetus for future law enforcement cooperation in all areas of crime and crowd control.

Emergency and Other Services—The New Jersey Police Academy, operated by the State Police, conducts training courses for municipal, county and State Police recruits and other full-time law enforcement personnel. In addition to basic training courses, courses are offered for in-service training, supervision, command, drug enforcement, criminal investigation, organized crime and management for police chiefs. State Law Enforcement Planning Agency funding has made available a Sex Crimes Analysis and Investigation training program. Through LEAA funding, a sophisticated course in organized crime intelligence collection and analysis training is being conducted at the Academy.

Through the Governmental Security Bureau, the State Police provides security to the Governor and his family, State capitol buildings, legislative sessions, public hearings and gatherings within the State capitol complex. The Division of State Police also provides the services necessary for firearm registration and private detective and railroad police licensing.

As the largest law enforcement agency in the State, the Division is called upon to assist in handling major emergencies which include civil disturbances, prison disorders, floods and transportation disasters that cannot be handled by local authorities. Manpower is allocated on an immediate need basis.

The following chart summarizes the manpower available for provision of police services in the State:

Division of Law

The Divison of Law which is headed by the Attorney General and administered by him and the first assistant attorney general consists of over 200 employees including more than 100 staff attorneys. In Fiscal 1975, $3,127,767 was expended by the Division to render legal services in accordance with the provisions of N.J.S.A. 51:17-4(e) and 52:17A-11. The Attorney General is the sole legal advisor to all State officers, departments and agencies; represents them in all hearings or actions of any kind which may be brought for or against them in any court; interprets all statutes and legal documents; and inspects and approves contracts and titles. The bulk of those services is performed by the Division of Law. Additionally, the Division renders legal advice and representation to county boards of election and taxation.

The Division of Law has an assistant attorney general in charge of each of the three main legal functions of the Division; appeals, litigation and administrative agency advice. To insure that uniform, coordinated and independent legal advice is rendered to all State agencies and to insure proper management and control in the Division, a system of section supervision has been organized and refined. Eight sections have been established (Claims Service, Environmental Protection, Labor and Industry, Education and Public Employment, Financial, Consumer Protection, Institutions and Agencies, and Transportation). Each of the sections is headed by a chief who supervises the work of the attorneys in the section and who sees

SUMMARY—STATE OF NEW JERSEY POLICE EMPLOYEES—1975

Department	Officers	Civilians	Total Police Employees
Municipal Police	17,023	2,378	19,401
County Police	3,368	1,111	4,479
State Police	1,743	789	2,532
Other Police (State Agencies)	2,355	3,776	6,131
Total for the State	24,489	8,054	32,543
Total Arrests for the State	340,824	—	—
Arrests per Police Officer	13.9	—	—

Source: *Crime in New Jersey—1975*
Division of State Police
Uniform Crime Reporting Unit

that all matters of significance are brought to the attention of the Attorney General or other appropriate supervisory personnel.

Violent Crimes Compensation Board

The Violent Crimes Compensation Board was created pursuant to Chapter 317, L. 1971 to administer the State's statutory plan for reimbursing victims of crime. Board hearings are conducted on applications for compensation for personal injury, loss of earning power, out-of-pocket expenses and death. Awards are granted in amounts ranging from $100 to $10,000 to the innocent victim, the dependents of the deceased innocent victim or to any person responsible for the maintenance of the innocent victim.

Members of the Board, numbering 11, are authorized to appoint and fix the duties and compensation of such officers, examiners and attorneys and other experts necessary to carry out its functions and to appoint and fix the duties and compensation of such other assistants and employees as are necessary.

The Board has full powers of subpoena and compulsion of attendance of witnesses and the production of documents. A total of 175 death claims and 825 personal injury claims were received in Fiscal 1975. The expenditures of the Board in Fiscal 1975 totaled $1,028,859. The recommended appropriation for operation of the Board in Fiscal Year 1977 is 263,354.

Division of Systems and Communications

The Division of Systems and Communications was created March 18, 1971. The Division is responsible for development, implementation, operation and coordination of computer-based information systems for the Department of Law and Public Safety.

The Division currently provides data processing services within Law and Public Safety for: the Division of Criminal Justice; the Division of Law; the Division of Motor Vehicles; the Division of State Police; the Division of Consumer Affairs; the Division of Civil Rights; the Division of Alcoholic Beverage Control; and the New Jersey Racing Commission.

Users outside of the Department of Law and Public Safety are: the Division of Marine Service, Department of Environmental Protection; the Division of Correction and Parole, Department of Institutions and Agencies; the Administrative Office of the Courts, Judiciary; and the State Law Enforcement Planning Agency, Office of the Governor.

The Division operates one of the major consolidated State Data Centers. The Center operates three computer systems. There are two IBM 360/40 machines, each with 256,000 byte size of main memory which are used to perform batch data processing functions. There is one IBM 370/145 with 512,000 byte size of main memory. This machine operates 24 hours a day, seven days a week, and performs all of the on-line criminal justice applications including communication oriented applications for the criminal justice community.

The Director is responsible to the Attorney General for the operation of the Division and has the authority to direct and coordinate all intradepartmental activity relating to information processing requirements including the advisability of acquisition of both hardware and software. On July 1, 1971, a total of 165 Division of Motor Vehicle personnel and 22 Division of State Police personnel, uniformed and civilian, were transferred to the Division of Systems and Communications. The present authorized strength of the Division has grown to 249 positions during the past five years, with a Criminal Justice Task Force of 12 State Police officers attached to the Division—one Captain, four Sergeants and seven Troopers.

The Division underwent an internal reorganization in which the Bureau of Methods and Planning was split into the Bureau of Systems and Programming and Bureau of Planning and Technical Services. In addition, the Bureau of Data Processing Operations developed a strong second level of supervision immediately below the Chief to provide better management control over the equipment operations, input/output control and scheduling as well as data entry sections of the Bureau.

The Bureau of Systems and Programming is responsible for the design, development and implementation of computer-based information systems for the Department as well as those external agencies whose work falls within the scope of the Division's activities. The staff is composed of data processing analysts and programmers. The analysts are project oriented. Each major user is assigned a project manager who is responsible for all data processing activities which affect that user. The programmers are organized into a programmer pool. This type organization permits the assignment of analysts with specific levels of expertise to a project while maintaining a high level of programmer productivity by allowing a programmer to work on multiple projects simultaneously.

The Bureau of Planning and Technical Services is responsible for long-term technical planning, systems engineering and maintenance, hardware and software evaluation and the development of system standards for the Division.

The Bureau of Data Processing Operations is responsible for the operation of all computer, unit record and data entry equipment in the Division. The Bureau is divided into three sections, input/output control and scheduling, equipment operations and data preparation and entry.

The Criminal Justice Task Force has the responsibility of coordinating the structure of the New Jersey Criminal Justice Information System. In this regard it affords assistance to all State Criminal Jus-

tice Agencies in developing those applications that satisfy an internal agency need and also complement the Criminal Justice System with an informational and statistical benefit to other users. This assistance includes planning, development and implementation. This Task Force also functions as liaison and coordinator with all county and local Criminal Justice Agencies, assisting wherever possible in supplying technical expertise to insure criminal justice information systems compatibility between local and State systems, for a total Criminal Justice Information System. This liaison and coordination activity is extended to out-of-state agencies, the National Crime Information Center, the Federal Bureau of Investigation, SEARCH Group Incorporated and other progressive out-of-state computer systems.

This Division is developing and implementing a Comprehensive Data System using a modular approach. The three components of this Comprehensive Data System are as follows:

1. Data Analysis Center (DAC): A professional staff under policy direction of a CDS Advisory Committee to coordinate the State's criminal justice information and statistics system, to provide interpretive analysis of collected data, to assist in ensuring quality control of data collected and reported, and to produce reports on crime and the operations of criminal justice agencies in the State. Management and Administrative Statistics (MAS) and Technical Assistance (TA) were formerly CDS modules. They are now combined under the responsibility of the DAC. MAS is an activity which the DAC must address while TA is one which the DAC may, in accordance with the State's needs and priorities and available funds, address.

Management and Administrative Statistics (MAS): The collection and analysis of financial, personnel, facilities and equipment data of the various criminal justice functions at State and local levels.

Technical Assistance (TA/CDS): The capability of providing professional and highly technical services needed to develop and implement a Comprehensive Data System.

2. Offender Based Transaction Statistics and Computerized Criminal Histories (OBTS/CCH)
   A systematic collection of significant data by police, prosecution, court and correctional agencies about every person arrested on a serious charge, from time of arrest to final disposition. This system will become a reality through the utilization of resources from both the Division of State Police and the Division of Systems and Communications. The expansion of this system is projected to include, within three years, terminals in most large police departments, courts and correctional agencies utilizing the existing New Jersey Statewide Communications and Information System.
3. Uniform Crime Reporting (UCR)
   The centralization in a state agency of the collection and reporting of UCR data gathered by law enforcement agencies within the State. New Jersey's UCR expansion program has as its primary mission the reduction of crime within all municipalities of the State by providing more comprehensive and accurate crime information on a more timely basis to all criminal justice agencies, and any other groups or individuals concerned with the crime problems of the State, including the Data Analysis Center.

The Division of Systems and Communications has three computer systems available for agency operations. One large scale processor handles all criminal justice applications, the communications subsystem and its terminal transactions, the NCIC Interface, and the NLETS Interface. All on-line applications make use of this large scale processor. Two other computer systems are required to process the remaining data processing functions of this Division. These other systems are also used as backup communications processors in the event of failure of the main communications system.

The criminal justice applications' processor, an IBM 370/145 computer, operates 24 hours a day, seven days a week. The communication network presently consists of 25 high speed communication lines and eight teletype lines. These 33 communication lines interface with seven other computers and 459 separate terminal devices. These terminal devices include a variety of teletype, video displays and printers. The Division of Motor Vehicles license, registration and driver records files reside and are processed on the two 360/40 computers. These files via video terminals are used by the DMV hearing officers to aid in the reviewing of driver violation records for scheduled hearings and/or telephone calls received pertaining to driving records. Suspensions and restorations are updated directly to on-line files via video terminals housed within the DMV. Requests from the public for duplicate driver licenses and registrations are handled via video terminals located within the Division of Motor Vehicles. The DMV has video terminals in virtually every bureau to provide up-to-minute information for day-to-day operations.

The communications system processes approximately 162,000 messages per day broken down as follows:

NCIC Messages	5,600
NLETS Messages	1,400
Teletype Messages	4,500
DMV Messages	68,000
Law Enforcement (Phase I & Phase II)	80,000
Judicial Management Messages	2,500

The batch data processing is performed by two IBM 360/40 processors. These processors also

operate 24 hours a day, seven days a week. During an average month of 1976, the workload processed was as follows:

Computer Runs	
Successfully Completed	4,400
Punched Cards Read	2,250,000
Cards Punched	1,610,000
Lines Printed	10,750,000

The communications system is comprised of three major components. They are:

1. Phase I SCIS Law Enforcement Information Network.

   Phase I SCIS is divided into four subsystems. They include the Statewide Communications Information System, the National Crime Information Center, the National Law Enforcement Telecommunications System, and the Store and Forward Message Switching System.

The SCIS services on-line inquiry and updates in real time for a) wanted persons, b) stolen vehicles, c) stolen plates, d) stolen guns, e) stolen boats, f) stolen articles and g) stolen securities. Twelve cross-reference files provide access to the above seven files. The SCIS also provides inquiry capability for Division of Motor Vehicles driver license, registration and driver record files.

The Division of Motor Vehicles assists the law enforcement community by providing around the clock access to registration, license and violation files. Their files reside on the IBM 360/40 criminal justice processor. Police communities that do not have their own terminals can gain access to information contained on these files by contacting a State controlled regional terminal. These facilities are available to all authorized users of the network within the State.

The second subsystem, NCIC, contains the same basic information and files described in the SCIS subsystem except that the information contained is maintained on a national level with the F.B.I. in Washington, D.C.

The third subsystem, NLETS (National Law Enforcement Teletype System), provides a computerized interface within the continental United States to supply law enforcement information to states on a need-to-know basis, including out-of-state DMV information inquiry capability.

The fourth subsystem is a store and forward message switching system. It services all teletype, video terminals and computer users on the system. It provides the network with the ability to queue, log, forward, broadcast, resend, and route messages.

2. Phase II SCIS Criminal Tracking System

   Phase II consists of four subsystems. They are:

   (a) Court Disposition Reporting System (CDR)

   The CDR system records and monitors events from time of arrest of an individual through final disposition. This is accomplished by generating an identification segment and arrest segment from the fingerprint card received from the arresting agency and creating a master record via a remote terminal. This record is subsequently updated by reports of the individual's progress through the criminal justice process received from the municipal court, grand jury, county court clerk and correctional agencies. This system also generates reports for these various agencies. The CDR system is the vital collection arm of the OBTS/CCH component of the Comprehensive Data System.

   (b) Master Name Index (MNI)

   This is an on-line file containing names of individuals who have been arrested and printed. The system allows an authorized person to access this file from a remote terminal in a real time environment. If an individual's name is on the file, the terminal will display a brief record of the individual containing the SBI number which points the inquirer to the Criminal History File.

   (c) Criminal Investigation Records Management System

   This system consists of the name index files of all the investigative units at State Police Headquarters. This computerized file can be accessed by an investigator using a remote terminal which requires a right-to-know identification. The name index file is searched and all "hits" are displayed on an attached printer. The information on the printer indicates the unit and prior investigative report number of an individual.

   (d) Fingerprint System

   All fingerprints that are received by the New Jersey State Police are searched first by name index and if no "hit" is found, a search is made by a primary fingerprint classification. A portion of the State Police fingerprint records are on a computerized file. Fingerprints that cannot be identified through the name index and whose classification are on the computer file are searched via a video terminal. Possible "hits" are then pulled from the manual file and matched against the new prints for comparison.

3. Judicial Management System

   The first phase of the Judicial Management System is the Appellate Court Docketing System. This system is an on-line docketing and case management system. The system provides the Office of the Clerk with centralized data gathering, document tracking, comprehensive reporting and automated statistical analysis capabilities. This is an on-line, real time system with inquiry capabilities. The term on-line means that the user has direct access to the computer via remote video terminals. It is real time because events are recorded as they occur and the results are immediately available.

Other Applications In Program Development

Supreme Court System

The Supreme Court System is primarily a document and event recording system. The system has been designed to track proceedings through the Supreme Court by recording receipt of documents and occurrence of events. A review of the documents and events recorded will provide the user with a history and the status of each case. It will produce a complete complement of weekly and monthly statistical reports.

State Judicial Information System (SJIS)

The overall objective of the State Judicial Information System is to provide required information needs so as to enable the Administrative Office of the Courts (AOC) to administer the courts on a statewide basis. Timely information is required for court planning, caseload management, calendar management, allocation of court resources, research and evaluation and program budgeting.

In order to provide for the aforementioned, timely judicial statistics are furnished to all court levels on filings and dispositions, monthly backlogs, status and aging of cases, time intervals between significant events in adjudication of cases, judges' time on case, jail inventory and inmate status, utilization of court resources such as court personnel and court facilities, wide disparity of sentencing and disposition rates by type of case.

In order to satisfy the overall system objectives, the system design must provide for the collection and reporting of data on a unit case basis. This may require a remote computer terminal be located in every court throughout the State and that all court proceedings be recorded and transmitted to a central location on a daily basis.

Correction and Parole System

The Correction and Parole application is an on-line entry system which accumulates information and statistics for operational purposes about prisoner characteristics and movement. Activity and master files will be updated on an overnight batch operating mode with operational reports being available the following morning at all institutions. Monthly summary reports will be available for management review which will help to increase the operational efficiency of the institution and allow management to have more current information with which to make operational decisions.

Division of Criminal Justice

The functions, responsibilities and powers of the Attorney General relating to the detection, enforcement and prosecution of the criminal business in the State are exercised through the Division of Criminal Justice pursuant to the provisions of the Criminal Justice Act of 1970 (52:17B-99 et seq.).

The Division consults with and advises the 21 county prosecutors in matters relating to their official duties and maintains general supervision over them for effective and uniform enforcement of the criminal laws throughout the State. It conducts periodic evaluations of each county prosecutor's office; prosecutes the criminal business in the State for any county having no county prosecutor; independently initiates and presents investigations to the State Grand Jury; and supersedes the county prosecutor in any criminal matter as deemed appropriate by the Attorney General. Also at the discretion of the Attorney General, the Division acts for any county prosecutor in any and all criminal appeals and applications for post-conviction remedies; makes studies and surveys of the organization, procedures and methods of operation and administration of all law enforcement agencies within the State; provides general legal advice to the Division of State Police and certain other State agencies; and provides prosecutorial services for various State agencies which have criminal enforcement responsibilities.

The Division is under the immediate supervision of a director who administers the work of the Division under the direction of the Attorney General. The director's office has been charged with the responsibility of providing general legal advice and services to various State agencies as it pertains to criminal affairs. The office of the director is responsible for the general administration of the Division, and for coordinating administration of federally funded programs in the Division, including those involving enforcement of the criminal law and prosecution, at both the State and county levels in cooperation with the State Law Enforcement Planning Agency.

Special Prosecutions Section—This Section has primary responsibility for planning and implementing the Division's investigative initiatives. Cases of statewide significance are investigated and presented to the State Grand Jury by its staff members. Its duties include analyzing facts and marshaling evidence into an individual case investigative format. The cases are then prepared by Section personnel. The newly-formed Corruption Control Unit, which is staffed with specially-trained investigative personnel, concentrates on public trust and related offenses, while the remainder of the Section's emphasis is in organized crime operations.

This Section's personnel also draft and prepare all electronic surveillance applications, orders, authorizations, inventories and other related legal documents through consultation with the appropriate State Police investigating unit and the Electronic

Surveillance Unit of the State Police Intelligence Bureau. This Section is working to compile information sufficient to fulfill the Attorney General's State reporting requirements under the New Jersey Wiretapping and Electronic Surveillance Control Act. In Fiscal 1975, the Section opened 620 State grand jury cases; closed 357 cases; conducted 60 electronic surveillances and retained 36 indictments for trial.

Trial Section—The primary responsibility of the Trial Section is to try all indictments returned by the State Grand Jury. Additionally, this Section handles all cases wherein a county presecutor has been superseded or in which the Attorney General is exercising the functions of a county prosecutor because of a vacancy. This Section also assigns trial attorneys and assumes responsibility for specific criminal matters when a county prosecutor requests such assistance. In addition, the Section conducts intensive, practical training sessions for prosecutors and their assistants. Cases received for disposition totaled 688 in Fiscal 1975; 289 cases were closed, leaving 399 pending.

A State Enforcement Bureau has been established within this Section to provide, when appropriate, investigative and prosecutorial services to State agencies vested with criminal and quasi-criminal jurisdiction, including the Bureau of Securities. Specific areas of activity include welfare and Medicaid fraud cases, cigarette, sales, and motor fuels taxes, as well as a newly-established and federally funded drug diversion investigative unit. Cases received for disposition totaled 1,755. In Fiscal 1975, 1,368 cases were closed, leaving 387 pending.

Antitrust Section—The Antitrust Section, vested under N.J.S.A. 56:9-1 et seq., has both civil and criminal responsibility in the antitrust field. This Section investigates all areas dealing with restraints of trade and anti-competitive activity, pursuant to the State and federal antitrust and common laws, in order to protect the rights of consumers and to prevent the development of monopolistic business activity within the State. This Section, in combination with the Civil Remedies Section, has recently embarked upon the pursuit of civil initiatives and related activities which affect public expenditures. This activity is intended to recover monies lost as a result of public corruption, and to deny, civilly, any profits derived from such activity.

Appellate Section—In 1974, the Appellate Section assumed full supervisory responsibility for the prosecution of all criminal appellate matters in the State. The Section presently prosecutes all plenary criminal appeals in 20 counties. Disposition of the criminal appeals in the remaining county, Essex, is closely supervised by this office.

In addition to county appeals, this Section handles numerous appeals emanating from matters prosecuted at the trial level by other sections of the Division, including those cases initiated by State Grand Jury indictments. It is anticipated that appeals originating from Division initiated prosecutions will steadily increase during 1977. The Appellate Section is also solicited by the county prosecutors and other sections of the Division of Criminal Justice to pursue numerous interlocutory appeals and to participate at the trial level when complex issues of law are in dispute.

The Section also appears in many cases as *amicus curiae*, sometimes at the initiative of the court itself. During Fiscal 1975, the Appellate Section received 1,433 appeals and disposed of 1,391 of these appeals, leaving 42 pending.

Another source of appellate responsibility stems from the Rule of Practice requiring that the Attorney General be given notice of the pendency of certain actions, both trial and appellate, in which the constitutionality of State statutes is at issue. The Appellate Section reviews the substantive merits of these actions and often intervenes on behalf of the Attorney General or other State officials. The Section has sole responsibility for the preparation of answers and briefs in declaratory judgment actions in the federal courts relating to the constitutionality of State criminal statutes.

Research and Planning Bureau

The Research and Planning Bureau established within the Section is charged with the responsibility of evaluating and reporting on bills pending in the State Legislature. In addition, it proposes legislation to correct specific legal and social problems. The Bureau also conducts long-range studies with respect to substantive and procedural legal issues and prepares Attorney General's opinions relating to law enforcement. During 1975, the Bureau evaluated several hundred legislative bills and proposals.

The Bureau disseminates a variety of legal information and publishes the *Criminal Law Digest.* The *Criminal Justice Quarterly* is also published under the auspices of the Bureau.

Prosecutors Supervisory Section—This Section maintains general supervision over the 21 county prosecutors in order to maintain effective and uniform enforcement of the criminal laws throughout the State. Periodic evaluations of each prosecutor's office are made; the Section's staff examines annual reports from each of the county prosecutors covering such information as disposition of complaints, investigations and such other data as may be required by the Attorney General. This information is analyzed in order to evaluate the quality and efficiency of crim-

inal justice procedures in the State, and in the particular county involved. In cooperation with the Civil Remedies Section, the Prosecutors Supervisory Section is responsible for preparing and implementing modern prosecutorial management techniques. In addition to the foregoing, the Prosecutors Supervisory staff, through the use of federal funds, conducts and staffs training sessions for all prosecutorial authorities within the State, as well as specific investigative programs which are available to all State law enforcement personnel. The Section works with the Appellate Section in providing day-to-day assistance and support to the prosecutors.

Civil Remedies Section—The newly-formed Civil Remedies Section, in addition to fulfilling the responsibilities previously discussed, is the primary civil arm of the Division of Criminal Justice. It is intended to complement criminal law enforcement by pursuing civil remedies, in order that the public right can be more completely protected. The Section insures that sufficient information is available in the State's licensing procedures and professional applications, represents the Division of Criminal Justice in debarment and other disciplinary matters, and seeks redress in the courts for the removal of public officers or the forfeiture of corporate charters as may become appropriate. In addition, this Section pursues civil recovery from public officials in "breach of trust" suits in order to recover profits unjustly realized by virtue of their public office. Finally, the Section, in cooperation with the Bureau of Research and Planning, acts as the Division's liaison among the executive, judicial and legislative branches of government in an effort to formulate a coordinated state law enforcement policy. The Section's activities are coordinated with those of the Division of Law through the Section head and the Law Division's Assistant Attorney General in charge of litigation. Division of Criminal Justice expenditures for Fiscal 1975 totaled $3,585,693. The recommended operating budget for Fiscal 1977 is $3,258,680.

The Office of the State Medical Examiner provides personnel and facilities for toxicological and pathological services and personal assistance to county medical examiners in the investigation of deaths that occur under questionable circumstances. This includes the investigation of all violent deaths, whether homicidal, suicidal or accidental, and deaths related to disease resulting from employment or which might constitute a threat to the public health. The Office of the State Medical Examiner is located in Newark and is closely affiliated with the New Jersey College of Medicine and Dentistry. The laboratory is equipped to perform toxicological, chemical, histological and serological examinations on all specimens submitted to the laboratory by county medical examiners. The State medical examiner provides general supervision to the county medical examiners. He performs autopsies, and also serves as an expert medical witness in many cases subject to judicial review. County medical examiners and their assistants are appointed by the county boards of chosen freeholders. An autopsy may be authorized by a county medical examiner or by the State medical examiner if, in his opinion, such autopsy is advisable and in the public interest. An autopsy may also be requested by an assignment judge of the Superior Court, the county prosecutor or the Attorney General. The total number of autopsies performed in medical examiner cases in 1975 was 5,654. State Medical Examiner expenditures for Fiscal 1975 totaled $475,921. The recommended budget for 1977 activities is $443,172.

The Police Training Commission was created pursuant to Chapter 56, Laws of 1961, to administer the provisions of the Police Training Act. The Commission's activities are channeled through four bureaus which provide the following services:

Training Services—The Police Training Commission is responsible for administration of the mandatory basic training program for all newly appointed county and municipal police officers. (New Jersey Revised Statutes provide that the appointments of all prospective organized municipal officers are probationary or temporary until they complete a prescribed police training course at a school approved by the Commission. The candidates are allowed an 18 month period to complete the training course).

Higher Educational Services—The Commission is responsible for the professionalization of the field of law enforcement through consultation and cooperation with colleges offering criminal justice degree programs.

POLICE OFFICERS ATTENDING TRAINING
July 1, 1974—June 30, 1975

Sex	Marital Status
M—1,394	Singe—601
F— 23	Married—816

Education	Age
H.S. Equivalency—65	18-20—155
H.S. Graduate—688	21-23—461
College Credits—435	24-27—425
Associate Degrees—62	28-30—163
Bachelor's Degrees—165	31-34—101
Graduate Degrees—2	35-+—112

Residence In The Employing Community	Relatives In The Police Service
Yes—746	Yes—582
No—671	No—835

Source: Police Training Commission—Voluntary Survey

TRAINING FOR SPECIAL POLICE OFFICERS

Average # of Training Hours	Number of Municipalities	Percentage
No Training	26	7.3
1-20	57	16.6
21-40	87	24.5
41-60	67	18.9
61-80	25	7.0
81-100	20	5.7
101 and Over	71	20.0

Source: Police Training Commission
"Statewide Survey of Special Police Officers"
March 1976

Police Administrative Services—The Commission provides direct assistance to New Jersey law enforcement agencies through management counseling, department-wide surveys and staff assistance studies.

The Commission staff consists of 23 employees, 15 of whom are classified as professionals. The professional staff is composed of police and educational personnel who have diversified backgrounds and academic credentials. Commission expenditures for Fiscal 1975 totaled $512,179. The Commission's recommended budget for the 1977 Fiscal Year is $439,547. During the Commission's last report year, 1974-1975, a total of 1,499 law enforcement officers were enrolled in 15 certified schools for basic training programs. From the Commission's inception to the present, 15,854 law enforcement officers have attended these schools. The Commission promulgates a standard curriculum of a minimum of 280 hours of instruction in the standard course of study at the 15 academies. All of the academies exceed the minimum requirement, the median being 424 hours of instruction. The Commission certifies instructors and has established police libraries in each of the 21 counties as well as furnishing audio-visual equipment to approved schools. It conducts police instructor training courses, distributes give-away training materials, publishes a monthly training publication and assists in curriculum development.

During the past year, the Commission's Police Administrative Services Bureau, which has received support from the State Law Enforcement Planning Agency, provided professional services for 51 New Jersey law enforcement agencies. These services included 19 department-wide surveys, 11 staff assistance studies and 16 management counseling visits. In addition, five projects are currently in progress and 47 service requests from law enforcement agencies are pending. This Bureau publishes a quarterly police management bulletin.

In the fall of 1974, the Commission completed a report on the new penal code being considered by the New Jersey Legislature. A $40,500 State Law Enforcement Planning Agency grant was designed to help establish a penal code retraining program for some 21,000 State, county and municipal police officers.

Project goals were to determine the best strategies for teaching the new penal code, cost factors for the teaching strategies and what agency or combination of agencies should be mandated the responsibility of administering the training program.

The Commission is utilizing a $50,000 State Law Enforcement Planning Agency grant to implement and evaluate the findings of Project STAR (Systems Training Analysis of Requirements for Criminal Justice Personnel). In the past four years, this massive research endeavor undertaken by the states of California, Michigan, New Jersey and Texas has been administered by the American Justice Institute. Training modules have been developed and are presently in the process of being validated. Two professional persons are now being used to implement these training modules. Goals of the program are to review and determine the suitability of STAR training packages for statewide use and to assist criminal justice agencies in developing suitable programs for the training of personnel.

Council of Educational Institutions for Law Enforcement (CEILE)

Initially, it was agreed that the colleges would not duplicate the programs promulgated by the Police Training Commission but would offer a core of college level courses designed to prepare leaders for the criminal justice system. To accommodate this need, Ocean County College, Rider College and Rutgers University inaugurated associate degree programs in 1966. Since then, 19 additional programs have received the approval of the Department of Higher Education. As other colleges expressed an interest in criminal justice education, they were encouraged to work with one another in this effort. The New Jersey Council of Educational Institutions for Law Enforcement (CEILE) was formed. It is composed of representatives from community colleges, public and private four-year colleges, the State University, the Police Training Commission, the Department of Higher Education and representatives of statewide law enforcement organizations. The Council's first goal was to develop a master plan for the State which would include guidelines insuring quality criminal justice educational programs. These guidelines were prepared in a document entitled, *A Plan for New Jersey Higher Education for Law Enforcement Personnel.*

Law Enforcement Education Advisory Committee (LEEAC)

On recommendation of CEILE, the Chancellor of Higher Education approved the formation of the Law Enforcement Education Advisory Committee (LEEAC) in February, 1969. Present membership includes representatives of the following institutions and agencies: Rider College, Rutgers University, County College of Morris, Somerset County College, William Paterson College, Police Training Commission, State Police, State Law Enforcement Planning Agency, Department of Institutions and Agencies, Department of Higher Education, Policemen's Benevolent Association, Chiefs of Police, Office of the Public Defender, Administrative Office of the Courts and an at-large community representative.

LEEAC reviews all criminal justice programs submitted to the Department of Higher Education for approval. Curricula must generally adhere to the objectives outlined in the CEILE Plan. Since the inception of CEILE and LEEAC, attention has been focused on expanding existing services and implementing new ones in the criminal justice field.

The following chart indicates the number of criminal justice students enrolled in each of the approved colleges during the 1975-76 Academic Year and their affiliation with the criminal justice system:

ENROLLMENT IN COLLEGE LAW ENFORCEMENT PROGRAMS IN NEW JERSEY 1975-1976 ACADEMIC YEAR

COLLEGE	STUDENTS	STUDENT CLASSIFICATIONS			
		POLICE	CORRECTIONS	PRE-SERVICE	OTHER
Atlantic Community	338	155	10	158	15
Bergen Community	510	262	15	215	18
Brookdale Community	491	111	18	340	22
Burlington County*	181	38	32	95	16
Camden County	750	350	35	335	30
County Coll. of Morris	547	352	12	177	6
Cumberland County	135	79	8	45	3
Essex County	213	102	47	46	18
Glassboro State	575	115	29	402	29
Gloucester County	182	67	7	108	—
Jersey City State	284	161	—	103	20
Kean College	200	—	—	—	—
Mercer County*	150	43	12	94	1
Middlesex County*	162	91	22	46	3
Monmouth College	58	22	1	22	2
Montclair State	48	—	—	—	—
Ocean County	208	76	9	100	23
Rider College	100	45	3	—	—
Rutgers-Undergraduate	566	338	33	41	18
Rutgers-Graduate	73	22	18	20	13
Somerset County	240	110	20	90	20
Stockton State	324	102	11	211	—
Trenton State	636	165	65	372	16
Union College	186	150	2	—	34
William Paterson	1130	620	8	345	80
TOTAL	8287	3576	417	3365	387

* Figures reflect 1974-75 enrollments.

THE NEW JERSEY JUDICIARY

Under Article VI, Section I of the New Jersey Constitution (effective September 15, 1948), the State's judical power was vested in a Supreme Court, a Superior Court, county courts, and inferior courts of limited jurisdiction. There are presently throughout New Jersey 21 county district courts, 21 juvenile and domestic relations courts and 525 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 provides administrative assistance in three main areas: legal services to the courts and bar, coordination of probation services, and planning and fiscal management for the State Judiciary. It is organized into three divisions for the handling of matters relating to Criminal Practice, Civil Practice and Administration. (See Chart A). The Office provides in-service training for judges and supporting personnel, as well as staff assistance to the several standing and special committees appointed by the Supreme Court, and is secretariat for judicial conferences. It also gathers and interprets information concerning the status of litigation in the State courts, recommends adjustments to alleviate court congestion and prepares projections of the future needs of the judicial system. The Administrative Office of the Courts directs a number of federally funded programs including a special Appellate Staff project, a Judicial Management Information System, Judicial Education, as well as various research activities. Recording services for the courts are also provided through court reporters and sound recording equipment.

The state provides accommodations for the Supreme Court and part of the Superior Court (Appellate Division and Chancery Divisions 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 including probation services. A municipality having a municipal court must provide space for the court and any other service 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 vicinage. He is subject to the direction of the Chief Justice in administrative matters. Each Assignment Judge is assisted by a Trial Court Administrator. Provision is also made for designating Presiding Judges to be responsible for administering each multi-judge court within a vicinage. 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.

Supreme Court

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. However, they may retire at 65 if they meet service requirements. The Court has recently been authorized to reinstate retired judges. With the exception of the municipal court judges and justices of the Supreme Court themselves, the Chief Justice can temporarily assign any of the judges in the court system to sit in any court. Under constitutional and statutory authority, the Supreme Court may also remove, for cause, any judge from judicial office.

Superior Court

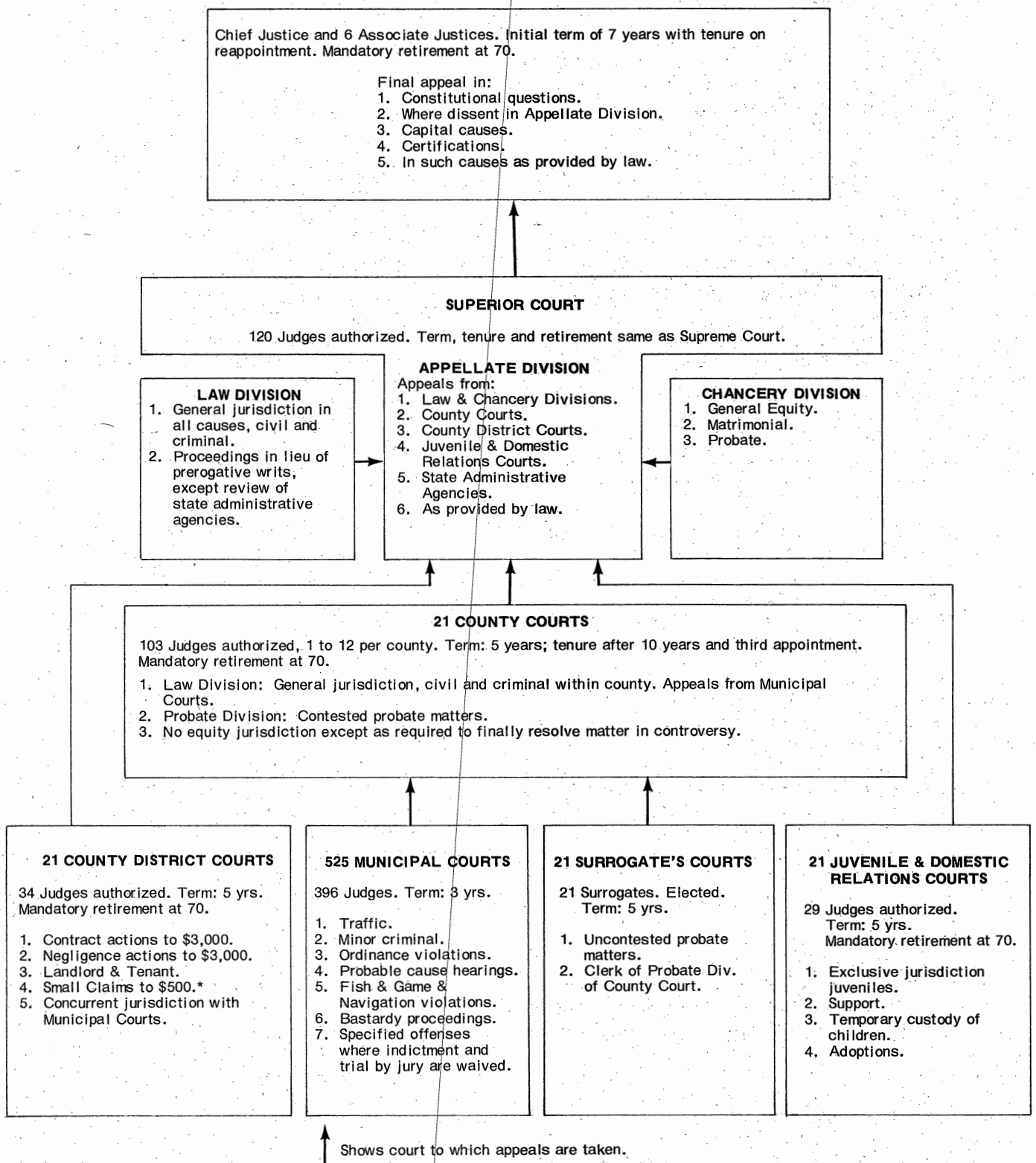
The Superior Court is divided into an Appellate, a Law and a Chancery Division.

The Appellate Division sits in parts with three judges each at Trenton and Newark. There are presently seven parts. The court hears appeals from:

- —The Law and Chancery Division of Superior Court
- —The County Court
- —County District Court (civil cases only)
- —Juvenile and Domestic Relations Courts
- —Final determination of State administrative agencies, including proceedings in lieu of prerogative writs as provided by the rules of the Supreme Court
- —In such other causes as provided by law.

In 1971 the Central Appellate Research Staff Project was developed in response to the increasing rate of appeals and delay. The primary function of the staff is the preparation of in-depth legal memoranda in certain cases pending before the Appellate Division. The objective is to provide the Court with predecisional research which will be of assistance in the ultimate disposition of the appeals. As an adjunct to research functions, the staff collects and compiles

NEW JERSEY COURT SYSTEM
As of September 1, 1975



*Increased from $200 to $500, 5/1/75 (P.L. 1975, c.72).

statistical data related to the intermediate appellate process in New Jersey.

The Law Division has general jurisdiction in all causes, civil and criminal, and under the rules may hear actions filed in lieu of prerogative writs.

Unlike the criminal calendar, the civil work of this court has remained relatively stable. The last decade has witnessed only a slight increase in cases added to the calendar, and the court, since 1971, has been consistently able to reduce its backlog (See Chart B). This reduction has been directed at the oldest cases, and the effort has reduced that category by over 70% (See Chart C).

The criminal caseload, however, which was highly stable for the 15 year period, (See Chart D) between 1951 and 1966, has now doubled in half that time. Although the Chart reflects a decrease in new indictments between 1972 and 1974, that trend is changing. September, 1975, figures show a substantial new filing and backlog increase. This trend is continuing. During December, 1975, 2,354 cases were added, as opposed to 1,711 in December, 1974. Of the 23,260 indictments disposed of in the 1974-1975 Court Year, 85.4% were either dismissed or disposed of by plea (See Chart E). The remaining cases were tried. Charts F and G are also indicative of the workload of the courts. During Calendar Year 1975, 86% of all persons arrested for crime Index offenses were turned over to the courts. Adults charged with Index offenses were found guilty by the courts in 73% of all cases presented.

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. The terms of appointment, tenure, and retirement of judges of Superior Court are the same as the Supreme Court Justices.

County Court

The Law Divisions of the 21 county courts have general jurisdiction in their respective counties over civil and criminal matters which arise in the county. When the jurisdiction of the court is involved equity power may be exercised to resolve the matter in controversy. Appellate jurisdiction is exercised on appeals from municipal courts within the county 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 to 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 103 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 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.

The Surrogate, an elected official, also serves as clerk and judge of the Office of the Surrogate, serving a five-year term at a salary that by law may be fixed by the County Board of Chosen Freeholders. He has jurisdiction over wills submitted for probate, trusts, guardianships and administration of intestate estates. He may not, however, hear any contested matters.

Inferior Courts of Limited Jurisdiction

The Juvenile and Domestic Relations Court, County District Court, and Municipal Court are the three inferior courts presently in operation in New Jersey. Exclusive jurisdiction over juvenile matters is vested in the Juvenile and Domestic Relations Court. The Court also has exclusive jurisdiction in Uniform Support for Dependents Law complaints, filed or received. Judgements by the Court which provide for support and maintenance may be docketed in Superior Court, thereby affecting property of the judgement 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 16 and less than 18 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 16 or 17 years of age and is a habitual offender, or if the offense charted 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 21 counties; in some smaller counties these courts are presided over by a county court judge. Twenty-nine judgeships presently are 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, $3,000 in contract actions, $3,000 in negligence cases and $500 in small claims cases. Criminal jurisdiction is concurrent with that exercised by the municipal court. Presently, there are 34 authorized County District Court judgeships; although in some counties these courts are presided over by a county court judge. Judges of the County District Court are appointed by the Governor, with the con-

sent 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. 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. 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. 169-1 through 2A:171-12;
- —Violations 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;
- —Violations 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; and,
- —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.

On August 31, 1974, there were 525 municipal courts, including 18 joint municipal courts serving two or more municipalities. These courts were presided over by 401 judges, who reported spending 111,449 hours hearing all types of cases, an increase of 3.9% over the prior court year.

A total of 3,650,038 complaints were filed, a decrease of 0.7%. This included 2,305,715 parking complaints, 1,042,984 non-parking complaints and 301,339 minor criminal complaints. Of the total 2,974,780 dispositions, excluding cases closed for failure to appear, the violations bureaus disposed of 91.7% of the parking complaints and 64.9% of the non-parking complaints. The 301,339 minor criminal complaints filed is an increase of 29,213 or 10.7% over the prior court year. These complaints involved disorderly persons offenses, local ordinance violations and minor indictable offenses heard on waiver of indictment and trial by jury.

There were 52,206 complaints referred by the municipal courts to the county prosecutors for the action of the grand juries and 12,942 to the juvenile and domestic relations courts for a combined total of 65,148 referrals, an increase of 11% from the prior year.

There was an increase of 879 in the number of defendants sentenced to jail, from 11,990 to 12,869. The number of persons put on probation decreased from 8,895 to 8,883. The judges revoked 18,087 motor vehicle drivers' licenses, an increase of 2,700 or 17.5% over the prior court year.

Of the non-parking traffic cases heard in court, 18.5% resulted in dismissals or findings of not guilty.

There were 35,901 non-parking traffic, 42,869 parking and 2,190 non-traffic (criminal) complaints filed in the five county district courts which exercised concurrent jurisdiction with the municipal courts.

The caseload of the district courts is, as with most courts, rising steadily (See Chart H). A popular misconception is that no-fault type of legislation has considerably eased the burden of this court; however, Chart H shows only a slight reduction in backlog since 1973. Note also that auto negligence accounts for only about 6.5% of total complaints filed.

Notwithstanding the increasing caseloads, attention has remained focused on the older cases, and cases in the older categories have been reduced. Some problems in the district courts have been occasioned by the fact that to this point in time it has experienced relative autonomy. Its supportive staff, e.g., secretarial, court attendants, sergeants-at-arms, are independent of the general pool of personnel which serve most of the other county-based courts. Administration of this court has therefore suffered the problems associated with small, less flexible agencies. However, such areas as budget preparation, purchase control, personnel and case calendaring and expedition are progressively moving under the immediate supervision of the Assignment Judge and Court Administrator.

Judges

Constitutional provisions and State law pertaining to judgeships are intended to provide for a qualified and competent Judiciary having a large measure of political and economic independence. Supreme Court, Superior Court, County Court, County District Court and Juvenile and Domestic Relations Court judges must have been admitted to the New Jersey Bar for at least ten years prior to appointment. They are prohibited from holding other paying State or Federal positions, and they must resign from the bench if they become candidates for public office. The judges may not practice law or engage in any other gainful pursuit. The Constitution prohibits their salaries from being reduced during their terms. Chart I shows the numbers of judges and vacancies for these courts since 1948. Charts J, K and L compare the increase in judgeships with new cases, cases disposed of, and backlog for the last five years. Note that 17.9% more judges disposed of 41.3% more cases in the last five years.

Trial Court Administrators

Total cases have been increasing rapidly and steadily since 1948, and, based on intensified accelerations since 1969, are projected to climb rapidly until 1981 (See Chart M). To meet this increasing burden, full-time professional administrators have been employed throughout the State, in county level and large municipal courts, to assist the Supreme

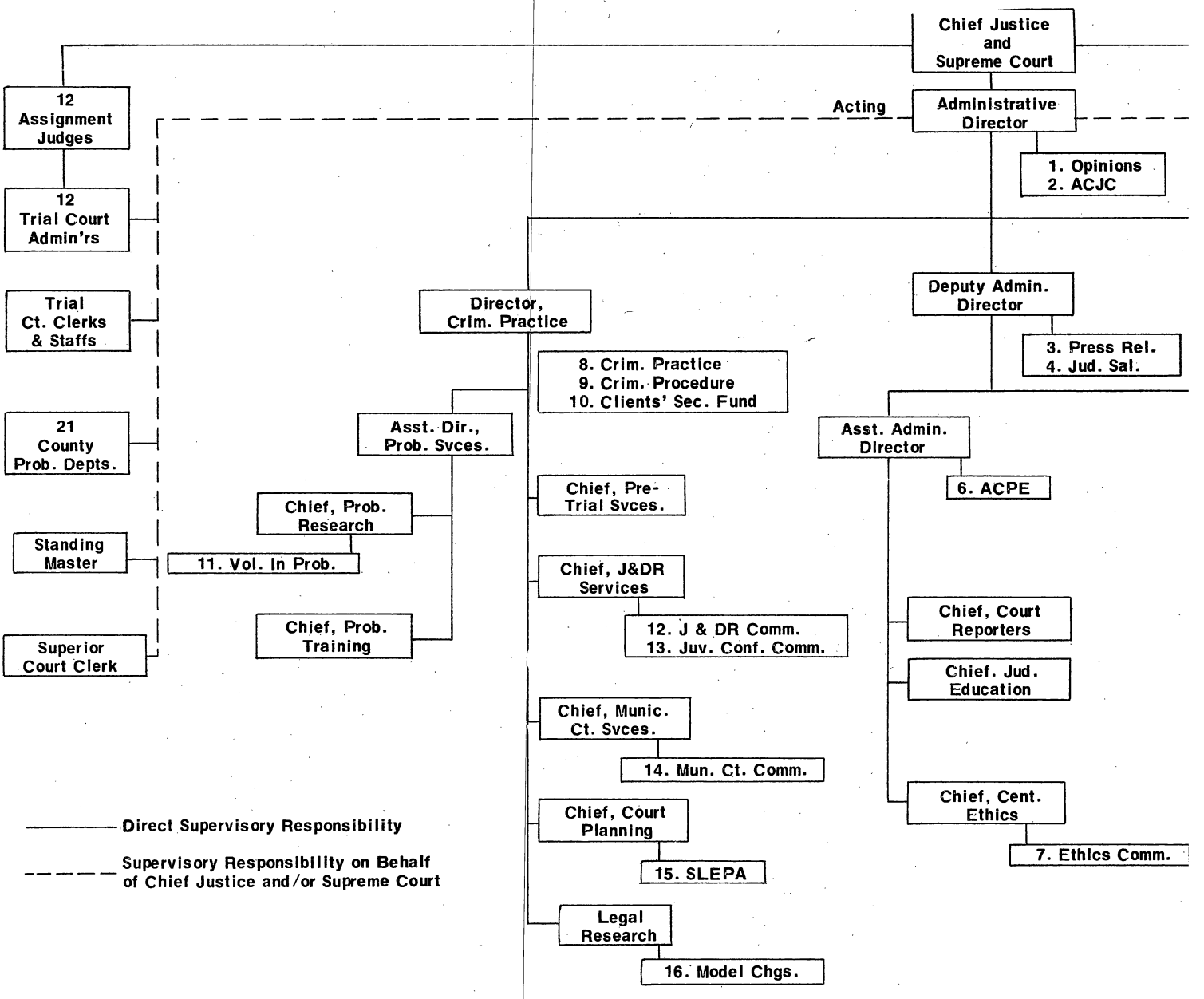
Court, Administrative Director of the Courts, and Assignment Judge in the administration of justice in the individual vicinages. Activities include:

- Preparation and submission of the budgets for the courts;
- Recruiting, hiring, training, evaluating and monitoring personnel for the courts;
- Management of space, equipment and facilities of the courts;
- Dissemination of information concerning the courts;
- Procurement of supplies and services;
- Preparation of reports concerning the courts;
- Jury management;
- Study and improvement of case flow, time standards and calendaring;
- Research and development of effective administrative improvement, including mechanization and computerization of court operation;
- Ensuring the forthwith appearance of defendants before the court after arrest;
- Research, planning and development of such reform projects as pretrial intervention, juvenile intake, R.O.R., cash bail, detention practices;
- Liaison with other elements of the state and local criminal justice and social service system;
- Municipal Court visitations and recommendations for improvements in those courts.

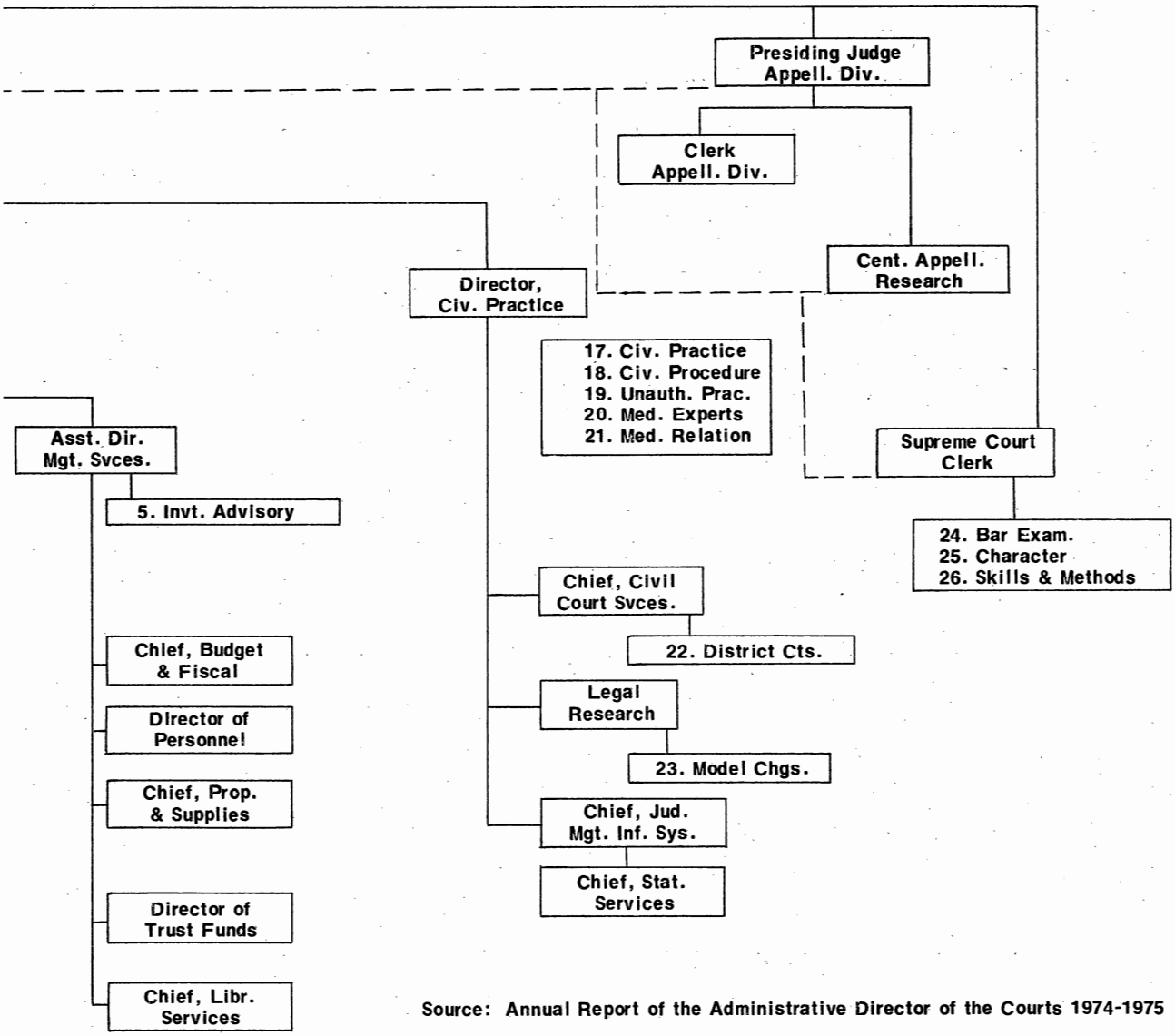
THE FOLLOWING TABLES ARE FROM THE

ANNUAL REPORT OF THE

ADMINISTRATIVE DIRECTOR OF THE COURTS



1. R. 1:36-2 Committee on Opinions & R. 1:35-1 (d) Committee on Reporting of Court Opinions.
2. R. 2:15 Advisory Committee on Judicial Conduct.
3. R. 1:35-1 (d) Committee on Press Relations.
4. R. 1:35-1 (d) Committee on Judicial Salaries & Pensions.
5. R. 4:57-3 (a) Investment Advisory Committee.
6. R. 1:19 Advisory Committee on Professional Ethics.
7. R. 1:20 County Ethics Committees.
8. R. Criminal Practice Committee.
9. R. 1:35-1 (d) Committee on Crim. Procedure.
10. R. 1:28 Clients' Security Fund.
11. R. 1:35-1 (d) Committee on Volunteers in Probation.
12. R. 1:35-1 (d) Committee on J & D.R. Courts.
13. R. 5:10-2 Juvenile Conference Committees.

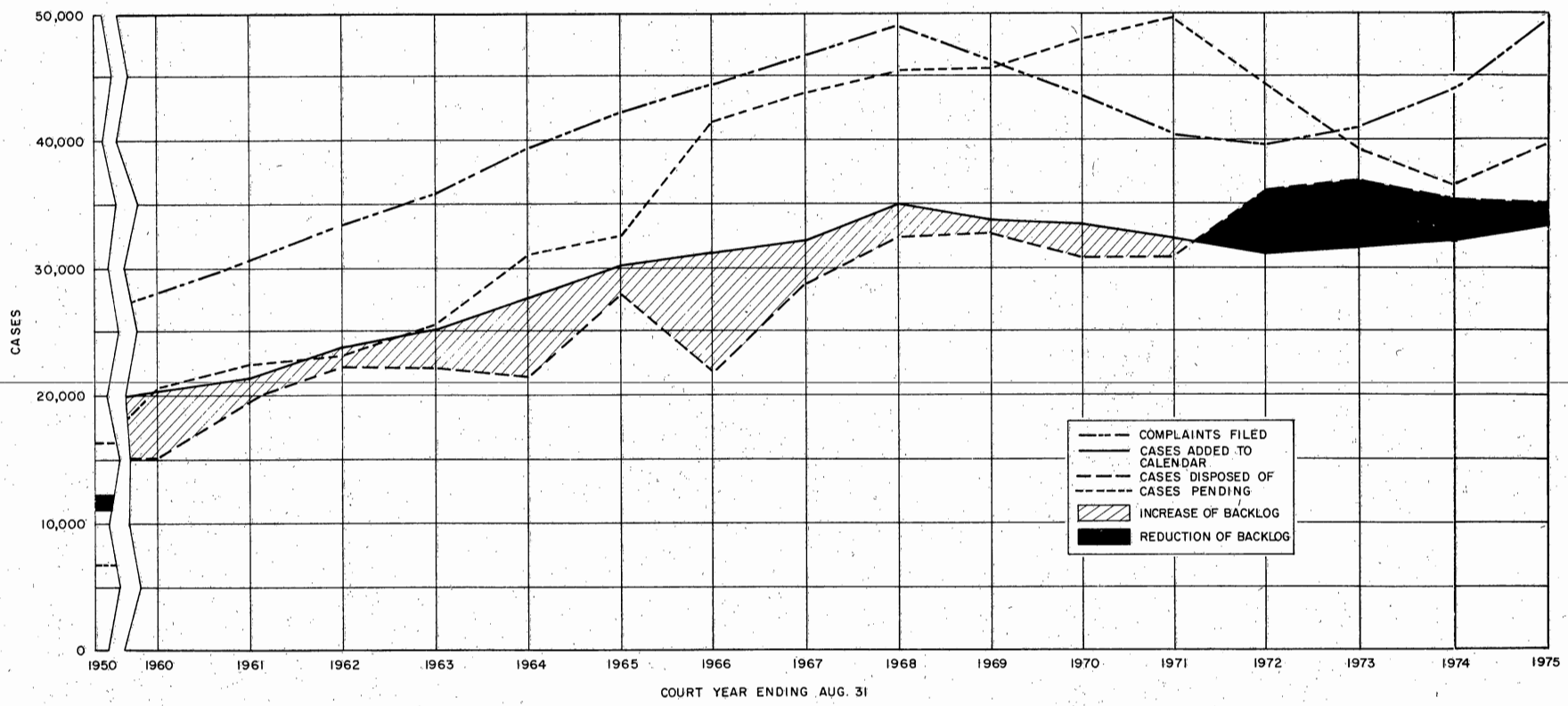


Source: Annual Report of the Administrative Director of the Courts 1974-1975

14. R. 1:35-1 (d) Committee on Municipal Courts.
15. State Law Enforcement Planning Agency Liaison.
16. R. 1:35-1 (d) Committee on Model Jury Charges, Criminal.
17. R. Civil Practice Committee.
18. R. 1:35-1 (d) Committee on Rules of Civil and Appellate Procedure.
19. R. 1:22-1 Committee on the Unauthorized Practice of Law.
20. R. 4:20-2 and R. 4:21-2 Medical Expert Panels.
21. R. 1:35-1 (d) Committee on Relations with Medical Profession.
22. R. 1:35-1 (d) Committee on County District Courts.
23. R. 1:35-1 (d) Committee on Model Jury Charges, Civil.
24. R. 1:23-1 Board of Bar Examiners.
25. R. 1:25 Committees on Character.
26. R. 1:26 Advisory Committee on Skills and Methods. Course Instruction.

CHART B

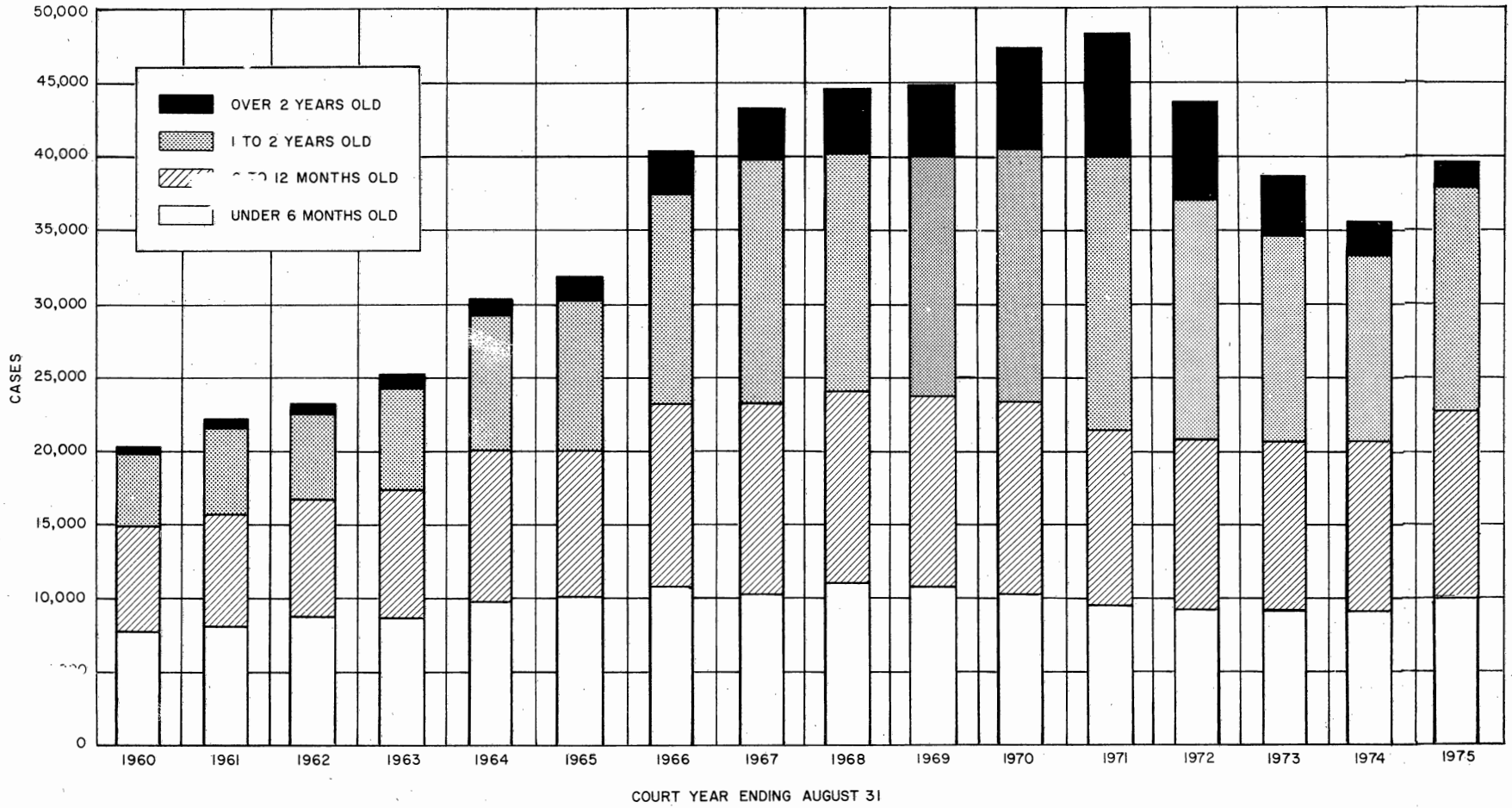
LAW DIVISIONS OF THE SUPERIOR AND COUNTY COURTS
COMBINED CIVIL LIST
COURT YEARS ENDING AUGUST 31,
1960 TO DATE COMPARED WITH 1950



Source: Annual Report of the Administrative Director of the Courts 1974-1975

CHART C

LAW DIVISIONS OF THE SUPERIOR AND COUNTY COURTS
COMBINED CIVIL LIST
AGES OF ACTIVE CASES PENDING
COURT YEARS ENDING AUGUST 31, 1960 TO 1975

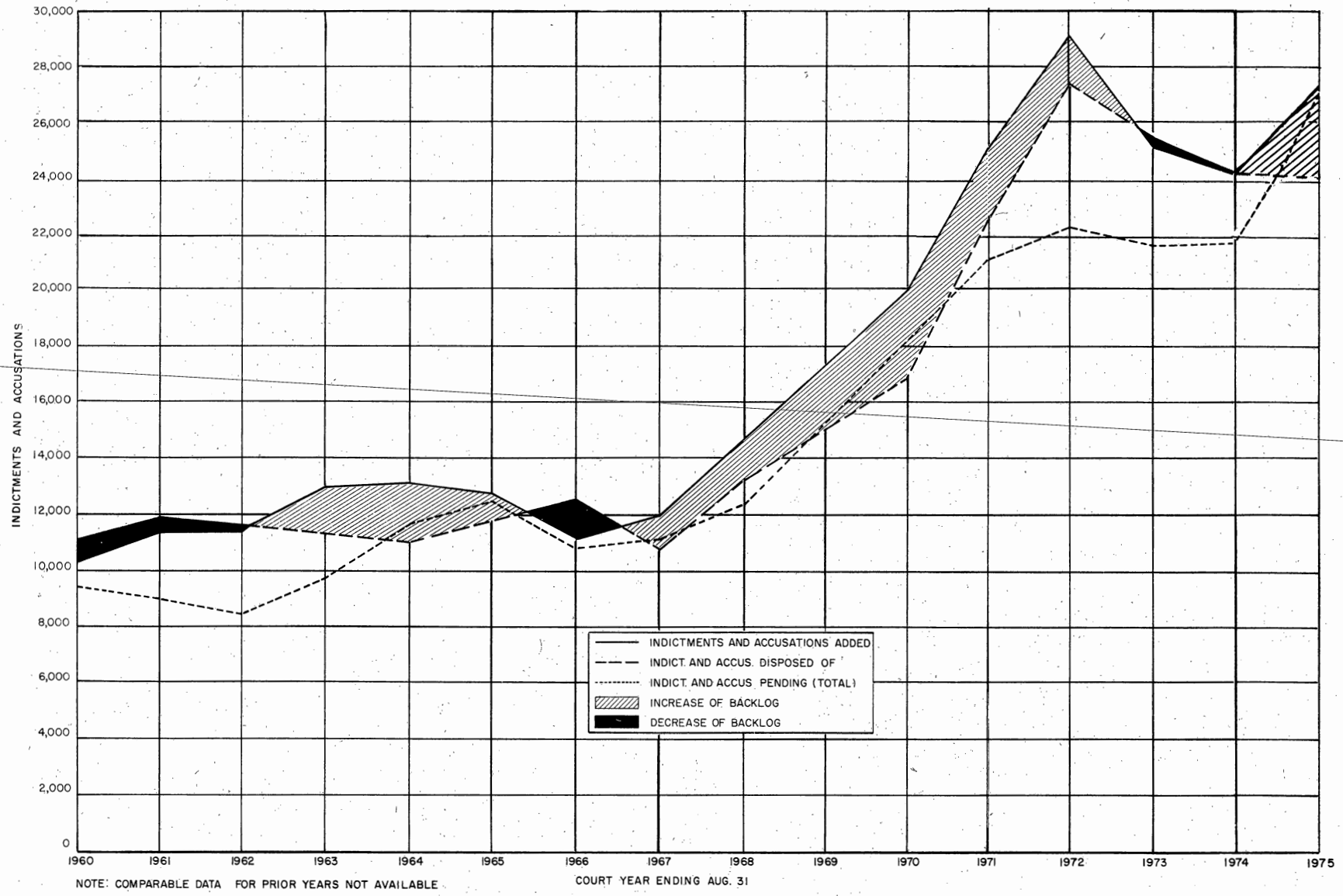


NOTE: DATA ON AGES IN PRIOR YEARS NOT COMPARABLE

Source: Annual Report of the Administrative Director of the Courts 1974-1975

CHART D

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



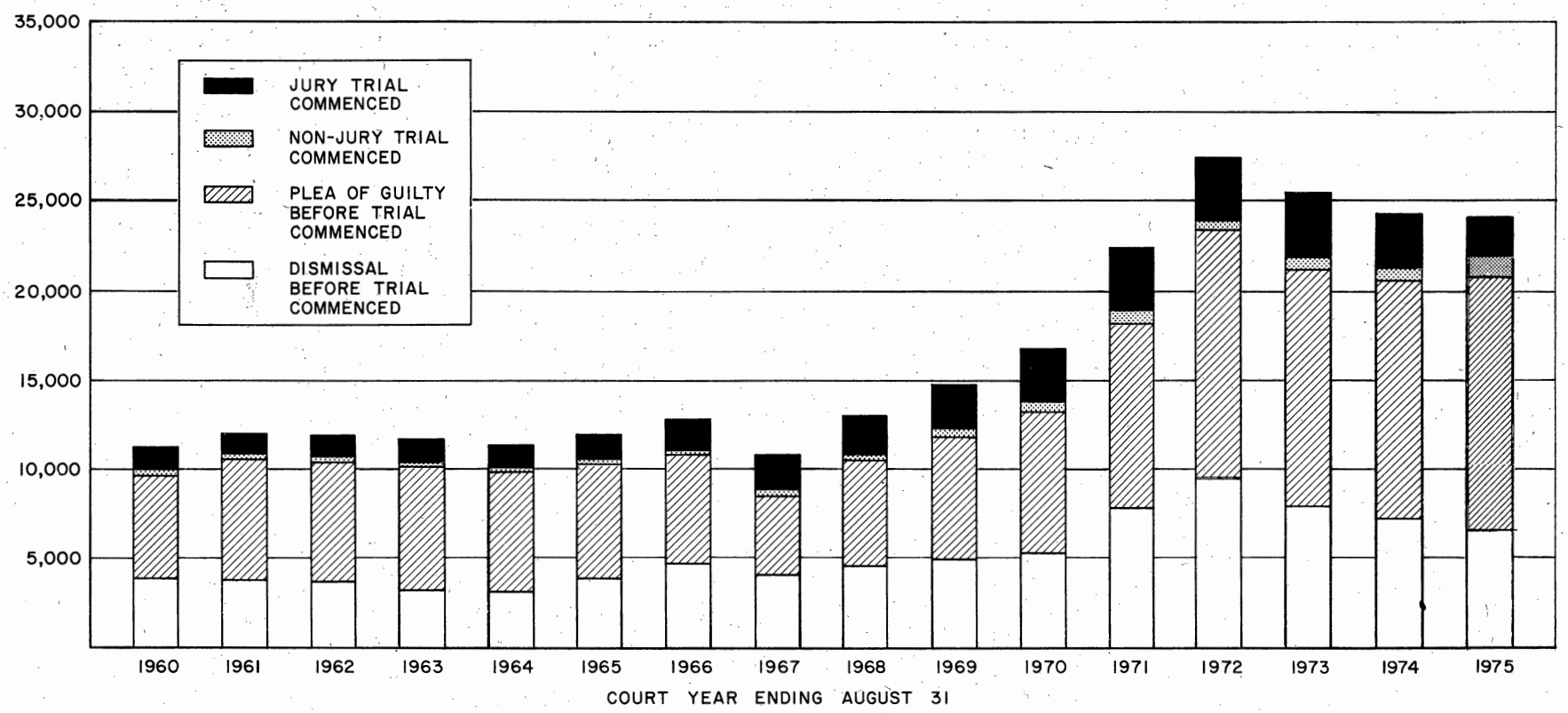
NOTE: COMPARABLE DATA FOR PRIOR YEARS NOT AVAILABLE

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

Source: Annual Report of the Administrative Director of the Courts 1974-1975

CHART E

SUPERIOR AND COUNTY COURTS
INDICTMENTS AND ACCUSATIONS
MANNER OF DISPOSITION OF CASES
COURT YEARS ENDING AUGUST 31, 1960 TO 1975



Source: Annual Report of the Administrative Director of the Courts 1974-1975

CHART F

DISPOSITION OF PERSONS FORMALLY CHARGED, 1975

Offenses	Charged (Held for Prosecution)	Guilty Of		Acquitted or Dismissed	Referred To Juvenile Court	Pending	Pending 1974
		Offense Charged	Lesser Offense				
Murder	506	128	19	55	53	341	317
Manslaughter	176	18	6	63	14	96	114
Forcible Rape	848	107	22	184	143	494	453
Robbery	5,067	957	114	607	1,539	2,397	2,249
Atrocious Assault	7,662	1,393	652	1,602	1,166	3,439	3,056
Breaking and Entering	17,611	2,705	458	1,088	8,438	5,266	4,709
Larceny-Theft	28,829	10,484	509	2,831	10,499	5,153	4,999
Motor Vehicle Theft	3,007	402	56	227	1,764	629	653
Subtotal for Above Offenses	63,706	16,194	1,836	6,657	23,616	17,815	16,550
Other Assaults	29,364	9,781	441	9,657	5,004	5,361	4,777
Arson	666	71	17	48	301	257	198
Forgery and Counterfeiting	1,364	406	53	189	136	737	624
Fraud	8,744	3,432	198	1,939	220	3,451	3,096
Embezzlement	392	94	15	61	25	230	272
Stolen Property; Buying, Receiving, Possessing, etc.	10,436	2,582	251	1,398	3,255	3,551	3,467
Malicious Mischief	7,542	1,829	68	1,057	3,596	1,076	880
Weapons; Carrying, Possessing, etc.	7,258	2,135	363	1,159	919	3,950	3,833
Prostitution and Commercialized Vice	851	439	39	116	18	275	231
Sex Offenses (Except Forcible Rape and Prostitution)	1,640	457	49	236	376	637	652
Narcotic Drug Laws	29,911	12,295	860	3,906	5,253	10,494	12,470
Gambling	2,513	1,324	57	329	14	1,316	1,458
Offenses Against Family and Children	3,321	1,849	28	347	294	385	426
Driving Under the Influence	22,549	11,195	2,183	1,132	207	8,650	5,162
Liquor Laws	2,907	1,110	31	148	1,336	282	250
Drunkenness	10,793	7,873	99	1,140	617	1,368	1,390
Disorderly Conduct	27,019	12,905	375	5,122	4,775	4,428	4,091
Failure to Give Good Account	2,128	908	53	433	179	650	610
All Other Offenses (Except Traffic)	46,348	21,433	502	6,025	8,837	10,148	9,980
TOTAL	279,452	108,312	7,518	41,099	58,978	75,061	70,417

Source: **Crime in New Jersey – 1975**
Division of State Police
Uniform Crime Reporting Unit

CHART G

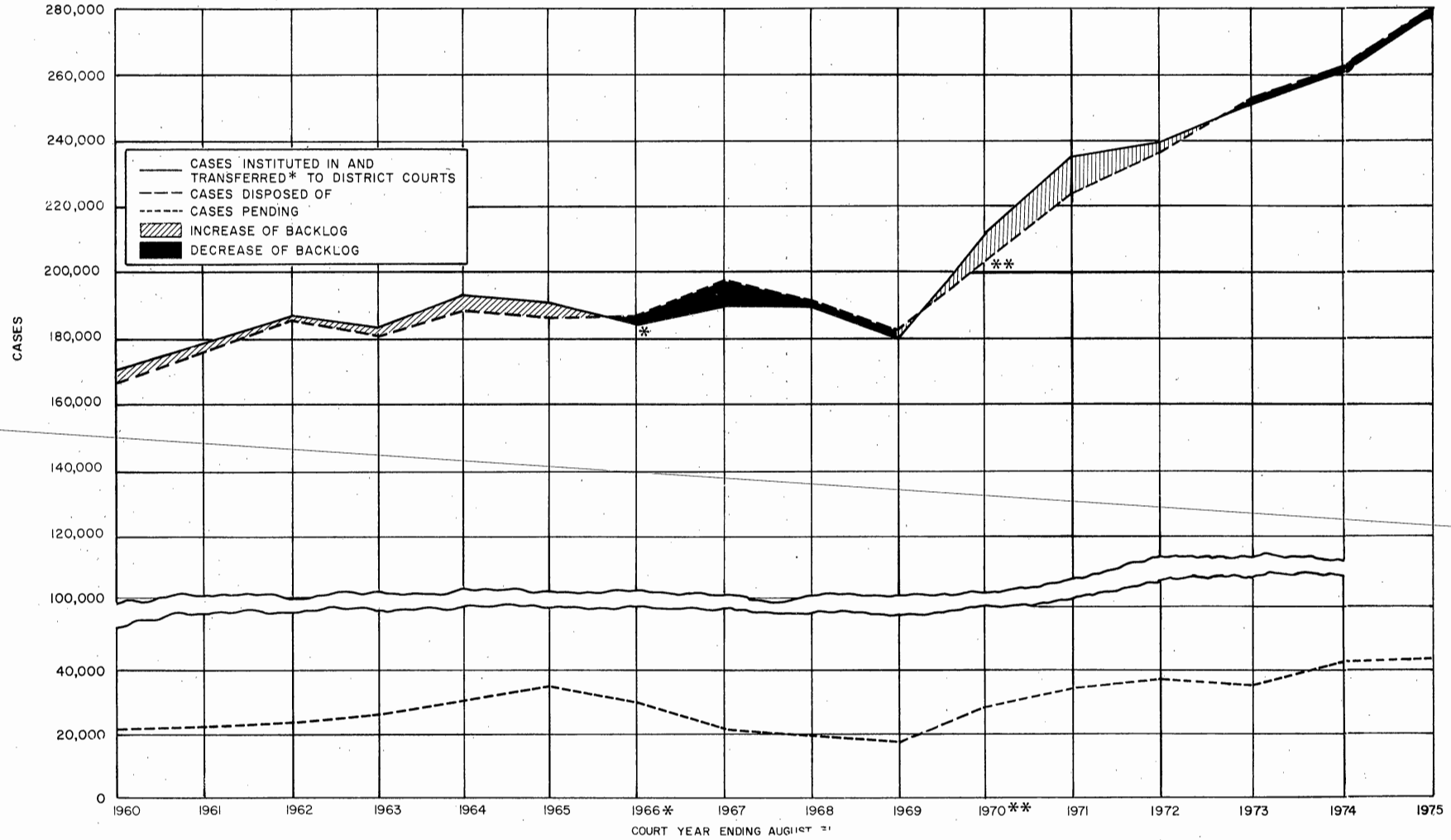
SENTENCES IMPOSED IN CRIMINAL CASES
Calendar Year – January 1, 1975 to December 31, 1975

County	To State Penal Institution	To Local or County Penal Institution	Fine	Suspended Sentences	Probation	Total
Atlantic	328	532	349	0	527	1,736
Bergen	290	253	245	332	449	1,569
Burlington	176	213	172	204	175	940
Camden	2,067	143	300	1,106	954	4,570
Cape May	131	272	215	197	241	1,056
Cumberland	316	292	276	201	201	1,286
Essex	1,158	1,685	825	1,275	1,848	6,791
Gloucester	228	208	115	173	160	884
Hudson	676	514	320	688	695	2,893
Hunterdon	71	74	48	70	79	342
Mercer	404	725	483	630	566	2,808
Middlesex	514	434	74	640	629	2,291
Monmouth	298	88	287	323	319	1,315
Morris	338	263	139	336	383	1,459
Ocean	104	128	90	164	264	750
Passaic	530	61	181	586	526	1,884
Salem	81	42	118	155	119	515
Somerset	448	182	46	410	449	1,535
Sussex	114	93	81	175	129	592
Union	1,675	645	609	1,259	1,159	5,347
Warren	24	26	47	6	63	166
TOTAL	9,971	6,873	5,020	8,930	9,935	40,729

Source: Administrative Office of the Courts – Statistical Unit

CHART H

COUNTY DISTRICT COURTS



* TRANSFER PROGRAM TERMINATED BY SUPREME COURT 1/12/66.

** BEGINNING SEPTEMBER 1, 1969 THE UNIT OF THE COUNT IS THE COMPLAINT. IN PRIOR YEARS "CASES ADDED TO THE CALENDAR" WERE COUNTED UPON THE FILING OF AN ANSWER TO THE COMPLAINT. DISPOSITIONS INCLUDE MANY DEFAULT JUDGEMENTS AND INACTIVE COMPLAINTS REMOVED FROM THE CALENDAR

Source: Annual Report of the Administrative Director of the Courts 1974-1975

CHART I

NUMBER OF JUDGES AND VACANCIES

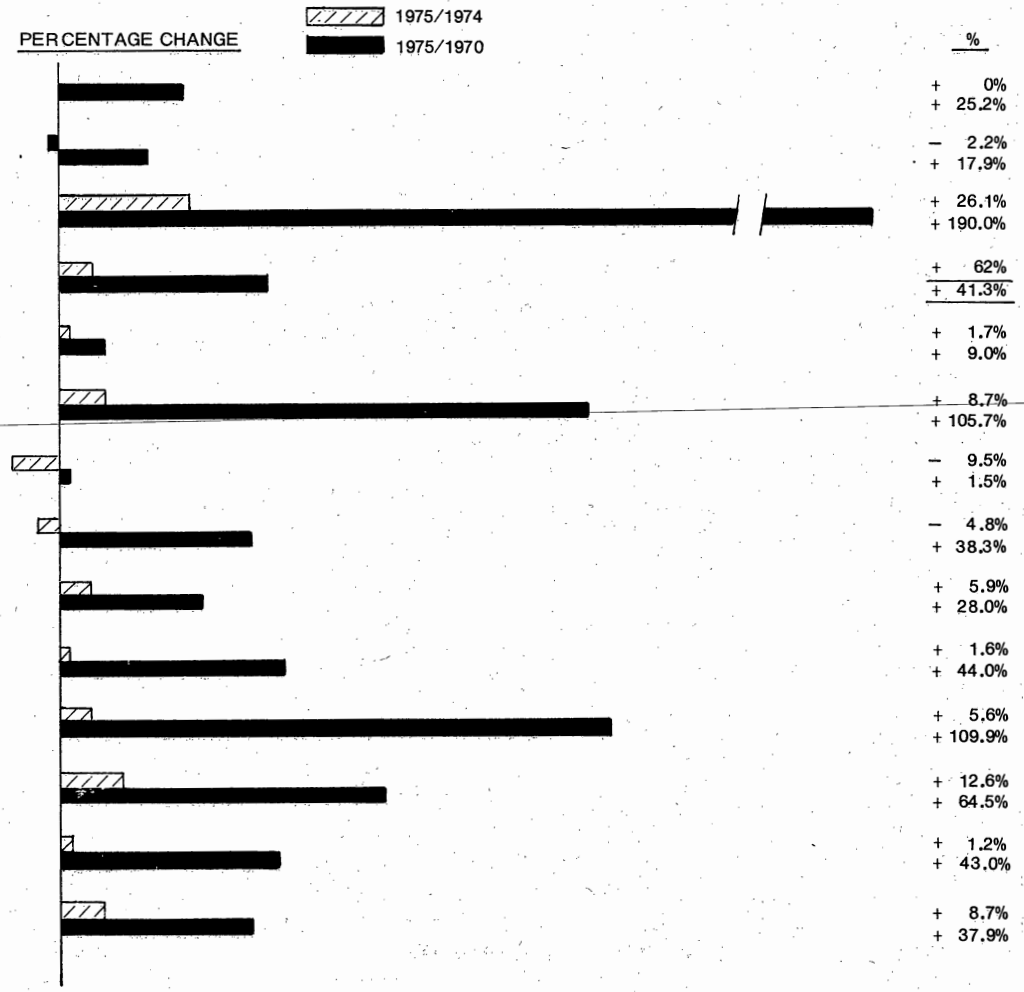
As of September 1

COURT		9/15/48	1949	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975
SUPREME	Justices	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	6
	Vacancies	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
SUPERIOR	Judges	27	28	27	27	27	32	36	36	36	38	38	37	36	44	42	43	46	50	54	72	76	76	76	76	87	110	115	109
	Vacancies	11	10	11	11	11	6	2	2	2	0	0	1	2	0	2	1	6	2	24	6	2	2	2	2	9	10	5	11
	Advisory Masters	5	5	5	4	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	TOTAL	43	43	43	42	42	38	38	38	38	38	38	38	38	44	44	44	52	52	78	78	78	78	78	78	96	120	120	120
COUNTY	Full Time Judges	21	24	24	24	23	24	26	34	38	38	39	46	47	57	61	62	63	61	73	81	85	83	85	88	93	94	94	93
	Vacancies	2	2	2	2	3	2	4	2	0	0	3	0	10	11	8	7	8	10	6	4	3	5	3	2	8	9	9	10
	Part Time Judges	14	10	11	11	11	11	9	7	7	7	7	3	2	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Vacancies	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	TOTAL	37	37	37	37	37	37	39	43	45	45	49	49	59	69	69	69	71	71	79	85	88	88	88	90	101	103	103	103
DISTRICT	Full Time Judges	4	4	4	4	4	4	4	13	13	13	11	16	14	20	22	22	21	24	29	30	29	33	31	34	33	30	31	31
	Vacancies	1	0	0	0	0	0	1	0	0	0	2	0	1	4	3	3	4	1	4	3	5	1	3	0	1	4	3	3
	Part Time Judges	31	32	32	32	33	32	29	17	15	15	13	9	9	7	6	3	4	2	2	2	1	1	1	1	0	0	0	0
	Vacancies	0	0	0	0	0	1	0	0	0	0	2	0	0	0	0	2	1	3	0	0	0	0	0	0	0	0	0	0
	TOTAL	36	36	36	36	37	37	34	30	28	28	28	25	24	31	31	30	30	30	35	35	35	35	35	35	34	34	34	34
JUVENILE & DOM. REL.	Full Time Judges	1	1	1	1	1	1	2	2	2	3	4	4	4	5	5	8	11	13	13	21	23	24	27	27	28	26	23	25
	Vacancies	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	2	0	1	3	1	3	0	0	2	3	6	4
	Part Time Judges	3	3	3	3	4	4	4	4	4	3	4	5	5	6	6	6	7	7	6	2	2	0	0	0	0	0	0	0
	Vacancies	0	0	0	0	0	0	0	0	0	0	1	0	0	3	3	2	0	0	0	0	0	0	0	0	0	0	0	0
	TOTAL	4	4	4	4	5	5	6	6	6	7	9	9	9	14	14	16	20	20	20	26	26	27	27	27	30	29	29	29
STATE TOTALS	Full Time Judges	60	64	63	63	62	68	75	92	96	99	99	110	108	133	137	142	148	155	176	211	220	223	224	232	248	267	270	264
	Vacancies	14	12	13	13	14	8	7	4	2	1	5	1	13	15	13	11	20	13	35	16	11	11	10	4	20	26	23	29
	Advisory Masters	5	5	4	4	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Part Time Judges	48	45	46	46	48	47	42	28	26	25	24	17	16	14	12	9	11	9	8	4	3	1	1	1	0	0	0	0
	Vacancies	1	1	0	0	0	1	0	0	0	0	3	0	0	3	3	4	1	3	0	0	0	0	0	0	0	0	0	0
	TOTAL	127	127	127	126	128	124	124	124	124	125	131	128	137	165	165	166	180	180	219	231	234	235	235	237	268	293	293	293

Source: Annual Report of the Administrative Director of the Courts 1974–1975

CHART J

NUMBER OF JUDGESHIPS[1] AND CASES DISPOSED OF COURT YEARS ENDING AUGUST 31 1975 COMPARED WITH 1974 AND 1970



	1975	1974	1970	PERCENTAGE CHANGE %
JUDGESHIPS AUTHORIZED	293	293	234	+ 0% + 25.2%
JUDGES IN OFFICE	264	270	224	− 2.2% + 17.9%
JUDGESHIP VACANCIES	29*	23	10	+ 26.1% + 190.0%
TOTAL CASES DISPOSED OF	506,741	476,984	358,727	+ 62% + 41.3%
SUPREME COURT	182	179	167	+ 1.7% + 9.0%
[2] APPELATE DIV. SUPERIOR COURT	3,877	3,568	1,885	+ 8.7% + 105.7%
CIVIL (LAW DIV.)	34,990	35,363	31,528	− 9.5% + 1.5%
CRIMINAL	23,260	24,434	16,823	− 4.8% + 38.3%
POST-CONVICTION RELIEF, CONTESTED PROBATE, APPEALS TO COUNTY COURTS	4,383	4,139	3,424	+ 5.9% + 28.0%
GENERAL EQUITY	3,523	3,469	2,447	+ 1.6% + 44.0%
MATRIMONIAL	21,964	20,808	10,465	+ 5.6% + 109.9%
[3] JUVENILE	81,745	72,573	49,693	+ 12.6% + 64.5%
DOM. REL. & RECIP. SUP.	50,235	49,619	35,131	+ 1.2% + 43.0%
DISTRICT	285,582	262,832	207,164	+ 8.7% + 37.9%

* PLUS 3 RETIREMENTS IN OCTOBER AND NOVEMBER 1975.

1/ AS OF SEPTEMBER 1, OF EACH YEAR

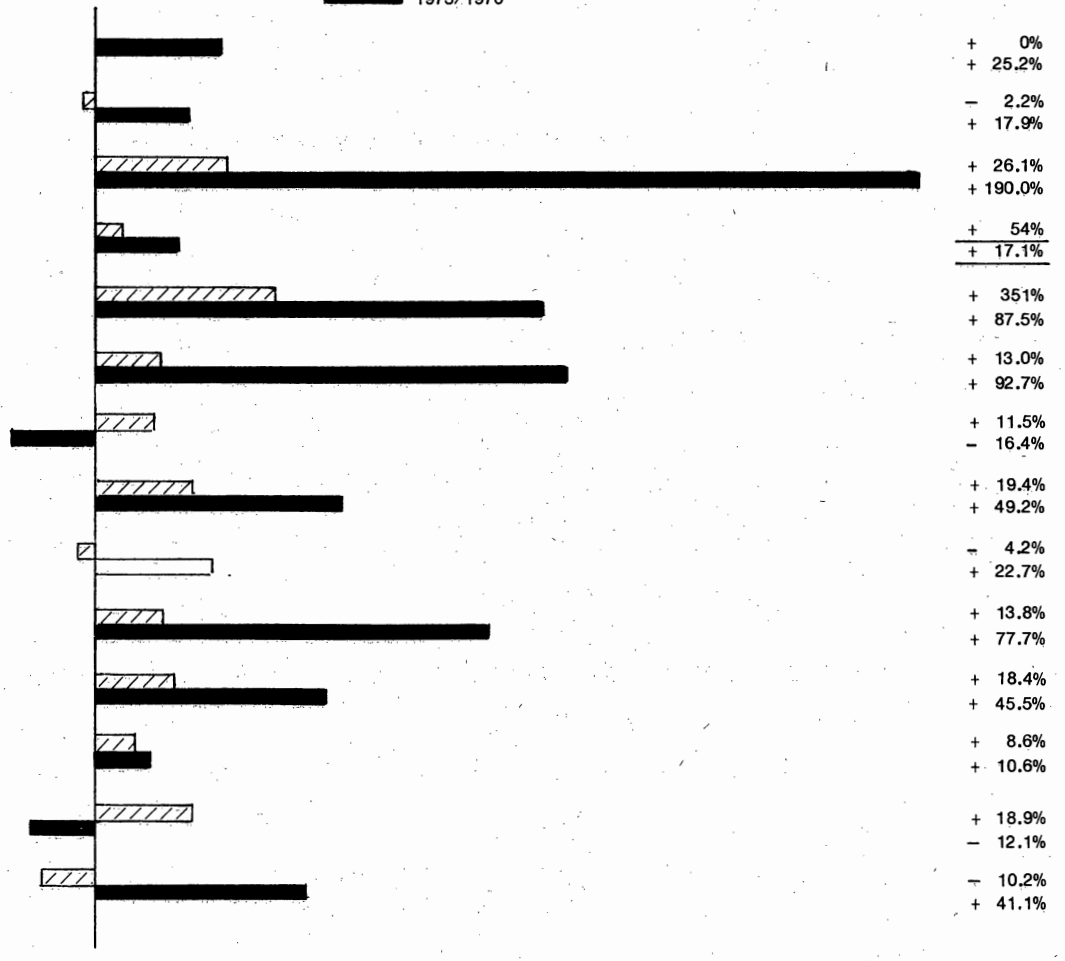
2/ DOES NOT INCLUDE APPEALS CERTIFIED BY SUPREME COURT BEFORE CALENDARING.

3/ DATA INCLUDES JUVENILES IN NEED OF SUPERVISION (JINS), STATUTE EFFECTIVE MARCH 1, 1974. 1975 - 7,852; 1974 - 3,122.

Source: Annual Report of the Administrative Director of the Courts 1974-1975

CHART K

NUMBER OF JUDGESHIPS[1] AND CASES PENDING
COURT YEARS ENDING AUGUST 31
1975 COMPARED WITH 1974 AND 1970



	1975	1974	1970	% INCREASE 1975/74	% INCREASE 1975/70
JUDGESHIPS AUTHORIZED	293	293	234	+ 0%	+ 25.2%
JUDGES IN OFFICE	264	270	224	– 2.2%	+ 17.9%
JUDGES IN VACANCIES	29*	23	10	+ 26.1%	+ 190.0%
TOTAL CASES PENDING	137,598	130,538[3]	117,511	+ 54%	+ 17.1%
SUPREME COURT	150	111	80	+ 351%	+ 87.5%
APPELLATE DIV. SUPERIOR COURT	4,210	3,725	2,185	+ 13.0%	+ 92.7%
CIVIL (LAW. DIV.)	40,017	36,466	48,673	+ 11.5%	– 16.4%
CRIMINAL	26,555	22,248	17,802	+ 19.4%	+ 49.2%
POST-CONVICTION RELIEF CONTESTED PROBATE, APPEALS TO COUNTY COURTS	1,047	1,093	853	– 4.2%	+ 22.7%
GENERAL EQUITY	2,647	2,326	1,490	+ 13.8%	+ 77.7%
MATRIMONIAL	5,818	5,000	2,370	+ 18.4%	+ 45.5%
[2] JUVENILE	11,578	10,666	10,467	+ 8.6%	+ 10.6%
DOM. REL. & RECIP. SUP.	4,115	3,461	4,683	+ 18.9%	– 12.1%
DISTRICT	40,801	45,442	28,908	– 10.2%	+ 41.1%

* PLUS 3 RETIREMENTS IN OCTOBER AND NOVEMBER 1975.

1/ AS OF SEPTEMBER 1, OF EACH YEAR.

2/ DATA INCLUDES THE JUVENILES IN NEED OF SUPERVISION (JINS), STATUTE EFFECTIVE MARCH 1, 1974. 1975-677; 1974-602.

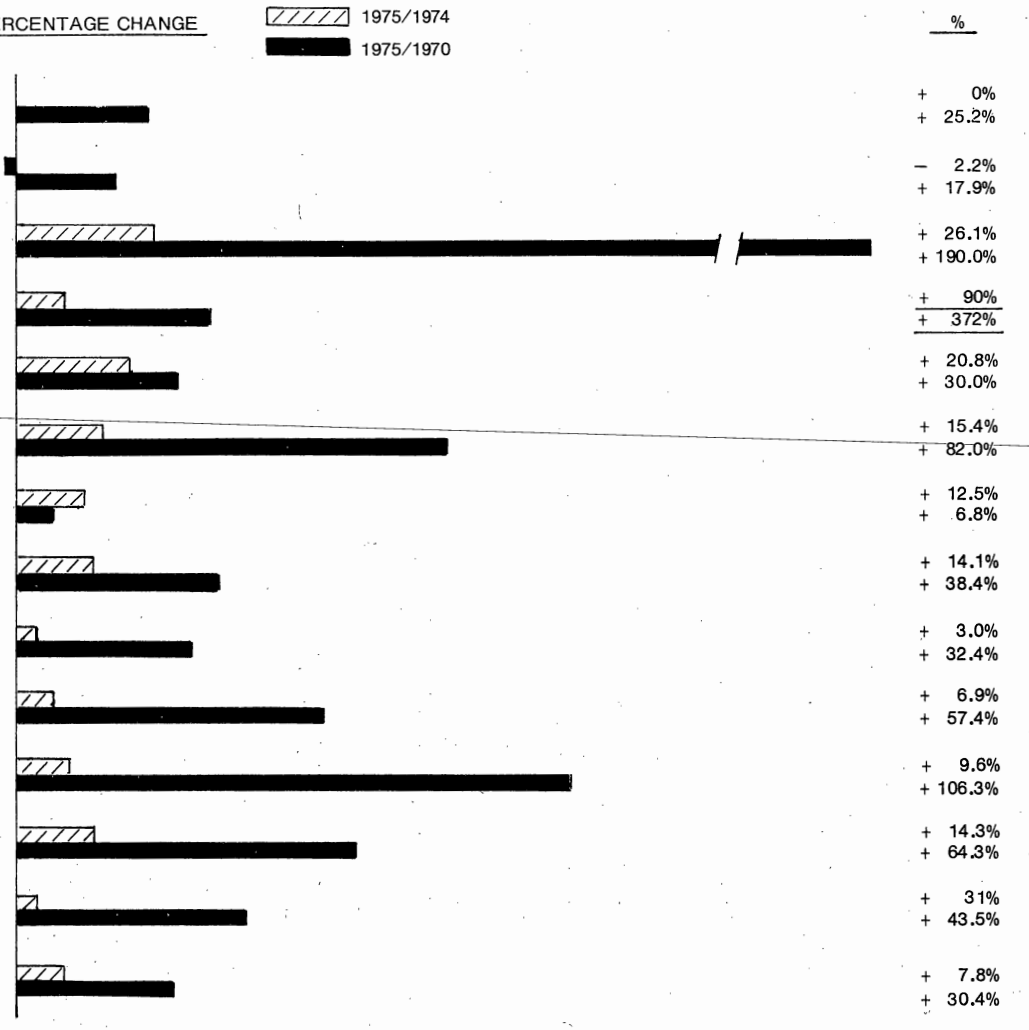
3/ DATA DIFFERS FROM CASES PENDING AUGUST 31, 1974 AS REPORTED IN 1973-74 ANNUAL REPORT, BECAUSE OF RECOUNTS BY THE COUNTIES RESULTING FROM THEIR PERIODIC PHYSICAL INVENTORIES AND THE DISCOVERY OF OTHER REPORTING ERRORS IN THE COUNTIES DURING THE COURSE OF THE YEAR.

Source: Annual Report of the Administrative Director of the Courts 1974-1975

CHART L

NUMBER OF JUDGESHIPS[1] AND CASES ADDED
COURT YEARS ENDING AUGUST 31
1975 COMPARED WITH 1974 AND 1970

	1975	1974	1970	PERCENTAGE CHANGE	%
JUDGESHIPS AUTHORIZED	293	293	234		+ 0% + 25.2%
JUDGES IN OFFICE	264	270	224		− 2.2% + 17.9%
JUDGESHIP VACANCIES	29*	23	10		+ 26.1% + 190.0%
TOTAL CASES ADDED	513,801	471,253	374,404		+ 90% + 372%
[2] SUPREME COURT	221	183	170		+ 20.8% + 30.0%
[3] APPELLATE DIV. SUPERIOR COURT	4,362	3,779	2,397		+ 15.4% + 82.0%
CIVIL (LAW DIV.)	36,201	32,168	33,892		+ 12.5% + 6.8%
CRIMINAL	27,567	24,170	19,924		+ 14.1% + 38.4%
POST-CONVICTION RELIEF CONTESTED PROBATE APPEALS TO COUNTY COURTS	4,337	4,210	3,276		+ 3.0% + 32.4%
GENERAL EQUITY	3,844	3,596	2,443		+ 6.9% + 57.4%
MATRIMONIAL	22,782	20,790	11,041		+ 9.6% + 106.3%
[4] JUVENILE	82,657	72,335	50,304		+ 14.3% + 64.3%
DOM. REL. & RECIP. SUP.	50,889	49,358	35,466		+ 31% + 43.5%
DISTRICT	280,941	260,664	215,491		+ 7.8% + 30.4%



* PLUS 3 RETIREMENTS IN OCTOBER AND NOVEMBER 1975.

1/ AS OF SEPTEMBER 1, OF EACH YEAR.

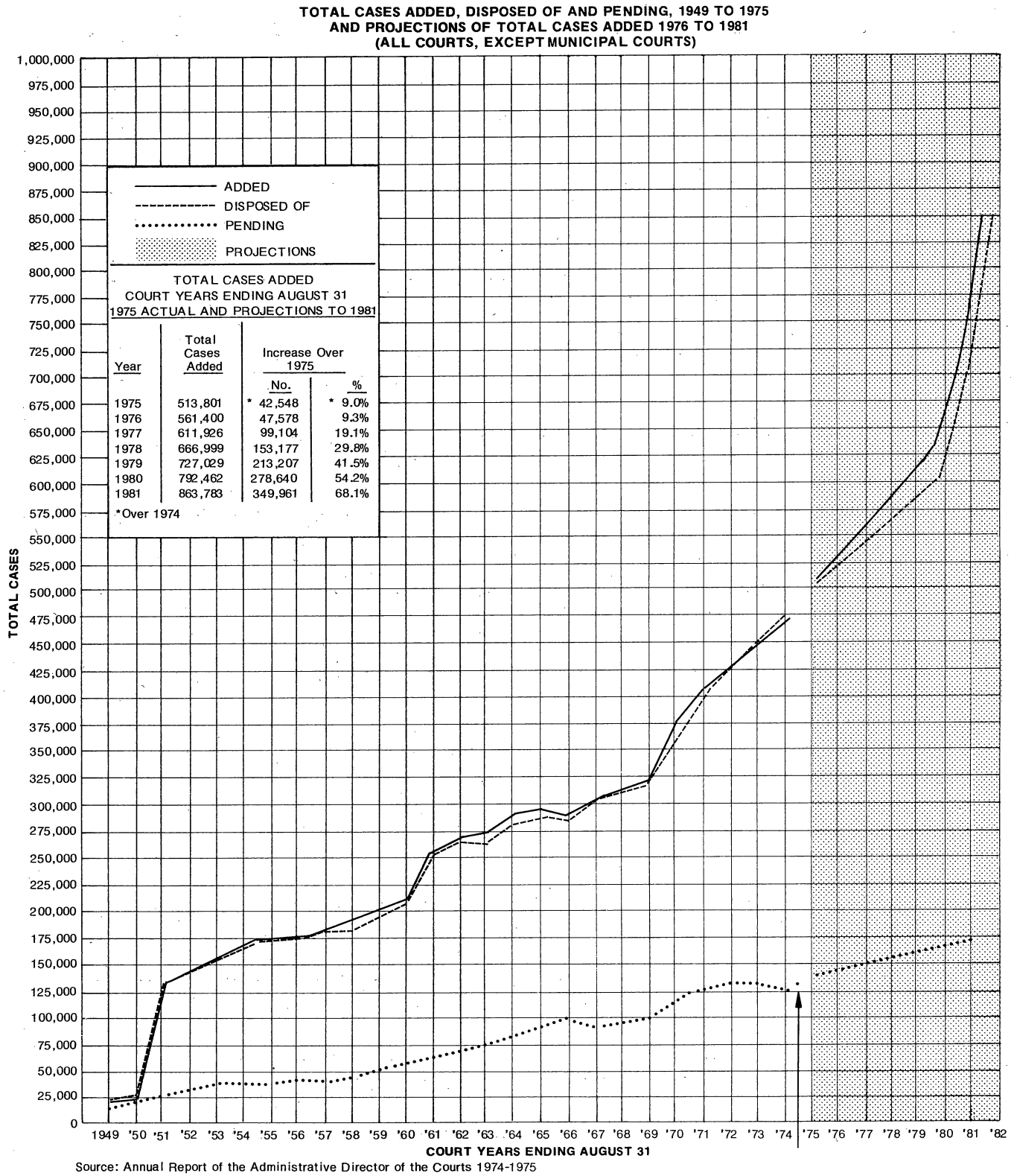
2/ INCLUDES CERTIFICATIONS.

3/ DOES NOT INCLUDE APPEALS CERTIFIED BY SUPREME COURT BEFORE CALENDARING.

4/ 1974 AND 1976 DATA INCLUDES JUVENILES IN NEED OF SUPERVISION (JINS), STATUTE EFFECTIVE MARCH 1, 1974. 1975-7,867; 1974-3,788.

Source: Annual Report of the Administrative Director of the Courts 1974-1975

CHART M



Source: Annual Report of the Administrative Director of the Courts 1974-1975

COST OF OPERATING THE COURTS

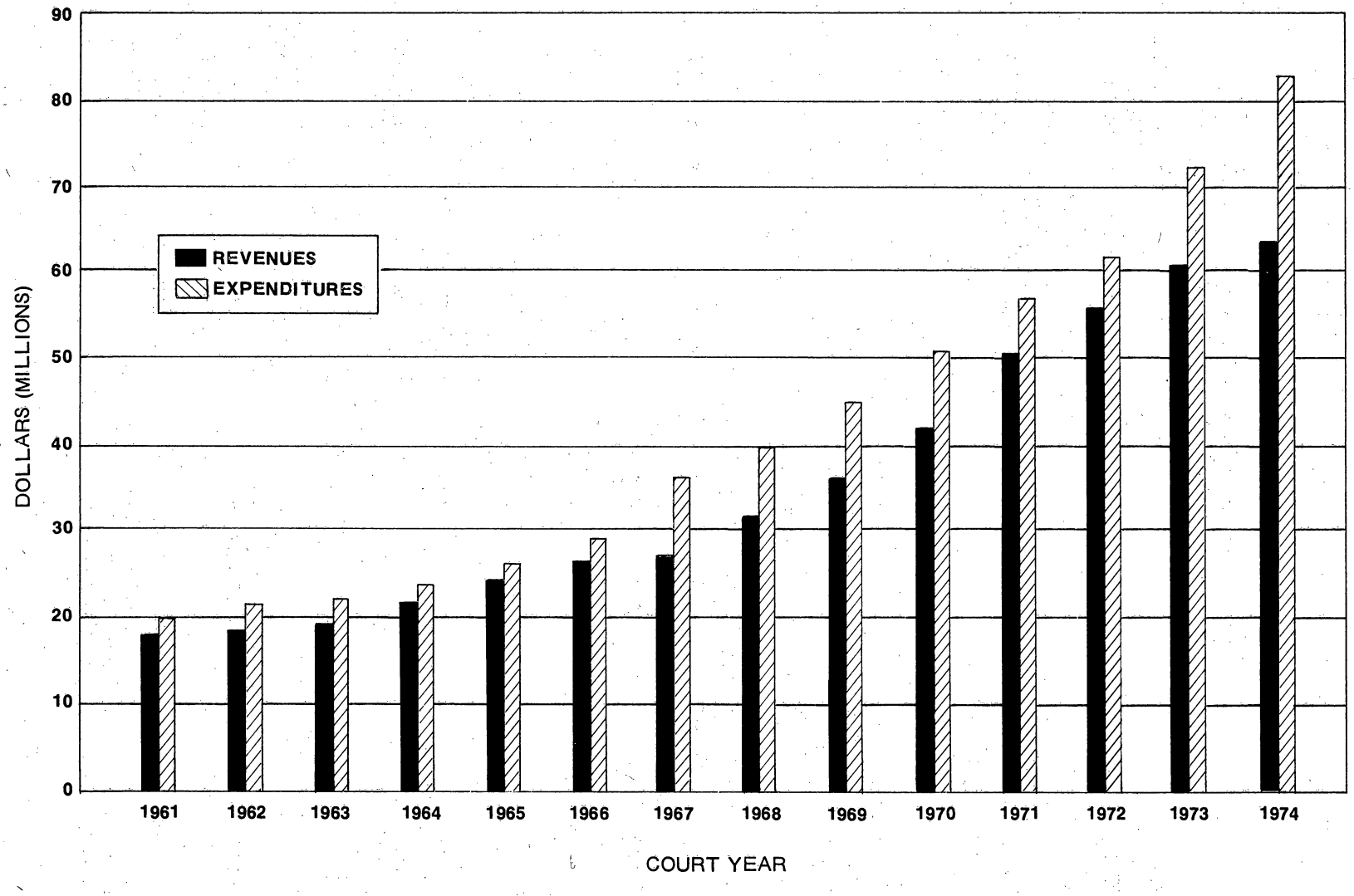
ADMINISTRATIVE OFFICE OF THE COURTS COMMENTARY

The information reported here, compiled by the Administrative Office of the Courts for its annual report, has been extracted from budget and audit reports on file with the Division of Local Finance and from reports to the Administrative Office of the Courts. It should be noted that the data may not be altogether accurate, primarily because of lack of uniformity in state, county and municipal accounting procedures and also because generally, no allocation is made to using departments for overhead and capital costs.

As shown by Fiscal Chart A, there has been a steady increase since 1961 (the first year for which comparable data was collected and reported) in both expenditures and revenues for the courts at all levels. Total expenditures for the courts by the State, counties and municipalities have increased 315% from $19,954,301 in 1961 to $82,799, 944 in 1974. Revenues have increased from $17,546,851 in 1961 to $63,730,626 in 1974. Of the total expenditures of $82,799,944 for 1974, 20% was borne by the State, 65% by the counties, and 15% by the municipalities. It is interesting to note that the State expenditures of $16,616,672 for the Judiciary in Fiscal Year 1975 amounted to only 0.55% of total State expenditures.

FISCAL CHART A

COST OF OPERATING THE COURTS
STATE, COUNTY AND MUNICIPAL
REVENUES COMPARED WITH EXPENDITURES



NOTE: STATE DATA IS FOR THE FISCAL YEAR COMMENCING JULY 1 OF THE YEAR INDICATED. COUNTY AND MUNICIPAL DATA IS FOR THE CALENDAR YEAR INDICATED, EXCEPT THAT MUNICIPAL DATA ON REVENUES IS FOR THE COURT YEAR ENDING AUGUST 31, 1975.

FISCAL TABLE A

Summary of Expenditures for the New Jersey Courts
State, County and Municipal
1974*

EXPENDITURES BY THE STATE	SALARIES	OTHER EXPENSES	TOTAL
Court Operations			
Supreme Court	$ 836,350	$ 175,405	$ 1,011,755
Superior Court	7,639,386	541,192	8,180,578
TOTAL	$ 8,475,736	$ 716,597	$ 9,192,333
Court Support Services	3,619,435	1,113,481	4,732,916
Court Administration	961,942	201,001	1,162,943
TOTAL	$13,057,113	$ 2,031,079	$15,088,192
State Aid to Counties			
County Court Judges Salaries (40%)	$ 1,478,980	$	$ 1,478,980
Per Diem: Assignment of Judges to Superior Court Outside their Counties	7,750		7,750
Expenses Incurred in Connection with the Prosecution and Defense of Defendants Accused of Committing Crimes in State Penal or Correctional Institutions		41,750	41,750
TOTAL	$14,543,843	$ 2,072,829	$16,616,672
EXPENDITURES BY THE COUNTIES			
County Courts and Law Division			
Superior Court	$21,722,407	$ 2,036,603	$23,759,010
District Courts	5,002,084	263,705	5,265,789
Juvenile and Dom. Rel. Courts	2,223,469	313,532	2,537,001
Other Related Units			
Jury Commissioners	581,588	2,779,025	3,360,613
Surrogate	2,344,378	242,309	2,586,687
Probation Departments	16,341,341	1,404,488	17,745,829
Law Library	116,508	216,104	332,612
TOTAL	$48,331,775	$ 7,255,766	$55,587,541
Less:			
State Aid to the Counties	1,486,730	41,750	1,528,480
NET	$46,845,045	$ 7,214,016	$54,059,061
EXPENDITURES BY THE MUNICIPALITIES	$10,495,227	$ 1,628,984	$12,124,211
GRAND TOTAL	$71,884,115	$10,915,829	$82,799,944
GRAND TOTAL IN PRIOR YEAR	$62,619,378	$ 9,783,166	$72,402,544

* State Data is for the Fiscal Year Ended June 30, 1975
County and Municipal Data is for the calendar year 1974.

Sources: Fiscal Tables B, D, E, F and G.

FISCAL TABLE B

Summary of Expenditures by the State for The Judiciary
Fiscal Year Ending June 30, 1975

COURT OPERATIONS	SALARIES	OTHER EXPENSES	TOTAL
Supreme Court			
Justices	$ 326,297	$ —	$ 326,297
Justices' Staff	370,047	132,042	502,089
Office of the Clerk	140,006	43,363	183,369
TOTAL	836,350	$ 175,405	$ 1,011,755
Superior Court			
Appellate Division:			
Judges	$ 985,707	$ —	$ 985,707
Staff	540,247	150,125	690,372
Chancery Division:			
Judges	639,081		639,081
Staff	457,260	118,505	575,765
Law Division:			
Judges	3,092,664	19,452	3,112,116
Staff	**	**	
Office of the Clerk	1,924,427	253,110	2,177,537
TOTAL	$ 7,639,386	$ 541,192	$ 8,180,578
COURT SUPPORT SERVICES			
Office of the Standing Master	$ 81,805	$ 591	$ 82,396
Bar Examiners	41,605	66,343	107,948
Official Court Reporters	2,774,717	610,595	3,385,312
General Support	721,308	435,952	1,157,260
TOTAL	$ 3,619,435	$1,113,481	$ 4,732,916
COURT ADMINISTRATION			
Legal Services	$ 431,686	$ 92,133	$ 523,819
Probation Services	59,262	11,332	70,594
Management Services	470,994	97,536	568,530
TOTAL	$ 961,942	$ 201,001	$ 1,162,943
GRAND TOTAL	$13,057,113	$2,031,079	$15,088,192
GRAND TOTAL IN PRIOR YEARS	$11,323,167	$1,728,300	$13,051,467

* Travel expenses only. All other expenses are borne by the Counties.
** Provided and paid for by the Counties.

Source: State Budget for The Judiciary

FISCAL TABLE C

Summary of Revenues to the State
From the Judiciary
Fiscal Year Ending June 30, 1975

Clerk of the Supreme Court		
Bar Examination Fees	$ 68,920	
Fees and Commissions	18,539	
TOTAL		$ 87,459
Clerk of the Superior Court		
Fees and Commissions	$6,243,516	
Matrimonial Hearing Fees	1,055,725	
Trust Funds:		
Commissions	100,579	
Reimbursement For Expenses	44,889	
TOTAL		$7,444,709
GRAND TOTAL		$7,532,168
GRAND TOTAL IN PRIOR YEAR		$6,764,044

Source: State Budget for the Judiciary

FISCAL TABLE D

Summary of Expenditures by the Counties
For The Judiciary
1974

County	Salaries	Other Expenses	Total
Atlantic	$ 967,275	$ 246,599	$ 1,213,874
Bergen	4,681,048	473,434	5,154,482
Burlington	1,270,382	205,583	1,475,965
Camden	2,924,920	515,938	3,440,858
Cape May	474,464	78,591	553,055
Cumberland	698,734	204,535	903,269
Essex	9,921,571	1,207,157	11,128,728
Gloucester	761,564	133,278	894,842
Hudson	4,451,757	492,024	4,943,781
Hunterdon	324,580	81,779	406,359
Mercer	1,983,409	346,332	2,329,741
Middlesex	4,142,684	645,473	4,788,157
Monmouth	1,880,551	396,247	2,276,798
Morris	1,444,428	308,881	1,753,309
Ocean	1,272,860	243,664	1,516,524
Passaic	4,144,063	610,161	4,754,224
Salem	339,476	86,113	425,589
Somerset	1,151,405	188,772	1,340,177
Sussex	361,203	120,803	482,006
Union	4,693,031	611,804	5,304,835
Warren	442,370	58,598	500,968
TOTAL	$48,331,775	$7,255,766	$55,587,541
Less:			
State Refunds	1,486,730	41,750	1,528,480
Net	$46,845,045	$7,214,016	$54,059,061
TOTAL 1 YEAR AGO	$40,707,784	$6,591,609	$47,299,393

Source: County Budget and Audit Reports on file with the Division of Local Finance.

FISCAL TABLE E

Analysis of Expenditures by the Counties
For Salaries
1974

County	County Courts and Law Div., Superior Ct.	District Courts	Juvenile & Dom. Rel. Courts	Jury Comm'rs	Surrogate	Probation Dept.	Law Library	Total
Atlantic	$ 396,711	$ 132,689	$ 46,094	$ 7,113	$ 72,939	$ 311,729	$ —	$ 967,275
Bergen	2,057,718	809,755	318,779	47,187	229,860	1,200,108	17,641	4,681,048
Burlington	635,226	72,424	43,682	9,507	65,274	443,604	665	1,270,382
Camden	1,552,297	204,488	70,054	25,327	104,208	968,546	—	2,924,920
Cape May	161,981	17,493	29,809	8,738	58,102	198,341	—	474,464
Cumberland	366,996	26,562	—	8,972	55,928	238,330	1,946	698,734
Essex	4,106,455	1,132,644	342,344	211,178	346,132	3,755,357	27,461	9,921,571
Gloucester	318,551	47,026	—	2,450	57,412	335,425	700	761,564
Hudson	1,904,847	529,000	461,110	36,489	232,332	1,272,212	15,767	4,451,757
Hunterdon	133,439	31,724	—	5,304	53,101	101,012	—	324,580
Mercer	1,214,632	—	—	12,574	102,454	653,749	—	1,983,409
Middlesex	2,100,238	412,837	61,531	26,606	103,958	1,420,385	17,129	4,142,684
Monmouth	916,971	185,085	96,425	36,471	163,149	482,450	—	1,880,551
Morris	498,079	93,200	87,202	7,425	113,424	636,569	8,529	1,444,428
Ocean	703,999	111,237	—	25,049	77,379	355,196	—	1,272,860
Passaic	1,710,336	482,697	238,037	54,720	161,889	1,479,489	16,895	4,144,063
Salem	103,091	27,697	—	5,849	40,736	162,103	—	339,476
Somerset	421,251	63,006	—	9,842	68,018	589,288	—	1,151,405
Sussex	150,355	38,778	28,933	6,427	32,292	104,118	300	361,203
Union	2,091,391	551,538	399,469	12,778	164,001	1,465,348	8,506	4,693,031
Warren	177,843	32,204	—	21,582	41,790	167,982	969	442,370
TOTAL	$21,722,407	$5,002,084	$2,223,469	$581,588	$2,344,378	$16,341,341	$116,508	$48,331,775
TOTAL 1 YEAR AGO	$18,619,963	$4,608,674	$2,079,998	$560,375	$2,160,463	$13,892,794	$108,558	$42,030,825

Source: County Budget and Audit Reports on file with the Division of Local Finance.

FISCAL TABLE F

Analysis of Expenditures by the Counties
For Other Than Salaries
1974

County	County Courts and Law Div., Superior Ct.	District Courts	Juvenile & Dom. Rel. Courts	Jury Comm'rs	Surrogate	Probation Dept.	Law Library	Total
Atlantic	$ 180,709	$ 9,268	$ 20,291	$ 6,080	$ 9,380	$ 20,871	$ —	$ 246,599
Bergen	100,787	27,837	19,478	229,279	23,219	62,189	10,645	473,434
Burlington	51,314	8,523	—	88,273	8,231	44,819	4,423	205,583
Camden	127,745	6,918	10,850	217,938	7,410	141,077	4,000	515,938
Cape May	37,761	2,193	3,990	711	4,131	26,190	3,615	78,591
Cumberland	64,341	3,787	57,598	49,210	6,905	16,925	5,769	204,535
Essex	180,812	16,684	24,738	634,459	26,043	291,332	33,089	1,207,157
Gloucester	18,627	5,356	—	67,702	8,117	29,599	3,877	133,278
Hudson	166,335	16,900	22,087	231,917	8,780	39,310	6,695	492,024
Hunterdon	15,677	4,304	35	26,884	6,225	19,011	9,643	81,779
Mercer	116,129	—	—	134,545	7,838	76,419	11,401	346,332
Middlesex	201,398	49,742	18,568	219,009	11,514	124,340	20,902	645,473
Monmouth	68,774	23,636	7,005	200,663	14,860	73,806	7,503	396,247
Morris	53,433	8,905	40,487	102,293	19,572	70,009	14,182	308,881
Ocean	66,413	3,013	—	113,156	5,105	52,978	2,999	243,664
Passaic	132,914	21,557	29,915	317,456	8,684	65,363	34,272	610,161
Salem	9,926	—	21,542	21,844	3,545	20,458	8,798	86,113
Somerset	32,457	6,854	—	74,779	5,918	55,754	13,010	188,772
Sussex	14,618	8,190	6,594	22,640	37,874	26,917	3,970	120,803
Union	372,164	36,951	30,354	17,546	14,248	128,603	11,938	611,804
Warren	24,269	3,087	—	2,641	4,710	18,518	5,373	58,598
TOTAL	$2,036,603	$263,705	$313,532	$2,779,025	$242,309	$1,404,488	$216,104	$7,255,766
TOTAL 1 YEAR AGO	$1,742,003	$241,504	$304,705	$2,719,480	$208,603	$1,180,652	$204,712	$6,601,659

Source: County Budget and budget reports on file with the Division of Local Finance.

FISCAL TABLE G

Summary of Revenue to the Counties From The Judiciary 1974

County	County Court	District Court	Surrogate	Probation Dept.	Total
Atlantic	$ 368,039	$ 53,777	$ 83,967	$ 52,803	$ 558,586
Bergen	129,817	218,226	247,245	114,590	709,878
Burlington	662,984	67,877	49,642	96,769	877,272
Camden	706,195	135,081	93,138	108,554	1,042,968
Cape May	270,313	12,648	30,797	37,109	350,867
Cumberland	122,586	40,691	36,651	83,143	283,071
Essex	190,351	508,458	280,219	322,178	1,301,206
Gloucester	345,559	40,367	34,407	40,489	460,822
Hudson	84,397	233,254	111,311	161,466	590,428
Hunterdon	104,121	15,562	22,298	39,318	181,299
Mercer	505,560	103,676	111,813	71,756	792,805
Middlesex	753,518	169,850	105,261	59,866	1,088,495
Monmouth	891,237	127,557	146,691	187,091	1,352,576
Morris	856,903	85,568	103,975	70,063	1,116,509
Ocean	869,542	74,405	75,718	41,495	1,061,160
Passaic	130,905	162,983	98,784	76,943	469,615
Salem	73,560	26,233	18,989	52,498	171,280
Somerset	389,590	42,780	87,201	21,494	541,065
Sussex	275,099	24,602	21,334	15,459	336,494
Union	124,146	170,918	145,791	225,962	666,817
Warren	150,366	39,849	18,270	11,105	219,590
TOTAL	$8,004,788	$2,354,362	$1,923,502	$1,890,151	$14,172,803
TOTAL 1 YEAR AGO	$9,368,808	$2,404,995	$1,987,081	$1,755,828	$15,516,712

Source: County Budget and budget reports on file with the Division of Local Finance.

FISCAL TABLE H

Summary of Expenditures by the Municipalities for the Municipal Courts 1974

County	Salaries of Judges	Other Salaries	Other Expenses	Total
Atlantic	$ 91,595	$ 264,328	$ 57,457	$ 413,380
Bergen	308,002	747,151	189,127	1,244,280
Burlington	139,938	302,307	72,940	515,185
Camden	144,948	363,677	113,462	622,087
Cape May	90,037	130,700	34,511	255,248
Cumberland	58,566	107,258	36,587	202,411
Essex	360,899	1,327,676	204,304	1,892,879
Gloucester	78,722	180,656	46,485	305,863
Hudson	152,584	769,967	125,307	1,047,858
Hunterdon	36,438	69,849	19,775	126,062
Mercer	85,157	331,405	58,170	474,732
Middlesex	219,869	571,379	88,832	880,080
Monmouth	254,286	526,997	115,716	896,999
Morris	167,247	361,750	63,591	592,588
Ocean	108,106	355,184	103,625	566,915
Passaic	132,537	418,165	82,329	633,031
Salem	41,446	48,683	13,021	103,150
Somerset	93,940	174,594	62,325	330,859
Sussex	44,934	69,162	23,558	137,654
Union	172,459	483,970	99,765	756,194
Warren	49,450	59,209	18,097	126,756
TOTAL	$2,831,160	$7,664,067	$1,628,984	$12,124,211
TOTAL 1 YEAR AGO	$2,582,677	$6,682,709	$1,453,207	$10,718,593

Source: Annual reports of municipal auditors to the Division of Local Finance and the Administrative Office of the Courts.

FISCAL TABLE I

Summary of Fines, Court Costs and Forfeitures of Bail Assessed by the Municipal Courts and County District Courts Exercising Concurrent Jurisdiction Court Year Ending August 31, 1975

County	Municipal Courts	District Courts	Total
Atlantic	$ 1,536,208	$ —	$ 1,536,208
Bergen	2,611,810	542,753	3,154,563
Burlington	2,574,355	—	2,574,355
Camden	2,304,181	—	2,304,181
Cape May	968,537	—	968,537
Cumberland	783,788	—	783,788
Essex	6,127,207	—	6,127,207
Gloucester	877,449	—	877,449
Hudson	3,782,959	454,517	4,237,476
Hunterdon	535,465	—	535,465
Mercer	2,122,721	—	2,122,721
Middlesex	3,207,851	—	3,207,851
Monmouth	2,513,502	—	2,513,502
Morris	1,745,578	—	1,745,578
Ocean	1,627,707	2,385	1,630,092
Passaic	2,246,639	—	2,246,639
Salem	447,695	—	447,695
Somerset	953,552	—	953,552
Sussex	519,323	5,753	525,076
Union	2,598,201	—	2,598,201
Warren	561,061	161,917	722,978
TOTAL	$40,645,789	$1,167,325	$41,813,114
TOTAL 1 YEAR AGO	$37,420,451	$1,191,459	$38,611,910

COUNSEL BEFORE THE COURT

Prosecution

The prosecutor is the chief law enforcement officer in his/her county. Each of New Jersey's 21 prosecutors is appointed by the Governor with the advice and consent of the New Jersey State Senate for a term of five years. The county prosecutors' offices are responsible for criminal investigation, trial preparation and court presentation of indictments returned by the grand jury and special investigations. The county prosecutor's office investigates all serious crimes in conjunction with State and local police forces. A representative of the prosecutor's office can make arrests by accompanying other law enforcement officers or as the culmination of independent investigation and identification activities. Lesser offenses such as traffic violations and disorderly persons offenses are handled in municipal courts by municipal prosecutors. Except where a defendant has waived his right to indictment by a grand jury, all cases that are prosecuted are first presented to a grand jury. Subject to the approval of the courts, the prosecutor: decides whether to conduct investigations and how thoroughly they are to be conducted; decides whether to bring an alleged offender before a grand jury; controls what evidence a grand jury hears; may decide to reduce the charge to a lesser offense in return for a plea of guilty (called "plea bargaining"); and may decide under certain circumstances to ask a judge for permission to drop a case after a grand jury has returned an indictment.

For the above reasons among others, Senate Bill No. 448 was enacted into law on February 9, 1970, creating full-time prosecutors in the nine most populous counties. This law, Ch. VI, Laws of 1970, was amended by the Senate Bill No. 735 in May, 1972. The Act stipulates that prosecutors appointed on or after January 20, 1970, must devote full-time to the duties of the office and not engage in the practice of law or other gainful employment. The Law as amended applies to prosecutors in counties of the first class (Bergen, Essex, Hudson); counties of the second class (Burlington, Camden, Mercer, Middlesex, Morris, Passaic, Union); counties of the third class having a population in excess of 175,000 under the 1970 federal census (Somerset); and counties of the fifth class having a population in excess of 150,000 under the 1960 federal census (Atlantic, Monmouth). On April 5, 1976, the law was changed again, requiring any future prosecutor appointed in any fifth class county having a population of less than 150,000 to serve full-time. Prosecutors already in office in these counties on the effective date of the amendatory act may choose to devote their entire time to the duties of office by filing notice to the Governor, Attorney General, the Secretary of State and the clerk of the county board of chosen freeholders.

Full-time prosecutors receive the same annual salary as judges of the county courts. In counties where prosecutors devote full-time to the duties of the prosecutor's office, assistant prosecutors must also devote full-time to the duties of office.

The Attorney General administers the affairs of any of the 21 county prosecutor's offices where 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 or a grand jury requests his assistance; when the board of chosen freeholders requests the Attorney General to assume administration in the county; or at the Governor's written request. Whenever one of the aforementioned situations arises and the Attorney General is asked to supersede the county prosecutor, the prosecutor and his staff retain only those powers and responsibilities required of them by the Attorney General (Chapter 74, Laws of 1970). 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 and must also make any other reports that the Attorney General may require. When a vacancy in any of the county prosecutor's offices occurs and the Attorney General intercedes, he or his designee assumes the power and authority commensurate with that of the county prosecutor and is compensated by the county treasury for his service.

Defense

By court rule and case law, an accused must be advised of his right to defense counsel when he is first 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 including preliminary hearing, the trial, the appeal, the petition for post-conviction relief and any hearing dealing with the revocation of probation and parole. In New Jersey, an adult or juvenile defendant in a criminal proceeding only appears *pro se* in a matter before the court if he waives his right to counsel. The Office of the Public Defender, now within the Department of the Public Advocate, was established to represent indigent defendants in all indictable offenses and to represent indigent juveniles in the juvenile and domestic relations court. The New Jersey Legal Services Projects may represent indigents on non-indictable offenses, indictable offenses up to the preliminary hearing and certain civil matters.

Department of the Public Advocate

New Jersey in June, 1974, became the first state in the nation to create a cabinet-level agency charged with representing citizens in a wide range of public interest matters. The Office of the Public Defender, originally formed in 1967, is the largest section within the department. As part of the reorganization following the creation of the department, this Office was expanded to encompass the Office of Inmate Advocacy and Parole Revocation Defense. Its responsibilities were futher broadened in early 1975 by a State bill which gave the Office of the Public Defender responsibility for providing counsel and guardian services in child abuse cases. United States and State Supreme Court mandates requiring representation for indigents facing jail or loss of driving privileges by the beginning of Fiscal 1977 prompted the initiation of a pilot municipal court representation project in two counties.

The Division of Mental Health Advocacy provides the State with comprehensive legal representation in mental health areas. Division activities during the first two years of operations pushed New Jersey into the forefront in mental health care reform. In 1975, for the first time in New Jersey's history, regularized representation at involuntary civil commitment hearings and *habeas corpus* hearings, as well as representation of mental hospital patients on issues of broad applicability to them, were made available through the Division of Mental Health.

The Division of Rate Counsel represents the public interest before regulatory agencies in proceedings involving rate increase or changes in basic services.

The Division of Public Interest Advocacy is empowered to intervene in class actions against government agencies and private business in the public interest. It gives citizens for the first time a ready means to challenge government actions that may be arbitrary or illegal and provides citizens with representation in matters such as environmental protection, health and housing where agency determinations have traditionally been made without the benefit of public participation.

The Division of Citizen Complaints has an ombudsman-like mechanism through which citizens may air their problems with state agencies. In Fiscal Year 1975, the office received 5,060 complaints and disposed of 4,395 matters. Complaints have stimulated proposals for administrative and legislative changes, spurred investigations and resulted in legal actions. An Office of Dispute Settlement within the Division is designed to provide mediation services in local disputes.

Office of the Public Defender

The Office of the Public Defender provides legal representation for any indigent defendant formally charged with an indictable offense. Chapter 43, Laws of 1967, provides for all necessary services and facilities of representation, including investigation and preparation for the indigent defendants. The jurisdiction has been expanded (N.J.S.A. 2A:158A-24) to include indigent juveniles formally charged with the commission of an act of juvenile delinquency where in the opinion of the juvenile judge such prosecution could result in an institutional commitment. Most recently, the jurisdiction of the Office of the Public Defender was enlarged to include the representation of children under the age of eighteen on charges that they are Juveniles in Need of Supervision (JINS), where in the opinion of the court, such finding would result in an institutional commitment.

The Office has also been given the jurisdiction to provide for the legal representation of any person on parole from a correctional insititution of this State or otherwise under the parole supervision of this State who is charged with violation of that parole or who is under consideration for revocation of parole.

The Public Defender's jurisdiction has been enlarged to provide for the legal representation of any person charged with a disorderly persons offense or with a violation of any law, ordinance or regulation of a penal nature where there is a likelihood that the person so charged if convicted will be subject to imprisonment or in the opinion of the court any other consequence of magnitude.

The services of the Office of the Public Defender are rendered in the county courts of New Jersey, the juvenile and domestic relations courts, before the State Parole Board, institutional paroling authorities and 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 in the appellate courts of this State and in the federal courts, including, in some instances, in the United States Supreme Court and, as may be needed, in other post-conviction proceedings.

The primary goal of the Office of the 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 may be convicted because of inability to afford counsel and that the guilty be convicted only after fair trial. Once an affidavit of indigency is filed, the court refers the accused to the Public Defender's Office where investigators are assigned to determine the validity of the claim. Another reason for the establishment of the Office of the Public Defender was to spare county government and local taxpayers the expense of paying for legal representation for indigent defendants as required by the ruling of the New Jersey Supreme Court.

While the budget for Public Defender activities has increased, it is estimated that since the inception of

the Public Defender program, if it were not for a State financed Public Defender system, it would have cost county government approximately $91.7 million instead of the actual State cost over the same period of $50 million.

The Office of the Public Defender is administered by the New Jersey Public Defender who is appointed by the Governor with the advice and consent of the Senate for a term of five years. The legislation which created the Department of the Public Advocate provides that the Public Advocate may also serve as the Public Defender.

The Office consists of headquarters in Trenton, an appellate section in East Orange and 18 field offices. The headquarters section is composed of the Public Defender and two assistant public defenders who handle liaison work in the Northern and Southern Regions and supervise the statewide juvenile program as well as the appeals section, the pilot municipal court program and the Office of Inmate Advocacy and Parole Revocation Defense. The present complement of the Office is 166 trial attorneys, 33 appellate attorneys, 138 investigators and pools of private attorneys maintained to participate on a case basis as directed by statute. This practice of maintaining private attorneys insures interest in the administration of criminal law and expert assistance where required and enables the Public Defender to avoid conflicts of interest where multiple defendants are involved. In accordance with the terms of the Act, a schedule of rates for pool attorneys has been established. The Public Defender formulates overall policy and directs the program's administration. The regional offices cover areas comparable to the jurisdictions of Superior Court assignment judges and are responsible for supervising caseloads, maintaining the volunteer attorney pools and supervising reports to headquarters of cases received and their disposition. Assistant Deputy Public Defenders are assigned to a region on the basis of caseload and the number of criminal court judges in each county. In addition to the aforementioned duties, the staff attorneys make court appearances at night, interview witnesses, visit defendants at the various institutions and render emergency assistance in court. The appeals section handles all matters of an appellate nature arising in the regional offices and also acts as a clearinghouse, furnishing data on new court decisions and new statutory regulations to all staff members.

The enabling act of the Office of the Public Defender states 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 indigents as though they were privately retained and without regard to the use of public funds to provide such services. In addition to his or her other responsibilities, the Public Defender allows for time to work with interested groups and individuals regarding the problem of criminal conduct and the effective rehabilitation of convicted criminals.

State Law Enforcement Planning Agency assistance over three years contributed to a leveling off of the case backlog. Unfortunately, economic factors have coupled with increased indigency to push up demands for Public Defender services in both adult and juvenile programs. Approximately 40,000 new adult, juvenile and appellate matters were referred to the Office in Fiscal Year 1975. It is estimated that the overall Office caseload will increase by some ten percent by 1977.

Rational disposition of matters is reflected in a random sampling of completed cases which shows that some 26% of those persons sentenced and represented by the Office received alternative treatment: instead of being sent to jail or placed on ordinary probation, one out of every four was channeled into a drug program, an alcoholic treatment program or into other constructive treatment facilities. More than 45% of adjudicated juveniles were channeled into drug and psychiatric treatment programs, foster homes or residential group homes. Not only does such alternative treatment represent a substantial savings of public money, but it also promises to break the cycle of recidivism.

Efforts have been continued to emphasize municipal court disposition of cases on the proposition that time and money are saved when indictable matters can be handled expeditiously at the municipal court level. Moreover, a defendant who may be incarcerated is spared the intolerable delay that all too frequently results when he is awaiting trial in a county court.

During 1975, two pilot programs were initiated to implement the recent amendment to the Public Defender Act which provides for legal representation at the municipal court level. However, budget constraints have forced a curtailment of the pilot programs, to one region in Atlantic County.

In January, 1975, N.J.S.A. 9:6-8.21 was enacted. This law mandates that all children who are the alleged victims of child abuse be represented by the Public Defender's Law Guardian Program. The law further provides for the representation of all indigent parents charged with child abuse. Approximately 960 child abuse cases were handled in Fiscal Year 1976.

Office of Inmate Advocacy and Parole Revocation

The Office of Inmate Advocacy, by statute, may represent the interests of inmates in such disputes and litigation, as will, in the discretion of the Public Defender, best advance the interests of inmates as a class on issues of general application to them, and may act as representative of inmates with any princi-

pal department or other instrumentality of State, county or local government.

The Office gives inmates of State, county and municipal correctional and detention facilities a viable means of airing complaints and legally challenging adverse conditions of their confinement.

The program is designed to foster improvements in the jail system which are necessary to favorably impact on those incarcerated and to reduce recidivism. While the new program is seeking to fulfill its major responsibilities—bringing actions to improve conditions within institutions and improving classification systems and training for incarcerated persons—it also serves as a method of providing a safety valve to prevent prison unrest.

The Office has been actively investigating prison and parole practices on a statewide basis and staff members have been meeting regularly with administrators to negotiate fair and equitable solutions to pertinent problems.

The most significant action taken by the Office of Inmate Advocacy was the suit filed in federal court in Trenton on behalf of 58 inmates of the Vroom Readjustment Unit against the Commissioner of the Department of Institutions and Agencies and officials of the prison. The suit challenges the lack of proper procedures for determining the transfer of prisoners to, and their release from, the Unit as well as various aspects of their treatment there, particularly alleged brutality.

The Office served as *amicus curiae* in the State Supreme Court case which deals with due process standards for disciplinary hearings in New Jersey prisons. The Office recommendation that certain fundamental changes be initiated in the disciplinary process was accepted by the Division of Correction and Parole for implementation in 1975.

The question of parole for sex offenders is the subject of still another significant action. It has been found that some 75% of sex offenders recommended for parole release by the Special Classification Review Board are rejected by the State Parole Board. Since sex offenders do not go before the Board until an exhaustive analysis is made by the experts who recommend parole, there is an apparent abuse of Parole Board discretion.

Among the other targets of investigations are medical treatment for prisoners, bail reform, the Tort Claims Act and Parole Board practices relating to State prison inmates confined at reformatories.

The Office also has looked into conditions at county facilities and has negotiated the peaceful resolution of three prison disturbances. In Fiscal Year 1976, 2,000 matters requiring investigation were referred to the Office. Unfortunately, budget constraints permitted intervention in only 400 problems.

The majority of complaints from the State prison system dealt with classification status, disciplinary procedures, parole and alleged brutality. Complaints from the reformatory system dealt primarily with calculation of time, disciplinary procedures, access to law libraries and alleged brutality. Most of the complaints from the county jail system concerned medical treatment, mailing procedures, access to attorneys and physical conditions.

Parole revocation matters handled by the Office have been escalating steadily. Expansion of representation to parole revocation cases at all penal and correctional institutions in the State has contributed to this escalation.

Since New Jersey Superior Court, Appellate Division, has denied parolees speedy relief, via *habeas corpus* complaints in the Law Division, some legislative action may be required to bring about a revamping of the State's parole policies and procedures.

The Child Advocacy unit is a program within the Office of Inmate Advocacy. The primary source of funding is the SLEPA-funded JINS Task Force of the Department of Institutions and Agencies. The function of the Child Advocacy Program is to bring about law reform in specific areas of the juvenile justice system of New Jersey.

In its first year of operation, the program's primary focus has been in the area of the new New Jersey Juvenile Code, effective March, 1974. That law separated juvenile status offenders (also known as "Juvenile delinquents who commit offenses which would be violations of the criminal law, if committed by one 18 or older.

The program has embarked upon a survey of the problem areas in county detention and JINS facilities. Through the use of regional Public Defender personnel and outside sources, the Child Advocacy unit has been able to identify and address specific county problem areas where the new Juvenile Code is being violated or ignored. It has either intervened in or initiated legal proceedings in Cape May, Cumberland, Gloucester and Middlesex Counties to force compliance with the separate housing provisions of the new Juvenile Code.

The program has further handled Office of the Public Defender appeals where they involve substantial issues affecting the rights of juveniles, such as one involving the confidentiality of juvenile court records, and another involving the right of a juvenile to a probable cause hearing.

The Governor has recommended a Fiscal Year 1977 appropriation of $10,327,493 for operation of the following offices of the Department of the Public Advocate: Public Defender (adult, juvenile and appellate), Inmate Advocacy and Parole Revocation, Child Advocacy, Child Abuse and the Municipal Court Program. Expenditures for these offices totaled $10,547,175 in Fiscal 1975.

WORKLOAD DATA FISCAL YEAR 1975

Trial

Cases open (July 1)	22,155
Added	37,891
Closed	33,602
Private Pool	4,074
Staff	29,528
Open (June 30)	26,444
Ratio: Staff Attorney/ Staff Closed Cases	1/182
Staff Attorneys	162
Backlog (months)	8.4
Disposition by Trial	2,561
Acquittals	1,131
Cost Per Case Closed	
Staff	$186
Pool	$361
Combined	$207
Referrals removed by agency review of indigency	8,707

Appellate

Cases Open (July 1)	1,059
Added	1,289
Closed	1,346
Private Pool	379
Staff	967
Open (June 30)	1,002
Ratio: Staff Attorney/Staff Closed Cases	1/34.7
Staff Attorneys	33
Backlog (Months)	10.1
Briefs filed	1,214
Dismissals	132
Reversals or Modifications	179
Percent appeals from adverse trial decision	6.5%
Cost Per Case Closed	
Staff	$781
Pool	$1,491
Combined	$923

Inmate Advocacy and Parole Revocation

Inmate Population	9,926
State	6,030
County	3,896
Action Required	
Individual	1,400
State	900
County	500
Class Action	16
State	10
County	6
Parole Revocation Hearings	
Need	1,026
Held	683

Public Defender

Attorneys	233
Law Clerks	3
Investigators	154
Field Reps	9
Clerical	65
	464

Public Advocate*

Attorneys	32
Investigators	0
Field Reps	9
Clerical	72
	132=

* Mental Health Advocacy
Public Interest Advocacy
Rate Counsel
Citizen Complaints

596 TOTAL

Public Defender
(Other Than Trial Regions)

Attorneys	
Appellate	32
Inmate	3
Parole Rev	10
Child Abuse	6
Child Advocacy	2
P.D. Hdq.	6
Total	59

Training and Educational Levels

TITLE	EDUCATION
Investigator	Graduation from an accredited college with a Bachelor's degree. For applicants who do not possess the required college, additional investigative experience as a member of a government supported civil or military law enforcement agency or criminal defense agency, or as a patrolman may be substituted on a year for year basis for the required college.

Senior Investigator	Graduation from an accredited college with a Bachelor's degree. For applicants who do not possess the required college, additional investigative experience as a member of a government supported civil or military law enforcement agency or criminal defense agency, or licensed private detective agency may be substituted on a year for year basis for the required college.
Principal Investigator	Graduation from an accredited college with a Bachelor's degree. SAME AS SENIOR INVESTIGATOR
Field Representative I	Graduation from an accredited college with a Bachelor's degree. Applicants who do not possess the required college may substitute additional experience as described above on a year for year basis.
Field Representative II	SAME AS FIELD REPRESENTATIVE I
Field Representative III	SAME AS ABOVE
Legal Secretary I	Satisfactory completion of a two year college level course in secretarial science. For applicants who do not possess the required college, three years of experience in work involving the taking and transcribing of legal dictation.
Legal Secretary II	Successful completion of a two year college level course in secretarial science. For applicants who do not possess the two year college level course in secretarial science, two years of experience in work involving the taking and transcribing of legal dictation.
Prin. Clerk Stenographer	Satisfactory completion of a two year college level course in secretarial science. For applicants who do not possess the required college, two years of experience in taking and transcribing dictation.
Clerical	Only requirement is ability to read, write and speak English.
Deputies	Graduation from an accredited law school with a Bachelor of Law Degree or Juris Doctorate Degree, where applicable.

Legal Services Projects

The Division of Human Resources in the Department of Community Affairs provides federal purchase of services funds, allocated through the Department of Institutions and Agencies, to the legal services projects in the State. Legal representation is provided to indigents up to the preliminary hearing stage. The projects also make possible the representation of indigents on non-indictable offenses and civil matters. However, if the civil matter is one of a fee-generating nature, for example, a workmen's compensation or auto negligence claim, 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, the person charged can apply for counsel to the municipal court judge. Counsel is then assigned from the master list maintained by the assignment judge.

In Fiscal 1975, $1.6 million was provided to 12 local Legal Services agencies to expand their services in civil matters to the poor, with an additional $100,000 being allocated to add four attorneys to the State Office of Legal Services staff.

The following chart breaks down the funds made available in Fiscal 1975 to each of the local Legal Services Offices:

LEGAL SERVICES FUNDING
FISCAL 1975

County Legal Services Offices	State	Federal	Total
Bergen	$ 12,834	$ 91,005	$ 103,839
Camden	41,902	125,706	167,608
Cape-Atlantic	4,667	14,001	18,668
Essex-Newark (3 projects)	57,934	288,162	346,096
Hudson	24,501	73,503	98,004
Mercer	15,167	45,551	60,718
Middlesex	22,167	125,705	147,872
Morris	-0-	125,705	125,705
Ocean-Monmouth	23,334	70,002	93,336
Passaic	24,501	98,004	122,505
Somerset-Sussex	41,902	125,705	167,607
Union	14,001	42,003	56,004
TOTAL	$282,910	$1,225,052	$1,507,962

Source: Eighth Annual Report—July 1, 1974-June 30, 1975
New Jersey Department of Community Affairs

CORRECTIONS IN NEW JERSEY

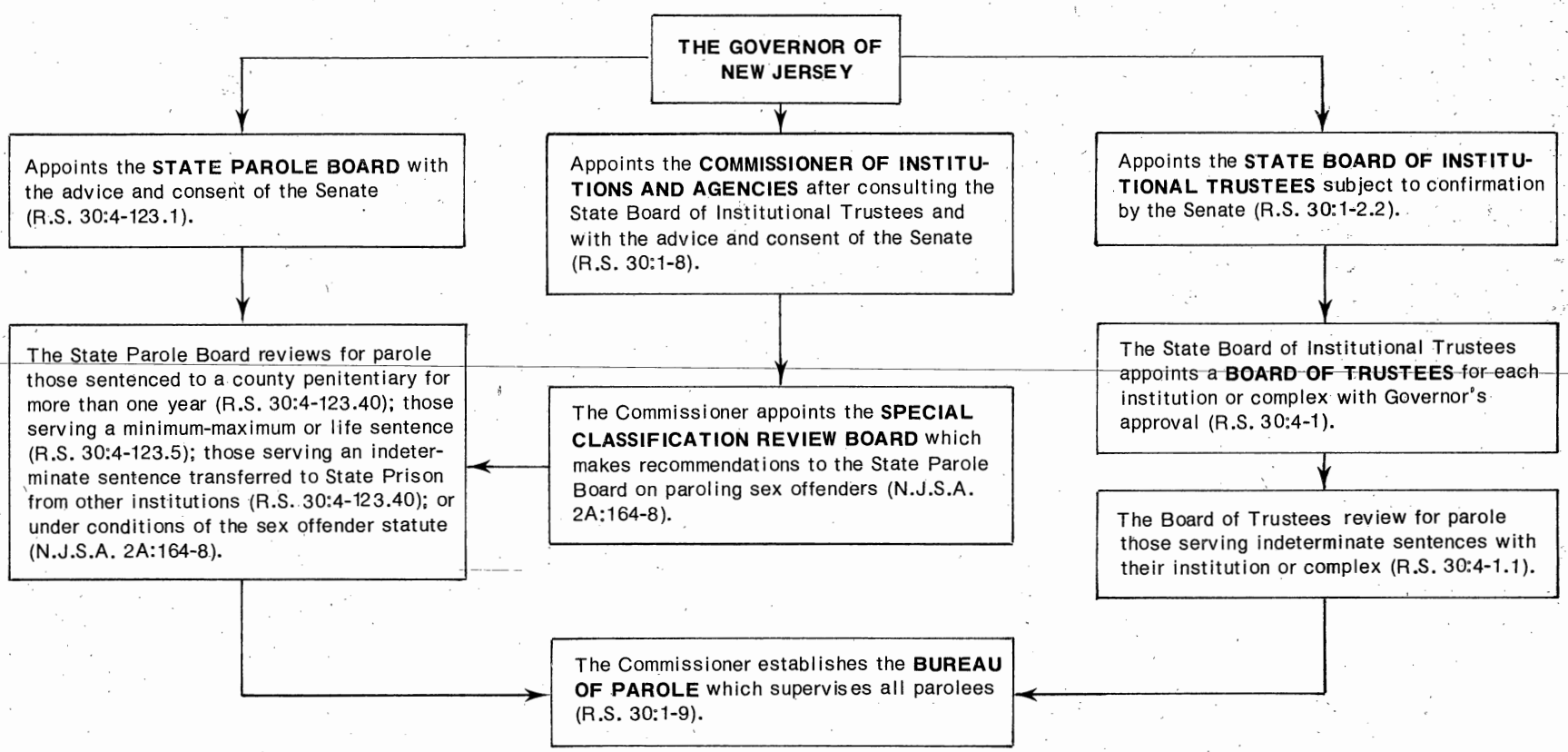
State Government Corrections

The Department of Institutions and Agencies is responsible for administering those institutions and agencies designed to meet human welfare needs. The Commissioner of the Department is appointed by the Governor, after consultation with the State Board of Institutional Trustees, with the advice and consent of the State Senate and serves at the pleasure of the Governor. The State Board of Institutional Trustees is a voluntary group of prominent citizens appointed by the Governor whose duty is to advance long-range planning and policy for the system of State institutions. The Division of Correction and Parole is responsible for State correctional institution operations. A bill is before the State Legislature which will create a Department of Corrections, renaming the Department of Institutions and Agencies the Department of Human Services.

Boards of Trustees—Voluntary citizen boards of trustees, consisting of not less than five nor more than 15 members, are subject to the supervision, control and ultimate authority of the State Board of Institutional Trustees. They are vested with the responsibility of establishing policy guidelines for the management, direction and control of the State prisons, youth correctional institutions, training schools, and the Correctional Institution for Women. The boards of trustees for the Youth Correctional Institution Complex and the Correctional Institution for Women also serve as the paroling authorities for inmates of their respective institutions serving indeterminate sentences.

State Parole Board—The State Parole Board is a three-member body appointed by the Governor. It is independent administratively from the Division of Correction and Parole. The Board has paroling authority for inmates serving fixed minimum-maximum terms, inmates with life terms, inmates transferred into the prison system who are serving indeterminate terms and inmates serving terms under the Special Sex Offender Act. It also considers parole for certain inmates of county penitentiaries, but only if they apply for a hearing after they have served one year of sentences greater than a year. The Parole Board advises the Governor in clemency matters. In Fiscal 1975, the Board conducted 2,657 hearings approving 1,238 individuals for parole. The Board investigated and processed 135 petitions for executive clemency. Expenditures in Fiscal 1975 for the Board's activities totaled $358,924.

ORGANIZATION OF THE NEW JERSEY PAROLE SYSTEM



Source: Compiled by Legislative Committee Staff from N.J.S.A. Titles 2A and 30.

PAROLE ELIGIBILITY AND SENTENCE CREDITS, BY INSTITUTION

COUNTY PENAL INSTITUTIONS

	Sentence	Parole Authority	Eligibility	Good Behavior Credit	Work Credit
JAILS	NJSA 2A:164-15 1 – 6 months Essex Hudson Bergen 1 – 12 months All others	None	NJSA 30:8-28 (considered void)	NJSA 2A:164-24	NJSA 30:8-28.1
PENITENTIARIES **Essex** **Hudson**	NJSA 2A:164-15 18 month maximum	State Parole Board	NJSA30:4-123.35 (see Davis v. Heil)	1 day for 6 days served	1 day for 5 days served
WORKHOUSES **Mercer** **Middlesex**				No Provision	

All offenders with terms less than one year and none greater than 18 months are committed to county institutions for a definite term with no minimum or maximum.

STATE PRISON

	Sentence	Parole Authority	Eligibility	Good Behavior Credit	Work Credit
STATE PRISONS **Trenton** **Rahway** **Leesburg**	Determinate 1 year – maximum	NJSA 30:4-123.5 State Parole Board	NJSA 30:4-123.10	NJSA 30:4-140	NJSA 30:4-92 1 day for 5 days served
	Life NJSA 2A:164-17		NJSA 30:4-123.11		
CORRECTIONAL INSTITUTION FOR WOMEN **Clinton**	NJSA 30:4-155 (see State v. Chambers)				

Offenders serve fixed minimum-maximum terms. The minimum must be one year.

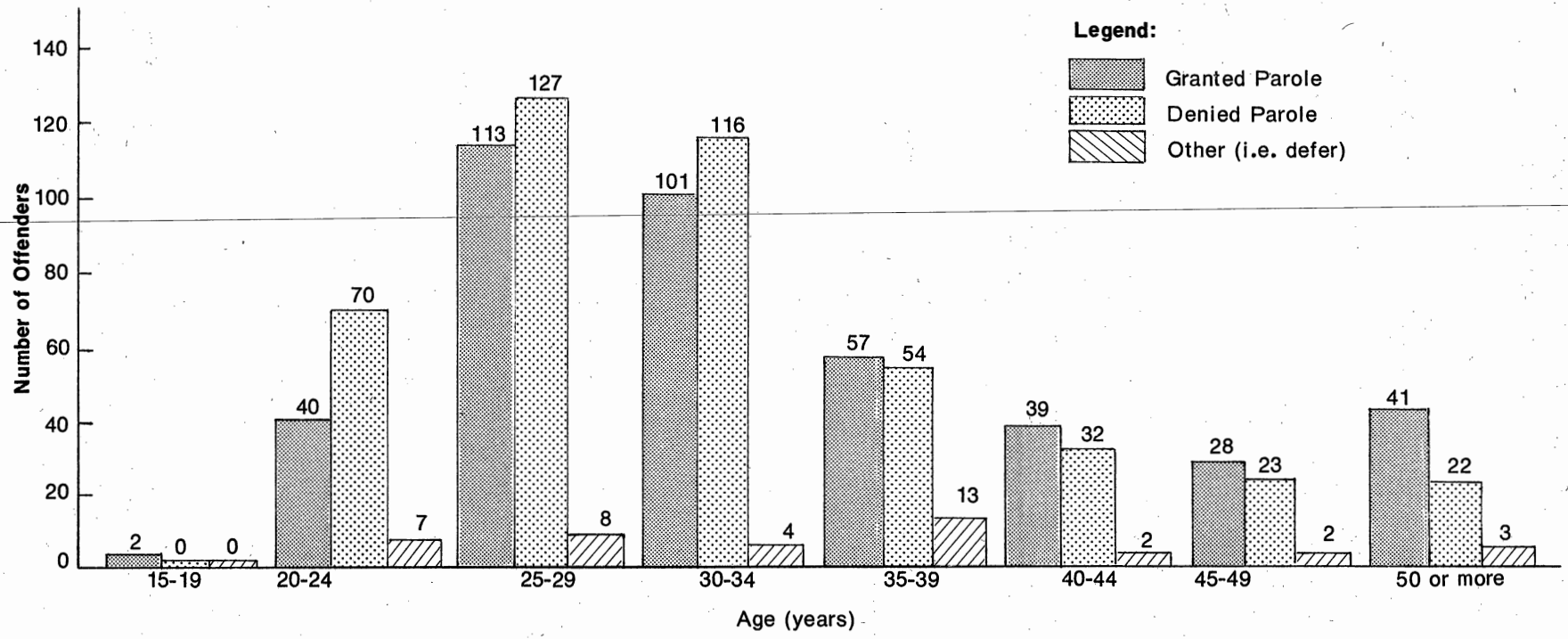
YOUTH CORRECTIONAL INSTITUTIONS

	Sentence	Parole Authority	Eligibility	Good Behavior Credit	Work Credit
CORRECTIONAL INSTITUTION FOR WOMEN **Clinton**	Indeterminate NJSA 30:4-155	NJSA 30:4-1.1 (n) and 30:4-106	No Provision	No Provision	NJSA 30:4-92 1 day for 5 days served
YOUTH CORRECTIONAL COMPLEX **Yardville** **Bordentown** **Annandale**	No fixed sentence; time served in confinement and on parole shall not exceed 5 years or maximum (if less) unless court can show good cause. NJSA 30:4-148	Board of Trustees			

Offenders are between the ages of 15 and 30 years, who have been convicted of a crime punishable by imprisonment in the State Prison and who have not been previously sentenced to a State Prison in this State or in any other state.

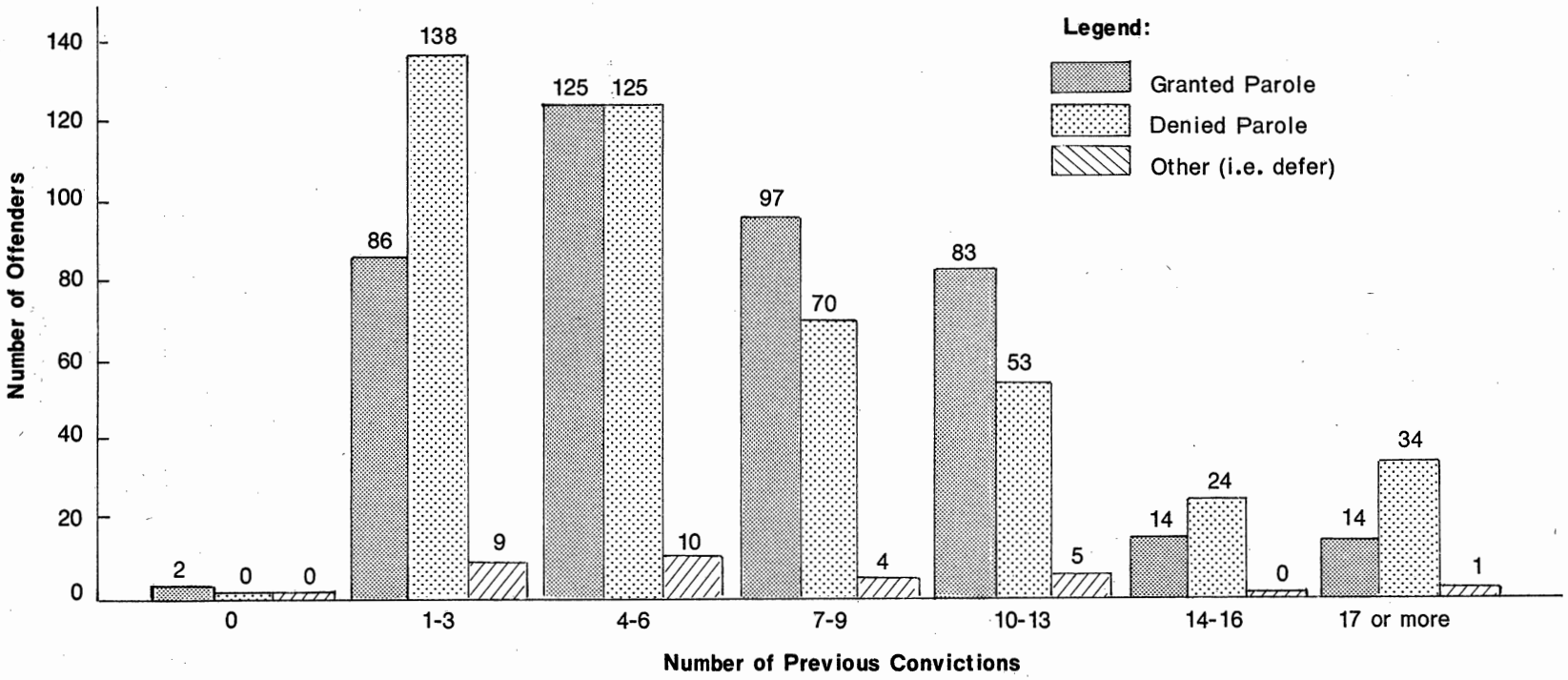
Source: Compiled by OFA staff from N.J.S.A. Titles 2A and 30.
(Office of Fiscal Affairs)

SAMPLE OF PAROLE DECISIONS, BY AGE



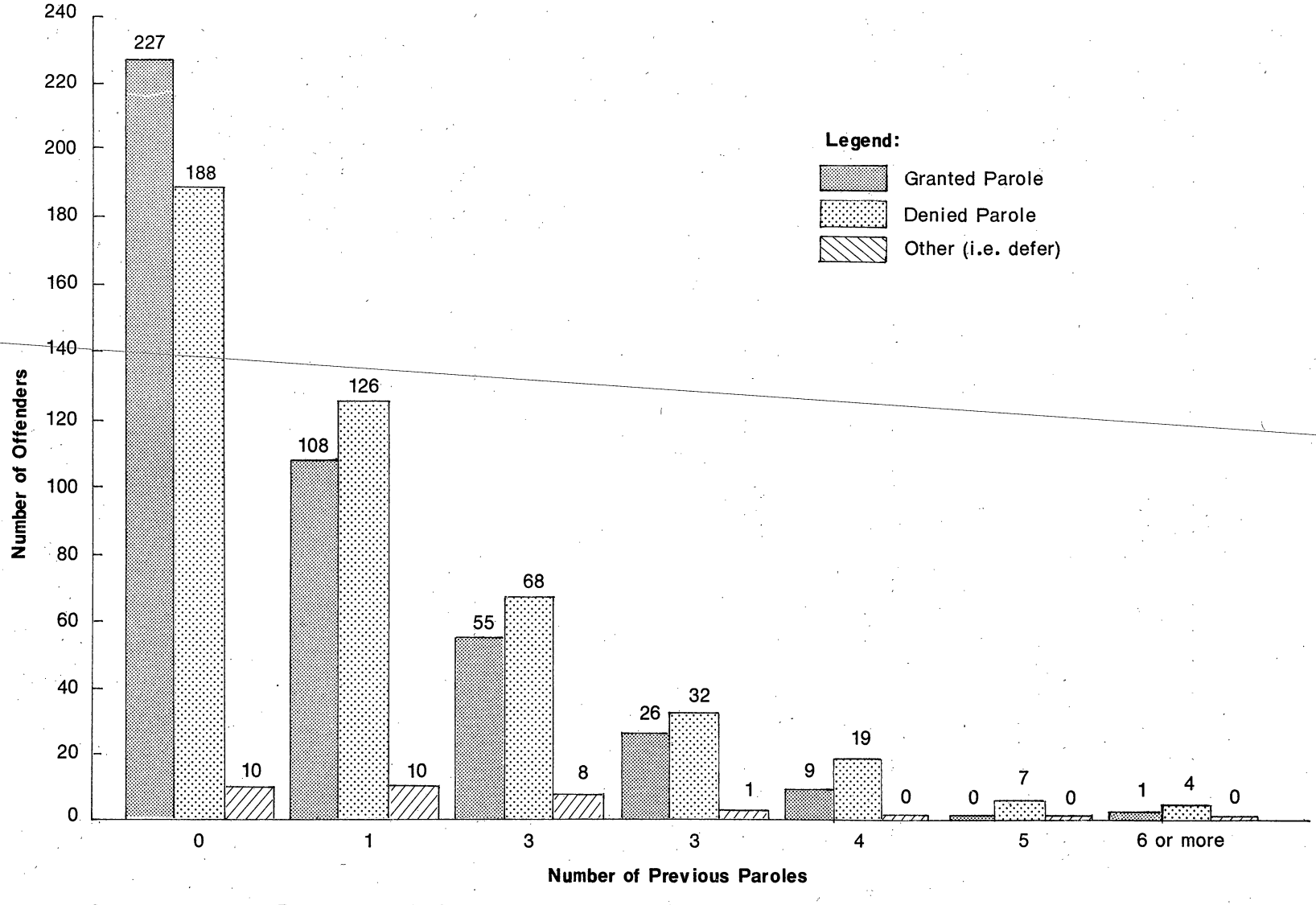
Source: OFA State Parole Board Action Memo Survey, December 4-6, 1974.
(Office of Fiscal Affairs)

SAMPLE OF PAROLE DECISIONS, BY NUMBER OF PREVIOUS CONVICTIONS



Source: OFA State Parole Board Action Memo Survey, December 4-6, 1974. (Office of Fiscal Affairs)

SAMPLE OF PAROLE DECISIONS, BY NUMBER OF TIMES ON PAROLE



Source: OFA State Parole Board Action Memo Survey, December 4-6, 1974. (Office of Fiscal Affairs)

The Division of Correction and Parole

The Division of Correction and Parole is the component of the Department of Institutions and Agencies which has direct operational responsibility for the State correctional institutions in New Jersey. In its central office, the Division has two staff bureaus, Programs and Operations and three operational bureaus: Parole, State Use Industries and Community Services. The Division's responsibility includes operating nine correctional institutions, four residential group centers, a readjustment unit located in the Vroom Building of the Trenton Psychiatric Hospital, three community treatment centers for juveniles in metropolitan areas of the State and two adult community service centers for work releasees and certain parolees and offenders on furlough.

The Bureau of Programs develops standards for operating unit programs and assists the Division Director in devising viable correctional programs. The Bureau of Operations audits operational unit programs to evaluate their effectiveness and conformity to Division Standards. The Bureau of Community Services plans, develops and coordinates community-based programs and operations of the Division.

The Bureau of Parole supervises parolees age 16 and over from New Jersey institutions and parolees from other State jurisdictions accepted under the terms of the Inter-State Compact for the Supervision of Parolees. The Bureau investigates requests for parole planning from in-state and out-of-state sources, develops parole placements and completes special related investigations as requested. The Bureau operates from nine district offices located throughout the State in addition to institutional parole offices in the major correctional institutions from the Parole Resource Office and Orientation Facility in Jersey City, and from a central office in Trenton. In addition, the Bureau conducts clemency investigations requested by the Governor's Office covering pardon, commutation of sentence and remission of fine. The staff complement of the Bureau is as follows:

Chief	1
Supervising Parole Officers	7
Project Specialist (VIPP)	1
Parole Coordinator (VIPP)	1
Analyst-Director (Community Resource Project)	1
District Parole Supervisors	9
Assistant District Parole Supervisors	12
Senior Parole Officers	31
Parole Officers	153
Clerical	90
TOTAL	306

During Fiscal Year 1975, general in-service training programs were held for both professional and clerical staff. Middle management courses, courses for the orientation of new parole officers, hand defense training, correction officers' field training and basic and advanced narcotic courses were among the training opportunities made available during the year.

Special projects currently operational in the Bureau of Parole include:

- On July 1, 1975 the Bureau received a grant of $232,000 from the State Law Enforcement Planning Agency, matched by $25,795 from the State, to implement a Community Resources Specialist Project. The major thrust of this program is to locate, catalog and maximize all community resources within each of the Bureau's nine district offices for the benefit of parolees. The grant also provides funds for direct financial assistance to parolees to purchase basic emergency services as well as educational and vocational services. Other key project functions are the development of employment opportunities for parolees and assistance for offenders released at expiration of maximum term who would not otherwise receive any of the services of the Parole Bureau.

- A community-based parole facility, located in a low income housing complex in Jersey City, operates 24 hours a day, seven days a week. Begun in December, 1969, the project is program-oriented to provide treatment not currently available in the average caseload. It is also being used as a possible alternative to institutional recommitment and as a training and orientation center for parole officers. A second facility is being considered.

- The Volunteers in Parole Program (VIPP), a state funded project, provides for one-to-one supervision of selected parolees by more than 200 volunteers, most of whom are members of the New Jersey Bar Association.

- Federal funds have been approved for the day-to-day emergency situations requiring the immediate utilization of small amounts of money by parolees for the transportation to employment, for the urgent cost of food, rent, or clothing pending receipt of welfare assistance or first pay check.

The Bureau of Community Services was established to promote community alternatives to institutionalization so that offenders might be treated in a more effective and less costly manner. The State Law Enforcement Planning Agency has provided federal funds to match State funds and in-kind services in order to promote the expansion of community-based programs.

The Bureau operates three Community Treatment Centers which are located in Camden, Plainfield and Paterson. These centers are designed to provide an alternative to incarceration for adolescents between the ages of 14 and 16. The youths are referred by the juvenile court of the respective county for short-term remedial treatment as a condition of probation. All three centers now have both resident and non-resident programs in operation.

TOTAL CASES UNDER SUPERVISION — 1974-1975 (By Institutions)

	IN NEW JERSEY				IN OTHER STATES				CENTRAL OFFICE SPECIAL FILE				TOTAL
	Under Supervision 7/1/74	Total Cases Added	Total No. Supervised 1974-1975	Under Supervision 6/30/75	Under Supervision 7/1/74	Total Cases Added	Total No. Supervised 1974-1975	Under Supervision 6/30/75	Under Supervision 7/1/74	Total Cases Added	Total No. Supervised 1974-1975	Under Supervision 6/30/75	Under Supervision 6/30/75
Training School for Girls	55	18	73	32	1	0	1	1	0	1	1	1	34
Correctional Institution for Women	373	161	534	319	23	16	39	24	3	6	9	6	349
Training School for Boys, Jamesburg	314	136	450	232	5	5	10	3	0	1	1	1	236
Youth Correctional Institution Complex													
Annandale	1,669	747	2,416	1,450	58	34	92	56	5	14	19	8	1,514
Bordentown	1,975	854	2,829	1,811	114	66	180	116	28	17	45	25	1,952
Youth Reception & Correction Ctr.	1,390	771	2,161	1,305	83	63	146	98	22	11	33	23	1,426
State Prison	1,789	1,143	2,932	1,855	175	109	284	189	48	26	74	62	2,106
Psychiatric Hospitals (Sex Offenders)	37	0	37	35	5	0	5	3	0	0	0	0	38
Out-of-State Cases in N. J.													
Female	13	19	32	20	0	0	0	0	0	0	0	0	20
Male	433	225	658	405	0	0	0	0	0	0	0	0	405
Total	8,048	4,074	12,122	7,464	464	293	757	490	106	76	182	126	8,080
Under Supervision 7/1/74	8,048				464				106				8,618
Total Cases Added		4,074				293				76			4,443
Total No. Supervised 1974-1975			12,122				757				182		13,061
Under Supervision 6/30/75				7,464				490				126	8,080

NUMBER OF PAROLEES SUPERVISED
5 Year Comparison — (1971-1975)

Source: Annual Report Division of Correction and Parole, Bureau of Parole (July 1, 1974-June 30, 1975)

1970-1971	1971-1972	1972-1973	1973-1974	1974-1975
10,410	11,684	12,852	13,609	13,061
+10.2%	+12.2%	+10.0%	+5.8%	—4.0%
+25.5%				

SUMMARY DAILY RECORD OF ACTIVITIES

Fiscal Year 1974 – 1975

District No.	FIELD AND OFFICE CONTACTS												REPORTS SUBMITTED					SUMMARIES SUBMITTED (6)					HOURS		MILEAGE	
	Type of Contact (1)							Supervision (2)			Investigation (3)		Supervision (4)		Investigation (5)										
	C	E	H	N	O	S	T	P	PO	R	P	N	F-19	F-21	AR	PP	SR	DR	OA	PV	TR	TS	Office	Field	State	Personal
DO 1	8085	211	6148	1969	7807	4	8090	11948	17431	1673	1263	480	2766	4170	13	641	238	124	4	191	93	178	15976	16421	118149	1467
DO 2	7985	218	4954	2160	5578	27	9529	11398	15905	1261	1087	1086	2741	2822	3	526	123	97	23	267	151	156	13849	13082	45318	3377
DO 3	11822	404	9130	2622	9821	40	11600	15690	24743	1856	2678	875	3137	3165	97	682	472	132	15	180	168	146	13900	15818	168589	303
DO 4	10488	251	6660	3041	8156	27	11950	15449	21355	2849	1250	474	2741	3289	36	581	344	146	18	286	96	131	16174	16005	78653	737
DO 5	10260	533	7485	2362	6060	60	8837	11593	19514	1127	1679	1690	1957	3212	1	437	137	32	45	221	126	88	11056	11322	74169	52
DO 6	9679	804	7462	2050	5527	77	9059	11543	19781	1810	975	452	2088	2226	7	481	286	71	20	209	133	103	10401	12618	91771	598
DO 7	12576	660	6276	2566	6522	123	15941	13679	28425	4076	625	339	2437	6052	35	568	156	46	20	250	104	168	12002	13538	122531	812
DO 8	7362	768	4964	1750	6492	94	4660	8521	13616	2210	1245	673	1103	1493	2	387	66	105	58	210	81	65	7461	10625	133273	–
DO 9	8909	329	9475	1648	8293	54	5726	10842	21337	1708	6489	1254	2813	3307	–	788	628	39	13	256	127	130	12640	19739	32767	1164
TOTAL	87166	4178	62554	20168	64256	506	85392	110663	182107	18570	17291	7323	21783	29736	194	5091	2450	792	216	2070	1079	1165	113459	129168	865220	8510
GRAND TOTAL							324220			311340		24614		51519			7735					5322		242627		873730

LEGEND:

(1) **C** – Community Contact other than **E H or S**
E – Employment Contact
H – Home Contact
N – Visit Made – No Contact
O – Office Contact
S – School Contact
T – Telephone Contact (Significant)

(2) **P** – Positive Contact with Parolee
PO – Positive Contact other than Parolee
R – Case Review with or without Parolee

(3) **P** – Positive Contact
N – Negative Contact

(4) **F-19** – Chronological Report
F-21 – Special Report

(5) **AR** – Admission Report Supplemental
PP – Pre-Parole Report
SR – Special Report

(6) **DR** – Discharge Summary
OA – Other Agency Summary
PV – Violation Summary
TR – Transfer Summary
TS – Termination Summary

SOURCE: Annual Report
Division of Correction and Parole,
Bureau of Parole
(July 1, 1974 – June 30, 1975)

Nat R. Arluke,
Chief, Bureau of Parole

(Signed)

By: Domonick Sparaino
Supervising Parole Officer

Community Service Centers for adult offenders have been established in Newark and Camden. These centers are designed to provide services to enhance the opportunities for successful re-entry of released offenders into the community. The Camden Center also provides services to young adult offenders as an alternative to institutionalization.

The Bureau of State Use Industries provides inmate population occupations for the manufacture of goods that are sold to and for the use of governmental agencies. The Bureau operates 20 shops in seven correctional institutions with capacity to provide over 700 full-time jobs for inmates. The goal of State Use Industries is to provide inmates the opportunity to develop good work habits, attitudes and skills by involvement in vocational training and useful and productive employment.

Division of Correction and Parole expenditures for Parole and Community Programs in Fiscal 1975 totaled $4,715,450.

State Prison Complex

The Division's three state prisons are located at Trenton, Rahway and Leesburg, with satellite units at West Trenton, Marlboro, Ancora and the Rahway Camp. The State Prison Complex receives male adults committed with fixed minimum-maximum or life sentences. All three prisons offer a number of work, educational, vocational training and treatment opportunities. A maximum security Prison Readjustment Unit on the grounds of Trenton Psychiatric Hospital is operated by staff from the State Prison, Trenton and used for housing incorrigible inmates and other special cases. The goal of the Unit is to rehabilitate inmates to the point of being able to rejoin the general population. The Prison Complex population as of December 31, 1975 totaled 3,235 inmates, distributed as follows:

FISCAL YEAR 1975 INSTITUTIONAL SERVICES AND OPERATING DATA
STATE PRISON COMPLEX

	Trenton	Rahway	Leesburg
Institutional Care Program			
Medical Examinations	2,800	550	1,219
Dental Examinations	1,597	2,620	2,188
Institutional Treatment Program			
Psychiatric Evaluations	946	1,880	—
Psychological Evaluations	1,085	710	—
Group Counseling Sessions	300	245	—
Education Program—Garden State School District			
Inmates in Educational Programs (Monthly Average)			
Elementary	180	75	120
Secondary	132	195	160
Basic Literacy Training	28	115	35
Vocational Education	86	275	200
Social Education	275	—	—
College	102	—	—
Operating Data			
Rated Capacity	1,310	1,345	856
Average Daily Population	1,169	1,167	827
Food Consumed (Daily per Inmate)	$1.22	$1.01	$1.19
Ratio: Positions/Population	1/2.4	1/3.6	1/3.4
Annual Per Capita	$7,797	$5,584	$6,559
Daily Per Capita	$21.36	$15.30	$17.97
Expenditures	$9,439,009	$7,858,740	$6,013,194

Source: State of New Jersey Budget Fiscal Year 1976-1977

Trenton Prison	823
West Trenton Unit	114
Readjustment Unit	83
Trenton Prison Work Release Center	32
Rahway Prison	1051
Rahway Camp	75
Marlboro Unit	121
Leesburg Prison, medium	528
Leesburg Prison, minimum	298
Ancora Unit	84
On Furlough (All Three Prisons)	26

Trenton Prison and its satellites have 573 staff positions: 415 custody staff positions, 60 positions in the medical, social service, psychology and education areas and 98 positions in industrial, maintenaance, trade and support activities. The Rahway Prison operations are carried out by 404 employees: 293 custodial positions, 38 medical, social service, psychological and education positions and 73 industrial, maintenance, trade and support positions. There are 298 employees at Leesburg Prison: 202 employees are in custodial slots, 31 in medical, social service, psychology, and educational positions and 65 in industrial, maintenance, trade and support positions. The recommended 1976-1977 Fiscal Year operating budget for Trenton Prison and its satellite is $8,262,058. The budget for Rahway Prison and its satellite is $8,097,357 and the Leesburg Prison operating budget totals $5,572,196.

Correctional Institution For Women, Clinton

The Correctional Institution for Women is a cottage-type institution for adult female offenders serving indeterminate, minimum-maximum or life sentences. The institution provides a wide variety of minimum through maximum custody programs for its residents. The institution also provides services for approximately 100 adult male offenders housed in two separate cottages of the institution.

At the Correctional Institution for Women, there were 281 residents, including 100 men as of December 31, 1975. The staff positions total 230: 123 are custodial positions, 27 are medical, social service, psychology and education positions and 80 are in industrial, maintenance, trade and support activities. The recommended operating budget for Fiscal Year 1976-1977 totals $3,553,164.

Fiscal Year 1975
Institutional Services and Operating Data
Correctional Institution for Women, Clinton

Institutional Care Program	
Medical Examinations	1,565
Dental Examinations	2,465
Institutional Treatment Program	
Psychiatric Evaluations	184
Psychological Evaluations	339
Group Counseling Sessions	715
Education Program-Garden State School District	
Inmates in Educational Programs (Monthly Average)	
Elementary	14
Secondary	31
Basic Literacy Training	13
Vocational Education	58
College	21
Operating Data	
Rated Capacity	313
Average Daily Population	218
Food Consumed (Daily per Inmate)	$1.01
Ratio: Positions/Population	1/1.1
Annual Per Capita	$14,714
Daily Per Capita	$40.31
Expenditures	$3,496,478

Source: State of New Jersey Budget Fiscal Year 1976-77

Correction Officers Training Academy

The Correction Officers Training Academy provides comprehensive offerings in the various correctional subject areas for State and county correctional personnel. Initially, all newly hired Division personnel in non-uniformed titles receive a one-day orientation to the Division and its missions.

The Academy provides a three-week residential basic training program for newly hired or inexperienced State and county correction officers. Subjects offered include: the history and philosophy of corrections, the nature of inmate supervision, the correction officer's role and the care and rehabilitation of the offender. A one-week advanced training seminar is provided for experienced officers in which training is centered around the development of human relations skills as well as the provision of information on the latest developments in the Division. There are also four managerial course offerings which include line supervisory, middle management, sub-executive and executive training programs.

Included in the list of program offerings is a group of specialized subject areas which include: Human Relations; Minority Group Awareness; Spanish Language and Culture; First Aid Multimedia-Instructor Course; Cardiopulmonary Resuscitation; Firearms (NRA Instructors Course); Personal Defense and Physical Restraint; Inmate Rights; Legal Rights of Correctional Personnel; Investigation of the Crime Scene; Instructing Techniques and Training Methodology; Training for Training Officers.

Special Correction and Parole Services

CORRECTIONAL INFORMATION SYSTEM

A correctional information section in the Division of Correction and Parole provides statistical information for planning, budgeting, and research purposes. Special statistical studies undertaken include characteristics of selected offender subgroups and past trends and future projections in correctional population. Individual movement reports submitted by the institutions are tabulated into monthly, quarterly, and annual population movement worksheets which are printed out and stored in a computer. Trend tables for each complex of institutions, each major institution and each institutional unit are available on an ongoing basis and increase the volume and relevancy of available information concerning population movements in component units of the Division.

STATE LAW ENFORCEMENT PLANNING AGENCY TECHNICAL ASSISTANCE

The Division of Correction and Parole has been provided with a technical assistance grant to aid in the development of federally funded projects by the State Law Enforcement Planning Agency. The Agency reviews the Division's applications for grants and evaluates on-going projects for possible refunding.

Current State Law Enforcement Planning Agency projects in the Division include two community-based treatment centers; the planning, budgeting and research section with computer programs providing data on population movement and trend tables; the County Correction Officers Training School; special offender treatment services; vocational and academic education programs; the Office of Inmate Legal Services at the State Prison, Rahway; Correctional Master Plan; Disciplinary Hearing Program and the Community Resource Specialist Project.

INSPECTION AND CONSULTATION SERVICES

The Division of Correction and Parole is responsible by law for the annual visitation and inspection of all county jails, workhouses, and penitentiaries, county juvenile detention shelters and municipal police lock-ups. This function is carried out by the Bureau of Operations. The Bureau also inspects the physical plant and custodial operations of all Division institutions. Inspections are made to insure that facilities safely contain prisoners, provide the necessary comforts, provide due process and insure the separation of juveniles from adults. Consultation services are provided to local government units engaged in building or remodeling existing correctional facilities.

Special assignments in the Division carried out by the Bureau staff include surveys of custodial staff needs and special operational areas. The Bureau also provides inter-state escort for the return of parole violators and escapees to the jurisdiction of New Jersey. In addition, the Bureau is currently responsible for coordinating the transportation of inmates from three institutions to and from courts in the several counties.

INMATE SERVICES

Satellite units of the correctional institutions are located in places where inmate help may be utilized to the advantage of institutions and agencies other than those of the Division of Correction and Parole. Inmate services to mental hospitals and institutions for the mentally retarded include laundry, food service, maintenance, patient care and farming. In addition, services are rendered to the Department of Environmental Protection in parks and forestry projects. A regional laundry located at Rahway Prison and a regional bakery located at Leesburg Prison provide additional services for State institutions.

Division of Youth and Family Services

The Division of Youth and Family Services, described in greater detail in the section on the juvenile justice system, is an arm of the Department of Institutions and Agencies which provides social services to juvenile offenders through 18 district offices. The Division's two primary responsibilities in the juvenile justice system are placing juvenile offenders in treatment oriented residential facilities as an alternative to incarceration and providing parole supervision of children under age 14 released from correctional facilities, or those between 14 and 16 who can benefit from the social services of this agency. During Fiscal Year 1975, the Division had an average parole caseload of 365: 324 boys and 41 girls.

Since services to delinquent children and status offenders are not divorced from the Division's general child welfare services, it is not possible to indicate the number of children placed by this agency upon order of the juvenile court or the agency's budget for services rendered to juvenile offenders.

Forensic Unit

The forensic psychiatry unit 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 unit. The patient population, therefore, is limited to patients who require maximum security facilities because of their clinical condition or because they have come from State 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 the section. The physical plant used by the forensic psychiatry section unfortunately reflects an emphasis on security that was common at the time the plant was built. Because the Unit's population has been reduced, some space previously used in 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 the 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 the original institution as soon as the major symptoms that required the transfer are relieved. Patients committed under N.J.S.A. 2A:163-2 as having been found not guilty of the offense by reason of a mental condition, but still requiring hospitalization and treatment, are constantly evaluated for transfer to the civil section of Trenton State Hospital, or the psychiatric hospital serving the area of the person's residence. Availability for the continuation of the treatment program must be reported to the committing court and permission for such 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, electro-therapy, 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 and lack of privacy).

Diagnostic Center at Menlo Park

The Diagnostic Center provides outpatient psychiatric studies of individuals referred by courts or other public agencies. Inpatient treatment services concurrent with diagnostic studies of children were discontinued in Fiscal 1976. A new Adult Diagnostic and Treatment Center of 180 bed capacity was occupied in Fiscal 1976. Adjacent to Rahway State Prison, the Center provides treatment for sex offenders as well as diagnostic services for court-referred non-sex offender adults on an inpatient or outpatient basis.

Sex Offender Program

In 1949, a statute enacted by the New Jersey 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, N.J.S.A. 2A-164-3 was amended to include assault with intent to commit rape, carnal abuse or sodomy. If the offender is convicted, he or she is ordered to the Diagnostic Center for analysis not to exceed 60 days. Upon completion of the offender's physical and mental examination or 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 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 for specialized treatment for his aberrations. The court may choose to place the offender on probation with the requirement that he receive outpatient psychiatric treatment in a prescribed manner.

After diagnosis, the individual is placed in the Center adjacent to Rahway State Prison. He remains there until a determination is made as to which institution of the Department of Institutions and Agencies he will be sent to for recommended rehabilitation. He may remain as a resident of the Center and participate in the special program for sex offenders (142 sex offenders were in residential treatment at the end of FY 1975), or he may participate in the Center's outpatient program. More than 500 inpatients have been treated since the inception of the original Rahway Treatment Unit on May 15, 1967. During FY 1975, a total of 40 outpatients received treatment. The outpatient program is open to all expatients, regardless of release status. In addition to treating voluntary attendees, treatment is provided to patients who are required by parole conditions to attend the program. If his continued custody is an over-riding factor, he may be transferred to Trenton State Prison, or if he appears to be in need of specialized psychiatric services or is mentally retarded, he may be transferred to a mental hospital or institution for the retarded. The special classification review board is the component that reviews each sex offender's case twice per year and recommends either his continued confinement, parole or transfer to another institution. The board consists of five members who represent the various administrative agencies involved in treating sex offenders. Each chief executive of an 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 may recommend confinement or consideration for release on parole.

County Government Corrections

County government in New Jersey is responsible for administering county jails, penitentiaries and workhouses, juvenile detention centers, financing probation agencies and for implementation of the legislation pertaining to Juveniles in Need of Supervision (JINS) approved on December 14, 1973.

Jails

Each of New Jersey's 21 counties operates a jail for housing adult prisoners age 18 and over and juveniles at least 16 and less than 18 who are to be tried as adults. According to law, juveniles must be housed in quarters that are physically separated from adult quarters. The statutes also prohibit incarcerating juveniles under the age of 16 in any prison, jail, lockup or police station. The reasons for county jail confinement are as follows:

- 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 at least 16 and less than 18 years of age, awaiting court action, who will be tried as an adult;
- 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 for 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.

County Jail Employment and Expenditures in Selected High Crime/High Population Areas

JURISDICTION	FACILITY CAPACITY	TOTAL EMPLOYEES	EXPENDITURES FOR 1975	PER CAPITA EXPENDITURES
Bergen	175	46	$1,865,114	$2.0
	120 Annex	78		
Camden Co.	197	117	2,051,568	4.2
	73 Annex	31		
Essex Co.	626	323	5,027,222	5.4
Hudson Co.	234	84	1,603,000	2.6
Middlesex Co.	88	48	595,000	1.0
Monmouth Co.	315	113	1,459,234	3.0
Passaic Co.	238	100	1,498,077	3.2
Union Co.	258	93	1,363,169	2.5
City of Trenton	—	—	—	—
Total for All Counties in State	3,642	1,621	$22,865,876	$3.1

Sources: SLEPA Survey Jail Inspection Unit Reports (Based on inspections in 1975-1976)

Penitentiaries and Workhouses

Essex and Hudson Counties operate penitentiaries; Mercer and Middlesex operate workhouses. The county institutions incarcerate sentenced adults from the county and municipal courts most of whom participate in work programs that produce goods and services to support general county cooperatives. Funds provided by the State Law Enforcement Planning Agency have made possible the initiation of county correctional rehabilitation programs in a number of counties. Nineteen counties have implemented work release programs under the County Work Release Act which became operational in 1968. (This program is detailed in the Interaction Section).

The following chart delineates county penitentiary employment and expenditure data for 1975:

County Penitentiary and Workhouse Employment and Expenditures — 1975

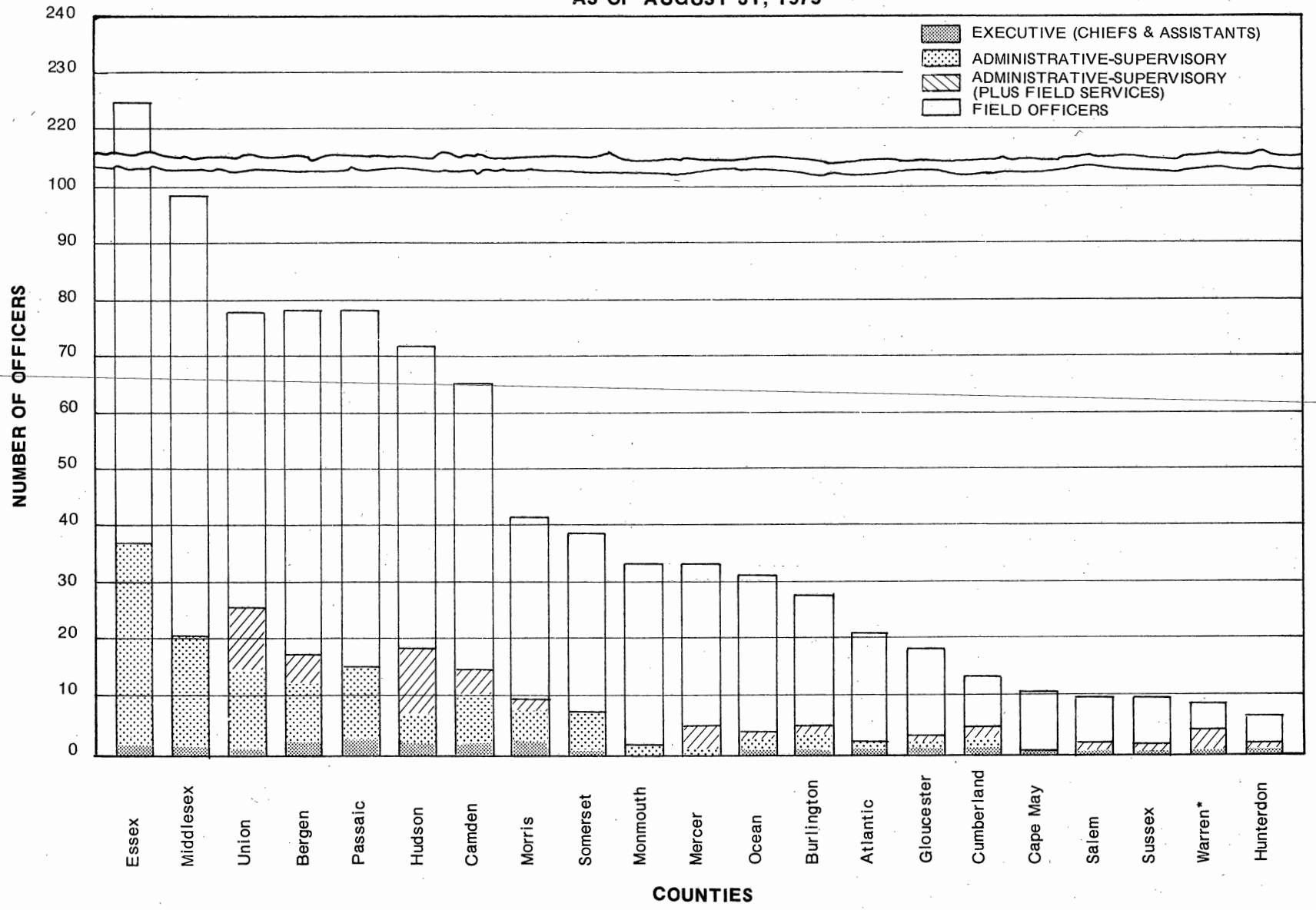
JURISDICTION	FACILITY CAPACITY	TOTAL EMPLOYEES	EXPENDITURES FOR 1975	PER CAPITA EXPENDITURES
Essex County Penitentiary	723	228	$4,780,855	$5.1
Hudson County Penitentiary	140	32	409,000	.7
Mercer County Workhouse	220	54	1,199,275	3.7
Middlesex County Workhouse	150	58	1,082,266	1.8
State Total — Penitentiaries	863	260	5,189,855	.7
State Total — Workhouses	370	112	$2,281,541	.3

Sources: Jail Inspection Unit Reports (based on inspections in 1975-1976) Local Criminal Justice Planners

Probation

In New Jersey, probation is part of a statewide court system with a single probation department established in each county to provide probation services to all courts in that jurisdiction, paid for out of county revenues. The County Court judges in each county appoint probation officers and fix their salaries. Clerical employees are appointed by the Chief Probation Officer, but their salaries are fixed by the Board of Chosen Freeholders. An Assistant Director for Probation in the State Administrative Office of the Courts serves as technical advisor to the various probation departments, coordinates programs and implementation of policy throughout the 21 jurisdictions, arranges for statewide seminars and training programs, and stimulates new programs, projects and procedures. In addition to supervising probationers, the probation departments conduct custody and other type investigations and prepare presentence reports in adult criminal matters for the courts.

PROBATION
DEPARTMENTAL ORGANIZATION BY FUNCTION
AS OF AUGUST 31, 1975



* Chief Probation Officer also supervises a caseload of probationers.
SOURCE: Probation Administrative Management System — Probation Research and Development

PROBATION PERSONNEL AND SALARY RANGES
September 1, 1974 to August 31, 1975

County	Chief Probation Officer				Assistant Chief Probation Officer				Principal Probation Officer I				Principal Probation Officer II				Senior Probation Officer				Probation Officer			
	* Total	Permanent Male	Permanent Female	Salary Ranges	* Total	Permanent Male	Permanent Female	Salary Ranges	* Total	Permanent Male	Permanent Female	Salary Ranges	* Total	Permanent Male	Permanent Female	Salary Ranges	* Total	Permanent Male	Permanent Female	Salary Ranges	* Total	Permanent Male	Permanent Female	Salary Ranges
Atlantic	1	0	0	$13,190–25,038	0	0	0		1	0	0	$12,330–23,405	1	0	0	$11,520–21,870	4	3	1	$10,600–19,985	14	6	2	$ 9,400–17,845
Bergen	1	1	0	23,981	1	1	0	$19,795	6	5	1	15,000–18,000	9	8	1	13,700–17,100	9	6	3	11,600–15,600	52	34	18	9,200–13,700
Burlington	1	1	0	14,700	0	0	0		0	0	0		3	2	1	12,700	7	6	1	10,200	17	8	9	8,600
Camden	1	1	0	22,000–27,500	1	0	0	$20,000–24,500	4	2	0	14,000–20,300	4	1	1	12,000–17,600	9	5	2	10,200–15,100	46	23	8	9,200–13,400
Cape May	1	1	0	15,925–21,079	0	0	0		0	0	0		0	0	0		4	4	0	10,264–13,719	6	2	2	9,975–13,081
Cumberland	1	1	0	13,863–20,843	0	0	0		1	1	0	11,313–17,011	3	3	0	10,573–15,898	2	1	1	9,877–14,852	7	3	0	9,232–13,882
Essex	1	0	0	24,389–32,125	5	5	0	17,860–23,488	9	9	0	16,012–21,067	22	20	1	14,414–19,032	75	58	16	12,822–17,122	110	81	16	11,710–15,595
Gloucester	1	0	1	16,800–22,400	0	0	0		0	0	0		3	1	1	12,500–17,400	3	3	0	10,800–15,000	11	7	2	9,400–12,900
Hudson	1	1	0	24,243	1	1	0	23,098	5	5	0	16,700–18,374	10	9	1	12,500–18,150	39	36	1	11,700–16,356	15	10	5	9,950–11,191
Hunterdon	1	1	0	14,589–19,443	0	0	0		0	0	0		0	0	0		2	1	1	11,223–15,039	4	1	3	9,556–13,074
Mercer	1	1	0	29,023	0	0	0		1	1	0	14,704–19,845	2	1	1	12,704–17,257	19	13	5	11,119–15,004	9	4	4	9,603–12,478
Middlesex	1	1	0	18,804–27,921	1	0	1	15,470–22,975	5	4	1	14,432–20,200	12	8	3	13,735–19,200	26	10	7	11,308–15,717	48	18	23	9,504–12,794
Monmouth	1	1	0	20,531–28,027	0	0	0		1	1	0	13,895–18,065	0	0	0		4	4	0	8,957–13,410	26	15	11	8,124–12,149
Morris	1	1	0	20,700–24,300	1	1	0	16,000–19,000	0	0	0		5	4	0	10,850–15,800	2	1	1	9,950–14,000	28	15	10	8,800–12,650
Ocean	1	1	0	20,000	0	0	0		1	1	0	18,000	1	1	0	16,000	7	6	1	12,000	24	11	6	10,000
Passaic	1	1	0	22,860–28,680	2	2	0	18,920–23,720	3	2	1	16,610–20,840	9	7	2	14,550–18,630	17	7	9	13,490–16,730	43	33	8	11,585–14,585
Salem	1	1	0	16,615–21,600	0	0	0		0	0	0		1	1	0	11,487–14,930	2	2	0	9,923–12,900	6	3	2	9,000–11,698
Somerset	1	1	0	25,000	0	0	0		2	2	0	13,930–19,457	5	5	0	13,916–18,039	8	7	1	11,013–15,348	23	16	7	10,155–14,149
Sussex	1	1	0	18,000	0	0	0		0	0	0		1	0	0	13,000–18,200	1	1	0	10,840–14,640	7	4	3	8,500–12,560
Union	1	1	0	19,850–22,350	2	2	0	17,350–19,850	3	3	0	16,350–18,850	8	7	1	15,350–17,850	21	17	4	11,750–15,750	43	25	17	10,750–14,750
Warren	1	1	0	14,947–20,176	0	0	0		0	0	0		1	0	1	12,296–16,601	3	2	0	11,152–15,058	4	2	2	9,633–13,007
TOTAL	21	18	1		14	12	1		42	36	3		100	78	14		264	193	54		543	321	158	
TOTAL ONE YEAR AGO	21	18	1		12	10	0		38	28	1		97	65	14		233	176	47		515	295	113	
PERCENT CHANGE FROM LAST YEAR	0	0	0		+17	+20	N/A		+11	+29	+200		+3	+20	0		+13	+10	+15		+5	+9	+40	

*Also includes provisional and temporary, excludes persons on leave.

Source: Probation Administrative Management System-Probation Research and Development

PROBATION

WORK VOLUME – INVESTIGATIONS COMPLETED

September 1, 1974 to August 31, 1975

County	Adult Presentence (Criminal) County & Superior Courts		Adult Presentence (Criminal) Municipal Court		Juvenile Predisposition Juvenile & Domestic Relations Court	Chancery Custody Superior Court	Domestic Relations Juvenile & Domestic Relations Court	Bail/ROR	Grand Jury	Work Release	Inter-State Compact	Other*
	Long Form	Short Form	Long Form	Short Form								
Atlantic	924	0	0	0	164	14	1	170	0	0	33	647
Bergen	601	758	152	429	553	253	2	54	262	1	20	1,194
Burlington	539	65	2	21	266	47	101	848	0	146	1	11
Camden	1,025	0	0	42	314	48	104	2,933	975	0	45	41
Cape May	309	0	0	2	213	11	68	94	0	30	7	323
Cumberland	452	6	0	9	287	23	686	0	0	33	0	390
Essex	2,439	24	43	545	311	203	166	2,388	948	7	72	252
Gloucester	207	9	0	87	157	6	57	256	180	0	6	606
Hudson	1,112	0	0	47	1,119	94	59	3,937	0	0	101	53
Hunterdon	94	80	0	8	40	22	5	3	0	0	14	3
Mercer	875	53	11	129	526	52	26	0	0	0	53	2
Middlesex	722	333	2	211	251	67	2,417	2,508	0	0	20	3,135
Monmouth	1,092	40	1	23	1,307	77	52	756	0	0	0	495
Morris	465	92	2	63	118	124	35	297	49	0	3	540
Ocean	431	13	4	133	294	73	37	126	0	1	10	19
Passaic	999	16	1	292	117	60	11	1,886	1,350	281	25	2,294
Salem	198	0	1	0	35	0	526	0	0	37	9	717
Somerset	249	75	3	54	506	41	97	603	0	0	57	1,346
Sussex	138	6	0	8	43	17	19	0	1	0	15	213
Union	1,782	0	90	0	455	58	1,518	1,125	0	0	0	13
Warren	94	48	2	12	61	23	4	8	0	0	0	42
TOTAL	14,747	1,618	314	2,115	7,137	1,313	5,991	17,992	3,765	536	491	12,336

*Includes Juvenile Detention Hearings, Public Defenders' Hearings and all other limited investigations.

Source: Probation Administrative Management System-Probation Research & Development.

WORK VOLUME – ADULT PROBATION SUPERVISION

September 1, 1974 to August 31, 1975

County	Beginning September 1, 1974				Added 1974-75				Transferred 1974-75				Terminated 1974-75				Remaining August 31, 1975			
	County and Superior Court (Criminal)	Municipal Court (Criminal)	Juvenile and Domestic Relations Court (Adult)	County Parole	County and Superior Court (Criminal)	Municipal Court (Criminal)	Juvenile and Domestic Relations Court (Adult)	County Parole	County and Superior Court (Criminal)	Municipal Court (Criminal)	Juvenile and Domestic Relations Court (Adult)	County Parole	County and Superior Court (Criminal)	Municipal Court (Criminal)	Juvenile and Domestic Relations Court (Adult)	County Parole	County and Superior Court (Criminal)	Municipal Court (Criminal)	Juvenile and Domestic Relations Court (Adult)	County Parole
Atlantic	387	66	0	0	417	140	1	0	54	7	0	0	272	73	0	0	478	126	1	6
Bergen	1,551	561	41	0	888	857	1	0	117	20	1	0	979	700	12	0	1,343	698	29	0
Burlington	493	55	184	0	432	84	160	0	158	5	0	0	380	53	165	0	387	81	179	0
Camden	1,310	738	236	0	701	680	23	0	174	93	0	0	522	442	77	0	1,315	883	182	0
Cape May	483	41	0	0	214	26	0	0	19	0	0	0	193	33	0	0	485	34	0	0
Cumberland	265	52	0	0	240	120	0	0	40	5	0	0	93	65	0	0	372	102	0	0
Essex	3,339	2,210	1,880	32	1,769	2,259	570	14	177	15	0	0	2,200	2,203	892	40	2,731	2,251	1,558	6
Gloucester	268	76	26	0	201	101	0	0	27	2	0	0	119	76	0	0	323	99	26	0
Hudson	1,878	794	0	0	829	517	0	0	193	14	0	0	671	585	0	0	1,843	712	0	0
Hunterdon	106	19	1	0	151	13	7	0	38	0	0	0	75	15	1	0	144	17	7	0
Mercer	808	314	0	0	621	363	0	0	73	6	0	0	532	330	0	0	824	341	0	0
Middlesex	1,363	373	9	0	883	822	26	0	324	145	1	0	496	332	3	0	1,426	718	31	0
Monmouth	1,097	139	0	0	619	91	0	0	108	4	0	0	516	114	0	0	1,092	112	0	0
Morris	510	167	181	0	377	177	20	0	97	19	0	0	222	157	38	0	568	168	163	0
Ocean	584	84	0	0	326	155	0	0	41	2	0	0	285	110	0	0	584	127	0	0
Passaic	1,071	525	865	0	659	543	85	0	96	46	12	0	679	478	327	0	955	544	611	0
Salem	186	9	126	0	139	15	77	0	46	6	0	0	77	4	43	0	202	14	160	0
Somerset	315	106	0	0	237	202	0	0	96	32	0	0	119	105	0	0	337	171	0	0
Sussex	123	27	0	0	124	16	0	0	41	7	0	0	62	18	0	0	144	18	0	0
Union	1,211	609	674	0	1,451	845	664	0	404	54	20	0	1,003	761	838	0	1,255	639	480	0
Warren	73	47	0	0	90	79	0	0	28	4	0	0	41	64	0	0	94	58	0	0
TOTAL	17,421	7,012	4,223	32	11,368	8,105	1,634	14	2,351	486	34	0	9,536	6,718	2,396	40	16,902	7,913	3,427	6

Source: Probation Administrative Management System-Probation Research & Development.

WORK VOLUME – PROBATIONERS TRANSFERRED
September 1, 1974 – August 31, 1975

County	Transfer Persons Sent: Other Counties		Transfer Persons Sent: Other States		Returned Transferred Persons*		Total	
	** Adult	*** Juv.	** Adult	** Juv.	** Adult	*** Juv.	** Adult	*** Juv.
Atlantic	19	3	23	3	19	1	61	7
Bergen	63	1	39	9	36	11	138	21
Burlington	65	13	90	9	8	4	163	26
Camden	112	6	132	13	23	7	267	26
Cape May	7	8	10	14	2	0	19	22
Cumberland	18	9	5	9	22	2	45	20
Essex	52	4	32	3	108	11	192	18
Gloucester	13	5	7	3	9	4	29	12
Hudson	101	7	72	9	34	2	207	18
Hunterdon	16	2	18	0	4	0	38	2
Mercer	47	5	32	8	0	0	79	13
Middlesex	406	32	4	13	60	3	470	48
Monmouth	46	12	31	2	35	2	112	16
Morris	46	11	22	16	48	2	116	29
Ocean	6	4	7	1	30	8	43	13
Passaic	59	3	48	14	47	3	154	20
Salem	15	10	18	4	19	6	52	20
Somerset	98	7	14	3	16	0	128	10
Sussex	13	3	11	1	24	5	48	9
Union	265	6	116	4	97	6	478	16
Warren	9	5	18	11	5	5	32	21
TOTAL	1,476	156	749	149	646	82	2,871	387

* Persons previously transferred to another jurisdiction returned for termination.

** Includes adults from County & Superior Courts (Criminal), Municipal Court (Criminal), Juvenile & Domestic Relations Court (Adult).

*** Includes Juveniles, both Delinquents and JINS, from Juvenile & Domestic Relations Court.

Source – Probation Administrative Management System-Probation Research & Development.

WORK VOLUME – PROBATIONERS TERMINATED
September 1, 1974 – August 31, 1975

County	Discharge Completed Term		Discharge Violation of Probation		Discharge New Offense		Discharge Deceased		Absconder Discharge		Discharge Other*		Total	
	** Adult	*** Juv.	** Adult	*** Juv.	** Adult	*** Juv.	** Adult	*** Juv.	** Adult	*** Juv.	** Adult	*** Juv.	** Adult	*** Juv.
Atlantic	276	155	26	1	16	52	4	1	21	8	2	10	345	227
Bergen	1,533	464	90	2	28	9	11	2	24	3	5	0	1,691	480
Burlington	376	298	16	1	2	14	6	0	4	2	194	15	598	330
Camden	791	396	34	3	33	45	20	2	0	2	163	197	1,041	645
Cape May	220	180	4	1	0	0	0	0	1	0	1	1	226	182
Cumberland	137	388	5	4	5	9	1	1	9	3	1	0	158	405
Essex	2,562	836	385	20	182	55	50	5	989	8	1,127	256	5,295	1,180
Gloucester	181	123	1	0	5	0	0	0	0	1	8	5	195	129
Hudson	1,041	673	59	6	43	43	11	1	42	23	60	0	1,256	746
Hunterdon	87	62	0	2	2	1	1	0	1	1	0	1	91	67
Mercer	757	606	48	17	27	331	5	1	0	0	25	56	862	1,011
Middlesex	436	561	45	2	17	22	5	7	107	9	221	63	831	664
Monmouth	540	697	43	31	18	45	8	2	14	0	7	7	630	782
Morris	249	227	11	0	9	0	2	0	7	3	139	9	417	239
Ocean	375	387	11	11	3	16	5	0	0	1	1	3	395	418
Passaic	703	977	191	16	15	26	11	0	46	12	518	65	1,484	1,096
Salem	97	38	3	2	1	3	0	0	5	1	18	25	124	69
Somerset	175	213	9	2	2	4	3	0	6	0	29	10	224	229
Sussex	60	44	1	0	0	0	2	11	17	0	0	0	80	55
Union	1,433	332	111	5	75	4	14	1	80	2	889	1	2,602	345
Warren	74	84	9	10	2	3	0	0	15	0	5	5	105	102
TOTAL	12,103	7,741	1,102	136	485	682	159	34	1,388	79	3,413	729	18,650	9,401

* Primarily early terminations.
** Includes adults from County & Superior Courts (Criminal), Municipal Court (Criminal), Juvenile & Domestic Relations Court (Adult).
*** Includes juveniles, both Delinquents and JINS, from Juvenile and Domestic Relations Court.

Source: Probation Administrative Management System-Probation Research & Development.

PROBATION
WORK VOLUME – SUPERVISED COLLECTIONS
September 1, 1974 to August 31, 1975

County	Beginning September 1, 1974				Added 1974–1975				Transferred 1974–1975				Terminated 1974–1975				Remaining August 31, 1975			
	Superior Court Chancery–Matrimonial		Juvenile and Domestic Relations Ct.	Collections*	Superior Court Chancery–Matrimonial		Juvenile and Domestic Relations Ct.	Collections*	Superior Court Chancery–Matrimonial		Juvenile and Domestic Relations Ct.	Collections*	Superior Court Chancery–Matrimonial		Juvenile and Domestic Relations Ct.	Collections*	Superior Court Chancery–Matrimonial		Juvenile and Domestic Relations Ct.	Collections*
	Custody	Pay-Thru	Pay-Thru	Pay-Thru	Custody	Pay-Thru	Pay-Thru	Pay-Thru	Custody	Pay-Thru	Pay-Thru	Pay-Thru	Custody	Pay-Thru	Pay-Thru	Pay-Thru	Custody	Pay-Thru	Pay-Thru	Pay-Thru
Atlantic	0	1,017	2,862	16	0	199	891	19	0	3	3	0	0	7	85	12	0	1,206	3,665	23
Bergen	0	2,697	2,138	130	0	579	732	90	0	99	64	2	0	223	717	115	0	2,954	2,089	103
Burlington	0	1,719	3,458	48	0	314	919	54	0	12	44	0	0	37	325	25	0	1,984	4,008	77
Camden	0	2,017	4,932	880	0	269	984	295	0	5	8	3	0	26	968	141	0	2,255	4,940	1,031
Cape May	5	248	757	58	0	51	191	3	0	0	0	0	0	21	118	5	5	278	830	56
Cumberland	0	973	3,636	64	0	116	619	18	0	0	0	0	0	3	93	24	0	1,086	4,162	58
Essex	0	1,779	4,922	1,263	0	516	2,520	424	0	57	0	0	0	418	2,180	867	0	1,820	5,262	820
Gloucester	3	416	1,742	645	0	134	536	170	0	10	42	82	0	31	321	17	3	509	1,915	716
Hudson	0	3,465	11,375	86	0	456	1,350	43	0	0	0	0	0	113	5,009	43	0	3,808	7,716	86
Hunterdon	0	336	407	50	7	118	92	5	0	39	4	0	0	34	58	53	7	381	437	2
Mercer	0	192	79	187	0	12	84	141	0	0	0	0	0	50	52	148	0	154	111	180
Middlesex	0	2,849	2,419	40	0	643	593	80	0	120	34	0	0	125	464	54	0	3,247	2,514	66
Monmouth	0	3,526	2,951	0	0	555	352	0	0	74	3	0	0	83	260	0	0	3,924	3,040	0
Morris	99	1,211	1,256	74	49	297	361	39	0	94	32	0	7	257	350	42	141	1,157	1,235	71
Ocean	0	1,521	1,595	28	0	420	549	41	0	34	31	0	0	259	471	46	0	1,648	1,642	23
Passaic	0	1,437	2,540	114	0	368	661	62	0	78	4	0	0	358	1,478	51	0	1,369	1,719	125
Salem	0	206	563	0	0	45	140	3	0	0	0	0	0	12	54	1	0	239	649	2
Somerset	0	823	330	0	0	280	129	0	0	66	12	0	0	56	32	0	0	981	415	0
Sussex	18	581	986	0	73	111	420	0	3	22	16	0	74	60	564	0	14	610	826	0
Union	0	1,853	2,935	0	0	376	1,262	0	0	110	3	0	0	418	1,345	0	0	1,701	2,849	0
Warren	0	385	766	86	0	136	282	112	0	13	46	0	0	73	188	131	0	435	814	67
TOTAL	125	29,251	52,649	3,769	129	5,995	13,667	1,599	3	836	346	87	81	2,664	15,132	1,775	170	31,746	50,838	3,506

*Includes persons paying Municipal Court Pay-Thru, fines, restitutions and court costs through the probation department.

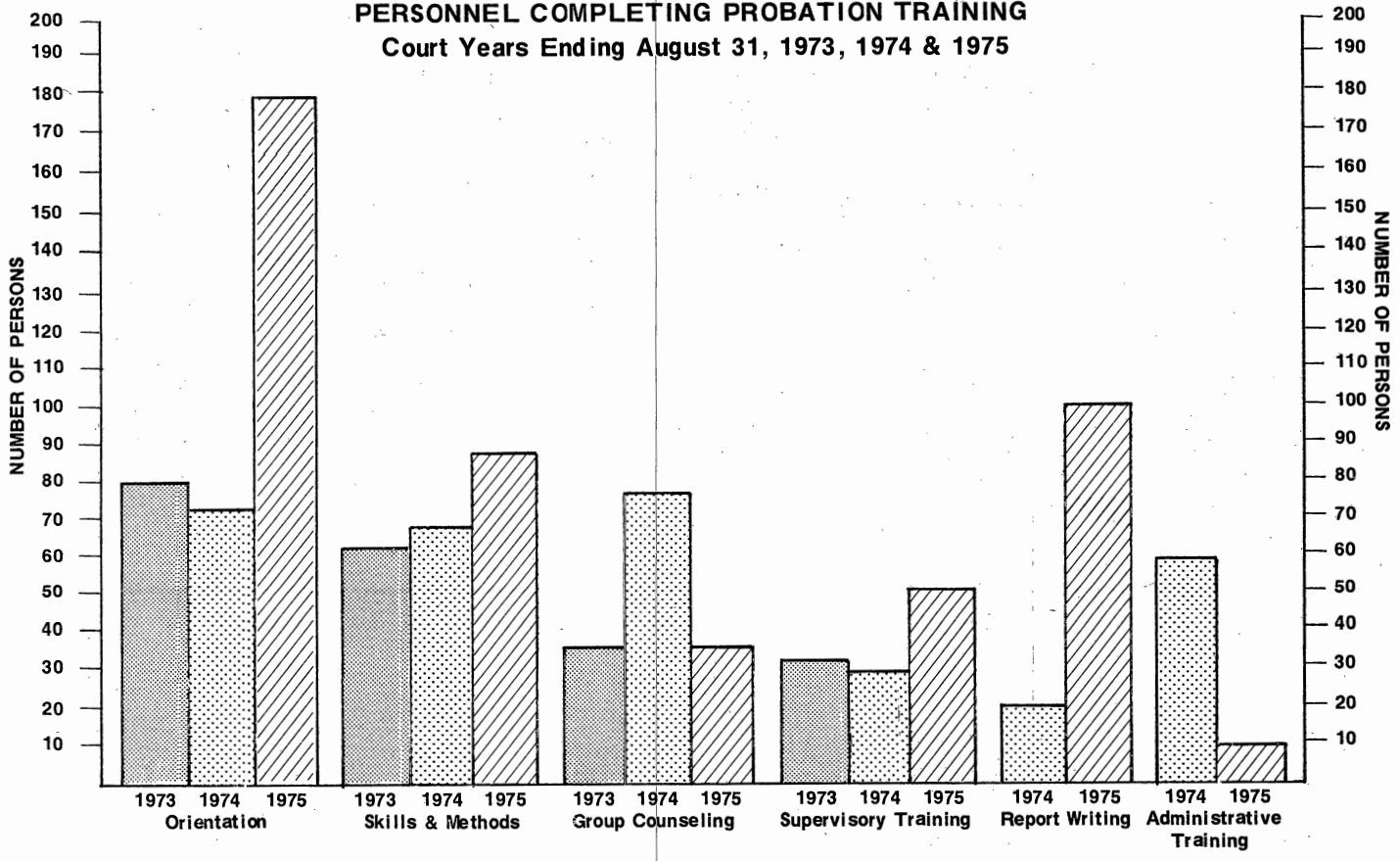
Source: Probation Administrative Management System-Probation Research & Development.

PROBATION
WORK VOLUME – SUPERVISED COLLECTIONS
September 1, 1974 to August 31, 1975
(Monies Collected)

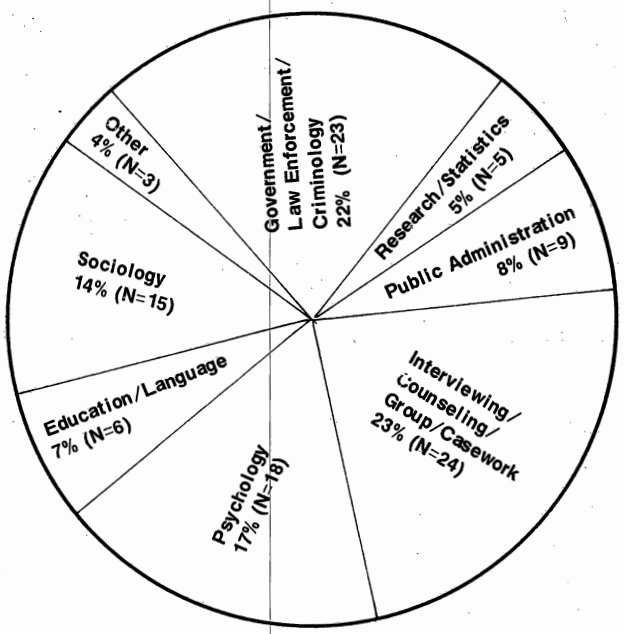
County	Support and Alimony	Court Costs and Fines	Restitutions	Total
Atlantic	$ 1,587,468.63	$ 55,310.80	$ 16,572.60	$ 1,659,352.03
Bergen	6,511,720.01	116,963.50	29,587.26	6,658,270.77
Burlington	3,394,092.81	95,713.97	14,273.32	3,504,080.10
Camden	5,409,113.44	72,485.56	39,124.30	5,520,723.30
Cape May	800,964.25	29,496.19	8,866.23	839,326.67
Cumberland	1,730,570.65	82,229.01	11,951.22	1,824,750.88
Essex	7,163,995.92	430,493.39	92,380.20	7,686,869.51
Gloucester	2,326,438.25	19,219.02	1,436.61	2,347,093.88
Hudson	5,762,154.68	154,436.60	57,733.25	5,974,324.53
Hunterdon	929,980.80	18,500.85	4,700.75	953,182.40
Mercer	3,651,101.08	71,096.18	19,335.77	3,741,533.03
Middlesex	5,841,658.77	46,659.01	36,635.36	5,924,953.14
Monmouth	5,360,340.49	140,280.42	5,281.28	5,505,902.19
Morris	3,731,894.25	65,105.68	29,602.96	3,826,602.89
Ocean	3,151,245.01	41,413.00	18,357.96	3,211,015.97
Passaic	3,230,808.07	117,893.83	20,953.01	3,369,654.91
Salem	835,262.07	34,894.08	7,639.58	877,795.73
Somerset	1,985,178.92	26,386.75	961.00	2,012,526.67
Sussex	933,466.51	19,848.29	3,260.18	956,574.98
Union	4,654,285.57	265,674.08	46,649.10	4,966,608.75
Warren	1,192,053.31	3,995.00	7,385.36	1,203,433.67
TOTAL	70,183,793.49	1,908,095.21	472,687.30	72,564,576.00
TOTAL ONE YEAR AGO	68,195,902.92	1,987,005.49	435,746.99	70,618,655.40
PERCENT CHANGE FROM LAST YEAR	+2.9	−4.0	+8.5	+2.8

Source: Probation Administrative Management System
Probation Research and Development

PERSONNEL COMPLETING PROBATION TRAINING
Court Years Ending August 31, 1973, 1974 & 1975



PROBATION EDUCATION SCHOLARSHIP FUNDING
September 1, 1974 to August 31, 1975



N-106 Courses

Source: Probation Training

PROBATION
SUMMARY OF APPROPRIATIONS

County	County Appropriations (Calendar Year 1975)				State Law Enforcement Planning Agency & Other Sources (Projects in operation during Court Year 1974-75)			
	Salaries and Wages	Materials and Supplies	Services (Other Than Personal)	Total	Salaries and Wages	Materials and Supplies	Services (Other Than Personal)	Total
Atlantic	$ 453,786	$ 4,653	$ 13,976	$ 472,415	$ 55,852	$ 1,100	$ 11,236	$ 68,188
Bergen	1,419,913	22,925	69,450	1,512,288	271,918	2,980	59,719	334,617
Burlington	534,139	26,700	36,000	596,839	21,328	1,000	13,150	35,478
Camden	1,056,738	48,200	84,400	1,189,338	245,244	29,761	3,128	278,133
Cape May	264,786	17,800	37,050	319,636				
Cumberland	264,696	20,000*		284,696	22,000	5,359*		27,359
Essex**	4,515,359	28,863	282,367	4,826,589	171,397	6,173	33,153	210,723
Gloucester	417,006	19,720	18,400	455,126				
Hudson	1,430,000	8,200	39,100	1,477,300	8,136	1,310	3,850	13,296
Hunterdon	127,620	26,800*		154,420				
Mercer	779,725	65,190*		844,915				
Middlesex	1,724,100	84,542	118,111	1,926,753				
Monmouth	538,813	50,400	26,000	615,213				
Morris	770,775	26,870	72,440	870,085				
Ocean	460,000	80,000*		540,000				
Passaic	1,800,457	16,950	76,330	1,893,737	151,404	6,602	56,268	214,274
Salem	179,000	4,300	21,700	205,000				
Somerset	763,533	34,900	39,950	838,383				
Sussex	196,180	26,650*		222,830				
Union	1,778,798	27,045	99,139	1,904,982	45,780	600	4,705	51,085
Warren	201,961	23,665*		225,626				
TOTAL	19,677,385	664,373	1,034,413	21,376,171	993,059	54,885	185,209	1,233,153

* Figure also includes services other than personal.
** Additional operating expenses paid out of county budget and not specifically attributed to probation.

Source: Probation Administrative Management System-Probation Research & Development.

Municipal Government Corrections

Corrections at the municipal level in New Jersey consists of the police lockup. There are 290 police lockups throughout the State. Each lockup accommodates from one to over 50 persons temporarily detained pending municipal court hearings. These persons are considered to represent a danger to themselves or others, or are unable to post bail. Usually, prisoners are kept in the municipal police lockup only for a night or weekend, although some prisoners may be kept longer if special circumstances warrant (i.e., overcrowded conditions in the county jails). Since municipal lockup detention is for a very limited period, there are no correction programs or social services rendered at this level.

Special Facilities

The New Jersey Association on Correction (NJAC) is a private, non-profit citizen's organization involved in research, information, citizen action and direct service projects with the expressed purpose of ameliorating the conditions of inmates and their families, promoting education and arousing the interest of citizens of New Jersey in correctional programs.

The Citizens Action Division of NJAC monitors administration and budgets of key State agencies, coordinates research, develops positions on critical issues and developments and is responsible for communications. It also supervises the work of citizen action groups pursuing Association objectives and goals at the county level.

The Morrow Projects Division of NJAC develops and operates institutional, residential and community programs for offenders and releasees. Since its inception more than 9,000 men and women have received service. The programs are based on the belief that recidivism can be reduced through a comprehensive program of social rehabilitation directed specifically toward assisting offenders to overcome deficiencies, become employable and re-enter society as useful citizens.

Clinton House in Mercer County and Sanford Bates House in Middlesex County are community-based residential centers for adult releasees, parolees, probationers, pre-releasees and court diverted offenders from within these counties. The centers provide a structured environment in which residents gradually resume control of their lives in progressive, measured steps. Minimum stay is three months with the goal of integrating residents into the community and not keeping them dependent on the center.

Staff at offices in both centers provide non-residential service for adults who have been incarcerated and need professional guidance. Emphasis is placed on job development and placement. The Sanford Bates House office is also a Manpower Service Center, coordinating development and placement efforts in Middlesex County with on-loan staff from county and State agencies.

MW2 volunteers a sponsorship project, screens, orients and trains volunteers who are carefully matched with inmates at all State correctional institutions to provide pre-release and readjustment services on a one-to-one basis, backed by a full service staff. This program is statewide.

The Citizens Action Division of NJAC is funded by private contributions and foundation grants. The Morrow Projects Division is currently funded by the United States Office of Economic Opportunity, New Jersey Department of Community Affairs, State Law Enforcement Planning Agency, Mercer and Middlesex County Boards of Freeholders, United States Bureau of Prisons, New Brunswick Presbytery and private contributions.

INTERACTION AMONG CRIMINAL JUSTICE AGENCIES AND WITH RELATED PLANS, PROGRAMS AND SYSTEMS

Interaction by the Police

The criminal justice system has three separately organized components—the police, the courts and corrections—and each has distinct roles. However, these components are by no means functionally independent. In fact, interaction and cooperation among the components of the criminal justice system has become the most effective weapon in the fight to reduce crime. The police community in New Jersey has recognized that its duties and responsibilities necessitate a high degree of cooperation and interaction with all levels of government. The need for interaction has manifested itself through both formal and informal agreements among the State's law enforcement agencies. For example, the cooperative exchange of information concerning the movement of known criminals has become commonplace. Joint investigations and pooling of information have resulted in the solution of major crimes. In the area of communications, local police departments share their transmitting facilities with surrounding police departments, rescue agencies, medical examiners and other specialized and related agencies. Special juvenile squads are working hand-in-hand with the juvenile court and social service agencies. State, county and local law enforcement agencies cooperate with local boards of education and school systems in driver education and safety programs. In 1973, the Interlocal Services Act was passed which

included incentives for inter-municipal arrangements for the provision of law enforcement services. In Fiscal 1975, the Division of Local Government Services in the Department of Community Affairs approved funding in the amount of $93,000 for two township police departments to provide police services to the neighboring boroughs.

Interstate Level

On the interstate level, New York and New Jersey cooperate in enforcing the law in the Port of New York District. The Waterfront Commission, described in detail later in this section, is concerned with the violation of federal laws in the District, while the Port Authority of New York and New Jersey is concerned with the violation of State and local laws and ordinances.

The Port Authority of New York and New Jersey is a self-supporting corporate agency of the two States. It was created by the Port Compact of 1921 to plan, develop and operate terminal, transportation and other facilities of commerce within the Port District, and its projects and activities fall within the general fields of air transportation, land transportation, water transportation and world trade.

The facilities operated by the Port Authority include six tunnels and bridges, a regional system of four airports and two heliports, seven marine terminals, four rail and bus commuter facilities, including PATH, a modernized commuter rail system wholly owned and operated by the Port Authority, two union motor truck terminals, and the World Trade Center.

The Port Authority is also responsible for promoting and protecting the commerce of the Port. To carry out this function, the Port Authority engages in studies on all matters related to the future of transportation and the need for transportation facilities in the Port District; represents the interests of the Port before various federal regulatory agencies, and carries out a program of port promotion and trade assistance.

From its modest beginnings a half-century ago, the Port Authority has become an organization of more than 7,900 employees, including a Police Force of 1,224 (considerably up from the 225 man force originally assigned to the Holland Tunnel in 1930). The Port Authority's rail and bus commuter facilities currently serve more than 400,000 passengers per day, and its Marine Terminal facilities handle approximately 70% of the water-borne freight tonnage moving through the Port of New York.

At the apex of the Port Authority's organization is the Board of Commissioners. Port Authority Commissioners are appointed by the Governors of New York and New Jersey—six from each state—to serve overlapping terms of six years, thus assuring a continuity of policy and planning. The Commissioners have delegated substantial authority to their chosen Executive Director for the day-to-day management of the organization.

The line departments are responsible for assuring the overall success of a group of facilities concerned with a specific mode of transportation, terminal or trade activity. These line departments are as follows: the Aviation, Marine Terminals, Rail Transportation, Terminals, Tunnels and Bridges and World Trade Departments.

The staff departments possess specialized skills needed for providing policy planning, advice, evaluation and administrative and technical services to the rest of the organization. These staff departments include the following: The Comptroller, Engineering, General Services, Law, Management Services, Medical, Personnel, Planning and Development, Public Affairs and Treasury.

The Police Division now reports to the Director of Administration. For 21 years, since 1952, it had been part of the Operations Services Department, a staff group abolished in November, 1973, and whose major functions were re-distributed among existing line and staff departments. Prior to 1952, the Police function was the responsibility of the Director of Operations. Expenditures for the Police Division totalled $6,149,000 in 1975. Total Port Authority expenditures for the year were $763,851,000.

As of December 31, 1974, Port Authority Police were assigned as follows:

Police Division (includes Division Staff, Police Academy, Central Reserve Pools, and the Investigation Unit)		206
Aviation Department		533
John F. Kennedy Airport	276	
LaGuardia Airport	129	
Newark Airport	128	
Marine Terminals Department		30
N.Y. Marine Terminals	6	
N.J. Marine Terminals	24	
Rail Transportation Department		50
PATH	50	
Terminals Department		59
Port Authority Bus Terminal	59	
George Washington Bridge Bus Station (Staffed by the George Washington Bridge, but handled as a separate New York City Unit.)	—	
Tunnels and Bridges Department		306
George Washington Bridge	57	
Holland Tunnel	86	
Lincoln Tunnel	121	
Staten Island Bridges	42	
World Trade Department		40
World Trade Center	40	
TOTAL:		1,244

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 Control 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; 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 investigations of possible homicide. The six units of the Forensic Services Bureau of the Division of State Police also cooperate with other components of the criminal justice system. The services of the units within this Bureau are available to all law enforcement agencies in the State without charge and include expert testimony in court.

The State Police Investigations Section renders services to all law enforcement agencies in the areas of general criminal investigation, auto theft, narcotics, polygraph, private detectives, subversion, liquefied petroleum gas, race track, undercover work, telephone toll unit, human relations and organized crime investigation in special cases. In 1966, the New Jersey Legislature approved 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 information 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 Academy offers basic, advanced and specialized training for law enforcement personnel throughout the State. In addition to the extensive training given to members, the New Jersey State Police Academy at Sea Girt provides resident courses ranging from pre-service and in-service training to advanced administration for local police. Members of other State agencies, such as the Department of Defense and the Department of Environmental Protection, are also trained at this academy. In addition, the staff of the State Police Academy serve as visiting lecturers for the 15 county police academies in the State. The New Jersey State Police conduct a larger variety of police training courses than any similar organization in the nation. In 1967, at the direction of the Governor and in cooperation with the State's Department of Defense, 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 information changes and revisions in motor vehicle and traffic laws. The Division supplies current information on revoked drivers' licenses to all units of local enforcement and furnishes instructors for the 15 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 proposed 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 staff to the Motor Vehicle Division in the title files section to check on all suspicious titles in New Jersey. If the Motor Vehicle Division is unable to locate persons with revoked drivers' licenses or registrations, the State Police lends assistance. 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. During 1976, the State Police gave assistance to a great many local police departments in all phases of investigation. Undercover investigations, supporting field investigations and resulting arrests were performed by the State Police to reinforce local efforts.

Local Level

On the county level, the major portion of interaction by police officials occurs with the offices of the sheriff and the prosecutor.

The sheriff is 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 system of courts, corrections and police. The duties of the sheriff are varied. He provides custodial facilities in the majority of the 21 counties for arrestees 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 asstance from local police in most investigations in preparation for trial. The county detectives who are members of the prosecutor's staff work closely with the police in all investigations.

Local police assist the State Police by providing arrest information and 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, such as dispatching available cars to assist neighboring towns.

In addition to participating in various community functions, members of the State Police provide instruction and safety services to students and parents through the school safety patrol. The State Police also sponsor Trooper Youth Week, a one-week camping experience for high school students at the State Police Academy in Sea Girt. The week is designed to give students an insight into police-community relations.

Many prosecutors' offices have organized intra-county law enforcement squads that engage in gambling and narcotics investigation and undercover work. Each municipality contributes one or more police officers to the squad, which works under the direction of the prosecutor. The officers are given special training at county expense, but the cost of their salaries is borne by the contributing municipalities. The squads also 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, squad personnel are assigned to tasks within the county but outside their own municipalities. Raids or arrests resulting from their investigations are made by the regular county prosecutor office detectives. State Law Enforcement Planning Agency funds have been utilized to establish a number of these intra-county units.

Interaction by the Courts

Most criminal matters in New Jersey are tried in State courts. Violations of federal laws and regulations are tried, however, in the U.S. District Court of New Jersey. These may include such federal crimes as kidnapping, bank robbery, counterfeiting, interstate transportation of narcotics, stolen cars or stolen documents and civil rights matters. The federal courts also handle many types of civil cases, generally dealing with matters of an interstate nature. The U.S. Court for the District of New Jersey hears federal cases arising within the State or in other federal jurisdictions. Its judges sit in Newark, Camden, and Trenton. In addition, the federal government has established a system of magistrates, all of whom must be lawyers, to replace the post of U.S. Commissioner. These magistrates handle federal misdemeanors, issue warrants, set bail and hold court for traffic violations on government reservations and preside over preliminary hearings and trials for offenses more serious than misdemeanors. The commissioners were paid on a fee basis while a magistrate receives an annual salary. The Third Circuit Court of Appeals sits in Philadelphia, usually in three-judge panels, and hears appeals from New Jersey and several other U.S. District Courts. Appeals are made from decisions in the District Courts or from orders by federal quasi-judicial administrative agencies, such as the Federal Trade Commission. The U.S. Supreme Court hears appeals from the courts of appeal and from the highest state courts, such as the Supreme Court of New Jersey.

State Level

Interaction of the courts with various state and local agencies depends upon the case before the court. In juvenile matters, the county prosecutor represents the State at formal hearings. The accused is represented by either retained counsel, counsel assigned by the court, or the Office of the Public Defender. In any juvenile case where the interest of justice requires it, the court may 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 also may request reports from the Division of Youth and Family Services. Parole personnel of the State 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 sentence.

The probation departments, under the supervision of the County Court judges, perform investigative functions. Pre-sentence reports deal not only with the defendant as an offender, but contain information about his normal societal roles; i.e., employee, 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 the offense was committed, the court will order institutional treatment. If the defendant was not insane when the offense was committed but is at the time of the trial, and cannot cooperate with counsel, then institutional treatment will be ordered.

Interaction by Correction Agencies

The Division of Correction and Parole and its units interact with a number of agencies and organizations on the federal, interstate, State and local levels. The interaction is broad in scope, covering the rendering and procurement of all possible services, programs and facilities that may improve correctional practices. Some arrangements are firmly rooted in New Jersey law while others have grown through the co-

operative efforts of various agency administrators. Other arrangements exist due to funded program provisions.

Federal Level

The Garden State School District of the Department of Institutions and Agencies is the recipient of federal funds to develop and implement programs in adult education, vocational education training, as well as elementary and secondary education and various supportive educational activities in the State's correctional institutions in conjunction with the Division of Correction and Parole. Legislation establishing a school district in the Department of Institutions and Agencies to be administered by a superintendent was enacted in Fiscal Year 1973. The School District enables institutions to take advantage of broader funding arrangements at the State and federal levels with more specialized educational opportunities being developed. Under Title I of the Elementary and Secondary Education Act, federal funds totalling $3,891,672 were received in 1975. Funds helped establish such programs as learning disabilities, developmental reading, speech correction therapy, guidance counseling and in-service training for educational staff. Other programs established were: special classes for emotionally disturbed, enrichment of physical education and recreational programs, programmed instruction, independent study for selected youths and continuation of academic programs during summer months. Under Title III of the Adult Basic Education Act, funds were received for improvement of adult basic education. The total allocation for 1975 was $68,775. The State correctional institutions are recipients of funds under the Comprehensive Employment and Training Act of 1973. In Fiscal 1975, $1,250,000 was received. General Educational Development funds totalling $116,200 were received.

The Division of Correction and Parole, with the aid of State Law Enforcement Planning Agency funding, is actively developing a third major alternative in dealing with offenders. In addition to outright probation and incarceration, the new alternative is supervised community residence.

The Newark Community Service Center, which houses up to 50 men, provides the opportunity for selected offenders from the prison and youth correctional institutional complexes to re-enter the community. The center provides offenders with involvement in a continuing program of counseling, individual and group guidance, as well as related services in addition to an aggressive program of vocational guidance, job finding and job referral help. The objective is to encourage the residents to develop secure family and community relationships so that they may successfully cope with the problems confronting released offenders. The transition period between living in the controlled setting of the program and returning to full individual freedom in the community under parole supervision averages three to four months. Counseling at the community service center may also involve referral to outside resources such as the family service agencies. Pre-release counseling and pre-parole preparation are given each resident prior to release from the center. Major efforts are made to re-establish family relations in instances where these relationships have atrophied. A crisis intervention program is maintained on a seven-day-a-week, 24-hour-a-day basis for parolees, ex-inmates and their families. There were 114 admissions to the Newark Community Center during Calendar 1975.

The Camden Community Service Center, which is funded primarily through Title XX of the Federal Social Security Act, became operational in the Spring of 1976. Operating costs for a 12-month period will total $190,000. The program has two components designed to provide services to two distinct client populations. The pre-release program will afford approximately 20-25 adult inmates within six months of parole the opportunity to reside in a transitional house in the community, obtain a full or part-time job and receive a wide range of Social Services to aid them in preparing for their return to the community. The alternate care component will provide counseling and other social services to 20 young adult offenders as an alternative to institutionalization.

Interstate Level

The New Jersey State Correctional System is directly involved in the improvement of law enforcement through its membership in the Interstate Compact, N.J.S.A. Ch. 41. At the present time the State is a member of this compact for the supervision of parolees and probationers, out-of-state incarceration, the compact on juveniles, and the agreement on detainers. The Interstate Compact for the Supervision of Parolees and Probationers is a legally binding agreement sanctioned by the Uniform Enabling Act of 1937. It provides that all of the states, and Puerto Rico and the Virgin Islands, may serve as each other's agents in the supervision of certain parolees and probationers so that they may move to better rehabilitative environments outside the state without losing the advantages of supervision or escaping from the jurisdiction of the state in which they were sentenced. The Compact has the consent of Congress and its constitutionality has been firmly established in numerous court decisions. New Jersey is also a member of the Out-of-State Incarceration Amendment, N.J.S.A. Ch. 83, which supplies an additional tool for more effective interstate cooperation in the field of parole and probation supervision. The amendment applies only when the conduct of

a parolee or probationer being supervised under the compact indicates that incarceration or reincarceration is desirable. The appropriate authorities of the sending state may decide to cause the return of the violator (the remedy available under the basic compact), or they may decide to secure the violator's confinement in a correctional institution within the receiving state (the additional alternative provided by the amendment). In effect, the correctional facilities available to any state which has ratified the amendment are increased because violators being supervised under the compact may be incarcerated in either sending or receiving states. New Jersey is a member of the Interstate Compact on Juveniles, N.J.S.A. Ch. 55. This compact provides for the return to their home state of runaways who have not as yet been adjudged delinquent' provides for the return of absconders and escapees to the state from which they absconded or escaped; permits out-of-state supervision of a dependent juvenile who should be sent to some state other than where he got in trouble and who is eligible for probation or parole; and authorizes agreements for the cooperative institutionalization of special types of delinquent juveniles such as psychotics and the facilities or programs available for the care, treatment or rehabilitation of such juveniles. New Jersey is also a member of the Interstate Compact Agreement on Detainers, N.J.S.A. Ch. 12. This agreement makes the clearing of detainers possible at the insistence of a prisoner. It gives him no greater opportunity to escape just convictions, but it does provide a way for him to test the substantiality of detainers placed against him to secure final judgement on any indictments, informations or complaints outstanding against him in other jurisdictions. The result is to permit a prisoner to secure a greater degree of knowledge of his own future and to make it possible for the prison authorities to provide other plans and programs for his treatment. The agreement also provides a method whereby prosecuting authorities may secure prisoners incarcerated in other jurisdictions for trial before the expiration of their sentences. At the same time, a governor's right to refuse to make the prisoner available (on public policy grounds) is retained. The Crime Control Consent Act of 1934 (Title 4, USC 111) gave Congressional consent in advance to interstate compacts for ". . . mutual assistance in the prevention of crime and in the enforcement of their respective criminal laws and policies . . . ". The Agreement on Detainers, therefore, has the consent of Congress since it falls within the purview of this Act.

The Department of Institutions and Agencies administers the adult and juvenile compacts in relation to parolees, while the Administrative Office of the Courts administers these compacts in relation to probationers. The Assistant Director of Probation is the representative of the courts and probation in relation to interstate matters.

State Level

The Department of Education and its Division of Vocational Education audit federally funded programs in education, vocational education and training for the Garden State School District and the training for correctional personnel handled by the Division of Correction and Parole.

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 N.J.S.A. 30:1-15. The Division's office inspects county correctional facilities and municipal lockups. There are currently five staff members who inspect at least annually the State correctional institutions and their satellites, residential treatment centers, county jails, annexes, workhouses and penitentiaries, municipal lockups and juvenile detention facilities. 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 N.J.S.A. 30:4-119 providing for the cooperation of State and local authorities to apprehend and detain parole violators and escaped prisoners. This is done, however, as a matter of course because cooperative arrangements exist in those areas surrounding correctional institutions.

Interaction by Other Agencies

The Division of Vocational Rehabilitation Services (DVRS) includes correctional rehabilitation as one of its programs. Vocational rehabilitation services are available to individuals with a physical or mental condition which constitutes a vocational handicap. Rehabilitation counselors have been assigned to several prisons, correctional institutions and parole offices. Services are also available through DVRS field offices located throughout the State.

Vocational rehabilitation services may include medical and psychological evaluation, counselling and guidance, physical restoration (rehabilitation medical services), vocational training at all levels, and job placement assistance.

This program was initiated in 1966 as a result of the Vocational Rehabilitation Amendment of 1965

(P.L. 89-333) and expanded steadily to an expenditure level in Fiscal Year 1975 of over one million dollars.

Unfortunately, recent changes in federal priorities have reduced the funding levels for services to the public offender which may result in the future in an inability to maintain the quality and quantity of services provided in previous years.

Work Release and Furlough Programs

The Work Release Program of the Division of Correction and Parole has been in operation since June, 1969. The monthly average number of inmates participating in the Work Release Program in Fiscal 1975 was 291. A total of 1,236 inmates participated in the program during the year. These figures represent a decrease of 19% and 17% respectively from 1974. The drop in work release participation coincided with the national economic recession.

The inmate Furlough Program inaugurated late in Fiscal Year 1971 has continued to grow. There were 13,478 unescorted furloughs granted from prisons, youth correctional institutions, the Correctional Institution for Women and Newark House in Fiscal 1975 compared to 8,352 unescorted furloughs granted in Fiscal 1974 by the same institutions, representing an increase of 38%. Only 147 inmates, or one percent, violated the rules for furloughs. The prisons, youth correctional institutions and the Correctional Institution for Women granted 5,422 escorted furloughs during the year, with violations totaling 46 or under one percent.

County Work Release

On December 27, 1968, Governor Richard J. Hughes signed into law a county work release bill, Chapter 372, Laws of 1968. This law extended the correctional practice to the county jails and penitentiaries. It permits selected prisoners to engage in work release, vocational training release or release 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 consults with the several county boards of freeholders, advises the county work release administrators and audits program operations in accordance with the regulations of the Division of Correction and Parole. At present 19 counties are implementing work release programs and of the other two, Monmouth adopted an enabling resolution on December 3, 1974 and Sussex is considering taking similar action.

During the first six months of Calendar Year 1975, 330 inmates were placed in outside employment. A total of $407,939 was earned by the inmates in the program during the period.

Education And Other Services

At the Correctional Institution for Women, federal funds provided additional staff and materials for a full range of educational programs. The College Level Examination Program was continued during Fiscal Year 1975. In cooperation with William Paterson College, senior student-teachers provide art classes and exhibitions for all interested inmates.

Projects are continuing to be developed to provide special training courses for the less academically oriented females. An Adult Basic Education project affords remedial reading courses. In a cooperative arrangement with Montclair State College, urban corps teacher interns tutor in college courses and assist in teaching institutional courses. Funding has been sought to provide special vocational courses to help the slow-learning student who is exceptionally difficult to employ in the community. Local business and social agencies would assist in providing on-the-job work experiences. A pilot program may also be funded for research of program effectiveness. It is important to determine the impact of the educational content in reducing problems of adjustment in the community.

The Volunteers in Parole Program, a lawyer-volunteer project, was continued during Fiscal Year 1976. Sponsored jointly by the Bureau of Parole and the New Jersey State Bar Association with assistance from the American Bar Association, the project is State-funded. The project seeks to provide assistance, drawn from the ranks of lawyers in New Jersey, to the overburdened parole system and staff. The lawyers, volunteered from the membership of the New Jersey State Bar Association, are being utilized primarily as aides. In most cases, they are assigned to individual offenders and operate under the professional supervision of a full-time experienced parole officer. The project introduced the citizen volunteer movement into the field of parole supervision. The lawyers are provided with a direct clinical experience in parole supervision and exposure to the issues, problems and dilemmas existing in this area. The lawyers have the opportunity also to develop an awareness of the needs of parolees and the problems involved in providing them with effective parole services. Emphasis of the program is placed primarily on the one-to-one relationship developed between the lawyer-counselor and the parolee and not on the traditional lawyer-client relationship. More recently, volunteer participants have not been confined to lawyers.

Interaction by Other Agencies

The Division of Systems and Communications is responsible for all data processing activity within the Department of Law and Public Safety and also performs data processing services for certain Divi-

sions outside of the Department, such as the Division of Correction and Parole and the Administrative Office of the Courts. This Division also coordinates with municipal and county criminal justice agencies by allowing these agencies access to the various NCIC/SCIS files and related data. Access to this information is provided by installing a communications terminal at the local agency or by having the local agency submit requests for information through a regional terminal.

The State Law Enforcement Planning Agency is involved with a number of related plans and systems. The Department of Community Affairs, through the divisions and bureaus described below, administers many programs and provides a wide range of services both directly and indirectly related to the Agency's criminal justice planning activities for the State.

Division of Local Government Services

The Division of Local Government Services plays a significant role in increasing the effectiveness and efficiency of municipal and county governments. For example, in an attempt to assist local governments in following the federal requirements for the General Revenue Sharing Program, a Revenue Sharing Unit has been established in the Division. The Unit provides information and interpretations to local governments on various administrative reporting requirements of the Federal Office of Revenue Sharing. In Fiscal 1975, the Unit responded to 1,912 revenue sharing inquiries. New Jersey local governments are utilizing substantial portions of their revenue sharing funds for operating and maintenance expenditures in the public safety category. More than 39%, or approximately $218.4 million, has been utilized in the field of public safety.

The Division operates through three basic units: the Bureau of Financial Regulation and Assistance, which is designed to maintain the fiscal integrity of local government; the Bureau of Local Management Services, which is structured to improve the managerial, planning and financial competence of local government; and the Office of Research and Administration, which develops and maintains factual information on local government affairs. The variety of programs administered includes financial regulations and assistance, debt management, computer applications, purchasing assistance, planning services, recreation program planning, budgeting systems and recruitment and intern programs. The State Law Enforcement Planning Agency provides a number of similar services to local units of government applying for action and planning grants. For instance, assistance is provided to applicants in the development of proposals consistent with a municipality's current and projected budget allowances.

One of the major efforts administered by the Division is the Safe and Clean Neighborhoods Program, authorized by P.L. 1973, C. 46. This Program enables municipalities to upgrade and augment municipal services and programs relating to safe and clean neighborhoods. In order to receive its apportionment, each qualifying municipality must make application to and enter into a grant agreement with the Division and must provide matching funds on a dollar-for-dollar basis in a manner consistent with Title 40A of the New Jersey Statutes.

Safe Neighborhoods Program funds must be committed to the placement of additional, new walking patrol officers in selected neighborhoods. A total of 855 new officers have been hired under the Program since its inception. The duties of the walking officers include, but are not limited to, the enforcement of all laws, the preservation of peace, the protection of life and prevention of crime as well as the apprehension of criminals. The walking officer is, in addition, expected to report on damage to public property and any other unsightly conditions in the neighborhood. Total expenditures for the Safe component of the program, which 28 municipalities participated in during Fiscal 1976, were $13,484,629. The State's share was $6,742,274.

Clean Neighborhoods funds must be used for the following types of activities in selected neighborhoods: demolition of abandoned, hazardous structures; improvement of street cleaning, trash and garbage collection; acquisition and installation of public street furniture; improvements in street lighting and existing parks; creation of "vest-pocket parks" by utilizing privately-owned vacant land; and removal and disposal of abandoned vehicles.

Division of State and Regional Planning

The Division of State and Regional Planning maintains a long-range State development plan which provides guidelines in social and economic policy planning, offers technical assistance to regional and State agencies and reviews all federally-aided State and local planning projects. Activities under the A-95 review process increased substantially in Fiscal 1975. The number of applications for federally-aided projects nearly doubled to a figure of 1,138. In addition, the Division's review and coordination responsibilities were expanded to include review of the Comprehensive Employment and Training Act (CETA) and the Housing and Community Development Act of 1974 applications. In Fiscal 1975, 135 community development and 66 CETA applications were reviewed. As the State Clearinghouse, the Division is notified of all anticipated actions of the State Law Enforcement Planning Agency including submission of the State's Criminal Justice Plan and the Planning Grant Application. The Division also assembles data about existing development conditions and trends, coordinates the development activities of State and local agencies and conducts studies on the

need for programs to promote planning, development and redevelopment.

The Bureau of Review Coordination within the Division maintains close contact with six interstate agencies: The Delaware Valley Regional Planning Commission, the Tri-State Regional Planning Commission, the Wilmington Metropolitan Area Council, the Delaware River and Bay Authority, the New Jersey Turnpike Authority and the Port Authority of New York and New Jersey. Bureau staff members attend meetings with these agencies to resolve any conflicts among state, regional and county plans.

Division of Human Resources

This Division is responsible for planning, coordinating, financing and operating a variety of programs that attempt to respond to the social and economic needs of youth, the poor and the aging.

The Bureau of Community Development is responsible for administering the State Community Development Program. It provides local governments with technical and financial assistance to improve local capabilities in the administration of both State and federal funds. The Program attempts to improve the capacity of local governments to deliver services to its residents while providing a mechanism for community residents to advise the local government in the area of planning to meet community priorities. State funds are disbursed in block grants to allow local officials to use the funds as matching grants to attract other State, federal and private dollars.

Under the Community Development Program, the Bureau provides technical assistance to any municipality or combination of communities that do not participate in the federal Model Cities Program but exhibit similar urban problems such as persistently high unemployment levels, poor housing, inadequate city services and other indicators of poverty.

The Bureau of Community Programs awards State-aid economic opportunity grants to community action agencies. These funds attract federal monies which support community improvement projects covering a wide range of activities, including education, job training, employment, recreation, health, day care and community development. Among the programs administered by this Bureau are: the legal services projects described previously; municipal youth guidance councils, which provide localities with a vehicle to divert youth from the court and correctional system and serve as local agencies to devise and coordinate programs for all youth in the community; and Trooper Youth Week, a week-long period of simulated police training and recreational activities sponsored in part by the Division of State Police.

As a part of its program development activities, the Division of Human Resources has completed negotiations with the State Law Enforcement Planning Agency, Department of Labor and Industry and Department of Institutions and Agencies for development of the Juveniles in Need of Supervision programs which require local matches.

Division of Housing and Urban Renewal

Responsibility for program administration of urban renewal assistance rests with the Bureau of Housing and Renewal Services in this Division. The State Urban Renewal Assistance Fund is used to help municipalities pay for their local share of federally-funded urban renewal projects or to make interest-free advances for planning such projects. The loans may be converted to grants if the project receives federal approval.

To assist municipalities and urban counties that are eligible for community development revenue sharing funds, a number of technical information bulletins have been prepared concerning the Housing and Community Development Act of 1974. They include general information about the Act, advice on how to prepare housing assistance plans, information on how to prepare community development plans, explanations of the environmental review procedures and A-95 review process. These informational bulletins have been transmitted to all eligible municipalities and urban counties throughout the State. Copies have also been forwarded to the governors of each of the 50 states.

Three intra-departmental teams have been formed which include professionals from the Divisions of Housing and Urban Renewal, State and Regional Planning, Human Resources and Local Government Services, to assist municipalities in the preparation of their community development applications. Over 80% of the eligible municipalities in the State have received assistance from the Department of Community Affairs, which reviews applications and forwards them to the federal government. The Department has made a major effort to assist the urban counties to become qualified for participation in this program and to assist them in obtaining the required number of municipalities to reach the 200,000 population level for participation. Under the Section 8 rent subsidy portion of the Legislation, $17.6 million has been obtained by the Housing Finance Agency. These funds will benefit New Jersey's low and moderate income families.

RELATED LEAA FUNDING ACTIVITIES

Law Enforcement Education Program

Under the provisions of Section 406 of the Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351), as amended, 27 colleges and universities in New Jersey are participating in the

Law Enforcement Education Program (LEEP). The purpose of LEEP is to upgrade the performance of those engaged in the administration of criminal justice by encouraging attendance at colleges offering courses generally related to their vocational development and also to encourage college students to enter criminal justice occupations. Both loans and grants are provided under the program. The student loan program provides up to $2,200 per academic year to full-time students in college study directly related to law enforcement. The loan is forgiven at the rate of 25% for each year of full-time service in law enforcement after completion of the program of study. The grant program provides a stipend up to $400 per semester ($250 per quarter) for tuition, books and fees. Only currently active law enforcement personnel enrolled as part-time or full-time students are eligible. In Fiscal 1976, a total of $1,406,048 was awarded. The following is a list of the participating New Jersey colleges and universities: Atlantic Community College, Bergen Community College, Brookdale Community College, Burlington County College, Camden County College, County College of Morris, Cumberland County College, Essex County College, Fairleigh Dickinson University, Glassboro State College, Gloucester County College, Jersey City State College, Kean College, Mercer County College, Middlesex County College, Monmouth College, Montclair State College, Ocean County College, Rider College, Rutgers University, St. Peter's College, Seton Hall University, Somerset County College, Stockton State College, Trenton State College, Union College and William Paterson State College.

National Institute of Law Enforcement and Criminal Justice

Grants for the Newark Impact Program totalling $1,185,813 and a grant of $179,000 for neighborhood team policing in Elizabeth constitute the National Institute funding effort in New Jersey.

Discretionary Grants Program

As of June 10, 1976, a total of $41,294,687 (including $26,456,542 for Newark Impact projects) had been awarded in New Jersey. Since the inception of the program, 58 grants have been made to State agencies, 29 to counties and 70 to municipalities. In addition, the Waterfront Commission of New York Harbor, the National Association of State Directors of Law Enforcement Training, the National Council on Crime and Delinquency, Seton Hall University and Rutgers University have received grants. For a listing of projects funded under the Program as of August 11, 1975 consult the Agency progress reports, Dissemination Documents No. 15, No. 18 and No. 22.

Newark High Impact Anti-Crime Program

In addition to Law Enforcement Assistance Administration funds coming into New Jersey via the New Jersey State Law Enforcement Planning Agency (SLEPA) in the form of planning, action and discretionary monies, Newark, New Jersey was chosen as one of eight cities in the country to launch a concentrated program aimed at the reduction of stranger-to-stranger crime and burglary.

The High Impact Program began in early 1972. Funding for 28 separate projects totaling $18,917,475 was awarded as of June 10, 1976 to develop anti-crime programs.

All High-Impact grants awarded to the City of Newark were 90% federally funded with the City providing the additional 10% match. In instances involving a grant operating through a State agency, the State contributed match monies.

Impact projects have spanned the entire criminal justice system from alternatives to juvenile incarceration to vocational training for confined adults and from a police computer system to special processing of Impact offenders in the courts.

The Newark Impact staff has recognized that community participation is essential if stranger-to-stranger crime is to be reported and stopped. Impact has organized civic and block associations to fight crime.

In June, 1976, Newark received a discretionary grant in the amount of $400,000 for a 15-month phase-out of planning activities. A criminal Justice Coordinating Council, embodying the Newark Office of Criminal Justice Planning and the Impact Crime Analysis Team, was created to undertake this process.

DEPARTMENT OF HEALTH, ALCOHOL AND NARCOTICS TREATMENT AND CONTROL

Division of Alcoholism

The Department of Health is the State agency with primary responsibility in the area of care and treatment of alcoholics in the State, in accordance with N.J.S.A. 26:2B-1 et seq.; the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act of 1970, P.L. 91-616; and as required by the federal government for support under the Community Mental Health Services Act for the prevention and treatment of alcoholism.

On January 13, 1975, the Commissioner of Health, by Executive Memorandum, transferred the Alcoholism Control Program from Community Health Services to the newly created Alcohol, Narcotic and

Drug Abuse Unit. The Division of Narcotic and Drug Abuse Control was also transferred to this new Unit. This change was designed to develop a single management system for the addictive diseases.

On February 9, 1976 the Alcoholism Treatment and Rehabilitation Act (A-613) was signed into law. This Act established a Division of Alcoholism, created an Advisory Council on Alcoholism, provided for the licensing of alcoholic treatment facilities, prescribed procedures to be followed in the arrest of an intoxicated person, authorized the establishment of a Service Force, and prohibited and repealed ordinances prescribing penalties for public intoxication.

The Division of Alcoholism is required, under the new Act, to review all projects, programs and activities for alcoholism treatment and rehabilitation funded or implemented by any department or political subdivision in the State to insure compliance with the State Plan for the Comprehensive Control of Alcohol Abuse and Alcoholism. To implement this requirement the Division of Alcoholism will continue to participate with the State Law Enforcement Planning Agency in the Development of the Criminal Justice Plan and review and comment on all alcoholism-related project applications submitted to SLEPA for funding.

In addition to the State Law Enforcement Planning Agency, funding sources for alcoholism include: formula grant funds under P.L. 91-616; vocational rehabilitation funds administered by the Department of Labor and Industry, Division of Vocational Rehabilitation Services; Title XX funds; Community Mental Health Center (P.L. 94-63 Title 3) funds; and Comprehensive Employment Training Act of 1974 funds. The National Institute on Alcohol Abuse and Alcoholism (NIAAA) is also a funding source, as well as a number of private foundations. Other State departments provide related services, and residents of alcoholism treatment centers are eligible for food stamps .

Division of Narcotic and Drug Abuse Control

The Department of Health is additionally responsible for the State's drug abuse control program. The major control law is the New Jersey Controlled Dangerous Substances Act which became effective in January, 1971. This Act removed mandatory minimum penalties for offenses in order to permit flexibility in sentencing the users or "victims" of drugs. However, the law not only retained, but in some instances increased, the severe maximum penalties aimed at professional pushers and those who profit through illegal traffic in drugs. The Act requires that all manufacturers, distributors or dispensers of controlled dangerous substances obtain an annual registration issued by the Department of Health. The law grants the State Commissioner of Health the authority to add, delete or reclassify substances by administrative means. Dangerous substances are classified into five schedules according to their relative potential for abuse and their current acceptance for medical use. The degree of legal control over a given substance and the penalties for violation of the law vary according to classification of the substance.

In 1969, the Division of Narcotic and Drug Abuse Control was established in the Department in accordance with Chapter 153, P.L. 1969, the Narcotic and Drug Abuse Control Act of 1969. Major responsibilities of the Division include program planning and development in the areas of prevention, treatment and rehabilitation, drug control and management and coordination. One of the most significant activities of the Division has been the development of a Comprehensive Drug Abuse Prevention Plan initiated in response to the need for Statewide, long-range planning. A Program Planning and Development section was established in the Office of the Director prior to the beginning of the planning effort.

The Division lends invaluable assistance to the State Law Enforcement Planning Agency in reviewing drug program applications submitted for action funding. In addition, the Division assists the Agency in program development for the Criminal Justice Plan in a manner consistent with the Drug Abuse Prevention Plan.

As a permanent member of the Inter-Agency Grant Review and Planning Committee the State Law Enforcement Planning Agency reviews and recommends action on all grants, plans and proposals related to drug abuse prevention activities within the context of the Drug Abuse Prevention Plan.

Today there are over 100 narcotics treatment facilities throughout New Jersey offering a broad range of treatment modalities. A major objective of the Division has been to establish at least one treatment facility in every county in the State which, in addition to providing some treatment services, may serve as a referral agency to other treatment facilities offering different modalities. Many of the treatment facilities, which range in size from small methadone maintenance clinics to large therapeutic residential communities, receive some form of State aid. A substantial amount of State Law Enforcement Planning Agency funding has been provided for support of treatment activities.

COMMISSIONS

State Commission of Investigation

On September 4, 1968, the State Legislature enacted Chapter 266, Laws of 1968, thereby creating a State Commission of Investigation. The law established a four-member bipartisan commission created for a five-year term ending December 31, 1974 and appropriated $400,000 for the first year's operation.

Legislation has been passed extending the Commission for an additional five-year period. The FY 1976-1977 recommended budget appropriation is $575,000. Expenditures in Fiscal 1975 totaled $656,525. The primary and paramount statutory responsibility vested in the Commission is set forth in Section Two of the Act. It provides that the Commission shall have the duty and power to conduct investigations in connection with:

- The faithful execution and effective enforcement of the laws of the State with particular reference but not limited to organized crime and racketeering;
- The conduct of public officers and public employees and officers and employees of public corporations and authorities;
- Any matter concerning the public peace, public safety and public justice.

Further, Section Three provides that, at the direction of the Governor or by concurrent resolution of the Legislature, the Commission shall conduct investigations and otherwise assist in connection with:

- The removal of public officers by the Governor;
- The making of recommendations by the Governor to any other person or body with respect to the removal of public officers;
- The making of recommendations by the Governor to the Legislature with respect to changes in or additions to existing provisions of law required for the more effective enforcement of the law.

Constituted as an investigative body, the Commission is empowered to hold public or private hearings throughout the State in its fact-finding capacity and is authorized to compel testimony and production of records and confer immunity on witnesses. The Act provides that two members of the Commission shall be appointed by the Governor, one by the president of the Senate and one by the speaker of the General Assembly, each for five years. The Governor is granted power to designate one of his appointees to serve as chairman. Not more than two of the four members shall belong to the same political party. Professional staff includes an executive director, four counselors, and an administrative assistant.

Waterfront Commission of New York Harbor

The Waterfront Commission of New York Harbor is an interstate agency created by compact of the States of New York and New Jersey and approved by Congress in 1953. The Commission was established to eliminate corrupt practices on the waterfront by licensing people and companies to work or engage in businesses on the waterfront and to enforce the law at the piers and other waterfront terminals throughout the Port of New York District. The district encompasses all of the deepwater facilities in New York and New Jersey within the metropolitan New York area. Spiralling organized crime activities at the major airports in the two states during 1970 led to legislative and gubernatorial approval to expand the Commission's jurisdiction to include the airports. As a police agency, the Commission has the power to issue subpoenas, to compel attendance at hearings and to take testimony under oath. Specific duties include combatting crime on the waterfront, regulating hiring practices, stablizing the work force and protecting workers from exploitation by employers or union leaders. There are two commissioners, one each appointed by the Governors of New York and New Jersey for three-year terms. The Commission has a force of 60 investigators, of which 19 are in field patrols on the piers; 15 are in special enforcement squads that investigate major thefts; two are in administrative positions; five are in communications and six conduct full-time investigations of organized crime and other rackets on the piers. In addition, 13 of these investigators are in a uniformed police patrol in the harbor area. The Commission's investigators exercise full police powers in the Port of New York and New Jersey.

The Waterfront Commission is supported exclusively by a statutory two percent assessment upon waterfront employees who are licensed or registered by the Commission. The operating budget for Fiscal Year 1976 was $4,911,712. The Commission operates six employment centers. To qualify for employment, a worker must be registered and entered in the Longshoremen's Register. Pier superintendents, hiring agents, pier guards and stevedoring companies must be licensed and these licenses may be denied or revoked for specific criminal activities or violations of the Waterfront Commission Act. Following public revelations that criminal elements had infiltrated some waterfront business such as trucking and warehousing, the Commission's jurisdiction was extended in 1969 to include these businesses. The Commission investigates information leading to organized crime on the waterfront for the purpose of gambling, loansharking, larcenies and other illegal activities. On July 9, 1970, the Law Enforcement Assistance Administration approved a $251,544 discretionary grant to the New Jersey State Law Enforcement Planning Agency to be implemented by the Waterfront Commission. The funded project entitled *Regional Organized Crime Intelligence System New York-New Jersey Waterfront* devoted its activities to the elimination of the aforementioned gambling, loansharking and larcenous activities of organized crime on the bi-state waterfront. Intelligence reports on organized crime activities in the port were gathered which have resulted in the accumulation of evidence of law violations by people working in concert with known members of organized crime. The Commission has furnished reports gathered from this investigation to other interested law enforcement agencies.

Criminal Law Revision Commission

Pursuant to Chapter 281 Laws of 1968, the Criminal Law Revision Commission was created to study and review the New Jersey Statutory Law pertaining to crime, disorderly persons, criminal procedures and related matter as contained in Title 2A of the New Jersey Statutes and other laws, and to prepare revisions for enactment by the Legislature. The purpose of the revisions is "to modernize the criminal law of New Jersey so as to embody principles representing the best in modern statutory law; to eliminate inconsistencies, ambiguities, outmoded, conflicting, overlapping and redundant provisions; and to revise and codify the law in a logical, clear and concise manner." The Commission received an initial appropriation of $50,000. An interim report entitled *Toward a New Penal Code for New Jersey* was submitted to the Legislature in April, 1970 and in May, 1971 the Commission submitted a report dealing with six-member juries. The final report was delivered to the Legislature in December, 1971. This report calls for a major overhaul of prison sentencing and parole procedures. The Commission urged the abolition of penalties for engaging in sexual intercourse between non-related, consenting adults although it did not call for the legalization of prostitution. In addition, the Commission recommended that all prisoners other than those serving life sentences be eligible for immediate parole and be entitled to automatic review by the Parole Board after serving six months. The Assembly Judiciary Committee was directed to review the proposed Penal Code; confer with the Commission, the Supreme Court, the Attorney General, county prosecutors and other law enforcement officers and agencies; hold public hearings on the proposed Code; and report to the General Assembly with a proposed penal code in appropriate form for consideration and enactment into law. The resulting code, to be known as Title 2C of the New Jersey Statutes, was introduced in the Assembly on April 7, 1975 and submitted to the Assembly Judiciary, Law, Public Safety and Defense Committee on February 9, 1976.

County Penal System Study Commission

In 1973, Joint Resolution Number Three was approved by the State Legislature creating a nine-member Commission to study the State's county penal system. The Commission was organized in response to the many deficiencies which exist in the present system such as inadequate rehabilitation programs, overcrowded facilities and archaic physical plants. Expenditures for conducting public hearings throughout New Jersey, touring existing facilities, preparing intensive surveys and making recommendations totaled $8,682 in Fiscal 1975. Public hearings have elicited testimony from inmates and from correctional personnel alleging serious shortcomings in administration, training, space, medical care and rehabilitation in some of the larger counties.

Commission to Study Drug Law Penalties and Treatment Programs

Commonly referred to as the "Drug Study Commission," this Commission was created pursuant to Assembly Concurrent Resolution 2001 of 1973 and reconstituted under Senate Concurrent Resolution 90 of 1974 to study and review the penalties currently imposed upon individuals convicted of using certain substances currently subject to the provisions of the "New Jersey Controlled Dangerous Substances Act," R.L. 1970, c. 226 (C.24:21-1 et seq.) The Commission was composed of six members, three appointed from the membership of the Senate and three appointed from the membership of the General Assembly.

Because of the range and complexity of the Commission's mandate, a decision was made to divide the findings emanating from its studies into two reports. The first major report, constituting a study of the marijuana problem, the intervention process and the impact of stricter drug laws was issued in the fall of 1974. The Commission recommended that possession of small quantities of marijuana be decriminalized but called for stiff penalties for large scale traffickers of hard drugs. The second report, issued in July of 1975, reconfirmed this recommention as well as the recommendation that drug users arrested on criminal charges get treatment for their addiction instead of a prison sentence if their cases warrant it. The second Commission report also attempts to correct deficiencies in the schedule of penalties now in use.

Total expenditures for the Commission, which has completed its functions, were $4,812 in Fiscal 1975.

Election Law Enforcement Commission

The Election Law Enforcement Commission was created by the New Jersey Campaign Contributions and Expenditures Reporting Act of 1973 (C.19:44A-1, et seq.) to administer and enforce the provisions of the Act.

The Commission in 1974 gathered and monitored financial data on election campaigns for the Board of Education elections, the May municipal elections, the June primary and the 1974 General Election in November.

In 1974, the Commission held 54 hearings which resulted in the finding of 45 violations of the Act, for which 32 fines were levied and reprimands issued. During the year the Commission also undertook an analysis and audit of the financial aspects of the gubernatorial campaigns of the major party candidates in the 1973 General Election. Commission expenditures in Fiscal 1975 totaled $249,066. The Fiscal 1977 recommended appropriation for Commission activities is $2,014,968.

A RESOURCES, MANPOWER, ORGANIZATIONAL CAPABILITIES AND SYSTEMS AVAILABLE TO MEET THE NEEDS OF THE JUVENILE JUSTICE SYSTEM

Introduction

This expanded discussion of the juvenile justice system and its resources is part of an overall planning effort prompted by the passage of the Juvenile Justice and Delinquency Prevention Act of 1974 (JJDP Act).

The JJDP Act was the result of Congressional recognition that there were inadequate local and federal programs and resources to respond to problems in the juvenile justice system and delinquency prevention. The Act represents a comprehensive effort to analyze, evaluate and coordinate the present system and expresses the intention to provide funds for resources, coordination and leadership to improve its effectiveness.

The Act establishes a federal office of Juvenile Justice and Delinquency Prevention within the Law Enforcement Assistance Administration as well as a coordinating council composed of members of the Cabinet and related federal agencies. Additionally, a national advisory committee has been appointed representing a cross section of public and private interests in the problems of the juvenile justice system and delinquency prevention.

The Act requires that states applying for funds plan to meet certain specific conditions in the treatment of juveniles charged with and adjudicated for illegal conduct. The first concern is that a child who is considered an alleged or adjudicated status offender, who may have or has committed an offense for which he or she would not be penalized if an adult, shall not be placed in a locked facility. The second concern is that no alleged or adjudicated juvenile offenders be placed in facilities where they have "regular contact" with adult offenders.

Deinstitutionalization of status offenders occurred in New Jersey through the passage of legislation which was effective March 1, 1974. The separation issue, however, looms as the primary problem to be addressed with funds available under the JJDP Act. New Jersey law permits the mixing of juveniles and adults in certain correctional institutions. The planning staff of the State Law Enforcement Planning Agency, in cooperation with officials from the Department of Institutions and Agencies, has begun to analyze the nature of the issue and to develop plans to respond to the federal mandate.

The separation plan is discussed in more detail within the Plan, as is the projected use of the JJDP Act funds for the prevention of juvenile delinquency through locally administered projects. In addition to the discussion of the action program areas intended to be supported by the 1977 appropriation for the JJDP Act, the Plan includes a separate juvenile justice system needs and problems section and addresses a number of special JJDP Act requirements.

Philosophical and Historical Background

New Jersey's system of juvenile justice evolved during the late 19th and early 20th centuries. Prior to 1850, juveniles and adults were handled in an identical manner, subject to the same judicial proceedings and dispositions including execution. In 1850, legislation was developed which provided for the separate confinement of juveniles from adults. The Training School for Boys at Jamesburg opened in 1867 and a similar facility for girls was created shortly thereafter. See *State v. Monahan* 15 N.J. 34 (1954) for historical background.

Comprehensive legislation was passed in 1929 establishing special juvenile court proceedings in every county and setting forth an overall philosophical framework within which judicial decisions and practices would be developed. A double system of justice existed from the early 1900's to that time which gave judges the choice of treating juveniles the same as or differently from adults. Only Hudson and Essex Counties had juvenile courts which looked consistently at juveniles as being unique from adults. The basis of the 1929 legislation affecting juveniles who came before the judge of the juvenile and domestic relations court was: ". . . to secure for each child . . . such care, guidance and control . . . as will conduce to the child's welfare and the best interests of the state" N.J.S.A. 2A:4-2.

These aims have not been repudiated in any subsequent legislation or case decision. When revised legislation went into effect in 1974, these same goals

were continued and supplemented by additional ones which strive to achieve similar purposes. These include the preservation of "the unity of the family whenever possible and to provide for the care, protection and wholesome mental and physical development of juveniles coming within the provisions of this Act . . ." N.J.S.A. 2A:4-42(a). The juvenile court has taken upon itself the role of "parens patriae" or of assuming the parental responsibility toward the child when he or she engages in anti-social behavior. Its goal is not to punish or reprimand, but to analyze the nature and cause of the child's behavior and to devise a means of rehabilitating the child.

Therefore, the juvenile court's jurisdiction extends not only to those who have committed offenses for which adults may be tried but also to "status" offenses, e.g., running away, truancy or habitual disobedience to parents. In many states the "delinquency" label is attached to both types of offenses, exposing juveniles charged with either to the same disposition. New Jersey law, as previously mentioned, recently provided that those involved in status behavior would be free from the possibility of pre- or post-dispositional confinement in a locked facility.

Because of the protective and informal nature of juvenile court jurisdiction, juveniles, for the most part, were not granted procedural and substantive rights of due process until the mid 1960's. It was felt that these would interfere with the parental and rehabilitative role of the juvenile court. Proceedings in juvenile court were actually considered to be civil in nature with a concommitant lack of criminal justice system protections.

This has changed substantially in the last ten years, however, primarily because of the rulings in a number of United States Supreme Court decisions. The justices recognized that in many instances the system was not fulfilling its goals. At the same time they also recognized that juveniles did not have access to the procedures and rights available to adults which could protect them from abuses within the system.

The most famous and precedent setting case was *In re Gault,* 387 U.S. 1, (1967). Out of this decision and several that followed, juveniles were given the right to counsel when threatened by a loss of liberty, the right to confrontation and to cross-examination of witnesses, the right to notice of charges, the privilege against self-incrimination, a proof standard of beyond a reasonable doubt, and most recently, application of the double jeopardy clause to juvenile court proceedings.

The Supreme Court has been reluctant to cloak the juvenile with all the rights afforded an adult in a criminal proceeding, specifically a trial by a jury of peers, for fear that the juvenile court proceedings will lose its protective nature and will become truly a criminal trial proceeding. Justice Blackmun, in writing the decision for the majority in *McKeiver v. Pennsylvania,* 403 U.S. 528 (1970), which turned down a juvenile's request for a jury trial said, "The imposition of the jury trial on the juvenile court system . . . would . . . provide an attrition of the juvenile court's assumed ability to function in a unique manner . . . The juvenile concept held high promise. We are reluctant to say that, despite disappointments of grave dimensions, it still does not hold promise . . . So much depends on the availability of resources, on the interest and commitment of the public, on willingness to learn, and on understanding as to cause and effect and cure." 403 U.S. at 547.

Although some states do provide jury trials for juveniles, New Jersey's position follows that of the U.S. Supreme Court. New Jersey's statutes (N.J.S.A. 2A:4-4a-2A:4-68) and Rules of Court (5:1-5:10) extend to juveniles all constitutional protections set out by the U.S. Supreme Court. The system also still upholds the values set forth in 1929 and practice continues to be based on these aims.

Structural Overview

The implementation of the juvenile justice "system" in New Jersey consists at the very least, of 21 various approaches to the handling of juveniles who enter into it. This does not take into account the discretion in handling juveniles which occurs on municipal levels within each of the 21 counties. There are some constants of the system which exist in each county, primarily in response to legal mandates. These include a judge who is assigned to handle juvenile and domestic relations court matters in each county; the use of detention and shelter care, (although the facilities may not physically exist in each county) and a probation department which handles juveniles as the result of court disposition.

The following narrative, together with an accompanying flow chart and a separate organizational chart of resources, attempts to present an overall state-wide system which is a composite of the many mini-systems which encompass juveniles who come into contact with law enforcement agencies. The description draws upon the common practices authorized by court rule and New Jersey statutory law as well as primarily local and State governmental resources available for juveniles who come into contact or who are on the periphery of the juvenile justice system. Not all counties provide as comprehensive a system including services and resources as is described in this discussion.

Resources and Services—Most of the available resources and services for juveniles are supported by governmental funds other than those provided through the State Law Enforcement Planning Agency. Where an activity is financed through the State Law Enforcement Planning Agency, it has been noted but most programs supported through State Law Enforcement Planning Agency block grant funds are covered in a later section of the Plan.

Table 1

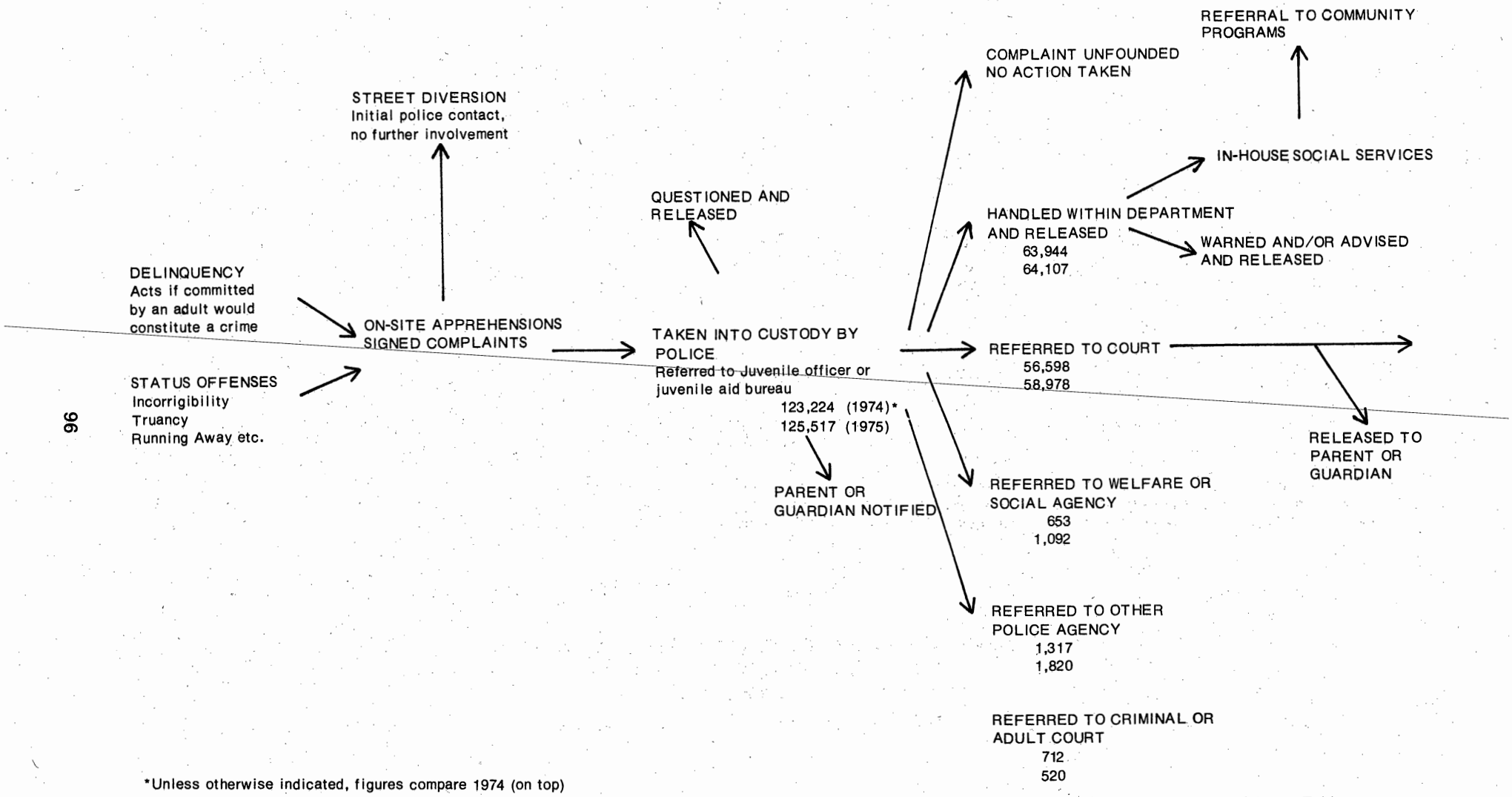
SUMMARY OF FLOW OF JUVENILE JUSTICE POPULATION

1974 – 1975

		Total New Jersey Population	Total Juvenile Population Ages 7-17*	Total Juvenile Population Arrested	Total Juvenile Population Referred to Court	Total Juvenile Population Adjudicated
	1975	7,433,920	1,485,000	126,577	82,583	42,000
	1974	7,433,920	1,485,000	123,224	77,801	39,400
Percentage of Total Population	1975	100%	19%	1.7%	1.1%	.56%
	1974	100%	19%	1.65%	1.04%	.53%
Percentage of Juvenile Population	1975	–	100%	8.5%	5.5%	2.8%
	1974	–	100%	8.3%	5.2%	2.6%

*Source: School of Architecture and Urban Planning, Princeton University

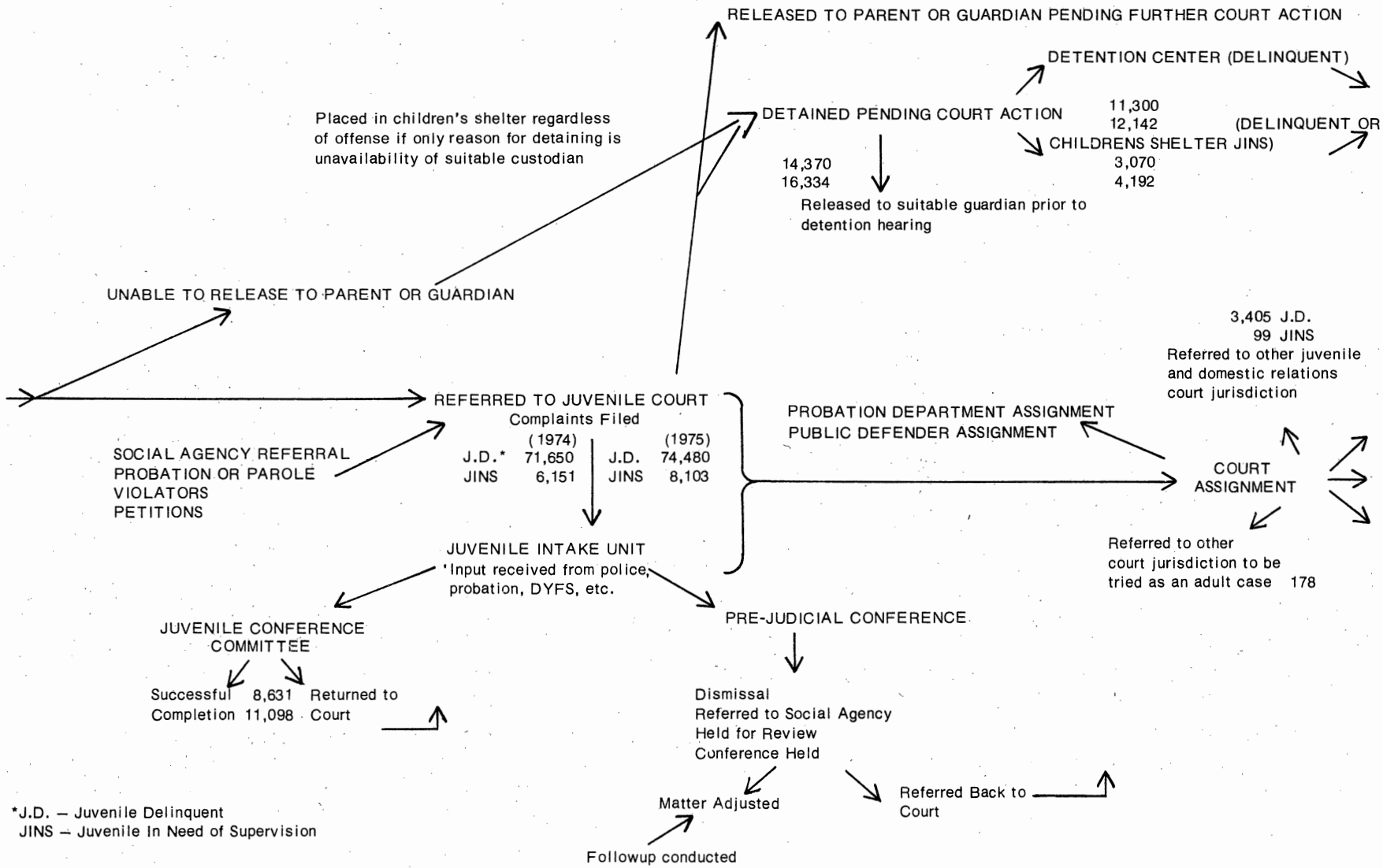
MODEL FLOWCHART OF THE NEW JERSEY JUVENILE JUSTICE SYSTEM



*Unless otherwise indicated, figures compare 1974 (on top) and 1975 data. Where only one figure exists, it is for 1975.

Arrest statistics obtained from Crime in New Jersey Uniform Crime Reports (1974 and 1975), Table 21, "Police Dispositions of Juveniles Taken Into Custody" page 67.

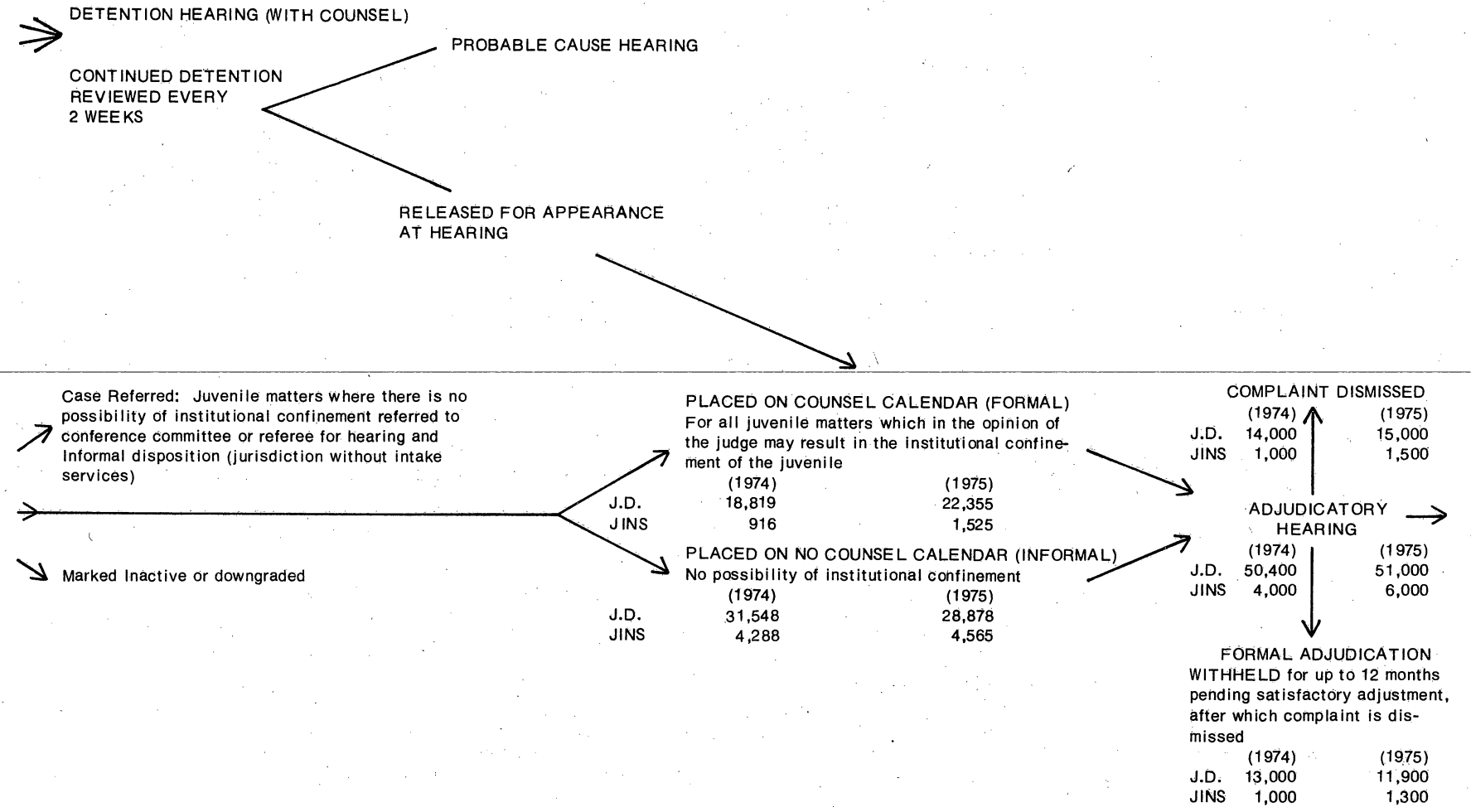
MODEL FLOWCHART OF THE NEW JERSEY JUVENILE JUSTICE SYSTEM (continued)



*J.D. — Juvenile Delinquent
JINS — Juvenile In Need of Supervision

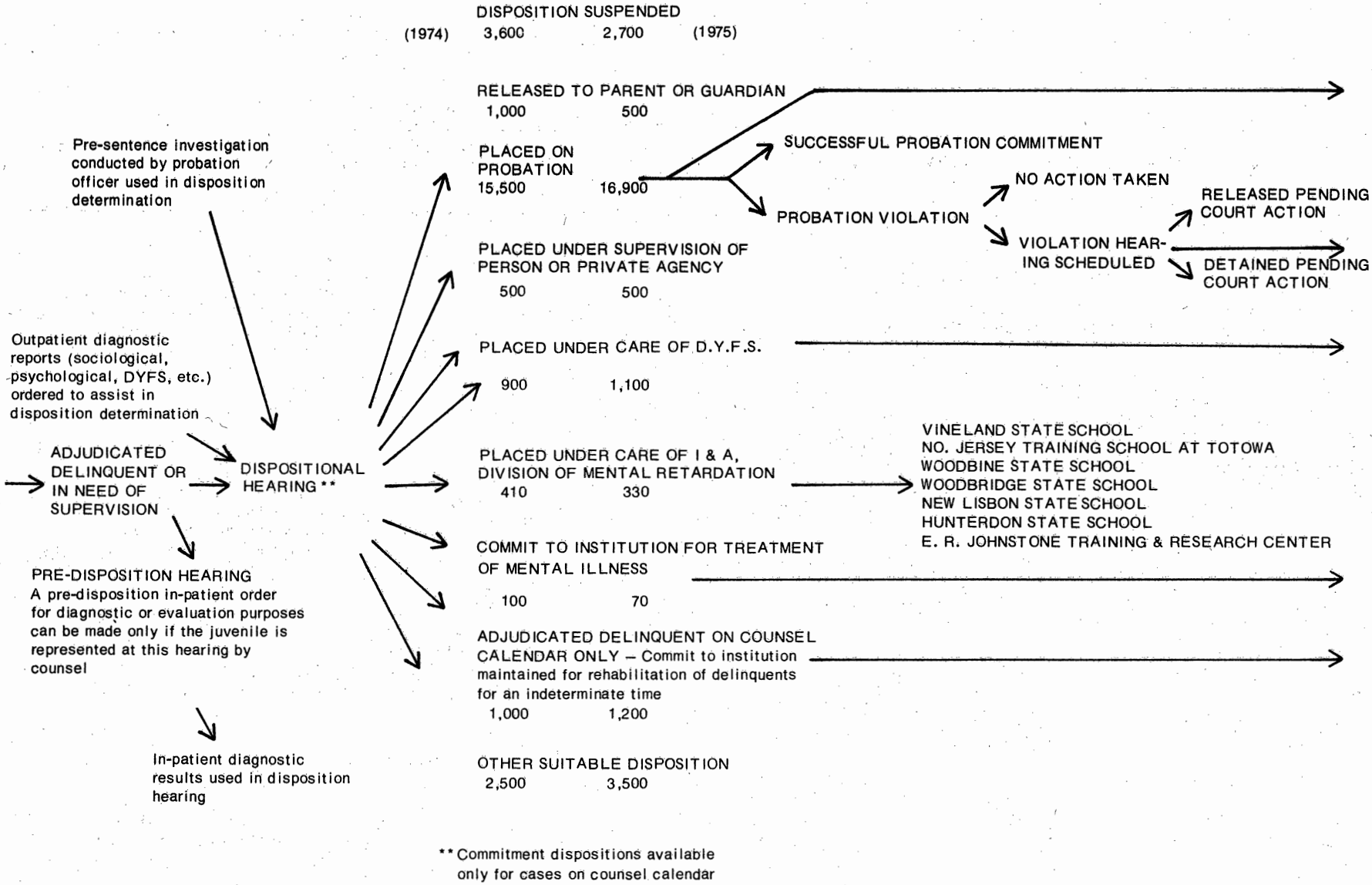
Detention and shelter statistics from JINS Task Force reports 7/75 and 3/76.
Court statistics compiled from Reports of the Status of the Calendars for 1974 and 1975, prepared monthly by the Administrative Office of the Courts and other information provided by the counties to the Administrative Office of the Courts Statistical Unit in 1974 and 1975.

MODEL FLOWCHART OF THE NEW JERSEY JUVENILE JUSTICE SYSTEM (continued)



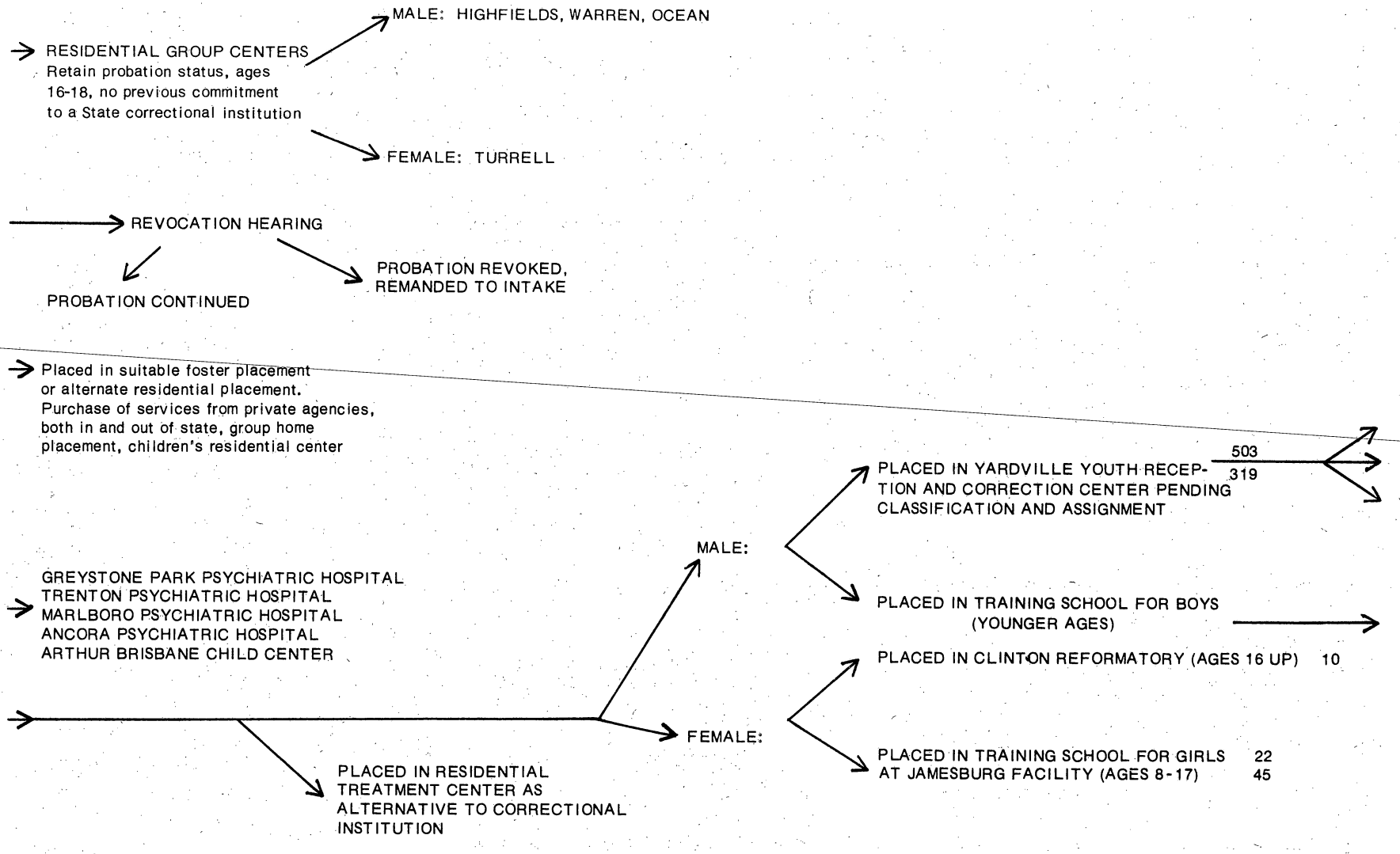
Disposition of complaint figures are estimated, reflecting the variations in reporting carried on at the county level. The Administrative Office of the Courts is in the process of revising the reporting forms and developing procedures to make the reporting more consistent.

MODEL FLOWCHART OF THE NEW JERSEY JUVENILE JUSTICE SYSTEM (continued)



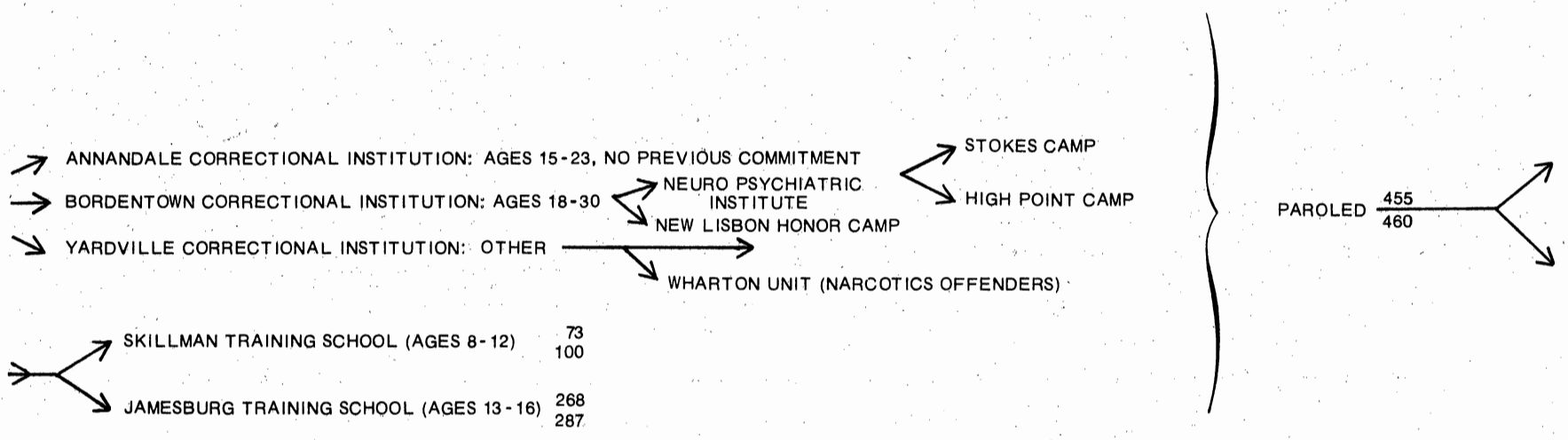
** Commitment dispositions available only for cases on counsel calendar

MODEL FLOWCHART OF THE NEW JERSEY JUVENILE JUSTICE SYSTEM (continued)



Statistics compiled by staff from individual institutions.

MODEL FLOWCHART OF THE NEW JERSEY JUVENILE JUSTICE SYSTEM (continued)



Parole figure compiled from information received from juvenile correctional institutions

MODEL FLOWCHART OF THE NEW JERSEY JUVENILE JUSTICE SYSTEM (continued)

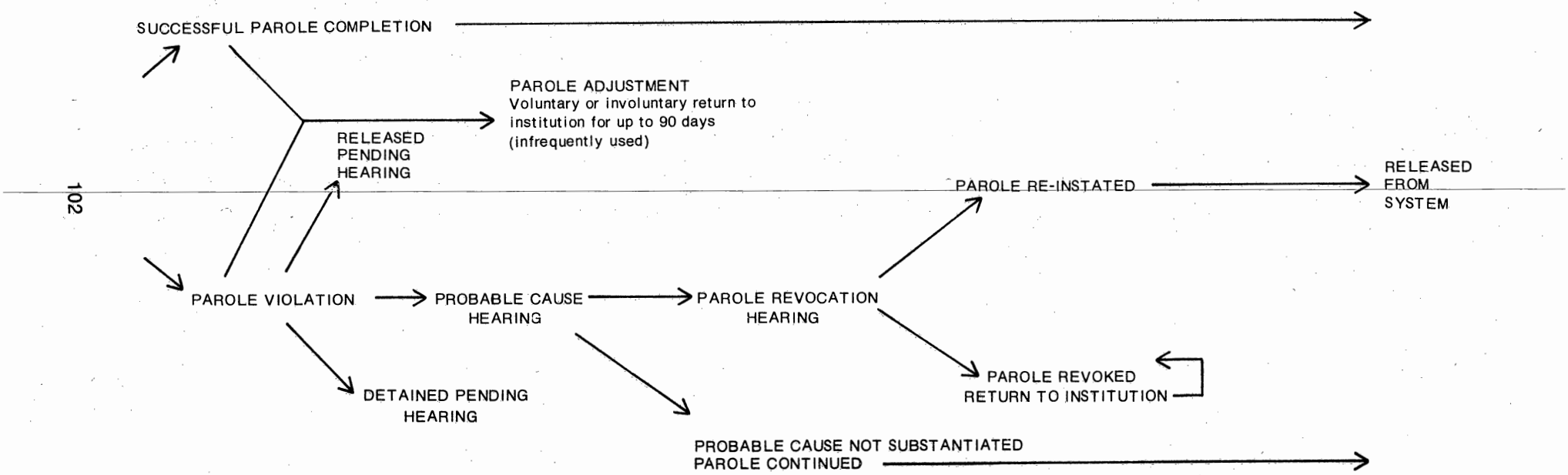


Table 3

NEW JERSEY SERVICES FOR YOUTH WITHIN JUVENILE JUSTICE SYSTEM

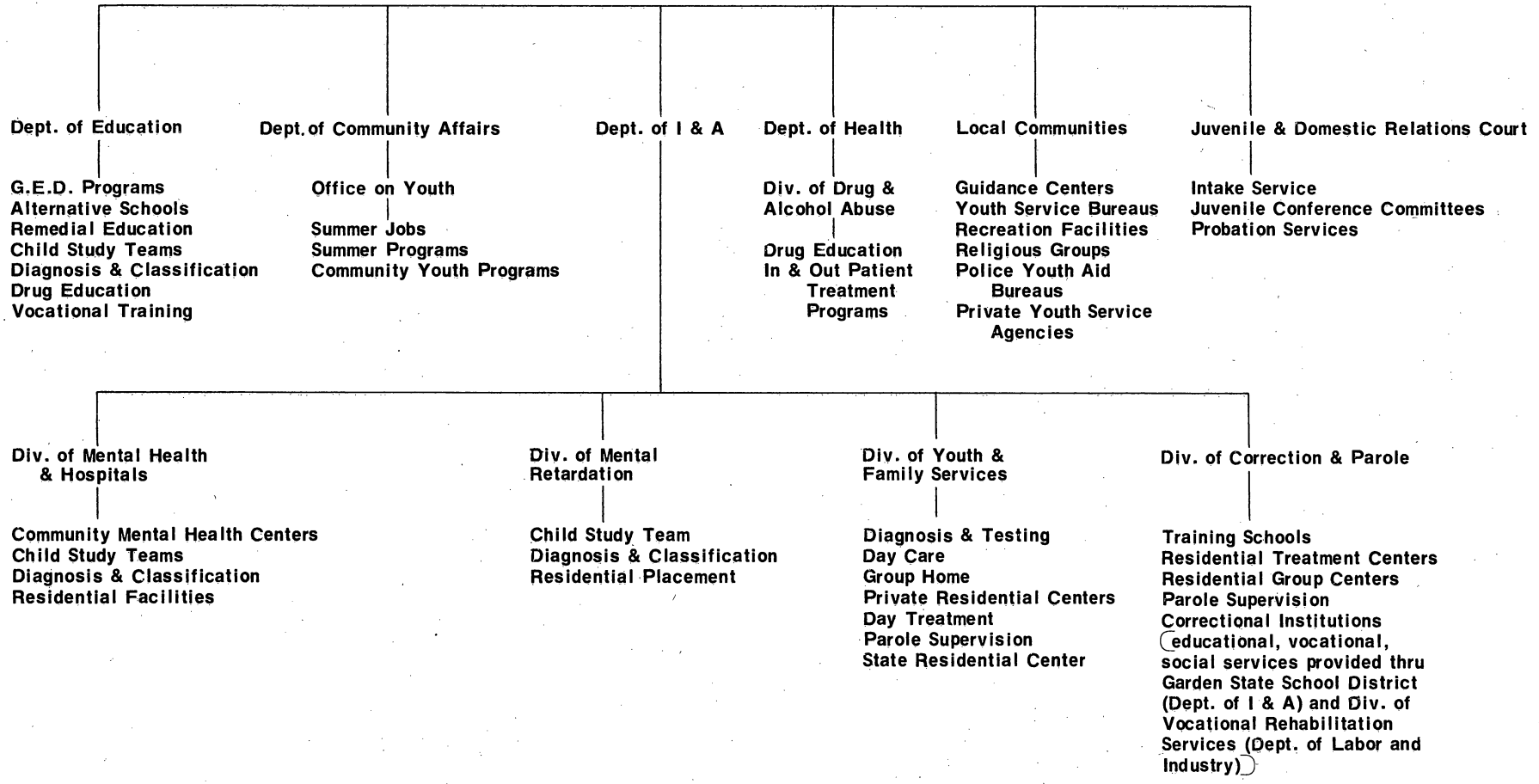


Table 4

Breakdown of Characteristics of Alleged Juvenile Delinquents Admitted to Detention – July, August, November, December 1975

Detention

	Sex		Race		Age								
County	**M**	**F**	**White**	**Non-White**	**8-10**	**11**	**12**	**13**	**14**	**15**	**16**	**17**	**18 & Over**
Bergen	136	28	99	65	0	0	6	10	30	47	40	31	0
Camden	191	47	99	132	4	1	5	7	32	43	79	65	2
Essex	401	81	55	427	1	5	17	31	56	93	146	130	3
Hudson	312	68	115	265	0	2	14	22	50	104	93	93	2
Mercer	297	76	95	278	3	0	9	18	64	89	95	93	2
Middlesex	212	73	142	143	1	6	9	27	33	73	68	64	4
Monmouth	167	54	126	95	0	2	4	16	23	43	66	63	4
Morris	74	42	111	5	0	0	1	3	16	35	37	24	0
Passaic	171	31	40	162	1	7	9	17	24	38	56	30	20
Union	135	35	61	98	1	0	1	8	22	36	49	53	0

Detention has a more pronounced population of males, non-whites and older offenders.

Source: County detention superintendents

Table 5

Breakdown of Characteristics of Alleged Juveniles in Need of Supervision and Juvenile Delinquents Admitted to Shelter – July, August, November, December 1975

Shelter

	Sex		Race		Age								
County	**M**	**F**	**White**	**Non-White**	**8-10**	**11**	**12**	**13**	**14**	**15**	**16**	**17**	**18 & Over**
Bergen	43	46	68	21	0	0	1	12	9	26	21	20	0
Camden	45	54	60	39	2	3	4	14	21	32	17	6	0
Essex	40	47	16	71	1	0	2	12	20	24	18	9	1
Hudson	50	94	96	48	1	1	5	6	27	42	44	18	0
Mercer	75	66	47	94	8	1	6	11	32	33	34	16	0
Middlesex													
Monmouth	50	81	92	39	2	1	4	26	21	28	38	11	0
Morris	9	32	40	1	0	0	0	1	3	10	8	19	0
Passaic	19	36	27	28	1	0	5	7	12	13	11	6	0
Union	43	60	56	47	0	0	2	12	22	34	23	10	0

The data for juvenile shelters demonstrates an emphasis upon females and younger juveniles.

Source: County shelter superintendents

Table 6

Characteristics of Juveniles
Processed by Intake – July, August, November, December 1975

Juvenile Delinquents

County	Sex		Race		Age								
	M	F	White	Non-White	8-10	11	12	13	14	15	16	17	18 & Over
Bergen*	510	91	N/A	N/A	4	14	18	49	106	114	161	133	2
Camden***	261	26	128	159	8	2	6	28	31	43	89	76	4
Essex	2,792	592	N/A	N/A	0	0	0	846	408	770	624	736	0
Hudson	814	104	N/A	N/A	40	24	50	72	116	167	211	217	21
Mercer	635	119	N/A	N/A	24**	18	48	62	108	149	171	164	10
Morris	469	71	516	24	12	11	26	33	78	115	110	144	11
Passaic	1,257	222	N/A	N/A	38**	39	76	136	194	293	328	374	1

* Data for two months only.

** Two seven year olds.

***Tables 6,7,31,32 show Camden referrals to pre-judicials only.

Source: County Intake Units, 1975

Table 7

Characteristics of Juveniles
Processed by Intake – July, August, November, December 1975

Juveniles in Need of Supervision

County	Sex		Race		Age								
	M	F	White	Non-White	8-10	11	12	13	14	15	16	17	18 & Over
Bergen*	68	26	N/A	N/A	4	2	2	14	18	25	22	7	0
Camden***	66	61	55	72	1	2	7	11	30	38	25	13	0
Essex	153	124	N/A	N/A	0	0	0	64	53	82	53	25	0
Hudson	78	64	N/A	N/A	2	7	11	21	31	30	28	12	0
Mercer	40	29	N/A	N/A	3	0	0	10	13	25	13	5	0
Morris	343	125	442	26	4	12	14	31	83	103	134	85	2
Passaic**	87	106	N/A	N/A	6	4	9	11	215	35	26	20	

*Data for two months only.

**An error in the reported data accounts for the fact that the total number of juveniles does not correspond in all categories.

Source: County Intake Units, 1975.

The intake data demonstrates pronounced differences between juvenile delinquent and JINS offenders. The JINS category includes a higher proportion of females and of younger juveniles. Some of the counties have significant numbers of 17 and 18 year olds in the JINS and juvenile delinquent category.

Title XX funds, authorized through an amendment to the Social Security Act and administered through the Division of Youth and Family Services, are available for the development and improvement of the delivery of social services on both State and local levels. These funds support a variety of projects, many of which are related to the efforts of the JJDP Act.

The State Law Enforcement Planning Agency has established a close working relationship with most of the agencies described, particularly the Department of Institutions and Agencies. In many instances, staff from both agencies work together in developing and monitoring projects.

This has occurred specifically in working with the Division of Youth and Family Services to resolve problems in establishing a network of group homes within the State. In other instances, positions have been funded within the Division of Correction and Parole, for example, to provide supervision over projects receiving block grant funds and to establish a liaison between the two agencies. There are also close liaisons with the Department of Health's Division of Narcotics and Drug Abuse and the Administrative Office of the Courts in developing drug programs and juvenile and domestic relations court intake units respectively.

Representatives from many of the governmental offices discussed throughout this section, such as the Departments of Education, Labor and Industry and Community Affairs, also sit on the Juvenile Justice and Delinquency Prevention Advisory Committee, along with representatives of local government and private agencies. This provides an additional means of coordinating and better utilizing efforts aimed at preventing and reducing juvenile delinquency.

Statistics—The statistics which supplement the description of the system's components are obtained from a variety of sources. However, *statewide* figures on juveniles in the system are collected at only two points. Arrest data is gathered from the 567 municipalities by the Uniform Crime Reporting section of the New Jersey State Police. An arrest of a juvenile occurs when he/she is brought into custody, although a formal complaint may not be signed. Data is compiled on a calendar year basis to include offense, age, sex and race of alleged offenders.

The Administrative Office of the Courts statistics and research section compiles on a court calendar year basis (September 1 to August 31) the status of all juvenile court cases and resulting dispositions, as reported monthly by the 21 county juvenile and domestic relations courts. These reports do not include a characteristic breakdown of youths or offenses. A sample of a report, showing cumulative figures for the 1974-75 court year follows. (Tables 8,9).

It must be understood that statewide arrest data, as well as complaint statistics, are reported by numbers of contacts or cases and is not a true reflection of the number of individual juveniles in the system. Thus a juvenile arrested more than once would have his or her characteristics noted more than one time. Similarly, two or more dispositions made by the juvenile and domestic relations court judge may be attributable to one youth who enters the court system several times.

Because the juvenile justice system in New Jersey operates substantially on a county basis, all other statistical information of juveniles in the justice system is kept either internally by each respective unit in the county or by one unit within the county maintaining records on several related units, e.g. the juvenile intake unit in the county will compile records for detention, shelter and possibly the juvenile conference committees. Thus, information on a statewide basis for juveniles in the justice system at this time is available only at the most common points of entry (police) and exit (court disposition).

Referrals are made into the system by various sources (i.e. social agencies, probation, parole, parents, schools) and juveniles are diverted from the formal system for more appropriate disposition alternatives at several points. A major emphasis in the New Jersey juvenile justice system has been on alternative dispositions to formal adjudication. This can be seen readily on the flow chart and is most apparent at the point where a juvenile court intake unit operates.

As mentioned previously, this flow chart does not reflect the deviations within each county system. For example, as of the summer of 1976, 12 counties had operational juvenile intake units (Atlantic, Bergen, Burlington, Camden, Essex, Hudson, Mercer, Morris, Passaic, Middlesex, Somerset and Union), although others were in the developmental stages.

More precise statistical information has been collected from several counties which had intake units fully operating during the latter half of 1975. This data includes a breakdown of characteristics of a sample of juveniles referred to the court and their immediate disposition, that is, whether the juvenile was referred to court or was diverted through alternative handling.

Information was also compiled for many of these same counties as well as others on juveniles referred to detention and shelter care. Presentation of some of this information is included following the flow chart and the rest is included in subsequent discussion of the system.

Police

In 1975 a total of 126,517 juveniles were brought into custody or referred to police juvenile bureaus by police officers. Table 10 illustrates the estimated 1975 population of juveniles aged seven through seventeen in the State and shows the per-

Table 8
JUVENILE AND DOMESTIC RELATIONS COURTS
DISPOSITION OF "JUVENILE IN NEED OF SUPERVISION" COMPLAINTS
September 1, 1974 to August 31, 1975

COUNTY	ACTIVE Complaints Pending On September 1, 1974	Complaints Filed, Incl. Reinstated Complaints, Transfers and Downgrades	COMPLAINTS DISPOSED OF					ACTIVE Complaints Pending at End of Period			
			Marked by Judge as Inactive	Ref. to Juv. Conf. Comm., Referee, J&DR Courts in Other Counties	Hearing		TOTAL Disposed of	Representation By Counsel Mandatory	Representation By Counsel Not Mandatory	Other	TOTAL
					Represented By Counsel	Not Represented By Counsel					
Atlantic	** 33	512	25	44	128	310	507	11	27	0	38
Bergen	45	824	26	69	193	540	828	10	31	0	41
Burlington	42	202	15	16	77	98	206	13	25	0	38
Camden	42	984	2	318	147	540	1,007	12	7	0	19
Cape May	82	235	5	27	14	193	239	5	73	0	78
Cumberland	6	319	0	34	1	270	305	0	20	0	20
Essex	27	938	35	470	120	290	915	28	22	0	50
Gloucester	27	229	0	41	42	113	196	9	51	0	60
Hudson	114	1,093	302	90	206	516	1,114	38	55	0	93
Hunterdon	2	13	4	0	7	4	15	0	0	0	0
Mercer	43	297	28	1	55	216	300	12	24	4	40
Middlesex	30	423	0	36	45	349	430	7	16	0	23
Monmouth	36	94	0	1	9	107	117	0	13	0	13
Morris	6	159	4	13	28	109	154	0	11	0	11
Ocean	30	298	1	12	16	237	266	0	62	0	62
Passaic	32	486	52	27	48	360	487	4	27	0	31
Salem	13	84	1	26	13	47	87	7	3	0	10
Somerset	18	145	13	1	83	48	145	14	4	0	18
Sussex	4	51	9	2	4	36	51	0	4	0	4
Union	29	469	0	23	174	273	470	5	21	2	28
Warren	1	12	1	0	0	12	13	0	0	0	0
TOTAL	**662	7,867	523	1,251	1,410	4,668	7,852	175	496	6	677
TOTAL 1 *** YEAR AGO	——	*3,788	167	657	527	1,771	3,122	145	492	29	666

* "Juvenile In Need of Supervision" Statute Effective 3/1/74. Data is for 6 months.
** Data differs from cases pending August 31, 1974 as reported in 1973-74 Annual Report, because of recounts by the counties resulting from their periodic physical inventories and discovery of other reporting errors by the counties during the course of the year.
*** As reported in the 1973-74 Annual Report.

Source: Monthly Reports of the Clerks of the Juvenile and Domestic Relations Courts Annual Report of the Administrative Director of the Courts 1974-1975 (Tables 7, 8).

Table 9

JUVENILE AND DOMESTIC RELATIONS COURTS
DISPOSITION OF JUVENILE DELINQUENT COMPLAINTS
September 1, 1974 to August 31, 1975

COUNTY	ACTIVE Complaints Pending On September 1, 1974	Complaints Filed, Incl. Reinstated Complaints & Transfers	COMPLAINTS DISPOSED OF							ACTIVE Complaints Pending at End of Period			
			Downgraded to JINS Complaints	Marked by Judge as Inactive	Suspended Dispositions (Narcotics) NJSA 24:21-27 (a) (1)	Ref. to Juv. Conf. Comm., Referee, Other Co., or Alternate Appropriate Court	Hearing		TOTAL Disposed of	Representation By Counsel Mandatory	Representation By Counsel Not Mandatory	Other	TOTAL
							Represented By Counsel	Not Represented By Counsel					
Atlantic	* 306	2,656	25	99	17	423	676	1,236	2,476	146	340	0	486
Bergen	516	7,089	4	222	0	1,003	1,364	4,447	7,040	63	502	0	565
Burlington	448	1,896	0	81	8	317	568	892	1,866	214	264	0	478
Camden	471	5,584	4	276	0	2,434	1,710	1,231	5,655	314	84	2	400
Cape May	629	1,599	28	97	0	131	373	1,112	1,741	227	258	2	487
Cumberland	137	2,581	0	0	0	203	919	1,474	2,596	44	78	0	122
Essex	882	12,346	5	1,020	0	4,737	3,957	1,461	11,180	1,720	328	0	2,048
Gloucester	619	2,363	0	0	0	570	638	1,070	2,278	154	550	0	704
Hudson	1,058	5,459	0	1,096	0	1,319	1,958	1,467	5,840	365	312	0	677
Hunterdon	50	476	0	60	0	126	202	45	433	64	29	0	93
Mercer	861	3,837	0	506	0	97	1,307	2,183	4,093	269	292	44	605
Middlesex	840	6,833	0	24	12	1,605	825	4,010	6,476	148	1,049	0	1,197
Monmouth	952	5,927	15	0	0	1,699	1,034	3,237	5,985	155	739	0	894
Morris	93	831	4	47	0	81	378	303	813	57	54	0	111
Ocean	399	2,767	0	56	0	337	627	1,676	2,696	69	401	0	470
Passaic	689	4,026	5	330	0	365	1,878	1,648	4,226	282	207	0	489
Salem	* 69	620	6	12	0	128	214	231	591	78	20	0	98
Somerset	* 152	1,183	15	101	0	171	500	410	1,197	76	62	0	138
Sussex	142	935	0	261	0	96	199	362	918	2	157	0	159
Union	589	5,186	0	2	0	1,770	1,805	1,592	5,169	170	340	96	606
Warren	102	596	6	20	4	2	81	511	624	0	74	0	74
TOTAL *	10,004	74,790	117	4,310	41	17,614	21,213	30,598	73,893	4,617	6,140	144	10,901
TOTAL 1 ** YEAR AGO	10,903	68,547	363	3,777	172	12,983	19,706	32,450	69,451	3,485	6,152	362	9,999

* Data differs from cases pending August 31, 1974 as reported in 1973-74 Annual Report, because of recounts by the counties resulting from their periodic physical inventories and the discovery of other reporting errors by the counties during the course of the year.

** As reported in the 1973-74 Annual Report.

Source: Monthly Reports of the Clerks of the Juvenile and Domestic Relations Courts.

cent of the population arrested in that year. Subsequent tables (12-22) provide arrest information about juveniles by sex, age, race, offense and county for 1975.

New Jersey Juvenile Arrest 1975
Projected Juvenile Population
(Ages 7-17) 1975

		Arrests	
	Percentage	Number	Percentage
Male— 755,865	50.9%	104,244	13%
Female— 729,135	49.1%	22,273	3%
TOTAL 1,485,000	100.0%	126,517	8%

Not all police departments have specially assigned juvenile officers. Table 10 is based on information from 11 counties, including seven of the eight most populated, in which 71% of the State's juvenile population between seven and 17 resides. It shows that five percent or less of the force in each county handles juvenile matters only. This is in contrast to the percentages of juvenile to overall arrests which varies from 24% to 50%.

Police officers generally receive no more than six hours basic training in handling juveniles. Some departments send their juvenile officers to outside seminars and conferences but there is little ongoing instruction in juvenile matters or guidelines in the use of police discretion.

Table 10: Distribution of Juvenile Police Officers 1975 (11 Counties)

County	Percent of State Juvenile Population 7-17 Years 1970	Number of Juvenile Arrests — 1975	Juvenile Arrests as Percent of Counties Total Arrests	Juvenile Officers Full-Time	Juvenile Officers Part-Time	Juvenile Officers as Percent of Total Police Force Full-Time	Part-Time
Bergen	13.5%	13,738	50.6%	54	30	4%	
Middlesex	10.1%	10,683	39.5%	47	17	5%	
Hudson	7.9%	7,952	32.9%	39	2	2%	
Union	7.9%	10,752	45.5%	35	4	2%	
Camden	7.2%	7,728	33.2%	32	4	3%	
Passaic	6.5%	9,889	43.8%	27	12	3%	
Burlington	5.3%	4,001	28.7%	12	9	4%	
Mercer	4.3%	6,214	39.6%	24	10	4%	
Essex	4.2%	14,977	34.0%	80	—	2%	
Somerset	3.4%	3,179	40.4%	15	1	4%	
Cape May	.8%	1,923	24.1%	—	2	Less than 1%	
TOTALS	71%	91,036		365	91		

Source: State Law Enforcement Planning Agency survey based on information gathered from Criminal Justice Planners juvenile officers and New Jersey State Juvenile Aid Officers Association, Inc.

Table II (Please see page 110)

Explanation

The trend in juvenile arrests for the period 1972-1975 represents a considerable leveling off in arrest rate after a pronounced period of steady increase. This leveling off trend is especially true for the lesser offenses by both male and female juveniles. Major offenses account for an increasing proportion of the total offenses for both males and females. In regard to major offenses, the most pronounced increase in arrest rates occurred between 1973-1974. This was particularly evident in the crimes of robbery, breaking and entering, and larceny and theft. The 1975 rates reflect smaller increases in these three crime categories. Murder, manslaughter and forcible rape have remained rather constant over this time period. Major increases in 1975 occurred in arrests for atrocious assault, including both males and females.

Among the lesser offenses, narcotic associated offenses have declined after reaching a peak in 1974. Alcohol associated offenses are also not growing at the earlier established rates of increase. Malicious mischief and disorderly conduct continue to dominate the male arrest pattern whereas females are most often taken into custody for running away. The runaway category has remained rather constant but at high levels, especially for females.

Table 11

TOTAL JUVENILE ARRESTS 1972-1975 FEMALE

Major Offenses	1972	1973	1974	1975
Murder	3	3	6	8
Manslaughter	6	–	1	1
Forcible Rape	3	5	3	2
Robbery	109	75	89	133
Atrocious Assault	138	177	185	243
Breaking and Entering	286	346	484	456
Larceny-Theft	2,570	2,868	3,830	4,030
Motor Vehicle	112	97	96	89
Subtotal	3,227	3,571	4,694	4,962
Lesser Offenses				
Malicious Mischief	519	502	742	840
Narcotic Drug Offenses	1,576	1,933	1,954	1,464
Alcohol Associated Offenses	1,225	1,106	1,259	1,231
Disorderly Conduct	2,714	2,945	2,702	2,435
Curfew and Loitering	564	636	701	754
Runaways	4,193	4,085	4,063	4,132
All Other Offenses (except traffic)	2,952	3,035	3,238	3,499
Subtotal	13,743	14,242	14,659	14,355
Total	19,802	20,501	22,193	22,273

TOTAL JUVENILE ARRESTS 1972-1975 MALE

Major Offenses	1972	1973	1974	1975
Murder	53	42	55	57
Manslaughter	17	21	20	20
Forcible Rape	129	160	175	158
Robbery	1,344	1,363	1,605	1,772
Atrocious Assault	750	967	1,040	1,226
Breaking and Entering	7,217	8,201	10,463	11,262
Larceny-Theft	9,524	10,380	13,522	14,427
Car Theft	2,149	2,202	2,366	2,148
Subtotal	21,183	23,336	29,246	31,070
Lesser Offenses				
Malicious Mischief	7,170	7,712	9,824	10,707
Narcotic Associated Offenses	5,617	7,595	8,297	6,841
Alcohol Associated Offenses	4,506	4,668	4,982	5,055
Disorderly Conduct	11,756	12,393	13,068	13,326
Curfew and Loitering	2,233	2,229	2,746	2,824
Runaways	3,279	3,534	3,340	3,109
All Other Offenses (except traffic)	11,875	12,925	14,989	15,912
Subtotal	46,436	51,056	57,246	57,774
Total	79,944	87,470	101,031	104,244

Source: 1972-1975 Uniform Crime Reports

Tables 12-15 (Please see pages 111-115)
Explanation

Major Offenses

Murder and manslaughter do not become significant juvenile offenses until 15 years of age. After age 15, the murder rate accelerates and peaks at age 17. Manslaughter rates continue to increase through age 18, although the frequency of this offense remains quite low.

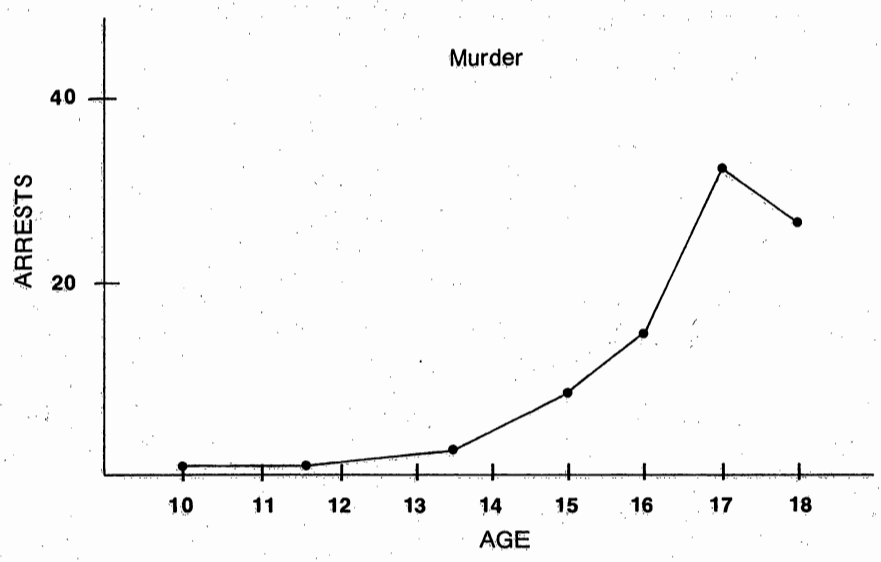
The incidence of rape follows a pattern similar to that for murder, reaching a peak at 17 years of age and then declining. Robbery, on the other hand, involves many juveniles who are under 16 years and the robbery rate declines only slightly for 17 and 18 year olds.

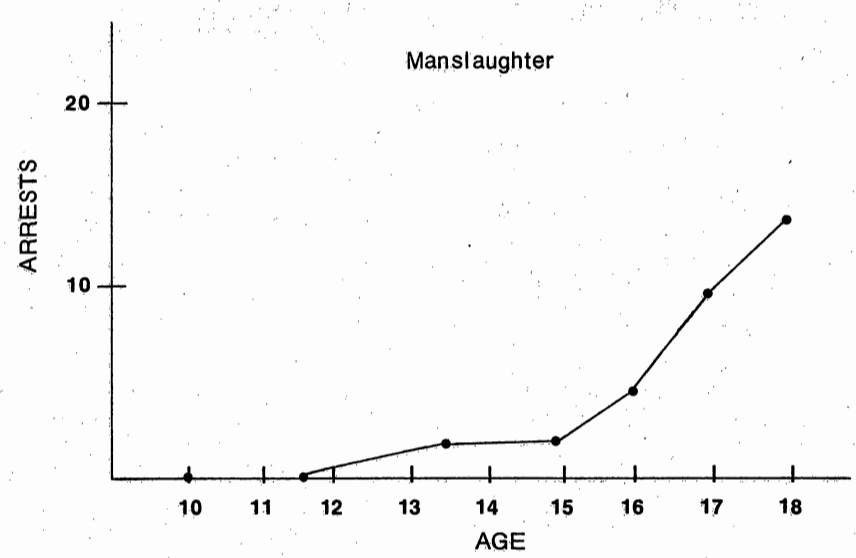
The general tendency for accelerated increase in juvenile offenses during ages 12 to 16 years is illustrated by the information on atrocious assault, breaking and entering, larceny-theft and motor vehicle theft. The most pronounced decline in offenses after age 16 years occurs for the motor vehicle thefts, but a similar trend occurs as well for the others.

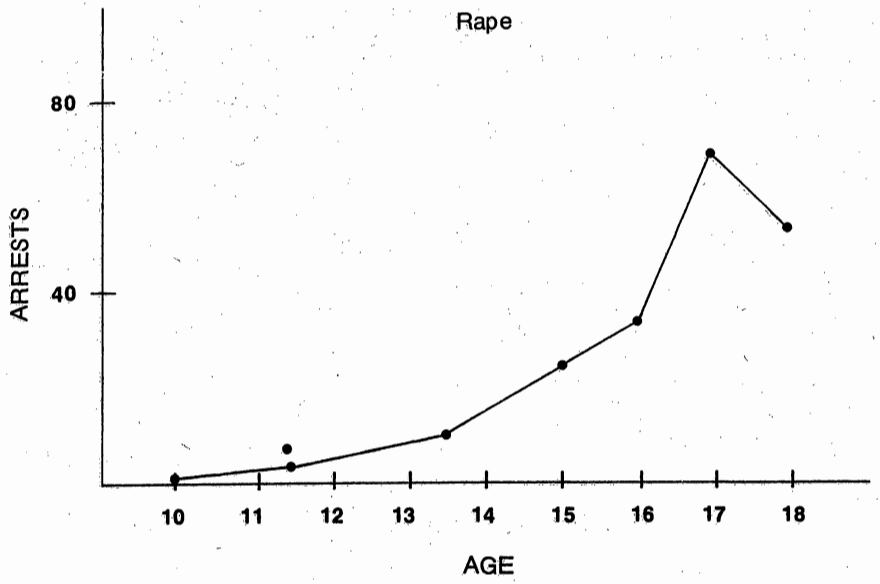
Lesser Offenses

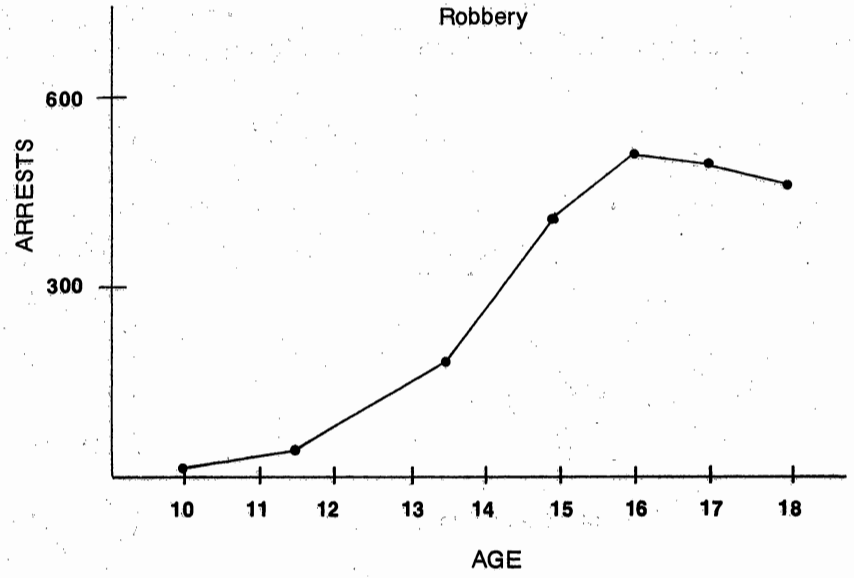
Arson and malicious mischief are relatively evenly distributed over the spread of ages and peak earlier than the more serious offenses. Failure to give good account, curfew violations and narcotic offenses occur most frequently with the older juveniles. Disorderly conduct and sex offenses decline sharply after age 16 years. Runaway violations, a predominantly female offense, rises sharply between ages 12 to 15 years and then declines just as sharply, after 15 years.

TABLE 12 – JUVENILE OFFENSES BY AGE–1975



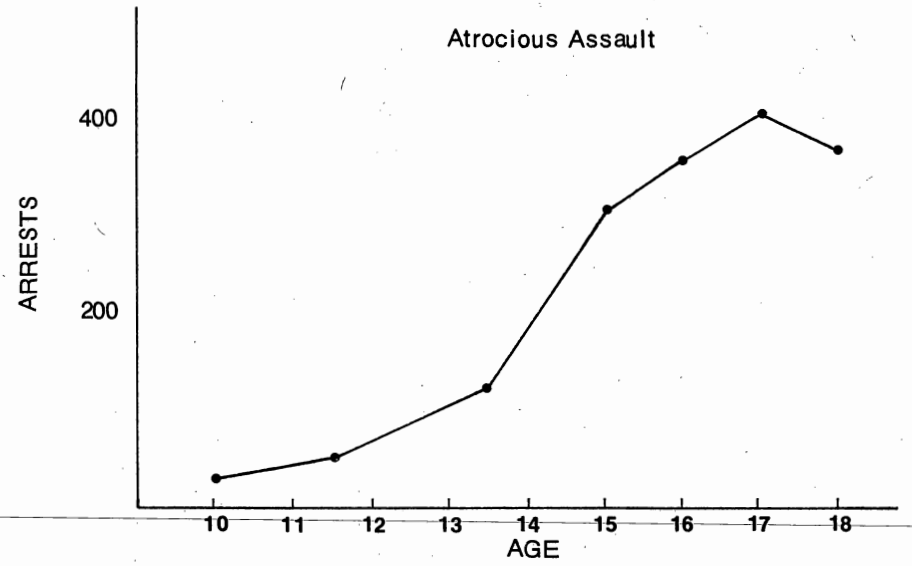


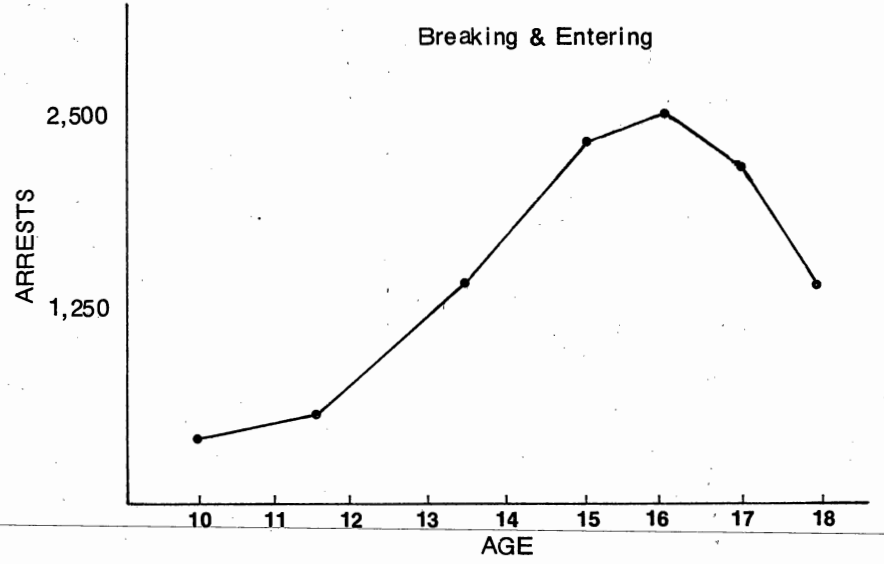




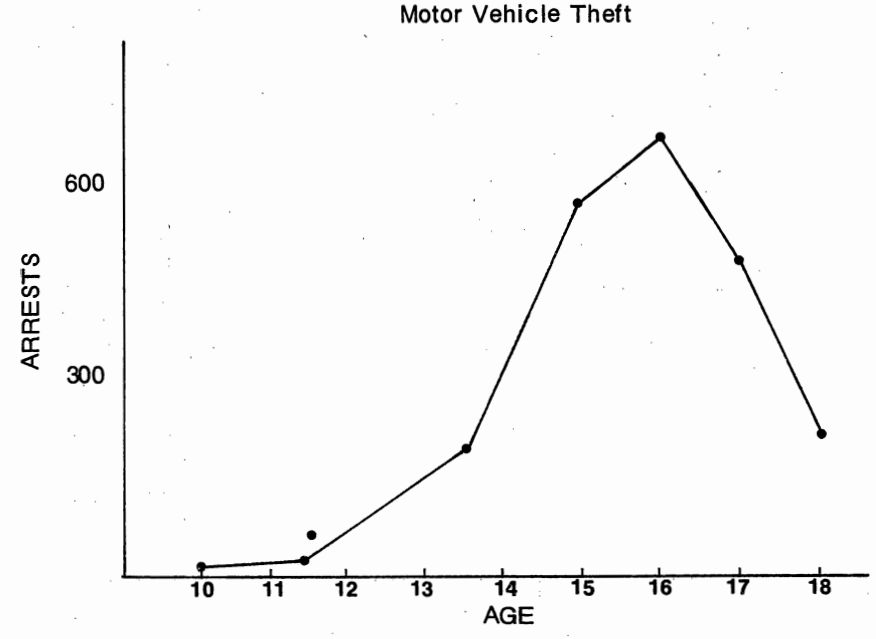
Source: 1975 Uniform Crime Reports

TABLE 13 – JUVENILE OFFENSES BY AGE – 1975





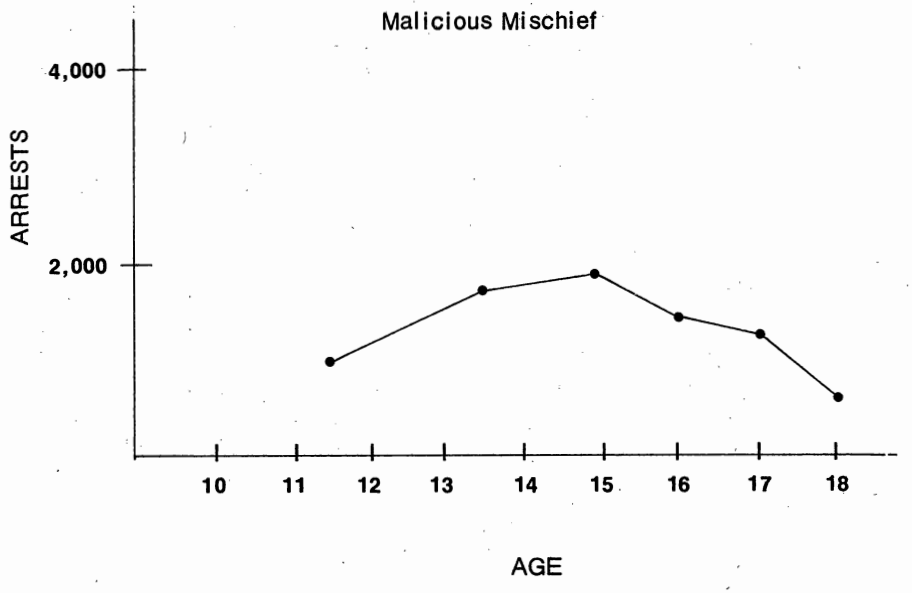


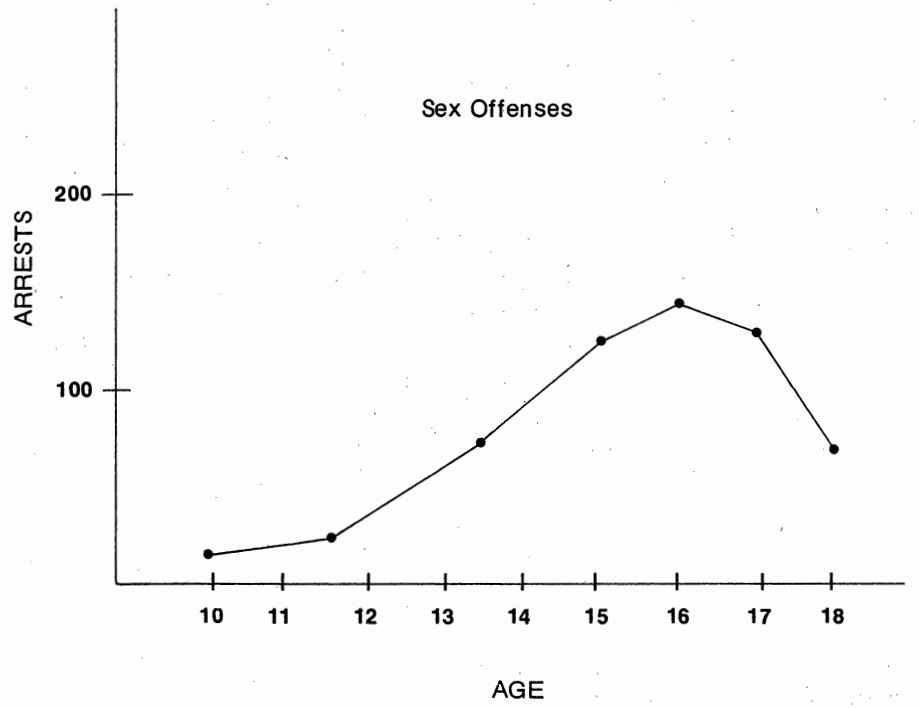


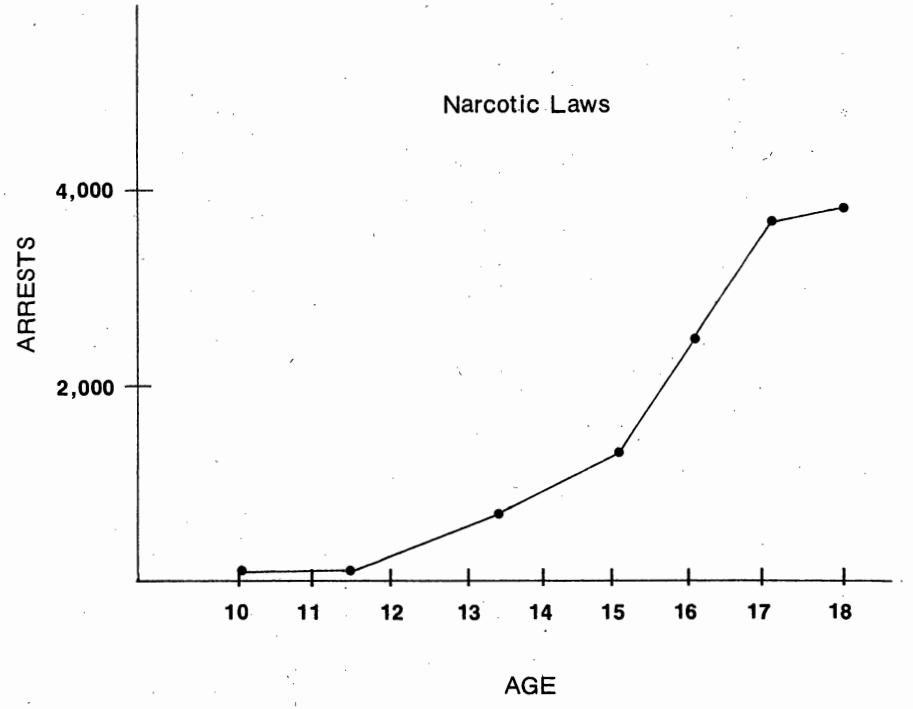
Source: 1975 Uniform Crime Reports

TABLE 14 – JUVENILE OFFENSES BY AGE–1975



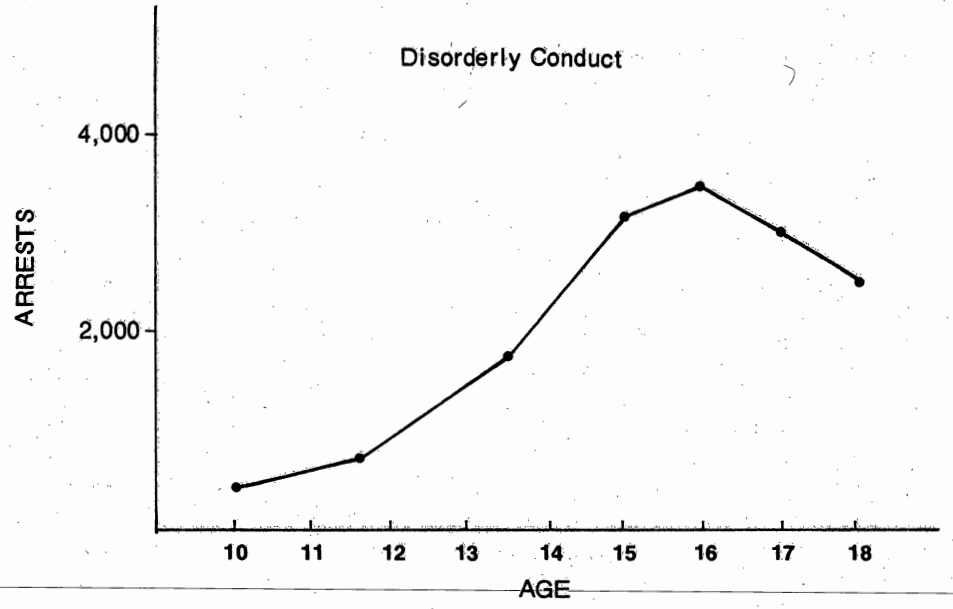


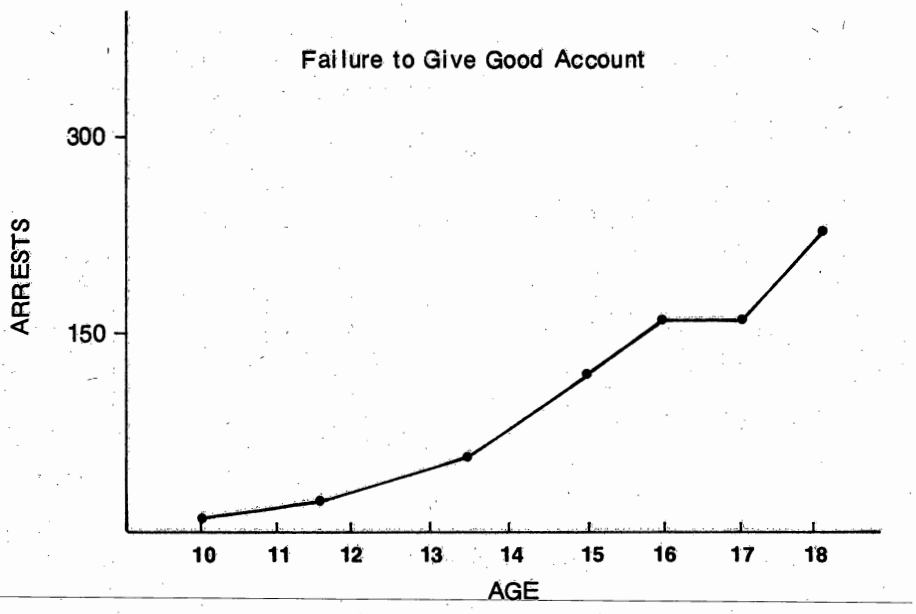


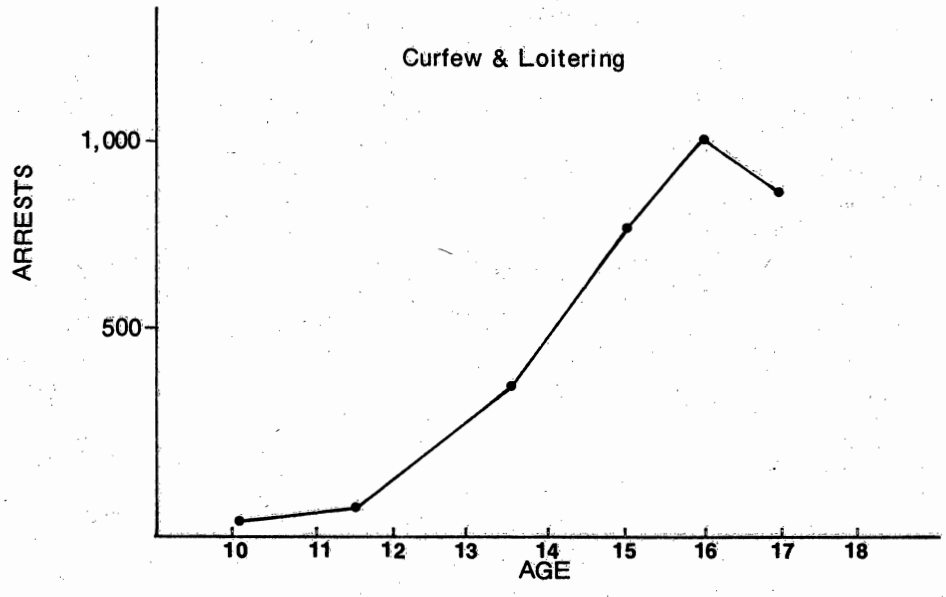


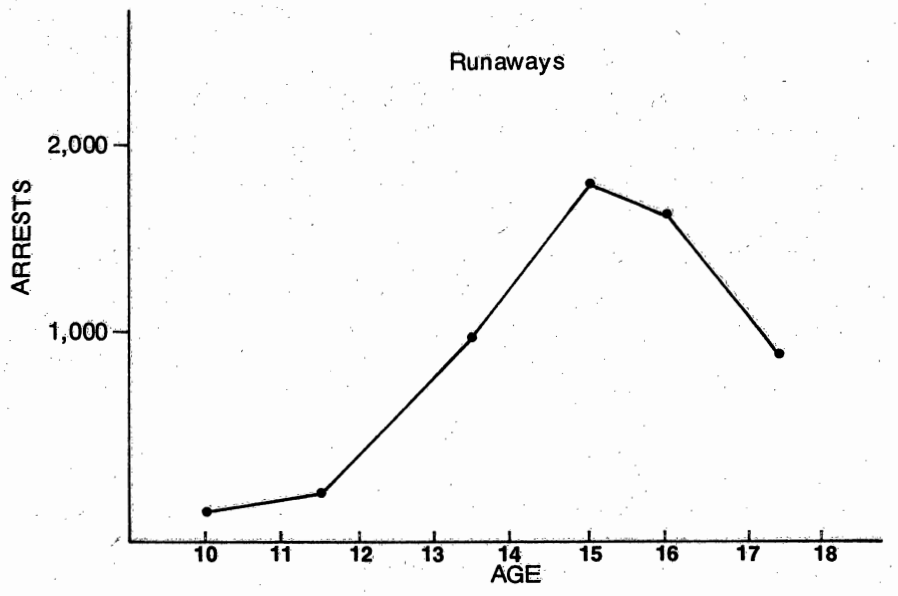
Source: 1975 Uniform Crime Reports

TABLE 15 – JUVENILE OFFENSES BY AGE – 1975





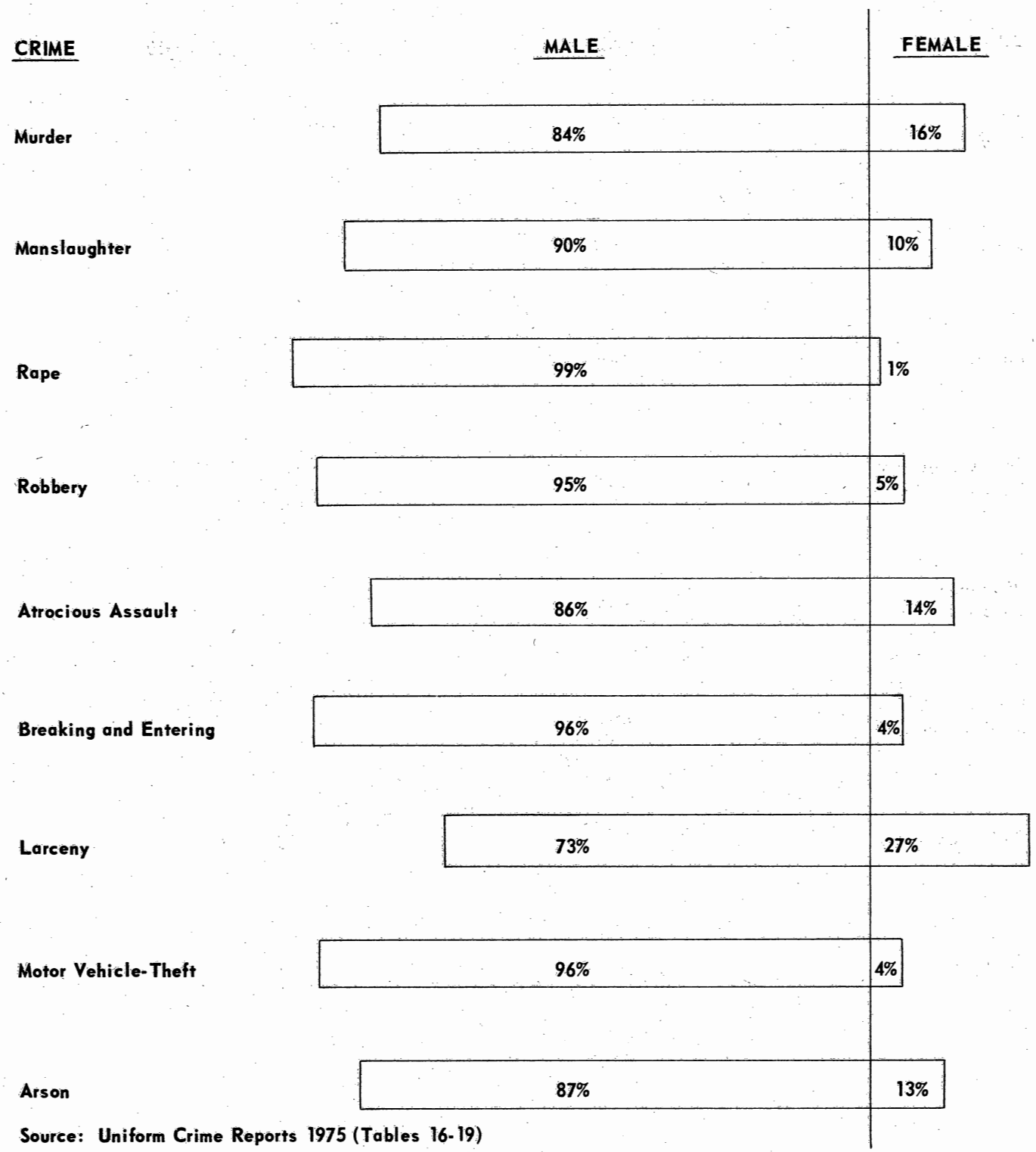




Source: 1975 Uniform Crime Reports

Table 16

NEW JERSEY JUVENILE ARRESTS BY SEX – 1975



Source: Uniform Crime Reports 1975 (Tables 16-19)

Table 17

NEW JERSEY JUVENILE ARRESTS BY SEX – 1975

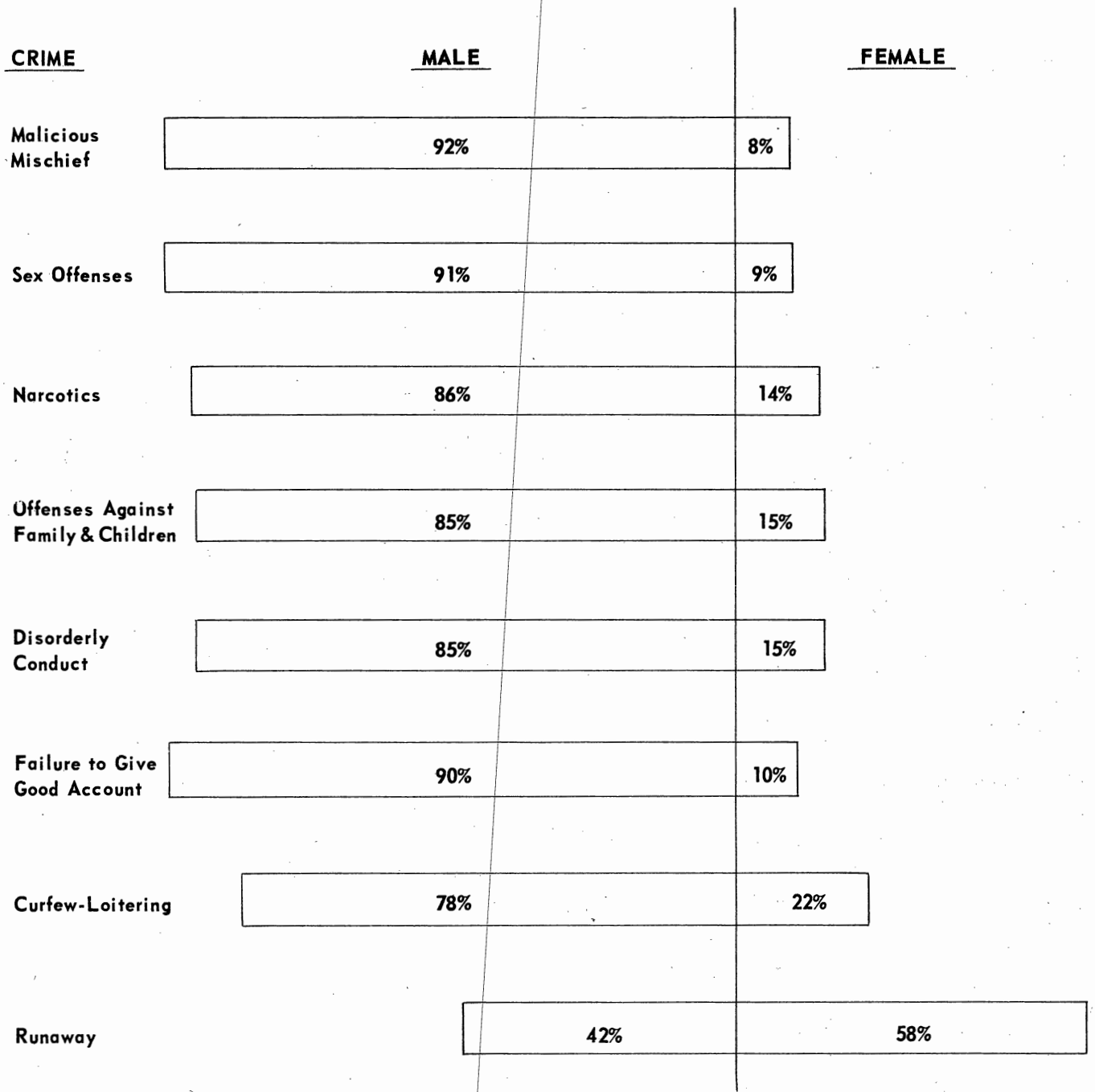


Table 18

NEW JERSEY JUVENILE ARRESTS BY RACE – 1975

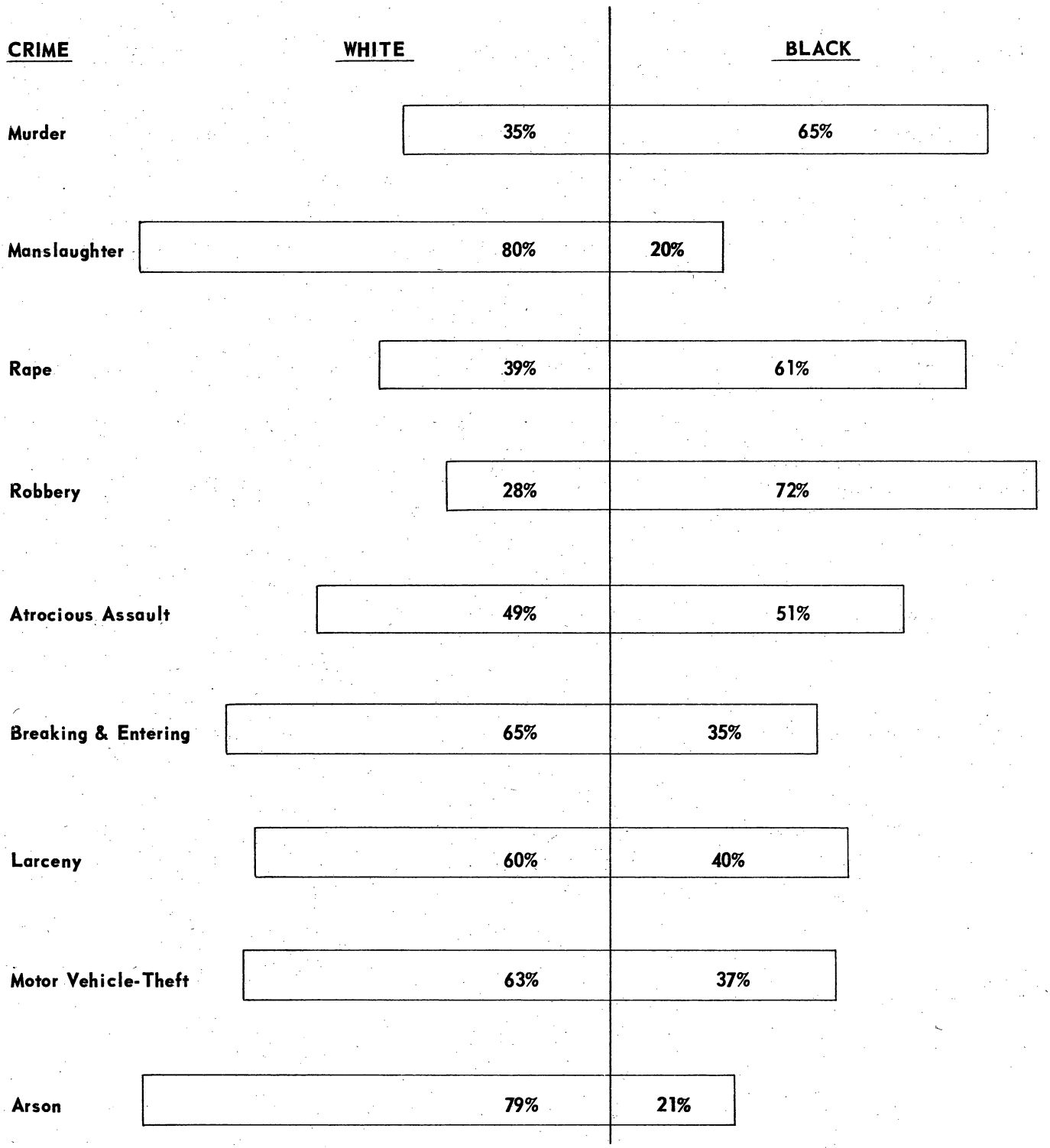


Table 19

NEW JERSEY JUVENILE ARRESTS BY RACE – 1975

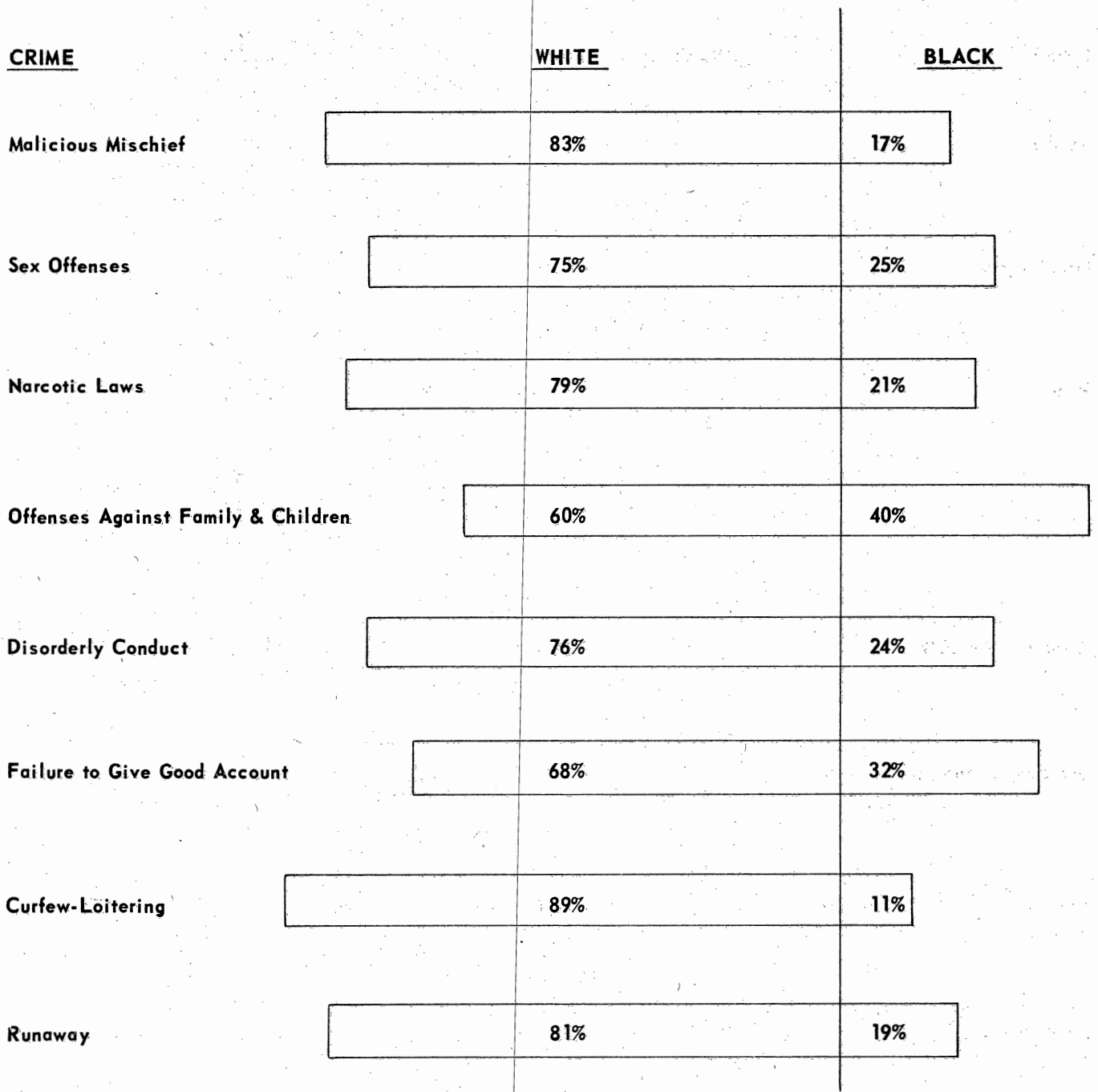
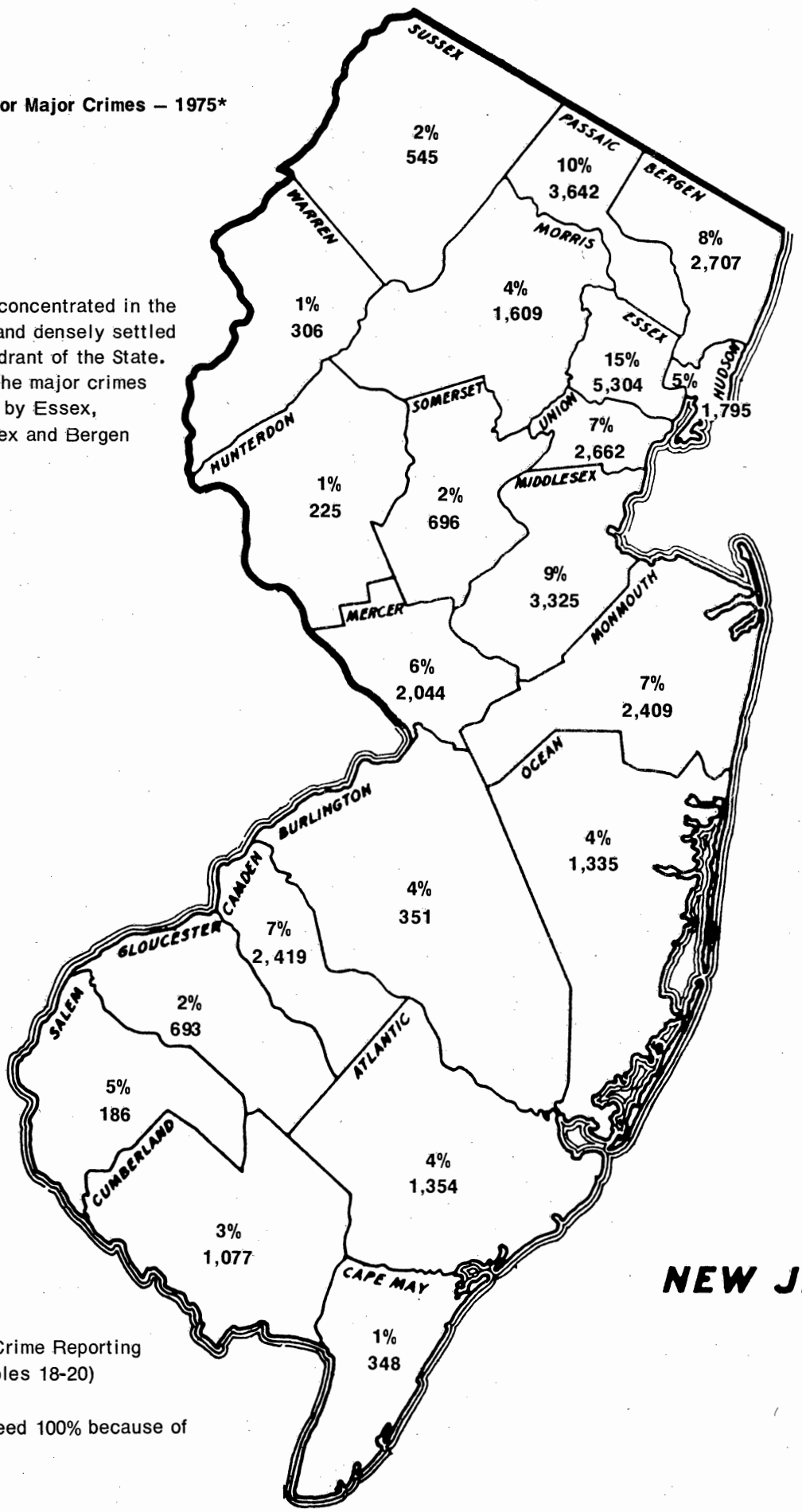


Table 20
Juvenile Arrests for Major Crimes – 1975*

Major crimes are concentrated in the heavy urbanized and densely settled north eastern quadrant of the State. Forty percent of the major crimes are accounted for by Essex, Passaic, Middlesex and Bergen counties.



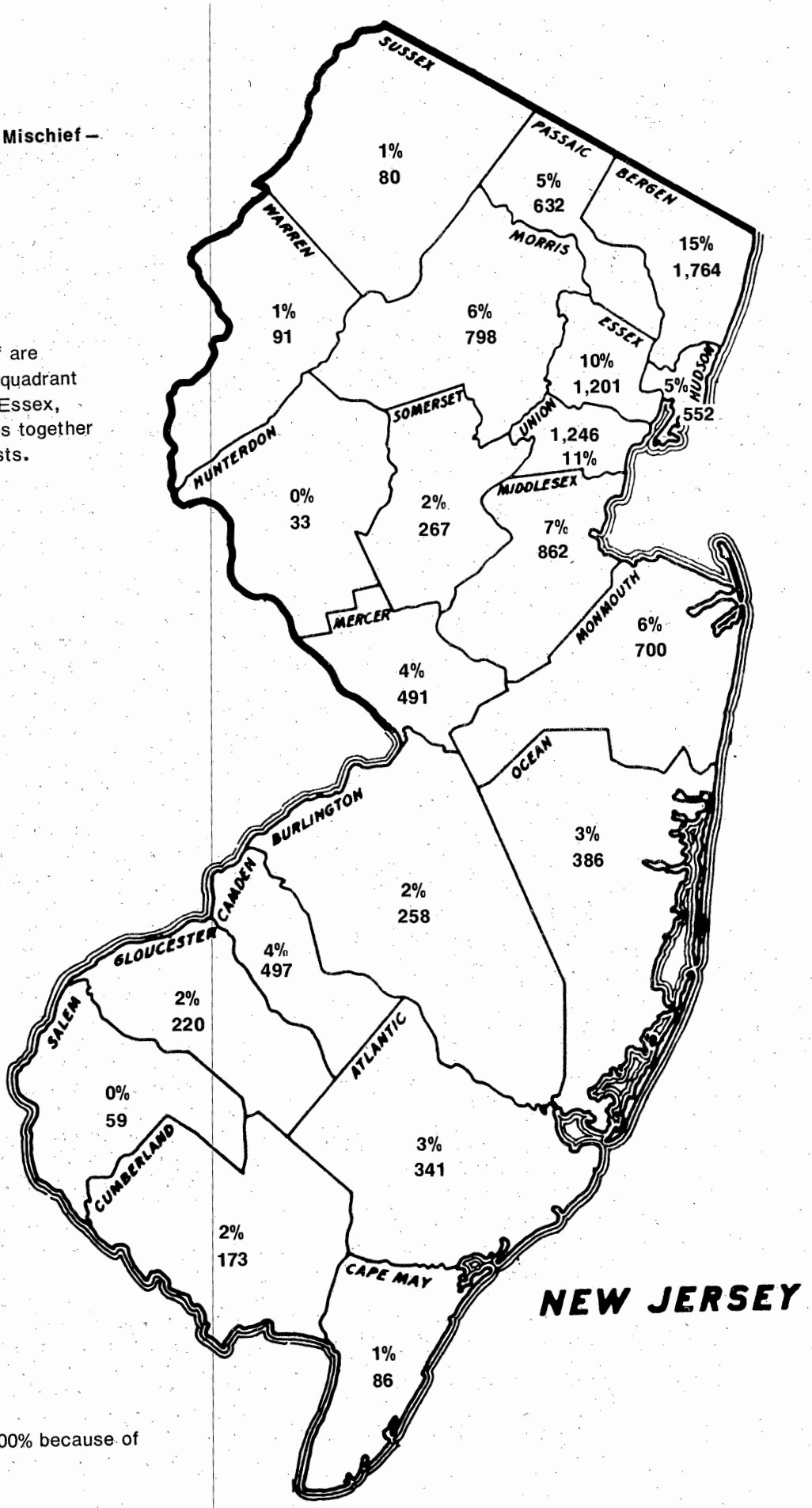
Source: Uniform Crime Reporting Unit (Tables 18-20)

*Percentages exceed 100% because of rounding.

Table 21
Juvenile Arrests for Malicious Mischief — Males 1975*

Total 10,707

Arrests for malicious mischief are concentrated in the northeast quadrant of the State. Bergen, Union, Essex, Morris, and Middlesex counties together account for 50% of these arrests.

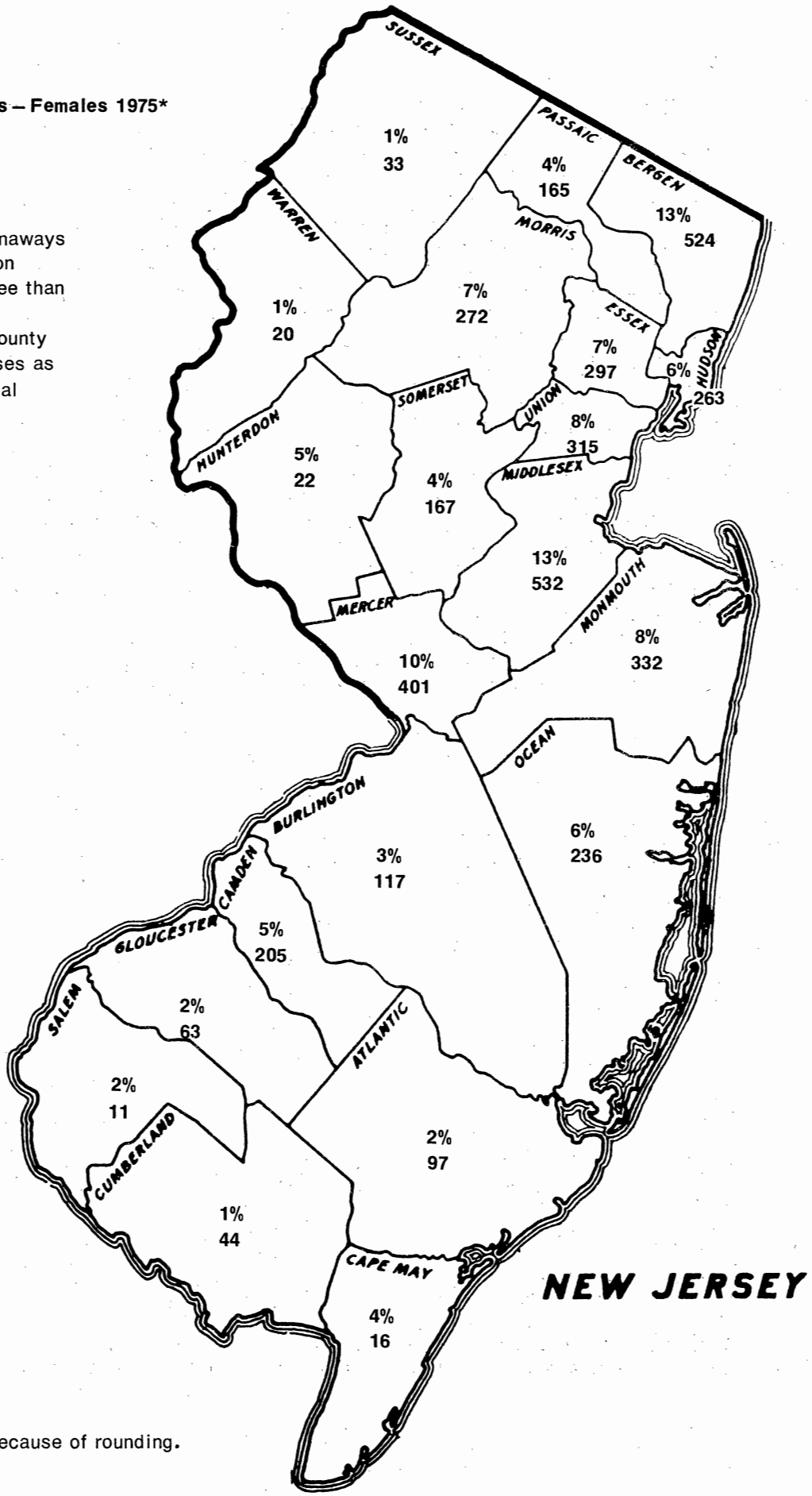


*Percentages do not total 100% because of rounding.

Table 22
Juvenile Arrests of Runaways – Females 1975*

Total 4,132

The distribution of female runaways reflects the general population distribution to a greater degree than most other arrest patterns.
The values shown for each county are the total number of offenses as well as the percent of the total New Jersey State offenses committed in that county.



*Percentages exceed 100% because of rounding.

Beyond the total number of juveniles taken into custody, there is an unknown number who had police contact on the street or who were questioned or reprimanded without being taken into custody. There is a level of discretion when patrol officers and juvenile officers exercise their authority on the street to identify which youths who should be brought in or are in need of services. Any record keeping system for this population would be strictly local and presumably informal.

After a juvenile is brought in for investigation, further discretion is utilized to refer the youth to an appropriate community resource, to handle the youth within the department through services or warning, or to refer her or him on to court through the initiation of a complaint. The decision at this point, other

Table 23
Explanation

The northeast region accounted for 62% of the juveniles taken into custody and more than half were handled within the police department and released. In the northwest region, an even larger proportion of arrests resulted in departmental handling and release, although that region accounted for only ten percent of the State total of arrests. In both the southwest and southeast regions, a larger proportion of juveniles who were arrested were referred to juvenile court or probation departments.

A comparison with 1970 percentages shows that within the northwest region there has been a substantial shift in the proportion of juveniles referred to court and those handled within the police department and released. A far greater proportion are now handled within the department. This is also true, to a more limited extent, in the southeast region.

The comparison shows a significant rise in the percentage of juveniles referred to welfare agencies in the southwest region.

POLICE DISPOSITION OF JUVENILES TAKEN INTO CUSTODY, 1975

Table 23 — With a Percentage Comparison of Juvenile Dispositions for 1970

REGION		HANDLED WITHIN DEPARTMENT AND RELEASED	REFERRED TO JUVENILE COURT OR PROBATION DEPARTMENT	REFERRED TO WELFARE AGENCY	REFERRED TO OTHER POLICE AGENCY	REFERRED TO CRIMINAL OR ADULT COURT
NORTHWEST REGION						
NUMBER	Hunterdon Sussex Warren	1,725	1,067	26	28	39
PERCENT		59.8	37.0	0.9	1.0	1.4
	1970	23.9	74.6	0.2	1.8	—
NORTHEAST REGION						
NUMBER	Bergen Morris Essex Passaic Hudson Somerset Middlesex Union	41,992	34,277	479	1,345	207
PERCENT		53.6	43.8	0.6	1.7	0.3
	1970	54.4	43.4	0.4	1.7	0.1
SOUTHWEST REGION						
NUMBER	Burlington Camden Gloucester Mercer	8,765	11,095	537	329	81
PERCENT		42.1	53.3	2.6	1.6	0.4
	1970	40.2	57.8	0.6	1.3	0.1
SOUTHEAST REGION						
NUMBER	Atlantic Monmouth Cape May Ocean Cumberland Salem	11,625	12,539	50	118	193
PERCENT		47.4	51.1	0.2	0.5	0.8
	1970	38.0	60.8	0.1	1.0	0.1
NEW JERSEY						
NUMBER		64,107	58,978	1,092	1,820	520
PERCENT		50.7	46.6	0.9	1.4	0.4
	1970	49.1	48.9	0.3	1.6	0.1

Source: Uniform Crime Reports 1975 and 1970, page 67.

than based on the seriousness of the offense, may be reflective of community attitudes and the availability of services within and outside the department.

It is apparent that there is widespread use of discretion leading to informal adjustment of juvenile matters as 51.6% of the total arrested, or 65,190 juveniles, were either handled within the department or referred to welfare agencies. The majority of the remainder, or 46.6%, were referred to juvenile court or probation departments. The remainder went to criminal or adult court. Table 23 shows the dispositions of juveniles arrested during 1970 and 1975.

Juveniles referred to social services within the department will be interviewed by a social worker or counselor and then referred to a community agency for recommended services. The youth and/or his family may also be involved with the counselor for a brief period to deal with the youth's problem. Twenty-four police departments in New Jersey have developed juvenile aid bureau counseling components funded by the State Law Enforcement Planning Agency.

In many cases, juveniles may be referred by the police directly to youth service bureaus or other community youth agencies. The police social services unit may also refer a youth to an outside project for services that the unit cannot provide. The State Law Enforcement Planning Agency has funded or continues to fund approximately 27 community youth projects. Services which may be provided either directly or through referrals to community and State agencies include counseling, tutoring, health care, legal assistance, vocational training and recreation.

Detention and Shelter Care

For those juveniles who are not handled at the police level, a complaint is initiated and referral is made for processing to the juvenile court. (Table 24 compares the number of arrested juveniles by county who were referred to the juvenile court for 1974 and 1975.) A decision must then be made whether or not detention or shelter care is warranted, given the nature of the offense and the situation of the youth.

Table 24

Total Arrests and Percentage Referred to Juvenile Court

1974-1975

County	Total Juvenile Arrests 1974	Total Juvenile Arrests 1975	Percentage Referred to Juvenile Court 1974	1975
Atlantic	4,215	4,329	52%	47%
Bergen	13,535	13,738	36%	35%
Burlington	3,496	4,001	38%	33%
Camden	7,796	7,728	61%	60%
Cape May	1,886	1,923	56%	54%
Cumberland	2,514	2,770	67%	69%
Essex	15,288	14,977	48%	49%
Gloucester	1,939	2,864	59%	61%
Hudson	7,069	7,952	49%	53%
Hunterdon	721	553	29%	28%
Mercer	6,717	6,214	49%	49%
Middlesex	10,142	10,683	50%	48%
Monmouth	9,269	9,486	53%	53%
Morris	6,825	7,130	50%	49%
Ocean	5,516	5,334	35%	32%
Passaic	9,438	9,889	36%	34%
Salem	568	683	47%	47%
Somerset	3,036	3,179	36%	40%
Sussex	1,219	1,246	33%	26%
Union	10,797	10,752	40%	41%
Warren	1,238	1,086	45%	33%
TOTAL	123,224	126,517		

Source: Uniform Crime Reporting Unit, New Jersey State Police

Juveniles being processed to court will usually be released to their parents, guardian or other responsible adult pending case disposition unless such a release would be harmful to the juvenile or the community.

If detention or shelter care is warranted, the initial decision is made by the police officer and detention or shelter personnel unless a juvenile intake unit exists in the county. The intake staff assumes the responsibility for approving all initial detention and shelter placement, usually providing 24-hour coverage for such decision-making.

A detention or shelter care court hearing is required by the next morning after placement to determine if continued holding is necessary. If the youth is not represented by counsel at the first hearing, counsel must be provided at a second hearing, which must be held within two court days. An order continuing detention or shelter care shall provide for review at intervals of no more than 14 days and a hearing shall be scheduled on the complaint within 30 days.

It is at this decision point in the system that a distinction in processing is made between the alleged delinquent and status offender (juveniles in need of supervision—JINS). Detention means the temporary care of juveniles in *physically restricting* facilities pending court disposition. Shelter care means the temporary placement of juveniles in facilities without physical restriction pending court disposition. N.J.S.A. 2A:4-43 (c & d). This distinction between delinquent and status offenders was created pursuant to the revised Juvenile and Domestic Relations Court Law which took effect March 1, 1974.

Only those juveniles charged with delinquent acts may be detained in detention facilities. The law provides that juveniles charged with delinquency may not be placed or retained in detention prior to disposition unless it is either necessary to secure the juvenile's presence at the next hearing or the nature of the conduct charged is such that the physical safety of the community would be seriously threatened if the juvenile were not detained. N.J.S.A. 2A:4-56(c).

An amendment to court rule 5:8-6 which went into effect March 29, 1976 requires that any juvenile charged with a delinquent offense and held in detention must have a probable cause hearing within a reasonable period of time. To sustain continued detention from the evidence introduced at the hearing there must be probable cause to believe that an act of delinquency has been committed and that the juvenile has committed it.

Guidelines are being developed by the Supreme

Table 25

Offenses Referred to Juvenile Court—1975

Major Offenses	Total Number	Referred to Juvenile Court	
Murder	65	53	82%
Manslaughter	21	14	67%
Forcible Rape	160	143	89%
Robbery	1,905	1,539	81%
Atrocious Assault	1,469	1,166	79%
Breaking & Entering	11,718	8,438	72%
Larceny	18,457	10,499	56%
Auto Theft	2,237	1,764	79%
Lesser Offenses			
Other Assaults	8,930	5,004	56%
Stolen Property	4,584	3,255	71%
Malicious Mischief	11,547	3,596	31%
Narcotics	8,305	5,253	63%
Disorderly Conduct	15,761	4,775	30%
Curfew and Loitering	3,578	761	21%
Runaway	7,241	1,847	26%
Alcohol Offenses	6,286	2,160	34%

Eighty-nine percent of arrests for forcible rape were referred to juvenile court during 1975, as opposed to 82% of those arrested for murder. Larceny offenses show the lowest percent referral for major offenses (the broadened definition includes thefts regardless of value).

Source: Uniform Crime Reports 1975

Court to define the procedural aspects of the hearing which might include consideration of whether confrontation and cross-examination of witnesses should occur or whether hearsay evidence would be admitted or excluded. The guidelines may also establish a definition for what is a "reasonable period of time" in which a hearing must be held. It is too soon to evaluate the impact of this rule change on the numbers of juveniles held in detention.

A juvenile may not be placed or retained in shelter care prior to disposition unless 1) there is no appropriate adult custodian to assume responsibility for the juvenile and release based only on a summons to the juvenile is inappropriate; 2) it is necessary to protect the health or safety of the juvenile; 3) it is necessary to secure his presence at the next hearing or 4) the physical or mental condition of the juvenile makes his immediate release impractical. N.J.S.A. 2A:4-56(C).

Juveniles charged with status offenses shall not be placed in physically restricting facilities. Juveniles charged with delinquent offenses, however, may be placed in shelter care. Shelter facilities are separate and distinct facilities from detention. Although operated by the counties, both are specified and monitored by the State Department of Institutions and Agencies. All counties now have or share shelter care facilities for alleged juveniles in need of supervision.

Juvenile Shelters—A Law Enforcement Assistance Administration grant in the amount of $600,000 was awarded to the Department of Institutions and Agencies in 1974 to provide comprehensive assistance to the counties to implement the JINS component of the legislation. A task force to oversee the implementation of the law was formed which included representatives from Institutions and Agencies, Public Advocate, Detention Supervisors Association, Juvenile Officers Association, County Freeholders and the State Law Enforcement Planning Agency.

Providing grants for services to JINS in shelter care prior to adjudication was the first phase of a two phase program. Funds used to provide grants to New Jersey counties were for increased social services for youth awaiting adjudication. Grants have been used for a variety of purposes, including purchase of educational and recreational equipment and provision of cultural programs and field trips for the youths. The types of facilities approved as JINS shelters vary greatly from the use of county hospitals to former private homes. The second phase focused on non-residential and residential service programs for the adjudicated JINS child such as a child advocacy unit and training for child care workers. The task force staff has undertaken a research project to examine the status of the JINS population and assess the effects of the 1974 juvenile legislation.

Juvenile Detention Facilities—There are 18 county detention facilities in the State which temporarily hold juveniles charged with the commission of delinquent acts. The facilities are run by the counties and are subject to annual inspection by the Department of Institutions and Agencies.

The State Law Enforcement Planning Agency's funds have initiated a variety of educational, recreational and social services within these facilities and in one instance provided funds for construction of an additional facility in the southern part of the State.

A study conducted by the State Law Enforcement Planning Agency in early 1974, as well as one undertaken by the Citizens Committee for Children of New Jersey, revealed the inconsistency among the detention staffs' handling of juveniles, and the nature of the programming. Through a combination of continued assistance in the development of programs and provision of staff training and also as the proposed implementation of the Department of Institutions and Agencies Manual of Standards for Detention Facilities, steps are being taken to eliminate this lack of uniformity. See Tables 26-27 for a list of all shelter care and juvenile detention facilities in the State.

In 1975 a total of 16,334 youths were detained in both facilities, 12,142 in detention and 4,192 in shelters. See the following tables for a list of detention and shelter facilities and an analysis by county of admissions to the facilities including total numbers, average length of stay and average daily population. It is important to note that not all youths held in shelter facilities came through the juvenile justice system as there may be occasion for juveniles under the care of the State to be placed in shelters on an emergency basis by the Division of Youth and Family Services while appropriate placement is sought.

Table 26

JUVENILE DETENTION FACILITIES IN NEW JERSEY

Facility	Capacity
Atlantic County Juvenile Rehabilitation/ Treatment Center Duerer Street P.O. Box 355 Egg Harbor, New Jersey	20
Children's Shelter of Bergen County East Ridgewood Avenue Paramus, New Jersey	40
Burlington County Juvenile Detention Center Box 256 New Lisbon, New Jersey	33
Children's Shelter of Camden County Lakeland-Blackwood, New Jersey	36

Facility	Capacity
Cumberland County Juvenile Center Cumberland Drive Hopewell Township Bridgeton, New Jersey	22
Essex County Youth House 70 Duryea Street Newark, New Jersey	200
Children's Shelter for Gloucester County Box 39 Clarksboro, New Jersey	10
Hudson County Youth House 635 County Avenue Secaucus, New Jersey	130
Mercer County Youth House 1430 Parkside Avenue Trenton, New Jersey	52
Middlesex County Youth Center Route 130 P.O. Box 164 North Brunswick, New Jersey	54
Monmouth County Youth Detention Center Dutch Lane Road Freehold, New Jersey	26
Morris County Youth Center West Hanover Avenue Morris Plains, New Jersey	24
Ocean County Juvenile Detention Center 155 Sunset Avenue Toms River, New Jersey	16
Children's Shelter of Passaic County Oldham Road Wayne, New Jersey	22
Somerset County Youth Receiving Center County Administration Building Somerville, New Jersey (Only used as a temporary facility, usually 48-72 hours. If a juvenile must be detained for a longer period of time, the Middlesex County Youth Center is used.)	6
Sussex County Youth Center R.D. 3, Box 142 Newton, New Jersey	16
George Herlich Juvenile Detention Center Union County Courthouse East Broad Street Elizabeth, New Jersey	40
Warren Acres P.O. Box 24 Oxford, New Jersey	23
Hunterdon County Juvenile Detention Center Main Street Flemington, New Jersey	8

Cape May and Salem Counties share facilities with neighboring counties.

Table 27

JUVENILE SHELTER CARE FACILITIES IN NEW JERSEY

Facility	Capacity
Atlantic County Youth Services Shelter 201 Dolphin Avenue Northfield, New Jersey	12
Edna B. Conklin Home 125 Essex Street Hackensack, New Jersey	
Children's Home of Burlington County Pine Street Mount Holly, New Jersey	22
Cloud Nine Administration Building Camden County Complex Lakeland-Blackwood, New Jersey	24
Cumberland Manor R.D. #2 Cumberland Drive Bridgeton, New Jersey	10
Essex County JINS Program Essex County Hospital Center Box 500 Cedar Grove, New Jersey	20
Murdock Hall 114 Clifton Place Jersey City, New Jersey	32
Trenton YMCA (Males only) 2 South Clinton Avenue Trenton, New Jersey	11

Facility	Capacity
Trenton YWCA (Females only) East Hanover Street Trenton, New Jersey	10
Middlesex County JINS Shelter (Males only) 21 Remsen Avenue New Brunswick, New Jersey	15
Collier School (Female only) Pleasant Valley Road Wickatunk, New Jersey	13
Monmouth County Boys Club (Males only) Prospect and Monroe Streets Asbury Park, New Jersey	10
Morris County Youth Shelter Morris County Courthouse Morristown, New Jersey	8
Apartment Wing of Ocean County Juvenile Detention Center and Shelter 155 Sunset Avenue Toms River, New Jersey	8
Children's Shelter of Passaic County Oldham Road Wayne, New Jersey	8
Somerset Home for Temporarily Displaced Children 259 Garretson Road Somerville, New Jersey	3
Children's Building John E. Runnells Hospital of Union County Berkeley Heights, New Jersey	20

Cape May, Gloucester, Hunterdon, Salem, Sussex and Warren Counties either share shelter care facilities with neighboring counties or as in the case of Sussex and Warren, utilize local foster homes.

The Middlesex County Youth Center had only been provisionally specified by the Department of Institutions and Agencies. The County is now under court order to develop alternative placement for their JINS girls.

Table 28

SHELTER AND DETENTION ADMISSIONS COMPARED TO ACTUAL JUVENILE POPULATION IN NEW JERSEY 1975

COUNTY	POPULATION OF JUVENILES AGES 7-17 1970 CENSUS	% OF TOTAL	% TOTAL STATE DETENTION ADMISSIONS	DIFFERENCE FROM 7-17 YEAR-OLD POPULATION	% TOTAL STATE SHELTER ADMISSIONS	DIFFERENCE FROM 7-17 YEAR-OLD POPULATION
Atlantic	35,060	2.5	4.6	+2.1	7.9	+5.4
Bergen	191,047	13.5	4.1	−9.4	7.6	−5.9
Burlington	75,553	5.3	4.7	− .6	12.0	+6.7
Camden	102,244	7.2	7.1	− .1	9.1	+1.9
Cape May	10,748	.8	.9	+ .1	.1	− .7
Cumberland	29,333	2.1	5.6	+3.5	3.7	+1.6
Essex	59,996	4.2	13.3	+9.1	6.1	+1.9
Gloucester	40,656	2.9	3.0	+ .1	2.0	− .9
Hudson	112,004	7.9	10.3	+2.4	7.8	− .1
Hunterdon	15,976	1.1	.5	− .6	.1	−1.0
Mercer	61,067	4.3	8.0	+3.7	4.9	+ .6
Middlesex	143,040	10.1	6.1	−4.0	7.6	−2.5
Monmouth	105,182	7.4	5.7	−1.7	7.7	+ .3
Morris	87,635	6.2	3.2	−3.0	1.9	−4.3
Ocean	46,271	3.3	5.9	+2.6	8.3	+5.0
Passaic	92,235	6.5	6.8	+ .3	3.1	−3.4
Salem	13,712	1.0	1.1	+ .1	.7	− .3
Somerset	47,387	3.4	1.1	−2.3	.3	−3.1
Sussex	17,748	1.3	1.1	− .2	.2	−1.1
Union	112,317	7.9	5.0	−2.9	8.7	+ .8
Warren	15,616	1.1	1.9	+ .8	.5	− .6
TOTAL	1,413,829	100.	100.		100.	

Source: March 1976 Report, Task Force on the Juvenile Code (Tables 28-30)

How to Read Table

Example: Bergen County has 191,047 children ages 7 through 17 residing in the County which is 13.5 percent of the total State population for that age group.

Bergen County also has 4.1 percent of all children in detention facilities in the State which is lower than the 13.5 percent (by 9.4 points) which one would expect on a random basis.

Bergen County has 7.6 percent of all children placed in JINS shelters which also is below (by 5.9 points) the 13.5 percent expected on a random basis.

Comparing Bergen County with all of the other counties, it is shown that Bergen has fewer children on a relative basis in detention and shelter facilities than any other county in the State since no other county has a point difference for detention and shelters greater than −9.4 and −5.9 respectively.

The data also shows that, for some reason, more children in Bergen County are placed in a JINS shelter than detention on a relative basis.

Table 29

JUVENILES IN DETENTION FACILITIES IN NEW JERSEY
1975

COUNTY	ADMISSIONS 1975			AVERAGE DAILY POPULATION			AVERAGE LENGTH OF STAY (DAYS)		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
Atlantic	482	77	559	N/A	N/A	29.5	N/A	N/A	19.2
Bergen	402	98	500	11.5	1.7	13.2	10.5	6.2	9.6
Burlington	469	102	571	N/A	N/A	19.6	N/A	N/A	12.5
Camden	721	142	863	20.1	6.2	26.3	10.1	16.0	11.1
Cape May[1]	102	8	110	3.0	.4	3.3	10.6	18.1	11.1
Cumberland[2]	501	174	675	13.7	2.3	16.0	10.0	4.8	8.6
Essex	1354	259	1613	83.1	12.9	96.0	22.4	18.2	21.7
Gloucester[3]	287	78	365	4.1	1.0	5.1	5.2	4.5	5.1
Hudson	1035	216	1251	49.4	6.8	56.1	17.4	11.4	16.4
Hunterdon	36	23	59	.7	.4	1.1	7.3	6.5	7.0
Mercer	773	193	966	25.5	7.7	33.3	12.0	14.7	12.6
Middlesex[4]	577	171	748	14.1	2.7	16.7	8.9	5.7	8.2
Monmouth	523	164	687	15.8	5.3	21.0	11.0	11.7	11.2
Morris	242	145	387	7.2	3.2	10.4	10.8	8.0	9.8
Ocean	523	194	717	N/A	N/A	7.4	N/A	N/A	3.8
Passaic	610	214	824	21.8	.8	22.6	13.0	1.4	11.5
Salem[5]	111	28	139	2.0	.9	3.0	6.7	12.3	7.8
Somerset[6]	95	41	136	1.8	.8	2.6	7.0	7.3	7.1
Sussex	111	27	138	N/A	N/A	3.4	N/A	N/A	9.1
Union	466	142	608	19.7	5.3	25.0	15.4	13.5	15.0
Warren	156	70	226	N/A	N/A	9.2	N/A	N/A	14.8
TOTAL	9576	2566	12142	293.5	58.4	420.8	–	–	–
TOTAL AVERAGE	456.0	122.2	578.2	18.3	3.7	20.0	13.7	10.2	12.7

Table 30

RANK ORDER OF ALL COUNTIES FOR AVERAGE LENGTH OF STAY AND ADMISSIONS FOR JINS IN SHELTERS*
1975

COUNTY	AVERAGE LENGTH OF STAY (DAYS)	% DIFFERENCE FROM STATE AVERAGE	COUNTY	ADMISSIONS	% DIFFERENCE FROM STATE AVERAGE
Hudson	35.1	+110.	Burlington	501	+151.
Morris	34.7	+108.	Camden	380	+ 90.0
Warren	33.0	+ 97.6	Union	363	+ 81.5
Mercer	27.1	+ 62.3	Ocean	347	+ 73.5
Essex	25.8	+ 54.5	Atlantic	333	+ 66.5
Sussex	21.1	+ 26.3	Hudson	329	+ 64.5
Camden	17.5	+ 4.8	Monmouth	322	+ 61.0
Bergen	16.8	+ .6	Middlesex	319	+ 59.5
Passaic	14.4	– 13.8	Bergen	319	+ 59.5
Union	13.4	– 19.8	Essex	256	+ 28.0
Atlantic	11.1	– 33.5	Mercer	207	+ 3.5
Cumberland	11.0	– 34.1	Cumberland	156	– 22.0
Salem	10.9	– 34.7	Passaic	128	– 36.0
Burlington	10.7	– 35.9	Gloucester	85	– 57.5
Ocean	10.7	– 35.9	Morris	79	– 60.5
Middlesex	9.8	– 41.3	Somerset	31	– 84.5
Monmouth	8.8	– 47.3	Warren	23	– 88.5
Somerset	7.0	– 58.1	Salem	11	– 94.5
Hunterdon	7.0	– 58.1	Sussex	9	– 95.5
Gloucester	4.5	– 73.1	Cape May	6	– 97.0
Cape May	3.2	– 80.8	Hunterdon	5	– 97.5
STATE AVERAGE	16.7			200	

*Data for counties that send JINS to another county's shelter are reported for each particular county and are subtracted from the receiving county's total shelter population.

Juvenile and Domestic Relations Court

Most court processes and decisions surrounding such areas as detention and shelter placement, calendaring and complaint screening and adjustment can be centralized and coordinated through juvenile intake units. These units have, in most instances, developed out of county probation departments and are staffed largely by ex-probation officers (now titled intake officers) who have most often achieved senior level status in the juvenile or domestic relations section of the probation department. Intake units are under the direct authority and supervision of the county juvenile and domestic relations court judges. The Administrative Office of the Courts, the State agency which oversees the operations of the judiciary, has overall control over the intake units. The direct liaison between it and the county intake units is through the office of Juvenile and Domestic Relations Court Services, which recently drafted an operations and procedures manual for intake to create uniformity throughout the State. Ten of the intake units receive funding through the State Law Enforcement Planning Agency and an eleventh through the Law Enforcement Assistance Administration. Administrative Office of the Courts staff is working with the State Law Enforcement Planning Agency Juvenile Justice and Delinquency Prevention unit toward the implementation of a statewide intake system.

Although some intake units have both juvenile and domestic components, only the functions of the former will be discussed here.

The intake process is initiated upon receipt of a complaint. This is most often received through the police authorities but may also come from social agency referrals, probation and parole, schools, parents or individual complainants. Thus any party seeking to take legal action against a youth must go through intake prior to a court hearing.

At this stage, intake staff screen the complaint and recommend to the judge whether or not additional court action is warranted. If the judge decides judicial attention is necessary, the complaint is docketed with the court (in some counties this may be done prior to intake referrals). It is also the responsibility of intake units to insure that complaints are worded properly and cited accurately according to law. The case is then placed on the counsel or no counsel calendar. Counsel is required by law when there is a possibility of institutional confinement as the result of an adjudication. R.5:9-1 (b).

Where the judge determines court referral and disposition are not found to be in the best interests of the public or juvenile, alternative case dispositions are available at the intake level. It is at this decision making stage that the use of discretionary authority is again crucial in determining whether a youth will be diverted from further system processing. This diversion is one of the most important goals of intake services.

It must be remembered, however, that use of these diversion alternatives is voluntary on the part of the juvenile where there is an admission of guilt. The juvenile may elect at any time to proceed with a court hearing.

Alternative methods of case disposition usually consist of intake conferences and juvenile conference committee referrals. Intake conferences are held by intake officers with the juvenile, family, complainant and any other involved parties to assess problems and determine necessary courses of action. These often include referral to available community resources. The case can also be dismissed. A follow-up is conducted on all matters referred to other agencies to determine compliance or problems with the agreed upon terms. Cases referred to intake conferences generally are those involving status offenses such as incorrigibility, truancy or runaway, where there is a likelihood that services to the juvenile and family are needed.

Juvenile Conference Committees—Juvenile conference committees are appointed by the court under R.5:10-2 authorizing one or more committees for the county. These committees consist of between six and nine community members representative of the various socio-economic, social and ethnic characteristics of the community. Generally, minor complaints of the first offender including but not limited to vandalism, trespassing, malicious damage, creating a disturbance, driving without a license will be referred to juvenile conference committees.

Number of Juvenile Conference Committees by County

May, 1976

Atlantic	9	Mercer	11
Bergen	50	Middlesex	24
Burlington	24	Monmouth	40
Camden	29	Morris	37
Cape May	0	Ocean	7
Cumberland	3	Passaic	9
Essex	30	Salem	3
Gloucester	14	Sussex	2
Hudson	11	Union	21
Hunterdon	13	Warren	2
		Total:	366

Source: Administrative Office of the Courts

The referral of status offenders to juvenile conference committees has been discouraged by the Administrative Office of the Courts because the members generally lack the professional resources to handle difficult family situations. The function of the juvenile conference committee is to express community disapproval and recommend behavior limits to parents or guardians in an attempt to forestall future and possibly more serious misconduct by the juvenile.

Conference committees exist in counties both with and without intake services. Where there is no intake service, referrals are made from the court (usually by the court clerk). The judge must review and approve any alternative disposition.

For both intake and conference committee dispositions, if a satisfactory adjustment is made within a certain time period (usually six months) the intake staff recommends to the court that the matter be dismissed. If a satisfactory adjustment is not reached and these alternatives prove unsuccessful, referral to court for a hearing is made.

Aside from intake's responsibility to handle all matters of complaints and diversion from court processing, these units also function to 1) supervise and coordinate the juvenile conference committees in each county; 2) maintain a comprehensive updated index file of all available community referral services and resources; 3) assist local law enforcement agencies in developing guidelines structuring the discretionary handling of juvenile matters and in cultivating referral resources.

Courts with intake unit components are provided with comprehensive screening and review of all cases and those juveniles who do not warrant additional court attention are systematically diverted. Complaint screening not only identifies those juve-

niles who could best be helped by non-judicial settlement, but also those who are chronic or serious offenders and need court intervention and possible segregation from society. For courts without intake components, the capability and resources for consistent case screening and referral are limited. In jurisdictions lacking intake unit services, initial detention or shelter placements may also be made without direct court control and may not be authorized by the court until the detention hearing. The presence of an intake unit means that minor cases are diverted from the judicial process, permitting the judge time to hear more serious complaints.

Tables 31-32 present data from those counties having fully operational intake units during the last six months of 1975, showing numbers of juveniles screened, prior offense history, diversion dispositions and those referred for a court hearing.

Assignment for Court Hearing

When juvenile offenders are processed on to court, the court assignment is made by intake. In counties without intake, this is accomplished by the court clerk, or possibly by probation. In these counties, referral for informal disposition can be made by the clerk to juvenile conference committees or other court appointed referees where there is no possibility of confinement of the juvenile.

At the time of court assignment juveniles may be referred to other counties having jurisdiction, or after a hearing, may be transferred to another court to be tried as an adult. This latter referral may occur when a juvenile, 16 years of age or older charged with a delinquent act, elects to have the case heard in adult court. N.J.S.A. 2A:4-49. In certain other instances, the juvenile court may, on its own, waive jurisdiction of the case at a hearing with mandatory representation by counsel for the juvenile and his/her parents if 1) the juvenile was 16 years of age or older at the time of the alleged delinquent act; 2) there is probable cause to believe the juvenile committed a delinquent act constituting homicide, treason if committed by an adult, or committed an act against a person in an aggressive, violent and willful manner, or committed an act in violation of Section 19 of the Controlled Dangerous Substance Act (distribution of drugs) and the juvenile was not addicted to a narcotic drug at the time of the alleged offense; or 3) the court is satisfied that adequate protection of the public requires waiver and no procedures, services, and facilities available to the juvenile court could provide for rehabilitation prior to the juvenile attaining his age of majority. N.J.S.A. 2A:4-48. This was recently established as 21 years of age.

Table 31

Juveniles Screened by Intake — July, August, November, December 1975

Juvenile Delinquents

	Offender History									
	1st Offenders		2nd Offenders		3rd Offenders		4th Offenders		5th or More Offenders	
County	**No.**	**%**	**No.**	**%**	**No.**	**%**	**No.**	**%**	**No.**	**%**
Bergen*	323	57	105	18	53	9	25	4	63	11
Camden	86	31	64	23	40	14	29	10	62	22
Essex	790	23	1,416	42	819	24	265	8	94	3
Hudson	655	75	134	15	54	6	30	3	N/A	
Morris	321	60	152	29	44	8	15	3	N/A	
Passaic	353	24	N/A		N/A				1,126	76

Juveniles in Need of Supervision

	1st Offenders		2nd Offenders		3rd Offenders		4th Offenders		5th or More Offenders	
County	**No.**	**%**	**No.**	**%**	**No.**	**%**	**No.**	**%**	**No.**	**%**
Bergen*	45	48	20	21	10	11	6	16	13	14
Camden	68	52	19	14	12	9	14	11	19	14
Essex	77	28	121	44	71	26	5	2	0	0
Hudson	106	75	20	14	10	7	3	2	3	2
Morris	343	74	65	14	46	10	7	2	N/A	
Passaic	81	42	N/A		N/A		N/A		112	58

Source: County Intake Units, 1975.

* Data for two months only.

Table 32 **Juveniles Screened by Intake — July, August, November, December 1975**

Juvenile Delinquents

Referrals

County	Juvenile Court		J.C.C.*		P.J.C.*		Transfer	
	No.	%	No.	%	No.	%	No.	%
Bergen**	433	65	98	15	70	11	64	10
Camden	931	45	469	23	568	28	93	5
Essex	1,761	52	501	15	1,043	31	82	2
Hudson	691	70	207	21	39	4	48	5
Mercer	751	68	177	16	141	13	38	3
Morris	172	33	152	29	189	36	8	2
Passaic	849	51	168	11	305	21	157	11

Juveniles in Need of Supervision Intake Dispositional Information

County	Juvenile Court		J.C.C.*		P.J.C.*		Transfer	
	No.	%	No.	%	No.	%	No.	%
Bergen**	43	55	19	24	16	21	0	0
Essex	158	57	14	5	104	38	1	.5
Hudson	108	67	19	12	28	17	6	4
Mercer	32	45	13	18	26	37	0	0
Morris	85	18	167	36	207	45	5	1
Passaic	87	45	1	1	105	54	0	0

With the exception of one county, between 45 to 70% of all juvenile delinquent youths and JINS are referred to juvenile court by county intake units. Because our sample of intake units is small, a referral pattern does not emerge for juveniles to J.C.C. or P.J.C.

* J.C.C. — Juvenile Conference Committee and P.J.C. — Pre-judicial Conference

** Data for two months only.

Source: County Intake Units, 1975.

The estimated total number of juvenile cases disposed of by hearings in 1975 was 57,000. As was seen on page 2 of the chart, 82,583 cases were referred by complaint for processing to the juvenile court. The difference in these figures is accounted for by the informal dispositions, suspended proceedings, and those complaints which were left pending at the end of the year.

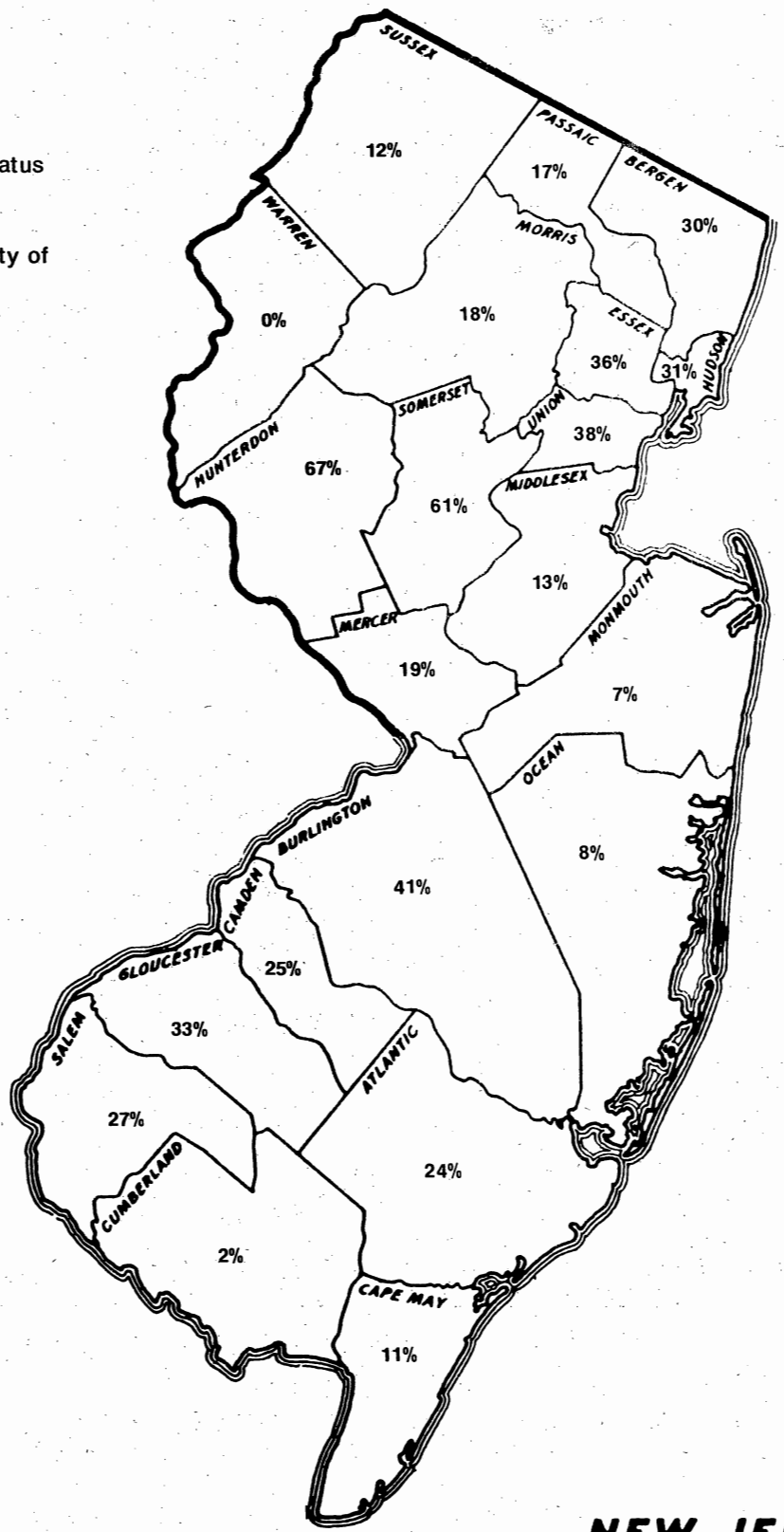
In 1975, 27,077 juveniles were afforded the right to counsel. Counsel is usually provided through the State Office of the Public Defender. When necessary, private attorneys are called in. The staffing of public defender offices available to handle juvenile cases in the eight most heavily populated counties is shown below. Also included in the table is the prosecutorial staff that presents juvenile cases. The right to counsel accrues to a juvenile when there is a possibility of institutional confinement as the result of a court adjudication. Although a strict interpretation of institutional confinement has been a commitment to a State correctional institution, such as the Training School for Boys or the Youth Correctional Institution Complex, some judges have expanded it to mean a residential placement outside the home. Juveniles who would not receive institutional commitment may be represented by counsel, but representation will not be automatically provided by the State. Charts 33 and 34 show the statewide distribution by percentage of both status and delinquent offenders heard on the counsel calendar, mapped out by County.

County	1975 Counsel Cases			Public Defenders	Prosecutors
	Juv. Del	JINS	Total		
Essex	4,539	166	4,705	8	6
Middlesex	1,162	60	1,222	1	1
Hudson	1,759	227	1,986	2	1
Camden	1,827	146	1,973	1	1
Union	1,780	182	1,962	2 (Full-Time) 1 (Part-Time)	4
Passaic	1,887	67	1,954	1	2
Bergen	1,306	20	1,326	1	1
Monmouth	1,045	8	1,053	1	2

Source: Information on staffing provided SLEPA by county criminal justice planners.

Table 33
Percentage of Status Offender Cases Heard on the Counsel Calendar 1975

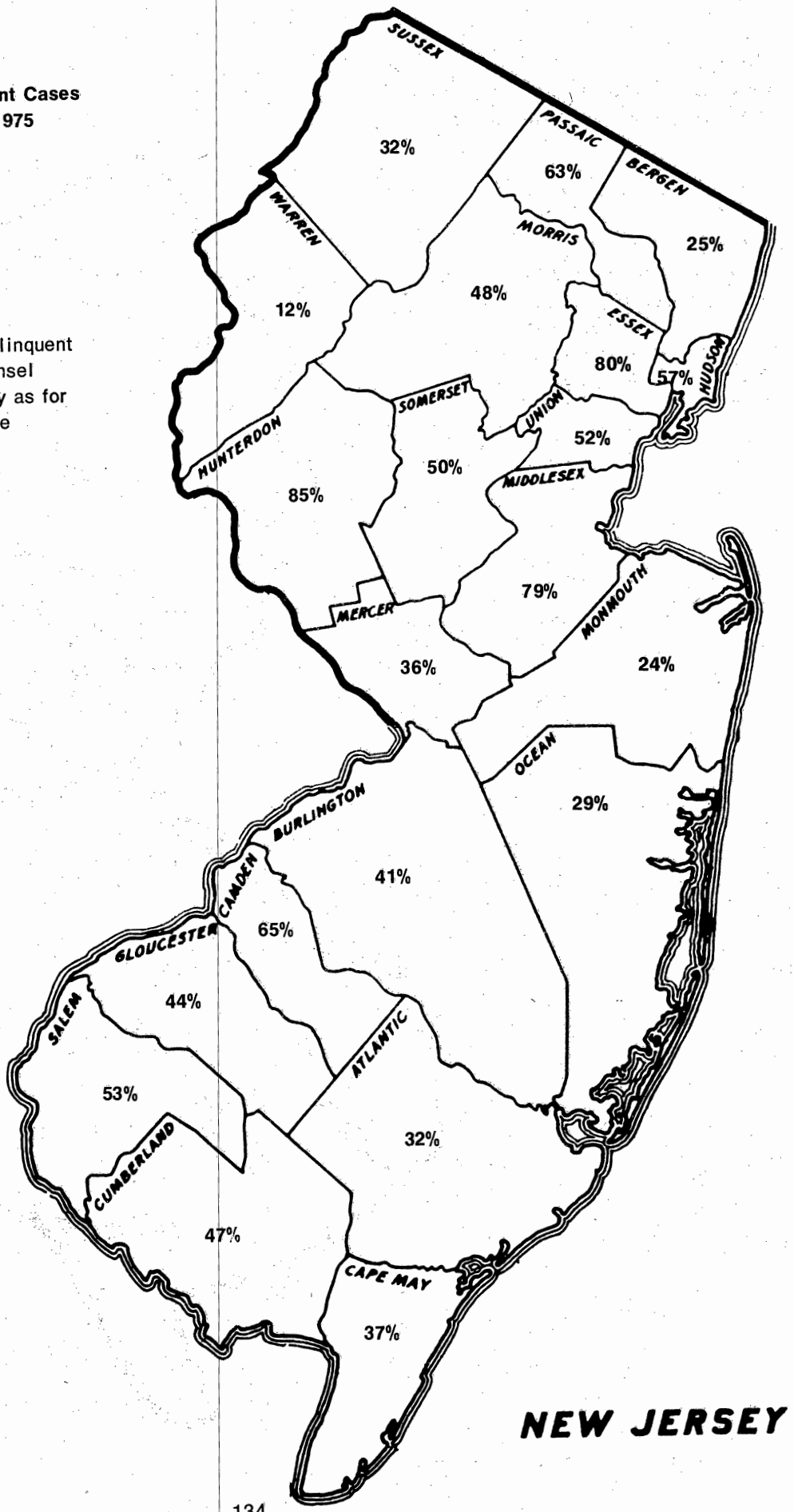
A relatively small proportion of status offenders appear with counsel at hearings. Only in Somerset and Hunterdon Counties are the majority of status offenders represented by counsel.



NEW JERSEY

Table 34
Percentage of Juvenile Delinquent Cases Heard on the Counsel Calendar 1975

Half of court cases involving delinquent juveniles were heard on the counsel calendar for 1975, twice as many as for status offenders. The rates were especially high in Hunterdon, Essex, Middlesex, Camden and Passaic Counties.



Disposition

At the time of the adjudicatory hearing there are three alternatives open to the court. The complaint can be dismissed immediately, which occurred in 16,500 cases. Where there is proof or admission of guilt, the judge can withhold formal adjudication for up to 12 months to determine whether the juvenile makes a satisfactory adjustment. If this is done by the juvenile during the continuance, the complaint is dismissed by the court. Continuations were the result of approximately 13,300 complaints in 1975.

The third alternative resulting from the adjudicatory hearing is a finding by the court that the juvenile is delinquent, or in need of supervision. A dispositional hearing is then scheduled in order to administer the most suitable dispositional alternative for the juvenile and society.

Prior to the dispositional hearing, the judge will order a presentence investigation to be conducted by probation on the juvenile to assist in his determination of disposition. This will include the youth's background, prior record and any other pertinent information. According to reports submitted to the Administrative Office of the Courts by the counties, 7,137 of these reports were completed during Court Year 1974-75. The judge may also request that diagnostic testing be done (inpatient only when counsel present, Rule 5:9-8), or ask that other involved agencies submit reports to assist in making the most appropriate decision. This often includes the Division of Youth and Family Services, or local school child study teams.

The dispositional alternatives with the corresponding estimated number of juvenile cases affected in 1975 are found below. These Administrative Office of the Courts statistics should be considered as general estimates only.

As is noted on the flow chart, only delinquents having counsel representation may be committed to an institution for an indeterminate time. This time of confinement may not exceed three years unless the offense is homicide if committed by an adult. Then an indeterminate sentence is given, subject to appropriate parole authority. A total of 610 juveniles were paroled from state institutions during 1975. Juveniles in any case may not be confined or paroled for a period exceeding the maximum provided by law for such an offense if committed by an adult. N.J.S.A. 2A:4-61(h).

Probation — The probation system was developed 100 years ago as an alternative to incarceration. In New Jersey, it is the most widely used disposition by the juvenile and domestic relations court judge for those juveniles adjudicated delinquent and in need of supervision.

In 1975, approximately 16,900 juveniles were placed under the supervision of the 21 county departments. Each department has its own chief probation officer setting guidelines and policies. The Administrative Office of the Courts, through its Probation Re-

Disposition	Juvenile Delinquent	JINS	Estimated Total Cases
Dismissal of complaint	15,000	1,600	16,700
Continuation of hearing	12,000	1,300	13,300
Suspend disposition	2,500	300	2,800
Supervision of parent or guardian	400	100	500
Probation	15,000	1,900	16,900
Supervision of persons or private agency	300	200	500
Care of Division of Youth and Family Services	600	500	1,100
Care and Custody of Commissioner of the Department of Institutions and Agencies, Division of Mental Retardation	300	30	330
Committed to institution for treatment of mental illness	60	10	70
Committed to a rehabilitation institution (delinquents)	1,300		1,300
Other suitable disposition	3,450	50	3,500
Total dispositions 1975			57,000

TABLE 35

ESTIMATED DISPOSITION BY REGION*
JUVENILES IN NEED OF SUPERVISION 1975

	Probation	DYFS	Mental Retarda-tion	Mental Insti-tutions	Rehabili-tative Insti-tutions	Super-vision of Parent or Guardian	Super-vision of Private Agency	Dismissal of Complaint
Northwest Region	10	0	0	0	0	5	5	30
Hunterdon								
Sussex								
Warren								
Northeast Region	800	250	20	5	0	30	100	900
Bergen								
Essex								
Hudson								
Middlesex								
Morris								
Passaic								
Somerset								
Union								
Southwest Region	300	200	5	5	0	30	70	400
Burlington								
Camden								
Gloucester								
Mercer								
Southeast Region	500	50	5	0	0	35	25	270
Atlantic								
Cape May								
Cumberland								
Monmouth								
Ocean								
Salem								
TOTAL	1,610	500	30	10	0	100	200	1,600

*For Tables 35, 36, some counties may not have reported for certain categories.

TABLE 36

ESTIMATED DISPOSITION BY REGION*
JUVENILE DELINQUENTS 1975

	Probation	DYFS	Mental Retarda-tion	Mental Insti-tutions	Rehabili-tative Insti-tutions	Super-vision of Parent or Guardian	Super-vision of Private Agency	Dismissal of Complaint
Northwest Region	400	5	20	0	50	0	0	500
Hunterdon								
Sussex								
Warren								
Northeast Region	6,100	350	100	20	550	150	240	9,000
Bergen								
Essex								
Hudson								
Middlesex								
Morris								
Passaic								
Somerset								
Union								
Southwest Region	3,500	100	80	0	150	100	50	2,500
Burlington								
Camden								
Gloucester								
Mercer								
Northeast Region	5,000	150	100	40	550	150	10	3,000
Atlantic								
Cape May								
Cumberland								
Monmouth								
Ocean								
Salem								
TOTAL	15,000	605	300	60	1,300	400	300	15,000

search and Development section, centralizes information on probation personnel, caseloads and other work responsibilities. It also offers assistance to the counties to help improve probation work procedures. Last year the section prepared a model pre-disposition report, which is used by all the departments.

Monthly probation statistical summary reports are submitted by the counties and compiled by Probation Research. Table 37 is a summary report of juvenile probation caseloads handled during Court Year 1974-75. In addition to supervising probationers, the probation departments prepare predispositional reports for the use of the juvenile and domestic relations court judge to assist him in making the most appropriate disposition for the adjudicated juvenile.

A number of probation projects have been initiated through the State Law Enforcement Planning Agency funds, including volunteer supervision, specialized caseloads providing more intensive educational, vocational and counseling services and mental health treatment units for juvenile probationers and their families developed as the result of cooperative ventures between probation departments and the local community mental health centers.

Table 37

WORK VOLUME – JUVENILE PROBATION SUPERVISION

September 1, 1974 to August 31, 1974

County	Beginning September 1, 1974		Added 1974-75		Transferred 1974-75		Terminated 1974-75		Remaining August 31, 1975	
	Juvenile & Domestic Relations Court Juveniles Delinquents*	Juvenile & Domestic Relations Court Juveniles JINS*	Juvenile & Domestic Relations Court Juveniles Delinquents*	Juvenile & Domestic Relations Court Juveniles JINS*	Juvenile & Domestic Relations Court Juveniles Delinquents*	Juvenile & Domestic Relations Court Juveniles JINS*	Juvenile & Domestic Relations Court Juveniles Delinquents*	Juvenile & Domestic Relations Court Juveniles JINS*	Juvenile & Domestic Relations Court Juveniles Delinquents*	Juvenile & Domestic Relations Court Juveniles JINS*
Atlantic	182	17	246	30	7	0	206	21	215	26
Bergen	403	142	444	134	20	1	373	107	454	168
Burlington	313	61	352	75	20	6	258	72	387	58
Camden	382	262	614	123	20	6	392	253	584	126
Cape May	351	0	187	37	22	0	168	14	348	23
Cumberland	390	67	482	83	15	5	357	48	500	97
Essex	881	550	613	85	11	7	761	419	722	209
Gloucester	174	47	128	19	12	0	115	14	175	52
Hudson	1,019	0	544	57	18	0	722	24	823	33
Hunterdon	113	18	44	6	2	0	50	17	105	7
Mercer	1,000	47	923	65	13	0	994	17	916	95
Middlesex	590	84	752	136	41	7	569	95	732	118
Monmouth	348	585	503	341	9	7	308	474	534	445
Morris	303	79	165	95	21	8	192	47	255	119
Ocean	331	203	413	96	11	2	280	138	453	159
Passaic	1,112	165	735	189	18	2	917	179	912	173
Salem	94	14	90	20	18	2	58	11	108	21
Somerset	284	5	245	53	9	1	216	13	304	44
Sussex	74	0	53	0	9	0	55	0	63	0
Union	535	321	362	144	14	2	247	98	636	365
Warren	96	13	110	11	20	1	86	16	100	7
TOTAL	8,975	2,680	8,005	1,799	330	57	7,324	2,077	9,326	2,345

*The titles of these columns have been revised to be consistent with State Law effective March 1, 1974, establishing the "Juveniles In Need of Supervision" classification.

Source: Probation Administrative Management System-Probation Research and Development.

The table below compares caseloads as of December 31, 1975 and numbers of probation officers supervising juvenile probationers in the eight most heavily populated counties. Information was provided through county criminal justice planners.

The Division of Correction and Parole — Within the Department of Institutions and Agencies, this division runs all State correctional institutions and some community programs and provides parole supervision to juveniles, 14 years of age and older.

The Division's youth correctional institutions are located at Yardville, Bordentown and Annandale and the Training Schools at Jamesburg and Skillman. By law, juveniles 15 and older, may be committed to the Youth Correctional Institutions Complex (YCIC). Although the YCIC encompasses juveniles in its population (about 400), the majority of the inmates are adults. The information discussed here, therefore, relates to the entire population, not just juveniles. There are six satellite programs where YCIC inmates may be located: the Yardville Units at Wharton Tract (Narcotic Treatment Unit) and the Training School for Boys and Girls, Jamesburg; the Bordentown Units on the grounds of Neuro-Psychiatric Institute, Skillman and State School at New Lisbon; and the Annandale Units at Stokes State Forest and High Point State Park.

The Youth Reception and Correction Center, Yardville, receives and classifies all male offenders committed to the State Prison and Youth Correctional Institution Complexes. After classification, inmates are assigned to one of the institutions of the State Prison Complex, Youth Correctional Complex or the satellites.

The Youth Reception and Correction Center also provides rehabilitation and training for inmates assigned to its Correction Unit. Special programs at this facility are based on small group living, group and individual counseling, academic and vocational education and work opportunities. The Youth Correctional Institution, Bordentown, is an institution for males, ages 16 to 30. The institutions provide education classes, group and individual psychotherapy and counseling, social casework and vocational training.

The Youth Correctional Institution, Annandale is a cottage-type institution for males, ages 15 to 30. Most juveniles within the YCIC are committed here. The treatment program consists of social and academic education, pre-vocational training, group and individual psychotherapy and counseling, recreation activities and a work program. To relieve overcrowding at Trenton State Prison, all youth correctional facilities receive selected inmates serving prison minimum-maximum sentences who must meet stringent selection criteria.

The Youth Reception and Correction Center and its satellites have 367 staff positions: 217 custody staff positions, 65 positions in medical, social service, psychology and education areas and 85 positions in industrial, maintenance, trade and support activities. Bordentown and its satellites have 306 staff positions: 198 in custody, 30 in medical, social service, psychology and education areas and 78 positions in industrial, maintenance, trade and support activities. Annandale and its satellite units have 264 positions: 167 custody staff positions, 30 medical, social service, psychology and education positions and 67 staff positions in industrial, maintenance, trade and support activities.

The Governor's recommended appropriations for operating expenses in the Youth Correctional Institution Complex for the 1976-1977 Fiscal Year are as follows: Youth Reception and Correction Center, $6,142,142, Bordentown $5,087,391, and Annandale $4,431,495. Funding and staff for the satellites are included in the appropriations for the three main youth correctional institutions.

The Training School for Boys, Skillman, accommodates boys of age 13 and under, separating first and very young offenders from the influence of older,

JUVENILE PROBATION CASELOADS AND OFFICERS FOR EIGHT MOST POPULATED COUNTIES

County	Caseload		Total	Probation Officers*
	Juv. Del.	JINS		
Bergen	496	172	668	9
Camden	581	89	670	8
Essex	591	202	961	31
Hudson	848	33	881	14
Middlesex	827	129	956	22
Monmouth	584	346	930	14
Passaic	803	155	958	17
Union	591	193	784	15

* **Source:** County Criminal Justice Planners — July, 1976.

Table 38 **Breakdown of Juvenile Population Committed During 1975**

1975 Calendar Year	Training School Skillman	Youth Correctional Institution Complex (Yardville, Annandale, Bordentown and Satellite Units)**	Training School Jamesburg
Total Admissions	100	319	287
Sex	Male	Male	Male 242 Female 45
Race	Black—53 White—47	Black—190 White—98 Hispanic—31	Black—150 White—105 Hispanic—32
Age at Admissions	Age 8—1, 9—2, 10—7, 11—28, 12—38, 13—24, 14—1	79—16 year old 240—17 year old	See Jamesburg Table
Type of Offense	Against Person 24 Against Property 76	N/A	Against Public Policy* 52 Against Person 82 Against Property 153

* Violations which include status offenses (prior to March 1, 1974 juveniles could be committed on this basis) and others such as gambling and bookmaking.

** For a detailed analysis of a sampling of the juvenile population in this Complex, see the Appendix.

Source: Statistics gathered by staff at each of the institutions.

Table 39 **TRAINING SCHOOL AT JAMESBURG**

Commitments: January 1, 1975 to December 31, 1975

County*	Total	Average Age	Sex M	Sex F	Race B	Race W	Race H**	Offense Against Person	Offense Against Prop.	Offense Against Policy***
Essex	22	14.8	19	3	19	3	—	11	9	2
Middlesex	16	14.5	16	—	12	4	—	2	13	1
Monmouth	41	14.6	34	7	21	17	3	13	20	8
Bergen	10	15.9	7	3	2	8	—	1	6	3
Union	6	14.9	6	—	4	1	1	2	4	—
Hudson	38	14.7	33	5	16	11	11	15	4	9
Passaic	30	15.3	22	8	15	10	5	9	14	7
Morris	4	14.9	3	1	—	4	—	1	2	1
Mercer	8	15.0	6	2	5	2	1	5	2	1
Camden	36	14.5	31	5	19	10	7	7	22	7
Atlantic	15	14.8	13	2	15	—	—	5	8	2
Ocean	17	14.6	17	—	3	13	1	3	11	3
Cumberland	18	14.6	14	4	9	7	2	2	12	4
Gloucester	0	—	—	—	—	—	—	—	—	—
Burlington	7	16.0	7	—	3	4	—	1	5	1
Somerset	4	15.6	4	—	3	1	—	3	1	—
Cape May	1	15.8	1	—	—	1	—	—	1	—
Sussex	2	15.9	1	1	1	1	—	—	1	1
Warren	2	13.9	1	1	—	2	—	1	—	1
Salem	6	14.1	5	1	3	2	1	1	4	1
Hunterdon	4	16.0	2	2	—	4	—	—	4	—

* The counties are listed in descending order of numbers of arrested juveniles referred to juvenile court.

** Hispanic

*** Violations which include status offenses (prior to March 1, 1974 juveniles could be committed on this basis and others such as gambling and bookmaking.

Source: Information provided SLEPA by county criminal justice planners.

more sophisticated delinquents. Small classes in academic and remedial education, psychiatric and school services, arts and crafts and indoor-outdoor recreation programs are provided.

The Training School for Boys and Girls, Jamesburg, is a cottage-type facility predominantly for male juvenile commitments between the ages of 13 and 16. The correction program at Jamesburg is concerned with developing good work habits, preliminary training in certain skills, vocational and group counseling and formal schooling. Elements of a token economy treatment modality have been incorporated in the total Jamesburg program.

Jamesburg is one of the Division's two coeducational institutions. Female juvenile delinquents under the age of 17 are housed in a separate cottage and Jamesburg's dining, school and recreation facilities are used in common by the girls and boys. All girls are enrolled in education or vocational programs. The total population at Jamesburg as of December 31, 1975 was 26 girls and 223 boys. Juvenile girls may also be sentenced to the Correctional Institution for Women at Clinton.

The Training School for Boys, Skillman, staff complement totals 131; 62 of these positions are custodial, 29 are medical, social service, psychology and education positions and 40 are in maintenance, trade and support activities. The Training School, Jamesburg, has 238 staff positions: 105 of which are custodial positions, 53 medical, social service, psychology and education positions; and 80 in maintenance, trade, and support activities. The recommended FY 1977 budget for operations at the Training School for Boys, Skillman is $1,956,520. The recommended operating budget for the Training School for Boys and Girls, Jamesburg in the 1976-1977 Fiscal Year is $3,543,091.

The Division of Correction and Parole has four residential group centers: Highfields, Warren and Ocean are for boys and the Turrell Center is for girls. All of the centers follow similar programs of work, community contact and guided group interaction. Residents of the centers retain legal status as probationers and are responsible directly to the juvenile courts. Criteria for admissions include the following: 16 to 18 years of age, neither psychotic, mentally retarded nor sexually deviate and with no previous commitment to a State Correctional Institution. Length of stay is limited to four months.

The residential centers are an alternative for the youths who have failed under the usual conditions of probation in their home communities and who would thus qualify for commitment to a youth correctional institution. Each of the three residential group centers for boys has a capacity of 20 youngsters, while the center at Turrell has a capacity of 18. Each facility has a staff of six, including a superintendent and assistant superintendent. The 1976-1977 Fiscal Year recommended operating budgets for the centers total $455,684; Highfields $98,138, Warren $140,454, Ocean $111,843, and Turrell $105,249.

The Division seeks to continue expanding the range and mix of treatment alternatives available for juvenile offenders. The Division of Correction and Parole is actively developing a third major alternative in dealing with offenders. In addition to outright probation and incarceration, the new alternative is supervised community residence.

During the past year, federally funded community treatment centers in Plainfield and Paterson and the State funded center in Camden functioned in conjunction with local courts to provide an alternative for youths who would otherwise be committed to a correctional institution. Housing 20 youngsters, each center provides guided group interaction, tutorial education and recreation in its program activities. Other program operations include individual counseling, volunteer projects, cultural development field trips, special education projects and medical assistance. Involvement in existing community resources as well as involvement of parents and family members working as paid aides on an as-needed, part-time basis comprise a significant aspect of the program.

During calendar year 1975, a total of 48 youngmen (35 residents and 13 non-residents) were admitted to the program at the Camden Community Treatment Center while a total of 28 residents and four nonresidents were admitted to the program in Plainfield. During the same period, the Paterson Community Treatment Center admitted 22 residents and 16 non-residents. This center received its first group of full-time residents during March 1975.

Community participation is most prevalent in the training school programs. Over 50 different volunteer groups visit the juveniles at the Training School for Boys at Skillman at least once a month. The Special Education Department of Trenton State College continues to offer practicums to graduate students who desire to use the Training School at Skillman for field work. Rider College students also participate in an "Interim Study Project", utilizing the training school as a base for field work.

The Training School for Boys and Girls, Jamesburg, is visited by volunteers from several colleges who assist in tutoring. They also arrange for attendance at college football games and exhibits. Approximately 80 active volunteers regularly visit the Training School.

The Garden State School District is responsible for the establishment of educational programs within New Jersey's correctional institutions. With the support of agencies, such as the State Law Enforcement Planning Agency and the Departments of Education, Higher Education and Labor and Industry, institutional programs have been introduced, expanded and made more appropriate to inmates' needs. At

present, an educational program exists within every institution which provides for reading or literacy training, basic math skills and a variety of vocational training opportunities.

The Department of Environmental Protection cooperates with the Division of Correction and Parole, involving approximately 100 boys in the satellite program of the Youth Correctional Institution, Annandale, they work as aides controlling forest fires, clearing trails and refurbishing camp sites and trail signs.

Division of Youth and Family Services — Over 1,000 adjudicated youths were placed by the court under the care and supervision of the Division of Youth and Family Services (DYFS), an arm of the Department of Institutions and Agencies.

DYFS is the primary State agency responsible for the delivery of social services to children and families in New Jersey. The Division's primary goal is to preserve and strengthen the family unit by providing a wide range of supportive and reinforcing services designed to encourage and maintain family stability and self-sufficiency. Among the services it provides to these children and their families are adoption and foster care placement; residential and institutional care; protective services for abused, abandoned and neglected children; casework, counseling and homemaker services for families in the home; day care services; special liaison personnel within the court to provide quicker and more suitable dispositions for DYFS placed youngsters and supervision of certain juveniles paroled from State training schools.

The Woodbridge Emergency Reception Center, administered by DYFS, is a diagnostic center where juveniles are referred for a period of 30-90 days. During their stay, an educational and psychological evaluation is made for each child to determine the best course of treatment.

Plainfield, Morristown, Red Bank and Mantoloking are four group care homes administered by DYFS. Each of the group care homes is a residential facility where juveniles attend public schools and receive psychological and social work services. The Morristown home provides care for boys with social and emotional problems, ages eight to 12. The Red Bank home serves the same type of population, but is coeducational. Adolescent girls, ages 11 to 14 with social and emotional difficulties reside at the Plainfield home, and the population at the home in Mantolocking is comprised of children with severe physical and emotional handicaps, ages two to eight. Each of the homes has an average budget of $35,000.

In addition to those programs administered by DYFS, the Division has contracted for selected services with many approved private residential treatment centers throughout the State.

DYFS has contracted also for selected services with approved group care homes. Eleven of these homes were started with State Law Enforcement Planning Agency funds and provide services to juveniles primarily referred to DYFS by the juvenile and domestic relations court after an adjudication.

Another responsibility of DYFS is providing parole supervision to juveniles under age 14 and those between 14 and 16 who can benefit from its services. The Hudson County Juvenile Parole program is an intensive social services oriented program. Parole Officers maintain close contact with parolees and their families and provide extensive supportive services and guidance in reducing the recidivism rate and incidence of new offenses of juvenile parolees.

Since services to delinquent children and status offenders are not divorced from the Division's general child welfare services, information is not regularly compiled on the number of children who are placed by the Division upon order of the court. A special survey conducted in January showed that of 1,023 awaiting placement, 76 were court ordered referrals. During the coming year a needs assessment of juveniles under the jurisdiction of the Division in Essex, Bergen, Union, Passaic and Hudson counties will be undertaken. This assessment of the background and characteristics of juveniles will include information on court adjudications. The five counties represent 41% of the total DYFS caseload.

The Division utilizes about 125 residential facilities which include group homes and residential treatment centers as previously mentioned, as well as maternity homes. Approximately eight are State run and the remainder are private. About 50 of the facilities are out of State. The numbers placed by the Division of Youth and Family Services are approximately 2,000 with approximately one-third placed out of State.

The table below shows the whereabouts of juveniles in residential placement as of February 1976.

Placement	Number
In-State Group Homes	179
In-State Private Treatment Facilities	911
DYFS Residential Facilities	141
DYFS Group Homes	25
Maternity Homes	21
Out-of-State Private Facilities	746
Total	2,023

Of the total placed out-of-State, 12% or 247 were placed outside the New Jersey region which includes New York, Pennsylvania and Connecticut. They were located as follows:

Ohio	45	Maryland	19
Virginia	44	New Hampshire	16
Florida	37	Vermont	15
Texas	28	Massachusetts	14
Idaho	23	North Dakota	2
		Delaware	4

The Division delivers services directly through its 18 district offices and supervises a network of other providers, including the service arms of the 21 county welfare boards, more than 250 community-based child care centers, residential treatment facilities, both inside and outside the State, and a variety of public and private human service agencies with which the Division has contracted for selected services. Many of these services are funded with Title XX monies, which have been appropriated to New Jersey through the Social Security Act and are available to fund a variety of specialized social services.

The DYFS administers three residential treatment centers for juveniles as an alternative to incarceration. The Cedar Grove and Vineland centers are for males, while the Ewing center is for both males and females. All of the centers follow similar programs of individual and family counseling and education. The centers have a capacity of 48 males and females ages 14-18 years old. The average length of stay is from one to two years. Each of the centers has been in operation since 1972 and is individually funded for $550,000 by the State.

See Table 40 for a listing of the out of State facilities used and the number of New Jersey youngsters in each.

The Division is presently working with in-State facilities to develop beds for juveniles who have been traditionally "hard to place". These are the juveniles who generally spend long periods of time in detention and shelter care awaiting placement and who are often sent to out-of-State facilities.

The Division of Mental Retardation — Approximately 330 juveniles were referred to this Division which carries out the State's responsibility to provide residential and non-residential services for the humane care and treatment of mentally retarded individuals. Social services provided by the Division, some of which are supplemented through Title XX funds, include a variety of community based services. These services are aimed at preventing and reducing the incidence of institutionalization, referral and counseling services to help individuals and their families cope with the transition into and out of institutions, guardianship and training services for children and adult day activities for the self-development and self-help of the severely developmentally disabled.

The Edward R. Johnstone Training and Research Center in Bordentown includes two units for the treatment of juveniles. The Seguin Unit accepts patients of both sexes between the ages of 12 and 20 with moderate and mild retardation. The Yepsen Unit is a facility for juveniles who require a more intensive program of treatment and stricter security than at other schools.

The Division of Mental Health and Hospitals — This agency runs five inpatient State psychiatric facilities providing psychiatric treatment for juveniles, as well as adult and geriatric patients, alcoholics, sex offenders and detoxification units for drug abusers. The hospitals are Trenton Psychiatric, Marlboro, Greystone, Ancora and Arthur Brisbane. About 70 juveniles were committed to these institutions as the result of a court adjudication. The Division also provides aftercare clinics and transitional residences with supportive social services, funded in part through Title XX, aimed at moving patients from institutions back into their communities.

Each State hospital has a unit for mentally ill children aged five to seventeen years. Voluntary admissions are limited to 20 days. If further treatment is needed, the child must be committed by the court.

Parole — Parole decisions at those State institutions which house juveniles are made by the various boards of managers which govern them. These boards, appointed by the Commissioner of the Department of Institutions and Agencies, may make conditions of parole concerning employment, education and social services which are in the best interests of the paroled juveniles.

Juveniles, under the age of 14 and those between the ages of 14 and 16 who can benefit from its services, are supervised by the Division of Youth and Family Services' caseworkers. All other juveniles over 14 are supervised by parole officers from the Division of Correction and Parole. Juveniles are usually sentenced to the Training School at Jamesburg for one year, followed by a two year period of parole. Juveniles attending the Training School for Boys at Skillman usually remain at Skillman for two years, followed by a one year period of parole. Fifty-two (91%) of the boys paroled from Skillman return to their home, a relative's home or to foster placement.

Various projects, some of which have been funded through the State Law Enforcement Planning Agency, have expanded the services provided to parolees. These include volunteers in parole projects and the provision of parole specialists in the district parole offices who have a wide knowledge of local educational, employment and social service resources. There is also a pilot project, previously mentioned, which developed specialized caseloads within the Division of Youth and Family Services for parolees residing in Hudson County.

Tables 39-40 detail characteristics of juveniles paroled from State correctional institutions in 1975.

Table 40

New Jersey Juveniles in Out of State Residential Facilities

December 1975 and June 1976**

Facility	Type	12/75	6/76
New York			
A Better Chance	Private School	23	19
Asthmatic Child Foundation	Residential Treatment Center (RTC) for Asthmatics	3	2
Beaumont School	RTC	13	13
Casriel Institute	RTC	9	5
George Jr. Republic	RTC	36	38
Green Chimneys	RTC	25	23
Highland's Community	RTC	16	17
Maple Brook School	RTC	7	8
Rhinbeck Country School	RTC	13	15
Saint Francis	RTC	7	4
Summit School	RTC	8	12
Pennsylvania			
Allied Services Lynette Village	RTC	5	4
Allied Services William Scranton	RTC	0	2
Baptist Children's Home	RTC	1	1
Devereux	RTC	98	118
Discovery	RTC	2	5
Elwyn Institute	RTC	55	60
Friendship House	RTC	3	3
Greenbank School	RTC	30	38
Keystone Training School	Group Home & RTC (mentally retarded)	1	1
Lourdesmont		1	2
Milton Hershey School	RTC	3	3
Pathway School	RTC	11	11
Pathway School for Deaf		4	3
Walton Village	RTC	4	2
Words School	RTC	30	35
Wordsworth Academy	RTC	40	36
North Dakota			
Crippled Children's School	RTC	2	2
New Hampshire			
Crotched Mountain	RTC	16	16
Maine			
Hopefield School	RTC	6	17
Texas			
Devereux	RTC	29	25
Idaho			
Edgemende Center	RTC	21	30

(continued)

Table 40

New Jersey Juveniles in Out of State Residential Facilities

December 1975 and June 1976* *

Facility	Type	12/75	6/76
Ohio			
Edgemende	RTC	33	45
Virginia			
Edgemende	RTC	30	37
National Children's Rehab.	RTC	14	12
Woodrow Wilson	RTC (physically handicapped vocational preparation)	1	1
Florida			
Montanari	RTC	38	35
Vermont			
Pine Ridge School	School-RTC	7	8
Rock Point School	School-RTC	9	7
Delaware			
AuClair School	RTC	1	3
Massachusetts			
Avalon	RTC	9	8
Hopefield School Riverview	RTC	1	1
Connecticut			
Connecticut Jr. Republic	RTC	10	13
Stonegate School	RTC	3	3
Totals		678	691

* **Source:** Division of Youth and Family Services December 1975; June 1976 census reports.

Table 39 (Please see page 146)
Explanation

A breakdown of parole information reveals that the majority of the juveniles paroled during 1975 were from Annandale; female parolees were far outnumbered by males; non-white offenders were 65% of the total number of male parolees and that 426 out of a total of 553 juveniles who were paroled during 1975 were between the ages 18-20 years. It can be the case that juveniles will receive a maximum adult sentence for homicide or will receive consecutive indeterminate sentences. This therefore accounts for the 67 parolees between the ages of 21 to 26 years who were incarcerated within a juvenile or youth correctional institution. A total of 325 or 58% of the parolees were incarcerated for the commitment of a major offense. In the lesser offense category, stolen property, narcotics and weapons offenses account for 92 parolees. About one-half or 212 of the parolees from the Training School at Jamesburg or the Youth Correctional Institution Complex during 1975 were from Essex, Camden, Hudson and Passaic counties.

Table 41

Juveniles Paroled From Correctional Facilities to the Division of Correction and Parole 1975

Institution	Number Paroled
Training School for Girls, Jamesburg	11
Training School for Boys, Jamesburg	110
Youth Correctional Institution Complex	
Clinton	5
Annandale	295
Yardville	124
Bordentown	8
	553 Total

Sex		Race	
Male	537	White	200
Female	16	Non-White	353

Age

15 years	1	21 years	55
16	7	22	7
17	52	23	1
18	130	24	2
19	159	25	1
20	137	26	1

County of Commitment of Parolees

Atlantic	18	Gloucester	11	Ocean	34
Bergen	10	Hudson	61	Passaic	45
Burlington	25	Hunterdon	2	Salem	8
Cape May	6	Mercer	28	Somerset	7
Camden	74	Middlesex	12	Sussex	1
Cumberland	32	Morris	7	Union	34
Essex	92	Monmouth	43	Warren	3

Offense Categories of Parolees

Murder	0	Carnal Abuse	4
Manslaughter	4	Weapons	23
Forcible Rape	4	Adultery	1
Robbery	51	Shoplifting	4
Atrocious Assault	53	Incorrigibility	8
Breaking and Entering	87	Malicious Mischief	6
Larceny—Theft	75	Truancy	5
Motor Vehicle Theft	51	Juvenile Delinquency	5
Subtotal of Major Offenses	325	Writing Forged Checks	1
Narcotics	25	Arson	3
Stolen Property	44	Careless Driving	1
Violation of Probation	15	Violation of Parole	5
Runaway	9	Purse Snatching	1
Escape	7	Public Indecency	1
		Other	23

Source: Division of Correction and Parole

Table 42

Juveniles Paroled from the Training Schools to the Division of Youth and Family Services 1975

Institution	Number Paroled
Training School for Boys, Skillman	57
Training School for Boys, Jamesburg	62
Training School for Girls, Jamesburg	23

Sex		Race
Male	119	N/A
Female	23	

County of Commitment of Parolees from Training School, Jamesburg

Atlantic	9		
Bergen	3	Middlesex	1
Burlington	2	Monmouth	3
Camden	3	Passaic	13
Cumberland	1	Salem	1
Essex	11	Sussex	2
Hudson	31	Warren	1
Gloucester	1	Unon	3

Additional Governmental Resources

The Department of the Public Advocate—This department represents the citizens of New Jersey in their dealings with the various departments and agencies of Federal, State and local government. Among its many services is the provision of legal services to specific groups normally disadvantaged in their use of the legal system, including neglected and abused children, residents of mental and correctional institutions and indigent individuals charged with crimes.

Within the Department is the Office of Child Advocacy. Initially funded as a mini grant through a Law Enforcement Assistance Administration discretionary award given to the Department of Institutions and Agencies it has been continued with State Law Enforcement Planning funding. This office is concerned with the legal rights and problems of juveniles who have become involved with the juvenile justice system. These include: a) the right to appropriate statutorial placement; b) the right to treatment; c) the right to be free from harm; d) the right to the least restrictive alternative.

Some of the problems which have been or will continue to be pursued concern:

- The presence of juveniles in local jails.
- JINS in detention facilities.
- The adequacy of facilities and programs for juveniles in temporary and long-term institutional placement.
- Residential placement of juveniles out-of-State.
- Detention of juveniles post-disposition and awaiting placement.
- Brutality and treatment issues individually as they occur.
- Confidentiality of juvenile records.
- The status of commitments and programming at the State Training School, Jamesburg.

The Department of Community Affairs—The Division of Human Resources is a sub-unit of the Department which provides assistance to local governments, model cities programs, non-profit groups, legal service agencies and other local organizations seeking to improve the quality of life for the State's indigent population. The Division gives financial, technical and programmatic aid to promote youth employment, to develop new and better ways of assisting the disadvantaged, to provide legal services, to establish community action agencies, model cities programs and neighborhood education centers and to assist minority enterprise.

Within the Division of Human Resources is the Office on Youth which provides assistance to youth-oriented projects as well as funds the Youth in Community Services Program, a summer employment project. The Office on Youth provides staff to the State Committee on Children and Youth, a group organized after the 1970-1971 White House Conference on Children and Youth. It holds annual meetings to evaluate the progress of the State in implementing the national Conference's recommendations.

Since 1969, approximately $2 million has been channelled from the Department of Community Affairs for serving juvenile delinquents.

The Administrative Office of the Courts—Within the Administrative Office of the Courts is the unit of Juvenile and Domestic Relations Court Services. These services include monitoring and assisting present programs, such as the court intake project and implementing new projects. Staff also make recommendations concerning systems, procedures and policies which affect the juvenile and domestic relations courts.

The Supreme Court Committee of the Juvenile and Domestic Relations Courts, composed of judges and other people involved in the juvenile justice system, also prepares research material and recommends policy changes and rule amendments to the New Jersey Supreme Court.

The Department of Health—The Alcohol, Narcotics and Drug Abuse Control unit in the Commissioner's office of the Department of Health, provides overall direction for alcohol, narcotics and drug abuse programs, including those for juveniles, in the State. There were approximately nine State Law Enforce-

ment Planning Agency funded projects running during most of 1975, which provided services to juvenile drug and alcohol users.

Referrals are made through the courts, schools, police and parole, as well as self-referred. Services range from providing direct services such as counseling and medical care to running methadone maintenance programs and to helping the client to develop vocational skills. Some of the projects are residential with outpatient care and day treatment, while others strictly serve clients on either an outpatient or residential basis.

Most of the projects also serve adults, although the "Labyrinth" in Sussex County and "Woodbridge Action for Youth" primarily handle young people. The other programs are Bayonne Outreach Center, Camden Turning Point, Cape May Drug Abuse Council, Kearny Drug Abuse Treatment Center, Middlesex Vocational Adjustment Unit, Paterson United Against Drug Abuse (PUADA) and Salem County Drug Abuse Control.

The Alcoholism Program of Mount Carmel Guild in Newark is a project which began in January 1975. This is a comprehensive alcoholism program which provides a full range of treatment services to alcoholics and their families. Services include a detoxification unit, a day hospital unit, 24-hour emergency service and outpatient counseling. Approximately 265 patients, ages 15-75, are being serviced since the program began with both males and females utilizing its services. It is funded for $100,000 by the Department of Health, Education and Welfare.

Another program recently begun is the Adolescent Alcohol Drug Abuse Research and Demonstration Project of Perth Amboy. Funded for $1.5 million by the National Institute on Drug Abuse and Alcoholism, the project's main objective is to study multiple substance abuse among adolescents ages 12-18 years. The project serves 150 clients per year. Operationally the project is divided into two major units: a Professional Youth Services component which is designed to demonstrate an effective delivery system to abusers and a Research and Evaluation component.

In addition to the two major components, the project also works with and partially funds three other programs:

a. The Chelsea School—a residential, therapeutic school working with drug abusers. It receives $60,000 from the parent project.

b. The Woodbridge Action for Youth program which provides counseling and educational activities. It receives $39,000.

c. Perth Amboy Hospital which receives $117,000 for medical and counseling services.

The Department of Education—This department is charged with the State's responsibility to provide a thorough and efficient education for the State's children by providing extensive financial, technical and administrative assistance to public schools and limited aid to non-public schools. The Department also provides a variety of social services through its Divisions.

One of its Divisions, that of Vocational Education, provides financial assistance to full and part-time vocational rehabilitation programs. It funds manpower training and skills centers for unskilled persons referred by public employment agencies, a residential program for disadvantaged males 16-20 years of age, and various programs for continuing education which help people to develop or acquire vocational skills. Special consideration is given to the needs of large urban areas having a substantial number of youths who have dropped out of school or are unemployed.

In early 1976 a commission was established to assess the status of adolescents in New Jersey to assist State and local agencies in the creation of more relevant educational programs to meet their needs.

In conjunction with the Department of Institutions and Agencies' Garden State School District, the Department of Education is responsible for the establishment of educational programs within New Jersey's correctional institutions.

The Department of Labor and Industry—This Department has primary responsibility for promoting harmonious employer-employee relations and guaranteeing safe and secure working conditions throughout the State. In pursuit of these goals, the Department administers various services through the following sub-units.

The Division of Manpower operates the Work Incentive Program which provides the following services to welfare recipients: assessment, orientation, counseling, remedial education, job-training, job development and job placement. The Division also operates the Job Corps, the National Alliance of Businessmen Training Program and the federally funded CETA programs in the areas of institutional training, on-the-job training and work experience. In addition, with the assistance of the 42 local employment offices, the Division maintains lists of employment openings and attempts to facilitate placement through interviewing, classification and counseling with special emphasis on reaching the unskilled and the disadvantaged.

The Division of Vocational Rehabilitation Services includes correctional rehabilitation as one of its programs. Vocational rehabilitation services are available to individuals with a physical or mental condition that constitutes a vocational handicap. Rehabilitation counselors have been assigned to several prisons, correctional institutions and parole offices.

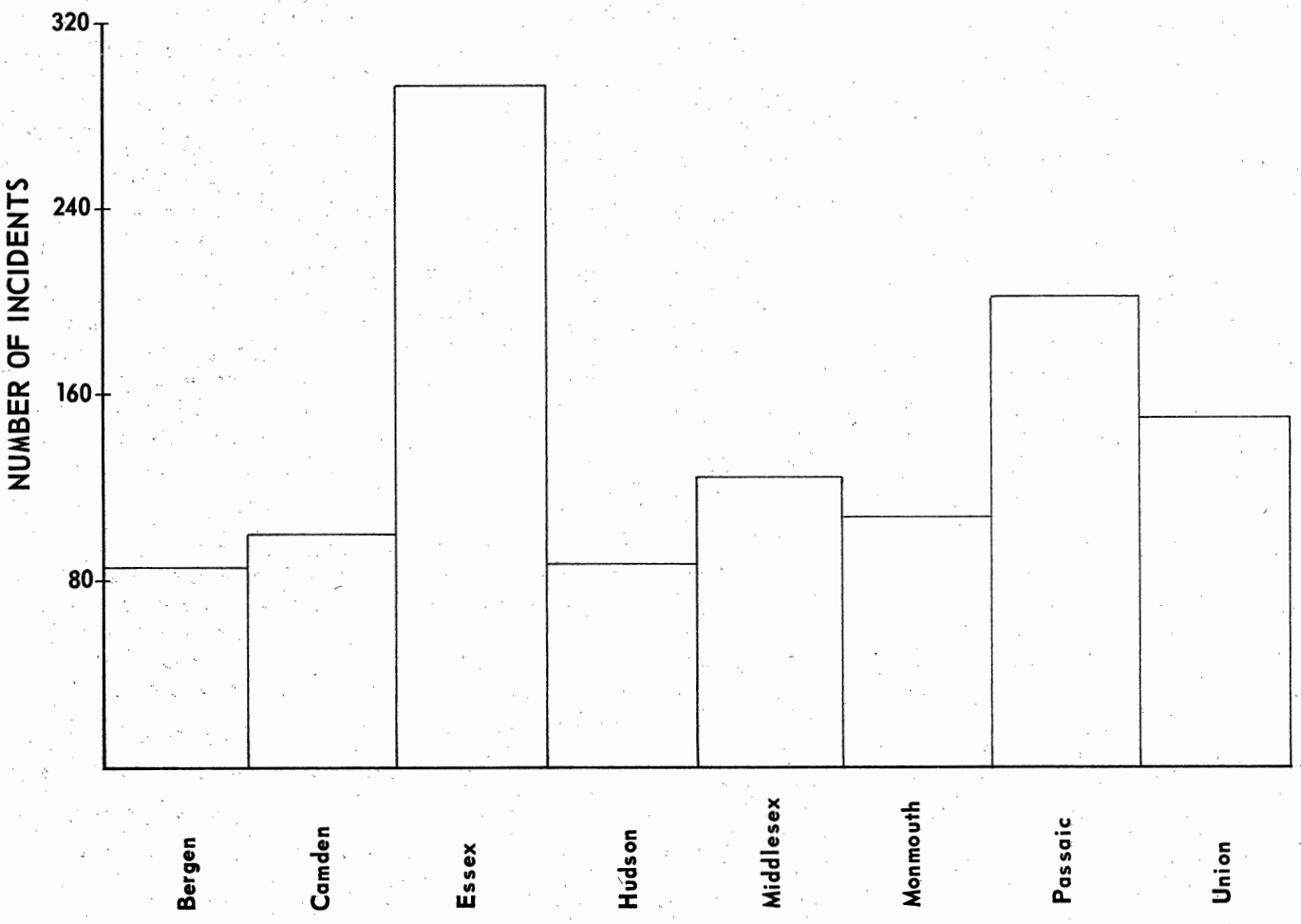
Vocational rehabilitation services may include medical and psychological evaluation counseling and guidance, physical restoration (rehabilitation medical services), vocational training at all levels and job placement assistance.

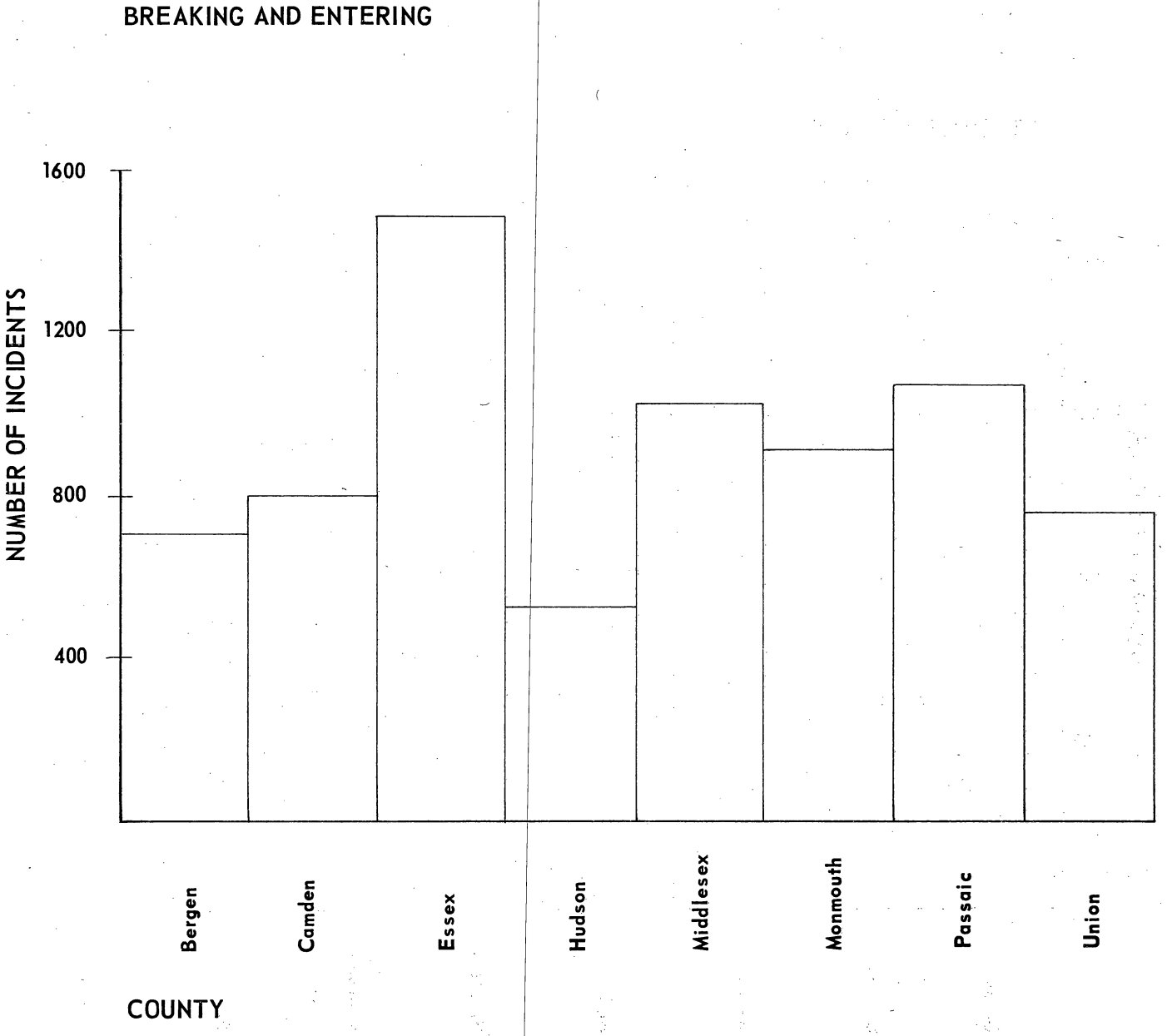
APPENDIX

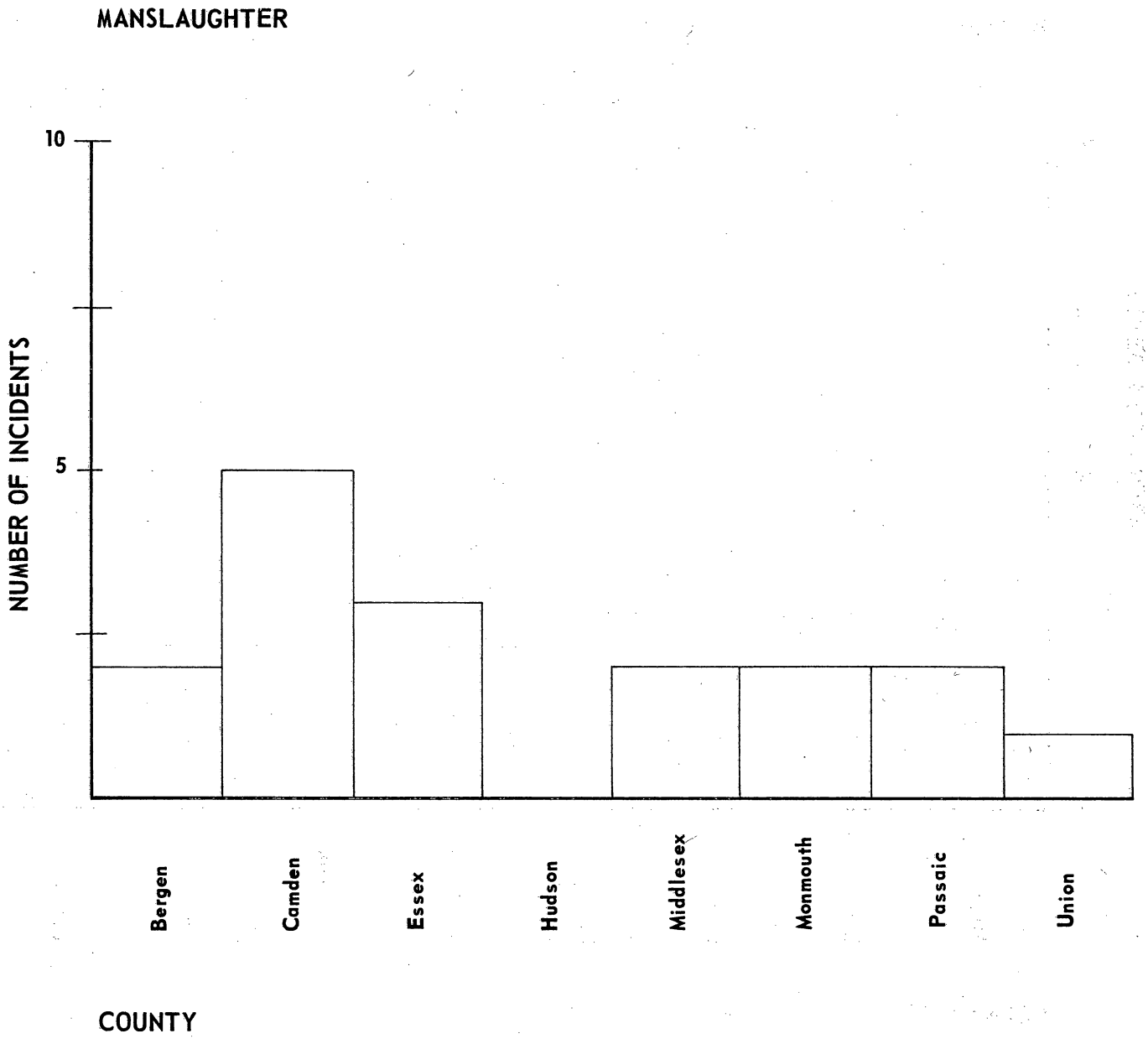
The following graphs show the incidents of major crimes committed by juveniles in Bergen, Camden, Essex, Hudson, Middlesex, Monmouth, Passaic and Union, the eight most populated counties. The information used for the graphs was supplied by the Uniform Crime Reporting Unit of the New Jersey State Police.

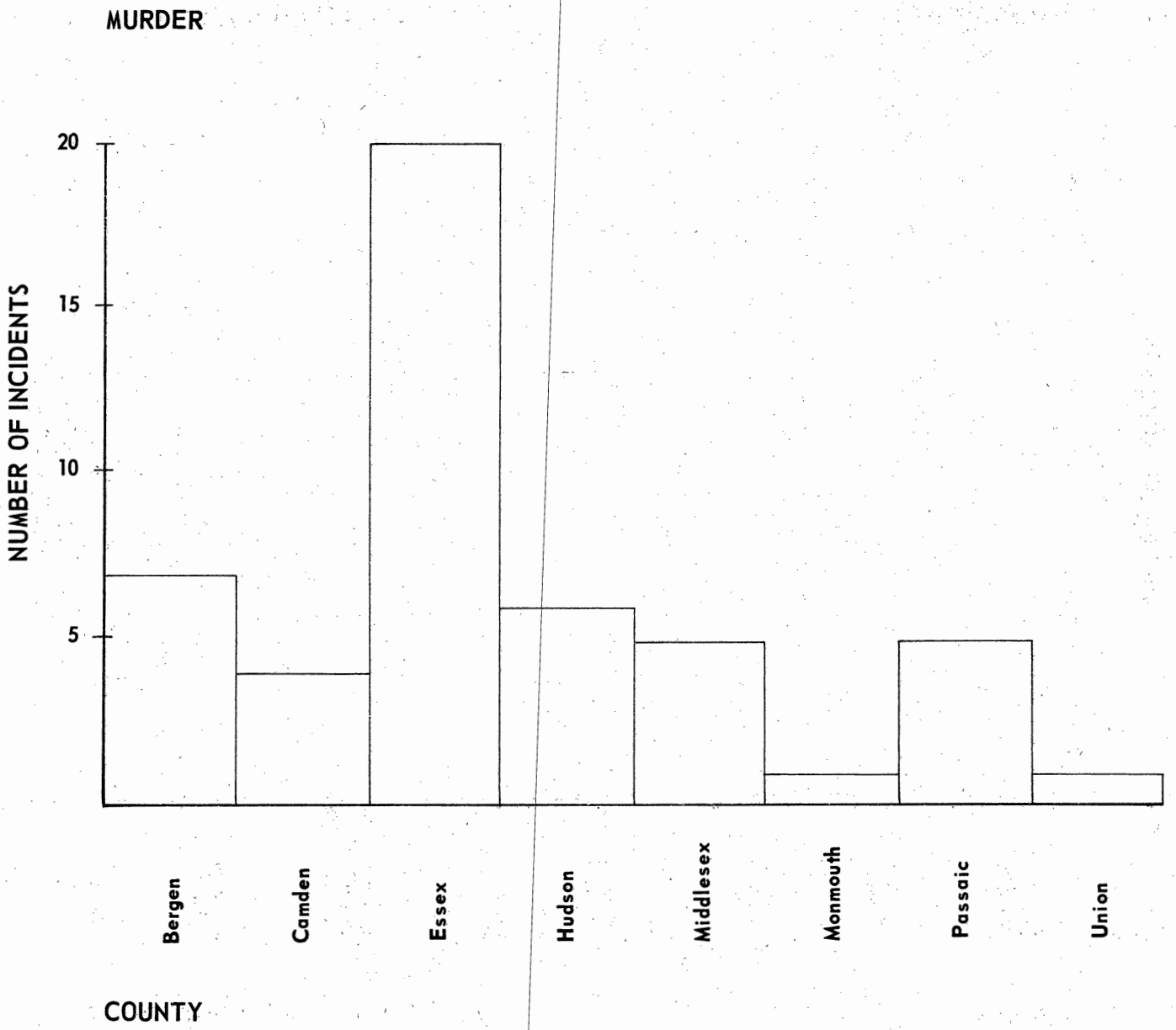
Following these, is a statistical study of juveniles in the Youth Correctional Institution Complex.

ATROCIOUS ASSAULT

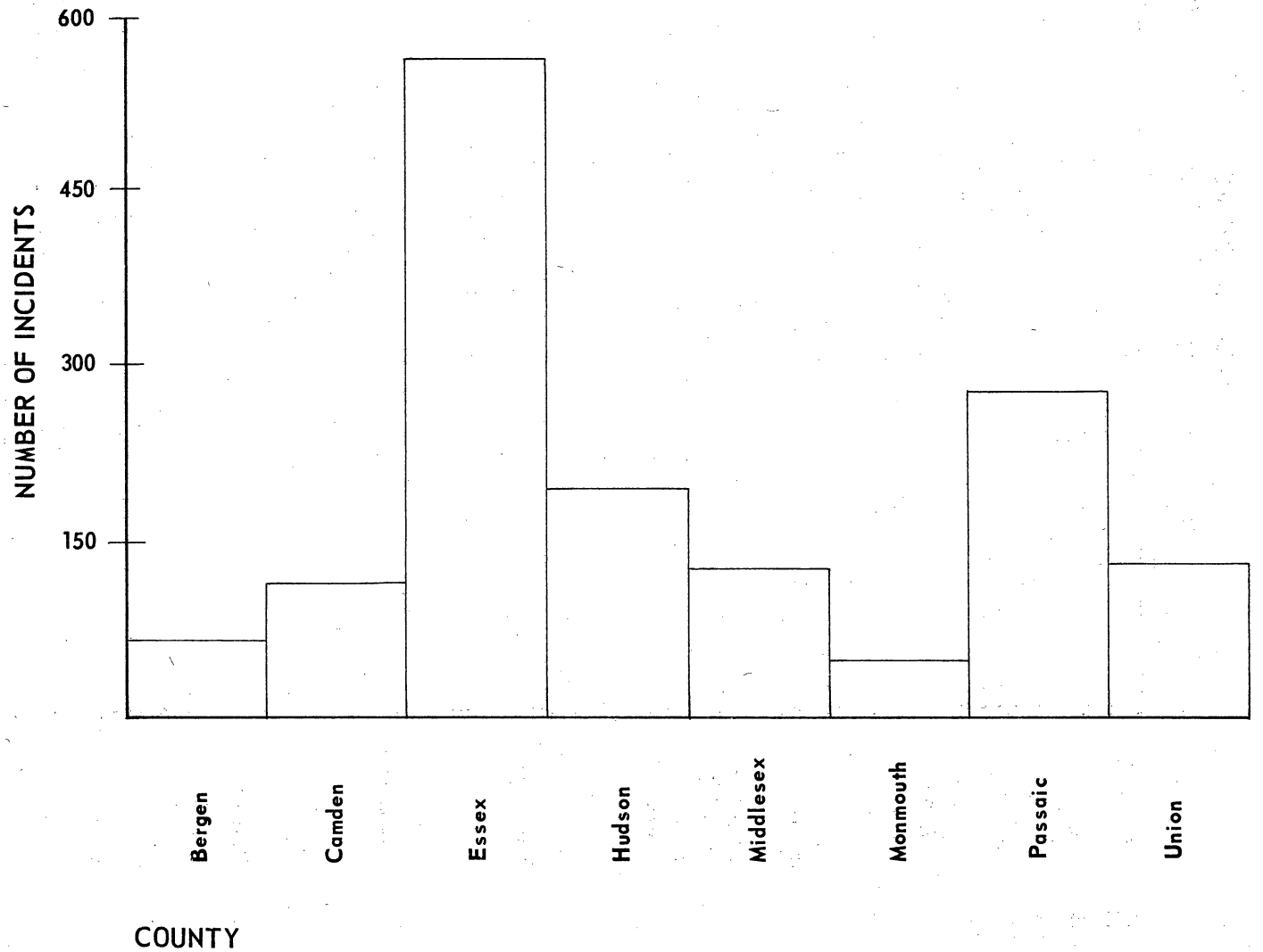



BREAKING AND ENTERING
NUMBER OF INCIDENTS
1600
1200
800
400
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY

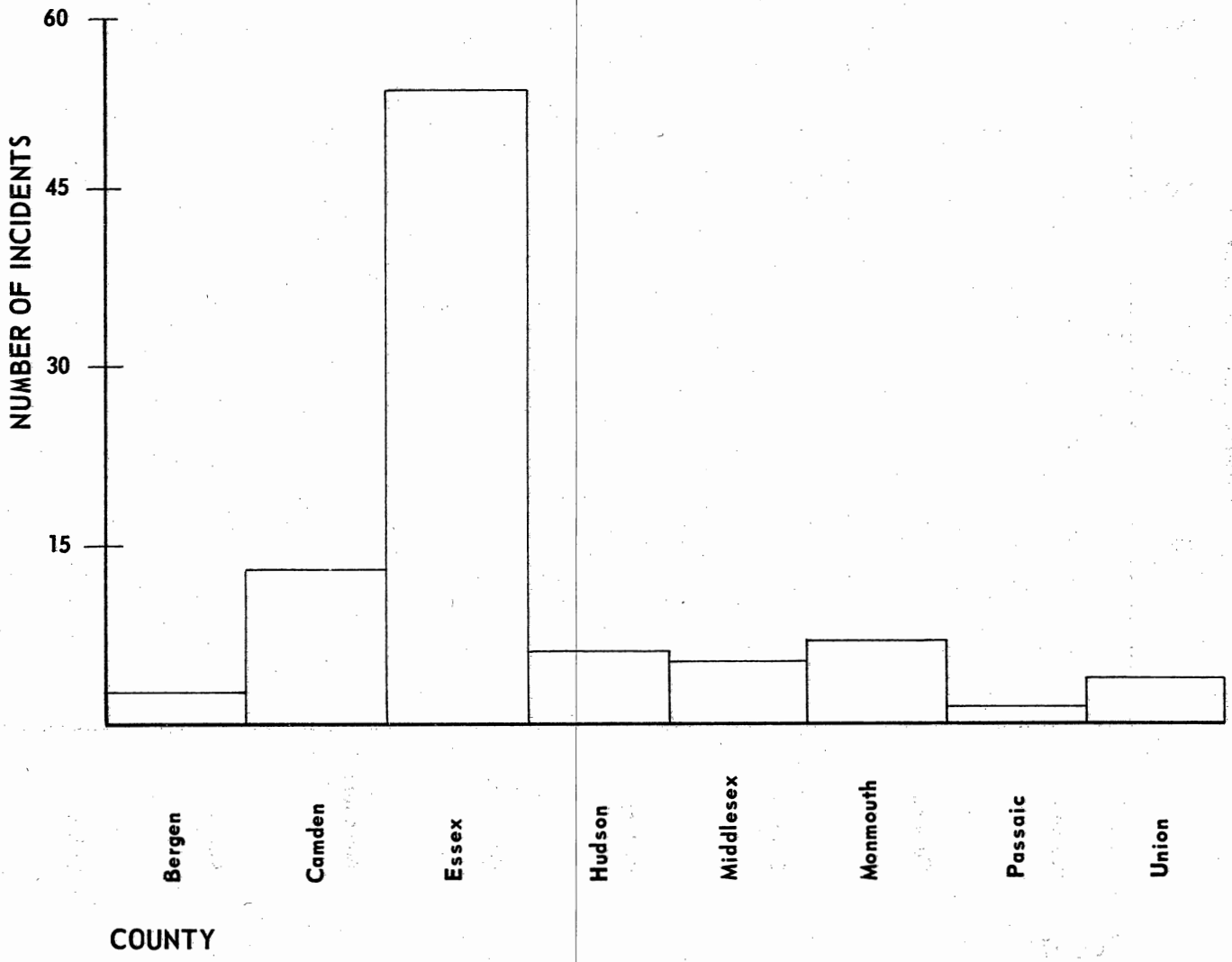

MANSLAUGHTER
10
5
NUMBER OF INCIDENTS
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY

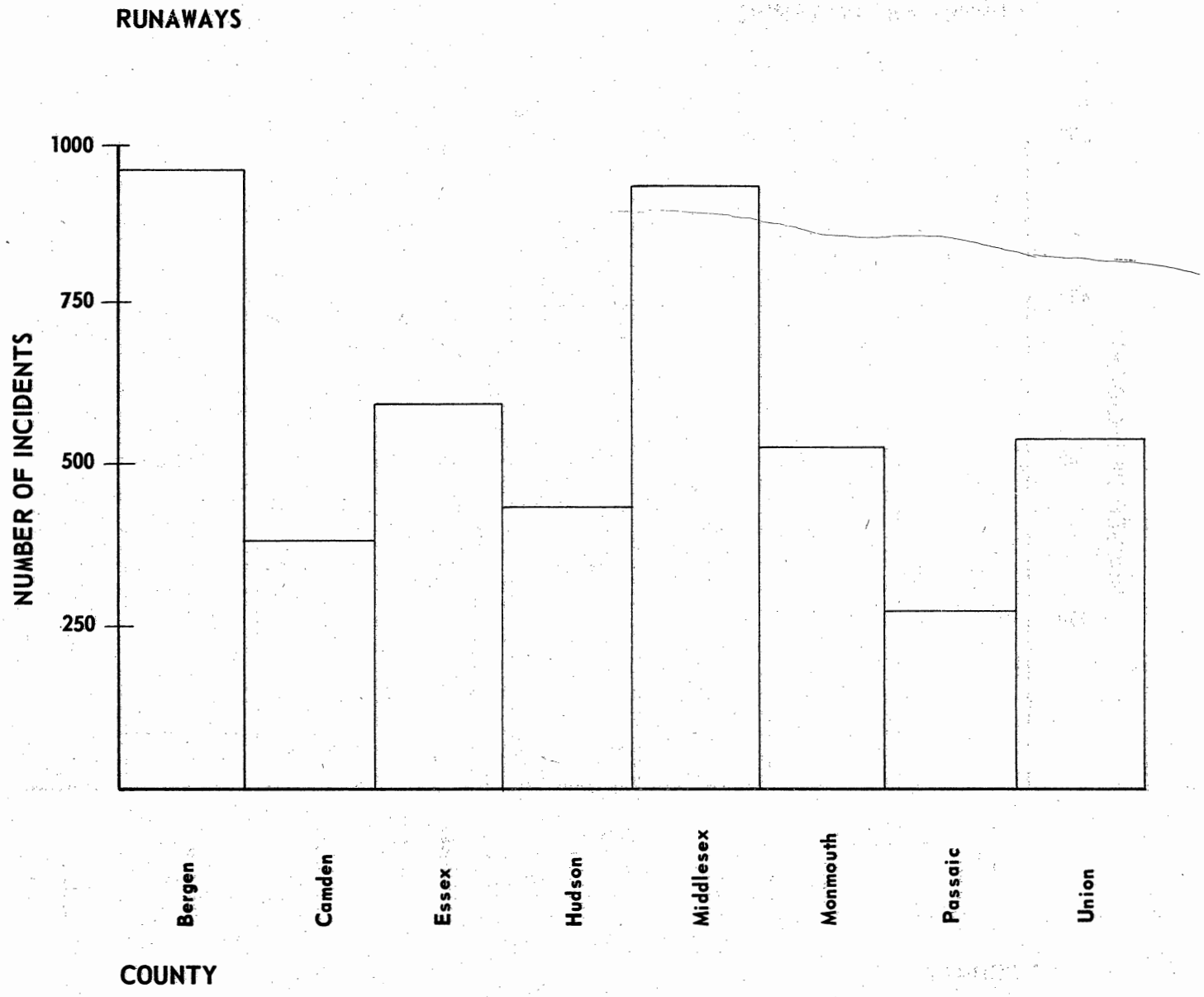

MURDER
NUMBER OF INCIDENTS
20
15
10
5
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY

ROBBERY

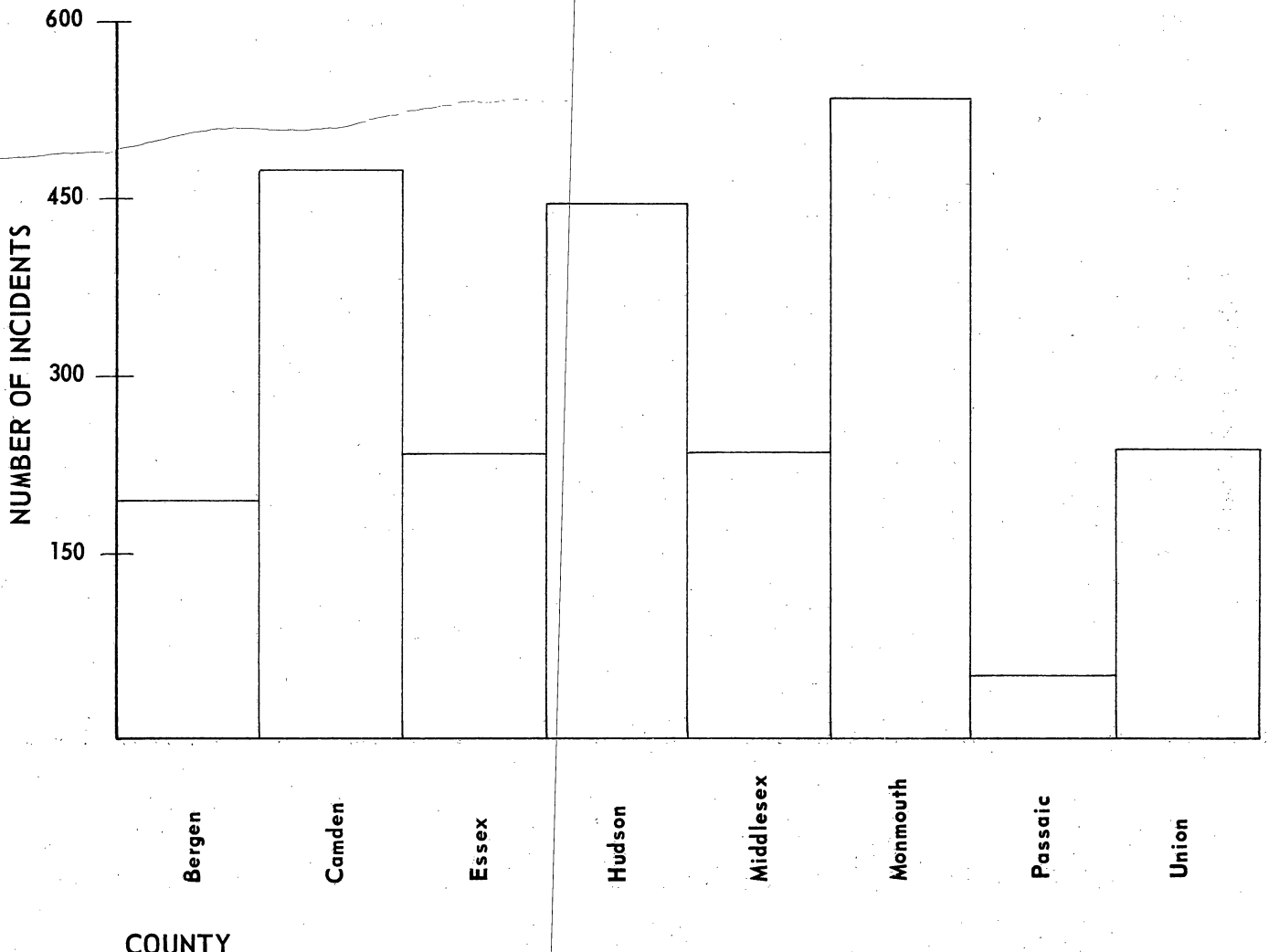

600
450
300
150
NUMBER OF INCIDENTS
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY

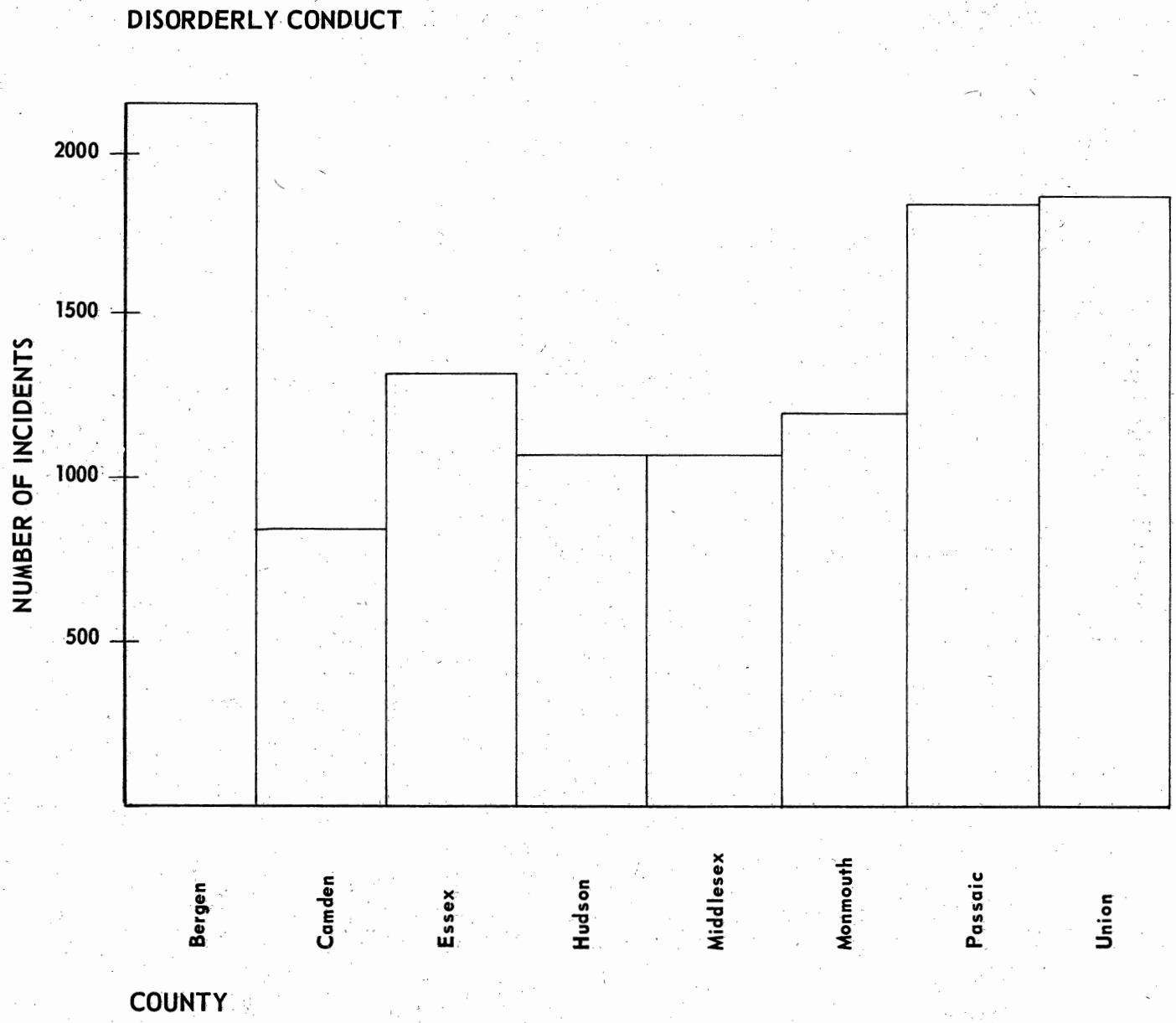
FORCIBLE RAPE

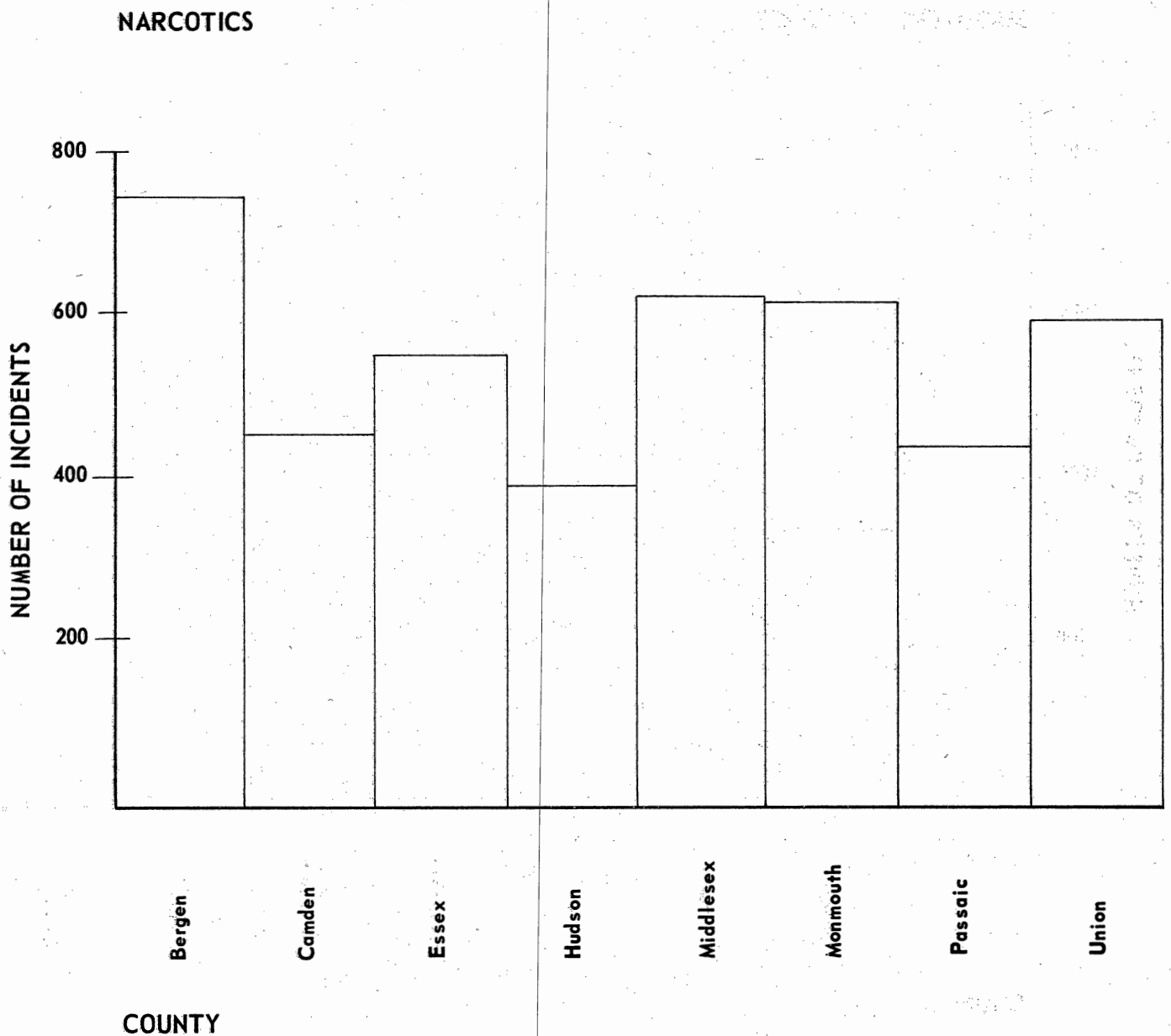


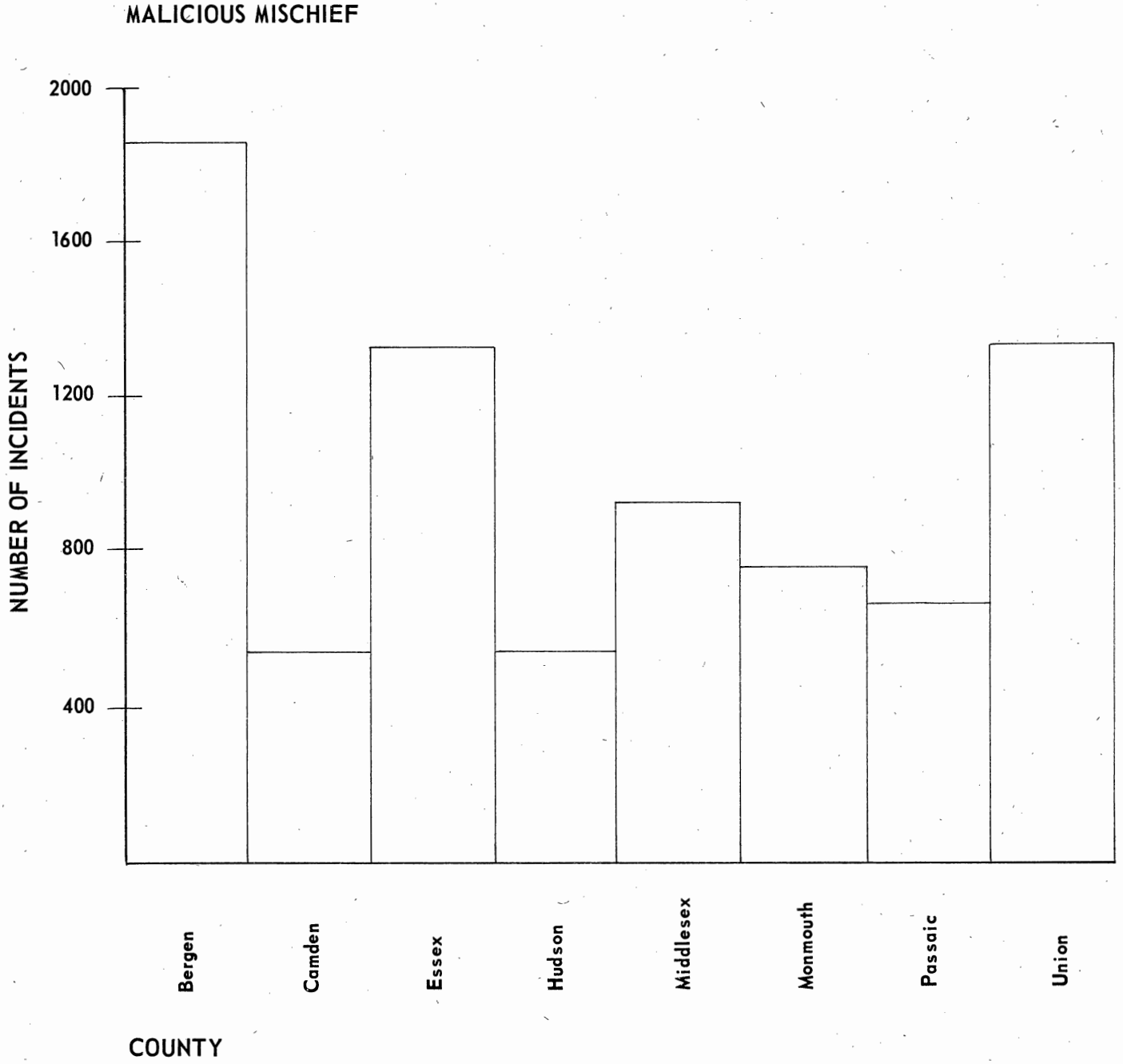

RUNAWAYS
1000
750
500
250
NUMBER OF INCIDENTS
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY

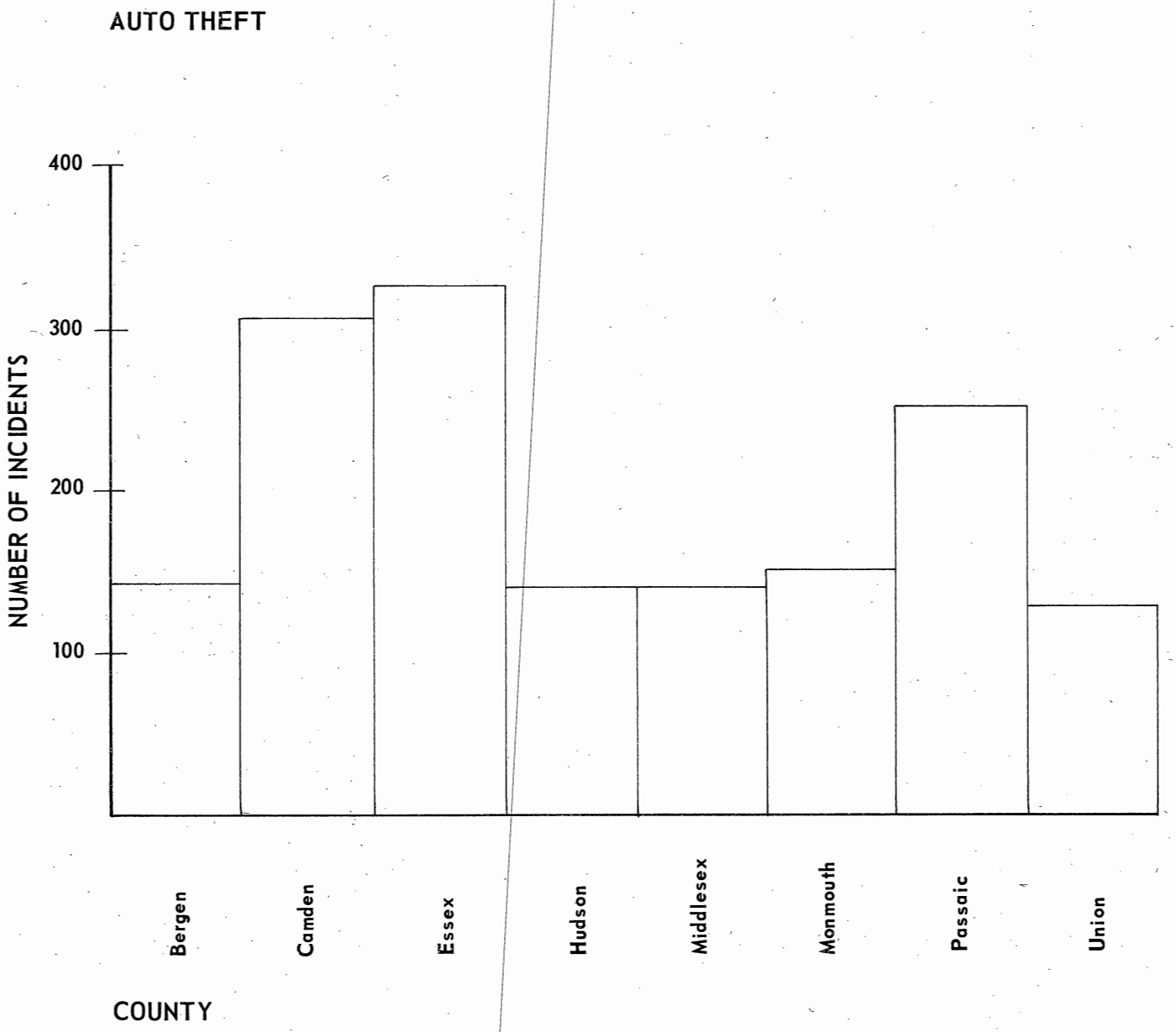
CURFEW AND LOITERING



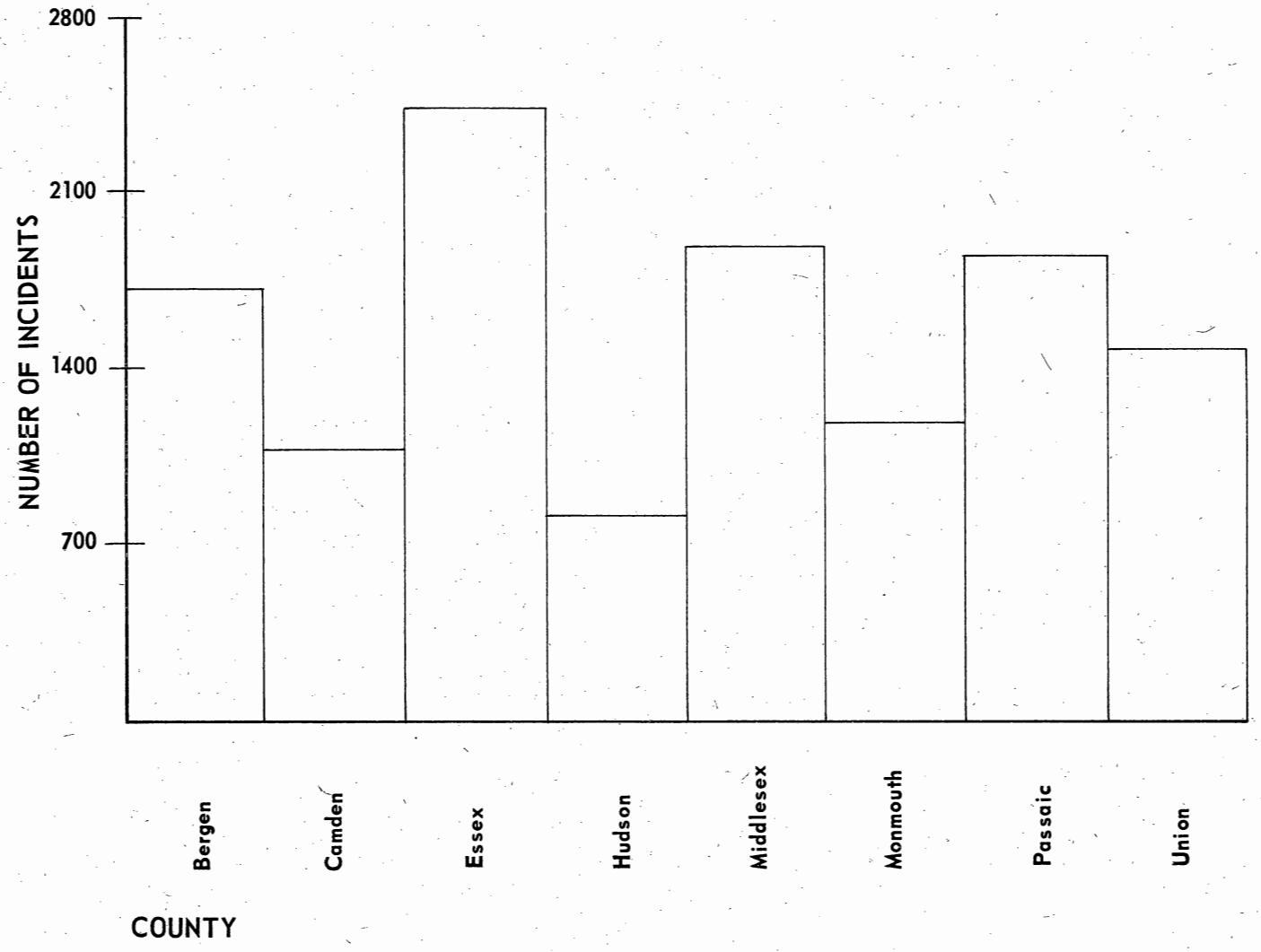

DISORDERLY CONDUCT
NUMBER OF INCIDENTS
2000
1500
1000
500
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY


NARCOTICS
800
600
400
200
NUMBER OF INCIDENTS
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY


MALICIOUS MISCHIEF
NUMBER OF INCIDENTS
2000
1600
1200
800
400
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY


AUTO THEFT
400
300
200
100
NUMBER OF INCIDENTS
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY

LARCENY


2800
2100
1400
700
NUMBER OF INCIDENTS
Bergen
Camden
Essex
Hudson
Middlesex
Monmouth
Passaic
Union
COUNTY

YOUTH RECEPTION AND CORRECTION CENTER
YARDVILLE, NEW JERSEY

December 1, 1975

This study was undertaken per the request of the Supervising Superintendent of the Reformatory Complex. Its primary function is to draw a social profile of a J-number inmate. The following criteria was utilized in data collection:

a. sample size (100) drawn from
b. consecutive admissions to the Reception Center with
c. a J-number. The time period included admissions for
d. January and February 1975; data extracted from
e. Reception Center folders.

Charles J. McCabe
Statistician

Table I

(J) Admissions to Reception Center by County of Commitment

COUNTY	NUMBER	PERCENT
Atlantic	2	2
Bergen	3	3
Burlington	2	2
Camden	14	14
Cape May	1	1
Cumberland	9	9
Essex	16	16
Gloucester	0	0
Hudson	12	12
Hunterdon	1	1
Mercer	4	4
Middlesex	6	6
Monmouth	4	4
Morris	3	3
Ocean	3	3
Passaic	7	7
Salem	3	3
Somerset	0	0
Sussex	3	3
Union	7	7
Warren	0	0
TOTAL	100	100

REGION OF COMMITMENT	NUMBER	PERCENT
Northwest Region	4	4
Northeast Region	54	54
Southwest Region	20	20
Southeast Region	22	22
TOTAL	100	100

Northwest Region	Includes Sussex, Warren and Hunterdon Counties.
Northeast Region	Includes Bergen, Morris, Passaic, Essex, Hudson, Union, Somerset and Middlesex Counties
Southwest Region	Includes Mercer, Burlington, Camden and Gloucester Counties
Southeast Region	Includes Monmouth, Ocean, Atlantic, Cape May, Cumberland and Salem Counties.

Table II — Number of Previous Arrests

Number of Previous Arrests	Number	Percent
0	1	1
1—3	23	23
4—6	30	30
7—9	21	21
10—12	12	12
13 and up	13	13
TOTAL	100	100

Arrests which resulted in an incarceration at the State Home for Boys and/or a reformatory complex member were not included in the tally.

TABLE II—A—Age at First Arrest

Age at First Arrest	Number	Percent
Never Arrested	1	1
7—8	10	10
9—10	13	13
11—12	19	19
13—14	24	24
15—16	31	31
17 and up	2	2
TOTAL	100	100

Age At Admission

Ages include year, month and day at time of admission to Reception. They ranged in age from the youngest — 15 years, 4 months, to 20 years 7 months. The mean age was computed and found to be *17 years, 8 months.*

TABLE III — Number of Previous Probations

Number of Previous Probations	Number	Percent
0	21	21
1	23	23
2	23	23
3	14	14
4 and up	19	19
TOTAL	100	100

Table III indicates that 79% of the sample had been on probation at least one time and 56% had been on probation two times or more.

TABLE III — A — Age at First Probation

Age at First Probation	Number	Percent
Never on Probation	21	21
7 — 8	4	4
9 — 10	10	10
11 — 12	12	12
13 — 14	27	27
15 — 16	23	23
17 and up	3	3
TOTAL	100	100

TABLE IV — Commitment Status at Time of Admission to Reception

Commitment Status	Number	Percent
First Commitment	49	49
Recommitment	20	20
Parole Violator	27	27
Transfer	4	4
TOTAL	100	100

Of the 100 J-numbers studied 53% had never been incarcerated in either Annandale, Yardville or Bordentown. This figure bears further explanation.

Out of the 53 J-numbers never incarcerated in the reformatory system *16* had spent prior time at the Training School for Boys and *3* were enrolled in a Fields program bringing the No category down to *34.*

TABLE V — Previous Incarceration in the Reformatory System

Previous Incarceration	Number	Percent
Yes	47	47
No	53	53
TOTAL	100	100

TABLE VI — Total Previous Time of Confinement at a Reformatory

Total Previous Time Confined (months)	Number	Percent
0	53	53
1 — 6	14	14
7 — 12	21	21
13 — 18	9	9
18 — 23 +	3	3
TOTAL	100	100

Source: Division of Youth and Family Services

TABLE VII — Type of Most Serious Offense

Type of Most Serious Offense	Number	Percent
Against Person	33	33
Against Property	49	49
Against Public Policy	18	18
TOTAL	100	100

TABLE VIII — J-Numbers by Race

Race	Number	Percent
Black	62	62
White	32	32
Puerto Rican	6	6
TOTAL	100	100

TABLE IX — Highest Grade Completed

Highest Grade Completed	Number	Percent
Below 6th	1	1
6th	3	3
7th	5	5
8th	18	18
9th	34	34
10th	28	28
11th	5	5
12th	4	4
Some College	2	2
TOTAL	100	100

TABLE X — Mental Level

Mental Level (I.Q.)	Number	Percent
120+	1	1
110 — 119	12	12
90 — 109	41	41
80 — 89	14	14
70 — 79	7	7
50 — 69	2	2
Not Available	23	23
TOTAL	100	100

TABLE XI — S.A.T. Score

S.A.T. Score	Number	Percent
Illiterate	8	8
2.0 — 3.9	23	23
4.0 — 5.9	31	31
6.0 — 7.9	16	16
8.0 — 9.9	4	4
10.0 — 11.9	4	4
Scores not available	14	14
TOTAL	100	100

B PROBLEM ANALYSIS AND NEEDS ASSESSMENT

The State Law Enforcement Planning Agency has arranged the Problem Analysis section of New Jersey's Criminal Justice Plan in a similar fashion to the needs and problems section of the 1976 Plan. The assessments of the problems and needs are still presented in each of the four major groupings from enactment of legislation and support services through institutional and non-institutional rehabilitation. One major change in this year's structure, however, is the separation of the adult problems and needs from the juvenile problems and needs. The separation of the juvenile problems and needs occurs after each individual category with problem analysis and needs assessment distinct from the adult section. The objective of this part of the Plan is to conduct a comprehensive study of the criminal justice system problems in the State as perceived by the experts who administer the system.

Valuable insights into the myriad of complex problems and needs were provided by the many institutions and agencies which comprise the State's criminal justice system. At the forefront are the 22 local criminal justice planning units which are particularly helpful in identifying local level crime problems and patterns. Through their efforts, and with guidance from their criminal justice planning boards which are comprised of local experts in the local units' systems, this Plan is a reflection of their assessment of crime problems and needs. It should be mentioned that input into this section was gleaned from not only the local planning units but from other local communities and State agencies which expressed concern for the state of criminal justice in New Jersey.

Through these combined efforts, and with the expertise of the Agency staff, this section of "The Multi-Year Plan" is designed to show the relationship of the description of the existing criminal justice system and crime analysis to the annual action programs. It also serves as the basis for establishing goals, objectives and priorities which are described in the next two sections of the Plan.

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

A. LEGISLATION, SUPPORT SERVICES AND PREVENTION

LEGISLATION

Legislation is essential to accomplish many of the changes which are necessary to improve the criminal justice system. One serious problem in effectuating these changes is the overall lack of information regarding pending legislation that affects the criminal justice system. A subsidiary problem is the lack of an efficient method of communicating this information to local criminal justice planners and criminal justice operational agencies to increase their awareness of proposed legislative changes which may directly affect them.

Criminal Codes

Proposed by the National Advisory Commission on Criminal Justice Standards and Goals is a re-examination of State criminal codes with the objective of improving and updating them. In New Jersey, study and review of the State's laws pertaining to crime was undertaken by the Criminal Law Revision Commission in 1968. Legislation proposed by the Commission and currently awaiting passage by the New Jersey Legislature is aimed at revising and codifying the penal statutes so that the law will be brought up to date. Certainly, the antiquated set of penal statutes that now exists seriously hampers the overall effectiveness of the operation of the State's criminal justice system.

The United States Senate Judiciary Committee is currently reviewing the Criminal Justice Reform Act of 1975(S-1). This bill proposes to revise the federal criminal code by replacing Title 28 of the United States Code. Specific changes include the following: codification of general offenses; a common definition of terms; a grouping of offenses by subject area rather than by alphabet; and an organized sentencing system. This bill, if enacted will have to be studied for its impact on New Jersey.

Criminal Justice Standards and Goals

The State Law Enforcement Planning Agency has employed a team of professionals to report on the Criminal Justice Standards and Goals. This team performs research and makes recommendations on standards and goals and presents them to the New Jersey Governor's Adult and Juvenile Justice Advisory Committee. This 53 member committee includes representatives of State agencies, private and public interest groups and other citizen members as appointed by the Governor. Based on research supplied by the standards and goals team, the committee reviews draft standards to determine which ones should be adopted by the State of New Jersey. A portion of these standards may not be able to be implemented without new legislation.

Revision of Statutes

Many statutes now on the books in New Jersey have lost their effectiveness and applicability to our present society. Change has been long overdue in redefining and updating what constitutes an offensive act. A disproportionate amount of police and court time continues to be spent processing perpetrators of such crimes as use of marijuana, minor gambling and sex-related offenses between consenting adults. These offenses also contribute to increasing the heavy burden on the correctional phase of the criminal justice system.

Alternative methods of dealing with these types of offenses would both greatly relieve the court caseloads and free police time for investigation of more serious crime.

The following data has been compiled by the New Jersey Criminal Justice Data Analysis Center from information contained in the Offender Based Transaction Statistics and Computerized Criminal Histories (OBTS/CCH) data base. All arrests made for marijuana and hashish offenses during 1972 and 1973 are included. The second table reflects all court cases dealing with marijuana and hashish violators in which an interim or final disposition was rendered during 1973.

The above information is only one example of how such crimes as the use of marijuana contribute to the workload of an already burdened criminal justice system. In addition, the cost of processing offenders committing such crimes through the system including incarceration for some drug users places an increased burden on limited tax revenue which might better be spent on crimes which are directly against persons and property.

Enforcement activities have helped to identify drug users, however, simply apprehending users does not contribute to resolving the underlying rehabilitation needs of drug and alcohol-dependent offenders. Various Agency-funded programs have served to divert such offenders and through therapeutic treatment programs have attempted to eliminate dependencies on drugs or alcohol.

TOTAL NUMBER OF ARRESTS MADE FOR MARIJUANA AND HASHISH OFFENDERS DURING 1972 and 1973

Possession of Less than 25 Grams of Marijuana	Possession of More than 25 Grams of Marijuana	Distribution of Marijuana	Total Arrests for Marijuana Offenses	Possession of Less than 5 Grams of Hashish	Possession of More than 5 Grams of Hashish	Distribution of Hashish	Total Arrests for Hashish Offenses	Total Arrests for Marijuana and Hashish Offenses
9,053	2,573	643	12,269	296	162	64	522	12,791

COURT CASES DEALING WITH MARIJUANA AND HASHISH VIOLATIONS, IN WHICH AN INTERIM OR FINAL DISPOSITION WAS RENDERED DURING 1973

	Possession of Less Than 25 Grams of Marijuana	Possession of More Than 25 Grams of Marijuana	Distribution of Distribution of Marijuana	Possession of Less Than 5 Grams of Hashish	Possession of More Than 5 Grams of Hashish	Distribution of Hashish
Total Charges	9,053	2,573	643	296	162	64
Charges Pending	414	852	214	33	54	19
Final Dispositions	8,639	1,721	429	263	108	45
Cases Dismissed	1,044	349	54	42	19	9
Cases Prosecuted	7,595	1,372	375	221	89	36
Cases Acquitted	813	176	11	19	8	0
Conditional Discharge	2,549	385	13	94	28	2
Convictions	4,233	811	351	108	53	34
Fines	2,643	301	27	57	15	1
Probation	700	363	244	24	32	27
Jail Term 1-4 Months	157	21	11	4	0	2
Jail Term 4 Mo.-1 Yr.	11	19	15	0	3	1
Prison 1-2 Yr.	0	4	1	0	0	1
Prison Over 2 Yr.	0	19	33	0	1	1
Suspended Sentences	722	84	20	23	2	1

Agency funds have also been provided for the establishment of drug and alcohol treatment programs in State correctional institutions. There is a serious question, however, whether rehabilitation of drug and alcohol dependent persons can take place in large institutional environments given limited resources. These and other quandaries must be answered in order to facilitate the proper rehabilitative programs for drug and alcohol dependent persons.

Consolidation of Criminal Justice Resources

While "home rule" is a firmly entrenched tradition in New Jersey, it should not preclude consideration of proposals to consolidate local criminal justice services where significant economic and operating efficiencies can be realized. For example, the report of the National Advisory Commission on Criminal Justice Standards and Goals recommends that all police departments with less than ten officers should be consolidated with other departments. Similarly, a study by the National Center for State Courts in conjunction with the Administrative Office of the Courts recommends that municipal courts should be consolidated according to districts so they could operate on a full-time basis. Part-time adjudication coupled with high court caseloads has helped cause prolonged holding periods and overcrowding of many county detention facilities.

Juries

It is increasingly difficult to locate citizens from every walk of life who are willing and able to serve as jurors, due to the economic hardships suffered through jury service. The current remuneration was established in 1953 and is not in line with the existing inflationary economy.

Family Court System

At the present time, the juvenile courts have no jurisdiction to deal with the family of a youngster brought before the court. Likewise, disputes heard in domestic relations courts may be adversely affecting the behavior of the children in the family. The establishment of a family court system could provide the necessary services to handle juveniles in their relationships to their family environment. In lieu of the existing juvenile, domestic relations and divorce courts, which often pull in different directions, the family court would handle the interlocking complexities of divorce, separation support, child custody, delinquency and related family matters.

Gun Control

Federal law prohibits the importing of firearms; however, it does not prohibit the importing of parts. As a result, parts are bought into this country which are assembled into 2.5 million weapons a year. According to the Handgun Control Project of the U.S. Conference of Mayors, two-thirds of the 20,000 murders committed annually are gun-inflicted, and 71% of the murders committed with handguns are against family members, close friends or acquaintances. The large bulk of the 2.5 million weapons assembled from imported parts are cheap handguns, sometimes referred to as "Saturday night specials".

LEGISLATIVE NEEDS

There is need to consider:

- A fiscal appropriation to hire additional personnel and retrain criminal justice personnel in implementation of the new penal code when passed.
- Passage of legislation defining rape as an assault charge and support pending legislation establishing varying degrees of severity of the offense.
- The formation of a task force to study the federal Criminal Justice Reform Act of 1975 if enacted and cite its implications for New Jersey.
- Implementation through legislation where necessary of those standards and goals recommended by the Governor's Adult and Juvenile Justice Advisory Committee on Standards and Goals.
- Legislation giving enforcement powers to the State and fiscal support for uniform standards and guidelines for operations of county-correctional institutions.
- Passage of legislation to upgrade standards of rehabilitation programs in our State and county correctional institutions.
- Passage of legislation which would improve the treatment of alcoholism and rehabilitation of alcoholics in the State.
- Amendment of the narcotic and drug abuse treatment centers certification law to broaden the definition of treatment centers subject to the law to include intervention programs.
- Legislative revision of State narcotic and criminal laws to encourage diversion of drug-dependent individuals from the criminal justice system into community-based rehabilitation alternatives.
- Passage of legislation to allow for early parole of certain drug offenders professionally evaluated as drug abusers and found suitable for treatment.
- Passage of legislation for alternative methods of dealing with "victimless" crimes.
- Reconsideration of the criminal penalties for simple possession and/or use of controlled dangerous substances.
- Consolidation of criminal justice services where significant economic and operating efficiencies can be realized.
- The establishment of a State central legislative reference clearinghouse in the specific areas of criminal justice.

- Selection of a task force to study means of achieving maximum cooperation and utilization of resources between the Division of Narcotic and Drug Abuse Control, the Alcoholism Control Program and the Division of Community Health Services which would recommend changes in existing laws.
- Passage of legislation that would reconstruct, consolidate and centralize the municipal court system.
- Passage of legislation expanding the parole system to include offenders sentenced to county correctional institutions.
- Legislation to increase daily service pay for jurors to $20/day.
- Legislation which would consolidate Domestic Relations and Juvenile Courts into a Family Court System.
- Passage of legislation for stricter control on the availability of purchasing handguns and for mandatory sentences for those who are convicted of crimes involving the use of handguns.

LEGISLATION—JUVENILE

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

Juvenile Code

A revised Juvenile and Domestic Relations Court Law went into effect March 1, 1974. It significantly altered the way juveniles charged with and adjudicated for the commission of illegal acts are handled. Its primary impact was on juveniles who engage in behavior which would not be subject to legal action if committed by an adult. The commission of such status offenses—"incorrigibility", "running away", "truancy"—had formerly exposed juveniles to the possibility of confinement in county detention and state correctional facilities. Under the revised statute this possibility has been eliminated. Juveniles in need of supervision (JINS) when held in a facility prior to disposition must be in open shelters and cannot be institutionalized on a post-dispositional basis in facilities maintained for the confinement of delinquents. The law prohibits the predispositional holding of juveniles with adults. It also limits the time a juvenile can spend in a correctional institution to up to three years unless the offense committed is some form of homicide. In any case the disposition can be for no longer than the term an adult would serve for the same offense.

Already discussed has been the organizational concept of a family court, which, if accompanied by trained staff and responsive community services, could go far in implementing the legislative intent of the Juvenile and Domestic Relations Court Law, which is to "preserve the unit of the family whenever possible and to provide for the care, protection and wholesome mental and physical development of juveniles. . ." N.J.S.A. 2A:42 (a).

Shelters and Detention Centers

Legislation defining the purposes and procedures for the creation of facilities which now house juveniles awaiting trial long preceded the 1974 Juvenile Code. These statutory provisions provide for both county youth houses and county shelters. Neither coincides precisely with the roles detention and shelter care facilities now fulfill, although the county shelter programs more closely meet the requirements of the statutes. Most of the detention facilities were actually created under the county shelter authorization and are in some instances confusingly called shelters although their purpose is to detain juveniles charged with the commission of delinquent offenses. There are a number of other facilities such as county homes and county schools which exist in law but may no longer meet the needs of juveniles involved in or on the periphery of the juvenile justice system. There is also statutory provision for the establishment of municipal youth guidance councils, bodies whose functions are to act as a community resource to assist in the coordination of services and activities affecting youth. Adjustment committees may be established as a component of the guidance council. They are somewhat akin to juvenile conference committees, although their use is not nearly as widespread. They are confined primarily to Bergen County. Adjustment committees are not subject to the same amount of court control that exists over juvenile conference committees as referrals may be funnelled directly from police departments or schools.

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

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

Juveniles held in both shelter and detention facilities are exposed to various procedures and programming. The Department of Institutions and Agencies has compiled a Manual of Standards for Shelter Care and is preparing one for detention practices. Beyond these manuals, there is little else to insure uniformity among the facilities. The statutory provisions creating them are outdated in their recommendations or so broad as to be meaningless. There is no clear statement in the statutes concerning the responsibility for providing an education to juveniles temporarily held. A lower court decision in 1972 held that if the county had an education program, then it, not the sending districts, was responsible for supporting it. State law does provide "Every parent, guardian or other person having custody and control of child between six and sixteen shall cause such child regularly to attend the public school . . . or to receive equivalent instruction elsewhere than at school". N.J.S.A. 18A:38-25. Until quite recently not all detention facilities had education programs. There is still a substantial gap, in some instances, between the education which would be available in a public school and what a child can receive in a detention or shelter care facility. The Governor's Committee proposes that the Department of Education establish guidelines for education programs and that local school districts fund them. Disparity among facilities extends to recreation, social services and disciplinary measures as well.

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

The staff of the Department of Institutions and Agencies Task Force on the Juvenile Code has the responsibility of inspecting shelter facilities. The staff has existed almost since the passage of the revised legislation and was in fact created as part of a Law Enforcement Assistance Administration grant to help the counties develop JINS shelters. There has been a close involvement between the State and the counties in the creation and ongoing maintenance of these facilities. The State has been both plaintiff and defendant in suits concerning the placement of alleged JINS offenders in county detention facilities as well as involved in numerous negotiations over the implementation of law. The law does not specifically prohibit using an unlocked part of a detention facility for alleged status offenders. Rather, this stance has been adopted by the Department of Institutions and Agencies under its legal mandate to "specify where a juvenile may be placed in shelter".

Juvenile Court Operations

In the 12 counties where a Juvenile and Domestic Relations Court intake screening unit is operating, juveniles are sent to shelter or detention either after an initial court hearing or are placed as the result of an intake officer's review. Other counties have various methods, with most relying on the police officer who takes the juvenile into custody to make the initial placement decision. This is followed by a hearing the next morning as provided by R.5:8-2(d). Counties without intake units do not afford their juveniles charged with JINS and delinquent acts the same opportunities for the specialized screening. There are also fewer possibilities for diversion for those juveniles in jurisdictions without intake units.

One of the diversion mechanisms utilized by intake officers has been the youth service bureau. These community based projects which provide direct and referral services for juveniles have been strongly supported by their local units of government. But for most, local assumption after three to four years of State Law Enforcement Planning Agency support has not been possible because of fiscal constraints. The Governor's Advisory Committee has recognized the funding problems affecting both intake and youth service bureaus and has recommended legislation to encourage the development and support of these programs on a statewide level.

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

State, a higher proportion of juvenile complaints are pending for longer periods of time than in the more highly populated urban counties. In October of 1975, as an example, the highest number of juvenile delinquent complaints listed as pending on the no counsel calendar for one to three months was in Gloucester County and the highest number of both no counsel and counsel JINS complaints pending for the same period of time was in Cape May County. It appears that the backlog of cases is due to the shortage of judges but it may also be the result of other factors.

Placement

There is currently litigation over the Juvenile and Domestic Relations Court judge's authority to order the Division of Youth and Family Services to place a juvenile in a particular residential facility. The law is not at all clear on this matter, providing that a judge can make any disposition not inconsistent with the Juvenile and Domestic Relations Law.

Another issue which has been the subject of controversy is the legality of charging a status offender who runs away from a shelter with "escape", an adult offense, and subsequently placing the juvenile in a detention facility. The appellate division has upheld this action and the New Jersey Supreme Court has agreed to review the case.

For those juveniles who are sentenced to a correctional institution, some may be placed with only juveniles; others will be incarcerated with adults in either the Youth Correctional Institution Complex or the Clinton Reformatory. In early 1976, there were over 400 juveniles confined in adult institutions. Although such confinement is strictly prohibited on a predispositional basis it is permitted after a juvenile has been adjudicated. The United States Congress has shown support of a policy separating juvenile from adult offenders through the passage of the Juvenile Justice and Delinquency Prevention Act of 1974.

Any state which chooses to participate in the Act must set out a plan to terminate the mixing of juvenile and adult offenders. A review of both present and former New Jersey statutory laws as well as case law reveals an unsettled policy. Although age limits set by legislation clearly allow juveniles and adults to reside together in correctional institutions, former statutory provisions and at least one case which has not been reversed appear to support the segregation of adults and juveniles.

Under present law, information concerning a disposition made by the court, whether it be to a correctional institution or some less severe alternative, is not made available to police departments responsible for forwarding the complaint to court. Therefore, police have no idea what the outcome is of their work. Neither are police departments permitted to circulate information to each other for investigation purposes.

Criticism of juvenile justice system confidentiality policies as well as the general handling of violent offenders has recently increased because of the apparent rise in serious juvenile crime. A number of bills are pending which propose to modify practices in the juvenile court system. One recommends lowering the age at which a juvenile can be waived to adult court and another opens to the public all juvenile court records of offenses which would constitute a crime or disorderly persons offense.

LEGISLATION NEEDS—JUVENILE

There is a need to consider:

- Development of a legislative subcommittee to review all statutory provisions relating to the juvenile justice system with the intent to eliminate or revise all outdated and ambiguous legislation.
- Legislation establishing a family court which provides for the accompanying needs for trained judges, counsel, probation, intake and other court officers as well as community services.
- Revision of the statutes creating county youth houses and shelters.
- Study of municipal youth guidance council legislation for possible revision.
- Legislative clarification of the financial responsibilities for post-dispositional detention and shelter care.
- Legislation establishing responsibility to devise "thorough and efficient" education programs in detention and shelter pinpointing the concurrent responsibility of financing such programs.
- Development of legislation to permit the State the use of administrative remedies for enforcing standards set for the operation of detention and shelter care facilities.
- Legislation providing for the establishment of statewide Juvenile and Domestic Relations Court intake units with some reasonable funding plan.
- Legislation providing for the development of youth service bureaus with a program of state-local funding.
- Developing flexible means of appointing more juvenile judges for those counties where the juvenile docket is disproportionately high.
- Clarification by legislation of judicial prerogative to order the State to make specific placement of adjudicated juveniles.
- Legislation which clearly prohibits the mixing of juvenile and adult offenders on a post-dispositional basis.
- Reexamination of the statutes and court rules relating to the confidentiality of the juvenile court proceeding.
- Making dispositional decisions more readily available to police departments and general information (without revealing identities) concerning juvenile court proceedings to the public.

The above problems and/or needs in the area of Legislation were cited by the Department of Health, Department of Law and Public Safety, Department of Public Advocate, Division of Narcotic and Drug Abuse Control, Division of State Police, and the Office of the Public Defender and by the following local criminal justice planning units: Atlantic City/County, Hudson County, Jersey City, Mercer County, Morris County, Plainfield and Union County.

PLANNING AND EVALUATION

After necessary legislation is enacted, comprehensive planning processes and evaluation methodolgies must be designed to implement the legislation and to serve as an integral part of the criminal justice system. Realistic evaluation of the past and logical planning for the future are essential in efforts to solve problems confronting the criminal justice system. Presently there is not enough attention given to comprehensive planning at all levels within the system. Fiscal planning and "incrementalism" will not change the system but will only foster "crisis level" decisions.

Criminal justice planning is still a relatively new discipline. Activities were initially directed at coordinating and improving a fragmented and convoluted criminal justice system. Problems within and affecting the criminal justice system must be continously identified and possible solutions evaluated as to efficiency and effectiveness, cost, risk and time. Long-range comprehensive analysis of the system and fostering of communication, coordination and cooperation among the various system components is an on-going process.

Without negating the usefulness of on-going basic plar.ning to aid in the development of new problem-solving approaches; the positive results of previous planning efforts in many areas have not been translated into affirmative action policies and programs on the Federal, State, regional and local levels of government.

Monitoring and evaluation are pivotal points in the planning process. Phenomena which impede the achievement of planned objectives are often uncovered through these activities. Similarly, phenomena which have positive effects are identified. Both forms of information enable a system to adjust accordingly in an effort to adhere to its schedule of tasks and objectives.

According to the National Advisory Commission on Criminal Justice Standards and Goals, "one of the most striking characteristics of present criminal justice system operations is how little is known about what works and what does not work."

Local Criminal Justice Planning and Evaluation

Planning and evaluation must be accomplished on the local level as well as the State and national levels. The State Law Enforcement Planning Agency has been at the forefront during its brief existence in encouraging active planning and evaluation efforts by local jurisdictions and State agencies. Through the funding of local criminal justice planning units throughout the State, and with the technical assistance of the Agency's planning and evaluation staffs, new inroads have been made into establishing a viable comprehensive planning function in the State.

These efforts hopefully will encourage local units of government and related State agencies to follow this example in an attempt to promote greater efficiency in the State's criminal justice system.

State-Level Criminal Justice Planning and Evaluation

There is concurrent and supportive need for each State-level criminal justice agency to develop and institutionalize an internal planning and evaluation capability, notably in the Department of Law and Public Safety (Office of the Attorney General, Division of Criminal Justice, Division of State Police, Division of Systems and Communications), the Garden State School District, the Division of Correction and Parole, the Administrative Office of the Courts, the State Parole Board and the Department of the Public Advocate. State agencies with responsiblity that includes significant offender populations, such as the Division of Youth and Family Services, and the Department of Health (Alcohol, Narcotic and Drug Abuse Unit) should also develop regular planning and evaluation capabilities with respect to their criminal justice service responsibilities.

PLANNING AND EVALUATION NEEDS

There is a need to consider:

- Expanded inter-jurisdictional planning, evaluation and coordination within the criminal justice system itself, so that federal funds can be channeled more effectively into programs which would improve the system.
- More effective coordination of the planning efforts of the criminal justice system and the community-based treatment system for delivery of services to drug and alcohol offenders.
- Development of the capability necessary to provide more meaningful evaluation of proposed legislation in the area of criminal justice for the executive branch of government.
- Expanded evaluation of the functional components of the criminal justice system and their interrelationships in both administrative and operational processes.
- Continuation of local comprehensive planning efforts to insure continuous input into the Criminal Justice Plan for New Jersey.

- The development of a more systematic linkage between local criminal justice planning units and other local and regional planning agencies concerning related program areas such as mental health and alcohol and drug abuse planning.
- Continuation and expansion of ongoing local level monitoring and evaluation of State Law Enforcement Planning Agency funded projects especially of pilot projects to determine whether or not they warrant implementation in other jurisdictions.
- Increasing the capability of the Police Administrative Service Bureau of the Police Training Commission.

PLANNING AND EVALUATION—JUVENILE

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

Planning and evaluation for the majority of projects is most often more effectively done at the local level. Yet even where local criminal justice planning units do exist, the primary thrust of the planning effort has been on the adult criminal justice system. Throughout the criminal justice system, the problems of adults have obscured the equally urgent needs of dealing with the juvenile offender.

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

There have been some excellent efforts in New Jersey, on both a local and State level to analyze the needs of the system and to respond more accurately to those needs. The Division of Youth and Family Services with a State Law Enforcement Planning Agency grant is pursuing an assessment of its population and is redesigning programs and offering assistance to service providers to make programs more appropriate for that population. Several counties have begun to organize youth services coordinating councils which are looking at their juvenile populations as well as existing resources. The State Law Enforcement Planning Agency is nearing the completion of its first stage of evaluation of police-juvenile and community youth services programs. Seven counties have chosen to participate in juvenile justice planning grants which have become available through the Juvenile Justice and Delinquency Prevention Act of 1974.

There is growing sophistication in the field of juvenile justice planning and evaluation and with the probability of available funding sources diminishing the system will have to utilize its resources more carefully.

PLANNING AND EVALUATION NEEDS—JUVENILE

There is a need to consider:

- The development of planning and coordinating councils for juveniles on both a municipal and county level to insure the best use of existing resources and to promote the creation of new ones.
- The designation of at least one full-time employee from each State agency which has significant involvement in the juvenile justice system to insure a planned and coordinated flow of services to juveniles.
- The development of an overall plan for the coordination of a flexible State residential system to provide continuity of services among various type of residential settings. This would insure that a juvenile who was inappropriately place in one program could be easily transferred to a more appropriate alternative.
- The development of more reliable instruments for the evaluation of various juvenile programs.
- The development of more sophisticated statistical methods to analyze recidivism rates as an evaluation measure.

The above problems and/or needs in the area of *Planning & Evaluation* were cited by the Administrative Office of the Courts, Department of Health, Department of Institutions and Agencies, Division of Criminal Justice, Department of the Public Advocate, Division of Narcotic and Drug Abuse Control, Division of State Police and the Office of the Public Defender and by the following local criminal justice planning units: Altantic City/County, Camden City/County, City of East Orange, Essex County, Gloucester County, Hudson County, Mercer County, Middlesex County, Morris County, Ocean County, Passaic City, Passaic County, Paterson, Plainfield, Trenton, Union City, and Union County.

RESEARCH AND INFORMATION SYSTEMS

After evaluating the past and before planning for

the future, professionals throughout the criminal justice system must make rational decisions. To make well-founded decisions, research is required. Too often key personnel are required to make decisions which are based on inadequate information because data are not attainable with present resources or cannot be gathered in time to make a quality decision.

Virtually every area concerned with crime or criminal justice requires research. The improvement of a rapidly changing and complex system necessitates updated information. Research can never provide the final answer to many of the questions concerning crime, but it can provide data crucial to making informed policy judgments. To find alternative courses of action to a given problem or situation requires research.

Components of the criminal justice system, should develop their own research units, staffed by professionals and drawing on the advice and assistance of leading scholars and experts in relevant fields. Research programs in these agencies should be coordinated with each other and constantly seeking better methods of improvement to deal effectively with the continuing problem of crime and its consequences.

Uncoordinated data collection, retrieval and dissemination among the separate components of the criminal justice system continues to hamper effective and efficient operations, particularly at the management and planning levels. Lack of effective methods of communication and information sharing between jurisdictional levels particularly plague the courts and correctional sub-systems.

The people of New Jersey must be provided with more effective criminal justice services. Rapid and accurate responses to requests for information continues to be an important factor in attempting to improve the overall effectiveness of the criminal justice system. The Statewide Communications and Information System will continue to save lives, prevent injuries and protect property, thus providing New Jersey's citizens with a worthwhile criminal justice service.

The State Law Enforcement Planning Agency has been instrumental in finding solutions to some of the problems listed above. In New Jersey, rapid and accurate response to requests for research and information has been an important factor in attempting to increase the effectiveness of the criminal justice system. Beginning in the early years of the Agency's existence and continuing to the present, steps have been taken with Agency funding to remedy inadequate manual methods of information gathering, storage, retrieval and dissemination for the various segments of the criminal justice system. For instance, systems analysis studies were funded to determine more efficient means of operating manual information systems. In addition, through the provision of more than $2 million in funding to the Department of Law and Public Safety, Division of Systems and Communications, a Statewide Communications and Information System has been developed and extended to all areas of the State, thus providing statewide access to every law enforcement agency.

Comprehensive Data System

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

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

Corrections Research

An inadequacy exists in New Jersey corrections operations—the inability to evaluate reliably and validly those correctional programs that are successful, programs that should be modified and programs that should be abandoned. Additional efforts, similar to the Parole Techniques Study conducted by the Division of Correction and Parole, should be implemented in a continuing effort to organize the most objective measures of various treatment methods adopted as a result of previous research studies.

RESEARCH AND INFORMATION NEEDS

There is a need to consider:

- Continuing and expanding research and development of innovative approaches to provide probation services to the courts and to the offender released to the community.
- Further research to determine the effectiveness of conditional discharge as a probation technique.
- Expanded research and development of methods for evaluating the effectiveness of correctional services and programs.
- Conducting a comprehensive survey of our correctional detention and shelter facilities to determine related needs, thereby improving the effectiveness of services provided.
- Research to develop a profile of characteristics common to individuals who have failed to appear in court and to consider individuals not having these identifiable characteristics as being eligible for release to the community pending trial.
- The implementation of a juror utilization study.
- A comprehensive victimization study of senior citizens and of means to reduce their becoming victims of crime.
- There is a need to develop uniform and reliable measures of the aggregate number, type and severity of alcohol and drug abuse problems among offenders at each stage of the criminal justice system, regardless of the type of criminal offense.
- Continued expansion of the Statewide Communications and Information System that would allow access to county-by-county data by specific indices.
- The continued development of the Comprehensive Data System.
- Development of a more rapid system for collecting, analyzing and reporting crimes in the State.
- The improvement and expansion of an information tracking system which monitors an adult defendant from time of arrest to final disposition.
- Expansion of a comprehensive automated information system that would provide data essential to prosecute effectively a large volume of cases and to facilitate planning and management decisions in prosecutors' offices.
- The maintenance of a municipal court information system that would provide sufficient information on case flow to permit efficient calendar management.
- The maintenance of a municipal court information system which can provide information unique to the defendant and to the case to aid in decision making in individual cases.
- The development of a standardized offender based information system on persons sentenced to county correctional institutions, similar to the Correctional Information System for State institution populations.
- Development of guidelines, legislation and administrative practices consistent with Federal regulations to insure security and privacy in the use of information systems.
- Refinement of research information systems and automation to aid planning, administration and financial management within the area of probation control.

RESEARCH AND INFORMATION SYSTEMS—JUVENILE

The development of research topics and information systems, both critical to effective planning and evaluation, are ironically hampered to a certain extent by the very philosophy of the juvenile justice system. The confidentiality of the identity of the juvenile and the preservation of the privacy of the juvenile court proceeding have traditionally been hallmarks of this system. New Jersey statutes and Rules of Court clearly limit the circulation of court, probation and other law enforcement agency records and leave the release of information concerning a court proceeding to the discretion of the Juvenile and Domestic Relations Court judge.

Information Systems

Nevertheless, an increased effort to obtain information on the characteristics of juveniles in the system must be made. Without information on the ages, offenses, sex, geographical location of juveniles who commit status and delinquent offenses, no rational system of programming will evolve. This information can be, and has been to a limited extent, obtained with special care taken to observe safeguards related to its collection. The greatest problem in collecting data is that it is not centralized except at the points of arrest and court referral. Even at these two points the available information is limited. The data collected at the arrest level provides the age, sex and race of alleged offenders but there is no way of identifying which of the arrested juveniles were referred to court even at the offense level. The statistics which are collected at the court level provide only information about numbers of juveniles heard by the juvenile court. No specific adjudication information is available so that if arrest data indicated 50 juveniles referred to court for homicide charges, there is no way of knowing which of the group were adjudicated and the resulting dispositions.

The only way possible to gather the bulk of the relevant information is on an individual agency basis: to go directly to the records of the police department, the court clerk, the probation department, the detention and shelter care facilities. However, data is kept haphazardly and inconsistently and there is no guarantee that it will even be made available. Even if available, the collection process is tedious

and laborious and above all, time consuming. In light of the time restrictions imposed on research projects, the delay in collecting the information can impair the extent and quality of that research.

Research

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

Because females, in the past, have been involved to a much lesser extent than males in the juvenile justice system, their particular problems have been overlooked. It is noteworthy that females commit only a small proportion of all offenses as compared to males except when it comes to running away. In 1974, 54% of all runaways were female. The State Training School for Girls was closed in September 1974 because its population had substantially decreased. In mid-1976 over 50 females were at the Training School located at Jamesburg. There is substantial difficulty in uncovering specialized research and information on efforts to develop programs for this particular population.

There has been a growing recognition that many juveniles who become involved in delinquent and JINS offenses also have serious learning problems. In one southern county, a sampling of 24 detainees who were 16 and 17 years old showed that five could not read at all and of the remaining 19, the mean reading level was fifth grade. The range for those youngsters was first to tenth grade with only five over the fifth grade level.

Special Groups

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

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

RESEARCH AND INFORMATION SYSTEMS NEEDS—JUVENILE

There is a need to consider:

- The development of a Juvenile and Domestic Relations Court information system which, subject to the limitations imposed by the necessity for confidentiality, could make available data on the ages, sex, race and offense of juveniles forwarded to the court; those tried by the judge; those found innocent of charges; those adjudicated and accompanying dispositions.
- The centralized collection of similar information for detention and shelter populations.
- The expansion of research on the characteristics and problems of females who are involved in the juvenile justice system.
- The development of research on the need for early identification and amelioration of learning problems.
- The expansion of research on the needs of specialized offender populations such as the violent child, sex offender, arsonist and the mentally retarded.
- The development of a juvenile probation information system.

The above problems and/or needs in the area of *Research & Information Systems* were cited by the Administrative Office of the Courts, Department of Health, Department of Institutions and Agencies, Department of Law and Public Safety, Division of Criminal Justice, Division of Narcotic and Drug Abuse Control, Division of State Police, Division of Systems and Communications and the Port Authority of New York and New Jersey and by the following local criminal justice planning units: Atlantic City/County, Camden City/County, Essex County, Hudson County, Mercer County, Middlesex County, Morris County, New Brunswick, Ocean County, Trenton, Union City and Union County.

MANPOWER DEVELOPMENT

Criminal Justice Personnel Recruitment

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

Recruitment Standards

There are other existing recruitment difficulties in New Jersey's criminal justice system caused, in part, by the large number of small police departments. Salaries are low in many areas and thus directly inhibit the recruitment of many qualified persons. In addition, police recruitment is subject to statutory requirements concerning age, citizenship, residency and freedom from conviction on any

indictable offense or offense involving moral turpitude. Some of these standards may hamper recruiting efforts by disqualifying possible worthy candidates. Although valid personnel standards are needed throughout the criminal justice system, the most immediate and critical problems in this area are with regard to the police.

Civil Service, which sets standards regarding education levels, height, weight, vision and medical qualifications, has attempted to ease requirements to facilitate recruitment of qualified personnel. At present, candidates in Civil Service municipalities must possess a high school diploma or a high school equivalency certificate. A municipality, however, may obtain a waiver allowing candidates with a minimum of tenth grade education to apply for the entrance examination. The entrance examination includes a written test geared to high school graduates, a physical performance test and a qualifying medical examination. To be more certain that local police officers possess the qualities necessary for police work, it is essential that valid standards relating to education, mental, moral and physical fitness be examined.

Minority Recruitment

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

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

Testing Duplication

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

Education Programs

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

Although their duties may differ, personnel in all parts of the criminal justice system (police, courts, prosecution and corrections) must attain high levels of excellence in the performance of their respective activities. Because personnel in the criminal justice system can have such a tremendous impact on the lives of other people, it is essential that they receive education of the best quality.

College level courses, seminars, institutes and conferences can improve one's understanding of his role in the criminal justice system. It is almost universally agreed that academic courses in the humanities can improve one's understanding of others, and nowhere is this more critical than in the interpersonal relationships and interactions between criminal justice personnel and the citizenry they serve.

The State Law Enforcement Planning Agency has aided in the educational and professional development of members of the criminal justice system since 1969. The Agency has been instrumental in the establishment of degree programs for criminal justice personnel in four State colleges. It has also made numerous awards to enable criminal justice personnel to attend seminars.

Police Training

To prepare individuals for a career that involves many aspects of the social services and some of the physical sciences, training academies must provide the curriculum and expertise to produce competent officers prior to their assignment to official duties. The Agency-supported police training projects have aided local and State police officers. In 1974 alone, 9,162 officers, of which 5,729 were municipal officers, attended organized crime, narcotics, advanced narcotics and criminal investigation courses made possible by the use of Agency funds.

New Jersey law requires that all persons selected as police officers must complete a basic training course certified by the Police Training Commission within one year of the date of appointment. Few professions would allow a novice to function for up to one year while learning a trade that requires technical skills and training.

The law enforcement profession is one that is constantly affected by new court decisions, changes in legislation and scientific developments. Newly inducted police officers should receive sufficient basic training prior to undertaking the responsibilities as law enforcement officials. In-service training,

however, is not available to bring police personnel up to date on the changes made outside of their agency that affect their daily work activities. Training in current patrol methods and supervisory techniques is also required.

Basic training courses that aid in the transition from citizen to police officer cover a wide variety of curricula. A police officer is more than a person who knows and enforces that law. As a member of a governmental agency serving the public 24 hours a day, the police must be able to respond to calls that go far beyond the definition of enforcement or prevention.

Police Dispatchers

There is no standardized formal training program for police radio dispatchers. Radio communications is one of the most important tools used by today's law enforcement community but little effort has been exerted towards the training of radio dispatchers, both sworn and civilian. The success of a good police operation is in the hands of a good dispatcher. Each law enforcement entity has its own training program and at times none at all. The continual crowding of of police radio frequency spectrum demands an efficient use of air time.

Arson and Explosives Training

The increased usage of arson and explosive devices by criminals and terrorist groups necessitates corresponding expertise in the police investigative field. Whether the arson or explosion is perpetrated for financial gain or in furtherance of political terrorist activities, trained investigators need every advantage available to successfully attack this serious problem.

Last year there were 1,500 incendiary fires in the City of Newark alone. Arson is a costly crime, in many respects. In all of its manifestations it creates both financial and service delivery cost to the fire department.

Arson is a very difficult crime to prove in a court of law. Rules of evidence are constructed such that the probability of a successful prosecution is, for all intents and purposes, eliminated unless either a perpetrator is caught in the act of arson by the police or other witnesses, or a confession is produced. Unfortunately, present investigative resource constraints combined with the arduous task of obtaining good supportive evidence limits chances for a successful prosecution.

Court Personnel

Since its creation, the State Law Enforcement Planning Agency has recognized the need for improved training, recruitment and educational opportunities for personnel in all segments of the criminal justice system. Special emphasis has been placed on the critical need for judicial training through the development in 1971 and the expansion in following years of a consolidated training program undertaken by the Administrative Office of the Courts with the assistance of Agency funds. Personnel from the Administrative Office of the Courts have utilized the training programs offered by the Institute for Court Management, National College of State Judiciary and the Institute for Juvenile Justice to help train court professionals and supporting judiciary personnel. Orientation programs for newly appointed municipal court judges as well as the establishment of the Office of Judicial Education are examples of efforts made possible through the State Law Enforcement Planning Agency.

However, as the judicial system continues to develop in its level of sophistication and technology, training needs also increase. Therefore, expanded judicial staff training efforts must be maintained. Judges must also continue to be kept informed of any new development in substantive and procedural law and in the specialized areas of sentencing, plea-bargaining and other pre-trial and post conviction proceedings. Through seminars and conferences, judges could have the opportunity to explore innovative techniques to improve the judicial process.

Other Criminal Justice Personnel

Training should also be extended to new professionals coming into the criminal justice system as probation, parole and correctional officers. Training similar to the Correction Officers Training School should be afforded to probation and parole officers on a pre and in-service basis.

MANPOWER DEVELOPMENT NEEDS

There is a need to consider:

- Continued improvement, expansion and coordination of recruitment efforts in order to attract more and better qualified personnel into the criminal justice field.
- Establishment of educational, mental, moral and physical fitness standards for all criminal justice personnel.
- Recruitment, selection, training, promotion, tenure and discipline of minority and female criminal justice personnel consistent with Affirmative Action Plans.
- Hiring multi-lingual personnel in the criminal justice system.
- More effective testing procedures (written and oral) which will be more precise and more widely accepted as being the best possible tool for measuring people for promotional opportunities in the criminal justice system.
- Elimination of duplication of effort on the part of

Civil Service municipalities in conducting background investigations and psychological examinations of eligible candidates for police positions.

- Expansion and improvement of training and educational opportunities for criminal justice personnel.
- The establishment of a State agency to provide technical assistance to local governments to assist them in achieving State standards in the criminal justice system.
- Standardization of the method and type of training given to all applicants for police positions in New Jersey.
- Training municipal police in their responsibilities under the new public drunkeness statute, and the resources available to them in carrying out those responsibilities.
- Selection, hiring and training of civilians for dispatching; computer and switchboard operation; and as clerks and for municipal court security.
- A comprehensive focus on training and deployment of the fire marshalls for efficient and productive investigation and as a means for suppressing and deterring the incidence of the devastating and costly crime of arson, prevention of commercial fraud fire and vacant building fires.
- Providing additional training to probation and parole officers on recognizing alcohol and drug problems among offenders under their supervision, the community resources available to assist with these problems and the referral procedures to utilize these resources.

MANPOWER DEVELOPMENT—JUVENILE

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

Training

Although there is some initial training in juvenile justice which occurs at the time someone becomes a police officer, ongoing education is sporadic. An occasional conference may be held but there is no regular education program for police officers, attorneys or child care workers in institutions or residential facilities. Judges may attend general conferences throughout the year which include some presentation of Juvenile and Domestic Relations Court matters.

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

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

Selection

Generally, attorneys who are primarily from the Office of the Public Defender and prosecutors in the juvenile court are new lawyers who use their experience in juvenile court to move into trial work in the adult criminal justice system. In most counties the full-time people are supplemented by rotating public defender, pool attorneys who are engaged in private practice considering the unique philosophical attributes of the juvenile justice system, some specialized training should be required. Seton Hall Law School has just fully implemented such a training program for students interested in pursuing prosecution or defense work in the juvenile court. It is hoped that the curriculum model developed through the aid of the State Law Enforcement Planning Agency funds will be used by prosecutor and public defender offices.

Judges who sit on matters affecting juveniles charged with delinquent and status offenses are not mandated to have any specialized background which would better enable them to make effective decisions on appropriate dispositions for adjudicated juveniles. Neither do they, as a whole, receive any formalized continuing exposure to the kinds of programs available for juveniles or to theories about the research being conducted on the juvenile justice system population.

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

a position if they do receive proper training and assume a large amount of responsibility but are still paid low salaries.

Other individuals who work within the juvenile justice system such as intake officers, probation and parole officers, teachers and other professionals in residential facilities and juvenile conference committee members and other volunteer personnel do not receive continuing education on the special needs of the juveniles with whom they work.

The juvenile justice system has little chance of becoming responsive and just if the individuals responsible for its functioning do not receive additional on-the-job training, supervision and adequate salaries.

MANPOWER DEVELOPMENT NEEDS—JUVENILE

- Initial and continuing training programs for juvenile justice personnel.
- Provision of training in family crisis intervention and behavior management techniques for police officers.
- Development of training programs in crisis intervention and behavior management techniques, especially for the more difficult child, for line personnel in detention and shelter facilities, residential treatment facilities and correctional institutions.
- Thorough initial training programs for Juvenile and Domestic Relations Courts attorneys on the concepts and practices of that system.
- Regular seminars for judges, attorneys and others involved in making decisions concerning dispositions alternatives on emerging treatment methods and resources for juveniles in the system.
- Upgrading of selection criteria for individuals employed in the juvenile justice system.
- Revision of Civil Service qualifications and salary ranges to upgrade education and experience required for personnel who work in juvenile facilities.
- Continuing education for juvenile probation officers and intake officers. These individuals should be fully aware of existing resources as well as familiar with the concepts of family counseling.
- Orientation and continuing education of juvenile conference committee members and volunteers in probation and parole to familiarize them with available community resources.
- Advanced education seminars for teachers, social workers and other professionals in the system to sensitize them to the needs of hyperactive and learning disabled youngsters.

The above problems and/or needs in the area of *Manpower Development* were cited by the Administrative Office of the Courts, Department of Civil Service, Department of Health, Department of Law and Public Safety, Department of Public Advocate, Division of Criminal Justice, Division of Narcotic and Drug Abuse Control, Division of State Police, Office of the Public Defender and Police Training Commission and by the following local criminal justice planning units: Gloucester County, Hudson County, Mercer County, Middlesex County, Morris County, Newark, Ocean County, Passaic City, Paterson, Plainfield, Trenton, Union City, and Union County.

PREVENTION

Expanded and improved research and information systems can make data on crime—where it is occurring, what time, frequency, by whom—available to criminal justice and related agencies. This vital information can enable these agencies to initiate crime prevention efforts.

Public Education

One element in preventing crime is a better understanding and appreciation of the criminal justice system by all citizens. This is particularly true of potential offenders where expanded public education projects could serve to deter criminal activity.

There is a great degree of polarization, hostility and distrust among the various socio-economic, ethnic and racial sub-cultures in communities within the State. This problem involves attitudes of parochialism held by residents of particular communities, causing socialisolation within municipalities, between municipalities and between sub-regions.

Efforts to familiarize the citizenry with the adverse effects of organized crime are an integral part of both public education and community relations programs. Major efforts to control organized crime have been undertaken and continue to be a high priority. The criminal justice system is itself susceptible to attempts by organized crime to corrupt individuals within all elements of the system.

Preventing the further incursion and expansion of organized criminal activities is rendered all the more difficult because organized criminal groups offer goods and services that many people desire even though declared illegal. It is crucially important that all citizens be made aware of how the costs of organized crime are passed on to them through higher taxes and larger bills for goods and services.

The problems of law enforcement are not the responsibility of law enforcement personnel alone. Crime is a national problem, and it is incumbent upon all citizens to have some knowledge of how to avoid becoming victims of crime. Public education projects on how to avoid becoming a crime victim can be a valuable asset to crime control programs.

Beyond the immediate necessary public concern with individual protection from personal violence and property loss, there is a need to encourage more

public discussion of the desirable goals and achievable capabilities of the criminal justice system. This discussion should raise issues basic to that system: which behaviors must be defined as criminal rather than individually dysfunctional or socially undesirable; when does behavior require formal sanctions by the State, rather than less formal social controls or incentives; under what circumstances is incarceration a necessary sanction; and what changes in individual offender behavior can be expected when formal controls, including incarceration, are used?

Public education programs utilizing innovative techniques such as those funded by this Agency can reduce the threat of crime to persons and property and should be implemented. To be effective, however, they must be built around up-to-date, accurate and specific crime prevention information. Programs also must be tailored to the individual needs of various groups in the community. Merchants, homemakers and bank owners all have different problems in relation to crime and most experts believe that effective programs must be cooperative in the sense that the interests of all segments of a community are represented.

Hardening of Crime Targets

There are today, in New Jersey, a mulititude of crime prevention techniques being used to lessen the burden on an already overworked criminal justice system. Some of these efforts, as funded by the State Law Enforcement Planning Agency, have included specialized crime prevention units in high crime areas, public education projects on how to avoid becoming crime victims, hardening of crime "targets" to make them less susceptible to criminals, and public housing projects to reduce crime incidences through the presence of security forces. However, since recent statistics have reflected an increase in criminal activity, expanded efforts are needed to bring about an absolute crime decrease.

Crime Prevention Units

A number of cities in the State, notably Plainfield and Trenton, have established crime prevention units with Agency funds in order to deal with the tensions associated with increasing crime. (For an analysis of the crimes focused on by the prevention units, see 1.b. "Crime Analysis" pp. b43-45, 47-49, 50-52 and 57. This analysis indicates that breaking and entering, larceny-theft, and robbery have increased during the past three years).

These units are responsive to the pervasive ignorance and misunderstanding of the role and function of the police as well as the problems associated with the influx into the cities of people not accustomed to urban life in the United States. Thus, the continuation and initiation of these units, in view of the rising crime rate and the other above-mentioned problems, is imperative.

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

Concomitant with improvement of public attitudes toward police is an increased commitment on the part of police departments and individual police agents to improve their crime prevention function. A willingness on the part of police to increase public relations programs directed to all segments of the community, to recognize other functions of police than just detection and apprehension, and to develop attitudes more appropriate to the general public service functions of police, can enhance their role as agents of crime prevention.

Community relations programs have only recently been tied into other specific ongoing efforts of the police department. Not all large police departments have made the commitments and taken the necessary steps to improve community relations. For example, many of the officers in the crime prevention units have not been intensively and comprehensively trained in their role. Goals have not been well defined. Fairly administered complaint systems are essential.

Community Involvement

The activities of all public and private agencies, or any organized groups, in the community influence crime rates and crime prevention. These groups, whether service clubs or only groups of senior citizens living in public housing, should be brought into constructive contact with the criminal justice system, so that their efforts can be recruited toward crime prevention, and that in planning their activities some of the needs of the criminal and juvenile justice systems are considered.

The justice system is expected to protect individuals, compensate victims, punish offenders, deter criminal acts and change an offender's behavior. Without more public discussion of these goals, and the criminal justice system's ability to meet them, the public and people working in criminal justice will continue to act from often conflicting assumptions and expectations.

Alcohol and Drug Abuse Prevention

While the recent increased emphasis and evalu-

ation of alcoholic and drug treatment programs and drug law enforcement programs show a possible deterrent effect, insufficient attention has been directed toward development of an adequate number of successful alcoholic and drug-abuse prevention programs. All aspects of the criminal justice system have felt the increased weight caused by drug related abuses, and all would benefit from additonal successful prevention methods.

PREVENTION NEEDS

There is need to consider:

- Prevention of crime through increased knowledge of, and respect for, the criminal justice system, and through increased public awareness of how to avoid becoming a crime victim.
- The reduction of the incidence of rape through the implementation of an effective public awareness prevention program.
- Improvement of relationships and understanding between the community and the criminal justice system.
- Improvement of public attitudes toward the police and respect for the police.
- The improvement of police attitudes toward all segments of the public, particularly the elderly.
- Further prevention and control techniques for the reduction of organized crime.
- Increasing the number of citizens who actively participate in activities to prevent and control crime in their community.
- Increased preventative efforts in the field of narcotics and alcohol abuse.

PREVENTION—JUVENILE

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

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

Family Influence

It is common to find that among youth who are taken into custody and eventually adjudicated for arrested and eventualy adjudicated for status or delinquent offenses that they come from disorganized homes, having one or no parents and/or are generally truant, expelled or suspended from school and/or doing poor classroom work.

Although there have been numerous studies on the causes of predelinquent and delinquent behavior, no one variable has ever been isloated but the importance of the family is continually emphasized. A community should be equipped with the resources to enable a family to seek the specific kind of assistance it needs when the stability of that family's environment is threatened.

Since it is inconsistent with our notion of liberty, there is no way to compel a family to seek help for its problems. Often it is very difficult to persuade a family that the reason for the erratic behavior of the child may lie in the family's own inability to function properly. Even if the realization is there, families are more likely to try to "work it out themselves" or send the child only to some service rather than subject themselves to possible ridicule or stigma by going for psychological or other forms of counseling. Therefore, it is most critical to not only have a network of appropriate services available but a broad education and public relations program encouraging families to take advantage of the services offered. It is vital, of course, that the costs of such services be geared to the ability of families to pay for them.

Community Services

In approximately 20 local communities in New Jersey and two counties, the State Law Enforcement Planning Agency has funded projects which provide direct and referral services for youth and in many cases, their families. The projects generally provide the services free of charge and offer anything from tutoring and vocational counseling to family, group and individual therapy. Referrals are made for various services including recreation purposes, medical and legal assistance. Beyond the direct and indirect services, these "youth service bureaus" also, to a limited extent, effect coordination of existing services and have also helped initiate new projects to fill needs of the population they service. There is a long way to go, however, when one realizes that these programs and others similar to them exist in probably less than ten percent of the communities and counties in the State.

Residential Facilities

Sometimes, even with outside intervention, a family cannot cope effectively with the youth within the family environment. Or it may be that the juvenile is being abused by the parents. In either case there needs to be short-term residential alternatives

available while the parents and children can continue to receive needed services. The temporary reprieve from close physical contact may result in a better family environment to which the juvenile can return

It may also be that a decision will be made to separate the child from his or her parents for an indefinite time in some long-term care arrangement such as placement with foster parents or in a group home.

School System

As mentioned, a responsive school system, one geared to absorb and deal effectively with children whose behavior and/or academic achievement varies considerably from that of the majority of the school population, is also a prime preventive force in keeping juveniles from getting involved in delinquent and pre-delinquent behavior.

In New Jersey, some of the available statistics on the school age population, according to data collected by the State Department of Education, show two percent to eight percent of the youngsters enrolled in the public schools between the seventh and twelfth grade dropped out of schools in the 1974-75 school year (refer to chart). The number of suspensions and expulsions is estimated at 137,724 for the same school year. For the entire enrollment.

Many school systems in New Jersey have few alternatives but suspension or expulsion to offer those students failing in the traditional school setting. Either because of lack of resources or administrative control, many schools lack alternative education models that could be used to retain as many students as possible within the school framework. At any rate it is clear that alternatives other than expulsion, suspension or referral to the criminal justice system are needed to handle the disruptive and truant students.

The Governor's Juvenile Justice Advisory Committee has investigated the problems within the school system and has recommended standards for New Jersey in relation to its educational system. Two are especially worth noting:

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

Standard — Schools have the responsibility to develop mechanisms to provide education for all types of students and should actively encourage the retention of all pupils, especially those who desire to withdraw from the school system.

Beyond dealing with this specialized population of youth, the schools should also incorporate or expand present programs of instruction relating to drug and alcohol abuse, sex education and parent effectiveness training.

PREVENTION NEEDS — JUVENILE

There is a need to consider:

- The development of a broad range of services available within a community or group of communities which can provide a variety of activities to juveniles and their families. These could include but would not be limited to family, group and individual counseling both of a psychological and psychiatric nature; vocational training and employment services; tutoring; parent effectiveness training sessions; recreation activities; alcohol and drug abuse programs.
- Education of the public to what services are available and the advantages in using them.
- That the services should be available on a sliding fee schedule basis.
- The development of immediate intervention services so that people do not have to wait long periods of time for the help they need.
- The continued development of youth service bureaus to act as the focal point of referral to other services as well as to provide specialized assistance in direct services.
- The development of emergency and short-term placements for juveniles who have family problems which do not permit them to remain in the home but who are not candidates for foster care and who have not been charged with committing delinquent offenses.
- The development of projects sponsored and implemented by the boards of education to provide activities to handle juveniles who are chronically truant, suspended or expelled.
- The teaching of courses in drug and alcohol abuse, sex education and parent effectiveness in elementary through high schools.

The above problems and/or needs in the area of *Prevention* were cited by the Department of Education, Department of Health, Department of Institutions and Agencies, Department of the Public Advocate and the Division of Narcotic and Drug Abuse Control and by the following local criminal justice planning units: Atlantic City/County, Camden City/County, City of East Orange, Essex County, Gloucester County, Jersey City, Mercer County, Middlesex County, Newark, New Brunswick, Ocean County, Passaic City, Passaic County, Paterson, Plainfield, Trenton, Union City and Union County.

DROPOUTS IN GRADES SEVEN THROUGH TWELVE*

Related to Pupils Enrolled in the Public Schools of New Jersey by County and Grade

COUNTY	1974 ENROLLMENTS IN GRADES 7-12	DROPOUTS BY GRADE						TOTAL DROPOUTS	PERCENT OF COUNTY ENROLLMENT
		7	8	9	10	11	12		
Atlantic	15,483	3	5	164	224	201	119	716	4.6
Bergen	83,682	1	8	155	325	454	374	1,317	1.6
Burlington	35,448	1	3	143	248	285	245	925	2.6
Camden	45,434	50	129	350	441	410	286	1,666	3.7
Cape May	5,374		8	63	39	49	34	193	3.6
Cumberland	13,183	6	30	122	357	321	202	1,038	7.9
Essex	74,957	32	66	509	923	780	439	2,749	3.7
Gloucester	19,855	4	11	132	188	189	136	660	3.3
Hudson	37,858	79	101	557	558	468	206	1,969	5.2
Hunterdon	8,827		1	23	56	96	74	250	2.8
Mercer	24,860	9	22	73	593	441	263	1,401	5.6
Middlesex	58,802	4	27	167	364	503	420	1,485	2.5
Monmouth	49,622	3	12	190	414	549	427	1,595	3.2
Morris	42,984		2	96	133	222	252	705	1.6
Ocean	24,354	1	1	174	251	265	217	909	3.7
Passaic	38,030	17	50	286	466	532	382	1,733	4.6
Salem	6,271	2		28	46	60	38	174	2.8
Somerset	23,557		2	51	93	119	114	379	1.6
Sussex	9,493		3	44	67	80	42	236	2.5
Union	48,627		6	149	438	342	231	1,166	2.4
Warren	7,770	1	6	23	69	69	52	220	2.8
State Totals	674,471	213	493	3,499	6,293	6,435	4,553	21,486	State Average 3.2

*Data above does not include ungraded or special education enrollments or dropouts.

SOURCE: Bureau of Assessment and Evaluation, Office of Data Collection
Division of Research, Planning and Evaluation
New Jersey State Department of Education

B. DETECTION, DETERRENCE, APPREHENSION

Closely related to the efforts of prevention are the efforts of detection, deterrence and apprehension. Crime prevention programs will never have a 100% success rate in eliminating crime due to the fact that many crimes simply cannot be anticipated and, therefore, can seldom be prevented. The State Law Enforcement Planning Agency has been a leader in activities of crime prevention, detection, deterrence and apprehension through fostering new and innovative approaches in combating crime.

Modern day criminal mobility and sophistication coupled with the high density population in New Jersey requires modern detection and apprehension technology. The many varieties of police equipment on the market today must be evaluated to aid law enforcement agencies in the performance of their duties. Some examples of this equipment include in-out car radios, portable dictation units and radio dispatching consoles.

The use of specialized, sophisticated equipment can help meet the need for increased manpower by allowing for a better allocation of police resources, and can provide for more efficient and effective police service. In the past, the State Law Enforcement Planning Agency has funded almost 100 projects in the area of specialized equipment to enhance this service throughout the State.

Investigation of Organized Crime

New Jersey's intelligence network for investigation, detection and prosecution of organized crime and white collar crime is not sufficient to meet all the demands for its services. Communication among federal, State, and local law enforcement agencies is vital to the overall effectiveness of the intelligence and operational functions of these agencies. The existing Statewide Communications and Information System should be expanded to permit collection and analysis of data on State and national figures engaged in organized criminal activities, as well as providing general criminal information. The State Law Enforcement Planning Agency has been funding innovative projects to fight organized crime on State and local levels.

Cargo Theft

A recent study of organized crime ranks truck hijacking and dock thefts as number three on the list of key activities of organized crime. Cargo theft has become a serious problem in many jurisdictions especially those which have large seaports, airports and concentrated rail and truck centers. The value of lost cargo has been estimated at between $250 million and $3 billion annually. Accurate figures are difficult to arrive at since many actual thefts are reported as other losses. The actual cargo value loss represents only a small fraction of the total loss to society. It is the tip of the iceberg. There are several ancillary losses that are often overlooked by the transportation industry, law enforcement and the general public. They concern the increased difficulty that the transportation industry experiences in obtaining insurance for its cargo. If insurance can be obtained, the premiums frequently are exorbitant and the deductible clause is usually high. Naturally this increased cost must be passed on. Additionally, even with insurance, the cost of processing claims often exceeds the amount of the eventual settlement which creates an additional cost that is also passed on. There is also a continuing reduction in business to carriers who experience high loss levels because of the pressure exerted upon the business community by insurance companies and government regulatory agencies to employ the securest form of transportation. All of these factors cause the shipping industry to increase the cost of its service. The economic effect of the initial cargo theft is thereby multiplied many times.

The business community also finds itself the victim of ancilliary losses. The economic disadvantage caused by delayed or lost sales is severe. This is especially true when the goods stolen are of a seasonal nature, for it is impossible to recoup these losses. It is becoming more and more difficult for businesses which rely upon common carriers to ship goods that are considered theft prone. For the reasons previously stated in the area of insurance, etc., carriers shy away from these loads. The result if the virtual embargo of certain types of goods from several parts of the country. The business community is also exposed to unfair competition when these stolen goods find their way to the market at far cheaper prices than those that arrive through legitimate channels. As a result of these "embargos" or delayed or lost sales, many businesses must relocate in order to survive. The effect on the local area's economic life is self-evident. Eventually all of these ancilliary losses result in the higher price for goods and services paid by the consumer. Everyone is affected, and when looked at nationwide the total economic loss is astronomical.

It is difficult to define this problem in New Jersey without strong reference to both New York and Philadelphia. This State is the natural corridor for the

shipment of goods between these two points. The organized crime families of both New York and Philadelphia which engage in this criminal activity have substantial operations in New Jersey. They recognize no formal jurisdictional line other than their own and in fact deliberately cross legal jurisdictional lines to thwart effective investigation and prosecution.

The New Jersey State Police operated a Hijacking Unit primarily in the 14 northern-most counties of the State. Since the major freight, port and rail terminals within the State are located in this area and since only limited manpower and other resources were available, it was felt that the greatest impact could be achieved by operating in this section of the State. As a result of other commitments and designated priorities in the Organized Crime Task Force Bureau, the Hijacking Unit limited and then finally was forced to cease its full-time emphasis on this criminal activity. During 1971, 1972 and 1973, however, the Unit conducted extensive investigations and developed meaningful intelligence in the area of cargo theft and fencing.

The following is a synopsis of the most recent data and knowledge gained and shows how costly cargo theft can become to merchants and individual consumers.

Since shipments are often originally intra-state in nature, the intercession of the FBI is not always possible. Many of the loads also find their way to mob-controlled restaurants and other enterprises within New Jersey. Since local police departments usually find the stolen trailers emptied and abandoned far from the jurisdictions in which they were stolen, the need for an organization with statewide authority is evident.

A statewide agency which has the established contacts with both State and federal agencies is best able to coordinate the joint investigations required if any success in this area is to be achieved. The New Jersey State Police is best suited to fulfill both these requirements.

Loansharking

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

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

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

Organization	Time Period	# of H/J	Thefts	Value Stolen
NJSP	Jan. 73-Dec. 73	97		$4,042,475.00
FBI	Jan. 73-Dec. 73	33 (armed)	72*	No Value Records
FBI	Jan. 74-Dec. 74	15 (armed)	108*	Kept
Port Auth. of NY/NJ	Jan. 73-Dec. 73	51 (airport & docks only)		138,510.65
	Jan. 74-Dec. 74	52 (airport & docks only)		84,439.65
Babaco Alarm Systems**	Jan. 74-Dec. 74	23		775,800.00

* The FBI differentiates between an armed hijack and a surreptitious theft and keeps records only on cargo stolen while in interstate commerce.

** Babaco is a private security concern which reports thefts of cargo transported by those companies within New Jersey which report to them.

against the I.R.S. or similiar agencies in State government. Once the organized crime affiliated loanshark has taken over a legitimate business, the ability of organized crime members to become "non-working" salaried employees is clear.

Money is still, however, the prime consideration in any organized crime takeover. When the loanshark is approached he will subject the company to close scrutiny. The loanshark is a sophisticated businessman, and if he is unable to assess the possibilities of a given business, someone who can is no more than a telephone call away. If the business appears to be beyond the salvage point, it will be run into extinction at a profit to the loanshark and his affiliates. This operation is known as the "bankruptcy caper" or "bust out". Here the "mob" controlled business will buy as much as possible on consignment and credit and sell it without paying anything to its creditors. Eventually when the bills have been outstanding for a more than reasonable time, the creditors will take appropriate legal action. What the bankruptcy referee usually finds, however, is an empty shell resulting in a total loss to all creditors. Often the final act is to defraud an insurance company and cover the corporate rape through the use of arson. This tactic is frequently successful.

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

Auto Theft

Analysis of the Uniform Crime Reports compiled by the State of New Jersey indicates that over the past six years the percentage of vehicles being recovered has decreased from an 83% recovery rate in 1967 to a 72% recovery rate in 1973. The total value of the unrecovered property in 1973 was about $17 million.

The successful culmination of an auto theft investigation is the recovery of an intact vehicle which is subsequently returned to either the insurance company or to the uninsured motorist.

However, intelligence and statistical data gathered to date indicate a diversion by organized auto theft groups to the vehicle stripping or dismantling-type operation which accounts, in part, for the declining recovery rate of intact vehicles in New Jersey.

Although the breaking of an organized group engaged in stripping operations results in a substantial recovery of stolen property, that property is generally comprised of one or two particular parts of the vehicle such as transmissions or motors. Although the total value of the recovered property is high, it is obvious that the monetary loss to the individual insurance company or uninsured motorist is staggering. Increased losses by insurance companies will, in all probability, produce higher insurance rates which will affect the entire motoring public.

Fugitive Search

The index crime figures in the State of New Jersey and throughout the nation increase substantially each year, and the burdens of State law enforcement agencies increase accordingly. As a result of the evergrowing demand for increased and diversified police services, very little is done to detect and apprehend fugitives from justice. Apprehensions which occur are usually a result of police-fugitive contacts that are unrelated to fugitive investigation.

The few operational facilities designed to detect and apprehend fugitives in the State of New Jersey are limited in scope and operate on a part-time basis. These organizations are usually multi-functional, and their primary functions are unrelated to fugitive investigations. When fugitive searches are conducted by these organizations, progress is often retarded by problems created by jurisdictional boundaries. The present active list of wanted fugitives in the State of New Jersey exceeds 17 thousand, 733 or whom are escapes from State correctional institutions.

In January, 1976 an escape was attempted from the maximum security wing of the Trenton State Prison which resulted in the killing of one inmate and the wounding of another. Three correction officers were also wounded in this incident. Although no fugitives resulted from this attempt, it serves to point out the continued efforts by those incarcerated to gain their freedom.

Due to the geographic location of New Jersey,

the State has the uniqueness of being the crossroad between the major metropolitan centers of the east coast. Fugitives are among those transients who utilize the State's highway systems. The fact that fugitives from all over the country are apprehended each year on the New Jersey Turnpike as a result of fugitive-trooper contacts supports this statement. The number of fugitives who are not detected during these types of contacts is unknown.

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

Within the State, very little effort is expended to detect and apprehend fugitives. Recognizing the fact that prison escapes and flights from prosecution have increased sharply within the past year and that persons who pursue these criminal activities represent a clear and present danger to society, it is apparent that a Statewide, centralized fugitive data center must be considered as a priority program in order to ameliorate the conditions which presently exist.

The following chart gives the number of fugitives wanted by the 21 counties in New Jersey and other appropriate agencies as of December 31, 1975.

FUGITIVES SOUGHT FOR CRIMES

Atlantic County	206
Bergen County	839
Burlington County	296
Camden County	1029
Cape May County	49
Cumberland County	67
Essex County	8022
Gloucester County	76
Hudson County	721
Hunterdon County	83
Mercer County	1099
Middlesex County	935
Monmouth County	686
Morris County	391
Ocean County	548
Passaic County	349
Salem County	27
Somerset County	146
Sussex County	18
Union County	665
Union County	665
Warren County	19
New Jersey State Police	372
Newark Police Department	347
Federal Bureau of Investigation	9
Institutions	3
Veterans Administration	10

Total Fugitives Wanted: 17,012

Hardening of Crime Targets

Crime targets should be hardened (better protected) in order to increase the difficulty of committing criminal acts. The lack of public awareness and physical security make the commission of various crimes all too inviting. Crimes such as rape, robbery, breaking and entering and larceny can be reduced by providing better outdoor lighting, improving police services, increasing public housing security tactical units and increasing public awareness of individual security measures.

The following table from the New Jersey Uniform Crime Reports illustrates the magnitude of reported crime in the State, and the overwhelming need for rendering its commission more difficult:

Allocation of Police Reources

No effective attempt can be made to optimize the police resource allocation process until such time as priorities are established among the services performed by police agencies and until more is known about the cause and effect relationship between the performance of police activities and resulting output. Even though the Agency has funded numerous projects in this area, there is still a demand for the development of additional management information and reporting systems which will enable police administrators to measure clearly the economy and effectiveness of the programs carried out by their organizations.

In many jurisdictions, the capabilities for the sharing of records relative to arrests, active warrants and a multitude of other areas of information are limited to individual jurisdictions. As a result of the limited capabilities, oversights occur and a lack of communication results, hampering the detection and apprehension of wanted persons. County/city centralized recordingkeeping systems can help overcome this problem. However, safeguards must be provided to insure individual constitutional rights.

Once priorities are established, a methodology is developed for allocating or reallocating police manpower resources. For example, Agency funds have allowed many communities to hire civilians to handle clerical tasks formerly performed by sworn personnel.

Police Communications

At the present time there is no statewide police emergency radio communications network. A com-

STATE OF NEW JERSEY CRIME INDEX AND CRIME RATE TRENDS

January-December percent of change 1974 over 1975 offenses know to police.

INDEX OFFENSES	YEAR	NUMBER OF OFFENSES	PERCENT CHANGE	RATE PER 100,000 INHABITANTS	PERCENT CHANGE
MURDER	1974	481		6.5	
	1975	500	+4.0	6.7	+3.1
FORCIBLE RAPE	1974	1,438		19.4	
	1975	1,382	−3.9	18.6	−4.1
ROBBERY	1974	15,879		214.2	
	1975	16,273	+2.5	218.9	+2.2
ATROCIOUS ASSAULT	1974	11,763		158.7	
	1975	12,042	+2.4	162.0	+2.1
BREAKING AND ENTERING	1974	104,908		1,415.1	
	1975	111,264	+6.1	1,496.7	+5.8
LARCENY – THEFT	1974	175,569		2,368.2	
	1975	195,374	+11.3	2,628.1	+11.0
MOTOR VEHICLE THEFT	1974	40,096		540.8	
	1975	39,304	−2.0	528.7	−2.2
TOTAL FOR NEW JERSEY	1974	350,134		4,722.8	
	1975	376,139	+7.4	5,059.8	+7.1

mon tie among all police—local, county and state—is essential in order to copy with the mobility of today's criminal. Under the presently inadequate method, a radio alarm conveyed from one area of responsibility to another usually travels at a slower speed than the fleeing felon.

Because police on duty are widely dispersed, an efficient police communications system is imperative. Consideration should be given to the improvement of communications capabilities on the local, regional and statewide levels in addition to the ALERT system (Allied Law Enforcement Radio Tie) previously funded by the Agency.

In the small and medium-sized local police departments, particularly in large geographical areas, problems exist in communications between patrols and the department and among departments due to lack of or obsolete communications equipment, over-crowded inter-jurisdictional radio frequencies, and lack of cooperation in effort for improved communications between departments. These communications problems seriously hamper reduction of police response time, most effective allocations of police resources, and other efforts which have proved effective in reducing crime.

A most troublesome problem in police radio communications is the critical shortage of radio frequencies available to the police. Another serious communications problem arises during many situations when cooperation and support of neighboring police is required. If radios of these neighboring departments operate on different frequencies (as has been the case in several New Jersey emergencies) neighboring police departments cannot communicate with each other. A standardized network of communications facilities for use by all police departments in the State does not exist.

The Agency has been supporting a multitude of communication projects at both State and local levels. Projects have included the in-out police radio concept and regionalization efforts particularly in the central dispatching area.

Reduction in Response Time

The reduction of police response time, after a crime has been reported, relates directly to the probability of apprehension. Presently many local police departments are still experiencing problems of extended response time because they lack continuous, direct communications.

In addition to communication problems within the department and among departments, a com-

munications problems exists between the public and the police. It is often difficult for the public to reach the police quickly. To make it easier for the public to reach the police department in an emergency, the Agency has supported the adoption of the emergency number "911" for outside telephone booths.

Police Legal Advisors

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

Police Lab Services

The precision with which the police detective conducts field investigations is facilitated by access to scientific methods for collection, preservation and analysis of evidence. Agency funds have supported the establishment of regional forensic laboratories but there are still not enough of these services to accommodate the needs of all the municipal police departments within the State.

The following chart illustrates the growing demand for additional lab services.

In 1969, the State Police began an ambitious program of expanding laboratory services to serve law enforcement needs throughout the State. The program was designed to meet the present and future needs of the law enforcement community in the scientific field calling for the expansion of the Central Laboratory and the establishment of three regional laboratories. The purpose of the program was to see that services of the forensic science

Laboratory Caseload Volumes

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

laboratory be made more accessible to the agencies it serves with the placement of such laboratories at strategic locations throughout the State. With the completion of this program no police agency in New Jersey will be more than 30 miles from an adequately staffed and equpped laboratory. The immediacy of scientific services is now vital to effective and efficient day-to-day police operation due to the ever increasing importance placed on scientific evidence by the judiciary. The presence of the laboratories also enhances the training of police who are now able to discuss crime scene examinations with trained forensic chemists and police officers.

To date, the Central Laboratory and Regional North and South have been completed. Gross underevaluation of the demand for laboratory services was made at the outset of the program. Workload demand has caused large backlogs in the system. This causes the judiciary to become overburdended. Complaints which have been received do not concern technical assistance received, but the time it takes to provide service.

At present the caseload for September, 1976 compared to September, 1975 including backlog follows:

The above figures represent the magnitude of the problem that faces the laboratory services of the New Jersey State Police.

Many things are being done by the State Police to bring this problem under control. Overtime programs are being utilized, but are very costly when compared to final output. Research is being done to try and perfect more efficient methods of analysis. These efforts, however, are not meeting the demands of the judiciary. The best alternative is to fulfill

	September 1975		September 1976	
	Cases Received	Backlog	Cases Received	Backlog
Drugs	1,335	3,101	1,287	3,203
Criminalistics	255	534	352	854
Toxicology	184	127	189	140

the original plan of establishing Regional East at Sea Girt, New Jersey. This laboratory will serve one of the fastest growing areas within the State. (Monmouth, Ocean, Middlesex). These three counties have an estimated 180 contributors to the laboratory system. The total crime index for these three counties for 1974 was 63,892 index offenses. (Monmouth 22,562, Ocean 13,847 and Middlesex 27,483). Monmouth was up 24.3% over 1973, Ocean was up 34% over 1973 and Middlesex was up 20.3% over 1973. As the index increases, so does the demand for laboratory services. If all indications are correct this area will more than double in workload within the next five years.

The crime problem which is directly related to the need for Forensic Sciences is more than adequately defined in the 1975 Uniform Crime Report. A review of the last five years offenses is provided on p. b-57.

Interjurisdictional Services

Since crime is not contained by arbitrary jurisdictional lines, either in an urban or suburban setting, and since many smaller communities do not have the resources to commit to fighting sophisticated criminal activities, there are many police efforts which could be more effective if applied on a regionalized basis. The problems of narcotics control, fugitive search, arson investigation and even the sharing of manpower resources usually extend beyond the areas of jealously guarded local prerogatives.

The State government has traditionally fulfilled the function of assisting county and local law enforcement agencies in their efforts to prevent, detect and control crimes that transcend county and local lines of jurisdiction. Coordination of the efforts within the State and with other states and federal agencies is a traditional problem. The Agency supports the coordination of law enforcement efforts at all levels of government.

Disposal of Firearms and Explosives

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

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

In the past, the ballistics laboratory of the Division of State Police has provided a firearm disposition service for State Police stations and other agencies who have requested it. Even on a part-time basis, the destruction of firearms has involved considerable time which must be taken away from normal laboratory duties. In cases involving the destruction of several thousand guns for one local police department, laboratory personnel have had to pick up the guns at the department. Smaller quantities are brought to the laboratory. All guns to be destroyed are transported to a local steel mill by laboratory personnel. During 1975, over 6,400 such firearms were disposed of by ballistics personnel.

There was a decrease in weapons destroyed during 1975 due to the lack of manpower available to perform such tasks, but the trend seems to be that the number of weapons that will require destruction will continue to increase. In January of 1976, over 1,000 weapons were destroyed by ballistics personnel.

A survey was conducted by the Firearms Investigation Unit to determine the number of confiscated or surrendered firearms currently on hand with police agencies and also to determine the number of such firearms received annually. This study indicated that there were in excess of 40,000 firearms on hand and it is anticipated that an additional 15,000 firearms will be received annually for disposal.

Rape

According to the Uniform Crime Reports, the volume of reported forcible rape offenses increased 31% from 1971 through 1974. Rape represented the greatest percentage increase in 1972 among the crimes of violence.

A conservative estimate of actual forcible rape cases is five actual for every one reported; but depending on the area of the country, the estimate is as high as 20 actual forcible rapes for every one reported. Thus, it must be emphasized that the F.B.I. and New Jersey statistics are extremely conservative in that they index only those forcible rape cases which were reported to a police agency and established by police investigation. Data indicate that this reluctance to report forcible rape incidents is largely due to fear of personal embarrassment. Rape victims are sometimes reluctant to report the essential details of such a personal crime to police investigators who might be insensitive.

A more detailed analysis of the incidence of rape can be found in the crime analysis section on pages b-40 through b-42.

Robbery

Robberies reported during 1974 amounted to almost $7 million worth of property loss. The impact of this violent crime cannot be measured in terms of property value alone. According to Uniform Crime Reports figures, robbery was the motive for 24% of all murders committed in 1974.

The Uniform Crime Reports also indicates that robbery has risen more than all other types of assaultive street crimes. During 1974, 15,879 robberies were reported representing a 5.1% increase from 1973. A 26% increase in reported robbery offenses has occurred from 1970 through 1974.

A more detailed analysis of the incidence of robbery can be found in the crime analysis section on pages b-43 to b-45. Robbery will be one of the target crime-specific program objectives in this year's plan along with the continuation of sex crime analysis units funded during the last two years. Because of the assaultive threat robbery represents and because of the exorbitant dollar loss resulting from robbery more effort will be given to this Part I crime in this year's plan. The chart on the following page depicts places of occurrence and monetary loss due to robbery.

Computer Fraud

Another problem which is difficult to control is computer fraud. Computers do not cause crime; however, computers can be a useful tool of criminals. Computers can be used to keep a double set of records, inputting fraudulent data, misuse of computer time, and unauthorized outside entry into a computer system for the purpose of criminal activity. The above are just a few examples of criminal use and misuse of computers. The opportunities for the misuse and manipulation of computers by the criminal element is an ever increasing problem.

DETECTION, DETERRENCE, APPREHENSION NEEDS

There is a need to consider:

- Identification of defendants with drug or alcohol problems at the earliest possible time consistent with their constitutional rights.
- Improved and expanded efforts aimed at the investigation, detection and prosecution of organized criminal activities.
- Expansion of local law enforcement resources to deter, detect and apprehend those involved in white collar crime.
- Creation of white collar crime units such as consumer and computer fraud units.
- The development of a comprehensive and definitive manual of cargo security requirements and preventive measures to be employed as effective deterrents to cargo losses due to criminal activity.
- Continued use of crime preventive tactical units to provide services across jurisdictional lines: (For example: arson, homicide, fugitive search).
- Improved methods for the deterrence of crime by rendering its commission more difficult.
- Continued development of techniques for allocating existing police department resources more efficiently.
- The improvement of management and administration of police services.
- Development of a mass transit patrol and patrol assistance concepts.
- Continued implementation of more effective communications and systems information.
- Continuation and expansion of efforts to reduce police response time after a crime has been reported.
- Provision of legal services to municipal police departments.
- Additional forensic laboratory services to serve all municipal police departments.
- The further use of specialized detection and apprehension equipment on a regionalized basis for local police departments.
- County-city centralized records-keeping system.
- Establishment of a multi-municipal detective unit.
- Provision of statewide capability to respond to the illegal use of firearms and explosives and to remove objects that threaten people and property.
- The improvement of rape prosecution units through staffing with paid and non-paid trained counselors to encourage an increase in the reporting of the incidence of rape and attempted rape offenses.
- Establishment of specialized units to combat robbery in an effort to improve the clearance rate.
- Development of more effective law enforcement tools and techniques to deal with computer fraud.

DETECTION, DETERRENCE, APPREHENSION—JUVENILE

Problems and needs which might fall within this category have been outlined in other sections including Manpower Development and Diversion.

The above problems and/or needs in the area of *Detection, Deterrence & Apprehension* were cited by the Department of Law and Public Safety, Department of the Public Advocate, Division of Criminal Justice, Division of State Police, Office of the Public Defender, and the Port Authority of New York and New Jersey and by the following local criminal justice planning units: Atlantic City/County, Camden City/County, City of East Orange, Essex County, Gloucester County, Hudson County, Jersey City, Mercer County, Middlesex County, Morris County, Newark, New Brunswick, Ocean County, Passaic City, Passaic County, Paterson, Plainfield, Somerset County, Trenton, Union City, Union County and Wayne Township.

C. DIVERSION AND ADJUDICATION

DIVERSION

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

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

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

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

The State Law Enforcement Planning Agency has supported efforts in this area with the funding of projects geared towards assisting State and local government in reducing crime related to drug abuse. These projects were instrumental in developing treatment modalities which served client needs and promoted their re-socialization in non-institutional settings.

There is little recognition of the fact that the family functions as a system and that to effect change within part of this system, the whole unit must be addressed. In instances where the family is a causative factor in anti-social juvenile or adult behavior, diversionary program sources provided for the offender should also be rendered to the family.

Pre-Trial Release

In New Jersey, the term "pre-trial intervention" is used to describe a formalized program for selecting adult defendants from the criminal process, after filing of a complaint but before trial or entry of a plea and for enrollment into a program of supervision, counseling and referral services. The defendants are enrolled in accordance with New Jersey Court Rule 3:28 by which the court and the prosecutor must: 1. agree that the defendant in question is not likely to commit criminal or disorderly acts in the future; 2. remove the defendant from the ordinary course of prosecution by postponing further criminal proceedings for periods of three months to one year; and 3. dismiss charges against the defendant upon his or her successful completion of the program. Pre-trial intervention (PTI) is considered a vital part in the criminal justice process by providing those suspected offenders who have not irreversibly committed themselves to criminality a more humane opportunity for rapid re-integration into society.

The State Law Enforcement Planning Agency has provided funding since 1970 for the development of the PTI concept. In 1975, the Supreme Court found the existing PTI programs successful and decided that they should become an integral part of the State criminal justice system and by the end of February, 1976, had approved PTI Programs under R. 3:28 in nine counties. Some counties have only a core level capability and some counties do not have the capability at any level. A coordinated statewide effort should be directed toward assuring all counties have this capability in the very near future.

Diversion of persons from the criminal justice process who pose no danger to the community (such as minor first offenders) allows the community to derive economic benefits from such persons and enables the system to deal more effectively with those individuals from whom society must be protected. Diversion also provides a mechanism whereby crime which stems from social or economic problems may be handled without either the stigma of proceeding through the criminal justice system or the label of being convicted of a crime.

In recent years, New Jersey courts have also become involved in pre-trial release and diversion. The courts, like the police and prosecutors, desire to see that both the rights of the arrested person and society are protected and that the resources of the court are utilized for those cases most appropriately in need of court action.

While bail and release on recognizance (ROR) systems are not uniform throughout the State, New Jersey has made a consistent effort to improve this situation. The State Supreme Court and the Administrative Office of the Courts have encouraged changes in the State's bail practices. Rules concerning bail have been modified and law enforcement officers have been authorized to issue summonses in lieu of arrest for certain minor offenses. The State Law Enforcement Planning Agency has also been instrumental in initiating new developments in pre-trial release.

Courts may release a defendant on his own recognizance after investigating his ties in the community and assessing whether he will return for trial. In the absence of this kind of release, the defendant must raise bail. Those without the financial resources may remain in some county jails for several months as they await grand jury action and trial. Expanded bail-ROR services such as those currently provided through Agency funds are helping to reduce the strain on facilities and resources. The ten percent cash bail program, which allows reduced cash bail deposits to be made to the court as an alternative to the normal surety bond, has been pre-tested in several counties and preliminary reports are positive.

The concepts of release on recognizance of bail reduction are encouraged by the Administrative Office of the Courts for statewide use. These systems should demonstrate that by recommending a defendant for release pending trial based on the extent of his "ties to the community" they can accomplish the following aims:

(a) The ratio of defendants appearing for trial being released on recognizance will be similar or superior to that of those defendants released under current procedures.

(b) Equitable access to pre-trial release for indigents.

(c) A decreased degree of social and financial dislocation for the families of incarcerated defendants.

(d) A more knowledgeable basis upon which the judge may make a decision.

DIVERSION NEEDS

There is a need to consider:

- Diversion of certain offenders from the criminal justice system.
- Diversion of less serious sexual offenders from the criminal justice system to appropriate mental health facilities due to the extreme difficulties of successful prosecution of such cases.
- Continuation of administrative procedures to divert persons whose "crimes" are simply drug abuse, or dependence thereon, into drug treatment programs.
- Provision of social services to families as a whole, rather than only to the diverted offender.
- Continuation of the development of community-based program alternatives for those individuals diverted from the criminal justice system.
- Development of sentencing alternatives to incarceration (such as the use of offender restitution through victim compensation or forms of public service).
- Continuation of court authorized diversion services including pre-trial intervention programs through specialized intake procedures.
- Implementation of admission standards for pre-trial intervention that go to aid the purpose of PTI, in measuring offender rather than offense.
- Expansion of the administration and operation of bail-ROR programs within county probation departments.

DIVERSION—JUVENILE

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

Police Involvement

Over half of the juveniles in 1975 who had contact with a police officer were released to their homes. Less than one percent of those taken into custody were referred to a welfare agency. Twenty-six of the arrests in 1975 were for minor offenses such as malicious mischief, runaway and disorderly conduct and the majority of the youths were age 16 or under. Statistics depicting the proportion of juvenile officers to juvenile arrests and juveniles arrested to juveniles diverted can be found on pages a-240 and a-256 respectively.

Generally, these juveniles would be amenable to some form of informal counseling intervention. Few communities have the resources to work with these juveniles and fewer police officers are trained to make appropriate referrals to the resources that do exist. There are no uniform standards to guide a police officer in making this decision or in making the initial determination to forward a case to court or even to take a child into custody.

A well informed and sensitized police juvenile officer could make appropriate recommendations of possible resources to juveniles and their families, thereby possibly preventing a return to the behavior which prompted the initial police involvement. In approximately 30 municipal police departments a counseling capability has been developed to work with these very juveniles and their families. These State Law Enforcement Planning Agency funded projects receive referrals of both juveniles against whom no complaints have been signed as well as

those who have been referred on to court. In a recent evaluation conducted by the State Law Enforcement Planning Agency, approximately 90% of the families to whom a recommendation was made, accepted the service plan suggested by the counselor.

Intake Units

In 12 of the 21 counties in New Jersey, all juvenile complaints are screened by staff of an intake unit. The unit recommends whether the complaints should be processed through the court or whether they should be diverted out of the system. It also recommends whether the juvenile should be sent to a juvenile conference committee or to an intake conference. In counties where there is no intake procedure, juveniles may still be diverted to juvenile conference committees.

The development of intake screening units, first begun in Morris County, was motivated by the increasing numbers of complaints which have been rising at a rate of about 5,000 per year for the last decade. Complaints filed with the juvenile court increased 11% from 73,841 in 1974 to 82,583 in 1975. There is also a realization that many juveniles could be handled effectively without intervention in the form of an adjudication and court ordered disposition. Further analysis of court caseloads can be found on page c-118. Because not all of the counties have formal intake/screening units, it is likely that a large number of juveniles are being processed through the system, who, if they had resided in other counties, would have been diverted. A further breakdown on case screenings and referrals to court can be found on pages a-259-260 and 276-277.

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

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

Juvenile Conference Committees

The receipt of services may further be limited because intake officers will only utilize those resources with which they are familiar and in which they have confidence. If a county has few juvenile conference committees, then obviously, fewer referrals can be made to this resource. As of May, 1976, there were a total of 369 juvenile conference committees. Although a few counties such as Bergen and Monmouth have a large number proportionate to their juvenile justice population, others such as Hudson and Ocean do not in comparison to the number of juvenile complaints processed through the court.

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

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

Guidelines for Operation

The concept of Juvenile and Domestic Relations Court intake screening has grown rapidly during the last two years since the recognition of the effectiveness of the Morris County model. The intake units have all developed with individual variations in staff background and expertise, relationship to the county probation department and policies affecting procedural handling of juvenile complaints. To a large degree, these variations will be eliminated through the adoption of guidelines promulgated by the New Jersey Supreme Court. But there will still need to be supervision over the units to insure they are operating within the guidelines established as well as technical assistance available to enable the units to meet any problems encountered.

The diversion process is purely a voluntary one. If a juvenile prefers, the complaint may be heard by a Juvenile and Domestic Relations Court judge. The nature of the diversion process should be clear to the juvenile and his/her parents. By accepting the intake decision to be heard by a juvenile conference committee or intake conference, the juvenile is

admitting that he or she has engaged in some behavior which will subject the juvenile to some official action. The juvenile has the right to appear before the judge at any time in this process. There is always the possibility that there may not be an adjudication for delinquency or for the commission of a status offense.

Generally, the juveniles who are "diverted" from the system as opposed to those who are "prevented" from entering the system, probably have had a longer prior history of involvement with the law and may have more disorganized families. It is probably true that many may need resources that provide stronger support than those available for juveniles on the very periphery of the system.

What would be necessary is a flexible continuum of community services which would provide assistance to those who are on the verge of involvement with the juvenile justice system; those who have been diverted from the adjudication process; those who have been adjudicated but who have been returned to the community for rehabilitation and finally the population which has returned to the community after institutionalization.

DIVERSION NEEDS—JUVENILE

- The development of standardized guidelines for the use of police in making their custody and complaint decisions.
- The continuation and expansion of police counseling units to provide intervention for juveniles and their families who are referred by police, courts, probation and school systems.
- Increased numbers of trained juvenile officers.
- Expansion of community services available to help those juveniles who have come into contact with the law but whose behavior does not warrant a court appearance. These would be the same services included under the section headed Prevention—Juvenile but they would perhaps have to be available to individuals on a more frequent basis. Because of the probability of the more difficult families involved, crisis intervention services and residential alternatives would have to be available in an expanded form.
- Expansion of Juvenile and Domestic Relations Court intake screening units which are staffed by individuals capable of making the sensitive decisions required by their responsibilities.
- Development of additional juvenile conference committees to absorb juveniles who need not be processed through the system.
- Provision of close supervision of juvenile conference committee activities.
- Procedures to insure that juveniles' rights are carefully guarded throughout the diversion process, making sure that all decisions made by the juvenile and his/her family are made with a full understanding of the consequences.

ADJUDICATION

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

Court Administration and Management

Modern court management techniques are difficult to implement without adequate resources, causing continuing inefficiencies in terms of time, cost and quality of service in case processing. Some specific results of ineffective modern court management techniques include delays in the return of court transcripts; and inability to determine how often a case has been brought to court and why; and current absconsion rate from compliance with court orders. An insufficient number of well-trained judges contributes to administrative problems.

As early as 1969, the State Law Enforcement Planning Agency endeavored to upgrade the administration and management capabilities of the adjudication system of New Jersey. The problems of manpower shortages, lack of adequate informational and statistical resources and the ever-increasing case backlog have been addressed in action programs specifically designed to alleviate these critical problem areas. In the Agency's first year of operation, the need for modernized information systems for adjudication agencies was recognized. The State Law Enforcement Planning Agency took a first step toward alleviating this problem by conducting systems analysis studies of the county court information flow from arrest through sentencing or acquittal and of forms, procedures and information storage and retrieval in county courts and county prosecucutors' offices. As a result of these studies, a specific program for the improved management of court information and records was introduced in 1970 and several county court systems have since upgraded their management capabilities through such modern techniques as data processing and microfilming.

The need for an integrated statewide adjudication information system also became apparent and, in 1972, the State Law Enforcement Planning Agency supported the development of the statewide Judicial Management Information System (JMIS). This system is designed to correlate data from the county systems into a unified, comprehensive management information system encompassing the total New Jersey adjudication system. Nine county courts are currently developing JMIS modules which will supply statistics in standardized forms for the JMIS, under the direction of the Administrative Office of the Courts.

Although much progress has been made in upgrading court management, the need for the Admin-

istrative Office of the Courts to collect more statistical data on trial court activities continues to be a priority. This data is essential to maintain improved standards of efficient court administration. The amounts of information that must be considered in court administration, as well as the large number of statutes and court decisions considered in processing each case, continue to increase. As a result, a technological lag has developed and court administration has not kept pace with data processing developments.

Another successful attempt to improve court administration and management, supported by the State Law Enforcement Planning Agency, involved the creation of assistant trial court administrator positions in high-volume court systems. As the sharing of responsibility between assignment judges and court administrators has taken place, it has become increasingly evident that additional support is needed to handle the myriad of details regarding budget, administration, detention, jury management, calendaring and other important areas. Specific municipal court management and improvement programs for the Newark and Jersey City municipal courts, as well as an innovative court interpreter's project, have also been initiated through State Law Enforcement Planning Agency efforts.

In light of the Criminal Justice Act of 1970 which transferred responsibility for appellate cases from the county prosecutors to the State through the Division of Criminal Justice, this Agency provided funds for the development of a centralized appeals systems and an appellate staff project which provides a pool of research attorneys to expedite appeals, increase productivity of judges and promote doctrinal consistency. As a direct result of Agency efforts, the centralized appeals approach has been extended to 20 counties. Original projections indicated that all 21 counties would be served with 1974 SLEPA funding. However, an unexpected 20% increase in appeals from 1972 to 1975 made it impossible for the project to assume the appeals from Essex County. The situation was similar to that encountered by the AOC. An increase in efficiency was outstripped by an increase in caseload. The Department of Law and Public Safety, like the AOC, found that centralizing the appellate function resulted in greater consistency of position and effort. The Department reported a greater understanding of current legal issues, improved communications with law enforcement agencies and the judiciary and more uniformity of approach. A major accomplishment is a qualitative improvement resulting from the development of a pool of career, professional appellate staff with a statewide perspective. As the tide of appeal cases continues to rise, however, New Jersey's vigorous appellate system must continue to be preserved regardless of escalating caseloads. During court year 1974-1975 a total of 2,649 cases were disposed of by the Appellate Division of which approximately 50% were of a criminal nature.

During the last five years, the Supreme Court has disposed of, on the average, over 170 appeals per year. This is an increase over the 150 appeals averaged per year from 1960-1970. As Chart A notes, during the last decade the Court also disposed of more than four times as many motions and petitions for certification as in the previous decade, with motions almost doubling in the last year.

During the last decade (See Chart B), the work of the Appellate Division has greatly increased. Motions have more than doubled, and appeals filed have trebled. As the chart notes, this increasing trend has accelerated in the last year, creating an even greater burden on the court. Chart B-1 reflects a consequence of the burgeoning appeals rate by identifying the growing median time intervals for dispositions of appeals. The rate of appellate filings has created a situation where the backlog continues to increase at the rate of 15% a year. The backlog of cases in the Appellate Division has risen, in ten years, from about 800 cases in 1966 to over 4,000 cases in 1975. Five thousand new appeals will be added this term. The AOC is facing the task of mounting a response to an influx of appeals without sacrificing quality and consistency.

There is a clear need for a system-wide response. Very little justification can be made for improving the capability of one component of the system without providing for similar growth in the other two components. This program area is designed to provide uniform inter-branch capacity growth to respond to the central problem of appellate delay.

Speedy Trials

Court congestion and delays in processing cases continue to plague the administration of criminal justice. For the 1974-1975 court year, 27,567 criminal cases were filed and 23,260 were disposed of, leaving 26,555 cases pending at the end of the year. These figures represent, in comparison with 1973-1974 figures, a 14.1% increase in cases filed, a 4.8% decrease in disposed cases and a 19.4% increase in cases pending at the end of the court year. These figures are illustrative of the increasing case backlog which has generally occurred since 1948 and which has begun to hinder New Jersey's system of criminal justice.

Continuing and increasing pressures upon available resources have made it difficult to dispose of criminal cases promptly, thus resulting in lengthy delays prior to trial. The March, 1974 Criminal Time Interval Study undertaken by the Administrative Office of the Courts indicated that the total time period from indictment or accusation to commencement of trial for those trials commencing in March, 1974 ranged from 23 days (Camden County) to 71 months, one day (Passaic County). The average time period

CHART A
SUPREME COURT
APPEALS, MOTIONS, PETITIONS FOR CERTIFICATION, AND DISCIPLINARY MATTERS DISPOSED OF
COURT YEARS ENDING AUGUST 31, 1960 TO DATE COMPARED WITH 1950

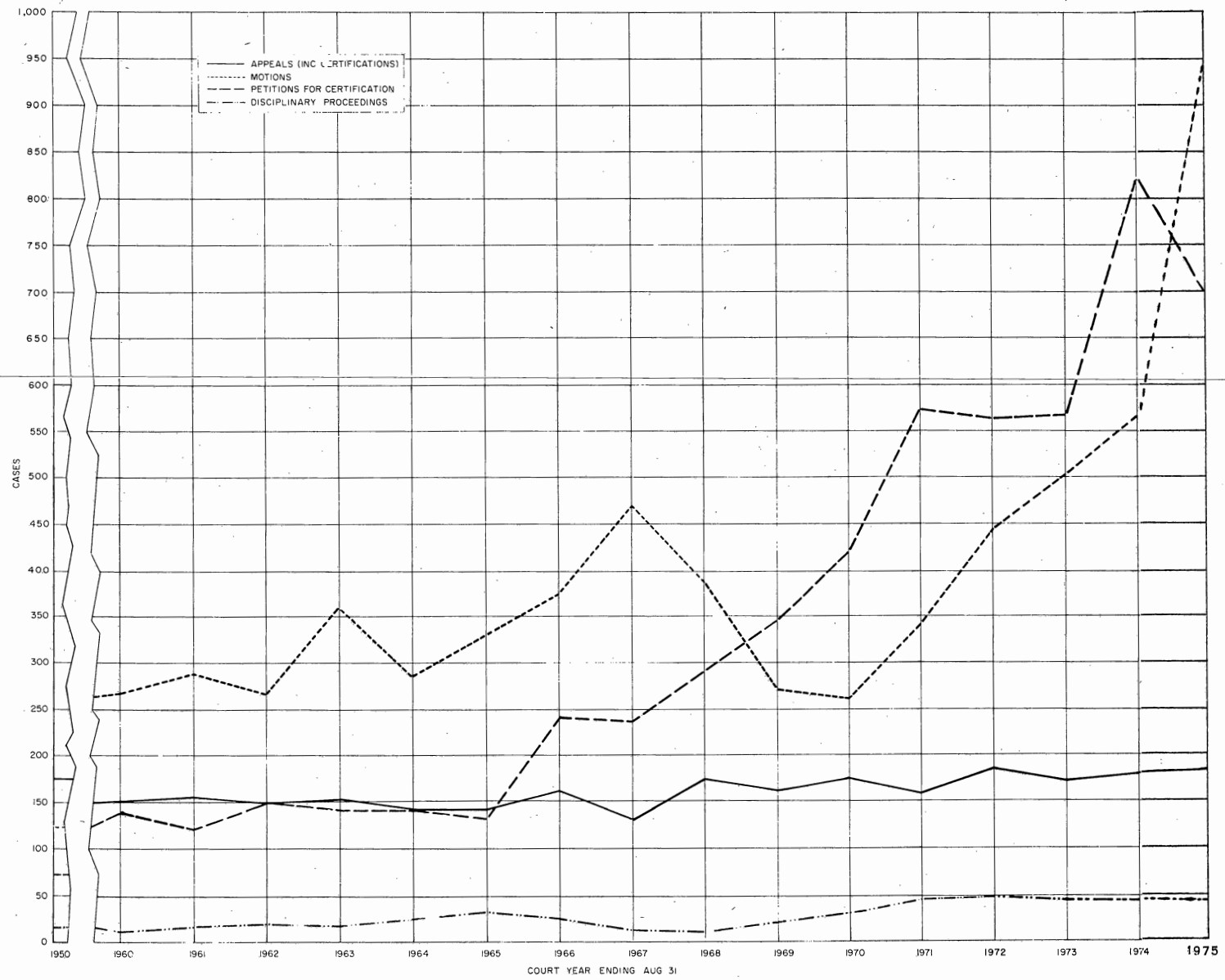


CHART B

SUPERIOR COURT – APPELLATE DIVISION
APPEALS AND MOTIONS
COURT YEARS ENDING AUGUST 31,
1960 TO DATE COMPARED WITH 1950

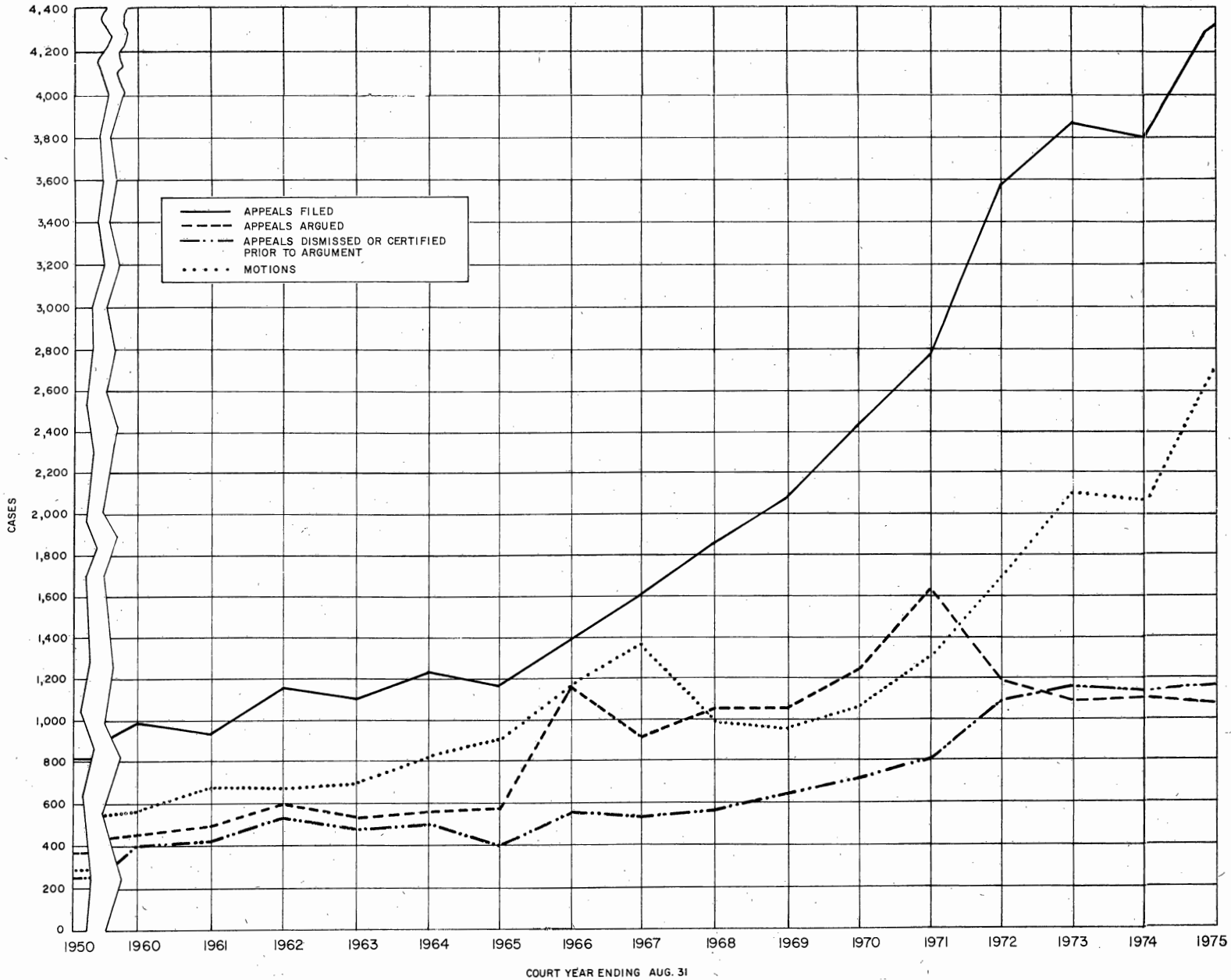
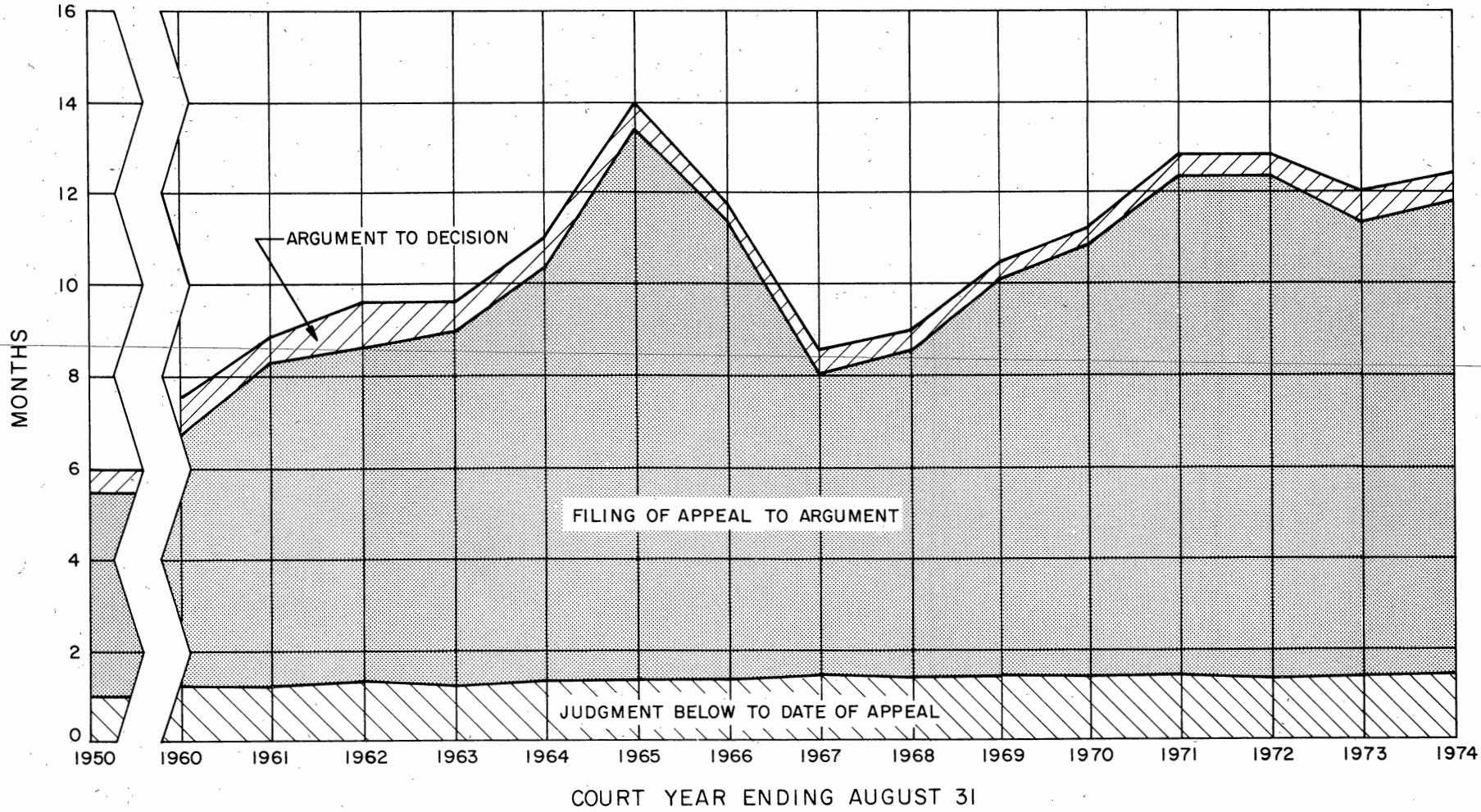


CHART B-1

SUPERIOR COURT – APPELLATE DIVISION
MEDIAN TIME INTERVALS FOR DISPOSITION OF APPEALS
COURT YEARS ENDING AUGUST 31,
1960 TO DATE COMPARED WITH 1950



for the State was five months, five days. For incarcerated defendants, time limits ranged from 24 days (Bergen County) to 35 months, 17 days (Passaic County). The statewide average time limit for incarcerated defendants was three months, 17 days.

Greater disparity is noted for defendants who retracted a plea of not guilty and entered a plea of guilty to an indictment or accusation during March, 1974. Time intervals from indictment to retraction ranged from zero days (Essex County) to 89 months, 24 days (Hudson County). The average time interval was three months, 21 days. For incarcerated defendants, time periods ranged from two days (Bergen County) to 40 months, 15 days (Mercer County) and averaged two months, 17 days. (Time intervals were computed from the date of filing of the oldest indictment or accusation on which a plea was retracted.)

Delay in processing criminal cases has raised serious questions regarding a defendant's constitutional right to a speedy trial. Lengthy pretrial delay can be prejudicial to a defendant, especially if he is confined and cannot or finds it difficult to preserve his defense. On the other hand, delay is not an uncommon defense tactic which, among other things, enables a defendant to manipulate the system through pre-trial maneuvers such as plea negotiation. Society also has an interest in seeking prompt case disposition. Delay between the commission of a crime and punishment reduces the possibility of any deterrent effect and may be detrimental to rehabilitation.

The sixth amendment to the U.S. Constitution guarantees that defendants have a right to a speedy trial, although precise limits which define that right are not clear. If the speedy trial right is defined in terms of a specific time interval, it is important to identify the point at which counting time for trial begins. It is equally important to determine what periods, if any, should be excluded. It is generally accepted that allowing time extensions solely in response to trial docket pressures is undesirable and should not be practiced. Continuances should, of necessity, be restricted.

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

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

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

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

The New Jersey Superior Court has held in *State v Cappadone,* 127 *N.J.* Super. 555,558 (App. Div. 1974) and *State v Smith* 131, *N.J.* Super. 354 (App. Div. 1974) that the denial of speedy trial cannot be answered by the sole reference to lapse of a specific amount of time between indictment and trial or lack of trial. Factors identical to those outlined in the *Barker* decision were offered as determinants of speedy trial denial. In *State v Smith* 131 *N.J.* Super. 354 (App. Div. 1974), the Superior Court stated that prejudice for the defendant is not confined to the inability or lessened ability to defend on the merits, but can also be found from employment interruptions, public obloquy, anxieties concerning court and unresolved prosecution, a drain of finances and the like. Applying the balancing test prescribed in *Barker,* the Superior Court in *State v Szima,* 133 *N.J.* Super. 469 (App. Div. 1975), determined a delay of nearly two years in the bringing of an indictment was, in the absence of an explanation, "grossly inordinate" and concluded there had been an unconstitutional denial to the defendant of his right to a speedy trial.

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

Aside from the issue of defining the right to speedy trial, many authorities agree that criminal defendants should be given speedy trials, not only as a matter

of constitutional right, but as a means of assuring effective law enforcement. The issue of speedy trial, which has been a subject of concern in New Jersey and other states for many years, has acquired renewed interest since Governor Brendan Byrne delivered his State of the State Address in January, 1976. Governor Byrne recommended dealing with the alarming rise in violent crime by providing certainty and swiftness of punishment. In his message, the Governor called for action which would bring the accused violent criminal to trial within 90 days of indictment. Existing judicial vacancies would have to be filled if such a standard materialized.

Many believe the court system could be equipped to provide prompt trials but, with present manpower and financial limitations and ever increasing backlogs, it is not possible. At the end of the 1974-1975 court year, over 4,000 cases were pending ranging in age from six months to one year; over 1200 were 12-18 months old; 493 were 18-24 months old and 576 had been pending for two years or longer. Solutions for the court's criminal case backlog problems are by no means simple. For example, many fear increased attention to the criminal calendar without any additional judgeships may cause a backlog in the civil calendar.

Part of the solution to reduce court backlog and, in turn, assure speedy trials lies in reducing the number of cases requiring trial through methods such as screening, diversion, negotiated guilty pleas or decriminalization of certain victimless crimes. Removing cases by these means would allow more time to be devoted to dealing with defendants charged with violent crimes.

Any method or program which can improve efficiency and maximize available resources would benefit prompt case processing. It is argued, however, that the objective of speedy trial cannot be reached without new appropriations for all components of the system. An effective program of bringing defendants, especially those charged with violent crimes, to trial within 90 days of indictment would require the addition of more judges, courtrooms, prosecutors, public defenders, probation officers and other supporting staff. Even if present vacancies were filled, many doubt that the backlog could be overcome and speedy trials provided, noting the high number of cases added to the calendar each day.

In spite of all the difficulties in establishing a speedy trial requirement, prompt disposition of criminal matters remains a worthwhile goal to achieve. The setting of a time limit, such as 90 days from indictment to trial as recommended by the Governor, would enable the system to measure its success in providing prompt trials, although time limits are recognized as unnecessary in defining a defendant's constitutional right to speedy trial. An interim measure aimed at satisfying the public's interest could be the scheduling of cases involving violent crimes on a priority basis in addition to jail cases, which is the present practice. Regardless of what immediate steps are taken, policy decisions and standards are needed to provide a framework for speedy trial considerations.

Witnesses, Jurors and Victims

"Victimization" does not necessarily end with the commission of an offense against the particular victim. The impact of a court proceeding upon a particular victim who is also a witness with the attendant delays, loss of wages and transportation problems is often greater than the impact of the offense itself. The functioning of the criminal justice system may often result in a diminution in the trust and confidence of the very persons who seek vindication therefrom. Consequently, there is a need to reduce the waiting time for victims, witnesses and jurors. There is also a need to provide the necessary assistance to the public served by the Court. This may be done by eliminating much of the personal inconvenience incident to court proceedings and to examine the possibility of reducing the personal financial hardships to witnesses, victims and jurors incurred when they appear in court.

The victim of a crime or the witness to a crime is, in many cases, the forgotten person in the process. One example is that of a person who had recently filed a juvenile complaint against a youth and who appeared in court three times only to have the case postponed, because the accused youth did not appear. To make matters worse the complainant was told that another hearing date would be set. When she objected to a fourth appearance, she was told that if she did not appear, a contempt of court warrant would be issued for her arrest. Similar examples could be cited where the trauma of being a victim has been increased because of the insensitivity of criminal justice personnel to either the feelings of the person or the victim's personal convenience. The recent emphasis on cushioning the burden of rape victims is an example of how attempts are being made to lessen the negative impact of the criminal justice system on victims.

Improved Prosecutorial Services

Countywide organized crime investigation and prosecution task forces housed in prosecutor's offices have been established in five counties through the provision of State Law Enforcement Planning Agency funding. These units, which also rely on personnel from many police departments within each county, have proven successful in attempting to alleviate the organized crime problem within the State. Some counties do not have full-time prosecutors. If efforts to combat organized crime are to be continued, county prosecutor's offices, many

of which are substantially undermanned, must be staffed with full-time prosecutors and sufficient numbers of assistant prosecutors to handle such prosecutions when directed to do so by the Attorney General. Full-time assistant prosecutors are utilized in a number of the more populous counties and further staff expansion is necessary.

Most assistant prosecutors currently do not have tenure and as a result do not remain in that position longer than one or two years. It is of particular necessity in complex, protracted organized crime investigations and prosecutions that assistant prosecutors possess experience and can assume responsibility for a case and remain on the case for its duration. More resources must be provided at both the State and county level for the recruitment and training of investigative and prosecutive personnel.

In light of the present concern regarding the existence of public corruption, the establishment of an on-going statewide capability to investigate and prosecute public official corruption is a necessity. Complicated corruption cases can take years to develop and often are built on numerous bits of information painstakingly assembled and consequently local prosecutors are discouraged from such cases due to time and financial constraints.

All of the varied operations of a prosecutor's office are complex and necessitate sound management practices. Special precautions must be taken to insure that accuracy and completeness are preserved. A well-designed prosecutor's statistical system can help achieve a more efficient resource allocation, improve operation processing and professionalize management control. Such a system can help solve the problems of cases never prosecuted due to misfiling, prolonged delays and mismanagement.

Public Advocate

Case assignments for the Office of the Public Defender, which has been reassigned under the Office of the Public Advocate, have continued to increase. The case backlog is approximately 8 months at the Trial Court level and 11 months at the Appellate Court level. To combat this problem, the Agency has awarded funds to increase the staff of the Office of the Public Defender in an effort to reduce case backlog which formerly threatened to limit the effectiveness of the criminal justice system. Because of an increasing demand for services, efforts must be continued if the backlog is to be eventually reduced to a satisfactory level.

ADJUDICATION NEEDS

There is need to consider:

- Continuing improvement in the administration of and services provided by the courts.
- Conducting additional experimental and research projects under the general topic of innovative court services.
- Helping courts observe standards of judicial administration through technical assistance.
- Improving court administration with the aid of modern office techniques and technological advances.
- Application of modernized computer services for municipal courts.
- Continued development of the statewide court information system.
- Study and development of a management overview plan for unification of the courts.
- Improvement and consolidation of the courts of lower jurisdiction to allow for full-time, well-trained judges.
- Improvement in the method of determining the reasons for non-appearance in court and assuring court appearances.
- Development of uniform sentencing and procedural criteria for processing drug-related offenders.
- Halting court action concerning individuals when it can be shown that further proceedings would not adequately serve the interests of the criminal justice system.
- Increasing the capability of the courts in securing additional diagnostic services to aid in case dispositions.
- Providing alternate means of resolving family disputes within the court structure.
- Development of more sensitive modes of communication with crime victims, witnesses and jurors to increase the effectiveness of the adjudicatory process.
- Providing better physical facilities for witnesses and jurors in court houses.
- Reducing any and all delays in the adjudication and disposition of cases. The period between arrest and trial must be reduced to the shortest possible time.
- Speeding up the criminal justice process through the development of modern adjudication information systems.
- Development of systems to guarantee speedy trials.
- Increasing reduction of the court case backlog through more expeditious handling of defendants from time of arrest through disposition.
- There is a need to develop a professional management capability within the Prosecutor's Office.
- Implementation of a statewide prosecution management information system.
- Continued expansion of organized crime prosecution.
- Expansion of an official statewide corruption control project to develop evidence in connection with corruption by public officials.
- Full-time prosecutors in all counties.

- Legal representation of any person charged with the violation of any law, ordinance or regulation where there is a likelihood that the person charged, if convicted, will be subject to imprisonment or any other consequence of magnitude of *Rodriguez v. Rosenblat, et. al.,* 58 N.J. 281 (1971).

ADJUDICATION—JUVENILE

The adjudication process in the Juvenile and Domestic Relations Court has changed substantially in the last nine years since the United States Supreme Court decision of *In re Gault,* 387 U.S. 1 (1967) which endowed the juvenile appearing in that court with a number of rights of due process. The decision required that a juvenile charged with an offense which could possibly result in a deprivation of liberty had the right to be represented by counsel at the adjudication hearing; the right to be notified of charges against him/her; the right to cross-examine witnesses and the privilege against self-incrimination. This decision was followed by the establishment of a standard requiring proof beyond a reasonable doubt in an adjudicating hearing as well as the right to be free from proceedings exposing the juvenile to double jeopardy. The rights to bail and trial by jury are still foreclosed to juveniles except on a state by state basis.

In New Jersey, the Gault decision translated into the provision of counsel, by Court Rule, for those juveniles for whom institutional commitment may result (R. 5:9-1b). These cases are on the "counsel calendar". The regular appearance of both prosecution and defense counsel in the juvenile court has created a more adversarial environment with the attendant trial procedures which have resulted in longer adjudication and disposition hearings. To an extent, the backlog of cases that this may have created has been offset by the intake screening and diversion of other cases which would have been on the "no counsel calendar". However, with the increased complexities involved in the adjudication hearing and the overall increase in juvenile crime, the workloads of the juvenile court judges have not decreased.

Juvenile Caseloads

Between 1967-1975 the total number of full-time positions for Juvenile and Domestic Relations Court judges increased from 26 to 29. Total complaints filed in the Juvenile and Domestic Relations Court have increased from over 50,000 to over 130,000 during the same period. Only in 11 counties have judges been appointed specifically to sit on the Juvenile and Domestic Relations Court bench. In the other ten, judges of the county district or county court will sit to hear juvenile matters. In some instances they divide their time between juvenile and other judicial matters. The number of Juvenile and Domestic Relations Court judges is 29 but only about two-thirds sit on delinquency and JINS matters. The remaining are involved with domestic relations cases. Statistics forwarded by the Juvenile and Domestic Relations Courts to the Administrative Office of the Courts seem to indicate that a very limited amount of time is spent on handling delinquency and JINS matters. (See the accompanying table from the 1974-1975 Annual Report of the Administrative Director of the Courts.) There may be some discrepancy in the number of cases as there evidently was variation in how the different judges defined a "case". However, the tables which are included under the Existing System section and which show the disposition of delinquent and status complaints show that a total of 73,893 delinquent and 7,852 status complaints were disposed of in 1974-1975. According to an Administrative Office of the Courts official, this would be a more accurate count of cases.

The shortage of juvenile judges is evident in several counties where juveniles spend long periods of time in detention awaiting their adjudication hearings as opposed to the population who are awaiting placement by the Division of Youth and Family Services. Also, possibly due to the shortage of judicial personnel, in some counties preliminary detention and shelter hearings which are mandated for the next morning after holding, are not held for 24 hours or more, particularly if the juvenile is taken into custody during the weekend.

Defense and Prosecution

Both the offices of the Public Defender and the county prosecutor's offices often place their newly admitted attorneys in the Juvenile and Domestic Relations Courts. The overall problem of insufficient numbers of staff personnel extends to juvenile court prosecution and defense capabilities as well. In some instances there may be rotation of attorneys within the office to handle juvenile matters. More specialization has been developed in the juvenile area in some offices. An outstanding example is Essex County's Office of the Public Defender where there are a number of staff attorneys who do juvenile work and who are supervised by someone long experienced in handling juvenile matters.

The placing of JINS complaints on the "counsel mandatory calendar" might be a contradiction to those who strictly interpret the court rule provision for the designation of counsel. Since Court Rule 5:9-1 (b) permits the court to provide for counsel anytime when in the opinion of the judge the matter "may result in the institutional commitment of the juvenile". The provision of counsel, therefore, apparently turns on the interpretation of "institutional commitment". Some judges understand this to mean only a disposition to a State correctional institution.

PROCEEDINGS IN THE JUVENILE AND DOMESTIC RELATIONS COURTS
JUVENILE DELINQUENT COMPLAINTS AND JUVENILES IN NEED OF SUPERVISION ("JINS")
September 1, 1974 to August 31, 1975

County	Juvenile Delinquent Complaints						Total Juvenile Delinquent Bench Hours	Juvenile in Need of Supervision ("JINS")						Total "JINS" Bench Hours	Combined Juvenile Delinquent and "JINS" Bench Hours
	Preliminary & Detention Hearings		Dispositional Hearings					Preliminary & Detention Hearings		Dispositional Hearings					
			Representation by Counsel Mandatory		Representation by Counsel Not Mandatory					Representation by Counsel Mandatory		Representation by Counsel Not Mandatory			
	Cases	Bench Hours	Cases	Bench Hours	Cases	Bench Hours		Cases	Bench Hours	Cases	Bench Hours	Cases	Bench Hours		
Atlantic	627	101.0	640	150.8	1,163	179.2	431.0	528	91.5	107	25.7	226	61.9	179.1	610.1
Bergen	942	235.2	869	395.6	2,828	675.0	1,305.8	707	137.0	131	58.3	698	181.5	376.8	1,682.6
Burlington	1,051	135.5	1,453	310.1	1,235	226.9	672.5	588	74.3	97	18.7	125	23.3	116.3	788.8
Camden	1,392	232.0	1,490	446.3	1,101	218.6	896.9	314	72.3	154	51.2	440	100.0	223.5	1,120.4
Cape May	627	101.9	355	86.2	377	47.0	235.1	30	3.7	8	1.9	46	6.2	11.8	246.9
Cumberland	724	120.4	587	307.2	2,092	315.7	743.3	123	18.7	1	1.0	79	19.1	38.8	782.1
Essex	3,946	678.1	11,041	2,836.6	3,652	892.6	4,407.3	348	66.3	216	45.9	301	65.3	177.5	4,584.8
Gloucester	1,273	255.5	2,995	863.7	1,273	265.0	1,384.2	496	98.3	283	78.2	1,215	226.4	402.9	1,787.1
Hudson	920	154.4	3,739	813.1	3,104	570.3	1,537.8	693	104.0	201	36.8	759	123.0	263.8	1,801.6
Hunterdon	90	32.2	415	106.9	84	21.8	160.9	7	1.4	0	0.0	1	0.2	1.6	162.5
Mercer	2,949	404.1	1,852	281.1	2,623	357.4	1,042.6	655	95.2	40	9.5	211	40.0	144.7	1,187.3
Middlesex	1,196	224.8	927	622.8	4,225	965.0	1,812.6	192	20.6	4	0.9	61	15.4	36.9	1,849.5
Monmouth	3,471	292.5	1,529	499.6	4,882	880.6	1,672.7	201	38.5	33	9.9	213	52.0	100.4	1,773.1
Morris	220	64.1	500	277.4	355	100.7	442.2	121	33.5	136	28.0	176	39.2	100.7	542.9
Ocean	379	47.3	320	104.4	1,757	409.0	560.7	236	26.3	32	5.0	105	20.2	51.5	612.2
Passaic	977	99.3	3,975	462.1	4,120	352.0	913.4	217	27.5	75	12.8	624	66.1	106.4	1,019.8
Salem	165	36.2	251	77.5	275	40.2	153.9	25	4.8	42	12.1	82	11.6	28.5	182.4
Somerset	179	40.1	1,257	293.2	1,081	134.5	467.8	42	9.7	180	33.3	106	19.1	62.1	529.9
Sussex	168	51.0	316	99.6	486	97.5	248.1	14	2.8	9	3.1	18	4.2	10.1	258.2
Union	1,356	216.6	3,127	1,114.8	2,350	463.3	1,794.7	342	75.8	118	37.1	96	24.7	137.6	1,932.3
Warren	369	60.9	47	21.2	784	146.5	228.6	21	4.1	4	1.5	5	1.1	6.7	235.3
TOTAL	23,021	3,583.1	37,685	10,170.2	39,847	7,358.8	21,112.1	5,900	1,006.3	1,871	470.9	5,587	1,100.5	2,577.7	23,689.8
TOTAL 1 YEAR AGO	*21,193	*3,213.4	*35,412	*10,002.3	*42,875	*8,175.7	*21,391.4	**	**	**	**	**	**	**	**

*Includes Juveniles in Need of Supervision ("JINS"), statute effective 3/1/74.

**"JINS" hours and cases combined with Juvenile Delinquent matters to 8/31/74.

Source: Weekly reports of the Judges.

Others look to any possibility of residential placement outside the home as warranting the protection of counsel.

Detention and Shelter Facilities

Approximately nine percent of the juveniles against whom complaints were signed in 1975 were placed in detention and shelter facilities. The average stay varied from one day to several months with the longer stays generally attributed to the wait for a Division of Youth and Family Services placement. Juveniles who wait in the facilities pending placement may require intensive treatment. The delay in placing them may aggravate the existing problems and make the youth more difficult to deal with by the time he or she is finally situated. As the result of difficulties in placing juveniles, delays in adjudication hearings and perhaps improper screening decisions, some detention facilities have been severly overcrowded. Where ordinarily a single room would have a capacity for two individuals, in some cases three or even four have occupied the same space. This has been alleviated to a certain extent by some counties by transferring juveniles to facilities in neighboring counties.

According to personnel in the Department of the Public Advocate, other problems which affect the detention and shelter care system include placing alleged JINS in detention facilities, illegal lockup of juveniles in local jails and upgrading of JINS charges to delinquent offenses to permit placement in detention facilities. There are also wide variations in the extent to which juveniles' rights of due process and personal liberties are protected especially in detention disciplinary procedures.

Diagnostic Reports

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

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

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

Another problem which affects the juvenile court is the lack of personnel who are equipped to assist the judge in the instances where a child has difficulty speaking, either because English is not the native tongue or when the child is deaf-mute.

ADJUDICATION NEEDS—JUVENILE

There is a need to consider:

- The appointment of more full-time judges to sit on delinquency and JINS matters.
- The expansion of specialized juvenile court prosecutor and public defender offices.
- The mandatory provision of counsel for every juvenile coming before the Juvenile and Domestic Relations Court judge for whom out of home placement is a possibility.
- The creation of mini child advocacy sections in each public defender's office or by region to insure the protection of the rights of juveniles involved in detention, shelter care and other systems which affect the rights of juveniles charged or adjudicated for delinquency and JINS offenses.
- The development of mechanisms to increase the ability of local community mental health centers to provide judges with useful psychological and psychiatric evaluations.
- The need for a small inpatient diagnostic facility for those juveniles who need a more intensive work-up in a closed setting.
- Providing the juvenile court access to individuals who are skilled as interpreters for those who speak a language other than English or who are deaf and who use sign language or some other form of communication.

The above problems and/or needs in the area of *Diversion & Adjudication* were cited by the Administrative Office of the Courts, Department of Health, Department of the Public Advocate, Division of Narcotic and Drug Abuse Control/the Division of Criminal Justice and the Office of the Public Defender and the following local criminal justice planning units: Atlantic City/County, Camden City/County, East Orange, Essex County, Gloucester County, Hudson County, Jersey City, Mercer County, Middlesex County, Morris County, Newark, Ocean County, Passaic City, Passaic County, Plainfield, Trenton, Union City, Union County.

D. INSTITUTIONAL AND NON-INSTITUTIONAL REHABILITATION

INSTITUTIONAL REHABILITATION

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

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

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

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

Classification Systems

Classification systems to use as a basis for determining the psychological state, the degree of supervision required and the type of housing and program participation best suited for the inmate are not in existence in all local correctional institutions. Ideally such a system would provide correctional administrators with the following information: present offense, prior record, nature of response to earlier correctional programs, present stability, employment record, residential pattern, family history and medical, psychological and educational needs. Intake interviews and testing combined with past records could provide the information required for a classification system.

An effective system of prisoner classification provides a data base for periodic examination of policy and future planning. Factual information about inmate characteristics, their needs for control and services and their adaptation to confinement can be translated into the requirements of correctional program planning.

State Corrections

A problem exists in State institutions as to available alternatives after initial classification. One major difficult is the required utilization of the inmate population for prison maintenance at specific work force levels.

The majority of inmates in the State correctional system have been identified as lacking the requisite academic and vocational educational levels that would enable them to compete effectively for jobs upon release. For example, the average reading level in the reformatory complex is grade 4.4, at the Training School at Jamesburg 4.2 and at the State Prisons it is 4.5.

Data obtained from the Evening Vocational Counseling Program study, funded by the Department of Health, Education and Welfare, indicates that the vast majority of the inmate population is either unskilled or semi-skilled. Most inmates have held one job for an average of less than six months and have been mobile in employment patterns. The factors of academic underachievement, vocational skill deficiencies and poor motivation for employment are obviously related. To promote economic efficiency in this client group, it is necessary to devise and implement programs in academic and vocational education that are programmatic and relevant to each inmate. These programs should not be limited to traditional methods or materials that develop mental processes and should be taught in a highly specialized manner.

State Prison Complex

The State Prison Complex, with facilities at Rahway, Trenton and Leesburg and the Correctional Institution for Women at Clinton, maintains an average total population of approximately 3,500 inmates and receives in excess of 1,900 admissions per year. A majority of these inmates have been identified through court pre-sentence investigation reports and institutional intake classification, as suffering from social, emotional and medical problems of varying degrees. Treatment programs and supportive professional clinical staff have traditionally been lacking from the institutional setting, resulting in 1971 in a staff to inmate ratio of 1:555. Coupled with a lack of information on the number of inmates with specific treatment needs, prison administrators were placed in the difficult positon of accepting responsibility for the custody and care of these inmates but being unable to plan programs or provide

staff to support such programs. Largely through Agency supported projects, the staff to inmate ratio has been reduced to approximately 1:90, substantially increasing the treatment capability of the State correctional complex. The work and findings of the treatment teams should, however, be more thoroughly integrated into the classification process.

The following bar graphs reveal:

1. That there is a large group who have an extensive history:
   - —91% had arrests prior to the arrest leading to their present confinement including 49% with 6 or more recorded previous arrests,
   - —51% had previous county jail sentences including 33% with two or more such sentences,
   - —47% had previously been committed to state correctional institutions including 12% with three or more previous commitments
2. That there is an impressively large group of Prison offenders who have no recorded prior history
   - —9% had *never* been arrested prior to their present commitment (or such arrests were not recorded in our computer files)
   - —49% had *never* been sentenced to a county jail, and
   - —53% had *never* been previously committed to a state institution
3. That gamblers and the most serious offenders against persons (offenders committed for forcible rape, manslaughter, and murder) show the fewest previous arrests, county jail sentences, and previous state commitments
4. That property offenders, narcotics offenders, and robbery offenders show the most extensive prior histories

The implication of the above data, together with that on seriousness of offense is that a siginificant number of non-dangerous and non-repetitive offenders are included in the population served by state institutions despite the overall increase in the proportion of state offenders who are dangerous.

County 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 is needed. The mentally and emotionally disturbed, alcoholics, drug addicts, non-support case offenders, people in domestic turmoil and all of the misfits whom society feels need an interval of detention may find their way into the custody of the county jail. The present capability of many county institutions to rehabilitate these individuals is not adequate.

As long as county correctional facilities have one of the lowest priorities in the jurisdictional budgets, and until there is adequate consideration by the State of the fact that most jurisdictions cannot or will not provide sufficient funding to necessary rehabilitative programs, present county correctional and rehabilitation personnel must be supplemented from other sources and with effective volunteer programs. Such volunteer programs could augment current efforts in such fields as lay group counseling, vocational preparation and utilization of existing community resources. The involvement of volunteers can also focus the attention of the citizenry on county and State problems in the correctional field.

Virtually no observer of the corrections scene would undertake a defense of the present status or efficacy of jails and local short-term correctional institutions confining persons for more than two days. Typically, jails contain a mixture of untried detainees, sentenced prisoners, destitute alcoholics and addicts. Generally, half of those confined have not been convicted of a crime. Physical facilities or capacities are often sub-standard for the needs of the jurisdiction. Therefore, diagnostic, educational, medical, rehabilitative and counseling services have been confined to a small proportion of the inmates who could benefit from such services. Female inmates are generally short-changed in county institutions. That the number of adolescent and adult female offenders is steadily rising on a nationwide basis has obvious implications for local jurisdictions. These populations have as a rule, received services designed primarily by men for men. Programs that address the problems of the women in corrections have yet to be identified and incorporated on a full-scale basis on the county level. Effective rehabilitation will not be realistically achieved, therefore, until such time as services determined appropriate for these target populations are integrated into county children's shelters and jail facilities.

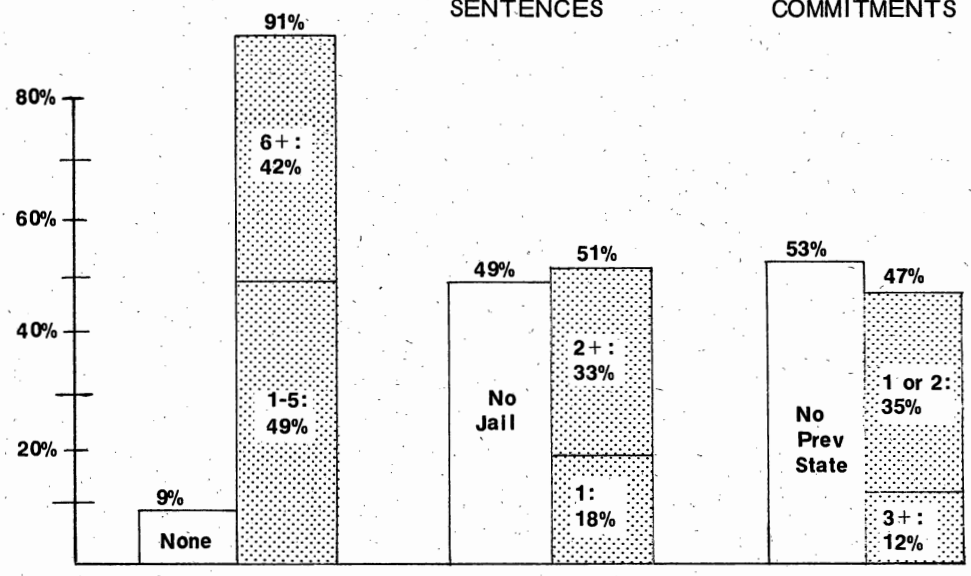
One of the most glaring defects in institutional correctional facilities is the lack of meaningful individualized rehabilitative programming, and especially the coordination of the efforts made in the institution with the follow-up supervision or aftercare. Since county jails are confronted with various types of human problems, many offenders require very distinct kinds of services that can only be provided effectively through specialized programs. Lacking these programs, however, an offender's problem often goes unnoticed in the county jails.

The Agency has supported efforts to improve the handling and rehabilitation of individuals within county jails. Some of the Agency's efforts have included projects for work release, group and individual counseling, vocational education, intake and classification systems and job placement.

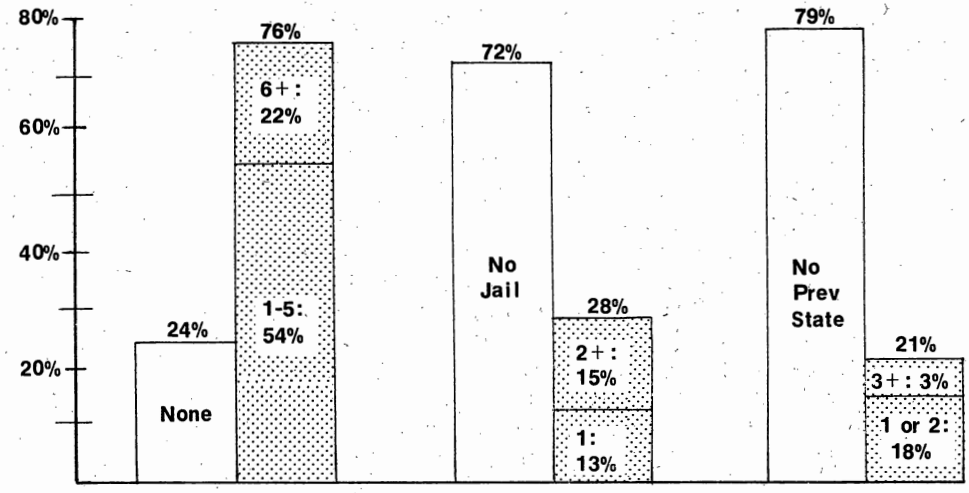
Unfortunately, an adequate, properly equipped and staffed local correctional institution that can

PREVIOUS CORRECTIONAL HISTORY:

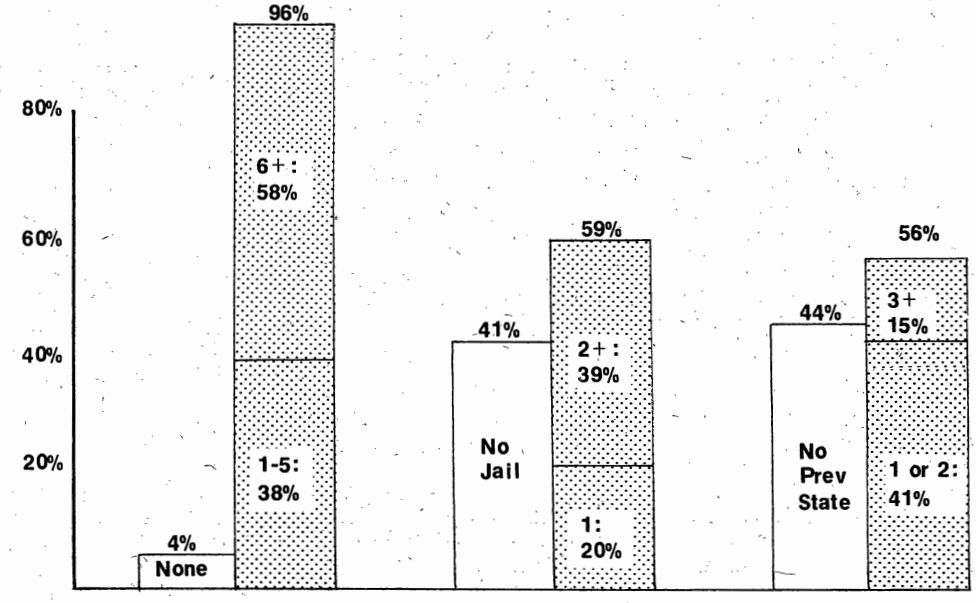
Among 5,846 Prison Offenders committed from the community and subsequently released from 1970 through 1975:



Among the 25% of the above offenders who were committed for
- –Gambling (14%) and
- –Rape, Manslaughter, or Murder (11%):



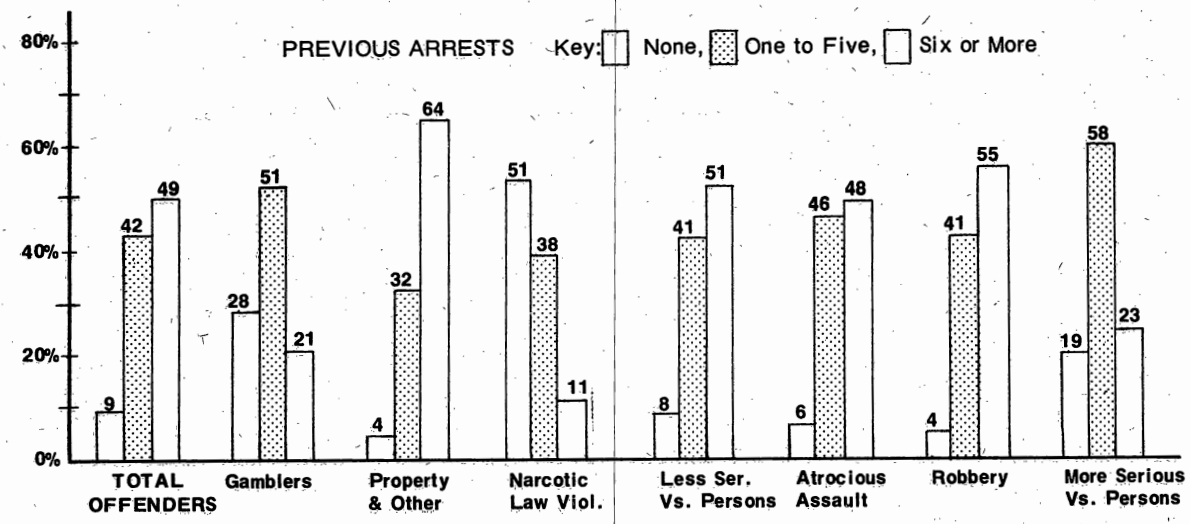
Among the 75% of the above offenders who were committed for
- –Property,
- –Narcotics, or
- –Less Serious Offenses against persons

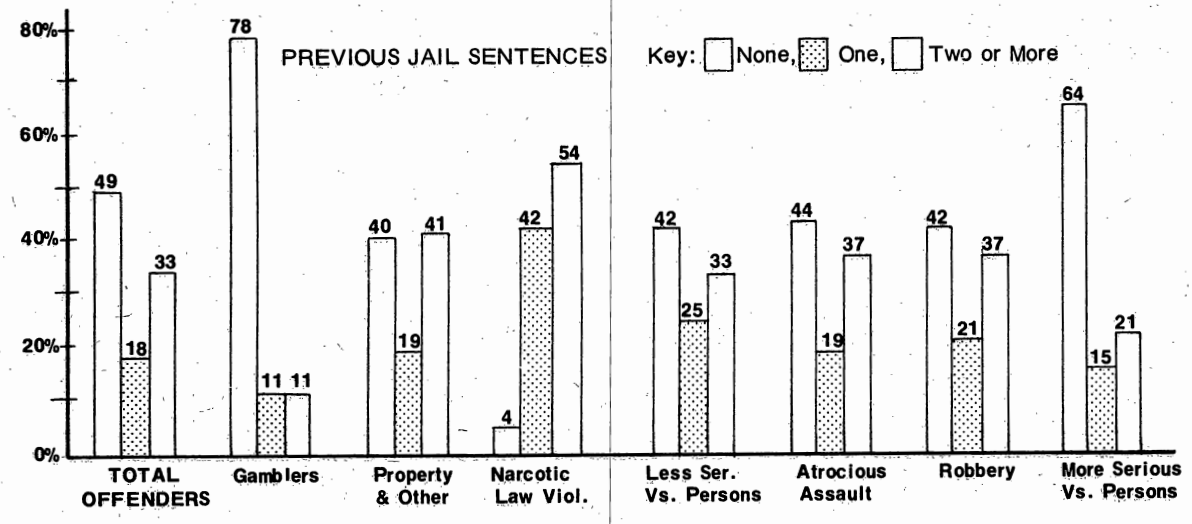


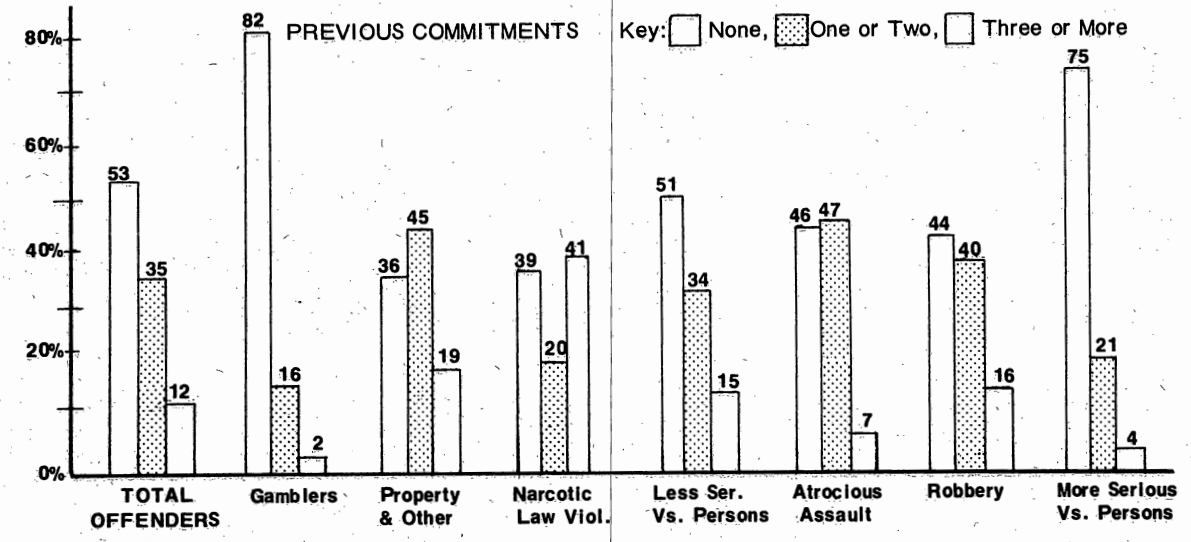
Extracted from document, The New Jersey Correctional Master Plan, New Jersey Department of Institutions and Agencies; November, 1976.

CORRECTIONAL HISTORY OF PRISON COMMITMENTS: Fiscal 1970-1975

(This graph details the data on the previous page)







Extracted from document, The New Jersey Correctional Master Plan, New Jersey Department of Institutions and Agencies; November, 1976.

meet modern program standards is beyond the financial means of most local governments. A totally State financed and managed correctional system is an alternative. A workable approach to this problem could be the development of regional correctional facilities designed for sentenced offenders to serve two or more jurisdictions in accordance with a statewide plan. State action would be required in those relatively few instances where inter-jurisdictional contracting authority is lacking and where the joint exercise of powers is not authorized. Strong State leadership to stimulate localities to entertain and establish regional correction facilities is essential. Statewide strategic planning for correctional facilities development and technical assistance also would be required.

Legal Services for Inmates

There are approximately 6,300 individuals incarcerated in State correctional institutions. Among these individuals, numerous legal problems relating to conviction, confinement and civil problems exist. As legal problems remain unresolved, inmate anxieties are aggravated, institution tension is increased and hostile attitudes toward the institution, the courts and the criminal justice process result.

The National Advisory Commission on Criminal Justice, in its report on corrections, specifies in Standard 2.2. (Access to Legal Services) that correctional agencies should provide inmates incarcerated in State penal and correctional institutions with access to legal assistance and that governmental authorities should furnish legal representation for indigent inmates. The Commission specifically enumerated the following situations in which legal representation would be available: 1) post conviction proceedings, 2) challenges to institutional conditions and treatment, 3) parole granting and revocation, 4) major disciplinary proceedings and 5) civil legal matters.

Inmate Advocacy

At present there are approximately 4,500 inmates in county facilities with sentences ranging from one month to a year, while 3,500 inmates in municipal facilities have been incarcerated for a period of one day to one month. Conditions in these facilities are generally poor and the State Office of Inmate Advocacy has detected the following problems to varying degrees in county and municipal detention facilities in New Jersey:

1. overcrowding;
2. unreasonable interference with inmate correspondence;
3. restrictive visitation procedures;
4. unnecessary restrictions upon inmate access to telephones;
5. unreasonable restrictions and at times total prohibitation of inmate access to books and periodicals;
6. nearly total absence of access to legal research materials;
7. absence of adequate recreational, educational and rehabilitative programs;
8. unconstitutional and arbitrarily administered disciplinary procedures and punishments for intra-institutional offenses, and
9. lack of adequate classification procedures to separate convicted and unconvicted persons and to separate those charged with serious crimes from those charged with minor crimes.

Preliminary investigations by the Office of Inmate Advocacy, based on a sample of 10 county correctional institutions, revealed the existence of one or more of the above problems in each institution. Some of the problems appeared to be amenable to resolution through negotiation of administrative remedies, while others may require litigation.

Presently there is no strong mechanism to insure compliance with certain standards consistent with State mandates as outlined in the Department of Institutions and Agencies Minimum Standards and Operating Procedures for County Correctional Institutions.

INSTITUTIONAL REHABILITATION NEEDS

There is need to consider:

- Expanded use of classification systems at county jails to provide more effective programming and decision-making.
- Providing adequate counseling for families that are disrupted by the confinement of one of its members in a correctional institution. Such counseling should support the family in the areas of pre-release planning and re-entry into the community.
- Improving medical facilities and their staffing within correctional institutions, in order to provide such basic necessary services as a physical examination for each incoming inmate and to provide necessary medical emergency services around the clock.
- Expansion and improvement of projects in correctional institutions to prepare offenders for employment and re-entry into society.
- Expansion of projects within correctional institutions that will more effectively promote the rehabilitation of drug addicts, chronic alcoholics and other such special offenders.
- Establishment of community aftercare services as components of the correctional institutions.
- Development of a pre-vocational orientation program that would include vocational adjustment services for all inmates prior to selection into training programs.

- Development of written standards and operational guidelines on programs within institutions serving special offender groups, including programmatic and facility standards, and on the relationship between program participation and community release decisions.
- Establishment of a unified plan of work, furlough and study release programs.
- Examination of the extent to which imate participation in institutional rehabilitation programs should be a condition of parole release.
- The feasibility of the absorption of the county correctional facilities into the State system.
- Effective space utilization planning in the county jail, as well as development of adjunct facilities for minimum security, e.g. work-release. Such planning should include increased space for interviewing efforts, as well as all-weather recreational facilities inside the security area, and for alternative correctional programming outside the confines of the present jail.
- Expansion of diagnostic and screening resources at the county jails to aid in rehabilitation.
- Expansion and improvement of rehabilitation programs in county jails, penitentiaries and workhouses; and improvement of local correctional facilities and programs in general.
- The continuation and expansion of services to inmates at State, county and municipal correctional and detention facilities as viable means of airing complaints and legally challenging adverse conditions of their confinement.

INSTITUTIONAL REHABILITATION — JUVENILE

In 1975, 1,200 juveniles were committed to a State correctional institution. This represented approximately six percent of the total number of formal adjudications entered and is a 20% increase over the number committed in 1974.

Treatment

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

The young women who are committed to the Training School at Jamesburg not only do not have specialized services, but there are insufficient female staff to supervise them. At one point male line officers and kitchen staff were temporarily assigned to the female juveniles. By early 1976, a year and a half after the Training School for Girls closed down, the female population had doubled causing severe overcrowding. The problems reached near crisis proportions during that time and the State has since taken measures to try to ameliorate the conditions.

Almost 400 juveniles are either in the Yardville or Annandale facilities of the Youth Correctional Institution Complex where they are together with men up to age 30. There are no specific activities for those who have been adjudicated as juvenile delinquents although both the guided group interaction programs and the camp satellites of Annandale are primarily for the younger offender (16-21).

The institutional experience is generally an isolated one, with little or no preparation for after the juvenile leaves the institution. Ongoing contact with families is not always the case; an exception is at the Training School at Skillman where juveniles may go home weekends. Skillman also provides a greater variety of differentiated therapeutic services for its population. Each juvenile is carefully screened to determine which program he will be involved in. Each cottage in which the boys are housed has its own specialized routine and therapeutic appoach. Skillman also has a substantial number of volunteers who bring specialized talents into the institution and who assist in activities ranging from tutoring to recreation.

Community Placements

A portion of the juveniles who have been committed to correctional institutions could be placed in smaller facilities either within or outside the community. A number of juveniles, due to the efforts of a State screening team, have been transferred to less confining situations. These have ranged from residential treatment centers to foster home placement to rejoining their families.

Also, the Office of Child Advocacy had discovered that juveniles were staying in correctional institutions beyond the time permitted by law for an adult who had been found guilty for the same offense. Safeguards are being developed to prevent this from happening.

INSTITUTIONAL REHABILITATION NEEDS — JUVENILE

There is a need to consider:

- The development of a wide range of service and

treatment methods within the State correctional institutions to meet the variety of problems and needs of juveniles committed. These would include educational programs for the severely learning disabled, including the mentally retarded youth; special treatment for the sex offender and for the violent juvenile.

- Sufficient staff and program resources for the female offender who must be committed to a correctional institution. Because females are a minority in the offender population, there must be constant vigilance to insure their needs are being met.
- Physical separation of juvenile from adult offenders in correctional institutions along with specialized programming for the juvenile population.
- The enrichment of an education program to incorporate the transfer of information to juveniles which will help them adjust to living outside the institution. This would include a knowledge of consumer and legal rights and familiarization with relevant community resources.
- Whenever possible the involvement of the juvenile's family in the rehabilitative process. This is especially critical where the juvenile is returning to the family after commitment is terminated.
- The expansion of volunteer activities.
- The development of a uniform classification system which insures that juveniles are placed in facilities appropriate to their needs.
- The careful review of the status of juveniles in institutions to insure they are not staying beyond the limits set by law.

NON-INSTITUTIONAL REHABILITATION

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

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

The most effective form of adult, non-institutional rehabilitation has been the offering of comprehensive vocational services, accompanied by necessary counseling, treatment and other supportive social services, both to post-adjudicatory and post-institutional offenders. In the past, however, these efforts on the local community level have been fragmented, not coordinated with the few community resources available and poorly funded in both the private and public sectors. For example, job development attempts have often been repetitive or competitive, rather than coordinated throughout the entire system.

Agency support in the area of adult non-institutional rehabilitation has included the following:

1. The establishment of counseling and job development services as a sentencing alternative for the court and a resource for corrections;
2. The involvement of business and labor communities in developing job opportunities;
3. The cultivation of supportive counseling and treatment services to assist in job placement and job retention;
4. Residential settings for work release, education and vocational training release and furlough release;
5. Out-patient drug treatment services;
6. "Hot-line" services for parolees and ex-inmates and their families in time of crisis;
7. "Half-way-out" pre-release testing to determine which need a more highly structured program than routine parole supervision.

Post Adjudicatory

More community-based treatment facilities should be established as alternatives to incarceration in youth and adult correctional facilities. These centers can be either residential or non-residential. They should provide rehabilitative services for offenders within their own communities if possible. More of these facilities should be started and administered within the community in order to provide judges with a disposition alternative that leads to rehabilitation.

Probation

The most frequent sentencing alternative utilized by the courts is probation. With increased concern about crime, reduction of recidivism and the best possible allocation of limited funds, continued and increased attention should be given to probation as a system and as a sentencing alternative. Much progress has been made toward improving probation services. Through the efforts of the Agency, the extensive use of volunteers as probation counselors

has been cultivated in five counties and is rapidly expanding throughout the State. Additional probation improvement programs have included intensified caseloads for offenders in need of specialized supervision, probationer job banks and youth probation centers. The Agency has also supported the probation personnel training program operated by the Administrative Office of the Courts.

Although the probation system has been significantly upgraded through Agency efforts, additional funds to provide specialized services for selected probationers at critical times are urgently needed. The probation service system has formerly had to rely almost exclusively on the availability of free educational, social, medical and psychological services and employment for use as aids in the readjustment and reintegration of adult and juvenile offenders. This inability to deal with personal and social problems when they are most critical contributed to delays in readjustment and failure to prevent delinquent behavior.

Despite Agency efforts, an additional probation problem area remains in that many probation departments are still unable to devote the time necessary to investigate thoroughly those factors contributing to an individual's delinquent behavior, nor do they have enough qualified personnel to perform diagnoses. Expanded training efforts are needed to meet the growing needs of a professional probation system.

The adaptability of contract programming to probation should be studied. Contract programming represents a giant step forward in the area of rehabilitation. It is a shift of emphasis from a calendar-oriented system to a behavior-change oriented system so as to insure that probation accomplishes its purpose of rehabilitation. The basic notion of "Modification of Probation Principles" (MOPP) is that rather than having individuals remain on probation for a stipulated period of time, it is wiser to have persons remain on probation until the accomplishment by such person of mutually agreed objectives. In this way, the rehabilitative purposes of probation can best be accomplished by injecting into the probationer some element of self-determination in regard to the length of such person's sentence.

Post Institutional

Non-institutional rehabilitation projects also should be designed to get the inmate out of the depressing and sometimes inhumane prison setting and into community-based facilities. Many individuals convicted of offenses have a high prospect of rehabilitation and should, therefore, be placed in an atmosphere most conducive to rehabilitation. This non-institutional setting will hopefully bridge the gap between institutionalization and release.

Half-way Houses

The individual released from a correctional institution, either State or local, faces many problems of adjustment, social and employment. The first few weeks of his new freedom are crucial in determining whether or not he will revert to his former criminal mode. One method of non-institutional rehabilitation is the creation of half-way houses to serve both paroled offenders and those released after serving a maximum sentence.

The rationale for programmed and supervised transitional residential centers is based on the premise that crime is a symptom of the failure and disorganization of the community, as well as the individual offender. The offender, more than anyone in society, needs motivation for acquiring a conventional role in a non-criminal setting; realistic opportunities for testing this role; and rewarding experiences associated with it.

A well operated halfway house can provide this "bridge". The objective would be to assist those individuals returning from imprisonment to adjust to normal community life. The staff would offer advice, guidance and assistance to rehabilitate former inmates so that they may become productive members of society. Lastly, the center would assist the individual in monetary matters.

Parole

Another area of non-institutional rehabilitation is parole, which falls under the auspices of the State Division of Correction and Parole. The purpose of parole is the reintegration of the offender into the community.

Parole officers are viewed as key actors in achieving this objective. But often parole officers are precluded from performing job placement, financial assistance and housing placement activities because of the volume of parolees assigned to them.

The State Law Enforcement Planning Agency has supported various parole projects. Some of the Agency's efforts have been directed to providing volunteer lawyer aides to counsel selected parolees on a one-to-one basis and to providing a base for parole as the manpower services agency for ex-offenders. Resource specialists have been established in District Parole Offices to aid parolees in locating and obtaining all community resources available to them, thereby providing a new dimension to traditional parole services. Projects have been initiated to concentrate on parolees with specific supervision problems (for example, parolees with a history of drug abuse).

NON-INSTITUTIONAL REHABILITATION NEEDS

There is need to consider:

- Continuation of community treatment facilities for offenders as alternatives to correctional institutions.
- Community-based comprehensive treatment and vocational programs for offenders.
- Understanding of, cooperation with and reinforcement by family members of any non-institutional rehabilitation program, including rehabilitative services to families as a whole, rather than only to the offender.
- Conducting additional experimental and research projects under the general topic of innovative probation services.
- Continuing research activities to improve the quality of services provided to probationers, including a research effort into the adaptation of contract programming to probation (MOPP).
- Continued expansion and improvement of available probation services, e.g., expanded use of citizen volunteers.
- Increasing the capability of probation in securing additional diagnostic services for selected offenders.
- Redefinition of the role of probation in light of such concerns as diversion, intake screening, bail programs, etc., to provide the best possible services at various points in the system.
- Development of ex-offender employment programs, such as vocational service center projects, job banks and other ex-offender assistance services.
- Improved halfway houses for ex-offenders, including those with prior drug problems.
- Expansion of representation to offenders in parole hearings where parole revocation could occur.
- Reexamining the purpose, scope and services provided by parole.

NON-INSTITUTIONAL REHABILITATION—JUVENILE

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

Probation

The greatest number of juveniles are placed under probation supervision. Information on the characteristics of juveniles who are placed on probation is just beginning to be gathered. The annual report prepared by Probation, Research and Developoment showed that during 1974-1975 11,655 juveniles were placed on probation with total caseloads varying from 60 to 1,100 in the different counties. JINS offenders were 20% of the probationers.

The probation officer's role is a complex one. On the one hand he or she must supervise the juvenile to make sure the probation is not violated either through the commission of an offense or through a failure to meet specific conditions attached to the probation disposition. At the same time the probation officer also acts as a counselor and resource person who should guide the juvenile to community services which will be of benefit. Typically the probation officer has an unwieldy juvenile caseload which does not leave sufficient time to provide the kind of attention a juvenile may need.

Attempts have been made through the development of projects for volunteers in probation, specialized caseloads and the development of educational and vocational resources within a probation department to make services more readily available to probationers. As discussed under the Prevention section, often the services available in a community to meet the needs of juveniles and their families are insufficient, even for those who have had no contact with the juvenile justice system. A number of these projects have been State Law Enforcement Planning Agency funded; others, particularly the volunteer components have been initiated by the counties without federal funding assistance. A recent study completed on probation volunteer programs in Michigan concluded, however, that no positive changes in the behavior of juvenile probationers resulted from the volunteer involvement. However, as with a number of specialized programs in the juvenile justice system, it is difficult to evaluate meaningful immediate or long-term effects on the behavior of the individuals involved in the projects.

Community Facilities

The Division of Correction and Parole runs several community treatment and residential group centers, placement in which is utilized by the court as a condition of probation. Four conform to the guided group interaction model of therapy and have very selective admission criteria. The other three centers offer services to the 14-16 age group with a wider range of characteristics but for a long time there was difficulty in filling these facilities. There appears to be a problem where a State-run facility limits its population to the juveniles in the jurisdiction where it is located. It may be that the program is not accepted by the court as a local facility but rather as some unknown quantity "run by the State".

Residential Placement

Approximately 130 residential resources are utilized by the Division of Youth and Family Services for juveniles placed under its care as a result of a

court adjudication. In 1975 this numbered approximately 1,100. Two-fifths of the facilities in which the Division of Youth and Family Services children are placed are outside the State, some as far away as Idaho. A report in March of 1976 showed that nearly a third of the Division of Youth and Family Services residential caseload were in those facilities. These figures are for the entire caseload, not specifically those who were placed under supervision based on an adjudication. The differentiation is not now made on the Division of Youth and Family Services records although the Bureau of Research is in the process of doing a study of a sample population to gain this and other information.

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

The very fact of the physical distance between the out-of-state facilities and New Jersey has made it difficult to gauge both the progress of the child as well as the quality of the services provided. During the last year a series of evaluations of all facilities, both within New Jersey as well as out-of-state, have begun to assess the standard of services provided. This assessment has resulted in the termination of referrals to some facilities. There may also be problems in keeping abreast of the way juveniles are handled on a day-to-day basis in these facilities, as it may be possible that procedures of the out-of-state facility could have a New Jersey status offender spending time in a lock facility.

At times, in the unrestrictive environment of residential facilities, a juvenile may become violent and staff will not be able to contain the behavior without outside police intervention. If the behavior continues, the facility may have to sign a complaint against the juvenile and have him or her held in a detention facility. It has been recognized that this is not a suitable alternative but there are really no other resources for this situation. Even the detention facility may refuse to accept the juvenile if the juvenile originally was not committed from the particular county.

Although group homes serve an established need, they generally confine their intake to juveniles who have not had previous placement in institutions or residential facilities. A juvenile who is paroled from an institution or who no longer needs the structure of a residential treatment facility may continue to need more support than the family can provide.

As mentioned, juveniles may spend an inordinate amount of time in detention or shelter awaiting placement. In addition to the difficulty in finding an appropriate placement for a juvenile, the Division of Youth and Family Services may be having trouble obtaining educational funding from the juvenile's school district in order to provide a sufficient funding package for residential placement.

Another problem affecting juveniles who are in residential placement is that they can be held indefinitely until age 18 (N.J.S.A. 2A:4-62(b)) as opposed to the three year limitation on correctional commitments (N.J.S.A. 2A:4-61(h)).

A very comprehensive study of long-term residential care in New Jersey was conducted by the Citizens' Committee for Children. This report details a number of recommendations together with an in-depth analysis of the programs.

A substantial number of non-residential resources, already discussed under Prevention and Diversion, may also be utilized as forms of non-institutional rehabilitation. Some residential facilities are running effective programs but do not have the staff to capitalize on this to expand their operations to a non-residential population.

Parole

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

NON-INSTITUTIONAL REHABILITATION NEEDS—JUVENILE

There is a need to consider:

- An evaluation of the juvenile probation system to determine how a probation officer can better function in his/her role.
- The development of innovative probation projects which provide more specialized involvement with the juvenile and his/her family.
- The development of locally-run facilities, both privately and State run, to revamp the services offered to accommodate those juveniles who would ordinarily be placed out-of-state.
- More frequent review of the out-of-state facilities to determine whether quality of services is acceptable.
- Expansion of review of the status of juveniles placed in and out-of-state to insure appropriate treatment and care.

- The development of a continuum of residential facilities, to include a short-term secure environment for juveniles who cannot be contained in a residential facility and to also include group homes for juveniles who are not ready to return home or to a totally independent living arrangement. Safeguards should be built in to insure that juveniles do not remain for unreasonable amounts of time in the secure environments.
- Expansion of the capability of residential facilities to incorporate day treatment components.
- Development of a more efficient method of expediting educational financing for residential placement.
- Development of a system of periodic review and recall before the court for juveniles in residential placement.
- Consolidation of parole supervision under one administrative body.
- Expanded parole services.
- Establishment of mechanism to have a parole officer involved with a juvenile sometime prior to parole release.

The above problems and/or needs in the area of *Institutional and Non-Institutional Rehabilitation* were cited by the Administrative Office of the Courts, Department of Health, Department of Institutions and Agencies, Department of the Public Advocate, and the Division of Narcotic of Drug Abuse Control and by the following local criminal justice planning units: Atlantic City/County, Camden City/County, City of East Orange, Essex County, Gloucester County, Hudson County, Jersey City, Mercer County, Middlesex County, Morris County, Newark, Ocean County, Passaic County, Plainfield, Trenton and Union County.

C THE ANNUAL ACTION PROGRAMS

Descriptions of the individual programs include only the objectives, subgrant data and budget for each program. The strategy for implementation and monitoring of each program may be found in the **Applicants Guide—1977.** *Sections entitled "Relationship to Problem Analysis and to Multi-Year Budget Forecast" and "Relationship to Standards and Goals" have not been printed this year.*

The chart below is a cross-reference of the 1977 Action Programs to the 1976 Programs. Assignments by Operations Unit desks follow this listing.

CROSS REFERENCE OF 1977 PROGRAMS WITH 1976 PLAN

1977 Program Number	1977 Program Title	1976 Program Number(s)
A-1	Continuation of State Level Program, Monitoring & Evaluation Capability	A-1
A-2	In-Service Training for Police Officers	A-3
A-3	Educational & Professional Development for Criminal Justice Personnel	A-4
A-4	Recruitment, Selection & Upgrading of Criminal Justice Personnel	A-5
A-5	Specialized Training of Court Profesionals & Supporting Judicial Personnel	A-6
A-6	State Advisory & Training Services for Local Corrections	A-7
A-7	Therapeutic Retention of Students in Local Public Schools	A-10
A-8	Community Youth Services Programs	A-8
A-9	Residential Facilities for Juveniles in Need of Supervision & Community Treatment Facilities for Juvenile Delinquency	A-9
B-1	Increase Police Patrol Effectiveness	B-1
B-2	Crime Specific Priority Targets	B-6
B-3	Establishment & Continuation of Public Housing Security Units	B-3
B-4	Prevention of Crime Through Improvement of Combined Police-Community Efforts	B-4
B-5	Establishment of Regionalized Narcotic & Organized Crime Investigation/Prosecution Units	B-10
B-6	Increase Police Efficiency by Improved Communication Methods	B-7
B-7	Mass Transportation Crime Target Hardening Demonstration Project	A-2
B-8	Statewide Expanded Specialized Investigation of Organized Crime	B-11
B-9	Increased Crime Laboratory Services	B-12
B-10	Major Crime Fugitive Squad	NEW
C-1	Improvement of Police Services to Juveniles	C-1
C-2	Community Resource Systems for Treatment of Adult Drug & Alcohol Offenders	C-2
C-3	Improvement & Expansion of Juvenile & Domestic Relations Court Intake Screening	C-3
C-4	Municipal Court Management & Improvement Program	C-4
C-5	Improvement of Services & Information Programs for Victims, Witnesses & Jurors	C-5
C-6	Pre-Trial Service Programs	C-6
C-7	Improvement of Juvenile Probation Services	C-7
C-8	Prosecutor's Office Management Improvement	C-8
C-9	Utilization of Technological Resources within the State Court System	C-9
C-10	Office of Public Advocate Activities	C-10

1977 Program Number	1977 Program Title	1976 Program Number(s)
C-11	Continued Support of Statewide Court Activities	C-11
C-12	Improved Appellate Capability	NEW
D-1	Local Correctional Institution Rehabilitation System Management & Service Delivery	D-1
D-2	Improvement of Juvenile Detention & Shelter Care Practices	D-2
D-3	State Correctional Support Program	D-3
D-4	State Correctional Education Programs	D-4
D-5	State Correctional Treatment Programs	D-5
D-6	Development of Programs to Improve Assistance to Adult Offenders Released to the Community	D-6
D-7	Community Based Adult Residential Facilities & Programs as Alternatives to Incarceration	D-7
D-8	Improvement of Parole Decision-Making	D-8
D-9	Alternatives to Enable Separation of Juvenile from Adult Offenders in State Correctional Institutions and to Insure Deinstitutionalization of Status Offenders	D-9

PROGRAM ASSIGNMENT BY OPERATION DESK

Adult Corrections and Rehabilitation	Courts and Ancillary Services	Juvenile Justice and Delinquency Prevention	Police
A-3	A-6	A-7	A-2
A-4	C-2	A-8	B-1
A-5	C-6	A-9	B-2
C-4	D-1	C-1	B-3
C-5	D-3	C-3	B-4
C-8	D-4	C-7	B-5
C-9	D-5	D-2	B-6
C-10	D-6	D-9	B-7
C-11	D-7		B-8
C-12	D-8		B-9
			B-10

Program A-1 will be administered by the Planning Unit.

A. LEGISLATION, SUPPORT SERVICES AND PREVENTION

PROGRAM A-1: Continuation of State Level Program Monitoring and Evaluation Capability

OBJECTIVES:

To provide a capability within major State criminal justice agencies to assess the effectiveness of operational components for purposes of modifications to achieve efficiency and to justify objectively budget requests for State and federal support.

To incorporate within major State criminal justice agencies the administrative capability to account for expenditures of funds for diverse federal grants effectively and expeditiously and to initiate the required reports for maintenance of accountability.

To establish the staff expertise required to plan for long term operational change unencumbered by the pressures of immediate crises reactions.

SUBGRANT DATA:

State agencies will be the only eligible applicants. Proposals for initial or continuation funding will be considered on the basis of demonstrated need. Subgrants will range between $25,000 and $40,000 with smaller grants possible to supplement ongoing efforts. Initially, carryover funds from 1976 will be utilized to develop these projects. The carryover funds will be supplemented with 1977 funds from this current plan to support projected continuation needs, contingent on successful completion of the initial grants.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$105,000	$11,667	10%

PROGRAM A-2: In-Service Training for Police Officers

OBJECTIVE:

To improve the performance of 1,000 patrol officers by providing 40 hours of annual in-service training within four selected agencies.

SUBGRANT DATA:

Five in-service training projects will be implemented. The maximum for each subgrant will be $50,000. Priority considerations will be given to regional projects, particularly countywide efforts. Applications will be reviewed from other police agencies that demonstrate the ability to provide the type of training required.

Grant funds may be used for the following purposes:

a. Direct training costs—This includes the cost of books, supplies, films or other items justified as needed for training. Funds may also be used for instruction where it does not supplant existing staff assigned for this purpose.

b. Indirect training costs—Grant funds may be used to help defray the per diem cost of replacing a duty officer on training. The use of funds for this purpose will be on a straight salary basis (no overtime rate) and will be completely documented with time and attendance records showing the trainee's attendance in training and the substitute covering the trainee's post. It is anticipated that training grants will be for one year only.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$250,000	$27,778.	10%

PROGRAM A-3: Educational and Professional Development for Criminal Justice Personnel

OBJECTIVES:

To continue upgrading the performance of criminal justice personnel by providing specialized training experiences. Based on prior years experience, it is estimated that 5,000 members of the criminal justice system will receive some form of training.

To provide training for criminal justice specialists where previous training efforts have been minimal or non-existent.

To develop at least 25 programs focusing on areas of operation requiring current knowledge and highly developed skills.

SUBGRANT DATA:

Carryover funds will be available to support programs to some extent in all four areas.

Police training projects will be allocated $180,000.

Adult Corrections and Rehabilitation local/state projects will be allocated $50,000.

Prosecution and defense projects will receive $100,000.

Juvenile Justice and Delinquency Prevention projects will receive $99,000.

It is anticipated that a total of 25 projects will be funded. Efforts will be made to insure that a total, balanced training program is achieved.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$429,000	$47,667	10%

PROGRAM A-4: Recruitment, Selection and Upgrading of Criminal Justice Personnel

OBJECTIVES:

To develop an assessment center for evaluating the promotion potential of administrative and policy making municipal police officials.

SUBGRANT DATA:

The New Jersey Department of Civil Service will be the sole applicant. This pilot developmental grant is expected to be a one year project.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$50,000	$5,556	10%

PROGRAM A-5: Specialized Training of Court Professionals and Supporting Judicial Personnel

OBJECTIVES:

To maintain and expand a variety of comprehensive training projects for the judiciary and other court personnel.

To provide for at least 20 specialized training activities, conferences, seminars and courses for the judiciary and supporting personnel.

To establish a New Jersey College for Continuing Judicial Education.

SUBGRANT DATA:

The Administrative Office of the Courts will be the sole applicant.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$165,000	$18,334	10%

PROGRAM A-6: State Advisory and Training Services for Local Corrections

OBJECTIVES:

To continue to provide State inspection and technical assistance services for local correctional facilities, programs and operations by conducting at least an annual inspection of every local jail, penitentiary, workhouse, municipal lockup and juvenile detention facility and by responding to each request for additional technical assistance.

To continue both regionalized and centralized training for a minimum of 400 line and supervisory county correctional staff. This includes a minimum of 80 hours basic training for all new staff and a minimum of 40 hours advanced training for experienced and first line supervisory staff.

SUBGRANT DATA:

The Department of Corrections is the sole eligible applicant. Funds are not indicated from the 1977 Plan, but application may be made under the 1976 Program Area A-7 to continue the Expansion of Services to Counties Project in an amount up to $40,000 and a maximum of $90,000 is provided for continuation of the Department of Corrections' County Correction Officer Training Program.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
*Total Part E Block Support	-0-	-0-	-0-

PROGRAM A-7: Therapeutic Retention of Students in Local Public Schools

OBJECTIVES:

To increase to ten the number of school districts where programs have been developed through assistance from this program area.

To provide mechanisms within local school districts to reduce disruptive behavior, vandalism and truancy within public schools.

To create projects, the aims of which are to prevent the expulsion and suspension of students from the public schools.

To develop alternatives and activities within school systems for those juveniles who would otherwise be suspended or expelled from the ongoing school program.

SUBGRANT DATA:

Three previously funded projects will be continued and four new projects within local school districts will be funded.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total JJDP Act Funds	$220,000	$24,445	10%

PROGRAM A-8: Community Youth Services Program Objectives

OBJECTIVES:

To establish specific referral relationships with police, juvenile court intake units, probation and local schools.

To provide agencies in the community that serve to divert youth from the criminal justice system by providing advocacy, crisis intervention and other needed services.

To develop an intervention plan with the youth for each individual referred.

To develop an information (tracking) system which enables Agency personnel to follow the treatment progress of each client, whether being serviced in-house or by an outside agency.

To coordinate and utilize existing social, medical and rehabilitative services and encourage system change/modification for improving services to youth.

It is projected that 17 youth service bureaus and up to four youth service bureau type programs will be operational in the 1977 Plan. They will provide services to at least 24,000 youths, including concentrated services to more than 7,000. Two additional projects are continuing without the support of the State Law Enforcement Planning Agency funds.

SUBGRANT DATA:

Up to 20 grants will be available for continuation of previously funded projects which have demonstrated success by meeting stated goals. This will include up to $40,000 to the Department of Human Services, Division of Youth and Family Services for the Youth Service Bureau in Camden. One new project will be funded.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$1,027,850	$114,206	10%
Total JJDP Act Funds	$245,000	$27,223	10%
TOTAL	$1,272,850	$141,429	

PROGRAM A-9: Residential Facilities for Juveniles in Need of Supervision and Community Treatment Facilities for Juvenile Delinquents

OBJECTIVES:

To provide homelike placements for juveniles who cannot be situated in traditional foster home settings and who should not be placed in institutional facilities.

To expand the total number of community group care homes initiated with State Law Enforcement Planning Agency funds to 16 serving 160 to 180 juveniles. Program funds for this year will support up to two new group homes serving at least 20 juveniles.

To bring the total number of State Law Enforcement Planning Agency initiated community residential treatment facilities to ten. Program funds for this year will support up to four residential centers with a capacity to serve 100 to 125 juveniles.

To upgrade the programs and services within private institutions and residential facilities for juveniles.

To maintain a six month delinquency free experience in community residential centers and a six month delinquency free period in the community after discharge for up to 200 juveniles with a history of chronic delinquency, as defined by formal arrest and charge.

To return to family and school of origin up to 150 children from group homes with prospects for a prolonged, stable and socially acceptable adjustment.

To reduce commitments to State training schools in percentage ratio to cases adjudicated in the jurisdictions served.

SUBGRANT DATA:

Continuation grants for group homes will be made upon a need basis and will not exceed $15,000 each. Initial awards for new group homes will not exceed $30,000; new residential centers will be funded to a maximum of $150,000 each and previously funded residential centers will be awarded continuation grants up to $75,000 each. Up to $35,000 will be made available to the Division of Youth and Family Services for the continuation of its project to provide technical assistance for upgrading residential facilities.

Group homes will be funded to jurisdictions in accord with specific needs for services as justified by the Division of Youth and Family Services. New residential treatment centers will be funded in jurisdictions that evidence the greatest need for service, substantially documented community and public agency support and a potential for assumption of ongoing cost. Preference will be given to cooperative efforts by the State and local governments to develop residential treatment centers for the seriously disturbed juvenile offenders.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$402,850	$44,762	10%
Total JJDP Act Funds	$100,000	$11,112	10%
PROGRAM TOTAL	$502,850	$55,874	

B. DETECTION, DETERRENCE AND APPREHENSION

PROGRAM B-1: Increase Police Patrol Effectiveness

OBJECTIVES:

To achieve an increase in the number of on-scene arrests through the more effective deployment of existing police manpower.

To conclude more arrests with process to grand jury. (Percentage of total arrests).

To introduce Spanish speaking dispatchers in municipalities with significant Spanish speaking populations.

To increase the number of police patrol hours through the introduction of civilian personnel to perform administrative tasks.

SUBGRANT DATA:

Up to three third year computer continuation grants not to exceed $15,000 will be available. Up to three second year computer continuation grants will be available not to exceed $20,000 each.

$80,000 will be available for two new civilian dispatcher projects for a maximum of $40,000 each project.

$10,000 will be available for a final continuation of the crime analysis grant awarded in 1976.

Up to $50,000 will be available to continue the tactical patrol demonstration project for the final year.

Up to $150,000 will be available for a final continuation of the Newark Tactical Patrol Unit.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$380,000	$42,223	10%

PROGRAM B-2: Crime Specific Priority Targets

OBJECTIVES:

To continue the five Sex Crime Analysis Units funded in 1976 in order to meet the following sub-objectives:

1. To increase the proportion of reported rapes as compared to the previous year.
2. To increase the number of rape charges pressed to prosecutions in the jurisdictions served as compared with the previous year.
3. To increase the rate of convictions for rape as compared with the previous year.
4. To maintain the dignity of the victim through humane treatment.
5. To reduce the incidents of rape in the long term (3 years) by increasing the certainty of arrest and conviction.

To establish two specialized robbery investigative units in order to meet the following sub-objectives:

1. To stabilize the rate of robbery in two cities by utilizing police resources consisting of crime analysis, patrol, intensive follow-up investigation, public education and prosecution.
2. To increase the clearance rate by ten percent of reported robberies by effective apprehension and prosecution.
3. To insure proper case development and case turn around time by utilizing a prosecutor assigned to the unit.
4. To analyze robbery trends and disseminate information to supportive patrol resources.

SUBGRANT DATA:

Two grants will be available to cities with populations of over 100,000 to initiate robbery investigation projects. The maximum amount of funds for each project will be $123,500. Priority consideration will be given based on the occurrence of robberies and the ability to implement the project.

Five final continuation grants will be available to those counties initiating Sex Crime Analysis Units in 1976. The maximum amount of funds available for each project will be $20,000.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$347,000	$38,556	10%

PROGRAM B-3: Establishment and Continuation of Public Housing Security Units

OBJECTIVES:

To reduce the occurrence of crime and vandalism within affected public housing areas by five percent as compared with the previous year.

To increase the opportunity for residents of public housing to live in safe and secure conditions as measured through victimization studies.

To institutionalize enforcement services in public housing areas as an integral component of local police service, with emphasis on senior citizen housing projects.

SUBGRANT DATA:

Camden, Passaic, New Brunswick and Long Branch will be eligible for final continuation grants from $30,000 to $50,000.

The units established in 1976 will be eligible for continuation grants from $30,000 to $50,000.

Priority has been given to high density, high crime rate housing projects with crime rates that exceed the norm for the respective municipalities. No funds will be provided for regular police salaries in the public housing security units. (However, regular police participation in this project is essential).

Five senior citizens closed-circuit television surveillance projects will be implemented at a maximum of $8,000. each.

Eligibility for grants requires a firm statement of assumption of cost intention.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$460,000	$51,112	10%

PROGRAM B-4: Prevention of Crime Through Improvement of Combined Police-Community Efforts

OBJECTIVES:

To reduce residential and commercial breaking and entering and larceny in each participating jurisdiction by five percent as compared with the previous year.

To enlist up to 15,000 citizens, including the elderly, in crime prevention programs in cooperation with police departments.

To return a demonstrated, significant quantity of stolen property that would ordinarily be unreturned to victims.

To assess up to 2,000 crime scenes for victim crime prevention counseling.

To reach up to 30,000 citizens, with special emphasis on the elderly, in general crime prevention demonstrations.

To enact new or renewed security ordinances in five grantee municipalities.

SUBGRANT DATA:

Up to 10 municipalities will be eligible for projects. Consideration will be given to combinations of units of government for consolidated units. No police salaries will be provided with grant funds. The range for each subgrant will be $15,000 to $20,000. A total of $35,000 will be available to the New Jersey Police Training Commission to expand a Statewide crime prevention coordination and training effort.

Subgrantees are expected to assume project costs after one year of grant support.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$240,000	$26,667	10%

PROGRAM B-5: Establishment of Regionalized Narcotic and Organized Crime Investigation-Prosecution Units

OBJECTIVES:

To increase the number of indictments secured for the sale of hard core narcotics and/or crimes associated with organized crime as compared with the previous year.

To increase the volume of hard narcotics confiscated as compared with the previous year.

SUBGRANT DATA:

The two units started in 1976 will be eligible for continuation grants not to exceed $40,000. These continuation grants will terminate federal monetary support for the projects.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$80,000	$8,889	10%

PROGRAM B-6: Increase Police Efficiency By Improved Communication Methods

OBJECTIVES:

To reduce the time it takes for response to calls for service in those counties improving communications capability.

To improve the use of existing frequencies by providing professional technical assistance in the development of improved communications systems in at least 35 jurisdictions.

To develop a common statewide tactical frequency to be utilized by all segments of law enforcement.

To attempt to reduce radio base station congestion by providing central dispatch centers multi-base station networks.

SUBGRANT DATA:

Priority consideration will be given to those projects that are countywide central dispatch approaches. Two counties will be eligible for a maximum of $235,000 per project.

Second priority will be given to jurisdictions with populations exceeding 20,000 that can demonstrate a need for communications improvement to solve a problem where it is not practical to consolidate or join an existing network.

The State Frequency Coordinator will be eligible for a continuation grant of $40,000. Funds will be utilized for engineers, clerical support and transportation.

Up to $90,000 will be made available to implement the statewide tactical frequency.

All prospective subgrantees must provide information containing a plan for the jurisdiction to augment the grant with local funds to insure an improved communications system if the amount deemed necessary exceeds the grant award.

All prospective subgrantees must utilize the technical resources of the State radio frequency coordinator and the State Law Enforcement Planning Agency staff in the assessment of the existing radio system.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$600,000	$66,667	10%

PROGRAM B-7: Mass Transportation, Crime Target Hardening Demonstration Project

OBJECTIVES:

To increase ridership at the demonstration site.

To decrease crime and vandalism at the demonstration site by ten percent.

To demonstrate an effective target hardening technique and insure transferability to other transit facilities.

SUBGRANT DATA:

The New Jersey Department of Transportation will be eligible for a $50,000 grant to implement this project.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$50,000	$5,556	10%

PROGRAM B-8: Statewide Expanded Specialized Investigation of Organized Crime

OBJECTIVES:

To increase and expand the capabilities of State level law enforcement agencies within the State of New Jersey to detect, investigate and apprehend individuals involved in the specific organized crime related areas of arson and labor racketeering.

SUBGRANT DATA:

$149,000 will be made available to the Department of Law and Public Safety, Division of State Police, to continue the activities of the Labor Racketeering Unit and $189,000 to continue and expand the Arson Unit.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$338,000	$37,556	10%

PROGRAM B-9: Increased Crime Laboratory Service

OBJECTIVES:

To increase the number of forensic laboratory examinations completed through the expanded laboratory capability.

To decrease the time between a request for laboratory examination and the issuance of a report.

SUBGRANT DATA:

The Division of State Police will be the only eligible applicant.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Part C Funds:			
Construction	$350,000	$350,000	50%
Block Grant	$125,000	$ 13,889	10%
PROGRAM TOTAL	$475,000	$363,889	

PROGRAM B-10: Major Crime Fugitive Squad

OBJECTIVES:

To increase significantly the proportion of fugitives arrested and returned to appropriate jurisdictional control as compared with the previous year.

SUBGRANT DATA:

Because of the nature of the program, there will be only one eligible subgrantee, the Division of State Police within the Department of Law and Public Safety.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$225,000	$25,000	10%

C. DIVERSION AND ADJUDICATION

PROGRAM C-1: Improvement of Police Services to Juveniles

OBJECTIVES:

To develop and implement programs within police departments that will promote a fair, consistent and understanding approach in the handling of juveniles.

To establish separate juvenile aid bureaus as part of local police departments.

To have available counseling and referral services within the juvenile aid bureau for those juveniles who have had police contact but have no complaints signed against them. These services will be provided by professionally trained counselors who will be responsible for the identification of specific juvenile problems as well as direct treatment and referral services for those juveniles who volunteered for these services.

To prevent further contact with the juvenile justice system for those young people whose problems would more appropriately be handled by direct service staff and/or other resources.

To establish a total of 45 projects within police departments to serve a minimum of 6,500 juveniles per year.

SUBGRANT DATA:

Up to 12 projects will be awarded second or third year continuation funding.

Up to three new projects will be funded at up to either $25,000 or $50,000 for each project depending on the need, population and existing services.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$487,850	$54,205	10%
Total JJDP Act Funds	$100,000	$11,112	10%
PROGRAM TOTAL	$587,850	$65,317	

PROGRAM C-2: Community Resource Systems for Treatment of Adult Drug and Alcohol Offenders

OBJECTIVES:

1976 Programs:

To provide for the systematic processing of at least 200 substance abusers referred from the criminal

justice system through intake, evaluation, detoxification, referral/placement and follow-up by providing funding assistance for one Central Intake Unit.

To support four Vocational Adjustment Units to serve 265 substance abusers through evaluation of academic and vocational skill potential, development of acceptable work habits and attitudes and effecting academic, vocational or employment placement for each client.

To fund two out-patient components attached to Community Health Centers, providing readjustment services for a minimum of 300 parolees with emotional and psychological problems.

To purchase short-term, residential non-medical detoxification services for 1,800 court referred male and female alcoholic offenders by continued support for five social detoxification units.

1977 Program:

To continue four social detoxification projects and to provide detoxification and short-term treatment for 700 alcoholic offenders referred from the courts and probation.

To continue funding one out-patient component attached to a community health center, providing readjustment services to a minimum of 100 institutional releasees.

SUBGRANT DATA:

Alcohol Component:

Funds not to exceed $110,000 will be utilized for third and final funding for the Essex and Camden Social Detoxification projects from the 1976 Plan.

Funds from the 1976 Plan in an amount up to $150,000 will be provided for continuation funding of three projects initiated under the 1975 Plan. Tentative plans for funding include Atlantic County, up to $55,000; Salem County, up to $30,000 and Middlesex County for a maximum of $65,000.

The 1977 Program will be limited to continuation funding of social detoxification projects initiated under the 1975 Plan and not receiving 1976 support, as follows: Morris County, up to $75,000; Somerset County, up to $45,000; Burlington County, to a maximum of $25,000; and Ocean County, up to $75,000.

Drug Component:

Funds from the 1976 Plan up to the total amount of $250,000 will be utilized for final funding of the PUADA project and continuation of vocational adjustment units funded under the 1975 Plan.

Should a central intake unit be initiated under the 1975 Plan, up to $35,000 will be considered for final funding utilizing 1976 funds.

Funding from the 1977 Plan will not be required for this program component.

Mental Health Component:

Carryover 1976 funds not to exceed $45,000 will be provided for final funding of the Mercer Community Readjustment project.

Funding of up to $50,000 will be provided from the 1976 Plan to initiate one additional readjustment unit. Final continuation funding not to exceed $55,000 will be provided under the 1977 Plan for this project.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$294,500	$32,723	10%

PROGRAM C-3: Improvement and Expansion of Juvenile and Domestic Relations Court Intake Screening

OBJECTIVES:

To aid in providing juvenile and domestic relations courts with intake units which can screen approximately

110,000 potential complaints filed yearly against juveniles charged with delinquent and JINS offenses.

To reduce by 25%-35% the number of complaints formally adjudicated by the juvenile court judge through referrals to community resources including juvenile conference committees, youth service bureaus, social, medical, mental health, vocational and educational agencies and through the use of pre-judicial conferences.

To increase significantly the amount of time available to the court to service the serious juvenile offenders.

To reduce the number of juveniles inappropriately placed in detention and shelter care through strict adherence to statutory requirements regulating such custody.

SUBGRANT DATA:

Funds will be available to the counties to continue up to 12 intake units.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$437,850	$48,650	10%
Total JJDP Act Funds	$100,000	$11,112	10%
PROGRAM TOTAL	$537,850	$59,762	

PROGRAM C-4: Municipal Court Management and Improvement Program

OBJECTIVES:

To institutionalize the concept of professional court administration within several municipal courts, thereby improving case flow and reducing delay.

To improve court efficiency by establishing units to resolve family and neighborhood disputes; significant diversion of appropriate cases will result and members of the public will be better served in times of stress.

To demonstrate that defender services to the indigent will be improved by regionalization of services to the municipal courts.

SUBGRANT DATA:

The City of Camden will be eligible for $75,000 to continue its multi-faceted project.

Atlantic County will be eligible, with the Office of the Public Advocate, for final funding of $100,000 for regionalized defender services.

A total of $100,000 will be available to Trenton, East Orange and Plainfield to continue existing projects.

$75,000 will be available to fund up to three new projects.

Municipal Court applications will require the endorsement of the Administrative Office of the Courts.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$350,000	$38,889	10%

PROGRAM C-5: Improvement of Services and Information Programs for Victims, Witnesses, and Jurors

OBJECTIVES:

To reduce waiting time for witnesses, jurors and victims served by projects in this area by 15% in the first year and an additional 5% in the second year.

To reduce the number of cases which were not processed due to the failure of witnesses and victims to appear by 35% in the first year of project operation and an additional 5% in the second year.

To provide counseling, referral and direct emergency services to 1,500 victims of crime.

To use training films to instruct 1,500 jurors a year in the responsibliities of jurors and the procedures involved in jury duty.

SUBGRANT DATA:

On-going projects may be continued with carry-over funds. Up to three additional projects may be supported with no more than $35,000 for each project.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$100,000	$11,112	10%

PROGRAM C-6: Pre-Trial Service Programs

OBJECTIVES:

To complete a statewide capacity for pre-trial intervention at a core level through the continuation funding of seven PTI projects.

To increase the total enrollment capacity for pre-trial diversion within the courts from the present annual capacity of 3,500 to a minimum of 5,000 enrollees.

To maintain the success rate (dismissal of charge(s)) at a minimum of 70% of the defendants enrolled in the PTI programs.

To demonstrate a recidivist rate not exceeding 10% of clients during a three year period following their dismissal.

SUBGRANT DATA:

The 1977 Plan will provide continuation funding for the following projects up to the amounts indicated: Monmouth, $50,000; Passaic, $80,000; Union, $75,000; Atlantic Vicinage (including the Counties of Cumberland, Cape May and Salem) $50,000; Burlington-Ocean Vicinage, $80,000; Hunterdon, (Mercer Vicinage) $25,000 and Sussex-Warren, (Morris Vicinage) $40,000.

Remaining funds within the program will support the expansion and reform of non-monetary pre-trial release programs.

Any project funded under this program area will be subject to programmatic and/or fiscal modifications that may be necessary to ensure conformance to forthcoming State Supreme Court and Administrative Office of the Courts rules and guidelines.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$580,000	$64,445	10%

PROGRAM C-7: Improvement of Juvenile Probation Services

OBJECTIVES:

To improve probation practices by expanding the range and quality of services available to juveniles on probation through the development of two new probation projects.

To develop and implement innovative programs within probation departments that will provide specialized services to probationers and their families.

To increase the percentage of probation experiences terminating in good adjustment discharges as compared to pre-program operation in the jurisdictions served.

SUBGRANT DATA:

Up to eight probation projects will be considered for continuation funding. Up to two new projects designed to improve probation services will be funded.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$327,850	$36,428	10%
Total JJDP Act Funds	$100,000	$11,112	10%
PROGRAM TOTAL	$427,850	$47,540	

PROGRAM C-8: Prosecutor's Office Management Improvement

OBJECTIVES:

To provide a county prosecutor's office with a professional management capability to increase efficiency which may be measured by an increase of 5% in individual staff prosecutor caseloads.

To establish policy guidelines and implement a system of prosecutorial case screening in two additional county offices so that the public interest and justice can be better served by early use of the prosecutor's discretionary authority. Work flow will be improved by earlier case evaluation. A decrease in "downgrades" over a comparable prior period should result. By the elimination of "borderline" cases, an increase in the successful prosecution rate over the prior year should result.

To reduce the detention time of persons accused of criminal activity by enabling the prosecutor to expedite decisions regarding cases in counties with screening units.

To provide prosecutorial interfacing with pre-trial intervention programs.

To continue the development of the Prosecutors Management Information System.

To provide technical assistance on legal matters to the State Police.

To reduce the number of cases that are dismissed for legal insufficiency or procedural error in jurisdictions served by the State Police.

To provide training in legal aspects of police work for 300 police officers in jurisdictions served by combination case screener/legal advisor units.

SUBGRANT DATA:

The State Police Legal Advisory Unit will be supported with $40,000.

Hunterdon and Gloucester County case evaluation/screener projects will receive continuation funding at $17,500 each.

An Office Manager project originally funded with 1976 funds will receive $25,000 in continuation funding.

The Burlington County case screener/evaluator project will be continued with up to $35,000.

Two additional counties will receive up to $35,000 to initiate case evaluator/screener projects.

The Prosecutor's Supervisory Section of the Division of Criminal Justice will assist in the selection of participants for these projects.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$200,000	$22,223	10%

PROGRAM C-9: Utilization of Technological Resources Within the State Court System

OBJECTIVES:

To identify data required for development of comprehensive, uniform, reliable and timely court statistics, planning and research data and court management information on a statewide basis.

To maintain staff support in the Administrative Office of the Courts for the expansion of the Statewide Judicial Information System, thereby reducing delay and congestion in the courts.

To implement a Judicial Management Information System module for the Supreme Court.

To participate in the System for the Electronic Analysis and Retrieval of Criminal Histories (SEARCH) Judicial Information Systems project.

To interface the Statewide Judicial Information System with the various county projects, utilizing multipurpose terminals.

To continue the development of a Probation Administrative Management Information System.

SUBGRANT DATA:

Funds from the 1976 Plan will be available to the Administrative Office of the Courts to develop a Probation Administration Management Information System.

Funds from the 1976 Plan will also be available for one county, to be selected by the State Law Enforcement Planning Agency and the Administrative Office of the Courts, to develop a computer aided transcription project.

Up to $45,000 will be available to local, innovative projects. Some local JMIS projects may require assistance in compatibility projects.

$70,000 will be available to continue development of the Statewide Judicial Information System.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$115,000	$12,778	10%

PROGRAM C-10: Office of the Public Advocate Activities

OBJECTIVES:

To provide for a comprehensive child advocacy project within the Office of the Public Advocate to promote new court rules, legislative enactments, executive directives and procedural changes.

To provide staff within the Office of the Public Advocate to research major areas of the criminal law in order to develop strategies and responses for the Public Advocate.

SUBGRANT DATA:

It is anticipated that these projects will receive a total of two years each of State Law Enforcement Planning Agency support. The Office of the Public Advocate will be the sole applicant.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$160,000	$17,778	10%

PROGRAM C-11: Continued Support of Statewide Court Activities

OBJECTIVES:

To continue the development of a State level mechanism to implement pre-trial service and intake programs on a statewide basis reducing the number of defendants processed through to adjudication, thereby conserving judicial resources for "speedier trials" of defendants charged with serious offenses.

To continue to address the problem of delay and backlog by increasing the number of dispositions per judge. Dispositions per judge should increase at the rate of seven percent per year for the next four years.

To continue to provide the judiciary with a Judicial Information Service to engender greater community support and understanding of the judicial branch of government.

To provide State level coordination of citizen volunteer probation programs resulting in this supervision modality being available to 25% of the county juvenile probationers, intake and pre-trial intervention enrollees and five percent of the county adult probationers and intake and pre-trial intervention enrollees.

To develop a State level program to reduce sentence disparity.

To continue a program of coordinated probation training projects.

To support the judiciary with a statewide facilities study program.

SUBGRANT DATA:

The 1977 funds will be allocated to the AOC as follows:

$80,000 will continue support of the Office of Pre-Trial Services.

Probation Training will be continued with $83,000 in 1977 funds.

A Judicial Facilities project will be undertaken with $100,000.

The Judicial Information Services office will be continued with $50,000.

The Intake Administration Office will be continued with $40,000.

The 1975 and 1976 funds will support a Sentence Disparity project.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$353,000	$39,223	10%

PROGRAM C-12: Improved Appellate Capability

OBJECTIVE:

To support the Central Appellate Research Staff of the Superior Court Appellate Division, the Public Defender and the Division of Criminal Justice in their efforts to reduce backlog and delay in the handling of appeals by ten percent.

SUBGRANT DATA:

Three grants will be made to encourage uniformity of response.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$255,000	$28,334	10%

D. INSTITUTIONAL AND NON-INSTITUTIONAL REHABILITATION

PROGRAM D-1: Local Correctional Institution Rehabilitation Management and Service Delivery

OBJECTIVES:

To continue seven projects containing jail population management program components designed to identify correctional service area needs by implementation of improved assessment and decision-making techniques such as classification and through the development of standardized communication and feedback procedures with the judiciary and local criminal justice agencies.

To fund at least one new jail project.

To process a minimum of 5,000 persons through formal classification.

To continue the service delivery components of seven projects and thereby provide intake, counseling and pre-release services for a minimum of 5,000 inmates.

To continue at least one family counseling services project and to develop the program in at least three of the continuation projects. A minimum of 100 families should be contacted as a result of this program component.

To increase the number of pre and post-release referrals to community service agencies from 6,000 to 7,000 and to conduct a follow up survey on the progress of these referrals at three months and six months following referral.

To increase the number of initial intake orientations and interviews conducted within 48 hours of detention from 18,000 to 20,000.

SUBGRANT DATA:

1976 Plan revised Program funding:

The following projects will receive final continuation funding from the 1976 Plan within the amounts indicated: Somerset, $16,000; Mercer, $25,000; Salem, $30,000; and the Essex Correctional Center Legal Services project, $50,000.

Continuation funding up to the amounts indicated will be provided for: Passaic, $65,000; Gloucester, $40,000; Essex Correctional Center Diagnostic Unit, $70,000; and the Essex Jail, $70,000.

Funding will be available in the total amount of $100,000 to initiate a new jail project and a family counseling unit developed as an entity within an established jail program.

1977 Program Funding Plan:

The 1977 Program will provide final funding for the following projects within the amounts as indicated: Passaic Jail, $40,000; Gloucester Jail, $30,000; and the Essex Correctional Center Diagnostic Unit, $50,000.

Continuation funding will be provided in the total amount of $130,000 to continue projects initially funded under the 1976 program.

A maximum of $41,000 will be provided to establish a new jail project.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$291,000	$32,334	10%

PROGRAM D-2: Improvement of Juvenile Detention and Shelter Care Practices

OBJECTIVES:

To increase the range of existing educational, recreational, volunteer and social services programs within detention and shelter care facilities that serve a potential annual population of 12,000 juveniles.

To increase to 13 the number of detention facilities where programs have been developed or expanded through assistance from this program area.

To increase to nine the number of shelter care facilities where programs have been expanded through assistance from this program area.

To assist detention and shelter facilities to meet standards of operation and administration.

SUBGRANT DATA:

Monies will be available to continue second and third year funding for up to 15 county detention and shelter care programs and to begin up to three new programs.

Grant funds for the enrichment of detention programming will be available in amounts up to approximately $30,000.

Grants to shelter care facilities will primarily provide staff support for educational and social service activities and will not exceed $20,000.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$187,750	$20,862	10%
Total JJDP Act Funds	$ 88,100	$ 9,789	10%
PROGRAM TOTAL	$275,850	$30,651	

PROGRAM D-3: State Corrections Support Program

OBJECTIVES:

To continue the Disciplinary Hearing Officer project to complete the model program and to improve disciplinary hearings for an estimated 10,000 cases during a 12 month period.

To develop an improved inmate grievance procedure to process approximately 2,500 grievances per year for seven State correctional institutions.

To continue improvement in the management of two State correctional institutions, one in the adult and one in the youth complexes, by providing assessment evaluation and technical assistance to the institutional administrators.

To establish a program of inmate advocacy at the local level of corrections to improve the handling of inmates and to provide investigative services to 1,130 complaints.

SUBGRANT DATA:

The Department of Corrections and the Department of the Public Advocate are the only eligible applicants.

Funding of the following projects will be considered within the amounts indicated: County/Municipal Inmate Advocacy Pilot Program, $80,000; Disciplinary Hearing Officer Program, $150,000; Planning, Management and Evaluation Unit, $75,000 and the Grievance Handling Project, $50,000. The Assistance for Institutional Management project may be funded depending on the availability of program funds.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part E Block Support	$355,000	$39,445	10%

PROGRAM D-4: State Correctional Education Programs

OBJECTIVES:

To continue an annual research program in which follow-up data will be collected and analyzed on 12,000 clients who have participated in educational programs. The study will include clients both during the remainder of their stay within institutions and then upon their release to the community under parole supervision.

To provide each inmate entering a State correctional institution with educational testing, an individualized instructional plan and follow-up counseling sessions.

To analyze and evaluate existing educational programs and to formulate recommendations for continuance, improvement and/or redirection of ineffective or under-utilized program components, as well as to develop new programs.

To establish learning centers at each of the satellite units thereby increasing the static capacity of the learning centers from 175 to 350.

To provide learning disability diagnosis and evaluation for at least 2,000 inmates and to prescribe individual treatment plans.

To provide vocational awareness and training to at least 400 inmates.

To complete the development of a model correctional education program for both the institutional complex as well as the individual institution by December 31, 1977.

To provide learning disability services for 2,000 inmates by December 31, 1977.

SUBGRANT DATA:

The Department of Correction and the Department of Education are the sole eligible applicants.

It is anticipated that the State will assume the cost, at the approximate level of $345,000, to continue the following projects, all of which will have reached a fourth SLEPA grant: Vocational Careers, YCIB; Learning Center, New Lisbon; Learning Center, YRCC; Medical-Surgical Technician Program; Mobile Vocational Training Program; and the Individualized Learning Approach (ILA) project.

Funding up to the amounts indicated will be provided to continue the following projects initiated or continued under the 1976 Plan: Vocational Training Program, Leesburg Prison Farm ($100,000); Mobile Learning Center ($100,000); Vocational Adjustment Unit ($100,000); and a final funding for Project LEARNED ($50,000).

Up to $100,000 will be provided to expand and improve the Continuous Assessment Unit Program. This project is considered a new activity under the SLEPA funding schedule.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part E Block Support	$450,000	$50,000	10%

PROGRAM D-5: State Correctional Treatment Programs

OBJECTIVES:

To continue development of the Administrative Segregation Unit program to provide treatment and/or educational services to a minimum of 300 inmates.

To initiate an Officer Counselor program to improve the custodial supervision of inmates assigned to treatment and/or educational programs.

To increase the referral of State inmates requiring treatment for alcoholism or drug addiction to community treatment programs by improving diagnostic, release planning and follow-up information available to releasing authorities.

SUBGRANT DATA:

The Department of Corrections is the sole applicant. Funding up to $105,000 will be provided to continue the Administration Segregation Unit program at Trenton Prison and the Vroom Building. The Community Treatment Services Unit will be established in consultation with the Department of Health for a maximum grant of $58,000.

The Officer Counselor project will be provided an initial grant within the maximum amount of $116,000.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part E Block Support	$279,000	$31,000	10%

PROGRAM D-6: Development of Programs to Improve Assistance to Adult Offenders Released to the Community

OBJECTIVES:

To continue two work adjustment units, thereby providing specialized vocational training to a minimum of 280 clients.

To continue one volunteer project to provide counseling and employment assistance to 300 releasees from the State Prisons.

To continue four manpower service center projects to provide assistance to at least 1,200 releasees from institutions, courts and probation.

To continue the isolation and identification of those factors which relate most effectively to job placement, placement with career advancement opportunities and successful reintegration to society through an intensive client follow-up program involving a minimum of 400 clients.

To provide parole officers with an expanded range of client-centered resources through the continuation of parole resource specialists in each of nine district parole offices. At least 4,000 parolees will receive assistance during this grant period.

To continue a system of follow-up to examine continued client participation in placement situations.

To continue to provide basic emergency financial support, such as clothing and dental, medical, psychiatric and psychological services for approximately 200 parolees.

SUBGRANT DATA:

Part C funds from the 1976 Plan up to the amount of $650,000 will be used to continue projects initially funded under the 1975 Plan with the exception of the Middlesex Anti-Recidivism Project, which will be considered for a final grant within a maximum of $80,000. Maximum funding levels are indicated for those projects funded prior to the preparation of this Plan, as follows: Atlantic Vocational Service Center, $100,000; Hudson Mini-project for Spanish Speaking Offenders, $15,000; and the Community Affairs MW2 Project, $150,000.

The 1977 Program provides both Part C funds for application by local units of government and Part E funds for application by the Department of Corrections. Funding data is provided, as follows:

Part C funds are provided for final funding of the following projects within the maximum amounts indicated: Atlantic Vocational Service Center, $80,000; and the Community Affairs MW2 Project, $90,000. The remaining funds will be used for continuation of projects yet to be funded under the 1975 and 1976 Plans. Applicants are advised that funding is presently available for a maximum of three funding periods and to anticipate a reduced level of funding for each continuation grant provided.

Part E funds are provided for initial funding of the Manpower Development Unit within the State Bureau of Parole. A maximum of $40,000 is provided for this purpose. Final continuation funding of the Special Parole Project (Parole Resource Specialist) in the amount of $105,000 will be provided.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$450,000	$50,000	10%
Total Part E Block Support	$145,000	$16,112	10%
PROGRAM TOTAL	$595,000	$66,112	

PROGRAM D-7: Community Based Adult Residential Facilities and Programs as Alternatives to Incarceration

OBJECTIVES:

To provide graduated community re-entry to approximately 220 offenders released from State correctional institutions by continuing the adult Pre-release Service Center established under the 1975 Plan and funding the initial phase of one new service center.

To maintain a population of at least 45 residents in the service center and to provide each resident with continued employment and other support services necessary for re-integration.

To purchase client slots within community residential treatment programs on a pre-release basis, thereby providing short-term re-integration support for approximately 25 male and female inmates of State correctional institutions.

To provide the court with an additional alternative to incarceration by establishing three adult community-based residential centers to serve at least 300 offenders who would otherwise have been sentenced to a correctional facility.

SUBGRANT DATA:

The State Department of Corrections is the sole eligible applicant for the 1976 Part E monies used to support this program area. A total of $340,000 is available.

Up to $465,000 of 1976 Part C funds will be made available to local units of government for grants establishing a total of four community-based residential facilities. Local input to the 1977 Plan indicates that the following counties are planning to make application for grants to establish projects. Funds up to the amounts indicated will be made available from the 1976 Plan: Morris, $100,000; Atlantic, $160,000; Hudson, $120,000 and one additional new center, $85,000.

Continuation funding will be provided under the 1977 Plan for one project within a maximum amount of $80,000.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$80,000	$8,889	10%

PROGRAM D-8: Improvement of Parole Decision-Making

OBJECTIVES:

To continue the Youthful Parole Revocation Representation project and thereby provide representation for 650 youthful offenders.

SUBGRANT DATA:

Funds up to $150,500 will be considered for the Public Advocate to continue the Youthful Parole Revocation Representation project.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total Part C Block Support	$150,500	$16,723	10%

PROGRAM D-9: Alternatives to Enable Separation of Juvenile from Adult Offenders in State Correctional Institutions and to Insure Deinstitutionalization of Status Offenders

OBJECTIVES:

To review the status of juvenile commitments to the youth correctional institution complex and to continue to plan for the development and evaluation of projects to encompass this population.

To continue to develop projects which will bring to approximately 210 the number of program slots for juveniles who would otherwise be mixed with adults in the State's correctional institutions.

To continue an expanded monitoring capability to insure appropriate commitments to juvenile detention and State correctional facilities.

SUBGRANT DATA:

Funds will be made available to the Department of Corrections for the following purposes:

$60,000 - For the continuation of a youth administrative and monitoring unit.

$322,250 - To develop up to three projects to continue the effort to separate juveniles and adults within correctional institutions.

BUDGET:

	LEAA	State, Local or Other	Percentage of State or Local Match
Total JJDP Act Funds	$382,250	$42,473	10%

COMPLIANCE WITH FUNDING LIMITATIONS

Funds Available to Local Units

Section 303 (2) of the Crime Control Act of 1976, Title 1, requires that at least 72.6% (under the variable pass-through requirement) of all federal funds be made available to units of general local government or combinations of such units. Of the total federal request of $10,445,000 (Part C funds), the State Law Enforcement Planning Agency will make 72.61% available to local units of government. See the chart following the narrative for a complete listing of programs and funds available to units of general local government.

Construction Costs

Program area B-9 entitled "Increased Crime Laboratory Services" will allocate $350,000 of Part C funds for construction purposes. All construction will comply with clearances, procedures and requirements inherent in LEAA guidelines.

Personnel Compensation

Section 301 (d) limits the use of Part C federal funds for personnel compensation. The following items refer to all Part C programs or Part C portions of combined Part C and Part E programs:

1. Estimated total personnel compensation in all Part C programs (exclusive of compensation for time spent in conducting or undergoing training programs; time engaged in research development or other short term programs) is approximately $3,446,850.

2. Estimated total personnel compensation in all Part C programs for police or other regular law enforcement personnel (exclusive of compensation for time spent in conducting or undergoing training programs; time engaged in research development or other short term programs) is approximately $1,930,236.

3. Estimated total increase in personnel compensation of implementing agencies exclusive of same compensation items as in (2) above is approximately 212,325.

4. Estimated expenditure from federal share for the increased personnel compensation provided in (3) above exclusive of same compensation item as in (2) and not to exceed 50% of (3) is approximately $106,162. Addendum on Award of Advance Action.

Grant Funds

No advances have been made for 1976 Action grants.

The following chart is an estimate, from each program description in Section C of the funds being allocated to (1) units of State government (2) units of general local government and (3) combinations of units of general local government. The chart not only provides a complete breakdown of Part C action grant funds, but also of Part E correctional funds and Juvenile Justice and Delinquency Prevention Act funds.

Program No.	Program Title	State	Local
A-1	Continuation of State Level Program, Monitoring & Evaluation Capability (Part C)	$ 105,000	$
A-2	In-Service Training for Police Officers (Part C)		250,000
A-3	Educational & Professional Development for Criminal Justice Personnel (Part C)	224,000	205,000
A-4	Recruitment, Selection & Upgrading of Criminal Justice Personnel (Part C)	50,000	
A-5	Specialized Training of Court Professional & Supporting Judicial Personnel (Part C)	165,000	
A-6	State Advisory & Training Services for Local Corrections	-0-	-0-
A-7	Therapeutic Retention of Students in Local Public Schools (JJDP)		220,000
A-8	Community Youth Services Programs $1,027,850 (Part C) $245,000 (JJDP)		1,272,850
A-9	Residential Facilities for Juveniles in Need of Supervision & Community Treatment Facilities for Juvenile Delinquency $402,850 (Part C) $100,000 (JJDP)	35,500	467,350
B-1	Increase Police Patrol Effectiveness (Part C)		380,000
B-2	Crime Specific Priority Target (Part C)		347,000
B-3	Establishment & Continuation of Public Housing Security Units (Part C)		460,000
B-4	Prevention of Crime Through Improvement of Combined Police Community Efforts (Part C)	35,000	205,000
B-5	Establishment of Regionalized Narcotic & Organized Crime Investigation/Prosecution Unit (Part C)		80,000
B-6	Increase Police Efficiency by Improved Communication Methods (Part C)	130,000	470,000
B-7	Mass Transportation Crime Target Hardening Demonstration Project (Part C)	50,000	
B-8	Statewide Expanded Specialized Investigation of Organized Crime (Part C)	338,000	
B-9	Increased Crime Laboratory Service (Part C)	475,000	
B-10	Major Crime Fugitive Squad (Part C)	225,000	

Program No.	Program Title	State	Local
C-1	Improvement of Police Services to Juveniles $487,850 (Part C) $100,000 (JJDP)		587,850
C-2	Community Resource Systems for Treatment of Adult Drug & Alcohol Offenders (Part C)		294,500
C-3	Improvement & Expansion of Juvenile & Domestic Relations Court Intake Screening $437,850 (Part C) $100,000 (JJDP)		537,850
C-4	Municipal Court Management & Improvement Program (Part C)		350,000
C-5	Improvement of Services & Information Program for Victims, Witness & Jurors (Part C)		100,000
C-6	Pre-Trial Service Program (Part C)		580,000
C-7	Improvement of Juvenile Probation Services $327,850 (Part C) $100,000 (JJDP)		427,850
C-8	Prosecutor's Office Management Improvement (Part C)	40,000	160,000
C-9	Utilization of Technological Resources within the State Court System (Part C)	70,000	45,000
C-10	Office of Public Advocate (Part C)	160,000	
C-11	Continued Support of Statewide Court Activities (Part C)	353,000	
C-12	Improved Appellate Capability (Part C)	255,000	
D-1	Local Correctional Institution Rehabilitation System Management & Service Delivery (Part C)		291,000
D-2	Improvement of Juvenile Detention & Shelter Care Practices $187,750 (Part C) $88,100 (JJDP)		275,850
D-3	State Correctional Support Program (Part E)	355,000	
D-4	State Correctional Education Programs (Part E)	450,000	
D-5	State Correctional Treatment Programs (Part E)	279,000	
D-6	Development of Programs to Improve Assistance to Adult Offenders Released to the Community $450,000 (Part C) $145,000 (Part E)	145,000	450,000
D-7	Community Based Adult Residential Facilities & Programs as Alternatives to Incarceration (Part C)		80,000
D-8	Improvement of Parole Decision-making (Part C)	150,500	
D-9	Alternative to Enable Separation of Juvenile from Adult Offenders in State Correctional Institutions and to Insure Deinstitutionalization of Status Offenders (JJDP)	382,250	
TOTAL		$4,472,250	$8,537,100

LOCAL PARTICIPATION AND FUND BALANCE

The methods used to develop the 1977 Plan have not differed significantly from the procedures followed for the 1975 or 1976 Plans. A satisfactory relationship has been developed to coordinate the needs of State agencies with the Bureau of the Budget. The local comprehensive planning program is in the implementation stage of the three-year planning process. Therefore, the following description is substantially the same as the corresponding section of the 1976 Plan.

Decisions by the State Law Enforcement Planning Agency Governing Board on the allocation of funds to local units of government are based on various considerations, among them a desire to maintain a balanced distribution of funds to eligible cities and counties. This balanced distribution is accomplished in part through an evaluation of population density and index crime rate for the applicant unit or combination units of government. The applicant also must meet the qualitative criteria for funds including relative merit of a project proposal, its innovative features, its practical applications, its area of priority in the current Plan and the qualifications of operating personnel. Questions regarding the precise allocation of funds within the order or priorities are decided by factors relating to the project and its sponsor (e.g. feasible levels of funding for the type of project, 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. Special priority consideration will be accorded applications from the State's largest cities and most populous counties. Governmental units that might not qualify for funding can become eligible by joining with other governmental units in project funding requests.

Descriptive data based on analysis of law enforcement system needs and problems in the major municipalities and metropolitan areas is provided under "Section B Problem Analysis and Needs Assessment." These problems and needs are based on compilation by local criminal justice agencies and correspond directly to the LEAA functional categories. In order to establish a firm basis for 1977 priorities, the State Law Enforcement Planning Agency requested from State agencies and from each local planning unit provided with planning funds an assessment of its own priorities for the year. These priorities formed the nucleus around which the program areas for 1977 were established in the State Plan. The Agency staff also refined and incorporated in the 1977 Plan efforts from the previous planning years. The programs listed in the Plan and appropriation of funds thus were devised with considerable input from State agencies, local planning units and units of general local government.

Section 303 (a) 4 of the Crime Control Act of 1976 requires procedures to insure that units of local government or combinations which total at least 250,000 in population are afforded an opportunity to provide input into the state comprehensive plan. The above outlined procedures coincide exactly with this requirement for jurisdictions which are funded with planning grants.

Other units of government or combinations meeting the above population minimum may develop plans for the improvement of the criminal justice system and submit these plans as formal input for consideration to be included in annual priorities. A timetable giving the deadline dates for the submission of the documents and the format will be supplied by the State Law Enforcement Planning Agency.

After consideration of the staff and approval of the Governing Board, the annual action programs are developed. Individual applications will then be required for consideration.

ALLOCATIONS TO SUBSTANTIVE AREAS OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

SUMMARY OF PART C ALLOCATIONS

Program #	Police	Courts	Corrections	Drug Abuse	Juv. Del.	General Crime Prev.
A-1	$ 35,000	$ 35,000	$ 35,000	$	$	$
A-2	250,000					
A-3	180,000	100,000	50,000		99,000	
A-4	12,500	12,500	12,500		12,500	
A-5		165,000				
A-7						
A-8					1,027,850	
A-9					402,850	
B-1						380,000
B-2	347,000					
B-3						460,000
B-4						240,000
B-5	40,000			40,000		
B-6	600,000					
B-7						50,000
B-8	338,000					
B-9	475,000					
B-10	225,000					
C-1					487,850	
C-2			50,000	244,500		
C-3		437,850				
C-4		350,000				
C-5		100,000				
C-6			580,000			
C-7			327,850			
C-8		200,000				
C-9		115,000				
C-10		160,000				
C-11		353,000				
C-12		255,000				
D-1			291,000			
D-2					187,750	
D-3						
D-4						
D-5						
D-6			450,000			
D-7			80,000			
D-8			150,500			
D-9						
TOTALS	$2,502,500	$2,283,350	$2,026,850	$284,500	$2,217,800	$1,130,000
Percent of Part C Funds ($10,445,000)	24.0%	21.9%	19.4%	2.7%	21.2%	10.8%

SUMMARY COMBINING PART C, PART E AND J.J.D.P. FUNDS

	AMOUNT	Percent
Police	$ 2,502,500	19.2%
Courts	2,283,350	17.6%
Corrections	3,255,850	25.0%
Drug Abuse	284,500	2.2%
Juvenile Delinquency	3,553,150	27.3%
General Crime Prevention	1,130,000	8.7%
Total	**$13,009,350**	**100.0%**

The above charts were prepared under the following assumption: that the classification, "General Crime Prevention," is taken literally and that programs or portions of programs that are included in Juvenile Delinquency, Drug Abuse or other areas are classified as "specific" crime prevention programs properly in the major category and not in the "general" heading.

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